



Committee of the Whole Agenda

Monday, February 27, 2023, 7:00 PM

Council Chambers & Electronic Meeting

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Staff Report to Committee of the Whole

DATE: Monday, February 27, 2023

DEPARTMENT: Administration

SUBJECT: Introduction to Significant Budget Pressures and Budget Items

BACKGROUND:

The intent of this report, and more broadly this Committee of the Whole meeting, is to introduce Council to the significant budget pressures and significant budget items that the City is facing as it works to build the 2023 budget and the 2023-2027 Five Year Financial Plan.

A historical and long-standing focus on low taxes together with the decision in 2020, 2021 and 2022 to further reduce the tax increase as a result of the COVID pandemic; high growth rates; unanticipated legal and financial pressures from external partners; and, unprecedented inflation are together creating significant budget pressures that the City must navigate in the 2023 budget process and beyond.

While some of the above items were factored into the 2022-2026 Five Year Financial Plan, the reality is that the City, last year, was projecting at least a 6% tax increase in each of the next four years even before some of these items were known or factored in.

The 2022 budget report to Council noted the following:

Due to the COVID-19 pandemic, Council made the decision in 2020 and 2021 to reduce the recommended tax increases to assist residents who were affected by the pandemic, recognizing that future year tax increase percentages would likely be higher. These reductions, along with previous years of low tax increases, have been made possible due in large part to the growth of the tax base within the City and through the use of surplus and reserves.

Council will note that the 2021-2025 Five-Year Financial Plan approved last year had a projected 2022 tax increase of 5%. Currently, the proposed 2022 tax increase is 2.95%. This lower tax increase has been attained mainly from new taxes raised through growth and the use of the surplus reserve tax stabilization fund. It is worth noting that due to the low tax increases over the last number of years and ambitious programming of

services, the next four years in the financial plan are currently projected to be at least 6% per year.

The following table highlights both the projected and actual tax increases from 2020 onwards.

	Projected Tax Increase	Actual Tax Increase
2020	3.49%	1.9%
2021	3.95%	2.95%
2022	5%	2.95%

COMMENTARY:

In late March and April, staff will bring forward the full municipal 2023 budget and the 2023-2027 Five Year Financial Plan for Council to deliberate.

Despite this, staff are bringing forward the items on this agenda now because several of the items are either time sensitive, have significant budget implications, or both. These items include, the YMCA additional operating subsidy and potential purchase of the YMCA Recreation Centre (aquatic facility), the addition of 27 new firefighters over three years, a new RCMP building and up to five new police officers this year should Council wish to maintain an officer to population ratio of 1:750, and additional staff at City Hall. Each of these items are outlined in detail in the following reports in this agenda.

Some of these items may have very serious and negative implications for the City if not funded in 2023. For example, there is a real risk that the YMCA will begin a process of closing their operations at the Recreation Centre if the City does not double its financial support by the end of March (which is in advance of the City's budget process completing). However, there may also be some items in this Committee of the Whole agenda that, while critical to the operations of the City, have some degree of flexibility in a decision making and funding timeline and therefore are able to be included in the City budget process to take place in late March through April.

Therefore, when Committee of the Whole is considering the items in each of the subsequent reports, it may wish to determine whether it wishes Council to decide on the matter at the March 6th Council meeting in advance of the 2023 budget process, or if the Committee of the Whole wishes staff to include the matter for consideration within the 2023 budget process.

FINANCIAL IMPLICATIONS:

As noted above, a historical and long-standing focus on low taxes together with the Council decision in 2020, 2021 and 2022 to further reduce the tax increase due to COVID, high growth rates, unanticipated legal and financial pressures from external partners, and unprecedented inflation are together creating significant budget pressures that the City must navigate in 2023 and beyond.

Prior to 2023, the City was projecting a base budget that would result in at least a 6% increase in taxes in each of the next four years.

In addition to this base budget projection, Council is faced with a number of significant budget items that it must consider and if supported, will not only have budget implications in 2023 but in subsequent years as well.

For reference, for 2023 a 1% tax increase equates to approximately \$380,000.

LEGAL IMPLICATIONS:

Council has the authority, via resolution in a Council meeting (not Committee of the Whole), to authorize expenditures for the 2023 budget in advance of the 2023 budget and five-year financial plan being approved. However, Council should know that in these instances, decisions made by Council and then subsequently acted upon by staff, cannot be reversed during the budgeting process.

OPTIONS:

THAT Committee of the Whole receives this report for information.

[Click or tap here to enter text.](#)

SUBMITTED BY: Darren Kiedyk, Chief Administrative Officer

Concurrence: Donna Petrie, Senior Manager of Business Development and Events

Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities

Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision

Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works

Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance

Concurrence: Marie Watmough, Deputy Director of Corporate Services

Concurrence: Braden Hutchins, Director of Corporate Services



Staff Report to Committee of the Whole

DATE: Monday, February 27, 2023

DEPARTMENT: Administration

SUBJECT: YMCA Financial Challenges and Next Steps

BACKGROUND:

Pre-2013, the City worked with the YMCA-YWCA of Greater Victoria (the YMCA) and Westhills Land Corporation (Westhills) to create a plan to provide an aquatic centre (the Recreation Centre) on Westhills Drive.

The plan called for Westhills to fund and build the Recreation Centre, which would be purpose built to meet the requirements of the YMCA and the City. The plan also called for the YMCA to lease the Recreation Centre from Westhills for 25 years, and for the City to purchase recreation services from the YMCA, also for a period of 25 years.

A Tripartite Agreement between the City, the YMCA and Westhills was also developed under which the City agreed to assume the Lease if the YMCA ceased to operate the Recreation Centre or defaulted under the Lease, including by failing to make the monthly rent payments to Westhills. The purpose of the tri-partite agreement was to provide certainty to Westhills that the lease payments for the Recreation Centre would continue to be paid for the full term contemplated.

In early 2013, Council approved the Tripartite Agreement and Operating (Services) Agreement, copies of which are attached to this report.

Since the opening of the Recreation Centre in 2016, the YMCA has indicated that it has lost more than \$10,000,000 operating the Recreation Centre. Further, since 2020, Westhills has provided a variety of rent deferrals to the YMCA. (See attached letters between the YMCA to Westhills, which the City was copied on.)

In late January, 2023, Derek Gent, the Chief Executive Officer advised the City that the YMCA Board had passed the following resolution:

BE IT RESOLVED THAT due to ongoing financial deficits in the operation of the Westhills YMCA/YWCA facility in Langford (hereinafter "WHY"), the Board directs staff to initiate actions toward a facility closure starting March 31, 2023 unless, prior to March 31, 2023, the City of Langford commits to a further annual contribution of \$950,000 which

contribution shall be in addition to that required under the Services Agreement dated for reference February 7, 2013.

Given the requirements within the existing agreements and the above resolution from the YMCA Board, the intent of this report is to provide a path forward for the City that meets the following objectives:

1. Ensure the continued operation of the Recreation Centre under the YMCA in the short-term;
2. Ensure the residents of Langford are getting the best possible services at a good value at the Recreation Centre; and
3. Ensure the City is taking all the steps necessary to minimize its long-term financial exposure.

COMMENTARY:

Objective 1: Ensure the continued operation of the Recreation Centre under the YMCA in the short-term

In the short term, staff believe that it is critical that the YMCA remain the operator at the Recreation Centre. This will ensure that the existing services levels at the Recreation Centre are maintained, without the City having to financially contribute anything greater than if the YMCA were to cease operations and the Recreation Centre to be without an Operator.

Under the terms of the Operating agreement, the City is obligated to provide \$950,000 to the YMCA as an annual subsidy. The YMCA has advised that, unless the City increases the annual contribution to \$1,900,000, as of March 31, 2023, they will begin to initiate a closure of the Recreation Centre (actual date not defined). If the YMCA were to initiate a closure of the Recreation Centre, they would be in breach of the Operating Agreement, allowing the City to terminate the Operating Agreement (and obligating Westhills to terminate the Lease Agreement). If this were to happen, the City would no longer be obligated to provide the annual subsidy, but would become responsible for the monthly rent due under the Lease Agreement until a new operator is found, which the City understands to be an amount equal to approximately double the City's annual contribution, until a new operator is found.

Therefore, in the short-term, by increasing its annual contribution to the Recreation Centre, the City will maintain existing services to the community at approximately the same cost as if the Recreation Centre did not have an operator.

Objective 2: Ensure the residents of Langford are getting the best possible services at a good value at the Recreation Centre

Staff believe that if the City agrees to double its annual contribute to the Recreation Centre, it should be conditional upon the City conducting a governance and operational review of the Recreation Centre to ensure the residents of Langford are getting the best possible services at a good value for money spent.

This review would have three parts:

First, section 4.8 of the Operating Agreement requires the YMCA, on a bi-annual basis, to provide the City with a report relating to the operation and management of the Recreation Centre. No reporting has been received by the City since the opening of the Recreation Centre in 2016. Therefore, staff recommend that the City requires detailed reporting of the operation and management of the Recreation Centre going back five years be provided to the City.

Second, and using these reports, once received, as a starting point, staff also recommend that the YMCA commits to a comprehensive governance and operational review of its operations at the Recreation Centre to determine what improvements can be made, if any.

Third, staff recommend that the governance and operating structure of the YMCA at the Recreation Centre be assessed and compared to other similar facilities in the region to help determine the most suitable governance and operating structure that best meets the needs of Langford residents going forward.

Objective 3: Ensure the City is taking all the necessary steps to minimize long-term financial exposure.

As noted above, the City is currently providing \$950,000 as an annual subsidy to the YMCA. If the City were to increase its contribution, the City would pay approximately \$34,000,000 over the remaining term of the Lease Agreement (approximately 18 years). However, at the end of the Lease Agreement, Westhills would continue to own the Recreation Centre and additional lease payments would be required at that time to continue to provide the Recreation Centre as a benefit to the community.

Through conversations with the YMCA and Westhills, staff understand that Westhills may be willing to sell the Recreation Centre. Therefore, staff recommend that the City enter into negotiations with Westhills for the potential purchase of the Recreation Centre, including entering into detailed discussions regarding purchase price and terms, and seeking relevant information from Westhills regarding the Recreation Centre (e.g. available depreciation reports, lease agreements with other tenants, etc.).

FINANCIAL IMPLICATIONS:

In the short term, in order to ensure the ongoing operation of the Recreation Centre, it is recommended that the City increase its annual contributions from \$950,000 to \$1,900,000. For the 2023 budget, this would have a tax implication of approximately 2.5%, if the additional contribution was provided from April to December).

In the long term, it is recommended that the City consider purchasing the Recreation Centre. The financial implication of this purchase would be determined through negotiations with Westhills.

LEGAL IMPLICATIONS:

Detailed legal implications regarding this matter will be provided to Council at an In-Camera Council meeting.

Council may wish to note that under the current operating agreement, the YMCA does not have the authority to initiate a facility closure, as indicated in the YMCA Board resolution in the January 27th email (attached). If the YMCA were to take this step, the City would be in a position to terminate the Operating Agreement with the YMCA (and cease the \$950,000 annual subsidy to the YMCA).

If this occurs, the City will become the month-to-month lessee of the Recreation Centre on the terms of the current Lease until the City and Westhills have entered into new agreements with a replacement operator. As noted above, the cost of this would be approximately double the City's annual contribution, until a new operator is found.

OPTIONS:

Option 1

THAT Committee of the Whole recommends that Council:

1. Direct staff to include an additional \$950,000 in the 2023 budget and five-year financial plan as an additional financial contribution for the operation of the Recreation Centre by the YMCA under the current tripartite, operating and lease agreements;
2. Direct staff to request the following information and assurances of next steps from the YMCA:
 - a. Operating reports, as specified under the operating agreement, for the last five years;
 - b. Commitment to a comprehensive operational review of the YMCA governance and operating structure at the Recreation Centre;
3. Direct staff to assess and compare the governance and operating structure of the YMCA at the Recreation Centre to other comparable facilities in the region to determine the most suitable governance and operating structure that would provide the greatest level of service at the lowest cost for Langford residents going forward; and
4. Direct staff to enter into negotiations with Westhills for the potential purchase of the Recreation Centre;

OR Option 2

THAT Committee of the Whole recommends to Council an alternative direction regarding the YMCA's funding challenges and next steps.

SUBMITTED BY: Braden Hutchins, Director of Corporate Services

Concurrence: Donna Petrie, Senior Manager of Business Development and Events
Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities
Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision
Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works
Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance
Concurrence: Marie Watmough, Deputy Director of Corporate Services
Concurrence: Darren Kiedyk, Chief Administrative Officer

Attachments:

Attachment 1 – Letter from YMCA to Westhills Dated February 17, 2023
Attachment 2 - Letter from Westhills to the City Dated February 14, 2023
Attachment 3 – Letter from Westhills to the YMCA dated February 14, 2023
Attachment 4 – Letter from the YMCA to Westhills Dated January 30, 2023
Attachment 5 – Email from the YMCA to the City Dated January 30, 2023
Attachment 6 – Letter from Westhills to the YMCA Dated Jan 25, 2023
Attachment 7 – 2013 Staff Report to Council Regarding Agreements
Attachment 8 – Tripartite Agreement
Attachment 9 – Operating (Service) Agreement



**YMCA-YWCA
Vancouver Island**

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Ryan McKenzie, Westhills Land Corporation
957 Langford Parkway
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sent by e-mail to rmckenzie@westhillslandcorp.com

February 17, 2023

cc to Darren Kiedyk, City of Langford and Deb Moore, Breakwater Realty Inc.

Dear Ryan,

Thank you for the response dated February 14, 2022. Our Board is convening next week and will consider your comments and suggestions, including the opportunity to meet with representatives from WLC. We continue to work closely with the City of Langford to advocate for increased funding and support that could help us to reach a sustainable level of operations under the current lease. The process emerging there promises an opportunity to more clearly communicate the value of this facility to the community, clarify our capacity to deliver services in the current context and show a path forward together.

In terms of an update on our operations, January was a good month, relative to earlier periods, with the addition of approximately 500 new members at the Westhills Y (bringing our total here to almost 6200 individuals, with almost 10,000 between our branches) demonstrating to us that our efforts to increase membership are working. It is also noteworthy that our membership consists of 70% Langford residents. We have not yet reached the \$200K monthly membership level referenced in our earlier letter, but are inching closer and February growth has been strong. Despite growth, this branch of our operations continues to lose significant money each month; the fixed occupancy costs being one of our biggest expense items.

To the comment about operating hours, as part of our planning, we have extended both weekday and weekend opening and closing times as of February 21st, and we continue to work to add programming and capacity as we monitor activities and as we strive to find enough employees. While internal capacity is limited, our marketing efforts are ongoing, in terms of electronic, print and bus ads in circulation, we have expanded our social media presence and we have been offering promotional days, like the recent Free on the 5th days, encouraging guest pass usage and swim promotions. The recent Westhills sponsored contest for a free family membership promoted on social media was well received. Camp Thunderbird registrations recently opened and we have had a good response to this year's offerings so far. Our other programs, including the \$10 per day childcare at the Westhills Y are going as expected.

Further to your request, I also enclose a copy of our 2022 year end consolidated financial results, including income statement and balance sheet. These results are still unaudited, and subject to further likely additional year end adjustments, but should provide a bit more indication of our continued financial challenges here, especially with the loss of government pandemic supports. The Board continues to impose restrictions on our assets which will be more accurately reflected in the presentation and notes of our audited statements, as in previous years.

We remain committed to making progress toward a solution with the City of Langford in the near term and that we can work to address your concerns as we continue to serve the growing and evolving community here. Thank you for your continued engagement.

Best regards,

Derek Gent, Chief Executive Officer



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February 14, 2023

City of Langford
877 Goldstream Avenue
Victoria, BC V9B 2X8

Attention: Darren Kiedyk

Dear Darren:

Re: YMCA Rent and Arrears

Enclosed please find a copy of our letter to the YMCA of today's date. As you know, we are very willing to work with the YMCA and the City to make the YMCA the ongoing success it should be. We are concerned however, that the YMCA may not be taking this matter as seriously as it should be. This is evidenced by the fact that the YMCA appears to have had approximately \$8.4 million dollars in liquid assets as at the end of 2021, while allowing the arrears it owes Westhills to build up to over \$1.6 million dollars, while ignoring our offer to meet with the board to explore solutions. In addition, though we understand that the YMCA, like all businesses, is experiencing struggles with labour and other issues coming out of the pandemic, we feel that they may need some direction and support in getting back on track.

As noted in our letter to them, the YMCA fitness centre is only open until 7:45 Monday to Friday, and until 4:00 on weekends, as compared with the JDF fitness centre, which is open until 10:00 Monday to Friday, and 8:00 on weekends, a fact which concerns us. In addition, we would love to help the YMCA get word out to Westhills (and greater West Shore) residents – with whom we have several means of direct contact – about the YMCA and its offerings. We have made this offer to the YMCA several times, and with the exception of including a fairly basic flyer in one mailout last year, they have not taken us up on these offers. One thought we had, which we have not mentioned to the YMCA but which we wanted to raise with the City, was the possibility of the City leasing space from the YMCA to operate a youth centre. This was a focus for supporters of Mayor and Council during the election, and the YMCA facility contains a space originally designated to be a youth centre.



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The Westhills YMCA is an incredible one-of-a-kind facility. It is irreplaceable, in location and design, and it would be impossible for the YMCA to construct it now for anything close to the equivalent of its rental investment. None of the parties want to see this enterprise fail, and so we are asking that the City take all reasonable steps to ensure the YMCA's success. Please let us know what we can do to be helpful in this process.

Yours truly,

Westhills Land Corp.

Per:

Ryan McKenzie
Manager

Encl.



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February 14, 2023

YMCA-YWCA of Vancouver Island
1319 Westhills Drive
Langford, BC V9B 0S2

Attention: The Board of Directors of the YMCA-YWCA and Derek Gent

Dear Derek and Board Members:

Re: Westhills YMCA

Thank you for your letter dated January 30, 2023. While we understand that the YMCA is having some ongoing challenges, we were disappointed with your response to our letter. Westhills' accommodations to date have been entirely voluntary; we are not obligated to accept less than full rent from the YMCA, and we feel that we have been more than reasonable in doing so for an extended period of time through, and coming out of, the pandemic. We do appreciate that the YMCA increased its monthly rent payment to 85% of the amount owed in February however we have been clear in recent correspondence that we will not accept less than full rent at this time and that a plan must be made to address the over \$1.6 million in arrears currently owing. We were also disappointed that you did not take us up on our offer to meet with the YMCA Board to discuss these issues.

You have advised us that the YMCA's revenues have not returned to pre-pandemic levels, and we trust that you are doing everything possible to increase those revenues. We do have some concerns about the YMCA's current operating hours, particularly for the fitness centre. The YMCA fitness centre is currently only open until 7:45 Monday to Friday, and until 4:00 on weekends. With the fitness centre being in direct competition with the JDF fitness centre, which is open until 10:00 Monday to Friday, and 8:00 on weekends, it's not surprising that new members might choose the latter. We are also unsure about the intensity of the YMCA's public efforts to recapture the membership lost during the pandemic. Westhills has offered to use our resources such as social media, resident mailouts, etc. to assist the YMCA and we have seen very little uptake from the YMCA on these offers. Also, while service levels and programming are between the YMCA and the City pursuant to the Services Agreement between the two, we are certainly supportive of the City providing additional support to the YMCA, and we have no doubt that you are working with the City to achieve this.



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On a final note, we are aware from financial statements previously provided that the YMCA that as of the end of 2021, the YMCA had \$8.4 million in cash and other investments, and is therefore capable of paying full rent to Westhills. We do not feel it is reasonable of the YMCA to ask Westhills to allow further arrears to build up while it retains millions of dollars itself. On that note, we would appreciate being provided with the most recent copies of the YMCA's financial statements including the balance sheet.

We are, as always, happy to discuss these matters and to work with the YMCA to facilitate its future success, but we must reiterate our request that full rent be paid starting immediately, and that a plan be developed to address the arrears. We remain more than happy to meet with yourself and the Board.

Yours truly,

Westhills Land Corp.

Per:

Ryan McKenzie
Manager

cc: City of Langford – Attention: Darren Kiedyk
Breakwater Realty Inc. – Attention: Deb Moore



**YMCA-YWCA
Vancouver Island**

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Ryan McKenzie, Westhills Land Corporation
957 Langford Parkway
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sent by e-mail to rmckenzie@westhillslandcorp.com

January 30, 2023

cc to Darren Kiedyk, City of Langford and Deb Moore, Breakwater Realty Inc.

Dear Ryan,

Thank you for the correspondence addressed to our Board of Directors from January 25, 2023, and for your continued conversations and support regarding the situation at our Langford location.

Unfortunately, despite the abatement of many pandemic restrictions and conditions, we have not seen a return of the health and fitness memberships at our Westhills Y location to anywhere near the levels of 2019. Monthly membership revenues in December of 2022 were approximately \$175,000, compared against average monthly revenues of over \$330,000 in 2019. We are pleased to report that the Childcare Centre at this location was approved as a \$10 per day site starting this month, which has resulted in significantly lower fees to parents.

We have experienced operating losses at this location in excess of \$1.7MM in 2022, bringing our cumulative deficit since opening in 2016 to more than \$10MM here. You may recall that we had already reported losses in the pre-pandemic period which have been significantly exacerbated by the pandemic and changes in market conditions. While the government supported wage and rent subsidies that are now at an end have been helpful, and we continue to see growth in membership as we also seek more diversified and alternative revenue sources as an organization, the financial situation remains very challenging. In an effort to reduce expense, our health and fitness centre and childcare at Eagle Creek in View Royal have not re-opened since the pandemic closure in 2020, and we have subleased the facility at this location. We also sought and obtained an amendment to the lease at our Downtown facility that provides us additional financial relief and allows us to continue delivery of services at this site. Operations at *Camp Thunderbird*, *Pandora Youth Apartments*, *Y Young Moms* and through various programs such as *Y-Mind*, *Healthy Living*, and our *Leadership Development* trips are ongoing.

Efforts are underway to work with the City of Langford to increase the City's contribution as a means to help us continue operation of this location. We have requested that by March 31, 2023, the City provide to us their commitment to increase their financial contribution.

At this time, we request a continued partial deferral of our rent payments to Westhills Corporation, with a proposed increase to 85% of the regular rent payment for February (based on the \$175K membership target reached in December), and then up to 90% to be based on increasing membership revenues to over \$200K, with 95% at \$225K and then 100% at \$250K, or based on receiving additional funding from the City of Langford. Note that these membership targets do not represent breakeven operations in the absence of additional funding, but we hope that this proposal shows our willingness to continue seeking mutual solutions.

Our organization very much wants to operate this important facility serving thousands of people from the Westhills neighbourhood and Langford community (70% of current users live in this municipality), as well as other users from the region. We will continue our efforts to seek additional resources and develop a sustainable operating model for addressing the evolving needs of residents here.

We greatly appreciate your patience and candour, with all efforts to work collaboratively.

Best regards,

Derek Gent, Chief Executive Officer

From: Derek Gent <dgent@vancouverislandy.ca>
Sent: Friday, January 27, 2023 11:24 AM
To: Darren Kiedyk <dkiedyk@langford.ca>; Braden Hutchins <bhutchins@langford.ca>
Subject: RE: Follow up from our conversation

Hi Darren and Braden,

Our Board met yesterday on January 26th and unanimously passed the following resolution:

BE IT RESOLVED THAT due to ongoing financial deficits in the operation of the Westhills YMCA/YWCA facility in Langford (hereinafter "WHY"), the Board directs staff to initiate actions toward a facility closure starting March 31, 2023 unless, prior to March 31, 2023, the City of Langford commits to a further annual contribution of \$950,000 which contribution shall be in addition to that required under the Services Agreement dated for reference February 7, 2013.

We will be responding to the Westhills letter received on Wednesday with a request for continued rent deferral at this time, based on our proposal for a proportional amount to be paid based on achieving continued growth in membership revenues at this location. December revenue was approximately \$175,000, and we propose to pay 85% of the total base rent for February (up from 75% paid in January and earlier periods), with up to 90% paid at \$200K, 95% at \$225 and 100% at \$250K, or upon receipt of additional funding contributions requested from the City of Langford.

Again, we would like to request that this information remain confidential within the City to avoid undue concern or potential risk to our current operations.

Happy to chat further about where things are at in the process there or any ways we can further support your work.

Regards,
Derek

Derek Gent
Chief Executive Officer

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January 25, 2023

YMCA-YWCA of Vancouver Island
1319 Westhills Drive
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Attention: The Board of Directors of the YMCA-YWCA and Derek Gent

Dear Derek and Board Members:

Re: Westhills YMCA

Further to our discussion prior to the holidays we write regarding the outstanding rent arrears owed by the YMCA-YWCA of Vancouver Island (the "YMCA") to Westhills Land Corp. ("Westhills").

As you are aware, Westhills worked proactively with the YMCA throughout the pandemic and the associated restrictions including the following measures:

- Agreeing to reduce rent by 50% (on a deferred basis) for 6 months (April – July, Sept. & Oct. 2020)
- Agreeing to reduce rent by 25% (on a deferred basis) for 22 months (Aug. 2020, Nov. 2020 – July 2022)
- Not implementing the rent adjustments that were due February 1, 2021 & 2022
- Providing assistance in marketing the YMCA to increase membership
- Exploring sale of the Westhills facility to the YMCA at a price less than fair market value
- Proactively approaching the City of Langford to discuss ways that they could assist with rental arrears and ongoing financial support

The agreement to allow the YMCA to pay partial rent for a period of time was on the basis that the parties would determine moving forward how the deferred rent would be paid to Westhills.

On July 7, 2022, Westhills advised the YMCA in writing that as of August 1, 2022, it would require that full rent once again start to be paid. Since receipt of that letter, you have advised us that the YMCA board has instructed you not to pay full rent, and instead have continued to submit payment of only 75% of the required amount for each month from August, 2022 through January, 2023.

While the pandemic caused incredible challenges for most organizations, we now seem to be well past the most difficult stage of it. We strongly encourage you to take all steps necessary to ensure that the YMCA's operating model is viable. We have provided financial assistance for almost three years and it is simply not sustainable for Westhills to continue to do so.



Westhills

957 Langford Parkway
Victoria, BC V9B 0A5
T: (250) 383-9281
F: (250) 478-6671
www.westhillsbc.com

The YMCA is in default of the lease and Westhills cannot allow the rental arrears to accumulate any further. As of today's date, the rental arrears without interest are approaching \$1,600,000. Interest on these arrears is approximately \$150,000. We require that the full monthly rent payment be submitted in February 2023 and in all subsequent months. We also require that the YMCA develop a plan to pay down the arrears. We would be pleased to meet with you and the YMCA board to discuss your plan to address this situation.

The Westhills YMCA-YWCA facility could not have been created without the significant and innovative commitments made by the YMCA, the City of Langford and Westhills. When the project was initially discussed it was clear that none of the parties were interested in owning a recreation centre. Westhills, in particular, was reluctant to own the facility due to the significant capital infusion and borrowing that it would require, the construction risk, the potential tenancy issues, and the fact that unique facilities such as this are not typically owned by land development companies. At the end of the day, the significant commitments made by the YMCA and the City in the Lease, Tripartite Agreement and Services Agreement encouraged us to take on the commitment of constructing and owning the facility. We worked closely with the YMCA through the design and construction process to create a flagship facility based on significant input from the YMCA to ensure the design met your operational requirements, and as indicated above, we have continued to work with you since the YMCA opened to try to help ensure its success.

Most recently, when you approached us about potentially selling the facility to the YMCA, Westhills was willing to explore that option as well. With respect to those recent negotiations, we point out that given the market changes in land value and construction costs in the years since the YMCA was constructed it would be impossible today to create such a facility in a similar location at a cost anywhere close to the value at which Westhills was recently prepared to sell the building.

We have invested heavily in the recreation centre and believe that it can be a successful facility that will continue to offer tremendous benefits to the surrounding residents and wider community for many years to come, but it is imperative that we commence discussions as soon as possible to resolve some of the outstanding issues. We look forward to hearing from you at your earliest convenience.

Yours truly,

Westhills Land Corp.

Per:

Ryan McKenzie
Manager

cc: City of Langford – Attention: Darren Kiedyk
Breakwater Realty Inc. – Attention: Deb Moore



**Staff Report
to
Council**

Date: February 1st, 2013
Department: Administration
Subject: Agreements between YMCA and City to Establish New Service (Aquatic Centre)

Background

As Council is aware, staff have been working with the YMCA-YWCA of Greater Victoria (the Y) in a plan to provide an aquatic centre for Langford residents on Langford Parkway. The plan calls for Westhills Land Corporation (WLC) to build the aquatic centre on land near City Centre Park; for the Y to lease the centre from WLC for 25 years; and for the City to purchase service from the Y, also for a period of 25 years. A tripartite agreement between the City, the Y and WLC was developed under which the City agrees to assume the lease if the Y ceases to operate the facility. In addition, as part of the overall agreement for the facility, a separate lease agreement is being prepared which will see the City lease an additional 4,000 sq ft. in the building. The City is working with the Greater Victoria Public Library in hopes to use this space for a new Library, however, at this time it has not been confirmed that a Library will occupy the space.

Commentary

The 'Operator Agreement' between the City and the Y and the Tripartite Agreement between all three parties have been finalized and the agreements are attached to this report.

The Operator Agreement:

- Is effective from the date the Y begins to provide services to the public (expected to be in late 2015),
- Specifies services to be provided by the Y to Langford residents, including discounts to be given on proof of residency,
- Provides for annual payment by the City to the Y of \$750,000, indexed by population to a maximum of \$950,000.
- Requires the Y to indemnify the City from any liability arising out of the operation of the aquatic centre.

The Tri-Partite Agreement:

- Provides that in the event the Y ceases to operate the aquatic centre the City will rent the area from WLC. It would be the understanding that the City would operate the facility itself until it finds a new operator. Once a new operator is found, a new lease and operating agreement will be established with a new operator. The rents paid will be the same as the lease payments previously paid by the Y.

Additional Lease Space:

- Provides for the lease of an additional 4,000 sq ft of space in the main floor of the recreation facility.
- Staff are still working with WLC on establishing the terms and conditions of the lease.

Financial Implications

When the Operator Agreement comes in to force, there will be a budget impact of \$750,000 annually plus approximately \$100,000 for the additional 4,000 sq.ft. of leased space. About \$315,000 of this will be offset by elimination of debt servicing cost for the pool at Juan de Fuca Recreation and an additional \$110,000 through retirement of debt for trails leaving a net tax cost of about \$17 on the average home.

Legal Implications

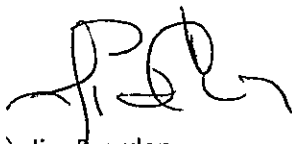
Council is authorized under section 8 of the *Community Charter* to provide municipal services by contract.

Options

That Council:

1. Approve the Operator Agreement and Tripartite Agreement as presented, and
2. Direct Staff to finalize the Lease Agreement with WLC for an additional 4,000 sq ft of space in the YMCA/YWCA Facility, or
3. Decline to establish the service of an aquatic centre under the terms presented.

Respectfully submitted,

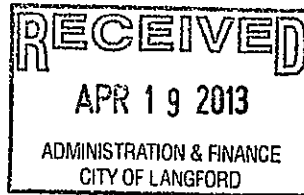


Jim Bowden
Administrator



Steve Ternent
Treasurer

SCANNED



957 Langford Parkway
Victoria, BC V9B 0A5
T: (250) 383-9281
F: (250) 478-6671
www.westhillsbc.com

April 18, 2013

Hand Delivered

City of Langford
2nd Floor, 877 Goldstream Ave
Langford, BC V9B 2X8

Attention: Jim Bowden

Re: Westhills YMCA/YWCA – Tripartite Agreement

Dear Jim,

Enclosed for your records are two fully executed copies of the Tripartite Agreement.

Yours truly,

Westhills Land Corp.

Per:

A handwritten signature in cursive script, appearing to read "R McKenzie".

Ryan McKenzie
Manager

Encl.

TRIPARTITE AGREEMENT

THIS AGREEMENT dated effective the 7th day of February 2013

AMONG:

THE CITY OF LANGFORD
877 Goldstream Avenue, 2nd floor,
Victoria, BC V9B 2X8
(the "City")

OF THE FIRST PART

AND:

THE YMCA – YWCA OF GREATER VICTORIA
(Society No. S-0006088)
851 Broughton Street,
Victoria BC V8W 1E5
(the "Y")

OF THE SECOND PART

AND:

WESTHILLS LAND CORP.
(Inc. No. 0752971)
957 Langford Parkway
Victoria, B.C. V9B 0A5
(“WLC”)

OF THE THIRD PART

WHEREAS:

- A. Certain lands in the City of Langford have been identified as desirable for a community recreation centre to include an aquatic and fitness centre with a 25 metre pool; a warm pool with a movable floor; hot tubs and saunas and a wave pool, health & fitness areas, a gymnasium, a child minding area, and an outdoor play area for children, with offices (the "Recreation Centre");
- B. The aquatic and fitness centre will consist of a reception area and food service area, a 25 metre pool, warm pool with movable floor, hot tubs and saunas, lazy river, water slide, wave pool, health & fitness areas, a gymnasium, including change rooms, multi-purpose rooms, administration areas, and public areas for programs and services (referred to herein as the "Aquatic Facility");
- C. The land identified for the Recreation Centre is owned by WLC, being a portion of Part of Block I, Sections 86, 87, 88, 89 and 90, Esquimalt District, and Section 87 Metchosin District, Plan 1139, which will be subdivided for the construction of the Recreation Centre (the "Lands");
- D. The Y has agreed to lease the Recreation Centre, which includes the Aquatic Facility from WLC for a period of 25 years, pursuant to the terms of a lease dated the 7th day of February, 2013 (the "Lease");

- E. The City has agreed to purchase recreational services from the Y as operator of the Aquatic Facility, pursuant to the terms of an agreement dated the 7th day of February, 2013 (the "Services Agreement");
- F. The parties acknowledge and agree that the Lease and Services Agreement are separate and independent agreements wherein the City will have no privity of contract regarding the Lease and WLC will have no privity of contract regarding the Services Agreement;
- G. The parties acknowledge and agree that a tripartite agreement among the City, the Y and WLC for matters relating to both the Lease and the Services Agreement is in order;

NOW THEREFORE this Agreement witnesses that in consideration of the premises and mutual covenants and agreements, and other good and valuable consideration (the receipt and sufficiency of which each party acknowledges), the parties agree as follows:

PART 1 – DEFINITIONS AND TERMS FROM OTHER AGREEMENTS

- 1.1 Certain defined words, terms and phrases contained in the Services Agreement and Lease are incorporated into this Agreement as Schedule "A".
- 1.2 The Parties have agreed that the name of the Building/Recreation Centre will be "Westhills YMCA/YWCA" and the Aquatic Facility will have the sub-name "Langford Aquatics."
- 1.3 The Term of this Agreement will be as set out in Schedule "A."

PART 2 – EARLY WARNING NOTIFICATION

- 2.1 The parties agree that it is critical to the success of the Aquatic Facility that all parties to this Agreement uphold their obligations under the Services Agreement, the Lease, and this Agreement. Accordingly, should any party become aware that any other party is in breach of an obligation under one of those agreements or is otherwise conducting itself in such a way as might jeopardize the success of the Aquatic Facility, the party becoming so aware will notify the other parties to this Agreement.

PART 3 - TERMINATION OF LEASE OR SERVICES AGREEMENT

- 3.1 The provisions of this Part 3 apply in the event the Lease or Service Agreement is being terminated for cause and the Y is no longer the operator of the Aquatic Facility.
- 3.2 Termination of Agreements

- a. In the event the City intends to terminate the **Services Agreement** as provided in the **Services Agreement** prior to the expiry of the Term, or WLC intends to terminate the **Lease** as provided in the **Lease** prior to the expiry of the Term, the terminating party will advise the other parties as soon as is reasonable practical to do so, and will advise of the date of the intended termination.
- b. Notwithstanding any other provision relating to termination or cancellation of either the **Services Agreement** or the **Lease**, in the event the City terminates or cancels the **Services Agreement**, WLC will terminate and cancel the **Lease** concurrently therewith; and in the event WLC terminates or cancels the **Lease** prior to expiry of the Term, the City will terminate and cancel the **Services Agreement**.
- c. Where the **Lease** and **Services Agreement** are terminated and cancelled, the follow provisions apply:
 - i. WLC will not remove from the **Aquatic Facility** any furniture, equipment or other chattels or fixtures it obtains ownership of through the course of termination of the **Lease**. Such chattels or fixtures will be left at the **Aquatic Facility** for use by the City or the new service provider for the term of the **New Services Agreement** and **New Lease**.
 - ii. The City will use its best efforts to locate a new service provider for the **Aquatic Facility** (the "New Service Provider") and to enter into a new agreement on the same terms and conditions as the **Services Agreement** with such service provider (the "New Services Agreement");
 - iii. In the interim, the City agrees to:
 1. Rent the **Aquatic Facility** from WLC on a month to month basis, it being agreed and understood that:
 - A. Neither the City nor WLC will have the right to cancel the month to month lease until such time as a New Service Provider is operating the **Aquatic Facility** and Rent is being paid by the new provider to WLC under a lease on the same terms and conditions as the **Lease** (the "New Lease") and the parties (being the City, WLC and the New Service Provider) have entered a new tri-partite Agreement on the same terms as this Agreement (the "New Tripartite Agreement"); and
 - B. The Rent payment for the month to month lease will be the same as the Rent paid by the Y to WLC; and

C. The City's obligation to rent the **Aquatic Facility** will terminate upon payment of Rent under the **New Lease** by the **New Service Provider**.

iv. Any portion of the Deposit being held by WLC at the time the City commences renting the Facility will be applied to Rent payable by the City at the times and using the process set out in the Lease. Should the City's obligation to rent the **Aquatic Facility** terminate under 3.2(c)(iii)(C), WLC will refund to the City a corresponding amount of the Deposit being held by it to the amount of any deposit paid to WLC by the **New Service Provider**. Any amount of the Deposit in excess of the deposit received from the **New Service Provider** will be retained by WLC until the termination or expiration of the **New Lease**.

- d. The **New Services Agreement**, **New Lease**, and **New Tripartite Agreement** will be identical to the **Services Agreement**, **Lease**, and this **Agreement** respectively, other than that the term of the **New Services Agreement** and **New Lease** will be the time that would have remained in the Term under the **Services Agreement** and **Lease** at the time the **New Services Agreement** and **New Lease** are entered into, and that any provisions in the **Lease** that by necessary implication can pertain only to the Y as the operator of the **Aquatic Facility** will be omitted;
- e. Once a **New Service Provider** has been found, the City will notify WLC in writing. WLC will have the right to approve the new operator, such approval not to be unreasonably withheld and given within thirty (30) days of such notice. The parties agree that WLC's financial institution's refusal to approve the **New Service Provider** will be considered a "reasonable" basis for WLC to disapprove the **New Service Provider**. Where WLC does not advise the City within the said thirty (30) days, WLC will be deemed to have approved the **New Service Provider**.
- f. Once the **New Service Provider** has been approved, the City and WLC agree that within 30 days following execution by the **New Service Provider** of the **New Service Agreement**, **New Lease**, and **New Tripartite Agreement** they will also execute the **New Service Agreement**, **New Lease** and **New Tripartite Agreement** as required.
- g. The City will continue to purchase services under the **New Services Agreement** immediately upon that agreement being effective. The effective date will be the day Rent is paid by the **New Service Provider** to WLC under the **New Lease**.

3.3 This Agreement will automatically terminate upon execution of the **New Tripartite Agreement** by all parties to that agreement.

PART 4– CITY AGREEMENT TO RENT ADDITIONAL SPACE

- 4.1 In addition to the **Services Agreement** between the Y and the City and the **Lease** between the Y and WLC, the City agrees to enter into a lease with WLC (hereinafter the “**City Lease**”) to rent approximately 4,000 sq. ft. of space (hereinafter the “**Demised Premises**”) in the **Recreation Centre** for one term of five (5) years commencing on the Opening Day of the **Aquatic Facility** and terminating on the 5th anniversary thereof.
- 4.2 The parties agree that the rent for the **Demised Premises** will be \$25.00 per sq. ft. for each year of the term.
- 4.3 The City will have the right to assign or sub-let any or all of the **Demised Premises** provided that assignment by the City will not relieve the City of its obligations under the **City Lease** if the assignee defaults in its obligations to WLC. WLC will have the right to approve any assignee or sub-tenant, such approval not to be unreasonably withheld and given within thirty (30) days of notice of assignment or sub-let. Where WLC does not advise the City within the said thirty (30) days, WLC will be deemed to have approved the assignment or sub-let.

PART 5 – USE AND RELEASE OF INFORMATION

- 5.1 The parties represent, warrant and covenant that they will comply with all laws, bylaws, ordinances, regulations, and the directive of any public authority having jurisdiction, including the requirements of the *Freedom of Information and Protection of Privacy Act*, R.S.B.C. 1996 c. 165 as amended.
- 5.2 Where information of a party deemed confidential by that party is shared with the other parties hereto, the other parties agree:
- a. to use the confidential information of the other party solely for the purposes of this Agreement, the **Services Agreement** and the **Lease** and for no other purpose;
 - b. to protect the confidential information of the other party and not disclose the confidential information other than to persons who have a *bona fide* need to have access to such confidential information in order for the parties to carry out the purposes and objectives of this Agreement, the **Services Agreement** and the **Lease**;
 - c. No part of this section prevents disclosure by a party of any confidential information if, in the written opinion of the party’s legal counsel, the disclosure is legally required to be made in a judicial, administrative, or governmental proceeding or pursuant to the party’s obligations under any applicable legislation;

- d. Information will be not be considered confidential if it:
 - i. is in the public domain prior to its disclosure by a party;
 - ii. is in the receiving party's possession prior to its disclosure by the other party;
 - iii. lawfully enters the public domain through no violation of this confidentiality obligation after disclosure to another party; or
- e. The covenants in this section 5 shall survive the termination of this Agreement, the **Services Agreement** and the **Lease** for a period of one year from the date of termination.

PART 6 – ASSIGNMENT

- 6.1 In the event WLC assigns its right, title and interest in and to the Lease, WLC may also assign its right, title and interest in this Agreement without the consent of the other parties.

PART 7 - GENERAL PROVISIONS

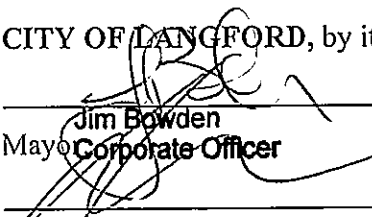
- 7.1 All notices required or permitted to be given under this Agreement must be in writing and may be delivered by hand, sent by facsimile or forwarded by registered mail to the addresses shown on the first page or any other address of which notice in writing is given.
- 7.2 Time is of the essence respecting this Agreement.
- 7.3 This Agreement is governed by and will be construed in accordance with the laws of the Province of British Columbia and the laws of Canada applicable therein.
- 7.4 This Agreement survives any termination of the **Services Agreement** or **Lease**, or any **New Services Agreement** or **New Lease** with any other service provider.
- 7.5 Other than provided for herein, none of the parties shall assign this agreement to any other party without the express written consent of the other parties.
- 7.6 No amendment to this Agreement shall be effective unless consented to in writing by all the parties.
- 7.7 The parties covenant and agree that in the event any provision of the **Services Agreement** or **Lease** are altered, modified, amended, deleted, or replaced, the parties to the Agreement being amended will forthwith notify the party not a party to that agreement.
- 7.8 No waiver by either Party of any default by the other in the performance of any of the provisions of this Agreement will operate or be construed as a waiver of any

other or future default or defaults hereunder, whether of a like or different character.

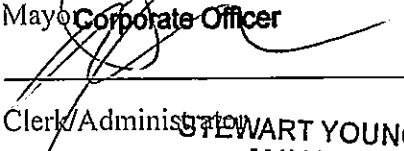
- 7.9 Each Party will execute and deliver all such further documents and do all such further things as may be reasonably requested by the other Party to give full effect to the intent and meaning of this Agreement.
- 7.10 Nothing in this Agreement will create a partnership, joint venture, or employment. The parties acknowledge each is an independent party in entering into this Agreement, the Services Agreement and the Lease.
- 7.11 This Agreement may be executed by the parties in one or more counterparts and may be delivered by facsimile or other means of electronic transmission, each of which when delivered shall be deemed to be an original and all of which shall together constitute one and the same Agreement.
- 7.12 This Agreement shall be binding upon and enure to the benefit of, the parties and their respective successors and permitted assigns.

IN WITNESS WHEREOF, the parties have executed this Agreement as of the date first written above by their respective authorized representatives.

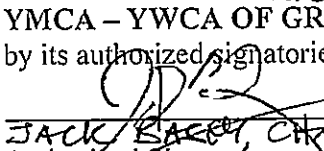
CITY OF LANGFORD, by its authorized signatories:

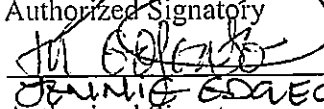


Jim Bowden
Mayor/Corporate Officer



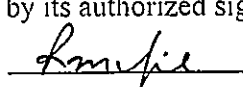
Stewart Young
Clerk/Administrator
MAYOR
YMCA – YWCA OF GREATER VICTORIA
by its authorized signatories:



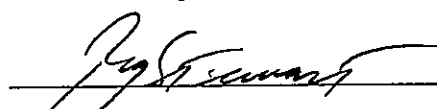
Jack Barry, Chair Board Directors
Authorized Signatory


Jeanne Gougeon, CEO
Authorized Signatory

WESTHILLS LAND CORP.
by its authorized signatories:



Laurie
Authorized Signatory



[illegible]
Authorized Signatory

SCHEDULE "A"

DEFINITIONS

- (a) "Additional Rent" means all sums of money to be paid by the Tenant, whether to the Landlord or otherwise under the Lease, except for Annual Base Rent and GST/HST payable by the Tenant.
- (b) "Annual Base Rent" means the following:

Lease Years	\$ per square foot of Rentable Area per annum
1	\$20.00 per ft ²
2	\$21.50 per ft ²
3	\$23.00 per ft ²
4	\$24.50 per ft ²
5	\$26.00 per ft ²
6-10 11-15 16-20 and 21-25	For each 5 year period, then current Market Rent determined as provided for below

Market Rent: The Landlord will retain a qualified commercial real estate appraiser who will determine the then current market Annual Base Rent which may not:

- (i) for the first year of the five year periods representing years 6 through 10 and 11 through 15, be less than 100% nor more than 115% of the rate during the previous year; and
- (ii) for the first year of the five year periods representing years 16 through 20 and 21 through 25, be less than 95% nor more than 115% of the rate during the previous year.

The Annual Base Rent for the first year of each five year period commencing in year 6 will be the then current market rate determined by the appraiser, with an increase or decrease in each subsequent year of the five year period reflective of the increase or decrease in the Consumer Price Index for Victoria ("CPI") for the preceding twelve month period. Notwithstanding the foregoing:

- (1) if the increase in CPI is 4% or less for a given year of the Term to which the CPI provisions apply, the increase in Annual Base Rent for that year will be the amount of the CPI increase;
- (2) if the increase in CPI is more than 4% for a given year of the Term to which the CPI provisions apply, the increase in Annual Base Rent for

that year will be 4%; and

- (3) if CPI decreases for a given year of the Term to which the CPI provisions apply, the Annual Base Rent will decrease by the amount of the decrease in CPI, provided however that the Annual Base Rent in any given year of a five year period set out in the table above shall not be less than the Annual Base Rent of the first year of that five year period.

Should the Tenant disagree with the Landlord's appraiser's valuation of market rent, the Tenant may retain its own appraiser to calculate then current market rent, which appraisal shall only use the direct comparison approach if it can in fact identify a building or buildings that are directly comparable. If the parties cannot agree on market rent after reviewing the two appraisals, either party may elect, by giving notice in writing to the other party, to proceed to arbitration to have an arbitrator determine market rent, which the parties agree shall nonetheless be between 100 and 115% of the previous year's rent. The costs of such arbitration will be split equally between the Landlord and Tenant.

- (c) "Building" means that certain building and those certain areas and improvements to be constructed on the Lands and all additions and replacements to it;
- (d) "Business Day" means a day other than a Saturday, Sunday or statutory holiday in British Columbia;
- (e) "Completion Date" means the date on which the Landlord advises the Tenant it will complete construction of the building, or as extended under the Lease;
- (f) "Deposit" means the sum of \$250,000.00 which will be paid by the Tenant to the Landlord;
- (g) "Force Majeure" means any act of God, major storms, civil disturbance or any similar major event or occurrence not within the control of a party and which by the exercise of due diligence by such party could not have been prevented, but lack of funds on the part of such party shall not be deemed to be a Force Majeure;
- (h) "Landlord" means Westhills Land Corp., Inc. No. BC0752971;
- (i) "Lands" means those lands owned by WLC being a portion of Part of Block I, Sections 86, 87, 88, 89 and 90, Esquimalt District, and Section 87 Metchosin District, Plan 1139, which will be subdivided for the construction of the Recreation Centre;
- (j) "Lease" means the lease agreement between the Y and WLC for the Aquatic Facility dated effective February 7, 2013;

- (k) **"Lease Year"** means, in the case of the first Lease Year, the period beginning on the Completion Date and terminating 12 months from the last day of the calendar month in which the Completion Date occurs (except that if the Completion Date occurs on the first day of a calendar month, the first Lease Year will terminate on the day prior to the first anniversary of the Completion Date) and, in the case of each subsequent Lease Year, means each 12-month period after the first Lease Year;
- (l) **"Opening Day"** means the first day the Aquatic Facility is open to the public for use;
- (m) **"Purchase Commitment"** means the annual payment by the City to the Y in consideration of the Y operating and maintaining the Aquatic Facility and the programs offered therein, initially in the amount of \$750,000.00 per year, and which may increase every two years by a percentage amount equal to the percentage increase in the population of the City during that period, to a maximum of \$950,000.00 annually;
- (n) **"Rent"** means the Annual Base Rent, Additional Rent, and all other sums payable by the Tenant to the Landlord under the Lease except for goods and services tax payable by the Tenant.
- (o) **"Rentable Area"** means *approximately* 57,000 ft² on three floors, rental area to be confirmed using BOMA 2010 Office Standard measurement;
- (p) **"Report"** means the statistical summary prepared by the Y of the usage of the Aquatic Facility including programs, activities, events and services; membership numbers, and any notable accomplishments, challenges or trends during the year;
- (q) **"Services"** means all of the activities and services necessary and incidental to the performance of the Y in operating and managing the Aquatic Facility and offering programs to the public under this Agreement, including but not limited to, the obligations set forth herein and any other direction by or obligation to the City arising from this Agreement;
- (r) **"Services Agreement"** means the agreement whereby the City agrees to purchase services from the Y for its operation of the Aquatic Facility;
- (s) **"Substantial Breach"** means:
- a. any event which will, as a result, have a material adverse effect upon the delivery of the Services or the performance of the Y under this

Agreement, including but not limited to:

- i. temporary or permanent closure of any part of the Aquatic Facility where the consent of the City has not been obtained in writing;
- ii. failure to maintain accurate books and records in the operation of the Aquatic Facility;
- iii. the petitioning into bankruptcy of the Y or the making of any assignment for the benefit of his creditors;
- iv. the institution of proceedings for the dissolution or winding-up of the Y.

b. termination of the **Lease**;

- (u) **“Tenant”** means YMCA/YWCA of Greater Victoria, Inc. No. S-0006088.
- (v) **“Term”** means 25 years, commencing on the day that is two months after the Completion Date and expiring on the 25th anniversary of that date unless this agreement is earlier terminated in accordance with the provisions of this agreement.



WESTHILLS YMCA/YWCA
RECREATION CENTRE AT CITY CENTRE PARK

THIS LEASE, dated February 1, 2013 is made by the Landlord and Tenant named below who, in consideration of the covenants in this Lease, agree as follows:

1. BASIC TERMS, SCHEDULES, AND DEFINITIONS

1.1 Basic Terms

- (a) Landlord: Westhills Land Corp., Inc. No. BC0752971
Address of Landlord: Suite 219 – 967 Langford Parkway,
Victoria, BC V9B 0A5
- (b) Tenant: YMCA/YWCA of Greater Victoria, Inc. No. S-0006088
Address of Tenant: 851 Broughton Street, Victoria, BC V8W 1E5
- (c) Leased Premises: Floors 1-3, approximately as shown on Schedule B
- (d) Rentable Area: approximately 57,000 ft² on three floors, to
be confirmed using BOMA 2010 Office Standard measurement
- (e) Term: commences on the reference date above, and ends on the day that is 25
years after the Completion Date
Completion Date: will be as set out in section 3.2(4)

(f) Annual Base Rent:

Lease Years	\$ per square foot of Rentable Area per annum
1	\$20.00 per ft ²
2	\$21.50 per ft ²
3	\$23.00 per ft ²
4	\$24.50 per ft ²
5	\$26.00 per ft ²
6-10 11-15 16-20 and 21-25	For each 5 year period, then Current Market Rent determined as provided for below

Market Rent: The Landlord will retain a qualified commercial real estate appraiser who will determine the then current market Annual Base Rent which may not:

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(i) for the first year of each of the five year periods representing years 6 through 10 and 11 through 15, be less than 100% nor more than 115% of the rate during the previous year; and

(ii) for the first year of each of the five year periods representing years 16 through 20 and 21 through 25, be less than 95% nor more than 115% of the rate during the previous year.

The Annual Base Rent for the first year of each five year period commencing in year 6 will be the then current market rate determined by the appraiser, with an increase or decrease in each subsequent year of the five year period reflective of the increase or decrease in the Consumer Price Index for Victoria ("CPI") for the preceding twelve month period. Notwithstanding the foregoing:

- (1) if the increase in CPI is 4% or less for a given year of the Term to which the CPI provisions apply, the increase in Annual Base Rent for that year will be the amount of the CPI increase;
- (2) if the increase in CPI is more than 4% for a given year of the Term to which the CPI provisions apply, the increase in Annual Base Rent for that year will be 4%; and
- (3) if CPI decreases for a given year of the Term to which the CPI provisions apply, the Annual Base Rent will decrease by the amount of the decrease in CPI, provided however that the Annual Base Rent in any given year of a five year period set out in the table above shall not be less than the Annual Base Rent of the first year of that five year period.

Should the Tenant disagree with the Landlord's appraiser's valuation of market rent, the Tenant may retain its own appraiser to calculate then Current Market Rent, which appraisal shall only use the direct comparison approach if it can in fact identify a building or buildings that are directly comparable. If the parties cannot agree on market rent after reviewing the two appraisals, either party may elect, by giving notice in writing to the other party, to proceed to arbitration to have an arbitrator determine market rent, which the parties agree shall nonetheless be between 100 and 115% of the previous year's rent. The costs of such arbitration will be split equally between the Landlord and Tenant.

- (g) Permitted Use: for the purpose of a recreation centre, including an Aquatic Facility, a child minding area, and an outdoor play area for children ("Recreation Centre") for the management and operation by the Tenant.
- (h) Parking Entitlement: See section 17.2
- (i) Deposit \$ 250,000.00 which will be paid by the Tenant as follows:

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(a) \$125,000 upon being advised by the Landlord pursuant to subsection 3.2(2) that it is proceeding to the Construction Drawing Stage; and

(b) \$125,000 upon being advised by the Landlord pursuant to subsection 3.2(3) that it is proceeding to the Construction Stage (the "Second Payment").

The entire amount of the Deposit will become non-refundable once the Landlord advises the Tenant pursuant to section 3.2(3) that it is proceeding to the Construction Stage. At the end of the period that is five years after the Second Payment is made, provided that the Tenant has made all Rent payments on time during the preceding five year term, one-half of the Deposit will be applied to monthly Rent until that one-half of the Deposit is exhausted. At the end of the next five year term, provided that the Tenant has made all Rent payments on time during the preceding five years, the other half of the Deposit will be applied to monthly Rent until that second half of the Deposit is exhausted. If any Rent payments have not been made on time during one of the two five year terms mentioned in this subsection above, the same process will be followed for the next five year term, and, if necessary, five year terms after that one until either the Deposit is fully applied to monthly Rent or the Term of this Lease expires.

- (j) **Building Standard:** The Recreation Centre will be built in a manner that is consistent with those drawings referenced in Schedule C.

The Recreation Centre will be built with HVAC and water systems consistent with the concept plans developed by AME Group, dated February 3, 2012, and supported by the Mechanical Design Report, also prepared by AME Group, dated February 3, 2012. The Tenant and Landlord agree however to adopt a system of CO2 injection in maintaining the pool PH levels rather than the use of muriatic acid as proposed in the design report.

Other aspects of the Recreation Centre will be built to a standard similar to other facilities built and intended for use as aquatic and recreation centres. Should the Tenant wish to have systems or components installed that are more expensive than those designed by the Landlord, it may do so with the Landlord's approval and upon paying the excess cost of such systems or components.

- (k) **Project Management:** The Landlord intends to retain a construction manager (the "Construction Manager") who will be the adjudicator of the contract between the Landlord and the builder of the Recreation Centre and will also be the head of the project team that will plan and oversee the construction of the Recreation Centre (the "Project Team"). The Tenant may appoint an expert (the "Tenant's Expert") to be part of the Project Team and the Construction

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Manager will consult and work with the Tenant's Expert to ensure that the Leased Premises are constructed to the Building Standard.

The foregoing Basic Terms are approved by the parties. Each reference in this Lease to any of the Basic Terms will be construed to include the above provisions as well as all of the additional terms and conditions of the applicable sections of this Lease where the Basic Terms are more fully described.

1.2 Schedules

All Schedules to this Lease are incorporated into and form an integral part of this Lease and are as follows:

Schedule	Subject
A	Definitions
B	Floor Plan(s)
C	Conceptual Drawing References
D	Rules and Regulations
E	Tenant's Work
F	Maintenance Responsibilities
G	Lands

1.3 Definitions

In this Lease, the words, phrases and expressions set out in Schedule A are used with the meanings defined in Schedule A.

2. PREMISES

- (1) In consideration of the rents, covenants, and agreements reserved and contained on the part of the Tenant to be paid, observed, and performed, the Landlord demises and leases to the Tenant, and the Tenant leases from the Landlord the Leased Premises.
- (2) The name of the Building/Recreation Centre will be "Westhills YMCA/YWCA" and the Aquatic Facility will have the sub-name "Langford Aquatics."
- (3) The Landlord will consult with the Tenant regarding any future sponsorship for the Building or Leased Premises in order to avoid any potential conflict with the Y's charitable mission and operation of the Recreation Centre.
- (4) The Landlord agrees that the Tenant may seek sponsorships for various activities in the Leased Premises and may name, place plaques, and place sponsorship names on some areas of the Leased Premises, in consultation with the Landlord.

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(5) The Tenant may establish a strong profile at and within the Recreation Centre and may publicly associate itself with the Leased Premises in its advertising and media identification including the Tenant's news releases, interviews and related community involvement. The Tenant advertising and media identification must not conflict with the rights of any naming sponsor in any of the Landlord's naming or advertising agreements.

3. TERM

3.1 Term

The Term of this Lease is the period set out in subclause 1.1(e).

3.2 Construction Schedule

(1) The construction of the Leased Premises will take place in three stages:

- (a) The financing stage, during which the Landlord will determine whether it can obtain satisfactory financing from a qualified lender on rates and terms which make the project feasible (the "Financing Stage");
- (b) The construction drawing stage, during which the Landlord will arrange for the production of detailed construction drawings and will determine whether the Leased Premises, as contemplated by the construction drawings can be constructed within the time and budget contemplated by the parties (the "Construction Drawing Stage");
- (c) The construction stage, which will commence when ground is broken for construction of the Leased Premises and will end on the Completion Date (the "Construction Stage").

(2) The Landlord agrees that within 3 months of the execution of this agreement, the Landlord will advise the Tenant in writing that the Financing Stage is at an end, and will advise the Tenant if it intends to proceed to the Construction Drawing Stage. If the Landlord advises that it is not going to proceed to the Construction Drawing Stage, this agreement will terminate and neither party will be under any further obligation to the other.

(3) If the Landlord advises that it intends to proceed to the Construction Drawing Stage under subsection (2), then the Landlord will arrange to have the construction drawings commenced and completed as soon as reasonably possible. The Landlord anticipates that the Construction Drawing Stage will take approximately 6 months, and agrees to use commercially reasonable best efforts to conclude the Construction Drawing Stage within 6 months. Notwithstanding the foregoing, within 8 months of the Landlord giving notice that it is proceeding to the Construction Drawing Stage, the Landlord will advise the Tenant if it intends

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to proceed to the Construction Stage. If the Landlord advises that it is not going to proceed to the Construction Stage, this agreement will terminate, the Landlord will forthwith return any portion of the Deposit held by it to the Tenant, and neither party will be under any further obligation to the other.

(4) If the Landlord advises that it intends to proceed with the Construction Stage under subsection (3), it will also advise the Tenant of the date on which it will complete construction of the Building (the "Completion Date"), which it anticipates will be not more than eighteen to twenty-four months after such notice is given. The Completion Date shall not be more than three years after the date on which notice is given, and the Landlord agrees to use commercially reasonable best efforts to complete the Leased Premises by the initial Completion Date. Notwithstanding the foregoing, the Completion Date may subsequently be extended once or more than once by the Landlord to a date which is not later than three years after the date on which notice under subsection (3) is given, provided the Landlord provides notice to the Tenant not less than three months' prior to the original Completion Date or the Completion Date as previously extended.

(5) Notwithstanding subsection (4), if, at the end of the three year period the Landlord has commenced and is diligently pursuing construction of the Leased Premises, it will be granted a further twelve months in which to complete the Leased Premises and the Completion Date will be extended accordingly. If upon the Completion Date, including as extended under this section 3.2, the Leased Premises are not complete, the Tenant may terminate this Lease, in which case the Landlord will return any portion of the Deposit being held by it, and in such case the parties will have no further obligation to the other and neither party will be liable to the other for any further damages.

(6) Notwithstanding anything else in this section, if the Landlord's ability to complete the Leased Premises is affected by strikes, lockouts, fire, lightning, tempest, riot, war, or unusual delay by common carriers, unavoidable casualties or by any other cause of any nature whatsoever beyond the control of the Landlord, the Landlord will be permitted a reasonable extension to the Completion Date.

(7) During the two month period starting on the Completion Date, the Tenant may assemble and install furniture and equipment for the fitness, administration and child care areas and prepare and test the Aquatic Facility. The Leased Premises are not to be open to the public during this two month period.

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4. RENT

4.1 Rent

Payment of Rent under the table in 1.1(f) shall commence on the date that is two months after the Completion Date and shall continue for a period of 25 years. The Tenant will pay the Landlord for the Leased Premises, at the office of the Landlord's building manager, or as the Landlord may direct in writing, during the Term in lawful money of Canada without any set-off, abatement, compensation, or deduction whatsoever on the days and at the times specified in this Lease, Rent that will include the aggregate of the sums specified in subclauses (a) and (b):

(a) **Annual Base Rent**

Annual Base Rent in the amount per annum set out in subclause 1.1(f) for each respective Lease Year, subject to the adjustment provisions of subclause 4.2(c); and

(b) **Additional Rent**

The aggregate of the following:

- (i) the Tenant's Share of Tax Cost;
- (ii) the Tenant's Share of Operating Costs; and
- (iii) the other amounts, charges, costs, and expenses as are required to be paid by the Tenant to the Landlord under this Lease in addition to Annual Base Rent.

4.2 Payment of Rent

The Rent will be paid by the Tenant as follows:

(a) **Annual Base Rent**

The Annual Base Rent will be paid in equal consecutive monthly instalments in advance on the first day of each month during the Term starting on the date that is two months after the Completion Date. Where the Completion Date is the first day of a month the instalment will be in respect of that month; where the Completion Date is not the first day of a calendar month, the Annual Base Rent for the period from the date that is two months after the Completion Date to the first day of the next ensuing calendar month will be pro-rated on a per diem basis and paid on the date that is two months after the Completion Date and the first regular instalment will be paid on the first day of the next full calendar month. Thereafter, subsequent monthly instalments will be paid in advance on the first day of each ensuing calendar month during the Term.

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(b) Additional Rent

The amount of any or all of the items of Additional Rent under subclause 4.1(b) that the Tenant is to pay may be estimated by the Landlord for the calendar year or portion of it as the Landlord may determine. The Tenant agrees to pay to the Landlord the amount of the estimate in monthly instalments in advance in amounts and during the period specified by the Landlord on the dates and at the times for payment of the Annual Base Rent. The Landlord may make its estimates so that the Tenant's share of Additional Rent will be payable to the Landlord prior to the time the Landlord is obliged to pay the costs in respect of which the Additional Rent is payable. The Landlord may submit to the Tenant at any time during a period a re-estimate of the amount of Additional Rent payable by the Tenant under subclause 4.1(b) and a revised monthly instalment amount. As soon as reasonably possible, but in any case not more than 120 days after the end of the calendar year for which the estimated payments have been made, the Landlord will make a final determination of Tax Cost, Operating Costs, and other amounts under 4.1(b)(iii) for the calendar year and notify the Tenant of the actual amount required to be paid as Additional Rent. If necessary an adjustment will be made between the parties and any money owing by or to one party will be paid or credited within 30 days of the notice. The Tenant will be entitled to audit the amount of Additional Rent calculated by the Landlord. Should the Tenant exercise this right to audit, the Landlord will provide such information and documentation as is reasonably required for this purpose. If, after conducting an audit, the Tenant disagrees with the Landlord's determination, the matter will be resolved by the Landlord's accountant whose decision is final.

(c) Basis of Determining Rent

The Tenant acknowledges that the Annual Base Rent is calculated on the basis of the Rentable Area of the Leased Premises, being as set out in subclause 1.1(d) and at the rate set out in subclause 1.1(f) for each square foot of Rentable Area. The Tenant agrees that the Landlord may adjust the Annual Base Rent and the Additional Rent if the Rentable Area of the Leased Premises is found to be different from the Rentable Area stated above, provided however that the proposed rentable area (the "Proposed Rentable Area") will be agreed to by the parties by signing off on the completed construction drawings, and that the final Rentable Area shall not be more than 3% greater nor less than the Proposed Rentable Area unless agreed to in writing by the parties.

(d) Post-dated Cheques/Electronic payment

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If requested by the Landlord from time to time, the Tenant will provide to the Landlord without prejudice to any other right or remedy of the Landlord a series of cheques, post-dated to the respective due dates of payments, for the amounts of the Rent and estimates on account of it that are periodically payable under this Lease. If requested by the Landlord, the Tenant will arrange payment electronically through its financial institution.

4.3 Rent for Irregular Periods

All Rent reserved in this Lease will be deemed to accrue from day to day, and if for any reason it becomes necessary to calculate Rent for irregular periods of less than one year an appropriate pro-rata adjustment will be made on a daily basis in order to compute Rent for the irregular period.

4.4 Waiver of Set-offs

The Tenant waives and renounces any and all existing and future claims, set-offs, and compensation against any Rent and agrees to pay the Rent regardless of any claim, set-off, or compensation that may be asserted by the Tenant or on its behalf.

4.5 Application of Payments

All payments by the Tenant to the Landlord under this Lease will be applied toward any amounts then outstanding under this Lease as the Landlord determines and the Landlord may subsequently alter the application of any payment.

4.6 Net Lease

The Tenant acknowledges and agrees that this Lease will be a completely net lease for the Landlord except as otherwise expressly provided in this Lease, and that the Landlord is not responsible during the Term for any costs, charges, expenses, and outlays of any nature whatsoever arising from or relating to the Leased Premises. Except as otherwise provided in the specific provisions in this Lease, the Tenant will pay all charges, impositions, and costs of every nature and kind relating to the Leased Premises whether or not referred to in this Lease and whether or not within the contemplation of the Landlord or the Tenant, and the Tenant covenants with the Landlord accordingly.

5. TENANT'S COVENANTS

5.1 Tenant's Covenants

The Tenant covenants with the Landlord as follows:

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5.2 Rent

To pay the Rent on the days and in the manner provided in this Lease and to pay all other amounts, charges, costs, and expenses as are required to be paid by the Tenant to the Landlord or to others under this Lease.

5.3 Occupancy and Permitted Use

To take possession of and occupy the Leased Premises and commence to carry on operations in all or substantially all of the Leased Premises no later than 90 days after the Completion Date, to use the Leased Premises only for the purpose specified in subclause 1.1(g) and not to use or permit the Leased Premises to be used for any other purpose. To not exceed applicable Building Code limits for occupancy and to avoid occupancy levels which would excessively impact the Landlord's HVAC system and other utility systems.

5.4 Waste and Nuisance

Not to commit or permit any waste or injury to the Building or the Leased Premises including the Leasehold Improvements and the fixtures in them; any overloading of the floors; any conduct that impedes or, in the opinion of the Landlord acting reasonably, could impede the business of any other occupant of the Building or that constitutes or, in the opinion of the Landlord acting reasonably, could constitute a nuisance to the Landlord, any other occupant of the Building, or anyone else; or any other use or manner of use that annoys or interferes with the operations of any other occupant of the Building or, in the opinion of the Landlord acting reasonably, may have an adverse impact on the reputation of the Building.

5.5 Insurance Risks

Not to do, omit to do, or permit to be done or omitted to be done upon the Leased Premises anything that would cause the Landlord's cost of insurance to be increased (and, without waiving the foregoing prohibition, the Landlord may demand, and the Tenant will pay to the Landlord upon demand, the amount of any increase or cost caused by anything so done or omitted to be done) or that will cause any policy of insurance to be subject to cancellation.

5.6 Cleanliness

Not to permit the Leased Premises to become untidy, unsightly, or hazardous, jeopardise public health and safety or permit unreasonable quantities of waste or refuse to accumulate in them, and at the end of each day to leave the Leased Premises in a condition so as to reasonably facilitate the performance of the Landlord's janitorial and cleaning services referred to in clause 6.

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5.7 Compliance with Laws

To comply at its own expense with all municipal, provincial, and federal sanitary, fire, and safety laws, bylaws, regulations, and requirements pertaining to the operation and use of the Leased Premises, the condition of the Leasehold Improvements, fixtures, furniture, and equipment installed in them, and the making by the Tenant of any repairs, changes or improvements in them.

5.8 Installations

To permit the Landlord during the Term, at the Tenant's cost, to install any equipment in or make alterations to the Leased Premises necessary to comply with the requirements of any statute, law, bylaw, ordinance, order, or regulation referred to in clause 5.7 and imposed after completion of the Landlord's original construction of the Building, provided that any such work will be done in such a manner as to minimize the disruption to the Tenant's operation of the Facility and at a cost comparable to the cost in the market for the completion of the same work. To permit ingress and egress to and from the Leased Premises by the Landlord or by other tenants of the Landlord or by their respective employees, servants, workers, and invitees, by use of fire exit doors in case of fire or emergency.

5.9 Rules and Regulations

To observe, and to cause its employees, invitees, and others over whom the Tenant can reasonably be expected to exercise control to observe the Rules and Regulations attached as Schedule D, and the further and other reasonable rules and regulations and amendments and changes to them as may hereafter be made by the Landlord, which changes will be made in consultation with the Tenant and to the mutual satisfaction of the Landlord and Tenant; and all the rules and regulations will be deemed to be incorporated into and form part of this Lease.

5.10 Overholding

That if the Tenant continues to occupy the Leased Premises after the expiration of this Lease without any further written agreement and without objection by the Landlord, the Tenant will be a monthly tenant at a monthly base rent equal to 125% of the monthly instalment of Annual Base Rent payable by the Tenant as provided in Article 4 during the last month of the Term and (except as to length of tenancy) subject to the provisions and conditions of this Lease.

5.11 Signs

Subject to clause 2(4), not to paint, display, inscribe, place, or affix any sign, symbol, notice, or lettering of any kind anywhere outside the Leased Premises (whether on the outside or inside

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of the Building) or within the Leased Premises so as to be visible from the outside of the Leased Premises, without the prior written approval of the Landlord. The Landlord may install the sign, as an Additional Service at the cost of the Tenant.

5.12 Inspection and Access

To permit the Landlord from time to time to enter and to have its authorized agents, employees, and contractors enter the Leased Premises for the purpose of inspection, window cleaning, maintenance, providing janitorial service, or making repairs, alterations, or improvements to the Leased Premises or the Building, or to have access to utilities and services or to determine the electric light and power consumption by the Tenant in the Leased Premises during normal building operations. The Tenant will provide free and unimpeded access for the purpose, and is not entitled to compensation for any inconvenience, nuisance, or discomfort, but the Landlord in exercising its rights will endeavour to minimize interference with the Tenant's use and enjoyment of the Leased Premises.

5.13 Showing Leased Premises

To permit the Landlord and its authorized agents and employees to show the Leased Premises to prospective tenants during the Normal Operating Hours of the last nine months of the Term.

5.14 At its risk, the Tenant will perform the Tenant's Work described in Schedule E. The Tenant's Work must comply with the applicable requirements of federal, provincial and municipal laws and regulations.

5.15 The Tenant will perform the maintenance responsibilities contained in Schedule F.

6. LANDLORD'S COVENANTS

6.1 Landlord's Covenants

The Landlord covenants with the Tenant as follows:

6.2 Leasehold Improvements

To construct the Leasehold Improvements in the Leased Premises, in substantial accordance with the plans referenced in Schedule C, in compliance with the applicable requirements of federal, provincial and municipal laws and regulations.

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6.3 Quiet Enjoyment

Provided the Tenant pays the Rent and performs its other covenants in this Lease, the Tenant will and may peaceably possess and enjoy the Leased Premises for the Term hereby granted, without any interruption or disturbance from the Landlord or its assigns, or any other person or persons lawfully claiming by, from, through, or under the Landlord.

6.4 Interior Climate Control

To provide to the Leased Premises during Normal Operating Hours, and as an Additional Service outside of Normal Operating Hours, by means of one or more separate systems for heating, cooling, filtering, and circulating air and processed air in the quantities, at the temperatures as will maintain in the Leased Premises conditions of reasonable temperature and comfort in accordance with good standards of interior climate control generally pertaining at the date of this Lease applicable to similar buildings based on the permitted occupancy of the premises. The Landlord will have no responsibility for any inadequacy of performance of the system unless the Landlord is negligent in maintaining or operating the system. The Tenant acknowledges that the initial balancing of the systems may take up to one year after the Completion Date. The Tenant acknowledges that the comfort of the Tenant will be reduced if the Leased Premises include installed partitions or other installations in locations that interfere with the proper operation of the said systems or if window coverings on exterior windows are not fully closed while the windows are exposed to direct sunlight. The Tenant agrees that the Landlord will have no responsibility to provide for the removal of smoke, dust, or odours originating from within the Leased Premises.

6.5 Elevators

Subject to the supervision of the Landlord, to furnish for use by the Tenant and its employees, invitees, customers and clients, in common with others so entitled passenger elevator service to the Leased Premises, and to furnish for the use of the Tenant in common with others so entitled at reasonable intervals and during the Normal Operating Hours, and as an Additional Service outside of the Normal Operating Hours, elevator service to the Leased Premises for the carriage of furniture, equipment, deliveries, and supplies, provided that if the elevators become inoperative or damaged or destroyed the Landlord will have a reasonable time within which to repair the damage or replace the elevator. The Landlord will repair or replace it as soon as reasonably possible, but is not liable for indirect or consequential damages or other damages for personal discomfort or illness during the period of repair or replacement.

6.6 Entrances, Lobbies, and Other Common Areas

To permit the Tenant and its employees and invitees, in common with others so entitled, to have the use during Normal Operating Hours of the common entrances, lobbies, stairways, and corridors of the Building giving access to the Leased Premises (subject to the Rules and

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Regulations in Schedule D and the other reasonable limitations as the Landlord may from time to time impose).

6.7 Washrooms

To permit the Tenant and its employees and invitees in common with others so entitled to use the washrooms in the Building on the floor and floors on which the Leased Premises are situate, in addition to those provided specifically for the Leased Premises.

6.8 Janitorial Service of Common Area

To cause when reasonably necessary from time to time the floors of the Common Area of the Building to be swept and cleaned, the windows on the exterior of the Leased Premises to be cleaned, and the other janitorial services to be provided as are commonly provided in comparable buildings, but with the exception of the obligation to cause the work to be done, the Landlord will not be responsible for any act of omission or commission on the part of the persons employed to perform the work. The janitorial work will be done at the Landlord's direction without interference by the Tenant, its agents, or employees.

6.9 Maintenance of Common Areas

To cause the elevators, common entrances, lobbies, stairways, corridors, washrooms, and other parts of the Building from time to time provided for common use and enjoyment to be swept, cleaned, and otherwise properly maintained.

6.10 Building Directory

The Landlord will maintain a directory in the main entrance lobby of the Building and will list on the directory the name of the Tenant and the suite or floor number(s) of the Leased Premises.

6.11 The Landlord will perform the maintenance responsibilities set out in Schedule F.

6.12 Except those explicitly excluded in Schedule E, all improvements, alterations, additions and permanent fixtures made to or installed on or in the Recreation Centre, whether before or during the Term, including where made or installed by or on behalf of the Tenant, will become the property of the Landlord as they are made or installed and remain with the Recreation Centre during the Term and upon the expiry or earlier termination of this Agreement.

7. REPAIR, DAMAGE, AND DESTRUCTION

7.1 Landlord's Repairs

(1) The Landlord covenants with the Tenant:

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- (a) subject to subclause 7.3(b), to keep in a good and reasonable state of repair, and consistent with the general standards of recreation centres of similar age and character
 - (i) the Building (other than the Leased Premises and premises of other tenants) including the foundation, roof, exterior walls including glass or window portions, the systems for interior climate control, the elevators, entrances, stairways, corridors, lobbies, and washrooms from time to time provided for use in common by the Tenant and other tenants of the Building and the systems provided for bringing utilities to the Leased Premises; and
 - (ii) the structural members or elements of the Leased Premises; and
- (b) to repair defects in construction performed or installations made by the Landlord in the Leased Premises and Insured Damage.

7.2 Tenant's Repairs

(1) The Tenant covenants with the Landlord

- (a) subject to subclause 7.3(b), to keep in a good and reasonable state of repair and consistent with the general standards of recreation centres of similar age and location, the Leased Premises including all Leasehold Improvements and all trade fixtures and all glass in them other than glass portions of exterior walls, but with the exception of structural members or elements of the Leased Premises, defects in construction performed or installations made by the Landlord and Insured Damage;
- (b) that the Landlord may enter and view the state of repair, that the Tenant will repair according to notice in writing, and that the Tenant will leave the Leased Premises in a good and reasonable state of repair, subject always to the exceptions referred to in subclause (a); and
- (c) that if any part of the Building, including the systems for interior climate control and for the provision of utilities, is in disrepair, damaged, or destroyed through the negligence or misuse of the Tenant or its employees, invitees, or others over which the Tenant can reasonably be expected to exercise control, the Tenant will reimburse the Landlord for the expense of repairs or replacements, promptly upon demand.

(2) The Recreation Centre includes public swimming pools and hot tubs and pool chemicals will be used and stored at the Recreation Centre. The Tenant's environmental responsibilities are limited to the performance of the Tenant's duties and obligations in the

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operation of the Recreation Centre, and those that occur as a result of the Tenant's actions in the performance of those duties and obligations. The Tenant is not responsible for any environmental impacts occurring as a result of the construction of the Leased Premises, nor any actions of others, including the Landlord in its performance of its duties and obligations in this Lease and the Landlord agrees to indemnify the Tenant for any claims which may result.

7.3 Abatement and Termination

If the Leased Premises or the Building are damaged and

- (a) if the damage is such that the Leased Premises or any substantial part of them are rendered not reasonably capable of use and occupancy by the Tenant for the purposes of its occupation for any period in excess of 10 days,
 - (i) unless the damage was caused by the fault or negligence of the Tenant or its employees, invitees, or others under its control, from and after the date of occurrence of the damage and until the Leased Premises are again reasonably capable of use and occupancy as specified, Rent will abate from time to time in proportion to the part or parts of the Leased Premises not reasonably capable of use and occupancy, and
 - (ii) unless this Lease is terminated as provided, the Landlord or the Tenant, as the case may be (according to the nature of the damage and their respective obligations to repair as provided in clauses 7.1 and 7.2) will repair the damage with all reasonable diligence, but to the extent that any part of the Leased Premises is not reasonably capable of use and occupancy by reason of damage that the Tenant is obligated to repair under this Lease, any abatement of Rent to which the Tenant is otherwise entitled under this Lease will not extend later than the time by which, in the reasonable opinion of the Landlord, repairs by the Tenant ought to have been completed with reasonable diligence; and
- (b) if either:
 - (i) the Leased Premises; or
 - (ii) premises, whether of the Tenant or other tenants of the Building, comprising in the aggregate 25% or more of the Rentable Area of the Building

are substantially damaged or destroyed by any cause to the extent that in the reasonable opinion of the Landlord they cannot be repaired or rebuilt (based on standard hours of construction work) within 240 days after the occurrence of the damage or destruction, the Landlord, at its option, exercisable by written notice to the Tenant given within 60 days after the occurrence of the damage

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or destruction, may terminate this Lease, and neither the Landlord nor the Tenant will be bound to repair as provided in clauses 7.1 and 7.2. The Tenant will instead deliver up possession of the Leased Premises to the Landlord with reasonable expedition and within 60 days after delivery of the notice of termination. The Rent will be apportioned and paid to the date upon which possession is delivered up (but subject to any abatement to which the Tenant may be entitled under subclause 7.3(a) by reason of the Leased Premises having been rendered in whole or in part not reasonably capable of use and occupancy), but otherwise the Landlord or the Tenant as the case may be (according to the nature of the damage and their respective obligations to repair as provided in clauses 7.1 and 7.2) will repair the damage with reasonable diligence.

7.4 Service Interruptions

The Tenant acknowledges to the Landlord that the operation of systems and the availability of facilities may be interrupted from time to time in cases of accident and emergency, in order to carry out maintenance, repairs, alterations, replacements, and upgrading, or for any other reasonable reason required by the Landlord. During periods of the interruption, any obligation of the Landlord to provide access to the systems and facilities or common areas of the Building will be suspended and clause 14.1 will apply.

8. TAXES AND OPERATING COSTS

8.1 Landlord's Tax Obligations

The Landlord covenants with the Tenant, subject to clause 8.2, to pay to the taxing authority or authorities having jurisdiction, all Taxes.

8.2 Tenant's Tax Obligations

The Tenant covenants with the Landlord:

- (a) to pay when due, all taxes, business taxes, business licence fees, and other taxes, rates, duties or charges levied, imposed, or assessed by lawful authority in respect of the use and occupancy of the Leased Premises by the Tenant, or the equipment, machinery, or fixtures brought in them by or belonging to the Tenant, or to anyone occupying the Leased Premises with the Tenant's consent, or from time to time levied, imposed, or assessed in the future in addition or in lieu of, and to pay to the Landlord upon demand the portion of any tax, rate, duty, or charge levied or assessed upon the Lands and Building that is attributable to any equipment, machinery, or fixtures on the Leased

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Premises that are not the property of the Landlord or that may be removed by the Tenant;

- (b) to pay promptly to the Landlord when demanded or otherwise due hereunder all Taxes in respect of all Leasehold Improvements in the Leased Premises; and
- (c) to pay to the Landlord in the manner specified in subclause 4.2(b) the Tenant's Share of the Tax Cost.

8.3 Goods and Services Tax/Harmonized Sales Tax (GST/HST)

The Tenant will pay to the Landlord GST/HST in accordance with the applicable legislation at the same time as the amounts to which GST/HST apply are payable to the Landlord under the terms of this Lease or upon demand at other time or times as the Landlord may determine. The Landlord will provide the Tenant with its GST/HST registration number. Notwithstanding any other provision of this Lease, the amount payable by the Tenant under this clause will be deemed not to be Rent, but the Landlord will have the same remedies for and rights of recovery of the amount as it has for recovery of Rent under this Lease.

8.4 Tenant's Tax Cost

(1) After the commencement of the Term of this Lease and prior to the commencement of each fiscal period determined by the Landlord that commences during the Term, the Landlord may estimate the Tax Cost and the Tenant's Share, or any instalment on account of the Tax Cost, to become due on any date during the ensuing fiscal period or (if applicable) portion of it, the amount of it that will be payable by the Tenant, and notify the Tenant in writing of the estimate.

(2) If the Tenant has overpaid the Tenant's Share of the Tax Cost, the Landlord will refund any excess paid, but if any balance remains unpaid, the Landlord will fix monthly instalments for the then remaining balance of the fiscal period or portion of it so that, after giving credit for instalments paid by the Tenant in respect of the calendar year, the entire Tenant's Share of Tax Cost will be fully payable prior to the time the Landlord is obliged to pay the Taxes in respect of which the Tenant's Share of Tax Cost is payable.

(3) If for any reason the Tax Cost is not finally determined within a fiscal period or portion of it, the parties will make the appropriate readjustment when the Tax Cost becomes finally determined.

(4) The Landlord and the Tenant acknowledge that Taxes in respect of the Building may be payable during the course of a year as prepayment for the Taxes accruing due in respect of the year, and if the Term ends during a year, the appropriate adjustment will be made under clause 4.3.

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(5) Any report of the Landlord's accountant as to the Tax Cost will be conclusive as to the amount for any period to which the report relates.

8.5 Postponement of Payment of Taxes

The Landlord may postpone payment of any Taxes payable by it under clause 8.1 to the extent permitted by law if prosecuting in good faith any appeal against the assessment of the Lands and Building for Taxes or the imposition of Taxes.

8.6 Receipts for Payment

Whenever requested by the Landlord, the Tenant will deliver to it receipts for payment of all taxes, rates, duties, levies, and assessments payable by the Tenant under subclauses 8.2(a) and (b) and furnish any other related information reasonably required by the Landlord.

8.7 Operating Costs

During the Term, the Tenant will pay to the Landlord in the manner specified in clauses 4.1 and 4.2 the Tenant's Share of Operating Costs. Any report of the Landlord's accountant as to the Operating Costs will be conclusive as to the amount for any period to which the report relates.

8.8 Allocation to Particular Tenant

Notwithstanding any of the foregoing, whenever in the Landlord's reasonable opinion any Operating Costs or item of Operating Costs properly relates to a particular tenant or tenants within the Building, the Landlord may allocate the Operating Costs or item of Operating Costs to the tenant or tenants. Any amount allocated by the Landlord to the Tenant under this clause will be payable by the Tenant promptly upon demand and, provided that the amount incurred by the Landlord has been included in the total Operating Costs, will be credited against the total Operating Costs of the Building.

9. UTILITIES AND ADDITIONAL SERVICES

9.1 Utilities

The Landlord will furnish ducts for bringing telephone and other telecommunication services to the Leased Premises and will provide water to washrooms available for the Tenant's use in common with others so entitled and the washrooms and showers in the Leased Premises.

9.2 Additional Services

Except the movement of equipment in the usual course of its delivery of services, if the Tenant wishes to move furniture or equipment or make repairs or alterations within the

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Leased Premises, or requires other service in the Leased Premises, the Landlord, at its option, by way of Additional Services, may provide or have its designated agents or contractors provide the service at then prevailing market commercial rates. The cost of Additional Services provided will be paid to the Landlord by the Tenant from time to time promptly upon receipt of invoices for them from the Landlord. The Cost of Additional Services charged directly to the Tenant and other tenants will be credited in computing Operating Costs to the extent that it would otherwise have been included.

9.3 Additional Utilities

Upon request by the Tenant, the Landlord may agree from time to time to supply additional heating, ventilating, and air-conditioning, electricity, or other services to the Leased Premises above those normally provided to tenants of the Building or outside Normal Operating Hours. The Tenant will pay to the Landlord in the manner in which Operating Costs is paid any additional costs of the Landlord that may arise in respect of the use by the Tenant of the Leased Premises for hours that do not coincide with Normal Operating Hours for the Leased Premises generally or that may arise in respect of additional heating, ventilating, and air-conditioning, electricity, and other services that are arranged to be provided to the Tenant over and above those normally provided to tenants of the Building or outside of Normal Operating Hours, together with the Landlord's reasonable administrative costs in respect of managing, administering, and billing for the services. The Landlord reserves the right to install at the Tenant's expense meters to check the Tenant's consumption of electricity, water, or other utilities.

9.4 Energy Conservation

The Tenant covenants with the Landlord that

- (a) the Tenant will cooperate with the Landlord in the conservation of all forms of energy in the Building, including without limitation the Leased Premises;
- (b) the Tenant will comply with all laws, bylaws, regulations, and orders relating to the conservation of energy and affecting the Leased Premises or the Building;
- (c) at its own cost and expense, the Tenant will comply with all reasonable requests and demands of the Landlord made with a view to energy conservation; and
- (d) any and all costs and expenses paid or incurred by the Landlord in complying with the laws, bylaws, regulations, and orders, so far as the same apply to or are reasonably apportioned to the Building by the Landlord will be included in Operating Costs and the Tenant will pay these costs as part of the Operating Costs.

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Landlord <i>[Signature]</i>	Tenant <i>[Signature]</i>

The Landlord is not liable to the Tenant in any way for any loss, costs, damages, or expenses, whether direct or consequential, paid, permitted, or incurred by the Tenant as a result of any reduction in the services provided by the Landlord to the Tenant or to the Building as a result of the Landlord's compliance with the laws, bylaws, regulations, or orders for energy conservation.

10. LICENCES, ASSIGNMENTS, AND SUBLETTINGS

10.1 Licences, Franchises, and Concessions

The Tenant will not permit any part of the Leased Premises to be used or occupied by any persons other than the Tenant, any subtenants permitted under clause 10.2, and the employees of the Tenant, or permit any part of the Leased Premises to be used or occupied by any licensee, franchisee, or concessionaire, or permit any persons to be upon the Leased Premises other than the Tenant, the permitted subtenants, and their respective employees, customers, members, clients and others lawfully on the Leased Premises. The Landlord acknowledges that the Tenant may contract with an operator to provide services in the café/concession in the Leased Premises and in the gymnasium area. The Tenant must give notice to the Landlord of the name of any operator and confirms that the Tenant is responsible for all actions, omissions and operations of the operator. The provisions of section 10.3 apply to the Tenant and its operator.

10.2 Assignment and Subletting

- (1) The Tenant will not assign this Lease or sublet the whole or any part of the Leased Premises, unless it has
 - (a) received or procured a valid written offer to take an assignment or sublease that is not inconsistent with, and the acceptance of which would not breach any provision of this Lease if this clause is complied with, and that the Tenant has determined to accept subject to this clause being complied with, and
 - (b) first requested and obtained the consent in writing of the Landlord.
- (2) Any request for the Landlord's consent will be in writing and accompanied by a true copy of the offer.
- (3) The Tenant will furnish to the Landlord all information available to the Tenant and requested by the Landlord as to the responsibility, reputation, financial standing, and experience of the proposed assignee or subtenant.
- (4) The Landlord will obtain the written approval of the City of Langford prior to approving any request to sublet or assign any portion of the Leased Premises, other than as provided in section 10.1.

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(5) Within 30 days after the receipt by the Landlord of the Tenant's request for consent and of all information the Landlord has requested under this clause (and if no information has been requested, within 30 days after receipt of the request for consent) the Landlord shall advise the Tenant in writing whether the Tenant's request is approved. The Landlord may refuse any request to sublet or assign other than as provided in section 10.1 in its absolute discretion.

(6) If the Landlord consents to any proposed assignment or subletting, the Tenant will assign or sublet, as the case may be, only upon the terms set out in the offer submitted to the Landlord as specified and not otherwise.

(7) As a condition of the Landlord's consent, the assignee or subtenant, as the case may be, will agree (and will be deemed to have agreed) with the Landlord to observe the obligations of the Tenant under this Lease as they relate to the space assigned or sublet (except, in the case of a sublease, the Tenant's covenant to pay Rent) by entering into an assumption agreement with the Landlord and the Tenant, in the Landlord's then standard form, and will pay the Landlord's then current processing charge and solicitor's fees and disbursements for preparing the agreement.

(8) The Tenant further agrees that if the Landlord consents to any assignment or subletting, the Tenant will be responsible for and will hold the Landlord harmless from any and all capital costs for Leasehold Improvements and all other expenses, costs, and charges with respect to or arising out of any the assignment or subletting.

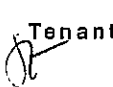
(9) Notwithstanding any consent being given by the Landlord and the assignment or subletting being effected, the Tenant will remain bound to the Landlord for the fulfilment of all the terms, covenants, conditions, and agreements in this Lease.

(10) Any consent by the Landlord to any assignment or subletting will not constitute a waiver of the requirement for consent by the Landlord to any subsequent assignment or subletting by either the Tenant or any assignee or subtenant.

10.3 Terms of Consent

(1) If the Landlord consents in writing to an assignment or sublease as contemplated in this Article, the Tenant may complete the assignment or sublease subject to the following covenants and conditions:

- (a) no assignment or sublease will be valid and no assignee or subtenant will take possession of the Leased Premises or any part of them until an executed duplicate original of the assignment or sublease has been delivered to the Landlord; and
- (b) all Excess Rent, as defined, derived from the assignment or sublease will be payable to the Landlord. The Excess Rent will be deemed to be and will be paid

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by the Tenant to the Landlord as Rent. The Tenant will pay the Excess Rent to the Landlord immediately as and when the Excess Rent is receivable by the Tenant.

(2) As used in this Article, Excess Rent means the amount by which the total money and other economic consideration to be paid by the assignee or subtenant as a result of an assignment or sublease, whether denominated as rent or otherwise, exceeds, in the aggregate, the total amount of Annual Base Rent and Additional Rent that the Tenant is obligated to pay to the Landlord under this Lease, pro-rated for the portion of the Leased Premises being assigned or sublet, less the reasonable costs paid by the Tenant for additional improvements installed in the portion of the Leased Premises subject to the assignment or sublease by the Tenant at the Tenant's sole cost and expense for the specific assignee or subtenant in question, reasonable leasing costs (such as brokers' commissions and the fees payable to the Landlord under clause 10.2) paid by the Tenant in connection with the assignment or sublease, and the amount of Annual Base Rent and Additional Rent the Tenant is obligated to pay the Landlord under this Lease, pro-rated for the portion of the Leased Premises being assigned or sublet that is not occupied or used by the Tenant, until the date of the assignment or sublease.

(3) In determining the amounts to be deducted from Excess Rent in each monthly payment period in respect of the Tenant's costs of assigning or subleasing, the costs will be amortized without interest over the Term (in the case of an assignment) or term of the sublease (in the case of a sublease) on a straight line basis.

10.4 Change in Control of Tenant

- (a) If the Tenant is a corporation but none of its shares are traded on any public stock exchange or in any public stock market, and if by operation of law or by the sale, bequest, or other disposition of its shares or securities the control or the beneficial ownership of the corporation is changed at any time during the Term of this Lease, the change will be deemed to be an assignment of this Lease within the meaning of clause 10.2. If the control or beneficial ownership is changed without the prior written consent of the Landlord, the Landlord, at its option, may cancel this Lease upon giving 60 days' notice to the Tenant of its intention to cancel, and this Lease and the Term will be cancelled.
- (b) Upon request of the Landlord from time to time, a Tenant that is a corporation will make available to the Landlord for inspection or copying or both, all books and records of the Tenant that, alone or with other data, will identify the ownership, from the commencement of the Term or the date of earlier execution of this Lease up to the date the books and records are made available to the Landlord.

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11. FIXTURES AND IMPROVEMENTS

11.1 Installation of Fixtures and Improvements

- (1) Except as permitted by the provisions of Schedule E, the Tenant will not make, erect, install, or alter any Leasehold Improvements or trade fixtures in the Leased Premises, any safe or special lock in the Leased Premises, or any apparatus for illumination, air-conditioning, cooling, heating, refrigerating, or ventilating the Leased Premises, without having requested and obtained the Landlord's prior written approval, which the Landlord will not unreasonably withhold.
- (2) In making, erecting, installing, or altering any Leasehold Improvements or trade fixtures, the Tenant will comply with the tenant construction guidelines as established by the Landlord from time to time, will obtain all required building and occupancy permits, will not alter or interfere with any installations that have been made by the Landlord without the prior written approval of the Landlord, and will not alter or interfere with window coverings installed by the Landlord on exterior windows.
- (3) The Tenant's request for any approval under this clause will be in writing and accompanied by a reasonably detailed description of the contemplated work and, where appropriate, plans, working drawings, and specifications of the work.
- (4) Any out-of-pocket expense incurred by the Landlord in connection with any approval will be deemed incurred by way of Additional Services.
- (5) All work to be performed in the Leased Premises will be performed by competent contractors and subcontractors of whom the Landlord will have approved (the approval not to be unreasonably withheld, but provided that the Landlord may require that the Landlord's contractors and subcontractors be engaged for any mechanical or electrical work) and by workers whose labour union affiliations are compatible with those of workers employed by the Landlord and its contractors and subcontractors.
- (6) All work will be subject to inspection by and the reasonable supervision of the Landlord as an Additional Service and will be performed in accordance with any reasonable conditions or regulations imposed by the Landlord and completed in good and workmanlike manner in accordance with the description of the work approved by the Landlord.

11.2 Liens and Encumbrances on Fixtures and Improvements

- (1) In connection with the making, erection, installation, or alteration of Leasehold Improvements and trade fixtures, and all other work or installations made by or for the Tenant in the Leased Premises, the Tenant will

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(a) comply with all of the provisions of the *Builders Lien Act*, S.B.C. 1997, c. 45, as amended or substituted from time to time (including any provision requiring or enabling the retention of portions of any sums payable by way of holdbacks),

(b) permit the Landlord to take all steps to enable the Landlord to obtain the benefit of the provisions of the *Builders Lien Act*, and, except as to any lawful holdback, will promptly pay all accounts relating to those provisions.

(2) Except for equipment over which the Tenant had prior to the Completion Date granted a security interest, and any equipment over which a security interest is granted due to the equipment being financed, the Tenant will not create any mortgage, conditional sale agreement, general security agreement under the *Personal Property Security Act*, R.S.B.C. 1996, c. 359, as amended or substituted from time to time, or other encumbrance in respect of its Leasehold Improvements or trade fixtures, or permit any mortgage, conditional sale agreement, general security agreement under the *Personal Property Security Act*, or other encumbrance to attach to the Leased Premises.

(3) If and when any builders' or other lien for work, labour, services, or materials supplied to or for the Tenant or for the cost of which the Tenant may be in any way liable or claims for such a lien arise or are filed or any such mortgage, conditional sale agreement, general security agreement under the *Personal Property Security Act*, or other encumbrance attaches, the Tenant will within 20 days after receipt of notice of it procure the discharge of it, including any certificate of action registered in respect of any lien, by payment or giving security or in such other manner as may be required or permitted by law, and failing which the Landlord may in addition to all other remedies under this Lease avail itself of its remedy under clause 15.1. The Landlord may make any payments required to procure the discharge of any the liens or encumbrances, and will be entitled to be reimbursed by the Tenant as provided in clause 15.1, and its right to reimbursement will not be affected or impaired if the Tenant then or subsequently establishes or claims that any lien or encumbrance so discharged was without merit or excessive or subject to any abatement, set-off, or defence.

(4) The Tenant acknowledges that the Lands may be subject to registered charges and encumbrances and that the Landlord may register other charges and encumbrances. The Landlord will give the Tenant notice of any charges or encumbrances and any terms of which the Tenant must comply. The Tenant must comply with the Landlord's obligations under any charges and encumbrances.

11.3 Removal of Fixtures and Improvements

(1) All Leasehold Improvements in or upon the Leased Premises will immediately upon affixation be and become the Landlord's property without compensation to the Tenant. Except as otherwise expressly agreed by the Landlord in writing, no Leasehold Improvements, trade fixtures, furniture, or equipment will be removed by the Tenant from the Leased Premises either during or at the expiration of the Term, except that:

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- (a) the Tenant may at the end of the Term remove its trade fixtures;
 - (b) the Tenant will at the end of the Term remove the Leasehold Improvements and trade fixtures which the Landlord requires to be removed; and
 - (c) the Tenant will remove its furniture and equipment at the end of the Term, and also during the Term where furniture or equipment has become excess for the Tenant's purposes or the Tenant is substituting new furniture and equipment.
- (2) Notwithstanding anything else in this clause 11.3, where the Landlord gives the Tenant notice of early termination of this Agreement, the Tenant may not remove any trade fixtures, furniture or equipment without the Landlord's consent
- (3) The Tenant will, in the case of every removal during or at the end of the Term, or upon early termination by the Landlord, immediately make good any damage caused to the Leased Premises by the removal.

11.4 Alterations by Landlord

The Landlord reserves the right from time to time to:

- (a) make any deletions, changes, and additions to the equipment, appliances, pipes, plumbing, wiring conduits, ducts, shafts, structures, and facilities of every kind throughout the Building, including the Leased Premises;
- (b) alter the location and nature of common areas of the Building, including Service Areas, make reductions to it, erect additions to it, and extend any part of it; and
- (c) make alterations and additions to the Building;

and in exercising any of the rights, the Landlord will take reasonable steps to minimize any interference caused to the Tenant's operations in the Leased Premises, but by exercising its rights, the Landlord will not be deemed to have constructively evicted the Tenant or otherwise to be in breach of this Lease, nor will the Tenant be entitled to any abatement of rent or other compensation from the Landlord.

12. INSURANCE AND INDEMNITY

12.1 Landlord's Insurance

The Landlord will take out and keep in force, all risks, property insurance on the building, and such other forms of insurance as the Landlord reasonably considers necessary. In spite of any contribution by the Tenant to the Landlord's insurance through the Operating Costs, the Tenant is not relieved of any liability arising from its acts, fault, negligence, or omissions, and no insurable interest is conferred on the Tenant under the Landlord's policies, nor does the Tenant have the right to receive any proceeds under the policies.

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12.2 Tenant's Insurance

The Tenant, at its expense, will provide and maintain in force, during the Term, the following insurance:

- (a) Commercial General Liability insurance concerning the Leased Premises and the Tenant's business, of not less than \$10,000,000, or in such other amount as may be reasonably required by the Landlord; the insurance will include, without limitation, liability for personal injury or death, contractual liability, property damage, and contingent employer's liability, and will name the Landlord as additional insured's;
- (b) All Risks (including flood, sewer back-up, water damage, earthquake, and sprinkler leakage) property insurance on insurable property including merchandise, furniture, fixtures, equipment, and leasehold improvements, to full replacement value, with a deductible approved by the Landlord;
- (c) Insurance for all glass and plate glass on the Leased Premises, whether installed by the Landlord, or the Tenant;
- (d) Broad comprehensive boiler and machinery insurance on all objects owned or operated by the Tenant, or others on behalf of the Tenant, on the Leased Premises with deductibles not exceeding \$1,000;
- (e) All Risks Tenant's legal liability insurance for the actual cash value of the Leased Premises;
- (f) Business Interruption insurance providing coverage for 24 months loss of insurable gross earnings, or profit; and
- (g) Any other form of insurance, and with whatever higher limits that the Landlord may reasonably require.

12.3 Insurance Terms

Any policy of insurance under clause 12.2, will name the Landlord as additional insured, contain a waiver of subrogation against the Landlord, and contain a clause requiring the insurer not to cancel, or change the insurance, without first giving the Landlord 30 days prior written notice, and further, to provide the Landlord with copies of the insurance policies required by this Lease.

12.4 Tenant's Contractor's Insurance

The Tenant will require any contractor performing work on the Leased Premises, to carry and maintain, at no expense to the Landlord, Commercial General Liability insurance and other insurance in amounts, and on terms reasonably determined by the Landlord, and to provide the Landlord with satisfactory proof of that insurance from time to time.

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12.5 Landlord's Right to Insure

If the Tenant does not provide, or maintain in force, the insurance required under this Lease, or provide proof of the insurance when requested by the Landlord, the Landlord may take out the necessary insurance, and pay the premiums, and the Tenant will pay to the Landlord, as Additional Rent, the amount of such premium on the next succeeding Rent payment date.

12.6 Acts Conflicting with Insurance

The Tenant will not do, or permit to be done, any act or thing that may render void, or conflict with any policy of insurance, including any applicable regulations of fire insurance underwriters, by which the Leased Premises or the Building are insured.

12.7 Indemnity by Tenant

The Tenant will indemnify the Landlord, and save it harmless from and against all claims, actions, damages, liabilities, costs, and expenses, in connection with loss of life, personal injury, or damage to property arising from any occurrence on the Leased Premises, or occupancy, or use of the premises, or occasioned wholly, or in part, by an act or omission of the Tenant, its officers, employees, agents, customers, contractors, or other invitees. The provisions of this clause will survive the expiry or sooner termination of this Lease.

12.8 Indemnity by Landlord

The Landlord will indemnify the Tenant, and save it harmless from and against all claims, actions, damages, liabilities, costs, and expenses, in connection with loss of life, personal injury, or damage to property arising from any occurrence on the Leased Premises, or occupancy, or use of the premises, or occasioned wholly, or in part, by a grossly negligent act or omission of the Landlord, its officers, employees, agents, customers, contractors, or other invitees. The provisions of this clause will survive the expiry or sooner termination of this Lease.

13. SUBORDINATION, ATTORNMENT, REGISTRATION, AND CERTIFICATES

13.1 Tenant's Covenants

The Tenant agrees with the Landlord that:

13.2 Sale or Financing of Building

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The rights of the Landlord under this Lease may be mortgaged, charged, transferred, or assigned to a purchaser or purchasers, or to a mortgagee or trustee for bond holders, and in the event of a sale or of default by the Landlord under any mortgage, trust deed, or trust indenture and the purchaser, mortgagee, or trustee, as the case may be, duly entering into possession of the Building or the Leased Premises, the Tenant agrees to attorn to and become the tenant of the purchaser, mortgagee, or trustee under the terms of this Lease.

13.3 Subordination and Attornment

(1) If required by any mortgagee or the holder of any trust deed or trust indenture, this Lease and all rights of the Tenant under this Lease will be subject and subordinate to all mortgages, trust deeds, or trust indentures now or hereafter existing that may now or hereafter affect the Building and to all renewals, modifications, consolidations, replacements, and extensions of them.

(2) The Tenant, whenever required by any mortgagee (including any trustee under a trust deed or trust indenture), will attorn to the mortgagee as the tenant upon all of the terms of this Lease. The Tenant agrees to execute and deliver promptly whenever requested by the Landlord or by the mortgagee an instrument of subordination or attornment, as the case may be, as may be required of it, and if the Tenant fails to do so within seven days after receiving the instrument, the Tenant irrevocably and conclusively authorizes the Landlord to complete, execute, and deliver the instrument on behalf of, in the name of, and as agent of, the Tenant.

(3) Upon request the Landlord will provide the Tenant with a non-disturbance agreement from any current or subsequent mortgagee, in a form acceptable to the parties.

13.4 Registration

Upon request, the Landlord will be obliged to deliver this Lease to the Tenant in a short form registrable under the *Land Title Act*, R.S.B.C. 1996, c. 250.

13.5 Certificates

(1) The Tenant agrees with the Landlord that the Tenant will promptly whenever requested by the Landlord execute and deliver to the Landlord and, if required by the Landlord, to any mortgagee (including any trustee under a trust deed or trust indenture) or prospective purchaser (as designated by the Landlord) a certificate in writing as to the status of this Lease at that time, including as to whether it is in full force and effect, is modified or unmodified, confirming the Rent payable under this Lease and the state of the accounts between the Landlord and Tenant, the existence or non-existence of defaults, and any other matters pertaining to this Lease as to which the Landlord requests a certificate.

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(2) If the Tenant fails to do so within fifteen days after the Tenant receives the form of certificate, the Tenant irrevocably and conclusively authorizes the Landlord to complete, execute, and deliver the certificate on behalf of, in the name of, and as agent of, the Tenant.

13.6 Assignment by Landlord

If the Landlord sells the Building or a portion of it containing the Leased Premises or the Landlord assigns this Lease or any interest of the Landlord under this Lease, and to the extent that the purchaser or assignee has assumed the covenants and obligations of the Landlord under this Lease, the Landlord, without further written agreement, will be freed and relieved of liability upon the covenants and obligations.

14. OCCURRENCE OF DEFAULT

14.1 Unavoidable Delay

Except as expressly provided in this Lease, if and whenever and to the extent that either the Landlord or the Tenant is prevented, delayed, or restricted in the fulfilment of any obligations under this Lease in respect of the supply or provision of any service or utility, the making of any repair, the doing of any work or any other thing (other than the payment of Rent) by reason of civil commotion, war-like operation, invasion, rebellion, hostilities, sabotage, strike, or work stoppage, or being unable to obtain any material, service, utility, or labour required to fulfil the obligation or by reason of any statute, law, or regulation of or inability to obtain any permission from any governmental authority having lawful jurisdiction preventing, delaying, or restricting the fulfilment, or by reason of other unavoidable occurrence other than lack of funds, the time for fulfilment of the obligation will be extended during the period in which the circumstance operates to prevent, delay, or restrict the fulfilment of it, and the other party to this Lease is not entitled to compensation for any inconvenience, nuisance, or discomfort thereby occasioned, nor will Rent abate; but nevertheless the Landlord will use reasonable efforts to maintain services essential to the use and enjoyment of the Leased Premises.

14.2 No Admission

The acceptance of any Rent from or the performance of any obligation under this Lease by a person other than the Tenant will not be construed as an admission by the Landlord of any right, title, or interest of the person as a subtenant, assignee, transferee, or otherwise in the place and stead of the Tenant.

14.3 Part Payment

The acceptance by the Landlord of a part payment of any sums required to be paid under this Lease will not constitute waiver or release of the right of the Landlord to payment in full of the sums.

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15. TENANT'S DEFAULT, REMEDIES OF LANDLORD, AND SURRENDER

15.1 Remedying by Landlord, Non-payment, and Interest

In addition to all the rights and remedies of the Landlord available to it for the Tenant's default under this Lease, either by any other provision of this Lease or by statute or the general law, the Landlord:

- (a) may remedy or attempt to remedy any default of the Tenant, and in so doing may make any payments due or alleged to be due by the Tenant to third parties and may enter upon the Leased Premises to do any work or other things in them, and all expenses of the Landlord in remedying or attempting to remedy the default together with an administrative charge equal to 15% of the total of the expenses will be payable by the Tenant to the Landlord promptly upon demand;
- (b) has the same rights and remedies in the event of any non-payment by the Tenant of any amounts payable by the Tenant under any provision of this Lease as in the case of non-payment of Rent;
- (c) if the Tenant fails to pay any Rent promptly when due, is entitled, if it demands it, to interest at a rate of 3% per annum in excess of the Prime Rate; and
- (d) is entitled to be reimbursed by the Tenant, and the Tenant will promptly pay the Landlord, the amount of all costs and expenses (including, without limitation, legal costs on a solicitor-and-own-client basis) incurred by the Landlord in connection with the default or in efforts to enforce any of the rights, or to seek any of the remedies to which the Landlord is or may be entitled under this Lease.

15.2 Remedies Cumulative

The Landlord may resort to any or all of the rights and remedies available to it in the event of any default under this Lease by the Tenant, either by any provision of this Lease or by statute or the general law, all of which rights and remedies are intended to be cumulative and not alternative, as the express provisions under this Lease as to certain rights and remedies are not to be interpreted as excluding any other or additional rights and remedies available to the Landlord by statute or the general law.

15.3 Right of Re-entry on Default

If and whenever

- (a) the Rent or other moneys payable by the Tenant or any part of it, whether lawfully demanded or not, are unpaid and the Tenant has failed to pay the Rent or

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other moneys within five days after the Landlord has given to the Tenant notice requiring the payment; or

(b) the Tenant breaches or fails to observe and perform any of the covenants, agreements, provisos, conditions, rules, or regulations and other obligations on the part of the Tenant to be kept, observed, or performed under this Lease and the breach or failure continues for 10 days after the Landlord has given the Tenant notice of it; or

(c) without the written consent of the Landlord the Leased Premises are used by any persons other than the Tenant, its invitees, members, licensees, or its permitted assigns or subtenants or for any purpose other than that for which the Leased Premises were leased, or occupied by any persons whose occupancy is prohibited by this Lease; or

(d) the Leased Premises are vacated or abandoned or remain unoccupied for 15 days or more while capable of being occupied; or

(e) any of the goods and chattels of the Tenant are at any time seized in execution or attachment; or

(f) a receiver or receiver-manager is appointed for the operation or property of the Tenant; or

(g) the Tenant makes any assignment for the benefit of creditors or any bulk sale, becomes bankrupt or insolvent or takes the benefit of any statute now or hereafter in force for bankrupt or insolvent debtors or (if a corporation) takes any steps or permits any order to be made for its winding-up or other termination of its corporate existence; or

(h) any policy of insurance upon the Building from time to time effected by the Landlord is cancelled or about to be cancelled by the insurer by reason of the use or occupation of the Leased Premises by the Tenant or any assignee, subtenant, or licensee of the Tenant or anyone permitted by the Tenant to be upon the Leased Premises and the Tenant after receipt of notice in writing from the Landlord fails to take the immediate steps in respect of the use or occupation as enables the Landlord to reinstate or avoid cancellation of (as the case may be) the policy of insurance; or

(i) the Landlord becomes entitled to terminate this Lease or to re-enter the Leased Premises under any provision of it; or

(j) the Services Agreement dated Feb. 7, 2013 between the Tenant and the City is terminated

in every case the Landlord may enter into and upon the Leased Premises or any part of them in the name of the whole and the same to have again, repossess, and enjoy as of its former estate, anything in this Lease to the contrary notwithstanding. The Landlord may use the force as it may deem necessary for the purpose of gaining admittance to and re-taking possession

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of the Leased Premises and the Tenant releases the Landlord from all actions, proceedings, claims, and demands whatsoever for and in respect of any forcible entry or any loss or damage in connection with it.

15.4 Time to Cure

Notwithstanding anything in this section, in the event that the Landlord becomes entitled to re-enter the Leased Premises under subsections 15.3(b), (c) or (d) and the Tenant has commenced and is diligently pursuing remedying the situation that led to the right to re-enter, the Landlord's right to re-enter and associated rights will be suspended for a period of 30 days, and if such remedy is achieved, the Landlord will have no further rights under this section.

15.5 Termination and Re-entry

If and whenever the Landlord becomes entitled to re-enter upon the Leased Premises under any provision of this Lease, the Landlord, in addition to all other rights and remedies, may terminate this Lease by giving to the Tenant or by leaving on the Leased Premises notice in writing of termination. Thereupon, this Lease and the Term will terminate, and the Tenant will immediately deliver up possession of the Leased Premises to the Landlord.

15.6 Certain Consequences of Termination and Re-entry

If the Landlord re-enters the Leased Premises or if this Lease is terminated by reason of any event set out in clause 15.3, without prejudice to the Landlord's other rights and remedies:

- (a) the provisions of this Lease that relate to the consequences of termination, and the provisions of this Lease as they apply with respect to acts, events, and omissions that occurred prior to the termination, will all survive termination;
- (b) in addition to the payment by the Tenant of Rent and other payments for which the Tenant is liable under this Lease, Rent for the current month and the next ensuing three months will immediately become due and be paid by the Tenant or the person then controlling the Tenant's affairs; and
- (c) the Tenant or person then controlling the affairs of the Tenant will pay to the Landlord on demand the reasonable expenses the Landlord has incurred, and a reasonable estimate by the Landlord of expenses the Landlord expects to incur, in connection with the re-entering, terminating, re-letting, collecting sums due or payable by the Tenant, and storing and realizing upon assets seized, including without limitation brokerage fees, legal fees, and disbursements, the expenses of cleaning and making and keeping the Leased Premises in good

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order, and the expenses of repairing the Leased Premises and preparing them for re-letting.

15.7 Waiver of Distress and Bankruptcy

(1) The Tenant waives the benefit of any present or future statute taking away or limiting the Landlord's right of distress and covenants and agrees that despite any statute none of the goods and chattels of the Tenant on the Leased Premises at any time during the Term will be exempt from levy by distress for rent in arrears.

(2) The Tenant will not sell, dispose of, or remove any of the fixtures, goods, or chattels of the Tenant from or out of the Leased Premises during the Term without the consent of the Landlord, unless the Tenant is substituting new fixtures, goods, or chattels of equal value or is disposing of individual items that have become excess for the Tenant's purposes; and the Tenant will be the owner of its fixtures, goods, and chattels and will not permit them to become subject to any lien, mortgage, charge, or encumbrance, except to the extent already granted and permitted under 11.2(2).

(3) Without the Landlord's consent the Tenant will not resiliate or disclaim, or attempt to resiliate or disclaim, or seek any order to permit it to resiliate or disclaim this Lease in any bankruptcy, insolvency, reorganization, or other proceeding or court application, and, if required by the Landlord, waives in favour of the Landlord the benefit of s. 65.2 of the *Bankruptcy and Insolvency Act*, R.S.C. 1985, c. B-3 as amended, and any provision of similar import.

15.8 Surrender on Termination

(1) Immediately upon the termination of this Lease, whether by effluxion of time or otherwise, the Tenant will vacate and deliver up possession of the Leased Premises in a neat and tidy state and in good and substantial repair in accordance with the Tenant's obligation under this Lease to repair the Leased Premises, but subject to the Tenant's rights and obligations in respect of removal in accordance with clause 11.3.

(2) At the same time the Tenant will surrender to the Landlord at the place then fixed for the payment of Rent all keys and other devices that provide access to the Leased Premises, the Building, or any part of them and will inform the Landlord of all combinations to locks, safes, and vaults, if any, in the Leased Premises.

16. MISCELLANEOUS

16.1 Notices

(1) Any notice required or contemplated by any provision of this Lease will be given in writing, and

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(a) if to the Landlord, either delivered to an officer of the Landlord or delivered or mailed (by prepaid registered mail) to the Landlord at the address set out in subclause 1.1(a), or if the Landlord has given the Tenant notice of another address in Canada to which notices to the Landlord under this Lease are to be given, then to the last address of which the Tenant has been given notice; or electronically to the e-mail address given by the Landlord; and

(b) if to the Tenant, either delivered to the Tenant personally (or to an officer of the Tenant), delivered or mailed (by prepaid registered mail) to the Tenant at the Leased Premises or electronically to the e-mail address given by the Tenant.

(2) Every notice will be deemed to have been given when delivered or, if mailed as provided, on the third business day after the day of mailing in Canada. If there is a mail strike, slowdown, or other labour dispute that might affect delivery of the notice between the time of mailing and the actual receipt of notice, the notice will only be effective if actually delivered.

16.2 Extraneous Agreements

(1) The Tenant acknowledges that there are no covenants, representations, warranties, agreements, or conditions expressed or implied relating to this Lease or the Leased Premises except as expressly set out in this Lease and in any agreement to lease in writing between the Landlord and the Tenant pursuant to which this Lease has been executed. If there is a conflict between the terms of this Lease and the agreement to lease, the terms of this Lease will prevail.

(2) This Lease is the entire agreement between the parties and may not be modified except by an agreement in writing executed by the Landlord and the Tenant.

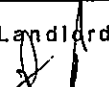
(3) Notwithstanding the foregoing, the parties acknowledge that the following two documents also deal with the operation of the Leased Premises:

(a) Services Agreement between the Y and the City of Langford for the operation of the Recreation Centre dated FEBRUARY 7/13 (the "Services Agreement"); and

(b) Tri-partite agreement between the Landlord, the Tenant, and the City of Langford dated FEBRUARY 7/13 relating to the transition of services for the Recreation Centre in the event the Lease is terminated prior to the expiry of the Term or extension thereof (the "Tri-partite Agreement").

16.3 Time of Essence

Time is of the essence of this Lease.

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16.4 Area Determination

Subject only to subsection 4.2(c), the Rentable Area of any premises (including the Leased Premises) or the Building will be determined by the Landlord's subject matter expert from time to time appointed for the purpose. The determination will be conclusive.

16.5 Successors and Assigns

- (1) This Lease and everything in it will enure to the benefit of and be binding upon the successors and assigns of the Landlord and its heirs, executors, and administrators and the permitted successors and permitted assigns of the Tenant.
- (2) References to the Tenant will be read with the changes in gender as may be appropriate, depending upon whether the Tenant is a male or female person or a firm or corporation.
- (3) If the Tenant is comprised of more than one person or entity, then each person and entity is jointly and severally bound by the representations, warranties, agreements, and covenants of the Tenant and any notice given or deemed to have been given at any time to any person or entity will be deemed to have been given at the same time to each other person and entity.

16.6 Frustration

Despite the occurrence or existence of any event or circumstance or the non-occurrence of any event or circumstance, and so often and for so long as the same may occur or continue that, but for this clause, would frustrate or void this Lease, and notwithstanding any statutory provision to the contrary, the obligations and liabilities of the Tenant will continue in full force and effect as if the event or circumstance had not occurred or existed.

16.7 Waiver

- (1) No condoning, excusing, or overlooking by the Landlord or Tenant of any default, breach, or non-observance by the Tenant or the Landlord at any time or times in respect of any covenant, proviso, or condition in this Lease will operate as a waiver of the Landlord's or the Tenant's rights under this Lease in respect of any continuing or subsequent default, breach, or non-observance or so as to defeat or affect in any way the rights of the Landlord or the Tenant in this Lease in respect of any continuing or subsequent default or breach.
- (2) No acceptance of rent by the Landlord subsequent to a default by the Tenant (whether or not the Landlord knows of the default) will operate as a waiver by the Landlord, and no waiver will be inferred from or implied by anything done or omitted by the Landlord or the Tenant except an express waiver in writing.

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16.8 Governing Law and Severability

(1) This Lease will be governed by and construed in accordance with the laws in force in British Columbia. The venue of any proceedings taken in respect of or under this Lease will be Victoria, BC as long as the venue is permitted by law. The Tenant will consent to any application by the Landlord to change the venue to Victoria, BC of any proceedings taken elsewhere.

(2) The Landlord and the Tenant agree that all the provisions of this Lease are to be construed as covenants and agreements as though the words importing the covenants and agreements were used in each separate clause of it. If any provision or provisions of this Lease are found to be illegal or not enforceable, it or they will be considered separate and severable from the Lease and its remaining provisions will remain binding upon the parties as though the illegal or unenforceable provision or provisions had never been included.

16.9 Captions

The captions in this Lease have been inserted as a matter of convenience and for reference only and do not define, limit, or enlarge the scope or meaning of this Lease or of any provision of it.

16.10 Acceptance

The Tenant accepts this Lease of the Leased Premises, to be held by it as tenant, and subject to the conditions, restrictions, and covenants specified in this Lease. The acceptance of possession of the Leased Premises will be conclusive evidence as against the Tenant that at the Completion Date the Landlord had duly completed all work required to be completed by the Landlord prior to the Completion Date of the Term and the Leased Premises were in good order and satisfactory condition for the commencement of the work and operation of the Tenant. Upon request by the Tenant, the Landlord agrees to provide to the Tenant's Expert immediately prior to the Tenant taking possession of the Leased Premises, a list of all outstanding deficiencies.

16.12 Expropriation

(1) If at any time during the Term, the interest of the Tenant under this Lease or the whole or any part of either the Leased Premises or any other part of the Building is taken by any lawful power or authority by the right of expropriation, the Landlord, at its option, may give notice to the Tenant terminating this Lease on the date when the Tenant or Landlord is required to yield up possession to the expropriating authority.

(2) Upon the termination, or upon termination by operation of law, as the case may be, the Tenant will immediately surrender the Leased Premises and all its interest in them, Rent will abate and be apportioned to the date of termination, the Tenant will promptly pay to the

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Landlord the apportioned Rent and all other amounts that may be due to the Landlord up to the date of termination, and clause 15.8 will apply.

(3) The Tenant will have no claim upon the Landlord for the value of its property or the unexpired Term of this Lease, but the parties may separately advance their claims for compensation for the loss of their respective interests in the Leased Premises. The parties will each be entitled to receive and retain the compensation as may be awarded to each respectively.

(4) If an award of compensation made to the Landlord specifically includes an award for the Tenant, the Landlord will account for it to the Tenant.

(5) In this clause the expropriation includes a sale by the Landlord to an authority with powers of expropriation, in lieu of or under threat of expropriation.

17. SPECIAL PROVISIONS

17.1 Option to Extend

(1) The Landlord covenants with the Tenant that if

- (a) the Tenant gives notice to the Landlord that the Tenant wishes to obtain an extension of this Lease, the notice to be given not later than 12 months prior to the expiry of the initial Term;
- (b) at the time of giving the notice the Tenant is not in breach of any covenant or condition contained in this Lease or if in breach is remedying the breach in a timely manner if permitted time to remedy under section 15.3; and
- (c) the Tenant has duly and regularly throughout the initial term observed and performed the covenants and conditions in this Lease;

the Landlord will grant to the Tenant at the Tenant's expense an extension lease of the Leased Premises for a further term to be agreed to by the parties upon the same terms and conditions in this Lease, except this covenant to extend and except the Annual Base Rent that will be the greater of the Current Market Rent for the Leased Premises with its Leasehold Improvements (having regard to the duration of the extension term) and the sum of the Annual Base Rent payable for the last year of the initial term, and except any rent-free periods, tenant allowances, or other inducements.

(2) If the Landlord and the Tenant are unable to agree upon the Current Market Rent, at least three months before the expiry of the initial term, the determination of the Current Market Rent will be referred to a single arbitrator if the parties agree upon one. If the parties are unable to agree, the determination will be referred to a board of three arbitrators, one to

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be appointed by each of the Landlord and the Tenant and a third arbitrator to be appointed in writing by the first two-named arbitrators.

(3) If the Landlord or the Tenant refuses or neglects to appoint an arbitrator within seven clear days after the other has served a written notice upon the party so refusing or neglecting to make the appointment, the arbitrator first appointed, at the request of the party appointing the arbitrator, will proceed to determine the rent as if he or she were a single arbitrator appointed by both the Landlord and Tenant for the purpose.

(4) If two arbitrators are appointed within the time prescribed and they do not agree upon the appointment of the third arbitrator within a period of seven days from the date of appointment of the second arbitrator, upon the application of either the Landlord or the Tenant, the third arbitrator will be appointed by a Judge of the Supreme Court in accordance with the procedure set out in the *Commercial Arbitration Act*, R.S.B.C. 1996, c. 55 as amended from time to time, or a similar statute then in force in BC. The third arbitrator will chair the arbitration.

(5) The determination made by the arbitrators or the majority of them, or by the single arbitrator, as the case may be, will be final and binding upon the Landlord and the Tenant and their respective successors and assigns.

(6) The Landlord and Tenant will share equally the costs of the arbitration and the arbitrator(s). The provisions of this clause will be deemed to be a submission to arbitration within the provisions of the *Commercial Arbitration Act* but any limitation on the remuneration of the arbitrators imposed by the legislation will not be applicable.

17.2 Parking

(1) The Tenant shall lease from the Landlord underground parking stalls, the number of and cost of which are to be determined by the parties prior to the end of the Financing Stage.

(2) The parties acknowledge that a train station and associated park and ride (the "Train Facilities") may be constructed in the vicinity of the Building. Prior to the Train Facilities being constructed and in use, the Tenant shall be entitled to the use of a minimum of 200 above-ground parking stalls, which may or may not be paved but which will be comprised of an appropriate surface for parking, close to the Building (the "Above-ground Parking Stalls") which can be used free of charge by the Tenant's employees, customers and invitees in common with other users of the Above-ground Parking Stalls under such rules and regulations as may be posted or otherwise communicated by the Landlord to the Tenant. Should the Train Facilities be constructed and used on lands near the Building, the Tenant acknowledges that there may be a charge to its employees, customers and invitees for use of the Above-ground Parking Stalls. Should the Train Facilities be constructed and used, the Landlord agrees to explore with the Tenant whether a pass system can be put in place to allow the Tenant's employees, customers and invitees to park in the Above-ground Parking Stalls at

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certain times of day to the exclusion of others. In addition, if the Train Facilities are constructed and used, the Landlord agrees to reserve, for the exclusive use of the Tenant, 50 above-ground parking stalls within 500 metres of the Building (the "Reserved Stalls"). The Reserved Stalls will be licensed to the Tenant at a cost that is the market rate at the time the parking stalls are being licensed, and the parties agree that the Landlord will license the Reserved Stalls to the Tenant and the Tenant will license them from the Landlord for the remainder of the Term, with increases in the license fee as required to stay current with market rate. Should the Landlord so require, the Tenant will enter a license agreement with respect to the Reserved Stalls, on terms and conditions acceptable to the Landlord, acting reasonably, provided that the terms and conditions shall not require the Tenant to pay a rate for the Reserved Stalls that is more than market rate, as indicated above.

(3) The Landlord will use its reasonable efforts to encourage the City of Langford to provide on-street passenger drop off and loading areas in roadways adjacent to the Building.

17.4 Potential lease area

(1) The Tenant is aware that the Landlord has an agreement with the City of Langford to lease to it an area of approximately 4000 square feet (the "City Lease Area") for a period of 5 years from the Completion Date.

(2) The Tenant wishes to have the first right to rent the City Lease Area when the City's lease terminates and the Landlord agrees to offer it for rent to the Tenant prior to offering it to any other potential tenant.

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17.5 Non-competition clause

The Landlord agrees that it shall not, during the time this agreement and any renewals hereto are in force, lease space in the Building to any tenant that is in the business of providing the following: gym workout facilities, group fitness classes and personal training. The Tenant acknowledges that the Landlord is not, by virtue of this section, precluded from leasing space to other tenants involved in other aspects of health and wellness, including medical, dental, alternative medicine, massage, physiotherapy, counselling and nutrition.

IN WITNESS WHEREOF the parties have executed this Lease.

YMCA - YWCA OF GREATER VICTORIA by its authorized signatories:

Authorized Signatory

JOHN BISHOP, CHAIR BOARD OF DIRECTORS

Authorized Signatory

JENNIE EDACORSE, CEO

WESTHILLS LAND CORP.

by its authorized signatories:

Authorized Signatory

Authorized Signatory

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<i>[Signature]</i>	<i>[Signature]</i>

SCHEDULE A

To Lease of Premises at Victoria, British Columbia

DEFINITIONS

In this Lease:

Additional Rent means all sums of money to be paid by the Tenant, whether to the Landlord or otherwise under this Lease, except for Annual Base Rent and GST/HST payable by the Tenant.

Additional Services means the services and supervision supplied by the Landlord and referred to in clause 9.2 or in any other provision of this Lease as Additional Services; any other services that from time to time the Landlord supplies to the Tenant and that are additional to other services that the Landlord has agreed to supply under this Lease and to like provisions of other leases of the Building, or that the Landlord may elect to supply as included within the standard level of services available to tenants generally and in addition to those normally supplied; the provision of labour and supervision in connection with the moving of any furniture or equipment of the Tenant; the making of any repairs or alterations for the Tenant; and the provision to the Tenant or the Leased Premises of maintenance or other services not normally furnished to tenants or other leasable premises generally; and "Additional Service" means any such service.

Annual Base Rent means the annual rent specified in subclause 1.1(f) and payable by the Tenant as specified in subclause 4.1(a).

Aquatic Facility means that area of the Recreation Centre comprising a reception area and food service area, a 25 metre pool, warm pool with movable floor, hot tubs and saunas, lazy river, water slide, wave pool, health & fitness areas, a gymnasium, including change rooms, multi-purpose rooms, administration areas, and public areas for programs and services.

Basic Terms means those terms set out in clause 1.1, some of which are more particularly defined in this Schedule.

Building means that certain building and those certain areas and improvements to be constructed on the Lands and all additions and replacements to it.

Common Area: means the areas approximately shown on Schedule B and labelled as common area.

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Cost of Additional Services means in the case of Additional Services provided by the Landlord a reasonable charge made for them by the Landlord that will not exceed the cost of obtaining the services from independent contractors, and in the case of Additional Services provided by independent contractors the Landlord's total cost of providing Additional Services to the Tenant including the cost of all labour (including salaries, wages, and fringe benefits) and materials and other direct expenses incurred, the cost of supervision and other indirect expenses capable of being allocated to them (the allocation to be made upon a reasonable basis) and all other out-of-pocket expenses made in connection with them including amounts paid to independent contractors, plus an administration fee equal to 15% of each component thereof.

Current Market Rent means that rent that would be paid for improved recreation and office space in buildings of similar age and location in Langford, BC as between persons dealing in good faith and at arm's length, without reduction for any cash payment, leasehold improvement allowance, rent-free period or other inducement.

Goods and Services or Harmonized Tax means and includes any and all goods and services taxes, sales taxes, value added taxes, business transfer taxes, or any other taxes imposed on the Landlord or the Tenant from time to time in respect of the Rent payable by the Tenant to the Landlord under this Lease or the rental of the Leased Premises or the provision of any goods, services, or utilities whatsoever by the Landlord to the Tenant under this Lease, whether characterized as a goods and services tax, sales tax, value added tax, business transfer tax, or otherwise.

Insured Damage means that part of any damage occurring to any portion of the Leased Premises for which the Landlord is responsible, of which the entire cost of repair is actually recoverable by the Landlord under a policy of insurance in respect of fire and other perils from time to time effected by the Landlord, or, if and to the extent that the Landlord has not insured and is deemed to be a co-insurer or self-insurer under clause 12.1, would have been recoverable had the Landlord effected insurance in respect of perils, to amounts and on terms for which it is deemed to be insured.

Lands means that parcel of land, in Langford, BC approximately as shown on Schedule G.

Landlord means the corporation executing this Lease and includes its successors and assigns. In the definition of Operating Costs, references to "Landlord" include the owner of the Lands and Building as registered in the applicable land title office and any and all beneficial owners of the Lands and Building.

Lease Year means, in the case of the first Lease Year, the period beginning on the Completion Date and terminating 12 months from the last day of the calendar month in which the

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Completion Date occurs (except that if the Completion Date occurs on the first day of a calendar month, the first Lease Year will terminate on the day prior to the first anniversary of the Completion Date) and, in the case of each subsequent Lease Year, means each 12-month period after the first Lease Year.

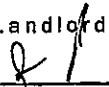
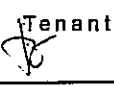
Leased Premises means that portion of the Building located on those floor(s) set out in subclause 1.1(c), containing the aggregate number of square feet, more or less, of Rentable Area that is set out in subclause 1.1(d), plus the outdoor area which is not included in the calculation of Rentable Area, and having the appropriate location and configuration shown on the plan(s) attached as Schedule B. The exterior face of the Building and any space in the Leased Premises used for stairways or passageways to other premises, stacks, shafts, pipes, conduits, ducts, or other Building facilities, heating, electrical, plumbing, air conditioning, and other Building systems supplied by the Landlord for use in common with other tenants are expressly excluded from the Leased Premises.

Leasehold Improvements mean all fixtures, improvements, installations, alterations, and additions now or from time to time made, erected, or installed, whether by the Tenant, the Landlord or anyone else, in the Leased Premises or in other premises in the Building with the exception of trade fixtures and furniture and equipment not of the nature of fixtures, but includes all partitions however fixed (including movable partitions) and includes all wall-to-wall carpeting with the exception of carpeting laid over vinyl tile or other finished floor and affixed so as to be readily removable without damage.

Normal Operating Hours means 24 hours per day, seven days per week.

Operating Costs mean, subject to the exclusions and deductions set out below, the total, without duplication, of the costs, expenses, fees, rentals, disbursements, and outlays (in this definition referred to collectively as "costs") of every kind paid, payable, or incurred by or on behalf of the Landlord on an accrual basis consistent with generally accepted accounting principles and fully chargeable in the year in which they were incurred (except as expressly set out below) in accordance with generally accepted accounting principles in the maintenance, repair, operation, administration, and management of the Lands and Building. Without limiting the generality of the foregoing, Operating Costs will include:

- (1) all salaries, wages, fringe benefits, paid to or for all personnel, including supervisory personnel and managers,, to the extent that they are employed by the Landlord (or a person with whom it does not deal at arm's length) in connection with the maintenance, repair, operation, administration, or management of the Lands and Building or any part of them, and amounts paid to professionals and independent contractors, including any management companies, for any services provided in connection with the maintenance, repair, operation, administration, or management of the Lands and Building or any part of them;

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Landlord	Tenant
	

- (2) costs of providing security, supervision, traffic control, janitorial, landscaping, window cleaning, waste collection, disposal and recycling, and snow removal services, and the costs of machinery, supplies, tools, equipment, and materials used in connection with the operation, administration, or management of the Lands and Building or any rentals of them;
- (3) costs of providing electric light and power, fuel, water, telephone, steam, gas, sewage disposal, and other utilities, and costs of replacing Building-standard electric light fixtures, ballasts, tubes, starters, lamps, light bulbs, and controls;
- (4) costs of all insurance that the Landlord is obligated or permitted to obtain under this Lease;
- (5) sales, goods and services, and excise or other taxes on goods and services provided by or on behalf of the Landlord in connection with the maintenance, repair, operation, administration, or management of the Building net of input tax credits, refunds, or rebates (to the extent the Landlord receives and uses them);
- (6) taxes levied against the Lands and Building to the extent not charged to the Tenant under subclauses 4.1(b) and 8.2(b) and to other tenants of the Building under lease provisions similar to subclauses 4.1(b) and 8.2(b); and costs (including legal and other professional fees and interest and penalties on deferred payments) incurred by the Landlord in contesting, resisting, or appealing any Taxes;
- (7) capital tax, if applicable, being the applicable amount (as hereinafter defined) of any tax or taxes imposed on the Landlord by any governmental authority based upon or computed by reference to the paid-up capital or place of business of the Landlord as determined for the purposes of the tax or taxes; and for the purpose of this paragraph the phrase "applicable amount" of the tax or taxes means the amount of tax that would be payable if the Lands and Building were the only property of the Landlord, and the portion as the Landlord allocates, acting reasonably, to the Lands and Building of any large corporations tax, minimum corporate tax, or other tax imposed on the Landlord by any governmental authority to the extent the tax is not actually credited against any income tax payable by the Landlord;
- (8) a reasonable amount, as determined by the Landlord from time to time, of costs incurred by or on behalf of tenants in the Building with whom the Landlord may have agreements whereby in respect of their premises those tenants perform any cleaning, maintenance, or other work or services that, if directly incurred by the Landlord, would have been included in Operating Costs;
- (9) costs of repairs, alterations, and replacements to the Building (including those required to comply with applicable laws or the requirements of the Landlord's insurers that become effective or are imposed after substantial completion of the original construction of the relevant structure) except as excluded herein, to the extent

INITIALS	
Landlord 	Tenant 

reasonably allocated by the Landlord to any fiscal period; and amortization of the cost of any repairs, alterations, or replacements except to the extent charged in accordance with the foregoing provisions of this paragraph, in the case of each item of repair, alteration, or replacement to be calculated on a straight line basis over the period the Landlord determines is reasonable having regard to the nature of the repair, alteration, or replacement, or 15 years, whichever is less;

- (10) depreciation (excluding depreciation on the costs of original components of the electrical, mechanical, and other systems installed as part of the original construction of the Building) of the costs of machinery, equipment, facilities, furniture, furnishings, systems, and property (in this paragraph called "machinery") installed in or used in connection with the Building (except to the extent that the costs are charged fully in the fiscal period in which they are incurred):
- (a) if a principal purpose of the machinery is to conserve energy, reduce the cost of other items included in Operating Costs, or comply with applicable laws or requirements of the Landlord's insurers that become effective or are imposed after substantial completion of the Building, or the machinery is used for normal maintenance of the Building; or
 - (b) if, as in the case of the electrical, mechanical, and other systems, the machinery by its nature requires periodic or substantial replacement;

in the case of each item of machinery to be calculated on a straight line basis over its useful life or 15 years, whichever is less;

- (11) interest on the unamortized or undepreciated portion of the costs referred to in paragraphs (9) and (10) of this definition, calculated monthly, from the date on which the relevant costs were incurred, at an annual rate of interest that is 0.5% above the Prime Rate in effect on the first day of the fiscal period in which the relevant costs were incurred (the applicable rate of interest to be adjusted by the Landlord on the first day of each fiscal period to the annual rate of interest that is 0.5% above the Prime Rate then in effect);
- (12) the fair market rental value (having regard to rent being charged for similar rentable space including additional rent for operating costs and property taxes) of space not already included in Rentable Area used by the Landlord, acting reasonably, in connection with the maintenance, repair and operation of the Lands and Building; and
- (13) management fees or management agent fees and administrative charges of a management company, if any, for the Lands and Building or any part of it or, if the Landlord chooses to manage the Lands and Building or any part of it through itself or through a company or other person with whom it does not deal at arm's length, a management fee to the Landlord in an amount comparable to that which would be

INITIALS	
Landlord X /	Tenant JG

charged by a first-class real estate management company for management of similar buildings but in any event no greater than 5% of gross rent;

excluding therefrom the following (except as specifically included above):

- (14) depreciation;
- (15) capital costs of constructing the Building, of replacements of parts of the Building, and of additions to the Building to comply with all bylaws, regulations, and orders made by any governmental authority with respect to the Building and the operating systems of the Building;
- (16) debt service costs;
- (17) any taxes on the income or profits of the Landlord to the extent they are not imposed in lieu of Taxes;
- (18) costs incurred by the Landlord in leasing the Building, including commissions, advertising costs, and tenant inducement payments;
- (19) costs of correcting defects in or inadequacy of the initial design or construction of the building, cost of repairs covered by warranty and costs of repairs necessitated by structural defects;
- (20) costs to benefit or as a result of specific tenant(s), including but not limited to costs of repairs, alterations or improvements of the premises of other tenant(s);
- (21) depreciation, interest and principal payments on capital costs, mortgages, ground rent and other debt costs, if any;
- (22) legal fees, space planner's fees, real estate broker's leasing commission, lease take-over costs, advertising and marketing expenses, costs of improving, renovating or inducing tenants into the Building and all other leasing expenses;
- (23) unrecovered expenses directly resulting from the negligence of the Landlord, its agents, servants or employees or any bad debt loss, rent loss or reserves for bad debts or rent loss;
- (24) repairs to the footings, foundations, structural columns and beams, structural subfloors, bearing walls, exterior walls and windows, and roofs of the Building made within the first two years after substantial completion of the Building to remedy construction or design defects identified by the Landlord's architect;
- (25) costs associated with the operation of the business of the entity which constitutes the Landlord as the same are distinguished from the costs of operation of the building including accounting and legal matters, costs of defending any lawsuits with any mortgagee (except as the actions of the Tenant may be an issue), costs of selling, syndicating, financing mortgaging or hypothecating any of the Landlord's interest in

INITIALS	
Landlord X	Tenant S

the building, costs of any disputes between Landlord and its employees (if any), disputes of Landlord with building management, or fees or costs paid in connection with disputes with other tenants;

- (26) the salaries and benefits of any officers above the level of building managers of the Landlord, if any;
- (27) attorney's and lawyer's fees, accounting fees and expenditures incurred with negotiations, disputes and claims of other tenants or occupants of the building or with other third parties;
- (28) fines, penalties and interest thereon except if the fines, penalties and/or interest are the direct result of the Tenant;
- (29) taxes, tax assessments or fees incurred in connection with the development of the building. In addition, income taxes and wealth taxes shall be excluded from operating costs;
- (30) any damage or loss resulting from any casualty which the Landlord covenanted to insure against or necessitated by the negligence or wilful misconduct of the Landlord including but not limited to any repair, rebuilding or other work necessitated by condemnation, fire, windstorm or other insured casualty or hazard;
- (31) the amount of any sales tax, goods and services tax, value added tax or any similar tax ("Sales Tax") paid or payable by the Landlord on the purchase of goods and services included in operating costs which are available to and claimed by the Landlord as a credit in determining the Landlord's net tax liability or refund on account of Sales Tax but only to the extent the Sales Tax is included in the operating costs;
- (32) cost of acquiring sculptures, paintings and other objects of art;

and deducting therefrom the following:

- (33) net recoveries by the Landlord from the tenants of the Building in respect of and to the extent (but only to the extent) of costs that have been charged as Operating Cost, other than recoveries from the Tenant under paragraph 4.1(b)(ii) and from other tenants under lease provisions similar to paragraph 4.1(b)(ii);
- (34) net insurance proceeds received by the Landlord to the extent (but only to the extent) that the proceeds reimburse the Landlord for costs that have been charged as Operating Costs;
- (35) net recoveries by the Landlord in respect of warranties or guarantees relating to the construction of the Building to the extent (but only to the extent) that the repair costs

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in respect of the work covered by the warranties or guarantees have been charged as Operating Costs; and

- (36) amounts paid by the operator, if any, of the parking garage forming part of the Building to the extent (but only to the extent) of costs that have been charged as Operating Costs, or, if there is no operator, the costs that the Landlord determines, acting reasonably, would normally be paid by an operator, such as the costs of sweeping and providing attendants and the operator's standard equipment;

and in computing Operating Costs, if less than 100% of the Rentable Area of the Building is completed or occupied during any period for which a computation must be made, the amount of Operating Costs will be increased by the amount of the additional costs determined by the Landlord, acting reasonably, that would have been incurred had 100% of the Rentable Area of the Building been completed or occupied during that period.

Prime Rate means that rate of interest declared from time to time by the main branch in Victoria, British Columbia, of the *Royal Bank of Canada* to the Landlord as the annual rate of interest used by the bank as its reference rate in setting interest rates for commercial loans of Canadian dollars in Canada and commonly referred to by the bank as its "prime rate" and, if and during any period when no rate is declared by the bank, means 18% per annum.

Rent includes the Annual Base Rent, Additional Rent, and all other sums payable by the Tenant to the Landlord under this Lease except for goods and services tax payable by the Tenant.

Rentable Area, whether in the case of a whole floor of the Building or in the case of premises comprising part of a floor of the Building, will be determined by the Landlord's architect or land surveyor according to the American National Standard Method for Measuring Floor Areas in Office Buildings ANSI/ BOMA Z65.1-2010 Office Standard as published by the *Building Owners and Managers Association International* and in effect at the Completion Date.

Service Areas mean the area of corridors, elevator lobbies, service elevator lobbies, refuse areas, washrooms, air-cooling rooms, fan rooms, janitor's closets, telephone, meter, mechanical, and electrical closets, and other closets on the floor serving the Leased Premises and other premises on the floor if the floor is a multiple-tenancy floor.

Taxes mean all taxes, rates, duties, levies, and assessments whatsoever, whether municipal, parliamentary, or otherwise, that are levied, imposed, or assessed against or in respect of the Building, the Lands, or upon the Landlord in respect of them, or that are from time to time levied, imposed, or assessed in the future in addition or in lieu thereof, including those levied, imposed, or assessed for education, schools, and local improvements, and includes all costs and expenses (including legal and other professional fees and interest and penalties on

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deferred payments) incurred by the Landlord in contesting, resisting, or appealing any taxes, rates, duties, levies, or assessments, but excludes taxes and licence fees in respect of any business carried on by tenants and occupants of the Building and taxes upon the income of the Landlord to the extent the taxes are not levied in lieu of taxes, rates, duties, levies, and assessments against the Building or the Lands or upon the Landlord in respect of them.

Tax Cost for any calendar year means an amount equal to the aggregate, without duplication, of all Taxes in respect of the calendar year.

Tenant's Share means the fraction, the numerator of which is the Rentable Area of the Leased Premises and the denominator of which is the Total Rentable Area.

Term means the term of this Lease specified in subclause 1.1(e) and any renewal or extension of it and any period of permitted overholding.

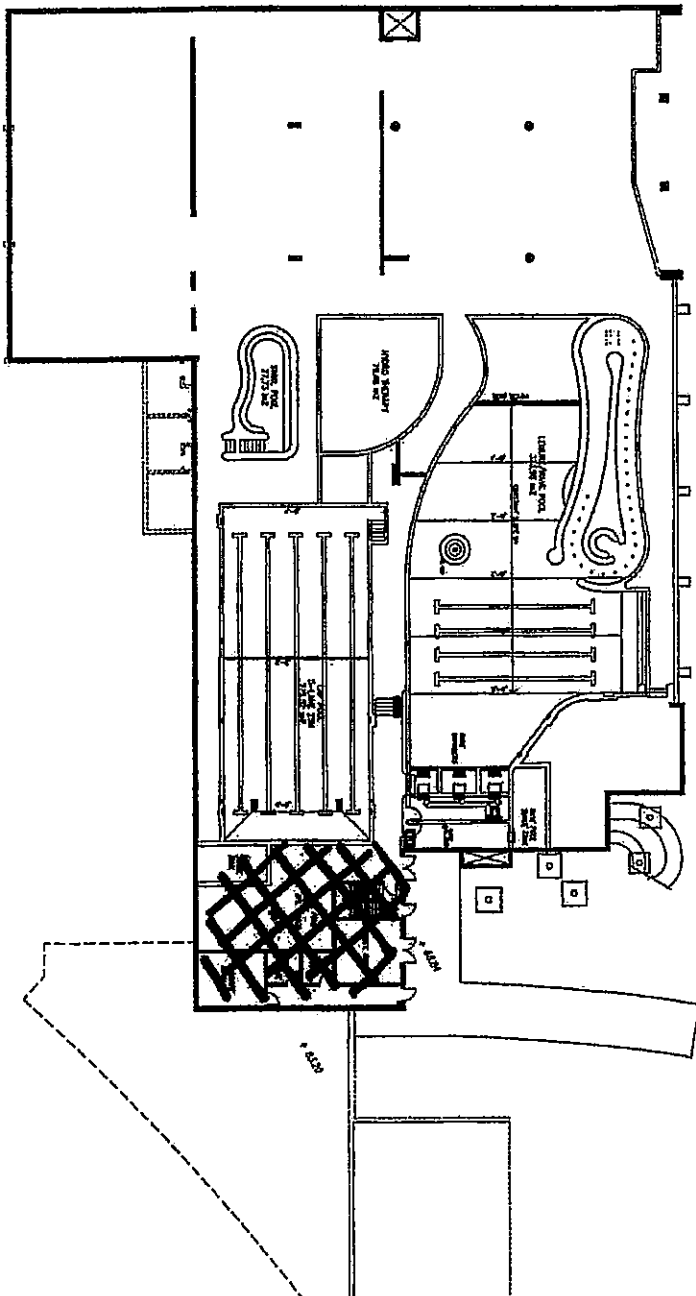
Total Rentable Area means the total Rentable Area of the Building, whether rented or not, calculated as nearly as possible as if the Building were entirely occupied by tenants renting whole floors. The Common Area in the Building will be excluded from the foregoing calculation. The calculation of the Total Rentable Area, whether rented or not, will be adjusted from time to time to give effect to any structural change in the Building.

INITIALS	
Landlord	Tenant

LEASED PREMISES

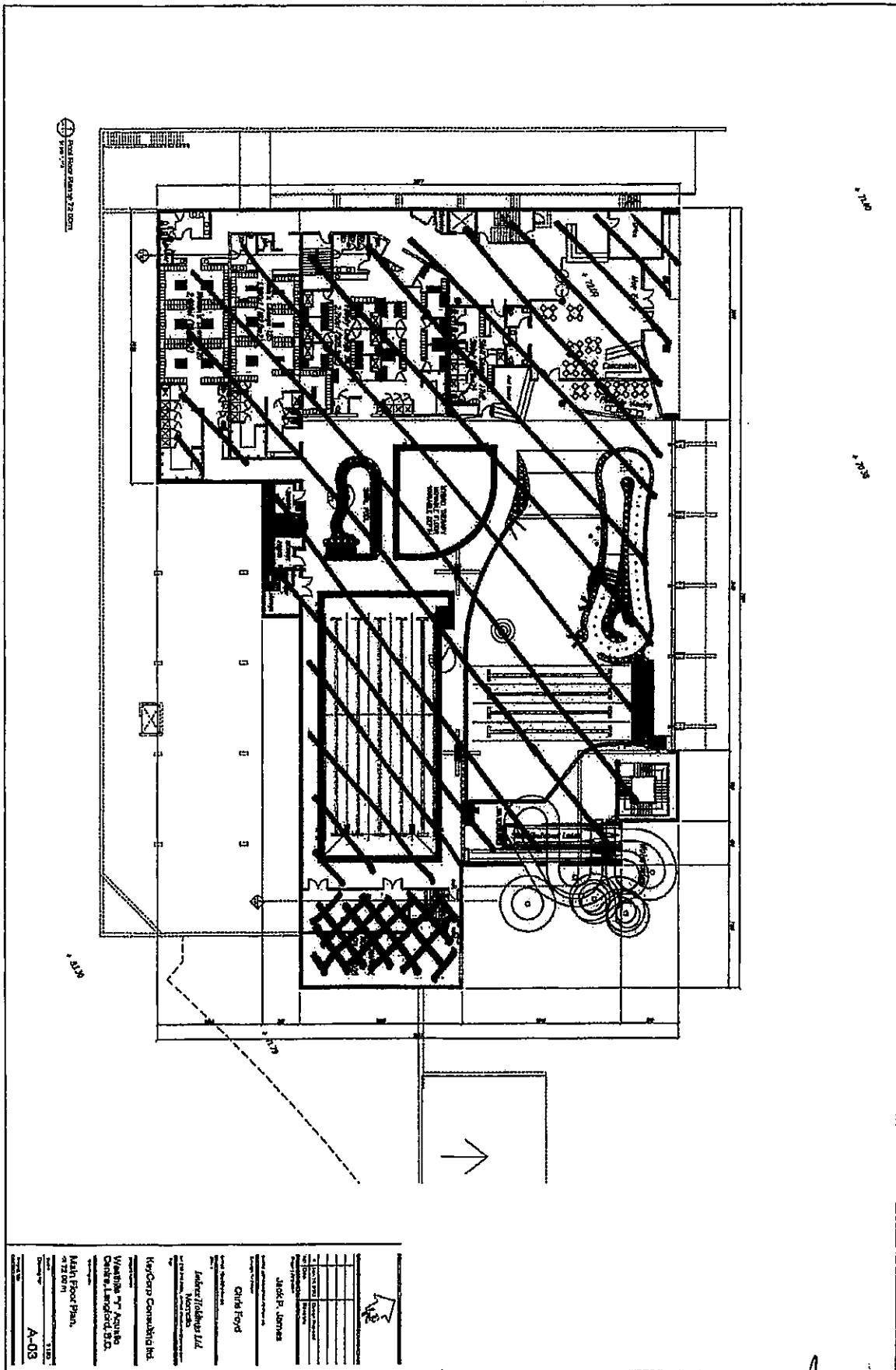
~~XXXXXX~~ COMMON AREA

CITY LEASE AREA

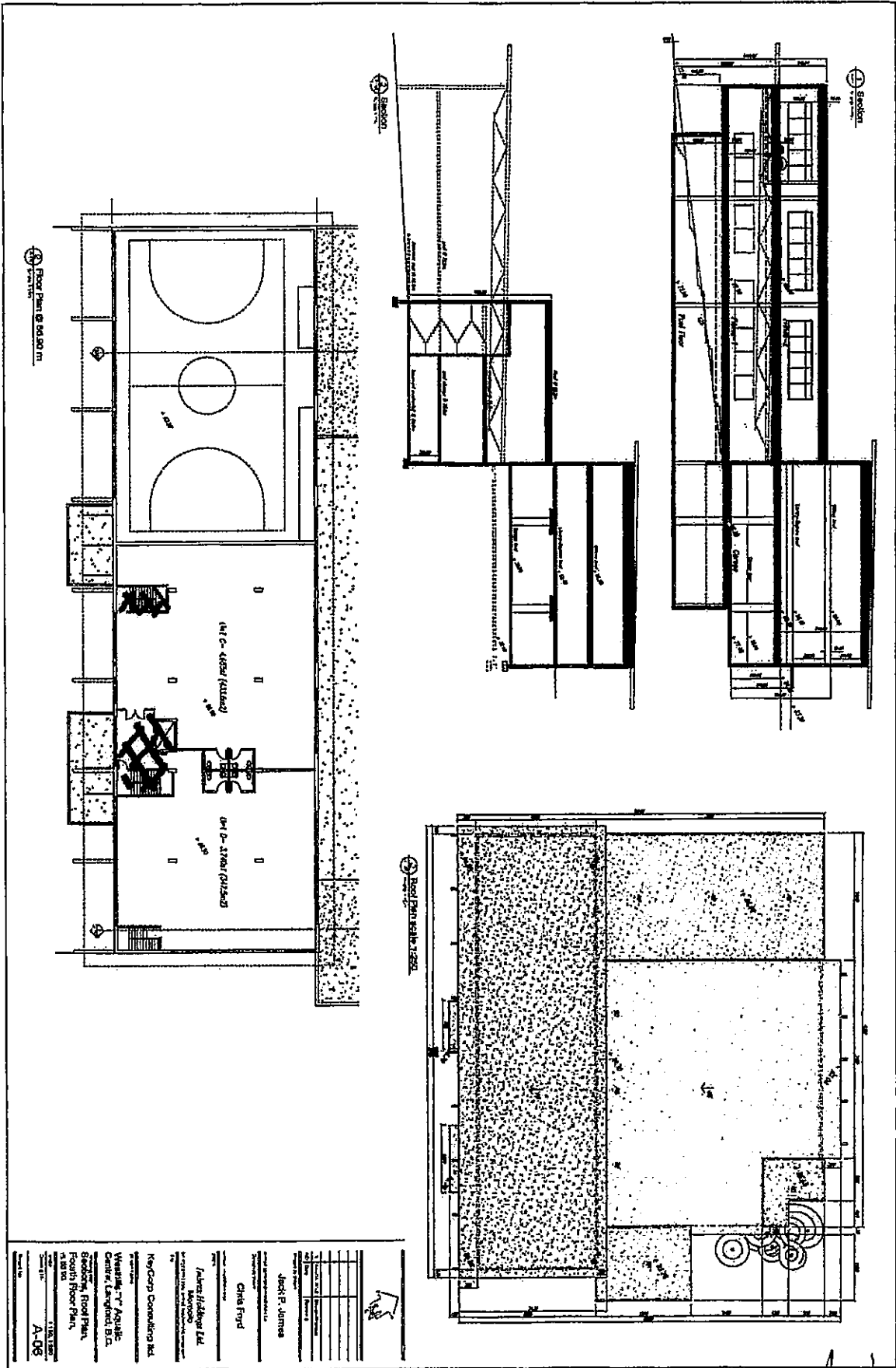


Basement Floor Plan & Elevation
Scale: 1/4" = 1'-0"

[illegible]



Project Name	5th Floor Plan
Project No.	A-08
Client	Wentworth Jr. Aquatic Center, Langford, S.D.
Architect	Wentworth Jr. Aquatic Center, Langford, S.D.
Engineer	Wentworth Jr. Aquatic Center, Langford, S.D.
Designer	Wentworth Jr. Aquatic Center, Langford, S.D.
Checker	Wentworth Jr. Aquatic Center, Langford, S.D.
Printer	Wentworth Jr. Aquatic Center, Langford, S.D.
Plotter	Wentworth Jr. Aquatic Center, Langford, S.D.
Scale	1/8" = 1'-0"
Notes	1. See 4th Floor Plan for details.
Revisions	1. See 4th Floor Plan for details.
Approval	Wentworth Jr. Aquatic Center, Langford, S.D.
Date	Wentworth Jr. Aquatic Center, Langford, S.D.



Project Name	Westfield Aquatic Center, Langford, B.A.
Project Location	Langford, B.A.
Project Description	Westfield Aquatic Center, Langford, B.A.
Project Status	Design Stage
Project Date	11/01/2000
Project No.	A-06
Project File	
Project Manager	Chris Ford
Project Engineer	Jack P. James
Project Architect	Adrian Hodge Ltd
Project Consultant	KeyCorp Consulting Ltd
Project Client	Westfield Aquatic Center, Langford, B.A.
Project Contact	Westfield Aquatic Center, Langford, B.A.
Project Address	Westfield Aquatic Center, Langford, B.A.
Project Phone	Westfield Aquatic Center, Langford, B.A.
Project Fax	Westfield Aquatic Center, Langford, B.A.
Project Email	Westfield Aquatic Center, Langford, B.A.
Project Website	Westfield Aquatic Center, Langford, B.A.
Project Notes	Westfield Aquatic Center, Langford, B.A.

SCHEDULE C

DISCIPLINE	CONSULTANT	DRAWINGS	DATE
Civil	Westhills	001-65-C01 to C03	3 February 2012
Architectural	Jack P James	A-01 to A -07	3 February 2012
Architectural - Aquatics	VDA	P1 to P3	3 February 2012
Structural	RJC	S1.01 to S1.02 S2.01 to S2.06 S3.01 to S3.02	3 February 2012
Mechanical	AME	M2.1 to M2.4 M3.1 to M3.4 M5.1 to M5.2 M6.1 to M6.4	3 February 2012
Electrical	AES	E100 E200 to E205 E300 to E306	3 February 2012

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Landlord <i>[Signature]</i>	Tenant <i>[Signature]</i>

SCHEDULE D

RULES AND REGULATIONS

The Tenant will observe the following Rules and Regulations (as amended, modified, or supplemented from time to time by the Landlord as provided in the Lease):

- (1) The Tenant will not use or permit the use of the Leased Premises in such manner as to create any objectionable noises, odours, or other nuisance or hazard, or breach any applicable provisions of municipal bylaw or other lawful requirements applicable to them or any requirements of the Landlord's insurers, will not permit the Leased Premises to be used for cooking (except with the Landlord's prior written consent) or for sleeping, will keep the Leased Premises tidy and free from rubbish, will deposit rubbish in receptacles that are either designated or clearly intended for waste, and will leave the Leased Premises at the end of each day of operation in a condition so as to facilitate the performance of the Landlord's janitorial services in the Leased Premises.
- (2) The Tenant will not abuse, misuse, or damage the Leased Premises or any of the improvements or facilities in them, and in particular will not deposit rubbish in any plumbing apparatus or use it for other than purposes for which it is intended, and will not deface or mark any walls or other parts of the Leased Premises.
- (3) Except for fund-raising activities, the Tenant will not perform, patronize, or (to the extent under its control) permit any canvassing, soliciting, or peddling in the Building, may install in the Leased Premises vending machines dispensing refreshments or merchandise, and, except in its café/concession will not permit food or beverages to be brought to the Leased Premises except by the means, at the times, and by the persons as authorized by the Landlord.
- (4) The entrances, lobbies, elevators, staircases, and other facilities of the Building are for use only for access to the Leased Premises and other parts of the Building and the Tenant will not obstruct or misuse the facilities or permit them to be obstructed or misused by its agents, employees, invitees, or others under its control.
- (5) Except the movement of the Tenant's program equipment in the usual course of its delivery of services, due to loading limits in the Building and within the Leased Premises, no heavy equipment or safe will be moved into or about the Building by or for the Tenant unless the consent of the Landlord is first obtained and unless all due care is taken. The equipment will be moved on or in the appropriate steel-bearing plates, skids, or platforms and subject to the Landlord's direction, and at the times, by the means, and by the persons as the Landlord has approved. No furniture, freight, or bulky matter of any description will be moved in or out of the Leased Premises or carried in the elevators except during the hours the Landlord has approved. Hand-trucks and similar appliances will be equipped with rubber tires and other safeguards

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Landlord	Tenant

approved by the Landlord, and will be used only by prior arrangement with the Landlord.

- (6) The Tenant will permit and facilitate the entry of the Landlord, or those designated by it, into the Leased Premises for the purpose of inspection, repair, window cleaning, and the performance of other janitorial services, and will not permit access to main header ducts, janitorial and electrical closets, and other necessary means of access to mechanical, electrical, and other facilities to be obstructed by the placement of furniture or otherwise. The Tenant will not place any additional locks or other security devices upon the doors of the Leased Premises without the prior written approval of the Landlord and subject to any conditions imposed by the Landlord for the maintenance of necessary access.
- (7) The Landlord may require that all or any persons entering and leaving the Building at any time other than the Normal Operating Hours satisfactorily identify themselves and register in books kept for the purpose, and may prevent any person from entering the Leased Premises unless provided with a key to them and a pass or other authorization from the Tenant in a form satisfactory to the Landlord, and may prevent any person removing any goods from them without written authorization.
- (8) The Tenant will refer to the Building only by the name from time to time designated by the Landlord for it and will use the name only for the address of the Leased Premises and not for any promotion or other purpose, except after consultation with the Landlord.
- (9) The Tenant will not interfere with window coverings, if any, installed upon exterior windows, and will close or (if the window coverings are remotely controlled) permit to be closed the window coverings during the hours from dusk to dawn as the Landlord may require, and will not install or operate any interior drapes installed by the Tenant so as to interfere with the exterior appearance of the Building.

The foregoing Rules and Regulations, as from time to time amended, are not necessarily of uniform application, but may be waived in whole or in part in respect of other tenants without affecting their enforceability with respect to the Tenant and the Leased Premises, and may be waived in whole or in part with respect to the Leased Premises without waiving them as to future application to the Leased Premises, and the imposition of Rules and Regulations will not create or imply an obligation of the Landlord to enforce them or create any liability of the Landlord for their non-enforcement.

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SCHEDULE E
Tenant's Works

1. The Tenant's Works include any and all improvements, installations and works required by the Tenant to properly operate the Recreation Centre and not the responsibility of the Landlord under Schedule A.
2. Without limitation, the Tenant's Works include
 - (a) Program Related Equipment
 - Gym and fitness related equipment
 - Playground equipment and any specialised surfacing
 - Pool related equipment
 - (b) Interior and exterior YMCA signs
 - (c) Concession area
 - fit-out and associated permanent seating
 - Temporary seating
3. The Tenant's Works listed in section 2 of this Schedule remain the property of the Tenant and are Trade Fixtures of the Tenant.

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Landlord	Tenant
	

SCHEDULE F
Maintenance Responsibilities

1. The Landlord and the Tenant have responsibility for maintaining the Recreation Centre. To facilitate this process, the Landlord and the Tenant will meet monthly commencing at the first month of the Term, or at a frequency as mutually agreed to by the parties, to tour the Recreation Centre, discuss general building conditions, and jointly plan for maintenance/repair/replacement and refurbishment requirements.

Landlord Responsibilities

2. In addition to any responsibilities set out in this Lease, the Landlord must repair or replace when necessary any major structural components of the Recreation Centre, including the roof, the elevators, and all exterior walls.

3. The Landlord must maintain, repair and replace when necessary components of the HVAC system (heating, ventilation and air conditioning).

4. The Landlord must maintain, repair and replace when necessary electrical and plumbing components of the Recreation Centre.

Tenant Responsibilities

5. In addition to any responsibilities set out in this Lease, the Tenant must repair or replace when necessary the major components of the swimming pool including the pump, and the surface only of any walls, the bottom of the pool and any water slides.

6. The Tenant must regularly maintain all mechanical systems and plumbing components of the swimming pools, regularly testing the pools and providing appropriate reporting.

7. The Tenant must provide annual cleaning of the major components in the pool areas, the fitness areas and change rooms.

8. The Tenant must employ an adequate number of staff to meet its maintenance obligations and must ensure that staff assigned to the Recreation Centre meet the following minimum staffing qualifications:

a) Building Services Manager Qualifications

- Post-secondary Education in a related discipline
- Minimum 6 years' experience in skilled trades and / or building maintenance, in one or more of the following areas:
 - Electrical/plumbing
 - Operating Engineering/Pneumatics
 - Mechanical HVAC
 - Pool Filtration/Water Chemistry
- Minimum 3 years supervisory experience
- Familiarity with computerised Facility Management applications

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Landlord	Tenant
	

- Knowledge and experience in ensuring compliance with related legislation
- BCRPA Pool Operators Certificate Level 1 and 2
- WHMIS and Transportation Dangerous Goods certification
- Current CPR AND First Aid, CRC

b) Building Services Worker Qualifications

- Minimum 2 years building maintenance experience or related trades experience
- BCRPA Pool Operators Certificate Level 1 and 2
- WHMIS and Transportation Dangerous Goods certification
- Current CPR AND First Aid, CRC

c) Janitorial staff – Desirable qualifications include formal cleaning education with 2 years' experience in relative field of scope, WHMIS, CPR and 1st aid, and Transportation of Dangerous Goods (TDG).

9. The Tenant must create maintenance and procedure manuals specific to the Recreation Centre, to ensure appropriate standards for safe operations are maintained. At a minimum, this maintenance manual could include the following categories:

- A. Water systems
- B. Fitness & Conditioning Equipment
- C. General
- D. Log, registering any incidents that occur from business operations.

10. The Tenant must supply full janitorial services within the Leased Premises, including all consumable materials, supplies and equipment and labour to maintain the Recreation Centre in good clean condition to a standard to comply with the B.C. *Health Act* and as would a prudent occupier of a customer service oriented Recreation Centre.

11. The Tenant is responsible for full operations of the swimming pool water circulations systems, safe operating procedures, inspections, water testing procedures, equipment and supplies, to meet requirements under the B.C. *Health Act* and the *Safety Standards Act* and the *Elevating Devices Safety regulation* to ensure optimal performance is continually achieved. The swimming pool water systems include

- a) the 25 metre pool, whirl pools, water slides, wave pool, spray pool, and any water spray features;
- b) all water chemical treatment equipment, including gas chlorine systems, ultra violet light fixtures and apparatus, water chemistry control sensors, injectors, pumps, hoppers, pipes, valves, thermometers, controllers;
- c) all water circulation systems, water balancing and surge tanks, filtration systems, boilers and heat exchangers.

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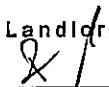
INITIALS	
Landlord	Tenant
	

12. The Tenant is responsible for full operations of all the pool natatorium building equipment to meet requirements under the B.C. *Health Act* and *Safety Standards Act*, and all regulations thereunder, and to ensure optimal performance.

13. The Tenant must maintain, repair and replace all office furnishings and equipment, exercise equipment, lockers and all aquatic furnishing and equipment in the Recreation Centre.

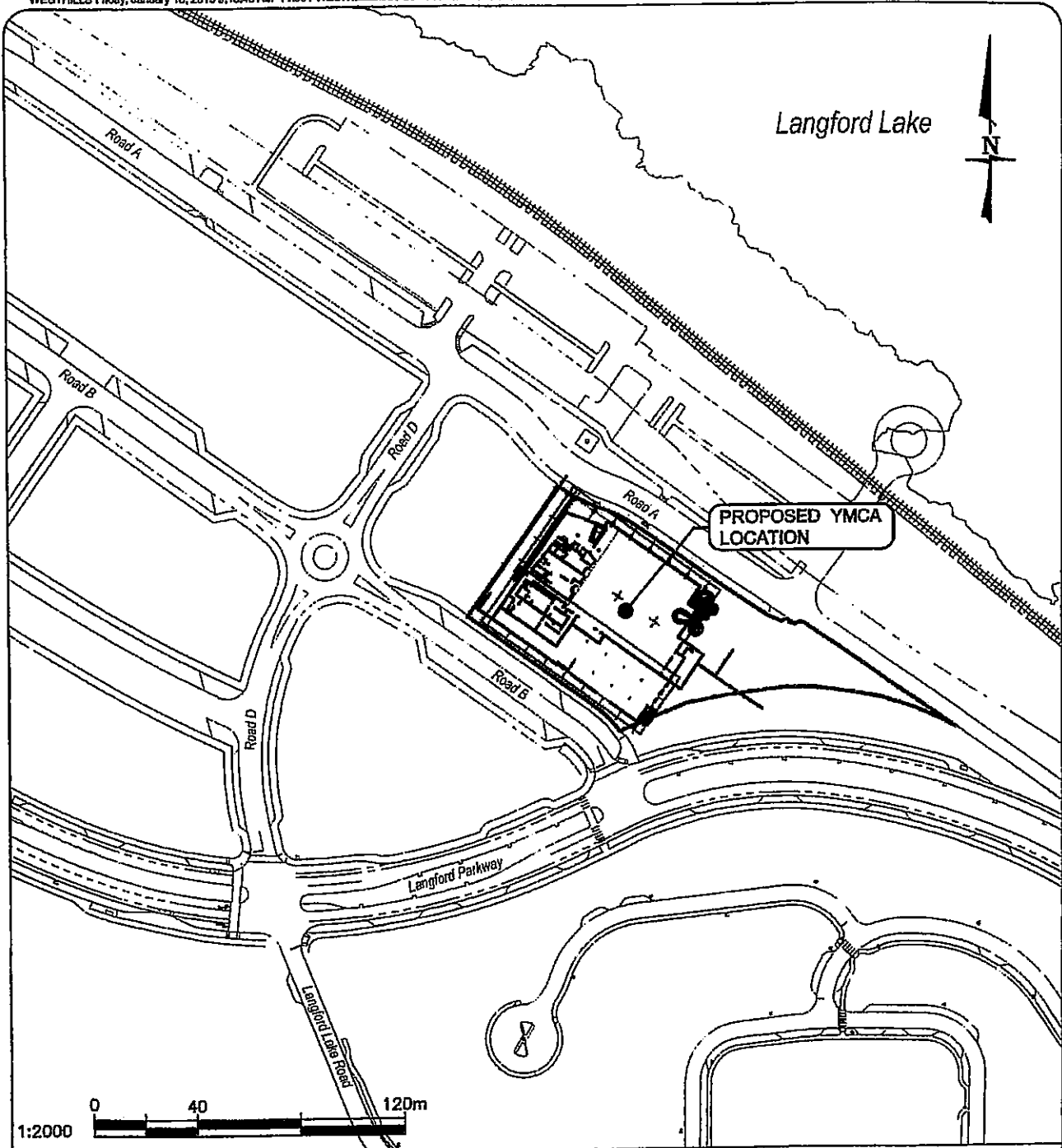
14. The Tenant is responsible for all aspects of security at the Recreation Centre and must take reasonable steps to ensure the Recreation Centre is secure at all times and to ensure that the Tenant's staff, the public and others at the Recreation Centre are safe, including maintaining and repairing security alarm systems, surveillance camera (indoor and outdoor) system, door access control devices and for providing door key management to secure the Recreation Centre.

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Schedule G

WESTHILLS Friday, January 18, 2013 9:18:43 AM F:\001 WESTHILLS\001-65-YMCA\03 DRAWINGS AND CAD\DESIGN DRAWINGS\001-65-YMCA_PRELIM LOC.DWG



Version Control

DESIGNED: ATS
 DRAWN: ATS
 CHECKED: MLP
 REVIEWED: MLP
 DATE: 2012/01/17
 SCALE: 1:1000

YMCA
 PRELIMINARY LOCATION PLAN
 SCHEDULE G

WESTHILLS ENG. PROJECT No.
 001-65
 GOVERNING AUTHORITY FILE No.
 WESTHILLS ENG. DRAWING No.
 001-65-SK002
 REV.
 1

Handwritten signature

SERVICES AGREEMENT

THIS AGREEMENT dated for reference February 7th, 2013

BETWEEN:

THE CITY OF LANGFORD
877 Goldstream Avenue, 2nd floor,
Victoria, BC V9B 2X8
(the "City")

OF THE FIRST PART

AND:

THE YMCA – YWCA OF GREATER VICTORIA
(Inc. No. S-0006088)
851 Broughton Street,
Victoria BC V8W 1E5
(the "Y")

OF THE SECOND PART

WHEREAS:

- A. Certain lands in the City of Langford have been identified as desirable for a community recreation centre to include an aquatic and fitness centre with a 25 metre pool; a warm pool with a movable floor; hot tubs and saunas and a wave pool, health & fitness areas, a gymnasium, a child minding area, and an outdoor play area for children, with offices (the "Recreation Centre");
- B. The aquatic and fitness centre will consist of a reception area and food service area, a 25 metre pool, warm pool with movable floor, hot tubs and saunas, lazy river, water slide, wave pool, health & fitness areas, a gymnasium, including change rooms, multi-purpose rooms, administration areas, and public areas for programs and services (the "Aquatic Facility");
- C. The land identified by the City for the Recreation Centre is owned by Westhills Land Corp. ("WLC"), the lands being a portion of Part of Block I, Sections 86, 87, 88, 89 and 90, Esquimalt District, and Section 87 Metchosin District, Plan 1139, which will be subdivided for the construction of the Recreation Centre (the "Lands");
- D. Upon completion of the Aquatic Facility, and subject to the conditions herein contained, the Y agrees to lease the Aquatic Facility from WLC and further agrees to manage and operate the Aquatic Facility and provide services to the City in accordance with the terms of this Agreement;
- E. In consideration of the Y entering into this agreement to operate and manage the Aquatic Facility and to provide services to the City utilizing its expertise and experience in operating community facilities of a similar nature, the City agrees to purchase the services with an annual payment set forth in this Agreement (the "Purchase Commitment");
- F. This Agreement sets out the terms and conditions for the purchase of services from the Y in its operation of the Aquatic Facility;

NOW THEREFORE WITNESSETH that in consideration of the premises and mutual covenants and agreements herein contained, and other good and valuable consideration (the receipt and sufficiency of which each party acknowledges), the City and the Y agree as follows:

PART 1 – GUIDING PRINCIPLES

- 1.1 The parties agree to the guiding principles in the performance of this Agreement, as set forth in Schedule “A” attached hereto and forming part of this Agreement.

PART 2 - DEFINITIONS

- 2.1 For purposes of this Agreement, the following words and phrases shall have the following meanings unless the context otherwise requires:
- (a) “**Business Day**” means a day other than a Saturday, Sunday or statutory holiday in British Columbia;
 - (b) “**Force Majeure**” means any act of God, major storms, civil disturbance or any similar major event or occurrence not within the control of a party and which by the exercise of due diligence by such party could not have been prevented, but lack of funds on the part of such party shall not be deemed to be a Force Majeure;
 - (c) “**Lease**” means the lease agreement between the Y and WLC for the **Aquatic Facility** dated effective _____;
 - (d) “**Opening Day**” means the first day the **Aquatic Facility** is open to the public for use;
 - (e) “**Report**” means the statistical summary prepared by the Y of the usage of the **Aquatic Facility** including programs, activities, events and services; membership numbers, and any notable accomplishments, challenges or trends during the year;
 - (f) “**Services**” means all of the activities and services necessary and incidental to the performance of the Y in operating and managing the **Aquatic Facility** and offering programs to the public under this Agreement, including but not limited to, the obligations set forth herein and any other direction by or obligation to the City arising from this Agreement;
 - (g) “**Services Agreement**” means the within Agreement whereby the City agrees to purchase services from the Y for its operation of the **Aquatic Facility**;
 - (h) “**Substantial Breach**” means:
 - a. any event which will, as a result, have a material adverse effect upon the delivery of the **Services** or the performance of the Y under this Agreement, including but not limited to:

- i. temporary or permanent closure of any part of the Aquatic Facility where the consent of the City has not been obtained in writing;
- ii. failure to maintain accurate books and records in the operation of the Aquatic Facility;
- iii. the petitioning into bankruptcy of the Y or the making of any assignment for the benefit of his creditors;
- iv. the institution of proceedings for the dissolution or winding-up of the Y.

b. termination of the Lease.

PART 3 –TERM OF AGREEMENT

- 3.1 The term of this Agreement is 25 years, commencing on the day that is two months after the Completion Date and expiring on the 25th anniversary of that date unless the Agreement is earlier terminated in accordance with the provisions of this Agreement.
- 3.2 The parties may at any time prior to the expiry of the initial 25-year term agree to renew this Agreement for an additional agreed upon term of not less than 1 year.
- 3.3 The Y must perform all of its obligations under this Agreement at its own cost, subject to the City's **Purchase Commitment**.

PART 4 – OBLIGATIONS OF THE Y

- 4.1 The Y agrees that it will ensure due diligence and good stewardship in managing and operating the **Aquatic Facility**.
- 4.2 The Y will develop, implement, advertise, promote and operate all programming in the **Aquatic Facility** that meet the shared mission and vision of the Y and the City of Langford.
- 4.3 The Y will provide the arrangements for Langford residents as set forth in Schedule "B".
- 4.4 The Y will provide adequate staff, equipment and supplies to operate the **Aquatic Facility** and programming.
- 4.5 The Y will provide and supervise all Human Resource functions as they relate to the **Aquatic Facility** and employ all personnel working at the **Aquatic Facility**.
- 4.6 The Y will maintain all records pertaining to the **Aquatic Facility**.
- 4.7 The Y will maintain liability insurance as set forth in Part 5 hereunder.
- 4.8 The Y will, on a bi-annual basis, provide the City with the Report relating to the operation and management of the **Aquatic Facility**. The Reports shall be for the period January 1 –

June 30 of each year and July 1 - December 31 of each year. The Report shall be given to the City within thirty days of the end of the Report period. The City and the Y will jointly own all Reports. The Y may assign its interest in the Reports to the City without compensation therefore.

- 4.9 The Y shall at its own expense comply with all laws, bylaws, ordinances, regulations and the directive of any public authority having jurisdiction affecting the operation of the **Aquatic Facility** or its use by the Y.
- 4.10 The Y shall immediately notify the City of any occurrence of a Substantial Breach, or any event which could reasonably be expected to expose the City to material liability of any kind, whether under this Agreement or otherwise.

PART 5 – OBLIGATIONS OF THE CITY

- 5.1 The City's **Purchase Commitment** is \$750,000.00 annually. The **Purchase Commitment** may increase every two years by a percentage amount equal to the percentage increase in the population of the City during that period, to a maximum **Purchase Commitment** of \$950,000.00 annually.
- 5.2 The annual **Purchase Commitment** will be paid in equal monthly instalments to the Y during each year of the Term. The City and the Y may, at any time, mutually agree to alter the payment schedule as may be appropriate in the circumstances.
- 5.3 The City may, in its sole discretion, increase its **Purchase Commitment** at any time to not more than the maximum amount.
- 5.4 The City agrees that it shall provide to the **Lands and Recreation Centre** an annual property tax exemption for all taxes, including school and provincial levies that may be assessed against the **Lands and Recreation Centre** for the term of this Agreement. In the event the City is unable or unwilling to grant such exemption, the City agrees that it will increase the **Purchase Commitment** to include the cost of the Y's tax obligation to WLC for the **Aquatic Facility** under the Lease, in which case the amount of the maximum **Purchase Commitment** shall be increased by the amount of the Y's tax obligation.
- 5.5 The City agrees to work with the Y in considering further recreational and social needs of the community based on population growth and trends within the City.
- 5.6 The City agrees to promote and advertise the **Recreation Centre** and **Aquatic Facility** through displays, advertisements in any City recreation program guides and on its web site, and to create web links from the City's website to any specific website for the **Recreation Centre** and **Aquatic Facility** during the Term.
- 5.7 The City agrees to refer to the **Recreation Centre** and **Aquatic Facility** in any of its programs or advertising by the name given to it by consensus among the Y, the City and WLC under the Tri-partite Agreement.

PART 6 – INSURANCE

- 6.1 The Y shall, without restricting the generality of Section 6.1 hereof, throughout the Term at its sole cost and expense, take out and keep in full force and effect the following insurance pursuant to this Agreement:
- a. comprehensive general liability insurance with inclusive limits of not less than Ten Million (\$10,000,000.00) Dollars per occurrence;
 - b. automobile liability insurance on all vehicles owned or operated by the Y with limits of not less than Two Million (\$2,000,000.00) Dollars inclusive per occurrence for bodily injury, death and damage to property; and
 - c. any other form of insurance as the Y or the City may reasonably require from time to time in form, in amounts and for insurance risks against which a prudent operator of a similar **Aquatic Facility** under similar circumstances and risks would insure.
- 6.2 The Y shall cause each insurance policy referred in to subsection 6.1 to name the City as an additional named insured with respect to the operations and activities of the Y in providing the Services and such policies will contain:
- a. a waiver of any subrogation rights which the Y's insurers may have against the City;
 - b. a severability of interests clause or a cross liability clause;
 - c. a clause stating that the Y's insurance policy will be considered as the primary insurance and shall not call into contribution any other insurance that may be available to the City; and
 - d. an undertaking by the insurers to notify the City in writing of any material change, cancellation or termination of any provision of any policy, not less than thirty (30) days prior to the material change, cancellation or termination thereof.
- 6.3 The Y shall cause all policies to be taken out with insurers registered in the Province of British Columbia and in such form and content as acceptable to the City acting reasonably.
- 6.4 Certified copies of each such insurance policy, will be delivered to the City on demand.
- 6.5 The acquisition and maintenance by the Y of the insurance policies required pursuant to this Agreement shall not, in any manner whatsoever, limit or restrict the liability of the Y to the City under this Agreement or the ability of the City to enforce their rights as against the Y under this Agreement.

PART 7 – LIABILITY AND INDEMNITY

7.1 Indemnity by the Y

The Y shall at all times and without limitation, indemnify and save harmless the City and its councillors, directors, officers, employees, agents and representatives from and against all liabilities, losses, costs, damages, legal fees (on a solicitor and his own client full indemnity basis), disbursements, fines, penalties, expenses, all manner of actions, causes of action, claims, demands and proceedings, all of whatever nature and kind which the City or their respective councillors, directors, officers, employees, agents and representatives may sustain, pay or incur or which may be brought or made against all or any of them, and whether or not incurred in connection with any action or other proceedings or claims or demands made by third parties, with respect to any occurrence, event, incident or matter caused by, and/or arising as a direct or indirect result of:

- a. the misconduct, negligent action or negligent failure to act, as the case may be, of the Y and/or any persons for whom the Y is responsible at law (including, without limitation, any of its employees or subcontractors); or
- b. any breach, violation or non-performance of any representation, warranty, obligation, covenant, condition or agreement in this Agreement set forth and contained on the part of the Y to be fulfilled, kept, observed or performed, as the case may be; or
- c. any damages to third parties caused by, resulting at any time from, arising out of or in consequence of the misconduct, negligent action or failure to act of the Y and/or any persons for whom the Y is responsible at law (including, without limitation, any of its employees or subcontractors).

The City shall give to the Y written notice of any liability, loss, costs, damage, legal fees, disbursements, fines, penalties, expenses, actions, claims, demands and proceedings for which the Y may be liable under this Section 7.1 within a reasonable period of time after the City becomes actually aware of same. The Y shall be entitled, at its expense and acting reasonably (as determined by the City) to participate in any negotiations, to assume the defense of any action or proceeding and to settle for monetary damages any claim in respect of which indemnification is sought under this Section 7.1. The Y shall not settle or compromise any such claim without the prior written consent of the City. The provisions of this Article 7 are in addition to and shall not prejudice any other rights of the City and their respective councillors, directors, officers, employees, agents and representatives at law or in equity.

7.2 Indemnity by the City

The City shall at all times and without limitation, indemnify and save harmless the Y and its directors, officers, employees, agents and representatives from and against all liabilities, losses, costs, damages, legal fees (on a solicitor and his own client full indemnity basis), disbursements, fines, penalties, expenses, all manner of actions, causes of action, claims, demands and proceedings, all of whatever nature and kind which the Y or its directors,

officers, employees, agents and representatives may sustain, pay or incur or which may be brought or made against all or any of them, and whether or not incurred in connection with any action or other proceedings or claims or demands made by third parties, with respect to any occurrence, event, incident or matter caused by, and/or arising as a direct or indirect result of:

- a. the misconduct, negligent action or negligent failure to act, as the case may be, of the City and/or any persons for whom the City is responsible at law (including, without limitation, any of its employees or subcontractors); or
- b. any breach, violation or non-performance of any representation, warranty, obligation, covenant, condition or agreement in this Agreement set forth and contained on the part of the City to be fulfilled, kept, observed or performed, as the case may be; or
- c. any damages to third parties caused by, resulting at any time from, arising out of or in consequence of the misconduct, negligent action or failure to act of the City and/or any persons for whom the City is responsible at law (including, without limitation, any of its employees or subcontractors).

The Y shall give to the City written notice of any liability, loss, costs, damage, legal fees, disbursements, fines, penalties, expenses, actions, claims, demands and proceedings for which the City may be liable under this Section 7.2 within a reasonable period of time after the Y becomes actually aware of same. The City shall be entitled, at its expense and acting reasonably (as determined by the Y) to participate in any negotiations, to assume the defense of any action or proceeding and to settle for monetary damages any claim in respect of which indemnification is sought under this Section 7.2. The City shall not settle or compromise any such claim without the prior written consent of the Y. The provisions of this Article 7 are in addition to and shall not prejudice any other rights of the Y and their respective directors, officers, employees, agents and representatives at law or in equity.

7.3 The indemnities given in this Part 7 shall survive termination or expiry of this Agreement.

PART 8 – DEFAULT AND TERMINATION

- 8.1 The City may, in its sole discretion, terminate this Agreement in the event of a Substantial Breach by the Y that has not been cured within the time required in this Agreement.
- 8.2 The Y may, in its sole discretion, terminate this Agreement in the event the City fails to pay the **Purchase Commitment** for a period of three consecutive months.
- 8.3 The City or the Y will give the owner of the **Aquatic Facility** written notice of its intention to terminate this Agreement for failure to cure and the reasons therefore.
- 8.4 In the event of termination of this Agreement for any reason:
 - a. The Y is released from any obligations or liabilities under this Agreement save and except for any breach of the Agreement that occurred prior to the date of

termination;

- b. The City may, at its sole discretion and without any obligation to do so, purchase any or all of the equipment and furnishings used by the Y in operating and managing the **Aquatic Facility** as of the date of termination, other than equipment or furnishings acquired through sponsors donations, and provided that equipment and furnishings being purchased are free and clear of all encumbrances.

PART 9 – REPRESENTATIONS AND WARRANTIES OF THE PARTIES

9.1 Each of the parties represents and warrants as follows:

- a. Each of the parties has the full legal right, power and authority to enter into and perform its obligations under this Agreement;
- b. This Agreement has been duly authorized, executed and delivered by all necessary actions of each of the parties and constitutes a legal, valid and binding obligation of the City and the Y in accordance with its terms;
- c. The execution and delivery of this Agreement by the parties and the performance of the obligations by the City and the Y does not conflict with or violate or result in a material breach of law, regulation or by-law or conflict with, violate or result in a material breach of any term or condition of any order, judgement, decree, agreement or other instrument to which either is a party;
- d. Neither the City nor the Y has received written notice of any action, law suit or proceeding before any court or government agency that is pending or threatened, in which an unfavourable decision could reasonably be expected to have a material adverse effect on the ability of either party to carry out its obligations under this Agreement; and
- e. The Y will abide by its Constitution, Bylaws and other *Society Act* requirements and will remain in good standing as a society in British Columbia.

PART 10 – FORCE MAJEURE

- 10.1 Neither party shall be liable to the other for default or delay in performance of any of its obligations under this Agreement (except an obligation to make payment when due) in the event of a Force Majeure. Such party shall be excused from performance only during the period and to the extent that the affected party, acting with all due diligence and dispatch, is prevented from performing by Force Majeure.

PART 11 - DISPUTE RESOLUTION

- 11.1 In keeping with the Guiding Principles set forth in Schedule “A”, the parties agree to use their best efforts in resolving any dispute promptly and in an amiable manner through discussion. In the event a dispute cannot be resolved, the dispute resolution process will be as follows:

- a. The parties will continue to perform their obligations during any dispute resolution unless this Agreement is lawfully terminated or expires;
- b. If a dispute cannot be resolved by mutual agreement within a time period satisfactory to the party raising the dispute, that party may submit the dispute for mediation. Where a matter is referred to mediation, the parties shall agree upon a mediator within a reasonable period of time, which shall be a member of the mediators and arbitrators society of British Columbia;
- c. During a mediation process, no action will be taken by either party to commence arbitration;
- d. No proposal or concession made by a party during mediation may be used by either party in any subsequent proceedings. The mediator may not be called as a witness in any subsequent proceedings by either party;
- e. The parties will equally share the cost of the mediator;
- f. Should mediation fail to result in a resolution of the dispute within fifteen (15) days after the first meeting with the mediator, either party may submit the dispute for arbitration;
- g. Arbitration shall be conducted in accordance with the following terms:
 - i. the party initiating arbitration shall nominate one (1) arbitrator and shall notify the other party in writing. The notice shall include a description of the matter submitted for arbitration;
 - ii. The receiving party may accept the arbitrator as a single arbitrator or nominate a second arbitrator. The two (2) arbitrators shall then select a chairman to act jointly with them;
 - iii. If the receiving party fails to nominate an arbitrator within ten (10) days after receiving notice of arbitration, that party will be deemed to have accepted the single arbitrator;
 - iv. The parties will act in good faith in selecting arbitrators who are objective and suitably qualified to deal with the arbitration matters;
 - v. If two (2) arbitrators are selected and are unable to agree on a chairman, either arbitrator may apply to the court of competent jurisdiction to have the chairman appointed;
 - vi. The arbitration shall take place in the City of Langford;
 - vii. The decision of the arbitrator or arbitration panel, as the case may be, shall be a final determination of the issues and be binding upon the parties. Any

written award or decision of the arbitrators shall not repeat or recite any evidence which is proprietary or confidential to either party;

- viii. the cost of the arbitration shall be borne by the parties as may be specified in the arbitrator's decision, or if no apportionment is specified, then the parties shall share in the cost of the arbitration equally;
- ix. except as modified herein, the provisions of the *Commercial Arbitration Act* applicable to the arbitration shall govern the arbitration process.

PART 12 – NOTICE

- 12.1 All notices required or permitted to be given under this Agreement must be in writing and may be delivered by hand, sent by facsimile or forwarded by registered mail to the addresses shown on the first page or any other address of which notice in writing is given. The City may provide notice using any of the foregoing methods or by providing such notice to the Y administrative office within the **Aquatic Facility**.
- 12.2 If the Y gives notice to the City, the notice must be marked to the attention of the City Administrator or as directed in writing by the City.
- 12.3 Any notice delivered or sent by hand or by facsimile is deemed to be given and received at the time of sending. Any notice mailed is deemed to have been given and received on the expiration of 3 days after it is posted, provided that if there is a mail strike, slow down or other labour dispute between the time of mailing and the actual receipt of the notice, the notice will be effective only when it has been delivered.

PART 13 – GENERAL PROVISIONS

- 13.1 The parties have entered into this agreement at arm's length for the provision of services as set out in this Agreement, and the Y acknowledges it is an independent contractor and not an employee of the City. Further, nothing in this Agreement makes the City and the Y joint venturers.
- 13.2 The parties agree that the execution and delivery of the **Services Agreement** is conditional upon the parties entering into a tripartite agreement (the "**Tripartite Agreement**") among the Y, the City and WLC establishing additional terms and conditions agreed to by all of those parties for the lease and operation of the **Aquatic Facility**.
- 13.3 Nothing in this Agreement gives the Y any authority, as agent or otherwise, to enter into on behalf of the City, or bind the City in any way to, any contracts or other legal obligations and no contracts or other legal obligations entered into by the Y will affect or bind the City unless the City has signified its intention to be bound by an instrument in writing signed by the authorized signatory signatories of the City.
- 13.4 The Y shall not indicate, represent or otherwise suggest in its dealings with any person, contractually or otherwise, that the Y is acting as agent of the City or has any authority to bind the City in any way.

- 13.5 During the Term, each party will appoint a representative for the purpose of coordinating all matters and obligations of the parties as required by this Agreement. Each party will advise the other party in writing of the name, telephone number and facsimile number of its representative and each party may change its representative by notice in writing to the other.
- 13.6 Neither this Agreement nor any of the terms hereof may be terminated, amended, modified, waived or supplemented orally, but only with an instrument in writing executed by both parties.
- 13.7 The failure of the City to insist upon the strict performance of any covenant of this Operator Agreement shall not waive that covenant, and the waiver by the City of any breach of any covenant of this Operator Agreement shall not waive that covenant in respect of any future or other breach.
- 13.8 The Y may not assign this Agreement or its benefits without the prior written consent of the City, at the sole discretion of the City. The City may not assign this Agreement and this Agreement binds any successor of the City.
- 13.9 Time is of the essence respecting this Agreement.
- 13.10 This Agreement replaces the letter of intent between the parties and constitutes the entire agreement between the parties. Subject to the provisions of the Tri-partite Agreement between the City, the Y and WLC, neither the City nor the Y has given or made representations, warranties, guarantees, promises, covenants or agreements to the other except those expressed in writing in this Agreement.
- 13.11 In this Agreement:
- a. reference to the singular includes a reference to the plural, and vice versa;
 - b. articles and section headings have been inserted for ease of reference only and are not to be used in interpreting this Agreement;
 - c. reference to any enactment includes any regulations, orders or directives made under the authority of that enactment, is a reference to that enactment as consolidated, revised, amended, re-enacted or replaced, unless expressly provided otherwise;
 - d. the provisions of s. 25 of the *Interpretation Act* for the calculation of time apply;
 - e. all provisions of this Agreement are to be interpreted as always speaking;
 - f. reference to a party is a reference to a party to this Agreement and to their respective successors, permitted assigns, trustees, administrators and receivers;
 - g. reference to a day, month, quarter or year is a reference to a calendar day, calendar

month, calendar quarter or calendar year; and

- h. where the word "including" is followed by a list, the contents of the list are not intended to limit the generality of the preceding expression.

13.12 This Agreement shall be binding upon and enure to the benefit of the parties and their respective successors and permitted assigns.

IN WITNESS WHEREOF, the parties have executed this Agreement as of the date first written above by their respective authorized representatives.

CITY OF LANGFORD, by its authorized signatories:

 Mayor: **STEWART YOUNG**
MAYOR

 Clerk/Administrator **Jim Bowden**
Corporate Officer

YMCA – YWCA OF GREATER VICTORIA

by its authorized signatories:

 Name: **STACEY BASEY, CHAIRMAN OF DIRECTORS**

 Name: **JEANIE EDWARDS, CEO**

SCHEDULE "A"

GUIDING PRINCIPLES OF THIS AGREEMENT

The relationship between the parties is founded on a spirit of mutual trust and respect.

The parties agree to provide safe and high quality facilities and programs to ensure that the needs of the Langford community, within the framework of this Agreement, are being met.

Subject to the terms of this Agreement, the Y shall have the sole authority to operate the **Aquatic Facility** in keeping with its charitable mission.

Policy and governance issues relating to the operation of the **Aquatic Facility** shall be the domain of the Y.

There shall be open and honest communications between the parties with a view to solving all differences and problems that may arise by way of consensus.

The City acknowledges on-going commitment and support for the provision of community recreation programs and facilities.

The City recognizes that annually the Y will endeavour to acquire charitable donations and raise funds towards specific programs adhering to the philosophy of the YMCA – YWCA, and that the Y may receive contributions and gifts that are specifically designated by the donor to the YMCA-YWCA, and that such contributions or gifts will not affect the **Purchase Commitment** made by the City in this Agreement.

SCHEDULE "B"

With the **Purchase Commitment** given by the City and for so long as the services are purchased, the Y will ensure opportunities for all residents of the City to participate in the use of the **Aquatic Facility** through membership and drop in passes as follows:

a. **Continuous Monthly Pre-authorized Payment Plan**

- i. a 10% reduction for City residents, upon proof of residency, in the following categories: Adult, Family, Child, Teen, & Young Adult;
- ii. City residents who wish to access both the Y's Downtown and Langford facilities will pay the posted rate for joint **Aquatic Facility** membership (after the City resident discount);
- iii. if City resident membership amounts to 80% of the paid membership at the **Aquatic Facility**, the discount in subsection i. will not apply;

b. **Drop in Fee**

20% reduction for City residents, upon proof of residency, in the following categories: Adult, Family, Child, Teen, and Young Adult.

c. **Course Fee**

City residents will be able purchase swim lessons in session blocks. This option is available to City residents only, upon proof of residency.

d. **Special Events and Holidays**

Designated Free Swims Times will be available at no charge to Langford residents during Langford Days and all Statutory Holidays.

The Y acknowledges that no resident of Langford will be unable to use the **Aquatic Facility** due to an inability to pay the full membership fee. The Y will offer subsidized memberships for individuals and families who are willing but unable to pay the full fee (after the City resident discount)



Staff Report to Committee of the Whole

DATE: Monday, February 27, 2023

DEPARTMENT: Fire Rescue

SUBJECT: Fire Department Master Plan

BACKGROUND:

In 2017 the fire department created, and Council approved, a five-year plan called 'Expanding the Stipend Model' which was designed to address the capacity of the fire department to meet the needs of a growing city.

There were four key objectives set out in the plan:

- increase both career and volunteer staffing levels to provide 24/7 coverage at Station 2 to reduce response times in the south end of the city;
- build a dedicated training ground to provide better training for the firefighters;
- renovate Station 2 to accommodate the increased staffing at that station; and
- dedicate personnel to the Langford Emergency Program to better prepare for large scale emergencies.

To fund the five-year plan, the fire department was allocated a 1% taxation increases for five years with the intention of going from a minimum of four firefighters (one career member, three volunteer members) per shift to eight firefighters (four career members, four volunteer members) per shift split between Station 1 (North) and Station 2 (South).

This plan recommended increasing career staffing numbers from eight to twenty career members and volunteer membership from fifty-three members to sixty-three members. It became clear in 2021 that while on target for the career staffing component, the key objective of increasing volunteer staffing levels was not going to be achieved. By the fall of 2022, the number of volunteer firefighters had decreased to thirty, half of what would be required to open Station 2. Several changes to the recruitment process were made to increase the volunteer membership, including accepting volunteers from all areas of Greater Victoria - rather than just Langford - and running two recruitment classes per year (Spring and Fall) instead of the usual single-recruitment in the Spring. Despite these changes, Langford's volunteer retirements continue to outpace volunteer recruitment.

It is important to note that the 2017 plan did not account for several external events that have had a significant impact on the fire department's ability to recruit and retain volunteer firefighters. The global

pandemic caused delays and challenges to the process of recruitment of volunteers. It was a difficult time to get people interested in volunteering, especially in a field that was on the front lines. Selecting new members and providing the required training was extremely difficult with restrictions that limited group sizes and gatherings to a small number of people or outside of established cohorts. While these challenges are largely over with, the pandemic has created a deficit in our volunteer complement that we are still working to recover from.

Despite the fact that the immediate effects of covid have passed, there are other factors which continue to impact Langford's ability to hire new volunteer members. One major factor is the increased cost of living and ongoing inflation that have put a strain on many families. The cost-of-living increases have deterred many people from volunteering as they now need to work multiple jobs to pay additional costs for housing, food, and utilities to meet their basic needs. Despite an interest in volunteering, many simply cannot as the hours they would have traditionally volunteered are now required to be used to earn income for their families.

A result of these pressures on volunteerism, is a change in the motivations for those who do wish to join. Many are joining to use the training and experience gained in Langford Fire Rescue ("LFR") for career opportunities elsewhere with full-time career departments. Many career departments in BC and Alberta have stated that they will be hiring a significant number of new firefighters in the next one to four years. Most career departments are hiring record numbers of firefighters to fill vacancies and increase their staffing levels and they are drawing from volunteer or composite departments such as Langford when hiring. Langford Fire Rescue responds to between 1500-2000 calls per year and is considered a full-service fire department, meaning that it responds to all hazards in the community. This provides an excellent opportunity for volunteer members to gain experience and training that doesn't exist at the same level elsewhere making them a sought after by other career departments. It has become common that LFR is treated as a work experience program that other career departments draw from thus LFR loses many volunteers per year to career positions elsewhere. This has resulted in over 65% of our current volunteer firefighters having less than three years of experience.

Another item of note is the issue of availability and the level of time commitment that is necessary. A challenge arises with respect to their availability and how much time they can commit to the organization and the fire service, which as a whole, is significant. The BC Fire Service Minimum Training Standards Structural Competency and Training Playbook defines the minimum training requirements for structural firefighters to remain safe and to be competent on the fire ground. These requirements were introduced to reduce firefighter deaths and injuries and to have all fire departments in BC provide a level of training based on the type of fire department they declare. LFR is a full-service fire department (all-hazards) and therefore we require our members to achieve the highest level of training before being able to respond as a qualified firefighter. In the past, training could be done concurrent with call response and filling shifts at the station; however, now to meet minimum standards, volunteers have to meet the requirements before they are able to respond and that can take years depending on the availability of the volunteer and the ability for the department to provide the training.

While these external factors were difficult to predict, the 2017 plan also did not account for the increase in densification in the core of Langford. At the time the plan was created, the predominant housing types being constructed were townhouses and six-story residential buildings and that was a trend that had been occurring for years. By 2020 and into 2021, the city started to discuss the construction of residential towers that were eighteen-stories and above. This alone would have strained the capacity of the fire service even if the 2017 Plan's goals were achieved.

Considering all these factors, it was recommended that a Fire Department Master Plan be done in 2022. The Plan was approved in the 2022-2027 Budget to hire a third-party to complete an objective and comprehensive review of the current capacity of the fire department and to plan for the future needs of the organization.

COMMENTARY:

Emergency Management Group Inc (EMG) out of Barrie, Ontario was awarded the contract to conduct the Fire Department Master Plan through an RFP process. EMG is a professional consulting and training firm dedicated solely to emergency services and emergency management. They have completed Fire Department Master Plans for many other Canadian and U.S. fire departments both larger and smaller than LFR. This depth of experience was a key aspect in selecting EMG to complete the LFR Master Plan.

The overall objective of the LFR Master Plan is to ensure the most efficient use of fire service resources in order to meet the demands of the community while planning for growth in the population over the next 10-20 years. The plan is designed to prepare the fire department to be able to manage the impact of future growth throughout the City of Langford and the best way to deliver fire protection and fire prevention services to all residents. EMG used their experience and understanding of municipal fire services and worked with internal stakeholders to conduct a comprehensive review of the fire department's operations. The in-depth assessment included reviewing the fire and emergency services in detail, an analysis of each division/department, a gap analysis and development of recommendations to optimize service excellence.

EMG spent eight months researching the challenges and opportunities facing LFR. In addition to the above, the scope of the LFR Master Plan reviewed the following requirements:

- Existing legal, operational, and administrative structure, including the fire department's mandate of services.
- The LFR service capacity in the context of anticipated development and growth.
- Ability to meet statutory and regulatory obligations under or as defined by codes and standards.
- Response times, including dispatch, turnout, and travel time by incident types.
- Budget process.
- Staffing levels and needs.
- Recruitment and retention of volunteers
- Occupational health and safety issues.
- Comparative analysis of similar sized departments.

- Emergency Program activities.
- Fleet and apparatus.
- Fire Prevention Programs.
- Health and wellness.
- Training Programs.
- Fire station locations.
- Regional efficiency and operability.

Based on this in-depth analysis of the department, internal and external documentation and reference to industry standards and best practices, EMG made seventy-two recommendations for consideration. The recommendations were defined as immediate, short-term (1-3 years), mid-term (4-6 years), long-term (7-10 years) and future planning (10+ years).

Some of the significant highlights of the recommendations are as follows:

- Complete a new governance bylaw to ensure that the services offered by LFR align with Council's vision and expectations.
- Increase suppression staffing from four to ten per platoon to bring staffing per apparatus in line with industry standards and enhance the operational capabilities of LFR.
- Implement strategies to retain volunteer members for longer periods.
- Implement a stipend (pay per shift) for volunteers that is in line with other neighboring fire departments to help attract more volunteer members.
- Expand the current initiative in fire prevention inspections and public education by training all firefighters to NFPA 1031 (Fire Inspections) and NFPA 1035 (Fire and Life Safety Educator).
- Assess the feasibility of improving the staffing model to implement a stand-alone Fire Prevention Division.
- Implement a dedicated full-time Training Officer to develop, deliver, manage, and measure the delivery of training within the department.
- Develop and implement a formal succession planning program.
- Pivot to using NFPA 1710 as a performance measure over the BC Building Code for response time benchmarks.
- Work collaboratively with Colwood and View Royal to implement tri-municipal agreements for emergency response.
- Begin the process to secure funding to enter into a design phase for a new Fire Station 1 to consolidate Fire Station 1 and Fire Station 3.
- Assess the feasibility of replacing the current aerial ladder truck with a used aerial device that has 10 years or less service time.
- Update the City of Langford Emergency Program Response Plan.

While all seventy-two recommendations will bring value to the organization, staff will need to prioritize them and bring forward a plan to Council for implementation. The timing of the implementation will be determined by which has the most impact and the best value for the City to enhance fire protection

services overall. For example, completing a new governance bylaw to ensure the services provided by the fire department meets Council's and resident's expectations is needed to provide guidance and direction now and for the future of the organization whereas designing a new Station 1 is a recommendation that can be a plan objective for future years.

Staff believe the most significant concern identified in the master plan must be dealt with in 2023. A platoon is a set of firefighters that respond as a group to emergencies. Currently our minimum staffing level is four firefighters at Station 1 with little capacity to deal with sick or vacation relief. Station 2 and Station 3 are both volunteer stations (volunteers respond from home to the station via a pager) and do not have a guaranteed response as it is dependant on volunteer availability. Staffing Station 2 was a component of the 2017 Plan that was not achieved; however, the need to have a dedicated and guaranteed response from that station has continued to increase. Moving to a model with ten firefighters per platoon would provide a minimum of eight firefighters on duty at all times, with four at Station 1 and four at Station 2, supplemented with our volunteer members. This number would also account for sick and vacation relief.

In recognition of the need to ensure a guaranteed emergency response to both the north and south ends of the City and to help address the increase in density with residential towers, it is recommended that Council consider a plan to hire additional firefighters to meet the ten per platoon system over a three year period. This would create a total of twenty-four additional suppression firefighter positions.

As well, it is recommended that three additional firefighters be hired, two to specifically focus on Fire Prevention and Life Safety Education and a dedicated Training Officer to ensure all firefighters continue to be trained to industry standards and expectations. These members would be hired within the same three-year time frame noted above.

Many of the other recommendations of the LFR Master Plan would be addressed with the additional staff. Meeting our staffing needs not only assists with emergency response capabilities, but it will also allow the department to dedicate personnel to addressing the other objectives of the LFR Master Plan.

The mission statement for the department is "LFR is a highly competent and progressive organization, committed to serving the community with courage and pride in the preservation of life and property to the best of our ability." The staff and volunteers that make up Langford Fire Rescue are providing an incredible service to the community and are dedicated to serving the residents with pride. By using the LFR Master Plan as a framework and following the recommendations, Council can continue to support the membership by providing them with the resources and staffing they need to accomplish the mandate of saving lives and protecting property to the best of their ability now and well into the future.

FINANCIAL IMPLICATIONS:

Staff will need to prioritise the recommendations of the LFR Master Plan and determine annually which items to bring forward to Council as part of the budgeting process. The cost of the recommendation of

hiring additional firefighting staff would be approximately \$950,000 per year for a total of approximately \$2,850,000 after three years.

For reference, for 2023 a 1% property tax increase is approximately \$380,000.

Therefore, should Council support the staff recommendation of providing the necessary staffing for the LFR over the next three years, the tax implications in each year would be 2.5%.

LEGAL IMPLICATIONS:

While a municipality is not required to provide fire suppression services, because the City of Langford has made the decision to provide the services of a full service fire department, the City is obligated to meet the expectations that have been set by that decision.

There are also Worksafe BC requirements which dictate the minimum number of firefighters that must be present for entry into a structure. As well, the BC Building Code imposes building requirements that are subject to a fire department's response time and capabilities.

OPTIONS:

Option 1

THAT Committee of the Whole directs staff to include nine additional firefighting positions in the budget and five-year financial plan in each of the next three years;

AND

That Council receives the LFR Master Plan, as prepared by Emergency Management Group and directs staff to prioritize the remaining recommendations as part of the annual budgeting process.

OR Option 2

THAT Committee of the Whole directs staff to include nine additional firefighting positions in the 2023 Budget and 2023 – 2027 Five Year Financial Plan for consideration;

AND

That Council receives the LFR Master Plan, as prepared by Emergency Management Group and directs staff to prioritize the remaining recommendations as part of the annual budgeting process.

OR Option 3

THAT Committee of the Whole directs staff to include _____ additional firefighting positions in the 2023 Budget and 2023 – 2027 Five Year Financial Plan for consideration;

AND

That Council receives the LFR Master Plan, as prepared by Emergency Management Group and directs staff to prioritize the remaining recommendations as part of the annual budgeting process.

OR Option 4

THAT Committee of the Whole recommends to Council that Council receive the LFR Master Plan but take no action at this time.

SUBMITTED BY: Chris Aubrey, Fire Chief

Concurrence: Donna Petrie, Senior Manager of Business Development and Events
Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities
Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision
Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works
Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance
Concurrence: Marie Watmough, Deputy Director of Corporate Services
Concurrence: Braden Hutchins, Director of Corporate Services
Concurrence: Darren Kiedyk, Chief Administrative Officer



Langford Fire Rescue

Fire Master Plan

Langford
where it all happens.



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Emergency
Management
Group+

2022

EXECUTIVE SUMMARY

This Master Plan encompasses a comprehensive review of challenges and opportunities faced by the Langford Fire Rescue (LFR) service. This Master Plan also consists of a review of the community, along with identifying present and future population statistics as well as anticipated growth of the community. By conducting these reviews, Emergency Management Group Inc. (EMG) was able to develop this 10-year Master Plan for the Langford Fire Rescue service.

There are numerous benefits of master planning, however, the key advantages are:

- Having a clearer vision of future requirements, what to be implemented and when.
- A guide that includes options and budgetary estimates for implementation.
- Prioritization of each project.
- The ability to communicate with staff, internal and external stakeholders about the future goals of the organization.
- Engaging key stakeholders to help move the LFR service into the future.



Recommendations contained within this document have been submitted to provide LFR with a set of strategies and goals for implementation. These strategies are aimed at assisting LFR in making decisions in relation to the efficient allocation of resources and staffing. A review of past and present service levels has also been completed, keeping in mind the overall goals and expectations of the department.

The recommendations provided by EMG have been broken down into the following timelines:

- **Immediate** – should be addressed urgently due to legislative or health and safety requirements
- **Short-term** – 1 – 3 years
- **Mid-term** – 4 – 6 years
- **Long-term** – 7 – 10 years
- **Future Planning**-11-20 years



Each recommendation is also supported with an estimated cost to the item, whether it involves staff time only, possible equipment purchases or building of a new station. Ultimately, the timing of implementation of any of the following recommendations will depend on the City's resources and ability to move forward with the associated suggestions that are contained within the document.

Overview of Master Plan Sections

Through the utilization of best practices, including applicable standards and legislation, this report was prepared by completing an assessment of the following areas/sections:

- Community and Emergency Services Overview

- Planning – future community growth and related service needs
- A general risk assessment of the community in relation to present and future service requirements
- Non-emergency related services
- Emergency response call volume and Communications/Dispatching
- Facilities, Vehicles and Equipment
- Emergency Management Program
- Mutual, Automatic Aid and Fire Service Agreements
- Finance
- Technology and Innovation
- Review of Previous Strategic and/or Master Plans
- Conclusion and Recommendations

Recommendations are noted within each section of the document. However, section 12 of the document contains a quick reference recommendations chart, that includes recommended timelines for implementation, along with any estimated costing and possible service enhancements to be accomplished with the implementation of each recommendation.

Scope of Requirements

As noted in the original Request for Proposal (RFP), the responsibilities of the Consultant include a review of the following:

- The City's existing legal, operational, and administrative structure and requirements including the mandate for fire services.
- The City's Fire Underwriters Survey (FUS) grading, recommendations, and considerations. A review of the FUS and Public Fire Protection Classification (PFPC).
- The Langford Fire Rescue (LFR) service capacity in the context of the existing demographic profile.
- The LFR's ability to meet its statutory and regulatory obligations under or as defined by the BC Building Code and Workers Compensation Act, Fire Services Act and BC Playbook.

- Emergency and non-emergency services provided (Medical co-response, Motor Vehicle Incidents (MVI), Technical Rescue & HazMat).
- Emergency response times, including dispatch, turnout, and travel time by incident types.
- Budget process
- Staffing levels and needs
- Occupational health and safety issues
- Comparable departments
- Emergency program activities
- Inventories
- Reporting structure and requirements, duties, and workload
- Health and wellness
- Training programs (Stipend, Career staff, recruitment)

Through best practices and industry standards, the future needs and sustainability of the LFR were reviewed and included the following:

- The LFR service capacity in the context of anticipated development and growth.
- Potential impacts of the new Fire Services Act (or Fire Safety Act when established), BC Playbook, Part 31 of the Worker's Compensation Act and the proposed Emergency Program Act and best practices recommended by NFPA Standards.
- Apparatus, equipment, facility replacement and resource allocation
- Department training needs and standards
- Fire prevention activities including fire safety inspections, fire investigations, public education, and pre-incident planning.
- Regional efficiencies and operability
- Contracts, service agreements and mutual aid agreements
- Standard Operating Guidelines, bylaws, policies, and procedures
- Recruitment, retention, and use of stipend members
- Capital and operating budget

- Recommended 5-year administration and operations plan for the years 2023-2028.
- 5, 10, and 20-year outlooks
- Succession planning
- Administrative requirements
- Building space requirements.
- Long term apparatus replacement plans.

Based on the information received during the meetings, a comprehensive review of supplied documentation and reference to industry standards and best practices, we have concluded that there is a total of 72 recommendations for consideration by the Fire Chief and Council to guide the LFR into the future. Please note that many of the recommendations below are administrative in nature and are located within this document at the end of each applicable section. All 72 recommendations are found at the end of this document in Section 12 – Recommendations and Estimated Costs.

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DEFINITIONS & ACRONYMS

DEFINITIONS	
Immediate	Recommendations that should be addressed urgently due to the legislative or health and safety requirements or operationally critical needs
Short-term	Recommendations that should be addressed within 1 – 3 years
Mid-term	Recommendations that should be addressed within 4 – 6 years
Long-term	Recommendations that should be addressed within 7 – 10 years
Future-Planning	Recommendations that should be addressed within 11-20 years
ACRONYMS	
AED	Automatic External Defibrillator
AHJ	Authority Having Jurisdiction
BCAS	British Columbia Ambulance Service
CFAI	Commission on Fire Accreditation International
CIP	Capital Improvement Plan
CRA	Community Risk Assessment
CREST	Capital Region Emergency Services Telecommunications
CSA	Canadian Standards Association
DPG	Dwelling Protection Grade
E&R	Establishing & Regulating By-law
EMALB	Emergency Medical Assistants Medical Board
EMC	Emergency Management Coordinator
EMG	Emergency Management Group

ACRONYMS

EMP	Emergency Management Plan
EMR	Emergency Medical Responder
EOC	Emergency Operation Centre
ERF	Effective Response Force
FESO	Fire and Emergency Services Organization
FUS	Fire Underwriters Survey
GIS	Geographical Information System
GPM	Gallons Per Minute
HFSC	Home Fire Sprinkler Coalition
HRFP	Health Related Fitness Program
IAFF	International Association of Fire Fighters
IDLH	Immediately Dangerous to Life or Health
IMS	Incident Management System
LFR	Langford Fire Rescue
LVFA	Langford Volunteer Firefighter Association
MCC	Mobile Command Centre
NIST	National Institute of Standards and Technology
NFPA	National Fire Protection Association
OCP	Official Community Plan
OHS	Occupational Health and Safety Act

ACRONYMS

PPE	Personal Protective Equipment
PFPC	Public Fire Protection Classification
PSAP	Public Safety Answering Point
PTSD	Post-Traumatic Stress Disorder
RCMP	Royal Canadian Mounted Police
RFP	Request for Proposal
RIT	Rapid Intervention Team
SCBA	Self-Contained Breathing Apparatus
SOAR	Strengths, Opportunities, Aspirations, Results
SOG	Standard Operating Guideline
SOP	Standard Operating Policy
SRA	Simplified Risk Assessment
SSL	Sustainable Services Limited
STI	Shift Training Instructors
SWOT	Strength, Weakness, Opportunity, Threats
TSSA	Technical Safety Standards Authority

Introduction



INTRODUCTION

Project Methodology

The Emergency Management Group (EMG) has based its review process on the City's initial Request for Proposal (RFP) in conjunction with the response document submitted by EMG. The specific scope of work noted (in the RFP) was reviewed and is incorporated into each section of this document.

The Master Plan review was completed by utilizing best practices, current industry standards, and applicable legislation as the foundation for all work undertaken. EMG also utilized quantitative and qualitative research methodologies to develop a strong understanding of current and future needs along with circumstances of the community.

Research & Information Gathering

- Reviewing data, reports, bylaws, operational guidelines, community plan, demographics, etc.

Best Practices

- Industry standards and legislation

Data Analysis

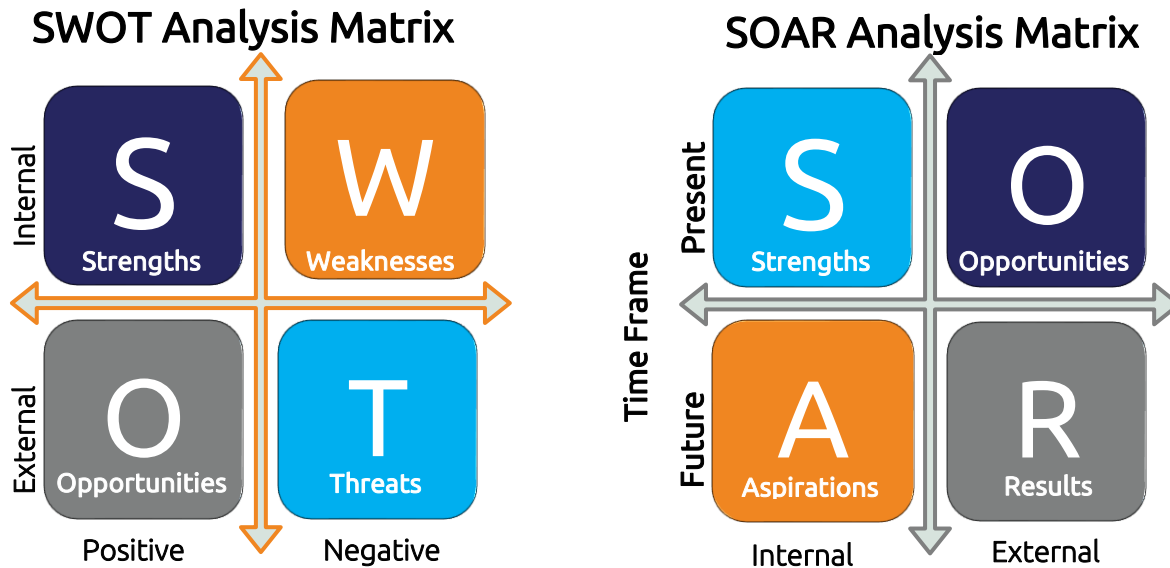
- Analyze data and compile into Master Plan

Recommendations

- Draft recommendations, revise and finalize

Below shows the **GROW Model** which is based upon existing documentation, consultations, surveys, questionnaires, industry best practices and standards as the framework for the Master Plan.

GROW Model	
Goals	Goals-realistic as well as challenging goals for the fire department.
Reality	- A SWOT evaluates where the strengths, weaknesses, opportunities, threats as well as aspirations and results through a SOAR analysis. The aspirations will be built upon the strengths and opportunities of the LFR. - Surveys were sent out to members of the Langford Fire Rescue. - Analysis of survey information has been incorporated into this Master Plan.
Options	- What are the options and obstacles that need to be considered to achieve the goals? - Research based upon industry best practices, standards, and legislation.
Way Forward	What is the action plan and timelines required to get to the next steps? The action plan and timeline will provide benchmarks for the department and aid in the annual evaluation of the Master Plan.



Overall, the methodology involves a considerable amount of research, documentation review, data analysis, and the submission of draft reports, and related recommendations. The final product is a living document that provides high-level strategic direction for Council and the LFR service.

This plan provides direction to the LFR by reviewing and addressing the following areas:

- Applicable Legislation, Guidelines, Standards, and Industry Best Practices
- Master Planning process which includes;
 - Analysis and Recommendations,
 - Strategic priorities,
 - Stakeholder consultation,
 - General Risk Assessment
 - Administrative Division
 - Applicable By-laws, organizational structure, resources, management team
- Fire Prevention and Public Education
 - Best practices
- Training Division
 - Training standards and qualifications, succession planning, specialty training

- Operations Division
 - Response times, dispatch time, travel time, etc.
 - Propose Staff Resource Strategies
 - Fleet and Facilities
 - Emergency management program
 - Fire dispatch services
 - Implementation Plan
 - Including budget recommendations

General Risk Assessment

EMG conducted a general risk assessment for the LFR that involved the completion of an extensive questionnaire along with research of the community. The general risk assessment completed a high-level overview of the risks and the findings have been included within Section 3 – Risk Assessment of this document.

To accomplish the scope of requirements for the Master Plan, EMG has:

- Reviewed fire services by-law.
- Reviewed applicable municipal, provincial, and federal legislations.
- Reviewed planning department documents regarding community and areas of jurisdiction growth projections over the next 10-20 years.
- Reviewed any previous risk assessment, Council's strategic priorities and other pertinent documents.
- Reviewed the Community Risk Profile including community building stock, industry, care occupancies, transportation networks, etc.
- Reviewed current service agreements with neighbouring municipalities and any other current documents.
- Gathered information on operational requirements including past and current response statistics (call volumes/response times) to analyze for trends, staff availability/needs and response capabilities, etc.

- Reviewed service administration including staffing, organizational structure, policies and procedures, administrative support, record keeping and information management/technology, purchasing and inventory control, public and media relations and customer service.
- Toured the LFR fire stations and conducted a location/response analysis.
- Examined fire vehicles, apparatus and equipment including the maintenance program.
- Reviewed Fire Service policies, procedures and emergency response operational guidelines, training programs and records.
- Collected information on the fire prevention program including education programs, and fire inspection data.
- Identified and compared industry best practices relating to fire and emergency services performance measurement.
- Reviewed current job descriptions, staff recruitment and retention practices, promotional policy, succession planning and demographics.
- Reviewed the operational and capital budgets along with capital reserves.

Based on the previously noted criteria, through meetings with the Fire Chief, Deputy Chief and other stakeholders, the consulting team was able to complete a thorough review of elements that are working well and areas requiring improvement within the LFR. Data provided by the LFR was reviewed in relation to all the previously noted items contained within the original RFP. This review culminated a total of 72 recommendations.

Performance Measures and Standards

This MP has been based upon (but not limited to) key performance indicators that have been identified in national standards and safety regulations such as:

- The BC Playbook
- The Fire Safety Act
- WorkSafe BC
- The National Fire Protection Association (NFPA) standards:
 - NFPA 1001 – Standard for Fire Fighter Professional Qualifications
 - NFPA 1002 – Standard for Fire Apparatus Driver/Operator Professional Qualifications
 - NFPA 1021 – Standard for Fire Officer Professional Qualifications
 - NFPA 1031 – Standard for Professional Qualifications for Fire Inspector and Plan Examiner
 - NFPA 1033 – Standard for Professional Qualifications for Fire Investigator
 - NFPA 1035 – Standard on Fire and Life Safety Educator, Public Information Officer, Youth Fire Setter Intervention Specialist and Youth Fire Setter Program Manager Professional Qualifications
 - NFPA 1041 – Standard for Fire Service Instructor Professional Qualifications
 - NFPA 1061 - Professional Qualifications for Public Safety Telecommunications Personnel
 - NFPA 1072 – Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications
 - NFPA 1201 – Standard for Providing Fire and Emergency Services to the Public
 - NFPA 1221 – Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems
 - NFPA 1500 – Standard on Emergency Services Occupational Safety, Health, and Wellness Program

- NFPA 1710 – Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations to the Public by Career Fire Departments
- NFPA 1720 – Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Volunteer Emergency Services
- NFPA 1730 – Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations
- NFPA 1901 – Standard for Automotive Fire Apparatus
- NFPA 1911 – Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles
 - Fire Underwriters Survey technical documents

Project Consultants

Although several staff at EMG were involved in the collaboration and completion of this Master Plan, the overall review was conducted by (in order of involvement):

- Les Karpluk, Fire Service Consultant
- Brian Hutchinson, Fire Service Consultant
- Lyle Quan, Fire Service Consultant/ VP of Operations
- Darryl Culley, President

Together, the team has accumulated a considerable amount of experience in all areas of fire and emergency services program development, reviews as well as training. The EMG team has worked on projects that range from fire service reviews, creation of strategic and master fire plans, and development of emergency response programs for clients.



SECTION 1

Community, Fire Department Overview and Governance

- 1.1 Community Overview
- 1.2 Economic Snapshot
- 1.3 Fire Service Composition
- 1.4 Governance and E&R By-Law

SECTION 1: COMMUNITY, FIRE DEPARTMENT OVERVIEW & GOVERNANCE

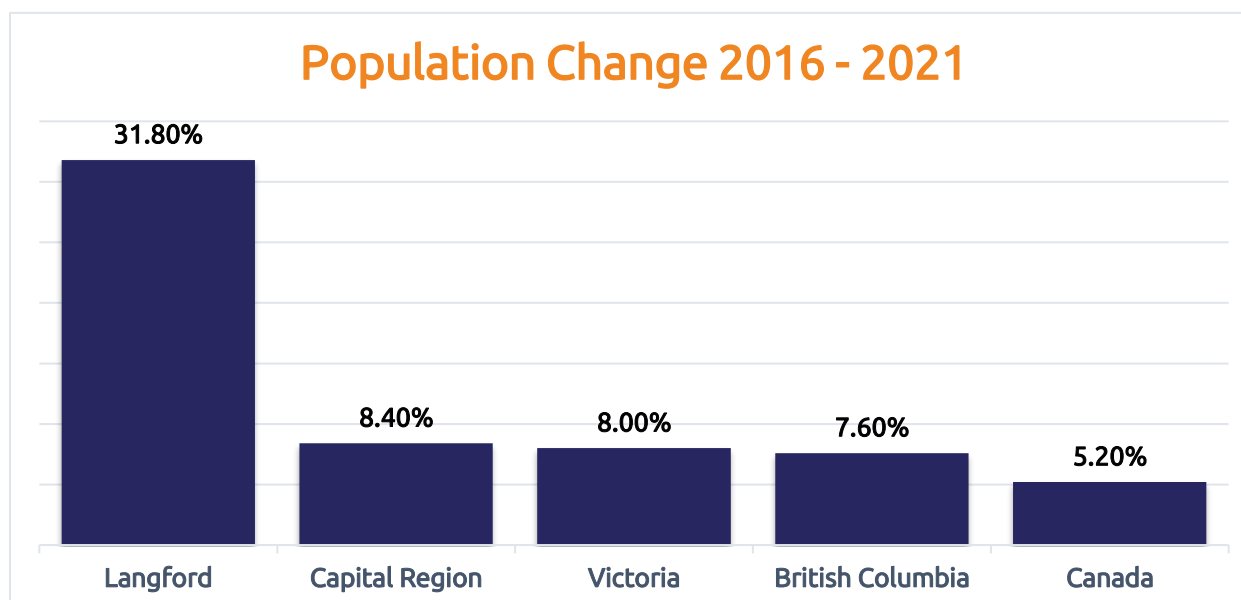
This Master Plan examines and identifies current and probable community fire risks and needs over the next ten years and beyond. This Master Plan will guide the Fire Chief and Council with future decision making and planning, related to staffing and emergency response, fire and life safety programming as well as asset management.

1.1 Community Overview

Langford was incorporated in 1992 and is part of the Capital Regional District and one of the 13 municipalities of Greater Victoria. In 2016 the population of Langford was 35,342 and in 2018 the population surpassed 40,000. From 2016 to 2021 the population of Langford jumped 31.8% to 46,584, making it the fastest-growing municipality in B.C. and the third fastest-growing community in Canada. In 2006 nearly 20% of Langford's residents were new to the area which provided a tax benefit to the City. This tax benefit assisted with the development of public amenities, new facilities, and beautification initiatives.

Langford was recognized by Macleans' magazine as the 18th Best Community in Canada and was recognized as the Best Community in B.C.

TABLE #1 – POPULATION INCREASE (2016-2021)



Visible minorities make up approximately 10.3% of the population while Aboriginal groups make up 6%. The City of Langford grew annually an average of 6.36% from 2016-2021 and based upon a modest annual 6% population increase over the next five-years, it is anticipated that Langford can feasibly reach a population of 60,559 by 2026. The Official Community Plan (OCP) noted that the population of Langford can double by 2028¹.

TABLE #2 – LANGFORD PROJECTED POPULATION

Langford Projected Population		
2016	2021	2026
35,342	46,584	60,559

The land area for Langford is 41.43 square kilometers with a population density of 1124.4 people per square kilometre. Most notably the number of private dwellings increased by 34.4% from 2016 for a total of 19,050 private dwellings.

¹ City of Langford Official Community Plan (2022), Bylaw 1200.p.45

FIGURE #1: MAP OF GREATER VICTORIA

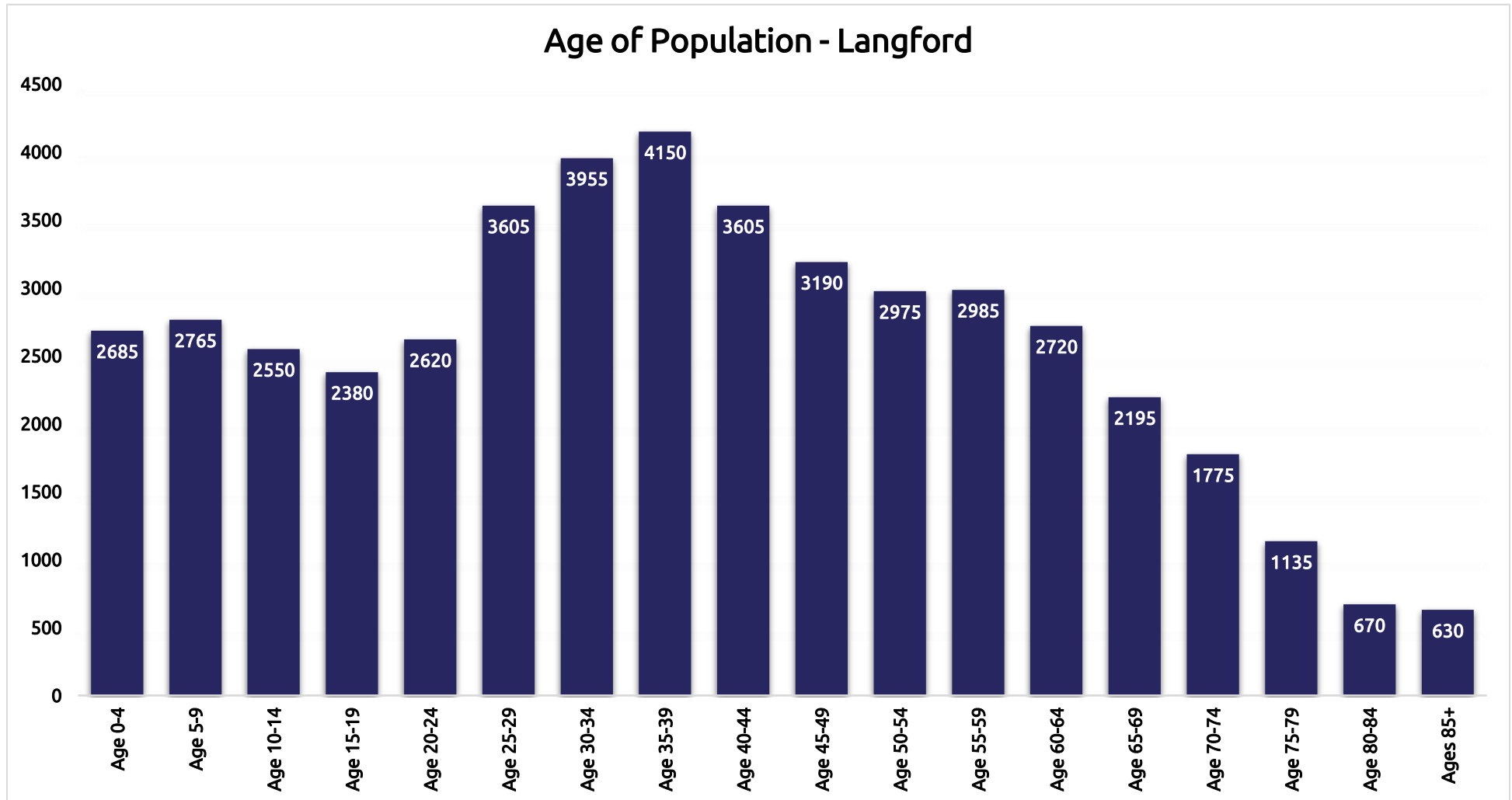


The City of Langford is part of five communities that are considered the “West Shore” which include Colwood, Langford, Highlands, View Royal and Metchosin with Sooke often being included as part of the West Shore.

With more than 3,000 businesses, hiking and bike trails, world class golf courses and City parks the attractions to Langford are obvious and the annual growth rate can be expected to remain high. The climate is generally warm, but severe rain storms can occur during winter months with the potential of bringing over 100mm of rain within a 24 hour period. The area is also prone to seismic activity with the potential for earthquakes of 6.0-7.0 magnitude resulting in significant damage to structures and infrastructure.

Langford is a young and diverse population with 27,085 residents falling within the categories of 20-59 years of age.

TABLE #3 – LANGFORD - AGE OF POPULATION



1.2 Economic Snapshot

The economic growth of Langford exceeds that of any other community within the Capital Regional District. Langford continues to attract retail stores along with owner operated stores and restaurants. The number of businesses and residential properties within Langford provide a strong tax base for the City.

The 2022 OCP identified that over time the entire City Centre is expected to transform to higher-density forms of development, with the highest density being situated in close proximity to the principal transportation corridors of Goldstream Avenue and the E&N Rail Corridor². With higher-density forms of development comes risk, this Master Plan will help address these concerns.

1.3 Fire Service Composition

The Langford Fire Rescue department serves 45,000 residents from a composite fire department staffed with three Chief Officers, 20 career members and have an authorized strength of up to 60 volunteer/stipend members. During this assessment, the LFR had 35 active volunteers of the 60 authorized positions. The Department faces recruitment and retention issues within the volunteer or stipend ranks, as does most of the combination, or paid on call departments in Canada. However, as of late 2022, the LFR team were in the process of training 13 new NFPA 1001 qualified volunteers with a goal to have them operational by early 2023. Plans are in place to start another recruitment for NFPA 1001 qualified individuals in March of 2023.



² City of Langford, Official Community Plan (2022), Bylaw No. 1200, Version 4.1, p.20

The LFR operates out of three fire stations; Station 1 (2625 Peatt Road, constructed 2001), Station 2 (3205 Happy Valley Road, constructed 2005) and Station 3 (2872 Sooke Lake Road, constructed 1984). Generally, a fire station should have a life expectancy of 30 - 40-years which makes Station 3 the oldest station within the LFR. Historically, older stations require extra maintenance, have design issues that tend to pose problems with the larger modern-day apparatus, as well as health and safety conditions.

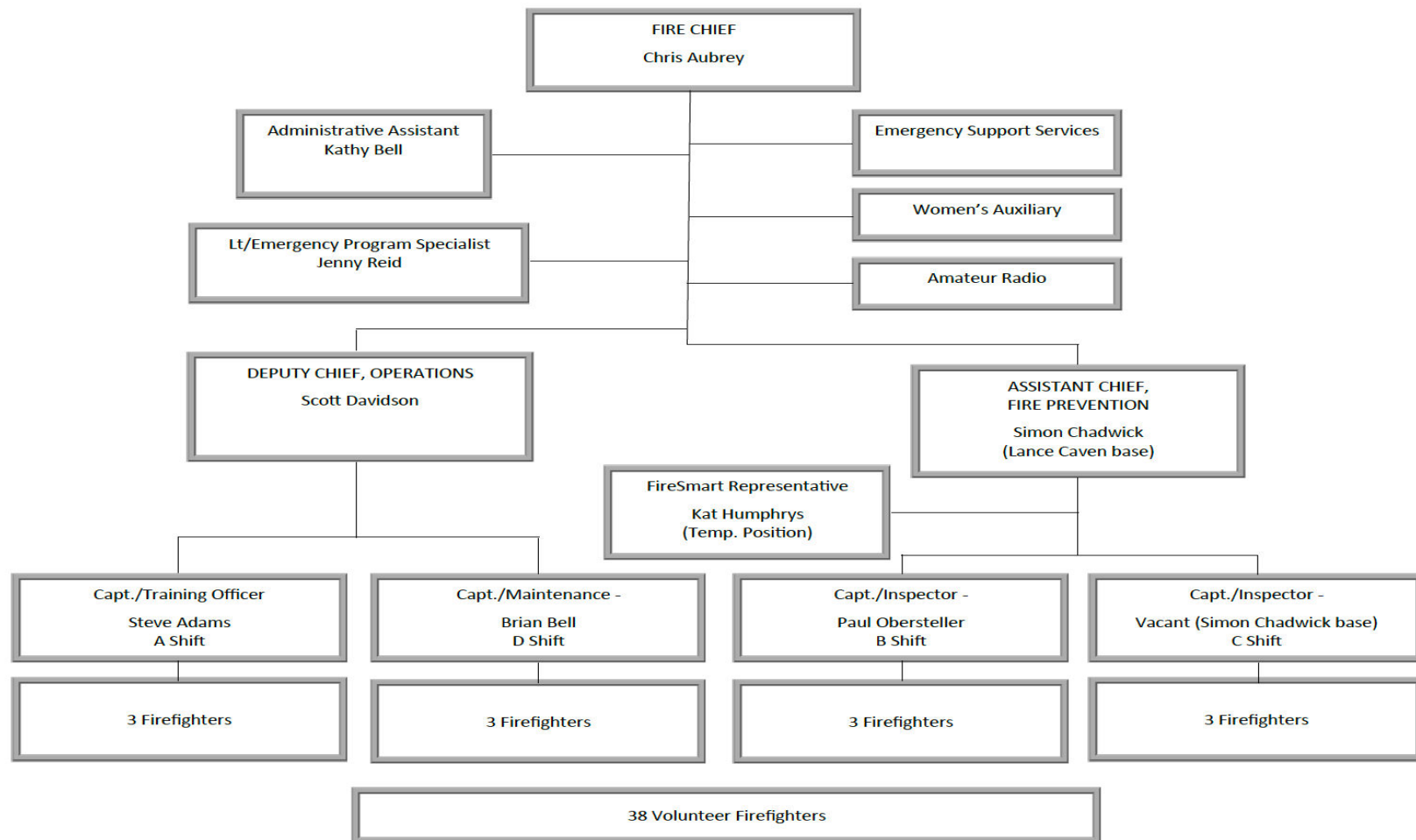
The LFR is dispatched by Surrey Fire Dispatch to approximately 2,000 (+/-) incidents annually which includes fire suppression, medical, technical rescue, and hazmat responses.

To ensure that the LFR is meeting the needs of the community, the Fire Chief and CAO recognized that it is necessary to conduct this Master Plan for the intention of providing high-quality fire services to the residents, visitors, and businesses within the community, for the short, medium, long term and future planning for the next 10-20 years.

The Fire Chief serves as the head of the Department and is supported by one Deputy Fire Chief, one Assistant Fire Chief, 20 Career firefighters (International Association of Firefighters (IAFF) Local 2848) which includes four Captains, and strength of up to 60 Volunteers with two Lieutenants being volunteer members. The current roster indicates 35 active members.

The following organizational chart reflects the general reporting structure within the LFR service.

FIGURE #2: CURRENT LANGFORD FIRE RESCUE SERVICES ORGANIZATIONAL CHART



1.4 Governance and Establishing & Regulating By-law

A municipality is not required by law to have a fire department. A bylaw provides the authority for the fire department to exist and the services it provides to the community.

From a legal perspective, the authority, service level, and responsibilities of the fire department must be specified in a bylaw, otherwise there is a deficiency of standard powers for the fire department and the provision of its services. If a lawsuit were to occur after an incident, the firefighter(s) identified in a lawsuit could be challenged to identify if they were acting “within their scope of employment”, if specific services are not identified in the bylaw. Additionally, a bylaw also provides a scope of duty for worker compensation claims and removes any questions if the duties were permitted and authorized. In good faith, the municipality should expect workers compensation to cover a firefighter for injuries that occur on duty but ensuring that specific duties are identified and authorized in a bylaw removes the potential for conflict in a claim.

The Langford Fire Protection District Bylaw 87 was passed by Council on June 19, 1989. No updates were provided to this bylaw which makes this a 33-year-old document. This outdated bylaw was to be replaced with Bylaw 1665, the *Fire Department Establishing, Maintaining and Operating Bylaw* which was drafted in 2016 but has not been presented to Council for approval.

With the existing Langford Fire Protection District Bylaw 87 being the only bylaw identifying the powers and authority of the LFR, it is necessary and urgent for a new bylaw to be approved by Council. A review was conducted on the draft version of Bylaw 1665, and it was noted that there are numerous areas within the draft bylaw that are operational in nature and should not be included. Fundamentally, if any operational issues need to be revised or changed, the bylaw must therefore be presented to Council for approval.

The governance and establishing bylaw for the LFR should identify the authority of the Municipality to establish the Fire Department and the powers they have been allocated for the provision of fire protection services.

A general practice is to review the fire department establishing and regulating (E&R) bylaw annually. A review should additionally take place when there is a significant change that occurs within or to the community, or when provincial legislation changes and impacts the fire department. The bylaw is intended to identify the fire department service levels, service expectations and the authority of the Fire Chief to enforce other fire related bylaws, standards, and legislation.

1.4.1 Other Fire Related Bylaws

There are three additional bylaws that impact the Langford Fire Rescue service.

- *Bylaw 1033* - Regulate the Possession of Fireworks and Limit the Discharge of Fireworks (2006) regulates the possession and discharge of low hazard recreational and high hazard recreational fireworks that includes rocket shells, bombshells, maroons, etc. within the City of Langford. The bylaw is outdated and requires a full review. The bylaw should be included in a new governance and establishing bylaw for the LFR.
- *Bylaw 1532* - Regulate Burning, Prevent and Suppress Fires and Regulate People at Fires in the City of Langford (2014). This bylaw should be reviewed and included in a new governance and establishing bylaw for the LFR.
- *Bylaw 1548* - Amend the Langford zoning bylaw for secondary suites. This amendment was approved in 2015 and is due for review. This bylaw should also be included in a new governance and establishing bylaw for the LFR.

Section 1 – Recommendation and Rationale

Recommendation and Rationale	Section
Recommendation A new governance bylaw be presented to City Council within the next six months to ensure that the services offered by the LFR align with Council's expectations. • The updated document should be reviewed annually, or as significant changes occur to the community to ensure that the noted services levels, service expectations, and authority of the Fire Chief are properly aligned with the service needs of the community. • As part of any bylaw updating process, the draft should be vetted through the city solicitor prior to going to council. • The new bylaw should encompass fire prevention and inspection services, open burning, and fireworks parameters along with new non-compliance penalties.	1.4
Rationale Currently, the LFR have used Bylaw Enforcement for cost recovery or fines and an updated bylaw that is reflective of the needs of the LFR legally confirms services that the LFR provides to the community and the authority to administer fines for noncompliance.	



SECTION 2

Planning

- 2.1 Four Lines of Defence**
- 2.2 NFPA Standards**
- 2.3 Fire Underwriters Survey (FUS)**
- 2.4 Commission of Fire Accreditation International (CFAI)**
- 2.5 SWOT Analysis**
- 2.6 Stakeholders Survey**
- 2.7 Expanding the Fire Protection Model**

SECTION 2: PLANNING

Planning is a key function of any organization. Therefore, planning should be completed with a focus on the present needs of the community, paired with its future growth and how this growth will affect the service demands on the emergency services. The initial phase of such planning efforts is to identify the strengths, weaknesses, opportunities, and threats affecting the department and the community it serves.

2.1 Community Safety – Four Lines of Defence

This review and the recommendations contained within are established, partially on the utilization of firefighters, chief officers, and fire stations. It should be noted that the main focus for a fire department is generally based on three key **Lines of Defence** in relation to servicing its community. These three lines are Public Education, Safety Standards & Enforcement, and Emergency Response. EMG includes the fourth **Line of Defence** as Emergency Management and has been added to the overall concept of community safety.

TABLE #4: FOUR LINES OF DEFENSE

Four Lines of Defense	
1. Public Education	Educating residents has proven to be the most effective means in reducing and preventing fire incidents and property damage. The reduction and elimination of fires before they start is beneficial to the health and safety of a community and the fire department.

Four Lines of Defense

2. Safety Standards and Enforcement	Ensuring that the inspection and enforcement of fire codes arise so buildings meet the required safety standards. Inspections and enforcement are not intended to punish. They are intended to prevent fires as well as to prevent harm to people and property. A collaborative approach ensures this meets the needs of the business and the safety of the community.
3. Emergency Response	The availability of well trained and well-equipped firefighters to respond and effectively mitigate the incident is the last defence. The staff, equipment and fire station locations impact how quickly and efficiently the emergency is mitigated.
4. Emergency Management	In British Columbia a municipality is required to have an emergency plan regarding preparation for response and recovery from emergencies and disasters.

2.2 National Fire Protection Association (NFPA) 1201

To assist with EMG's review and related recommendations, reference has been made to key NFPA standards and how services can be delivered based on the composition of the emergency service.

National Fire Protection Association Standard 1201 – Standard for Providing Fire and Emergency Services to the Public Section 4.3.5 notes:

“The Fire and Emergency Services Organization (FESO) shall provide customer service-oriented programs and procedures to accomplish the following:

1. Prevent fire, injuries and deaths from emergencies and disasters
2. Mitigate fire, injuries, deaths, property damage, and environmental damage from emergencies and disasters
3. Recover from fires, emergencies and disasters
4. Protect critical infrastructure
5. Sustain economic viability
6. Protect cultural resources.”

To accomplish this, an FESO must ensure open and timely communications with the Chief Administrative Officer and governing body (Council), create a master plan for the organization, and ensure there are mutual aid and automatic aid programs in place, along with an asset control system and maintenance program.

The NFPA suggests that response times should be used as a primary performance measure in emergency services. NFPA 1710 refers to goals and expectation for the delivery of fire suppression, emergency medical operations and special operations delivered to the public by career fire departments. More discussion in relation to these two standards will be presented in Section 5.

2.3 Fire Underwriters Survey (FUS)

The Fire Underwriters Survey (FUS) developed and implemented a grading system to set insurance rates for residential, multi-family, commercial and industrial properties. The FUS provides data on public fire protection for fire insurance statistical work and underwriting purposes of subscribing insurance companies. Subscribers of FUS represent approximately 85 percent of the private sector property and casualty insurers in Canada. The insurance rates are based on the score that a

community receives founded on such things as the emergency services assessment which includes a review of apparatus, distribution of companies/ fire stations, staffing, training, maintenance, pre-incident planning, etc.

FUS Certified Fire Protection Specialists will conduct a detailed assessment of the fire risks and fire defences maintained in a community. The results of these surveys are used to establish a Public Fire Protection Classification (PFPC) for each community. While the FUS is not involved in setting rates, the information provided through the Fire Insurance Grading Index is a key factor used in the development of commercial property insurance rates. The PFPC is also used by underwriters to determine the amount of risk they are willing to assume in each community or section of a community.

There are two grades used for the evaluation process:

- 1) **Public Fire Protection Classification (PFPC)**: a numeric grading system from 1 to 10 that is used to rank a community's fire protection program to prevent and control major fires that may occur in multi-family, commercial, industrial, and institutional buildings. The grading scale of Class 1 represents the highest level of protection, and a Class 10 represents the absence of an effective fire protection system.
- 2) **Dwelling Protection Guide (DPG)**: a numeric grading system from 1 to 5 that is used to reflect a community's ability to handle fires in small buildings such as single-family residential dwellings and semi-detached dwellings with a response distance within 8km of continuously accessible public roads. Response from within 5km is preferred due to the quicker response times by the fire department. This grading system is ranked from Grade 1 as the best and Grade 5 as low where the community has little, if any fire protection.

As noted in both rankings, the lower the number the better the fire protection services within the community, which therefore results in lower insurance rates. The fire protection capacities are measured in four areas:

Feature	Weight
1. Fire Department	40%
2. Water Supplies for Firefighting	30%
3. Fire Safety Control-Prevention	20%
4. Fire Service Communications	10%

The risk assessment is a general measurement of the rate of speed that the fire department can respond with sufficient resources to control a fire. The severity of the event is based upon building stock such as size, construction, exposures, occupancy and fire protection systems with the weighted criteria consisting of the following;

Fire Department (40%)

- Number of pumper and ladder trucks
- Distribution of apparatus
- Apparatus design and conditions
- Personnel training
- Training programs
- Response coverage
- Equipment quality
- Pre-fire planning
- Record keeping

- The FUS will also review and consider mutual and automatic aid agreements.

Water Supplies for firefighting (30%)

- An analysis of the water system including the source, supply, and distribution to the hydrant.
- Capacity to provide required fire flows (the amount of water required to confine and control, structural conditions such as construction, number of stories, occupancy, hydrant flow testing and records,
- Adequacy and reliability
- Redundancy and looping
- Hydrant distributions, spacing and maintenance (valve maintenance programs, engineering studies, etc.)

Fire Safety Control (20%)

- Permanent or part time staff assigned to fire prevention
- Fire prevention program and code enforcement
- Building inspections
- Public education program
- Pre-plan program

Fire Service Communications (10%)

- Means of transmitting alarms by the public
- Means of alarm dispatch and dispatching
- Radio communications

The FUS grading system helps communities to plan, budget, and justify improvements within the fire department, water distribution systems, and fire prevention budgets. A well rated fire department, in terms of apparatus, staffing, training, fire prevention, fire safety control and communications, make up 70% of the grading system. The criteria established by the FUS benefit the community in more ways than just the provision of fire protection service but in insurance costs as well.

Canadian insurers of commercial property use the FUS Public Fire Protection Classification (PFPC) to calculate insurance premiums. The Public Fire Protection Classification can be improved by reducing community risk and increasing the capacity of fire protection services. When a community improves its PFPC, or Dwelling Protection Guide (DPG) insurance rates may be reduced, and underwriting capacities may increase. Every insurance company has its own formula for calculating their underwriting capacities and insurance rates; however, the PFPC and DPG classifications are extremely useful to insurers in determining the level of insurable risk present within a community.

Municipal bylaws and controlling the size and type of buildings, exposures and requirements for sprinkler systems are ways to reduce the required fire flows and improve a community analysis for grading. The most common area where investment has the largest impact is in the available fire force sub-category. The best possible PFPC calculation is a result of the investment a community is making in this area. The benefit of improving the PFPC is having a reduction in fire insurance rates within the community.

The City of Langford was assessed in 1977 and in June 2021 another FUS assessment was initiated for the City of Langford. At the date of writing this document, the City of Langford has not received the final assessment document. The FUS was also requested to conduct a joint review of the Westshore departments, and no further information was available for the consultants during this review process.

2.4 Commission on Fire Accreditation International (CFAI)

When a fire department applies a model of risk assessment to help determine their level of emergency services commitment, they have moved from being reactive to being proactive. The NFPA standards represent the benchmark to strive for in the fire service.

The CFAI is recognized as the organization that has incorporated all national and local standards, which has become the model for best practices for all fire departments.

Benefits of Accreditation:

- A system for risk assessment, decision making, and continuous improvement
- A plan for sustainment and self-assessment
- Agency performance objectives and performance measures
- Verification by peers

The CFAI program revolves around 11 categories, which are:

1. **Governance and Administration** – includes such things as organizational reporting structure, establishing and regulating by-law requirements, etc.
2. **Assessment and Planning** – evaluating the organization in relation to future planning
3. **Goals and Objectives** – what are the goals of the fire service; do they have a strategic plan in place
4. **Financial Resources** – does the organization have sufficient funding in place to effectively meet the needs of internal and external stakeholders
5. **Community Risk Reduction Program** – this includes fire prevention, fire suppression, training, emergency management
6. **Physical Resources** – what is the state of the fire stations and are they located in the best location to respond to the community in a timely manner
7. **Human Resources** – staffing of the organization in all divisions and how the fire service works with the municipality's Human Resources Department
8. **Training and Competency** – review of all training programs based on what the fire department is mandated to provide
9. **Essential Resources** – this section covers such things as water supply, communications/dispatch, and administrative services
10. **External Systems Relations** – includes such topics as mutual aid, automatic aid, third party agreements, etc.
11. **Health and Safety** – this section focuses on having adequate programs and processes in place to ensure the health and safety of all staff, thus reducing liability on the organization, and making it more effective and efficient.

The adoption of some of the CFAI program and its recommended practices will assist the Fire Chief in comparing the fire department's present practices with those recommended by the CFAI. This could result in improvements operationally and administratively in the fire department and community.

2.5 Strengths, Weaknesses, Opportunities, and Threats (SWOT)

The strengths and weaknesses portion of a SWOT analysis are based on an internal review that identifies what is working well, along with recognizing areas for improvement. The opportunities and

threats would be related to external influences and how these influences affect the operations and response capabilities of an emergency service.

During this review, EMG conducted in-person and virtual engagement sessions with all LFR personnel. These sessions provided opportunities to better understand the experiences, perspectives, insights, and feedback from the full scope of members. This assessment process included all Chief Officers, the four Captains, all four Suppression Platoons (Firefighters), LVFFA President, Lieutenant – EP, ESS Coordinator, FireSmart Coordinator, and the IAFF Local 2848 President. This in-depth process of organizational assessment is a systematic review of an organization's processes, work environment, and structure. These sessions act as a diagnostic tool that focuses on the organization as a whole rather than on any individual. An organizational assessment is not a quick, stopgap measure. Based on this approach, a full and comprehensive SWOT analysis was not undertaken, yet some key themes did arise through the organizational assessment that fit within these categories and should be highlighted.

2.5.1 Strengths

Resounding affirmation of positive workplace culture. Confidence in leadership and positive outlook on the future of the fire department.

2.5.2 Weaknesses

Growing pains as the LFR transitions from an all-volunteer force towards a composite model with career personnel at the core.

2.5.3 Opportunities

A dynamic and engaged workforce throughout the LFR that is open, adaptable, flexible, and highly motivated.

2.5.4 Threats/Challenges

Pace of growth in the community outpacing that of the fire department, with potential impact to the service being delivered to the community members.

2.6 Stakeholder Surveys

Staff surveys and interviews are essential. They help provide a complete understanding of how well the LFR is meeting the needs of its staff and the community as well as provide support to Council to make informative strategic decisions that affect the future of their community. In addition to the comprehensive engagement method described above, a supplementary opportunity was provided to the general members of the LVFA. This staff feedback was requested in the form of a blind survey, via Survey Monkey. While responses were limited, the themes reinforced the information derived through the in-person and virtual interviews conducted throughout the LFR.

2.6.1 Internal Surveys

Much of the information received from the process of undertaking the organizational assessment and internal surveys identified the following:

The Langford Fire Rescue is currently in a unique transition phase. The rate of growth in Langford is transforming the face of the community. As noted earlier, Langford's population increased rapidly from roughly 35,000 in 2016, to 46,000 in 2021 equalling a 31.8% increase. With these changes in the community, the fire department has been working diligently to keep pace with the increasing pressures on its service delivery model; everything from fire service occupancy inspections to fire and medical responses. The staff of the LFR are the Fire Departments' greatest asset. A high level of confidence was expressed towards the LFR leadership team, and the course being charted by them for the Fire Department. Not only do personnel express this verbally, but by their very actions; the willingness to take on projects, tasks and assignments that would not be common in other career fire departments is unquestionably worthy of acknowledgement. While many of these types of activities will need to be reduced or restrained as the LFR matures, their very willingness to step up and complete these tasks demonstrates the high level of commitment to the success of the LFR that the personnel have. This is reflected again and again in the desire to ensure the citizens of the City of Langford have the best possible service provided to them in what is often their greatest time of need.

2.7 Expanding the Fire Protection Model

In 2017 the Fire Chief provided an in-depth document titled, "Expanding the Fire Protection Model" to City Council. This document highlighted four key areas;

1. Requirements of a Full-Service Fire Department
2. 2017 Technical Report authored by Dave Mitchell and Associates

3. Advantages of following the Technical Report
4. Disadvantages of following the Technical Report

The growth of the City of Langford has been substantial with a 31.8 % rise in population from 2016 to 2021, making the city the fastest-growing municipality in B.C. and the third fastest-growing community in Canada. EMG indicates that administration could not have foreseen nor expected such a rapid increase in population and an increase in the demand for services delivered by the LFR.

In 2016, the City of Langford declared that the LFR would provide Full-Service Operations to the City (as identified in the BC Playbook) and require firefighters to be trained to NFPA 1001 FF2 standard and fire officers to meet the NFPA 1021 standard for Fire Officer I. As noted, in the Expanding the Fire Protection Model report the LFR has historically trained firefighters to that level, but it came with the challenge to have firefighters conduct live fire sessions and a proper training facility for other fundamental firefighting skills.

With the existing model of stipend firefighters and only qualified NFPA 1001 Level 2 firefighters being hired as stipend firefighters, the LFR is able to have control over the number of qualified firefighters on scene. A challenge continues with the volunteer members and their ability to get training in technical rescue, extrication, hazardous materials incidents, etc.

With the addition of career firefighters, the LFR moved from NFPA 1720 and now falls within NFPA 1710 (More on this in Section 5.3). The key performance measurement for NFPA 1710 is staffing and response times. Currently, the LFR does not meet the minimum staffing level for a basic residential structure fire and even with the BC Building Code requiring increased setbacks or residential sprinklers for properties outside of a 10-minute response time from the fire department, minimal staffing means that firefighters are limited to what tactical objectives they can perform.

An important point in the report is the growth near Bear Mountain, Westhills, south Langford, and Center Mountain and the existing staffing model of the LFR where the increase in career staff would positively impact a FUS analysis.

The Expanding the Fire Protection Model report identified that more fire inspectors would be hired by the City, but this has not occurred and the existing model of having two Captains (on a shift rotation) in charge of fire inspections creates a gap in consistent fire inspections and follow up inspections to pre-empt and resolve noncompliance issues. Having the platoon Captain away from the station conducting fire inspections also impacts the effective response force of the engine company.

Section 2 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	The LFR request the FUS to conduct a formal review of the fire protection services in the City of Langford to get a new grading result and assess whether the Westshore departments can be structured to increase response capacity while reducing redundancies between the fire departments.	2..3
Rationale	An improved grading generally results in lower insurance rates, while a poor grading may negatively impact the insurance rates. The FUS will be able to identify and provide guidance to the LFR to address gaps and minimize existing gaps regarding the overall grading result.	



SECTION 3

Risk Assessment

- 3.1 Current & Future Needs
- 3.2 Community Risk Assessment
- 3.3 Integrated Risk Management Approach
- 3.4 Residential Fire Sprinklers & Monitoring Fire Alarm Systems
- 3.5 Fire Services Policies, Directives & SOG's

SECTION 3: RISK ASSESSMENT

The project scope did not request a Community Risk Assessment; however, EMG has provided a high-level risk assessment for the LFR. The NFPA defines risk management as the process of planning, organizing, and controlling the resources and activities of an organization in order to minimize detrimental effects on that organization. A completed risk assessment for the LFR would identify, analyze, evaluate, and prioritize the risks to public safety so informed decisions can be made by the LFR for the provision of fire protection services.

3.1 Current and Future Needs

The population of Langford is forecasted to grow to approximately 60,000 by the year 2026. With a land area of 41.43 km² the community contains developed areas including single family, multi-unit, low rises, and high rises and over 3,000 businesses. The number of private dwellings increased by 34.4% from 2016 for a total of 19,050 private dwellings which makes Langford the fastest growing municipality in British Columbia. The numerous hiking and bike trails, world class golf courses and parks make Langford an attraction for tourists and new families.

3.2 Risk Assessment Overview

The first and most effective way to reduce injuries, death, and property damage due to fire is through public education, inspections, and enforcement. The fire prevention and education strategies address these key components of fire safety and starts with conducting a Community Risk Assessment (CRA).

Risk assessment is the process utilized to identify the level of fire protection required within the boundary of the City of Langford. It measures the probability and consequence of an adverse effect to health, property, organization, environment, or community because of an event, activity, or operation.

Council has the authority to establish the level of fire protection within their city and the Fire Chief is responsible for informing Council of all risks existing within Langford. Based on this information Council can make an informed decision on the level of service to be provided for the residents of Langford.

NFPA 1300, Standard on Community Risk Assessment and Community Risk Reduction Plan Development defines, in Article 3.3.2, that a Community Risk is:

“Risk that pertains to the community, including the aggregate potential of loss or damage to critical infrastructure, individual properties, or stakeholders that could have a significant detrimental impact on the overall community.”

It further defines, in Article 3.3.3, that a CRA is:

“A comprehensive evaluation that identifies, prioritizes, and defines the risks that pertain to the overall community.”

While Article 3.3.4 defines Community Risk Reduction as:

“A process to identify and prioritize local risks, followed by the integrated and strategic investment of resources to reduce their occurrence and impact.”

Two basic risk categories associated with the fire service are *Operational Risk* and *Organizational Risk*. Operational risk is the responsibility of the LFR to determine the risks within its community and plan strategic, tactical, and task-orientated plans to mitigate incidents. Organizational risk is a function and responsibility of City Council to determine the disciplines, level of service, staffing, stations, and approval of the department business plan based on the overall risk assessment of the municipality.

The accumulation and analyzation of these factors will assist in applying this information to identify potential risk scenarios that may be encountered. It is during the assessment of the information gathered, which includes the likelihood of these scenarios occurring and subsequent consequences, that will assist in answering the following questions:

- What could happen?
- When could it happen?
- Where could it happen?
- Who could it happen to?
- Why could it happen?
- How likely could it happen?
- How bad would it be if it happened?
- What can be done to mitigate or prevent any or all the above?

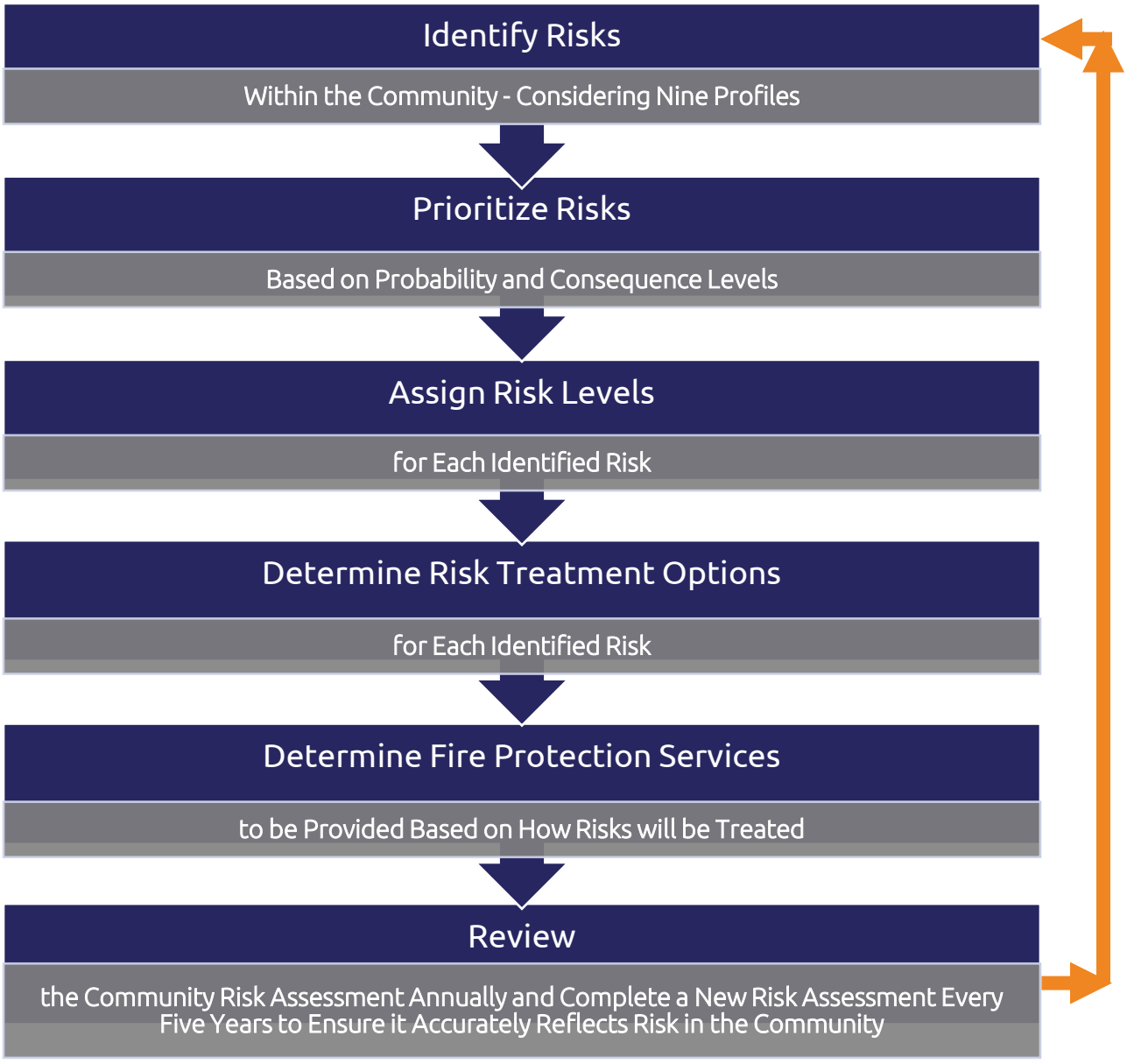
Once these questions are answered, they will frame the basis for formulating and prioritizing risk management decisions to reduce the likelihood of incidents occurring and to mitigate the impact of incidents when they occur.

Two ways to collect and analyze data are through quantitative and qualitative analysis. Quantitative analysis assesses statistics and counts. Qualitative analysis assesses anecdotal information and testimonials. This information will assist in the completion of the CRA, which may identify gaps and areas where actual conditions vary from the desired outcomes. Data to be reviewed for each mandatory profile include:

- ***Demographics Profile*** – age, gender, educational attainment, socioeconomic makeup, vulnerable individuals or occupancies, transient population, ethnic and cultural considerations.
- ***Geographic Profile*** – waterways, highways, canyons and other landforms, railroads, wildland-urban interface, bridges, and other specific features of the community.
- ***Building Stock Profile*** – potential high-risk occupancies, whether residential, commercial, or industrial, building density, building code classifications, age of the structure(s), occupancies that could be a high life safety risk, historic buildings.
- ***Public Safety Response Profile*** – the way resources are distributed within the community, their deployment and usage, types of incidents responded to and the frequency of such incidents including the seasonal variations and time of day.
- ***Community Service Profile*** – existing planning and zoning committees, schools, seniors’ organizations, ratepayers’ associations, mental-health organizations, faith-based groups, cultural/ ethnic groups.
- ***Hazard Profile*** – human, technological or natural hazards.
- ***Economic Profile*** – infrastructure, local employers and industries, institutions, community’s tax base, local attractions.
- ***Past Loss/ Event Profile*** – consideration to the impact and frequency of an event; identify large acute events which have a low frequency but a high impact, or small chronic events which have a high frequency with a low impact.
- ***Critical Infrastructure Profile*** – the facilities and services that contribute to the interconnected networks, services and systems that meet vital human needs, sustain the economy, and protect public safety and security.

In the interpretation phase of the data collected for the nine profiles, the matters that are only relevant to fire protection services are considered. The following flow chart outlines the process whereby risks are to be identified from past events while also reviewing future growth trends within the municipality relating to demographics and building stock.

TABLE #5: COMMUNITY RISK ASSESSMENT FLOW CHART

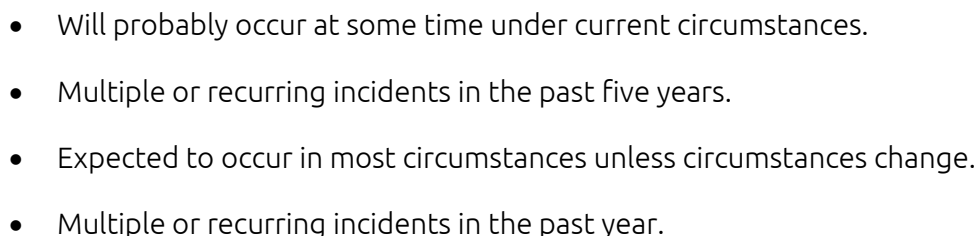


These evaluations are based on four levels of probability as outlined in NFPA 1300's Risk Assessment Matrix:

- May occur in exceptional circumstances.
- No incidents in the past 15 years.

- Could occur at some time, especially if circumstances change.
- 5 to 15 years since last incident.

- Might occur under current circumstances.
- One incident in the past five years.



Consider the consequences of an event when it occurs, whether it be minor or major in intensity. The use of professional judgement and reviews of past events are important to establishing the quantification levels. To establish this level, four components are to be considered:

- ***Life Safety***– any injuries or loss of life to anyone involved including public and firefighters (includes actual or potential situations).
- ***Property Loss***– the dollar loss relating to public and private buildings, contents, irreplaceable assets, significant/ symbolic landmarks, and critical infrastructure.
- ***Economic Impact***– monetary losses associated with income, business closures, downturn in tourism, tax assessment value, loss of employment.
- ***Environmental Impact***– harm to humans, vegetation, and animals; the decline in quality of life due to air/ water/ soil contamination because of either the fire or fire suppression operations.

The impacts are categorized according to four severity levels.

No Impact

- no or insignificant consequences to life safety, value of property loss, impact on the local economy or the general living conditions.

Limited Impact

- potential life safety risk to occupants is low, minor property loss or disruption to business or general living conditions.

Substantial Impact

- a threat to life safety of occupants, a moderate loss of property, the threat to loss of business or could pose a threat to the environment.
- large dollar loss with significant property loss, large threat to local commerce and tourism, impacts the environment that would result in short-term evacuations.

High Impact

- significant loss of life, multiple properties with significant damage, long-term disruption of business, employment, and tourism along with environmental damage resulting in long-term evacuations of residents and businesses.

The four different levels of risk treatment are:

- 1) **Avoid the Risk** – Implementation of programs to prevent fires or emergencies from occurring.
- 2) **Mitigate the Risk** - Programs and initiatives implemented to reduce the probability and/or consequences of a fire or emergency.
- 3) **Accept the Risk** – After identifying and prioritizing a risk, it is determined that there are no specific programs or initiatives to be implemented to address this risk.
- 4) **Transfer the Risk** – The fire department has chosen to transfer the impact and/or management of the risk to another organization or body outside the agency.

TABLE #6: NFPA OCCUPANCY RISKS

Occupancy	Definition
High Risk Occupancy	An occupancy that has a history of high frequency of fires, or high potential for loss of life or economic loss. Alternatively, an occupancy that has a low or moderate history of fire or loss of life, but the occupants have an increased dependency in the built-in fire protection features or staff to assist in evacuation during a fire or other emergency (e.g., apartment buildings, hotels, dormitories, lodging and rooming, assembly, childcare, detention, education, and health care).
Moderate Risk	An occupancy that has a history of moderate frequency of fires or a moderate potential for loss of life or economic loss (e.g., ambulatory health care, and industrial).

Occupancy	Definition
Low Risk	An occupancy that has a history of low frequency of fires and minimal potential for loss of life or economic loss (e.g., storage, mercantile, and business).

Conducting a review of every building within the City of Langford may not be practical and based upon the existing staffing model, a review of every building within the City of Langford is not going to occur. Utilizing the NFPA 1730 definitions of risk categories may guide Council in deciding the focus and service level within the community. Council should determine, with input from the Fire Chief, an acceptable level of risk to manage within the community based on its needs and balanced with the circumstances to deliver the services.

As noted earlier, EMG was not required to conduct a formal CRA, however, during EMGs review of the city the following are just a few of the top risks within the community. Some risks may impact neighbouring municipalities and the risk identified below are not in the order of their level of risk.

- **Bodies of Water** – The LFR has an 18-foot zodiac with a fire pump and firefighters have their Pleasure Craft Operators Certificates. The LFR is transitioning to RCMSAR out of Brentwood Bay for water rescues in salt water and retaining freshwater rescue with View Royal FD aiding.
- **City of Langford** - New developments are bringing an increase in population and building stock. The increased demand on fire inspections and public education events exists and it is a significant challenge for staff to keep up with inspections of new facilities and maintain a regular inspection schedule of other buildings within the City of Langford. Only two Captains have *NFPA 1031 Standard for Professional Qualifications for Fire Inspector and Plan Examiner* which severely limits the number of fire inspections conducted annually.

NFPA 1730 recommends the inspection frequency on high-risk classifications to be annually, moderate risk to be every two years and low risk to be every three years; with critical infrastructure to be conducted as per the AHJ requirements. There is a willingness to conduct fire inspections, however both Captains, being on different platoons, are only able to conduct inspections during dayshifts. Based upon research and information received, there is a large gap in the number of fire inspections

being conducted within the City of Langford and this can be attributed to the lack of a full-time fire inspector working Monday-Friday and coordinating fire inspections as per NFPA 1730 standards.

As noted in this document, a stand-alone fire prevention and education division does not exist in the LFR, and these activities have been assumed by the Assistant Fire Chief and two Suppression Captains. A recommendation is provided in this Master Plan to assess the feasibility of an improved staffing model to implement a stand-alone Fire Prevention Division.

- **Technical Rescues** –The existing technical rescue certification process is primarily focused on high angle rescue and confined space. Many of the career firefighters are trained to the technician level for both high angle and confined space. When firefighters are operationally certified they can then attend the tower crane certification which is offered once a year. Highly technical rescues may require additional resources from mutual aid departments and combined training events in these specialties should occur regularly.
- **Hazardous Material Incidents** –Five of the career staff are trained to the Haz Mat Technical Level with three of them being a part of the Capital Region District Haz Mat Team. Over 60 firefighters from across the CRD are trained as Haz Mat Response Technicians and have access to specialized equipment that is stored and maintained by the Central Saanich Fire Department. The fire departments and the Ministry of Environment work together along with other parties to contain a spill and minimize the impact to the safety of people and the environment. The CRD water treatment facility is located within the LFR response area with significant amounts of Chlorine and Ammonia being stored onsite. There is a high volume of fuel being transported along the Trans-Canada Highway and the LFR along with the CRD Regional is prepared to deal with Haz Mat incidents within the City of Langford.
- **Weather Events** –The Province of British Columbia uses Alert Ready to notify residents of emergencies when applicable. The City of Langford uses Alertable, and Langford residents can subscribe to the City of Langford Alertable service called the “Westshore Alert” where they can receive mass notifications for the City of Langford, Colwood, View Royal and the Highlands.
- **Domestic Terrorism** – Can occur in any community and include an active shooter, to sabotage of municipal infrastructure such as water treatment plants and cyber-attacks, such as many British Columbia and Ontario municipalities experienced a few years ago. There are also industries in the city that are at risk of experiencing some form of domestic terrorism. Use *NFPA 3000, Standard for an Active Shooter/ Hostile Event Response (ASHER) Program*.

In 2016 a school shooting occurred in La Loche, Saskatchewan killing two teachers and wounding seven others. Domestic terrorism is a reality today and active shooter and hostile event training should be provided with cooperation from the West Shore RCMP Detachment.

- **Building Stock** – Based upon the development trends over the past five years and combined with the long-range outlook for regional housing additions by structure type, the projection is that there will be an increase of 14,056 new ground-oriented homes in the City by 2051 and 19,350 apartments. The City has numerous high rises (over six storeys) ranging from nine to 24 storeys with zoning designations in the City ranging from no height limit to a 15 storeys.



- **Industries** –the CRD Water Treatment Plant on Sooke Lake Rd has hazardous materials, and its geographic location can pose a threat to the Goldstream Provincial Campground. Response plans are in place and semi-regular response drills occur, but due to the potential for life safety the response plan should be scheduled annually rather than on an as need basis. The main Fortis gas line, main BC Hydro high tension lines and main CRD water line to feed the South Island come down the same corridor (Langford Parkway between Westshore Parkway and Jacklin Rd) and is an area of vulnerability especially in an earthquake. No plan exists for these risks and a formal risk assessment should be conducted.
- **Demographics** –Chinese, Filipino, Latin American and Southeast Asian make up most visible minorities. The LFR should analyze fire related data and determine the need to provide appropriate education and prevention programs for seniors, Indigenous and visible minorities.
- **Langford Fire Rescue** –As per the NFPA 1710 standard, a minimum of 16 members is required (17 if an aerial device is used) for response to a single-family residential structure fire and with the existing staffing model of four career firefighters the LFR falls short of meeting the NFPA 1710 standard. Through a mutual aid agreement, Engine Companies from View Royal and Colwood respond, and this generally includes a minimum of 12 firefighters and one or two chief officers. A staffing model will be presented in this Master Plan.

3.2 Community Risk Reduction Plan

When the LFR completes a CRA and the risks are identified, the process begins to develop a Community Risk Reduction Program (CRRP). The CRRP coordinates emergency operations with prevention and mitigation efforts throughout the community and at the fire station level. Involvement of fire station personnel is critical for both gathering local risk data and performing activities necessary to implement the CRRP.

A CRRP improves firefighters and emergency responder safety, health, along with reducing line-of-duty deaths. This is due in part to the strategic prioritization in the number of fire inspections and public education events, enforcement of the fire code and provincial legislation and thereby reducing the number of fires in the community.

There are additional reasons why the LFR should begin the process of developing a CRRP:

- The presence of new and emerging hazards, that are identified, and the risks managed, which makes the community safer.
- Declining budgets among fire departments and local governments, thereby better resource allocation.
- Rapidly changing community demographics.
- Community engagement.
- The avoidance of potential ramifications of hazards that were ignored or not fully addressed.
- Better defines the fire department's purpose and value within the community, beyond just fighting fires.

3.2.1 Develop Mitigation Strategies & Tactics

In order to develop mitigation strategies a community risk assessment should be completed that identifies community risks and their subsequent risk priority. Developing mitigation strategies would require input from stakeholders, including those most affected by the risk. Stakeholder involvement is paramount and should always be included in the decision-making processes. It will necessitate decisions to determine what tactics and strategies will be necessary to prevent and/or mitigate those risks with the highest priority.

During the development of the plan, there are five elements that should be included:

- ***Education:*** Determining the appropriate type and mix of educational messaging necessary to inform the public and effect behavioural change. More encompassing education through different mediums of social media.
- ***Enforcement:*** Identifying whether stronger enforcement is necessary or if newer codes and standards need adoption. Notification of the public on successful convictions through the justice system.
- ***Engineering:*** Determine whether there are engineering or technological solutions to address the identified risk(s).
- ***Emergency Response:*** Changes to the emergency response protocols, SOGs, SOPs, and policies to better meet a specific risk or need. This may require additional resources such as stations, apparatus, equipment, staffing, and/or enhanced levels of training.
- ***Economic Incentive:*** Identifying whether financial incentives will improve compliance or help increase awareness of community needs.

3.2.2 Prepare the CRRP

Develop a written plan once the risks are identified and prioritized and strategies and tactics are identified for prevention and mitigation.

3.2.3 Implementation of the CRRP

The implementation of the completed CRRP usually involves several steps. The process should include timelines, which can be quick and focused or slow and methodical. The implementation may rely on the fire department, community partners, or a combination of both.

3.2.4 Monitor the Progress, Evaluate Your Findings & Modify the CRRP

The final step involves monitoring and evaluating the effectiveness of the plan and adjusting, as necessary. This will enable the organization to determine if they are achieving their desired goals and/or if the plan is or is not having an impact. Ongoing monitoring allows for plan modifications in a timely manner.

The CRRP is a gateway to the reinvention of the fire service culture. It requires buy-in from council along with vision, and strong leadership to champion needed change and navigate the process. Having a successful CRRP will bring additional resources to the effort through partnerships within the fire department as well as the community it serves. The community-based approach increases public safety because of the collective work within the community to understand, assess, and provide inclusive solutions to community safety issues.

3.3 Future Needs

Understanding the community and its needs allows the Fire Chief and staff to be proactive with education and enforcement programs for the public. When fires, technical rescues, medical or emergency situations occur within the community, the firefighters are prepared to perform their duties because they are trained and understand the unique and special hazards that are found within the community. These hazards must be identified in a risk assessment so the Fire Chief can ensure preventative and mitigative programs are in place. As the City of Langford continues to grow in population and building stock, the frequency of and the need for services will grow.

3.4 Residential Fire Sprinklers as a Risk Reduction Strategy

The NFPA, along with the Canadian Association of Fire Chiefs (CAFC), are strong supporters of residential sprinkler systems to reduce the risk to life and property from fire. Because fire sprinklers react so quickly, they can dramatically reduce the heat, flames, and smoke produced in a fire. Properly installed and maintained fire sprinklers help save lives, reduce damage, and make it safer for firefighters.

Fire sprinklers have been around for more than a century protecting commercial and industrial properties and public buildings. What many people do not realize is that the same life-saving technology is also available for homes, where roughly 85% of all civilian fire deaths occur.

Working smoke alarms provide an early warning for occupants but do not control the fire. Residential sprinklers will activate when heat from a fire (135-165° Fahrenheit/57-74° Celsius) melts a solder plug or glass tube which will release water as a spray to cover and suppress the fire. Residential sprinklers will activate before the room temperature reaches flashover conditions and not only reduces fire damage but saves lives.

In 2017, a study titled, 'Sprinkler Systems and Residential Structure Fires'; Revisited: Exploring the Impact of Sprinklers for Life Safety and Fire Spread' published by the University of Simon Fraser Valley

analyzed data from 439,256 fire incidents in Canada. Of these fires, 97% of the fires occurring in residential buildings without sprinkler protection resulted in 99.2% of the fire deaths. More interesting, the study recognized that in the absence of residential sprinkler protection the death rate per 1,000 more than tripled that of sprinklered homes.

There can be a misconception that residential sprinklers will reduce or replace the need for firefighting staff and a quick response time. It must be noted that residential sprinklers are a part of an effective fire prevention system to reduce fire property damage and fire deaths. Today the fire department is typically an all-hazards department where services are provided for hazardous material release, technical rescues, vehicle and heavy rescue, wildland urban interface firefighting and a host of prevention and educational services.

The City of Pitt Meadows, B.C. has had a regulation for residential fire sprinklers since 1991. In 2012/2013 there were three fires in multi-family apartment units where the residential sprinklers rapidly extinguished the fires with minimal water damage. The City of Pitt Meadows is one example of a successful implementation and mandate for residential fire sprinklers in the city. The City of Chilliwack also has a bylaw where if a residential dwelling is outside of a 10-minute intervention time from either of the two career staffed fire departments, the residence must be sprinklered.

3.4.1 Facts About Home Fire Sprinklers

Unfortunately, due to the lack of Canadian statistics, EMG must rely on American statistics. Since there are so many similarities in building construction, however, the statistics are an accurate reflection of the Canadian experience.

Automatic sprinklers are highly effective and reliable elements of total system designs for fire protection in buildings. According to an American Housing Survey, 8% of occupied homes (including multi-unit) had sprinklers in 2010-2014 up from 4.6% in 2009³.

- 85% of all U.S. fire deaths occur in the home.
- The civilian death rate of 1.4 per 1,000 reported fires was 81% lower in homes with sprinklers.

³"NFPA Research - U.S. Experience with Sprinklers, Marty Aherns, October 2021", accessed on December 31, 2021, <https://www.nfpa.org/News-and-Research/Data-research-and-tools/Suppression/US-Experience-with-Sprinklers>.

- The civilian injury rate of 25 per 1,000 reported fires was 31% lower in homes with sprinklers. Many of the injuries occurred in fires that were too small to activate the sprinkler or in the first moments of a fire before the sprinkler operated.
- The average firefighter injury rate of 13 per 1,000 reported home fires was 789% lower where sprinklers were present.
- Where sprinklers were present flame damage was confined to the room of origin in 97% of the fires compared to 74% of fires without sprinklers.

In 2021 some fire safety statistics⁴ were released which includes:

- 40% of fire deaths happen in homes with no smoke alarm
- 17% of home fire deaths occur due to a non-functional smoke alarm
- 25% of smoke alarm failures with a deadly outcome occur due a dead battery
- \$235 million per year in property damage is caused by children starting fires
- Smoke alarms decrease the risk of dying in a home fire by 50%
- Electric space heaters are the cause of 80% of house fires with a deadly outcome
- Fire sprinklers can reduce the chance of death in homes by 80%
- According to the National Fire Protection Association, firefighters in the US respond to a fire every 24 seconds
- Fire sprinklers use less water than fire hoses
- Sprinklers activate on an individual basis
- The risk of property loss is reduced by 70% in homes with sprinklers

In 2009 the Home Fire Sprinkler Coalition (HFSC) partnered with FM Global, one of the world's largest commercial property insurers, to identify and evaluate the environmental impact caused by home fires. With the growing concern of protecting the environment and reducing greenhouse gas emissions FM Global conducted full-scale tests to identify the environmental impact of sprinklered and non-sprinklered home fires. Interestingly, the testing identified that there were significant positive environmental impacts of sprinkler systems;

- Greenhouse gas emissions were cut by 97.8%.

⁴ Safeatlast - The Latest Fire Safety Statistics - Stay Safe in 2021, Published January 30, 2021, accessed on December 31, 2021, <https://safeatlast.co/blog/fire-safety/>

- Water usage was reduced between 50% and 91%.
- Fewer persistent pollutants, such as heavy metals, were found in sprinkler wastewater versus fire hose water.
- The high pH level and pollutant load of non-sprinkler wastewater are an environmental concern.

Residential sprinkler systems can reduce the amount of water run-off and pollution, reduce fire damage by up to 71%, and reduce the amount of water used to fight a residential fire by as much as 91%.⁵

The HFSC is a leading resource for accurate non-commercial information and materials about home fire sprinklers for consumers, the fire service, builders, and other professionals.

By working with the developers and the public in promoting the installation of home sprinkler systems, the LFR would be demonstrating a pro-active approach to educating the public on another viable option for homeowners to help reduce the risk from fire. As such, it is recommended that LFR investigate this safety initiative as part of their fire prevention and public education initiatives.

3.5 Fire Services Policies, Directives, and SOG's

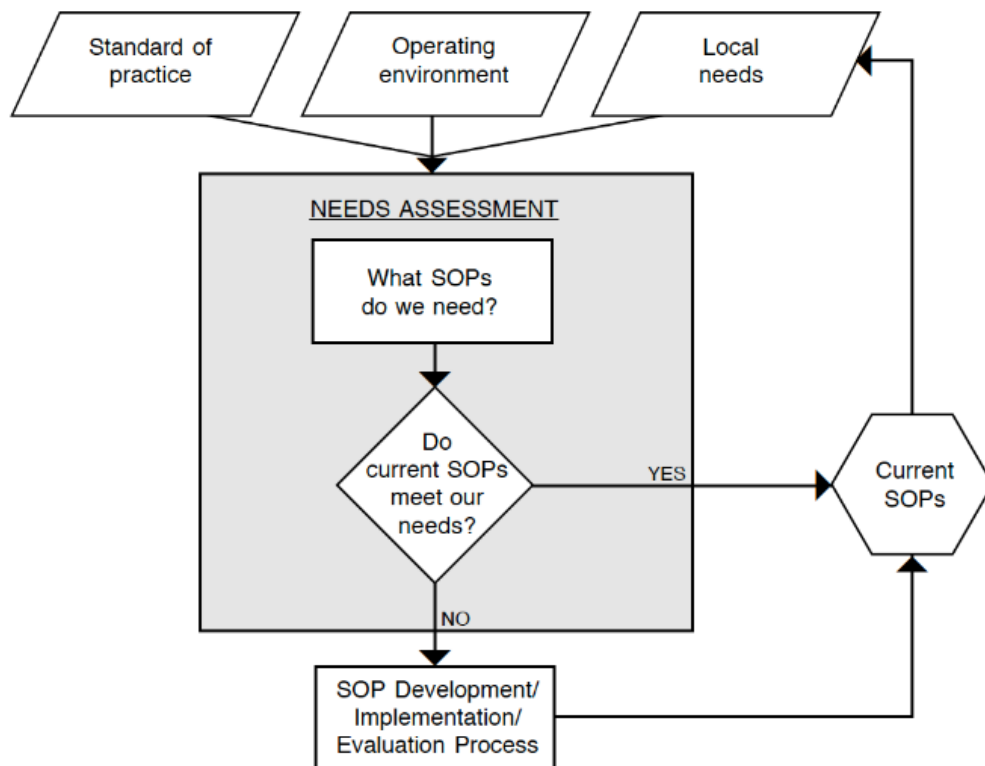
A review was conducted on the LFR's Operational Guidelines. Policies and guidelines have enormous value as they are a key foundation to a department's success. The backbone of any emergency service is its policies, SOPs and SOGs, which govern and provide direction on its operations.

- **Policy:** a high-level statement that expects consistent compliance. There is very little to no leeway permitted with a policy.
- **Guideline:** a standard with an acceptable level of quality or attainment on how to act in each situation with non-mandatory controls.
- **Procedure:** a standard with an acceptable level of quality or attainment in a series of detailed steps to accomplish an end. There are step-by-step instructions for implementation.

⁵ Ontario Association of Fire Chiefs, published 2022, <https://www.oafc.on.ca/oafc-key-messages-residential-sprinklers>

The Federal Emergency Management Agency (FEMA) identifies that a needs assessment be conducted to keep SOGs current and valid. See the FEMA recommended process flow chart below.

FIGURE #3: SOG NEEDS ASSESSMENT MODEL (FEMA)



SOGs are written to provide directives for firefighters for specific emergencies based upon the level of service identified in a bylaw. Reviewing and revising SOGs can be time consuming, but this is a task that should be performed annually to determine whether the SOG is relevant or needs to be revised.

The LFR Operational Guidelines are numerous, and it was noted that many could easily be combined into a single Operational Guideline. For example, there are three separate operating guidelines for the Duty Officer, and these could be combined into one Operational Guideline to make it easier for staff to retrieve. Operational Guidelines that should be considered, in regard to strategic and tactical assignments for high-risk incidents, include the initial strategic and tactical assignments for the first due Engine at a structure fire. With View Royal and Colwood also responding to structure fires, an operating guideline should identify how these resources will be utilized and how a common personnel

accountability system will be used on scene. There may be significant value in creating tri-municipal Operational Guidelines where procedures are concerned.

To ensure all the SOGs are current, the administration should conduct a needs assessment where the internal and external factors impacting an Operational Guidelines are considered. By considering legislation, governance, industry standards and the local needs, it can be determined what Operational Guidelines are required and whether current operating guidelines meet the needs of the LFR.

Most of the operating guidelines are dated and should be reviewed and revised accordingly. Best practice dictates that the Operational Guidelines are reviewed regularly, and it would be cumbersome and time consuming to expect the Fire Chief and Deputy Fire Chief to review and revise all Operational Guidelines annually.

3.5.1. Evaluating the Operational Guidelines

The evaluation of Operational Guidelines is a complex task that must be conducted regularly and strategically. If a guideline exists that is outdated or no longer applicable, it must be revised or removed otherwise confusion will exist. An Operational Guideline should be evaluated when specific circumstances exist, which include:

- An incident that resulted in a tragic or negative outcome for the fire department.
- Rapid growth of a community resulting in new construction methods or standards.
- A change in federal or provincial legislation.
- Demographic changes in the community that increase the risk of fire or personal injury.
- Changes in fire service agreements.

The evaluation process should also identify whether the Operational Guideline resulted in the appropriate changes in employee behaviours and or departmental objectives. If there were obstacles in administering the Operational Guideline, this should also be noted, and steps need to be taken to determine what the obstacles were and how they can be resolved.

A complete review of the Operational Guidelines will be a lengthy and involved process and the Fire Chief and Deputy Fire Chief should not take this task on by themselves. The establishment of an Operational Guideline Committee that establishes its own Terms of Reference would be a great asset to the Department in many ways; the SOGs would be updated and current with staff being involved in

the Department's operations. Receiving feedback and ideas from line staff is a significant benefit as they perform the tasks and have ideas and experience to provide reasonable input into Operational Guideline development. It will remain the role of management to implement, but administration can never go wrong getting feedback from those that perform the job every day.

Section 3 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	That City of Langford and Langford Fire Rescue complete a Community Risk Assessment, in accordance with NFPA 1300, and that it falls in line with the findings of the Fire Master Plan and upon completion of the CRA, the Fire Chief, city staff and city stakeholders develop and implement a Community Risk Reduction Plan.	3.3
Rationale	A completed risk assessment for the LFR would identify, analyze, evaluate, and prioritize the risks to public safety so informed decisions can be made by the LFR for the provision of fire protection services.	
Recommendation	That Langford Fire Rescue work with city stakeholders to promote the use of residential home sprinklers as part of the overall fire prevention strategy.	3.4.1

Recommendation and Rationale		Section
Rationale	The use of residential home sprinklers has a track record of extinguishing fires and reducing fire property damage and fire deaths	
Recommendation	The creation of an OG Committee with representation of all Divisions of the Department should be established in the immediate future. It is further recommended that the Department's OGs be reviewed regularly.	3.5
Rationale	Involvement of Department staff in the development and implementation of the OGs ensures that each document is viewed from all angles, develops into a current and applicable document and it helps to create a greater level of ownership for the final document.	



SECTION 4

Fire Department Divisions Non-Suppression

- 4.1 Administration
- 4.2 Fire Prevention & Public Education
- 4.3 Training & Education Division
- 4.4 Training Facilities

SECTION 4: FIRE DEPARTMENT DIVISIONS – NON-SUPPRESSION

Within the scope of work noted in the original RFP document, EMG was to undertake a thorough review of all areas of the Fire Department and to assess future needs and sustainability.

This section will discuss the following divisions:

- Administration
- Fire Prevention and Public Education
- Training & Education Division
- Training Facility

When considering these overall needs for the Department within the Non-Suppression areas, some of the key questions that should be considered are:

- Is there a proper level of senior staff to manage the Department and its divisions?
- Is there adequate administrative support staff to assist with such things as records management and addressing day-to-day operations of the Department?
- Is there a proper level of staffing to meet community and Department needs integral to fire prevention, public education, and to meet training requirements?

4.1 Administration

Currently the Administration Division of Langford Fire Rescue is comprised of senior staff and administrative staff. Currently, there are three senior staff which includes the Fire Chief, a Deputy Fire Chief, and an Assistant Fire Chief, and one administrative position titled as the Confidential Assistant to the Fire Chief. In addition, there is one Lieutenant – Emergency Program Specialist supporting the entire emergency management program for the City of Langford. It is noted that a significant amount of organizational history and knowledge resides within the senior staff positions, which will be referenced later in this section focused on the career development of LFR personnel.

The placement of qualified and dedicated personnel in these key roles ensures stability within the Department. At the time of this report the position of Assistant Fire Chief was being filled temporarily as an 'Acting' assignment by a confirmed Suppression Division Captain with responsibility for Fire Prevention. Once all senior positions are filled, this will help to create more stability within the Department. This steadiness will help to promote the development and updating of policies, planning, operational changes, acquisition of equipment, etc., which will provide focus on the direction the

Department is heading. Goals and outcomes continue to be developed along with proposed timelines for their completion.

The LFR has a history of chief officers performing operational roles to cover vacancies within the Suppression Division when the need arises to respond to incidents. This practice not only interrupts the workflow expected of an exempt chief officer but could also negatively impact the ability to manage resources at rapidly evolving incidents. It is not recommended or best practice for any one person to try and operate at the task level, tactical level, and strategic level at the same time.

The appropriate role for senior staff within the LFR is to be focused on everything from leading the organization, to ensuring the City of Langford is provided with the level of public safety it requires. Senior staff should also be focused on safeguarding fire department operational readiness to support a robust response, a speedy recovery, and that the community is resilient in the face of any number of hazards to which it is vulnerable. It was also noted the Lieutenant – Emergency Program Specialist is also regularly required to cover Suppression vacancies for incident response. This not only brings similar issues regarding workflow and service continuity but should also be assessed in terms of how the LFR is helping the Lieutenant to maintain the training and skills required to operate in what is often a dynamic and changing incident environment.

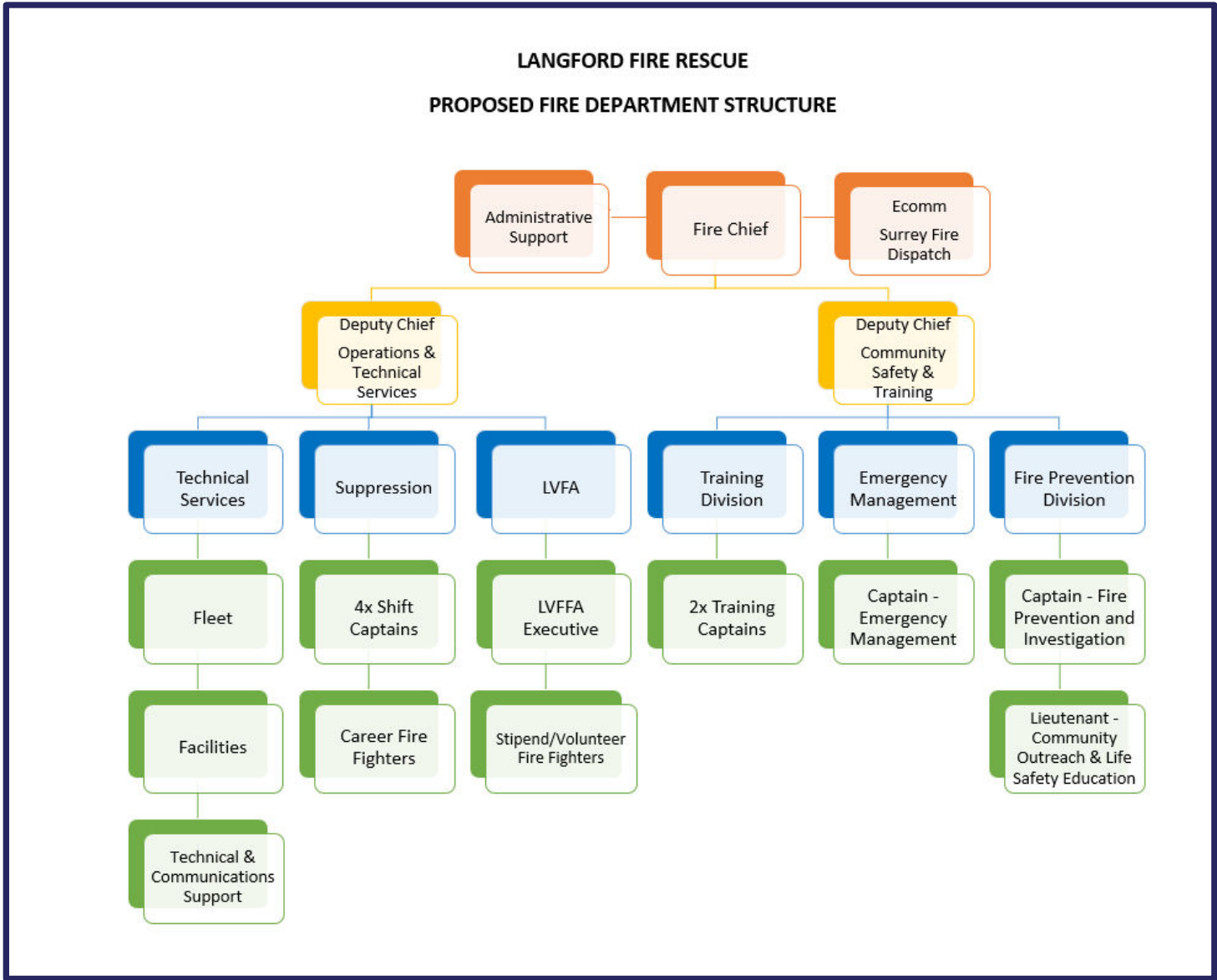
It should be noted that Chief Officers serve a critical role as both a daytime ‘Duty Chief’ and an after-hours ‘On Call’ Duty Chief model. They bring a level of experience and expertise to incident response, from a strategic level, which then supports the tactical and task level operations.

Through a comparison with four other equivalent sized municipalities in British Columbia (West Vancouver, Campbell River, Mission, & Port Moody) the number of chief officers ranged from seven to three respectively. However, in all those examples, none of the fire departments required their chief officers to cover regular suppression vacancies detracting from their primary duties. Any efforts to enhance the capabilities and/or capacity of the LFR to serve the community will need to begin with creating a more stable work environment for senior leadership. This may include an assessment of roles and responsibilities and/or staffing levels for these key leadership roles and a potential realignment of the organizational structure.

A proposed organizational structure re-alignment is provided within this document in a ‘Proposed Organizations Chart’. This proposal would see the elevation of the current Assistant Fire Chief level, followed by a realignment of roles and responsibilities between the two Deputy Chiefs. Subsequently, one Deputy Chief would oversee ‘Operations & Technical Services’, with the other Deputy Chief overseeing ‘Community Safety & Training’. There are several recommended staff positions in each of

these areas that would report to the Deputies, allowing for day-to-day items being managed at the appropriate level within the organization, and the Deputy Fire Chiefs being focuses on strategic implementation and support for the Fire Chief. It should be noted, that under ‘Technical Services’ inclusive of Fleet, Facilities, And Technical & Communications Support, staff positions have not been recommended. An assessment of workflow and workload would be needed, and in the interim, the four shift Captains could be tasked with the workload being spread across all four shift specifically related to Facilities and Fleet Maintenance, with supervision and support from the Deputy.

FIGURE #3 – PROPOSED FIRE DEPARTMENT STRUCTURE



4.2 Fire Prevention and Public Education

EMG normally conducts a review of the existing fire prevention program, identifying strengths, gaps and areas for growth and improvement. When evaluating LFR structure, it became evident that the LFR does not have a 'stand-alone' fire prevention/public education division. At present, one exempt Assistant Fire Chief, and two Suppression Division Captains have assumed all fire prevention and public education responsibilities.

During the review of the fire prevention/public education program, it was noted that the two Captains from within the Suppression Division faced significant challenges keeping up with the workflow created by serving the City of Langford, which as mentioned previously, has been recognized as one of the fastest growing municipalities in British Columbia. The all-encompassing review of significant and important documentation such as Building Fire Safety Plans, and participating in Occupancy Permit processes, not only takes precedence over completing annual fire safety inspections, but also limits the ability to plan for and participate in other Public Education and Fire Prevention activities.

Based on feedback regarding the number of fire inspections that have been completed over the past number of years, and the public education events completed, the workload within Fire Prevention as mentioned previously is impacting completion of these key objectives. To the credit of the LFR they have shown initiative by attending local events to promote fire safety messaging.

It should also be noted that by dual tasking the two Suppression Division Captains as also being the sole Fire Prevention Division Captains, the City of Langford is not utilizing these resources to the full advantage in either role. As Fire Prevention Captains, these two members work a Suppression Division schedule, which limits them to working two dayshifts out of every eight-day block. These day shifts may also fall on weekends, further limiting their ability to engage with, collaborate, and communicate with many businesses, other professionals, and specialists regarding building safety, and with their counterparts at Langford City Hall. The ability to conduct proactive outreach within a growing community, across all ages and demographics, is limited by the other pressing workflow for these Captains. As will be discussed later, the ability of the two Captains to fulfill their roles as Suppression Captains, providing adequate supervision, coaching, mentoring, and training to the Suppression personnel under their control is severely impacted by their responsibilities within the Fire Prevention field. Neither role is being provided with 100% focus and attention.

Training and educating suppression personnel to assist with conducting fire inspections and providing public education would be of benefit to the community, however, this current assessment questions

who internally would be able to provide the scheduling, training, and oversight that would be required to successfully implement this. Previously, the City of Langford and services provided by the LFR were compared to four other municipalities in BC (West Vancouver, Campbell River, Mission, & Port Moody). The City of Port Moody (population of 33,551) while being smaller than the City of Langford (46,584) currently staffs a Life Safety Division (Fire Prevention Division) with one fulltime Captain-Fire Prevention and Investigation, and one Lieutenant-Community Outreach & Life Safety Education.

A recommendation will be provided as an immediate goal, that the LFR should consider staffing a separate and dedicated Fire Prevention Division and implementing a model like that of Port Moody Fire Rescue, which would serve as a starting point. Once in-place, this dedicated Fire Prevention team could then best assess and help to determine manageable workloads regarding community fire prevention and preparedness for this fast-growing city. This in turn would mean that the LFR would need to fill both positions with personnel who are certified in NFPA 1031, *Standard for Professional Qualifications of Fire Inspector and Plans Examiner* and NFPA 1035, *Standard for Fire and Life Safety Educator, Public Information Officer, Youth Firesetter Intervention Specialist and Youth Firesetter Program Manager Professional Qualifications*.

By establishing a Fire Prevention Division staffed with fulltime personnel, LFR will see a consistent manner of fulfilling inspections requirements as required to meet Fire Underwriters Requirements and may very well aid in reducing the number of fires and fire-related deaths/injuries in the city. The public education portion of the division would be responsible for proving fire safety messaging to prevent fires from occurring in the first place, thereby possibly saving lives. The Division should also consider establishing a smoke detector and CO alarm program to ensure all residences have them in place and operating. With oversight and scheduling from the Fire Prevention Division, the LFR Suppression personnel could be utilized to carry out this program.

Within this document there is further information on the many roles the Fire Prevention Division would provide the community. If the LFR were to establish its own fire prevention division, it should do so in compliance with NFPA 1730, *Standard on Organization and deployment of Fire Prevention Inspection and Code Enforcement, Plans Review, Investigation, and Public Education Operations*. In support of these efforts, the LFR should reassess how it captures and manages information documenting inspections, violations, and enforcements.

While public education is not specifically mandated by the BC *Fire Services Act*, the Office of the Fire Commissioner reiterates that public education is a critical component of the fire service. The more resources assigned to this endeavour, the more proactive a community and its fire department are

regarding fire safety. Inspection and enforcement are recognized as the next line of defense after public education in preventing fires before they begin. Fire prevention and education combined with inspection and enforcement are the most effective methods of reducing injuries, death and damage to property and the environment associated with fires and other emergencies. The city has high-risk structures that require constant monitoring by the Fire Prevention Inspectors, and as mentioned the frequency in which these are currently being inspected would not meet the FUS benchmarks even as an aspirational goal.

The Fire Prevention Division may also identify high-risk audiences and target these for their fire prevention and public education efforts. These efforts should focus on engaging the numerous high-density residential areas, any of the care facilities within the city, and even pre-identifying target demographics with resources dedicated to conducting monthly mandatory inspections, supervising fire drills, and supporting the training of onsite staff.

4.2.1 Code Enforcement / Inspections

For a Community Risk Reduction Plan to be successful, ongoing fire inspections are a necessity. It is the inspections that will identify deficiencies and contraventions of the BC Fire Code, the National Fire Code, the BC Building Code, and/or the National Building Code before they cause a fire.

Fire Inspectors oversee community life safety issues concerning fire code inspections and enforcement of the Fire Code. Fire inspections of all types of occupancies in the city, with the intent of compliance with the Fire Code is crucial to the protection of persons and property from the hazards of fire. The reduction of risks from fire and other life safety hazards with detection and reporting through the inspection process is necessary for the creation of a fire safe community, occupant safety and building preservation. Inspections also provide assurances that fire detection equipment in buildings meet code standards, are present and operational and that firefighting equipment in buildings have been tested to the standards. Fire Inspectors also manage the issuing of orders, filing court documents, and carrying out inspections.

Through the utilization of the FUS Inspection Frequency Chart (Table #7), the LFR can measure requirements to meet inspection benchmarks and developing a plan on what can be accomplished with its present staffing complement, along with presenting options for increasing inspection frequencies. The utilization of this inspection chart can also prove beneficial in the Fire Chief's review for staffing needs.

TABLE #7: FUS SUGGESTED INSPECTION FREQUENCY CHART

Occupancy Type	Benchmark
Assembly (A)	3 to 6 months
Institutional (B)	12 months
Single Family Dwellings (C)	12 months
Multi-Family Dwellings (C)	6 months
Hotel/Motel (C)	6 months
Mobile Homes & Trailers (C)	6 months
Seasonal/Rec. Dwellings (C)	6 months
Commercial (F)	12 months
Industrial (F)	3 to 6 months

It is acknowledged that the FUS suggested frequency chart can be difficult to address, therefore priority should be focused on the vulnerable occupancies (e.g., nursing homes, retirement homes, group homes, etc.), institutional buildings, assemblies, multi-residential and industrial buildings. While industry best-practice within the BC fire service is leaning towards a data-driven framework for conducting fire safety inspections based on risk, this is typically an outgrowth from a well-established fire inspection program within a dedicated fire prevention division.

TABLE #8: NFPA 1730 OCCUPANCY AND FIRE INSPECTION FREQUENCY

Occupancy	NFPA 1730
High-Risk	An occupancy that has a history of high frequency of fires, high potential for loss of life or economic loss, or that has a low or moderate history of fires or loss of life, but the occupants have a high dependency on the built-in fire protection features or staff to assist in evacuation during a fire or other emergency. High risk occupancies should be inspected annually.
Moderate-Risk	An occupancy that has a history of moderate frequency of fires or a moderate potential for loss of life or economic loss. Medium risk occupancies can be inspected every 2-years.
Low-Risk	An occupancy that has a history of low frequency of fires and minimal potential for loss of life.⁶ Low risk occupancies can be inspected every 3-years.
Critical Infrastructure	To be determined by the AHJ.

⁶ NFPA 1730, Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations 3.3.3.1-3.3.3.3

NFPA 1730, states that a Community Risk Assessment (CRA) forms the foundation for the development of fire prevention inspections and code enforcement. The CRA includes the following profiles;

- Demographics
- Geographics overview
- Building stock
- Fire experience
- Responses
- Hazards
- Economic profile

The current staffing of the LFR Fire Prevention Division; consisting of one Assistant Fire Chief, and two cross-staffed Suppression Captains are not currently able to devote the time required to using the FUS or even the fire inspection frequency as noted in NFPA 1730 as an aspirational benchmarking tool, due to their workload related to new construction and occupancies across the municipality.

While suppression personnel are already utilized to support public education and community engagement activities, they could be better utilized in supporting the LFR prevention efforts through targeted inspections in areas of concern. To ensure these inspections are carried out in a knowledgeable manner, it is recommended that new suppression personnel to the LFR be already trained to the NFPA Inspector level I qualification. Current personnel who do not presently hold this qualification should be provided the training necessary. Increased use of Suppression personnel across all four shifts will enhance community safety, though will require oversight and scheduling by dedicated Fire Prevention staff as recommended earlier.

4.2.2 Fire Origin and Cause

The *Fire Services Act* of British Columbia requires that all fires be investigated within three days after the fire, excluding holidays. The investigation is to determine the cause, origin, and circumstances of each fire. This occurs regardless of whether the fire was accidental, negligent or by design. Fire investigation also helps to determine future building and fire code regulations as well as future recalls. The results of these investigations assist in identifying trends which are used in the development of building and fire codes, public education, and fire prevention initiatives.

Typically, fire investigation is a part of the Fire Prevention Inspectors or Fire Prevention Officers role. For a member to be successful, the fire investigators should have successfully completed NFPA 1033, the *Standard for Professional Qualifications for Fire Investigator* and become a certified fire investigator. Knowledge from determining origin and cause assist in targeting groups or causes to better educate the public on fire safety. Another purpose is to ensure fire code compliance (i.e., were there working smoke alarms). It is recommended that all Chief Officers and Fire Prevention Division personnel be qualified as per NFPA 1033 as certified fire investigators.

The LFR currently has four firefighters trained to the NFPA 1033 level with two typically investigating. This does put some pressure on the LFR, especially on days off to get investigations completed but a Westshore Fire Investigation Team composed of certified investigators from View Royal, Colwood and Langford are available if required.

4.2.3 Public Education

The LFR has shown initiative in delivering some fire prevention and public education programs with available resources. The current Assistant Fire Chief and two cross-staffed Suppression/Prevention Captains indicate a desire to see further delivery of this programming in the community, however current workload precludes this from happening. As recommended earlier, with dedicated, fulltime Fire Prevention Division staff, which would include a Lieutenant-Community Outreach & Life Safety Education in place, this person would be responsible for teaching fire safety to all ages and in a variety of formats and settings. This position would also oversee delivery by Suppression personnel of this valuable and important content in the community.

The LFR has a Juvenile Fire Setter's Intervention Program which is typically conducted by the Prevention Division through a referral, usually a parent or a teacher who is concerned about fire

setting from a youth. These are not regular occurrences and rarely occur and during research for this Master Plan it was noted that it has been some time since the LFR had a referral to the program.

To increase prevention and education within the community there are opportunities through partnerships with local businesses, media outlets and other city organizations. Through community partnerships the delivery of public education programming is enhanced and cost effective. It is recommended that efforts be increased to leverage social media platforms and develop partnerships with internal and external stakeholders that would support advancement of public safety messaging campaigns.

The utilization of existing resources is a cost-effective option for the promotion of fire prevention and public education programs.

Currently the LFR utilizes suppression personnel to support the school program, fire station tours, community event appearances and distributing public safety material. Opportunities exist to enhance these programs and to implement innovative approaches with support from within LFR. It is recommended that consideration be given to training all Suppression personnel to NFPA 1035, Fire & Life Safety Educator I.

4.2.4 Determination of Current Staffing Requirements

To assist fire departments in the determination of present and future staffing needs, *NFPA 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation and Public Education Operations* outlines a five-step process within Annex 'C' of the standard. Ultimately, Council determines the level of Fire Prevention based off the local needs and circumstances of the community.

Note: Annex 'C' is not part of the requirements of this NFPA document but is included for informational purposes only.

The five-step process involves a review of the following items:

1. Identifying the scope of desired services, duties, and desired outputs.
2. Review of the Fire Prevention Division's overall time demands in its efforts to offer services.

3. Review of hours presently documented, coupled with the hours required to meet annual goals of the branch.
4. Actual availability of branch personnel factoring in vacation and other absences.
5. Estimating total number of personnel required based on the previous four steps.

By completing this process, it will assist the LFR, if/when it establishes a Fire Prevention Division that no longer relies 100% on cross-staffed Suppression personnel, in further identifying what services it not only wants to offer, but what can be delivered based on present staffing levels and shift schedules. (More information on this staffing equation can be found in the NFPA 1730 Standard).

4.3 Training and Education Division

A fire service is only capable of providing effective levels of protection to its community if it is professionally trained (and equipped) to deliver these services. Firefighters must be prepared to apply a diverse and demanding set of skills in a safe manner to meet the needs of a modern fire service. Whether assigned to Operations, Training, Fire Prevention (Community Risk Reduction), or Administration, staff must have the knowledge, skills, and abilities necessary to provide reliable fire protection.

Regarding training and professional development, *NFPA 1201 – Providing Fire and Emergency Services to the Public* notes:

4.11.1 Purpose: *“The FESO shall have training and education programs and policies to ensure that personnel are trained, and that competency is maintained to effectively, efficiently, and safely, execute all responsibilities.”*⁷

NFPA 1500 Standard on Occupational Safety, Health, and Wellness Program states that:

5.1.1: *“a fire department shall establish and maintain a training, education, and professional development program with a goal of preventing occupational deaths, injuries, and illnesses.”*⁸

⁷ “Standard for Providing Fire and Emergency Services to the Public,” Retrieved January 30, 2022, <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1201>

⁸ “Standard on Fire Department Occupational Safety, Health, and Wellness Program,” Retrieved January 30, 2022, <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1500>

NFPA 1500 also states that... *“training programs should include but not be limited to the following: community risk reduction (fire prevention, public education, investigation, etc.), health and safety, fire suppression, emergency medical, human resources (leadership, supervision, interpersonal dynamics, equal employment opportunity, etc.), incident management system, hazardous materials, technical rescue, information systems and computer technology, position-specific development (firefighter, company officer, chief officer, telecommunicator, investigator, inspector, driver/operator, etc.).”*⁹

The expectations of knowledge and skill placed on the modern firefighter are higher than they have ever been. Community fire protection demands a high level of training and qualification in all aspects of prevention, suppression management and administration. The broad spectrum of disciplines and the skills they carry is challenging. When the decisions made at an emergency scene may literally be life or death, the reliance on strong skillsets is of the utmost importance.

4.3.1 Staffing Levels & Shift Training Instructors

For the LFR, training is one of the duties assigned to a Captain who is also cross staffed as a Suppression Captain assigned to one of the four shifts with oversight being provided by the Deputy Fire Chief. The cross staffed Suppression Captain is responsible for the development and implementation of training programs for the career and stipend/volunteer members of LFR. During EMG’s review of the training and education programs, it was evident that the LFR is endeavouring to ensure all required training programs are being addressed to the best of the Department’s ability.

To assist with the implementation of training, the utilization of Shift Training Instructors (STI) to assist the Training Captain and Deputy Chief in the delivery of training would provide career development opportunities, add depth and breadth to program development, and additionally enhance capacity for overall program delivery.

It is recommended that opportunities to assist with the delivery of training by STIs be developed and implemented. These individuals would be responsible for the delivery of training assignments to members of their platoon while on duty. This does not need to be the responsibility of a single member but could involve several members, each looking after a different assignment. These STIs also do not have to be officers; they can be firefighters who are either experienced in certain subject matter, or those eager to take on other opportunities and challenges.

⁹ NFPA 1500 Annex A.5.1.1

The implementation of an STI stipend is also worth considering. This stipend is a way of recognizing not only the expertise of the individual, but it is also a way of showing appreciation for taking on the task of training.

Based on the size of the LFR, the complexity within the City of Langford, and the demographics of the Fire Department, in the assessment of this report there is a definitive need for dedicated training staff within LFR. It is recommended that LFR look at implementing a Captain-Training & Professional Development that is not a cross staffed position, but one that works a regular work week thereby gaining access to all shifts/platoons. When this individual is away from work (vacation, etc.) the LFR would then be able to offer opportunities to the STIs to fill-in and maintain continuity of training programs. Once staffed, efforts should then be undertaken to assess the relative workload, given the need to train both career and stipend/volunteer personnel in a relatively young and growing fire department, to determine the long-term feasibility of staffing a second Captain-Training & Professional Development.

4.3.2 Training Plans

Even with highly motivated personnel, it can be very difficult under the current staffing structure to deliver and complete training to those members on duty due to the number of times the training would be interrupted by incoming calls. This is also impacted by a variety of other duties the career staff are assigned to daily. While training does occur in the evenings, it is typically geared towards the stipend/volunteer firefighters, delivered by career staff, and as such does not provide a venue for the career members to effectively enhance or develop their knowledge, skills, or abilities.

This assessment recognizes that the LFR has in-place a *Firefighter & Fire Officer Development Training Plan* dated from 2016. Even though it is a well laid-out document, it is clear the document is geared towards the Stipend/Volunteer Firefighters. Given the changes to the LFR a review, revision, and update of this Training Plan is recommended. Recently, a new training plan for the career personnel has been implemented, though focused on new hires. There may be opportunities to combine an overall approach to training stipend/volunteer and career personnel within an over-arching document.

Streams should be clearly defined for career and stipend/volunteer firefighters, that also align with implementation of a defined and detailed regular (daily/weekly/monthly/annual) training objectives and outcomes for all personnel. To help alleviate this challenge, it is advisable that a workflow assessment/gap analysis be undertaken to compare current program delivery expectations and outcomes to that of the LFR anticipated objectives. In the interim, it is recommended that LFR implement a defined daily schedule for career personnel that sets aside time for training, delivered by

the proposed STI's and/or a full-time Captain-Training & Professional Development. This will support the newly developed training plan for career personnel and help to field test the efficacy of the new model. The LFR dedicates time and resources to training Stipend/Volunteer members, and to new-hire career personnel, however for longer serving LFR personnel, the focus appears to be on skills maintenance. A more formal structure in terms of a training plan and dedicated time allotted that ensures delivery and documentation of advanced and ongoing training for career staff will reduce the level of exposure the LFR and City of Langford currently face in terms of ensuring the workforce is being trained and developed in a consistent manner to meet industry best practices.

4.3.3 Online Training

WorkSafe BC requires the documentation of completed training and currently this is done by way of FDM Training Module serviced by Surrey Fire Dispatch and the Analytics software program. This does provide the LFR an ability to not only run reports on Training, but to also pull data on Inspections and Incidents. The LFR is well positioned in this regard to use data as a direct measure of the successes and/or challenges with any revisions to the current model for delivering training.

The Department requires a proper training program that can be made available on-line for components that do not require any hands-on tasks. Ideally, as an industry best-practice, the online components will enhance the delivery of field and hands-on training by ensuring personnel come to the training session better prepared and spend less time in lecture type settings. This online program could also be used as a records management system for training records in addition to the systems already in-place. This electronic format would allow for ease of updating and review by the Fire Chief to ensure that all required training is being accomplished. The lack of a proper record management system for training assignments and reports needs to be addressed.

4.3.4 Incident Command

With LFR personnel taking on leadership roles early in their careers, training specific to Incident Command, or Emergency Scene Management is required to maintain safety of all fire service personnel on-scene, to ensure citizen safety, and to support rapid incident mitigation. While the four current Captains are seasoned and well experienced, it is common for an Acting Lieutenant to be the first arriving officer, and to have less than six years of career service. The mentorship and coaching provided by the current Captains has great value, however as noted earlier, each of these officers has other roles and responsibilities that often take them away from day-to-day engagement with the suppression personnel.

In the complex operating environment of today's fire service, the role of incident commander is the most critical position at any incident. It is an oft repeated phrase, that '*the first five minutes is worth the next five hours*' to effectively command and control the strategic and tactical operations of any incident.

It is recommended, that in addition to the ongoing mentoring and coaching being provided, that all personnel be provided access to a Learning Management System focused on incident command/emergency scene management. There are numerous models and products available on the market, being used by Fire Departments across Canada and the United States. By ensuring consistent engagement around managing incident strategies and tactics, the LFR will directly enhance responder and citizen safety, and the protection of infrastructure and property aligned with the present level of service level provided by the Department. Engaging View Royal and Colwood in this initiative would assist with further alignment of incident operations.

4.4 Training Facilities

The LFR has a recently constructed training facility to conduct regular hands-on programs such as live fire training and other specialized programs. These programs require more training props outside of those available at the fire station. This training facility will provide significant benefits to the Department by ensuring that all personnel are professionally trained to perform. The facility which is on an appropriately sized parcel of land allows the Department to conduct different training evolutions.

At the time of this assessment, the facility was in the final stages of completion. When completed, the Department should initiate regular Fire Company level drills as soon as possible and use *NFPA 1410, Standard on Training for Emergency Scene Operations* as benchmark for fire company drills. Advancing hose lines, deploying ladders, and managing the incident scene from an incident command perspective are examples of topic areas to include. Consideration should also focus on live fire training.



Live fire training is a critical part of the instruction and ongoing training for firefighters. It educates how to fight fires safely and effectively in a controlled setting under supervision. This aspect of training reinforces for company officers and firefighters how to think clearly and act calmly under the stress of an emergency when lives are at stake.

The Department should be commended on having this training prop as various scenarios may be organized and completed that pertain or are relevant to a structure fire. These include pumper operations, ventilation, search and rescue, hose advancement, laddering, fire control, etc. Any live fire training should be compliant with NFPA 1403, *Standard on Live Fire Training Evolutions*.

Each year firefighters are caught in what is known as a flashover. Flashover refers to the rapid ignition of contents in a room, and it occurs with such intensity, that many do not get out safely. The LFR should consider and assess the best approach to incorporate flashover training, and this should be used as part of the firefighter's annual live fire sessions.

Training is one of the most critical components for a fire department. Firefighters need to continually train to preserve and develop their acute skills and knowledge. Company officers are responsible for the health and safety of members during emergency incidents. They also need the practical experience from live fire burns and other practical evolutions to attain a high-level of situational awareness. During an emergency, a fire officer must be able to rapidly diagnose the situation and make good decisions based upon Recognition Primed Decision Making (RPDM). RPDM occurs when an officer makes a decision that is instinctive from past experience and similar circumstances. These decisions are made within seconds, and they can only occur if the officer has gained the experience through training, education, and emergency incidents. If the officer does not possess the experience

because of low call volume, such as structure fires or adequate training, the officers will lack or not have a strong RPDM.

Other training opportunities include vehicle extrication, search and rescue techniques, and technical rescue, which could be conducted on site.

While the acquisition and development of the current training structure is commendable, additional props should be acquired to enhance the firefighter's proficiency and expertise in events such as forceable entry and hazardous materials.

As a whole the fire service continues to be tasked with a wide array of responsibilities and the LFR is no different. There is an importance of maintaining and building on fireground knowledge, however, skills and abilities that arise from live fire training should not be underestimated. Firefighter and civilian safety rely on effective and efficient fireground activities and live fire training is fundamental to that approach.

Following a review of the LFR annual training program it is apparent that live fire training has not been completed for some time. This should be scheduled once conditions permit, to occur on an annual basis.

The training ground provides opportunities for a variety of training props to be used to enhance the skillsets of the firefighters. While these are great training opportunities, all future training props should comply with NFPA 1402, *Standard on Facilities for Fire Training and Associated Props*.

It is recommended that with support from LFR leadership, annual live fire training becomes an annual occurrence. Any impediments to delivering this training should be identified and addressed in the short-term.

4.4.1 Commission on Fire Accreditation International

The CFAI Accreditation program has a specific section that evaluates the training component of a fire department. In this section the following points are noted:

- Category VIII: Training and Competency
 - Training and educational resource programs express the philosophy of the organization they serve and are central to its mission. Learning resources should include a library; other

collections of materials that support teaching and learning; instructional methodologies and technologies; support services; distribution and maintenance systems for equipment and materials; instructional information systems, such as computers and software, telecommunications, other audio-visual media, and facilities to utilize such equipment and services. If the agency does not have these resources available internally, external resources are identified, and the agency has a plan in place to ensure compliance with training and education requirements.

The Fire Chief, Deputy Fire Chief and Training Captain are aware and tracking the overall training program needs and facility requirements; however, to verify in a more formal manner that training is meeting the related NFPA program recommendations the Deputy Fire Chief, should identify:

- What training programs are required in relation to the services that LFR is providing.
- The number of hours that are required to meet each of those training needs.
- What resources required to accomplish this training.
- Joint partnerships with bordering fire departments such as Colwood and View Royal, and private organizations that can be entered to achieve the training requirements identified.
- An annual program outline at the start of each year to the Fire Chief with noted goals and expectations and completion success rate.

To complete the evaluation of the Department's training programs and related successes in meeting the training needs of the firefighters, EMG is recommending the following:

- Continue to support training and certification for each rank and position within LFR.
- The Chief Officers should annually review training programs and costs to ensure that all efficiencies are identified to keep costs fiscally responsible and ensure resources are committed appropriately.
- Work with regional partners such as Colwood and View Royal to run joint training sessions to enhance interoperability.

4.4.2 Certification

The Training Division is responsible for ensuring that all firefighters and officers meet the requirements for the appropriate NFPA Standards and other recognized industry standards such as the OFC Playbook, the Canadian Standards Association (CSA), and others. The LFR has a close working relationship with Vancouver Island Emergency Response Academy (VIERA), a designated ProBoard

accredited academy. Firefighters, fire officers and fire prevention officers undergo written and practical exams, under direction from the Fire Chief, to meet the required standards. It is a condition of employment for those hired as firefighters that they have completed and certified to *NFPA 1001 Firefighter I & II* prior to being hired as career personnel.

4.4.3 Stipend/Volunteers

The stipend/volunteer firefighters follow the LFR Firefighter & Fire Officer Training Plan 2016 as the guide for continuing competency with completion of NFPA 1001, *Fire Fighter I & II*, being an expected outcome. While two certified Fire Officers still exist within these ranks, further efforts should be focused on building and maintaining firefighter skillsets for current and future volunteer members. As noted elsewhere in this report, the complexity of incident response in our built environment, the required time commitment to become a fire officer, would seem out of line with what can and should be expected of volunteer firefighters. The LFR would best serve the development of volunteer members through ongoing and enhanced firefighter training, to maintain and build on the required knowledge, skills, and abilities for safe and effective fireground operations. Given the current and projected staffing model of the LFR, it makes sense to focus training for stipend/volunteer members on the task level skills and away from the tactical and strategic level, inherent with being an officer.

It was also noted that some stipend/volunteer members have been trained and certified as apparatus operators. It is recommended that the LFR should re-assess this practice given the United States Fire Administration (USFA), an agency of the Department of Homeland Security, cites motor vehicle crashes as the cause of death for between 20–25% of the annual firefighter line-of-duty fatalities. Motor vehicle crashes are the second highest cause of death for firefighters. These incidents have potentially dire consequences for the vehicle occupants and for the community if the fire apparatus was traveling to provide emergency services. Maintaining competency as an emergency vehicle operator requires significant training, practice, and experience. The requisite level of knowledge that is required to safely operate a fire apparatus is difficult to achieve as a part-time stipend/volunteer firefighter. For the LFR to expect a volunteer member to maintain the skillsets required of a professional driver (i.e., operating heavy and large apparatus in a wide range of conditions) under emergency and non-emergency situations, appears unrealistic and may place personnel in uncomfortable positions. It is not unreasonable to imagine situations where volunteer personnel may be unable to attend their assigned stipend shift. This adds to staffing challenges, should LFR be counting on these members to fill apparatus operator roles. Time and resources would again be better invested in ensuring ongoing competency and proficiency in fireground operations as opposed to emergency vehicle operations.

4.4.4 Recruit/Probationary

Recruit/probationary firefighters are currently hired exclusively from within the stipend/volunteer firefighter ranks. All new career personnel have graduated from a college/academy having completed NFPA 1001, *Fire Fighter I & II* during their pre-fire training. Typically, once assigned to a shift, these recruit/probationary firefighters must operate at the same level as the current firefighters. In some instances, due to staffing challenges, these new members are required to provide leadership and oversight at incidents, such as medical calls, to stipend/volunteer members.

As career personnel provide training to stipend/volunteer members during evenings and weekends, this is also a convenient time to review many of the key components of NFPA 1001. Nevertheless, due to limitations with stipend/volunteer skillsets, the training for the career recruit/probationary firefighters in these settings is limited in how far it can advance. With a dedicated training Captain along with a defined and dedicated dayshift training schedule, for career personnel, this would ensure the recruit/probationary firefighters have and are maintaining the necessary skills to perform their duties safely and effectively.

4.4.5 Firefighters

The career Firefighters provide regular refresher training for the stipend/volunteer members that also aligns with the NFPA 1001 *Fire Fighter I & II*, on evenings and weekends with theory and practical evolutions as time and conditions allow. This does provide basic skillset refresher for those career personnel leading the evolutions, though this is geared more towards those volunteers on their stipend shifts than it is for the enhancement of career personnel. There are also scheduled certification courses that typically run-on weekends. They include High Angle Rescue Awareness, Operations, Technician, NFPA 1002 *Driver and Pump Operator training*, Fire Officer-I and Fire Officer-II, Fire Service Instructor and Wildland Fire training.

It has been recommended within this report that a focus be placed on regularly scheduled training for the career personnel that enhances and builds upon their knowledge, skills, and abilities. It is important to note, that training should not be an activity that is an allotted time and only when it does not conflict with other duties. Other duties should be scheduled around training as a priority. Training enables firefighters to learn new skills and techniques to make their jobs safer. Firefighters risk their lives to save others. However, with the right training some of the risk to fire personnel can be managed. The importance of daily training being allotted a defined and protected time within every day shift cannot be over-emphasized.

4.4.6 Company Officers

The LFR should continue to train all company officers at the Captain and Lieutenant rank to NFPA 1021 Level II (Fire Officer-II). Given the complexity of incidents and current staffing model, the company officer arriving on-scene will have many responsibilities and this level of training is appropriate. The LFR has discontinued the practice of training stipend/volunteer members to the fire officer levels and given the need to focus on the development of career personnel into these leadership positions, this approach appears sound.

4.4.7 Chief Officers

The current chief officers are highly experienced and qualified members of the LFR. Often times the necessity for chief officer development is overlooked and in order to provide all personnel with an understanding of the qualifications associated with leading a modern fire service, it is recommended that completion of Fire Officer-III and Fire Officer-IV be added to the position descriptions for Fire Chief, Deputy Chief, and Assistant Chief. Additional education and training opportunities should be assessed for the current chief officers as ongoing development.

Overall, it was found that LFR is endeavouring to train its firefighters to the best of their ability, with the equipment located at Fire Stations and on their training grounds. One area that does require more attention is the scheduling of structured and dedicated training of its career suppression firefighters.

4.4.8 Succession Planning

Succession planning in the fire service can often be a daunting undertaking. There is no question that an agency such as the LFR would be well served to develop and implement a succession planning program. Succession programs are about identifying and creating opportunities for personnel to be exposed to the roles and responsibilities of senior positions. This can support their advancement to senior positions within the organization when opportunities for advancement arise. These programs are also effective at providing not only career development, but often help to boost morale as personnel respect the Department in being committed to their successes.

The LFR has recently implemented a program whereby senior firefighters are provided several sets of Acting Lieutenant time. This has occurred primarily due to one of the captains-suppression/prevention being assigned an acting assistant chief-fire prevention role. This demonstrates solid initiative from

the LFR to develop future company officers. Identifying and preparing personnel for the next steps within the organization, the senior leadership level should also be assessed.

The following steps should be undertaken to formalize this initiative:

- Identify roles and responsibilities of Chief Officers.
- Determine qualifications necessary to succeed in these roles.
- Identify training and certifications that will meet the desired qualifications.
- Determine a methodology for selecting and supporting LFR personnel to participate in the program.

A succession planning program provides a comprehensive approach to providing development opportunities across the organization. Building tomorrow's leaders of LFR should start today. It is recommended that research be undertaken to identify the industry's best practices with subsequent development and implementation of an LFR succession planning program. By doing so may reduce the risk associated with senior leadership approaching retirement simultaneously.

Section 4 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	During the build out phase of this master plan, the LFR transition away from Chief Officers covering regular vacancies within the Suppression Division. Scheduling and budgeting strategies should be implemented to maintain four firefighters on-duty inclusive of a Captain/Lieutenant 24/7/365.	4.1
Rationale	Ensuring that chief officers can dedicate their focus and energy to the managerial/administrative/leadership roles aligned with their positions will serve the fire department and the community well.	
Recommendation	LFR to undertake an assessment of appropriate staffing levels for chief officers within the fire department. Consideration should be given to the LFR organizational structure with respective roles and responsibilities of chief officers from comparably sized fire services in BC.	4.1

Recommendation and Rationale		Section
Rationale	To best position the LFR in service of a growing and dynamic community, it is critical to have senior leaders in place who can articulate a vision and implement strategic directions. This in addition to the day-to-day requirement to plan, organize, and oversee firefighting operations, emergency management functions, and fire prevention activities. (See Proposed Organizational Chart).	
Recommendation	LFR to assess feasibility of improved staffing model and look to implement a stand-alone Fire Prevention Division. Staffing with at least one fulltime Captain-Fire Prevention & Investigation and one fulltime Lieutenant-Community Outreach & Life Safety Education would position the LFR to better meet the needs of the City of Langford.	4.2
Rationale	The current model for delivery of Fire Prevention and Public Education within LFR is not sustainable in the mid-term or long-term. By implementing a fulltime Captain-Fire Prevention & Investigation, and a fulltime Lieutenant-Community Outreach & Life Safety Education, the LFR can then look to build out a robust program to best serve the City of Langford, meet current needs, and plan for the future.	

Recommendation and Rationale		Section
Recommendation	LFR to expand the current initiative in fire prevention inspections and public education by training all firefighters so that they are certified to NFPA 1031 and 1035.	4.2.1
Rationale	Ensuring that all firefighters possess the noted NFPA credentials will go a long way to furthering a fire safe community because each firefighter will have the requisite knowledge to deal with inquiries from the public, to support fire inspection programs, and to deliver public education.	
Recommendation	LFR to implement a Fire Company Inspections program across all shifts; managed, scheduled, and measured by the Fire Prevention Division.	4.2.1

Recommendation and Rationale		Section
Rationale	Ensuring that all LFR firefighters are actively engaged in the fire prevention service delivery model through Company Inspections will enhance the capacity of the Fire Prevention Division, while building on the professional development for Suppression members. These efforts will underpin a safer City of Langford	
Recommendation	All Chief Officers and current/future Fire Prevention Division personnel be qualified as per the NFPA 1033 as Certified Fire Investigators.	4.2.2
Rationale	The addition of two more trained fire investigators increases the capacity of the LFR to conduct fire investigations. With six members trained a call out schedule amongst the fire investigators can be created when a fire investigation is required.	

Recommendation and Rationale		Section
Recommendation	Efforts be increased to leverage social media platforms and develop partnerships with internal and external stakeholders that would support advancement of public safety messaging campaigns.	4.2.3
Rationale	This recommendation continues to support what is viewed as the first line of defence, which is public safety education. Further to what has already been noted by the NFPA and FUS, the <i>Commission on Fire Accreditation International (CFAI)</i> outlines the following industry best-practice regarding fire prevention and public education: <i>"A public education program is in place and directed toward reducing specific risks in a manner consistent with the agency's mission and as identified within the community risk assessment and standards of cover. The agency should conduct a thorough risk-analysis as part of activities in Category 2 to determine the need for specific public education programs."</i>	

Recommendation and Rationale		Section
Recommendation	Consideration be given to training all Suppression personnel to NFPA 1035, Fire & Life Safety Educator I. Further, the delivery of Public Education should fall within the fire prevention scope of duties for Suppression personnel. Scheduling and oversight provided by the Fire Prevention Division.	4.2.3
Rationale	Having more staff trained in fire safety education increases the opportunity to promote these lifesaving messages to the public. With increased staffing in Fire Prevention, the Suppression staff could be better supported and scheduled to deliver this critical service.	
Recommendation	LFR to identify and develop opportunities for Shift Training Instructors (STI) to be implemented to assist with the delivery of training assignments.	4.3.1

Recommendation and Rationale	Section
Rationale The individual responsible for developing the training programs and schedule works a Suppression shift pattern aligned with one shift/platoon. Having Shift Instructors on each platoon ensures consistency of training and career enhancing opportunities for staff. The recommendation to implement STI's does not negate the need for LFR to assess workload for the current cross staffed Training Captain. As noted previously, the fire service faces increasing complexity regarding the breadth and depth of incidents. The City of Langford, as a fast growing and diverse community has all the hazards associated with a modern urban centre. The need to have a defined and structured training program that is well documented should be a priority for the LFR. At the same time, the majority of LFR personnel have limited experience as career firefighters. This should not be taken as a question of the motivation, capability, or professionalism, but more to highlight the need for regular and consistent training to support these members in delivering the best possible service to the community. The captains have a key role in the development of firefighters through coaching and guiding others and passing along their knowledge and experience. Due to the multiple roles filled by the captains, the time for coaching and guiding is severely limited.	

Recommendation and Rationale		Section
Recommendation	LFR to implement a dedicated fulltime Captain-Training & Professional Development to develop, deliver, manage, and measure the delivery of training within LFR.	4.3.1
Rationale	The individual responsible for developing, delivering, and managing the training programs and schedule should work a regular weekday shift pattern. This will provide access to all four shifts/platoons and enhance consistency and focus organizational efforts on defined training goals. Future efforts should consider staffing a second Captain-Training & Professional Development based on a thorough workload analysis once the first position is in place.	

Recommendation and Rationale		Section
Recommendation	Conduct an internal review of daily/weekly/monthly workflow compared with training outcomes, focused on career personnel. Gaps should be identified and addressed to ensure consistent delivery of high-quality training. • A review/revision of the LFR <i>Firefighter & Fire Officer Training Plan 2016</i> to align and support the recently completed career Training Plan will be a key outcome of this recommendation. • Focused efforts should consider expectations and outcomes for career personnel at the 1-, 3-, 5-, and 10-year marks. • Daily schedule for career Suppression personnel should allocate and prioritize training.	4.3.1
Rationale	A full review of the LFR training programs is recommended to identify any possible gaps in the Department's training initiatives. This review could also support the previous recommendation for the inclusion of a full-time Training Officer.	
Recommendation	LFR to obtain an on-line training management program which delivers training for all personnel and maintains training records as well.	4.3.1

Recommendation and Rationale		Section
Rationale	With the advance of technology, many training programs can be offered and completed in an online/virtual format. This provides flexible options to both the Department and staff. Many of these programs have built in records management systems, which would be in addition to the system currently being utilized.	
Recommendation	LFR to assess and implement best practices for delivery of on-going, consistent, and up-to-date training for incident command/emergency scene management. • Use of an online Learning Management System will build on the current mentoring/coaching, and practical experience. • Efforts should be undertaken to engage the partner agencies of Colwood and View Royal in this initiative to enhance interoperability, effectiveness, and consistency of approach.	4.3.1
Rationale	With the increasing complexity of incidents, and the expectations placed on an incident commander, ongoing training that is measured, documented, and meets industry best practices is required. This is a critical recommendation for the safety of all LFR personnel, the citizens they serve, and the property being protected. Aligning this approach with both Colwood and View Royal will enhance the confidence and consistency of command across municipal boundaries.	

Recommendation and Rationale		Section
Recommendation	LFR conduct a needs assessment to identify what additional training props are required to ensure the firefighters meet training requirements. At the very least, LFR should secure resources required to ensure annual live fire training is provided to all personnel in accordance with NFPA 1403: Standard on Live Fire Training Evolutions.	4.4
Rationale	While the LFR is fortunate to have training grounds with some equipment and buildings located on it, a full assessment of what additional props should be completed based on the level of services offered to the community, coupled with training requirements.	

Recommendation and Rationale		Section
Recommendation	It is recommended that LFR qualify company officers (Captains & Lieutenants) to NFPA 1021 Level II (Fire Officer-II).	4.4.2
Rationale	Although this level of training and certification is not mandated, all fire officers should be trained to at least FO-I and ideally FO-II of NFPA 1021 program to ensure consistency in scene management.	
Recommendation	It is recommended that LFR include completion of Fire Officer-III and Fire Officer-IV in the position descriptions and expectations for all Chief Officers within the LFR.	4.4.2

Recommendation and Rationale		Section
Rationale	Although this level of training and certification is not mandated, all Chief fire officers should be trained to at least FO-III and FO-IV to align with fire service industry best-practice. Attainment of the Executive Chief Fire Officer (ECFO) credential through the Canadian Association of Fire Chiefs would also be beneficial.	
Recommendation	It is recommended that LFR re-assess the practice of training/qualifying and allowing Stipend/Volunteer personnel to fill the role of Emergency Vehicle Operators.	4.4.2
Rationale	As noted, operating heavy vehicles, under emergency conditions through traffic and around pedestrians and obstructions is a specialized skillset. In addition, effectively working as a pump operator at fires has significant repercussions for both operator and personnel entering a hazard zone. Time and resources required to keep Stipend/Volunteer firefighters qualified may not be effective.	

Recommendation and Rationale		Section
Recommendation	Develop and implement a formal succession planning program within the LFR.	4.4.5
Rationale	Succession planning is not only a logical endeavour to ensure ongoing supervision, but it also provides learning and career opportunities for staff which in turn can encourage retention with the Department.	



SECTION

5

Fire Suppression

- 5.1 Fire Suppression/Emergency Response
- 5.2 BC Playbook
- 5.3 NFPA 1710
- 5.4 National Institute of Standards and Technology
- 5.5 Medical Response
- 5.6 Recruitment and Retention
- 5.7 Communications
- 5.8 Radio Systems

SECTION 5: FIRE SUPPRESSION

5.1 Fire Suppression/Emergency Response

LFR is a composite fire department in that it has both career and volunteer firefighters. With a full-time firefighting crew on duty the *NFPA 1710, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* is applicable for this Master Plan (hereafter referred to as NFPA 1710). The NFPA standards are not mandated, but they are recognized as an industry best practice, and it is advisable that fire departments follow their due diligence and use the NFPA standards as goals and guidelines to strive for.

5.1.1 Staffing Model

The total staffing per platoon on duty at the LFR is four career firefighters which includes one captain and three firefighters primarily operating out of Fire Station #1. However, due to vacation, sick time, and other approved leave, the LFR generally operates with a minimum of three on duty. When a daytime crew falls below the staffing level of four, the LFR does not backfill with overtime staff; rather the Fire Chief, Deputy Chief, and/or the Lieutenant-Emergency Programs will respond to the scene from their office, or from other locations within the city.

A full staffing compliment consists of four firefighters on duty during the dayshift, however at any given time on two of the platoons, the captain's responsible for Fire Prevention are separate from their crew while they are conducting fire & life safety duties. These duties can range from conducting fire inspections, to fulfilling the requirements for building occupancy permits. In addition, one captain is responsible for training and can be away from the platoon while coordinating training sessions. This cross-staffing of the captain positions can pose a problem with response times and fireground strategy when the engine company arrives without an officer and adequate staffing to perform the basic duties for a structure fire. It has been recommended previously within this report, that the LFR look at ways to move away from the cross-staffing model for the captains, with fire prevention and training.

A first alarm for a structure fire will also have engine companies from View Royal and Colwood respond and generally this includes a minimum of 12 firefighters and one or two chief officers. A second alarm for the LFR consists of a callback of volunteer firefighters and a third alarm would be additional mutual aid departments and career firefighters. As per NFPA 1710, the best practice staffing level for a residential structure fire is:

- **Single-Family Dwelling** — minimum of 16 members (17 if aerial device is used). The initial full alarm assignment to a structure fire in a typical 2000 ft² (186 m²), two-story, single-family dwelling without a basement and with no exposures must provide for a minimum of 16 members (17 if an aerial device is used).

It is recommended that the LFR, in collaboration with View Royal and Colwood, undertake a review of the 2020 edition of the NFPA 1710 standard, subsection 5.2.4.1.1 on fire department service deployment along with the appropriate response staffing levels for each. Presently, of the three fire departments none are able to singly achieve the recommended staffing levels. Therefore, the LFR and its partner fire departments, should assess what steps need be taken to work towards collaboratively fielding the appropriate firefighting force, known as an Effective Response Force (ERF) as listed in subsection 5.2.4.1.1 of NFPA 1710.

The LFR utilizes stipend firefighters to augment staffing levels during night shifts and weekends. These stipend firefighters are members of the Langford Volunteer Firefighters Association (LVFA) and in essence are volunteer firefighters who receive compensation (stipends) for filling shifts on nights and weekends. All stipend firefighters are NFPA 1001: *Standard for Fire Fighter Professional Qualifications* certified and are required to schedule at least three stipend shifts per month. Based upon this there are times that the nightshift and weekends have more firefighters available than most weekday day shifts.

During the writing of this Master Plan, the LFR is using four career firefighters and three volunteers for nights and weekend days from Fire Station #1. During weekdays the four career and two to three Chief Officers and the Lieutenant - Emergency Programs are available to supplement Suppression response. It was noted that on Mondays and Fridays the available full-time staff decreases to six members.

Outside of the scheduled stipend shifts, the members of the LVFA, the volunteer firefighters and officers are not compensated for attending incidents. There are two volunteer lieutenants left within the LFR and they are required to schedule a minimum of three shifts per month to maintain their status as a volunteer member. There may be some instances when a volunteer lieutenant will be on duty for a nightshift and will oversee a career engine company due to their ranking over a full-time career member. The rank of the volunteer lieutenant places them as the officer in charge of the platoon. Given the requirements in the fire service for both firefighters and officers to maintain their skillsets, it seems impractical and inefficient to continue using LVFA personnel in supervisory roles as company officers. The focus within the LVFA should be on maintain and building skillsets required for firefighting operations, with a focus on keeping firefighters safe, protecting lives, and preserving

property. Additionally, expecting today's volunteer firefighter to serve in a supervisory role with the increasing complexity of our built environment and requirements to meet the fire officer qualifications may in fact be unreasonable and excessive. As a composite fire department, the LFR is developing depth and experience within the career ranks, and it should be incumbent upon those members to provide supervision, mentoring, and coaching to the volunteer members.

During nightshifts there will be times that there are enough career and stipend firefighters on duty to split the crews into two apparatus. A best-case scenario would be having a four-person crew staffed on the engine company and at least a two-person crew on the rescue company at Fire Station #1. In the future, the LFR should consider splitting this staffing model between Fire Station #1 and Fire Station #2, when staffing levels would permit a minimum of four personnel at Fire Station #1 and two personnel at Fire Station #2. Until such time as both stations have a minimum of four personnel on duty, all responses should require a multi-company deployment. Regardless, if the personnel are split between apparatus or fire stations, it is recommended that the LFR should ensure that career personnel fill the officer positions and the apparatus operator (driver) positions separately. There have been instances in the past where a career member acts as both the officer and apparatus operator. This should be avoided and will be when position vacancies are filled by qualified personnel. In cases where a volunteer lieutenant is assigned, a career captain, or a career acting captain should also be in-place. When a volunteer lieutenant is not on-duty, then the split should see a captain/acting captain and an acting lieutenant established so each apparatus has an officer, and the chain of command is clear. This approach would see an ideal situation whereby the LFR is able to maintain career staffing of four personnel. Position vacancies such as officer and apparatus operator should be filled with qualified personnel. As the authority having jurisdiction (AHJ), the LFR will need to determine and classify what the expected qualifications will be, in terms of training, certifications, and experience, required for these positions.

During the research for this master plan, it was noted that the Fire Chief and Deputy Chief regularly respond as part of an engine company. The captains are for the most part, not staffing their apparatus because of other work-related duties and respond with a station vehicle to the scene which consumes valuable response time and leaves the engine company short of an officer for initial critical tasks and appropriate supervision.

There are key points that need to be addressed regarding staffing levels:

- The AHJ sets the level of fire protection services for the community.
- Fire department staffing levels will dictate the level of effectiveness during a structure fire.

- The more duties required of firefighters during fireground operations, the more there is an increased probability that a critical task may not be accomplished properly or safely.
- Work related injuries are often related to low staffing levels during an emergency incident as firefighters will take short cuts to perform a task when required to lift or move equipment.
- During a best-case scenario, staffing levels fall short of NFPA 1710 for a structure fire and the incident commander on scene will be required to make decisions on what critical fire ground tactics to skip. For example, does the incident commander eliminate the need to place a ground ladder for emergency exit purposes for the interior attack crew?
- How the incident commander fulfills their role and executes their obligations.
- Having fewer firefighters on scene will tend to push the envelope on “airtime” and personnel can consume multiple cylinders of air without rehabilitation. This is a dangerous practice as a firefighter’s physical limits are being pushed to the maximum which not only physically exhausts a firefighter, but it also places them into state where mistakes can be made, or a medical event occurs.
- When few firefighters are available, the incident commander has no other choice but to assist with attack line placement or change self contained breathing apparatus (SCBA) cylinders, when the incident commander needs to be focused on their command functions without losing situational awareness.
- The on-scene incident commander is responsible for the overall scene and safety of firefighters and if situational awareness is lost or diminished and a firefighter gets injured, the incident commander will be held accountable for their decision making.

The existing staffing model is not sustainable, and it is safe to say that the Fire Chief and Deputy Chief have exhausted methods to retain firefighters and have stipend members staff apparatus during weekdays and weekends. With the growth of the community there is room for improvement as the LFR falls significantly short on meeting the NFPA standard of staffing for a residential structure fire.

5.2 BC Playbook

The British Columbia Fire Service Minimum Training Standards, Structure Firefighters Competency and Training Playbook (hereafter referred to as the Playbook) was implemented in 2014 and revised in 2015. On November 7, 2016, the City of Langford declared the LFR as a full-service fire department.

When the AHJ declares a service level the necessary competencies for the fire department must be achieved and it becomes the responsibility of the AHJ to support the fire department so it can meet the applicable requirements for the declared service level.

The full-service declaration means that the LFR can provide a full spectrum of services including interior structure firefighting, hazardous materials response, motor vehicle extrication and rescue, and technical rescue services. All firefighters are required to be trained to NFPA 1001 Level II standard and complete exterior and interior live fire evolutions. The fire officers are to be certified as NFPA 1021 *Fire Officer Level 1*, Incident Command 200, NFPA 1041 *Fire Service Instructor Level I* and *Emergency Scene Management*.

Full-service fire departments are to have Standard Operating Guidelines (SOGs) that are based upon response protocols that identify the appropriate staffing levels and number and types of apparatus on scene. The Playbook states that:

"Under British Columbia law, all employers are legally required to ensure that their employees are properly trained for their jobs and properly supervised while performing them."

It should be noted that the BC Playbook recognizes and references the NFPA Standards throughout as industry best practice. It is recommended that the LFR review the current scope of SOGs to identify any gaps and develop a plan for addressing any deficiencies. Efforts should be undertaken to work collaboratively with View Royal and Colwood fire departments to align these SOG where they exist and to develop others that address any gaps to improve interagency operations.

5.2.1 Rapid Intervention Team

A rapid intervention team (RIT) is a dedicated crew of firefighters trained to conduct Interior Operations as identified by the *Occupational Health and Safety Regulations* under the *Workers Compensation Act*.

31.23(1) When self-contained breathing apparatus must be used to enter a building, or similar enclosed location, the entry must be made by a team of at least two firefighters.

31.23(4) A suitably equipped rescue team of at least two firefighters must be established on the scene before sending in a second entry team and not more than ten minutes after the initial attack.

31.23(5) The rescue team required by subsection (4) must not engage in any duties that limit their ability to make a prompt response to rescue an endangered firefighter while interior structural firefighting is being conducted.

NFPA 1407, *Standard for Training Fire Service Rapid Intervention Crews* defines a rapid intervention crew as, “a dedicated crew of firefighters who are assigned for rapid deployment to rescue lost or trapped members.”

During interior firefighting operations a firefighter may get disorientated, trapped, injured, or suffer a medical emergency while they are conducting suppression and search and rescue operations. A “mayday” initiates the priorities for the rescue of a firefighter and having firefighters trained for this function is critical and required by legislation.

The Workers Compensation Board of British Columbia, operating as WorkSafeBC, does not allow for entry into an immediately dangerous to life or health (IDLH) atmosphere unless there is one person at the pump panel maintaining a reliable water supply and one person prepared to facilitate a rescue in the event the initial entry crew runs into trouble. The pump operator may not act as the outside safety backup during initial operations with a single crew on the scene. For the LFR, maintaining crew integrity throughout the shift, which includes supervisory personnel will mitigate risks that a first arriving engine company may not have adequate staffing to make initial entry into an IDLH atmosphere for rescue or fire control operations. It is recommended that when suppression crews are assigned to other duties during their shifts, that they complete these as a unit.

5.2.2 Company Fire Officer

The company officer is responsible for a crew of firefighters and a fire apparatus will generally have a company officer (captain/lieutenant) on each truck. The company officer is responsible for the safe, efficient, and effective leadership during emergency and non-emergency operations. They must provide strategic and tactical leadership at emergency incidents. Their role also requires they address unsafe conditions and acts during emergency operations where unsafe acts are performed by the crew and easily addressed by the company officer, while unsafe conditions are influenced by external conditions and require more attention and experience to address.

The company officer must be able to maintain situational awareness and address unsafe acts such as;

- Firefighters acting on their own initiative without following orders from the incident commander.

- Firefighters taking shortcuts and not using equipment or their PPE properly.
- Inadequate communications with the incident commander.
- The driver/operator driving too fast for road conditions or not obeying traffic laws.
- Crew members not wearing their seat belts.

Unsafe conditions are generally out of the company officers' control, but the company officer with good situational awareness and experience is in a good position to recognize these conditions and address them appropriately. Some examples of unsafe conditions include:

- Rapidly advancing fire conditions or a change in fire conditions while interior firefighting operations are being performed.
- Unsafe structural conditions due to fire growth or light weight truss construction.
- Unstable vehicles during complex extrication incidents.

the company officer is tasked with the responsibility to keep firefighters and the public safe, by recognizing unsafe acts and conditions and dealing with them appropriately. The industry best practice is to have the company officer arrive on scene with their crew. As noted previously, the LFR often has captains assigned to other duties/tasks. For the sake of crew cohesion and to align with best practices, the suppression officers (captains) on each shift should remain with the crew for the duration of each shift, to provide appropriate emergency and non-emergency supervision and leadership.

5.3 NFPA 1710

NFPA 1710, *Standard for The Organization And Deployment Of Fire Suppression Operations, Emergency Medical Operations, And Special Operations To The Public By Career Fire Departments* identifies eight critical tasks that need to be performed safely, effectively and in most cases simultaneously to save lives, prevent property damage and minimize risk to firefighters. NFPA 1710 notes that first responding apparatus shall be staffed with the minimum number of members to deal with the tactical hazards, high-hazard occupancies, high incident frequencies, geographical restrictions and other pertinent factors identified by the AHJ. For an initial response, it is recommended that the crew consists of four personnel – one officer and three firefighters arrive on scene within four-minutes.

In NFPA 1710 (2020 Edition) *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Fire*

Departments, Clause 4.1.2.1 states that the fire department shall establish the following performance objectives for the first-due response zones that are identified by the AHJ.

- Alarm handling time completion in accordance with 4.1.2.3.
- 80 seconds turnout time for fire and special operations response and 60 seconds turnout time for EMS response.
- 240 seconds or less travel time for the arrival of the first engine company at a fire suppression incident.
- 360 seconds or less travel time for the arrival of the second company with a minimum staffing of four personnel at a fire suppression incident.
- For other than high-rise, 480 seconds or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident.
- For high-rise, 610 seconds or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident.
- 240 seconds or less travel time for the arrival of a unit with first responder with automatic external defibrillator (AED) or higher-level capability at an emergency medical incident.
- 480 seconds or less travel time for the arrival of an advanced life support (ALS) unit at an emergency medical incident, where this service is provided by the fire department provided a first responder, with an AED or basic life support unit arriving in 240 seconds or less travel time.

When career departments receive a call for service, firefighters are generally in the station when the call comes in. This state of readiness allows them to get into their structural firefighting personal protective equipment (PPE), board the apparatus, and then respond, which is known as the 'turnout' time. The NFPA Standard for career fire departments identifies 80 seconds as the benchmark turnout time at a 90th percentile for fire and special operations response and 60 seconds turnout time for EMS response.

The overall goal of any fire department is to arrive at the scene of the incident as quickly and as effectively as possible. If a fire truck arrives on scene within the target response time of five minutes and 20 seconds or less with a recommended crew of four or more firefighters, there is increased opportunity to contain the fire by reducing further spread to the rest of the structure. Alternatively, if the first fire attack team arrives with fewer than four firefighters on board, or is delayed, it is limited to what operations it can successfully attempt.

5.3.1 Response Times

To provide the fire department clearer focus on what the ultimate goals for emergency response criteria are, NFPA 1710 suggests that response times should be used as a primary performance measure.

When considering the response times and needs of a community, the fire response curve presents the reader with a general understanding of how fire can grow within a furnished residential structure over a short period of time. Depending on many factors, the rate of growth can be affected in several different ways which can increase or suppress the burn rate through fire control measures within the structure.

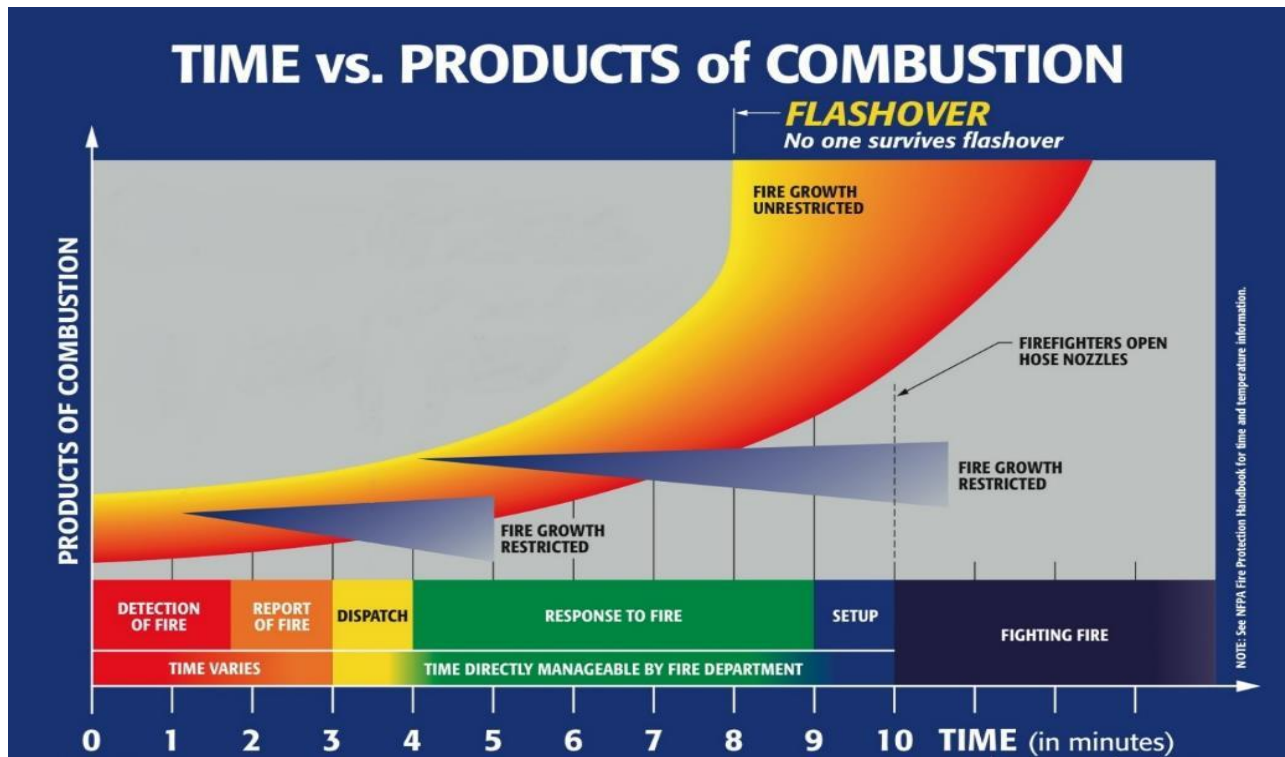
The response time of a fire department is a function of several factors including, but not limited to:

- Notification time.
- Assembly time of the firefighters, both at the fire station and at the scene of the incident.
 - Assembly time includes dispatch time, turnout time to the fire station and response to the scene. It should be noted that assembly time can vary greatly due to weather and road conditions along with the time of day.
- The distance between the fire stations and response location.
- The layout of the community.
- Impediments such as weather, construction, traffic jams, lack of direct routes (rural roads).

As illustrated in the following fire propagation diagram the need for immediate initiation of fire suppression activities is critical. It is imperative to be as efficient and effective as possible in responding to calls for assistance as the LFR responds to more than just fires, it responds to medical

emergencies, motor vehicle accidents and technical rescue incidents where a life-threatening event may occur and require immediate intervention.

TABLE #9: TIME VS. COMBUSTION



The above figure notes the following time variables:

- **Detection of fire** – this is when the occupant discovers that there is a fire. The fire may be in a very early stage or could have been burning for quite some time before being detected.
- **Report of fire** – this is when someone has identified the fire and is calling for help.
- **Dispatch** – the time it takes the dispatcher to receive the information and dispatch the appropriate resources.
- **Response to the fire** – response time is a combination of the following:
 - **Turnout time** – how long it takes the career firefighters to get to the fire truck and respond or how long it takes the volunteer firefighters to get to the fire station to respond on the fire truck. *(A combination fire department such as the LFR model should analyze the turnout time for the career firefighters and the volunteer firefighters).*

- **Drive time** – the time from when the crew advises dispatch that they are responding until the time that they report on scene.
- **Setup time** – the time it takes for the fire crews to get ready to fight the fire. (NFPA 1410 is a training standard designed to provide fire departments with basic evolutions to meet a minimum acceptable performance during training for fire suppression activities).
- **Fighting the fire** – actual time it takes to extinguish the fire on scene.

Performance measurements that the fire department should continue to monitor include:

- **Response time** - the total time from receipt of call to the time the fire vehicle arrives at the incident location.
- **Firefighter turnout time** - time from emergency page until the first vehicle is responding.
- **Drive time** - time tracked from when the fire vehicle has left the station until arrival at the incident location.

LFR response times should be monitored based on the NFPA 1710 standards which is from “dispatch time to time of arrival at the incident.”

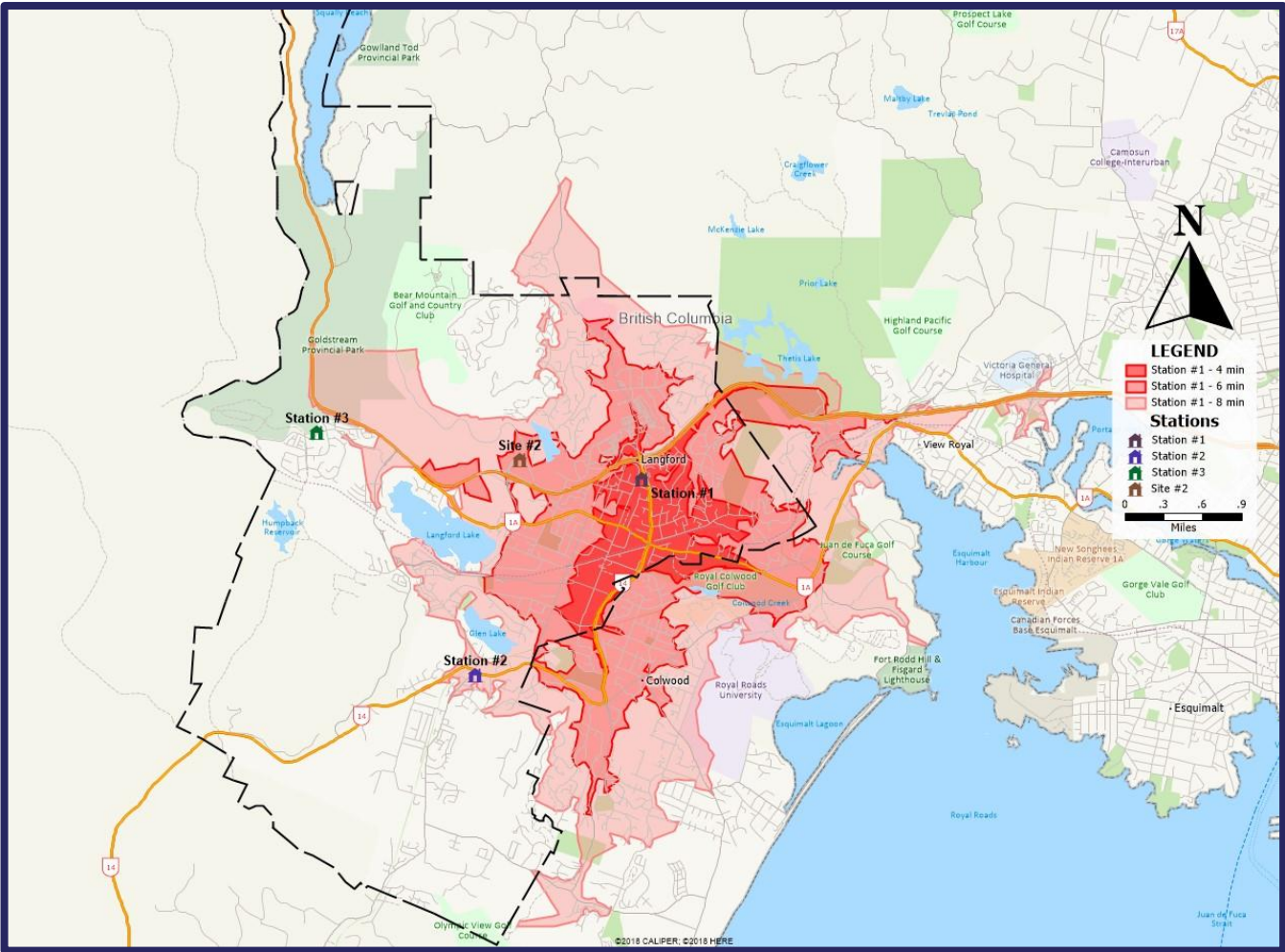
****Note:** *In monitoring time measurements, the 90th percentile criterion is the recommended practice that is endorsed by the NFPA and CFAI. This data is more accurate since it is evaluating the times based on 90% of the calls as opposed to averaging the times at the 50th percentile. For example:*

- 9 out of 10 times the fire department arrives on scene in ten minutes or less, which means that only 10% of the time they are above or outside that 10-minute mark,
- as opposed to five out of ten times (average) the fire department arrives on scene in ten minutes or less, which means that 50% of the time they are above or outside the 10-minute mark.

The travel time grids highlighted in Figure #4 are calculated using GIS software, which uses the road network with the posted speed limits, factoring in direction of travel, traffic lights and stop lights. While the posted speed limit is used, it is understood that at times fire apparatus responding to calls may exceed the speed limit if it is safe to do so, thus reducing the response time. Correspondingly, there will be times due to weather conditions, construction, and traffic congestion that the fire apparatus will be travelling at speeds lower than the posted speed limit (even using emergency lights

and sirens). Therefore, using the posted limit is a reasonable calculation in determining travel distance.

FIGURE #4: STATION 1 WITH 4-, 6- AND 10-MINUTE DRIVE TIME



5.3.2 Response Times

Currently the LFR uses the 10-minute response time referenced in the BC Building Code to measure and report their response standards. The BC Building Code uses response time of a fire department based on the 10-minute threshold at 90th percentile, as one criterion to establish spatial separation requirements for non-sprinklered buildings. It is recommended that LFR move away from the BC Building Code as a measure and should strive to meet the stated minimum response standards based on responding to a 2,000 ft² single-family dwelling as identified in NFPA 1710. While this report recognizes that currently the LFR would struggle in meeting NFPA 1710 response times, this should serve as a guide and an aspirational objective to measure service delivery and report out to the community in a transparent manner that aligns with best practices for a career fire department in a fast-growing urban centre.

NFPA 1710 (2020 Edition) recommends a minimum of 16 firefighters on scene for a single-family dwelling (17 if an aerial is used) as the full 1st Alarm response assignment, also referenced as an Effective Response Force (ERF). As noted in NFPA 1710 the initial response crew is a 4-person engine company arriving within 5:20 seconds after dispatch (80 second turnout time plus 4-minute drive time). A second engine company should arrive within 7:20 (80 second turnout time plus 6-minute drive time) and a full assignment of 16 firefighters should be on scene within 8-minutes. The LFR can call upon additional resources such as View Royal and Colwood fire department along with off duty career firefighters, but these resources will not arrive in time to meet the NFPA standard.

Recognizing this, the LFR should work with View Royal and Colwood to identify what the current baseline of operations are related to fielding an ERF for each municipality. This will then lead to identifying acceptable benchmarks for achieving the goals and objectives of the fire department regarding levels of service and response times. Automatic aid dispatching for all three fire departments will also support this approach.

Due to the high probability that the LFR will not arrive with sufficient resources within the NFPA 1710 response benchmarks, it is imperative that strategic and tactical assignments are clearly identified in an SOG to enhance the safety of responders on scene.

TABLE #5 outlines the minimum tasks of the firefighters at a residential structure fire and the staffing required to complete each.

TABLE #10: NFPA 1710 (2020) STAFFING REQUIRED - RESIDENTIAL STRUCTURE FIRE

Function	Staffing Required
1) Establish incident command for the overall coordination and direction of the full alarm assignment.	1
2) Establish uninterrupted water supply of a minimum 400 GPM. (1,520 L/min) for 30 minutes with supply line maintained by an operator.	1
3) Establish effective water flow application rate of 300 GPM. (1,140 L/min) from two handlines, each of which has a minimum flow rate of 100 GPM. (380 L/min) with each handline operating by a minimum of two members.	4
4) The provision of one support member for each deployment attack and back-up line to provide hydrant hook-up and assist in laying of hose lines, utility control and forcible entry.	2
5) Provision of at least one victim search and rescue team with each such team consisting of two members.	2
6) Provision of at least one team consisting of at least two members to raise ground ladders and perform ventilation.	2
7) If an aerial device is used in the operations, one member to function as the aerial operator.	1
8) An initial rapid intervention crew (IRIC) assembled from the initial attack crew and as the initial full alarm arrives, a sustained rapid intervention crew (RIC) of four members. *	4
Total effective response force with a minimum 16 (17 is an aerial device is used). ** See asterisk	17

****Note(s):** NFPA 1710 (3.3.53) defines the Rapid Intervention Crew as a dedicated crew of at least one officer and three members positioned outside the Immediately Dangerous to Life or Health (IDLH) Zone, trained and equipped as specified in NFPA 1407 Standard for Training Fire Service Rapid Intervention Crews, who are assigned for rapid deployment to rescue lost or trapped firefighters.

NFPA 1710 (1.3.53.1) defines the initial rapid intervention crew (IRIC) as two members of the initial attack, crew, positioned outside the IDLH zone, trained, and equipped as specified in NFPA 1407, Standard for Training Fire Service Rapid Intervention Crews, who are assigned for, rapid, deployment (i.e., two/in/out) to rescue lost or trapped firefighters.

NFPA 1710 (5.2.2.3) An incident safety officer shall be deployed upon confirmation of a structural fire, at special operation incidents, or when significant risk is present to the member, due to the nature of the incident. Further to this, NFPA 1710 (5.2.2.3.1) states that the safety officer meets the requirements as specified in NFPA 1521, Standard for Fire Department Safety Officer, and shall have the expertise to evaluate, hazards and provide direction with respect to the overall safety of personnel.

NFPA 1710, Article 5.2.4.4.1 outlines the resources required for a working fire within a high-rise structure about 75' (or 23 m). The initial full alarm assignment for a high-rise fire requires 42 firefighters (38 if a medical unit is not required) and in these incidents the LFR has a mutual aid agreement where the View Royal and Colwood fire departments response to assist. A high-rise fire would be considered a High-Risk, Low-Probability event, and continued mutual training with the View Royal and Colwood fire departments is necessary to ensure that key strategic decisions are made early during a high-rise event to minimize property loss and or civilian injury or death. It is recommended that collaborative efforts be undertaken with Colwood and View Royal to ensure a consistent approach to High-Rise incidents, through the establishment of a tri municipal SOG and annual training exercises, be they field or tabletop in nature.

Initial full alarm assignment to a fire in a building with the highest floor greater than 75' (23 m) above the lowest level of fire department vehicle access shall provide for the following:

TABLE #11: STAFFING REQUIREMENT PER FUNCTION

Function	Staffing Required
1) Establishment of a stationary incident command post outside of the hazard area for overall coordination and direction of the initial full alarm assignment with a minimum of one officer with an aide dedicated to these tasks and operations are to be conducted in compliance with the incident command system for the overall coordination and direction of the full alarm assignment.	2
2) Establishment of an uninterrupted water supply to the building standpipe/sprinkler connection sufficient to support fire attack operations maintained by an operator and if the building is equipped with a fire pump, one additional member with a radio to be sent to the fire pump location to monitor and maintain operations.	1/1
3) Establishment of an effective water flow application rate on the fire floor at a minimum of 500 GPM (1892 L/m) from two handlines, each operated by a minimum of two members to safely, and effectively, handle the line.	4
4) Establishment of an effective water flow application rate on the floor above the fire floor at a minimum of 250 GPM (946 L/m) from at least one handline, with each deployed handline operated by a minimum of two members to safely, and effectively, handle the line.	2
5) At a minimum, an initial rapid intervention crew (IRIC) assembled from the initial attack crew and, as the initial attack crew and as, the initial alarm response arrives, a full and sustained rapid intervention crew established.	4

Function	Staffing Required
6) Provision of two or more search-and-rescue teams consisting of a minimum of two members each.	4
7) Provision of one officer, with an aide, dedicated to, establish an oversight at or near the entry point on the fire floor(s).	2
8) Provision of one officer, with an aide, dedicated to, establish an oversight at or near the point of entry on the floor above the fire.	2
9) Provision of two or more evacuation management teams to assist and direct building occupants with evacuation or shelter actions, with each team consisting of a minimum of two members.	2
10) Provision of one or more members to account for and manage elevator operations.	1
11) Provision of a minimum of one trained incident safety officer.	1
12) Provision of a minimum of one officer two floors below the fire floor to manage the interior staging area.	1
13) Provision of a minimum of two members to manage member rehabilitation and at least one of the members to be trained to the ALS level.	2

Function	Staffing Required
14) Provision of an officer and a minimum of three members to conduct vertical ventilation operations.	4
15) Provision of a minimum of one officer to manage the building lobby operations.	1
16) Provision of a minimum of two members to transport equipment to a location below the fire floor.	2
17) Provision of one officer to manage external base operations.	1
18) The establishment of an initial medical care component consisting of a minimum of two crews each with one member trained to the ALS level, capable of providing immediate on-scene emergency medical support, and transport that provides rapid access to civilians or members potentially needing medical treatment. NFPA 1710 asks for four, members to be assigned to this task.	No staff required as this would be handled by Ambulance
19) Total effective response force, a minimum of 42 (38 due to the non-implementation of #18) 39 if the building is equipped with a fire pump.	38

The LFR staffing does not meet the standard set out by the NFPA for a residential fire and falls well short of the staffing required for a high-rise response. Even though additional resources from View Royal and Colwood may be requested by the incident commander to support the fire scene during a residential and high-rise fire, there is a response time concern along with interagency protocols and staffing numbers responding from the above neighbouring fire departments which does not guarantee enough firefighters will be available to mitigate the incident.

Due to the number of high-rise structures in Langford and the projected growth of the City, it is imperative that the LFR, View Royal and Colwood fire departments regularly schedule training to address the operational needs required for high rise fires.

5.4 National Institute of Standards and Technology

Based on studies and evaluations conducted by the National Institute of Standards and Technology (NIST) and the NFPA, no interior attack is to be made by the firefighters until sufficient personnel arrive on scene. The expectation is that a minimum of three firefighters and one officer arrive on scene to make up the initial fire suppression team. This team of four can effectively do an assessment of the scene, secure a water source (e.g., fire hydrant), ensure the fire truck is ready to receive the water and get the fire pump in gear, as well as unload and advance the fire hose in preparation for entry into the structure.

In 2010 NIST conducted over 60 fireground experiments to measure 22 tasks performed at a low hazard (2,000ft²) residential structure fire by two-, three-, four- and five-person crews on the initial arriving pumper. The NIST study found that on a four-person crew was (on average) seven minutes faster-nearly 30%-than a two-person crew. The four-person crew completed the same number of fireground tasks (on average) 5.1 minutes faster-nearly 25%-than the three-person crew. The four-person crew operating on a low-hazard structure fire completed laddering and ventilation (for life safety and rescue) 30% faster than the two-person crew and 25% faster than the three-person crew. The modeling showed clearly that two-person crews cannot complete essential fireground tasks in time to rescue occupants without subjecting them to an increasingly toxic atmosphere.¹⁰

Additionally, a four-person crew was able to get “water on the fire” 16% faster than a two-person crew. The four-person crew started and completed a primary search 6% faster than a three-person crew and 30% faster than a two-person crew. During the primary search it was noted that a 10% difference was equivalent to just over one minute.

The NIST study was focused on career fire departments which clearly identifies the relationship between the deployed firefighting resources and the ability to perform effective tasks on the fireground.

¹⁰ National Institute on Standards and Technology (2010) *Report on Residential Fireground Field Experiments*, p. 10-11.

In both the 2010 and 2020 studies, the NIST examined fire crew efficiencies and the tasks that may be completed during a residential structure fire with different sized crews.

The following research questions guided the experimental design of the low-hazard residential fireground experiments documented in this report:

- How does crew size and stagger affect overall start-to-completion response timing?
- How does crew size and stagger affect the timings of task initiation, task duration and task completion for each of the 22 critical fireground tasks?
- How does crew size affect elapsed times to achieve three critical events that are known to change fire behavior or tenability within the structure?
- Entry into structure?
- Water on fire?
- Ventilation through windows (three upstairs and one back downstairs window and the burn room window).
- How does the elapsed time to achieve the national standard of assembling 16 firefighters at the scene vary between crew sizes?

The experiments were conducted in a burn prop designed to simulate a low-hazard fire in a residential structure described as typical in NFPA 1710. A low-hazard occupancy is defined in the NFPA Standard as a one, two or three-family dwelling and some small businesses. Medium hazard occupancies include apartments, offices, mercantile and industrial occupancies not normally requiring extensive rescue or firefighting forces. High-hazard occupancies include schools, hospitals, nursing homes, explosive plants, refineries, high-rise buildings and other high life hazard or large fire potential occupancies.

The study found that four-person crews were able to complete 22 essential firefighting and rescue tasks in a typical residential structure fire 30% faster than a two-person crew and 25% faster than a three-person crew.¹¹ Having crews of four firefighters lessens the risk of injury as more personnel are available to complete assignments.

Unfortunately, the misconception of many is that an arriving fire truck has enough firefighters to conduct immediate search, rescue, and suppression duties. The LFR generally does not arrive with

¹¹ "Report on Residential Fireground Field Experiments," Averill, Jason D. et al, April 2010, https://tsapps.nist.gov/publication/get_pdf.cfm?pub_id=904607

enough firefighters to conduct these critical tasks and therefore firefighters are limited on the tasks they can perform until the arrival of more apparatus and firefighters.

The staffing during dayshifts is consistently below an acceptable level for a structure fire and when a three-person engine company responds to a structure fire, with a chief officer responding from home or the office, the initial engine company is severely limited to the operations they can conduct.

There is no indication that the population growth of Langford is going to slow down, in fact it is the opposite, and even if the population of Langford does not increase at the anticipated rate, increasing the number of on-duty staff is recommended to strive for a better staffing level that meets or at the very least, closes the gap to the NFPA 1710 standard. It is anticipated that the use of stipend firefighters will continue to be an important and valuable part of the staffing model in the future. Through cooperation and collaboration with IAFF Local 2848 the proposed staffing model in this Master Plan will see an increase in full time career staff and support ongoing use of stipend firefighters.

It is recommended that the LFR develop and implement a plan to hire additional staff over the next 5-7 years with the goal of having ten firefighters per platoon. This level of staffing would allow the LFR to fully staff two pieces of firefighting apparatus deploying from both Fire Station #1 and Fire Station #2, with four personnel each (one officer and three firefighters). By having ten career firefighters per platoon a minimum level of staffing can be established as noted above and can continue to be supplemented by stipend firefighters.

The recommendations will enhance the level of response resources available within the city. It should be noted that the increase in personnel will add an additional twenty-four (24) career firefighters to the LFR, with six additional firefighters to each Platoon, for a total of ten. This model more than doubles the existing full time career staff and recommends the continuation of employing a minimum of two stipend firefighters on weeknights and weekends. This staffing level also aligns the LFR with other like-sized municipalities across British Columbia.

As mentioned previously, there are four firefighters assigned to each platoon, and with vacation, time taken off as banked time and illness, the platoon is often left short staffed as the LFR does not backfill vacant positions with overtime. The increase in firefighter staffing must be a planned process where the City is able to adjust the short and long term operational financial plan to accommodate the increase in staff.

EMG is presenting a staffing option for the long-term growth of the LFR to narrow the staffing gap identified in the NFPA 1710 standards, meet community expectations, and support efficient and effective operations. This option can be implemented as is or can form the foundation for other approaches that LFR leadership deem appropriate to achieve the same outcome.

5.4.1 Staffing Model Option

The staffing recommendations can be accomplished in the following seven stages over a 7-year period (2023-2029);

- The hiring of one firefighter per platoon (for a total of four firefighters) in 2023, which will increase the platoon staffing to five firefighters.
- This will move to the 1.25 staffing rate.
- The hiring of a second firefighter for per platoon (for a total of four firefighters) in 2024, which will increase the platoon staffing to six firefighters.
- This should facilitate operationalizing Fire Station #2.
- The hiring of a third firefighter for two of the platoons (a total of two more firefighters) in 2025, which will increase the platoon staffing to seven firefighters on two platoons.
- The hiring of a third firefighter for the remaining two platoons (a total of two more firefighters) in 2026, which will increase the platoon staffing to seven firefighters on all platoons.
- The hiring of a fourth firefighter per platoon (for a total of four firefighters) in 2027 which will increase the platoon staffing to eight firefighters.
- This will staff Station #1 and Station #2 with full compliment of four fire fighters on-duty each.
- The hiring of a fifth firefighter per platoon (for a total of four firefighters) in 2028 which will increase the platoon staffing to nine firefighters.
- The hiring of a sixth firefighter per platoon (for a total of four firefighters) in 2029 which will increase the platoon staffing to ten firefighters.
- This will ensure LFR is at the 1.25 staffing rate.

The staffing model proposed will by 2029/2030 provide the LFR a four-person engine company at Station #1 and a four-person engine company at Station #2. The fifth firefighter per platoon will primarily maintain full engine company staffing and provide coverage for vacation, illness, injury, and

related vacancies. During rare occasions when all staff are at work, this fifth firefighter would drive a rescue truck or other support vehicle to supplement response capacity.

This staffing model and the ongoing use of stipend firefighters to supplement the career fire suppression staff during weeknights and weekends integrates into this phased plan and will enhance response capacity thereafter.

The long-term planning proposal is intended to help the City of Langford adjust financially to the increased fire department budget and to also work with the IAFF Local 2848 in a staffing model that continues to use stipend firefighters where the stipend firefighters are used for nightshifts and weekends.

5.5 Medical Response

Currently, based on data from the past six years, approximately 40% of the calls for assistance the LFR attends are medical related. The anomaly year of 2020 saw a significant decrease due to the COVID-19 pandemic and the restrictions placed on response to medical incidents for fire services such as the LFR by the BC Emergency Health Services (BCEHS).

TABLE #12: 2016 -2021 MEDICAL RESPONSE

YEAR	MEDICAL INCIDENTS	TOTAL INCIDENTS	PERCENTAGE
2021	1002	2358	42.5%
2020	528	1958	26.9%
2019	874	2203	39.7%
2018	813	2028	40.0%
2017	838	2053	40.8%
2016	743	1881	39.5%

Any incident response category that comprises 40% of call volume should be considered a core service and be provided appropriate resources and organizational focus. Too often fire services view medical response as an ancillary service and as such miss the opportunity to apply a strategic lens to the delivery of this service and to ensure the community is receiving the best possible service. The LFR is well positioned to incorporate emergency medical services in their long-term planning. They provides medical care to the community as a first responder agency with personnel trained and licensed through the Emergency Medical Assistants Licensing Board (EMALB) to a First Medical Responder Level-III. The First Responders - III's arrive at the scene of a vehicle collision, birthing, heart attack, trauma, or other emergencies to perform possible life-saving medical intervention. The EMALB defines the scope of practice for First Responders - III's with permitted exemptions provided occasionally for personnel to deliver care normally outside this scope. An example of this is when the emergency medical assistant's regulation was amended to permit licensed fire rescue first responders to administer naloxone to individuals who have overdosed on opioids. Being able to offer these services to the public is a definite advantage to addressing patient care in an effective manner.

First Responders - III's are trained in basic first aid skills, including the patient assessment model, cardiopulmonary resuscitation, hemorrhage control, and care for a variety of acute and chronic conditions. This course usually takes around 40 hours from start to finish. Typically, this level of training does not permit the administration of medications.

While there is a BC Ambulance Station (Station 109) in the city, it is not uncommon for ambulance response to be delayed due to staffing shortages, deployment to other areas within the region, and during times of peak call volume. To ensure the citizens of Langford receive the appropriate level of care, the LFR, in consultation with their medical advisor, should consider whether crews should be trained to the Emergency Medical Responder (EMR) license. The scope of services falling within EMR are likely better aligned with providing the level of care expected by the citizens of the City of Langford. The current First Responders - III program has not kept pace with societal changes or expectations for the fire service regarding delivery of pre-hospital, or out-of-hospital care. Simple diagnostic tools such as Blood Pressure measurement, use of a Pulse oximeter to gauge oxygen saturation of the blood and using a blood glucose meter to identify those suffering a diabetic event would be beneficial tools for LFR firefighters. While these procedures are slowly being incorporated into First Responders - III scope of practice, the EMR License provides a far more sustainable license model.

Some communities in BC have already begun or completed the transition process of training their firefighters to the license level of Emergency Medical Responder (EMR), which requires approximately another 40 hours of training. Being qualified to provide first aid, EMR can also provide emergency

medication as approved. Their training in patient assessment, and stabilization also allows them to enhance the level of pre-hospital medical treatment. The goal of an EMR is to rapidly evaluate the condition of the patient and maintain their breathing and circulation (by CPR and defibrillation) until they have been transported to a hospital. Controlling external bleeding and preventing further injury or disability while awaiting British Columbia Ambulance Service (BCAS) transport for more extensive medical care is the focus of an EMRs responsibilities.

LFR should review the differences in the level of training between an First Responders - III and that of an EMR to identify any advantages of the firefighters enhancing their level of training, which inevitably will be passed on to the patient as part of the pre-hospital care.

Integration of fire services within the current model of pre-hospital care is based on the Clinical Response Model used by BCAS to prioritize response to incidents. Fire services can identify the level of response they can provide, often categorized by colour coding.

FIGURE #8 - CLINICAL RESPONSE MODEL

PURPLE	RED	ORANGE	YELLOW	GREEN	BLUE
Immediately life threatening (cardiac / respiratory arrest) Highest priority Echos and Deltas	Immediately life threatening or time critical Advanced skills recommended	Urgent / Potentially serious but not immediately life threatening	Non-urgent (not serious or life threatening)	Non-urgent (not serious or life threatening)	Non-urgent (not serious or life threatening). Further telephone triage appropriate.
Code 3	Code 3	Code 3	Code 2	More information coming soon	If a BLUE incident is triaged as requiring an ambulance response the incident will be re-coded to reflect the urgency of attendance. Response will align to the allocated code.
	Potential divert from RED to PURPLE	Potential divert from ORANGE to RED to PURPLE	Potential divert from YELLOW to ORANGE to RED to PURPLE		



Changes are also coming to how the fire service is integrated within the medical system through the BC Emergency Health Services, the BCAS, and the Ministry of Health. The LFR should stay abreast of these changes and look ahead to best position the fire department to engage and best determine what service level is expected from its citizens, and to what extent the LFR can deliver on those expectations. Collaboration with partner agencies such as View Royal and Colwood would be beneficial to this approach and align delivery of pre-hospital care regionally.

5.5.1 Response Data

The LFR should monitor response and arrival times of BCAS crews. The LFR does document when their fire suppression personnel arrive at the scene of a medical emergency. They should also document the time the BCAS crew makes patient contact to begin treatment. All this data is critical in relation to confirming patient care and the times associated with patient contact. It can also demonstrate any trends such as ongoing ambulance delays which may cause LFR resources to be unavailable for higher acuity medical incidents, fires, rescues, or other incidents of a more critical nature. Establishing this approach to capturing data, may also lead to further collaboration with local BCAS crews around identifying ongoing issues or areas requiring further attention to better patient care in the City of Langford.

5.6 Recruitment and Retention of Volunteer/Stipend Firefighters

Today's combination fire service requires a level of professionalism and competency that can only be achieved through training and education. The LFR has the Langford Volunteer Firefighters Association (LVFA) from which to draw its volunteer and stipend firefighters. It should be noted, the use of the term 'stipend' firefighters simply refers to a system of paid shifts scheduled on weekday evenings and weekend days and nights, covered by the volunteer members of LFR. Currently, there are around 35 active volunteer firefighters out of an authorized strength of 60 for the LFR. On average 12 LVFA members leave the Fire Department annually, replaced by approximately 12 new volunteers.

A trend common across Canada, as well as the United States, relates to recruitment and retention of volunteer firefighters. As demographics change in communities it becomes harder to recruit volunteer members who can be available Monday-to-Friday for emergency responses. The goal of any combination fire department is to overcome barriers of recruitment and to increase and retain firefighters in the department; this means retaining career, stipend, and volunteer firefighters for the LFR.

A one size fits all model does not exist when it comes to recruitment and retention practices for the fire service. Community dynamics and demographics vary, and the fire department should reflect the community demographics. Today more than ever, people are busier and tend to have fewer ties to their community or volunteering their time for any organization and volunteers are becoming harder to recruit. The answer for many fire departments is to pay members as paid-on-call or use stipend firefighters as part of the staffing model. Fire service leaders today need to recruit differently and become marketers rather than relying upon past practices. The National Volunteer Fire Council identifies questions to guide the recruitment process include:

In a nationwide survey, the leading reasons why people stop volunteering include the following:

- Lack of time to volunteer
- Conflicts within the organization
- Organizational leadership created an adverse atmosphere
- Amount of training requirements
- Attitude of existing personnel towards newcomers
- Criticism received from officers or older members
- Lack of camaraderie

As with many volunteer fire departments, the daytime hours from Monday to Friday are the greatest challenge for volunteer response due to fact that many volunteer firefighters are either at work, school, or taking care of family. While some issues may be uncontrollable, other issues can be mitigated such as conflicts within the organization, leadership, training, attitudes, criticism, and camaraderie.

Some reasons for the limited recruitment response may include:

- A weakening sense of community among the population in part because the fire department may not adequately reflect the diversity of the people it serves.
- The ratio of men versus women in the fire service giving the misconception that a department is looking for firemen vs firefighters.
- The lack of the fire department to fully connect with the community by promoting the activities and services provided by the LFR.

The education, competencies and practical skills required for a firefighter today require significant time and dedication. In many cases, keeping current with the basic firefighting skills is a challenge for the volunteer firefighter which leaves little or no time to focus on advanced technical rescue skills.

5.6.1 Stipend Fire Fighters

The LFR has in-place a well-defined and developed 'Stipend Fire Fighters' program, whereby volunteer members of the LVFA work scheduled weekday evenings and weekend days and evenings for a stipend payment of \$100 per shift. Stipend firefighters must cover a minimum of three shifts per months, equaling 36 shifts per year. This is also used to track and quantify training for the volunteer members, as their stipend shifts are utilized as their documented training sessions.

At LFR there are two paths to becoming a member of the LVFA. The first path to entry sees most of these stipend/volunteer firefighters hired having already completed NFPA 1001 Level II certification. This long-standing program is quite frankly an innovative and proactive approach to enhancing the resources available to the fire department. The LFR has a reputation for this program, which draws applicants and members from across the Capital Regional District (CRD). There are numerous jurisdictions across BC and Canada that would be well served by emulating the stipend model developed by the LFR. The reputation of the program has at its foundation a roster of stipend/volunteer firefighters focused on obtaining a fire service career, with Langford, or any other fire department interested in employing them. The upside is a roster of highly motivated and engaged personnel, the downside is the high annual turnover.

The second path to entry as a LVFA member is through a more general application process not requiring the NFPA 1001 certification. These members will eventually be trained by LFR to the NFPA 1001 standard, however until that time they are not eligible to cover the stipend shifts. While this second path is inclusive in nature, the LFR must commit a greater level of time and resources to qualify personnel, than is required for those streaming through the first path. That said, the LFR has a tradition of hiring for career positions solely from within its stipend/volunteer ranks. The time spent by stipend firefighters with the career suppression members provides for in essence an extended 'ride-along' program where candidates are trained, coached, mentored, and assessed for fit as a future member of the LFR. With the time requirements for training, responding to emergencies and maintaining equipment, the fire department must recruit the right people for the right reasons and the use of the stipend program as a recruiting tool has served the LFR well. However, there can be at times a lack of familiarity between career personnel and the stipend personnel showing up for their shifts. Knowing the skills, knowledge, and abilities of stipend firefighters working alongside them provides the career personnel with confidence to assign fireground tasks, and to focus on their own assignments. During the COVID-19 pandemic, the LFR grouped the stipend firefighters into shifts, or platoons, to limit cross-shift exposure. This had the unintended impact of allowing career personnel to work alongside a regular cohort of stipend firefighters, thus gaining an awareness of what they bring in terms of background and experience, and a continuity to the training being delivered. It is recommended that the LFR look at ways to align stipend firefighters with specific shifts for consistency and continuity, which will enhance operational effectiveness.

During the research conducted for this Master Plan, it was noted that the stipend rate should be brought into alignment with that of the neighbouring fire departments. The LFR would be well served to assess best-practices in terms of what a current stipend or 'paid-on-call' rate for the shifts being covered would be.

5.6.2 Volunteer Firefighters

Over the years, as the fire department has evolved, the role and make-up of the LVFA has changed. With integration of the stipend firefighter program, drawn from the ranks of the LVFA, in effect there no longer remains a true 'volunteer firefighter' contingent within LFR. With LVFA members committing to covering a minimum three shifts per month, most understandably look at that being their commitment to the LFR. This is a two-sided coin for the LFR; on the one hand, a stable and scheduled body of stipend firefighters enhances response capacity on weekday evenings and weekend days/nights. The flipside is that 'call outs' for volunteers often results in minimal turnout. This situation seems to be a natural outflow of the current program where LVFA members make a defined commitment of their time, and then can focus their time and energy when not 'on shift' to the

many other draws on personal time today, ranging from family responsibilities, to employment, and to recreational activities that all ensure a work/life balance. Given the structure and resources of the LFR, it is reasonable to conclude that the days of 'calling out' large numbers of volunteer firefighters have passed and the LFR has exhausted this strategy. It is recommended that LFR review and possibly revise the response and call-out procedures for larger incidents to integrate notification for off-duty career personnel in place of, or simultaneously with, volunteer callouts. The members of the LVFA could still respond, though the LFR would be more reliant on off-duty career personnel.

5.6.3 Recruitment

As noted earlier, the stipend firefighter program that leverages the members of the LVFA to work weeknights and weekend days and nights, provides a significant recruitment draw across the region. In effect, this stipend or 'work experience program' not only provides the pool of talent for the LFR when filling career firefighter roles, but also provides aspiring firefighters with resume-enhancing experience when competing for career positions across the region. The very success of the stipend program itself, will and does result in a higher-than-normal turnover as these LVFA members are hired internally or externally. While it is likely the program will continue to draw a large talent pool to the LFR, should a need arise, or resources become available to direct towards recruitment & outreach there are several approaches that could be employed to recruit new members. This may include:

- Placing ads in local media such as newspapers, rate-payers association newsletters and websites along with working with local radio stations to provide public service announcements about the recruitment.
- Posting notices on social media such as Facebook, Twitter, Instagram, and home page of the City's website including increasing the fire department profile by posting pictures of the firefighters in action and statistics on social media outlets.
- Posting signage in the front of the fire station may yield interest.
- Develop a recruitment video and use local students to help develop and film the video as part of their required community service time.
- Create a Junior Firefighter program where high school students are given credit for participating in fire department activities. This has been very, successful in the United States and is beginning to grow in Canada as a means of gaining interest in the fire service at an early age.
- Promote and conduct an information night at the fire station for potential new members to drop by to see what being a firefighter is all about. Encourage attendees

to bring the entire family and have activities for children to promote that the fire service is a family unit.

- During the information sessions, members of the department could provide tours of the station and apparatus. Administration would outline the expectations of members of the department such as the number of fire calls and training sessions they must attend; satisfaction gained knowing that you're helping your neighbour on the worst day of their lives; describe the life-long friendships that are started; understand what true teamwork is like and the bond that is garnered between firefighters.
- Diversity can only thrive in a welcoming, inclusive environment. This will require a plan on making new members feel accepted and welcomed. There needs to be a change in attitudes and overall fire department culture in today's fire service in welcoming visible minorities, females and LGBTQ members. Involve some of the female firefighters in the recruitment process. Include a focus on visible minorities that live in the community.
- Fire departments tend to recruit in a one-dimensional fashion which is not always successful. Departments need to adapt the recruitment strategies to better suit the individuals in the community and recruit those that believe in the department's mission and values.
- Establish a recruitment committee comprising both male and female firefighters of LFR.
- The building of a new headquarters/fire station may peak a potential new recruit's interest and could be the turning factor for some to wish to join the department.

While LFR already incorporates some of the previously noted items, a full evaluation of which of the additional points can be incorporated into the recruitment efforts is a recommended course of action to sustain the level of interest and enhance community exposure.

5.6.4 Retention

The issue of retention has been identified as a challenge with just about every volunteer fire service in North America. There are numerous reasons for leaving including the firefighters not feeling appreciated by the municipality, the time and effort required for both training and response, firefighter's family not being recognised for loaning their family member to the community. The reality in the LFR, is most retention-related issues are due to LVFA members obtaining career positions. The LVFA is now predominantly the catchment for stipend firefighters, the majority of whom are readying themselves for career positions locally, regionally, or provincially.

There are however opportunities the LFR can take to increase retention, which may include:

- Assign a seasoned member to mentor each rookie when a new member joins the department.
- Conduct a firefighter appreciation events (e.g., dinner, BBQ) where members are recognised by Council for their long term, outstanding service, or something exceptional they did at a call.
- Council take time to acknowledge, the employers, of the firefighters for permitting their participation in the fire department and/or permitting them to leave work to attend fire calls.
- Survey other fire services to compare pay rates and adjust the stipend accordingly.
- Implement a service recognition pay incentive. This might include paying extra in the form of a 5 to 10% pay increase for every five years they have been on the department; this would prevent the loss of years of experience.
- Offer benefit packages as many may not have benefits at their place of employment, and some are self-employed. Such packages would include basic dental, drug, and eyewear coverage.
- Purchase a wellness benefit package for the firefighters such as mental, financial, and family counseling.
- Engage in treating post traumatic stress disorder (PTSD), which is a common illness among fire responders.
- Offer a RRSP/pension savings plan with contributions from the LFR after they have been a member of the department for a predetermined length of time.
- Education assistance programs to support staff in their professional development.
- Provide strong leadership that focusses on the Mission, Vision and Values of the department while resolving conflict resolution in a timely manner.
- Conduct exit interviews with those that leave the department to understand their reasons for leaving.
- Foster the history of the fire department by creating displays of pictures of past members, events, apparatus, to instill a sense of pride on how far the department has grown.

Some of the above suggestions may imply an expense, but the value of keeping trained personnel longer, which in the end saves on the ongoing training of new firefighters.

It costs the city a large sum of money to train and equip new firefighters, therefore it is important that a means to retain their investment is developed and supported by Council.

5.7 Communications

The LFR utilizes a variety of systems to ensure effective emergency communications with the public, responders, and other agencies. E-COMM is the Public Safety Answering Point (PSAP) provider within the region and the Capital Region Emergency Services Telecommunications Inc (CREST) operates the radio network used by almost all agencies in the Capital Regional District (CRD) of the province. As of July 26, 2021, the LFR entered into a five-year agreement with the City of Surrey to provide dispatching services. The LFR uses this dispatching service provided by Surrey Fire Dispatch which receives 9-1-1 calls from E-COMM for call evaluation of fire related call types and dispatch. Surrey Fire Dispatch receives medical dispatch requests for the department from the British Columbia Emergency Health Services dispatch center when call typing identifies fire support for medical response. All systems are maintained and tested in accordance with National Fire Protection Association (NFPA) *1221 Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems* standard including backup and redundancy components.

The Department, through the CRD has agreements with E-COMM and CREST, while the LFR holds the Service Agreement with Surrey Fire Dispatch for provision of services. The CRD would then have input into the E-COMM system and CREST as a shareholder in the governance group. The current Agreement with Surrey Fire Dispatch identifies the services provided for dispatching by Surrey Fire at a base level but does not include language related to the specific performance objectives, needs or expectations for dispatch services as required by the department.

It is recommended that the LFR identify performance and dispatching expectations and needs that meet the fire departments requirements to be incorporated into the Dispatching Agreement.

5.8 Radio System

Radio systems have many technological advancements every year, making it difficult for fire services to maintain current standards. Some of these technologies are:

Simplex vs Repeater Radio Signals

A simplex radio system is best explained as radios that talk directly to each other (i.e., radio to radio). Radio signal strength using a simplex system is not as strong as using a repeater; a repeater system receives a radio message and then rebroadcasts it at a higher strength, thus providing better coverage. Most fire services operate a repeater system for the enhanced radio signal.

Analogue vs Digital

An analogue signal weakens as it travels further way from the radio that sent the signal; a digital radio signal maintains the same strength no matter how far the signal goes.

The LFR radio system is operating on digital technology with repeaters installed that strengthen the radio signal. The LFR is a member of the CREST user group represented by the CRD. Through this body, the LFR can leverage a coalition of 50 agencies providing emergency response and safety services within the CRD.

As new apparatus is ordered, a mobile repeater should be included in its outfitting. Repeaters are necessary when operating within structures that contain steel as the steel inhibits radio transmissions from entering or leaving a structure which is paramount for firefighters to have good radio communications. Poor radio communications are a significant health and safety concern.

The radios of today have advanced technologies including radio telemetry which identifies the firefighter and their location on the fire ground. This feature becomes a very important tool when a "Mayday" is announced, and a firefighter's safety is in jeopardy.

The CREST radio system was last updated in 2020, completing a \$24.5 million technology upgrade to a P25 North American standard of public safety excellence. CREST's public safety telecommunications network enables regional self-reliance in the event of a natural disaster. CREST shares a common network with Emergency Communications BC (E-Comm) allowing for strategic interoperability capabilities. Based on the relationships in-place and the level of knowledge captive within LFR regarding dispatch services, it would seem the LFR is being well served through the current relationships with Surrey Fire Dispatch, E-COMM, and CREST

Section 5 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	LFR to undertake an assessment, in collaboration with View Royal and Colwood, of the 2020 edition of the NFPA 1710 standard, subsection 5.2.4.1.1 on fire department service deployment along with the appropriate response staffing levels for each.	5.1.1
Rationale	As none of the three fire departments alone can achieve the recommended staffing levels for response at present, the LFR and its partner fire departments, should assess what steps need be taken to work towards collaboratively fielding the appropriate firefighting force, known as an Effective Response Force (ERF) as listed in subsection 5.2.4 of NFPA 1710.	
Recommendation	LFR to implement staffing maintenance factor of 1.25 for Suppression positions. With a maintenance factor of 1.25, this means that for every firefighter required to meet minimum deployment of four, the City of Langford maintains 1.25 FTE. It is recommended that the LFR implement the staffing maintenance factor from its current level to 1.25.	5.1.1

Recommendation and Rationale		Section
Rationale	Staffing levels for LFR should include a “staffing maintenance factor”. which is a staffing modifier ensuring more firefighters are employed than the number required to operate all shifts; this enables backfill to occur due to non-operational demands on firefighter time as well as different kinds of absences. In the case of the LFR, the current (2022) model of having four Suppression personnel on-duty (one captain and three firefighters) would require at a maintenance factor of 1.25, there be five FTE for each Platoon/Shift.	
Recommendation	LFR to ensure vacancies within the Suppression Division caused by illness, injury, or other leaves impacting staffing, be filled with career members holding appropriate qualifications.	5.1.1
Rationale	As a best practice, the LFR should seek to maintain career staffing of four personnel on each fire apparatus and/or Fire Station. Of these four, there should be at least one qualified officer and one qualified apparatus operator. Position vacancies such as officer and apparatus operator should be filled with qualified career personnel, as determined by the LFR.	

Recommendation and Rationale		Section
Recommendation	LFR to develop and implement a Standard Operating Guideline (SOG) for the establishment of a RIT during structure fires and entry into any IDLH atmosphere.	5.2.1
Rationale	The LFR must ensure it meets the requirements set out by WorkSafe BC for the establishment of a RIT during structure fires and any entry into an IDLH environment. The SOG should identify the parameters of utilizing firefighters from View Royal and Colwood as a RIT. Ideally, a tri municipal SOG would align all three Fire Departments for this crucial tasking.	

Recommendation and Rationale		Section
Recommendation	LFR to review the current breadth of SOG's across the fire department to identify any gaps and develop a plan for addressing any deficiencies.	5.2.1
Rationale	A thorough review of all LFR SOG's should be undertaken to assess currency and to identify any gaps. Efforts should be undertaken to work collaboratively with View Royal and Colwood fire departments to align these SOG's where they exist and to develop others to improve interagency operations.	
Recommendation	LFR to put in-place a practice whereby Suppression crews are kept whole, including supervisory personnel (Captain) while performing non-suppression duties.	5.2.1

Recommendation and Rationale		Section
Rationale	The LFR should move to a best practice of keeping the on-duty Suppression crew together, including the supervisory personnel, for the duration of their shifts. Having these crews assigned other duties identified as important to the LFR is reasonable and acceptable, however maintaining the integrity of a four person crew to support an appropriate response in the community should be considered. This allows for a rapid and well supported, and WorkSafeBC compliant, entry into an IDLH atmosphere for rescue and firefighting operations.	
Recommendation	LFR to implement a practice and develop appropriate SOG's to ensure a Company Officer is in direct supervision of Suppression personnel during emergency and non-emergency operations.	5.2.2
Rationale	The Company Officer is tasked with the responsibility to keep firefighters and the public safe, and to ensure personnel are trained and ready to respond. The industry best practice is to have the Company Officer arrive on scene with their crew which requires them to be with their crew prior to emergency incident notification.	

Recommendation and Rationale		Section
Recommendation	As a tool to evaluate response times, LFR is to monitor its ability to meet effective response times as identified in NFPA 1710. This includes the following: • Achieve a goal of 80 seconds for firefighter turn-out time. • Four firefighters arriving on scene within four minutes of travel time. • Sixteen firefighters arriving on scene within an eight-minute travel time at a residential structure fire.	5.3.1
Rationale	While the NFPA timelines are not mandatory, they do identify an industry requirement based on studies conducted by NFPA and NIST. With the limited number of staff available for LFR, meeting these goals may not be achievable. If this is the case, then the Fire Chief must decide what can be safely accomplished by the LFR staff at the scene of a fire.	
Recommendation	LFR should pivot towards using NFPA 1710 as a performance measure and should strive to meet the stated minimum response standards based on responding to a 2,000 ft² single-family dwelling. This refocuses the LFR away from using the BC Building Code as a response time benchmark and aligns with industry best practices within the BC fire service.	5.3.1

Recommendation and Rationale		Section
Rationale	The LFR is a career fire department serving an urban centre. While meeting the NFPA 1710 will remain an aspirational goal for some time, using the Standard as a measure of performance allows for comparison to other fire services and validates benchmarks the LFR may establish for itself, based on the NFPA 1710 as a guide.	
Recommendation	LFR should work with View Royal and Colwood to identify current baseline of operations related to fielding an ERF for each municipality. This will then lead to identifying acceptable benchmarks for achieving the goals and objectives of the fire department regarding levels of service and response times.	5.3.1
Rationale	The LFR should dedicate the time and resources to clearly understanding and reporting out the current response capabilities of the fire department. By identifying current baselines, the LFR along with its partners in View Royal and Colwood can better assess any strengths and areas for improvement in the overall response model. To chart a path forward, the process must begin with a clear understanding of where the fire department is starting from.	

Recommendation and Rationale		Section
Recommendation	LFR to develop and implement an SOG for the operational roles of the first and second arriving Engine Companies at a structure fire.	5.3.1
Rationale	An SOG is required for full-service operations to identify the tasks, along with the strategic and tactical objectives that can be performed by arriving LFR resources. There would be benefit in sharing this and/or developing this SOG in collaboration with View Royal and Colwood.	
Recommendation	LFR to work collaboratively with View Royal and Colwood to implement a tri-municipal High-Rise SOG. This SOG should then be exercised annually at the strategic and tactical levels.	5.3.1

Recommendation and Rationale		Section
Rationale	The High-Consequence/Low-Probability nature of a High-Rise incident requires many firefighting personnel. To manage this effectively, efforts should be taken in advance to ensure all stakeholders are well versed in their respective roles and responsibilities. Completion of field exercises and tabletop exercises will both be advantageous.	
Recommendation	The LFR to increase Suppression staffing from four to ten per platoon over the next 5-7 years. This would bring LFR closer to being in line with the recommendations regarding the staffing of fire apparatus as identified in the NIST study and NFPA 1710 and will enhance operational capabilities of the LFR.	5.4
Rationale	Having more trained firefighters at the scene of a structure fire enhances the operational capacity to perform a rescue, save the structure, reduce damage, and most importantly, make the emergency scene safer for the firefighters. A staffing model has been provided in 5.4.1 to support the LFR in building this out.	

Recommendation and Rationale		Section
Recommendation	It is recommended that LFR work in conjunction with the medical oversight to review the appropriate license level that LFR firefighters should obtain and maintain. Consideration should be given to implementing EMR as a standard within the LFR.	5.5
Rationale	Any opportunity for LFR to provide an enhanced level of service to the members of the community should be investigated and adopted, where feasible. The EMR license level also provides many benefits which could be seen as both cost savings and as a documented and defined continuous improvement approach to medical care in the community	
Recommendation	It is recommended that LFR remain engaged with the efforts being undertaken by BC Emergency Health Services (BCEHS) to review and refine the role of fire services in delivery of pre-hospital care.	5.5

Recommendation and Rationale		Section
Rationale	It is anticipated that in 2023, the BCEHS will begin engaging with municipalities and fire departments to identify and document service agreements. The LFR would be best served by working collaboratively with View Royal and Colwood to explore if there is room for a unified approach to the level of medical care delivered by the three fire services.	
Recommendation	LFR personnel to record times associated with patient contact being made by responding BCAS personnel at medical incidents.	5.5.1
Rationale	Efforts to identify any trends related to ambulance availability and downstream impacts to LFR resources should be undertaken. Delays in ambulance arrival requires LFR personnel to potentially remain on-scene for extended wait times, thereby limiting availability for other higher acuity responses.	

Recommendation and Rationale		Section
Recommendation	LFR should assess feasibility of aligning stipend firefighters with a designated shift/platoon.	5.6
Rationale	By aligning stipend firefighters with a designated shift/platoon, both the career and stipend firefighters will build confidence and understanding around knowledge, skills, and abilities of the stipend firefighters covering shifts. This will enhance operational effectiveness and provide opportunities for training that can build upon itself to the benefit of all involved.	
Recommendation	LFR should review and implement a stipend (pay per shift/hour) that is in line with other neighbouring fire departments.	5.6

Recommendation and Rationale		Section
Rationale	While offering a fair and reasonable stipend rate, the LFR is in a better position to retain its stipend firefighters and potentially increase the availability of stipend firefighters for nightshifts and weekends. Ensuing alignment with View Royal and Colwood may prove beneficial.	
Recommendation	LFR should assess response protocols related to callouts and align notification of off-duty career personnel with that of LVFFA members to occur simultaneously.	5.6.2
Rationale	By aligning callout of career and volunteer personnel at the same time, the LFR will increase the probability of having sufficient personnel acknowledge and respond to staff an additional fire engine, or engines.	

Recommendation and Rationale		Section
Recommendation	LFR should review historical turnover of LVFFA members and assess approaches to recruitment & outreach to encourage a robust pool of applicants into the future.	5.6.3
Rationale	By reviewing current recruitment and outreach efforts, and the sustainability of the LVFFA to fill career positions with the LFR, the fire department can best position itself for the future.	
Recommendation	LFR should review rates of retention within LFR. This assessment should assess all factors and can support the LFR in putting in-place strategies to retain LVFFA members for longer periods.	5.6.4

Recommendation and Rationale		Section
Rationale	The retention rate of LVFFA members is likely related to the success of the stipend program as a 'work experience' program for aspiring firefighters. That said, an assessment should be undertaken to support or refute this assumption.	
Recommendation	LFR should identify performance and dispatching expectations and needs that meet the fire departments requirements to be incorporated into the dispatching agreement with Surrey Fire Dispatch.	5.7
Rationale	To best position the LFR for the collection of data related to call volume, types, and response time metrics, a review should be undertaken to specify the department's needs. This can be then incorporated into the next iteration of the dispatch contract, should that be renewed with Surrey Fire Dispatch, or with an alternate provider	

Recommendation and Rationale		Section
Recommendation	LFR would be well served to seek opportunities to actively engage in user groups for both CREST and E-COMM.	5.8
Rationale	Currently the LFR is represented by the Capital Regional District which may limit communications and contribution to regional discussions. Senior staff at LFR have a depth and breadth of knowledge in this field, having hosted dispatch services in the recent past. There may be opportunities for the LFR to contribute to region-wide conversations to enhance and improve service delivery.	



SECTION 6

Facilities

- 6.1 Fire Station Review
- 6.2 Fire Apparatus – New & Replacement Schedules
- 6.3 Vehicle Maintenance
- 6.4 Vehicle Technology
- 6.5 Equipment
- 6.6 Hydrants

SECTION 6: FACILITIES

6.1 Fire Stations Review

This section will assess facility needs and station locations - review existing facilities and provide recommendations for future locations relative to current and future service delivery demands and applicable standards. The Langford Fire Rescue operates out of three fire stations:

- Fire station #1 (Peatt Road)
- Fire station #2 (Happy Valley Road)
- Fire station #3 (Sooke Lake Road).

This review consisted of a walkthrough of the fire stations as a visual inspection; no destructive testing or engineering assessment was conducted.

6.1.1 Fire Stations

Historically, fire stations may be looked upon as a focal point for a community. They have traditionally been located at main roadways in communities to provide quick access and response by the firefighters. They are built with the intent to last 30 to 40 years, and as such the planning and design should not only address the needs of today but those of the department in 20 years and beyond.

Fire stations should be positioned to offer the most efficient and effective response to the community they serve. Centering them within a determined response zone that is simply based on timed responses is not always the best option to implement. Fire station location depends on many factors such as key risks within the response zone, future growth of the community, and station staffing (career or paid-on-call firefighters). Another consideration is the geographical layout of the community that can include natural barriers or divides, such as water, making it necessary to have some stations located within proximity of each other.

Research and industry best-practices on fire station location states that fire stations should be situated to achieve the most effective and safe emergency responses. Distance and travel time may be a primary consideration; however, if a basic expectation of response time is set by the community's decision makers, then a more realistic level of service and fire station location criteria can be identified.

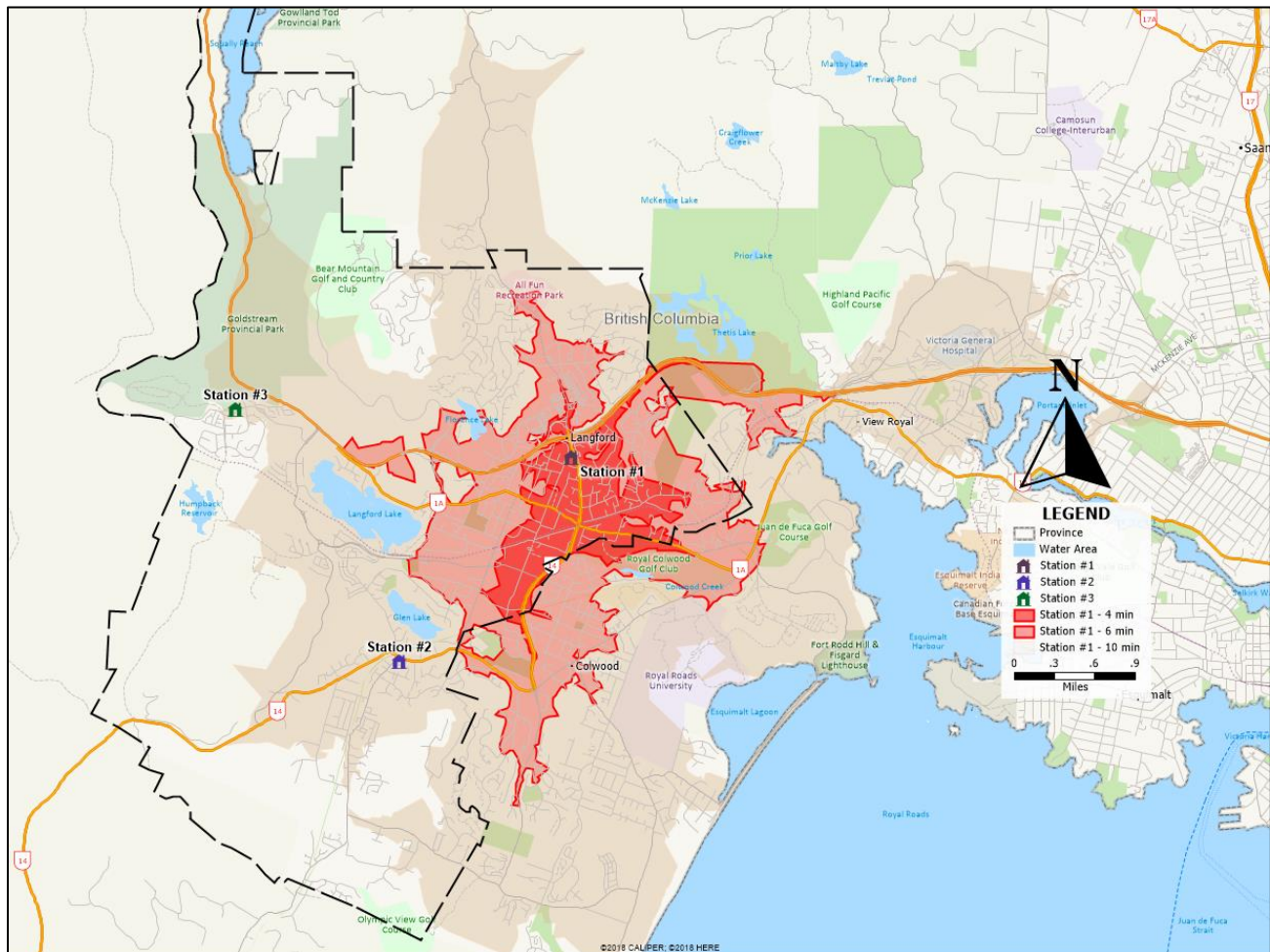
6.1.2 Fire Station Planning

Fire station location planning and analysis begins with an evaluation of the distribution of apparatus and personnel throughout the LFR's service area relative to demand for the Department's services and the ability to meet system performance goals adopted by the department. The legacy infrastructure currently housing the response resources of the community may not be most effectively or efficiently placed. Using Geographical Information Systems (GIS) and data analytics, fire departments such as the LFR can better assess and identify appropriate fire station locations that meet community needs of today, and for the future.

During this review, the geographical distribution of the three fire stations of LFR would appear to provide appropriate levels of coverage if staff responded from all three locations. As this is not the case and given the identified challenges with responding from and even staffing fire station #3, a realignment of fire department infrastructure is recommended. As the response area graphs below demonstrate, should the LFR decommission the current fire station #1 and relocate those resources to a pre-identified parcel of land being held in reserve, there should be response time improvements. This relocation of fire station #1 could coincide with fire station #3 being decommissioned, as station #1 would then provide coverage for that response area as well, in addition to the formerly identified station #1 response area. A more central location, with improved access to primary roadways, should then lead to improvements for both first-due apparatus and the on-scene ERF.

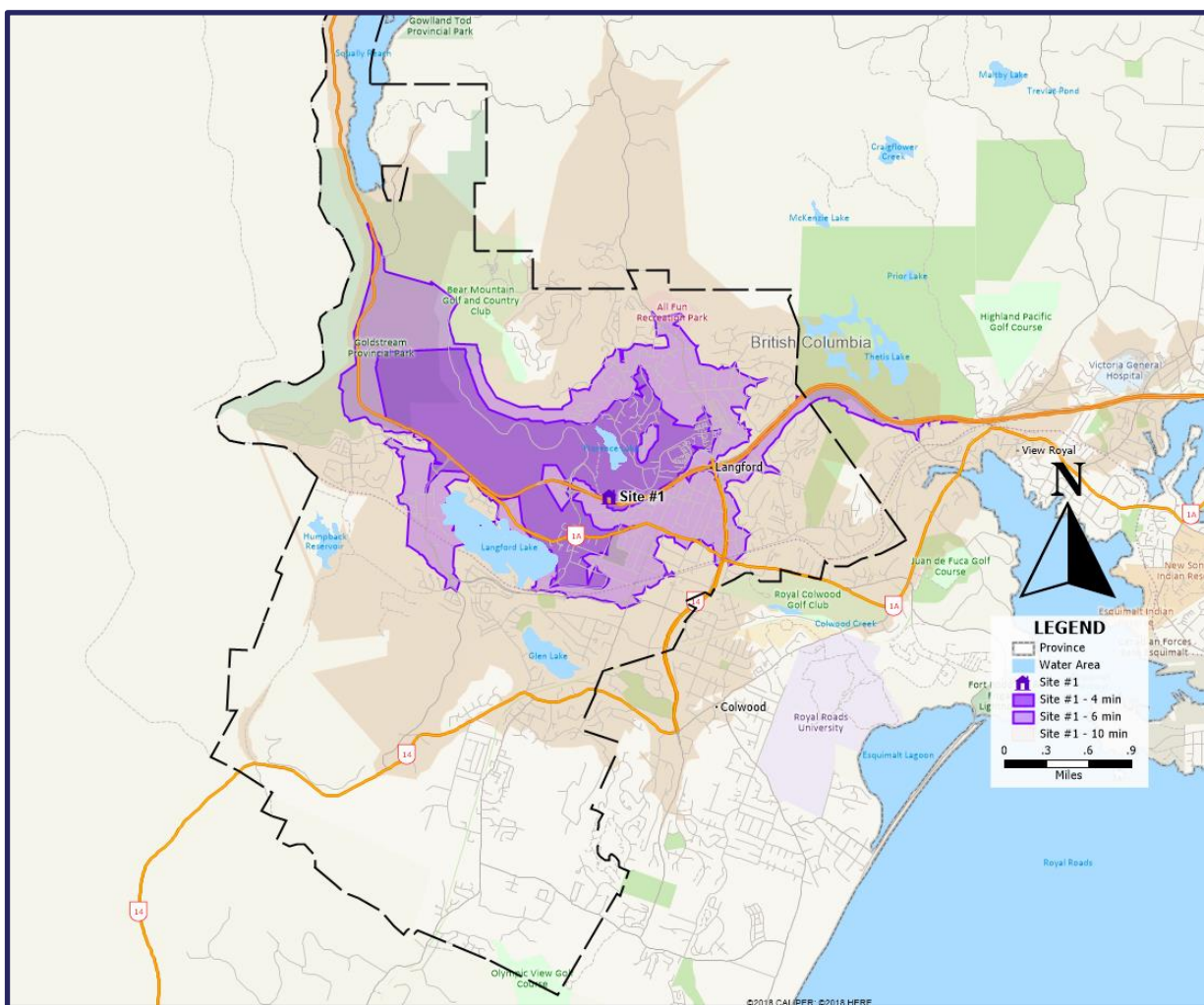
In figure #3 below, the response footprint based on staffed apparatus deploying from each of the current LFR fire stations shows a 4-minute and 6-minute geographic response areas. These two times relate respectively to the NFPA 1710 *Standard for First-Due Apparatus*, and the subsequent arrival of an ERF. This shows current state deployment model.

FIGURE #3 : CURRENT STATIONS WITH 4- , 6- AND 10-MINUTE RESPONSE



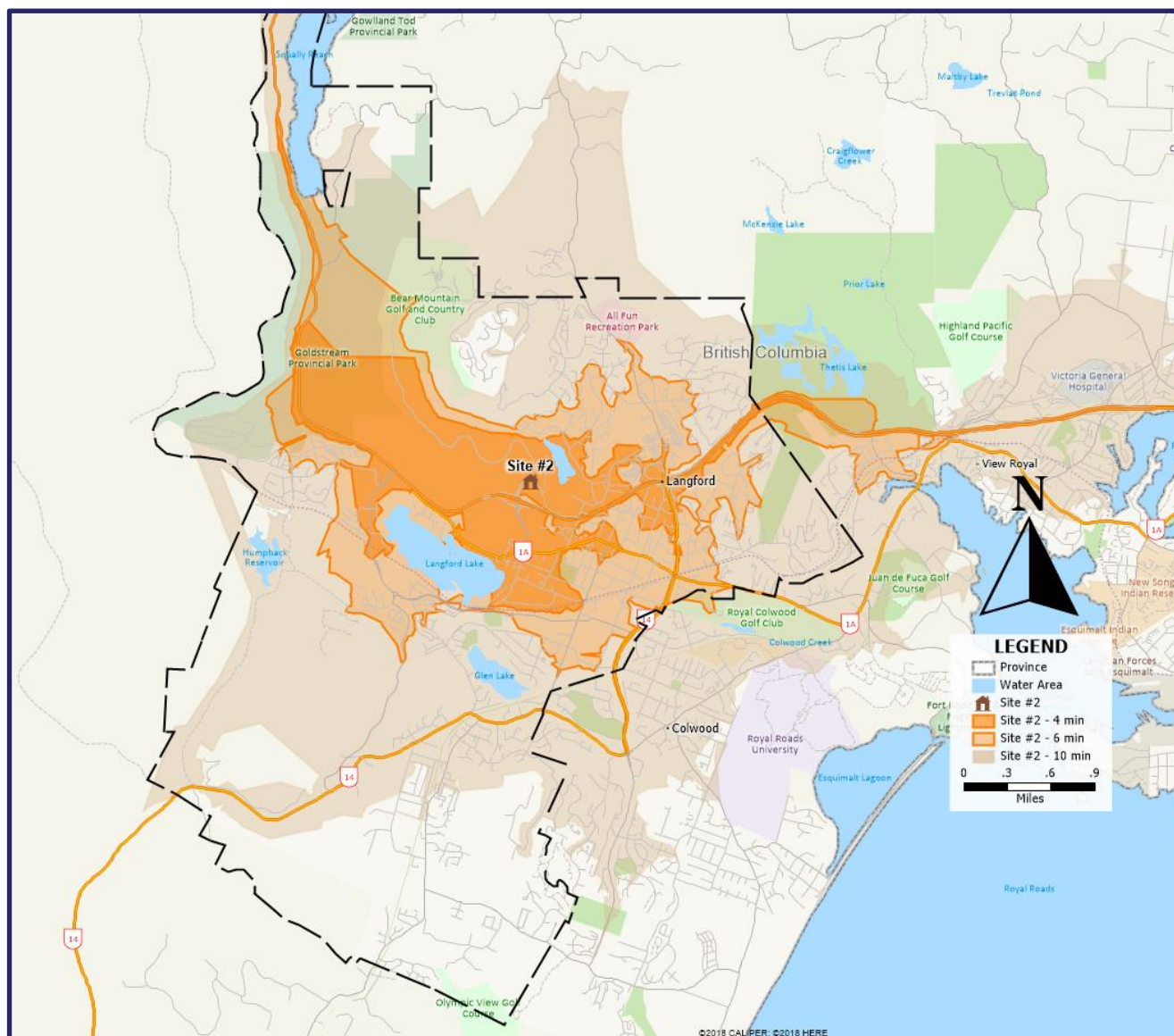
In figure #4 the response footprints have been adjusted based on the relocation of the current fire station #1 to the primary proposed site (site 1). This deployment model demonstrates that the relocation to a more centralized area within the geographic area of the City of Langford can have a beneficial impact on response times and response coverage. While the current station #1 and station #3 are still displayed, the relocated fire station #1 has a geographic response area that overlaps both areas with improvements to the heavier populated areas having greater risk.

FIGURE #4: FIRST PROPOSED STATION (SITE #1)



Finally, figure #5 provides a reflection of the secondary proposed re-location of fire station #1. While coverage improvements are seen, the distancing to the primary roadway does limit some response time gains. However, both site #1 and site #2 will provide opportunities for enhancements in service delivery due to a rightsizing of the deployment model for the LFR.

FIGURE #5 – SECOND PROPOSED STATION (SITE #2)



Further analysis and data collection could be helpful in supporting the decommissioning of the current fire station #1 and a relocation to one of the proposed sites for a new fire station #1.

However, based on the experience of the LFR and its leadership, and projections around community growth, the City of Langford would be well served by finalizing a decision on this proposed relocation in the near term. At this stage of analysis, based on site visits and an examination of available data, road networks, area geography, and historical response data, the EMG review would recommend the LFR look to expedite the relocation of fire station #1 to the site currently identified as being site 1.

6.1.3 Fire Station #1 (Peatt Road)

This station was built in 2001 and is in good condition and is well maintained. The offices for the chief officers and support staff are located here. There is a large meeting room which has upgraded audio visual equipment that can serve as an Emergency Operations Centre (EOC), or a fire department-specific Department Operations Centre (DOC). A large 'hall-style' classroom provides ample space for the range of training disciplines the firefighters undertake. An appropriately sized kitchen with cooking facilities is also available for use. A well-equipped fitness facility separated from the apparatus bays is on-site, as is laundry facilities for both PPE cleaning and separate equipment for items requiring non-contaminated regular laundering. A maintenance shop is provided, outfitted for the general repairs and maintenance staff conduct regularly. There is also a lecture room/lounge co-located with the dining area.

The apparatus bays are large and spacious for additional equipment to be stored, with the appropriate separation tanks for the runoff while washing the vehicles. The driveway and parking lot are in good condition. During the time of this report, it was noted that plans are underway for the replacement of this station on a nearby location. It is anticipated that the new station could be completed within three to four years.

There were some deficiencies, including:

- Structural personal protective equipment (PPE) or 'turnout gear' is stored on the apparatus floor; they should be stored in a negative pressure storeroom, away from the apparatus floor.
- There is a need for the proper bio-hazard disposal bins, and removal by a company that specializes in this. Currently, items contaminated with biohazard are disposed of through BCAS. This may not always be available, and a back-up bio-hazard bin at each station would be prudent.

Front View of Fire Station #1 - Peatt Road



Meeting room



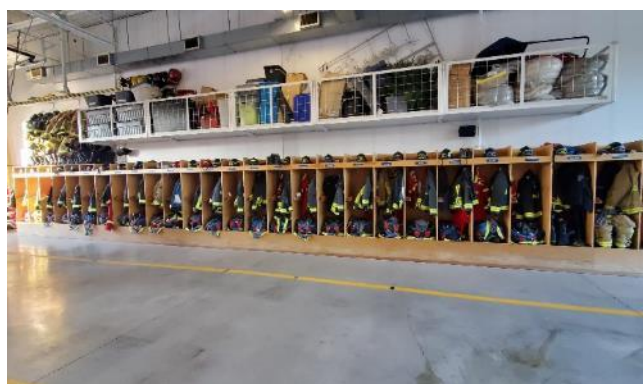
Classroom



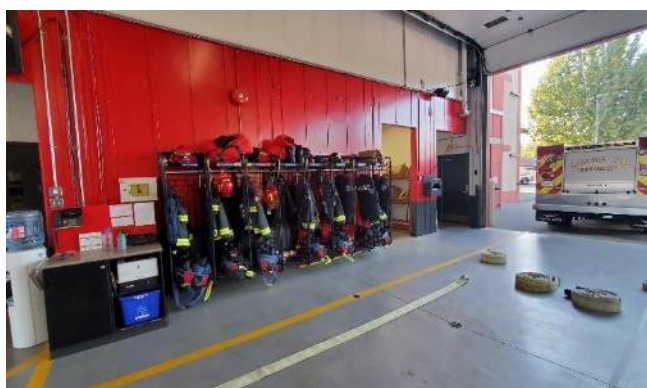
Apparatus floor - career PPE



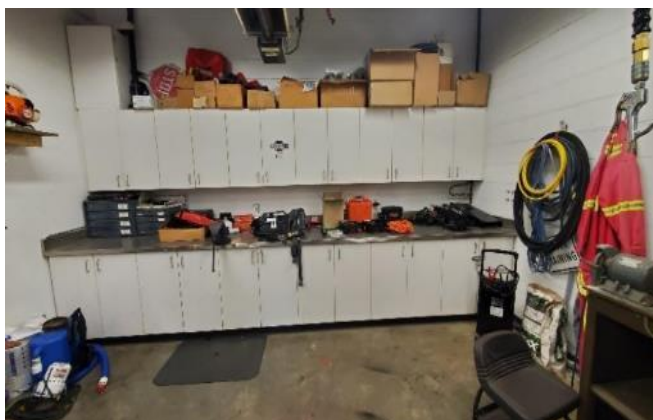
Apparatus Floor - career PPE



Apparatus floor - volunteer PPE



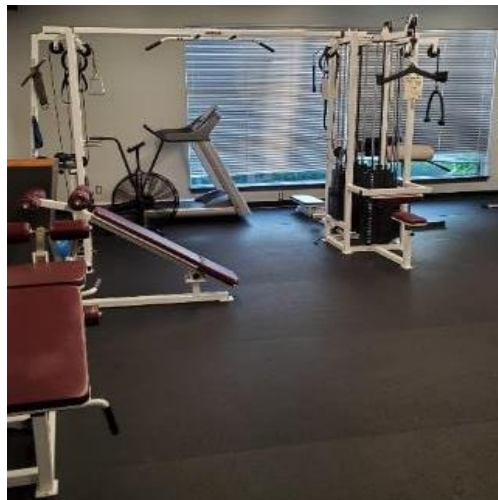
Maintenance shop



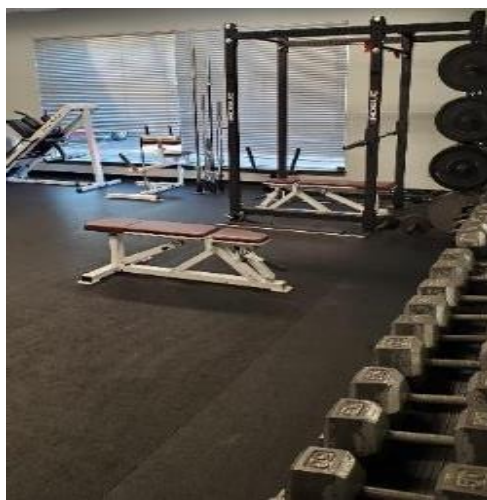
Maintenance shop



Fitness Area



Fitness Area



6.1.4 Fire Station #2 (Happy Valley Road)

This fire station was built in 2005 and has recently undergone a renovation of the office and living quarters. Efforts have been undertaken to prepare this fire station to house career staff and stipend firefighters on a more regular basis as part of the long-term approach to resource deployment in the LFR. The building in general appears well maintained and in good condition.

In the future, the full-time career staff will work the regular suppression shift pattern in this station. Stipend firefighters would augment staffing levels in the evenings and on weekends as is currently the practice at fire station #1. As mentioned in the response section of this document, due to a variety of factors, the reliance on stipend firefighters to meet the LFR's response needs will continue to be an issue, and the City of Langford should consider the proposed staffing plan that will see the LFR build towards career staffing levels to meet response needs. Due to the proactive nature of leadership at LFR, the work done at fire station #2 is ready to accommodate full-time staffing, with appropriate dormitories, fitness room, gender neutral washrooms, etc.

While the LFR works to transition this station into a fully staffed and operational fire station, efforts should continue identifying and implementing amenities and/or required upgrades such as:

- Structural personal protective equipment (PPE) or 'turnout gear' is stored on the apparatus floor; they should be stored in a negative pressure storeroom, away from the apparatus floor.
- Fitness room separated from apparatus floor

Front View of Fire Station #2 Happy Valley Road



Rear View of Fire Station #2 Happy Valley Road



Apparatus Bay



Apparatus Bay



Apparatus Bay - PPE storage



Kitchen/Dining & Training room



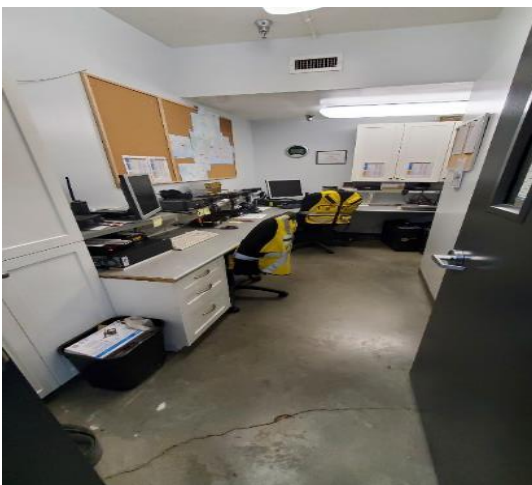
Kitchen/Dining & Training room



Fitness room



Amateur Radio Room



Laundry Facility (Non-PPE)



Workshop



6.1.5 Fire Station #3 (Sooke Lake Road)

This station was built in 1984 and is showing signs of wear and needs replacement. As a satellite fire station, it is under-sized related to apparatus storage, living quarters or training areas (internally or externally). Not only does this fire station not have a large enough catchment of potential volunteer firefighters, due to the successful stipend firefighter program, this fire station has outlived its usefulness aside from housing equipment. With that in mind, the geographic locations of the three fire stations in Langford are strategically placed for coverage. Though the reality is, responding resources are only deployed from fire station #1 at this time. It would be recommended that the decommissioning of this fire station only occur in conjunction with the relocation of Fire Station #1 to an appropriately located coverage area that could ensure the most appropriate resource deployment model for the LFR. During the time of this report, it was noted that land has been secured as a proposed site for the replacement of fire station #1. This report identifies this location as site 1. With re-deployment of resources to the proposed site of fire station #1, this would allow for appropriate coverage and fire station #3 could then be decommissioned.

There were some deficiencies, including:

- Structural personal protective equipment (PPE) or 'turnout gear' is stored on the apparatus floor; they should be stored in a negative pressure storeroom, away from the apparatus floor.
- There is a need for the proper bio-hazard disposal bins, and removal by a company that specializes in this.
- Post disaster engineering. In addition to the building not being designed to post-disaster standards, the fire station is sited on an embankment overlooking Goldstream Park and Waugh Creek. The physical location itself could compromise stability and reliability of the fire station in a seismic event.

Front View of Fire Station #3 Sooke Lake Road



Apparatus Bay



Apparatus Bay



Office



Meeting Room/Training Room



Kitchen & Laundry (Non-PPE)



6.1.6 Summary

A recommendation has been provided that would support decommissioning and consolidation of the current fire station #1 and fire station #3, to be replaced with a new fire station #1 at the proposed 'site 1'. The following breakdown is a synopsis of each fire station and current state.

Fire Station #1 - found to be in particularly good condition. This can be attributed to the care and diligence with which LFR personnel provide ongoing maintenance and upkeep. A relocation of this Fire Station could prove beneficial to the LFR in the way of right-sizing the fire department in terms of number of Fire Stations, resource deployment, response times related to geographic location, and ensuring infrastructure needs of the community are being met with an eye on both today and the future.

Fire Station #2 - recently undergone a thorough renovation to ensure appropriate living quarters, training room, and office space. This was undertaken as a proactive approach in preparation for career personnel, augmented by stipend firefighters, to begin operating from and responding out of this fire station. As noted earlier in this report, recommendations provided for staffing strategies that will ensure LFR begins to put in place the appropriate on-duty staffing levels, will see this fire station become active and provide better service to the community. Consideration should be given to further improvements at this site to ensure it meets operational needs of the LFR.

Fire Station #3 - provides LFR with a footprint in this geographic area of the City of Langford but does not add value or provide enhancement to the capacity or capabilities of the LFR. The building is vulnerable in a seismic event and is not built to post-disaster standards. The recommended relocation of Fire Station #1 to a more central location, would then render this fire station ready for decommissioning and consolidation with the new Fire Station #1. In the meantime, however, the building should continue to be maintained to the level at which the LFR currently does, to preserve this piece of infrastructure and ensure it can serve a function in support of LFR operations should it be needed.

Backup Power Supply

It was noted that all LFR fire stations have automatic power back up systems in the event of a power interruption. The LFR should be commended for ensuring resiliency within their fire station infrastructure. If a power failure is caused by a natural disaster or weather-related event that creates a surge in emergency incidents, then personnel will continue to serve the community.

Gender Neutral Washrooms

The LFR has proactively worked, within the constraints of each fire station, to ensure access to gender neutral facilities. It would be recommended that any future renovations and/or new builds for the LFR facilities take a robust approach to this aspect of inclusiveness with the fire service.

6.2 Fire Apparatus - New and Replacement Schedules

This section assesses the general state of the Department's apparatus, vehicles, and equipment, reviewing existing vehicles and equipment condition, maintenance programs, capital replacement schedules, and plans relative to existing and expected service demands.

When assessing a fire department's ability to respond and meet the needs of the community, the Fire Underwriters Survey (FUS) considers the age of a fire truck as one of its guidelines. It was noted that the Langford Fire Rescue endeavours to keep fire vehicles on a 15 to 20-year replacement cycle to keep them within the FUS recommendations and, more importantly, creates a benchmark for forecasting fire truck replacements. This approach was reinforced upon review of the LFR *2017 Apparatus Replacement Plan 2016-2031*.

6.2.1 FUS – Vehicle Replacement Recommendations

The medium sized cities section (highlighted in blue) is the recommended schedule for vehicle replacement for a city the size of Langford. This allows for up to a 15-year replacement cycle for frontline apparatus, in which the fire vehicle can be utilized as second-line response status from 15 to 20 years. It is recommended that all first-line units still be replaced by a new or younger unit when it reaches 15 years of age.

TABLE #7: FUS VEHICLE REPLACEMENT CHART

Apparatus Age	Major Cities ³	Medium Sized Cities ⁴ or Communities Where Risk is Significant	Small Communities ⁵ and Rural Centres
0 – 15 Years	First-line	First-line	First-line
16 – 20 Years	Reserve	Second-line	First-line
20 – 25 Years ¹	No Credit in Grading	No Credit in Grading Or <i>Reserve</i> ²	No Credit in Grading Or <i>Reserve</i> ²
26 – 29 Years ¹	No Credit in Grading	No Credit in Grading Or <i>Reserve</i> ²	No Credit in Grading Or <i>Reserve</i> ²
30 Years ¹	No Credit in Grading	No Credit in Grading	No Credit in Grading

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

²Exceptions to age status may be considered in small to medium sized communities and rural centre conditionally, when apparatus condition is acceptable, and apparatus successfully passes required testing

³Major cities are defined as an incorporated or unincorporated community that has:

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

⁴Medium Communities are defined as an incorporated or unincorporated community that has:

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

⁵Small Communities are defined as an incorporated or unincorporated community that has:

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

FUS definition of first-line, second line and reserve are:

- *First-line is the first fire truck utilized for response at the fire station*
- *Second-line is the next truck to be used if the first-line unit is tied up at a call, and*
- *Reserve is the vehicle kept in the fleet to be put into service if a first-line or second-line vehicle is out of service.*

FUS is reviewed by insurance companies; by ensuring that the vehicles are being replaced on a regular schedule, the City of Langford is demonstrating its due diligence towards ensuring a dependable response fleet for the Fire Department and the community it serves. This will keep the community's fire rating in good stance, which can also reflect on commercial and residential insurance rates.

6.2.2 NFPA – Vehicle Replacement Recommendations

Although there is no national standard that legally mandates the replacement of emergency vehicles, it must be kept in mind that it is critical to replace these and other apparatus before they become unreliable. Over the long-term, delaying the replacement is inadvisable as it will add to the overall maintenance costs of the apparatus and can have an influence on insurance costs based on the fire department's FUS rating.

The NFPA 1911, *Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus* is an industry standard that addresses vehicle replacement. Like the FUS recommendations, this standard includes guidance on retirement criteria for fire apparatus. This standard recommends that all front-line vehicles are replaced on a 15 to 20-year cycle, depending on the community size. These replacement recommendations are for fire vehicles with pumps. For general purpose fire department vehicles, most communities refer to their town's vehicle replacement policies.

It is becoming quite common in fire services to standardize fleet and ancillary equipment. By doing so, the department may realize savings in training hours and repairs as the variety of parts for repairs is lessened and the time to train firefighters on the apparatus is reduced. Additionally, the firefighters would be able to operate any apparatus in the fleet if they have the same chassis and pump.

Ancillary equipment could also be standardized such as the hose, nozzles, chainsaws, circular saws, extrication tools, SCBA, ventilation fans, foam equipment, etc. Again, there are savings in repairs and time required for training.

Langford Fire Rescue is well-equipped with pumper trucks (engines), aerial ladder, and rescue. There also appears to be a sufficient level of support vehicles and equipment to meet the general needs of the Department. Replacement schedules are identified in the capital forecast for the fire trucks contained within the 2017 Apparatus Replacement Plan 2016-2031.

Engine 1

The Engine-1; Spartan Gladiator (2016) is approaching seven years service. Apparatus is well maintained and serves as a front-line, first-in unit. Replacement projected for 2031 (15 years).



Ladder 1

The Ladder-1; E-One (1998) is approaching 25 years service. Apparatus is well maintained and serves as a front-line, second-in unit. Replacement of this unit is projected for 2023 (25 years).

Rescue 1

The Rescue-1; Metro star (2015) is approaching eight years service. Apparatus is well maintained and serves as a front-line, second-in unit. Replacement is projected for 2030 (15 years).



Engine 2

The Engine-2; Pierce (2007) is approaching 16 years service. Apparatus is well maintained and serves as a front-line, second-in unit. Replacement of this unit is projected for 2026 (20 years).



Engine 3

The Engine-3; Spartan Gladiator (2009) is approaching 14 years service. Apparatus is well maintained and serves as a front-line, second-in unit. Replacement projected for 2026 (25 years).

Engine 12

The Engine-12; Freightliner (2004) is approaching 19 years service. Apparatus is well maintained and serves as a Reserve unit. This unit will remain in Reserve until 2026. Condition of this apparatus supports extending its service life in this function.



Brush 1 – 2014 Ford F550.

Chief 1 – 2012 Ford Explorer.



Chief 2 – 2009 Chevrolet 1500.



Marine 3 – 1991 Zodiac.



Rescue 3 – 2013 Chevrolet 2500.



Utility Vehicles – Various years, replacement as per City lifespan cycle.



Technical Rescue

UTV 2 – 2014 John Deere.



The LFR anticipates replacement of Ladder-1 in 2023. An option for consideration is the acquisition of a used aerial device that has ten years or less service time. A considerable number of financial resources could be saved by exploring this avenue. It is recommended that LFR assess this, in conjunction with the potential of acquiring an alternative apparatus such as a Quint that still provides the same capacity in terms of reach of elevated device. In addition, it is recommended that the relationship that exists between Langford, Colwood, and View Royal be leveraged to ensure that the fleet of apparatus across the region is right-sized, appropriate, and avoids unnecessary duplication.

In relation to vehicle replacement and refurbish, the industry standard for the design and replacement of vehicles is the NFPA 1901 and in Canada, departments also use ULC S-515-12. It is recommended that these and other related NFPA standards relating to vehicle design, replacement, and refurbishing be utilized.

The following table lists the current fire apparatus, not including support vehicles.

TABLE #13: LIST OF CURRENT APPARATUS (EXCLUDING UTILITY VEHICLES)

Asset	Est Lifespan	Age	Km	Condition Rating	Useful Life Based on km.	Replacement Year
Engine-1 Spartan Gladiator 2016	20	7	52,000	Good	20	2031 Reserve 2031-2036
Engine-2 Spartan Gladiator 2009	20	13	54,396	Good	20	2026 Reserve 2026-2031
Engine-3 Pierce 2007	20	15	31,000	Fair	20	2021
Engine-12 Freightliner 2004	20	18	54,521	Good	20	Reserve until 2026
Rescue-1 Spartan Metro Star 2015	20	7	28,468	Good	20	2030
Rescue-2 Chevrolet 2500 2013	10-15	9	16,000	Good	15	2028
Rescue-3 Chevrolet 2500 2013	10-15	9	13,466	Good	15	2028
Ladder-1 E-One 1998	15-20	24	62,188	Fair	20	2023
Brush-1 Ford F550 2015	10-15	7	29,734	Good	15	2030
Chief-1 - 2021	7-10	2	7,233	Good	10	2029
Chief 2 – 2020	7-10	3	9,967	Good	10	2029
Chief 3 - 2015	7-10	8	89,000	Good	10	2023

A best practice in the fire service is for the Fire Department to apply a condition rating for the apparatus within the fleet. This condition rating would be assigned by the administration of Langford Fire Rescue, as a measure of condition, both mechanically and physically (of the vehicle's body). This may include costs for repairs, both in the past and possibly in the future, based on the vehicle history. This practise is a good measure to make decisions whether an apparatus should be replaced sooner due to excessive costs for repairs and the amount of down time experienced with that apparatus (i.e., it was not available to respond to a call as it was in the mechanical shop for repairs). When an apparatus is taken Out-Of-Service and replaced before its scheduled time, it may bring a higher value when it is liquidated. The LFR has a clear understanding and well-planned approach to fleet maintenance and procurement. Adding a formalized annual Condition Rating system would support this.

6.3 Vehicle Maintenance

Langford Fire Rescue leverages the skills and experience of its personnel for many minor repairs and equipment installation on fleet vehicles. Recognizing that fact, the LFR does not have its own in-house mechanical division to complete repairs and testing to its vehicles and equipment. This is handled in the following manner:

- Firefighting staff are expected to complete all weekly inspections and testing of vehicles and equipment.
- City of Victoria Fire Department is on contract to provide any work required by a qualified heavy-duty mechanic as they have an Emergency Vehicle Technician (EVT) to provide this work. Examples would include any pump testing/repairs and Commercial Vehicle Inspections (CVI's).
- Rocky Mountain Phoenix provides testing and repair services for LFR SCBA's, compressors ground ladders.

Apparatus and equipment are checked at the beginning of each shift, as a pre-trip. Fleet is also checked weekly to a greater depth as part of a regular day-shift activities. While this does take up a portion of the shift, there is significant value in all personnel gaining greater understanding and intimacy of the LFR fleet. By identifying a specific day each month for the more in-depth truck check, this spreads the experience and familiarity with all apparatus across all four Platoons.

6.4 Vehicle Technology

The LFR has endeavored to advance the technological perspective on the apparatus through the acquisition of tablets in all the apparatus except for utility 2 and utility 3. These units are data-enabled and permit the responding crews to acquire the following information about the incident while they are enroute:

- Computer Aided Dispatch (CAD) information accessibility
- Mapping
- Pre-incident plans
- Hydrant locations
- Each tablet has cell access for continued access and stability in the field.
- Having the apparatus check lists, including inventories, would enable the firefighters to efficiently complete apparatus checks.
- Monthly station inspection forms, in addition to other LFR documents could also be made available.
- Future technology should consider integrating advancements such as SCBA telemetry. Some SCBA manufacturers have telemetry built into their SCBAs that aid the incident commander keep track on the location of their firefighters in a structure, which is a valuable tool if the interior crew requires rescuing.

In the future, the LFR should upgrade these units to a full Mobile Data Terminal function, which permits enhanced communications directly to the Surrey Fire Dispatch and many more features. This includes vehicle Global Positioning System (GPS) so that apparatus may see the location of the responding apparatus, including those of Mutual Aid partners.

6.5 Equipment

Tracking the completion of annual testing should be an organization's priority to ensure the functionality of equipment for the front lines. Tracking will allow the fire department to confirm that apparatus and equipment testing can be scheduled accordingly to minimize frontline apparatus being unavailable.

An important piece of equipment that is issued to each firefighter is their structural firefighting turnout gear. Cancer diagnoses amongst firefighters are ever-increasing, making the cleaning and maintenance of ensemble that much more important. A contributing factor to their illness has been

proven to be the contaminants that adhere to the turnout gear during firefighting operations. After a fire, the turnout gear should be packaged and sent for cleaning to reduce this risk. While the LFR currently follows best practice in this regard, it is recommended that the Fire Department create an Operational Guideline that clearly defines expectations in this area.

Currently station #1 has a commercial washing machine for this cleaning. During this time, the firefighter requires a replacement set of turnout gear until theirs is returned. The LFR has addressed this by issuing every firefighter a second set of structural firefighting PPE, and the volunteers/stipend firefighters can access a cache of approximately twenty spare sets. The second set of PPE is an industry best practice and the LFR has been proactive in this regard. Ensuring that the cleaning of gear is a high priority after fires and that firefighters have access to properly fitting turnout gear during the cleaning process assists the Department in meeting its goals within its decontamination and hygiene program.

Along with the cleaning of the gear, the life cycling of the gear needs to be tracked. Turnout gear has a life span of ten years as stated in NFPA 1851, *Standard on Selection, Care and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting*. The LFR replaces PPE in the seven to nine years of service period, which allows for the regular rotation of spare PPE that still meets NFPA Standards. The LFR removes all PPE older than ten years from service.

The turnout gear at all stations is currently stored on the apparatus floor and the particulate being exhausted from the apparatus may adhere to the fabric of the gear. New fire stations should store the gear in negative pressure storage rooms that ventilate the air in the room every 15 minutes or so. Any renovations planned for station #2 should include a ventilated storage room for the gear. Consideration should also be given to installing commercial grade washing machines at station #2 for the cleaning of PPE. When planning for the new station #1, the PPE storage room should be included. The LFR currently maintains a cache of spare turnout gear which ensures no firefighters are without clean gear.

Firefighting Foam

A useful tool in fighting fires that involve ordinary products of combustion, is Class A foam. The LFR response area has an ever-increasing number of structures being built in the community, and the use of Class A foam when fighting a fire in these occupancies will aid in extinguishing the fire faster, while at the same time reduce the amount of water required, thereby reducing the fire loss and water damage. Foam develops a covering layer over the product and assists in smothering the burning

products. Currently the LFR uses Class A foam products, ensures apparatus have foam generating systems on-board, and has an appropriate cache of additional foam concentrate available as needed.

Respiratory Protection

The Langford Fire Rescue Respiratory Protection Program is overseen by the Department, through the Training Division. The SCBA used are MSA FireHawk purchased in 2012. Aligning with *NFPA 1852: Standard on Selection, Care, and Maintenance of Open-Circuit Self-Contained Breathing Apparatus (SCBA)* is an industry best practice and complies with *NFPA 1500: Fire Department Occupational Safety and Health Program* to reduce health and safety risks associated with improper maintenance, contamination, or damage. The LFR indicates their internal assessment indicates the current SCBA are in good condition. A plan is in-place for the purchase of SCBA air cylinders as these are nearing their end-of-life cycle and will be replaced in the coming years, pending budget approval. It is recommended that the LFR begin to consider what the SCBA replacement/procurement process will entail and incorporate the changes made in 2018 to the NFPA 1852 Standard, that includes:

- Low Air Alarm
- The NFPA 1981-2007 required the alarm to sound when 25 percent of the cylinder's available air was left. The 2013 edition ups that requirement to 33 percent of the cylinder's available air.
- Facepiece Improvements
 - NFPA requires the facepiece lens to be subjected to a test of radiant heat at 15 kW/m². The previous lens testing specification focused on convection heat, prevalent in legacy home fires, rather than the impact of radiant heat present in homes with modern fuel loads.

- Voice Intelligibility Requirements
 - NFPA 1981 also includes a new requirement for all SCBA facepieces to have a mechanical speaking system. Electronically enhanced communication systems can be an accessory, but all units must have a mechanical one that works independent of any power source.
- Emergency Breathing Safety Systems (EBSS)
 - As far as NFPA 1981 is concerned, EBSS will be considered an accessory — they are not required — but if a department chooses to have them on their SCBA, they must perform to the new standard.

It is also recommended that when considering procurement of new SCBA there should be consideration for the inter-operability with fire service partners in View Royal and Colwood. This is not only a crucial factor for firefighter safety, but will enhance inter-operability, and could provide cost benefits through joint procurement, maintenance, and repair. It was noted that currently each firefighter has not been assigned their own face mask. As the LFR looks ahead to the next SCBA procurement process, the issuance of personal facepieces, at least for career staff, should be a consideration. This is a positive endeavour to ensure proper hygiene and a proper mask fit.

Fire Administration is in the process of establishing an asset management program to ensure that equipment replacement is occurring where applicable. It is a customary practice to tie this equipment to the parent apparatus.

Drones

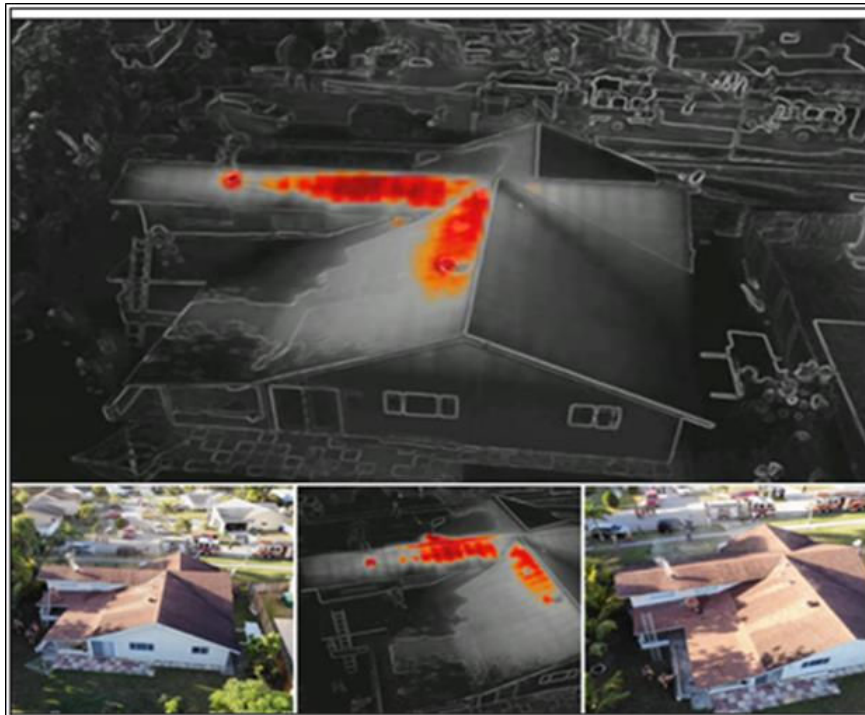
Fire services in North America are embracing drones for emergency and non-emergency roles. The use of drones in the fire service is a growing trend as a multi-purpose tool that can assist with large-scale assessments of fireground and HAZMAT incidents, enhance search and rescue functions, and be used in pre-incident planning.

Drones can cover a lot of ground thus allowing valuable fire services personnel to be utilized elsewhere. They have proven beneficial for HAZMAT incidents and large-scale emergencies as the drone can be quickly deployed and give the incident commander a live view of the incident. The reduction of risk to firefighting personnel is a significant benefit of drone technology along with the live view capabilities that provides invaluable information.

This technology is used by many fire departments in Canada that vary in size from a large metro fire department to a volunteer fire department. Drone pilots must follow the Canadian Aviation

Regulations (CARs) Part IX-Remotely Piloted Aircraft Systems that contain the rules for drones up to 25 kilograms. Advanced operations include flying in a controlled airspace, flying over bystanders, or flying within 30 meters of bystanders.

A structure fire attended by the Lauderhill Fire Department in Florida is an example of utilizing a thermal imaging equipped drone to locate the hidden fire that was travelling in the attic space of this residence.¹²



As a future consideration, the LFR could benefit from assessing the applicability of this technology platform. Doing so in collaboration with regional partner agencies would reduce costs, enhance sustainability, and support operational deployments.

6.5.1 Maintenance - Small Equipment

During the review it was noted that there is a program in place for small equipment testing and evaluation. The equipment such as ladders, breathing apparatus, small engines, ropes, and hoses are tested annually or based on manufacturers recommendations.

¹² Lauderhill Fire Department (2021) Facebook post of February 10, 2021, on the use of their drone to locate a hidden fire in the attic space of the home.

- NFPA 1932 Standard identifies the type and frequency of testing for ground ladders.
- NFPA 1983 outlines the testing process for life safety rope.
- NFPA 1914 outlines testing for aerial devices.
- The *WorkSafeBC OHS regulation Part 3: Rights and Responsibilities* under section 3.5 'General Requirement' that employer must ensure regular inspections are made of all tools, equipment, machinery and work methods and practices, at intervals that will prevent the development of unsafe working conditions

The LFR should be commended for ensuring that these regular testing and maintenance schedules and procedures are in-place.

6.6 Hydrants

The City of Langford draws its water supply from the Capital Regional District (CRD) Infrastructure Operations Division as they operate the water supply system across the region. Bulk water is provided to the City of Langford, which is then distributed through the municipal system. The primary water distribution system flowing from the Sooke Water Supply Area (primary) and the Goldstream Water Supply Area (secondary) flows through the City of Langford enroute to the Greater Victoria distribution network. The Leech Water Supply Area is an area designated by the Regional Water Supply Service as a future catchment area. Through this system, the City of Langford is provided with water to the populated areas as well as some rural areas and as such has installed approximately 965 municipal hydrants and 81 private hydrants. In addition, Sustainable Services Ltd. (SSL) is a third-party infrastructure service provider that purchases water from the CRD for the growing community of Westhills and has 102 fire hydrants installed in this area. The fire service relies on the use of these hydrants to draw water in an emergency.

Water mains have a minimum size range from 150mm (6") to 500mm (20"). The most common throughout the city is 200mm (8"). The LFR has several areas within the jurisdiction that have limited, or no fire hydrants. This includes areas north of Goldstream Park and on Finlayson Arm Rd. There are no hydrants south of Westshore Parkway on Sooke Rd (Center Mountain and Humpback Rd). Center Mountain is scheduled to get hydrants when development starts there but no plans are in place for Finlayson Arm Rd or Humpback Rd. When responding to structure fires in those areas, the fire department should be cognisant that supplemental water supply may be required.

All the fire hydrants should be inspected and tested as required in BC Fire Code, Section 6.4. *Water-Based Fire Protection Systems*, and both NFPA 25, *Inspection, Testing, and Maintenance of Water-Based Fire Protection Systems* and NFPA 291, *Recommended Practices of Fire Flow Testing and*

Marking of Hydrants. Any hydrants installed on private property should be compliant with NFPA 24, *Standard for the Installation of Private Fire Service Mains and Their Appurtenances*. The failure of a hydrant to operate as required may present catastrophic results and expose the city to risk of litigation. For this reason, Langford Fire Rescue, ensures that every hydrant is serviced annually, to maintain their expected operation.

The LFR has ensured that fire hydrants have a sticker based on the NFPA colour coding with the GPM listed to be compliant with NFPA 291 Standards, for fire flow. Recently, the CRD has been installing reflective Maltese cross plates on the 65mm ports that are colour coded identifying the hydrants fire flow that designates the NFPA classification.

NFPA 291, states hydrants should be identified in the following manner:

- Article 5.2.1.1: All barrels are to be chrome yellow except in cases where another colour has already been adopted.
- Article 5.2.1.2: The tops and nozzle caps should be painted with the following capacity indicating colour scheme to provide simplicity and consistency with colours used in signal work for safety, danger, and immediate condition:
 - *Class AA – Rated capacity of 1500 GPM (5,700 L/min) or greater is to be light blue.*
 - *Class A – Rated capacity of 1,000 – 1,499 GPM (3,800 – 5,699 L/min) is to be green.*
 - *Class B – Rated capacity of 500 – 999 GPM (1,900 – 3,799 L/min) is to be orange.*
 - *Class C – Rated capacity of less than 500 GPM (1,900 L/min) is to be red.*

The intention of NFPA 291 can be accomplished through various means, if the Authority Having Jurisdiction (AHJ), be that the CRD or City of Langford has recognized, indicated, and documented their approach. Collaboration and agreement between the CRD, SSL, LFR and City of Langford in this regard would be a minimum expectation.

When a fire hydrant is out of service, repairs should be completed in an expedited manner, along with notifying the fire department of such breakages and the anticipated time to complete the required repairs. Currently, the CRD and SSL as primary water operators notify the LFR via email of when a hydrant is covered with an out of service bag and is inoperable. Therefore, follow up is also made with LFR, when repairs have been made and are back in service. The email from the water operators goes to LFR Chief Officers and City of Langford Engineering staff.

Several areas within the City of Langford should further assessed for sufficient water supply. Westshore Parkway Industrial Park, Center Mountain, and Industrial Way all may present challenges based on fire hazard, fire load, values at risk, and limitations on available water supply for firefighting. It is recommended, that the City of Langford ensure all new developments meet or exceed the firefighting water supply requirements as per NFPA and the BC Fire Code, and in alignment with the Fire Underwriters Survey (FUS) expectations. This should be maintained regardless of who the water provider is, be it the CRD, the city, or third-party providers.

To the credit of the City and CRD the areas with legacy water system, the older core part of Langford is slowly being replaced. Goldstream Ave is the biggest and most complex area due for upgrading which has been deferred until 2023. With the increasing amount of residential building stock that has been or is planned to be built in the City of Langford, a proactive approach to firefighting water supply will need to be maintained. The amount of growth will undoubtedly influence water supply capacity in the coming years, and the LFR should be making plans to present any issues that may arise due to this growth.

6.6.1 Couplings and Hose

Modern fire hydrants have three ports for attaching fire hose when required. The two ports on the side are 65mm (2 ½") in diameter and the large steamer port on the front may vary in size from 100mm to 150mm (4" to 6"). Normally the large steamer port has threads on it, in which fire services attach large diameter water supply hose ranging in size from 100mm to 150mm. The water supply hoses do not have threads but Storz couplings or lug locks to attach the hoses together. Attaching a hose with these couplings to a hydrant requires the fire service to use an adaptor.

Many municipalities like the LFR are now ordering new or replacement fire hydrants with Storz couplings on the large steamer ports so the need for an adaptor to be used is eliminated. The LFR currently uses 5" (125mm) water supply lines on their apparatus. When a fire occurs a constant flow of water supply is key to saving a structure. In many incidents the amount of water supplied becomes an issue and may result in additional fire loss due to the shortage. There are many high value and vulnerable occupancies within the City of Langford and if they caught fire, getting the fire extinguished quickly to preserve the structure is paramount. To aid in attaining adequate water supply could be as simple as increasing the size of the supply hoses used. The aerial device in use by the LFR has a large capacity pump and as such require strong water supply to maximize their operation; using a supply line of 5" (125mm) will make a difference. Water supply hoses with a diameter of 5" (125mm) or greater have a very worthwhile purpose during relay pumping water along long laneways.

Section 6 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	LFR to secure City approval for design and construction of a new Fire Station #1. This will consolidate resources by decommissioning current Fire Station #1 and Fire Station #3.	6.1.2
Rationale	The decommissioning of the current Fire Station #1 and Fire Station #3 and relocating those resources (mobile & personnel) to the proposed Site 1 for a new Fire Station #1 would improve emergency response service delivery. With procurement processes and construction timelines, the LFR would be well advised to move this project ahead.	
Recommendation	LFR to discontinue storage of the structural turnout gear (PPE) on the apparatus floor, at all Fire Stations and instead, in a negative pressure storage room specifically for PPE that is exposed to products of combustion.	6.1.6

Recommendation and Rationale		Section
Rationale	Removing the structural turnout gear from the apparatus floor will reduce exposure of the gear to cancer causing agents from the exhaust of apparatus. It also decreases the number of atmospheric contaminants produced by off-gassing of the turnout gear from the by-products of combustion.	
Recommendation	LFR should install bio-hazard waste containers at each Fire Station and contract with a service provider to dispose of these by-products of medical incidents.	6.1.6
Rationale	Currently the LFR is reliant on BC Ambulance Service to dispose of items contaminated with bodily fluids and other contaminants considered biohazardous. While this practice undoubtedly meets the needs of LFR most of the time, this will not always be the case. Proactively installing these bins and contracting service on an 'as needed' basis will address a potential issue in advance.	

Recommendation and Rationale		Section
Recommendation	LFR should assess feasibility of replacing the current Ladder-1 with a used aerial device that has ten years or less of service time.	6.2.2
Rationale	As an aerial device is typically not staffed full-time, and is a specialty piece of equipment, opportunities may exist to purchase used equipment as opposed to new. Consideration could be given to whether a Quint with equivalent reach of ladder would meet the needs of the LFR.	
Recommendation	LFR should work collaboratively with partner agencies of Colwood and View Royal to align apparatus replacement and acquisition approaches.	6.2.2

Recommendation and Rationale		Section
Rationale	Apparatus replacement and acquisition in the fire service entails significant financial resources. By ensuring approaches are aligned, where possible, the purchasing power of three fire departments has greater impact and value than that of any single one. Cost savings can be had, resource deployment improvements made, and greater consistency in terms of types of apparatus for operations and maintenance.	
Recommendation	LFR look to begin assessing and applying a formalized annual Condition Rating to all apparatus as a means of ongoing monitoring.	6.2.2
Rationale	By annually assessing all apparatus and applying a Condition Rating, the LFR can monitor the fleet and proactively address any issues that may begin to arise.	

Recommendation and Rationale		Section
Recommendation	LFR to assess opportunities to upgrade technology in all front-line apparatus including Chief and Fire Prevention vehicles, with enhanced GPS and communications functionality.	6.4
Rationale	Having these tools available will result in efficiencies within resource deployment model for LFR and Mutual Aid partners. The implementation of GPS-enabled 'Closest Hall' or 'Closest Truck' dispatching would be available with these technology enhancements.	
Recommendation	LFR to develop and implement an Operational Guideline outlining the expectations regarding decontamination and cleaning of structural PPE contaminated with by-products of combustion post-fire.	6.5

Recommendation and Rationale		Section
Rationale	The LFR follows industry best-practice for PPE decontamination and cleaning. Codifying this in an Operational Guideline will enhance compliance and understanding.	
Recommendation	LFR to acquire a commercial grade washing machine to clean structural PPE and install at Fire Station #2.	6.5
Rationale	The LFR follows industry best-practice with the decontamination and cleaning of structural firefighting PPE. The addition of another commercial washing machine will enhance turn around time for contaminated PPE and get it back to the assigned personnel.	

Recommendation and Rationale		Section
Recommendation	The LFR consider aligning procurement of new SCBA with fire service partners in View Royal and Colwood for enhanced interoperability and firefighter safety. Adherence to the most recent NFPA Standard should be a foundation of this approach.	6.5
Rationale	If the fire departments move forward with this option, it will assist in training each firefighter on the same make and model of SCBA, thereby saving time. At fire scenes, having this interoperability will mean the SCBA cylinders will be able to be installed in SCBA belonging to a different jurisdiction, and provides continuity of equipment between fire departments. Cost savings could be achieved through joint purchasing powers.	
Recommendation	The LFR revisit the Drone Program and look at implementing again in the long-term.	6.5

Recommendation and Rationale		Section
Rationale	The acquisition of a drone will provide another means of leveraging technology in support of a variety of operations. It can also be of value while fighting a large fire by providing the incident commander a view from to gauge the size/progress of a wildland fire. Undertaking this approach collaboratively with regional partner agencies would have significant value and potential cost saving from a capital and operating budget perspective.	
Recommendation	The City of Langford ensure water providers, be they CRD, SSL, or others adopt the NFPA 291 colour code for identifying fire flow capacity of fire hydrants with the consultation and support of the fire department.	6.6
Rationale	This will bring the City of Langford in line with the NFPA Standard and provide vital fire flow information to firefighters when locating a fire hydrant for use that provides adequate water flow.	

Recommendation and Rationale		Section
Recommendation	The City of Langford ensure all new developments meet or exceed the firefighting water supply requirements as per NFPA and the BC Fire Code, and in alignment with the Fire Underwriters Survey (FUS) expectations.	6.6
Rationale	This will ensure adequate water supply for firefighting operations in line with the NFPA Standard. This should be maintained regardless of who the water provider is, be it the CRD, the city, or third-party providers. Given the fast pace of growth in the City of Langford, this is an area that should not be overlooked.	



SECTION

7

Health & Wellness

7.1 Staff Wellness

7.2 Cancer Prevention

7.3 Mental Wellbeing

SECTION 7: HEALTH & WELLNESS

7.1 Staff Wellness

The health and wellness of fire service personnel is a key focus for all municipalities and Langford is no exception. The inherent nature of firefighting is both stressful and physically demanding. During the review by EMG, it was noted that the fire stations have been equipped with workout facilities to ensure that staff have the ability, to keep fit, which helps to reduce work related injuries. With a new station in the early stages of concept/design, it would be important to remember the inclusion of a fitness room and relevant equipment into the structure.

Many fire departments routinely test their firefighters to meet occupational fitness tests delivered internally or by a third party. NFPA 1582 details basic expectations placed upon firefighters. As a component of career staff onboarding, the LFR utilizes the Firefighter Applicant Physical Aptitude Evaluation provided by the University of Victoria, School of Exercise Science, Physical & Health Education. For new volunteer members, the LFR uses an internal, modified 'Combat Challenge' fitness test. In this review by EMG, the LFR is following industry best practices in terms of the career testing through the University of Victoria, and for volunteer testing the LFR is encouraged to review NFPA 1582 and ensure alignment into both candidate testing and firefighter fitness and functionality. It is recommended that, as part of a larger commitment to firefighter health and wellness, LFR review the physical expectations of a firefighter for use in training and recruiting.

NFPA 1582 *Standard on Comprehensive Occupational Medical Program for Fire Departments* identifies 14 essential job tasks that detail the physical and physiological strains placed on firefighters. The standard outlines the requirements for a department medical program including certain conditions that may pose a risk to firefighting. As the core determination for the physicality of firefighting, it is important for LFR to understand the expectations they are placing on their personnel. These job tasks are listed in the standard as:

5.1 Essential Job Tasks and Descriptions

5.1.1 The fire department shall evaluate the following 14 essential job tasks against the types and levels of emergency services provided to the local community by the fire department, the types of structures and occupancies in the community, and the configuration of the fire department to determine which tasks apply to their department members and candidates:

- While wearing personal protective ensembles and self-contained breathing apparatus (SCBA), performing firefighting tasks (e.g., hose line operations, extensive crawling,

lifting, and carrying heavy objects, ventilating roofs or walls using power or hand tools, forcible entry), rescue operations, and other emergency response actions under stressful conditions, including working in extremely hot or cold environments for prolonged time periods.

- Wearing an SCBA, which includes a demand valve-type positive-pressure facepiece or HEPA filter mask, which requires the ability to tolerate increased respiratory workloads.
- Exposure to toxic fumes, irritants, particulates, biological (infectious) and nonbiological hazards, and heated gases, despite the use of personal protective ensembles and SCBA.
- Depending on the local jurisdiction, climbing six or more flights of stairs while wearing a fire protective ensemble, including SCBA, weighing at least 50 lb (22.6 kg) or more carrying equipment/tools weighing an additional 20 to 40 lb (9 to 18 kg).
- Wearing a fire protection ensemble, including SCBA, that is encapsulating and insulated, which will result in significant fluid loss that frequently progresses to clinical dehydration and can elevate core temperature to levels exceeding 102.2°F (39°C).
- While wearing personal protective ensembles and SCBA, searching, finding, and rescue-dragging or carrying victims ranging from newborns to adults weighing over 200lb (90kg) to safety despite hazardous conditions and low visibility.
- While wearing personal protective ensembles and SCBA, advancing water-filled hose lines up to 2 ½in. (65mm) in diameter from fire apparatus to occupancy [approximately 150ft (50m)], which can involve negotiating multiple flights of stairs, ladders, and other obstacles.
- While wearing personal protective ensembles and SCBA, climbing ladders, operating from heights, walking, or crawling in the dark along narrow and uneven surfaces that might be wet or icy, and operating in proximity to electrical power lines or other hazards.
- Unpredictable emergency requirements for prolonged periods of extreme physical exertion without benefit of warm-up, scheduled rest periods, meals, access to medication(s), or hydration.
- Operating fire apparatus or other vehicles in an emergency mode with emergency lights and sirens.
- Critical, time-sensitive, complex problem solving during physical exertion in stressful, hazardous environments, including hot, dark, tightly enclosed spaces, which is further aggravated by fatigue, flashing lights, sirens, and other distractions.

- Ability to communicate (give and comprehend verbal orders) while wearing personal protective ensembles and SCBA under conditions of high background noise, poor visibility, and drenching from hose lines and/or fixed protection systems (sprinklers).
- Functioning as an integral component of a team, where sudden incapacitation of a member can result in mission failure or in risk of injury or death to civilians or other team members.
- Working in shifts, including during nighttime, which can extend beyond 12 hours.

The 14 essential job tasks explained in NFPA 1582 lay the groundwork for NFPA 1583 *Standard on Health-Related Fitness Programs (HRFP) for Fire Department Members*. NFPA states that

“this standard outlines a complete HRFP for members of fire department involved in emergency operations to enhance their ability to perform occupational activities and reduce the risk of injury, disease, and premature death.”

The applicable portion of the standard comes from section 4.1 wherein it states:

4.1 Program Overview

4.1.1 The fire department shall establish and provide a HRFP that enables members to develop and maintain a level of health and fitness to safely perform their assigned functions.

The LFR has an Operational Guideline that mandates annual medical examination and health monitoring as a component of the Langford Fire Rescue Department Occupational Health & Safety Program. This guideline references NFPA *1500 Standard on Fire Department Occupational Health and Safety Program*. The LFR should be recognized for this proactive approach to employee health and wellness. The occupational health and safety program provides direction on performing assigned functions in a safe manner. Complimentary to that, the HRFP allows members to enhance and maintain their optimum level of health and fitness throughout their tenure with the fire department.

Education is a provision of a health-related fitness program and allows a means for improving health and fitness throughout the organization. Currently, the LFR has an Operational Guideline that allocates time during each shift for physical fitness training. Significant organizational effort has gone into facilitating a gradual change in culture, shifting away from older, entrenched views on health and wellness. The LFR has worked hard over the past five years to adapt the culture of the fire department to be one of health and wellness. In the past, bad habits, especially with diet and sleep, existed. Today,

the LFR has in-place a philosophy where healthy eating, regular physical activity, and awareness of mental health are standard.

Health and fitness have simultaneously become a value within the LFR. The LFR has embraced and shared internally the concepts of the MEDS approach by supporting a senior member to provide monthly suggestions for health and wellness based on training they received outside the fire service. This acronym highlights a few of the most important elements of health, being **M**editation, **E**xercise, **D**iet, and **S**leep. A recommendation for the LFR in this area would be to continue with this proactive and innovative approach, and to leverage successes to build out a multi-year plan for holistic 'whole of person' health and wellness.

Data suggest a correlation between the following:

- (1) A proactive approach to health and fitness and a decrease in debilitating occupational injuries.
- (2) A reduction in workers compensation claims and a decrease in acute and chronic health problems of firefighters.

Combining the health-related fitness program with the proactive occupational safety and health program provides a fire department with the level of quality needed for its members.

It is suggested that as part of a larger obligation to health and wellness, the LFR should review the 14 essential job tasks from NFPA 1582 as they pertain to their recruitment and testing. The Department should seek options for offering personnel the ability to exercise and maintain fitness levels as explained in NFPA 1583.

7.2 Cancer Prevention

In recent years there has been an intensive review of cancer prevention and a correlation of the disease to firefighting. The Workers Compensation Act; Firefighters Occupational Disease Regulation, under section 140 (1) (b) [*firefighters: presumptions respecting lung cancer and other diseases*] stipulates 16 cancers as prescribed occupational diseases. Intrinsically, the focus within the fire service has been on contamination control surrounding fire incidents. From pre-fire to incident duration, to cleaning and decontamination post-fire, all aspects of prevention should be under regular review by all levels of fire service management. Departments are limiting opportunities for cross contamination and secondary exposure of carcinogens involved in fire scenes. It is suggested that, as part of a larger commitment to firefighter health and wellness, LFR review current practices and Operational Guidelines, and continue documenting and communicating approaches within their cancer prevention program. This may include items such as, but not limited to:

- Post-fire decontamination of personal protective equipment (PPE)
- Firefighter hygiene at fire scenes
- PPE during handling of contaminated gear/equipment
- Documenting potential exposures
- Reducing exposures to diesel exhaust

All LFR Fire Stations are equipped with a diesel exhaust extraction system to reduce exposure to vehicle exhaust. Diesel exhaust has contributed to health issues when people are exposed to it over long duration. By having these systems in the station, the health concern is reduced. This is a positive feature towards cancer prevention.

In reviewing the PPE program, also known as structural firefighting ensemble, it was noted that the LFR has Operational Guidelines in-place that reference the applicable NFPA Standard. However, with the expectation that structural PPE that is nearing ten years of age and needs to be replaced proactively. A plan to review PPE inventories and forecast replacements should be identified so that budgetary submissions are effectively managed. This is important to note as NFPA 1851 Standard on *Selection, Care and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting* states in Chapter 10:

- 1.1.2 Structural fire fighting ensembles and ensemble elements shall be retired in accordance with 10.2.1 or 10.2.2, no more than ten years from the date the ensembles or ensemble elements were manufactured.

The appendices, to that section also references that

“...it is imperative that the protective elements be routinely inspected to ensure that they are clean, well maintained, and still safe.”

The Department has a program that all PPE is to be inspected and cleaned in-house, all career personnel have a second set of structural PPE, and the volunteers can access a reserve of spare gear (20 units) which can accommodate a fraction of the department. This approach is seen to lower the risk of cancer, so one can be worn while the other set is cleaned after fighting a fire. The LFR should be praised for having proactively ensured that all career firefighters have a second set of gear

Cancer prevention should begin at the scene of a structure fire. The PPE becomes laden with contaminants, smoke, and any off gases for a duration after a fire. By decontaminating the on-scene firefighters and prohibiting them to wear their contaminated gear back to the station or store the gear in the cab of the truck, is the step in the right direction of cancer prevention. The Department should invest in some on-scene decontamination equipment and bags for transporting the bunker gear back to the station.

Cancer prevention does not stop at just taking at the decontamination of firefighting PPE. The hygiene and decontamination program should also address the firefighters personal clothing or their uniform worn to the fire. This may see the necessity of the firefighters having spare clothing at the fire station or in their personal vehicle, available for them to change into after they have a shower at the station. This clothing should also be washed at the fire station and not taken to the residence to be washed as they are then introducing the contaminants to members of their family.

A fire department exposure report should be completed each time a firefighter is exposed to the products of combustion.

7.3 Mental Well Being

Like law enforcement, paramedics, and military personnel, firefighters are regularly exposed to critical incidents. A critical incident can be described as:

- A near miss that threatened the health and safety of a member of the Department. This can include a situation where a member of the department experienced an event that could have resulted in significant harm or was a close call where they escaped significant harm.
- The suicide or attempted suicide of a co-worker.
- The sudden death of a fellow firefighter.
- The loss of a patient after a rescue attempt.
- The death or a critical incident involving a child.
- A prolonged rescue or incident with excessive media coverage.

Being regularly exposed to horrific events can lead to critical incident stress. A critical incident can best be described as a normal reaction to an abnormal traumatic incident. Exposures to critical incidents can impact firefighters later in life and it is critical to have a formal record of critical incidents to assist a firefighter for a workplace injury if they are struggling due to post traumatic stress disorder (PTSD).

Mental health takes on a critical importance in high-stress, high-risk work settings, such as those in which first responders operate, where their own functioning has serious implications for the health, safety, and security of the public they serve.

Municipalities have employee assistance programs, but these tend to have gaps when dealing with long term mental health injuries because of continued exposure to extraordinary and horrific events in a firefighter's career. Being proactive in recognizing the reality of this issue and committing resources to educate members and provide mental health services prior to a member suffering from PTSD is the best recourse. It is common practice that all fire department members and their families are enrolled in a municipal Employee Assistance Program (EAP).

Firefighters are the greatest asset of any fire service, and it is imperative that their mental well being is addressed in a genuine, consistent, and professional manner. This may include the establishment of a PTSD Prevention Plan by a committee of firefighters, chief officers, mental health professions and representatives of the bargaining unit.

The plan should include:

- An introduction about the plan.
- Goals and objectives
- Prevention and education focus areas
- Screening and initial intervention focus areas
- Support, WSCC claims management, recovery and return to work focus area
- An overview of PTSD, risk factors, signs, and symptoms.
- Legal requirements of the municipality under the OH&S Regulations of Nunavut.
- Organizational PTSD practices (promoting good mental health).
- Organizational anti-stigma practices.
- Roles and responsibilities for prevention, intervention, recovery, and return to work.
- Training on awareness and anti-stigma, recognising the signs and symptoms and responding to signs of PTSD, postexposure education and awareness

LFR has included all its fire department staff in an expanded Employee Family Assistance Program (EFAP) offered through its municipal employee benefits. The addition of unlimited counselling services for personnel and their families is an industry leading practice. This is an important piece of

employee wellness. LFR should take steps to ensure that all Langford fire service personnel are fully aware of what benefits the EFAP offers, should they need it.

In July 2012, WorkSafeBC amended the Workers Compensation Act to define coverage more clearly for work-related mental illness. In April 2018, the provincial government introduced presumptive legislation for five groups of first responders in the province, and a year later, expanded the eligible occupations to include Firefighters (paid and volunteer workers assigned to fire suppression duties) and Emergency dispatchers for firefighters, police, ambulance, and 911.

The LFR has undergone changes to their approach to mental wellness for personnel that incorporates a range of practices. Firstly, all personnel are trained under the Resilient Minds Program, evidence informed, peer-to-peer, skill-building program designed by and for career and volunteer firefighters across Canada. Initial awareness training for existing staff and recruits is essential in establishing minimum levels of resiliency. Where interventions are needed, the LFR can engage the Fire Department Chaplain, trained in CISM using the Mitchell Model and can provide one on one peer support. The LFR will also rely on WorkSafeBC's Occupational Trauma Response (OTR) service model for critical intervention. A relationship also exists with Wounded Warriors Canada to provide additional support if any LFR member require a higher level of support. The LFR is currently leveraging a wide spectrum of tools to support the mental wellness of personnel. By documenting this approach in the recommended multi-year Health & Wellness Plan, they will ensure continuity of programming to address the four pillars of managing PTSD in the workplace: prevention, peer support, treatment/recovery, and return to work programs.

Section 7 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	A fitness room with physical separation from operational areas of the fire station be incorporated into any new fire stations.	7.1
Rationale	The inclusion of a well-equipped fitness room that focuses on cardio health and fitness maintenance has been a key component to the reduction of on-the-job injuries, along with promoting good health for the firefighters. Ensuring these areas are not exposed to off-gassing of by-products of combustion is an important consideration in design.	
Recommendation	LFR to review the physical expectations of a firefighter for use in developing training programs and for use in recruiting as part of a larger commitment to firefighter health and wellness.	7.1

Recommendation and Rationale		Section
Rationale	As part of the commitment to firefighter health and wellness, LFR should review the 14 essential job tasks from NFPA 1582 as they pertain to their recruitment and testing and seek options for offering personnel the ability to exercise and maintain fitness levels as explained in NFPA 1583.	
Recommendation	LFR to continue the investment in decontamination equipment and develop the appropriate policies and SOGs in performing decontamination of firefighters at the scene of a fire. LFR should develop policies and procedures that reflect the following. That contaminated PPE is not to be: • Transported inside the cabs of fire department vehicles. • Taken into living quarters of a fire station (this should include any areas of the fire station other than the apparatus bays). • Taken into the firefighter's home.	7.2
Rationale	The introduction and enforcement of the previously noted points will help to reduce contamination related to carcinogens, which in turn demonstrates a commitment by the city to the health and wellness of its firefighters.	

Recommendation and Rationale		Section
Recommendation	LFR formalize and consolidate organizational support for physical and mental wellness through a documented multi-year Health & Wellness Plan.	7.3
Rationale	To ensure the longevity of the current proactive and innovative approaches to wellbeing within the fire department, laying out a multi-year plan would ensure the time, energy, and resources are dedicated to this very worthwhile effort.	



SECTION

8

Emergency Management

- 8.1 Emergency Management Plan**
- 8.2 Emergency Management Assumptions**
- 8.3 Mitigation Efforts**
- 8.4 Incident Command Systems**
- 8.5 Emergency Planning – Training and Exercises**
- 8.6 Other Emergency Plans**
- 8.7 Mobile Command Centre**
- 8.8 Domestic Terrorism**
- 8.9 Emergency Messaging**

SECTION 8: EMERGENCY MANAGEMENT

8.1 Emergency Management Plan

As mandated by the *Emergency Program Act*, all municipalities in British Columbia are responsible for the direction and control of the local authority's emergency response. As stated in the *Act*,

6 (2) "A local authority must prepare or cause to be prepared local emergency plans respecting preparation for, response to and recovery from emergencies and disasters."

6 (3) A local authority that is a municipal council or the board of a regional district must establish and maintain an emergency management organization to develop and implement emergency plans and other preparedness, response and recovery measures for emergencies and disasters and, for that purpose;

6 (3)a "If the local authority is a municipal council, the municipal council must establish and maintain an emergency management organization with responsibility for the whole of the municipality."

An emergency plan will not prevent or reduce the possibility of a disaster or emergency occurring. It aids in providing a prompt and coordinated multi-agency response, thereby reducing human suffering and loss or damage to property or the environment. For any emergency plan to be effective, it is important that all affected are made aware of its provisions. Therefore, every official, agency, and department are required to be prepared to carry out their assigned functions and responsibilities in an emergency. It is also critical that the emergency plan is reviewed regularly, and annual exercises are conducted accordingly so personnel become familiar, comfortable, and competent in their roles.

NFPA 1600 suggests that best practices for a successful emergency management program include but are not limited to the following:

- The annual review and maintenance of the emergency management program.
- Regular exercising of the emergency management program.
- The identification of short comings in the emergency management plan and planning for and addressing the deficiencies.

The existing emergency plan for the City of Langford was written in 2008 and is severely outdated, but it does state, "For this plan to be effective, it is important that all parties involved be made aware

of its provisions. Furthermore, every official, agency and department that will participate in the City of Langford Emergency Operations Centre (EOC) must be prepared to carry out their assigned functions and responsibilities in an emergency.”¹³

For an Emergency Plan to be effective, it must be embraced as part of the organization’s culture where training and exercises are regularly conducted.

8.2 Emergency Management Assumptions

Assumptions can be made that translate into basic principles associated with the emergency management plan for the City of Langford in preparation for, response to and recovery from major emergencies.

- Emergencies or disasters may occur at any time, day, or night, in populated or remote areas of the City of Langford.
- Major emergencies and disasters will require a multi-agency, multi-jurisdictional response. For this reason, it is essential that the Incident Command System (ICS) standards be implemented as a unified command may be implemented by responding agencies and expanded as the situation dictates.
- Legislation dictates that the municipality is responsible for emergency actions to which they should commit available resources to save lives, minimize injury to persons, minimize property damage, protect the environment, and support local economies.
- Large scale emergencies and disasters may overburden local resources and necessitate mutual aid from neighbouring jurisdictions. (i.e., View Royal, Colwood, Highlands, Metchosin)
- Large scale emergencies and disasters and the complex organizational structure required to respond to them may pose significant challenges in terms of warning and notification, logistics, and agency coordination and communication.
- Major emergencies and disasters will generate widespread media and public interest.
- The media is a partner in large scale emergencies and disasters as they can provide considerable assistance in communicating emergency public information and warning.

¹³ Emergency Management and Recovery Plan, A Strategic Guide for Site Support to Major Emergencies and Disasters. November 2008, p.5

- Large scale emergencies and disasters may pose serious long-term threats to public health, property, the environment, and the local economy.
- Disasters and emergencies may require an extended commitment of personnel and other resources from involved agencies and jurisdictions.

Identifying and addressing these assumptions is an important part of the City of Langford emergency plan.

8.3 Mitigation Efforts

In 2018, the National Institute of Building Sciences (NIBS) released findings from research that analyzed 23 years of U.S. grant funding for the Federal Emergency Management Agency (FEMA). The report highlights significant savings from mitigation in terms of safety, property protection, and continuity when communities are struck by riverine or coastal flooding, hurricanes, earthquakes, or wildfires.

The benefit-cost ratio (BCR) was estimated in the studies and mitigation for riverine flood of 5:1 BCR in monetary quantities, wind mitigation analyzed and found a 5:1 BCR, while earthquake and wildland urban interface (WUI) were both at a 4:1 BCR.

In terms of simplicity, the mitigation strategies for WUI included:

- Adding fire-resistant windows, doors, and cladding
- Adding non-combustible roof and keeping it clear of pine needles and other flammables
- Removing woodpiles and other fuels near the house
- Cutting back vegetation around the house

FEMA identifies that mitigation efforts and building codes that are enforced is crucial for community resiliency¹⁴. Emergency Management focuses on the reduction of impacts of disasters to communities and the prevention and mitigation efforts help reduce the financial costs of the disaster response and recovery.

¹⁴ FEMA (2022) Building Codes Adoption Playbook, For Authorities Having Jurisdiction

8.4 Incident Command System

The Incident Command System (ICS) is based upon best practices in Canada and the United States and is used for small and large emergency and non-emergency incidents. It identifies roles and responsibilities to improve response capacity, resource, and interagency communications for a common purpose. Interagency, multi-jurisdictional, multi-government and multi-disciplinary are terms used when operating at a large-scale emergency incident. The strength of the ICS is making sure that the safety of responders and other personnel are the priority and the effective use of resources or elimination of the duplication of services is achieved. The best practice is that individuals that are expected to fill a role in the EOC should have training in ICS, which also includes designated alternates.

Based upon the type of emergency, there is a likelihood of the ICS being expanded into a Unified Command structure. The type of incident, complexity, and location of the incident may require a Unified Command structure where incident commanders of all major emergencies and organizations involved are brought together to coordinate an effective response, while at the same time carrying out their own jurisdictional responsibilities.

The Unified Command structure can change throughout an incident and as noted in *Beyond Initial Response* (2010) the benefits of the Unified Command include:

- A single incident organization with one set of objectives
- Coordinated information flow
- A single joint planning process and Incident Action Plan
- A coordinate process for ordering the necessary resources
- The duplication of efforts is reduced or eliminate

The EOC for the City of Langford is located at Fire Station #1 with the secondary EOC located at either City Hall or Fire Station #2. Command position kits are readily available within the EOC in Fire Station #1 to provide the necessities for EOC operations.

During an earthquake, severe weather, flooding or a wildfire, there is a high likelihood of the implementation of a Unified Command structure. The EOC is critical for the coordination, resource management, communications, and critical assessments of the event with the incident commander. During research for this Master Plan, it was noted that regular EOC activation, a simple training exercise, has not occurred. There is has not been confirmation that the secondary EOC location has ever been tested to ensure LAN



connections, phone lines or WIFI are working. Both of the fire stations have backup generators that supply power to the entire fire station. The City Hall is equipped with a smaller generator that energizes specific areas as well as specific equipment. EMG recommends that annually testing and activation of the EOCs occur, so staff are confident in the procedure and process.

The LFR has existing plans in place for the renovation of the former dispatch room in Fire Station #1 that will be equipped with laptops, a dry erase board, and other necessities to enhance the operations being conducted within the EOC.

ICS Canada identifies the following four levels of training for the incident command system:

- **ICS 100:** The awareness level training that introduces the participant to ICS topics and concepts.
- **ICS 200:** The awareness level training that is designed to help people function within the ICS. This level of training provides a greater depth regarding the functional areas and positions in the ICS.
- **ICS 300:** The level that is directed for supervisory functions and provides exposure to setting objectives, unified command, planning, demobilization, and termination of command. This level is focused on developing skills through practical exercises.
- **ICS 400:** The level that is directed for supervisory functions and is orientated to developing skills for complex incidents and the coordination of multiple incidents.

Currently there is no minimum training requirement to fill a role within the EOC. Although the Emergency Program Specialist is planning for more emergency management training, there has not been an official document that addresses the requirements for the EOC role.

8.5 Emergency Planning Training and Exercises

Emergency planning and ICS skills require continuous practice and training. Training exercises regarding situational awareness and other additional skills that are essential during an emergency incident will help keep personnel prepared. Several training options will be identified to assist the LFR to plan and exercise within the ICS.

- **EOC Activation:** Conducting a planned EOC activation of the primary and secondary EOC keeps staff orientated to their roles and identifies gaps in the activation process.
- **Discussion Based:** Discussion based exercises the primary intent is to have dialogue regarding the emergency plan, procedures, bylaws, and any policies that could impact an emergency. The discussion sessions are low key, low pressure and a great tool for familiarization of plans, procedures, bylaws, and policies. The secondary intent of discussion-based exercises is to build confidence through familiarization amongst team players in the application of the plan.
 - This training is a great way to orientate new staff or existing staff that have not had a real opportunity to familiarize themselves with the emergency plan or organizational plans, bylaws, procedures and policies and procedures. It is also a way to stress the importance of having a minimum understanding of how the EOC should operate during an incident.
- **Tabletop Exercise:** Low cost, minimal stress, but preparation can require several weeks to create a scenario that is relevant to the City of Langford. The benefits of a tabletop exercise are that they can be led by one facilitator depending upon the complexity of the scenario. This type of exercise can be put together by the LFR Emergency Program Specialist.
 - Tabletop exercises are great ways to identify gaps in plans, policies, and procedures. After the tabletop exercise is completed, it is critical that an After-Action Report is conducted to identify shortcomings or deficiencies.
- **Operations Based:** Operations based exercises primary intent is to deploy the necessary personnel and equipment in a full-scale exercise or smaller drill. The disadvantage of operations-based exercise is that they require a significant amount of time to plan and prepare for as resources will be required and they generally include multiple agencies.
 - Operations based exercises are excellent in revealing gaps and weaknesses in

training, inter-agency communications, resource allocation and operational procedures. Operations based exercises include:

- **Drills:** These are exercises that are intended to evaluate a specific operation. For example, the LFR, RCMP, and EMS may conduct a drill of a high school hostage taking or active threat.
 - Drills are easily set up and the benefit of performing drills is the value of performing a function and identifying any weaknesses. Weakness may include communication issues, staging concerns or resource allocation to the scene. Drills are generally led by one instructor and a follow up report can be formal or informal to the respected agencies.
- **Functional Exercises:** These exercises incorporate plans, procedures, and policies into the training scenario. For the most part, these exercises are used by participating agencies to test their capabilities of performing multiple functions in a scenario that is located at a single site. It is a more complex exercise than a drill and will have a high degree of realism that requires significant preparation time and resources. For example, the LFR could test its capability to respond to a significant hazardous materials incident in a city owned facility. Due to the numerous high rises within the City of Langford, a good functional exercise would include LFR, Colwood FD and View Royal FD, to review, revise and finalize response plans. Due to the realism and the objectives of testing specific agency functions, several instructors or facilitators are required to ensure safe operations and scenario compliance. At the conclusion of the exercise debriefing should occur and then a formal After-Action Report should be completed and distributed to the agencies involved.
- **Full-Scale Exercises:** Generally, a complex exercise that tests multiple agencies in a single scenario at multiple sites. These exercises are in real time, highly realistic and usually stressful for agency personnel participating in the exercise. A well-prepared full-scale exercise can take from 6-10 months to prepare and require a significant investment in resources and funds. Due to the complexity of the exercise and different locations, several instructors and facilitators are required to ensure safety and compliance to the storyline of the exercise. A full-scale exercise is developed with clear objectives to test multiple agencies. Upon completion of the exercise, a hot wash is conducted which is a formal discussion of the involved agencies performance during the exercise. An After-Action Report and a formal Improvement Plan are prepared and distributed that identify actions required to address and improve performance.

An emergency management plan is much more than a document, it is the coordination of the response and recovery to any major emergency that threatens the health, safety and welfare of the citizens, or the environment, or property within the jurisdiction of the City of Langford. The objectives of emergency management plan include:

- The establishment of a procedure for the periodic review and revision of the plan. (This reduces the possibility of an emergency management plan becoming outdated).
- Summarization of the potential hazards and risks within the community.
- Outline of the procedures for activating and implementing the plan.
- Identification of the communication procedures of the notification of a potential incident.
- Identification of how emergency and crisis services, i.e., food, clothing, shelter, transportation, and medical services are provided to people impacted by incidents, including the needs of vulnerable population groups).
- Identification of the roles and responsibilities of internal departments and external agencies.
- Identification of the logistical support requirements necessary for implementing the plan.
- Listing mutual aid agreements and partners.
- Identification of a training and exercise program for personnel assigned responsibilities within the emergency plan.

Local governments are required to establish and maintain an emergency measures organization to implement emergency plans and other preparedness, response and recovery measures for emergencies and disasters for the whole of the municipality.

A training and exercise program is intended to provide opportunities to help EOC personnel become more familiar and comfortable with their roles and responsibilities in the EOC. Training and exercise scenarios should be based on the hazards and risks most likely to occur. A draft three-year training program can be as simple as described below.

TABLE #14: SAMPLE TRAINING PROGRAM (3 YEARS)

	Activity	Year One	Year Two	Year Three
January	Training			
	Exercises Training	Orientation ICS 100		Orientation to Plan Revisions
February	Exercises			
March	Training	ICS 200		ICS 200
	Exercises			
April	Training	EOC Course		EOC Course
	Exercises			
May	Training			
	Exercises	Tabletop EOC Exercise	Functional EOC Exercise	Tabletop EOC Exercise
June	Training			
	Exercises			
July	No Training or Exercises Due to Holidays and Hazard Season			
August				
September	Training			
	Exercises			
October	Training			
	Exercises	Telephone Fanout Drill	Telephone Fanout Drill	Telephone Fanout Drill
November	Training Exercises	ICS 300	ICS 200	ICS 300
December	Training			
	Exercises			

8.6 Other Emergency Plans

The Community Wildfire Protection Plan (2020)

The Community Wildfire Protection Plan for the City of Langford was prepared by a third-party consulting firm. The plan is comprehensive and is a critical component for emergency preparedness for the City of Langford. Climate change along with substantial parkland and greenspace within the city increases the risk of a wildfire and the plan identifies measures to reduce and mitigate the threat of wildfire.

Emergency Evacuation Plan (2020)

The Emergency Evacuation Plan was prepared by a third-party consulting firm. The plan applies to an actual or anticipated emergency or disaster that could trigger a partial or full evacuation of the City of Langford. The plan is encompassing and identifies evacuation trigger points, vulnerable populations, non-residents, and seasonal visitors.

Tsunami Notification & Response Plan

The primary purpose of the Tsunami Notification & Response Plan is to address the actions for a distant tsunami threat which are a result of earthquakes that occur far away. The plan provides maps and triggers to a tsunami warning, advisory or tsunami watch that will lead to the activation of the emergency plan and or the EOC.

8.7 Mobile Command Center

The LFR does not have a Mobile Command Centre (MCC) but does have access to the former LFR Fire Mobile Command that was donated to the RCMP. It is a well-equipped RV style unit that they can make available to LFR at request. A MCC can be utilized during emergencies and non-emergencies as it serves as a single staging location where multiple agencies can coordinate and communicate during the incident or event. It can be deployed during large incidents for extended periods of time and will generally see more use for non-emergency events (pre-planned) than it will for emergency events.

8.8 Domestic Terrorism

With acts of domestic terrorism taking place each year throughout the world, as well as Canada, a municipality must plan for the possibility of such events within their own community. The EMP should have a section dedicated to domestic terrorism with an integrated response program comparable to *NFPA 3000, Standard for an Active Shooter/Hostile Event Response (ASHER) Program*. Partnerships could be achieved with outside agencies such the RCMP, EMS and other agencies as active shooter and hostile events continually rise.

8.9 Emergency Messaging

Most municipalities take advantage of social media platforms including their municipality's website to promote the need for residents to be prepared for an emergency. It may speak to being prepared in advance and having supplies readily available to take in an emergency, the differences between a weather watch and a warning, and supplies required to be self-sufficient for up to 72 hours. A mass notification system sends messages via personal cell phones to communicate to the public during an emergency. Many communities will also use the mass notification system to communicate local issues like a heat warning, water main break, local flooding, or road closure to advise residents in the affected area.

The City of Langford has a well-designed and easy to navigate website, however, it does lack a section for emergency management. The addition of emergency management in conjunctions with links to outside agencies such as Environment Canada, Emergency Info BC, and Emergency Management BC would be valuable.

Section 8 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	It is recommended that the emergency plan for the City of Langford be updated in the short term.	8.1
Rationale	The existing plan is severely outdated, and administration recognizes that the plan needs to be updated, however no concrete plan has been put into place to update the Emergency Plan. Due to the importance of this document, it is imperative that the EMP is current and if the LFR does not have the capacity to complete an Emergency Management Plan that reflects the needs of the community, a third party should be consulted to lead the process.	
Recommendation	It is recommended that individuals that are expected to fill a role in the EOC have a minimum of ICS 300, with an alternate having ICS 200. Elected officials should be provided an introduction to the EOC operations to fully understand the necessity of a sound emergency plan and efficient EOC.	8.4

Recommendation and Rationale		Section
Rationale	Emergency management plays a key role in the health and safety of the community. Individuals assigned to the EOC should have ICS training to understand the roles and responsibilities within the Incident Command System. During an active emergency is not the time to figure out the roles and responsibilities of staff positions within the Incident Command System.	
Recommendation	It is recommended that only one secondary location for the EOC be established and that the City of Langford ensures that the primary and secondary EOC locations have backup power, amenities, and the proper IT equipment to run a fully operational EOC.	8.4
Rationale	Ensuring that the primary and secondary EOC locations are fully operational is critical to the initial stages of deployment of staff and key stakeholders to the EOC.	

Recommendation and Rationale		Section
Recommendation	It is recommended that a formal EM training plan be incorporated into the LFR training schedule and budget process.	8.5
Rationale	Scheduled training and exercises are required to build competencies and confidence in individuals staffing the EOC. A predetermined training plan will ensure this is a priority in future budgets.	
Recommendation	The <i>Community Wildfire Protection Plan</i> , <i>Emergency Evacuation Plan</i> and Tsunami Notification & Response Plan should be reviewed annually with key stakeholders to discuss public awareness and education strategies.	8.6

Recommendation and Rationale		Section
Rationale	These plans are a critical component of emergency preparedness for the City of Langford and regularly reviewing and revising the plans based upon stakeholder contributions creates the foundation for interagency teamwork and partnerships.	

SECTION

9

Fire Service Agreements

9.1 Mutual & Automatic Aid



SECTION 9: FIRE SERVICE AGREEMENTS

Mutual aid, automatic aid, and fire protection agreements are designed to support a community's fire department at times when local resources are exhausted. These agreements can also offer a quicker response coverage to areas that may be closer to a bordering fire department's response area than that of the host department. There are situations where a fire service agreement provides an automatic response by a neighbouring fire department to properties or high value occupancies/commercial/industrial properties that are closer to their fire stations than that of the host fire department. An automatic response can also be identified for complex incidents such as high-rise fires, technical rescues, mass casualty incidents and dangerous goods events.

9.1 Mutual Aid and Automatic Aid

Mutual aid agreements are essential for a community as fire protection services enhance the safety and welfare of that community. Typically, a mutual aid agreement enables a fire department to request the additional services of another fire department when certain situations warrant it. Fire departments have limited resources and during an emergency, resources may be depleted quickly, and additional aid may be required. Mutual aid agreements are necessary for fire emergencies as well as any emergencies that involve dangerous goods incidents (hazmat spill), technical rescues, mass causality incidents and disaster management.

An automatic aid agreement refers to a response that will ensure resources are dispatched from the nearest fire station, regardless of which side of the jurisdictional boundary the incident is on. These agreements identify the specific call types so there is no confusion as to what apparatus and staff would be responding into another jurisdiction.

During the review conducted by EMG, it was observed that the LFR has positive working relationships with Colwood, View Royal, Metchosin and Esquimalt Fire Departments.

The LFR has Mutual Aid Agreements with the Colwood, View Royal, Metchosin and Esquimalt Fire Departments. These Agreements are all current with the eldest being the Colwood 2018 Agreement. All four of the Mutual Aid Agreements have automatic renewal clauses where they will automatically renew for a second five-year term.

Based upon information received during this Master Plan, the Colwood and View Royal Mutual Aid Agreements are more utilized than the Metchosin and Esquimalt.

In favourable conditions the approximate drive times from Langford, are as follows:

- Colwood - 5-6 minutes
- View Royal - 8-9 minutes
- Metchosin - 13 minutes
- Esquimalt - 14 minutes

All four Mutual Aid Agreements are similar. The parties all agree to provide firefighting or emergency services to assist in emergency operations to the requesting organization's area of jurisdiction. An emergency is defined in the Mutual Aid Agreements as:

- **Fire Emergency:** a real or anticipated fire that in the opinion of the Fire Chief or Officer in Charge endangers the lives safety, welfare and well-being of people, or the safety or fabric of buildings or structures and which cannot be brought under control by the use of local firefighting resources within the area of jurisdiction within a reasonable time in the sole discretion of the Officer in Charge of the requesting party.
- **Rescue Emergency:** a real or anticipated rescue assistance situation that in the opinion of the Fire Chief or the Officer in Charge endangers the lives, safety, welfare and well-being of people, or the safety or fabric of buildings or structures and which cannot be brought under control by the use of local emergency resources within the area of jurisdiction within a reasonable time in the sole discretion of the Officer in Charge of the requesting party.
- **Medical Emergency:** a real or anticipated medical emergency that in the opinion of the Fire Chief or Officer in Charge endangers the lives, safety, welfare and well-being of people and which cannot be brought under control by the use of local emergency resources within the area of jurisdiction.
- **Emergency Standby Services:** the provision of emergency resources by the Providing Party to the Fire Department of the Requesting Party for the purpose of standing by in the event that an emergency occurs in the Requesting Party's area of jurisdiction which

cannot be brought under control by the use of local emergency resources within the area of jurisdiction.

All the Mutual Aid Agreements have the same definition of an emergency, however, not all the fire departments have the same level of training. For example, The Metchosin Fire Department is a rural department that focuses on rural types of responses such as water supply and superior shuttle accreditation and wildland firefighting.

The Esquimalt Fire Department incurs some overtime costs when responding to the Westshore (Langford, Colwood and View Royal) departments and the requests for personnel from Esquimalt and Metchosin are limited to a third alarm.

The Westshore Fire Chief's group will also request additional Command Staff for an incident where the additional resources are required to maintain command presence and scene safety for emergency responders.

The Mutual Aid Agreements are well written; however, the Automatic Aid Agreements should be finalized with View Royal and Colwood for an immediate response to a structure fire and/or high-rise incident.

9.1.1 Automatic Aid Agreement

The LFR does not have any formal Automatic Aid Agreements with the Westshore departments, however, a standing practice is that some of the Westshore departments are automatically dispatched to specific emergencies within the LFR boundaries.

Section 9 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	The LFR, View Royal and Colwood fire departments should formalize an automatic aid agreement for structure fires, high rise incidents and mass casualty incidents.	9.1
Rationale	The automatic aid agreement should identify the specific parameters for View Royal and Colwood fire departments response to structure fires, high-rise incidents, and mass casualty incidents. These incidents have a high probability for civilian injury or death and ensuring that an automatic response for such incidents will decrease response time and increase response capacity.	



SECTION

10

Finance, Budgeting, Fees & Cost Recovery Mechanisms

- 10.1** **Operating Budget**
- 10.2** **Capital Improvement Plan**
- 10.3** **Fees & Cost Recovery**

SECTION 10: FINANCE, BUDGETING, FEES & COST RECOVERY MECHANISMS

Along with other career and combination fire departments, the LFR also faces challenges to ensure that the budget stays ahead of inflationary pressures due to the annual price increases of equipment, fire trucks, disposable medical supplies, fuel, and annual salary increases.

10.1 Operating Budget

The LFR has an annual operating budget that addresses the Department's needs in terms of training, annual pump and ladder testing, SCBA flow tests, regular replacement of turnout gear and prevention and education materials. Overall, there weren't any major concerns with the operating budget, but a few recommendations will be provided that will have an impact to the operating budget.

During the review of the operating budget, it was noted that key accounting operating sections were identified, such as:

- Fire Administration
- Fire Fleet
- Firefighter Training
- Firefighting Force
- Fire Stations
- Communications Center
- Fire Equipment Maintenance
- Emergency Measures

The operating budget will require adjusting based upon the two recommendations provided in this section.

10.2 Capital Improvement Plan

The Department does not have a specific equipment capital reserve fund, but the City does have an Equipment Replacement Reserve that is used primarily for the LFR, but it is also used throughout the City's equipment replacement. The City of Langford will use taxation funding to cover some smaller capital items and if on occasion the Capital Works Reserves are used.

There was a gradual trend of cost increases in fire apparatus and equipment prior to the pandemic, but today the fire service is facing considerable cost increases in equipment and fire apparatus. For example, a few years ago a custom chassis pumper could be purchased for \$650-\$750,000 while today that same pumper will range from \$850-\$1Million.

A capital improvement plan (CIP) is a short to long term plan that identifies capital expenditures such as apparatus, fire station renovations, equipment, telecommunications, land purchases, backup generators, etc., that are scheduled for replacement or purchase within a 5–10-year timeframe. A capital reserve budget that identifies the upcoming year's capital budget items and a capital program should be at a minimum a 20-year plan. In terms of fire station and apparatus replacement such as pumpers and aerial ladders, a 20-year capital reserve fund is necessary for apparatus replacement while the 20-year plan should identify fire Station renovations or major upgrades.

The CIP is an effective way to plan future needs of the fire department without shocking the taxpayer when the acquisitions are required. It is a powerful planning tool to keep elected officials and the community informed about the future needs of the fire department and on track with the annual financial contribution into the CIP.

The CIP is not a haphazard planning process rather it is a strategic planning process that has identified targets and values, which addresses and prioritizing the needs of the fire department. This is accomplished by collecting information and data on equipment replacement schedules, industry best practices, FUS recommendations for fire apparatus, analyzing the information and then prioritizing capital expenditures.

The CIP is a form of financial forecasting where the historical financial data of the capital expenditures for the Department are examined, which then allows the City of Langford to anticipate future costs. Unfortunately, many capital reserve funds are underfunded and fall

short of the financial requirements to replace large ticket items such as a pumper, rescue, or ladder truck.

Sound financial planning requires that the Fire Chief and the Director of Finance to annually review the capital budget to ensure that contributions to the CIP will meet the needs for the future. Historically, a 5-10 percent annual increase for fire apparatus purchases was not uncommon, but today this number needs to be evaluated and adjusted accordingly.

Creating a well-funded CIP is a must for today's fire service and the CIP must be supported by reports, data, and information to justify the existence of the plan.

10.3 Fees and Cost Recovery

Bylaw 1532, A Bylaw to Regulate Burning, Prevent and Suppress Fires and Regulate People at Fires in The City of Langford (2014) identifies fines for noncompliance or hindering a fire department member from conducting their duties. This does provide the LFR some cost recovery for their services and dealing with non-compliance issues, however it should be updated and revised in a new regulating bylaw for the LFR service. (Section 1.4.1 provided a recommendation for a new bylaw).

Section 10 – Recommendation and Rationale

Recommendation and Rationale		Section
Recommendation	As the LFR moves toward career members filling the role as an Acting Shift Officer, a new line item should be created for this acting pay.	10.1
Rationale	Currently the Department utilizes volunteer officers to fill acting positions, but the LFR is transitioning away from this to use qualified career members.	

Recommendation and Rationale		Section
Recommendation	A needs assessment should be completed to addresses a future capital budget items and a report provided to City Council for the 2023 budget year.	10.2
Rationale	The significant increase in fire apparatus, equipment and other emergency supplies renders the need for a CIP where annual contributions are put towards the acquisition of apparatus, fire stations and equipment for the next 20-years	



SECTION

11

Assessment of Previous Fire Service Review

11.1 Status of Previous Reports

SECTION 11: ASSESSMENT OF PREVIOUS FIRE SERVICE REVIEW

In 2017, Dave Mitchell & Associates completed the Langford Fire Rescue Department Technical Report Review of Issues-Next Steps. Also, in 2017 a report was submitted to City Council by the Fire Chief titled, Expanding the Fire Protection Model.

11.1 Status of Previous Reports

In 2017 the LFR department was a volunteer department and the Expanding the Fire Protection Model report submitted was a summary of the Technical Report in conjunction with a forecast of the staffing and resources needs of the LFR department.

The report was based upon a composite model and meeting the 10-minute response time as per the BC Building Code, however, few could have predicted the population growth of the City of Langford to its current state today. The report recommended components for an expanded model for the LFR which consisted of the following:

1. Amalgamate Station 1 and Station 3
 - Cover the entire city with two stations instead of three.
 - Resolve the 10-minute response issue in the BC Building Code.

It was noted earlier in this Master Plan that the LFR needs to transition to the NFPA 1710 response time for career departments and due to the growth of the city, fire station options are provided for administration to consider. Additional information is provided in Section 7.

2. Expand Model to Station 2
 - Two engine companies (one north and one south)
 - Career staff daytime response and composite (four career and four volunteer) at night

A proposed staffing increased has been presented within this Master Plan to increase career staff for each platoon to ten members within the next ten years. Additional information is provided in Section 5.

3. Establish a Training Ground

- Use existing property
- Ensure meeting legislative training requirements
- Keep volunteers in Langford while training
- Possible financial opportunity to offset costs

Currently, a training facility is in the final stages of completion and located on an appropriately sized parcel of land. When completed this facility will provide live fire training, specialized programs, and engine company level drills. The LFR will be able to conduct drills as per *NFPA 1410, Standard on Training for Emergency Scene Operations* and modify to meet the level of the effective response force anticipated by the LFR for their first due engine company. The City of Langford and the LFR is to be commended for establishing a training facility for the Department as the benefits of having this facility will pay dividends into staff development and maintenance of competencies. Additional information on the training facility is provided in Section 4.4.

4. Emergency Planning

- Reallocate staff to focus on emergency planning and disaster recovery to be compliant with the Act.

As noted in this Master Plan, the Lt-Emergency Programs is responsible for the emergency management program. Recommendations and additional information in provided in Section 8.

SECTION 12

Recommendations, Timelines & Associated Costs



- 12.1 Conclusion
- 12.2 Recommendations & Estimated Costs

SECTION 12: RECOMMENDATIONS, TIMELINES, & ASSOCIATED COSTS

12.1 Conclusion

During the research for this Master Plan, it was demonstrated that the full-time staff and volunteer firefighters are truly dedicated to the community they serve. Based on the present staffing, equipment, and fire station locations, the LFR is endeavoring to offer their most efficient and effective service while facing tremendous growth within the City of Langford.

All costs and associated timelines noted in this Master Plan are approximate estimates that can be implemented through prioritization between the Fire Chief and City Council. It must be noted that the estimated costs can vary greatly due to many extenuating circumstances. This Master Plan is a long-range planning document, and it is recommended that annual updates be completed and provided to City Council.

12.2 Recommendations & Estimated Costs

The following chart provides a detailed overview of the recommendations found throughout this Master Plan along with any estimated costs and suggested timelines for implementation.

This Master Plan is a culmination of 72 recommendations.

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
SECTION 1 – COMMUNITY, FIRE DEPARTMENT OVERVIEW & GOVERNANCE				
1	1.4	A new governance bylaw be presented to City Council within the next six months to ensure that the services offered by the LFR align with Council's expectations.	Immediate (Within 1 year)	Staff Time
SECTION 2 - PLANNING				
2	2.3	The LFR request the FUS to conduct a formal review of the fire protection services in the City of Langford to get a new grading result and assess whether the Westshore departments can be structured to increase response capacity while reducing redundancies between the fire departments	Short Term (1-3 years)	Unknown Cost

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
SECTION 3 – RISK ASSESSMENT				
3	3.3	That City of Langford and Langford Fire Rescue complete a Community Risk Assessment, in accordance with NFPA 1300, and that it falls in line with the findings of the Fire Master Plan and upon completion of the CRA, the Fire Chief, city staff and city stakeholders develop and implement a Community Risk Reduction Plan.	Short Term (1-3 years)	Staff Time
4	3.4.1	That Langford Fire Rescue work with city stakeholders to promote the use of residential home sprinklers as part of the overall fire prevention strategy.	Short Term (1-3 years)	Staff Time
5	3.5	The creation of an OG Committee with representation of all Divisions of the Department should be established in the immediate future. It is further recommended that the Department's OGs be reviewed regularly.	Immediate (Within 1 year)	Staff Time
SECTION 4 – FIRE DEPARTMENT DIVISIONS – NON- SUPPRESSION				
6	4.1	During the build out phase of this master plan, the LFR transition away from Chief Officers covering regular vacancies within the Suppression Division. Scheduling and budgeting strategies should be implemented to maintain four firefighters on-duty inclusive of a Captain/Lieutenant 24/7/365.	Short Term (1-3 years)	Cost analysis to be conducted

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
7	4.1	LFR to undertake an assessment of appropriate staffing levels for chief officers within the fire department. Consideration should be given to the LFR organizational structure with respective roles and responsibilities of chief officers from comparably sized fire services in British Columbia.	Mid Term (4-6 years)	Staff Time
8	4.2.1	LFR to expand the current initiative in fire prevention inspections and public education by training all firefighters so that they are certified to NFPA 1031 and 1035.	Short Term (1-3 years)	Course cost and Staff Time
9	4.2.2	All Chief Officers and current/future Fire Prevention Division personnel be qualified as per NFPA 1033 as certified fire investigators.	Short Term (1-3 years)	Course cost and Staff Time
10	4.2.3	Efforts be increased to leverage social media platforms and develop partnerships with internal and external stakeholders that would support advancement of public safety messaging campaigns.	Short Term (1-3 years)	Staff Time
11	4.3.1	Conduct an internal review of daily/weekly/monthly workflow compared with training outcomes, focused on career personnel. Gaps should be identified and addressed to ensure consistent delivery of high-quality training.	Short Term (1-3 years)	Staff Time
12	4.3.1	LFR to obtain an on-line training management program which delivers training for all personnel and maintains training records as well.	Short Term (1-3 years)	Dependent upon program

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
13	4.3.1	LFR to assess and implement best practices for delivery of on-going, consistent, and up-to-date training for incident command/emergency scene management.	Short Term (1-3 years)	Staff Time
14	4.4.2	It is recommended that LFR re-assess the practice of training/qualifying and allowing Stipend/Volunteer personnel to fill the role of Emergency Vehicle Operators.	Short Term (1-3 years)	Staff Time
15	4.2	LFR to assess feasibility of improved staffing model and look to implement a stand-alone Fire Prevention Division. Staffing with at least one (1) fulltime Captain-Fire Prevention & Investigation and one (1) fulltime Lieutenant-Community Outreach & Life Safety Education would position the LFR to better meet the needs of the City of Langford.	Mid Term (4-6 years)	As per Collective Agreement
16	4.2.1	LFR to implement a Fire Company Inspections program across all shifts; managed, scheduled, and measured by the Fire Prevention Division.	Mid Term (4-6 years)	Staff Time
17	4.2.3	Consideration be given to training all Suppression personnel to NFPA Fire & Life Safety Educator I. Further, the delivery of Public Education should fall within the fire prevention scope of duties for Suppression personnel. Scheduling and oversight provided by the Fire Prevention Division.	Mid Term (4-6 years)	Course cost to be determined
18	4.3.1	LFR to identify and develop opportunities for Shift Training Instructors (STI) to be implemented to assist with the delivery of training assignments.	Mid Term (4-6 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
19	4.3.1	LFR to implement a dedicated fulltime Captain-Training & Professional Development to develop, deliver, manage, and measure the delivery of training within LFR.	Mid Term (4-6 years)	Course cost to be determined
20	4.4	LFR conduct a needs assessment to identify what additional training props are required to ensure the firefighters meet training requirements.	Mid Term (4-6 years)	Staff Time
21	4.4.2	It is recommended that LFR qualify company officers (Captains & Lieutenants) to NFPA 1021 Level II (Fire Officer-II).	Mid Term (4-6 years)	Course costs to be determined
22	4.4.2	It is recommended that LFR include completion of Fire Officer-III and Fire Officer-IV in the position descriptions and expectations for all LFR chief officers.	Mid Term (4-6 years)	Course costs to be determined
23	4.4.5	Develop and implement a formal succession planning program within the LFR.	Mid Term (4-6 years)	Staff Time
SECTION 5 – FIRE SUPPRESSION				
24	5.1.1	LFR to undertake an assessment, in collaboration with View Royal and Colwood, of the 2016 edition of the NFPA 1710 standard, subsection 5.2.4 on fire department service deployment along with the appropriate response staffing levels for each.	Mid Term (4-6 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
25	5.1.1	LFR to implement staffing maintenance factor of 1.25 for Suppression positions. With a maintenance factor of 1.25, this means that for every firefighter required to meet minimum deployment of four (4), the City of Langford maintains 1.25 FTE. It is recommended that the LFR implement the staffing maintenance factor from its current level to 1.25.	Mid Term (4-6 years)	To be determined based upon Collective Agreement
26	5.1.1	LFR to ensure vacancies within the Suppression Division caused by illness, injury, or other leaves impacting staffing, be filled with career members holding appropriate qualifications.	Short Term (1-3 years)	Cost determined by Collective Agreement
27	5.2.1	LFR to develop and implement a Standard Operating Guideline (SOG) for the establishment of a RIT during structure fires and entry into any IDLH atmosphere.	Short Term (1-3 years)	Staff Time
28	5.2.1	LFR to review the current breadth of SOG's across the fire department to identify any gaps and develop a plan for addressing any deficiencies.	Mid Term (4-6 years)	Staff Time
29	5.2.1	LFR to put in-place a practice whereby Suppression crews are kept whole, including supervisory personnel (Captain) while performing non-suppression duties.	Short Term (1-3 years)	Staff Time
30	5.2.2	LFR to implement a practice and develop appropriate SOG's to ensure a Company Officer is in direct supervision of Suppression personnel during emergency and non-emergency operations.	Short Term (1-3 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
31	5.3.1	As a tool to evaluate response times, LFR is to monitor its ability to meet effective response times as identified in NFPA 1710. This includes the following: • Achieve a goal of 80 seconds for firefighter turn-out time. • Four firefighters arriving on scene within four minutes of travel time. • Sixteen firefighters arriving on scene within an eight-minute travel time at a residential structure fire.	Mid Term (4-6 years)	Staff Time
32	5.3.1	LFR should pivot towards using NFPA 1710 as a performance measure and should strive to meet the stated minimum response standards based on responding to a 2,000 ft ² single-family dwelling. This refocuses the LFR away from using the BC Building Code as a response time benchmark and aligns with industry best practices within the BC fire service.	Short Term (1-3 years)	No Cost
33	5.3.1	LFR should work with View Royal and Colwood to identify current baseline of operations related to fielding an ERF for each municipality. This will then lead to identifying acceptable benchmarks for achieving the goals and objectives of the fire department regarding levels of service and response times.	Mid Term (4-6 years)	Staff Time
34	5.3.1	LFR to develop and implement an SOG for the operational roles of the first and second arriving Engine Companies at a structure fire.	Short Term (1-3 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
35	5.3.1	LFR to work collaboratively with View Royal and Colwood to implement a tri-municipal High-Rise SOG. This SOG should then be exercised annually at the strategic and tactical levels.	Mid Term (4-6 years)	Staff Time
36	5.4	The LFR to increase Suppression staffing from four to ten per platoon over the next 5 – 7 years. This would bring recommendations regarding the staffing of fire apparatus as identified in the NIST study and NFPA 1710 and will enhance operational capabilities of the LFR.	Short Term (1-3 years)	Determined by Collective Agreement salary grid
37	5.5	It is recommended that LFR work in conjunction with the medical oversight to review the appropriate license level that LFR firefighters should obtain and maintain. Consideration should be given to implementing EMR as a standard within the LFR.	Mid Term (4-6 years)	Staff Time
38	5.5	It is recommended that LFR remain engaged with the efforts being undertaken by BC Emergency Health Services (BCEHS) to review and refine the role of fire services in delivery of pre-hospital care.	Short Term (1-3 years)	Staff Time
39	5.5.1	LFR personnel to record times associated with patient contact being made by responding BCAS personnel at medical incidents.	Short Term (1-3 years)	Staff Time
40	5.6	LFR should assess feasibility of aligning stipend firefighters with a designated shift/platoon.	Short Term (1-3 years)	Cost analysis to be conducted

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
41	5.6	LFR should review and implement a stipend (pay per shift/hour) that is in line with other neighbouring fire departments.	Short Term (1-3 years)	To be determined
42	5.6.2	LFR should assess response protocols related to callouts and align notification of off-duty career personnel with that of LVFFA members to occur simultaneously.	Short Term (1-3 years)	Cost analysis to be conducted
43	5.6.3	LFR should review historical turnover of LVFFA members and assess approaches to recruitment & outreach to encourage a robust pool of applicants into the future.	Short Term (1-3 years)	Staff Time
44	5.6.4	LFR should review rates of retention within LFR. This assessment should assess all factors and can support the LFR in putting in-place strategies to retain LVFFA members for longer periods.	Short Term (1-3 years)	Staff Time
45	5.7	LFR should identify performance and dispatching expectations and needs that meet the fire departments requirements to be incorporated into the dispatching agreement with Surrey Fire Dispatch.	Short Term (1-3 years)	Staff Time
46	5.8	LFR would be well served to seek opportunities to actively engage in user groups for both CREST and E-COMM.	Short Term (1-3 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
SECTION 6 - FACILITIES				
47	6.1.2	LFR to begin the process of securing funding with City approval to then enter the design phase for a new Fire Station #1 to consolidate resources from Fire Station #1 and Fire Station #3.	Short Term (1-3 years)	To be determined
48	6.1.6	LFR look to discontinue storage of the structural turnout gear (PPE) on the apparatus floor, at all Fire Stations and instead, in a negative pressure storage room specifically for PPE that is exposed to products of combustion.	Mid Term (4-6 years)	To be determined
49	6.1.6	LFR should install bio-hazard waste containers at each Fire Station and contract with a service provider to dispose of these by-products of medical incidents.	Short Term (1-3 years)	Minimal cost
50	6.2.2	LFR should assess feasibility of replacing the current Ladder-1 with a used aerial device that has ten years or less of service time.	Short Term (1-3 years)	\$500,000 - \$1 Million
51	6.2.2	LFR should work collaboratively with partner agencies of Colwood and View Royal to align apparatus replacement and acquisition approaches.	Mid Term (4-6 years)	Staff Time
52	6.2.2	LFR look to begin assessing and applying an annual Condition Rating to all apparatus as a means of ongoing monitoring.	Mid Term (4-6 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
53	6.4	LFR to assess opportunities to upgrade technology in all front-line apparatus including Chief and Fire Prevention vehicles, with enhanced GPS and communications functionality.	Mid Term (4-6 years)	Dependent upon IT equipment needs
54	6.5	LFR to develop and implement an Operational Guideline outlining the expectations regarding decontamination and cleaning of structural PPE contaminated with by-products of combustion post-fire.	Short Term (1-3 years)	Staff Time
55	6.5	LFR to acquire a commercial grade washing machine to clean structural PPE and install at Fire Station #2.	Short Term (1-3 years)	\$15,000
56	6.5	The LFR consider aligning procurement of new SCBA with fire service partners in View Royal and Colwood for enhanced interoperability and firefighter safety. Adherence to the most recent NFPA Standard should be a foundation of this approach.	Mid Term (4-6 years)	Staff Time
57	6.5	The LFR revisit the Drone Program and look at implementing again in the long-term.	Long Term (7-10 years)	Dependent upon Drone cost
58	6.6	The City of Langford ensure water providers, be they CRD, SSL, or others adopt the NFPA 291 colour code for identifying fire flow capacity of fire hydrants with the consultation and support of the fire department.	Short Term (1-3 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
59	6.6	The City of Langford ensure all new developments meet or exceed the firefighting water supply requirements as per NFPA and the BC Fire Code, and in alignment with the Fire Underwriters Survey (FUS) expectations.	Short Term (1-3 years)	Staff Time
SECTION 7 – HEALTH & WELLNESS				
60	7.1	A fitness room with physical separation from operational areas of the fire station be incorporated into any new fire stations.	Long Term (7-10 years)	Design feature
61	7.1	LFR to review the physical expectations of a firefighter for use in developing training programs and for use in recruiting as part of a larger commitment to firefighter health and wellness.	Mid Term (4-6 years)	Staff Time
62	7.2	LFR to continue the investment in decontamination equipment and develop the appropriate policies and SOGs in performing decontamination of firefighters at the scene of a fire.	Short Term (1-3 years)	Staff Time
63	7.3	LFR formalize and consolidate organizational support for physical and mental wellness through a documented multi-year Health & Wellness Plan.	Short Term (1-3 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
SECTION 8 – EMERGENCY MANAGEMENT				
64	8.1	It is recommended that the emergency plan for the City of Langford be updated in the short term.	Immediate (Within 1 year)	Staff Time
65	8.4	It is recommended that individuals that are expected to fill a role in the EOC have a minimum of ICS 300, with an alternate having ICS 200. Elected officials should be provided an introduction to the EOC operations to fully understand the necessity of a sound emergency plan and efficient EOC.	Short Term (1-3 years)	Course costs to be determined
66	8.4	It is recommended that only one secondary location for the EOC be established and that the City of Langford ensures that the primary and secondary EOC locations have backup power, amenities, and the proper IT equipment to run a fully operational EOC.	Short Term (1-3 years)	Staff Time and IT equipment as needed.
67	8.5	It is recommended that a formal EM training plan be incorporated into the LFR training schedule and budget process	Short Term (1-3 years)	Course costs to be determined
68	8.6	The Community Wildfire Protection Plan, Emergency Evacuation Plan and Tsunami Notification & Response Plan should be reviewed annually with key stakeholders to discuss public awareness and education strategies.	Short Term (1-3 years)	Staff Time

Rec #	Section	Recommendation	Suggested Timeline	Estimated Cost
SECTION 9 – FIRE SERVICE AGREEMENTS				
69	9.1	The LFR, View Royal and Colwood fire departments should formalize an automatic aid agreement for structure fires, high rise incidents and mass casualty incidents.	Short Term (1-3 years)	Staff Time
SECTION 10 – FINANCE, BUDGETING, FEES & COST RECOVERY MECHANISMS				
71	10.1	As the LFR moves toward career members filling the role as an Acting Shift Officer, a new line item should be created for this acting pay.	Short Term (1-3 years)	As per Collective Agreement
72	10.2	A needs assessment should be completed to addresses a future capital budget items and a report provided to City Council for the 2023 budget year.	Immediate (Within 1 year)	Staff Time



Appendices

Appendix 'A' – FUS Suggested Inspection Frequency
Appendix 'B' – Five-Step Staffing Process

Appendix 'A'

FUS Suggested Inspection Frequency



APPENDIX A: FUS SUGGESTED INSPECTION FREQUENCY

Fire Underwriters Survey Suggested Frequency Chart

Occupancy	FUS Benchmark
Assembly (A)	3 to 6 months
Institutional (B)	12 months
Single Family Dwellings (C)	12 months
Multi-Family Dwellings (C)	6 months
Hotel/Motel (C)	6 months
Mobile Homes & Trailers (C)	6 months
Seasonal/Rec. Dwellings (C)	6 months
Commercial (F)	12 months
Industrial (F)	3 to 6 months

Appendix 'B'

Five-Step Staffing Solution



APPENDIX B: FIVE-STEP STAFFING PROCESS

Step 1: Scope of Service, Duties, and Desired Outputs

Identify the services and duties that are performed within the scope of the organization. Outputs should be specific, measurable, reproducible, and time limited. Among the elements can be the following:

- Administration
- Data collection, analysis
- Delivery
- Authority/responsibility
- Roles and responsibilities
- Local variables
- Budgetary considerations
- Impact of risk assessment

Step 2: Time Demand

Using the worksheets in Table C.2.2(a)-(d), quantify the time necessary to develop, deliver, and evaluate the various services and duties identified in Step 1, taking into account the following:

- Local nuances
- Resources that affect personnel needs

Plan Review - Refer to Plan Review Services Table A.7.9.2 of the standard to determine Time Demand.

Step 3: Required Personnel Hours

Based on Step 2 and historical performance data, convert the demand for services to annual personnel hours required for each program [see Table C.2.3(a) through Table C.2.3(e)]. Add any necessary and identifiable time not already included in the total performance data, including the following:

- Development/preparation
- Service
- Evaluation
- Commute
- Prioritization

Step 4: Personnel Availability and Adjustment Factor

Average personnel availability should be calculated, considering the following:

- Holiday
- Jury duty
- Military leave
- Annual leave/vacation
- Training
- Sick leave
- Fatigue/delays/other

Example: Average personnel availability is calculated for holiday, annual, and sick leave per personnel member (see Table C.2.4).

Step 5: Calculate Total Personnel Required

Branch of the unassigned personnel hours by the adjustment factor will determine the amount of personnel (persons/year) required. Any fractional values can be rounded up or down to the next integer value. Rounding up provides potential reserve capacity; rounding down means potential overtime or assignment of additional services conducted by personnel. (Personnel can include personnel from other agencies within the entity, community, private companies, or volunteer organizations).

Correct calculations based on the following:

- Budgetary validation
- Rounding up/down
- Determining reserve capacity
- Impact of non-personnel resources (materials, equipment, vehicles) on personnel

More information on this staffing equation can be found within the National Fire Protection Association 1730 standard. The Fire Prevention should assess the previous five steps and evaluate their present level of activity and the future goals of the Branches.



Staff Report to Committee of the Whole

DATE: Monday, February 27, 2023

DEPARTMENT: Administration

SUBJECT: RCMP Facility

BACKGROUND:

Jointly owned by the Cities of Langford, Colwood and the Town of View Royal ("the Communities"), the West Shore RCMP Detachment is located at 698 Atkins Avenue in Langford. The existing detachment is approximately 37,000 ft², comprised of two largely separate but connected facilities: one built in the 1960s (approx. 10,600 ft²), and a newer structure built in 1999 (approx. 26,400 ft²).

Investments have been made in the current detachment, but the facility is nearing capacity. Projections by the RCMP show the need for increased space in the next one to four years. As the Communities continue to grow, so too does the need for specialized and diversified policing services, increased use of technology, modern facilities, and a larger staff contingent to maintain the current policing level of service in the region.

The Chief Administrative Officers of the Communities have worked together to advance this file and draft this report. Therefore, it is important to note that this report, as written, has already been brought forward in Colwood and View Royal, and has subsequently received support from their respective Council's.

COMMENTARY:

Defining Project Requirements

An options analysis completed in March of 2022 (**attached as Appendix 1**) explored the need for an expanded RCMP facility together with a review of redevelopment of the existing site versus options to relocate elsewhere within the Communities.

A twenty-year planning horizon was used:

- to align with the minimum debt financing that will likely accompany this project
- to mirror the estimated capacity needs with the financing horizon
- assuming a 2023/2024 construction start, occupancy would be 2025/2026
- near-term "excess space" could be leased to other agencies

- construction cost escalation supports building now vs later (hopefully this upward pressure on pricing will finish in 2023)

Population projections were needed to help determine future space requirements and are as follows in Table 1.

Table 1

	2021 Population	2045 Population Estimate	Annual Growth Assumption
View Royal	11,575	16,692	1.86%
Colwood	18,961	34,295	2.50%
Langford	45,584	103,133	6% (2022-2025) 4% (2026-2030) 3% (2031-2035) 2.5% (2036-2045)
Metchosin	5,067	7,034	1.53%
Highlands, Songhees Nation, Esquimalt Nation	4,645	6,147	2.31% Highlands 0.00% for Songhees and Esquimalt
Total	85,832	167,301	

Police to population ratios were also forecasted to help determine future space requirements. The ratios assumed in Table 2 are estimates. Each community will need to determine their police/population ratios annually as part of their service planning processes.

Table 2

	2045 Population Estimate	Police/ Population Estimate	Corresponding Headcount	Current
View Royal	16,692	1:875	19	
Colwood	34,295	1:875	39	
Langford	103,133	1:750	138	
Metchosin	7,034	1:875	8	
Highlands, Songhees Nation, Esquimalt Nation	6,147	1:930	6	
		RCMP FTE total	210	96
		Administrative	70	51
		Total FTE	281	147

The RCMP provided space requirement estimates based on future RCMP FTE counts.

Table 3

		Square feet
General Units		39,042
Common Units-Major Crimes/Serious Crime		13,719
Special Units/Large Detachment		7,250
	Sub Total	60,011
	Gross Up	32,406
	Total Required	92,417

We benchmarked future space requirements against a comparable (Kelowna) and current West Shore facilities on a per capita and per FTE basis.

	West Shore Current	West Shore 2045	Kelowna
Population served	85,832	167,301	142,000
RCMP FTE	96	210	214
Total FTE	147	281	314
Policing Ratio	1:885	1:795	1:664
Square Footage	37,067	92,417	106,000
Sq.ft./capita	0.44	.55	.75
Sq.ft./Total FTE	252	329	338

The feasibility study ultimately recommended a building size of 92,417 ft² together with 2.5 acres of parking to support our policing functions 20 years hence. In the near term, portions of an expanded facility would be leased to other agencies (likely policing related) until such time that occupancy is needed for Communities policing purposes.

A further recommendation was returned to remain at and redevelop the existing location on Atkins Avenue as it was deemed to be more economical than relocating and building new. Additionally, it was noted to be the preferred site over alternative options due to its central location (both now and in the future) and ease of access to major transportation routes.

Estimated Capital Costs

Demolition	\$633,346
Site Servicing	\$647,080
Surface Parking	\$1,767,131
Building Construction	\$44,443,329*
Sub Total	\$47,490,886
Net Zero Standard (5%)	\$1,939,573
Post Disaster Standard (10%)	\$3,702,433

Furniture, Fixtures, & Equipment (2.5%)	\$1,187,272
Land Acquisition (6 properties)	\$5,400,000
Price Escalation to 2024 (3.5% per year)	\$4,253,569
Project Delivery Services (12%)	\$7,676,848
Contingency (15%)	\$10,747,587
Estimated capital cost (+/- 25%)	\$82.4M
	*Includes \$6m in seismic upgrades for the 1999 facility (approximately 26,000 ft2) together with approximately 66,000 ft2 in new construction.

Estimated Municipal Contributions

	50% Population (2021) 50% Assessment (2021)	Capital Cost Contributions
Langford	60.13%	\$49.6M
View Royal	15.56%	\$12.8M
Colwood	24.31%	\$20.1M

Next Steps

The Joint Police Services Facilities Steering Committee (3 CAOs) has recommended to pursue an Integrated Project Delivery (IPD) procurement approach (**Preliminary Project Plan attached as Appendix 2**), which will enable the Communities to come to a proposed budget while meeting project requirements in the most efficient manner.

With approval of the recommended budget of \$1,200,000, the Communities will proceed with procuring an IPD Advisor and IPD team to develop a Validation Report in mid-2023. A Validation Report reflects the IPD Team's commitment to achieve the target cost, budget, appropriate level of design, contingency, risk, schedule and other details to ensure owner requirements will be met. One community (likely Langford) will act as fiscal agent for the Communities through this process.

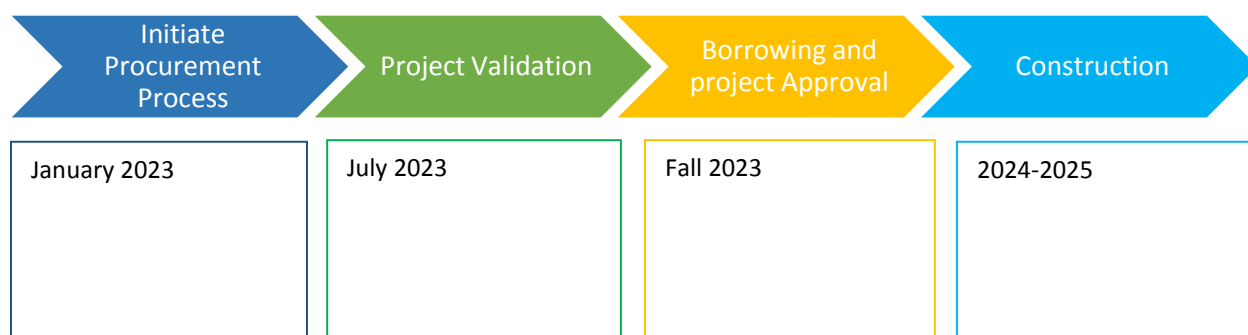
This work will enable the Communities to make a decision on whether to proceed with the proposed project.

COMMUNICATIONS

Early and ongoing public consultation will be an important part of this process. As assent of the electors will be needed to support the borrowing involved, a Communications team will be engaged whom have both municipal, and IPD procurement experience. Communications in this process will seek to increase public trust in decision makers and create an environment of no surprises. We will seek to:

- clearly define the decision makers

- involve the right stakeholders at the right time
- provide opportunities to be informed
- be clear about how decisions will be made
- be clear about how input will be used



FINANCIAL IMPLICATIONS:

Project Financing

Long-term borrowing will likely be required for the City of Langford's contribution to this project, and we may determine to begin the borrowing approval process parallel with the Validation stage of procurement. Long-term borrowing is secured through a loan authorization bylaw, which requires approval of the electors, and the Inspector of Municipalities. Steps in the borrowing process are as follows:

1. Loan authorization bylaw drafted, and the council gives it three readings
2. Provincial review and statutory approval by the Inspector of Municipalities (6-8 weeks)
3. Approval of the electors (8-11 weeks)
4. Adoption of the bylaw by the council
5. Challenge period (1 month)
6. Provincial review and certificate of approval by the Inspector of Municipalities (2-4 weeks)
7. Municipal council passes security issuing resolution and agreement
8. Regional district drafts security issuing bylaw and board gives it three readings and adoption
9. Challenge period for security issuing bylaw (10 days)
10. Provincial review of the security issuing bylaw and certificate of approval by the Inspector of Municipalities (2-4 weeks)
11. Security issuing by the Municipal Finance Authority

There is also an option to create a Capital Regional District sub-regional service for the purpose of financing the construction of the new building with Langford, View Royal and Colwood as sole participants. This sub-regional service approach has a similar approval process as described above.

Debt Servicing

Should the project proceed as currently envisioned, the City of Langford will need to build into our annual budgets the costs of principal and interest repayment over time and determine a borrowing period for the loan. The capacity of the building is being scaled for the 20-year horizon, however the building itself will provide useful life over a 50-year time scale.

	20-Year	30-Year
Amount to borrow	\$49,600,000	\$49,600,000
Indicative interest rate	4.67	4.67
Annual Payment	~\$3,869,422	~\$3,106,204

As part of the planning process the partners and individual municipalities will need to consider the optimal strategy to prepare our communities for the burden represented by annual debt payment requirements either individually or as sub-regional partners.

OPTIONS:

Option 1

THAT Committee of the Whole recommend to Council on March 6th OR through the budget process on March 27th, that the City:

approve a budget of \$721,560, which represents the City of Langford's (60.13%) of the total budget of \$1,200,000 required to further define the project requirements and goals, to arrive at a point where a decision on whether the project should proceed can be made, And that Mayor Goodman and CAO Darren Kiedyk be appointed to a Joint Police Facilities Steering Committee to be made up of the Mayors and CAO's of the Town of View Royal, and the Cities of Langford and Colwood to oversee the process of advancement of further project definition, or

OR Option 2

THAT Committee of the Whole recommend to Council on March 6th, that Council:

authorize Mayor Goodman and CAO Darren Kiedyk to work with the Joint Steering Committee to:

- a. Return with an alternative scope of project
 - i. Different time scale (shorter or longer than 20 years)
 - ii. Different population estimates
 - iii. Different police: population ratio estimates
 - iv. Different ft2/FTE, or

OR Option 3

THAT Committee of the Whole:

direct staff to return with additional information

SUBMITTED BY: Darren Kiedyk, Chief Administrative Officer

Concurrence: Donna Petrie, Senior Manager of Business Development and Events

Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities

Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision

Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works

Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance

Concurrence: Marie Watmough, Deputy Director of Corporate Services

Concurrence: Braden Hutchins, Director of Corporate Services



Project
Leaders

West Shore Detachment

Options Analysis

March 14, 2022

Document # P0902-921131222-59



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01 Background, Purpose

02 Current State

03 Future Requirements

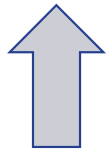
04 Site Options

05 Options Evaluation

06 Building to 2040/45/50

07 Recommendations

Background



Increase in community growth leading to...

Increase in RCMP staff contingent required to maintain current service, specialized police services, use of technology, need for modern facilities

West Shore detachment is nearing capacity; projections show the **need for more space in the next two to four years.**

Work to date:

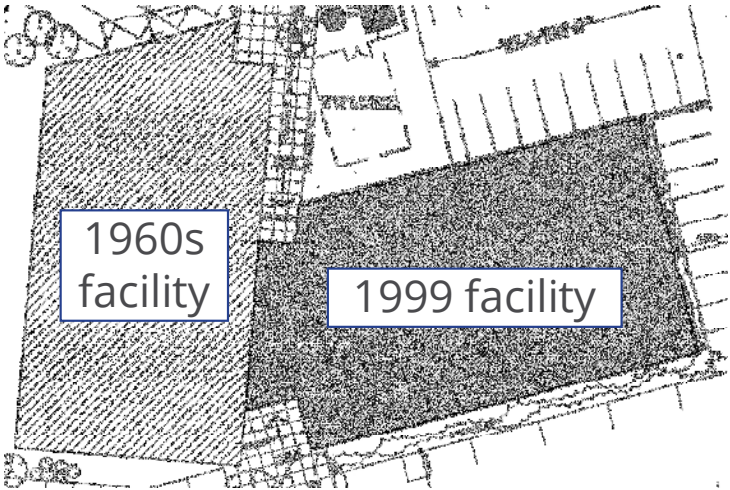


Purpose of Briefing

1. Present feasibility study findings
2. Outline key scope and cost factors
3. Provide recommended solution for West Shore RCMP detachment

Current State

Current Site: 698 Atkins Ave



Building size	37,067 ft ² (approx.) (26,400 ft ² 1999 building + 10,667 ft ² 1960s building)
Building footprint	16,800 ft ² (approx.) 0.4 acres
Parking	133 stalls
	0.9 acres
Estimated Total	1.35 acres



Facility Ownership & Occupancy

Jointly owned by City of Colwood, City of Langford and Town of View Royal

Occupied by RCMP members, plus **three tenancies**:

- **Capital Region Emergency Services Telecom-** approx. 1,100 ft²; excluded- pursuing own space
- **Canadian Firearms Safety Program-** approx. 288 ft²
- **Provincially funded RCMP** servicing Metchosin, Highlands, Songhees Nation, Esquimalt Nation.
 - 2021 Metchosin population was >5,000, now responsible for own accommodation costs



Ownership Cost Sharing

COST SHARING FORMULA FOR THE YEAR ENDED DECEMBER 1997

Municipality	50% Population 50% Assessment	Share of Purchase Price \$1,916,250
District of Langford	46.38	\$888,757
Town of View Royal	18.4	\$352,590
City of Colwood	35.22	\$674,903

2021 Proposed Ownership Cost Sharing

	2021 Hospital Assessment	Ownership Percentage	Difference from 1997
Langford	\$11,871,422,812	60%	+13%
View Royal	\$3,193,922,057	16%	-4%
Colwood	\$4,768,669,615	24%	-10%

	2021 Census Population	Ownership Percentage	Difference from 1997
Langford	46,584	60.4%	+14%
View Royal	11,575	15%	-2%
Colwood	18,961	24.6%	-12%

	50% Population 50% Assessment	Difference from 1997
Langford	60.13%	+13.75%
View Royal	15.56%	-2.84%
Colwood	24.31%	-10.91%

Future Requirements

How much space do we need?

1. How far into the future are we planning for?
Assuming occupancy 2025:
2040 (15 years)
2045 (20 years)
2050 (25 years)
2. What are the population projections for preferred planning horizon?
3. How many RCMP members + support do we need to serve this future population?
4. How much space (building & parking) do we need to accommodate this headcount?

How far do we plan for?

15-20-25 year population estimates

	2021 Census	2040 (15 year)	2045 (20 year)	2050 (25 year)	Annual growth assumptions
View Royal	11,575	15,641	16,692	17,700	"Forecast" figures (1.86%/year decreasing to 1.2%)
Colwood	18,961	30,312	34,295	38,802	2.5% growth per CAO
Langford	46,584	91,155	103,133	116,686	5-year average 6.36% (2016-2021) 6% (2022-2025) 4% (2025-2030) 3% (2030-2035) 2.5% (2035-2050)
Metchosin	5,067	6,535	7,034	7,570	1.53% average (2016-2021)
Highlands, Songhees Nation, Esquimalt Nation	4,645	5,734	6,147	6,607	2.31% average (2016-2021) for Highlands 0% for Songhees, Esquimalt

How many RCMP to serve 2045 population?

2021 Population served 86,832 or average ratio of 1:827

Municipally funded populations

<35,000 staffing RCMP at ratio of 1:900

>35,000 staffing RCMP at ratio of 1:750

Provincially funded populations

<5,000 staffing RCMP at ratio of 1:1100
(Current ratio)

Administrative support

3 RCMP : 1 Admin

RCMP headcount for 20-year (2045) population

Community	2045 Projected Population	Ratio	Corresponding RCMP headcount	(pre-Census)
View Royal	16,692	1:900	19	19
Colwood	34,295	1:900	38	39
Langford	103,133	1:750	138	106
Metchosin	7,034	1:900	8	7
Highlands, Songhees Nation, Esquimalt Nation	6,147	1:1100	6	9
RCMP FTE Total			209	180
Administrative support (3:1)			70	60
Total FTE			278 (+39)	239

How much space do we need to accommodate this headcount? (20-year population to 2045)

Space Category		Square Feet
1	GENERAL UNITS	38,740
2	COMMON UNITS- Major Crimes/Serious Crime	13,612
3	SPECIAL UNITS/LARGE DETACHMENT	7,194
4	General + Common + Special (net)	59,546
5	Gross Up	32,155
10	TOTAL GROSS SPACE REQUIRED (293 FTE)	91,701 ft²

Parking Requirements	
390 stalls	Maximum anticipated demand
292 stalls	At 75% occupancy
294 stalls	Total stalls, plus two ERT vehicles (larger)
1 stall : 1 FTE	(same as current)
2.5 acres (at 370 ft ² per stall) for parking	

Benchmarking future space requirements

	West Shore Current	Projected 2045	Kelowna (2021)
Population served	85,000	167,301	142,000
RCMP FTE	96	209	214
Total FTE	147	278	314
Policing ratio (avg)	1 to 885	1 to 801	1 to 664
Square footage	37,067	91,701	106,000
Sq.ft. Per capita	0.44	0.55	0.75
Sq.ft. Per Total FTE	252	329	338

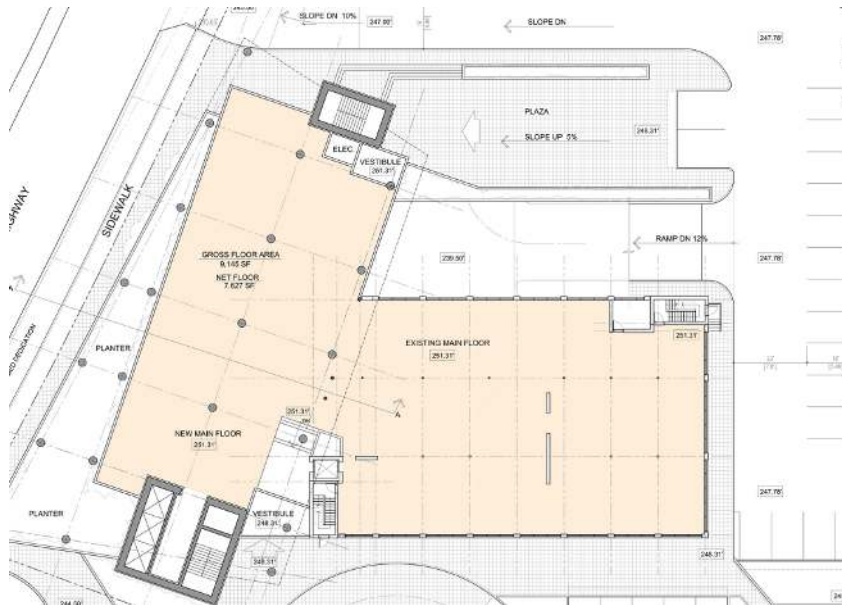
Summary Future Requirements to 2045

Gross building size	91,701 ft ²
Building footprint <i>(Assumes a minimum building footprint in line with preliminary plans by WA Architects)</i>	17,945 ft ² 0.4 acres
Parking footprint	2.5 acres
Total	2.9 acres

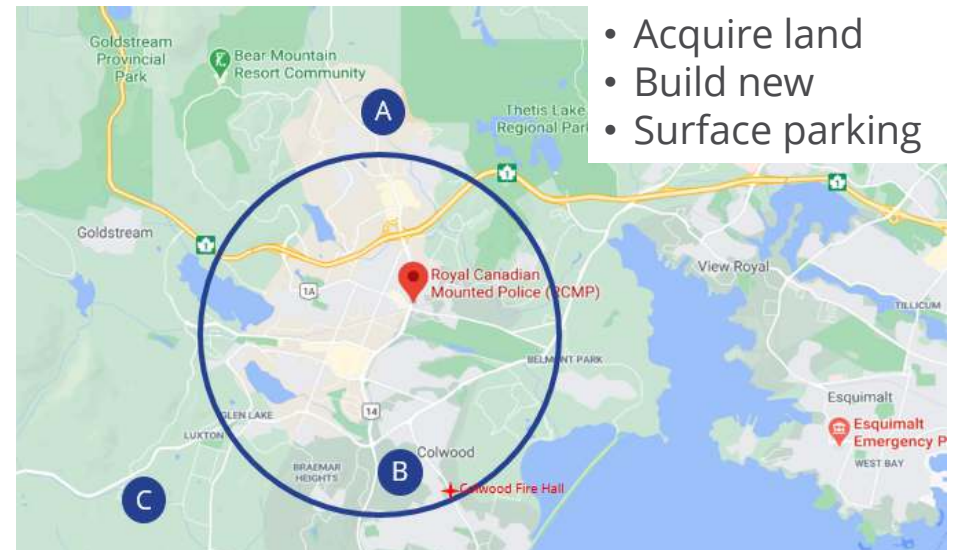
Site Options

Options to meet future requirements

Scenario 1 Redevelop existing + leased stalls

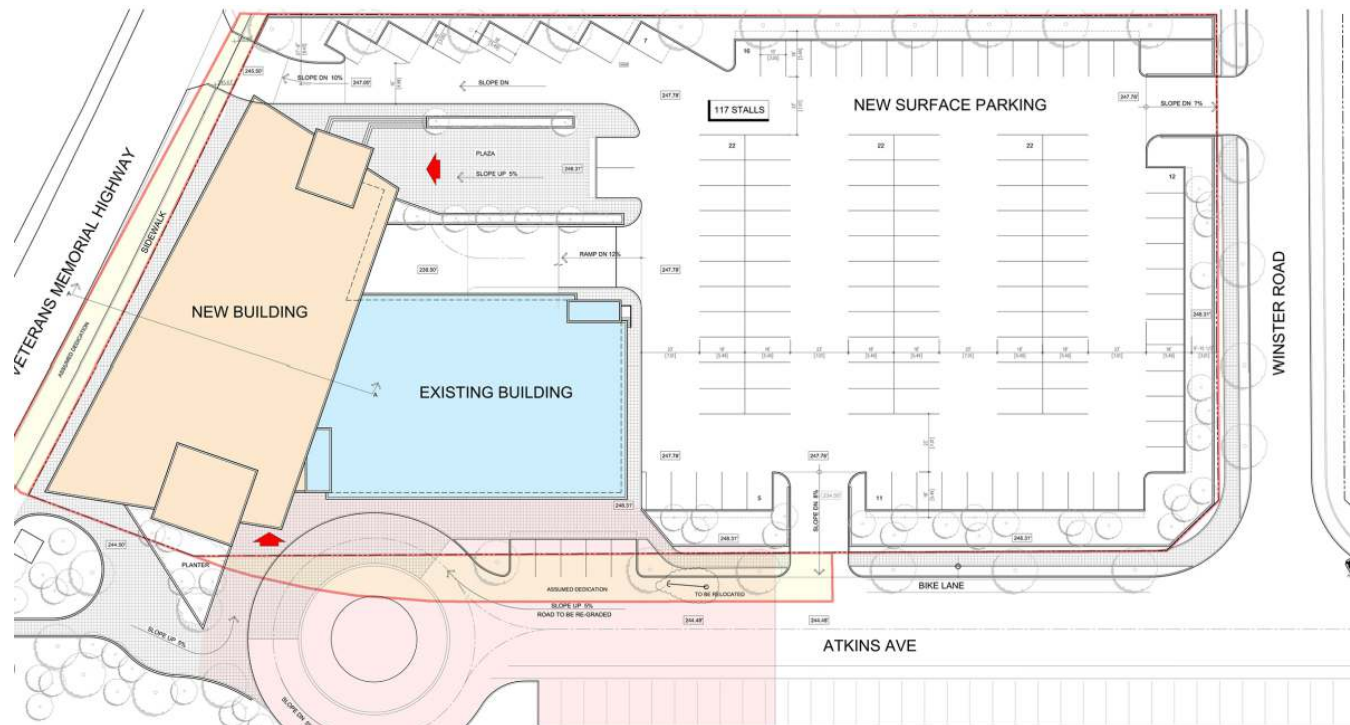


Scenario 2: Build new with all surface parking

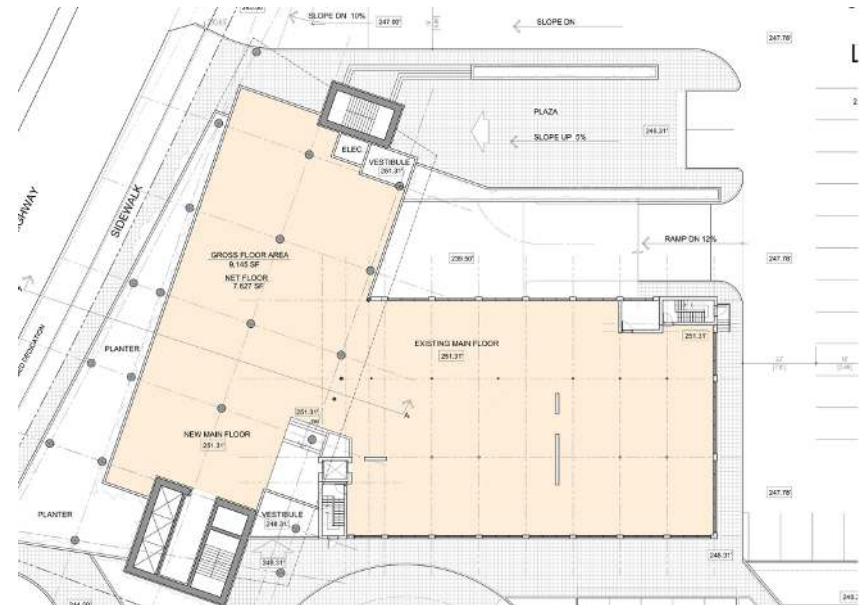
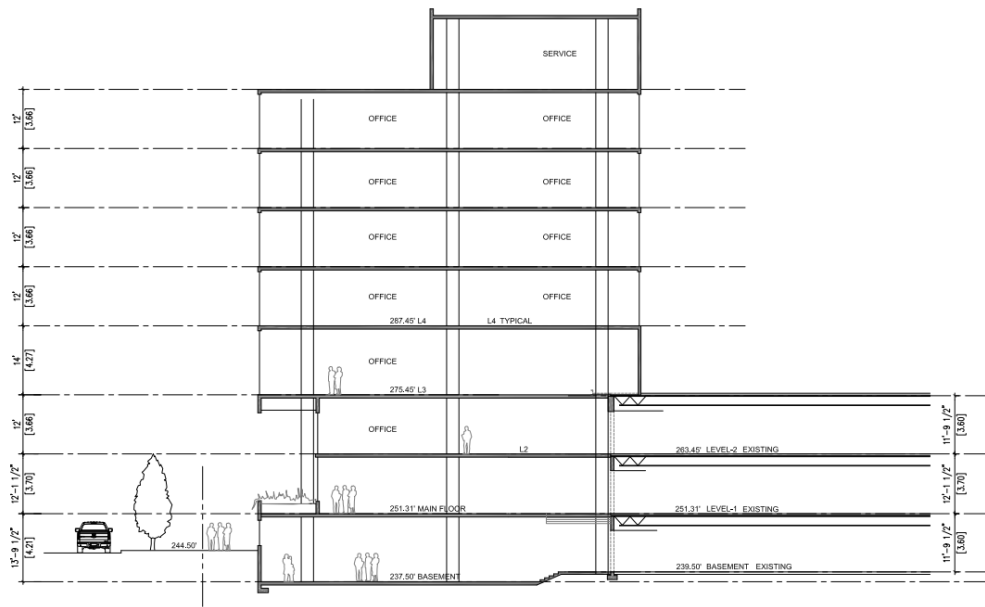


Scenario 1: Redevelop existing

- Demolish 1960s
- Build new on 1960s footprint
- Retain existing 1999 facility, 25% redevelopment to meet program needs
- Incorporates 0.7 acres of adjacent, Langford-owned residential properties to increase parking capacity



Scenario 1

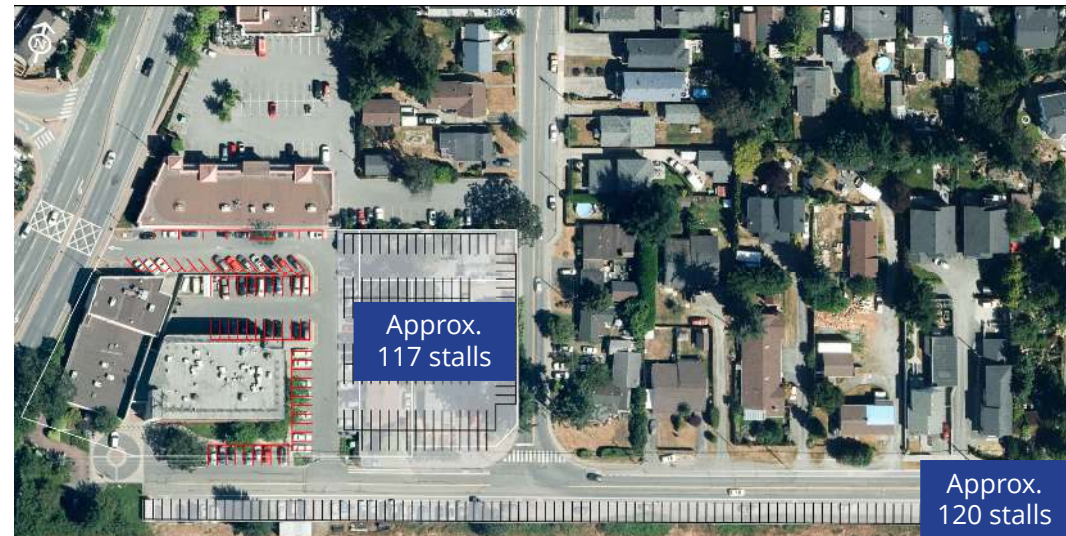


Scenario 1: Future parking requirements

- **294 stalls required** at 370 ft² per stall
- **237 stalls identified**
- **An additional 57 stalls still required**

Likely addressable with one or all of:

- revised site plans,
- further leased land extension,
- additional land acquisition on East side of Winster Rd,
- or future transport modal shifts reducing requirements



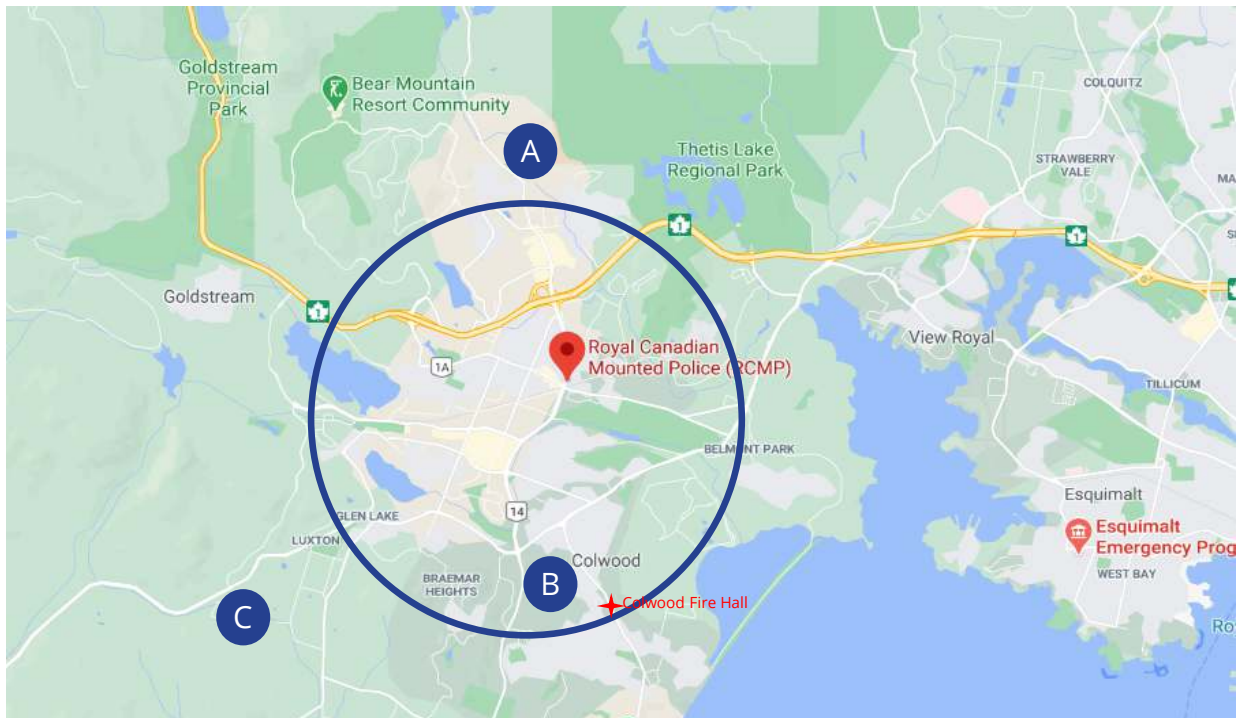
Current site has 133 stalls (including leased land and overflow).

Scenario 2: Alternative Site Options

Three alternative sites of sufficient size and close to 3km of desired radius:

- A- Western Speedway
- B- Ridley Family land (Allandale Rd)
- C- Woodsmere Holdings

RCMP described a strong preference for the current, central location with easy access to highway 1.



Options Evaluation

Capital Costs

Estimated capital costs: building to 2045

	Scenario 1: Redevelop existing	Scenario 2: Build new
Demolition	\$ 633,346	\$ -
Site Servicing	\$ 647,080	\$ 823,292
Surface parking	\$ 1,744,321	\$ 3,096,900
Building Construction	\$44,063,801*	\$50,069,003
Subtotal	\$47,088,548	\$53,989,195
Net Zero (5%)	\$ 1,919,456	\$ 2,699,460
Post-Disaster Standard (10%)	\$ 3,664,480	\$ 5,668,865
Furniture, Fixtures & Equipment (2.5%)	\$ 1,177,214	\$ 1,349,730
Land acquisition (6 properties)	\$ 5,400,000	\$ 9,000,000
Escalation to 2024 (3.5% per year)	\$ 4,220,060	\$ 5,178,574
Project Delivery services (12%)	\$ 7,616,371	\$ 9,346,299
Contingency (15%)	\$10,662,919	\$13,084,818
Proceeds of sales	\$ -	\$ (2,700,000)
Estimated capital cost (+/- 25%)	\$81.8M	\$97.6M

*Includes \$6M in seismic upgrading costs added to the 1999 facility in Scenario 1 to enable useful life beyond 2045

Options Evaluation

Whole Life Costs

Whole Life Cost Summary

	Scenario 1- Redevelop	Scenario 2- Build New	Variance
2026 Operating Cost			
Operating Expense	(\$1,182,850)	(\$1,134,260)	\$48,590
Capex Maintenance	(\$265,952)	(\$162,262)	\$103,690
2026 Operating Cash Flow	(\$1,448,801)	(\$1,296,522)	\$152,280
NPV - Operating Cost (inc. 1999 life extension)	(\$30,475,831)	(\$18,436,790)	\$12,039,041
Capital Cost	\$ (81,749,831)	\$ (97,616,942)	\$ (15,867,895)
Whole-life Cost	\$ (112,224,878)	\$ (116,053,732)	\$ (3,828,854)

The Steering Committee recommends Scenario 1, redevelopment of the existing site, given its lower capital cost and whole life costs, and given its preferred, central location.

Options Evaluation

Do we build 15, 20, or 25 year requirements?

15-20-25 year population estimates

	2021 Census	2040 (15 year)	2045 (20 year)	2050 (25 year)
View Royal	11,575	15,641	16,692	17,700
Colwood	18,961	30,312	34,295	38,802
Langford	46,584	91,155	103,133	116,686
Metchosin	5,067	6,535	7,034	7,570
Highlands, Songhees Nation, Esquimalt Nation	4,645	5,734	6,147	6,607
Total population		149,377	167,301	187,365

15-20-25 year facility sizes and costs

	2040 (15 year)	2045 (20 year)	2050 (25 year)
Total population	149,377	167,301	187,365
Total FTE (RCMP Members + support)	248	278	324
Facility Size	81,786 ft ²	91,701 ft ²	106,601 ft ²
Capital Cost to Redevelop Existing Site	\$74.8M	\$81.8M	\$94.4M

Why build to 2045?

- Minimum financing term likely 20 years
- Capacity of the building would ideally meet community requirements to mirror the financing term
- Construction begins earliest 2023/4 with earliest completion in 2025/6; building to 2045 coincides with 20-year term
- 15-20% of the space could be leased on 10 to 15-year terms until required by RCMP
- Construction costs are only increasing; since June 2021, Class D estimate has **increased approximately 2.7% (\$1.65M for 2045 build)**

Recommendations

Recommendations: planning the future West Shore detachment

- Redevelop existing site
- Build to 2045 requirements (20 years)
- Total gross space required is approximately 91, 701 ft²
- **Capital cost to redevelop current site is approximately \$81.8M (+/- 25%)**

	50% Population (2021) 50% Assessment (2021)	Difference from 1997	Capital cost contributions
Langford	60.13%	+13.75%	\$49.2M
View Royal	15.56%	-2.84%	\$12.7M
Colwood	24.31%	-10.91%	\$19.9M



Staff Report to Committee of the Whole

DATE: Monday, February 27, 2023

DEPARTMENT: Finance

SUBJECT: City of Langford RCMP Member Staffing

BACKGROUND:

Under the *BC Police Act*, a municipality is responsible for the costs of providing its police services when its population exceeds 5,000 persons. These municipalities may choose to form their own municipal police department, contract with a municipal government for services from an existing municipal police department, or contract with the provincial government for RCMP municipal police services.

As Council is aware, the police service for the City of Langford is the RCMP as contracted with the Provincial Government.

COMMENTARY:

As mentioned above, the cost associated with providing police services for the City is the responsibility of the municipality. Under the contract for services between the RCMP and the Provincial Government, the City, having a population of over 15,000, is responsible for paying 90% of the cost of the service. In 2022, the cost per officer for the RCMP was \$213,988. This cost per officer is inclusive of wages, benefits, vehicles, equipment and uniforms.

As public safety has always been a priority of the City, in 2017, Council began a conscious effort to increase the number of officers serving the community on a per capita basis. In 2017 the ratio of police officers to residents (the "Cop to Pop ratio") for the City of Langford was approximately 1:1000, meaning there was one (1) RCMP officer to every 1000 Langford citizens. Believing that the ratio was too high, Council made the decision to begin working towards a Cop to Pop ratio of 1:850. In approximately 2021, Council discussed working towards a Cop to Pop ratio of 1:750. Due to the increase in population and Council's direction to lower the ratio, the City has gone from an "authorized strength" (number of officers authorized to police for the City) of 38 in 2017 to an authorized strength of 61 in 2022.

As of the date of the 2021 census, Langford's population was 47,286. Applying a 5% growth rate to the 2021 population, 2022 approximate population is 49,650, making our current Cop to Pop ratio 1:813. In order to maintain approximately the same ratio for 2023, the addition of two officers would be needed. The 2022-2026 Five Year Financial Plan includes the addition of two officers in 2023. At this time, the

RCMP is requesting the addition of five officers in 2023 in an effort to move the City closer to a Pop to Cop ratio of 1:750.

Staff have attached the *Police Resources in British Columbia, 2021* report for information. Among other things, this report provides a third-party evaluation and comparison of the policing jurisdictions in the Province. It is worth noting that in this report, prepared in December 2022, the City of Langford had an established strength of 58 officers for a population of 47,286, with a Cop to Pop ratio of 1:815. The average across the province for all RCMP detachments serving communities above 15,000 in population was 1:806. It is also worth noting both the Crime Rate and Case Load statistics; for comparison, in 2021 the City of Langford had a crime rate of 48 compared to the provincial average of 97 and a case load of 39 compared to the average of 74. Note that in the attached report, the “total” column on Page 9 is not the average; therefore, the average as calculated does not agree to the “total” column in the attached report.

FINANCIAL IMPLICATIONS:

The City of Langford’s 2022-2026 Five Year Financial Plan includes provisions for the addition of seven new RCMP officers every three years. This was intended to be comprised of three officers in the first year (2022), two in 2023, two in 2024, three in 2025 and two in 2026. These projections were based on continuing to maintain the current ratio of 1:815 with the intention of gradually getting to the 1:750 ratio as directed by the previous Council.

The Table below provides an approximate cost of adding RCMP officers according to the current Financial Plan and corresponding approximate ratio; and the number of officers required and coinciding cost of obtaining a “Cop to Pop” ratio of 1:750

Current Ratio					1:750	
Year	Estimated Population	# of RCMP Officers	Approximate Cost	Approx. Ratio	Officers required to 1:750 Ratio	Cost
2022	49,650			1:813		
2023	52,132	2	\$400,585	1:788	5	\$1,001,462
2024	54,218	2	\$416,609	1:802	3	\$ 624,914
2025	56,386	3	\$649,910	1:797	3	\$ 649,910
2026	58,642	2	\$450,604	1:805	3	\$ 675,906

Each officer, in 2022, cost the City of Langford 90% of \$213,988, a figure that will continue to increase each year with inflation, increased salaries and increased equipment costs that are factored into this “total” cost of an officer.

The other cost Council should be aware of when providing direction on the authorized strength is the City's obligation to provide municipal employees to support the RCMP Detachment. For every three RCMP officers, the City has historically provided a municipal employee (an "ME") at the RCMP detachment. While not every ME is paid the same wage, the average cost to the municipality per ME is approximately \$80,000.

OPTIONS:

Option 1

THAT Committee of the Whole directs staff to use a target "Cop to Pop ratio" of 1:_____ for the 2023 Budget and 2023 – 2027 Five Year Financial Plan for consideration;

OR Option 2

THAT Committee of the Whole receives this report for information only.

SUBMITTED BY: Michael Dillabaugh, CPA, CA, Director of Finance

Concurrence: Donna Petrie, Senior Manager of Business Development and Events

Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities

Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision

Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works

Concurrence: Marie Watmough, Deputy Director of Corporate Services

Concurrence: Braden Hutchins, Director of Corporate Services

Concurrence: Darren Kiedyk, Chief Administrative Officer



Ministry of Public Safety and Solicitor General
Policing and Security Branch

Police Resources in British Columbia, 2021

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Date Prepared: December 2022

Effective Jan 1, 2019, new CCJS scoring rules and provincial PRIME policy changes were introduced regarding how incidents are categorized. Incidents of crime that could not be substantiated when followed up by the police are no longer considered “unsubstantiated,” unless police find evidence to show the offence did not occur. Consequently, more crimes are now being categorized as “founded,” contributing to increases in the number of occurrences for many jurisdictions beginning in 2019.

***Caution should be used in comparing police jurisdiction
crime data, policing costs, authorized strengths, or case loads.**

***Variances in crime statistics in recent years may be attributable in part to changes in
reporting practices and as a result of the COVID-19 pandemic.***

Please refer to the Police Resource Definitions and Data Qualifiers on page 27.

Additional police and crime statistics information can be found on the PSB website:
<https://www2.gov.bc.ca/gov/content/justice/criminal-justice/policing-in-bc>

Police Resources in British Columbia, 2021

Structure of Policing in British Columbia

Policing in Canada is a shared responsibility between federal, provincial/territorial, and municipal governments. Under the *Constitution Act, 1867*, the federal government has the exclusive authority to enact legislation regarding criminal law and procedure. In addition, the federal government is responsible for providing a federal police service to enforce federal statutes and to protect national security. The *Constitution Act, 1867*, delegates responsibility for the administration of justice, which includes policing, to provincial governments. Each province has a Police Act that sets out the terms by which police are governed. Provinces may delegate responsibility for policing within municipal boundaries to the municipality. Under the BC *Police Act*, municipalities 5,000 population and over are responsible for providing police services within their municipal boundaries.

In BC, policing is provided mainly by the RCMP (federal, provincial and municipal services), municipal police departments, and one First Nations self-administered Police Service. Notably, there are integrated teams operating throughout the province; these teams provide specialized policing services and are funded and/or resourced from two or more policing jurisdictions or agencies.

In addition, there are also several agencies that provide supplemental policing in BC; that is, they are mandated to provide policing in geographic areas already served by provincial or municipal police agencies but for a specific purpose. For example, in the Lower Mainland area of the province, the South Coast British Columbia Transportation Authority Police Service (SCBCTAPS) provides policing on and around the transit system which is supplemental to the jurisdictional police. Similarly, the Canadian National and Canadian Pacific railway police agencies provide specialized law enforcement on any property within 500 metres of lands that the railway company owns, possesses or administers.

RCMP Federal Service

The Royal Canadian Mounted Police (RCMP) is Canada's national police service. Established under the *RCMP Act*, the RCMP serves as the federal police service across Canada including within British Columbia. The RCMP falls within the portfolio of the Minister of Public Safety Canada and operates under the direction of the RCMP Commissioner. As the federal police service, the RCMP enforces federal statutes across the province and is responsible for border integrity, national security, drugs and organized crime, financial crime and international policing.

In 2021, the authorized strength of the federal service in British Columbia was 957 member positions which included 130 protective policing positions.

RCMP Provincial Service

Under the *Police Act*, the provincial government must provide policing and law enforcement to rural/unincorporated areas and municipalities under 5,000 population. Effective April 1, 2012 the Province signed a new 20-year *Provincial Police Service Agreement* (PPSA) with the Government of Canada to contract the RCMP as BC's Provincial Police Service. Under the terms of the PPSA, the provincial government pays 70% of the cost-base described in the Agreement with the federal government paying the remaining 30%¹.

A portion of the provincial cost is recovered through the Police Tax. In 2007, municipalities under 5,000 population and unincorporated areas began to pay the Police Tax which covers a portion of the costs of the General Duty and General Investigative Services (GD/GIS) provided by the RCMP Provincial Service. In 2021, the Police Tax raised a total of \$33M which was 31 per cent of the Province's estimated 70 per cent share of rural and small community GD/GIS costs. Revenues go into the Province's Consolidated Revenue Fund.

The RCMP Provincial Service can be broken into two main categories: detachment policing and the provincial police services. Detachment policing provides local police services to municipalities under 5,000 population and unincorporated areas throughout the province by means of uniformed patrols, response-to-call duties, investigative services, community-based policing, traffic enforcement, and administrative support to provincial detachments. In addition to detachment policing, the Provincial Service maintains the capacity and expertise to resolve the highest

Police Resources in British Columbia, 2021



risk incidents; target organized crime, gang & gun violence, and serial crimes; and respond to large scale, provincial emergencies or events. This would also include capital-intensive equipment such as boats and aircraft.

In 2021, 808 member positions were assigned to provide GD/GIS at provincial detachments, serving a population of 698,548 including 85 municipalities with populations below 5,000 persons in addition to unincorporated areas. The total authorized strength of BC's Provincial Police Service was 2,602.

Municipal Policing

Under the BC *Police Act*, a municipality is responsible for providing its police services when its population exceeds 5,000 persons. The municipality also becomes responsible for bearing all the costs relating to its municipal police services. These municipalities may choose to form their own municipal police department, contract with a municipal government for services from an existing municipal police department, or contract with the provincial government for RCMP municipal police services.

In 2021, there were 77 municipalities in BC responsible for providing police services within their municipal boundaries. Twelve municipalities were policed by municipal police departments and 65 were policed by the RCMP.

Municipal Police Departments

Twelve municipalities in BC are policed by eleven municipal police departments as established under section 23 of the *Police Act*. The municipal police departments are: Vancouver, Victoria (which polices the municipalities of Victoria and Esquimalt), Saanich, Central Saanich, Oak Bay, Delta, Abbotsford, New Westminster, West Vancouver, Nelson and Port Moody.

These municipal police departments are governed by a police board, whose role is to provide general direction to the department, in accordance with relevant legislation and in response to community needs. Each police board consists of civilians and is chaired by the municipality's mayor; one board member is appointed by the municipal council and up to seven people appointed by the provincial government. Municipalities which provide their policing by means of a municipal police department pay for 100% of their policing costs.

In 2021, the total authorized strength of all the municipal police departments was 2,496 officer positions (*Note: Includes adjusted strength figures for municipalities participating in Lower Mainland District Integrated Teams*).

RCMP Municipal Services

In addition to the *Provincial Police Services Agreement*, the provincial and federal governments signed the *Municipal Police Service Agreement* (MPSA), a master agreement which enables the provincial government to sub-contract the RCMP Provincial Service to municipalities and describes the terms and conditions for the provision of RCMP municipal police services. To contract RCMP municipal services, each municipality must sign a *Municipal Police Unit Agreement* (MPUA) with the provincial government.

The terms of the MPSA and the MPUA require that municipalities between 5,000 and 14,999 population pay 70% of the RCMP cost-base; municipalities 15,000 population and over pay 90%. The remaining 30% and 10%, respectively, are paid by the federal government¹. Municipalities are responsible for 100% of certain costs, such as accommodation (i.e., the detachment) and support staff.

The RCMP operates regional and integrated detachments in many areas of the province. An integrated detachment is comprised of two or more provincial and/or municipal police units. For example, the North Vancouver Detachment houses three policing units: two municipal (North Vancouver District and North Vancouver City) and one provincial (North Vancouver Provincial). The detachment works on a post-dispatch system which means members respond to calls in any of the three policing jurisdictions regardless of whether the member is assigned to the North Vancouver City Municipal Unit or the North Vancouver Provincial Unit etc. In integrated detachments, RCMP members from each policing unit report to one detachment commander.

The regional detachment structure adds another layer to integration. Regional detachments offer a central point of

Police Resources in British Columbia, 2021

management, coordination and comptrollership for multiple integrated or stand-alone detachments in the area. For example, the Kelowna Regional Detachment is located in the City of Kelowna and the Kelowna Municipal Unit is the only policing unit that works out of that building. However, the West Kelowna Integrated Detachment (consisting of the West Kelowna Municipal Unit, the Peachland Municipal Unit and the Kelowna Provincial Unit) and the Lake Country Detachment (Lake Country Municipal Unit) fall under the umbrella of the Kelowna Regional Detachment. These types of arrangements allow for specialized and/or administrative police services to be delivered regionally.

In 2021, there were 65 municipalities in BC that contracted with the provincial government for RCMP municipal police services. The total authorized strength of the RCMP municipal services was 4,018 members.

There were 31 municipalities 15,000 population and over with RCMP municipal services and a total strength of 4,057 member positions. There were 34 municipalities between 5,000 and 14,999 population with RCMP municipal services, with a total strength of 471 member positions. (*Note: Includes adjusted strength figures for municipalities participating in Lower Mainland District Integrated Teams*).

Surrey Transition

In February 2020, Ministerial approval was provided in support of the City of Surrey's decision to transition its policing from RCMP contract policing to its own municipal police department. The Surrey Police Board was subsequently formed and the Surrey Police Service (SPS) was created in August 2020. SPS's first Chief Constable was hired effective December 14, 2020. In 2021, the Surrey Police Board and SPS continued to build the agency and hire staff; a total of 140 officers were hired by the end of the year.

First Nations Self-Administered Policing

Stl'atl'imx Tribal Police is the only First Nation self-administered Police Service in British Columbia and is governed by a police board whose members are selected from each of the ten communities it serves. Police officers recruited by the police board are either experienced officers or graduates of the Justice Institute of British Columbia, Police Academy. All officers are appointed under the *Police Act*. In 2020, the Stl'atl'imx Tribal Police renewed their agreement and increased their authorized strength to 14 police officer positions.

Enhanced Policing to First Nations Communities

Through the First Nations and Inuit Policing Program (FNIPP), both the federal and provincial governments provide funding to support culturally responsive policing services in addition to the level of policing already provided to the community. The FNIPP was established in 1991 to enhance policing that is professional, dedicated and responsive to First Nations and was designed to enable greater input over the delivery of policing services within their communities.

First Nations Community Policing Services (FNCPS)

In April 2020, the Framework Agreement between the federal government and the provincial government for RCMP FNCPS in British Columbia was amended, with an increase in member positions. Communities who were successful in their submissions to Canada for additional resources are in the process of signing amendments to their Community Tripartite Agreements to reflect additional resources to their communities. In 2021, the total authorized strength for First Nations policing under this Agreement is 117.5 member positions through 59 Community Tripartite Agreements (Renewal of 55 CTAs, 4 Former ACCP Agreements being transitioned to CTAs, 1 Program Administrator and 1 Recruiter position). Each FNCPS Unit is established under a tripartite agreement between the provincial government, the federal government and the participating First Nation communities. The provincial share of funding the FNCPS is 48% and the federal share is 52%. See page 7 and 8 for a listing of FNCPS positions by Community and RCMP Detachment.

Integrated First Nations Police Units

In 2007, a policing agreement was signed by the provincial government, the West Vancouver Police Board, and the Squamish and Tsleil-Waututh First Nations to create the Integrated First Nations Policing Unit. This Unit is comprised of a total of five positions staffed by members within the RCMP and the West Vancouver Police Department and one

Police Resources in British Columbia, 2021



member funded under the FNIPP. This policing arrangement provides enhanced, dedicated services to reserve lands located in North Vancouver, West Vancouver and the Squamish Valley.

Tsawwassen Quadripartite Agreement

In 2019, a new five year policing agreement was signed between the federal government, the provincial government, the City of Delta, and the Tsawwassen First Nation (TFN) to enable the Delta Police Department to deliver enhanced policing to the Tsawwassen First Nation. The funding of this agreement is shared by the provincial and federal governments, 48% and 52% respectively. There is currently one member providing enhanced policing under this Agreement.

Integrated Teams in BC

There are a number of integrated teams in the province. These teams may be “integrated” in one or more ways:

- They are comprised of police officers from more than one police agency or members from at least two levels of policing (i.e. federal, provincial, municipal); and/or
- Multiple governments (i.e. federal, provincial, municipal) contribute to funding the team.

In addition, integrated teams provide services to more than one policing jurisdiction. In BC, there are three broad categories of integrated teams: federal, provincial and regional/municipal.

Federal Integrated Teams: includes members from municipal, provincial, and/or other federal agencies (Canadian and US) which are funded primarily by the federal government. Most Federal integrated teams are managed under the Federal Policing program. Such multi-disciplined groups deal with National Security, Transnational Organized Crime, Money Laundering, Integrated Market Enforcement, Drug Enforcement and Border Integrity.

Provincial Integrated Teams: may include members from municipal, provincial, and/or federal agencies but are funded primarily by the provincial government. The provincial teams include Combined Forces Special Enforcement Unit (CFSEU), Hate Crime Task Force, Integrated Sexual Predator Observation Team (ISPOT), Integrated Witness Protection Services, and the Unsolved Homicide Unit.

Regional Integrated Teams: may include members from municipal, provincial, and/or federal police agencies. These teams are formed to provide specialized services to specific regions of the province and are funded by the participating jurisdictions according to predetermined funding formula. For example, the Lower Mainland District (LMD) Police Dog Service provides service to all RCMP municipal and provincial policing jurisdictions in the RCMP Lower Mainland District, as well as Abbotsford, Delta, New Westminster, and Port Moody Police Departments.

British Columbia Policing Jurisdictions

MUNICIPAL POLICE DEPARTMENTS

Abbotsford Mun
Central Saanich Mun
Delta Mun
Nelson Mun
New Westminster Mun
Oak Bay Mun
Port Moody Mun
Saanich Mun
Vancouver Mun
Victoria Mun
West Vancouver Mun

RCMP ISLAND DISTRICT

Alert Bay Prov
Campbell River Mun
Campbell River Prov
Colwood Mun
Comox Mun
Comox Valley Prov
Courtenay Mun
Duncan Prov
Gabriola Island Prov
Ladysmith Mun
Ladysmith Prov
Lake Cowichan Prov
Langford Mun
Nanaimo Mun
Nanaimo Prov
Nootka Sound Prov
North Cowichan Mun
North Saanich Mun
Oceanside Prov
Outer Gulf Islands Prov
Parksville Mun
Port Alberni Mun
Port Alberni Prov
Port Alice Prov
Port Hardy Prov
Port McNeill Prov
Powell River Mun
Powell River Prov
Quadra Island Prov
Qualicum Beach Mun
Saltspring Island Prov
Sayward Prov
Shawnigan Lake Prov
Sidney Mun
Sidney Prov
Sooke Mun
Sooke Prov
Texada Island Prov

Tofino Prov
Ucluelet Prov
View Royal Mun
West Shore Prov

RCMP LOWER MAINLAND DISTRICT

Agassiz Prov
Boston Bar Prov
Bowen Island Prov
Burnaby Mun
Chilliwack Mun
Chilliwack Prov
Coquitlam Mun
Coquitlam Prov
Hope Mun
Hope Prov
Kent Mun
Langley City Mun
Langley Township Mun
Maple Ridge Mun
Mission Mun
Mission Prov
North Vancouver City Mun
North Vancouver District Mun
North Vancouver Prov
Pemberton Prov
Pitt Meadows Mun
Port Coquitlam Mun
Richmond Mun
Ridge Meadows Prov
Sechelt Mun
Squamish Mun
Squamish Prov
Sunshine Coast Prov
Surrey Mun
Surrey Prov⁵³
University Prov
Whistler Mun
Whistler Prov
White Rock Mun

RCMP NORTH DISTRICT

Alexis Creek Prov
Anahim Lake Prov
Atlin Prov
Bella Bella Prov
Bella Coola Prov
Burns Lake Prov
Chetwynd Prov
Dawson Creek Mun
Dawson Creek Prov
Dease Lake Prov

Fort St. James Prov
Fort St. John Mun
Fort St. John Prov
Fraser Lake Prov
Houston Granisle Prov
Hudson's Hope Prov
Kitimat Mun
Kitimat Prov
Lisims/Nass Valley Prov
Mackenzie Prov
Masset Prov
McBride Prov
New Hazelton Prov
Northern Rockies Prov
One Hundred Mile House Prov
Prince George Mun
Prince George Prov
Prince Rupert Mun
Prince Rupert Prov
Queen Charlotte City Prov
Quesnel Mun
Quesnel Prov
Smithers Mun
Smithers Prov
Stewart Prov
Takla Landing Prov
Terrace Mun
Terrace Prov
Tsay Keh Dene Prov
Tumbler Ridge Prov
Valemount Prov
Vanderhoof Prov
Wells Prov
Williams Lake Mun
Williams Lake Prov

RCMP SOUTHEAST DISTRICT

Armstrong Mun
Armstrong Prov
Ashcroft Prov
Barriere Prov
Castlegar Mun
Castlegar Prov
Chase Prov
Clearwater Prov
Clinton Prov
Coldstream Mun
Columbia Valley Prov
Cranbrook Mun
Cranbrook Prov
Creston Mun
Creston Prov

Elkford Prov
Enderby Prov
Falkland Prov
Fernie Mun
Fernie Prov
Golden Prov
Grand Forks Prov
Kamloops Mun
Kaslo Prov
Kelowna Mun
Kelowna Prov
Kimberley Mun
Kimberley Prov
Keremeos Prov
Lake Country Mun
Lillooet Prov
Logan Lake Prov
Lumby Prov
Lytton Prov
Merritt Mun
Merritt Prov
Midway Prov
Nakusp Prov
Nelson Prov
Oliver Prov
Osoyoos Mun
Osoyoos Prov
Peachland Mun
Penticton Mun
Penticton Prov
Princeton Prov
Revelstoke Mun
Revelstoke Prov
Salmo Prov
Salmon Arm Mun
Salmon Arm Prov
Sicamous Prov
Slocan Lake Prov
Spallumcheen Mun
Sparwood Prov
Summerland Mun
T'Kumlups Prov
Trail & Greater District Prov
Trail Mun
Vernon Mun
Vernon Prov
West Kelowna Mun

FIRST NATIONS SELF-ADMINISTERED POLICE SERVICE

Stl'atl'imx Tribal Police

*Mun = Municipal
Prov = Provincial*

Police Resources in British Columbia, 2021



First Nations Community Policing Services Statistics, 2021

FIRST NATIONS COMMUNITIES POLICED BY DETACHMENT

Detachment	Auth.Strength	Detachment	Auth.Strength
Agassiz & Chilliwack - Upper Fraser Valley²	7	Dease Lake	2
Chehalis First Nation		Dease River First Nation	
Sto:lo (Scowlitz First Nation)		Iskut First Nation	
Kwantlen First Nation, Soowahlie First Nation, Shxw'ow'hamel First Nation, Seabird Island First Nation, Chawathil First Nation, Kwaw-kwaw-Apilt First Nation, Cheam First Nation)		Tahltan Council	
Ahousaht / Tofino	2	Enderby	1
Ahousaht First Nation		Spallumcheen	
Alert Bay	2	Fort St. James	4
Da'Naxda'xw First Nation		Nak'azdli First Nation	
Gwawaenuk First Nation		Tl'azt'en First Nation	
Namgis First Nation		Fort St. John	3
Tlowitsis First Nation		Blueberry River First Nation	
Tsawataineuk First Nation		Doig River First Nation	
Alexis Creek	3	Halfway River First Nation	
Alexis Creek First Nation		Kamloops	4
Stone First Nation		Kamloops First Nation	
Xeni Gwet'in First Nation		Skeetchestn First Nation	
Anaham First Nation		Whispering Pines / Clinton First Nation	
Anahim Lake	1	West Kelowna	3
Ulkatcho First Nation		Westbank First Nation	
Bella Bella	2	Kitimat	1
Heiltsuk First Nation		Kitimaat First Nationn (Haisla)	
Oweekeno First Nation		Ladysmith	1
Bella Coola	1	Chemainus First Nation	
Nuxalk First Nation		Lake Cowichan	1
Burns Lake	3	Ditidaht First Nation	
Burns Lake First Nation		Lisims/Nass Valley	3
Cheslatta Carrier First Nation		Nisga'a	
Lake Babine Nation		Lytton	2
Nee-Tahi-Buhn First Nation		Cooks Ferry Indian Band	
Skin Tyee First Nation		Kanaka Bar Indian Band	
Wet'su'wet'en First Nation		Lytton First Nation	
Campbell River	1	Nicomien Indian Band	
Campbell River First Nation		Siska Indian Band	
Cape Mudge First Nation (We Wai Kai)		Skuppah Indian Band	
Homalco First Nation		Mackenzie	1
Chase	1	McLeod Lake Indian Band	
Little Shuswap Lake		Masset	2
Neskonlith		Old Masset Village Council	
Chetwynd		Meritt	4
Saulteau	0.5	Coldwater Council	
West Moberly First Nation	0.5	Lower Nicola Council	
Cranbrook	3	Nooaitch Council	
Akisqu'nuk First Nation		Shackan Council	
Lower Kootenay First Nation		Upper Nicola Council	
St. Mary's First Nation		Nanaimo	
Tobacco Plains Indian Band		Nanoose First Nation	0.5
		Snuneymuxw Council	1.5

Police Resources in British Columbia, 2021

FIRST NATIONS COMMUNITIES POLICED BY DETACHMENT, CONTINUED

Detachment	Auth.Strength	Detachment	Auth.Strength
New Hazelton	2	Quesnel	2
Gitanmaax First Nation		Alexandria Council	
Gitanyow First Nation		Kluskus Council (Lhoosk'uz Dene Govt)	
Gitsegukla First Nation		Nazko Council	
Gitwangak First Nation		Red Bluff Council (Lhtako Dene Nation)	
Glen Vowell First Nation		Sidney / North Saanich	2
Hagwilget First Nation		Pauquachin First Nation	
Kispiox First Nation		Tsartlip First Nation	
North Cowichan	4	Tsawout First Nation	
Cowichan Tribes		Tseycum First Nation	
North Vancouver	1	Smithers	2
Burrard (Tsleil-Waututh) First Nation		Moricetown First Nation	
Squamish First Nation		Fort Babine First Nation	
Northern Rockies	2	Sunshine Coast	2
Fort Nelson First Nation		Sechelt Council	
Prophet River First Nation		Surrey	1.5
Oliver	2	Semiahmoo First Nation	
Lower Similkameen First Nation		Takla Landing	2
Osoyoos First Nation		Takla Lake First Nation	
One Hundred Mile House	1	Terrace	1
Canim Lake Council		Kitselas First Nation	
Penticton	2	Kitsumkalum First Nation	
Penticton Indian Band		Tsay Keh Dene	2
Port Alberni		Kwadacha First Nation	
Hupacasath First Nation	2	Tsay Keh Dene First Nation	
Tseshah First Nation		Ucluelet	1
Huu-ay-aht First Nation	2	Toquaht First Nation	
Uchucklesaht First Nation		Yuulu?il?ath First Nation	
Port Hardy	2	Vanderhoof	1
Gwa'Sala-Nakwaxda'xw First Nation		Saik'uz First Nation	
Kwakiutl First Nation		Vernon	1
Quatsino First Nation		Okanagan First Nation	
Port McNeil (Tahsis)	1	Westshore	1
Ka:'yu:'k't'h / Che:k:tlas7et'h' First Nation		Esquimalt Council	
Powell River	1	Songhees Council	
Sliammon Council		Williams Lake	
Prince Rupert		Canoe Creek First Nation	2
Gitxaala First Nation	3	Esk'etemc First Nation	
Gitga'at First Nation		Soda Creek Council	2
Kitasoo First Nation	2	Williams Lake Council	
Lax-kw'alaams First Nation	3	"E" Division	
Queen Charlotte	2	Program Administrator	1
Skidegate Council		Recruiter	1

Police Resources in British Columbia, 2021



Municipal Police Statistics, 2021

RCMP MUNICIPAL UNITS: 15,000 POPULATION AND OVER

Municipality	Population	Auth. Strength	Adjusted Strength ³	Pop Per Officer	CCC Offences	Crime Rate	Case Load	Total Costs ⁴	Cost Per Capita
Burnaby Mun ³	260,918	301	319	817	13,671	52	43	\$69,549,748	\$267
Campbell River Mun	37,118	45	45	825	4,748	128	106	\$10,136,460	\$273
Chilliwack Mun ^{3,5}	100,298	143	155	646	11,598	116	75	\$33,898,331	\$338
Colwood Mun	19,709	20	20	1,006	1,000	51	51	\$4,535,371	\$230
Coquitlam Mun ^{3,5}	154,449	168	176	876	7,258	47	41	\$38,246,463	\$248
Courtenay Mun	29,003	31	31	924	4,340	150	138	\$5,574,453	\$192
Cranbrook Mun	21,647	28	28	773	2,212	102	79	\$6,981,490	\$323
Fort St. John Mun	22,238	38	38	585	2,645	119	70	\$7,900,583	\$355
Kamloops Mun	101,603	142	142	716	13,379	132	94	\$30,472,021	\$300
Kelowna Mun	149,703	222	222	674	20,191	135	91	\$47,983,935	\$321
Langford Mun	47,286	58	58	815	2,249	48	39	\$11,567,181	\$245
Langley City Mun ⁵	28,957	51	56	514	4,783	165	85	\$13,158,061	\$454
Langley Township Mun ^{3,5}	138,057	155	166	832	8,765	63	53	\$35,680,733	\$258
Maple Ridge Mun ^{3,5}	95,041	103	112	849	7,628	80	68	\$23,786,800	\$250
Mission Mun ³	43,270	53	58	751	4,104	95	71	\$13,633,928	\$315
Nanaimo Mun ⁵	102,380	151	151	678	12,800	125	85	\$35,357,930	\$345
North Cowichan Mun	32,861	32	32	1,027	2,423	74	76	\$6,513,548	\$198
North Vancouver City Mun ^{2,6}	60,228	68	68	881	4,010	67	59	\$15,822,482	\$263
North Vancouver District Mun ^{3,6}	94,335	87	87	1,084	3,202	34	37	\$20,854,548	\$221
Penticton Mun	36,362	48	48	758	7,462	205	155	\$10,008,200	\$275
Pitt Meadows Mun ^{5,52}	20,112	23	25	816	1,048	52	43	\$5,546,534	\$276
Port Alberni Mun	19,101	34	34	562	3,111	163	92	\$9,555,794	\$500
Port Coquitlam Mun ^{3,5}	63,911	76	80	796	3,474	54	43	\$16,678,744	\$261
Prince George Mun	82,304	142	142	580	17,106	208	120	\$30,058,118	\$365
Richmond Mun ^{3,7}	216,280	284	289	748	11,351	52	39	\$68,806,815	\$318
Salmon Arm Mun	19,831	20	20	992	1,609	81	80	\$4,543,318	\$229
Squamish Mun ^{3,5}	22,740	26	28	819	1,805	79	65	\$5,122,200	\$225
Surrey Mun ^{3,8,9,10}	614,781	843	843	729	39,729	65	47	\$185,684,600	\$302
Vernon Mun	44,893	56	56	802	5,853	130	105	\$12,567,776	\$280
West Kelowna Mun	38,311	30	30	1,277	2,178	57	73	\$6,343,772	\$166
White Rock Mun ³	21,522	25	26	835	1,651	77	64	\$5,816,875	\$270
Total	2,739,249	3,503	3,586	764	227,383	83	63	\$792,386,812	\$289

RCMP MUNICIPAL UNITS: 5,000 TO 14,999 POPULATION

Municipality	Population	Auth. Strength	Adjusted Strength ³	Pop Per Officer	CCC Offences	Crime Rate	Case Load	Total Costs ⁴	Cost Per Capita
Armstrong Mun ¹¹	5,524	4	4	1,381	249	45	62	\$570,861	\$103
Castlegar Mun	8,576	13	13	660	982	115	76	\$1,734,198	\$202
Coldstream Mun	11,750	7	7	1,679	338	29	48	\$1,127,301	\$96
Comox Mun	15,206	12	12	1,311	478	31	41	\$1,772,650	\$117
Creston Mun ¹²	5,620	7	7	803	478	85	68	\$1,120,711	\$199
Dawson Creek Mun	13,087	25	25	523	2,077	159	83	\$3,590,579	\$274
Fernie Mun ¹¹	6,203	6	6	1,034	266	43	44	\$801,497	\$129
Hope Mun ³	6,767	13	14	475	1,302	192	91	\$2,247,158	\$332
Kent Mun ³	6,635	6	7	1,015	352	53	54	\$1,188,294	\$179
Kimberley Mun	8,308	8	8	1,039	244	29	31	\$1,190,917	\$143

Police Resources in British Columbia, 2021

RCMP MUNICIPAL UNITS: 5,000 TO 14,999 POPULATION, CONTINUED

Municipality	Population	Auth. Strength	Adjusted Strength ³	Pop Per Officer	CCC Offences	Crime Rate	Case Load	Total Costs ⁴	Cost Per Capita
Kitimat Mun	8,564	20	20	428	987	115	49	\$2,802,075	\$327
Ladysmith Mun	9,231	8	8	1,154	492	53	62	\$1,194,582	\$129
Lake Country Mun ¹²	16,238	18	18	902	718	44	40	\$2,214,811	\$136
Merritt Mun	7,611	17	17	448	1,323	174	78	\$2,633,095	\$346
North Saanich Mun	12,500	11	11	1,136	353	28	32	\$1,717,787	\$137
Osoyoos Mun ¹¹	5,596	6	6	933	425	76	71	\$926,151	\$166
Parksville Mun	13,803	17	17	812	1,385	100	81	\$2,296,258	\$166
Peachland Mun	6,043	4	4	1,511	269	45	67	\$578,696	\$96
Powell River Mun	14,024	20	20	701	1,351	96	68	\$3,122,036	\$223
Prince Rupert Mun	13,177	36	36	366	2,012	153	56	\$5,944,388	\$451
Qualicum Beach Mun	9,387	8	8	1,173	273	29	34	\$1,131,739	\$121
Quesnel Mun	10,122	23	23	440	2,323	230	101	\$4,609,737	\$455
Revelstoke Mun	8,429	14	14	602	426	51	30	\$2,077,105	\$246
Sechelt Mun ³	10,966	11	12	930	937	85	79	\$1,948,416	\$178
Sidney Mun	12,279	15	15	819	480	39	32	\$2,389,327	\$195
Smithers Mun	5,697	10	10	570	892	157	89	\$2,188,187	\$384
Sooke Mun	15,539	13	13	1,195	841	54	65	\$2,235,441	\$144
Spallumcheen Mun	5,490	4	4	1,373	179	33	45	\$629,490	\$115
Summerland Mun	12,883	9	9	1,431	884	69	98	\$1,708,988	\$133
Terrace Mun	13,125	28	28	469	2,432	185	87	\$4,413,505	\$336
Trail Mun	8,168	14	14	583	1,022	125	73	\$2,245,644	\$275
View Royal Mun	12,034	12	12	1,003	625	52	52	\$2,198,551	\$183
Whistler Mun ³	13,918	25	25	557	773	56	31	\$4,511,675	\$324
Williams Lake Mun	11,505	25	25	460	2,394	208	96	\$4,582,596	\$398
Total	344,005	469	471	730	30,562	89	65	\$75,644,446	\$220

MUNICIPAL POLICE DEPARTMENTS⁸

Municipality	Population	Auth. Strength	Adjusted Strength ³	Pop. Per Officer	CCC Offences	Crime Rate	Case Load	Total Costs ⁴	Cost Per Capita
Abbotsford Mun ^{3,5}	165,198	211	218	758	7,989	48	37	\$59,523,741	\$360
Central Saanich Mun	18,522	23	23	805	462	25	20	\$5,272,456	\$285
Delta Mun ^{3,5,13}	114,678	194	197	583	4,337	38	22	\$45,153,978	\$394
Nelson City Mun	11,733	18	18	652	782	67	43	\$4,243,300	\$362
New Westminster Mun ³	82,866	113	115	719	5,199	63	45	\$30,197,278	\$364
Oak Bay Mun	18,930	27	27	701	438	23	16	\$5,220,664	\$276
Port Moody Mun ³	35,956	52	54	671	936	26	17	\$12,714,888	\$354
Saanich Mun	124,639	166	166	751	4,847	39	29	\$36,495,442	\$293
Vancouver Mun ³	694,959	1,348	1,348	516	42,496	61	32	\$357,915,838	\$515
Victoria Mun ¹⁴	113,654	249	249	456	12,131	107	49	\$64,795,626	\$570
West Vancouver Mun ^{3,5}	48,806	79	81	602	2,025	41	25	\$18,581,472	\$381
Total	1,429,941	2,480	2,496	573	81,642	57	33	\$640,114,683	\$448

Participating LMD Integrated Team municipalities and their adjusted strength figures are *italicized* in the Municipal Police Statistics, 2021 table. The adjusted strength has been used to calculate population per officer and case load.

See *Endnotes and Police Resource Definitions and Data Qualifiers* on page 22 and page 27, respectively for additional explanatory notes.

Police Resources in British Columbia, 2021



Provincial Police Statistics, 2021

FIRST NATIONS SELF-ADMINISTERED POLICE SERVICES

Policing Jurisdiction	Population	Auth. Strength	CCC Offences	Crime Rate	Case Load
Stl'atl'imx Tribal Police Service	3,062	14	363	119	26
Total	3,062	14	363	119	26

JURISDICTIONS POLICED BY THE RCMP PROVINCIAL SERVICE

Policing Jurisdiction	Population	Assigned GD/GIS	CCC Offences	Crime Rate	Case Load
Agassiz Prov	4,014	9	649	162	72
Alert Bay Prov	1,275	4	217	170	54
Alexis Creek Prov	1,549	6	143	92	24
Anahim Lake Prov	685	4	90	131	23
Armstrong Prov ¹⁵	523	3	40	76	13
Ashcroft Prov	3,858	6	470	122	78
Atlin Prov	532	3	74	139	25
Barriere Prov	4,185	4	250	60	63
Bella Bella Prov	1,769	5	256	145	51
Bella Coola Prov	2,174	4	193	89	48
Boston Bar Prov	687	3	145	211	48
Bowen Island Prov	4,222	3	93	22	31
Burns Lake Prov	5,936	12	945	159	79
Campbell River Prov	5,907	8	860	146	108
Chase Prov	8,921	9	718	80	80
Chetwynd Prov	5,573	10	443	79	44
Chilliwack Prov	6,195	9	814	131	90
Clearwater Prov	4,502	6	276	61	46
Clinton Prov	1,960	4	103	53	26
Columbia Valley Prov	10,933	11	794	73	72
Comox Valley Prov	30,517	19	1,306	43	69
Coquitlam Prov	3,305	3	86	26	29
Cranbrook Prov	7,410	4	287	39	72
Creston Prov	8,626	6	359	42	60
Dawson Creek Prov	7,652	6	328	43	55
Dease Lake Prov	1,240	7	129	104	18
Duncan Prov	15,884	26	2,765	174	106
Elk Valley Prov ¹⁶	9,742	13	417	43	32
<i>Elkford</i>	2,866	3	78	27	26
<i>Fernie</i>	2,197	4	100	46	25
<i>Sparwood</i>	4,679	5	239	51	48
Enderby Prov	7,539	8	566	75	71
Falkland Prov	3,059	3	107	35	36
Fort St. James Prov	4,536	14	1,299	286	93
Fort St. John Prov	14,760	10	651	44	65
Fraser Lake Prov	2,777	5	176	63	35
Gabriola Island Prov	4,685	3	206	44	69
Golden Prov	7,721	11	382	49	35
Hope Prov	1,633	5	269	165	54
Houston Granisle Prov ¹⁷	4,741	11	736	155	67
Hudsons Hope Prov	1,294	3	56	43	19
Kelowna Prov	17,961	16	2,005	112	125
Keremeos Prov ¹⁸	5,261	6	338	64	59

Police Resources in British Columbia, 2021

JURISDICTIONS POLICED BY THE RCMP PROVINCIAL SERVICE, CONTINUED

Policing Jurisdiction	Population	Assigned GD/GIS	CCC Offences	Crime Rate	Case Load
Kimberley Prov	2,457	2	66	27	33
Kitimat Prov	505	4	45	89	11
Kootenay Boundary Regional ¹⁹	54,658	53	2,808	51	53
<i>Castlegar</i>	6,484	3	312	48	104
<i>Grand Forks</i>	9,234	10	671	73	67
<i>Kaslo</i>	2,508	3	137	55	46
<i>Midway</i>	2,848	4	219	77	55
<i>Nakusp</i>	3,677	4	243	66	61
<i>Nelson</i>	13,006	6	471	36	79
<i>Salmo</i>	2,826	4	189	67	47
<i>Slocan Lake</i>	2,064	3	119	58	40
<i>Trail & Greater District</i>	12,011	8	447	37	56
Ladysmith Prov	6,882	5	446	65	89
Lake Cowichan Prov	6,903	10	585	85	59
Lillooet Prov	2,988	7	321	107	46
Lisims-Nass Valley Prov	1,843	5	335	182	67
Logan Lake Prov	2,869	3	167	58	56
Lumby Prov	6,652	5	272	41	54
Lytton Prov	1,881	4	97	52	24
Mackenzie Prov	3,844	10	455	118	46
Masset Prov	1,943	7	370	190	53
McBride Prov	1,812	4	86	47	22
Merritt Prov	3,888	5	257	66	51
Mission Prov	5,018	5	290	58	58
Nanaimo Prov	15,622	8	820	52	103
New Hazelton Prov	5,807	12	902	155	75
Nootka Sound Prov	1,893	6	132	70	22
North Vancouver Prov ²⁰	50	2	405	8,100	203
Northern Rockies Prov ¹¹	4,937	16	1,039	210	65
Oceanside Prov	28,296	12	1,172	41	98
Oliver Prov ¹⁸	10,333	11	834	81	78
One Hundred Mile House Prov	14,544	14	1,060	73	76
Osoyoos Prov ¹⁸	2,639	4	186	70	50
Outer Gulf Islands Prov	5,152	5	137	27	27
Pemberton Prov	4,950	9	233	47	26
Penticton Prov ¹⁸	12,692	8	869	68	112
Port Alberni Prov	8,377	8	377	45	47
Port Alice Prov	733	2	55	75	28
Port Hardy Prov	5,605	13	1,269	226	98
Port McNeill Prov	4,451	9	290	65	32
Powell River Prov	5,952	5	300	50	60
Prince George Prov ²¹	14,679	7	537	37	77
Prince Rupert Prov	1,815	8	185	102	23
Princeton Prov	5,775	7	481	83	69
Quadra Island Prov	4,024	4	180	45	45
Queen Charlotte City Prov	2,582	5	185	72	37
Quesnel Prov	13,568	10	679	50	68
Revelstoke Prov	662	2	61	92	31
Ridge Meadows Prov ^{22,23}	11	3	26	2,364	9

Police Resources in British Columbia, 2021



JURISDICTIONS POLICED BY THE RCMP PROVINCIAL SERVICE, CONTINUED

Policing Jurisdiction	Population	Assigned GD/GIS	CCC Offences	Crime Rate	Case Load
Salmon Arm Prov	10,332	5	509	49	102
Saltspring Island Prov	12,276	8	525	43	66
Sayward Prov	791	3	58	73	19
Shawnigan Lake Prov	20,128	11	752	37	68
Sicamous Prov	4,066	6	258	63	43
Sidney Prov	3,880	4	219	56	55
Smithers Prov	7,689	6	508	66	85
Sooke Prov	5,569	4	347	62	87
Squamish Prov ^{24,25}	2,161	6	123	57	21
Stewart Prov	432	4	59	137	15
Sunshine Coast Prov	21,341	22	1,071	50	49
Surrey Prov/ Barnston Island Prov ⁵³	200	1	11		
T'Kumlups Prov ²¹	10,279	9	109	11	12
Takla Landing Prov	204	2	408	2,000	204
Terrace Prov ²¹	8,062	8	46	6	6
Texada Island Prov	1,090	2	765	702	383
Tofino Prov ²⁶	4,001	8	558	139	70
Tsay Keh Dene Prov	594	4	360	606	90
Tumbler Ridge Prov	2,273	5	100	44	20
Ucluelet Prov	2,765	4	252	91	63
University Prov	18,095	17	1,319	73	78
Valemount Prov	1,701	6	175	103	29
Vanderhoof Prov	8,916	13	1,063	119	82
Vernon Prov	12,797	9	567	44	63
Wells Prov	348	3	35	101	12
West Shore Prov	10,095	5	315	31	63
Whistler Prov	297	4	23	77	6
Williams Lake Prov ⁵⁴	13,131	9	637	49	71
Total	698,548	808	50,227	72	62

See *Endnotes and Police Resource Definitions and Data Qualifiers* on page 22 and page 27, respectively for additional explanatory notes.

Police Resources in British Columbia, 2021

Police Statistics Summary, 2021

Policing Jurisdiction	Population	Auth. Strength ²⁷	Pop. Per Officer	CCC Offences	Crime Rate	Case Load
RCMP MUNICIPAL SERVICES TOTAL	3,083,254	4,057	760	257,945	84	64
15,000 Population and Over	2,739,249	3,586	764	227,383	83	63
Between 5,000 and 14,999 Population	344,005	471	730	30,562	89	65
MUNICIPAL POLICE DEPARTMENTS	1,429,941	2,496	573	81,642	57	33
RCMP PROVINCIAL DETACHMENTS	698,548	808²⁸	865	50,227	72	62
FIRST NATIONS SELF-ADMINISTERED POLICE SERVICES	3,062	14	219	363	119	26

See Endnotes and Police Resource Definitions and Data Qualifiers on page 22 and page 27, respectively for additional explanatory notes.

Police Resources in British Columbia, 2021



Government Contributions to Policing, 2021

Type of Service ²⁹	Auth. Strength ²⁷	Population ³⁰	Mun Govt ³¹	Total Police Costs Paid By:			Total
				Prov Govt ³²	Fed Govt ³³		
11 Municipal Police Departments ³⁴							
Total	2,496	1,429,941	\$640,114,683	-	\$851,290		\$640,965,973
...							
RCMP Municipal Services ³⁵							
31 Units 15,000 Population and Over	3,586	2,739,249	\$792,386,812	-	\$71,712,640		\$864,009,452
34 Units 5000 to 14,999 Population	471	344,005	\$75,644,446	-	\$25,721,221		\$101,365,667
Total	4,057	3,083,254	\$868,031,258	-	\$97,433,861		\$965,465,119
RCMP Provincial Service ³⁶							
Total	2,602	-	-	\$456,561,554	\$192,885,044		\$649,446,598
First Nations Self-Administered Police Services ³⁷							
Total	14	3,062	-	\$1,324,932	\$1,435,343		\$2,760,275
First Nations Community Policing Services ^{38,39}							
Total	117.5	-	-	\$11,230,947	\$12,166,859		\$23,397,806
BRITISH COLUMBIA TOTAL	9,286	5,214,805	\$ 1,508,145,941	\$ 469,117,433	\$304,772,397		\$2,282,035,771

See Endnotes and Police Resource Definitions and Data Qualifiers on page 22 and page 27, respectively for additional explanatory notes.

Police Resources in British Columbia, 2021

British Columbia Authorized Strength⁴⁰ by Responsibility 2012-2021

POLICING RESPONSIBILITY	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
RCMP DIVISION ADMINISTRATION⁴¹	109	97	111	103	101	99	99	99	98	98
RCMP FEDERAL SERVICE	1,028	1,021	1,058	1,038	1,050	1,059	1,044	1,038	965	957
<i>Federal Criminal Law</i>	<i>888</i>	<i>886</i>	<i>906</i>	<i>905</i>	<i>918</i>	<i>928</i>	<i>911</i>	<i>903</i>	<i>835</i>	<i>827</i>
<i>Protective Policing</i>	<i>140</i>	<i>135</i>	<i>152</i>	<i>133</i>	<i>132</i>	<i>131</i>	<i>133</i>	<i>135</i>	<i>130</i>	<i>130</i>
RCMP PROVINCIAL SERVICE⁴²	2,602	2,602	2,602	2,602	2,602	2,602	2,602	2,602	2,602	2,602
<i>Provincial, District & Specialized Resources</i>	<i>1,833</i>	<i>1,834</i>	<i>1,830</i>	<i>1,830</i>	<i>1,827</i>	<i>1,829</i>	<i>1,829</i>	<i>1,827</i>	<i>1,801</i>	<i>1,794</i>
<i>Provincial Detachments – General Duty & Investigations</i>	<i>769</i>	<i>768</i>	<i>772</i>	<i>772</i>	<i>775</i>	<i>773</i>	<i>773</i>	<i>775</i>	<i>801</i>	<i>808</i>
RCMP MUNICIPAL SERVICE	3,388	3,429	3,468	3,606	3,672	3,730	3,799	3,876	3,931	3,972
MUNICIPAL POLICE DEPARTMENTS	2,404	2,407	2,405	2,407	2,422	2,429	2,440	2,447	2,478	2,480
FIRST NATIONS COMMUNITY POLICE SERVICES³⁸	108.5	108.5	108.5	108.5	108.5	108.5	108.5	112.5	117.5	117.5
FIRST NATIONS SELF-ADMINISTERED POLICE SERVICES	8	9	10	10	10	10	10	12	14	14
SOUTH COAST BRITISH COLUMBIA TRANSPORTATION AUTHORITY POLICE⁴³	167	167	167	167	167	175	183	183	183	183
VANCOUVER INTERNATIONAL AIRPORT⁴⁴	27	27	27	27	27	27	27	30	30	30
VICTORIA INTERNATIONAL AIRPORT⁴⁵	2	0	0	0	0	0	0	0	0	0
BRITISH COLUMBIA TOTAL	9,844	9,868	9,958	10,070	10,159	10,239	10,312	10,400	10,418	10,454

See Endnotes and Police Resource Definitions and Data Qualifiers on page 22 and page 27, respectively for additional explanatory notes.

Police Resources in British Columbia, 2021



Authorized Strength by Jurisdiction, 2012-2022

Policing Jurisdiction ⁴⁶	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Abbotsford Mun	208	209	204	204	204	206	210	212	213	211
Agassiz Prov ⁴⁶	7	8	8	8	8	8	8	8	8	9
Alert Bay Prov	3	3	4	4	4	4	4	4	4	4
Alexis Creek Prov	5	5	5	5	6	6	6	6	6	6
Anahim Lake Prov	4	4	4	4	4	4	4	4	4	4
Armstrong Mun ⁴⁶	--	--	--	--	--	3	3	4	4	4
Armstrong Prov ⁴⁶	5	5	6	6	6	3	3	3	3	3
Ashcroft Prov	5	5	5	5	5	5	5	5	5	6
Atlin Prov	3	3	3	3	3	3	3	3	3	3
Barriere Prov	4	4	4	4	4	4	4	4	4	4
Bella Bella Prov	5	5	5	5	5	5	5	5	5	5
Bella Coola Prov	3	3	4	4	4	4	4	4	4	4
Boston Bar Prov	3	3	3	3	3	3	3	3	3	3
Bowen Island Prov	3	3	3	3	3	3	3	3	3	3
Burnaby Mun	277	277	277	277	277	277	285	297	301	301
Burns Lake Prov	11	11	11	11	11	11	11	11	12	12
Campbell River Mun	43	43	43	43	43	43	45	45	45	45
Campbell River Prov	7	7	7	7	7	7	7	7	8	8
Castlegar Mun	13	13	13	13	13	13	13	13	13	13
Central Saanich Mun	23	23	23	23	23	23	23	23	23	23
Chase Prov	9	9	9	9	9	9	9	9	9	9
Chetwynd Prov	10	10	10	10	10	10	10	10	10	10
Chilliwack Mun	106	107	107	108	110	120	125	132	138	143
Chilliwack Prov	8	8	8	8	8	8	8	8	8	9
Clearwater Prov	5	6	6	6	6	6	6	6	6	6
Clinton Prov	4	4	4	4	4	4	4	4	4	4
Coldstream Mun	7	7	7	7	7	7	7	7	7	7
Columbia Valley Prov	11	11	11	11	11	11	11	11	11	11
Colwood Mun	17	17	17	17	17	17	17	18	18	20
Comox Mun ⁴⁷	12	12	12	12	12	12	12	12	12	12
Comox Valley Prov	19	19	19	19	19	19	19	19	19	19
Coquitlam Mun	152	152	152	156	162	162	162	166	168	168
Coquitlam Prov	3	3	3	3	3	3	3	3	3	3
Courtenay Mun	30	30	30	30	30	30	30	31	31	31
Cranbrook Mun	26	26	26	26	26	26	26	26	26	28
Cranbrook Prov	4	4	4	4	4	4	4	4	4	4
Creston Mun ⁴⁶	7	7	7	7	7	7	7	7	7	7
Creston Prov	6	6	6	6	6	6	6	6	6	6
Dawson Creek Mun	25	25	25	25	25	25	25	25	25	25
Dawson Creek Prov	4	4	4	4	4	4	4	4	6	6
Dease Lake Prov	6	6	7	7	7	7	7	7	7	7
Delta Mun	170	170	173	173	180	185	190	191	194	194
Duncan Prov	23	23	23	23	23	23	23	23	25	26

Police Resources in British Columbia, 2021

Authorized Strength by Jurisdiction, 2012-2021, Continued

Policing Jurisdiction ⁴⁶	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Elk Valley Detachment ^{46,48}	18	18	18	18	18	13	13	13	13	13
<i>Elkford Prov</i>	3	3	3	3	3	3	3	3	3	3
<i>Fernie Prov</i>	9	9	9	9	9	4	4	4	4	4
<i>Sparwood Prov</i>	5	5	5	5	5	5	5	5	5	5
Enderby Prov	6	6	8	8	8	8	8	8	8	8
Falkland Prov	3	3	3	3	3	3	3	3	3	3
Fernie Mun ⁴⁶	--	--	--	--	--	5	5	6	6	6
Fort St. James Prov	13	13	13	13	13	13	13	13	14	14
Fort St. John Mun	34	34	34	36	36	38	38	38	38	38
Fort St. John Prov	10	10	10	10	10	10	10	10	10	10
Fraser Lake Prov	5	5	5	5	5	5	5	5	5	5
Gabriola Island Prov	3	3	3	3	3	3	3	3	3	3
Golden Prov	11	11	11	11	11	11	11	11	11	11
Hope Mun	13	13	13	13	13	13	13	13	13	13
Hope Prov	5	5	5	5	5	5	5	5	5	5
Houston Granisle Detachment ⁴⁹	6	6	9	9	9	9	9	9	11	11
Hudsons Hope Prov	3	3	3	3	3	3	3	3	3	3
Kamloops Mun	124	124	124	136	136	136	142	142	142	142
Kelowna Mun	174	177	179	185	191	191	195	203	214	222
Kelowna Prov ⁴⁶	15	15	15	15	15	15	15	15	16	16
Kent Mun ⁴⁶	5	5	6	6	6	6	6	6	6	6
Keremeos Prov ¹⁸	6	6	6	6	6	6	6	6	6	6
Kimberley Mun	8	8	8	8	8	8	8	8	8	8
Kimberley Prov	2	2	2	2	2	2	2	2	2	2
Kitimat Mun	15	15	16	18	18	18	18	18	20	20
Kitimat Prov	2	2	2	2	2	2	2	2	4	4
Kootenay Boundary Regional Detachment ¹⁹	53	53	53	53	53	53	53	53	53	53
<i>Castlegar Prov</i>	3	3	3	3	3	3	3	3	3	3
<i>Grand Forks Prov</i>	10	10	10	10	10	10	10	10	10	10
<i>Kaslo Prov</i>	3	3	3	3	3	3	3	3	3	3
<i>Midway Prov</i>	4	4	4	4	4	4	4	4	4	4
<i>Nakusp Prov</i>	4	4	4	4	4	4	4	4	4	4
<i>Nelson Prov</i>	6	6	6	6	6	6	6	6	6	6
<i>Salmo Prov</i>	4	4	4	4	4	4	4	4	4	4
<i>Slocan Lake Prov</i>	3	3	3	3	3	3	3	3	3	3
<i>Trail & Greater District Prov</i>	8	8	8	8	8	8	8	8	8	8
Ladysmith Mun	7	7	7	7	7	7	7	7	8	8
Ladysmith Prov	5	5	5	5	5	5	5	5	5	5
Lake Country Mun	12	12	12	12	12	12	13	13	18	18
Lake Cowichan Prov ⁴⁶	10	10	10	10	10	10	10	10	10	10
Langford Mun	28	29	30	30	38	42	42	51	53	58
Langley City Mun	50	50	50	50	50	51	51	51	51	51
Langley Township Mun	134	134	135	138	140	140	144	145	155	155
Lillooet Prov	7	7	7	7	7	7	7	7	7	7

Police Resources in British Columbia, 2021



Authorized Strength by Jurisdiction, 2012-2021, Continued

Policing Jurisdiction ⁴⁶	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Lisims-Nass Valley Prov	4	4	4	4	4	4	4	4	5	5
Logan Lake Prov	3	3	3	3	3	3	3	3	3	3
Lumby Prov	5	5	5	5	5	5	5	5	5	5
Lytton Prov	4	4	4	4	4	4	4	4	4	4
Mackenzie Prov ⁴⁶	10	10	10	10	10	10	10	10	10	10
Maple Ridge Mun	89	93	94	96	97	101	102	102	103	103
Masset Prov	7	7	7	7	7	7	7	7	7	7
McBride Prov	3	4	4	4	4	4	4	4	4	4
Merritt Mun	15	15	15	15	15	15	15	15	17	17
Merritt Prov	5	5	5	5	5	5	5	5	5	5
Mission Mun	50	50	50	50	51	52	53	53	53	53
Mission Prov	5	5	5	5	5	5	5	5	5	5
Nanaimo Mun	140	145	145	145	145	145	145	145	148	151
Nanaimo Prov	6	7	7	7	7	7	7	7	7	8
Nelson City Mun	17	17	17	19	19	19	18	18	18	18
New Hazelton Prov	10	10	10	10	11	11	11	11	12	12
New Westminster Mun	108	108	108	108	110	110	112	112	113	113
Nootka Sound Prov	5	6	6	6	6	6	6	6	6	6
North Cowichan Mun	31	31	31	31	31	31	32	32	32	32
North Saanich Mun	11	11	11	11	11	11	11	11	11	11
North Vancouver City Mun	64	64	64	64	64	65	66	68	68	68
North Vancouver District Mun	91	91	91	91	91	90	89	87	87	87
North Vancouver Prov	2	2	2	2	2	2	2	2	2	2
Northern Rockies Mun ⁴⁶	--	11	11	11	11	--	--	--	--	--
Northern Rockies Prov ⁴⁶	15	4	4	4	4	15	15	15	16	16
Oak Bay Mun	23	23	23	23	23	23	23	23	23	27
Oceanside Prov	12	12	12	12	12	12	12	12	12	12
Oliver Prov ^{18,46}	10	9	9	9	10	10	10	10	11	11
One Hundred Mile House Prov	13	13	13	13	13	13	13	13	13	14
Osoyoos Mun ⁴⁶	--	--	--	--	--	5	5	6	6	6
Osoyoos Prov ^{18,46}	8	9	9	9	9	4	4	4	4	4
Outer Gulf Islands Prov	4	5	5	5	5	5	5	5	5	5
Parksville Mun	16	16	16	16	16	16	17	17	17	17
Peachland Mun ⁴⁶	4	4	4	4	4	4	4	4	4	4
Pemberton Prov	9	9	9	9	9	9	9	9	9	9
Penticton Mun	45	45	45	45	45	45	46	47	47	48
Penticton Prov ¹⁸	7	7	7	7	7	7	7	7	8	8
Pitt Meadows Mun	22	23	22	22	22	23	23	23	23	23
Port Alberni Mun	35	34	34	34	34	34	34	34	34	34
Port Alberni Prov	7	7	7	7	7	7	7	7	8	8
Port Alice Prov	2	2	2	2	2	2	2	2	2	2
Port Coquitlam Mun	67	67	67	67	71	74	74	76	76	76
Port Hardy Prov	12	12	12	12	12	12	12	12	13	13
Port McNeill Prov	8	8	9	9	9	9	9	9	9	9
Port Moody Mun	50	50	51	51	51	51	52	52	52	52

Police Resources in British Columbia, 2021

Authorized Strength by Jurisdiction, 2012-2021, Continued

Policing Jurisdiction ⁴⁶	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Powell River Mun	18	18	18	18	19	19	19	19	20	20
Powell River Prov	5	5	5	5	5	5	5	5	5	5
Prince George Mun	128	128	128	135	138	140	142	142	142	142
Prince George Prov	7	7	7	7	7	7	7	7	7	7
Prince Rupert Mun	36	36	36	36	36	36	36	36	36	36
Prince Rupert Prov ⁵⁰	6	6	6	6	6	6	6	6	8	8
Princeton Prov	7	7	7	7	7	7	7	7	7	7
Quadra Island Prov	4	4	4	4	4	4	4	4	4	4
Qualicum Beach Mun	8	8	8	8	8	8	8	8	8	8
Queen Charlotte City Prov	5	5	5	5	5	5	5	5	5	5
Quesnel Mun	21	21	21	21	21	21	21	23	23	23
Quesnel Prov	9	9	9	9	9	9	9	9	10	10
Revelstoke Mun	12	12	12	12	12	13	13	14	14	14
Revelstoke Prov	2	2	2	2	2	2	2	2	2	2
Richmond Mun ⁴⁴	211	211	212	212	224	235	251	270	270	284
Ridge Meadows Prov	3	3	3	3	3	3	3	3	3	3
Saanich Mun	154	156	156	157	161	161	161	161	166	166
Salmon Arm Mun	19	19	19	19	19	19	19	19	20	20
Salmon Arm Prov	5	5	5	5	5	5	5	5	5	5
Saltspring Island Prov	8	8	8	8	8	8	8	8	8	8
Sayward Prov	3	4	3	3	3	3	3	3	3	3
Sechelt Mun	11	11	11	11	11	11	11	11	11	11
Shawnigan Lake Prov	11	11	11	11	11	11	11	11	11	11
Sicamous Prov	6	6	6	6	6	6	6	6	6	6
Sidney Mun	14	14	15	15	15	15	15	15	15	15
Sidney Prov	4	4	4	4	4	4	4	4	4	4
Smithers Mun	9	9	9	9	9	9	9	9	10	10
Smithers Prov	6	6	6	6	6	6	6	6	6	6
Sooke Mun	11	11	11	11	12	13	13	13	13	13
Sooke Prov	4	4	4	4	4	4	4	4	4	4
Spallumcheen Mun ⁴⁶	3	3	3	3	3	3	3	4	4	4
Squamish Mun	25	25	25	25	25	25	25	25	26	26
Squamish Prov ^{24,25}	7	7	7	7	7	7	7	6	6	6
Stewart Prov	3	4	4	4	4	4	4	4	4	4
Summerland Mun	9	9	9	9	9	9	9	9	9	9
Sunshine Coast Prov ⁴⁶	22	22	22	22	22	22	22	22	22	22
Surrey Mun ^{8,9}	661	673	703	803	819	831	843	843	843	843
Surrey Prov/ Barnston Island Prov ⁵³										1
T'Kumlups Prov	8	8	8	8	8	8	8	8	9	9
Takla Landing Prov	1	1	1	1	1	1	1	1	2	2
Terrace Mun	25	25	25	25	25	25	25	28	28	28
Terrace Prov	7	7	7	7	7	7	7	7	8	8
Texada Island Prov	2	2	2	2	2	2	2	2	2	2
Tofino Prov	8	8	8	8	8	8	8	8	8	8

Police Resources in British Columbia, 2021



Authorized Strength by Jurisdiction, 2012-2021, Continued

Policing Jurisdiction ⁴⁶	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Trail Mun	14	14	14	14	14	14	14	14	14	14
Tsay Keh Dene Prov	2	2	3	3	3	3	3	3	4	4
Tumbler Ridge Prov	5	5	5	5	5	5	5	5	5	5
Ucluelet Prov	4	4	4	4	4	4	4	4	4	4
University Prov	17	17	17	17	17	17	17	17	17	17
Valemount Prov	4	6	6	6	6	6	6	6	6	6
Vancouver Mun	1,327	1,327	1,327	1,327	1,327	1,327	1,327	1,327	1,348	1,348
Vanderhoof Prov ⁵¹	9	9	9	9	10	10	10	13	13	13
Vernon Mun	56	56	56	56	56	56	56	56	56	56
Vernon Prov	12	12	9	9	9	9	9	9	9	9
Victoria Mun ⁴⁶	243	243	243	243	245	245	245	249	249	249
View Royal Mun	8	8	9	9	10	10	10	11	12	12
Wells Prov	3	3	3	3	3	3	3	3	3	3
West Kelowna Mun ⁴⁶	23	23	23	23	24	26	28	29	29	30
West Shore Prov	5	5	5	5	5	5	5	5	5	5
West Vancouver Mun	81	81	80	79	79	79	79	79	79	79
Whistler Mun	24	24	24	24	24	24	24	24	25	25
Whistler Prov	4	4	4	4	4	4	4	4	4	4
White Rock Mun	23	23	23	23	23	23	25	25	25	25
Williams Lake Mun	24	24	24	24	24	25	25	25	25	25
Williams Lake Prov	9	9	9	9	9	9	9	9	9	9

Adjusted strength figures are not available for depictions of 10-year trend data. As a result, only authorized strengths and assigned GD/GIS for the Provincial Service are used in this table.

See *Endnotes and Police Resource Definitions and Data Qualifiers* on page 22 and page 27, respectively for additional explanatory notes.

Endnotes

1. The federal government's contribution is in recognition of the benefits it receives as a result of the RCMP agreements.
2. Members are based out of the Upper Fraser Valley Regional Detachment.
3. There are 6 Lower Mainland District (LMD) Integrated Teams that provide regional police services to participating LMD RCMP Municipal Police Service, RCMP Provincial Police Service and Municipal Police Department: 1) Integrated Homicide Investigation Team (IHIT); 2) Integrated Emergency Response Team (IERT); 3) Integrated Police Dog Service (IPDS); 4) Integrated Forensic Identification Services (IFIS); 5) Integrated Collision Analyst Reconstruction Section (ICARS); and 6) Integrated Internal Investigator (III). **Adjusted strength** is a calculation that adjusts a municipal police agency's authorized strength to account for Integrated Team members who are assigned on a regional basis. For 2020, adjusted strength applies to LMD Integrated Teams participation only. This adjustment is based on a proportional allocation of Full-Time Equivalent (FTE) utilization attributable to each municipality's financial contribution to LMD Integrated Teams for the fiscal year 2020/2021. See page 25 for the definition of authorized strength. Some LMD municipalities' authorized strength already includes or accounts for a portion of Integrated Team members; therefore, not all adjustments are a simple addition to authorized strength. The values reported have been rounded up to the nearest whole number after making the adjustments using exact values from the source data.
4. Total Costs refer to actual costs as reported by each municipality. For RCMP municipal services, total costs include the municipality's share of RCMP contract costs (70% or 90%, depending on population) including integrated team costs, as well as any costs that are borne 100% by the municipality (e.g. accommodation costs). Total costs for municipal police departments refer to 100% of policing costs. As such, comparisons between municipal agencies should be made with caution.
5. Population figures include First Nations reserve populations.
6. The municipalities of North Vancouver City and North Vancouver District include three First Nations reserve lands within their boundaries. The designated land title names for these reserve lands are: Mission 1 (North Vancouver City); and, Seymour Creek 2 and Burrard Inlet 3 (North Vancouver District). Due to inconsistencies in scoring crime data to the appropriate jurisdictions the populations for these reserve lands were assigned to North Vancouver Prov (from 2006 to 2018); prior to 2006 the populations were assigned to North Vancouver District. In 2020, the populations for the reserve lands were realigned from North Vancouver Prov and added to the appropriate municipality. This realignment may result in changes in reporting; crime statistics should be used with caution.
7. In 2021, there were 30 member positions dedicated to airport security at the Vancouver International Airport. These members are administered through the Richmond RCMP Detachment. The strength and cost data for these 30 members is excluded from Richmond because the Vancouver Airport Authority reimburses 100% of the cost to the City of Richmond. Total Vancouver Airport 2021 costs were \$4,811,127.
8. The community constables previously reported in the authorized strength for the City of Surrey have all been converted to regular members in 2020.
9. Phase 1 of the City of Surrey's integrated RCMP/SPS transition period began November 29, 2021. In this phase, the Surrey RCMP Municipal Unit remains the City's police of jurisdiction, and SPS officers are gradually operationally deployed within Surrey Mun. As of December 31, 2021, 29 SPS officers were assigned into Surrey Mun, comprising a portion of its total authorized strength. SPS was staffed with an additional 111 officers who were responsible for building and managing the SPS. The 2021 Surrey Mun costs are inclusive of RCMP policing costs (\$156,466,625) and the start up expenses to establish SPS including operational SPS officer deployment totalling a SPS cost of \$29,217,975.
10. Authorized strengths and their associated costs for the municipal departments have been adjusted to exclude secondments to other agencies (e.g., Justice Institute of British Columbia Police Academy, CFSEU-BC) as cost for these secondments would be borne by the seconded agency.
11. According to the 2016 Canada Census, the municipalities of Armstrong, Fernie and Osoyoos went over 5,000 population, and as a result, became responsible for providing policing within their municipal boundaries. Each of these municipalities signed a *Municipal Police Unit Agreement* with the provincial government for the provision of RCMP Municipal services effective April 1, 2017. Conversely, the population of Northern Rockies Regional Municipality went under 5,000 and, as a result, returned to being a provincial responsibility as of April 1, 2017, therefore it is no longer responsible for policing their municipal boundaries.
12. BC Stats population estimates are used for the purpose of the publication; however, the Canada Census is used for determining policing responsibility under the Police Act. As a result, a municipality may show a population below or above the population range in their respective RCMP Municipal Unit cost share categories.
13. Population figures include Tsawwassen First Nation (TFN) land populations. Since 2007, TFN lands are policed by Delta Police Department under a Police Service Agreement between the City of Delta, Delta Police Board and TFN and not included in reported costs. For consistency with previous reporting, Delta Police Department's authorized strength includes one officer position to deliver enhanced, dedicated policing funded under the FNIPP, under an agreement with Canada, the Province of BC, City of Delta, Delta Police Board and TFN.
14. The Victoria and Esquimalt Police Departments were amalgamated in 2003. In 2021, the population of Victoria was 94,890 persons and Esquimalt's was 18,764 persons. Of the total costs in 2021, \$8,993,989 (14.7%) was paid by Esquimalt for its policing services under the Agreement.
15. The jurisdictional boundaries for Armstrong Prov were realigned when the municipality of Armstrong became responsible for providing policing within their municipal boundary. This may have resulted in inaccurate reporting; therefore, the crime statistics should be used with caution.
16. The Elk Valley Detachment includes Elkford Prov, Fernie Prov, and Sparwood Prov. The Elk Valley Detachment authorized strength total includes one GIS member assigned to the detachment as a whole.

Police Resources in British Columbia, 2021



Endnotes, continued

17. In July 2014, Houston Prov and Granisle Prov were formally amalgamated. Prior to this amalgamation, Houston/Granisle operated in an informally amalgamated manner from two Detachment offices; the main office in the District of Houston and the second in the Village of Granisle. The Granisle office remains and functions as a Community Policing Office.
18. In 2003, Oliver and Osoyoos Prov detachments were restructured into the integrated South Okanagan Detachment. From 2006 to 2012, additional GIS positions were assigned to the Detachment as a whole (in 2012, there were 4 GIS positions assigned to the South Okanagan Detachment). Effective 2013, South Okanagan Detachment de-integrated and Oliver Prov and Osoyoos Prov operate as stand-alone detachments and are reflected in this document as separate entities as they currently exist. The additional 4 GIS positions previously assigned to the South Okanagan Detachment continued to provide services to the wider region. In 2016, one of the 4 GIS shared positions was converted to a GD position and specifically assigned to Oliver. The remaining 3 GIS positions service the wider region and were split equally by adding 0.75 to the authorized strengths of Keremeos Prov, Penticton Prov, Oliver Prov and Osoyoos Prov.
19. The Kootenay Boundary Regional Detachment includes: Castlegar Prov, Grand Forks Prov, Kaslo Prov, Midway Prov, Nakusp Prov, Nelson Prov, Salmo Prov, Slocan Lake Prov, and Trail & Greater District Prov. The Kootenay Boundary Regional Detachment authorized strength total includes eight shared GD/GIS (3 officers in charge and 5 GIS) members assigned to the detachment as a whole.
20. The municipalities of North Vancouver City and North Vancouver District include three First Nations reserve lands within their boundaries. The designated land title names for these reserve lands are: Mission 1 (North Vancouver City); and, Seymour Creek 2 and Burrard Inlet 3 (North Vancouver District). Due to inconsistencies in scoring crime data to the appropriate jurisdictions, the populations for these reserve lands were assigned to North Vancouver Prov (from 2006 to 2018). In 2020, the populations for the reserve lands were realigned from North Vancouver Prov and added to the appropriate municipality. This realignment may result in changes in reporting; crime statistics should be used with caution.
21. In addition to the assigned GD/GIS outlined, the Provincial Support Team was created to be based at Prince George, Terrace and Kamloops as part of the Front-Line Resource Re-allocation initiative in 2020. These 14 positions (PST added an additional 2 positions in 2021) are intended to provide temporary, mobile relief to Provincial Detachment Units throughout the Province.
22. The crime rate has not been included because it is not a meaningful indicator for Ridge Meadows Prov (due to the small residential population and the relatively large amount of crimes occurring within the Provincial Parks).
23. The integrated Ridge Meadows RCMP Detachment is comprised of the following contract jurisdictions: the City of Maple Ridge; the City of Pitt Meadows; and, the Ridge Meadows provincial policing jurisdiction. In 2013/14 the RCMP revised the map boundaries that reside in PRIME-BC for each of the jurisdictions within the Ridge Meadows Detachment. This realignment of jurisdictional boundaries likely resulted in changes in reporting; as a result, CCC volumes and crime rates prior to 2014 for these individual jurisdictions should be used with caution.
24. Squamish Prov includes 1 shared GD/GIS position that is assigned to the Sea-to-Sky Regional Detachment – an RCMP organizational structure that includes Whistler, Pemberton and Bowen Island in addition to Squamish.
25. Previously shown as a provincial GD position, 1 member position provides enhanced dedicated services to the Squamish First Nation reserve lands out of the Squamish Detachment. Due to RCMP changes in reporting lines, this position was re-aligned under the Integrated First Nations Unit, resulting in (-1) to Squamish Prov in 2020.
26. Tofino Prov includes 2 provincial GD positions located in Ahousaht satellite office.
27. Authorized strength includes adjusted strength figures for jurisdictions participating in Lower Mainland District Integrated Teams.
28. Provincial Service represents the number of members assigned to GD/GIS functions at a detachment and does not include members assigned to specialized functions such as traffic enforcement, forensic identification or major case crimes, etc. See data qualifier on page 27.
29. Data for the South Coast British Columbia Transportation Authority Police Service (SCBCTAPS) is not included in this table. In 2021, SCBCTAPS had an authorized strength of 183 positions and cost \$43,716,976 (paid for by TransLink, a private company).
30. Total Population includes 698,548 persons residing within municipalities with populations below 5,000 or unincorporated areas, served by the RCMP Provincial Service in 2021. This figure is not specified within the table under RCMP Provincial Service because it only represents rural/unincorporated detachments. The Provincial Service also provides services to populations served by the entire province.
31. Total Costs for municipalities refer to actual costs for calendar year 2021 as reported by each municipality. For further information, see the Total Costs definition on page 26.
32. Police costs paid by the provincial government represent actual costs paid in fiscal year 2021/22.
33. Police costs paid by the federal government represent actual costs paid in fiscal year 2021/22 for their share of municipal police department integrated homicide investigative team (IHIT), municipal and provincial policing costs only; these figures only represent their share of the contract costs and exclude costs borne by the federal government which are over and above the contract costs. These figures also do not include the costs to Canada for Federal Service members operating in BC.
34. Total Costs for municipal police departments represent 100% of policing costs. Note: IHIT costs (70% cost share) were added to their policing costs.
35. Total Costs for RCMP municipal services include the municipality's share of RCMP contract costs (70% or 90%, depending on population) as well as any costs that are borne 100% by the municipality (e.g. accommodation costs, support staff). Data for dedicated airport security positions at the Vancouver International Airport is not included in this table.

Endnotes, continued

36. Total Costs paid by the provincial government include funding for the Front-Line Resource Re-allocation initiative. Authorized strength at impacted jurisdictions have been updated in this year's publication. The Provincial Support Team provides service throughout Province, and is not included in jurisdiction-specific figures. See endnote 21.
37. Total Costs paid by the provincial government include additional funding for police equipment, contract services and professional fees.
38. Authorized strength includes Aboriginal Community Constable Program members, which are gradually being converted to Community Tripartite Agreement under the First Nations Community Policing Services (FNCPS).
39. In 2021, the authorized strength was 117.5. Costs associated with enhanced police services provided by Delta Police Department to Tsawwassen First Nation (TFN), which are shared by the provincial and federal governments (48% and 52% respectively), are not included within this table. In 2021/22, the provincial government contributed \$95,083 and the federal government contributed \$103,006 for the position providing this enhanced service to TFN. The position is included in the authorized strength for Delta Police Department.
40. Adjusted strength figures are not available for depictions of 10-year trend data. As a result, only authorized strengths are used in this table. See page 27 for the definition of authorized strength.
41. Due to an RCMP calculation error, the 10-Year authorized strength figures for the RCMP Division Administration have been adjusted. See data qualifier 8 on page 28.
42. In 2012, the number of authorized strength positions under Annex A of the *Provincial Police Service Agreement* (PPSA) was adjusted upon signing the 2012 Agreement.
43. The South Coast British Columbia Transportation Authority Police Service (SCBCTAPS) was formed as a transit security department in October 2004 and converted to a designated police unit under the *Police Act* on December 4, 2005.
44. Vancouver Airport Authority signed a supplemental agreement to Richmond's *Municipal Police Unit Agreement* in 2012. At that time, the City of Richmond assumed the administrative and financial functions for payment of enhanced RCMP policing services to the airport through the Richmond RCMP detachment. The airport authority reimburses Richmond 100% of the cost for the airport police. Authorized strength data for Richmond does not include Vancouver International Airport positions.
45. Victoria Airport Authority signed a supplemental agreement to North Saanich's *Municipal Police Unit Agreement* in 2006. At that time, the District of North Saanich assumed the administrative and financial functions for payment of enhanced RCMP policing services to the airport through the North Saanich RCMP detachment. The airport authority reimbursed North Saanich 100% of the cost for the airport police. Effective April 2013, the Victoria Airport Authority agreement for dedicated police services ended and was not continued.
46. The following policing jurisdictions have been opened or closed subsequent to Canada Census results or detachment/departamental amalgamations. Where jurisdictions have been amalgamated, the data shown reflect the total reporting for both the present jurisdiction and the absorbed jurisdiction up to and including the year in which the jurisdictions were amalgamated.
 - 2003: Sparwood Prov, Fernie Prov and Elkford Prov were restructured into Elk Valley Detachment.
Oliver Prov and Osoyoos Prov were restructured into South Okanagan Detachment.
Sechelt Prov and Gibsons Prov amalgamated into Sunshine Coast Prov.
Esquimalt Police Department amalgamated with the Victoria Police Department.
 - 2004: Ditidaht First Nations Self-Administered Police Service (FNSAPS) was closed and Lake Cowichan RCMP provincial detachment assumed policing responsibilities for the area.
 - 2007: As a result of the 2006 Canada Census, the Township of Spallumcheen and the District of Mackenzie went under 5,000 population. Spallumcheen reverted to a provincial service jurisdiction effective April 1, 2007. Mackenzie reverted to a provincial service jurisdiction on April 1, 2008.
 - 2009: The District of West Kelowna incorporated in 2007 with a population exceeding 15,000. The District continued to be policed by the provincial service as part of Kelowna Prov until they signed a *Municipal Police Unit Agreement* effective April 1, 2009. According to the 2006 Canada Census, the District of Kent went over 5,000 population. The District was policed by Agassiz Prov until they signed a *Municipal Police Unit Agreement* effective April 1, 2009.
 - 2010: The former Northern Rockies Regional District incorporated as the first regional municipality in BC in 2009. The Northern Rockies Regional Municipality continued to be policed by the provincial service as part of Fort Nelson Prov until they signed a *Municipal Police Unit Agreement* effective April 1, 2010. The municipality was policed by Northern Rockies Mun from April 1, 2010 to March 31, 2012 (see also below) and the remaining area was policed by Northern Rockies Prov during this time (for the purposes of this table "Fort Nelson Prov" figures are reported under "Northern Rockies Prov").
 - 2012: According to the 2011 Canada Census, the municipalities of Creston, Peachland and Spallumcheen went over 5,000 population and, as a result, became responsible for providing police services within their municipal boundaries. Each of these municipalities signed a *Municipal Police Unit Agreement* with the provincial government for the provision of RCMP municipal services effective April 1, 2012. Prior to 2012, Creston was policed by Creston Prov; Peachland was policed by Kelowna Prov; and Spallumcheen was policed by Armstrong Prov. In addition, due to 2011 Canada Census results, Northern Rockies Regional Municipality (NRRM) fell below 5,000 population, and responsibility for policing the municipality reverted back to the provincial service (Northern Rockies Prov) effective April 1, 2012.

Police Resources in British Columbia, 2021



Endnotes, continued

- 2013: NRRM appealed their Census population figure with Statistics Canada. An investigation was conducted and Statistics Canada revised NRRM's Census count to 5,290. As a result, NRRM again became responsible for policing within its municipal boundaries effective April 1, 2013.
- 2017: According to the 2016 Canada Census, the municipalities of Armstrong, Fernie and Osoyoos went over 5,000 population and, as a result, became responsible for providing policing within their municipal boundaries, effective April 1, 2017. In addition, due to 2016 Canada Census results, Northern Rockies Regional Municipality (NRRM) fell below 5,000 population, and responsibility for policing the municipality reverted back to the provincial service (Northern Rockies Prov) effective April 1, 2017.
- 2022: According to the 2021 Canada Census, the municipalities of Duncan, Metchosin and Oliver went over 5,000 population and, as a result, became responsible for providing police services within their municipal boundaries, effective April 1, 2022. Prior to 2012, Duncan was policed by Duncan Prov; Metchosin was policed by West Shore RCMP; and Oliver was policed by Oliver Prov. These changes in policing responsibility will be reflected in the Police Resources in British Columbia, 2022.
47. In 2017, Comox Mun reduced its authorized strength to 11.3 to reflect the deeming of civilian members into the Federal public service. The deeming date has been postponed and therefore, the authorized strength remains at 11.6 (shown as 12).
48. The Elk Valley Detachment includes three provincial policing jurisdictions: Elkford Prov, Fernie Prov, and Sparwood Prov. Starting in 2010, the Elk Valley Detachment authorized strength total included one GIS member assigned to the detachment as a whole.
49. In July 2014, Houston Prov and Granisle Prov were formally amalgamated. Prior to this amalgamation, Houston/Granisle operated in an informally amalgamated manner from two Detachment offices; the main office in the District of Houston and the second in the Village of Granisle. The Granisle office remains and functions as a Community Policing Office.
50. In 2010, the Coastal Policing Unit in Prince Rupert took over policing of the Kitasoo/Klemtu area; increasing its authorized strength by two members.
51. In 2020, Vanderhoof Prov increased by 3 members; 1 converted from a specialized position and 2 officers reallocated from within the Provincial Service.
52. In March 2020, the City of Pitt Meadows initiated a process to seek to de-integrate from the Ridge Meadows RCMP Detachment and to have the Pitt Meadows RCMP Municipal Unit operate from a stand-alone detachment. Upon completion of a review by RCMP "E" Division and the development of a transition plan, the Ministry approved the City's request in October 2021 with the changes to take full effect upon completion of the detachment building (estimated late 2024).
53. Barnston Island Prov (formerly Surrey Prov), a provincial jurisdiction, currently receives service from Surrey RCMP Detachment. With the City of Surrey's transition to the Surrey Police Service, the Province is working towards a new service delivery model for continued provision of service to Barnston Island under the terms of the Provincial Police Service Agreement. Historically, Surrey Prov statistics were included in Surrey Mun results. Reporting adjustments will be addressed in subsequent publications.
54. Cariboo Chilcotin Crime reduction resources became permanent in June 2021. This includes 6RM and 2.5PSE working out of North District Headquarters.

Police Resources in British Columbia, 2021

Key Impacts on Crime Statistics

Comparisons of crime statistics between jurisdictions, provinces, and years should be made with caution, as many factors influence police-reported crime statistics other than actual changes in crime, such as: global events, demographic changes, social and economic trends, police reporting practices, public reporting practices to police, technological advancements, legislative amendments, local police service priorities, and social perceptions and attitudes towards certain crimes.

Impact of the Global COVID-19 Pandemic

Many shifts in crime trends in 2021 may be attributable to the global COVID-19 pandemic, as was also the case for 2020. The decreases in property crime first observed in 2020 continued throughout 2021 with people tending to stay home more often, reducing contact with others, and using the Internet more often than prior to the pandemic.

In contrast, violent crime incidents increased in 2021 after falling in 2020. While the violent crime rate did not change substantially from 2020, the Violent Crime Severity Index did increase considerably, indicating an increase in the number of serious violent crimes relative to other types. In particular, the number of incidents of sexual assault level 1 increased. This increase may have been partially attributable to more opportunities for strangers to commit sexual assaults in 2021 compared to 2020, as pandemic restrictions on gatherings were relaxed. The loosening of pandemic restrictions may also have made it easier for victims to come forward and for third parties to be able to identify signs of abuse.

More analyses of the impact of the COVID-19 pandemic and other factors influencing the 2021 police reported crime statistics can be found at:

<https://www150.statcan.gc.ca/n1/pub/85-002-x/2022001/article/00013-eng.htm>

Impact of Uniform Crime Reporting (UCR) Scoring Rule Changes

In January 2018, Statistics Canada updated the definition of “founded” incidents to improve the tracking of offences with complex characteristics, such as sexual assault, and to address broader inconsistencies in how crime statistics were reported in the Uniform Crime Reporting (UCR) survey.

Police agencies across BC implemented these scoring rule changes in January 2019 which may have affected BC’s crime data for 2019. It is anticipated that police services will become increasingly accustomed to the new standards and, as they do so, data should become more comparable.

More information about the UCR Survey and these scoring rule changes can be found at:

<https://www150.statcan.gc.ca/n1/pub/85-002-x/2018001/article/54973-eng.htm>

<https://www150.statcan.gc.ca/n1/pub/85-002-x/2020001/article/00010-eng.htm>

Police Resource Definitions and Data Qualifiers

1. **Population figures** are estimates prepared annually by BC Stats, based on the results of the Canada Census which is conducted every five years. These estimates reflect only the permanent residential population of a jurisdiction. Where a jurisdiction serves as a resort, business or entertainment centre, it may have substantial “part-time” or transient/seasonal populations in addition to its permanent resident population, such as tourists, cabin owners, commuters, students, and seasonal staff. These temporary populations groups are counted in population figures within the jurisdiction of their place of residence and not the jurisdiction in which they may be temporarily visiting or working. Note: the 2021 population estimates provided by BC Stats were based on the Statistics Canada 2016 Census boundary geographies adjusted in accordance with current police jurisdiction boundaries.
2. **Authorized strength** represents the maximum number of positions that the detachment or department has been authorized to fill as of December 31st of each calendar year. The authorized strength for both municipal RCMP services and municipal police department jurisdictions (Mun) represents the number of sworn officers/members and sworn civilian officers/members assigned to a detachment or department, but does not include non-sworn civilian support staff, bylaw enforcement officers, the RCMP Auxiliary program or municipal police department reserve police officers. The authorized strength for Provincial Service jurisdictions (Prov) represents the number of sworn members assigned to General Duty and General Investigation Service (GD/GIS) functions at a detachment but does not include members assigned to specialized functions such as traffic enforcement, forensic identification or major case crimes, etc. The assigned strengths for provincial service jurisdictions are obtained from RCMP “E” Division Headquarters. The authorized strengths for RCMP municipal jurisdictions are obtained from Annex A of each municipality’s *Municipal Police Unit Agreement* (MPUA). (**Note:** Due to inconsistencies in counting Integrated Team members some Lower Mainland District (LMD) municipalities’ authorized strengths are not comparable and may reflect some, none or all integrated team members. Policing and Security Branch is working with the RCMP and LMD municipalities to achieve consistency in Annex A, authorized strengths. For 2021, a separate “adjusted strength” figure for these municipalities has been calculated to show the net adjustment to authorized strength to account for Integrated Team members. Adjusted strength figures are not included in tables showing ten year authorized strength trends). Authorized strengths for municipalities policed by municipal police departments are collected annually from each department. The exact values from the source data was used, however values reported have been rounded up to the nearest whole number, unless otherwise shown. Due to the differences in the organizational structure of each type of unit and methods of collecting authorized strength data, comparisons between RCMP provincial, RCMP municipal, and municipal police jurisdictions should be made with caution.
3. **Adjusted strength** is a calculation that adjusts a municipal authorized strength to account for Integrated Team members who are assigned on a regional basis. For 2021, adjusted strength applies to LMD Integrated Team participation only. The Integrated Teams member adjustment is based on a proportional allocation of Full-Time Equivalent (FTE) utilization attributable to each municipality’s financial contribution to the LMD teams for the fiscal year 2021/2022. Some LMD municipalities’ authorized strength already includes or accounts for a portion of Integrated Team members; therefore, not all Integrated Teams’ adjustments are a simple addition to authorized strength. The values reported have been rounded up to the nearest whole number after making the adjustments using exact values from the source data.
4. **Case loads** are defined as the number of *Criminal Code* offences (excluding drugs and traffic offences) per authorized strength. They represent the workload per officer, and as a result, are often a better indicator of the demand for police services than either a jurisdiction’s population or its crime rate. The case load is calculated by dividing the total number of *Criminal Code* offences in the calendar year by the authorized strength as of December 31st of the same calendar year. (**Note:** The adjusted strength has been used to calculate the case loads for municipal units participating in Lower Mainland District Integrated Teams). Please refer to recent changes in the impact on UCR scoring rules on page 24.

Police Resource Definitions and Data Qualifiers, Continued

5. **Total Criminal Code Offences** includes property, violent, and other crimes (excluding drugs and traffic offences). **Number of offences** represents only those crimes reported to, or discovered by the police which, upon preliminary investigation, have been deemed to have occurred or been attempted; these data do not represent nor imply a count of the number of charges laid, prosecutions conducted, informations sworn or convictions obtained. These data have been recorded by the police utilizing the Uniform Crime Reporting 2 (UCR2) Survey scoring rules and guidelines. If a single criminal incident contains a number of violations of the law, then only the most serious violation is counted for purposes of this statistic. Please refer to recent changes in the impact on UCR scoring rules on page 24.
6. **Crime rate** is the number of *Criminal Code* offences or crimes (excluding drugs and traffic) reported for every 1,000 persons. It is a better measure of trends in crime than the actual number of offences because it accounts for population differences. A high crime rate may indicate that a municipality is a “core city”, i.e., a business and/or entertainment centre for many people who reside outside, as well as inside, the municipality. As a result, “core cities” may have large part-time or temporary populations which are excluded from both their population bases and their crime rate calculations. Please refer to recent changes in the impact on UCR scoring rules on page 24.
7. **Total Costs** refer to actual costs as reported by each municipality, collected annually from the PSB administered Municipal Police Expenditure Survey. For municipalities policed by the RCMP, total costs include the municipality’s share of RCMP contract costs, including integrated team costs, (i.e., either 70% or 90% depending on population) plus those costs borne 100% by the municipality which are over and above the contract costs, such as support staff and accommodation. Total costs do not include costs for bylaw enforcement or victim services programs, capital expenditures (such as major construction projects), or revenues. There is some variation between jurisdictions with respect to the cost items that are included in their policing budgets and reflected in total costs, so caution should be used if comparisons are being made. As a result of variances in reporting practices, in 2017, the Municipal Policing Expenditure Survey was amended to include amortization/depreciation costs as part of the Accommodation costs. Previous iterations of the survey and scoring rules did not specifically articulate the inclusion of the amortization/depreciation costs and was added to standardize practices from all municipalities.
8. The data contained in this report may vary when compared with previous reports produced by Policing and Security Branch. Where variances occur, the report produced at the latest date will reflect the most current data available.
9. Populations, crime rates and case loads are only three of the many factors used to determine the strength and organization of a police agencies. A number of other factors, such as size and accessibility of the area to be policed and traffic volume are also taken into consideration. In addition, case loads and crime rates do not reflect the time spent by police providing general assistance to the public, participating in crime prevention programs, or enforcing traffic laws.
10. Comparisons between municipal police departments, RCMP municipal and RCMP provincial services should be made with caution.

DATA SOURCES:

Crime:	Statistics Canada. 2021. Incident-based crime statistics, by detailed violation and police services, British Columbia, annual, 1998 to 2021 (Table 35-10-0184-01). Released and accessed on August 3, 2022. https://www150.statcan.gc.ca/t1/tbl1/en/tv.action?pid=3510018401
Populations:	BC Statistics, Ministry of Labour, Citizens' Services and Open Government, BC.
Police Costs and Resources:	Royal Canadian Mounted Police, “E” Division; Policing and Security Branch; Municipal Police Departments; Municipalities.
DATE:	December 2022



Staff Report to Committee of the Whole

DATE: Monday, February 27, 2023

DEPARTMENT: Administration

SUBJECT: Staffing Update - 2023 Budget Requests

BACKGROUND:

Population growth in the City of Langford has risen 31.8% since 2016. As the fastest growing municipality per capita in BC, City departments continue to see increased workloads. To effectively maintain existing service levels as the City continues to grow and to meet the evolving needs of a larger community, it is recommended that the City add six (6) additional full-time positions and convert one existing regular part-time position to a regular full-time position in 2023. The City may also be required to add additional Municipal Employees at the West Shore RCMP Detachment, based on additional RCMP Members funded by the City.

COMMENTARY:

Staff recognize that this report is being brought to Council in advance of the completion of a Strategic Plan for the City, which may create the need for additional positions; however, the following requested positions are the minimum that staff believe are necessary to maintain service levels in the context of growth and an evolving community.

1. Arts, Culture and Economic Development Coordinator (regular, full-time)

Existing Funding	\$0.00
Actual Budget Impact 2023*	\$51,610 (7 months in 2023)
Actual Annual Budget Impact 2024*	\$93,390 (based on 2023 rates)

*Including benefits

The Economic Development and Events department is currently made up of one (1) Senior Manager of Business Development & Events, one (1) Marketing & Communications Coordinator, one (1) Corporate Support Administrative Assistant, and one (1) Receptionist.

In 2022, the City created and opened Station Avenue, which has introduced additional workloads related to the ongoing operations of the business incubators. To ensure the vendors are supported so their businesses can thrive, and so that the City maintains a close to zero vacancy rate of the business incubators, staff must dedicate time to building relationships and actively engaging with potential

vendors. At the same time, the City is experiencing high demand from the local business community, and increased interest in businesses looking to relocate to Langford. These pressures, while important, are limiting the department's ability to expand communications channels/programs with the public.

Therefore, staff have identified the need for a dedicated Arts, Culture and Economic Development Coordinator, which would support the growing demands of the local business community, businesses looking to relocate to Langford, and the demands of the Langford Station, while also providing the City with increased capacity for other important work, such as communications.

Recommendation:

The City hire one (1) regular, full-time dedicated Arts, Culture & Economic Development Coordinator. This position will focus on:

- Supporting Economic Development initiatives
- Supporting Station Avenue
- Supporting Arts & Culture grants and initiatives across the City
- Supporting City events

Impact on Service Levels:

Critically, the introduction of this new position will significantly increase the capacity for the department, allowing the team to update/improve the City's engagement/communication program and to take on new/related projects.

2. Parks Facilities Coordinator (regular, full-time)

Existing Funding	\$0.00
Actual Budget Impact 2023*	\$58,105 (7 months in 2023)
Actual Annual Budget Impact 2024*	\$105,143 (2023 rates)

*Including benefits

The Parks and Recreation department is currently made up of one (1) Director of Parks, Recreation & Facilities, one (1) Senior Parks Technologist, one (1) Parks Technologist, one (1) Parks and Landscape Design Technologist, one (1) Parks Planning Coordinator, and one (1) Parks Administrative Coordinator.

In 2022, general facilities maintenance was added as a dedicated function to the department. Prior to 2022, the City did not have a dedicated facilities function, with this work being completed through the coordination of many different managers and employees within the City.

The City currently owns and supports the maintenance of over 45,000 square feet of space, including:

- City Hall

- Two (2) public libraries
- Bryn Maur Building
- Multiple washrooms
- Jordie Lunn Bike Park Clubhouse
- 3680 Trans Canada Hwy (the Finlayson Arm property)
- City Centre Park and Starlight Stadium
- The trolley building
- Multiple residential houses (which the City has acquired for other strategic purposes)

Since the addition of the facilities function to the department, there has been a noticeable increase in staff time being diverted to the management of all the City facilities. Without a dedicated facilities coordinator position, all staff in the Parks department have been pitching in to support facilities maintenance issues as they come up, which is impacting their ability to complete their own dedicated work. Staff are currently spending, on average, a combined total of 30+ hours per week supporting facility issues. Should a facilities coordinator be added to the department, it would allow all other positions to focus on their core responsibilities and provide broader departmental support, if there is time remaining in a work day/week.

Recommendation:

The City hire one (1) regular, full-time dedicated Parks Facilities Coordinator. This position will focus on:

- Coordinating building maintenance for all City-owned facilities
- Supporting proactive, long-term planning related to City-owned facilities
- Creating and implementing facilities maintenance schedules

Impact on Service Levels:

The addition of a Parks Facilities Coordinator will provide relief to all existing Parks department employees, giving them time back to dedicate to their regular work. It will also allow the City to engage in pro-active maintenance and management of all City facilities by way of the creation of maintenance schedules and long-range planning, which will generally decrease costs associated with facilities projects. Critically, the addition of a Parks Facilities Coordinator will give existing Parks staff more time to address natural area concerns brought forward by management and the public.

3. Records Assistant (regular, full-time)

Existing Funding	\$0.00
Actual Budget Impact 2023*	\$46,484 (7 months in 2023)
Actual Annual Budget Impact 2024*	\$84,115 (2023 rates)

*Including benefits

With the growth in both population and employees, and with the addition of Committee of the Whole and more frequent meetings of Council and committee, the Legislative Services department continues to experience increased workloads related to the management of Council and committee meetings. Historically, administrative support for Council and committees was provided by one employee on a half time basis, who also completed Human Resources (HR) administrative work with the remainder of their time. To facilitate increased demands on both Legislative Services and HR (each of which are critical functions), the City has restructured the Legislative Services department, so that it is now made up of one (1) Deputy Director of Corporate Services, one (1) Manager of Contracts & Agreements, two (2) Legislative Services Administrative Coordinators (instead of one), one (1) FOI Administrative Coordinator, one (1) Records Administrative Coordinator.

This restructuring put additional focus on the agenda and minutes processes, but ultimately removed one employee from the department, to provide full-time administrative support to HR. However, this necessary restructuring has created a gap in the Records function of the Legislative Services department. This means that all entry records-related work is being placed on the sole Records Administrative Coordinator, who is then unable to provide the necessary coordinator level support to departments.

Recommendation:

The City hire one (1) regular, full-time Records Assistant. This position will focus on:

- Completing property records requests
- Supporting the Records Administrative Coordinator in general records management
- Completing scanning requirements for the City

Impact on Service Levels:

The addition of a Records Assistant will allow the City to maintain current workloads related to records management, while also providing an opportunity for the Records Coordinator to address identified gaps in employee training and general reviews of records management policies and procedures. This will help to ensure the City continues to meet all legislated requirements related to record-keeping and privacy of information and will create efficiencies in each department in the City with regards to records management processes.

The City has not added support to the Records management function since 2015. The request for a Records Assistant is to maintain historical staffing levels related to records management, as the restructuring to provide needed support to Council and Committee agendas and HR has impacted resources available for this function.

4. Senior Accountant (regular, full-time)

Existing Funding	\$0.00
Actual Budget Impact 2023*	\$69,867 (7 months in 2023)
Actual Annual Budget Impact 2024*	\$126,427 (2023 rates)

*Including benefits

Plus

5. Accounting Technician (regular, full-time)

Existing Funding	\$0.00
Actual Budget Impact 2023*	\$51,961 (7 months in 2023)
Actual Annual Budget Impact 2024*	\$94,026 (2023 rates)

*Including benefits

Currently, the Finance Department consists of one (1) Director of Finance, one (1) Deputy Director of Finance, one (1) Financial Analyst, three (3) Accounting Technicians, and one (1) Accounting Assistant. While the department is functioning and achieving the goals of the department and financial reporting requirements, the growth within the City (i.e. increased property tax folios, increased Accounts Payable, increased payroll) and additional reporting requirements has meant that resources are stretched extremely thin. There are also pending retirements in key positions in the department, projected to be in the next 1-3 years, that require continued succession planning.

The payroll function is currently done on a part-time basis by one of the Accounting Technicians in addition to that role fulfilling a number of other finance functions within the department. As the City continues to grow and adds positions at City Hall, the Fire Department, and the West Shore RCMP detachment, there are increased workloads and pressures added onto the payroll function.

The Deputy Director of Finance position currently conducts or supervises all work related to Financial reporting, asset management, property taxes, accounts payable and accounts receivable. This has been sustained given the historical knowledge of the current incumbent, however, as the City continues to grow there are increased pressures on this function which highlights a need to adequately resource the department to ensure proper financial transparency and reporting requirements are met.

With possible upcoming retirements in critical positions within the department in the next 1-3 years, the City is currently working on succession plans for these positions. As part of the succession planning, and in order to maintain service levels, the addition of multiple positions is required.

Recommendation:

The City hire one (1) regular, full-time Senior Accountant and one (1) additional regular, full-time Accounting Technician.

The Senior Accountant will focus on:

- Assisting in developing and maintaining financial and reporting systems, liaising with the City's auditors, preparing annual year-end financial statements, audit working papers and statutory financial reports, including account reconciliation and analysis
- Assisting with property taxes

The Accounting Technician will focus on:

- Accounts receivable
- Accounts payable
- Property taxes
- Assuming the general finance functions from the Payroll Coordinator to allow that position to focus on payroll

Impact on Service Levels:

The addition of a Senior Accountant will allow the City to continue succession planning efforts within the department. It will provide a dedicated position for financial reporting, ensuring the City is able to meet all reporting requirements.

An additional Accounting Technician will allow the City to have a dedicated payroll position, which is necessary for an employer with approximately 150 employees. This will also ensure the City continues succession planning efforts within the department and provide cross-over and business continuity for this critical function.

6. Community Patrol Officer (regular, full-time)

Existing Funding	\$0.00
Actual Budget Impact 2023*	\$24,275 (4 months in 2023)
Actual Annual Budget Impact 2024*	\$76,872 (2023 rates)

*Including benefits

The Community Safety & Municipal Enforcement (Bylaw) Department is currently made up of one (1) Manager of Community Safety & Municipal Enforcement, one (1) Senior Bylaw Enforcement Officer, two (2) Bylaw Enforcement Officers, two (2) Community Patrol Officers (CPO), two (2) seasonal CPO, one (1) Part-Time Administrative Assistant, and multiple casual Bylaw Enforcement Officers.

Over the last few years, the department has experienced a notable increase in the numbers of public complaints and general workload demands due to the rising population in the City. This has highlighted a demonstrated need for additional support at the CPO level to provide additional coverage to the Bylaw Enforcement team specifically in ensuring the publics' expectations with respect to parking enforcement are met and to ensure safety of staff given the rise in the unhoused population (given the recent death of a Burnaby RCMP officer during a bylaw enforcement call).

Recommendation:

Extend one summer/seasonal CPO position to the end of 2023 in a full-time capacity, and to confirm that CPO position as regular, full-time position into 2024 and beyond.

Presently, the departmental budget already anticipates that two (2) seasonal bike patrol positions will run from April until September 30.

Impact on Service Levels:

The addition of another regular, full-time CPO will ensure the department has the staffing levels to meet increased workload and meet or exceed all safety requirements under WorkSafeBC. The additional CPO will allow all Bylaw Enforcement staff attending high risk calls to have back-up with them or on call, ensuring that no employee is left to work alone. This will enable the department, and in particular, the senior bylaw enforcement officer, to dedicate the necessary time to other bylaw matters occurring across the City.

7. Administrative Assistant - Bylaw (conversion to regular, full-time)

Existing Funding	\$64,000
Actual Budget Impact 2023*	\$9,151 (7 months in 2023)
Actual Annual Budget Impact 2024*	\$20,115* (2023 rates)

*The annual cost including benefits of a full-time Administrative Assistant less existing funding for the regular part-time position

As previously noted, the Bylaw Enforcement Department is experiencing increasing numbers of public complaints and emerging workload demands year over year, which means the role of the department's Administrative Assistant is more crucial to maintaining current inward and outward service levels. Administrative duties such as fielding incoming telephone complaints for transference to Officers in the field, reliable daily maintenance of the MTI ticketing systems for Court processes, and the increasing need to prepare, proof and deal with correspondence, internal reports, and more, now demands this position be staffed five days per week. Further, the City has been unable to roll out the Bylaw Enforcement Notice Adjudication System, approved by Council more that 18 months ago, due to a lack of resources in this role.

Recommendation:

The City convert the existing regular, part-time position to a regular, full-time position at an increase of 14 hours per week.

Impact on Service Levels:

Converting the existing regular part-time (3 days per week) Administrative Assistant to a regular full-time (5 days per week) position will allow the department to keep up with the increasing number of calls and complaints at current service levels. Having additional administrative support will take away the need for Bylaw Enforcement Officers and CPOs to conduct general administrative tasks, which will increase efficiencies as they are more able to properly dedicate their time and work effort to focus on complex investigative tasks they are trained for.

Bylaw Enforcement is the only department within the City operating without at least one (1) full-time Administrative Assistant. With the number of full time and Auxiliary/Casual Officers being relied upon to address public complaints or deal with community safety issues, the need for proper internal support and coordination is paramount. Delays in correspondence and reporting functions may lead to Court cases being unattended and dismissed and some internal functions being set back or missed entirely.

8. Municipal Employees – West Shore RCMP Detachment

Existing Funding	\$0.00
Actual Budget Impact 2023*	\$50,000 (7 months in 2023)
Actual Annual Budget Impact 2024**	\$82,000 (2023 rates)

*Based on an average annual cost of \$80,000 per ME.

**Based on an average annual cost of \$80,000 per ME and includes the bargained 2.5% annual increase.

Pursuant to the Memorandum of Understanding between the Province of BC and Municipal Police Detachments, the City is required to provide support staff to the West Shore RCMP detachment. These support staff provide administration and analyst support and help to ensure proper and efficient operations of the detachment. The current 20-year agreement covers the period beginning April 1, 2012, and ending March 31, 2032.

The City and the West Shore RCMP detachment has generally tried to maintain a general strength ratio of RCMP officers to Municipal Employees (MEs). The current ratio is 3:1, meaning for every three (3) RCMP officers, the City provides one (1) ME to support the administration and operations of the detachment. Currently, the City funds 61 RCMP officers and employs a total of 21 full-time equivalent (FTE) MEs (for a current ratio of 2.90). Note that the City's two municipal managers at the detachment are excluded from this ratio. As such, the City is already more than meeting the agreed upon ratio of RCMP officers to MEs.

Should the number of RCMP officers funded by the City become greater than 63, the City will be required to add one (1) ME. While not every ME is paid the same, the average cost to the municipality per ME is approximately \$80,000 including benefits.

Recommendation:

That the City hire one (1) Municipal Employee should Council approve the addition of more than three (3) RCMP officers in 2023.

FINANCIAL IMPLICATIONS:

The City's Employee Salary Policy provides for a salary range for each position, and for that reason, the budget that is included in the Five Year Financial Plan for wages is calculated at 90% of the max annual salary for the position in the first year, and 95% of the max annual salary on-going. The calculations in this report reflect the same approach. The benefits load (cost of benefits) is calculated at 25% of wages. Where the position being requested requires a new job description (one that does not currently exist within the City), an estimated classification level and corresponding pay rate is used for the calculation. The final classification of the position may vary, based on the finalized job description.

Costs for 2023 are calculated based on the number of months the position may be filled, considering budget approval and posting timelines.

As noted in previous reports, in 2023, a 1% tax increase equals approximately \$380,000. The additional Arts, Culture, and Economic Development Coordinator, Parks Facilities Coordinator, Records Assistant, Senior Accountant, Accounting Technician, Community Patrol Officer and the conversion of one (1) regular part-time Administrative Assistant to regular full-time, will have an impact on property taxes in 2023 as follows:

Position	Department	2023 Tax Impact	2024 Tax Impact
Arts, Culture & Economic Development Coordinator	Administration	\$51,610	\$93,390
Parks Facilities Coordinator	Parks	\$58,105	\$105,143
Records Assistant	Legislative Services	\$46,484	\$84,115
Senior Accountant	Finance	\$69,867	\$126,427
Accounting Technician	Finance	\$51,961	\$94,026
Community Patrol Officer	Bylaw Enforcement	\$24,275	\$76,872
Administrative Assistant – Bylaw	Bylaw Enforcement	\$9,151	\$20,115
City Hall Totals		\$311,457	\$600,088

Municipal Employee	Police Services	\$50,000	\$80,000
Police Services Totals		\$50,000	\$80,000

Overall Totals		\$361,457	\$680,088
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The proposed positions, including at the RCMP detachment, will have an approximate 0.95% impact on property taxes in 2023. Overall, the proposed positions will have an approximate 1.79% impact on property taxes in 2024.

It is worth noting that for 2023, it is projected that the City will receive approximately \$1,750,000 tax revenue due to Non-market Change (new property tax revenue associated with growth) and while this revenue will be realized regardless of the positions added, it is reflective of the need for these positions due to growth and can be seen to offset some, or all, of the tax increase impact associated with the addition of these positions.

LEGAL IMPLICATIONS:

None.

OPTIONS:

Option 1

THAT Committee of the Whole directs staff to include the following positions in the 2023 Budget and 2023 – 2027 Five Year Financial Plan for consideration:

- a. One (1) regular full-time Arts, Culture & Economic Development Coordinator;
- b. One (1) regular full-time Parks Facilities Coordinator;
- c. One (1) regular full-time Records Assistant;
- d. One (1) regular full-time Senior Accountant;
- e. One (1) regular full-time Accounting Technician;
- f. One (1) regular full-time Community Patrol Officer;

AND

- a. The conversion of one (1) regular part-time Administrative Assistant - Bylaw to regular full-time;

AND

- a. The addition of one municipal employee at the RCMP detachment for every three officers added.

OR Option 2

THAT Committee of the Whole directs staff to include one or more of the above roles in the 2023 budget and 2023-2027 Five Year Financial Plan.

OR Option 3

THAT Committee of the Whole does not support the addition or conversion of any full-time or temporary positions at this time.

SUBMITTED BY: Christie Klein, Manager of Human Resources

Concurrence: Donna Petrie, Senior Manager of Business Development and Events

Concurrence: Chris Aubrey, Fire Chief

Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities

Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works

Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision

Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance

Concurrence: Marie Watmough, Deputy Director of Corporate Services

Concurrence: Braden Hutchins, Director of Corporate Services

Concurrence: Darren Kiedyk, Chief Administrative Officer