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## Protective Services Training Center

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Business Case Committee

## Executive Summary

Since 2019, Kamloops Fire Rescue (KFR) has worked to develop and enhance the City's fire training center. The Training Center was previously located across Bunker Road, and was utilized by KFR members, external clients, and Municipal and Government employees to educate them in Fire Prevention strategies and tactics. Since the facility was relocated to the current site, it has struggled to achieve the capabilities necessary to qualify trainees with the mandatory Office of the Fire Commissioner Playbook competencies. This means KFR must send staff out of town to complete specialized training, such as Fire Officer, hazmat, and for certain live fire courses. This proposal will summarize a plan to not only enhance the existing training center capabilities, but also an expansion in scope to provide training capabilities and cost sharing avenues between KFR, the Royal Canadian Mounted Police (RCMP) and Community Services. All three agencies will come together to build a training center for decades to come. The Kamloops RCMP has given significant consideration on how they can enhance the ability of law enforcement officers to safely respond to more complex and challenging armed conflict situations. Providing local options for RCMP and KFR members in as many skills as possible will save hundreds of thousands of dollars annually, that are traditionally spent sending members away for training. Examples of enhancements and resulting training options that could be delivered locally include:

- An indoor 100-meter covered firearms range.
- A large warehouse style building that can be used for Immediate Action Rapid Deployment and scenario-based training of approximately 4,000 sq ft, and Space for Community Services to run the Candidate Physical Ability Test, de-escalation and self defense evolutions.
- An expansion of available shared classroom space.
- Enhanced burn buildings to allow real-time training in a facility designed to simulate live fire scenarios.
- Parking lot designed for driver training, RCMP motorcycle and electric bike course.
- Enhanced hazardous materials props.

It is proposed that the facility will be located within the City of Kamloops, in the Civic Operations Yard adjacent to the existing KFR Training Facility. It is envisioned this expansion will create new synergies between the three agencies and support a safer community.

This expanded scope of the Training Centre also provides an opportunity to incorporate local RCMP training amenities. Currently, both firearms and Immediate Action Rapid Deployment training to local RCMP officers is challenging and costly. Regional firearm ranges and training facilities do not meet the ever-increasing mandatory training requirements, and travelling outside of the Interior for this training is becoming ever costlier, more time consuming and reduces the total number of officers available in Kamloops. Furthermore, there is very limited opportunity for Kamloops RCMP officers to advance their training and skills beyond mandatory requirements. It is acknowledged that the current structure creates cost and time inefficiencies with regards to officer training and therefore limits the skill levels of the officers serving the City of Kamloops and surrounding region. Having

access to a local range, scenario warehouse and classroom space would greatly mitigate these challenges.

Recently, discussions have commenced with Thompson Rivers University (TRU) on a joint use of the Training Facility for their wildfire and potentially a structural firefighting program. If implemented, Kamloops would become the only regional training centre of this kind in the Interior of British Columbia. TRU would be looking to construct dormitories, classrooms, and Emergency Operations Training spaces, as well as utilizing the infrastructure the City has on site. Once the project is scoped and approved, grant funding would be pursued to assist in the construction of this infrastructure.

In an effort to manage the extensive scheduling of a facility like this, an FTE would be added to manage all the scheduling/administrative day to day booking of the facility. The cost for this position would be approximately \$97,000 annually.

Currently, the use of the training centre by outside agencies is low due to the limited capabilities that can be offered to meet training requirements. By completing the upgrades and expansion, the centre would be much more attractive for surrounding fire agencies, law enforcement, and industry partners to utilize for training. The additional revenue generated from these external training will help to offset the capital and operating costs of the training centre.

## Situational Overview (Terms of Reference)

With ever increasing costs to City (Kamloops Fire Rescue and Community Services) and RCMP operating and capital budgets, creative ways to maintain training in the most efficient way possible must be explored. Training costs continue to rise for all three agencies, and they are challenged to meet or enhance minimum training requirements. Modern, clean training environments are essential infrastructure needed to provide required instruction and protect the long-term health of the users. This local training infrastructure also maximizes member availability, reduces travel costs, and allows for improved work-life balance.

The classroom building at the existing Training Centre was designed for a second classroom to be added on to the northwest side. This would expand the available space for internal and external training and allow multiple groups to conduct learning simultaneously. The added space would increase the functionality of the building considerably. Additionally, this classroom facility is currently on a wireless internet connection, which has speed and reliability concerns. To provide a more stable and redundant internet solution to the classrooms and facility, it is recommended to run fiber optic internet connectivity to the centre. The estimated cost of this initiative is \$317,000 but provides considerably more reliable connectivity. This would allow for the potential to use the facility as a departmental or larger emergency operations centre during a significant emergency event, which is currently not viable under the current connectivity configuration.

The current fire training centre possesses many essential training props and equipment but is lacking in some key infrastructure needed to ensure members and outside agencies are fully qualified per the Fire Commissioners Playbook. To meet these requirements and to move into the next phase of the centre's development, additional enhancements are needed. These include upgrades to the driver training area of the parking lot, improvements to the existing burn building, and a stand-alone prop used to simulate a fire flashover event. These props create as realistic of a scenario as possible, with the reduction or elimination of

carcinogens. A flashover is an extremely dangerous fire situation in which the combustible materials and built-up gases ignite simultaneously and poses a significant risk of death or serious injury to firefighters. The frequency of these events has increased dramatically due to more prevalent usage of highly flammable synthetic materials in modern homes. As such, it is critically important for firefighters to train to recognize and mitigate these situations.

To support the RCMP training initiatives, a 100-meter, shooting range is required, along with a 4,000 square foot warehouse to be used for scenario training. It is estimated that approximately 300 RCMP officers would use the proposed Kamloops based facility. Of these officers, over 140 are from the Kamloops RCMP detachment while the remaining would stem from the surrounding area and other protective services agencies. Collectively, the identified user groups would require approximately 15,000 mandatory hours of firearms training in the proposed 100-meter range. RCMP representatives have suggested the proposed facility would also empower Kamloops RCMP officers to exceed mandatory firearms training requirements. Additionally, it is evident that there is a need for approximately 5,500 hours of officer classroom time for Kamloops and regional officers, further supporting the need for additional classroom space at the training centre.

The utilization of the proposed facility is expected to grow as local and regional forces grow in parallel with the overall population of Kamloops and region. Based on the existing mandatory training regime of the RCMP, fire and rescue, and other protective services agencies, it is estimated that the facility would generate revenues of approximately \$213,000 once reaching full operations. There would also be additional economic spinoffs to the city through increased travel into the community by regionally based agencies. Attached are letters of support from surrounding agencies that have expressed their desire to utilize this expanded training centre. These rental opportunities will help to offset the centre's operating costs, and fund the replacement reserve contributions towards future upgrades.

In addition to these revenues, estimates suggest that a facility of this nature in Kamloops would lead to approximately \$218,000 in cost savings in year one of the facility's full operation, resulting from savings related to travel for the RCMP requirements alone. Kamloops Fire Rescue and Community Services would additionally save a combined \$44,000 per year in travel costs.

Along with classroom space for Community Services Officer training, Community Services requires access to gymnasium space to support physical and self-defence training as well as fitness testing of recruits. This space can likely be combined under one facility with the RCMP amenities to maximize efficiencies. For example, the range facility could be on the lower level, with the scenario and gymnasium space in a second story above. The total construction costs of this combined RCMP/Community Services facility will be determined through the design and planning funding requested. Once a design and construction cost estimates are in place, the plan will be brought back to Council for final approval.

The facility is expected to have minimal operational and maintenance costs. This is due to the proposed approach of the facility's operation and that City staff will not be responsible for day-to-day maintenance. Additionally, the facility's booking system would leverage the City's existing facility booking/reservation systems, which will limit the facility's direct administrative costs. Operating and maintenance costs are currently estimated to be \$45,000 per annum. Reserve contributions of a combined \$100,000 have also been included to fund future asset management and prop replacement at the training centre.

TRU and the City have recently begun preliminary discussions around a joint Regional Training Centre model for the site. This would benefit the existing TRU Wildfire Firefighting program, as well as act as a launch point for a Structural Firefighting program at the university. This program would be the only one of its kind in the Interior, and would be a significant attractor for those pursuing a career in firefighting. TRU's needs would include classroom spaces, dormitories, and an Emergency Operations Centre training facility. Additionally, the program would utilize the Training Centre props and amenities to provide on-site training to students. Federal and Provincial grants would be pursued to support the projects once final plans have been approved.

To support the expanded training centre, a new position would be required to facilitate bookings, connect with external agencies to generate revenue opportunities, and oversee the cleaning and maintenance activities on the site. An office space and furnishings will be included in the design and cost estimates of the additional classroom expansion.

## Options (Alternatives) Considered

**Option 1. Status Quo.** All agencies continue with current methods of securing training in facilities out of town. As mentioned above, the RCMP would continue to spend approximately \$222,000 a year traveling for firearms training alone. KFR would spend about \$33,000 and Community Services would spend \$11,000, on out-of-town training.

**Option 2. Phased Approach of an Expanded Multi-Agency Training Centre.** Create a facility that includes the props, shooting range, classroom expansion, gymnasium, scenario warehouse and supporting infrastructure. The enhancements would be spread-out over multiple years.

## Financial Considerations (Benefit/Cost Analysis)

### Option 1: **Status Quo**

| <i>Description of Costs</i> |             | <i>2027</i> | <i>2028</i> | <i>2029</i> | <i>2030</i> | <i>2031</i> |
|-----------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Capital:                    | <b>KFR</b>  | -           | -           | -           | -           | -           |
|                             | <b>RCMP</b> | -           | -           | -           | -           | -           |
|                             | <b>CSO</b>  | -           | -           | -           | -           | -           |
|                             |             |             |             |             |             |             |
| <i>Total Capital</i>        |             | -           | -           | -           | -           | -           |
| Operating:                  | <b>KFR</b>  | -           | -           | -           | -           | -           |
|                             | <b>RCMP</b> | -           | -           | -           | -           | -           |
|                             | <b>CSO</b>  | -           | -           | -           | -           | -           |
|                             |             |             |             |             |             |             |
| <i>Total Operating</i>      |             | -           | -           | -           | -           | -           |
| <b>Total Spend By Year</b>  |             | -           | -           | -           | -           | -           |

| <i>FTE Requests with Description</i> |  | <i>2027</i> | <i>2028</i> | <i>2029</i> | <i>2030</i> | <i>2031</i> |
|--------------------------------------|--|-------------|-------------|-------------|-------------|-------------|
|                                      |  | -           | -           | -           | -           | -           |

### Option 2: **Phased Approach for an Expanded Multi-Agency Training Centre**

| <i>Description of Costs</i> |                                  | <i>2027</i>      | <i>2028</i>      | <i>2029</i>        | <i>2030</i>      | <i>2031</i>      |
|-----------------------------|----------------------------------|------------------|------------------|--------------------|------------------|------------------|
| Capital:                    | <b>RCMP</b>                      |                  |                  |                    |                  |                  |
|                             | Shooting Range - Design          | \$318,000        | \$437,000        | -                  | -                | -                |
|                             | Scenario Warehouse - Design      | 48,000           | 55,000           | -                  | -                | -                |
|                             | <b>KFR Training Centre</b>       |                  |                  |                    |                  |                  |
|                             | Burn Building Props              | -                | -                | -                  | \$388,000        | -                |
|                             | Paving                           | -                | -                | -                  | -                | \$491,000        |
|                             | Classroom Addition               | -                | -                | \$874,000          | -                | -                |
|                             | Redundant Fiber Optic Connection |                  | -                | 317,000            | -                | -                |
|                             | Flashover Prop                   | -                | 312,000          | -                  | -                | -                |
|                             | <b>CSO</b>                       |                  |                  |                    |                  |                  |
|                             | Gymnasium - Design               | 133,000          | 138,000          | -                  | -                | -                |
| <b>Total Capital</b>        |                                  | <b>499,000</b>   | <b>942,000</b>   | <b>1,191,000</b>   | <b>388,000</b>   | <b>491,000</b>   |
| Operating:                  |                                  |                  |                  |                    |                  |                  |
|                             | External Revenue                 | -                | -                | (\$8,000)          | (\$116,700)      | (\$213,100)      |
|                             | Wages (CUPE)                     | -                | -                | -                  | 97,000           | 97,000           |
|                             | Training                         | -                | -                | -                  | 2,200            | 2,300            |
|                             | Utilities                        | -                | -                | 5,300              | 23,000           | 23,700           |
|                             | Janitorial                       | -                | -                | 3,200              | 16,500           | 17,000           |
|                             | Maintenance                      | -                | -                | 2,100              | 11,000           | 11,300           |
|                             | Asset Management Reserve         | -                | -                | -                  | 55,000           | 55,000           |
|                             | Equipment Reserve                | -                | -                | -                  | 45,000           | 45,000           |
|                             | Travel Costs Avoided             | -                | -                | -                  | (175,000)        | (262,300)        |
| <b>Total Operating</b>      |                                  | <b>-</b>         | <b>-</b>         | <b>2,600</b>       | <b>(42,000)</b>  | <b>(224,100)</b> |
| <b>Total Spend By Year</b>  |                                  | <b>\$499,000</b> | <b>\$942,000</b> | <b>\$1,193,600</b> | <b>\$346,000</b> | <b>\$266,900</b> |

| <i>FTE Requests with Description</i> |             | <i>2027</i> | <i>2028</i> | <i>2029</i> | <i>2030</i> | <i>2031</i> |
|--------------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| Staff (CUPE)                         | Coordinator | -           | -           | 1           | -           | -           |

## Risk Analysis

Travel costs will continue to rise and put pressures on RCMP, KFR and Community Services operating budgets.

Groups will face operational challenges as the population of Kamloops and the surrounding area increases, which will drive growth in incident volumes. Increased volume will put a strain of operational effectiveness when members are out-of-town for training, therefore either adversely impacting the ability to train or requiring additional FTE resources to be added to maintain capacity.

## Proposed Schedule

It is recommended that this business case budget be approved for the 2027 year.

Planning, procurement and construction of the KFR props and the classroom addition is to begin in 2027 into 2028.

Design and cost estimates of the RCMP range, scenario and gymnasium facilities will begin in 2027 with final cost estimates to be brought back to Council in 2028. Construction will commence in summer of 2028 with an estimated completion target of spring 2030.

### Conclusion/Recommendation

Option 2 is recommended.

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### To be Completed by the Corporate Services Department

### Proposed Funding Options

There would be no impact to the 2026 budget as this business case is proposed for 2027 - 2031

| Funding Sources             | 2027      | 2028      | 2029        | 2030      | 2031      |
|-----------------------------|-----------|-----------|-------------|-----------|-----------|
| Taxation                    | \$499,000 | \$942,000 | \$1,193,000 | \$346,000 | \$266,900 |
| % of funding impact         | 0.29%     | 0.50%     | 0.59%       | 0.16%     | 0.12%     |
| Impact of average house tax | \$9.55    | \$17.86   | \$21.97     | \$6.29    | \$4.87    |
| Total                       | \$499,000 | \$942,000 | \$1,193,000 | \$346,000 | \$266,900 |