

To: Council in Committee of the Whole

From: Ron Diskey, Commissioner,
Community Services Department

Report Number: CNCL-20-189

Date of Report: November 19, 2020

Date of Meeting: November 26, 2020

Subject: 2020 Fire Master Plan and Community Risk Assessment

File: F-5000

1.0 Purpose

The purpose of report CNCL-20-189 dated, November 19, 2020 is:

1. To provide Council with an updated 2020 Fire Master Plan and Community Risk Assessment (F.M.P. and C.R.A.) as completed by Dillon Consulting Limited.
2. To obtain Council direction on how the F.M.P. and C.R.A. are to be implemented.

Owing to the length of the F.M.P. and C.R.A. a copy it is not attached but a complete copy is available on our website, however paper copies have been provided to members of Council.

Attachment 1 is a copy of the Executive Summary from the 2020 Fire Master Plan and Community Risk Assessment.

Attachment 2 is the Communique from the Office of the Fire Marshall (O.F.M.) dated October 6th, 2020 concerning staffing levels and firefighter safety.

2.0 Recommendation

It is recommended to City Council:

1. That Council consider the options outlined in the 2020 Fire Master Plan and Community Risk Assessment (F.M.P. and C.R.A.) and the input from the Fire Chief and Senior Fire Services Leadership Team and establish the appropriate level of fire suppression service for the community.
2. That pursuant to Report CNCL 20-189, Council endorse the 2020 Fire Master Plan and Community Risk Assessment, including Council and Operational recommendations, and input from the Fire Chief and Senior Fire Services

Leadership Team as strategic direction for Oshawa Fire Services over the term of the plan.

3. That future operating and capital budget considerations as outlined in 2020 Fire Master Plan and Community Risk Assessment be presented to Council when appropriate through future budget submissions as part of the City's regular annual budget planning process or separate reports as appropriate.
4. That the update to the 2019 Development Charges Background Study and By-law, to commence in 2021, address the recommendations of the 2020 Fire Master Plan and Community Risk Assessment and Council direction in order to maximize the collection of development charges.

3.0 Executive Summary

N/A

4.0 Input From Other Sources

- Chief Administrative Officer
- Fire Chief and the Fire Services Senior Leadership Team
- Development Services
- Finance Services
- Human Resource Services
- Dillon Consulting Limited has completed an analysis of Fire Services operations and has prepared the Fire Master Plan
- Oshawa Professional Firefighters Local 465 (O.P.F.F.A)
- International Association of Firefighters (I.A.F.F.) Affiliate Washington DC
- The Public and other stakeholders

5.0 Analysis

5.1 Background

On December 18, 2012, Council considered CM-12-55 on the 2013 Fire Master Plan. The Five-Year Review of the Fire Master Plan and Community Risk Assessment Presentation, prepared by Oshawa Fire Services (O.F.S.), was distributed at the June 25, 2018 Council Meeting and received as information on July 3, 2018.

Report CNCL-18-74 dated August 9, 2018 concerning "Sole Sourcing of Peer Review and Community Risk Assessment", was presented to Council in Committee of the Whole on August 14, 2018 recommending that the Manager, Purchasing Services be authorized to negotiate a single source contract with Dillon Consulting Limited in an amount not to exceed \$44,000 excluding taxes; and, that funding in the amount of \$44,000 required for the peer review be funded from the Admin Growth Studies Development Charge Reserve, which was not approved by Council. However, a recommendation was approved that staff report back at the earliest meeting to present on the Community Risk Assessment.

In October of 2018 Council received the Geographic Information System Emergency Services Response Capabilities Analysis Report (2018 I.A.F.F. Report) prepared by the I.A.F.F. at the request of the Local 465 O.P.F.F.A.

Report CS-19-07 dated January 16, 2019, concerning an Updated Fire Master Plan including a Community Risk Assessment was presented to the Community Services Committee on January 21, 2019.

On January 28, 2019 Council approved that pursuant to Report CS-19-07:

1. A consultant be retained in 2019 to prepare a new Fire Master Plan including a Community Risk Assessment to be funded from the Administrative Studies Development Charge Reserve at an estimated cost of \$160,000 exclusive of H.S.T.; and,
2. That the report be based on a true 10 year plan, basing the forecasts on rapid growth, moderate growth and low growth; and,
3. That the terms of reference include a response to the IAFF GIS Emergency Services Response Capabilities Report dated October 2018; and,
4. That the terms of reference include a review of the service levels and response times for the next 10 years; and,
5. That the terms of reference include a study for future Fire Hall Station 7 with recommendations as to its location. This inclusion does not indicate approval of the construction or location of Fire Hall Station 7.

Council provided direction on June 10, 2019 that the recommendation as outlined in Report FIN-19-47, dated May 29, 2019, that the Manager, Purchasing Services be authorized to award a contract to Dillon Consulting Limited to implement the Council direction per Report CS-19-07, Updated Fire Master Plan including a Community Risk Assessment, dated January 21, 2019 and passed by Council on January 28, 2019.

5.2 Fire Master Plan & Community Risk Assessment Process

After an extensive tender process, Dillon Consulting was awarded the 2020 Fire Master Plan and Community Risk Assessment. Dillon Consulting conducted an extensive consultation process with collaboration and input from the sources as outlined in Section 4.0, which includes a range of internal and external stakeholders. The process for external stakeholder consultation included, a Community Information Open House, Connect Oshawa (Feedback form), and targeted stakeholder interviews for businesses, institutions and groups. Dillon Consulting engaged the members of the I.A.F.F. Local 465 Executive on 4 occasions for input into the Fire Master Plan and Community Risk Assessment.

During the F.M.P. process the scope of work was amended to allow the Association further input, additional fire suppression performance analysis, development of municipal comparator analysis and to develop a preliminary findings presentation for Council on

November 28th, 2019, and a second presentation for Council in which the public would be invited to attend this Council meeting as a delegation to provide feedback, and/or ask questions related to the report which was held on September 23, 2020.

Regulation 378/18, concerning the Community Risk Assessment (C.R.A.), as informed by the Technical Guideline-02-2019, was developed by the Office of the Fire Marshall and Emergency Management, which identifies the importance of ensuring fire risk reduction and mitigation strategies as well as understanding the significance of community fire risk. In July 2019, under the authority of the Fire Protection and Prevention Act (F.P.P.A.), regulation 378/18, Community Risk Assessment became legislation. The City's 2020 F.M.P. was developed and informed by the 2020 Community Risk Assessment (C.R.A.).

5.3 Supporting Facts

O.F.S. responds to over 5,000 emergency responses over 147.5 square km², of which 49.3 square km² is rural as defined by the City of Oshawa Official Plan. The F.M.P. has identified High, Medium and Low growth scenarios and two key areas, Kedron and Columbus of future growth within the defined urban area.

With Council support, there have been increases in both capital and operating investments in staffing, fire stations and equipment, all of which support our strategic vision and reinforce our priority for public safety. The current F.M.P. and C.R.A. has clearly laid out the risks concerning fire protection and the O.F.S. historical data and response capabilities. With over 75 years of front line experience, the Fire Chief and the Fire Services Senior Leadership Team has the competent experience to provide advice and guidance to Council on fire protection for the City of Oshawa. Staffing decisions within the Fire Services Branch should also take into consideration any financial implications of COVID-19 and the current Interest Arbitration proceedings between the Corporation and I.A.F.F. Local 465, and future growth of the City.

As legislated by the Fire Protection and Prevention Act, and referenced in the attached Communique by the Ontario Fire Marshal dated October 6, 2020, (Attachment 2) the decision to set, alter or adjust fire protection service levels, lies with Council and informed by advice and guidance of the Fire Chief. The safety of our citizens and firefighters while supporting the Oshawa Strategic Plan 2020-2023 of Financial Stewardship & Economic Prosperity, Social Equity and Accountable Leadership are considered with staffing recommendations. The role of the Chief Fire Official is to manage the service, interpret supporting historical data, risks, and inform Council.

In April 2017 an Aerial truck was relocated from Station 1 to Station 3 with 4 staff. This complied with the recommended 6 Station model approved by Council in the 2013 F.M.P. Staffing was not cut. This improved our Aerial coverage within the City, specifically in Wards 1 and 2. Since 2005, Council has approved 25 new positions within Fire Services. The Fire Chief and the Fire Services Senior Leadership Team does not agree with claims that the City is in a crisis or that residents and firefighters are at risk. There is no supporting historical data to substantiate this claim. Our firefighters operate under competent incident commanders in a unified command system, guided by standard operating guidelines/procedures. O.F.S. does not have a history of firefighter injuries while operating on fire scenes. A review of the last five years of O.F.S. / CAD data and Incident

Officer Reports, returned zero (0) incidents of firefighters injuries or fatalities on scene of working fires. This department prides itself on maintaining workplace safety to minimize injury in the workplace, as does the City of Oshawa.

The Community Risk Assessment, C.R.A., is a process of identifying, analyzing, evaluating and prioritizing decisions about the provision of fire protection services. As identified in the C.R.A., the largest risk in our building stock in our City remains Group C residential housing units, 93.41% (i.e. single-family dwellings). The historical trend for service levels is to plan your community for the identified risk, in Oshawa it is Group C Residential. We currently meet or exceed the National Fire Protection Association (N.F.P.A.) standard and benchmarks that require 17 firefighters on scene to a Group C classification fire.

The N.F.P.A. 1710 standard was designed for a broad range of jurisdictions across North America. It is important to note, Ontario has more stringent fire and building codes not generally found in many USA jurisdictions. The N.F.P.A. 1710 standard is not legislated in Ontario and was not specifically designed within the Province of Ontario. The standard provides Council with recommended service levels along with other supporting input such as the F.M.P. and C.R.A.

Additionally, in 2019, Fire Underwriters Survey assessed the City of Oshawa's fire defenses for the primary purpose of fire insurance grading and classification. In the City's hydrant protected area, O.F.S. achieved a Dwelling Protection Grade (DPG) of Class one, (1). This assesses the protection available for small buildings such as single-family dwellings, (Group C), used by Personal Lines Insurers. Class one (1) is the highest grade a municipality can achieve.

Oshawa Fire Services was also assessed on Public Fire Protection Classification (P.F.P.C.), which is a numerical grading system scale from one (1) to ten (10) that is used by Commercial Lines Insurers. The P.F.P.C. grading system evaluates the ability of a community's fire protection programs to prevent and control major fires that may occur in multi-family residential, commercial, industrial, institutional buildings and during the course of construction developments. O.F.S. improved our grade from Class three (3) from our last assessment to Class two (2). Class one (1) being the highest grade possible.

Fires, injuries and fatalities cannot be predetermined. However, we can predict with historical data and verified facts, that if occupants involved in a fire are trapped due to non-compliance of working smoke alarms without early notification, the risk to life is enormous to both residents and firefighters. The Fire Chief and the Fire Services Senior Leadership Team agree with the statement that our firefighters will take extreme risks to save lives. Maximizing the first two lines of defense as outlined in the F.M.P. to achieve early detection, Smoke/CO Alarms compliance along with Prevention, Education and Enforcement are all essential will save lives and reduce risks to firefighters. The Office of the Fire Marshall (O.F.M.) scene investigators have publicly stated, your chances of survival are negligible when firefighters arrive, if you do not have early detection along with home escape plans. Buildings can flash in as little as 3 minutes. The N.F.P.A. standard itself allows the first 4 firefighters to arrive on scene in 6 minutes and 24 seconds. (Call Processing, Turnout, Travel Time), exceeding the flashover window as illustrated in the Fire Propagation Curve within the F.M.P. Your chances of surviving a fire are 100% if you are waiting out on the sidewalk when firefighters arrive. Establishing that O.F.S. meets the

N.F.P.A. 1710 standard in its entirety means, you meet the standard as written with no exceptions. Council needs to be aware that not meeting the standard in its entirety will be subject to interpretation of litigators. O.F.S. should continue to implement changes and improvements such as reducing our dispatch and turnout times, decreasing our total response times and working towards benchmarks, historical standards and data. One truck added to Station 1 will not meet the N.F.P.A. 1710 standard in its entirety. As referenced in the O.F.M. Communique, "Staffing Levels and Firefighter Safety" (Attachment 2), the Ontario Fire Marshall has endorsed the use of four (4) firefighters on a response apparatus. The O.F.M. further states that four (4) firefighters with proper standard operating guidelines and procedures and trained and competent Incident Commanders, are capable of initiating firefighting activities and making on scene decisions prior to the arrival of additional crews. The study and science the I.A.F.F. is referring to found that four-person firefighting crews were able to complete 22 essential firefighting and rescue tasks in a typical residential structure 30 percent faster than two-person crew and 25 percent faster than three-person crews. Crews of two, three, four and five firefighters were timed as they performed 22 standard firefighting tasks. Those tasks included search and rescue, fire extinguishment, laddering and ventilation. O.F.S. staffs 4 person crews on every pumper and aerial. The study also confirms the most common and deadly fires occur in single-family residences, Group C Residential. The study compared on scene arrival times of units, a "close" arrival at **60s** and a "far" at **120s**. (Important to note the **far** arrival is similar to our current response capability). Additionally, the study looked at the overall scene time to complete all 22 tasks. With a 4 person crew with a "close" **subsequent response**, the time recorded was 15 minutes and 44 seconds. The Overall scene time with the "far" **subsequent response** (which closely matches our current response) was 15 minutes and 48 seconds. A four second difference.

5.4 Fire Master Plan & Community Risk Assessment Recommendations

Dillon Consulting identified a total of 40 operational recommendations across all 6 divisions in Oshawa Fire Services and a total of 6 Council recommendations. The analysis within the F.M.P. illustrates the City of Oshawa is providing a level of fire protection services equal to, or better than its municipal comparators while adhering to current industry guidelines and standards as outlined in the Executive Summary (Attachment 1).

Following the recommendations in the preliminary report of the F.M.P. , Council approved 3 of the 6 Council recommendations in which sufficient funding within the City's 2020 operating budget be allocated to hire an Assistant Deputy Fire Chief, Communications Officer and hire three firefighters as identified within the preliminary analysis of the fire master planning process.

The operational recommendations are summarized in Attachment 1, Table 47 of the F.M.P. There are a total of 40 operational recommendations identified:

Division	Operational Recommendations
Administration	11
Fire Prevention & Education	13
Training	5

Division	Operational Recommendations
Fire Suppression	3
Communication	6
Emergency Management	2
Total	40

5.5 Input from Fire Chief and Fire Services Senior Leadership Team

Based on an extensive review of the department and evaluation of the F.M.P. and C.R.A., consultation with the Fire Chief and the Fire Services Senior Leadership Team, public consultation, and input from the I.A.F.F. Local 465 executive and I.A.F.F. report, the Fire Chief and Fire Services Leadership Team offer the following advice and guidance to Council.

- a) Legislated in the FPPA, it clearly states it is the responsibility of the Fire Chief to inform Council for the purpose of fire protection services, not the Labour Union.
- b) The Fire Service is a publicly funded organization and determining fire protection based on historical data and analysis is imperative. Recommendations as outlined in the F.M.P. and C.R.A. provide Council with the supporting documentation to set the level of service for the City of Oshawa.
- c) Endorsed by the 2020 F.M.P. and C.R.A., O.F.M. Communique, “Staffing Levels and Firefighter Safety” (Attachment 2), Ontario Fire Chiefs and most recently the Ontario Professional Firefighter Association President, the first two lines of defense being public fire safety education and fire safety standards and enforcement are key to increasing public safety. The third line of defense, fire suppression, should be informed by the identified risk in the Community Risk Assessment, C.R.A. As identified, our greatest risk is Group C residential, 93.41% of the current building stock. The prioritization of fire safety should first focus on the first two lines of defense.
- d) Acknowledging the future growth in Wards 1 and 2, Oshawa Fire Service will require substantial investments in fire protection within this defined area. This could happen sooner and will depend on a range of factors including servicing, market demand, and landowner interest. As identified in the F.M.P., it will be important to monitor how growth occurs and adjust the implementation of F.M.P. accordingly to add additional resources and to undertake an annual review of the C.R.A.
- e) As identified in the F.M.P. our service is achieving a deployment of four firefighters within a four-minute travel time 79.2% of the time to fire suppression incidents. O.F.S. is not different from most municipalities with staffing fire stations. Our current staffing model has single truck stations at Stations 1, 4, 5, and 6. Two trucks are fully staffed at Stations 2 and 3. One Rescue truck at Station 5 and a tanker at Station 6 are jump trucks or staffed when staffing permits. Since 2005, the City’s population has grown 18% and OFS call volume did decreased 37% or 3,370 fewer calls. The F.M.P. has determined overall call volume for the last six (6) years has increased 31.67% indicating we are trending upwards in call volume, but we have not reached the 2005 numbers. Pumper at Station 1, averages (6.2) calls per 24-hour shift and has a current

idle time or (time available to respond) at 91%. As referenced in the F.M.P. the current workload of pumper 21 is 2.73 hours per 24-hour shift. A review of 2019 showed the average time on scene for all call types was 16 minutes and 38 seconds. For fire related events, our average on scene time was 28 minutes and 10 seconds. Note, significant events do occur and require longer on scene times but it is important to note this is not a normal daily event. The methodology used in Oshawa to staff fire stations is consistent with urban fire services. Our fire station location template utilizes apparatus responding collectively when required. The theory of raiding fire stations is simple not accurate and may be misleading. O.F.S. has the appropriate number of stations and apparatus to support our current call volume. After efforts such as continuous improvements and modernization of the fire service have been implemented, and when call volumes dictate, further analysis to add apparatus will be recommended.

- f) Outlined in the F.M.P. in Option 6, to become fully compliant with N.F.P.A. 1710 standard, O.F.S. will require a conservative investment of 100 firefighters, new apparatus, and equipment and implement a 9-Station model with relocations of existing fire Stations 1 and 4. A \$41.5 M dollar capital investment including yearly increases to operating budgets in the form of wages and benefits, officer rate differential, Additionally we would need four (4) district chiefs, self-contained breathing apparatus (S.C.B.A.), bunker gear, uniforms and all other related forms of firefighting equipment and training costs.
- g) With Council support, Fire Services added the Communication Officer in March of 2020. To date, the department has seen tremendous improvements into operations, performance and technology within the Communications Division. After further analysis and review of our operations, the Fire Chief and the Fire Services Senior Leadership Team fully support Option 1, referenced in the F.M.P, by working towards continued improvements on call processing time and turnout times. With rigorous oversight and collaboration within our Communications and Suppression Divisions, and the implementation of response countdown clocks in the apparatus bays of every fire station along with G.P.S tracking systems, we can reduce, or exceed the N.F.P.A. 1710 standard / benchmarks, by reducing the total response times.
- h) There may be significant value and improvement of the existing service level in Fire Station 1, by implementing a Rapid Response Vehicle as outlined in Option 2 in the F.M.P. at an estimated cost of \$640K. Already in the 2021 capital budget, is a request to purchase a Hazardous Materials Response Vehicle that could also be utilized as a rapid response vehicle. O.F.S. has experienced a larger volume in, medicals (26% of our annual call volume), false alarms, (22.51%) and motor vehicle accidents / rescues, (19.82%) then fire incidents, (4.33%). The call volume specifically in the Station 1 area is primarily medical calls generally related to our unsheltered population and drug use and addiction. This option will allow the service to respond to the majority of the calls that Pumper 21 is currently responding to. A multi-purpose 2-person rescue vehicle (rapid response vehicle) would benefit the department. This vehicle would not be a pick-up truck as previously referenced, but a multipurpose rescue vehicle, with many benefits to the department. Identified in the F.M.P., medical responses have increased 83.25% since 2014 and remains our highest percentage of calls. In 2019, OFS

responded to 1,772 medical calls and 203 fires. Fires include all reported fires many are minor in nature and require one or two apparatus. As of November 1, 2020, Pumper 21 at Station 1 responded to 717 medical calls and 140 reported structure fires 16 of which were structure fires with damage over \$5k. A staffing option for consideration would be a redeployment of existing staff within Stations 1, 2 and 4. This will allow the department to continue to meet the NFPA 1710 Standard by responding 17 firefighters to any Group C residential fire occurring in the response area of Stations 1, 2 and 4. Increasing departmental staff can be evaluated in future budgets.

- i) Adding enhanced responses to the Fire Chief and the Fire Services Senior Leadership Team, (Senior Officer on call, Chief, Deputy Chief or Assistant Deputy), to respond in the event of a second fire incident, upon notification will provide additional incident command support. Along with a redeployment model /policy with the current Rescue truck at Station 5, this would provide 17 firefighting personnel on scene at a potential second call for Group C Residential fires. Additionally during the day, additional staff can be drawn from the training division to further augment our total on scene response capability.
- j) Firefighters currently work 7 or 8, 24 hour shifts per month. Over the last 5 years, measures such as aggressive recruiting, overstaffing and the introduction of the 24-hour shift, (2016) have not produced any substantial decrease in absenteeism and overtime. Currently 82% of overtime generated is attributed to unexplained absenteeism, (staff calling in prior to the start of a shift). The average yearly sick day taken in suppression from 2016 to 2019 is 5.9 days. That is the equivalent of 17.7 eight-hour days or 3,818 days over a four-year period. During this period, the department has run short 84 times, for the full 24 hour shift, and partially short up to 12 hours, 109 times. As of November 13th, 2020, \$806,958 has been expended from the overtime suppression budget of \$800,000. A detailed analysis and collaboration with Senior Staff, firefighters and the Oshawa Firefighters Association Executive on decreasing reoccurring illness and unexplained absenteeism along with health and wellness improvements could help reduce both sick time taken and overtime costs. Essentially getting to the route of the problem and promoting Health & Safety to reduce absenteeism.
- k) As referenced in the F.M.P., subject to a comprehensive workload analysis for the Fire Prevention and Public Education Division staff, the Fire Chief and the Fire Services Leadership Team supports the hiring of a fire prevention inspector in the short-term and an additional fire prevention inspector coordinated with the opening of the proposed future Fire Station 7. Additionally, training and certification of N.F.P.A.1031 Fire Inspector and 1035 Fire Educator will be advanced for our existing fire suppression staff supporting the first two lines of defense as outlined in the F.P.P.A., F.M.P./C.R.A. Many municipalities such as Toronto are utilizing this approach with great success. 82.6% of fires occur in Group C residential dwellings. Maximizing our staff compliment of 164 suppression Firefighters and working towards certifying qualified fire prevention inspectors on every responding apparatus in prevention, education and enforcement we dramatically improve fire safety, specifically in our Group C building stock,

(93.41%). Essentially having more boots on the ground to tackle the ongoing issues of non-compliance will work to control the current epidemic of non-compliance in this City. The absence of working smoke and CO alarms is a risk to both residents and firefighters. Increasing our inspection capabilities and providing greater enforcement with fire and building codes will increase public and firefighter safety.

- l) The health and safety of our community and fire service staff is and should remain a priority. As our experienced firefighters retire, it is critical we have facilities to train new young inexperienced staff on fires and emergency responses. Funding of a training facility (\$1.5 M), along with Air Purification units for front line apparatus, (25K) and improvements to washing and maintaining protective bunker gear (4 new extractors totaling \$150K) will dramatically improve firefighter health & safety and help to reduce the cases of occupational disease that cost the City millions of dollars in compensation. Looking at a 10-year window, this would be a onetime investment to the corporation today of approximately \$1.6 million. Training along with Health and Wellness is fully supported by the International Firefighters Association, I.A.F.F.
- m) Considering the use of Dynamic Deployment could have a positive impact on our deployment models. Utilizing staff at peak times where the demand or call volume is highest will maximize efficiencies and provide greater resources during those periods. This implementation would be a step forward to modernize the Fire Service. As referenced in the I.A.F.F report, (page 81) the peak times for Oshawa Fire services are from 8am to 11pm. The F.M.P. has identified our peak period is between 8am and 10pm. A crew staffed 8am to 12am would cover this period, supporting the peak periods.
- n) The legislation in the Fire Protection and Prevention Act (F.P.P.A.) is clear to support the use of both Mutual Aid when large-scale events stretch municipal services and Automatic Aid agreements with neighbouring municipalities to lessen outlying gaps that may exist in our community. Both Automatic and Mutual Aid agreements are referenced in the F.M.P.
- o) The system for deploying the resources of the Fire Service was put in place decades ago. Today there needs to be clarity of our purpose and a culture which fosters change and flexibility. Centered on the need for modernization and continuous improvement to maintain the fire services at a sustainable level, the following initiatives should be maintained and or advanced:
 - 1. Supporting the three lines of defense with emphasis placed on the first 2 lines of defense by detailed analysis and use of statistical data such as Environics to target Public Education and Safety, allows the department to develop and advance community fire safety prevention initiatives.
 - 2. Expansion of GPS tracking systems within fire services.
 - 3. Investing in a Live Fire Training center to training our firefighters and introducing common training standards will increase firefighter safety.

4. Increasing Health and Safety initiatives in respiratory protection by installing additional extractors in every fire station to wash bunker gear directly after use and adding air-purifying units in all our front line apparatus.
5. Implementation of tablets in both our frontline units and Fire Prevention Division.
6. Transition to City View Reporting structure to better coordinate Fire, Building and Municipal Law Enforcement Services and Licensing to provide efficient customer service to our residents.
7. Certification of N.F.P.A. 1031 and 1035 in Fire Prevention Inspection and Public Education, increasing enforcement and fire safety and community risk.
8. The use of Dynamic Deployment, maximizing our resources when required at significant times. The ability to deploy resources differently from the present requirements are substantial.
9. Implement, monitor and assess departmental practices that reduce absenteeism. Areas such as PTSD, physical injuries and health and wellness.
10. Improving procurement and using best practices to source firefighting equipment such as single source apparatus will streamline our current fleet. This will allow a standard and unified operation which will reduce maintenance costs and equipment downtime.
11. Explore additional revenue opportunities within our fire service Communications Division.
12. Developing diversity in our recruiting practices.
13. Continued collaboration with post-secondary institutions through the Teaching City Oshawa program, working in conjunction with the Innovation and Transformation branch to continuously innovate and research fire service improvements.

6.0 Financial Implications

Financial implications with respect to the recommendations contained within the Fire Master Plan will be addressed, as appropriate in conjunction with the annual review of the Community Risk Assessment and annual operating and capital budget process or separate reports, as appropriate.

On December 6, 2019, a motion that Council approve the addition of four additional fire suppression staff and the hiring be funded in the 2020 Operating budget and that the Overtime Budget for Oshawa Fire Services be reduced by \$300,000 was tabled by Council until the Dillon Report is received by Council.

7.0 Relationship to the Oshawa Strategic Plan

This report addresses the Oshawa Strategic Plan by responding to the goals of “Financial Stewardship & Economic Prosperity, Social Equity and Accountable Leadership by developing funding and implementing a F.M.P. and C.R.A. and its recommendations.



Derrick Clark, Fire Chief,
Fire Services



Ron Diskey, Commissioner,
Community Services Department

Executive Summary

This fire master planning process was initiated by the City of Oshawa in response to **Report CS-19-07** approved by Council on January 21st, 2019. The scope of this project also included developing a companion Community Risk Assessment (C.R.A.) to address the municipality’s legislative requirements contained in the new **Ontario Regulation 378/18**. This new regulation requires that all municipalities complete a C.R.A. no later than July 1st, 2024. The City of Oshawa is proactively completing the C.R.A. to inform this fire master planning process to comply with the mandatory requirements of this new regulation that state a municipality must “**use its community risk assessment to inform decisions about the provision of fire protection services**”¹.

The analysis within this F.M.P. has also considered the legislative requirements of the **Fire Protection and Prevention Act, 1997** (F.P.P.A.), that defines a municipality’s legislated responsibilities to provide fire protection services, including that the City shall “**establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances**”². In our view, the City of Oshawa is currently compliant with the requirements of the F.P.P.A.

The analysis presented within this **Fire Master Plan** (F.M.P.) has been directly informed by a comprehensive stakeholder engagement process that has included opportunities for public consultation, interaction with members of Council and the Mayor, consultation with senior municipal and fire department staff and direct consultation with members of the Executive Board of the Oshawa Professional Firefighters Association, Local 465 (O.P.F.F.A.).

¹ Ontario Regulation 378/18 Community Risk Assessments, Mandatory Use 1. (b)

² Fire Protection and Prevention Act, 1997 Part II Responsibilities for Fire Protection Services, Municipal Responsibilities, 2. (1) (a)(b)

The analysis has also been informed by a number of related plans and reports including the **Geographic Information System Emergency Services Response Capabilities Analysis Report** (2018 I.A.F.F. Report) prepared by the International Association of Firefighters (I.A.F.F.) at the request of the Oshawa Professional Firefighters Association (O.P.F.F.A.) Local 465.

To further assist Council in determining the City's "**needs and circumstances**," as defined by the F.P.P.A., this F.M.P. identifies four proposed strategic priorities. These priorities are intended to align Council's decision making process with the Comprehensive Fire Safety Effectiveness Model (C.F.S.E.M.) utilized by municipalities across the Province. This model prioritizes public fire safety education as the **first line of defence** in mitigating and/or preventing a fire. The **second line of defence** includes the use of fire safety standards and enforcement as strategies to proactively introduce more complex risk reduction and risk mitigation strategies to reduce the probability and consequences of a fire. The **third line of defence** includes providing emergency response that includes fire suppression capabilities. In our view, the provision of fire suppression services is the "**fail safe**" in the event that the first two lines of defence are unable to prevent the fire.

It is important to note that within the Province of Ontario there is currently **no legislative standard** that a municipality must achieve with regards to the delivery of fire suppression services. This F.M.P. references standards authored by the **National Fire Protection Association** (N.F.P.A.) representing current industry best practices. The City should be aware that compliance with the applicable fire suppression performance benchmarks **is not** a legislated requirement for the City.

At the request of Council, the scope of developing the proposed F.M.P. included four specific core objectives including:

- That the analysis be based on a 10-year plan, basing the forecasts on high growth, moderate growth and low growth to provide flexibility
- That the report include a response to the Geographic Information System Emergency Services Response Capabilities Analysis Report (2018 I.A.F.F. Report)
- That the F.M.P. review and assess the fire service levels and response times for the next 10 years and

- That the F.M.P. include analysis for future a Fire Station 7 with recommendations for its location.

These core objectives are consistent with the primary objective of this fire master planning process: to support Council's decision-making process with respect to the level of fire protection services, and specifically the level of fire suppression services that Council deems necessary based on the City's needs and circumstances as defined by the F.P.P.A.

In response to these directions this F.M.P. identifies a predicted 10-year community growth plan that includes low, moderate and high growth projections developed by City staff. This information is utilized to inform the future fire suppression service level options and proposed locations for a future Fire Station 7 and Fire Station 8. This F.M.P. also includes a proposed implementation plan to link the projected community growth scenarios with the proposed fire suppression service levels, including the two proposed future additional fire stations.

Council also requested that this fire master planning process consider fire suppression service levels through the application of tiered approach. Through discussion with Council at the Council Workshop Session and presentation of Preliminary Findings these fire suppression levels were identified as 'gold, silver and bronze' to represent three tiers of service level options. Our research into preparing this F.M.P. was unable to identify a standard, guideline or municipal best practice which aligned to such a three-tiered categorization in order to respond to this request. As a result, this F.M.P. utilizes a peer comparison of seven municipalities / six municipal fire services (including the City of Oshawa and Oshawa Fire Services). These municipalities and fire services were selected based on similar geographical characteristics, comparable community fire risk, and available historical data analysis (in the form of G.I.S.-based emergency response models) previously prepared by Dillon Consulting. This municipal comparison analysis was applied to develop fire suppression service level rating categories that include 'below average' (e.g. bronze) 'average' (e.g. silver) and 'above average' (e.g. gold) fire suppression service levels as requested by Council. This analysis indicates that based on a review of historical statistical data (as opposed to modelled response data) the municipal comparator group average for deploying an Initial Arriving Company (first apparatus) including four firefighters arriving on scene within a four minute travel time is 64.2% of historical emergency incidents.

Within the proposed fire suppression service level ratings this performance is rated as 'average'. The City of Oshawa's current performance is 74% of historical emergency incidents also rated as 'average'.

The municipal peer comparison also considered the historical emergency response performance assessed using G.I.S.-based modelling (and as previously completed by Dillon Consulting) for the peer municipalities compared. This includes the Initial Arriving Company emergency response performance of deploying four firefighters arriving on scene within a four minute travel time. For this performance benchmark the municipal comparator average is 68.5% of historical emergency incidents compared to the City of Oshawa's 76% coverage of historical emergency incidents. Analysis of the Initial Full Alarm Assignment (assembled staffing emergency response to a single-family dwelling) capabilities of at least fourteen firefighters arriving on scene within eight minutes of travel time or less indicates a municipal comparator group performance of 46.7% in comparison to Oshawa's 56% of historical emergency incidents. The municipal comparison analysis identifies that the City of Oshawa currently exceeds the average fire suppression service levels of the comparator group for both the Initial Arriving Company and the Initial Full Alarm Assignment. The municipal comparator analysis is included as **Appendix C** to the F.M.P.

The 2018 I.A.F.F. Report recommends the hiring of four multi-role firefighters to staff an additional fire suppression apparatus at Fire Station 1. The implementation of this recommendation would require the City to hire 20 additional firefighters to maintain the recommended four firefighters on-duty at all times. Analysis of the existing fire suppression deployment capabilities of the O.F.S. identifies that within Fire Station 1's first-due response zone the Initial Arriving Company arrives on scene within four minutes to 78% of the historical emergency incidents, and the Initial Full Alarm Assignment of 16 firefighters arrives within eight minutes to 64% of historical emergency incidents. Both of these current performance measures exceed the comparator group average.

This F.M.P. includes six options for Council's consideration in its role to determine the appropriate level of fire suppression services for the community. These include the following:

Option 1: Includes implementing strategies to reduce the existing dispatch time and turnout time components of the O.F.S. current Total Response Time (comprised of dispatch time, turnout time and travel time combined). This should include a comprehensive review of the current alarm processing time for dispatchers to receive the emergency call and alert the firefighters to respond, and the turnout time for the firefighters to receive the emergency call and prepare to respond. Currently, the O.F.S. exceeds the performance benchmarks included within the N.F.P.A. 1710 standard for both of these times.

Option 2: Includes implementing a rapid response apparatus at Fire Station 1 with a minimum staffing of two firefighters at all times. This is an alternative to the 2018 I.A.F.F. Report recommendation which proposes four additional firefighters on an additional apparatus at Fire Station 1. This option targets a more efficient and effective deployment model in response to the high volume of medical/resuscitator calls in the Fire Station 1's first-due response zone, and increases the total number of firefighters assigned to Fire Station 1 from the current minimum of four to six.

Option 3: Is aligned with the recommendation from the 2018 I.A.F.F. Report to add an additional fire suppression apparatus and four multi-role firefighters to Fire Station 1. Option 3 recommends that the additional firefighters staff the existing Rescue 25. It is our understanding that Rescue 25 may not be designed for this type of a front-line service and prior to implementing this option further review would be required to confirm the suitability of using Rescue 25 in this role. Alternately, if Rescue 25 was found to be unsuitable for this function, our next recommendation would be to purchase a new heavy rescue apparatus capable of deploying four firefighters for this role.

Option 4: This option includes the analysis of the projected 10-year community growth and proposed location of the future Fire Station 7. The implementation of this strategy will require the purchase of a new pumper/rescue apparatus and the hiring of twenty additional firefighters to staff the pump/rescue with a minimum of four.

Option 5: This option includes the analysis of the projected 10-year community growth and proposed location of future Fire Station 8. The implementation of this strategy will also require the purchase of a new pumper/rescue apparatus and the hiring of twenty additional firefighters to staff the pump/rescue with a minimum of four.

Option 6: This option illustrates the fire station relocations, additional fire stations, additional fire suppression apparatus and additional firefighters that would be required for the City to achieve compliance with the Initial Arriving Company and Initial Full Alarm Assignment deployment performance benchmarks contained within the N.F.P.A. 1710 standard. A scenario similar to this option was also presented within the 2018 I.A.F.F. Report.

The **Table** below illustrates the findings of the municipal comparator analysis, the City's existing fire suppression capabilities and the predicted performance capabilities of the options presented within this F.M.P. for the Initial Arriving Company, and Initial Full Alarm Assignment (single-family dwelling) as defined by the N.F.P.A. 1710 standard that includes a 90% performance target.

Summary Comparison of G.I.S. Modelled Results of Initial Arriving Company and Initial Full Alarm Assignment Emergency Response Coverage Analyzed within the F.M.P.

Scenario Analyzed	Below Average Service Level	Average Service Level	Above Average Service Level	Additional Operating's Costs	Additional Capital Costs
Municipal Comparator Group Average		✓			
City of Oshawa Existing Capabilities		✓		Existing	Existing
Option #1: Implement Total Response Time Improvements		✓		No Additional	No Additional
Option #2: Implement Rapid Response Apparatus, Station #1		✓		\$1.63 M	\$640 K
Option #3: Implement 2 nd Apparatus at Station #1 (I.A.F.F.)		✓		\$2.72 M	\$150 K ³
Option #4: Proposed Fire Station #7		✓ ⁴		\$2.72 M	\$7.45 M
Option #5: Proposed Fire Station 8		✓ ⁵		\$2.72 M	\$7.45 M
Option #6: Proposed N.F.P.A. 1710 Compliance (I.A.F.F.)			✓	\$13.58 M	\$41.45 M

The analysis within this F.M.P. illustrates that in comparison to the City's legislative requirements, current industry guidelines and industry standard the City of Oshawa is currently providing a level of fire protection services that is equal to, or better than the average of a comparator group of municipalities.

³ Assumes use of existing Rescue 25. Alternately there would be an additional cost of \$750K for new heavy rescue apparatus.

⁴ Provides coverage of proposed future growth in the low, moderate and high growth scenario. No historic calls exist within new development area. Future calls would occur in new development areas.

⁵ Provides coverage of proposed future growth in the low, moderate and high growth scenario. No historic calls exist within new development area. Future calls would occur in new development areas.

Administration

- **Council Recommendation #1:** That the following strategic priorities, as presented within the proposed Fire Master Plan, be adopted by Council in principle to guide all decision making related to the delivery of fire protection services within the City of Oshawa.
 - a) The City of Oshawa is committed to the annual review of a Community Risk Assessment to assess the fire safety risks within the community as the basis for developing clear goals and objectives for all fire protection services provided by the Oshawa Fire Services.
 - b) The Oshawa Fire Services will prioritize the optimization of the first two lines of defence, including public education and fire prevention, and the utilization of fire safety standards and fire code/building code enforcement as the foundation of providing a comprehensive fire protection program within the City of Oshawa.
 - c) The Oshawa Fire Services will specifically prioritize the delivery of fire and life safety programs in Group C- Residential Occupancies that include an enhanced Home Smoke Alarm/Carbon Monoxide Alarm Program.
 - d) The City of Oshawa will continue to prioritize strategies that support the sustainability of fire protection services that provide the most effective and efficient level of services resulting in the best value for the community.
- **Council Recommendation #2 (completed):** That Council consider allocating sufficient funding within the City's 2020 operating budget to hire an Assistant Deputy Fire Chief as referenced within the preliminary analysis of the fire master planning process.
- **Operational Recommendation #1:** That the job descriptions for all members of the O.F.S. including the senior management team, and all other members of the O.F.S. be reviewed and revised to clearly define the roles and responsibilities of all positions.
- **Operational Recommendation #2:** That an appointment by-law or a formal process to delegate authority to the Deputy Fire Chiefs in the event of the Fire Chief's absence, be developed and presented to Council for consideration and approval.

- **Operational Recommendation #3:** That consideration be given to a review of the current administrative support provided to the O.F.S. by the Strategic and Business Services Branch as discussed within the proposed Fire Master Plan.
- **Operational Recommendation #4:** That consideration be given to the creation of a new Administrative Support position within the O.F.S. as presented within the proposed Fire Master Plan.
- **Operational Recommendation #5:** That subject to Council’s consideration and approval of the proposed Fire Master Plan that the Establishing and Regulating By-law 30-2001 be reviewed and updated as required.
- **Operational Recommendation #6:** That consideration be given to revising the current General Fees and Charges By-law 13-2003 to include additional fees for service as presented within the proposed Fire Master Plan.
- **Operational Recommendation #7:** That the O.F.S. develop a business plan and standardized agreement for the provision of emergency call taking and emergency dispatching (fire dispatching) as referenced within the proposed Fire Master Plan.
- **Operational Recommendation #8:** That the contents of all O.F.S. operating guidelines be reviewed to ensure there is no overlap of reference to a “policy” and “guideline” in the same document to provide clarity of the intent.
- **Operational Recommendation #9:** That consideration be given to developing a business case for a full-time dedicated information technology position dedicated to support the O.F.S., as presented within the proposed Fire Master Plan.
- **Operational Recommendation #10:** That priority be given to the confirmation and implementation of new software applications as presented within the proposed Fire Master Plan.
- **Operational Recommendation #11:** That the O.F.S. develop a department policy consistent with the City’s Retention By-law 45-2002 that describes the required records management practices for each division within the O.F.S.

Fire Prevention and Education

- **Council Recommendation #3:** That subject to the results and findings of a comprehensive work load analysis for the Fire Prevention and Public Education Division staff, consideration be given to hiring one more fire prevention inspector in the short-term (i.e. 1 to 3 years) and an additional fire prevention inspector coordinated with the opening of the proposed future Fire Station 7.
- **Operational Recommendation #12:** That the O.F.S. prioritize the training of all staff designated as Chief Fire Officials through the Public Services Health & Safety Association.
- **Operational Recommendation #13:** That subject to consideration and approval of the proposed Fire Master Plan, the updated fire prevention policy be included within the establishing and regulating by-law as an appendix.
- **Operational Recommendation #14:** That consideration be given to further promotion of the Upgrade to Building and Fire Codes Grant Program as part of its continued commitment to fire-related risk reduction and risk mitigation strategies.
- **Operational Recommendation #15:** That consideration be given to increasing the number of Fire Inspectors (one more at a minimum) who are trained to complete building plans review, including O.B.C. General Legal and Fire Protection exams.
- **Operational Recommendation #16:** That consideration be given to implementing the proposed enhanced fire safety audit program as outlined in the Fire Master Plan.
- **Operational Recommendation #17:** That consideration be given to developing an enhanced Investigation Protocol and Report strategy whereby data gathered through the fire cause and origin process be used for the purposes of developing and implementing public education and fire prevention initiatives as presented in the proposed Fire Master Plan.
- **Operational Recommendation #18:** That consideration be given to implementing the proposed enhanced Alarmed for Life Program as outlined in the Fire Master Plan.

- **Operational Recommendation #19:** That consideration be given to further development and implementation of the current targeted fire inspection program as presented within the proposed Fire Master Plan.
- **Operational Recommendation #20:** That consideration be given to enhancing the tracking of all workload associated with the O.F.S. fire inspection/enforcement programs as presented within the proposed Fire Master Plan.
- **Operational Recommendation #21:** That consideration be given to enhancing the fire safety program for seniors (65+) within the community as presented within the proposed Fire Master Plan.
- **Operational Recommendation #22:** That consideration be given to implementing a targeted public education program as presented within the proposed Fire Master Plan.
- **Operational Recommendation #23:** That consideration be given to enhancing the tracking of all workload associated with the O.F.S. public education programs as presented within the proposed Fire Master Plan.
- **Operational Recommendation #24:** That consideration be given to developing a Community Risk Reduction Plan as a holistic approach to reducing risk within the City, as presented within the proposed Fire Master Plan.

Training

- **Operational Recommendation #25:** That O.F.S. require all staff who deliver training to be qualified to a minimum of the N.F.P.A. 1041 Instructor Level I, and that all dedicated training division staff be qualified to the N.F.P.A. 1041 Instructor Level II standards.
- **Operational Recommendation #26:** That the O.F.S. consider developing a comprehensive training plan based on the N.F.P.A. Professional Qualifications Standards as presented within the proposed Fire Master Plan.
- **Operational Recommendation #27:** That consideration be given to referencing the O.F.S. specialized rescue service levels in the proposed updated Establishing and Regulating By-law 30-2001.
- **Operational Recommendation #28:** That the current agreements pertaining to the provision of specialized fire rescue services to other municipalities be reviewed and updated to reflect the service levels provided by the O.F.S.

- **Operational Recommendation #29:** That the O.F.S. develop a business case that includes research into partnership opportunities for the development of a permanent training facility within the City of Oshawa that is capable of live fire training.

Fire Suppression

- **Council Recommendation #4 (completed):** That Council consider allocating sufficient funding within the City's 2020 operating budget to hire three firefighters as identified within the preliminary analysis of the fire master planning process.
- **Operational Recommendation #30:** That consideration be given to providing sufficient capital funding to complete alterations to Fire Station 1 to accommodate additional office space as presented within the proposed Fire Master Plan.
- **Operational Recommendation #31:** That consideration be given to upgrading all existing Fire Stations to provide separation and ventilation for firefighter protective clothing as described within the proposed Fire Master Plan.
- **Operational Recommendation #32:** That the O.F.S. prioritize the identification and implementation of strategies to reduce the dispatch time and turnout time components of the Total Response Time by a minimum of one minute (60 seconds) combined, to further enhance the department's emergency response fire suppression capabilities.

Fleet and Facilities

- **Council Recommendation #5:** That consideration be given to hiring an apprentice mechanic as presented within the proposed Fire Master Plan.

Communications

- **Council Recommendation #6 (completed):** That Council consider allocating sufficient funding within the City's 2020 operating budget to fill the vacant position of Communications Officer as referenced within the preliminary analysis of the fire master planning process.
- **Operational Recommendation #33:** That consideration be given to developing a department Standard Operating Guideline for enhancing the utilization of the CriSys software to inform decision-making within the O.F.S.

- **Operational Recommendation #34:** That consideration be given to implementing global positioning tracking (G.P.S.) as presented within the proposed Fire Master Plan.
- **Operational Recommendation #35:** That consideration be given to conducting further analysis of potential radio system “dead zones” and options for minimizing any impact on firefighter communication.
- **Operational Recommendation #36:** That consideration be given to including capital costs when calculating cost recovery charges for the municipalities to which it provides emergency call taking and fire dispatch services.
- **Operational Recommendation #37:** That consideration be given to implementing the use of qualified part-time dispatchers as presented within the proposed F.M.P.
- **Operational Recommendation #38:** That consideration be given to ensuring that all staff assigned responsibility for dispatching fire department personnel and resources are trained and certified to N.F.P.A. 1061 Standard for Professional Qualifications for Public Safety Telecommunications Personnel – Levels I and II.

Emergency Management

- **Operational Recommendation #39:** That consideration be given to sustaining ongoing emergency management training to ensure sufficient staff within the City are trained at all times to manage a major emergency within the City.
- **Operational Recommendation #40:** That consideration be given to revising the appointment of the Community Emergency Management Coordinator (C.E.M.C.) as presented within the proposed Fire Master Plan.

COMMUNIQUÉ

du commissaire des incendies

October 6, 2020

No. 2020-18

Staffing Levels and Firefighter Safety

The Office of the Fire Marshal (OFM) is aware of the Interest Arbitration decision involving the City of Greater Sudbury dated August 31, 2020ⁱ. In light of the discussions arising as a result of the decision, I have determined that it is appropriate to provide an interpretation of the *Fire Protection and Prevention Act, 1997* (“the Act”)ⁱⁱ. These considerations are made in accordance with my Order in Council and fully based on the powers, duties, and responsibilities as set out in the Act. I provide the following information for municipal consideration, as applicable.

The intent of the Act is to establish minimum mandatory service levels with respect to public education and fire prevention, as well as to provide municipal council the authority to determine, based on community needs and circumstances, a desired level of fire protection services beyond the minimum requirements and including emergency response capabilities. As set out in legislation, a fire chief is the person who is ultimately responsible to their municipal council for the delivery of fire protection services. Municipal council sets or amends the fire protection service levels within their respective municipality. The establishment of fire protection service levels for emergency response within a municipality is the legislative responsibility and prerogative of municipal council, informed by the advice and guidance of the fire chief. The OFM has the authority to monitor, review and advise municipalities respecting the provision of fire protection services and to make recommendations to municipal councils for improving the efficiency and effectiveness of those services.

In 2018, Ontario enacted the Community Risk Assessment, a regulation under the Act (O. Reg 378/18)ⁱⁱⁱ. A community risk assessment is a process of identifying, analyzing, evaluating and prioritizing risks to public safety to inform decisions about the provision of fire protection services. Municipalities set the level of service and delivery methods based on their needs and circumstances as informed by the community risk assessment, in consideration of the advice and guidance of the fire chief.

Fire departments are required to respond to numerous types of emergency calls, including (but not limited to), motor vehicle collisions, medical emergencies, rescue, hazardous materials and other technical operations and fire suppression. In terms of appropriate staffing levels on first arriving vehicles, consideration must be given to the following:

- Standard Operating Guidelines/Procedures (SOG/Ps) must be in place and enforced to align with the fire protection services provided under the Establishing and Regulating By-law. These should address, among other things, the issue of firefighter safety.
- Within the SOG/Ps, the discretion of trained and competent Incident Commanders must be empowered and supported to make on-scene decisions based on the specifics of the incident.

- All firefighters must be trained to comply with the SOG/Ps and the direction of the Incident Commander.
- An initial response, with four or more firefighters represents a self-sufficient unit able to perform a substantial number of tasks required at an emergency response without additional resources. Anything less than four firefighters typically requires staffing levels to be augmented to safely perform all required functions based on circumstances.
- Deployment models of fewer than 4 staff members on an initial response apparatus is not necessarily a firefighter safety concern, however actions/capabilities and tasks they can perform will be limited. Local deployment models and procedures are required to establish adequate resources to safely provide fire protection services as set out by the municipal Establishing & Regulating By-law. Therefore, the simultaneous arrival of four firefighters on one apparatus is not required under the Act, regardless of full-time, volunteer or part-time.
- In the case of fire suppression calls, initial crews of less than four firefighters should not attempt interior suppression or rescue operations except in very limited circumstances (such as a victim collapsed in close proximity to a window or exterior doorway, or where the fire is confined to a very small, readily accessible area).

While the council of each municipality is responsible for establishing their respective fire protection service levels, as the employer, they must ensure that employees (under the direction of the fire chief) are provided with SOG/Ps, equipment and training to safely carry out the mandated duties. Council decides if these services are to be delivered by volunteer, composite or full-time departments.

Therefore, in my opinion and considering all of the above factors, the decision to set, alter or adjust fire protection service levels in any municipality lies with the council of that municipality, in consideration of advice and guidance provided by the fire chief.

The OFM remains available to provide advice and assistance to municipal council and fire chiefs, through your local fire protection adviser.

Endnotes

ⁱ [Interest Arbitration](#) - The City of Greater Sudbury and the Sudbury Professional Fire Fighters Association Local 527, International Association of Fire Fighters and Ontario Volunteer Firefighters Association, Christian Labour Association of Canada Local 92. Re: Val Therese Staffing Issue

ⁱⁱ [Fire Protection and Prevention Act, 1997](#)

Definitions

1 (1) In this Act,

“fire chief” means a fire chief appointed under subsection 6 (1), (2) or (4); (“chef des pompiers”)

“fire department” means a group of firefighters authorized to provide fire protection services by a municipality, group of municipalities or by an agreement made under section 3; (“service d’incendie”)

“firefighter” means a fire chief and any other person employed in, or appointed to, a fire department and assigned to undertake fire protection services, and includes a volunteer firefighter; (“pompier”)

“Fire Marshal” means the Fire Marshal appointed under subsection 8 (1); (“commissaire des incendies”)

“fire protection services” includes,

- (a) fire suppression, fire prevention and fire safety education,
- (b) mitigation and prevention of the risk created by the presence of unsafe levels of carbon monoxide and safety education related to the presence of those levels,
- (c) rescue and emergency services,
- (d) communication in respect of anything described in clauses (a) to (c),
- (e) training of persons involved in providing anything described in clauses (a) to (d), and
- (f) the delivery of any service described in clauses (a) to (e); (“services de protection contre les incendies”)

Municipal responsibilities

2 (1) Every municipality shall,

- (a) establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and
- (b) provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.

Services to be provided

(3) In determining the form and content of the program that it must offer under clause (1) (a) and the other fire protection services that it may offer under clause (1) (b), a municipality may seek the advice of the Fire Marshal.

Fire chief, municipalities

6 (1) If a fire department is established for the whole or a part of a municipality or for more than one municipality, the council of the municipality or the councils of the municipalities, as the case may be, shall appoint a fire chief for the fire department.

Responsibility to council

(3) A fire chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of fire protection services.

Appointment of Fire Marshal

8 (1) There shall be a Fire Marshal who shall be appointed by the Lieutenant Governor in Council.

Powers of Fire Marshal

9 (1) The Fire Marshal has the power,

- (a) to monitor, review and advise municipalities respecting the provision of fire protection services and to make recommendations to municipal councils for improving the efficiency and effectiveness of those services;
- (c) to advise and assist ministries and agencies of government respecting fire protection services and related matters;

Duties of Fire Marshal

(2) It is the duty of the Fire Marshal,

- (b) to advise municipalities in the interpretation and enforcement of this Act and the regulations;

iii [O. Reg. 378/18 Community Risk Assessments](#)