



Township of
North Frontenac



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Director of Emergency Services/ Fire Chief

Fire Department Operational Review



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1. Introduction

Hereinafter the words;

North Frontenac Fire Department shall be “Department”

Township of North Frontenac shall be “Township”

Volunteer Firefighter shall be “Volunteer”

Director of Emergency Services/Fire Chief shall be “Chief”

The Office of the Fire Marshall and Emergency Services “OFMEM”

1.1 Background

The purpose of the Department’s Operational Review is to present Council with a snapshot of the existing Emergency Services provided by the Department. It will permit the Chief to make recommendations to Council on providing the most efficient and cost effective means of providing Fire and Emergency Services within the Municipality. It will also ensure that the protection services offered to the community are appropriate to the needs and circumstances of the Municipality and that the services remain current with Industry Standards.

This Operational Review has been prepared with reference to the following documents for the legislative and regulatory responsibilities of the Township:

- *The Fire Protection and Prevention Act (1997) (FPPA).*
- *The Occupational Health and Safety Act, R.S.O. (1990) (OHSA).*
- *The Municipal Act.*

Additional information was obtained using resources, interviews and documentation, provided by:

- The Office of the Fire Marshal and Emergency Services (OFMEM).
- The National Fire Protection Association (NFPA).
- The North Frontenac Volunteer Firefighters and Staff.
- Former North Frontenac Master Fire Plan Task Force individual members.
- Kingston, Frontenac, Lennox and Addington Fire Chiefs.
- Ontario Association of Fire Chiefs, Zone 6, Department Comparative Survey.
- Retired Fire Chief Terry Gervais, Greater Napanee Emergency Services.
- Chief Administrative Officer (CAO) North Frontenac.

The Municipality’s responsibilities under the FPPA are:

1. Every municipality shall,
 - a. Establish a program in the municipality which must include public education with respects 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.

The minimum OFMEM guidelines to achieve the standards are:

- Inspections on request or complaint;
- Public education with respects to fire safety and certain components of Fire Prevention;

- Distribution of materials and maintaining a Smoke Alarm and Carbon Monoxide (CO) Program; and
- Conduct a Simplified Risk Assessment (SRA).

The OFMEM has through its Comprehensive Fire Safety Effectiveness Model identified “Three Lines of Defense”:

- Public Education and Prevention;
- Fire Safety Standards and Enforcement; and
- Emergency Response.

It has been determined that implementation of the first two lines of defense will significantly reduce the need for Emergency Response. The Fire Marshall has indicated that a program targeted specifically at the first two lines must be a priority in Ontario. While fire and emergency response will always be needed it is felt that continued education through Fire Prevention programs, enforcement of fire safety standards and compliance with the Fire Code will reduce the impact of fire, and fire related deaths across Ontario.

1.2 Occupational Health and Safety Act Section 21 Guidance Notes (as established by the Ontario Fire Service Section 21 Advisory Committee)

The purpose of the Section 21 Guidance Notes is to outline recommended equipment, work practices and procedures applicable to the prevention of injury or illness to workers in the fire service as outlined in the *Occupational Health and Safety Act*. The “Section 21 Guidance Notes” also refers to the duties of the Incident Command at an emergency scene, typically a Company Officer who is trained in scene management.

1.3 Establishing and Regulating By-Law #17-16

The Township has an Establishing and Regulating By-law #20-01, which was adopted in 2001 and amended by By-laws #33-03 and #42-14, and repealed by a new By-Law #17-16. This By-law permits the establishment of the Fire Department, and sets the Services for the Department. The existing By-law accurately reflects the direction of Council to ensure the levels and services the Department is providing to the residents and visitors, and currently meeting the needs and circumstances of the Municipality.

1.4 North Frontenac Emergency Services

The Township has three Wards served by two Fire Departments. Ward One is served by Kaladar/Barrie Fire Department which is administered by a Joint Fire Committee; and Ward Two and Ward Three are served by the Department. Each Fire Department has their own Establishing and Regulating By-Law.

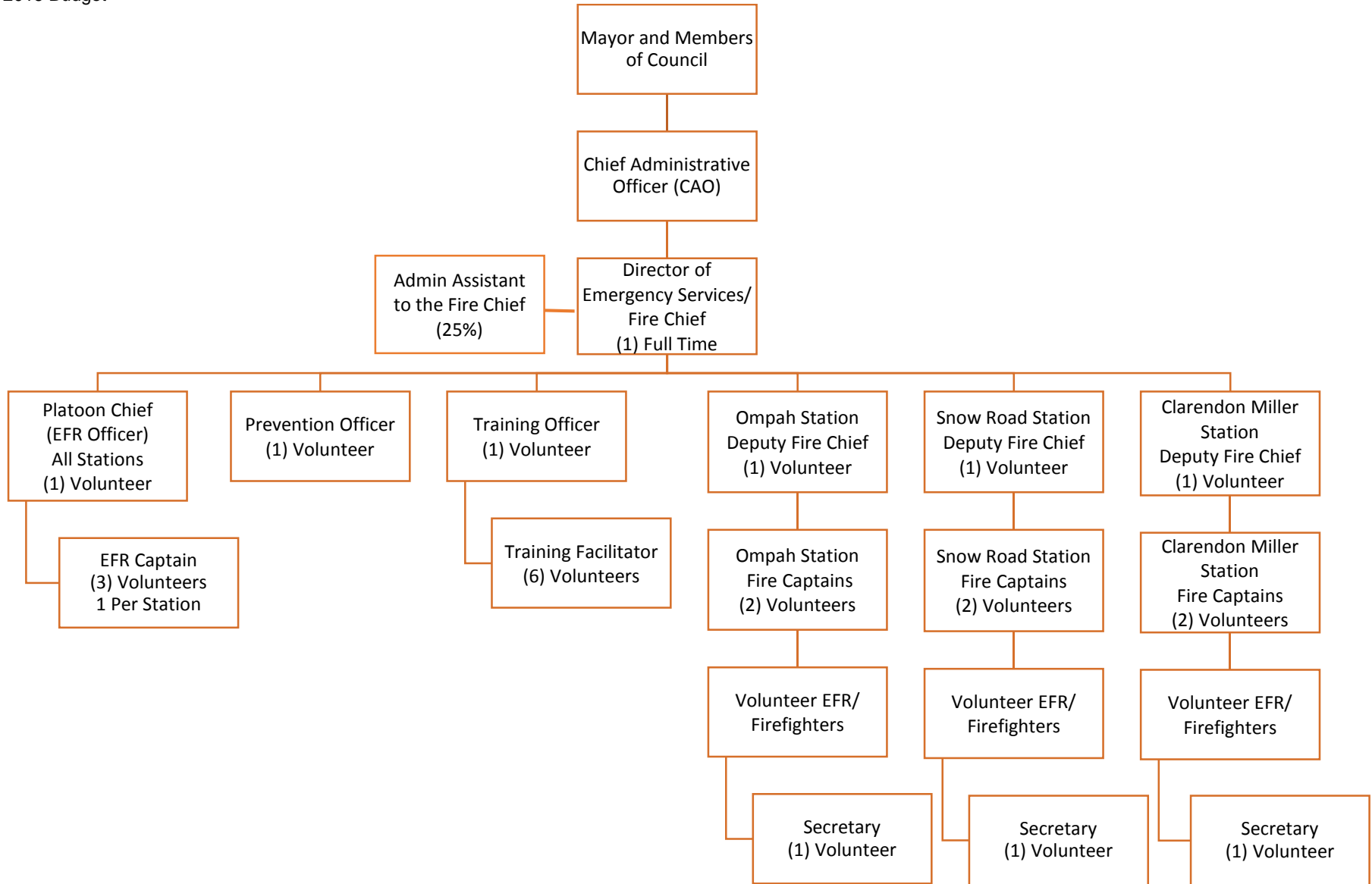
2. Administrative

Recommendation: the Chief shall prepare a Fire Department Annual Report to Council (see Summary of Recommendations #20).

Financial implications: no impact.

2.1 Department Organization (Organizational Chart)
North Frontenac Fire Department Organization Chart

Per 2016 Budget



2.2 Department Management and Staffing

The Township's Fire and Emergency Services are provided by five Fire Halls. Ward One is protected by the Kaladar-Barrie Fire Station in Cloyne; also Addington Highlands Township owned Fire Station south of Northbrook. Wards Two and Three are protected by the Ompah, Snow Road, and Clarendon-Miller Fire Stations.

The Kaladar/Barrie Fire Department is managed by one Fire Chief (20 hours/week), one Deputy Fire Chief/Training Officer (15 hours/week), one Administrative Assistant (7 hours/week – plus Addington Highlands Township staff provide 3 hours/week), and one contracted Fire Prevention Officer.

The Department is managed by one full-time Fire Chief (35 hours/week), one Administrative Assistant (9 hours/week), one Fire Prevention Officer (volunteer, vacant position), one Training Officer (volunteer, vacant position), and one Emergency First Response (EFR) Platoon Chief (volunteer position). Each Fire Hall within Wards Two and Three are supervised by one volunteer Deputy Chief. Each Fire Hall has two volunteer Fire Captains, and one volunteer EFR Captain (who provides day-to-day supervision of the Volunteers); and the Department has six Trainer Facilitators; plus a Volunteer Roster.

2.3 Regulating By-Laws and Agreements

Establishing and Regulating By-law #17-16 permits the establishment of the Department and defines the Services for Wards Two and Three:

- Emergency First Response (EFR).
- Automatic External Defibrillation (AED).
- Cottage Association Boat Operators (Ward Two).
- Wildfire.
- Limited Water and/or Ice-water Rescue.
- Vehicle Extrication (Ward Three).
- Fire Prevention 1(h) #17-16.
- Public Education 1(h) #17-16.
- Rescue and Suppression 1(h) #17-16.

Recommendation: the Chief shall prepare a revised Establishing and Regulating By-Law to reflect the needs and circumstances of the community and the Department (see Summary of Recommendations #1).

Financial implications: no impact.

The Township also has a By-law that regulates burning and defines requirements to the public; and assists the Department in the management of the services the Department provides for its residents.

By-Law #48-05 regulates the setting of open air fires and provides fees for suppression, equipment and personnel to suppress fires in contravention of the By-law, and other costs, incurred by the Township. The By-law also sets out fines pursuant to the *Provincial Offenses Act* for contravention of By-Law #48-05 under Schedule "E".

The Chief and Kaladar-Barrie Fire Chief prepared a joint Administrative Report recommending a revised Fee Schedule for the Open Air Burning By-Law which will reflect the needs and circumstances of the community and align itself with current industry fees and charges for services provided, for both Councils consideration and it was approved-in-principle by North Frontenac Council at the Joint Councils Meeting on April 19, 2016 (Amended By-law pending Addington Highland's Council's approval and Public Meeting as proposing to change Fees).

Financial implications: no impact.

2.3.1 Ministry of Natural Resources and Forestry Agreement

This Agreement provides for Fire Protection services on Crown Protected Area (CPA) and Municipal Protected Area (MPA). The Agreement is between the Ontario Ministry of Natural Resources Forestry (MNRF) and the Township and defines the lands within the Township which are to be protected by either party and the subsequent costs associated with protection. This Agreement has a term of five years and is currently signed and in place for the 2016 Fire Season.

2.3.2 Kingston Fire and Rescue Dispatch Agreement

This Agreement is between the City of Kingston and the Township to provide for the receipt of 911 calls for service by the City of Kingston and the dispatch of the Department to Fire and Medical emergencies. It also enhances the response to emergencies by providing communication support and incident documentation. This Agreement has been signed and is currently in place for 2016 and 2017.

2.3.3 Addington Highlands, Central Frontenac and North Frontenac Mutual and Automatic Aid for Fire Protection Services

This Agreement is between the municipalities of Central Frontenac, Addington Highlands and North Frontenac for Mutual Automatic Aid to assist each other by supplying equipment and human resources on a reciprocal basis. The Agreement is signed and is currently in place effective June 2003.

2.3.4 Medical Tiered Response Program

This Agreement is between the County of Frontenac and the Township which sets out the Response Criteria, Notification, and Activation for the Township and the County for Medical Tiered Response. This Agreement is signed and is currently in place effective May 2007.

2.3.5 Greater Madawaska Automatic Aid Agreement

This Agreement provides for Fire Protection services for the Norcan Lake area within the Municipality. This area is within the boundaries of the Township; however, due to access and distance is not served in a timely fashion by the Department. The Agreement when signed by both parties, the Township of Greater Madawaska and the Township, will define the services for the residents living on or near Norcan Lake. This Agreement has been drafted and submitted to Township of Greater Madawaska Council for their consideration; and once approved by them will be presented to Township Council for consideration.

2.3.6 Kingston, Frontenac, Lennox, and Addington Mutual Aid Agreement

This Agreement is between the Fire Departments of Kingston Fire and Rescue, Counties of Frontenac, and Lennox and Addington. A draft Agreement was tendered to the Fire Chiefs for review in 2015. The draft Agreement will be worked on by the applicable Chiefs and once completed, will be presented to Township Council for consideration.

2.3.7 Central Frontenac, Ice Water Rescue Automatic Aid Agreement

This Agreement is being drafted between Central Frontenac and the Township and is currently not completed. To be addressed prior to winter 2016 – 2017.

Recommendation: the Chief shall prepare an Agreement with Central Frontenac Fire Department for the provisions of Ice Water Rescue in accordance with the Department's Services defined in the Establishing and Regulating By-law. This Agreement will be drafted in consultation with the Department's Deputy Chief(s) and Central Frontenac Fire Department and presented to both Councils for consideration (see Summary of Recommendations #2).

Financial implications: unknown.

2.3.8 Lanark Highlands Automatic Aid or Fire Service Protection Agreement

The Fire Chiefs are currently discussing an Agreement between Lanark Highlands and the Township for an Automatic Aid or a Fire Service Protection Agreement, for protection of residents of Lanark Highlands. The draft Agreement, if reasonable, will be worked on by the Lanark Chief and the Chief and once completed, will be presented to both Councils for consideration.

2.4 Department Standard Operating Guidelines and Procedures

The Department has in place Standard Operating Guidelines (SOGs) and Standard Operating Procedures (SOPs), prepared by the Chief in consultation with the Deputy Chiefs. These SOGs and SOPs provide guidance and direction for the Volunteers. They must accurately reflect the services, requirements and needs of the Department, the OHSA, the NFPA standards, the Ontario Fire Code (OFC), all other applicable legislation, and Council By-laws/Resolutions.

Recommendation: the Chief shall continue to review and amend existing SOGs and SOPs on a regular basis. Additionally the Chief shall create any new SOGs and SOPs as required to ensure the safety of the Volunteers and the appropriate operations of the Department (see Summary of Recommendations #21).

Financial implications: no impact.

2.5 Department Records

The Department retains records as per Township's Retention By-Law's retention periods for documents. Training records are stored at the Stations for each Volunteer. Copies of all training records are kept at the Chief's office in a secured master training cabinet. Personnel files for each Volunteer are kept secured in the Chief's Office and the Township's CAO's Office. Non-confidential documents are stored in paper format

and electronic format on the municipal storage drive, or in file cabinets at the various Stations. The use of third party fire software for document recording and record retention should be investigated. See Section 8.2.

2.6 Workspace

Two of the three Stations do not adequately utilize their fire hall space or do not have sufficient space, and as such are required to store equipment currently owned by the Township in shipping containers. Snow Road Station stores ATV 521 (ATV) with UTL 521 (Trailer) in a shipping container on site. Ompah Station currently stores M511 (rescue boat) in a shipping container on site. Clarendon-Miller Station is able to store all equipment in the Station.

Each Station has access to, or is equipped with, a training hall or facility to accommodate Volunteers for theory training purposes. Practical training is carried out at various locations throughout the Township based on the needs and requirements of the exercise.

The Ompah and Clarendon-Miller Stations are equipped with offices to support the Deputy Fire Chiefs. Currently, the Chief has an office located in the Clarendon-Miller Station next to the Township's main office; however, will be moving to the main office when space is available, per Council's Resolution.

The Volunteers health and safety is directly related to their levels of physical fitness and wellbeing. This level of fitness has direct impact on their ability to perform under extreme and hazardous environmental conditions, such as structural firefighting or wildland firefighting. The Volunteers are not provided with a wellness center/gym for their physical conditioning.

Recommendation: the Chief shall prepare an Administrative Report addressing the needs for a Wellness Facility and Healthy Workplace Program for the Volunteers (see Summary of Recommendations #4).

Financial implications: no impact.

2.7 Master Fire Plan

To date, the Township does not have a Master Fire Plan but was in the process of creating one. A Master Fire Plan Task Force was established to draft a document for Council's consideration; however, the Task Force was dissolved, and the completion of the Master Fire Plan was suspended, pending the recommendations from this Operational Review.

The Master Fire Plan (being a Strategic Plan for the Department and a living document that would encompass the next 5 to 8 years) with input from all stakeholders – Residents, Council, Management, Staff, Volunteers, Office of the Fire Marshall and Emergency Management, and local businesses will be completed by the Chief.

Recommendation: the Chief shall prepare a Master Fire Plan with input from stakeholders – Residents, Council, Management, Staff, Volunteers, Office of the

Fire Marshall and Emergency Management, and local businesses. This living document would encompass the next 5 to 8 years and will be dynamic in nature, allowing for the changing needs and circumstances of the Municipality and the Department. It is the Department's intent, with input from all stakeholders, to review and modify the Plan on an ongoing basis (see Summary of Recommendations #19).

Financial implications: no impact.

3. Fire Prevention and Public Education

3.1 Existing Fire Prevention and Public Education Activities

Currently the Department provides the following Fire Prevention and Public Education Activities:

- Inspections of occupancies on complaint or request.
- Inspection Programs for Smoke and CO Alarm compliance.
- Fire and life safety education to the public, through public and Association events.
- Distribution of fire safety literature using local media, boot drives, and a door-to-door inspection program.
- An MNRF Fire Smart awareness and notification program.
- Events and activities promoting fire and life safety, extinguisher training, chimney fire awareness, station visits and other activities involving local clubs, schools and Associations.

3.1.1 Fire Inspection

Inspections are provided on a complaint or request basis, as per the OFMEM's Guidelines to achieve compliance. Inspections have been ongoing for Occupancies at Risk (e.g. schools, lodges, community centers), and compliance for Smoke Alarm and Carbon Monoxide Alarms. The Township provides all inspections required by the *Fire Protection and Prevention Act* (FPPA) for complaint and request. When an inspection is provided for an Occupancy, and infractions to the FPPA are identified, an Order for Non-Compliance is presently issued by the Fire Prevention Officer (FPO) as required by the FPPA and the OFMEM.

3.1.2 Fire Safety in Care Occupancies Housing Vulnerable Ontarians

"An occupancy in which special care is provided by a facility, directly through its staff or indirectly through another provider, to residents of the facility,

- a) who require special care because of cognitive or physical limitations, and
- b) who, as a result of those limitations, would be incapable of evacuating the occupancy if necessary, without the assistance of another person."

The legislative requirements assumed by the Department to provide protection, and inspection for these types of facilities is ongoing and specifically defined under the FPPA.

There are no known Vulnerable Occupancies in the Township at this time.

3.1.3 Public Education and Awareness Programs

The Township has a full-time, permanent residential population of approximately 1,842 residents with an influx of approximately 7,000 seasonal cottagers and landowners from spring to fall each year. This presents a unique opportunity for educating our seasonal residents on fire and life safety, and the Provincial and local legislative requirements. In order to facilitate this seasonal opportunity presently our FPO regularly attends semi-annual and annual Cottage or Lake Association meetings. Presentations include topics, such as but not limited to:

- Early Warning: Smoke and CO Alarms;
- Maintenance: Fire Smart, Chimney Fires, and Road Maintenance; and
- Preparedness: Fire Extinguisher Training and Escape Plans.

Permanent residents are more accessible year-round; therefore, the Educational component of Fire Prevention is easier to provide. The FPO and/or Chief are able to attend local events such as the Essential Services Fair, the Clarendon-Miller Public School, Association meetings, and other annual events. The presentations are similar to those provided for our seasonal residents and visitors.

Recommendation: once Council has approved the Communications Plan, the Chief shall prepare draft wording for consideration and inclusion in the Township's Social Media Policy that explains its relevance and potential to further enhance our Public Education component by utilizing resources (such as Facebook and Twitter) to ensure our residents and visitors are receiving the best available exposure to Fire and Life Safety Education (see Summary of Recommendations #5).

Financial implications: no impact.

Recommendation: the Fire and Life Safety Educator continue to investigate programs which address the immediate and long term needs of our communities, thereby improving the delivery of "The First Line of Defense" (see Summary of Recommendations #22).

Financial implications: no impact.

3.1.4 Smoke and Carbon Monoxide Programs

The Department has a Smoke Alarm and Carbon Monoxide Program that provides public education on both Smoke and CO Alarms at public events and during Fire Prevention Week. Advertisements are placed regularly in the local newspaper, advising residents of their responsibilities. A door-to-door inspection program also takes place each year during Fire Prevention Week to ensure our residents are aware of the importance of receiving sufficient warning in the event of a fire emergency.

Recommendation: the Department improve and enhance the Smoke and Carbon Monoxide Community Program. Specifically, to occupancies and areas where emergency response experiences increased Fire Department response times (see Summary of Recommendations #23).

Financial implications: no impact.

3.1.5 Fire Investigation for Cause and Determination

The Department provides Fire Investigation for Cause and Determination as required by the Ontario Fire Code. The investigations are performed by the Chief.

Notification must be made to the OFMEM in the event of the following types of emergencies:

- Loss of life or serious injury;
- An explosion;
- A property loss exceeding \$500,000;
- Unusual origin;
- Fires in vulnerable occupancies;
- Fires of environmental concern;
- Fires in multi-unit residential;
- Suspected arson; and
- Fires involving clandestine drug labs.

3.2 Fire Prevention Policy

The Department does not have an approved Fire Prevention Policy that meets the needs of the residents and visitors of the Municipality.

Recommendation: the Chief shall prepare a Fire Prevention Policy which would address and clearly define such concerns as: Public Education Programs, Occupancy Inspection Schedules and Cycles, Smoke Alarm and Carbon Monoxide Alarm Programs, Records Keeping, Risk Assessment, Inspections and Enforcement and Fire Investigations. This Policy will be presented to Council for consideration by By-law (see Summary of Recommendations #6).

Financial implications: no impact.

3.3 Fees for Service

The Township has a Fees for Services By-law #01-16, Schedule "H" provides for fees for services for the Department and includes such fees as, Fire Inspections for properties, etc.

Financial implications: recovered costs for Inspection Services.

3.4 Fire Prevention and Public Education Staffing

The Township's FPO works approximately five (5) hours per week and the position is currently vacant (subject to the completion of this Operational Review and recommendations for Council's consideration). The Fire Prevention activities for Fire Code inspection and enforcement, as well as Public Education activities are currently being provided by the Chief.

Recommendation: the Fire Code enforcement duties will be assigned to the Chief (see Summary of Recommendations #7).

Financial implications: no impact.

3.4.1 Fire Prevention Officer/Public Education

The OFMEM has, under the old curriculum, assigned the fire and life safety education, code enforcement and inspection duties, to the position of FPO. These duties are now aligned and performed by the Fire and Life Safety Educator and/or Fire Inspector(s).

Recommendation: the Chief prepare a Role Description for a new volunteer (paid per diem) position of “Fire and Life Safety Educator” as per the NFPA Professional Qualification Standards 1035 “Fire and Life Safety Educator” and the position of FPO will be declared redundant (see Summary of Recommendations #8).

Financial implications: \$3,000 annually.

4. Training

4.1 Training Standards

Currently the Department has aligned its Training Program to reflect the direction of the OFMEM. Prior to 2014, the OFMEM offered diploma programs for Firefighter, Company Officer, Fire Prevention Officer, and Trainer Facilitator under the Ontario Fire Service Standards. These programs have now been transitioned to the NFPA equivalent Professional Qualification Standards:

- NFPA 1001 Fire Fighter Professional Qualifications.
- NFPA 1021 Fire Officer Professional Qualifications.
- NFPA 1031 Fire Inspector and Plans Examiner.
- NFPA 1041 Fire Instructor Professional Qualifications.
- NFPA 1035 Fire and Life Safety Educator.

The Volunteers who, through experience or education, qualified for “Grandfathering” to the new NFPA standards made Application prior to the end of 2015. The Chief recently received notice that the Applications were approved confirming grandfathering to the NFPA standards for those Volunteers who applied.

The Department’s Training Program is managed by the Training Officer (TO) in consultation with the Chief, Deputy Chiefs, and Trainer Facilitators. The TO assists with establishing the curriculum to meet the requirements of the Services. The TO also ensures the Trainer Facilitators provide the Volunteers with the appropriate education and training to meet the Department’s goals and standards as defined in our SOG’s, SOP’s, the OHSA, Section 21 Guidance Notes, the NFPA Professional Qualifications Standards, and any other applicable legislation.

4.2 Annual Training Programs

The Department’s Training Program currently aligns itself with the NFPA Professional Qualifications Standards for Firefighter Level One. The program is taught in modules at each Station, bi-weekly. The lesson plans are created by the Trainer Facilitators and approved by the TO and Chief prior to being implemented. The annual plan is to teach the NFPA 1001 Firefighter Level One over a two year period. While this is not optimal, it is practical and accommodates the Volunteers in the Department.

The Chief is investigating a theory based NFPA 1001 Firefighter Level One on-line training program currently being used by some Fire Departments in the area. This on-line program allows the Trainer Facilitators and Volunteers to progress through the theory portion of the curriculum at their own pace, while concentrating on the practical component during the scheduled Department training events. This program provides examination, certification of completion, documentation and evaluation of the Volunteers. This on-line program would permit the Trainer Facilitators to focus on the practical education component.

4.3 Volunteer Training Sessions

Training sessions are provided at each Station by Volunteers who have attained the necessary qualifications as a Trainer Facilitator. These Facilitators are required to sign-off the Volunteers in attendance and keep the training records of all training conducted in the Chief's training locked cabinet; however, presently required sign-offs by the Trainer Facilitators or trainees are not always completed.

The Trainer Facilitators present both theoretical and practical training evolutions. Classroom training is usually conducted utilizing training aids like "PowerPoint", videos, demonstrations using a "hands on" approach, lectures and discussion. Practical training is usually conducted using scenario based training where the Volunteers perform duties wearing the appropriate Personal Protective Equipment (PPE) and operate the equipment and apparatus in a scenario based training environment. These sessions allow Volunteers to become familiar with equipment, their crew, the vehicles and the abilities and limitations of the Department. Training sessions are provided twice monthly for Fire applications and twice monthly for Emergency Medical Response.

The Department makes every effort to have all Stations train together quarterly. These events are usually on a larger scale and address the Services as identified in the Establishing and Regulating By-Law. The quarterly training encompasses topics such as: Wildfire response, Medical response, Auto Extrication, and Structure Fires. Some of the training evolutions addressed during these sessions are: incident management, scene safety, water shuttle, pumper operation, suppression activities, and rehabilitation.

Council passed a Resolution on April 18, 2016 which will allow the Department to engage in training opportunities using municipal and private properties as defined by Standard Operating Guidelines. These sessions will provide the Volunteers with practical scenario's which reflect the services the Township provides.

Additional training opportunities are available at the Ontario Fire College. These programs are currently available to the Volunteers at a cost of \$65 per course which includes all training, and room and board for the duration of the course. While this has been the practice of the College to date, there is concern that the Ministry of Community Safety and Correctional Services (MCSCS) will amend the fees to reflect a cost recovery policy in the near future. This will impact the Township by escalating the cost to attend the Ontario Fire College to approximately \$1,000 per course.

Access to other training facilities are available to the Department. These facilities usually have a cost of approximately \$500 per course, plus room and board.

Additionally, they are held on weekends, which does not appeal to, or meet the needs of our Volunteers.

Recommendation: the Chief shall create a Standard Operating Guideline (SOG) for a Comprehensive Training Program for all Volunteers and Officers within the Department. The new NFPA Professional Qualifications Standards form the basis of this new training program. Additional consideration will be given to the OSHA, and specifically Section 21 Guidance Notes for Firefighters and then will form part of a comprehensive training program. The annual training program should also consider other relevant standards and requirements which would include, but not be limited to, the functions of:

- ***Training relevant to the Core Services as identified in the Establishing and Regulating By-Law.***
- ***Theoretical and Practical Training Scheduling.***
- ***Best practices and legislative requirements.***
- ***Review of program objectives and outcomes.***
- ***Records management.***
- ***Assessment of Training to ensure efficiency and effectiveness.***

Furthermore, the Department will review opportunities to participate in joint training initiatives with other Fire Departments within Frontenac County (see Summary of Recommendations #9).

Financial implications: \$20,000 annually, per the 2016 approved budget.

4.4 Company Officer Training

The duties of the Company Officer or “Supervisor” as defined in the OSHA are commonly performed by the assigned Officer on scene and at the Stations. These duties are clearly defined under the Act, Part III, “Duties of the Employers and Other Persons Section 25 (2) Without limiting the strict duty imposed by subsection (1), an employer shall; (c) When appointing a supervisor, appoint a competent person”.

The definition of a competent person is defined under the Act as:

1. Qualified because of knowledge, training or experience to organize the work and its performance;
2. Is familiar with the Act and the Regulations that apply to the work; and
3. Has the knowledge of any potential or actual danger to health and safety in the workplace.

Recommendation: the Department shall recommend all Company Officers (Officers are positions that hold rank – Chief, Assistant Fire Chief, EFR Officer, Captains and Fire Instructors) be trained in the Incident Management System. Priority shall be given to trained Company Officers functioning as Incident Command at emergency scenes (see Summary of Recommendations #34).

Financial implications: training costs plus \$5,000.

Recommendation: the Department shall recommend all Company Officers be trained in the Occupational Health and Safety Act. Priority shall be given to

Company Officer who function as Incident Command at emergency scenes (see Summary of Recommendations #34).

Financial implications: plus \$5,000.

5. Recruitment/Retention and Succession Planning

5.1 Recruitment/Retention

Recruitment and retention are two critical challenges facing the Department. The Department does not have a Recruitment/Retention/Succession Plan in place.

The factors influencing the diminishing Roster, are the increasing demand on personal commitment to attain a qualified, competent level of training. The experience and legislated requirements to perform to a higher standard of training are affecting the Department's ability to recruit and retain Volunteers.

In the past, a Volunteer was usually an individual who lived and worked within the community and was permitted to leave work to respond to emergencies. Financial compensation was not the motivating factor; Volunteers had a sense of community, and a desire to help their neighbours. The training nights were less structured, with fewer legislative requirements.

Today, the Fire Service expectations and legislative demands on the Volunteers continue to increase. The Volunteers are required to attain a minimum attendance level at training and response to emergency calls. The training and education has evolved to meet the higher level of competency and increasing professional qualifications of the Volunteer. The Volunteers are trying to balance personal and family commitments, with those of a Volunteer and assisting their community. Further, there is a diminishing number of available local employment opportunities, an aging population and a reduced number of available people that has significantly impacted the Department's ability to recruit and retain Volunteers locally.

In order to achieve an effective response, a compliment of twenty five (25) Volunteers should be maintained at each Station within the Township. Also, consideration should be given to increase wages, training costs, and equipment.

The Department will need to become more flexible when seeking candidates for Volunteer recruitment. Policies will need to address: availability, place of residence, limited ability, and location of work in order to maximize recruitment and response within the Township. A Recruitment/Retention SOG will include policies which accurately reflect the availability and level of involvement of potential candidates and will require amendments to the Personal Policy.

Recommendation: the Chief shall conduct a comprehensive evaluation of the current Volunteer Recruitment/Retention process, and develop a Recruitment/Retention SOG (see Summary of Recommendations #10).

Financial implications: no impact.

5.2 Succession Planning (Promotion Program)

The Department does not currently train the Volunteers with consideration for succession planning from Firefighter to Company Officer. The Junior Volunteer must attend seven one week courses to attain Firefighter Level II. Upon completion of Firefighter Level II, the Volunteer meets the prerequisites to proceed to Company Officer Level I.

To assist with Succession Planning the Chief will incorporate strategies to ensure that opportunities, encouragement and additional training are available to Officers/Volunteers that may wish to consider future advancement within the Department. The Plan will also support the concepts of coaching and mentoring for Officers/Volunteers considering future career opportunities. It will provide the CAO and Council with the knowledge that there are trained, skilled candidates available in the event of vacancies within the Department.

6. Fire Suppression

The Township shares many common characteristics with rural Fire Departments throughout Ontario. They have to provide emergency response in a timely manner, with sufficient resources to mitigate a fire or emergency medical response in small rural hamlets, on seasonal properties scattered throughout the Township, along lake shores, or on vast areas of unoccupied forested land.

This can be difficult and challenging for a Volunteer Fire Department with limited personnel and resources. The travel distance from the Volunteers residence to the Station, the travel distance to the emergency location, accessibility, the availability of Volunteers, water supply, and the level of risk are all factors which affect the ability to provide a response in an acceptable time frame.

Based on historical data, in 2014 the Department was unable to provide the required NFPA 1720 depth of response deployment of 15 firefighters to effectively, efficiently and safely conduct initial fire suppression operations, based on a single family detached dwelling (structure fire).

The Department is, however, able to provide a Minimal Initial Response, as recognized by fire industry professionals, of four firefighters who can initiate fire suppression operations. This limited initial response is able to provide “scene size up”, and with limited firefighting resources to effectively, efficiently, and safely conduct initial fire suppression operations, inclusive of:

- Incident Command – 1 firefighter.
- Pump Operations – 1 firefighter.
- Attack Line – 2 firefighters (confine and extinguish).

This minimal initial response does not provide for rural water supply after the initial Pumper on board water has been depleted in approximately 3 to 8 minutes. To mitigate the impact of a Fire Emergency after the initial response the Department currently provides Fire and Life Safety Education which addresses response capabilities, performs immediate fire scene assessment to determine the extent of the emergency and insure sufficient response has been achieved, has Mutual Aid Agreements in place

for assistance, and has Standard Operating Guidelines in place to ensure the appropriate apparatus respond to the emergency as required.

6.1 Fire Stations

The Department is currently staffed by Volunteers at five stations.

Station 1, Ompah Station is located at 10200 Road 509 in the village of Ompah. This station was renovated in 2014. It is attached to the Ompah Community Hall. Station 2, Snow Road Station is located at 14105 Road 509 in the village of Snow Road. Station 3, Clarendon Miller Station is located just south of the village of Plevna behind the Township Municipal office at 6648 Road 506. The Volunteers are each provided with radios and pagers, and respond 24/7/365 days per year when available. The Stations are equipped with vehicles, apparatus, equipment, training and administration facilities.

The Kaladar/Barrie Fire Department is managed by the Kaladar Barrie Fire Chief; and is staffed by Volunteers. These Volunteers are also each provided with radios and pagers and respond 24/7/365 days per year when available. Their two Stations have space for vehicles, apparatus, equipment, training and administration facilities.

6.2 Volunteer Firefighters

The Township Volunteers operate on an “on call, available” system. The Volunteers are not placed on stand-by nor are they scheduled to attend or remain within the Township on any particular day. This lack of scheduling does have an impact on response, particularly Monday to Friday during normal working hours when Volunteers are out of the Township attending their place of employment. It does not guarantee, nor provide, that at any given moment there will actually be Volunteers available within the Township to respond to an emergency. This lack of personnel is relevant during the week between the hours of 7:00 a.m. and 5:00 p.m. when most people attend their full time jobs.

Recommendation: the Chief shall develop a “Schedule On-call” Standard Operating Guideline (SOG) which will provide for a requirement for the Volunteers for weekends during summer months, to ensure an appropriate number of Volunteers are available and able to respond to meet the needs and requirements of the Township (see Summary of Recommendations #11).

Financial implications: plus \$4,800 (\$50 each/weekend for 3 Volunteers, April 1 – October 31 amount is included in the chart in Section 11).

6.2.1 Station 1 – Ompah Station

There are fourteen (14) Volunteers presently on Roster at Ompah.

- Support staff (dispatch): unable to respond to an emergency call (1).
- Pump Operator, certified: available to respond to a fire call (1).
- Firefighter, trained: available to respond to a fire call (4).
- Firefighter, limited: available to respond to a fire call (7).
- Firefighter, Emergency Medical trained: available to respond to a medical call (9).
- Emergency First Responder (not a firefighter): available to respond to an emergency medical or fire call (1).

Of the responding Volunteers, one will be required to drive and work on the pumper. Total Volunteers estimated to be in the community Monday to Friday 8:00 a.m – 4:00 p.m (5).

6.2.2 Station 2 – Snow Road Station

There are twenty (20) Volunteers presently on Roster at Snow Road.

- Pump Operator, none certified.
- Firefighter, trained: available to respond to a fire call (5).
- Firefighter, limited: available to respond to a fire call (9).
- Firefighter Emergency Medical trained: available to respond to medical call (4).
- Emergency First Responder (not a firefighter): available to respond to an emergency medical or fire call (4).

Of the responding Volunteers, two will be required to drive and work on the tanker until water source is established and other responding Volunteers attend the scene. Total Volunteers estimated to be in the community Monday to Friday 8:00 a.m – 4:00 p.m (5).

6.2.3 Station 3 – Clarendon Miller Station

There are nine (9) Volunteers presently on Roster at Clarendon Miller.

- Support staff: unable to respond to an emergency call (1).
- Pump Operator, certified: available to respond to a fire call (1).
- Firefighter, trained: available to respond to a fire call (4).
- Firefighter, limited: available to respond to a fire call (2).
- Firefighter, Emergency Medical trained: available to respond to a medical call (8).

Of the responding Volunteers, two will be required to drive and work on the tanker until water source is established and other responding Volunteers attend the scene. Total Volunteers estimated to be in the community Monday to Friday 8:00 a.m – 4:00 p.m (4).

NOTE: While the estimated number of Volunteers available per Station within the community Monday to Friday may indicate the Department's ability to respond with sufficient personnel, these numbers are estimates and do not presume to accurately reflect the location, or the ability of the Volunteers to respond.

Recommendation: the Department shall try to maintain a minimum of two certified pump operators per Station, to ensure that appropriately trained certified Volunteers are available to respond to an emergency fire call and be able to provide qualified pumper support to the suppression Volunteers (see Summary of Recommendations #12).

Financial implications: training costs approximately \$1,000 to be included in the 2017 Budget.

6.3 Response Times

Total Response Time is measured from the initial receipt of the 911 call to when the Volunteers arrive on scene. This timeframe includes the dispatch time; assembly time (which is the time it takes the Volunteers to respond to the Station, don PPE and mount

the apparatus); and travel time (which is the time it takes to respond to the Emergency Scene in the apparatus).

The Department's average response time for all calls, from time of dispatch to first on scene, has increased from 14.6 minutes to 19 minutes overall from 2012 to 2014. This increase in response time can be attributed in part to the decrease in Volunteers on the Roster. We are responding with a first on scene average of 3 personnel. The total responder's numbers do rise to an average personnel on scene of five as the emergency transpires.

The above average response times were provided by the OFMEM based on the Standard Incident Reports submitted by the Department.

6.4 Emergency Call Response

The unknown factor when considering a Volunteer Department is how many Volunteers are actually available to respond to a call.

The Department's Depth of Response to a structure fire is a three-Station response. This ensures an adequate initial response of both apparatus and personnel. It is the Incident Commander's (IC) responsibility to evaluate and determine the extent of the emergency and assess the required apparatus, equipment, and personnel to effectively, efficiently and safely provide fire suppression. The IC may then request or stand down any apparatus, equipment, or personnel as determined necessary. They may also implement and request Mutual Aid, as required, if the Department is unable to provide the appropriate or sufficient levels of response or have them notified to be placed on stand-by, in the event another emergency takes place in the Township which the Department would be unable to respond to because of depleted resources.

The Department's Depth of Response to a medical emergency is a two-Station response. This protocol was implemented in November 2015, due to the decreased number of responding Volunteers to ensure a safe, effective and efficient response to medical emergencies. Since the implementation of this protocol, the response has improved significantly. It is the IC's duty to stand down any Volunteers in excess of those required to ensure a safe and effective response to the emergency.

The Department's Depth of Response to a wildfire emergency is a three-Station response. Vehicle extrications are responded to by the Snow Road Station with assistance from one of the other Stations determined by Dispatch based on the emergency location.

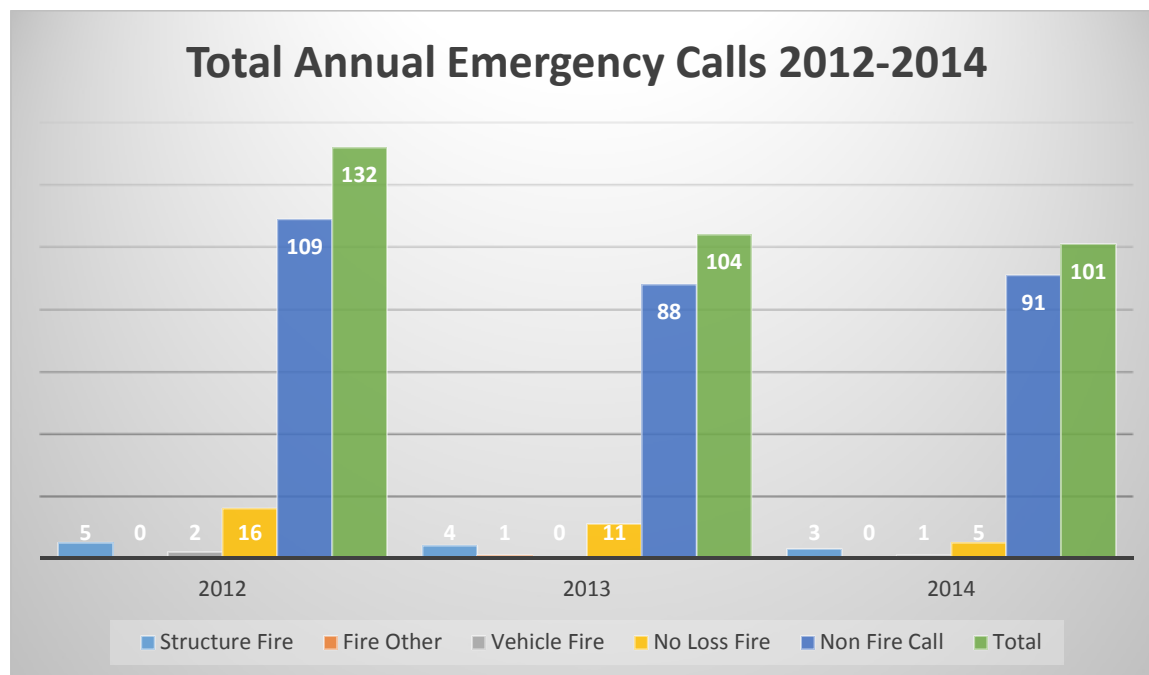
These response protocols allow the Departments to respond, effectively and efficiently, based on available personnel, apparatus and location of emergency. They are flexible based on the needs and circumstances of the Department.

Recommendation: the Chief shall investigate and review options to decrease the average response time to meet the NFPA 1720 Depth of Response Deployment and Minimum Initial Response (see Summary of Recommendations #13).

Financial implications: no impact.

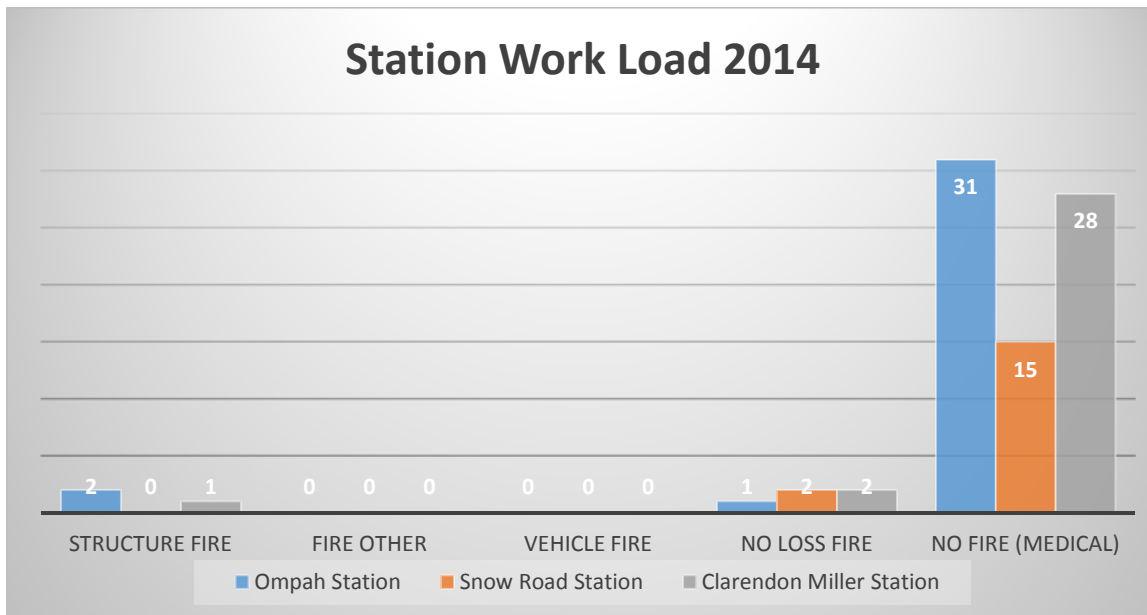
6.4.1 Emergency Call Volume

Call volumes for structure fire and medical response have shown a minor decreasing trend in the past three years.



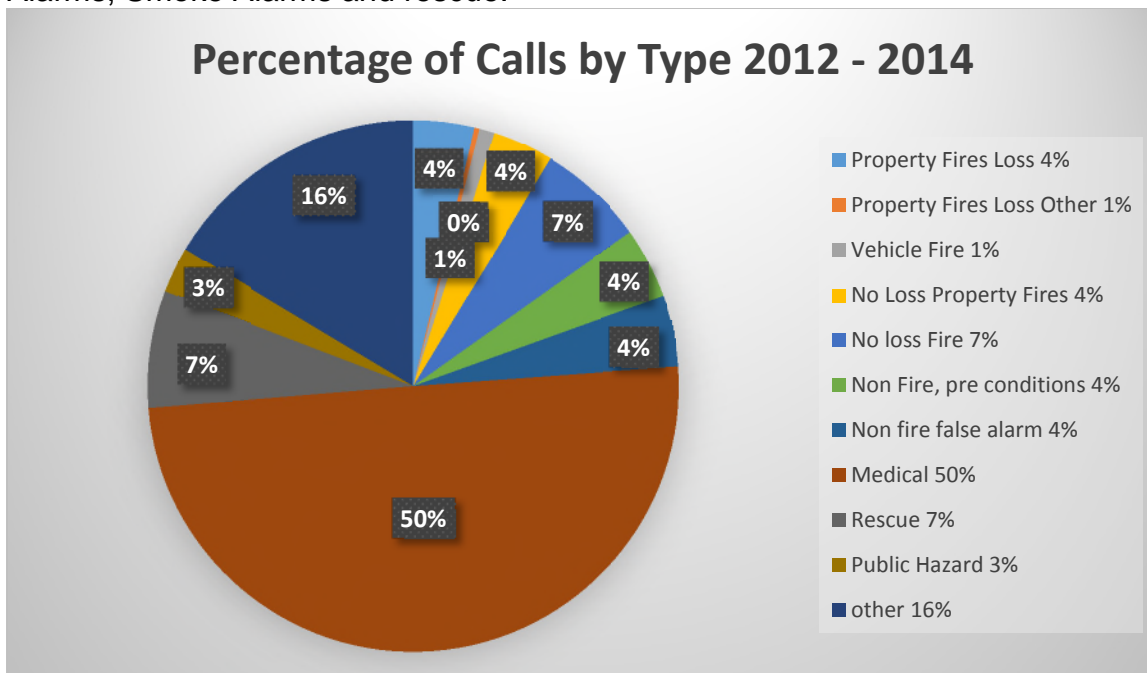
6.4.2 Station Workload

The station workload below is typical of an average year. While the workload may fluctuate from one Station to another, the volume overall seems to be consistent.



6.4.3 Percentage of Incident Types

Call volume by type between 2012 and 2014 are shown below. Fire calls make up approximately 14% of the total calls. The most frequent call type is medical emergencies at 50%, with other calls ranging from down hydro wires, chimney fire, CO Alarms, Smoke Alarms and rescue.



6.5 Assessment of Response Coverage

The Department is unable to achieve the levels of performance identified by the objectives of NFPA 1720 (as explained in Sections 6.3 and 6.4) that reflect a response for a Volunteer Fire Department. This is due in part to the large area of coverage and the extended travel times to respond to emergencies and the Stations by the Volunteers.

Demand Zone	Demographic	Minimum # of Volunteers Responding	Response Time (turnout + travel) minutes	Meets Objectives
Rural	<500 people /Square mile	6	14	80%

7. Apparatus and Equipment

The duties of maintaining and repairing of the apparatus and equipment has been assigned to the Deputy Chiefs; however, the Chief is ultimately responsible for maintenance and repair of apparatus and equipment. There is one Municipal Mechanic who is responsible for maintenance of all Emergency Vehicles within the Township. Any repairs are arranged through the Chief, with the Public Works Manager as the Mechanic's Supervisor.

The current best practices is fifteen (15) years' service for front line apparatus. The Department should continue to maintain its apparatus and equipment and consider the service of front-line apparatus on an individual basis, based on the needs and circumstances of the Department and the Township.

Recommendation: the Chief shall prepare a documented Maintenance Plan to extend and preserve the life expectancy of the apparatus and equipment, and which will ensure the life cycle is consistent with Tangible Capital Asset (TCA) Accounting Policy By-law #126-09 and review it annually with the CAO and Treasurer (see Summary of Recommendations #14).

Financial implications: extended life cycle reduced potential adjustment to the annual Tangible Capital Asset Reserve Funds contribution.

7.1 Apparatus

Overall, the apparatus and equipment within the Department are in good condition. The table below reflects the current apparatus used by the Department.

Station	Vehicle	Description	Year	Replacement Year
Station 1 Ompah	P511	Pumper	2011	2021
	S511	Squad EFR	2004	2019
	WL511	Wildland	2009	2022
	ATV511	All-Terrain	2009	2022
	UTL 511	Utility Trailer	2009	2020
	M511	Marine	2007	
Station 2 Snow Road	P521	Pumper	2007	2032
	T521	Tanker	2013	2038
	S521	Squad	1988	2017
	WL521	Wildland	2007	2018
	ATV521	All-Terrain	2006	2020
	UTL521	Utility Trailer	2011	
Station 3 Clarendon Miller	P531	Pumper	2009	2035
	T531	Tanker	1996	2021
	S531	Squad	1995	2022
	WL531	Wildland	1990	2018
	ATV531	All-Terrain	2011	2022
	UTL531	Utility Trailer	2011	2021
	M531	Marine	n/a	
	UTL531	Marine Trailer	2006	
	C531	Chiefs Truck	2015	2022

All Township Manager's shall review all equipment and apparatus on an ongoing basis. Any recommended deviations from the existing Ten Year Capital Plan – Tangible Capital Asset Replacement Schedules will be reviewed by the Chief, in consultation with the Treasurer and CAO, with respect to apparatus and equipment including Personal Protective Equipment. Proposed revisions will be recommended to Council annually through the budget process.

7.2 Maintenance – Apparatus and Equipment

The following chart shows the frequency of inspections and responsibility of inspections. Equipment is also checked by station personnel on a regular, ongoing basis and is documented.

	Maintenance Activity	Responsibility
Fire Trucks Pumpers	Annual Inspection	Township Mechanic
Fire Truck Pumps	Annual Inspection	Outside Company
Fire Trucks Tankers	Annual Inspection	Township Mechanic
Fire Trucks Wildland	Annual Inspection	Township Mechanic
Fire Trucks Squads	Annual Inspection	Township Mechanic
All-Terrain	Monthly Inspection	In-House
Utility Trailers	Annual Inspection	Township Mechanic
Pumps	Monthly Inspection	In-House
Ladders	Annual Inspection	Outside Company
Vehicle Generators	Monthly Inspection	In-House
Station Exhaust Systems	Semi Annual Inspection	Outside Company
Station Generators	Annual Inspection	Outside Company
Air Cascade System	Semi Annual air sample	Outside Company
SCBA's	Monthly Inspection	In-House
SCBA's	Annual Inspection	Outside Company
Portable Equipment	Monthly Inspection	In-House

The Department currently uses external (if required) and internal services to complete repairs and conduct preventative maintenance on various pieces of equipment and apparatus.

Recommendation: the Chief shall draft an inter-department requisition in order to effectively track requested, and ensure completed repairs are done to apparatus and equipment (see Summary of Recommendations #15).

Financial implications: no impact.

Recommendation: the Chief shall investigate and prepare an Administrative Report to Council for consideration with respect to the future transition to Composite Air Cylinders for the Self Contained Breathing Apparatus, as the breathing apparatus equipment continue to evolve (see Summary of Recommendations #16).

Financial implications: unknown at this time.

8. Communications

The Department has an Agreement in place with Kingston Fire and Rescue for the provisions of emergency dispatch services (see Section 2.3.2). This Agreement addresses the receipt of emergency call taking (911) and the dispatching functions for response. The Agreement also provides for documentation of radio transmissions for: status, dates, times, equipment, apparatus, personnel and other pertinent information.

The Communications Center sends out pages to the Volunteers, for response to the appropriate Station based on nature and location of the emergency.

Due to the geographic and topographic nature of the Township, radio communication is not always optimum. The signal can be degraded by external factors such as the weather, line of sight, proximity to the repeater towers and Volunteer technique when using the radios. Some of these concerns may be addressed by the 2016 Joint Frontenac Townships' GAP Study and Option Analysis Request for Proposal (RFP); and others may be addressed during training. While others are beyond the Departments control.

8.1 Internal Communication

Internal communication is a concern within the Department. This is not surprising due to the locations of the Stations within the Township and the widespread area of coverage. The Deputy Chiefs meet with the Chief monthly to discuss, address, and rectify any concerns or problems, which is then relayed by the Deputy Fire Chief's to the Volunteers.

There are issues with internal communication between different ranks and positions within the Department. It has also been identified that more interaction between Stations will be beneficial and help create a desire to become a more unified Department. This can be achieved by improved, informed, "two-way" communication that promotes dialog and feedback between the Chief, Deputy Chiefs, Officers and the Volunteers.

The Chief shall undertake a review with the input of the Department's Management Team to address the current functionality between Stations to remove barriers which have developed; and which adversely affects the Volunteers and their ability to work as a cohesive team.

Recommendation: the Department's management team should enhance the communication and interaction within the Department through implementation of improved, informed two-way communication. A text and email list is currently being considered for internal communication, which would allow real time notification of concerns, emergency calls, and other relevant Department information to be transmitted to the Volunteers (see Summary of Recommendations #17).

Financial implications: no impact.

8.2 Fire Services Record Management

The Department does not currently use a third party software program for records management. The OFMEM Standard Incident Reporting System is currently being done manually or recorded by the Chief or the Chief's Administrative Assistant.

Recommendation: the Chief will investigate and review software options, and make a recommendation to the CAO for inclusion in the proposed 2017 budget as part of the Shared Services Agreement for Information Technology Services

between the County and the four Townships, for consideration (see Recommendation #3).

Financial implications: no impact at this time.

9. Comparatives

The Chief conducted a survey of Zone 6 Eastern Ontario Fire Chiefs to obtain comparatives, best practices and commonalities for the Department. The following information was requested: service levels, reporting, area of coverage, staffing levels, staffing models, Master Fire Plan completion, Establishing and Regulating By-Law, Fire Prevention, Public Education, Management practices, shared services and succession planning.

Fifteen (15) Fire Chiefs responded to the survey request, from neighbouring Departments in Ottawa, Rockland/Clarence, Lanark Highlands, Perth, Smith Falls, Tay Valley, Pembroke, Kaladar/Barrie, Napanee, Merrickville, Elizabeth/Kittley Township, Deep River, Carleton Place, Beckwith and Greater Madawaska.

9.1 Organization Comparatives

There were many obvious similarities between the responding Departments. Several common responses affecting multiple Departments noted, regardless of Department location, size or structure, were:

- The highest priority and concern facing the Departments was Organization, the need to hire or recruit Officers, Inspectors, Instructors and Volunteer Firefighters.
- A high priority and concern was the transition to NFPA 1001 for Firefighters and the training that will be required to achieve certification.
- 80% of the Fire Chiefs surveyed reported directly to the CAO.
- More than half (60%) of the responding Departments had two or more Fire Stations.
- The Departments reviewed their Establishing and Regulating By-law regularly.
- Many Departments (67%) did not have a Master Fire Plan, while those that did reviewed them approximately every 5 years.
- The majority of Townships with a Volunteer Department paid their Volunteers hourly and greater than \$20 per hour.
- Some smaller Departments utilized their Fire Chief for Fire Code enforcement.
- All but two (Full Time) Departments had Agreements in place for Mutual Aid or Automatic Aid.
- The majority of Volunteer Departments relied on their Volunteers for input.

9.2 Organization Comparative Survey Summary

Operational Review Comparative in % of Response		%		%		%		%		%		%	
1	Report to	CAO	80	Committee	20								
2	Paid Staff other than Fire Chief	FPO or other	23	Admin	23	None	47						
3	Type of Department	Volunteer	40	Full Time	13	Composite	39						
4	Fire Stations	1	33	2	20	3>	40						
5	Area of Coverage hectares	<=10000	33	>10000	40	>50000	27						
6	Permanent Population	<5000	27	5000-8000	20	8000-10000	7	>10000	27				
7	Seasonal Population	<5000	20	5000-8000	0	8000-10000	7	>10000	7				
8	Total Tax Base	<10000	40	<15000	33	<20000	0	>20000	27				
9	Establishing Regulating By-law review	yes	93	no	7								
10	Master Fire Plan	yes	33	no	67								
11	Master Fire Plan Review	annually	0	5 years	20	10 years	7						
12	Organization chart available	yes	93		0								
13	High Priority short term	Organization	40	Website	13	Fire Prevention	13	new station	7	new pumper	7	revitalize station	7
14	High Priority long term	NFPA 1001	20	new Station	20	training facility	15	succession plan	23	revitalize station	15		
15	Volunteer paid.	yes	80	no	0								
16	Volunteer Rate	<\$15	0	>\$15	27	>\$20	31	>25	15				
17	Code Enforcement	Chief	40	FPO	53	Firefighters							
18	Fire Prevention Officer	yes	60	no	40								
19	Fire Inspector	yes	53	no	47								
20	Public Education Officer	yes	53	no	47								
21	Ranking Officers	Deputy	40	Station chiefs	27	Captain	60	none	13				
22	Succession Plan	yes	40	no	60								
23	Shared Services	yes	87	no	13								
24	Firefighter provide input on direction	yes	73	no	27								
Notes:		One Department pays \$75 per week scheduled stand-by											

10. Implementation

10.1 Short Term Goals (Immediate Needs) (1 - 6 months)

As a result of this Review, the immediate needs were the easiest to recognize. An ongoing and regular review by the Chief, in consultation with the Department, of existing operating procedures and guidelines was undertaken to address immediate concerns. Amendments to existing SOGs and SOPs, and the creation of SOGs and SOPs that adequately address operational concerns and needs, was commenced by the Chief with the input of the Deputy Chiefs and Volunteers. This is an ongoing process as SOGs/SOPs require constant review and updates by the Chief.

10.1.1 Goals Completed to Date

Due to the decreasing number of Volunteers on Roster, and the poor attendance at emergency calls, the Department implemented a two-Station response to all medical emergencies and a three-Station response to all fire and vehicle emergencies.

Also implemented was a Volunteers Recognition Program which addresses and recognizes the Volunteers for their achievements. The Volunteers are now recognized for their dedication, annually at a ceremony where they are presented with Medals of Merit commemorating their service at five year increments. This process has initiated an atmosphere that nurtures pride and ownership in their Department.

Some of the Agreements for Fire and Emergency protection to the residents of North Frontenac have been completed to ensure the needs of our residents were provided for. The Chief will continue to review other applicable Agreements and make recommendations to Council for their consideration.

The apparatus have been renumbered and the Volunteers have been trained in the dispatch protocol with Kingston Fire and Rescue Dispatch.

The short term goals have been addressed and/or will continue to be addressed prior to the end of 2016 through the establishment of regular meetings with the Deputy Chief(s), Officers and Volunteers. This ongoing process will provide the Volunteers direction, help establish cohesiveness between Stations, create a strong feeling of morale which may be the single most important step in putting the Department back on course.

To ensure the Township's compliance, and the requirements of the OFMEM, the Chief was required to and did attend four training sessions, prior to December 2015, and has attained accreditation as the Community Emergency Management Coordinator (CEMC).

The Chief, as the Accessibility Coordinator, ensured the Township's compliance with the *Accessibilities for Ontarians with Disabilities Act*. Also, he attended training to complete his certification as a competent member of the Township's Joint Health and Safety Committee.

The Simplified Risk Assessment has been completed jointly with Kaladar-Barrie Fire Chief and the Chief; and will guide the Departments in making recommendations to Council, regarding the Services and levels of service provided.

10.2 Medium Term Goals (within 2 years)

The Department's medium term goals are to address many of the concerns identified in this Operational Review.

The interaction between Stations suggests that there is a presence of conflict between the Stations that are impacting the overall operational performance and effectiveness of the Department. It would appear that some of these conflicts relate to individuals and circumstances that may have occurred either at the Stations or on an emergency scene. Regardless, these incidents are impacting the overall morale and cohesiveness of the Department. There are sufficient numbers of individuals expressing concern and this would warrant further review. The Chief shall undertake a review with the input of the Department's Management Team and shall enhance the communication and interaction within the Department to address the current functionality between Stations to remove barriers which have developed between the three Stations, which adversely affects the Volunteers and their ability to work as a cohesive team.

10.3 Long Term Goals (2 – 3 years)

The Chief needs to investigate all shared or joint opportunities within the Departments. Then, the Department's long term goal is to commence work on a Master Fire Plan with input from Council, residents of North Frontenac (permanent and seasonal), Management, Staff, Volunteers, OFMEM, and local businesses. This process would include a Strengths, Weaknesses, Opportunities and Threats (SWOT) Analysis, conducted by an external Fire Service Professional. This living document (being a Strategic Plan for the Department) would encompass the next 5 to 8 years and would be dynamic in nature allowing for the changing needs and circumstances of the Municipality and the Department. It is the Chief's intent, with continuous input from all Stakeholders, to review and modify the Plan on an ongoing basis (i.e. every 5 years).

11. Organization Restructure Recommendations, Summary and Financial Implications

11.1 Officers Restructure

These new proposed positions may be optimal for a smaller Township with a Roster of less than 20 Volunteers per Station. This option appoints the Chief as the individual responsible for Fire Code inspections and enforcement. By removing the code enforcement from the FPO's duties, it would allow a dedicated position to develop and coordinate Fire and Life Safety Education. A key component in the "three lines of defense".

The new position of part-time "Assistant Fire Chief" benefits the Department by providing a dedicated individual knowledgeable in the day-to-day needs of the individual Stations. It eliminates the current Volunteer positions of Deputy Fire Chiefs (3) and Training Officer (1). The individual will require Company Officer Professional Qualifications or similar certification or experience to coordinate, develop, and supervise the Volunteers. This may also help to address the concerns for succession planning of the Chief by having someone trained within the Department as their back-up. As a Township, we may need to adapt to the diminishing availability of Volunteers in the community in order to provide a consistent level of response to emergencies

Currently each station has two Fire Captains and one Emergency First Response Captain for a total of 9 Captains. While these positions are imperative for the structure of the Department, the existing numbers of supervisory positions creates a management heavy roster within each Fire Station. Each Fire Station currently has 1 Deputy, and 3 Captains for a 20% to 44% management ratio.

The existing 6 Trainer Facilitators, two per station has never accurately reflected the number of qualified Trainers available within the Department. The recommended three Fire Instructors will increase the opportunities for inter-operability and training within the Department, thereby reducing barriers and ensuring a consistent level and curriculum throughout the Department.

As the Chief, I am recommending the position of Fire Prevention Officer as it exists, be declared redundant and create a new Fire and Life Safety Educator to provide Public Education and assign the Code Enforcement duties to the Chief. This would allow the municipality the opportunity to adopt a more focused "First Line of Defense", public education component.

11.2 Organization Restructure Recommendations

Description	Current Model	Recommendation
<p>Staffing Summary</p>	<p>1 F/T Fire Chief (35 hrs/wk) 1 P/T Admin Support (9 hrs/wk) 3 Vol. Deputy Chief 1 Vol. Platoon Chief (EFR Officer) 6 Vol. Fire Captains 3 Vol. EFR Captain 6 Vol. Trainer Facilitators 1 Vol. Fire Prevention 3 Vol. Secretaries 42 Vol. Firefighters (max. 90)</p>	<p>1 F/T Fire Chief (35 hrs/wk) 1 P/T Admin Support (9 hrs/wk) 1 P/T Assistant Fire Chief (20 hrs/wk) 1 Vol. EFR Officer 3 Vol. Fire Captains 3 Vol. EFR Captain 3 Vol. Fire Instructors 1 Vol. Fire and Life Safety Educator 3 Vol. Secretaries Vol. Firefighters (max. 75)</p>
Criteria	Challenges	Benefits
<p>Administration</p>	<p>Management heavy. Limited or insufficient resources. Inefficient management of resources and workload.</p>	<p>Effective, efficient management relative to resources. Opportunity to adjust roles and responsibilities of Fire Chief. Administrative resources and support. Opportunity to enhance Assistant Fire Chief's position and Station management.</p>
<p>Fire Prevention</p>	<p>Existing program limited to minimum requirements of FPPA. Minimal Code enforcement. No Approved Fire Prevention Policy or Service Level. Some programs delivered by Volunteers subject to availability.</p>	<p>Opportunity to adjust roles and responsibilities of Fire Chief. Opportunity to enhance Fire and Life Safety Education. Programs delivered in an efficient manner. Dedicated North Frontenac Fire and Life Safety Educator.</p>

Criteria	Challenges	Benefits
Public Education	<p>Currently limited to a portion of the Fire Prevention Officer's time.</p> <p>Current program reactive to requests rather than proactive to high priority risks.</p> <p>Volunteer participation limited to weekends and evenings.</p>	<p>Ability to offer a Fire and Life Safety component by a Professional Qualified Educator.</p> <p>Enhance first two lines of defense.</p> <p>Ability to enhance service delivery of Public Education component.</p> <p>Opportunity to provide proactive enhanced delivery to target risk priorities.</p> <p>Ability to offer increased opportunities to requests.</p>
Training	<p>Current delivery of program is insufficient to meet all requirements of OFMEM and NFPA.</p>	<p>Ability to provide a comprehensive annual training program consistent with OFMEM and NFPA standards.</p> <p>Additional Volunteer Firefighters will increase quality of training required and the ability to train.</p>
Response Initial (4)	<p>The Department is currently facing challenges in attaining the initial minimum response for fire calls as per NFPA 1720.</p> <p>The Department is able to meet the current minimum response for medical calls as per NFPA 1720.</p>	<p>Monday to Friday for daytime minimum initial response is achieved by one full-time and one part-time responder.</p> <p>A larger complement of Volunteers increases the pool of Volunteers available to respond.</p>
Response Depth (14)	<p>The Department is facing challenges in attaining the minimum standards at all times for fire calls as per NFPA 1720.</p>	<p>A larger compliment will maximize the potential of assembling 14 Volunteers for the minimum response.</p>

11.3 Financial implications

Current	2016 Approved Budget	effective June 1, 2016	Proposed
Point System per training and calls (November 1, 2015 to May 31, 2016 only then to Tiered system effective June 1, 2016)	\$39,201.31	\$30,201.31	Tiered System Junior \$16.00/hour Firefighter \$18.00/hour Senior Firefighter \$20.00/hour Officer \$22.00/hour
Training	included in point system	\$9,000.00	\$25/event per volunteer to attend regularly scheduled in-house training/meetings
On Call 3VVF's @\$50 each/weekend Apr 1 - Nov 1		\$4,800.00	NEW - 3VVF's/weekend @\$50/weekend Apr 1 - Nov 1
3 Deputy Chiefs (\$1,746.92 each) One Training Officer Casual labour - Acting Fire Chief	\$5,240.77 \$3,161.92 \$3,000.00	\$28,000.00	NEW - P/T Asst. Fire Chief (20 hours/week)
9 Captains (\$471.26 each)	\$4,241.39	\$6,000.00	1 Captain and 1 EFR Captain per station @ \$1,000 each
6 Trainer Facilitators	\$5,269.88	\$3,600.00	NEW - 3 Fire Instructor's @ 1,200 each
Platoon chief (EFR Officer)	\$1,715.83	\$2,000.00	1 EFR Officer @ \$2,000
Fire Prevention Officer	\$6,241.63	\$3,000.00	NEW - Volunteer Fire and Life Safety Educator (<i>Fire Chief to do inspections and code enforcement</i>)
3 Secretaries (one for each Fire Hall) (\$222.10 each)	\$666.32	\$750.00	3 Secretaries @ \$250 each
Fire Fighters (Separate from the point system) to assist with Fire Prevention (Programs & Inspections when required)	\$625.00	\$625.00	Paid at the rate based on the tiered system above

Salaries - Fire Suppression (Payroll) &

Casual Labour **\$69,364.05** **\$87,976.31**

Salaries - Fire Suppression Wildfires 2016=\$18.87/hour after 3 hours	\$10,000.00	\$10,000.00	Paid at the rate based on the tiered system above. To be paid for all wildfire hours not just hours over 3.
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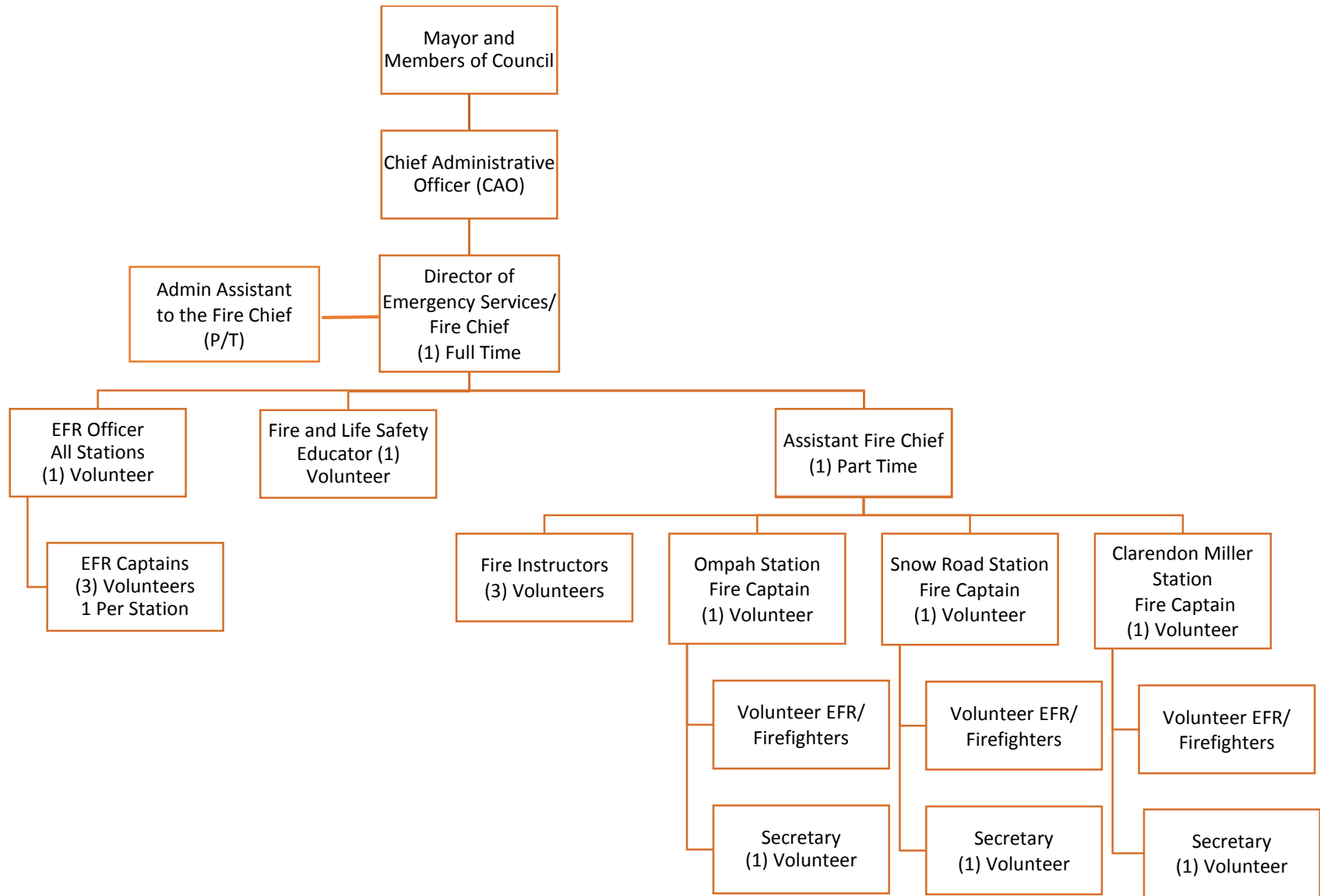
Training/Seminars	\$20,000.00	\$30,000.00	NEW - Company Officer (Incident Management Commander) @ \$5,000 and Occupational Health & Safety Component for Supervisor @ \$5,000
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Overall Total **\$99,364.05** **\$127,976.31**

NOTES:

<u>Wildfires</u> - If Wildfire salaries exceed the budgeted amount the money could come from the Wildfires Reserve Fund - current balance in that account is \$114,083.57
<u>Budget Overage</u> - The estimated overage at this time is \$28,612.26. As this was not budgeted for in 2016, the overage for 2016 could come from the Capital Contingencies - NF Reserve Fund with a current estimated year end balance of \$608,504.24.
<u>Budget Underspent</u> - If the salary portion above, is underspent based on the budget of \$69,364.05 (excluding training/seminars & wildfire) this money could be placed into a new Fire Salaries Reserve Fund for future years i.e. changing from a Point System to a Tiered System - Hourly Rate).

11.4 North Frontenac Fire Department's Organization Chart – effective June 1, 2016



12. Summary of Recommendations

RECOMMENDATION

BE IT RESOLVED THAT Council received Eric Korhonen, Director of Emergency Services/Fire Chief's Administrative Report entitled "North Frontenac Fire Department Operational Review" on April 22, 2016 as completed as a condition of his Employment Hiring Letter, for information purposes;

AND THAT the Director of Emergency Services/Fire Chief (Chief) has accomplished the following to date:

Goals Completed:

The following short term goals have been addressed:

- Implemented a two-Station response to all medical emergencies and a three-Station response to all fire and vehicle emergencies.
- Implemented a Volunteer Firefighters' (Volunteer) Recognition Program, an annual Medals of Merit Ceremony commemorating and recognizing the Volunteers for their achievements and dedication.
- Some Agreements for Fire and Emergency Protection have been completed (see Section 2.3); the Chief will continue to review other applicable Agreements and make applicable recommendations to Council for consideration, through Administrative Reports.
- The apparatus have been re-numbered and the Volunteers have been trained in the dispatch protocol with Kingston Fire and Rescue Dispatch and a Standard Operating Guideline (SOG) is in place.
- The Chief attained accreditation as the Community Emergency Management Coordinator (CEMC) and he will ensure the Township remains in compliance with legislation.
- The Chief, as the Accessibility Coordinator, ensured the Township's compliance with the *Accessibilities for Ontarians with Disabilities Act*. Also, he attended training to complete his certification as a competent member of the Township's Joint Health and Safety Committee.
- The Simplified Risk Assessment (SRA) has been completed jointly with Kaladar Barrie Fire Chief and the Chief and will be presented to both Councils at a later date;

AND THAT Council approves the following, based on the Chief's recommendations in his Operational Review dated April 22, 2016:

Medium (6 months – 2 years):

1. The Chief shall prepare a revised Establishing and Regulating By-Law for Council's consideration (see Section #2.3).
2. The Chief shall prepare an Automatic Aid Agreement with Central Frontenac Fire Department for the provisions of Ice Water Rescue, in accordance with the Township's Services as defined in the Establishing and Regulating By-law, for Council's consideration (see Section #2.3.7).
3. The Chief shall investigate and review software options, and make a recommendation to the CAO for inclusion in the proposed 2017 budget as part of the Shared Services Agreement (see Section #8.2).

4. The Chief shall prepare an Administrative Report to Council addressing a Wellness Facility and Healthy Workplace Program for the Volunteers (see Section #2.6).
5. Once Council has approved the Communications Plan, the Chief shall prepare draft wording for consideration and inclusion in the Township's Social Media Policy (see Section #3.1.3).
6. The Chief shall prepare a Fire Prevention Policy for Council's consideration by By-law (see Section #3.2).
7. The Fire Code enforcement duties will be assigned to the Chief (see Section 3.4).
8. The Chief shall create a Role Description for the new position of "Fire and Life Safety Educator" and the position of Fire Prevention Officer (FPO) is declared redundant (see Section #3.4.1).
9. The Chief shall create an SOG for a Comprehensive Training Program for all Volunteers and Officers within the Department (see Section #4.3).
10. The Chief shall develop a Recruitment/Retention SOG and the CAO shall amend the Personnel Policy to comply with the SOG (see Section #5.1).
11. The Chief shall prepare an SOG which will provide for a "Schedule On-call" requirement for the Volunteers (see Section #6.2).
12. The Department shall try to maintain a minimum of two certified Pump Operators per Station (see Section #6.2.3).
13. The Chief shall investigate and review options to decrease our average response time to meet the National Fire Protection Association 1720 Depth of Response Deployment and Minimum Initial Response (see Section #6.4).
14. The Chief shall prepare a documented Maintenance Plan to extend and preserve the life expectancy of the apparatus and equipment, will ensure the life cycle is consistent with the Township's Tangible Capital Asset Accounting Policy and its apparatus and equipment shall be maintained to provide the required Services as set out in the Establishing and Regulating By-law (see Section #7).
15. The Chief shall prepare an Inter-Department Requisition in order to effectively track requested and completed repairs to apparatus and equipment (see Section #7.2).
16. The Chief will investigate future transition to Composite Air Cylinders for the Self Contained Breathing Apparatus and provide an Administrative Report to Council for consideration (see Section #7.2).
17. The Department's Management Team should enhance the communication and interaction within the Department through implementation of improved, informed two-way communication (see Section #8.1).

Long-Term (2 – 3 years):

18. The Chief shall investigate shared or joint opportunities with other Fire Departments within the County of Frontenac or with neighbouring Fire Departments for: Inspection, Public Education, Fire Instructors, and other such services as may be available (see Section #10.3).
19. The Chief shall prepare a Master Fire Plan for Council's consideration (see Section #2.7).

Annually:

20. The Chief shall prepare a Fire Department Annual Report to Council (see Section #2).

21. The Chief shall continue to review, amend and create Standard Operating Guidelines and Procedures as required (see Section #2.4).
22. The Fire and Life Safety Educator continue to investigate programs to improve our “The First Line of Defense” (see Section #3.1.3).
23. The Department improve and enhance the Smoke and Carbon Monoxide Community Program (see Section #3.1.4);

AND THAT effective June 1, 2016 Council approves the proposed rates set-out in Section 11.3 – Financial Implications (as amended by Council in the annual budget) and the following based on the Chief’s recommendations in his Operational Review dated April 22, 2016:

24. To discontinue the Department’s current Payroll Point System effective May 31, 2016 and establish a new tiered hourly rate for the Volunteers.
25. To pay Volunteer Firefighters who attend the regularly scheduled in-house training/ meetings at a set rate per event, as the Point System will be discontinued.
26. A new “Paid on Call Volunteer Schedule” from April 1st – November 1st annually.
27. To eliminate the three Volunteer positions of Deputy Fire Chief and Training Officer; and to create a new position of one part-time Assistant Fire Chief.
28. To reduce the number of Fire Captains to one, per Station.
29. To eliminate the six Trainer Facilitators and create a new position of Fire Instructor (one per station).
30. To change the title of the Emergency First Response (EFR) Platoon Chief to EFR Officer.
31. To eliminate the Fire Prevention Officer position; and create a new volunteer position of Fire and Life Safety Educator; and appoint the Fire Chief as the individual responsible for Fire Code Inspection and Enforcement.
32. To change the way in which Volunteer Firefighters are paid to assist with Fire Prevention (Programs and Inspections when required by the Chief) to be based on the tiered system.
33. To change the way in which Volunteer Firefighters are paid to respond to Wildfires to be based on the tiered system for all wildfire hours; and if the annual actual expenditures exceed the budget, the Treasurer shall transfer the overage from the Wildfires Reserve Fund.
34. The Department shall train all Company Officers in the Incident Management System. Also, the Department shall train all Company Officers in the *Occupational Health and Safety Act*. Priority shall be given to Company Officers who are trained to function as Incident Command at emergency scenes.
35. The new North Frontenac Fire Department (NFFD) Organization Chart effective June 1, 2016 and if the annual actual total Salaries expenditures that do not have a set rate (i.e. Tiered System and in-house Training) exceed the budget, the Treasurer shall transfer the overage from the North Frontenac Capital Contingencies Reserve Fund for 2016; and a new NFFD Salaries Reserve Fund be established for this purpose in 2017 and for future years.