



## **Committee of the Whole Agenda**

**Tuesday, March 10, 2020  
Immediately Following the Council Meeting  
Town Hall Council Chambers**

Please silence all electronic devices.

**Pages**

**1. CALL TO ORDER**

**2. APPROVAL OF AGENDA**

**Suggested Motion:**

THAT the agenda be accepted as presented.

**3. DECLARATION OF PECUNIARY/CONFLICT OF INTEREST AND GENERAL NATURE THEREOF**

**4. MINUTES TO BE APPROVED AND RECEIVED**

**a. Committee of the Whole Minutes**

**6**

**Suggested Motion:**

THAT the Committee of the Whole Minutes dated February 18 and March 3, 2020 be accepted as presented.

**5. DELEGATIONS/PRESENTATIONS**

**a. Dena Comley, Chair - Carleton Place Environmental Advisory Committee**

2020 Work Plan and Anti-Idling Campaign Update

**b. Development Permit Housekeeping Amendment (Communication 131042) - Public Meeting Under the Planning Act - 8:00 p.m.**

**16**

Joanna Bowes, Manager of Development Services

**Suggested Motion:**

THAT the Development Permit Housekeeping By-law be forwarded to Council for approval.

## 6. REPORTS

### Planning and Protection

- a. **Fire Master Plan (Communication 131041)** 18
- Pascal Meunier, Director of Protective Services
- Suggested Motion:**  
THAT Council receive the 2019-2024 Master Fire Plan.
- b. **Sea Container Policy (Communication 131030)** 127
- Lennox Smith, Chief Building Official
- Suggested Motion:**  
THAT Council approve the Sea Container Policy for utilization by the Building Department for all sea container building permit applications.
- c. **Amendment to Fees And Charges By-law 120-2019 (Communication 131043)** 132
- Lennox Smith, Chief Building Official
- Suggested Motion:**  
THAT Fees and Charges By-Law 120-2019 be amended to include a provision under the Building Department section of the By-law to allow for cost recovery of all Orders and Agreements that are to be registered on or removed from title.
- d. **Closing a Portion of Begley Street Road Allowance (Communication 131044)** 134
- Diane Smithson, CAO
- Suggested Motion:**  
THAT Council authorize staff proceeding with the steps to close a 3m portion of Begley Street Road Allowance on the south side of the Neelin Community Centre property to accommodate an expansion to Arena No. 1.
- e. **Committee Terms of Reference - Roles and Responsibilities (Communication 131045)** 137
- Stacey Blair, Clerk

**Suggested Motion:**

THAT the Terms of Reference for the following Advisory Committees be approved:

- Urban Forest/River Corridor Committee
- Parks and Recreation Committee
- Accessibility Advisory Committee

**7. NEW/OTHER BUSINESS**

**8. COMMITTEE, BOARD AND EXTERNAL ORGANIZATION UPDATES**

**a. Advisory Committee and Board Minutes**

152

**Suggested Motion:**

THAT the following minutes be received:

- Business Improvement Area Board of Directors - November 2019
- Urban Forest/River Corridor Advisory Committee - February 27, 2020

**9. INFORMATION LISTING**

156

- Lanark County Council - Media Release (Planet Youth), February 19, 2020
- Mississippi Valley Conservation Authority - Annual General Meeting Highlights, February 20, 2020
- Board of Health - Meeting Summary, February 27, 2020
- Watson and Associates - Draft Regulations for the Development Charges Act and Planning Act  
(Community Benefits Charge Related), February 28, 2020
- Leeds, Grenville & Lanark District Health Unit - Land Control Services - 2019, February 28, 2020
- Ministry of Municipal Affairs and Housing - Provincial Policy Statement 2020, February 28, 2020
- Leeds, Grenville & Lanark District Health Unit - Discussion Paper, Public Health Modernization, February 2020

**Suggested Motion:**

THAT the Information Listing dated March 10, 2020 be received as information

**10. NOTICE OF MOTIONS**

**a. Community Improvement Plan**

Mayor Black

WHEREAS there are brownfield sites within the Town of Carleton Place;

AND WHEREAS redeveloping brownfield sites takes significant financial resources;

AND WHEREAS environmental rehabilitation and development of brownfield properties encourages investment and development on lands by making efficient use of existing infrastructure thereby improving Carleton Place's tax base;

AND WHEREAS in order to assist developers in rehabilitating brownfield sites, some financial incentives may need to be offered;

AND WHEREAS in order to determine these financial incentives a Community Improvement Plan needs to be developed for the Town of Carleton Place;

AND WHEREAS the Town has the necessary Community Improvement Plan provisions within its Official Plan;

NOW THEREFORE BE IT RESOLVED THAT Council authorizes proceeding with a Community Improvement Plan (CIP) for the Town of Carleton Place as a whole; and

THAT staff be directed to submit an application to the Federation of Canadian Municipalities Green Municipal Fund to pay for up to 50% of the cost of the CIP; and

THAT the balance of the CIP cost be paid through Development Charges and from the Town's overall 2020 surplus if any, and if not through reserves.



## 11. CLOSED SESSION

### **Suggested Motion:**

THAT the Committee move into closed session at \_\_\_\_p.m. to discuss matters subject to:

(b) personal matters about an identifiable individual, including municipal or local board employees;

(c) a proposed or pending acquisition or disposition of land by the municipality or local board;

(f) advice that is subject to solicitor-client privilege, including communications necessary for that purpose;

1. Staff Conflict of Interest Issue
2. Sale of Lands
3. Terms of Employment

AND THAT Diane Smithson, CAO and Stacey Blair, Clerk, and Pascal Meunier, Director of Protective Services (Item 3) remain in the room.

## 12. RISE AND REPORT

## 13. ADJOURNMENT

### **Suggested Motion:**

THAT the meeting be adjourned at \_\_\_\_\_.

## **Committee of the Whole Minutes**

**Tuesday, February 18, 2020  
Immediately Following the Council Meeting  
Town Hall Council Chambers**

**COUNCIL PRESENT:** Mayor Black, Deputy Mayor Redmond, Councillor Fritz,  
Councillor Seccaspina, Councillor Randell, Councillor Tennant,  
Councillor Atkinson

**STAFF PRESENT:** Diane Smithson, CAO, Stacey Blair, Clerk, Joanna Bowes,  
Manager of Development Services, Dee Dee Scissons, Planning  
Administrative Clerk

### **1. CALL TO ORDER**

The Chair called the meeting to order at 7:19 p.m.

### **2. APPROVAL OF AGENDA**

**Moved by:** Councillor Fritz

**Seconded by:** Councillor Tennant

THAT the agenda be accepted as amended.

- Removal of Item 6. a Sea Container Policy (Communication 131030)

**CARRIED**

### **3. DECLARATION OF PECUNIARY/CONFLICT OF INTEREST AND GENERAL NATURE THEREOF**

1. Councillor Tennant - Committee of the Whole Minutes

Councillor Tennant's company was involved in the Gemmill Street project.

2. Councillor Seccaspina - RISE AND REPORT

Councillor Seccaspina did not participate in the In Camera session regarding item #2 as her sons own property which could be impacted by #2 - Negotiation Instructions Relating to a Road Issue.

### **4. MINUTES TO BE APPROVED AND RECEIVED**

1. Committee of the Whole Minutes

Councillor Tennant declared a conflict on this item. (Councillor Tennant's company was involved in the Gemmill Street project.)

**Moved by:** Deputy Mayor Redmond

**Seconded by:** Mayor Black

THAT the Committee of the Whole Minutes dated January 30 and February 4, 2020 be accepted as presented.

**CARRIED**

**5. DELEGATIONS/PRESENTATIONS**

1. Treff Peters - Cycling Without Age Lanark Chapter

Mr. Peters gave a presentation to the Committee regarding the local Cycling Without Age initiative. Cycling Without Age is a global grassroots movement whose main purpose is to engage seniors or less abled citizens by offering them free bike rides in specialized bicycles, referred to as "Tri-shaws". The local chapter of this organization is still trying to gather support from the community. Mr. Peters asked if members of Council could contact the County of Lanark to encourage their support of permitting youth at a minimum of 16 years of age to participate as volunteers in the program.

**6. REPORTS**

Planning and Protection

1. 31 Townline Road West, DP3-14-2019, Marchurst Development Group Inc. (Communication 131031)

**Moved by:** Deputy Mayor Redmond

**Seconded by:** Mayor Black

THAT the Committee hereby authorizes application DP3-014-2019 for the construction of a 14-unit apartment building at 31 Townline Road West and directs staff to move forward with the drafting of the Development Permit Agreement with the following conditions:

1. That both garbage and recycling are stored within the building and that both garbage and recycling are removed weekly;

2. That snow be removed from site after each significant snow fall;
3. That one-way signs be posted at the cost of the developer to guide or direct traffic;
4. That an 8-foot privacy fence be installed on the developer's side of the property line as indicated on the approved site plan;
5. That where possible, the developer will plant additional trees and shrubs to provide further privacy, to the satisfaction of the Town of Carleton Place;
6. That where possible the developer shall protect all root systems and branches of mature trees along the borders of the property;
7. That conditions as provided by Canada Post, Bell, and Enbridge be completed; and

THAT the Committee authorizes staff to issue a Development Permit upon receipt of all required information, fees and securities.

**CARRIED**

**Amendment:**

**Moved by:** Councillor Atkinson

**Seconded by:** Councillor Tennant

THAT the Manager of Development Services be instructed to negotiate an increase in green space in exchange for a reduction in parking space size.

**DEFEATED**

2. Development Services Planning Activity Report - January 2020  
(Communication 131032)

**Moved by:** Deputy Mayor Redmond

**Seconded by:** Councillor Fritz

THAT the Planning Activity Report for the month of January 2020 be received as information.

**CARRIED, CONSENT**

3. Support for Continuation of Programs and Services from Mississippi Valley Conservation Authority (Communication 131033)

**Moved by:** Councillor Tennant

**Seconded by:** Councillor Atkinson

WHEREAS the Corporation of the Town of Carleton Place has been well served by the Mississippi Valley Conservation Authority (MVCA) and has representation on the Board of Directors; and

WHEREAS the Corporation of the Town of Carleton Place is an environmentally conscious community; and

WHEREAS the Board of Directors determines the policies, priorities and budget of the MVCA; and

WHEREAS the MVCA provides the Town of Carleton Place with expert advice on the environmental impact of land use planning proposals and the Municipality does not have staff with comparable expertise or experience nor appropriate funding to support the activities currently provided by the MVCA; and

WHEREAS the MVCA provides programs and services to the residents of the Town of Carleton Place which include recreation, education, water quality monitoring, reduction of vegetation loss and soil erosion as well as protecting life and property through a variety of measures;

NOW THEREFORE BE IT RESOLVED THAT the Corporation of the Town of Carleton Place supports the continuation of the programs and services of the MVCA, both mandatory and non-mandatory, and that no programs of the MVCA or other Conservation Authorities including much needed flood risk reduction programs be dissolved at this time; and

THAT the Town of Carleton Place requests that the Provincial government improve their funding to Conservation Authorities including for flood risk reduction programs in order to provide a more stable funding base that would prevent any downloading of costs to municipalities and their tax base;

THAT the Provincial Government provide clear direction as to what programs and services are considered mandatory and non-mandatory and how those programs will be funded in the future; and

THAT this resolution be forwarded to the Ministry of the Environment, Conservation and Parks, Premier Doug Ford, MPP Randy Hillier, the Association of Municipalities of Ontario, the County of Lanark, the Mississippi Valley Conservation Authority, and Conservation Ontario.

**CARRIED, MOTION PREPARED**

4. CAO's Report - Delegated Authority (Communication 131034)

**Moved by:** Deputy Mayor Redmond

**Seconded by:** Councillor Fritz

THAT Council accept the CAO's Delegated Authority Report dated February 18, 2020 as information.

**CARRIED, CONSENT**

**7. NEW/OTHER BUSINESS**

**8. COMMITTEE, BOARD AND EXTERNAL ORGANIZATION UPDATES**

1. Committee Resignations

**Moved by:** Councillor Tennant

**Seconded by:** Mayor Black

**THAT** the resignations of Brenda MacDonald Rowe from the Municipal Drug Strategy Committee and Amanda Charania from the Childcare Committee be accepted with regrets; and

**THAT** a letter of thanks be sent to Ms. MacDonald Rowe and Ms. Charania on behalf of the Town and Council.

**CARRIED, CONSENT**

2. Advisory Committee Minutes

**Moved by:** Councillor Atkinson

**Seconded by:** Councillor Fritz

That the following minutes be received:

- Joint Meeting of Urban Forest/River Corridor Advisory Committee and Carleton Place Environmental Advisory Committee - January 23, 2020

**CARRIED**

3. Business Improvement Area Office Report - January 2020

**Moved by:** Councillor Fritz  
**Seconded by:** Councillor Tennant

THAT the BIA Office Report for January 2020 be received as information.

**CARRIED**

**9. INFORMATION LISTING**

**Moved by:** Deputy Mayor Redmond  
**Seconded by:** Councillor Atkinson

THAT the Information Listing dated February 18, 2020 be received.

**CARRIED**

**10. NOTICE OF MOTIONS**

**11. CLOSED SESSION**

**Moved by:** Councillor Fritz  
**Seconded by:** Councillor Tennant

THAT the Committee move into closed session at 8:38 p.m. to discuss matters subject to:

(c) a proposed or pending acquisition or disposition of land by the municipality or local board;

(e) litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board;

(f) advice that is subject to solicitor-client privilege, including communications necessary for that purpose;

(k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board

(h) Information explicitly supplied in confidence to the municipality by Canada, a province or territory or a Crown agency of any of them

1. Update on a Legal Matter
2. Negotiation Instructions Relating to a Road Issue
3. Annexation Proposal

AND THAT Diane Smithson, CAO and Stacey Blair, Clerk, remain in the room.

**CARRIED**

1. Approval of Closed Session Minutes
2. Receive Legal Update
3. Negotiation Instructions Relating to a Road Issue
4. Annexation Proposal

**12. RISE AND REPORT**

Councillor Seccaspina declared a conflict on this item. (Councillor Seccaspina did not participate in the In Camera session regarding item #2 as her sons own property which could be impacted by #2 - Negotiation Instructions Relating to a Road Issue.)

This item was the last to be dealt with during the Closed Session. Councillor Seccaspina left for this item and did not return to the meeting.

Direction was given to the CAO during the Closed Session for the 3 items that were on the agenda.

**13. ADJOURNMENT**

**Moved by:** Councillor Atkinson

**Seconded by:** Councillor Tennant

THAT the meeting be adjourned at 9:16 p.m.

**CARRIED**

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Councillor Toby Randell

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Stacey Blair, Clerk



## **Special Committee of the Whole Minutes**

**Tuesday, March 3, 2020  
Immediately Following the Council Meeting  
Town Hall Council Chambers**

**COUNCIL PRESENT:** Mayor Black, Deputy Mayor Redmond, Councillor Fritz, Councillor Seccaspina, Councillor Randell, Councillor Tennant, Councillor Atkinson

**STAFF PRESENT:** Diane Smithson, CAO, Stacey Blair, Clerk, Dave Young, Director of Public Works, Joanna Bowes. Manager of Development Services

**OTHERS PRESENT:** Nadia De Santi, Planner WSP, Michael Hanifi, Planner, WSP, Peter Fraser, Engineer, Ministry of Transportation

### **1. CALL TO ORDER**

The Chair called the meeting to order at 6:00 p.m.

### **2. APPROVAL OF AGENDA**

**Moved by:** Councillor Fritz

**Seconded by:** Councillor Atkinson

THAT the agenda be accepted as presented.

**CARRIED**

### **3. DECLARATION OF PECUNIARY/CONFLICT OF INTEREST AND GENERAL NATURE THEREOF**

1. Councillor Seccaspina - PUBLIC MEETING PRESENTATION - 7:00 p.m.

Councillor Seccaspina's sons own property that could be impacted by this development.

### **4. REPORTS**

#### Physical Environment

1. Summary Report of Public Input - Reconstruction of Bridge Street and Next Steps (Communication 131036)

**Moved by:** Councillor Tennant

**Seconded by:** Councillor Seccaspina

THAT Council authorize R. V. Anderson to proceed with the detail design of the Bridge Street Rehabilitation project based on the Conceptual Design presented to the Public on January 27<sup>th</sup>, 2020, and made available on the Town's website; and

THAT comments received through public input be reviewed and incorporated where possible in the design process; and

THAT the Stakeholder Committee continue its work on developing communication strategies to be approved by Council and interact with all community parties impacted by the Central Bridge Replacement, Bridge Street Rehabilitation, and all associated works.

**CARRIED, MOTION PREPARED**

2. 2020 Overlay Program (Communication 131037)

**Moved by:** Deputy Mayor Redmond

**Seconded by:** Councillor Fritz

THAT staff be directed to incorporate Patterson Crescent from Francis Street to the most westerly limit at the intersection of Begley Street into the Town's 2020 Capital Overlay Program.

**CARRIED, MOTION PREPARED**

3. Award of Solid Waste Collection and Disposal Tender (Communication 131038)

**Moved by:** Councillor Atkinson

**Seconded by:** Deputy Mayor Redmond

THAT Council authorize the Mayor and Clerk to enter into a 5-year agreement with GFL Environmental for the provision of Solid Waste Collection and Disposal Services.

**CARRIED, BY LAW PREPARED**

**5. PUBLIC MEETING PRESENTATION - 7:00 p.m.**

Councillor Seccaspina declared a conflict on this item. (Councillor Seccaspina's sons own property that could be impacted by this development.) Councillor Seccaspina left the Council Chambers for this item returned to the room after all discussion was concluded.

1. Michael Hanifi, Planner, WSP; Nadia De Santi, Planner, WSP - Draft Highway District Secondary Plan

Nadia De Santi and Michael Hanifi, Planners from WSP provided a public presentation which gave an overview of the Draft Highway District Secondary Plan project. The presentation included key changes in the plan to date as well as schedules (maps) from the Secondary Plan. The presentation also provided information on the Official Plan Amendment and next steps. Peter Fraser, Senior Project Engineer from the Ministry of Transportation was also available to answer questions about the project.

The public meeting on the Secondary Plan will be adjourned and will be reconvened at the March 24, 2020 Committee of the Whole meeting to receive any agency comments.

**6. ADJOURNMENT**

**Moved by:** Councillor Tennant

**Seconded by:** Councillor Atkinson

THAT the meeting be adjourned at 7:38 p.m.

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Councillor Toby Randell

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Stacey Blair, Clerk

## **COMMUNICATION 131042**

Received from Joanna Bowes, Manager of Development Services  
Addressed to Committee of the Whole  
Date March 10, 2020  
Topic Development Permit Amendment, Housekeeping By-law, DPA-01-2020

### **SUMMARY**

The Planning Department has seen a significant increase in development since the Town's Development Permit By-law 15-2015 came into effect. Through using the By-law, Planning staff has noted areas where further clarity can be provided as well as noting specific areas where further guidance is required for both staff and developers. Further, legislative changes from the Province require some additions to definitions and more clarity on certain aspects of development such as secondary suites.

### **BACKGROUND**

An Open House was held March 3, 2020 for input and comment on the proposed changes.

### **COMMENT**

It is the intention of both Council and staff that the document better reflect the vision of the community and to balance the needs of the municipality, community and developers with respect to managed and appropriate growth. As such, staff has drafted a housekeeping amendment to improve the by-law prior to undergoing a full revision within the next few years. Some required changes have not been able to be implemented in this housekeeping by-law since an Official Plan Amendment would be required. An amendment to the Official Plan is scheduled in the 2020 budget for the upcoming year.

The changes proposed through the housekeeping by-law include the following:

1. General changes including typographical errors, grammar, omissions and wording;
2. Clarify administration, interpretation, enforcement, application class, application requirements, application process and agreement/permit requirements;
3. Expand on and further detail key issues of consistent concern with shipping/sea/storage containers, parking, permitted projections, secondary suites, increasing permitted uses in designations, additional provisions in greenfield and infill development;
4. Clarification and addition to definitions.

Some key issues reviewed and included in the revisions to the by-law are:

1. The appropriate location for shipping/sea/storage containers which is only to be permitted within the Employment Designation- Industrial Campus.
2. Parking which includes:
  - a. the increased size of parking spaces located within an attached private garage in order to accommodate Ontario Building Code requirements of stairs into a dwelling;

- b. Variances from parking must be accompanied by a parking study undertaken by a traffic engineer;
  - c. Construction and buffering of parking lots and/or driveways;
  - d. Clarified guidelines for barrier free parking spaces;
  - e. Clarification of Cash-in-lieu of parking.
- 3. Changes to the Permitted Projections section which clarifies the setback requirements for decks, porches and verandahs and the addition of balcony setback requirements.
- 4. Changes to Secondary Suite policies have been made in accordance with Provincial regulation such as:
  - a. increasing the number of secondary suites on a property from one to two;
  - b. permission to have a secondary suite within an accessory structure; and
  - c. clarification with respect to the requirements for the development of a secondary suite.
- 5. Staff has reviewed and accepted the increased uses in various designations including items such as temporary farmers' market, commercial storage and home childcare, amongst others.
- 6. Changes to Greenfield and Infill development including:
  - a. the provision of restricting long continuous blocks of townhomes on both sides of the street;
  - b. the requirement for urban design briefs; and
  - c. DP3 applications as a requirement for any increased density.

**STAFF RECOMMENDATION**

THAT the Development Permit Housekeeping By-law be forwarded to Council for approval.



# OCEAN WAVE FIRE COMPANY MASTER FIRE PLAN 2020-2024





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## 1.0 Foreword

The Ocean Wave Fire Company has been proudly serving the community of Carleton Place for over 140 years. Today, the Company consists of volunteers and full-time firefighters and officers who remain dedicated to provide assistance to those who require help in time of their greatest need. Whether it is a medical emergency, a fire or providing public fire prevention education, all members of the Department strive to perform professionally and competently to exceed public expectations.

To continue to advance and ensure that the services provided are appropriate, efficient and effective, the Company has reviewed and updated its 2014 Fire Master Plan. This revised Plan is the result of both an external review and internal analysis of the Department. The Plan benchmarks the performance of the Department against both Ontario Fire Marshal (OFMEM) and National Fire Protection Association (NFPA) standards. It also reflects a comprehensive internal analysis realized through a comprehensive engagement process to determine cultural, organizational or other issues that may adversely impact efficiency and effectiveness.

The Plan describes the current state of the Department and provides recommendations to improve service delivery. It has been developed for a five year time frame from 2019 to 2024. The Plan proposes strategic improvements that will enable the Company to continue its tradition of continuous improvement in efficiency and effectiveness of service delivery. It addresses the challenges of recruiting and retaining volunteer firefighters.

Fire departments in Ontario are evolving with a growing focus on prevention and broad response to emergencies in addition to fighting fires. Further, the legislative, regulatory and liability environment has changed markedly over the years with far greater emphasis on safety, accountability and risk management. As a result, performance expectations have increased dramatically and roles and responsibilities continue to change.

To facilitate successful sustained continuous improvement, this Plan has been prepared with the active participation of the Company's firefighters and officers. We are confident that the recommendations are supported, can be implemented and will result in continuation of our tradition of service excellence.

Pascal Munier, Chief,  
Ocean Wave Fire Company  
November 25, 2019

## 2.0 Introduction

This Master Fire Plan will provide a framework to guide future policy, organizational, capital and operational planning decisions for the Ocean Wave Fire Company (OWFC).

The Ontario Fire Marshal (OFMEM) has provided a concise summary of the objectives of a Master Plan as follows:

*“Every fire department should be guided by a master or strategic plan. This Community Master Fire Protection Plan traditionally focused on the identification of fire hazards and planning an appropriate suppression force response. Today, hazard or risk assessment has expanded well beyond the fire problem in the community to include emergency medical incidents, hazardous materials incidents and many other emergency situations. Paradigms are being shifted to emphasize the concept of fire prevention and control systems as communities attempt to effectively reduce losses experienced. This document should include plans for human resources and program financial support as well as the many external influences that impact on the fire service. The information contained within the Community Master Fire Protection Plan should provide a clear and concise overview of the most recently adopted organizational goals and objectives, budgetary commitments, mission statements and assessments of organizational activity. The document should cover a long range planning period of five to ten years.”<sup>1</sup>*

The *Fire Protection and Prevention Act* (“FPPA”) makes municipalities responsible for the provision of fire protection services. Section 2(1) of the FPPA requires municipalities to provide: 1) public education with respect to fire safety and fire prevention; and 2) such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.

Traditionally, many have assumed that the requirements under the FPPA can be met by simply creating a fire department. In the absence of a comprehensive hazard and risk assessment and a considered matching of service provision to needs and circumstances, this view may not address the requirement to provide fire protection services that *may be necessary in accordance with its needs and circumstances*.

Further, what may have been an appropriate response in the past may be out of date as a result of new developments, new standards, or changing legislative requirements. Thus, the determination of what “may be necessary in accordance with its needs and circumstances” is one of the key objectives of a Fire Master Plan.

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<sup>1</sup> Personal Communication, Dan Koroscil, Advisor (ret.), Ontario Office of the Fire Marshal

Current challenges faced by OWFC are similar to those faced by many rural/urban interface fire departments in Ontario. Increased rigour from statutory requirements related to firefighter health and safety, improved and more advanced suppression technology, increased skills and competencies required, fewer firefighters being available for workday response, and increased emphasis on prevention and public education are examples. In addition, the presence of high risk institutional and commercial occupancies, high value residential occupancies, and mutual aid requirements present unique challenges.

### 3.0 Methodology

A great plan is more than the production of a report. For the document to truly ‘live and breathe’, be inspiring, and be successfully implemented the project methodology has incorporated the following objectives:

First, the plan needs to reflect the collective energy of the team to build enthusiasm for a positive future and reflect both a shared sense of purpose (mission) and desired future (vision). As well, the plan needs to reflect and articulate shared values. Development of values is critical to achieving a clear understanding of expected behaviours both in and outside the workplace.

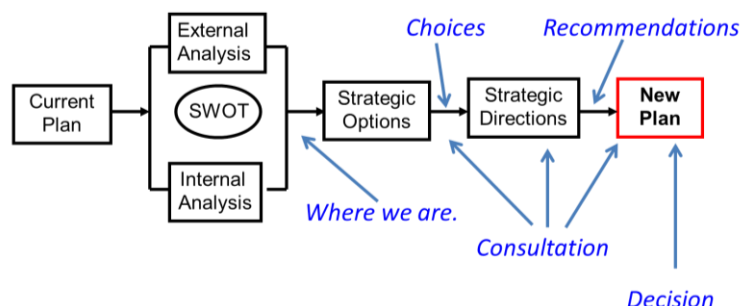
The second key objective in the development of the plan is to create a process that is inclusive, consultative and collaborative. Thus, the process has been designed to involve firefighters, officers and senior municipal leadership.

The third objective of the process is to build consensus and ‘buy in’ so there is enthusiasm, commitment and energy in the implementation of the plan. The process should not only lead to a robust plan, it should also assist firefighters, Council and the community to better understand and support the Company’s role and priorities.

The fourth objective is to base the plan on solid, quantitative information to ensure future direction and recommendations are based on objective evidence and recognized ‘best practice’.

This Plan addresses traditional strategic planning components including Mission, Vision and Values as well as multi-year strategic directions as outlined in Figure 1.

**Figure 1: Fire Master Plan Strategic Planning Framework**



The Plan also addresses multi-year capital requirements related to apparatus, station assessment and location as well as tactical objectives for training, suppression, public education, fire prevention, department organization and human resource planning.

The Plan development provides extensive documentation and analysis of data to fully understand the role, challenges and performance of the Company.

Hazard identification and risk analysis is a critical component of the study and provides the foundation for the multi-year plan. The risk assessment allows the determination of what is necessary with respect to response capability in accordance with needs and circumstances. The risk analysis includes analysis of specific risks, population demographics and call volume. The analysis documents and evaluates emergency response times and deployment.

The existing apparatus replacement plan was reviewed and updated.

A review of the existing fire station has been conducted including consideration of location options. The review referenced National Fire Protection Association 1720 standards, Underwriters Insurance Dwelling Protection Grade standards, and Ontario Fire Marshal guidelines. .

Recommendations are presented as a summary in Appendix I. As a future step, this Appendix can be utilized to develop an “Action Plan” with timelines to facilitate multi-year planning, implementation and budgeting.

A SWOT analysis was performed to identify the current and likely future issues relevant to OWFC. This analysis utilized information from the interviews that occurred with firefighters and officers, CAO, and department heads.

Five key questions were used to guide the interviews: *What is working well today? What do you see as the key issues facing the Department? What would you like to see changed? What would you like to stay the same? Any other advice or comments?*

Recommendations and a draft report was then developed in consultation with a Steering Committee. Following further consultation with the firefighters and officers, a final was then prepared.

## 4.0 Statutory, Regulatory and Policy Requirements

Fire departments in Ontario operate within a statutory and regulatory environment. A key purpose of the Master Fire Plan is to ensure compliance with legal requirements. Further, there are a number of policy statements provided by the Ontario Fire Marshal which, although not legally mandated, are important to acknowledge and implement as part of risk management, due diligence and compliance with ‘best practice’. This section will review key requirements in this regard.

### 4.1 *Fire Protection and Prevention Act, 1997*

The relevant legislation for the operation of a fire department in Ontario is contained within the *Fire Protection and Prevention Act, 1997* (FPPA).

The FPPA recognizes the importance of implementing the *three lines of defence* to achieve an acceptable level of fire safety within communities.

The three lines of defence are:

- I. *Public Education and Prevention:*** *Educating residents of the community on means for them to fulfill their responsibilities for their own fire safety is a proven method of reducing the incidence of fire. Only by educating residents can fires be prevented and can those affected by fires respond properly to save lives, reduce injury and reduce the impact of fires;*
- II. *Fire Safety Standards and Enforcement:*** *Ensuring that buildings have the required fire protection systems, safety features, including fire safety plans, and that these systems are maintained, so that the severity of fires may be minimized;*
- III. *Emergency Response:*** *Providing well trained and equipped firefighters directed by capable officers to stop the spread of fires once they occur and to assist in protecting the lives and safety of residents. This is the failsafe for those times when fires occur despite prevention efforts.*

The FPPA requires each municipality in Ontario to establish fire prevention and protection services as follows:

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.*

Further, Section 8 (1) of the FPPA provides that “*There shall be a Fire Marshal who shall be appointed by the Lieutenant Governor in Council*”. FPPA specifies the duties of the Fire Marshal which include responsibilities to assist in the interpretation of the Act, to develop training and evaluation systems and enforcement of the Act and its regulations.

## 4.2 Fire Code

The Fire Code is a regulation made under the *Fire Protection and Prevention Act* (FPPA). It provides the minimum legal requirements and measures for the fire safety of persons and buildings, including the elimination or control of fire hazards in and around buildings, the maintenance of life safety systems in buildings, the establishment of a fire safety plan in certain buildings and the installation of smoke alarms and carbon monoxide alarms.

The owner is responsible for complying with the Fire Code. The municipal fire department enforces the Fire Code. The FPPA Part IV Section 19(1) specifies that the Fire Marshal, an assistant to the Fire Marshal or a fire chief is an inspector. Part III Section 11 (1) specifies that the fire chief of every fire department and any member of a fire prevention bureau as part of a fire department is an assistant to the Fire Marshall. Part IV, Section 21 provides the authority and criteria whereby an inspector may order the owner or occupant of the land or premises to take any measure necessary to ensure fire safety on the land and premises.

Fines for violation of the Fire Code can be quite significant. Examples under the *Provincial Offences Act* Part I Fines:

- Failure to install smoke alarms - \$295.00
- Failure to install carbon monoxide alarms - \$295.00
- Failure to make records available to Fire Inspectors - \$195.00
- Individual - Fire Code Violation – Maximum \$50,000 fine + 1 year in prison
- Corporation - Fire Code Violation – Maximum \$100,000 fine + 1 year in prison

## 4.3 Public Fire Safety Guidelines

The Ontario Fire Marshal (OFMEM) has developed Public Fire Safety Guidelines (PFSG) to assist municipalities in making informed decisions with regard to determining local “*needs and circumstances*” and achieving compliance with the FPPA. The guidelines are intended to be used to assist in the development of a municipal fire risk management program.

Relevant PFSG’s to the Strategic Master Fire Plan include:

### **PFSG 00-00-01 “Framework for Setting Guidelines within a Provincial-Municipal Relationship”**

PFSG 00-00-01 provides interpretation and advice regarding the delegation of responsibilities and relationship between the Province and municipalities regarding fire protection, suppression and public safety. The PFSG notes:



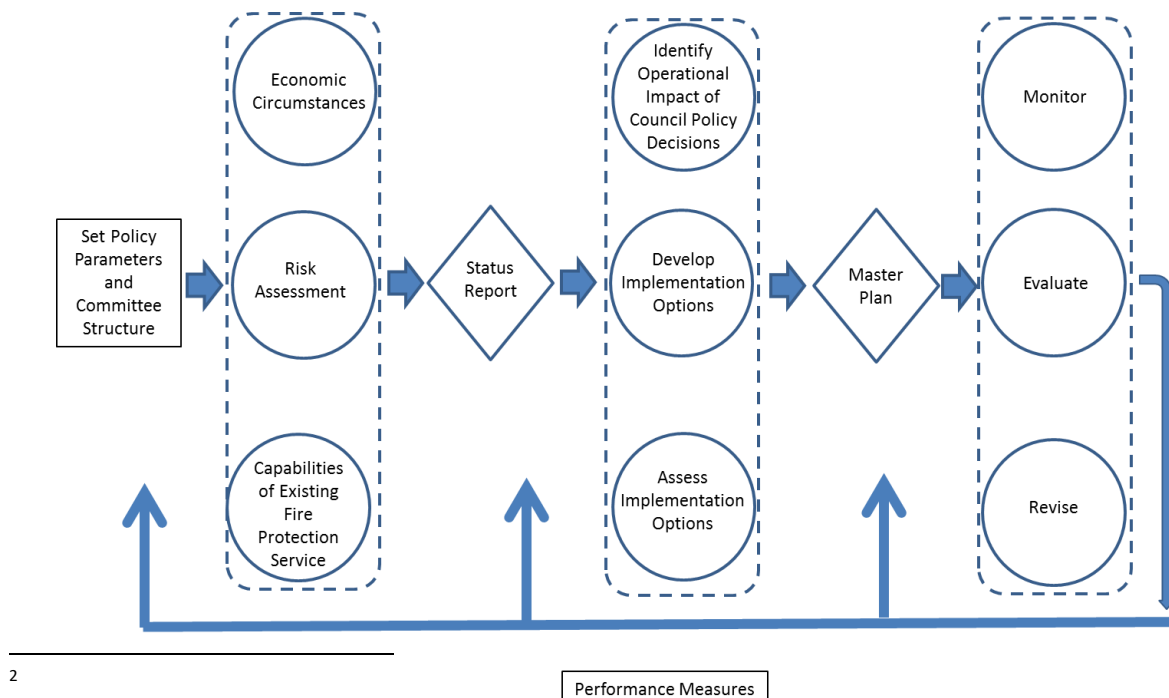
*“Municipalities are compelled to establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention. The Act also states that municipalities are responsible for arranging such other fire protection services as they determine may be necessary according to their own needs and circumstances. The relationship between the province and municipalities is based on the principle that municipalities are responsible for arranging fire protection services according to their own needs and circumstances”.*<sup>2</sup>

The PFSG has the following objectives:

- Clarifying municipal responsibility for local fire protection, while protecting the provincial interest in public safety.
- Removing remaining legislative barriers which forestall the restructuring and reorganization of municipal fire services.
- Facilitating a shift in focus which places priority on fire prevention and public education as opposed to fire suppression.
- Providing municipalities with decision-making tools to help them provide services according to their own needs and circumstances.
- Facilitating more active involvement of the private sector and other community groups in fire prevention and public education through the Fire Marshals Public Fire Safety Council.

Figure 2 illustrates the "Optimizing Public Fire Safety" model application of the guidelines.

**Figure 2: Optimizing Public Fire Safety**



<http://www.mcscs.jus.gov.on.ca/english/firemarshal/fireserviceresources/publicfiresafetyguidelines/00-00-01.html>

### **PFSG 04-40-03 “Selection of Appropriate Fire Prevention Programs”**

PFSG 04-40-03 and 04-40-12 identify the four minimum requirements to comply with FPPA Section 2. (1) (a) *“establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention”*.

The requirements include: 1) Simplified risk assessment, 2) A smoke alarm program, 3) Fire safety education material distributed to residents/occupants; and 4) Inspections upon complaint or when requested to assist with code compliance.

### **PFSG 04-08-10 “Operational Planning: An Official Guide to Matching Resource Deployment and Risk”**

PFSG 04-08-10 provides interpretation as to the requirements under the FPPA Section 2. (1) (b) *“provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances”*.

The key concept in this PFSG is that *“Fire suppression is one aspect of the three lines of defence; the other two lines are Public Education and Prevention and Fire Safety Standards and Enforcement. A municipality needs to evaluate its existing fire suppression capabilities to ensure that it is managing all fire risk levels within the community, responding to and addressing fires that occur, and meeting public and council expectations”*.<sup>3</sup>

### **PFSG 01-02-01 “Comprehensive Fire Safety Effectiveness Model”**

PFSG 01-02-01 was developed to assist municipalities in evaluating their level of fire safety. It identifies eight key components, all of which impact on the fire safety of the community. The components include:

- 1. Assessing Risk** - identify potential fire risk scenarios such as older buildings, high rise, commercial and industrial occupancies, vulnerable occupancies, water supply, exposure risks, and the risk which the combination of these factors pose to the occupants.
- 2. Fire Prevention Program Effectiveness** - Enforcement of regulations (codes) and standards.
- 3. Public Attitude** - Improve public attitudes toward the prevention of fire.
- 4. Detection Capabilities** - Notify occupants to escape.
- 5. Built-in Suppression Capabilities** - Automatic sprinkler protection.

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<http://www.mcscs.jus.gov.on.ca/english/firemarshal/fireserviceresources/publicfiresafetyguidelines/04-08-10.html>

- 6. Intervention Time** - Fire Department intervention time is crucial in determining the consequences of a fire.
- 7. Fire Ground Effectiveness** - affects the degree of damage to the environment, property loss, personal injury and death from fire.
- 8. Impact of Fire** - Properties whose loss would result in a significant financial burden to the community, significant impact of local employment, significant environment risk, impact of a major fire?

The components are seen as interdependent. Deficiencies in one of the components can be offset by enhancements in another component or components. For example, by developing programs and providing resources to effectively implement the first line of defence, a proactive public education and prevention program, the need for the other lines of defence can be reduced.

The Model acknowledges that municipalities must manage increasing public expectations as well as budget pressures. It requires that fire departments in Ontario must critically assess their fire protection needs and identify new, innovative ways to provide the most cost effective service. There is more to providing fire protection services than fighting fires!

The model requires that every municipality should be guided by a master or strategic plan covering a planning horizon of five to ten years. It promotes shifting from the traditional focus of fire suppression to a more comprehensive risk assessment and use of fire prevention and control systems.

#### **PFSG 01-01-01 “Fire Protection Review Process”**

Analysing local circumstances is a core component of the fire master planning process. PFSG 01-01-01 identifies the three main issues that define local circumstances including the guidelines to be utilized including:

- *PFSG 02-03-01 “Economic Circumstances,*
- *PFSG 02-02-03 “Comprehensive Community Fire Risk Assessment” and*
- *PFSG 02-04-01 “Capabilities of Existing Fire Protection Services.*

Detailed analysis of these components are included within this report to provide the background and rational to support the recommendations of this the Plan.

#### **PFSG 04-40D-03 Inspections upon Request or Complaint**

This PFSG<sup>4</sup> is designed to assist fire departments in developing procedures to ensure that fire safety inspections are conducted, pursuant to the Fire Code, upon request or complaint. Although building owners are responsible for carrying out

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<http://www.mcscs.jus.gov.on.ca/english/firemarshal/fireserviceresources/publicfiresafetyguidelines/04-40d-12.html>

the provisions of the Fire Code, Fire Services have a public safety interest in ensuring that buildings are maintained in accordance with the provisions of the Fire Code to prevent fires, protect occupants as well as firefighters should a fire occur.

Inspections of properties must be conducted, or arranged for, by the municipality when:

- A complaint is received regarding the fire safety of a property;
- A request is made by a property owner or occupant for assistance to comply with the Fire Code where the involvement of the Chief Fire Official is required; and
- The fire department becomes aware of Fire Code violations and/or other fire hazards at a particular property. ***This clause is particularly important as it is increasingly being interpreted as rational for pro-active fire inspections of occupancies where there are known fire hazards.***

The PFSG provides interpretation regarding the following key Regulations that must be enforced by fire services in Ontario

**Ontario Regulation 365/13 – Mandatory Assessment of Complaints and Requests for Approval** – requires that fire safety assessments and inspections, if necessary, be undertaken as directed by the Fire Marshal for:

- (1) every building or property for which a fire safety complaint is received; and
- (2) every building or property for which a request for assistance to comply with the Fire Code is received and the involvement of the Chief Fire Official is required.

**Ontario Regulation 364/13 – Mandatory Inspection – Fire Drill in Vulnerable Occupancy** – Requires that fire safety inspections be undertaken, as directed by the Fire Marshal, for every care occupancy, care and treatment occupancy and retirement home for which an annual fire drill is required by Sentence 2.8.3.2.(2.1) of Division B of the Fire Code.

Further, the following directives have been created as part of this Guideline to assist municipalities in understanding and complying with their responsibilities regarding:

- Fire Marshal Directive 2014-001, Registry of Vulnerable Occupancies
- Fire Marshal Directive 2014-002, Vulnerable Occupancies – Fire Drill Scenarios, Fire Drill Observations, Fire Safety Inspections
- Fire Marshal Directive 2014-003, Inspections of All Buildings

The guideline states that the fire department's fire prevention policy and operational guidelines should contain criteria to determine how quickly and in what manner a complaint/request is addressed as well as appropriate follow-up with enforcement may be required to ensure corrective action has been taken.

The following factors should be considered when developing Fire Department Prevention Guidelines and Policies:

- The type of inspections to be conducted and the buildings to be inspected.
- The methods of inspection appropriate for the circumstance. This will have implications for the amount of time required to inspect, as more comprehensive inspections require more time.
- The classification of buildings being inspected and the skills and knowledge required to inspect them. The more complicated the building, the more skill and knowledge required.
- Technical assistance required to assist with conducting the inspection, e.g. Electrical Safety Authority, Professional Engineer.
- The seriousness of the complaint received.
- Records management policies (Inspection history of the building including non-compliance or Inspection Orders issued).

Fire departments are expected to respond to requests to assist owners to comply with fire safety legislation in accordance with Directive 2014-003.

Conducting complaint inspections will assist communities and their fire departments to mitigate liability concerns. A complaint may be received from a number of sources including: the public, fire suppression crews, outside agencies or government ministries. Complaints are often initiated as a result of a dispute.

Therefore it is important that the inspector must demonstrate impartiality and remain focused on the fire safety concern that has been raised. Any fire code violations or other fire and/or life safety hazards identified during the inspection must be reported to the property owner or other person having responsibility for the property.

When a fire department becomes aware of a Fire Code violation or other fire and/or life safety hazard at a property, it is necessary to conduct an inspection to confirm the violation or hazard, and take the required steps are taken to ensure the owner corrects the violation or eliminates the hazard.

When an owner is unwilling to comply with the Fire Code or correct a fire and/or life safety hazard voluntarily, the fire official should exercise their enforcement authority provided by the FPPA. ***Failure to do so could expose the municipality to potential liability for failing to exercise due diligence.***

**The PFSG strongly encourages Code enforcement inspections of high risk properties.** High risk properties identified include:

- Properties where a fire would have a significant impact on the community, (employment, social, environmental impact);
- Assembly occupancies;
- Multi-unit residential occupancies;
- Industrial occupancies;

- Older buildings in downtown core;
- Care and treatment occupancies;
- Care occupancies; and
- Retirement homes.

Once a community's fire risks have been identified, inspection programs which are most likely to address these risks should be implemented. Inspection priority should be based on the degree of risk. The frequency of the inspections will depend on the resources provided by the municipality or as regulated.

The following are other relevant PFSG's which are available at the OFMEM web site - <http://www.mcscs.jus.gov.on.ca/>.

04-38-15	Role of Assistant to the Fire Marshal
04-39-12	Fire Prevention Effectiveness Model
04-40-12 & 03	Selection of Appropriate Fire Prevention Programs
04-40A-12 & 03	Simplified Risk Assessment
04-40B-12 & 03	Smoke Alarm Program
04-40C-12 & 03	Distribution of Public Fire Safety Education Materials
04-40D-12 & 03	Inspections upon Request or Complaint (Fire Code)
04-41A-13	Community Fire Safety Program
04-45-12 & 03	Fire Prevention Policy
04-47-12	Development of Fire Prevention By-laws
04-48-12	Liaison with Building Department
04-49-12	Liaison with Other Government Agencies and Individuals
04-50-12	Fire Safety Inspection Practices
04-52-12 & 03	Fire Investigation Practices
04-60-12	Records Management
04-80-01 & 23	Fees for Services
TG-01-2012	Fire Safety Inspections and Enforcement

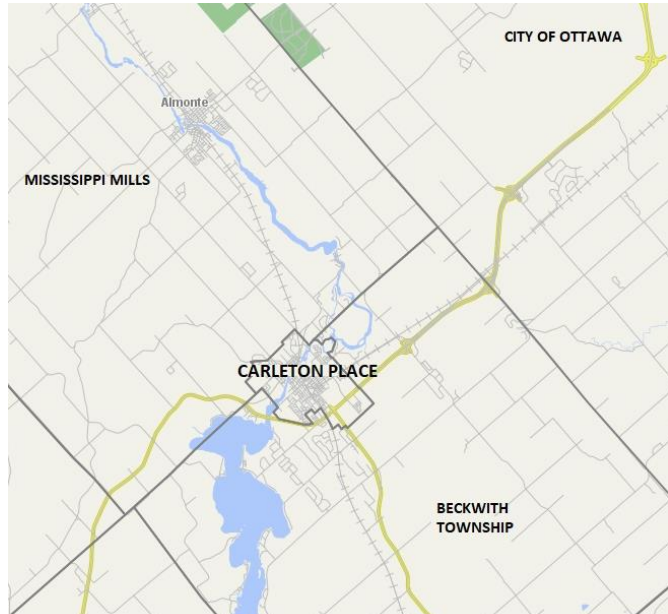
## 5.0 Community Profile, Hazard Identification and Risk Assessment

### 5.1 Community Profile

Carleton Place is located about 46 kilometres west of downtown Ottawa at the intersection of Highway 15 and Highway 7. It is bordered by the Municipality of Mississippi Mills and Beckwith Township. The Mississippi River flows through the town. Mississippi Lake is upstream to the south. The town is situated on the edge of a large limestone plain, south of the Canadian Shield.

Originally inhabited by the Algonquin, Carleton Place was first settled by Europeans in the early 19th century.

Carleton Place was first known as Morphy's Falls, a hamlet in Beckwith Township. Settlement grew around a grist mill located at the falls on the Mississippi River that began operation in 1820. In 1829, the area was renamed Carleton Place, after a street in Glasgow, Scotland. It was incorporated as a village in 1870 and became a town in 1890.



**Figure 3: Map of Carleton Place and Surrounding Municipalities**



**Figure 4: Carleton Place Town Hall**

With the abundance of water power available from the river, industry thrived as sawmills, textile mills, machine shops and an iron foundry developed. As a result, the 1880s and 1890s saw a large growth in population, services and building construction. The first Town Hall, now the Carleton Place and Beckwith Heritage Museum, was built in 1872. The current Town Hall was built in 1897.

The town became a railway hub with both Canadian Pacific and Canadian National Railways tracks and location of CP Engine Repair Shops.

Although manufacturing diminished over the years, Carleton Place continued to grow as new residents were attracted to the beautiful natural setting of the town.

## 5.2 Demographic Profile

Table 1, 2 and 3 presents a demographic summary of the Municipality. In 2016, the population was 10,644. With a land area of 9 sq. km, the population density is 1,176 persons per sq. km. Growth is expected to continue resulting in a population of 20,964 by 2038, a 97% increase from 2016.

**Table 1: Carleton Place Historic and Projected Population Growth**

	2001*	2011*	2016*	2038**
Population	9,453	9,809	10,644	20,964
% Increase	4.1%	3.8%	8.5%	97%

\* Statistics Canada

\*\* Lanark County Official Plan Adjustment # 8 Population Forecast, May 2019

As shown in Table 2, the proportion of elderly in Carleton Place is 18.5% which is higher than the Provincial average of 16.7%.

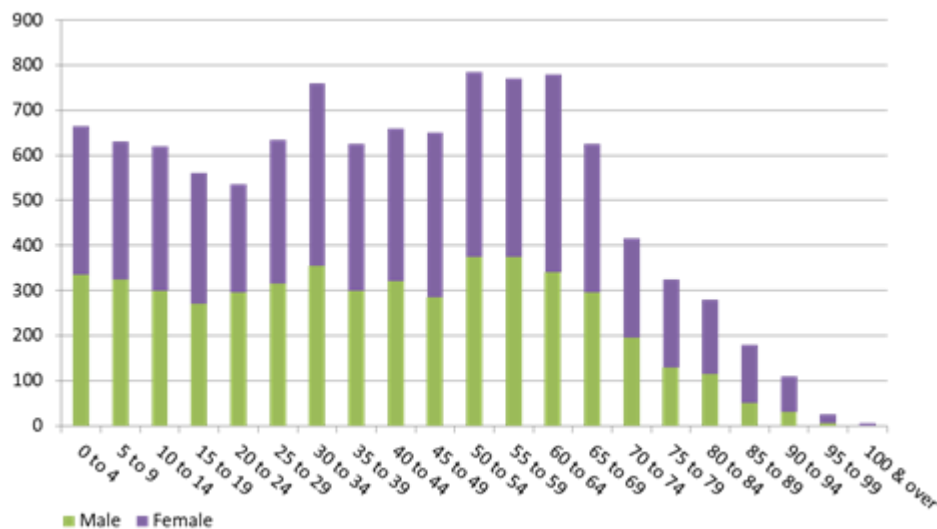
**Table 2: Carleton Place Population Age Distribution (2016 Census)**

Age Group	Population	Carleton Place Percent	Ontario Percent
0-14	1,920	18.0%	16.4
15-65	6,760	63.5%	66.8
65+	1,970	18.5%	16.7

Source: Statistics Canada

Figure 5 illustrates the population distribution by five-year age groups.

**Figure 5: Carleton Place Population by Five-Year Age Groups**



Source: Statistics Canada (2016 Census)



Table 2 and Figure 5 reveals that Carleton Place is a destination for both young families as well as seniors with higher proportions of 0-14 and 65+ compared to the Provincial average as well as a high proportion of the 30-34 demographic.

One of the challenges volunteer departments face is the increasing number of firefighters who no longer work in the community. The trend in many rural areas and towns is that the employed labour force often commutes considerable distances to their work place. This may result in work day response times with adequate personnel being compromised.

Table 3 presents a summary of commuting times for the employed labour force of Carleton Place. Although the majority of employed residents have a commute of greater than 15 minutes, there is still a substantial number (1,445) who have a commute of 15 minutes or less.

**Table 3: Commuting Duration for the Carleton Place Employed Labour Force (2016 Census)**

Commuting Duration	Number of Residents
Less than 15 minutes	1,465
15 to 29 minutes	1,045
30 to 44 minutes	1,130
45 minutes and over	1,180
Total	4,820

Source: Statistics Canada

### 5.3 Occupancy Profile

Table 4 presents the occupancies identified by the Ontario Municipal Property Assessment Corporation (MPAC). The occupancies reflect the predominantly urban nature of the Town with significant assembly, institutional, commercial and industrial occupancies.

There continues to be significant growth in multiple residential occupancies. This growth of low-rise, multi –unit residential occupancies will likely continue as seniors seek affordable, low-maintenance properties with proximity to health care and other amenities for retirement.

**Table 4: Carleton Place MPAC Identified Properties**

<b>Occupancy</b>	<b>Number</b>
Vacant land & Open Spaces	542
Farms	15
Residential – Single Detached	2,422
Residential – Multiple	1,313
Commercial	191
Industrial	58
Institutional - Hospital	1
Institutional – LTC, Retirement Home	3
Institutional - School	9
Institutional - Other	3
Place Of Worship	7
Special Purpose (sport facilities, community halls, clubs, libraries)	14
Total	4,578

Source: MPAC Property Code Report, 2018. Note: Does not include vacant lands

## **5.4 Hazard Identification**

Carleton Place has experienced rapid growth over the past 20 years with new residential and commercial development. There remains a traditional business area with Type 3, ordinary construction (masonry exterior walls and combustible interior beams). There are also a number of historic buildings which are vacant awaiting potential future development.

There are no high rise buildings in the Municipality. Institutional occupancies include nine schools, a hospital, one nursing home (Long Term Care) and two retirement homes.

As a result of numerous fatalities, there have been changes to the Ontario Fire Code to designate care facilities such as hospitals, nursing homes, and retirement homes as “Vulnerable Occupancies”.

There is a recently developed trail utilizing abandoned railroad tracks which is available for both snowmobile and ATV use. The Mississippi River flows through the Town that presents both an ice and swift water hazard.

In compliance with the Emergency Management Act, Carleton Place has completed an identification of hazards and assessed their associated risks to determine which hazards are most likely to result in an emergency. This has resulted in creation of Hazard Identification and Risk Assessment Sheets (HIRA) which identify the type of hazard, probability of occurrence and relative consequence.

Risks identified by the HIRA are noted in Table 5.

**Table 5: Carleton Place Hazard & Risk Assessment Summary**

High and Medium Probability/Consequence Rating		
Priority	Hazard	Risk Analysis
1	Water Emergencies	60
2	Energy Emergencies (Hydro, Natural Gas, Communications)	60
3	Critical Infrastructure	60
4	Human Health	60
5	Extreme Heat/Cold	60
6	Ice/Sleet Storm	48
7	Lightning Storm	30
8	Drought	20
9	Trans Accident Road	20
10	Tornado	18
11	Windstorm	11
12	Hail	15

## 5.5 Historic Call Volumes

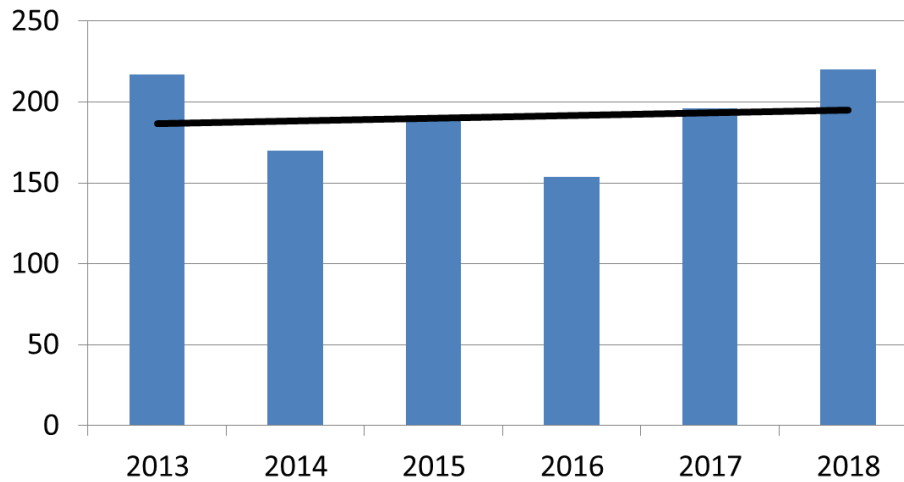
Analysis of emergency response calls over time provides a useful perspective on the type and frequency of hazards. Table 6 illustrates the type and frequency of calls between 2013 and 2018 including the 6 year average.

**Table 6: OWFC Annual Call Volume**

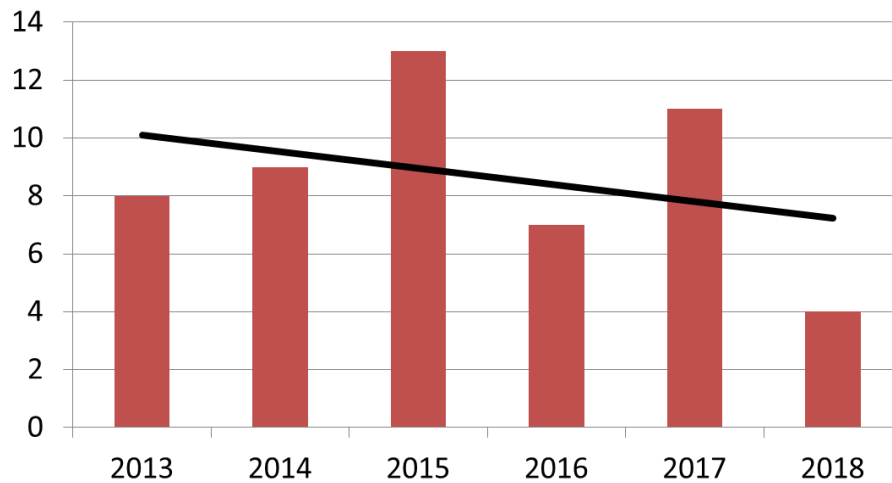
<b>Response Type</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>Average</b>
Medical Assist	11	4	0	4	4	4	5
Motor Vehicle Accidents	5	6	2	4	13	12	7
Structure Fires	8	9	13	7	11	4	9
Activated Alarms	72	69	80	54	66	85	71
Brush / Grass Fires	2	3	3	4	6	6	4
Gas Leak or Spill	8	3	3	2	4	7	5
Power Lines Down	3	1	3	2	3	5	3
Carbon Monoxide	16	9	19	9	19	23	16
Vehicle Fires	3	2	1	2	4	1	2
Assistance to Other Fire Department	30	20	18	18	25	22	22
Other	59	44	47	58	41	51	50
<b>Total</b>	<b>217</b>	<b>170</b>	<b>189</b>	<b>164</b>	<b>196</b>	<b>220</b>	<b>193</b>

Figures 6 to 10 presents key response volumes with trend lines.

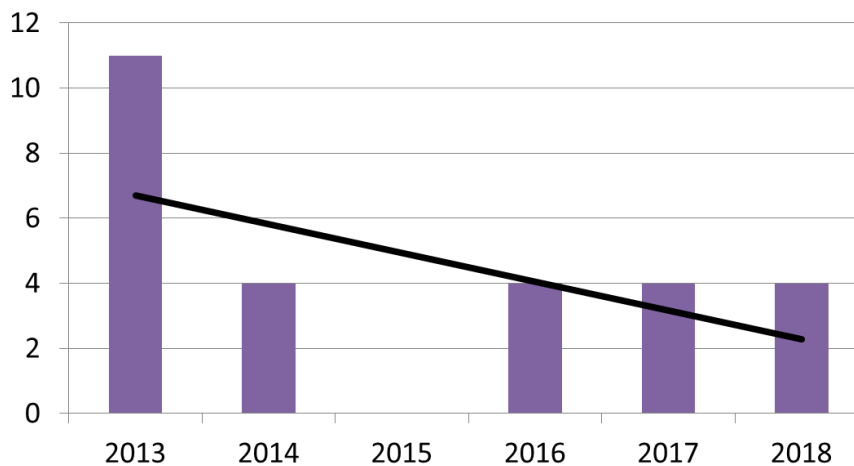
**Figure 6: Ocean Wave Fire Company Total Call Volume 2013 – 2018**



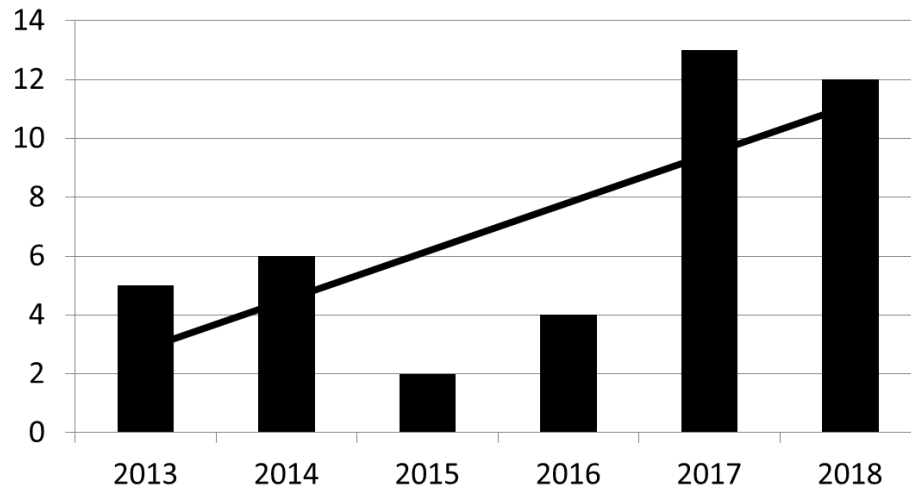
**Figure 7: Ocean Wave Fire Company Structure Fires 2013 - 2018**



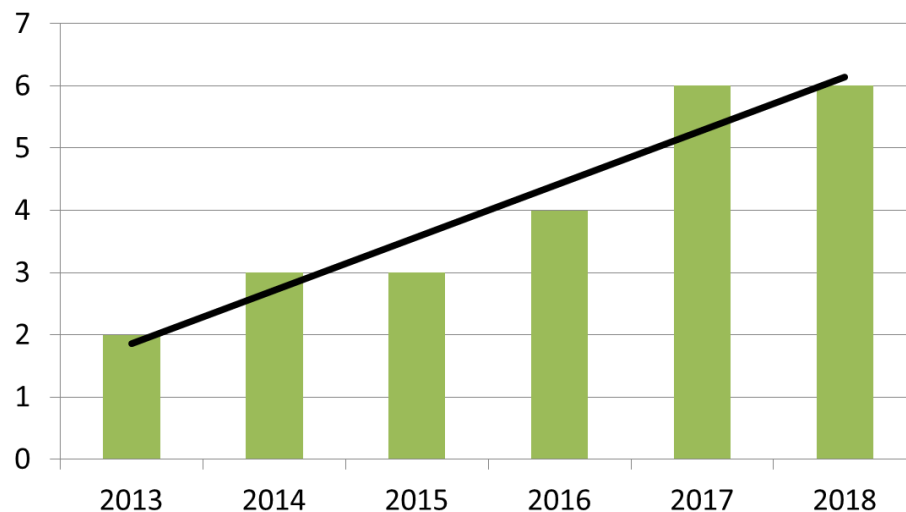
**Figure 8: Ocean Wave Fire Company Medical Calls 2013 – 2018**



**Figure 9: Ocean Wave Fire Company Motor Vehicle Accidents 2013 - 2018**



**Figure 10: Ocean Wave Fire Company Bush/Grass Fires 2013 - 2018**



Over the past six years, OWFC has responded to an average of 193 calls per year, with an average of 9 structure fires, 5 motor vehicle accidents, 5 medical calls, 4 grass/wildland fires, and 22 assists to other Fire Departments.

The majority of calls are activated alarms which average 71 per year. This volume of calls for alarms activated is not unusual for an urban community with a number of commercial and institutional occupancies that are equipped with alarms.

Medical calls are relatively infrequent which is not unexpected as there is an EMS Station located within the Town.

The trend line for the number of calls does not show a rate of growth proportionate to the population growth of the Town and surrounding area. This may be a result of the Department's emphasis on public education and fire

prevention. Ongoing fire prevention efforts should decrease the number of structure fires and ongoing liaison between the Fire Department and commercial and institutional occupancies should facilitate a reduction of activated alarms.

An analysis of the 2016 and 2017 call volume detail revealed that the Town is responding to a number calls requiring specialized training as noted in Table 7.

Although there appears not to have been specific calls to date for confined space rescue, the presence of underground utility infrastructure within the Town creates the potential for this technical rescue requirement.

**Table 7: OWFC Specialized /Technical Rescues Calls 2016 & 2017**

<b>Incident Type</b>	<b>2016</b>	<b>2017</b>
Natural Gas Leak	2	3
Persons trapped in Elevator	1	1
Power lines down/Arcing	2	3
Water Rescue	2	1

## **5.6 Hazard Analysis and Risk Assessment**

Over the past four years, OWFC has had to respond frequently (range of once per month on average or greater) to: structure fires, wildland and grass fires, carbon monoxide calls and motor vehicle accidents. Over the same period, OWFC occasionally (at least once per year) has had to respond to medical calls, an elevator rescue, natural gas leaks, water rescue and power lines down.

In the past six years, OWFC has not required advanced technical rescue services such as trench, confined space or high angle rescue. There has been one HazMat incident.

It is reasonable to assume that a fire department should be authorized and funded to provide services for events that occur frequently. Infrequent events require judgment depending on frequency of occurrence, risks involved, training and equipment expense and availability of specialized rescue services from nearby departments.

Specialized rescue services including trench, high angle, CBRN, HUSAR and confined space are available from Ottawa Fire Services.

Medical calls, water rescue, elevator rescue, propane and natural gas leaks, power lines down occur with sufficient frequency that they could be considered as core services assuming resources are available to provide the required training and equipment.

“Go” Water and Ice Rescue can be a challenge for a small department in terms of the competency required on the part of the trainers and firefighters as well as initial cost and ongoing costs associated with maintenance of equipment. The current E & R By-Law authorizes shore based water rescue only.

The presence of well-travelled County Roads and proximity to Hwy 7 and Hwy 15 as well as potential weather related events such as tornados create the potential for multi-casualty scenarios. Although the probability of such events is low, the consequences are significant. Thus, planning and training for multi-casualty and major environmental events should be incorporated in the training curriculum.

The documentation of building occupancies identified a number of risk concerns including a hospital and other vulnerable person occupancies, schools and legacy buildings. A particular concern is the number of historic buildings that are vacant awaiting future development. It is critical that pre-plans as well as specific inspection and other fire-prevention strategies be developed for these occupancies together with specific training evolutions.

Specific recommendations will be provided in the “Strategic Directions” section of the Master Plan.

## **5.7 All Hazards Approach**

Section 5.6 illustrates that the Ocean Wave Fire Company has a much broader mandate than fighting fires. Fire departments have evolved from primarily fighting fires to becoming increasingly competent in managing a wide range of responses including emergency medical services and incidents requiring highly skilled technical rescue.

At the same time, except perhaps in the Nation’s largest cities, Fire Departments cannot be all things to all people. Smaller municipalities simply do not have the financial resources to train and equip firefighters for every potential emergency. Fire Departments must critically examine the breadth and depth of services they provide in light of risks and resources available.

The challenge that presents as a result is the paradox of, on one hand, restricting capability to those services that can be afforded and delivered safely yet, on the other hand, still providing the services that the public requires. A strategy that has emerged to meet this challenge is an integrated emergency management system known as “All-Hazards”.

In Canada, the federal, provincial and territorial governments have jointly published “*An Emergency Management Framework for Canada*”<sup>5</sup> which establishes a common approach for collaborative emergency management.

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<sup>5</sup> (<http://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/mrgnc-mngmnt-frmwrk/index-eng.aspx#a02>)



As a core principle, the Framework supports a comprehensive approach to emergency management which is proactive, integrates risk-based measures and is all-hazards. The Framework defines the all-hazards approach as the method by which vulnerabilities exposed by both natural and human-induced hazards and disasters are addressed.

The *Emergency Framework for Canada* articulates the expectation that all emergency management partners in Canada will work in collaboration to keep Canadians safe. The Framework acknowledges that in an emergency, the first response is almost always by the local authorities as that is where incidents occur.

When required resources exceed the capacity of local responders at the municipal level to cope in an emergency or disaster, nearby municipalities should be prepared to assist. If further assistance is required, the Province will respond.

The Federal Government is prepared to respond to requests for assistance by a Provincial or Territorial government. For major disasters, the international community may also respond.

The key steps to implementing an “All Hazards Approach” are:

- 1) Understand the potential emergencies that could arise in the community that would require a response that exceeds local capability.
- 2) Develop competencies to manage the initial response.
- 3) Identify the resources that may be required for a major event.
- 4) Develop the protocols and agreements to access services that may be required for a major event.

## **5.8 Risk Assessment Summary**

Using an “All Hazards” and considering the identification and probability of incident occurrence, the following response framework is proposed:

<b>Incident Type</b>	<b>Incident</b>
Frequent (What we Do)	Structure Fires, Wildland Fires, Medical, MVC, CO, Lines Down, Natural Gas/Propane, Elevator Rescue
Infrequent (What Others do)	High Angle, ‘Go’ Water/Ice Rescue, Trench, Confined Space, HazMat, HUSAR,
Preparedness (What we prepare for)	Multi Casualty, CBRN, Weather (floods, ice storms, etc.)

## 6.0 Mission, Vision and Values

A compelling theme in the academic analysis of great organizations is that there is a shared understanding of the organization's purpose, the organization's vision as to where it wants to be, and the values that drive service excellence. This common understanding is fundamental to a positive, constructive organizational culture where performance thrives. Clear articulation of a compelling, inspirational Mission, Vision and Values that genuinely reflects the aspirations and beliefs of the organization is fundamental to this goal.

### MISSION (*What we do*)

*The Ocean Wave Fire Company is dedicated to enhancing public safety by protecting life, property and the environment through public education, fire prevention and excellence in emergency response.*

### VISION (*What we aspire to do*)

*By continuing our tradition of professional emergency response, relentless dedication to training and education, continuous improvement and innovation, we will provide service excellence that exceeds expectations.*

### VALUES (*Who we are*)

*To serve our Mission and achieve our Vision, we are committed to the following Values:*

**Respect:** *We value the contributions of all who serve and appreciate the unique contributions that all bring as members of our team. We value diversity and are committed to build an organization that is reflective of the community we serve.*

**Teamwork:** *Our success is dependent on our ability to work as a cohesive, high performing team.*

**Excellence:** *We are committed to the continuous pursuit of excellence in all we do through training, innovation, and mentoring. We honour our traditions while welcoming ongoing change required to better serve the community.*

**Safety:** *We are dedicated to enhancing and sustaining a culture of safety. In all we do, our priority must be the safety of the public, our community and ourselves.*

**Accountable:** *We recognize that we are supported by public funds and are committed to delivering value in all we do. Our pride in what we do is reflected in the care and maintenance of our equipment and apparatus and our delivery of efficient and effective services. Our service model must reflect the needs of the community we serve and we must embrace changing technologies and methods that improve cost effective delivery of services.*

## 7.0 Strategic Directions:

The following Strategic Directions have been developed to provide a framework to guide the further achievement of the OWFC's Vision over the next 5 years.

- 1) *Safe Community – Commitment to deliver effective Public Education, Fire Prevention, Fire Inspection, Fire Suppression and Rescue Services*
- 2) *To Support a Culture of Safety*
- 3) *Accountability*
- 4) *Supporting Innovation*
- 5) *Strategic Management*
- 6) *Collaborative Relationships*

### 7.1 Strategic Direction #1: Safe Community – Commitment to deliver effective Public Education, Fire Prevention, Fire Suppression and Rescue Services

The strategic Direction “Safe Communities” recognizes the primary imperative of achieving optimal implementation of the three lines of defense as defined by the Ontario Fire Prevention and Protection Act (FPPA). Section 2 of the FPPA provides that:

*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.*

This section of the Act refers to what is known as the three lines of defense required to keep communities safe:

#### ***I. Public Education and Prevention:***

*Educating residents of the community on means for them to fulfill their responsibilities for their own fire safety is a proven method of reducing the incidence of fire. Only by educating residents can fires be prevented and can those affected by fires respond properly to save lives, reduce injury and reduce the impact of fires;*

#### ***II. Fire Safety Standards and Enforcement:***

*Ensuring that buildings have the required fire protection systems, safety features, including fire safety plans, and that these systems are maintained, so that the severity of fires may be minimized,*

#### ***III. Emergency Response:***

*Providing well trained and equipped firefighters directed by capable officers to stop the spread of fires once they occur and to assist in protecting the lives and safety of residents. This is the failsafe for those times when fires occur despite*

*prevention efforts.*

In the following sections, the current status of the program elements will be discussed and opportunities for further development will be noted.

### **7.1.1 Fire Prevention and Public Education**

Public Education and Prevention as well as promoting and enforcing fire safety standards are critical strategies to reducing loss of life and property due to fires. Public education regarding smoke and carbon monoxide alarms, fire prevention, reducing fire hazards and having home escape plans is a proven method of preventing fires and reducing injuries and deaths. Working collaboratively with emergency response providers such as police, emergency medical services and hospitals can extend this approach to reduce injuries, death and property loss due to motor vehicle and other accidents.

OWFC has been a leader in recognizing the need for, and providing resources to provide pro-active public education and fire prevention strategies. Current staffing includes two full time Training/Fire Prevention Officers who take the lead in public education, fire prevention and fire inspection activities.

Specific Public Fire Education and Safety Programs that are currently in place include:

- **Institutional Visits:** Yearly visits to Schools to teach fire safety with ‘Sparky’ and do a Fire Drill. Visits to Nursing Homes, Retirement Homes, Seniors Homes, Hospital to observe Fire Drills and provide specific advice and consultation.
- **Social Media:** Spread fire prevention messages throughout the year through the newspaper and social media including Facebook, Twitter as well as the municipal and OWFC website.
- **Smoke/CO Alarm Program:** OWFC provides a Smoke Alarm Program that promotes the installation and maintenance of working smoke alarms in dwelling units. The smoke alarm program includes home escape planning. Firefighters responding to dwelling units will test smoke alarms and will provide a smoke alarm if required to ensure that there is a working smoke alarm prior to their departure. Information regarding the installation and maintenance of smoke alarms and the preparation and practicing of a home escape plan is distributed to the public at special events.
- **Carbon Monoxide Alarms:** Regulation 194/15 to amend the Fire Code came into effect October 15, 2014 which requires carbon monoxide alarms near all sleeping areas in residential homes and in the service rooms, and adjacent sleeping areas in multi-residential units. Carbon monoxide alarms are checked along with smoke alarms as noted above.



Penalties for non-compliance are the same as those for failing to have a smoke alarm. Inspectors can issue tickets or lay charges that could result in fines of up

to \$100,000 for individuals and \$1,500,000 for companies. Although it is possible to issue fines, the emphasis is on public awareness and education.

- **Home Visits:** There are door to door visits in place to promote smoke alarms as well as other public education activities. Due to time constraints, it is a challenge to involve volunteer firefighters in these activities.
- **Distribution of Fire Safety Information:** Includes distribution of fire safety educational material to the public at community events and other opportunities. Fire Safety pamphlets and/or other education materials, public service announcements utilizing the available media and through instructions to the public on fire safety matters at various group functions and public events are examples of public education and awareness activities undertaken.

Another opportunity is having a Fire Station Open House during Fire Prevention Week to hand out fire prevention materials and answer questions. Fire Prevention displays can be set up at major retail stores. Participation in parades can also and other special events provide an opportunity for public education.

Potential future programs that can be considered with additional resources include:

- **Fire Safety Education for Children:** This is a potential future program to provide and/or support a variety of fire safety education programs for children in the community such as the *Learn Not to Burn Program*.

The *Learn Not to Burn* initiative is based on the Canadian edition of the National Fire Protection Association's popular children's educational series. The program has been released by the Canadian Council of Fire Marshals and Fire Commissioners and is in use in many Canadian Fire Departments. The program encourages teachers, preschool educators and parents from Ontario to access the made-for-Canada edition of the *Learn Not to Burn* curriculum. Teachers can download free *Learn Not to Burn* lessons at [www.safeathome.ca/lntb](http://www.safeathome.ca/lntb), and parents can support the effort at home by using the online family fire safety activities.

Another example of a relevant Fire Safety Program is the "*Hear the Beep Where You Sleep: Every Bedroom Needs a Working Smoke Alarm*". This program reinforces the importance of being able to hear smoke alarms at night when families are sleeping.

The website and classroom lessons target children aged three to eight to learn how to recognize the smoke alarm beep, what to do when it sounds, the fundamentals of a home fire escape plan, and how to tell between things that are hot and cold.

- **Kitchen Fire Safety Program 'Put a lid on it'** Kitchen fires are a leading cause of preventable fires. This program focuses on the right and wrong way to manage fires in the



kitchen.

- **Fire Safety Education for Seniors:** This is a potential future initiative that provides public fire safety education programs such as the Older & Wiser Program in the community to address the fire safety concerns facing seniors.

Continuing to focus on this age group and implementing the fire and falls prevention program such as “*Remembering When*” will be an important priority for future development. This can be done in partnership with community agencies that provide support services to seniors. The focus of the program is on group presentations and home visits including fire and falls safety presentations and assisting with home visit inspections and smoke and carbon monoxide alarm installations.

- **Public Campaign to encourage voluntary inspections:** A public campaign using social media and other communication methods can be initiated to create awareness and encourage visits by OWFC staff to do home fire safety visits. This program could be specifically targeted to renters to ensure rental accommodations are compliant with fire safety requirements.
- **Guest Speakers:** Fire Services Personnel can provide fire safety lectures and/or demonstrations for various audiences such as industries, community groups, service clubs, business groups, daycare facilities and schools, upon request and where resources are available.

OWFC’s Operating Guideline OG-A-1 addresses public education and fire prevention. Ideally, there should be specific Operating Guidelines to address the activities noted above.

Although there is little public policy direction or regulatory requirement to collaborate with other local organizations concerned with community life safety, there is a clear leadership opportunity for Fire Departments to work collaboratively with police, EMS and others to focus on local priorities to reduce injuries and fatalities. Collaborative programs to address ice safety, school bus safety, and not driving when using drugs or alcohol are examples of collaborative community risk reduction programs.

**Recommendation #1:** *Following best practice examples, a comprehensive public education program designed to prevent fires, injury, death and property loss should be developed with specific policy statements and operating guidelines as appropriate.*

**Recommendation #2:** *The public education program should identify priority objectives targeted to areas of greatest risk identified through risk assessment including review of fire cause analysis, focus on provincial priorities including smoke and CO Alarms and should address high risk populations including children and seniors. In partnership with other first responders, the program should address public education priorities designed to reduce injury and fatalities due to motor vehicle and other accidents.*



### 7.1.2 Fire Inspection and Enforcement:

Building owners are responsible for ensuring buildings are maintained according to the requirements of the Fire Code. By working collaboratively with building owners, OWFC can create awareness, and where necessary enforce fire safety standards to ensure that buildings have the required fire protection systems and are properly maintained.

In so doing, fires are prevented and resulting damage or loss of life associated with fires that do occur is reduced. Fire Departments have a significant interest in ensuring buildings are maintained according to the Fire Code not only to ensure public safety and meet legislative requirements but also to protect the safety of their personnel who have to respond to a fire.

Fire Departments are required to have a program in place to address inspections based on request or complaint or otherwise provided by specific law. A department may develop and implement additional fire safety inspection protocols to include a routine fire safety inspection program for other occupancies as determined by the community risk assessment.

OFMEM-TG-01-2012 “Fire Safety Inspections and Enforcement” provides an overview of *inspection and enforcement authority under the Fire Protection and Prevention Act (FPPA) and the Provincial Offences Act (POA)*.

A summary of the frequency of fire inspections is presented in Table 8.

**Table 8: OWFC Inspections by Year 2012 - 2018**

Year	Inspections
2012	403
2013	322
2014	296
2015	438
2016	323
2017	368
2018	346

OG –A-2 outlines the Fire Safety Inspection Program. This OG should be reviewed to ensure that it outlines a comprehensive fire inspection program that identifies the type of occupancies and priority for formal inspections (required) and proactive “consultations”<sup>6</sup>.

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<sup>6</sup> *There can be great resistance to cooperation on the part of property owners if there is a threat of fines or other punitive measures associated with fire inspections. Whether or not there is authority under law to undertake an inspection, compliance and good will is greatly facilitated with an approach which is based on education and “I’m here to help”. Thus the word “consultation” is used to suggest a helpful approach where inspections are voluntary and one wishes to encourage an invitation.*

The fire safety inspection program should reflect the community risk assessment, historic incident report and fire investigation data, fire hazards that are reported by the public and other officials as well as legislated requirements.

Inspections on complaint or request basis should continue as set out in O. Reg. #365/13.

Fire Prevention Officers (FPO) have various enforcement options available to them such as Inspection Orders, Part I Certificates of Offence, and Part III Information and Summons. The FPOs should have the ability to use discretion when applying measures to enforce fire code requirements depending on the circumstances and in keeping with OWFC policy.

The Fire Inspection OG should include policies and procedures for Fire Code inspections including procedures for:

- The requirement that a copy of an inspection order that requires repairs alterations or installations made to a building be provided to the Chief Building Official.
- A system and related processes for the management of fire prevention documents and records to be kept in a secure location and allow rapid retrieval of follow-up inspection reports and other related information that may be required.
- Follow-up inspections including a database that provides a method for tracking and highlighting due dates.
- Ongoing tracking and reporting of number and type of inspections including high-risk type occupancies, Group C multi-residential, Group B care and care and treatment, retirement homes and Group F industrial.
- Involvement of suppression staff conduct annual in-service smoke alarm checks along with home escape planning and checking for carbon monoxide alarms during the site visit.
- Development and use of Residential and Apartment Fire Safety Program tracking sheets to be completed by the suppression crews and given to the Training/Fire Prevention Officer.
- Procedure for the Fire Prevention Officer to follow-up with any occupancy that is not compliant with the Fire Code.
- Development of a home inspection program is focused on Group C residential occupancies and other high risk occupancies identified through the Risk Assessment as representing the highest risk for loss of life and property.
- Identifying backlog of inspections and delays in Fire Code enforcement measures.
- Communication and management of occurrences of multiple alarms at the same property
- Assessment and determination of the need for a fire safety inspection when a complaint or request is received.
- Specific inspection (consultation) process and schedule for high risk agricultural facilities (barns, equestrian facilities, major livestock operations).



- Specific fire safety inspection practices including content of inspection files which should include inspector's notes, building audits, fire alarm and protection systems verifications, photographs, building plans, occupancy permits, fire safety plans, and enforcement records as applicable as per OFMEM "Technical Guideline #01-2012: Fire Safety Inspections and Enforcement".<sup>7</sup>

Due to the number of buildings and structures and limited resources, it is not possible to conduct proactive inspections of all buildings every year. Thus, inspections need to be priority ranked based on risk. Table 9 illustrates the occupancies that can be prioritized to support this risk-based approach. The suggested frequency of inspections is noted for each occupancy type.

**Table 9: Suggested Format to Identify Target Objectives for Proactive Inspection.**

Occupancy	Total Number of Occupancies	Ave. Hours for Inspection	Total Hours Required	Inspection Frequency
Group A: Assembly	14			Annual
Group B: Institutional	16			Annual
Group C: Residential (single, Detached)	2,422			TBD
Group C: Residential, Multiple	1,313			Every 3 Years
Group D & E: Business & Commercial	191			Bi-Annual
Group E: Commercial	191			Bi-Annual
Group F: Industrial	58			Annual
Total Hours Required per year				

Table 9 enables the opportunity to predict the time required to do inspections. This will be helpful in assessing required resources. It can be anticipated that comprehensive inspection, public education and other fire prevention activities will likely exceed what can be provided with the current Training/Fire Prevention Officer staffing. Additional staff, therefore, will likely be a future budget priority.

In addition to the inspections noted in Table 9, opportunities to do joint inspections with the appropriate authority of occupancies such as Hydro sub-stations, solar farms and pipelines should be actively pursued

There is an excellent and close relationship with the OWFC and Chief Building Official. This relationship should be supported and the FPOs and Fire Chief should

<sup>7</sup> <http://www.mcscs.jus.gov.on.ca/english/FireMarshal/Legislation/TechnicalGuidelinesandReports/TG-2012-01.html>

continue to be involved as appropriate with building inspections and building permit applications.

**Recommendation #3: OWFC review Fire Inspection Operating Guidelines OG-A-2 to ensure that the procedure:**

- *Fulfills the Requirements of Ont. Reg 150/13, The Fire Code.*
- *Augments the statutory requirements for fire inspection with pro-active, risk-based 'consultation' visits with annual targets established.*
- *Includes a home visit program for residential dwelling units to encourage installation and maintenance of smoke alarms and carbon monoxide alarms.*
- *Specifies the appropriate involvement and role of fire prevention personnel in the examination of plans and specifications of permits for new or renovated buildings for compliance with applicable fire regulations.*

To be compliant with the FPPA requirement that “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, the Municipal Establishing and Regulating By-Law should reflect the requirement to develop an effective fire prevention, inspection and public education programs.:

**Recommendation #4: It is recommended that the Establishing and Regulating By-Law be reviewed and revised to require the Chief to develop and provide an effective fire prevention program that will:**

- a) *Ensure, through plan examination and inspection, that required fire protective equipment is installed and maintained within buildings,*
- b) *Reduce or eliminate fire hazards,*
- c) *Ensure compliance with applicable Municipal, Provincial and Federal fire prevention legislation, statutes, and codes in respect to fire safety, and*
- d) *Develop and maintain an effective public information system and educational program, with particular emphasis on school fire safety programs, and commercial, industrial and institutional staff training.*

### 7.1.3 Fire Origin and Cause Determination

Investigation to determination cause and origin of fires is an important component of a comprehensive fire prevention and protection strategy to achieve the following objectives:

- Compliance with Fire Marshal Directive 2015-002: “Reporting of Fires and Explosions Requiring Investigation” which requires that Assistants to the Fire Marshal must follow and complete a standard incident report for every response made by a Fire Department following Fire Marshal Directive 2015-001: “Standard Incident Report (SIR) Filing.”
- Fire investigation information is essential to developing and setting priorities for fire safety education programs,
- Fire investigations may identify need for criminal investigation and prosecution
- Ensure that there is follow-through on identified fire safety issues from municipal and OFMEM assisted investigations, and

SOP-O-8 provides the procedure for gathering pictures for suspicious fire scenes and comments on preserving continuity of evidence. The SOP outlines the process for taking notes and documenting evidence during a fire investigation. An additional or augmented SOP is recommended to describe a comprehensive fire cause and investigation program including fire investigation/fire scene assessment practices and procedures, required staff training (firefighter, company officer, senior officer, and Training/Fire Prevention Officer), documentation requirements, secure storage for documents, scene security, and procedure to contact senior officers and the Ontario Fire Marshal<sup>8</sup>.

It is anticipated that the Training/Fire Prevention Officer will be the designated OWFC lead for fire investigations and will have or receive advance training through recognized courses i.e. training in fire and explosion investigations from the National Association of Fire Investigators International (NAFI).

**Recommendation #5: *SOP-O-8 Fire Cause Determination should be reviewed and/or augmented to address:***

- *The need to investigate and report on cause and determination.*
- *Process and procedures to be used to investigate fires.*
- *Protocol for notification for the Training/Fire Prevention Officer and other senior officers.*
- *Protocol for notifying the Ontario Fire Marshal and police.*
- *Required documentation and procedure for secure storage of records.*

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<sup>8</sup> Fire Marshal’s Directive 2015-002 regarding thresholds for dispatching an OFMEM Investigator.

- *Process for review as part of ongoing development of fire prevention and public education strategies.*

#### **7.1.4 Fire Safety Plans**

Under Section 2.8 of the Fire Code, an approved fire safety plan (FSP) is required for specific buildings or premises including:

- an assembly occupancy,
- a care occupancy,
- a care and treatment occupancy,
- a detention occupancy,
- a residential occupancy where the occupant load exceeds 10,
- a retirement home,
- a business and personal services occupancy where the occupant load exceeds 300,
- a mercantile occupancy where the occupant load exceeds 300,
- a high hazard industrial occupancy where the occupant load exceeds 25,
- a medium hazard industrial occupancy where the occupant load exceeds 100,
- a low hazard industrial occupancy where the occupant load exceeds 300.

An occupancy of 4 storeys or more. Fire safety plans for such occupancies are required to be submitted to the Fire Department for evaluation and approval. Fire safety plans need to be approved by Fire Department officers who are authorized to do so. There should be a signed letter of designation from the fire chief designating members of the department as chief fire officials for the purpose of approving fire safety plans.

Officers approving fire safety plans for vulnerable occupancies need to have the required *“Improving Fire Safety for Vulnerable Ontarians: Training for Chief Fire Officials”* on-line course offered through the Public Service Health & Safety Association

There should be a specific policy/operating guideline that outlines the procedure for fire safety plan review and approval which references a fire safety plan audit checklist. The policy/OG should include the requirement that Fire safety plans should be shared with fire suppression staff as part of ongoing training. The policy/OG should also reference that applicable information from the fire safety plans should be incorporated into pre-incident plans, i.e. utility shut-offs, floor plans and emergency contacts.

**Recommendation #6:** *A specific operating guideline should be developed for fire safety plans which require that 1) an inventory of all occupancies in the municipality which require fire safety plans be identified as well as the frequency of*

*inspection, and 2) sets out the requirement for reporting to Council that required occupancies have a fire safety plan in place.*

### **7.1.5 Pre-Planning**

Pre-Planning refers to a process of identifying high-risk residential, industrial, institutional and commercial buildings and providing information to assist potential suppression and/or rescue requirements. Information regarding access, nature of the occupancy, potential hazards, entrances and exits as well as potential water supply can be difficult to obtain during an emergency incident and should be identified in a manner that is readily accessible and useful to suppression personnel.

Pre-planning can be effectively combined with inspection activities and review of fire safety plans. Pre-Planning can provide an opportunity for firefighters and fire protection officers to work with building owners and/or management to gather information prior to an emergency. It provides an opportunity to develop familiarity with the layout of buildings, size, type of construction, number of stories, and occupants as well as the type of life safety systems, location of water shutoffs, controls, response points, road access and any hazardous materials.

OG-O-11 Incident Pre-Planning addresses the basic requirements of a pre-plan. The OG should be reviewed and revised to ensure that there is clear assignment of organizational responsibility for developing fire pre-plans, a schedule, priorities and targets for the development, review and revision of pre-plans and provides for the incorporation of firefighters in the development and on-going review of pre-plans.

As part of their ongoing professional development, firefighters should receive training on developing pre-incident plans and receive training on the actual pre-plans during training exercises.

The pre-plan OG should refer to a pre-plan checklist that contains best practice components including:

- estimated fire flow requirements, apparatus placement, hazards present and information regarding exposures
- processes to access additional resources through mutual aid or other agreements
- utility shut-offs, floor plans, and emergency contacts

***Recommendation #7: OWFC should review and revise OG-O-11 Operating Guideline for Pre-incident Planning to: reflect best practice methods for pre-plan development, target objectives for the number of pre-plans to be developed annually, and organizational responsibility.***

***Recommendation #8: That Pre-Plan development be coordinated with suppression training to facilitate effective and safe emergency response.***

Although there is a close, collaborative working relationship with the Building Department, this relationship can benefit from a more formal undertaking. Written policy and procedures can help define the respective roles of building and fire officials and provide a protocol regarding the review and approval of building permits, plans and proposed developments. Kingston Fire has an excellent policy document in this regard. This document can serve as a reference document to begin the conversation regarding a policy and procedure appropriate for the Ocean Wave Fire Company.

**Recommendation #9:** *That a policy and procedure be developed regarding the respective roles of the OWFC and Buildings Department with respect to building permit and planning application approvals as well as building inspections.*

### **7.1.6 Vulnerable Occupancies:**

As of January 1, 2014, Ontario Regulation 150/13 amended the Ontario Fire Code to enhance the fire safety of occupants in care facilities such as nursing homes, retirement homes and other care occupancies where residents may not be able to self-evacuate. The new requirements include the requirement for:

- An up-to-date and approved fire safety plan,
- An annual fire drill using a scenario prepared by the occupancy owner and approved by the Chief Fire Official which will include a fire service assessment of performance targets for the drill, and recording of the drill by the Chief Fire Official.
- Mandatory Inspections to ensure fire protection systems are up to date.

Under the new regulation, persons responsible for implementing fire safety plans in vulnerable occupancies must successfully complete a qualification course. Fire Officials who are responsible for approving fire safety plans must also complete a qualification course.

Fire Marshal Directive #2016-001 provides direction regarding Notification Requirements for Serious Fire Risks in Long Term Care and Retirement Homes.

**Recommendation #10:** *A specific OG should be in place for the inspection program for vulnerable occupancies which addresses:*

- *Identification of vulnerable occupancies and registration with the OFMEM*
- *Review of fire safety inspections files and required updates to the Vulnerable Occupancy Registry.*
- *Requirement that the Fire Officials who are responsible for approving a fire safety plan for a building containing a care occupancy, a care and treatment occupancy or a retirement home has successfully completed a program or course acceptable to the Fire Marshal*
- *Procedure for conducting spot audits*

- *The use and understanding of applicable legislation and Fire Marshal Directives as demonstrated through documentation and records,*
- *Use of a Fire safety inspections checklist to conduct inspections as per Fire Marshal Directive 2014-002*
- *Procedures for the approval of fire drill scenarios and evaluation and approval of fire safety plans.*
- *Monitoring compliance with new Fire Code requirements as applicable such as self-closing devices, emergency lighting sprinkler systems, automatic notification of the Fire Department, and smoke alarms in each suite*

Although not required by law, expansion of the annual inspection program to multi-residential facilities or group homes which may be housing vulnerable individuals would be prudent. Further, as noted in the Hazards Identification Section, resident needs may change such that the vulnerable occupancies requirements may apply.

### **7.1.7 Fire Station Building Assessment**

The OWFC has one station located centrally within the Town at 15 Coleman Street. Although constructed almost twenty-five years ago in 1995, the building has many contemporary features including 4 double bays, one single bay, administrative offices, and a dedicated training room with excellent kitchen facilities.



**Figure 11: OWFC Fire Station**

The building is shared with the Ontario Provincial

Police who occupy approximately 40% of the 1,735 sq. m. building. Figure 9 illustrates the OWFC station location in relation to the Town boundaries and nearby fire stations.

Compliance with current post disaster standards is unknown and should be investigated to determine feasibility and costs to upgrade.

Shower facilities are adequate with both male and female showers provided. A shower facility located in the bay area designed specifically for rapid decontamination would be an asset.

Bunker gear is currently stored on the apparatus bay floor as well as on the Rescue Truck. With growing evidence of a link between cancer in firefighters to toxins that collect on firefighters' bunker gear after fighting fires, current fire station design often incorporates decontamination facilities and bunker gear storage rooms where bunker



gear can be stored afterward<sup>9</sup>.

The decontamination area is designed to be accessed from the apparatus bay where firefighters can strip, shower, and access extractors and dryers to clean contaminated gear. Cleaned bunker gear is then stored in another room to off-gas properly. Ideally, the decon and PPE storage room should have their own separate heating, ventilating, and air conditioning and exhaust systems such that administrative areas have relative positive pressure and decon and gear storage areas have negative pressure

For a volunteer department, ideally, the bunker gear storage area is located with an entrance to the parking lot so the firefighter can respond from the parking lot into the bunker gear space, grab their gear, and move to the apparatus bays.

**Recommendation #11:** *A study should be initiated to investigate potential upgrades to Station #1 to: 1) comply with post-disaster requirements, 2) to provide rapid decontamination showers and related amenities, 3) provide a dedicated room for bunker gear storage, and 4) additional offices for fire prevention and public education.*

The Fire Station training room functions as the Town's Emergency Operation Centre. There are advantages to this designation as the station is secure, there is a separate entrance to the training room, and there are proximate kitchen and washroom facilities. However, in the event of a significant, extended operation, use of this facility as a EOC would preclude firefighters from using the facility for rest, meals or use as a temporary dormitory.

Long range planning should consider an alternative primary EOC location for the Town. The Fire Station can serve as a secondary EOC location. Long Range planning should also anticipate the need to provide sleeping accommodation for full-time firefighters in the future.

### **7.1.8 Fire Station Location Analysis**

This section will review current standards and comment on current location in the context of the standards, current hazards and response experience.

The two primary references for response time guidelines are the National Fire Protection Association (NFPA) 1710 and 1720 standards and the Ontario Fire Marshal (OFMEM) guidelines.

The OFMEM Fire Ground Staffing Guideline requires the arrival of 10 firefighting personnel (with appropriate apparatus) in 10 minutes total response time for 90 percent of incidents.

NFPA 1720 is the standard for organization and operations for a volunteer

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<sup>9</sup> For an excellent review article regarding fire station design and decontamination see <https://www.fireapparatusmagazine.com/articles/print/volume-22/issue-8/features/turnout-gear-decon-spaces-in-fire-stations.html>



department. NFPA 1710 applies to full-time Departments. NFPA 1720 defines a volunteer Fire Department as one having volunteer emergency service personnel comprising 85 percent or greater of its department membership. NFPA 1720 provides response times based on population density as follows:

- Urban Zones with greater than 1000 people/sq. mi. call for 15 staff with a response time of 9 minutes, 90 percent of the time;
- Suburban Zones with 500 to 1000 people/sq. mi. call for 10 staff with a response time of 10 minutes, 80 percent of the time;
- Rural Zones with less than 500 people/sq. mi. call for 6 staff with a response time of 14 minutes, 80 percent of the time; and,
- Remote Zones with a travel distance greater than or equal to 8 mi. call for 4 staff 90 percent of the time. Upon assembling the necessary resources at the emergency scene, the Fire Department should have the capability to safely commence an initial attack within 2 minutes 90 percent of the time.

While NFPA standards generally have no legal status in Canada,<sup>10</sup> they are based on the collective experience of professional firefighters and technical research and are widely accepted as defining best practice.

The Town of Carleton Place has a population density of more than 1,000 persons per sq. mi., so the NFPA 1720 urban zone response time would apply. Thus, the performance target would be *15 staff with a response time of 9 minutes, 90 percent of the time.*

The Station is located in the centre of Carleton Place and no further than 2.5 km to any of the Town's boundaries. Thus, the Station is ideally located to enable achievement of the standard. Staffing to achieve this standard is another matter and will be addressed in the section on "Staffing".

Ongoing monitoring of call volumes, response times and number of personnel responding as well as future residential and other development will be important to ensure station number and location remains adequate.



**Figure 12: Location of OWFC and nearby Fire Stations**

<sup>10</sup> There are some specific NFPA requirements specified by Statute.

**Recommendation # 12:** *OWFC should develop an Operating Guideline that addresses procedures for documenting, recording and reporting response times excluding calls cancelled on-route or incident not found such that the average response time for the first arriving apparatus and responding personnel can be determined as a percent of calls and by type of call.*

Should the Town's boundaries expand and development significantly increases, another station may be required. OWFC should maintain regular contact with the Planning Department to anticipate future requirements and consider a designating site for an additional station.

### **7.1.9 Water Supply**

Carleton Place is fully serviced by a municipal water supply and hydrants are available to enable effective fire protection and fire suppression. Proximity of hydrants in Carleton Place also assists fire suppression in neighbouring rural areas by providing a readily accessible water source for tanker shuttles.

Routine testing and maintenance as well as marking of hydrants to indicate flow capability are critical requirements to ensure that effective water supply will be available when required.

The Ontario Fire Code requires that municipal hydrants shall be maintained in operating condition.<sup>11</sup> Hydrants are to be inspected annually<sup>12</sup> and Hydrants are to be colour-coded indicating their respective available liters-per-minute capacity.<sup>13</sup> NFPA requires flow testing of underground and exposed piping at least once every 5 years<sup>14</sup>.

The Public Works Department should have a policy and procedure for annual inspection, flow testing and colour coding. The policy should address:

1. The requirement for hydrants are to be accessible and clear from snow,
2. A procedure for inspection,
3. A procedure for Fire Flow Testing based on AWWA M17 "Flow tests",
4. Frequency of flow testing,
5. A process whereby the Fire Department is advised of a hydrant that is out of service and when the hydrant is back in service,
6. Documentation and reporting.

**Recommendation #13:** *That the OWFC collaborate with the Public Works Department to ensure that there is a comprehensive Policy and Procedure for the maintenance, accessibility, inspection, flow testing and colour coding of public hydrants in the Municipality.*

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<sup>11</sup> Fire Code Part 6 Subsection 6.6.4

<sup>12</sup> Fire Code Part 6 Subsection 6.6.5

<sup>13</sup> Fire Code Part 6 Subsection 6.6.6.1

<sup>14</sup> NFPA 25, Table 7.1.1.2, 2014

Senior OWFC staff should meet at least annually with Public Works staff to review flow test results as well as the design of the municipal hydrant system. This review should identify any areas of concern where available flow may be insufficient for the occupancies that require protection. Older sections of the Town where there may be redevelopment from, for example, 1,200 sq. ft. single story dwellings to 4,000+ sq. ft. dwellings may have insufficient flow capacity to manage a fully involved structure fire. By identifying areas where water flow may be insufficient, contingency plans to use other hydrants, drafting from a water source or tanker shuttle can be pre-planned.

The procedure for private hydrant inspection is currently under review by OWFC. With additional fire protection and inspection resources as recommended in this plan, private hydrant testing should be included as part of an overall fire inspection and compliance program.

### **7.1.10 Dispatch and Radio Communication**

OWFC participates in the Lanark County Fire Dispatch and Radio system. Dispatch services for the County including OWFC are provided by the Smith Falls Fire Department. Emergency Calls are received by the dispatch centre from the 911 Central Emergency Reporting Bureau (CERB) located in the OPP Communication Centre in North Bay. The Dispatch Centre notifies the appropriate Fire Department of that emergency by pager. The Computer Aided Dispatch (CAD) system receives details from the 911 CERB of Municipality name, location (number and street and/or road name), and phone number.

The Smiths Falls Fire Department Fire Dispatch Centre follows NFPA 1221 Standard such that emergency calls are answered within 15 seconds for 95% of calls and within 40 seconds for 99% of the call. NFPA 1221 requires that the communications centre must dispatch the emergency call to the appropriate Fire Department within 60 seconds.

The radio system used for fire communications consists of a Dispatch to hub microwave link and a microwave link from the hub to eight towers located within the County. VHF transmissions are simulcast to Fire Department mobile and portable radios as well as pagers. There is a dedicated, common frequency for dispatch including paging and one tactical frequency for operations. Both the dispatch and operations frequencies are recorded. The OFMEM provincial common frequency is available from one tower and is available for local communication.

Protocols exist to implement the Lanark County Mutual Aid Plan for major or multiple incidents whereby additional resources may be dispatched as required.

There have been reception issue concerns with Lanark County's fire communications system. In February, 2018, concerns were presented to the County's Corporate Services Committee. It was noted that although the County Fire Radio System works well in most areas, there were reception issues in specific areas and buildings.

In response to the concerns, the Lanark County initiated a Fire Communications Infrastructure Review. This review was presented in August 2018 to the Corporate Services Committee (Report #ESC-04-2018). The review concluded that overall the system was working well based on Fire Department feedback and field testing. The Review noted that there was radio system function limitations associated with steel clad buildings, areas of low terrain or areas below grade.

The review recommended that the a program be developed to 1) enable understanding of communication system limitations, 2) continue ongoing monitoring of the limitations that exist when using portable and/or mobile radios and 3) improve radio operating procedures including relocation of responder transmitting location and utilizing relay from portable to mobile devices.

***Recommendation #14: OWFC continue to monitor and document radio transmission issues, identify known locations where radio transmission may be compromised, continue with training and awareness regarding procedures to minimize impact of radio transmission limitations and investigate options to improve transmission reliability including mobile repeaters and/or additional towers.***

The County's Radio System utilizes one frequency for dispatch and paging and has another frequency for operations. In practice, crews responding to an incident indicate their response status on the dispatch frequency and when on scene, may request use of the operations/tactical frequency as required.

There have been numerous issues reported of excessive radio traffic over the dispatch frequency that can interfere with dispatch priority transmissions including booking trucks out of service and firefighters/officers responding on portable radios. Protocols have been put in place to reduce unnecessary transmissions.

The other issue that has been reported is management of simultaneous issues where the single operations frequency has to be shared. This is a critical safety issue as prompt transmission and response is required during an emergency response such as a 'Mayday' call for a trapped firefighter. This issue will become more acute as emergency response incidents increase with additional growth in the County.

***Recommendation #15: In collaboration with the Lanark County Fire Departments and Lanark County Officials, OWFC request that additional operational (tactical) frequencies be made available for the safe and effective management of simultaneous fire and rescue emergencies.***

All Firefighters and Officers are assigned portable radios. Apparatus are provided with mobile radios as well thus there are sufficient radios to ensure each Firefighter in the 'Hot Zone' has a radio and to ensure all Firefighters operating in an interior search and rescue or fire attack will have a radio should a Firefighter become trapped or separated. The annual budget includes funds to purchase a number of portable radios and pagers each year to 'evergreen' the current inventory.

Fire radio communication systems have evolved significantly over the past 20 years and larger municipalities ( i.e. Ottawa) as well as some County Systems (i.e. Leeds & Grenville and United Counties of Prescott Russell) have migrated to a digital system. There are 3 basic digital system upgrade paths for fire radio communications:

- Analogue/Digital Systems offered by third party vendors (i.e. Turris Communications).
- P25 Systems: systems that conform to the P25 standards enable the transfer of data as well as voice and control of transmission by specific radios over a limited number of frequencies. This technology allows multiple “talk channels” for multiple incident management situations without increasing the number of frequencies available, allows identification of specific radios including an identifiable “Man Down” alarm, and improved security as unauthorized monitoring can be restricted. However, the equipment associated with these systems is expensive.
- FleetNet: FleetNet is the provincial government system which is used by the Ontario Provincial Police and EMS. This system may offer a number of significant advantages over other systems including interoperability with Police and Paramedic Services.

***Recommendation #16: In collaboration with the Lanark County Fire Departments, OWFC continue to monitor the availability and implementation for fire radio technology advances and plan for future technology upgrades.***

### **7.1.11 Apparatus**

The OWFC has a modern fleet of equipment sufficient to provide the services authorized by By-Law. The fleet includes:

Ladder 210 - 2004 Seagrave Marauder 100'  
Pumper 220 - 2017 Spartan Metro Star / Arnprior  
Pumper 221 - 1996 Volvo WX / Almonte  
Rescue 240 - 2010 Spartan Gladiator / Eastway walk-in heavy rescue  
Car 270 – 2019 Ford Expedition  
Truck 271 - 2014 Dodge pickup  
Truck 272 - 2014 Dodge pickup  
Car 273 - 2016 Kia Sorrento

Key standards that apply to fire apparatus inspection, maintenance, testing and retirement include:

- NFPA 1906: Standard for Wildland Fire Apparatus.
- NFPA 1911: Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus.
- NFPA 1912: Standard for Fire Apparatus Refurbishing.

There are no mandated timelines for apparatus retirement. Annex D of NFPA 1911, however, recommends that apparatus that are 25 years old should be retired. Annex D in NFPA 1911 is not written as a standard rather as a recommendation.<sup>15</sup>

A consideration in assessing when to retire or replace fire apparatus is the Fire Underwriters Survey *Insurance Grading Recognition of Used and Rebuilt Fire Apparatus*<sup>16</sup>. For residents and businesses of a community to benefit from maximum possible insurance discounts, the requirements of the Fire Underwriters Survey need to be met.

In summary, FUC requires:

- a. Apparatus are built to applicable ULC S515 or NFPA 1901 standards.
- b. Apparatus should respond to first alarms for the first 15 years. For “medium communities” such as Carleton Place, apparatus between 16 and 20 years can be considered “second-run”.
- c. Be retired at 20 years of age, unless the apparatus meets the recommended annual, service and acceptance level tests and has been deemed in excellent mechanical condition
- d. Testing includes, weight, road and pump performance tests.
- e. Testing and maintenance only be completed by a qualified technician.

The specific FUC service schedule for Fire Apparatus is presented in Table 10.

**Table 10: FUC Service Schedule for Fire Apparatus**

Apparatus Age	Major Cities <sup>3</sup>	Medium Sized Cities <sup>4</sup>	Small Communities <sup>5</sup> and Rural Centres
0 – 15 Years	First Line Duty	First Line Duty	First Line Duty
16 – 20 Years	Reserve	2 <sup>nd</sup> Line Duty	First Line Duty
20 – 25 Years <sup>1</sup>	No Credit in Grading	No Credit in Grading or Reserve <sup>2</sup>	No Credit in Grading or 2 <sup>nd</sup> Line Duty <sup>2</sup>
26 – 29 Years <sup>1</sup>	No Credit in Grading	No Credit in Grading or Reserve <sup>2</sup>	No Credit in Grading or Reserve <sup>2</sup>
30 Years +	No Credit in Grading	No Credit in Grading	No Credit in Grading

<sup>1</sup> All listed fire apparatus 20 years of age and older are required to be service tested by recognized testing agency on an annual basis to be eligible for grading recognition. (NFPA 1071)

<sup>2</sup> Exceptions to age status may be considered in a small to medium sized communities and rural centres conditionally, when apparatus condition is acceptable and apparatus successfully passes required testing.

<sup>3</sup> Major Cities are defined as an incorporated or unincorporated community that has:

- a populated area (or multiple areas) with a density of at least 400 people per square kilometre; AND
- a total population of 100,000 or greater.

<sup>4</sup> Medium Communities are defined as an incorporated or unincorporated community that has:

- a populated area (or multiple areas) with a density of at least 200 people per square kilometre; AND/OR
- a total population of 1,000 or greater.

<sup>5</sup> Small Communities are defined as an incorporated or unincorporated community that has:

- no populated areas with densities that exceed 200 people per square kilometre; AND
- does not have a total population in excess of 1,000.

<sup>15</sup> <https://www.fireengineering.com/2017/08/01/280711/the-basics-of-apparatus-purchasing-q-a/#gref>

<sup>16</sup> <http://www.firecomm.gov.mb.ca/docs/nfpa1911.pdf>



In addition to considering NFPA and FUC criteria for apparatus retirement, Fire Departments should consider:

- The numerous and important safety features and functional improvements built into new apparatus
- As vehicles age, OEM parts become increasingly difficult to source,
- Even with extensive and frequent maintenance programs, corrosion and general wear and tear will eventually create a risk situation for both the public and firefighter safety as well as compromise operational reliability and performance.
- The cost of inspecting, testing, maintaining and documenting annual inspections and performance testing may become excessive.

Pumper 221 has been retained as a back-up unit. It is seldom used, it is close to 25 years old and there are significant maintenance costs. Disposal may be a practical option. Ladder 210 can serve as a first run pumper if Pumper 220 is not available.

Ladder 210 is nearing end of service life (2024). OWFC should anticipate the need to replace this apparatus with another aerial truck in the next 3 – 5 years. A 75' single axle apparatus equipped as a "Quint"<sup>17</sup> may be a cost effective solution to consider.

The interior of Rescue 240 is largely dedicated to the storage and transport of bunker gear. This is a result of a legacy perspective that firefighters may respond directly to the scene to improve response times. This is a perspective that is not in keeping with best practice and current standards designed to ensure operational effectiveness and safety.

Contemporary practice is to respond to the station, dress in the station and then enter the appropriate apparatus fully dressed. This practice is consistent with OFMEM direction that it is preferable to take an extra minute or two to leave the station with a crew and coordinate operations during transit rather than have firefighters arrive independently, perhaps slightly quicker, but not have the equipment, supervision or ability to carry out a safe and effective response. This direction is also reflected in NFPA 1720 4.3.5 *"Personnel responding to fires and other emergencies shall be organized into company units or response teams and shall have required apparatus and equipment"*.

In a volunteer Department, there will likely be a number of firefighters who can respond to the station within 3 minutes, a number who will arrive in 4 – 6 minutes, and those who will respond in the next 7 or more minutes. The first responding firefighters can take a reasonable amount of time (i.e. 3 minutes) to fill the first run apparatus and subsequent responders can fill additional vehicles. Firefighters who arrive after all required vehicles have left the station can take their bunker gear from

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<sup>17</sup> A "quint" refers to a fire apparatus that is equipped with a pump, water tank, [fire hose](#), [aerial device](#), and [ground ladders](#)

the station and drive to the scene if required. (see section 7.5.5 *Firefighter Response to Station* for further discussion regarding this issue).

OWFC has encouraged the practice of firefighters responding to the station and has provided racks in the apparatus bay for bunker gear storage. The majority of firefighters are now using the racks. This practice should continue to be supported.

As firefighters see the benefits of using the racks for bunker gear storage, it can be anticipated that all firefighters will adopt this practice.

With bunker gear no longer stored on the Rescue 240, there will be additional interior space that can be used for other purposes. The installation of additional seating to transport firefighters is one of several options that can be explored to utilize the space.

**Recommendation #17:** *The current practice of storing bunker gear in apparatus bay racks should continue to be encouraged.*

**Recommendation # 18:** *A specific OG should be developed regarding response to station and storage of bunker gear. The OG should address exceptions where response to scene is appropriate and where bunker gear is permitted on apparatus (i.e. Chief and Deputy Chief's vehicles)*

### 7.1.12 Equipment

The Ontario Occupational Health and Safety Act (OHSA) provides that the employer as well as those in a supervisory position have a legal responsibility to ensure that staff are trained and provided with the necessary equipment needed to safely conduct the tasks they are assigned.

#### ***Personal Protective Equipment***

Structural Firefighting as well as certain emergency responses such as CO calls expose firefighters to life threatening risks. Personal Protective Equipment (PPE) such as bunker gear and self-contained breathing apparatus (SCBA) are essential to the protection of firefighters from hazards. The care and maintenance of structural firefighting personal protective equipment (PPE) is, therefore, of utmost importance.

The requirements for employers to provide firefighters who may be required to perform interior structural fire suppression duties with structural firefighting garments is set out in O. Reg. #714/94: Firefighters - Protective Equipment.

All PPE should be kept clean as soiled or dirty elements may expose firefighters to hazardous chemicals and reduce the effectiveness of the protection it is intended to provide. It is also important that soiled or contaminated PPE not be transported in a personal vehicle, taken into the firefighter's home or into the living quarters of a fire station unless in an approved gear bag or container.

SOP-O-5 Personal Protective Equipment describes the policy and procedures regarding the minimum level of protective clothing to be worn during emergency



operations and training sessions.

An OG is required to address practices and procedures related to the issue, care, maintenance, inspection procedures, inspection frequency, inspection documentation and replacement of personal protective equipment (PPE). This operating guideline should be based on and reference O. Reg. #714/94 71, National Fire Protection Association (NFPA) 1971 “Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting” and Section 21 Guidance Notes including:

- 2-7: Reporting Exposures to Biological, Chemical or Physical Agents”,
- 4-1: Firefighter Protective Equipment”,
- 4-2: Eye Protection”,
- 4-6 Firefighter Helmets”,
- 4-8: Care, Maintenance, Inspection and Replacement of Structural Firefighting Personal Protective Equipment”,
- 4-9: Respiratory Protection Program (SCBA)”,
- 4-13 Personal Protection During Fire Investigation Operations”, and
- 6-23: Safety during Salvage and Overhaul”.

The medical component of SOP-O-5 should be cross referenced to specific and criteria regarding infectious disease and opioid protocols (glove, gown, mask) including donning and doffing procedures.

SOP-O-5 should address the procedure for gear service or repairs including a “tag out” system and process for communications when the equipment is removed from service and when returned to service.

**Recommendation #19: SOP-O-5 should be amended to reference appropriate OHSA Sec. 21 Guidance Notes and address practices and procedures related to the issue, care, maintenance, inspection procedures, inspection frequency, inspection documentation and replacement of personal protective equipment (PPE).**

### **Use and Maintenance of Respirators; *The Respiratory Protection Program***

Firefighters may be exposed to hazardous dust, mist, fumes, gas, vapour and smoke as a condition of their work. To prevent exposure to such hazards, and protect workers when exposure cannot be prevented, it is required to have a Respiratory Protection Program includes operating guidelines.

OWFC has a respiratory program (OG-S-5) based on CSA Standard Z94.4-11 *Selection, Use, and Care of Respirators* to address:

- N-95 & SCBA Fit Testing
- Respirator Training
- SCBA/ Face piece/ Cylinders
  - Requirements and Use

- Cleaning and Sanitizing
- Inspection
- Maintenance and repairs
- Bench testing/Hydrostatic testing
- Storage
- Transportation
- Refilling/ Air Exchange
- Air quality
- Air compressor/Purge Panel operations, maintenance and repairs
- Pass devices inspection and maintenance
- Use of N95 Masks

The Respiratory Program references relevant Section 21 Guidance Notes including Guidance Note #4-9: *Respiratory Protection Program*.

Guidance Note #4-8 *Care, Maintenance, Inspection and Replacement of Structural Firefighting Personal Protective Equipment* is not referenced and should be in the next revision of the program document.

Relevant NFPA Standards including NFPA 1851 *Standard on Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting* are cited in the Program. NFPA 1971 Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting should be referenced in the next revision of the Program Document.

Breathing Apparatus Log Books should be available at each Station recording the date, time, and use of SCBA use and that each has been inspected and returned to service.

There should be a Maintenance log to document air quality tests, filter replacement tests, repairs and overhauls, and routine scheduled service.

The Respiratory Program should have a specific procedure regarding review and updates as well as require regular review of the program and related OGs.

Permanent workplace records should be kept for all real and suspected exposures to biological, chemical or physical agents and guidelines for exposure reporting that meets the intent of GN 2-7 *Reporting Exposures to Biological, Chemical or Physical Agents*.

**Recommendation #20:** *OG-S-5, The Respiratory Program, should be amended to include a schedule for review and updates.*

### ***Self Contained Breathing Apparatus***

OWFC currently uses Scott SCBA (2,216 psi) equipment which was purchased in 2008. Each firefighter is assigned their own personal facemask.

There have been numerous technical advances in SCBA equipment since 2008. Further, the current SCBA equipment is no longer covered by warranty and maintenance and repair costs for older equipment can be significant. OWFC should continue to monitor costs associated with repair and maintenance of existing SCBA equipment, advances in SCBA technology as well as SCBA purchases by mutual aid partners to determine if the SCBA equipment should be considered for replacement in the near future.

OWFC has a compressor and related equipment to fill SCBA cylinders. This facility may need to be upgraded when new, high-pressure SCBA are purchased.

### ***Other Equipment***

OWFC is well equipped with equipment required for the services authorized by the E. & R. By-Law including:

- Extrication and Roof Power Saws
- Hydraulic Extrication Equipment
- Scene Lighting
- Air Bags
- Cribbing
- Hoses & related Appliances
- Thermal Imaging Cameras
- Hand Tools
- Positive Ventilation Fans

Thermal imaging cameras are now being used extensively for scene size-up, ongoing assessment and development of foreground tactics as well as use by interior crews. The number of thermal imaging cameras available should be evaluated with the objective of equipping Command, Safety Officer, Rapid Intervention Team (RIT) and each entry team.

***Recommendation #21: The need to acquire additional thermal imaging cameras should be evaluated in context of current and future fireground protocols.***

The use of positive pressure fans has become a recognized fire ground tactic to rapidly remove smoke from a content or structure fire and facilitate search and rescue as well as salvage and overhaul procedures. Larger positive pressure fans are beginning to be deployed more frequently particularly where big box stores, warehouses and other large structures are found.

***Recommendation #22: OWFC should evaluate the effectiveness and capability of the current positive pressure fans in context of current and future requirements.***

### 7.1.13 Apparatus and Equipment Inspection and Maintenance

For trucks, tractors or trailers, or a combination of these vehicles that have a registered gross vehicle weight of more than 4,500 kilograms, the Ontario Highway Traffic Act (HTA)<sup>18</sup> requires:

- A written schedule to periodically inspect and maintain vehicles.
- Documentation to ensure that inspections and maintenance are carried out in accordance with the written schedule.
- Drivers conduct daily inspections.
- Valid annual or semi-annual inspections on all applicable vehicles are maintained.

For Fire Apparatus, the HTA provides an exemption that pre-trip inspections can be conducted post-trip.

SOP-A-1 addresses annual commercial vehicle inspections. SOP-A-6 addresses Emergency Apparatus Safety Inspections. SOP-A-6 should be reviewed to ensure that specific procedures for pre-trip inspections (non-emergency) and post-trip inspections (emergency response) are stated.

**Recommendation #23:** *SOP-A-6 should be reviewed to ensure that specific procedures for pre-trip inspections (non-emergency) and post-trip inspections (emergency response) are stated.*

Documentation is required but not kept in a log book on the Apparatus floor. Having a log book with the record of previous inspections assists in tracking deficiencies and ensures follow-up. Procedure should ensure officer notification of any deficiencies found and formal process for follow-up.

SOP-A-6 specifies monthly inspections however inspections are done on a bi-weekly basis by the FPO.

Monthly inspections are common in volunteer departments as providing a reasonable process when there are relatively few resources and calls. Monthly inspections should augment pre-and post-trip inspections by completing a comprehensive vehicle inspection, inventory of all equipment as well as testing and inspection of all equipment according to the manufacturer's recommendation. This is a time consuming process and will often require 1 to 2 hours for a team of 4 firefighters.

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<sup>18</sup> Prescribed Performance Standards for the vehicle are set out in the following *Highway Traffic Act* (HTA) Regulations;

- HTA Regulation 199/07 (Commercial Motor Vehicle Inspections).
- HTA Regulation 611 (Safety Inspections) Schedule 1 and 2
- HTA Regulation 587 (Equipment)

It is advantageous for firefighters to be involved in truck checks as it enables ongoing familiarization and practice in the use of the equipment and enhances knowledge of what equipment is available on what truck and in what compartment.

However, having the inspections done by the FPO has improved the frequency and consistency of truck checks.

Ideally it will be possible to achieve the current benefit of standardized, consistent and more frequent inspections of apparatus and equipment by the FPO as well as involving firefighters in the process.

Apparatus and equipment reporting forms that identify all equipment by compartment should be created and kept in a vehicle specific log available on the apparatus bay. SOP-A-6 should ensure that there is a formal sign off by the supervising officer and formal procedure for notification, remedy and follow –up of deficiencies.

There does not appear to be an OG that specifically addresses the procedures for inspection, cleaning, repairing and replacement of bunker gear. An OG should be created to require monthly checks of personal PPE including bunker gear and SCBA facemasks as per manufacturer’s directions. Each firefighter should maintain a prescribed log to document the monthly checks of their assigned PPE. A procedure for notification of defects should also be prescribed.

***Recommendation #23: OWFC should require monthly truck, equipment and PPE inspections as per manufacturer’s instructions that includes log book documentation and a procedure for Officer sign-offs and remediation as appropriate.***

#### **7.1.14 Medical Response**

OWFC responds to relatively few medical calls as there is an ambulance base station located in Carleton Place. The current 911 protocol results in medical calls first being relayed to the Central Ambulance Coordination Centre (CACC). The CACC will dispatch local Emergency Medical Services (EMS) and, after EMS has been dispatched, will notify fire dispatch as required.

The CACC dispatches fire services in Lanark County according to a prescribed protocol that considers the acuity of the patient and the length of delay anticipated for the ambulance. This protocol requires Fire to attend when the emergency is immediately life threatening (i.e. cardiac arrest) *and* there will be an extended delay in EMS response. The end result is that OWFC responds to few medical calls.

Although the number of calls may be infrequent, emergency first responder skills including CPR at the Health Care Provider level, AED and advanced first aid is a requirement for all active duty OWFC firefighters. The rationale for this requirement includes the need to:

- Respond to life-threatening medical emergencies such as cardiac arrest when EMS may be delayed.

- Provide assistance to EMS in managing patient care including bleeding control as well as cardiac and pulmonary resuscitation.
- Provide emergency medical response on-scene to assist firefighters as well as the public.

Although not formally required, some firefighters may wish to achieve further training to achieve Red Cross Emergency Medical Responder (EMR) Certification (or equivalent). This training should be encouraged and funded.

Ongoing evaluation of the County Fire Medical Response Protocol Agreement should occur to determine if changes to the EMS delay time criteria should be considered.

### **7.1.15 Current and Proposed Staffing**

Over the past several years, there have been numerous changes in roles, responsibilities and staffing levels as the department has evolved with the changes generally in the Fire Service as well as responding to the population growth and development within the community. In addition, there have been changes in the organization with changes in leadership over the past several years.

Significant recent changes include recruitment of a new Chief.

The 2019 Staffing of OWFC is as follows:

- Chief (F/T)
- Deputy Chief (F/T)
- Fire Prevention Officer (2, F/T)
- Administrative Assistant (1 P/T)
- Captains (5, Volunteer)
- Firefighters (21, Volunteer)

*Note: The Firefighter complement includes the Captains and FPO staff who serve as volunteer firefighters after-hours. The term “volunteer” is commonly used to describe non-career firefighters. In the case of OWFC, a more accurate term would be casual part-time”.*

There is an on-call system in place to ensure that an officer is always available to respond to calls.

A challenge for municipalities with volunteer Fire Departments is meeting response time performance targets during business hours, Monday to Friday. Many people who live in Carleton Place work in Ottawa and are not able to leave work to attend calls.

One tactic to improve work day response is to increase the number of volunteer firefighters. This may increase the probability of firefighters who can respond

particularly if the process is designed to recruit those who are able to respond during the work day.

There are a number of Carleton Place public works employees who serve as Volunteer Firefighters. This is an important tactic to achieve optimal staffing and response times during the work-day and should be encouraged.

Another tactic to achieving improved work-day response is engaging in additional automatic aid agreements with neighbouring municipalities. Such arrangements can be mutually beneficial as neighbouring municipalities face the same challenges with workday staffing.

The recruitment of the full-time personnel who are also willing to serve as firefighter and assist with fire prevention and/or management responsibilities can also assist with achieving optimal staffing and response times during the work-day.

With the continuing growth of the municipality as well as need to improve fire inspection, fire prevention and public education programs, there will be a need for additional Fire Prevention Officers in the future. As noted previously, the recruitment of additional FPO staff can further enhance daytime staffing.

Further, with the increased scope and responsibility associated with the fire prevention, inspection and public education activities, it is recommended that the position of Assistant Chief, Fire Prevention and Public Education be created. In addition to providing fire prevention, inspection and public education leadership and supervision, it is expected that this position will be active as a suppression firefighter and assume FPO duties as required. *(See Section 7.5.1 for Department Organization Recommendations)*

If one of the existing FPO staff are selected for this position, a replacement FPO will need to be recruited. If an external candidate is selected, then the existing FPO complement is expected to be sufficient for the next 3 to 5 years.

The new Provincial regulations requiring public reporting, the need to produce more detailed reporting for senior management and Council as well as the need for better documentation and maintenance of records of inspections, incidents, training and equipment will require the present part-time administrative assistant role to be expanded to a dedicated full-time position.

***Recommendation #25: With the continuing growth of the municipality as well as need to improve fire inspection, fire prevention and public education programs, the OWFC and Town of Carleton Place should plan for the recruitment of an Assistant Chief, Fire Prevention and Public Education as well as a full-time Administrative Assistant.***

***Recommendation # 26: Response staffing level targets should be established and monitored to determine if additional firefighters or other strategies are required to achieve required on-scene staffing.***

### 7.1.16 Current and Proposed Services.

OWFC currently provides fire suppression, public education, fire prevention and emergency response services as follows:

- *fire prevention and education,*
- *structural firefighting,*
- *vehicle firefighting,*
- *MVC extrication*
- *grass and wildland firefighting,*
- *medical assist with defibrillation,*
- *hazardous materials- awareness level,*
- *'Go' Water and ice rescue,*
- *Participation in the County Mutual Aid Program, and automatic aid agreements.*

The Town of Carleton Place Fire Department Establishing and Regulating By-Law (E & R Bylaw 61-2019) has recently been reviewed and updated. Schedule B of the updated By-Law, provides a detailed definition of the services offered by the OWFC which include the current services noted above with the exception that only shore-based water rescue will be provided.

The updated By-law also addresses public education and fire prevention services, emergency planning, and administration and training responsibilities

From a risk management perspective, it is important that the Establishing and Regulating By-Law identify the services the OWFC is authorized to provide. The By-law should also identify which services that the OWFC will not provide and which services will be provided through mutual aid or other agreement.

Examples of services OWFC does not provide include technical rescue services such as hazardous materials, high angle, confined space, heavy urban search & rescue, or trench rescue. These services are required infrequently (occurrence of incidents less than once every 5 years) and require extensive training and specialized equipment. Local or Provincial agreements should be in place to provide these services as required.

***Recommendation #27: That the Establishing and Regulating By-Law identify the services not provided by OWFC and which are provided by others by agreement.***

The recently approved E & R By-law only authorizes shore based water and ice rescue services. Shore Based Rescue permits firefighters to attempt a rescue of a victim with the use of rope throw bags, rescue rings and pike poles without entering the water. Go ice and water rescue means that firefighters enter the water/ice to attempt a rescue. Go ice and water rescue is considered an advanced technical rescue operation requiring specialized knowledge, skills, training and equipment.



The Ocean Wave Fire Company has provided Go water and ice rescue services for over 20 years. Current equipment includes:

- 1 Fortuna Rapid Deployment Craft (over 10 years old, multiple repairs)
- 1 14' flat-bottom skiff (600 lb rated capacity)
- 9 Mustang immersion suits
- 8 life jackets, helmets & ropes

Annual training is provided at 4 hours per year.

During the Master Fire Plan consultation process, firefighters expressed a strong desire to continue the Go ice and water rescue service.

However, Go Ice and water rescue is extremely dangerous. There have been several fatalities where firefighters have lost their lives in Ontario during ice water training. Following a 2010 fatality in Point Edward, the Ontario Fire College put its ice rescue program on hold in 2014 and has yet to replace it with an updated version. A second death occurred during ice rescue training on the Saugeen River near Hanover in 2015.

In 2017 an Ontario Coroner's Jury investigating both deaths recommended placing in abeyance all training exercises for ice/cold water rescue in locations where any current is deemed to be "swift" (above one knot or such other level as may be deemed to constitute "swift" water)<sup>19</sup>.

To date, a new curriculum and training standards has not been developed or approved by the Ontario Fire College or the Ontario Fire Marshal's Office.

Private sector training courses remain available and some Fire Departments continue to provide Go water & ice rescue training. However, specific training, certification, qualification and regulation requirements remain at the discretion and responsibility of the Fire Chief when a Fire Department undertakes to provide a Go water & ice rescue service.

Standards that exist that are relevant to water and ice rescue operations include:

- NFPA 1006, Standard for Technical Rescue Personnel Professional Qualifications
- NFPA 1670, Standard on Operations and Training for Technical Search and Rescue Incidents.
- NFPA 1983, Standard on Life Safety Rope and Equipment for Emergency Services.
- ULC S555 for Rope and Technical Rescue Equipment,

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<sup>19</sup>

<https://www.mcscs.jus.gov.on.ca/english/Deathinvestigations/Inquests/Verdictsandrecommendations/OCCInquestBruntandKendall2017.html>

- Transport Canada requirements for marine vessel operators as applicable (Pleasure Craft Operators Certificate or Small Vessel Operator Proficiency)

Under clause 25(2)(h) of the Ontario Health & Safety Act (OHSA), *the employer is required to take every precaution reasonable in the circumstances for the protection of a worker*. This ‘general duty clause’ together with other requirements contained in the OHSA creates a requirement that Fire Departments must provide an adequate training program as well as competent supervisors. Providing accredited courses and requiring demonstrated competency according to established standards is a means to demonstrate that reasonable precautions have been undertaken. Failure to do so exposes employers and supervisors to significant liability risk.

The training requirements to enable a Go Ice Water Rescue Program appropriate to the Town of Carleton Place that would enable Firefighters to be certified at the NFPA Operations level would consist of the following components:

- Rope Rescue (Awareness & Operations) - 32 hrs (4 day course)
- Open Water Rescue (Awareness & Operations) - 32 hrs (4 day course)
- Swift Water Rescue (Awareness & Operations) - 32 hrs (4 day course)
- Ice Water Rescue (Awareness & Operations) - 32 hrs (4 day course)

To provide a 7/24/365 level of service, all OWFC firefighters would need to be trained. Thus, OWFC firefighters would need to commit to initial training of 128 hours.

The cost required for one-time training including firefighter compensation, instructors, travel and accommodation expenses would be in excess of \$180,000. In addition there would be ongoing training costs in the range of 16 hours per year with an annual cost in the range of \$8,000. An annual budget for equipment maintenance and replacement would be in the magnitude of \$5,000.

As a single station department with casual part-time firefighters, it is not practical to add on additional training hours to support Go ice and water rescue services. An Automatic Aid protocol with Ottawa Fire or another Lanark County Fire Department should be considered to provide a Go ice and water rescue service.

## 7.2 Strategic Direction #2: Supporting a Culture of Safety

### 7.2.1 Building a Culture of Safety

Firefighting and other emergency response presents extraordinary hazards to firefighters as well as the public. Training, routine hall maintenance, truck and equipment checks also present significant hazards. Constant vigilance and adherence to best practice safety procedures are essential to achieving the objective of “Everyone goes home”<sup>20</sup>.

We recognize the importance of safety in all we do and recognize that this commitment must be reflected in our culture. It is who we are and what we do!

Today, we recognize that health and safety does not simply refer to physical health. Mental health and particularly the effects of Post Traumatic Stress Disorder (PTSD) are a major concern in the fire service.

The Ontario Occupational Health and Safety Act provides the legislative requirements that employers must follow including the general duty requirement to ensure that *everything reasonable under the circumstances is done to protect the safety of the worker*.

Our commitment to safety extends to the public as well. Section 217.1 of the Canadian Criminal Code has expanded this duty to include any other person as follows: *"Every one who undertakes, or has the authority, to direct how another person does work or performs a task is under a legal duty to take reasonable steps to prevent bodily harm to that person, or any other person, arising from that work or task."*

### 7.2.2 Joint Occupational Health & Safety Committee

The Ocean Wave Fire Company has a Joint Occupational Health and Safety Committee (JOHSC) with 2 management members and 3 firefighter members. Both management members and one firefighter members are certified. The Committee is active and meets four times per year.

The JOHSC should develop a schedule for routine station inspections as well as participate in the development of specific safety related training.

**Recommendation # 28:** *The OWFC Joint Occupational Health & Safety Sub-Committee meet at least every 3 months, and the frequency of meetings, number of workers trained, and number of station inspections be reported to Council on a quarterly basis.*

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<sup>20</sup> <https://www.everyonegoeshome.com/>

### 7.2.3 IMS and Personnel Accountability

OG-O-9 of the OWFC Operating Guidelines provides a guideline regarding implementation of Command procedures including Incident Management and role of the Safety Officer.

A core component of Incident Management is to insure a system of personnel accountability is in place at every incident<sup>21</sup>. A personnel accountability system is required to insure knowledge of the location, task and identity of all on-scene firefighters during emergency operations. A properly functioning personnel accountability system is essential to safe scene operations as it ensures that personnel are acting as directed and efficient rescue can be implemented if required.

OG-O-20 provides the specific procedures for implementation of the OWFC accountability and entry control system. OWFC uses the “In Command” accountability system. This system incorporates a motion detector PASS alarm with wireless communication to allow monitoring of individual firefighter status. Each firefighter is issued a TPASS 3 device and it is the firefighter’s responsibility to ensure that this device is maintained in good working order, attached to their PPE and activated each time they wear their turnout gear at an emergency scene or training exercise

At any emergency scene or training exercise the Accountability Officer will activate and take control of the accountability system

### 7.2.4 Safety During Fire Suppression and Rescue Operations

SOP-O-5 provides direction regarding use of PPE for specific emergency responses.

There does not appear to be a specific OG that provides the procedures for notifying outside agencies such as Ministry of the Environment and CANUTEC. The OG’s should be reviewed to ensure that agencies routinely contacted for structure fires such as EMS, natural gas, propane, or hydro are noted as requiring mandatory notice under certain circumstances. Although it can be assumed contact information is available through Smith Falls Dispatch, specific contact information should be available as a back-up.

***Recommendation #29: The OGs be amended as appropriate to specify mandatory reporting (hydro, natural gas) as well as identify where specific contact information for outside agencies is available.***

By their nature, firefighters will do whatever is required to save lives and property even if they are not specifically trained and equipped to respond safely or authorized. Thus, it is critical to have well understood Operating Guidelines that establish the protocols for obtaining resources to respond promptly to emergencies not authorized by the Municipal E & R By-law.

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<sup>21</sup> Guidance Note 5-1, Section 2-6 of NFPA 1561 and Section 6-3 of NFPA 1500

**Recommendation #30:** *That written protocols be developed regarding access to specialized technical rescue teams including trench, rope, high angle, confined space, haz-mat, swift water, Go water/ice rescue, CBRN, and HUSAR.*

### **7.2.5 Firefighter Response to Station**

Historically, volunteer Fire Departments were often in rural areas and depended on firefighters who lived on farms and small villages to respond directly to the scene. Firefighters who live near the station responded to the station and drive a truck to the scene. Pumpers in rural areas only needed a two person cab as just one or two firefighters would respond quickly to the station.

This practice was appropriate in the days when the majority of firefighters lived on farms, the response was largely for defensive structure fire operations, and equipment and tactics were based on simply “putting the wet stuff on the hot stuff”

Today’s world is vastly different where firefighters are expected to do rescue and interior entry is expected. Safe operations require organized teams under a formal command structure before commencing suppression or rescue activities.

Further, there is increasing awareness of potential hazards of storing potentially contaminated bunker gear in vehicles. As more people who reside in rural Ontario live in or close to villages and hamlets, there is an increased likelihood of firefighters being able to respond directly to the station.

Thus, the recommended practice supported by NFPA and OFMEM standards is that it is preferable to take an extra minute or two to have a fire apparatus leave the station with a crew of four to six firefighters rather than leave with a partially filled truck and have firefighters respond directly to the scene.

NFPA 1720 *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments* requires urban areas such as Carleton Place, to have 15 staff with a response time of 9 minutes, 90 percent of the time. Section 4.3.4 states “Upon assembling the necessary resources at the emergency scene, the Fire Department shall have the capability to safely commence an initial attack within 2 minutes 90 percent of the time.” Section 4.3.5 of the standard states “Personnel responding to fires and other emergencies shall be organized into company units or response teams and shall have required apparatus and equipment.”

The Ontario Fire Marshal Fire Ground Effectiveness Sub-Model <sup>22</sup> states:

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[http://www.mcscs.jus.gov.on.ca/english/FireMarshal/FireServiceResources/ComprehensiveFireSafetyEffectivenessModel/FireGroundEffectivenessSub-Model/AssemblingFireAttackTeams/assemble\\_fire\\_attack\\_teams.html](http://www.mcscs.jus.gov.on.ca/english/FireMarshal/FireServiceResources/ComprehensiveFireSafetyEffectivenessModel/FireGroundEffectivenessSub-Model/AssemblingFireAttackTeams/assemble_fire_attack_teams.html)  
Assembling Fire Attack Teams

- “To provide effective, efficient and safe fire protection services, the delivery system chosen must ensure a virtually simultaneous arrival of a minimum of four fire fighters”.
- “The OFMEM recommends, where practical, a minimum of four persons be dispatched on the initial apparatus”.
- “A total complement of no less than ten fire fighters, including supervisor(s), and, if possible, a minimum of two vehicles one of which is a triple combination pumper, must assemble at the fire ground”.
- “It may be preferable to dispatch fewer vehicles with more fire fighters rather than the vice versa”.

Section 7.1.11 addressed specific recommendations regarding storage of bunker gear and response to station.

### **7.2.6 Safety During Salvage, Overhaul and Fire Cause and Origin Investigations.**

Although OG-O-13 provides some direction regarding PPE for salvage and overhaul operations, these directions should be reviewed to ensure compliance with relevant standards including Section 21 Guidance Note 6-23 ‘Safety practices during Salvage and Overhaul’ and Guidance Note 4-13 ‘Personal Protection During Fire Investigation Operations’.

### **7.2.7 Safety Officer**

OWFC –O-9 addresses the role and deployment criteria for a Safety Officer. This OG should be reviewed to ensure NFPA 1521 ‘Standard for Fire Department Safety Officer’ and Guidance Note 2-4 ‘Incident Safety Officer’ are adequately reflected. It may be appropriate to identify a specific OG regarding the role of Safety Officer

It is recommended that an OWFC Officer(s) be identified to take specific training to be certified as a Safety Officer to provide ongoing leadership regarding the role of Safety Officer.

**Recommendation # 31.** *OWFC –O-9 be revised to ensure NFPA 1521 ‘Standard for Fire Department Safety Officer’ and Guidance Note 2-4 ‘Incident Safety Officer’ are adequately reflected.*

### **7.2.8 Incorporating Safety in Training Lesson Plans**

Safety has to be an integral component of all training. Formal Lesson/Training Plans need to be in place that includes specific safety procedures including designation of a safety officer. Training/lesson plans need to be approved by the Chief. Contracted out training also requires formal lesson plans with designated qualified instructors approved by the Chief.

**Recommendation # 32:** *An OG needs to be developed/amended to require Lesson/Training Plans, approved by the Chief, to be in place that include specific safety procedures including incorporating a safety officer.*

## 7.2.9 Mental Health and Post Traumatic Stress Disorder

First Responders are required to manage situations involving death and serious injuries. The result can be Post-Traumatic Stress Disorder (PTSD), a mental health condition that is caused by witnessing or experiencing actual or threatened death, serious injury or violence. Someone with PTSD can experience nightmares, uncontrollable memories, persistent fear and severe anxiety. PTSD can lead to depression, work and marital difficulties, and suicide

The Province has recognized the impact of PTSD on First Responders and has implemented the Supporting Ontario's First Responders Act. PTSD diagnosis for first responders and certain workers such as correctional officers, youth service workers, and emergency dispatchers is now presumed to be work-related – they no longer need to prove it to access WSIB benefits and resources.

The Act also requires employers of workers covered by this presumption to develop PTSD prevention plans and provide information about their plans to prevent PTSD in their workplaces.

A toolkit is available to help employers prepare their PTSD prevention plans and programs<sup>23</sup> and OWFC has developed a PTSD Prevention Plan as required by the Ontario Supporting Ontario's First Responders Act.

An OG has been developed/amended to outline a PTSD Prevention Plan as required by the Ontario Supporting Ontario's First Responders Act.

### 7.2.10 Issues for Further Investigation

There are a number of occupational health and safety issues which should be monitored to determine the need for change in procedures or policy. These issues include:

- *Fall restraint requirements* i.e. loading hose on top of pumpers/tankers,
- *CO removal in stations* – Is ventilation and automatic detection adequate? Should direct exhaust systems be considered?
- *Decontamination at scene and post-fire bunker gear management*. There is growing evidence of skin contamination through bunker gear and need for on-scene as well as in-station decontamination. Current procedures need to be reviewed on an annual basis as the science is evolving. The need for on-site decontamination, post-incident showers, bunker gear cleaning procedures and other protection strategies needs to be evaluated on an annual basis or as further knowledge/directives require.

**Recommendation # 33: *Health and safety issues, policies and practices be continually monitored and reviewed including review and circulation of OFMEM communication and encouraging senior officers to attend the annual Ontario Association of Fire Chiefs Health & Safety Conference.***

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<sup>23</sup> <https://www.ontario.ca/page/post-traumatic-stress-disorder-prevention-plans>

## 7.3 Strategic Direction #3: Accountability

### 7.3.1 Linking Mission, Vision, and Strategy to Results

Great organizations understand their purpose (mission) and desired future (vision). They understand that achieving their vision is dependent on having a clear strategy to move forward from the present to a desired future state. And they understand that they are accountable for their actions and deliverables in achieving the strategy.

The concept of accountability is particularly relevant in the public sector where funding is predominantly provided by the taxpayer. Excellence in the public sector can be defined as the concept of delivering the best possible service within the resources allocated and providing evidence that this objective is being accomplished.

Many organizations have adopted the “Balanced Scorecard”<sup>24</sup> as a tool to translate long-term strategy in day-to-day management through the mechanism of measurement. The Balanced Scorecard translates vision and strategy into a tool that effectively communicates strategic intent and motivates and tracks performance against tactical objectives.

Typically, organizations report on financial and activity indicators. The paradigm shift created by the Balanced Scorecard was to look at the entire organization described as four dimensions:

- *Financial Perspective* – How do we look to our funders?
- *Customer Perspective* – How do our customers see us?
- *Internal Business Perspective* – What must we excel at?
- *Innovation and Learning Perspective* – How do we continue to improve?

Within each dimension, reporting addresses relevant objectives, measurements, targets and initiatives that flow from the Strategic Directions.

The Ocean Wave Fire Company provides monthly reporting to Council that documents the number of calls by major type. It is recommended that a more comprehensive report be designed with quarterly rather than monthly reporting. Reporting quarterly will provide a better perspective of trends and will balance the workload associated with a more detailed report with one that is produced less frequently.

It is also recommended that an annual report be produced that provides a comprehensive overview of the previous year as well as key priorities for the next year.

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<sup>24</sup> Kaplan, R.S. and Norton, D.P, the Balanced Scorecard, Measures that Drive Performance. Harvard Business Review, 1995.



Suggested measures include:

Financial:	<ul style="list-style-type: none"><li>- Quarterly actuals vs budget and forecast</li><li>- Capital expenditures actual vs budget and forecast</li></ul>
Customer Performance:	<ul style="list-style-type: none"><li>- Types and frequency of calls</li><li>- Response times</li><li>- Public Education events vs target</li><li>- Fire Inspections vs target</li><li>- % of structure fires with fire investigation completed</li><li>- Pre-plans completed vs target</li></ul>
Internal Processes	<ul style="list-style-type: none"><li>- % calls with Accountability System in place</li><li>- % structure fires with RIT Team established</li><li>- Calls with formal debrief</li><li>- Number of building permits/plans reviewed</li><li>- Department recruitment and attrition</li><li>- Number of exit interviews completed</li></ul>
Growth & Development:	<ul style="list-style-type: none"><li>- YTD training hours actual vs target</li><li>- Number of firefighters/officers achieving certification</li><li>- Number of SOGs and policies reviewed/developed</li></ul>

***Recommendation # 34: That the Ocean Wave Fire Company develop and implement quarterly reporting based on the Balanced Scorecard accountability framework.***

It is important to note that measuring performance is a sizable task. It requires ongoing effort to develop and update annual objectives, develop the performance metrics, record activities and create and maintain reports.

The FirePro® system utilized by OWFC will continue to be of great value in the collection, recording, and analysis of data. Significant support, however, from the leadership team as well as financial and staff resources, will be required to develop comprehensive quarterly reporting (see Recommendation # 50).

In addition to reporting performance metrics, quarterly reporting will also allow Council to be apprised by the Chief of changes in legislative obligations, training requirements, best practices, and incidents of concern or other pertinent matters.

Through comprehensive and structured reporting, Council will be sufficiently informed so as to satisfy itself that the fire protection services being provided to the community are adequate and effective and that the OWFC is meeting required standards.

### 7.3.2 Mandatory Public Reporting

Ontario Regulation 377/18 under the Fire Protection and Prevention Act, required Fire Departments to provide a public report to the Municipal Council and the Fire Marshal effective January 1, 2020. It is apparent at the time this report was written that the regulation will not be put into force.

This Regulation provided separate reporting requirements for Volunteer and Career Departments. For Volunteer Departments such as OWFC, the public report required would have required reporting the time interval value that the Fire Department achieves or exceeds 90% of the time as set out in Table 11:

**Table 11: Ont. Reg. 377/18 Public Reporting Requirements for Volunteer Fire Departments<sup>25</sup>**

Alarm transfer time: Time from the receipt of the alarm at the Public safety Answering Point (PSAP) until the alarm is received at the fire department communication centre
Alarm answering time: The time from when the alarm is received at the fire department communication centre and ends when the alarm is acknowledged at the communication centre
Alarm processing time: The time interval from when the alarm is acknowledged at the fire department communication centre until response information is transmitted to fire department
Alarm handling time: The time interval from the receipt of the alarm at the PSAP until the beginning of the transmittal of the response information to fire department
Turnout time: The time interval that begins when the fire department notification process begins and ends at the beginning point of travel time
Travel time: The time interval that begins when a fire department unit is en route to the incident and ends when the fire department unit arrives at the scene
Initiating action/intervention time: The time interval from when a fire department unit arrives on the scene to the initiation of emergency mitigation
Total response time: The time interval from the receipt of the alarm at the PSAP to when the first fire department unit is initiating action to control the incident

*Note: The public report does not have to set out information for items 1, 2, 3, 4 and 8 if the information is not available from the fire department's records.*

Although it is apparent that the Regulation will be revoked, public reporting of the information required by the regulation will better inform Council and the public and will serve to improve Fire Department performance.

***Recommendation # 35: That the Ocean Wave Fire Company develop and implement an annual public report that provides an overview of Department activity and fulfills the requirements of ONT. REG. 377/18 Ont. Reg. 377/18 Public Reporting Requirements for Volunteer Fire Departments.***

<sup>25</sup> At the time this report was written, notice from the Minister had been given that this regulation will be revoked.

## 7.4 Strategic Direction #4: Supporting Service Excellence and Innovation

### 7.4.1 The Learning Organization

Over time, many organizations lose their capacity to learn, change and adapt as structures and processes are established. When problems arise, the solutions are often short-term based on previous practice, and problems continue to re-emerge.

Expectations, methods of service delivery and technology, however, are constantly evolving. Organizations need to develop knowledge about new technologies and processes, understand what is happening in the outside environment and facilitate creative solutions using the knowledge and skills of all within the organization. This requires co-operation, communication, and a culture of trust. It requires a fundamental attitude change that effort and energy must be dedicated to a constant review of how one does work and always asks the question: *Is there a better way?*

This concept has been reflected in the concept of a **learning organization**<sup>26</sup> which can be defined as one which facilitates the learning of its members and continuously transforms itself to best serve the customer. This process of supporting transformation is synonymous with supporting innovation.

OWFC has in place many of the core attributes of a Learning Organization. There is a serious commitment to learning. Comprehensive operating guidelines (OGs) have been developed and there are many examples of best practice that have been adopted.

To support innovation and assist in the continued development as a Learning Organization, the following recommendations are proposed:

**Recommendation # 36:** *That the review and updating of Operating Guidelines (OG's) continue with a specific target performance metric regarding number to be developed, reviewed and updated be identified as part of the OWFC annual objectives and be monitored in the quarterly report.*

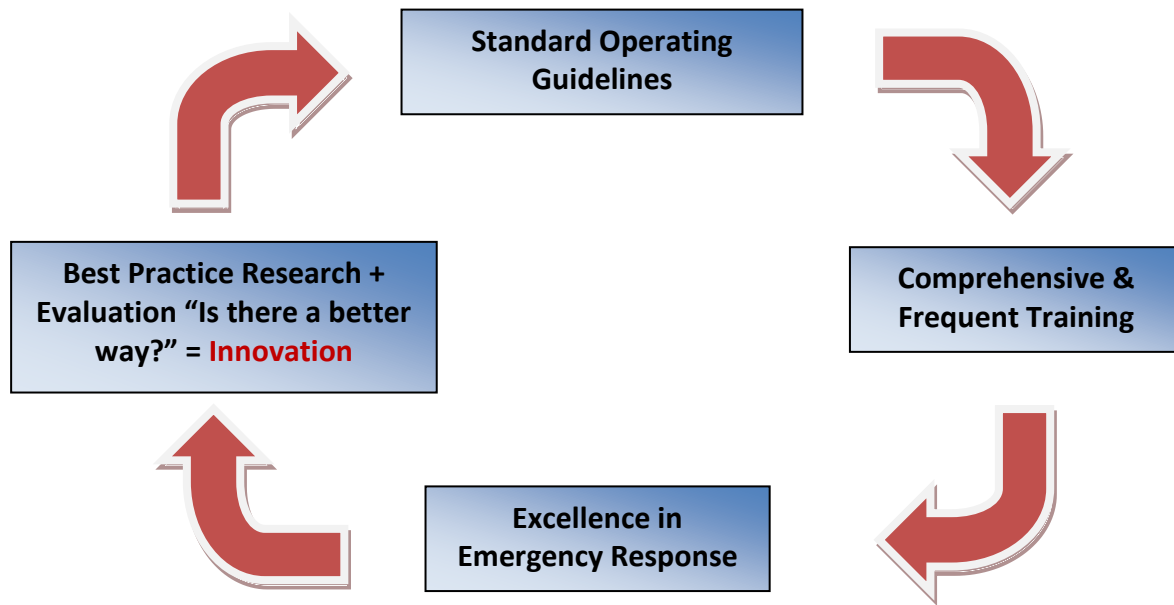
The review of OG's should build on and reference peer group 'best practices', current and emerging concepts from the professional literature, OFMEM directives and communiqués, and Sec. 21 Guidance Notes. The time required to undertake such a review should not be underestimated. Workload, however, can be shared with others who share a common dedication to achieving excellence.

The above recommendation is intended to support the relationship between best practice, OGs, training, and performance. This relationship can be thought of as an interdependent linkage where best practice and ongoing evaluation informs OGs. OGs are the foundation for training, and training is the critical foundation for achieving excellence in efficient and effective performance in managing an emergency situation.

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<sup>26</sup> Senge, P. M. (1990) *The Fifth Discipline. The art and practice of the learning organization*, London: Random House.

**Figure 13: Relationship between Inquiry, Operating Guidelines, Training and Operational Excellence**



### 7.4.2 Training Delivery

Quality training delivery is essential to build competency and teamwork to enable suppression and rescue operations to be effected efficiently and safely. Instructors must be competent and there needs to be sufficient time and frequency of training to build and maintain skills.

Effective training is a requirement under the *Ontario Occupational Health and Safety Act* (OHSA). The Act prescribes that the Employer (Municipality) must ensure all members of their fire department are trained and equipped to provide the services delivered.

Section 21 of the OHSA provides that the Minister may appoint committees to provide specific advice and guidelines. Under this authority, an Ontario Fire Service Advisory Committee exists with the responsibility to advise and make recommendations on matters relating to the occupational health and safety of all firefighters in the Province of Ontario.

The Committee is also responsible for the development of a manual of Health and Safety Guidance Notes for fire services in Ontario. The manual provides policies and procedures that are recommended to be used by workers in the fire service to prevent injury or illness, and will comply with the intent and provisions outlined in the Act.

To ensure due diligence with respect to fulfilling the requirements of the OHSA, each training session should have a comprehensive lesson plan developed in compliance with NFPA 1041 Standard for Fire Service Professional Qualifications. All training lesson plans should be developed with specific reference to the applicable Section 21 Guidance Notes.

Examples of specific Guidance Notes that should be referenced in the Training OGs include, GN 7-1 Health and Safety during Practical Training Sessions and GN 7-2 Training Requirements.

The Chief or designated senior officer should approve and sign-off on all lesson plans.

The training program curriculum and specific content should be based on NFPA 1410 Standard on Training for Emergency Scene Operations. The training curriculum should be reviewed and published annually including a reference calendar

Training is a key factor in maintaining the morale and *esprit de corps* of the firefighters. Effective training needs to not only enable skill development and protect worker safety, effective training requires that the program delivery should be engaging, enjoyable and embraces the best practice principles of adult education.

Training should include external training opportunities at regional centres such as Lyndhurst or the Ontario Fire College as well as regular in-house training.

A program of professional development should be in place for each firefighter to plan for individual advancement in areas such as technical rescue, officer development, training, fire inspection, fire prevention and public education, fire cause determination or medical training.

Lesson plans, training safety plans and training records are documented in Section 7 of the OWFC Operating Guidelines. There are specific Operating Guidelines for records, safety in training, driver training, health & safety training and minimum attendance for training & fire calls.

**Recommendation # 37: *The OWFC Training Operating Guidelines be reviewed to ensure that there is a clear requirement for:***

- ***Formal lesson plans to be developed in compliance with NFPA 1041 and approved by the Chief.***
- ***All training lesson plans reference applicable Section 21 Guidance Notes.***
- ***The training program curriculum and specific content should be based on NFPA 1410 Standard on Training for Emergency Scene Operations. The training curriculum should be reviewed and published annually including a reference calendar.***

Every call provides a training opportunity. An opportunity for a ‘debrief’ after calls should be encouraged to reflect on what went well and ‘lessons learned’. This ‘debrief’ should be a formal component of a Post Traumatic Stress Management Program to assist in early identification of a need for potential further interventions.

**Recommendation # 38:** *A process for debriefs after calls and related documentation process to identify issues, questions and ‘lessons learned’ should be encouraged with a formal OG.*

A challenge for Fire Departments that rely on volunteer firefighters is the ability to find time to provide sufficient training hours to maintain core competencies in fire suppression as well as auto extrication, medical response, officer development, pump operations, and water rescue. Upwards of 100- 120 hours is required annually to accomplish the objective of maintaining core competencies. Development of additional technical or professional competencies will add many more hours.

**Recommendation # 39:** *To maintain core competencies, the training curriculum and calendar needs to reflect a commitment of 100 to 120 training hours per annum.*

### **7.4.3 Documentation, Communication and Records Management**

Participation in training activities as well as specific demonstration of required knowledge and competency needs to be documented with records kept organized, secure and readily accessible by authorized personnel. Comprehensive documentation is essential to the evaluation of individual performance and learning requirements as well as demonstrating that the employer has taken all reasonable actions required should litigation arise.

The requirement for training records is prescribed in OG –T-1 and SOP-A-5. This OG should be reviewed to ensure compliance with GN 7-3 Documentation of Training.

Minimum attendance for training & fire calls is prescribed in OG#7005.

There should be prescribed processes in place for sharing of workplace communication and information such as Fire Marshal Directives and Communiqués, and new or revised fire service operating guidelines and notices.

### **7.4.4 Training Leadership**

The lead for training is the Deputy Chief.

The workload associated with developing and delivering a comprehensive training program far exceeds the capability of a single person. It is suggested that the Deputy Chief continue to assume leadership for the training program including curriculum requirements and schedule, external liaison in supporting initiatives such as the joint recruit training program, and direction of lesson plan requirements and presentation formats.

Actual preparation of lessons and training delivery should be delegated to the greatest extent possible. Subject matter experts or teams should be identified to develop lesson plans and deliver common training to each station to ensure a consistent interpretation of the OGs. This concept has the potential to considerably improve morale and learning by involving officers and firefighters directly in the learning process. *Learn, Do, Teach!*

The subject matter experts can most likely be found within the OWFC. In some cases, it may be appropriate to contract with another department or individual to provide the required expertise.

**Recommendation #40:** *Subject matter experts/teams be identified and supported to assist in the review and development of OGs, lesson plans, and to deliver common training to each station to ensure a consistent interpretation of OGs.*

### **7.4.5 Transition to NFPA Standards and Certification**

A key challenge for the Fire Service in Ontario is the transition from training standards, program development and delivery previously led by the Ontario Fire College and Office of the Fire Marshal to a program based on NFPA standards and certification. Examples of current certifications include:

- NFPA 1001 Firefighter Level I and II.
- NFPA 1021 Company Officer
- NFPA 1041 Fire Service Instructor
- NFPA 1031 Fire Inspector,
- NFPA 1035 Fire & Life Safety Educator

Currently there is no mandatory certification required by statute for firefighters. In May, 2018, the Ontario Government announced new regulations under the *Fire Protection and Prevention Act* which mandated certification of firefighters, fire inspectors and dispatchers. The Regulations were created after recommendations from three coroners inquests and years of pressure to increase safety standards.

However, in October, 2018, the new provincial government rescinded the requirement for mandatory certification.

Although there is no longer a legal requirement for mandatory certification, OWFC, like many progressive Fire Departments in Ontario, has already initiated mandatory certification for all new recruits and is committed to an ongoing program such that all firefighters and officers are certified.

## 7.4.6 Advanced Training

NFPA 1001 provides the Standard for Firefighter Professional Qualifications. This Standard identifies the criteria for firefighter qualification at the Entrance, Firefighter I and Firefighter II levels

NFPA Standard 1670, Standard on Operations and Training for Technical Search and Rescue Incidents describes three levels of competency for technical rescue:

- *Awareness Level* This level represents the minimum capability of organizations that provide response to technical search and rescue incidents.
- *Operations Level* This level represents the capability of organizations to respond to technical search and rescue incidents and to identify hazards, use equipment, and apply limited techniques specified in this standard to support and participate in technical search and rescue incidents.
- *Technician Level* This level represents the capability of organizations to respond to technical search and rescue incidents and to identify hazards, use equipment, and apply advanced techniques specified in this standard necessary to coordinate, perform, and supervise technical search and rescue incidents.

NFPA 1021 provides the Standard for Fire Officer Professional Qualifications.

As part of a comprehensive Training Program, ongoing professional development should be encouraged. Upon completion of Firefighter I and II, firefighters should be encouraged to undertake awareness level training relevant to the risk assessment profile. This will assist OWFC in providing an “All Hazards” approach where the OWFC can safely and competently respond to a variety of potential incidents, take initial steps to ensure scene safety, and for incidents requiring specialized resources, assist responding departments.

For firefighters who wish to continue to advance, an individualized program should be developed that match’s personal interest with OWFC requirements.

For specialized rescue operations as permitted by the E. & R. By-Law, upon completion of awareness level courses, Firefighters should be encouraged to seek additional training and certification at the operations and technician level.

Firefighters who wish to advance in other areas such as Company Officer, Trainer/Facilitator, Public Education, Fire Inspection and Prevention, Safety Officer or Fire Investigation should be encouraged to do so.



### 7.4.7 Fire Training Collaboration

Although the Province has indicated that NFPA certification will no longer be mandatory, there is no indication that there will be funding that was once available for Ontario Fire College programs. Thus, it appears that Fire Departments in Ontario are on their own in terms of designating required standards, developing and implementing training curriculum and securing the required funding.

All Ontario Fire Departments have this challenge; however, the larger departments have the staff and financial resources to adapt existing training protocols to meet the NFPA standards. Smaller departments will find this task daunting and will need to consider partnerships and other methods to meet this challenge with available resources.

Not having training programs in place that are based on recognized standards and not providing documentation that recognized competencies are achieved leaves Fire Departments in a precarious position from a risk management and safety perspective.

The general duty clause in the Ontario Occupational Health and Safety Act section 25(2) (h) provides *“that an employer shall take every precaution reasonable in the circumstances for the protection of a worker”*. The definition of *“reasonable precaution”* is often based on generally accepted standards.

While the Province has chosen not to make the NFPA standards mandatory, the general adoption of NFPA standards by peer Fire Departments, may in effect, establishes NFPA standards as the definition of a *“reasonable standard”*.

For small, rural Fire Departments, collaborative efforts whereby resources are pooled amongst geographically proximate departments can enable common curriculum, lesson plans and training to be implemented in a cost effective manner to achieve certification over time.

OWFC together with other Lanark County Fire Departments have already implemented this strategy in training new recruits. New recruits undertake joint training based on the International Fire Service Training Association ‘**Essentials of Fire Fighting**’ with 70 hrs of in-class, practical lessons and scenarios as well as 70 plus hours of at-home learning. Recruits graduate with NFPA 1001 Firefighter I certification following the required tests.

Other joint training initiatives should be encouraged.

**Recommendation #41:** *Ocean Wave Fire Company continues to support regional training initiatives including the joint recruit program.*

### 7.4.8 Fire Training Centre

To safely and effectively train for interior search and rescue as well as suppression activities, a properly engineered facility that can replicate a smoke filled environment is required. Larger departments have such facilities and other dedicated facilities have been developed for regional use by smaller and rural departments. There are other training centres in Ontario that are fulfilling a regional mandate.

For example, the Meaford Firefighting Training Centre serves as a regional training centre for the Ontario Fire College and offers accredited courses to volunteer and full-time Fire Departments and other emergency service organizations. The Eastern Ontario Emergency Training Academy based in Norwood provides a similar role in the Peterborough, Northumberland, Hastings, Prince Edward Counties and the cities of Kawartha Lakes region. The Training Centre in Lyndhurst provides a regional resource to the County of Leeds and Grenville Fire Departments. Development of a regional centre for the County of Russell and Prescott Fire Departments is under consideration.

There are no specialized training facilities available in Lanark County. OWFC has used the training facilities in Lyndhurst and the Ontario Fire College in Gravenhurst. Lyndhurst is approximately 80 kms distant and has no overnight facilities nearby. Gravenhurst is over 340 kms distance. Ottawa does have a comprehensive training facility; however, it is fully booked for internal use.

Thus, OWFC and the other Lanark County Fire Departments do not have a readily accessible specialized training facility available for routine use.

It is a high priority of OWFC to develop a dedicated training facility on the lands that are available within the Town.

Discussions with other Lanark County Fire Departments should occur to see if mutual investment and development is possible. The Municipality of Mississippi Mills has expressed interest in developing a regional training centre.

Shared financial investment in capital costs as well as sharing resources such as instructors and other forms of collaboration would be ideal. However, such discussions should not impede efforts to develop a proposal to construct an OWFC training facility that can serve the needs of OWFC and be complementary to whatever regional initiatives evolve.

***Recommendation # 42: That a Business Case Proposal be developed and presented to Council to propose construction of a dedicated fire training facility.***

### 7.4.9 Medical Training

NFPA 1001 requires that firefighters have as a standard of entry, minimum emergency medical skills including infection control, CPR, bleeding control and shock management.

In Ontario, Fire Departments generally require additional first responder certification including bleeding control, oral airway, nasal airway, supplemental oxygen administration, suctioning, CPR, use of an automated external defibrillator (AED), manual stabilization of fractures, and assisting in the administration of basic medications such as epinephrine auto-injectors, oral glucose, and inhalers. Naloxone administration has recently been authorized. As well, Ontario firefighters are often trained in packaging, moving and transporting patients. This level of training is supported by OWFC although only basic first aid and CPR is mandatory (SOP-T-1).

***Recommendation #43: That Ocean Wave Fire Company continues to encourage and support Emergency Medical Responder or equivalent certification for all firefighters.***

As OWFC responds to few medical calls annually, it is a challenge to maintain medical response competency unless dedicated time is made available to train and run scenarios. This is particularly challenging with limited training hours per month that need to cover structural firefighting, auto extrication and other requirements.

Not all firefighters will be able or willing to devote extra time for ongoing medical training, however, it is likely that a number will wish to further develop and maintain their medical skills. Thus, to enhance medical and other firefighter competencies for those firefighters who wish to advance and maintain competency as NFPA Firefighter II, it is recommended that an additional optional monthly training session be implemented.

***Recommendation #44: An optional monthly training night be considered to enhance medical and other firefighter competencies for those firefighters who wish to advance and maintain a high level of competency.***

### 7.4.10 Enhanced Training for Mass Casualty Events

Mass casualty events, fortunately, are not a frequent occurrence. Nonetheless, mass casualty events do occur. And, should such an event occur in or nearby Carleton Place, OWFC will likely be one of the first responders and will be expected to play a key role to play in the immediate management of the incident.

***Recommendation # 45: That an OG and Training Program be developed and implemented for on-scene initial management of mass casualty events such as school bus rollovers, tornadoes, long-term care facility fires, and multi-vehicle accidents.***

## 7.5 Strategic Direction #5 – Effective Leadership and Strategic Management

### 7.5.1 Current Department Organization

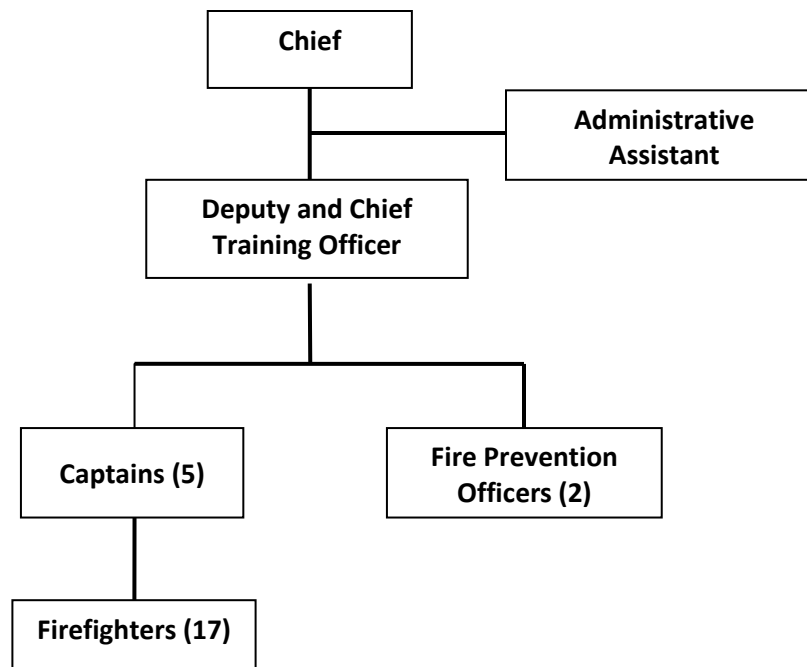
OWFC has evolved with changes in roles and responsibilities from a department that that was primarily concerned about suppression to one that reflects fire prevention and public education as core responsibilities. The other major change driver that has been recognized with the recruitment of a full-time deputy is the increased importance of achieving professional competency through a rigorous training program.

The 2019 OWFC staff compliment is:

- Chief (1) - Full-Time
- Deputy Chief (1) - Full-Time
- Administrative Assistant (1) – Part-Time
- Fire Prevention Officers (2) - Full-Time
- Captains ( 5 ) - Volunteer
- Firefighters (17) - Volunteer

The 2019 organization chart is presented in Figure 14:

**Figure 14: Ocean Wave Fire Company Organization Chart**



## 7.5.2 Future Organization and Staffing

To meet current and future requirements for an effective fire prevention and public education program, there is a clear need to augment current staffing in this division. Specifically, it is recommended that dedicated public education and fire prevention leadership be established by adding a position of Assistant Deputy Chief. Further, to support his work as well as ongoing OG development, training, and documentation, it is recommended that the Administrative Assistant position be made full-time.

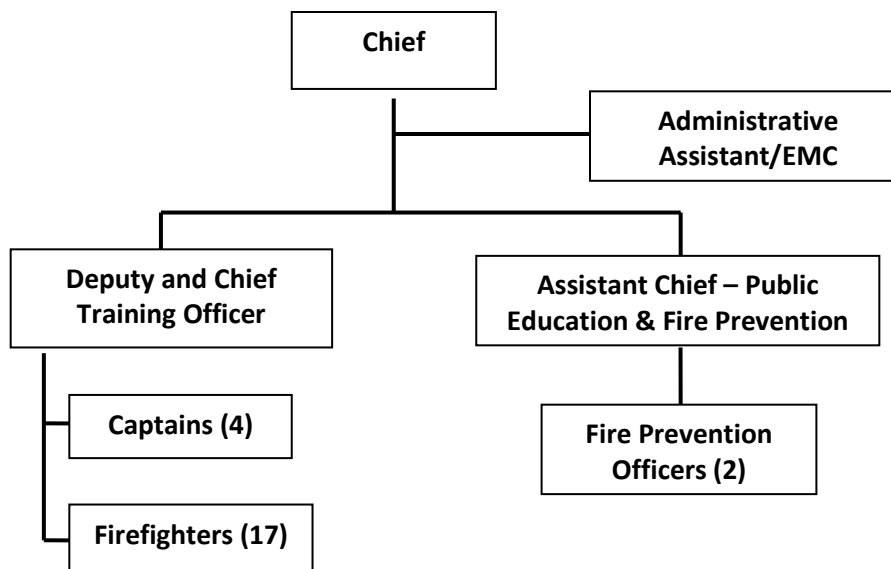
Section 7.1.15 recommended a staffing increase of 1 full time Fire Prevention Officer/Part-time Firefighter (FPO) and increase in hours for the Administrative Assistant from half time to full time.

With the recruitment of an additional FPO, it will be appropriate to consider a supervisory level role for the fire prevention and public education role. Therefore, it is recommended that a new position of Assistant Deputy Chief, Fire Prevention and Public Education be established. It is anticipated that this position will be filled through an internal competition and will not require an additional increase beyond the recommended FPO hire.

**Recommendation #46:** *That a full-time Assistant Chief position be established to provide leadership to the Fire Prevention, Inspection and Public Education Division.*

In addition to managing the Fire Department, the Fire Chief is responsible for the Town of Carleton Place Emergency Management Program. It is anticipated that the full time Administrative Assistant will assume the role of Emergency Management Coordinator (EMC) for the Town to support the Chief's responsibility in this regard.

**Figure 15: Proposed Ocean Wave Fire Company Organization Chart**



### 7.5.3 Organization Culture

OWFC has undergone significant cultural change in the past several years with a change in leadership both within the Company and Town. There have been practices and traditions in the past that were reflective of an autonomous fire company, not a department of the municipality. As a result, many firefighters have expressed a loss associated with diminished self-governance, no longer being directly involved in certain decision-making activities such as selection of new recruits.

This sense of loss due to the transition from an autonomous, self-governing volunteer organization to a formal department of the municipality with paid full-time and part-time staff is not uncommon and has occurred in many Ontario volunteer Fire Departments.

Change is slowly being accepted and there have been positive developments such as the firefighters finding an offsite social gathering venue.

Today, many organizations recognize the value of maintaining a formal structure and hierarchy yet developing parallel processes to encourage decentralized decision, making and active employee engagement. Creating a culture that supports teamwork, encourages participation and nurtures innovation are common features of high performing organizations.

As the organization continues to stabilize and develop, the following questions can be useful in guiding day to day management processes:

- Are we promoting an organizational culture that develops effective leadership now and for the future?
- Are we supporting clear accountability?
- Are we enhancing the power of the team?
- Are we encouraging and facilitating continuous quality and improvement initiatives?
- Are the contributions of each member respected and valued?
- Do we support the integration of various perspectives in decision making and processes for the successful completion of tasks?
- Do we build on individual and group strengths to create an environment that reinforces dedication to delivering professional and customer-oriented services?
- Do we support a positive environment that welcomes diversity of members, facilitates retention and recruitment and encourages pride in being a firefighter and in being a member of the Ocean Wave Fire Company?

Specific tactics that can be considered to accomplish a more engaged and motivated team include:

- Formal committee structure that involves firefighters in management and decision making. Potential committees could include; Apparatus & Equipment, Training, and Public Education and Fire Prevention.

- Annual performance reviews for all staff that maps out career aspirations and education opportunities.
- Extensive communication and information sharing.
- Encouraging participation in conferences and other general education opportunities.

#### **7.5.4 Human Resources Practices and Procedures**

The historic evolution of volunteer Fire Departments in Ontario is that they have often been more of a self-governing ‘club’ and operated at arms-length from the host municipality. Today, the term ‘volunteer’ continues to exist; however, the relationship of the firefighter and officers to the municipality is more accurately described as an employer/employee relationship with volunteer firefighters effectively being part-time employees.

Thus, it is important that the Municipality’s human resource policies and procedures are understood and followed.

In recent years, OWFC has actively promoted and followed the corporate human resource policies and procedures. Officers and firefighters are hired and promoted in accordance with the relevant policies and the municipal procedure for managing payroll has recently been adopted.

Position Descriptions are in place. The requirement for performance reviews is understood and will be undertaken as a priority. Harassment and workplace violence policies and procedures are in place.

***Recommendation # 47: Awareness of the Municipal Human Resource Policies and Procedures should be encouraged and access to the Policies and Procedures by hard copy or intranet should be available to all firefighters.***

### 7.5.5 Retention and Recruitment

Retention and recruitment of Fire Department volunteers is becoming increasingly difficult. This is not simply a local issue; it is national and international in scope. Today, the expectation is that the volunteer firefighter will have the same level of training and competencies as a career firefighter. Further, the breadth and depth of training and response capability has grown significantly.

Society has changed as well. Fewer people in rural areas live and work in the same community, thus daytime response can be a serious issue. Work and family pressures make it a challenge to undertake the intense training required as well as to respond to calls.

Volunteer Fire Departments have, in the past, been able to be relatively passive regarding recruitment and retention. There were always eager candidates anxious to join and many stayed on the department for 30+ years.

Although it is apparent that OWFC does not have a retention or recruitment issue, the overall trend that it's becoming increasingly difficult to recruit and retain should be recognized. Today's volunteer and career firefighters have to commit significant time to develop advanced skills, respond to a wide variety of incidents at all hours and participate in fire inspection, pre-planning and public education. Firefighters need to be respected, valued and supported.

On the fireground, it is understood and expected that "command and control" is the *modus operandi*. However, extending "command and control" as the core management style outside of incident management can be an issue in terms of motivating staff and supporting recruitment and retention efforts.

One of the methods to promote retention and recruitment is to ensure that firefighters and officers are respected, valued and supported by continually evaluating performance in the context of: *"Do our policies, procedures, activities, actions and decisions support a positive culture that supports innovation, continuous improvement and assists us in recruiting and retaining staff"?*

More specific questions that can be asked to evaluate efforts to support recruitment and retention include:

- *Do we have training programs that are informative, well presented, engaging and relevant? Lecture style PowerPoint presentations generally are not as helpful as a participative conversation. Hands-on doing is generally preferable to classroom teaching.*
- *Do we have fun when training or is there a culture of fear & intimidation where people are afraid to show initiative or ask questions?*
- *Do we support diversity? Do we have a culture that promotes gender and cultural diversity and eliminates harassment and other behaviours that lead to a toxic workplace?*



- *Do we use public education events at village fairs and other such events to provide information on being a volunteer firefighter?*
- *Do we actively provide training and promotional opportunities to firefighters who wish to advance?*
- *Do we have a compensation system that is fair and appropriate?*
- *Do we provide other incentives and rewards to acknowledge the contribution of firefighters?*
- *Is there a clear and supported plan for advancement?*
- *Do we consistently engage in a formal exit interview with firefighters who are leaving to identify opportunities for improvement?*

Examples of activities that can promote a positive organizational culture that supports recruitment and retention include regular ‘town hall’ meetings with the Chief, recognition such as provision of hats and other Fire Department clothing, and an annual ‘awards’ night

Although it is apparent that OWFC does not have retention or recruitment issues, ongoing efforts to support a diverse workforce should be supported.

**Recommendation # 48:** *The OWFC should continue its efforts to welcome and support diversity in its recruitment efforts.*

### **7.5.6 Compensation.**

In the past, being a volunteer was just that; there was no compensation. Training was minimal and calls were infrequent. Today’s volunteer is expected to attend:

- Approximately 72 hours of scheduled training sessions per year and 16 hours required to cover CPR & First Aid Course every 2 years.
- Additional hours are required for driver training and specialty courses such as Company Officer, Pump Operations and NFPA courses.

This commitment is in addition to actual calls.

In reality, the commitment required is more accurately described as a part-time job than volunteer.

OWFC has already adopted a compensation method of hourly reimbursement with a minimum of two hours for attending a call. This system provides a more appropriate and fair method of compensation as opposed to the traditional point system. There are also certain insured benefits provided under a group plan (loss of life, disability, etc.).

### 7.5.7 Succession Planning and Retirement Policy

A formal succession plan should be developed to plan for development of firefighters to replace officers as they retire. This plan should identify likely retirements over the next 5 years on an on-going basis and include a specific education and graduated responsibility map for individuals who wish to pursue advancement.

Clear path career advancement is an important incentive to maintain morale, engagement and retention. Developing leadership capability and competency with senior firefighters enables calls to be well managed when Officers may not be present or are limited in numbers.

Retirement in a volunteer department may be a difficult issue as senior firefighters and officers are committed and may not wish to end their involvement at a certain age. On the other hand, there can be situations where a member's health, physical fitness or willingness to actively learn and implement new procedures may be an issue.

From a risk management perspective, there is merit in considering a means to encourage retirement at a certain age. Some departments have a by-law requirement that all firefighters over the age of 60 require an annual medical assessment to confirm that they are able to perform the tasks expected of a firefighter. Some departments impose a mandatory retirement age. Another tactic is to have annual conversations with senior firefighters and officers to discuss retirement and develop a mutually agreeable, documented plan.

**Recommendation # 49:** *That a formal Succession plan and Retirement Policy be developed.*

### 7.5.8 Policies and Operating Guidelines

Policies and operating guidelines (OGs) are used by the fire service to ensure that services and functions are performed in a specific and routine manner. Adherence to policy and procedural operating guidelines promotes operational continuity, safety of personnel, operational effectiveness and consistency in the delivery of fire protection services. Comprehensive and current Operational Guidelines demonstrate due diligence and reduce potential municipal liability.

A policy is a principle or rule to guide decisions and achieve rational outcomes. A guideline is a statement that prescribes a course of action. In the Fire Service "Guidelines" are used rather than "Procedures" to allow some degree of flexibility to adapt to specific circumstances associated with emergency events.

OWFC has a comprehensive set of operating guidelines. The operating guidelines include an index to assist with locating the needed document and are organized by subject area.

Organizing and consolidating Standard Operating Procedures and Operating Guidelines as Operating Guidelines only by subject content would assist access and clear understanding of required procedures.

Previous recommendations have noted that a specific number of operating guidelines should be subject to detailed review annually, lesson plans should incorporate specific reference to the relevant OG. OGs should specifically refer to source documents including Section 21 Guidance Notes and OFMEM communiqués.

**Recommendation # 50:** *A target number of OGs to be reviewed annually be established as well as an annual target for new OG development.*

**Recommendation # 51:** *OGs be developed for solar installations, propane gas emergencies, multi-casualty events, and B.L.E.V.E.*

### **7.5.9 Records and Documentation**

Concurrent documentation and effective record keeping is essential to effective evaluation of individual and departmental performance, ensuring worker safety, ensuring that equipment operates when needed and as designed as well as protecting individuals and the Municipality from liability. A comprehensive records management system will:

- identify the records to be maintained,
- identify the location of records and methods of securing records
- clearly identify the levels of authorization to access records,
- defines the back-up process to ensure business continuity in the case of an adverse event and,
- identify the retention period for records.

Fire service records are municipal records and are subject to the Municipal Act, 2001 and the *Municipal Freedom of Information and Protection of Privacy Act*, 1990. The Municipal Act requires that a municipality shall retain and preserve the records of the municipality and its local boards in a secure and accessible manner, and may establish retention periods during which the records of the municipality must be retained and preserved.

Specific OGs should be in place to require that OWFC records shall be maintained systematically in written documents, computer systems, staff notebooks and other formats. Specific records should be identified that are required to meet various legislative requirements, demonstrate due diligence, and document actions taken. These documents are essential in legal proceedings and assist in planning for future needs, and evaluating programs and services.

The OGs should also address:

- how record storage is secured and access controlled,
- responsibility for management of records
- procedures for recording of vehicle and equipment logs, training and incident records
- back-up procedures and systems for digital data,

The OWFC uses FirePro<sup>®</sup> software package for document management and statistical analysis. There are comprehensive reports filled out for each call and the information is entered into FirePro<sup>®</sup>. Paper copies are kept in the Administration Office. Personnel Files are kept in the Chief's Office.

Training Records for each firefighter are kept in the Deputy Chief's Office with all the certificates/courses they have completed.

Documentation exists regarding capital equipment, compliance with the Town of Carleton Place Capital Inventory Policy. Further investigation is required to determine how to develop a capital inventory process and documentation that is consistent with the Municipal policy.

Fire Inspections reports are kept as computer records with regular back-ups. Each inspection is filed by address.

Each vehicle has a folder with required documents including manuals, maintenance records and safety inspections. A copy of the documentation is kept in the Administrative Office. Although there are routine inspections carried out on an annual basis, a formal preventative maintenance program should be developed based on the manufacturer's recommendations.

Firefighter hours are tracked on sign-in sheets which are kept in the Administrative Office.

The documentation and filing process is supported by the Administrative Assistant.

FirePro<sup>®</sup> is a comprehensive information management tool. Excellent work has been done to utilize this capability and efforts should continue to automate as many records as possible. It is useful to maintain paper records as well for ease of access to originals and as a backup.

Fire management software such as FirePro<sup>®</sup> is continually evolving. It is important to evaluate updates as they become available. Further, software functionality should be evaluated on a continuous basis to determine if another product could offer significant additional benefits. Should upgrade or transition to another product be considered, a comprehensive risk/benefit analysis should be undertaken as software application migration can be resource intensive and potentially disruptive to operations.

There would be benefit in having an OG to document the location and system associated with both electronic and paper filing. This would facilitate identifying what records are being kept and where they are located and the retention period. This is particularly important as records and documents are often electronic and are kept in multiple data bases and locations.

From a business continuity perspective, this analysis is critical to understanding where there are risks and if there are appropriate back-up and alternative sites available should normal access be disrupted.

**Recommendation #52:** *That office procedures, processes, record location and access methods be documented and reviewed to ensure that complete records are being maintained, are readily accessible and the fire management software is being used to its full potential.*

**Recommendation # 53:** *That office procedures, processes, record location and access methods be reviewed to determine if adequate back-up and alternative measures are in place to maintain business continuity should normal access or procedures be disrupted.*

IPads have the potential to improve fire inspection and pre-plans. Data can be collected on-site and uploaded in real-time eliminating delays and simplifying the documentation process. IPads can also be used by Senior Officers as a communication, information sharing, and Command resource tool.

**Recommendation # 54:** *That electronic tools such as iPads as well as existing or enhanced capability of the fire management software be explored to better keep track of performance measures and field documentation including fire inspections.*

### **7.5.10 Electronic Communication and Access to Documents**

Effective communication including full access to documents such as policies, reports, OGs, notices and training lesson plans is vital to keeping firefighters informed and engaged. Social media such as Facebook and Twitter can be useful for rapid communication. An intranet access tool to facilitate secure access to documents, email, and scheduling software should be provided.

To ensure all firefighters and officers have access to a laptop and required software, an affordable employee purchase plan could be considered.

**Recommendation #55:** *To facilitate communication and access to OGs, training materials and other documents it is recommended that an employee purchase plan for laptops/tablets be consider and implemented if required.*

## 7.6 Strategic Direction #6 – Collaborative Relationships

*No man is an island, entire of itself*<sup>27</sup>

Few endeavors are more reliant on the assistance of others than emergency response. Effective relationships with responders within one's community as well as neighbouring communities are essential to serving the public interest in the most efficient and effective way.

Although the principle applies to even the largest and most sophisticated Fire Service, it is particularly true with volunteer services where coverage of large geographic areas and limited human and technical resources are present. The challenge is particularly compounded by the public expectation that the same level of emergency response service will be available whether you live in the city or country.

This Strategic Direction will review the formal and informal relationships that exist with neighbouring Fire Departments and other emergency response partners.

### 7.6.1 Mutual Aid Agreements.

The purpose of Mutual Aid Agreements is to enable requests for assistance from neighbouring communities support the Fire Department when additional resources are required.

Ocean Wave Fire Company is an active participant in the Lanark County Mutual Aid Agreement. This formal agreement is based on the OFMEM template and provides for a Mutual Aid Coordinator, identifies the key resources each participating Department has and outlines the protocol for activation. The purpose of the agreement is to facilitate the rapid deployment of resources from one municipality to another should they be required.

OWFC participates in a number of automatic aid agreements whereby OWFC or a neighbouring Fire Department will be automatically dispatched to respond when they are the closest department. For example, OWFC will respond to incidents in the south and south-west area of Mississippi Mills automatically as they are the closest station.

There may be an opportunity to expand automatic aid agreements with other neighbouring municipalities that could be mutually beneficial. For example, a joint automatic agreement to supply a pumper for a confirmed structure fire during work-days could assist both municipalities in improving response times with adequate resources.

OG-O-21 addresses Automatic Aid Response. There does not appear to be an OG that addresses Mutual Aid activation.

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<sup>27</sup> John Donne *Devotions upon emergent occasions and seuerall steps in my sicknes - Meditation XVII*, 1624

The fire chiefs that participate in the Lanark County Municipal Aid Agreement meet regularly as a Lanark County Mutual Aid Committee under the leadership of a Mutual Aid Coordinator appointed from the participating chiefs. OWFC should continue to actively support this Committee in addressing issues such as:

- Joint training initiatives,
- Improved Identification system of firefighting apparatus.
- Compatibility/interoperability of equipment (i.e. SCBA),
- Opportunity for shared purchasing to enhance interoperability and achieve purchasing efficiency,
- Opportunities to share expertise among departments,
- Continued development of common policies and operating guidelines for such subjects as: initial response, communications, and IMS integrated command protocols,
- Review of process for requesting resources,
- Continuity of coverage,
- Specific technical rescue service access protocols and related OGs - High Angle, Trench, Confined Space, Heavy Extrication, Haz Mat, and Swift Water.
- Radio technology plan.
- Development of an inventory of departmental resources.
- Regular liaison meetings with OPP and Lanark EMS to discuss first responder issues.

**Recommendation # 56:** *OWFC should continue to actively participate in the Lanark County Mutual Aid Committee to improve Emergency Response capability.*

**Recommendation # 57:** *OWFC should actively pursue automatic aid agreements with neighbouring municipalities to support work-day response to major incidents.*

### **7.6.2 Access to Provincial Resources.**

An OG should be in place to address access to provincial resources such as Chemical, Biological, Radiological, Nuclear Explosive (CBRNE) and Heavy Urban Search and Rescue (HUSAR), Ministry of Environment and Ministry of Natural Resources as well as resources for a major disaster.

Opportunities to work with the Lanark County Mutual Aid Committee, OPP, Lanark EMS, OFMEM officials and Ottawa Fire should be sought to exercise major response capability associated with a CBRNE, HUSAR, Multi-Casualty or other large scale event that requires local, regional and provincial resources.

**Recommendation # 58:** *OWFC should seek opportunities to participate with the Lanark County Mutual Aid Committee, OPP, Lanark EMS, OFMEM officials and Ottawa Fire to exercise major response capability associated with a CBRNE, HUSAR, Multi-Casualty or other large scale event that requires local, regional and provincial resources.*

## **8.0 Implementation, Ongoing Planning and Strategic Opportunism**

The challenge associated with implementation of the recommendations contained in this Master Plan should not be underestimated. Change is often difficult as there are limited resources, competing priorities and inertia associated with comfort in maintaining the status quo. Nonetheless, creating momentum to achieve continuous improvement is essential to maintain a dynamic, progressive organization that provides optimal service to the community and is a source of pride to its members.

To implement the Master Plan recommendations, it is recommended that a monthly Officers Meeting be held to

- Translate Master Plan Directions and Recommendations into a three-year business plan
- Adopt a project management framework to create an annual work plan that identifies and tracks objectives by timeline, dependencies, specific tasks, and most responsible person (MRP).
- Prepare an Annual Report to Council to identify specific objectives accomplished during previous year and objectives to be accomplished in the next year.

By formally monitoring the Master Plan Implementation on a monthly basis, the OWFC Officers will ensure that

- An annual training plan is produced, approved and implemented
- Public education, prevention and enforcement objectives are included in the annual work plan as well as proposed staffing and required operating and capital investments.
- A schedule for review for OGs and by-laws to maintain currency and distribute workload over time is developed and implemented.
- There is a review and update of position descriptions as required and annual performance reviews are completed for all staff.

The annual work plan should be developed in consultation with the firefighters and opportunities to allow firefighters to take responsibility for tasks should be encouraged as a means to develop engagement and leadership skills.

**Recommendation #59:** *To implement the Master Plan recommendations, it is recommended that a monthly Officers Meeting be held to incorporate the Master Plan Directions and Recommendations into a three-year business plan, provide an*



*annual report to Council, and monitors recommendation implementation using a project management framework.*

This Master Plan is designed to provide macro level direction for a five year period. It is, however, prepared at a point in time based on information representing what is known and can reasonably be assumed. Much, of course, is not known and the environment is constantly changing as technology, science, attitudes, and priorities evolve.

Thus, this Master Plan should be seen as a guide that will need to be evaluated on an ongoing basis and changes will be required as circumstances evolve. Knowing the Mission, Vision, Values, and Directions of the OWFC will assist in the determination of an aligned response to the challenges and opportunities ahead such that required changes are strategic.

## 9 Appendices

### Appendix I: List of Recommendations:

Recommendation #1: *Following best practice examples, a comprehensive public education program designed to prevent fires, injury, death and property loss should be developed with specific policy statements and operating guidelines as appropriate.*

Recommendation #2: *The public education program should identify priority objectives targeted to areas of greatest risk identified through risk assessment including review of fire cause analysis, focus on provincial priorities including smoke and CO Alarms and should address high risk populations including children and seniors. In partnership with other first responders, the program should address public education priorities designed to reduce injury and fatalities due to motor vehicle and other accidents.*

Recommendation #3: *OWFC review Fire Inspection Operating Guidelines OG-A-2 to ensure that the procedure:*

- *Fulfills the Requirements of Ont. Reg 150/13, The Fire Code.*
- *Augments the statutory requirements for fire inspection with pro-active, risk-based 'consultation' visits with annual targets established.*
- *Includes a home visit program to encourage residential dwelling units for installation and maintenance of smoke alarms and carbon monoxide alarms.*
- *Specifies the appropriate involvement and role of fire prevention personnel in the examination of plans and specifications of permits for new or renovated buildings for compliance with applicable fire regulations.*

Recommendation #4: *It is recommended that the Establishing and Regulating By-Law be reviewed and revised to require the Chief to develop and provide an effective fire prevention program that will:*

- a) *Ensure, through plan examination and inspection, that required fire protective equipment is installed and maintained within buildings,*
- b) *Reduce or eliminate fire hazards,*
- c) *Ensure compliance with applicable Municipal, Provincial and Federal fire prevention legislation, statutes, and codes in respect to fire safety, and*
- d) *Develop and maintain an effective public information system and educational program, with particular emphasis on school fire safety programs, and commercial, industrial and institutional staff training.*

Recommendation #5: *SOP-O-8 Fire Cause Determination should be reviewed and/or augmented to address:*

- *The need to investigate and report on cause and determination.*
- *Process and procedures to be used to investigate fires.*

- *Protocol for notification for the Training/Fire Prevention Officer and other senior officers.*
- *Protocol for notifying the Ontario Fire Marshal and police.*
- *Required documentation and procedure for secure storage of records.*
- *Process for review as part of ongoing development of fire prevention and public education strategies.*

*Recommendation #6: A specific operating guideline should be developed for fire safety plans which require that 1) an inventory of all occupancies in the municipality which require fire safety plans be identified as well as the frequency of inspection, and 2) sets out the requirement for reporting to Council that required occupancies have a fire safety plan in place.*

*Recommendation #7: OWFC should review and revise OG-O-11 Operating Guideline for Pre-incident Planning to: reflect best practice methods for pre-plan development, target objectives for the number of pre-plans to be developed annually, and organizational responsibility.*

*Recommendation #8: That Pre-Plan development be coordinated with suppression training to facilitate effective and safe emergency response.*

*Recommendation #9: That a policy and procedure be developed regarding the respective roles of the OWFC and Buildings Department with respect to building permit and planning application approvals as well as building inspections.*

*Recommendation #10: A specific OG should be in place for the inspection program for vulnerable occupancies which addresses:*

- *Identification of vulnerable occupancies and registration with the OFMEM*
- *Review of fire safety inspections files and required updates to the Vulnerable Occupancy Registry.*
- *Requirement that the Fire Officials who are responsible for approving a fire safety plan for a building containing a care occupancy, a care and treatment occupancy or a retirement home has successfully completed a program or course acceptable to the Fire Marshal*
- *Procedure for conducting spot audits*
- *The use and understanding of applicable legislation and Fire Marshal Directives as demonstrated through documentation and records,*
- *Use of a Fire safety inspections checklist to conduct inspections as per Fire Marshal Directive 2014-002*
- *Procedures for the approval of fire drill scenarios and evaluation and approval of fire safety plans.*
- *Monitoring compliance with new Fire Code requirements as applicable such as self-closing devices, emergency lighting sprinkler systems, automatic notification of the Fire Department, and smoke alarms in each suite.*

Recommendation #11: *A study should be initiated to investigate potential upgrades to Station #1 to: 1) comply with post-disaster requirements, 2) to provide rapid decontamination showers and related amenities, 3) provide a dedicated room for bunker gear storage, and 4) additional offices for fire prevention and public education.*

Recommendation # 12: *OWFC should develop an Operating Guideline that addresses procedures for documenting, recording and reporting response times excluding calls cancelled on-route or incident not found such that the average response time for the first arriving apparatus and responding personal can be determined as a percent of calls and by type of call.*

Recommendation #13: *That the OWFC collaborate with the Public Works Department to ensure that there is a comprehensive Policy and Procedure for the maintenance, accessibility, inspection, flow testing and colour coding of public hydrants in the Municipality.*

Recommendation #14: *OWFC continue to monitor and document radio transmission issues, identify known locations where radio transmission may be compromised, continue with training and awareness regarding procedures to minimize impact of radio transmission limitations and investigate options to improve transmission reliability including mobile repeaters and/or additional towers.*

Recommendation #15: *In collaboration with the Lanark County Fire Departments and Lanark County Officials, OWFC request that additional operational (tactical) frequencies be made available for the safe and effective management of simultaneous fire and rescue emergencies.*

Recommendation #16: *In collaboration with the Lanark County Fire Departments, OWFC continue to monitor the availability and implementation for fire radio technology advances and plan for future technology upgrades.*

Recommendation #17: *The current practice of storing bunker gear in apparatus bay racks should continue to be encouraged.*

Recommendation # 18: *A specific OG should be developed regarding response to station and storage of bunker gear. The OG should address exceptions where response to scene is appropriate and where bunker gear is permitted on apparatus (i.e. Chief and Deputy Chief's vehicles)*

Recommendation #19: *SOP-O-5 should be amended to reference appropriate OHSA Sec. 21 Guidance Notes and address practices and procedures related to the issue, care, maintenance, inspection procedures, inspection frequency, inspection documentation and replacement of personal protective equipment (PPE).*

Recommendation #20: *OG-S-5, The Respiratory Program, should be amended to include a schedule for review and updates.*

Recommendation #21: *The need to acquire additional thermal imaging cameras should be evaluated in context of current and future fireground protocols.*

Recommendation #22: *OWFC should evaluate the effectiveness and capability of the current positive pressure fans in context of current and future requirements.*

Recommendation #23: *SOP-A-6 should be reviewed to ensure that specific procedures for pre-trip inspections (non-emergency) and post-trip inspections (emergency response) are stated.*

Recommendation #24: *OWFC should require monthly truck, equipment and PPE inspections as per manufacturer's instructions that includes log book documentation and a procedure for Officer sign-offs and remediation as appropriate.*

Recommendation #25: *With the continuing growth of the municipality as well as need to improve fire inspection, fire prevention and public education programs, the OWFC and Town of Carleton Place should plan for the recruitment of an Assistant Chief, Fire Prevention and Public Education as well as a full-time Administrative Assistant.*

Recommendation # 26: *Response Staffing level targets should be established and monitored to determine if additional firefighters or other strategies are required to achieve required on-scene staffing.*

Recommendation #27: *That the Establishing and Regulating By-Law identify the services not provided by OWFC and which are provided by others by agreement.*

Recommendation # 28: *The OWFC Joint Occupational Health & Safety Sub-Committee meet at least every 3 months, and the frequency of meetings, number of workers trained, and number of station inspections be reported to Council on a quarterly basis.*

Recommendation #29: *The OGs be amended as appropriate to specify mandatory reporting (hydro, natural gas) as well as identify where specific contact information for outside agencies is available.*

Recommendation #30: *That written protocols be developed regarding access to specialized technical rescue teams including trench, rope, high angle, confined space, haz mat, swift water, water/ice, CBRN, and HUSAR.*

Recommendation # 31. *OWFC –O-9 be revised to ensure NFPA 1521 'Standard for Fire Department Safety Officer' and Guidance Note 2-4 'Incident Safety Officer' are adequately reflected.*

Recommendation # 32: *An OG needs to be developed/amended to require Lesson/Training Plans, approved by the Chief, to be in place that include specific safety procedures including incorporating a safety officer.*

Recommendation # 33: *Health and safety issues, policies and practices be continually monitored and reviewed including review and circulation of OFMEM communication and encouraging senior officers to attend the annual Ontario Association of Fire Chiefs Health & Safety Conference.*

Recommendation # 34: *That the Ocean Wave Fire Company develop and implement quarterly reporting based on the Balanced Scorecard accountability framework.*

Recommendation # 35: *That the Ocean Wave Fire Company develop and implement an annual public report that provides an overview of Department activity and fulfills the requirements of Ont. Reg. 377/18 Ont. Reg. 377/18 Public Reporting Requirements for Volunteer Fire Departments.*

Recommendation # 36: *That the review and updating of Operating Guidelines (OG's) continue with a specific target performance metric regarding number to be developed, reviewed and updated be identified as part of the OWFC annual objectives and be monitored in the quarterly report.*

Recommendation # 37: *The OWFC Training Operating Guidelines be reviewed to ensure that there is a clear requirement for:*

- *Formal lesson plans to be developed in compliance with NFPA 1041 and approved by the Chief.*
- *All training lesson plans reference applicable Section 21 Guidance Notes.*

*The training program curriculum and specific content should be based on NFPA 1410 Standard on Training for Emergency Scene Operations. The training curriculum should be reviewed and published annually including a reference calendar.*

Recommendation # 38: *A process for debriefs after calls and related documentation process to identify issues, questions and 'lessons learned' should be encouraged with a formal OG.*

Recommendation # 39: *To maintain core competencies, the training curriculum and calendar needs to reflect a commitment of 100 to 120 training hours per annum.*

Recommendation #40: *Subject matter experts/teams be identified and supported to assist in the review and development of OGs, lesson plans, and to deliver common training to each station to ensure a consistent interpretation of OGs.*

Recommendation #41: *Ocean Wave Fire Company continues to support regional training initiatives including the joint recruit program.*

Recommendation # 42: *That a Business Case Proposal be developed and presented to Council to propose construction of a dedicated fire training facility.*

Recommendation #43: *That Ocean Wave Fire Company continues to encourage and support Emergency Medical Responder or equivalent certification for all firefighters.*

*Recommendation #44: An optional monthly training night be considered to enhance medical and other firefighter competencies for those firefighters who wish to advance and maintain a high level of competency.*

*Recommendation # 45: That an OG and Training Program be developed and implemented for on-scene initial management of mass casualty events such as school bus rollovers, tornadoes, long term care facility fires, and multi-vehicle accident.*

*Recommendation #46: That a full-time Assistant Chief position be established to provide leadership to the Fire Prevention, Inspection and Public Education Division.*

*Recommendation # 47: Awareness of the Municipal Human Resource Policies and Procedures should be encouraged and access to the Policies and Procedures by hard copy or intranet should be available to all firefighters.*

*Recommendation # 48: The OWFC should continue its efforts to welcome and support diversity in its recruitment efforts.*

*Recommendation # 49: That a formal Succession plan and Retirement Policy be developed.*

*Recommendation # 50: A target number of OGs to be reviewed annually be established as well as an annual target for new OG development.*

*Recommendation # 51: OGs be developed for solar installations, propane gas emergencies, multi-casualty events, and B.L.E.V.E.*

*Recommendation #52: That office procedures, processes, record location and access methods be documented and reviewed to ensure that complete records are being maintained, are readily accessible and the fire management software is being used to its full potential.*

*Recommendation # 53: That office procedures, processes, record location and access methods be reviewed to determine if adequate back-up and alternative measures are in place to maintain business continuity should normal access or procedures be disrupted.*

*Recommendation # 54: That electronic tools such as iPads as well as existing or enhanced capability of fire management software be explored to better keep track of performance measures and field documentation including fire inspections.*

*Recommendation #55: To facilitate communication and access to OGs, training materials and other documents it is recommended that an employee purchase plan for laptops/tablets be considered.*

*Recommendation # 56: OWFC should continue to actively participate in the Lanark County Mutual Aid Committee to improve Emergency Response capability.*





*Recommendation # 57: OWFC should actively pursue automatic aid agreements with neighbouring municipalities to support work-day response to major incidents.*

*Recommendation # 58: OWFC should seek opportunities to participate with the Lanark County Mutual Aid Committee, OPP, Lanark EMS, OFMEM officials and Ottawa Fire to exercise major response capability associated with a CBRNE, HUSAR, Multi-Casualty or other large scale event that requires local, regional and provincial resources.*

*Recommendation #59: To implement the Master Plan recommendations, it is recommended that a monthly Officers Meeting be held to incorporate the Master Plan Directions and Recommendations into a three-year business plan, provide an annual report to Council, and monitors recommendation implementation using a project management framework.*



## Appendix II: Apparatus Plan

Unit	Description	Year	Scheduled Replacement	
Pumper 220	2016 Spartan Metro Star	2017	2032	
Ladder 210	Seagrave Marauder	2003	2023	
Rescue 240	Spartan Gladiator / Eastway walk-in heavy rescue	2010	2030	
Pumper 221	Volvo WX Pumper	1996	2020 (replacement to be determined)	
Car 270	Tahoe	2019	2029	
Truck 271	Dodge	2014	2024	
Truck 272	Dodge	2014	2024	
Car 273	Kia Sorrento	2016	2026	

## **Appendix 3: OG Table of Contents Example**

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1002.	GENERAL INFORMATION
1003.	FIRE DEPARTMENT ORGANIZATION CHART
1004.	POLICIES AND OPERATING GUIDELINES
1005.	COMMITTEES
1006.	COMPUTER AND NETWORK SECURITY
1007.	FIRE INFORMATON SYSTEM
1008.	RESPONSE TYPES
1009.	RESPONSE CODES
1010.	RECORD STORAGE AND RETENTION
1011.	MEDIA RELATIONS

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2002.	ON-LINE & SOCIAL MEDIA INFORMATION
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2005.	COMPLAINTS
2006.	INSPECTION RECORDS SYSTEM
2007.	RESIDENTIAL OCCUPANCIES
2008.	ASSEMBLY OCCUPANCIES
2009.	CONSTRUCTION/DEMOLITION PROJECTS
2010.	ASSEMBLY OCCUPANCIES
2011.	HOLIDAY SEASON INSPECTIONS
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2013.	INSTITUTIONAL AND VULNERABLE OCCUPANCIES
2014.	HYDRANT INSPECTION AND TESTING
2015.	LICENSED DAY CARE CENTERS
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2017.	COMPANY INSPECTION ASSIGNMENTS
2018.	SMOKE/CO ALARM INSTALLATIONS
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3003.	ETHICS & CODE OF CONDUCT
3004.	IMAGE RECORDING DEVICES
3005.	PENSION
3006.	MODIFIED DUTY
3007.	RETURN TO FULL DUTY
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- 3030. PROBATION
- 3031. PERFORMANCE EVALUATION
- 3032. DRUGS AND ALCOHOL

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- 4002. RADIO COMMUNICATION PROCEDURES
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- 5006. MULTI-STORY OPERATIONS
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- 5008. PERSONNEL ACCOUNTABILITY REPORT (PAR)
- 5009. DISASTER MANAGEMENT
- 5010. HAZARDOUS MATERIALS OPERATIONS
- 5011. INCIDENT ACCOUNTABILITY
- 5012. INCIDENT MANAGEMENT SYSTEM
  - 5012.1. COMMAND STRUCTURE
  - 5012.2. BASIC ORGANIZATION
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## **COMMUNICATION 131041**

Received From: Pascal Meunier, Director of Protective Services  
Addressed To: Committee of the Whole  
Date: March 10<sup>th</sup>, 2020  
Topic: 2019-2024 Fire Master Plan

### **SUMMARY**

The Ocean Wave Fire Company (OWFC) 2019-2024 Master Fire Plan supports the Fire Department's ongoing efforts to increase fire safety and fire prevention through education and prevention mechanisms and to provide high quality, efficient, and effective emergency response such that life safety outcomes are improved for all residents across the Town.

### **BACKGROUND**

To facilitate successful sustained and continuous improvement, this plan has been prepared with the active participation of the OWFC's firefighters and officers. Staff is confident that the recommendations are supported, can be implemented and will result in a continuation of our tradition of service excellence.

This Master Fire Plan provides strategic direction for the OWFC and outlines the critical initiatives that the OWFC will implement over the next five years in order to achieve its strategic objectives. The Plan is meant to offer a foundational and adaptable toolkit such that OWFC has the means to navigate through ongoing challenges and capitalize on opportunities. It is meant to be a living document that is continuously evolving and improving as new information is gathered and analyzed.

### **DISCUSSION**

The Fire Master Plan is essentially a strategic plan for the Fire Department. Historically, Fire Master Plans identified fire hazards in the community and provided recommendations regarding an appropriate suppression response. Today, Fire Departments are expected to respond to a variety of emergency situations including medical incidents, hazardous materials incidents and rescue operations including farm and motor vehicle accidents.

Further, fire prevention and public education are considered to be of primary importance in preventing fires in the first place. With early detection, improved building design, code compliance, automatic suppression (sprinklers) and escape planning, the loss of life and property due to fires can be significantly reduced.

Thus, the Fire Master Plan needs to provide a comprehensive community hazard and risk assessment as well as document specific objectives, plans, required financial support, and human resource issues as required. A Fire Master Plan provides a framework for annual operational plans and typically covers a planning period of five (5) years.

**The scope of the Fire Master Plan project included:**

- Review of the Fire Department's operations.
- Development of a comprehensive Fire Services Master Plan including recommendations for service level standards, staffing, apparatus requirements, station facility requirements and location, fire prevention, inspection and public education.
- Provision of strategic priorities complete with action plans.

**The key components of the Study included:**

1. Assessing the impacts of existing conditions and future growth patterns and projecting the anticipated fire and emergency service needs as well as non-growth-related needs;
2. Developing a comprehensive community risk assessment as the basis for determining the appropriate level of emergency response deployment to meet the Town's legislative responsibilities;
3. Identifying options for optimization of the "Three Lines of Defence" as described by the Office of the Fire Marshal;
4. Reviewing current legislation, best practices and industry standards;
5. Assessing the station, staffing and apparatus implications of NFPA standards and that of the Ontario Fire Marshal's public fire safety guidelines;
6. Considering the growth in population and development over the next 10 years and the potential impact to service delivery, and operations of the Fire Department;
7. Considering all areas of the provision of service including staffing, station location, facilities, vehicles and apparatus (new and replacement cycles), vehicle and apparatus maintenance, other equipment, administration, training, mechanical, fire prevention, emergency planning and public education and efficient utilization of municipal resources. This included a trend analysis of issues and best practices on the delivery of emergency services and community risk assessment using current provincial and national guidelines and standards;
8. Providing recommendations and approximate financial implications and an implementation plan including a timetable; and
9. Considering the effects of mutual aid and fire service agreements with neighbouring municipalities as part of the total plan.

**The Methodology used to Develop the Fire Master Plan**

A great strategic plan is more than the production of a report. For the document to truly 'live and breathe', it needs to be inspiring and there needs to be "buy in" by both fire fighters, departmental leadership, Council and the community.

A key objective is to build enthusiasm for a positive future (vision) and a shared sense of purpose (mission). It is also critical to define expected behaviours (how we do things) by defining shared values.

Thus, the process to develop the Fire Master Plan was designed to:

- Be inclusive, consultative and collaborative;

- Involve Firefighters, Senior Municipal Leadership as well as Department Officers in its evolution. The objective was to build consensus and 'buy in' so there was enthusiasm, commitment and energy in the implementation of the plan;
- Not only to lead to a robust Plan, but also assist firefighters, Council and the community to better understand and support the Department's role and priorities;
- Be more than a technical review of operations. The process was designed to address cultural, morale, and other 'hidden' issues that can have a profound effect on organizational performance.

In addition to incorporating perspectives and aspirations of the firefighters and officers, the process incorporated external information including directions, guidelines, standards and recognized 'best practices'.

The process of developing the Fire Master Plan was led by a Steering Committee consisting of the Department's senior officers as well as firefighter representatives.

The community hazard and risk assessment was developed from key planning information including demographics, call nature and volume, previous studies, current mission, vision, values, known hazards, and historic and current Department budgets.

To understand the strengths, opportunities, and challenges faced by the Department, key stakeholders including firefighters, officers and senior Town administrative staff were invited to attend a series of interviews and focus groups.

A key part of the process to achieve the above objectives was a series of interviews which focused on five key questions:

- *What is working well today?*
- *What do you see as the key issues facing the Department?*
- *What would you like to see changed?*
- *What would you like to stay the same?*
- *Any other advice or comments?*

Following completion of the background studies and five-question interviews, a Planning Day was held with the firefighters and officers to identify and develop priorities as well as to develop consensus regarding the recommendations of the Plan.

A draft report was subsequently forwarded to the Steering Committee and firefighters for review. Changes and modifications resulted in numerous drafts with the intent that the final draft to be presented to Council would reflect broad consensus and support. There are a number of recommendations that are addressed in this attached plan and that form the basis of the work to be carried out over the five (5) year term of the plan.

### **Fire Master Plan Recommendations Summary**

There are 60 recommendations that are addressed in this plan and that form the basis of the work to be carried out over the five-year term of the plan, including:

### **1. Fire Station Building Assessment**

The OWFC has one station which is located centrally within the Town at 15 Coleman Street. Although constructed almost 25 years ago in 1995, the building has many contemporary features including four (4) double bays, one (1) single bay, administrative offices, and a dedicated training room with excellent kitchen facilities. The building is shared with the Ontario Provincial Police which occupy 40% of the 1,733 sq.m. building. A study should be initiated to investigate potential upgrades required.

### **2. Current and Proposed Staffing**

Over the past several years, there have been numerous changes in roles, responsibilities and staffing levels as the Department has evolved with the changes generally in the Fire Services as well as responding to the population growth and development within the community. In addition, there have been changes in the organization with changes in leadership over the past several years. A challenge for municipalities with volunteer Fire Departments is meeting response time performance targets during business hours, Monday to Friday. Many people who live in Carleton Place work in Ottawa and surrounding area and are not able to leave work to attend calls. With the continuing growth of the municipality as well as the need to improve and to meet the increasing provincial mandates for fire inspection, fire prevention and public education programs, response staffing level targets should be established and monitored to determine if additional firefighters, fire prevention officers or other strategies are required to achieve required on-scene staffing and fire prevention requirements.

### **3. Dispatch and Radio Communication**

OWFC participates in the Lanark County Fire Dispatch and Radio System which are provided by the Smiths Falls Fire Department. There have been reception issue concerns with Lanark County fire communications system. In 2018, concerns were presented to the County's Corporate Services Committee. It was noted that although the County Fire Radio System works well in most areas, there were reception issues in specific areas and buildings. OWFC will continue to monitor and document radio transmission issues, identify known locations where radio transmission may be compromised, continue with training and awareness regarding procedures to minimize impact of radio transmission limitations and investigate options to improve transmission reliability including mobile repeaters and/or additional towers.

The County's radio system utilizes one frequency for dispatch and paging and has another frequency for operations. In practices, crews responding to an incident indicates their response status on the dispatch frequency and when on scene, may request use of the operations/tactical frequency as required. There have been numerous issues reported of excessive radio traffic over the dispatch frequency that can interfere with dispatch priority transmissions. The other issue that has been reported is management of simultaneous issues where the single



operations frequency has to be shared. This is a critical safety issue as prompt transmission and response is required during an emergency response such as a “Mayday” call for a trapped firefighter. This issue will become more acute as emergency response incidents increase with additional growth in the County. OWFC recommends that in collaboration with the Lanark County Fire Departments and Lanark County Officials that OWFC request additional operational (tactical) frequencies be made available for the safe and effective management of simultaneous fire and rescue emergencies.

#### **4. Fire Training Centre**

To safely and effectively train for interior search and rescue as well as suppression activities, a properly engineered facility that can replicate a smoke-filled environment is required. Larger Departments have such facilities and other dedicated facilities have been developed for regional use by smaller and rural Departments. It is a high priority of OWFC to develop a dedicated engineered training facility on lands that are available within the Town. It is recommended that a business case proposal be developed and presented to Council to propose construction of a dedicated fire training facility.

#### **5. Interim Service Priorities**

While OWFC continues with the development of the initiatives outlined above, there are a number of service priorities that must be addressed to ensure ongoing efficient and effective fire service for the resident of Carleton Place. These priorities include the following:

- Technological improvements such as I-pads as well as existing or enhanced capability of fire management software be explored to better keep track of performance measures and field documentation including fire inspections.
- Review and create new Operating Guidelines and Policies to ensure compliance with legislation, industry standards and protocols.
- Developing a written protocol regarding access to specialized technical rescue teams including trench, rope, high angle, confined space, hazmat, swift water, water/ice, CBRN and HUSAR.
- Development and implementation of an annual public report that provides an overview of Departmental Activity.

#### **Additional Considerations for Planning**

The 2020-2024 Master Fire Plan recognizes and considers the recommendations identified above along with a number of other trends that will have implications for the fire service. There include but are not limited to the following:

- The Town of Carleton Place population has and will continue to grow steadily, increasing the demand for emergency services.
- The Town of Carleton Place will need to consider the appropriate level of service required to manage the anticipated growth.

- The recent extreme weather events around Carleton Place present an increased need for OWFC to be proactive in terms of emergency planning.

**FINANCIAL IMPLICATIONS**

There will be no financial implications tied to the receipt of this Master Fire Plan. This Plan will help to inform annual budget requests which will be considered separately through the capital and operating budget process.

**STAFF RECOMMENDATION**

THAT Council receive the 2019-2024 Master Fire Plan.

## **COMMUNICATION 131030**

Received From: Lennox Smith, Chief Building Official  
Addressed To: Committee of the Whole  
Date: March 10, 2020  
Topic: Sea Container Policy

### **SUMMARY**

The Town of Carleton Place Building Department has been actively reviewing options to address the influx of sea container structures in Town. The Chief Building Official (CBO) has reviewed multiple options to limit liability to the Town while reducing financial strain on applicants that choose to use these pre-manufactured structures as buildings.

### **BACKGROUND**

Since advising sea container owners of the planning/building including engineering requirements regarding these structures, staff has been questioned regarding whether sea containers are in fact structures. The CBO has found case law which clearly defines sea containers as structures under the Ontario Building Code and therefore they require building permits. A review of the Town's building files showed that there were no active applications for almost all of the sea containers in Town.

Due to concerns about the planning/building requirements for these structures, the CBO started to research options that would limit the Town's exposure to liability while providing a reasonable option to the public. The fact is that these structures have been in the community and the province for years now and there has been limited to no events which showcase their failure due to everyday weather events.

After thorough review of sea containers as a structure, municipal law and Ontario Building Code requirements, a reasonable solution was discovered, and verified by the Town's solicitor. This solution derives from Section 450 the Municipal Act, and the ability for the Town to develop a policy regarding discretionary requirements. As a result of this Municipal Act section, Staff feels that the engineering requirements of sea containers can be reduced as long as the following criteria are met:

- Shall be intact and unaltered from the original manufacturer's design in any way, except for one (1) hole no larger than 8"x8" for installation of a required vent which is always open for the passage of air. Painting is not considered an alteration
- Shall not consist of more than four (4) sea containers in a grouping side by side and/or end to end.
- Shall not have any visible signs of deterioration or structural fault in the floor, structural members, or exterior metal covering
- Shall be generally level and bear on a firm surface
- Shall not be heated more than 10°C on a continuous basis during the winter months.
- Shall only be used for non-commercial uses in a residential zone (i.e. workshop, storage of personal items for the household).
- Shall only be used for storage purposes in commercial/industrial zones (i.e. outdoor cold storage with minimal human occupancy for re-stocking, retrieving stock and taking items from storage for sale at the business).

- Shall not be stacked, have any roof installed over it, and shall not have any other structures attached to the container.
- Shall be anchored by means of the most appropriate engineered detail (dependent on soil type) provided by the Town of Carleton Place.
- Shall require a building permit from the Building Department, and shall require appropriate Planning approvals if required.

Any container meeting the above criteria would be deemed to be a “stock engineered sea container system” and will need a permit as required by the Ontario Building Code but will only be required to meet basic engineering as noted below. Any sea container that is installed which does not meet all of these criteria will require additional engineering to ensure that it is structurally adequate.

As a service to the persons seeking permit for basic sea container installations in the Town, the CBO is willing to obtain a standard design from a local Engineer for an anchorage detail to be used on the common soil types in the Town of Carleton Place. This detail will be provided at no cost for all standard unaltered sea container installations that meet the criteria above. This detail will be required and will be inspected after installation under the permit obtained from the Building Department.

Due to the recent tornado and down burst weather events in the area, the CBO feels this is precaution that must be in place to help reduce the likelihood of a weather event causing a container to be moved from its location, and causing harm to persons or property.

The full sea container policy can be viewed in “Appendix A” attached.

### **FINANCIAL IMPLICATIONS**

There is no financial implication on the Town’s general budget related to this policy. There will be a cost to the Building Department Budget (paid for by building permits) for the engineering anchorage detail but that cost can be taken from existing budget provisions.

### **STAFF RECOMMENDATION**

THAT Council approve the Sea Container Policy for utilization by the Building Department for all sea container building permit applications.



## SEA CONTAINER POLICY

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### 1.0 PURPOSE

The purpose of the Town Sea Container Policy is to:

1. address the recent influx of sea containers in the Town of Carleton place;
2. determine how to address the additional workload they require given current staffing levels; and
3. to provide guidance for building permit requirements for new and existing containers.

### 2.0 SCOPE

This policy shall apply to new and existing sea containers within the boundaries of the Town of Carleton Place to ensure they are being addressed in a responsible and reasonable matter, while reducing risk to the Town.

### 3.0 BACKGROUND

The Town of Carleton Place is currently experiencing an increasing utilization of retired sea containers by the public for storage purposes on properties throughout Town of Carleton Place. From review of Town records, there have been no recorded building permits issued for these containers per the “Building” definition in the Building Code Act.

Town staff has been receiving significant opposition from residents regarding the requirement for building permits for sea containers. The Building Department has been inundated with meetings to discuss sea containers with the general sentiments being that residents disagree with the requirement to provide proof of structural adequacy of the containers as they are already over-designed and owners not believing that they are a building as defined under the Building Code Act. If building permits are not obtained, the Town will be forced to issue orders and will have legal costs associated with enforcement.

The following two (2) recent court cases support the fact that sea containers meet the definition of a building under the Building Code Act:

- i. (2004) Building Code Commission (*Ruling 04-34-989*), and
- ii. (2019) Ontario Court of Appeals case: *R. vs 713758 Ontario Inc*

In terms of the requirement for engineering of the structures, an argument could be made that if unaltered, they are in fact engineered to a degree that would satisfy the Ontario Building Code. From the history of these containers in Carleton Place, there are no reports of any structural integrity issues from snow and ice loads, having structural failure due to rain and wind loads, or any instances of a sea container blowing away.

The Town of Carleton Place is a growing community and the Building Department has reasonable staffing to handle current growth levels. The Building Department strives to ensure the safety of persons and possessions within buildings, while balancing being reasonable with the public, where possible. The Department's current workload includes:

1. Over 4,000 inspections annually, not including sea containers;
2. 350+ permits per year issued with three (3) inspectors, not including sea containers;
3. Over 400 applications reviewed annually, not including sea containers;
4. 337 new dwelling units built in 2019 and over 200 in 2018.

If the Town adopts a policy of requiring building permits for sea containers the Department will be required to issue an order to comply for sea containers found without a permit, with non-compliance requiring the preparation of summons and court attendance by staff. The orders, court summons and attendance will require significant staff time and effort not accounted for by current staffing levels. In addition, any new sea containers installed on properties in the Town will require a building permit, permit review, inspection by staff and possibly engineering reports for each new installation.

Due to the additional workload addressing sea containers will require and the limited risk associated with unaltered sea containers, it is appropriate to develop a policy to address existing and new sea containers.

#### **4.0 APPLICATION**

Section 450 of the Municipal Act, RSO, 2001, S.O. 2001, c25 authorizes municipalities to enact a policy on discretionary powers. Given this ability, the Town and the Chief Building Official deem it expedient to enact a policy with respect to sea containers as follows:

Sea Containers for residential and/or commercial or industrial uses which meet all of the following criteria shall require no additional engineering and shall be by

discretion of the Chief Building Official and the Town of Carleton Place deemed structurally adequate:

1. Shall be intact and unaltered from the original manufacturer's design in any way, except for one (1) hole no larger than 8"x8" for installation of a required vent which is always open for the passage of air. Painting is not considered an alteration;
2. Shall not consist of more than four (4) sea containers in a grouping side by side and/or end to end;
3. Shall not have any visible signs of deterioration or structural fault in the floor, structural members, or exterior metal covering;
4. Shall be generally level and bear on a firm surface;
5. Shall not be heated more than 10°C on a continuous basis during the winter months;
6. Shall only be used for non-commercial uses in a residential zone (i.e. workshop, storage of personal items for the household).
7. Shall only be used for storage purposes in commercial/industrial zones (i.e. outdoor cold storage with minimal human occupancy for re-stocking, retrieving stock and taking items from storage for sale at the business);
8. Shall not be stacked, have any roof installed over it, and shall not have any other structures attached to the container;
9. Shall be anchored by means of the most appropriate engineered detail (dependent on soil type) provided by the Town of Carleton Place;
10. Shall require a building permit from the Building Department and shall require appropriate Planning approvals.

The Chief Building Official may request any of the above-noted conditions to be detailed in writing prior to permit issuance. Permits shall be issued per sea container or group of containers as long as they are attached together mechanically but anchored individually. Provided the following criteria are met to the satisfaction of the Town, only a basic inspection of the installation shall be required.

## **COMMUNICATION 131043**

Received From: Lennox Smith, Chief Building Official  
Addressed To: Committee of the Whole  
Date: March 10, 2020  
Topic: Amendment to Fees By-Law 120-2019

### **SUMMARY**

The Chief Building Official recently discovered an omission in the Building Department's fees in the Town's Fees and Charges By-Law 120-2019. In order for the Town to be able to recover costs for orders and agreements registered on title under the Building Code Act, a cost recovery provision must be included in the Town's Fees and Charges By-law. The Chief Building Official is recommending that the Fees and Charges By-law be amended to include a provision for cost recovery to ensure the Town is able to recoup its costs related to orders and agreements which are registered on title.

### **BACKGROUND**

The Building Code Act allows a municipality's Chief Building Official to issue an order when necessary to ensure compliance with Ontario Building Code requirements or to enter into building related agreements with property owners. By registering orders or agreements on title, potential purchasers of property have full disclosure of any issues pertaining to the property under the Building Code Act. By registering on title, the onus is transferred to a new owner to rectify the situation to which an order relates, or assume responsibility for an agreement registered on title should they decide to proceed with purchasing a property as they should have been aware of the order/agreement prior to transfer of title.

Section 7 of the Building Code Act requires a public meeting, and adequate advanced notice be given for changes to permit fees, however these requirements do not relate to provisions related to administrative matters such as cost recovery or agreements. The reason for this is that this is not a building permit fee being charged but simply a mechanism for the Department to recoup its costs in the event a property owner does not rectify an order issued by the Department or for registering an agreement on title. Standard practice throughout the province is that the Building Departments, through their Fees By-Laws, have full cost recovery for the process of registering an order or agreement on title and removing it when necessary.

The Chief Building Official is requesting the Fees and Charges By-Law 120-2019 be amended to include the following line item:

**"Registration of an Order or Agreement on Title – full cost recovery by the property owner based on proof of costs incurred by the Town."**

### **FINANCIAL IMPLICATIONS**

By including this proposed provision in the Town's Fees and Charges By-law, there would be no financial implications to the Town as staff would be able to recoup its legal fees associated with registering and removing from title orders and agreements.



**STAFF RECOMMENDATION**

THAT Fees and Charges By-Law 120-2019 be amended to include a provision under the Building Department section of the By-law to allow for cost recovery of all Orders and Agreements that are to be registered on /removed from title.

**COMMUNICATION 131044**

Received From: Diane Smithson, Chief Administrative Officer  
Addressed To: Committee of the Whole  
Date: March 10, 2020  
Topic: Closing a Portion of Begley Street Road Allowance

**SUMMARY**

For the past few years, an expansion to Arena No. 1 at the Neelin Street Community Centre has been discussed and funding included in past years' budgets. Design works undertaken to date indicate that a portion of the Neelin Street Community Centre property is in fact a portion of the Begley Street Road Allowance. In order to properly accommodate the lands into the Neelin Street Community Centre, a portion of the road allowance should be formally closed and merged with the Community Centre property.

**BACKGROUND**

As Arena No. 1 was built 50 years ago in 1969, it was built with four (4) very small change rooms which do not meet today's requirements under the Ontario Building Code or Accessibility for Ontarians with Disabilities Act. The size and amount of equipment used for hockey today greatly exceeds that used when the facility was first built. With the number of players on a team, the size of equipment bags, and the fact that at the younger levels of hockey, parents are also in the change rooms helping to get their children ready to go onto the ice, the current change rooms are inadequate.

Also, Hockey Canada recently changed the requirements for ice time for Novice level teams for both boys' and girls' hockey. This change means that there will be four (4) teams on the ice at one time for practices and games, using half of the ice surface each, and requiring four (4) change rooms - currently all change rooms in the existing facility each hour. In addition, with many teams incorporating girls, boys and LGBTQ members, the current facility does not allow for separate change rooms to meet users' needs which is a necessity today. Meeting this requirement is particularly difficult when there are tournaments being held in the facility and we have many teams needing to prepare for their games while the teams on the ice still have change rooms in use. The Ontario Recreation Facilities Association also recommends that a minimum of six (6) change rooms be constructed.

An expansion of the Arena No. 1 change rooms on the south side of the Neelin Street Community Centre has been discussed for years. This project will be undertaken in 2020.

**COMMENT**

Staff has been working with the Architect and Engineers to prepare final drawings for the expansion. During this work and in preparing to apply for the necessary Development Permit Application, it has become evident that a portion of what looks to be the drive aisle adjacent to the parking on the south side of the building adjacent to Begley Street is in fact a portion of the Begley Street Road Allowance.

The proposed new addition will remove the parking and drive aisle on the south side. In order to properly address this situation and meet the setbacks of the Development Permit By-law, staff is recommending that a 3m portion of the Begley Street Road Allowance be closed and added to the facility's property (see attached drawing). From the public's perspective, they will see no difference to either the existing portion of Begley Street used for vehicular traffic, the parking on either side of Begley Street or the sidewalk adjacent to the Neelin Community Centre property along Begley Street.

If staff's recommendation is supported, the following would be next steps:

1. A survey of the portion of the Begley Street road allowance to be closed would be obtained;
2. Per the Town's Notice By-law 56-2007, the Town is required to advertise in the local paper a minimum of 10 days prior to the meeting where the road closure by-law would be considered and notify adjacent owners by letter;
3. Prepare the necessary road closure by-law for consideration by Council;
4. By-law is passed;
5. By-law is registered in the Land Registry Office and the lands would be added legally to the Neelin Street Community Centre lands

### **FINANCIAL IMPLICATIONS**

The costs associated with this recommendation include obtaining a reference plan (survey) of the lands to be closed and the legal costs to add the lands to the current Neelin Street Community Centre lands. The estimated costs for both would be \$5,000 and would be paid for from the Change Room Capital budget of \$1,500,000.

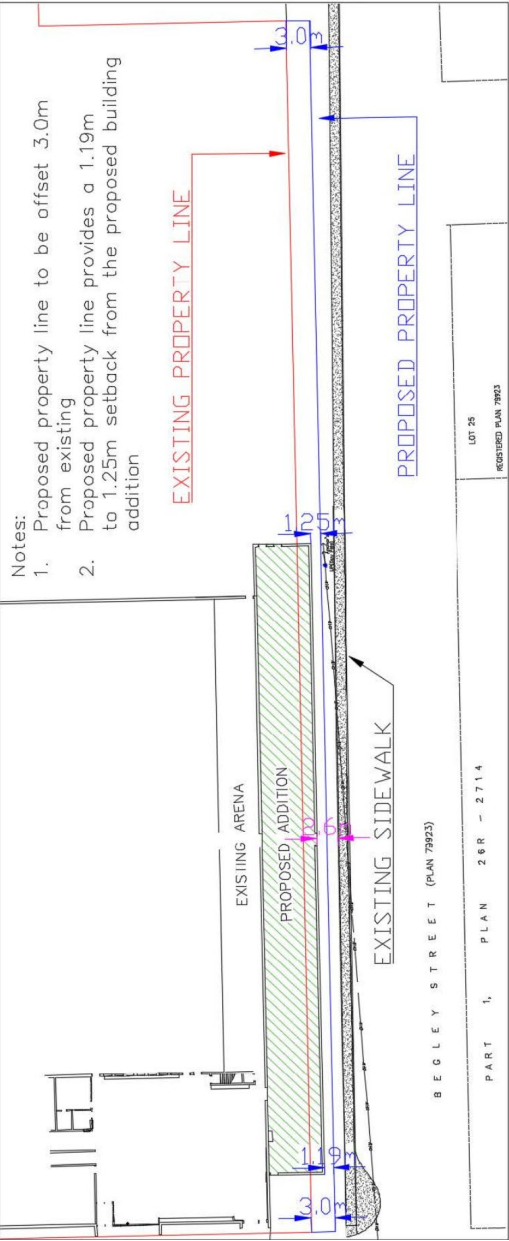
### **STAFF RECOMMENDATIONS**

THAT Council authorize staff proceeding with the steps to close a 3m portion of Begley Street Road Allowance on the south side of the Neelin Community Centre property to accommodate an expansion to Arena No. 1.

### **ATTACHMENTS**

Drawing showing Begley Street Road Allowance lands to be added to Neelin Community Centre property

ARENA ADDITION — PROPERTY LINE ADJUSTMENT REQUIREMENTS



## **COMMUNICATION 131045**

Received From: Stacey Blair, Clerk  
Addressed To: Committee of the Whole  
Date: March 10, 2020  
Topic: Advisory Committees' Terms of Reference Template

### **SUMMARY**

While a general terms of reference template has been adopted by Council for use by the Town's Advisory Committees and Boards, the specific roles and responsibilities still need to be defined. Attached to this report at the completed draft terms of reference for three of the Town's Advisory Committees. The remaining terms of reference will be forwarded upon completion.

### **BACKGROUND**

This is a further report to Communication 130208 (November 12, 2019) and Communication 131002 (December 3, 2019), both of which were regarding the development and adoption of a Terms of Reference Template for the Town's Advisory Committees and Boards.

### **COMMENT**

This report is being brought forward so that Council can consider the individual Roles and Responsibilities sections for each of the Committees.

The attached individual Terms of Reference(s) are based upon information received by the individual committees with regarding their respective roles and responsibilities. The information has been edited to remove any redundancies while maintaining the intent of the information received by the Committees. Attached to this report are the suggested Terms of Reference for the Urban Forest/River Corridor Committee, the Parks and Recreation Committee and the Accessibility Advisory Committee. The Terms of Reference for the remaining Committees will be brought forward in a subsequent report.

It is important to note that the Accessibility Advisory Committee is a legislated Committee and as such, its Terms of Reference are defined by the *Accessibility for Ontarians with Disabilities Act, 2005, as amended*.

### **Staff Recommendation:**

THAT the Terms of Reference for the following Advisory Committees be approved:

- Urban Forest/River Corridor Committee
- Parks and Recreation Committee
- Accessibility Advisory Committee

**Advisory Committee/ Boards Terms of Reference**  
**Carleton Place Urban Forest / River Corridor Advisory Committee (UFRC)**

**A. Purpose**

While it is the legislative mandate of Council to make the final decision on all matters that affect the Town, the purpose of an Advisory Committee/Board is to:

1. provide recommendations, advice and information to Council on those specialized matters which relate to the purpose of the Advisory Committee/Board;
2. facilitate public input to Council on programs and ideas approved by Council; and
3. to assist in enhancing the quality of life of the community, in keeping with Council's Strategic Plan principles;
4. conduct themselves in keeping with the policies set by Council pertaining to Advisory Committees/Boards, and also in keeping with the Town's Procedural By-law.

**B. Roles and Responsibilities**

The Committee will provide Council and Staff with comments on Urban Forestry, Wetlands and the River Corridor and participate as an integral part of planning, planting and education programs. Members appointed to the Carleton Place Urban Forest/River Corridor Advisory Committee will have the following responsibilities:

- Work with Council and Staff to develop policies and By-laws to protect and enhance the tree canopy of Carleton Place;
- Communicate with Council and Staff on proposed development/maintenance, which will affect the Town's Urban Forest, Wetlands, River Corridor and other tributaries to the Mississippi River;
- Participate in reviewing development proposals which affect the Town's Urban Forests, Wetlands and River Corridor;
- Work with Council and Staff on implementing the Source Water Protection Plan and giving recommendations to protect the Town's drinking water;
- Provide recommendations to Council on environmental issues, which may affect the River, its Corridor and its tributaries and the Urban Forests, which includes Tree Canopy and Wetlands;
- Review projects undertaken by the Town which could impact the River Corridor and the Urban Forest of the Town;
- Provide advice on Town Policies, including but not limited to the Official Plan, Development Permits, By-laws and guidelines which affect the River and Green Infrastructure;
- Work with Council and Staff to educate residents, developers and youth to the benefit of trees to the community;
- Work with Council and Staff to educate residents, developers and youth on appropriate environmental procedures to protect the integrity of the river corridor and urban forests;

- Work with Council, staff and residents to enhance the Town's tree canopy through annual tree planting and maintenance programs;
- Support the retention, health and planting of trees on private lands;
- Educate and build awareness with Council on the benefit of trees and best practices for maintenance and management of trees; and
- Encourage and assist associated community environmental groups to be active in the Committee's purpose and be aware of the Committee's work.

### **C. Authority**

Authority transfer is restricted to the scope described herein, unless an amendment is explicitly authorized by Council.

The UFRC:

1. Shall not communicate externally on behalf of Council except as related to the scope;
2. Shall ensure that all outgoing communications are in accordance with the Town's policies;
3. Shall not post independently to social media but rather social media postings shall be forwarded to the Town for distribution by the Town which may be shared by the Committee;
4. Shall not authorize any expenditures outside their Council approved budget;
5. Shall have the authority to undertake special projects, or research matters that arise and that are within the scope of these Terms of Reference. The responsibility for these assignments remains with the UFRC or designate.

### **D. Reports To**

Council through the Committee of the Whole.

### **E. Composition**

1. Unless otherwise determined by Provincial Legislation, membership shall be comprised of one (1) elected member of Council, eight (8) non-elected members and up to two (2) non-voting student members.

#### **a) Qualifications**

To qualify for membership on an Advisory Committee or Board, applicants must be eligible to vote in the Town of Carleton Place unless otherwise provided for under this section and with the exception of non-voting student members.

Members shall not be an employee of either the Town of Carleton Place or the County of Lanark.

Preference will be given to persons demonstrating knowledge or experience specific to the subject Committee / Board.

b) **Appointments to Advisory Committees and Boards**

All appointments to Advisory Committees and Boards shall be made through the Striking Committee.

c) **Term of Membership**

The Term of office for members on Advisory Committees and Boards shall be concurrent with the term of Council, except as otherwise provided by legislation.

d) **Absence**

Any citizen member who is absent from three (3) consecutive regular meetings without leave of absence or without satisfactory reason shall forthwith cease to be a member and the Recording Secretary/Technical Advisor shall advise the Clerk.

2. **Resignation of Citizen Members:**

Any member wishing to resign shall provide their resignation in writing to the Chair with a copy to the Clerk.

3. **Filling Vacancies:**

Vacancies shall be advertised on the Town's website and applications shall be made through the Clerk.

4. **Responsible Department:**

The Director/Manager of Development Services shall be responsible for all actions and financial undertakings of the UFRC.

5. **Structure:**

a) Chair

The Chair shall be appointed annually by the Committee/Board members at the first meeting of each year. In the absence of the Chair, an Acting Chair shall be elected at the beginning of the meeting for the term of that meeting.

b) Committees that choose to have a Vice Chair, may appoint one of their members on an annual basis to this position. The role of Vice Chair will be similar to that of an Acting Chair.

c) Student Members

Committees that which to do so may have up to two (2) student members. These positions will be non-voting positions. Students must be a minimum of 16 years of age and be actively attending an educational program.

d) Support Resources



- (1) Technical Advisor: The Director of Development Services and / or their designate shall be the Technical Advisor to the UFRC to ensure compliance with Town policy.
- (2) Recording Secretary: The Recording Secretary shall be appointed annually by the Committee/Board members at the first meeting each year. A member of the Committee or where applicable, an assigned staff person shall act as the Recording Secretary for the Committee/Board's meetings.

## **F. Procedures**

- a) All applicable Federal, Provincial and Municipal legislation and regulations shall be adhered to. This includes, but is not limited to, the Town of Carleton Place's:
  1. Accountability and Transparency Policy
  2. Procedural By-law
  3. Procurement By-law
  4. Code of Conduct
- b) The Committee/Board shall establish an annual meeting schedule and publish same on the Town's website. The schedule shall include at least four (4) regular meetings per year with allowances for summer and Christmas breaks.
- c) Unless excluded by legislation, all Committee/Board members eligible to vote, including the Chair, must vote.
- d) The Committee/Board may solicit, document and consider public input where appropriate upon approval of Committee of the Whole.
- e) Distribute the agenda per the Town's Procedural By-law and send the agenda, with any associated reports attached, to the Clerk, in accordance with timeframes outlined in the Town's Procedural By-law for posting on the Town's website.
- f) Distribute the minutes, once approved, to the Clerk, in a timely fashion for posting on the Town's website.
- g) Provide the approved minutes, signed by the Chair and Recording Secretary, to the Clerk for the Town's official records. With respect to the last meeting prior to an election, the minutes shall be approved per the Procedural By-law.

## **G. Quorum**

Greater than 50% of the Committee/Board members shall constitute quorum.

## **Parks and Recreation Committee Terms of Reference**

### **A. Purpose**

While it is the legislative mandate of Council to make the final decision on all matters that affect the Town, the purpose of an Advisory Committee/Board is to:

1. Provide recommendations, advice and information to Council on those specialized matters which relate to the purpose of the Advisory Committee/Board;
2. facilitate public input to Council on programs and ideas approved by Council; and
3. to assist in enhancing the quality of life of the community, in keeping with Council's Strategic Plan principles;
4. conduct themselves in keeping with the policies set by Council pertaining to Advisory Committees/Boards, and also in keeping with the Town's Procedural By-law.

### **B. Roles and Responsibilities**

The Parks and Recreation Committee has the responsibility for the planning and operating of all Town buildings, parks and trails owned by the Town including the arena, pool, sports fields, tennis courts, community centres and other facilities and programs related to physical and cultural activities. In addition, the committee has the responsibility for the administration of any contracts or cost sharing agreements entered into by the Town and are assigned to the committee by Council.

The Arena Staff Fundraising Committee is a sub-committee of the Parks and Recreation Committee. The funds raised by the Arena Staff Fundraising Committee will be used at their discretion to fund items for recreation purposes.

The committee has the authority to establish various sub-committees as required for a specific purpose or event such as Winter Carnival Committee, Canada Day Committee.

#### **Responsibilities:**

- i) Maintain and provide quality parks, facilities and programs for use by all sectors of the community;
- ii) Provide support services to community organizations and programs;

- iii) Require user funding for operations, where possible, and attempt to operate only those programs that generate a net income;
- iv) Planning and coordinating recreation, sport and culture interests and opportunities, including commenting at all stages of future recreation development;
- v) Providing direct programs and events where there is no other organization meeting that need;
- vi) Maintain facilities at a high level, through the use a 10-year capital plan to be updated annually;

### **C. Authority**

Authority transfer is restricted to the scope described herein, unless an amendment is explicitly authorized by Council.

The Parks and Recreation Committee:

- 1. Shall not communicate externally on behalf of Council except as related to the scope;
- 2. Shall ensure that all outgoing communications are in accordance with the Town's policies;
- 3. Shall not post independently to social media but rather social media postings shall be forwarded to the Town for distribution by the Town which may be shared by the Committee;
- 4. Shall not authorize any expenditures outside their Council approved budget;
- 5. Shall have the authority to undertake special projects, or research matters that arise and that are within the scope of these Terms of Reference. The responsibility for these assignments remains with the Parks and Recreation Committee or designate.

### **D. Reports To**

Council through the Committee of the Whole.

### **E. Composition**

- 1. Up to 8 members representing the major users of the Facilities from the Town. Beckwith Township and Mississippi Mills will be entitled to appoint one member to this Committee and up to two (2) non-voting student members.

1. **Qualifications**

To qualify for membership on an Advisory Committee or Board, applicants must be eligible to vote in the Town of Carleton Place unless otherwise provided for under this section and with the exception of non-voting student members.

Members shall not be an employee of either the Town of Carleton Place or the County of Lanark.

Preference will be given to persons demonstrating knowledge or experience specific to the subject Committee / Board.

The Township of Beckwith Township and the Municipality of Mississippi Mills will each be entitled to appoint one member to this Committee.

2. **Appointments to Advisory Committees and Boards**

All appointments shall be made through the Striking Committee.

3. **Term of Membership**

The Term of office for members shall be concurrent with the term of Council, except as otherwise provided by legislation.

4. **Absence**

Any citizen member who is absent from three (3) consecutive regular meetings without leave of absence or without satisfactory reason shall forthwith cease to be a member and the Recording Secretary/Technical Advisor shall advise the Clerk.

2. **Resignation of Citizen Members:**

Any member wishing to resign shall provide their resignation in writing to the Chair with a copy to the Clerk.

3. **Filling Vacancies:**

Vacancies shall be advertised on the Town's website and applications shall be made through the Clerk.

4. **Responsible Department:**

The Manager of Recreation and Culture shall be responsible for all actions and financial undertakings of the Parks and Recreation Committee.

## 5. **Structure:**

### a) Chair

The Chair shall be appointed annually by the Committee/Board members at the first meeting of each year. In the absence of the Chair, an Acting Chair shall be elected at the beginning of the meeting for the term of that meeting.

### b) Committees that choose to have a Vice Chair, may appoint one of their members on an annual basis to this position. The role of Vice Chair will be similar to that of an Acting Chair.

### c) Student Members

Committees that choose to do so may have up to two (2) student members.

These positions will be non-voting positions. Students must be a minimum of 16 years of age and be actively attending an educational program.

### d) Support Resources

(1) Technical Advisor: The Manager of Recreation and Culture and / or their designate shall be the Technical Advisor to the **Parks and Recreation** Committee to ensure compliance with Town policy.

(2) Recording Secretary: The Recording Secretary shall be appointed annually by the Committee/Board members at the first meeting each year. A member of the Committee or where applicable, an assigned staff person shall act as the Recording Secretary for the Committee/Board's meetings.

## F. **Procedures**

1. All applicable Federal, Provincial and Municipal legislation and regulations shall be adhered to. This includes, but is not limited to, the Town of Carleton Place's:
  1. Accountability and Transparency Policy
  2. Procedural By-law
  3. Procurement By-law
  4. Code of Conduct
2. The Committee/Board shall establish an annual meeting schedule and publish same on the Town's website. The schedule shall include at least four (4) regular meetings per year with allowances for summer and Christmas breaks.

3. Unless excluded by legislation, all Committee/Board members eligible to vote, including the Chair, must vote.
4. The Committee/Board may solicit, document and consider public input where appropriate upon approval of Committee of the Whole.
5. Distribute the agenda per the Town's Procedural By-law and send the agenda, with any associated reports attached, to the Clerk, in accordance with timeframes outlined in the Town's Procedural By-law for posting on the Town's website.
6. Distribute the minutes, once approved, to the Clerk, in a timely fashion for posting on the Town's website.
7. Provide the approved minutes, signed by the Chair and Recording Secretary, to the Clerk for the Town's official records. With respect to the last meeting prior to an election, the minutes shall be approved per the Procedural By-law.

**G. Quorum**

Greater than 50% of the Committee/Board members shall constitute quorum.

## **Accessibility Advisory Committee Terms of Reference**

### **A. Purpose**

While it is the legislative mandate of Council to make the final decision on all matters that affect the Town, the purpose of an Advisory Committee/Board is to:

1. Provide recommendations, advice and information to Council on those specialized matters which relate to the purpose of the Advisory Committee/Board;
2. facilitate public input to Council on programs and ideas approved by Council; and
3. to assist in enhancing the quality of life of the community, in keeping with Council's Strategic Plan principles;
4. conduct themselves in keeping with the policies set by Council pertaining to Advisory Committees/Boards, and also in keeping with the Town's Procedural By-law.

### **B. Roles and Responsibilities**

The Accessibility Advisory Committee advises and assists Council and staff in promoting and facilitating accessible services and facilities. This is achieved through the review of municipal policies, programs and services and the identification, removal and prevention of barriers faced by people with disabilities.

#### **Responsibilities:**

The Accessibility Advisory Committee shall:

1. Advise municipal council about:
  - a. the requirements and implementation of accessibility standards;
  - b. the preparation of accessibility reports; and
  - c. other matters for which the council may seek its advice.
2. Review site plans and drawings described in section 41 of the Planning Act that the committee selects.
3. Perform all other functions that are specified in the regulations (Accessibility for Ontarians with Disabilities Act 2005)
4. Advise Council on other accessibility related issues.

### **C. Authority**

Authority transfer is restricted to the scope described herein, unless an amendment is explicitly authorized by Council.

#### The Accessibility Advisory Committee:

1. Shall not communicate externally on behalf of Council except as related to the scope;
2. Shall ensure that all outgoing communications are in accordance with the Town's policies;
3. Shall not post independently to social media but rather social media postings shall be forwarded to the Town for distribution by the Town which may be shared by the Committee;
4. Shall not authorize any expenditures outside their Council approved budget;
5. Shall have the authority to undertake special projects, or research matters that arise and that are within the scope of these Terms of Reference. The responsibility for these assignments remains with the Accessibility Advisory Committee or designate.

#### **D. Reports To**

Council through the Committee of the Whole.

#### **E. Composition**

1. Up to 8 members. A majority of the members of the committee shall be persons with disabilities.

##### **1. Qualifications**

To qualify for membership on an Advisory Committee or Board, applicants must be eligible to vote in the Town of Carleton Place unless otherwise provided for under this section and with the exception of non-voting student members.

Members shall not be an employee of either the Town of Carleton Place or the County of Lanark.

Preference will be given to persons demonstrating knowledge or experience specific to the subject Committee / Board.

##### **2. Appointments to Advisory Committees and Boards**

All appointments shall be made through the Striking Committee.

##### **3. Term of Membership**



The Term of office for members shall be concurrent with the term of Council, except as otherwise provided by legislation.

4. **Absence**

Any citizen member who is absent from three (3) consecutive regular meetings without leave of absence or without satisfactory reason shall forthwith cease to be a member and the Recording Secretary/Technical Advisor shall advise the Clerk.

2. **Resignation of Citizen Members:**

Any member wishing to resign shall provide their resignation in writing to the Chair with a copy to the Clerk.

3. **Filling Vacancies:**

Vacancies shall be advertised on the Town's website and applications shall be made through the Clerk.

4. **Responsible Department:**

The Clerk shall be responsible for all actions and financial undertakings of the Accessibility Advisory Committee.

5. **Structure:**

a) Chair

The Chair shall be appointed annually by the Committee/Board members at the first meeting of each year. In the absence of the Chair, an Acting Chair shall be elected at the beginning of the meeting for the term of that meeting.

b) Committees that choose to have a Vice Chair, may appoint one of their members on an annual basis to this position. The role of Vice Chair will be similar to that of an Acting Chair.

c) Student Members

Committees that which to do so may have up to two (2) student members. These positions will be non-voting positions. Students must be a minimum of 16 years of age and be actively attending an educational program.

d) Support Resources

(1) Technical Advisor: The Clerk and / or their designate shall be the Technical Advisor to the **Accessibility Advisory** Committee to ensure compliance with Town policy.

- (2) Recording Secretary: The Recording Secretary shall be appointed annually by the Committee/Board members at the first meeting each year. A member of the Committee or where applicable, an assigned staff person shall act as the Recording Secretary for the Committee/Board's meetings.

## **F. Procedures**

1. All applicable Federal, Provincial and Municipal legislation and regulations shall be adhered to. This includes, but is not limited to, the Town of Carleton Place's:
  1. Accountability and Transparency Policy
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4. The Committee/Board may solicit, document and consider public input where appropriate upon approval of Committee of the Whole.
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7. Provide the approved minutes, signed by the Chair and Recording Secretary, to the Clerk for the Town's official records. With respect to the last meeting prior to an election, the minutes shall be approved per the Procedural By-law.

**G. Quorum**

Greater than 50% of the Committee/Board members shall constitute quorum.



**BIA Board of Management Meeting  
Carambeck Community Center, 315 Bridge Street  
Wednesday, November 13th, 2019 6:30 to 8:00 pm**

**Minutes:**

1) Call to order: Mark Lovell – 6:30 pm

**Present:** Petra Graber, Mark Lovell, Mark Hinton and Theresa Fritz

**Absent and sent regrets:** Rob Probert, Bart Seaton and Erin Rose

2) Declaration of Pecuniary Interest / Conflict of Interest and General Nature Thereof

**Discussion:** A general discussion took place, as it pertains to BIA Business.

3) Approval of October 2019 Meeting Minutes – **deferred till January 2020.**

4) Financials & 2nd Draft of the 2020 Budget: Mark Lovell, in lieu of Treasurer Bart Seaton Financials were not available for October, once they become available BIA Staff will send them out to the Board.

**Discussion:** Mark Lovell presented the second draft of the 2020 budget on behalf of the Treasurer, and there are some adjustments that the Board would like to see. In 2020, it was discussed that should explore putting out an RFP for the flowers and shrubs.

**Action:** BIA Staff will send questions and adjustment suggestions to the Treasurer and also meet with Joanne Henderson, Parks, Recreation and Culture Manager, as her department waters the plants.

6) 2020 Marketing Reach Proposal

**Discussion:** Mark Hinton presented a suggested marketing plan to the Board. Which included Facebook Display Ads and Google Search. He also suggested that we look more into radio. We will look at Lake 88, Rogers and Bell. Mark has a lot of experience in the radio and social media realm, and we are excited to have his expertise at the table.

**Action:** Mark Hinton to reach out to Lake 88 for rates and offerings.

7) BIA Office Report: Kate Murray - Quick overview of October and what is planned for November.

**Discussion:** The office report for October will be sent to the Board after the meeting. November, we have the Open House, the Santa Claus Parade and the Chocolate party.

8) AGM Preparation Update: Kate Murray

**Discussion:** Monday January 13th, small ball room at the Grand Hotel. Cash bar. Price to attend is, \$25.00 per person, which must be paid in advance. I will be going to each business with already made up invoices to make things easier, and to get the word out. I

will also send out a December newsletter with the AGM information. I will send an email to the property owners that we have as well.

We will split the room into two parts, one will be for mingling the other will be set up for sitting if one would like to sit for the presentation.

9) In camera

**Motion to move in camera:**

**First: Petra Graber**

**Second: Theresa F**

**Motion Passed.**

**Move in Camera: 7:56 pm**

**Motion to move out of camera:**

**First: Theresa Fritz**

**Second Petra Graber**

**Motion Passed.**

**Move out of Camera: 8:07 pm**

10) BIA Directors Round table\*:

**Theresa: Lanark County has put out a survey regarding the Vacant Rebate Program. This survey has been sent to the BIA Board and to our members.**

**Discussion as a whole regarding a January 202 BIA Board fun activity.**

**Town of Carleton Place Appreciation night is December 14th at the Carleton Place Arena.**

**The Board is invited with a plus 1.**

**Possible new Board Member, Mark Lovell has someone who is interested, more to come in January.**

**Adjournment:**

**Motion to adjourn:**

**First: Mark H**

**Second: Petra Graber**

**Motion Carried.**

**Meeting adjourned at 8:20 pm**

**\*Board Members are encouraged to speak freely about the current meeting. New business will not be discussed, but instead will be added to the next meeting agenda.**

**NEXT MEETING: Wednesday, January 8th, 2020**



## Carleton Place Urban Forest/River Corridor Advisory Committee

175 Bridge Street, Carleton Place, Ontario K7C 2V8

Tel: 613-257-6208 Fax: 613-257-8170

Email: [jdmccready@rogers.com](mailto:jdmccready@rogers.com)

### Minutes of meeting February 27, 2020

7:00 p.m. CP Library Facility

Next Regular Monthly Meeting March 26, 2020 @ 7 - 9PM – CP Library Facility

#### Attendance:

Jim McCready (Chair), Joanne Woodhouse, Dale Moulton, Janet McGinnis, Councilor Toby Randell, Ron Wood, Jennifer Rogers

Absent: Andy Kerr-Wilson

Environmental Committee Member: Jack Havel

1. Welcome-Approval of the Agenda;
2. Minutes of January 23 meeting (already approved)
3. Minutes of February 27, 2020 Approved (Ron Wood, Dale Moulton)
4. Business Arising from January 23, meeting
  - Gord Harrison is inquiring about having a representative from the UFRC committee on the Climate Network – **Joanne will contact Gord to get details and will relay any information back to committee**
  - Amendments to the OP and DP – the Town staff are asking for the committee to send them in again
5. Planning
  - a. Development Permit Review –
    - Tuesday March 3, 2020: information session, 5pm at Auditorium – comments have already been prepared by the UFRC committee, Jim will be bringing the comments to the March 3rd meeting
  - b. Official Plan review
    - Committee has prepared comments – LIDs, green infrastructure, stronger language in some cases (e.g. “may” to “will”), recommendation to include definitions, source water protection, overall a greater emphasis on the importance of the Mississippi River
    - Ron found permeable pavement regulations from another municipality (Mississauga) – he will share with the committee and at the March 3<sup>rd</sup> meeting
    - Timeline for OP and DP updates taking effect likely in Q3 or Q4 of 2020
    - Strategic Plan not slated for updates during this Council term
  - c. McArthur Island- Hackberry Seed
    - Much back and forth between the Town, Jim and James (developer) – need to maintain the genetics of the seed. Seed collection is in the development permit.
    - The temporary waiving of development fees for specific brownfields sites in town ended at the end December 2019. It had been extended for McArthur Island but the developer did not meet their deadline, therefore development fees will apply and the certainty of the

development is unknown. Town will discuss with the developer to make sure the seed collection does occur, if the plan does go forward.

- Seed collection is to take place over a 7 year period (exception of 20 years for a large Hackberry by the river)
- Need to maintain the local seed for new Hackberry plantings

d. 119 Bell street

- Development has been amended to comply with the interim control bylaw (4 stories to 2 – now under 28')
- Lot percentages have improved (greater green space)
- Spruce trees now being retained at the back of the property
- Open space to the west of the parking lot could accommodate one or two more trees, committee is recommending White Pine

e. 35 Roe St.

- Open office space condos
- no comments on the landscape plan – looks good, good mix of trees
- committee agrees with the Landscape Plan

6. Public works

Road construction West of HWY 15

- Located behind the KIA Dealership
- Robin D. contacted Jim to walk the area. Mark Smith (volunteer) was able to walk the site in place of Jim.
- Mark comments: nothing of significance in the area
- Nice to have the Town come to the committee with this task
- Council and Mayor are promoting trees in Town, this is being heard by town staff, positive steps

7. UofT Masters of Conservation visit

- Small town Ontario visit
- Scheduled for Monday May 4<sup>th</sup>, 2020
- Include discussion of tree inoculations, tree planting program, development etc.

8. Other Business/Open Discussion

- Strategic plan shapes the vision for the town – when a developer presents a plan, the town can clearly lay out what the expectation is
- Individual councilors are limited in their ability to influence developments
- Revisions to the DP and OP are the mechanisms to control what developments take place in the Town
- Town residents are not aware of the pull that developers have and the avenues that are in place to allow them to proceed with development
- Redevelopment of Highway 15 – expansion to 4 lanes – only going as far as Findlay Ave. on Franktown road, which will allow for preservation of several large trees
- Oak Wilt information workshop in June with Invasive Species Centre and Regional Forest Health Network. Location Rideau Valley CA boardroom. Date to be confirmed.
- Bridge St. reconstruction – crucial to maintain tree scape, town has invested in the trees that are currently in place – these should be saved. Kitchener and Belleville have gone through this and could provide guidance/advice.
- Tree Planting Workshop being moved to Thursday May 7<sup>th</sup> (to allow Liam MacIntosh to attend), likely being held in the upstairs room at the Arena (7pm)
- Dale brought maps of the updated flood lines around Carleton Place

Meeting adjourned – 8:45 pm

**Meeting Dates for 2020**

**DATES:** March 26, Apr 22, May 27, June 24, Sept 23, Oct 28, Nov 25

Here are the highlights from the regular Lanark County Council meetings held Wednesday, Feb. 19.

▪ **Retiring Paramedic Chief Recognized:** Council recognized one of their own, Councillor Ed McPherson (Perth Deputy Mayor), upon his upcoming retirement as Lanark County Paramedic Service Chief. Warden Brian Campbell (Tay Valley Reeve) provided an outline of Chief McPherson's career, which began in May 1981 as a part-time driver/attendant for the GWM Hospital Ambulance Service. He then attended Algonquin College for the Ambulance Program, and upon his graduation in 1983 was hired by the Ottawa Carleton Regional Ambulance Service and part time at the GWM service. He held various positions before settling to work full time for the GWM service in Perth. In 2000 he was hired by the Lanark County Paramedic Service as the Perth Base Manager, while continuing as a training facilitator for the Ministry of Health. He was promoted to Deputy Chief-Manager of Quality Assurance and Professional Development in 2003, Acting Chief in 2012 and Chief in 2013. "Throughout his tenure, Chief McPherson has been an admirable advocate for the service and, most importantly, his staff. He has led change, championed decisions, and introduced many notable programs since 2013," Warden Campbell said, adding he has been the recipient of numerous awards. "Chief McPherson has built strong relationships throughout his career and has been a true ally for those he represents. His passion to the service is all assuming and he continually strives to make sure that connections and partnerships are a priority. He is known to go above and beyond and will always help anyone in need," Warden Campbell said. On behalf of council, he thanked Chief McPherson for "his vision and encouragement, for building a strong foundation and the fact that Lanark County Paramedics have become a role model for other communities in the province." For more information, contact Leslie Drynan, Clerk/Deputy CAO, at 1-888-9-LANARK, ext. 1502.

**Presentation photo available at**

<https://www.dropbox.com/s/fkmwcdx4jf92hqq/Warden%20Brian%20Campbell%20and%20Chief%20Ed%20McPherson.jpg?dl=0>

▪ **Ambulance Service Receives Certification:** Council accepted a report indicating a Certificate to Operate a Land Ambulance Service has been renewed for the period of Jan. 7, 2020 to Jan. 7, 2023. Lanark County Paramedic Service Chief Ed McPherson reviewed the certification process at the corporate services committee of the whole meeting earlier this month. The certificate must be renewed every three years and covers legislated standards such as advanced life support, communicable disease, basic life support, documentation, vehicle standards, patient care and transportation, and equipment. "In Ontario, the patient care standards legislated under the Ambulance Act are designed to ensure that the highest levels of safety are in place for every patient being treated and transported by paramedics," Chief McPherson said. The Lanark County Paramedic Service has operated since September 2000 and has successfully renewed the certificate since then. The review program is conducted by a special team from the Ministry of Health and Long-Term Care, which conducted an onsite audit on July 17 and 18, 2019. "The review team leader commended the paramedic service on their preparation for the review and the level of service it provides to the citizens of Lanark County," Chief McPherson said. "The findings of the audit demonstrate the Lanark County Paramedic Service provides an exemplary level of service to the citizens of Lanark County." For more information, contact Kurt Greaves, CAO, at 1-888-9-LANARK, ext. 1101.



- **Funds Approved for Planet Youth Lanark County:** Council passed a motion to provide United Way East Ontario (UWEO) with \$10,000 to support the Planet Youth Lanark County initiative using funds from the 2019 surplus. This follows a presentation by UWEO Regional Director Fraser Scantlebury and Planet Youth Lanark County Steering Committee Chair David Somppi at the community services committee of the whole meeting earlier this month. Planet Youth Lanark County is a community-driven initiative to bring a proven problematic substance-use prevention model to Canada, also known as the Icelandic Model. Lanark County has become the first community in Canada to adopt the evidence-based model. In December, Planet Youth and the Upper Canada District School Board and Catholic District School Board of Eastern Ontario signed a memorandum of understanding to conduct surveys in Grade 10 classes in Lanark County and Smiths Falls. The project officially launched in January with representatives from Iceland on hand. Planet Youth Lanark County has signed a five-year service agreement with the Icelandic Centre for Social Research and Analysis and aims to conduct the survey this spring. UWEO is providing interim financing until donations are received to fund the process, which costs \$116,000 over five years. Mr. Somppi indicated a contribution of \$10,000 by the county would assist in “efficiently developing and providing services for youth in all municipalities to improve their well being, that of the community and save lives.” For more information, contact Kurt Greaves, CAO, at 1-888-9-LANARK, ext. 1101.
- **Housing Initiative Fund Plans Approved:** Council has approved investment plans required by the province for funding related to housing and homelessness initiatives. The first is a total of \$1.3 million for the Community Homelessness Prevention Initiative (CHPI) in 2020-21, which is allocated to five different service categories: \$37,116 for emergency shelter (e.g. hotel stays), \$620,000 for housing with related supports (e.g. domiciliary hostels and deposits for rent and utilities), \$185,000 for services and supports (e.g. community and housing outreach case management, education and awareness, emergency needs), \$335,000 for homelessness prevention (e.g. eviction prevention/arrears and emergency repairs) and \$130,791 for administration. Housing Manager Shawna Stone explained the CHPI program is 100 per cent provincially funded and aims to prevent, address and reduce homelessness by improving access to adequate and affordable housing and support services for those experiencing or at risk of homelessness. The funds must be used in the four categories but are prioritized based on the county’s 10-Year Housing and Homelessness Plan, recommendations from the 2018 Housing Study and a review of previous spending. The second investment plan is for the Community Housing Renewal Strategy for 2020-21 and 2021-22. This includes the Canada-Ontario Community Housing Initiative (COCHI) and is an allocation of \$159,973 in 2020-21 and \$239,897 the following year to be distributed among eligible housing providers on a per unit basis. For the Ontario Priorities Housing Initiative (OPHI), \$278,300 is allocated in 2020-21 and \$433,300 the following year for four programs: Homeownership, Ontario Renovates, Housing Support Services and Administration. Ms. Stone explained COCHI and OPHI are multi-year programs to help stabilize and enhance existing housing and help with future growth and expansion of affordable housing options. These allocations represent years two and three of a three-year program, which is fully funded by the provincial and federal governments. For more information, contact Shawna Stone, Housing Manager, at 1-888-9-LANARK, ext. 2401.
- **County to Participate in One Million Trees Project:** Council accepted a report by CAO Kurt Greaves outlining the county’s participation in a tree-planting program in collaboration with the local conservation authorities. The “One Million Trees Project” was identified as part of the county’s Climate Action Plan. Mr. Greaves indicated the Rideau Valley Conservation Authority manages tree-

planting programs for itself and Mississippi Valley Conservation Authority. "The county's plan is to promote the program, replant county forests and host annual tree sales for small quantities, with a goal to plant at least 1 million trees in Lanark County in the next 10 years," he explained. He said in light of the spread of the invasive emerald ash borer, suitable diversified species would be planted. RVCA currently has programs offering larger projects and subsidies for landowners. The county's budget for trees and advertising is \$2,500. "Lanark County is blessed with an expansive forest canopy. This project is designed to enhance that canopy and realize all the myriad positive benefits associated with it," Mr. Greaves said. Tree sales are planned for May 2 from 9 a.m. to noon at the County Administration Building, and May 9 from 9 a.m. to noon at Beckwith Park. For more information, contact Kurt Greaves, CAO, at 1-888-9-LANARK, ext. 1101.

- **Upcoming Meetings: County Council, Wednesday, March 11, 5 p.m.;** Community Services, March 11 (following County Council); Corporate Services, March 11 (following Community Services). **County Council, Wednesday, March 25, 5 p.m.;** Public Works, March 25 (following County Council); Economic Development, March 25 (following Public Works). All meetings are in Council Chambers unless otherwise noted. For more information, contact 1-888-9-LANARK, ext. 1502. Like "LanarkCounty1" on Facebook and follow "@LanarkCounty1" on Twitter!

– 30 –

Stacey Blair  
The Town of Carleton Place  
175 Bridge Street  
Carleton Place, ON, K7C2V8

Dear Ms. Blair,

February 20, 2020

As a member of the Authority, please find below highlights from the recent Annual General Meeting of the Mississippi Valley Conservation Authority for distribution to Council. Complete minutes for the meeting will be circulated following their approval by the Board in March.

### **Elections**

City of Ottawa member Janet Mason was acclaimed as Board Chair. This is her second term as Chair and fifth year sitting on the Board of Directors. City of Ottawa member Glen Gower was duly elected as Vice Chair. This will be his first term in this role and second year on the Board.

### **Budget**

The Board of Directors approved the 2020 budget based on a municipal levy increase of 3.5% for a total of \$5,041,047 including a capital program valued at over \$1.26 million.

### **Annual Report**

General Manager Sally McIntyre presented the 2019 annual report.

#### **Highlights:**

- Experienced record flooding across the watershed
- Issued double the annual average number of permits (292)
- Hosted nearly 40,000 visitors to our conservation areas
- Delivered curriculum-based outdoor education programs to nearly 7000 students
- Published three backgrounders for the Mississippi River Watershed Plan
- Planted 815 trees and shrubs across the watershed

### **Watershed Conditions & Outlook**

Water Resources Technologist Jennifer North provided an update on conditions across the watershed: January rains elevated water levels in the upper watershed and put Crotch Lake at the top of its winter settings. With water overtopping the weir, draw down of Crotch Lake had to be delayed. The lake is now being aggressively lowered to achieve the pre-freshet target by mid-March. As excess water is released, flows downstream of Crotch Lake will remain high for the balance of the winter. Based on current forecasts, no flooding is expected although Dalhousie Lake may increase 10-20 cm.

## **Board of Health Meeting February 27, 2020**

### **Summary**

#### **Public Health Modernization**

The Board of Health received the final report on the Leeds, Grenville and Lanark District Health Unit's response to the Ministry of Health Discussion Paper: Public Health Modernization. It includes seven recommendations to respond to the Ministry's concerns about the current public health system in Ontario that build on the current strengths of the system. The report also includes a description of a regional approach that connects health units with each other through a Regional Collaborative Council that is then provincially linked to a Chief Medical Officer of Health Public Health Lead Table. A Provincial Program Advisory Committee led by Public Health Ontario supports evidence-based work across the province. This enhancement to the current public health organizational structure can build capacity, avoid duplication, and assist in public health priority setting - three priorities of the Ministry of Health. The Board of Health emphasized in the report the importance of an appropriate municipal role in governance.

#### **Organization Update**

As part of the Indigenous Engagement Strategy outlined in our Strategic Plan, the Health Unit has organized two opportunities for our employees to experience the "Blanket Exercise" on June 12, 2020. Board members are welcome to attend also. The "Blanket Exercise" is an interactive and participatory history lesson developed in collaboration with Indigenous Elders, knowledge keepers and educators.

<https://www.kairosblanketexercise.org/about/>

Much work has been done to create Positive Spaces for all community members participating in our programs and services. "A positive space refers to an agency that is open and welcoming, as well as equitable and accessible to persons of all sexual and gender diversities, both to clients and employees of the agency. The term also refers to an agency in which all staff have been trained to understand the issues around sexual and gender diversity and are familiar with human rights, diversity and resources." Rainbow Health Ontario will be providing a workshop for all employees on June 5, 2020 to expand our work to all of our programs and services.

<https://www.rainbowhealthontario.ca/>

#### **Program Update**

The Immunization Team has been reviewing the records of students to ensure all are up to date on their immunizations. Parents have been contacted to supply information where it was missing and most have done so. For the remaining students, the family and schools of the student will be given notice that the students will not be allowed to attend school if the health unit does not receive information that the student's immunizations are up-to-date before the suspension date.

Work is progressing well on the development of the Health Unit Climate Change Adaptation and Mitigation Strategy. We have consulted with Lanark County, the United Counties of Leeds and Grenville, and Tay Valley Township about their plans. It is clear there is much that we can do with all municipalities to complement each other's work. We will bring our Strategy to the Board for discussion in the spring.

### **Update on COVID-19**

On December 31, 2019, the World Health Organization (WHO) China Country Office was informed of cases of pneumonia of unknown etiology (unknown cause) detected in Wuhan City, Hubei Province in China. A novel coronavirus (2019-nCoV) was identified as the causative virus by Chinese authorities on January 7, 2020. On February 11, 2020, the WHO released the official name for the disease caused by the novel coronavirus (2019-nCoV) as [COVID-19](https://healthunit.org/coronavirus/). The Health Unit Website provides detailed information about COVID-19. <https://healthunit.org/coronavirus/>

The Health Unit is participating, for Lanark, Leeds and Grenville, in the provincial strategy to contain the spread of COVID-19. The Incident Management Structure (IMS) is working very well for the Health Unit to keep on top of the evolving COVID-19 situation. The Health Unit's local role is to:

- Provide information to health service providers and respond to queries about possible cases,
- Monitor people who have had potential travel exposure and who are self-isolating at home,
- Provide information and advice to school boards and other community partners, and
- Provide general information to the public through the website and social media <https://healthunit.org/>,
- Work with health care partners to develop, and plan for, any change to the current situation.

At this time, the key message to the public is to protect yourself and others from any respiratory disease, including influenza and the common cold, by:

- Frequently wash your hands with soap and water, or use hand sanitizer,
- Avoid touching your eyes, nose, and mouth unless you have just washed your hands,
- Cover your coughs and sneezes with a tissue or your arm, not your hand,
- Stay home if you are sick, and keep your children home if they are sick,
- Keep commonly used surfaces clean.

February 28, 2020

To Our Development Charge Clients:

Re: Draft Regulations for the Development Charges Act and Planning Act  
(Community Benefits Charge Related)

On behalf of our many municipal clients, we are continuing to provide the most up to date information on the proposed changes to the *Development Charges Act* (D.C.A.) as proposed by Bill 108. As of this morning, the Province released updated draft regulation related to the D.C.A. and the community benefits charge (C.B.C.). This regulation is posted on the Environmental Registry of Ontario for public comment which is open until March 30, 2020. Comments may be made at the following website:

- Community Benefits Charge Regulation – <https://ero.ontario.ca/notice/019-1406>

As we have noted in prior mailings, our firm is a member of the Provincial Technical Working Committee and provides advice on the methodological approach for the development of a proposed formula to be used in the C.B.C. calculation. As we understand, the Province will continue to receive input from this Committee over the coming weeks.

This letter provides a high-level overview of the regulation proposed for the D.C.A. and the *Planning Act* (as it relates to the C.B.C.). This draft regulation is included in the attached Appendix. Our firm will subsequently provide to you an evaluation of the draft regulation as well as our formal response to the Province.

### **Proposed Changes to the Development Charges Act**

- The prior draft regulations allowed for the following services to remain within the D.C. :
  - Water
  - Wastewater
  - Storm Water
  - Roads
  - Fire
  - Policing
  - Ambulance
  - Waste Diversion
- The new draft regulation will also allow the following services to continue with the D.C.:
  - Parks Development (not including land)
  - Recreation



- Public Libraries
  - Long-term Care
  - Public Health
- The mandatory 10% deduction is removed for all services that remain eligible in the D.C.
- Timing regarding payment of D.C.s remains unchanged (i.e. six installments for rental housing and institutional developments, 21 installments for non-profit housing)
- Requirement to freeze D.C. amounts for site plan or zoning applications remains unchanged

### **Proposed Changes to the Planning Act re: Community Benefits Charges**

- The community benefits charge will include formerly eligible D.C. services that are not included in the above listing, parkland dedication and bonus zoning contributions
- The C.B.C. will be imposed as a percentage based on the market value of the land the day before building permit issuance. The maximum percentages for the C.B.C. are as follows:
  - Single Tier municipalities: 15%
  - Lower Tier municipalities: 10%
  - Upper Tier municipalities: 5%
- A C.B.C. strategy must be prepared to support the percentage to be imposed. Elements of the strategy include:
  - The C.B.C. strategy will have to set out the amount, type and location of growth (similar to D.C.)
  - There will need to be a parks plan included. This plan will need to identify the amount of parkland needed for growth
  - The strategy will need to identify the amount of parkland per person currently being provided in the municipality
  - The strategy will need to identify the anticipated increase in need for the service (similar to D.C.)
  - There will need to be deductions for excess capacity (similar to D.C.)
  - The strategy will need to consider benefit to existing development (similar to D.C.)
  - Grants, subsidies & other contributions will need to be deducted (similar to D.C.)
- Transitional timelines have been modified (i.e. January 1, 2021 is no longer the deadline). The deadline will be one year after the C.B.C. authority is in effect
- C.B.C. Appeal Mechanism – Public notice of C.B.C. by-law passage will be required (same as rules for D.C. by-law passage notice)
- Interest Rate for C.B.C. refunds upon successful LPAT appeal will be the Bank of Canada rate on the date the by-law comes into force or quarterly (same as D.C.)





- Building Code Act will be amended to include section to ensure C.B.C. payment must take place prior to building permit issuance.

We trust that this high-level summary is informative. As noted earlier, our firm will subsequently provide to you an evaluation of the draft regulations in more detail, as well as provide you with our formal response to the Province. In the interim, if you have any questions regarding the draft legislation, we would be pleased to discuss them with you further.

Yours very truly,

WATSON & ASSOCIATES ECONOMISTS LTD.

Gary D. Scandlan, BA, PLE  
Director

Andrew Grunda, MBA, CPA, CMA  
Principal





# Appendix A

## Draft Regulation

# Proposed Regulatory Matters Pertaining to Community Benefits Authority Under the Planning Act, the Development Charges Act, and the Building Code Act

ERO (Environmental Registry of Ontario) number	019-1406
Notice type	Regulation
Act	Planning Act, R.S.O. 1990
Posted by	Ministry of Municipal Affairs and Housing
Notice stage	Proposal
Proposal posted	February 28, 2020
Comment period	February 28, 2020 - March 30, 2020 (31 days) Open
Last updated	February 28, 2020

This consultation closes at 11:59 p.m. on:  
**March 30, 2020**

## Proposal summary

Proposed Regulatory Matters Pertaining to Community Benefits Authority Under the *Planning Act*, the *Development Charges Act*, and the *Building Code Act*

## Proposal details

### I. INTRODUCTION

In May 2019, the Minister of Municipal Affairs and Housing released More Homes, More Choice: Ontario’s Housing Supply Action Plan. In support of the Action Plan, the Minister of Municipal Affairs and Housing introduced the More Homes, More Choice Act, 2019 (Bill 108) which received Royal Assent on June 6, 2019. Schedule 12 of the Act, once proclaimed, establishes a new authority under the Planning Act for municipalities to charge for community benefits

with respect to land to be developed or redeveloped. Community benefits charges are intended to fund municipal infrastructure for community services, such as land for parks, affordable housing and child care facilities, that are needed to support new residents and businesses associated with new development.

On November 6, 2019, amendments to the community benefits charge provisions under the Planning Act were introduced through the Plan to Build Ontario Together Act, 2019. The Bill received Royal Assent on December 10, 2019. The amendments, set out under Schedule 31 of the Act, include new transition provisions for alternative parkland dedication and a mechanism to appeal a municipality's community benefits charge by-law to the Local Planning Appeal Tribunal.

The community benefits charge authority has not been proclaimed and is not in effect at this time.

This is the second regulatory proposal that the government has posted for public feedback on the proposed components of a new community benefits charge authority. The initial regulatory proposal was posted on the Environmental Registry of Ontario on June 21, 2019 ("Proposed new regulation pertaining to the community benefits authority under the Planning Act", ERO 019-0183).

This proposal outlines additional matters for public input to inform the further development of the community benefits charge authority and regulation under the Planning Act.

## **II. PROPOSAL FOR PUBLIC COMMENT**

This proposal outlines several matters related to the community benefits charge authority under the Planning Act.

The changes made by the More Homes, More Choice Act, 2019 will mean that municipalities will have two primary funding streams to pay for the increased need for services due to new development.

Development charges are a mechanism for municipalities to pay for the capital costs of infrastructure like roads and sewers associated with new development. The government is also seeking feedback in this proposal on changes to the types of services that could be funded through development charges. It is

proposed that development charges could also pay for the capital costs of certain community services such as public libraries, parks development (other than acquiring land for parks) and recreational facilities (see Section #2).

The new community benefits charge would complement development charges by giving municipalities the flexibility to fund growth-related capital infrastructure costs of other community services. For example, funds generated through community benefits charges could be used to support community priorities such as acquiring land for parks, supporting affordable housing or building child care facilities which will be needed due to growth.

A municipality could choose to collect development charges to fund the development of new park facilities or enhance existing parks such as playgrounds and splash pads. To acquire the land needed to build new parks, a municipality would have the option of using one of the following tools under the Planning Act:

1. A municipality could apply the basic parkland dedication rate in which a maximum of either 5% (for example, for a residential development) or 2% (for a commercial or industrial development) of a proposed development is dedicated as parkland or cash-in-lieu is provided (section 42 “Conveyance of land for park purposes” and section 51.1 “Parkland” under the Planning Act).
2. Alternatively, a municipality could establish a community benefits charge by-law to collect funds to acquire land for parks as well as other community services such as affordable housing and child care. If both a developer and municipality agree, a developer could provide land for parks (rather than a payment). The agreed-upon value attributed to the in-kind parkland contribution would be applied toward the community benefits charge payable.

If a municipality has a community benefits charge by-law in place it cannot apply the basic parkland dedication provisions of the Planning Act.

To implement the new community benefits charge authority, the province is seeking feedback on the following regulatory matters under the Planning Act, the Development Charges Act and the Building Code Act:

1. Required content of a community benefits charge strategy
2. Services eligible to be funded through development charges
3. Percentage of land value for determining a maximum community benefits charge

4. Timeline to transition to the new community benefits charge regime
5. Community benefits charge by-law notice
6. Minimum interest rate for community benefits charge refunds where a by-law has been successfully appealed
7. Building code applicable law

## **1. Required Content of a Community Benefits Charge Strategy**

Before passing a community benefits charge by-law, a municipality must prepare a community benefits charge strategy. The strategy must identify the items that a municipality intends to fund through community benefits charges. It must also comply with any requirements that may be prescribed in regulation regarding the mandatory content that a strategy should address. In preparing a community benefits charge strategy, a municipality must consult, but has the flexibility to determine their consultation approach.

### **Proposal**

To provide greater clarity about the components of a community benefits charge strategy, it is proposed that a municipality would need to include the following content in their strategy:

1. The anticipated type, amount and location of development or redevelopment that would be subject to a community benefits charge;
2. The anticipated increase in the need for a specific community service (for example, the acquisition of land for parks, affordable housing, child care, etc.) resulting from new development or redevelopment;
3. A parks plan that examines the need for parkland in the municipality;
4. The amount of parkland per person currently being provided in the municipality, and if this is planned to increase, decrease or stay the same;
5. The capital costs associated with the increased need for a specific community service resulting from new development or redevelopment;
6. The excess capacity that exists in those specific services (for example, the extra capacity that exists in a service that is not currently being used);
7. Whether the increased provision of those specific services would also serve existing residents (for example, existing residents may also benefit from new child care facilities that are needed as a result of new development or redevelopment); and,

8. Any capital grants, subsidies, or contributions from other levels of government or other sources like donations that are anticipated to be made to support those specific services.

## **2. Services Eligible to Be Funded Through Development Charges**

The Development Charges Act provides authority for municipalities to impose development charges to pay for the increased capital costs of specific services that are needed as a result of new growth.

The services that are eligible to be funded through development charges are listed under subsection 2(4) of the Development Charges Act. The list includes a provision for other services that may be prescribed in regulation. The Planning Act stipulates that services funded by development charges may not be funded by community benefits charges.

When proclaimed, the More Homes, More Choices Act, 2019 will make waste diversion and ambulance services fully recoverable through development charges.

The government is proposing to prescribe additional services to be funded under the Development Charges Act, through regulation.

### **Proposal**

It is proposed that the following services would be identified in regulation under subsection 2(4) of the Development Charges Act:

1. Public libraries, including library materials for circulation, reference or information purposes;
2. Long-term care;
3. Parks development, such as playgrounds, splash pads, equipment and other park amenities (but not the acquisition of land for parks);
4. Public health; and,
5. Recreation, such as community recreation centres and arenas.

Development charges may be imposed to fully recover the capital costs related to the provision of these proposed services due to new growth. These proposed services would be ineligible to be funded through community benefits charges.

### 3. Percentage of Land Value for Determining a Maximum Community Benefits Charge

The community benefits charge authority established through the More Homes, More Choice Act, 2019, includes a mechanism to determine the maximum community benefits charge payable for any particular development. The community benefits charge payable cannot exceed the amount determined by applying a prescribed percentage to the value of the land under development.

The Ministry is seeking feedback on the proposed prescribed percentages through this posting.

#### Proposal

The proposed percentages of land value that would be prescribed in regulation under the Planning Act would be structured as follows:

- Single-tier municipalities: 15%
- Lower-tier municipalities: 10%
- Upper-tier municipalities: 5%

In any particular case, the community benefits charge levied by a municipality could not exceed the amount determined by applying the applicable proposed percentage to the value of the land that is subject to development. The land value would be calculated as of the valuation date, which is the day before the date the building permit is issued in respect of the development or redevelopment.

The community benefits charges levied by municipalities would support the growth- related capital costs of acquiring land for parks, and other community benefits required because of development, such as child care facilities, affordable housing, social services, parking and by-law enforcement. There would need to be a connection between the community benefits charge levied and the increased need for community services associated with new development.

Different percentages are being proposed for single, upper and lower-tier municipalities to reflect the varying service delivery requirements of each tier of municipality to service new growth with community amenities. This percentage structure ensures that the combined percentage for upper and lower-tier municipalities would be equal to the percentage for single tier municipalities.

## **4. Timeline to Transition to the New Community Benefits Charge Regime**

The date by which municipalities must transition to the community benefits charge authority, if they wish to collect funds for community benefits, would be prescribed in regulation under the Development Charges Act, 1997. The prescribed date would be the deadline for establishing a community benefits charge strategy and by-law in order to charge for the capital costs of services funded through community benefits charges.

The community benefits charge by-law would set out the charge payable in any particular instance, any municipal exemptions, and other details.

### **Proposal**

It is proposed that the specified date for municipalities to transition to the community benefits charges regime would be one year after the date the proposed community benefits charge regulation comes into effect.

This transition period would allow municipalities to prepare community benefits charge strategies and pass by-laws if they choose to implement a community benefits charge regime.

## **5. Community Benefits Charge By-law Notice**

The Plan to Build Ontario Together Act, 2019 amended the Planning Act to establish a mechanism by which a municipality's community benefits charge by-law could be appealed to the Local Planning Appeal Tribunal. A municipality would be required to provide notice to the public when it passes a community benefits charge by-law. To implement the by-law appeal mechanism, requirements associated with how to provide public notice would be prescribed in regulation.

### **Proposal**

To implement the appeal mechanism, it is proposed that upon passage of a community benefits charge by-law, a municipality would be required to comply with the following notice provisions. These provisions are similar to the notice provisions under the Development Charges Act regarding the passage of a development charges by-law:

1. Notice would be required to be given through newspaper or to every land owner in the area covered by the by-law through personal service, fax, mail or email.



2. Notice would also be required to be provided by personal service, fax, mail or email to those individuals who specifically request notice, the clerk of the lower or upper-tier municipality (if and as applicable), and the secretary of every school board having jurisdiction in the area covered by the by-law.
3. In order to facilitate public awareness of the passage of a community benefits charge by-law, notice would include the following:
  - i. A statement that the council of the municipality has passed a community benefits charge by-law.
  - ii. A statement setting out when the by-law was passed.
  - iii. A statement that any person or public body may appeal the by-law to the Local Planning Appeal Tribunal by filing with the clerk of the municipality a notice of appeal setting out the objection to the by-law and the reasons supporting the objection.
  - iv. A statement setting out the last day for appealing the by-law.
  - v. An explanation of the charges imposed by the by-law.
  - vi. A description of the lands to which the by-law applies, a key map showing the lands to which the by-law applies, or an explanation why no description or key map is provided.
  - vii. An explanation of where and when persons may examine a copy of the by-law.

The date on which notice would be deemed to have been given would be:

- The newspaper publishing date if the notice is published by a newspaper,
- The date the fax is sent, if the notice is faxed,
- The date the email is sent, if the notice is emailed, and
- The date the notice is mailed, if the notice is sent by mail.

## **6. Minimum Interest Rate for Community Benefits Charge Refunds Where a By-law Has Been Successfully Appealed**

The mechanism to appeal a community benefits charge by-law includes a requirement for municipalities to provide full or partial refunds in the event of a successful appeal. The interest rate paid on amounts refunded must not be less than the prescribed minimum interest rate.

## **Proposal**

It is proposed that the minimum interest rate a municipality would be required to pay on amounts refunded after successful appeals would be the Bank of Canada rate on the date the by-law comes into force. Alternatively, if the municipality's by-law so provides, the minimum interest rate would be the Bank of Canada rate updated on the first business day of every January, April, July and October.

This proposal aligns with the prescribed minimum interest rate for refunds of development charges after successful appeals under the Development Charges Act.

## **7. Building Code Applicable Law**

The Building Code is a regulation under the Building Code Act, 1992. The Building Code sets out minimum administrative and technical requirements for the construction, renovation, demolition and change of use of buildings. It also establishes a list of applicable law that must be satisfied in order to receive a building permit. Municipalities enforce the Building Code and are responsible for issuing building permits for the construction, renovation, demolition or change of use of buildings.

### **Proposal**

It is proposed that the Building Code be amended to add the community benefits charge authority to the list of items under Division A - Article 1.4.1.3 Definition of Applicable Law. This amendment would establish a mechanism for ensuring the payment of community benefits charges prior to the issuance of a building permit.

## **III. PUBLIC COMMENT**

Your feedback on the implementation of the community benefits charge authority will inform government decisions on the development of a new community benefits charge regulation under the Planning Act and amendments to regulations under the Development Charges Act and Building Code Act.

Submissions may be made online or provided via email to the contact below.

# Supporting materials

## Related links

Planning Act (<https://www.ontario.ca/laws/statute/90p13>)

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Development Charges Act, 1997  
(<https://www.ontario.ca/laws/statute/97d27>)

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Building Code Act, 1992 (<https://www.ontario.ca/laws/statute/92b23>)

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## Related ERO (Environmental Registry of Ontario) notices

Proposed new regulation pertaining to the community benefits authority under the Planning Act (</notice/019-0183>)


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## View materials in person

Some supporting materials may not be available online. If this is the case, you can request to view the materials in person.

Get in touch with the office listed below to find out if materials are available.

Municipal Finance Policy Branch  
College Park 13th flr, 777 Bay St  
Toronto, ON  
M7A 2J3  
Canada

 [416-585-6111](tel:416-585-6111)

# Comment

Let us know what you think of our proposal.

Have questions? Get in touch with the contact person below. Please include the ERO (Environmental Registry of Ontario) number for this notice in your email or letter to the contact.

[Read our commenting and privacy policies.](/page/commenting-privacy) (</page/commenting-privacy>)

**Submit by mail**

John Ballantine

Municipal Finance Policy Branch  
College Park 13th flr, 777 Bay St  
Toronto, ON  
M7A 2J3  
Canada

Connect with  
us

## Contact

John Ballantine



416-585-6348



[john.ballantine@ontario.ca](mailto:john.ballantine@ontario.ca)

February 28, 2020

Diane Smithson  
Town of Carleton Place  
175 BRIDGE ST  
CARLETON PLACE, ON K7C 2V8

Dear Diane Smithson:

Re: 2019 Land Control Services

The Leeds, Grenville and Lanark District Health Unit is pleased to be a partner with your municipality in providing land control services under the Building Code Act, 1992.

The enclosed briefing document outlines some of the activities completed for 2019 in addition to the trends dating back to 2010.

I will be happy to answer any questions you may have concerning our services, so please feel free to contact me at 613-345-5685 extension 2228. Your feedback and suggestions are always welcome.

Your Partner in Public Health,



Nancy Carpenter, BASc(EH), CPHI(C)  
Chief Building Official  
Part VIII Program  
(613) 345-5685 – Office  
(613) 345-7148 – Fax

NC/lm  
Encls.

c.c. Chief Building Official

## Town of Carleton Place

### LGLDHU Municipal Land Control Inspections 2010 - 2019

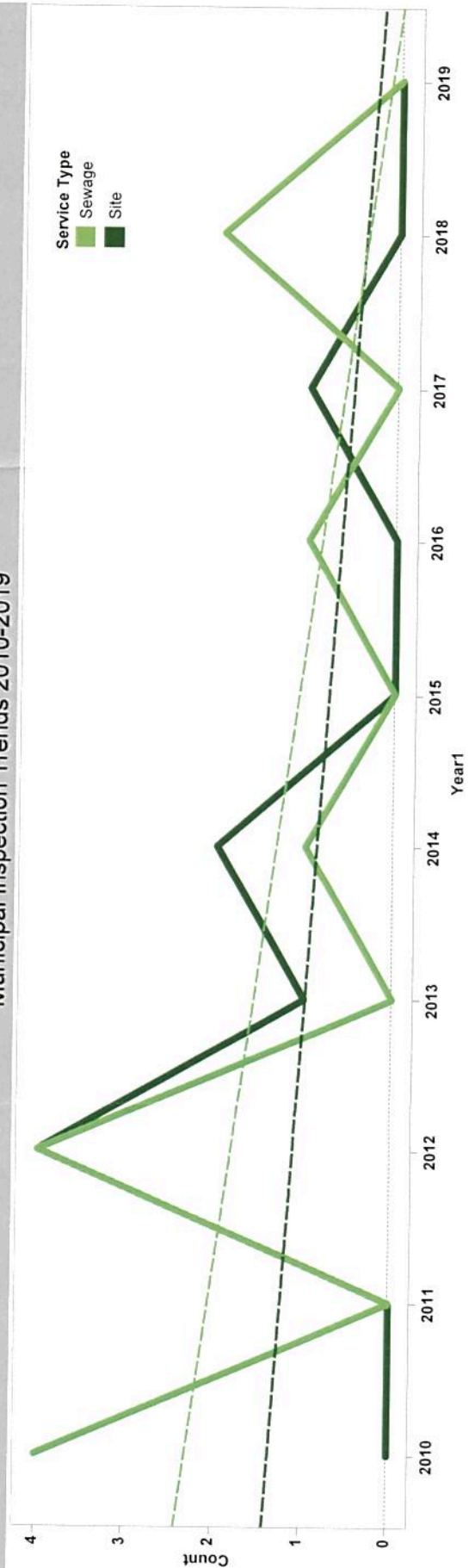
Sewage Permits (2019)	0	Severances (2019)	0	Sub-Divisions (2019)	0	Complaints (2019)	0
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#### Municipal Inspections by Year & Permit Type

Year1	Sewage	Site
2010	4	0
2011	0	0
2012	4	4
2013	0	1
2014	1	2
2015	0	0
2016	1	0
2017	0	1
2018	2	0
2019	0	0
Total	12	8

**Notes:** The Leeds, Grenville and Lanark District Health Unit is the principle authority providing Part 8 Building Code inspection services for 19 municipalities in the Tri-County region. Our team of 4 certified Inspectors and 1 Chief Building Official reviewed 515 sewage permit applications and 133 site permit applications in 2019. The Town of Carleton Place accounted for 0 sewage and 0 site permits (0.0% and 0.0% of the total respectively). Our median response time for these requests was 0.0 days.

#### Municipal Inspection Trends 2010-2019





February 28, 2020

Dear Head of Council:

**RE: Provincial Policy Statement, 2020**

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Earlier today, the government of Ontario released the Provincial Policy Statement (PPS), 2020. The PPS is an important part of Ontario's land use planning system, setting out the provincial land use policy direction that guides municipal decision-making.

Municipalities play a key role in implementing provincial land use policies through local official plans, zoning by-laws and other planning decisions. The Planning Act requires that decisions on land use planning matters be "consistent with" PPS policies.

The PPS, 2020 supports implementation of **More Homes, More Choice**: Ontario's Housing Supply Action Plan and includes key changes to:

- Encourage an increase in the mix and supply of housing
- Protect the environment and public safety
- Reduce barriers and costs for development and provide greater certainty
- Support rural, northern and Indigenous communities
- Support the economy and job creation

The PPS, 2020 works together with other recent changes to the land use planning system – including changes to the Planning Act through Bill 108, More Homes, More Choice Act, 2019 and **A Place to Grow**: Growth Plan for the Greater Golden Horseshoe. Collectively, these changes support key government priorities of increasing housing supply, supporting job creation and reducing red tape – while continuing to protect Ontarians' health and safety and the environment, including the Greenbelt.

The PPS, 2020 policies will take effect on May 1, 2020. It will replace the Provincial Policy Statement, 2014. In accordance with section 3 of the Planning Act, all decisions affecting land use planning matters made after this date shall be consistent with the PPS, 2020. My ministry will be in touch to provide education and training for municipal staff to support implementation of the new policies.

.../2

For more information about the PPS, 2020, please visit [ontario.ca/PPS](http://ontario.ca/PPS) where you will find:

- A digital version of the PPS, 2020
- A link to the decision notice on the Environment Registry of Ontario (ERO #019-0279)

If you have any questions about the Provincial Policy Statement, 2020, please contact the ministry at [provincialplanning@ontario.ca](mailto:provincialplanning@ontario.ca) or by calling 1-877-711-8208.

Sincerely,



Steve Clark  
Minister

c: Planning Head, Planning Board Secretary-Treasurer, and/or Clerks



# DISCUSSION PAPER: PUBLIC HEALTH MODERNIZATION

*Recommendations from the  
Leeds, Grenville and Lanark District Health Unit  
February 2020*



## Working Together

The Leeds, Grenville and Lanark District Health Unit is committed to working with the Ministry of Health, Public Health Ontario, its fellow local public health agencies, community partners, and members of the public to enhance the current public health system in Ontario.

The Ministry of Health’s November 2019 Discussion Paper: *Public Health Modernization* identified provincial concerns related to insufficient capacity, misalignment of health, social, and other services, duplication of effort and inconsistent priority setting in local public health agencies, as well as interest in improving Francophone services and engagement with Indigenous Peoples.

This report includes recommendations of the Leeds, Grenville and Lanark District Health Unit to address the Ministry of Health’s concerns listed above. We think that these recommendations will enhance the ability and strength of the current public health system to improve the health of the population.

We look forward to the next phase of this collaborative journey.

Paula Stewart MD, FRCPC  
Medical Officer of Health /CEO

Doug Malanka  
Board Chair



169,244 people and 6,419 km2 according to 2016 Census

*Leeds, Grenville and Lanark are located on the traditional territory of Algonquin and Haudenosaunee Peoples dating back countless generations. We would like to show our respect for their contributions and recognize the role of treaty making in what is now Ontario. Hundreds of years after the first treaties were signed, they are still relevant today.*

# Public Health Modernization

Ontario local public health units play a crucial role in ensuring the safety, health and wellbeing of Ontario communities and their residents. Public Health employees work daily as Public Health Units work diligently and professionally to protect our communities from illnesses and promote health and wellbeing. These services are centred on Ontario’s Public Health Standards and ensure that our population remains healthy, and does not end up requiring costly care and treatment in hospital emergency rooms and wards. The health needs of Ontarians are variable and preserving local partnerships with municipalities, health services, community partners, education, and the social service sector agencies is essential to ensuring the effectiveness of public health programs.

The Board of Health welcomes the Ministry of Health’s consultation to realize the provincial vision for Public Health Modernization which includes a coordinated public health sector that is nimble, resilient, efficient, and responsive to the province’s evolving health with:

- Meaningful municipal engagement;
- A more efficient public health system;
- Stronger public health collaboration with the health care system; and
- Sustained focus on effective public health protection, promotion, and prevention;
- Greater coordination within public health and between local public health agencies and health care;
- Greater consistency in public health programs and services; and
- Increased system capacity.

The Board of Health also agrees that more work can be done on the following areas of concern identified in the 2017 Report on Public Health: Chronic Disease Prevention from the Ontario Auditor General<sup>1</sup>:

- Greater strategic direction and oversight from the province on chronic disease prevention;
- Enhanced coordination among provincial ministries;
- Adequate capacity in all health units for chronic disease prevention;
- Enhanced coordination among health units to reduce duplication;
- Sufficient technical and scientific advice available to health units; and
- Greater emphasis on performance measurement and program evaluation.

# Principles for Public Health Modernization

The Leeds, Grenville and Lanark District Health Unit Board of Health identified the following key principles related to public health modernization.

- 1

**Appropriate municipal role in governance** – The public expects that their municipal tax dollars are overseen by the municipal politicians they elect. For the municipal public health investment, this currently occurs through representatives from obligated municipalities on the Board of Health. It is important that obligated municipalities continue to have a significant governance role.
- 2

**No loss of service to our community** – Local public health program and services must be maintained so that local public health needs are responded to by building on local assets and partnerships.
- 3

**Meaningful involvement in planning** – The needs and assets of the Leeds, Grenville and Lanark communities are considered in the planning of any public health programs and services for the community.
- 4

**Integrity of the Health Unit** - The Health Unit functions as a unit and service and programs will be difficult to maintain if the health unit is divided.
- 5

**Like Health Unit Populations Grouped Together** – Collaboration will be more effective and efficient if the populations are similar among the health units in the Regional Public Health Entity.
- 6

**Effective administration services** – All administration services be at the same quality or better than currently exist in the Health Unit.

The Board of Health also supports the November 2019 Statement of Principles for Public Health Modernization from the Association of Local Public Health Agencies (alPHA).

[https://cdn.ymaws.com/www.alphaweb.org/resource/collection/FA7C5E7F-BA8C-4D15-9650-39628888027E/alPHa\\_Letter\\_PH\\_Principles\\_151119.pdf](https://cdn.ymaws.com/www.alphaweb.org/resource/collection/FA7C5E7F-BA8C-4D15-9650-39628888027E/alPHa_Letter_PH_Principles_151119.pdf)

<sup>1</sup> AG report

# Recommendations

The Leeds, Grenville and Lanark District Health Unit undertook a formal consultation process with Board of Health members, management and staff to discuss the *Discussion Paper: Public Health Modernization*. Sixty-two individuals participated in one of two forums held on January 8 and 9, 2020. A few others participated by survey, and discussions were also held with key partners.

The following recommendations support enhancing the abilities of local public health agencies to deliver quality programs and services that would improve health and prevent health problems.

- ▶ **Priority setting with both provincial and local perspective:** Some public health issues are common across public health units, while others vary in permeation or context. Priority setting across the province would thus be best served by a balance of provincial and local determination. The public health system would benefit from the continued support of provincial public health standards (i.e. Ontario Public Health Standards) that provide provincial direction while allowing for adaptation of programs and services to meet locally identified needs, through application of the foundational principles of need, impact, capacity and partnerships. Public Health Ontario could facilitate local priority setting through data collection and analysis, literature reviews, research, and coordination of collaboration among health units with similar identified needs. Public health priority setting should not be completed in isolation from other fields, but rather could reflect consistent health-related mandates across Provincial Ministries.
- ▶ **Recognize urban and rural differences:** It is important to consider differences in need and capacity between urban and rural communities when collecting data, setting priorities, and adapting resources and program implementation strategies for these communities. Rural representation could be considered in health data collection, such as through oversampling methods. Decision-making regarding program and service priorities and implementation strategies could be a local responsibility to ensure that local need and capacity are considered, thereby increasing the likelihood of success. Facilitated collaborations between public health units should respect urban and rural differences.
- ▶ **Local relationships supported:** The success of many public health interventions is dependent upon the development of strong relationships with local partnering agencies and with community members. Front-line client service must remain locally provided, and may include the assignment of dedicated public health providers to specific areas (e.g. a school, a municipality, etc.). Local public health units could ensure adequate visibility and representation within communities, and engage in opportunities to build relationships with Indigenous communities and other locally-identified priority populations.
- ▶ **Coordination across provincial Ministries:** Public health interventions will be most effective when messaging and other strategies are consistent across health-related provincial Ministries. Examples include the Ministries of Health; Education; Agriculture, Food and Rural Affairs; Attorney General; Children, Community and Social Services; Indigenous Affairs; Municipal Affairs and Housing; Seniors and Accessibility; and Transportation. Mandates of various Provincial Ministries could be reviewed to ensure that they are congruent and share similar desired outcomes. Collaboration between Ministries would be enhanced through the use of a consistent platform for data sharing and analysis, and through an online portal that enables communication and sharing of ideas.

- ▶ **Public health and primary care system coordination:** Efficiency and effectiveness of public health practice requires upstream interventions to address the social determinants of health and risk factors for disease. This can be facilitated through embedding the principles of public health into existing and emerging primary care systems. Local public health could be involved in the planning and implementation of Ontario Health Teams, to allow integration of health promotion and prevention strategies into the delivery of primary care. Technology could be leveraged to allow for efficiencies in providing collaborative preventive care, such as through automatic reporting of immunizations to local public health units.
- ▶ **Coordinated resource development, research, and training:** Many public health issues are common across health units and would benefit from regional or central coordination of activities. Some services could be shared regionally among public health units, such as those found in the Foundational Standard (i.e. epidemiology, continuous quality improvement, and communications), procurement, and other financial services. Regional sharing of services could be modeled after the sharing of library services that is currently being coordinated by Public Health Ontario. Mechanisms could be developed to coordinate the sharing of resources and activities between public health units, including resurrection and expansion of Public Health Ontario’s Locally Driven Collaborative Projects (LDCP) program. For topics that affect a majority of public health units, provincial (i.e. Public Health Ontario) support of research, public health workforce development, training, and resource and guideline development would reduce duplication of effort and improve consistency in messaging. Resurrection of the former provincial resource centres would help to address this need.
- ▶ **Coordinated training and professional development:** A strong public health system is supported by skilled public health providers who are able to respond quickly and effectively to ongoing and emerging public health issues. Central development and coordination of training programs could be considered for topics that affect several public health units, which would decrease duplication of effort and improve capacity and consistency across regions. In particular, provincial coordination of training programs could be provided for programs and services that are mandated by the Ontario Public Health Standards. Routine cross-training practices at local public health units would improve overall capacity. Increased collaboration between provincial entities (i.e. Public Health Ontario) and local public health units would allow for bilateral professional development opportunities that could strengthen service provision by all those involved.
- ▶ **Adequate stable funding:** Capacity for local public health programs and services is highly dependent on adequate funding from both obligated municipalities and the province. The recent change in the provincial/municipal funding ratio for mandatory programs from 2019 to 2020 from 75/25 to 70/30 and from 100% provincial to 70/30 for allied programs has had a major impact on local obligated municipalities. It will be very difficult to absorb any further increase, and their strong preference is to have the province revert to the 2019 funding ratio.



# Enhancing the Organization of the Ontario Public Health System

The Leeds, Grenville and Lanark District Health Unit Board of Health would like to suggest the following organizational proposal to enhance an Ontario Public Health System that builds on the strengths of the existing system, and adds structures and processes to support capacity, build effective relationships with the health and social services systems, avoid duplication, and improve effective and consistent priority setting. This proposal builds on ideas generated at a meeting held in July 2019 with small urban/rural health units in Eastern Ontario and CAO’s from Counties of Eastern Ontario, a meeting of Medical Officers of Health held in Kingston in December 2019, along with ideas discussed at the Health Unit Consultation Forums.

The proposed Enhanced Ontario Public Health System (Figure 1) would have local, regional and provincial components:

## Local

Municipalities would continue to have a strong governance role through local Boards of Health with local community representation. The Board would continue to report to the Ministry of Health and would be accountable for any direction regarding priorities set by the Ministry. A full-time Medical Officer of Health would remain responsible for implementing the Ontario Public Health Standards at the local level.

Health Units would arrange for shared services to support capacity and avoid duplication. Existing partnerships with the health care system, Boards of Education, Municipalities, social services, networks and coalitions would continue and be expanded with a particular focus on Ontario Health Teams.

## Regional

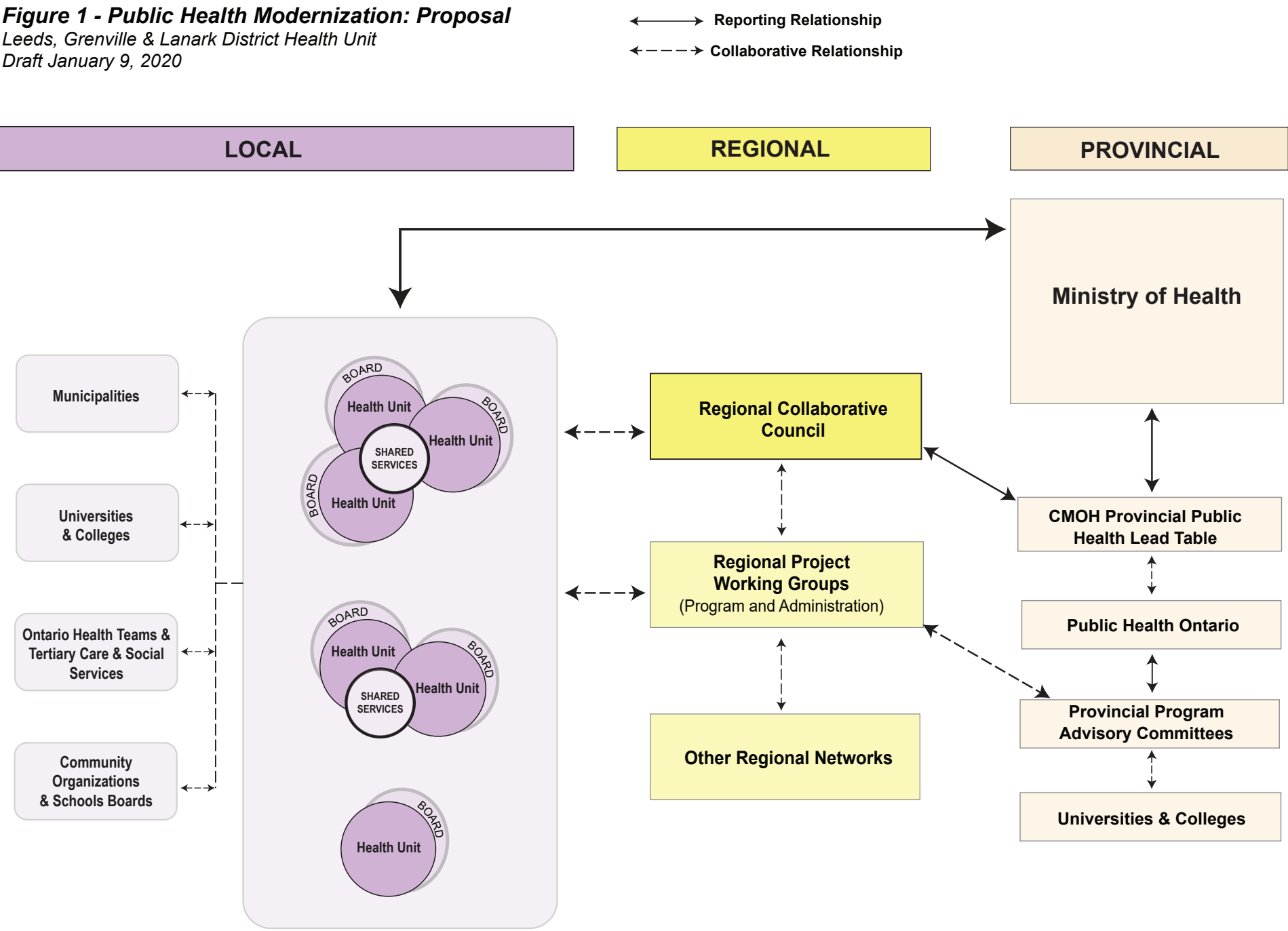
A network of Public Health Regional Collaborative Councils (RCC) (see details below) would be created across the province to facilitate health units working together and provide a mechanism for effective collaboration with the Chief Medical Officer of Health and the Ministry of Health. The RCC would be a vehicle for sharing information and would form working groups for specific administrative or program priorities jointly agreed to by some or all of the health units in the region. Associate MOH’s and other senior leaders with specific content expertise would be leaders or participants on the working groups. These working groups build on the current experience of the East region for collaboration across health units. See more detail below.

## Provincial

A CMOH Provincial Public Health Lead Table led by Dr. David Williams, CMOH, with representatives from each RCC would discuss priorities, coordinate provincial surveillance and program initiatives, provide input into provincial policy development, and provide input into federal public health initiatives.

Public Health Ontario would support Program Advisory Committees (like PIDAC) that would include subject matter expertise from PHO and local public health agencies to assist Public Health Ontario with the review and synthesis of evidence on public health topics, create guidelines and medical directives, education and training materials, and program resources for local public health agencies.

Figure 1 - Public Health Modernization: Proposal  
Leeds, Grenville & Lanark District Health Unit  
Draft January 9, 2020



# Public Health Regional Collaborative Council: Initial Ideas

## Purpose

The purpose of the Public Health Regional Collaborative Council (RCC) is to:

- Provide a formal structure and process for the Health Units in a region to identify, implement and evaluate initiatives to improve the efficiency and effectiveness of public health programs and services.
- Provide a mechanism for the Representatives from each RCC and the Chief Medical Officer of Health to collaborate on priority setting and support provincially-led initiatives through the CMOH Provincial Public Health Lead Table.

The RCC is built on the Collective Impact Framework which many health units use to effectively collaborate with local partners. The Framework contains “five core conditions including the development of a common agenda; using shared measurement to understand progress; building on mutually reinforcing activities; engaging in continuous communications and providing a backbone to move the work forward.” <http://www.tamarackcommunity.ca/collectiveimpact>

Using the Collective Impact Framework the Public Health Regional Collaborative Councils will facilitate meeting the ministry requirements for the modernization of public health in Ontario<sup>2</sup>

- Enhance system capacity;
- Guide the implementation of provincial priorities and develop regional priorities for collaborative work;
- Increase coordination and collaboration and decrease duplication;
- Increase responsiveness to provincial public health direction and priorities;
- Strong centralized evidence functions to support health system planning;
- Evidence-based public health interventions – improved ability to prevent infectious and communicable diseases; and
- Ability to coordinate with new Ontario Health Teams.

## Composition

Membership on the Public Health Regional Collaborative Councils includes all Health Units in a defined geographic region:

- All Medical Officers of Health
- Representatives from the Corporate Service Directors
- Representatives from the Program Directors
- Others to be determined
- Rotating Executive Support

The Chair and Vice-Chair are elected by the Council itself. It meets twice a year and sets up effective communication systems with all Health Units. A consensus approach will be used to establish and build on priorities identified by each of the partner Health Units.

## Local and Provincial Reporting

Medical Officers of Health report to their Boards of Health on the work of the Council and ask for the Board’s input into priorities for the year and report on work completed.

Two representatives from each Regional Collaborative Council are selected each year to attend the CMOH Provincial Public Health Lead Table led by Dr. David Williams and report back to the Council.

## Working Groups

The Council sets up working groups to implement the priority work of the Council including priorities from the Provincial Lead Table. This builds on the current collaborative work across programs in the region. Each working group has a lead Health Unit that volunteers to coordinate the work. Participating Health Units contribute in-kind or provide other resources to support the work. Senior staff/management staff participate on the working groups.

