

DATE	MONDAY, NOVEMBER 25, 2024
SUBJECT	SERVICE DELIVERY REVIEW – FIRE EDUCATION AND PREVENTION
REPORT NO.	SDR-32

RECOMMENDATION

THAT Council of the Municipality of Greenstone approve the following:

1. THAT Council approve the proposed Fire Prevention By-Law as presented; and
 THAT the Clerk be directed to prepare a By-Law for the December 9, 2024 Regular Meeting of Council for final approval; and
 THAT Council rescind motion 04-105 Fire Prevention Policy upon enactment of the new By-Law.
2. THAT Council approve the Fireworks By-Law as presented; and further
 THAT the Clerk be directed to prepare a By-Law for the December 9, 2024 Regular Meeting of Council for final approval.
3. THAT the draft Fire Prevention Programs Policy be approved as presented; and
 THAT the Clerk be directed to prepare a By-Law for the December 9th, 2024 Regular Meeting of Council for final approval.
4. THAT Council direct Staff to hire a permanent, full-time Manager of Fire Services/Deputy Fire Chief staff member to start in 2025; and
 THAT related costs for 2025 for the added staff member come from the 2023 surplus, with the necessary enhancement funds to be included in the 2026 budget.
5. THAT Council direct Staff to prepare a report concerning address numbering, street signage, and street naming related to emergency response for the meeting in August 2025.

SERVICE SUMMARY

SERVICE	FIRE EDUCATION & PREVENTION
DEPARTMENT	Fire and Emergency Services
SUMMARY	Provision of public fire prevention and life safety related programming and operations within the Municipality of Greenstone.
MANDATORY	Yes

LEGISLATION	<ul style="list-style-type: none"> ▪ Fire Protection and Prevention Act, 1997, S.O. 1997, c. 4 ▪ Occupational Health and Safety Act, R.S.O. 1990, c. O.1 ▪ Ontario Fire Service Health and Safety Advisory Committee (s.21 Occupational Health and Safety Act) Guidance Notes ▪ Building Code Act, 1992, S.O. 1992, c. 23 ▪ Ontario Regulation 364/13: Mandatory Inspections - Fire Drill in Vulnerable Occupancy ▪ Ontario Regulation 365/13: Mandatory Assessment of Complaints and Requests for Approval ▪ Ontario Regulation 343/22: Firefighter Certification
BY-LAWS	<ul style="list-style-type: none"> ▪ By-Law 22-08 Establish & Regulate the Greenstone Fire and Emergency Services ▪ Motion 04-105 Fire Prevention Policy
GUIDELINES AND BEST PRACTICES	<ul style="list-style-type: none"> ▪ Fire Underwriter’s Survey Fire Protection Risk Assessment ▪ NFPA 1031 Standard for Professional Qualifications for Fire Inspectors and Plan Examiners ▪ NFPA 1033 Standard for Professional Qualifications for Fire Investigators ▪ NFPA 1035 Standard on Fire and Life Safety Educator, Public Information Officer, Youth Firesetter Intervention Specialist and Youth Firesetter Program Manager Professional Qualifications ▪ NFPA 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations ▪ Municipality of Greenstone Fire Master Plan ▪ Public Fire Safety Guideline PFSG 04-39-12 Fire Prevention Effectiveness Model ▪ Public Fire Safety Guideline PFSG 04-40-03 Selection of Appropriate Fire Prevention Programs ▪ Public Fire Safety Guideline PFSG 04-40B-03 Smoke Alarm Program ▪ Public Fire Safety Guideline PFSG 04-40C-03 Distribution of Public Fire Safety Education Materials ▪ Public Fire Safety Guideline PFSG 04-40D-03 Inspections Upon Request or Complaint
FEES/CHARGES	<p>Certain activities within fire prevention result in a billable service being performed. Recoverable costs include:</p> <ul style="list-style-type: none"> ▪ Inspections ▪ Fire Safety Plan Reviews ▪ Fire Report Releases ▪ Letters of Compliance ▪ File Searches ▪ Non-recreational Burn Permits

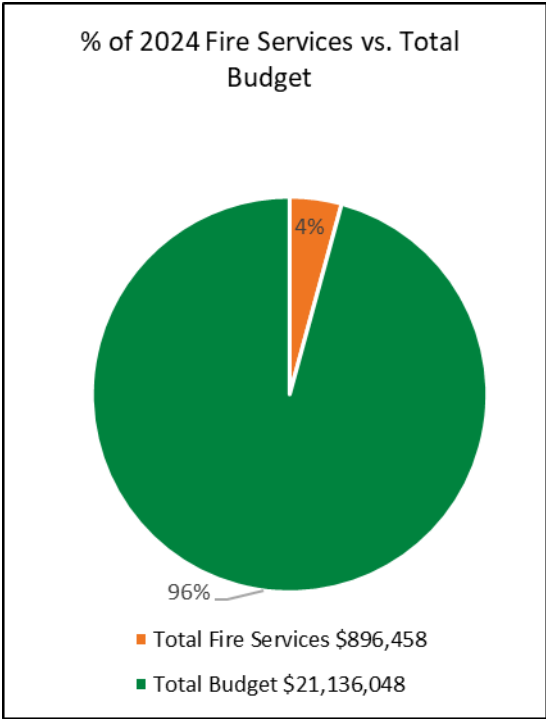
	<ul style="list-style-type: none"> ▪ Smoke/CO Alarms ▪ Fire Watch ▪ False Alarm Responses <p>Historical fees collected for administrative fire prevention functions are:</p> <p>2024: \$517.62 (At Sept 30) 2023: \$1,219.57 2022: \$1,529.98</p> <p>As these fees aim to recover the appropriate monetary amount based on the time and cost of performing the service, it is directly related to the demand for the service and prevention related activity.</p> <p>Further, certain administrative and prevention functions did not previously have a fee involved. The in-force 2024 and proposed 2025 user fee structure aims to address these gaps.</p>
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2024 BUDGET SUMMARY

2024 Expenditures: \$ N/A

2024 Revenues: -\$ N/A

Net Budget: \$ N/A



Education and prevention programs are not separated from the overall fire budget. However, costs for education and prevention are minimal compared to the overall budget (i.e. >\$20,000 in materials plus staff time).

STAFFING

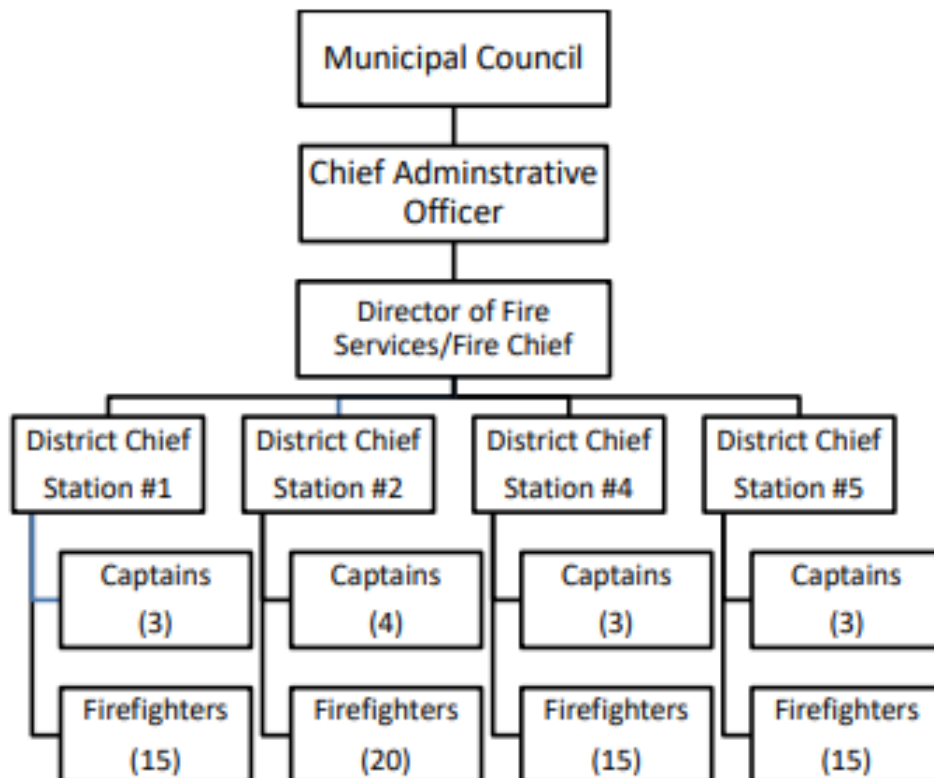
The current staffing model identified in By-Law 22-08 Establish and Regulate a Fire Department allows for a complement of the Director of Fire Services/Fire Chief and 82 suppression personnel (District Chiefs 4, Captains 13, Firefighters 65). The current suppression staffing level is 48 (District Chiefs 4, Captains 9, Firefighters 35) excluding long term leaves.

The Director of Fire Services/Fire Chief is the only full-time employee in the Fire Services section. The suppression personnel are classified as volunteers per the definition in the Fire Protection and Prevention Act.

The fire station locations are:

-  Station 1 - Beardmore
-  Station 2 - Geraldton
-  Station 4 - Nakina
-  Station 5 - Longlac

ORGANIZATIONAL CHART



SERVICE BACKGROUND

The Fire Protection and Prevention Act provides that:

Municipal responsibilities

2 (1) Every municipality shall,

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

Presently, Policy 04-105 Fire Prevention (May 10, 2004) is the only direction adopted by Council that addresses the topic of fire prevention. This policy provides a general framework for awareness programming and a basic level inspection requirement.

This SDR examines the provision and needs of fire prevention services within the Municipality, specifically:

- Smoke Alarm Program
- Carbon Monoxide Alarm Program
- Fire and Life Safety Education Programming
- Inspections and Code Enforcement
- Fire Safety Planning
- Fire Drills
- Other Public Safety Measures
- Service Capacity

Additionally, this SDR will examine the need to update the Fireworks By-Law to minimize the risk and impacts of fire from the sale, storage and use of fireworks.

The top risks identified in the Community Risk Assessment, in order, are:

- 1) Fire in Residential Occupancy
- 2) Road/Highway Emergency
- 3) Fire/Explosion in Assembly Occupancy
- 4) Fire/Explosion in Mill
- 5) Rail Line Fire/Explosion/Derailment
- 6) Fire in Downtown Core
- 7) Fire in Seasonal Lodging
- 8) Weather Event

These risks predominantly represent property fire incidents and should be the focus of prevention efforts.

Property fires pose a disproportionate risk to residents and the community due to the local demographics. Besides the effects of fire related injuries or fatalities, the community as a whole is impacted when a fire occurs. The long-term effects of fires can include loss or impairment of historic or cultural landmarks, employment, services, critical infrastructure, housing accessibility, taxation base, and community image.

In Ontario, there are over 8,000 structure fires annually, of which over 5,000 are residential. Statistics show a disturbing trend of increased numbers of fire fatalities provincially for the last few years, despite codes, legislation, and advancements in alerting technology. The OFM indicates that the majority of fatal fires investigated had “no working smoke alarms or no evidence of any smoke alarms.”

Hazard Controls

Three “lines of defense” are adopted in the fire service when addressing fire related public safety risks. These are Education, Enforcement, and Response. These lines closely resemble a traditional hierarchy of hazard controls, which can be adapted into fire prevention to represent hazard elimination, engineering controls, and awareness. The best fire is the one that never happened.

Education is the first line of defense, in which the primary goal is to change habits. This can mean informing of existing or new concerns, encouraging the development of safe practices, and the proper selection, utilization and maintenance of safety devices. Education is intended to gain voluntary compliance through an awareness approach to prevent controllable incidents from occurring.

Enforcement is the second line which aims to identify fire safety concerns and prescribe solutions to eliminate or control the hazard. This is generally accomplished through an inspection process, which may be entered into voluntarily or involuntarily by the owner or occupant of a building. This process may lead to orders being issued to comply with the Fire Code if deficiencies are found, which must be complied with. Though not the responsibility of the fire department, enforcement of Building Code, Zoning By-Law, Property Standards, and other relevant legislation and regulations also aids to reduce the likelihood and impacts of fire through building design, community fit, and upkeep. The fire department is in some cases involved in the plans examination and review process for proposed buildings to ensure compliance with certain aspects of the Building Code, Fire Code, and Fire Marshal’s Technical Guidelines where applicable.

Response is the third line which occurs when the other lines have failed to identify and/or address a hazard, meaning a fire event has occurred. Response considerations are also included in prevention as a last resort effort by the Municipality to limit the effects and impact of a fire event. In other words, prevent the situation from getting worse.

Required Compliance Considerations and Best Practice Recommendations

From a legislative standpoint, the minimum requirements for fire prevention activities are found in the Fire Protection and Prevention Act, with the OFM issuing directives and guidelines. The minimum requirements include:

- Simplified Risk Assessment
- Smoke Alarm program, which may include:
 - community surveys
 - distribution of pamphlets or other education material
 - instruction to residents regarding smoke alarms
 - providing smoke alarms at reduced or no cost
 - installation of smoke alarms
 - inspecting premises to determine compliance with the smoke alarm provisions of the Fire Code
- Fire Safety Education Material, which may include:
 - distribution of pamphlets or other education material
 - public service announcements utilizing the available media
 - instruction to residents/occupants on fire safety matters
 - presentations to resident groups
 - attendance at public events
- Fire Safety Education, which should establish:
 - the audience to be targeted
 - the message that needs to be delivered to improve the fire safety situation must be determined
 - an inventory of the available or required resources and programming
 - the most appropriate method of delivering the message
 - the duration or frequency of the message delivery
- Inspections Upon Complaint or Request

NFPA 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations is an accepted industry practice for prevention programming. Note that in Ontario, the Building Code through the Chief Building Official covers many aspects of the plans review process, though the fire department may be engaged with or consulted in the process where desirable. In larger services, having a Plans Examiner within the fire department is very common and that role is typically a required participant and signatory in a building permitting system.

The relevant areas for Greenstone are listed below:

- Inspection Frequency

Table 6.7 Minimum Inspection Frequency

Occupancy Risk Classification	Frequency
High	Annually
Moderate	Biennially
Low	Triennially
Critical Infrastructure	Per AHJ

A.3.3.3.1 High-Risk Occupancy. Examples of high-risk occupancies could include multiple-family dwellings, high-rise buildings, hotels, dormitories, lodging and rooming, assembly, child care, detention, educational, health care, and industrial.

A.3.3.3.2 Low-Risk Occupancy. Examples of low-risk occupancies could include storage, mercantile, and business.

A.3.3.3.3 Moderate-Risk Occupancy. Examples of moderate-risk occupancies could include ambulatory health care and industrial occupancies that do not maintain, store, use, or handle hazardous materials in excess of exempt amounts.

- Plans Review, including:
 - Water supply and fire flow
 - Emergency vehicle access
 - Construction related to fire protection features
 - Certificate of occupancy inspection
 - Hazardous materials and processes
 - Fire protection system plans
 - Fire and life safety systems field acceptance inspections
 - Certificate of occupancy issued – ongoing inspections
- Public Education Programs
 - Evaluate and incorporate components of community risk reduction
 - Develop programs based on community risk reduction
 - Address specific populations, demographics, and geographic regions
 - Appropriate methodology considering age, abilities, developmental needs, and cultural or social differences of intended audience
 - Process and impact measures that support the outcome goals
 - Partner with public, private and non-profit organizations to deliver programming
 - Audience groups may include:
 - School Age
 - Higher Education
 - Independent Senior Adult
 - Adult and Community-Wide
 - Workplace
 - Youth Firesetter
 - Home Safety Education
 - Wildfire Safety

The Fire Underwriter’s Survey grading category Fire Safety Control for residential and commercial insurance lines accounts for 20% of the department’s Fire Protection Classification. Though the impact of a singular item cannot be directly correlated to any insurance outcome, this can be viewed as a system or program approach where numerous items in a category should be addressed. The categories in this section are:

- General program
- Codes and enforcement
- Building construction laws
- Electrical code and inspection

The most recent grading from 2019 identified that the areas of General Program and Code and Enforcement had the greatest amount of available credit that could be gained with improved practices.

Based on the major occupancy classification, the minimum frequency guideline is:

<i>Group - Division National Building Code Occupancy</i>	<i>Minimum Inspection Frequency</i>
A-1	6 months
A-2	6 months
A-3	6 months
A-4	6 months
B-1	6 months
B-2	6 months
C	6 months
D	12 months
E	12 months
F-1	3 months
F-2	6 months
F-3	6 months

A = Assembly

B = Care, Treatment or Detention

C = Residential

D = Business and Personal Services

E = Mercantile

F = Industrial

The below lists highlight the recommendations from various reports and plans produced for the Municipality by consultants that directly impact the topics of this SDR.

Municipality of Greenstone Community Risk Assessment – Risk Treatment Plan Recommendations

- Implement the fire prevention policy, which includes a procedure for conducting public education and code enforcement programs
- Establish inspection schedules
- Ensure that an inspection schedule is in place and that the department has the resources to implement that schedule
- Ensure adequate time and resources are provided for public education and inspection programs
- Develop pre-plans

Municipality of Greenstone Fire Master Plan Recommendations

- Develop a fire prevention program that focuses on the Municipality's seasonal and transient residents
- Develop public education programs based on the risks identified in the CRA
- Develop a Fire Prevention By-Law that outlines how frequently the Department must inspect each type of occupancy in the Municipality
- Develop a strategic initiative focusing on enhancing the Municipality's public education and code enforcement programs
- Explore ways the Municipality's budget can support hiring an additional full-time Manager in the Department

Fire Drills

The Ontario Fire Code establishes compulsory fire drills in supported group living residences, intensive support residences, vulnerable occupancies, detention occupancies, child care centres, retirement homes, schools, extended day programs, and where 3.2.6 Division B of the Building Code applies. The intervals of the fire drills vary by occupancy.

It is the responsibility of the building owner to plan and conduct fire drills. Verification by the fire department is typically conducted during an inspection, where records are required to be produced that show the required drills were carried out.

Annual compulsory fire drills in care occupancies, care and treatment occupancies, and retirement homes require an approved scenario. This consists of a standardized form submitted to the Chief Fire Official which examines the fire resistance of the structure and minimum staffing available to carry out the Fire Safety Plan and response. The Chief Fire Official must approve the scenario. Though not required, the CFO typically attends these drills to observe them and make recommendations. Fire drills in other occupancies

are not required to be reported to the department unless indicated in their Fire Safety Plan. The department does make reasonable attempts to attend fire drills it is made aware of, to observe and conduct public education.

The proposed section in the program policy aims to acknowledge these requirements and does not result in any additional actions from the department.

KEY PERFORMANCE INDICATORS

KPI's as they relate to Fire Prevention involve measuring the correlation between efforts and resources used on preventing incidents, compared to the number and outcomes of incidents.

- 1) Structure Fire Incident Rate – The number of structure property fires that occurred in a given time period which may have been avoidable by prevention controls. This excludes highway incidents, non-structure fires, criminal intent (arson), and structure fires outside of the Municipality.
- 2) Fire Prevention Activity – This can be reflected as contacts made, inspections conducted, or courtesy alarm checks. Tracking of how many contacts are made, and in what area of prevention, helps to identify trends and guide prevention programming. This also helps correlate whether the prevention activity is helping to reduce the rate of fires, or if the programming is properly focused and producing desired results.
- 3) Structure Fire Trends – Determination or professional speculation on causes of fires helps to identify the trends or topics that prevention programming may need to focus on. It may also be helpful in identifying more serious or systematic concerns where causes are not primarily human activity and behaviour based. This helps build a base of topics to address based on local circumstances and realities.

SERVICE USE

Where are we today?

The service is presently following guidance from policy 04-105 Fire Prevention from 2004. This policy would likely have been compliant at the time, though it has not kept pace with the changes in legislation, practices, building techniques, and other factors that have changed over that period. This policy identifies some accepted programs to form the basis of education and identifies a very basic inspection schedule targeting vulnerable occupancies. The service is adhering to this and conducting complaint and request based inspections as required by legislation. Inspections are a very time-consuming task, where the demand for time is increased the larger or more complex a structure is.

Efforts have been made to modernize the messaging and methods of reaching the public in order to make public education relevant. Though the traditional programs identified in the policy are not being used directly, the main message and intent remains the same

and is updated to keep pace with current practices, trends and technology.

The service has been striving to reach as many people as possible in diverse scenarios, recognizing that different populations may be limited by how or how frequently interactions are possible. However, there remains significant room for improvement in the areas of prevention and public education, which would require additional resources and focus to expand.

The aims of the programming and general direction are not set in policy or procedure. The current version does not identify key issues such as alternative means of delivering programming, how to ensure homes have functional smoke alarms, inspection types other than required/complaint/request, goals or benchmarks for performance, etc.

Administration of the Fireworks By-Law is currently overseen through the by-law enforcement section.

How are we progressing?

Typically, the number of inspections and public education sessions is tracked. Historically, the service reported on the number of labour hours spent on public education. In the fall of 2023, the service instead began tracking and reporting to Council monthly on not only the number of instances, but the reach (“contacts”) made during those events. This helps to put into perspective the actual impact of the sessions and value in terms of resources used to obtain those results, which was felt to be a more relevant metric. Unfortunately, there is a lack of standardized practices historically in reporting of some of these categories, making direct comparison difficult.

A persistent challenge for the service in many regards is the turnover in the Fire Chief role with no other person at a similar level to continue the work. As the sole person responsible for the day-to-day administration and long-term strategic planning of the department, it is evident that many areas of the department suffer when the person in this role departs or becomes unavailable for any reason. This results in a disruption or discontinuation in areas such as public education, enforcement, and training resulting in significant delays, additional or duplicate efforts; in addition to risking actual or potential non-compliance with legislation and best practices.

Historical public education figures are:

Year	No. of Sessions	Contacts Made
2021	No documentation located	Unknown
2022	No documentation located	Unknown
2023	18	622
2024	20	1186

Historical inspection and alarm check figures are:

Year	Courtesy Alarm Checks/Installs/Safety Concerns	Inspections & Plan Reviews	Notes
2021	46	12	Based on FMP
2022	36	23	Based on FMP
2023	217	19	
2024	0	11	Current year (at Oct 31)

Due to the limited and outdated direction currently in force, this SDR is effectively seeking to implement a complete fire prevention package not only to meet compliance, but to also elevate and codify commitment to public safety in Greenstone.

ANALYSIS

IMPROVING IN-HOUSE PROCESS AND PERFORMANCE:

Smoke Alarm Program (including Fire Watch)

A smoke alarm program is a fundamental and required core service. Presently, the policy only requires the department to provide “a variety of fire prevention education programs” in accordance with priorities in the Community Risk Assessment. The policy does highlight the option to use some established programs around fire safety.

The Fire Master Plan suggested the following elements:

- Each time a fire department interacts with community residents (such as during emergency responses), its members must verify that the residents have working alarms
- Fire departments must proactively check residential smoke/CO alarms
- Fire departments must have a method for tracking and keeping statistics on the number of working and non-working smoke alarms in the community

Staff suggest in order to meet, and in some areas exceed, legislative and recognized best practices, the following should be reflected in the policy:

- Complimentary home alarm checks
- Availability of discounted combination smoke/CO alarm, billable to the owner
Note: Periodic safety programs or grants may result in free alarms being distributed, depending on the program requirements
- Requirement to attend all alarm activation calls to determine cause and system restoral (no cancelling of alarm responses)
- Voluntary alarm presence and basic function check when the fire department responds to a location within the Municipality and the call was placed by the

owner or occupant (not on assist another agency calls)

- Requirement of fire department to provide a smoke/CO combination alarm, at the prescribed fee, where there is a single or multiple missing or inoperable alarms
- Implementation of a fire watch requirement and procedure to ensure that monitored systems which are partially or completely inoperable are serviced, occupants are made aware of the issue, and the system is brought back into an operational state

Specific proposed topics for public education are:

- Functions and importance of smoke alarms
- Smoke alarm types
- Smoke alarm placement
- Laws and responsibility
- Upkeep and maintenance of alarms
- Actions upon sounding of alarm

Carbon Monoxide Alarm Program

The Fire Master Plan grouped smoke and carbon monoxide alarm programs together as they share similar requirements and features. Presently, the policy does not address carbon monoxide definitively, though it could be interpreted to be included in the public awareness programs section.

In order to address and in some cases exceed requirements in this area, Staff propose the policy reflect:

- Complimentary home alarm checks
- Availability of discounted combination smoke/CO alarm, billable to the owner.
Note: Periodic safety programs or grants may result in free alarms being distributed, depending on the program requirements
- Requirement to attend all alarm activation calls to determine cause and system restoral (no cancelling of alarm responses)
- Voluntary alarm presence and basic function check when the fire department responds to a location within the Municipality and the call was placed by the owner or occupant (not on assist another agency calls)
- Requirement of fire department to provide a smoke/CO combination alarm, at the prescribed fee, where there is a single or multiple missing or inoperable alarms

Note that there are no provisions for carbon monoxide alarms or systems to be partially or completely disabled.

Specific proposed topics for public education are:

- Sources of carbon monoxide
- Functions and importance of carbon monoxide alarms
- Carbon monoxide alarm placement
- Laws and responsibility
- Upkeep and maintenance of alarms
- Actions upon sounding of alarm

Fire and Life Safety Education Programming

These various guidelines and best practices focus on the need to tailor fire and life safety education around the unique needs of the community or population the educational initiative is intended for. Though there are standardized programs available, usually some degree of customization is required to make the information relevant and impactful to the audience locally. Building on or developing content within the department is desirable to ensure currency, relevance, and minimize repetitive materials or content.

Presently, the policy only requires the department to provide “a variety of fire prevention education programs” in accordance with priorities in the Community Risk Assessment. The policy does highlight the option to use some established programs around fire safety. The policy does generally speak to the distribution of fire safety education materials.

The proposed program policy identified the need to be proactive in initiatives as technology, practices, and generational norms change. There is also an identified need to monitor and identify trends in call types, contributing factors through preliminary cause determination (not a formal investigation), enforcement activity or local knowledge. This program policy also addressed the various demographic considerations that need to occur for effectiveness and delivery of programs.

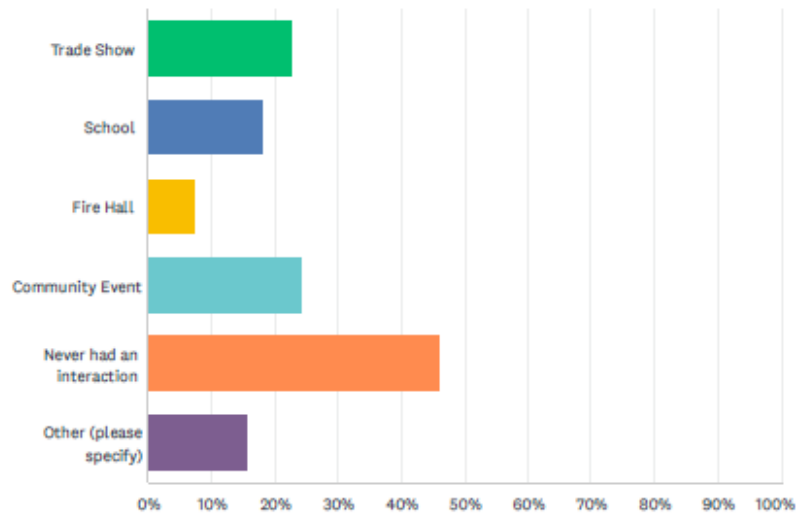
Operationally, the proposed program policy also identifies that there will be standardized and accepted materials for distribution, whether internally or externally generated, to ensure consistency of messaging. Items will also be available on fire apparatus for “in-time” or walk-in educational opportunities. Specific safety considerations and requirements also form part of this document for hosting members of the public inside of fire facilities or vehicles.

A benchmark of 25% of the population in the Municipality is proposed as a performance benchmark for number of contacts annually. This would aid in communicating a service level expectation of the department to the public, while also setting a performance standard for the department which can be tracked and success measured. Though there are community events and locations where the department could perform low frequency, high impact education; this is also meant to address other geographic areas and populations that may not be frequently interacted with. The intent of this benchmark is to say, from a statistical standpoint, that each resident should have been interacted with for a fire and life safety education related purpose at least once every four years.

Though results of the Q4 SDR survey show that these low-frequency, high impact sessions at public events and in public spaces do reach the majority of people, there are still approximately 46% reporting to never have had a fire safety related interaction with the fire department.

Q11 If you have had a fire safety education related interaction, where have they occurred? (Select all that apply)

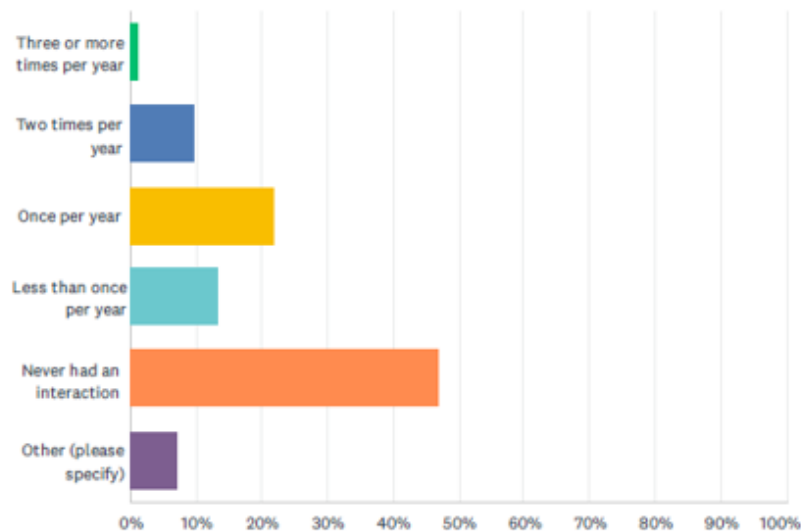
Answered: 83 Skipped: 7



Of note is that the survey also shows that of the respondents who did have a fire safety education related interaction, the majority of them did interact at least once per year or more.

Q10 On average, how often do members of your household have a fire safety education related interaction with Greenstone Fire?

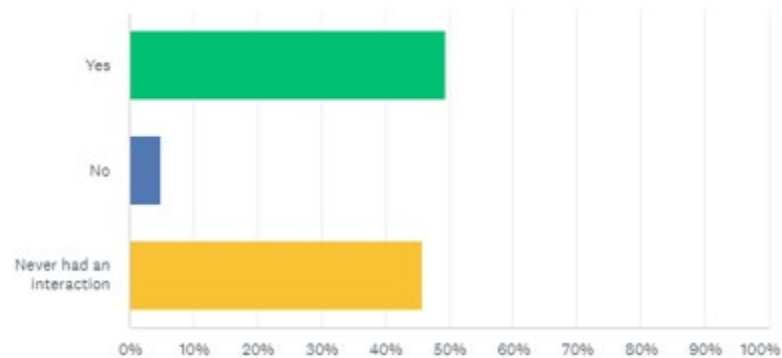
Answered: 83 Skipped: 7



This suggests that the traditional demographic targets and methods of reaching people need to be expanded. Of the respondents who had an interaction, 91% reported that the education provided was useful or relevant.

Did you feel that the information from the fire safety education provided to members of your household was relevant or useful?

Answered: 83 Skipped: 7



This would also indicate that there is a need to conduct smaller-scale, more targeted initiatives which would require additional time, resources, and capacity to deliver.

Inspections and Code Enforcement

Fire Code inspections and enforcement are required by legislation to the extent that the department conducts them upon receiving a complaint or request. The current in-force policy, though expanding on the minimum requirement slightly, does not address the need for a regular inspection program to help prevent fires and their effects. Presently, the vast majority of buildings in the Municipality have never been subject to a Fire Code inspection and are presently not required to.

Though the recommended inspection frequencies vary, generally the NFPA provides the more lenient schedule, and the FUS schedule is more aggressive. NFPA is generally accepted as a best practice, where FUS stipulates what conditions need to exist to achieve the highest possible credit in that scoring category when determining a Protection Rating.

In order to balance these recommendations with local resources and realities, the following schedule is proposed by Staff:

Annual:

- Care Occupancies
- Care and Treatment Occupancies
- Retirement Homes
- Detention Occupancies
- Child Care Centres

- Schools
- Restaurants
- Licenced Beverage Premises
- Entertainment Venues

Biennial:

- Hotels
- Lodging Houses
- Bed and Breakfasts
- Seasonal Accommodations
- Motels
- Apartment Buildings (single locations with three or more residential units)
- Boarding Houses
- Dormitories
- Camps for Workers
- Industrial Process/Manufacturing

Triennial:

- All other businesses and facilities not fitting an above description (single detached dwellings, duplexes, and occupant owned townhouses do not form part of this inspection schedule)

Fire Safety Planning

A Fire Safety Plan is required for certain buildings and occupancies under the Fire Code. It is the owner's responsibility to develop the plan, submit it for approval to the Chief Fire Official, and implement it. Review and acceptance of a plan is conducted through the Fire Department. Presently, there are no internal guidelines or processes other than what is required in legislation. There are also no parameters internally or in legislation for the review frequency other than a general requirement for the owner to keep it up to date where minor edits are allowed.

Fire Safety Plans help to ensure that owners have done a thorough review of their premises, identified safety systems, personnel responsible for the safety of occupants, and provides for the training and actions required of staff. FSPs also help the fire department in understanding a building's layout, functions, operations, and aids in development of pre-incident plans.

In order to ensure that FSPs are maintained reasonably relevant, Staff is recommending adopting a maximum 5-year interval for plan approvals in facilities not requiring or not having gone through a more frequent approval.

RECOMMENDATION:

THAT Council adopt the Fire Prevention By-Law as presented; and further

THAT The Clerk be directed to present the proposed Fire Prevention By-Law for final passage at the December 9, 2024 meeting of Council; and further

THAT Council adopt the proposed Fire Prevention Programming Policy.

Fireworks By-Law

The current in-force By-Law addressing fireworks is 04-16 (May 2004), which was amended by 06-24 (May 2006) to eliminate selling timeframe restrictions. Since the early 2000's, much has changed in terms of requirements in various pieces of legislation on the transportation, sale and storage of fireworks. Equally, from a liability and public safety standpoint, the use of fireworks has become more regulated.

The included draft Fireworks By-Law aims to replace these to include appropriate and balanced provisions for the sale, storage, and discharge of fireworks within the Municipality. Fireworks are a long-standing tradition and means of celebration for many communities and groups, used to mark various occasions.

Specific highlights in the draft By-Law are:

- Definitions and identifications of the types of fireworks, defined within the Explosives Act
- Clear delineation of what is private versus public
- Definitive general provisions including measurements
- Specific safety and display requirements of vendors and businesses that store and sell fireworks
- Additional requirements of temporary or “pop-up” style fireworks vendors
- Additional storage requirements for businesses that store fireworks outside of the main commercial site (ex. seacans and warehouses)
- Means of cost recovery for responses in contravention of the By-Law and where the Municipality must act to bring a vendor or permit holder into compliance
- Specific requirements and considerations for Fireworks Display Permits

Of note is that specific dates where fireworks are permitted was omitted from this By-Law. Typically, the day or eve on which occasions such as New Year's, Victoria Day, and Canada Day are specifically noted in examples of Municipal By-Laws. However, these were identified as predominantly colonial occasions. Further, to identify specific occasions could restrict other groups or faiths, including public gatherings, carnivals, parades, etc. from utilizing fireworks as a means of celebration or to acknowledge an event. It was felt by Staff that since there has not been a restriction within the Municipality on when fireworks could be sold since 2006, equally in the interest of reconciliation and inclusivity when incorporating safe practices, there shouldn't be an inherent restriction on the use of fireworks.

RECOMMENDATION: THAT Council adopt the Fireworks By-Law as presented; and further

THAT The Clerk be directed to present the proposed Fireworks By-Law for final passage at the December 9, 2024 meeting of Council.

Service Structure and Staffing Realignment:

The Fire Department is presently challenged with capacity to maintain and improve prevention related activities. Though efforts are being made to train, certify, and enable members to perform other functions that would alleviate some of the Fire Chief's time, these functions all require significant time and effort to become qualified, and even more so to be competent. This process will take many years to accomplish and since it is not an inherent part of being a member, not all members may wish to upgrade their credentials or take on additional work. The challenge with reliance on a predominantly volunteer model is that these additional functions would be done on a member's spare time, subject to their personal schedules and priorities which typically does not coincide with prevention and administrative related needs or timelines. Every function performed in prevention is also subject to the firefighter certification requirements; meaning that after the compliance date in 2026, those performing education and inspection functions will need to be qualified.

The Fire Chief is the sole full-time employee in the fire department. The department runs a high risk to its progress and continuity of initiatives as there is no contingency to the Fire Chief role. The Municipality has experienced risk to the completion of projects, the speed at which projects can be completed, morale issues due to inconsistency and turnover, legislative compliance challenges, recruitment challenges and expenses related to not having the capacity and contingency within the fire department to continue normal operations when a disruption occurs. There also exists a possibility that the Chief as a member of the Emergency Control Group may be deployed in the field during larger scale emergencies. The greatest direct risk to the Municipality, specifically related to legislative requirements, is the ability to be held liable if items are not actioned or action is delayed due to time constraints and the need to prioritize (ex. issuing of inspection orders, actioning health and safety items, etc.). There are many functions which the certification legislation addresses beyond firefighters. Also included are the roles of Fire Officers, Pump Operators, Fire Inspectors, Training Officers, Emergency Communicators, Fire & Life Safety Educators, Incident Safety Officer, and Fire Investigators.

The Fire Chief presently, whether certified to or required by By-Law, performs all of these functions in addition to the overall management, oversight and responsibility for the department's members, assets, policies, procedures, and long-term planning. Though permanent roles such as an administrative assistant, training officer or inspector will assist in one or some aspects of operations, these positions are not necessarily adaptable to the changing needs and focus of the department over time. A manager level role such as a Deputy Chief is generally more capable in all of these functions, can adapt to changing departmental needs, provides a contingency, and incorporates more qualified and competent supervision in the field. If the addition of only one position is to be considered, it should be the most flexible and adaptable. Many small municipalities also

utilize manager level roles to build in guaranteed emergency responses into their services by employing full-time Deputy Chiefs, Training Officers, Public Educators and Inspectors.

There is an inherent need for after-hours coverage in fire department management to deal with training and incident responses, with some after-hours prevention activities as well. Until such a time as more or other members are qualified to teach the various courses, the Chief is heavily involved in training as being qualified to perform this task. Certain response types also generate a need for a senior officer response to coordinate, utilize legislated authority, and maintain span of control. NFPA 1521 further requires an Incident Safety Officer response to all fire, hazardous materials, technical rescue, and bush fire calls, and attendance at high-hazard training evolutions. Presently, the Chief is one of only three personnel in the department qualified for this role, necessitating them to respond to the majority of incidents.

Though the Fire Chief is afforded some discretion in managing their own schedule, tracking of the Fire Chief's hours over the last few months has revealed that an average of 15-20 hours a week are worked in excess of regular hours even with flexibility, suggesting a workload or capacity imbalance. This suggests that an ~0.5 position would be necessary just to sustainably maintain the current level of operations without improvements to any particular area or function. When factoring in time-off and holidays (~385hrs/yr) coupling the excess workload with time off now accounts for ~0.70 of a full-time position.

It is important that the Municipality ensures regular inspections of vulnerable occupancies and other high-risk facilities. Not meeting these requirements (which is difficult with current staffing levels and other demands) could lead the Municipality to significant liability and future costs should something catastrophic occur.

In order to sustain the operations and pace of progress within the department, while also enabling the time and capacity to deliver this improved prevention programming, Staff is proposing the addition of a full-time Manager of Fire Services/Deputy Fire Chief role to be funded from the 2023 surplus in 2025, then becoming a part of the regular operating budget.

Overall, it is estimated that the increased capacity, with full adoption of the previously proposed measures, will result in \$11,000 in increased revenues annually from prevention related activities. Additional response capabilities, cost invoicing, and training provision will further help to offset the cost of this position. With the time required to develop the job description and engage in the review process, it is anticipated that the person in this role would likely start towards the end of Q2 to beginning of Q3. The estimated costs for this position including salary, benefits, and vehicle for 2025 is \$74,000 for 6 months.

RECOMMENDATION: THAT Council direct Staff to hire a permanent, full-time Manager of Fire Services/Deputy Fire Chief staff member to start in 2025; and further

THAT Related costs for 2025 for the added staff member come from the 2023 surplus, with the necessary enhancement funds to be included in the 2026 budget.

Location Addresses and Signage

Through this SDR process, Staff also identified concerns related to the lack of displaying or maintaining of address numbering, adequate street signage, and duplicate or too close (difficult to differentiate) street names. These items all assist in emergency response by helping to positively identify locations to dispatch, which helps process calls faster, and send the correct resources to the correct location. This also helps emergency crews to better navigate to emergency scenes.

Though out of scope for this SDR and the Fire Department, it was felt that this issue needed to be highlighted as Council gives consideration to other department's projects or direction being or needing to be undertaken by the Municipality.

Staff is proposing a report come back to Council for the regular meeting in August 2025 regarding how these considerations relate to emergency response.

RECOMMENDATION: THAT Council direct Staff to prepare a report concerning address numbering, street signage, and street naming related to emergency response for the meeting in August 2025.

FINANCIAL IMPACT

The estimated cost of the new Deputy Fire Chief/Manager of Fire Services is expected to be \$148,000 per year including salary, benefits, vehicle, etc.

New Revenues

Estimated \$11,000/yr from prevention related activities with implementation of all recommendations.