



AGENDA MATERIAL

COMMITTEE OF THE WHOLE

MEETING DATE: MONDAY, DECEMBER 14, 2020

LOCATION: S. H. BLAKE MEMORIAL AUDITORIUM
(Council Chambers)

TIME: IMMEDIATELY FOLLOWING CITY
COUNCIL (PUBLIC MEETING)



MEETING: Committee of the Whole

DATE: Monday, December 14, 2020 **Reference No.** COW - 2/52

CLOSED SESSION in the McNaughton Room at 5:00 p.m.

Committee of the Whole - Closed Session

Chair: Councillor T. Giertuga

Closed Session Agenda will be distributed separately to Members of Council and EMT only.

OPEN SESSION in S.H. Blake Memorial Auditorium at 6:30 p.m.

Committee of the Whole - Planning Session

Chair: Councillor T. Giertuga

DISCLOSURES OF INTEREST

CONFIRMATION OF AGENDA

Confirmation of Agenda - December 14, 2020 - Committee of the Whole **(Page 5)**

With respect to the December 14, 2020 Committee of the Whole meeting, we recommend that the agenda as printed, including any additional information and new business, be confirmed.

REPORTS OF COMMITTEES

Appeals Tribunal (Property Standards) Minutes

Minutes of Meetings 02-2020 and 03-2020 of the City of Thunder Bay Appeals Tribunal (Property Standards) held on September 10 and October 15, 2020, for information. **(Pages 6 – 10)**

Heritage Advisory Committee Minutes

Minutes of Meetings 06-2020, 07-2020 and 08-2020 of the Heritage Advisory Committee held on October 22, 2020, November 3, 2020 and November 10, 2020 for information. **(Pages 11 – 25)**

Lakehead Region Conservation Authority Committee

Minutes of Meeting No. 8-2020 of the Lakehead Region Conservation Authority Committee held on October 28, 2020, for information. **(Pages 26 – 31)**

REPORTS OF MUNICIPAL OFFICERS

Advocacy: Social Issues, Support for Vulnerable People.

Report R 148/2020 (City Manager's Office - Corporate Strategic Services) recommending that City Council support Administration's current efforts to establish safer spaces for individuals who consume alcohol in public and that Administration work with community partners to support and advance current efforts for safer supply locally and prepare a more detailed discussion paper on decriminalization for Intergovernmental Affairs Committee (IGA). **(Pages 32 – 59)**

With respect to Report R 148/2020 (City Manager's Office – Corporate Strategic Services), we recommend in support of Administration's current efforts to establish safer spaces for individuals who consume alcohol in public;

AND THAT Administration work with community partners to support and advance current efforts for safer supply locally;

AND THAT the City of Thunder Bay await the evaluation of the Kenora Makwa Patrol Pilot Project to better understand the effectiveness of this program, and to support the Indigenous community if they wish to initiate a similar model in Thunder Bay;

AND THAT Administration prepare a more detailed discussion paper on decriminalization for Intergovernmental Affairs Committee (IGA) and participate in a future IGA meeting to answer questions and assist IGA in developing a recommendation to City Council;

AND THAT the advocacy items contained in Memorandum (Reference Number 31/51) by Councillor A. Ruberto (dated July 22, 2020) be referred to Intergovernmental Affairs Committee (IGA) for further advocacy, and Administration, with support from community experts, prepare briefing notes on each of the identified advocacy items to assist IGA with future advocacy efforts;

AND THAT a priority be placed on advocacy to address the opioid crisis;

AND THAT any necessary by-laws be presented to City Council for ratification.

SNEMS Strategic Master Plan

Report R 147/2020 (Development & Emergency Services - Superior North EMS) presenting a draft of the new Strategic Master Plan for Superior North Emergency Medical Services (SNEMS), for information only. **(Pages 60 – 61)**

Strategic Master Plan **(Distributed Separately with Agenda)**

Memorandum from Mr. M. Smith, General Manager – Development & Emergency Services, dated November 27, 2020 requesting that Mr. T. MacDonald, President and Principle Consultant with Performance Concepts Consulting provide a presentation relative to the above noted. **(Page 62)**

TBFR Strategic Master Fire Plan (SMFP) - Implementation Plan

Report R 146/2020 (Development & Emergency Services - Thunder Bay Fire Rescue) recommending that the implementation plan as presented in this report (the “Implementation Plan”) be approved by City Council. **(Pages 63 – 272)**

WITH RESPECT to Report No. R 146/2020 (Development & Emergency Services – Thunder Bay Fire Rescue), we recommend that the implementation plan as presented in this report (the “Implementation Plan”) be approved;

AND THAT the organizational changes being proposed by Administration in this report that result in operational savings of approximately \$3,112,055 between the years 2021 and 2024, and annual operating savings of \$1,166,553 thereafter, be implemented;

AND THAT Administration will report back to City Council with a comprehensive fire station location recommendation in Q2 of 2022;

AND THAT until such time as Administration can report back to City Council with a comprehensive fire station location recommendation, Thunder Bay Fire Rescue (TBFR) will continue to deploy resources consistent with Option #17(1) as recommended in the Strategic Master Fire Plan;

AND THAT any necessary by-laws be presented to City Council for ratification.

Municipal By-law Enforcement

Report R 149/2020 (Development & Emergency Services - Licensing & Enforcement) recommending that Administration continue to review and amend as considered appropriate the organizational structure of the Licensing & Enforcement Division and that policies, procedures and by-laws be reviewed and amended so as to streamline enforcement efforts and improve overall efficiency and effectiveness. **(Pages 273 – 278)**

WITH RESPECT to Report No. R 149/2020 (Development & Emergency Services – Licensing & Enforcement Division), we recommend that Administration continue to review and amend as considered appropriate the organizational structure of the Licensing & Enforcement Division;

AND THAT policies, procedures and by-laws be reviewed and amended so as to streamline enforcement efforts and improve overall efficiency and effectiveness;

AND THAT efforts continue to advance partnerships with non-profit and volunteer organizations in support of the welfare of animals;

AND THAT any necessary by-laws be presented to City Council for ratification.

PETITIONS AND COMMUNICATIONS

Report Concerning a Nuisance By-law

Memorandum from Mr. M. Smith, General Manager - Development & Emergency Services dated December 2, 2020 advising that Administration will report back on or before June 27, 2021 concerning, not only the development of a Nuisance By-law, but also amendments recommended to other municipal by-laws aimed at improving and streamlining enforcement efforts, for information only. **(Pages 279 – 280)**

Request to Settle the Appeal of By-law no. 62/2020 – June 15, 2020 – Zoning By-law Amendment – 77 Court Street South (Rheault Distillery)

Memorandum from Ms. J. Fazio, Planner II dated December 3, 2020 providing background with respect to the appeal of By-law no 62/2020 and containing a recommendation approving the agreed upon settlement between Rheault Distillery and Auto-One Car Care & Service Station. **(Pages 281 – 290)**

WHEREAS a Public Meeting was held with respect to the application by Rheault Distillery, relative to LT 2 S/S WILSON ST OF PARK LT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT 3 S/S WILSON ST OF PARK LT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT 5, municipally known as 77 Court Street South, for a site specific Zoning By-law amendment to define and permit a “microbrewery” and establish related development parameters;

AND WHEREAS Council passed By-law No. 62/2020, a By-law to amend By-law 100-2010 (The Zoning By-law) of The Corporation of the City of Thunder Bay at 77 Court Street South;

AND WHEREAS an appeal to the Local Planning Appeal Tribunal was filed against the passing of By-law No. 62/2020;

AND WHEREAS the parties to the appeal of By-law No. 62/2020 have reached a Settlement Agreement which would revise the name and definition of the proposed use;

THAT the changes to By-law No. 62/2020 as outlined in the Draft Settlement Agreement and Draft Order, dated December 4, 2020, are supported.

NEW BUSINESS

ADJOURNMENT

MEETING DATE 12/14/2020 (mm/dd/yyyy)

SUBJECT Confirmation of Agenda

SUMMARY

Confirmation of Agenda - December 14, 2020 - Committee of the Whole

RECOMMENDATION

With respect to the December 14, 2020 Committee of the Whole meeting, we recommend that the agenda as printed, including any additional information and new business, be confirmed.

MEETING DATE 12/14/2020 (mm/dd/yyyy)

SUBJECT Appeals Tribunal (Property Standards) Minutes

SUMMARY

Minutes of Meetings 02-2020 and 03-2020 of the City of Thunder Bay Appeals Tribunal (Property Standards) held on September 10 and October 15, 2020, for information.

ATTACHMENTS

1. Minutes - Appeals Tribunal - September 10, 2020
2. Minutes - Appeals Tribunal - October 15, 2020

DATE: SEPTEMBER 10, 2020

HEARING NO.: 02-2020

TIME: 11:36 A.M.

PLACE: S. H. BLAKE MEMORIAL AUDITORIUM
3RD FLOOR CITY HALL

CHAIR: MR. TIM GROULX

PRESENT:

Mr. Tim Groulx
Mr. Andreas Petersen
Mr. Robin Rickards
Mr. Richard Togman

OFFICIALS:

Ms. Dana Earle, Deputy City Clerk
Ms. Francie O'Brien, Licensing & Enforcement Officer

DISCLOSURES OF INTEREST

There were no disclosures announced at this time.

INTRODUCTION

The purpose of the hearing was to review the order on the property known municipally as 120 Francis Street West, Plan 70, Block N, Lot 18, Thunder Bay, Ontario as adopted by By-law 066-2008, and the Building Code Act, S.O. 1992, c.23, for the maintenance and occupancy of property in the City of Thunder Bay. All of the work is to be completed by September 18, 2020.

Mr. Arnold Riives, on behalf of property owner Genevieve Sabourin (deceased) was appealing the order and requesting an extension to the completion date originally set at September 18, 2020.

OPENING STATEMENTS

The Deputy City Clerk advised the Committee that the appellant had been advised of the hearing details for 120 W. Francis Street by registered mail. The Office of the City Clerk did not receive any communication from the appellant to advise that he could not attend the hearing.

The City of Thunder Bay was represented by Ms. Francie O'Brien, Licensing and Enforcement Officer. Ms. F. O'Brien provided an overview of the steps taken to date relative to the above noted property and provided photographs of the site under review. These pictures will be kept on file in the Licensing & Enforcement Department as well as the City Clerk's Office.

The Chair asked the Committee for their comments, feedback and if they had any questions or concerns relative to this order.

Ms. Francie O'Brien responded to questions from the Committee.

DECISION

It was consensus of the Committee that Item #1 of the Property Standards Order be confirmed. It states that the appellant is to repair/replace the damaged soffit and fascia on the dwelling and the roof drainage system on the dwelling and ensure that the roof drainage system on the dwelling is in good repair and working condition and prevents recurrent ponding of water on the Lands and/or from depositing on any abutting Lands. This item is to be completed by September 18, 2020.

It was consensus of the Committee that Item #2 of the Property Standards Order be confirmed. It states that the appellant is to repair all broken and boarded windows/doors on the dwelling. This item is to be completed by September 18, 2020.

Mr. Arnold Riives will receive a letter via registered mail with the details of the order.

ADJOURNMENT

The meeting adjourned at 11:50 a.m.

DATE: OCTOBER 15, 2020

HEARING NO.: 03-2020

TIME: 1:32 P.M.

PLACE: S. H. BLAKE MEMORIAL AUDITORIUM
3RD FLOOR CITY HALL

CHAIR: MR. ROBIN RICKARDS

PRESENT:

Mr. Tim Groulx
Ms. Melanie Mayhew-Hammond
Mr. Robin Rickards
Mr. Richard Togman

OFFICIALS:

Ms. Dana Earle, Deputy City Clerk
Ms. Katie Piché, Committee Coordinator
Ms. Francie O'Brien, Licensing & Enforcement Officer

APPELLANT:

Mr. Brian Harvey

DISCLOSURES OF INTEREST

There were no disclosures announced at this time.

INTRODUCTION

The purpose of the hearing was to review the order on the property known municipally as 900 Edward Street South, Plan 70 Block 1 Lot 13 North Part Lot 12 Thunder Bay, Ontario as adopted by By-law 066-2008, and the Building Code Act, S.O. 1992, c.23, for the maintenance and occupancy of property in the City of Thunder Bay. All of the work was to be completed by October 30, 2020.

Brian and Brenda Harvey were appealing the order and requesting an extension to the completion date originally set at October 30, 2020.

OPENING STATEMENTS

The City of Thunder Bay was represented by Ms. Francie O'Brien, Licensing and Enforcement Officer. Ms. Francie O'Brien provided an overview of the steps taken to date relative to the above noted property and provided photographs of the site under review. These pictures will be kept on file in the Licensing & Enforcement Department as well as the City Clerk's Office.

Mr. Brian Harvey, the appellant, detailed the reasons for this appeal.

The Chair asked the Committee for their comments, feedback and if they had any questions or concerns relative to this order.

The appellant responded to questions from the Committee.

Ms. Francie O'Brien responded to questions from the Committee.

DECISION

It was consensus of the Committee that Item #1 of the Property Standards Order be confirmed. It states that the appellant is to repair/replace roof shingles, soffit and fascia boards and the roof drainage system (eave trough and rain water piping). This item was to be completed by October 30, 2020; However the Committee has extended the time within which the order is to be complied with. The work is to be completed by December 15, 2020.

It was consensus of the Committee that Item #2 of the Property Standards Order be confirmed. It states that the appellant is to repair/replace the boarded/broken windows on the dwelling. This item was to be completed by October 30, 2020; However the Committee has extended the time within which the order is to be complied with. The work is to be completed by January 30, 2021.

It was consensus of the Committee that Item #3 of the Property Standards Order be confirmed. It states that the appellant is to repair/replace damaged/missing shingles, soffit and fascia, windows and door on the garage in the rear yard of the property and ensure all wooden exterior surfaces are treated with paint or preservatives so as to prevent deterioration due to weather condition. This item was to be completed by October 30, 2020; However the Committee has extended the time within which the order is to be complied with. The work is to be completed by December 15, 2020.

Mr. Brian Harvey will receive a letter via registered mail with the new details of the order.

ADJOURNMENT

The meeting adjourned at 2:34 p.m.

MEETING DATE 12/14/2020 (mm/dd/yyyy)

SUBJECT Heritage Advisory Committee Minutes

SUMMARY

Minutes of Meetings 06-2020, 07-2020 and 08-2020 of the Heritage Advisory Committee held on October 22, 2020, November 3, 2020 and November 10, 2020 for information.

ATTACHMENTS

1 HAC minutes Oct 22 2020
2 HAC minutes Nov 3 2020
3 HAC minutes Nov 10 2020

DATE: THURSDAY, OCTOBER 22, 2020 **MEETING NO. 06-2020**

TIME: 5:09 P.M.

PLACE: VIA MS TEAMS

VICE CHAIR: MR. D. YAHN

MEMBERS – ELECTRONIC PARTICIPATION:

Ms. J. Bonazzo
Ms. K. Costa
Mr. A. Cotter, Chair
Ms. D. Pallen
Ms. H. Strobl
Ms. J. Waite
Mr. D. Yahn, Vice Chair

OFFICIALS – ELECTRONIC PARTICIPATION:

Ms. L. Abthorpe, Heritage Researcher
Ms. L. Lavoie, Committee Coordinator

RESOURCE PERSONS – ELECTRONIC PARTICIPATION:

Ms. L. Costanzo, Supervisor – Cultural Development & Events
Mr. J. Kirychuk, Planner II

GUESTS – ELECTRONIC PARTICIPATION:

Councillor R. Johnson
Mr. I. Angus, The Friends of Chippewa Park
Ms. B. McNulty, The Friends of Chippewa Park
Mr. B. McKinnon, 314 Bay Street
Mr. M. Mills, Form Architecture Engineering
Mr. S. Bradley, Executive Director – Thunder Bay Museum

1.0 LAND ACKNOWLEDGEMENT

The Vice Chair, Mr. D. Yahn, acknowledged that we are meeting on the traditional territory of the Ojibwa Anishnaabe people of Fort William First Nation, signatory to the Robinson Superior Treaty of 1850, and recognized the contributions made to our community by the Métis people.

2.0 DISCLOSURES OF INTEREST

None.

3.0 AGENDA APPROVAL

MOVED BY: Ms. H. Strobl
SECONDED BY: Ms. D. Pallen

With respect to the October 22, 2020 Heritage Advisory Committee meeting, we recommend that the agenda as printed, including any additional information and new business, be confirmed.

CARRIED

4.0 PRESENTATIONS

4.1 Chippewa Park Carousel

Ms. B. McNulty, Co-Chair – Restoration Committee and Mr. I. Angus, Project Manager provided a PowerPoint presentation relative to the Chippewa Park Carousel project and responded to questions.

The presentation included the following updates:

- The work follows the conservation plan provided by internationally renowned carousel restoration expert, Lisa Parr
- Rounding boards are made and will be painted throughout winter by high school art students
- Dragon features for rounding boards are being painted
- Sixteen centre column panels will have framed mirrors with carved wooden rosettes at the bottom of each frame
- Centre panels will be painted to match the rounding boards
- Local artist Biljana Baker has joined the project as art advisor
- Chariots will be constructed by high school students
- Thunder Bay Carvers are working on chariot features
- Chariots will be painted over winter
- The carousel horses have all been restored, the only work left is adding jewels
- Gas engine has been dismantled and is ready for sandblasting
- Pelletier's Auto Body has volunteered to do the sandblasting

The presenters noted that funding for restoration of the carousel came first and now they are planning to build a structure to protect the carousel from the elements. Funding is available for a structure built as an addition to an existing building.

The presenters shared an overhead photo showing the original location of carousel in 1935, the current location, since approximately 1967, and a proposed new location inside a structure adjacent to and built as an addition to the Chippewa Park Pavilion. The proposed new structure would be temperature controlled, and include space for an interpretive area, gift shop and a workshop where artisans could teach their craft.

The presenters also pointed out that Chippewa Park would be celebrating 100 years in 2021. A free family festival is being planned, including the unveiling of the fully restored carousel.

Mr. A. Cotter commended The Friends of Chippewa Park for the work they have done to preserve the Chippewa Park Carousel.

The committee discussed the potential designation of the Chippewa Park Pavilion at some point in the future.

There was discussion relative to the proposed structure to house the carousel including:

- Design might include panels that can open up, as long as temperature and humidity is at an appropriate level
- Design might include see through walls so the carousel can be seen from outside and from the beach
- New location and structure will help to preserve the carousel
- Should consider engaging an architect that carries a heritage specialist

The Friends of Chippewa Park will return to HAC with plans before the structure is built.

There was discussion relative to the placement of carousel. It was noted that the new placement would put the carousel front and centre, welcoming visitors to the park.

MOVED BY: Ms. D. Pallen
SECONDED BY: Mr. A. Cotter

That the Heritage Advisory Committee recognizes that a key component of the heritage value of the Chippewa Park Carousel derives from it being located at Chippewa Park;

AND THAT that Heritage Advisory Committee supports locating the Carousel in a modern climate-controlled structure adjacent to and built as an addition to the Chippewa Park Pavilion;

AND THAT a copy of this resolution be forwarded to The City of Thunder Bay's Building Division, if required.

CARRIED

4.2 Finnish Labour Temple – 314 Bay Street

Plans for proposed design of 314 Bay Street, known as the Finnish Labour Temple, a designated heritage property, were distributed separately on Thursday, October 22, 2020.

Mr. B. McKinnon, property owner and Mr. M. Mills, Form Architecture Engineering provided information and responded to questions.

Details relative to the exterior of the building included the following:

- The front of building will remain as it currently exists

- Aluminum doors, which were added in the 70s or 80s, will be replaced
- Exterior fire escapes will be removed to be more consistent with original look of building
- Series of stucco faced structures on east side of building will be removed
- New design creates new entrance to residential units on the east side of building
- On the east side and west side of building, new windows will be added for apartments, the new windows will match the existing window style.
- At the back of the building, new windows will be added where there are currently no windows

Details relative to the interior of the building included the following:

- In the basement level, an office will be removed to create a waiting area for the Hoito with a display area to showcase artifacts to show history of the building
- The scale will remain in place at the Hoito entrance
- The kitchen and dining area will be the same
- In the back of the basement level, one studio apartment will be added, with access to the new east entrance
- Staff areas in back of building will remain and they will be updated and refreshed
- On main floor, intent is to add 5 residential units
- The lounge (formerly the Embassy) will remain, with minor modifications
- Public washrooms will be relocated to behind the lounge
- Main floor lobby, where public has access to lounge, will have a display area to showcase history of building
- Hall will be infilled with 4 suites in the back
- There will be 3 single-bedroom units and 2 two-bedroom units on main floor
- On the second floor, existing stair that goes to main floor will remain
- Seven units will be added on the second floor
- Turret space and attic will be den/study area for one of the units

There was discussion relative to the geothermal heating system. It was noted that there is intent to incorporate the system into the refurbishment plans. It was noted that electric, plumbing and mechanical systems required upgrading to make the building safe for people to live there. Mr. B. McKinnon is waiting for a report to determine if the building contains asbestos.

Mr. B. McKinnon hopes to apply for a demolition permit in early November to begin work inside the building. He will send HAC drawings for approval as soon as they are ready. Members of the committee expressed interest in viewing photos of the building interior prior to approving plans at a future HAC meeting. HAC will arrange a special meeting to review plans and photos in early November.

There was discussion relative to the significance of the building as a cultural icon of the Finnish community and their history in Thunder Bay. Mr. B. McKinnon has received a great deal of positive feedback from current and former citizens of Thunder Bay.

Mr. A. Cotter noted that the plans represented good adaptive reuse of a historical building and thanked Mr. B. McKinnon for his interest in preserving the heritage of the Finnish Labour Temple, and for working with architecture firm that has heritage knowledge.

MOVED BY: Mr. A. Cotter
SECONDED BY: Ms. J. Bonazzo

THAT the Heritage Advisory Committee approves, in principle, the adaptive reuse of 314 Bay Street into residential units, including the redesign of the east side entrance.

CARRIED

4.3 Thunder Bay Museum

Mr. S. Bradley, Executive Director – Thunder Bay Museum provided a PowerPoint presentation relative to exterior door replacement at the Museum's main entrance and responded to questions.

The original wooden double doors together measured 60 inches across, which does not meet current accessibility standards. The current single wooden door and sidelight were installed in the late 80s or early 90s. Mr. S. Bradley pointed out that the current door is degraded and has become a security risk.

Mr. S. Bradley proposes replacing the current door with a single panel door with sidelight on the left. The door will have brass finishes, similar to the brass finishes on original building. The window shape will be similar the original design, but the door will be a single door and measure 42 inches to provide accessibility.

MOVED BY: Ms. J. Waite
SECONDED BY: Ms. D. Pallen

THAT the Heritage Advisory Committee approves replacement of the entrance doors at Thunder Bay Museum, 425 Donald Street East, as presented by Mr. S. Bradley at the October 22, 2020 Committee meeting;

AND THAT the Heritage Advisory Committee confirms that the plans as presented do not conflict with the significant heritage features of the building;

AND THAT a copy of this resolution be forwarded to The City of Thunder Bay's Building Division, if required.

CARRIED

5.0 CONFIRMATION OF PREVIOUS MINUTES

The Minutes of the Heritage Advisory Committee Meeting No. 05-2020 held on September 23, 2020 to be confirmed.

MOVED BY: Ms. D. Pallen
SECONDED BY: Ms. J. Bonazzo

THAT the Minutes of Meeting No. 05-2020 held on September 23, 2020 be confirmed, as amended.

CARRIED

6.0 HERITAGE REGISTER INFORMATION FOR PROPERTY OWNERS

Draft pamphlet entitled Heritage Properties, A Guide For Property Owners Seeking to Make Changes was distributed separately on Thursday, October 22, 2020.

Ms. L. Abthorpe, Heritage Researcher provided information and responded to questions.

The pamphlet will include an alteration information form on the back for property owners to submit to HAC prior to attending a meeting.

A sub-committee was formed to review pamphlet wording. Mr. D. Yahn, Mr. A. Cotter and Ms. K. Costa will be on the sub-committee, with support from Mr. J. Kirychuk, Planner II. The committee will circulate feedback on the pamphlet wording prior to the next meeting. The Chair asked committee members to forward any comments to Ms. L. Abthorpe.

7.0 DOORS OPEN UPDATE

Ms. L. Abthorpe, Heritage Researcher, provided a PowerPoint presentation relative to Digital Doors Open Thunder Bay 2020.

Visits to the Doors Open Ontario website have stayed consistent. Doors Open Thunder Bay makes up 3% of all web visitation. The digital content will remain active into the future.

Ms. L. Abthorpe provided social media statistics and noted that the most-viewed videos have been Saint Joseph's Indian Residential School Memorial and the Pagoda. The City of Thunder Bay shared the Saint Joseph video on their Facebook page in recognition of Orange Shirt Day. Ms. L. Abthorpe continues to post on social media to keep the event fresh. She added the Pagoda video to the list of designated properties on the City of

Thunder Bay website. A video for Sleeping Giant Provincial Park was produced and added to the Doors Open Ontario website.

8.0 HERITAGE RESEARCHER UPDATE

Ms. L. Abthorpe, Heritage Researcher provided an update on the Women in History exhibit for 2020. The three female City Councillors helped to present the inductees in the launch video.

Ms. L. Abthorpe noted that her next projects will include review of the Heritage Properties pamphlet, the Vickers Park cultural evaluation report, updating the heritage register online and testing the City's new walking tour app.

9.0 NEW BUSINESS

10.0 NEXT MEETING DATE

The next meeting is scheduled for Thursday, November 26, 2020 at 5:00 p.m. via MS Teams.

11.0 ADJOURNMENT

The meeting was adjourned at 7:54 p.m.

DATE: TUESDAY, NOVEMBER 3, 2020 **MEETING NO. 07-2020**

TIME: 4:37 P.M.

PLACE: VIA MS TEAMS

CHAIR: MR. A. COTTER

MEMBERS – ELECTRONIC PARTICIPATION:

Ms. J. Bonazzo
Ms. K. Costa
Mr. A. Cotter, Chair
Mr. N. Duplessis
Ms. H. Strobl
Ms. J. Waite
Mr. D. Yahn, Vice Chair

OFFICIALS – ELECTRONIC PARTICIPATION:

Ms. L. Abthorpe, Heritage Researcher
Ms. L. Lavoie, Committee Coordinator

RESOURCE PERSONS – ELECTRONIC PARTICIPATION:

Mr. J-L. Charette, Ministry of Heritage, Sport, Tourism and Culture Industries
Ms. L. Costanzo, Supervisor – Cultural Development & Events
Mr. J. Kirychuk, Planner II
Ms. P. Mader, Arts & Cultural Development Coordinator

GUESTS – ELECTRONIC PARTICIPATION:

Mr. B. McKinnon, 314 Bay Street
Mr. M. Mills, Form Architecture Engineering

1.0 LAND ACKNOWLEDGEMENT

The Chair, Mr. A. Cotter, acknowledged that we are meeting on the traditional territory of the Ojibwa Anishnaabe people of Fort William First Nation, signatory to the Robinson Superior Treaty of 1850, and recognized the contributions made to our community by the Métis people.

2.0 DISCLOSURES OF INTEREST

None.

3.0 AGENDA APPROVAL

MOVED BY: Ms. H. Strobl
SECONDED BY: Mr. D. Yahn

With respect to the November 3, 2020 Heritage Advisory Committee meeting, we recommend that the agenda as printed, including any additional information and new business, be confirmed.

CARRIED

4.0 PRESENTATIONS

4.1 Finnish Labour Temple – 314 Bay Street

Plans from Form Studio Architects, dated October 2020, for 314 Bay Street, known as the Finnish Labour Temple, a designated heritage property were distributed separately via email on Monday, November 2, 2020. Photos of the property were distributed separately via email on Tuesday, November 3, 2020.

Mr. B. McKinnon, property owner and Mr. M. Mills, Form Architecture Engineering provided an update and responded to questions. They shared demolition plans, a historical timeline for the property and photos via MS Teams.

Details about the plans presented include:

- The building's interior will require demolition, stripping down to the studs, due to asbestos found in the plaster
- On first floor, stage floor will stay and be incorporated into the plans with step-ups inside some residential units
- On second floor, new floor structure will be built over hall, there will be partial demolition of balcony
- Roof will come off of east side addition and exterior fire escapes will be removed
- New entrance to residential units will be built on the east side of the building
- Stairs will be built outside back of building for safety and to meet code
- Front façade, turrets and staircase will remain as is
- Windows will be added on main and second floors, on the east, west and back of building
- New shingles are required, they will be charcoal black architectural shingles

There was discussion relative to heritage features inside the building, including the following:

- Most of the interior has been altered over the years, many original features were covered and original mouldings around windows were removed
- Some windows in the second floor office area that have original trim, which will be preserved if possible
- Some of the old tin ceiling exists, but it has been damaged by holes for added features and may require removal due to asbestos
- Modern veneer was placed over original balcony, underneath the balcony may not be in good condition
- Radiators are no longer functional, but are original, so they will be salvaged where possible and incorporated into design inside residential units
- Hardwood floors will be preserved as much as possible as they are one of the heritage features of the building
- Bricks removed to install new windows will be saved and used for renovations to the building's exterior

- Staircase to tower is original, but is not wide enough to meet code and should be widened to be functional
- Wainscotting beside staircase will be preserved if possible
- Newel post at bottom of staircase will be preserved if possible

Mr. M. Mills will provide photos of the heritage features that will be kept and incorporated into the design. After reviewing the photos, the committee will meet again with Mr. B. McKinnon and Mr. M. Mills to consider approval of the interior demolition plans.

There was further discussion relative to the roof and the new east side entrance.

MOVED BY: Mr. D. Yahn
SECONDED BY: Ms. J. Bonazzo

THAT the Heritage Advisory Committee approves installation of charcoal black architectural shingles on the roof, and demolition to prepare for the addition of an entrance on the east side of the building at 314 Bay Street, as presented by Mr. B. McKinnon and Mr. M. Mills at the November 3, 2020 Committee meeting;

AND THAT the Heritage Advisory Committee confirms that the plans as presented do not conflict with the significant heritage features of the building;

AND THAT a copy of this resolution be forwarded to The City of Thunder Bay's Building Division, if required.

CARRIED

5.0 NEXT MEETING DATE

The next meeting is scheduled for Tuesday, November 10, 2020 at 4:30 p.m. via MS Teams.

6.0 ADJOURNMENT

The meeting was adjourned at 6:02 p.m.

DATE: TUESDAY, NOVEMBER 10, 2020 **MEETING NO. 08-2020**

TIME: 4:33 P.M.

PLACE: VIA MS TEAMS

CHAIR: MR. A. COTTER

MEMBERS – ELECTRONIC PARTICIPATION:

Ms. K. Costa
Mr. A. Cotter, Chair
Mr. N. Duplessis
Ms. D. Pallen
Ms. H. Strobl
Mr. D. Yahn, Vice Chair

OFFICIALS – ELECTRONIC PARTICIPATION:

Ms. L. Abthorpe, Heritage Researcher
Ms. L. Lavoie, Committee Coordinator

RESOURCE PERSONS – ELECTRONIC PARTICIPATION:

Ms. L. Costanzo, Supervisor – Cultural Development & Events
Mr. J. Kirychuk, Planner II
Ms. P. Mader, Arts & Cultural Development Coordinator

GUESTS – ELECTRONIC PARTICIPATION:

Mr. B. McKinnon, 314 Bay Street
Mr. M. Mills, Form Architecture Engineering

1.0 LAND ACKNOWLEDGEMENT

The Chair, Mr. A. Cotter, acknowledged that we are meeting on the traditional territory of the Ojibwa Anishnaabe people of Fort William First Nation, signatory to the Robinson Superior Treaty of 1850, and recognized the contributions made to our community by the Métis people.

2.0 DISCLOSURES OF INTEREST

None.

3.0 AGENDA APPROVAL

MOVED BY: Ms. D. Pallen
SECONDED BY: Ms. H. Strobl

With respect to the November 10, 2020 Heritage Advisory Committee meeting, we recommend that the agenda as printed, including any additional information and new business, be confirmed.

CARRIED

4.0 PRESENTATIONS

4.1 Finnish Labour Temple – 314 Bay Street

Document entitled Finnish Labour Temple List of Salvageable Heritage Building Components dated November 5, 2020 was distributed with agenda.

Mr. B. McKinnon, property owner and Mr. M. Mills, Form Architecture Engineering, shared plans via MS Teams for 314 Bay Street, known as the Finnish Labour Temple, a designated heritage property.

Mr. M. Mills shared the List of Salvageable Heritage Building Components via MS Teams and reviewed the list with the committee. Some heritage features have been damaged due to lead paint, asbestos or water damage, but items that can be salvaged will be incorporated into the design or placed on display.

In the basement, the restaurant will remain. Its history is a long and storied component of the building and it is highly recognized by visitors. The middle of the dining area has a tin ceiling exposed, which will be kept, although it has damaged due to electrical installations, and is unrepairable. The scale will remain at the restaurant entrance, in the waiting area.

On the main floor, prior renovations have removed or covered previous heritage components. The lobby will contain minor modifications to suit the new plan layout including the addition of a display space to celebrate the heritage of the building. The lounge will remain with minor modifications to suit the relocation of washrooms as shown on the proposed plans. The existing washroom layout will be demolished to accommodate the new residential layout.

In the hall area, damaged flooring and flooring not matching the new residential units will be removed. The balcony railing will be removed as the original plaster molding appears to have been removed in previous renovations.

In the boardroom/green room, heritage features include window and door trim, which will be removed and salvaged for potential reuse. Radiators will be salvaged. Paneling in the room does not appear to be original to the building.

No heritage features were noted in the main floor office or lounge kitchen. The kitchen will remain in place to serve the lounge.

On the second floor, much of the wood flooring has been painted or covered with material containing asbestos and must be removed. In the second floor southwest office, window and door trim, radiators and wainscoting will be salvaged where possible for reuse. In the second floor apartment, window and door trim and radiators will be salvaged for possible reuse. There were no visible heritage features in the southeast office or second floor boardroom.

The original window trim in the third floor tower is covered with lead paint and must be removed. The stairs to the tower are narrow and do not meet the current code. The stair railing, newel post & wainscoting are original heritage features that will be salvaged if possible. The tower and exterior balcony will both become part of a second floor residential unit. The third floor attic space has no heritage features.

The front exterior façade will remain as it is, including the same colour and the same windows. The rest of the building exterior will remain as per existing with modifications as follows:

- Removal of the existing east additions to accommodate a new entrance as approved by previous HAC resolution
- Installation of new windows to match existing, to meet building code requirements for natural light into the residential units
- New roof shingles, as approved by previous HAC resolution
- Repairs to damaged/spalling brick, damaged soffits, removal of exposed conduit, removal of existing fire escapes

There was discussion relative to incorporating the blue colour that is currently featured prominently in the hall.

Mr. B. McKinnon confirmed his commitment to retaining interior heritage features as much as possible, including the specific items noted in the following resolution as well as any heritage features discovered during the selective demolition phase of the project.

MOVED BY: Ms. H. Strobl
SECONDED BY: Ms. D. Pallen

THAT the Heritage Advisory Committee approves the selective demolition and refurbishment at 314 Bay Street, and supports the creation of residential units as shown in the drawing package and list of salvageable heritage building components presented by Mr. B. McKinnon and Mr. M. Mills at the November 10, 2020 Committee meeting;

AND THAT heritage features shall be retained as much as possible, including, but not limited to the newel post, wainscoting and stair railing to the third floor, radiators and hardwood floors;

AND THAT the proponent commits to further consultation with the Heritage Advisory Committee at the finishing stage of the project;

AND THAT the Heritage Advisory Committee confirms that the plans as presented do not conflict with the significant heritage features of the building;

AND THAT a copy of this resolution be forwarded to The City of Thunder Bay's Building Division, if required.

CARRIED

The Chair thanked Mr. B. McKinnon and Mr. M. Mills for their commitment to preserving as many of the heritage features as possible, and for their excellent adaptive reuse of a designated heritage property. The Chair reemphasized the importance of the building to the people of Thunder Bay, especially the Finnish community.

5.0 NEXT MEETING DATE

The next meeting is scheduled for Tuesday, November 26, 2020 at 5:00 p.m. via MS Teams.

6.0 ADJOURNMENT

The meeting was adjourned at 5:18 p.m.

MEETING DATE 12/14/2020 (mm/dd/yyyy)

SUBJECT Lakehead Region Conservation Authority Committee

SUMMARY

Minutes of Meeting No. 8-2020 of the Lakehead Region Conservation Authority Committee held on October 28, 2020, for information.

ATTACHMENTS

1 LRCA Minutes



LAKEHEAD REGION

CONSERVATION AUTHORITY

Minutes of the Eighth Regular Meeting of the Lakehead Region Conservation Authority held on Wednesday, October 28, 2020, via Microsoft Teams. The Chair called the Meeting to order at 4:30 p.m.

PRESENT:

- Donna Blunt, Chair
- Grant Arnold, Vice-Chair
- Joel Brown
- Rudy Buitenhuis
- Erwin Butikofer
- Andrew Foulds
- Trevor Giertuga
- Andrea Goold
- Umed Panu
- Jim Vezina
- Allan Vis

ALSO PRESENT:

- Tammy Cook, Chief Administrative Officer
- Mark Ambrose, Finance Manager
- Gail Willis, Watershed Manager
- Ryan Mackett, Communications Manager
- Ryne Gilliam, Lands Manager
- Melanie O'Riley, Receptionist/Admin Clerk, recorder of Minutes

1. ADOPTION OF AGENDA

Resolution #85/20

Moved by Erwin Butikofer, Seconded by Andrea Goold

"THAT: the Agenda is adopted as published." CARRIED.

2. DISCLOSURE OF INTEREST

None.

3. MINUTES OF PREVIOUS MEETING

Resolution #86/20

Moved by Umed Panu, Seconded by Allan Vis

“THAT: the Minutes of the Lakehead Region Conservation Authority Seventh Regular Meeting held on Wednesday, September 30, 2020 be adopted as published.” CARRIED.

4. IN-CAMERA AGENDA

An In-Camera session was not held.

5. BUSINESS ARISING FROM PREVIOUS MINUTES

None.

6. CORRESPONDENCE

(a) File: Conservation Authorities Act Review: Enforcement Provisions

Correspondence from Conservation Ontario’s Chair Wayne Emmerson, to Minister Yurek (MECP) and Minister Yakabuski (MNRF) encouraging the enactment of potential enforcement clauses in the *Conservation Authorities Act* that are yet to be enacted were noted.

7. STAFF REPORTS

Members reviewed and discussed Staff Report POLICY-BOD04-2020 related to an amendment to incorporate electronic hearings in the Hearing Guidelines.

Resolution #87/20

Moved by Grant Arnold, Seconded by Rudy Buitenhuis

“THAT: Staff Report POLICY-BOD04-2020 be received AND FURTHER THAT Board of Directors Policy BOD-04: Hearing Guidelines version 2.0 be amended to incorporate electronic hearings.” CARRIED.

Members reviewed and discussed Staff Report CORP-07-2020 related to the designation of Tammy Cook, Chief Administrative Officer, as a Provincial Offences Officer under Sections 28 and 29 of the *Conservation Authorities Act*.

Resolution #88/20

Moved by Jim Vezina, Seconded by Joel Brown

"THAT: Staff Report CORP-07-2020 be received AND FURTHER THAT Tammy Joy Cook, Chief Administrative Officer, be appointed as a Provincial Offences Officer of the Lakehead Region Conservation Authority to enforce regulations under Section 28 and Section 29 of the Conservation Authorities Act within its Area of Jurisdiction." CARRIED.

Members reviewed and discussed Staff Report CONAREA-02-2020 related to a review of payment options in Conservation Areas, as directed by Board Resolution #53/20. A presentation was provided for discussion purposes during the meeting. A subsequent report will be brought forward for Board consideration of options.

Resolution #89/20

Moved by Andrew Foulds, Seconded by Erwin Butikofer

"THAT: Staff Report CONAREA-02-2020 be received." CARRIED.

8. CHIEF ADMINISTRATIVE OFFICER REPORT

Members were provided with the monthly Treasurer's Report for September's Administration and Capital.

Members were advised that the LRCA Administrative building will serve as a polling station if a Federal election is called.

9. PASSING OF ACCOUNTS

Resolution #90/20

Moved by Umed Panu, Seconded by Andrea Goold

"THAT: having examined the accounts for the period of September 1, 2020 to September 30, 2020 cheque #2062 to #2094 for \$22,932.54 and preauthorized payments of \$65,603.03 for a total of \$88,535.57, we approve their payment." CARRIED.

10. REGULATORY ROLE

Members were provided with the Plan Input and Review Summary for the Period of September to October 22, 2020 and a summary of Section 28 Permits issued in 2020 to date.

11. PROJECTS UPDATE

Members were advised that staff were successful in securing a second TD Friends of the Environment Fund grant in the amount of \$12,790.00 which will be used for Environment Education.

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It was noted the 2021 Fundraising calendar has been fully funded through the sale of advertising to local businesses and organizations. 10,000 copies of the calendar will be distributed locally, free of charge, to watershed residents.

It was noted that a discussion will take place at the November 9, 2020 Foundation Meeting about what form the 2021 Fundraising Dinner is going to take as is unlikely that the in-person dinner and auction will not be feasible in February 2021 due to COVID-19.

It was noted that the Communications Manager attended a virtual Adobe MAX conference on October 20-23.

It was noted that staff have applied for a \$5,000.00 grant from the Tbaytel For Good fund, for the creation of a healing trail on the LRCA Administrative Office property.

It was noted that the Lake Superior water levels continue to be above average. A Shoreline Condition Statement remains in effect due to the high levels.

It was noted that due to COVID-19, the Ministry of the Environment, Conservation and Parks had suspended the Provincial Water Quality Monitoring Network (PWQMN) and Provincial Groundwater Monitoring Network (PGMN) water quality sampling programs. The programs were reinitiated in October and staff have begun sampling groundwater wells and surface water sites.

It was noted on September 30th, the Watershed Manager presented the webinar "2019 Whitefish River Flood Event" at the 2020 Ontario Flood Forecasting and Warning Workshop.

On October 16th, the Watershed Manager and the Watershed Stewardship Technician Intern hosted a stakeholder and volunteer day event for eleven participants to learn about the rehabilitation and enhancement plans for Fisherman's Park West, in addition to preparing the site for spring 2021 plantings.

12. NEW BUSINESS

None.

13. NEXT MEETING

Wednesday, November 25, 2020, at 4:30 p.m. via Microsoft Teams. The 2021 Final Budget will be presented for approval.

14. AJOURNMENT

Resolution #91/20

Moved by Jim Vezina, seconded by Rudy Buitenhuis

"THAT: the time being 5:45 p.m. AND FURTHER THAT there being no further business we adjourn." CARRIED.


Chair


Chief Administrative Officer

Corporate Report

DEPARTMENT/ DIVISION	City Manager's Office - Corporate Strategic Services	REPORT NO.	R 148/2020
DATE PREPARED	12/01/2020	FILE NO.	
MEETING DATE	12/14/2020 (mm/dd/yyyy)		
SUBJECT	Advocacy: Social Issues, Support for Vulnerable People.		

RECOMMENDATION

With respect to Report No. R 148/2020 (City Manager's Office – Corporate Strategic Services), we recommend in support of Administration's current efforts to establish safer spaces for individuals who consume alcohol in public;

AND THAT Administration work with community partners to support and advance current efforts for safer supply locally;

AND THAT the City of Thunder Bay await the evaluation of the Kenora Makwa Patrol Pilot Project to better understand the effectiveness of this program, and to support the Indigenous community if they wish to initiate a similar model in Thunder Bay;

AND THAT Administration prepare a more detailed discussion paper on decriminalization for Intergovernmental Affairs Committee (IGA) and participate in a future IGA meeting to answer questions and assist IGA in developing a recommendation to City Council;

AND THAT the advocacy items contained in Memorandum (Reference Number 31/51) by Councillor A. Ruberto (dated July 22, 2020) be referred to Intergovernmental Affairs Committee (IGA) for further advocacy, and Administration, with support from community experts, prepare briefing notes on each of the identified advocacy items to assist IGA with future advocacy efforts;

AND THAT a priority be placed on advocacy to address the opioid crisis;

AND THAT any necessary by-laws be presented to City Council for ratification.

LINK TO STRATEGIC PLAN

This advocacy connects to Council's objectives in the 2019-2022 Strategic Plan, One City, Growing Together. Under the *Grow* and *Renew* pillars are strategic priorities to further community safety and well-being initiatives and one of the strategic questions to guide decision making is, Will we be safer and feel safer?

EXECUTIVE SUMMARY

Chief of Police Sylvie Hauth and the Thunder Bay Drug Strategy Coordinator met with the Minister of Health Patty Hajdu on September 9, 2020 to discuss decriminalization.

The Thunder Bay Drug Strategy (TBDS) Coordinator, Thunder Bay Crime Prevention Council (CPC) Coordinator, and Chief of Police Sylvie Hauth, sought input from the members of the TBDS and CPC to inform Administration's response to Councillor Ruberto's Memo (dated July 22, 2020 presented at COW August 10, 2020). Sessions were held on October 6, 2020 and November 4, 2020. At those sessions, Chief Hauth, Ms. L. Chevrette, and Ms. C. Olsen provided some overview of current context in relation to substance use and harms at the local level, as well as some information on each of the items contained within Councillor Ruberto's memo.

Councillor A. Ruberto's Memo contained two motions:

Motion #1 - Pilot Project

This motion requested exploration of a pilot project to support vulnerable people in our city requiring access to safe spaces; the development of a Safe Supply Program similar to the Managed Alcohol Program; review of the Kenora Bear Clan Pilot Project to determine if a similar project would be of benefit for Thunder Bay; and opportunities for funding relative to an exemption for decriminalization of simple drug possession.

Motion #2 – Advocacy

This motion recommended that the Intergovernmental Affairs Committee advocate for change in the following priority areas: Basic Income Support; decriminalization of drugs for personal use; increased funding relative to the opioid crisis that includes a national and provincial strategy and support for municipalities; development of a safe supply program similar to the Managed Alcohol Program; greater funding for supervised consumption services (mobile and outdoor sites); greater funding for social housing and associated supports; additional funding for Emergency Shelter in Thunder Bay during the day and for the SOS program

With respect to Motion #1, the following is a summary of feedback from our respective members:

- Support for working with community partners toward the development of a safe space for individuals who consume alcohol in public
- Support for working with community partners toward the development of a safer supply program in Thunder Bay
- Members note that a safety patrol currently exists in the community and more consideration must be given if another patrol is to be established
- Support for exploring decriminalization of substances for personal use

With respect to Motion #2, the following is a summary of feedback from our respective members:

- Support further advocacy for Basic Income Support/Program
- Support further advocacy for decriminalization of substances for personal use
- Support further advocacy for a national and provincial opioid strategy with increased funding
- Support further advocacy for safer supply initiatives
- Support further advocacy for increased funding for consumption and treatment services
- Support further advocacy for supportive housing
- Support further advocacy for increased funding for emergency shelter day supports, and for permanent funding for the SOS program

DISCUSSION

Overview of the Consultation Sessions

The Thunder Bay Drug Strategy and Crime Prevention Council Coordinators invited their members to participate in joint consultation sessions to review and provide feedback in response to the Memorandum from Councillor A. Ruberto, dated July 22, 2020, relative to Advocacy, Social Issues for Vulnerable People.

Two consultation sessions were held: October 6 and November 4, 2020. Kari Chiappetta Consulting Inc. facilitated both sessions, using the Zoom platform, and compiled responses. Zoom break-out rooms were used to facilitate smaller group discussions.

Overview of Current Context - Opioid Crisis

Prior to the global pandemic, Canada was in the midst of an ongoing public health crisis related to ever increasing opioid poisoning deaths. The Thunder Bay Drug Strategy and Thunder Bay District Health Unit updated a situational assessment on Opioid Use and Impacts in Thunder Bay District and noted the following¹:

- In 2018, Superior North EMS (SNEMS) responded to 278 suspected opioid related overdoses, which was three times greater than the year before
- In 2018, there were 207 visits to the emergency department for drug overdose related to opioids, which was two times greater than the provincial average
- In 2018, there were 44 opioid poisoning deaths in the Thunder Bay District Health Unit area, which was four times the provincial rate
- Males between the ages of 25 and 44 were the most represented group impacted by opioid poisoning for paramedic responses, emergency department visits, and opioid related deaths
- 80% of deaths are occurring in private residences, with 66% of individuals being in their own home at the time of death
- Approximately 34% of individuals were alone at the time of death

¹ Thunder Bay Drug Strategy; Thunder Bay District Health Unit. Snapshot 2019: Opioid Use & Impacts in Thunder Bay District. Thunder Bay, ON: Thunder Bay Drug Strategy; 2020 (unpublished).

- Fentanyl and fentanyl analogues directly contributed to over half (55%) of opioid poisoning deaths
- As part of this updated situational assessment, key recommendations were made to and endorsed by the Opioid Surveillance & Response Task Force of the Thunder Bay Drug Strategy, including advocating for a legal, regulated safe substance supply in Canada

Locally, Superior North EMS (SNEMS) had indicated they were responding to an increasing number of overdoses. As such, a special meeting of the Opioid Task Force was called. At that meeting it was identified that SNEMS was responding to more overdose calls with increased acuity. Additionally, partners from other communities in Ontario were also reporting similar trends.

The World Health Organization declared a global pandemic of the Coronavirus Disease (COVID-19) on March 11, 2020, and Ontario declared a state of emergency on March 17, 2020. While diseases can make anyone sick, some Canadians are more at risk of getting an infection and developing severe complications due to their health, social and economic circumstances.² As a result of the state of emergency in Ontario, public health restrictions such as physical distancing resulted in the disruption to the traditional means of care that could be provided by addiction & mental health services, harm reduction and outreach services, as well as addiction medicine clinics and pharmacies. Additionally, the global message to physically distance and socially isolate was in stark contradiction to safer substance use messages – in particular, to not use alone due to the increased risks of fatal overdose. Disruptions to care pathways and changes to the drug supply in Canada has resulted in an increase in substance use morbidity and mortality^{3,4}.

By June 2020, the Ontario Chief Coroner announced there had been a 25% increase in suspected drug-related deaths in the first three months of the pandemic⁵.

After the consultation sessions, further evidence was released demonstrating changes to patterns of opioid-related deaths in Ontario during the COVID-19 pandemic⁶:

- There were 1,018 opioid-related deaths in Canada during the first three months of 2020 (prior to pandemic), and 96% were accidental

² Public Health Agency of Canada. Corona Virus Disease (COVID-19): Vulnerable Populations and COVID-19. (April 5, 2020). Available from: <https://www.canada.ca/en/public-health/services/publications/diseases-conditions/vulnerable-populations-covid-19.html>

³ Canadian Centre on Substance Use and Addiction. CCENDU alert: changes related to COVID-19 in the illegal drug supply and access to services, and resulting health harms. Ottawa, ON: Canadian Centre on Substance Use and Addiction; 2020. Available from: <https://www.ccsa.ca/sites/default/files/2020-05/CCSA-COVID-19-CCENDU-Illegal-Drug-Supply-Alert-2020-en.pdf>

⁴ Ontario Drug Policy Research Network; Office of the Chief Coroner for Ontario/Ontario Forensic Pathology Service; Ontario Agency for Health Protection and Promotion (Public Health Ontario); Centre on Drug Policy Evaluation. Preliminary Patterns in Circumstances Surrounding Opioid-Related Deaths in Ontario during the COVID-19 Pandemic. Toronto, ON: Ontario Drug Policy Research Network; 2020. Available from: <https://www.publichealthontario.ca/-/media/documents/o/2020/opioid-mortality-covid-surveillance-report.pdf?la=en>

⁵ CBC News. Pandemic worsens Canada's deadly opioid overdose epidemic. CBC [Internet], 2020 Jun 10 [cited 2020 Oct 15]; Health. Available from: <https://www.cbc.ca/news/health/drug-overdoses-covid19-1.5605563>

⁶ Ontario Drug Policy Research Network; Office of the Chief Coroner for Ontario/Ontario Forensic Pathology Service; Ontario Agency for Health Protection and Promotion (Public Health Ontario); Centre on Drug Policy Evaluation. Preliminary Patterns in Circumstances Surrounding Opioid-Related Deaths in Ontario during the COVID-19 Pandemic. Toronto, ON: Ontario Drug Policy Research Network; 2020. Available from: <https://www.publichealthontario.ca/-/media/documents/o/2020/opioid-mortality-covid-surveillance-report.pdf?la=en>

- Opioid related deaths increased rapidly after declaring the state of emergency in Ontario (March 17, 2020), resulting in a 38% increase in opioid related deaths in the first 15 weeks of the pandemic
- Projections, if opioid-related deaths continue to increase at the same rate, are that there could be nearly 2,300 deaths in the province by the end of the year (a 50% increase from 2019)

On November 23, 2020, the Thunder Bay Drug Strategy and Thunder Bay District Health Unit issued an alert, based on information from Thunder Bay Police, about an increase in overdoses – some resulting in death – due to an increasingly toxic drug supply⁷. Further, police have indicated they continue to respond to an increase in overdose calls. Urgent solutions are needed.

Motion 1:

Safe Spaces for People who Consume Alcohol in Public

In March 2020, a member of the Thunder Bay Drug Strategy identified an issue of strategic importance at the first meeting of the year. It was identified that there is increased harm and victimization toward and among individuals who are consuming alcohol (beverage and non-beverage) in the community. A discussion was held relative to vulnerability while intoxicated and creating a safe space for individuals who have no other locations to consume alcohol. A Task Team was struck with members of the Drug Strategy.

The Alternatives to Public Drinking Task Team reviewed a program that was developed in Vancouver, that provides a safe space for individuals who consume illicit alcohol (either non-beverage, or beverage alcohol in an illicit manner [e.g. in public]), provides managed alcohol support in a community based setting, provides an illicit exchange (where non-beverage alcohol can be exchanged for beverage alcohol), provides a brew co-op (brew your own), as well as providing connection to peers and allied health providers. Members of the Task Team reviewed the evidence from this program and felt this model could be a viable option for Thunder Bay. It could alleviate community concerns about public intoxication/public drinking, and provide a low-barrier service and space to improve the safety and well-being of individuals dependent on alcohol.

It was noted that public consumption of alcohol occurs in pockets throughout the city, so one location may not meet the needs of the community. Additionally, given the program in Vancouver was borne out of the efforts of individuals with lived expertise, it was determined that further engagement with individuals who are drinking in public would be essential. As such, through the Drug Strategy Coordinator, the Task Team has engaged with the Centre for Rural and Northern Health Research (CRaNHR) to develop a process to conduct a feasibility study on the appropriateness of implementing such a program locally.

While there were several great suggestions regarding pilot project opportunities identified by participants of the consultation, it is recommended that City Council support Administration's current efforts with the aforementioned project.

⁷ CBC News. Thunder Bay Police issue warning about street drug known as 'down' or 'dizzy'. CBC [Internet], 2020 Nov 23 [cited 2020 Dec 1]: Available from: <https://www.cbc.ca/news/canada/thunder-bay/overdose-warning-1.5813144>

Safer Supply Initiatives

The Drug Strategy Coordinator provided an overview of current safer supply initiatives in Ontario. Currently there exists a handful of known community-based Safer Opioid Supply programs (SOS) which are intended to serve as part of a larger response to the opioid poisoning crisis at the community level. Safer Supply programs are driven by a harm reduction and public health approach to substance use by providing a supply of pharmaceutical drugs people who use drugs, who are at high risk of overdose due to the toxic, unregulated drug supply.

Currently, most safer supply initiatives are targeted efforts to reach individuals for whom other types of treatment models have not worked, often as a result of structural barriers faced by individuals who are impacted by homelessness, poverty, mental health issues, racism and stigma⁸. Therefore, they are not large in scale, targeting those of highest risk in a community.

The goals of safer supply programs are to reduce the risk of overdose (fatal and non-fatal) by providing a supply of pharmaceutical drugs that have a known potency to replace dependence on the unregulated and increasingly toxic illicit drug supply. These initiatives have demonstrated high client retention, significant reduction in overdose deaths, and increased connections for individuals to health care supports⁹. Further, these initiatives also improve community safety and well-being, and reduce enforcement and criminal justice related costs¹⁰.

The Municipal Drug Strategy Coordinators Network of Ontario developed advocacy documents to both the provincial and federal government, and the Thunder Bay Drug Strategy endorsed those recommendations based on Drug Strategy Panel support to do so at the September 2020 Drug Strategy meeting.

In consultation with members of the Drug Strategy and Crime Prevention Council, it is recommended that Administration work with community partners to support and advance current efforts for safer supply locally.

“It would be irresponsible for us not to explore this option.” – attendee of consultation session, October 2, 2020

Safety Patrol

Administration was asked to review the Bear Clan Pilot Project approved in the city of Kenora to determine if a similar project would be of benefit for Thunder Bay.

L. Chevrette reviewed the pilot project, and had conversations with numerous individuals in Kenora and Thunder Bay, in addition to the consultations with the TBDS and CPC.

⁸ Hales, J., Kolla, G., Man, T., O'Reilly, E., Rai, N., Sereda, A. (2019). *Safer Opioid Supply Programs (SOS): A Harm Reduction Informed Guiding Document for Primary Care Teams-April 2020 update*. Available online: <https://bit.ly/3dR3b8m>

⁹ Canadian Centre on Substance Use and Addiction. “Exploring Expanded Response Options to Opioid Harms: Case Studies from Four Canadian Clinics”, June 2020. Available from: <https://www.ccsa.ca/sites/default/files/2020-06/CCSA-Expanded-Response-Options-Opioid-Harms-Case-Studies-2020-en.pdf>

¹⁰ Ontario Agency for Health Protection and Promotion (Public Health Ontario), Leece P, Tenenbaum M. Evidence Brief: Effectiveness of supervised injectable opioid agonist treatment (sIOAT) for opioid use disorder. Toronto, ON; 2017. Available from: <https://www.publichealthontario.ca/-/media/documents/E/2017/eb-effectiveness-sioat.pdf?la=en>

The Kenora Bear Clan Patrol was first established in 2016, but stopped patrolling after approximately two years due to challenges in securing volunteers and funding support. The Bear Clan Patrol was re-established in the summer of 2020 as a one-year Pilot Project, after receiving \$800,000 from the Province and \$400,000 from Kenora District Services Board. The funding is flowing through Kenora Chief's Advisory.

Within the first months of operation, it was determined that the Bear Clan governance model was not best suited to the needs of vulnerable people in Kenora. A new model was developed to better meet these needs, and the project was renamed the Kenora Makwa Patrol by an Elder's Council.

The Kenora Makwa Patrol is an Indigenous-led, community based initiative developed to provide a sense of safety, solidarity, and belonging to both its members and the community they serve, whose presence is also intended to reduce criminal activity in the downtown core. This is achieved in a non-violent, non-threatening, non-judgmental and supportive manner via relationship building and reconciliation. The project is guided by a Community Council.

A Thunder Bay chapter of Bear Clan Patrol was established in late 2016. This was initiated and led by the Indigenous community. This volunteer group received training from the then Executive Director of Winnipeg's Bear Clan Patrol James Favel and the Thunder Bay Police Service, and began patrolling in January 2017. In late 2018, the Winnipeg Bear Clan (the parent organization) revoked Thunder Bay's Bear Clan membership after some disagreement in terms of the Thunder Bay Chapter's approach. A group of volunteers continued to work, and became the independent, Indigenous-led grassroots safety patrol called Wiindo Debwe Mosewin patrol, which translates into "Walking in Truth." This group continues to patrol in Thunder Bay.

During the consultations, there were mixed feelings about re-establishing a Bear Clan in Thunder Bay. Some concerns were expressed about the history of Bear Clan in Thunder Bay and how it was dissolved, and that establishing a new Bear Clan Patrol could be divisive. Concerns have also been expressed by Indigenous community members about the governance structure of the Bear Clan model.

The Kenora Bear Clan Pilot Project is being evaluated. At this time, it is recommended that the City await the results of this evaluation to better understand the effectiveness of this program on community safety and well-being. Several recent reports (i.e., Broken Trust-Indigenous People and the Thunder Bay Police Service (Office of the Independent Police Review Director); Thunder Bay Police Services Board Investigation-Final Report (Ontario Civilian Police Commission); Under suspicion: Research and consultation report on racial profiling in Ontario (Ontario Human Rights Commission); Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls) have highlighted the issue of distrust between public institutions and the Indigenous community, and the need to address systemic racism and race relations. They have also highlighted the need to support grassroots and community-led programs, and to support self-governance and self-determination. Given that the Bear Clan model is based on a traditional Indigenous model of providing safety and care in communities, it is recommended that if another Bear Clan (or similar patrol model) is

to be established in Thunder Bay, that it be initiated and led by the Indigenous community with support, as requested, of public institutions.

Decriminalization

Ms. C. Olsen shared the following as an overview related to decriminalization:

- Chief Hauth and Ms. C. Olsen met with Minister Hajdu on September 9, 2020 to discuss decriminalization. The Minister indicated she does have the authority to issue an exemption under the *Canadian Drugs and Substances Act* (CDSA) to decriminalize for personal possession. The Minister cautioned, however, that these efforts at a local level (within municipal boundaries) could be challenging to navigate, in particular in provinces where there is not support at the political level for decriminalization.
- Among many others, the Canadian Association Chiefs of Police (CACP) have issued a position paper in support of decriminalization. Key points from their report¹¹ are as follows:
 - Evidence suggests decriminalization is an effective way to reduce public health and public safety harms associated with substance use
 - Diversion could reduce recidivism, ancillary crimes and increase health and safety outcomes for people who use drugs
 - Decriminalization does not equal legalization, and the CACP is not in support of legalization
 - Decriminalization for personal use does not remove criminal penalties for illegal drug manufacturers, dealers and traffickers. It would not dismantle drug enforcement efforts – the illicit market would still exist and police forces would still be required to enforce drug laws
 - A decriminalization model would not mean a decrease in operating or staffing costs for police
 - While there has been a paper¹² outlining how British Columbia could implement a decriminalization model at the provincial level, there would still exist challenges to work through: (a) determining threshold amounts; (b) determining appropriate penalties; (c) determining how to link individuals to supports
 - Lack of substance use treatment options and diversion programs in communities could continue to put strain on police and ultimately not improve individual health and safety outcomes
 - The CACP recommend a national task force to research Canadian Drug Policy reform – “specifically reform to s. 4(1) of the CDSA related to simple possession and to recommend alternatives to criminal sanctions; specifically, alternatives that promote a health-based diversionary approach”¹³

¹¹ Canadian Association of Chiefs of Police. Findings and recommendations report. Decriminalization for Simple Possession of Illicit Drugs: Exploring Impacts on Public Safety & Policing, Special Purpose Committee on the Decriminalization of Illicit Drugs, July 2020. Available from: https://www.cacp.ca/index.html?asst_id=2189

¹² British Columbia Office of the Provincial Health Officer. Stopping the Harm: Decriminalization of People who Use Drugs in BC (Provincial Health Officer's Special Report., 2019). Available from: <https://www2.gov.bc.ca/assets/gov/health/about-bc-s-health-care-system/office-of-the-provincial-health-officer/reports-publications/special-reports/stopping-the-harm-report.pdf>

¹³ Canadian Association of Chiefs of Police. Findings and recommendations report. Decriminalization for Simple Possession of Illicit Drugs: Exploring Impacts on Public Safety & Policing, Special Purpose Committee on the Decriminalization of Illicit Drugs, July 2020. Available from: https://www.cacp.ca/index.html?asst_id=2189

- Further, it was identified that others such as the Canadian Public Health Association¹⁴, Toronto's Chief Medical Officer of Health¹⁵, and more recently Canada's Chief Medical Officer of Health Dr. Theresa Tam¹⁶, have vocalized support for exploring decriminalization
- At the time of the consultation, Oregon became the first state in the USA to decriminalize substances for personal possession¹⁷
- Since the consultation, Vancouver Mayor Kennedy Stewart put forward a motion to Vancouver City Council to decriminalize substances for personal possession within the boundaries of the municipality¹⁸. Vancouver City Council unanimously voted in favour, making it the first jurisdiction in Canada to work toward decriminalization¹⁹
- The HIV Legal Network released a primer²⁰ (Attachment A) for municipal and provincial governments, citing that there are more than 170 organization across Canada who have called on the federal government to issue an exemption at the national level. Their primer also indicates there were 70,140 drug related charges in Canada in 2019, of which 32,328 were for personal possession, and that 69% of all drug arrests in Canada between 2014 and 2019 were for personal possession.

During the consultation there was clear support for moving toward decriminalization. However, concerns were raised whether this was the right time. Individuals echoed support for safer supply as an initial step. Key points/questions raised are as follow:

- Unsure if there are adequate resources for individuals to access harm reduction and treatment support in the community
- Community organizations/service provider level of support is high – unsure if general public is ready for this approach
- Unsure of how the community can get to upstream prevention efforts alongside these other approaches to effectively reduce demand for substances

As such, Administration recommends to have a more detailed discussion paper on decriminalization prepared for Intergovernmental Affairs Committee (IGA) and Administration participate in a future meeting to answer questions and assist IGA to develop a recommendation to City Council.

¹⁴ Canadian Public Health Association. Decriminalization of Personal Use of Psychoactive Substance. Position Statement, October 2017. Ottawa, ON; 2017. Available from: <https://www.cpha.ca/sites/default/files/uploads/policy/positionstatements/decriminalization-positionstatement-e.pdf>

¹⁵ The Star. Chief medical officer calls for decriminalization of all drugs for personal use. The Star [Internet] 2018 Jul 9 [cited 2020 Dec 1]. Available from: <https://www.thestar.com/news/gta/2018/07/09/chief-medical-officer-calls-for-decriminalization-of-all-drugs-for-personal-use.html>

¹⁶ CBC News. We can't "arrest our way out" opioid crisis: Dr. Tam. CBC [Internet] 2020 Oct 29 [cited 2020 Dec 1]. Available from: <https://www.thestar.com/news/gta/2018/07/09/chief-medical-officer-calls-for-decriminalization-of-all-drugs-for-personal-use.html>

¹⁷ CNN. Oregon becomes the first state to decriminalize small amounts of heroin and other street drugs. CNN [Internet], 2020 Nov 9 [cited 2020 Dec 1]. Available from: <https://www.cnn.com/2020/11/09/politics/oregon-decriminalize-drugs-tmd/index.html>

¹⁸ Vancouver City Council. Standing Committee of Council on City Finance and Services Minutes, Wednesday, November 25, 2020. Retrieved from: <https://council.vancouver.ca/20201125/documents/cfsc20201125min.pdf>

¹⁹ Vancouver Sun. Vancouver council unanimously supports motion to decriminalize drug possession. Vancouver Sun [Internet], 2020 Nov 26 [cited 2020 Dec 1]. Available from: https://vancouver.sun.com/news/local-news/vancouver-council-unanimously-supports-motion-to-decriminalize-drug-possession?_cldee=Y29sc2VuQHRodW5kZXJiYXkuY2E%3d&recipientid=contact-45f6e4f1d1e6118105480fcea931-e49346f481c34bd7966e7f2df44d12fb&esid=50bf9c78-f62f-eb11-a813-000d3af4a4ca

²⁰ HIV Legal Network. Decriminalizing People who use Drugs: Making the Ask, Minimizing the Harms. A Primer for Municipal and Provincial Governments, November 2020. Available from: [file:///C:/Users/colsen/Downloads/3279_HIVLegalNetwork_DecrimPeopleWhoUseDrugs_GovPrimer-FINAL%20\(1\).pdf](file:///C:/Users/colsen/Downloads/3279_HIVLegalNetwork_DecrimPeopleWhoUseDrugs_GovPrimer-FINAL%20(1).pdf)

Motion 2:

Twenty seven members of the TBDS and CPC participated in a discussion about decriminalization and provided feedback. The following is a summary:

Basic Income Support

All participants were in support of advocacy; however, 25% believed this topic requires more discussion.

Decriminalization of hard drugs for personal use

81% of participants were in support of advocacy; however, 13% believed this topic requires more discussion.

Increased funding relative to the opioid crisis that includes a national and provincial strategy and support for municipalities

All participants were in full support of advocacy to address this critical issue in our community.

Development of a safe supply program Safe Supply

All participants were in support of advocacy; however, 19% believed this topic requires more discussion.

Greater funding for supervised consumption services -mobile

All participants were in support of advocacy; however, 19% believed this topic requires more discussion.

Greater funding for supervised consumption services -outdoor

81% of participants were in support of advocacy; however, 13% believed this topic requires more discussion.

Greater funding for social housing and associated supports

All participants were in full support of advocacy.

Additional funding for Emergency Shelter during the day

All participants were in full support of advocacy.

Additional funding for SOS program

94% of participants were in support of advocacy; 6% believed this topic requires more discussion.

As such, Administration recommends that City Council bring to Intergovernmental Committee (IGA) these items for further advocacy and that Administration, with support from community experts, prepare briefing notes on each of the identified advocacy items to assist IGA in any future advocacy efforts.

It was also identified that there is a need to determine priority for advocacy action for this list of topics. Community experts will be consulted by the TBDS and CPC to determine this priority.

However, at this time, given the exceptional rate of increased mortality due to toxic drug supply, Administration recommends placing initial priority to advocacy in the areas related to the opioid crisis: **Increased funding relative to the opioid crisis that includes a national and provincial strategy and support for municipalities; Development of a safe supply program; Greater funding for supervised consumption services – mobile; Greater funding for supervised consumption services – outdoor.**

FINANCIAL IMPLICATION

Advocacy is recommended to be undertaken within the existing approved budget.

CONCLUSION

It is concluded that City Council support Administration's current efforts to establish safer spaces for individuals who consume alcohol in public and work with community partners to support and advance current efforts for safer supply locally;

It is further concluded that City Council should await the evaluation of the Kenora Makwa Patrol Pilot Project to better understand the effectiveness of this program, and to support the Indigenous community if they wish to initiate a similar model in Thunder Bay;

It is further concluded that City Council direct Administration to prepare a more detailed discussion paper on decriminalization for Intergovernmental Affairs Committee to form a recommendation to be presented to Council; and bring advocacy items outlined in this memo to Intergovernmental Affairs Committee for further advocacy, and that Administration, with support from community experts, prepare briefing notes on each of the identified advocacy items to assist IGA with future advocacy efforts; and that a priority be placed on advocacy to address the opioid crisis;

BACKGROUND

Referral Resolution (August 10, 2020 Committee of the Whole) recommended that the content and associated motions from Memorandum by Councillor A. Ruberto be referred to Administration in order to consult and collect feedback from the Thunder Bay Police Service, Crime Prevention Council and Thunder Bay Drug Strategy.

Memorandum (Reference Number 31/51) by Councillor A. Ruberto's Memo (dated July 22, 2020) was presented at Committee of the Whole on August 10, 2020,

Thunder Bay Drug Strategy

The Thunder Bay Drug Strategy was developed over three years with extensive community consultation and review of the evidence to make recommendations to address substance related harms in the community under five pillars; prevention, treatment, harm reduction, enforcement,

and housing. The Drug Strategy for the City of Thunder Bay was endorsed by the Board of Health and by City Council in 2011 as the official plan to address substance related harms. In 2017, the Drug Strategy renewed its strategic plan, and was again approved by City Council and is supported by six funding partners: Thunder Bay Regional Health Sciences Centre, Thunder Bay District Health Unit, Thunder Bay Police, St. Joseph's Care Group, Superior North EMS, and North West Local Health Integration Network. The Drug Strategy Implementation Panel and its various Working Groups are comprised of nearly 60 local organizations, community groups and community members, including individuals with lived/living expertise.

Thunder Bay Crime Prevention Council

The Thunder Bay Crime Prevention Council was established in 2010 at the direction of City Council. It includes 45 members from 15 different sectors, including agencies, service providers and community members. Its mission is to enhance the safety and well-being of everyone in Thunder Bay by engaging the community and advancing ideas and actions that reduce crime, social disorder, victimization and fear of crime. On January 1, 2019, the Ontario Government passed legislation mandating municipalities to develop and implement a Community Safety & Well-Being (CSWB) Plan. Thunder Bay City Council passed a resolution appointing the Crime Prevention Council as the Advisory Committee to coordinate and implement this work.

REFERENCE MATERIAL ATTACHED:

Attachment A – A Primer for Municipal and Provincial Governments. Decriminalizing People who use Drugs: Making the Ask, Minimizing the Harms. HIV Legal Network, November 2020

***PREPARED BY: CYNTHIA OLSEN, COORDINATOR, THUNDER BAY DRUG STRATEGY
LEE-ANN CHEVRETTE, COORDINATOR, CRIME PREVENTION COUNCIL***

THIS REPORT SIGNED AND VERIFIED BY: (NAME OF GENERAL MANAGER)	DATE:
Norm Gale, City Manager	December 4, 2020

A PRIMER FOR MUNICIPAL AND PROVINCIAL GOVERNMENTS

DECRIMINALIZING PEOPLE WHO USE DRUGS

MAKING THE ASK, MINIMIZING THE HARMS



BACKGROUND

Between January 2016 and March 2020, more than 16,300 people in Canada were reported to have fatally overdosed.¹ Since the onset of the COVID-19 pandemic, record numbers of overdose deaths have been reported in multiple cities and provinces.² In September 2020, British Columbia experienced a 112% increase from the number of overdose deaths in the previous September,³ and more people have died from overdose in the first eight months of 2020 than in all of 2019.⁴ Alberta has experienced record high overdose deaths in 2020 with the majority of municipalities reporting 140% increases in emergency medical services (EMS) responses to opioid-related events from the first to second quarter of 2020.⁵ In Toronto, EMS responded to 132 suspected opioid-related overdose deaths between April 1 and September 30, 2020, an increase from 59 during the same period in the previous year.⁶ This reflects a 40% increase in overdose deaths across Ontario.⁷

As the COVID-19 pandemic and the overdose crisis sweep across Canada, all policymakers have an obligation to adopt evidence-based measures that uphold the health and safety of people who use drugs.⁸ **This includes municipal and provincial governments, who can take immediate steps to minimize the harms of current drug laws by decriminalizing drug possession for personal use (i.e. “simple drug possession”) in their own jurisdictions.**

This report outlines how they can do this through a request to the federal Minister of Health, who has a broad power to issue exemptions from the federal law criminalizing simple drug possession. As outlined below, this approach is not novel, and employs an existing provision in the *Controlled Drugs and Substances Act* (CDSA) that already allows supervised consumption services to operate without risk of criminal prosecution.

In large part, a toxic drug supply is responsible for the catastrophic rate of fatal overdoses in Canada, and this toxicity has been exacerbated by pandemic-related disruptions to the criminalized drug market. But the illicit underground market is itself driven by Canada’s long-standing policy of drug prohibition, which makes it illegal to possess even small amounts of drugs for personal use under section 4(1) of the *Controlled Drugs and Substances Act* (CDSA). The criminalization of simple drug possession along with the attendant fear of drug seizures and arrests push some people who use drugs to do so in isolation, compromising their ability to take critical safety precautions, such as using a “buddy system” or accessing supervised consumption services (SCS).⁹ It also creates significant barriers to health care and social supports by fuelling stigma, discrimination, shame, and blame.


The COVID-19 pandemic has further exposed the gross health inequities and structural factors that increase people’s vulnerability to the virus.^{10, 11, 12} People who use drugs, and particularly those who are homeless or precariously housed,

are more likely to have chronic health issues (e.g. HIV, hepatitis C, and co-infections) that will increase their risk of experiencing severe complications should they contract SARS-CoV-2.¹³ People who use drugs are at higher risk of COVID-19 infection^{14, 15} and those with a history of overdose are more likely to have a chronic health condition (e.g. chronic pulmonary disease, diabetes, coronary heart disease), which increases their risk of progressing to a severe form of the illness.^{16, 17} Indigenous communities also face increased health risks at the intersections of substance use and COVID-19, longstanding barriers to accessing healthcare, systemic racism, and ongoing colonization.¹⁸

At the same time, pandemic response measures have forced many harm reduction and addiction treatment services across the country to close or reduce the scope of their services.^{19, 20} This has created disruptions in access to treatment (e.g. opioid agonist therapy) for those in care, which increases their risk of relapse in the context of a compromised illegal drug market, a reduction in access to harm reduction supplies,²¹ and reduced access to supports for other basic needs (e.g. food, shelter, clothing, showers, daily respite) and to interpersonal connection and community.²²

As a result, people who use drugs are not only navigating new gaps in the resources and supports on which they rely, but also in the drug supply, increasing their risk of overdose, sexually transmitted and blood-borne infections (STBBIs), and other harms to their health.²³ This has created a situation in which parts of Canada have seen drug-related overdose deaths exceed deaths from COVID-19.²⁴

Heightened law enforcement surveillance in the context of the pandemic also increases the risk of arrest, detention, and incarceration faced by people who use drugs.²⁵ In Canada, a significant proportion of people who use drugs have experienced prosecution and incarceration, and a significant number of people in prison have used drugs — and continue to use drugs while incarcerated.²⁶ However, behind bars, access to harm reduction



Heightened law enforcement surveillance in the context of the pandemic also increases the risk of arrest, detention, and incarceration faced by people who use drugs.

and other health services is drastically curtailed,²⁷ contributing to far higher rates of HIV and hepatitis C in prison,²⁸ particularly among Indigenous prisoners.²⁹ At the same time, crowded prison settings mean people are unable to maintain physical distance or take other protective measures to minimize the risk of SARS-CoV-2 infection. This has contributed to a number of COVID-19 outbreaks in prison,³⁰ despite judicial efforts³¹ and prosecutorial direction³² to limit the number of incarcerated people during the pandemic. Efforts to curb the pandemic in prisons have also included measures such as indefinite lockdowns, extended periods of cellular isolation, and the suspension of programs and services, in contravention of prisoners' statutory and human rights.³³ These poor conditions of detention, including inadequate access to health care, disproportionately affect Indigenous and Black people, who are grossly overrepresented in federal and provincial prison systems.³⁴

The need to decriminalize simple drug possession has been urgent since well before the onset of COVID-19. According to the Canadian Centre on Substance Use and Addiction (CCSA), among other organizations, a growing body of evidence supports decriminalization as an effective way to mitigate harms sometimes associated with substance use, particularly those harms associated with criminal prosecution for simple possession.³⁵ Now more than ever, this policy change will save lives and promote public health (as well as save public funds), and municipalities and provinces can take concrete steps to help make this happen.

WHAT CAN LOCAL AND PROVINCIAL GOVERNMENTS DO?

The federal government has jurisdiction over the regulation of controlled substances. Under section 56 of the *Controlled Drugs and Substances Act* (CDSA), the federal Health Minister has broad power to exempt people and/or jurisdictions, including municipalities and provinces, from any or all the provisions of the CDSA, without needing to amend or pass legislation in Parliament:

“56 (1) The Minister may, on any terms and conditions that the Minister considers necessary, exempt from the application of all or any of the provisions of this Act or the regulations any person or class of persons or any controlled substance or precursor or any class of either of them if, in the opinion of the Minister, the exemption is necessary for a medical or scientific purpose or is otherwise in the public interest.”

For years, the federal Health Minister has granted such exemptions throughout Canada to facilitate clinical studies and other research, the operation of supervised consumption services and overdose prevention sites, and the prescription of methadone and other controlled substances (see text box). Notably, SCS are settings

where drug possession is effectively decriminalized under such exemptions, and Health Canada has also granted class exemptions under section 56 to provinces that request them “in the public interest” to authorize emergency “overdose prevention sites.”

Under the broad powers provided by the CDSA, the Health Minister can grant all people in a specific jurisdiction such as a province or municipality (or even all of Canada), an exemption from section 4 (1) of the CDSA (i.e. the criminal prohibition on simple possession) because to do so is “in the public interest.” Exemptions can be granted proactively by the Health Minister, or in response to individual requests from people or jurisdictions.

Background on section 56 exemptions

Section 56 of the CDSA allows the Minister of Health to exempt any person or class of persons or any controlled substance from the application of all or any provisions of the CDSA or the regulations if, in the opinion of the Minister, the exemption is necessary for a medical or scientific purpose “or is otherwise in the public interest.” This power has been used over the years as follows:

- Before legislative amendments in 2015, section 56 exemptions allowed for the operation of supervised consumption services, such as Insite in Vancouver, without risk of criminal prosecution. Since the CDSA was amended in 2015 and then again in 2017, exemptions specifically related to SCS for a “medical purpose” now fall under the newly added section 56.1.³⁶ But the original section 56 remains and provides a broader power to issue exemptions in other instances whenever this is “in the public interest.”
- Prior to regulatory amendments in 2018, section 56 exemptions were issued to permit practitioners to prescribe, sell, provide, or administer methadone.³⁷ (The 2018 amendments removed the need for issuing individual exemptions to individual doctors, so as to facilitate greater access to this treatment.)
- Section 56 exemptions are issued to allow researchers who require a controlled substance for clinical studies or other research purposes to legally purchase, possess, and use a specified quantity of the controlled substance.³⁸

- Section 56 has been used to respond to the current overdose crisis by issuing class exemptions to provinces that request them for temporary “overdose prevention sites” on the basis that this is “in the public interest.”³⁹ To facilitate the response to COVID-19, Health Canada also issued temporary class exemptions to all provinces and territories enabling provincial or territorial Ministers of Health to approve the operation, without risk of prosecution under the CDSA, of “Urgent Public Health Need Sites” (UPHNS) in their jurisdictions, and provincial/territorial health ministers are also authorized to further delegate UPHNS approval to municipalities.⁴⁰
- In response to COVID-19, Health Canada issued a section 56 exemption relaxing rules for pharmacists and prescribers in dealing with controlled substances — i.e. by permitting pharmacists to extend, renew, and transfer prescriptions to other pharmacists, permitting practitioners to verbally prescribe prescriptions of controlled substances, and allowing an individual to deliver controlled substances to patients at their homes or an alternate location. This step was taken in order to enable people who use drugs to adhere to public health guidance about physical distancing and self-isolation while accessing controlled substances.⁴¹

These examples illustrate that the power to issue exemptions from prohibitions under the CDSA has been used on many occasions to protect the health of individuals and public health — including exempting entire categories of people and/or applying in an entire jurisdiction such as a province.

Exemptions can be granted proactively by the Health Minister, or in response to individual requests from people or jurisdictions.

Granting a section 56 exemption is a simple, straightforward action that is entirely within the immediate power of the federal government. In Canada, more than 170 organizations across the country have already called on the federal government to urgently issue this exemption to free all people in Canada from the prospect of being arrested for simply having drugs for their own personal use.⁴² As the federal Minister of Health stated in July 2020, she is “excited to explore all possibilities to reduce the criminalization of people who use substances.”⁴³ In August 2020, the federal Minister of Health also wrote all provincial and territorial Ministers of Health and regulatory colleges to encourage action at all levels of government “to prevent further deaths from the contaminated illegal drug supply and COVID-19,” including by providing “people who use drugs with a full spectrum of options for accessing medication, depending on their individual circumstances, that will help them avoid the increased risks from the toxic drug supply.”⁴⁴

Given these statements, and the extensive evidence in support of decriminalization, advocates continue to press the federal government to repeal section 4(1) of the CDSA. In the interim, we are also urging the federal government to issue a section 56 exemption to all people in Canada so simple drug possession is *de facto* decriminalized across the country. **But municipalities and provinces can also communicate their support for decriminalization by formally requesting a section 56 exemption in their jurisdiction from the federal government.**

WHO CAN MAKE THIS REQUEST?

There is no restriction in the CDSA as to who may request an exemption or be issued an exemption: section 56 says that the Minister may exempt “any person or class of persons” and set “any terms and conditions that the Minister considers necessary.” However, having a formal request from a municipality or a province would be a clear basis on which to grant the exemption.

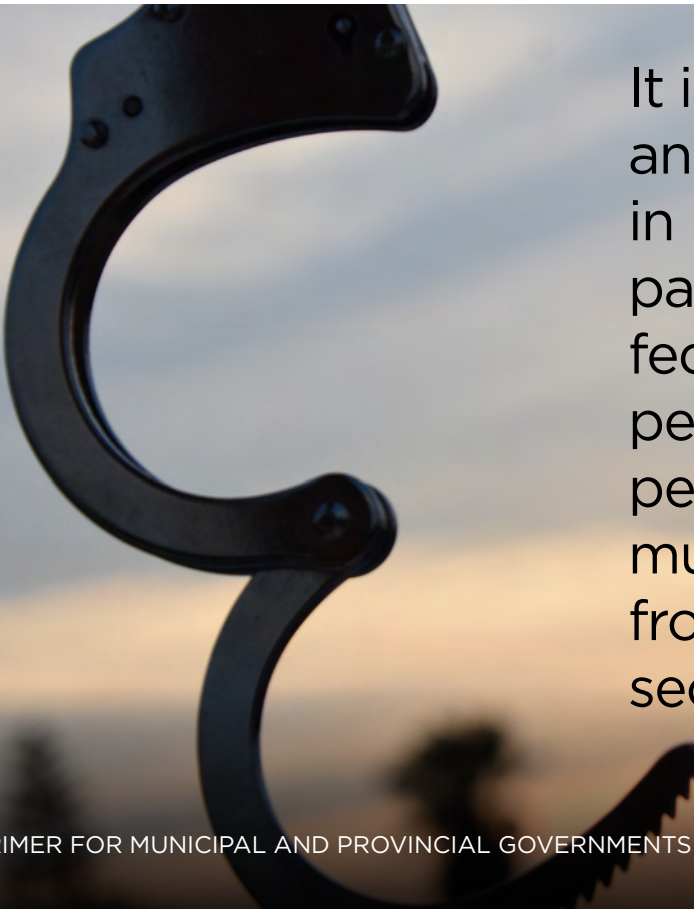
On behalf of a municipality, authorities such as the following could make a request:

- City council
- Municipal board of health
- Local Medical Health Officer

On behalf of a province, authorities such as the following could make a request:

- Chief Provincial Health Officer
- Premier or Provincial Minister (e.g. of Health, Mental Health and Addiction, Justice and Attorney General, Public Safety, Solicitor General)
- Chief Public Health Officer

Such requests are in keeping with previous uses of section 56 to grant exemptions. As discussed above, on the basis that it is “in the public interest,” Health Canada has granted “class” exemptions under section 56 to provinces/territories for the operation of temporary “overdose prevention sites”⁴⁵ and “Urgent Public Health Need Sites” (UPHNS) in their jurisdictions. Provincial/territorial health ministers are also authorized, under such exemptions from the CDSA, to further delegate UPHNS approval to municipalities — meaning these public health services can operate without risk of criminal prosecution for offences such as drug possession.⁴⁶ Any authorized representative of a province or municipality can request a section 56 exemption that would protect people within its jurisdiction from criminal prosecution for simple drug possession under section 4(1) of the CDSA. It should also be recalled that provincial and local medical officers of health have broad powers and obligations to protect public health within their jurisdictions;⁴⁷ requesting a section 56 exemption from the federal Health Minister is entirely in keeping with their role and responsibility.



It is in the public interest, and even more so now in light of the COVID-19 pandemic, to issue a federal exemption to all people in Canada, or all people in a province or municipality that requests it, from criminalization under section 4(1) of the CDSA.

All exemptions — whether federal, provincial, or municipal in scope — should apply to all cases of simple drug possession, regardless of the substance in question.⁴⁸ It is in the public interest, and even more so now in light of the COVID-19 pandemic, to issue a federal exemption to all people in Canada, or all people in a province or municipality that requests it, from criminalization under section 4(1) of the CDSA.

It is essential that criminal sanctions not be merely replaced with administrative sanctions. Meaningfully addressing the harms of the prohibition of simple drug possession requires the removal of all criminal sanctions and other punitive measures by the state for the possession of substances for personal use, such as administrative penalties, fines, confiscation or seizures of substances or drug use equipment, conditions of release such as geographic restrictions, drug use conditions, temporal conditions, personal contact conditions, or formal diversion to Drug Treatment Courts as an alternative to criminal sanction.

This would reduce the persistent threat of police surveillance, arrest, and prosecution; decrease stigma related to drug use; and remove barriers to harm reduction, health, community, and social services,⁴⁹ particularly for the Black, Indigenous, and poor communities most affected. The costs of enforcing the prohibition of simple drug possession should also be re-invested in vital health services, housing, and other supports, to create better health outcomes.

All the evidence shows that policing and imprisoning people for drug possession is not only ineffective, but harmful and costly; a health-oriented approach is more fiscally sensible.

The following samples can be used by municipal or provincial governments for the purposes of requesting a federal exemption to decriminalize simple possession within their jurisdiction.

Note: A municipal motion is not necessary to make a local (municipal) request for a federal exemption. As described previously, an exemption request can be made by a local medical health officer, given their authority and responsibility to take measures to protect the health of those within their jurisdiction, which is clearly in the public interest. A motion adopted by a relevant municipal body (such as a board of health or regional health authority, or the local city council), could help by illustrating local support for the request.

Sample text of municipal motion on decriminalizing simple possession:

City Council / the Board of Health:

- a) calls on the federal government to decriminalize the possession of all drugs for personal use and support the scale-up of prevention, harm reduction, and treatment services; **and**
- b) requests that the federal Minister of Health grant, under section 56 of the *Controlled Drugs and Substances Act*, an exemption from section 4(1) of that Act decriminalizing the possession of controlled substances for personal use for all people in [municipality].

Sample text of municipal or provincial request for section 56(1) exemption

Dear Minister:

A growing body of evidence demonstrates that criminalizing simple drug possession does not protect public health or public safety and has been ineffective in reducing the use and availability of illegal drugs.⁵⁰ Prohibition fuels stigma against people who use drugs and puts them at increased risk of harm, including by impeding their access to much-needed services and emergency care in the event of an overdose or, now, by increasing their risk of exposure to COVID-19. [Add local statistics related to overdose calls.] A growing body of evidence supports decriminalization as an effective approach to mitigate harms sometimes associated with substance use, particularly those harms associated with criminal prosecution for simple possession.⁵¹ There is widespread recognition, including by public health experts and bodies, in Canada and internationally, that decriminalizing simple possession is an important part of an effective public health approach to drugs.

Therefore, we are writing urgently with a request that you grant an exemption, under section 56 of the *Controlled Drugs and Substances Act*, to all people in [jurisdiction], exempting them from the criminal prohibition on simple possession of controlled substances found in section 4(1) of the Act.

Sincerely,

[name of local or provincial authority requesting exemption]

THE CASE FOR DECRIMINALIZATION: THE NUMBERS AND THE EVIDENCE

“Fundamentally, repressive drug policies create far more harm than the drugs themselves.”

— Global Commission on Drug Policy⁵²

“You cannot arrest your way out of an opioid crisis.”

— Dr. Theresa Tam, Chief Public Health Officer of Canada⁵³

i. Drug prohibition has been ineffective at reducing the consumption of criminalized drugs

For decades, the majority of drug arrests in Canada have been for simple drug possession.⁵⁴ More recently, from 2014 to 2019, police in Canada made more than 540,000 arrests for drug offences; 69% of those were for simple drug possession.⁵⁵ Penalties for simple drug possession range from a fine to a maximum of seven years’ imprisonment.



Yet more than a century of drug prohibition in Canada and globally have had no impact on levels of drug consumption or drug dependence.⁵⁶ As the Global Commission on Drug Policy noted in 2016, drug prohibition “has had little or no impact on rates of drug use, with the number of consumers increasing by almost 20 percent between 2006 and 2013.”⁵⁷ A 2014 study that analyzed the drug policies of 11 countries — a mixture of those with a predominantly prohibitionist approach and those that

had adopted decriminalization — “did not observe any obvious relationship between the toughness of a country’s enforcement against drug possession and levels of drug use.”⁵⁸ In 2017, 15% of people in Canada aged 15 years and older reported using illegal drugs during the previous year, an increase from 13% in 2015,⁵⁹ and from 11% in 2013.⁶⁰ Criminalizing drugs does not prevent their use.

The financial costs of enforcing criminal drug laws

According to the Canadian Institute for Substance Use Research (CISUR) and the CCSA, more than \$6.4 billion of policing, courts, and correctional costs in 2017 could be attributed to the use of criminalized substances, including costs associated with the enforcement of drug laws as well as “the impact of violent and non-violent crimes that would not have occurred without some substance use.”⁶¹

While this research does not single out the specific costs of enforcing the criminal prohibition on simple drug possession, it does provide a snapshot of the colossal financial burden of drug offences on the criminal legal system. Indeed, there is significant evidence from various jurisdictions outside Canada that removing criminal sanctions for simple drug possession can result in direct savings⁶² — funds that can be redirected toward more effective, evidence-based services and interventions that can promote healthier communities.

ii. Disproportionate impact on Black and Indigenous people

Research also shows that, while Black and Indigenous people are not more likely to commit drug offences, they are more likely to be policed, arrested, and incarcerated for drug offences, given the legacy of racist law enforcement and criminal law practices:

- Data collected from 2003 to 2013 by the Toronto Police Service (TPS) indicate Black people with no history of criminal convictions were three times more likely to be arrested for possession of small amounts of cannabis than white people with similar backgrounds.⁶³
- A 2018 report⁶⁴ and a 2020 study⁶⁵ found that Black and Indigenous people were overrepresented in cannabis possession arrests across Canada.
- A 2019 study of cases between 2007–2013 found that Black youth accused of cannabis possession in Ontario were more likely to be charged and less likely to be cautioned than white youth and youth from other racial backgrounds.⁶⁶

- A 2020 report found that Black and Indigenous people are dramatically overrepresented in drug charges recommended by the Vancouver Police Department (VPD). Since 2014, Black people have accounted for 6.4% of drug trafficking and possession charges recommended by VPD, despite making up only 1% of the city's population. Indigenous people have accounted for almost 18% of drug trafficking and possession charges but are just 2.2% of the city's population.⁶⁷
- Almost 20% of Black federal prisoners are incarcerated for a drug-related offence.⁶⁸ In particular, Black women are more likely than white women to be in prison for that reason.⁶⁹ As the Correctional Investigator of Canada noted in 2017, 54% of Black women in federal prisons were serving sentences for drug-related offences,⁷⁰ many of whom were carrying drugs across borders as a way to alleviate their situations of poverty.⁷¹

The impact of policing practices on Black and Indigenous communities has recently received long overdue global attention, and various governments and police departments throughout Canada have publicly committed to re-evaluating and addressing bias in policing. As the offence of simple drug possession is disproportionately enforced against poor and racialized communities (in turn causing serious health and safety harms to those same communities), decriminalizing simple drug possession is one way to minimize discriminatory police interactions and the corresponding harms experienced by Black and Indigenous communities.

iii. Decriminalizing simple drug possession is better for public health and other outcomes

There is extensive evidence, accumulated over more than a century, that prohibition has taken a terrible toll on human rights, on public health, and on the public purse.⁷² Conversely, in a scan of more than 25 jurisdictions around the world that have decriminalized drug possession, some of whom also reoriented efforts and resources into dealing with drugs as a public health challenge, a number of positive health outcomes were identified, including reduced rates of HIV transmission and fewer drug-related deaths; improved education, housing, and employment opportunities for people who use drugs; and significant savings of public monies. Meanwhile, there has been a negligible effect on levels of drug use.⁷³

- In perhaps the most well-known example, after Portugal removed criminal sanctions for consuming, acquiring, and possessing small amounts of drugs for personal use in 2001, and instead redirected resources to housing and other social supports, drug use did not increase. At the same time, there were demonstrable improvements to the health and wellbeing of people who use drugs, including declining incidence of HIV,

morbidity and mortality, and a more than 80% decrease in overdose deaths.⁷⁴

- In the Czech Republic, decriminalization legislation and investments in health and harm reduction services resulted in HIV prevalence below 1% among people who inject drugs, one of the lowest rates in the region.⁷⁵
- The Netherlands, which *de facto* decriminalized possession of certain quantities of drugs for personal use in the mid-1970s, has reported lower rates of “hard drug” use when compared to many of its Western European neighbours and also has one of the lowest rates of opioid-related deaths compared to other countries in the region.⁷⁶

Moreover, in the context of the COVID-19 pandemic, the UN Special Rapporteur on the right to health — appointed by UN Member States as an independent expert — has also urged governments to decriminalize: “[P]eople who use drugs face unique needs and risks, due to criminalisation, stigma, discrimination, underlying health issues, social marginalisation and higher economic and social vulnerabilities,” and therefore, to “prevent unnecessary intake of prisoners and unsafe drug consumption practices, moratoria should be considered on enforcement of laws criminalising drug use and possession.”⁷⁷

While decriminalizing simple drug possession is not a “silver bullet,” an environment where drug possession is no longer criminalized will reduce stigma and the fear of criminal prosecution. Correspondingly, this reduces significant barriers to health and support services, including “safer supply” initiatives and other vital harm reduction services.

iv. Growing consensus on the pressing need for decriminalization

In Canada, there is strong support for the decriminalization of drug possession for personal use. This position has been endorsed by organizations of people who use drugs — whose health and welfare has been most directly and negatively harmed — and other community organizations along with harm reduction and human rights advocates,⁷⁸ as well as public health associations and authorities, including:

- the Canadian Public Health Association⁷⁹
- the Canadian Mental Health Association⁸⁰
- the Canadian Nurses Association⁸¹
- the Harm Reduction Nurses Association and Nurses and Nurse Practitioners of British Columbia⁸²
- the Toronto Board of Health⁸³
- Toronto's Medical Officer of Health⁸⁴
- Montreal Public Health⁸⁵

- Quebec’s Director of Public Health⁸⁶
- the Winnipeg Regional Health Authority⁸⁷
- Yukon’s Chief Medical Officer⁸⁸
- Vancouver’s Chief Medical Health Officer⁸⁹ and
- the Provincial Health Officer of British Columbia.⁹⁰

As Canada’s Chief Public Health Officer, Dr. Theresa Tam, stated succinctly in August 2020, **“You cannot arrest your way out of an opioid crisis.”**⁹¹

A growing number of elected municipal and provincial bodies have also supported the call to decriminalize simple drug possession, including the Mayor of Vancouver⁹² and Vancouver City Council,⁹³ the Premier of British Columbia,⁹⁴ and St. Catharines City Council.⁹⁵

Federally, the Liberal Party of Canada adopted, at its National Convention in April 2018, a policy resolution on “Addressing the Opioid Crisis Through a Public Health Approach (#2752)” calling on the Government of Canada to address problematic drug use as a health (and not criminal justice) issue by expanding harm reduction and treatment services and removing the criminal sanction for low-level drug possession.⁹⁶ Other federal parties, including the New Democratic Party of Canada and the Green Party of Canada, have also indicated their support for decriminalizing simple drug possession.⁹⁷

In July 2020, the Canadian Association of Chiefs of Police (CACP) released a report in which police chiefs across the country “agree the evidence suggests, and numerous Canadian health leaders support, decriminalization for simple possession as an effective way to reduce the public health and public safety harms associated with substance use.”⁹⁸

In addition, in August 2020, the Director of the Public Prosecution Service of Canada (PPSC) issued a guideline that directs prosecutors to “focus upon the most serious cases raising public safety concerns for prosecution and to otherwise pursue suitable alternative measures and diversion from the criminal justice system for simple possession cases,” acknowledging that “criminal sanctions, as a primary response, have a limited effectiveness as (i) specific or general deterrents and (ii) as a means of addressing the public safety concerns when considering the harmful effects of criminal records and short periods of incarceration.”⁹⁹

Globally, decriminalizing simple drug possession has been recommended by numerous health and human rights bodies as a measure that both protects health and upholds human rights, including the World Health Organization (WHO), the Joint United Nations Programme on HIV/AIDS (UNAIDS), the UN Development Program, multiple UN Special Rapporteurs on the right to health,¹⁰⁰ and the UN Special Rapporteur on torture and other cruel, inhuman and degrading treatment or

punishment.¹⁰¹ The *International Guidelines on Human Rights and Drug Policy*, co-published by the International Centre on Human Rights and Drug Policy, UNDP, UNAIDS, and WHO, also call on States to “decriminalise the possession, purchase, or cultivation of controlled substances for personal consumption.”¹⁰² And the Global Commission on Drug Policy, comprising former heads of state or government and other eminent political, economic, and cultural leaders, has highlighted the tremendous damage caused by the criminalization of people who use drugs and called for the removal of all punitive responses to drug possession and use.¹⁰³ In fact, *all* agencies of the UN system (including the UN Office on Drugs and Crime, the lead technical agency on drug policy issues) have adopted, in 2018, a common position recommending to all governments that they decriminalize simple drug possession.¹⁰⁴

CONCLUSION

Decriminalization of simple drug possession is long overdue. Support for decriminalization continues to grow, amidst calls to also reconsider the role of police in various contexts, and a growing body of evidence about the disproportionate impact of punitive drug policy on Black and Indigenous communities. Every level of government, including municipal and provincial governments, can and should heed these calls for change using the flexibility already found in the CDSA. Section 56 exemptions offer an immediate, straightforward mechanism that can be used without delay to start undoing the damage of criminalizing people for personal drug use and instead shift our energies and resources to more effective ways of protecting and promoting the health of people in our families and communities.

METHODS

This primer was developed by Sandra Ka Hon Chu and Richard Elliott of the HIV Legal Network in collaboration with Dr. Adrian Guta, Dr. Marilou Gagnon, and Dr. Carol Strike.

The authors conducted a literature and media scan, and a review of international human rights policy guidance and domestic federal drug policy and legislation. Data from Government of Canada sources were consulted where available, and supplemented with research from peer-reviewed studies, grey literature, and media reports. The text was reviewed by external public health, drug policy and legal experts: Caitlin Shane of Pivot Legal Society and Kira London-Nadeau, Alex Betsos, Erika Dupuis, and Matthew McLaughlin of Canadian Students for Sensible Drug Policy.

Funding to support this literature review and synthesis came from a Canadian Institutes of Health Research grant.

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Corporate Report

DEPARTMENT/ DIVISION	Development & Emergency Services - Superior North EMS	REPORT NO.	R 147/2020
DATE PREPARED	01/12/2020	FILE NO.	
MEETING DATE	14/12/2020 (mm/dd/yyyy)		
SUBJECT	SNEMS Strategic Master Plan		

RECOMMENDATION

For Information Only.

LINK TO STRATEGIC PLAN

The City's Strategic Plan for 2019-2022 includes a strategic priority that speaks to reviewing the programs and services the City provides, how it provides them, what to maintain, change, reduce or enhance and how to improve service.

EXECUTIVE SUMMARY

Representatives from Performance Concepts Consulting will present a draft of the new Strategic Master Plan for Superior North Emergency Medical Services (SNEMS).

After receiving input, the Plan will be finalized and represented to Council in January 2021.

DISCUSSION

Performance Concepts Consulting was selected to provide professional consulting services and develop a new Strategic Master Plan for SNEMS. The project was initially paused when the provincial government announced early in its term that it intended to significantly alter certain aspects of the provision of paramedic service in Ontario. When change did not appear imminent the work proceeded. The pandemic has also certainly been impactful with respect to both the timing and approach taken to get this work completed. However, as noted in the plan itself, while the pandemic complicated the production of the master plan, the final product has not been compromised.

All aspects of service provided by SNEMS have been examined. The draft Plan offers a broad range of recommendations for consideration. Input from Council is invited. This input will inform the final Plan.

FINANCIAL IMPLICATION

The draft plan includes recommendations that would have both positive and negative cost implications.

There are no financial implications directly associated with this report.

CONCLUSION

It is concluded that Performance Concepts Consulting should receive input and with this input finalize the SNEMS Strategic Master Plan.

REFERENCE MATERIAL ATTACHED:

Attachment A - Superior North EMS Strategic Master Plan

PREPARED BY: *Mark J. Smith, GM Development & Emergency Services*

THIS REPORT SIGNED AND VERIFIED BY: (NAME OF GENERAL MANAGER)	DATE:
Mark J. Smith, GM Development & Emergency Services	December 4, 2020



Development & Emergency Services Department

*Victoriaville Civic Centre, 2nd Floor
111 Syndicate Avenue South
Thunder Bay, ON P7C 5K4*

MEMORANDUM

TO: Krista Power, City Clerk

FROM: Mark J. Smith, GM Development & Emergency Services

DATE: November 27, 2020

SUBJECT: SNEMS Strategic Master Plan

We request an opportunity at the December 14, 2020, Committee of the Whole meeting to present the draft Superior North EMS Strategic Master Plan associated with Report 147/2020.

Mr. Todd MacDonald, President and Principle Consultant with Performance Concepts Consulting would like to make the presentation.

Thank you.

Corporate Report

DEPARTMENT/ DIVISION	Development & Emergency Services - Thunder Bay Fire Rescue	REPORT NO.	R 146/2020
DATE PREPARED	01/12/2020	FILE NO.	
MEETING DATE	14/12/2020 (mm/dd/yyyy)		
SUBJECT	TBFR Strategic Master Fire Plan (SMFP) - Implementation Plan		

RECOMMENDATION

WITH RESPECT to Report No. R 146/2020 (Development & Emergency Services – Thunder Bay Fire Rescue), we recommend that the implementation plan as presented in this report (the “Implementation Plan”) be approved;

AND THAT the organizational changes being proposed by Administration in this report that result in operational savings of approximately \$3,112,055 between the years 2021 and 2024, and annual operating savings of \$1,166,553 thereafter, be implemented;

AND THAT Administration will report back to City Council with a comprehensive fire station location recommendation in Q2 of 2022;

AND THAT until such time as Administration can report back to City Council with a comprehensive fire station location recommendation, Thunder Bay Fire Rescue (TBFR) will continue to deploy resources consistent with Option #17(1) as recommended in the Strategic Master Fire Plan;

AND THAT any necessary by-laws be presented to City Council for ratification.

EXECUTIVE SUMMARY

As recommended in Report No. R 102/2020, on August 24, 2020, City Council received the TBFR Strategic Master Fire Plan (SMFP). Also recommended in the report was a commitment on the part of Administration to report to City Council on or before December 14, 2020 with details regarding the implementation of the plan.

With a focus on the efficient and effective delivery of service, the purpose of this report is to provide City Council with a detailed summary regarding the implementation plan for the short, medium, and long term recommendations as contained in the TBFR SMFP that was prepared by Emergency Management & Training Inc. Where appropriate, future reporting timelines specific to recommendations requiring City Council approval, and longer term recommendations are also

provided for City Council's consideration. Finally, the immediate organizational changes being proposed by Administration in this report will result in operational savings of approximately \$3,112,055 between the years 2021 and 2024, and annual operating savings of \$1,166,553 thereafter.

DISCUSSION

The previous Strategic Plan for TBFR had expired in 2016. Emergency Management & Training Inc. was retained to provide professional consulting services for the development of a new SMFP for TBFR, and the final version of the plan was presented to City Council on August 24, 2020.

With implementation targets ranging from one (1) to ten (10) years, the plan details fifteen (15) operational recommendations, and six (6) options for future staffing and station enhancements/efficiencies. The following information provides specific actions related to the implementation of the fifteen operational recommendations. Further, and based on the current Collective Agreement wage rates, during the implementation period, operational savings of approximately \$3,112,055 will be realized between the years 2021 and 2024. The operational savings as detailed are as the result of the reduction of nine (9) FTE's through the process of attrition. Therefore, once the FTE reduction is fully implemented, annual operating savings of \$1,166,553 will be realized on a go forward basis.

With respect to the options related to staffing and station enhancements/efficiencies, evidence based information relative to service level impacts, and where applicable operating cost savings and/or increases is detailed. Detailed order of magnitude costing associated with building construction and demolition is not available at the time of writing this report.

Specific to Option 16, Administration is presenting an alternative organizational change that once fully implemented, will result in savings of \$2,550,393 between the years 2021 and 2024, and annual operating savings of \$1,025,496 thereafter. These savings along with those related to Recommendation #7 which will result in savings of \$561,662 between the years 2021 and 2024, and annual operating savings of \$141,057 thereafter total the amounts detailed in the Executive Summary section of this report.

IMPLEMENTATION PLAN

Consultant Recommendation #1 – The present Establishing and Regulating (E&R) By-law be updated and presented to Council for approval including an outline of services to be delivered by TBFR.

The present E&R By-law for TBFR was approved by a resolution of City Council in 1984 and the By-law is no longer current with respect to the existing legislation that governs fire services in the province of Ontario. Further, the existing By-law is not reflective of the current corporate organizational structure or the current TBFR organizational structure. Finally, the current By-law is not representative of the level of service that is presently being provided by TBFR.

Action – Work is presently underway on developing an updated E&R By-law. Administration will report back to City Council in Q3 of 2021 seeking approval for an updated E&R By-law.

Impact on the Level of Service – There is no impact on the level of service associated with this recommendation.

Financial Implications – There are no financial implications associated with this recommendation.

Consultant Recommendation #2 – TBFR work with the Thunder Bay Police Dispatch service to promote adherence with the National Fire Protection Association (NFPA) Standard 1221 Standard on Emergency Communications Services.

Action – TBFR and Thunder Bay Police entered into a joint public safety radio system project that went live in the summer of 2018. Thunder Bay Police Dispatch who contracts TBFR dispatch, operates and administers this system which was designed with redundancy and security systems to meet not only the NFPA 1221 but also other industry standards and best practices such as NENA (National Emergency Number Association) and APCO (Association of Public-Safety Communications Officials International). Thunder Bay Police and the Communications Manager for the Dispatch Center are also actively working through the transition steps with the NG911 process, which the updated Public Safety Radio System design. Staffing adjustments and operational procedures have positioned TBFR's contracted dispatching service well for the upcoming mandated changes. Work in regard to the adherence to NFPA 1221 has and continues to be ongoing.

Impact on the Level of Service – There is no impact on the level of service associated with this recommendation.

Financial Implications – There are no anticipated financial implications associated with this recommendation.

Consultant Recommendation #3 – It is recommended that a review of the fire service agreement between TBFR and the FWFN be reviewed and updated as required in relation to services to be provided and related costs for providing these services.

Action – Administration will endeavour to conduct a review of the fire service agreement between TBFR and the FWFN in 2021.

Impact on the Level of Service – There is no anticipated impact on the level of service as a result of this review.

Financial Implications – The financial implications associated with a review of the agreement between TBFR and the FWFN are unknown at the time of this report.

Consultant Recommendation #4 – Fire Department should review the comments received from the focus group meeting and identify how improvements can be incorporated into daily operations and/or through social media information sessions. This review should be followed up with a media release to demonstrate that input from the surveys and meetings is being considered and where possible implemented.

Action – Comments will be reviewed and considered by the Fire Chief, Division Chief of Fire Prevention and any other appropriate staff members. Any changes made as a result of this review will be communicated to the public using media release or social media as appropriate.

Impact on the Level of Service – No impacts on services levels are anticipated in association with this recommendation.

Financial Implications – No financial impacts are anticipated as a result of implementing this recommendation.

Consultant Recommendation #5 – Any fire suppression personnel providing primary Fire Prevention activities should be qualified as Fire Inspector 1 and Fire and Life Safety Educator Level 1. At a minimum, each Captain on the pumper trucks should receive this training and certification.

Action – Presently, certification to NFPA 1035, Fire and Life Safety Educator forms part of TBFR's recruit training program. In keeping with the TBFR Officer Development Program, beginning in Q1 of 2021, TBFR will evaluate expanded options for the provision of NFPA Fire Inspector 1031, and Fire and Life Safety Educator 1035 at the Officer level. TBFR anticipates that training for all promoted Officers and Acting Officers will take approximately three (3) years to complete. On a go forward basis, the objective is that the completion of this training will form part of the Officer promotional process.

Impact on the Level of Service – As a result of this training, it is anticipated that TBFR will have a broader capacity to conduct basic fire code inspections. This training will also result in an expanded capacity to conduct fire and life safety education activities.

Financial Implications – Projected to be detailed in the 2022 Operating Budget submission, in order to implement this recommendation, it is anticipated that there will be a minimal expansion to the TBFR training budget.

Consultant Recommendation #6 – The Fire Chief and Fire Prevention Division Chief need to utilize the NFPA five step process to evaluate the Fire Department's present level of activity and the future goals for fire prevention activities.

Action – The present level of fire prevention activity is currently being evaluated in relation to the relevant regulations, standards and the Community Risk Assessment. The most recent Community Risk Assessment was conducted in 2019 and is currently being updated in accordance with Recommendation #12 of the SMFP.

The updated Community Risk Assessment will inform on the ability of TBFR to address risk in the community; specifically on the human resources required to perform a prescribed amount of fire inspection/code and standards enforcement, fire investigation, plans review, public education, and supporting administrative activities. It is anticipated that the evaluation will be complete by Q2 of 2021.

Impact on the Level of Service – Impact on the level of service as a result of this review has not yet been determined. The results of this review will also inform decisions necessary as a result of other related recommendations in the SMFP.

Financial Implications – There are no financial implications yet identified associated with this recommendation.

Consultant Recommendation #7 – The Fire Underwriters Survey chart should be utilized as a general benchmark for the Prevention Division to develop a plan on what can be accomplished with its present staffing compliment, along with presenting options for increasing inspection frequencies (through utilization of fire officers) and ultimately what is needed to meet the Fire Underwriters Survey benchmarks.

Action – The Fire Underwriters Survey identified that in order to see an optimized grading for the municipality, TBFR could improve its general fire prevention program as well as the codes and enforcement aspect of the program. Any resulting improvements will have a positive impact on insurance line capacities and property insurance premiums.

A program is currently being developed where existing fire suppression officers are being trained and qualified to conduct fire code inspections in accordance with the Fire Protection and Prevention Act (Recommendation #5). These officers will conduct inspections as part of a program where existing fire crews will inspect some commercial and minor assembly occupancy properties. This program will help address current inspection and code enforcement staffing needs in an efficient manner and create an immediate reduction in the Fire Prevention Division by one (1) FTE by allowing the shifting of basic inspections to fire suppression crews.

Work being performed as a result of other recommendations of the SMFP will address the longer term needs of this division such as identifying a recommended inspection frequency based on risk and the appropriate standards. It is anticipated that a fire inspection frequency plan will be complete by Q3 of 2021.

Impact on the Level of Service – The transition process of adding formal inspection responsibility to fire suppression officers will result in a period where some fire prevention officers will have their duties reassigned to facilitate training and coordination of this work. The effect of this reassignment will be that, in the short term, fewer overall inspections will be possible and that a current program to ensure fire alarm service providers are meeting necessary codes and standards will pause due to these staffing limitations.

Financial Implications – There will be an operational savings of \$140,000 in 2021 associated with the implementation of this recommendation. These saving will be minimally offset by the anticipated increase in training costs as detailed in Recommendation #5. Future budget implications will be determined in accordance with Recommendation #11.

Consultant Recommendation #8 – To verify the training programs are meeting related NFPA (and other) training program recommendations, the Deputy Chief must identify:

1. What training programs are required for the services that TBFR is providing?
2. The number of hours that are required to meet each of those training needs based on Provincial and industry standards.
3. Resources required to accomplish this training.
4. Joint partnerships with private organizations that can be entered to achieve the training requirements identified by the Chief Training Officer.
5. An annual program outline at the start of each year presented to the Fire Chief, with measured goals and expectations reporting completion success rate at the end of each year.
6. Continue to identify how the training facility can be better utilized as a form of revenue generation for the City.

Action – The Deputy Fire Chief responsible for training will conduct a review of TBFR's training programs and report the results of this review to the Fire Chief in Q1 of 2022.

Impact on the Level of Service – There is no anticipated impact on the level of service as result of implementing this recommendation.

Financial Implications – Pending the outcome of the Deputy Fire Chief's review, financial implications will be considered in the TBFR 2023 budget submission.

Consultant Recommendation #9 – TBFR create a more proactive campaign at educating the public about false alarms and how to avoid them. At the same time, work with EMS on reduction of medical responses wherever possible.

Action – Work is currently underway on a public education program regarding false alarms and how to avoid them. In addition to this public education program, a related concern regarding fire alarm service providers and fire alarm maintenance and testing has been identified as an important component of avoiding unnecessary false alarms. Work planned to address this concern has been paused due to staffing limitations. The public education program will be implemented by Q2 of 2021.

For the protection of staff, and in consultation with Superior North EMS (SNEMS), as a result of the COVID-19 pandemic TBFR has altered the response criteria specific to tiered medical response. At the time of the writing of this report, the altered response criteria has resulted in a 47% reduction and a 41% reduction in the number of tiered medical incidents that TBFR has

responded to in 2020 when compared to 2019 and 2018 respectively. Therefore, in order to formulate an evidence based decision, science and evidence will be used to develop an appropriate level of fire service response to medical calls and therefore, there will be a focus on determining if permanent changes to the tiered medical response criteria are appropriate. It is anticipated that this analysis will be completed by Q1 of 2023.

Impact on the Level of Service – The potential impact on the level of service associated with this recommendation is unknown at the time of the writing of this report.

Financial Implications – The financial implications associated with this recommendation is unknown at the time of the writing of this report.

Consultant Recommendation #10 – Implementation of the “Safe Haven” concept that has been built into stations #6 and #7 be installed in all fire stations along with a public education program to each fire station as a more integrated public safety measure.

Action – Public “Safe Haven” areas presently exist at Station 6 and Station 7, however, TBFR does not presently have a process in place to accurately track the use of the “Safe Haven” by the public. Therefore, in order to determine the cost benefit of expanding this program to the six other fire stations, a tracking use process must first be developed. Recommendation #10 will therefore be deferred for review until 2022.

Impact on the Level of Service – The implementation of this recommendation may result in enhanced public safety.

Financial Implications – Should Recommendation #10 be implemented, based on the consultants report, it is anticipated that there will be an \$18,000 to \$30,000 capital cost associated with this project. The Facilities Division will be requested to provide a more accurate order of magnitude costing for this recommendation.

Consultant Recommendation #11 – The Fire Chief to direct the Fire Prevention/Public Education Division to review Thunder Bay’s inspection program, identifying levels of desired frequency relative to the FUS Report (Appendix “D” of the FUS Report dated June 5, 2017). Consider Recommendation #12 in the review.

Action – The Deputy Fire Chief and Division Chief of Fire Prevention are currently reviewing the Community Risk Assessment, the report of the Fire Underwriters Survey (FUS) and the relevant codes and standards to identify levels of desired frequency relative to this information. This work is expected to be completed by Q3 of 2021 and will consider the present level of activity and the future goals for fire prevention activities in accordance with Recommendation 6.

The results of this review will inform a draft policy for review and approval by Council which outlines a proactive fire inspection program.

Impact on the Level of Service – The implementation of this recommendation will result in a proactive fire inspection program which identifies the levels of desired inspection frequency relative to the FUS, to be presented to council for review and approval in accordance with recommendation #12 and which may result in improved public safety.

Financial Implications – The financial implications associated with this recommendation is unknown at the time of the writing of this report.

Consultant Recommendation #12 – Upon completion of the assessment in Recommendation #11, the Fire Chief to provide Council with a draft policy for review and passage that outlines a proactive fire inspection program to address identified needs and expected outcomes. This program should outline the building types, the frequency of inspections, and the staffing/hourly requirement.

Action – The Fire Chief will prepare a report to Council recommending the adoption of an inspection frequency schedule in Q2 of 2022.

Impact on the Level of Service – The potential impacts on the level of service are unknown at the time of the writing of this report.

Financial Implications – The financial implications associated with this recommendation is unknown at the time of the writing of this report.

Consultant Recommendation #13 – TBFR staff to present an updated Community Risk Assessment to Council by 2020.

Action – A community risk assessment is the process of identifying, analyzing, evaluating and prioritizing risks to public safety to inform decisions about the provision of fire protection services. The completion of this process is a prior step to conducting a comprehensive fire station location analysis.

Ontario Regulation 378/18 made under the *Fire Protection and Prevention Act*, 1997 mandates that a municipality that exists on July 1, 2019, or a fire department in a territory without municipal organization that exists on July 1, 2019, must complete a community risk assessment no later than July 1, 2024. The municipality or fire department must also complete a review of its community risk assessment no later than 12 months after the day its community risk assessment was completed; and the day its previous review was completed.

A community risk assessment must include the following mandatory profiles:

1. Geographic profile
2. Building stock profile
3. Critical infrastructure profile
4. Demographic profile

5. Hazard profile
6. Public safety response profile
7. Community services profile
8. Economic profile
9. Past loss and event history profile to include the number and types of emergency responses, injuries, deaths and dollar loss. A comparison of the community's fire loss statistics with provincial fire loss statistics.

Municipalities have a legislated responsibility under the *Fire Protection and Prevention Act* (FPPA) to provide public education with respect to fire safety and certain components of fire prevention. Conducting a simplified risk assessment is the first step towards compliance with these requirements and is intended to identify information required by a municipality to make informed decisions about the programs and activities necessary to effectively manage the community fire risk based upon local needs and circumstances.

TBFR completed a community risk assessment in 2019 (Simplified Risk Assessment). This assessment will be updated for 2020 and form the basis for the completion of an updated community risk assessment to be presented to Council in the form of an information report in Q4 of 2021.

Impact on the Level of Service – There is no impact on the level of service associated with this recommendation.

Financial Implications – There are no financial implications associated with this recommendation.

Consultant Recommendation #14 – Conduct a review/evaluation of the Division Chief of Administration and Emergency Management's position to identify time spent on responsibilities. Based on the review, a decision is to be made on what duties the Division Chief should be assigned, and what duties can be reassigned to other staff.

Action – With a focus on enhanced municipal emergency management, a review/evaluation of the Division Chief of Administration and Community Emergency Management Coordinator position is currently underway. The results of this review may result in organizational changes requiring the approval of Council for implementation. It is anticipated that this review will be complete in Q2 of 2022.

Impact on the Level of Service – It is anticipated that the results of this review and subsequent organizational changes will result in a more robust emergency management program for the City of Thunder Bay.

Financial Implications – The financial implications associated with this recommendation is unknown at the time of the writing of this report.

Consultant Recommendation #15 – The Fire Chief, working with the City Treasurer, should ensure adequate reserve funds for apparatus and equipment.

Action – The Thunder Bay Fire Rescue Apparatus/Equipment Reserve Fund presently exists (R84/2017 April 2017) with source funding being revenues earned through Fire Marquee agreement. These funds are to be used to offset the tax supported cost of future apparatus and equipment replacement. The Finance Division has committed to work with TBFR in 2021 to consider amendments to the current by-law related to this reserve fund including identifying different sources of funding for this reserve fund in order to support significant investments such as new fire stations.

Impact on the Level of Service – There is no impact on the level of service associated with this recommendation.

Financial Implications – There are no anticipated financial implications associated with this recommendation.

Options for Future Staffing and Station Enhancements/Efficiencies

The National Fire Protection Association (NFPA) 1710 Standard is the industry best practice for specifying the minimum criteria for addressing the effectiveness and efficiency of career public fire suppression operations, emergency medical service, and special operations delivery in protecting citizens of the jurisdiction and the occupational health and safety of fire department employees.

The NFPA 1710 standard applies to the deployment of resources by a fire department to emergency situations when operations can be implemented to save life and property.

Further, the standard is a benchmark for most common responses and a platform for developing the appropriate plan for deployment of resources for fires in higher hazard occupancies or more complex incidents.

Based on a formal community risk assessment, fire suppression operations shall be organized to ensure that the fire department's fire suppression capability encompasses deployment of personnel, equipment and resources for an initial arriving company, the initial full alarm assignment, and additional alarm assignments.

For the purpose of analysis, this report compares TBFR's existing response profile with the station location options as detailed in the TBFR SMFP. Points of consideration in this comparison are population coverage, first due company on the scene of an incident, effective response force on the scene of a low, medium and high hazard incident, high hazard areas within the municipality, and areas of high risk relative to occupancy type and historical incident data.

NFPA 1710 Definitions

Alarm – A signal or message from a person or device indicating the existence of an emergency or other situation that requires action by an emergency response agency.

Community Risk Assessment – A systematic approach that identifies, assesses, categorizes, and classifies the probabilities and consequences of a community's fire and non-fire hazards and threats, taking into account pertinent facts that increase or decrease risks in each first-due response zone.

Company – A group of firefighters under the direct supervision of an officer that are trained and equipped to perform assigned tasks that are usually organized and identified as engine companies, ladder companies, rescue companies, squad companies, or multifunctional companies, operating with one piece of fire apparatus (pumpers, aerial apparatus, quint, rescue). They continuously operate together, are managed by a single company officer and arrive at the incident scene on a fire apparatus.

First Due Response Zone – The geographic area surrounding a fire station in which a company from that station is projected to be the first to arrive on the scene of an incident

Geographic Isolation – A first-due response zone or jurisdiction with staffed resources where over 80 percent of the response area is outside of a 10 minute travel time from the next closest staffed suppression apparatus.

Geographic Restriction – A defined condition, measure, or infrastructure design that limits response and/or results in predictable response delays to certain portions of the jurisdiction.

High-Hazard Occupancy – An occupancy that presents a high life hazard or large fire potential due to its construction configuration, or the presence of specific materials, processes or contents.

Incident Commander – The member responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources.

Initial Full Alarm Assignment – Those personnel, equipment, and resources ordinarily dispatched upon notification of a structural fire.

Low-Hazard Alarm – A fire in a typical 2000 square foot, two-story single-family dwelling without a basement and with no exposures. Requires a total effective response force of 17 firefighters.

Medium-Hazard Alarm – A fire in a typical open-air strip shopping centre ranging from 13,000 square feet to 196,000 square feet. Requires a total effective response force of 26 firefighters.

High-Hazard Alarm – A fire in a building with the highest floor greater than 75 feet above the lowest level of fire department vehicle access. Requires a total effective response force of 39 firefighters.

Simplified Risk Assessment

The Simplified Risk Assessment identified some of the following relevant considerations for this report:

1. Conducting a simplified risk assessment is the first step towards compliance with the Fire Protection and Prevention Act requirements for a municipality to provide fire protection services as it determines may be necessary in accordance with its needs and circumstances. It is intended to identify information required by a municipality to make informed decisions about the programs and activities necessary to effectively manage the community fire risk based upon local needs and circumstances.
2. Thunder Bay is a medium sized city which is isolated from other medium or larger cities. TBFR is an all hazards first response organization which is well diversified and strives to meet the needs of all customers including residential, commercial, industrial and institutional. TBFR is effectively addressing fire risk in the community using the accepted three lines of defense model.
 - Line one: Public fire safety education
 - Line two: Fire safety standards and enforcement
 - Line three: Emergency response
3. The community has a significant number of older multi-unit residential properties as well as industrial properties which are located in or directly adjacent to the downtown core areas. These core areas have been identified as areas of high risk with a history of large dollar loss fires. (Appendix B, Figure 1)
4. Within the Fire Prevention Division, challenges are currently being experienced with regard to sufficient inspection capacity for multi-unit residential properties, including student housing and the identification of unlicensed lodging houses. There are currently approximately 3000 known multi-unit properties in the municipality; more are discovered on a regular basis. The work of ensuring fire and life safety standards are appropriately maintained is labour intensive and time consuming. Work is being done to develop collaborative programs with the both the Building and Municipal Enforcement divisions to ensure identified concerns are appropriately addressed. A review of the capacity of the Fire Prevention Division to inspect these properties on a regular basis is underway.
5. Thunder Bay has a high number of F1 industrial occupancies (the highest risk industrial occupancy) such as grain elevators and bulk fuel plants. The working grain elevators pose obvious risks but the abandoned properties pose a fire risk to the public, fire fighters and

the environment as they are often not properly secured from unauthorized entry, have difficult access, and have no working fire detection or protection systems. TBFR works with various stakeholders to ensure reasonable steps are taken to appropriately mothball or demolish these properties.

6. An assessment of where fire risk based on fire loss in the municipality reveals that the downtown core areas show the greatest risk. A review of fires with losses greater than \$10,000 demonstrates the greatest number of these large fires occur in the downtown cores. (Appendix B, Figure 2)

Existing Response Capabilities

First Due Response Zone Coverage – An evidence based analysis indicates that TBFR can presently assemble four (4) firefighters on the scene of an incident within four (4) minutes of travel time on 50% of the municipality's roadways. Due to Thunder Bay's vast rural road network, and relatively low population density in these areas, GIS mapping data indicates that existing 4 minute travel time coverage is presently provided to approximately 87,000 people within the City.

From a response perspective, and of significant importance with respect to the fire growth curve, further statistical analysis indicates that TBFR's present deployment model, and existing fire station locations adequately permit for effectively providing a timely first due company response to the high density, high call volume, and high risk areas of the City. These specific areas of high risk, and associated higher call volumes areas are detailed in the Simplified Risk Assessment mapping for risk areas (Appendix B).

Effective Response Force – Consistent with NFPA 1710, an effective response force is the ability for a fire service to assemble the appropriate number of firefighters (16) on the scene of a low hazard incident within eight (8) minutes of travel time. An evaluation of the existing station locations indicates that TBFR is only capable of assembling an effective response force of 16 firefighters on the scene of a low-hazard incident on 3.0% of the roadways in Thunder Bay within 8 minutes.

TBFR is not presently capable of assembling the minimum of twenty-six (26) firefighters on the scene within eight (8) minutes of travel time to a Medium-Hazard Alarm. TBFR is also not presently capable of assembling the minimum of thirty-nine (39) firefighters on the scene within eight (8) minutes of travel time to a High-Hazard Alarm.

Consultant Recommendation #16 – The fifth person on each of the two pumper/rescues be utilized as floaters to help offset overtime costs.

Action – TBFR will implement operational changes that will result in the elimination of the fifth person on each of the two in service pumper/rescues. Achieved through attrition, this operational

change will result in a reduction of eight (8) FTE's with a resulting impact of \$2,550,393 in operating savings from 2021 to 2024. Annual operating savings of \$1,025,496 will be realized on a go forward basis.

The operational change as detailed above will not result in a reduction to the level of service that is presently being provided to the citizens of Thunder Bay, nor will it have a negative impact on firefighter safety or the safety of the public. In preparation for this operational change, Administration has giving consideration to existing Collective Agreement language, the *Fire Protection and Prevention Act, 1997*, the *Occupational Health and Safety Act*, and the Firefighter Section 21 Guidance Notes. Based on known 2021 attrition rates, the first phase of budgetary savings of approximately \$200,000 will be reflected in TBFR's 2021 operating budget submission.

As a result of the elimination of the fifth person on each of two in service pumper/rescues, and in an effort to more closely satisfy the effective response force requirements as detailed in NFPA 1710 (16 firefighters on the scene of a low-hazard alarm within 8 minutes), effective on the date of the operational change as detailed above, TBFR will begin deploying three pumpers and one pumper/rescue on the first alarm assignment to the report of a structural fire, or possible structural fire. Although there will be no financial impact to the Corporation as a result of this operational change, it is however anticipated that this change will lead to improved effectiveness and safety during the initial stages of fire-ground operations. This model will provide for enhanced firefighter and public safety.

Prior to the implementation of this change, an updated Standard Operating Procedure will be developed in cooperation with the TBFR Occupational Health and Safety Committee. Further, a training program specific to this change will be developed, including a practical component and said training will be delivered to all staff prior to implementation. Finally, all of the necessary equipment, and resources will be procured and be in place prior to the delivery of the training program. This operational change will be implemented in Q2 of 2021.

Impact on the Level of Service – As a result of this operational change, it is anticipated that there will be an improvement to the level of service.

Financial Implications – Implemented in Q2 of 2021, and with staffing reductions realized through attrition, in the years 2021 to 2024, there is a cumulative savings of \$2,550,393 associated with this operational change. Further, and based on 2022 wage rates, there will continue to be an annual operating savings of \$1,025,496 on a go forward basis. There will be minimal costs associated with the purchase of equipment and training for this operational change and it is anticipated that these costs will be absorbed within TBFR's existing budget.

Consultant Option #17(1) Status Quo: Decommission the Vickers Street Headquarters and build a smaller two-bay station, close to the present HQ to ensure proper coverage in the area. Move the administration staff to the upper floor area of Station #3.

Preliminary Analysis – As detailed in the consultant’s report, the TBFR Headquarters (Station 1) located at 330 Vickers Street North is presently at capacity. With respect to this statement, and of primary concern, is the building’s functionality as an administrative workplace, and not that of its functionality from an emergency response perspective. Further, and not included in the consultant’s report, is the future ability of the Station 1 Administration area to satisfy the Accessibility for Ontarians with Disabilities Act (AODA) requirements for accessible public spaces.

Evidence based GIS mapping clearly indicates that from a first due response zone perspective, Station 1 is presently in a desirable location. Additionally, the station provides good initial response coverage to the south downtown core, which, as detailed in the Community Risk Assessment, has been clearly identified as a high-risk/high response area. Finally, the existing station location is adequately located to support effective response force requirements in those areas outside of its first due response zone. It should also be noted that Station 1 presently serves as a satellite station for Superior North EMS.

With the exception of the concerns as detailed above, it is the opinion of Administration that Station 1 continues to adequately function as an operational fire station. Additionally, a 2019 building condition summary provided by the Facilities Division indicates the general condition of the building is that of fair condition.

With respect to relocating TBFR Administration staff to Station 3 (60 South Water Street), the viability of this option will require further investigation, and in this regard, the Facilities Division has committed to providing TBFR with assistance in Q1 of 2021.

Although further analysis needs to be completed, specific to station location, based on the preliminary review and consistent with the consultant’s recommendation, Administration is in support of Option #17(1) as the operational model for the SMFP.

Action – With the support of the Facilities Division, TBFR is recommending further analysis regarding Option #17(1). Included in this analysis will be the option to continue operating Station 1 from an emergency response perspective while at the same time investigating additional options for the location of TBFR Administration staff beyond that of relocating to Station 3.

Impact on Service Level – There is no impact on the level of service as a result of implementing Option #17(1).

Financial Implications – The Consultant’s report indicates that the cost to construct a new fire station in the vicinity of Station 1 is approximately \$2,000,000 dollars, with demolition costs for the existing station ranging from \$10 to \$50 per square foot. The purchase of land, if required, would also be an additional cost. The cost associated with renovating Station 3 in order to accommodate TBFR Administration staff is not detailed in the consultant’s report, nor is there an architectural review detailing the practicality of this option. Finally, in the absence of significant renovations to include an elevator, publicly accessible administration offices that may be located on the second story of Station 3 may not be in compliance with OADA requirements.

The 2019 assessment report that was provided by the Facilities Division indicates that the replacement cost of a 5150 square foot fire station similar the ones that were constructed in 2014 on the 20th Side Road and on Neebing Avenue, is \$2,830,000.

Should Station 1 be replaced, it is estimated that the capital costs associated with implementing Option #17(1) will range between \$2,500,000 and \$4,000,000 plus any related demolition costs.

Alternatively, continuing to operate Station 1 and relocating TBFR Administration staff to an alternate public facing location may result in reduced expenditures. At the time of the writing of this report, an estimated amount is undetermined.

Beyond those efficiencies that may be realized as the result of operating and maintaining a new Fire Station, there are no additional operational savings as a result of implementing this option.

Consultant Option #17(2) Station Realignment Option 1: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street. Station #4 would be relocated in the area of Victoria Avenue East and Tarbutt St. North.

Preliminary Analysis – A GIS analysis indicates that by implementing Option #17(2), TBFR would be capable of assembling four firefighters on the scene of an incident within four minutes of travel time on 47.3% of the roadways in Thunder Bay. This realignment option would result in a 5.4% decrease in existing response capabilities. Further GIS analysis indicates that the implementation of Option #17(2) would result in the following service level changes:

1. A first due response zone reduction in the level of service to 3,088 people, occupying 895 structures in the north downtown core and into the Shuniah Street area.
2. A first due response zone reduction in the level of service to 1,874 people occupying 699 structures in the East End.
3. A first due response zone reduction in the level of service to 2,584 people occupying 839 structures in Northwood.
4. A first due response zone improvement in the level of service to 1,059 people occupying 369 structures in Westfort.
5. A first due response zone improvement in the level of service to 756 people occupying 114 structures in the Intercity area.

With respect to Medium-Hazard and High-Hazard alarms, based on Station Realignment Option 1, no improvements would result in terms of assembling the recommended staffing levels within the suggested travel time to these types of incidents.

Historical response data indicates that by moving Station 3 away from its present and effective downtown core location, and leaving Station 2 in its existing location, during the years 2017 and 2018, a four minute travel time response objective would have not been achieved to 1,708 emergency incidents. The vast majority of these incidents occurred in the north downtown core.

Although further analysis needs to be completed, based on the preliminary analysis, Administration is not in support of Station Realignment Option 1.

Impact on the Level of Service – Implementing Station Realignment Option 1 would result in a service level reduction to 5731 people occupying 1950 structures. Further, TBFR's ability to respond to low-hazard alarms would be reduced by 5.4% when compared to existing capabilities.

Financial Implications – In keeping with the consultant's recommendation, with the exception of facility operation and maintenance costs, there are no additional operational savings associated with Station Realignment Option 1. The Capital costs associated with this option are estimated to be between \$12,500,000 and \$14,000,000 plus any related demolition costs.

Consultant Option #17(3) Station Realignment Option 2: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street.

Preliminary Analysis – A GIS analysis indicates that by implementing Option #17(3), TBFR would be capable of assembling four firefighters on the scene of an incident within four minutes of travel time on 44.4% of the roadways in Thunder Bay. This realignment option would result in an 11.1% decrease in existing response capabilities.

Further analysis indicates that the implementation of Station Realignment Option 2 would result in a 1% decrease in TBFR's ability to achieve an effective response force on the scene of a Low-Hazard Alarm when compared to existing capabilities.

Further GIS analysis indicates that the implementation of Option #17(3) would result in the following service level reduction:

1. A first due response zone reduction in the level of service to 14 129 people, occupying 4729 structures in the south downtown core, the East End and sections of Westfort.

Historical response data indicates that the implementation of Station Realignment Option 2 would have resulted in a four minute travel time response objective not having been achieved for 1520, 1834 and 1850 emergency incidents for the years 2016, 2017 and 2018 respectively. These historical incident occurred in the south downtown core, the East End and sections of Westfort.

The reduction of the level of service to the south downtown core that would occur as a result of implementing this option is of significant concern. Supported by the evidence as detailed in the current Risk Assessment, it is the opinion of Administration that there will be increased risk to both the safety of the public and the safety of firefighters as a result of implementing this option.

Therefore, from a risk versus benefit perspective, and combined with the evidence stated in this analysis, Administration is not supportive of Station Realignment Option 2.

Impact on the Level of Service – Implementing Station Realignment Option 2 would result in a service level reduction to 14,129 people occupying 4729 structures in the south downtown core, the East End and sections of Westfort. Further, this option would significantly detract from TBFR's present ability to provide first due response zone coverage and effective response force coverage to the two highest risk areas of the City of Thunder Bay, that being the North and South downtown cores.

Financial Implications – With the exception of facility operation and maintenance costs, there are no additional operational savings associated with Station Realignment Option 2. The capital costs associated with this option are estimated to be approximately \$10,000,000 and \$11,500,000 plus any related demolition costs.

Consultant Option #17(4) Station Realignment Option 3: Close fire operations at Station #4, continuing use as an EMS station. Firefighters from Station #4 to be assigned to medical responses for the fire department.

Preliminary Analysis – Utilizing GIS mapping, a preliminary analysis indicates that the closure of Station 4 will result in an immediate reduction in the level of service to 10,208 people occupying 3,198 structures. That is to say that 10,280 people that presently receive 4 minute first due response would no longer receive it. Should Station 4 be closed, the initial response zone coverage to the geographic area that is presently serviced by Station 4 would have to be covered by Station 1 (Vickers St) and Station 6 (Neebing Ave). Using 2018 response data, a further analysis of Station 1 utilization data indicates that as a result of closing Station 4, the service level decrease would expand to 30,792 people occupying 10,044 structures 8.5% of the time during a calendar year. Similarly, an analysis of Station 6 utilization data indicates that the service level decrease would expand to 19,849 people occupying 6,418 structures 5.8% of the time during the calendar year.

In order to qualify this analysis, GIS mapping further indicates that the closure of Station 4 would reduce TBFR's ability to assemble four (4) firefighters on the scene of an incident within four (4) minutes of travel time on 50% of municipal roadways to that of 43.9% of the time. This equates to a 12.1% reduction in response capabilities and is mathematically consistent with the population coverage data as detailed above.

With respect to TBFR establishing Community Response Vehicles (CRV), the effectiveness and cost benefit of such an option will require more research, and discussion with senior levels of Administration. At this time, Administration is recommending against the implementation of CRV's.

Based on the preliminary analysis, the resulting reduction to the level of service, and the potential negative impact on public safety and firefighter safety, Administration is strongly recommending against the implementation of Station Realignment Option 3.

Impact on the Level of Service – As detailed in the preliminary analysis, the implementation of Option 3 would result in a significant reduction in the level of service to a large and generalized segment of the City. Based on this scenario, when the historical utilization data is considered for Station 1 and Station 6, the risk to both public safety and firefighter safety increases significantly.

Financial Implications – With the exception of reduced facility operation and maintenance costs, there are no additional operational savings associated with Station Realignment Option 3. There are also no capital costs associated with this recommendation.

FINANCIAL IMPLICATIONS

The known financial implications associated with this report are operational savings of approximately \$3,112,055 between the years 2021 and 2024, and annual operating savings of \$1,166,553 annually thereafter.

Once determined, negative cost implications, if any, that are associated with either operating or capital expenditures, will be reported through future budget submissions, or where required, through future reports to City Council.

CONCLUSION

It is concluded that the Implementation Plan as presented should be approved by City Council, and until such time as Administration can report back with a comprehensive fire station location recommendation, it is further concluded that TBFR will continue to deploy resources consistent with Option #17(1).

REFERENCE MATERIAL ATTACHED:

Appendix A – Thunder Bay Fire Rescue Strategic Master Fire Plan
Appendix B – Maps

PREPARED BY: GREG HANKKIO, FIRE CHIEF

THIS REPORT SIGNED AND VERIFIED BY: (NAME OF GENERAL MANAGER)	DATE:
Mark J. Smith, GM Development & Emergency Services	December 7, 2020

February 2020

Thunder Bay Fire Rescue



Strategic Master Fire Plan



**Emergency
Management &
Training Inc.**

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ACRONYMS

AED	Automatic External Defibrillator
CEMC	Community Emergency Management Coordinator
CFAI	Commission on Fire Accreditation International
CRA	Community Risk Assessment
CSA	Canadian Standards Association
EMCPA	Emergency Management & Civil Protection Act
EMS	Emergency Medical Services
EOC	Emergency Operations Centre
ERP	Emergency Response Plan
FESO	Fire and Emergency Services Organization
FPPA	Fire Protection and Prevention Act
FUS	Fire Underwriter's Survey
FWFN	Fort William First Nation
HQ	Headquarters
IRM	Integrated Risk Management
MFP	Master Fire Plan
MVC	Motor Vehicle Collision
NFPA	National Fire Protection Association
NIOSH	National Institute for Occupational Safety and Health
OFC	Ontario Fire College
OFMEM	Office of the Fire Marshal and Emergency Management
PFSG	Public Fire Safety Guidelines
SOG	Standard Operating Guidelines
SWOT	Strengths, Weaknesses, Opportunities, and Threats
TBFR	Thunder Bay Fire Rescue

EXECUTIVE SUMMARY

This Strategic Master Fire Plan consists of a review of the community and its fire service that culminates into a 10-year plan for future opportunities for organization improvements over the coming years. The plan assesses present and future population statistics and anticipated growth. It is a plan that also evaluates past and present service levels provided by a fire department, coupled with its service goals and expectations.

The overall goal of this document is to provide the fire service and the City with a comprehensive look at how well Thunder Bay Fire Rescue is meeting the needs of its staff and the community it serves. Once the plan is adopted, the next phase is implementation. Implementation will depend on the City's resources and ability to move forward with the associated recommendations contained within the document.

Objectives

To ensure that they are meeting the needs of the community and their staff, Thunder Bay Fire Rescue recognizes that it is necessary to conduct this strategic review of the organization for the intention of providing high-quality fire services to the residents and businesses of the community along with its visitors. With the creation of a Master Fire Plan, the City of Thunder Bay is evaluating all aspects of its service including the operational costs and capital budgets required to maintain or enhance the service.

To complete the overall objectives of the review by identifying opportunities, possible efficiencies and priorities relating to the provision of fire services to residents, businesses, and visitors in Thunder Bay. Any recommendations arising from the plan will be used to develop strategies for 2020 through to 2030.

Based on the information received during our meetings, a review of supplied documentation and reference to industry standards and best practices, there is a total of 15 general recommendations that are identified within each section, along with six options relating to future staffing and station opportunities for enhancements/efficiencies for consideration by the Fire Chief, senior management, and Council to guide the TBFR into the future.

The scope of work noted in the City's Request for Proposal has been utilized to guide this review. They include but not are necessarily be limited to the following:

- Develop call volume projections by type of call for each year to 2030;
- Review TBFR response to medical 911 calls and comment on their utility and effectiveness;
- Identify any reasonable opportunities to reduce call demands;

- Review TBFR's current services level goals and provide comment on these goals with respect to what is considered best practice, industry standard, and legislated requirement;
- Review and comment of the extent to which TBFR meets, exceeds or fails to meet service level goals;
- Review TBFR's operations in the areas of suppression, fire prevention and investigation, apparatus and equipment, training and administration and provide comment on opportunities to drive efficiencies and/or improve effectiveness;
- Review apparatus and equipment and provide comment on its suitability;
- Review the present fire station locations, undertake analysis and provide recommendations with respect to future requirements as they relate to services delivery expectations; and,
- Review and comment on any other facet of service delivery and organizational shape or culture as deemed appropriate.

A quick reference chart has been included within this Executive Summary, along with a more detailed chart found in Section 10 of this document. The detailed chart includes timelines for implementation along with estimated costs.

Recommendations – Quick Reference Chart

Rec #	Recommendation	Suggested Timeline
1	The present Establishing & Regulating By-law be updated and presented to Council for approval including an outline of services to be delivered by TBFR.	Short-term (1-3 years) and ongoing
2	TBFR work with the Thunder Bay Police Dispatch service to promote adherence with the NFPA 1221 Standard on Emergency Communications Services.	Short-term (1-3 years) and ongoing
3	It is recommended that a review of the fire service agreement between TBFR and the FWFN be reviewed and updated as required in relation to services to be provided and related costs for providing these services.	Short-term (1-3 years)
4	<p>Fire Department should review the comments received from the focus group meeting and identify how improvements can be incorporated into daily operations and/or through social media information sessions.</p> <ul style="list-style-type: none"> This review should be followed up with a media release to demonstrate that input from the surveys and meetings is being considered and, where possible, implemented. 	Short to long-term (1-10 years)
5	Any fire suppression personnel providing primary Fire Prevention activities should be qualified as Fire Inspector 1 and Fire and Life Safety Educator Level 1. At a minimum, each captain on the pumper trucks should receive this training and certification.	Short-term (1-3 years) and ongoing
6	The Fire Chief and Fire Prevention Division Chief need to utilize the NFPA five steps process to evaluate the Fire Department's present level of activity and the future goals for fire prevention activities.	Short-term (1-3 years) and ongoing
7	The Fire Underwriters Survey chart should be utilized as a general benchmark for the Prevention Division to develop a plan on what can be accomplished with its present staffing complement, along with presenting options for increasing inspection frequencies (through utilization of fire officers) and ultimately what is needed to meet the Fire Underwriters Survey benchmarks.	Short-term (1-3 years) and ongoing

8	<p>To verify the training programs are meeting related NFPA (and other) training program recommendations, the Deputy Fire Chief must identify:</p> <ul style="list-style-type: none"> • What training programs are required for the services that TBFR is providing? • The number of hours that are required to meet each of those training needs based on Provincial and industry standards. • Resources required to accomplish this training. • Joint partnerships with private organizations that can be entered to achieve the training requirements identified by the Chief Training Officer. • An annual program outline at the start of each year presented to the Fire Chief, with measured goals and expectations reporting completion success rate at the end of each year. • Continue to identify how the training facility can be better utilized as a form of revenue generation for the City. 	Short-term (1-3 years) and ongoing
9	TBFR to create a more proactive campaign at educating the public about false alarms and how to avoid them. At the same time work with EMS on reduction of medical responses, wherever possible.	Short-term (1-3 years)
10	Implementation of the “Safe Haven” concept that has been built into stations #6 and #7 be installed in all fire stations along with a public education program to promote each fire station as a more integrated public safety measure.	Short-term (1-3 years)
11	The Fire Chief to direct the Fire Prevention/Public Education Division to review Thunder Bay’s inspection program, identifying levels of desired frequency relative to the FUS (see chart in Appendix “B”).	Short-term (1-3 years)
12	Upon completion of the assessment in Recommendation #11, the Fire Chief to provide Council with a draft policy for review and passage that outlines a proactive fire inspection program to address identified needs and expected outcomes. This program should outline the building types, the frequency of inspections, and the staffing/hourly requirement.	Short-term (1-3 years) and ongoing

13	TBFR staff to present an updated Community Risk Assessment to Council by the end of 2020.	Short-term (1-3 years) and every five years thereafter
14	Conduct a review/ evaluation of the Division Chief of Administration and Emergency Management's position to identify time spent on responsibilities. Based on the review, a decision is to be made on what duties the Division Chief should be assigned, and what duties can be reassigned to other staff.	Immediate (0-1 year)
15	The Fire Chief, working with the City Treasurer, should ensure adequate reserve funds for apparatus, and equipment.	Short-term (1-3 years)

Options for Future Staffing and Station Enhancements/Efficiencies

Rec #	Option	Suggested Timeline
16	The 5 th person on each of the two pumper/rescues be utilized as floaters to help offset overtime costs.	Immediate (0-1 years)
17 (1)	Status Quo: Decommission the Vickers Street Headquarters and build a smaller two-bay station, close to the present HQ to ensure proper coverage in the area. Move the administration staff to the upper floor area of Station # 3.	Mid-term (4-6 years)
17 (2)	Station Realignment Option 1: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street. Station #4 would be relocated in the area of Victoria Avenue East and Tarbutt Street North.	Mid to Long-term (4-10 years)
17 (3)	Station Realignment Option 2: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street.	Mid to Long-term (4-10 years)
17 (4)	Station Realignment Option 3: Close fire operations at Station # 4, continuing use as an EMS station. Firefighters from Station #4 to be assigned to medical responses for the fire department.	Mid-term (4-6 years)
18	Conduct a thorough review of medical responses:	Short to Mid-term (1-6 years)
	Option 1: Reduce medical calls that the fire department will respond to.	
	Option 2: Alternatively, upon consolidation of Station #1 and #3, (Rec #16(2)), one crew be broken into two units and be assigned to CRV medical responses for the fire department.	

INTRODUCTION

Review Process and Scope

Emergency Management & Training Inc. (EMT) has based its review process on the City's initial Request for Proposal and the response document submitted by Emergency Management & Training Inc. The specific scope of work identified in the Request for Proposal was reviewed. The Strategic Plan (MFP) review was completed by utilizing best practices, current industry standards, and applicable legislation as the foundation for all work undertaken. Emergency Management & Training Inc. also used both quantitative and qualitative research methodologies to develop a strong understanding of current and future needs and circumstances of the community.

Deliverables

Through a strategic planning process and by building upon the 2012 - 2016 Strategic Plan, EMT has developed a new Strategic Plan for 2020 - 2030. As noted in the Executive Summary the scope of work shall include, but not necessarily be limited to a review of the following:

- call volume projections
- response to medical 9-1-1 calls and comment on their utility and effectiveness
- Identify any reasonable opportunities to reduce call demands
- current services level goals and provide comment on these goals with respect to what is considered best practice, industry standard, and legislated requirement
- how TBFR meets, exceeds or fails to meet service level goals
- operations in the areas of suppression, fire prevention and investigation, apparatus and equipment, training and administration and provide comment on opportunities to drive efficiencies and/or improve effectiveness
- apparatus and equipment
- present fire station locations, provide recommendations with respect to future requirements as they relate to services delivery expectations and,
- comment on any other facet of service delivery and organizational shape or culture as deemed appropriate.

Based on these criteria and through meetings with the Fire Chief, staff, City Council and other stakeholders, the consulting team was able to complete a thorough review of elements that are working well and areas requiring improvement within Thunder Bay Fire Rescue.

Based on the review of the Fire Service's facilities, equipment, programs and related data, (and as noted in the Executive Summary) Emergency Management & Training Inc. is submitting a total of 15 general recommendations that are identified within each section, along with six options relating to future staffing and station opportunities for enhancements/efficiencies for consideration by the Fire Chief, senior management, and Council to guide the TBFR into the future.

Performance Measures and Standards

This MFP has been based upon (but not limited to) key performance indicators that have been identified in national standards and safety regulations such as:

- Office of the Fire Marshal and Emergency Management's (OFMEM) Public Fire Safety Guidelines.
- *The Fire Prevention and Protection Act* and its subordinate regulations, including the Ontario Fire Code O. Reg 213/07, Mandatory Assessment of Complaints and Requests for Approval O. Reg 365/13, and Mandatory Inspection – Fire Drill in Vulnerable Occupancy O. Reg 364/13. And O. Reg 378/18 Community Risk Assessment.
- Office of the Fire Marshal and Emergency Management's (OFMEM) Integrated Risk Management program.
- The *Ontario Health and Safety Act*, with reference to the National Institute for Occupational Safety and Health (NIOSH).
- Ontario Fire Service – Section 21 Guidelines:
 - The Section 21 Committee is based on Section 21 of the *Ontario Occupational Health and Safety Act* (OHSA). This committee is charged with reviewing industry safety concerns and developing recommended guidelines to reduce injuries for the worker.
- The National Fire Protection Association (NFPA) standards:
 - NFPA 921 – Guide for Fire and Explosion Investigations
 - NFPA 1001 – Standard for Fire Fighter Professional Qualifications
 - NFPA 1002 – Standard for Fire Apparatus Driver/Operator Professional Qualifications
 - NFPA 1021 – Standard for Fire Officer Professional Qualifications
 - NFPA 1031 – Standard for Professional Qualifications for Fire Inspector and Plan Examiner
 - NFPA 1033 – Standard for Professional Qualifications for Fire Investigator

- NFPA 1035 – Standard on Fire and Life Safety Educator, Public Information Officer, Youth Fire Setter Intervention Specialist and Youth Fire Setter Program Manager Professional Qualifications
- NFPA 1041 – Standard for Fire Service Instructor Professional Qualifications
- NFPA 1061 – Professional Qualifications for Public Safety Telecommunications Personnel
- NFPA 1072 – Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications
- NFPA 1201 – Standard for Providing Fire and Emergency Services to the Public
- NFPA 1221 – Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems
- NFPA 1500 – Standard on Fire Department Occupational Safety, Health, and Wellness Program
- NFPA 1521 – Standard for Fire Department Safety Officer Professional Qualifications
- NFPA 1710 – Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Fire Departments
- NFPA 1730 – Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations
- NFPA 1901 – Standard for Automotive Fire Apparatus
- NFPA 1911 – Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles
- The Commission on Fire Accreditation International (CFAI), which is a program that promotes fire service excellence by evaluating a fire department based on related National Fire Protection Association standards, local legislation and industry best practices (the parent organization for Commission on Fire Accreditation International is the Centre for Public Safety Excellence).
 - This program has been adopted by many fire departments in Canada as a measure of best practices. Within Ontario, Guelph, Kitchener, Toronto, and Ottawa are just a few fire departments that have obtained accreditation from the Commission on Fire Accreditation International.
- Fire Underwriters Survey (FUS) technical documents

Project Consultants

Although several staff at Emergency Management & Training Inc. were involved in the collaboration and completion of this Plan, the core review was conducted by:

- Darryl Culley, President Emergency Management & Training Inc.
- Lyle Quan, Fire Service Consultant
- Richard Hayes, Fire Service Consultant
- Rick Monkman, Fire Service Consultant

Together, the team has amassed a considerable amount of experience in all areas of fire and emergency services program development, review, and training. The Emergency Management & Training Inc. team has worked on projects that range from fire service reviews, creation of strategic and master plans, and development of emergency response programs for clients.

SECTION 1: Community and Fire Department Overview

- 1.1 Community Overview
- 1.2 Fire Service Composition
- 1.3 Governance and Establishing &
Regulating By-law
- 1.4 Fire Department Coverage Areas
- 1.5 Dispatching Services
- 1.6 Fire Service Agreements
- 1.7 Mutual and Automatic Aid Agreements

SECTION 1: COMMUNITY AND FIRE DEPARTMENT OVERVIEW

This Master Plan for the Thunder Bay Fire Rescue analyses and identifies current and probable community fire risks and needs over the next 10 years and beyond. This will greatly assist TBFR with future planning relating to staffing and response, fire and life safety programming, and asset management. To ensure a comprehensive review is conducted, this review has examined and researched all aspects of Thunder Bay Fire Rescue operations including planning, fire prevention, training and education, communications, apparatus and equipment, human resources, station suitability and location, and large-scale emergency preparedness.

1.1 Community Overview

The City of Thunder Bay, located on Lake Superior, is the most populous municipality in Northwestern Ontario with approximately 110,000 residents and the second most populous in Northern Ontario following Greater Sudbury.

Figure #1: Map of Thunder Bay in Relation to Other Communities in the Region



Thunder Bay, with large marine ports on Lake Superior, major east/west rail lines, and a network of roads, is a major transportation hub linking the City to markets beyond. With a consistent population of approximately 110,000 for the past 20 years, the growth of Thunder Bay is not projected over the

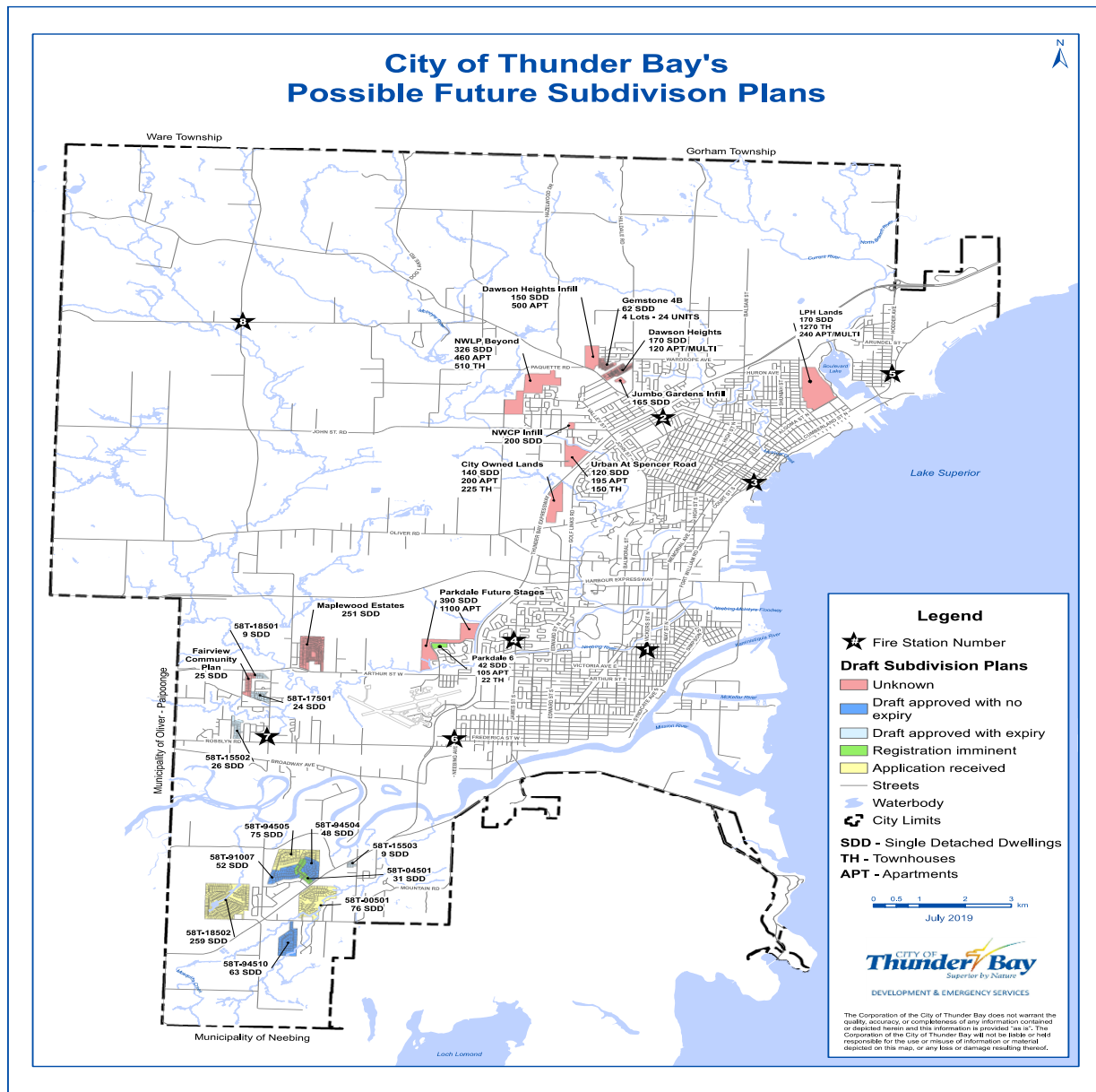
next 10 years to be substantial in either population or housing. Between 2011 to 2016, the population decreased by -0.4% but has shown a 1.8% overall growth between 2011 and 2018. All indicators have the City of Thunder Bay continuing at a projected slow growth rate, which means that the City's population is not expected to grow much beyond the present level of 110,000 over the next 5 to 10 years. As such, it would be expected that call volumes would stay relatively constant, however the fire department call volumes have grown by 23% in the past five years (2014-2018). Presently, there is an approximate call ratio of 15 calls per 1,000 residents.

Table #1: Recent Thunder Bay Population by Two-Year Increments¹

2011	2014	2016	2018
108,359	108,000	107,909	110,000

When identifying population growth, it is advisable to indicate where the actual growth will occur. City staff provided EMT with the following map of possible future subdivisions. As noted in Figure 2 below, the general pockets of growth appear to be occurring within the areas of the City that are already covered by the present fire stations. No significant amount of growth is expected to occur. As such, there doesn't appear to be a need for an additional fire station to service any new pockets of growth.

¹ Stats Canada Website, June 2019

Figure #2: Possible Future Subdivisions

1.2 Fire Service Composition

Responding to approximately 9,000 incidents a year (2018), Thunder Bay Fire Rescue (TBFR) serves a population of approximately 110,000 spread over an area of 320 square kilometres. This equates to a population density of 344 residents per square kilometre.

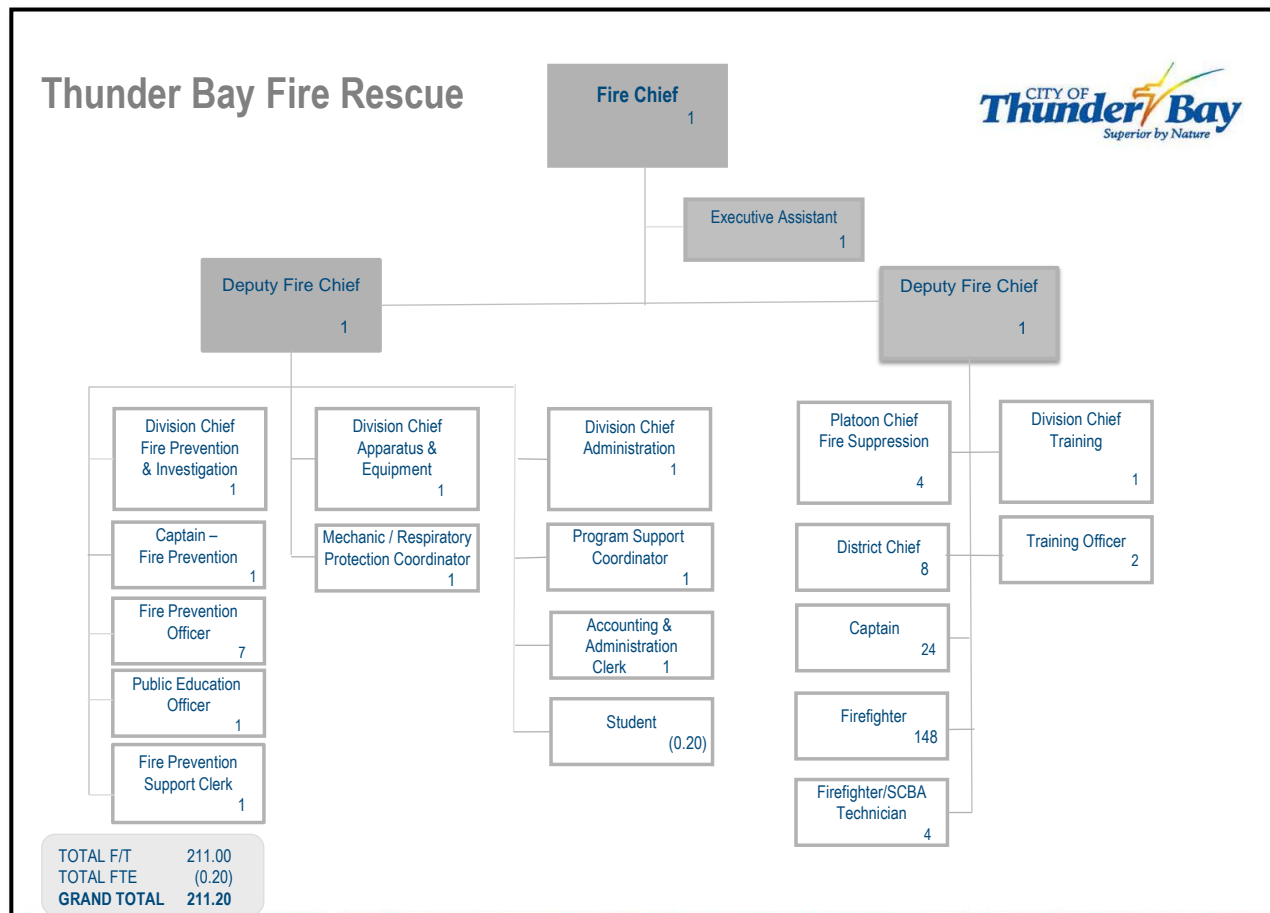
TBFR is a highly trained and technically diverse emergency service capable of handling a broad range of emergencies and hazardous situations. Serving an isolated and large geographic area with an urban and rural composition, the City of Thunder Bay operates TBFR with oversight from Thunder Bay City

Council. TBFR, through the Provincial Mutual Aid Program, provides emergency support for nearby communities. TBFR also provides structural firefighting and emergency response to the abutting Fort William First Nation encompassing an area of approximately 90 square kilometres with a population of approximately 850 in the First Nation community.

Functions of TBFR include fire suppression, auto extrication, hazardous material spills, industrial accidents, tiered medical response, high/low angle rescue, ice and water rescue, urban search and rescue, and confined space rescue, provided from eight fire stations located throughout The City of Thunder Bay. In addition to emergency response services, TBFR provides public fire safety education, fire prevention inspections and code enforcement under the Ontario Fire Code. TBFR also delivers emergency planning for the community.

TBFR employs 211 people. There are five different Divisions within the Department, namely, Administration, Suppression, Fire Prevention and Investigation, Training, and Apparatus Equipment. More information on each Division will be supplied within each related section.

The organizational chart illustrated in Figure #3 reflects the general reporting structure within the Fire Department.

Figure #3: Fire Department Organizational Chart

1.3 Governance and Establishing & Regulating By-law

The current Establishing & Regulating By-law (E&R) was last updated in 1984 and due to the age of this document, it is recommended that a full review be completed and presented to Council for approval. This update is required to ensure that the document accurately reflects the Department's official name, organizational structure and division names, duties of members, rules and regulations, code of discipline, and services offered by TBFR.

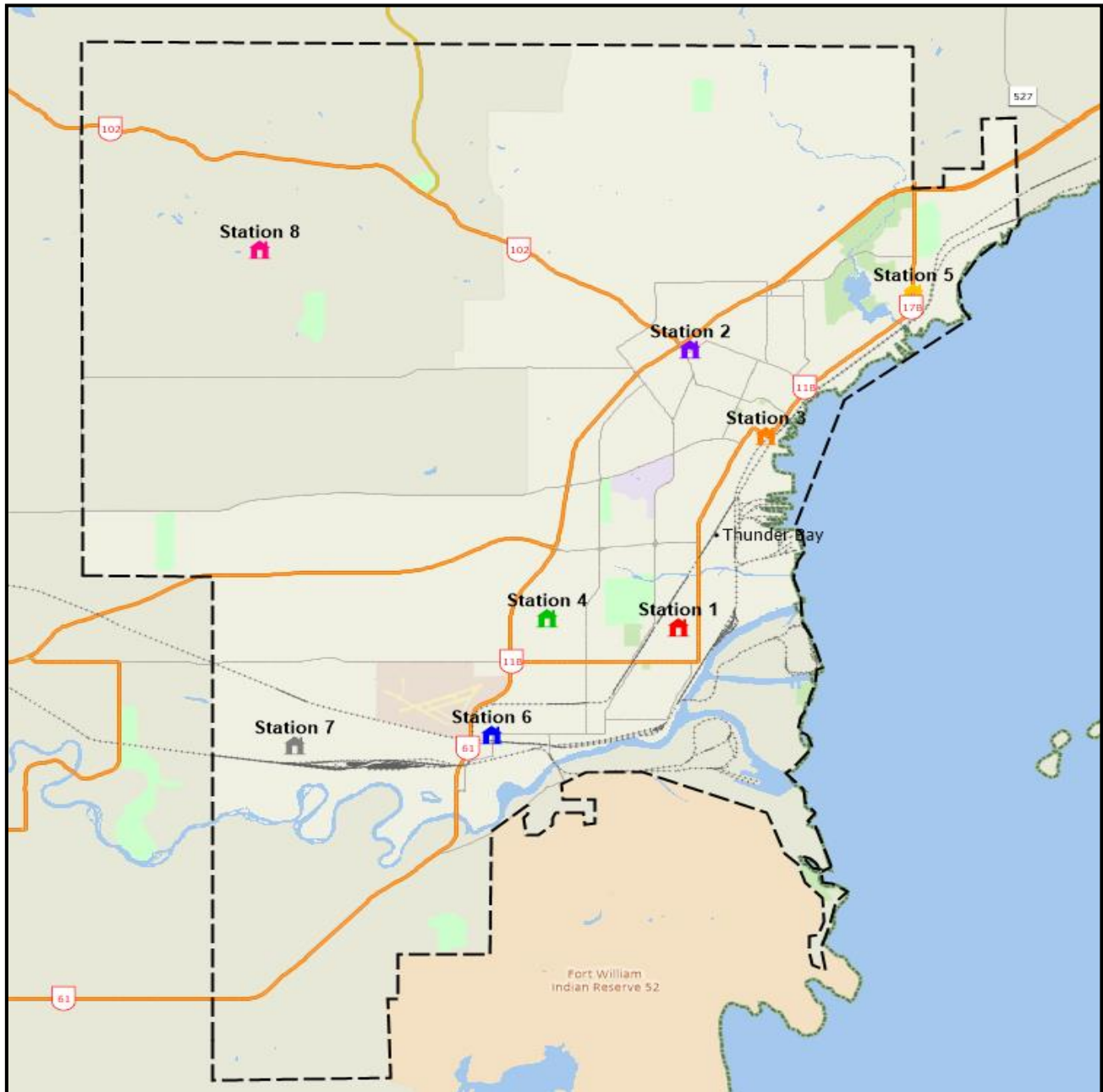
Once the current E&R By-law is updated, annual reviews of the document should be completed by the Fire Chief as a standard business practice to ensure that the Thunder Bay Fire Rescue is operating within the Council approved parameters. This does not mean that an updated by-law be presented to Council annually but that the document is kept current and accurate. By doing this, the Fire Chief can ensure that Thunder Bay Fire Rescue is providing the services required by the community.

As part of the by-law update process, the draft should be vetted through the City Solicitor prior to going to Council.

1.4 Fire Department Coverage Area and Station Locations

The following map (Figure #4) identifies the present locations of the eight fire stations, along with the City's borders.

Figure #4: Thunder Bay Fire Rescue Stations



1.5 Dispatching Services

The Thunder Bay Fire Rescue receives its dispatching services from the Thunder Bay Police Services. Based on information received, along with a review of the dispatching data, Thunder Bay Fire Rescue is receiving adequate dispatching services from the Police Service. For the 2020 contract, TBFR will pay Thunder Bay Police \$875,000.00 for this service. This amount does include extra funds for the upgrades to the Next Generation communications system. Although this amount may seem quite high, for TBFR to operate its own Dispatch center, the cost could be as much as \$1,000,000.00 per year, or more when staffing and required equipment are taken into consideration.

EMT is not recommending that TBFR create its own communications centre. However, it is recommended that TBFR work with the police dispatch service to promote adherence to the NFPA 1221 standard on Emergency Communications Systems, which notes the following benchmark as a standard.

NFPA 1221, Section 7.4 Operating Procedures

7.4.1* Ninety-five percent of alarms received on emergency lines shall be answered within 15 seconds, and 99 percent of alarms shall be answered within 40 seconds. *(For documentation requirements, see 12.5.2.)*

7.4.1.1 Compliance with 7.4.1 shall be evaluated monthly using data from the previous month.

By working towards and implementing this standard, both the Fire Service and Police Service will have a set of goals and expectations clearly identified. TBFR should also conduct annual reviews of the dispatching services provided by the Police Service to ensure that it is meeting the needs of TBFR and to identify ongoing opportunities for improvements (by both parties).

1.6 Fire Service Agreements

The City of Thunder Bay is the largest city in the area and the only department within the District of Thunder Bay that has a full-time fire service. As such, TBFR does not have agreements for receiving support from bordering fire departments. In fact, it is the bordering departments that depend on TBFR for support.

One of the key fire service agreements is with the Fort William First Nation (FWFN) in which TBFR provides structural firefighting and emergency response to the Fort William's area of approximately 90 square kilometres and 850 residents.

Based on discussions with the Thunder Bay Fire Chief, along with a review of the related call volumes and expectations of this FWFN agreement, it would appear that the FWFN is receiving a good level of service from TBFR. However, the agreement does not include fire prevention related activities. As such it is recommended that a review of the fire service agreement between TBFR and the FWFN be reviewed and updated as required in relation to services to be provided and related costs for providing these services.

1.7 Mutual and Automatic Aid Agreements

In fire and emergency services, mutual aid is an agreement among emergency responders to lend assistance across jurisdictional boundaries. This may occur due to an emergency response that exceeds local resources, such as a disaster or a multiple alarm fire. Mutual aid may be an ad hoc request, to be used only when such an emergency occurs.

When services become more of a formal standing agreement or cooperative emergency agreement on a continuing basis, it now becomes either an automatic aid agreement or a fire service agreement. Both types of agreements ensure that resources are dispatched from the nearest fire station, regardless of which side of the jurisdictional boundary the incident is on. The difference between the types of agreements is that mutual aid must be requested, whereas, automatic aid and fire service agreements have response conditions outlined within them.

Thunder Bay Fire Rescue has positive working relationships with the other fire departments in the surrounding jurisdictions. As such, mutual aid and other required agreements (if necessary) are in place. During interviews by Emergency Management & Training staff, no concerns were found about the present agreements that are in place. However, it should be noted that due to the unique geographical location of the City of Thunder Bay, TBFR is the one that supplies mutual aid to the smaller surrounding volunteer fire departments. The surrounding departments are not large enough to offer a measurable level of response in relation to mutual or automatic aid to TBFR.

The Fire Department is also the regional response unit in relation to hazardous materials response, along with urban search and rescues services. The fact that there is no other fire department in the area that can take on such programs as hazardous materials response, confined space rescue and urban search and rescue, the City of Thunder Bay is unable to rely on other neighbouring communities. As such, this can add to the cost of fire and rescue services for the City. Unlike communities like Waterloo, Kitchener and Cambridge; all within Waterloo Region, due to their proximity to each other, each community can take on some of these services, thus reducing cost to each city.

No comparable situations within Ontario were found to identify and evaluate costing in relation to quantifying the apparent higher cost for fire services in Thunder Bay.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
1	The present Establishing & Regulating By-law be updated and presented to Council for approval including an outline of services to be delivered by TBFR.	Staffing related costs only	Short-term (1-3 years) and ongoing
2	TBFR work with the Thunder Bay Police Dispatch service to promote adherence with the NFPA 1221 Standard on Emergency Communications Services.	Dependent on potential changes to the agreement	Short-term (1-3 years) and ongoing
3	It is recommended that a review of the fire service agreement between TBFR and the FWFN be reviewed and updated as required in relation to services to be provided and related costs for providing these services.	Dependent on potential changes to the agreement	Short-term (1-3 years) and ongoing

SECTION 2: Planning

2.1 Three Lines of Defence

2.2 Industry Standards and Best Practices

2.3 Strengths, Weaknesses, Opportunities, and Threats

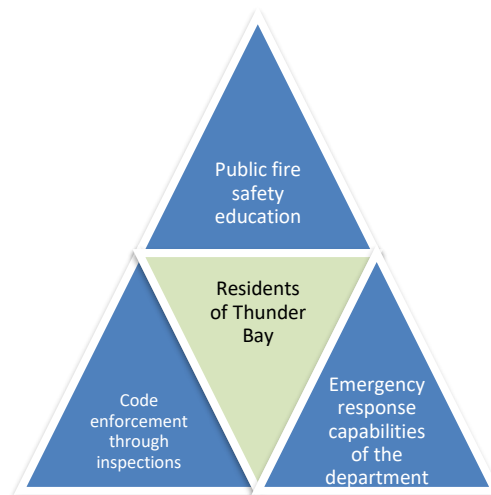
2.4 Interview and Focus Group Feedback

SECTION 2: PLANNING

Planning is a key function of any organization and should be done with a focus on the present needs of the community, coupled with its future growth and how this will affect the service demands on the fire department. The initial phase of such planning efforts is to identify the strengths, weaknesses, opportunities, and threats affecting the department and the community it serves.

2.1 Three Lines of Defence

The Office of the Fire Marshal and Emergency Management (OFMEM) have identified “Three Lines of Defence” to be utilized by all fire departments in Ontario when planning to meet the needs of the community. By embracing and implementing these three lines of defence, the centre of focus is the safety of the community, based on education, enforcement and response.



1. **Education** – Fire safety education is the key to mitigating the fire and life hazards before they start. With the growth of the community, how will the municipality continue to meet the fire safety educational needs of the community?
2. **Inspections and Enforcement** – If the public education program does not prove effective, the next step is for the fire department to enforce fire safety requirements through inspections leading to possible charges under the *Act*.
3. **Emergency Response** – If the first two lines of defence fail for whatever reason, the community, through its fire department, should be prepared to respond in an efficient and effective manner to put the fire out and/or mitigate the emergency itself. By evaluating the effectiveness of the fire stations, staff, and equipment, this report will be able to make recommendations for related efficiencies.

In conjunction with the three lines of defence, a key industry standard that outlines goals and expectations for a fire department is the National Fire Protection Association (NFPA). These standards are not mandated but do form the foundation of the fire services recommended best practices. These NFPA standards are also utilized by organizations such as the Fire Underwriters Survey group to conduct their assessments of a fire department and the community. The provincial Fire Marshal Offices and provincial fire schools also use them to form the foundation of their evaluation and training related programs.

2.2 Industry Standards and Best Practices

2.2.1 National Fire Protection Association 1201

In 2014, the Province of Ontario adopted a move to the NFPA Standards for training and certification courses at the Ontario Fire College. To assist with Emergency Management & Training Inc.'s review, reference has been made to key NFPA Standards that identify services that should be offered and how they are to be delivered based on the composition of a fire department. One of the foundational NFPA Standards is Standard 1201 as it sets out criteria for providing fire and emergency service to the public.

National Fire Protection Association Standard 1201 – Standard for Providing Fire and Emergency Services to the Public

Section 4.3.5 notes:

- The Fire and Emergency Services Organization shall provide customer service-oriented programs and procedures to accomplish the following:
 1. Prevent fire, injuries and deaths from emergencies and disasters
 2. Mitigate fire, injuries, deaths, property damage, and environmental damage from emergencies and disasters
 3. Recover from fires, emergencies and disasters
 4. Protect critical infrastructure
 5. Sustain economic viability
 6. Protect cultural resources

To accomplish this, a Fire and Emergency Services Organization (FESO) must ensure open and timely communications with the Chief Administrative Officer and governing body (Council), create a masterplan for the organization, and ensure there are mutual aid and automatic aid programs in place, along with an asset control system and maintenance program.

To provide a fire department clearer focus on what the ultimate goals for emergency response criteria are, the National Fire Protection Association suggests that response times should be used as a primary performance measure in fire departments. National Fire Protection Association 1710 (refers to goals and expectations for Career Fire Departments) has been incorporated into the evaluation of the fire department's response and staffing needs. More discussion in relation to these two standards will be presented in Sections 3 and 4.

2.2.2 Commission on Fire Accreditation International

“When a Fire Department applies a model of risk assessment to help determine their level of emergency services commitment, they have moved from being reactive to being proactive.” – quote from Commission on Fire Accreditation International overview information.

In the fire service, the National Fire Protection Association standards are considered by many as the benchmark to strive for. Many of these standards have, to a large degree, been adopted and supported by numerous fire departments. The Commission on Fire Accreditation International is an organization that has incorporated all national and local standards into an accreditation process, effectively becoming the model for best practices in fire services. This best practice is seen as a model of fire service excellence.

To accomplish this excellence model, the Commission on Fire Accreditation International program revolves around 10 categories:

1. **Governance and Administration** – Includes such things as organizational reporting structure, establishing and regulating by-law requirements, etc.
2. **Assessment and Planning** – Evaluating the organization in relation to future planning.
3. **Goals and Objectives** – What are the goals of the fire service? Do they have a strategic plan in place?
4. **Financial Resources** – Does the organization have sufficient funding in place to effectively meet the needs of internal and external stakeholders?
5. **Programs** – Includes fire prevention, fire suppression, training and emergency management.
6. **Physical Resources** – What is the state of the fire stations and are they located in the best location to respond to the community in a timely manner?
7. **Human Resources** – Includes staffing of the organization in all branches as well as how the fire service works with the municipality’s Human Resources Department.
8. **Training and Competency** – Review of all training programs based on what the Fire Department is mandated to provide.
9. **Essential Resources** – This section covers such things as water supply, communications/dispatch and administrative services.
10. **External Systems Relations** – Includes such topics as mutual aid, automatic aid, third party agreements, etc.

These categories will be discussed within each related section of this Master Plan document.

2.3 Strengths, Weaknesses, Opportunities, and Threats (SWOT)

The strengths and weaknesses portion of a SWOT Analysis are based on an internal review that identifies what is working well, along with recognizing areas for improvement. The opportunities and threats portion of the SWOT are related to external influences and how they affect the operations and response capabilities of a fire department.

2.3.1 Strengths

- The City of Thunder Bay benefits from having eight fire stations located throughout the City. These stations are staffed full-time, 24/7. This equates to a consistent and dependable service for the community.
- There are fire prevention, public education and code related inspections programs in place throughout the City by Thunder Bay.
- A full line of training programs is in place that are coordinated and are monitored by the Chief Training Officer.
- The Thunder Bay Fire Rescue has strong relationships with neighbouring departments and a long history of cooperative services.
- Thunder Bay Fire Rescue has a force of highly trained firefighters in technical rescue, Urban Search and Rescue, and HAZMAT supporting the City, North Western Ontario, and is capable of responding province wide.

2.3.2 Weaknesses

- There appears to be a need for a new fire headquarters due to the age and condition of the building that has been noted in a previous facilities evaluation report, which notes some issues with the slope of the second floor, and related costs to complete any related upgrades – approximately \$900,000.00 was noted in the report .
 - This could be addressed through a realignment of the stations and relocation of the administrative staff. More discussion on this realignment/relocation later in this report.
- Although the future growth projections do not indicate a large growth in population, service demands could still increase due to an aging population and aging infrastructure in the City.

2.3.3 Opportunities

- TBFR should reassess the locations and use of its present fire stations to find service and cost efficiencies to better utilize its present fire stations and staffing complement.
- TBFR should review the present fire service agreements, emergency medical responses and by-laws to identify further efficiencies, cost savings, and other possible opportunities to reduce call volumes by the Department.
 - More information is noted in relation to both opportunities within Section 9.

2.3.4 Threats/Challenges

- The threat of weather patterns is a challenge for communities to deal with the so called “100-year storm”. Due to changes in climate, inclement weather incidents, such as freezing rain/ice storms and flooding are becoming more commonplace and need to be part of the emergency response program for each community. This change in climate conditions, along with the resulting frequency and severity of incidents, has also predicated the need for a larger response component to these emergencies.

Weather Related Incidents

It is interesting to note that in the past several years TBFR has responded to the following weather-related incidents:

2019

- January weather events resulting in 49 motor vehicle collisions (MVC's)
- February weather events resulting in 42 MVC's
- November 21st snowstorm resulting in 36 wire down/power outage incidents
- October 21st and 22nd resulting in 53 wire down/power outage incidents.

2018

- May – very dry, no rain, fire ban in place, 52 fire incidents related to weather.
- September 20th and 21st – high winds resulting in 36 incidents
- October 3rd and 4th - high winds resulting in 36 incidents
- December 27th and 28th – snowstorm resulting in 107 incidents

2017

- April 26th – high winds resulting in 31 incidents
- October 24th – high winds resulting in 8 incidents
- December 5th – high winds resulting in 28 incidents

2016

- June 25th – high winds and significant rainfall resulted in 64 responses to downed power lines and flooding.

This information does confirm that weather related incidents are becoming more common with each passing year. The fact that TBFR is tracking these weather-related incidents is another example of the high level of service-related monitoring that is demonstrated by the Department.

- A final challenge to be noted is the introduction of three new regulations introduced by the Office of the Fire Marshal and Emergency Management. These regulations were added to the *Fire Protection and Prevention Act*:
 - Conducting a community risk assessment every five years
 - Annual public reporting of fire department responses
 - Certification of firefighters

Note: The regulations relating to firefighter certification and public reporting have been put into abeyance for further review. It is anticipated that the firefighter certification regulation will be reintroduced sometime in the near future. As such, all fire departments should continue to identify this type of training as part of their present and future training programs.

All these previously noted challenges need to be monitored and/or continuing monitoring so they can be evaluated and reported to Council by the Fire Chief to ensure that Thunder Bay Fire Rescue is meeting the needs and expectations of the community.

2.4 Interview and Focus Group Feedback

2.4.1 Open House and Community Survey Feedback

To get a complete understanding of how well Thunder Bay Fire Rescue is meeting the needs of its staff and the community, and to assist City Council in making strategic decisions for the future of the community, open house sessions and external and internal surveys were conducted. Along with the open houses and surveys, interviews were also conducted with the City's senior staff and members of Council.

Overall the interviews were quite positive about the services being offered by Thunder Bay Fire Rescue. The top five key points/challenges identified through the consultation process were:

- The high number of medical responses by TBFR was identified as a concern with comments about whether it was truly required, why or why not, and what could be done to reduce associated costs.

- Finding efficiencies, cost cutting and/or control measures for the services being delivered by TBFR.
- Continuing to meet the needs of the community with the present set up of the fire stations.
- Staffing levels and related response times in relation to what is required and why.
- Changes to provincial legislation impacting service standards and costs.

In relation to the Community Surveys, a total of 246 people participated in the survey which equates to less than one percent return (by the overall population). Even though this number may not be statistically significant, the surveys received, along with the input gathered at the stakeholders' meetings cannot be discounted. The surveys and meetings were both positive and constructive in nature. Based on EMT's experience this level of return and involvement is comparable with other master plan projects.

2.4.2 Internal Staff Survey Feedback

A survey was also conducted to obtain feedback from TBFR staff. EMT received a total of 37 completed surveys. With a total staff of 211 personnel, this level of response equates to an 18% return. The top four challenges/ recommendations made by staff were:

- Continue to keep staffing at a level that will not only meet the needs of the fire department but also ensure the safety of the crews.
- A review of present fire station locations to identify where another fire station may be required.
 - This specific item is part of the project and EMT has incorporated this into the report. Refer to sections 5 and 9.
- Continued enhancement of training programs so the firefighters can continue to meet the needs of the community.
- Consideration for another heavy rescue truck to be placed in the fleet.

Based on the feedback received from both the external and internal surveys, a review of fire station locations and staffing levels needs to be conducted. More information on this recommendation can be found in the related sections within this document.

2.4.3 Community Focus Group Session

On July 18th, members of the community who had expressed a desire to participate in a focus group session were brought together to discuss in more detail their experience with TBFR along with opportunities for improvement to service levels. In total, 23 people attended the focus group session.

All members that attended the focus group with the exception of two had received services from TBFR. Those two had completed the survey and were interested in building upon their comments.

The attendees were broken into three separate groups, including:

- Those who had received services from TBFR for a fire incident,
- Those who had receive services from TBFR for a medical incident, and
- Those who had received services from TBFR for public education, fire prevention or another type of service.

The attendees were asked four questions to discuss in their assigned groups. The four questions were:

1. Overall, was your experience positive or negative. If negative, why? If positive, why?
2. Based on the related service supplied by TBFR, what improvements, if any, can be implemented?
3. As a member of the community, what other services do you believe TBFR should offer and why?
4. Are there any other points the group would like to add in relation to services and/or efficiencies that we have not discussed?

The following feedback was received based on the previously noted questions.

Fire Related Calls Group

#1 – seen in a positive manner

- Professionalism
- Quick response
- Resolutions with more education and prevention
- Overall good feeling of safety and reduction of property loss
- Need to quickly extinguish fires, which they have in noted cases with group

#2 – spend more time on budget, to hire more firefighters and equipment to meet response criteria

- Improvement in response times (shorter response times to emergencies)
- Possibly require more fire halls, which may reduce home insurance costs
- Increase collaborative efforts with First Nations and other communities

#3 – working with First Nations communities

- Community wide collaborative emergency response that includes the First Nations communities

#4 – Stop the silos - more open communication between all three services (police, fire and EMS).

- The concept or belief given in relation to this comment is that Fire, Police and EMS do not appear to be communicating with each other as much as they should to find joint efficiencies that would serve the community in a more efficient and cost-effective manner.

#5 – how to support those living with addiction and substance abuse

- How to ensure that fire is fully involved in the discussions as part of the community
- Collaborative response initiatives with all 9-1-1 partners

EMS (Medical) Calls Group

#1 – overall group experience is positive

- Qualified people showed up and dealt with the incidents in a caring and professional manner
- Professional staff, with fast response

#2 – integration of Fire and EMS

- Increase fire's level of service for medical capabilities – *some respondents seen the need for more medical response by TBFR due to the quick response capabilities*
- Add paramedics to fire crews – *this would be a contractual issue and the TBFR and SNEMS unions would need to be part of such discussion*
- Proper triage of 9-1-1 to ensure the right service responds – *this would take more discussion with both Police and EMS in relation to call taking and triage of the call*

#3 – focus on senior education and services, such as smoke alarm installation

- Promote 24-hour non-emergency call services

#4 – the more services you want to add, the more the costs

- Added services increases training time and costs
- Integrate a program for those that are living on the street that can help reduce the strain on 9-1-1 emergency calls

Miscellaneous Calls or Public Safety Education Exposure Group

#1 – The overall group experience has been positive, specifically regarding:

- Getting prompt service when enquiring about anything such as fire permits.
- Good public image

- Good safety education opportunities

However, they did note concerns about the following points:

- Fire permits – why do so many firefighters show up to inspect?
- School visits – why do so many firefighters show up for the school visits?
- The also noted a concern about the actual value of the 24-hour shift and the fact that firefighters only work 7 to 8 shifts a month and get paid to sleep

#2 – Improvements could be made in the following areas:

- Public image, even though they do have a good reputation, more still needs to be done
- Take advantage of social media to get more information out to the public
- Improve efficiencies in relation to medical calls and inspections in relation to the number of firefighters that attend each of those. Why are so many required?

#3 – Other services to be offered:

- Underwater search and rescue capability – *TBFR had this program in place but it was disbanded*
- Ability to transport for medicals to help EMS – *presently TBFR vehicles are not designed for patient transport. This is the sole job of the Regional EMS service*
- Perhaps wait with patient at hospital to release EMS to attend other critical calls – *to have one firefighter wait with a patient would effectively put that entire crew out of service. This is not an efficient utilization of TBFR crews*

#4 – Other efficiencies:

- No suggestions were given

The information received from the community surveys and the focus group meeting confirms that the fire service is seen in a positive light. However, more still needs to be done in relation to:

- Educating the public about why so many firefighters seem to attend EMS related calls and why so many firefighters are in attendance at school education events
 - ultimately this revolves around “crew integrity”. The collective agreement, along with staffing of fire vehicles, requires 4 firefighters per fire truck. As such, when the fire truck leaves the station for medical responses or public education events, the crew needs to be kept intact. This ensures that when another call comes in that requires the full crew, they can respond immediately, instead of having to return to the station to pick up other crew members.
- Conveying why so many firefighters are required to attend any public education or inspection events

- See notes above as to this need.
- Confirming what services are offered by TBFR and what is not offered and why
- On how the three emergency services (police, fire and EMS) collaborate to provide an overall effective set of emergency services to the community of Thunder Bay, and

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
4	<p>Fire Department should review the comments received from the focus group meeting and identify how improvements can be incorporated into daily operations and/or through social media information sessions.</p> <ul style="list-style-type: none"> This review should be followed up with a media release to demonstrate that input from the surveys and meetings is being considered and where possible implemented. 	Dependant on improvements identified	Short to long-term (1-10 years)

SECTION 3: Department Staffing

3.1 Staffing Considerations

3.2 Administration Division

3.3 Fire Prevention and Public Education Division

3.4 Training and Education Division

3.5 Mechanical/ Maintenance Division

3.6 Suppression Division

SECTION 3: DEPARTMENT STAFFING

Within the scope of work noted in the original Request for Proposal document, staffing needs were identified as a priority in which Emergency Management & Training Inc. was to review the capabilities of existing staffing and identify future needs for each of the following branches: Administration, Suppression, Training, Prevention, and Mechanical.

3.1 Staffing Considerations

When a community considers the need for the number of fire service personnel, there is no actual standard that dictates how many personnel are required within a population or whether the fire service needs to be full-time, composite, or volunteer in its service delivery format.

As a general guide, some communities refer to other similar sized municipalities in the determination of firefighter staffing numbers and types (i.e. full-time or volunteer). It must be kept in mind, however, that every community is unique in its geographical composition, population demographics, and size of residential, commercial and industrial sectors. Therefore, community comparisons should be utilized with all the aforementioned information in mind. As an example, although TBFR and the City of Thunder Bay are similar in size to the comparable communities utilized for this review, the City of Thunder Bay, unlike many of the comparables, does not have a bordering full-time fire department that can assist in large emergencies. In fact, as previously noted in this document, due to its geographical location, the City of Thunder Bay may be thought of as an island when it comes to having full-time bordering resources to rely upon.

Emergency Management & Training Inc. has conducted its comparison and more information on this can be found later in the document in Section #4. It should be emphasized that each community is unique in its geography, population, industry and access to support from other communities.

Having noted that there is no standard that recommends a firefighter per population quota, a department can refer to the National Fire Protection Association (NFPA) 1710 standard on Career Fire Departments. This standard identifies a recommended staffing level per responding company. Other NFPA Standards also make recommendations regarding such things as conducting calculations for fire prevention staffing needs. In relation to firefighters, the NFPA 1710 recommends that three firefighters and one officer, for a total of four, should be on the first responding fire truck. Presently, Thunder Bay Fire Rescue has this level of staffing on all of their front run units, with two of the pumper/rescues having a minimum staffing of five per pumper/rescue.

Another reference document is the Collective Agreement between the Firefighter's Union and the City, which also makes note of staffing requirements. Presently, the Collective Agreement states:

“17.03 Effective no later than October 1, 1994, the Corporation agrees that all pumpers shall be manned with no fewer than four (4) full-time Fire Fighters.”

All of the previously noted information should to be taken into consideration when assessing staffing levels within the TBFR. As a general guideline, when considering the overall staffing needs for the TBFR, some of the key questions that should be considered are:

- Is there a proper level of senior staff to manage the Department and its divisions?
- Is there adequate administrative or management staff to effectively deal with such things as records management and addressing day-to-day operations of the Department?
- Is there a need for other support staff for vehicle and facility maintenance?

3.2 Administration Division

The Administration Office is located on the second floor of Station #1 at 330 Vickers Street North. The senior officers including the Fire Chief, two Deputy Fire Chiefs, Division Chief of Administration & Community Emergency Management Coordinator, Fire Prevention staff, and the administrative support staff (consisting of an Executive Assistant to the Fire Chief, Accounting and Administration Clerk, Fire Prevention Clerk and a Program Support Coordinator) are all located at this site.

Along with his regular duties, the Fire Chief under appointment by the Office of the Fire Marshal serves as Fire Coordinator for the District of Thunder Bay.

The Commission on Fire Accreditation International Accreditation program has a specific section that evaluates the administration component of a fire department. In this section, the following points are noted:

Category 9C: Administrative Support and Office Systems:

Administrative support services and general office systems are in place with adequate staff to efficiently and effectively conduct and manage the agency's administrative functions, such as organizational planning and assessment, resource coordination, data analysis/research, records keeping, reporting, business communications, public interaction, and purchasing.

Based on the review conducted by EMT, it would appear that the present Administration Division is well configured and has adequate resources to meet the needs of the Department.

3.3 Fire Prevention and Public Education

The Fire Prevention Division consists of a Division Chief, Captain, Public Education and Safety Officer, and seven Fire Prevention Officers. Their working hours are from 7:30 am to 5:30 pm daily, except for weekends and statutory holidays, and are available 24-hours a day to carry out fire investigations. This Division is responsible for ongoing inspections of industrial, commercial, vulnerable occupancy, and residential properties under the authority of the Ontario Fire Code. TBFR is committed to delivering fire and life safety education, juvenile fire setter intervention and programming for special interest groups, such as youth and seniors.

During interviews with the Division Chief, it was confirmed that there is an annual inspection and public education program in place. The Division Chief monitors all facets of the program to ensure that the Division is meeting its goals. The Fire Prevention and Education Division should be commended for its efforts regarding the first and second lines of defence (public education and enforcement) as noted by the Office of the Fire Marshal and Emergency Management.

The National Fire Protection Association 1035 (3.3.11) identifies fire and life safety education as a “comprehensive community fire and injury prevention program designed to eliminate or mitigate situations that endangers lives, health, property, or the environment.”

Based on recommendations by the Fire Underwriters Survey group, the fire prevention officer per population ratio should be approximately one fire prevention officer per 15 to 20 thousand population minimum. With a total complement of 10 staff in fire prevention, the TBFR Fire Prevention Division is more than meeting the FUS recommendation for staffing and should be commended for this proactive approach. Fire prevention is seen as the first line of a defence therefore, the more resources assigned to this endeavour, the more proactive a community and its fire department are seen in relation to public safety.

There does, however, exist an opportunity for greater utilization of the fire suppression staff for fire prevention and public education. During weekdays, 9:00 am to 7:00 pm, fire suppression staff could be better utilized to conduct general residential fire safety inspection/education programs. To accomplish this in a manner that ensures knowledgeable inspections, it is recommended that all Captains and those providing primary Fire Prevention activities should be qualified as Fire Inspector 1 and Fire and Life Safety Educator Level 1.

3.3.1 Determination of Current Staffing Requirements

The present allotted time for the Fire Prevention Officers supports a proactive program to go above the minimum requirements of a fire prevention program. During the interview with the Division Chief

of Fire Prevention, it was noted that much of their activities are documented, but a more in-depth level of evaluation is recommended by the division to ensure that they are adequately staffed and meeting the needs of the community in relation to fire prevention endeavours. The present level of documentation is not enough for EMT to make recommendations relating to staffing level increase or decreases. More quantifiable documentation needs to be implemented by the Division Chief.

To assist fire departments in the determination of present and future staffing needs, NFPA 1730 outlines a process within Annex “C” of the standard. Ultimately, Council determines the level of Fire Prevention based off the local needs and circumstances of the community.

Note: Annex C is not part of the requirements of this National Fire Protection Association document but is included for informational purposes only.

The five-step process involves a review of the following items:

1. Identifying the scope of desired services, duties and desired outputs.
2. Review of the Fire Prevention Branch’s overall time demands in its efforts to offer services.
3. Review of hours presently documented, coupled with the hours required to meet annual goals of the branch.
4. Actual availability of branch personnel, factoring in vacation and other absences.
5. Estimating total number of personnel required based on the previous four steps.

By completing this process, it will assist the Department in further identifying what services it not only wants to offer, but what can actually be delivered based on present staffing levels. More information on this staffing equation can be found in Appendix “C” of this document and within the National Fire Protection Association 1730 Standard.

As already noted, the Fire Prevention Division Chief needs to ensure close tracking of the actual time spent on each of the fire prevention activity (ranging from site plan reviews, routine inspections, licensing, complaints, and requests, to name a few). Further, reporting should include clearly identifying the number of public education events as well as the number of adults and children reached (through these events). By identifying the time spent on each project and collating this into baseline (approximate) times, the Division Chief can then use those hours spent as a model figure in applying future initiatives.

Further to what has already been noted by the National Fire Protection Association and the Fire Underwriters Survey, the Commission on Fire Accreditation International outlines the following regarding fire prevention and public education:

- *A public education program is in place and directed toward reducing specific risks in a manner consistent with the agency's mission and as identified within the community risk assessment and standards of cover. The agency should conduct a thorough risk-analysis as part of activities in Category 2 to determine the need for specific public education programs.*

The utilization of existing resources is a cost-effective option for the promotion of fire prevention and public education programs. To accomplish this, some fire departments have trained most, if not all their fire officers (e.g. Captains and above) to be certified to conduct fire prevention/public education related inspections and programs. This not only brings more resources to the table but also enhances the level of fire safety awareness by those trained staff.

3.3.2 Fire Underwriters Survey Suggested Inspection Frequency Chart

Through the utilization of the Fire Underwriters Survey chart as a benchmark, the Prevention Division can develop a plan on what can be accomplished with its present staffing complement, along with presenting options for increasing inspection frequencies (through utilization of fire officers), and the determination of what is required to meet the Fire Underwriters Survey benchmarks.

Table #2: FUS Inspection Frequency Chart

Occupancy Type	Benchmark
Assembly (A)	3 to 6 months
Institutional (B)	12 months
Single Family Dwellings (C)	12 months
Multi-Family Dwellings (C)	6 months
Hotel/Motel (C)	6 months
Mobile Homes & Trailers (C)	6 months
Seasonal/Rec. Dwellings (C)	6 months
Commercial (F)	12 months
Industrial (F)	3 to 6 months

It is acknowledged that the Fire Underwriters Survey suggested frequency chart can be difficult to address, therefore, priority should be focused on the vulnerable occupancies (e.g. nursing homes, retirement homes, group homes, etc.), institutional buildings, assemblies, multi-residential, and industrial buildings.

3.4 Training and Education Division

A fire service is only capable of providing effective levels of protection to its community if it is properly trained and equipped to deliver these services. Firefighters must be prepared to apply a diverse and demanding set of skills to meet the needs of a modern fire service. Whether assigned to Administration, Fire Prevention, or Fire Suppression, firefighters must have the knowledge and skills necessary to provide reliable fire protection.

The Training Division is comprised of three personnel that are dedicated to delivering high-quality learning to all TBFR staff. The Training Division provides new recruits with the basic skills necessary to extinguish fires, perform rescues, provide medical assistance, protect the environment, offer public education, and ensure public safety. New recruits spend twenty-four weeks under the guidance of the Training Division, prior to being assigned to a platoon in the Suppression Division.

Once a new recruit is assigned to Suppression, the Training Division is responsible for providing the necessary resources required to become proficient not only in firefighting, but also Medical Responses including, but not limited to, first aid, CPR, and defibrillation. Fire Rescue Service instructors facilitate the learning of Hazardous Material Response, High and Low Angle Rope Rescue, Ice/Water Rescue, and Auto Extrication.

The Training Division is responsible for ensuring that all firefighters and officers meet the requirements for the appropriate National Fire Protection Association (NFPA) Standards, and other recognized industry standards such as Canadian Standards Association (CSA), *Occupational Health and Safety Act* (OHSA). Section 21, etc. Firefighters, fire officers and fire prevention officers undergo written and practical exams established by the Training Division, under direction from the Fire Chief, to meet the required standards.

During Emergency Management & Training Inc.'s review of the training and education programs, it was evident that Thunder Bay Fire Rescue staff are endeavouring to ensure that all required training programs are being addressed to the best of the Department's ability. The Department has a training facility within Thunder Bay's borders to conduct regular hands-on programs such as live fire training and other specialized programs that require more training props outside of those available at the fire stations. This training facility benefits the department by ensuring that all staff are properly trained to do their jobs and with the facility being in the City, staff do not need to leave the community for most of their required training.

National Fire Protection Association 1201 – Providing Fire and Emergency Services to the Public notes, in relation to training and professional development, that:

- 4.11.1 *The Fire Department Organization shall have training and education programs and*



policies to ensure that personnel are trained, and that competency is maintained in order to effectively, efficiently, and safely execute all responsibilities.

The Deputy Chief and Chief Training Officer are aware of the program needs and facility requirements and have indicated that the Chief of Training is tracking much of this. However, to verify in a more formal manner that each training program is meeting the related National Fire Protection Association program recommendations, the Chief of Training should formally:

- Identify what training programs are required for the services that Thunder Bay Fire Rescue is providing.
 - Each area needs to be evaluated regarding the present (and future) services to be provided by the Fire Service, such as suppression, EMS, hazardous materials response, etc.
- Identify the number of hours that are required to meet each of those training needs based on Provincial and/or industry standards.
 - What are the recommended training hours required and what refresher programs need to be conducted, and when?
- Identify the resources required to accomplish this training.
 - Does the training program require a full training tower for live fire and rescue scenarios, or can this be accomplished in other ways?
- Continue to strengthen joint partnerships with bordering fire departments and private organizations to achieve the training requirements identified.
 - What joint training can be accomplished to promote cost efficiencies?
- Present an annual program outline at the start of each year to the Fire Chief, with measured goals and expectations reporting on the completion success rate at the end of each year.
- Continue to identify how the training facility can be better utilized as a form of revenue generation for the City.

The training program should include a training plan for all firefighters such as:

- NFPA 1001 – Firefighter levels one and two within the first year
- NFPA 1002 – Driver operator qualifications within the second or third year
- NFPA 1006 – Technical rescue at the awareness levels
- NFPA 1021 – Fire Officer level one and two training for all suppression officers
- NFPA 1072 – Hazardous Materials response at the awareness level

- NFPA 1041 – Fire Instructor level one and two for those teaching courses within the department

3.4.1 Commission on Fire Accreditation International

The Commission on Fire Accreditation International Accreditation Program has a specific section that evaluates the training component of a fire department. In this section, the following points are noted:

- Category VIII: Training and Competency
 - *Training and educational resource programs express the philosophy of the organization they serve and are central to its mission. Learning resources should include a library; other collections of materials that support teaching and learning; instructional methodologies and technologies; support services; distribution and maintenance systems for equipment and materials; instructional information systems, such as computers and software, telecommunications; other audio-visual media, and facilities to utilize such equipment and services. If the agency does not have these resources available internally, external resources are identified, and the agency has a plan in place to ensure compliance with training and education requirements.*

Through consultation meetings, it was concluded that the Training Division is on the right track with its program development and training goals. Implementing a more formal evaluation of the training needs will assist in optimizing goal outcomes.

3.5 Mechanical/ Maintenance Division

The Mechanical/ Maintenance Division consists of two personnel who perform the servicing and maintenance tasks on all fire service mobile, portable, and stationary equipment. The apparatus and vehicles consist of frontline pumpers, pumper/rescues, aerial platforms, aerial ladder, administrative vehicles, plow trucks, and back-up units. The stationary equipment includes stand-by generators, breathing air compressors, fill stations and portable equipment such as smaller pumps, chainsaws, Jaws of Life, lawn mowers, snow blowers, outboard motors, and boats.

The Mechanical Division works out of Fire Station #3 and has its own work bays, office, and parts storage to meet the needs of the Department. Having such a facility with specially trained staff is a benefit to the Department; not only are these two personnel familiar with each piece of equipment, they are also on call for large-scale emergencies that may require refueling and on-site maintenance of the vehicles and equipment. The present staffing and utilization of the Mechanical Division staff is proving to be an effective use of Department staff and facilities.

3.6 Suppression Division

The Suppression Division is comprised of four platoons working out of eight fire stations, 24-hours a day, 7 days a week. The eight stations are divided into two districts, with four stations in the north and four in the south. Each district has one District Chief and three Captains, with a minimum complement of thirteen firefighters under their command. The District Chiefs report to a Platoon Chief who oversees each platoon.

To make an informed decision on staffing requirements for the Suppression Division, consideration is dependent on the following points:

- Does the Thunder Bay Fire Rescue have an approved response criterion as a baseline?
 - Has Council given direction to the Fire Chief regarding expected response times that are to be met by the Fire Department?
 - If so, is the Department meeting this response criterion on a consistent basis or is it struggling to meet the response times and perhaps falling behind?
- What change in population, demographics, and industry is occurring that may precipitate the need for a modification in stations and staffing?

As already noted, there are four main standards and industry best practices that need to be considered:

- First, there are industry standards/ best practices in the form of the National Fire Protection Association's 1710 and 1730 standards, which offer guidance regarding response times, staffing, fire prevention, and code enforcement.
- Second, the Department must consider the Public Safety Guidelines that are created and distributed by the Office of the Fire Marshal and Emergency Management. These Guidelines advise fire services on aspects of delivering fire prevention, fire suppression, and fire station location programs.
- Third, the Fire Underwriters Survey, which is endorsed by the insurance industry as a tool for measuring the ability of a fire service in meeting the response time, staffing, and water supply needs of a community.
- Fourth, the Commission of Fire Accreditation International. The Commission of Fire Accreditation International is a program that has a fire service complete three key documents, including:
 1. A community risk assessment and standards of cover document
 2. A self-assessment manual based on the 10 categories that make up the program review
 3. A strategic plan for the service
 (The Master Fire Plan can be considered the strategic plan for the service.)

3.6.1 National Fire Protection Association 1710 – Career Fire Departments

To accomplish the National Fire Protection Association Standard, a fire department should endeavour to meet the stated minimum response standards based on responding to a 2,000-sq. ft. single family dwelling. The dwelling (noted in the Standard) does not have a basement or other exposures (buildings close enough to each other to create a greater possibility for fire spread). Most homes in Thunder Bay have basements and are often built close enough to each other to create that “exposure” for potential fire spread, which must be considered by the Fire Department in its response efforts.

Based on a review of the response data supplied, along with discussions with the Fire Chief, Thunder Bay Fire Rescue is witnessing a varying level of success in meeting the NFPA response criteria. This can be seen in the charts found in *Section 4 – Community Response*. By utilizing this information in conjunction with the supplied response maps created by Emergency Management & Training Inc., we can see the effect of road networks, traffic levels, and traffic control systems on response times by emergency responders.

More detailed information can be found in Section 4 that focuses on the Suppression Division, along with goals and expectations in meeting industry standards. However at this point it is worth noting that even though TBFR has a greater firefighter to population ratio than some of the departments that Thunder Bay was compared with, due to its geographical location, TBFR does not have the luxury of relying on other bordering full-time fire departments to assist when needed. This fact must be kept in mind whenever fire station and staffing adjustments are being considered.

3.7 Health and Wellness

Health and wellness of staff is a key focus for all municipalities and Thunder Bay is no exception. During the review by EMT, it was noted that all of the stations have been equipped with workout facilities to ensure that staff have the ability to keep fit, which helps to reduce work related injuries.

Along with this fitness equipment, each station is equipped with diesel exhaust systems to reduce exposure to vehicle exhaust. Diesel exhaust has been contributed to health-related issues when people are exposed to it over long duration. By having these systems in each station, the health concern is greatly reduced.

Over the years the quality of the firefighters’ gear has improved and continues to meet all recommended standards, along with being tested on a regular basis. This ensure that TBFR staff are properly equipped and protected from the vast majority of environments and related exposures that they may come in contact with during the execution of their duties.

From a mental health perspective, the Department has “Peer Mentors” on staff to assist any of the members who may be dealing with personal and/or emotional challenges. This program helps to identify and address issues before they become critical in nature. If there is a need to move a situation to a higher level, the Department has a program in place with a local health services group that offers confidential counselling to the members of TBFR.

TBFR also has a parental leave program for parents of newborn and/or adopted child. This allows the parents the opportunity to be at home with their new family members for an extended period of time.

All of the previously noted initiatives have helped to promote a more supportive environment for all of the staff at Thunder Bay Fire Rescue. As such, the City’s management, senior fire management and the Thunder Bay Firefighters Association are to be commended for their ongoing efforts in relation to ensuring the health and safety of the TBFR staff.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
5	Any fire suppression personnel providing primary Fire Prevention activities should be qualified as Fire Inspector 1 and Fire and Life Safety Educator Level 1. At a minimum, each captain on the pumper trucks should receive this training and certification.	Staffing related costs only	Short-term (1-3 years) and ongoing
6	The Fire Chief and Fire Prevention Division Chief need to utilize the NFPA five steps process to evaluate the Fire Department's present level of activity and the future goals for fire prevention activities.	Staffing related costs only	Short-term (1-3 years) and ongoing
7	The Fire Underwriters Survey chart should be utilized as a general benchmark for the Prevention Division to develop a plan on what can be accomplished with its present staffing complement, along with presenting options for increasing inspection frequencies (through utilization of fire officers) and ultimately what is needed to meet the Fire Underwriters Survey benchmarks.	Staffing related costs only	Short-term (1-3 years) and ongoing

8	<p>To verify the training programs are meeting related NFPA (and other) training program recommendations, the Deputy Fire Chief musts identify:</p> <ul style="list-style-type: none"> • What training programs are required for the services that TBFR is providing? • The number of hours that are required to meet each of those training needs based on Provincial and industry standards. • Resources required to accomplish this training. • Joint partnerships with private organizations that can be entered to achieve the training requirements identified by the Chief Training Officer. • An annual program outline at the start of each year presented to the Fire Chief, with measured goals and expectations reporting completion success rate at the end of each year. • Continue to identify how the training facility can be better utilized as a form of revenue generation for the City. 	<p>The costs are mostly related to staff hours unless outside facilities or trainers need to be accounted for</p>	<p>Short-term (1-3 years) and ongoing</p>
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SECTION 4: Community Response

4.1 Fire Suppression/Emergency Response

4.2 Emergency Response Data

4.3 Fire Department EMS Response Options

4.4 Community/Fire Department Comparables

SECTION 4: COMMUNITY RESPONSE AND COMPARABLES

4.1 Fire Suppression/Emergency Response

There are 188 full-time Fire Suppression personnel. The Suppression Division is comprised of four platoons working out of eight fire stations, 24-hours a day, 365 days a year. The eight stations are divided into two Districts, with four stations in the North District and four in the South District. Each district has one District Chief and three Captains, with a minimum complement of thirteen firefighters under their command. The District Chiefs report to a Platoon Chief, who oversees each platoon.

There is a total of 47 firefighters per shift with a minimum staffing level of 35 per platoon.

4.1.1 National Fire Protection Association (1710)

To provide a fire department clearer focus on what the ultimate goals for emergency response criteria are, the National Fire Protection Association suggests that response times should be used as a primary performance measure by fire departments. The National Fire Protection Association's 1710 Standard for career fire department response times is noted below.

The travel time objectives for units responding on the first alarm indicate that the first unit should arrive within 4 minutes travel time and all units should arrive within 8 minutes travel time. Section 5.2.3.1.2 states that the initial fire unit shall have the capacity to implement an initial rapid intervention crew (minimum of four members).

In relation to response times, section 4.1.2.1, the fire department shall establish the following objectives:

- 240 seconds (4 minutes) or less travel time for the arrival of the first arriving engine company at a fire suppression incident
- For other than high-rise, 480 seconds (8 minutes) or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident
- For high-rise, 610 seconds (10 minutes) or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident
- 240 seconds (4 minutes) or less travel time for the arrival of a unit with first responder with automatic external defibrillator (AED) or higher-level capability at an emergency medical incident

When considering the response times and related needs for a community, the fire response curve (Figure #5) presents the reader with a general understanding of how quickly a fire can grow within a furnished residential structure over a short period of time. Depending on many factors, the rate of growth can be affected in several ways, which can increase or suppress the burn rate through fire control measures within the structure.

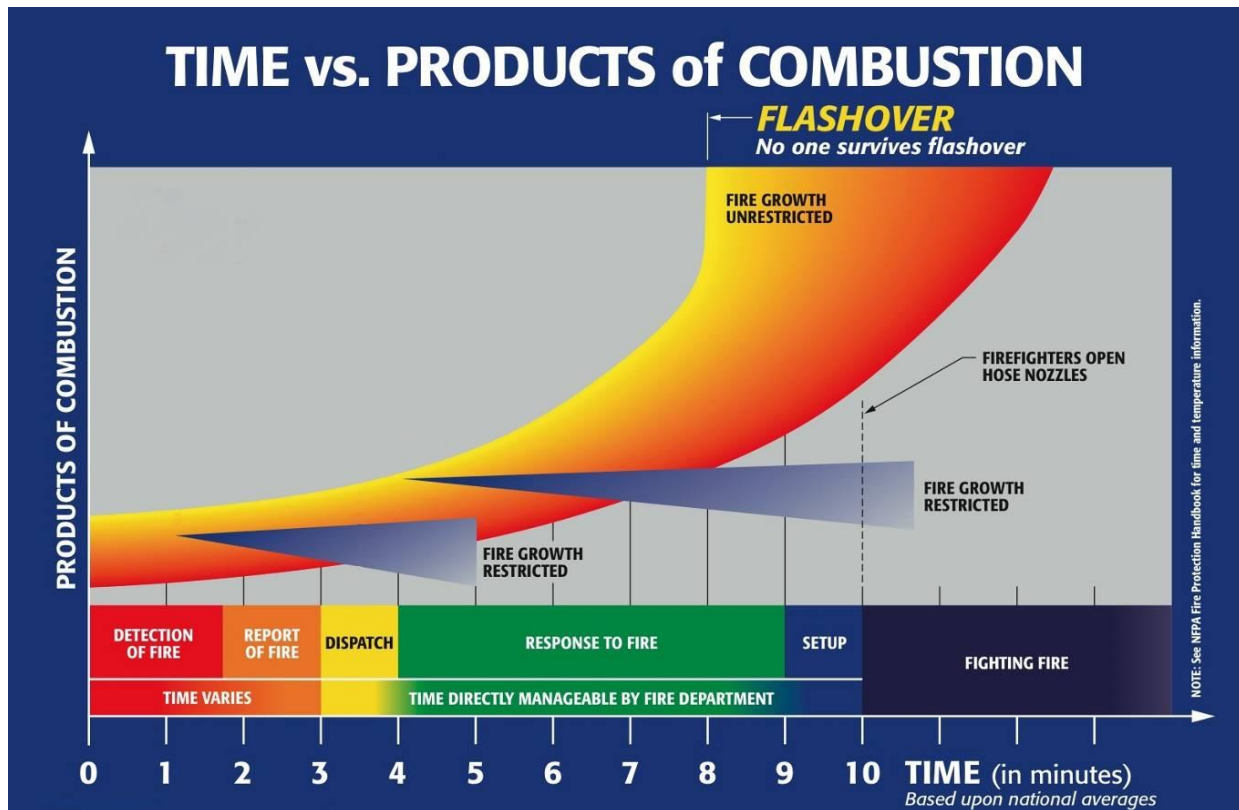
When we look at the response time of a fire department, it is a function of various factors including, but not limited to:

- The distance between the fire department and response/ incident location
- The layout of the community
- Impediments such as weather, construction, traffic jams, lack of direct routes (rural roads)
- Notification time
- Assembly time of the firefighters, both at the fire station and at the scene of the incident
 - Assembly time includes dispatch time, turnout time to the fire station and response to the scene

The criticalness of immediate initiation of fire suppression activities is illustrated in the following fire propagation diagram (Figure #5). The curve within the chart notes the following time variables:

- Detection of fire – when the occupant discovers that there is a fire. The fire may be in a very early stage or could have been burning for quite some time before being detected.
- Report of fire – when someone has identified the fire and is calling 9-1-1 for help.
- Dispatch – the time it takes the dispatcher to receive the information and dispatch the appropriate resources.
- Response to the fire – response time is a combination of the following:
 - Turnout time – how long it takes the career firefighters to get to the fire truck and respond.
 - Drive time – the time from when the crew advises dispatch that they are actually responding, until the time that they report on scene.
- Setup time – the time it takes for the fire crews to get ready to fight the fire.
- Fighting the fire – actual time on scene extinguishing the fire.

Figure #5: Fire Response/Propagation Curve



Based on fire growth, as demonstrated in Figure #5 and the previously noted associated timelines, the overall goal of any fire department is to arrive at the scene of the fire and/or incident as quickly and as effectively as possible. If a fire truck arrives on scene in eight minutes or less, with a recommended crew of four or more firefighters, there is increased opportunity to contain the fire by reducing further spread of the fire to the rest of the structure.

Alternatively, if the first fire attack team arrives with fewer than four firefighters on board, it is limited to what operations it can successfully attempt. Based on studies and evaluations conducted by the National Institute of Standards and Technology and the National Fire Protection Association, no interior attack is to be made by the firefighters until sufficient personnel arrive on scene. The expectation is that a minimum of three firefighters and one officer arrive on scene to make up the initial fire suppression team. This team of four can effectively do an assessment of the scene, secure a water source (fire hydrant), ensure the fire truck is ready to receive the water and get the fire pump in gear, as well as unload and advance the fire hose in preparation for entry into the structure. A team of four also allows for

adherence to the recommended “two-in, two-out” rule, referring to the presence of two firefighters inside the structure with two outside ready to go in as back-up.

Not having enough firefighters at an emergency scene can create an unsafe situation for the firefighters or, in a worst-case scenario, it can cause a delay in conducting fire suppression, lifesaving, and/or rescue operations. The NFPA 1710 standard on firefighting notes that for a typical two-story, single-family dwelling (without a basement), the required response of 12 firefighters on scene is necessary to effectively battle the fire. Thunder Bay Fire Rescue meets these staffing requirements on a consistent basis.

It must also be noted that Thunder Bay Fire Rescue responds to more than just fires. For example, motor vehicle collisions can create a medical or fire emergency that also needs to be addressed urgently. Hence the reason to be as efficient and effective as possible in responding to calls for assistance.

The Office of the Fire Marshal and Emergency Management’s (OFMEM) Comprehensive Fire Safety Effectiveness Model Considerations, notes the following:

- The fire department should strive to provide an adequate, effective and efficient fire suppression program designed to control/extinguish fires for the purpose of protecting people from injury, death or property loss.
 - Does your fire department have a comprehensive training program and evaluation system for all positions?
 - Does the fire department have a system to ensure that an adequate number of trained personnel respond to all emergencies within a reasonable time period?
 - Is your fire department provided with adequate resources to safely and effectively handle the risks it will be called upon to mitigate?
 - Does the fire department use standard operating guidelines (SOGs) to define expected fire department actions for the wide variety of situations it might encounter?
 - Does your fire department have automatic response agreements to guarantee an adequate level of personnel at all times?

Even though EMT has reviewed the previously noted points and incorporated them into this document. The Fire Department should review these questions annually to confirm if it has and continues to implement effective measures to meet the OFMEM Guideline considerations.

4.2 Emergency Response Data

The following chart identifies a comparison of response types and the response breakdown for 2018. To view more data for 2018, 2017 and 2016, refer to Appendix “F”.

Fire department response time is a function of various factors including, but not limited to:

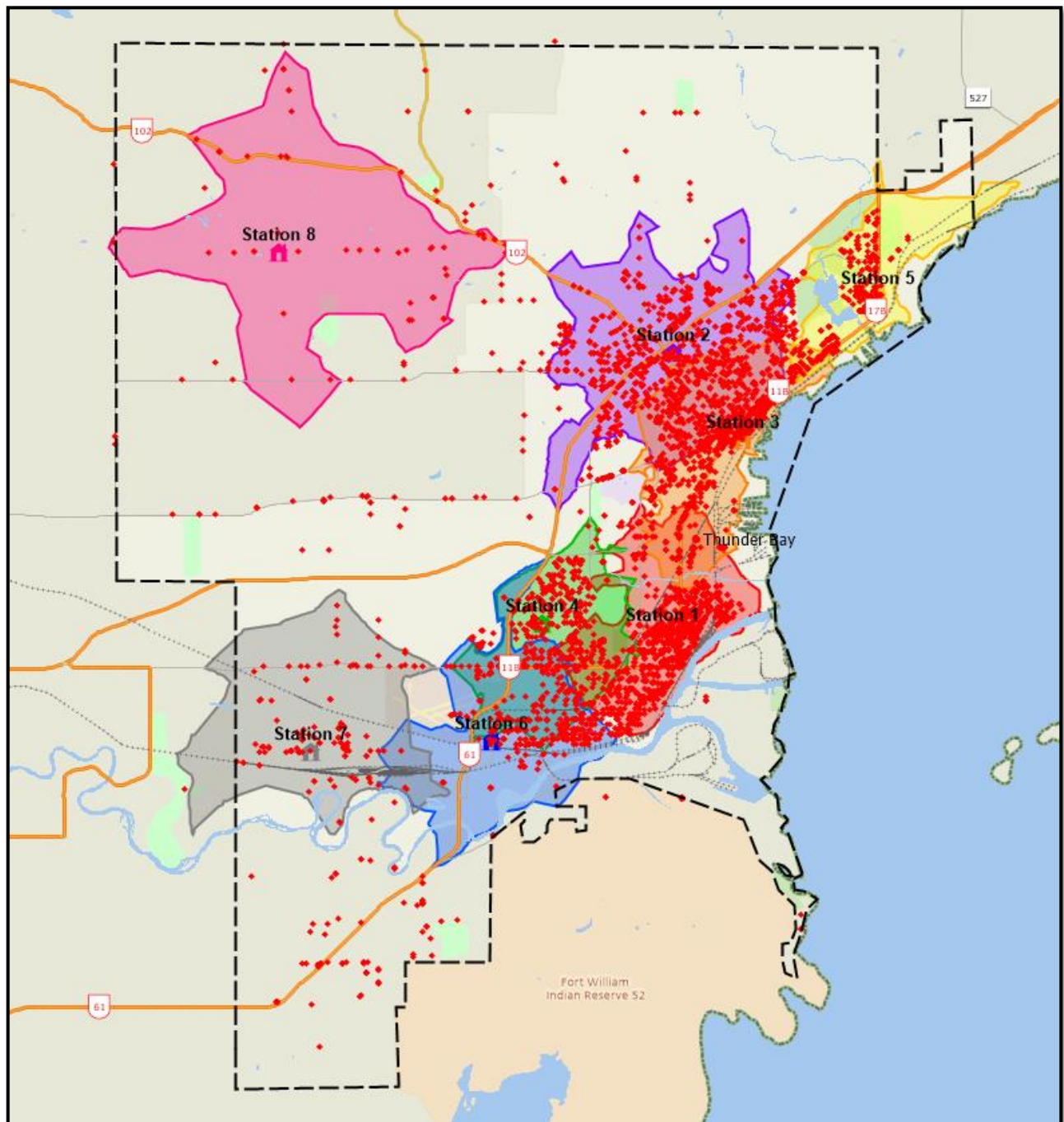
- The distance between the Fire Department and response location
- The layout of the community
- Impediments such as weather, construction, traffic and road networks
- Notification time
- Assembly time of the firefighters, both at the fire station and at the scene of the incident

It should also be noted that during the review of the response data no anomalies were noted in the data, which demonstrates a good level of quality assurance in relation to the accuracy of the response numbers that TBFR collects and retains. In relation to the 90th percentile criterion, in the 2012 – 2016 Thunder Bay Fire Rescue Strategic Master Fire Plan that “the initial apparatus shall arrive on the scene of the alarm within 6 minutes of receipt of the alarm in at least 90% of all occurrences”. With having this response time recommendation in place, TBFR has an identified benchmark to work with when reporting to City Council on performance goals and objectives. This is positive thing because many other fire departments do not have such a specific goal to work with.

Along with the following response data, the cluster map (seen it Figure #6) that utilizes all types of calls that TBFR has responded to in the past year offers an overview of where these calls occur within the City.

The cluster map identifies that the bulk of the calls are within the most densely populated areas. It also confirms that the fire stations are for well situated within the City. After a review of each type of call, it was realized that no one specific type is concentrated in a specific area. Whether it is a medical response or a motor vehicle collision, every type of call is found in every part of the City. As such, numerous cluster maps were not included in this document.

Figure #6: Call Cluster Map



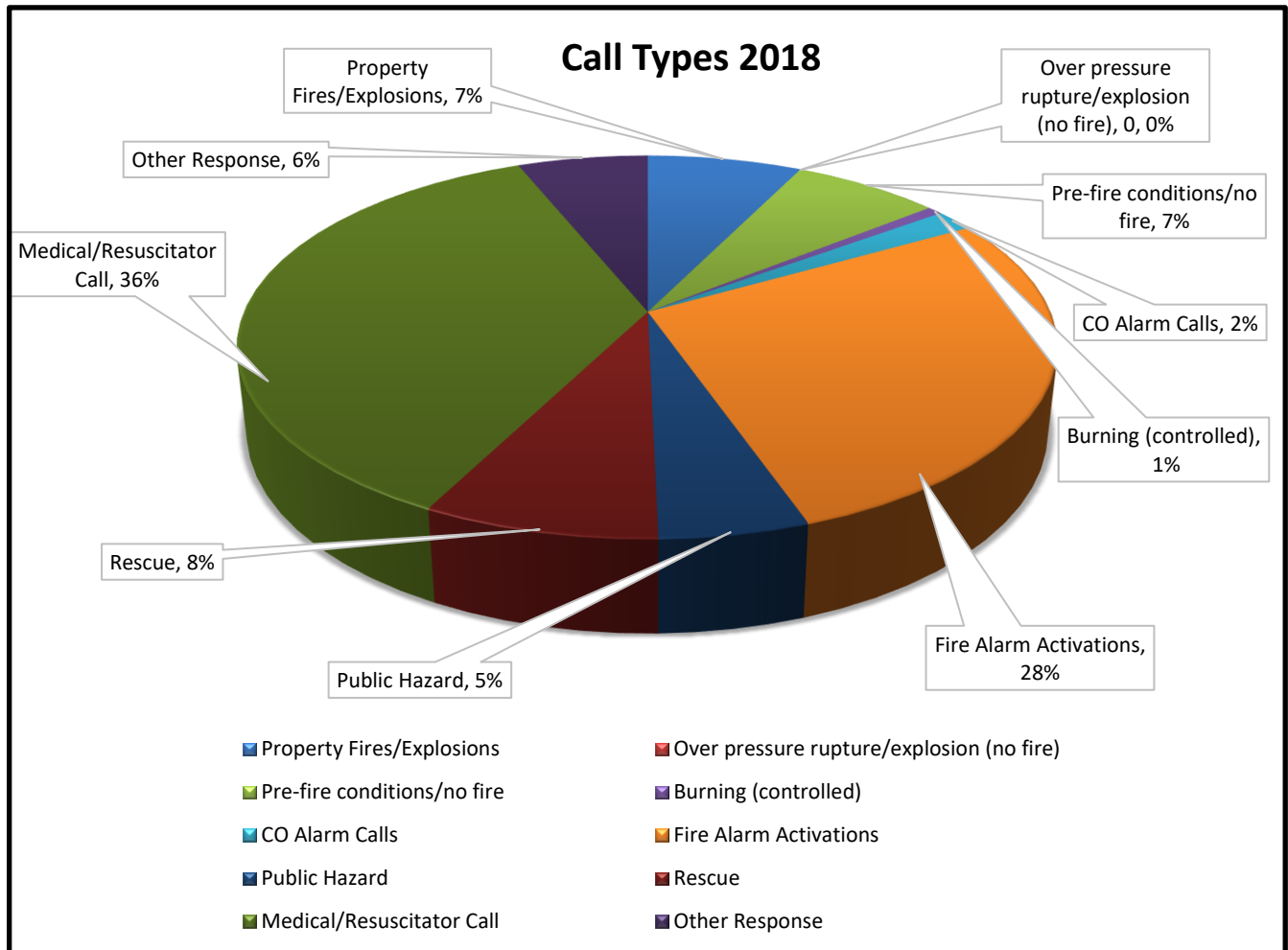
The following set of response charts (using the supplied data) help to identify the types of calls that are creating the bulk of response demands.

Note: The following chart may not reflect 100% of the yearly calls for service. This is due to the following:

- *To get a more accurate accounting of response times, some of the calls were removed from the data analysis due to identified anomalies in time stamping. For example, if an emergency response time duration took hours, it was removed based on the assumption of a data entry error.*
- *Only the emergency responses were measured, which is the recommended practice noted by the National Fire Protection Association and the Commission of Fire Accreditation International*
 - *For example, a department may have noted a total of 2,000 calls for service for the year, however, only 1,700 of those calls were emergency responses.*

Figure #7: Response Data for 2018

Yearly Comparisons of All Calls for 2018



As illustrated in the above chart, the top three types of calls that Thunder Bay Fire Rescue responds to are:

1. Medical/resuscitator, which account for 36% of the Department's overall responses.
2. Fire alarm activations, which account for 28% of the Department's overall responses.
3. Rescue related calls, which account for 8% of the Department's overall responses.

Note: More response information for 2018 can be found in Appendix "E".

The percentage comparison gives the Fire Chief and his staff the ability to monitor where the bulk of their resources are being utilized. This also offers greater focus for the Training Division to ensure that the firefighters are receiving the appropriate training related to the types of responses that will demand a higher skill set.

The high number of medical calls adds to TBFR's operational costs as well as creating additional pressure for ensure resources are available for other response. There are a couple of opportunities that can be examined to reduce the cost of the medical calls including assigning specific firefighters to respond to medical calls. For example, some municipalities will assign four firefighters per platoon for medical calls, who respond in smaller fire trucks. Other departments will work with the paramedic service to reduce the number of medical responses by identifying limited times when the fire department will respond. This may include such parameters as:

- Responding only when an ambulance is not available for specific time, or
- only responding to critical calls that require immediate attention such as a person experiencing a heart attack.

The Fire Chief has confirmed that TBFR has already implemented such parameters and the Fire Department is in fact responding to only high-level, critical needs calls. It is still recommended, however, that the Fire Chief meet with the EMS Chief to review the tiered response agreement in an attempt to further reduce the number of medical calls. During the review of responses for 2018, it was observed that medical related calls accounted for approximately 36% of the overall call volume. With a 2018 total of 9,158 calls, this equates to approximately 3,300 calls per year.

The Fire Chief is currently monitoring call volumes and response capability, however, incorporating an overview of station location and its reliability to respond to calls within its response zone should also be reported to Council. This review would entail identifying how many times units from a particular fire station are available or not available (due to being tied up at other calls) for responses. This will confirm whether there is a high percentage of reliability (ability to respond to calls without a delay). It may also identify whether there is a need for more staff to be available for support or secondary calls.

4.2.1 Future Call Volume Expectations

Over the past 10 years the fire department's call volume has been steadily increasing. In the 10-year period of 2008-2018, the call volume has gone from 6,903 to 9,158 responses, which equates to an increase of 32.7%, a difference of 2,255 calls. As can be seen in the following

chart (Figure #8) this increase in call volume is related to all types of calls, not just medical incidents.

Based on information obtained from the Planning Department, Thunder Bay's population is forecasted to grow by approximating 1% over the next 10 years. Taking into consideration the 10-year historical call data, and the 32.7% increase in call volume. If this increase were to continue, then TBFR could conceivably be responding to approximately 12,000 calls by 2030. Of course, there are many circumstances that could affect call volumes such as the age of the population, weather conditions, an increase/decrease in industry and even an increase/decrease in population. The estimated call volume of 12,000 is therefore something that would need to be monitored by the Fire Chief and staff, along with possible response time challenges.

Figure #8: Call Response Year-by-year Comparison

<i>Incidents by Response Type</i>											
						Year					
Response Type	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
<u>Property Fires & Explosions</u>											
01 Fire	322	253	266	266	201	194	176	196	150	160	170
02 Combustion Explosion (no fire)	1	1	2	1	0					1	0
03 NO LOSS OUTDOOR fire (see exclusions)		85	218	170	139	109	62	86	81	59	127
<u>Overpressure Rupture</u>											
11 Overpressure Rupture (no fire)		2			2	1	1	1	1	1	0
13 Overpressure Rupture - gas pipe (no fire)		2							1		0
<u>Prefire Conditions</u>											
21 Overheat (no fire, e.g. engines, mechanical devices)	90	61	47	32	48	32	51	42	34	41	45
22 Pot on Stove (no fire)	165	120	101	86	92	73	64	67	69	57	53
23 Open air burning/unauthorized controlled burning (no uncontrolled fire)	56	75	71	61	59	49	40	44	36	49	45
24 Other Cooking/toasting/smoke/steam (no fire)		102	116	112	124	132	156	175	156	149	160
25 Lightning (no fire)				1	5	2	1		1		1
26 Fireworks (no fire)		3	1	1	0		1	1	1	1	0
29 Other pre fire conditions (no fire)		27	41	45	36	26	32	36	47	32	46
36 Authorized controlled burning - complaint	63	63	46	36	42	48	43	36	27	30	22
<u>False Fire Calls</u>											
31 Alarm Equip - Malfunction	332	377	377	356	343	361	384	353	341	351	418
32 Alarm Equip - Accidental	321	341	364	337	330	348	323	297	283	320	284
33 Human - Malicious	90	78	77	89	94	85	70	73	81	100	104
34 Human - Perceived Emergency	216	198	204	207	189	159	173	192	183	143	160

35 Human - Accidental	162	173	195	165	196	196	190	226	178	200	308
37 CO false alarm - perceived emergency (no CO present)		42	28	49	38	30	35	55	40	56	65
38 CO false alarm - equipment malfunction (no CO present)		134	149	135	129	129	178	179	168	172	168
39 Other False Fire Call	42	34	61	39	63	45	38	43	46	41	39
<u>Public Hazard</u>											
41 Gas Leak - Natural Gas	25	35	28	28	24	28	31	30	19	35	31
42 Gas Leak - Propane	5	4	4	1	1	1	2	7	4	2	4
43 Gas Leak - Refrigeration	1	0	9	1	2	2			1		0
44 Gas Leak - Miscellaneous	9	6	11	5	7	12	4	7	3	4	9
45 Spill - Gasoline or Fuel	15	18	0	23	9	16	14	12	8	10	16
46 Spill - Toxic Chemical		2	0	0	0			1	2		1
47 Spill - Miscellaneous	11	10	6	4	5	6	4	3	5	6	7
49 Ruptured Water, Steam Pipe	27	14	14	15	12	18	14	15	12	8	12
50 Power Lines Down, Arcing	36	64	62	68	53	67	87	106	88	96	163
51 Bomb, Explosive Removal, Stdb	2	3	3	8	6	8	2	3	3	7	2
52 CO Reporting	141										
53 CO incident, CO present (exc false alarms)		31	23	16	23	33	41	38	47	65	41
54 Suspicious substance		4	2	2	1		3	3		1	1
57 Public Hazard no action required		14	15	22	32	32	27	15	32	34	47
58 Public Hazard call false alarm		20	12	21	23	23	35	29	32	40	27
59 Other Public Hazard	41	47	50	37	106	30	41	43	27	37	65
<u>Rescue</u>											
602 Confined space rescue (non fire)		0	1	0	2		1				0
603 High angle rescue (non fire)		2	0	1	1	2	1	3	1		0
604 Low angle rescue (non fire)		2	1	3	1	1	1	2		2	4
605 Animal rescue		7	4	8	10	7	2	2	3	3	2
61 Vehicle Extrication	16	17	15	18	19	25	26	16	10	13	10

62 Vehicle Collision	496	348	387	393	381	409	327	334	409	382	395
63 Building Collapse		1									
64 Commercial/Industrial Accident	1	1	2	1		1	2		1	1	1
65 Home/Residential Accident	2	1	5	2	5	3	3	3	3	3	2
66 Persons Trapped in Elevator	7	13	14	8	24	22	13	13	8	16	14
67 Water Rescue	12	11	12	12	11	8	5	10	14	13	11
68 Water Ice Rescue	17	14	15	6	11	15	3	7	13	22	12
69 Other Rescue	25	12	8	16	14	9	8	11	13	16	16
698 Rescue no action required		12	13	6	11	11	17	15	13	15	30
699 Rescue false alarm		14	11	19	7	13	7	3	12	8	8
<u>Medical/Resuscitator</u>											
701 Oxygen administered		458	567	608	707	396	241	233	197	239	177
702 CPR administered		10	15	10	12	11	10	8	6	6	7
703 Defibrillator used		3	8	2	3	3	3	3	1	3	3
72 Convulsions	8										
71 Asphyxia/Respiratory Condition	2115	1276	1297	1285	1236	1337	1440	1241	1278	1381	1283
73 Seizure	121	111	138	115	113	130	98	118	95	106	113
74 Electric Shock		0		0		1					0
75 Traumatic Shock	2	1	7	2	2		1		3	3	0
76 Chest pains or suspected heart attack	243	128	141	141	122	101	86	99	71	107	106
77 Stroke	28										
80 Cuts, Abrasions	46										
81 Fracture	22										
82 Burns	1		1	0			1			1	0
83 Person Fainted, Nausea	117										
84 Medical Aid not Required on Arrival	57	115	155	148	174	228	147	84	92	86	103
85 Vital signs absent, DOA	101	138	128	151	139	185	193	139	182	175	224

86 Alcohol or drug related	424	393	479	544	560	599	612	546	548	673	833
88 Accident or illness related - cuts, fractures, person fainted, etc.		142	188	201	222	352	417	345	431	516	450
89 Other Medical/Resuscitator Call	518	381	376	351	299	309	332	353	191	282	350
898 Medical/resuscitator call no action required		335	486	675	719	795	777	787	963	1393	1511
899 Medical/resuscitator call false alarm		39	48	43	37	33	39	21	29	37	26
<u>Other Response (assist, cancelled)</u>											
91 Assist Other Fire Department	2										
910 Assisting Other FD: Mutual Aid			1	1	3	2	1	1	1	3	3
911 Assisting Other FD: Automatic Aid					0					1	0
913 Assisting Other FD: Other				1	1						1
92 Assistance to Police (exc 921 and 922)	17	44	44	39	39	6	8	16	9	10	11
921 Illegal grow operation (no fire)				0	1		1				0
93 Assistance to Other Agencies (exc 921 and 922)	42			2	6	39	38	46	45	59	28
94 Other Public Service	55	41	42	18	83	65	63	69	93	60	63
95 Auth FD Activated Activity	3										
96 Call cancelled on route	148	269	297	291	289	353	352	402	594	702	585
97 Incident not found	46	21	46	34	10	16	21	32	32	38	41
98 Assist not req'd by other Agency	12	15	9	1	3	8	23	37	117	202	80
99 Other Response	26	10	13	7	23	16	21	10	19	14	14
Grand Total	6903	6828	7577	7602	7734	7806	7664	7423	7704	8899	9158

EMS and Alarm Activation call types account for 63% (36% + 27% respectively) of TBFR responses. Either way, if call volumes increase as noted in Figure #8, there will be increased pressure on the present staffing levels to continue to meet the 2016 Strategic Plan response time goals. This does not mean that an increase in staffing is required. What it does mean is that wherever possible, call volumes need to be reduced through public education campaigns and ongoing initiatives with EMS in relation to medical responses.

There needs to be a concerted effort on behalf of TBFR management to investigate options for the reduction of medical calls along with creating a more proactive campaign in educating the public about false alarms and how to avoid them.

4.3 Fire Department EMS Response Options

Approximately 36% of TBFR's responses are to medical assistance calls. It is reported that TBFR is called off by EMS approximately 20 to 30% of the time as their assistance is deemed not required. This "not required" situation is out of the control of TBFR because neither service (EMS nor Fire) knows what is required until someone arrives on scene to assess the situation. With all this noted, TBFR is reported first on scene 72% of the time. In a recent conversation with a Doctor who has been involved in evaluating the value of tiered response protocols, the Doctor noted the following:

- Since the inception of the tiered response program in Thunder Bay, survival rates for cardiac deaths have increased from 3.5% to approximately 9%. This increase cannot be totally attributed to Firefighter intervention, however, there is a direct correlation.
- For every minute that CPR is delayed, a patient's survival rate decreases by 10%. In 2019, the analysis of 2401 medical calls indicated that 72.41% of the time ambulance was not present when fire arrived on the scene.
- According to the Doctor, the Medical Priority Dispatch System in Ontario will be undergoing some changes. This in itself will result in a decrease in the number of medical calls that TBFR responds to.
- The Doctor was very clear in that fire needs to continue to respond to medical incidents for the benefit of the end user, the patient.

On another note, it should be made clear that in spite of the amount of medical calls that TBFR was dispatched to in 2019, in many instances they were cancelled enroute. This was as a result of Paramedics assessing the patient prior to TBFR arrival, or that the patient's condition

changes from the onset of the call and TBFR was cancelled by CACC (the EMS dispatch service). To assist in the containment of call volume increases and the associated costs the following options are put forward for consideration.

4.3.1 Response Option # 1

To help reduce the call volumes relating to medical responses, TBFR should consider responding to only those calls in which there is a time delay for ambulance response due to a lack of available ambulances and the most serious medical calls (Vital Signs Absent). By doing this, TBFR would only be called out by EMS when absolutely necessary.

This option would see a reduction in EMS related calls; however, this number cannot be quantified at this time.

Based on the recent information received from Dr. Affleck, any reduction of service by TBFR could have an adverse effect in relation to patient outcomes. As such, Emergency Management and Training Inc., is not recommending a reduction in the level of service that is presently being offered.

4.3.2 Response Option # 2

A second option is to utilize the second crew that is to be relocated from the two consolidated fire stations (in Section 9.2.2 Fire Station Option # 2) and splitting that crew into two fast response units for medical assistance calls. This option would accomplish two things: the first being less wear and tear on the much larger pumper trucks, along with ensuring that these pumper trucks (and crew of four) are available for fire related incidents. The second is that a pumper truck could be removed from the fleet and replaced with two smaller units. Depending on the size of the quick response units, the cost for each vehicle would be approximately \$150,000 each, which is a savings of \$300,000 on the replacement value of a new pumper truck (\$600,000). These firefighters could still respond to fire calls where additional firefighters were required.

Although this option does not actually reduce the amount of medically related responses it does offer a more cost-effective option while keeping the full size (4 person) crews available for larger response requirements, such as fires, motor vehicle collisions, rescues, etc.

EMS Response Estimated Costs

Based on information received from TBFR, the associated fuel costs amount to approximately \$22,000 to \$30,000 per year. The Fire Chief was not able to quantify any other vehicle costs such as repairs or possible out of service time. With an overall annual operating budget of \$31 million, the estimated fuel costs relating to medical responses equate to less than one percent.

In relation to staff costs, EMS calls have no impact on the amount of staff required by the Fire Department. The firefighters are already on duty and would continue to be on duty even if they stopped responding to EMS calls.

Responding to medical related incidents has an effect on the firefighters due to the situations they can become involved in; however, even if TBFR stopped responding to EMS calls, the firefighters would still be exposed to traumatic events at motor vehicle collisions, rescues, and fire related incidents. All of this has already been taken into consideration with the Health and Wellness program that is in place for the firefighters.

4.4 Community/ Fire Department Comparables

The population in Thunder Bay has only grown by a small percentage and the reported growth projections for the next 10 years has the City population at a continued lower growth rate than that of the rest of the Province of Ontario. Call volumes, however, are growing at a steady rate, an average of 3.27% per year (2008-2018). With the installation of more smoke/fire alarm systems in residences being connected with alarm companies (e.g. Bell and Rogers Home systems) and an aging demographics, these types of calls will continue to grow.

To assist with the planning process, a fire service needs to look at other comparable fire services within its own region to help identify similarities and possible shortcomings in its organizational structure, staffing, and equipment. In completing this type of review, it needs to be emphasized that no two communities are identical. Each community has its own unique challenges due to demographics, topography, and percentage of residential, commercial and industrial areas, along with transportation and road network challenges.

The comparable chart found in Appendix B provides a general overview of comparable communities and fire departments, their staffing levels and type, along with call volumes for each fire department.

4.4.1 Comparisons with Other Similar Sized Communities

A review of the following municipalities and their fire service was conducted: Sudbury, Central York, St. Catharines, Waterloo, Cambridge, Brantford, Guelph, Sarnia, and Niagara Falls.

These communities were chosen based on several factors including similar populations and fire department sizes, existence of colleges and universities in their municipalities, and, in some cases, the existence of a tourism industry. Another relevant reason was that these cities are used as comparables during negotiations.

A cross reference (comparables) chart can be found in Appendix B. The chart offers an at-a-glance view of the data received from each fire department regarding the following topics:

- Population
- Transient population (i.e. students, tourism)
- Number of tourists visiting per year
- Population versus fire suppression staffing
- Career, composite or volunteer
- Number of fire suppression staff
- Minimum staffing levels
- Minimum staffing on truck
- Number of fire stations
- Number of front-run vehicles
- Present shift system
- Response time criteria
- Response time goal (in place of response time criteria)
- General breakdown of call distribution
- Main tax assessment base
- Geographical overview of community
- Response time, department average – time of call to on location
- Response time, department average – travel time

4.4.2 General Findings of Comparisons Review

As expected, there is a variety of population versus staffing ratios between the communities surveyed. No definitive conclusion or recommendation can be drawn from this comparison. This data does, however, offer a snapshot of information which can be used to identify if

Thunder Bay is in a similar situation relating to call volumes, population versus staffing, and composition of the service.

The 2018 Municipal BMA study also noted that in the group of communities that are 100,000 population and above, Thunder Bay is paying one of the highest costs per ratio (for fire services) than any other city in this category. It is worth noting that even though TBFR has a greater firefighter to population and cost ratio than some of the departments that Thunder Bay was compared with, due to its geographical location, TBFR does not have the luxury of relying on other bordering full-time fire departments to assist when needed. This fact must be kept in mind whenever fire station and staffing adjustments are being considered.

Thunder Bay Fire is also the provincial/regional response team for specialty responses such as hazardous materials and urban search and rescue for the surround areas. They also utilize fire service agreements where required. The utilization of these fire service agreements can be attributed to several factors:

- Area of landmass – Thunder Bay is comprised of approximately 320 square kilometres with a total of eight fire stations in the City.
- Population equates to approximately 344 people per square kilometre.
- Population per firefighter equates to approximately 1 firefighter per 600 population
- The overall geographic makeup of Thunder Bay compared to the other fire departments is similar with a mix of residential, commercial, and industrial. Thunder Bay also has a university with a student population.
- Thunder Bay also has high rise buildings within the community.
- The City is crisscrossed with railway and road networks.

Like the other fire departments surveyed, Thunder Bay Fire Rescue responds to thousands of calls per year out of its fire stations. These calls are a mix of fires, medicals, motor vehicle collisions, false alarms and other miscellaneous calls for assistance.

Based on the review of the comparables, TBFR does have a higher firefighter to population ratio than most other communities and the cost per capita is higher than most other communities as well. But it is the location of the City that has an influence on the staffing needs and specialization of the Department for the technical responses (hazmat and rescue) to the City of Thunder Bay and other neighbouring communities.

Unlike communities such as Waterloo, where three career fire departments border each other (Waterloo, Kitchener and Cambridge) and can rely on each other for support, there is no other department within several hours drive that can accommodate this type of fire and specialized response to the community.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
9	TBFR to create a more proactive campaign at educating the public about false fire alarms and how to avoid them. At the same time work with EMS on reduction of medical responses, wherever possible.	Staff time only	Short-term (1-3 years)

SECTION 5: Facilities, Vehicles, and Equipment

5.1 Fire Station Review

5.2 Training Facilities

5.3 Mechanical/ Maintenance Division – Apparatus and Equipment

5.4 Fire Apparatus – New and Replacement Schedules

SECTION 5: FACILITIES, VEHICLES, AND EQUIPMENT

5.1 Fire Station Review

There are eight fire stations located throughout the City. A review of the existing facilities was conducted by Emergency Management & Training Inc. and will be addressed in this section. This walkthrough consisted of a visual inspection; no destructive testing or engineering assessment was conducted.

5.1.1 Fire Station Location

Fire stations should be positioned to offer the most efficient and effective response to the community they serve. Centering them within a determined response zone that is simply based on “timed” responses is not always the best option to implement. Fire station location depends on many factors such as key risks within the response zone, future growth of the community, and the response team composition. Another consideration is the geographical layout of the community that can include natural barriers or divides (such as water, railway tracks) that may make it necessary to have some stations located within proximity of each other.

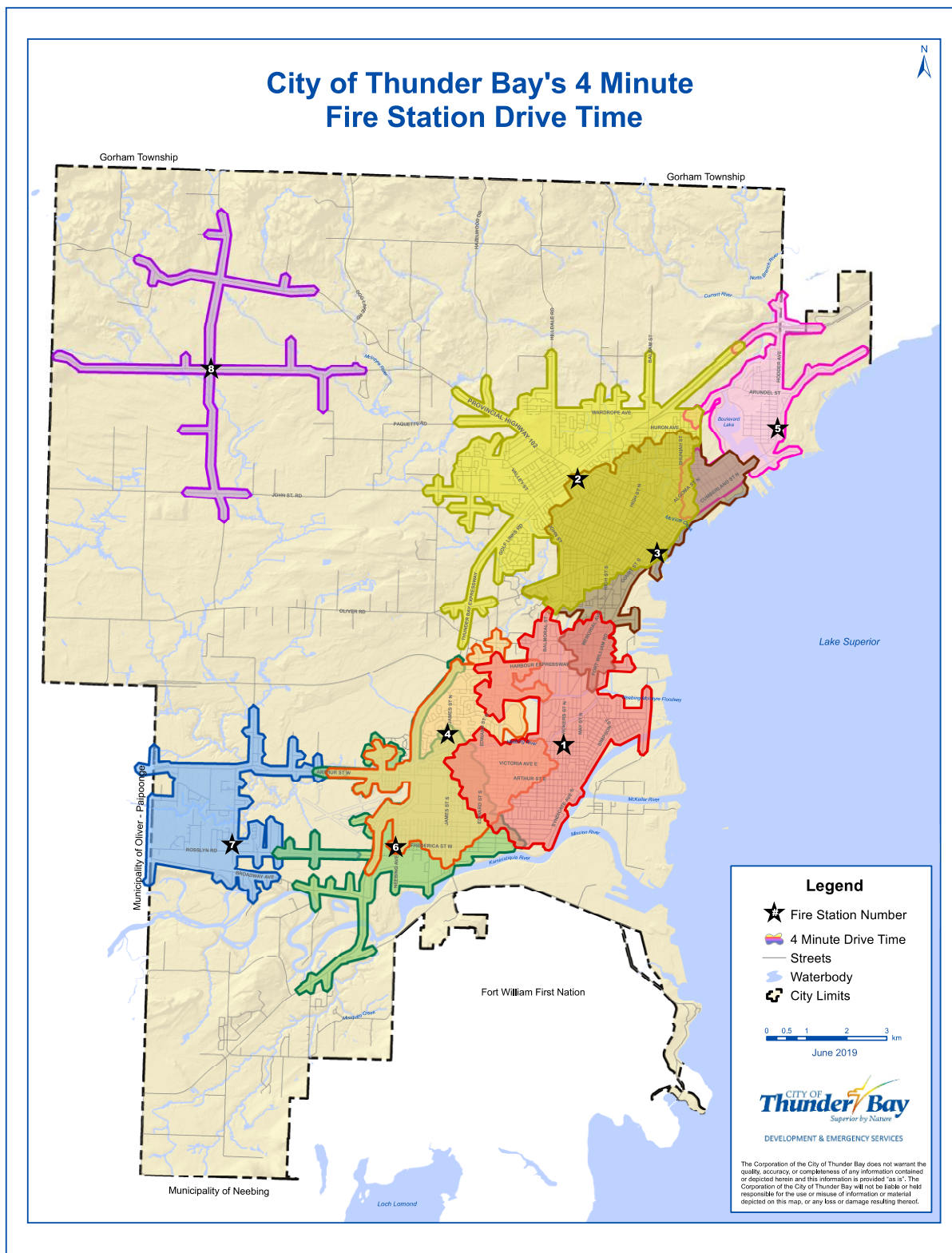
Fire stations should be situated to achieve the most effective and safe emergency responses. Distance and travel time may be a primary consideration; however, if a basic expectation of response time is set by the community’s decision makers, a more realistic level of service and fire station location criteria can be identified.

In the following maps, the shaded area around the fire station denotes a response time zone:

- The response time zone in the following map is for four-minute drive time. This is the NFPA recommended drive time for career fire departments.

The response mapping and related response data supplied in this document should not be taken in isolation. A full in-depth study along with an annual report submitted to Council by the Fire Chief with an update on the key performance measures and expectations is required.

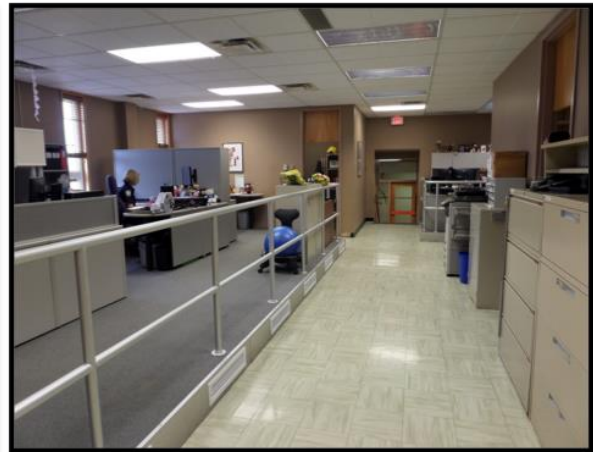
Figure #9: Drive Time of 4-Minutes from Each Fire Station



The map indicates that Thunder Bay is well covered in the major populated areas based on response time criteria. There are, however, some less densely populated sections of the City that are outside of the 4-minute drive time.

Fire Station #1 – Headquarters





Regional EMS responds out of the fire station, providing an efficient use of the facility by offering both services out of the same location for the City of Thunder Bay.





This building is at capacity and it was observed that some structural issues are present with the second floor and its increasing slope. In a past fire services review, it was identified that approximately \$900,000 dollars worth of upgrades was required. It is safe to assume that with the passage of time, this cost has increased to over \$1 million and this only addresses the required repairs; it would not create a long-term fix for the fire department.

Unfortunately, the engineer's report did not quantify how these repairs would expand the life expectancy of the fire station.

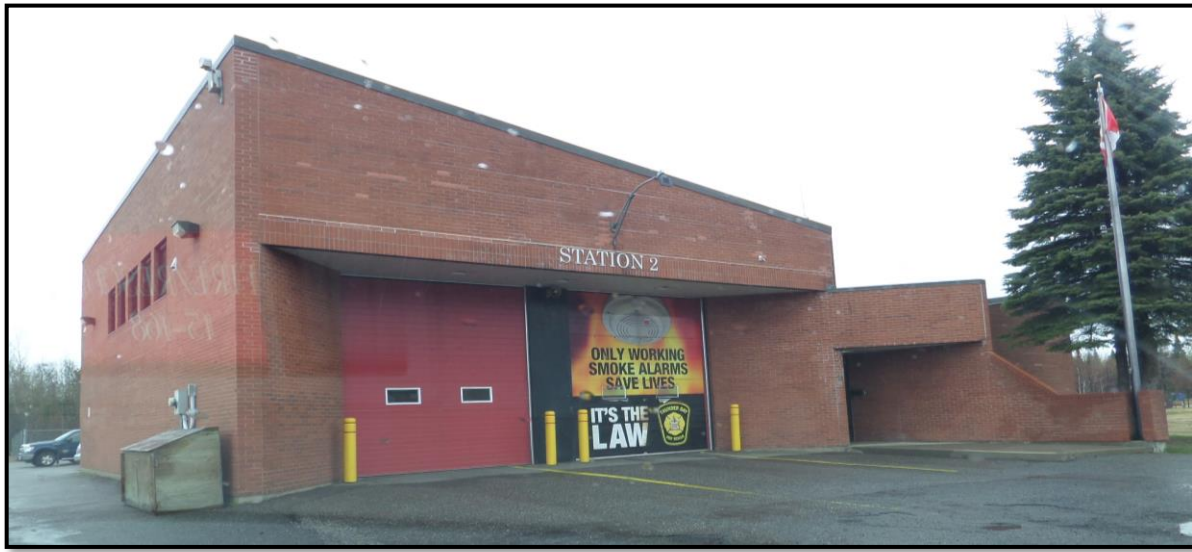
Based on this information, EMT is recommending that Council support the option of headquarters being dismantled and that the Administration staff be moved to Station #3, which has ample room on the upper floor areas to accommodate staff. Station #3 is a newer building and would meet the needs of Administration for decades to come.

In place of the current headquarters fire station, a smaller two-bay fire station, much like the two newer fire stations (Station #6 and #7) could be built on City-owned property close to the location of the present headquarters. This move would not only save the City over a million dollars in repairs to an aging, out-of-date facility, it will also make better use of present facilities within the Department's inventory.

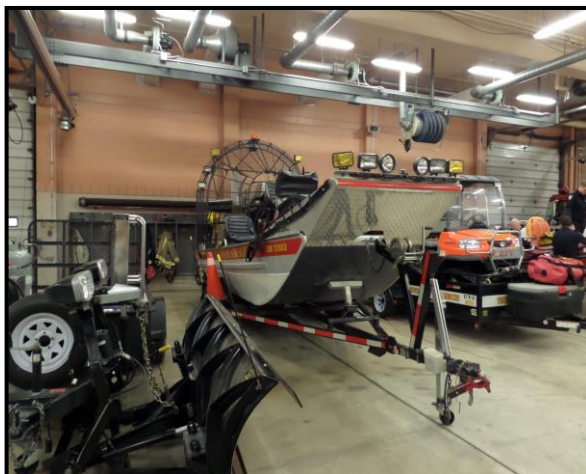
The estimated cost of a new fire station would be approximately \$1.5 - 2 million. There would also be the cost of demolishing the headquarters building. This cost can range greatly depending on city by-laws, type of demolishing to be done, and any possible hazardous materials abatement required; however, a general range of \$10.00 to \$50.00 per square foot could be realized.

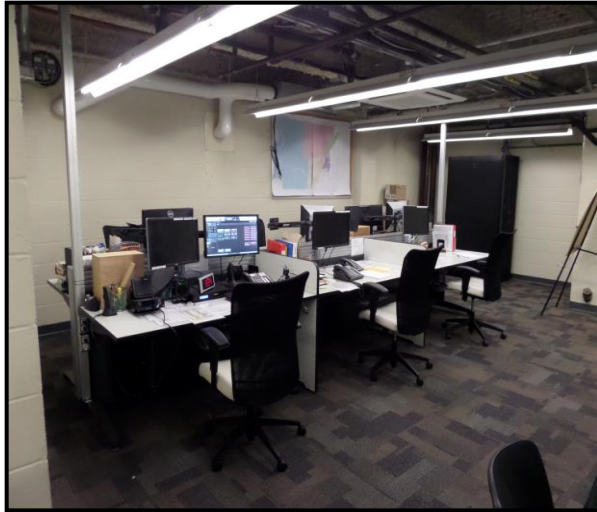
No other equipment or staff would be required as they would be reallocated from the current headquarters facility to the new facility. More information is presented on this recommendation within Section 9 of this document.

Fire Station #2



This facility was found to be in good condition with no recommendations at this time.

Fire Station #3



This facility was found to be in good condition with no recommendations at this time.

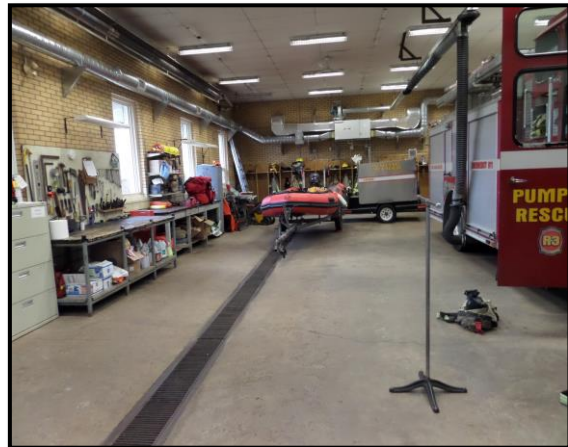
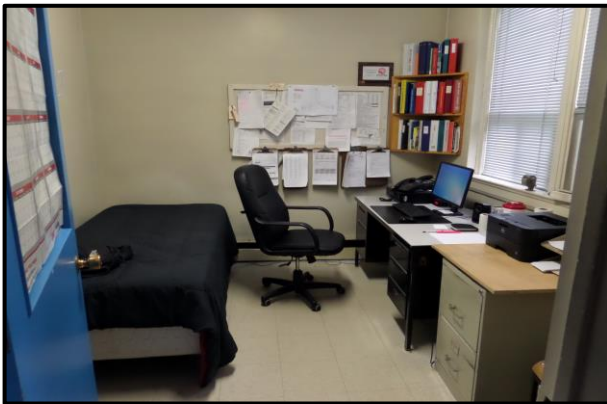
With reference to Station #1 – Headquarters, it can be seen in the photos of Station #3 that there is room to renovate the second floor to accommodate Administration Staff. The back-up EOC and Dispatch could be relocated to the Training Centre. The EOC does not have to be a permanent fixture within a building; the building/location only has to have the ability to be converted to an EOC in times of emergencies.

Fire Station #4

This station also houses the District Ambulance (EMS) Service, making efficient use of City resources.

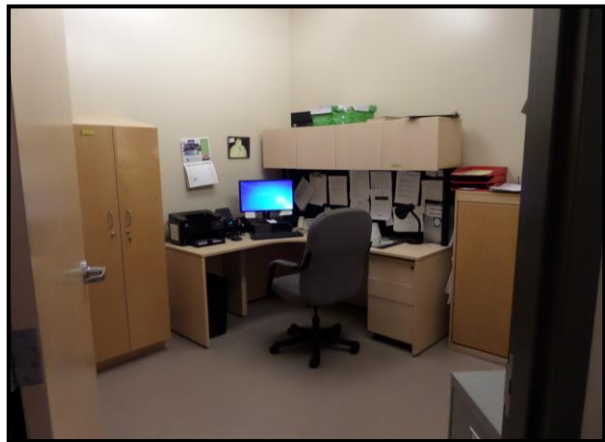


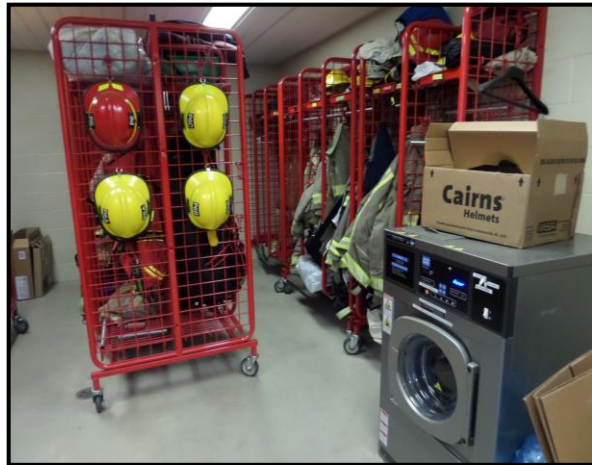
This facility was found to be in good condition with no recommendations at this time.

Fire Station #5

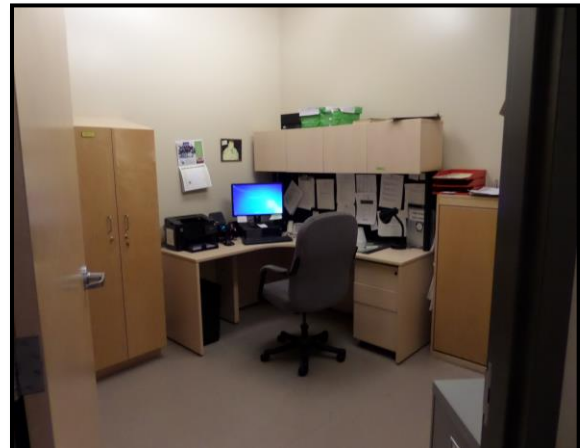
This facility was found to be in good condition with no recommendations at this time.

Fire Station #6



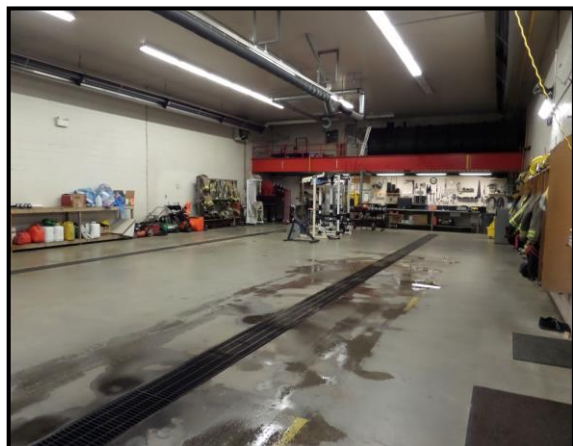


This facility was found to be in good condition with no recommendations at this time.

Fire Station #7



This facility was found to be in good condition with no recommendations at this time.

Fire Station #8

This facility was found to be in good condition with no recommendations at this time.

5.1.2 Overview of Facilities Review

Emergency Management & Training Inc. found that the fire stations are generally in good condition. Overall, the office spaces, gear storage, and vehicle bays were found to be well configured and maintained.

Aside from the changes recommended for Station #1, the only recommendation to add to this section is the continued implementation of the “Safe Haven” concept that has been built into Stations #6 and #7. This type of program not only makes each fire station more a part of the community, it also offers a safe refuge for those in need of assistance. The Safe Haven Program is a system that is tied into the dispatch centre. When someone activates the emergency button, a direct open connection is provided to dispatch so the person in need can communicate their situation and get help sent to either the station (if vacant due to the firefighters being out on a call) or to another location as required.

Both the Guelph Fire Department and Waterloo Fire Rescue have implemented this type of program in many of their fire stations. Both departments have recorded incidents in which the Safe Havens have been able to send police to the aid of someone and/or have been able to respond to a fire quicker because local residents knew that this system was in place at the local fire stations (two very positive reasons for the installation of such a low-cost public safety initiative).

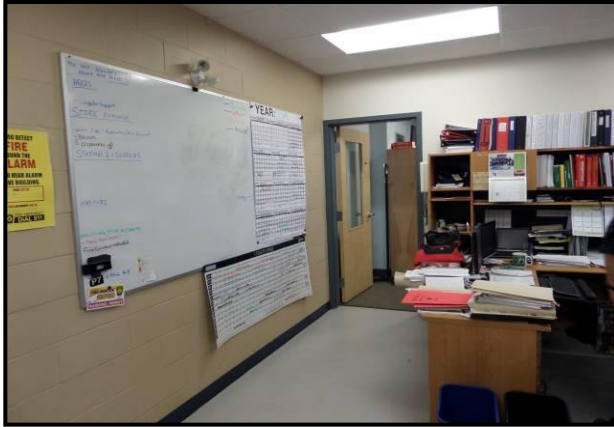
It is recommended that these public safety systems be installed in all fire stations along with a public education program to promote each fire station as a more integrated public safety measure. The estimated cost to install these at the other fire stations is approximately \$3,000 - \$5,000 per station.



5.2 Training Facilities

As previously indicated, Thunder Bay Fire Rescue has a training centre located within its City boundaries.





While all fire services in Ontario have the option of utilizing the Ontario Fire College's (OFC) training grounds in Gravenhurst, this is a logistical challenge and impractical for TBFR due to the distance from Thunder Bay to the OFC. Having a local training facility offers the ability to train and practice on a wide range of training programs and more importantly, it keeps the fire service resources in the community it serves. Keeping staff in the Thunder Bay area is also a cost savings for not having to send staff to the OFC.

Staff with the Training Division noted that the Department is promoting the training facility for rental purposes by local colleges that have firefighter programs. TBFR is also identified as a Regional Training Centre for the Ontario Fire College. This partnership is a positive, cost-effective endeavour for two key reasons. The first being OFC related programs can be brought to the training facility, which results in fire service staff getting the training they require, without having to leave the City. The second reason is that the City of Thunder Bay through the TBFR training centre is now able to offer provincially recognized training to local fire departments on a cost recovery basis. This cost recovery ability makes the training centre more of a financially sustainable entity for the City.

Based on Emergency Management & Training Inc.'s experience and considering the size of the City of Thunder Bay's fire department, it is recommended that TBFR continue to utilize the training facility's resources at their disposal along with identifying ongoing joint opportunities to enhance the use and possible revenue generation of this facility.

5.3 Mechanical/ Maintenance Division – Apparatus and Equipment

The Mechanical/Maintenance Division is located at Fire Station #3. They are equipped with their own set of bays, office area and parts section.

As noted in Section #3, this Division consists of two personnel, performing the servicing and maintenance tasks on all fire service mobile, portable and stationary equipment. The Division is also responsible for the CSA Z94 Respiratory Protection Program and mandatory program administrator roles. The Division takes care of stationary equipment that includes stand-by generators, breathing air compressors, fill stations and portable equipment such as smaller pumps, chainsaws, Jaws of Life, lawn mowers, snow blowers, outboard motors, and boats.





The facility was found to be in good condition. Interviews with staff confirmed that the present facility meets the needs of the Division.

5.4 Fire Apparatus - New and Replacement Schedules

Reliability of fire apparatus is critical to the successful operation of a fire service. Over the long-term, delaying the replacement of a vehicle is inadvisable as it will add to the overall maintenance costs of the apparatus and can influence insurance costs based on the Fire Department's Fire Underwriters Survey rating.

5.4.1 Fire Underwriters Survey – Vehicle Replacement Recommendations

When assessing a Fire Department's ability meet the needs of the community, the Fire Underwriters Survey considers the age of a fire truck as one of its guidelines. The *Major Cities* section (outlined in blue) is the recommendation for vehicle replacement for a city the size of Thunder Bay. This allows for up to a 15-year replacement cycle for first line units, and a 20-year replacement cycle for reserve units.

Table #3: FUS Replacement Cycles

Apparatus Age	Major Cities ³	Medium Sized Cities ⁴ or Communities Where Risk is Significant	Small Communities ⁵ and Rural Centres
0 – 15 Years	First Line	First Line	First Line
16 – 20 Years	Reserve	Second Line	First Line
20 – 25 Years ¹	No Credit in Grading	No Credit in Grading or Reserve ²	No Credit in Grading or Reserve ²
26 – 29 Years ¹	No Credit in Grading	No Credit in Grading Or Reserve ²	No Credit in Grading Or Reserve ²
30 Years ¹	No Credit in Grading	No Credit in Grading	No Credit in Grading

1. All listed fire apparatus 20 years of age and older are required to be service tested by a recognized testing agency on an annual basis to be eligible for grading recognition (National Fire Protection Association 1071)
2. Exceptions to age status may be considered in small to medium sized communities and rural centre conditionally, when apparatus condition is acceptable, and apparatus successfully passes required testing
3. Major cities are defined as an incorporated or unincorporated community that has:
 - a. a populated area (or multiple areas) with a density of at least 400 people per square kilometre; AND
 - b. a total population of 100,000 or greater.
4. Medium Communities are defined as an incorporated or unincorporated community that has:
 - a. a populated area (or multiple areas) with a density of at least 200 people per square kilometre; AND
 - b. a total population of 1,000 or greater.
5. Small Communities are defined as an incorporated or unincorporated community that has:
 - a. no populated areas with densities that exceed 200 people per square kilometre; AND
 - b. does not have a total population in excess of 1,000.

Fire Underwriters Survey definition of 1st line, 2nd line and Reserve is:

- 1st line is the first fire truck utilized for response at the fire station
- 2nd line is the next truck to be used if the 1st line unit is tied up at a call, and

- Reserve is the vehicle kept in the fleet to be put into service if a 1st line or 2nd line vehicle is out of service.

The Fire Underwriters Survey is reviewed by insurance companies. Provided that the Fire Department adheres to the recommended replacement timelines through an approved capital replacement schedule, the Department will obtain its fire rating for vehicle replacement.

By ensuring that the vehicles are being replaced on a regular schedule, Thunder Bay is demonstrating due diligence towards ensuring a dependable response fleet for the Fire Department and the community it serves through its vehicle replacement schedule.

The National Fire Protection Association 1911, *Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus* also supports a regular replacement schedule of fire vehicles. This standard includes guidance on retirement criteria for fire apparatus. Much like the FUS, National Fire Protection Association 1911 recommends that all front-run vehicles are replaced on a 15 to 20-year cycle, depending on the community size.

For fire departments that are considering refurbishing their vehicles to extend the in-service life, reference can be made to the National Fire Protection Association (NFPA) 1912, *Standard for Apparatus Refurbishing*. It should be noted that while the FUS do take refurbishment of vehicles into consideration, no credit rating is assigned to vehicles over 20 years of age for major cities.

The Thunder Bay Fire Rescue is well-equipped with pumper trucks, aerials, tankers and support vehicles required for primary response to the City. The vehicles and small engines (pumps, generators, etc.) are on a standard replacement cycle and maintenance and repair work is addressed as quickly as possible by Thunder Bay or other recommended facilities.

5.4.2 Apparatus Replacement Schedule (as noted by TBFR)

National Fire Protection Association and Fire Underwriters Survey both recommend replacement of front-run units after 15 years. This same vehicle can then be put into a secondary role. As such, all front-run units should be scheduled for replacement at the 15-year stage with the back-up/secondary units being replaced at 20 years. Once a pumper truck has passed the 20-year stage, no credit is given by Fire Underwriters for major cities.

Recommendation(s)

10	Implementation of the "Safe Haven" type of system that has been built into stations #6 and #7 be installed in all fire stations along with a public education program to promote each fire station as a more integrated public safety measure.	Approx \$3,000 - \$5,000 per station	Short-term (1-3 years)
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SECTION 6: Risk Assessment and Emergency Management

- 6.1 Community Risk Assessment – Current and Future Needs
- 6.2 Integrated Risk Management Approach
- 6.3 Emergency Management Program

SECTION 6: RISK ASSESSMENT AND EMERGENCY MANAGEMENT

The first and most effective way to reduce injuries, death, and property damage due to fire is through public education, inspections, and enforcement. The Fire Prevention Program addresses these key components of fire safety which starts with conducting a community risk assessment.

6.1 Community Risk Assessment – Current and Future Needs

When conducting a community risk assessment, it is important to remember that it is Council that approves the level of service within the community. Therefore, it is the Fire Chief's responsibility to inform Council on the risks that exist within the community, along with the related needs and circumstances. Based on the information received from the Fire Chief, Council can make an educated decision regarding recommended improvements and/or adjustments.

The National Fire Protection Association (NFPA) 1201 – Standard for Providing Fire and Emergency Services to the Public, section 4.3.1 states “The Fire & Emergency Service Organization shall carry out a program to develop public awareness and cooperation in management of risk, based on analysis of relevant loss records and potential hazards in the identifiable physical and social sectors of the community.”

Section 4.3.5 notes that the Fire and Emergency Services Organization shall provide customer service-oriented programs and procedures to accomplish the following:

1. Prevent fires, injuries, and deaths from emergencies and disasters
2. Mitigate fires, injuries, deaths, property damage, and environmental damage from emergencies and disasters
3. Recover from fires, emergencies, and disasters
4. Protect critical infrastructure
5. Sustain economic viability
6. Protect cultural and historical resources

The “needs” of a community can be defined by identifying and cataloging the types of buildings, infrastructure, and demographics of the local area, which in turn can be extrapolated into the types of services that would be offered and needed. The “circumstances” are considered the ability to afford the level of service to be provided. Together, the needs and circumstances assist in identifying a level of service for the community. This combination meets the expectations of the public for safety and the affordability of this level provided.

Conducting a risk assessment is a practical information gathering and analyzing exercise. It is intended to create a community fire profile that will aid in identifying appropriate programs or activities that can be implemented to effectively address the community's fire safety needs. As the community continues to change, the document should not become dormant, as the results are only accurate to the time of which the review was conducted.

The recently updated *Fire Protection and Prevention Act.*, along with the NFPA 1730 Standard on *Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations*, note that this review should be conducted at a minimum every five (5) years or after significant change.

The NFPA 1730 standard also establishes a process to identify and analyze community fire risks. There are seven (7) components of a Community Risk Assessment outlined in the NFPA Standard. These components are:

1. Demographics
2. Geographic overview
3. Building stock
4. Fire experience
5. Responses
6. Hazards
7. Economic profile

6.1.1 Current Condition

The City of Thunder Bay is comprised of a mix of residential, commercial and industrial buildings. Along with these buildings there is a large waterfront section (Lake Superior) along the City's southern edge. The City is crisscrossed with several railways that could at times reduce or restrict the ability of fire trucks to take the most direct route to an emergency incident.

With all of this in mind, the Fire Chief and staff have been very proactive in identifying all of these concerns and have created response criteria for each type of incident or hinderance to a timely response. The TBFR team should be commended for their diligent efforts.

TBFR has also created a list of vulnerable occupancies, hazardous materials sites and other facilities and/or concerns that may impact on the efficiency and effectiveness of their response in cases of emergencies.

In relation to its fire prevention and public education initiatives, Thunder Bay Fire Rescue has a Fire Prevention/Public Education Division that is very proactive in identifying present and future program needs. The Division is aware of the minimum fire prevention programs required for a community under the *Fire Protection and Prevention Act*. The minimum acceptable level that a municipality must provide includes the following:

- Simplified Risk Assessment
- Smoke Alarm / Carbon Monoxide Program
- Fire Safety Education materials distributed to residents /occupants
- Inspections upon complaint or Request to Assist with code compliance (including any necessary code enforcement)

The Fire Prevention/Public Education Division is doing an admirable job in meeting and exceeding these requirements and should be applauded for their efforts.

6.1.2 Preparing for Future Needs

Continual assessment of the community and its needs will allow Thunder Bay Fire Rescue to be proactive in its education and enforcement programs for the community and to all fire service staff. When fires or other emergencies occur within the community, the firefighters can be better prepared to cope with the emergencies because they are trained and aware of the unique hazards that are found within the community. These hazards need to be identified in a Risk Assessment conducted by Thunder Bay and its Fire Service.

6.2 Integrated Risk Management Approach

The Integrated Risk Management (IRM) Approach was introduced by the Office of the Fire Marshal and Emergency Management. It is meant to combine a review of building stock, fire safety and prevention related issues to be addressed, ability to effectively and efficiently respond to emergencies, and how well equipped and trained the firefighters are to deal with emergencies within the community.

Conducting a review of every building (as recommended by the IRM) within the City of Thunder Bay may not be practical, however, utilizing National Fire Protection Association 1730 definitions of risk categories may guide Council in deciding the focus and service level within the community. Council should determine (with input from the Fire Chief) an acceptable level of risk to manage within the community based on its needs and balanced with the circumstances to deliver the services.

National Fire Protection Association 1730 defines the risks in three categories and provides examples for each. These risk categories are:

- High-Risk Occupancy – An occupancy that has a history of high frequency of fires, or high potential for loss of life or economic loss. Alternatively, an occupancy that has a low or moderate history of fire or loss of life, but the occupants have an increased dependency in the built-in fire protection features or staff to assist in evacuation during a fire or other emergency.
 - Examples: apartment buildings, hotels, dormitories, lodging and rooming, assembly, childcare, detention, educational, and healthcare
- Moderate-Risk Occupancy – An occupancy that has a history of moderate frequency of fires or a moderate potential for loss of life or economic loss.
 - Examples: ambulatory healthcare and industrial
- Low-Risk – An occupancy that has a history of low frequency of fires and minimal potential for loss of life or economic loss.
 - Examples: storage, mercantile, and business

6.2.1 Current Condition

Thunder Bay Fire Rescue staff have identified the vulnerable occupancies (care facilities) and schools within the community that are a high priority for annual inspection. Thunder Bay Fire Rescue has been as proactive as possible based on present staffing and available resources; however, a more formal proactive inspection program needs to be put into place that goes above and beyond conducting inspections on a request and complaint basis.

To accomplish this, Thunder Bay Fire Rescue should keep track of the following building stock within the City of Thunder Bay to ensure that they are meeting the inspection recommendations outlined in the following Fire Underwriters Survey (FUS) chart:

Table 2: FUS Inspection Frequency Chart

Occupancy Type	Benchmark
Assembly (A)	3 to 6 months
Institutional (B)	12 months
Single Family Dwellings (C)	12 months
Multi-Family Dwellings (C)	6 months
Hotel/Motel (C)	6 months
Mobile Homes & Trailers (C)	6 months
Seasonal/Rec. Dwellings (C)	6 months
Commercial (F)	12 months
Industrial (F)	3 to 6 months

The FUS Suggested Inspection Frequency Chart is highly aggressive and being able to provide inspection frequencies at the noted levels may be difficult to achieve. As a benchmark, however, the FUS chart provides an optimal set of goals for Thunder Bay Fire Rescue to strive towards. Priority should be given to vulnerable occupancies, institutional facilities, hotels/motels, multi-family dwellings (including basement apartments), and assemblies.

Utilizing the Integrated Risk Management approach in conjunction with the guidance from NFPA 1730 standard will provide an overall picture of the resources, time, and tools required to keep the fire risks in the community to a manageable level (as defined by Council).

It is recommended that the Fire Chief direct the Fire Prevention and Public Education Division to review Thunder Bay's inspection program identifying levels of desired frequency for inspections outlined in the Fire Underwriters Survey (FUS) Chart noted above in Table 2. The FUS strongly recommends that a level of frequency be identified by the Fire Service in its quest towards ensuring a fire-safe community. The firefighters of Thunder Bay Fire Rescue may not be able to meet the FUS recommendations, but a set of goals and expectations should be outlined to identify staffing hours required to achieve these goals and expectations.

The utilization of the IRM approach will provide an understanding of a fire risk building-by-building that can be extrapolated to show the hazards in given areas. Along with the risk assessment, the IRM approach will aid in the design and formation of the fire prevention inspection and education programs.

A thorough risk assessment can also avoid invalid comparisons between your fire service and others. A municipality with a similar population may have very different fire risks, and therefore very different fire protection needs. A thorough risk assessment will ensure that such comparisons are valid. By providing a valid basis for comparison, a sufficient risk assessment can also provide confidence that innovations introduced elsewhere can be successfully applied in your municipality.

As of July 2019, the Ontario Regulation 378/18 on conducting a community risk assessment has come into force. This regulation notes the following:

When to complete (at least every five years)

3. (1) The municipality or fire department must complete a community risk assessment no later than five years after the day its previous community risk assessment was completed.

(2) If a municipality, or a fire department in a territory without municipal organization, comes into existence, the municipality or fire department must complete a community risk assessment no later than two years after the day it comes into existence.

(3) A municipality that exists on July 1, 2019, or a fire department in a territory without municipal organization that exists on July 1, 2019, must complete a community risk assessment no later than July 1, 2024.

Based on the excerpt taken from the new Ontario Regulation, a fire department should be conducting a Community Risk Assessment every five years commencing July 1, 2019. The current Thunder Bay Community Risk Assessment is dated, and it is recommended that an updated CRA be completed in the near future; it is inadvisable to wait until 2024 as per the regulation requirements. It is also recommended that the Fire Chief provides Council with a fire inspection program that addresses identified needs and expected outcomes.

In relation to staffing (Fire Prevention) hour requirements, an initial assessment needs to be completed to identify hours presently being spent on inspections along with identification of the annual goal. By doing this assessment, future hourly requirements can be consolidated into a report to Council.

Note: Due to the complexities with fire prevention inspections, along with the variety of building stock in a community, there is no industry standard formula for calculating number of hours based on building stock. This can only be accomplished through experience, familiarity, and understanding of the community's needs.

6.3 Emergency Management Program

Emergency Management & Training Inc. conducted a review of Thunder Bay's Emergency Management Program, including existing training for Thunder Bay employees and response planning. As mandated by the *Emergency Management and Civil Protection Act* (EMCPA), all municipalities in Ontario must have an emergency response plan and an emergency planning program. For every community in Ontario, there must also be an identified Community Emergency Management Coordinator (CEMC).

Based on interviews with the Fire Chief and Division Chief of Administration and Emergency Planning that oversees the emergency management program, it would appear that the City's Emergency Response Plan (ERP) complies with all required legislation and that annual training exercises are conducted to ensure that the ERP is reviewed and practiced on a regular basis.

The Division Chief of Administration and Emergency Planning in his role as the CEMC and emergency management program coordinator is very busy in relation to Thunder Bay being one of host communities for evacuees from floods and wildfires in Northern Ontario. Along with these duties, it should be noted that this Division Chief's portfolio, is also charged with quite a few other logistical tasks such as the issuing of uniforms, boots, rank insignias and other miscellaneous items which does not appear to be a good use of the Division Chief's time. Logistical tasks such as this could be easily assigned to a civilian working in the administration division.

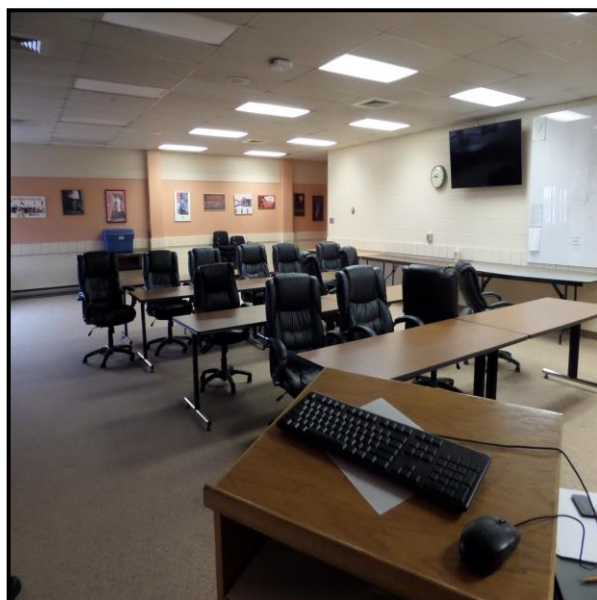
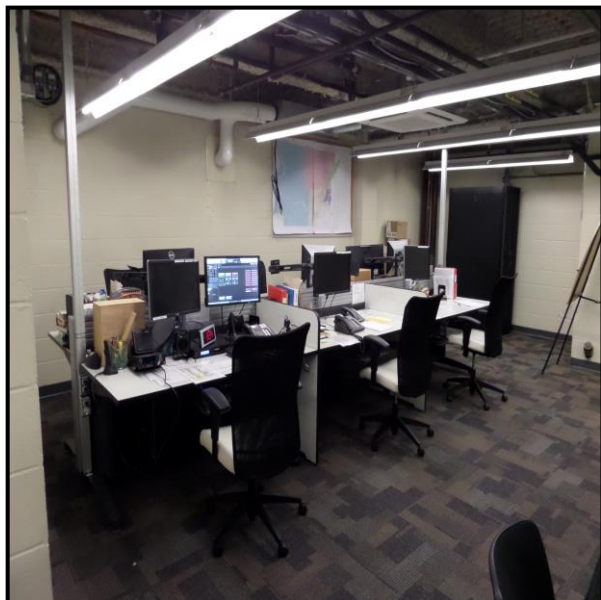
It is recommended that this position of Division Chief of Administration and Emergency Planning be re-evaluated to make the best use of this senior officer's time. This evaluation may result in such recommendations as to reassign some of the general duties to the civilian staff. Alternatively, it could result in redefining the actual roll of this Division Chief and its future needs/focus.

6.3.1 Current Condition of the Emergency Management Program

The primary and secondary Emergency Operations Centres (EOC) are functional spaces that can be set up, as needed, by the EOC group.

The primary EOC is located at Station #3 and has served the community well. The fire station has a back-up power system in the case of a power failure in the community which makes this a suitable location. The alternate EOC is located at Station #1 and is also equipped with a back-up

power system. Superior EMS is on the list as a second alternate EOC location. This gives the City three EOC's which creates a high level of flexibility in the Emergency Management program.



There is a well-written Municipal Emergency Plan and Communications Plan, overseen by the CEMC. Annual training is also in place to meet the requirements set out by Emergency Management Ontario.

Based on a review of the two present EOC facilities and the program in place, the City is well equipped in relation to its EOC and no recommendations are being put forth for this section.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
11	The Fire Chief to direct his Fire Prevention/Public Education Division to review Thunder Bay's inspection program, identifying levels of desired frequency relative to the FUS (see chart in Appendix "B").	Staff time only	Short-term (1-3 years)
12	Upon completion of the assessment in Recommendation #11, the Fire Chief to provide Council with a draft policy for review and passage that outlines a proactive fire inspection program to address identified needs and expected outcomes. This program should outline the building types, the frequency of inspections, and the staffing/hourly requirement.	Costing would depend on resource requirements to meet Fire Chief recommendations	Short-term (1-3 years) and ongoing
13	TBFR staff to present an updated Community Risk Assessment to Council in 2020.	Staffing related costs only	Short-term (1-3 years) and every five years thereafter
14	Conduct a review/ evaluation of the Division Chief of Administration and Emergency Management's position to identify time spent on responsibilities. Based on the review, a decision is to be made on what duties the Division Chief should be assigned, and what duties can be reassigned to other staff.	Initially staffing related costs only, but may change due to outcome of evaluation	Immediate (0-1 year)

Section 7: Finance, Budgeting, and Capital

Forecast Plan

7.1 Operating Budgets

7.2 Capital Forecasts

SECTION 7: FINANCE, BUDGETING, AND CAPITAL FORECAST PLAN

The Thunder Bay Fire Rescue has a set of annual operating and capital budget/forecasts that fluctuate based on the staffing, programs, and equipment that have been identified for replacement.

During the review of the operating and capital budget process, it was found that Thunder Bay Fire Rescue is well organized in both areas. This indicates a strong level of support by Council in relation to assisting the Fire Department in meeting its service goals.

7.1 Operating Budgets

During the review of the operating budget, it was found that all key account operating sections are identified and tracked, such as:

Operating Budget Line Items:

- Staffing related costs
- Training
- Fire Prevention and related Fire Safety Education
- Vehicle and equipment maintenance
- Station maintenance

7.2 Capital Forecasts

It appears there is a standard year replacement cycle for the fire trucks that is based on the FUS recommendations for frontline vehicles. This replacement cycle falls in line with the industry standards of 20 years or more, depending on the vehicle's function. As such, Thunder Bay and its Fire Department should be commended for its efforts in endeavouring to adhere to this industry standard.

Capital Budget Line Items:

- Vehicle replacement
- Equipment replacement (for large cost items that are not covered in the operating budget)

Along with the replacement schedule, FUS recommends that there should be at least one spare fire truck for up to every eight related units. For example:

- One pumper truck for every eight (pumpers),
- One spare aerial truck for every eight (aerials),
- One spare tanker truck for every eight (tankers), etc.

A reserve unit should always be available, should one of the primary units go out of service. This still applies if the department has less than eight vehicles. Although TBFR meets this FUS recommendation, TBFR does not have another full-time fire department in the area that has the capacity to support Thunder Bay during a large-scale situation. Therefore, Thunder Bay needs to continue to ensure it has adequate reserve vehicles because it is so isolated.

The Fire Chief, working with the City Treasurer, should ensure adequate reserve funds for apparatus, and equipment. It is important to ensure that adequate annual contributions for apparatus, apparatus repairs, small equipment and contributions for future infrastructure (fire stations) are identified. If any shortfalls are determined, the Fire Chief should establish what effect this will have on operations and bring forward any recommendations (for funding adjustments), if necessary.

There is a business plan in place that incorporates all the department's general vehicle and equipment needs to support future goals and expectations.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
14	The Fire Chief, working with the City Treasurer, should ensure adequate reserve funds for apparatus, and equipment.	Costs to be determined through an asset management plan	Short-term (1-3 years)

SECTION 8: Review of Previous Master Plans

- 8.1 2009 Office of the Fire Marshal and
Emergency Management Master Plan
- 8.2 2012 – 2016 Thunder Bay Fire Rescue
Strategic Master Fire Plan

SECTION 8: REVIEW OF PREVIOUS MASTER PLANS

8.1 2009 Office of the Fire Marshal and Emergency Management Master Plan

In 2009, a review of the Fire Department was conducted by the Office of the Fire Marshal and Emergency Management. The resulting Master Plan identified 15 recommendations. The recommendations covered the following key areas:

- A review of core services
- A review of senior management staffing levels, with the introduction of a new position
- A review of the administration staffing levels
- A review of the fire prevention/public education initiatives
- A review of the present Establishing and Regulating By-law
- A review of the functional lifespan of the fire department Headquarters building
- A review of the training division staffing levels
- A review of the communications/dispatching services

Of the 15 recommendations noted in the 2009 report, all but two have been addressed. Those two recommendations related to:

- Addressing the functional lifespan of the fire department headquarters building, and
- updating the fire department's Establishing and Regulation By-law.

EMT met with a representative from the Office of the Fire Marshal and Emergency Management (OFMEM) to discuss the 2009 report, along with obtaining any input from the OFMEM about any other recent items that should be addressed in this 2019 Master Plan. The representative with the OFMEM had no further input to offer other than the two outstanding items still requiring attention.

8.2 2012 – 2016 Thunder Bay Fire Rescue Strategic Master Plan

In 2012, a review of the Fire Department was conducted by staff and a Strategic Master Plan was created. This plan contained 94 recommendations. The recommendations were in relation to:

- Fire Prevention
- Emergency Operations and Response Capability
- Training and Special Operations
- Administration, and
- Communications/ Dispatching Services

Of the 94 recommendations included in the 2012-2016 Strategic Plan, all have either been addressed or are in the process of being worked on, with the exception the following:

- Recommendation 2.4.2 – amalgamate fire stations to achieve operational efficiencies.
 - This has been carried over into this Master Plan document and has been noted in the recommendations section.
- Recommendation 2.4.10 – review of the lifespan of the Vickers Street North station (Headquarters).
 - This has also been addressed with in this Master Plan document, along with a specific recommendation.
- Recommendation 2.4.11 – review of fire stations to determine how response coverage could be improved.
 - Addressed within this Master Plan document with an associated recommendation.
- Recommendation 2.4.12 – Implement a fire prevention and public education program that is approved by Council
 - Two recommendations are noted in this 2019 Master Plan document relating to this topic.

Thunder Bay Fire Rescue has had two relatively recent major reports suggesting numerous recommendations for improvement, the majority of which have been implemented or are presently being worked on. The areas that still require attention have been incorporated into this Strategic Master Plan document.

SECTION 9: Recommendations for Future Fire Service Enhancements

1.1 Fire Staffing Efficiency Opportunities

1.2 Fire Station Enhancement Options

1.3 Fire Department EMS Response Options

SECTION 9: OPTIONS FOR FUTURE FIRE SERVICE ENHANCEMENTS

9.1 Fire Staffing Efficiency Opportunities

This section has been provided to offer Thunder Bay a more focused opportunity to review options for future fire service protection initiatives for the community. These options range from keeping things status quo but taking more efficient utilization of present staffing, to the closing of a fire station, and the relocation of some stations.

It is the opinion of Emergency Management and Training Inc. that the implementation of the recommendations in this section will assist Thunder Bay in realizing cost and staffing efficiencies in its efforts to meet the needs of the community.

9.1.1 Staffing – Utilization of 5th Person on Pumper/Rescues

TBFR has two personnel per platoon that are assigned to the pumper/ rescue trucks as Entry Control and Accountability officers. Each of these vehicles have a total minimum staffing of five personnel on each of the two pumper/rescues.

To take full advantage of these two personnel per platoon, EMT is recommending that the platoon staffing minimums be kept as per the collective agreement. These two personnel should be utilized in more of a “floater” capacity to help offset the overtime costs incurred when staffing falls below the minimums.

A quick review of overtime costs was conducted; of particular focus was when one or more staff had to be called in to keep the minimum staffing levels. This review identified that by utilizing these two staff as floaters, the estimated savings could be up to \$400,000 per year in the overtime budget.

On an annual basis over the past three years, this overtime account has paid out approximately \$500,000 per year.

9.1.2 Staffing – Utilization of Community Response Vehicles

In Fire Station Realignment Option #3 consideration is given to the closing of Station #4. By doing this, TBFR has a total of 5 firefighters per platoon to utilize for medical and non-emergency type calls in what is termed as “Community Response Vehicles. Brampton Fire uses this concept and has seen some positive results in relation to two key areas:

1. First is the reduction of the wear and tear on the larger fire department vehicles because they are not used for medical and non-emergency calls
2. Second is the ability to use the staffing on these CRVs cover for staffing shortages due to illnesses.

By incorporating this CRV concept, TBFR can still offer a higher level of medical response to the community and at the same time, have the ability to further reduce overtime costs.

9.2 Fire Station Enhancement and/or Realignment Option

Four options are presented here in relation to the closing and/or relocation of the present fire stations within the City. One of the options does not show a reduction in the number of fire stations, just a more efficient use of the present locations. While the other three options do present station reductions and relocation, to serve a broader area (with fewer stations).

9.2.1 Fire Station Option – Status Quo

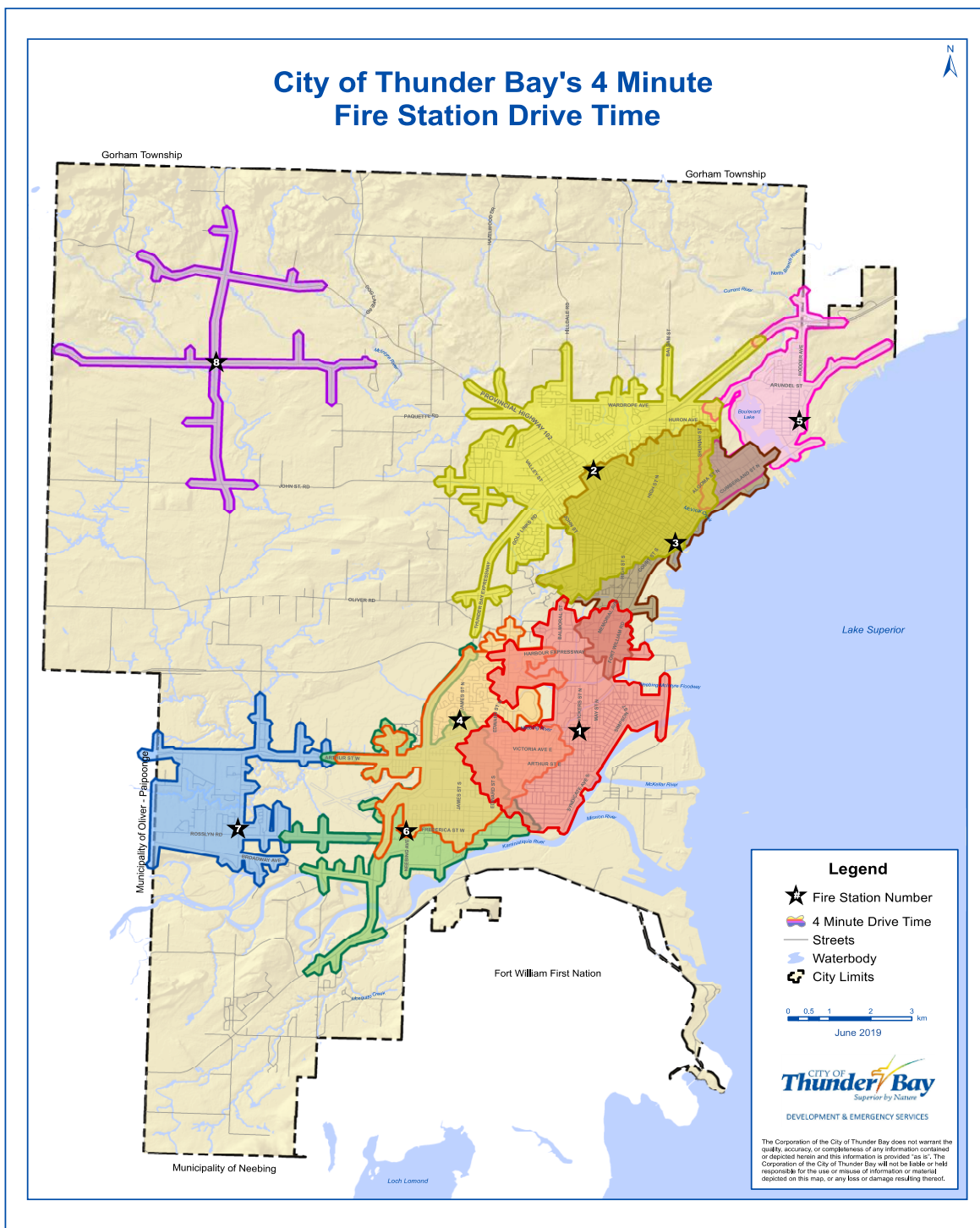
A previous master plan report indicated that the TBFR Headquarters (HQ) renovations be completed at a cost of just under \$1 million. Taking into consideration the age and physical state of this facility, along with its challenges in meeting the needs of staff, it is recommended that the present HQ facility be vacated. Administration and fire prevention staff should be relocated to Station #3 which has ample space on the upper floor areas to accommodate staff.

It is further recommended that the fire suppression staff be relocated to a new fire station built in the same vicinity as the current HQ. The cost of such a facility would be approximately \$2 million. This would be a long-term investment that would better utilize the money being considered for upkeep of the present HQ facility. This option would also take advantage of the space available at Station #3.

No other costs for fire vehicles and equipment would be required (other than the demolition of HQ) as these would be relocated from the present HQ to the new building. With the new building being built in the same area as its current location, the response grids would remain relatively the same.

Note: Demolition costs can range from \$10 to \$50 per square foot, depending on the type of building being demolished and if there are any hazardous materials within the building.

Figure #10: Fire Station Option - Status Quo



* All station locations and response areas remain the same.

9.3 Fire Station Realignment Options

In the following options, EMT is presenting station reductions and relocations for consideration. All three options are long term ventures that will require substantial costs during the initial phase, but in the long term can present savings for the City due to the reduction of fire stations. It should be noted that no staffing reductions are being presented in these options, rather, a more efficient utilization of resources.

9.3.1 Fire Station Option #1 (Stations 1, 3 and 4 Affected)

In this option, Station #1 (HQ) and Station #3 would be closed, and staff would be relocated into a new HQ/Station #1. Station #4 would be closed and relocated further east.

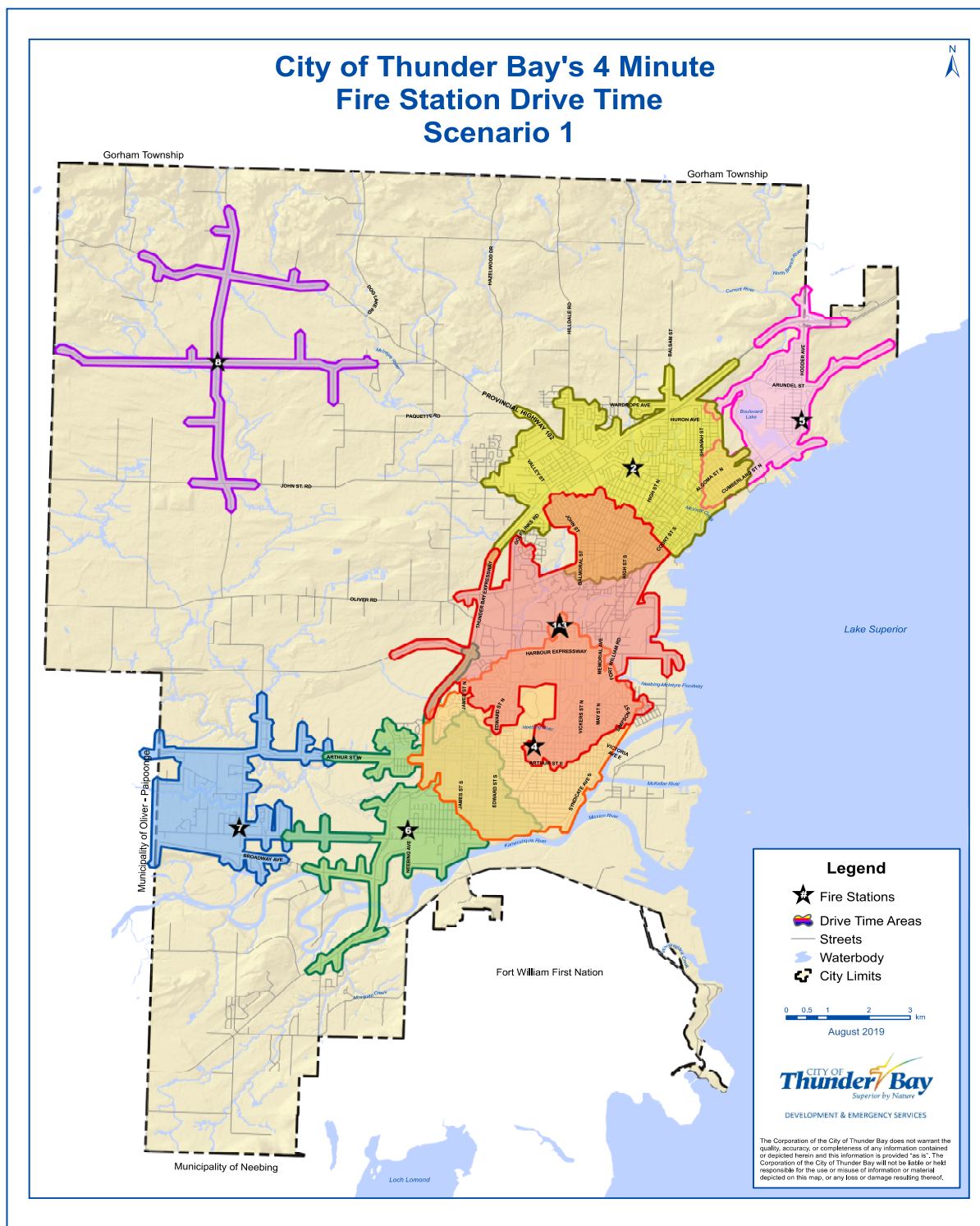
The new Station #1 facility should be constructed in the general vicinity of Central Avenue and Balmoral Street. Station #4 would be in the area of Victoria Avenue East and Tarbutt Street North.

In this option, the administration, fire crews, mechanical division and vehicles from both Stations #1 and #3 would be located in this new fire station/HQ. This new facility would need to be the same square footage of the present Station #3 to ensure enough space for all divisions. The cost of a new larger fire station to house both Administration and Operations staff would be approximately \$10 million, depending on the size and construction design. To construct a new Station #4 would be approximately \$2 million.

Amalgamating Station 1 & 3 in the area of Balmoral St. and Central Avenue, relocating Station 4 to the area of Victoria Avenue East and Tarbutt Street North would result in a service level reduction to 3,088 people occupying 895 structures in the North Downtown Core.

Note: Demolition costs can range from \$10 to \$50 per square foot, depending on the type of building being demolished and if there are any hazardous materials within the building.

Figure #11: Fire Realignment Station - Option #1 Map



9.3.2 Fire Station Realignment Option #2 (Stations 1 and 3 Affected)

In this option, Station #1 (HQ) and #3 would be closed and staff would be relocated into a new HQ/Station #1.

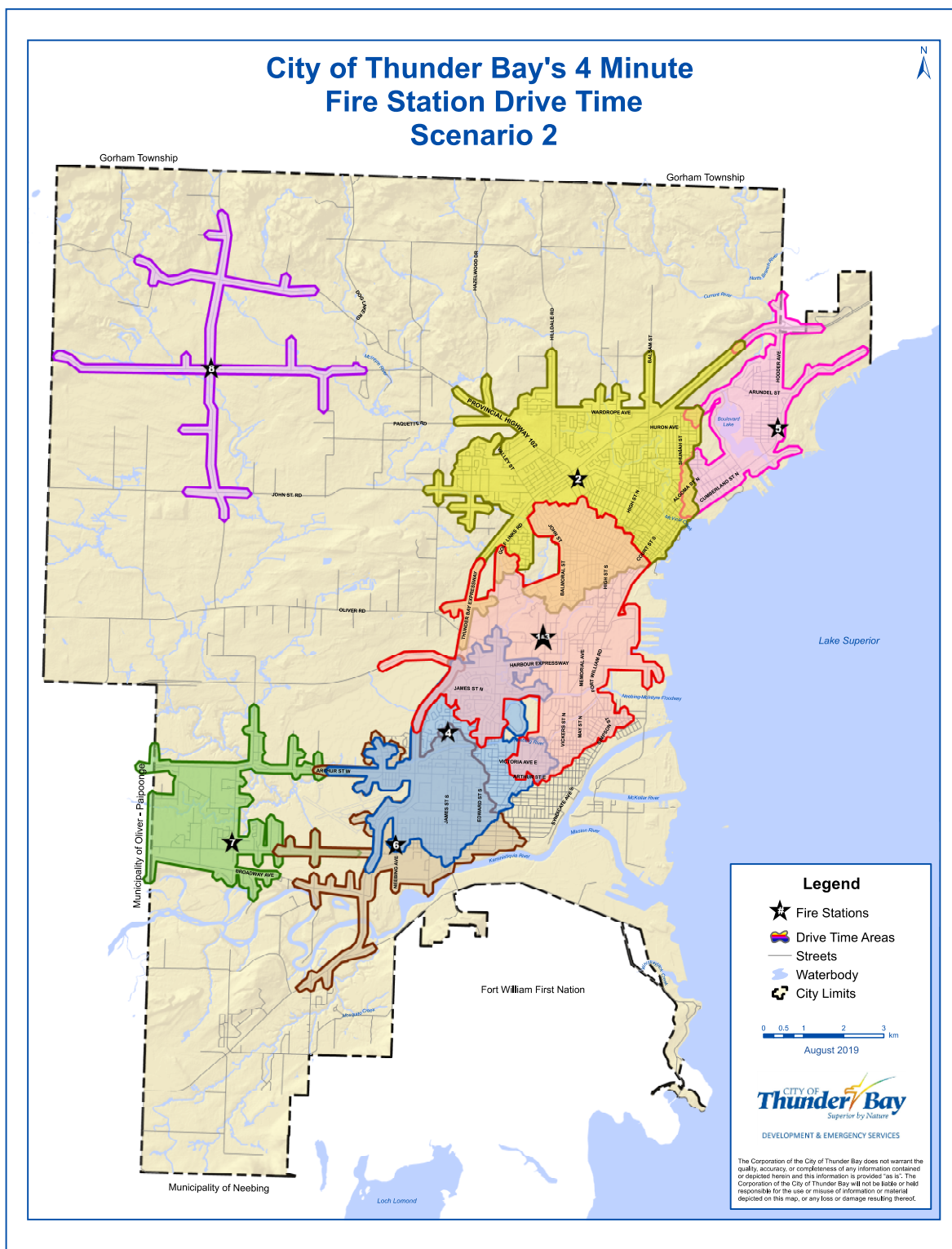
This new Station #1 facility should be constructed in the general vicinity of Central Avenue and Balmoral Street. As illustrated in Figure #13, although response coverage is slightly reduced in the south east area there is still adequate coverage for the two areas where the fire stations are to be closed.

- In this option, the administration, fire crews, mechanical division and vehicles from both Stations #1 and #3 be located in this new fire station/HQ.
- The cost of a new larger fire station to house both Administration and Operations staff would be approximately \$10 million, depending on the size and construction design.

Amalgamating Station 1 & 3 in the area of Balmoral Street. and Central Avenue would result in a service level reduction to 12, 412 people occupying 4,118 buildings in the South Downtown Core.

Note: Demolition costs can range from \$10 to \$50 per square foot, depending on the type of building being demolished and if there are any hazardous materials within the building.

Figure #12: Fire Realignment Station - Option #2 Map



*Stations #1 and #3 closed and combined into a new facility.

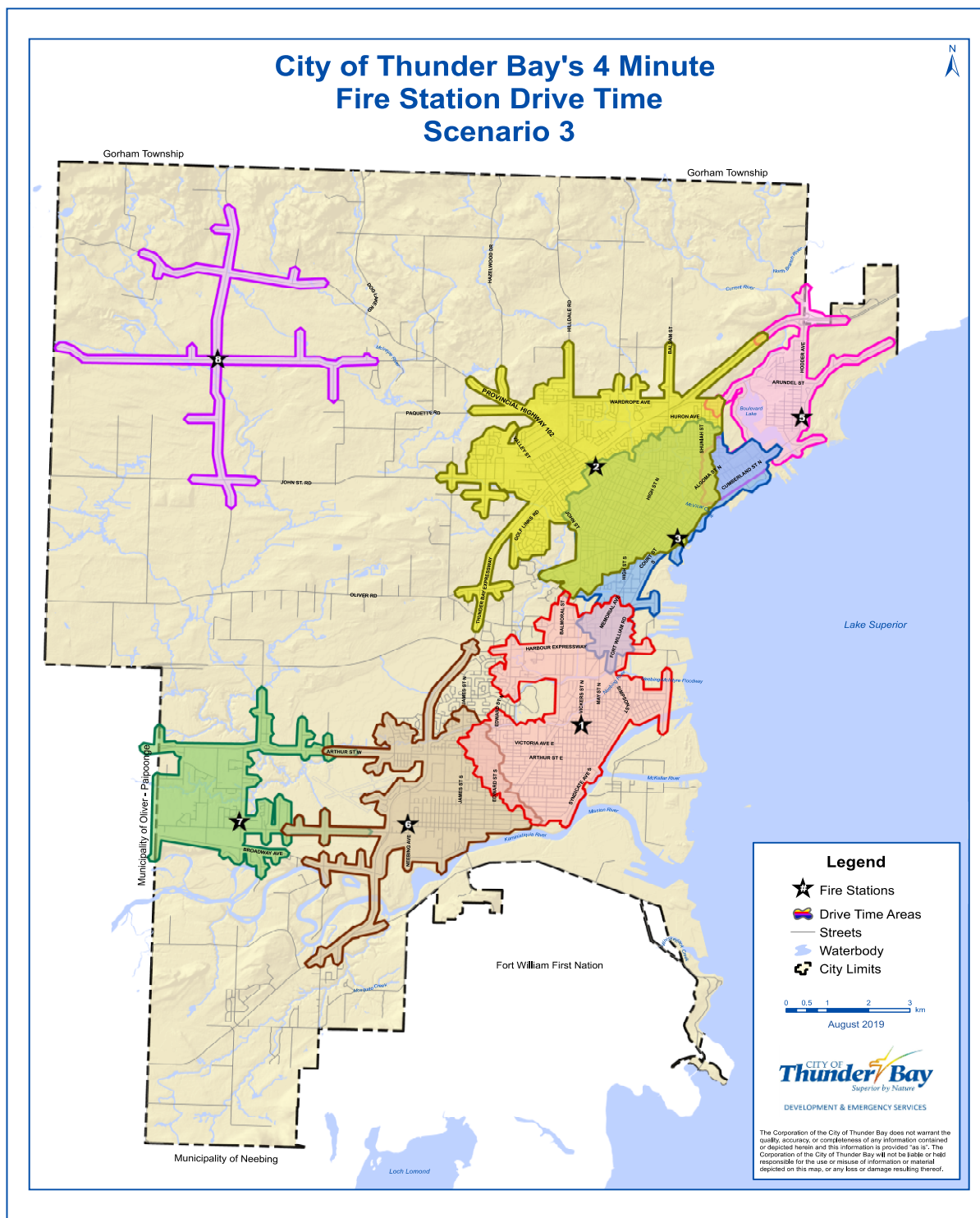
9.3.3 Fire Station Realignment Option #3 (Station 4 Affected)

In this option, all stations are left in place except for Station #4 which is to be removed from the present station configuration. As illustrated in Figure #14, the majority of the original Station #4 coverage area is still serviced, with the exception of a small portion located in the western section. Closing Station 4 would result in a service level reduction to 10,208 people occupying 3,198 structures.

Suppression staff from Station #4, can be utilized as medical response teams in Community Response Vehicles (CRVs). As noted earlier in this document, this would still offer some type of medical response by TBFR for the more severe type of calls, while at the same time, leaving the larger crews to be utilized for the larger type calls, such as fires, motor vehicle collisions, rescues, etc. This would also reduce the wear and tear on the larger fire department vehicles.

One of the positives to this option is that Station #4 is already utilized by Superior North EMS and is still a viable emergency response location for EMS. There may also be the option for the EMS service to take advantage of newly opened space by stationing more ambulances at the location or even as a secondary sub-headquarters. More discussion would need to take place to confirm what options are available. In the end this facility would still be utilized by EMS only.

Figure #13: Fire Realignment Station - Option #3 Map



*Station #4 removed from the present TBFR station configuration.

9.3.4 Return on Investment

With the three realignment options noted in this section (9.3), a return on investment would vary greatly based on the following considerations:

- If a fire station is vacated, would it be used and/or leased out to another stakeholder?
 - In this case, the return on investment would depend on the lease amount and related revenue received for the lease.
- If a fire station is vacated and demolished, would the land be sold off to an investor?
 - In this case, the actual revenue received from the sale would need to be considered.
- If a fire station is vacated, would it be kept in the City's inventory and be repurposed for use by another City department?
 - In this case, a ledger reassignment would be conducted by the Finance Department. This would mean that all future costs would be assumed by the other City department.

Staff at TBFR did review annual costs related to the operation a satellite fire station, which was estimated to be between \$2.6 to 2.7 million a year. This estimate includes both facility costs and staff wages. This amount would not be consistent with stations #1 and #3 because of building size and larger number of staff at these two stations.

With all of this in mind, the only tangible savings to be realized with the closing of a fire station would be annual utilities and repair costs assigned for the upkeep of the station. Therefore, a return on investment may simply be the annual savings of station utilities and repairs, which can vary between \$10,000 to \$20,000 a year, depending on the age and condition of a fire station.

Based on the station options presented, the considerations and information noted, EMT is unable to supply an exact time when the City of Thunder Bay would see a return on investment.

Recommendation(s)

16	The 5 th person on each of the two pumper/rescues be utilized as floaters to help offset overtime costs.	<i>[savings of up to \$400,000]</i>	Immediate (0-1 years)
17 (1)	Status Quo: Decommission the Vickers Street Headquarters and build a smaller two-bay station, close to the present HQ to ensure proper coverage in the area. Move the administration staff to the upper floor area of Station # 3.	New fire station – approx \$2 million plus renovations to Station 3	Mid-term (4-6 years)
17 (2)	Station Realignment Option 1: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street. Station #4 would be relocated in the area of Victoria Avenue East and Tarbutt Street North.	Cost of a combined fire station/facility 1 & 3– approx \$10 million dollars. New station 4 - \$2 million dollars, plus demolish costs	Mid to Long-term (4-10 years)
17 (3)	Station Realignment Option 2: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street.	Cost of a combined fire station/facility 1 & 3– approx \$10 million dollars, plus demolish costs	Mid to Long-term (4-10 years)
17 (4)	Station Realignment Option 3: Close fire operations at Station # 4, continuing use as an EMS station. Firefighters from Station #4 to be assigned to medical responses for the fire department.	No building costs, only movement of staff and equipment	Mid-term (4-6 years)
18	Conduct a thorough review of medical responses.	The cost of two smaller response units would be offset by the reduction of one pumper truck	Short to Mid-term (1-6 years)
	Option 1: Reduce medical calls that the fire department will respond to.		
	Option 2: Alternatively, upon consolidation of Station #1 and #3, (Rec #16(2)), one crew be broken into two units and be assigned to medical responses for the fire department.		

SECTION 10: Summary

10.1 Conclusion

10.2 General Recommendations

10.3 Future Fire Service Enhancement Recommendations

SECTION 10: SUMMARY

10.1 Conclusion

Thunder Bay Fire Rescue staff are truly dedicated to the community they serve. During our review, it was clear that Council, the City Manager, General Manager of Development and Emergency Services, and Fire Chief are sincerely committed to ensuring the safety of the community and the firefighters. Based on the present staffing, equipment, and fire stations locations, Thunder Bay Fire Rescue is endeavoring to offer the most efficient and effective service possible. There is always room for improvement, however, and it is hoped that the recommendations made by Emergency Management and Training Inc. will assist TBFR in meeting its goals.

All costs and associated timelines are approximate estimates that can be implemented through prioritization between the Fire Chief, the City Manager, General Manager of Development and Emergency Services, and Council.

This Plan is a long-range planning document; however, it is recommended that annual updates be completed, along with a full review to be conducted at the five-year mark.

10.2 General Recommendations

The following chart provides an overview of the recommendations found throughout this report along with any estimated costs and suggested timelines for implementation.

Rec #	Recommendation	Estimated Costs	Suggested Timeline
1	The present Establishing & Regulating By-law be updated and presented to Council for approval including an outline of services to be delivered by TBFR.	Staffing related costs only	Short-term (1-3 years) and ongoing
2	TBFR work with the Thunder Bay Police Dispatch service to promote adherence with the NFPA 1221 Standard on Emergency Communications Services.	Dependent on potential changes to the agreement	Short-term (1-3 years) and ongoing

3	It is recommended that a review of the fire service agreement between TBFR and the FWFN be reviewed and updated as required in relation to services to be provided and related costs for providing these services.	Dependent on potential changes to the agreement	Short-term (1-3 years) and ongoing
4	Fire Department should review the comments received from the focus group meeting and identify how improvements can be incorporated into daily operations and/or through social media information sessions. <ul style="list-style-type: none"> This review should be followed up with a media release to demonstrate that input from the surveys and meetings is being considered and where possible implemented. 	Dependant on improvements identified	Short to long-term (1-10 years)
5	Any fire suppression personnel providing primary Fire Prevention activities should be qualified as Fire Inspector 1 and Fire and Life Safety Educator Level 1. At a minimum, each captain on the pumper trucks should receive this training and certification.	Staffing related costs only	Short-term (1-3 years) and ongoing
6	The Fire Chief and Fire Prevention Division Chief need to utilize the NFPA five steps process to evaluate the Fire Department's present level of activity and the future goals for fire prevention activities.	Staffing related costs only	Short-term (1-3 years) and ongoing
7	The Fire Underwriters Survey chart should be utilized as a general benchmark for the Prevention Division to develop a plan on what can be accomplished with its present staffing complement, along with presenting options for increasing inspection frequencies (through utilization of fire officers) and ultimately what is needed to meet the Fire Underwriters Survey benchmarks.	Staffing related costs only	Short-term (1-3 years) and ongoing

8	<p>To verify the training programs are meeting related NFPA (and other) training program recommendations, the Deputy Fire Chief must identify:</p> <ul style="list-style-type: none"> • What training programs are required for the services that TBFR is providing? • The number of hours that are required to meet each of those training needs based on Provincial and industry standards. • Resources required to accomplish this training. • Joint partnerships with private organizations that can be entered to achieve the training requirements identified by the Chief Training Officer. • An annual program outline at the start of each year presented to the Fire Chief, with measured goals and expectations reporting completion success rate at the end of each year. • Continue to identify how the training facility can be better utilized as a form of revenue generation for the City. 	The costs are mostly related to staff hours unless outside facilities or trainers need to be accounted for	Short-term (1-3 years) and ongoing
9	TBFR to create a more proactive campaign at educating the public about false alarms and how to avoid them. At the same time work with EMS on reduction of medical responses, wherever possible.	Staff time only	Short-term (1-3 years)
10	Implementation of the "Safe Haven" type of system that has been built into stations #6 and #7 be installed in all fire stations along with a public education program to promote each fire station as a more integrated public safety measure.	Approx \$3,000.00 per station	Short-term (1-3 years)
11	The Fire Chief to direct his Fire Prevention/Public Education Division to review Thunder Bay's inspection program, identifying levels of desired frequency relative to the FUS (see chart in Appendix "B").	Staff time only	Short-term (1-3 years)

12	Upon completion of the assessment in Recommendation #11, the Fire Chief to provide Council with a draft policy for review and passage that outlines a proactive fire inspection program to address identified needs and expected outcomes. This program should outline the building types, the frequency of inspections, and the staffing/hourly requirement.	Costing would depend on resource requirements to meet Fire Chief recommendations	Short-term (1-3 years) and ongoing
13	TBFR staff to present an updated Community Risk Assessment to Council in 2020.	Staffing related costs only	Short-term (1-3 years) and every five years thereafter
14	Conduct a review/ evaluation of the Division Chief of Administration and Emergency Management's position to identify time spent on responsibilities. Based on the review, a decision is to be made on what duties the Division Chief should be assigned, and what duties can be reassigned to other staff.	Initially staffing related costs only, but may change due to outcome of evaluation	Immediate (0-1 years)
15	The Fire Chief, working with the City Treasurer, should ensure adequate reserve funds for apparatus, and equipment.	Costs to be determined through an asset management plan	Short-term (1-3 years)

10.3 Future Fire Service Enhancement Recommendations Options

Rec #	Recommended Options	Estimated Costs	Suggested Timeline
16	The 5th person on each of the two pumper/rescues be utilized as floaters to help offset overtime costs.	Staff overtime savings	Immediate (0-1 years)

17 (1)	Status Quo: Decommission the Vickers Street Headquarters and build a smaller two-bay station, close to the present HQ to ensure proper coverage in the area. Move the administration staff to the upper floor area of Station # 3.	Cost of a fire station – approx. \$2 million, plus demolition costs	Mid-term (4-6 years)
17 (2)	Station Realignment Option 1: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street. Station #4 would be relocated in the area of Victoria Avenue East and Tarbutt Street North.	Cost of a combined fire station/facility 1 & 3– approx. \$10 million. New station 4 - \$2 million, plus demolition costs	Mid to Long-term (4-10 years)
17 (3)	Station Realignment Option 2: Consolidate stations #1 and #3 into one fire station and place the staff in the new location, in the vicinity of Central Avenue and Balmoral Street.	Cost of a combined fire station/facility 1 & 3– approx. \$10 million, plus demolition costs	Mid-term (4-6 years)
17 (4)	Station Realignment Option 3: Close fire operations at Station # 4, continuing use as an EMS station. Firefighters from Station #4 to be assigned to medical responses for the fire department.	No building costs, only movement of staff and equipment	Mid to Long-term (4-10 years)
18	Conduct a thorough review of medical responses:	The cost of two smaller response units would be offset by the reduction of one pumper truck	Short to Mid-term (1-6 years)
	Option 1: Reduce medical calls that the fire department will respond to.		
	Option 2: Alternatively, upon consolidation of Station #1 and #3, (Rec #16(2)), one crew be broken into two units and be assigned to medical responses for the fire department.		

SECTION 11 – Appendices

- Appendix A – Definitions and References
- Appendix B – Comparable Communities Reference Chart
- Appendix C – Five Step Staffing Process Review
- Appendix D – Call and Response Data for 2018, 2017, 2016 and 2015
- Appendix E – OFMEM Guidelines

SECTION 11: APPENDICES

Appendix A – Definitions and References

Automatic Aid Agreements

For the purposes of this report, an automatic aid agreement means any agreement under which,

- a) a municipality agrees to ensure the provision of an initial response to fires, rescues and emergencies that may occur in a part of another municipality where a Fire Department in the municipality is capable of responding more quickly than any Fire Department situated in the other municipality; or
- b) a municipality agrees to ensure the provision of a supplemental response to fires, rescues and emergencies that may occur in a part of another municipality where a Fire Department situated in the municipality is capable of providing the quickest supplemental response to fires, rescues and emergencies occurring in the part of the other municipality.
 - *Automatic aid is generally considered in other jurisdictions as a program designed to provide and/or receive assistance from the closest available resource, irrespective of municipal boundaries, on a day-to-day basis.*

Commission on Fire Accreditation International - Community Definitions

- Suburban – an incorporated or unincorporated area with a total population of 10,000 to 29,999 and/or any area with a population density of 1,000 to 2,000 people per square mile
- Rural – an incorporated or unincorporated area with a total population of 10,000 people, or with a population density of less than 1,000 people per square mile.

National Fire Protection Association Documents

- National Fire Protection Association 1201 - Standard for Providing Fire and Emergency Services to the Public
- National Fire Protection Association 1500 – Standard on Fire Department Occupational Safety and Health Program, 2013 editions

- National Fire Protection Association 1710 – Standard for the Organization and Deployment of Fire Suppression Operations, Medical Operations, and Special Operations to the Public by Career Departments
- National Fire Protection Association 1720 – Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments

Mutual Aid

- a) Mutual aid plans allow a participating Fire Department to request assistance from a neighbouring Fire Department authorized to participate in a plan approved by the Fire Marshal.
- b) Mutual aid is not immediately available for areas that receive fire protection under an agreement. The municipality purchasing fire protection is responsible for arranging an acceptable response for back-up fire protection services. In those cases where the emergency requirements exceed those available through the purchase agreement and the backup service provider, the mutual aid plan can be activated for the agreement area.

Appendix B – Comparable Communities Chart

Jurisdiction	Thunder Bay	Sudbury	Central York Fire	St. Catharines	Waterloo	Cambridge	Brantford	Guelph	Sarnia	Niagara Falls
Population	110,000	164,689	141,000	131,400	120,000	139,000	97,496	131,800	72,125	88,071
Transient population (i.e. students, tourism)	No data	No data	8,000 students	19,000 students	60,000 students	No data	Student pop of 3,000	No data	Day time working and College (est.) 110,000	12 million annual tourists
Number of tourists visiting per year	No data	1.2 million per year	No data	Approx. 125,000	No data	No data	46,000	33,350 staff & students U of G. 120,000 approx. tourists	1,833,000 visitors to Sarnia-Lambton	12 million per year (average of 32,000/day)
Population verses fire suppression staffing	1 FF per 600	1 FF per 1,500 supplemented by 256 volunteers	1 FF per 1,137	1 per 966	1FF per 1,000	1 FF per 1,053	1 FT/FF per 902	Need more information to answer questions i.e. on duty/off duty, total?	1 FT/ FF per 643	1 FT/ FF per 760 supplemented by 104 volunteers
Career, composite, or volunteer	Career	Composite	Career	Career	Career	Career	Career	Career	Career	Composite
Number of fire suppression	188 total 47 per platoon	112 Career 265 Volunteers	128 total 32 per platoon	136 total 34 per platoon	104 26 per platoon	112 career Sept 2018 – 132 FF	108 (27 per platoon)	146 Career, (36 per platoon including dispatchers)	112 FT FF (28 per platoon) 2 TSO	116

Jurisdiction	Thunder Bay	Sudbury	Central York Fire	St. Catharines	Waterloo	Cambridge	Brantford	Guelph	Sarnia	Niagara Falls
Minimum staffing levels	35	22 FF/Capt + 1 Platoon Chief for Career	21 per platoon (5 trucks @4 + 1PC)	27 per platoon	21 per platoon	Currently - 23	19 FF, 4 pumps (4 people per) 1 Aerial (min 2 people) 1 PC	28 including two dispatchers	23 per platoon *Not in collective agreement	22 per platoon
Minimum staffing on a truck	4 on pumpers, 5 on pumper/rescues	4	4	No data	4	4	4 per pump Min 2 on Aerial	4	4 Engine/Ladder 2 Heavy Rescue	4
Number of fire stations	8	24	4 + 1 in design mode	6	4	5 + new one in Sept	4	6	5	6 + 1 in design mode
Number of front run vehicles	8	73	6	7	5	7	4 Pumps 1 Aerial 1 PC	7	3 Engines 2 Ladders 1 H/R & 1 Tanker (not staffed)	8
Present shift system	24 hours	24 hours	24 hours	24 hours	24 hours	24 hours	24 hours	24 hours	24 hours	10/14 hours
Do you have a response time criterion	No Council approved time	No	Yes, master fire plan approved by council	Yes, in process of going to NFPA 1710 2017 – 6:20 initial apparatus	Yes, 5-minute drive time	Use NFPA	NFPA 1710 4 and 8 min initial and full alarm assignment (not	No	No, NFPA 1710 is referenced only. We do not have good data.	No

				90% of time			council approved)			
Jurisdiction	Thunder Bay	Sudbury	Central York Fire	St. Catharines	Waterloo	Cambridge	Brantford	Guelph	Sarnia	Niagara Falls
If no criterion, do you have a response time goal	Use NFPA 1710	No – internal assess. to NFPA 1710/1720 as appropriate.	NFPA 1710	NFPA 1710	N/A	5 min travel time 90%	N/A	Yes	No, will establish criteria to reasonable time not sure if we will use 90 th percentile	
General breakdown of call distribution	Medical, Fire / alarms, MVCs	Alarms ringing, MVCs, Medical, Fires, Open air burning	Medical assist, structure fires, MVCs, remote alarms	Medical assist, structure fires, MVCs, remote alarms	Medical assist, structure fires, MVCs, remote alarms	Medical, MVCs, Auto alarms, fires, tech rescues	Medical assist, structure fires, MVCs, remote alarms, technical rescues	Medical, fires, rescues, alarm activations and hazardous material	Medical, structural fires	Medical/re suscitator, fire alarms, rescue, property fires
What is your main tax assessment base	Mix of res., comm., and industrial	Residential	Residential	Residential	Res., comm., & institutional	Mix of res. and industrial	Mix of res., comm., and industrial	Res., comm., and industrial	Mix of res. and comm.	No data

Jurisdiction	Thunder Bay	Sudbury	Central York Fire	St. Catharines	Waterloo	Cambridge	Brantford	Guelph	Sarnia	Niagara Falls
Geographical overview of community	320 sq. km on Lake Superior, one major highway, inter-City rail lines	3,630 sq. km, 330 bodies of water, vast remote areas, three class 1 railways, trans-Canada highway, heavy industry base	88 sq. km, 2 rail lines, east Holland river	96.11 sq. km, Welland Canal, 12-mile creek, two major highways and bridges	65 sq. km, one major highway, inter-City spur rail line	112 sq. km	102 sq. km, Grand River, Hwy 403 and railway system	288.4 sq. km, Speed River, Eramosa River, one expressway and highway, rail throughout, University of Guelph, and Conestoga College	165 sq. km located on the lower Lake Huron and the headwaters of the St. Clair River	212 sq. km, 85% land-based and 15% water-based, border city, QEW, Hwy #420 and Hwy #405, railway system
Response Time Dept. Avg. Time of Call to On Location	Report on 90 th percentile	No data	No data	No data	No data	Use 90% - 7.21	Not easily accessible	8 min (90 th percentile for fires). We do not report averages	Turnout time needs improvement	9 mins, 90% of the time
Response Time Dept. Avg. Travel time	Report on 90 th percentile	No data	No data	No data	No data	90% - 5.32	Not easily accessible	5 min (90 th percentile for fires)		7 mins

Appendix C – Five-Step Staffing Process

Step 1: Scope of Service, Duties, and Desired Outputs

Identify the services and duties that are performed within the scope of the organization. Outputs should be specific, measurable, reproducible, and time limited. Among the elements can be the following:

- Administration
- Data collection, analysis
- Delivery
- Authority/responsibility
- Roles and responsibilities
- Local variables
- Budgetary considerations
- Impact of risk assessment

Step 2: Time Demand

Using the worksheets in Table C.2.2(a)-(d), quantify the time necessary to develop, deliver, and evaluate the various services and duties identified in Step 1, taking into account the following:

- Local nuances
- Resources that affect personnel needs

Plan Review – Refer to Plan Review Services Table A.7.9.2 of the standard to determine Time Demand.

Step 3: Required Personnel Hours

Based on Step 2 and historical performance data, convert the demand for services to annual personnel hours required for each program *[see Table C.2.3(a) through Table C.2.3(e)]*. Add any necessary and identifiable time not already included in the total performance data, including the following:

- Development/preparation
- Service
- Evaluation
- Commute
- Prioritization

Step 4: Personnel Availability and Adjustment Factor

Average personnel availability should be calculated, taking into account the following:

- Holiday
- Jury duty
- Military leave
- Annual leave/vacation
- Training
- Sick leave
- Fatigue/delays/other

Example: Average personnel availability is calculated for holiday, annual, and sick leave per personnel member (see Table C.2.4).

Step 5: Calculate Total Personnel Required

Branch of the unassigned personnel hours by the adjustment factor will determine the amount of personnel (persons/year) required. Any fractional values can be rounded up or down to the next integer value. Rounding up provides potential reserve capacity; rounding down means potential overtime or assignment of additional services conducted by personnel. (Personnel can include personnel from other agencies within the entity, community, private companies, or volunteer organizations.)

Correct calculations based on the following:

- (1) Budgetary validation
- (2) Rounding up/down
- (3) Determining reserve capacity
- (4) Impact of non-personnel resources (materials, equipment, vehicles) on personnel

More information on this staffing equation can be found within the National Fire Protection Association 1730 standard. The Fire Prevention should assess the previous five steps and evaluate their present level of activity and the future goals of the Branches.

Appendix D – Call and Response Data for 2018, 2017, 2016 and 2015

Yearly Comparisons of 90th Percentile Response Times for 2018, 2017 and 2016

Note: The 90th percentile criterion is the recommended practice that is endorsed by the National Fire Protection Association and the Commission on Fire Accreditation International. This data is considered more accurate since it is evaluating the times based on 90 percent of the calls, as opposed to averaging the times at the 50th percentile. For example:

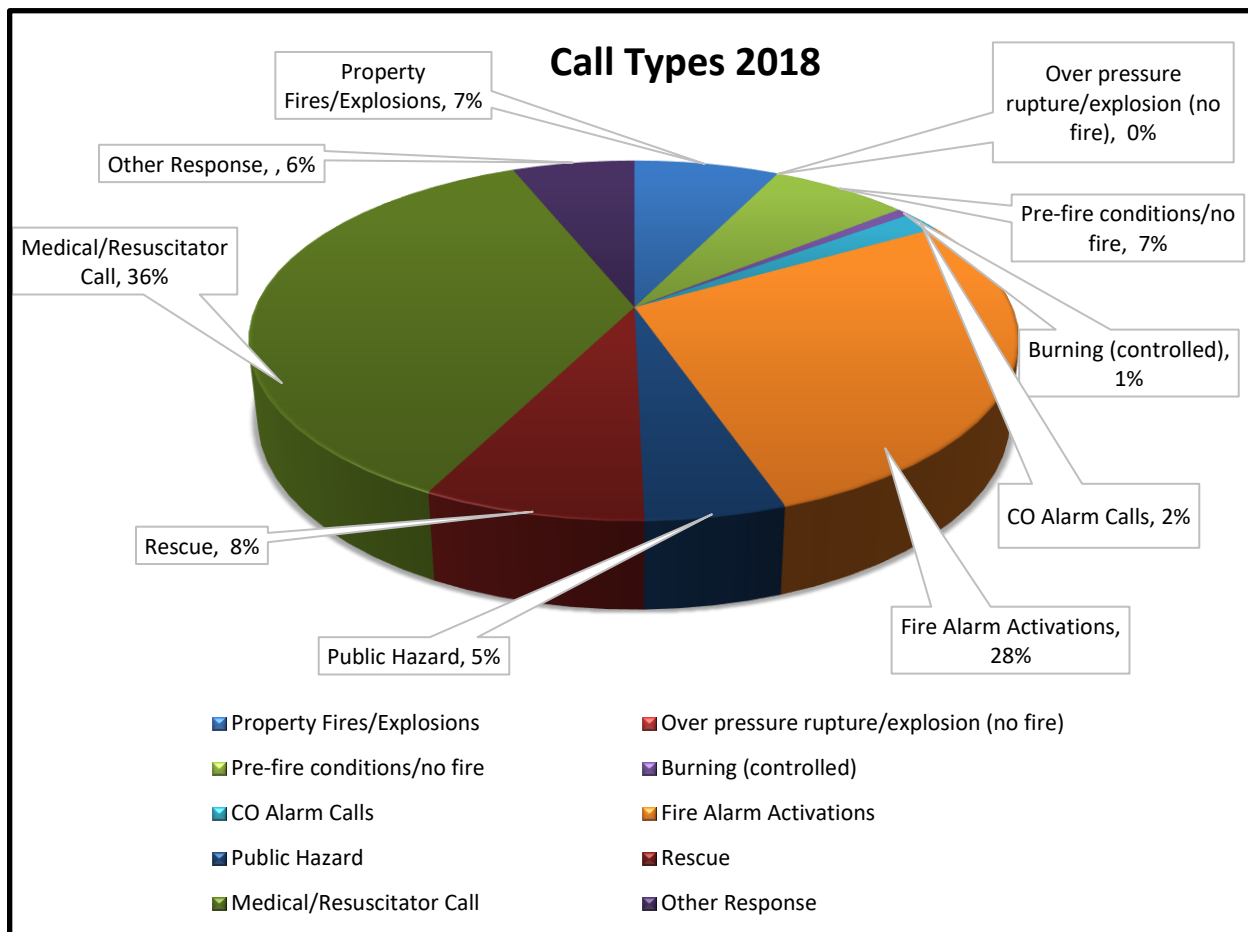
- *9 out of 10 times the fire department arrives on scene in 14 minutes or less. Which means that only 10 percent of the time they are above that 14-minute mark, as opposed to 5 out of 10 times the fire department arrives on scene in 14 minutes or less, which means that 50 percent of the time they are above the targeted minute mark.*
- *Travel Time is the time tracked from when the fire vehicle has left the station until arrival at the incident location.*
- *Response time is the total time from receipt of page (on 9-1-1) to the time the fire vehicle arrives at the incident location.*

Note: Call data displayed in the charts are for emergency responses only.

As noted earlier in this document, during the review of the response data no anomalies were noted in the data, which demonstrates a good level of quality assurance in relation to the accuracy of the response numbers that TBFR collects and retains. It should also be noted, in relation to the 90th percentile criterion, in the 2012 – 2016 Thunder Bay Fire Rescue Strategic Master Fire Plan that “the initial apparatus shall arrive on the scene of the alarm within 6 minutes of receipt of the alarm in at least 90% of all occurrences”.

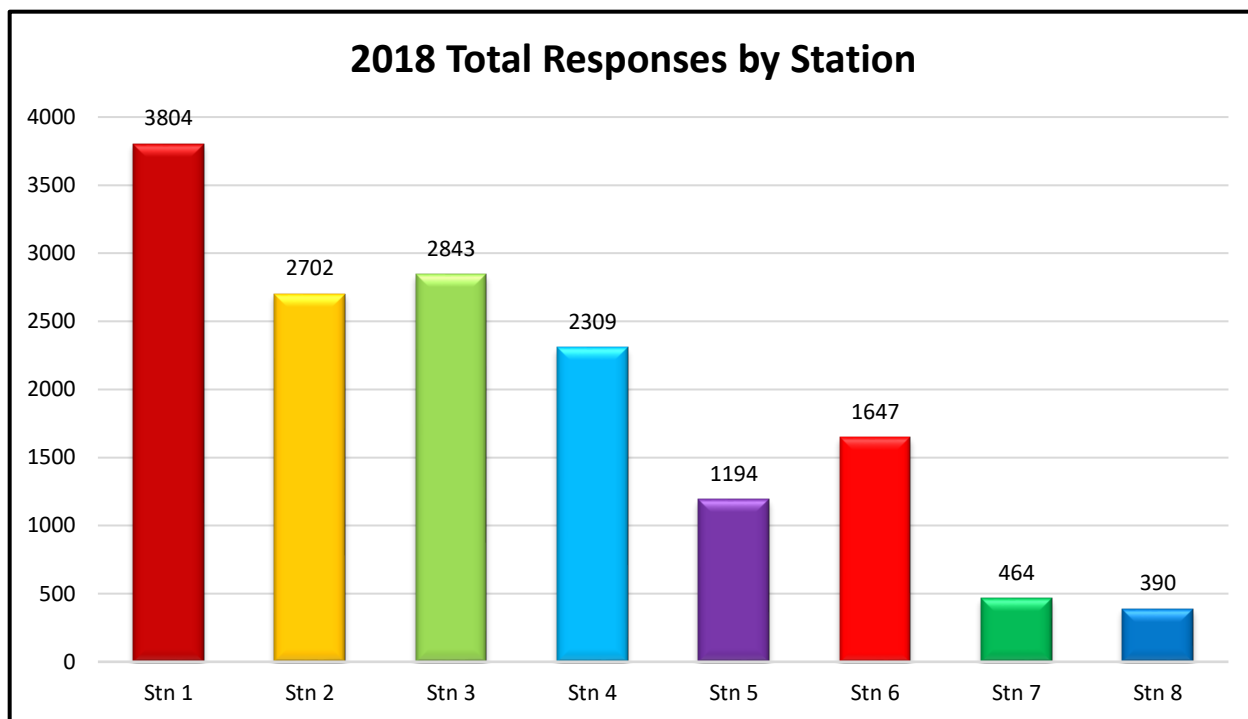
2018 Calls and Response Data

(this pie chart is also found in Section 4)

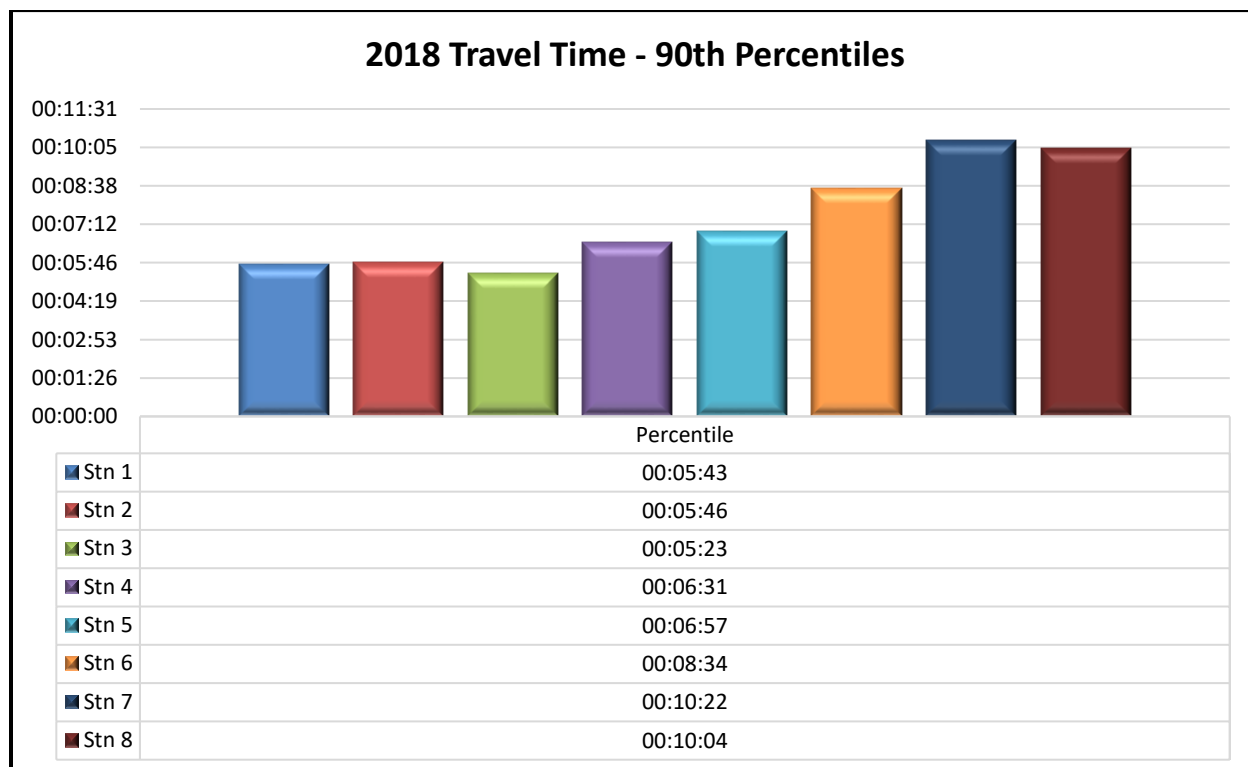


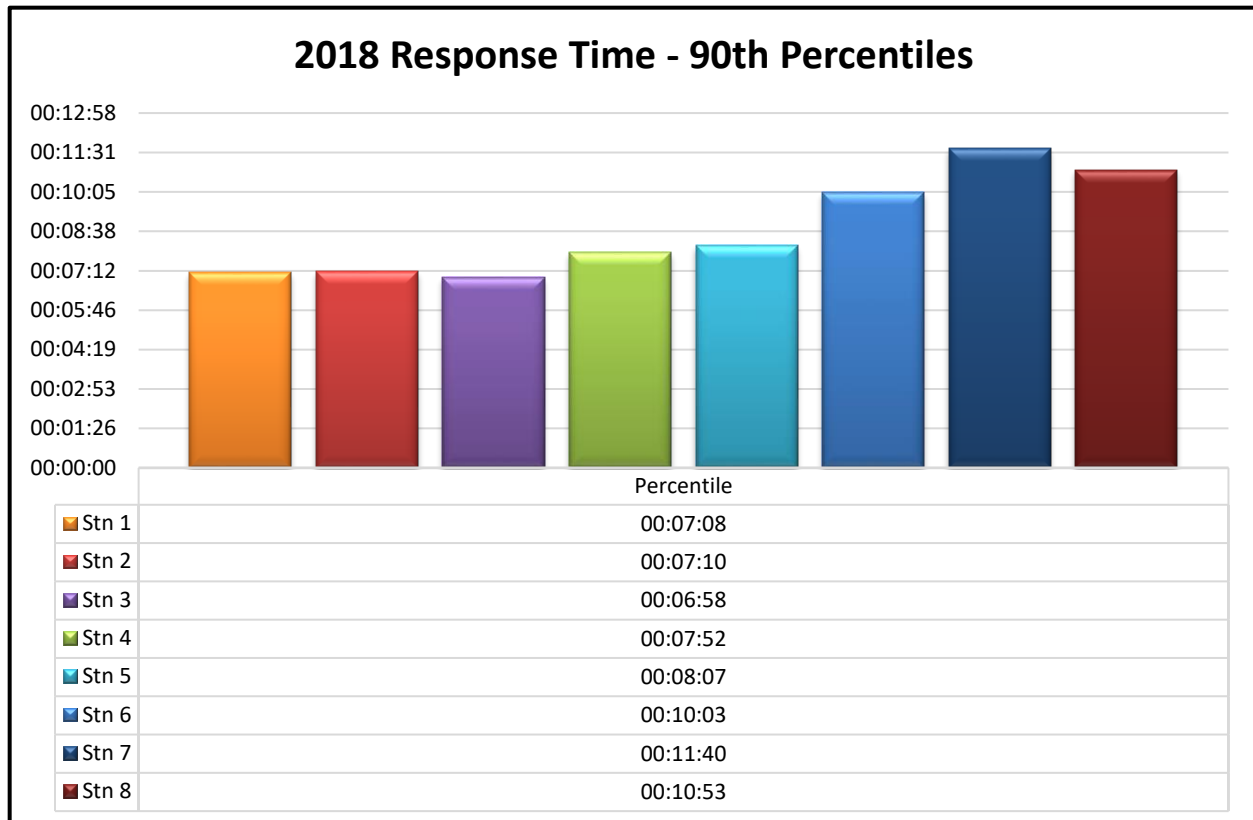
Top three types of calls for 2018:

- Medical = 36%
- Fire alarm activations = 28%, and
- Rescue = 8%

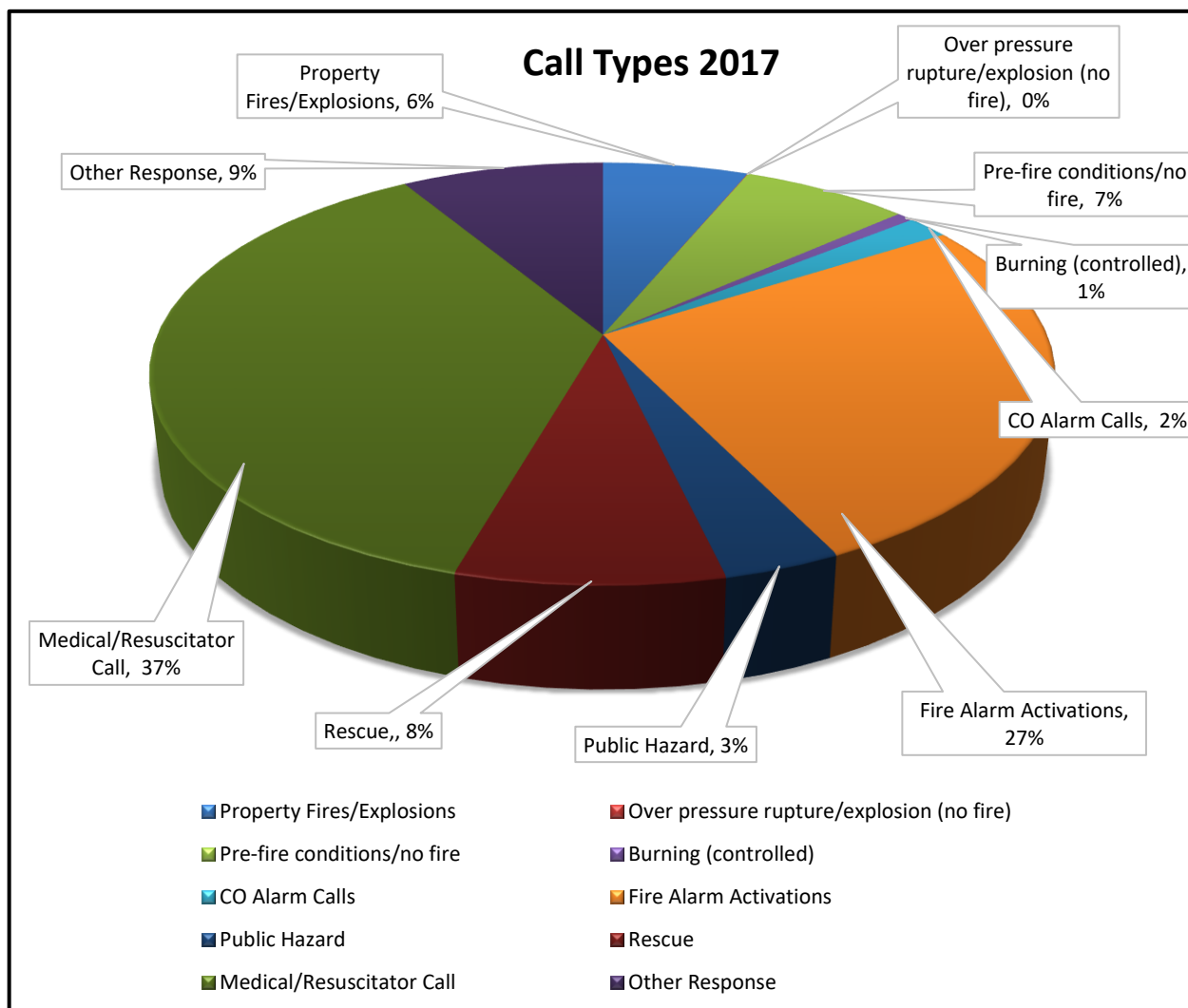


Total responses by station charts for 2015, 2016, 2017 and 2018 have been included to show how busy each fire station (and their crews) are in relation to call volumes per station.



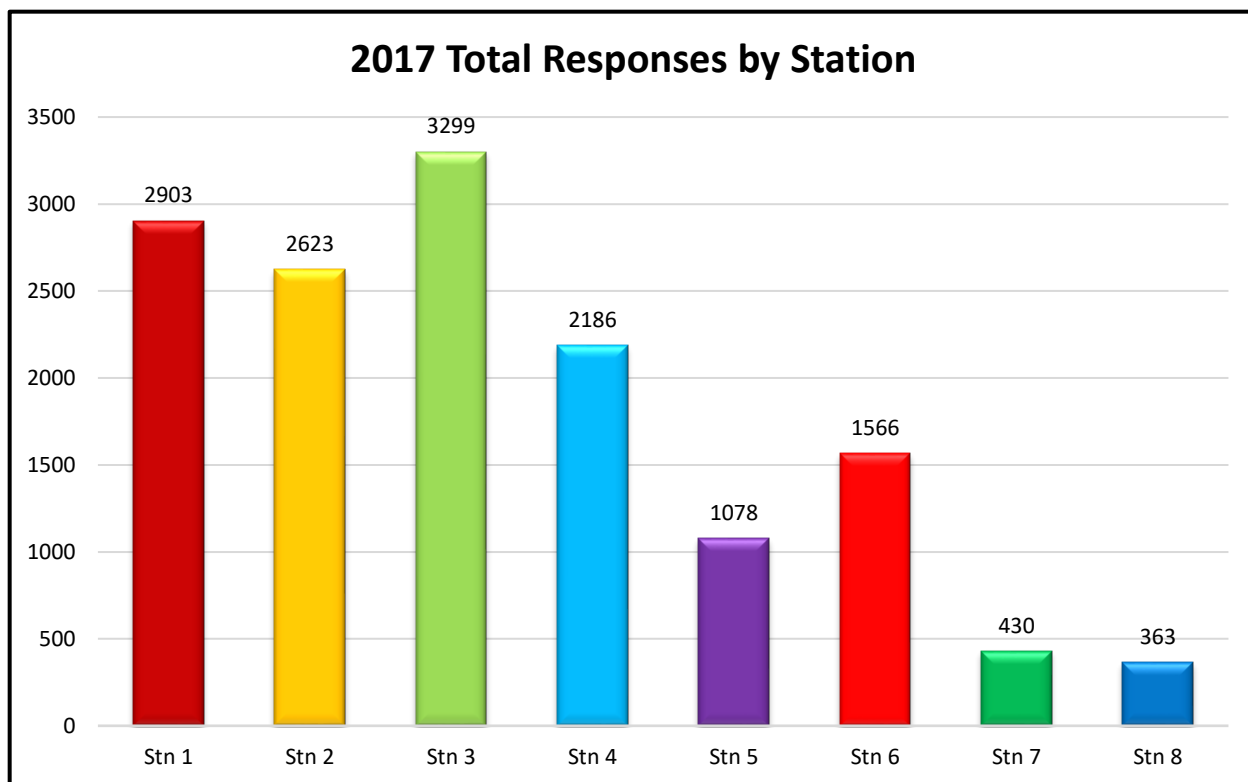


2017 Calls and Response Data

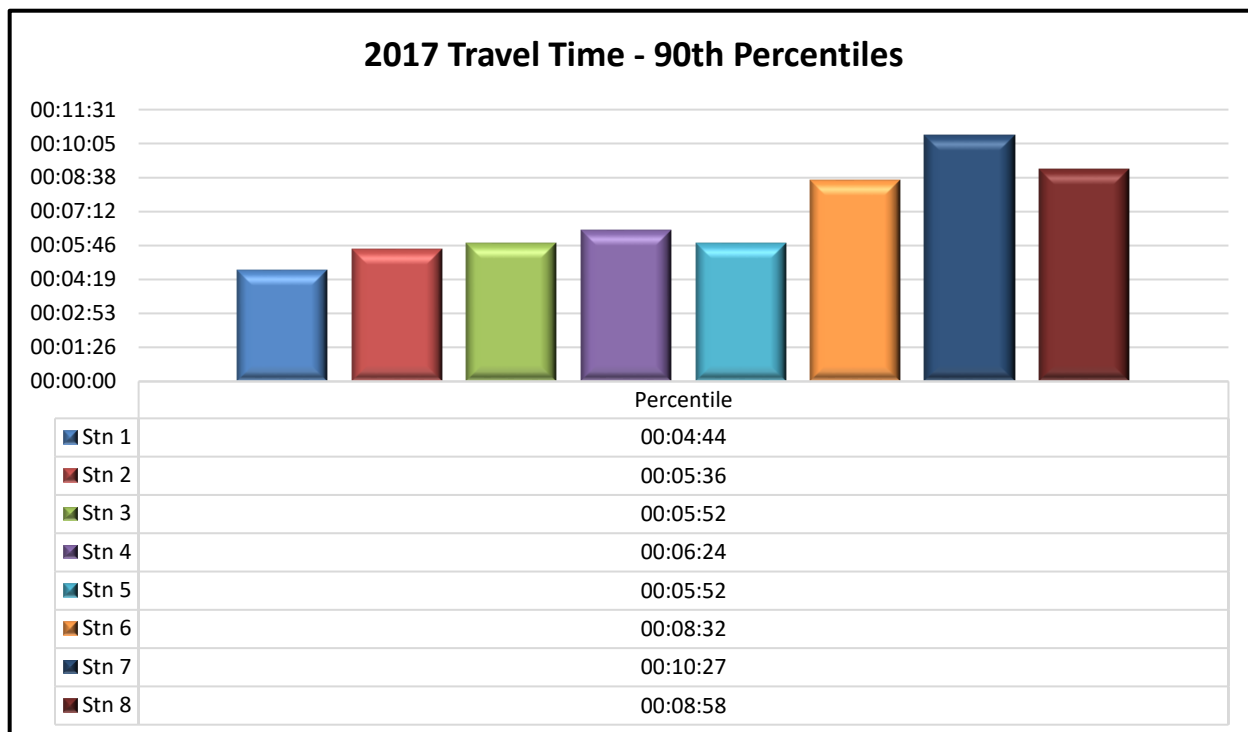


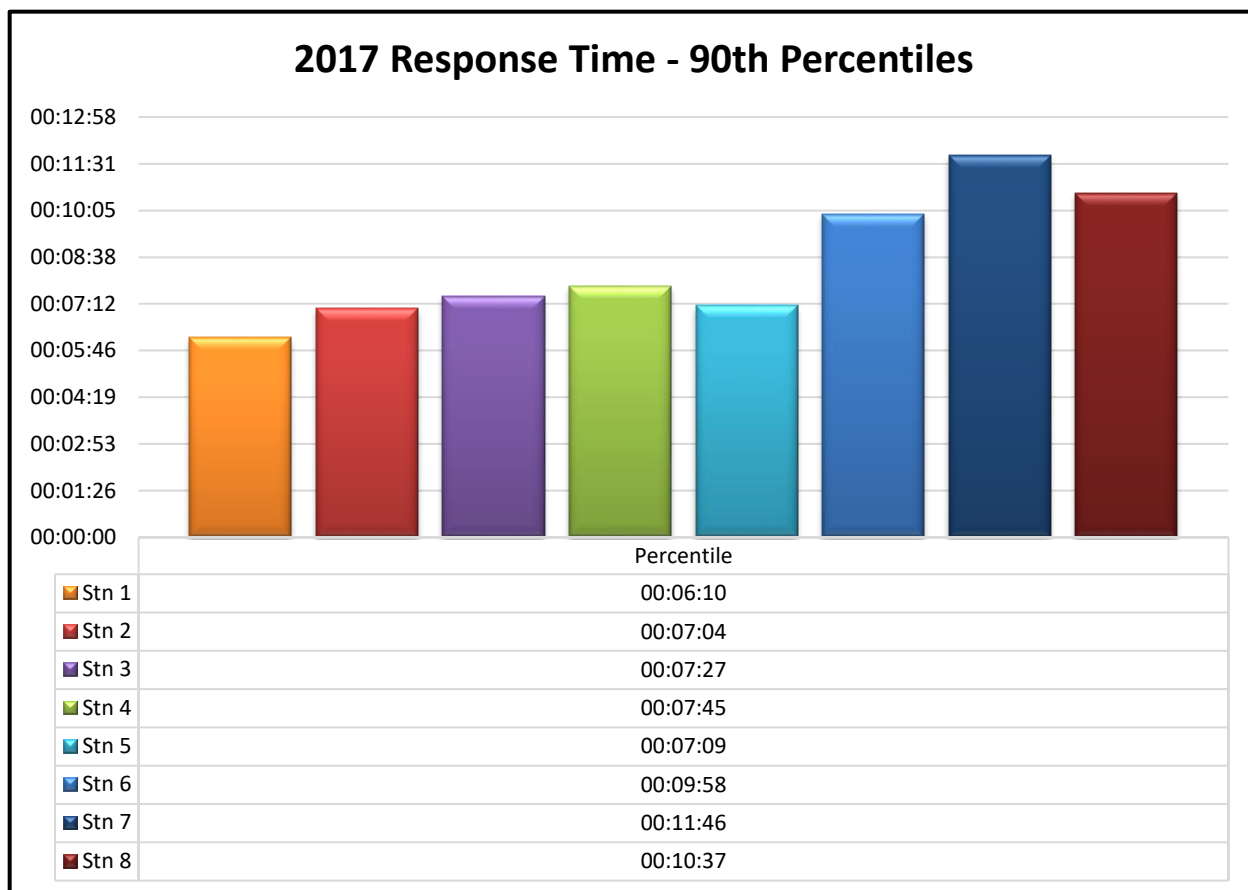
Top three types of calls for 2017:

- Medical = 37%
- Fire alarm activations = 27%, and
- Rescue = 8%

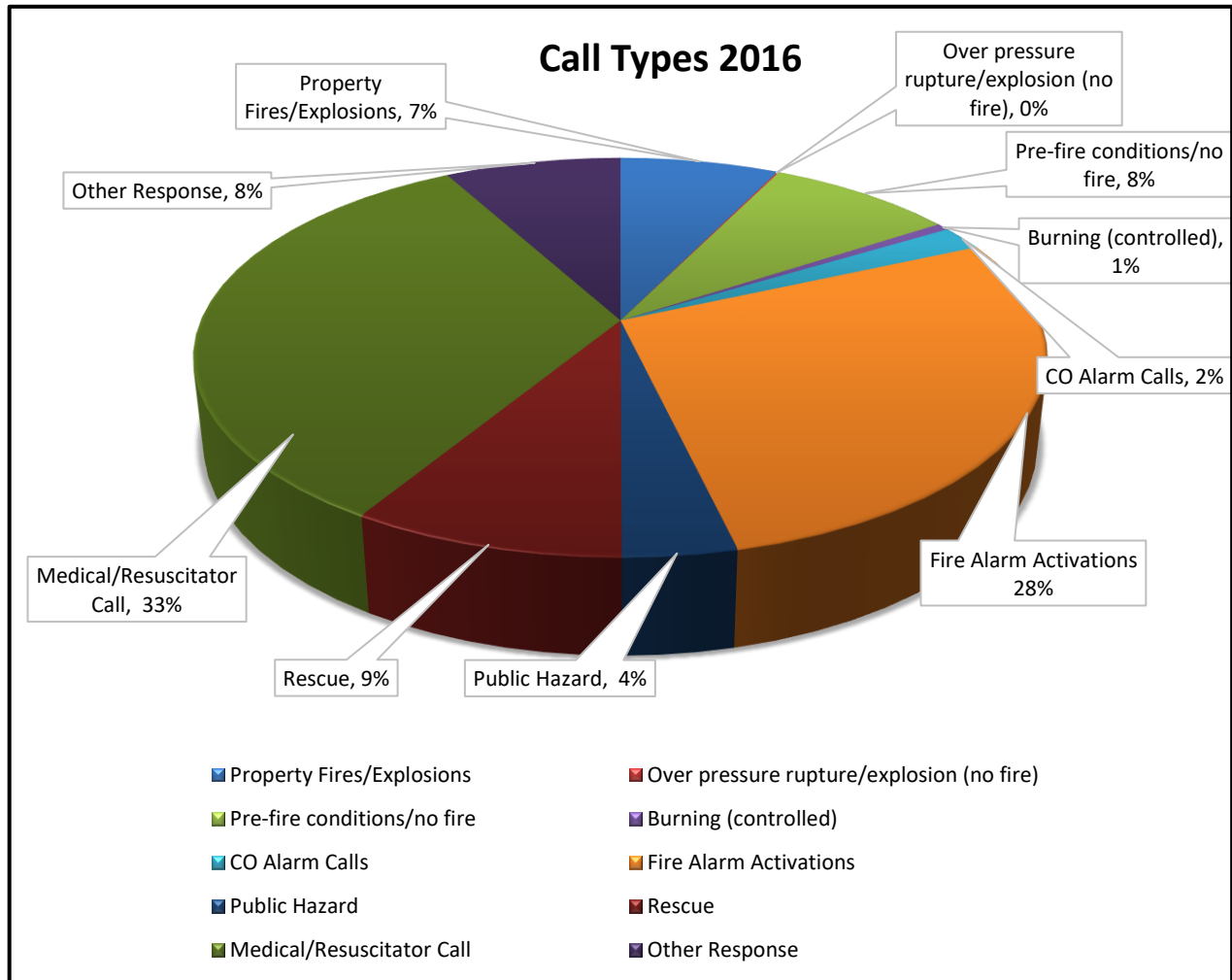


Total responses by station charts for 2015, 2016, 2017 and 2018 have been included to show how busy each fire station (and their crews) are in relation to call volumes per station.



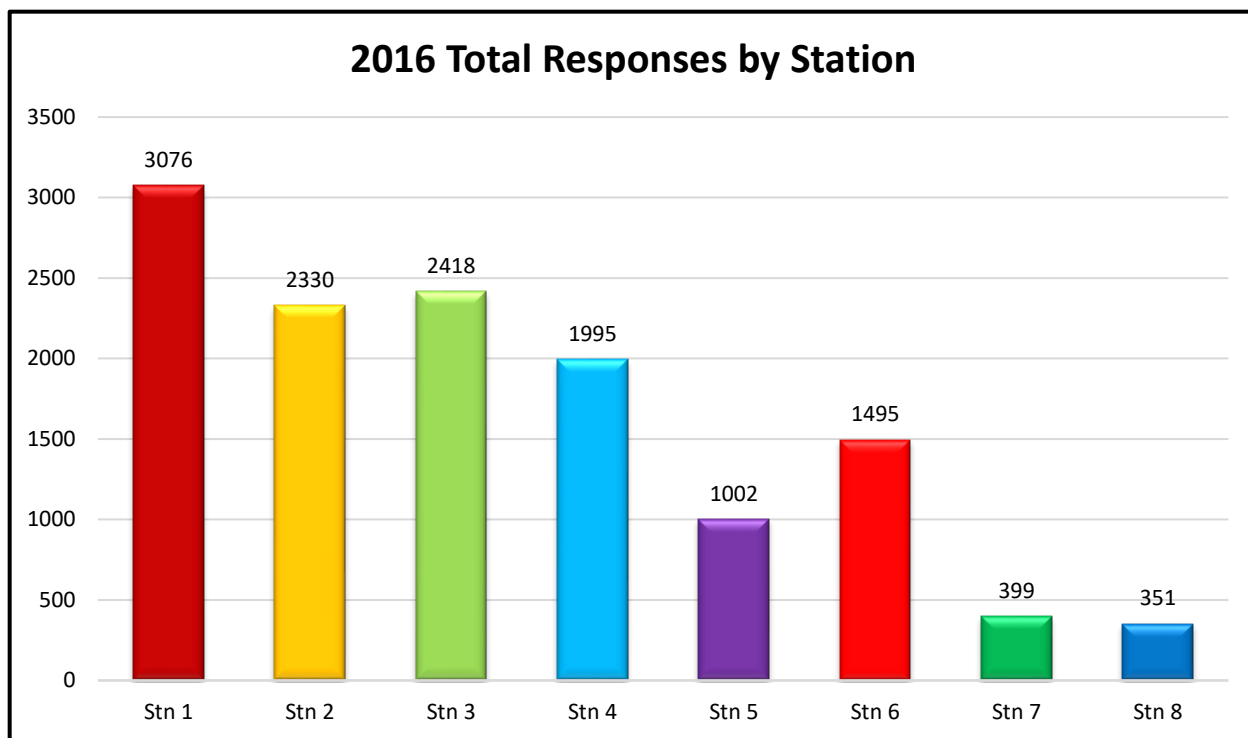


2016 Calls and Response Data

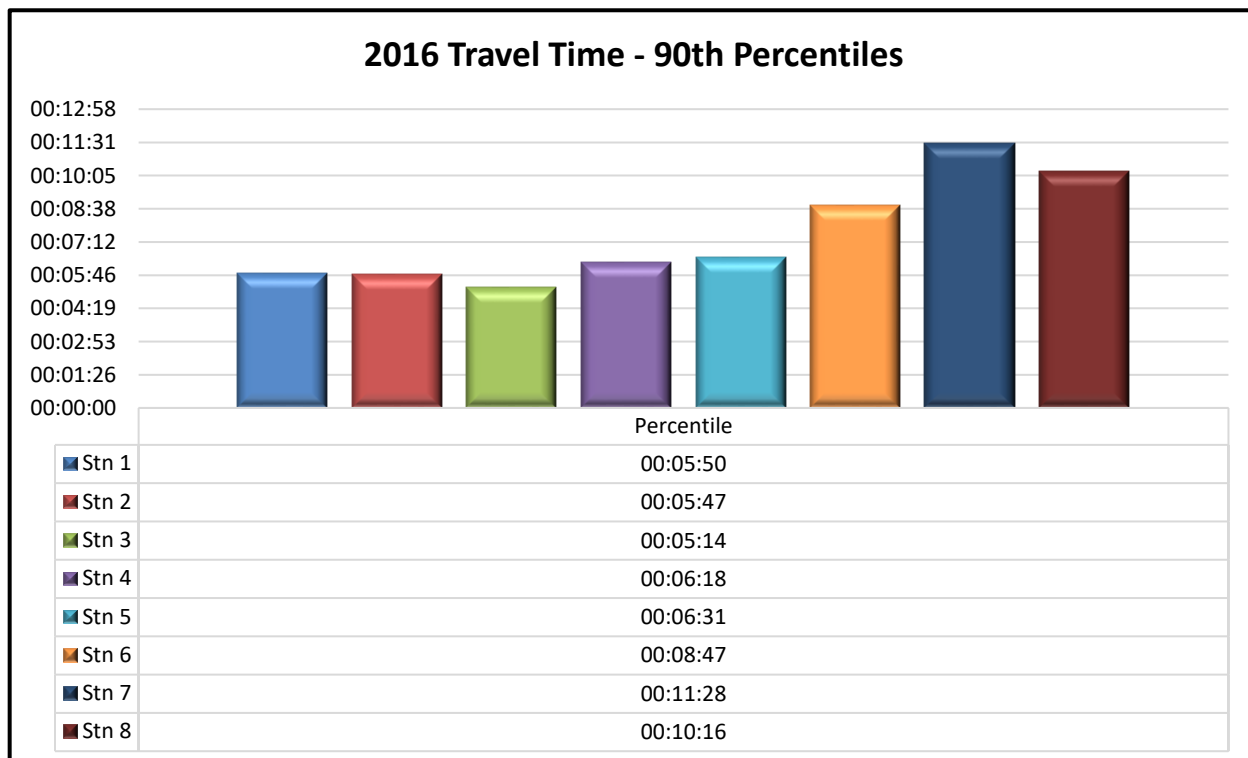


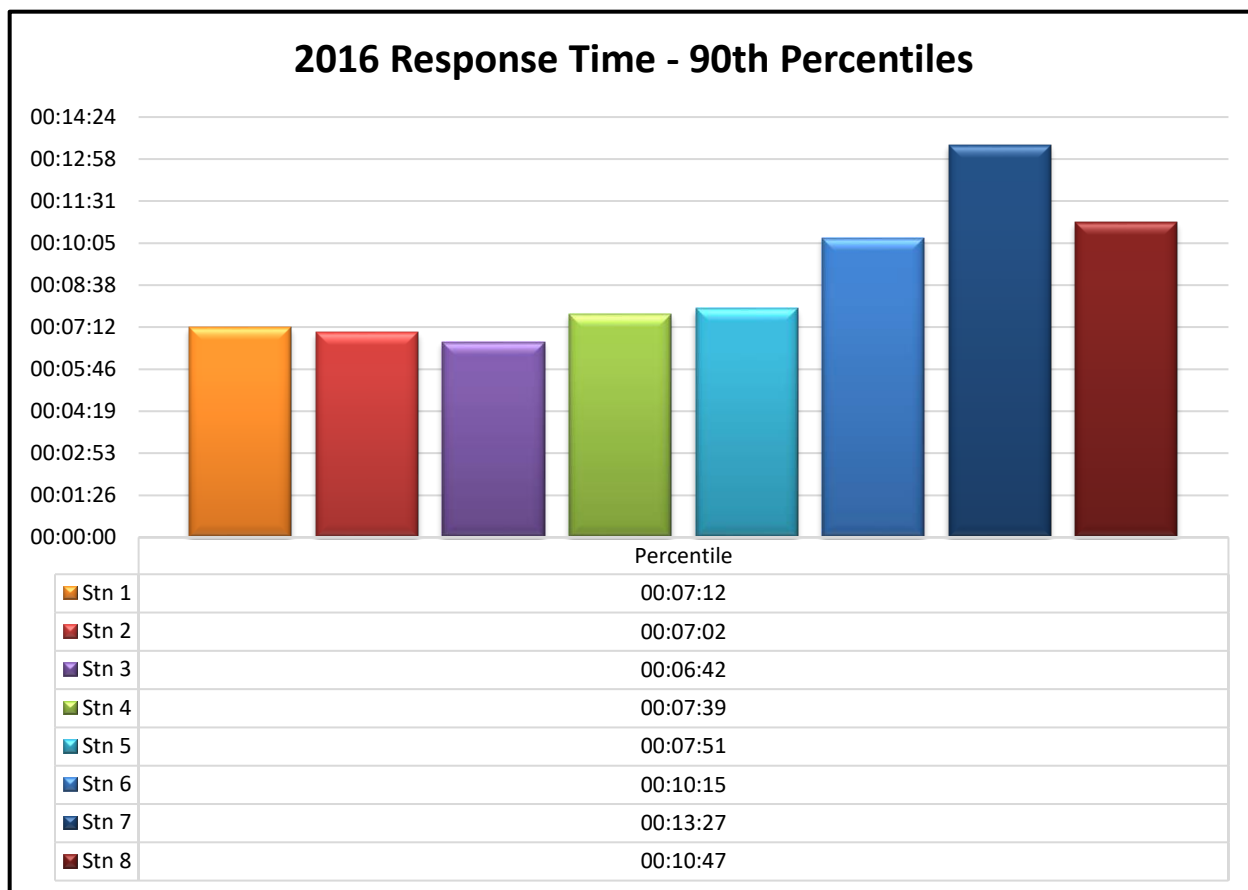
Top three types of calls:

- Medical = 33%
- Fire alarm activations = 28%, and
- Rescue = 9%

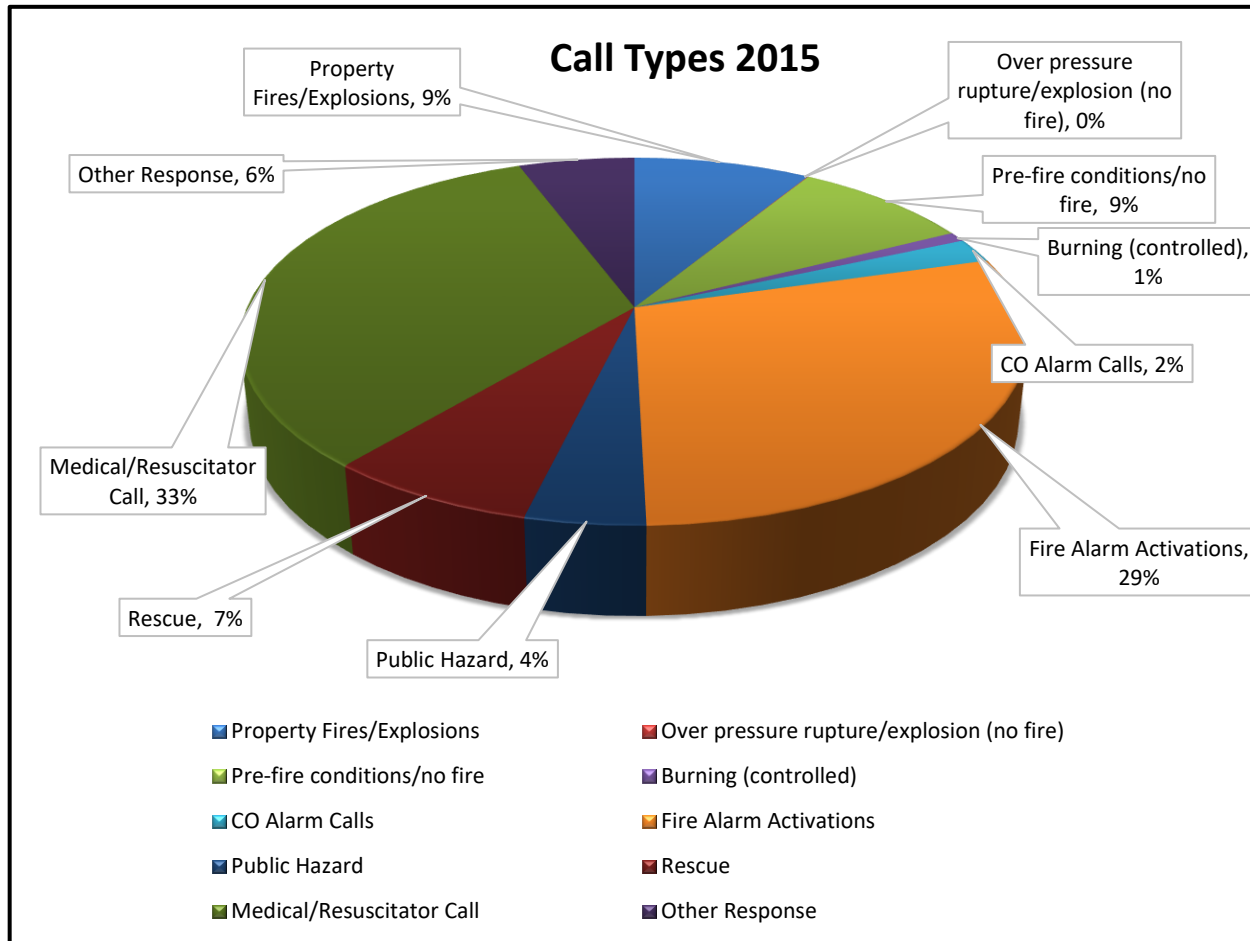


Total responses by station charts for 2015, 2016, 2017 and 2018 have been included to show how busy each fire station (and their crews) are in relation to call volumes per station.



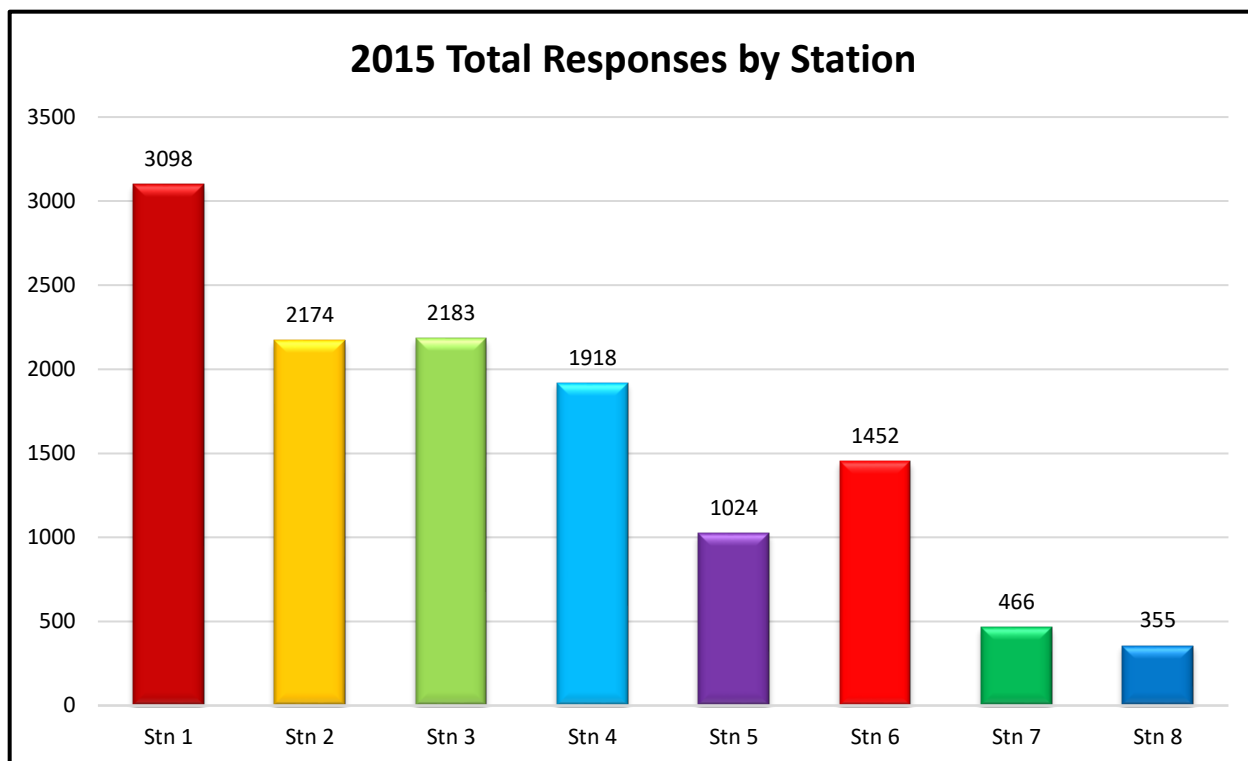


2015 Calls and Response Data



Top three types of calls:

- Medical = 33%
- Fire alarm activations = 29%, and
- Property Fires/Explosions and Pre-fire conditions/no fire = 9%



Total responses by station charts for 2015, 2016, 2017 and 2018 have been included to show how busy each fire station (and their crews) are in relation to call volumes per station.

Appendix E – OFMEM Guidelines

Planning and Growth Practices

Public Fire Safety Guidelines	Subject Coding PFSG 04-58-12
Section Fire Administration	Date August 1998
Subject Planning and Growth Practices	Page

Under Review

Purpose:

To provide municipalities and fire departments with considerations for planning and growth practices.

Service Delivery Implications:

- Fire departments, in conjunction with council and the municipal administrators, should develop and implement a planning process.
- The process should provide information for a community wide, balanced and cost-effective fire control strategy.
- Existing conditions and anticipated community growth must be taken into consideration.
- Effective planning improves:
 - financial forecasting
 - quality and quantity of services
 - organizational performance
 - efficiency and effectiveness of the department
 - the ability to identify future service demands
- Failure to consider planning and growth will lead to confusion and an inability to maintain standards of coverage.¹

Service Delivery Options:

- Most fire protection agencies are experiencing escalating demands for emergency response and fire prevention services, fire safety education, emergency medical services, and hazardous materials control. Resources to provide these services are often limited.
- Fire departments must take the following steps to ensure proper needs analysis:

1. Identify the nature and extent of risks.

2. Establish service levels.
 3. Identify the most effective use of resources to obtain the desired service level.
 4. Implement a management evaluation system to review the effectiveness of the implemented levels of service.
- This planning process should address the following:
 - master planning
 - evaluating programs and services
 - projecting station locations and re-allocations
 - determining staffing levels and assignments
 - co-ordinating with other emergency services
 - co-ordinating development with other community departments
 - co-ordinating with other counties/districts/regions
 - co-ordinating with private sector organizations

Strategic (Master) Plan

The strategic or master plan is based upon a community risk management approach that:

- considers the nature, extent and magnitude of the risks in the community
- considers methods of providing protection for identified risks
- considers alternative levels of protection
- determines an acceptable level of risk
- establishes objectives for the fire department and any additional requirements that are necessary for the community to limit the risk
- develops and adopts a plan that will provide the established level of fire department services and other requirements
- establishes a process to evaluate the effectiveness of the plan
- establishes a process to periodically validate the plan

Policy Requirements:

- Those responsible for fire department planning should:
 - maintain an ongoing relationship with other agencies involved in community planning
 - keep the fire chief and other staff informed of community development plans, projected service demands, alternative approaches, and problems that might develop as change occurs.
- These liaisons should include budget and planning agencies, redevelopment agencies, water, street, traffic, and engineering departments, and private sector developers.

Quality Management Standards:

- The fire department should have a master plan to guide its activities. It should be:
 - long term (3 to 5 years)
 - the result of a continuous planning process
 - published and updated on regular basis
 - a companion document to the budget
 - the result of input from all stakeholders
 - approved by municipal government or authority having jurisdiction
- The fire department should have a process to assess, measure and evaluate the attainment of progress towards completion of specific objectives and overall system performance.

Quality and Performance Measures:

Evaluating Programs and Services

Fire departments should have an evaluation system in place for programs and services.

- This program should be based on a cost/benefit analysis that:
 - determines need
 - develops objectives
 - develops the criteria for measuring effective accomplishment
 - generates alternatives
 - analyses and selects alternatives
- Any program of planning needs to encompass any or all aspects of the fire department's activities.
- The goal is to improve and maintain the efficiency and effectiveness of the fire department as well as providing for a responsive approach to the community's changing needs for service

Codes, Standards, and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.mcscs.ius.gov.on.ca/>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

02-02-12 & **03** Fire Risk Assessment

02-03-01 Economic Circumstances

02-04-01 & **23** Capabilities of Existing Fire Protection Services

03-01-13 Preparation of Draft Report on Existing Fire Protection Services

04-12-13 Core Services

04-39-12 Fire Prevention Effectiveness Model

04-56-12 Use of Fire Related Statistics

Additional References: *National Fire Service Accreditation Program*

¹ Standards of Coverage - a written statement that combines service level objectives with staffing levels to define how and when a fire agencies resources will respond to a call for service.

Station Training Practices

Public Fire Safety Guidelines	Subject Coding PFSG 04-81-01
Section Training & Education	Date August 1998
Subject Station Training Practices	Page

Under Review

Purpose:

This guideline provides suggested procedures regarding the delivery of station training programs.

Introduction:

- Training and educational resource programs express the philosophy of the organization they serve and are central to its mission.
- Increased fire service expectations and evolving suppression and apparatus technology have expanded the role of fire service personnel.

Service Delivery Implications:

- A key factor in the success of fire suppression activities is the performance of members of the organization.
- This performance level is achieved and maintained through a comprehensive training program.
- One critical component of this training program is training carried out within the fire station.
- Learning resources should include a library as well as audio visual material.
- Training staff should provide services which encourage and stimulate competency, innovation, and increased effectiveness.

Service Delivery Options:

- The training program content should be coordinated with the needs of department personnel and available resources in the community.

- Training officers should:
- provide performance standards
- develop training schedules
- Within the fire station an officer or other qualified person may deliver the training program.

Policy Requirements:

- The fire department should have a training program and policy that ensures personnel are trained and competency is maintained to effectively, efficiently, and safely execute all responsibilities consistent with the department's mandate.
- The training program should be consistent with the fire department mission statement and meet its organizational needs
- The program must be consistent with legal requirements for training
- Company officers should be responsible for the on-going, in-service training of members of the company assigned to them.
- Sufficient time should be spent on company (in station) training during tours of duty in full time departments, and at convenient times for volunteers, to ensure required proficiencies are met.
- Training should be in the form of self-directed learning, classroom instruction, practice drills, familiarization tours and pre-fire planning.

Quality Management Standards:

- The effectiveness of the training program should be evaluated through fire department performance at emergency incidents as well as training simulations and exercises.

This evaluation should ensure that:

- training is uniform
- fire department procedures are followed properly

Quality and Performance Measures:

- Company officers should periodically evaluate members assigned to their company to determine:
 - training objectives have been achieved
 - the training has been effective for each member
 - elements of individual performance evaluations, when required

Codes, Standards, Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at www.ontario.ca/firemarshal. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

Additional References:

- Ontario Firefighter and Company Officer Training Curriculums
- Ontario Firefighter and Company Officer Standards

Sample Agreement for Community Fire Safety Officer or Team

Public Fire Safety Guidelines	Subject Coding PFSG 04-42A-13
Section Fire Prevention and Public Education	Date March 2000
Subject Sample Agreement for Community Fire Safety Officer or Team	Page

Under Review

The following is a sample agreement to provide for establishment of a Community Fire Safety Officer or Team in territories without municipal organization.

WHEREAS the Fire Protection and Prevention Act is intended to provide for a minimum level of public fire safety for communities in Ontario and whereas s.3 permits the Fire Marshal to enter into agreements appointing Community Fire Safety Officers or Teams to provide fire prevention and public fire safety education services in territories without municipal organizations the Fire Marshal is entering into the following agreement.

Definitions:

1. (a) "Fire Marshal" means the Fire Marshal of Ontario or his designate.
- (b) "Office of the Fire Marshal" includes any representative assigned by the Fire Marshal.
- (c) "Community Fire Safety Officer" means a Community Fire Safety Officer appointed by an agreement under clause 3(2) (a).
- (d) "Community Fire Safety Team" means a Community Fire Safety Team appointed by an agreement under clause 3(2) (a).
- (e) "Member" means a Community Fire Safety Officer appointed to the team.
- (f) "Team Leader" means the one person recommended by the community and named in this agreement as the leader of the "Community Fire Safety Team".
2. (a) A Community Fire Safety Team for the _____ of _____ to be known as the _____ Community Fire Safety Team (the "team") is hereby established.
- (b) In addition to the Team Leader, the team shall consist of such number of other members recommended by the Team Leader as approved and appointed by the Fire Marshal.
3. (a) The Team Leader is responsible to the Fire Marshal or designate for the proper administration and operation of the team and compliance with relevant Office of the Fire Marshal policies and procedures for the Community Fire Safety Program.
- (b) The Team Leader
 1. shall ensure that the members of the team participate in the training opportunities including training offered by the Office of the Fire Marshal;

2. shall ensure that records of training, inspections, public education appearances, fires and any other records or reports required by the Fire Marshal are maintained;

3. is responsible to meet the intent of this agreement

(c) The Team Leader is responsible for ensuring that the duties pertaining to the function of public fire and life safety education and fire prevention are carried out in accordance with Appendix A.

4. The Office of the Fire Marshal will provide the Community Fire Safety Team with;

1. training to provide services and deliver the programs that are agreed as appropriate to meet the specified local needs and circumstances of the community and outlined in Appendix A.

2. appropriate fire prevention literature, handouts and education materials, normally provided to the fire service at no charge, for the programs to be implemented within the community;

3. advice and/or assistance with fire safety inspections and related reports, upon request;

4. appointment as an Assistant to the Fire Marshal when determined necessary by the Fire Marshal

5. continuing support and provision of updated fire prevention and fire safety information through local Office of the Fire Marshal staff

6. access to materials from the Fire Marshal's Public Fire Safety Council.

5. The Office of the Fire Marshal shall conduct an annual review of the community fire safety team to assess the impact of the program

6. The agreement will be in force for a period of one year commencing _____ on and expiring on _____.

7. Notwithstanding section 6 of this agreement, the Fire Marshal or they _____ may terminate this agreement at any time upon 60 days written notice to the other party.

8. Notwithstanding section 6 of this agreement setting out the termination date of this agreement, the agreement may be renewed or extended or amended by the mutual consent of the parties upon 60 days written notice of the proposed renewal, extension or amendment.

Dated at _____ this _____ day of _____, 19____.

 Manager of Operations
 Office of the Fire Marshal
 pursuant to delegated authority

Dated at _____ this _____ day of _____, 19____.

Community Fire Safety Team Leader

Community of _____

Witness

Representing

Appendix "A"

Community Fire Safety Program
for
the Community of

General

The Office of the Fire Marshal in conjunction with the Community Fire Safety Team have conducted a risk assessment of the community and have entered into an agreement to provide public fire and life safety services to the community of... The fire protection services to be delivered as a result of this risk assessment will be based on the local ability to deliver and include, but are not limited to:

Public Awareness Programs

The Community Fire Safety Team will make available to the community information on fire hazards, smoke alarms and escape planning.

Inspections

The Office of the Fire Marshal will provide assistance with the inspection of properties through the Fire Department Assist Program.

When the Community Fire Safety Team receives a fire safety complaint or is conducting an inspection on a property he/she will contact the OFM Regional Office for assistance when the skill and knowledge required goes beyond their level of expertise and training.

Investigations

The Office of the Fire Marshal will provide reasonable assistance with the investigation of fires in the community.

Selection of Appropriate Fire Prevention Programs

Public Fire Safety Guidelines	Subject Coding PFSG 04-40-03
Section Fire Prevention and Public Fire Safety Education	Date March 2001
Subject Selection of Appropriate Fire Prevention Programs	Page

Under Review

Purpose:

To assist in developing or selecting programs to meet the four minimum fire prevention and public education requirements of the Fire Protection and Prevention Act.

Introduction:

Municipalities must develop a fire prevention and fire safety education program that addresses their needs and circumstances, as determined by the application of sound risk management principles.

Minimum Required Services:

Section 2. (1) of the Fire Protection and Prevention Act states:

(1) Every municipality shall,

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

Therefore, as a minimum acceptable model municipalities must provide the services listed below. The simplified risk assessment should identify the extent to which additional services may be required to meet the local needs and circumstances of specific municipalities. Municipalities may develop a different model for fire prevention and public education services provided they are able to demonstrate that their model meets the mandated requirements of the community's local needs.

3. Simplified risk assessment
4. A smoke alarm program
5. Fire safety education material distributed to residents/occupants

6. Inspections upon complaint or when requested to assist with code compliance

Simplified Risk Assessment:

A simplified risk assessment must be done for the community to determine the needs and circumstances of the municipality and to establish the level of fire prevention and public fire safety education required. Any significant risks identified through the analysis should be addressed. For example; if the risk assessment indicates a significant life or fire loss in multi-unit residential buildings, a program that will adequately improve their fire safety - such as routine inspections - would be appropriate to address the specific need of the community. The scope and extent of the remaining three required programs can be determined by the results of the simplified risk assessment.

Smoke Alarm Program:

The objective of a smoke alarm program is the provision and maintenance of working smoke alarms and home escape planning activities for all residential occupancies in the municipality. The activities associated with the program may include any combination of the following:

- 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 Material:

Fire safety education material may be distributed to residents and/or occupants consistent with the community's needs and circumstances by any combination of the following activities:

- 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 material addresses such issues as preventing fire occurrence, the value of smoke alarms, planning escape from fire, and being prepared to deal with a fire incident. The OFM Regional Office can provide assistance with fire safety education material for the public. Fire safety education material may also be found on the OFM website.

Public Fire Safety Education:

For public fire safety education, the following should be established:

- 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:

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

- a complaint is received regarding the fire safety of a property
- a request is made to assist a property owner or occupant to comply with the Fire Code and the involvement of the Chief Fire Official is required by the Ontario Fire Code

Any inspection conducted must include notification of the property owner or responsible person and appropriate follow-up with enforcement, if necessary.

Inspection Program Considerations:

For inspections, the following factors should be considered:

- The type of inspections to be conducted and the buildings to be inspected. For example: routine inspections of all multi-unit residential buildings, new construction inspections of all buildings, smoke alarm checks of single-family residential buildings.
- 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 category of buildings being inspected, and the skills and knowledge required to inspect them. The more complicated the building, the more skill and knowledge required.
- The frequency that the properties will be subject to inspection

Program Selection:

In addition to the minimum services outlined above, programs need to be selected, developed and implemented that address any risks identified through needs analysis. Programs being considered need to be effective for the type of concerns identified. For example; a routine inspection program would be effective to address concerns for the fire safety of a group of buildings that demonstrate poor performance during fire incidents. Similarly, a public fire safety education program such as Older and Wiser would be effective where there is a lack of knowledge of fire safety behaviour by the elderly and this lack causes them to suffer significant fire losses.

Each area of program activity has a number of factors which need to be considered.

Service Delivery Options:

The Fire Prevention Effectiveness Model may also assist with informed decision making about fire prevention and public education programs. Once the needs analysis component of the

model has been completed, fire department managers can decide what programs are appropriate to address their identified local risks.

There are a number of options for delivery of selected fire prevention programs. They can be provided by fire department staff - personnel dedicated to fire prevention and/or fire suppression staff. Other persons in the community may be used. Agreements with other communities may be made for provision of services. The OFM provides assistance in delivery of fire prevention programs through the Assist Program.

Policy Requirements and Other Relevant Issues:

Any selected/mandated programs must have sufficient resources, human and others, to be effectively delivered.

Persons assigned responsibility for delivering programs must be adequately trained.

Policy decisions must be made with appropriate authority and records made of the level of service decreed.

Appropriate program guidelines must be established for each program to be delivered.

Any fees for services should be discussed and decided upon at the policy level.

Legal counsel should be consulted regarding any changes to the delivery of services to the community.

Codes, Standards, and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available

at <http://www.mcscs.jus.gov.on.ca/>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

01-02-01 Comprehensive Fire Safety Effectiveness Model

04-12-13 Core Services

04-40A-03 Simplified Risk Assessments

04-40B-12 Smoke Alarm Programs

04-40C-12 Public Education Programs

04-40D-12 Inspection Programs

Operational Planning: An Official Guide to Matching Resource Deployment and Risk

Public Fire Safety Guidelines	Subject Coding PFSG 04-08-10
Section Emergency Response	Date January 2011
Operational Planning: An Official Guide to Matching Resource Deployment and Risk	

Under Review

1.0 Purpose

1.1 Municipalities are responsible for the funding and delivery of fire protection services in accordance with Section 2 of the *Fire Protection and Prevention Act, 1997* (FPPA). In order to meet the intent of Section 2 of the FPPA, municipalities are expected to implement a risk management program.

The evaluation tool ***Operational Planning: An Official Guide to Matching Resource Deployment and Risk***, found in the Appendix, is to be used as part of a risk management program. The purpose of this guideline is to encourage municipalities and fire departments to use this tool so that they can make informed decisions regarding the delivery of fire suppression services.

2.0 Scope

2.1 This guideline applies to all municipalities.

3.0 Risk Management

3.1 In order to be in compliance with clause 2.(1)(a) of the FPPA, a fire department must have completed a simplified risk assessment, one of the four key minimum requirements for fire protection services. It is expected that this assessment be reviewed and updated periodically to support informed decision making and evaluation of program delivery.

4.0 Legislation

4.1 This guideline is issued under the authority of clause 9.(1)(d) of the FPPA.

4.2 Municipal Council, obligated by the FPPA to provide fire protection services, must

- establish levels of service commensurate with needs and circumstances; and
- provide fiscal resources for staffing, apparatus and equipment to support the established level of service.

4.3 Fire Chief

Person appointed by the council of a municipality, responsible for the delivery of fire protection services, and accountable to the council.

4.4 Fire Department

The fire department delivers the services as approved by municipal council and at the direction of the fire chief.

Operational Planning: An Official Guide to Matching Resource Deployment and Risk can help fire departments to

- assess and analyze fire risk;
- determine current capabilities: staffing, apparatus, equipment, etc.;
- find gaps; and
- work out options, develop recommendations and present them to municipal council using a standardized format.

4.5 Clause 2.(1)(b)

Every municipality shall provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances

4.6 Subsection 2.(7)

The Fire Marshal may monitor and review the fire protection services provided by municipalities to ensure that municipalities have met their responsibilities under this section and, if the Fire Marshal is of the opinion that, as a result of a municipality failing to comply with its responsibilities under subsection (1), a serious threat to public safety exists in the municipality, he or she may make recommendations to the council of the municipality with respect to possible measures the municipality may take to remedy or reduce the threat to public safety

4.7 Subsection 5.(1)

A fire department shall provide fire suppression services and may provide other fire protection services in a municipality, group of municipalities or in territory without municipal organization.

4.8 Clause 9.(1)(a)

The Fire Marshal has the power to monitor, review and advise municipalities respecting the provision of fire protection services and to make recommendations to municipal councils for improving the efficiency and effectiveness of those services.

4.9 Clause 9.(2)(b)

It is the duty of the Fire Marshal to advise municipalities in the interpretation and enforcement of this Act and the regulations.

4.10 Clause 9.(2)(d)

It is the duty of the Fire Marshal to develop training programs and evaluation systems for persons involved in the provision of fire protection services and to provide programs to improve practices relating to fire protection services.

5.0 References

OFM documents, programs and courses

- Comprehensive Fire Safety Effectiveness Model
- Public Fire Safety Guidelines
- Shaping Fire Safe Communities – Phases 1 and 2
- Essentials for Municipal Decision Makers [course]
- Essentials for Fire Service Leaders [course]

National Fire Protection Association standards

- NFPA 1710 and NFPA 1720

6.0 Appendix

Evaluation tool:

Operational Planning: An Official Guide to Matching Resource Deployment and Risk.

Workbook

(Guidelines PDF version available on request at [AskOFM](#))

[HTML version](#)

Sample Establishing and Regulating By-law

Public Fire Safety Guidelines	Subject Coding PFSG 01-03-12
Section General	Date March 2000
Subject Sample Establishing and Regulating By-law	Page

Under Review

- Purpose:** To assist in the preparation of a by-law, which will provide clear and accurate policy direction reflecting how council wants their fire department services to function and operate.
- Introduction:** A municipality has responsibility to determine the types and extent of fire protection services necessary to meet their specific needs and circumstances. It is not practical to produce a sample that identifies the needs of every municipality.
- Development:** An analysis must be made to determine if each clause is appropriate for the particular municipality. Unless otherwise noted in the margin, the OFM regards each clause as a necessary component for a complete by-law.
In preparing by-laws, consideration must be given to the provisions of any collective agreement formulated under the Fire Protection and Prevention Act that supersedes establishing and regulating by-laws.
The municipal solicitor, prior to enactment, should review any draft by-laws prepared by council.
- Related Functions:** The primary issues addressed in an establishing and regulating by-law may include policy direction in these areas:
- general functions and services to be provided
 - the goals and objectives of the department
 - general responsibilities of members
 - method of appointment to the department
 - method of regulating the conduct of members
 - procedures for termination from the department

- authority to proceed beyond established response areas
- authority to effect necessary department operations

**Codes,
Standards and
Best Practices:**

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at www.ontario.ca/firemarshal. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[02-02-12](#) Fire Risk Assessment

[02-03-01](#) Economic Circumstances

[04-01-12](#) Selecting a Fire Suppression Capability

[04-02-01](#) Service Delivery Considerations

fire department

SAMPLE ESTABLISHING AND REGULATING BY-LAW

corporation of the Town of Anywhere

By-Law No.

Whereas the Municipal Act, R.S.O. 1990 c., as amended, and the Fire Protection and Prevention Act, 1997, S.O. 1997, c.4 as amended, permits the council to enact a by-law to establish and regulate a *fire department*;

BE IT THEREFORE ENACTED by the Municipal council of the corporation of the Town of Anywhere, as follows:

1. In this by-law, unless the context otherwise requires,

- a. **approved**
means approved by the council
- b. **chief administrative officer**
means the person appointed by council to act as chief administrative officer for the corporation
- c. **corporation**
means the Corporation of the Town of Anywhere
- d. **council**
means the council of the Town of Anywhere

Definitions: define any terms or positions which may be of concern to users of the by law

- e. **deputy chief**
means the person appointed by council to act on behalf of the fire chief of the fire department in the case of an absence or a vacancy in the office of fire chief
 - f. **fire chief**
means the person appointed by council to act as fire chief for the corporation and is ultimately responsible to council as defined in the Fire Protection and Prevention Act
 - g. **fire department**
means the Town of Anywhere fire department
 - h. **fire protection services**
includes fire suppression, fire prevention, fire safety education, communication, training of persons involved in the provision of fire protection services, rescue and emergency services and the delivery of all those services
 - i. **member**
means any persons employed in, or appointed to, a fire department and assigned to undertake fire protection services, and includes officers, full time, part time and volunteer firefighters
 - j. **volunteer firefighter**
means a firefighter who provides fire protection services either voluntarily or for a nominal consideration, honorarium, training or activity allowance
2. A fire department for the Town of Anywhere to be known as the Town of Anywhere Fire Department is hereby established and the head of the fire department shall be known as the fire chief.
 3. The *fire department* shall be structured in conformance with the *approved* Organizational Chart, **Appendix A**, forming part of this by law.

**Approved
Organizational Chart**

4. In addition to the fire chief, the council shall appoint a deputy chief and such number of other officers and members as may be deemed necessary by the council **Identifies appointment of other officers and members without listing all specifically**
5. The *fire chief* may recommend to the *council* the appointment of any qualified person as a *member* of the *fire department*, subject to the *approved* hiring policies of the Town of Anywhere **Appointment via approved Hiring Policy**
6. Persons appointed as *members* of the *fire department* to provide *fire protection services* shall be on probation for a period of 12 months, during which period they shall take such special training and examination as may be required by the *fire chief*. **Probationary Members**
7. If a probationary member appointed to provide *fire protection services* fails any such examinations, the *fire chief* may recommend to the *council* that he/she be dismissed.
8. The remuneration of the volunteer members shall be as determined by the *council*. **Remuneration and working conditions**
9. Working conditions and remuneration for all firefighters defined in Part IX of the Fire Protection and Prevention Act shall be determined by *council* in accordance with the provisions of Part IX of the Fire Protection and Prevention Act.
10. If a medical examiner finds a member is physically unfit to perform assigned duties and such condition is attributed to, and a result of employment in the *fire department*, *council* may assign the member to another position in the *fire department* or may retire him/her. *council* may provide retirement allowances to members, subject to the Municipal Act. **Other employment, retirement options and/or allowances**
11. The *fire chief* is ultimately responsible to *council*, through the (insert appropriate position for the municipality) for proper administration and operation of the *fire department* including the delivery of *fire protection services*. **Chief ultimately responsible to council through FPPA (via chief administrative officer, clerk, fire committee or**

specify appropriate position)

12. The *fire chief* shall implement all *approved* policies and shall develop such standard operating procedures and guidelines, general orders and departmental rules as necessary to implement the *approved* policies and to ensure the appropriate care and protection of all *fire department* personnel and *fire department* equipment. ***Developing SOP's, guidelines, rules and regulations***
13. The *fire chief* shall review periodically all policies, orders, rules and operating procedures of the *fire department* and may establish an advisory committee consisting of such members of the *fire department* as the *fire chief* may determine from time to time to assist in these duties. ***Advisory Committee***
14. The *fire chief* shall submit to the (insert appropriate position) and *council* for approval, the annual budget estimates for the *fire department*; an annual report and any other specific reports requested by the (insert appropriate position) or *council*. ***Budgets and reports***
15. Each division of the *fire department* is the responsibility of the *fire chief* and is under the direction of the *fire chief* or a member designated by the *fire chief*. Designated members shall report to the *fire chief* on divisions and activities under their supervision and shall carry out all orders of the *fire chief*. ***Divisional responsibilities designated by chief***
16. Where the *fire chief* designates a member to act in the place of an officer in the *fire department*, such member, when so acting, has all of the powers and shall perform all duties of the officer replaced.
17. The *fire chief* may reprimand, suspend or recommend dismissal of any member for infraction of any provisions of this by law, policies, general orders and departmental rules that, in the opinion of the *fire chief*, would be detrimental to discipline or the efficiency of the *fire department*. ***Discipline***
18. Following the suspension of a member, the *fire chief* shall immediately report, in writing, the suspension ***Suspension of members***

and recommendation to the (insert as appropriate) and *council*.

19. The procedures for termination of employment prescribed in Part IX of the Fire Protection and Prevention Act shall apply to all firefighters defined in Part IX of the Fire Protection and Prevention Act. ***Termination procedures***

20. A volunteer firefighter shall not be dismissed without the opportunity for a review of termination, if he/she makes a written request for such a review within seven working days after receiving notification of the proposed dismissal. A person appointed by the municipality, who is not employed in the *fire department*, shall conduct the review. ***Provides volunteers with the same opportunity for review as full-time members***

21. The *fire chief* shall take all proper measures for the prevention, control and extinguishment of fires and the protection of life and property and shall exercise all powers mandated by the Fire Protection and Prevention Act, and the *fire chief* shall be empowered to authorize:
 - a. pulling down or demolishing any building or structure to prevent the spread of fire ***Pulling down structures***

 - b. all necessary actions which may include boarding up or barricading of buildings or property to guard against fire or other danger, risk or accident, when unable to contact the property owner ***Boarding up or barricading***

 - c. recovery of expenses incurred by such necessary actions for the *corporation* in the manner provided through the Municipal Act and the Fire Protection and Prevention Act ***Recovery of expenses***

22. The *fire department* shall not respond to a call with respect to a fire or emergency outside the limits of the municipality except with respect to a fire or emergency:
 - a. that, in the opinion of the *fire chief* or designate of the *fire department*, threatens property in the municipality or property ***Authority to leave municipal limits***

situated outside the municipality that is owned or occupied by the municipality

- b. in a municipality with which an *approved* agreement has been entered into to provide *fire protection services* which may include *automatic aid*
- c. on property with which an *approved* agreement has been entered into with any person or *corporation* to provide *fire protection services*
- d. at the discretion of the *fire chief*, to a municipality authorized to participate in any *county, district or regional* mutual aid plan established by a fire co-ordinator appointed by the fire marshal or any other similar reciprocal plan or program
- e. on property beyond the municipal boundary where the *fire chief* or designate determines immediate action is necessary to preserve life or property and the appropriate department is notified to respond and assume command or establish alternative measures, acceptable to the *fire chief* or designate

AN APPROVED ORGANIZATIONAL CHART FORMS PART of THIS BY LAW AS Appendix A

Goals and objectives of the fire department may also be added as an appendix to the By-law

This by-law comes into effect the day it is passed by council, in the manner appropriate to the municipality.

Comprehensive Fire Safety Effectiveness Model Considerations

Public Fire Safety Guidelines	Subject Coding PFSG 01-02-01
Section General	Date January 1998
Subject Comprehensive Fire Safety Effectiveness Model Considerations	Page

Under Review

Comprehensive Fire Safety Effectiveness Model Considerations For Fire Protection & Prevention In Your Community

Fire Protection & Prevention in Your Community

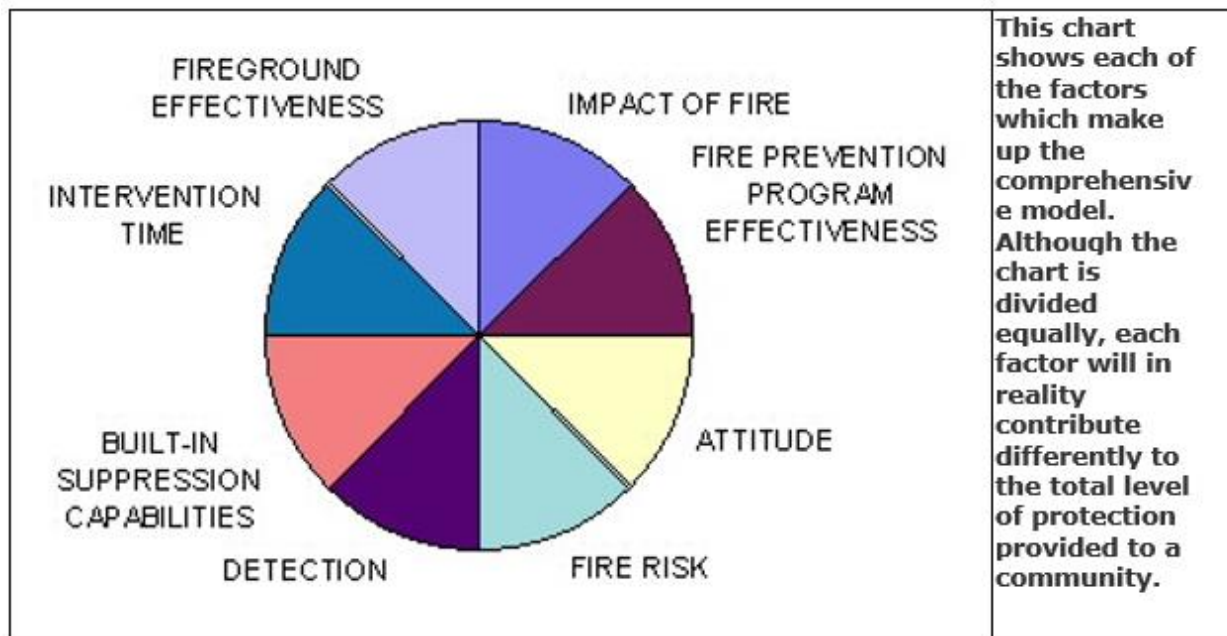
Every day, local elected leaders, managers and fire chiefs are faced with decisions relating to the provision of fire and other related emergency services for their community. Now, more than ever there are constant pressures of doing "more with less". Many government officials are hard-pressed to justify any increase in expenditures unless they can be attributed directly to improved or expanded service delivery in the community. This effort has often been hampered by the lack of criteria by which a community can determine the level and quality of fire and other related emergency services it provides to its residents. The *Comprehensive Fire Safety Effectiveness Model* is a document which can assist communities in evaluating their level of fire safety.

The provision of fire protection in Ontario is a municipal responsibility. The level and amount of fire protection provided is determined by the residents of the community through decisions made by and support provided by the local municipal council. Due to a wide variety of factors, the Ontario fire service finds itself in a period of change. Increased community expectations coupled with reduced financial resources are forcing all communities to critically assess their fire protection needs and to develop new and innovative ways of providing the most cost-effective level of service. A refocus on fire protection priorities is providing progressive fire departments and communities throughout Ontario with an exciting opportunity to enhance community fire safety. There is more to providing fire protection than trucks, stations, firefighters and equipment.

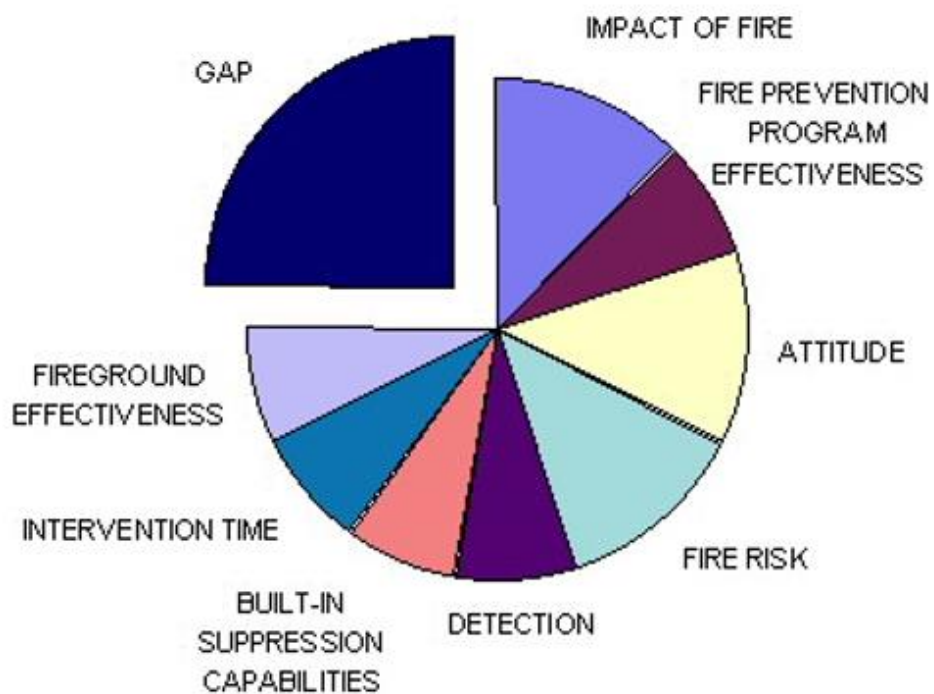
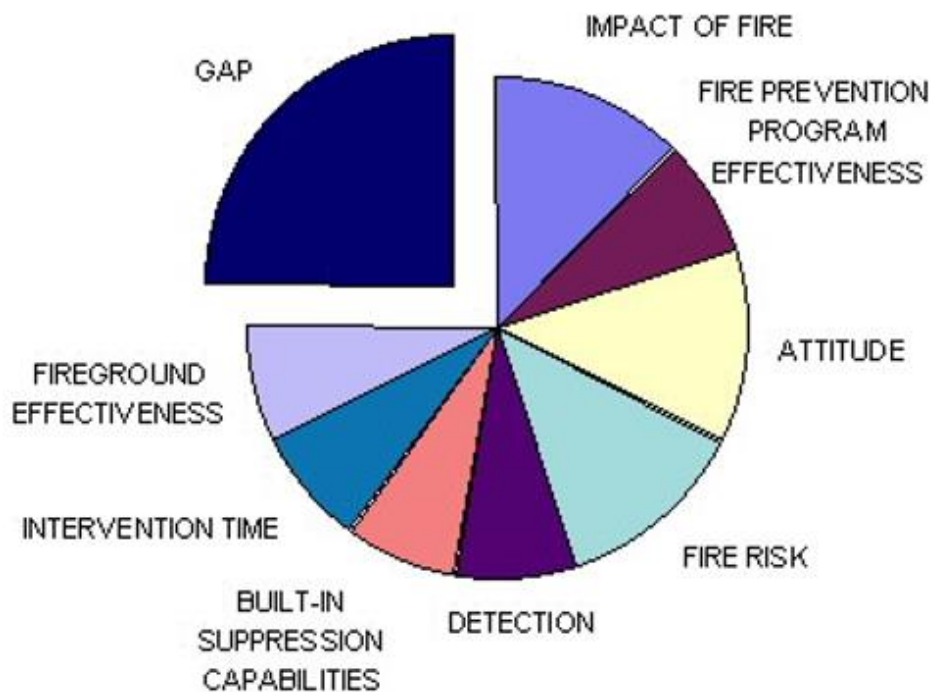
The Office of the Fire Marshal has developed the *Comprehensive Fire Safety Effectiveness Model* which can be used as a basis for evaluating fire safety effectiveness in your community. This model looks at community fire protection as the sum of eight key components, all of which impact on the fire safety of the community. Deficiencies in one of the components can be offset by enhancements in another component or components.

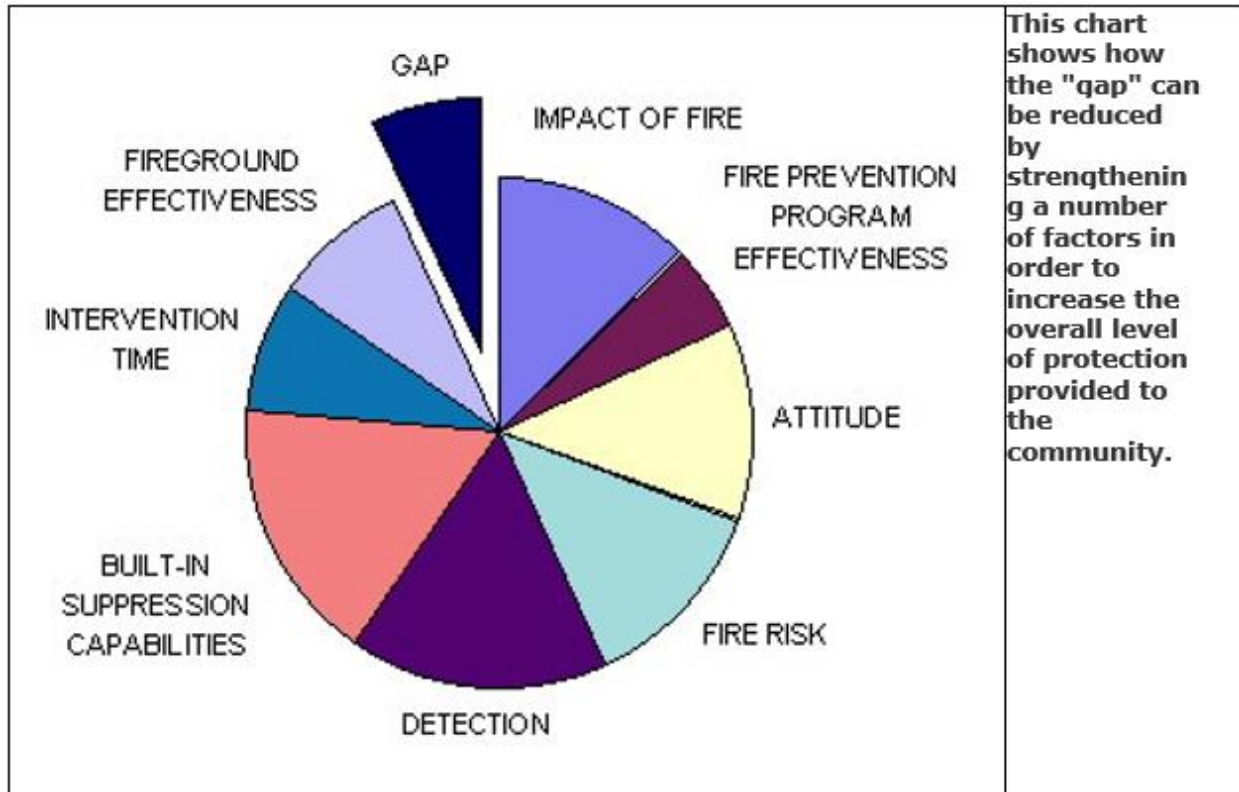
Community Master Fire Protection Plan

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 with 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.



This chart shows how the comprehensive model can be applied to a typical fire department. The "gap" depicts the difference between the existing level of protection and the ideal.





It is critical that the fire department be guided by a written philosophy, general goals and specific objectives which are consistent with the legal mission of the department and are appropriate for the community it serves. These should all be integral components of the Community Master Fire Protection Plan.

Application of the Comprehensive Fire Safety Effectiveness Model will enable municipalities to make informed choices by providing an objective and innovative approach to public fire protection - a new way of thinking. Communities are able to determine if the level of service provided matches the risk in the community.

1. Impact of Fire:

The impact of fire in any community can be significant with far reaching consequences. Not only do fires result in deaths and personal injuries but they also cause substantial property and environmental loss. Often overlooked are factors such as the historical value of unique local properties as well as the potential for lost tax assessment. There are many communities in Ontario where the loss of a particular occupancy will have a serious impact on the local economy. Involvement in fire often has a negative psychological impact on those affected.

Every community should carefully assess the total impact of fire. This assessment should be used as a basis for a Community Master Fire Protection Plan that addresses all areas of community fire safety including fire prevention and life safety as well as the delivery of suppression and rescue services.

- Does your community have a property whose loss would result in a significant financial burden to the community?
- Does your community have a property whose loss would result in a significant impact of local employment?
- Does your community have a property which if involved in fire would pose a significant environment risk?
- Does the master fire protection plan adequately consider the impact of a major fire?

2. **Fire Prevention Program Effectiveness:**

- Perhaps the most important component of and community's fire protection services is the effectiveness of its fire prevention program. Legislation, regulations and standards pertaining to fire safety focus primarily on fire prevention. Enforcement of these codes is one of the most effective ways of reducing the loss of life and property due to fire. In addition, public fire safety education programs have the potential to substantially reduce the loss of life and property due to fire.

Every community should strive to provide an adequate, effective and efficient program directed toward fire prevention, life safety, risk reduction of hazards, the detection, reporting of fire and other emergencies, the provision of occupant safety and exiting and the provisions for first aid firefighting equipment.

- Does your community have a fire prevention and public education policy that adequately addresses:
 - inspections?
 - public education?
 - code enforcement?
 - investigation?
- Does your community provide inspections upon request?
- Does the fire department respond to complaints?
- Does your community's fire prevention program address public life safety in structures from pre-construction planning until demolition through application of the Building Code and Fire Code?

3. **Public Attitude:**

North Americans tend to be more complacent about fires and the resulting losses than other parts of the industrialized world. Communities often accept the consequences of fire and provide community support. Comprehensive insurance packages are available to mitigate damages.

Communities need to assess the resident's attitudes toward fire to determine what role it plays in determining the extent of fire losses. Properly designed public fire safety education programs will significantly improve public attitudes toward the prevention of fire. This will result in lower fire losses.

Every community should assess public attitudes toward fire and life safety issues. This assessment should be used to develop and deliver public fire safety education programs to enhance community fire safety.

- Do the residents of your community demonstrate an interest in public fire safety?
- Is there a general awareness of fire safety in your community?
- Is there a sense of personal responsibility for one's own safety within the community?

4. **Fire Risk:**

The characteristics of your community affect the level of fire risk that needs to be protected against. Older buildings pose a different set of problems than newer buildings constructed to current construction codes. High rise, commercial and industrial occupancies each present unique factors, which must be considered. Construction, occupancy type, water supply, exposure risks, furnishings and the risk which the combination of these factors pose to the occupants must be assessed. The presence of effective built-in suppression and/or protection measures can reduce the fire risk.

36% of all structural fire alarms and 46% of all structural fire deaths in Ontario during the period 1990-1994 occurred in single family, detached, residential occupancies.

Every community should carefully assess its fire risk. The results of this risk assessment should be used as a basis for determining the level, type and amount of fire protection provided and should be a critical factor in the development of the community master fire protection plan.

- Has your community assessed the fire risk?
- Does your community have a master fire protection plan which takes into account the results of your fire risk analysis?
- Has the fire department identified all the possible actions it could take to reduce the number of fire incidents that occur in the community?
- Does your community planning process consider the impact of new developments and industries on the fire department?

5. **Detection Capabilities:**

The presence of early warning detection capabilities notifies occupants and allows them sufficient time to escape. It also allows for earlier notification of the fire department. Communities who encourage the widespread use of early warning detection systems have the potential of significantly reducing notification time, which, when coupled with effective fire department suppression, results in a corresponding reduction of loss of life, injuries and damage to property from fire.

Every community should develop and implement programs that promote the use of early warning detection systems in all occupancies. These programs should be a fire protection priority.

- Does your community have a program to ensure that all occupancies are provided with adequate early warning detection devices?
- Does your community have a program to ensure that residents are familiar with the importance and proper maintenance of early warning detection devices?
- Does your community promote the use of direct connect early warning detection devices in residential as well as commercial, industrial and assembly occupancies.

6. **Built-In Suppression Capabilities:**

Traditionally, the use of built-in suppression has been limited to fixed fire protection systems associated with assembly, commercial, industrial and manufacturing occupancies. Application of this concept has been limited in the residential environment. These systems, particularly the use of automatic sprinkler systems play an important role in minimizing the effects of fire by controlling its spread and growth. This enables the fire department to extinguish the fire more quickly and easily.

Although effective in newer buildings, it is often difficult if not impossible to provide for built-in suppression systems that effectively control fires in wall cavities and concealed spaces associated with certain older types of construction or reconstruction.

The use of built-in suppression systems should be a fire safety priority in all communities. Programs should be developed and delivered that promote the advantages of built-in suppression systems for residential, commercial, industrial and assembly occupancies.

- Does your community promote the use of built-in suppression devices in all types of occupancies:
 - residential?
 - commercial?
 - industrial?
 - assembly?
 - institutional?
- Does your community consider built-in suppression devices and early warning detection as an alternative to traditional concepts of fire protection?

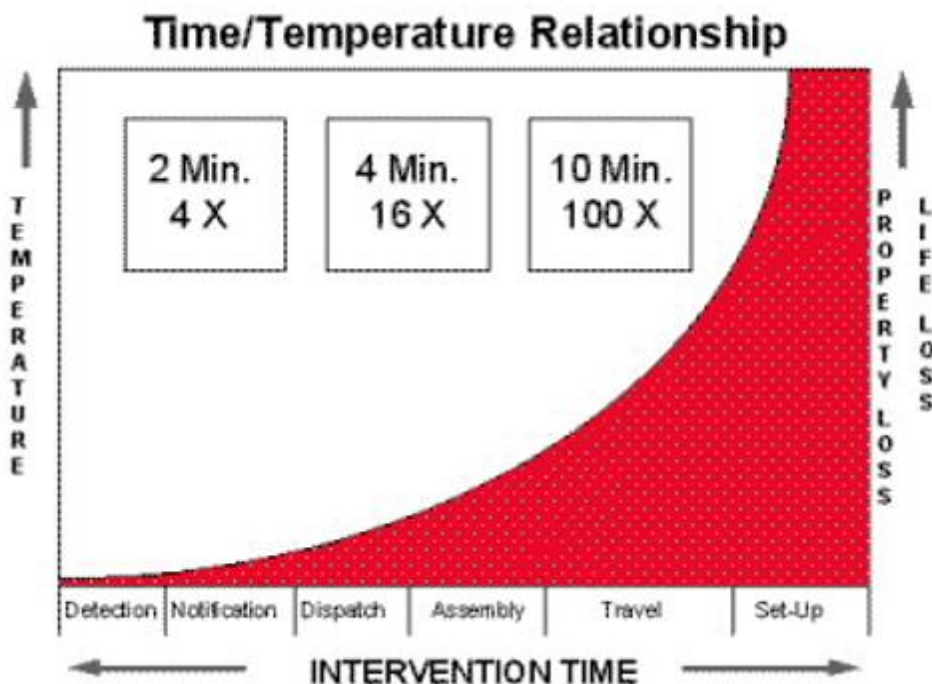
7. **Intervention Time:**

This is the time from ignition until effective firefighting streams can be applied to the fire. There are many factors influencing this component of the model:

- the time required to detect the fire
- notification time from the public
- notification time to the firefighters
- preparation time for the firefighters to leave the station
- the distance between the fire station and the response location
- the layout of the community

- impediments such as weather, construction, traffic jams, lack of roads, etc.
- set-up time

Fire department intervention time is crucial in determining the consequences of a fire in terms of deaths, injuries and loss of property and damage to the environment. Effective fire prevention and public education programs can reduce intervention time which will result in increased fire department effectiveness.



Every community should develop and implement a range of programs and initiatives that reduce intervention time. These programs and initiatives should address all aspects of intervention time from the time required to detect the fire to the set-up time of the fire department.

- Are all occupancies in your community equipped with suitable smoke alarms and provided with fire emergency escape plans?
- Do all residents in your community know how to report a fire or other emergency?
- Does your community have a common fire emergency reporting number?
- Is the fire department dispatched by an appropriate dispatch facility?
- Does the community's master fire protection plan consider the different turn-out times for volunteer and/or full-time firefighters?
- Has the department instituted an appropriate fire department training and education program?
- Are all structures within the community clearly identified using an accepted numbering system?

- Has the department instituted a policy of having the closest fire department respond even though that fire department may be from another municipality?

8. Fireground Effectiveness:

The fireground effectiveness of the fire department has a wide range of benefits for your community. Not only does the fire department's performance affect the degree of damage to the environment and property, it also has a direct relationship to personal injury and death from fire. Many factors influence the effectiveness of any fire department. Included in these factors are:

- fire department organization
- community support of fire department
- firefighter availability
- firefighter and fire officer training
- adequate resources which are properly maintained
- time effective response to emergency incidents

The fire department should strive to provide an adequate, effective and efficient fire suppression program designed to control/extinguish fires for the purpose of protecting people from injury, death or property loss.

- Does your fire department have a comprehensive training program and evaluation system for all positions?
- Does the fire department have a system to ensure that an adequate number of trained personnel respond to all emergencies within a reasonable time period?
- Is your fire department provided with adequate resources to safely and effectively handle the risks it will be called upon to mitigate?
- Does the fire department use standard operating guidelines to define expected fire department actions for the wide variety of situations it might encounter?
- Does your fire department have automatic response agreements to guarantee an adequate level of personnel at all times?

The answers to the questions in this document will provide you with some indication of the level of fire safety in your community, however this is only the start. Application of the OFM Comprehensive Fire Safety Effectiveness Model will permit you to develop a plan for the safe, effective and economical delivery of fire protection services in your community.

Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

Further assistance is available from your local OFM representative.

Appendix B – Maps

2020 –Retrofit Multi-unit Residential Properties.

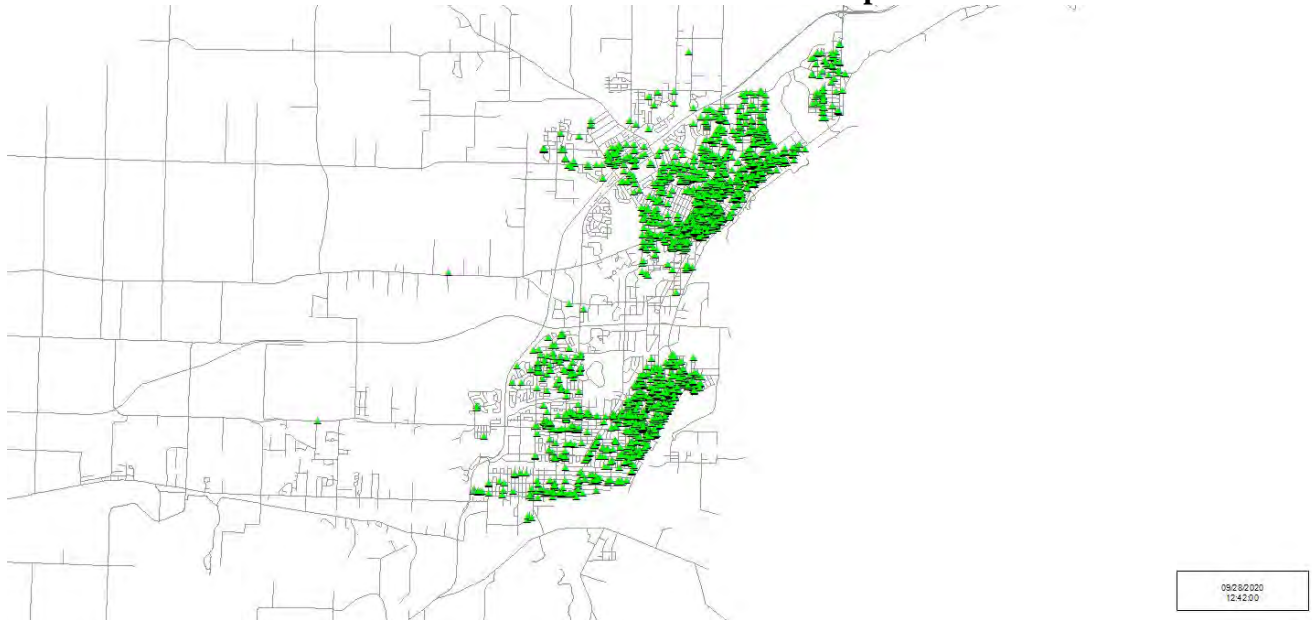


Figure 1 – Known retrofit multi-unit residential with 3 or more units.

Fires Loss Map

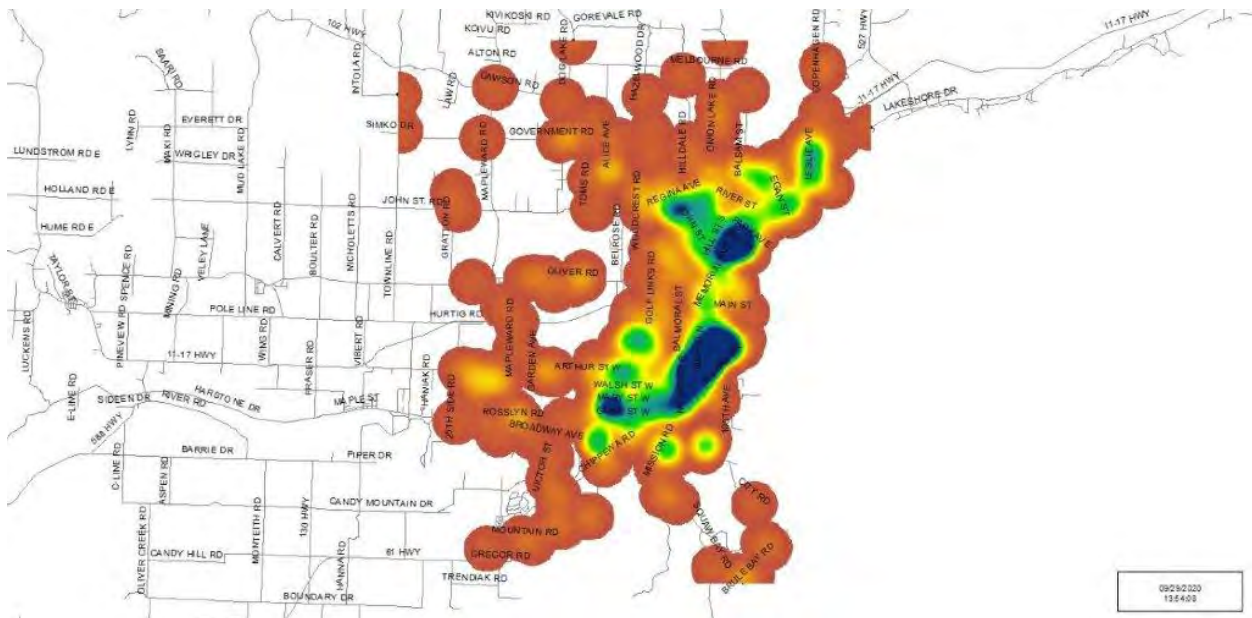


Figure 2 – Fires with losses greater than \$10,000 since 2010.

Corporate Report

DEPARTMENT/ DIVISION	Development & Emergency Services - Licensing & Enforcement	REPORT NO.	R 149/2020
DATE PREPARED	12/01/2020	FILE NO.	
MEETING DATE	12/14/2020 (mm/dd/yyyy)		
SUBJECT	Municipal By-law Enforcement		

RECOMMENDATION

WITH RESPECT to Report No. R 149/2020 (Development & Emergency Services – Licensing & Enforcement Division), we recommend that Administration continue to review and amend as considered appropriate the organizational structure of the Licensing & Enforcement Division;

AND THAT policies, procedures and by-laws be reviewed and amended so as to streamline enforcement efforts and improve overall efficiency and effectiveness;

AND THAT efforts continue to advance partnerships with non-profit and volunteer organizations in support of the welfare of animals;

AND THAT any necessary by-laws be presented to City Council for ratification.

EXECUTIVE SUMMARY

Council directed that Administration provide to it a report setting out recommendations with respect to Municipal By-law Enforcement Officer resource requirements, the costs associated with each officer and comment on the human resources issues relating to the scope and hours of work.

Should Council direct resources be increased, Administration estimates the annual cost of each additional Municipal By-law Enforcement Officer, including salary, benefits, training, uniforms, and equipment to be approximately \$120,000. The number of additional Officers would depend largely upon the degree to which additional shifts were created and the degree to which hours of work were to be extended.

Municipal By-law Enforcement Officers are represented by CUPE and fall within CUPE Schedule “A” (inside workers) classification of the collective agreement. The current provisions of the collective agreement restrict the City’s scheduling ability. In order for the City to be able to expand hours of operation and schedule different work-shifts, the City and CUPE would need to negotiate the appropriate collective agreement provisions. Additionally, if amendments to job

descriptions are required, changes to the major tasks and responsibilities or the qualifications require CUPE's involvement.

However, while appreciative of Council's desire to expand enforcement efforts, Administration recommends that before additional Officers are recruited the way municipal by-law enforcement services are delivered should be changed. Efforts should continue to improve the efficiency and effectiveness of by-law enforcement. Opportunities to do this exist.

Administration is not seeking the addition of Officers at this time.

DISCUSSION

Council directed that Administration provide to it a report setting out Administration's recommendations with respect to Municipal By-law Enforcement Officer resource requirements, the costs associated with each officer and comment on the human resources issues relating to the scope and hours of work;

The Licensing & Enforcement Division is comprised of the Licensing & Enforcement Section, the Animal Services Section, and the Parking Authority. Excluding the Parking Authority, the Division operates with 13 full-time and 1.7 part-time equivalent positions, and an operating budget of approximately \$1,100,000. The staff complement include enforcement, non-enforcement (care & clerical) and administrative staff. There are a total of four full-time Municipal By-law Enforcement Officers, three full-time and 0.5 part-time equivalent Animal Services Officers, for a total of 7.5 full-time enforcement Officers.

Through the Municipal Benchmark Network Canada (MBNC) Performance Measurement reports, we are able to compare certain aspects of our services delivery with other cities. This data suggests the types of by-law complaints received in Thunder Bay are typical of other cities. Complaints concerning property standards, yard maintenance, zoning compliance and noise make up the vast majority of complaints received.

The cost of municipal by-law enforcement on a per capita basis is also typical of comparator cities. In fact, the costs of Animal Services on a per capita basis is well below average according to MBNC data.

However, the data confirms opportunity for improvement. The cost per file or the cost per complaint on a per capita basis is notably higher than average. The data suggests our approach to enforcement, at least in part, is a factor. In accordance with our procedures, Thunder Bay Municipal By-law Enforcement Officers conduct more than twice the number of inspections per complaint than average. Opportunities afforded to seek extensions or appeal orders set out in City By-laws not surprisingly contribute to delays in achieving compliance. We do not compare favourably with respect to how long we take to close a file.

As will be discussed, work to improve inefficiency is well underway.

Thunder Bay Police Service (TBPS) has asked that the Licensing & Enforcement Division increase its availability and capacity to respond to by-law related calls that could be easily dealt with by a Municipal By-law Officer. It is understood that many calls to TBPS do not require police involvement (i.e. neighbors fencing dispute, messy yards or noisy social gatherings). Some situations just need better education in by-laws or clarifying if a concern is actually a by-law issue. Police have advised that often, these unanswered by-law matters fester and then escalate to a point where police resources are then called to restore peace. TBPS also request that Municipal By-law Officers be available during evening and weekend hours when call-volumes are high and the by-law related calls are frequent but a comparatively low priority for TBPS. Unchecked these calls can develop into something police are then forced to attend. Municipal By-law Officers, attending in a timely manner, could assist in reducing the number of calls police actually need to attend, leaving them more readily available for more urgent responses. That said, it is important to make clear that Municipal By-law Officers are not Police Officers and there is no suggestion that they would gain any additional “policing” powers (i.e. Special Constable status), or take on any work outside that of a Municipal By-law Enforcement Officer. In discussions with the TBPS, there has been no suggestion of “police work” shifting to the Licensing & Enforcement Division.

The Way Forward:

Administration is working toward blurring the current distinctions between the Municipal By-law Officers and the Animal Services Officers and is bringing them together into one unified enforcement team; a multi-disciplined (cross-trained) team that is flexible and adaptable to the City’s needs. The intention is that all Officers will work together, assist and learn from each. Additionally, it is intended that these Officers will be trained to enforce parking infractions so they can provide those additional services in situations where merited (and expected by the public) without referring issues to the Parking Authority, as is currently the case (i.e. blocked driveway, hydrant obstruction, etc.). Eventually, Parking Enforcement resources should be better integrated within the Division’s enforcement team.

Since the beginning of the Pandemic this spring, protocols have been implemented at Animal Services to protect the “core services” of animal-related By-law enforcement (dogs-at-large, vicious dogs, dog bite investigations, assistance to Police with dog-situations and by caring for impounded or injured cats and dogs only). The public stray cat-intake and adoption programs and other in-person programs were suspended. It was found that the number of “in-care” cats declined significantly, as other methods for adoption were found (Animal Welfare groups). The unexpected situation has resulted in significant operational savings by reducing animal care costs. Administration will continue to work with volunteer animal care organizations that have, both assisted during the pandemic and have also expressed a continued desire to do more. Administration will explore opportunities to redirect resources from animal care services to support an increase enforcement efforts.

Administration is working toward a significant transformation in the way municipal enforcement services are delivered. To this end, the following initiatives are underway:

1. Improved Customer Service through better Dispatch System: Administration is working toward the development of a “police-like” dispatch system. Information would be immediately directed to Officer(s) and be supported with a “duty” Officer that could connect with the caller at call in-take, if required. This would assist in determining if an Officer is needed to response or that there is no infraction and ending the inquiry.
2. Expand Hours of Operation into Evenings and Weekends, as appropriate: Service level adjustment and specifically expanding hours of operation is being explored to include evenings and weekends in an effort to address municipal by-law enforcement issues reported to TBPS. Seasonal (or in-week) adjustments may be required in the first year or two of operations as call-volumes and issues are not well documented at this time. Officers could be expected to supplement parking enforcement during snow events or regularly in problem areas, throughout the winter season. Again, it is important to note that collective agreement provisions relating to hours of work are well understood and respected. All matters that must or should involve discussions with CUPE most certainly will.
3. Engage in Proactive Enforcement Activities: Proactive enforcement can quickly address emerging issues in a timely manner and act as a “general deterrent” to prohibited activities. Enforcement blitzes will be used more frequently to target and control specific city-wide enforcement problem (e.g. Nuisance Signage, Donation bin litter, graffiti, etc.).
4. Establish Service Response Standards and Protocols: Standards for response times are being established for responding to complaints (i.e. 24hrs to 1st contact from Officer, 48hrs Officer on-site), file closure, follow-up calls to complainants (if requested) at closure or significant delays expected or when not actionable. This will enhance accountability and assist in finding efficiencies.
5. Providing better tools: It is important to keep Officers in-field as much as possible by enabling in-vehicle workstations (computers/printers etc.). Officers can investigate, document and issue processes without having to return to the office. A two-way radio communication system, and Officer-worn portable radios will provide continuous communications and is also a valuable “life-safety” link in emergencies. Marked vehicles get attention and provide comfort to law-abiding citizen that by-law Officers are out doing their jobs; obviously others may be deterred from activities by their presence.
6. Create a multi-leveled, single enforcement team where Officers are cross-trained: Efforts in this regard have been discussed. Administration is undertaking to better integrate the work of the Municipal By-law Enforcement Officers and Animal Services Officers. As noted, when Officers first enter the enforcement system there is lots to learn about processes, preferred ways of approaching problems etc. Hierarchy provides opportunity for “junior” Officers to learn from more seasoned Officers. A multi-level enforcement structure allows opportunities for advancement as Officers learn and gain on the job experience and training. This supports succession planning and also provides a more consistent enforcement approach within the organization. It is noted again that collective

agreement provisions relating to job descriptions are well understood and respected. All matters that must or should involve discussions with CUPE most certainly will.

7. Review/Update (or Replace) policies, procedures and by-laws: Many policies and procedures are in need of review. Opportunities exist to shorten timelines and streamline processes. Additionally, all by-laws need current POA short-form wording, so tickets can be issued on the spot instead of requiring a trip to court for everyone.
8. Continuously explore new and innovative by-laws to address immerging issues: The City must be able to address new and emerging issues by researching and responding with new and innovative By-laws that address issues in a timely manner (e.g. General Nuisance By-laws, Administrative Monetary Penalties (AMP's) By-law etc.).
9. Modernize record-keeping and enforcement processes using available technology: It is our goal to be as paperless as practical in our enforcement record-keeping system. The use of technology from initial receipt complaints to storing investigation notes and pictures, without re-entering data fields is important in achieving efficiency and increase an Officer's call-volume capacity. Work is underway in this regard.
10. Create and maintain a user-friendly online/mobile App process for public information and reporting opportunities: Website modifications and mobile apps will be explored to provide the public with quicker and easier ways to obtain information, ask questions or report violations. Better customer access and service is the goal.

Much work has been done. Much work is underway and much work lies ahead. Review of the current Animal Services program delivery is also seen as an important and necessary function and has only just begun. Administration will explore recent proposals for changing the program delivery of Animal Services. Efforts will continue to advance partnerships with non-profit and volunteer organizations in support of the welfare of animals to obtain operational efficiencies. There may be more cost-effective ways to deliver service and options may exist to redirect savings or resources to by-law enforcement efforts.

FINANCIAL IMPLICATIONS

There are no financial implications directly associated with this report. However, changes in service levels and any adjustments in resource levels will certainly have budget implications. No complement expansions are proposed in the Licensing & Enforcement's 2021 budget. However, minor budget increases for vehicles and equipment are included in the proposed 2021 budget.

CONCLUSION

It is concluded that opportunity exists to improve efficiency and effectiveness of the Licensing & Enforcement Division and that work discussed in this report to make these improvements should continue.

REFERENCE MATERIAL ATTACHED:

None.

PREPARED BY: *Doug Vincent, Manager – Licensing & Enforcement Division*

THIS REPORT SIGNED AND VERIFIED BY: (NAME OF GENERAL MANAGER)	DATE:
Mark J. Smith, GM Development & Emergency Services	December 6, 2020

MEETING DATE 12/14/2020 (mm/dd/yyyy)

SUBJECT Report Concerning a Nuisance By-law

SUMMARY

Memorandum from Mr. M. Smith, General Manager - Development & Emergency Services dated December 2, 2020 advising that Administration will report back on or before June 27, 2021 concerning, not only the development of a Nuisance By-law, but also amendments recommended to other municipal by-laws aimed at improving and streamlining enforcement efforts, for information only.

ATTACHMENTS

1 Memorandum from Mr. M. Smith

MEMORANDUM

TO: City Council

FROM: Mark J. Smith, GM Development & Emergency Services

DATE: December 2, 2020

SUBJECT: Report concerning a Nuisance By-law

Earlier this year Council directed that Administration report back on the utility of creating a Nuisance By-law. These recommendations are to be informed by input from the Anti-Racism & Respect Advisory Committee, Thunder Bay Drug Strategy Implementation Panel and Thunder Bay Police Service.

As discussed in Report 149/2020, much work has been undertaken and much work is underway to increase the efficiency and effectiveness of the Licensing & Enforcement Division's enforcement efforts. Organizational changes are being considered. Policies and procedures are being modified, and various by-laws are being reviewed. Significant operational changes will result.

A mindfully crafted Nuisance By-law may well have utility. However, a Nuisance By-law would be only one of the tools available to enforcement personnel. It is recommended that such a by-law be considered within the context of all of the City's related municipal by-laws. This approach would ensure that if it were considered appropriate, a new Nuisance By-law would 'fill gaps' and address concerns that are not covered in existing by-laws.

With Council's indulgence, Administration will report back on or before June 27, 2021 concerning, not only the development of a Nuisance By-law, but also amendments recommended to other municipal by-laws aimed at improving and streamlining enforcement efforts.

mjs/

Cc: Norm Gale, City Manager
Krista Power, City Clerk
Doug Vincent, Manager – Licensing & Enforcement Division

MEETING DATE 12/14/2020 (mm/dd/yyyy)

SUBJECT Request to Settle the Appeal of By-law no. 62/2020 – June 15, 2020 –
Zoning By-law Amendment – 77 Court Street South (Rheault Distillery)

SUMMARY

Memorandum from Ms. J. Fazio, Planner II dated December 3, 2020 providing background with respect to the appeal of By-law no 62/2020 and containing a recommendation approving the agreed upon settlement between Rheault Distillery and Auto-One Car Care & Service Station.

RECOMMENDATION

WHEREAS a Public Meeting was held with respect to the application by Rheault Distillery, relative to LT 2 S/S WILSON ST OF PARKLT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT 3 S/S WILSON ST OF PARKLT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT 5, municipally known as 77 Court Street South, for a site specific Zoning By-law amendment to define and permit a “microbrewery” and establish related development parameters;

AND WHEREAS Council passed By-law No. 62/2020, a By-law to amend By-law 100-2010 (The Zoning By-law) of The Corporation of the City of Thunder Bay at 77 Court Street South;

AND WHEREAS an appeal to the Local Planning Appeal Tribunal was filed against the passing of By-law No. 62/2020;

AND WHEREAS the parties to the appeal of By-law No. 62/2020 have reached a Settlement Agreement which would revise the name and definition of the proposed use;

THAT the changes to By-law No. 62/2020 as outlined in the Draft Settlement Agreement and Draft Order, dated December 4, 2020, are supported.

ATTACHMENTS

- 1 Memorandum from J. Fazio
- 2 Attachment A
- 3 Attachment B

MEMORANDUM

TO: Members of Council
Krista Power, City Clerk

FILE: Z-04-2020

FROM: Jillian Fazio, Planner II
Planning Services Division

DATE: December 4, 2020

RE: Request to Settle the Appeal of By-law no. 62/2020 – June 15, 2020 – Zoning By-law Amendment – 77 Court Street South (Rheault Distillery) Report No. R 69/2020

On July 30th, 2020, Administration received notice of an appeal to the Local Planning Appeal Tribunal (LPAT) against the passing of By-law no. 62/2020, a by-law to amend the Zoning By-law at 77 Court Street South to permit a microbrewery. After discussing the proposed development and the reasons for appeal, the parties have successfully reached an agreement to settle the appeal.

The draft settlement agreement and draft order are attached for your review. If approved by the LPAT, the order would change the name of the proposed “microbrewery” use to “craft brewery” and define the use as an establishment where alcoholic beverages are sold, or served to the public for a fee with or without food, and includes a micro-brewery or distillery for the production of such alcoholic beverages, provided that the micro-brewery or distillery portion does not exceed fifty percent of the gross floor area of the craft brewery, and may include retail sales of products of the craft brewery, a restaurant, a tasting room, outdoor patio and accessory support spaces.

The LPAT requires a resolution from Council supporting the revised name and definition of the proposed use prior to considering a request for settlement.

Planning Services has reviewed the revised name and definition for the proposed use and find that it is consistent with the Provincial Policy Statement and the Growth Plan for Northern Ontario, conforms to the Official Plan, and represents good land use planning. As such, Administration recommends that Council support the changes to the Zoning By-law Amendment as identified in the attached draft settlement agreement and draft order.

Change to the Recommendation

Should Council wish to support the revised name and definition for the proposed use as identified in the attached draft settlement agreement and draft order, the following Resolution is provided for Council’s consideration.

RESOLUTION

WHEREAS a Public Meeting was held with respect to the application by Rheault Distillery, relative to LT 2 S/S WILSON ST OF PARK LT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT 3 S/S WILSON ST OF PARK LT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT 5, municipally known as 77 Court Street South, for a site specific Zoning By-law amendment to define and permit a “microbrewery” and establish related development parameters;

AND WHEREAS Council passed By-law No. 62/2020, a By-law to amend By-law 100-2010 (The Zoning By-law) of The Corporation of the City of Thunder Bay at 77 Court Street South;

AND WHEREAS an appeal to the Local Planning Appeal Tribunal was filed against the passing of By-law No. 62/2020;

AND WHEREAS the parties to the appeal of By-law No. 62/2020 have reached a Settlement Agreement which would revise the name and definition of the proposed use;

THAT the changes to By-law No. 62/2020 as outlined in the Draft Settlement Agreement and Draft Order, dated December 4, 2020, are supported.

Regards,

Jillian Fazio,
Planner II

ATTACHMENTS

DRAFT

SETTLEMENT AGREEMENT AND MUTUAL RELEASE

This settlement agreement and mutual release dated this the ____ day of December, 2020, by and between the undersigned, being the **City of Thunder Bay, 1358983 Ontario Ltd. o/a MDM Developers, Rheault Distillery** and **Donald Axent on behalf of Auto-One Car Care and Service Centre** (the “Appellant”).

WHEREAS 1358983 Ontario Ltd.o/a MDM Developers owns the commercial property located at 77 Court Street South, Thunder Bay, ON, P7B 2X2, and has leased a portion of property to RHEAULT DISTILLERY;

WHEREAS RHEAULT DISTILLERY submitted an Application to Amend the Zoning By-Law (the “Application”) to the Planning Services Division of the City of Thunder Bay on or around October 22, 2019;

WHEREAS, the Planning Services Division of the City of Thunder Bay circulated a Notice of Proposed Zoning By-Law Amendment for 77 Court Street South on March 6, 2020, per section 34(10.7) of the Planning Act, requesting agencies consider a Zoning By-Law amendment at 77 Court Street South, Thunder Bay, ON to:

Define a microbrewery as a building or part thereof used for the small-scale production of beverages including beer, wine, cider, and spirits.

Permit a microbrewery at this location.

Limit the size of the microbrewery to 1,500 square metres.

Establish that all emissions and vapours created by a microbrewery shall be wholly contained within the unit or discharged to the municipal sewer.

Establish any other related development parameters.

[a]nd to provide comments by March 27, 2020.

WHEREAS the following agencies offered no objections relating to the proposed amendment:

- o Realty Services Division
- o Parks & Open Spaces Section
- o Engineering & Operations Division
- o Lakehead Region Conservation Authority
- o Ministry of Transportation
- o Building Services Division
- o Community Economic Development Commission

WHEREAS Building Services offered additional building related comments and noted that the microbrewery (& potential eatery) must conform with and be aware of the City of Thunder Bay's Sewer Use By-law.

WHEREAS the only objector was Donald Axent, the President/CEO of Auto-One Car Care and Service Centre located at 80 S. Court Street, Thunder Bay, ON, P7B 2X4;

WHEREAS, the City of Thunder Bay ratified the Zoning By-Law Amendment in principal during the Public Meeting of June 15, 2020 in terms of the Report 69/2020 attached hereto as Schedule "A", which recommended a site specific Zoning By-law amendment to define and permit a "microbrewery" on 77 Court Street South, worded as follows:

THAT a Public Meeting having been held with respect to the application by Rheault Distillery, relative to LT 2 S/S WILSON ST OF PARKLT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT3 S/S WILSON ST OF PARKLT 2 S/S PEARL ST PL 95 1/2 PORT ARTHUR; LT 5, municipally known as 77 Court Street South, we recommend that the Zoning By-law be amended as follows:

1. That a "microbrewery" be defined as a building or part thereof used for the small-scale production of beverages including beer, wine, cider, and spirits;
2. That a "microbrewery" be added as a permitted use;
3. That the total maximum gross floor area of a "microbrewery" be set to 1,500 square metres; and
4. That the manufacturing component of a "microbrewery" be entirely enclosed within the building in which it is undertaken, such that emission from the production process of odours, fumes, noise, cinder, vibrations, heat, glare or electrical interference is not possible.

Subject to the following condition:

That prior to the passing of the amending by-law:

1. The subject property, as shown on Attachment "B", is designated as an area of Site Plan Control (SPC).

Unless otherwise rescinded or extended, this approval in principle shall be valid for a period of six (6) months from the date of ratification by City Council. Thereafter, the file shall be considered closed and a new application will be required if the condition to be fulfilled prior to the passing of the amending by-law has not been completed.

AND THAT the necessary By-law is presented to City Council for ratification.

ALL as contained in Report No. R 69/2020 (Planning Services) as submitted by the Development & Emergency Services Department.

WHEREAS By-Law 62-2020 “A By-law to amend By-law 100-2010 (The Zoning By-law) of The Corporation of the City of Thunder Bay (77 Court Street South)” was ratified by City Council.

WHEREAS Donald Axent appealed By-Law 62-2020 pursuant to subsection 34(19) of the *Planning Act* R.S.O 1990, c. P.13 on behalf of Auto-One Car Care and Service Centre to the Local Planning Appeal Tribunal (“LPAT”) with Notice of Appeal signed July 24, 2020 (the “Appeal”), bearing Case Number PL200284 and File Number PL200284;

WHEREAS the undersigned parties have agreed to the resolution, compromise and settlement of all disputes, claims and controversies among them as provided herein.

NOW THEREFORE for good and valuable consideration, the receipt of which is hereby acknowledged the parties agree as follows:

1. The Parties mutually agree to request that the LPAT issue an Order amending By-Law 62-2020 as follows:

- (1) Paragraph 1(1)(a) be replaced in its entirety with the following:

Definitions

“A CRAFT BREWERY is an establishment where alcoholic beverages are sold, or served to the public for a fee with or without food, and includes a micro-brewery or distillery for the production of such alcoholic beverages, provided that the microbrewery /distillery production portion does not exceed fifty percent of the gross floor area of the CRAFT BREWERY, and may include retail sales of products of the CRAFT BREWERY, a restaurant, a tasting room, outdoor patio and accessory support spaces.”

- (2) The word “MICROBREWERY” in paragraph 1(1)(b) be replaced with the word “CRAFT BREWERY”
 - (3) The word “MICROBREWERY” in paragraph 1(1)(c) be replaced with the word “CRAFT BREWERY”; and
 - (4) The word “MICROBREWERY” in paragraph 1(1)(d) be replaced with the word “CRAFT BREWERY

The remainder of the By-law wording is to remain the same.

2. The undersigned Parties agree to hereby release, acquit and forever discharge each other and their respective successors and assigns from all claims in law and in equity which the undersigned ever had, may have had or now have, or which their respective heirs, successors and assigns or any of them hereinafter can, shall or may have for or by reason of any cause, matter or thing whatsoever in particular including all matters directly or indirectly to the Application, the Appeal, or Schedule “A” as attached and as amended.

3. AND FOR THE SAID CONSIDERATION, the undersigned Parties agree that the LPAT Appeal Case Number PL200284 and File Number PL200284, in the Municipality of Thunder Bay shall be concluded upon the issuance of the above noted Order and no costs shall be awarded to any Party.
4. The undersigned parties acknowledge that in executing this Settlement Agreement and Mutual Release, they have carefully reviewed and had the opportunity to review the terms of this Settlement Agreement and Mutual Release, with counsel of their choice and are fully aware of the extent of their rights and obligations under this Agreement. The parties further agree that the language of this Settlement Agreement and Mutual Release shall not be construed presumptively against any of the parties to this Settlement Agreement and Mutual Release.
5. AND FOR THE SAID CONSIDERATION the undersigned represent and warrant that they have not assigned to any persons, firm or corporation, any of the actions, causes of action, claims, suits or demands which they release by this Release, or with respect to which they may agree not to make any claim or take any proceedings herein.
6. AND FOR THE SAID CONSIDERATION the undersigned further agree not to make any claim or take any proceeding against any other person or corporation who might claim contribution or indemnity under the provisions of any statute or otherwise from the corporations discharged by this Release.

This Settlement Agreement and Mutual Release shall not constitute an admission of any of the allegations against the other and shall not be considered as an admission of liability, wrongdoing or anything improper.

This Agreement contains the entire understanding of the parties, and there are no representations, warranties, covenants, or undertakings other than those expressly set forth herein.

The parties agree that this Agreement may be executed in two or more counterparts, each of which shall constitute an original and binding copy of this Agreement, albeit one and the same instrument. Executed photocopies of this Agreement shall be as binding as the original.

IN WITNESS WHEREOF, the undersigned have hereunto executed this Release by representatives duly authorized this ____ day of December, 2020.

SIGNED, SEALED and DELIVERED

) City of Thunder Bay
) Per:
)
)
)
) Mike Grimaldi
) *"I have authority to bind the corporation"*

) Rheault Distillery
) Per:
)
)
)
)
) *"I have authority to bind the corporation"*

) 1358983 Ontario Ltd. o/a MDM
Developers
) Per:
)
)
)
) Kevin McDowell
) *"I have authority to bind the corporation"*

) Auto-One Car Care and Service
Station
) Per:
)
)
)
) Donald Axent
) *"I have authority to bind the corporation"*

DRAFT ORDER

ISSUE DATE:

CASE NO(S): PL200284

PROCEEDING COMMENDED UNDER Section 34(19) of the Planning Act [R.S.O. 1990, c. P. 13], as amended.

Applicant(s)/Appellant(s): Rheault Distillery (Original Applicant) / Auto-One Car Care & Service Station (Appellant)

Subject: By-law 62-2020

Property Address/Description: 77 Court Street South

Municipality: City of Thunder Bay

Municipal File No.: Z-04-2020

LPAT Case No.: PL200284

LPAT File No.: PL200284

LPAT Case Name: Auto-One Car Care v. Thunder Bay (City)

1. The Tribunal orders that By-Law 62-2020, A By-law to amend By-law 100-2010 (The Zoning By-Law) of the Corporation of the City of Thunder Bay be amended as follows:

1. Paragraph 1(1)(a) be replaced in its entirety with the following:

Definitions

“A CRAFT BREWERY is an establishment where alcoholic beverages are sold, or served to the public for a fee with or without food, and includes a micro-brewery or distillery for the production of such alcoholic beverages, provided that the microbrewery /distillery production portion does not exceed fifty percent of the gross floor area of the CRAFT BREWERY, and may include retail sales of products of the CRAFT BREWERY, a restaurant, a tasting room, outdoor patio and accessory support spaces.”

2. The word “MICROBREWERY” in paragraph 1(1)(b) be replaced with the word “CRAFT BREWERY” ;

3. The word “MICROBREWERY” in paragraph 1(1)(c) be replaced with the word “CRAFT BREWERY”; and

4. The word “MICROBREWERY” in paragraph 1(1)(d) be replaced with the word “CRAFT BREWERY”

So orders the Tribunal.

BEFORE:

Name of Member:

Date:

TRIBUNAL REGISTRAR