

Algonquin Highlands Fire Services Master Fire Plan 2012-2017



**Algonquin Highlands Fire Services
November 2012**

ACKNOWLEDGEMENTS

It took a team of dedicated individuals to put this Master Fire Plan together. Their contributions throughout both phases of the master fire planning process are much appreciated. The Algonquin Highlands Fire Services and municipal Council would like to acknowledge and publicly thank them for their contribution.

PHASE ONE: November 2007 to July 2010

Steering Committee

John Hogg, Fire Chief
Lorne Mitchell, Chief Administrative Officer
Eleanor Harrison, Reeve
Carol Moffatt, Councillor
Diane Griffin, Councillor
Don Egan, Office of the Fire Marshal
Cynthia Hammond, Office of the Fire Marshal
Melanie Arsenault, Office of the Fire Marshal
Dennis Gannon, Office of the Fire Marshal
Clint MacKay, Ted Keown and Keith Thomas, District Chiefs

Working Committee

John Hogg, Fire Chief
Dennis Gannon, Office of the Fire Marshal
Don Egan, Office of the Fire Marshal
Clint MacKay, Ted Keown and Keith Thomas, District Chiefs
Ken Williams, Captain
Firefighters at all three Stations
Gary Monahan, Huntsville Assistant Chief and Training Officer

PHASE TWO: January 2011 to April 2012

Steering Committee

John Hogg, Fire Chief
Angie Bird, Chief Administrative Officer
Carol Moffatt, Reeve
Gord Henderson, Councillor
Don Egan, Office of the Fire Marshal
Melanie Arsenault, Office of the Fire Marshal
Vincent Liu, Office of the Fire Marshal

Working Committee

John Hogg, Fire Chief
Ted Keown and Keith Thomas, District Chiefs
Dan Flynn and Ken Williams, Acting District Chiefs
Ryan Reesor, Chief Training Officer

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EXECUTIVE SUMMARY

Introduction

Master Fire Planning is fundamental to managing a community's fire protection services. Developing and implementing a well thought-out plan provides not only the basis for understanding present and future fire risks to the community, but also a system for effective and efficient use of resources to control fire losses and fire protection costs.

Master Fire Plans should be considered a local fire protection 'blueprint' that addresses all local needs and circumstances while taking into account the community's financial capacity.

This report could well be considered a chronicle or progress report as much as a 'blueprint'. The full involvement of the District Chiefs in the complete process has been invaluable. Their insights and contributions into the identification of the risks, capabilities and the solutions to the service gaps were major factors in the planning process.

During the first phase, from November 2007 to July 2010, most of the original gaps were addressed and many of them closed. This report chronicles this first phase and then addresses the second phase of the planning blueprint.

Background

In late 2005, the Township of Algonquin Highlands Council chose to appoint a full-time Fire Chief and amalgamate the Stanhope Fire Department with the Sherborne et al Fire Department, the latter of which consisted of fire halls in Oxtongue Lake and Dorset. The new department was called Algonquin Highlands Fire Services. The Fire Chief's mandate was to deal with a range of issues facing the municipality, and to standardize training and general operations where appropriate. The mandate also included maintaining the unique identities of the existing volunteer halls, and preparation of an Algonquin Highlands Master Fire Plan for the entire Township.

In 2006, the Fire Chief contacted the Office of the Fire Marshal and enquired about information on the *"Shaping Fire-Safe Communities"* program. This province-wide program provides risk management strategies and tactics designed to improve upon fire safety. After reviewing the ten-step process, time commitments, and resources required, Council decided in late November 2007 to undertake the Master Fire Planning process, with assistance from the Office of the Fire Marshal.

A steering committee and working committee were each established, and the steering committee, in conjunction with the Office of the Fire Marshal, prepared the Terms of Reference for the project, which was approved by Council in April of 2008.

Objectives

The Terms of Reference was the key part of the process. It established the purpose and benefits of the Master Fire Plan, its background, scope, guiding principles, and critical success factors.

It established the recommended ten steps in the Master Fire Planning process:

1. Establishing planning context;
2. Establishing work teams;
3. Analyzing risk;
4. Evaluating risks and capabilities;
5. Preparing an action plan;
6. Developing strategies to implement Master Fire Plan;
7. Implementing the Master Fire Plan;
8. Monitoring and evaluating;
9. Benchmarking; and
10. Revising and updating the Master Fire Plan.

It also established an accountability framework, and identified roles and responsibilities of Council, the Fire Chief, the Office of the Fire Marshal and the steering and working committees.

Finally, it identified the deliverables and milestones for the project.

Areas Reviewed in the Master Fire Plan

The risk factors were developed by reviewing the Township of Algonquin Highlands demographics, operational issues, building stock, and special hazards within the coverage areas.

The capabilities of the Township of Algonquin Highlands Fire Services were then compared to the risk factors that had been determined. This provided the service gaps. Gaps were identified as high, medium, and low priority. In the simplest terms, the probability of occurrence was weighed against the probable impact to life safety and property within the Township.

The Community Risk/Capability Assessment segment addressed issues relating to occupant characteristic and behaviors, nature of use and fire safety behavior, nature of contents and fire load, construction methods, and materials, fire protection features, accessibility, exits and egress, exposures, and fire loss experience aspects.

The Organizational Risk/Capability Assessment segment addressed issues relating to response times, standards, guidelines and legislations, water supply, suppression, human resources, training, professional development and education, health and safety, equipment and apparatus, records and information management, and financial aspects.

Summary of Key Findings

Community Risk/Capability Assessment

There certainly were issues related to the demographic, and building stock profiles identified in the assessment. The low permanent resident base (80 per cent of the dwellings in the Township are seasonally occupied), the fact that the senior (65 and older) population in Algonquin Highlands is double the provincial average, and the population density (2.1 people per square kilometer, as compared to the provincial average of 14.1) were some of the more significant issues .

The preponderance of single-family dwellings is also relevant. Provincial statistics prove that children and seniors in private residences are at the highest risk from fire. While there are no institutional occupancies and few industrial occupancies in the Township, there are a few special risk properties identified in the assessment, including the Frost Centre, the Ministry of the Environment research laboratories, and the relatively large fire loads in each of downtown Dorset and Carnarvon. It was clear that preplanning, fire prevention activities, and public education would be critical components of the risk mitigation strategies. There were no significant concerns arising from the assessment of municipal fire loss profile. There were no significant capability gaps identified but there were opportunities to increase activities in dealing with these risks to strengthen departmental programs.

Projections of developments over the next five years show very little abrupt change but rather with continued evolution with larger cottage sizes, the steady increase in the back lot development, and a slow but steady population growth of approximately 2 per cent per year. There is no reasonable prospect of major change in industrial or institutional occupancies and only minor growth in mercantile occupancies. The only special occupancy, the municipal airport, may see growth and some increased traffic over the five-year period. That could result in the need for some minor upgrades to the department's firefighting capability in the future.

Organizational Risk/Capability Assessment

The assessment process was computer-based and the initial review identified a number of potential gaps and resulted in the identification of forty-two gaps; many interrelated in terms of impact and possible solutions.

Twenty-four gaps were deemed high priority; of those, ten directly and seven indirectly involved training issues.

Key Priority

There was unanimous agreement in both the working and steering committees that the first priority was to deal with the training-related service gaps and further, that hiring a Chief Training Officer would remove or mitigate over half the gaps identified.

It was also agreed that a recommendation be made to Council to implement it as a top priority before completing the whole Plan. Council approved the recommendation in September 2009.

There was a break from the Master Fire Planning process while the working committee focused on developing the Chief Training Officer position and undertook the interview and selection process, which involved the three District Chiefs.

Despite unanimous agreement on the most qualified candidate, the implementation of the Chief Training Officer position met some challenges: while it was very successful in Station 70 and Station 80, there was resistance and eventually withdrawal of service and resignations from several of the senior members in Station 60 Dorset. The management of these events delayed continuance of the planning process until early in 2010 which, in turn, resulted in splitting the development of the Master Fire Plan into two phases.

These factors resulted in an abnormally long development of the Master Fire Plan, however, it has resulted in a superior product with very high level of support and buy-in at all levels of the department. In fact, during the longer timeframe taken for this plan, many of the original gaps have been either closed or the significantly mitigated, and several new potential risk gaps have been identified in Phase Two.

Summary of Recommendations

The following is a summary of all of the recommendations developed in Phases One and Two to address the service gaps identified by the working and steering committees. Several gaps have already been addressed and the gaps closed or mitigated.

Section 7.0 of this report deals more fully with these recommendations; it discusses the gaps, the relevant analysis of options, the recommendations and the strategies to implement these recommendations, the action plans, the implementation schedule, and the status of each issue.

1. Hire a full time (30 hours a week) Chief Training Officer, reporting to the Fire Chief, with the same rank structure as district chief position (The CTO date of hire was July 1, 2010)
2. Standardize training in all three halls. Provide transferable lesson plans, training notes and guidelines, and proper documentation of training.
3. Work toward increasing the number of trainers/facilitators to allow a department wide certification.
4. Schedule training on a monthly, quarterly, and annual basis to ensure consistency, prioritizing of topics and identification of core topics.
5. Ensure a coordinated program of planning, implementation, and documentation of third party specialized training.
6. Develop and provide a specific Officer Development Training Program.
7. Develop a written departmental recruit training program.
8. Ensure an effective Rapid Intervention Team (RIT) protocol is developed and implemented to maximize the health and safety of the firefighters.
9. Develop programs to appropriately compensate firefighters for training time, especially those who are self-employed, to facilitate attendance at courses that require longer-term time commitments.
10. Ensure all firefighters responding to wildfires have received MNR SP103 and Air Support Training Programs as soon as feasible.
11. Develop a recommendation of specifically what space and facilities are required to satisfy the department's training needs in Dorset. Tie that recommendation, wherever possible, into recommendations number 36 and 38.

12. Develop a program that will increase the number, improve the quality, and the operational availability of Pre-plans for the Algonquin Highlands Fire Services.
13. Continue to stress the importance of the proper use of Personal Protective Ensemble (PPE) to enhance the health and safety of the firefighters.
14. Continue to ensure that the fire college-based Incident Management System [IMS] and incident command protocols are taught and used consistently throughout the department.
15. Monitor adherence to Operational Guidelines and encourage reporting of any potential improvements to them. Ensure the development of new guidelines in a timely manner as necessary.
16. Implement as much of the Ontario Fire Marshal's Guide to Recruitment and Retention (per the McCullough report) as is appropriate for a department of our size.
17. Ensure adequate maintenance activity through a comprehensive recording system of such activity.
18. Work with the Huntsville Fire Department and Point to Point to develop an effective, seamless emergency backup dispatch capability to provide paging and to way radio communication that meets NFPA standards.
19. Develop a system of automatic generator backup at all of the fire stations and communication towers. (Note: funding approval for this project, expanded to include other key Township sites, was announced June 9, 2009 and are now fully operational).
20. Increase Algonquin Highlands Fire Services' tanker shuttle capability.
21. Develop a system of water supply pre-planning using the same approach used for operational pre-planning.
22. Ensure the annual performance of the regulatory mandated inspections of SCBAs, N95 masks, fire hoses, and ladder integrity testing.
23. Ensure continued monitoring and reporting of the fire department's Air Management system to ensure continued compliance with CSA and Ministry of Labor standards.
24. Ensure that Algonquin Highlands Fire Services have a comprehensive, effective, full set of departmental administrative policies appropriate for managing the operation of a volunteer force.
25. Ensure relevant, accurate, and complete job descriptions are in place. Ensure a complete, relevant, and effective performance evaluation procedure, and a progressive discipline procedure is developed and implemented throughout the department as recommended in the McCullough report.

26. Identify appropriate amendments to By-law 05-29, a bylaw to establish and regulate the Township of Algonquin Highlands Fire Department and present to Council for their consideration.
27. Ensure there is an effective, written policy and procedure for promotions and another more comprehensive policy and procedure to deal with effective succession planning.
28. Develop an effective internal, two-way departmental communication system to improve awareness and interest in issues, programs, and developments.
29. Increase the priority, budget, and scheduled activities for public education in the area of fire safety and wildfire/urban interface issues.
30. Continue to use, on an ad hoc basis, the services of a consultant who has extensive background in fire inspections and explore the option of a more formalized contract arrangement, to address Fire Code retrofit compliance recommended in the McCullough report.
31. Address the bylaw issues related to fire routes, parking restrictions, and fire department emergency zones.
32. Develop a strategy to minimize the risks associated with derelict or abandoned buildings and the potential risks associated with hoarding.
33. Develop an improved method of obtaining reliable information on the locations of lightweight construction and solar power installations.
34. Promote life safety by seeking support from the Township of Algonquin Highlands in the requirement of working carbon monoxide alarms in all buildings that use fuel-burning appliances.
35. Ensure that the Algonquin Highlands Fire Services continues to comply with the Section 21 Guidelines in terms of policy and operating guidelines, including written monitoring procedures.
36. Ensure that Council has access to annual detailed, comprehensive long-range asset management and financial planning for the Algonquin Highlands Fire Services.
37. Manage the funding cycle associated with departmental PPE and SCBA requirements.
38. Develop a 10-year strategic plan of potential infrastructure requirements for the fire department.
39. Support any appropriate initiatives that affect the fire stations as part of any Township-managed and funded accessibility initiative.
40. Integrate FirePro set up and maintenance into the job description for the administrative support person position as recommended in the McCullough report.

41. Implement the recommendation from the McCullough Report to hire a part-time administrative support person as soon as possible.
42. Ensure that at least one member serving on the Township's Joint Health and Safety committee represents the fire department.
43. Continue to ensure that Health and Safety awareness has been established at all levels of the fire department and that finding and correcting safety risks is of the highest priority.
44. The Fire Chief and Officers will remain current, and deal with, changing standards and regulations affecting the fire service and the Township.
45. The Fire Chief and Officers will continue to review and keep current on developments in radio communication, and computer and Internet technology to ensure the fire department continues to have effective and efficient paging and dispatch systems in place.

Specific functional gap analyses may be found as follows:

Administration	7.44
Fire prevention & public education	7.12, 7.29, 7.30, 7.32, 7.33, 7.34
Fire suppression	7.8, 7.13, 7.14, 7.20, 7.21
Training	7.1 – 7.7, 7.10, 7.11
Fleet Review	7.20
Communication & Technology	7.17, 7.19, 7.28, 7.40, 7.45
Financial Implications	7.36, 7.37, 7.38
Operations, Personnel, Infrastructure, Bylaws	7.9, 7.15 – 7.17, 7.19, 7.22, 7.23 - 7.28, 7.31, 7.35, 7.39, 7.41, 7.42, 7.43

1.0 INTRODUCTION

1.1 Purpose of the Plan

The Algonquin Highlands Master Fire Plan (“the Plan” or MFP) addresses a number of issues. It:

- Determines the fire protection needs and circumstances of the Township of Algonquin Highlands, including fire risk, capabilities of existing fire service, and economic circumstances;
- Identifies options or opportunities for developing and delivering services through efficient and effective use of all available resources;
- Provides an implementation strategy and schedule to serve as a management or evaluation tool to ensure that goals that meet pre-determined standards are achieved within prescribed time frames; and
- Sets the framework to continue to monitor and evaluate the plan’s implementation, and revise it as required to ensure its viability.

1.2 Scope

The Master Fire Plan for the Township of Algonquin Highlands is designed to address current and anticipated community fire risks over a period of five years. Medical and rescue responses comprise a large proportion (75%) of the Algonquin Highlands Fire Services, and are incorporated into the Plan.

The Master Fire Plan addresses all aspects of the delivery of fire protection services, including:

- Governance,
- Emergency response,
- Fire prevention and public education (including inspections and investigations),
- Communications,
- Training and education,
- Equipment and apparatus, and
- Administration (including records management, general Policies, Operating Guidelines(OG’s), and Operating Policies (OP’s) that impact on identifying and assessing corporate risk).

1.3 Guiding Principles and Key Assumptions

It was important to the development of the Master Fire Plan that certain project assumptions be declared in order to assist committee members to remain clear about the services to be provided, and the services levels to be attained by the Township. The assumptions of the Plan were:

- That the following list of guiding principles were referenced throughout the design process:
 - Provision of a service that is accessible to the municipality;
 - Provision of a service that has appropriate quality assurances and accountability measures incorporated into its function; and
 - Provision of a service that responds to the changing needs and circumstances of the Township.
- That the committee members’ focus was on actions required to form an integrated fire service delivery system.

- That the organizational risk/capability assessment addressed issues relating to response times, standards, guidelines and legislations, water supply, suppression, human resources, training, professional development and education, health and safety, equipment and apparatus, records and information management, and financial aspects of Algonquin Highlands Fire Services.
- That the community risk/capability assessment addressed issues relating to occupant characteristic and behaviors, nature of use and fire safety behavior, nature of contents and fire load, construction methods and materials, fire protection features, accessibility, exits and egress, exposures, and fire loss experience aspects within the coverage areas of the Algonquin Highland Fire Services.
- That the organizational structure would include a staffing component that addresses community standards with response times that are appropriate to the needs and circumstances of the municipality.
- That the mission statement of the Township of Algonquin Highlands Fire Services is as follows:
“The primary mission of the Algonquin Highlands Fire Services is to provide a range of fire protection services to protect the lives and property of the inhabitants of the Township of Algonquin Highlands from the adverse effects of fires or exposure to dangerous conditions created by man or nature.”
- That the base response and staffing components of the organizational model should be reviewed against the results of the risk assessment, capabilities and gap analysis. They can then be used as a guide from which the rest of the Master Fire Plan can be developed.

1.4 Process

The development of the Master Fire Plan is following the Office of the Fire Marshal’s *“Shaping Fire Safe Communities”* process. This process is comprised of ten steps, as follows:

STEP ONE: Establish Planning Context

The first requirement of the planning process is to advise the municipal council of the need to develop a Master Fire Plan. The purpose of this step was to identify the fire protection needs and goals of the community, to assess the risk management work done to date, and to secure resources as well as Council commitment and approval to develop a Master Fire Plan.

STEP TWO: Establish Work Teams

Once Council approval/direction has been received, the next step was to establish work teams comprised of representatives from the various related disciplines and areas of expertise. This step includes developing Terms of Reference for the work team, establishing the roles and responsibilities of team members, defining the scope of the work, and developing a project plan that includes a schedule, a list of deliverables and timelines.

STEP THREE: Analyze Risk

Step three makes up the risk assessment phase of the Master Fire Plan. The purpose of this step is to identify and assess the fire-related risks in the community. This process involved gathering data, identifying risks and hazards, performing risk estimation and establishing risk priorities for all aspects of fire protection service, including medical and rescue responses.

STEP FOUR: Evaluate Risks and Capabilities

Step four made up the remainder of the risk assessment phase. The result of this step was the identification of any gaps that may exist between required and existing fire protection services.

STEP FIVE: Prepare Action Plan

This step involved the development of a range of options/solutions to address the gaps identified in step four. This process involved determining and prioritizing those options. The Plan, through the steering committee, listed and evaluated all of the options, and considered the operational impacts of those options. The action plan also includes a status report that outlines where the community stands in terms of addressing its current fire protection needs.

STEP SIX: Develop Strategies to Implement Master Fire Plan

Step six involves developing strategies to implement the options that were selected in step five. These strategies included a range of approaches based on the three lines of defense: public education, fire safety inspections and enforcement, and emergency response. More than one strategy may be developed for each of the options based on differences in resource acquisition and/or timelines. The purpose of this step is to select an appropriate overall implementation strategy, and to develop a document of selected programs and response capabilities that will receive municipal approval. Once Council approval has been obtained for the Master Fire Plan, the next stage will be to implement the plan. This involves completion of the remaining three steps in the ten-step process.

STEP SEVEN: Implement Master Fire Plan

The purpose of this step is to put in place the mechanisms that will operationalize the Master Fire Plan. These mechanisms include developing an implementation schedule, a communications strategy, and a tracking system to monitor the implementation based on projected timelines and deliverables outlined in the plan.

STEP EIGHT: Monitor and Evaluate

This step addresses the monitoring, evaluation and effectiveness of the Plan's implementation. The purpose of this step is to ensure that the risks identified in the Plan are being satisfactorily addressed through evaluation of program effectiveness, program delivery and performance measures. It is also important to monitor and identify changing local needs and circumstances that may necessitate revisiting and/or revising the Plan.

STEP NINE: Benchmark

The purpose of this step is to evaluate performance based on comparison with comparable peer groups. This step also involves identification of best practices that may benefit the Algonquin Highlands Fire Services. One valuable tool in this regard is the Ontario Fire Service Performance Measurement and Benchmarking System.

STEP TEN: Revise

Revision of the Master Fire Plan is an ongoing process that may include a review of all the previous nine steps. Its purpose is to promote continuous improvement through changed processes and programs that will ensure that the Master Fire Plan remains current, based on changing local needs and circumstances.

1.5 Responsibilities

The Fire Chief provided overall technical leadership and oversight in the development, implementation and management of the Master Fire Plan. The Fire Chief's responsibilities include:

- Providing overall leadership for the Master Fire Plan development;
- Identifying stakeholder groups and ensure that all stakeholders are provided with an opportunity to participate in the Master Fire Plan process;
- Identifying communities to benchmark with and facilitate this process;
- Assisting in the provision of information that work groups require to provide the committee with an overall view of their assigned responsibilities;
- Presenting information to Council about the progress, advice or approval for the Master Fire Plan;
- Assistance in the analysis of risk assessment and service provision information; and
- Advising workgroups on scope of duties.

The Office of the Fire Marshal assisted with development of Terms of Reference, including committee membership and respective roles and responsibilities, as a first step in the master fire planning process.

The Office of the Fire Marshal's responsibilities included:

- Facilitating the application of a comprehensive process, including risk assessment, capabilities assessment, and gap analysis through the application of risk management tools and resources to identify potential risks and to assist with identifying options and solutions;
- Assisting with analysis and interpretation of data from the risk assessment;
- Advising the municipality on the preparation of a status report to Council that outlines gaps and options;
- Assisting the municipality in determining an appropriate fire protection services plan by identifying and assessing options for efficient, effective and economical fire protection and prevention services;
- Providing technical support, advice and assistance as required by the Fire Chief and other municipal officials during the development and implementation of the Master Fire Plan;
- Participating in meetings and providing advice on developing reports and final planning documents;
- Assisting with research into best practices and experiences in other jurisdictions;
- Reviewing draft documents, as requested, and providing written comment; and
- Reviewing the final document and providing comment by letter.

The full approved Terms of Reference is included as **Appendix A**.

2.0 MASTER FIRE PLAN – PHASE ONE

2.1 Background

In late 2005, the Township of Algonquin Highlands Council chose to appoint a full-time Fire Chief and amalgamate the Stanhope Fire Department with the Sherborne et al Fire Department, the latter of which consisted of fire halls in Oxtongue Lake and Dorset. The new department was called Algonquin Highlands Fire Services. The Fire Chief's mandate was to deal with a range of issues facing the municipality, and to standardize training and general operations where appropriate. The mandate also included maintaining the unique identities of the existing volunteer halls, and preparation of an Algonquin Highlands Master Fire Plan for the entire Township.

In 2006, Council passed a resolution directing the Fire Chief to contact the Office of the Fire Marshal to officially request their involvement in facilitating the development of a Master Fire Plan, following their ten step development process. That was done and a series of meetings were held with the Ontario Fire Marshal's office. A steering committee and working committee were established, and after several modifications the steering committee prepared a draft Terms of Reference for the project. The working committee had already initiated step three, which is the risk assessment phase of the process.

Council adopted the official Terms of Reference for the development of a Master Fire Plan for Algonquin Highlands in April of 2008.

Both the working committee and steering committee met many times over the next eighteen and a half months, under the guidance of the Office of the Fire Marshal. Ensuring the volunteer District Chiefs involvement in every phase required evening meetings which extended the time span. Meetings were every few weeks rather than weekly.

2.2 Risk Analysis Approach

The risk analysis concentrated in three basic areas, all following the Office of the Fire Marshal's computer-based templates.

The first area reviewed was a statistical analysis of the Township and the fire department. This involved looking back several years and then looking forward to predict the next five years of growth, calls, and needs.

The second area that the committee reviewed was the organizational risks. The committee focused on the fire department operations in the areas of administration, fire prevention, public education, suppression, mechanical, communications, equipment and training. This part of the review was the most time consuming and generated the most discussion and debate. Attempts to involve all three districts in all of these activities were essential and most beneficial. The results were mixed, largely due to the nature of volunteerism and the ongoing difficulty volunteers had in finding the time to devote to this time-consuming process.

The third area reviewed by the committee was community risks, focusing on such things as the types of buildings, their use in terms of occupancy, and the hazards connected with the buildings, access issues, and people and fire load issues. Identifying the community risks was an easier process as there is less flexibility due to geography and pre-existing structures, and as a result the computer template was not

as beneficial in this area as it had been in the others. The solutions, therefore, focus primarily on fire prevention inspections, increased preplanning and public education.

2.3 Service Delivery Gap Identification

The committees then used the computer-based Risk and Capability Qualifiers to assess the department's capability to mitigate the identified risks, and as a result were able to identify a series of service delivery gaps.

In the initial review process, the same approach was used by the working and steering committees that is used by the Ministry of Labour in its reviews. That is, if a capability was not complete, effective, and department-wide and, where appropriate, in writing, then it did not exist.

The next step involved establishing a priority rating to each gap. The matrix assessed the possibility of the development of risks, the anticipated consequences, and their impact on life safety and property if it did occur. The matrix threshold for inclusion in the list of gaps to be dealt with was medium or high. If a risk had a very low possibility of happening and a very low impact, it received a low priority and was deemed out of the scope of the Plan.

The list of service delivery gaps approved by the steering committee is contained in **Appendix B**.

2.4 Development of Solutions to Service Gaps

The working committee's next task was to develop possible solutions to the gaps, which involved trying to identify the three best options, and proposed recommendations to the steering committee for inclusion in the proposed Master Fire Plan for Council's consideration.

Again the wisdom of ensuring there was input from the districts, and the District Chiefs was clearly demonstrated during this step (both in Phase One and Phase Two). The solutions considered ranged from simple to complex, short to long term and were certainly discussed vigorously.

3.0 GENERALIZED RISK ASSESSMENT

3.1 Community Risks & Capability Assessment

3.1.1 Geography and Demographics

The Township of Algonquin Highlands is situated in the northern quadrant of Haliburton County, and encompasses over one thousand square kilometers in size. Highway 35 is the main north-south route. The Township was created in 2001 with the amalgamation of the Township of Stanhope in the south and the Township of Sherborne, McClintock, Livingstone, Lawrence and Nightingale in the north.

There are three main geographic areas: Stanhope to the south, the hamlet of Dorset in the middle, and Oxtongue Lake at the far north end, on Highway 60, just west of the Algonquin Park West Gate.

Stanhope is a mixture of rural and recreational properties with a few small hamlet clusters and typical cottage related businesses and services. It includes hundreds of small lakes and half a dozen medium-size lakes; 35 per cent of the area is water. The area has very little cleared land, being primarily bush and mixed forest. Approximately 45 per cent of the land area is Crown land. The permanent population in the Stanhope district is approximately twelve hundred, with six thousand seasonal residents. During the peak summer season the total population, with campers, tourists and cottage resorts, is estimated at ten thousand. The peak winter weekend population is approximately five thousand.

The hub of the Dorset district is the hamlet of **Dorset**, serving as a social and civic center of a large rural and cottage area. The hamlet itself is approximately two kilometers square, but the total area of the district is approximately six hundred square kilometers, with a portion in the neighboring Township of Lake of Bays. Dorset itself straddles the boundary line between the Townships of Algonquin Highlands and Lake of Bays. The population is about four hundred permanent and over ten thousand seasonal residents. Many cottage properties are water access only. Approximately 75 per cent of the Township area is Crown land.

Oxtongue Lake is a small cottage and resort area with a permanent population of about two hundred, swelling to two thousand with seasonal residents. Approximately 85 per cent of the area is Crown land. There is no industry and the economy is dependent almost completely on tourism and tourism-related services. Highway 60 cuts through the middle of the Oxtongue Lake district. This is a relatively busy traffic corridor serving Algonquin Park, providing a route from North Bay to the Ottawa Valley. The potential for motor vehicle collisions in remote areas is high.

Table 1. Age Characteristics of Permanent Residents of the Township of Algonquin Highlands¹

Age characteristics	Total	% of Total Population
0-14	195	9 %
15-64	1270	59 %
65 and over	690	32 %
Total Population	2155	100 %

¹ Source: Statistics Canada, 2011 Census of Population.

Key Points

- The Township has a low permanent resident base, with an extremely high increase in seasonal residents in the summer and a secondary spike in the mid-winter period. This population fluctuation is a result of a heavy tourist industry and the cottager population in all three districts. Estimates vary, but a total summer population of 25,000 to 30,000 is not unrealistic.
- The percentage of children is lower at 9 per cent than the provincial average of 17 per cent.
- The Township is an attractive retirement destination for baby boomers/cottage owners. The median age is 57.6 versus 40.4 for the province.
- The senior population (65 and older) at 32 per cent is more than double the provincial average of 14.6 per cent. Virtually all live alone or with family. There are no long term care residences available in the Township.
- Another 22.3 per cent of the population is in the 55 to 64 year range compared to the provincial average of 12.7 per cent.

Concerns, Barriers and Risk Factors

Low Population Density

Algonquin Highlands has a population density of 2.1 persons per square kilometre compared to the provincial average of 14.1². There are some small clusters (Carnarvon, Dorset, and Oxtongue Lake) but much of the population is spread out over the many lakefront properties, many of which are water-access-only, and along the many side and back roads where there is a relatively lower income, poorer building maintenance, and more reliance on wood heat. These factors create increased challenges on public education programs and emergency response timelines.

Vulnerable groups / individuals

Vulnerable groups include seniors living alone in private residences, and troubled youths and sick children in camps. Provincial statistics prove that children and seniors in private residences are at the highest risk from fire. This is a major concern in Algonquin Highlands, particularly for seniors. Since 54 per cent of the population is 55 years of age or older, this potential for harm will continue in the future.

There are no group homes or special care residences in the coverage area.

Public Education Programs

There are no significant cultural or language barriers to public education in the community. However, the transient and seasonal nature of much of the population provides challenges in communication.

Within the permanent population there is a tradition of rugged individualism and self-reliance, that does not make acceptance of the messages any easier.

Since 80 per cent of the dwellings in the Township are seasonally occupied, there are special risks associated with the time vacant, the probable lack of awareness of fire danger, and the difficulty in designing public education programs that reach this segment.

² Statistics Canada 2011 Census

3.1.2 Economy

Algonquin Highlands as a whole does have some diversification in employers, but there are few large employers and no significant industry. The economy is dominated by seasonal tourist and cottage support service businesses. Forestry is a moderate contributor and farming is not a significant factor.

It is projected that, in general, the economy will continue to be stable. However, an underlying issue facing Algonquin Highlands is financial. Like other similar rural townships, a large percentage of revenue is based on property-taxes and transfer-payments, which are largely inflexible or out of their control. While there is no industry to slump, tourism is seasonal and sensitive to the general economy. Negative impacts will be transmitted through government cutbacks and adjustments.

As shown in Table 2, the tax base is largely from residential properties. There is a significant retiree population in the Township, on back road residences and permanent lakeshore property. While there is a moderate increase projected in demand from the baby boomers retiring to the cottages, it will be incremental rather than sudden.

Table 2. Algonquin Highlands Assessment Values (2008-2012)

Year	Residential	Commercial	Industrial	Managed Forest	Farmland
2008	\$ 997,065,900	\$ 8,563,479	\$ 550,566	\$ 1,244,935	-
2009	\$1,110,458,363	\$ 9,060,350	\$ 565,500	\$ 1,338,101	-
2010	\$1,216,888,241	\$ 9,388,296	\$ 580,434	\$ 1,829,658	-
2011	\$1,326,708,521	\$ 9,647,249	\$ 586,067	\$ 1,969,940	-
2012	\$1,441,461,875	\$ 9,732,025	\$ 600,500	\$ 2,179,600	\$ 134,110

Concerns, Barriers and Risk Factors

The lack of industry, predominance of the relatively low paying tourist industry, and the high percentage of retirement incomes results in a median income 18 per cent³ lower than the provincial average. The non-retired resident income levels are lower than this average. This has an implication for the quality of the building stock in the area. In many instances, adequate maintenance is difficult for some to achieve.

3.1.3 Building Stock

Table 3. Occupancy Profile		Occupancy Classification	# of Occupancies
Group A	Assembly		38
Group B	Institutional		0
Group C	Single family		4575
	Multi-unit residential		10
	Hotel / Motel		15
	Mobile Homes & Trailers		68
	Other		20
Groups D	Business & Personal Services		25
Group E	Mercantile		17
Group F	Industrial		31
Other occupancies not classified in OBC such as farm buildings. This includes farms with businesses, residents, outer buildings, and commercial.			5

³ Statistics Canada 2006 Census

Key Points

- There are a variety of occupancy types including several trailer parks, many rental cottages, several lodges, and many private cottages.
- The 2011 Census suggests that only 25 per cent of dwellings are occupied by permanent residents, thus only 25 per cent of the building stock is occupied year round. Much of it is waterfront property. Size varies widely, from 1,000 to 5000 square feet. The level of maintenance varies.
- In the north there is a larger proportion of older permanent homes. Almost all are of combustible nature and many are poorly maintained.
- While many of the larger residences are of reasonably recent construction, there is a significant portion of homes with older, combustible construction.
- The 2006 census shows the average value of private dwellings at \$300,947, compared to the provincial average of \$297,479.

Special Risk Occupancies/Properties

The Frost Centre, located on Highway 35 at St. Nora's Lake, is a very large complex and is currently shut down. It is alarmed but does not have a working hydrant or sprinkler system. When occupied, the facility created unique occupancy risks. It is remote from fire stations. A fully involved structure fire would pose a severe strain on department capabilities to contain it, even with mutual aid.

Carnarvon has several relatively large building loads, almost all of combustible construction. The gas station located at Highway 35 and 118 has a large propane silo. One dry hydrant has been installed, however winter water access is currently limited. Mutual aid and tanker shuttles would be required. Plans include the construction of at least one more dry hydrant, although available locations have some limitations.

Robinson's General Store is a major employer in Dorset and there are other, moderate employers across the road in Lake of Bays. A fire here would be a major impact to the community due to heavy occupancy involvement and exposure issues. While water is near, access could be complicated depending on fire location. Pre-planning is essential for this property.

The MOE research laboratory on Hwy 117 has many separate buildings and a wide range of potential hazardous materials on site at various time, including radioactive material. There exists at this location good maintenance and moderate alarm system and while pre-planning is underway, it needs to be increased.

Concerns, Barriers and Risk Factors

- There are very few buildings with sprinklers
- Many buildings are in remote locations, with over four hundred having only water access.
- Robinsons General Store and Zachary's, in Dorset, represent a potential large economic loss as well as presenting significant firefighting challenges.
- The location and size of the Frost Center make reducing fire loss extremely difficult.
- The large building stock, large propane installation, and the lack of adequate water access in the winter pose a risk in Carnarvon.

- The Ministry of the Environment laboratory in Dorset poses hazardous material concerns, as well as exposure issues.
- Many of the rental units, cottage resorts, lodges and restaurants may find it difficult to meet Fire Code provisions, both in Part 2 and Part 9 retrofit.
- There is a relatively large use of wood heat as primary or secondary heating source. The majority of residences are of combustible construction.
- There has been a recent surge in solar electric installations, which present significant challenges for responding firefighters.
- The increasing number of large, high-value residences in limited access locations present mixed challenges to the Fire Service. Alarm systems offer an opportunity to get on scene earlier in the fire's progress, but the use of lightweight construction drastically reduces the time before structural collapse.

3.2 Organizational Risks & Capability Assessment

Each of the three districts of AHFS continues to be served by its own station, each with a volunteer District Chief and a complement of volunteer firefighters. Currently, Algonquin Highlands Fire Services has approximately 57 volunteers.

At the same time that the County of Haliburton instituted a full 911 civic address system, Algonquin Highlands Fire Services consolidated full paging and dispatch service throughout the Township using a company called Peerless Dispatch, located in Port Sydney. Peerless also dispatches Huntsville and Lake of Bays Fire Departments. The 911 Primary Service Access Point for the Township is Northern Communications, located in Sudbury.

Policing services for Oxtongue Lake and Dorset are provided by the Huntsville detachment of the Ontario Provincial Police. Areas south of Dorset are served by the Haliburton Highlands OPP detachment located in Minden. Ambulance service follows the same basic format. In the north part of the Township, Emergency Medical Service (EMS) units are dispatched from Bracebridge, with ambulance stations located in Bracebridge and Huntsville. Areas south of Dorset are serviced by EMS units dispatched from Lindsay, with stations located in Haliburton and Minden.

In assessing risks within the Township, it has been appropriate to concentrate initially on each of the three districts: Stanhope, Dorset and Oxtongue Lake. The three districts are widely separated. Oxtongue is a fifteen minute response time from Dorset, while Dorset to Stanhope is a twenty-five minute response.

Dorset District

The Dorset district is served by Station 60, located in the hamlet of Dorset. It has approximately 16 volunteer firefighters. The station is well equipped, with a well-maintained pumper, tanker, rescue unit, medical response unit, and snowmobile and ATV support units. This station serves many lakes, with two large lakes having a significant number of water access properties. Because of this, they also operate a well-equipped, 21- foot fire boat.

Prior to amalgamation in 2001, the Dorset Fire Department received minimal municipal financial support. It had a very strong and formal Firefighters' Association, with virtually all the original equipment having been provided by Association's fund-raising activities.

The Township of Algonquin Highlands sells fire protection to the Township of Lake of Bays for coverage in the outlying areas of that municipality and, in turn, the Township of Lake of Bays is the main Mutual Aid resource in other areas served by Dorset Station 60.

Oxtongue Lake District

The Oxtongue Lake district is served by Station 70, located on Highway 60 in the hamlet of Oxtongue Lake. It has approximately sixteen volunteer firefighters and is well equipped with a pumper, rescue unit, and snowmobile and ATV support units. The Township of Lake of Bays Fire Department is the main Mutual Aid resource. Lake of Bays Station 20 works closely with this station, historically providing heavy extrication and tanker support.

Stanhope District

The Stanhope district is served by Station 80, located on North Shore Road just east of Highway 35 in the geographic Township of Stanhope. It has approximately twenty-four volunteer firefighters and is well equipped with a pumper, tanker, midi pumper, medium rescue unit, 20-foot marine unit, light rescue unit, and snowmobile and ATV support units. The neighboring communities of Haliburton and Minden are about fifteen to twenty minutes away and are the first mutual aid resource.

One unique feature of Stanhope, given its cottage country profile, is the Haliburton/Stanhope Municipal Airport. It services the County of Haliburton, is a major base for MNR firefighting operations, and can serve as a landing point for air ambulance service. It is active as a fly-in destination and has a full-time Airport Manager. Any future developments at the airport could necessitate some logistical changes such as an upgraded water supply to a dry hydrant system, a supply depot (foam, hose, and pumps) and better radio communication. It would require larger aircraft to have any major equipment impact. Activity created by more fly-ins, functions, and people can be handled on an evolutionary basis.

Photos and details of each of the station's apparatus and major equipment are provided in **Appendix B**.

Fire Loss Statistics

Table 4. Municipal Fire Deaths and Injuries

Municipal Fire Deaths and Injuries								
Occupancy Classification		2009		2010		2011		Total Deaths + Injuries
		Deaths	Injuries	Deaths	Injuries	Deaths	Injuries	
Group A	Assembly	0	0	0	0	0	0	0
Group B	Institutional	0	0	0	0	0	0	0
Group C	Residential	0	0	0	0	0	0	0
Groups D & E	Commercial	0	0	0	0	0	0	0
Group F	Industrial	0	0	0	0	0	0	0
Mobile Homes & Trailers		0	0	0	0	0	0	0
Other		3	0	0	0	0	0	3
Total Deaths / Injuries		0	0	0	0	0	0	3

Table 5. Municipal Property Dollar Loss

Municipal Property Dollar Loss								
Occupancy Classification		2008		2009		2010		
		# of Fires	\$	# of Fires	\$	# of Fires	\$	
Group A	Assembly	0	0	0	0	0		
Group B	Institutional	0	0	0	0	0	0	
Group C	Residential	5	\$303,000	2	\$190,000	3	\$320,000	
Groups D & E	Commercial	0	0	0	0	0	0	
Group F	Industrial	0	0		0	0	0	
Mobile Homes & Trailers		0	0	0	0	0	0	
Other		0	0	0	0	1		
Total		5		2		3		

Table 6. Response History

STATION 60 DORSET	2005	2006	2007	2008	2009	2010	2011
Response Type:							
Total fires	22	19	15	16	29	28	37
Medical	54	41	58	70	61	65	53
Motor vehicle collisions	11	8	11	6	3	7	7
Rescue, Hazmat	5	4	3	1	1	0	2
Hydro lines down	13	8	4	9	9	7	4
False alarms	10	12	7	10	16	15	9
Total Responses	115	92	98	102	102	102	84

STATION 70 OXTONGUE	2005	2006	2007	2008	2009	2010	2011
Response Type:							
Total fires	0	1	1	1	4	4	2
Medical	12	4	16	7	13	8	8
Motor vehicle collisions	4	5	7	4	6	9	4
Rescue, Hazmat	2	0	1	1	1	1	1
Hydro lines down	3	3	4	2	3	2	0
False alarms	1	2	2	0	1	1	3
Total Responses	22	15	31	15	28	25	18

STATION 80 STANHOPE	2005	2006	2007	2008	2009	2010	2011
Response Type:							
Total fires	19	21	27	14	12	8	9
Medical	35	48	49	73	77	76	86
Motor vehicle collisions	16	19	8	20	17	11	11
Rescue, Hazmat	8	8	2	4	5	2	4
Hydro lines down	7	17	7	6	6	4	8
False alarms	8	5	6	10	9	6	8
Total Responses	93	123	99	127	127	115	143

DEPARTMENT TOTAL	2005	2006	2007	2008	2009	2010	2011
Response Type:							
Total fires	41	46	43	21	29	28	37
Medical	101	93	123	150	151	149	147
Motor vehicle collisions	31	32	26	30	26	27	22
Rescue, Hazmat	15	12	6	6	7	3	7
Hydro lines down	23	28	15	17	18	13	12
False alarms	19	19	15	20	26	22	20
Total Responses	230	230	228	244	257	242	245

Key Points

There are no apparent trends in the fire loss experience in the last three years.

The fire service responds to approximately forty fire-related calls a year:

- Significant structure fires only account for three to five per year.
- The balance of the fire calls relate to smoke sightings, unauthorized daytime burning, brush fires, and vehicle fires.
- In recent years, downed hydro-line calls have been reducing. Hydro One has begun a program of upgrading their aging hydro-pole inventory.
- Medical emergencies remain the largest type of response for the Algonquin Highlands Fire Services.

Concerns, Barriers and Risk Factors

- There are no significant concerns arising from the fire loss profile.
- Public education may reduce the number of residential fires. An increase in the number of fire inspections of lodges would be beneficial.
- Very little can be done about the age of buildings, type of construction or the geographic dispersion of properties.
- The major risks of a larger building in Dorset, the water supply situation in Carnarvon, the Ministry of the Environment Laboratories and the Frost Centre continue to be valid concerns and need to be addressed.

4.0 TOP PRIORITY RECOMMENDATION

4.1 Key Finding and Recommendation

During this process it has become clear to both the working and steering committees that many of the small service gaps are inter-related and had some common solutions. The committees also recognized that it would be beneficial for Council to deal with some of these major recommendations, without waiting for the full compilation of the final report to Council.

As a result, Report FD-014-09 was presented to Council in September 2009 and approved for immediate implementation. This report is attached as Appendix D.

The recommendation was to *“hire a full-time certified instructor as a departmental Training Officer to develop, implement and maintain a comprehensive training program/schedule that positions the AHFS to meet and maintain the [service gaps identified in the districts and through the computer-based OFM planning model]”*

4.2 Implementation of the Recommendations

The working and steering committees dealt with developing a job description, establishing required qualifications and qualities of the Chief Training Officer, and undertaking the search and selection process. The selection committee invited the assistant Chief and Chief Training Officer for Huntsville Fire Department to join the committee to provide extra expertise and perspective. The District Chiefs were also directly involved.

There was unanimous agreement among the three districts that the candidate hired was the most qualified, however, implementation of the new training program acted as a catalyst to long-simmering discontent within senior members at the Dorset station and this resulted in withdrawal of service by some of the members.

Membership dropped from 11 to four, prompting Council to hire an experienced outside consultant to conduct interviews, determine the critical issues and make recommendations around how to prevent a similar situation from happening again.

The Fire Chief’s primary focus during this period was to ensure there was adequate fire service protection for public and to rebuild the station as soon as possible. The Lake of Bays Fire Department, the Lake of Bays and Huntsville Fire Chiefs, and the Algonquin Highlands firefighters in Oxtongue Lake and Stanhope stations stepped forward and cooperated in redeployment and back up support. These contributions and a tremendous effort by the remaining active Dorset firefighters helped provide ongoing service.

The benefits of the recommendations were clearly demonstrated, not only in Dorset, but throughout the department. There was a significant increase and improvement in training wherein Dorset members alone contributed 500 man hours of actual training versus 50 hours in the preceding 9 months. Other benefits included a host of improvements to the station infrastructure, and incredibly hard work and support by those members who stayed. As a result, the station has not only rebuilt its staff strength but also welcomed the roll-out of some key services that weren’t available before. The introduction of Ice

Water Rescue capability and the upgrading to emergency patient care protocols are two major examples. The current staffing level is now at fourteen versus the prior twelve, and further recruitment is expected.

Interestingly, many of the issues initially identified as service gaps were also identified in the McCullough Report. Council acted quickly in giving direction directly on many of those recommendations while integrating others into the Master Fire Plan development.

5.0 McCULLOUGH REPORT

The McCullough Report has been integrated into the Master Fire Planning process.

The report's Executive Summary is included in this section of the Plan. The full body of the Report is included in **Appendix E**.

Final Report and Recommendations on the Algonquin Highlands Fire Services Review E. A. McCullough, Retired Fire Chief

Executive Summary

A review of the Algonquin Highlands Fire Services and the resignation of seven personnel at Station 60 – Dorset, were conducted by the writer over a three week period in late November and early December 2010. A total of twenty-eight persons were interviewed with the Fire Chief and Chief Training Officer (CTO) each interviewed on two separate occasions and independent of each other.

All Station 60 – Dorset personnel who resigned were interviewed in addition to five of the remaining personnel at Station 60. Also, Chief Officers at Station 70 – Oxtongue and Station 80 – Stanhope were interviewed as well as two captains from each of Station 70 and 80. Additional interviews were held with elected officials past and present.

This report contains thirty-seven recommendations based on the input from those interviews, research of issues raised and legal requirements prescribed by the appropriate provincial legislation, municipal by-laws and “best practices” as recommended by the writer.

Amalgamation, and in particular „forced“ amalgamation, is never an easy process for those who have „history“ or immense pride of ownership in their respective independent communities. People can feel disappointment, slighted, and resentful by the amalgamation process. Smaller villages/municipalities believe they have been run over by larger municipalities and are often offended by the amalgamation process. Those frustrations may seem trivial to others, but are no less real to those most affected.

The recommendations included in this report are provided to the Algonquin Highlands Reeve and Council, the decision makers, in an attempt to move forward and enhance the fire services. The council and administration should strive to provide the very best in emergency services to the citizens and visitors alike.

Municipal fire services are unique in this province. Different provincial legislations dictate how the service is to be provided while the service is funded wholly by the municipality. Local needs and circumstances will determine what core services will be provided, and the level of those services. However, the legislation and regulations will dictate how the services should be delivered.

Municipal councils are in a unique situation where they must fund the service provided but have little input into how it is provided. Council does however, have the ability to determine the level of service.⁴

⁴ Level of Service includes activities provided – e.g. Ice/water rescue – land-based, water-based or in- water, hazmat – awareness, operational or technician etc.

The recommendations put forth in this report are summarized below; however they are described in greater detail in the analysis.

Recommendations

1. Implement the Office of the Fire Marshal's "Volunteer Firefighter Recruitment and Retention Program".
2. Initiate an immediate recruitment program for Station 60 – Dorset.
3. All volunteer firefighter recruitment to be handled by the office of the Fire Chief and/or the municipal staff in charge of human resources.
4. All new recruits to be assessed using a standard performance based criteria.
5. Incorporate "exit interviews" into the human resource policy.
6. Establish a formal township wide employee recognition program.
7. Institute an employee uniform which is used by the fire service as a whole.
8. The Fire Chief to develop Standard Operating Guidelines immediately.
9. Install computers in each fire station.
10. District Chief rank to be changed to the rank of Deputy Chief.
11. A new organizational chart to amend the existing one reflecting proposed changes as referenced in the Establishing and Regulating By-law.
12. Develop a "progressive discipline" protocol.
13. Hire a part-time administrative support person.
14. Amend the reporting relationship for the Chief Training Officer.
15. Appoint a Station Training Officer in each of the three fire stations.
16. Appoint a Public Education Co-coordinator/Fire Prevention Officer in each of the three stations.
17. All Algonquin Highlands Fire Service apparatus to be uniformly identified as Algonquin Highlands Fire Services.
18. All Algonquin Highlands Fire Service personnel to be issued uniform station fatigue shirts.
19. Reinforce the Fire Advisory Committee.
20. Reconvene the Master Fire Plan Committee to develop a final report in six months.
21. An AHFS Joint Health and Safety Committee be created.
22. Ontario Fire Code retrofit compliance be confirmed and enforced.
23. The Dorset Volunteer Firefighter Association website be corrected and updated.
24. Develop a uniform apparatus and equipment placement program.
25. All annual inspections, testing and maintenance of equipment be assigned to the respective Deputy Chiefs.
26. The Fire Chief is given authority and autonomy to manage fire services activities.
27. Station 60 – Dorset, long service employees be formally recognized by the Township of Algonquin Highlands.
28. Station 60 acting officers to be appointed by Fire Chief/Council.
- 29-31. Implement annual performance appraisals for all personnel.
32. "Ontario Fire Services Standards" to be distributed to all personnel.
33. All personnel to be trained and obtain a DZ drivers license with a few exceptions.
34. Multiple station response protocols to be developed and implemented.
35. All personnel to be trained in Section 21 – Firefighters Guidance Notes
36. Selected municipal officials to attend "An Essentials of Municipal Fire Protection – A Decision Makers Guide" sponsored through the Ontario Fire Marshals Office.
37. Update the Simplified Risk Assessment for the municipality

6.0 MASTER FIRE PLAN – PHASE TWO

6.1 Revised Terms of Reference, Steering Committee

The appointment of a new Fire Marshal brought about a change in the direction of the Office of the Fire Marshal (OFM) and OFM staff members were no longer to be involved in Master Fire Planning at the department level. Staff remained interested in reviewing the Plan and attended the first steering committee meeting at the start of Phase Two to deliver that message.

In the initial steering committee meeting of Phase Two it was determined that, given the interruptions to the planning process, several changes would be made: the Terms of Reference would be modified; the working committee's responsibilities would be curtailed; and the steering committee would concentrate on reviewing and making recommendations on the draft material from the original working committee's efforts.

The steering committee members were to be CAO Angie Bird, Councillor Gord Henderson, Reeve Carol Moffatt, with Fire Chief John Hogg as Chair.

6.2 Updated List of Service Gaps

One of the first steps of Phase Two was to develop an updated summary listing of the original service gaps - reflecting what had been addressed and what gaps still remained. Significant progress had been made in the training area since the hiring of the training officer; a complete set of Operating Guidelines had been produced, and good progress had been made in the development of standardized, forms, logs and reporting and moderate standardization of apparatus and equipment. The original list of service gaps had been reduced from 42 to 24. During the balance of Phase Two a few longer-term issues have arisen, been considered and are now included in the Plan

Algonquin Highlands Fire Services - Master Fire Plan Capability and Remaining Gaps Summary

Updated JUNE 2011

GAP	Phase One Summary	Priority	Phase Two Comments
<u>Training: Recruits</u>	There is no department-wide or even hall-specific dedicated training program for new recruits. Finding a way to bring recruits from all three halls would make it more feasible.	med	Second round under way. All three departments included in classes. Training focus on SCBAs, ladders, ropes and knots, nozzles, hose streams, driver training on light duty support vehicles. Formalized, written Recruit Training Program with time line benchmark sign-offs not yet established. To be developed by December 2012.
<u>Training: Compensation for training time</u>	Budget constraints hinder our ability to properly compensate firefighters for training time, especially those who are self-employed. As a result, not as many of our firefighters are attending the appropriate kind or number of required courses at the Ontario Fire College.	high	Still a gap issue. Some progress with point levels moved to \$17 in 2012 from \$14 in 2010. Further work required.

GAP	Phase One Summary	Priority	Phase Two Comments
<u>Training:</u> Facilities and equipment	Station 60 does not have adequate training facilities. There is a lack of department-wide training aids such as computers, projectors, and DVD programs.	med	Minor upgrades required still, computers in all stations, two of three with projectors, should improve screens in 2012, video camera purchased. EQUIPMENT NOT CONSIDERED A GAP. FACILITIES IN DORSET REMAINS A GAP. No acceptable training facility available within the station. Issue tied to larger issue of financing and long range facility planning.
<u>Training:</u> Retention and recruiting	There is a chronic shortage of firefighters throughout the department. This is most acute at Station 60 Dorset. The shortage is due to a variety of recruiting and retention issues including a lack of training, poor resources, no recognition, inadequate organization, conflicts over station wear, and leadership. Training is a key factor.	high	Training component of recruiting and retention strategy has been addressed. Organizationally still a gap. Need hall specific training officer to support Chief Training Officer (McCullough recommendation). Station 80 is achievable by the end of 2012. Station 60 staffing up to 12 and climbing. Reasonable expectation (after staffing levels addressed) to achieve target by end of third quarter 2012.
<u>Training:</u> Preplanning	Major risks to the community are generally known, and senior officers are aware of them, but written preplanning and training of same is not consistent. Rapid intervention, addressed previously, is affected by preplanning. Training is a perfect way to involve firefighters.	med	Preplanning program established. Still needs to be implemented. Major focus, last half of 2011-2012. Will take several years to complete. Still a gap.
<u>Operations:</u> Rapid Intervention Teams	There are not enough firefighters available to set up these teams early enough to meet safety requirements. The same goes for the safety officer, and often for accountability, too.	high	Still a gap. Staffing and geography an issue. Special teams, enhanced dispatch protocols required when systems changed to make it feasible.
<u>Operations:</u> Organization Structure	The structure of the current By-law doesn't include the Deputy Chief or the Assistant Chief, or administrative support of any kind. There are no designated number of Captains, and a large gap between Chief and District Chiefs. Paid versus non paid issues have had a major impact on the amount of Operational tasks have been transferred to the Fire Chief.	high	Still a gap to be dealt with within Fire Master Plan. Should be addressed in 2011 and 2012.
<u>Operations:</u> Health and Safety - Organization	The fire department is not included in the Township's Health and Safety Committee. Time and money have been issues.	high	Still a gap. Needs to be addressed

GAP	Phase One Summary	Priority	Phase Two Comments
<u>Operations:</u> Water supply planning and dry hydrant installation	A department-wide databank of water supply preplans is yet to be developed. Reliance on the knowledge of responding senior firefighters is required. Dry hydrant placements have been identified, but the time required to deal with the amount of government permits and red tape has held us back from installing them.	high	Progress made. Dorset hydrant repaired. Still a significant gap.
<u>Budget:</u> Reserves and Long range Financial Planning	There is a lack of appropriate long-term funding to serve this community's ongoing and future needs.	med	Unchanged, still a gap.
<u>Budget:</u> Apparatus, equipment replacement program	There is no long-term replacement program developed and approved. Acquisitions are on an ad hoc basis. There are inadequate reserves to serve this community's ongoing and future needs in this area.	med	Still a gap. Replacement scheduling required.
<u>Budget:</u> Public accessibility program	There is no money to implement the new requirements and there are inadequate reserves to rely on.	med	Unchanged, still an issue. But isn't a fire department specific issue. Needs to be addressed on a Township basis.
<u>Budget:</u> Tanker shuttle capability	No station is able to mount an adequate tanker shuttle for any moderate or major structure fire. There is too much reliance on mutual aid and it's often too late.	med	Station 60 tanker capacity increased to 3,000 gallons. Will help. Still a gap. Station 70 Oxtongue has no tanker. Station 80 Stanhope has a 1500 gallon tanker, and even converting Pumper 81 to a pumper /tanker they need to rely on other stations.
<u>Budget:</u> Air management System	A comprehensive program is being developed but we need to increase and standardize SCBA maintenance, fit testing, hydrostatic testing, and air compressor maintenance for the safety of the firefighters.	med	OGS and management system in place. Still needs refinement, but virtually removed as a gap
<u>Budget:</u> Dispatch emergency back-up capability	If Peerless Dispatch goes down, there is no radio capability for Algonquin Highlands/Dispatch, and no recordings are made. Huntsville is the back-up but can't reach our towers.	med	Won't be solved in 2011. Several alternatives being considered. Still a gap.

GAP	Phase One Summary	Priority	Phase Two Comments
<u>Budget:</u> Personal Protective Equipment (PPE) replacement program and funding	There is no long-term replacement program in place. Changing NFPA standards are increasing this problem. There are inadequate reserves to serve this community's ongoing and future needs in this area.	high	Still a gap to be addressed. Current NFPA Standard requires bunker coats and pants to be taken out of service after 10 years, <u>regardless of amount of wear.</u>
<u>Management:</u> Communication throughout the department	There is a lack of awareness of (and sometimes interest in) issues, programs, and developments within and among the three stations. There is no formalized communication system (email, text, blog, and website).	med	Advisory system established. Increased use of e-mail blasts, but still an issue and moderate gap.
<u>Management:</u> Fire routes	There is no Fire Route By-law.	low	Unchanged, still a gap.
<u>Administration:</u> Administrative support	30-40 % of Chiefs' time is spent on clerical work like simple administration and operations issues. There is limited to no administrative support for required forms and files, and the pressure is falling onto the firefighters.	high	Unchanged, still a gap. Issue identified in McCullough Report recommendations.
<u>Administration:</u> Information Management systems	Amalgamation and standardization is required. Computerization is virtually non-existent. Response records, training logs, personnel records, maintenance logs, standardized forms and inventory are currently all manual and inconsistent. The department – wide computer-based FirePro system is not effectively implemented due to staffing / financial issues.	high	Some progress - operating guidelines now part of FirePro. Training records should be loaded by year end. Still a major gap.
<u>Management:</u> Parking by-laws	There is no parking by-law.	med	Unchanged, still a gap. Fire route and "no parking" would be addressed by same by-law. Still a lower priority.
<u>Management:</u> Job descriptions, performance reviews	Existing job descriptions for Chiefs, officers and firefighters are not well known among the department. There is no written performance review program in place.	med	Still a gap that should be addressed, McCullough report recommendation.

GAP	Phase One Summary	Priority	Phase Two Comments
<u>Public Education</u> Issues: Smoke alarms, other initiatives	The department is not meeting its mandated public education requirements for smoke alarms. While there is some activity with cottage associations, it's not department-wide, consistent or planned.	med	Statement was exaggerated. Mandated requirements are being met, but more resources should be budgeted for, especially for the smoke alarm program. We should strive for more than the minimum mandated public education program. Should still be treated as a gap.
<u>Fire Prevention:</u> Fire inspections	There is a lack of fire inspection being done in the community. The department has neither the resources nor the expertise. The by-law program is not being met and is, in fact, barely meeting FPPA requirements.	high	Still a gap in terms of department objectives. Meeting mandated requirements. Budget in 2011 increased over 2010, but still requires further effort. Identified in McCullough Report recommendation. Still should be treated as a gap.

7.0 SERVICE GAP ANALYSIS AND RECOMMENDATIONS

This section of the Plan provides a brief analysis and review of the effect on the training gaps since the hiring of a full time Chief Training Officer (**Service Gap # 1**). It also looks at the work done during the various delays.

While the hiring of a Chief Training Officer has had significant and widespread impact and has resulted in many gaps being closed, some training issues remain.

This section identifies the major functional areas responsible for implementing the proposed solutions. The full analysis of the remaining gaps and recommended solutions are then shown.

Recommendations from the McCullough Report are integrated in to this section.

7.1 Hiring Full-Time Training Officer

Status: Closed. Efforts will be ongoing.

7.2 Training Standardized

The same training curriculum has been established in all three stations and comprehensive, transferable written lesson plans, training safety plans and training notes are located in all three halls and are used in all sessions.

Status: Closed. This work will continue in order to match needs as they arise.

7.3 Certified Instructors

The department now has associate instructors to train Fire College level Emergency Patient Care, Ice Water Rescue, Company Officer 1 and 2 courses.

Status: Closed. This training will continue as required.

7.4 Schedules

In consultation with the District Chiefs, the Chief Training Officer has developed an annual calendar that schedules training by topic, station, week, and month for the 12 month training cycle. It is available electronically and in hard copy. It provides for core subjects and specialized training. While constant adjustment is required, it provides a basic framework for the year and has been an effective tool in standardizing and upgrading training. Firefighters can make up for missed sessions by attending another station as appropriate.

Status: Closed. Efforts will be ongoing.

7.5 Specialized Training

Required specialized training is now consistently monitored, coordinated and documented on hard copy and will be stored on FirePro when the program is available. Much of the specialized training is now done in-house. Firefighters still attend Fire College for courses such as Flashover, Train the Trainer courses in selected curriculum subjects, and for other live burn training that requires specialized facilities.

Status: Considered closed. Will be complete when FirePro is available.

7.6 Officer Training

Officers are considered by the Ministry of Labor to be Supervisors under the Occupational Health and Safety Act and must be competent. They need to be adequately trained and the training must be documented.

This program is started but not yet completed: District Chiefs have completed Senior Officer Training at the Ontario Fire College, generalized Incident Command training has been delivered to all firefighters, and Company Officer Training has begun.

However, because flexibility is required in the volunteer fire service it's not realistic to leave Officer's positions unfilled until a candidate is completely trained. Therefore, the objective is to provide as much training as possible before appointments are made, in keeping with the Officer Promotion Policy, and to continue to provide much of the training in-service.

Recommendations: Develop an Officer Development Training Program for the Algonquin Highlands Fire Services.

Strategy: Ensure the program will satisfy the Ministry of Labour criteria, be achievable and meet the department's operational needs. Ensure the Officer Promotion policy is consistent with, and supportive of, the Program. The Fire Chief shall ensure the Chief Training Officer takes the lead in the project with management and operational input from the Fire Chief and District Chiefs.

Action Plan: The Fire Chief will ensure that an Officer Development Training Program for the Algonquin Highlands Fire Services is designed and implemented.

Implementation: The program is to be fully developed and approved in the first quarter of 2013 and phased in by the third quarter of 2013.

Resource Requirement: Staff time

Priority: High

Status: Gap

7.7 Recruit Training

Recruit training has been a priority in all stations, especially in Station 60 Dorset. Since the hiring of the Chief Training Officer, intra-station training has occurred many times and training has been intense and focused but it this focus on hands-on training hasn't allowed for the development of a formalized, written recruit training program that provides standardized bench marks and timelines.

Recommendation: Transform existing practice into a formalized, written recruit training program.

Strategy: A program will be developed that can be used for a single recruit or a class of recruits. It will include mandatory skill elements, benchmarks and timelines and tied to Probation. It will be firefighter and station-specific and will serve as a department-wide blueprint.

Action plan: The Chief Training Officer will develop the program with input from District Chiefs.

Implementation: 2012

Resource Requirement: Staff time

Priority: High

Status: Gap

7.8 Rapid Intervention Teams (RIT)

Rapid Intervention Teams (RIT) are required whenever firefighters are deployed in a hazardous environment, particularly when undertaking an offensive and “live entry” attack during a structure fire.

RITs need to be fully prepared and equipped to enter a structure if one of the interior teams get in trouble. They are to be in a basic standby mode and can only get involved in minor tasks that can be dropped at any moment. They need to be adequately trained and equipped.

During Phase One of the planning, it was recognized that it was very difficult for any department, especially a volunteer department, to be able to have the required number of firefighters on scene in the early stages to do what is required. The need was clear but the resources were not, so it was identified as a service gap.

One of the options considered included prohibiting offensive operations until the team was in place or commencing operations before the RIT was assembled only if a life was at risk. The other considerations centered on how to define when a team was required and how to get a trained and equipped team in place as quickly as possible.

The department has taken several significant steps to close the gap and while it's been successful, there is more that can be done, so it is still included in the Plan as a gap. We need to continue building on the steps taken to date.

Recommendation: Develop dispatch protocols, operating guidelines, training program, RIT equipment and adequate RIT deployment that can be integrated with appropriate operating mode at structure fires.

Strategy: Ensure Incident Command is capable of determining when an interior attack is warranted; ensure firefighters engaged in Interior Operations minimize the risks involved; ensure all fire ground personnel are aware of the presence and responsibilities of the RIT; ensure the RIT members are capable of effective, efficient and safe intervention; and ensure that effective communication systems and protocols are in place.

Action plan: The Fire Chief will ensure an effective RIT protocol is developed and implemented.

Implementation: To date, all three stations have been equipped with special RIT kits including equipment and tools, and general training has been conducted. An entrapment simulator has been built and used for training at all three stations. Incident Command Training has been carried out throughout the department with the issues of RIT identified. Operating guidelines have been written and distributed dealing with the issue. These efforts will be ongoing.

Some initial steps for accelerating automatic inter-station dispatch have been taken and the safety of firefighters has been stressed and integrated into training and guidelines. Working fire response protocols have been developed to expedite inter-station responses.

Simultaneous dispatch is not currently possible however dispatch and supplier reviews will be initiated by September 2012 to identify potential changes to the existing system.

Portable radios adequate for the safe performance of interior operations will fall within the next two budget cycles and radio and SCBA technology will be monitored for any opportunities.

Any viable solutions for this gap will be brought to Council in the appropriate budget cycle.

Resource Requirement: Staff time; enhanced dispatch and radio technology; annualized costs estimated at \$25,000 to \$35,000.

Priority: High

Status: Gap

7.9 Compensation for Training Time

Firefighters find it difficult to take time off work for specialized training at the Fire College especially when courses are several days long. Employers can be reluctant to give time off either with or without pay and for the self-employed this situation is even more difficult.

Recommendation and Strategy: Various options will be investigated for Council's consideration.

Action plan: The CTO will prepare and present more detailed recommendations to the Fire Chief following input from the District Chiefs.

Implementation: The Fire Chief will bring a report to Council when appropriate.

Resource Requirement: Staff time; increased training and other costs are estimated in the \$15,000 to \$20,000 range.

Priority: High

Status: Ongoing

7.10 MNR Training Requirements

The Township is mandated to enter into a contract with the Ministry of Natural Resources (MNR) to for wildfire fighting within the Township.

Recommendation: Meet the training requirements to the best of our ability.

Strategy: The Fire Chief will ensure that effective and adequate training continues through the spring; monitor its effectiveness and make any required adjustments to the delivery of SP103 in future years.

Action plan: The Chief Training Officer will review the course in detail and deliver the more essential elements of the Theory and Practical components. The computer-based self-learning module will be utilized and a refresher course will be developed that's suitable to the MNR's needs.

Implementation: The training was conducted in April and May of 2012 and the self-learning module is in place. The complete course and the refresher course for the 2013 and subsequent seasons will be integrated in our training curriculum and delivered in the March to May period of 2013.

Resource Requirement: Approximately \$8,500 in time, material and training compensation.

Priority: High

Status: Gap has been mitigated; efforts will be ongoing.

7.11 Training Equipment and Facilities

This gap initially consisted of two parts: training aids and equipment; and space and facilities.

The first part, training aids and equipment, and has been virtually eliminated. There are now computers in all stations which are loaded with all relevant training support material. Upgraded projectors and screens are in place, as well as extensive DVD libraries.

Space and facilities, however, are another issue. The Station 60 Dorset has limited effective space for training and more space is required. This gap is tied into discussions in Gap 36 and 38, which relate to future and even current apparatus concerns and the need for longer term strategic and financial planning.

Council is aware of the municipality's spatial challenges in both the fire hall and the Public Works garage in Dorset and in the 2012 budget created a Reserve to address the latter.

Recommendation: That Council, in consultation with the Fire Chief, continue to monitor the situation and seek any appropriate opportunities to address this need; that this be considered in the Strategic Plan that Council intends to undertake in 2013.

Priority: Medium

Status: Gap

7.12 Preplanning

Ongoing, comprehensive preplanning is required for areas of higher risk, vulnerable populations, larger values, areas and properties with special hazards. Properties with “special hazards” include derelict buildings, solar power installations, remote locations, and water supply issues.

To date, templates have been developed and pre-planning has been incorporated into training and it will become part of the Officer Program identified in Gap # 6.

Fire Prevention inspections are a major source of input into the pre-plan development. Key is allocating time for inspections and integrating the results into operations. There are times when pre-plans will show suppression or rescue will be so ineffective that public education, inspections and Fire Code enforcement are preferable.

Recommendation: The Fire Chief will develop a program that will increase the number, improve the quality and the operational availability of Preplans for the Algonquin Highlands Fire Services.

Strategy: Development of a standardized pre-planning template will be incorporated into the training schedule. A communication plan will ensure the information is readily available during an emergency response.

Action plan: Each district will identify and prioritize 40 risk issues that require preplanning. Ten pre-plans will be developed per station each year. FirePro will be used to create a database and a method will be developed to ensure the pre-plans are readily available for responding units.

Implementation: The template for the Preplan has been developed and the process started. The list of 40 will be reviewed by the Chief Officers and the first ten identified in August of 2012 with the balance completed by the end of July 2013.

The process will continue annually and will evolve with dispatch capabilities.

Resource Requirement: Significant staff and training time; upgrades to the Peerless Dispatch database would need to be coordinated with the other users of the system and will require significant programming expense. Completion may require \$30,000 to \$40,000 over the life of this plan.

Priority: High

Status: Good work done to date; still a gap.

7.13 Use of Personal Protective Ensemble (PPE) and other gear

The introduction of Operating Guidelines has virtually eliminated this gap.

Recommendation: Continue to stress the importance of the proper use of PPE.

Strategy: Fine-tune the Operating Guidelines; continue training and enforcing standardization; employ disciplinary measures for non-compliance.

Action plan: Ensure Officers lead by example. Ensure the proper gear is available at all times. Continue to stress safety during training.

Implementation: Ongoing

Resource Requirement: Staff time; funds for station wear, coveralls and PPE.

Priority: Medium

Status: Gap mitigated. Efforts will be ongoing.

7.14 Incident Command

At the start of the Fire Master Planning process, Incident Command was not consistently practiced at all three halls. It was identified as a training priority and to date, all three stations have received full Fire College-caliber Incident Command and Emergency Management training.

Recommendation: The Fire Chief will continue to ensure the Fire College based Incident Management System (IMS) and Incident Command protocols are taught and used consistently throughout the department.

Strategy: Officer training will incorporate the slightly broader Incident Management System up to and including multiple agency unified management training; monitoring of responses by Officers will continue; and Post Operational debriefings will highlight progress.

Action plan: Ensure debriefings are held; ensure the appropriate Operational Guidelines are adhered to throughout the department at all levels; ensure Peerless Dispatch staff incorporate the benchmarking system of AHFS into their protocols; and to ensure it is all recorded properly.

Implementation: Ongoing. It will always be part of the curriculum in the department, and it will continue to get extra priority in 2013.

Resource Requirement: Training time, fire college attendance in some cases and fire ground practice.

Priority: Medium

Status: Gap is effectively closed.

7.15 Written Operating Guidelines

This was identified as a significant gap both operationally and from a Ministry of Labour perspective because if OGs aren't in writing, they don't exist regardless of whether or not the correct procedures are followed.

Council supported the McCullough Report recommendation of developing a complete set of guidelines and this was completed on June 1, 2011. The following six months were dedicated to distributing them to the firefighters and District Chiefs for their review, sign-off and training.

Recommendation: The Fire Chief will monitor adherence to the Guidelines and encourage any potential improvements to them. New Guidelines will be developed in a timely manner where necessary.

Strategy: Ensure compliance and provide feedback to the Fire Chief and Chief Training Officer.

Action plan: The District Chiefs will ensure completion of the Implementation, Review and Revision Process and will ensure consistent enforcement.

Implementation: The District Chiefs will complete the Implementation Review and Revision Process by October 31, 2012. Changes will be processed and revised Guidelines distributed by December 31, 2012. The Guideline Committee will be in place December 31, 2013 and their recommendations will be available for review and approval Sept 30, 2014.

Resource Requirement: Significant staff and volunteer time cost.

Priority: High

Status: Ongoing activity, but the gap is closed.

7.16 Recruiting and Retention

Retention and recruiting are critical to the success of a fire department, however most volunteer fire departments are challenged in these areas. In the last two years Algonquin Highlands Fire Services has seen the benefit of new leadership combined with a significant increase in training, resources, recognition and organizational improvements, not to mention the increased enthusiasm existing members and new recruits.

The Office of the Fire Marshal has produced an excellent and very comprehensive *Guideline for Volunteer Recruitment & Retention – Strategies & Tools for a Successful Program*. Algonquin Highlands Fire Services has made use of some of strategies and tools in the last few years. The McCullough Report recommended implementation of the full program. To give an insight into the scope of the report, the Table of Contents has been attached as Appendix G. The McCullough Report also made a number of specific recommendations dealt with in the guideline which are included in Section 5.0 of this report.

Recommendation: The Fire Chief will ensure implementation of as much of the OFM's Guide to Recruitment and Retention (per McCullough report) as appropriate for a department the size of AHFS.

Strategy: The Chief Training Officer and District Chiefs will develop an implementation program identifying and prioritizing the appropriate strategies and tactics for the department complete with bench marks and anticipated time lines.

Action plan: A phased-in approach is required and will take at least two to three years to fully implement. This recommendation does not preclude specific obvious initiatives being acted upon in the short term (e.g. exit interviews, records management).

Implementation: The implementation of program will be completed for the Fire Chief's approval by the end of the third Quarter 2013. It is anticipated that some of the time lines will extend into 2015-2016.

Resource Requirement: Staff time; funding in some cases.

Priority: High

Status: This is an ongoing issue, but with current staffing levels it's not a gap.

7.17 Maintenance Activity and Recording Systems

It was identified post amalgamation and in the McCullough Report that there were several areas where there were no standardized forms, inadequate recording of maintenance activities and inadequate archiving of the information (computer data base).

There are now logs and documents in standardized form for virtually every activity and implementation continues. There has been no progress to date on computerization of the database, which will be dealt with administrative support.

Recommendation: The Fire Chief will ensure adequate maintenance activity through a comprehensive recording system of such activity.

Strategy: Standardized forms and procedures will be developed to adequately track maintenance and testing of apparatus and equipment, and ensure they are effectively managed.

Action plan: The Fire Chief will monitor use of the manual forms throughout the Districts by monthly checks to ensure they become part of the District routine. These records will be incorporated into the FirePro Management System when resources are available. The same process will be used for Training records (recommendation 7.2). Personnel records are to be centralized in the Chief's office and also incorporated into FirePro.

Implementation: This process is ongoing and full implementation into a database is anticipated into the first quarter of 2015.

Resource Requirement: Staff time

Priority: Medium

Status: This gap is closed in terms of written records but remains open in terms of computerization.

7.18 Dispatch System Back-Up Facility

There are concerns around our emergency backup facility if the current Peerless Dispatch Centre were to fail. Huntsville Fire Department has the capacity to take Algonquin Highlands' redirected 911 calls but they don't have the capacity to page Algonquin Highlands directly. In the past, they would try to contact us by telephone to let us know that dispatch was down but that resulted in us

needing to assign someone to the Stanhope hall to take phone calls, page firefighters and manage the radio. This course of action doesn't provide for the normal recording of benchmarks times. While this arrangement could be functional in the very short term it doesn't meet our needs or NFPA standards.

Options range from the status quo to a \$100,000 link tower to internet-based dispatch.

Recommendation: The Fire Chief will continue to work with Huntsville Fire and Point to Point to develop an effective, seamless emergency backup dispatch system that will provide paging and two way radio communication that meets NFPA Standards.

Strategy: In process.

Action plan: The Fire Chief will initiate discussions with Huntsville and Point to Point.

Implementation: A proposal will be included in the 2013 budget.

Resource Requirement: Staff (Fire Chief) time; costs should be in the \$7,500 range if new equipment is needed but could be less if inventory antenna and mobile can be retrofitted.

Priority: High, upgraded from Medium.

Status: Gap.

7.19 Power Outage Protection, Stations and Towers

Aging Hydro One infrastructure combined with increasingly severe weather patterns has increased the risk of interruptions to fire communications. Prolonged outages reduce the value of battery backup and our ability to recharge our communication equipment.

Recommendation: The Fire Chief will develop a system of automatic generator back-up at all of the fire stations and communication towers. (NOTE: Funding approval for this project, expanded to include other key Township sites, was announced June 9, 2009 and are now fully operational.)

Strategy: Use Infrastructure financing

Action plan: Project put out for tender. Managed by the Public Works Department.

Implementation: Completed

Resource Requirement: Infrastructure funding was received.

Priority: High

Status: Closed

7.20 Tanker Shuttle Capability

Despite the number of lakes in the county, many are not reliable sources to draw water for firefighting purposes. Often the only viable alternative is to shuttle water via tankers to a fire scene. The Risk Analysis recognized that no station is able to mount an adequate tanker shuttle

for any moderate or major structure fire. Algonquin Highlands Fire Services relies on mutual aid and that often involves time delays. This issue is tied into Gap #21, below, where the issue of increasing the number of reliable water sources through the construction of dry hydrants.

Since this gap was identified, Station 60 Dorset has acquired a new 3000 gallon tandem tanker which has had a significant impact on this concern. Current protocols have been expanded to include dispatching it to structure fires in other districts. That station also has 1200 gallons on its pumper.

Station 70 Oxtongue has 1000 gallons on its pumper but has no tanker and relies on Station 20 in Lake of Bays for Mutual Aid. Station 80 Stanhope has a 1500 gallon tanker, and even converting Pumper 81 to a pumper/tanker to facilitate delivering their 1000 gallons, they often still need to rely on other stations. When their tanker is retired, consideration will be given to upgrading to 3000 gallons.

Recommendation: Increase the department's tanker shuttle capability.

Strategy: Use improved response protocols, increased tanker capacity, reconfiguration of pumpers and an increase in the number of dry hydrants available as fill sites to increase our response capabilities to major structure fires and reduce our reliance on mutual aid.

Action plan: The Fire Chief will work with the Districts and Dispatch to develop automatic dispatch protocols for specified emergencies; increase the number of Dry Hydrants in the Township; and reconfigure pumper layouts to facilitate and speed up pumper hook ups.

A program will be developed as soon as is feasible to achieve Superior Tanker Shuttle Accreditations for the village of Dorset.

Implementation: Underway. Dispatch protocols involve cooperation with our Dispatch Service Provider and is an incremental process. A complete network of Dry Hydrants is a multi-year project.

Resource Requirement: Significant staff time; funding.

Priority: Medium

Status: Gap

7.21 Water Supply Planning and Dry Hydrant Installation

As stated previously, there are few reliable water sources in the municipality despite the number of lakes and rivers. A written list of proven drafting sites doesn't exist and the issue is further complicated by a variety of factors including geography, the inability to predict fire and the reliance on seasoned firefighters to know suitable drafting locations.

To date six (6) dry hydrant sites have been identified.

Discussion: All three districts have identified locations for hydrants, have included these projects in their budgets and purchased some material. None had been installed when the Risk Analysis

was done. Third party expertise in permit and design is available, but no resources have been budgeted.

Recommendation: The Fire Chief will work with the District Chiefs to develop a system of water supply pre-planning using the same approach used for operational pre-planning.

Strategy: A dry hydrant program with annual targets will be developed along with a preplan template to facilitate each District to identify winter and summer sites that can be incorporated into the Training Schedule.

Action plan: The Fire Chief will develop a standard Application approval that administrative staff can implement to expedite the process. Staff time and financial resources will be developed to prepare for and obtain necessary approvals from landowners, MNR, MOE and Oceans and Fisheries and to build and install hydrants.

Implementation: Two hydrants will be installed per year until the project completed.

Resource Requirement: Extensive staff design time; cost of \$5,000 to \$8,000 per hydrant depending on location.

Priority: High

Status: In 2011 and early 2012, extensive repairs have been completed and the Dorset Parkette hydrant has been upgraded and while only 5" it is fully operational. Longer range planning may include increasing the pipe size after targets are met for other locations. In addition one dry hydrant was successfully installed in Carnarvon, but the gap still exists.

7.22 Testing Programs, Monitoring systems

In Phase One, the committees identified that department-wide hose testing and fit testing were not in place. A hose testing unit had been purchased but the process was not built into an annual requirement.

However, by the end of 2011, hose testing was incorporated into the program and by early 2012 the majority of firefighters have been fit-tested with arrangements made for the remainder.

Recommendation: The Fire Chief will ensure that the regulatory mandated inspections of SCBAs, N95 masks, Fire Hoses and Ladder integrity testing is performed annually.

Strategy: More structure will be given to the program and it will be incorporate in to FirePro's scheduling module. This responsibility has been incorporated into the District Chief's check-off binders, which ultimately will be part of the FirePro Reminder notification protocol.

Action plan: The program will be monitored to ensure tests are done on schedule using routine reporting.

Implementation: Ongoing

Resource Requirement: Staff time; third party testing \$10,000 annually

Priority: High

Status: Gap effectively closed; work is ongoing.

7.23 Air Management Systems

A comprehensive, documented and monitored air management system for SCBAs is essential for firefighter safety. This includes proper training in the use and maintenance of the SCBA unit and proper use, certified maintenance and management of the air compressor system - all to CSA standards. This is an inspection priority for the Ministry of Labour.

To date, the operation guidelines have been expanded and upgraded, and the CSA training for the management and documentation of the process is underway. All three station's air bottles are now completely monitored, the hydrostatic testing requirements are met, the compressor maintenance schedules and air quality testing protocols are met. It's no longer a gap but anything can be improved and should be regularly monitored

Recommendation: The Fire Chief will ensure continued monitoring and reporting of our Air Management System to ensure continued compliance with CSA and Ministry of Labor standards to ensure the safety of the firefighters.

Strategy: Ensure testing protocols are followed on schedule including integration into FirePro.

Action plan: There will be a quarterly review of the compressor's documentation log at Station 80. A list of authorized users will be developed and those users will be properly trained to CSA standards.

Implementation: Ongoing. Training upgrades will be scheduled in 2013. Monitoring stays in place throughout MFP time frame.

Resource Requirement: Staff time, funding for inspections, filters, maintenance and CSA Training. Testing is \$1,000 annually. Training course is \$325 a participant.

Priority: High.

Status: Closed; ongoing activity.

7.24 Written Department Policies

At the start of the process, there was a lack of written administrative policies and several instances of inconsistent enforcement. In the interim, the Administrative Operating Guidelines covered some of the issues. A complete Progressive Discipline Policy has been developed and is awaiting review to ensure it is consistent with other Township policies. Drafts have also been prepared dealing with compensation, and the use of fire department assets. Further work with the Associations is required.

Many health and safety issues have been addressed, but remain unformalized.

Recommendation: The Fire Chief will ensure the Algonquin Highlands Fire Services has a comprehensive, effective set of administrative policies appropriate for managing the operation of a volunteer force.

Strategy: The Fire Chief will develop a complete set of written, department-wide administrative, health and safety, and human relations training and operational policies and consistently enforce at all three stations; and will ensure these policies are consistent with Township policies for Township staff and for Township activities.

Action plan: The Fire Chief will develop a Table of Contents of appropriate policies for an Administrative Policy Manual, and a Policy and Procedure Manual which will contain a section for policies and a section for the Operational Guidelines Review with the Township CAO to ensure consistency and relevancy before presenting to Council for Approval.

Operating Guidelines will be broken into three categories reflecting the importance of each. There will be some that are strictly enforced and aren't really guidelines (use of seat belts); others that are critical and where deviation would be acceptable; and a third that are truly guidelines.

Implementation: A scheduled time table of draft policies will be developed. Ongoing presentations to will be made to the CAO and Council with annual targets set and with a completed set of both manuals to be developed by August 2014.

Resource Requirement: Staff and Administrative time.

Priority: High

Status: Gap

7.25 Job Descriptions and Performance Reviews

Job standards and job descriptions are included with the Fire Services' Establishing & Regulating (E&R) by-law however they require updating.

Up-to-date job descriptions for Chiefs, Officers and firefighters are developed and well known among the department members. A written performance review program is to be developed and consistently administered throughout the department (per McCullough) and recommendation #16.

Recommendation: The Fire Chief will ensure that relevant, accurate and complete job descriptions are in place and that a complete, relevant and effective performance evaluation procedure and progressive discipline procedure is developed and implemented throughout the department.

Strategy: The Fire Chief will develop draft revisions to job descriptions, adopt appropriate evaluation and discipline systems and ensure they are utilized as intended. These will be consistent with Township policies and are approved by Council as developed. They will form part of the Manuals referred to in 7.24.

Action plan: The District Chief and Captain job descriptions will be done first, then acting officers and firefighters. A draft of the progressive discipline is available and awaits Township review.

Implementation: Job descriptions will be in place in September 2012; a draft of the manual Table of Contents and Performance Evaluation and Progressive Discipline will be developed by December 2012 and Council approval sought in the second quarter of 2013.

Resource Requirement: Fire Chief, officers and administrative time, cost of manuals.

Priority: High

Status: Gap

7.26 Establishing and Regulating Bylaw Amendments

The E&R by-law needs to be amended to more appropriately deal with issues facing the fire services.

Recommendation: The Fire Chief will make amendments to the by-law and present it for Council's review.

Strategy: Provide the senior District Chief with the authority to act in the absence of the Fire Chief. Provide the authority to respond to emergencies within Algonquin Park on Highway 60. Clarify the scope of services, especially which services are not provided. Update organizational chart. Correct minor inconsistencies within the body of the by-law.

Action plan: The Fire Chief will consult with the Clerk and Chief Administrative Officer on proper wording and protocol and work with steering committee to prepare proposed amendments.

Implementation: The amended by-law will be brought to Council during the first quarter of 2013

Resource Requirement: Staff and Council time.

Priority: High

Status: Gap

7.27 Promotion Policy, Succession Planning

Succession planning is difficult to define and publicize. There was and is a Promotion Policy and Procedure in place and it has been used in Stanhope and Dorset. However there is interest in it being formalized beyond the regular communication among the Chiefs and that it be integrated into department's overall management approach.

Recommendation: The Fire Chief will ensure there is an effective, written policy and procedure for promotions and another more comprehensive policy and procedure dealing with effective succession planning.

Strategy: The details and criteria for promotion planning will be standardized and a written policy will ensure it is applied consistently throughout the department and is consistent with relevant Township policy.

Action plan: The existing policy on promotions will be strengthened and the Chiefs will meet with the Fire Chief to achieve this goal. The Chief Training Officer, at least one District Chief and at least two other officers will seek out Township and OFM expertise to develop a program that will be consistent with Township efforts and will be appropriate for volunteers.

Implementation: The Promotion Policy will be completed by December 2012. The succession planning project will be ongoing and should be at least at the draft stage by the fall of 2013 and fully documented in the second quarter of 2014.

Resource Requirement: Significant staff and volunteer time.

Priority: Medium

Status: Gap

7.28 Departmental Communication

The department has three stations in distinct geographic areas with very little natural, direct ties with each other. There are almost sixty people with a wide range of interests, available time and personalities so it's extremely important to increase and maintain communication among stations and members.

Recommendation: An effective two-way departmental communication system will be developed to improve awareness and interest in issues, programs, and developments within the department.

Strategy: The system will employ a variety of both traditional and more up-to-date methods and will be consistent with Township policies.

Action plan: Chief Officers will set the objectives, the scope and limits of what is effective and acceptable. A written media policy will be developed.

The Chiefs will be tasked with developing proposals for a communication strategy to be approved by the Fire Chief. Once the objectives are set every effort will be made to implement specific initiatives before waiting for the complete program to be developed. Specific champions need to be identified and included in the program.

Implementation: Communication objectives and strategies and Policy to be completed by the end of the second quarter of 2013.

Resource Requirement: Staff time, champion and constant reminders.

Priority: Medium

Status: Ongoing

7.29 Public Education

Algonquin Highlands Fire Services currently has a Fire Prevention Policy and meets the basic requirement under the Fire Prevention and Protection Act (FPPA). The Township has a very low rate of structure fires compared to neighboring jurisdictions however efforts can and should be expanded beyond the minimum level called for in the FPPA.

Recommendation: Increase the priority, the budget and the scheduled activities for public education in the area of fire safety and wildfire/urban interface issues.

Strategy: The Fire Chief will develop specific written approved annual station and department - wide programs including expected outcomes.

Action plan: The District Chiefs will develop a program for inclusion in the 2013 budget with a 25% annual increase in activity going forward until a sustainable and effective level is reached.

Implementation: As outlined in the action plan, a public education section is to be added to the Fire Chief's monthly report to Council.

Resource Requirement: Staff time; cost of fire fighter participation, increased funding of \$4,500 to \$6,500.

Priority: Medium

Status: Gap

7.30 Fire Inspections

Fire Inspections, Code enforcement

Current activities meet FPPA requirements, but there is still a gap in meeting all of the fire prevention program contained in the by-law. Resources and expertise are important issues in closing the gap. The program in the by-law was essentially objectives rather than mandates or directives. Nevertheless the department should be striving to meet those objectives.

The Fire Chief has the most training and experience in fire inspections and currently conducts most of the inspections mandated by the Fire Marshal however more intensive training is required to undertake the more complicated inspections related to the required retrofit compliance in the Fire Code. It would take between two and three days a week devoted to fire inspections to meet the consultant's requirements and the full scope of our fire prevention program contained in the by-law. Court time and training time would be an extra time commitment.

The department currently uses, on an ad hoc basis, the services of a consultant who has extensive background in fire inspections. The Fire Chief conducts joint inspections periodically on the more complicated issues.

Recommendation: Continue with the status quo and work toward the goals recommended in the McCullough Report.

Strategy: The Fire Chief will adopt a phased-in approach and will continue to work with the consultant to ensure complaint or request inspections are performed, as required by the FPPA.

Action plan: The Fire Chief will develop a data bank of resorts, commercial sites, and specific sites of concern from the preplanning program and develop an action plan, with the consultant's input using a three year inspection cycle and develop a strategic approach to bring resorts and related operations into compliance with the Section 9.9 retrofit requirement as recommended by McCullough.

Implementation: The program would start in the fall of 2012. The data bank and target schedule would be completed during the winter for phased implementation in May of 2013. The department needs to be at the stage by January 2013 to provide budget requirements. The program will have specific and responsibilities defined. When appropriate an Inspection section will be added to the Fire Chief's monthly Report. McCullough Recommendation will require a five year period to get to the completed audit stage under Part 9.9.

Resource Requirement: Administration, Chiefs and contract time required. Funding in the range of \$12,000 in 2013 and rising to the \$15,000 to \$18,000 range in subsequent years (in consultant or staff time).

Priority: High

Status: Gap

7.31 Fire Routes, No Parking, Fire Department Road Access

The OFM risk assessment template identified that the Township and Fire Department have no legal authority to declare and enforce fire routes, "No Parking" in front of the fire station doors or any blocking of private roads. Fire Route and fire station "No Parking" signage is in place but towing or ticketing offenders is not an option.

Recommendation: Address the bylaw issues related to fire routes, parking restrictions, and fire department emergency zones.

Strategy: Consult Building & By-law Enforcement Department to consider the alternatives available to legally designate fire routes and other "No Parking" areas and to ensure Fire Department road access to emergencies is not impeded.

Action plan: Work with the Building & By-law Enforcement Department and Council to develop appropriate, enforceable by-laws to address the issues.

Implementation: Target to have the issues resolved by July 2013.

Resource Requirement: Staff, Council, possibly legal time.

Priority: Medium

Status: Gap

7.32 Derelict Buildings and Hoarding Issues

These are two issues that were not identified specifically by the working committee in the Risk Assessment phase, but are deemed of concern.

Recommendation: The Fire Chief will develop a strategy to minimize the risks associated with derelict or abandoned buildings and the risks associated with hoarding.

Strategy: The Fire Chief will consult with Chief Building Official/By-law Enforcement Officer to develop programs to safely and effectively respond to these situations. This program could include all three lines of defense-public education, inspections, and emergency response. It will address

the issue of cost recovery when special actions are taken to protect the public and firefighters while performing their duties, which include fire cause determination.

Action plan: The Fire Chief and Chief Training Officer will meet with Chief Building Official over the fall and winter of 2012 to initiate the review.

Implementation: Policy and Operating Guideline will be developed for integration into department training curriculum by April 2013. The existing by-laws will be reviewed and, if necessary, adjusted to provide legal authority for appropriate cost recovery for approval by Council in the first half of 2013.

Resource Requirement: Staff, legal, Council time.

Priority: Medium

Status: Potential gap

7.33 Lightweight Construction, Sprinklers and Solar Panels

Engineered, light weight construction in newer buildings is cost effective and very efficient except that it fails relatively quickly and unpredictably under fire. This, combined with larger buildings and the lack of required residential sprinklers, could result in firefighters responding to extremely dangerous situations that appear simple.

Pre-planning and effective incident command is essential, and the department is actively training with those scenarios but more information would be very valuable. It is even valuable to know which buildings have sprinklers when setting up our response.

Solar power systems are a rapidly developing and changing technology that threatens firefighter safety. Threats include system parts that remain powered, where and what types of shut off mechanisms are installed, and panel locations. As above, the department is incorporating as much as possible into the training and preplanning, but more and better information is required.

Recommendation: The Fire Chief will develop an improved method of obtaining reliable information on location of lightweight construction and solar power installations.

Strategy: All preplans will ensure construction hazards are clearly identified. Building departments in Algonquin Highlands and neighboring Townships will be consulted to develop a data base of solar installations and their designs. Work will be undertaken with other relevant Township Fire Departments to share the information. Operating Guidelines will deal adequately with these risks.

Action plan: The Chiefs will review the Operating Guidelines and ensure construction and solar power hazards are dealt with effectively. The Algonquin Highlands Building Department will be consulted to develop an information flow and work will continue with neighboring Chiefs to share information.

Implementation: This work will be ongoing with Guidelines as part of our ongoing Operating Guideline development protocol. Basic database development and information flow will occur during fall and winter of 2012-2013.

Resource Requirement: Staff time

Priority: Medium

Status: Gap

7.34 Carbon Monoxide Alarms

This concern was raised by the initial Risk Analysis and ties into our public education program. While regulation and control of wood burning appliances has reduced the incidence of fires, there remains a carbon monoxide emission risk with all fuel burning appliances.

The only reliable warning of danger is the use of carbon monoxide detectors. The distance of residences from advanced medical care and drug intervention increases the potential threat to life.

Recommendation: Algonquin Highlands Fire Services will promote life safety by seeking support from the Township of Algonquin Highlands to require working carbon monoxide alarms in all buildings that use fuel burning appliances.

Strategy: Work will be undertaken with the Building and By-law Enforcement Department to explore the issues involved and if viable recommend adopting the requirement for carbon monoxide alarms in such buildings.

Action plan: Exploratory meetings will be held.

Implementation: During the balance of 2012.

Resource Requirement: Staff, legal, Council time.

Priority: Medium

Status: Potential gap that should be mitigated.

7.35 Section 21 Compliance

During the original risk analysis phase, the concern was raised regarding the enforcement approach taken by the Ministry of Labor: that regardless of what else was being done, the department would be deemed to be in non-compliance unless all aspects of a safety issue were in writing.

Currently, with a full set of Operating Guidelines, improved maintenance documentation, extensive training documentation and policies, and written monitoring procedures in place we are effectively in compliance with Section 21 guidelines. Ministry of Labor inspections may still identify that no system is perfect and more can be done, so the department must be vigilant and

make every effort to monitor our safety efforts and continually monitor the ongoing revisions and additions to the Section 21 guidelines (Index shown in **Appendix J**).

Recommendation: The Fire Chief will ensure that Algonquin Highlands Fire Services is in compliance with the Section 21 guidelines, in terms of policy and Operating Guidelines, including written monitoring procedure.

Strategy: Safety will continue to be a high priority and it will be stressed that everyone has a responsibility to be vigilant and operate safely.

Action plan: The responsibility to adhere to the latest Section 21 guidelines will be built into job descriptions and the Chiefs will ensure continued enforcement of the spirit as well as the letter of the law in this regard.

Implementation: Ongoing

Resource Requirement: Staff time and scheduling

Priority: High

Status: Gap effectively closed.

7.36 Apparatus, Equipment Replacement Program and Funding

A long-term replacement program for apparatus or equipment has never existed, Reserves have traditionally been inadequate and acquisitions have historically been made on an ad hoc basis.

Recommendation: The Fire Chief will ensure that Council has regular access to detailed, meaningful long range asset management and financial planning for the Algonquin Highlands Fire Services.

Strategy: The Fire Chief will seek input from District Chiefs, the Chief Training Officer and industry representatives as well as seeking guidance and support from the Treasurer to ensure the most meaningful projections and plans are made. This will ensure effective management of the department and to provide the best possible information for Council's consideration.

Action plan:

1. Develop a projected ten year plan for apparatus replacement. Use it as a basis, along with depreciation estimates, to help identify appropriate annual additions to reserves;
2. Develop a similar ten year projection of anticipated replacement and upgrades to equipment, including but not limited to radios, pagers, extrication equipment, hose, nozzles, medical equipment. These projections to be used to assist in budgeting and where necessary reserves;
3. Explore feasibility with the Finance Department to implement a form of cost allocation based on usage, similar to that in effect for the Public Works Department to help reserve generation; and
4. Research the implications of a pager and radio leasing program as a way to keep up with technology and remove financial fluctuations.

Implementation: Annually to tie into the Township budgeting program.

Resource Requirement: Staff and Council time.

Priority: High.

Status: Gap exists. Work being done.

NOTE: These plans are estimates and projections and approval of the Master Fire Plan does not commit the fire department or Council to these specific expenditures. The normal annual budget development and approval process must still be followed. The first item in the Action Plan has been developed. A draft fleet replacement ten year projection has been completed for review as part of the MFP and is shown in **Appendix J**.

It indicates an average annual capital expenditure requirement of \$229,250 annually for the next five years, \$304,500 annually for the following five years, and \$268,875 annually for the total ten year period.

7.37 PPE Replacement Program and Funding

The National Fire Protection Association (NFPA) mandates that basic Personal Protective Ensemble (PPE) must be removed from active service after ten years, regardless of amount of use.

The NFPA also sets standard for maximum serviceable life of the Self Contained Breathing Apparatus (SCBA).

The amalgamation-era variances in PPE and SCBA have been addressed and all three stations have been brought up to standard however, these replacement costs continue to rise.

Recommendation: The Fire Chief will manage the funding cycle while ensuring that the department meets industry safety standards.

Strategy: A ten-year replacement program for departmental PPE and SCBA will be developed as will be an annual contribution to Reserves to smooth out the funding cycle and to ensure there are adequate Reserves to serve this community's ongoing and future needs in this area.

Action plan: Incorporate the projections into the Township's budgetary process.

Implementation: 2013 budget

Resource Requirement: Staff time and annual funding.

Priority: Medium

Status: Gap

7.38 Reserves and Strategic Financial Planning

There is a general lack of appropriate long-term funding to serve the community's ongoing and future needs and there are inadequate fire Reserves in place.

Recommendation: The Fire Chief will develop a ten-year strategic plan of potential infrastructure requirements.

Strategy: The Fire Chief and the Chief Officers will explore possible alternatives to meet their anticipated Infrastructure needs in the future and develop a ten year projection of possible alternatives needs and solutions in the Township.

Action plan: Ensure that the Fire Chief is represented in any future Township wide Strategic Planning initiatives to allow the Township to look for opportunities and obstacles with their strategic plans for ultimate review with Council.

Implementation: This work will come out of the Township's Strategic Plan.

Resource Requirement: Extensive staff time.

Priority: Medium.

Status: Gap.

7.39 Public Accessibility Program

During the initial stages of the planning process that there was an effort to include fire stations in the listing of buildings considered to be public buildings that required retrofit to meet public accessibility guidelines however, changes to the Provincial requirements have reduced the risk.

Recommendation: This a Township rather than a Fire issue.

Strategy: Algonquin Highlands Fire Services Support will support any appropriate initiatives that affect the fire stations as part of any Township-managed and funded accessibility initiative.

Action plan: Dependent upon requirements

Implementation: As required

Resource Requirement: Funding

Priority: Low

Status: Not a gap

7.40 Computer-based Information Management System

Standardization among the three stations has increased dramatically but an effective information management system is still needed.

A virtual private network (VPN) has been established, providing links to each station and the main computer, but the districts lack the training and possibly time to effectively utilize the system. The main computer is now relocated to the Township offices, and will shortly be linked to the VPN.

Time, staffing and other priorities have slowed the full departmental implementation of the program so there remains a major administrative effort to get it up and running effectively.

Recommendation: The Fire Chief will integrate Fire Pro set up and maintenance into the job description for the administrative support position as recommended in the McCullough Report.

Strategy: Ensure the setup, data loading and data maintenance is part of the administrative assistant job description. Quickly provide the required training. Response records, training logs, personnel records, inventory, maintenance scheduling and recording, honorarium calculations, fire inspection data base tracking should all be part of this computer-based management system.

Action plan: Fire Chief to work with CAO on Job Description, and to arrange training and ensure efficient scheduling of the tasks.

Implementation: As soon as approved and the staff member is available.

Resource Requirement: Staff and Administrative staff assistance.

Priority: High.

Status: An Information Management intern has been hired using a grant from HCDC and part of this person's duties is implementation of FirePro. The successful candidate began work on July 30, 2012.

7.41 Administrative Support

The lack of administrative support to the Chief and the District Chiefs was identified as a gap by the working and steering committee, and the McCullough Report recommended providing administrative support to both the Chief and the District Chiefs. Council concurred with the McCullough Report and directed it be considered as part of the Master Fire Plan process.

Recommendation: Implement recommendation from McCullough Report

Strategy: Hire a part time administrative support person as soon as possible.

Action plan: Fire Chief to work with CAO to develop a job description and determine the amount of time required and deal with logistics of location and supervision and scheduling

Implementation: July/August 2012.

Resource Requirement: Staff Time, Payroll, possibly office facilities.

Priority: High.

Status: Gap.

Status: An Information Management intern has been hired using a grant from HCDC and part of this person's duties is implementation of FirePro. The successful candidate began work on July 30, 2012.

7.42 Health and Safety Organization

The Fire Service does not have Joint Health and Safety Committee in place, nor is it part of the Township's Committee. The Fire Department has by far the largest "worker" base and is involved in potentially dangerous activities. It also operates the most equipment and vehicles. The special status of the Fire Service is recognized to some degree by the Ministry of Labor with the formation of the Section 21 Committee, established to provide specific fire Guidelines.

Recommendation: The Township's Health and Safety Committee will ensure the Fire Department is represented by at least one member of the Fire Department.

Strategy: At least one suitable candidate will be encouraged to consider joining the Township's Joint Health and Safety Committee.

Action plan: Define qualifications and training requirements (including costs), determine duties, ongoing time commitment and compensation involved. Communicate to all fire members of Council's approval of the plan and the requirements and expectations. Assist all three Stations in identifying candidates willing to serve on the Committee. Selection is to be made by the Fire fighters per regulations.

Implementation: As soon as approved.

Resource Requirement: Staff Time, training expense, compensation for time spent.

Priority: High.

Status: Gap.

7.43 Health and Safety Compliance

During the first planning phase there was inconsistent application of safety legislation and regulations between Stations and, on occasion, department-wide. The Municipal Health and Safety Association audit of the Township gave relatively high marks to the fire services, but those marks were lower than would be considered acceptable. There has been considerable progress during the Master Fire Planning process.

Recommendation: The Fire Chief will continue to ensure that Health and Safety awareness has been established at all levels in the Fire Department and also ensure finding and correcting safety risks is of the highest priority in the Algonquin Highlands Fire Services.

Strategy: Safety in training will be emphasized and the activities of the Joint Health and Safety Committee will be supported.

Action plan: The few remaining improvements are recommended elsewhere in the Plan and will be dealt with there.

Implementation: Ongoing

Resource Requirement: Vigilance and carrying out the recommendation in this Plan and in the McCullough report.

Priority: High.

Status: Not a gap.

7.44 Changing Standards and Regulations

It is difficult to remain current with the continuing changes in industry standards, new techniques and evolving federal and provincial regulations. This applies to administration, training and operations.

Recommendation: The Fire Chief will remain current and deal with changing standards and regulations affecting the Fire Service and the Township.

Strategy: The Fire Chief will ensure that adequate time is made available to devote to staying current and to deal with continued changes in industry standards, new techniques and provincial and federal regulations.

Action plan: Continue attendance at relevant seminars, conferences and other educational forums.

Implementation: Ongoing

Resource Requirement: Staff time

Priority: Medium

Status: Ongoing

7.45 Radio and Paging Communication Systems

The next five years will see changes in both technology and regulations in communications that will affect the fire service and many may become relevant to Algonquin Highlands. These changes include digital technology, frequency changes and internet-based dispatch.

Recommendation: The Fire Chief will continue to review and remain current on developments in radio communication, computer and internet technology; and ensure the Fire Department continues to have effective and efficient paging and dispatch systems in place.

Strategy: Devote adequate staff time to keep current.

Action plan: Ongoing consultation will occur with suppliers, with other Fire Departments and with other industry experts.

Implementation: Ongoing

Resource Requirement: Staff time

Priority: Medium

Status: Ongoing

APPENDIX A: Approved Terms of Reference of the Master Fire Plan

PURPOSE:

The master fire plan will address a number of issues by:

- Determining the fire protection needs and circumstances of the Township of Algonquin Highlands, including fire risk, capabilities of existing fire service, and economic circumstances;
- Identifying options or opportunities for developing and delivering services through efficient and effective use of all available resources;
- Providing an implementation strategy and/or schedule to serve as a management or evaluation tool to ensure that goals that meet pre-determined standards are achieved within prescribed time frames; and
- Continuing to monitor and evaluate the plan's implementation, and revise it as required to ensure its viability.

SCOPE:

The Master Fire Plan for the Township of Algonquin Highlands is designed to address current and anticipated community fire risks over a period of five years.

Medical and rescue responses comprise a large proportion (75 per cent) of the Algonquin Highlands Fire Services, and will be incorporated into plan.

The Master Fire Plan will address all aspects of the delivery of fire protection services, including:

- Governance
- Emergency Response
- Fire Prevention and Public Education (including inspections and investigations)
- Communications
- Training and Education
- Equipment and Apparatus
- Administration (including records management, policies/SOGs/SOPs that impact on identifying and assessing corporate risk)

GUIDING PRINCIPLES AND KEY ASSUMPTIONS:

It is important to the development of the Master Fire Plan that certain "project assumptions" be declared in order to assist committee members to remain clear about the services to be provided, and the services levels to be attained by, the township. The assumptions of the Master Fire Plan are as follows:

- The following list of guiding principles will be referenced throughout the design process:
 - *Provision of a service that is accessible to the municipality;*
 - *Provision of a service that has appropriate quality assurances and accountability measures incorporated into its function; and*
 - *Provision of a service that responds to the changing needs and circumstances of the Township of Algonquin Highlands.*
- Committee members will focus on actions required to form an integrated fire service delivery system.
 - The organizational risk/capability assessment will address issues relating to response times, standards, guidelines and legislations, water supply, suppression, human

resources, training, professional development & education, health and safety, equipment and apparatus, records and information management, and finance aspects focusing on the volunteer fire departments of the Township of Algonquin Highlands

- The community risk/capability assessment will address issues relating to occupant characteristic and behaviors, nature of use and fire safety behavior, nature of contents and fire load, construction methods and materials, fire protection features, accessibility, exits and egress, exposures, and fire loss experience aspects focusing on the volunteer fire departments of the Township of Algonquin Highlands.
- The organizational structure will include a staffing component that addresses community standards with response times that are appropriate to the needs and circumstances of the municipality.
- The mission statement of the Township of Algonquin Highlands Fire Services is as follows:

“The primary mission of the Algonquin Highlands Fire Services is to provide a range of fire protection services to protect the lives and property of the inhabitants of the Township of Algonquin Highlands from the adverse effects of fires or exposure to dangerous conditions created by man or nature.”

- The base response and staffing components of the organizational model should be reviewed against the results of the risk assessment, capabilities and gap analysis. They can then be used as a guide from which the rest of the Master Fire Plan can be developed.

PROCESS:

The development of the Master Fire Plan will follow the Office of the Fire Marshal’s “Shaping Fire Safe Communities” process. This process is comprised of ten steps, as follows:

STEP ONE: Establish Planning Context

The first requirement of the planning process is to advise the municipal council of the need to develop a Master Fire Plan. The purpose of this step is to identify the fire protection needs and goals of the community, to assess the risk management work done to date, and to secure resources as well as Council commitment and approval to develop a Master Fire Plan.

STEP TWO: Establish Work Teams

Once Council approval/direction has been received, the next step is to establish work teams comprised of representatives from the various related disciplines and areas of expertise. This step includes developing Terms of Reference for the work team, establishing the roles and responsibilities of team members, defining the scope of the work, and developing a project plan that includes a schedule, a list of deliverables and timelines.

STEP THREE: Analyze Risk

Step three makes up the risk assessment phase of the Master Fire Plan 10-Step process. The purpose of this step is to identify and assess the fire-related risks in the community. This process involves gathering data, identifying risks and hazards, performing risk estimation and establishing risk priorities.

The Municipality of Algonquin Highlands will identify all aspects of its fire protection service, which includes medical and rescue responses.

STEP FOUR: Evaluate Risks and Capabilities

Step four makes up the remainder of the risk assessment phase of the 10-Step process. The result of this step is the identification of any gaps that may exist between required and existing fire protection services.

STEP FIVE: Prepare Action Plan

This step involves the development of a range of options/solutions to address the gaps identified in Step Four. This process involves determining and prioritizing those options. This should be assembled in an action plan to be presented to the municipal council. The action plan will list and evaluate all of the options, and will consider the operational impacts of those options. The action plan will also include a status report that outlines where the community stands in terms of addressing its current fire protection needs. The purpose of this report is to receive direction from municipal council for selecting the options listed in the action plan. In some cases, municipalities may require an additional report that provides more details about the options.

STEP SIX: Develop Strategies to Implement Master Fire Plan

Step six involves developing strategies to implement the options that were selected from the action plan of Step Five. These strategies should include a range of approaches based on the three lines of defense: public education, fire safety inspections and enforcement, and emergency response. More than one strategy may be developed for each of the options based on differences in resource acquisition and/or timelines. The purpose of this step is to select an appropriate overall implementation strategy, and to develop a document of selected programs and response capabilities that will receive municipal approval. This may require attending council for direction and discussion.

Once council approval has been obtained for the Master Fire Plan, the next stage will be to implement the plan. This involves completion of the remaining three steps in the 10-Step process as follows:

STEP SEVEN: Implement Master Fire Plan

The purpose of this step is to put in place the mechanisms that will operationalize the Master Fire Plan. These mechanisms include developing an implementation schedule, a communications strategy, and a tracking system to monitor the implementation based on projected timelines and deliverables outlined in the plan.

STEP EIGHT: Monitor and Evaluate

This step addresses the monitoring, evaluation and effectiveness of the plan's implementation. The purpose of this step is to ensure that the risks identified in the plan are being satisfactorily addressed through evaluation of program effectiveness, program delivery and performance measures. It is also important to monitor and identify changing local needs and circumstances that may necessitate revisiting and/or revising the Plan.

STEP NINE: Benchmark

The purpose of this step is to evaluate performance based on comparison with comparable peer groups. This step also involves identification of best practices that may benefit the Algonquin Highlands Fire Services. One valuable tool in this regard is the Ontario Fire Service Performance Measurement and Benchmarking System, available at www.ofspmb.ca

STEP TEN: Revise

Revision of the Master Fire Plan is an ongoing process that may include a review of all the previous nine steps. Its purpose is to promote continuous improvement through changed processes and programs that will ensure that the Master Fire Plan remains current, based on changing local needs and circumstances.

Clear and measurable time frames will be established for the creation and subsequent implementation of the plan, once council approves it. The plan will be completed by the first quarter of 2009. Implementation completion date will be determined by the plan. The completion dates for each milestone are as follows:

Milestone	Completion Date
Review draft Terms of Reference	November 16 th , 2007
Presentation to volunteer firefighters	December 4 th , 2007
Begin collecting information for the data collection	January 7 th , 2008
Review Terms of Reference	January 9 th , 2008
Meeting with Chief Hogg to review the SFSC system	January 14 th , 2008
Attend a District Chiefs meeting and explain the SFSC system	January 31 st , 2008
Demonstration of the SFSC system to DC and volunteer's that will be involved with the process	N/A
Steering committee meeting	February 5 th , 2008
Working committee meeting – reviewing fire prevention	March 13 th , 2008
Steering committee meeting	March 26 th , 2008
Council meeting to approve Terms of Reference	April 17 th , 2008
Working committee meeting – reviewing communications & suppression	April 24 th , 2008
Steering committee meeting	May 1 st , 2008

The Fire Chief will provide overall technical leadership and oversight of the development, implementation and management of the Master Fire Plan. The Fire Chief will:

- Provide overall leadership for the Master Fire Plan development;
- Identify stakeholder groups and ensure that all stakeholders are provided with an opportunity to participate in the Master Fire Plan process;
- Identify communities to benchmark with, and facilitate this process;
- Assist in the provision of information that work groups require to provide the committee with an overall view of their assigned responsibilities;
- Present information to council about progress, advice or approval for the Master Fire Plan;

- Assist in the analysis of risk assessment and service provision information; and
- Advise workgroups on scope of duties.

The Office of the Fire Marshal will:

- Assist with development of Terms of Reference, including committee membership and respective roles and responsibilities as a first step in the master fire planning process;
- Facilitate the application of a comprehensive process, including risk assessment, capabilities assessment, and gap analysis through the application of risk management tools and resources to identify potential risks and to assist with identifying options and solutions;
- Assist with analysis and interpretation of data from the risk assessment;
- Advise the municipality on the preparation of a status report to council that outlines gaps and options;
- Assist the municipality in determining an appropriate fire protection services plan by identifying and assessing options for efficient, effective and economical fire protection and prevention services;
- Provide technical support, advice and assistance as required by the Fire Chief and other municipal officials during the development and implementation of the Master Fire Plan;
- Participate in meetings and provide advice on developing reports and final planning documents;
- Assist with research into best practices and experiences in other jurisdictions;
- Review draft documents, as requested, and provide written comment; and
- Review the final document and provide comment by letter.

PLANNING COMMITTEE STRUCTURE(S) AND RESPONSIBILITIES:

a) STEERING COMMITTEE

A Master Fire Plan steering committee shall be established, comprised of the following, as an example:

NAME	TITLE	RESPONSIBILITY
John Hogg	Fire Chief/Project Manager	Project manage the master fire planning process
Lorne Mitchell	CAO	Municipal Liaison
Carol Moffatt	Councillor	Council Liaison
Diane Griffin	Councillor	Council Liaison
Don Egan	Office of the Fire Marshal	Advise and assist through the SFSC program and the Master Fire Plan process.
Cynthia Hammond	Office of the Fire Marshal	Advise and assist through the SFSC program and the Master Fire Plan process.
Melanie Arsenault	Office of the Fire Marshal	Advise and assist through the SFSC program and the Master Fire Plan process.
Clint MacKay	District Chief	Assist with the Master Fire Plan process by identifying risks, capabilities, gaps, and develop options, recommendations and strategies.

Ted Keown	District Chief	Assist with the Master Fire Plan process by identifying risks, capabilities, gaps, and develop options, recommendations and strategies.
Keith Thomas	District Chief	Assist with the Master Fire Plan process by identifying risks, capabilities, gaps, and develop options, recommendations and strategies.

* All District Chiefs have an open invitation to attend any steering community meeting

b) WORKING COMMITTEE:

This working committee may establish sub-committees that will address risks and capabilities specific to the various wards, districts or fire department locations.

NAME	TITLE	RESPONSIBILITY
John Hogg	Fire Chief/Project Manager	Project manage the master fire planning process and assign tasks to members of the working team
Clint MacKay	District Chief	Assist with the Master Fire Plan process by identifying risks, capabilities, gaps, and develop options, recommendations and strategies.
Ted Keown	District Chief	Assist with the Master Fire Plan process by identifying risks, capabilities, gaps, and develop options, recommendations and strategies.
Keith Thomas	District Chief	Assist with the Master Fire Plan process by identifying risks, capabilities, gaps, and develop options, recommendations and strategies.
Other members depending on topic	Various/ Sub Committees	Provide expertise on certain categories by identifying risks, capabilities, gaps, and develop options, recommendations and strategies.

- Each sub-committee will provide the Fire Chief a summary report detailing the findings of their respective areas of concern (i.e. summary of risks flagged, Capabilities, identifying gaps, and develop options, recommendations and strategies.)
- Regular updates on the status of the master fire plan process will be provided to Council.
- The Township of Algonquin Highlands Fire Services and the steering committee will prepare agendas and maintain minutes for the steering committee.
- The steering committee will have regularly scheduled monthly meetings.
- The working committee will also have monthly team meetings to review risk analyze, capability assessment, gap analyze, and develop options, recommendations and strategies.

APPENDIX B: Initial Capability and Gaps Summary

#	GAP	DESCRIPTION SUMMARY	PRIORITY
1	Training: Standardization	There is a lack of adequate training standardization, transferable lesson plans, Training Operating Guidelines (TOGs), and documentation of training, and therefore we are not meeting required standards.	high
2	Training: Certified Inst.	There are only two Trainer/Facilitators for the entire department, and both are in #80 Stanhope. We don't have the ability to provide certificated training for the entire department, and therefore we are not meeting required standards.	high
3	Training: Schedules	There is no department-wide scheduling for training, either in-house or third party. This is complicated by different training nights among stations and training frequency, therefore no standardized training is occurring.	high
4	Training: Specialized	Required specialized training is not properly monitored, coordinated or documented. This includes: WHMIS, traffic control, AED, CPR, First Aid, Haz-mat, Ice rescue, Incident Command, Fire College, etc.	high
5	Training: Officers	There is no department-wide Officer Training and Development program in place, which makes it difficult to meet Ministry of Labor standards for Supervisors.	high
6	Training: Recruits	There is no department-wide or hall-specific dedicated training program for new recruits.	high
7	Rapid Intervention Teams	There are not enough Firefighters available to set up these teams early enough to meet safety requirements. The same goes for the Safety Officer, and often for Accountability, too.	high
8	Compensation for training time	Budget constraints hinder our ability to properly compensate Firefighters for training time, especially those who are self-employed. As a result, our Firefighters are not attending the appropriate kind or number of required courses at the Ontario Fire College.	high
9	Job Descriptions, Performance Reviews	Existing job descriptions for Chiefs, Officers and Firefighters are not well known among the department. There is no written performance review program in place.	med
10	Organization Structure	The structure of the current By-law doesn't include the Deputy Chief or the Assistant Chief, or administrative support of any kind. There are no designated number of Captains, and a large gap between Chief and District Chiefs.	high
11	Promotion, Succession planning	There is no comprehensive written promotion policy or succession planning. This is aggravated by the ongoing lack of personnel.	med

#	GAP	DESCRIPTION SUMMARY	PRIORITY
12	Incident Command	The Information Management System (IMS) is not fully understood by Firefighters and isn't implemented throughout the department. Actual implementation isn't standardized across the department and written guidelines aren't complete.	med
13	Written Operating Guidelines	Department-wide Operational Guidelines (OGs) are not adequate in the areas of Training, Administration, and Health & Safety. These are critical and many are in development.	high
14	Written Dept . Policies	Written, department-wide policies are not complete. There have been several instances of lack of consistent enforcement.	high
15	Training Facilities	Station 60 does not have adequate training facilities.	med
16	Training Equipment	There is a lack of department-wide training aids such as computers, projectors, and DVD programs.	med
17	Retention and Recruiting	There is a chronic shortage of Firefighters throughout the department. This is most acute at Station 60 Dorset. The shortage is due to a variety of recruiting and retention issues including a lack of training, poor resources, no recognition, inadequate organization, conflicts over Station Wear, and leadership.	high
18	Communication throughout the Department	There is a lack of awareness of (and sometimes interest in) issues, programs, and developments within and among the three stations. There is no formalized communication system (email, text, blog, and website).	med
19	Public Education re Smoke Alarms, other initiatives	The department is not meeting it's mandated public education requirements for Smoke Alarms. While there is some activity with cottage associations, it's not department-wide, consistent or planned.	med
20	Dispatch Emergency Back Up capability	If Peerless Dispatch goes down, there is no radio capability for Algonquin Highlands/Dispatch, and no recordings are made. Huntsville is the back-up but can't reach our towers.	med
21	Power Outage Protection, Stations and Towers	There is no systematic, automatic generator back-up at any of the stations or local towers. (NOTE: funding approval for this project was announced June 9, 2009)	med
22	Maintenance Activity and Recording Systems	There is a lack of standardized forms and procedures, some lack of documentation and no computerized system for the maintenance of activity, personnel and training records.	med
23	Preplanning	Major risks to the community are generally known, and senior officers are aware of them, but written preplanning and training of same is not consistent. Rapid Intervention, addressed previously, is affected by preplanning.	high

#	GAP	DESCRIPTION SUMMARY	PRIORITY
24	Tanker Shuttle Capability	No Station is able to mount an adequate tanker shuttle for any moderate or major structure fire. We rely too much on Mutual Aid and that's often too late.	med
25	Air management System	A comprehensive program is being developed but we need to increase and standardize SCBA maintenance, fit testing, hydrostatic testing, and air compressor maintenance for the safety of the Firefighters.	high
26	Apparatus, Equipment Replacement Program	There is no long-term replacement program developed and approved. Acquisitions are on an ad hoc basis. There are inadequate Reserves to serve this community's ongoing and future needs in this area.	med
27	Personal Protective Equipment (PPE) Replacement Program and funding	There is no long-term replacement program in place. Changing NFPA standards are increasing this problem. There are inadequate Reserves to serve this community's ongoing and future needs in this area.	med
28	Reserves and Long range Financial Planning	There is a lack of appropriate long-term funding to serve this community's ongoing and future needs.	med
29	Testing programs, monitoring system	Department-wide hose testing and fit testing are not in place.	high
30	Water Supply Planning and Dry Hydrant Installation	There is no department-wide databank of water supply preplans. We inappropriately rely on the knowledge of senior Firefighters. Dry hydrant placements have been identified, but there are no plans or sufficient long-range financial planning to install them.	high
31	Public Accessibility Program	There is no money to implement the new requirements and there are inadequate Reserves to rely on.	med
32	Fire Inspections	There is a lack of fire inspection being done in the community. We have neither the resources nor the expertise. We are not meeting the By-law program and are, in fact, barely meeting FPPA requirements.	high
33	Information Management systems	Nonexistent. Response records, training logs, personnel records, and inventory are currently all manual and inconsistent. There is no department-wide system implemented due to staffing issues.	high
34	Administrative support	30-40 % of Chiefs' time is spent on clerical work like simple administration and operations issues. There is limited to no administrative support for required forms and files, and the pressure is falling onto the Firefighters.	high
35	Fire Routes	There is no Fire Route By-law.	med
36	Cost recovery Administration	There is inconsistent administration of cost recovery from MTO, or for fines.	high

#	GAP	DESCRIPTION SUMMARY	PRIORITY
37	Parking By-laws	There is no Parking By -law	med
38	Section 21 Compliance	We are not in compliance with required Ministry of Labour regulations, especially in terms of written guidelines.	high
39	Health and Safety Organization	The fire department is not included in the Township's Health and Safety Committee. Time and money have been issues.	high
40	Health and safety Compliance	There is inconsistent application of legislation throughout the department. There is a lack of documented policies and procedures to satisfy legislation. Time and money have been issues.	high
41	Changing Standards and Regulations	It's very difficult to devote time to staying current and to deal with continued changes in standards and provincial requirements.	med
42	Consistent appropriate use of Personal Protective Ensemble, and other gear	There is a need to standardize what is worn to various calls, especially traffic and medical calls. Cultural and leadership issues are involved in this problem.	high

APPENDIX C: Fire Department Apparatus and Major Equipment

STATION 60 DORSET



Vehicle Type - Pumper/Tanker (61)

Year – 2002

Specifications:

- International 7400 DT530
- 840 gpm Pump
- 1200 gal. Water Tank

Equipment:

- 35 hp Portable pump
- 9 Air packs
- RIT kit / IMS
- Nozzles and appliances
- Hose load / Hard suction
- Ladders
- 1500 gal Porta-tank

Primary use - Frontline Pumper



Vehicle Type – Tanker (62)

Year – 2010

Specifications:

- International 7600
- 3000 gal. Water Tank
- 6x4 with differential lock

Equipment:

- 2 Volume portable pumps
- 1 18 hp pressure portable pump
- 2 x 2000 gal. porta-tanks
- Hose load, Hard suction
- 2 air packs

Primary use - Tanker



Vehicle Type – Medical/Support (63)

Year – 1999

Specifications:

- Ford F350 ambulance body
- 4x4 with trailer hitch
- Purchased used
- Mileage over 186,000km

Equipment:

- Primary medical equipment
- 3 Air packs
- Highway Traffic Safety Equipment
- Scene Lighting

Primary use - Medical response



Vehicle Type – Light Rescue (68)

Year – 1995

Specifications:

- GMC 3500
- 4x4 with trailer hitch
- Former utility truck
- Purchased used
- Mileage over 200,000km

Equipment:

- Secondary medical equipment
- Auto extrication equipment
- Scene lighting /generators
- 18 hp portable pump
- Chainsaw/vent saw
- Forestry equipment
- Ventilation fan (PPV)
- Thermal imaging camera

Primary use – Rescue support



Vehicle Type – Marine Unit

Year – N/A

Specifications

-Stanley

Equipment:

- PFDs
- Exposure suits
- Built-in radio

Primary use – Water access support



Vehicle Type - ATV

Year – 2003

Specifications:

- 4x4
- Single seat

Equipment:

- Multi-use trailer

Primary use – Remote access support



Vehicle Type - Snowmobile

Year – 2009

Specifications:

- Bombardier Rotax 800

Equipment:

- Rescue boggan
- Rescue sleigh
- Snowmobile trailer

Primary use – Remote access support

STATION 70 OXTONGUE LAKE



Vehicle Type – Pumper/Tanker (70)

Year – 2001

Specifications:

- Freightliner FL80
- 1050 gpm Pump
- 1000 gal water tank

Equipment:

- 4 air packs, Ladders
- Hose load, Hard suction
- Ventilation fan (PPV)
- Thermal imaging camera
- 18 hp pressure portable pump
- 1 volume portable pump
- 1500 gallon porta-tank

Primary use – Mainline pumper



Vehicle Type – Medical/Support (71)

Year – 1991

Specifications:

- Ford E350
- Ambulance body
- Purchased used
- Over 225 000 km

Equipment:

- Primary medical equipment
- 4 air packs, RIT kit
- Highway traffic safety equipment
- IMS
- Spare air bottles
- Generator
- Saws-all/chainsaw/vent saw

Primary use – Medical response/support



Vehicle Type – Light Rescue (75)

Year – 2004

Specifications:

- GMC Sierra
- ½ ton 4x4 with trailer hitch

Equipment:

- Auto extrication equipment

Primary use – Rescue/Towing



Vehicle Type - ATV

Year – 2008

Specifications:

- Bombardier
- 4x4 (2 passenger)

Equipment:

- Trailer (custom ATV)
- Forestry equipment
- Multi-purpose landscape trailer

Primary use - Forestry/remote access support



Vehicle Type - Snowmobile

Year – 2004

Specifications: Ski-doo

Equipment:

- Rescue toboggan

Primary use – Remote access support

STATION 80 STANHOPE



Vehicle Type – Pumper (81)

Year – 2003

Specifications:

- International 7400
- 1050 gpm pump
- 1000 gal of water
- A & B foam system

Equipment:

- 6 air packs
- 10 hp pressure portable pump
- 1 volume portable pump
- Scene lighting/generator
- Chainsaw
- Nozzles and appliances
- Hose load/Hard suction

Primary use – Mainline pumper



Vehicle Type – Tanker (82)

Year – 1994

Specifications:

- International 2654
- 1700 gal tank
- Built-in 18 hp portable pump

Equipment:

- 18 hp portable pump
- 1 air pack
- 2 1500 gal porta-tanks
- Hose load/Hard suction
- Wajax floater pump

Primary use – Tanker/water shuttle



Vehicle Type – Medical/Support (83)

Year – 1999

Specifications:

- Dodge Ram extended cab
- ½ ton 4x4 with trailer hitch

Equipment:

- Secondary medical equipment
- Forestry equipment\chainsaw
- Highway traffic safety equipment

Primary use - Medical/forestry/support/towing



Vehicle Type – Pumper (84)

Year – 2010

Specifications:

- International 4300 Durastar
- Quad cab
- 4x4 with trailer hitch
- 840 gpm pump
- 300 gal of water
- Class A foam system

Equipment:

- Primary medical equipment
- 18 hp portable pump
- Wajax portable forestry pump
- Nozzles and appliances
- Hose load/hard suction
- Ladders
- Ice water technical equipment

Primary use – Pumper/Medical/Initial response/IMS



Vehicle Type – Heavy Rescue (85)

Year – 1998

Specifications:

- International 4700 T444E
- Custom rescue body
- Walk-through galley

Equipment:

- Auto-extrication equipment
- Air bags
- Cribbing
- Vent saw/rescue saw
- Scene lighting/generators
- Ice water rescue equipment
- Forcible entry/hand tools
- Spare air bottles
- 4 air packs\RIT
- Spinal mobilization equipment
- Stokes basket/rope rescue
- Rehabilitation supplies
- Related support equipment

Primary use – Rescue/Support



Vehicle Type – Marine unit

Year – N/A

Specifications:

- 24ft Stanley landing craft

Equipment:

- Trailer
- Built-in radio
- PFDs
- Exposure suits

Primary use – Water access support



Vehicle Type - ATV

Year – 2005

Specifications:

- Bombardier 2-passenger
- 4x4 with winch
- Track kit installed (2010)

Equipment:

- Remote access related equipment
- Built-in radio
- ATV rescue boggan

Primary use – Remote access support



Vehicle Type - Snowmobile

Year – 1998

Specifications:

- Ski-doo
- 400 fan-cooled

Equipment:

- Enclosed snowmobile trailer
- Rescue boggan

Primary use – Remote access support

EQUIPMENT – ALL STATIONS



Equipment Type – Gas detector

Year – 2009

Specifications:

- MSA Altair 4
- Multi-gas detector

Equipment:

- charging and test stand

Primary use – Carbon-monoxide response



Equipment Type – Thermal Imaging Camera

Year – N/A

Specifications:

- MSA

Equipment:

- Charging station

Primary use – Fire suppression/safety



Equipment Type – Self-Contained Breathing Apparatus
38 packs total

Specifications:

- MSA Firehawk
- Heads-up display

Equipment:

- 30 min cylinders
- 40 total composite (35 steel)

Primary use – Firefighting/Safety



Equipment Type – Hose Testing Unit

Primary use – Hose pressure testing

* shuttled between stations as required



Equipment Type – Auto Extrication

Specifications:

- Hurst
- Low-pressure
- Tri-mode power packs (60 & 80)
- Single-line power pack (70)

Equipment:

- Rams
- Spreaders (60 & 80)
- Cutters

Primary use – Auto extrication



Equipment Type – Air Compressor and Cascade System

Primary use – Filling SCBA bottles

Location – Station 80 Stanhope

APPENDIX D: Council Report FD-014-09 Re Master Fire Plan Training Officer



STAFF REPORT TO COUNCIL

Department	Fire Master Plan Steering Committee	Staff Name	John Hogg
Date	Sept 3, 2009	Report Number	FD-014-09
Subject	Master Fire Plan Training Officer Report		

Background:

The Master Fire Plan review process has identified Training as both strength and an area that can and should be improved, and the improvements, if implemented can also lead to operational efficiencies in related areas.

As discussed in Report FD-005-09, as the working and steering committees worked through the planning process template a series of service gaps were identified. Some minor, some more important. One of the few benefits of the inordinate amount of elapsed time with the Plan development is the fact that during that time, work on the issues continued and many of the gaps were partially or fully dealt with.

Two things became obvious during the process. First, many of the gaps were related and possible solutions would often address more than one issue. Secondly there were a few high priority items that could and should be addressed during the process, rather than waiting for the full narrative report

Training was unanimously identified as a key issue and had relevance to issues /gaps identified in the organizational, operational, financial, administration and management areas.

There is much to be proud of in the Training area. While there is some variability between Districts the core service areas are strong, especially with the senior Firefighters. Medical training is quite well done. There is solid competency in the handling of emergency service in Motor Vehicle Crashes and now all three Districts are well equipped and trained in Extrication techniques. Station 60 and 70 should be proud of their efforts to try to compensate for the loss of a very enthusiastic and experienced Station Training Officer, John Ross two years ago.

What hasn't changed is the training frequency and structure from pre amalgamation. But there is also certainly room for improvement in the planning and recording of the training sessions. All three have different schedules that have worked reasonably well in the past, but the opportunity for improvement.

Station 80-Stanhope holds training from 7:00 to 9:30 pm (approx) every Monday night, with one every 8 weeks devoted to Association meeting and social night. One in four is fully devoted to maintenance checks, the other three to Operational Training.

Station 60-Dorset trains twice a month (usually the first and Third Tuesdays). They do truck checks each meeting from 6:30 to 7:30 and operational training most sessions to approx 8:30 /9:00 pm. They hold very structured Association meetings each session.

Station 70 Oxtongue Lake holds training twice a month with non compulsory sessions the other two weeks. Somewhat less structured, but vehicle and Hall maintenance is done well. They have an extensive library of interactive DVD's that form part of there training. Historically they have not trained during the summer months. The bulk of the Firefighters either, own, manage, or work at Summer Resort businesses and are unable to get free to train. Made possible by the relatively low call volume and the predominance of Medical calls in the District. (Total calls are approximately 20- 25 calls annually versus 110-125 annually for each of the other Stations).

All three Districts hold additional sessions for special, specialized training (CPR, AED, Live

Current Status: The following are the Net Gaps as identified by the Districts and identified through the computer-based OFM planning model

Net Gaps (inherent risks that weren't totally mitigated) included:

Training Standardization
Certified Training Instructors
Training Schedules
Specialized Training
Officer Training & Development
Recruit Training Program

Description of Gaps:

- Lack of adequate training amalgamation and standardization; not all lesson plans are transferable among departments; more training to meet Operational Guidelines required; documentation of training is not complete enough to meet MOL requirements;
- There are only two Trainer Facilitators in AH FD and both are in Station #80 Stanhope; lack of certified in-house training
- There is no department-wide scheduling of training, either in-house or third party
- Specialized training requirements should be monitored more completely and the Department would benefit by more consistent and complete coordination. This training includes such vital education as WHMIS, Traffic Control, AED, CPR, First Aid, Haz-Mat, Ice Rescue, Incident Command and courses at the Ontario Fire College.
- We haven't been able to put department-wide, specific Officer Training or development program in place (manpower and Budgets are issues).
- The Chief and the District Chiefs can't devote enough time to address these issues; each station has a Station Training Officer on a volunteer basis but the results of this system are mixed.

Requirements:

The standards and quality of service for the AHFS is clearly set out in the Algonquin Highlands Fire Services By-law #29 and the FPPA. The NFPA Training Standards are considered to be the Fire Services Acceptable Practice in training firefighters.

A municipality's responsibility and accountability for the health and safety of its workers is clearly set out in Sections 21, 25, 26 and 27 of the Ministry of Labour's Occupational Health and Safety Act. While we have many improvements in training over the last few years, like many other Fire Departments and Municipalities in Ontario AHFS hasn't been able to be fully compliant with these Standards.

Impact:

The potential impact of continued inability to meet these requirements includes worker safety issues, Township and Councillor personal liability, public protection and service provision possible shortfalls. Results could include injury, fines, forced compliance, corporate or personal lawsuit, and in rare but extreme circumstances, loss of life or property.

Solution Option #1:

Hire a full-time, Certified Instructor as a Departmental Training Officer to develop, implement and maintain a comprehensive training program/schedule that positions the AHFS to meet and maintain the requirements noted above.

This person would undertake a variety of training-related administrative duties as well. The anticipated cost of this position is \$35,000 - \$40,000 per year, and would be governed in accordance to existing employment and wage policy.

It is anticipated that several other gaps that relate to Training and Operations and Administration will be addressed and largely mitigated by the implementation of this position thereby reducing the risk of liability and regulatory penalties.

Solution Option #2:

Implement a contract position for the duties of a Departmental Training Officer for 18 to 21 hours per week to develop, implement and maintain a comprehensive training program/schedule that positions the AHFS to meet and maintain the requirements noted above.

This person would undertake a variety of training-related administrative duties as well. The anticipated cost of this position is \$20 - \$22 per hour for a total of \$18,720 to \$24,050 for the first full year.

An increase in hours is expected over a period of five years at which time a full-time position will exist.

This person would prioritize the gaps as noted above and set up an incrementally comprehensive training program that would not only be taught at each hall by the existing Station Training Officers but would also work toward the integration of the three halls for training purposes.

A third party would be hired for specialized training that is beyond the available hours and expertise of the person hired.

It is anticipated that other gaps that relate to training will be addressed and partially mitigated by the implementation of this position.

Solution Option #3:

Continue on with existing volunteer Station Training Officers and try to increase the qualifications of each volunteer, the amount of time each can dedicate, and the coordination of training with Chief and District Chiefs. As is being currently experienced, this is difficult due to the nature of volunteerism and has resulted in the gaps currently identified through the master planning process.

Steering committee Recommendation:

Given that the intent of the Master Fire Plan is to provide the best option going forward into the future, the steering committee recommends that Option #1 be adopted.

The immediate implementation of this recommendation will not only address the requirements and risks noted above, but will also facilitate the implementation of many of the remaining gaps which contain a variety of training-related components.

The assignment of training-related administrative and programming duties to this position will more appropriately align the Chiefs and District Chiefs with their required duties, and has resulted in the gaps currently identified.

Respectfully submitted by,

John Hogg, Fire Chief,
on behalf of the Fire Master Plan steering committee.

**APPENDIX E: E.A. McCullough, Fire Services Review Final Report and
Recommendations**

**Final Report and Recommendations on the
Algonquin Highlands Fire Services Review**

**E. A. McCullough, Retired Fire Chief
City of North Bay**

January 24, 2011

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Acknowledgements

The writer wishes to acknowledge the contribution and co-operation of all those interviewed from the Algonquin Highlands Fire Services, Reeve and Council, present and past for their time and insight into the issues considered in this report.

Algonquin Highlands is fortunate to have such dedicated and well intentioned personnel. Those that have left must be thanked for their years of service and commitment to their community.

In addition, my thanks to the Township of Algonquin Highlands personnel and Angie Bird, Chief Administrative Officer for their assistance.

Executive Summary

A review of the Algonquin Highlands Fire Services and the resignation of seven personnel at Station 60 – Dorset, were conducted by the writer over a three week period in late November and early December 2010. A total of twenty-eight persons were interviewed with the Fire Chief and Chief Training Officer (CTO) each interviewed on two separate occasions and independent of each other.

All Station 60 – Dorset personnel who resigned were interviewed in addition to five of the remaining personnel at Station 60. Also, chief officers at Station 70 – Oxtongue and Station 80 – Stanhope were interviewed as well as two captains from each of Station 70 and 80. Additional interviews were held with elected officials past and present.

This report contains thirty-seven recommendations based on the input from those interviews, research of issues raised and legal requirements prescribed by the appropriate provincial legislation, municipal by-laws and “best practices” as recommended by the writer.

Amalgamation, and in particular “forced” amalgamation, is never an easy process for those who have “history” or immense pride of ownership in their respective independent communities. People can feel disappointment, slighted, and resentful by the amalgamation process. Smaller villages/municipalities believe they have been run over by larger municipalities and are often offended by the amalgamation process. Those frustrations may seem trivial to others, but are no less real to those most affected.

The recommendations included in this report are provided to the Algonquin Highlands Reeve and Council, the decision makers, in an attempt to move forward and enhance the fire services. The council and administration should strive to provide the very best in emergency services to the citizens and visitors alike.

Municipal fire services are unique in this province. Different provincial legislations dictate how the service is to be provided while the service is funded wholly by the municipality. Local needs and circumstances will determine what core services will be provided, and the level of those services. However, the legislation and regulations will dictate how the services should be delivered.

Municipal councils are in a unique situation where they must fund the service provided but have little input into how it is provided. Council does however, have the ability to determine the level of service.¹

The recommendations put forth in this report are summarized below; however they are described in greater detail in the analysis.

Recommendations

1. Implement the Office of the Fire Marshal's "Volunteer Firefighter Recruitment and Retention Program".
2. Initiate an immediate recruitment program for Station 60 – Dorset.
3. All volunteer firefighter recruitment to be handled by the office of the Fire Chief and/or the municipal staff in charge of human resources.
4. All new recruits to be assessed using a standard performance based criteria.
5. Incorporate "exit interviews" into the human resource policy.
6. Establish a formal township wide employee recognition program.
7. Institute an employee uniform which is used by the fire service as a whole.
8. The Fire Chief to develop Standard Operating Guidelines immediately.
9. Install computers in each fire station.
10. District Chief rank to be changed to the rank of Deputy Chief.
11. A new organizational chart to amend the existing one reflecting proposed changes as referenced in the Establishing and Regulating By-law.

¹ Level of Service includes activities provided – e.g. Ice/water rescue – land-based, water-based or in-water, hazmat – awareness, operational or technician etc.

12. Develop a "progressive discipline" protocol.
13. Hire a part-time administrative support person.
14. Amend the reporting relationship for the Chief Training Officer.
15. Appoint a Station Training Officer in each of the three fire stations.
16. Appoint a Public Education Co-coordinator/Fire Prevention Officer in each of the three stations.
17. All AHFS apparatus to be uniformly identified as Algonquin Highlands Fire Service.
18. All AHFS personnel to be issued "uniform" station fatigue shirts.
19. Reinforce the Fire Advisory Committee.
20. Reconvene the Master Fire Plan Committee to develop a final report in six months.
21. An AHFS Joint Health and Safety Committee be created.
22. Ontario Fire Code retrofit compliance be confirmed and enforced.
23. The Dorset Volunteer Firefighter Association website be corrected and updated.
24. Develop a uniform apparatus and equipment placement program.
25. All annual inspections, testing and maintenance of equipment be assigned to the respective Deputy Chiefs.
26. The Fire Chief is given authority and autonomy to manage fire services activities.
27. Station 60 – Dorset, long service employees be formally recognized by the Township of Algonquin Highlands.
28. Station 60 acting officers to be appointed by Fire Chief/Council.
- 29 -31. Implement annual performance appraisals for all personnel.
32. "Ontario Fire Services Standards" to be distributed to all personnel.
33. All personnel to be trained and obtain a DZ drivers license with a few exceptions.
34. Multiple station response protocols to be developed and implemented.
35. All personnel to be trained in Section 21 – Firefighters Guidance Notes.

36. Selected municipal officials to attend “An Essentials of Municipal Fire Protection – A Decision Makers’ Guide” sponsored through the Ontario Fire Marshal’s Office.
37. Update the Simplified Risk Assessment for the municipality.

Station 60 – Dorset Fire Station Resignations

On July 2, 2010 the Chief Training Officer was hired. The need for an AHFS training officer had been identified in the Master Fire Plan deliberations. The CTO was selected by a hiring committee, which included the District Chiefs of AHFS. (Appendix D – Chief Training Officer job description). With the announcement of hiring the CTO the first resignation at Station 60 took place.

The CTO has excellent credentials for a training officer. In fact personnel at the Station 70 and 80 stations had only good comments regarding the CTO during the interview process.

Personnel at Station 60 admitted that the CTO “knows his stuff”, but he was not accepted by them. Station 60 personnel did not agree with the new direction in training and changes to operations including everything from equipment placement on vehicles, to hose loads and running procedures. Station 60 did not embrace the changes. Station 60 resisted change and interpersonal conflict occurred that was not adequately or appropriately managed on all sides. When Station 60 personnel believed they could no longer resist the changes, they resigned.

Interviews of Station 60 personnel drew a litany of grievances going back many years and connected to a variety of issues including amalgamation, council and staff relations and procedures employed. Personnel used words such as mistrust, untruthfulness, disrespect, not being appreciated, demeaning, hurtful, aggressive, stepped-over and condescending.

The CTO is well liked and respected by personnel of Station 70 and 80, but not by Station 60 personnel. It is also interesting to note that Station 60 personnel feel the same about the Fire Chief. Station 60 made it clear they do not care for the Fire Chief or the CTO and in their opinion they got the “short end of the amalgamation stick”. Station 60 would be happy to continue as in pre-amalgamation, but they concede, at least most, that this could not likely happen. The employees who resigned in late September are all pre-amalgamation employees.

It is truly unfortunate that those resignations have taken place. Everyone would agree that a lot of experience and knowledge has left the department. There was an opportunity for “cooler heads” to intervene and with some frank dialogue, the resignations may not have been prevented, but at least could have been staged over a few months to allow a smoother transition. This did not happen.

It’s clear that those who left are gone. With a couple of possible exceptions, they will not be returning to the fire service. In fact after this report is tabled, there may be a few more resignations.

It should be clear to all those concerned, there is no going back. There is a new way of doing business in the municipal fire services – for both career and volunteer departments. The fire service is a business first; the social aspect, while important, must come second. The underlying liability and the need for due diligence are of primary importance.

Analysis

The amalgamation of the townships and three fire departments took place in 2000/2001 at the direction of the Province of Ontario. Although amalgamation of “Algonquin Highlands” municipal services took place during this time, the council of the day decided to delay the amalgamation of the three separate fire departments because council believed the fire departments of Stanhope, Dorset and Oxtongue were operating satisfactorily and there didn’t appear to be a need to force amalgamation where it was not a pressing matter.

At the urging of the three Fire Chiefs in Stanhope, Dorset and Oxtongue in 2004, council set about recruiting a Fire Chief to help the three departments with training, and to lighten the administrative burden being experienced by the three part-time/volunteer Fire Chiefs.

It is noteworthy here to discuss the changing landscape in municipal fire services. Prior to 1997, municipal fire departments were legislated by provincial acts, being the *Fire Departments Act* and the *Fire Marshals Act*. These provincial legislations had been in force for over fifty years and the government of the day was pressed to make a new act to reflect the changing times.

Prior to 1997, the *Fire Departments Act* was considered permissive legislation, in other words, a municipality may have a fire department. Where a municipality decided to have a fire department it had to have certain features, including a Fire Chief and Deputy Chief. The Act went further to detail hours of work for career (full-time) firefighters.

In 1997 the provincial government proclaimed the *Fire Protection and Prevention Act, 1997* (FPPA) and the municipal fire service underwent a significant change (see Appendix E). Municipalities were required to provide a level of fire services based

on "local needs and circumstances". The level of service had to appear as one of two options; either a Community Fire Safety Officer/Team or a Fire Department.

Where a municipality had or decided to establish a fire department, it had to provide:

- Public education with respect to fire safety,
- Certain components of fire prevention,
- Fire suppression,
- May provide other fire protection services, and
- Must appoint a Fire Chief

Where fire suppression and fire prevention services are provided other provincial and federal legislation will also govern how these services are delivered. Some of these include, but are not restricted to;

- Provincial Offences Act
- Municipal Act
- Occupational Health and Safety Act
- Criminal Code of Canada
- Environmental Protection Act
- Dangerous Goods Act
- Shipping Act
- Emergency Management and Civil Protection Act
- Building Code Act
- Highway Traffic Act
- Forest Fire Protection Act
- Day Nurseries Act
- Workplace Safety and Insurance Act
- Labour Relations Act

The most demanding and onerous legislation was, and remains, the *Occupational Health and Safety Act*, which among other items requires;

- Written direction on procedures for worker safety,

- Defines duties and responsibilities of an employer, supervisor,
- Defines a “competent supervisor”,
- Regulates protective clothing for firefighters,
- Provides authority under Section 21, the Ontario Fire Service Health and Safety Advisory Committee (See Appendix F)

It was (and is) no longer morally/or more importantly, legally acceptable not to provide the proper equipment, training and documentation. The days of “good intentions” and “trying” to provide an emergency service have disappeared. Due diligence, liabilities, and legal duty are the new buzz words where “good faith, good intention and well- meaning” had existed for so long.

Further Bill C-45 an amendment to the Criminal Code of Canada holds organizations including public bodies such as a municipal council responsible for criminally negligent acts in the workplace. Directors, officers, corporate decision makers and virtually all persons directing work in the workplace now face legal liability, which could result in a charge of criminal negligence. This has recently happened in a neighbouring municipality.

In Ontario, municipal and provincial agencies (Office of the Fire Marshal) are designed to work together to provide public safety and achieve the “three lines of defence”.

In previous years, the traditional priorities were fire suppression, fire safety standards and enforcement and public education. Today, the three lines of defence are public education, fire safety standards and enforcement and fire suppression. As stated previously, municipal fire services should reflect local needs and circumstances. Every municipality is different and one size does not fit all. Under the FPPA, the minimum acceptable model must include:

- A simplified risk assessment,
- Smoke alarm program, including home escape planning,

Delivery of public education programs and distribution of public education materials, Fire prevention inspections, upon complaint and request at a minimum.

In February 2005, the Township of Algonquin Highlands hired its first full-time Fire Chief. Amalgamation of the three fire departments was not an option; however, Council's direction to the Fire Chief was a "soft amalgamation", "go slow", and "preserve local identity and morale". Equipment was not to be moved without the consensus of two thirds of the affected firefighters and the Fire Chief would be assessed on his effectiveness during the first year.

It is the writer's opinion that these "marching orders" were cumbersome and made it difficult for the Fire Chief to manage the department. Council was being sensitive to the individuals involved, but the situation today was inevitable based on Council's direction to the Fire Chief.

Station 60 – Dorset and Station 70 – Oxtongue resisted change and the "soft sell" was doomed to failure. Station 70 - Oxtongue eventually accepted the changes, but not without challenging the Fire Chief's authority in those early years. Station 60 – Dorset never did acquiesce and as changes were introduced, feelings of anger and resentment grew.

Recommendations

1. Implement the Office of the Fire Marshals “Volunteer Firefighter Recruitment and Retention Program” for the Algonquin Highlands Fire Services. This can be found on the OFM website.
2. Launch an immediate recruitment program for Station 60 – Dorset to fill the vacancies created by the recent resignations.
3. Applications for volunteer firefighters for the Algonquin Highlands Fire Services should be made available on a standard written and electronic format (available on the municipal website). Paper copies of the application forms should be available at all fire stations and municipal buildings throughout the township. In addition, all applications must go through the Office of the Fire Chief and/or the Township of Algonquin Highlands human resources representative. In Canada, hiring decisions made by employers must be legally defensible under the Canadian Charter of Rights and Freedom.
4. In keeping with Recommendation #1, all probationary employees should be evaluated on a standard performance basis during their first year of employment (as article 6 of the AHFS E&R By-law).
5. All personnel should undergo an “exit interview” whether retiring or resigning from the AHFS. The Fire Chief should conduct this interview in order to receive constructive criticism and permit some appropriate venting when necessary by those resigning.
6. The Township should consider an appropriate annual awards and recognition forum for all AHFS personnel at a central location in Algonquin Highlands. In

addition to municipal service recognition, provincial and federal long service awards/medals are available and could be presented.

7. All AHFS personnel should be supplied with an appropriate dress uniform or other recognizable dress tunic/jacket that can be worn as directed by the Fire Chief to formal fire department functions, such as the above recommendation.
8. The Fire Chief to develop and circulate AHFS standard operating guidelines (SOG) immediately. These SOGs should include topics as proposed in Section 21 Firefighter Guidance Notes (Appendix E) and local jurisdiction items such as vehicle and equipment maintenance and emergency response procedures. These written guidelines should be circulated to all stations and all personnel with the opportunity of providing constructive and appropriate feedback for possible amendments and fine tuning as required.
9. All three fire stations should have appropriate computers and programs available to allow more immediate communications from the Office of the Fire Chief and the Chief Training Officer. Online training in-house and from external sources, including the Ontario Fire College should be made available. In addition, these computers would allow electronic Standard Incident Reports (OFM) to be completed and sent to the Fire Chief for his perusal and approval prior to being sent to the Office of the Fire Marshal.
10. The rank of District Chief (as identified in article 1.j. of the E & R By-law) be renamed to Deputy Chief to better reflect the intent of article 1. j.
11. A new organizational chart (see Appendix G), to reflect the proposed changes and additions to the AHFS.
12. A progressive discipline protocol be established and communicated to all personnel. Written warnings leading to suspensions and dismissal are an

- appropriate process for infractions to house rules and standard operating guidelines where malicious or serious contraventions have occurred. All personnel must know what is expected of them and repercussions should they fail to perform/act as required.
13. A part-time administrative support person be hired to assist the Fire Chief, Chief Training Officer and Deputy Chiefs with any clerical duties as required for the proper and efficient operation of the fire services.
 14. The Chief Training Officer (CTO) rank be one which makes the CTO subordinate to the Deputy Chiefs and answerable to the Fire Chief and Deputy Chiefs.
 15. A training officer reporting to the Station Captains be appointed by the Fire Chief for each station. The Station Training Officer must be supported by administration with the opportunity to attend the Ontario Fire College for “train the trainer” courses and other outside opportunities as appropriate.
 16. A fire public education/prevention officer reporting to each Deputy Chief be appointed and trained to provincial standards through the Ontario Fire College. These district public education/prevention officers would be responsible for all inspections and public education requirements within their districts.
 17. All AHFS equipment, apparatus and clothing should be identified with the AHFS crest. In addition, the station name can be incorporated in conjunction with the AHFS provided it is submissive to the AHFS identifier.
 18. All AHFS personnel to be supplied with a “fatigue” style uniform shirt/t-shirt identifying personnel as an AHFS firefighter with the specific station location as determined by administration.

19. The Advisory Committee (article 12 of the E & R By-law) also known as the department Chief's meeting should meet on regularly scheduled intervals with a standard and circulated agenda. The frequency of these meetings can be determined by those involved, however attendance is imperative. This administrative group needs the opportunity for better team building which can only occur through more time dealing with issues co-operatively. The location of the meetings should be rotated evenly throughout the three fire stations.
20. The Master Fire Plan Committee should be reconvened to consider all items together with the recommendations within the report and to develop an implementation table that administration and council can agree upon.
21. A Joint Health and Safety Committee be struck with the CTO as the co-chair and management representative. In addition, each station would select firefighter member representatives (two members each) to sit on this committee. This committee would have the same mandate as any other required Joint Health and Safety Committee operating in a municipality. This committee should meet on a quarterly basis with its co-chairs developing a standard agenda. Deliberations should be formalized in writing with recommendations to the advisory committee as noted in recommendation #19.
22. The Fire Chief to conduct an audit of all buildings which fall under Ontario Fire Code retrofit, Part 9 to ensure compliance and enforcement where necessary.
23. The "Dorset Volunteer Fire Department and Firefighter Association" website be updated to be known as the "Dorset Volunteer Firefighter Association" and the numerous errors on the website be corrected.

24. Where possible and appropriate, equipment and apparatus in all three stations to be outfitted and setup in the same configuration. There is a need for a more uniform approach to equipment placement, hose loads and set-up to make a more seamless operation between the three stations.

25. Vehicle and equipment preventative maintenance including annual safety checks, ground ladder testing, hose pressure testing, pump testing, Self-Contained Breathing Apparatus (SCBA) fit testing and personal protective equipment (PPE) inspections be detailed in an operational guideline, with inspections/testing documented and be the responsibility of each Deputy Chief for each station.

26. The Fire Chief be allowed to manage. Further the Fire Chief be given the authority to permit the appropriate use of department vehicles and equipment by department personnel for authorized public education and department functions and activities. Recommendation # 26: The Fire Chief be allowed to manage. Council must have confidence in its staff and their abilities. Council need not interfere in staff-subordinate relationships. Council's role is to develop policy and set priorities; it's the Fire Chief's job to operationalize the policies and manage the department. It is appropriate to have the Fire Chief report to council, but not appropriate to have Council micromanage his activities.

It has been said, "think of it as a restaurant....elected officials select from the menu....staff prepare the meal: however Council stays out of the kitchen".

27. It is important that Algonquin Highlands show their appreciation for the years of service and commitment of volunteer firefighters. Long service personnel, who recently resigned their positions in Station 60, should be formally recognized for their service to the community.
28. The Fire Chief to appoint an acting Deputy Chief and two acting Captains in Station 60 (competent supervisors) as soon as possible.
29. The Fire Chief should conduct annual performance appraisals for the three Deputy Fire Chiefs and the Chief Training Officer.
30. Each Deputy Chief should conduct annual performance appraisals for their Public Education/Fire Prevention Officer, Station Training Officer, and Suppression Captains.
31. Each Suppression Captain should conduct annual performance appraisals for each firefighter assigned to their crew.
32. A complete set of Ontario Fire Services Standards should be placed in each station as part of the training resource library. In addition, each firefighter, officer and senior officer should be given their own copy of their standard. All personnel should be encouraged to read and understand these publications. These standards are expressed as job-related performance objectives and were developed by career and volunteer firefighters in the Province of Ontario.

33. All personnel should be encouraged to obtain their DZ drivers' license as required. In addition, all personnel should take in-house driver training with qualified drivers. All new recruits should obtain their DZ licence within their probationary period.
34. Standard operating guidelines should include minimum response procedures with automatic second station responses required on high risk occupancies and scenarios. A high hazard occupancy could include, but not restricted to vulnerable occupancies, a multiple vehicle accident, and vehicles involving dangerous materials.
35. Each station should have a complete and up to date set of Section 21 Firefighters Guidance Notes. (Ministry of Labour – OH &S Act). Appropriate guidance notes should be incorporated in the AHFS Standard Operational Guidelines. All personnel should understand that Section 21 Guidance Notes are considered the minimum acceptable practice for firefighter's protection and fire department operations in Ontario.
36. The Township of Algonquin Highlands elected officials and senior municipal staff (Clerk, CAO, and Fire Chief) should request and attend the one-day seminar, entitled "Essentials of Municipal Fire Protection – A Decision Makers' Guide" which is presented by the Office of the Fire Marshal.
37. The municipality should complete/update their Simplified Risk Assessment to ensure continuous compliance with the FPPA.

Appendix A Terms of Reference



Algonquin Highlands Fire Services Review of Station 60 Dorset

Mission Statement

Council has contracted the services of Ted McCullough (hereinafter referred to as the independent consultant) from the fire service to interview those with operational concerns related to Station 60 Dorset.

The purpose of this approach is to allow the firefighters to express themselves to an objective independent consultant who will have no bias. A report will be provided to Council in order to determine what if any actions may be necessary to correct any operational deficits identified.

Problem Statement

Serious issues have arisen within the ranks of Station 60 Dorset stemming from amalgamation in 2000 and, more recently, with the implementation of the Fire Master Plan provision for hiring a Chief Training Officer.

There was a specific incident in mid-September that precipitated three resignations, including that of the District Chief. There were several ongoing issues that led up to the incident in question. There are also several back ground issues relating to the amalgamation of the Fire Services in Algonquin Highlands.

Several more members of Station 60 have resigned causing considerable concern not only to remaining fire fighters but also to members of council, staff and the community.

Issues of concern are both operational and personnel-related. There is a heavy emphasis on the former from the Township's perspective; and a heavy emphasis on the latter from the fire fighter and community perspective.

The village of Dorset enjoys a tightly-knit community and a fire service of long-standing residents. The natural and expected communication channels in a small town environment have led to substantial criticism of staff and council for their perceived failure to respond appropriately to the situation.

It has been determined that an arm's length independent consultant review of the situation will remove any bias toward either perspective. This will provide an opportunity for those involved to express their concerns and allow for the facts to be clearly delineated. A report by the independent consultant will provide council the information it needs to determine what, if any, next steps will take place.

Boundaries

- The independent consultant will report directly to the Clerk thereby removing any concerns that the process is being driven by any staff or council member(s);
- There will be a differentiation between issues of concern related to the provision of fire services and interpersonal conflict;
- All information received during the interviews shall remain confidential for the duration of the review process;
- The interviews are expected to take upwards of 40 hours with a per-interview limit of 60 minutes and any anticipated overage will be discussed with the Clerk and approved by Council;
- Throughout the process, the independent consultant will have no contact with any of the persons being interviewed except for the express purpose of conducting the interviews and any follow-up deemed necessary.

Reporting Requirements and Specific Issues to be Addressed

The Review shall include the period since amalgamation, although the main focus will be on current events.

Interviews should be conducted with the firefighters who have left as well as those who have remained.

All notes of the interviews will be taken by the independent consultant.

The Fire Chief, the Chief Training Officer, the District Chiefs of the other two stations, and the members of the Council who served on steering committee that developed and approved the Master Fire Plan will also be interviewed.

Other parties deemed appropriate to the process may be included throughout the process.

The interviews will focus on the concerns of individuals in relation to their respective positions within the framework of the fire service.

Specific issues will include real or perceived changes to service provision and related personnel, chain of command, legislated expectations and requirements, duties performed and required.

Deliverables and Desired Outcomes

A detailed report of findings will be provided for council's in-camera review.

The report will focus on:

- Identifying the problem(s)
- Recommendations / improvements / changes to processes or systems including new processes or systems
- Upon completion of the interviews the independent consultant will provide a draft final report to the Clerk;
- The independent consultant will deliver a final report to Council in the following week;
- Upon completion of the process, all notes and files will be transferred to the Township's possession and retained under the *Freedom of Information and Protection of Privacy Act*;
- If, for any reason, the independent consultant is unable to complete the process, all notes and files will be transferred to the Township's possession.

Depending on the nature of the final report a second report may need to be written in compliance with the *Freedom of Information and Protection of Privacy Act*.

A public education meeting may be held at the discretion of council in compliance with appropriate legislation, at which the independent consultant may, or may not, be required to deliver an overview of report findings. If such a meeting is determined by Council to be appropriate and desirable, preparation time for the meeting and the required time to conduct the meeting will be paid at the quoted hourly fee noted below.

Persons Involved

- The independent consultant will report to and liaise with the Clerk;
- The Clerk shall be notified in writing by the independent consultant when the interviews are scheduled, when they are completed and if there are any refusals to be involved;
- The independent consultant may, on behalf of the Township, contact whatever agencies and ministries are deemed appropriate to the process;
- Interviews will be conducted at the location deemed most appropriate by the independent consultant and based on the location of the interviewee. Privacy will be of the utmost importance when selecting locations.
- As-needed meetings may be called at the discretion of the independent consultant or the Clerk.

Incidental Expenses

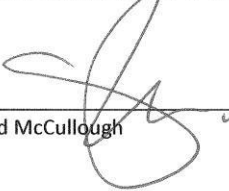
- The Township will provide a private office space and computer for the independent consultant;
- All files related to the process will be maintained on a removable thumb drive and shall not be copied onto any township computer;
- The Township will supply all stationery items and printing required for the process;

- Accommodation for the duration will be determined and paid for by the Township;
- A daily meal allowance will be provided by the Township to a maximum of \$75;
- The independent consultant will retain and submit all receipts for expenses incurred throughout the process;
- Alcohol and entertainment will not be reimbursed.

Project Costs and Fees

- The budget for the project shall not exceed \$10,000 including HST as approved by Council on November 4, 2010;
- The consultant's hourly fee is \$75.00
- The consultant has identified 70 hours to complete the work, and any time required beyond that will be discussed with, and determined by, the Clerk;
- Mileage shall be paid at \$0.50 per km;
- If it is determined by Council that a public consultation meeting is required at the end of the review, the time involved for the consultant to prepare for and to conduct the meeting will be at the consultant's hourly fee of \$75.00;
- Expenses will be invoiced on a weekly basis with the project cost being invoiced on delivery of the final report.

Dated this 22 day of November, 2010.




 Ted McCullough

Township of Algonquin Highlands



 Reeve Eleanor Harrison



 Clerk Angie Bird

Appendix C
Job Description of Fire Chief

SCHEDULE "A"

Township of Algonquin Highlands
Position Description

<u>POSITION TITLE:</u>	Fire Chief
<u>DEPARTMENT:</u>	Emergency Services
<u>REPORTS TO:</u>	CAO/Clerk
<u>DATE:</u>	October 28, 2004

PRIMARY FUNCTION:

The Fire Chief (Full Time) is responsible for the overall operation of the fire service including administration, policy development, operational procedures, supervision of volunteer resources, fire suppression/investigation, fire prevention and public education, emergency medical responses, training, community emergency planning, public relations and ensure compliance with Ontario Fire code, municipal by-laws, and provincial/federal legislation in the Township (OHSA).

RESPONSIBILITIES:

- Manage and administer the fire safety, suppression and emergency services for the Township.
- Manage the volunteer officers, firefighters and operations at fire stations located in the Township.
- Administer and enforce the Ontario Fire Code, conduct inspections and inspect buildings within the Municipality, including inspection of violations within fire department jurisdiction and the issuance of Fire Code and Fire Marshals Orders and participation in relevant Court actions.
- Perform leadership, administrative and supervisory functions including recruitment, training, performance evaluation, providing instruction regarding changes in legislation, develop and issue operating instructions, ensure that occupational safety guidelines are followed.
- Assumes command at all major emergencies.
- Promote public awareness of fire safety and fire prevention guidelines in the Township.
- Manage the purchase of new equipment and the improvement of department technology that translates to enhanced fire prevention and fire fighting.
- Prepare and compile annual budget estimates for the operations and their capital expenditures and revenues; monitor monthly budget as approved by Council.
- Represent the Township in meetings such as: Emergency Preparedness Ontario, Mutual Aid System, Tri-county Services with Police, and Fire and Ambulance for County.

- Act as Alternate Community Emergency Management Coordinator for the Township.
- Assist with preparation of a new establishment and regulating by-law for the fire department including a recommended structural organization chart for Fire Services. Develop a master Fire Protection Plan for the fire department.
- Prepare and present reports and recommendations for Council review and approval on the day-to-day operations and new or proposed legislation or resolutions to address such recommendations.
- Establish and maintain a liaison and positive relationship with the stakeholders, residents, business community, local boards and authorities, provincial and federal governments.
- Receive and respond to enquiries and complaints from the residents and general public, developers, agencies and other government levels relating to fire services, safety and prevention.
- Attend regular or special Council meetings to communicate and interface with the Reeve, Council and general public on matters as required and comply with Council direction.
- Direct formal contracts, tenders and quotations for materials and equipment required to meet tendering procedures and approval of the Township, including advertisement for tenders and negotiation with suppliers.
- Research, outsource and ensure that best practices are used and performance meets or exceeds the required standards.
- Ensure that all staff are trained in new operating procedures, safety and legislative requirements and that all certifications and training courses are current.
- Perform other related duties as assigned.

EDUCATION:

Successful Applicant will be willing to enroll, be enrolled or be a graduate of the Ontario Fire College with course studies related to building construction, fire services, community fire safety and human resources.

Successful Applicant will be willing to enroll, be enrolled or be a graduate of continuing education at the Ontario Fire College pertaining to technical training and enforcement responsibilities.

Must have basic computer knowledge.

Must have DZ Driver's License.

EXPERIENCE:

Successful applicant will have a minimum of five (5) years of progressive experience in a municipal fire service or community safety service in a leadership capacity with supervisory experience or equivalent services.

Human Resources Management Experience will be an asset.

Appendix D

Job Description of Training Officer

- Advise the Fire Chief of any changes in procedures or methods necessary to maintain or improve the fire training programs of the department
- attend all major emergencies and respond to other emergencies when available. Attend post-emergency evaluations as appropriate.
- Perform other duties as assigned as may be assigned from time to time

REQUIRED KNOWLEDGE, SKILL AND ABILITIES:

- Must have or complete the Training Officer Program certification from the Ontario Fire College.
- Have or achieve Associate Instructor status from the Ontario Fire College
- Have or attain Trainer/Facilitator designation as recognized by the Office of the Fire Marshal.
- Experienced in preparing and delivering training in a variety of styles e.g. lectures interactive sessions and demonstrations. Knowledge of various teaching techniques and methods, including creating lesson plans, guide sheets and use of variety of teaching aids.
- Working knowledge of Microsoft Office with facility in Power point presentations and Excel spreadsheets
- Working knowledge of operation and maintenance of all equipment and apparatus, as well as policies, procedures and guidelines of the Fire Department. And a good knowledge of the municipality and surrounding areas protected by agreement.
- Good knowledge of modern fire fighting and fire prevention methods and have extensive fire fighting experience.
- Possess a Class "D" License with Z endorsement.
- Ability to market department training programs to Volunteer Fire Fighters.
- Ability to work with Volunteer Fire Fighters, maintain discipline, have sound judgment, leadership and motivational skills , be resourceful and in good physical condition

Appendix E
Excerpts from Fire Protection and Prevention Act, 1997

Municipal responsibilities

Every municipality shall,

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

Methods of providing services

In discharging its responsibilities under subsection (1), a municipality shall, (a) appoint a community fire safety officer or a community fire safety team; or (b) establish a fire department.

Services to be provided

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

Municipalities may establish fire departments

council of a municipality may establish, maintain and operate a fire department for all or any part of the municipality. 2001, c. 25, s. 475 (2).

Fire departments

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. 1997, c. 4, s. 5 (1).

Same

Fire chief, municipalities

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

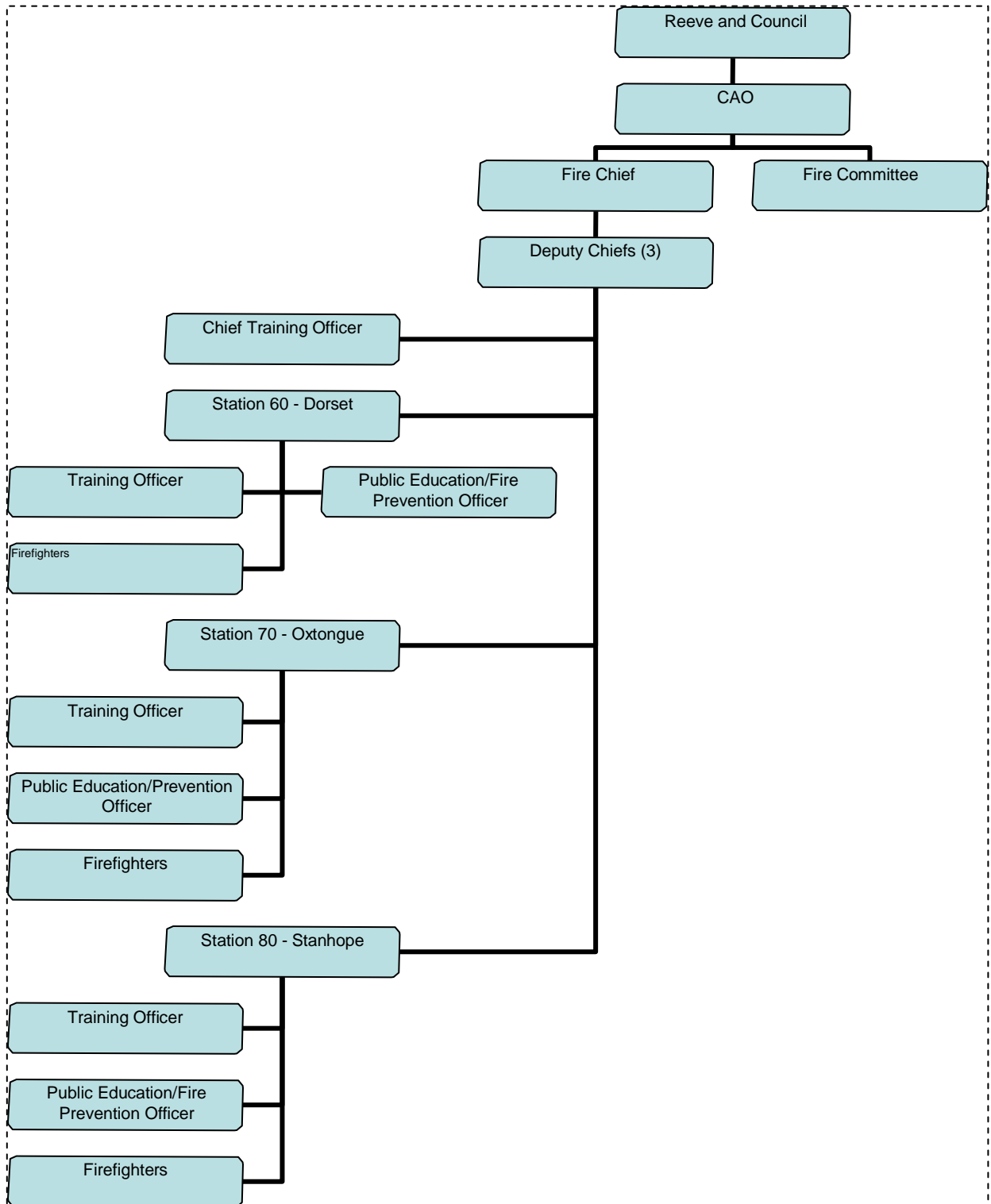
Same

The council of a municipality or the councils of two or more municipalities may appoint one fire chief for two or more fire departments.

Responsibility to council

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

Appendix G
Proposed Organization Chart Algonquin Highlands Fire
Services



E. A. (TED) McCULLOUGH

899 MacPherson Drive, Corbeil, Ontario.
P0H 1K0

Telephone: **(705) 752-3144**
McCullough.ted@ontera.net

EDUCATION

2004	Ontario Fire College	Public Fire & Life Safety Educator Certification
1990	McMaster University	Part-time, third year BA Labour Studies
1986	Ontario Fire College	Senior Management Program
1981	Ontario Fire College	Graduate, Fire Technology Degree
1974	University of Guelph	Second year of three year Bachelor of Arts Degree Program

EMPLOYMENT

June '90 – June '08	Fire Chief	Corporation of the City of North Bay
Dec. '83 – June '90	Fire Chief	Corporation of the Town of Dundas
Aug. '81 – Dec. '83	Captain	Corporation of the City of Cambridge Fire Department
	Training Officer	
Feb. '79 – Dec. '83	Lieutenant Training Officer	Corporation of the City of Cambridge Fire Department
Sept. '74 – Jan. '79	Firefighter	Corporation of the City of Cambridge Fire Department

PROFESSIONAL ACTIVITIES

2008 - present	Ontario Association of Fire Chiefs Chairperson of the Ontario Fire Services Professional Standards Setting Body
1997/98	Ontario Association of Fire Chiefs Endorsement Review Board Professional Standards Setting Body
1988 - '98	Ontario Association of Fire Chiefs Ontario Fire Services Professional Standards Setting Body, Member
1983	Municipal Fire Department Instructor's Association , Member
1978	Firefighters Association Vice President Cambridge Professional Firefighters' Association and member of Negotiating Committee

APPENDIX F: Council Directives Re McCullough Report Recommendations



Algonquin Highlands Fire Services Review 2010

Introductory Message from Council

The Township of Algonquin Highlands has finalized its fire services review as commissioned by Council in November 2010. The review and its recommendations, as well as Council's decisions on each, are included in this document.

The purpose of the review was to hire a professional from the fire service to interview a variety of people who were involved in, or had concerns related to, Station 60 and its place in the Algonquin Highlands Fire Services. The resume of the professional selected, Mr. Ted McCullough, is included in this document.

Council undertook the review in an organized and methodical manner and gave the process a substantial amount of time and consideration. The Terms of Reference for the review are included in this document, as are the press releases issued by the Township as it moved into the review process.

Twenty eight people directly involved were interviewed by Mr. McCullough and given the opportunity to candidly express their feelings and concerns about the situation at Station 60.

Council understood from the beginning that full confidentiality of the interviewees was necessary for the consultant to ascertain a complete picture of what happened and why. As such, while Council has been informed of the general nature of some of the activities and interactions that occurred at Station 60, the only person who knows the details of the interviews is the consultant, and all specifics will remain confidential.

The review has provided an opportunity to see that different decisions could have been made regarding the amalgamation process of 2000 and the introduction of the subsequent changes to training.

Council acknowledges a wide scope of complicated interpersonal issues among a broad range of people over a number of years. Council understands that many people – firefighters and community members alike have felt hurt; that resentment grew, conflicts arose and the resulting anger led not only to resignations at Station 60 but also to much distress within the community. That this unfolded as it did is, indeed, regrettable for all involved.

It is the intent of Council to focus on moving forward through the recommendations of the review. The opportunity ahead is to foster positive change that will not only prevent us from being in a similar situation again, but also provide a strong framework for the future.

Council stands firmly behind members of staff, the fire services and its dedicated volunteers, and the Fire Master Plan process. Changes that come from the review process will affect all three fire halls as well as the processes of staff and Council.

The Township of Algonquin Highlands cannot change what has already happened at Station 60, but it can – and will, ensure that changes to the structure and function of the fire services will bolster stability, trust and dedication for the fire services and the citizens of Algonquin Highlands.

CONSULTANT'S RECOMMENDATION	DISCUSSION POINTS	COUNCIL DECISION
Implement the Office of the Fire Marshal's "Volunteer Firefighter Recruitment and Retention Program"	<ul style="list-style-type: none"> - To undertake the full program is almost a full-time job; - Many program components are currently in place through Chief Training Officer (CTO); - Courses and certifications identified in this program are within the current curriculum 	Council supports current activities and directs the CTO to continue with implementation of components in standardized training
Initiate an immediate recruitment program for Station 60 - Dorset	<ul style="list-style-type: none"> - Recruitment efforts have been underway since resignations took place in the fall of 2010 - Station 60 personnel stands at 9 as at February 3, 2011 - Increased recruitment signs and posters are ready to go pending release of Review - Station 60 Open House planned for spring 	Council supports present the efforts to date and anticipates completion as soon as possible
All volunteer firefighter recruitment to be handled by the office of the Fire Chief and/or the municipal staff in charge of human resources	<ul style="list-style-type: none"> - A new application kit was introduced by the CTO in August 2010. - Application is now online as per Website Review of May 2010; new website launched Feb 3, 2011 	<p>All new applicants will apply to Fire Chief via their local hall</p> <p>The application process will work in conjunction with Twp HR policies where appropriate</p> <p>Council will appoint recruits and firefighters on advice of Fire Chief as per existing bylaw</p>
All new recruits to be assessed using a standard performance-based criteria	<ul style="list-style-type: none"> - Since the CTO position was implemented all NEW recruits have been assessed using performance based criteria (with the exception of Station 60 where "emergency measures" were implemented after the resignations); - This process is already in place at Station 80 and is new to 60 and 70; - Expectations are very high for 1" yr recruits and Fire College attendance will increase - Existing firefighters are going through the full curriculum and will meet the Standard within 24 months 	Council supports current activities
District Chief rank to be changed to the rank of Deputy Chief	<ul style="list-style-type: none"> - This recommendation is contrary to the work done to date in the Fire Master Planning process which included input from the 3 District Chiefs, Office of the Fire Marshal representatives and Township staff and Council - District Chief title is more appropriate within the current roles 	<p>Council does not support this recommendation and will not be changing any ranks or reporting structures</p> <p>The Fire Chief is to review by-law to reflect the work done to date through the Fire Master Plan process</p> <p>The Fire Chief is to recommend to Council a process for the formal back-filling of senior positions</p>

A new organizational chart to amend the existing one reflecting proposed changes as referenced in the Establishing and Regulating By-law		This action is unnecessary based on the decision not to change the current ranking designations
Develop a 'progressive discipline' protocol		<p>Council supports this recommendation and directs the Fire Chief to liaise with the CAO for the development of a suitable protocol</p> <p>The CTO will add the new protocol to the Application Kit and also include it in training sessions</p>
Hire a part-time administrative support person	- This was identified as a gap in the Fire Master Plan process (2009)	<p>Council recognizes the value of this recommendation and will actively consider options</p> <p>Once reconvened, the Fire Master Plan Committee will review this and other items identified in 2009 and bring recommendations forward to Council</p>
Amend the reporting relationship for the Chief Training Officer		The Chief Training Officer will report directly to the Fire Chief and continue to liaise with each of the District Fire Chiefs to provide ongoing training within the guidelines.
Appoint a station Training Officer in each of the three fire stations	<ul style="list-style-type: none"> - Stn 80 has multiple training officers who are used based on their specific skills - This is a long-term goal that's coming out of CTO's curriculum based on the OFM guidelines - Under the Standard, each Captain is responsible for the training of his crew and there are Captains at each station (except Stn 60 at the moment) 	Council supports the continuation of reaching this goal through the train-the-trainer work being done by the CTO
Appoint a Public Education Co- coordinator/Fire Prevention Officer in each of the three stations	<ul style="list-style-type: none"> - Public Education and Fire Prevention are two different topics - Public Education is about smoke detectors and each station undertakes blitzes as required - Fire Prevention is about preventing fire and also involves inspections under the Fire Code - The Twp currently contracts an outside party to provide this service 	Council recognizes the importance of this mandate and supports continued efforts toward bringing this work in-house

All AHFS apparatus to be uniformly identified as Algonquin Highlands Fire Service	<ul style="list-style-type: none"> - The current practice has been to change only the logos on new vehicles for practical reasons of cost and acceptance. - All but one vehicle at Stn 60 has been changed; there is only one left to be changed at Stn 70 plus two at Stn 80 	Council supports the continuation of this practice
All AHFS personnel to be issued station fatigue shirts	<ul style="list-style-type: none"> - This refers to a epaulette shirt (and trousers) that firefighters wear to training sessions and meetings, and may also be worn as casual representation at events such as lake association meetings - Will be included in the 2011 budget (cost approx. \$3700) 	Council supports the introduction of 'station wear' for the development of pride, camaraderie and morale
Reinforce the Fire Advisory	<ul style="list-style-type: none"> - Current structure includes CTO and is now called a Chief Officer's Meeting 	Council supports the continuation of the Chief Officers' Meeting and directs the
Committee	<ul style="list-style-type: none"> - Meetings were suspended during Stn 60 problems 	Fire Chief to review the bylaw for any necessary changes regarding this structure, specifically the inclusion of the Chief Training Officer
Reconvene the Master Fire Plan Committee to develop a final report in six months	<ul style="list-style-type: none"> - Council made this decision at January 20, 2011 council meeting - CAO Angie Bird, Reeve Carol Moffatt and Councilor Gord Henderson appointed. Moffatt was on FMPC for 3 years - OFM has been contacted re: next mtg; FC to advise 	Council directs that the final Fire Master Plan to be presented to Council before the year end
An AHFS Joint Health and Safety Committee be created	<ul style="list-style-type: none"> - H&S committee already exists - H&S audit done 2010; FD working toward full compliance 	Council recognized the value and importance of this recommendation and Council directs the Fire Chief to review this recommendation and recommend next steps to Council
Ontario fire code retrofit compliance be confirmed and enforced	<ul style="list-style-type: none"> - This is a massive undertaking that involves enforcing the Fire Code in the Twp - It is currently being done on small scale with contracted outside services 	<p>Council recognizes the importance of the Fire Code (this issue is not related to the Station 60 review)</p> <p>Council directs that this recommendation be referred to the Fire Master Plan Committee for review</p>

The Dorset Volunteer Firefighter Association website be corrected and updated	<ul style="list-style-type: none"> - This refers to the fact that since amalgamation the individual fire departments (Oxtongue, Dorset, Stanhope) no longer exist; there are three halls within Algonquin Highlands Fire Services - A 2010 review of the Township's website noted this along with several other inaccurate representations. - The same review called for Website Policy which is underway as at February 3, 2011 	<p>Council supports the development of a Website Policy with a social media component</p> <p>Once this policy is adopted all websites or similar representations will be required to meet basic guidelines.</p>
Develop a uniform apparatus and equipment placement program	<ul style="list-style-type: none"> - According the OFM Operational Review of late 2010 all apparatus are to be the same, where appropriate - This means that all fire halls have the same pumps, fans, extrication 	Council supports the continuation of the current program toward this goal
	<ul style="list-style-type: none"> - equipment, gas detectors, etc. - This is well underway and just takes time 	
All annual inspections, testing and maintenance of equipment be assigned to the respective Deputy Chiefs	<ul style="list-style-type: none"> - This refers to inspection logs, ropes logs, inventory and repair orders - Stn 80 has had this in place for some time; Stn 60 is up to date as at February 3, 2011; Station 70 is coming along well 	Council supports the continuation of working toward this goal
The Fire Chief is given authority and autonomy to manage fire services activities		Council supports this recommendation and has implemented changes to the Fire Chief's report to Council in order to be better informed and to allow for information to flow through the appropriate channels
Station 60- Dorset, long service employees be formally recognized by the Township of Algonquin Highlands		Council fully supports the recommendation and is actively considering options
Station 60 acting officers to be appointed by Fire Chief/Council		Council supports this recommendation and directs the Fire Chief to make appointments as soon as is possible

Implement annual performance appraisals for all personnel	<ul style="list-style-type: none"> - This would be a first for the fire services in Haliburton County - This is included in the Recruitment and Retention Program noted in recommendation III - It is currently being studied by the CTO; to be reviewed by Fire Chief 	Council supports this recommendation and directs the Fire Chief to report its status in his council report
Ontario Fire Services Standards' to be distributed to all personnel	<ul style="list-style-type: none"> - Station libraries have already been created by CTO - All stations now have a Station Binder - District Chiefs are already very familiar with this - This remains in process by the CTO 	Council supports timely completion of this goal
All personnel to be trained and obtain a OZ drivers license with a few exceptions	<ul style="list-style-type: none"> - Well underway; 10 new licenses; 5 in training. All stations have OZ manual - All probationary firefighters are required to have secured their OZ license within their first year 	Council supports the current progress toward this goal.
Multiple station response protocols to be developed and implemented	<ul style="list-style-type: none"> - This refers to teaching firefighters when to call neighboring departments for assistance, who to call and how to call - This is currently underway 	Council supports the continuation to working toward this goal
All personnel to be trained in Section 21- Firefighters Guidance Notes	<ul style="list-style-type: none"> - A copy of the Guidelines is in the library of each station - CTO training notes and handouts reference the Guidelines as well as other legislation 	Council supports the continuation of working toward this goal
Selected municipal officials to attend "An Essentials of Municipal Fire Protection- A Decision Makers' Guide" sponsored through the Ontario Fire Marshal's Office	<ul style="list-style-type: none"> - The Fire Chief has already contacted the Ontario Fire Marshal 	<p>Council supports this workshop and directs the Fire Chief to work with the Office of the Fire Marshal to determine next steps and possible dates</p> <p>Council supports extending an invitation to other municipalities to attend a joint session</p>
Update the Simplified Risk Assessment for the municipality	<ul style="list-style-type: none"> - This is done annually - The 2010 assessment has been completed and compliance has been met 	Council acknowledges that this assessment has been completed for 2010

APPENDIX G: Office of the Fire Marshal Guideline for Volunteer Recruitment & Retention – Table of Contents

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APPENDIX H: By-law 05-29 to Establish and Regulate the Township of Algonquin Highlands Fire Department

The Corporation of the Township of Algonquin Highlands

BY-LAW NUMBER 05-29

Being a By-Law to Establish and Regulate the Township of Algonquin Highlands Fire Department

Whereas the Municipal Act, 2001, S.O. 2001, C.25, as amended, and the Fire Protection and Prevention Act, S.O. 1997, c.4 as amended, permits the Council to enact a by-law to establish and regulate a fire department;

NOW THEREFORE, the Council for the Township of Algonquin Highlands hereby enacts as follows:

1. In this by-law;
 - a) **Approved** means approved by Council
 - b) **Chief Administrative Officer** means the Chief Administrative Officer for the Township of Algonquin Highlands.
 - c) **Corporation** means the Corporation of the Township of Algonquin Highlands
 - d) **Council** means the Council of the Township of Algonquin Highlands
 - e) **Fire Chief** means the person appointed by Council to act as Fire Chief for the Township and who is ultimately responsible to Council as defined in the Fire Protection and Prevention Act
 - f) **Fire Department** means the Town of Township of Algonquin Highlands Fire Department
 - g) **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
 - h) **Member** means any persons employed in, or appointed to, the Fire Department and assigned to undertake Fire Protection Services, and includes Officers, and Volunteer Fire Fighters

- i) **Volunteer fire fighter** means a Fire Fighter who provides fire protection services either voluntarily or for a nominal consideration, honorarium, training or activity allowance
 - j) **District Chief** means the person appointed by Council under the direction of the Fire Chief to manage the day to day operations of the district to which they have been assigned and shall have the responsibility to carry out the orders, policies, standard operating procedures and guidelines of the Fire Department within their respective districts and , in the absence of the Fire Chief has all the powers and duties of the Fire Chief
 - k) **District** means the Geographic area of coverage responsibility.
 - l) **Division** means a department within the fire department with specific assigned duties and functions
 - m) **Officer** means persons appointed to the rank of Captain, Training Officer, Fire Prevention Officer, or District Chief
 - n) **Captain** means a person in command of a company of volunteer fire fighters
- 2)
- a) A fire department for the Township of Algonquin Highlands to be known as the Algonquin Highlands Fire Services is hereby established and the head of the fire department shall be known as the fire chief.
 - b) The mission and primary goals of the Fire Department shall be those contained in Appendix “A” attached to and forming part of this by-law.
- 3) The fire department shall be structured in conformance with the approved Organizational Chart contained in Appendix B, attached to and forming part of this by law.
 - 4) In addition to the fire chief, the council, in consultation with the Fire Chief, shall appoint District Chiefs and such number of other officers and members as may be deemed necessary.
 - 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 Township of Algonquin Highlands
 - 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.
 - 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 are dismissed.

- 8) The fire chief shall recommend the remuneration and any retirement allowances for the members to Council for approval per the established budget process.
- 9) 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.
- 10) The fire chief is responsible to council for his/her statutory duties under the (FPPA) Fire Prevention and Protection Act and is responsible to the Council through the Chief Administrative Officer for proper administration and operation of the fire department including the delivery of fire protection services. The scope of Fire Protection Services is further set out in Appendix "C" and Appendix "D" attached to and forming part of this by-law.
- 11) 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.
- 12) 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.
- 13) The fire chief shall submit to the Chief Administrative Officer and council for approval, the annual budget estimates for the fire department; an annual report and any other specific reports requested by the Chief Administrative Officer or council.
- 14) 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.
- 15) 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. And will receive the appropriate prorated compensation rate for the duration of the temporary designation period.
- 16) 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.
- 17) Following the suspension of a member, the fire chief shall immediately report, in writing, the suspension and recommendation to the Chief Administrative Officer and council
- 18) A volunteer fire fighter 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.

19) Members

- (1) Shall not enter any premise, while in uniform/on duty, where alcoholic beverages are sold or consumed, except in the performance of their departmental duties
- (2) Shall not report for or be permitted to remain on duty if their ability is impaired by the use of an intoxicating beverage, substance or drug
- (3) Shall not consume any intoxicating beverage, substance or drug while on duty.

20) 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
- 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
- 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

21) 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;
- 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

22) That By Law # _____ To establish and regulate a Fire Department and By Law # _____ To establish and regulate a Fire Department and all previous by-laws to establish and regulate a Fire Department be repealed in their entirety

BY LAW 5-29 APPENDIX “A”

MISSION STATEMENT

The primary mission of the Algonquin Highlands Fire Services is to provide a range of *fire protection services* to protect the lives and property of the inhabitants of the Township of Algonquin Highlands from the adverse effects of fires or exposure to dangerous conditions created by man or nature.

PRIMARY GOALS AND OBJECTIVES OF THE FIRE DEPARTMENT

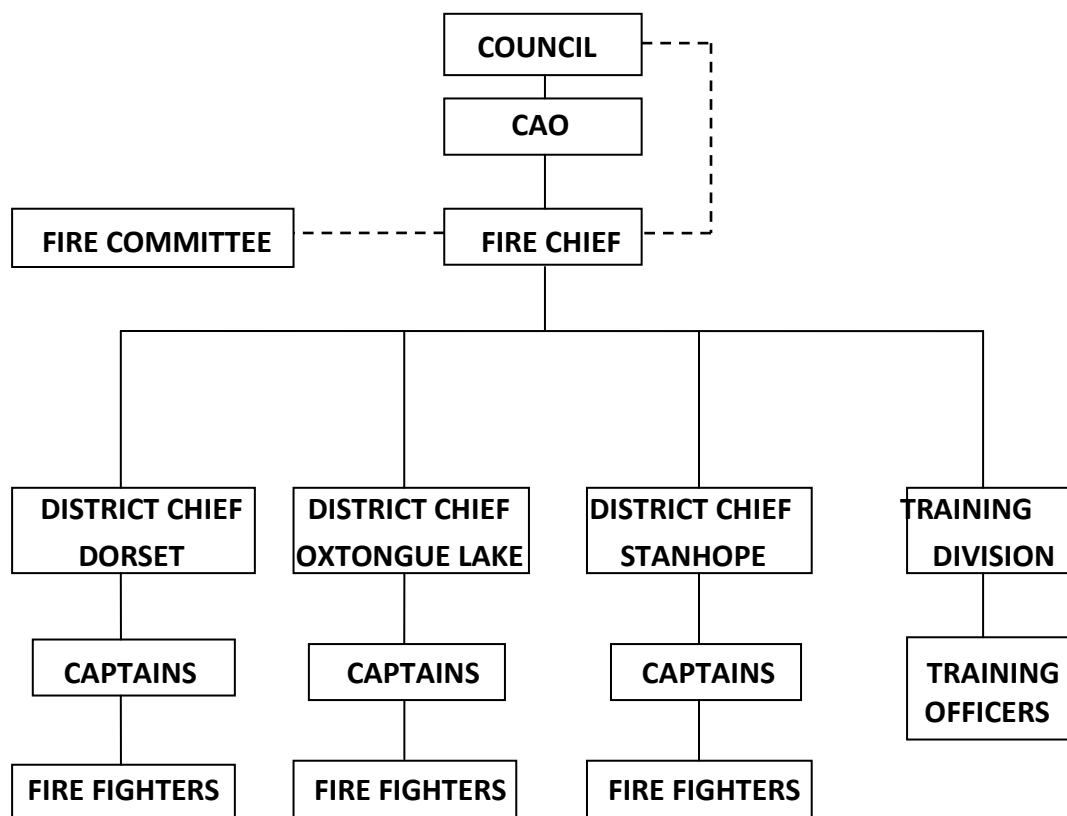
The goal of the Algonquin Highlands Fire Service is to provide fire protection and prevention services through a range of programs. These programs are designed to protect the lives and property of the inhabitants from the adverse effects of fires and exposure to dangerous conditions created by man or nature. The order of priority is first to their municipality; second, to those municipalities requiring assistance through authorized Mutual Aid activities; and third to those municipalities that are provided *Fire Protection Services* by the *Fire Department* via authorized agreement.

In order to achieve the goal of the *Fire Department*, necessary funding must be in place and the following Objectives of the *Fire Department* met:

1. Identify and review the *fire protection services* requirements of the *Municipality*
2. Provide an administrative process consistent with the needs of the Department.
3. Ensure that fire fighting equipment and adequate personnel are available within the *municipality* to provide an uninterrupted response to a citizen's called within the department's jurisdiction, on 24 hours a day, seven days a week basis.
4. Provide departmental training to an accepted standard which will ensure the continuous upgrading of all personnel in the latest techniques of fire prevention, fire fighting and control of emergency situations and to co-operate with other departments of the *Corporation* with respect to management training and other programs.
5. Provide a maintenance program to ensure all fire protection apparatus, including allied equipment, is ready to respond to emergency calls.
6. Provide an effective fire prevention program to
 - a) Ensure compliance with applicable municipal, provincial and federal fire prevention legislation.
 - b) Reduce and/or eliminate fire hazards.
7. Ensure that in the event of a major catastrophe in the municipality, assistance to cope with the situation is available from outside departments and other agencies.
8. Develop and maintain an effective public information system and educational program.
9. Develop and maintain a good working relationship with all federal, provincial and municipal departments, utilities and agencies, related to the protection of life and property.
10. Interact with other departments of the *Corporation* respecting the aspects of fire on any given program.
11. Ensure these Objectives are not in conflict with any other department of the *Corporation*.

BY LAW 5-29 APPENDIX B

**ALGONQUIN HIGHLANDS FIRE SERVICES
ORGANIZATION CHART**



BY LAW 5-29 APPENDIX “C”

SCOPE OF EMERGENCY SERVICES PROVIDED

GENERAL:

Services as determined by Council are intended to provide assistance for the protection of life and property and the welfare of the community **to the level of the training and equipment of the *Fire Department***.

Provision of services shall be commensurate with the emergency location and accessibility. “Similar Service” shall be provided in “Similar Circumstances” throughout the Township.

With respect to the delivery of the described services, it is the objective of the **Fire Department** to apply best effort within the level of training and equipment of the *Fire Department* to meet the emergency needs of the Township’s population regardless of the location.

CORE SERVICES:

- a) Basic Fire Suppression
- b) Structural Firefighting, including Rescue
- c) Vehicle Firefighting
- d) Grass, Brush, Forestry Firefighting
- e) Marine Firefighting – recreational vessels
- f) Basic Medical Assist
- g) Advanced Medical Assist with Defibrillation
- h) Hazardous Materials – Awareness level
- i) Motor Vehicle Accidents and Extrication
- j) Transportation Incidents involving vehicles, aircraft and watercraft
- k) Water and Ice Rescue – Shore Based
- l) Water and Ice Rescue – Boat Based
- m) Water and Ice Rescue – Water Entry
- n) Public Assistance
- o) Police Assistance
- p) Public Utilities Assistance
- q) Community Emergency Planning
- r) Assistant to the Fire Marshal

BY LAW 5-29 APPENDIX “ D “

FIRE PREVENTION POLICY

General:

The Fire Protection and Prevention Act, 1997, Part II section 2(1) states:

Every municipality shall,

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

Therefore, as a minimum accepted model, the municipality should provide the services listed below;

- A smoke alarm program
- Fire safety education material distributed to residents/occupants
- Fire safety inspections upon complaint or when requested to assist with code compliance(including any code enforcement)
- Simplified risk assessment

The Municipality of Algonquin Highlands Fire Prevention Policy includes the following elements:

Smoke Alarm Program

The objective of the smoke alarm program is the provision, installation and maintenance of a working smoke alarm in every residential occupancy in the municipality. Activities to help reach this objective include:

- Distribution of pamphlets or other educational material
- Instruction to residents regarding smoke alarms
- Providing a program for residents to acquire smoke alarms at a reduced or no cost
- Providing advice and /or assistance on the installation of the smoke alarms
- Inspection of residences to determine compliance with the smoke alarm provisions of the Fire Code and municipal by laws.

Public Education Programs

The *Fire Department* will provide a variety of fire prevention education programs for the municipality's population. Priority will be given to those groups/segments of the municipality that are at greatest risk.

Fire Safety education material may be distributed to residents/occupants by a combination of the following activities:

- Distribution of pamphlets or other education material

- Public service announcements utilizing available media
- Instruction to residents/occupants on fire safety matters(for example, presentations to community groups such as scouts, brownies, seniors , child care-givers etc)
- Public tours of the fire stations

Public fire safety education material will address such issues as preventing fire occurrence, planning to escape from fire, being prepared to deal with a fire incident and the value of smoke alarms. The Programs such as the following will be available in order to achieve this objective:

- Learn Not to Burn
- Great Escape
- Risk Watch
- Older and Wiser
- Remembering When
- The Arson Prevention Program for Children (TAPP-C)
- Brush , Grass, Forest Fire Prevention (Fire Risk signage, media announcements and Pamphlets)
- Impact of private Road Access and required Maintenance

Inspections

The *Fire Department* shall conduct fire prevention/safety inspections of occupancies upon request or complaint to assess the occupant/owner compliance with the Fire Code. Any inspection would include appropriate notification of the property owner or responsible party, appropriate follow up and enforcement as necessary.

The Fire Department may carry out or ensure annual inspections of the following premises:

- Churches, Community Halls
- Nursery Day Care Facilities
- Municipal Structures
- Restaurants and licensed premises
- Group Homes , Nursing Homes and Homes for the Aged
- Private Banquet Facilities
- Boarding, Lodges and other Accommodation premises
- Apartment and Condominium complexes
- Exceptionally Hazardous Facilities

The *Fire Department* may carry out or ensure bi-annual inspections of the following premises:

- All other Mercantile, or Commercial Occupancies

Inspections will be carried out on all other premises upon request or complaint.

The *Fire Department* may assist in arranging for, or contacting a party that can carry out solid fuel burning appliance inspections (e.g. woodstoves, fire places). The *Fire Department* will not bear any costs for or provide such third party (e.g. Insurance or Purchase) inspections.

Open Air Burning

Open Air burning is only permitted as per the Ontario Fire Code. Any burning will only be conducted with the approval of the *Fire Chief* or designate in accordance with his/her written instruction or as per the Municipality's Open Burning By-Law.

Fire Investigation and Cause Determination

The *Fire Department* shall investigate the origin and cause of all fires in the Municipality. The Office of the Fire Marshal will be notified for the following reasons: Fatality or Serious Injury (likely to cause death), gaseous explosions, large loss fires or suspicion of Arson. The *Fire Department* will assist the OFM Investigator as requested

The *Fire Department* will conduct Post Fire Operational Debriefing with all the firefighters involved with a fire.

The *Fire Department* will examine/investigate fire scenes by reviewing incident reports, ensuring scene security, physically inspecting the fire scene, interviewing witnesses, and maintaining thorough notes to assist in the effective determination of Fire Origin and Cause.

Conclusion

This Fire Prevention Policy provides for the participation of the *Fire Department* in prevention and public education activities. It also addresses the types and frequency of inspections directed by Council.

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**Ministry of Labour
Ontario Fire Service
Section 21 Advisory Committee**

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APPENDIX K: Fleet Replacement Plan

Algonquin Highlands Fire Services

MFP Fleet Replacement Plan - 5 years-Net costs

UNIT TYPE&#	DESCRIPTION	Year Acquired	target Life	Actual Life	actual year	Estimated Price 2011	Buy 2012	Buy 2013	Buy 2014	Buy 2015	Buy 2016
Pumper (84)	International 4300 Quad, 4x4,Mch,840gpm,300,gallon, A foam	2010	18	18	2028	\$315,000					
Pumper-tanker (61)	international 7400, 840gpm,1200 gal• A foam	2002	18	16	2020	\$315,000					
Pumper -tanker (70)	Freightliner 1050gpm,1000 gallon .A foam	2001	18	18	2019	\$315,000					
Pumper -tanker (80)	Inter 7400. 1050gpm, 1000 gall, A&B foam	2003	18	18	2021	\$315,000					
Tanker (62)	Inter 7600,3000 gal, portables	2010	20	20	2030	\$280,000					
Tanker (82)	International 2654. 1700 gal. 18hp pump	1994	20	20	2014	\$265,000		\$ 100,000	\$ 185,400		
Tanker (72)	1500 gallons. PTO pump	2015	20	20	2015	\$250,000				\$ 100,000	\$176,000
Medical, Utility (63)	1999 Ford 350, ambulance 166,000 km., used	2009	15	15	2014	\$60,000			\$ 64,600		
Medcal/support (71)	1991 Ford E350.Ambulance, 225,000KM, used	2006	15	22	2013	\$60,000			\$ 63,000		
Medical/support (83)	1999 Dodge ram 112ton, 4x4, Winch	1999	10	13	2012	\$39,000	\$ 39,000				
Medium Rescue (68)	1995 GMC 3500, utility, 200km+.used	1999	12	18	2013	\$110,000		\$ 40,000	\$ 111,600		
Medium Rescue (73)	2013Ford 350 -550,walk in					\$110,000		\$ 112,750			
Light Rescue (75)	2004 GMC Sierra. 112 ton . 4x4,h ch	2004	10	9	2013	\$35,000		-\$ 3,500			
Heavy rescue (85)	Inter 4700, walk through galley	1998	20	20	201	\$245,000					
Marine Un(60)	1988 Stanley, 24 II, 125 hp outboard (refurbish)	1990	25	29	2017	\$45,000		\$ 16,000			
Marine Un(80)	2004 Stanley, 21II,120hp outboard	2006	25	20	2024	\$35 000					
Chiefs Unit 1	2009 GMC Sierra 4X4,hilch	2009	7	7	2016	\$37,000					\$ 40.800
ATV (60). trailer	4x4, single seat	2003	10	10	2013	\$12,000		\$ 11,300			
ATV (70).trailer	equip	2008	10	10	201	\$14,000					
ATV (80).trailer	4x4 ,2 passenger Track Kit	2005	10	10	2015	\$16,000				\$ 17,200	
Snowmobile (60)	Sktdoo Scandic, Rescue toboggan, trailer	2009	10	10	2019	\$16,000					
Snowmobile (70)	SKidoo Rescue t o boggan	2004	10	10	2014	\$14,000			\$ 15,100		
Snowmobile (80)	Skidoo 400 ,rescue t o boggan, enclosed trailer	1998	10	14	2012	\$16,000	\$ 15,000				
Resale value (usually 5% of replacement cost)											
Net Capital Expenditure						\$2,958,000	\$ 54,000	\$ 276,550	\$ 439,700	\$ 159,200	\$ 216,800

Five year average capital required is **\$229,250 annually**

Ten year average capital required is **\$268,875 annually**

•Assuming a 2.5% inflation rate

"ALL numbers are before taxes

Algonquin Highlands Fire Services

UNIT TYPE & #	DESCRIPTION	Year Acquired	target life	actual life	actual year	Estimated Price 2011	Buy 2017	Buy 2018	Buy 2019	Buy 2020	Buy 2021
Pumper (841)	International 4300 Quad. 4x4, hitch, 840gpm, 300 gallon, A foam	2010	18	18	2028	\$315,000					
Pumper-tanker (61)	international 7400, 840gpm, 1200 gal. A foam	2002	18	18	2020	\$315,000			\$ 100,000	\$ 284,000	
Pumper -tanker (70)	Freightliner 1050gpm, 1000 gallon , A foam	2001	18	18	2019	\$315,000		\$ 125 000	\$ 250,000		
Pumper -tanker (80)	Inter 7400. 1050gpm, 1000 gal, A&B foam	2003	18	18	2021	\$315,000				\$ 100,000	\$ 293,500
Tanker (62)	Inter 7600, 3000 gal, portables	2010	20	20	2030	\$280,000					
Tanker (82)	International 2654, 1700 gal. 18hp pump	1994	20	20	2014	\$265,000					
Tanker (72)	1500 gallons. PTO pump	2015	20	20	2015	\$250,000					
Medical, Utility (63)	1999 Ford 350, ambulance 186,000 km, used	2009	15	15	2014	\$60,000					
Medical. utility (64)	2015, PU 3/4 ton .4x4, winch	2015	15	15	2015	\$39,000					
Medical/support (71)	1991 Ford E350, Ambulance. 225,000KM. used	2006	15	22	2013	\$60,000					
"Medical support (83)	1999 Dodge ram 1/2 ton. 4x4, hitch	1999	10	13	2012	\$39,000					
Medium Rescue (68)	1995 GMC 3500. Utility 200km+, used	1999	12	18	2013	\$110,000					
Medium Rescue (73)	2013 Ford 350 -550, walk in					\$110,000					
light Rescue (75)	2004 GMC Sierra, 1/2 ton , 4x4, hitch	2004	10	9	2013	\$35,000					
Heavy rescue (85)	Inter 4700, walk through galley	1998	20	20	2018	\$245,000	\$20,000	\$ 164,200			
Marine Unit (60)	1988 Stanley , 24ft. 125 hp outboard	1990	25	29	2017	\$45,000	\$51,000				
Marine Unit (80)	2004 Stanley, 21 ft, 120hp outboard	2006	25	20	2024	\$35,000					
Chiefs Unit 1	2009 GMC Sierra 4X4, hitch	2009	7	7	2016	\$37,000					
ATV (60), trailer	4x4, single seat	2003	10	10	2013	\$12,000					
ATV (70), trailer	equip	2008	10	10	2018	\$14,000		\$ 16,200			
ATV (80), trailer	4x4 ,2 passenger ,Track Kit	2005	10	10	2015	\$16,000					
Snowmobile (60)	Skidoo Scandic, Rescue toboggan, trailer	2009	10	10	2019	\$16,000			\$19,000		
Snowmobile (70)	Skidoo Rescue toboggan	2004	10	10	2014	\$14,000					
Snowmobile (80)	Skidoo 400 . rescue boggan, enclosed trailer	1998	10	14	2012	\$16,000					
Resale value (usually 10% of replacement cost)											
Net Capital Expenditure						\$2,958,000	\$ 171,000	\$ 305,400	\$ 369,000	\$ 384,000	\$ 293,500

MFP Fleet Replacement Plan -10 years-Net Cost

First Five year average capital required is **\$229,250 annually** , second five years require an average of **\$304,500 annually**
Ten year average capital required is **\$268,875 annually**

'Assuming a 2.5% inflation rate
..ALL numbers are before taxes