



TOWNSHIP OF WILMOT

Council Meeting Agenda

Monday, December 7, 2020

Closed Council Meeting

5:00 P.M.

Regular Council Meeting

7:00 P.M.

This meeting is open to the public and is available through an online platform. Please subscribe to the [Township of Wilmot You Tube Channel](#) to watch the live stream or view after the meeting.

Delegations must register with the [Information and Legislative Services Department](#). The only matters being discussed at this meeting will be those on the Agenda.

MOTION TO CONVENE INTO CLOSED SESSION

1. RECOMMENDATION

THAT a Closed Meeting of Council be held on Monday, December 7, 2020 at 5:00 p.m. in accordance with Section 239(2) of the Municipal Act, 2001, for the purposes of:

- c) a proposed or pending acquisition or disposition of land by the municipality or local board;
- k) a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the municipality or local board

2. MOTION TO RECONVENE IN OPEN SESSION

RECOMMENDATION

THAT Council reconvenes in Open Session at 7:00 p.m.

3. **MOMENT OF SILENCE**
4. **LAND ACKNOWLEDGEMENT**
5. **ADDITIONS TO THE AGENDA**
6. **DISCLOSURE OF PECUNIARY INTEREST UNDER THE MUNICIPAL CONFLICT OF INTEREST ACT**
7. **MINUTES OF PREVIOUS MEETINGS**

7.1 Council Meeting Minutes November 16, 2020

RECOMMENDATION

THAT the minutes of the following meeting be adopted as presented:

Council Meeting November 16, 2020.

8. PUBLIC MEETINGS

8.1 REPORT NO. DS 2020-026

Zone Change Application 09/20

Tom and Tracey Mensch

Lot 5, Plan 58M-203

31 Laschinger Boulevard, New Hamburg

RECOMMENDATION

THAT Council approve Zone Change Application 09/20 made by Tom and Tracey Mensch affecting Lot 5, Plan 58M-205 to reduce the rear yard setback on the subject property from 15m to 11m.

9. PRESENTATIONS/DELEGATIONS

9.1 REPORT NO. FD 2020-05

Fire Master Plan Report

RECOMMENDATION

THAT as per the recommendation from the Fire Master Plan Committee, the Fire Master Plan dated December 7, 2020, be endorsed, and;

THAT the 10-year Capital Forecast and annual operating budget be updated to include recommendations under the approved Fire Master Plan.

9.2 CITIZEN OF THE YEAR – Mike Schout
Mayor Les Armstrong

10. CONSENT AGENDA

11. REPORTS

11.1 PARKS, FACILITIES AND RECREATION SERVICES

11.1.1 REPORT NO. PFRS 2020-016

Major Ice Users COVID-19 RED ZONE Fee Reduction

RECOMMENDATION

THAT an additional 50% rate reduction to the New Hamburg Hockey Association, the Wilmot Girls Hockey Association and the New Hamburg Skating Club ice rental rates, while the Region of Waterloo is in the COVID-19 Stage 2 - Red Category, be approved.

11.1.2 REPORT NO. PFRS 2020-018

Sandhills Road Multi-Use Trail and Trails Trust Fund Update

RECOMMENDATION

THAT Council endorse use of the remaining Trails Trust Fund and Schout Corporation donation for the completion of the Sandhills Road Multi-Use Trail; and further,

THAT the Trails Trust Fund be formally closed, effective December 31, 2020, in accordance with By-Law 2016-44, with any remaining funds at that time being allocated to a deferred revenue account for use on trail developments as referenced in Report PFRS 2020-18.

11.2 CORPORATE SERVICES

11.2.1 REPORT NO. COR 2020-38

Wilmot Water Financial Plan

RECOMMENDATION

THAT Report COR 2020-038 regarding the Wilmot Township Water and Wastewater Financial Plan, prepared by the Manager of Finance / Deputy Treasurer, be approved.

11.3 DEVELOPMENT SERVICES**11.3.1 REPORT NO. DS 2020-027****Billboard Sign Renewals****RECOMMENDATION**

THAT Report No. DS 2020-027 be endorsed.

11.4 FIRE SERVICES**11.4.1 REPORT FD 2020-07****Fire Department $\frac{3}{4}$ Ton Pickups****RECOMMENDATION**

THAT RFP FD2020-27 be awarded to BARRY CULLEN CHEVROLET CADILLAC LTD.to supply and deliver two (2) 2021 – Chevrolet Silverado 2500 4x4 Crew Cab Pickup Trucks as per their proposal dated November 6, 2020, in the amount of \$83,810.00 plus HST.

11.5 INFORMATION AND LEGISLATIVE SERVICES**11.5.1 REPORT NO. ILS 2020-37****Consideration of Drainage Engineer's Report****For the Glen Shantz Drain 2020****South Part of Lot 28 and 29****Concession 2, Block A****Township of Wilmot****RECOMMENDATION**

THAT the Drainage Engineer's Report dated October 21, 2020 for the Glen Shantz Drain 2020 requiring drainage involving the installation of closed pipe drain for Branch A and incorporation of closed pipe drain for Branch B for South Part of Lot 28 and 29,

Concession 2, Block A, Township of Wilmot, Regional Municipality of Waterloo, be adopted; and further,

THAT the Provisional By-law be given first and second reading; and further,

THAT the date for the Court of Revision be scheduled for Monday, January 11, 2020 at 7:00 pm and that Mayor L. Armstrong, and Councillors A. Hallman, C. Gordijk and J. Gerber (as alternate member), be appointed to the Court of Revision.

11.5.2 REPORT NO. ILS 2020-38

Award of Contract – Prime Ministers Path Consultation

RECOMMENDATION

THAT the award of contract to National FPG Inc. (“First Peoples Group), for the Prime Ministers Path Stakeholder Consultation, for the upset limit of \$45,000, plus HST, be approved; and further,

THAT funding for these works be included within the 2021 Capital Budget and 10-Year Capital Forecast; and further,

THAT the March 1st, 2021 deadline approved by Council on July 27, 2020 for the presentation of the Consultant’s recommendations in Resolution Number 2020-104 be extended to July 31, 2021.

11.5.3 REPORT NO. ILS 2020-39

Integrity Commissioner Report

RECOMMENDATION

THAT the report prepared by the Integrity Commissioner be received and that Council pass a subsequent Resolution regarding the recommendations contained within the report.

12. CORRESPONDENCE

12.1 Grand River Conservation Authority

Bill 229: Protect, Support and Recover from COVID-19 Act (Budget Measures)

RECOMMENDATION

Whereas the Province has introduced Bill 229, Protect, Support and Recover from COVID 19 Act – Schedule 6 – Conservation Authorities Act;

Whereas the Legislation introduces a number of substantial changes and new sections that will remove and/or significantly hinder the conservation authorities' role to manage watershed natural resources and ensure people and property are safe from natural hazards;

And Whereas municipalities value and rely on the natural habitats and water resources within our jurisdiction for the health and well-being of residents; municipalities value and rely on the conservation authorities' critical role to mitigate the serious risks that natural hazards like flooding pose to people's lives and property; and municipalities value and rely on the conservation authorities' essential work to ensure safe drinking water.

Therefore Be It Resolved;

- That the Province of Ontario work with conservation authorities and municipalities to address these concerns by repealing and/or amending Schedule 6 of Bill 229 and the changes to the *Conservation Authorities Act* and the *Planning Act* to address these concerns;
- That the Province of Ontario delay enactment of clauses affecting municipal concerns and provide at minimum an 18-24 month transition period so that changes can be appropriately incorporated into both municipal and conservation authority budgets;
- That the Province respect the conservation authority/municipal relationships;
- That the Province embrace their long-standing partnership with the conservation authorities and provide them with the tools and financial resources they need to effectively implement their important watershed management role;
- And That this resolution and a copy of the Grand River Conservation Authority Report (GM-11-85) Proposed Amendments to the Conservation Authorities Act through Bill 229 be forwarded to the Premier, the Ministers of Environment, Conservation and Parks, Natural Resources and Forestry, Municipal Affairs and Housing, and Finance, the Association of Municipalities of Ontario and the Rural Ontario Municipal Association.

13. BY-LAWS

13.1 By-law No. 2020-44

Zone Change Application 09/20

Tom and Tracey Mensch

Lot 5, Plan 58M-203

31 Laschinger Boulevard, New Hamburg

RECOMMENDATION

THAT By-law No. 2020-44 be introduced, read a first, second and third time and finally passed in Open Council.

14. NOTICE OF MOTIONS

15. ANNOUNCEMENTS

15.1 Mayor Armstrong - Quarterly Update

16. BUSINESS ARISING FROM CLOSED SESSION

17. CONFIRMATORY BY-LAW

17.1 By-law No. 2020-45

RECOMMENDATION

THAT By-law No. 2020-45 to Confirm the Proceedings of Council at its Meeting held on December 7, 2020 be introduced, read a first, second, and third time and finally passed in Open Council.

18. ADJOURNMENT

RECOMMENDATION

THAT we do now adjourn to meet again at the call of the Mayor.



TOWNSHIP OF WILMOT

Council Meeting Minutes **Monday, November 16, 2020** **Council Meeting** **Electronic Online Participation** **7:00 P.M.**

Members Present: Mayor L. Armstrong, Councillors A. Hallman, C. Gordijk, B. Fisher, J. Gerber and J. Pfenning

Staff Present: Chief Administrative Officer G. Whittington, Director of Information and Legislative Services D. Mittelholtz, Director of Public Works J. Molenhuis, Director of Parks, Facilities and Recreation S. Jackson, Director of Development Services H. O'Krafka, Director of Corporate Services / Treasurer P. Kelly, Fire Chief R. Leeson, Director / Curator Castle Kilbride T. Loch, Manager of Information and Legislative Services / Deputy Clerk T. Murray, Manager of Planning / EDO A. Martin

1. **MOTION TO CONVENE INTO CLOSED SESSION**
2. **MOTION TO RECONVENE IN OPEN SESSION**
3. **MOMENT OF SILENCE**
4. **LAND ACKNOWLEDGEMENT**
 - 4.1 **Councillor J. Pfenning read the Land Acknowledgement**
5. **ADDITIONS TO THE AGENDA**
6. **DISCLOSURE OF PECUNIARY INTEREST UNDER THE MUNICIPAL CONFLICT OF INTEREST ACT**

None Disclosed.

7. MINUTES OF PREVIOUS MEETINGS**7.1 Council Meeting Minutes November 2, 2020****Resolution No. 2020-191**

Moved by: Councillor J. Pfenning Seconded by: Councillor C. Gordijk

THAT the minutes of the following meeting be adopted as presented:

Council Meeting November 2, 2020.

CARRIED.

8. PUBLIC MEETINGS**9. PRESENTATIONS/DELEGATIONS****9.1 REPORT NO. CAO 2020-01**

**Township of Wilmot Updated Strategic Plan and 2020 Work
Program**

Resolution No. 2020-192

Moved by: Councillor C. Gordijk Seconded by: Councillor J. Gerber

THAT as per the recommendation from the Strategic Plan Steering Committee, the updated Township of Wilmot Strategic Plan, dated November 16, 2020, be endorsed; and,

THAT the 2020 Work Program be affirmed.

CARRIED.

Staff provided an overview presentation of the process involved leading to the recommendation of the Updated Strategic Plan. The presentation is attached as Appendix A.

Council expressed their pleasure with the amount of community engagement and collective efforts undertaken during this process. Council was impressed with the level of work staff committed especially during a pandemic.

Clarification was provided on the acronym used in the Work Program of JASOND is July, August, September, October, November and December.

The Director of Information and Legislative Services clarified that the reference to the complete project of the Procedural By-law was in relation to the inclusion of the Electronic Meeting legislation and noted that the Procedural By-law that was under review in early 2020, was delayed due to COVID-19 and will be brought back to Council for consideration.

There were inquiries from Council regarding the delay of the Code of Conduct to the next term of Council, with a request for an opinion from the Integrity Commissioner. The Director of Information and Legislative Services advised that having the Code of Conduct moved to completion during 2021 would require adjustments to other projects within the Information and Legislative Services Department due to limited resources. The CAO advised that further discussions will occur and come back to Council.

The Director of Corporate Services clarified that the current recreation grant program is available to youth based on income brackets for subsidies and through consultation processes and other communications, the senior community was recognized as a demographic that could benefit from financial assistance.

The Director of Public Works and Engineering advised the results of the bridge reports were as expected and any new works are included in the 10-year capital.

The Fire Chief confirmed the delay to the women's washrooms renovations in Baden was due to COVID-19 and the difficulty finding a contractor and architect; however, advised that those are now in place.

The Director of Facilities, Parks and Recreation noted a tour of the Haysville Community Room can be accommodated with physical distancing.

The Director of Information and Legislative Services advised that the RFP for the consultant on the PM Path was circulated; however, there was no uptake on that RFP and the Committee is meeting to discuss next steps.

The Director / Curator of Castle Kilbride clarified that the Public Art Policy would provide guidelines on how to choose particular forms of art and installations for the Township.

10. CONSENT AGENDA

10.1 REPORT NO. ILS 2020-33

**Consideration of Drainage Engineer's Report
For the Glen Shantz Drain 2020
South Part of Lot 28 and 29
Concession 2, Block A
Township of Wilmot**

10.2 REPORT NO. ILS 2020-34

**Appointment of Drainage Engineer
Karen Wagler
Delton-Reibling Drain, Part Lot 32, Concession 3, Block B
Township of Wilmot**

10.3 REPORT NO. ILS 2020-35

**Appointment of Drainage Engineer
Karen Wagler
Nicklas Drain, Part Lot 32, Concession 3, Block B
Township of Wilmot**

10.4 REPORT NO. ILS 2020-36

**Appointment of Drainage Engineer
Waterloo Common Element Condo Plan #355, Summers Field
Lane, 1662 Erbs Road, St. Agatha
Township of Wilmot**

Resolution No. 2020-193**Moved by: Councillor B. Fisher****Seconded by: Councillor A. Hallman**

THAT Report Nos. ILS 2020-33, ILS 2020-34, ILS 2020-35, and ILS 2020-36 be approved.

CARRIED.

11. REPORTS**11.1 DEVELOPMENT SERVICES****11.1.1 REPORT NO. 2020-025****Zone Change Application 08/20****Damian Jaworski****Block 99, Plan 58M-414 and Lot 12, Plan 1366****Corner of Astor Cres. and Forrest Ave. E., New Hamburg****Resolution No. 2020-194****Moved by: Councillor A. Hallman****Seconded by: Councillor J. Pfenning**

THAT Council approve Zone Change Application 08/20 made by Damian Jaworski affecting Block 99, Plan 58M-414 and Lot 12, Plan 1366 to change the zoning of the subject property from Zone 4a (Residential) to Zone 4 (Residential).

CARRIED.

The Manager of Planning / EDO outlined the report.

The Manager of Planning / EDO confirmed that lot grading, drainage, and storm water management are approved at the site plan stage in conjunction with Public Works and Engineering. It was also confirmed that the height restriction does not refer to stories of a building, rather the overall height of the building.

11.2 FIRE SERVICES**11.2.1 REPORT NO. FR 2020-06****Triple Combination Pumper Purchase****Resolution No. 2020-195****Moved by: Councillor B. Fisher****Seconded by: Councillor J. Pfenning**

THAT RFP 2020-25 be awarded to Fort Garry Fire Trucks to supply and deliver one (1) 2021 Spartan Triple Combination Pumper Apparatus as per their proposal dated October 23, 2020, in the amount of \$773,539 plus HST, and further

THAT additional funding of \$62,200 be incorporated within the 2021 Capital Budget and Ten-Year Capital Forecast.

CARRIED.

The Fire Chief outlined the report.

12. CORRESPONDENCE

13. BY-LAWS

13.1 By-law No. 2020-43 Zone Change Application 08/20

Resolution No. 2020-196

Moved by: Councillor A. Hallman Seconded by: Councillor J. Pfenning

THAT By-law No. 2020-43 be introduced, read a first, second and third time and finally passed in Open Council.

CARRIED.

14. NOTICE OF MOTIONS

15. ANNOUNCEMENTS

15.1 Councillor C. Gordijk noted that Interfaith Counselling Services in partnership with Suicide Awareness Wellesley have developed a video entitled Overwhelmed and it will be shared on their website.

15.2 Councillor J. Gerber noted that it is Movember and asked for support to the Director of Corporate Services in raising funds for men's health.

15.3 Councillor A. Hallman noted that she is looking for other Movember residents to support, in addition to the donations she has already made.

15.4 Councillor A. Hallman expressed a Happy Diwali to residents celebrating this week.

15.5 Councillor A. Hallman noted it is Transgender Awareness Week and that she has received community feedback expressing thanks for the flying of the Pride Flag and the Pride stickers on Township facilities. The CAO noted

that in respect to staff training, email communication has been sent out to Council in that regard.

15.6 Mayor L. Armstrong acknowledged the support at the cenotaph on Remembrance Day.

15.7 Councillor J. Pfenning thanked the community for doing their part to keep the community safe during COVID-19, as well as acknowledged the difficulties families have had during this time reminding the community to reach out if they need help.

16. BUSINESS ARISING FROM CLOSED SESSION

17. CONFIRMATORY BY-LAW

17.1 By-law No. 2020-44

Resolution No. 2020-197

Moved by: Councillor C. Gordijk

Seconded by: Councillor J. Gerber

THAT By-law No. 2020-44 to Confirm the Proceedings of Council at its Meeting held on November 16, 2020 be introduced, read a first, second, and third time and finally passed in Open Council.

CARRIED.

18. ADJOURNMENT (8:05 PM)

Resolution No. 2020-198

Moved by: Councillor J. Pfenning

Seconded by: Councillor B. Fisher

THAT we do now adjourn to meet again at the call of the Mayor.

CARRIED.



TOWNSHIP
OF WILMOT

Strategic Plan Update

Report No. CAO 2020-01

Wilmot is a cohesive, vibrant and welcoming countryside community.

Page 15 of 450

2013 Strategic Plan

- Consultant led community engagement and document preparation
- Created the Township's Vision and Mission Statement
- Identified 6 values from the community engagement: health and wellbeing; diversity; legacy; accessibility and inclusivity; forward-thinking; and balance
- 4 identified goals, each with 3-5 strategies and several actions
- Provide guidance for municipal decision making for the next 20 years



Township of Wilmot Strategic Plan
Council Approved – June 3, 2013

The Consultant and the Committee

- WCM Consultants Inc. retained to lead and guide stakeholder consultations

- Committee Members

Mayor Les Armstrong

Councillor Angie Hallman

Councillor Jeff Gerber

Chief Administrative Officer

Director of Corporate Services / Treasurer

Director of Development Services

Director of Information and Legislative Services /
Municipal Clerk

Director of Parks, Facilities and Recreation Services

Education about
acceptance and
equality

Stakeholder Consultations

- 3 in-person workshops to kick off the engagement process
- Online and hardcopy surveys
- Business community focused charette
- Community organization focused charette
- Township staff charettes
- One-on-one interviews with Council members

Maintain accessibility
along existing
networks

Review and Refining

- All feedback received was reviewed and categorized
- Confirmed much of what was included in the 2013 Strategic Plan
- The community has evolved resulting in the need to update the Plan

Streamline services
with Region and area
municipalities eg.
Water / sanitary

Integration between
rural / urban lifestyles &
communities and
respect for the
environment

Core Values

2013

Health and Wellbeing	Accessibility and inclusivity
Diversity	Forward-thinking
Legacy	Balance

2019

Health and Wellbeing	Accessibility and inclusivity
Community	Forward-thinking
Legacy	Balance

Wilmot residents identified “diversity” and “community” as key values that needed to be included in the Plan. Accessibility and inclusivity includes diversity.

Goals

2013

- We enjoy our quality of life
- We are an engaged community
- We have a prosperous economy
- We protect our natural environment

2019

- Community Engagement
- Economic Prosperity
- Environmental Protection
- Quality of Life
- Responsible Governance



Strategies

Quality of Life

- Accessibility and Inclusivity
- Active Transportation and Transit
- Arts, Culture and Heritage
- Health and Wellbeing
- Recreation and Leisure Opportunities

Community Engagement

- Belonging
- Community Events
- Support for Community Groups/Volunteers and Youth

Economic Prosperity

- Economic development
- Smart Growth

Environmental Protection

- Agriculture and Greenspace
- Climate Adaptation and Mitigation
- Sustainability

Responsible Governance

- Active Communications
- Fiscal Responsibility
- Infrastructure investments
- Service Reviews / Master Planning

Environment - lets
do more - Climate
change issues are
important

Actions

Protect farmlands
and keep the
Township Rural

Protect our
communities
identities

Community Engagement

- 2 new actions from consultations, 1 new action from 2019 Novel Coronavirus

Economic Prosperity

- 3 new actions from consultations, 1 new action from 2019 Novel Coronavirus

Environmental Protection

- 3 new actions from consultations

Quality of Life

- 6 new actions from consultations, 1 new action from 2019 Novel Coronavirus

Responsible Governance

- 25 new actions from consultations, 1 new action from 2019 Novel Coronavirus

Implementation

- Departmental Mission Statements
- Annual Work Program
- Engagement and Awareness
- Annual Reporting
- Reports to Council
- Online Progress Reporting Tool

Seek feedback
from community
and updates /
communication
back to
community groups

Recreational
opportunities -
continue to expand
on diversity

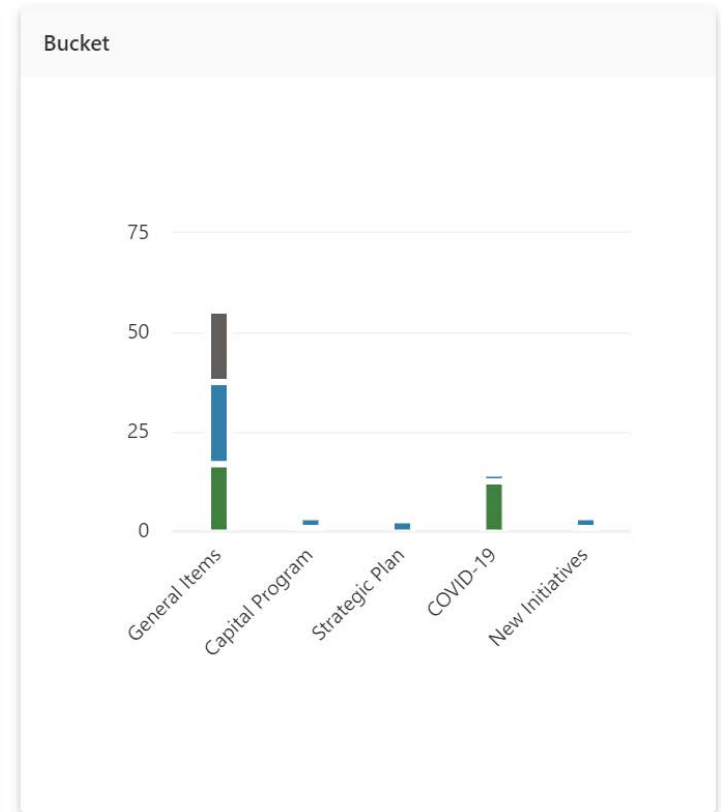
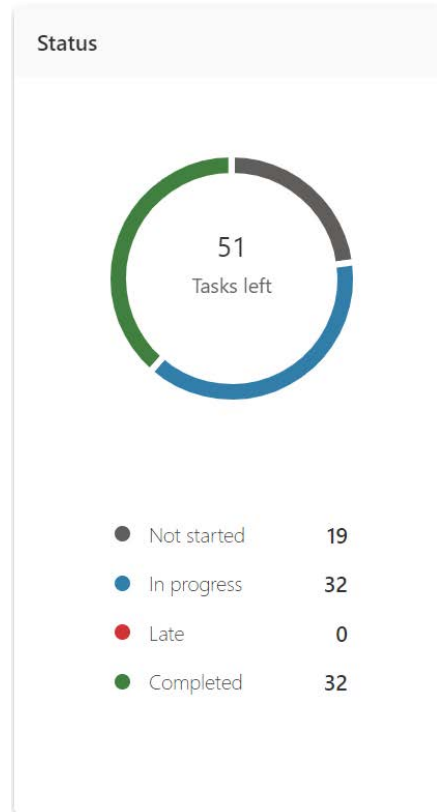
Integrate faith
groups,
volunteerism,
service clubs

Annual Work Program

- Approved by Council and updated mid year
- 2020 Work Program delayed due to the 2019 Novel Coronavirus

Effective evidence
based decision
making

Increasing Youth
community
involvement





REPORT NO: DS 2020-026

TO: COUNCIL

SUBMITTED BY: Harold O’Krafka, MCIP RPP
Director of Development Services

PREPARED BY: Andrew Martin, MCIP RPP
Manager of Planning/EDO

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Zone Change Application 09/20
Tom and Tracey Mensch
Lot 5, Plan 58M-203
31 Laschinger Boulevard, New Hamburg

RECOMMENDATION:

THAT Council approve Zone Change Application 09/20 made by Tom and Tracey Mensch affecting Lot 5, Plan 58M-205 to reduce the rear yard setback on the subject property from 15m to 11m.

SUMMARY:

This application proposes to amend the zoning of the subject property by reducing the existing 15m rear yard setback to accommodate an existing above ground pool and alterations to an existing deck.

BACKGROUND:

Notice of a Public Meeting was given to property owners within 120 metres of the subject lands on November 13, 2020. The following is a summary of comments received prior to the Public Meeting.

Public: none

Agencies: GRCA – no comments

Region of Waterloo – no objections, but recommending the Township complete a comprehensive review of the setback as it applies to all lots backing onto the woodlot.

REPORT:

The subject lands are designated Urban Residential in the Township Official Plan, and are zoned Zone 2b (Residential) within the Township Zoning By-law 83-38, as amended.

The subject property is currently developed with a single detached dwelling and backs onto a Township owned woodlot. Properties on Laschinger Boulevard backing onto the woodlot are subject to a 15m rear yard setback established as a buffer based on the former limit of the woodlot on these properties at the time of subdivision approval in the early 2000's. The setback was to discourage removal of trees and provide a buffer to the abutting woodland.

This application proposes to reduce the current 15m rear yard setback to 11m to allow the addition of steps from a deck as well as to recognize the location of an existing above ground pool as illustrated on the site plan included as Attachment A.

In the last several years, there has been a significant impact on trees within the rear yards on Laschinger Boulevard and the abutting woodland largely as a result of the emerald ash borer. There are few lots with mature trees remaining within the rear 15m. The subject property has one remaining mature tree and there is only low quality wooded habitat abutting the property. For these reasons, maintaining a 15m setback no longer serves a purpose. The applicant has requested a setback of 11m which the Region of Waterloo does not object to.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

Holding public meetings to gain input on planning matters promotes an engaged community.

FINANCIAL CONSIDERATIONS:

The application fees, established by the Township of Wilmot Fees and Charges By-law, were collected at the time of application.

ATTACHMENTS:

Attachment A Site Plan

ATTACHMENT A

ZCA-09-20

31 Laschinger Blvd

LOT

P. I. N.

'REFERENCE BEARING'
N 29°00' 34" W

45.000

50'6" PLAN

(11.5m)

18.000
N 60°59' 26" E

BLOCK

83

CONCRETE FOUNDATION
HOUSE
(UNDER CONSTRUCTION)

new roof Addition

ELEV. , top of
FNDN. = 345.79

LOT

5
pool

HOUSE
(CONCRETE
FOUNDATION)

0378

22194

N 29°00' 34" W

P. I. N.

6

SIB(1191)

N 60°59' 26" E
13.787
P & S
A - C = 4.218
N 60°22' 29" E
R = 195.642

22194 - 0376

ELEV. , top of
FNDN. = 345.59

1.24
F & M

1.21



TOWNSHIP OF WILMOT

FIRE SERVICES *Staff Report*

REPORT NO: FD 2020-05

TO: Council

SUBMITTED BY: Rod Leeson, Fire Chief

PREPARED BY: Rod Leeson, Fire Chief

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Fire Master Plan Report

RECOMMENDATION:

THAT as per the recommendation from the Fire Master Plan Committee, the Fire Master Plan dated December 7, 2020, be endorsed, and

THAT the 10-year Capital Forecast and annual operating budget be updated to include recommendations under the approved Fire Master Plan.

SUMMARY:

On April 29, 2019, Council approved Emergency Management and Training Inc. to undertake a Fire Master Plan process within the Township of Wilmot. The process followed steps to ensure the plan included input from members of Council, Senior Management, Fire Management Team, Firefighters and Members of the Public. Due to the ongoing Covid-19 Pandemic and emergency management requirements for Fire department staff, the Fire Master Plan report delivery and presentation to council was delayed.

The Fire Master Plan, using analytics, needs analysis, best practice methods, legislation and survey feedback provides recommendations on how the fire service should provide core services for the next 10 years. This document provides baselines for the Fire Chief to plan and provide direction to the Fire Service, Council and the community we serve.

BACKGROUND:

A five-year fire master plan was developed and approved by Council on January 14, 2013. All the recommendations identified within the 2013 Fire Master plan have been completed. On April 29, 2019, Council approved the Fire Department to undertake a updated 10 year Fire Master Plan with a comprehensive Community Risk Assessment as per O.Reg 378/18.

“Ontario Regulation 378/18: Community Risk Assessments (O. Reg. 378/18) requires that every municipality, and every fire department in a territory without municipal organization complete a community risk assessment and use it to inform decisions on the provision of fire protection services. The Community Risk Assessment is an in-depth and comprehensive assessment to inform fire protection service levels and requires the identification, analysis, evaluation and prioritizing of risk, based on nine mandatory profiles.”

Further, O. Reg 378/18 became effective July 1, 2019 and states “The *Fire Protection and Prevention Act, 1997 (FPPA)* mandates that every municipality in Ontario shall establish a program which must include public education with respect to fire safety and certain components of fire prevention, and provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.

In the fire service, these elements are commonly referred to as the Three Lines of Defence:

1. Public Fire Safety Education
2. Fire Safety Standards and Enforcement
3. Emergency Response

In order to meet these obligations, the Township needs to make informed decisions with respect to the types and levels of fire protection services they provide. This requires an understanding of the risks facing the community that can be identified through a community risk assessment. Once identified, the risks can be prioritized to assist in making informed decisions about risk treatment options and the provision of fire protection services.

The O. Reg 378/18 will require a mandatory update and submission to the OFMEM every five years, and this study will be identified in the updated 10- year capital forecast.

The new Fire Master Plan essentially picks up where the last Fire Master Plan left off, moreover it will build upon existing growth projections and needs of the township utilizing analytics, legislation and best practice processes to continue with sound responsible planning and improvements within the fire service.

REPORT:

Emergency Management and Training Inc. was awarded the contract to undertake a new Master Fire Plan for the Township of Wilmot Fire Service. The plan will provide strategic direction to the Township and the fire service with recommendations and projected cost estimates over the next 10 years as approved by council.

The lead consultant conducted individual interviews with all Fire Master Plan Steering Committee members, all members of council and applicable Township staff. The consultant developed and delivered presentations to the three fire stations and three separate public open houses.

Fire Station Presentations were conducted on the outlined dates:

- Station 1 Baden, Monday July 22, 2019
- Station 2 New Dundee, Monday July 29, 2019
- Station 3 New Hamburg, Monday August 12, 2019

The public open houses were conducted on the outlined dates:

- New Dundee Community Center, Wednesday July 31, 2019, 6:30 pm until 8:00 pm
- St. Agatha Community Center, Tuesday August 13, 2019, 6:30 pm until 8:00 pm
- Wilmot Recreation Center, Wednesday August 21, 2019, 6:30 pm until 8:00 pm

The presentations provided key points to firefighters and members of the public to understand the purpose of the Fire Master Plan process and provided an opportunity to ask questions. Separate surveys were released to the public and firefighters for feedback and includes a high-level overview of this gathered information in the Fire Master Plan.

- The Fire Master Plan committee consisted of the following members:
 - Mayor Les Armstrong,
 - Councilor Cheryl Gordijk,
 - Councilor Barry Fisher,
 - CAO Grant Whittington,
 - Fire Chief Rod Leeson,
 - District Chiefs Paul Koenig, Brad Otterbein and Russell Strickler,
 - Fire Prevention Officer Andrew Mechalko, and
 - Training Officer Dale Clements.

After careful review of the draft Fire Master Plan, on November 26, 2020, the Fire Master Plan Committee unanimously endorsed the Fire Master Plan and Community Risk Assessment (O.Reg 378/18) and recommended for council approval.

The data and information collected has been thoroughly analyzed and compared to industry best practices to determine current and future needs/actions required to provide and maintain a professional, quality fire service to the Township of Wilmot residence. Recommendations have been identified in the Fire Master Plan with benchmark goals. These recommendations are

broken down into short term (immediate to 3 years), mid-term (4 to 6 years) and long term (7 to 10 years). The purpose of these recommendations is to ensure responsible planning measures are utilized and match with sound financial planning. Short term recommendations cover immediate identified needs while mid and long-term goals allow time for planning and financial strategies to be implemented while maintaining compliance and utilize industry best practice standards. Firefighter safety is a key element which includes, but not limited to, training, equipment, fire stations and fire apparatus.

Through the consulting process Emergency Management and Training Inc, Fire Management Team and the Fire Master Plan Committee has identified twenty-two (22) recommendations which are found within the 2020 Fire Master Plan document.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

The update of Wilmot's Fire Master Plan was a key action within our Corporate Strategic Plan.

The Township is communicating municipal matters through open and transparent planning while ensuring people's safety and maintaining municipal equipment and infrastructure.

The Fire Master Plan is consistent with our core value of health and wellbeing of our citizens and firefighters.

FINANCIAL CONSIDERATIONS:

The 2020 Capital Program and 10-Year Capital Forecast included provisions for capital repairs to the three (3) fire stations and vehicle/equipment replacements across the fire service.

The Fire Master Plan specifically recommends the following capital initiatives:

- Fire Station Replacement for Station 3 (New Hamburg)
- Fire Station Replacement for Station 1 (Baden)
- Bunker Gear Racking in Station 2 (New Dundee)

While the provision for bunker gear racking at Station 2 (New Dundee) will be incorporated within the existing capital plan, and funded via the Capital Levy and/or Infrastructure Reserve Funds; the larger capital investments in Fire Stations for New Hamburg and Baden over the long-term will require additional funding outside of existing Township resources.

The 2019 Development Charges Background Study included limited growth-related capital costs for the Fire Service, pending the outcome of the Fire Master Plan update. As such, staff intend to update the Development Charges Background Study in 2021 to include new growth-related capital expenditures for Fire Stations. The goal of this update would be to ensure that the growth in Wilmot Township driving the need for new Fire Station Infrastructure is appropriately funding the growth-related share of overall project costs.

While it is anticipated that significant capital funding towards the stations will be sourced from Development Charges, Township staff are cognizant that the design and construction of two (2) fire stations will likely require debt financing, both on the levy and Development Charges side. Staff will factor this into long-term debt planning.

Currently the Township has zero tax-levy funded debt obligations, and the decision to take on debt will need to consider the broad spectrum of long-term requirements across all service areas.

The challenge with growth funded capital financing is the cyclical nature, whereby large growth-related capital spending generally occurs prior to the collection of Development Charges for residential, commercial and industrial buildings causing the growth. From a Wilmot perspective, the Township's Discretionary Reserve Funds to-date have been sufficient to allow for internal financing of the DC Reserve Funds. However, with some significant capital initiatives on the 10-Year Forecast in the near term, external debt financing will be required to keep projects moving forward from a cash flow perspective.

Corporate Services staff have reviewed the capital and operating requirements of the Fire Master Plan and will work with Fire Services staff to incorporate within future budgets for Council approval.

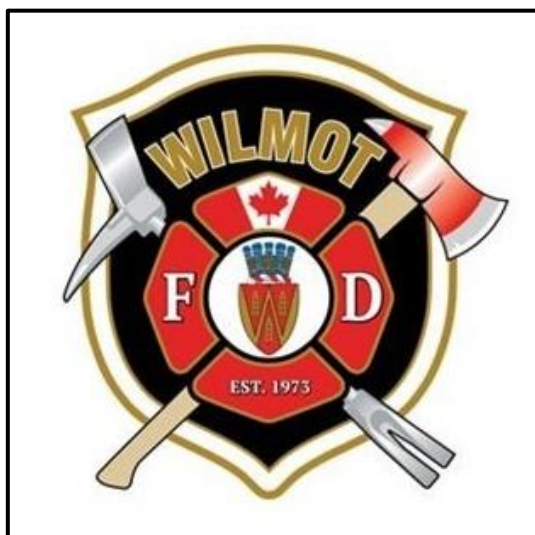
ATTACHMENTS:

- Fire Master Plan
- Community Risk Assessment, O. Reg 378/18



December 7, 2020

Wilmot Fire Department



Fire Master Plan



**Emergency
Management &
Training Inc.**

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Executive Summary

This document has been prepared in response to the Wilmot Fire Department's (WFD) request for consulting services to develop a Fire Master Plan (FMP) that will provide a framework to guide future policy, organizational, capital and operational planning decisions.

Every fire department should be guided by a master/strategic plan. An FMP traditionally focuses on the identification of fire hazards and planning an appropriate suppression force response. Today, hazard or risk assessment has expanded well beyond the fire problem in the community to include emergency medical incidents, hazardous materials incidents, and many other emergency situations. As such, to help mitigate these emergencies as much as possible, more emphasis is being placed on fire prevention and control systems as communities attempt to effectively reduce fire related losses.

Current challenges faced by the WFD are like those faced by many rural/urban interface fire departments in Ontario. Increased rigour from statutory and standards requirements related to firefighter health and safety, increased skills and competencies required, changing work patterns where fewer firefighters are available for workday response, and increased emphasis on prevention and public education are examples of common themes.

This document includes plans for future needs relating to equipment, facilities, human resources, fire prevention and training as well as the many external influences that impact on the fire service.

Objectives

The FMP will include an analysis of current and forecasted fire protection service delivery needs and develop clear and concise recommendations including a detailed 10-year implementation strategy for the Township.

To assist in prioritizing the recommendations, they have been presented in short-term (1-3 years), medium-term (4-6 years), and long-term (7-10 years) requirements based on growth, trends, regulatory requirements, and financial capabilities of the Township. This plan will set the foundation for strategic decision making for the provision of fire and rescue services within the Township of Wilmot.

Scope of Work

The review included but was not limited to the following key areas. A more detailed overview of the scope of work can be found in the overview section:

- a. Staffing needs – review capabilities of existing staffing and identify future needs for each of the following divisions: Suppression, Training, Prevention and Administration.

- b. Facilities – review capacity and condition of existing facilities and plan for future needs. Specific attention is required to the facility needs for the Training Division, Prevention Division and Administration.
- c. Station location – review of existing locations relative to the current and future demands and consideration of potential needs for relocation or additional stations.
- d. Apparatus – review existing vehicles and replacement plans relative to the existing and expected demands as well as the review of how apparatus maintenance is conducted and best practices thereof.
- e. Service Level Standards – review established benchmarks to ensure they meet the communities’ needs, reflect best practices, and establish comparable joint Key Performance Indicators that can/ will be used to identify performance of the various fire services.
- f. Community Risk Assessment – review the community, anticipate growth, call volumes and related challenges that could pose a risk within the community presently and/ or in the future.
- g. Emergency Management – review the present emergency management program along with any recommendations for future improvements.
- h. The report is a review of the existing Fire Master Plan and an expansion of that document.
- i. Plan outcomes must establish strategic priorities complete with action plans. These shall be expressed in terms of goals, objectives, action steps, resources (human and financial) and the timelines required to successfully complete the priorities.

Based on the previously noted nine summarized criteria (a – i), through meetings with the Fire Chief and other stakeholders, the consulting team was able to complete a thorough review of elements that are working well and those requiring improvement within the WFD.

Building from the Existing FMP of 2012

Listed below are the recommendations submitted in the 2012 Fire Master Plan.

The conclusions and recommendations contained within the past report are summarized below, by topic, along with the present status of each recommendation.

1. Implement the position of Public Education/Training Officer (21 hours per week) – **Completed**
2. Increase complement of Volunteer Firefighters by 15 – **Completed**
3. Additional training hours for increased complement of 15 firefighters – **Completed**
4. New Volunteer Firefighter bunker gear for increased complement of 15 firefighters – **Completed**

5. Complete detailed Facility Review of the fire stations. - **Completed**
6. Install flashing green light street signage at strategic locations within the Township. – **Project identified in the 2020 budget submission.**
7. Purchase new Tanker with 2500-gallon capacity to replace current Tanker (35). – **Completed**
8. Investigation and removal of fire hydrants in the New Dundee settlement area. Cost would be incurred by another department. – **Completed; public works placed appropriate signage to indicate hydrants are for testing purposes only.**
9. Application for Superior Tanker Shuttle Accreditation. – **Completed and recertified in 2019**
10. Purchase new Pumper to replace Pumper (31) – **Completed**
11. Increase the available hours for the Fire Prevention Officer to reflect full-time position. – **Completed; position went to full time in 2019 and moved Public Education Responsibilities to this position.**
12. Increase available hours of Training Officer to reflect full-time position. – **Completed – 2nd Part-time Training officer approved in 2020 budget, recruitment delayed by COVID-19, anticipate position to be filled October 2020.**
13. Purchase new Tanker with 2500-gallon capacity to replace current Tanker (25) – **Completed**
14. Expansion of the New Hamburg fire station – **Expansion not feasible, interior renovations completed April 2020.**
15. Purchase an additional Pumper to increase the depth of apparatus fleet – **Identified in Capital Plan for 2027.**

Wilmot Fire Department is truly dedicated to the community they serve. Council, CAO, and the Fire Chief are sincerely committed to ensuring the safety of the community and the firefighters. The Township should be commended for completing the 15 identified recommendations found in the 2012 FMP. The Fire Management Team consists of highly skilled members that care about the community they protect and the sincere commitment to their fire family. The Company Officers and firefighters, the backbone of the fire service, demonstrate consistent commitment to ensuring they deliver the best possible fire service to their community. Based on the present staffing, equipment, and fire stations locations, the Wilmot Fire Department is endeavoring to offer the most efficient and effective service possible.

As a brief overview, the general themes of the recommendations in this Fire Master Plan are as follows:

- Updating of the Establishing and Regulating Bylaw and Emergency Preparedness program
- Review of dispatching services and possible fine tuning of medical response protocol
- A more focused effort relating to fire prevention, public education, and community involvement
- Fire station requirements
- Increase in Department staffing related complement for a growing community

The following recommendations are listed in a summary chart for ease of reference. Please note that the recommendations are listed in chronological order according to their appearance in the report; they are not listed according to priority.

Rec #	Recommendation	Suggested Timeline
Section 2.4: Establishing & Regulating By-Law		
1	<p>It is recommended that a full review of the 2011 Establishing and Regulating By-law document be completed to include the following items:</p> <ul style="list-style-type: none"> • Incorporate, where appropriate, any references to the FPPA, NFPA standards and OFMEM Guidelines that the Fire Department deems relevant to services provided and is supported by the Township, such as: <ul style="list-style-type: none"> ○ Measurable service levels that can be reported to Council on an annual basis using the existing quarterly report structure to Council. ○ Composition of the Department to represent the level of service to be provided as outlined throughout the MFP. ○ Updating the document's language to reflect recent legislative changes and/or inclusion of supporting National Fire Protection Association (NFPA) standards ○ Fire Chief continues to have the flexibility to increase staffing as required to keep numbers up to plan for anticipated retirements and/or promotions of the firefighters. 	Short-term (1-3 years)
Section 3.1.1: Municipal Responsibilities		
2	Fire Chief to continue monitoring response times along with how many times, if any, that a full response component was not amassed. This type of information can be utilized to identify any future needs and/or considerations for the incorporation of a partial full-time response component.	Continue and Ongoing
Section 3.2.2: Future Needs		
3	Continued emphasis on additional staff time spent in fire prevention related activities. In addition to public education, there should be an emphasis placed on assessing buildings stock within the community to identify types and number of hazards that may exist.	Short-term (1-3 years) and ongoing
Section 3.2: Community Risk Assessment		

4	<p>It is recommended that the Community Risk Assessment (CRA) provided by EMT be updated every five years or as necessary in accordance with the new Provincial Legislation, in conjunction with the NFPA 1730 standard.</p> <p>There is merit in providing an updated assessment at the beginning of every term of Council so that the sitting Council understands the platform on which the services conducted by the Fire Department are built.</p>	Ongoing and after each election
Section 3.3.1: Current Condition		
5	The Fire Prevention Division review its inspection program to identify levels of desired frequency as noted in the FUS Suggested Frequency Chart, annually tracking the number of hours spent on inspections.	Continue and Ongoing
Section 3.3.4: Wilmot Community Risk Statistics		
6	The Fire Department should continue to meet with local community groups to form a partnership for organizing fire safety and public education events.	Continue and Ongoing
Section 4.4: Administration Division		
7	Create a part-time Deputy Chief position to help distribute the workload, along with allowing for a more effective level of supervision amongst the divisions within the Department (Suppression, Training, Fire Prevention, Administration).	Mid-term (4-6 years)
Section 4.5.2: Commission on Fire Accreditation International		
8	<p>Continue to evaluate training programs are meeting relevant legislation, standards, and best practice recommendations that meet Establishing & Regulating Bylaw service levels. The Training Officer should:</p> <ul style="list-style-type: none"> • Continue the current practice of publishing an annual training calendar and post in each fire station. • Identify what training programs are required annually in relation to the approved service levels that WFD is providing • Identify the number of hours that are required to meet each of those training needs • Identify the resources required to accomplish this training • Investigate joint partnerships with bordering fire departments and private organizations that can achieve the training requirements 	Continue and Ongoing

	<ul style="list-style-type: none"> Provide an annual program outline at the start of each year to the Fire Chief and Fire Management Team, with noted goals and expectations and completion success rate 	
Section 4.6: Fire Prevention and Public Education		
9	<p>It is recommended that an additional part-time Fire Prevention/Public Safety Education Officer be hired.</p> <ul style="list-style-type: none"> Will evolve into a full-time position as the population and demand for inspections increases. Will help to alleviate some of the present pressure on the FPO and better serve fire prevention and public education program development within the Township Will provide the current FPO some additional time to increase frequency of inspections and public education events. 	Short-term (1-3 years)
Section 4.6.1: Determination of Current Staffing Requirements		
10	Fire Prevention Officer continue to closely track time spent on each of the Fire Prevention activities. Reporting should include clearly identifying the number of public education events, demographic profile and the numbers of adults and children reached.	Continue and Ongoing
11	<p>Fire department currently utilizes firefighter ranks to enhance annual fire prevention and public education events within the Township. EMT recommends the Department is to continue moving towards having more of the fire department staff cross trained and certified to at least:</p> <ul style="list-style-type: none"> NFPA 1031 – Fire Inspector I NFPA 1035 – Fire and Life Safety Educator I <p>And that the FPO continue to work with the VFFs and incorporate them into public education events and that VFFs be remunerated accordingly for their time.</p>	Continue and Ongoing with new staff
12	The Department should continue its ongoing efforts towards certification for staff for each position (that requires or recommends certification) and ensure that certifications are maintained.	Continue and Ongoing
Section 4.7: Recruitment and Retention of Volunteer Firefighters		
13	The Fire Chief should continue to investigate opportunities to promote retention of the volunteer firefighters as noted in the OFMEM document. The Fire Chief should continually recruit for VFF in areas	Continue and ongoing

	<p>that are presently understaffed or have issues with response numbers to calls.</p> <p>EMT is also recommending:</p> <p>The Fire Chief meet with CAO, Treasurer, HR, and other appropriate resources to provide a wholesome study of the volunteer firefighter remuneration system. This should include, at minimum, Training both internal and external, Work Party, On Call/Weekend Standby and any other applicable areas. The study should include feedback from department firefighters and utilize suitable comparators to support findings.</p>	
Section 5.3: Dispatching Services		
14	<p>EMT recommends that the Fire Chief discuss with EMS services to have their response level adjusted to more critical types of medical calls. This will still offer members of the community the service they need when dealing with an emergency situation in line with neighboring fire services.</p>	Short-term (1-3 years)
Section 6.1.1: Fire Station Location and Other Considerations		
15	<p>A new fire station be constructed in Baden and the planning stage considered as a long-term project. Site plan approval, architectural design, engineering, and land procurement would occur in the long-term cycle with construction occurring in the next FMP cycle.</p>	Long-term (7-10 years) and next FMP Cycle
Section 6.1.1: Fire Station Location and Other Considerations		
16	<p>Firefighters' turnout gear be removed from the apparatus floor areas of fire station 2 New Dundee to reduce the exposure of this gear to diesel contaminates. This will require a dedicated space to be constructed within the building to accommodate firefighter's turnout gear.</p>	Short-term (1-3 years)
Section 6.2.1: New Hamburg Station Considerations		
17	<p>A new fire station be constructed in New Hamburg and it is recommended this process be undertaken in two parts. Mid-term for the planning, site plan approval, architectural design, engineering, and land procurement. Second part is construction to be carried out in the long-term to allow suitable time to secure funding streams.</p>	<p>Planning Mid-Term (4-6 years)</p> <p>Final Construction (7-10 years)</p>
18	<p>Fire Chief follow through with preplanning and create a suitable plan for a backup fire station should Station 3 New Hamburg be compromised from a flooding event.</p>	Short-term (1-3 years)

Section 7.1.2: NFPA – Vehicle Replacement Recommendations		
19	<p>EMT recommends the Township continue to utilize their current planning practices using annual capital budgeting for vehicle replacement and should maintain a schedule that complies with the FUS recommendations on the replacement of vehicles from a first line to a second-line unit at 15 years. The Fire Chief should have Council's support to investigate all purchasing opportunities and should include joint procurement opportunities.</p> <p>It is recommended that NFPA Standard 1901 relating to vehicle design, replacement, and refurbishing, be utilized.</p>	Continue and ongoing for fire vehicle replacement and future forecasting (see NFPA 1901)
Section 7.3.1: Maintenance – Small Equipment		
20	<p>It is recommended that the Department continue its maintenance programs on all small equipment such as, but not limited to, ladders, breathing apparatus, small engines, ropes and hoses on an annual basis or otherwise based on manufacturers recommendations. Using the annual budget process, the Fire Chief continues to receive appropriate funding to advance maintenance programs for the fire service.</p> <ul style="list-style-type: none"> • The NFPA 1932 Standard identifies the type and frequency of testing for ground ladders. • NFPA 1983 outlines the testing process for life safety rope. • NFPA 1914 outlines testing for aerial devices • The <i>Health and Safety Act</i> also makes note that all equipment used by workers must be in good condition. <p>Wilmot Fire should adhere to these standards, the <i>OH&S Act</i>, and any related manufacturer's recommendations.</p>	Continue and Ongoing
Section 8.1: Emergency Management Program		
21	Conduct full review and update of the Township's Emergency Plan to ensure that the program continues to meet the needs of the community and that continued support is provided such as staff resources and funding to advance this valuable program.	Short-term (1-3 years)
22	Consideration should be given to the concept of creating a Community Emergency Management Coordinator partnership jointly with the area townships and assigning program clerical duties to someone other than the Fire Chief/CEMC.	Short-term (1-3 years)

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DEFINITIONS

Immediate	Recommendations that should be addressed urgently due to the legislative or health and safety requirements
Short-term	Recommendations that should be addressed within 1 – 3 years
Mid-term	Recommendations that should be addressed within 4 – 6 years
Long-term	Recommendations that should be addressed within 7 – 10 years
AVL	Automatic Vehicle Locators
CEMC	Community Emergency Management Coordinator
CFAI	Commission on Fire Accreditation International
CISC	CRTC Interconnection Steering Committee
CPSE	Centre for Public Safety Excellence
CRA	Community Risk Assessment
CRTC	Canadian Radio-television & Telecommunications
DPG	Dwelling Protection Grade
EMCPA	Emergency Management & Civil Protection Act
EOC	Emergency Operation Centre
FESO	Fire and Emergency Services Organization
FMP	Fire Master Plan
FPO	Fire Prevention Officer
FPPA	Fire Prevention & Protection Act
FUS	Fire Underwriters Survey
GPS	Global Positioning System
HFSC	Home Fire Sprinkler Coalition
ILEC	Incumbent Local Exchange Carrier
IP	Internet Protocol
IRM	Integrated Risk Management Approach
LEED	Leadership in Energy and Environmental Design
NFPA	National Fire Protection Association
NG 9-1-1	Next Generation 9-1-1
NIOSH	National Institute for Occupational Safety & Health
NIST	National Institute of Standards and Technology
OFC	Ontario Fire College
OFMEM	Ontario Fire Marshal's Office and Emergency Management
PFPC	Public Fire Protection Classification
PSAPs	Public Safety Answering Points
RFP	Request for Proposal
RTT	Real-time Text
SRA	Simplified Risk Assessment
SWOT	Strengths, Weaknesses, Opportunities, Threats

TSP	Telecommunications Service Provider
VoIP	Voice Over Internet Protocol
WFD	Wilmot Fire Department

Overview

Project Initiation

In 2019, Township of Wilmot issued a Request for Proposal (RFP) on behalf of its Fire Department. As the successful bidder, Emergency Management and Training Inc. (EMT) has worked collaboratively with the Township of Wilmot and the Wilmot Fire Department (WFD) in the gathering of data and development of this Fire Master Plan (FMP). EMT would like to thank all staff and the community for their input into this plan. Due to the COVID-19 Pandemic this Master Plan experienced significant delay to completion.

Review Process and Scope

Emergency Management and Training Inc. (EMT) has based its review process on the Township's initial Request for Proposal (RFP) and the response document submitted by EMT.

The specified areas noted in the project's RFP were reviewed by utilizing best practices, current industry standards, and applicable legislation as the foundation for all work undertaken. EMT also used both quantitative and qualitative research methodologies to develop a strong understanding of current and future needs and circumstances of the community, as well as the customer service demands of the public.

The detailed list of items to be addressed within this FMP are as follows:

1. Assess all aspects of the fire service and fire protection service delivery including but not limited to administration, emergency management, training and professional development, communications, fleet/facilities, fire prevention, public education and fire suppression and emergency response for efficient utilization and optimization of municipal resources.
2. Assess all aspects of the fire service and fire protection service delivery for legislative compliance including: *Fire Protection and Prevention Act* (FPPA) including any recently filed regulations, *Emergency Management and Civil Protection Act*, Section 21 Guidance notes, *Occupational Health and Safety Act* and municipal by-laws.
3. Assess all aspects of the fire service and fire protection service delivery in consideration of current industry standards and best practices, National Fire Protection Association (NFPA) related standards, the Ontario Fire Marshal and Emergency Management's Public Fire Safety Guidelines and Comprehensive Fire Safety Effectiveness Model, latest Fire Underwriter Survey, and comparable municipal operating and response models, to determine optimal service levels and options for optimizing fire protection service delivery to meet the current and future needs and circumstances of the community.

4. Assess current and future computer and information technology needs and opportunities for improved efficiency including system redundancies and failsafe backups as they relate to: communications, administration, fire prevention, public education, emergency management, emergency response, firefighter safety, training and professional development, and fleet/facilities. Specific attention shall be given to data and records information management systems, incident response and reporting, field applications including pre-incident planning, inspections, new technology and in-truck mobile data terminals.
5. Guided by the Township of Wilmot Strategic Plan and the Township Official Plan, assess all relevant aspects of the service delivery impacts of current growth and development conditions in the municipality, as well as anticipated areas of future growth and urbanization patterns, to project the anticipated community needs and circumstances as they relate to all areas of fire protection service delivery over a projected 10-year planning horizon.
6. Assess staffing needs – review the effectiveness of the current composite staffing model for both administrative and emergency response capabilities, recognizing the unique demands placed on Volunteer Firefighters and identify any current and anticipated future deficiencies or opportunities for improved efficiency in meeting or maintaining standards for best practice for each of the following divisions: Administration, Emergency Response, Training and Professional Development, Fire Prevention, Public Education, Emergency Management, and Information Technology.
7. Assess facility needs and station locations – review existing facilities and provide recommendations for future locations relative to current and future service delivery demands and applicable standards, as well as consideration of potential needs for relocation or additional stations and municipal Emergency Operations Centre requirements. Assess facility budgeting process and preventative maintenance and replacement programs.
8. Assess professional qualifications and standards to determine current and future training needs for all positions within the fire department in consideration of FPPA regulations, and NFPA professional qualifications and standards, documentation requirements, and succession planning.
9. Assess apparatus, vehicles and equipment – review existing vehicles and equipment condition, maintenance programs, capital replacement schedules and plans relative to existing and expected service demands and station locations, budget process, budget reserves, and preventative maintenance requirements using NFPA standards while recognizing the volunteer model and response demands of Wilmot Township;
10. Assess the mutual aid agreement with neighbouring municipalities in terms of the level of effective assistance available in frequent large-scale emergency events, and in terms of potential for additional collaborative agreements to improve emergency response efficiency and/or effectiveness.

11. Develop a comprehensive Community Risk Assessment in accordance with the recent FPPA legislative changes (Ontario Regulation 378/18) and to comply with the new legislation and to further inform critical decisions in determining the appropriate level of fire protection services and response capabilities to meet the municipalities' needs, circumstances and legislative responsibilities. Use of NFPA 1300 would be also recommended. This Community Risk Assessment will form an Appendix to the Fire Master Plan document.
12. Review and assess the latest Fire Underwriters Survey (FUS) rating for the Township of Wilmot and identify any feasible opportunities to improve the FUS grading and reduce insurance premiums in the municipality.
13. Assess development charges and identify future growth and non-growth-related needs of the Fire Service within the plan. The study will consult with the Township's Development Services and Finance departments to assess anticipated future growth and confirm the methodology to allocate the growth-related capital costs between the residential and non-residential users of the service.
14. Assess and identify bona fide fire service comparators for benchmarking purposes to provide a comparison context of similar composite municipal fire services with comparable staffing, service delivery models, population density, land area, apparatus, call volumes and operating budget.
15. The Plan recommendations must establish strategic priorities complete with action plans. These shall be expressed in terms of clear and concise goals, objectives, action steps, resources required (human and financial), and the timelines required to successfully complete the priorities in a detailed implementation plan.
16. The consultant will meet with the Township's core Project Team at the outset of the project to establish specific project requirements. The core Project Team will consist of the Fire Chief, 3 District Fire Chiefs, Fire Prevention Officer, Training Officer, the CAO, the Mayor, and 2 members of Council.
17. The project must include a minimum of one community information open house in each township ward. Further, a minimum of one meeting(s) with community stakeholder groups to seek input from the community regarding the project components, as well as a minimum of one consultation meeting with the members/ staff of the Township of Wilmot Fire Service. Surveys or other form of stakeholder engagement may be used in addition to in-person consultation sessions, but not substituted in place of personal consultation.
18. The Consultant shall present the Draft Fire Master Plan to the Fire Master Plan Steering Committee. Based on comments and recommendations received, a Final Draft Master Plan shall be prepared and then endorsed by the Fire Master Plan Steering Committee. Upon this endorsement, the fire master plan will be presented to council for final approval, once

approved a copy is to be provided to each fire station and accessible to all fire department staff.

Based on the review of the Fire Department's facilities, equipment, staffing, programs, and related data, EMT is submitting a total of 22 recommendations for consideration and implementation.

Performance Measures and Standards

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

- The Ontario Fire Marshal's Office and Emergency Management (OFMEM) Public Safety Guidelines
- The Ontario Fire Marshal's Office and Emergency Management (OFMEM) Comprehensive Fire Safety Effectiveness Model
- *The Fire Protection and Prevention Act*
 - *O.Reg 378/18 – Community risk assessments*
- The National Fire Protection Association (NFPA) standards
 - NFPA 1221 addresses recommended standards in relation to communications/dispatching services
 - NFPA 1720 addresses recommended standards for volunteer fire departments
 - NFPA 1730 addresses recommended standards for fire prevention and education activities
- The Commission on Fire Accreditation International, which is a program that evaluates a Fire Department based on related NFPA standards, local legislation, and industry best practices (the parent organization for CFAI is the Centre for Public Safety Excellence (CPSE))
- Office of the Fire Marshal and Emergency Management's (OFMEM) Integrated Risk Management program
- The *Ontario Health and Safety Act*, National Institute for Occupational Safety and Health (NIOSH)
- Ontario Fire Service – Section 21 Guidelines
 - The Section 21 Committee is based on Section 21 of the *Ontario Occupational Health and Safety Act*. This committee is charged with reviewing industry safety concerns and developing recommended guidelines to reduce injuries for the worker.

Project Consultants

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

- Darryl Culley, President Emergency Management and Training Inc.
- Brent Thomas, Fire & Emergency Services Consultant
- Rick Monkman, Fire & Emergency Services Consultant

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

SECTION 1 – Community & Fire Department Overview

1.1 Community Overview

1.2 Fire Department Composition

1.3 Fire Department Comparable

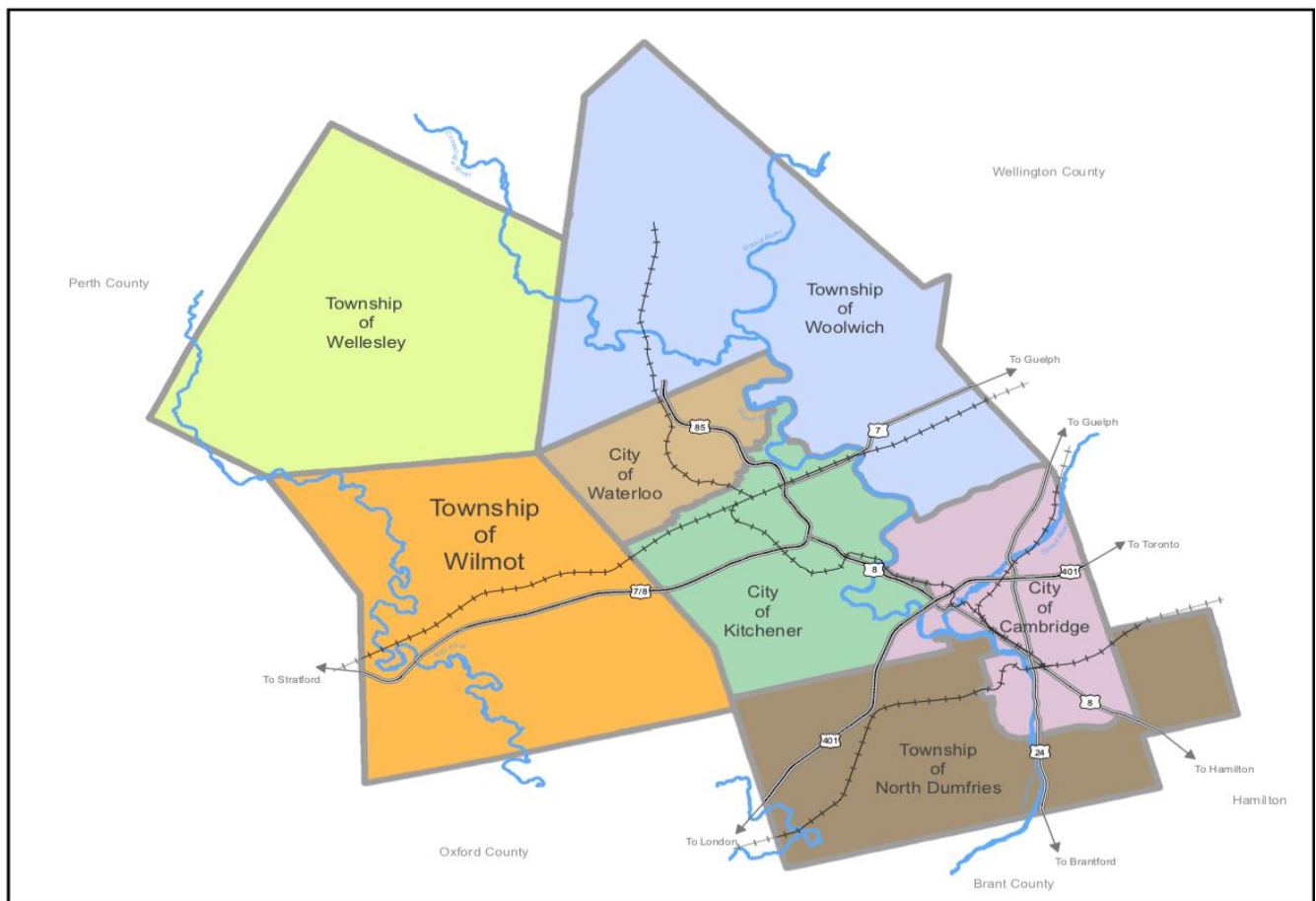
Section 1: Community and Fire Department

1.1 Community Overview

The Township of Wilmot was created in 1973 with the amalgamation of the municipalities of Wilmot and New Hamburg. Located in the heart of southwestern Ontario, the Township of Wilmot is one of the seven lower tier municipalities which comprise the Regional Municipality of Waterloo. The Township is home to a population of approximately 21,000 residents, largely located within the urban settlement areas of Baden and New Hamburg, with rural settlements in the communities of New Dundee, Mannheim, Petersburg, Philipsburg, St. Agatha, Shingletown, Sunfish Lake, Foxboro Green, Wilmot Centre, Luxemburg, Lisbon and Haysville.

The Township is forecasted to grow to a population of 28,500 by 2031. With a land area of approximately 264 square kilometres, the community contains an abundance of significant rural areas, agricultural lots, and natural areas, including the Nith River, provincially significant wetlands and environmentally sensitive areas.

FIGURE 1: Map of Wilmot



1.2 Fire Department Composition

The Township of Wilmot Fire Department (WFD) currently provides fire protection services from fire stations located in the communities of Baden, New Dundee, and New Hamburg. Evidence of the history and tradition within each of the volunteer fire departments located in these communities remains visible in each of these stations today. Pictures and plaques mounted on station walls reflect the years of dedicated service the volunteer firefighters have provided to their respective communities.

This sense of community continues in the commitment of today's volunteer firefighters as indicated by their individual and coordinated efforts to provide fire protection services to their local areas and the larger community. Each of the three fire stations continues to host individual volunteer firefighter associations that remain active in local fundraising efforts and support of their local communities. Despite this, the three fire stations operate as one cohesive fire department. The three fire stations are as follows:

- Station 1 - Baden Station – 99 Foundry Street
- Station 2 - New Dundee Station – 55 Front Street
- Station 3 - New Hamburg Station – 121 Huron Street

The Wilmot Fire Department responds to approximately 700 to 800 calls for service per year. These incidents include, but are not limited to, fire related incidents, medical assist, water rescue, and motor vehicle collisions. To ensure that they are meeting the needs of the community and its staff, the Fire Department recognizes that it is necessary to update and maintain a Fire Master Plan (FMP) for the purposes of providing high-quality fire services to the residents and businesses of the community along with its visitors. This MFP for the WFD reviews and identifies current and anticipated community fire risks and needs over the next 10 years. This will greatly assist the Fire Department with future planning relating to staffing and response, fire and life safety programming, and for asset management.

This review has examined and researched all aspects of the Fire Department operations including, planning, fire prevention, training and education, communications, apparatus and equipment, maintenance, human resources, station suitability (accommodations) and locations, budgets, and large-scale emergency preparedness.

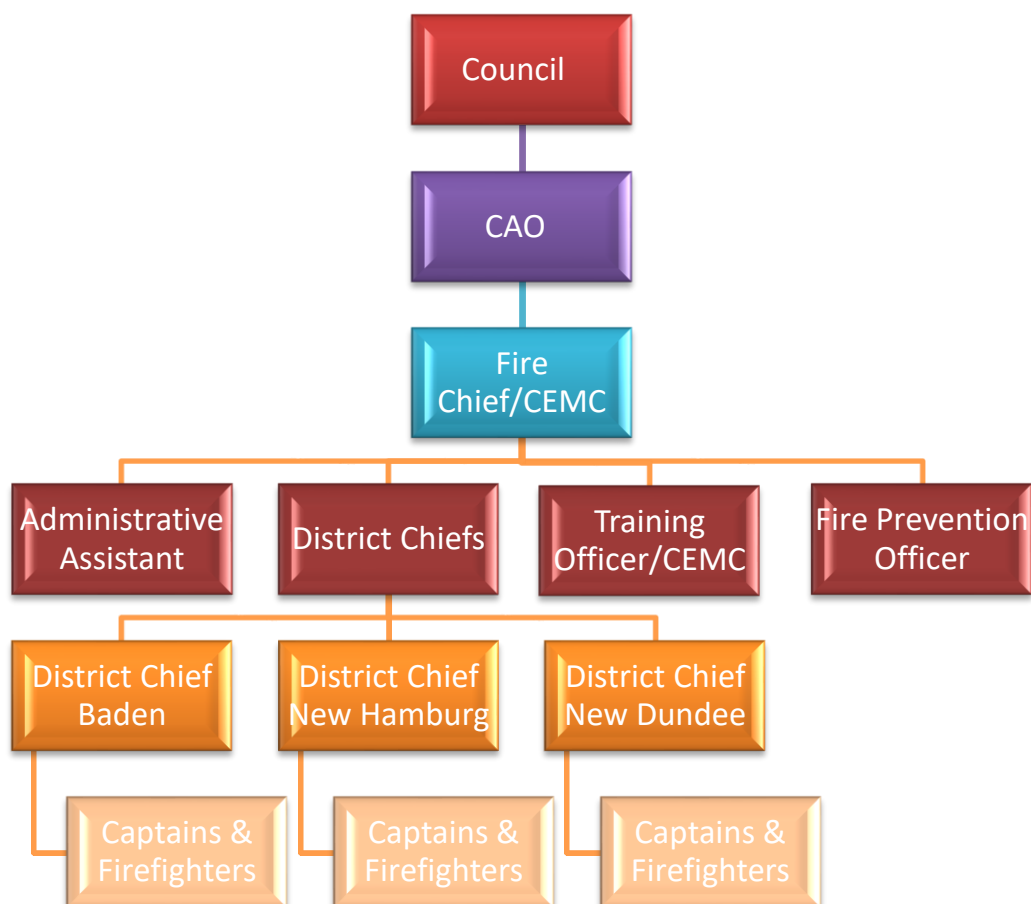
The Fire Department staff includes:

- Full-time Fire Chief
- Full-time Fire Prevention Officer
- Full-time Administrative Assistant
- Part-time Training Officer

Along with the previously noted full and part-time staff, the Department is served by three volunteer District Chiefs, one for each fire station. Each station has a complement of volunteer captains and firefighters who respond out of the three fire stations – Baden, New Dundee and New Hamburg. The total firefighting force for the Fire Suppression/ Operations Division currently sits at 80 volunteer firefighters.

The organizational chart noted in FIGURE 2 - Fire Department Organizational Chart reflects the general reporting structure within the Fire Department and that of the Fire Chief to the CAO and Council.

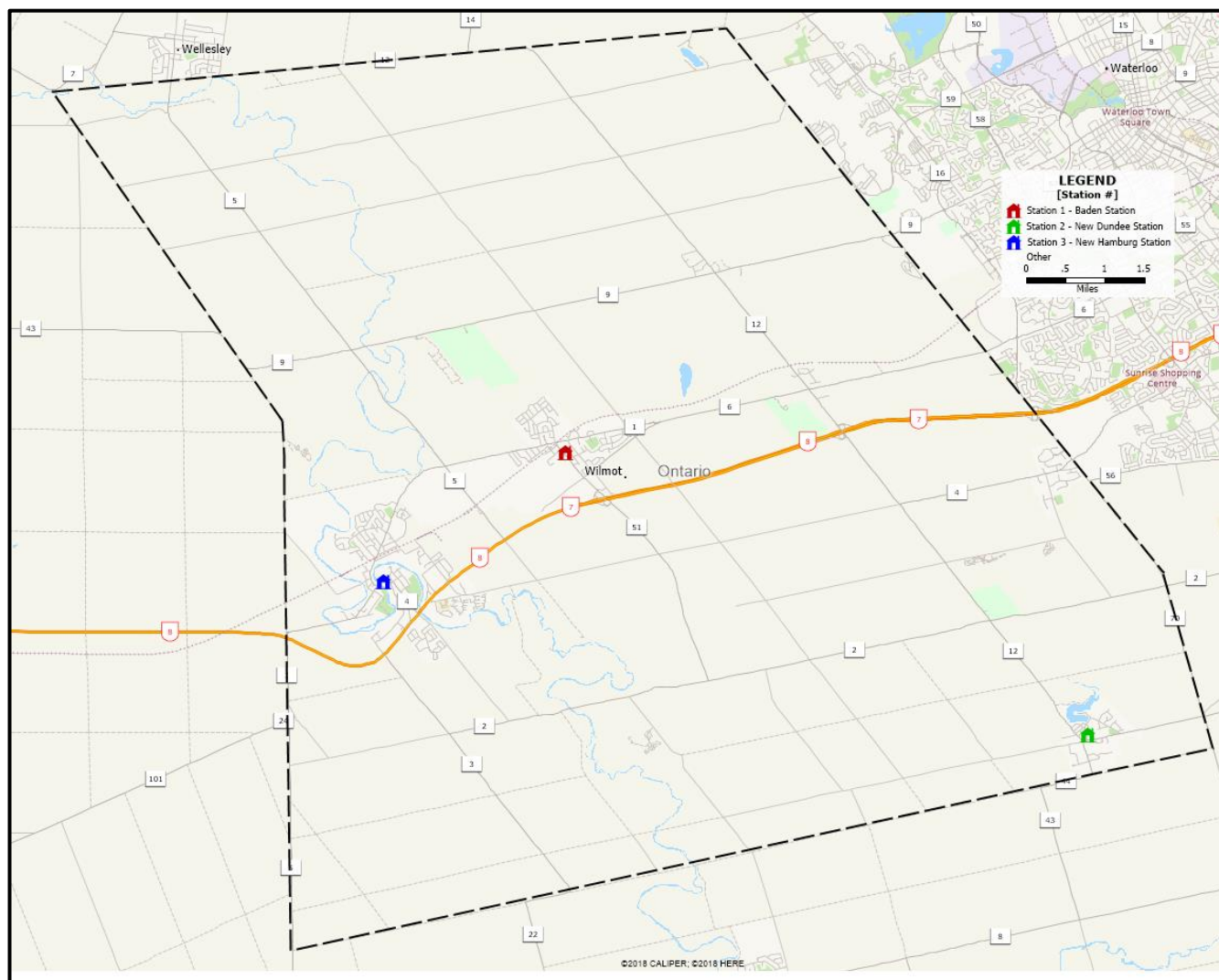
FIGURE 2: Fire Department Organizational Chart



This current reporting arrangement allows for a sufficient level of involvement by the Fire Chief within the senior management structure of the Township and also allows for a high-level of administrative oversight of the day-to-day operations of the Fire Department.

As noted in FIGURE 3, the three fire stations are situated in the three main populated areas of Baden, New Hamburg, and New Dundee.

FIGURE 3: Wilmot Municipal Boundaries and Fire Station Locations



1.2.1 Community Growth

Presently, the population of Wilmot is at approximately 21,000 people and is forecasted to grow to roughly 28,500 people by 2031. This growth is anticipated to occur primarily in the areas of Baden and New Hamburg. This represents an estimated population increase of 7,500 citizens or 36%. This population growth will translate into an increase in call volume for the Fire Department. How much the call volume will increase, however, is unknown because population growth percentages is not the only factor related to calls for service. At this time, we can simply examine how much responses have increased over the past four years. This increase can be seen in the following chart (Table 1 - Estimated Call Volumes for 2016 to 2019).

TABLE 1: Estimated Call Volumes for 2016 to 2019

2016	2017	2018	2019	Percentage increase in past three years	Estimated call volume for 2020	Estimated call volume for 2031
754	762	816	789	Range of 1% to 9%	800-850	1,100 – 1,300

These estimations noted in Table 1 - Estimated Call Volumes for 2016 to 2019 are based on data received for the past four years. If the estimates are accurate and population growth occurs this will then translate into an increase in demand on the volunteer firefighters. This type of increase will need to be monitored in conjunction with response times and volunteer firefighter turnout. To gain a more accurate understanding of anticipated call volumes, the Fire Chief should continue the tracking of percentage increases over the next decade and continue to report this to council utilizing the established quarterly report system to ensure that they are aware of the increases and what challenges are affecting the Department.

An area for the enhancement and consideration is medical related responses which account for approximately 44% of the Department's annual call volume. If no change was to occur over the next 10 years, then of the estimated 1,100 to 1,300 calls for WFD, approximately 450 to 600 of those calls would be medical related calls. Being that WFD is charged per call, any opportunity that exists to reduce dispatching costs, yet at the same time helping to refine and improve services to the community is always a good thing. It should also be noted that the Firefighters are not truly volunteer, they are paid for every hour they work and/or train. Any reduction and related savings in call volume times could be utilized towards other priorities. Overall, the improved services would be in the form of a more focused response criteria for WFD, along with a more streamlined level of training for the volunteer firefighters.

More will be discussed about this later in this document, but for now, the clear option for implementation is for the Fire Chief to work with the regional ambulance (EMS) service and Kitchener Fire dispatch to adjust the level of response to cover only serious types of medical calls. This would include responses to calls that relate to such things as breathing difficulties, serious injuries, and EMS delayed response, to name a few. This recommendation is in line with the other Waterloo Region Townships.

1.3 Comparable Fire Departments

A review was conducted of fire service comparators for benchmarking purposes, providing a comparison of similar municipal fire services. This type of review can offer a snapshot of what other similar sized communities and fire departments look like. Some of the communities reviewed do not have the same size population but will have similar sized fire departments and call volumes.

In completing this type of review, the Fire Chief and Council must be aware that no two communities are identical; each community has its own unique challenges due to demographics, topography, percentage of residential, commercial and industrial areas, along with transportation and road network challenges. The following chart provides a general overview of comparable communities and fire departments, their staffing levels and type, along with call volumes for each fire department.

TABLE 2: Fire Department Comparable and Population Ratio

Municipality	Population Served (approx.)	Community's Geographical Area	Number of Fire Stations	Staffing Volunteer and Full-time Firefighters	Fire Service Agreements in Place for Response by Other Fire Departments	Annual Incidents	Firefighter to Population Ratio
Township of Wilmot	21,000	264 km ²	3	3 FT, 1 PT 80 VFFs	3	800	269
Perth East	12,261	715.1 km ²	3	68 VFFs	2	253	180
Centre Wellington	28,191	407.54 km ²	2	4 FT, 60 VFFs	1 mutual aid, 5 other agreements	550	440
Woolwich	25,006	326.15 km ²	6	2 FT, 2 PT, 150 VFFs	2 agreements	550	167
Uxbridge	21,176	420.65 km ²	1	2 FT, 30 VFFs	6	400	622
Strathroy-Caradoc	20,867	270.77 km ²	3	78 VFFs, 2 FT	No data	400	270
Scugog	21,617	474.65 km ²	2	58 VFFs, 5 FT, 2 PT	4	452	332

As illustrated in Table 2 - Fire Department Comparable and Population Ratio, there is a range of population versus staffing ratios between the communities surveyed. No definitive conclusion or recommendation can be drawn from this comparison alone. This data does, however, offer a glimpse of information which can be used to identify whether Wilmot is functioning similarly in relation to call volumes, population versus staffing, and composition of the service. Based on the fire departments surveyed, the Wilmot Fire Department has a slightly lower staffing level to some of the other comparable municipalities in relation to population vs. staffing.

At this time, based on the data collected, Emergency Management & Training Inc., is not able to draw any quantifiable conclusions and/ or recommendations other than advising the Fire Chief to continue to use comparables based on population and call volumes to identify if Wilmot is experiencing above or below average response numbers and staffing levels (as those compared with).

In relation to cost of fire services for a community. It is a worth noting that based on the 2018 BMA Municipal Study, Wilmot is in the lower range of cost per capita of municipalities with a population range of 15,000 – 29,999 people. The top end is \$294.00 per capita, whereas Wilmot is at \$70.00 per capita costs. This is a very positive reflection on the WFD and the level of service it provides to the community of Wilmot in a cost-effective manner.

Municipality	Net Costs per Capita Excl Amort	Net Costs per Capita Incl Amort
Centre Wellington	\$ 45	\$ 53
Strathroy-Caradoc	\$ 47	\$ 57
West Lincoln	\$ 49	\$ 59
Woolwich	\$ 47	\$ 61
Bracebridge	\$ 50	\$ 62
Huntsville	\$ 50	\$ 63
Tillsonburg	\$ 64	\$ 67
Wilmot	\$ 61	\$ 70
Springwater	\$ 66	\$ 75
Pelham	\$ 58	\$ 77
Grimsby	\$ 69	\$ 79
Middlesex Centre	\$ 67	\$ 81
Lincoln	\$ 71	\$ 89
Niagara-on-the-Lake	\$ 87	\$ 111
King	\$ 89	\$ 111
Prince Edward County	\$ 92	\$ 112
Port Colborne	\$ 142	\$ 157
East Gwillimbury	\$ 140	\$ 168
Kenora	\$ 146	\$ 168
Thorold	\$ 181	\$ 194
Collingwood	\$ 186	\$ 208
Owen Sound	\$ 207	\$ 214
Brockville	\$ 286	\$ 294
Population 15,000 - 29,999		
Average	\$ 100	\$ 114
Median	\$ 69	\$ 81

SECTION 2 – Planning

- 2.1 Three Lines of Defence
- 2.2 Strengths, Weaknesses, Opportunities, and Threats
- 2.3 National Fire Protection Association Standards
- 2.4 Establishing and Regulating By-Law
- 2.5 Commission on Fire Accreditation International
- 2.6 Stakeholder Surveys

Section 2: Planning

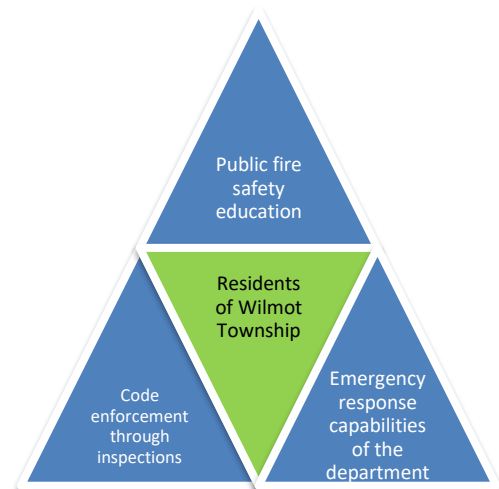
Planning is a key function of any organization and should be done with a focus on the present needs of the community, coupled with its future growth and how this will affect the service demands on the Fire Department. Through the work completed on their previous MFP (refer to Section 12, for further information) and the implementation of this MFP process, WFD has clearly demonstrated a proactive approach towards its planning initiatives.

2.1 Three Lines of Defence

The Office of the Fire Marshal and Emergency Management (OFMEM) have identified “Three Lines of Defence” to be utilized by all fire departments in Ontario when planning to meet the needs of the community.

The identified three lines of defence, as noted by the OFMEM are:

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



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

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

This entire MFP document is the result of conducting a SWOT analysis on the community which has resulted in a list of recommendations for the Township's Council, CAO, and Fire Chief to consider and implement.

The strengths and weaknesses portion of this SWOT are based on an internal review of the Department to identify existing efficiencies, along with recognizing areas for improvement. The opportunities and threats portion are related to external influences and how these influences affect the operations and response capabilities of the Department.

2.2.1 Strengths

The Township of Wilmot benefits from having three fire stations that are staffed and well-equipped for response to emergencies. These stations are staffed by a team of dedicated volunteer firefighters who have expressed, during interviews and through the completion of the internal surveys, that they are quite proud of the level of service they provide to the community. The fire stations and equipment are adequate, and the firefighters believe that they are well-equipped to effectively carry out their responsibilities.

WFD has strong relationships with neighbouring fire departments and a long history of cooperative services. There is a mutual aid plan and other agreements in place to help meet the fire safety needs of the community of Wilmot.

The Fire Prevention Division is as proactive within the community in relation to education, fire safety inspections and enforcement as resources allow, however, more can be accomplished, and will be addressed later in this document.

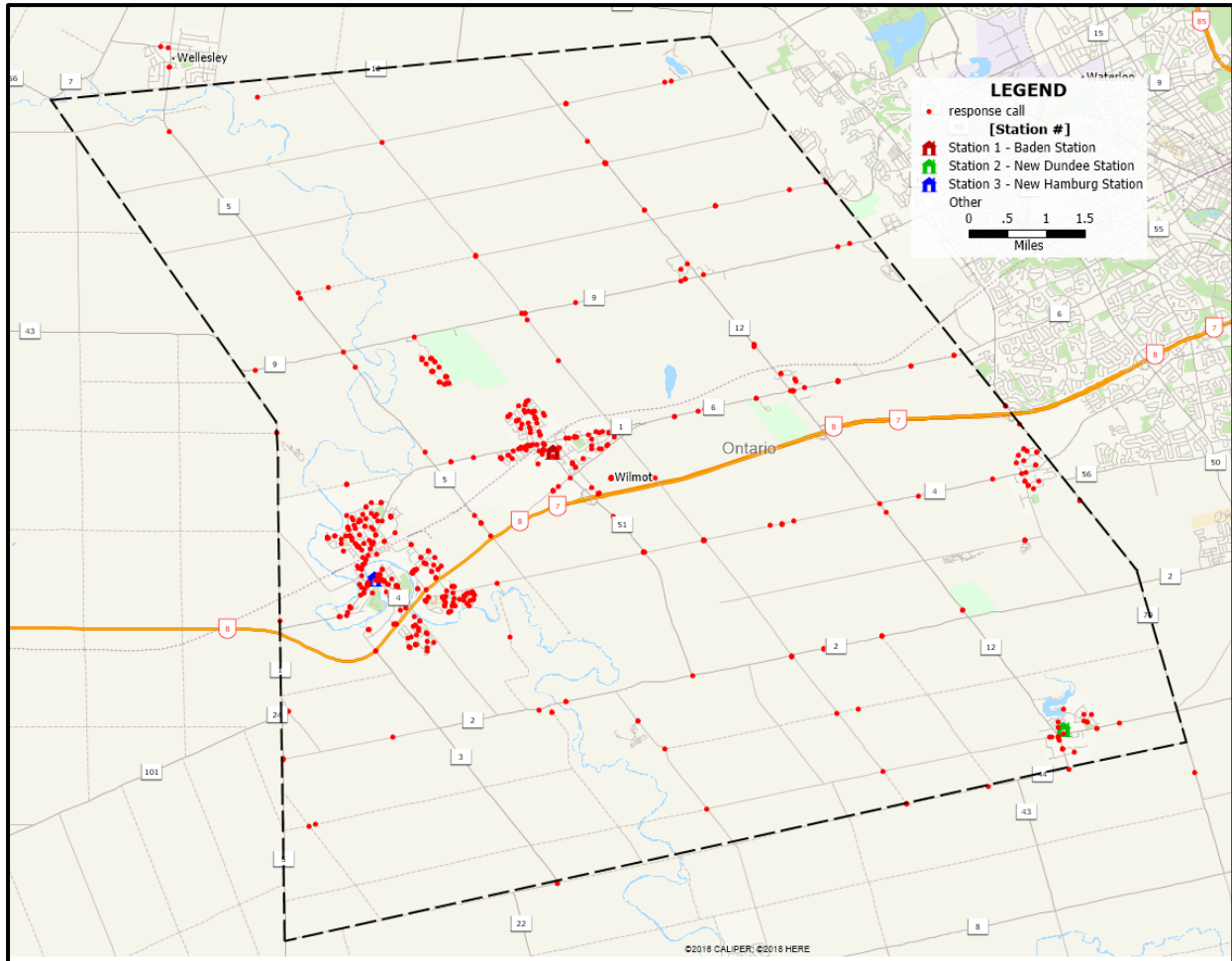
2.2.2 Weaknesses

The WFD has a complement of dedicated volunteer firefighters that respond to calls for service. Due to other commitments, such as their full-time jobs and family obligations, there is no guarantee these volunteer firefighters will be adequately available to respond to every situation. Presently, the response data confirms that WFD is doing a good job at either meeting or within acceptable parameters of recommended industry best practices, which can be seen in the NFPA response charts in Section 5 and the response data noted in the appendices.

Due to the future growth of the Township, along with increased traffic flow, the volunteer firefighters believe that a reorganization of the fire station response zones should be reviewed, and future consideration be given to the location and viability of the New Hamburg Station. More information on the New Hamburg Station is noted in Section 5.

The Call Cluster Map, noted below and in Section 5, offers an indication of where the bulk of the calls are occurring within the municipality and as such, can assist in evaluating possible changes to response zones for the fire stations.

FIGURE 4: 2018 Call Cluster Map



2.2.3 Opportunities

WFD has a mutual aid program in place in which it can call on neighbouring fire departments for assistance whenever local resources are exhausted and there is an inability to handle the incident with the Department's resources in an efficient and effective manner. This type of mutual aid resource is not meant to supplement WFD's response ability, however; it is to be used when no other options are available such as automatic aid and fire services agreements. These two types of agreements offer the community a more consistent level of response to areas not properly covered by the local fire department.

Continued planning and cooperation with neighbouring municipalities is a cost-effective option for such things as automatic aid and fire service agreements. This type of planning will ensure that

Wilmot Township has the resources needed during any large-scale incident that may exhaust local resources.

2.2.4 Threats/Challenges

The present level of volunteer firefighters and equipment must be considered as the community's population continues to grow in both the residential and commercial sectors. As noted earlier in this document, Wilmot can expect to see up to a 36% increase in population by 2031. The bulk of this growth will occur in the areas of Baden and New Hamburg. The best way to mitigate such a challenge is to plan ahead by using related industry standards and recommended best practices as a guideline. Researching comparable communities in terms of how they dealt with such community growth can give WFD an indication of future call volumes.

A final challenge being seen by all communities is the so-called "100-year storms". Due to changes in climate, inclement weather incidents such as freezing rain/ ice storms, and flooding are becoming more commonplace and need to be part of the response program for each community. This change in climate conditions along with the resulting frequency and severity of incidents has created the need for a larger response component to these emergencies. This is another reason for ensuring strong ties with other communities regarding mutual and automatic aid programs. These challenges support the necessity for exercising and updating the community's emergency preparedness program annually.

More information in relation to community risks and recommendations for mitigation will also be highlighted within the Office of the Fire Marshal & Emergency Management's, Community Risk Assessment (CRA) document. This CRA will be provided as a separate document.

Note: Due to the sensitive nature of information contained in the risk assessment, this CRA document, will be supplied as a separate document. However, a general overview of the risk information is contained within this FMP.

2.3 National Fire Protection Association (1201, 1221, and 1720)

To assist with EMT's review and resultant recommendations, reference has been made to National Fire Protection Association Standards, the North American benchmark for fire services.

2.3.1 NFPA 1201

NFPA Standard 1201 – Standard for Providing Fire and Emergency Services to the Public
Section 4.3.5 notes:

- *The Fire and Emergency Services Organization (FESO) shall provide customer service-oriented programs and procedures to accomplish the following:*
 1. *Prevent fire, injuries and deaths from emergencies and disasters*

2. *Mitigate fire, injuries, deaths, property damage, and environmental damage from emergencies and disasters*
3. *Recover from fires, emergencies and disasters*
4. *Protect critical infrastructure*
5. *Sustain economic viability*
6. *Protect cultural resources*

To accomplish this, an FESO must ensure open and timely communications with the CAO and governing body (Council); create a master plan for the organization; ensure there are mutual aid and automatic aid programs in place, along with an asset control system and maintenance program.

It is quite apparent that the Fire Chief is very active in reporting to both the CAO and Council on Fire Department matters. By initiating this FMP project, Wilmot is endeavoring to meet the expectations of this noted section of the NFPA Standard and should be commended for doing this.

2.3.2 NFPA 1720

To provide the Fire Department more defined focus on what the ultimate goals for emergency response criteria are, the NFPA suggests that response times should be used as a primary performance measure in fire departments.

- NFPA 1720 refers to goals and expectation for Volunteer Fire Departments
 - Based on NFPA 1720, WFD is categorized as a volunteer fire department because more than 85% of its staff are volunteer. As such, response time criteria should be focused on the recommendations as seen in the following chart.

Note: The Suburban and Rural sections of the following chart relate to the varied populations within the Township (Suburban and Rural) and have been used in relation to response goals and expectations. However, if the criteria are simply based on the overall population verses square kilometres ratio – Wilmot has a population ratio of 79 residents per square kilometre, which means that it falls well within the Rural category. However, there are pockets of population within the communities of Baden, New Hamburg and New Dundee that exceed this Rural category. WFD does consider the Suburban response criteria as a response guideline for those areas.

TABLE 3: NFPA Response Goal Expectations

Demand Zone	Demographics	Minimum FF to respond	Response time (minutes)	Meets objective (%)
Urban area	>1000 people/mi ² >386 people per km ²	15	9	90
Suburban area	500-1000 people/mi ² 193-386 people per km ²	10	10	80
Rural Area	<500 people/mi ² <193 people per km ²	6	14	80
Remote Area	Travel distance > 8 mi (12.87km)	4	Directly dependent upon travel distance	90
Special risks	Determined by Authority Having Jurisdiction	Determined by Authority Having Jurisdiction	Determined by Authority Having Jurisdiction	90

The third standard noted in this section is NFPA 1221, which addresses the goals and objectives for the taking of calls for service and dispatching of these calls. Wilmot Fire Department receives its dispatching services from Kitchener Fire Department.

WFD has adopted the use of response time measurements as a guide to evaluate their capabilities in relation to the previously noted NFPA standards. WFD's Establishing and Regulating By-law does not, however, specify what response time criteria is expected of its Fire Department. The Fire Chief does conduct continuous assessments of response types, number of responses and a thorough evaluation of response times to assess if the Fire Department can keep up to the demands of the community which is considered best practice.

2.4 Establishing & Regulating By-Law

The current Establishing & Regulating (E&R) By-Law was last updated in 2011, making this an eight-year-old document. Based on the date, many parts of the E&R document may still line up with the expectation of the *Fire Protection and Prevention Act*, however, a full review of the goals and expectations of the Fire Department needs to be conducted to allow for updating of the E&R By-law.

To assist the Fire Chief in meeting the needs and expectations of the township, the E&R By-law notes that the Fire Department shall respond to a variety of incidents (noted below) designed to protect the lives and property of the inhabitants of Wilmot. The following list has been extracted from the 2011 Establishing and Regulating By-law #2011-15.

APPENDIX "A" TO BY-LAW 2010-92
CORE SERVICES

1. FIRE PREVENTION (FIRE SAFETY INSPECTIONS, ENFORCEMENT, PUBLIC EDUCATION and FIRE CAUSE DETERMINATION)

- 1.1 *The Fire Department shall provide fire safety inspections arising from complaint or request, or if it determines that such an inspection is necessary according to risk.*
- 1.2 *The Fire Department shall initiate FPPA, Fire Code or by-law enforcement activities where appropriate.*
- 1.3 *Distribution of fire and life safety information and public education programs shall be administered in accordance with the FPPA and policies and guidelines of the Fire Department.*
- 1.4 *In accordance with the provisions of the FPPA and Wilmot Fire Department policies and guidelines, Fire Department personnel shall investigate the cause and origin of all fires that occur within the Township.*

2. EMERGENCY OPERATIONS

- 2.1 *The Fire Department shall provide structural, vehicle, and wild land (i.e. grass or brush) fire suppression services, delivered in both an offensive and defensive mode and shall include search and rescue operations, forcible entry, ventilation, protecting exposures, salvage and overhaul as appropriate.*
- 2.2 *The Fire Department shall provide pre-hospital emergency patient care services such as first aid, Cardiopulmonary Resuscitation (CPR), and defibrillation in accordance with response agreements with other agencies such as may be in existence from time to time.*
- 2.3 *The Fire Department shall maintain a response capacity for hazardous material incidents at the awareness level with available resources such that the protection of life and the environment may be addressed and shall provide such services in accordance with any response agreements with other agencies such as may be in existence from time to time.*
- 2.4 *Special technical and/or rescue services provided by the Fire Department shall include*

performing vehicle extrication using hand tools, air bags and heavy hydraulic tools as required, and water/ice rescue services shore based. Confined Space rescue, trench rescue, high angle rescue (where the load is predominately supported by a rope rescue system), HUSAR or other highly specialized technical and/or rescue services shall not be provided by the Fire Department beyond the basic firefighter awareness level.

3. TRAINING AND STAFF DEVELOPMENT

3.1 The Fire Department shall provide such training and staff development activities such as are necessary for the efficient operation of all Divisions. The Ontario Firefighters Curriculum, International Fire Service Training Association "Essentials of Fire Fighting," Ontario Fire Service Standards and other related industry training standards and reference materials may be used as reference guides for Wilmot Fire Department training as approved by the Fire Chief. Members may be required to attend the Ontario Fire College or any other recognized training venue as designated by the Fire Chief in order to acquire or maintain the necessary knowledge, skills and abilities to perform their job function. All training will comply with the Occupational Health and Safety Act, R.S.O. 1990, c. O.1, as amended, and other applicable provincial legislation.

4. TECHNICAL MAINTENANCE

4.1 The Fire Department shall ensure that all apparatus and equipment is inspected regularly and maintained in good repair in accordance with industry best practices and the legislated requirements in effect from time to time.

5. ADMINISTRATION AND SUPPORT SERVICES

5.1 The Fire Department will maintain adequate administrative resources to effectively provide support to all departmental activities including but not limited to communications liaison, information services liaison, purchasing liaison, human resources liaison, and support for the Community Emergency Management Program.

Through meetings with WFD staff and a review of documentation supplied, it was evident that WFD is doing an admirable job in meeting the expectations of the 2011 E&R By-law. Although no actual response time expectations are noted in the Department's E&R By-law, a review of the past four years offers a good understanding and baseline for how the Department has been performing, along with identifying areas for improvement.

The Fire Chief is continuing to utilize the most recent set of three years of data as a baseline to evaluate the response capabilities of the Fire Department. This evaluation will be invaluable to measure population growth versus call volumes and response times, along with any challenges that

the Department might be encountering regarding such things as increasing response times and/or number of volunteer firefighters responding to the calls.

In going forward, it is recommended that the present E&R By-law be reviewed, updated to reflect such things as new legislation and training expectations. Once updated the document is to be presented to Council for approval. Consideration should also be given to including reference to such guidelines and standards as:

- Section 21 Guidelines for the Fire Services
- OFMEM Guidelines in relation to staffing and response recommendations, and
- Related NFPA that deal with:
 - Training
 - Fire prevention and public safety programs
 - Fire department response goals and objectives

By incorporating these notes guidelines and standards, WFD will be adhering to industry best practices, which in turn ensures that staffing, training programs, fire prevention initiatives and response to the community are meeting these guidelines and standards.

2.5 Commission on Fire Accreditation International (CFAI)

“When a Fire Department applies a model of risk assessment to help determine their level of emergency services commitment, they have moved from being reactive to being proactive.”¹

The NFPA standards represent the benchmark to strive for in the fire service. Many of these standards have, to a large degree, been adopted by the Office of the Fire Marshal and Emergency Management. The CFAI is recognized as the organization that has incorporated all national and local standards, which has become the model for best practices for all fire departments.

Benefits of Accreditation:

- A system for risk assessment, decision making, and continuous improvement
- A plan for sustainment and self-assessment
- Agency performance objectives and performance measures
- Verification by peers

The CFAI program revolves around 10 categories, which are:

1. **Governance and Administration** – includes such things as organizational reporting structure, establishing and regulating by-law requirements, etc.

¹ CFAI overview information – Self Assessment Manual

2. **Assessment and Planning** – evaluating the organization in relation to future planning.
3. **Goals and Objectives** – what are the goals of the fire service; do they have a strategic plan in place.
4. **Financial Resources** – does the organization have sufficient funding in place to effectively meet the needs of internal and external stakeholders.
5. **Programs** – this includes fire prevention, fire suppression, training, emergency management.
6. **Physical Resources** – what is the state of the fire stations and are they located in the best location to respond to the community in a timely manner.
7. **Human Resources** – staffing of the organization in all divisions and how the fire service works with the municipality’s Human Resources Department.
8. **Training and Competency** – review of all training programs based on what the fire department is mandated to provide.
9. **Essential Resources** – this section covers such things as water supply, communications/dispatch and administrative services.
10. **External Systems Relations** – includes such topics as mutual aid, automatic aid, third party agreements, etc.

These sections will be discussed within each related section of this MFP plan document.

2.6 Stakeholder Surveys

To get a clear understanding of how well WFD is meeting the needs of its staff and the community, surveys were conducted with both the internal staff of the WFD and external stakeholders of the Township.

To assist with the completion of the staff surveys, information meetings were held during the months of August and September 2019. The community survey was advertised through local media and was set up on the Department’s website (in the form of an electronic survey). Within the community surveys, participants were also offered the opportunity to be part of a focus group meeting. This community stakeholder meeting was held on November 4th at the Township’s offices in Baden.

Meetings were also held in August and September with members of Council and with the Township’s Administrative Officer (CAO).

2.6.1 Internal Surveys

During the MFP process, feedback was gathered from internal staff, which included firefighters, Administration, Training, and Fire Prevention.

Much of the information received from the internal surveys identified the following:

- Much of the staff are proud of the service that they offer to the community and believe that the community feels that they are served by a professional and dedicated group of firefighters.
- Overall, the firefighters feel they have adequate facilities to work out of, along with a good variety of equipment to do their jobs. The New Hamburg Station was remarked as a concern due to the tight quarters that the vehicles and equipment are stored in, along with the station's location in a flood plain area.
- The top three major challenges for the Fire Department are the anticipated growth that is occurring in Wilmot; volunteer firefighter retention; and the assurance of properly trained and equipped staff in meeting response challenges.
- The top three services that they feel are priority to the community are:
 - Firefighting
 - Medical responses
 - Rescue (i.e. motor vehicle accidents)

Note: Specific comments were received in relation to the fire stations and other general items. These comments have been noted in each station's and/or other related section.

2.6.2 External Surveys and Stakeholder Meeting Results

Input from the community is vital, giving the Fire Department an accurate indication of how the public perceives the Department and suggesting areas for improvement from those with first-hand interaction with the Department.

The following input was received:

- Most respondents see the WFD as a dedicated and professional service
- The top three priorities noted by external respondents are:
 - That the Fire Department responds in a timely manner to calls for assistance
 - The presence of the Fire Department within the community in relation to public education and related safety training
 - The cost of the fire service
- The top three services noted by external respondents are:
 - Firefighting, emergency preparedness

- Rescue (i.e. motor vehicle accidents)
- Medical assist and response
- In relation to what is needed over the next 10 years, the top responses were:
 - Possibly more staff to meet the growing demands of the community
 - Would like to see more public safety education programs and attendance at community events. This could be supplemented by creating partnerships with local neighbourhood and non-profit groups to assist in promoting fire safety and education
 - Well-equipped and trained firefighters to meet the demands of a growing community

2.6.3 External Citizen Focus Group Meeting

A focus group meeting was held to delve deeper into some of the comments received from the community surveys. The following four key questions were asked and discussed at the focus group session:

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

The outcome of this focus group meeting supported the original findings:

- The overall experiences with dealing with the Fire Department were mostly positive and professional.
- Most of the comments relating to future improvements related to more public education and possible first aid training opportunities.
- For the most part, the focus group felt that the present services being offered seemed to cover what is required, based on the community size and needs.
- General comments revolved around continued efforts to meet a growing community, through additional staff, equipment or fire stations. It was also discussed that the Fire Chief is the best person to identify what other services may be required.

Overall, the internal and external surveys and stakeholder meetings were quite positive about the services being offered by WFD. The primary focus we heard (both internally and externally) was ensuring that the Fire Department continues to expand as the community grows so that WFD can continue to provide a quality service to the community.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
1	<p>It is recommended that a full review of the 2011 Establishing and Regulating By-law document be completed to include the following items:</p> <ul style="list-style-type: none"> • Incorporate, where appropriate, any references to NFPA standards and OFMEM Guidelines that the Fire Department deems relevant to services provided and is supported by Council, such as: <ul style="list-style-type: none"> ○ Measurable service levels that can be reported to Council on an annual basis ○ Composition of the Department to represent the level of service to be provided as outlined throughout the MFP ○ Updating the document's language to reflect recent legislative changes and/or inclusion of supporting National Fire Protection Association (NFPA) standards. ○ Fire chief continues to have the flexibility to increase staffing marginally as required to keep numbers up to plan for anticipated retirements and/or promotions of the firefighters. 	<p>No present cost associated with this recommendation.</p> <p>However, changes for future fire service agreements may incur new costs.</p> <p>(future costing contingent on possible inclusion of fire service agreements in the E&R Bylaw)</p>	Short-term (1-3 years)

SECTION 3 – Risk Assessment

3.1 Current and Future Needs

3.2 Community Risk Assessment

3.3 Integrated Risk Management Web Tool

3.4 Fire Underwriters Survey

Section 3: Risk Assessment

3.1 Current and Future Needs

As noted on the Township's website, the population is forecasted to grow to 28,500 by 2031. With a land area of approximately 264 square kilometres, the community contains an abundance of significant rural areas, agricultural lots and natural areas, including the Nith River, provincially significant wetlands and environmentally sensitive areas. Most of the population is located in the communities of Baden and New Hamburg.

3.1.1 Municipal Responsibilities

It is Council that sets the level of service within the community. The *Fire Protection and Prevention Act*, 1997, S.O. 1997, c. 4, outlines the responsibilities of a municipality, providing a framework for protecting citizens from fire:

2. (1) Every municipality shall,

- (a) Establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and*
- (b) Provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.²*

Further, the Act provides a description for the methods of providing services.

Methods of Providing Services

(2) 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.

The Township of Wilmot has established a Fire Department as outlined in Section 2.2(b) of the *Fire Protection and Prevention Act*, 1997, S.O. 1997, c. 4. The level of service that must thereby be provided is further outlined in Section 2.1(b) of the Act. The level of service to be provided is determined by the needs and circumstances of the community and can be derived from conducting a FMP for Council. The 'needs' can be defined by the type of buildings, infrastructure, and demographics of the local area which in turn can be extrapolated into the types of services that would be offered and needed. The 'circumstances' are considered the ability to afford the level of service to be provided.

² <https://www.ontario.ca/laws/statute/97f04>

Together, the needs and circumstances assist in identifying a level of service for the community. This combination meets the expectations of the public for safety and the affordability of this level provided.

Wilmot is currently experiencing growth, mainly between the communities of Baden and New Hamburg, which is leading to an infill involving the two communities. While the majority of this growth is residential in design, it brings commercial and industrial prospects. This increase impacts the service delivery of the Fire Department, increasing the need for service along with the population.

To date, WFD has been able to effectively keep the up with the call volumes, however, there is concern that future challenges in meeting reasonable response times could occur as call volumes increase. This creates a possible risk to the community and, as such, the Fire Chief will continue to monitor response times including how often a full response component was not amassed. This type of information can be utilized to identify any future needs and/or considerations for the incorporation of a partial full-time response component.

3.2 Community Risk Assessment

During this FMP review, a new Ontario Regulation through the *Fire Protection and Prevention Act* came into force requiring all communities to conduct a Community Risk Assessment every five years. Many fire departments are currently transitioning from their past Simplified Risk Assessment (SRA) to a full Community Risk Assessment.

Ontario Regulation 378/18 states the following requirement in relation to conducting a community risk assessment:

“Mandatory use

- 1. Every municipality, and every fire department in a territory without municipal organization, must,***
 - (a) complete and review a community risk assessment as provided by this Regulation; and*
 - (b) use its community risk assessment to inform decisions about the provision of fire protection services.*

What it is

- 2. (1) A community risk assessment is a process of identifying, analyzing, evaluating and prioritizing risks to public safety to inform decisions about the provision of fire protection services.***
 - (2) A community risk assessment must include consideration of the mandatory profiles listed in Schedule 1. (NOTE: see appendix “F” of this MFP for OFMEM related Guideline)*

(3) A community risk assessment must be in the form, if any, that the Fire Marshal provides or approves. (NOTE: see appendix “F” of this MFP for OFMEM related Guideline)

When to complete (at least every five years)

3. (1) The municipality or fire department must complete a community risk assessment no later than five years after the day its previous community risk assessment was completed.

(2) If a municipality, or a fire department in a territory without municipal organization, comes into existence, the municipality or fire department must complete a community risk assessment no later than two years after the day it comes into existence.

(3) A municipality that exists on July 1, 2019, or a fire department in a territory without municipal organization that exists on July 1, 2019, must complete a community risk assessment no later than July 1, 2024.

(4) Subsection (3) and this subsection are revoked on July 1, 2025.

When to review (at least every year)

4. (1) The municipality or fire department must complete a review of its community risk assessment no later than 12 months after,

(a) the day its community risk assessment was completed; and

(b) the day its previous review was completed.

(2) The municipality or fire department must also review its community risk assessment whenever necessary.

(3) The municipality or fire department must revise its community risk assessment if it is necessary to reflect,

(a) any significant changes in the mandatory profiles;

(b) any other significant matters arising from the review.

(4) The municipality or fire department does not have to review its community risk assessment if it expects to complete a new community risk assessment on or before the day it would complete the review.”

The previous Simplified Risk Assessment was an integral building block in the data gathering process to understand the community that is served by a fire department. As the community changes, so should the SRA document, ensuring accuracy of the information contained within. Much of the

information contained in a previous SRA can be transferred into the newly designed Community Risk Assessment.

Along with the newly published CRA document, the National Fire Protection Association (NFPA) 1730 Standard on *Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations*, also identifies that this type of review should be conducted at a minimum every five (5) years or after significant change. This standard also establishes a process to identify and analyze community fire risks.

There are seven (7) components of a Community Risk Assessment outlined in NFPA 1730. These components are:

1. Demographics
2. Geographic overview
3. Building stock
4. Fire experience
5. Responses
6. Hazards
7. Economic profile³

3.2.1 CRA Current Condition

The Fire Chief was unable to supply EMT with a recent risk assessment. The projected population growth expected for the community will impact the demographic profile and, consequently, the needs and circumstances for the delivery of services by the Fire Department. All risks within the community need to be identified and evaluated by a team that is also tasked with the upkeep of the Township's Emergency Management Plan.

Vulnerable occupancies such as the elderly and people with physical and cognitive challenges need to be identified, along with railway crossings, major highways and industries that could create a hazardous environmental response.

As per the 2013 FMP recommendation, the FPO position was moved to full-time in 2019. The Fire Prevention Officer (FPO) is in the process of updating all this information. Based on resources available, the FPO is doing a good job in creating and updating this building stock profile, but more needs to be accomplished to meet the new legislation. One person conducting all of the legislated requirements for a community the size of Wilmot Township has created a situation in which the FPO has had to focus on the minimum inspection requirement set out by the *Fire Protection and Prevention Act*, which are inspections on complaint and request, along with inspecting vulnerable

³ <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1730>

occupancies. To increase and improve upon the numbers of inspections, the addition of even a part-time Fire Prevention Officer would help to alleviate some of the present pressure on the present FPO.

A copy of the Community Risk Assessment Guideline can be found, in its entirety, in Appendix F.

3.2.2 Future Needs

Understanding the community and its needs allows the Fire Chief and staff to be proactive with education and enforcement programs to the community. When fires occur within the community, the firefighters can be ready to battle the fires because they are trained, not only in the basics of firefighting, but in understanding any unique and/or special hazards that are found within the community. These hazards must be identified in a risk assessment so the Fire Chief can ensure preventative and mitigative programs are in place. As the community grows, the frequency of and the need for service will grow.

According to the new provincial legislation and continued growth within the Township, there will be a continuing need for additional staff time spent in fire prevention and public education related activities. These activities are not just related to public education; there should also be emphasis placed on assessing building stock within the community to identify types and number of hazards that may exist.

3.3 Integrated Risk Management Web Tool

To assist in completing a community risk assessment, the Ontario Fire Marshal's Communiqué 2014-12 introduced the Integrated Risk Management Tool to the Fire Service. The document notes:

"The IRM Web Tool was developed as part of a commitment made by the OFMEM to the Ontario Association of Fire Chiefs (O AFC) and other stakeholders. The IRM Web Tool can be used by all Ontario's municipalities and fire departments to determine building fire risks in their respective communities by taking into account building characteristics (building factors) and the three lines of defence against fire (Three Lines of Defence):

Line one: Public Fire safety education

Line two: Fire safety standards and enforcement

Line three: Emergency response."⁴

The Integrated Risk Management Web Tool is built around the Three Lines of Defence and is intended for municipal and fire service decision-makers. The tool was designed to assist municipalities in fulfilling the responsibilities prescribed in Section 2 of the *Fire Protection and Prevention Act, 1997* (FPPA).

⁴ https://www.mcscs.jus.gov.on.ca/english/FireMarshal/FireServiceResources/Communiques/OFM_Com_2014-12.html

The concept of the IRM is a “building-by-building” assessment. Its goal is to go beyond simply taking stock of buildings within the community; it was intended to be a holistic approach that is meant to combine all the fire department’s efforts in relation to:

- Fire prevention and education initiatives, which includes updated community reviews through the use of the OFMEM Simplified Risk Assessment
- Fire station locations and ability to respond in an efficient and effective manner
- Identification of hazardous situations/locations within the community
- Training and equipping of the firefighters to execute their duties in a safe and efficient manner

The IRM approach is a combination of all facets of the fire service that is meant to combine a review of building stock, fire safety and prevention issues to be addressed, ability to effectively and efficiently respond to emergencies, and how well-equipped and trained the firefighters are to deal with emergencies within the community.

Conducting a review of every building within the Township of Wilmot may not be practical, however, utilizing NFPA 1730 definitions of risk categories may guide Township in deciding the focus and service level within the community. Township should decide what the acceptable risk is to manage within the community based on the needs and balanced with the circumstances to deliver the services.

NFPA 1730 defines the risks in three categories and provides examples for each. These risk categories are⁵:

High-Risk Occupancy – an occupancy that has a history of high-frequency of fires, high potential for loss of life or economic loss, or that has a low or moderate history of fire or loss of life, but the occupants have a high dependency in the built-in fire protection features or staff to assist in evacuation during a fire or other emergency.

Examples: apartment buildings, hotels, dormitories, lodging and rooming, assembly, childcare, detention, educational, and healthcare

Moderate-Risk Occupancy – an occupancy that has a history of moderate frequency of fires or a moderate potential for loss of life or economic loss

Examples: ambulatory health care, and industrial

Low-Risk – an occupancy that has a history of low frequency of fires and minimal potential for loss of life or economic loss

Examples: storage, mercantile, and business

⁵ <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1730>

3.3.1 Current Condition

Based on EMT's review of WFD's present building stock and population, the key fire safety related issues facing the community are within:

- Vulnerable occupancies
- Older buildings located in some of the downtown cores
- Schools
- Railway system that bisects the community in a couple of locations
- The highway that also bisects the communities of Baden and New Hamburg areas
- The large number of residential structures in the community

Continued use of the IRM tool, in conjunction with guidance from NFPA 1730, will provide a picture of the resources, time, and tools required to keep the fire risk in the community to a manageable level, as defined by Council. It is important to note the number of buildings within Wilmot and the continual growth that is expected; this current and future building stock puts pressure on the Fire Prevention Officers to accomplish an adequate amount of inspections to ensure fire code compliance within the community.

To assist in determining the current fire prevention staffing needs, NFPA 1730 outlines a five-step process within Appendix C of the standard. This sample staffing exercise is not part of the requirements of the standard but forms a guide for informational purposes. It is important to restate that it is Council that sets the level of service within the community, in consultation with the Fire Chief and CAO. This level of service must be based off the community's local needs and circumstances.

Fire Prevention Officers are duty-bound to conduct inspections upon request or complaint in accordance with the *Fire Protection and Prevention Act* (FPPA). The activities of the Fire Prevention Officer demonstrated due diligence regarding fire prevention and public fire safety education. These activities ranged from routine inspections, public education initiatives, complaints, and requests for inspections, to name a few. The Fire Prevention Officer has done a good job in ensuring ongoing inspections and education programs are being conducted with the resources available.

Routine inspections are monitored and the FPO does more than meet the basic FPPA expectations. To further improve, it is recommended that the FPO review the following Fire Underwriters suggested frequency inspection chart to identify levels of desired frequency for inspections. Inspections should be tracked on an annual basis along with the number of man hours spent.

TABLE 4: FUS Suggested Frequency Chart

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

3.3.2 Future Needs

The utilization of the IRM tool will provide an understanding of a building-by-building fire risk that can be extrapolated to identify the hazards in given areas. Along with the Community Risk Assessment, the IRM tool aids in the building and design of the fire prevention inspection and education programs. Upon updating the Risk Assessment, the IRM tool could be used to begin the process of measuring the community for fire risk. A thorough risk assessment can also avoid invalid comparisons between your fire department and others. A municipality with a similar population may have very different fire risks, and therefore very different fire protection needs. A thorough risk assessment will ensure that such comparisons are valid. By providing a valid basis for comparison, a sufficient risk assessment can also provide confidence that innovations introduced elsewhere can be successfully applied in your municipality.

3.3.3 Provincial Community Risk Statistics

The Fire Chief and his staff should continue you to work with Township staff to obtain an updated listing of building stock within the community, along with identifying other hazards such as railway crossings, major highways, and the introduction of any high-rise structures.

The first set of statistics noted are of the most recent Provincial data found on the Officer of the Fire Marshal and Emergency Management website, which can be compared with the most recent Wilmot statistics.

Provincial - Loss fires by Property class

From 2013 to 2017, there were 53,489 fires with loss reported to the OFMEM.

- *49% of these fires occurred in Residential occupancies.*
- *27% occurred in vehicles.*

- 11% of fires occurred on structures/properties not classified by the Ontario Building code – this includes many non-structure property types – land, outdoor storage, and some structures ranging from barns to weather stations.
- 5% of loss fires occurred in Industrial occupancies.
- 3% in Assembly occupancies.
- 2% in Mercantile occupancies
- 2% in Business and personal services occupancies.
- 1% in Care and detention occupancies.

The distribution of fire occurrence across property type has been relatively unchanged over the years.

Provincial - Loss Fires Property class: Structures only

From 2013 to 2017, there were 35,342 Structure fires with loss reported to the OFMEM.

- Fires in residential occupancies account for 73% of structure loss fires.
- Properties not classified by the Ontario Building code – 8%
- Industrial occupancies – 8%
- Assembly occupancies – 4%
- Mercantile – 3%
- Business and Personal Services – 3%
- Care and Detention Occupancies – 1%

This distribution of fire incidents across structure property types has been consistent over many years.

Provincial - Structure Loss Fires: Ignition source

8% of structure loss fires were suspected to be arson or vandalism.

Between 2013 and 2017 the ignition sources in other structure loss fires were:

- 18% cooking;
- 9% electrical distribution equipment – wiring;
- 8% heating/cooling;
- 8% miscellaneous (which includes fires - natural causes and chemical reactions);
- 7% cigarettes;
- 5% appliances;
- 5% other electrical, mechanical;
- 3% other open flame tools (excluding matches, lighters), 4% Exposure fires;
- 2% candles; 2% lighting excluding candles;
- 1% matches or lighters (excluding arson fires); 1% processing equipment;

- 20% reported as undetermined.⁶

3.3.4 Wilmot Community Risk Statistics

The following information was obtained from the Township's website, as well as documents received and taken from the past reports supplied to EMT. The data offers an overview of the areas of concern within Wilmot. For ease of review, the data has been listed from the highest to lowest level of concern. This information will assist the Fire Chief and staff in with fire prevention and public safety awareness initiatives.

Fire Loss by Occupancy Classification

The analysis indicates that approximately 60 to 65% of the fires reporting a loss occurred in Group C - residential occupancies.

Township of Wilmot Fire Loss by Property Classification

Based on the information received, the following building classifications for property loss are noted in order of occurrence type:

- Group C – Residential occupancies
- Group F - Industrial occupancies
- Other occupancies not classified within the Ontario Building Code (i.e. farm buildings)
- Group A – Assembly occupancies
- Group D - Business and Personal Services Occupancies
- Group E - Mercantile occupancies
- Group B – Institutional Care or Detention occupancies

Township of Wilmot Reported Fire Cause

Assessing the possible cause of the fires reported is an important factor in identifying any potential trends or areas that may be considered for introducing additional public education of fire prevention initiatives as part of the community fire protection plan.

The leading causes of fire were:

- Electrical in nature
- maintenance deficiencies
- Arson
- Undetermined

⁶https://www.mcscs.jus.gov.on.ca/english/FireMarshal/MediaRelationsandResources/FireStatistics/OntarioFires/FireLossesCausesTrendsIssues/stats_causes.html

Township of Wilmot Ignition Source Class

The leading causes for ignition sources were:

- Heating equipment, chimney, etc.
- Appliances
- Cooking equipment
- Electrical distribution
- Lighting equipment
- Undetermined

A copy of the Community Risk Assessment is provided under separate cover.

It is recommended that the Fire Department staff continue to meet with relevant local community groups to form a partnership for organizing fire safety and public education events that can be tailored to the unique needs and challenges within the community. These events can be based on the previous fire cause information supplied. An example of community groups would be a local group that wish to promote fire safety in the community or any local Lions Clubs (or other clubs) that want to support fire safety initiatives. The key is to reach out and take advantage of these groups to assist the Fire Department with its efforts towards ensuring safer communities.

3.4 Fire Underwriters Survey

The Fire Underwriters Survey (FUS) is a national organization that provides data on public fire protection for fire insurance statistical work and underwriting purposes of subscribing insurance companies. Subscribers of FUS represent approximately 85% of the private sector property and casualty insurers in Canada.

Fire Underwriters Survey Certified Fire Protection Specialists conduct detailed field surveys of the fire risks and fire defences maintained in built up communities (including incorporated and unincorporated communities of all types) across Canada. The results of these surveys are used to establish a Public Fire Protection Classification (PFPC) for each community. While the Fire Underwriters Survey is not involved in rate making matters, the information provided through the Fire Insurance Grading Index is a key factor used in the development of Commercial Lines property insurance rates. The PFPC is also used by underwriters to determine the amount of risk they are willing to assume in a given community or section of a community.

The overall intent of the PFPC system is to provide a standardized measure of the ability of the protective facilities of a community to prevent and control the major fires that may be expected to occur. This is done by evaluating, in detail, the adequacy, reliability, strength and efficiency of the protective facilities and comparing the level of protection against the level of fire risk in the built environment.

The Fire Underwriters Survey also uses PFPC information to develop the Dwelling Protection Grade (DPG), which is utilized by Personal Lines insurers in determining property insurance rates for detached dwellings (with not more than two dwelling units). The Dwelling Protection Grade is a measure of the ability of the protective facilities of a community to prevent and control the structure fires in detached dwellings by evaluating the adequacy, reliability, strength and efficiency of the protective facilities and comparing the level of protection against the level of fire risk associated with a typical dwelling.

The fire insurance grading system used does not consider past fire loss records but, rather, fire potential based on the physical structure and makeup of the built environment. When a community improves its PFPC or DPG, insurance rates may be reduced, and underwriting capacities may increase. Every insurance company has its own formula for calculating their underwriting capacities and insurance rates, however, the PFPC and DPG classifications are extremely useful to insurers in determining the level of insurable risk present within a community.

It should be noted that the Fire Underwriters group recommends that a community should have one Fire Prevention Officer for every 15,000-20,000 population. Based on Wilmot's present population of 21,000, which is anticipated to grow to 29,000 over the next 10 years, it is advisable that an additional part-time Fire Prevention/Public Safety Education Officer be hired as per recommendation 9. This position could evolve into a full-time position as the population and demand for inspections increases.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
2	Fire Chief to continue monitoring response times along with how many times, if any, that a full response component was not amassed. This type of information can be utilized to identify any future needs and/or considerations for the incorporation of a partial full-time response component.	Staff time	Continue and Ongoing
3	Continued emphasis on additional staff time spent in fire prevention related activities. In addition to public education, there should be an emphasis placed on assessing buildings stock within the community to identify types and number of hazards that may exist.	Staff time. Amount depends on actual time spent by staff over and above regularly scheduled hours.	Short-term (1-3 years) and ongoing
4	It is recommended that the Community Risk Assessment (CRA) provided by EMT be updated every five years or as necessary in accordance with the new Provincial Legislation, in conjunction with the NFPA 1730 standard. There is merit in providing an updated assessment at the beginning of every term of Council so that the sitting Council understands the platform on which the services conducted by the Fire Department are built.	Staff time	Ongoing and after each election
5	The Fire Prevention Division review its inspection program to identify levels of desired frequency as noted in the FUS Suggested Frequency Chart, annually tracking the number of hours spent on inspections.	Staff time	Continue and Ongoing
6	The Fire Department should continue to meet with local community groups to form a partnership for organizing fire safety and public education events.	Staff time	Continue and Ongoing

SECTION 4 – Department Staffing & Programs

- 4.1 Overview
- 4.2 Administration Division
- 4.3 Training & Education Division
- 4.4 Fire Prevention and Public Education
- 4.5 Recruitment and Retention of Volunteer Firefighters

Section 4: Department Staffing & Programs

4.1 Overview

Within the scope of work noted in the original Request for Proposal document, staffing needs was identified as a priority in which EMT was to review the capabilities of existing staffing and identify future needs for each of the divisions including Suppression, Training, Prevention, and Administration.

When considering the overall staffing needs for the Department, some of the key questions that should be considered are:

- Is there a proper level of senior staff to manage the Department and its divisions?
- Is there adequate administrative support staff to assist with such things as records management and addressing day-to-day operations of the Department?
- Is there a need for other support staff in relation to vehicle and facility maintenance?
- When does a fire department need to consider moving from a volunteer service to a composite or full-time fire service – or does it?

This section will discuss the following divisions:

- Administration
- Training
- Fire Prevention
- Fire Suppression

There is no identified standard dictating how many firefighters are required within a given population or whether the Fire Department needs to be composed of full-time, composite (blend of full-time and volunteer firefighters) or volunteer staff. With that in mind, it is evident that call volumes for the WFD will increase, simply based on the influx of people, traffic, industry, and housing over the next 10 years. As such, a careful monitoring of call volumes and response times is critical when it comes to determining if the Fire Department is keeping up with its response expectations.

EMT requested a full three years of response data to establish a reliable baseline for identifying how well the Fire Department is meeting industry response standards such as those noted in the NFPA.

Some municipalities have referred to other similar sized municipalities as a guide for staffing numbers and types (i.e. career or volunteer). It must be kept in mind, however, that every community is unique in its geographical composition, population demographics, and size of residential, commercial, and industrial sectors. Community comparisons should therefore be utilized with all the aforementioned information in mind.

4.2 Fire Department Organizational Overview

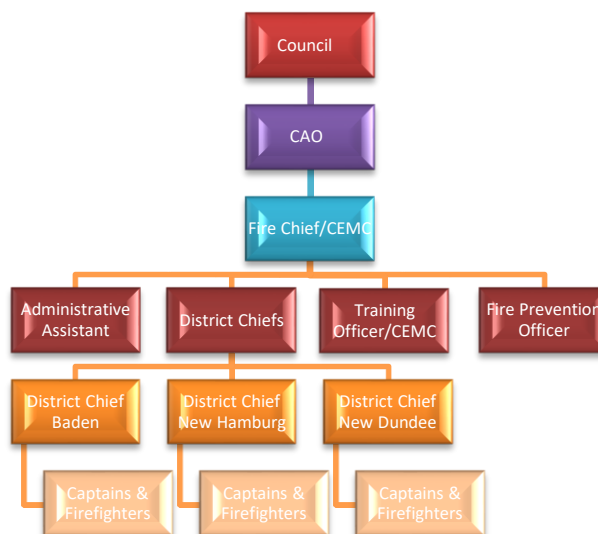
Based on the *Fire Protection and Prevention Act*, 1997, section 6(3) “A fire chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of fire protection services.” However, as noted earlier in this document, the Fire Chief of the Wilmot Fire Department reports to the Township’s Chief Administrative Officer (CAO) in a council-manager style of government. This reporting system does allow for the Fire Chief to present reports and updates to Council.

The Fire Chief serves as the head of the Fire Department and is supported by:

- One Administrative Assistant
- One Fire Prevention/Public Education Officer
- One part-time Training Officer

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

- Does the Fire Department have an approved response criterion as a baseline?
 - Has the Township given direction to the Fire Chief (based on his recommendations) on expected response times that are to be met by the Fire Department?
 - If so, is the Department meeting this response criterion on a consistent basis or is it struggling to meet the response times and, perhaps, falling behind?
- Does the Department have issues/concerns with getting enough volunteer firefighters to respond during daytime hours (or other times) on a consistent basis to ensure a viable level of response?
- What local and national standards and guidelines exist to help direct the Fire Department in its decisions relating to station location and staffing models?
 - Specifically, NFPA 1720 along with reference to the CFAI “industry best practices” recommendations
- What increase or decrease in population and industry is occurring that may precipitate more or less fire stations and staffing?



For fire departments in Ontario, reference can be made to the Public Safety Guidelines that are created and distributed by the Office of the Fire Marshal and Emergency Management. These

Guidelines advise fire services in relation to all aspects of delivering fire prevention, fire suppression and fire station location programs.

There are also industry best practices in the form of the National Fire Protection Association's 1201 and 1720 standards, which guide:

- 1201 – Standard for Providing Fire and Emergency Services to the Public
- 1720 – Standard for Volunteer Fire Departments

4.2.1 NFPA 1201 – Standard for Providing Fire and Emergency Services to the Public

The Fire and Emergency Services Organization (FESO) shall provide customer service-oriented programs and procedures to accomplish the following:

1. Prevent fire, injuries and deaths from emergencies and disasters
2. Mitigate fire, injuries, deaths, property damage, and environmental damage from emergencies and disasters
3. Recover from fires, emergencies, and disasters
4. Protect critical infrastructure
5. Sustain economic viability
6. Protect cultural resources

4.2.2 NFPA 1720 – Volunteer Fire Departments

Wilmot Fire & Emergency Services is a Volunteer Fire Department that is supported by full-time day staff that consist of the Fire Chief, Administrative Assistant, and a Fire Prevention Officer and Part-time Training Officer.

Note: *Although the Firefighters for Wilmot are considered Volunteers under the Fire Protection and Prevention Act., they are actually paid on call staff, who are remunerated for the work and training they do.*

NFPA 1720 for volunteer fire departments, chapter 4.3.1, notes the following for the deployment of volunteer firefighters:

“The fire department shall identify minimum staffing requirements to ensure that the number of members that are available to operate are able to meet the needs of the department.”

4.2.3 Staffing and Response Time

- *In Urban areas (population greater than 1000 per square mile), there should be a minimum response of **15 staff within 9 minutes**, 90 percent of the time*

- *In Suburban areas (population of 500 – 1000 per square mile), there should be a minimum response of **10 staff within 10 minutes**, 80 percent of the time*
- *In Rural areas (population of less than 500 per square mile), there should be a minimum response of **6 staff within 14 minutes**, 80 percent of the time.⁷*

The Fire Department should endeavour to meet the stated minimum response standards based on responding to a 2,000 ft² single-family dwelling. The dwelling (noted in the Standard) does not have a basement or other exposures (buildings close enough to each other to create a greater possibility for fire spread). Most homes in Wilmot, however, have basements and are built close enough to each other to create an exposure risk for potential fire spread, which must be considered by the Fire Department in its response efforts.

WFD is diligently working to meet the 1720 standard in relation to population versus staff/ response times. Based on response data review and discussions with the Fire Chief, WFD is meeting the response criteria in most cases. It should also be noted that with its complement of dedicated volunteer staff, they are also doing an admirable job at meeting the needs and expectations of the community, as noted by the input received through the community surveys and stakeholder meeting.

4.3 Considerations for Full-time Firefighters

Communities often ask when the Fire Department should consider moving to a career or composite (career and volunteer) model, thus reducing the reliance on its volunteer firefighters. There is no document that specifically identifies the tipping point for this move. It is based on the level of service set by the community's Council, coupled with regular reports by the Fire Chief on how the Department is meeting service level expectations.

There are many factors including the number of volunteer firefighters arriving when paged out, how quickly they respond to the page, what the turnout numbers are based on, the time of the day, and day of the week (e.g. availability, day shift vs. night shift), etc. Volunteer firefighters must be provided with the same minimum training certifications and equipment as career firefighters.

Recruitment and retention of volunteers is becoming more of a challenge within the fire service with the increase in training that must be committed to on an annual basis and with staff turnover. As with many volunteer fire departments, the daytime hours from Monday to Friday are the greatest challenge for volunteer response due to fact that many volunteer firefighters are either at work, school, vacation, away weekends, or even taking care of family related matters.

⁷ <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1720>

Another indicator for making this decision (to include a full-time component) is tracking the number of volunteer firefighters that arrive at the fire station to respond. If, for example, the standard set by a fire department is that three or more volunteer firefighters must arrive at the station before the fire truck can respond, this should be monitored along with how many times the department is unable to assemble the needed personnel to effectively respond based on time of day and day of the week. Continued monitoring of this data will assist with future fire service needs.

Going to a composite or full-time service is a large cost to the community (which could cost as much as \$2-2.5 million for each 24/7 truck staffed by career firefighters) and therefore many communities have accomplished this in stages to meet the present needs of the community. Wilmot's model of a volunteer fire department is a very cost-effective form of fire protection for a community of its size. WFD is currently doing an admirable job meeting the needs of the community and keeping in line with the noted NFPA standard. In moving forward, all of the previously noted information needs to be considered and measured (as required) to either verify and support the continued effectiveness of the volunteer firefighter model or perhaps present a future need to move to a partial full-time component.

Having noted all this information, at this time EMT is not recommending moving towards a full-time component; only that consideration is given as call volumes and response times increase.

4.4 Administration Division

The administration division is comprised of senior staff and administrative staff. In Wilmot this includes the Fire Chief and Administrative Assistant.

4.4.1 Commission on Fire Accreditation International

The CFAI Accreditation program has a specific section that evaluates the administration component of a fire department. In this section the following points are noted:

Category 9C: Administrative Support and Office Systems

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

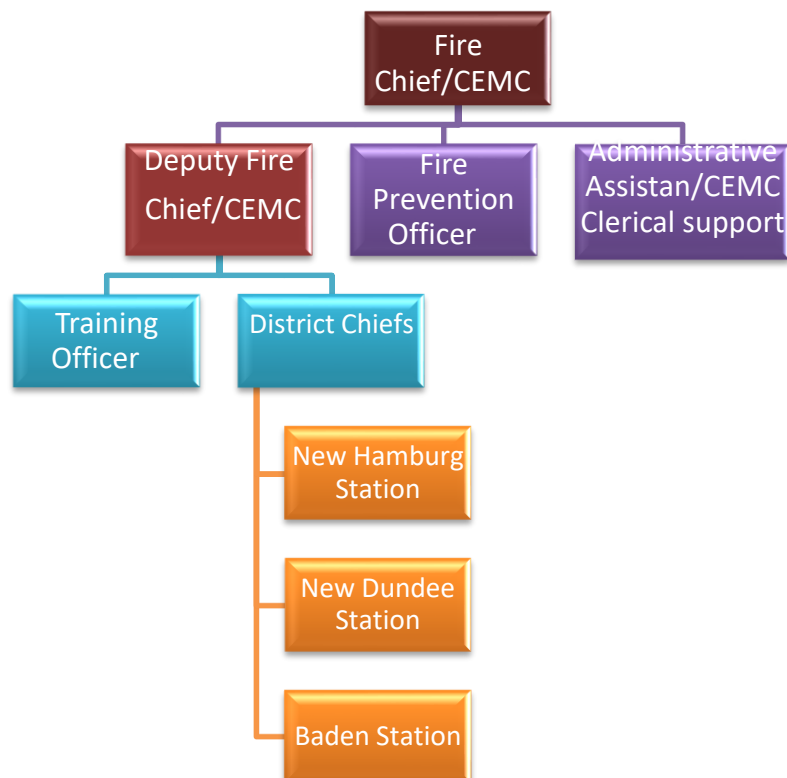
Due to the growing demands of the WFD, the administrative staff (Fire Chief and Administrative Assistant) are challenged to meet the daily demands of the Department, along with ensuring that all Departmental data and documents are kept up to date. Being that the Department has no Deputy Fire Chief, the Fire Chief is expected to be on call 24/7, along with attending evening Council and Community meetings and attends weekday and weekend training sessions.

As seen in TABLE 2: Fire Department Comparable and Population Ratio (on page 28), the Wilmot fire department has an administrative staffing level of communities' half the size and staffing levels smaller than similar sized communities.

Having either a full-time or even a part-time Deputy Fire Chief would greatly reduce and distribute the workload, along with allowing for a more effective level of supervision amongst the divisions within the Department (Suppression, Training, Fire Prevention, Emergency Management, and Administration). The Deputy Chief could oversee training and CEMC positions rolled into one, along with assisting in oversight of the Suppression Division.

If the Township decides to create a Deputy Chief position that would work approximately 21 hours a week the new reporting structure could be set up with the following option:

FIGURE 5: New Department Organizational Chart – with Part-Time Deputy Chief



Fire Department Staff Related Concerns/Comments Received from Internal Surveys:

In relation to the Department's organizational structure, responses from the internal surveys had noted that the creation of a Full-time Deputy Chief/Training Officer might be the route to follow to help distribute workload and create a more effective level of supervision amongst divisions with the department (Suppression, Training, Fire Prevention, Emergency Management and Administration). The proposed position could also be designated Alternate CEMC for the Township.

As for the Deputy Chief position, this has been put forward by EMT, but in a part-time capacity at this time and may be considered as a full-time position in the future based on Department needs.

4.5 Training and Education Division

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

In relation to training and professional development, NFPA 1201 – *Providing Fire and Emergency Services to the Public* notes:

- **4.11.1 Purpose.** The Fire & Emergency Services Organization shall have training and education programs and policies to ensure that personnel are trained, and that competency is maintained to effectively, efficiently, and safely execute all responsibilities.⁸

In WFD, the responsibility for department training falls under the scope of the part-time Training Officer who is responsible for identifying, with the input from the Fire Chief, District Chiefs (DC's) and Assistant District Chiefs (ADC's), the training needs of the suppression staff based on industry requirements. The Training Officer is responsible for planning and tracking the training of all Fire Department staff in addition to numerous other duties.

The part-time Training Officer is very active in ensuring that all required training programs are being addressed to the best of the Department's ability.

During the completion of this FMP, EMT was advised that a second contract part-time Training Officer was hired.

Another option that was discussed for future consideration is the creation of a joint Training Officer's position through the joint township service delivery review project. That would work with all the

⁸ <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1201>

Volunteer Fire Departments to create a more focused and consistent level of training between the Volunteer Departments. Such a position has been created with the townships within Wellington County and has proven to be very effective in relation to creating a standardized level of training amongst the partner departments.

Training requirements for volunteer firefighters has changed a great deal over the years. OFMEM is currently looking at mandatory training requirement for all firefighters, volunteer, and career. These challenges require careful consideration to find a balance of flexibility for the department to remunerate firefighters for their actual training time while respecting their personal time. Firefighter training is a mandatory requirement, therefore EMT recommends WFD further investigate the overall training program commitment and remuneration. This review should be included with recommendation #13 and considered during the annual budget process.

This would assist the Training Division in meeting training and competency requirements for such topics as:

- Emergency medical training
- Motor vehicle fires and extrication
- Structure fires
- Hazardous materials awareness training
- Water rescue Technician, Operations and Awareness training
- Incident Command
- Driver and pump operations training, etc.

4.5.1 Training Facilities

WFD should be commended for utilizing the training facility at Waterloo Region Emergency Service Training and Research Centre (WRESTRC) to conduct hands-on programs such as live fire training and other specialized programs that require specialized training props outside of those available at the fire station. WFD is fortunate to have the WRESTRC within the Township's borders. This training facility is located close enough to use without having the volunteer firefighters outside of the region. This is a great benefit to the Department in relation to conducting complex training exercises that is outside the scope of what can be accomplished at the fire station.

EMT has noted and recommends that Station 2 New Dundee removes turnout gear from the open floor space of the apparatus bay. This open space will require some interior renovations to accommodate this requirement and to enclose the laundry room. As a result of this construction a mezzanine would become available and create a training space as an enhancement to firefighters attending WRESTRC. It should be noted that laundry equipment was installed in strategic locations within the space to allow for the addition of the room without the need to move any equipment. Several training opportunities could be accommodated in this space to allow for the addition of

training props such as a mock fire alarm system, standpipe and sprinkler system, wall breach, ventilation dynamics and more. EMT is recommending further investigation into incorporating this low-cost training prop opportunity and as such, no costing is provided. Costing would depend on the magnitude of the training module.

4.5.2 Commission on Fire Accreditation International

The CFAI Accreditation program has a specific section that evaluates the training component of a fire department. In this section the following points are noted:

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

The Fire Chief and Training Officer are aware of the program needs and facility requirements and have indicated that the Training Officer is tracking much of this; however, to verify in a more formal manner that the Training Division is meeting the related NFPA program recommendations, the Training Officer should continue to identify and track the following:

- What training programs are required in relation to the services that WFD is providing
- The number of hours that are required to meet each of those training needs
- Resources required to accomplish this training
- Joint partnerships with bordering fire departments and private organizations that can be entered to achieve the training requirements identified by the Training Officer
- An annual program outline at the start of each year to the Fire Chief, with noted goals and expectations and completion success rate

To complete the evaluation of the Department's training programs and related successes in meeting the training needs of the firefighters, EMT is recommended the following:

- The Township should be commended for adding a 2nd part-time training officer to further assist with recommendations found in this report.

- The Fire Chief meet with bordering fire departments to discuss the option of sharing a full time Training Coordinator's position. This relationship has been utilized with the townships in Wellington County to assist with such things as:
 - Consistent training amongst neighbouring fire departments
 - Meeting NFPA certification requirements
 - Coordinating AS&E exams
 - Organizing specialized training programs such as Hazardous material, Pumper Operations and more
 - Assisting with training records management, and
 - Scheduling of training programs amongst neighbouring fire departments

4.6 Fire Prevention and Public Education

Fire prevention and public education are number one in relation to the three lines of defence as noted by the Office of the Fire Marshal and Emergency Management. NFPA 1730 is the standard relating to Fire Prevention and Public Education. Presently, there is one full-time Fire Prevention officer that is doing well in relation to meeting the legislated (mandatory) inspections, while at the same time trying to be a proactive as possible based on hours available after completing the mandatory inspections.

As previously noted, the Fire Underwriters group recommends that a community should have one Fire Prevention Officer for every 20,000 population. Based on Wilmot's present population of 21,000, which is anticipated to grow to 28,500 by 2031, it is advisable that within 1 to 3 years, a part-time Fire Prevention/Public Safety Education Officer be hired. This position could evolve into a full-time position as the population and demand for inspections increases.

Firefighter Related Concern/Comment:

Create an additional part-time Fire Prevention Officer/Public Educator to help distribute workload, along with growing and enhancing public education within the township. This position will assist with proactive inspections and enforcement that does not currently exist in the township. This position would focus on public education which requires a significant time commitment to build community-based relationships and develop local curriculum.

As already noted, EMT is not recommending an additional full-time position (1 to 3 years). It is our opinion that a part-time position will suffice for the present.

In relation to fire prevention programs, NFPA 1730 notes that this review should be conducted at a minimum of every five years or after significant change. This standard also establishes a process to identify and analyze fire risks through a Community Risk Assessment (which has been completed

during this Fire Master Plan process). There are seven components of a Community Risk Assessment outlined in NFPA 1730:

1. Demographics
2. Geographic overview
3. Building stock
4. Fire experience
5. Responses
6. Hazards
7. Economic profile

4.6.1 Determination of Current Staffing Requirements

To determine the current staffing needs, NFPA 1730 outlines a five-step process within Annex “C” of the standard. This sample staffing exercise is not part of the requirements of the standard but forms a guide for informational purposes. The Fire Chief provides recommendations and guidance to Council to approve the level of service within the community. This level of service must be based off the local needs and circumstances.

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

Step 1 – Scope of service, duties, and desired outputs

Identify the services and duties that are performed within the scope of the organization.

Outputs should be specific, measurable, reproducible, and time limited. Among the elements can be the following:

- *Administration*
- *Data collection, analysis*
- *Delivery*
- *Authority/responsibility*
- *Roles and responsibilities*
- *Local variables*
- *Budgetary considerations*
- *Impact of risk assessment*

Step 2: Time Demand

Using the worksheets in Table C.2.2(a) through Table C.2.2(d), quantify the time necessary to develop, deliver, and evaluate the various services and duties identified in Step 1, taking into account the following:

- *Local nuances*

- *Resources that affect personnel needs*

Plan Review - Refer to Plan Review Services Table A.7.9.2 of the standard to determine Time Demand.

Step 3: Required Personnel Hours

Based on Step 2 and historical performance data, convert the demand for services to annual personnel hours required for each program [see Table C.2.3(a) through Table C.2.3(e)]. Add any necessary and identifiable time not already included in the total performance data, including the following:

- *Development/preparation*
- *Service*
- *Evaluation*
- *Commute (travel time to training sessions)*
- *Prioritization*

Step 4: Personnel Availability and Adjustment Factor

Average personnel availability should be calculated, considering the following:

- *Holiday*
- *Jury duty*
- *Military leave*
- *Annual leave/vacation*
- *Training*
- *Sick leave*
- *Fatigue/delays/other*

Example: Average personnel availability is calculated for holiday, annual, and sick leave per personnel member (see Table C.2.4).

Step 5: Calculate Total Personnel Required

Division of the unassigned personnel hours by the adjustment factor will determine the amount of personnel (persons/year) required. Any fractional values can be rounded up or down to the next integer value. Rounding up provides potential reserve capacity; rounding down means potential overtime or assignment of additional services conducted by personnel (personnel can include personnel from other agencies within the entity, community, private companies, or volunteer organizations).

Correct calculations based on the following:

- *Budgetary validation*
- *Rounding up/down*
- *Determining reserve capacity*
- *Impact of non-personnel resources (materials, equipment, vehicles) on personnel⁹*

More information on this staffing equation can be found within the NFPA 1730 standard. The Fire Prevention Officer should assess these five steps and evaluate their present level of activity and the future goals of the divisions.

To assist in this process, the Fire Prevention Officer should continue to track the actual time spent on each of the Fire Prevention related activities (ranging from site plan reviews, routine inspections, licensing, complaints, and requests, to name a few). Staff are presently entering public education events along with how many people attend these events and are to be commended for this.

By identifying the time spent on each project and collating this into baseline (approximate) times, the Fire Prevention Officer can use those hours spent as a baseline figure in applying future initiatives.

To further guide the fire department, the CFAI outlines the following for fire prevention and public education:

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

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

WFD should continue working with firefighters in moving towards having more of its fire staff (based on those interested in this type of certification) trained and certified in the areas of fire prevention and public education to at least:

- NFPA 1031 – Fire Inspector I
- NFPA 1035 – Fire and Life Safety Educator I

⁹ <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1730>

Note: The Township should be reminded that volunteer fire department firefighters face a number of competing priorities. Having additional firefighters trained in fire prevention is ideal but the departments priorities for the volunteer firefighters should remain with training and emergency response which in itself presents challenges.

Current Condition

The Fire Prevention Officer tracks time spent doing inspections and general duties. The Fire Prevention Officer should continue to leverage the compiled information to identify any service delivery needs or gaps and present to the Fire Chief on a quarterly basis to assist with meeting fire prevention goals and objectives. This assessment can help to identify how many more hours would be required to meet the present demands of the Fire Prevention Division. As such, it is recommended that more detailed accounting of the FPO's time be tracked.

4.7 Recruitment and Retention of Volunteer Firefighters

The WFD, as with many other fire departments, is always challenged when it comes to retention of volunteer firefighters. In many cases, this is not a reflection of the fire department; it is simply a reflection of the need for many of these firefighters to move to other communities for work, educational, or even family needs. This puts a strain on the department in the areas of recruitment, training, and staffing of the fire stations. One of the issues some firefighters have identified is the high cost of housing in Wilmot and surrounding areas.

The results of a nationwide survey on the leading reasons why people stop volunteering can be found. When people were asked what made them leave their organization, the top answers were:

- No time to volunteer: 92.3%
- Conflicts in Organization: 47.8%
- Organizational leadership created an adverse atmosphere: 46.7%
- Too much training: 45.6%
- Attitude of existing personnel to newcomers: 39.1%
- Criticism received from officers/older member: 38.0%
- Lack of camaraderie: 19.5%

You will notice that the percentages do not add up, and that is because members who were surveyed were allowed to indicate more than one reason for leaving the organization. Until someone creates a time machine, departments will never be able to add more time. With that said, the things departments can control are conflicts in the organization, leadership, training, attitudes, criticism, and camaraderie.

The Fire Chief and Fire Management Team should be commended for their efforts towards retention of the volunteer firefighters. These efforts are seen through the creation of a pay scale that reflects

seniority and proper compensation for training time and other non-fire related endeavours such as fire prevention, and community involvement. The Fire Department has a formal recruitment program that includes an open house that allows prospects an opportunity to learn what is expected of them should they be successful in the recruitment process.

The Office of the Fire Marshal and Emergency Management (OFMEM) has put out a document on recruitment and retention in an effort to offer some criteria and/or guidelines that departments can utilize. Refer to Appendix D for the document.

Some of these points relate to enhancing training and special projects for the staff to become more involved in, such as:

- Long service awards in the form of remuneration or a stipend
- Education assistance programs to support staff in their professional development
- Increased training opportunities

While these concepts have great intentions, there is limited effect if the community is not offering the desired employment, education, or housing needs of the firefighters.

After EMT's review of the recruitment and retention of staff was completed, we would also put forth the following options for retention that go above and beyond with is noted in the OFMEM document. Options for consideration are:

- The Fire Chief meet with the CAO, Treasurer, HR, and other appropriate resources to provide a wholesome study of all remuneration programs for volunteer firefighters.
- This should include, at minimum, Training both internal and external, Work Party, On Call/Weekend Standby and any other applicable areas.
- The study should include feedback from department firefighters and utilize suitable comparable to support findings.

A review was also conducted by EMT with the original set of comparable communities and fire departments in relation to pay scales. The following chart provides a snapshot of how these departments pay their volunteer firefighters in relation to training wages. This topic of training was reviewed because some fire departments pay their volunteer firefighters at a lower hourly rate compared to the rate for responses to calls.

TABLE 5: Training Wage Comparison

Municipality	Training Wages Payment
Wilmot Township	Hourly rate, based on rank, for 2 hours
Centre Wellington	Hourly rate, based on rank, with no maximum
Uxbridge	Hourly rate, based on rank, for 2 hours; also pays for course time at same rate
Lincoln	Hourly rate, based on rank, at a maximum of 2 hours per week.
Lakeshore	Paid per training session at \$55 per night, regardless of rank. Training sessions happen 2x per month for 2-3 hrs.
Strathroy-Caradoc	No information received

4.8 Certification

WFD continues to offer certification to all firefighters and must be commended for their recruit training program. When recruits finish the internal program, they are fully certified firefighters meeting the NFPA 1001 standard.

WFD continues the process of certifying its staff; the Department and its staff should be commended for this pro-active endeavour. This will put WFD in a very good position with the possible reintroduction of mandatory firefighter certification by the Province of Ontario.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
7	Create a part-time Deputy Chief position to help distribute the workload, along with allowing for a more effective level of supervision amongst the divisions within the Department (Suppression, Training, Fire Prevention and Administration).	Approx. \$40,000 to \$65,000, depending on hours for this position	Mid-term (4-6 years)
8	<p>Continue to evaluate training programs are meeting relevant legislation, standards, and best practice recommendations that meet E&R Bylaw service levels. The Training Officer should:</p> <ul style="list-style-type: none"> Continue the current practice of publishing an annual training calendar and post in each fire station. Identify what training programs are required annually in relation to the approved service levels that WFD is providing. Identify the number of hours that are required to meet each of those training needs. Identify the resources required to accomplish this training. Investigate joint partnerships with bordering fire departments and private organizations that can achieve the training requirements. Provide an annual program outline at the start of each year to the Fire Chief and Fire Management Team, with noted goals and expectations and completion success rate. 	Staff time	Continue and ongoing
9	<p>It is recommended that an additional part-time Fire Prevention/Public Safety Education Officer be hired.</p> <ul style="list-style-type: none"> Will evolve into a full-time position as the population and demand for inspections increases. Will help to alleviate some of the present pressure on the FPO and better serve fire 	Approx. \$40,000 to \$50,000, depending on hours for this position	Short-term (1-3 years)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	<p>prevention and public education program development within the Township</p> <ul style="list-style-type: none"> Will provide the current FPO some additional time to increase frequency of inspections and public education events. 		
10	<p>Fire Prevention Officer continue to closely track time spent on each of the Fire Prevention activities. Reporting should include clearly identifying the number of public education events, demographic profile and the numbers of adults and children reached.</p>	Staff time	Continue and ongoing
11	<p>Fire department currently utilizes firefighter ranks to enhance annual fire prevention and public education events within the Township. EMT recommends the Department is to continue moving towards having more of the fire department staff cross trained and certified to at least:</p> <ul style="list-style-type: none"> NFPA 1031 – Fire Inspector I NFPA 1035 – Fire and Life Safety Educator I <p>And that the FPO continue to work with the VFFs and incorporate them into public education events and that VFFs be remunerated accordingly for their time.</p>	Dependent on training hours required based on availability of courses and/or attendance at the OFC and availability/ interest of volunteer firefighters	Short-term (1-3 years), and Ongoing with new staff
12	<p>The Department should continue its ongoing efforts towards certification for staff for each position (that requires or recommends certification) and ensure that certifications are maintained.</p>	Staff time	Continue and ongoing
13	<p>The Fire Chief should continue to investigate opportunities to promote retention of the volunteer firefighters as noted in the OFMEM document. The Fire Chief should continually recruit for volunteer firefighters in areas that are presently understaffed or have issues with response numbers to calls.</p> <p>EMT is also recommending:</p>	No immediate cost for the first part of this recommendation; implementation costs of the merit and performance pay system will	Continue and ongoing

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	The Fire Chief meet with CAO, Treasurer, HR, and other appropriate resources to provide a wholesome study of the volunteer firefighter remuneration system. This should include, at minimum, Training both internal and external, Work Party, On Call/Weekend Standby and any other applicable areas. The study should include feedback from department firefighters and utilize suitable comparators to support findings.	need to be evaluated.	

SECTION 5 – Fire Suppression and Dispatching

5.1 Fire Suppression/Emergency Response

5.2 Dispatching Services

Section 5: Fire Suppression and Dispatching

5.1 Fire Suppression/Emergency Response

As noted in the Township's RFP, the consultant is to *"assess all aspects of the fire service and fire protection service delivery in consideration of current industry standards and best practices, National Fire Protection Association (NFPA) related standards, the Ontario Fire Marshal and Emergency Management's Public Fire Safety Guidelines and Comprehensive Fire Safety Effectiveness Model, to determine optimal service levels and options for optimizing fire protection service delivery to meet the current and future needs and circumstances of the community."*

The Wilmot Fire Department is a volunteer department, and as such the NFPA 1720 standard for volunteer fire departments is applicable for this review. Today, fire departments are now measured by the NFPA standard. As such, it is advisable to use these NFPA standards as goals and guidelines to aim for by a fire department.

5.1.1 National Fire Protection Association (1720)

To provide the fire department clearer focus on what the ultimate goals for emergency response criteria are, the National Fire Protection Association (NFPA) suggests that response times should be used as a primary performance measure.

When considering the response times and needs of a community, the fire response curve (FIGURE 6) presents the reader with a general understanding of how fire can grow within a furnished residential structure over a short period of time. Depending on many factors, the rate of growth can be affected in several different ways, which can increase the burn rate or suppress it through fire control measures within the structure.

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

- The distance between the fire department and response location
- The layout of the community
- Impediments such as weather, construction, traffic jams, lack of direct routes (rural roads)
- Notification time
- Assembly time of the firefighters, both at the fire station and at the scene of the incident
 - Assembly time includes dispatch time, turnout time to the fire station, and response to the scene. It should be noted that assembly time can vary greatly due to weather and road conditions, along with the time of day as many firefighters are at their full-time jobs and cannot respond to calls during work hours.

As illustrated in the following fire propagation diagram, the need for immediate initiation of fire suppression activities is critical. WFD responds to more than just fires; for example, motor vehicle collisions can create a medical or fire emergency that needs to be dealt as soon as possible. Hence the reason to be as efficient and effective as possible in responding to calls for assistance.

FIGURE 6: Fire Response/Propagation Curve

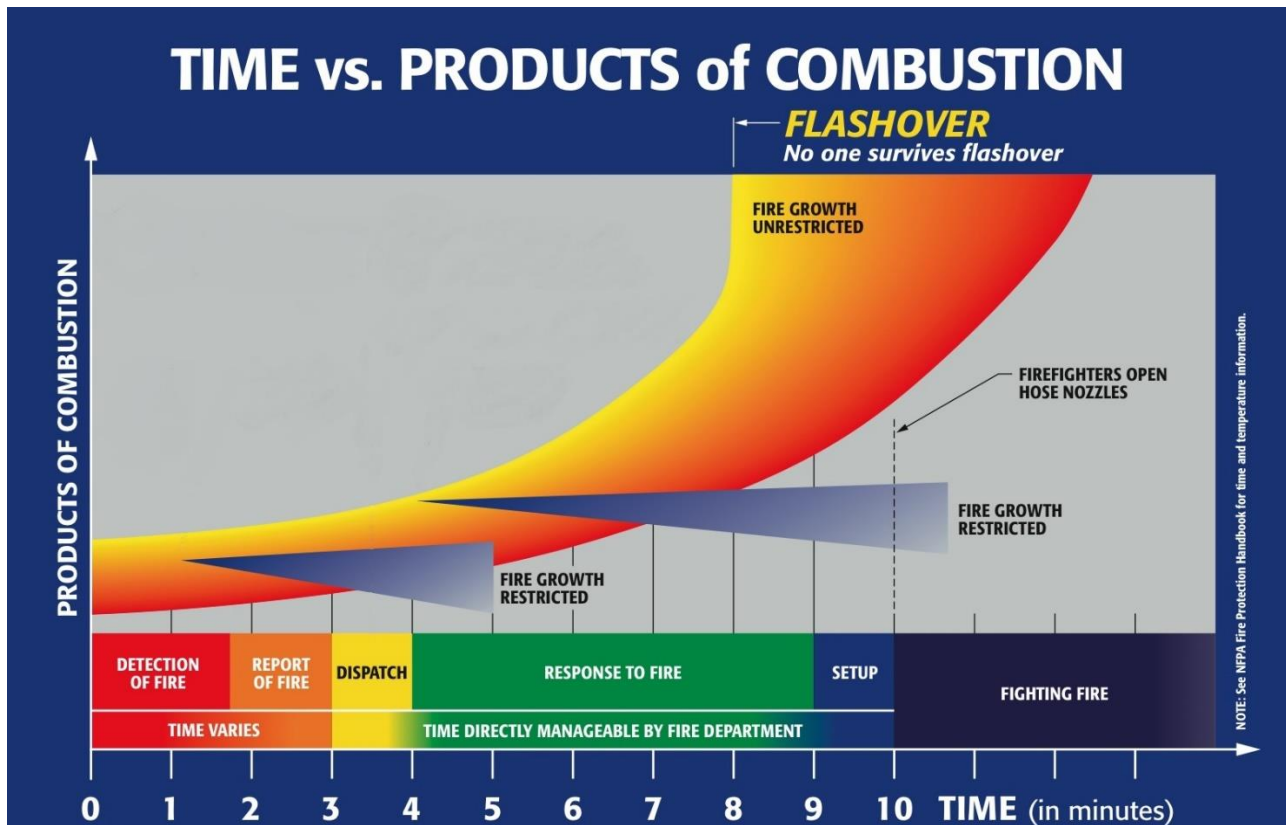


FIGURE 6 notes the following time variables:

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

The overall goal of any fire department is to arrive at the scene of the fire and/or incident as quickly and as effectively as possible. If a fire truck arrives on scene in eight minutes or less, with a recommended crew of four or more firefighters, there is increased opportunity to contain the fire by reducing further spread of the fire to the rest of the structure. Alternatively, if the first fire attack team arrives with fewer than four firefighters on board, then it is limited to what operations it can successfully attempt.

Based on studies and evaluations conducted by the National Institute of Standards and Technology and the National Fire Protection Association, no interior attack is to be made by the firefighters until sufficient personnel arrive on scene. The expectation is that a minimum of three firefighters and one officer arrive on scene to make up the initial fire suppression team. This team of four can effectively do an assessment of the scene, secure a water source (fire hydrant), ensure the fire truck is ready to receive the water and get the fire pump in gear, as well as unload and advance the fire hose in preparation for entry into the structure. A team of four also allows for adherence to the recommended “two-in, two-out” rule, referring to the presence of two firefighters inside the structure with two outside ready to go in as back-up.

The Fire Chief must ensure that each station has a complement that allows for an initial full crew response to incidents. To accomplish this, a response protocol is in effect that ensures whenever a station and its firefighters are dispatched to any type of call where back-up may be required, another station is automatically dispatched to the same incident. WFD does currently dispatch multiple fire stations to high risk emergencies which demonstrates this departments commitment to firefighter safety and risk management.

5.1.2 Response Data

The following charts identify a comparison of response types and the response breakdown among the three fire stations for 2018. To view the 2016 and 2017 data, refer to Appendix G.

There needs to be a review of the future growth statistics and demographics of the community to understand where the potential future needs will be and where some efficiencies can be made. As such, WFD response times should continue to be monitored based on the OFMEM definition, which is from “dispatch time, to time of arrival at the incident”; in other words, from the time the call is received, to when the fire station or pager tones activate, to when the firefighters get on the fire trucks and arrive at the emergency scene location.

Performance measurements that the fire department could benefit from include monitoring:

- Response time: the total time from receipt of call (on 9-1-1) to the time the fire vehicle arrives at the incident location.
- Firefighter assembly time: time from page until the first vehicle is responding.

- Travel time: time tracked from when the fire vehicle has left the station until arrival at the incident location.
- Staffing time: time from the page until the appropriate number of firefighters are on scene (e.g. 10 firefighters).

Note: *In monitoring time measurements, the 80th percentile criterion is the recommended practice that is endorsed by the NFPA and CFAI. This data is more accurate since it is evaluating the times based on 80 percent of the calls, as opposed to averaging the times at the 50th percentile. For example:*

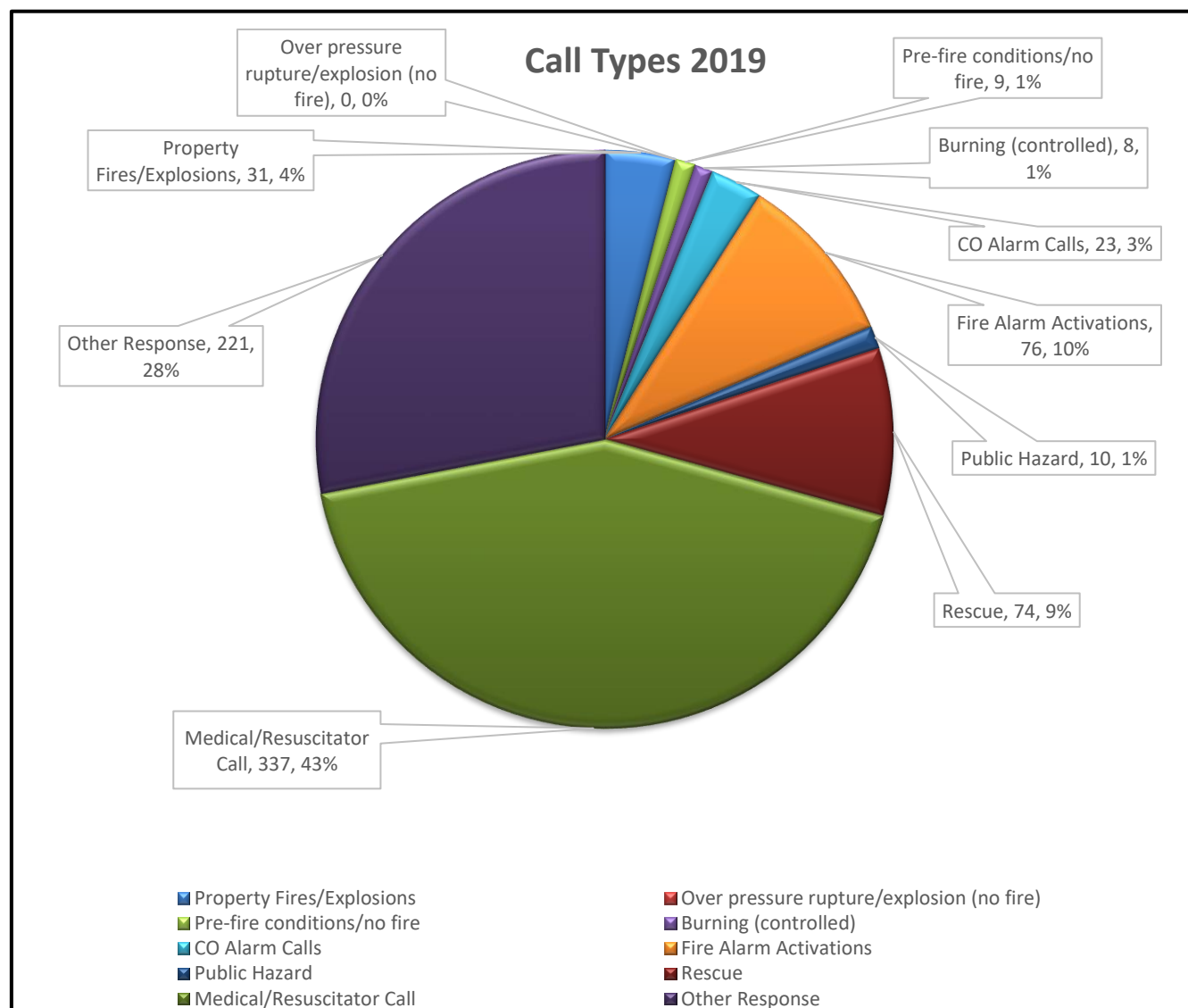
- *8 out of 10 times the fire department arrives on scene in 10 minutes or less, which means that only 20 percent of the time they are above that 10-minute mark,*
- *as opposed to 5 out of 10 times the fire department arrives on scene in 10 minutes or less, which means that 50 percent of the time they are above the 10-minute mark.*

The following set of charts (through the use of the supplied data) help to identify the types of calls that are creating the bulk of response demands and which station(s) are called upon the most for these responses.

FIGURE 7a: 2019 and 2018 Call Types

The following charts offer an overview of total calls and types per year by fire station. A more detailed overview by each year can be seen in Appendix G.

2019 Related Calls



As can be seen in the above chart, the top three types of calls that WFD responds to are:

1. Medical/resuscitator, which accounts for 43% of the Department's overall responses
2. Other Responses, which accounts for 28% of the Department's overall response. Other responses are those calls that do not fit into any of the above noted categories (i.e. a hazardous materials spill), and
3. Fire Alarm Activation calls for 10% of the Department's overall responses.

2019 Total Calls Per Station

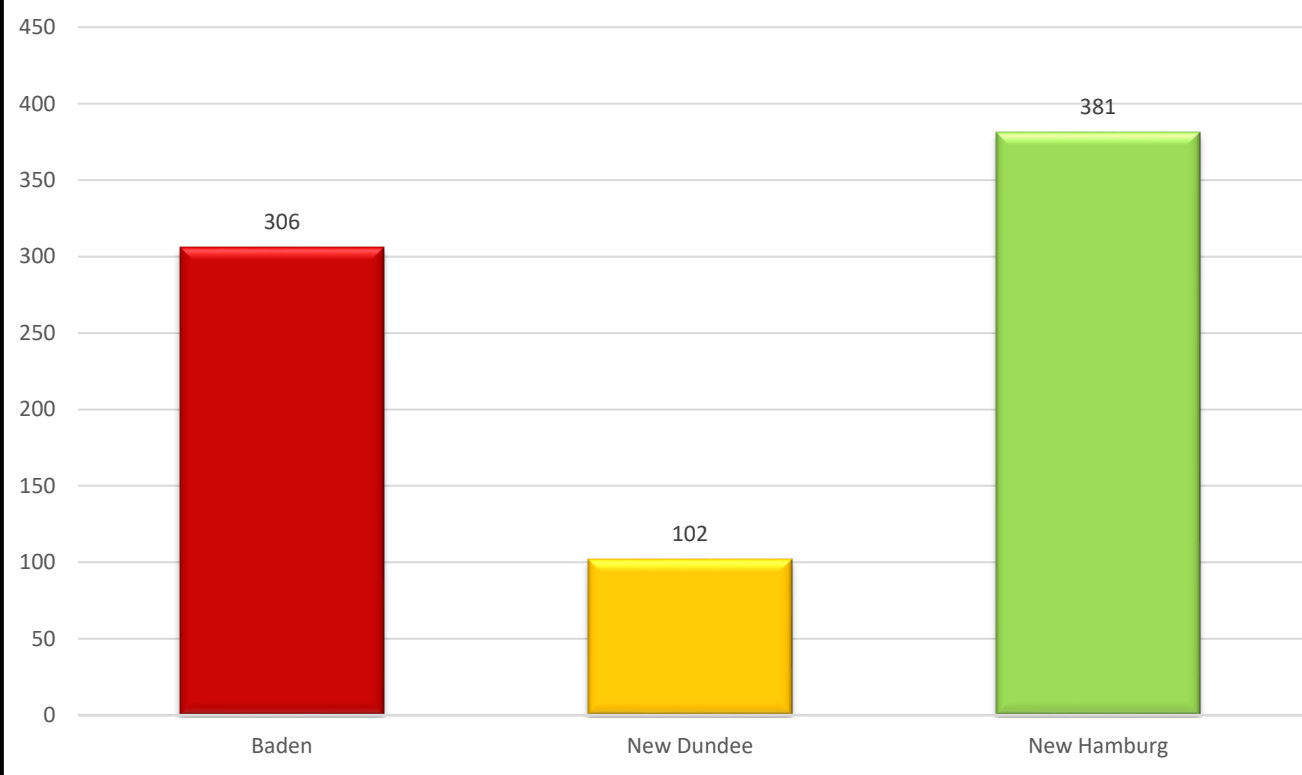
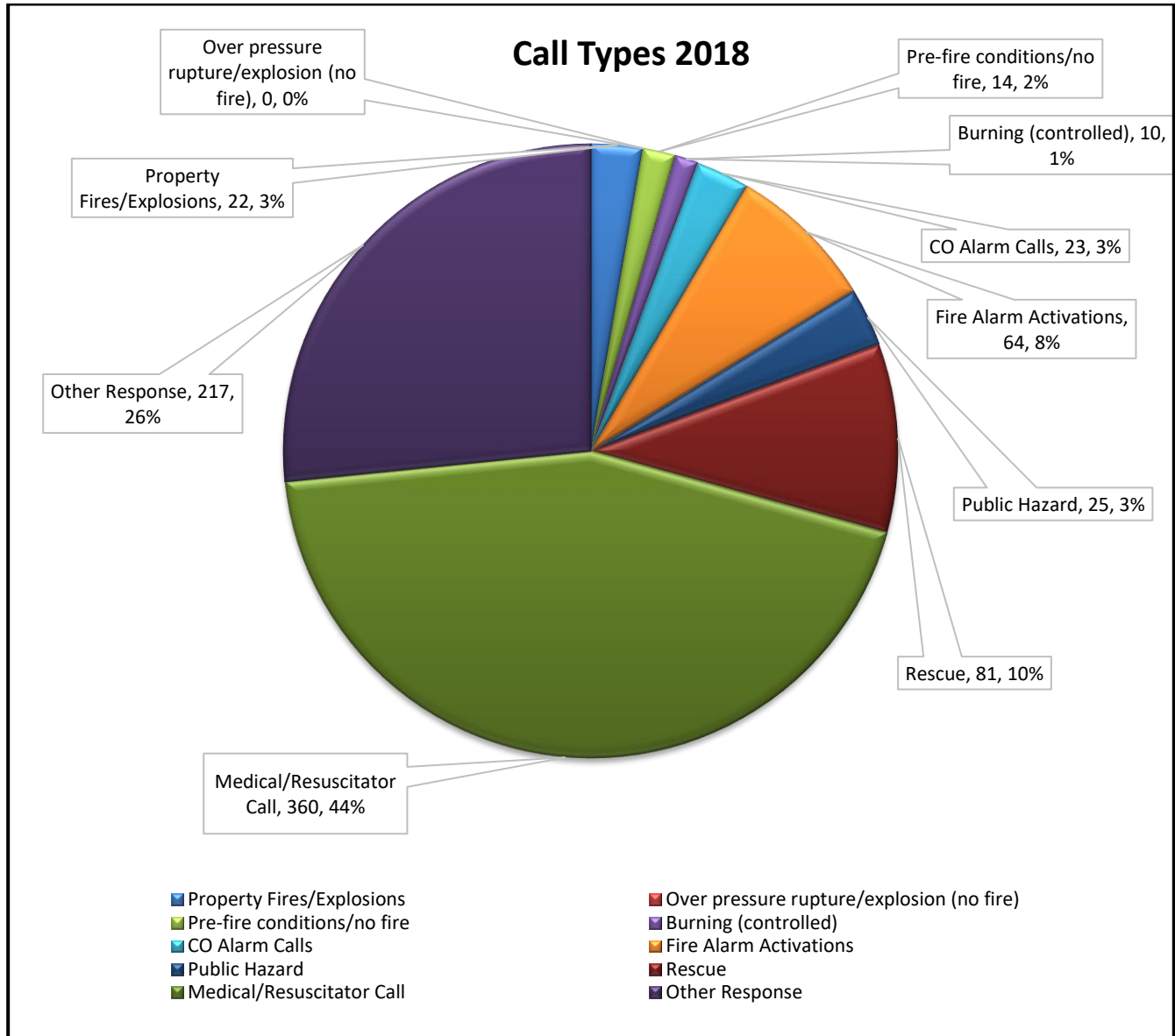


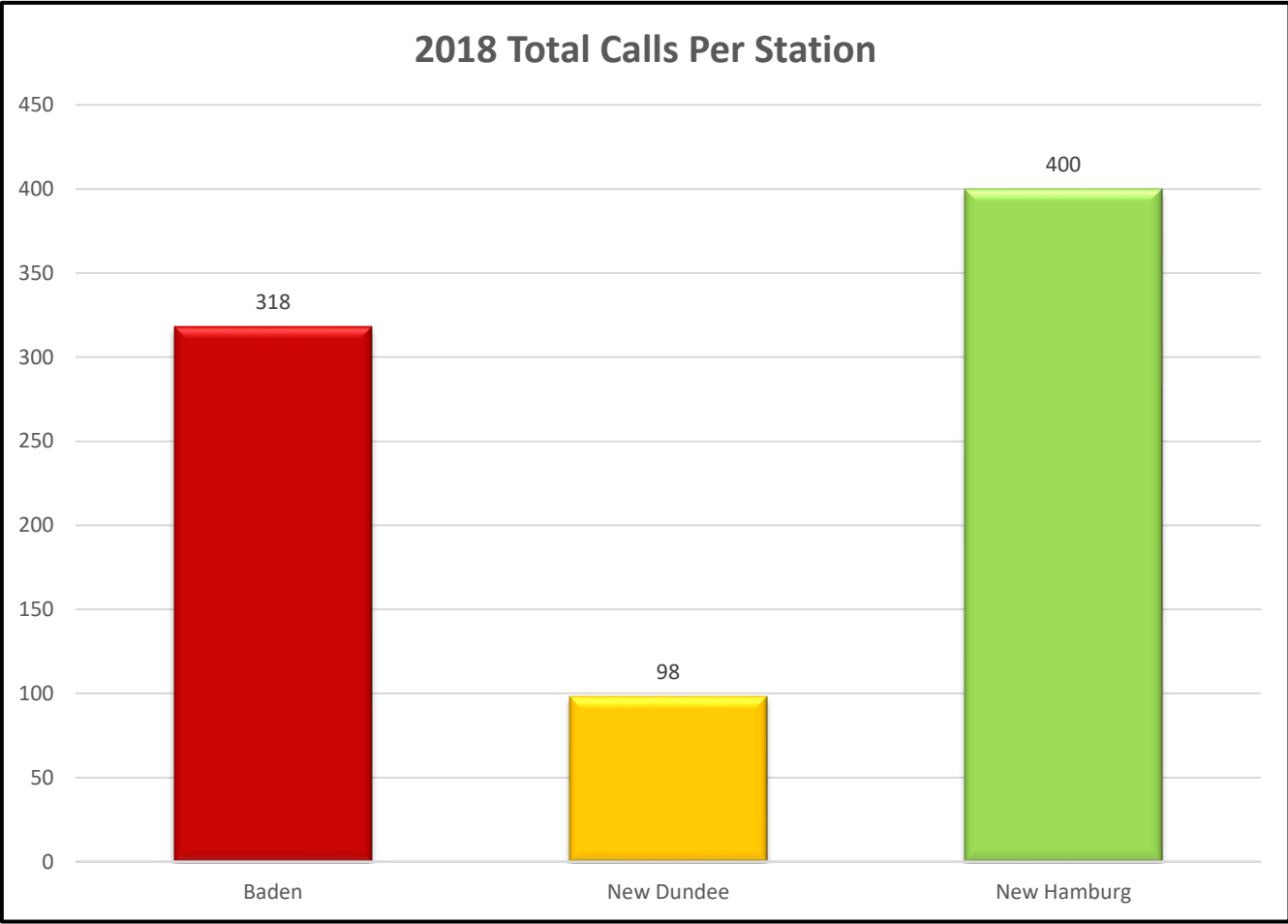
FIGURE 7b: 2018 Total Calls

Note: 2018 calls involved a major ice storm.



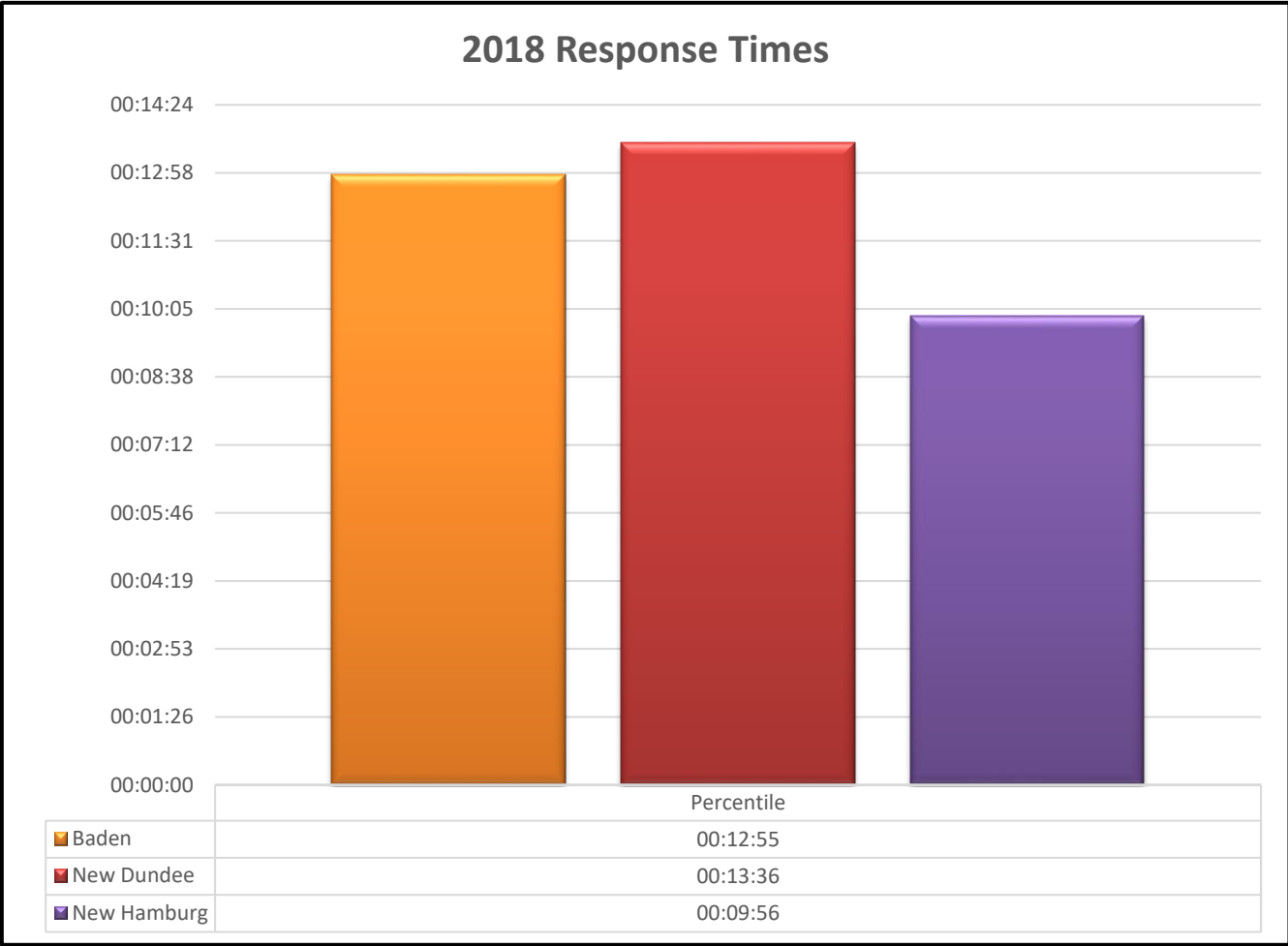
As can be seen in the above chart, the top three types of calls that WFD responds to are:

1. Medical/resuscitator, which accounts for 44% of the Department's overall responses
2. Other Responses, which accounts for 26% of the Department's overall response. Other responses are those calls that do not fit into any of the above noted categories (i.e. a hazardous materials spill), and
3. Rescue related calls, which also accounts for 10% of the Department's overall responses.



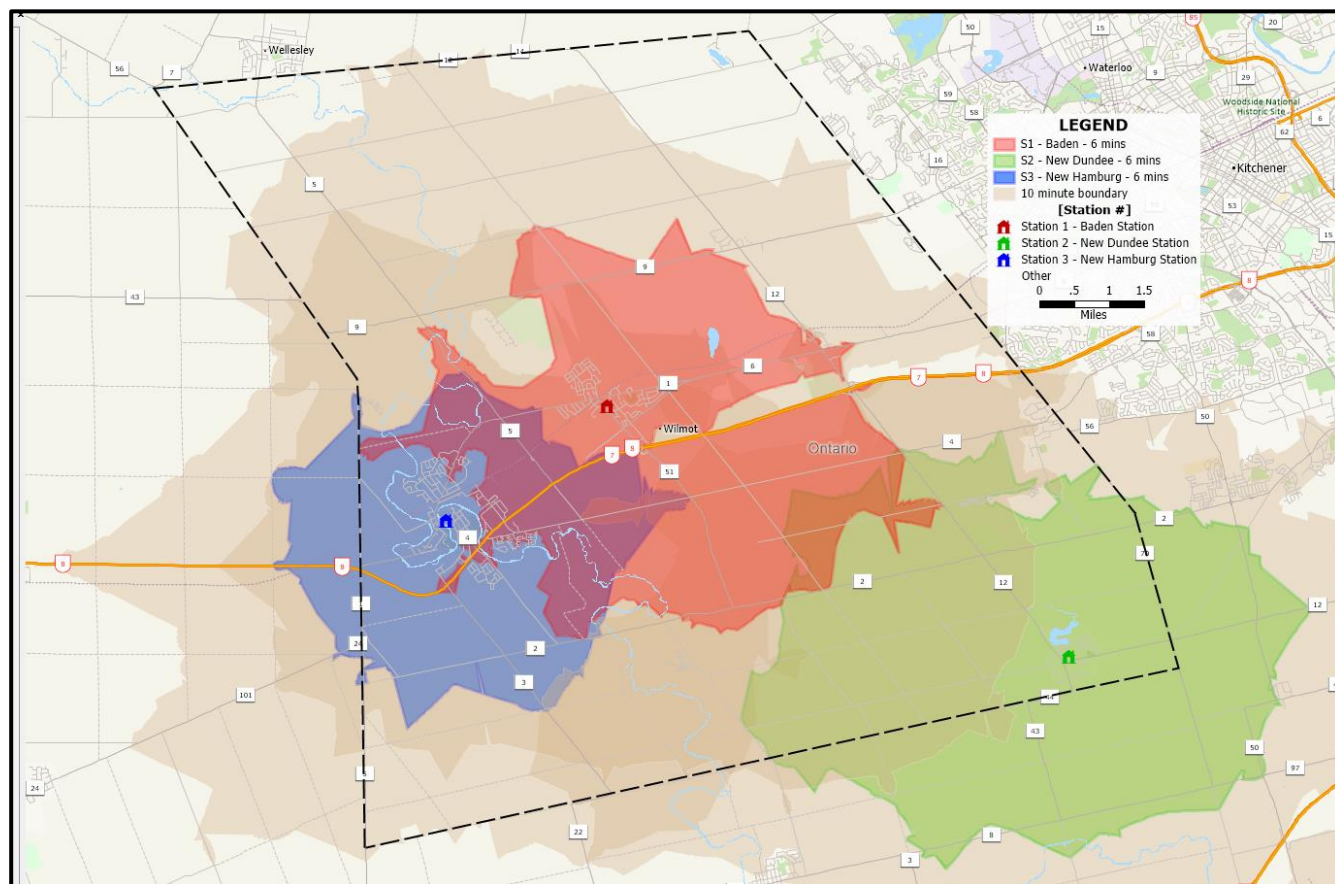
During the review of the call volumes it was noted that the New Hamburg station is responding to approximately 400 calls per year and that the Baden station attends 300+ calls per year. A key concern here is “burning out” of the volunteers. When a station reaches more than one call per day there is a real chance of not having sufficient staff to respond to those calls. This type of “burn-out” can also be a contributing factor to the retention of the firefighters. However, in conversation with the DCs and station personnel, there appears to be no sense of “burn out” happening within the department at this time.

Based on the previously noted information, the Fire Chief needs to continue the monitoring of call volumes, coupled with the times and level of staff who respond to those calls. If the volunteer firefighter numbers decline as call volumes increase, then the Township may consider the introduction of a semi-full-time complement. This semi-full-time complement could be in the form of daytime staffing only to cover the key times when volunteers are not available. The Township should keep in mind a number of factors contribute to this topic such as modifying medical calls to reduce call volumes which may reduce call volume burnout. Several communities throughout the Province have implemented this type of staffing as a cost-effective option to that of full-time coverage 24/7, which can cost up to \$2.5 million per year.



Based on this information, the percentage comparison, calls per station and response times gives the Fire Chief and his staff the ability to monitor where the bulk of their resources are being utilized. This also offers greater focus for the Training Division to ensure that the firefighters are receiving training related to the types of responses that will demand a higher skill set.

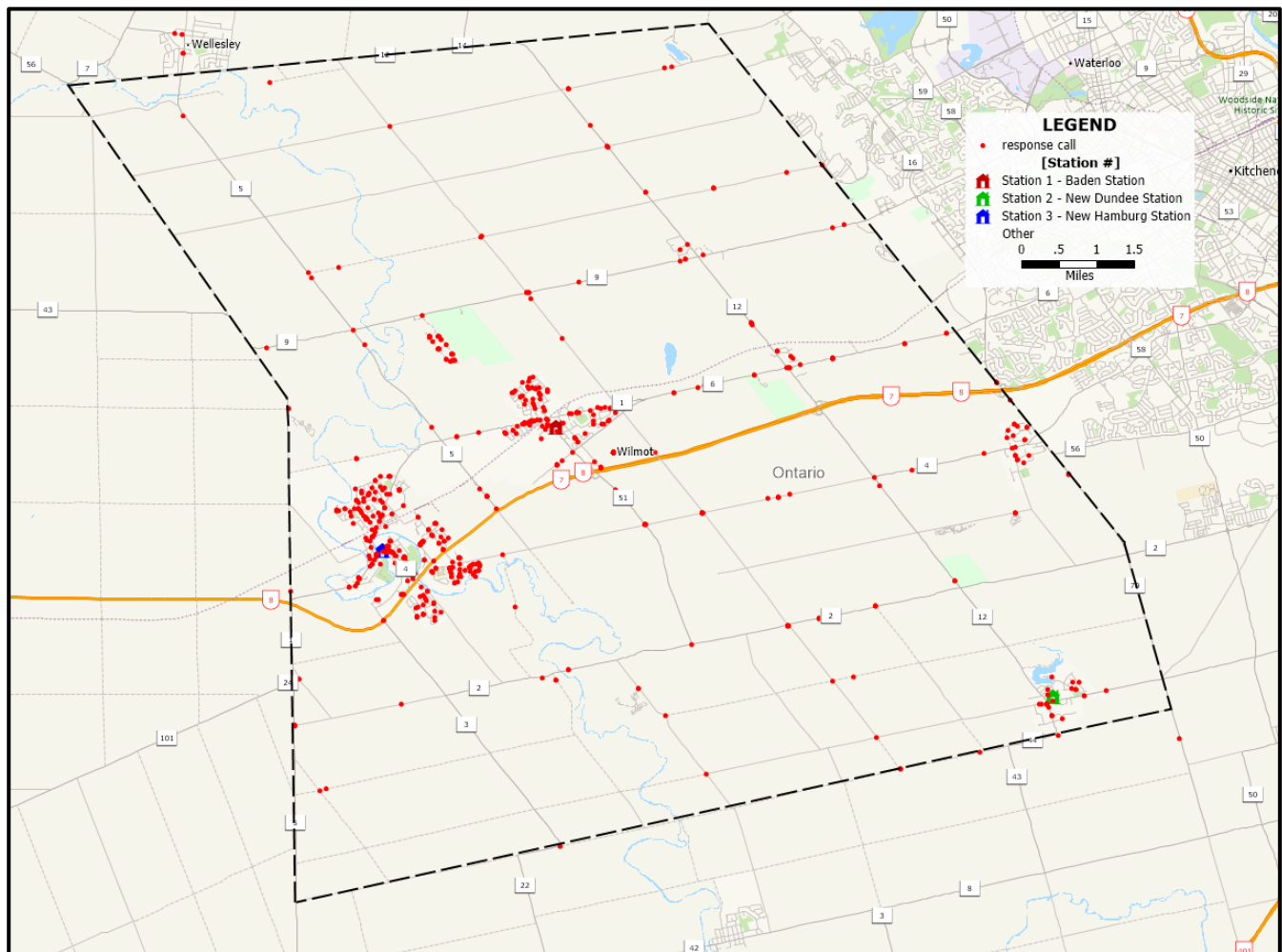
FIGURE 8: Response Zone Map



The response zone maps identify a solid level of coverage based on the NFPA recommended response times.

Another useful tool is to pinpoint where the bulk of the emergency responses are occurring. This 'clustering' of responses will help to identify where the majority of calls are occurring, which will indicate if the present fire station locations are properly positioned, or if there a shift in call locations that would suggest the possible need for the relocation of a fire station.

FIGURE 9: Call Cluster Map



At this time, all the fire stations are well situated to respond to the bulk of the calls responded to by the Department.

Although the NFPA response times are not mandated, it would be beneficial for the Fire Chief to have a response time goal supported by the Township as a benchmark. As such, it is recommended that the Fire Chief present a response time goal for the approval of Council (which may reference NFPA 1720 – the expectation of 10 staff in 10 minutes (80th percentile)), and that performance measures are continuously monitored as part of the E&R Bylaw revision recommendation. This recommendation is only meant to provide the Fire Department a goal/guideline to aim for, not a mandated expectation.

5.2 Medical Responses

As noted in the previous breakdown of call types, medical responses account for 44% of all calls responded to by WFD. Changing the medical response agreement to targets life threatening

responses may provide a reduction in medical response calls. Since the Department is charged per call by Kitchener Fire dispatch, a reduction in medical responses would equate to a cost savings for the Department in relation to adjusting the level of responses.

This change in level of responses would not reduce the level of service to the community, it would in fact create a more focused/refined response criteria, by ensuring that WFD is being dispatched to calls that require immediate attention and demonstrates a clear ability for firefighters to administer lifesaving procedures based on training, tools and scope of practice. As such, it is recommended that WFD change their response protocol to have firefighters responding to the more critical type of calls. The Fire Chief could also implement the option of having the Department respond to medical incidents in which the EMS/Ambulance service is not available for 10 minutes or more.

This trend to focus medical responses by fire departments is being implemented by other fire departments such as North Dumfries, Woolwich, and Gravenhurst, to name a few. As already noted, the intent of these departments is not to lower the service to the public, but to refine it so that the fire department is more effective and responsible in the level of responses to the community.

5.3 Dispatching Services

Wilmot Fire Department receives its dispatching services from the Kitchener Fire Department. Based on information received, along with a review of the dispatching data, WFD is receiving adequate services from the Kitchener Fire Department.

EMT would like to acknowledge the significant investment in a joint partnership with Waterloo Regional Police, Fire Services within the Region and Kitchener Fire Dispatch with a modern digital radio system with interoperability and scalability that will serve Fire Services in the region for several years.

Kitchener is also responsible for activating the paging system to alert volunteer firefighters to respond. Volunteer departments operate on the regional P25 digital radio system. The present radio system provides the operational flexibility to operate through numerous talk groups at one time without impacting each other. This is particularly useful in large incidents or when mutual and/or automatic aid is required, and multiple departments are operating at the emergency scene.

Fire Department Staff Comments:

EMT has noted in this document that the new Next-Generation 911 radio system is planned for implementation within the next couple of years.

WFD has incorporated the “Who’s responding” program as a secondary avenue for dispatching of firefighters.

Many volunteer fire departments have implemented such a program because it helps to improve overall response, while at the same time, the program can track who is available, who is responding and even who is not available due to vacation or other commitments. WFD and the Township should be commended for adding this tool for volunteer firefighter use. The agreement with Kitchener details a fee for services provided along with related infrastructure and operations activities. The current agreement with Kitchener for call taking and fire dispatch reflects best practices and an effective strategy for the Wilmot Fire Department in providing these services.

As previously noted, the amount of calls that the WFD responds to is a concern in relation to the possibility of taxing firefighter resources. There are also the associated costs. Presently, the dispatching contract is on a “cost per call” agreement. So as call volumes increase, so does the cost, along with the possibility of having fewer volunteer firefighters responding to those calls.

Medical responses make up more than 44% of the calls that WFD responds to, it would make sense to find an option that could reduce the amount of medical calls that the Department responds to while ensuring critical medical calls are maintained. For example, by changing the response status for WFD to the more critical calls, Level “B”, this may reduce the number of calls the Department responds to and at the same time, it would lower the dispatching fees. Therefore, EMT is recommending that the Fire Chief discuss with EMS services to have their response level set to the more critical type, Level “B”, of medical calls. This will still offer members of the community the service they need when dealing with a medical emergency situation and aligns with the other Township fire services medical service level.

Vehicle Technology

As noted in the 2012 Master Plan, from a technological perspective, there are some additional technologies such as Automatic Vehicle Locators (AVL) that would further benefit the overall operations of the WFD. It is EMT’s understanding that Global Positioning System (GPS) units were installed on all Township vehicles, including all fire apparatus, however, there are not linked to the dispatch system. EMT is supporting this recommendation; WFD should endeavor to have all fire department vehicles connected to the GPS system utilizing Mobile Data Terminals (MDT) which provide additional resources to responding crews such as pre-plans, fire safety plans, mapping resources, water supply locations and more.

5.2.1 Next Generation Communications (NG9-1-1)

In June of 2017 the Canadian Radio-television and Telecommunications Commission (CRTC) created regulations regarding the Next Generation Communications for 9-1-1 centres. The following is an excerpt from the CRTC website regarding the program and its benefits for enhancement to public safety communications.

Canadians depend on the provision of reliable and effective 9-1-1 services to seek help in an emergency. As technology and consumers' needs evolve, so do consumers' expectations related to 9-1-1 services. In the coming years, telecommunications networks across Canada, including the networks used to make 9-1-1 calls, will continue to transition to Internet Protocol (IP) technology. This will enable Canadians to access new, enhanced, and innovative 9-1-1 services with IP-based capabilities, referred to as next-generation 9-1-1 (NG9-1-1) services. For example, Canadians could stream video from an emergency incident, send photos of accident damage or a fleeing suspect, or send personal medical information, including accessibility needs, which could greatly aid emergency responders.

In this decision, the Commission is setting out its determinations on the implementation and provision of NG9-1-1 networks and services in Canada. This will require coordination and collaboration between numerous stakeholders, including the Commission; telecommunications service providers that provide 9-1-1 services (TSPs); 9-1-1 network providers; the CRTC Interconnection Steering Committee (CISC); federal, provincial, territorial, and municipal governments; emergency responders; and public safety answering points (PSAPs). As such, in this decision, the Commission is making a number of recommendations in which all stakeholders will have a role to play, including the establishment of a national PSAP and emergency responder coordinating body.

The Commission has determined that an incumbent local exchange carrier (ILEC) stewardship model under Commission oversight is the most appropriate with respect to the governance and funding of NG9-1-1, such that the ILECs will be responsible for the construction, operation, and maintenance of the NG9-1-1 networks, with Commission oversight, including through Commission approval of the ILECs' tariffs.

The Commission **directs** all ILECs to establish their NG9-1-1 networks and to be ready to provide NG9-1-1 Voice service by **30 June 2020** wherever PSAPs have been established in a particular region.

The Commission also **directs** all TSPs to make the necessary changes to support NG9-1-1 Voice throughout their operating territories by **30 June 2020** wherever (i) their networks are capable of doing so, and (ii) PSAPs have launched NG9-1-1 Voice. The Commission determines that real-time text (RTT)-based NG9-1-1 Text Messaging is the second method of communication to be supported on the NG9-1-1 networks. The Commission **directs** mobile wireless service providers to provide RTT-based NG9-1-1 Text Messaging throughout their operating territories by **31 December 2020** wherever (i) their networks are capable of doing so, and (ii) PSAPs have launched NG9-1-1 Text Messaging. The Commission also requests that CISC submit to the Commission, for information, its recommended public education campaign for each new NG9-1-1 service.

*During the transition to NG9-1-1, ILECs are **directed** to support existing 9-1-1 voice services over the existing 9-1-1 networks in parallel with the new NG9-1-1 networks. As well, ILECs are to decommission their current 9-1-1 network components that will not form part of their NG9-1-1 networks by **30 June 2023**. The existing 9-1-1 tariff rate regime for funding the current 9-1-1 networks will remain in place during the transition, along with new incremental tariffed rates that will be established for NG9-1-1. These rates will be in effect until current 9-1-1 networks are decommissioned, at which time final NG9-1-1 network access tariff rates will be established.*

Finally, the Commission is imposing obligations related to (i) ensuring the reliability, resiliency, and security of the NG9-1-1 networks; (ii) reporting on NG9-1-1 network outages; and (iii) ensuring privacy in an NG9-1-1 environment.

[Goals and Outcomes of Implementation]

- 1. Effective and timely access to emergency services in Canada is critical to the health and safety of Canadians and is an important part of ensuring that Canadians have access to a world-class communication system.*
- 2. Canadians currently have access to either Basic 9-1-1 or Enhanced 9-1-1 service through wireline, wireless, and voice over Internet Protocol (VoIP) telephone services wherever a 9-1-1 call centre, also known as a public safety answering point (PSAP), has been established. Canadians in areas where a PSAP has not yet been established are typically required to dial seven- or ten-digit telephone numbers to seek emergency services from responders such as police, fire, or ambulance.*
- 3. In the coming years, telecommunications networks across Canada, including the networks used to make 9-1-1 calls will continue to transition to Internet Protocol (IP) technology. This transition will have a major impact on the networks, systems, and arrangements used to provide 9-1-1 services, and will be a complex and costly undertaking that will occur gradually over a number of years.*
- 4. In paragraph 7 of Telecom Regulatory Policy 2014-342, the Commission indicated that Canadians should have access to new, enhanced, and innovative 9-1-1 services with IP-based capabilities, otherwise referred to as next-generation 9-1-1 (NG9-1-1) services. As such, the Commission announced its intention to conduct a comprehensive examination of NG9-1-1 in order to establish an NG9-1-1 regulatory framework.*
- 5. With NG9-1-1, Canadians in need of emergency services could ultimately send a text message or transmit photos, videos, and other types of data to 9-1-1 operators, in addition to making traditional voice 9-1-1 calls using wireline, wireless, or VoIP telephone services. For example, they could stream video from an emergency incident, send photos of accident*

damage or a fleeing suspect, or send personal medical information, which could greatly aid emergency responders.¹⁰

Current Condition

Dispatching Services:

- The current dispatch agreement with the Kitchener Fire Department is working well and meeting the needs of the Wilmot Fire Department. Investigation of new and evolving technologies will be investigated as part of the regional review of emergency services dispatching and consideration of the renewal of the current agreement with Kitchener.
- However, WFD is charged for every call that is dispatched. As such, finding ways to reduce the number of medical type calls may result in a savings for the WFD.

Next-Generation 9-1-1:

- As noted in the CRTC excerpt, June 2023 is a key date to work with. The Fire Chief must ensure that Wilmot is a stakeholder at the steering committee table through direct involvement or as part of the regional committee for this implementation plan.
- At this time, no costs are estimated for this endeavour as much of the logistics are still being worked out by the upper level stakeholders (PSAPs, central dispatch centres and regional steering groups). Communication system upgrades will, however, have a financial impact on every community.

¹⁰ <https://crtc.gc.ca/eng/archive/2017/2017-182.htm>

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
14	EMT recommends that the Fire Chief discuss with EMS services to have their response level adjusted to more critical types of medical calls. This will still offer members of the community the service they need when dealing with an emergency situation in line with neighboring fire services.	No cost associated; however, some savings may be realized with a reduction of calls.	Short-term (1-3 years)

SECTION 6 – Facilities

6.1 Fire Station Review

6.2 Fire Station Locations and Suitability for Future Growth

Section 6: Facilities

6.1 Fire Stations Review

This section will assess facility needs and station locations - review existing facilities and provide recommendations for future locations relative to current and future service delivery demands and applicable standards, as well as consideration of potential needs for relocation or additional stations.

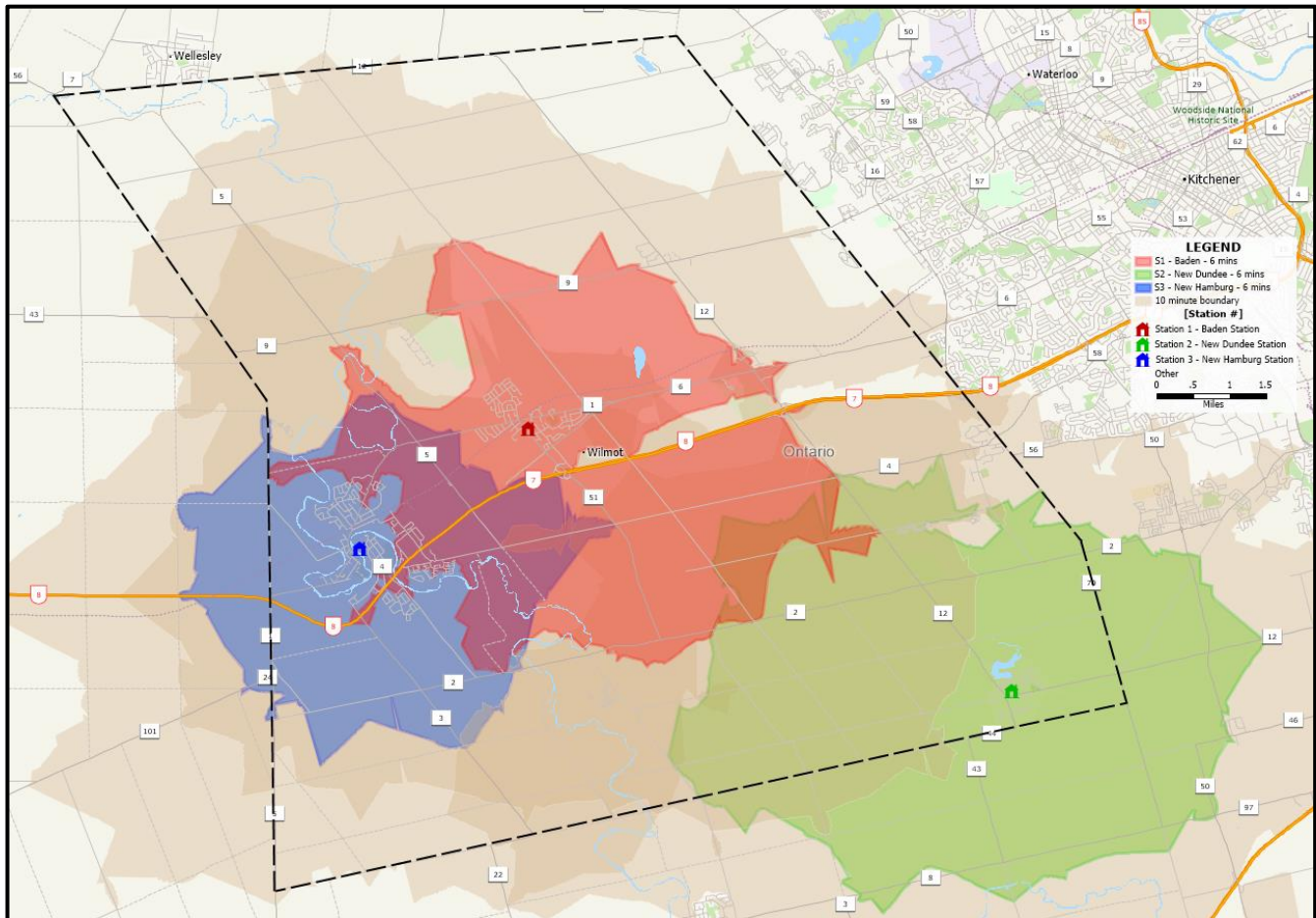
A previous review of the existing fire station facilities and their condition was conducted for the Fire Chief in accordance with the previous FMP recommendation. It should be noted that all 2014 Fire Service Facility Needs Assessment Report recommended upgrades have been completed or identified in the 10-year Capital budget for completion.

6.1.1 Fire Station Location and Other Considerations

Fire stations should be positioned to offer the most efficient and effective response to the community they serve. Centering them within a determined response zone that is simply based on “timed” responses is not always the best option to implement. Fire station location depends on many factors such as key risks within the response zone, future growth of the community, and station staffing (full-time or volunteer firefighters). Another consideration is the geographical layout of the community that can include natural barriers or divides, such as water, that makes it necessary to have some stations located within proximity of each other.

OFMEM Public Fire Safety Guideline – PFSG 04-87-13 on Fire Station Location notes fire stations should be situated to achieve the most effective and safe emergency responses. Distance and travel time may be a primary consideration: however, if a basic expectation of response time is set by the community’s decision makers, then a more realistic level of service and fire station location criteria can be identified.

FIGURE 10: Present Station Locations with 10- and 14-Minute Response Zones



In the above noted map, the New Hamburg fire station, Station 3, is illustrated in **BLUE**; the Baden fire station, Station 1, is illustrated in **RED**; and the New Dundee fire station, Station 2, is illustrated in **GREEN**. The shaded areas around each fire station area denote a 10 and 14-minute response time zone. The 14-minute zones are depicted in light brown shading.

***Note:** These response times depict the coverage area by travel time as if the crews were actually in the station and immediately ready to respond. There are many times, however, when the volunteers are not in the fire station and may (or may not) be either engaged on another call or at a far end of their response zone. These factors can create a longer response time by the crews to the incident location.*

The response mapping and related response data supplied in this document should not be taken in isolation. A full in-depth study along with an annual report submitted to Council by the Fire Chief with an update on the key performance measures and expectations is required.

Baden Fire Station #1

Station #1 is in Baden at 99 Foundry Street. This station was built in 1974 and contains four bays for fire apparatus. This is a full drive-through station. The fire station is a one storey structure that houses the office/training areas and the garage for storage of the fire vehicles and equipment.

The station was found to be in relatively good condition structurally and in meeting the basic needs for the Department with limited storage space as it stands today. Some interior renovations occurred to fulfill the 2014 Fire Service Facility Needs Assessment recommendations. Upgrades, repairs, and routine maintenance continues to be employed with the station. As such, the Township should be commended for following through with the upgrades as recommended in the report and the continued stewardship with the fire station.

Despite the Township's efforts, fire station buildings of this age typically require major capital renovation or replacement. Station 1 is 46 years old; the added space of the former ambulance bay allowed for some needed additional space for fire apparatus, however, does not ideally suit fire apparatus size and therefore not the best situation. The decision to renovate or repair can be difficult with significant financial consequences. Fire stations built before the 1990s are cold and drafty in a number of places. Building envelopes were assumed to be nothing more than non-insulated places to store equipment and therefore designed for minimal energy performance. Ceiling heights, door widths, and repurposing a former ambulance bay for fire apparatus become problematic and may lead to the decision of replacement.

Engineering modern fire service requirements into an older building can be cost prohibitive especially when trying to incorporate best standard practices such as LEEDs and sustainability disciplines. Today's building code requirements, energy efficiency standards, and building lacks post-disaster status may be another cost prohibitive barrier and should be considered when planning the future of this fire station. It would be recommended that the fire station be built on the same property and therefore a discussion with the Heritage Fire Brigade Museum should occur and explore the possibility of a joint venture.

Identified Items:

- The female facilities (addition of showers) have been approved by Council to be upgraded as per the 2020 Capital budget.
- Recommend parking lots be repaved as identified in the Annual Capital Budget (identified in Capital Budget for 2021),
- Gear racks should be installed for the proper storage of the firefighter protective ensembles; however, it should be noted that there is insufficient room to properly house the allotted number of 30 firefighters (identified in Capital Budget for 2021).

- Office desks, office chairs, meeting room chairs and tables are outdated, uncomfortable and do not meet modern ergonomics; replacement of these items should be included within the annual 10-year capital budget (to be identified in the Capital budget short-term 1 to 3 years).
- The protective coating on the apparatus bay floors should be applied (to be added in the mid-term 4 to 6 years).

General concerns noted with this fire station are related to:

The lack of space in the tanker bay (former ambulance bay). As noted in the following photos, there is very little room for staff to move around the parked vehicles in this bay area. Fully dressed firefighters are bulky and have some movement restrictions, cleaning fire apparatus is challenging.

EMT was advised that this bay was added to the fire station by the Region to house the ambulance and crew. It was not built to house fire department vehicles.

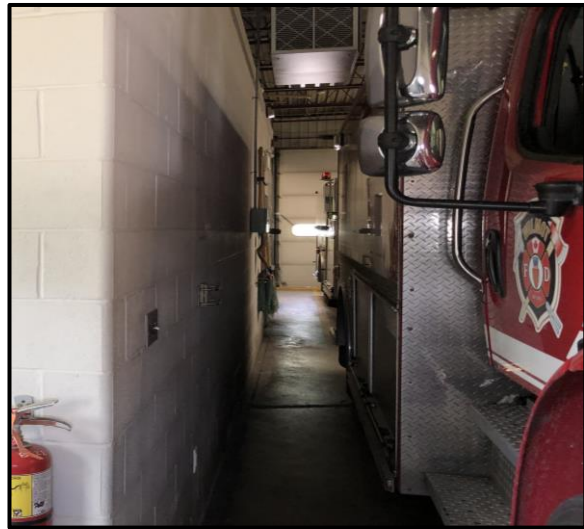
Fire Department Staff Related Concerns/Comments:

The following comments were received by the WFD staff in relation to their concerns about the Baden fire station. Many of these comments have already been noted by EMT.

The station itself is operating over capacity with numerous spatial constraints. Spatial challenges include:

- The fire hall is undersized by current standards.
- Ceiling heights and roll up door heights in apparatus bays are too low for apparatus needs.
- Staff flow patterns are interrupted by existing, inefficient building layout.
- The apparatus bays are undersized for current and future apparatus sizes.
- Due to the lack of space, storage for the hall is limited.
- Staffing needs are predicted to grow to meet future call volume demands and to preserve the volunteer fire service model, two small rooms house firefighter Personal Protective Equipment (PPE) with a total of 28 hooks, combined space is not adequate to meet current staff levels (30 firefighters at this time), with no suitable additional space available or suitable space to install proper gear racks for firefighters.
- Remove the vintage fire truck from the corner room may satisfy additional storage space needs or possibly a gear room for firefighter PPE (not ideal as it is away from the apparatus bay and would require planning and further discussion with all stake holders).
- Community has grown significantly over the last 46 years, needs and circumstances have changed and will continue to change with additional growth predicted.
- Wilmot Fire Brigade Museum should be considered for their needs and included in dialogue.





It should be noted that when consideration is given to build a new fire station to meet the ongoing needs of the community and the firefighters, new fire stations are required to meet building standards related to post-disaster buildings. The Baden Station was not built to these post-disaster requirements. A new fire station equivalent in size to Baden could cost as much as \$2 to \$3 million. As per recommendation #15 planning, at minimum, should begin in year 7 to 10 with construction to be determined in the next FMP cycle.

New Dundee Fire Station – #2

Station #2 is in New Dundee at 55 Front Street and was built in 1990 with three bays for fire apparatus. This is not a drive through station – there are no rear bay doors. This is a two-storey structure that houses the office and meeting area on the upper floor and the garage for storage of the fire vehicles on the lower floor.





Overall, this fire station was found to be in good condition with ample space for the firefighters, vehicles, and equipment. There is a diesel exhaust capture system which effectively reduces contaminants when properly used.

A concern noted is that the firefighters' gear is on the apparatus floor and is exposed to possible exhaust contamination. As such, some type of room should be built to allow for the firefighter's gear to be stored in a manner that the gear is not exposed to the exhaust fumes.

The Township has invested in laundry equipment, in all three fire stations, suitable for firefighting apparel and should be commended for the investment in the Health and Safety of the volunteer firefighters. To complete the laundry project at Station 2, a room should be included to designate a laundry room while accommodating the firefighters gear. Like all fire stations, storage is at a premium. Due to the open space of Station 2 they have become the central storage for all three stations for larger items. This demonstrates the lack of storage at Station 1 and Station 3 and the real need for a defined storage location at Station 2. A designated room should be included when construction for firefighter gear racks and laundry equipment occurs.

While construction plans are designed, a large open mezzanine will be available above these spaces. This would be a good opportunity to create an additional training space for use by WFD to incorporate a number of opportunities that WRESTRC is not equipped to provide and access to a climate controlled areas during the winter or inclement weather. The cost of building such a training space would not be anticipated to be significant and would depend on what the Fire Chief and staff identify as their needs. As such, no estimated costing is provided at this time but warrants further discussion, planning, and development.

New Hamburg Fire Station – #3

Station #3 is in New Hamburg at 121 Huron Street. This station was built in 1969, which makes this station over 50 years old. The station contains two drive-through bays for fire apparatus. This is a two-storey structure that houses the office/ training area and the garage for storage of the fire vehicles.

During interviews it was noted that the Township has allocated suitable funds to renovate Station 3 to correct some of the concerns noted in a previous facilities report of 2014 and some of the concerns noted by the Fire Department. As such, the Township should be commended for allocating these funds. Given the time requirement to plan and build a new fire station, investing in the fire station should be commended. The renovation investment has provided some modern changes that provide a safe, clean working environment until the new fire station can be completed.

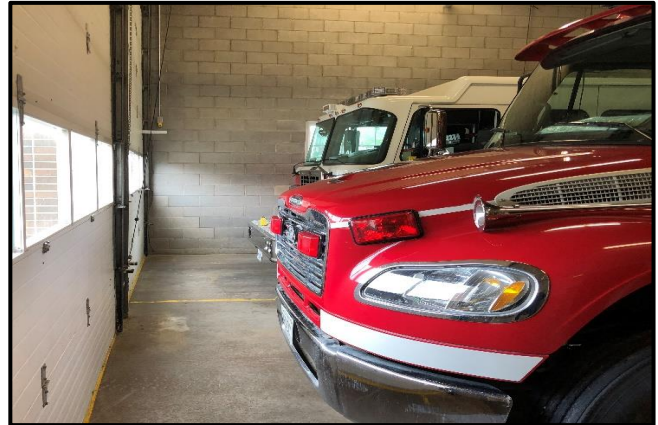
The station was found to be in relatively good condition structurally and in meeting the basic needs for the Department at this time and provided several additional amenities as a result of the recent renovation. Upgrades, repairs, and routine maintenance continues to be employed with the station.

It is important that these accomplishments are recognized; however, despite the improvements, the fire station requires replacement as outlined. The Township needs to decide soon to replace this fire station. Fire station buildings of this age typically require a major capital renovation or replacement. Station 3 is 51 years old and does not ideally suit fire apparatus size and therefore not the best situation.

This fire station houses an aerial apparatus. This alone creates an issue with how the Township will purchase the proper replacement aerial given the size restrictions of the station. The decision to renovate or repair mirror some of the Station 1 issues. Station 3 has several more serious issues that necessitate the replacement of this station as soon as the Township can procure land, proceed through the planning processes, and secure suitable funding sources.

Fire stations built before the 1990s are cold and drafty in several places. Building envelopes were assumed to be nothing more than non-insulated places to store equipment and therefore designed for minimal energy performance. Ceiling height is suitable in this station; however, the door widths are not. Given the many apparatus bay restrictions, widening the doors would not be financially feasible. Engineering modern fire service requirements into an older building can be cost prohibitive especially when we try to incorporate best standard practices such as LEEDs and sustainability disciplines. Today's building code requirements, energy efficiency standards and building lacks post-disaster status may be another cost prohibitive barrier and should be considered when planning the future of this fire station and the new fire station.

The Township should consider other opportunities with the fire station such as a training/public education space that could be shared with Police and EMS; other options may be available and should be explored. EMT recommends this fire station to be replaced and that the Township begin the process, follow the recommended timelines, and, if possible and deemed appropriate by the Township, accelerate the construction project.





As noted in the previous photo, the New Hamburg station is challenged with having adequate vehicle storage. Firefighters are finding the space between the vehicles and the building's walls make it a challenge to work around the fire trucks. Another item of note is the apparatus bay doors were designed when fire trucks were narrower and shorter in height. With the larger fire truck sizes, the firefighters are finding it challenging to get the trucks into the fire stations.

General concerns noted with this fire station are related to:

- Parking for the Firefighters is at a premium and depending on the level of response or attendance at training sessions, there is not enough parking spaces for the firefighters personal vehicles.
- Due to the age of the fire station, the door widths make it a challenge to safely maneuver the fire trucks in and out of the station. It was noted that some minor incidents have occurred over the years while maneuvering vehicles in and out of the station. As previously noted and identified in a photo, space for trucks in the apparatus bay is at a premium.

Even with implementing the past fire station study recommendations and recent renovations, Station 3 is located in an active floodplain, which puts this emergency service facility at risk for being ineffective if a flood were to compromise the ability of the firefighters to access and use the station during a flooding incident.

If a flood were to occur, the community and firefighters' safety could be at risk because they would have to drive into the affected area. Also, all electrical related operations at the fire station could be compromised. The space and floodplain comments must be kept in mind in relation the future utilization of this station or even the relocation of this facility.

Fire Department Staff Related Concerns/Comments:

The following comments were received by the WFD staff in relation to their concerns about the New Hamburg fire station. Many of these comments have already been noted by EMT.

In summary the on-site challenges include:

- The mixed flow of response vehicles with staff/visitor traffic is a safety concern due to the parking lot being on shared property.
- Fire Station creates a blind spot when firefighters respond to the station from the west. There is a potential risk involving civilian vehicles who do not obey “do not enter” signs and pedestrians walking along fire station.
- Insufficient space at rear of building to allow appropriate, safe turning radius for fire apparatus, (Codes requests 6 m wide access routes with 12 m for turning radius.).
- Insufficient parking area for visitors and firefighters. (30 firefighters and potential to add more when required). On the east side there is reserved parking for 9 firefighters, 2 additional spots beyond the reserved spaces, south end has provision for 7 but they are not reserved. This provides parking for a possible 18 firefighters, slightly over half of our roster and no provision for visitor parking. The south end parking spaces are typically full during day-time hours and unavailable. Additionally, firefighters are required to navigate large fire apparatus through the parking lot to the rear of the building for access, competing with traffic and extremely tight radius turns. Future, larger apparatus may not be able to navigate the existing tight turns.
- No suitable, safe area for firefighters to train. Both the Baden and New Dundee stations have some, but limited, outside space to conduct some training. The New Hamburg station does not have this space.
- Apparatus bay is at capacity and does not provide suitable space to layout hose or equipment after incidents and training. Trucks or hose must be pulled outside on the tarmac to be able to load hose onto the hose beds which is not adequate during winter months.
- Parking is shared with Library services, local downtown business.
- The tarmac area is undersized for fire hall standards.
- The tarmac does not allow for on-site apparatus turn around, necessitating backing into the front bays, this requires traffic to be stopped on Huron Street.
- Station is not a true “drive thru” design with no suitable, safe location to place apparatus when out of the station without competing with citizen pedestrian and vehicle traffic.
- No suitable alternative location during an extreme flooding event.

The station itself is operating over capacity with numerous spatial constraints. Spatial challenges include (in-spite of the recent interior renovations, issues remain such as):

- The fire hall is undersized by current standards.

- Fully dressed firefighters are bulky and have some movement restrictions, accessing and cleaning fire apparatus is challenging.
- Groundwater entering sewage pump tank, pump acts as a sump pump however not properly designed and does not meet code requirements.
- Staff flow patterns are interrupted by existing, inefficient building layout.
- The apparatus bays are undersized for current and future apparatus sizes.
- Community has grown significantly over the last 50 years, needs and circumstances have changed and will continue to change with additional growth predicted.

It was common in the past to place fire stations within the downtown cores, typically staffed by local business owners/staff and served well during that time. Downtown cores no longer supply firefighter numbers, downtown parking pressures exist as local entrepreneurs compete for market growth, economic growth and expansion displace fire stations into areas that are prone to less public activity.

Fire Stations should be free hold and not subject to public activities on a regular basis, safety concerns exist. Opportunities are available for the fire station to be repurposed to other uses that would complement the downtown business core. Engaging township development services and business community would be recommended to determine potential uses for the space.

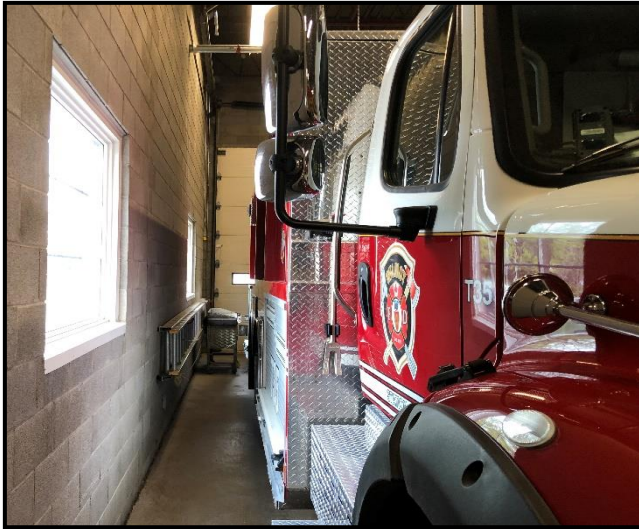
6.2 Location and Suitability for Future Growth

From a response perspective, as illustrated in FIGURE 12, the three fire stations are well located geographically to meet their response zones relating to the NFPA recommended times.

The present locations of the Baden, New Hamburg, and New Dundee fire stations appear to be serving the community and response areas quite well; relocation of the New Hamburg Station needs to be considered because of extenuating circumstances – being in a floodplain. EMT is not recommending the consolidation of any two fire stations due to the large areas that need to be covered. Having only two fire stations to service most of the community (and anticipated growth) is not seen as a wise decision.

6.2.1 New Hamburg Station Considerations

The New Hamburg Station was regarded as a concern for two main reasons. The first being the lack of apparatus floor space for the fire vehicles.



All fire, police, and ambulance stations are considered critical and essential structures for emergency response. The second concern is that the New Hamburg Fire Station is in a floodplain area and is susceptible to water overflowing from the Nith River putting the station at risk. The station is also located to the extreme western portion of Wilmot's borders. Based on these noted points, it is recommended that Township consider the FMP report recommendations and decommission the New Hamburg Fire Station.

The building is in a flood plain area right beside the Nith River. As noted in the Township's Official Plan in section 2.5.10.6,

- *"Protective services such as police, fire, utility and public works yards and major electrical substations shall not be in the Special Policy Area. Existing facilities will not be permitted to expand or extend without the approval from the Township and the Grand River Conservation Authority and any major renovation shall meet the provincial requirements for safe access/egress for emergency vehicles. **Council shall consider the relocation of the existing (New Hamburg) fire station.**"¹¹*

In section 2.5.10.10 of the Plan, *"Where practical new building services such as electrical, and heating systems shall be located above the regulatory flood elevation but where this is not feasible building services shall be floodproofed to the satisfaction of the Grand River Conservation Authority."*¹²

¹¹ https://www.wilmot.ca/en/doing-business/resources/Documents/Official_Plan/Township-of-Wilmot-Official-Plan---April-2019-Consolidation.pdf

¹² https://www.wilmot.ca/en/doing-business/resources/Documents/Official_Plan/Township-of-Wilmot-Official-Plan---April-2019-Consolidation.pdf

Along with the previously noted concerns, it also needs to be mentioned that if a flood were to occur and the firefighters needed to evacuate the New Hamburg station, where would the firefighters go? While a decision is being made about the future of the New Hamburg fire station, plans need to be put in place for a temporary back-up station within the New Hamburg area.

This back-up station could require the following, depending circumstances:

- Truck bays
- Washroom and shower facilities for male and female firefighters
- Office space
- Storage for firefighting gear and equipment
- Training needs, etc.
- IT resources

Note: The floodplain issue on its own is not a reason to replace the fire station however, because climate change and degree of flooding is completely unpredictable this must be taken as a serious consideration.

In relation to fire station design and needs, the NFPA notes the following:

- **NFPA Section 4.8.3 Design of Facilities:**
Fire and emergency response facilities shall be designed to meet their respective service demands in terms of space for practical utilization by apparatus and personnel.
- **NFPA Section 4.8.3.1:**
Construction specifications shall include details to be included in new emergency response facilities or installations that provide for efficient, safe, and convenient functioning of the Fire and Emergency Services Organization.

With anticipated growth to occur between the Baden and New Hamburg areas this may create even greater pressure for the present New Hamburg station location in relation to meeting a timely response as these noted areas become more populated.

The estimated costs of constructing a new fire station would range from \$2 to \$3 million. This does not include the purchase of land, if not owned by the Township. The present New Hamburg fire station can be repurposed for other non-emergency community/township needs.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
15	A new fire station be constructed in Baden and the planning stage considered as a long-term project. Site plan approval, architectural design, engineering, and land procurement would occur in the long-term cycle with construction occurring in the next Fire Master Plan cycle.	Depending on style and size of the fire station, range of \$2 to \$3 million plus cost of land.	Long-term (7-10 Years) and next FMP Cycle
16	Firefighters' turnout gear be removed from the apparatus floor areas of fire station 2 New Dundee to reduce the exposure of this gear to diesel contaminants. This will require a dedicated space to be constructed within the building to accommodate firefighter's turnout gear.	Cost for gear racks would range from \$18,000 to \$25,000. Room construction costs would need to be determined based on scope of work proposed such as the addition of the training prop.	Short-term (1-3 years)
17	A new fire station be constructed in New Hamburg and it is recommended this process be undertaken in two parts. Mid-term for the planning, site plan approval, architectural design, engineering, and land procurement. Second part is construction to be carried out in the long term to allow suitable time to secure funding streams.	Depending on style and size of the fire station, range of \$2 to \$3 million plus cost of land	Planning Mid-term (4-6 Years) Final Construction (7-10 Years)
18	Fire Chief follow through with preplanning and create a suitable plan for a backup fire station should Station 3 New Hamburg be compromised from a flooding event.	Staff time	Short-term (1-3 years)

SECTION 7 – Vehicles and Equipment

7.1 Fire Apparatus - New and Replacement Schedules

7.2 Aerial Device

7.3 Maintenance

Section 7: Vehicles and Equipment

7.1 Fire Apparatus - New and Replacement Schedules

For this section EMT is assessing the general state of the Department's apparatus, vehicles, and equipment - review existing vehicles and equipment condition, maintenance programs, capital replacement schedules and plans relative to existing and expected service demands.

When assessing a fire department's ability to respond and meet the needs of the community, the FUS considers the age of a fire truck as one of its guidelines. It was noted that WFD endeavours to keep fire vehicles on a 15 to 20-year replacement cycle to and keep them within the FUS recommendations and, more importantly, creates a benchmark for forecasting fire truck replacements. However, some gaps in this replacement cycle were noted. Rescue trucks are noted to be a 20-year replacement cycle and should fall under a 15-year replacement cycle as first-line as per FUS recommendations. As such, the Fire Chief should continue efforts in meeting the FUS related recommendations.

Pickups, used by administration, are not covered under the FUS replacement chart. Instead, vehicle replacements are covered under Township policy which is on a 10-year cycle as identified in the Township Capital budget. WFD outfits the pickups to be used for day to day operational requirements and to be used operationally with Emergency Operations. The Department should be commended for designing vehicles that can serve multiple roles as a cost-effective strategy.

7.1.1 Fire Underwriters Survey – Vehicle Replacement Recommendations

The *Medium Sized Cities* section (outlined in blue) is the recommendation for vehicle replacement for a township the size of Wilmot. This allows for up to a 20-year replacement cycle, in which the fire vehicle can be utilized as second-line response status. It is recommended that all first-line units still be replaced by a new or younger unit when it reaches 15 years of age.

TABLE 6: FUS Vehicle Replacement Chart

Apparatus Age	Major Cities ³	Medium Sized Cities ⁴ or Communities Where Risk is Significant	Small Communities ⁵ and Rural Centres
0 – 15 Years	First-line	First-line	First-line
16 – 20 Years	Reserve	Second-line	First-line
20 – 25 Years ¹	No Credit in Grading	No Credit in Grading Or Reserve ²	No Credit in Grading Or Reserve ²
26 – 29 Years ¹	No Credit in Grading	No Credit in Grading Or Reserve ²	No Credit in Grading Or Reserve ²
30 Years ¹	No Credit in Grading	No Credit in Grading	No Credit in Grading

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

2. Exceptions to age status may be considered in small to medium sized communities and rural centre conditionally, when apparatus condition is acceptable, and apparatus successfully passes required testing

3. Major cities are defined as an incorporated or unincorporated community that has:

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

4. Medium Communities are defined as an incorporated or unincorporated community that has:

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

5. Small Communities are defined as an incorporated or unincorporated community that has:

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

FUS definition of first-line, second-line and reserve is:

- First-line is the first fire truck utilized for response at the fire station**
- Second-line is the next truck to be used if the first-line unit is tied up at a call, and**
- Reserve is the vehicle kept in the fleet to be put into service if a first-line or second-line vehicle is out of service.**

The FUS is reviewed by insurance companies. Provided that the Fire Department adheres to the recommended replacement timelines through an approved capital replacement schedule, the Department will retain its fire rating for vehicle replacement.

By ensuring that the vehicles are being replaced on a regular schedule, the Township is also demonstrating due diligence towards ensuring a dependable response fleet for the Fire Department and the community it serves. This in turn will keep the community's fire rating in good stance, which can also reflect on commercial and residential insurance rates.

7.1.2 NFPA – Vehicle Replacement Recommendations

A standard that supports a regular replacement schedule of fire vehicles is the NFPA 1911, *Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus*. This standard includes guidance on retirement criteria for fire apparatus. This standard recommends that all frontline vehicles are replaced on a 15 to 20-year cycle, depending on the community size. These replacement recommendations are for fire vehicles with pumps. For general purpose fire department vehicles, most communities refer to their town's vehicle replacement policies.

Although there is no national standard that legally mandates the replacement of emergency vehicles, it must be kept in mind that it is critical to replace these and other apparatus before they become unreliable. Over the long-term, delaying the replacement is inadvisable as it will add to the overall maintenance costs of the apparatus and can have an effect on insurance costs based on the fire department's FUS rating.

WFD is well-equipped with pumper trucks, aerial ladder, rescues, and tankers. There is sufficient level of support vehicles and equipment to meet the general needs of the Department. Replacement schedules are identified in the capital forecast for the fire trucks and large cost items. It is worth noting that some fire departments place their tanker trucks on a 20-year replacement cycle due to the lack of use and mileage put on these specific units. To help with replacement forecasting, this is a vehicle type that can be considered as a 2nd line vehicle and may not require replacement at the 15-year mark.

In relation to vehicle replacement and refurbish, the industry standard for the design and replacement of vehicles is the National Fire Protection Associations Standard 1901. It is recommended that this and other related NFPA standards relating to vehicle design, replacement, and refurbishing, be utilized.

During the station and equipment review, it was noted that the vehicles and small engines (pumps, generators, etc.) are on a replacement cycle and that maintenance and repair work is addressed as quickly as possible by the Township or other recommended facilities.

7.2 Aerial Device

The WFD is well-equipped with pumper trucks, tankers and support vehicles required for primary response to calls within the Township. All the vehicles have been identified in the Department's capital replacement plan. WFD has an aerial device located at the New Hamburg fire station. Based on the size of the Township along with the types of buildings with the Township, there is a definite need for this aerial device.

As noted by the FUS group, a community the size of Wilmot should have one aerial device. More information on this FUS recommendation can be found in Appendix H.

The Township currently has an aerial located at Station 3 New Hamburg. Further, the Township has identified a replacement aerial within its 10-year capital budget. An aerial device is also a very effective tool for applying water to roof tops and upper stories of a building.

In relation to what type of aerial device to utilize, there are options relating to the types of elevated devices that a fire department can purchase. The following is an overview of two key types of elevated devices that most fire departments utilize in their fleets.

7.2.1 Elevated Devices – Straight Ladder Verses a Platform

When deciding on whether a department wants an aerial that is a straight ladder or one that is a platform, an evaluation needs to be conducted in relation to what are the actual needs for such a device. For example, is reach and maneuverability more important or is a working surface and above ground rescue more the focus. For example, Nithview Retirement home would be better served by a platform aerial given the likely age of residences who would be unable to safely climb down a ladder.

The platform offers a much better surface to work from for operations such as venting a roof or rescuing persons from upper floors who are unable to walk down a ladder due to physical limitations.

The following two pictures help to display the difference between a straight ladder and a platform truck. The straight ladder aerial (in the left photo) is specifically designed to be used for access to upper floors of a structure. As such, it has a very large ladder structure that is generally 30 meters or more in length. Most of these ladders are equipped with a large capacity nozzle to assist with fire extinguishment on upper floors of a building or roof tops that are out of reach of regular ground ladders.



The platform truck (in the right photo) has the ability to offer a more stable surface for firefighters to work from and also making rescues from upper floors safer. The key differences between the two vehicles can be the size of the vehicle; platform trucks can be larger. Costs between the two types can vary, with the platform typically being the more expensive unit. Existing buildings such as Nithview and downtown core buildings with mixed residential is better suited to replace the aerial ladder to a more versatile aerial platform. The Township Fire Chief should explore all potential opportunities when making this purchase such as joint purchase opportunities with neighboring fire departments or investigate the used market, assuming a suitable aerial platform can be located.

7.3 Maintenance

WFD does not have its own in-house mechanical division to complete repairs and testing to its vehicles and equipment. This is handled in the following manner:

- Firefighting staff complete all weekly and monthly (general) inspections and testing of vehicles and equipment.
- If any mechanical repairs are required for a vehicle, it is contracted out to a third-party facility/mechanic that has appropriate skills to facilitate required repairs.

7.3.1 Maintenance - Small Equipment

During the review it was noted that there is a program in place for small equipment testing and evaluation. All the equipment such as ladders, breathing apparatus, small engines, ropes and hoses are tested either on an annual basis or otherwise based on manufacturers recommendations.

- The National Fire Protection Association (NFPA) 1932 Standard identifies the type and frequency of testing for ground ladders.
- NFPA 1983 outlines the testing process for life safety rope.

- NFPA 1914 outlines testing for aerial devices
- The Health and Safety Act also makes note that all equipment used by workers must be in good condition.

Wilmot Fire should be commended for ensuring that these types of testing and maintenance are being carried out.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
19	<p>EMT recommends the Township continue to utilize their current planning practices using annual capital budgeting for vehicle replacement and should maintain a schedule that complies with the FUS recommendations on the replacement of vehicles from a first line to a second-line unit at 15 years. The Fire Chief should have Council's support to investigate all purchasing opportunities and should include joint procurement opportunities.</p> <p>It is recommended that NFPA Standard 1901 relating to vehicle design, replacement, and refurbishing, be utilized.</p>	Continued financial forecasting of equipment replacement	Continue and ongoing for fire vehicle replacement and future forecasting (see NFPA 1901)
20	<p>It is recommended that the Department continue its maintenance programs on all small equipment such as, but not limited to, ladders, breathing apparatus, small engines, ropes and hoses on an annual basis or otherwise based on manufacturers recommendations. Using the annual budget process, the Fire Chief continues to receive appropriate funding to advance maintenance programs for the fire service.</p> <ul style="list-style-type: none"> • The NFPA 1932 Standard identifies the type and frequency of testing for ground ladders. • NFPA 1983 outlines the testing process for life safety rope. • NFPA 1914 outlines testing for aerial devices • The <i>Health and Safety Act</i> also makes note that all equipment used by workers must be in good condition. <p>Wilmot Fire should adhere to these standards, the <i>OH&S Act</i>, and any related manufacturer's recommendations.</p>	Continued financial forecasting of equipment testing and possible replacement	Continue and ongoing

SECTION 8 – Emergency Management

8.1 Emergency Management Program

Section 8: Emergency Management

8.1 Emergency Management Program

As mandated by the *Emergency Management and Civil Protection Act* (EMCPA), all municipalities in Ontario must have an emergency response plan and an emergency planning program. For every community in Ontario, there must also be an identified Community Emergency Management Coordinator (CEMC); currently this duty falls to the Fire Chief of the Township. It was noted that the Training officer, FPO and Administration Assistant are also certified as CEMCs.

The Township's Emergency Response Plan complies with all general requisite legislation. The primary and secondary Emergency Operations Centres (EOC) are functional spaces that can be set up, as needed, by the EOC group.

The plan along with on-going annual training exercises and education for the Control Group meets the provincial requirements. The most recent Emergency Plan document is dated 2016. Staff are meeting the annual review requirements, annual training exercise and educational requirements and will move towards an IMS based plan. Based on this recommendation an update of the program will occur.

In relation to having a CEMC for each community, the townships within Wellington County have created a CEMC that oversees and monitors each community's Emergency Management program. Each community still has an Alternate CEMC to ensure individual focus for their respective communities. The advantage of such a program is that it helps to reduce the workload of each local Fire Chiefs, while at the same time creating a very effective partnership. This is type of partnership is something that the Wilmot Fire Chief and counterparts should investigate further. It should be noted that there is a current collaborative assessment being conducted on this topic between the four townships using KPMG as the consulting firm.

Another opportunity to help reduce the Fire Chief's workload is to assign the clerical role to someone else within the Township. There is no Provincial legislation that identifies a community's fire chief as having to be the CEMC or to shoulder all administrative requirements; only that the person(s) needs to be properly trained to effectively carry out the duties of a CEMC. The Fire Chief has foreseen this requirement and has additional staff trained to the CEMC level. It would be prudent to formalize staff job descriptions into this support role. Providing administrative support would be of benefit to the overall program development and assist freeing up time commitments for the Fire Chief.

Recommendation(s)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
21	Conduct full review and update of the Township's Emergency Plan to ensure that the program continues to meet the needs of the community and that continued support is provided such as staff resources and funding to advance this valuable program.	Staff time	Short-term (1-3 years)
22	Consideration should be given to the concept of creating a Community Emergency Management Coordinator partnership jointly with the area townships and assigning program clerical duties to someone other than the Fire Chief/CEMC.	No initial costing for this option. Costs would depend on partnership level and staffing level needs.	Short-term (1-3 years)

SECTION 9 – Mutual and Automatic Aid

9.1 Mutual Aid, Automatic Aid & Fire Protection Agreements

Section 9: Mutual and Automatic Aid

9.1 Mutual Aid, Automatic Aid, & Fire Protection Agreements

Mutual aid, automatic aid, and fire protection agreements are programs used to:

- Support a community's fire department at times when local resources are exhausted
- Offer quicker response coverage to areas that may be closer to a bordering fire department's response area than that of the host department
- Create an automatic response by bordering fire departments to properties that are closer to their fire stations than that of the host fire department

9.1.1 *Mutual and Automatic Aid*

The WFD is a member of the Waterloo Region Mutual Aid Agreement Program which includes the City of Waterloo, Wellesley Township, City of Kitchener, Township of Woolwich, and the Township of North Dumfries. A cross boarder agreement exists with Blandford Blenheim and a cooperative working relationship with Perth East and East Zorra-Tavistock. Discussions with Perth East would be suggested to see if Station 3 New Hamburg should cover the Wilmot East Hope Road and determine if any other areas would be better served by Station 3 as the initial response station.

These agreements appear to be serving the community well. Wilmot conducts a full review of cross boarder agreements every 5 years and should continue this best practice method.

Recommendations

No recommendations for this section on fire service agreements.

SECTION 10 – Finance, Budgeting, and Capital Investment Plan

10.1 Operating and Capital Budgets

10.2 Development Charges Program

Section 10: Finance, Budgeting, and Capital Investment Plan

10.1 Operating and Capital Budgets

The Wilmot Fire Department has an annual operating budget that appears to offer the Fire Chief the funds required to manage and support the Department's staff, facilities, and equipment in an effective manner.

WFD's capital forecast fluctuates on an annual basis based on the equipment that has been identified for replacement (each year).

During the review of the budget process for both operating and capital, it was evident that WFD is well configured in both areas. This would also indicate an adequate level of support by Council and the Township's senior management team for assisting the Fire Department in meeting its service goals.

When reviewing this section, one of the key areas that EMT looks for is whether actual operating expenditures are identified and tracked by the Department. During the review of the operating budget, it was noted that all key accounts and operating sections are identified, such as:

Operating Budget Line Items:

- Staffing related costs
- Training
- Fire Prevention and related Fire Safety Education
- Vehicle and equipment maintenance, and
- Station maintenance

Capital Budget Line Items:

- Vehicle replacement
- Equipment replacement (for large cost items that are not covered in the operating budget)

Operating Budget

A review of the operating budget for Wilmot Fire & Emergency Services shows that all general expenses and related revenues are accounted for.

Capital Forecasts

It would appear that there is a 15 to 20-year replacement cycle for the fire trucks that is based on the FUS recommendations for frontline vehicles. As such, the Township should be commended for supporting this endeavour. However, at times, based on budgetary considerations, there are fluctuations (increases) in replacement cycles. In view of that, the Fire Chief should continue working with the Finance Department to ensure that the vehicle replacement cycle be adhered to as closely to the FUS recommendations as possible.

Along with the replacement schedule, FUS recommends that there should be at least one spare fire truck for every eight units, for example:

- one pumper truck for every eight,
- one spare aerial truck for every eight,
- one spare tanker truck for every eight, etc.
- consider replacement of the rescue trucks at 15-year cycle due to the high level of use.

This applies even when there are less than eight units; there should be a replacement vehicle designated for up to eight vehicles for back up if one of those units goes out of service.

The Fire Chief and his staff are working hard to ensure that equipment is being replaced and/or upgraded on a regular cycle and on an as needed basis. Some of the Department's fleet is at or near the recommended replacement age, but the Fire Chief is well aware of this and is working with the Township to secure replacements.

10.2 Development Charges Program

The growth-related capital projects are reviewed and incorporated into the development charges study/bylaw.

Based on the information noted in the DC Background Study of 2019, Fire Services have been considered and allocated financial resources based on growth projections for the community. This includes additional vehicles and other unfunded projects.

Recommendation(s)

No recommendations for this section.

SECTION 11 – Summary

11.1 Conclusion

11.2 Recommendations and Estimated Costs

Section 11: Summary

11.1 Conclusion

Wilmot Fire Department staff are truly dedicated to the community they serve. Council, CAO, and the Fire Chief are sincerely committed to ensuring the safety of the community and the firefighters. Based on the present staffing, equipment, and fire stations locations, the Wilmot Fire Department is endeavoring to offer the most efficient and effective service possible.

All costs and associated timelines to the following recommendations are approximations that can be implemented through prioritization between the Fire Chief, CAO, and Council.

Most Fire Master Plans are 10-year documents with a review to be conducted at the five-year point. Due to some of the specific recommendations made in this document, it is advisable that the Fire Chief view this as a “living document”, conducting more frequent reviews of the recommendations, and bringing forward updates to Council, as required.

11.2 Recommendations and Estimated Costs

The following chart provides further overview of the recommendations found throughout this report along with any estimated costs that may be incurred.

Rec #	Recommendation	Estimated Costs	Suggested Timeline
1	<p>It is recommended that a full review of the 2011 Establishing and Regulating By-law document be completed to include the following items:</p> <ul style="list-style-type: none">• Incorporate, where appropriate, any references to the FPPA, NFPA standards and OFMEM Guidelines that the Fire Department deems relevant to services provided and is supported by Council, such as:<ul style="list-style-type: none">○ Measurable service levels that can be reported to the Township on an annual basis using the existing quarterly report structure to Council.	<p>No present cost associated with this recommendation.</p> <p>However, changes for future fire service agreements may incur new costs.</p> <p>(future costing contingent on possible inclusion of fire service</p>	<p>Short-term (1-3 years)</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	<ul style="list-style-type: none"> ○ Composition of the Department to represent the level of service to be provided as outlined throughout the MFP. ○ Updating the document's language to reflect recent legislative changes and/or inclusion of supporting National Fire Protection Association (NFPA) standards. ○ Fire Chief should continue to have the flexibility to increase staffing marginally as required to keep numbers up to plan for anticipated retirements and/or promotions of the firefighters. 	agreements in the E&R Bylaw)	
2	Fire Chief to continue monitoring response times along with how many times, if any, that a full response component was not amassed. This type of information can be utilized to identify any future needs and/or considerations for the incorporation of a partial full-time response component.	Staff time	Continue and ongoing
3	Continued emphasis on additional staff time spent in fire prevention related activities. In addition to public education, there should be an emphasis placed on assessing buildings stock within the community to identify types and number of hazards that may exist.	Staff time. Amount depends on actual time spent by staff over and above regularly scheduled hours.	Short-term (1-3 years) and ongoing
4	It is recommended that the Community Risk Assessment (CRA) provided by EMT be updated every five years or as necessary in accordance with the new Provincial	Staff time	Ongoing and after each election

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	<p>Legislation, in conjunction with the NFPA 1730 standard.</p> <p>There is merit in providing an updated assessment at the beginning of every term of Council so that the sitting Council understands the platform on which the services conducted by the Fire Department are built.</p>		
5	The Fire Prevention Division review its inspection program to identify levels of desired frequency as noted in the FUS Suggested Frequency Chart, annually tracking the number of hours spent on inspections.	Staff time	Continue and ongoing
6	The Fire Department should continue to meet with local community groups to form a partnership for organizing fire safety and public education events.	Staff time	Continue and ongoing
7	Create a part-time Deputy Chief position to help distribute the workload, along with allowing for a more effective level of supervision amongst the divisions within the Department (Suppression, Training, Fire Prevention, Administration).	\$40,000 to \$65,000, depending on hours for this position	Mid-term (4-6 years)
8	<p>Continue to evaluate training programs are meeting relevant legislation, standards, and best practice recommendations that meet E&R Bylaw service levels and the Training Officer should:</p> <ul style="list-style-type: none"> Continue the current practice of publishing an annual training calendar and post in each fire station. Identify what training programs are required annually in relation to the services that WFD is providing. The number of hours that are required to meet each of those training needs. 	Staff time	Continue and ongoing

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	<ul style="list-style-type: none"> Resources required to accomplish this training. Joint partnerships with bordering fire departments and private organizations that can be entered into to achieve the training requirements identified by the Training Officer. Provide an annual program outline at the start of each year to the Fire Chief and Fire Management Team, with noted goals and expectations and completion success rate. 		
9	<p>It is recommended that an additional part-time Fire Prevention/Public Safety Education Officer be hired.</p> <ul style="list-style-type: none"> Will evolve into a full-time position as the population and demand for inspections increases. Will help to alleviate some of the present pressure on the FPO and better serve fire prevention and public education program development within the Township Will provide the current FPO some additional time to increase frequency of inspections and public education events. 	\$40,000 to \$50,000, depending on hours for this position	Short-term (1-3 years)
10	Fire Prevention Officer continue to closely track time spent on each of the Fire Prevention activities. Reporting should include clearly identifying the number of public education events, demographic profile and the numbers of adults and children reached.	Staff time	Continue and ongoing

Rec #	Recommendation	Estimated Costs	Suggested Timeline
11	<p>Fire department currently utilizes firefighter ranks to enhance annual fire prevention and public education events within the Township. EMT recommends the Department is to continue moving towards having more of the fire department staff cross trained and certified to at least:</p> <ul style="list-style-type: none"> • NFPA 1031 – Fire Inspector I • NFPA 1035 – Fire and Life Safety Educator I <p>And that the FPO continue to work with the VFFs and incorporate them into public education events and that VFFs be remunerated accordingly for their time.</p>	Dependent on training hours required based on availability of courses and/or attendance at the OFC and availability/interest of volunteer firefighters	Continue and Ongoing with new staff
12	The Department should continue its ongoing efforts towards certification for staff for each position (that requires or recommends certification) and ensure that certifications are maintained.	Staff time	Continue and ongoing
13	<p>The Fire Chief should continue to investigate opportunities to promote retention of the volunteer firefighters as noted in the OFMEM document. The Fire Chief should continually recruit for volunteer firefighters in areas that are presently understaffed or have issues with response numbers to calls.</p> <p>EMT is also recommending:</p> <p>The Fire Chief meet with CAO, Treasurer, HR, and other appropriate resources to provide a wholesome study of the volunteer firefighter remuneration system. This should include, at minimum, Training both internal and external, Work Party, On Call/Weekend Standby and any other applicable areas. The study should include feedback from</p>	No immediate cost for the first part of this recommendation; implementation costs of the merit and performance pay system will need to be evaluated.	Continue and ongoing

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	department firefighters and utilize suitable comparators to support findings.		
14	EMT recommends that the Fire Chief discuss with EMS services to have their response level adjusted to more critical types of medical calls, Level "B". This will still offer members of the community the service they need when dealing with an emergency situation in line with neighboring fire services.	No cost associated; however, some savings may be realized with a reduction of calls.	Short-term (1-3 years)
15	A new fire station be constructed in Baden and the planning stage considered as a long-term project. Site plan approval, architectural design, engineering, and land procurement would occur in the long-term cycle with construction occurring in the next FMP cycle.	Depending on style and size of the fire station, range of \$2 to \$3 million plus cost of land.	Long-term (7-10 years) and next FMP Cycle
16	Firefighters' turnout gear be removed from the apparatus floor areas of fire station 2 New Dundee to reduce the exposure of this gear to diesel contaminants. This will require a dedicated space to be constructed within the building to accommodate firefighter's turnout gear.	Cost for gear racks would range from \$18,000 to \$25,000. Room construction costs would need to be determined based on scope of work proposed such as the addition of the training prop.	Short-term (1-3 years)
17	A new fire station be constructed in New Hamburg and it is recommended this process be undertaken in two parts. Mid-term for the planning, site plan approval, architectural design, engineering, and land procurement. Second part is construction to be carried out in the long-term to allow suitable time to secure funding streams.	Depending on style and size of the fire station, range of \$2 to \$3 million plus cost of land	Planning Mid-Term (4-6 Years) Final Construction (7-10 Years)
18	Fire Chief follow through with preplanning and create a suitable plan for a backup fire	Staff time	Short-term (1-3 years)

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	station should Station 3 New Hamburg be compromised from a flooding event.		
19	<p>EMT recommends the Township continue to utilize their current planning practices using annual capital budgeting for vehicle replacement and should maintain a schedule that complies with the FUS recommendations on the replacement of vehicles from a first line to a second-line unit at 15 years. The Fire Chief should have Council's support to investigate all purchasing opportunities and should include joint procurement opportunities.</p> <p>It is recommended that NFPA Standard 1901 relating to vehicle design, replacement, and refurbishing, be utilized.</p>	Continued financial forecasting of equipment replacement	Continue and ongoing for fire vehicle replacement and future forecasting (see NFPA 1901)
20	<p>It is recommended that the Department continue its maintenance programs on all of the small equipment such as, but not limited to, ladders, breathing apparatus, small engines, ropes and hoses on an annual basis or otherwise based on manufacturers recommendations. Using the annual budget process, the Fire Chief continues to receive appropriate funding to advance maintenance programs for the fire service.</p> <ul style="list-style-type: none"> • The NFPA 1932 Standard identifies the type and frequency of testing for ground ladders. • NFPA 1983 outlines the testing process for life safety rope. • NFPA 1914 outlines testing for aerial devices 	Staff time	Continue and Ongoing

Rec #	Recommendation	Estimated Costs	Suggested Timeline
	<ul style="list-style-type: none"> The <i>Health and Safety Act</i> also makes note that all equipment used by workers must be in good condition. <p>Wilmot Fire should adhere to these standards, the <i>OH&S Act</i>, and any related manufacturer's recommendations.</p>		
21	Conduct full review and update of the Township's Emergency Plan to ensure that the program continues to meet the needs of the community and that continued support is provided such as staff resources and funding to advance this valuable program.	No initial costing for this option. Costs would depend on partnership level and staffing level needs.	Short-term (1-3 years)
22	Consideration should be given to the concept of creating a Community Emergency Management Coordinator partnership jointly with the area townships and assigning clerical duties to someone other than the Fire Chief/CEMC.	No initial costing for this option. Costs would depend on partnership level and staffing level needs.	Short-term (1-3 years)

SECTION 16 – Appendices

Appendix A - Definitions and References

Appendix B - Staff Survey Example

Appendix C - Community Survey Example

Appendix D – Five Step Staffing Evaluation Process

Appendix E - Public Fire Safety Guideline -
Recruitment and Retention of Volunteer Firefighters

Appendix F – Provincial Community Risk Assessment
Guideline

Appendix G – Call and Response Data for 2019, 2018,
2017 and 2016

Appendix H – FUS Technical Document on Elevated
Devices

Section 16: Appendices

Appendix A – Definitions and References

Automatic Aid Agreements – Fire Protection and Prevention Act, 1997 (FPPA 1997)

4. For the purposes of this Act, an automatic aid agreement means any agreement under which,
- a) a municipality agrees to ensure the provision of an initial response to fires, rescues and emergencies that may occur in a part of another municipality where a Fire Department in the municipality is capable of responding more quickly than any Fire Department situated in the other municipality; or
 - b) a municipality agrees to ensure the provision of a supplemental response to fires, rescues and emergencies that may occur in a part of another municipality where a Fire Department situated in the municipality is capable of providing the quickest supplemental response to fires, rescues and emergencies occurring in the part of the other municipality. 1997, c. 4, s. 1 (4).
- *Automatic aid is generally considered in other jurisdictions as a program designed to provide and/or receive assistance from the closest available resource, irrespective of municipal boundaries, on a day-to-day basis.*

Commission of Fire Accreditation International Community Definitions:

- Suburban – an incorporated or unincorporated area with a total population of 10,000 to 29,999 and/or any area with a population density of 1,000 to 2,000 people per square mile
- Rural – an incorporated or unincorporated area with a total population of 10,000 people, or with a population density of less than 1,000 people per square mile.

National Fire Protection Association (NFPA) Documents:

- NFPA 1201 - Standard for Providing Fire and Emergency Services to the Public
- NFPA 1500 – Standard on Fire Department Occupational Safety and Health Program, 2013 editions
- NFPA 1720 – Standard for the Organization and Deployment of Fire Suppression Operations, Medical Operations, and Special Operations to the Public by Career Departments
- NFPA 1720 – Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments.

Municipal Responsibilities (FPPA 1997)

2. (1) Every municipality shall,

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

Mutual Aid

- a) Mutual aid plans allow a participating Fire Department to request assistance from a neighbouring Fire Department authorized to participate in a plan approved by the Fire Marshal.
- b) Mutual aid is not immediately available for areas that receive fire protection under an agreement. The municipality purchasing fire protection is responsible for arranging an acceptable response for back-up fire protection services. In those cases where the emergency requirements exceed those available through the purchase agreement and the backup service provider, the mutual aid plan can be activated for the agreement area.

Public Fire Safety Guidelines:

- PFSG 04-40A-12, Fire Prevention and Public Safety Education; Simplified Risk Assessment March 2001
- PFSG 04-41-12, Fire Prevention and Public Safety Education; Community Fire Safety Officer/Team, January 1998
- PFSG 04-08-13 on Fire Station Location, September 2004

Shared Responsibilities (FPPA 1997)

FPPA notes that;

1. Two or more municipalities may appoint a community fire safety officer or a community fire safety team or establish a Fire Department for the purpose of providing fire protection services in those municipalities

Volunteer Firefighter (FPPA 1997)

- Means a Firefighter who provides fire protection services either voluntarily or for a nominal consideration, honorarium, training or activity allowance. ("pompier volontaire") 1997, c. 4, s. 1 (1); 2001, c. 25, s. 475 (1)."

Appendix B – Staff Survey Example

The following survey was presented to internal stakeholders:

Wilmot Fire Department Fire Master Plan – Internal Staff Survey



Emergency Management & Training Inc. (EMT) have been hired to prepare a Fire Master Plan for the Wilmot Fire Department. Your feedback is necessary in assisting EMT in developing this document for the fire department. The intent of this document is to provide a 10-year community-driven master plan to guide operational improvements and enhance how services are provided throughout the community.

Please take the time to complete this survey. Your confidential responses will help to ensure focused action that continues to meet the diverse needs of our staff and residents. As such, we ask that you complete the survey on Survey Monkey. The results will be collated into one document for our use in developing the master plan.

Please get online and complete the survey before **12th September 2019**.

Questions:

1. What are the things that make you most proud of the Wilmot Fire Department – for example, the level of professionalism, community involvement or making a positive difference within the community?

2. How do you think most people living in Wilmot perceive the Fire Department, and why?

3. What would you say are the top three issues facing the Wilmot Fire Department today?

4. There are nine core services that the Wilmot Fire Department delivers. Which services do you believe are most valued by the community? Please rank in order of priority from 1 (most important) to 9 (least important). *Please use each number **only once** and use all nine numbers.*

- ___ Fire fighting
- ___ Rescue (motor vehicle)
- ___ Fire origin and cause investigations
- ___ Fire prevention and safety inspections
- ___ Community outreach / Public education
- ___ Hazardous materials and technical rescue response (water/ice rescue)
- ___ Public assist / Non-emergency responses
- ___ Emergency planning
- ___ Medical assist and response

5. Are there any other services that you believe the Wilmot Fire Department should provide and why?

6. What improvements does the Wilmot Fire Department need to make to its services to be more efficient and what do you believe would be the outcome by implementing these efficiencies?

7. If it were up to you, what would the Fire Department be like 10 years from today and why?

8. Are there any other comments/suggestions that you would like to add that would help to improve the services the Wilmot Fire Department delivers to the community and to the firefighters?

Thank you for completing this survey. Your feedback is greatly appreciated and will help to shape future service delivery efforts.

Appendix C – Community Survey Example

During the MFP process, feedback was gathered from both the community in the form of an online survey and a meeting with those from the community who have utilized the services of the WFD.

The following survey was presented to the external stakeholders:



Wilmot Fire Department Fire Master Plan – External Survey

Wilmot Fire Department has a proud tradition of assisting residents and effectively responding to emergency situations.

The Wilmot Fire Department is comprised of a team of dedicated full-time and volunteer personnel. The Department responds to emergencies and calls for assistance from three fire stations.

In our ongoing efforts to ensure that we are meeting the needs of our community we are creating a 10-year community-driven fire master plan to guide operational improvements and enhance how the service is provided throughout the community.

To accomplish this, we have engaged Emergency Management & Training Inc. (EMT), to assist us with this initiative. EMT is a local consulting firm that has worked with many fire departments in developing their fire master plans, station assessments and fire service reviews. Therefore, most of all, we need your help. So please take the time to complete this survey. Your confidential responses will help to ensure focused action that continues to meet the diverse needs of all residents.

Please complete the surveys by **September 12th, 2019** on Survey Monkey.

Questions:

1. What is your general impression of the Wilmot Fire Department in relation to its level of professionalism, community safety, education and fire prevention awareness programs?

a) Have you been approached by Wilmot Fire Department staff in relation to their Smoke Alarm Program, and if so, how did you find this interaction?

2. How important are the following statements to you:

	Extremely important	Very important	Important	Not very important	Not important at all
How quickly the Fire Department gets to me if I have an emergency	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Whether the Fire Department will visit my home to give me safety advice and/or fire smoke alarms	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How much the fire services costs me as a taxpayer	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How well the Fire Department works with other agencies to provide wider community safety services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How often the Fire Department consults me about their services	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How often the Fire Department provides community training opportunities (e.g. fire extinguisher training; school safety programs; older and wiser program; smoke alarms; fire escape planning)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
How visible the Fire Department is at local community events	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Contacting assistance services after an emergency, as required	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Timeliness to any request for services or assistance from the Fire Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Purchasing and maintaining new and applicable equipment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Continued and relevant training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. Based on your knowledge/understanding of the Fire Department, what do you think are the top three issues facing our fire service today?

4. There are nine core services delivered by the Wilmot Fire Department. Which services are most important to you? Please rank in order of priority from Extremely Important to Not Important at All.

	Extremely important	Very important	Important	Not very important	Not important at all
Fire fighting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rescue (i.e. motor vehicle accidents)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fire/Arson investigations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fire prevention and safety inspections	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community outreach / Public education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Hazardous materials (i.e. gas or chemical spills) and technical rescue response (i.e. water rescues)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Public assistance requests / Non-emergency responses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Emergency management and planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Medical assist and response	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

5. Are there any additional services that you believe should be provided? If so, please specify.

6. Over the next 10 years, if you could recommend/implement up to three things to improve how the current services are provided by the Wilmot Fire Department, what would those things be?

7. Have you directly received service from the Wilmot Fire Department?

☐

Yes

☐

No (If no, skip to question 9)

8. Could you share some details of your experience and any recommendations for service improvements?

9. Would you be willing to participate in a special focus group to discuss improvements to the fire service?

☐

Yes

☐

No

10. Please provide your name and contact information so we can get in touch with you about participating in a focus group.

Thank you for completing this survey. Your feedback is greatly appreciated and will help to shape future service delivery efforts.

If you have any questions about this survey, please e-mail Lyle Quan, Consultant for Emergency Management & Training Inc. at lquan@emergencymgt.com.

Appendix D – Five-Step Staffing Evaluation Process

Step 1: Scope of Service, Duties, and Desired Outputs

Identify the services and duties that are performed within the scope of the organization. Outputs should be specific, measurable, reproducible, and time limited. Among the elements can be the following:

- Administration
- Data collection, analysis
- Delivery
- Authority/responsibility
- Roles and responsibilities
- Local variables
- Budgetary considerations
- Impact of risk assessment

Step 2: Time Demand

Using the worksheets in Table C.2.2(a)-(d), quantify the time necessary to develop, deliver, and evaluate the various services and duties identified in Step 1, taking into account the following:

- Local nuances
- Resources that affect personnel needs

Plan Review - Refer to Plan Review Services Table A.7.9.2 of the standard to determine Time Demand.

Step 3: Required Personnel Hours

Based on Step 2 and historical performance data, convert the demand for services to annual personnel hours required for each program *[see Table C.2.3(a) through Table C.2.3(e)]*. Add any necessary and identifiable time not already included in the total performance data, including the following:

- Development/preparation
- Service
- Evaluation
- Commute
- Prioritization

Step 4: Personnel Availability and Adjustment Factor

Average personnel availability should be calculated, taking into account the following:

- Holiday
- Jury duty
- Military leave
- Annual leave/vacation
- Training
- Sick leave
- Fatigue/delays/other

Example: Average personnel availability is calculated for holiday, annual, and sick leave per personnel member (see Table C.2.4).

Step 5: Calculate Total Personnel Required

Branch of the unassigned personnel hours by the adjustment factor will determine the amount of personnel (persons/year) required. Any fractional values can be rounded up or down to the next integer value. Rounding up provides potential reserve capacity; rounding down means potential overtime or assignment of additional services conducted by personnel. (Personnel can include personnel from other agencies within the entity, community, private companies, or volunteer organizations).

Correct calculations based on the following:

- (1) Budgetary validation
- (2) Rounding up/down
- (3) Determining reserve capacity
- (4) Impact of non-personnel resources (materials, equipment, vehicles) on personnel

More information on this staffing equation can be found within the National Fire Protection Association 1730 standard. The Fire Prevention should assess the previous five steps and evaluate their present level of activity and the future goals of the Branches.

Appendix E – Public Fire Safety Guideline - Recruitment and Retention of Volunteer Firefighters

Volunteer Fire Service Personnel Recruitment and Retention

Public Fire Safety Guidelines	Subject Coding PFSG 04-84-13
Section Fire Administration	Date October 2006
Subject Volunteer Fire Service Personnel Recruitment and Retention	Page

Scope and Application:

This guideline provides municipal officials and Fire Chiefs of volunteers and composite fire services with a general overview of principles to consider in the recruitment and retention of volunteers.

There are many factors that contribute to the success of a volunteer recruitment and retention program. These include implementing organized marketing, recruitment, selection, hiring, training and retention plans.

Establishing and following a formal recruitment and retention program offers fire services the opportunity to increase the likelihood of finding, and keeping, the right people, doing the right tasks, at the right time.

Definition of Volunteer:

According to the *Fire Protection and Prevention Act* 1997, a Volunteer Firefighter is defined as “a Firefighter who provides fire protection services either voluntarily or for a nominal consideration, honorarium, training or activity allowance. (“pompier volontaire”) 1997, c. 4, s. 1 (1); 2001, c. 25, s. 475 (1).”

The majority of fire departments in Ontario (450 out of 478) utilize the services of Volunteer fire service personnel. Recognized for their commitment and generosity, saving residents in Ontario more than an estimated one billion dollars annually, these professionals strive to provide skilled, competent and caring service.

Fire services that rely on volunteers to comprise, or enhance, their staffing capability continue

to face the challenge of recruiting and retaining a sufficient number of capable and experienced personnel. This impacts on the effective, efficient, safe and timely delivery of fire protection services.

Recruitment and Retention Program:

The Benefits

A coordinated, organized program demonstrates:

- how seriously the leadership takes the services provided and the individuals who provide that service,
- sound risk management principles,
- proactive vs. reactive leadership within the department, and
- leadership's commitment to recognize volunteers, families and employers who support volunteerism.

It identifies:

- shortfalls and availability of volunteers in the community and,
- the number, type and quality of volunteers required to meet current or future needs.

It allows planning for:

- recruitment and selection,
- retention and succession, and
- training and development of volunteers.

Responsibility for Recruitment

Recruiting and retaining volunteers does take effort. Creating a committee within the municipality and assigning specific tasks can create opportunities for others besides the leadership to contribute to the growth of the fire service and allows for a more concentrated effort.

Annual Recruitment and Retention Plan

An annual recruitment and retention plan is a cyclic, ongoing process that will assist the fire service in planning and focusing its efforts. It should be a logical consideration of the time of the year, changing commitments throughout the seasons, weather, and psychological impact of

seasons, milestones in the department, annual events and other trends. This will prevent the department from coming up short in membership by not having good candidates to replace those leaving.



Policies and Guidelines

Fire service leaders benefit from having the necessary policies and procedures to ensure a safe, lawful, organized, empowering, non-discriminatory environment for their volunteers. No matter how large or small a department, policies and operating guidelines are essential management tools that set the standard for conduct and provide guidance for action. It is suggested that existing municipal policies, if available, be referenced.

Evaluation

Evaluation of the recruitment and retention program is necessary to identify strengths and areas to improve. It is an ongoing process that is built into all the components of the program.

Components in the Recruitment and Retention Cycle:

Pre-Recruitment

Prior to recruiting, it would be beneficial to conduct a needs assessment to determine the role and number of volunteers required. Completing a Community Profile will determine community members who may best fit those roles. Answering these questions prior to recruiting enables the fire services to target specific individuals for specific roles and may increase the chance of success.

Recruitment

To promote diversity and involve volunteers with different skill sets, knowledge and perspectives, more than one recruitment method is necessary. Regardless of the method and knowing the department is seeking the best possible candidates, effective marketing and communication strategies are necessary to draw the interest of potential volunteers.

Selection and Hiring

Once received and acknowledged, all applicants require screening to determine those who will move on to the next step in the hiring process.

The Fire Service takes great pride in service to communities. A screening process is essential in order demonstrate that the volunteers serve in the community's best interest. The leadership should decide which screening methods and tools are appropriate for their department and should ensure that they reflect human rights and privacy legislation and existing municipal policies.

Upon selection, a written agreement between the volunteer and the fire department will ensure that expectations and responsibilities for each side are clearly identified and agreed to.

Orientation and Probation

Fire Departments and their volunteers will benefit from having an organized system to orient, train and advance recruits. One of the most successful and safe approaches for developing volunteers and establishing a commitment is to initially offer specific tasks that allow them to become involved in a limited way, followed by opportunities to grow into a role with more responsibilities.

Ongoing Recruitment Efforts

Successful recruitment efforts should be ongoing throughout the year to ensure that there is a waiting list of interested individuals to draw from.

Ongoing Retention Efforts

Recruiting and training new volunteers is just the beginning. The long-term challenge is to create an environment in which individuals continue to be motivated, interested, challenged,

supported and satisfied with the work they've accomplished. Factors that contribute to this environment include leadership practices, operating guidelines, recognition initiatives, support efforts, teamwork and fellowship.

Exit Processes

When an individual leaves the fire department, it is a good opportunity to solicit input to determine the department's strengths and opportunities for improvement. Exit processes should reflect understanding that, whether leaving on a positive or negative note, the volunteer and the fire department deserve fair and respectful treatment.

Resource Book:

The Application of Recruitment and Retention Principles:

The Volunteer Recruitment and Retention Resource Book that supports this guideline, was developed by the Ontario Fire Marshal's Office, in collaboration with representatives from the Ontario Fire Service.

This resource describes effective practices and strategies for recruitment and retention of Volunteer Fire Service personnel. It also provides a compilation of tools and templates that can be used to support the best practice or strategy. These may be photocopied or edited to meet the needs of the individual Fire Service.

A CD-ROM and printed copy of this resource has been made available to all Fire Services that maintain a volunteer complement. It can also be accessed and downloaded from the Ontario Fire Marshal's public access website <http://www.mcscs.jus.gov.on.ca/>.

Codes, Standards & Best Practices:

Codes, standards and best practices resources are available to assist in establishing local policy. All are available at <http://www.mcscs.jus.gov.on.ca/>.

Volunteer Resource Management

The following resources and links describe effective practices and strategies for Volunteer Resource Management. The principles and topics can be applied to the fire service.

The Canadian Code for Volunteer Involvement <http://www.Volunteer.ca>
HR Council for the Voluntary and Non-profit Sector <http://www.hrvs-rhsbc.ca>
Knowledge Development Centre, Canada Volunteerism Initiative <http://www.kdc-cdc.ca>

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Additional References:

See also:

Office of the Fire Marshal's Public Fire Safety Guidelines

The following guidelines can be referenced when conducting a needs assessment to determine the role, quantity and characteristics of Volunteers required by the fire service.

[04-08A-03](#) Optimizing Rural Emergency Response

[04-12-13](#) Core Services (Response and Support) and Associated Guidelines

[04-40A-03](#) Simplified Risk Assessment

OFMEM-TG-02-2019

Community Risk Assessment Guideline

Office of the Fire Marshal and Emergency Management



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July, 2019

OFMEM Section: Public Safety Education at 1-800-565-1842

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Abstract

The Office of the Fire Marshal and Emergency Management (OFMEM) has developed this guideline to assist municipalities and fire departments in a territory without municipal organization, to conduct community risk assessments and use its community risk assessment to inform decisions about the provision of fire protection services, in accordance with *Ontario Regulation 378/18 (O.Reg. 378/18)*, and the *Fire Protection and Prevention Act 1997 (FPPA)*.

For further information or assistance contact the Public Safety Education Manager at 1-800-565-1842.

This guideline provides:

- An outline of recommended best practices to conduct a community risk assessment in order to make informed decisions about the provision of fire protection services;
- Descriptions of the nine mandatory profiles outlined in *O. Reg. 378/18* that must be addressed in the community risk assessment, including examples of where this data and information can be obtained;
- Worksheets that can be used or modified to document and analyse data/information related to the nine mandatory profiles that must be addressed in the community risk assessment in accordance with *O. Reg. 378/18*, and,

Worksheets that can be used or modified to assist in assigning risk levels and identifying preferred treatment options.

1.0 SCOPE

This document has been prepared by the Office of the Fire Marshal and Emergency Management to assist municipalities and fire departments in territories without municipal organization to conduct community risk assessments to meet the requirements of Ontario Regulation 378/18.

2.0 INTRODUCTION

Community risk assessments allow fire departments to make informed decisions about the types and levels of fire protection services they will provide based on identified risks.

Risk is defined as a measure of the probability and consequence of an adverse effect to health, property, organization, environment, or community as a result of an event, activity or operation.

By identifying all fire and life safety risks in their community and prioritizing them based on the probability of them occurring and the impact they would have if they occurred, fire departments are able to determine which risks to address and how best to address them. Risk assessments allow fire departments to ensure their levels of service, programs and activities for public fire safety education, Fire Code inspections and enforcement, and emergency response directly address the identified risks and are most effective at preventing and mitigating them.

The *Fire Protection and Prevention Act, 1997 (FPPA)* mandates that every municipality in Ontario shall establish a program which must include public education with respect to fire safety and certain components of fire prevention, and provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances. In the fire service, these elements are commonly referred to as the Three Lines of Defence:

1. Public Fire Safety Education
2. Fire Safety Standards and Enforcement
3. Emergency Response

In order to meet these obligations, municipalities need to make informed decisions with respect to the types and levels of fire protection services they provide. This requires an

understanding of the risks facing the community that can be identified through a community risk assessment. Once identified, the risks can be prioritized to assist in making informed decisions about risk treatment options and the provision of fire protection services.

Ontario Regulation 378/18: Community Risk Assessments (O. Reg. 378/18) requires that every municipality and every fire department in a territory without municipal organization complete a community risk assessment and use it to inform decisions on the provision of fire protection services. The Community Risk Assessment is an in-depth and comprehensive assessment to inform fire protection service levels and requires the identification, analysis, evaluation and prioritizing of risk, based on nine mandatory profiles.

The regulation outlines a standard set of information profiles that must be considered when conducting a community risk assessment. The information and data gathered to address each of the profiles will assist in determining and prioritizing the risks to public safety in the community, and determining the fire protection services to be provided by municipalities and fire departments in territories without municipal organization to address those risks.

The mandatory profiles identified in Schedule 1 of O. Reg. 378/18 were determined from examining various current industry models on risk assessment. Many of these models provide comprehensive coverage pertaining to identification of data and information relating to community risks. However, it should be noted that these risk assessment models may or may not include all of the nine mandatory profiles as identified in Schedule 1 of O. Reg. 378/18. Municipalities and fire departments in territories without municipal organization may use other tools, models or guidelines to conduct their community risk assessments provided that their final community risk assessment meets all the requirements outlined in O. Reg. 378/18., including consideration of each of the nine mandatory profiles identified in Schedule 1 of the regulation (see Appendix E).

The Guideline provides suggestions as to how to record and analyze the data/information using the sample worksheets that are provided in the Guideline. Municipalities and fire departments in territories without municipal organization have flexibility to include any additional information (e.g. maps, charts, diagrams) they deem appropriate to best assist them in analyzing their data and information in order to make informed decisions on fire protection services.

The Emergency Management and Civil Protection Act (EMCPA) requires every municipality to conduct an all-hazards risk assessment, which informs continuous improvement of emergency management programs and improves public safety. A completed Hazard Identification Risk Assessment ([HIRA](#)) may provide some of the information/data required to fulfil the needs of a Community Risk Assessment under O. Reg. 378/18, although there will

be specific fire related information that is not contained in the HIRA that will be gathered as part of this process. The HIRA and the Community Risk Assessment are separate processes but should be viewed as complementary to one another.

Note: For the purposes of this guideline, the terms “fire department” and “fire departments” will be considered to include every municipality and every fire department without municipal organization.

3.0 CONDUCTING A COMMUNITY RISK ASSESSMENT

3.1 Identifying Risks – Mandatory Profiles

The first step in conducting a community risk assessment is to identify the various fire and life safety risks in the community. This can be done by gathering data about the make-up of the community and the activities occurring there.

O. Reg. 378/18 requires fire departments to consider the following profiles when completing their community risk assessment to ensure the risk assessment best considers all potential risks in the community:

1. Geographic Profile
2. Building Stock Profile
3. Critical Infrastructure Profile
4. Demographic Profile
5. Hazard Profile
6. Public Safety Response Profile
7. Community Services Profile
8. Economic Profile
9. Past Loss and Event History Profile.

Fire departments need to gather and review data and information about each of these profiles to identify the fire and life safety risks that could impact the community.

Worksheets 1 to 9 in Appendix A of this guideline can be used to record and organize the data and information for each profile. The worksheets can be filled in electronically. Fire and emergency risks and issues/concerns can be noted in the appropriate columns of each worksheet as they are identified. These worksheets can be modified or adapted to suit local needs based on available data or information.

A description of each profile, including potential sources of data and information for each, is provided below.

3.1.1. Geographic Profile

Geographic profile refers to the physical features of the community, including the nature and placement of features such as highways, waterways, railways, canyons, bridges, landforms, and wildland-urban interfaces.

Physical features of the community may present inherent risks that need to be taken into account when determining the type and level of fire protection services that should be provided by the fire department. Physical features may also impact emergency response access and response times.

Identifying any geographic features that might have implications with respect to risk or response allows fire departments to consider these issues when determining appropriate types and levels of fire protection services.

For example, a lake may have implications with respect to water and/or ice rescue services and the equipment and training that would be required to provide those services. The lake may also impact emergency response access and response times to certain areas within the community. Additionally, a lake may be a seasonal tourist attraction and the associated activities may present unique risks that could influence decisions on specific public fire safety education and Fire Code inspection and enforcement programs and activities.

Where to find/collect this information

Information related to the Geographic profile may be obtained from:

- Local knowledge of the area and by using maps of the municipality's natural (i.e. lakes, rivers, etc.) and human-made (i.e. highways, bridges, railways, etc.) features, and
- Local municipal departments (i.e. highways/roads, conservation authorities, etc.) who should have information about the location and uses of geographic and physical features of the community.

3.1.2. Building Stock Profile

Building Stock profile refers to the types, numbers, uses, and ages of the various buildings within the community.

Fire departments should consider the potential fire risks associated with different types/classifications or uses of buildings given their prevalence in the community and the presence of fire safety systems and equipment at the time of construction. Older buildings typically do not contain the same fire safety and fire protection systems required in newer buildings. This may impact the fire risk in older buildings. Also, how buildings are used can influence the fire risks in each building. For example, industrial chemical storage facilities are likely to present higher fire risks than buildings containing commercial retail activities. The age and type of residential buildings (e.g. high-rise vs. single family dwelling vs. town/row houses) can influence the probability and consequence of fire in those buildings.

Past inspection practices and frequencies also can be a factor when considering risk associated with any particular building occupancy classification categories. For instance, a robust inspection program in higher risk occupancies can have a positive influence on mitigating some of the inherent risks associated with that particular type of building. Conversely, a lack of historical inspection data in relation to a particular occupancy classification category also should be considered when determining risk.

These building characteristics can have significant impact on the public fire safety education, Fire Code inspection and enforcement and emergency response activities the fire department may determine are necessary to address the risks.

Where to find/collect this information

O. Reg. 378/18 does not specify which source of this information has to be referenced to complete the risk assessment. Fire departments have the flexibility to choose which source they feel will provide the optimum level of detail they are most comfortable with as an accurate reflection of the building stock in their community. Consideration should be given to consistency in terms of data sources when conducting new risk assessments and annual reviews.

Information related to the Building Stock profile may be obtained from:

- Categorizing buildings in accordance with the Standard Incident Report (SIR) property classification system which corresponds with the Ontario Building Code (OBC) occupancy classification system. As the Ontario Fire Code (OFC) requires that buildings be classified in accordance with the OBC, this approach makes it easy to consider issues like the type of construction and fire safety equipment/features that should be present in the different classifications of buildings, based on their size, age, design, and use;

- Municipal building departments that have information regarding the age, number, types, uses, etc. of buildings in the municipality;
- *Municipal Property Assessment Corporation* (MPAC – www.mpac.ca) data that assesses and classifies all properties within Ontario, and
- Fire department pre-plans that identify uses and potential risks within specific buildings or areas of the community.

3.1.3. Critical Infrastructure Profile

Critical Infrastructure profile refers to the facilities or services that contribute to the interconnected networks, services, and systems that meet vital human needs, sustain the economy, and protect public safety and security (i.e. electricity distribution, water distribution, telecommunications, hospitals, and airports).

Consideration of the presence, availability, capacity, and stability of infrastructure elements can help identify potential impacts that may result if any of these systems are compromised. Understanding how infrastructure impacts things like emergency services dispatch, communications, fire department emergency operations, overall health care or transportation can assist in determining preferred treatment options to address specific risks.

Where to find/collect this information

Information related to the Critical Infrastructure profile may be obtained from:

- Local municipal departments (i.e. public works, water and sanitation departments, etc.) and other local utility companies that have information about the location, uses, capacity, etc. of the critical infrastructure in the community, and
- A completed Hazard Identification Risk Assessment.

3.1.4. Demographic Profile

Demographic profile refers to the composition of the community's population considering such factors as population size and dispersion, age, gender, cultural background, level of education, socio-economic make-up, and transient population.

Awareness of the characteristics of the population in the community assists the fire department to determine if specific segments of the population are at high-risk of fire. This awareness allows fire departments to best identify high-risk behaviours that need to be changed, as well as specific techniques to communicate with high-risk groups.

Fire protection services, including public fire safety education and Fire Code inspections and enforcement programs, should be tailored to high-risk groups so that fire safety programs are delivered in the most relevant and meaningful ways and can have the greatest impact. For example, delivering fire safety messages using communications techniques popular with specific high-risk segments of the population increases the likelihood the messages are received by those segments and therefore are most effective at reducing the fire risk.

Where to find/collect this information

Information related to the Demographic profile may be obtained from:

- Local municipal departments that keep information regarding the demographic make-up of their populations, including trends and projections regarding how the demographics may change in the coming years. The amount of this type of information that is available from municipal departments may vary between municipalities, and
- Statistics Canada (www.statscan.gc.ca) census profiles of every community in Ontario, including demographic information.

3.1.5. Hazard Profile

Hazard profile refers to the hazards in the community, including natural hazards, hazards caused by humans, and technological hazards. This may include but not be limited to hazardous materials spills, floods, freezing rain/ice storms, forest fires, hurricanes, tornadoes, transportation emergencies (i.e. air, rail or road), snow storms, windstorms, extreme temperature, cyber-attacks, human health emergencies, and energy supply (i.e. pipelines, storage and terminal facilities, electricity, natural gas and oil facilities, etc.).

Fire departments should consider all potential hazards that pose a significant risk to or may have a significant impact on the community, and to which fire departments may be expected to respond.

Where to find/collect this information

Information related to the Hazard profile may be obtained from:

- Local municipal or government departments (i.e. public safety, police, emergency management, etc.) with information about the natural and technological hazards within the community and the risk they pose;
- Local historical incident data related to emergency incidents, and
- A completed Hazard Identification Risk Assessment.

3.1.6. Public Safety Response Profile

Public Safety Response profile refers to the agencies and organizations in the community (i.e. police, EMS, rescue) that may respond to certain types of incidents.

The fire department should consider other public safety response agencies (i.e. police, EMS, rescue) that might be tasked with or able to assist in the response to emergencies or in mitigating the impact of emergencies. This will assist the fire department to prioritize community risks and to determine the level of fire protection services it provides. For example, the presence of a private fire and rescue service at a local industrial facility may influence decisions about the type and the level of fire protection services a municipal fire department may provide to that facility.

Where to find/collect this information

Information related to the Public Safety Response profile may be obtained from:

- Local municipal departments (i.e. police, EMS, emergency management, etc.), and
- Private companies or industrial facilities who may have information about the response capabilities of other entities within the community.

3.1.7. Community Services Profile

Community Services profile refers to community agencies, organizations or associations that can provide services that support the fire department in the delivery of public fire safety education, Fire Code inspections and enforcement, or emergency response.

Community service agencies may be able to provide services in-kind, financial support, provisions of venues for training, increased access to high-risk groups in the community, or temporary shelter for displaced residents following an incident.

Where to find/collect this information

Information related to the Community Services profile may be obtained from:

- General local knowledge;
- Local municipal departments (i.e. social services);
- Community service agencies (i.e. agencies providing English as a second language services, resettlement agencies, agencies working with older adults, the Canadian Red

Cross, etc.) who have information about the various services provided by community organizations and their clients within the community.

3.1.8. Economic Profile

Economic profile refers to the economic sectors affecting the community that are critical to its financial sustainability.

When prioritizing risk in the community, the fire department should consider the impact of fire and other emergencies on the industrial or commercial sectors that provide significant economic production and jobs to the local economy. This will assist in determining the type and level of fire protection services provided in these sectors in the community.

For example, if a town has a large industrial or commercial occupancy that has a significant impact on the local economy, the fire department may consider increasing its public fire safety education and Fire Code inspection and enforcement activities to reduce the probability of a significant incident requiring a large scale emergency response.

Where to find/collect this information

Information related to the Economic profile may be obtained from:

- Local municipal departments (i.e. economic development, employment, and social services) that have information about the economic sectors that are critical to the community's economic well-being. This will help determine the economic impact (e.g. loss of business or jobs) if a fire occurs in a specific occupancy or area of the community.

3.1.9. Past Loss and Event History Profile

Past Loss and Event History profile refers to the community's past emergency response experience, including analyzing the following:

- a) The number and types of emergency responses, injuries, deaths, and dollar losses.
- b) A comparison of the community's fire loss statistics with provincial fire loss statistics.

Fire departments should evaluate previous response data to identify trends regarding the circumstances, behaviours, locations, and occupancy types of previous fires. This assists in determining the leading causes or behaviours resulting in fires, and high-risk locations and occupancies. Public fire safety education and Fire Code inspection and enforcement programs

can then be designed to specifically target high-risk behaviours among various population groups and to focus prevention activities in high-risk neighbourhoods or locations. This targeted approach allows public fire safety education and Fire Code inspection and enforcement programs to directly address fire risks, thereby increasing their fire prevention effectiveness.

Where to find/collect this information

Information related to the Past Loss and Event History profile may be obtained from:

- Standard Incident Reports completed by the fire department. These can be obtained through fire department records or by emailing the Office of the Fire Marshal and Emergency Management (OFMEM) [at OFMstatistics@ontario.ca](mailto:OFMstatistics@ontario.ca);
- Trends and statistics about fire causes and fire and life safety issues across the province located on the [OFMEM's website](#), and
- Information, available on request from the OFMEM, relating to fire losses in neighbouring communities.

For those communities where trends are not easily identifiable due to a lack of fire incidents, it may be helpful to look at trends across the province or in neighbouring municipalities that are similar in size and make-up.

It is suggested that a minimum of three (3) years' worth of data is analyzed in order to identify any potential patterns or trends and to avoid random events from unduly skewing the data.

4.0 PRIORITIZING RISKS

The mandatory profiles allow fire departments to identify the features and characteristics of their community that may impact fire and life safety risks. Once risks have been identified they should be prioritized. This section discusses how risks can be prioritized based on the probability of the risk happening and the consequence if the risk occurs. **Table 1: Probability Levels** and **Table 2: Consequence Levels** can be used to help determine the probability and consequence of each risk identified on the worksheets. The probability and consequence of each risk can then be noted in the appropriate columns on the relevant worksheets in Appendix A.

As noted in the introduction, risk is defined as a measure of the probability and consequence of an adverse effect to health, property, organization, environment, or community as a result of an event, activity or operation.

4.1 Probability

The probability or likelihood of a fire or emergency within a community is often estimated based on the frequency of previous experiences. A review of past events involves considering relevant historical fire loss data, learning from the experiences of other communities, and consulting members of the community with extensive historical knowledge. Professional judgment based on experience should also be exercised in combination with historical information to estimate probability levels. The probability of an event can be categorized into five levels of likelihood:

Table 1: Probability Levels

Description	Specifics
Rare	<ul style="list-style-type: none">• may occur in exceptional circumstances• no incidents in the past 15 years
Unlikely	<ul style="list-style-type: none">• could occur at some time, especially if circumstances change• 5 to 15 years since the last incident
Possible	<ul style="list-style-type: none">• might occur under current circumstances• 1 incident in the past 5 years
Likely	<ul style="list-style-type: none">• will probably occur at some time under current circumstances• multiple or recurring incidents in the past 5 years
Almost Certain	<ul style="list-style-type: none">• expected to occur in most circumstances unless circumstances change• multiple or recurring incidents in the past year

Assign a probability level to each identified risk or hazard on the relevant worksheets in Appendix A.

4.2 Consequence

The consequence of a fire or emergency is the potential losses or negative outcomes associated with the event. The application of professional judgment and reviews of past occurrences are important methods used for determining consequence levels. Estimating the consequence level of an incident or event should involve an evaluation of four components:

- a. Life Safety:** Injuries or loss of life due to occupant and firefighter exposure to life threatening fire or other situations.
- b. Property Loss:** Monetary losses relating to private and public buildings, property content, irreplaceable assets, significant historic/symbolic landmarks and critical infrastructure.
- c. Economic Impact:** Monetary losses associated with property income, business closures, a downturn in tourism and/or tax assessment value, and employment layoffs.

d. Environmental Impact: Harm to human and non-human (i.e. wildlife, fish and vegetation) species of life and a general decline in quality of life within the community due to air/water/soil contamination as a result of the incident and response activities.

The consequence of an event can be categorized into five levels based on severity: **Table 2: Consequence Levels**

Description	Specifics
Insignificant	<ul style="list-style-type: none"> • no life safety issue • limited valued or no property loss • no impact to local economy, and/or • no effect on general living conditions
Minor	<ul style="list-style-type: none"> • potential risk to life safety of occupants • minor property loss • minimal disruption to business activity, and/or • minimal impact on general living conditions
Moderate	<ul style="list-style-type: none"> • threat to life safety of occupants • moderate property loss • poses threat to small local businesses, and/or • could pose a threat to the quality of the environment
Major	<ul style="list-style-type: none"> • potential for a large loss of life • would result in significant property damage • significant threat to large businesses, local economy and tourism, and/or • impact to the environment would result in a short term, partial evacuation of local residents and businesses
Catastrophic	<ul style="list-style-type: none"> • significant loss of life • multiple property damage to a significant portion of the municipality • long-term disruption of businesses, local employment, and tourism, and/or • environmental damage that would result in long-term evacuation of local residents and businesses


Assign a consequence level to each identified risk or hazard on the relevant worksheets in Appendix A.


5.0 ASSIGNING RISK LEVEL

Assigning a risk level assists fire departments in prioritizing risks, which helps to determine how to address or treat each risk. The **Risk Level Matrix** in this section can assist fire departments to determine risk levels based on the probability and consequence levels of each identified risk. Risks can be assigned as low risk, moderate risk or high risk. The risk levels for each risk can be noted in the **Assigned Risk Level** column on the relevant worksheets in Appendix A.

The matrix below can be used to determine the assigned risk level.¹ Plot the assigned probability and consequence levels on the relevant worksheets in Appendix A to assign a risk level for each identified risk.

Risk Level Matrix

Probability 	ALMOST CERTAIN	Moderate Risk	Moderate Risk	High Risk	High Risk	High Risk
	LIKELY	Moderate Risk	Moderate Risk	Moderate Risk	High Risk	High Risk
	POSSIBLE	Low Risk	Moderate Risk	Moderate Risk	Moderate Risk	High Risk
	UNLIKELY	Low Risk	Low Risk	Moderate Risk	Moderate Risk	Moderate Risk
	RARE	Low Risk	Low Risk	Low Risk	Moderate Risk	Moderate Risk
		INSIGNIFICANT	MINOR	MODERATE	MAJOR	CATASTROPHIC


Consequence

6.0 RISK TREATMENT OPTIONS

Once risk levels have been assigned, fire departments can determine how best to treat each risk and the resources required to do so.

Options for treating risks include the following:

1. Avoid the Risk
2. Mitigate the Risk
3. Accept the Risk
4. Transfer the Risk

6.1 Avoid the Risk

Avoiding the risk means implementing programs and initiatives to prevent a fire or emergency from happening.

For example, public fire safety education initiatives aim to change people's behaviours so that fires may be prevented, and people react appropriately when fires do occur. Fire Code inspections and enforcement help to ensure that buildings are in compliance with the Ontario Fire Code.

6.2 Mitigate the Risk

Mitigating the risk means implementing programs and initiatives to reduce the probability and/or consequence of a fire or emergency.

For example, a routine Fire Code inspection and enforcement program to ensure Fire Code compliance helps to reduce the probability and consequence of a fire.

A pre-planning program involving fire suppression crews allows the fire department to gain knowledge about specific buildings in the community and their contents, fuel load, fire protection systems, etc. This information can be provided to the fire inspection staff who can ensure the building is compliant with the Fire Code. Also, it can assist suppression crews to plan fire suppression operations should a fire occur in a building. These activities can reduce the probability and consequence of a fire.

6.3 Accept the Risk

Accepting the risk means that after identifying and prioritizing a risk, the fire department determines that no specific programs or initiatives will be implemented to address this risk. In this treatment option, the fire department accepts that the potential risk might happen and will respond if it occurs.

For example, typically fire departments do not implement programs to prevent motor vehicle collisions. Yet it is generally accepted that collisions will happen and that the fire department will respond when they do. Similarly, environmental hazards (e.g. ice storms)

and medical calls cannot be prevented by a fire department program or initiative, yet fire departments typically respond when these emergencies occur.

When accepting risks, fire departments should consider their capacity (i.e. equipment, personnel, training, etc.) to respond.

6.4 Transfer the Risk

Transferring the risk means the fire department transfers the impact and/or management of the risk to another organization or body. Contracting public fire safety education, Fire Code inspection and enforcement, or emergency response services to a neighbouring municipality or another organization are examples of transferring the management of risks to another body.

For example, a community may enter into a fire protection agreement with a neighbouring community with respect to any or all of the three lines of defence.

7.0 SETTING THE TYPE AND LEVEL OF FIRE PROTECTION SERVICES

When setting the type and level of fire protection services, all Three Lines of Defence should be considered in terms of the impact each will have on the probability or consequence of identified risks. Once fire departments have determined the preferred treatment option for each risk, they can plan and implement activities that address those risks. Things to consider include the fire department's current resources, staffing levels, training, equipment and authority versus those that may be required to implement the preferred treatment options.

After considering these issues, the preferred treatment option (e.g. avoid the risk, mitigate the risk, accept the risk, or transfer the risk) can be noted in the **Preferred Treatment Option** column of worksheet 10 in Appendix A.

Fire departments should also ensure that operational policies and standard operating guidelines address the levels of service and activities required to address each risk. This includes setting goals and objectives, and determining resources, training, equipment, activities, and programs required across each of the Three Lines of Defence.

The process of making informed decisions about the provision of fire protection services should include careful consideration of the following:

- Implementation of public fire safety education, Fire Code inspections and enforcement, and emergency response activities that are appropriate to address the causes, behaviours or issues associated with identified risks.
- Capabilities and capacity of the fire department (e.g. financial and staffing resources, training, equipment, authority, etc.) that may be required to implement preferred treatment options.
- Strategic partners with common interests, available resources, or skill sets that could assist in addressing risks using the applicable risk assessment profiles.
- Establishing and Regulating By-laws, operational policies and standard operating guidelines that reflect the fire protection services to be provided to address the identified risks.
- Establishment of goals and objectives, strategies, timelines, and evaluation for the proposed fire protection services to be provided.
- Communication with municipal council and the public to outline the types and levels of fire protection services that will be provided.

8.0 REVIEW

O. Reg. 378/18 requires fire departments to complete a new community risk assessment at least every five years. The regulation also requires that fire departments review their community risk assessment at least once every 12 months to ensure it continues to accurately reflect the community and its fire and emergency risks. The purpose of this review is to identify any changes in the mandatory profiles that may result in a change in risk level, or a change in the type or level of fire protection services the fire department determines necessary to address the risks. This review is intended to ensure that the fire protection services provided continue to be evidence-based and linked to the identified risks.

This review process may or may not involve a close examination of all of the nine community profiles, depending on whether any changes related to the profiles have occurred since the completion of the risk assessment or the last review. For example, changing demographic profiles (e.g. an aging population or an increase in the number of immigrants) or changing geographic profiles (e.g. the planned construction of a new highway) may impact the risks identified in the community risk assessment and the fire department activities and resources required to address them. A review may or may not result in any changes to the assigned risk levels or fire protection services.

However, a review can provide evidence-based justification for decisions that may impact the delivery of fire protection services.

Fire departments should maintain documentation that the reviews required by O. Reg. 378/18 have been conducted. This documentation should include:

- Any changes to any of the mandatory profiles;
- Any changes to assigned risk levels or fire protection services that occur as a result of the review, and
- Any other information the fire department deems appropriate to the review or any resultant changes to fire protection services.

If no significant changes occur in the community within a 12 month period, and no changes are required to the profiles or fire protection services, then a review could simply consist of documentation to that effect.

Appendix A: Profile Worksheets

Worksheet 1: Geographic Profile

List the physical features of the community that impact the risk of and response to fire and other emergencies, including large bodies of water, highways/road networks, waterways, railways, canyons, bridges, landforms, and wildland-urban interfaces.

Geographic Profile Risks List the geographic features in your community and how they may influence the delivery of fire protection services.	
Geographic Feature	Potential Impact on the Delivery of Fire Protection Services
Example: Large body of water	<ul style="list-style-type: none"> • Impacts training, equipment for response activities • Impacts response times/travel time to calls • Recreational/tourist activities impact public fire safety education and Fire Code inspections and enforcement activities
Example: Railway tracks	<ul style="list-style-type: none"> • Impacts station location • Impacts response protocols

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 2: Building Stock Profile

The building stock profile should consider the characteristics of the buildings in the community. This can include the use of the buildings, building density, building age and construction, and building height and area. This information will assist fire departments to identify the issues/concerns that will impact the delivery of fire protection services.

Building Stock Profile Risks

List the building stock/occupancy types in your community and the fire and other emergency issues/concerns for each.
Assign probability, consequence and risk levels to each.

Occupancy Classification				Consequence (refer to Table 2 for suggested consequence levels)	Assigned Risk Level (refer to the Risk Level Matrix for suggested risk levels)
Group A	Assembly	Issues/Concerns (i.e. age of buildings; use of buildings; building density, height and area; historic and culturally significant buildings; etc.)		Probability (refer to Table 1 for suggested probability levels)	
Group B	Detention Occupancies				
	Care and Treatment / Care				
Group C	Single family				
	Multi-unit residential				
	Hotel / Motel				
	Mobile Homes & Trailers				
	Other				

Occupancy Classification		Issues/Concerns (i.e. age of buildings; use of buildings; building density, height and area; historic and culturally significant buildings; etc.)	Probability (refer to Table 1 for suggested probability levels)	Consequence (refer to Table 2 for suggested consequence levels)	Assigned Risk Level (refer to the Risk Level Matrix for suggested risk)
Groups D & E	Business & Personal Service / Mercantile				
Group F	Industrial				
Other	Occupancies not classified in OBC such as farm buildings.				

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 3: Critical Infrastructure Profile

Consider the community's critical infrastructure including electricity distribution, water distribution, telecommunications, hospitals, and airports and how they relate to fire and other emergency risks in the community.

Critical Infrastructure Profile Risks	
List the critical infrastructure in your community and the fire and other emergency issues/concerns relating to each.	
Identified Critical Infrastructure	Issues/Concerns
Example: Electricity distribution	<ul style="list-style-type: none"> • Hydro lines go down
Example: Hospital	<ul style="list-style-type: none"> • Large number of immobile people at risk if a fire occurs
Example: Telecommunications	<ul style="list-style-type: none"> • Telephone lines/cell towers go down

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 4a: Demographic Profile

Consider the characteristics of your community's demographic profile to identify potential fire safety issues/concerns. This will help the fire department prioritize its overall risk and decisions about the provision of fire protection services. For example, traditionally older adults, young children, recent immigrants, and people with disabilities are at the highest risk of fire. Knowing if your community has a high number of people in any of these demographic groups helps your fire department prioritize your public fire safety education and Fire Code inspection and enforcement programs.

Demographic profile characteristics to consider include: age, culture, education, socio-economics, transient populations or other unique population characteristics in your community.

The following population distribution chart can assist with identifying high-risk or vulnerable demographic groups in your community.

Ages of population	# of People	% of Total Population
0-4		
5-9		
10-14		
15-19		
20-24		
25-29		
30-34		
35-39		
40-44		
45-49		
50-54		
55-59		
60-64		
65-69		
70-74		
75-79		

80-84		
85 and over		
Total Population		

Consider the following questions to help identify the demographic groups within your community and the associated fire safety issues/concerns:

1. Are there specific age groups that make up a large portion of your community? If yes, who are they?
2. Are there groups whose language and/or cultural practices impact fire safety in your community? If yes, who are they?
3. Are there transient populations in your community (e.g. post-secondary school students, migrant workers, seasonal tourists, etc.)? If yes, who are they?
4. Are there specific socio-economic groups and/or circumstances that impact fire safety in your community? If yes, who/what are they?
5. Are there demographic groups within your community that have cognitive or physical disabilities served by community service agencies? If yes, who are they?
6. List any other unique demographic groups or characteristics in your community that impact fire safety.

Worksheet 4b: Demographic Profile

Use the answers to the questions above to list the identified demographic groups in the first column of the worksheet below.

Demographic Profile Risks List the demographic groups of concern in your community and the fire and other emergency issues/concerns relating to each group.	
Identified Demographic Group	Issues/Concerns
Example: Large immigrant population	<ul style="list-style-type: none"> • Language barriers • Cultural traditions that present fire safety concerns
Example: Large seniors population	<ul style="list-style-type: none"> • Large number of seniors residential buildings High • number of seniors receiving assistance/care from personal support worker organizations
Example: Large population of summer tourists	<ul style="list-style-type: none"> • How does the fire department reach this audience with fire safety messages if they don't live in the community

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 5: Hazard Profile

List potential hazards in the community including but not limited to hazardous materials spills, floods, freezing rain/ice storms, forest fires, hurricanes, tornadoes, transportation emergencies (i.e. air, rail or road), snow storms, windstorms, extreme temperature, cyber-attacks, human health emergencies, and energy supply (i.e. pipelines, storage and terminal facilities, electricity, natural gas and oil facilities).

Hazard Profile Risks List the hazards in your community and the fire or other emergency risk of each. Assign probability, consequence and risk levels to each risk identified.			
Identified Hazard	Probability (refer to Table 1 for suggested probability levels)	Consequence (refer to Table 2 for suggested consequence levels)	Assigned Risk Level (refer to the Risk Level Matrix for
Example: Ice storm <i>(power interruptions/ disruptions in communications/ delayed access)</i>	Possible	Minor	Moderate
Example: Flood <i>(obstructed access/increased calls for rescue/assistance)</i>	Possible	Minor	Moderate

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 6: Public Safety Response Profile

Consider other public safety response agencies (i.e. police, EMS, rescue) that might be tasked with or able to assist in the response to emergencies or in mitigating the impact of emergencies. Also consider the types of incidents each is able to respond to and any issues or concerns that may impact fire department response.

Public Safety Response Profile Risks List the other public safety response agencies in your community and the incidents they respond to.			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
Example: Ontario Provincial Police	<ul style="list-style-type: none"> MVC's Fire Scenes 	<ul style="list-style-type: none"> Scene control, traffic control 	None
Example: EMS	<ul style="list-style-type: none"> Medical Calls 	<ul style="list-style-type: none"> Take control upon arrival 	What level of service will the fire department provide before and after EMS' arrival
Example: Industrial fire brigade	<ul style="list-style-type: none"> Internal incidents on private property 	<ul style="list-style-type: none"> suppression 	Fire department may not need to provide full response/may provide more of a

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 7: Community Services Profile

Consider community service agencies, organizations or associations that provide services that support the fire department in the delivery of public fire safety education, Fire Code inspection and enforcement and emergency response. This may include services in-kind, financial support, provisions of venues for training, increased access to high-risk groups in the community, and temporary shelter for displaced residents following an incident.

Community Services Profile Risks List the community service agencies and the types of services they can provide.		
Community Service Agencies	Types of Assistance they Can Provide	Issues/Concerns
Example: Canadian Red Cross	Temporary shelter, clothing, food following an incident	None
Example: Lions Club	Services in-kind (e.g. funding / physical labour / facilities)	None
Example: Meals on Wheels / Home Support Workers	Access to homebound populations	None

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 8: Economic Profile

Consider the industrial or commercial sectors that provide significant economic production and jobs to the local economy and the impact to the community's economy if a fire or other emergency occurred in occupancies housing those sectors.

Economic Profile Risks List the industrial or commercial occupancies that provide significant economic production and jobs in the community. List the fire or other emergency risks in each occupancy. Assign probability, consequence, and risk levels for each risk identified.				
Identified Occupancy	Key Risk	Probability (refer to Table 1 for suggested probability levels)	Consequence (refer to Table 2 for suggested consequence levels)	Assigned Risk Level (refer to the Risk Level Matrix for suggested risk levels)
Example: Vulnerable Occupancies	Fire	Possible	Minor	Moderate
Example: Paper Mill	Fire	Possible	Major	Moderate

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 9a: Past Loss and Event History Profile

Consider previous response data to identify trends regarding the deaths, injuries, dollar loss, and causes of fire in various occupancy types. This assists in determining the leading causes of fires and high-risk locations and occupancies.

In the absence of fire loss data, local knowledge may be the most reliable predictor of fire risk in your community.

Also, provincial statistics can assist in determining the types of occupancies and locations where fire losses, injuries and deaths most commonly occur.

Municipal Fire Losses, Deaths, Injuries, and Causes																
Occupancy Classification		Year: _____					Year: _____					Year: _____				
		# of Fires	\$ Loss	# of Injuries	# of Deaths	Causes	# of Fires	\$ Loss	# of Injuries	# of Deaths	Causes	# of Fires	\$ Loss	# of Injuries	# of Deaths	Causes
Group A	Assembly															
Group B	Detention															
	Care & Treatment / Care															
Group C	Residential															
	Mobile Homes & Trailers															

Groups D & E	Business & Personal Service / Mercantile															
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Occupancy Classification		Year:					Year:					Year:				
		# of Fires	\$ Loss	# of Injuries	# of Deaths	Causes	# of Fires	\$ Loss	# of Injuries	# of Deaths	Causes	# of Fires	\$ Loss	# of Injuries	# of Deaths	Causes
Group F	Industrial															
Other																
Totals																

Worksheet 9b: Past Loss and Event History Profile

Past Loss and Event History Profile Risks List the causes for each occupancy type identified on the previous worksheet. Assign probability, consequence and risk levels to each cause identified.				
Occupancy Type/Location	Causes	Probability (refer to Table 1 for suggested probability levels)	Consequence (refer to Table 2 for suggested consequence levels)	Assigned Risk Level (refer to the Risk Level Matrix for suggested risk)
Example: Group F - Industrial	Hazardous materials spill	Possible	Major	Moderate
Example: Group C – residential high density (high-rise)	Fire	Almost Certain	Moderate	High
Example: Group C – residential low density (single	Fire	Almost Certain	Minor	Moderate

Note: The information on Worksheet 9b should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire

departments to consider all of the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 10: Identifying Treatment Options for the Top Risks in the Community

The preferred treatment options identified for each risk in the last column of this worksheet can be used to assist the fire department to set its type and level of fire protection services. Refer to the **Setting the Type and Level of Fire Protection Services** section of this guideline.

Identifying Treatment Options for the Top Risks in the Community Using Worksheets 1 to 9 identify the top risks or issues/concerns for each of the nine profiles, and identify the preferred treatment option for each.		
Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option (refer to the Risk Treatment Options section for suggested treatment options and
Geographic Profile	Examples: Body of water impacts training, equipment for response	Accept Risk - Implement water/ice rescue training protocols, SOGs, and
	Body of water impacts response time	Accept Risk - Implement appropriate response protocols, SOGs, and activities
	Body of water – recreational/tourist activities	Avoid and Mitigate Risk – public education and hotel inspection programs required
	Railway impacts station location	Accept Risk - Implement appropriate response protocols, SOGs, and activities
	Railway impacts response protocols	Accept Risk - Implement appropriate response protocols, SOGs, and activities

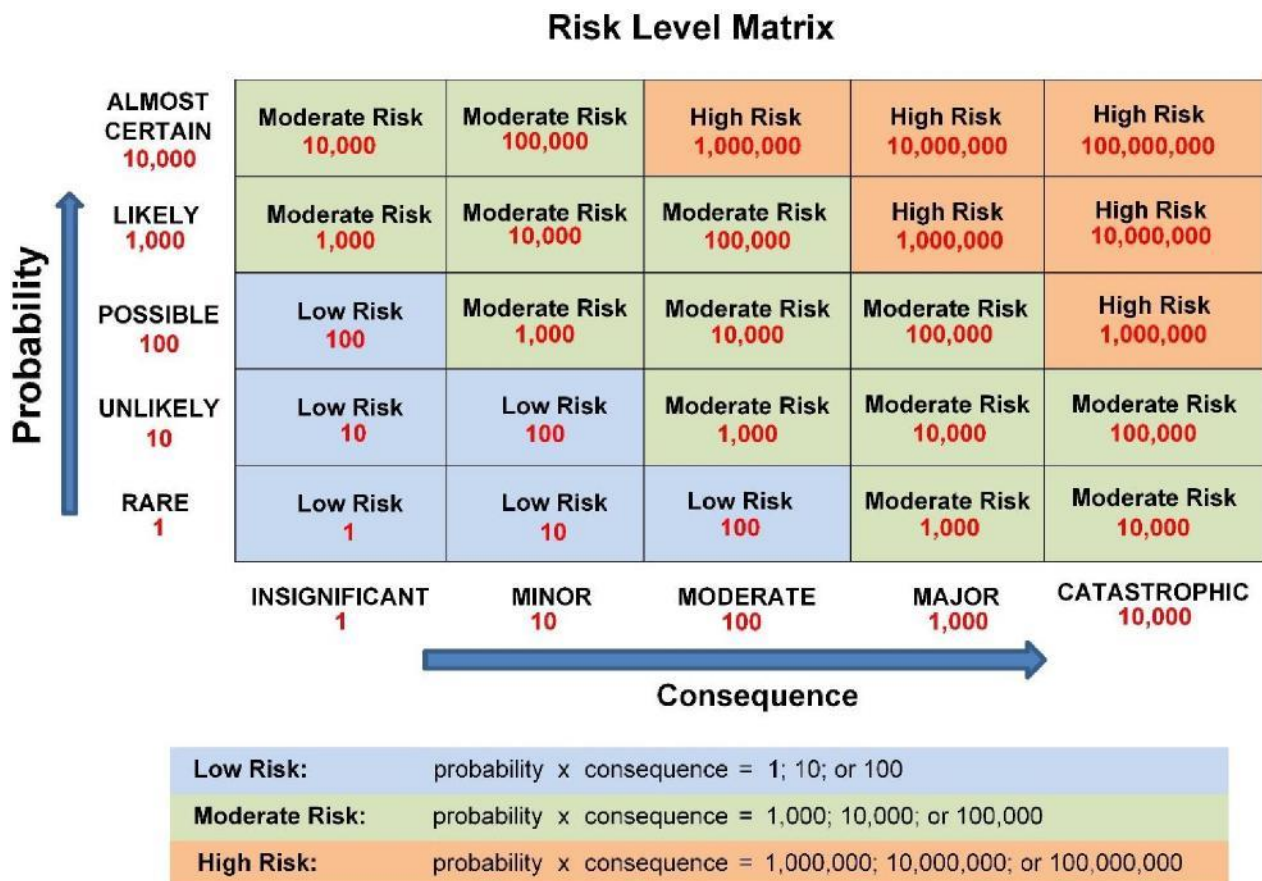
Critical Infrastructure Profile		

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option (refer to the Risk Treatment Options section for suggested treatment options and considerations)
Demographic Profile		
Hazard Profile		
Public Safety Response Profile		
Community Services Profile		
Economic Profile		
Past Loss and Event History Profile		

Appendix B:

How the Risk Levels in the Risk Level Matrix were Determined

The risk levels in the Risk Level Matrix on page 15 were determined using the following methodology. The probability and consequence levels outlined in Table 1: Probability Level (page 13) and Table 2: Consequence Level (pages 14-15) have different definitions, but are given the same weighted numerical values² (see the numerical values in red below) to reflect the fact that **probability and consequence are equally important**. While it is human tendency to place more weight on consequence than probability, using the same weighted numerical values ensures that probability and consequence are given equal value. This approach is consistent with current risk management industry practices. The risk levels in the Risk Level Matrix were determined by multiplying the numeric values for probability and consequence.



² The numeric scale used here is taken from Dillon Consulting, *The Corporation of the City of Mississauga, Community Risk Identification: Introduction and Methodology*, July 2017.

Appendix C:

ONTARIO REGULATION 378/18 made under the FIRE PROTECTION AND PREVENTION ACT, 1997 COMMUNITY RISK ASSESSMENTS

Mandatory use

1. Every municipality, and every fire department in a territory without municipal organization, must,
 - (a) complete and review a community risk assessment as provided by this Regulation; and
 - (b) use its community risk assessment to inform decisions about the provision of fire protection services.

What it is

2. (1) A community risk assessment is a process of identifying, analyzing, evaluating and prioritizing risks to public safety to inform decisions about the provision of fire protection services.
 - (2) A community risk assessment must include consideration of the mandatory profiles listed in Schedule 1.
 - (3) A community risk assessment must be in the form, if any, that the Fire Marshal provides or approves.

When to complete (at least every five years)

3. (1) The municipality or fire department must complete a community risk assessment no later than five years after the day its previous community risk assessment was completed.
 - (2) If a municipality, or a fire department in a territory without municipal organization, comes into existence, the municipality or fire department must complete a community risk assessment no later than two years after the day it comes into existence.
 - (3) A municipality that exists on July 1, 2019, or a fire department in a territory without municipal organization that exists on July 1, 2019, must complete a community risk assessment no later than July 1, 2024.
 - (4) **Subsection (3) and this subsection are revoked on July 1, 2025.**

When to review (at least every year)

4. (1) The municipality or fire department must complete a review of its community risk assessment no later than 12 months after,
 - (a) the day its community risk assessment was completed; and

- (b) the day its previous review was completed.
- (2) The municipality or fire department must also review its community risk assessment whenever necessary.
- (3) The municipality or fire department must revise its community risk assessment if it is necessary to reflect,
 - (a) any significant changes in the mandatory profiles;
 - (b) any other significant matters arising from the review.
- (4) The municipality or fire department does not have to review its community risk assessment if it expects to complete a new community risk assessment on or before the day it would complete the review.

Commencement

- 5. This Regulation comes into force on the later of July 1, 2019 and the day it is filed.

**Schedule 1:
Mandatory Profiles**

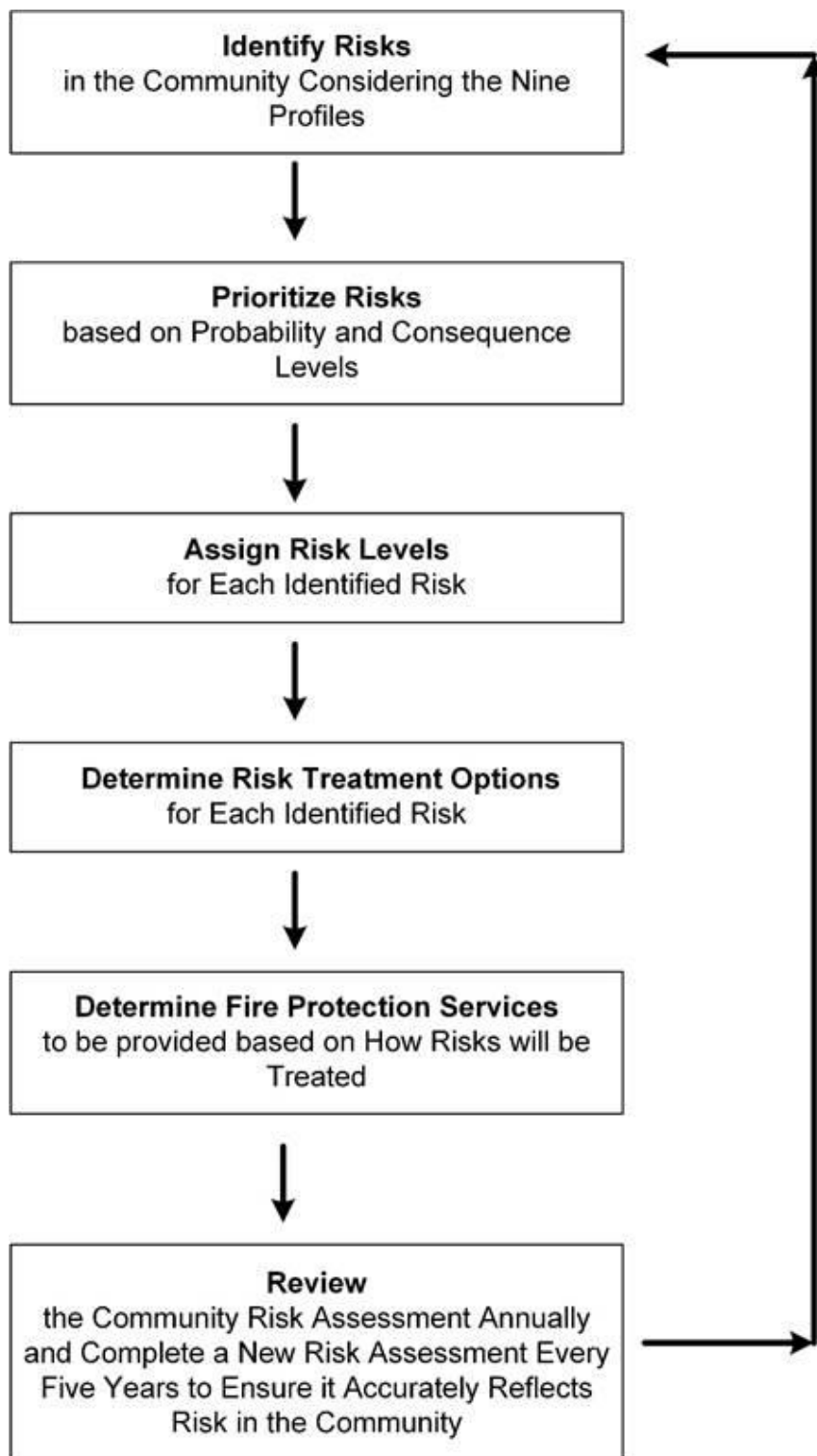
- 1. Geographic profile: The physical features of the community, including the nature and placement of features such as highways, waterways, railways, canyons, bridges, landforms and wildland-urban interfaces.
- 2. Building stock profile: The types of buildings in the community, the uses of the buildings in the community, the number of buildings of each type, the number of buildings of each use and any building-related risks known to the fire department.
- 3. Critical infrastructure profile: The capabilities and limitations of critical infrastructure, including electricity distribution, water distribution, telecommunications, hospitals and airports.
- 4. Demographic profile: The composition of the community’s population, respecting matters relevant to the community, such as population size and dispersion, age, gender, cultural background, level of education, socioeconomic make-up, and transient population.
- 5. Hazard profile: The hazards in the community, including natural hazards, hazards caused by humans, and technological hazards.
- 6. Public safety response profile: The types of incidents responded to by other entities in the community, and those entities’ response capabilities.
- 7. Community services profile: The types of services provided by other entities in the community, and those entities’ service capabilities.
- 8. Economic profile: The economic sectors affecting the community that are critical to its financial sustainability.
- 9. Past loss and event history profile: The community’s past emergency response experience, including the following analysis:

1. The number and types of emergency responses, injuries, deaths and dollar losses.
2. Comparison of the community's fire loss statistics with provincial fire loss statistics.

Note: Each profile is to be interpreted as extending only to matters relevant to fire protection services.

Appendix D:

Community Risk Assessment: Flow Chart



Appendix E: References

DBP Management, [5 Ways to Manage Risk, dbpmanagement.com](http://dbpmanagement.com)

Dillon Consulting, *The Corporation of the City of Mississauga, Community Risk Identification: Introduction and Methodology*, July 2017

Government of Ontario, [Fire Protection and Prevention Act, 1997, S.O. 1997, c. 4](#)

Government of Ontario, [Ontario Regulation 378/18: Community Risk Assessments](#), May 2018

National Fire Protection Association, [NFPA 1300, Standard on Community Risk Assessment and Community Risk Reduction Plan Development](#), Proposed Second Draft, January 14, 2019

National Fire Protection Association Urban Fire and Life Safety Task Force, [Community Risk Reduction: Doing More With More](#), June 2016

Office of the Fire Marshal and Emergency Management, [Comprehensive Fire Safety Effectiveness Model: Fire Prevention Effectiveness Model – Position Paper](#), September 1997

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Office of the Fire Marshal and Emergency Management, [Public Fire Safety Guideline 0440A-03: Simplified Risk Assessment](#), January 2006

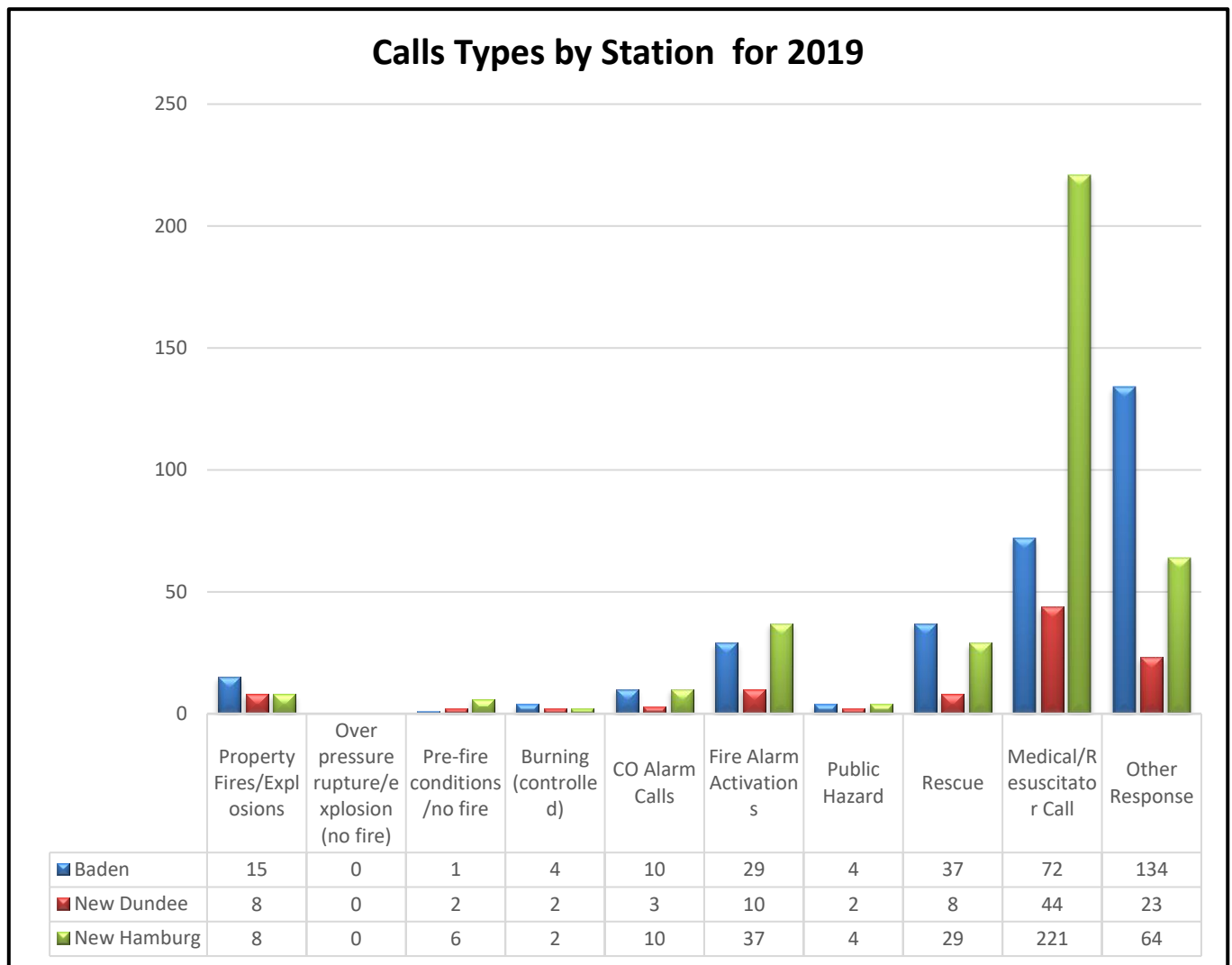
U.S. Fire Administration, [Risk Management Practices in the Fire Service](#), January 2018

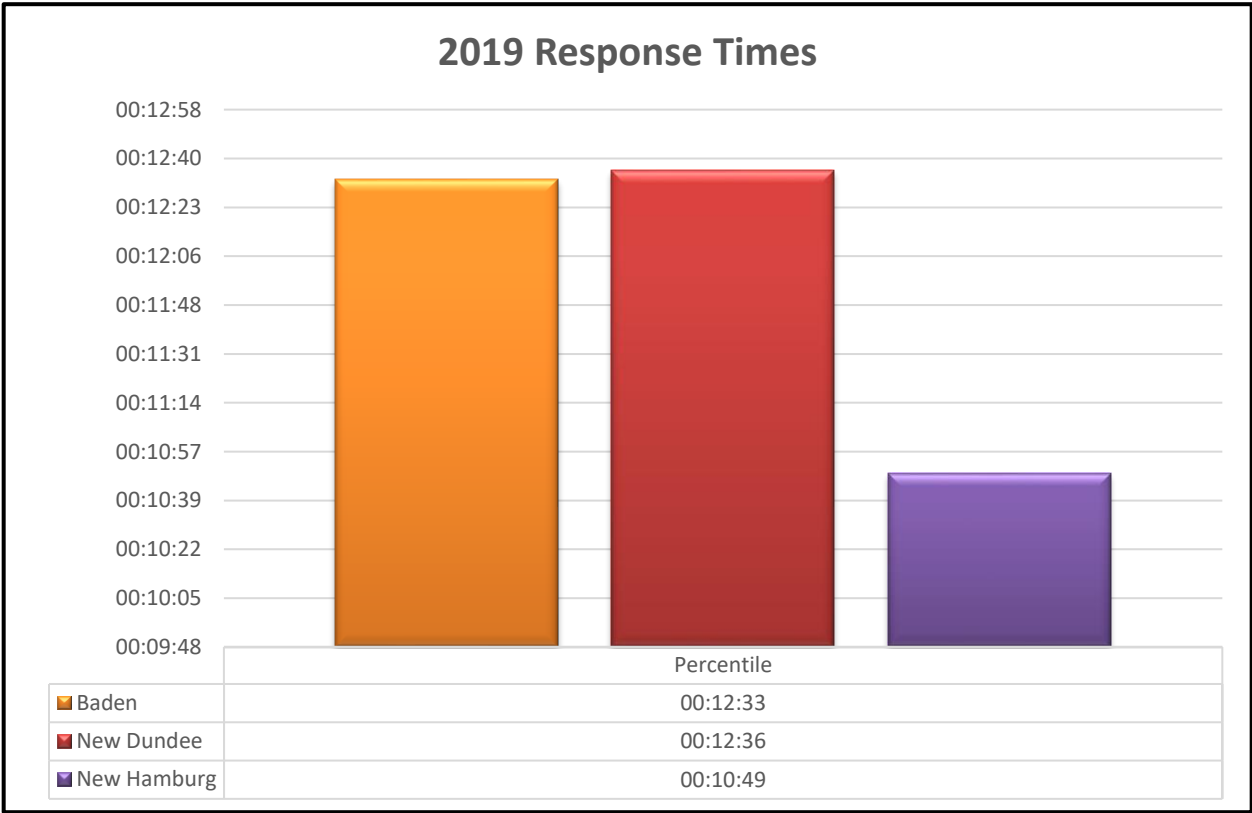
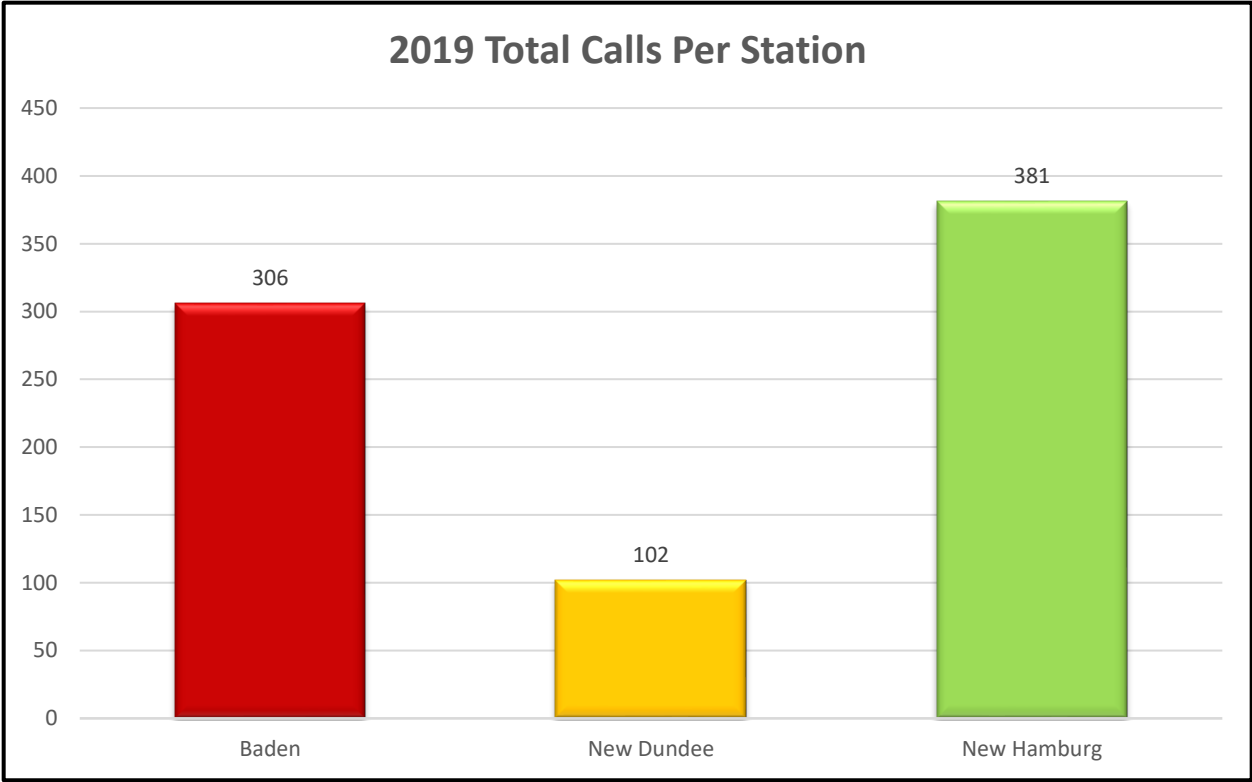
Vision 20/20, [Community Risk Assessment: A Guide for Conducting a Community Risk Assessment](#), Version 1.5, February 2016

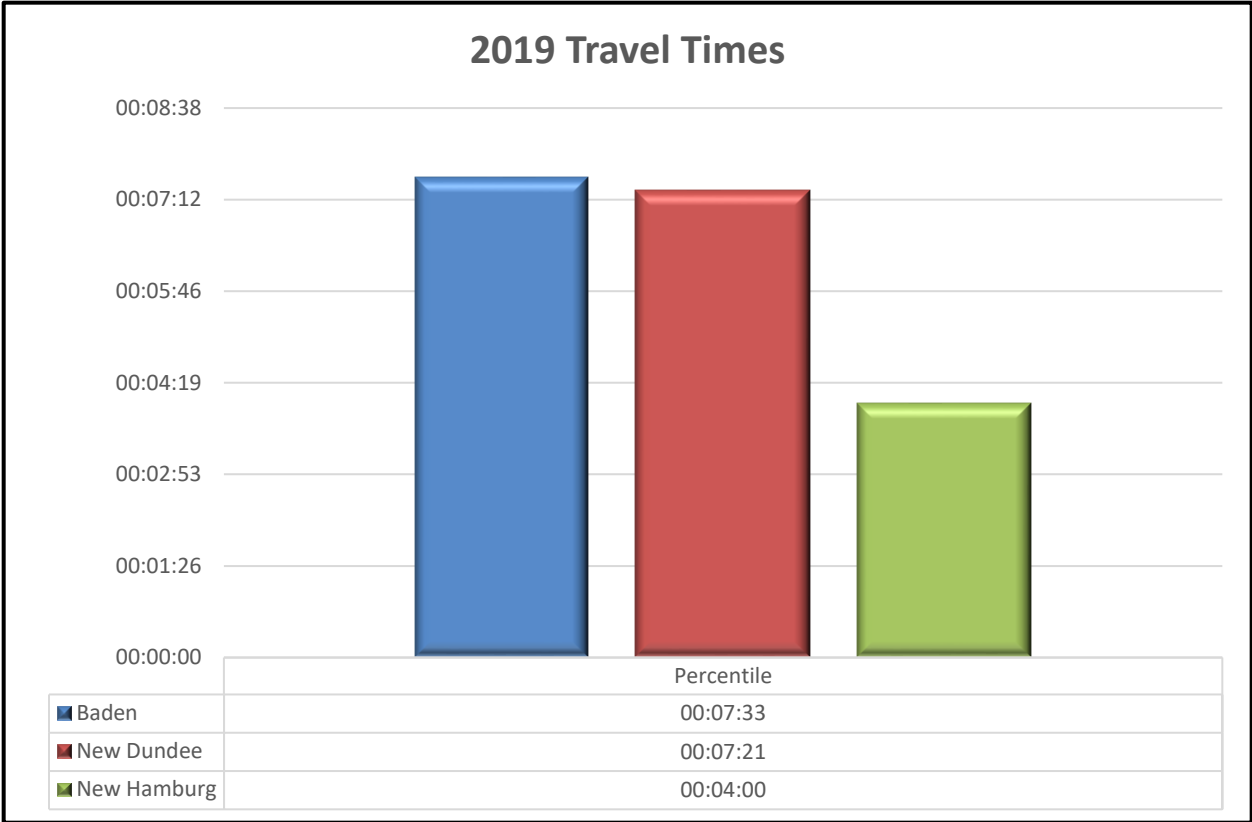
Vision 20/20, [Community Risk Reduction Planning: A Guide for Developing a Community Risk Reduction Plan](#), Version 4, June 2016

Appendix G – Call and Response Data for 2019, 2018, 2017 and 2016

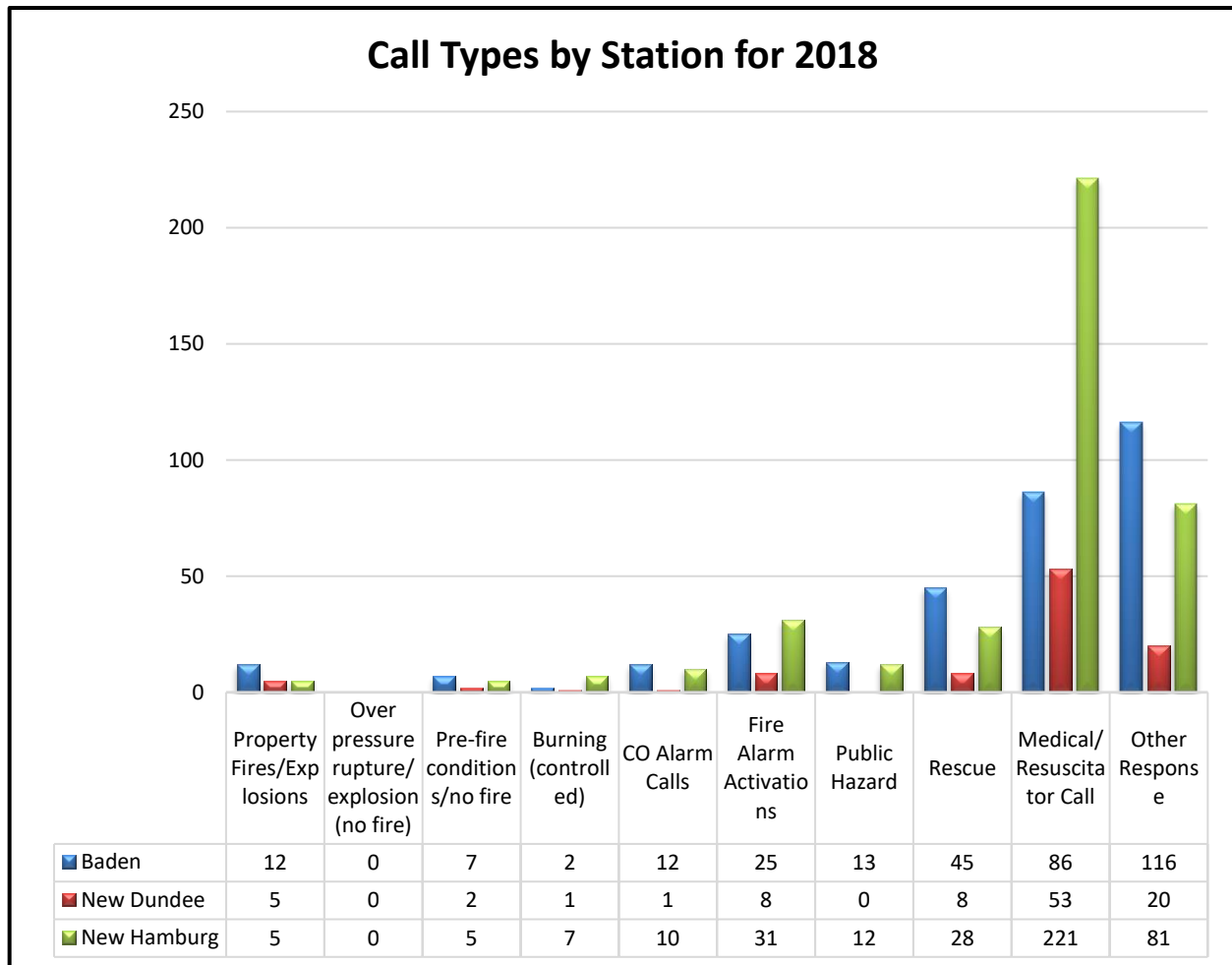
2019 Response Data

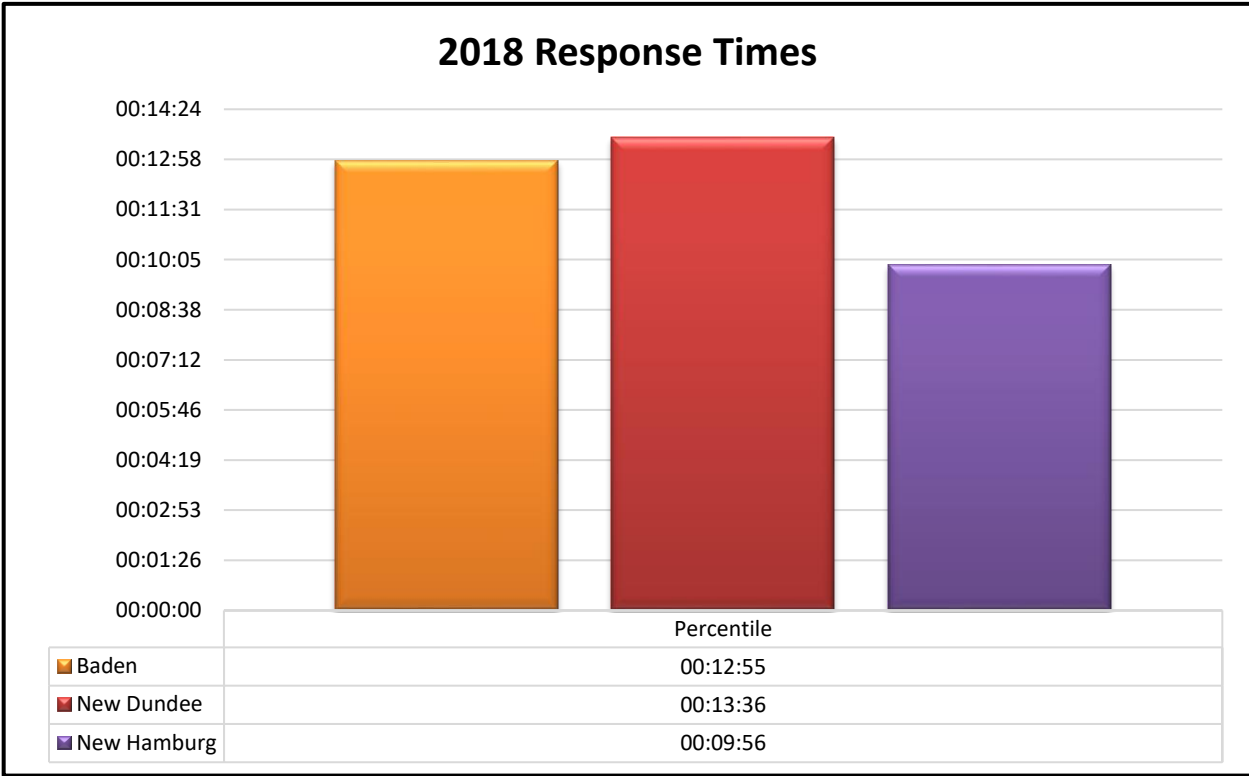
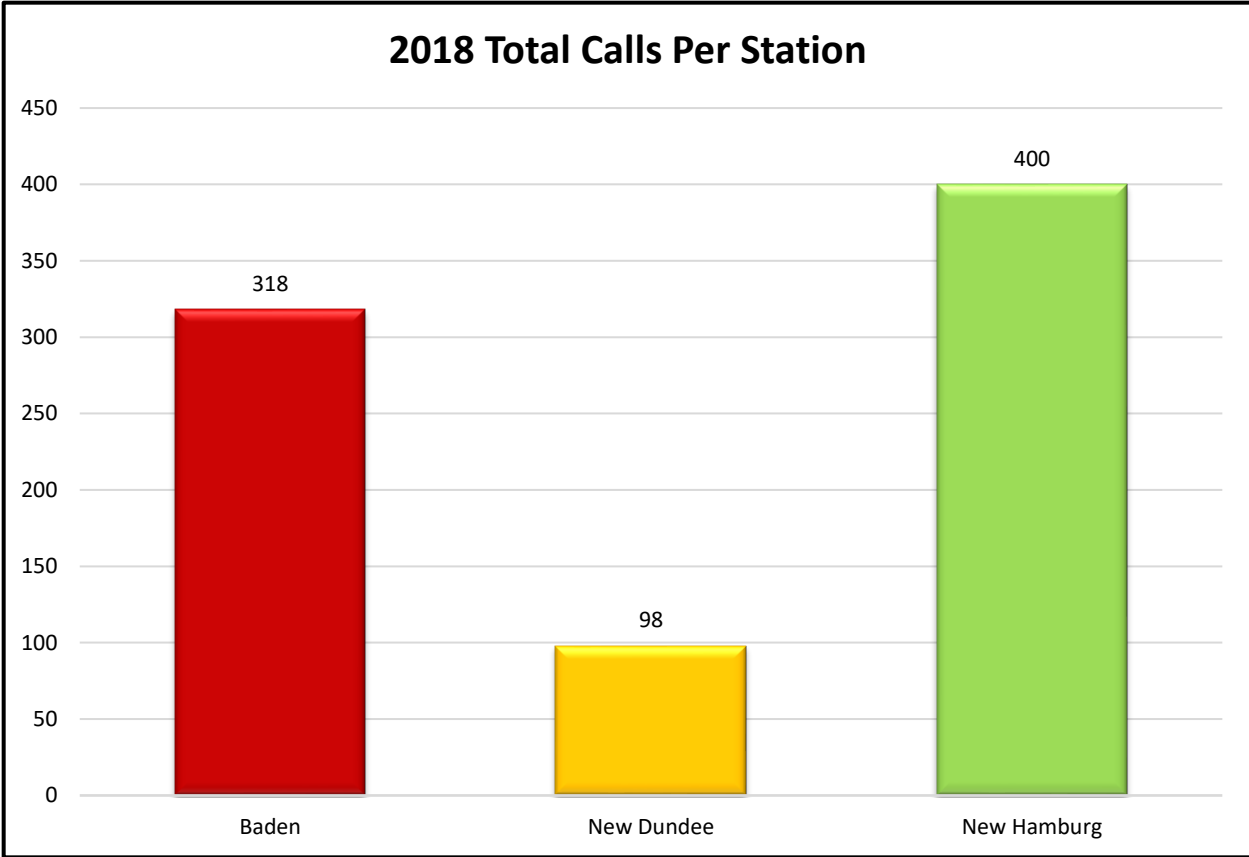


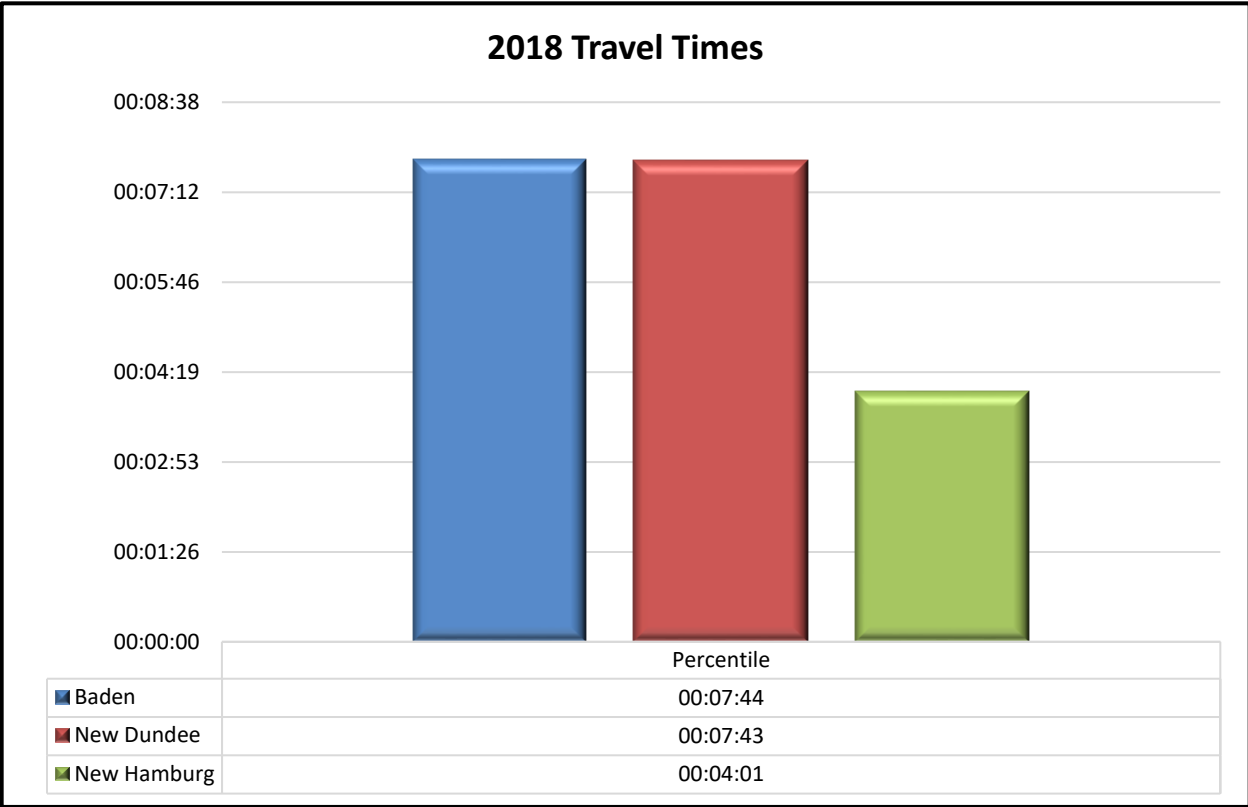




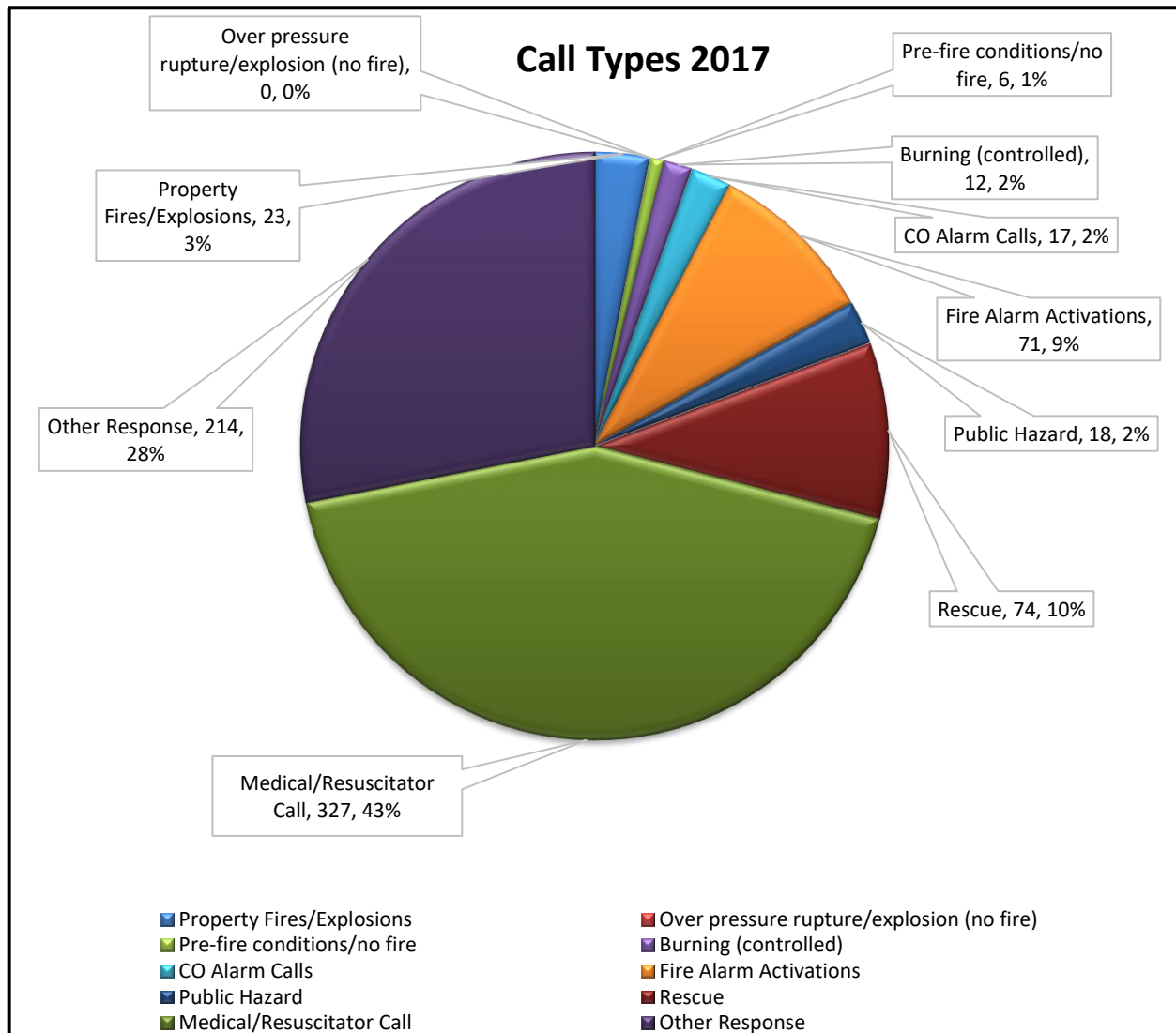
2018 Response Data







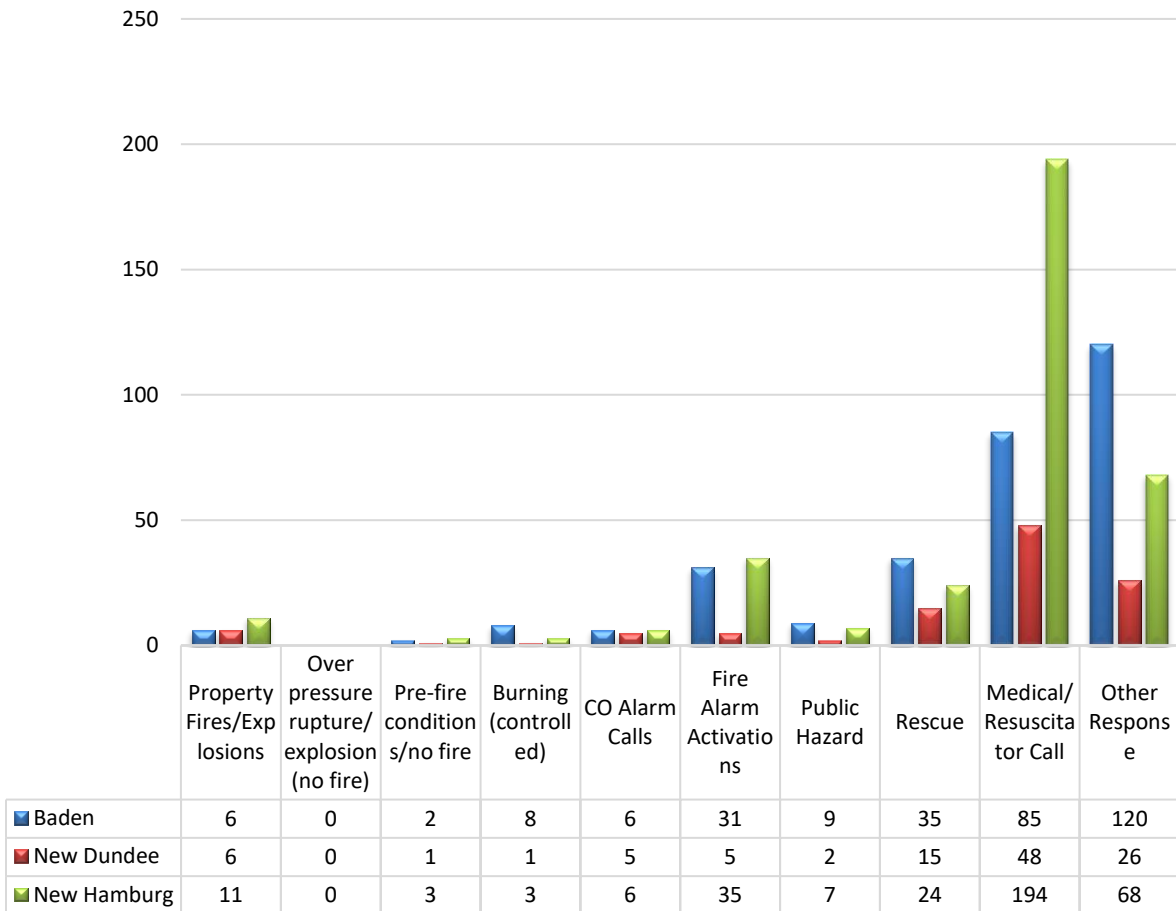
2017 Response Data

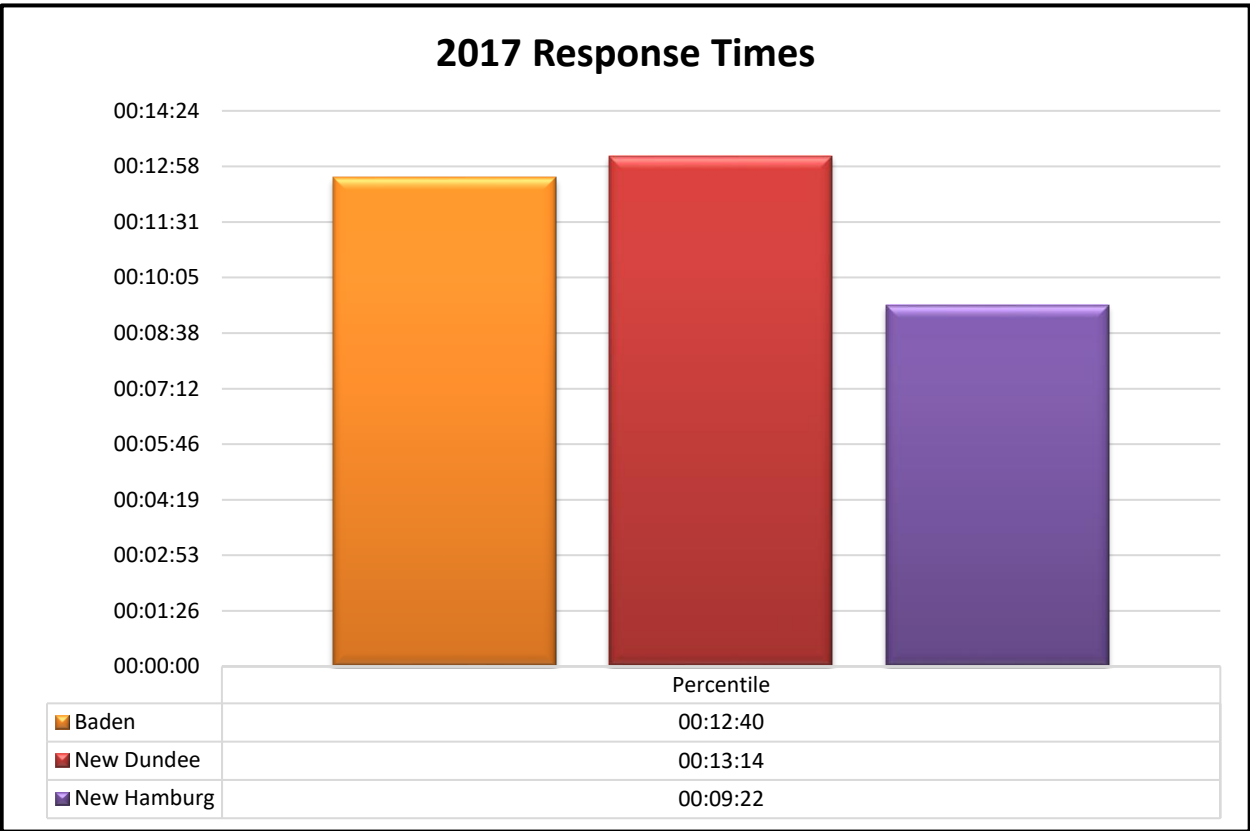
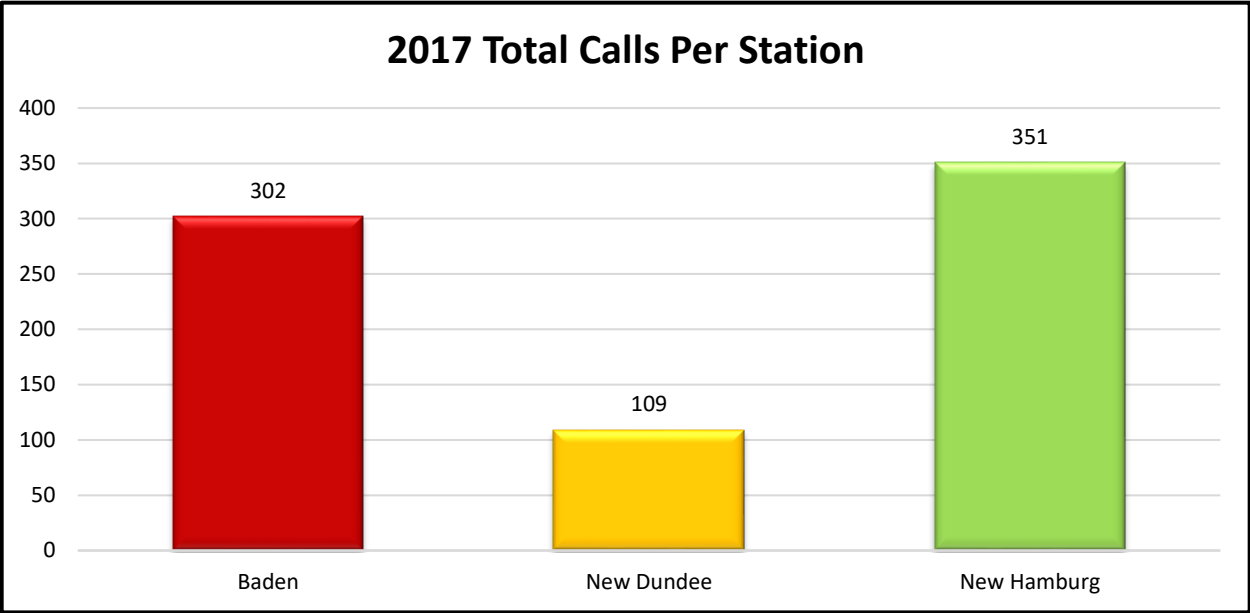


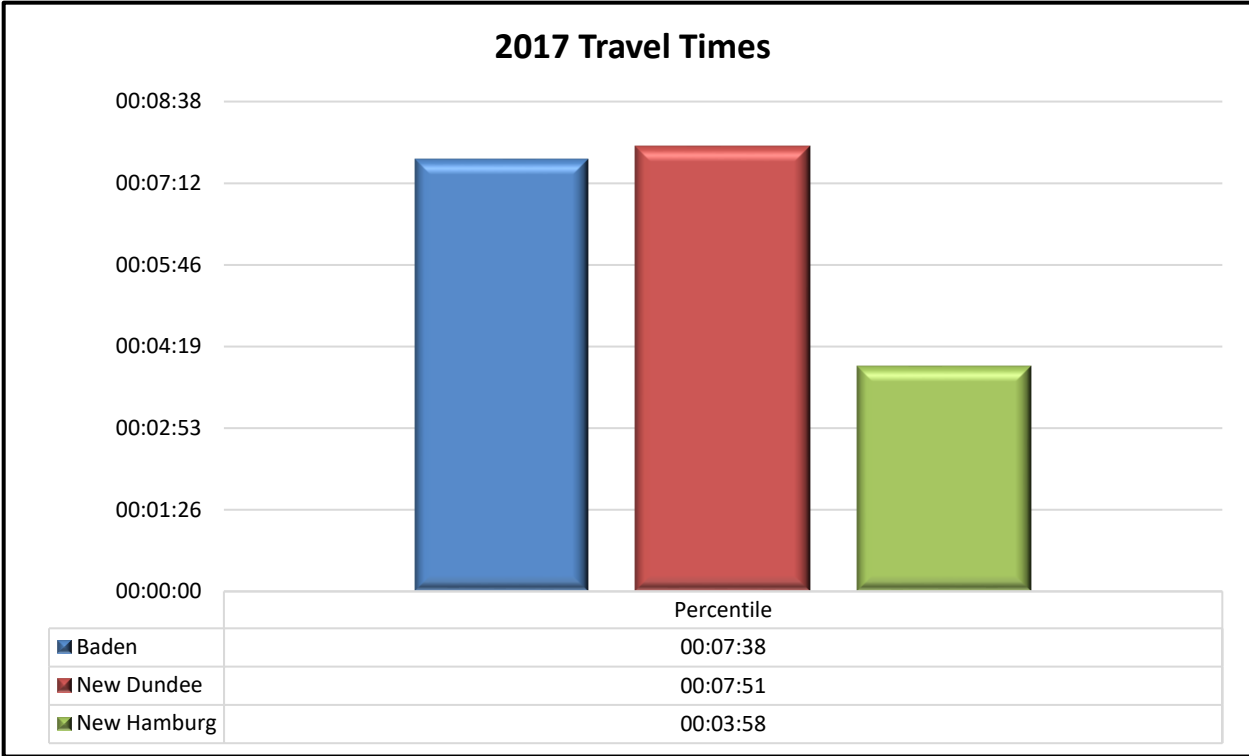
The top three types of calls for 2017 are:

- Medical calls at 43%
- Other Responses at 28%, and
- Rescues at 10%

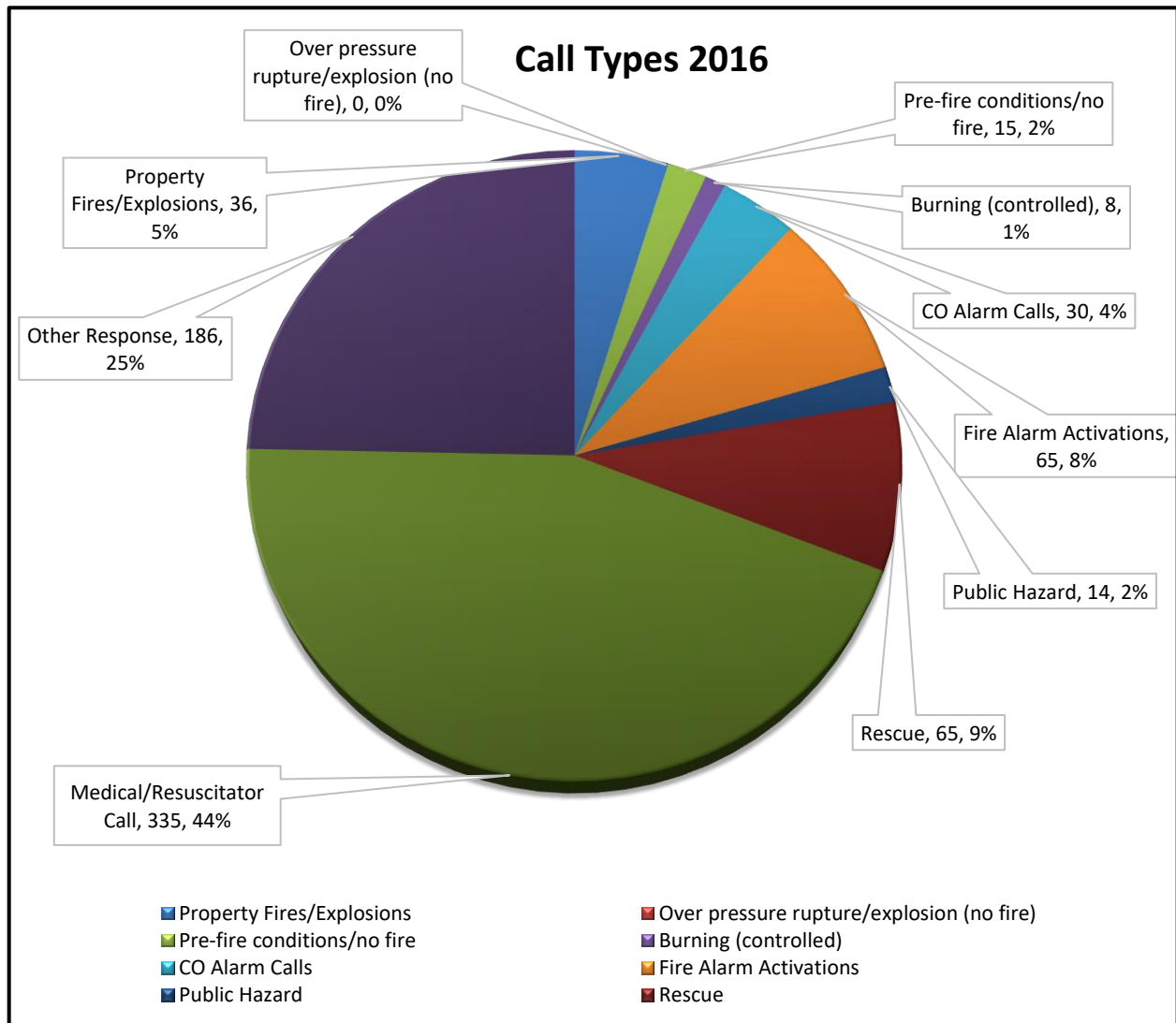
Call Types by Station for 2017







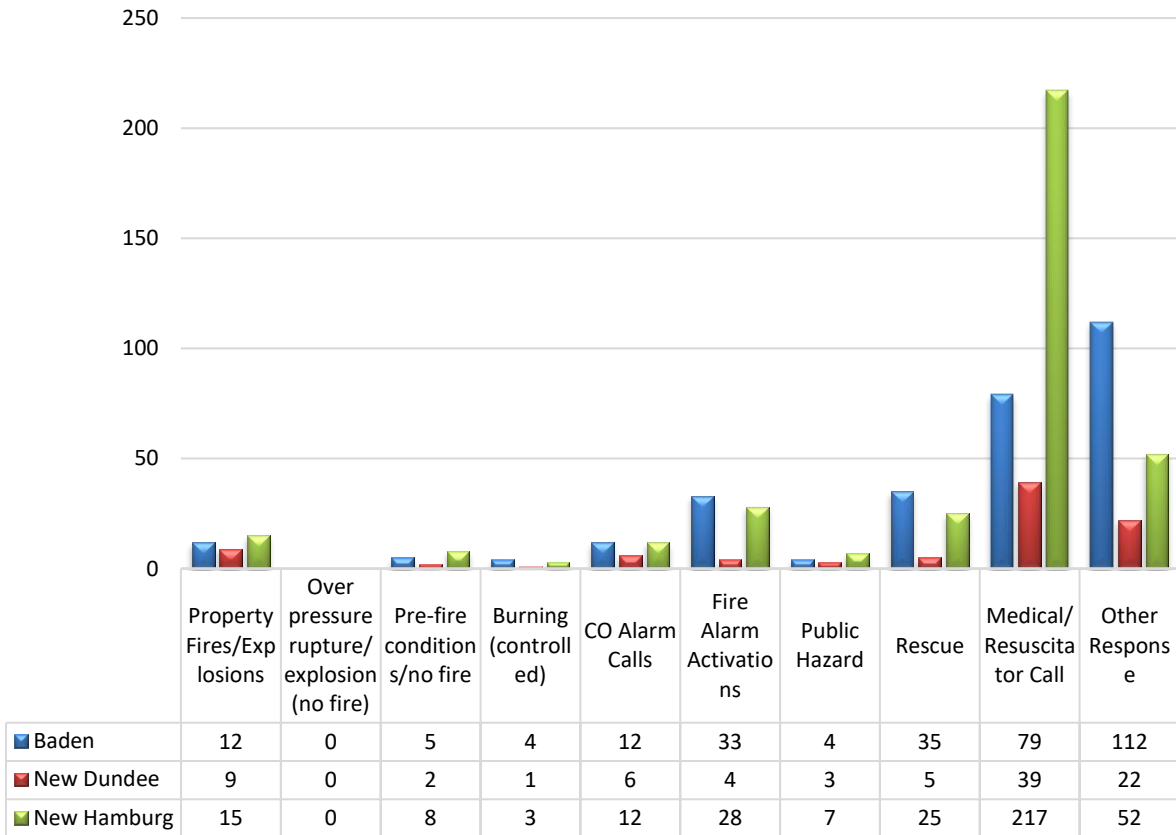
2016 Response Data



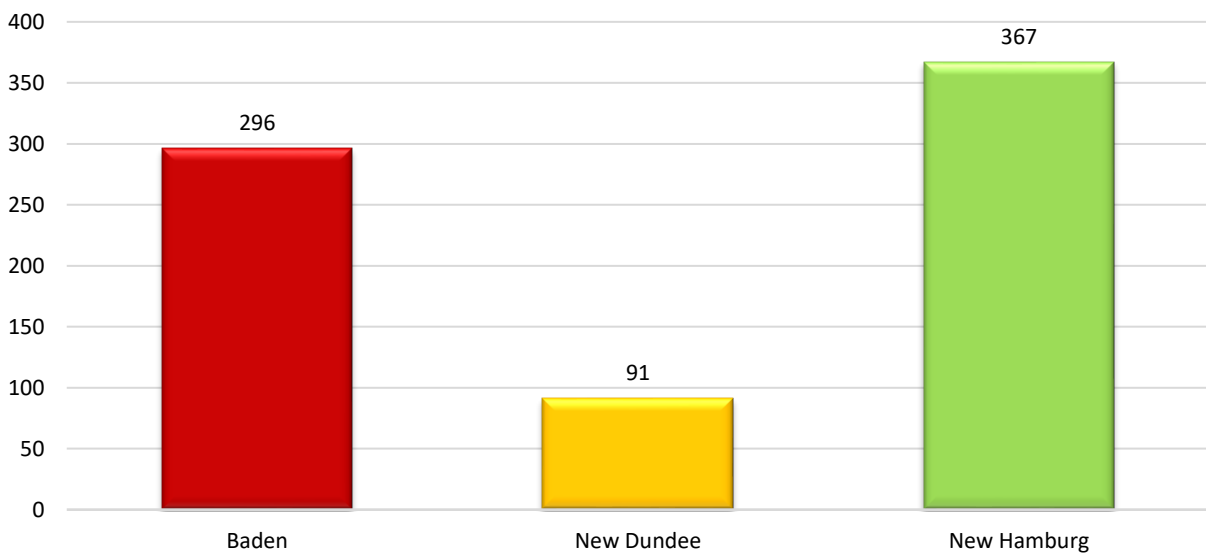
The top three calls for 2016 are:

- Medical calls at 44%
- Other Responses at 25%, and
- Rescues at 9%

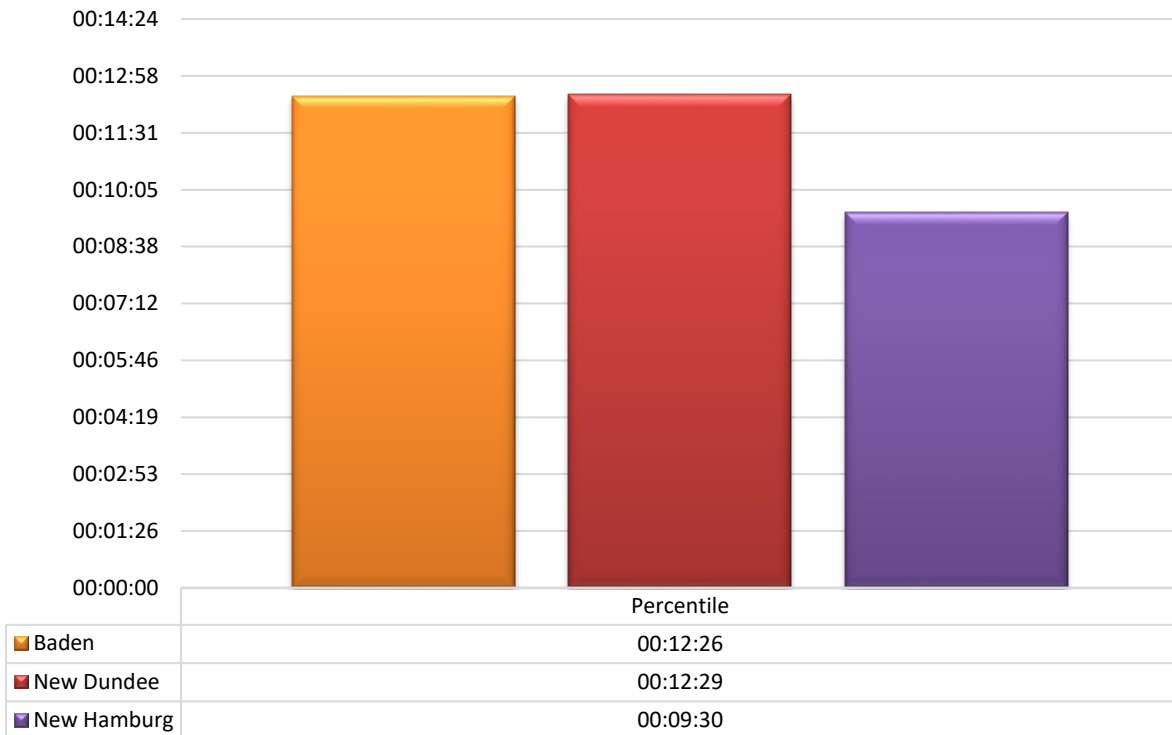
Calls Types by Station for 2016



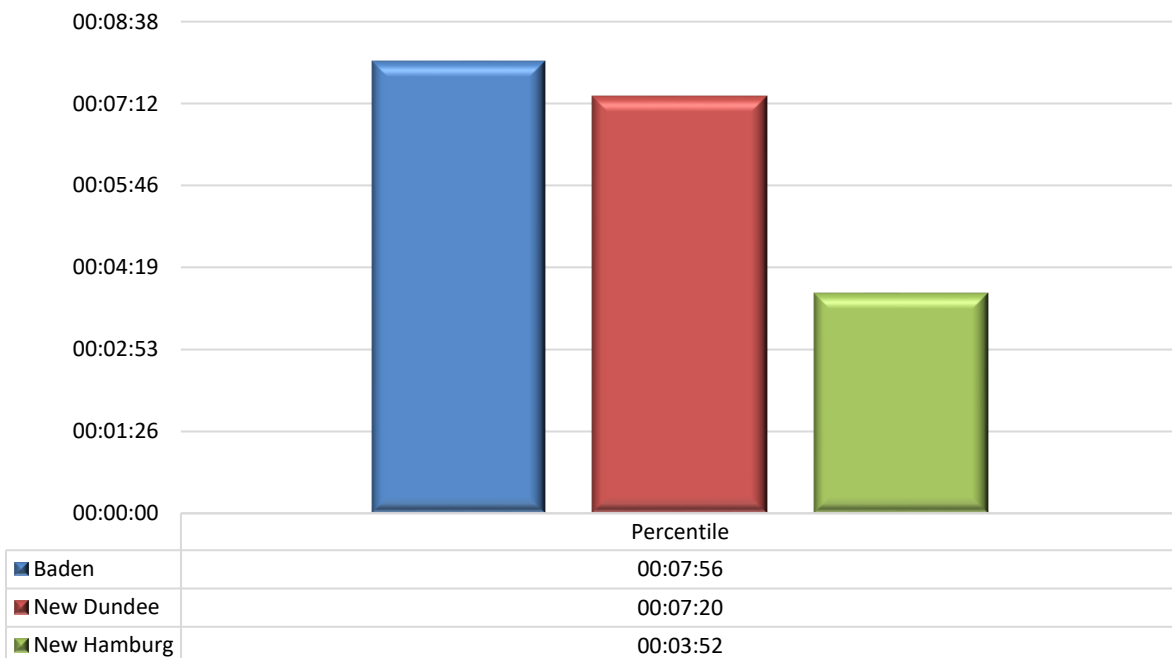
2016 Total Calls Per Station



2016 Response Times



2016 Travel Times





Fire Underwriters Survey™

TECHNICAL BULLETIN

FIRE UNDERWRITERS SURVEY™

A Service to Insurers and Municipalities

LADDERS AND AERIALS: WHEN ARE THEY REQUIRED OR NEEDED?

Numerous standards are used to determine the need for aerial apparatus and ladder equipment within communities. This type of apparatus is typically needed to provide a reasonable level of response within a community when buildings of an increased risk profile (fire) are permitted to be constructed within the community.

Please find the following information regarding the requirements for aerial apparatus/ladder companies from the Fire Underwriters Survey Classification Standard for Public Fire Protection.

Fire Underwriters Survey

Ladder/Service company operations are normally intended to provide primary property protection operations of

- 1.) Forcible entry;
- 2.) Utility shut-off;
- 3.) Ladder placement;
- 4.) Ventilation;
- 5.) Salvage and Overhaul;
- 6.) Lighting.

Response areas with 5 buildings that are 3 stories or 10.7 metres (35 feet) or more in height, or districts that have a Basic Fire Flow greater than 15,000 LPM (3,300 IGPM), or any combination of these criteria, should have a ladder company. The height of all buildings in the community, including those protected by automatic sprinklers, is considered when determining the number of needed ladder companies. When no individual response area/district alone needs a ladder company, at least one ladder company is needed if the sum of buildings in the fire protection area meets the above criteria."

The needed length of an aerial ladder, an elevating platform and an elevating stream device shall be determined by the height of the tallest building in the ladder/service district (fire protection area) used to determine the need for a ladder company. One storey normally equals at least 3 metres (10 feet). Building setback is not to be considered in the height determination. An allowance is built into the ladder design for normal access. The maximum height needed for grading purposes shall be 30.5 metres (100 feet).

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Exception: When the height of the tallest building is 15.2 metres (50 feet) or less no credit shall be given for an aerial ladder, elevating platform or elevating stream device that has a length less than 15.2 metres (50 feet). This provision is necessary to ensure that the water stream from an elevating stream device has additional "reach" for large area, low height buildings, and the aerial ladder or elevating platform may be extended to compensate for possible topographical conditions that may exist. See Fire Underwriters Survey - Table of Effective Response (attached).

Furthermore, please find the following information regarding communities' need for aerial apparatus/ladder companies within the National Fire Protection Association.

NFPA

Response Capabilities: The fire department should be prepared to provide the necessary response of apparatus, equipment and staffing to control the anticipated routine fire load for its community.

NFPA Fire Protection Handbook, 20th Edition cites the following apparatus response for each designated condition:

HIGH-HAZARD OCCUPANCIES (schools, hospitals, nursing homes, explosive plants, refineries, high-rise buildings, and other high-risk or large fire potential occupancies):

At least four pumpers, two ladder trucks (or combination apparatus with equivalent capabilities), two chief officers, and other specialized apparatus as may be needed to cope with the combustible involved; not fewer than 24 firefighters and two chief officers.

MEDIUM-HAZARD OCCUPANCIES (apartments, offices, mercantile and industrial occupancies not normally requiring extensive rescue or firefighting forces):

At least three pumpers, one ladder truck (or combination apparatus with equivalent capabilities), one chief officer, and other specialized apparatus as may be needed or available; not fewer than 16 firefighters and one chief officer.

LOW-HAZARD OCCUPANCIES (one-, two-, or three-family dwellings and scattered small businesses and industrial occupancies):



At least two pumpers, one ladder truck (or combination apparatus with equivalent capabilities), one chief officer, and other specialized apparatus as may be needed or available; not fewer than 12 firefighters and one chief officer.

In addition to the previous references, the following excerpt from the 2006 BC Building Code is also important to consider when selecting the appropriate level of fire department response capacity and building design requirements with regard to built-in protection levels (passive and active fire protection systems).

Excerpt: National Building Code 2012

A-3 Application of Part 3.

In applying the requirements of this Part, it is intended that they be applied with discretion to buildings of unusual configuration that do not clearly conform to the specific requirements, or to buildings in which processes are carried out which make compliance with particular requirements in this Part impracticable. The definition of "building" as it applies to this Code is general and encompasses most structures, including those which would not normally be considered as buildings in the layman's sense. This occurs more often in industrial uses, particularly those involving manufacturing facilities and equipment that require specialized design that may make it impracticable to follow the specific requirements of this Part. Steel mills, aluminum plants, refining, power generation and liquid storage facilities are examples. A water tank or an oil refinery, for example, has no floor area, so it is obvious that requirements for exits from floor areas would not apply. Requirements for structural fire protection in large steel mills and pulp and paper mills, particularly in certain portions, may not be practicable to achieve in terms of the construction normally used and the operations for which the space is to be used. In other portions of the same building, however, it may be quite reasonable to require that the provisions of this Part be applied (e.g., the office portions). Similarly, areas of industrial occupancy which may be occupied only periodically by service staff, such as equipment penthouses, normally would not need to have the same type of exit facility as floor areas occupied on a continuing basis. It is expected that judgment will be exercised in evaluating the application of a requirement in those cases when extenuating circumstances require special consideration, provided the occupants' safety is not endangered.

The provisions in this Part for fire protection features installed in buildings are intended to provide a minimum acceptable level of public safety. It is intended that all fire protection features of a building, whether required or not, will be designed in conformance with good fire protection engineering practice and will meet the appropriate installation requirements in relevant standards. Good design is necessary to ensure that the level of public safety established by the Code requirements will not be reduced by a voluntary installation.

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Firefighting Assumptions

The requirements of this Part are based on the assumption that firefighting capabilities are available in the event of a fire emergency. These firefighting capabilities may take the form of a paid or volunteer public fire department or in some cases a private fire brigade. If these firefighting capabilities are not available, additional fire safety measures may be required.

Firefighting capability can vary from municipality to municipality. Generally, larger municipalities have greater firefighting capability than smaller ones. Similarly, older, well established municipalities may have better firefighting facilities than newly formed or rapidly growing ones. The level of municipal fire protection considered to be adequate will normally depend on both the size of the municipality (i.e., the number of buildings to be protected) and the size of buildings within that municipality. Since larger buildings tend to be located in larger municipalities, they are generally, but not always, favoured with a higher level of municipal protection.

Although it is reasonable to consider that some level of municipal firefighting capability was assumed in developing the fire safety provisions in Part 3, this was not done on a consistent or defined basis. The requirements in the Code, while developed in the light of commonly prevailing municipal fire protection levels, do not attempt to relate the size of building to the level of municipal protection. The responsibility for controlling the maximum size of building to be permitted in a municipality in relation to local firefighting capability rests with the municipality. If a proposed building is too large, either in terms of floor area or building height, to receive reasonable protection from the municipal fire department, fire protection requirements in addition to those prescribed in this Code, may be necessary to compensate for this deficiency. Automatic sprinkler protection may be one option to be considered.

Alternatively, the municipality may, in light of its firefighting capability, elect to introduce zoning restrictions to ensure that the maximum building size is related to available municipal fire protection facilities. This is, by necessity, a somewhat arbitrary decision and should be made in consultation with the local firefighting service, who should have an appreciation of their capability to fight fires.

The requirements of Subsection 3.2.3. are intended to prevent fire spread from thermal radiation assuming there is adequate firefighting available. It has been found that periods of from 10 to 30 minutes usually elapse between the outbreak of fire in a building that is not protected with an automatic sprinkler system and the attainment of high radiation levels. During this period, the specified spatial separations should prove adequate to inhibit ignition of an exposed building face or the interior of an adjacent building by radiation. Subsequently, however, reduction of the fire intensity by firefighting and the protective wetting of the exposed building face will often be necessary as supplementary measures to inhibit fire spread.



In the case of a building that is sprinklered throughout, the automatic sprinkler system should control the fire to an extent that radiation to neighbouring buildings should be minimal. Although there will be some radiation effect on a sprinklered building from a fire in a neighbouring building, the internal sprinkler system should control any fires that might be ignited in the building and thereby minimize the possibility of the fire spreading into the exposed building. NFPA 80A, "Protection of Buildings from Exterior Fire Exposures," provides additional information on the possibility of fire spread at building exteriors.

The water supply requirements for fire protection installations depend on the requirements of any automatic sprinkler installations and also on the number of fire streams that may be needed at any fire, having regard to the length of time the streams will have to be used. Both these factors are largely influenced by the conditions at the building to be equipped, and the quantity and pressure of water needed for the protection of both the interior and exterior of the building must be ascertained before the water supply is decided upon. Acceptable water supplies may be a public waterworks system that has adequate pressure and discharge capacity, automatic fire pumps, pressure tanks, manually controlled fire pumps in combination with pressure tanks, gravity tanks, and manually controlled fire pumps operated by remote control devices at each hose station.

For further information regarding the acceptability of emergency apparatus for fire insurance grading purposes, please contact:

Western Canada	Quebec	Ontario	Atlantic Canada
Fire Underwriters Survey 3999 Henning Drive Burnaby, BC V5C 6P9 1-800-665-5661	Fire Underwriters Survey 255, boul. Crémazie E Montreal, Quebec H2M 1M2 1-800-263-5361	Fire Underwriters Survey 175 Commerce Valley Drive, West Markham, Ontario L3T 7P6 1-800-268-8080	Fire Underwriters Survey 238 Brownlow Avenue, Suite 300 Dartmouth, Nova Scotia B3B 1Y2 1-877-634-8564

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December 7, 2020

**The Township of Wilmot
and the
Wilmot Fire Department**

Community Risk Assessment



Welcome to the Township of
WILMOT



Les Armstrong
Mayor

Rod Leeson
Fire Chief



**Emergency
Management &
Training Inc.**

Developed by:
Emergency Management & Training Inc.
65 Cedar Pointe Drive, Suite 144
Barrie, ON L4N 9R3

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ACRONYMS

AFFF	Aqueous Film Forming Foam
CEMC	Community Emergency Management Coordinator
CO	Carbon monoxide
CRA	Community Risk Assessment
D/N/A	Data not available
EOC	Emergency Operations Centre
ECG	Emergency Control Group
ERP	Emergency Response Plan
FPO	Fire Prevention Officer
FUS	Fire Underwriters Survey
HIRA	Hazard Identification Risk Assessment
IC	Incident Command
MNRF	Ministry of Natural Resources and Forestry
MTO	Ministry of Transportation Ontario
MVC	Motor vehicle collision
NFPA	National Fire Protection Association
OBC	Ontario Building Code
OFC	Ontario Fire Code
OFMEM	Office of the Fire Marshal and Emergency Management
PE	Public Education
SOG	Standard Operating Guideline
UPS	Uninterrupted Power Supply
WFD	Wilmot Fire Department

INTRODUCTION

This document has been completed in accordance with the Office of The Fire Marshal and Emergency Management, Regulation 378/18, that came into effect July 1st, 2019. This regulation requires that a new Community Risk Assessment (CRA) is to be completed by 2024, and every five years thereafter. The Regulation also requires fire departments to review their CRA every 12 months to ensure it accurately reflects the mandatory profiles and fire and emergency risks. The completion of a CRA will allow a municipality and its fire service to make sound decisions on the level of fire protection it will provide its residents.

Risk is the measure of the probability and possibility of an event occurring that will have adverse effects on the community including the health, property, organization, and/or environment.

It is this identification and prioritization of such fire and life safety risks that will provide a basis for how to prevent and mitigate such events from occurring. It is this assessment that also directs fire services in identifying the levels of service to be provided in relation to public fire safety education, Fire Code inspections and enforcement, and emergency response in preventing and mitigating the events identified.

The CRA profile is based on nine mandatory sections including:

1. Geographic Profile
2. Building stock profile
3. Critical infrastructure profile
4. Demographic profile
5. Hazard profile
6. Public safety response profile
7. Community services profile
8. Economic profile
9. Past loss and event history profile

The data worksheets for each profile are included in this document, and it is these worksheets that will assist in assigning risk levels to best treat each risk and the resources to do so. The different levels of treatment risks are:

- **Avoid the Risk** – *implementation of programs to prevent fires or emergencies from occurring*

- **Mitigate the Risk** - *Programs and initiatives implemented to reduce the probability and/or consequences of a fire or emergency*
- **Accept the Risk** – *after identifying and prioritizing a risk, it is determined that there are no specific programs or initiatives to be implemented to address this risk*
- **Transfer the Risk** – *the fire department has chosen to transfer the impact and/or management of the risk to another organization or body or outside agency.*

Fire departments should maintain documentation required by O. Reg. 378/18. This documentation should include:

- Any changes to any of the mandatory profiles
- Any changes to assigned risk levels or fire protection services that occur as a result of the review
- Any other information the fire department deems appropriate to the review or any resultant changes to fire protection services

If it is found upon completion of the review within the 12-month (annual review) period that no changes are required to any of the profiles or fire protection services, a review could consist of documentation that reflects these findings.

NOTE: Due to the confidential nature of some of the information contained within the CRA, access to the report should be controlled.

DATES OF REVIEW AND UPDATES

Year: 2021

Profile	Issues/Concerns	Treatment of Risk	Preferred Treatment Option

Year: 2022

Profile	Issues/Concerns	Treatment of Risk	Preferred Treatment Option

Year: 2023

Profile	Issues/Concerns	Treatment of Risk	Preferred Treatment Option

Year: 2024

Profile	Issues/Concerns	Treatment of Risk	Preferred Treatment Option

Year: 2025

Profile	Issues/Concerns	Treatment of Risk	Preferred Treatment Option

RISK SUMMARY

The following summary outlines the top risks to life safety and property along with the suggested means of reducing or mitigating the risks. It is the *Preferred Treatment Option(s)* in which Council and the Fire Chief will identify as areas that need to be addressed through either public education, Fire Code enforcement, or within the level of fire service provision. These will form the basis of the Township of Wilmot Community Risk Reduction Plan.

As with any plan, a thorough review coupled with sound strategic planning will reap successes in the form of fewer fires, reduced fire related injuries, lower dollar property loss through ongoing fire prevention initiatives, early warning detection systems and/or proactive inspections and public education.

Top Risk or Issues/Concerns	Preferred Treatment Option(s)
Community Services	<ul style="list-style-type: none"> Currently, the WFD is not partnered with any service clubs or community groups to assist with promoting Fire Prevention and Public Education initiatives. <ul style="list-style-type: none"> This may be done by financial support, provision of a facility for the delivery of a program or assist by services in kind. This should go further to include their participation in assisting those affected by a fire and out of their residence. This may be in the provision of food, clothing, or temporary housing.
Flooding	<ul style="list-style-type: none"> The Township to update Flood Response Plan annually. After a flood has subsided, the Township should review their response to the situation and make changes accordingly for future responses. Arrange for joint training on flood response protocols with the Grand River Conservation Authority.
Emergency Response Plan	<ul style="list-style-type: none"> This should be reviewed and updated yearly. Training and exercises to be scheduled in accordance with the Provincial Act.
Wilmot Fire Department	<ul style="list-style-type: none"> Continue to monitor the causes for fires.

Top Risk or Issues/Concerns	Preferred Treatment Option(s)
	<ul style="list-style-type: none"> • Arson is one of the causes and WFD should work with the WPS and OFMEM on fire cause determination. • Most common cause over the past 3 years was the misuse of ignition sources/materials first ignited. A common cause is candles left unattended or chimney fires. • Majority of the fires occurred in residences. • Fire Prevention should focus on the causes and occupancy types and make those a priority in teaching fire safety to those citizens living in those occupancies. • Fire Department should promote advantages of installing residential sprinkler systems.
Wilmot Fire Department	<ul style="list-style-type: none"> • Review its response protocols, policies, SOGs when responding to any technical rescues. • Enter into automatic aid agreements with outside fire services that have the resources to mitigate such incidents. • Kitchener has agreed in principal to respond into Wilmot Township, if required. • A formal agreement should be completed at the earliest opportunity to ensure there will be no delay in responding as approvals may be required to respond from higher ranking chiefs. • Incidents include ice/water offshore, confined space, trench, low and high angle rope rescue, and hazardous materials.
Wilmot Fire Department	<ul style="list-style-type: none"> • Several trains travel through the municipality each day. • Should continue to arrange for joint training opportunities with the railway companies. • FD should review its current stock of Aqueous Film Forming Foam (AFFF) for use during a flammable liquid incident that could involve the rail lines, fuel tanker trucks, etc. <ul style="list-style-type: none"> ○ The Kitchener Fire Department has a cache of foam available, if required.

OFMEM FIRE STATISTICS FROM 2016 TO 2018

Year	2016
Number of Structure Fires	14
Number of Fire Fighter Injuries	1
Number of Civilian Injuries and Deaths	0
Total Dollar Loss	\$2,074,000
Fire Cause Determination	<ul style="list-style-type: none"> • Arson • Design/Construction/Maintenance Deficiency • Mechanical/Electrical Failure • Misuse of Ignition Source/Materials First Ignited • Unintentional • Undetermined

Year	2017
Number of Structure Fires	7
Number of Fire Fighter Injuries	0
Number of Civilian Injuries and Deaths	0
Total Dollar Loss	\$102,000
Fire Cause Determination(s)	<ul style="list-style-type: none"> • Arson • Design/Construction/Maintenance Deficiency • Mechanical/Electrical Failure • Misuse of Ignition Source/Materials First Ignited • Unintentional • Undetermined

Year	2018
Number of Structure Fires	5
Number of Fire Fighter Injuries	0
Number of Civilian Injuries and Deaths	0
Total Dollar Loss	\$836,400
Fire Cause Determination(s)	<ul style="list-style-type: none"> • Arson • Design/Construction/Maintenance Deficiency • Mechanical/Electrical Failure • Misuse of Ignition Source/Materials First Ignited • Unintentional • Undetermined

The following tables represent the compilation of an in-depth analysis of the risks identified during the completion of the nine mandatory profiles. Each worksheet contains the related risks and associated information identified. Within each profile, the recommended level of treatment, and the suggested means of handling the risks have been included (where applicable).

Council, with the assistance of the Fire Chief, will be able to use this information in the formulation of the Community Risk Reduction Plan.

PRIORITIZING RISKS

The mandatory profiles allow fire departments to identify the features and characteristics of their community that may impact fire and life safety risks. Once risks have been identified, they should be prioritized. The following section discusses how risks can be prioritized based on the probability of the risk happening and the consequence if the risk occurs. **Table 1: Probability Levels** and **Table 2: Consequence Levels** can be used to help determine the probability and consequence of each risk identified on the worksheets. The probability and consequence of each risk can then be noted in the appropriate columns on the relevant worksheets in Appendix A.

As noted in the introduction, risk is defined as a measure of the probability and consequence of an adverse effect to health, property, organization, environment, or community as a result of an event, activity or operation.

PROFILE WORKSHEETS

Worksheet 1: Geographic Profile

The Township of Wilmot is 264 km² and has a large rural make-up with agricultural activities and natural settings. The Nith River has a large presence in the Township with significant wetlands and environmentally sensitive areas.

The majority of the populous live in urban settings such as New Hamburg and Baden. Throughout the Township are numerous smaller communities such as St. Agatha, Petersburg, Mannheim, New Dundee, Philipsburg, Shingletown, Wilmot Centre, Haysville, Luxemburg, Lisbon, Sunfish Lake, and Foxboro Green.

The land is made up of rolling hills, flat farmland with pockets of wilderness, and crown land which is mostly untouched forested areas.

Geographic Profile Risks

List the geographic features in your community and how they may influence the delivery of fire protection services.

Geographic Profile Risks	
Geographic Feature	Potential Impact on the Delivery of Fire Protection Services
Rivers	<ul style="list-style-type: none"> • Impacts training, equipment for response service delivery. • Impacts response/travel timelines to fire calls. • Recreational/tourist activities impact the delivery of public fire safety messaging. • Rivers and streams are prone to flooding in the spring impacting property, infrastructure, and response times. • Fast moving water in the spring creates very difficult rescue scenario for rescuers. • WFD is presently permitted to conduct only shore-based ice/water rescue. <ul style="list-style-type: none"> ○ A technical ice-water rescue team is being developed, which will enable the crew to deploy onto/into the ice/water to safely remove a victim.

Geographic Profile Risks	
Geographic Feature	Potential Impact on the Delivery of Fire Protection Services
	<ul style="list-style-type: none"> • Members should meet NFPA 1006 – Standard for Technical Rescue Personnel Professional Qualifications and NFPA 1670 – Standard on Operations & Training for Technical Search & Rescue. • When the Nith River overflows its banks in New Hamburg there is a significant risk that the fire station will become flooded as it is in the flood plane. • The Township should investigate options of moving the station to a new location away from the flood plain removing the ongoing risk of enduring flood damage.
Lakes and Wetlands/Environmentally Sensitive Areas	<ul style="list-style-type: none"> • Impacts training, equipment for response service delivery. • Impacts response times and travel routes to fire calls. • During summer months increased risk of boating accidents/drownings as tourists are not familiar with the lakes/ivers and their risks. • In the winter snowmobiles/ice fisherman may fall through the ice as they are not familiar with the thickness of the ice or water currents under the ice. • Response capabilities are hampered due to lack of access points or the parties involved are not familiar with their exact location. • Prone to rise over their banks in the spring. • Sunfish Lake area is fire protected through an automatic aid agreement between Wilmot Township and Waterloo and Wellesley Township fire services.
Highways/Regional Roads	<ul style="list-style-type: none"> • There are numerous Waterloo Regional Roads that transect Wilmot. • Highway 7/8 runs through the Township which meets up with Highway 401. • Roads are in good condition and are well maintained.

Geographic Profile Risks	
Geographic Feature	Potential Impact on the Delivery of Fire Protection Services
	<ul style="list-style-type: none"> • Most are paved or hard topped. • There are approx. 500 km of roads. • Roads are maintained by either the MTO. or Waterloo Regional Government.
Topography	<ul style="list-style-type: none"> • Low impact on travel routes. • Due to dense bush areas some visitors are not familiar with their exact location if assistance is required. • Poor or limited access points exists in areas of the community that can impact ability to respond in a timely manner. • Tourists are sometimes unfamiliar with where they are when calling for assistance. • Accessing injured parties may be a challenge at times depending on their location without the proper terrain related vehicle.
Township Road System	<ul style="list-style-type: none"> • There is a well-defined network of roads that are well maintained and in good condition. • Some roadways may be impeded by water during the spring due to flooding.
Forest, Brush Cover and Open Fields (Wildland)	<ul style="list-style-type: none"> • Large rural and environmentally sensitive wetlands and brush areas. • Prone to grass fires and flooding in the wetlands during the spring. • Large area of natural forests.

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Probability

The probability or likelihood of a fire or emergency within a community is often estimated based on the frequency of previous experiences. A review of past events involves considering relevant historical fire loss data, learning from the experiences of other communities, and consulting members of the community with extensive historical knowledge. Professional judgment based on experience should also be exercised in combination with historical information to estimate probability levels. The probability of an event can be categorized into five levels of likelihood:

TABLE 1: Probability Levels

Description	Specifics
Rare	<ul style="list-style-type: none"> • may occur in exceptional circumstances • no incidents in the past 15 years
Unlikely	<ul style="list-style-type: none"> • could occur at some time, especially if circumstances change • 5 to 15 years since the last incident
Possible	<ul style="list-style-type: none"> • might occur under current circumstances • 1 incident in the past 5 years
Likely	<ul style="list-style-type: none"> • will probably occur at some time under current circumstances • multiple or recurring incidents in the past 5 years
Almost Certain	<ul style="list-style-type: none"> • expected to occur in most circumstances unless circumstances change • multiple or recurring incidents in the past year

Consequences

The consequence of a fire or emergency is the potential losses or negative outcomes associated with the event. The application of professional judgment and reviews of past occurrences are important methods used for determining consequence levels. Estimating the consequence level of an incident or event should involve an evaluation of four components:

- a. Life Safety:** Injuries or loss of life due to occupant and firefighter exposure to life threatening fire or other situations.

- b. Property Loss:** Monetary losses relating to private and public buildings, property content, irreplaceable assets, significant historic/symbolic landmarks and critical infrastructure.
- c. Economic Impact:** Monetary losses associated with property income, business closures, a downturn in tourism and/or tax assessment value, and employment layoffs.
- d. Environmental Impact:** Harm to human and non-human (i.e. wildlife, fish and vegetation) species of life and a general decline in quality of life within the community due to air/water/soil contamination as a result of the incident and response activities.

The consequence of an event can be categorized into five levels based on severity:

TABLE 2: Consequence Levels

Description	Specifics
Insignificant	<ul style="list-style-type: none"> • no life safety issue • limited valued or no property loss • no impact to local economy, and/or • no effect on general living conditions
Minor	<ul style="list-style-type: none"> • potential risk to life safety of occupants • minor property loss • minimal disruption to business activity, and/or • minimal impact on general living conditions
Moderate	<ul style="list-style-type: none"> • threat to life safety of occupants • moderate property loss • poses threat to small local businesses, and/or • could pose a threat to the quality of the environment
Major	<ul style="list-style-type: none"> • potential for a large loss of life • would result in significant property damage • significant threat to large businesses, local economy and tourism, and/or • impact to the environment would result in a short term, partial evacuation of residents and businesses


Catastrophic	<ul style="list-style-type: none"> significant loss of life multiple property damage to a significant portion of the municipality long-term disruption of businesses, local employment, and tourism, and/or environmental damage that would result in long-term evacuation of residents and businesses
---------------------	--


Assigning Risk Levels

Assigning a risk level assists fire departments in prioritizing risks, which helps to determine how to address or treat each risk. The **Risk Level Matrix** in this section can assist fire departments to determine risk levels based on the probability and consequence levels of each identified risk. Risks can be assigned as low risk, moderate risk, or high risk. The risk levels for each risk can be noted in the **Assigned Risk Level** column on the relevant worksheets.

The matrix below can be used to determine the assigned risk level.¹ Plot the assigned probability and consequence levels on the relevant worksheets to assign a risk level for each identified risk.

Risk Level Matrix

Probability 	ALMOST CERTAIN	Moderate Risk	Moderate Risk	High Risk	High Risk	High Risk
	LIKELY	Moderate Risk	Moderate Risk	Moderate Risk	High Risk	High Risk
	POSSIBLE	Low Risk	Moderate Risk	Moderate Risk	Moderate Risk	High Risk
	UNLIKELY	Low Risk	Low Risk	Moderate Risk	Moderate Risk	Moderate Risk
	RARE	Low Risk	Low Risk	Low Risk	Moderate Risk	Moderate Risk
		INSIGNIFICANT	MINOR	MODERATE	MAJOR	CATASTROPHIC


Consequence

Worksheet 2: Building Stock Profile

The building stock profile should consider the characteristics of the buildings in the community. This can include the use of the buildings, building density, building age and construction, and building height and area. This information will assist fire departments to identify the issues/concerns that will impact the delivery of fire protection services.

Building Stock Profile Risks

List the building stock/occupancy types in your community and the fire and other emergency issues/concerns for each.

Assign probability, consequence and risk levels to each.

Building Stock Profile Risks					
Occupancy Classification		Issues/Concerns	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
Group A	Assembly	<ul style="list-style-type: none"> • Heavy timber construction • High fire load • High occupancy • Historical significance • May have poor housekeeping practises 	Possible	Major	Moderate
Group B	Detention Occupancies	<ul style="list-style-type: none"> • Youth Detention Centre (Ray of Hope) 	Possible	Major	Moderate

Building Stock Profile Risks					
Occupancy Classification		Issues/Concerns	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
	Care and Treatment / Care	<ul style="list-style-type: none"> Elderly residents with mobility and cognitive behavioral issues Homes may not have been required to be upgraded with sprinklers May be a lack of on-duty staff during the night 	Possible	Major	Moderate
Group C	Single family	<ul style="list-style-type: none"> May lack smoke and CO alarms May lack a home escape plan May lack fire extinguishers May lack residential sprinklers Many structures of an older age (balloon construction) May be hoarding or poor housekeeping practices 	Almost Certain	Major	High

Building Stock Profile Risks					
Occupancy Classification		Issues/Concerns	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
		<ul style="list-style-type: none"> Many homes in remote areas of the Township Highest incidents of fires in the Township 			
	Multi-unit residential	<ul style="list-style-type: none"> High occupancy May lack an escape plan May lack or have inoperable fire extinguishers and knowledge on their operation May not be constructed to OBC or OFC Standards New high-rise structures being built Some buildings are seniors focussed occupancies 	Likely	Major	High
	Hotel / Motel	<ul style="list-style-type: none"> Transient population may not familiar with the building's safety features 	Possible	Major	Moderate

Building Stock Profile Risks					
Occupancy Classification		Issues/Concerns	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
		(i.e. emergency exits, location of pull station, location of fire extinguishers) <ul style="list-style-type: none"> • Include Bed and Breakfast facilities in this category 			
	Mobile Homes & Trailers	<ul style="list-style-type: none"> • High combustibility due to construction materials • High fire loads and in some cases hoarding • Seasonal usage • Trailer parks with limited access routes 	Possible	Moderate	Moderate
	Other	N/A	N/A	N/A	N/A
Groups D & E	Business & Personal Service / Mercantile	<ul style="list-style-type: none"> • Small local business • Possibly heavy timber construction or common basements 	Possible	Major	Moderate

Building Stock Profile Risks					
Occupancy Classification		Issues/Concerns	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
		<ul style="list-style-type: none"> Main street businesses with the lack of a fire wall to stop the spread of a fire Poor housekeeping practises 			
Group F	Industrial	<ul style="list-style-type: none"> Unknown chemicals on-site May lack current emergency plan Manufacturing is the top industrial sector in the Township High fire loads Lack of sprinklers and alarm systems (not required by (Ont. Bldg. Code) Second most likely occupancy to experience a fire in Wilmot 	Possible	Major	Moderate
Other	Occupancies not classified in OBC such	<ul style="list-style-type: none"> Very old construction of heavy timbers 	Likely	Moderate	Moderate

Building Stock Profile Risks					
Occupancy Classification		Issues/Concerns	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
	as farm buildings.	<ul style="list-style-type: none">• High fire loads (i.e. hay, straw, farm equipment)• Risk to livestock• Open concept in driving sheds and barns• Lack of fire stops• Poor housekeeping• Vacant abandoned structures• Farm structures being used for non-intended purposes (i.e. illegal drug operations)• Farms experience several fires during the year			

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together in order to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 3: Critical Infrastructure Profile

Consider the community's critical infrastructure including electricity distribution, water distribution, telecommunications, hospitals, and airports and how they relate to fire and other emergency risks in the community.

Critical Infrastructure Profile Risks

List the critical infrastructure in your community and the fire and other emergency issues/concerns relating to each.

Critical Infrastructure Profile Risks	
Identified Critical Infrastructure	Issues/Concerns
Electricity transmission and distribution	<ul style="list-style-type: none"> • Hydro lines go down • Fires within transformer stations and on poles • Adverse effect to commerce if power is out • Transformer stations failing
Radio Communications	<ul style="list-style-type: none"> • Loss of communication effects multiple departments of the Township • Lack of means to notify first responders • Lack of communications if communications centre must be evacuated and moved to back up location • Lack of back-up power supply to radio systems (i.e. on-site generators/battery packs)
Telecommunications	<ul style="list-style-type: none"> • Telephone lines/cell towers go down • Lack of means of notifying first responders • Commerce relies on operating telephone lines to complete transactions • Lack of cellphone coverage throughout the Township where any areas do not have any coverage at all

Critical Infrastructure Profile Risks

Identified Critical Infrastructure	Issues/Concerns
Wireless Telecommunications	<ul style="list-style-type: none"> • Towers damaged during an event and out of service • Loss of power, battery back up for how long? On-site generators? • Numerous providers • System becomes overtaxed when landline service goes down
Regional Roads/Highways/Municipal Streets	<ul style="list-style-type: none"> • Impacted by weather events, traffic accidents, volume of traffic, damage due to significant environmental events • Roads department not able to fulfill its responsibilities due to unforeseen circumstances • Large number of vehicles use them daily • Long duration closures • Infrastructure (i.e. culverts and bridges) in good condition? • Storm water drainage adequate? • Any flood plains for storm water storage?
Natural Gas	<ul style="list-style-type: none"> • Concerns are leaks in transmission lines • Gas company infrastructure failures • Lack of natural gas could affect areas of commerce such as restaurants • Lack of gas would affect heating appliances • Pressure control sites • Any mercaptan injection sites into the pipelines?
Continuity of Government	<ul style="list-style-type: none"> • Municipal government closed due to extreme weather events, computer hacking, health emergency, disrupted power supply

Critical Infrastructure Profile Risks

Identified Critical Infrastructure	Issues/Concerns
	<ul style="list-style-type: none"> • Do employees have the ability to work from home? • Require essential services • IT systems have back up servers and power (i.e. Uninterrupted Power Supply (UPS) packs) • Protection against hackers wanting ransom?
Financial Institutions	<ul style="list-style-type: none"> • Financial institutional infrastructure • Access to cash withdrawals • Inter-Institution computer systems • Phone line breakdowns impeding commerce and financial transactions • Risk of computer systems cyber terrorism
Emergency Response Plan and the Emergency Operations Centre	<ul style="list-style-type: none"> • Emergency Response Plan and Flood Emergency Plan should be updated annually • Township has a Flood Emergency Plan in place • Both the Primary and Secondary locations have emergency stand-by power permanently installed. • The Emergency Response Plan lists the duties of the CEMC but not who is the current CEMC or their alternate(s). • If required, Township may call upon the Region of Waterloo for additional resources. • Yearly mandatory exercises and/or training sessions are completed.
Emergency Shelter	<ul style="list-style-type: none"> • Back-up stand-by generator is installed at this location to ensure the facilities maintains operations. • Activated due to hazardous materials incident, flooding, weather event, etc.

Critical Infrastructure Profile Risks

Identified Critical Infrastructure	Issues/Concerns
	<ul style="list-style-type: none"> • Able to accommodate mass numbers of civilians • In operation for extended periods of time • Food and accommodations/sleeping arrangements • Lack of adequate quantities of potable water if not on municipal water system • May be inaccessible due to flooding and area roads closed, may require multiple centers activated
Water Treatment Plant	<ul style="list-style-type: none"> • Required to maintain potable water for the residents • Back-up stand-by emergency power is installed at this location to provide ongoing water treatment/supply • Hazmat situation due to numerous chemicals used in the treatment of water to make it safe to drink • Possible location of acts of sabotage or terrorism • Back up plan if system totally fails (i.e. availability of large quantities of bottled water)
Wastewater Treatment Plant	<ul style="list-style-type: none"> • Treats sewage, water run-off, and grey water • Unknown quantities of chemicals in treatment of wastewater • Back-up stand-by generator is installed at this location to ensure the treatment of wastewater and as such prevents untreated water from entering the environment • Discharging untreated matter into the water shed could be harmful to the eco-system

Critical Infrastructure Profile Risks	
Identified Critical Infrastructure	Issues/Concerns
	<ul style="list-style-type: none"> Possible location of acts of sabotage or terrorism
Railways	<ul style="list-style-type: none"> Fires along rail lines caused by trains Freight and passenger train derailments are possible Hazmat incidents and fires involving the payloads Blocked roadways impeding fire apparatus Large numbers of passengers on commuter trains
Food and Water Inspection & Monitoring	<ul style="list-style-type: none"> Health inspectors Inspections systems in place Mass notification and testing/advice
Flood Control	<ul style="list-style-type: none"> Are flood plains designated and identified to the local residents? Rising water level, monitoring procedures are in place Flood plan implementation if required
Garbage Disposal	<ul style="list-style-type: none"> Pick up and disposal after an event occurring Location for large amounts of building materials to be separated/recycled
Municipal Water Supply	<ul style="list-style-type: none"> Communities of New Dundee and St. Agatha lack a municipal water supply system, access to a water source that is close by, or a large underground reservoir for firefighting purposes. Lack of a water supply hampers/delays firefighting operations.

Critical Infrastructure Profile Risks	
Identified Critical Infrastructure	Issues/Concerns
	<ul style="list-style-type: none"> • Tankers must travel a distance to refill therefore creating long durations of turn around time • There are some private dry hydrants and reservoirs but lack capacity of water for significant events • Risk of losing structures due to having to travel to refill tankers

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 4a: Demographic Profile

Consider the characteristics of your community's demographic profile to identify potential fire safety issues/concerns. This will help the fire department prioritize its overall risk and decisions about the provision of fire protection services. For example, traditionally older adults, young children, recent immigrants, and people with disabilities are at the highest risk of fire. Knowing if your community has a high number of people in any of these demographic groups helps your fire department prioritize your public fire safety education and Fire Code inspection and enforcement programs.

Demographic profile characteristics to consider include age, culture, education, socio-economics, transient populations, or other unique population characteristics in your community.

The following population distribution chart can assist with identifying high-risk or vulnerable demographic groups in your community.

TABLE 3: Demographic Numbers by Age

Ages of population	# of People	% of Total Population
0-4	1,305	6.35
5-9	1,385	6.74
10-14	1,365	6.64
15-19	1,255	6.10
20-24	1,050	5.11
25-29	935	4.55
30-34	1,265	6.15
35-39	1,345	6.54
40-44	1,365	6.64

Ages of population	# of People	% of Total Population
45-49	1,415	6.88
50-54	1,390	6.76
55-59	1,380	6.71
60-64	1,275	6.20
65-69	1,270	6.18
70-74	950	4.62
75-79	695	3.38
80-84	470	2.28
85 and over	430	2.09
Total Population	20,545	100

TABLE 4: Population Distribution

Total – Distribution (%) of the population by broad age groups – 100% data	100%	Male	Female
0 to 14 years	19.7	20.1	19.4
15 to 64 years	61.7	61.7	61.7
65 years and over	18.6	18.2	19.0
85 years and over	2.1	1.8	2.4
Average age	40.7	40.3	41.1
Median age	41.4	40.9	41.8

TABLE 5: Breakdown of Population by Ethnicity

Total – Visible minority for the population in private households – 25% sample data	Total 20,290	Male 10,035	Female 10,260
Total visible minority population	690	320	375
South Asian	145	75	56
Chinese	90	35	55
Black	115	60	55
Filipino	50	5	45
Latin American	80	35	45
Arab	10	N/A	N/A

Total – Visible minority for the population in private households – 25% sample data	Total 20,290	Male 10,035	Female 10,260
Southeast Asian	55	20	35
West Asian	80	35	40
Korean	15	10	5
Japanese	0	0	0
Visible minority (not identified elsewhere)	10	0	0
Multiple visible minorities	50	30	20
Not a visible minority	19,595	9,715	9,885

TABLE 6: Education

Total – Highest certificate, diploma or degree for the population aged 15 years and over in private households – 25% sample data	Total 16,250	Male 7,980	Female 8,265
No certificate, diploma or degree	2,855	1,480	1,370
Secondary (high) school diploma or equivalency certificate	4,355	2,145	2,215

Total – Highest certificate, diploma or degree for the population aged 15 years and over in private households – 25% sample data	Total 16,250	Male 7,980	Female 8,265
Postsecondary certificate, diploma or degree	9,035	4,360	4,680
Apprenticeship or trades certificate or diploma	1,510	1205	305
Trades certificate or diploma other than Certificate of Apprenticeship or Certificate of Qualification	510	325	180
Certificate of Apprenticeship or Certificate of Qualification	1,000	875	125
College, CEGEP or other non-university certificate or diploma	4,070	1,725	2,340
University certificate or diploma below bachelor level	265	135	130
University certificate, diploma or degree at bachelor level or above	3,195	1,295	1,905
Bachelor's degree	2,310	930	1,380

Total – Highest certificate, diploma or degree for the population aged 15 years and over in private households – 25% sample data	Total 16,250	Male 7,980	Female 8,265
University certificate or diploma above bachelor level	225	95	135
Degree in medicine, dentistry, veterinary medicine or optometry	60	40	20
Master's degree	520	185	335
Earned doctorate	80	45	35

TABLE 7: Household Characteristics

Total – Private households by tenure – 25% sample data	7,515
Owner	6,510
Renter	1,005
Condominium	780

TABLE 8: Socioeconomic Breakdown of Income

Total – Total income groups in 2015 for the population aged 15 years and over in private households – 100% data	Total 16,250	Male 8,010	Female 8,245
Without total income	470	240	230
With total income	15,780	7,765	8,015
Percentage with total income	97.1	96.9	97.2
Under \$10,000 (including loss)	1,655	600	1,050
\$10,000 to \$19,999	2,000	715	1,285
\$20,000 to \$29,999	1,880	705	1,170
\$30,000 to \$39,999	1,800	760	1,040
\$40,000 to \$49,999	1,730	820	915
\$50,000 to \$59,999	1,480	775	710
\$60,000 to \$69,999	1,230	705	520
\$70,000 to \$79,999	920	565	350
\$80,000 to \$89,999	740	455	285
\$90,000 to \$99,999	645	375	270
\$100,000 and over	1,700	1,285	410
\$100,000 to \$149,999	1,175	885	290
\$150,000 and over	520	400	120

TABLE 9: Workforce

Total – Population aged 15 years and over by Labour force status – 25% sample data	Total 16,250	Male 7985	Female 8265
In the labour force	11,265	5,885	5,375
Employed	10,870	5,695	5,165
Unemployed	400	190	210
Not in the labour force	4,985	2,095	2,890
Participation rate	69.3	73.7	65.0
Employment rate	66.9	71.3	65.0
Unemployment rate	3.6	3.3	3.9

Worksheet 4b: Demographic Profile

Demographic Profile Risks

List the demographic groups of concern in your community and the fire and other emergency issues/concerns relating to each group.

Demographic Profile Risks	
Identified Demographic Group	Issues/Concerns
Immigrant population	<ul style="list-style-type: none"> • May have language barriers • Cultural traditions may present fire safety concerns • Of the total population of 20,290 in 2016, only 690 were immigrants • There is a significant Mennonite populous within the Township.
Students	<ul style="list-style-type: none"> • With numerous Community Colleges and Universities in this area of southwestern Ontario, bring many temporary residents, not only from outside this area of the Province, but the Country. • Some may have language/cultural challenges in understanding some of the fire safety messaging.
Permanent Residents	<ul style="list-style-type: none"> • Approximately 21,000 residents with many living in built up areas such as Baden, New Hamburg, and rural settings such as New Dundee, Mannheim, Petersburg, Philipsburg, St. Agatha, Shingletown, Sunfish Lake, Foxboro Green, Wilmot Centre, Luxemburg, Lisbon, and Haysville. • Forecasted to have 28,500 residents by 2029 which is a 36% increase. • Those living furthest from a fire station should receive PE on fire safety, home escape plans, smoke, and CO alarms, as a priority

Demographic Profile Risks	
Identified Demographic Group	Issues/Concerns
	<ul style="list-style-type: none"> Promote the advantages to residential sprinkler systems
Seniors population	<ul style="list-style-type: none"> There are several seniors living in the community Of the total population, 21 – 25% are seniors over the age of 65 Between 2018 and 2046 it is anticipated that there will be over a 30% increase in population in the Waterloo area. Of that, 25 to 30% will be over the age of 65. By the year 2046 that equates to a 100% growth from 2018 (based on data from the Province of Ontario's Population Projects 2018-2046 report completed in the summer of 2019). Some of the seniors may have mobility and cognitive issues that may require constant care. Require public education on having working smoke and CO alarms in their homes. Have an escape plan in event of a fire Public education on safe cooking practices (i.e. how to extinguish a grease fire, absence of loose clothing over an open flame) Ensure knowledge of fire extinguisher operation
Large population of summer tourists	<ul style="list-style-type: none"> How does the fire department reach this audience with fire safety messages if they do not live in the community? Local natural attractions such as lakes, rivers, wetlands, campgrounds, and cottages bring non-permanent residents Fire and Life Safety messaging will require many means of delivery such as signage, social media, pamphlets, ads in newspapers, etc. Unknown number of seasonal residents

Demographic Profile Risks	
Identified Demographic Group	Issues/Concerns
	<ul style="list-style-type: none"> Some may not know the property identification number or street/road name of where they are staying when they call 911 for assistance

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 5: Hazard Profile

List potential hazards in the community including but not limited to hazardous materials spills, floods, freezing rain/ice storms, forest fires, hurricanes, tornadoes, transportation emergencies (i.e. air, rail or road), snow storms, windstorms, extreme temperature, cyber-attacks, human health emergencies, and energy supply (i.e. pipelines, storage and terminal facilities, electricity, natural gas and oil facilities).

Hazard Profile Risks

List the hazards in your community and the fire or other emergency risk of each.

Hazard Profile Risks			
Identified Hazard	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
Ice storm (power interruptions/ disruptions in communications/ delayed access)	Possible	Moderate	Moderate
Flood (obstructed access/increased calls for rescue/assistance)	Likely	Major	High
Extreme Temperatures	Possible	Minor	Moderate
Wildland Urban-Interface Fires	Possible	Moderate	Moderate
Utility Disruption	Almost Certain	Moderate	Moderate
Communications Disruption	Possible	Minor	Minor
Snowstorm/Blizzard/Hail	Possible	Minor	Moderate
Severe Wind Event – Tornado	Possible	Catastrophic	High
Hazardous Materials Event	Possible	Moderate	Moderate

Hazard Profile Risks

Identified Hazard	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
Drought – Low Water	Possible	Minor	Moderate
Potable Water Emergency – Wells	Possible	Moderate	Moderate
Influenza Outbreak	Likely	Major	High
Cyber Attack on Municipal Servers	Possible	Major	Moderate
Earthquake/Landslide	Unlikely	Minor	Low
Severe Thunderstorm	Likely	Moderate	Moderate
Erosion	Minor	Possible	Moderate
Large Fire	Likely	Major	High
High Angle Rescue	Unlikely	Minor	Low
Technical Rescue – Trench, Confined Space (silos)	Possible	Major	Moderate
Special Events (i.e. Fire Scene Crowd Control, Stage/Viewing Stands Collapse)	Rare	Moderate	Low
Mail Delivery	Rare	Minor	Low
Motor Vehicle Collisions	Likely	Major	High
Aircraft Crash	Unlikely	Major	Moderate
Municipal Water Treatment	Possible	Major	Moderate
Waste-Water Treatment	Possible	Major	Moderate

Hazard Profile Risks			
Identified Hazard	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
Large Explosion and Fire – (i.e. nat. gas lines, fuel storage depot, train derailments)	Possible	Major	Moderate
Train Derailment – Passenger and Freight	Possible	Major	Moderate
Acts of Terrorism and Sabotage	Unlikely	Major	Moderate
Fog	Possible	Minor	Moderate
Hurricane	Rare	Major	Moderate
Radioactive Emergency	Unlikely	Major	Moderate
Human Health – Epidemic/Pandemic	Possible	Major	Moderate
Building/Structural Collapse	Possible	Major	Moderate
War & International Emergency	Unlikely	Minor	Low
Plant Disease and Pest Infestation	Unlikely	Minor	Low
Farm Animal Disease	Unlikely	Major	Moderate
Geometric Storm/Solar Flares	Rare	Insignificant	Low
Flood Emergency Supply Shortage	Rare	Minor	Low
Landslide	Unlikely	Insignificant	Low
Space Object – Natural or Human Made	Rare	Insignificant	Low

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 6: Public Safety Response Profile

Consider other public safety response agencies (i.e. police, EMS, rescue) that might be tasked with or able to assist in the response to emergencies or in mitigating the impact of emergencies. Also consider the types of incidents each can respond to and any issues or concerns that may impact fire department response.

Public Safety Response Profile Risks

List the other public safety response agencies in your community and the incidents they respond to.

Public Safety Response Profile Risks			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
Ontario Provincial Police	<ul style="list-style-type: none"> MVCs Fire Scenes Acts of crime/violence Flood Emergencies Events in which the Wilmot Township Emergency Plan has been activated 	<ul style="list-style-type: none"> Scene control, traffic control, investigations Implementing the OPP Disaster Procedures Manual Site security Assisting with evacuation planning and maintain routes of travel Controlling traffic in and out of emergency zone Maintain law and order Work in conjunction with Waterloo Regional police and other Emergency Responder Agencies 	<ul style="list-style-type: none"> None known

Public Safety Response Profile Risks			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
		<ul style="list-style-type: none"> Assign a representative to be a member of the ECG if the Emergency Plan is activated Assist the Coroner if event is within their jurisdiction 	
Waterloo Regional Police	<ul style="list-style-type: none"> MVCs Fire Scenes Acts of crime/violence Flood Emergencies Events in which the Wilmot Township Emergency Plan has been activated 	<ul style="list-style-type: none"> Scene control, traffic control, investigations Work with OPP during an emergency and other Emergency Response Agencies Responsible for activation of the Emergency Alerting System of Wilmot Township Notification of emergency municipal services Participate as a member of the ECG if the ERP is activated Establish command post at a large incident in which the Emergency Response Plan is activated Communications link with ECG and on-site command post Establish scene perimeters 	<ul style="list-style-type: none"> None known

Public Safety Response Profile Risks			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
		<ul style="list-style-type: none"> • Assist with evacuation preparation, activation, traffic routes, scene security, control scene access • Designation of and opening of emergency evacuation centres • Notifications of supporting agencies • Providing police services where required • Notification of and work with the Coroner • Assist Emergency Site Co-ordinator 	
Waterloo Paramedic Service	<ul style="list-style-type: none"> • Medical Emergencies • MVCs • Acts of Violence • Technical Rescues • Fire stand-by • Events in which the Wilmot Twp. Emergency Plan has been activated 	<ul style="list-style-type: none"> • Take control and provide direction, upon arrival, in the treatment of the sick and injured. • Establishes a triage and command post • Liaison with local Hospital Emergency Departments • Report any issues to the Public Health Unit/Medical Officer of Health that may be of interest to them • Request assistance from the Ontario Ministry of Health and Long-Term Care, Emergency Health Services Branch 	<ul style="list-style-type: none"> • None known

Public Safety Response Profile Risks			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
		<ul style="list-style-type: none"> Co-ordinate treatment and transport during evacuations of hospitals, nursing home, long-term care facilities, homes for the aged, etc. Ensuring adequate number medical personnel and medial supplies are available on-site of emergency Assist the on-site Emergency Co-ordinator and ECG 	
Outside Fire Services	<ul style="list-style-type: none"> Automatic or Mutual Aid Incidents Respond to technical rescues/Hazmat incidents that are not considered as being Mutual Aid as there may be the need to recover costs from those involved Assist during other emergencies as 	<ul style="list-style-type: none"> Fire Suppression Cover stations directly involved with the incident Technical Rescue – Ice/Water Hazmat Mitigation Trench Rescue High Angle Rescue Confined space rescue Structural collapse MVC Extrication (mass casualty) 	<ul style="list-style-type: none"> None known

Public Safety Response Profile Risks			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
	<p>required (i.e. flooding, hazmat incidents, etc.)</p> <ul style="list-style-type: none"> As required when the Wilmot Township Emergency Plan has been activated Fire service may not need to provide full response, may provide more of a supporting response 	<ul style="list-style-type: none"> Initial response in rescue role during technical rescue incidents Assist the IC of the fire service during hazardous materials and technical rescue incidents 	
St John Ambulance	<ul style="list-style-type: none"> Public events in which large number of people in attendance 	<ul style="list-style-type: none"> Supporting role for Waterloo Regional Paramedic Service They are not permitted to transport casualties, but able to render medical aid to those injured or ill. 	<ul style="list-style-type: none"> None known
OFMEM	<ul style="list-style-type: none"> Suspicious fires 	<ul style="list-style-type: none"> Investigation – lead agency working in conjunction with the police Supporting role as required 	<ul style="list-style-type: none"> None known

Public Safety Response Profile Risks			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
	<ul style="list-style-type: none"> Any fire in which there is either a civilian or firefighter fatality High dollar loss fires Fires at retirement or nursing homes Incidents that require the implementation of the Emergency Response Plan 		
Wilmot Fire Department	<ul style="list-style-type: none"> Fires MVCs Ice/Water rescues Tiered medical Hazardous Materials incidents at awareness level of operations Technical rescues at awareness level of operation 	<ul style="list-style-type: none"> Operate out of 3 fire stations with numerous automatic agreements in place Responds to between 700 and 800 calls for service per year Suppress and extinguish fires Fire cause determination Act as lead agency during emergencies involving fire department operations Technical Rescues (i.e. water, trench, confined space, structural collapse, etc.) 	<ul style="list-style-type: none"> Loss of the operation of New Hamburg Fire Station during flooding, may need to move apparatus and equipment to

Public Safety Response Profile Risks			
Identified Public Safety Response Agency	Types of Incidents They Respond To	What is Their Role at the Incident	Issues/Concerns
	<ul style="list-style-type: none"> Flooding and evacuations Public Education Fire Prevention 	<ul style="list-style-type: none"> Property conservation Vehicle extrication 	<p>another location</p> <ul style="list-style-type: none"> Lack of firefighters available during daytime hours
Grand River Conservation Authority	<ul style="list-style-type: none"> Flooding 	<ul style="list-style-type: none"> Liaison with EOC regarding water levels and timelines District Manager with the MNRF is the local flood response co-ordinator 	<ul style="list-style-type: none"> None known

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 7: Community Services Profile

Consider community service agencies, organizations or associations that provide services that support the fire department in the delivery of public fire safety education, Fire Code inspection and enforcement and emergency response. This may include services in-kind, financial support, provisions of venues for training, increased access to high-risk groups in the community, and temporary shelter for displaced residents following an incident.

Community Services Profile Risks

List the community service agencies and the types of services they can provide.

Community Services Profile Risks		
Community Service Agencies	Types of Assistance they Can Provide	Issues/Concerns
Not Applicable	<ul style="list-style-type: none"> None 	<p>WFD has not been receiving ongoing support from local service clubs/groups in the form of funding, facilities, service in kind, etc.</p> <p>Although there are no formal agreements in place, some groups/organizations in the community have generously provided donations to the Department in the past.</p> <p>The Department is missing great opportunities to promote fire prevention and public education initiatives in cooperation with community groups/organizations, as many are looking for projects to become involved with, to assist in promoting their community service.</p>

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 8: Economic Profile

Consider the industrial or commercial sectors that provide significant economic production and jobs to the local economy and the impact to the community's economy if a fire or other emergency occurred in occupancies housing those sectors.

Economic Profile Risks

List the industrial or commercial occupancies that provide significant economic production and jobs in the community. List the fire or other emergency risks in each occupancy. Assign probability, consequence, and risk levels for each risk identified.

Economic Profile Risks				
Identified Occupancy	Key Risk	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
Vulnerable Occupancies	Fire	Possible	Major	Moderate
	Weather Event	Possible	Minor	Moderate
Grocery Stores	Fire	Possible	Major	Moderate
	Weather Event	Possible	Minor	Moderate
	Power Outage	Likely	Major	High
	Flooding	Likely	Major	High
	Telecommunications Disruption	Possible	Moderate	Moderate

Economic Profile Risks				
Identified Occupancy	Key Risk	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
	Natural Gas Disruption	Unlikely	Minor	Low
Trucking Firms	Fire	Possible	Minor	Moderate
	Weather Event	Possible	Moderate	Moderate
Restaurants/Fast Food Outlets	Weather Event	Possible	Minor	Moderate
	Telecommunications Disruption	Possible	Moderate	Moderate
	Flooding	Likely	Major	High
	Power Outage	Likely	Moderate	Moderate
	Fire	Possible	Major	Moderate
Small Business	Fire	Possible	Major	Moderate
	Weather Event	Possible	Minor	Moderate
	Flooding	Likely	Major	High
	Power Outage	Likely	Moderate	Moderate

Economic Profile Risks				
Identified Occupancy	Key Risk	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
	Telecommunications Disruption	Unlikely	Minor	Low
Municipal Operations	Weather Event	Possible	Major	Moderate
	Flooding	Likely	Major	High
	Power Outage	Likely	Major	High
	Cyber Attack	Possible	Catastrophic	High
	Fire	Possible	Major	Moderate
Municipal Operations	Wildland Fires	Likely	Minor	Moderate
	Road Closure of Long Duration	Possible	Insignificant	Low
Municipal Operations – Water and Waste-Water Treatment Plants	Sabotage or Terrorism Attack	Unlikely	Major	Moderate
Municipal Arena	Power Outage	Possible	Insignificant	Low
	Weather Event	Possible	Moderate	Moderate

Economic Profile Risks				
Identified Occupancy	Key Risk	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
	Flooding	Likely	Major	High
	Natural Gas Disruption	Unlikely	Minor	Low
Schools	Fire	Possible	Major	Moderate
	Flooding	Likely	Major	High
	Weather Event	Possible	Moderate	Moderate
	Natural Gas Disruption	Unlikely	Moderate	Moderate
	Power Outage	Likely	Moderate	Moderate
	Potable Water Emergency	Unlikely	Moderate	Moderate
	Influenza Outbreak	Possible	Moderate	Moderate
Municipality	Hazardous Materials Incident	Possible	Moderate	Moderate
Campgrounds/Seasonal Lodging	Fire	Possible	Moderate	Moderate
	Flooding	Likely	Major	High

Economic Profile Risks				
Identified Occupancy	Key Risk	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
	Weather Event	Possible	Moderate	Moderate
Financial Institutions	Telecommunications Disruption	Possible	Moderate	Moderate
	Fire	Possible	Moderate	Moderate
	Flooding	Likely	Major	High
	Cyber Attack	Rare	Insignificant	Low
Railways	Derailment of either a freight or passenger train	Possible	Major	Moderate
Industrial/Manufacturing	Fire	Possible	Major	Moderate
	Flooding	Likely	Major	High
	Power Interruption	Possible	Minor	Moderate

Note: The information on this worksheet should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 9a: Past Loss and Event History Profile

Consider previous response data to identify trends regarding the deaths, injuries, dollar loss, and causes of fire in various occupancy types. This assists in determining the leading causes of fires and high-risk locations and occupancies. In the absence of fire loss data, local knowledge may be the most reliable predictor of fire risk in your community. Also, provincial statistics can assist in determining the types of occupancies and locations where fire losses, injuries, and deaths most commonly occur.

TABLE 10: Fire by Property Category

D/N/A = Data Not Available

		2016	2017	2018
Total	Loss Fires	20	16	12
	Injuries	1	0	0
	Fatalities	0	0	0
	Est \$ Loss	2,140,800	233,000	1,006,700
	No Loss Fires	16	7	11
Structure	Loss Fires	14	7	5
	Injuries	1	0	0
	Fatalities	0	0	0
	Est \$ Loss	2,074,000	102,000	836,400
	No Loss Fires	0	0	0
Outdoor	Loss Fires	0	0	2
	Injuries	0	0	0
	Fatalities	0	0	0
	Est \$ Loss	0	0	2,800
	No Loss Fires	2	0	0
Vehicle	Loss Fires	6	9	5
	Injuries	0	0	0
	Fatalities	0	0	0
	Est \$ Loss	66,800	131,000	167,500
	No Loss Fires	0	0	0
No Loss – Outdoor Fires excluded	Loss Fires	0	0	0
	Injuries	0	0	0
	Fatalities	0	0	0
	Est \$ Loss	0	0	0
	No Loss Fires	14	7	11

TABLE 11: Fires by Property Classification

		YEAR: 2016					YEAR: 2017					YEAR: 2018				
		# of Fire s	\$ Loss	# of Injuries	# of Deaths	Causes	# of Fire s	\$ Loss	# of Injuries	# of Deaths	Causes	# of Fires	\$ Loss	# of Injuries	# of Deaths	Causes
Group A	Assembly	1	100,000	1	0	See Below	0	0	0	0	N/A	1	500	0	0	See Below
Group B	Detention	0	0	0	0	N/A	0	0	0	0	N/A	0	0	0	0	N/A
	Care & Treatment/ Care	0	0	0	0	N/A	0	0	0	0	N/A	0	0	0	0	N/A
Group C	Residential	7	424,000	0	0	See Below	3	80,500	0	0	See Below	2	25,900	0	0	See Below
	Mobile Homes & Trailers	0	0	0	0	N/A	0	0	0	0	N/A	0	0	0	0	N/A
Groups D & E	Business & Personal Service/Merchandise	1	600,000	0	0	See Below	0	0	0	0	N/A	0	0	0	0	N/A
Group F	Industrial	4	850,000	0	0	See Below	2	20,000	0	0	See Below	1	10,000	0	0	See Below
Other – Properties not classified by OBC		0	0	0	0	N/A	2	1,500	0	0	See Below	0	0	0	0	N/A
Properties classified under National Farm Building Code		1	100,000	0	0	See Below	0	0	0	0	N/A	1	800,000	0	0	See Below
TOTALS		14	2,074,000	1	0	See Below	7	102,000	0	0	See Below	5	836,000	0	00	See Below

Determined Fire Causes:

- Arson
- Design/Construction/Maintenance Deficiency
- Mechanical/Electrical Failure
- Misuse of Ignition Source/Materials First Ignited
- Unintentional
- Undetermined

TABLE 12: Summary of Total Emergency Calls (fires and non-fire calls)

	Total	Loss Fire Structure	Loss Fire Other	Loss Fire Vehicle	No Loss Fire	No Loss Fire - Excluded	Non-Fire Call
2016	738	14	0	6	2	14	702
2017	732	7	0	9	0	7	709
2018	767	5	2	5	0	11	744

TABLE 13: Overview Property Class, Injuries, Cause, Ignition Source

				2016	2017	2018	
Structure	Total		Loss Fires	14	7	5	
			Injuries	1	0	0	
			Fatalities	0	0	0	
			Est \$ Loss	2,074,000	102,000	836,400	
			No Loss Fires	0	0	0	
	Intentional	Total		Loss Fires	2	2	0
				Injuries	1	0	0
				Fatalities	0	0	0
				Est \$ Loss	400,000	1,500	0
				No Loss Fires	0	0	0
		Arson		Loss Fires	2	2	0
				Injuries	1	0	0
				Fatalities	0	0	0
				Est \$ Loss	400,000	1,500	0
				No Loss Fires	0	0	0
	Unintentional		Total	Loss Fires	9	5	5

				2016	2017	2018
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	1,364,000	100,500	836,400
			No Loss Fires	0	0	
		Design / Construction / Maintenance Deficiency	Loss Fires	1	2	0
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	1,000	10,500	0
			No Loss Fires	0	0	0
		Mechanical / Electrical Failure	Loss Fires	2	1	2
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	600,000	30,000	825,000
			No Loss Fires	0	0	0
		Misuse of Ignition Source / Material First Ignited	Loss Fires	5	1	2
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	713,000	50,000	1,400
			No Loss Fires	0	0	0
		Other Unintentional	Loss Fires	0	1	1
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	0	10,000	10,000
			No Loss Fires	0	0	0
		Undetermined	Loss Fires	1	0	0
			Injuries	0	0	0

				2016	2017	2018
			Fatalities	0	0	0
			Est \$ Loss	50,000	0	0
			No Loss Fires	0	0	0
	Other	Total	Loss Fires	2	0	0
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	70,000	0	0
			No Loss Fires	0	0	0
		Other	Loss Fires	2	0	0
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	70,000	0	0
			No Loss Fires	0	0	0
	Undetermined	Total	Loss Fires	1	0	0
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	240,000	0	0
			No Loss Fires	0	0	0
		Undetermined	Loss Fires	1	0	0
			Injuries	0	0	0
			Fatalities	0	0	0
			Est \$ Loss	240,000	0	0
			No Loss Fires	0	0	0

TABLE 14: Fires by Ignition Source Class

			2016	2017	2018
Structure	Total	Loss Fires	14	7	5
		Injuries	1	0	0
		Fatalities	0	0	0
		Est \$ Loss	2,074,000	102,000	836,000
		No Loss Fires	0	0	0
	Appliances	Loss Fires	0	1	0
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	0	500	0
		No Loss Fires	0	0	0
	Cooking Equipment	Loss Fires	3	1	0
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	243,000	50,000	0
		No Loss Fires	0	0	0
	Electrical Distribution Equipment	Loss Fires	1	1	3
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	100,000	30,000	35,500
		No Loss Fires	0	0	0
	Heating Equipment, Chimney etc.	Loss Fires	2	0	0
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	101,000	0	0

	Open Flame tools, smoker's articles	No Loss Fires	0	0	0
		Loss Fires	1	0	0
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	600,000	0	0
		No Loss Fires	0	0	0
	Other, electrical, mechanical	Loss Fires	2	0	1
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	550,000	0	800,000
		No Loss Fires	0	0	0
	Processing Equipment	Loss Fires	0	1	0
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	0	10,000	0
		No Loss Fires	0	0	0
	Miscellaneous	Loss Fires	1	1	0
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	10,000	10,000	0
		No Loss Fires	0	0	0
	Exposure	Loss Fires	2	0	0
		Injuries	0	0	0
		Fatalities	0	0	0
		Est \$ Loss	70,000	0	0
		No Loss Fires	0	0	0

	Undetermined	Loss Fires	2	2	0
		Injuries	1	0	0
		Fatalities	0	0	0
		Est \$ Loss	400,000	1,500	0
		No Loss Fires	0	0	0

TABLE 15: Total Number of Fire Calls by Type and Percentage

Call Type	2016		2017		2018	
	# of Calls	% of Total Calls	# of Calls	% of Total Calls	# of Calls	% of Total Calls
Outdoor Burning - Controlled	8	1%	12	2%	10	1%
CO False Alarms	30	4%	17	2%	23	3%
False Fire Calls	65	9%	69	9%	63	8%
Medical/Resuscitator Calls	336	46%	327	45%	360	47%
Other Response	169	23%	186	25%	169	22%
Pre-Fire Conditions	15	2%	6	1%	13	2%
Property Fire/Explosions	14	2%	7	1%	5	1%
Public Hazard	14	2%	17	2%	25	3%
Rescue	65	9%	75	10%	81	11%
Loss Fire - Vehicles	6	1%	9	1%	5	1%
Total	738	100	732	100	767	100

Worksheet 9b: Past Loss and Event History Profile

Past Loss and Event History Profile Risks

List the causes for each occupancy type identified on the previous worksheet.

Assign probability, consequence and risk levels to each cause identified.

Past Loss and Event History Profile				
Occupancy Type/Location	Causes	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
Group A - Assembly	Electrical	Possible	Minor	Moderate
	Mechanical Deficiency	Possible	Minor	Moderate
	Arson	Possible	Major	Moderate
Group C - Residential	Accidental	Possible	Major	Moderate
	Electrical	Likely	Major	High
	Maintenance Deficiency	Likely	Major	High
	Arson	Possible	Major	Moderate
	Undetermined	Possible	Major	Moderate

Past Loss and Event History Profile

Occupancy Type/Location	Causes	Probability (refer to Table 1)	Consequence (refer to Table 2)	Assigned Risk Level (refer to the Risk Level Matrix)
Group D- Business / Personal Services	Electrical	Possible	Minor	Moderate
	Mechanical Deficiency	Possible	Minor	Moderate
	Arson	Possible	Major	Moderate
Group E - Mercantile	Electrical	Possible	Major	Moderate
Group E - Mercantile	Mechanical Deficiency	Possible	Major	Moderate
	Arson	Possible	Major	Moderate
Group F - Industrial	Electrical	Possible	Minor	Moderate
	Mechanical Deficiency	Possible	Minor	Moderate
Other – Farm Buildings	Arson	Possible	Major	Moderate
	Electrical	Possible	Major	Moderate
	Mechanical Deficiency	Possible	Major	Moderate

NOTE: The information on Worksheet 9b should be considered in conjunction with the information on all other worksheets, and not in isolation. Worksheet 10 allows fire departments to consider all the information on all worksheets together to make decisions about the provision of fire protection services in their municipality/community.

Worksheet 10 - Identifying Treatment Options for the Top Risks in the Community

When assessing and identifying treatment options, once risk levels have been assigned, fire departments can determine how best to treat each risk and the resources required to do so.

Options for treating risks include the following:

1. Avoid the Risk
2. Mitigate the Risk
3. Accept the Risk
4. Transfer the Risk

Avoid the Risk

Avoiding the risk means implementing programs and initiatives to prevent a fire or emergency from happening.

For example, public fire safety education initiatives aim to change people's behaviours so that fires may be prevented, and people react appropriately when fires occur. Fire Code inspections and enforcement help to ensure that buildings are compliant with the Ontario Fire Code.

Mitigate the Risk

Mitigating the risk means implementing programs and initiatives to reduce the probability and/or consequence of a fire or emergency.

For example, a routine Fire Code inspection and enforcement program to ensure Fire Code compliance helps to reduce the probability and consequence of a fire.

A pre-planning program involving fire suppression crews allows the fire department to gain knowledge about specific buildings in the community and their contents, fuel load, fire protection systems, etc. This information can be provided to the fire inspection staff who can ensure the building is compliant with the Fire Code. It can also assist suppression crews to plan fire suppression operations should a fire occur in a building. These activities can reduce the probability and consequence of a fire.

Accept the Risk

Accepting the risk means that after identifying and prioritizing a risk, the fire department determines that no specific programs or initiatives will be implemented to address this risk. In

this treatment option, the fire department accepts that the potential risk might happen and will respond if it occurs.

For example, typically fire departments do not implement programs to prevent motor vehicle collisions. It is generally accepted, however, that collisions will happen and that the fire department will respond when they do. Similarly, environmental hazards (e.g. ice storms) and medical calls cannot be prevented by a fire department program or initiative, yet fire departments typically respond when these emergencies occur.

When accepting risks, fire departments should consider their capacity (i.e. equipment, personnel, training, etc.) to respond.

Transfer the Risk

Transferring the risk means the fire department transfers the impact and/or management of the risk to another organization or body. Contracting public fire safety education, Fire Code inspection and enforcement, or emergency response services to a neighbouring municipality or another organization are examples of transferring the management of risks to another body.

For example, a community may enter into a fire protection agreement with a neighbouring community with respect to any, or all, of the Three Lines of Defence.

Setting the Type and Level of Fire Protection Services

When setting the type and level of fire protection services, all Three Lines of Defence should be considered in terms of the impact each will have on the probability or consequence of identified risks. Once fire departments have determined the preferred treatment option for each risk, they can plan and implement activities that address those risks. Things to consider include the fire department's current resources, staffing levels, training, equipment, and authority versus those that may be required to implement the preferred treatment options.

After considering these issues, the preferred treatment option (e.g. avoid the risk, mitigate the risk, accept the risk, or transfer the risk) can be noted in the *Preferred Treatment Option* column of worksheet 10 in Appendix A.

Fire departments should also ensure that operational policies and standard operating guidelines address the levels of service and activities required to address each risk. This includes setting goals and objectives and determining resources, training, equipment, activities, and programs required across each of the Three Lines of Defence.

The process of making informed decisions about the provision of fire protection services should include careful consideration of the following:

- Implementation of public fire safety education, Fire Code inspections and enforcement, and emergency response activities that are appropriate to address the causes, behaviours, or issues associated with identified risks.
- Capabilities and capacity of the fire department (e.g. financial and staffing resources, training, equipment, authority, etc.) that may be required to implement preferred treatment options.
- Strategic partners with common interests, available resources, or skill sets that could assist in addressing risks using the applicable risk assessment profiles.
- Establishing and Regulating By-laws, operational policies, and standard operating guidelines that reflect the fire protection services to be provided to address the identified risks.
- Establishment of goals and objectives, strategies, timelines, and evaluation for the proposed fire protection services to be provided.
- Communication with municipal council and the public to outline the types and levels of fire protection services that will be provided.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
Geographic Profile	Body of water impacts training, equipment for response	Avoid and Mitigate Risk - Implement water/ice rescue training protocols, SOGs, policies and activities. Initiate automatic aid agreements for rescues offshore. Ice/water technical rescue team is being established.
	Body of water impacts response time	Avoid Risk - Implement appropriate response protocols, SOGs, and activities.
	Body of water – recreational/tourist activities	Avoid and Mitigate Risk – Public education programs required. Install signage at key locations of bodies of water identifying the risks of thin ice. Have pamphlets available at lodging locations warning of the dangers of thin ice and how a person may self rescue. List items persons should have when going on the ice such as ice picks, throw rope, whistle or a loud horn, cellphone in a waterproof kit. The use of social media networks will assist in educating the public on the dangers of being near/on water in both the summer and winter months. Educate seasonal residents on the importance of knowing their exact address to avoid delaying fire services response.
	Nith River	Accept Risk - Implement appropriate response protocols, SOGs, and activities during flooding season.
	Nith River	Avoid and Mitigate Risk - Implement appropriate response protocols, SOGs, and activities to mitigate an ice/water rescue from shore.
	Grass / Wildland / Forests	Avoid and Mitigate Risk – Promote no burning fire bans and review and update the outdoor burning by-law. Educate residents on importance of maintaining access routes into their property. Control vegetation growth along roadways.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
		Promote safe campfire practices. Partner with MNRF on safe burning practices, through public education opportunities.
	Road Network	Avoid Risk – Control vegetation growth along roads. Some roads are closed for long duration due to extreme weather events. Landowners should be made aware of their responsibilities in maintaining any private roads. A long-term road improvement strategy to maintain the quality of the roads and monitor fire service response times.
Building Stock Profile	Fires	Avoid and Mitigate Risk - Increase public education on preventive maintenance due to design/construction/maintenance deficiencies, mechanical/electrical fires, misuse of ignition source/materials first ignited.
	Fires	Avoid and Mitigate Risk – Industrial/commercial (i.e. fires and the major impact they may cause to ongoing commerce in the area). Staff out of work, loss of business, other businesses see downturn in sales as residents could be out of work. Increase frequency of fire inspections, enforcement and public education may assist in reducing the risk of fire occurring.
	Fires	Avoid and Mitigate Risk – Aged buildings within older areas of rural communities. Heavier timber construction. Should be fire inspected annually and public education opportunities for building owners and staff on fire prevention, fire extinguisher use, etc. Base frequency on the standards of either the Fire Underwriters or NFPA 1730.
	Residential Dwellings – lack of smoke and CO alarms, home escape plans, fire	Avoid and Mitigate Risk – Implement aggressive public education initiatives promoting smoke/CO alarms, escape plans to school children, fire extinguishers, and residential sprinklers. Promote the need for well maintained wood burning chimneys and their cleaning before the season begins.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
	extinguishers, vacant and derelict structures, poor housekeeping practices	The Fire Prevention Branch should monitor inspections for Fire Code violations and enforce non-compliance as required.
	Farmland – Vacant structures	Avoid Risk – Educate property owners to the risks and encourage fire plans for unused structures. Promote the need for safe structures including securing, enhancing the structural stability, or removing them.
	Heritage Structures	Avoid Risk – Conduct fire inspections on an annual basis if structure is occupied. Promote smoke alarms and fire extinguishers. Contact property owners to establish what the plans are for the vacant designated heritage structures. Promote the need to securing and making any vacant structures safe.
	Vulnerable Occupancies	Avoid Risk – Implement public education on safe cooking and smoking practices. Know and practice escape routes out of their building. Address the needs of those that may have mobility and/or cognitive behavioral issues in escaping a fire.
Critical Infrastructure Profile	Electricity	Accept and Mitigate Risk – Loss of power will adversely affect all forms of daily life. Businesses, schools, industries, residences, emergency services all rely heavily on power. Install permanent standby generators at key municipal buildings/services.
	Water	Accept Risk – Failure of maintaining potable drinking water from water supply system. Failure due to mechanical or human means will place the community at risk for public safety. Will affect healthcare, schools, commerce, etc.
	Telecommunications	Accept Risk – Loss of cell coverage throughout the Township or poor/no coverage in other areas. Township should work with cellphone communication companies to explore opportunities of improving coverage/long-term back-up power for long duration events.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
	Natural Gas	Accept Risk – Loss of supply of natural gas in the event of transmission line breakages. Work with local service authorities in relation to public education initiatives in such events.
	Continuity of Government	Avoid and Mitigate Risk – During implementation of the emergency plan, staff unable to attend work locations due to weather event. Staff should have access to the Township’s computer network to work from home.
Demographic Profile	Senior Citizens	Avoid and Mitigate Risk – It has been identified that seniors are looking at Wilmot Township as a great place to retire. They want a community that provides the services they may require, and ones that they could become involved in. This would be achieved by joining senior’s groups and service clubs. There will be the requirement to provide public education to the new residents.
	Senior Citizens	Avoid and Mitigate Risk – Continue public education opportunities at fairs, club meetings, and promotional events (i.e. fire prevention week). Further Public Education opportunities should discuss the following topics of interest that relate to seniors: <ul style="list-style-type: none"> • Importance of working smoke and CO alarms • Safe cooking practices, dangers of using oils and grease for cooking • Develop and practise an escape plan for their place of residence • How to extinguish a cooking fire • How to operate a fire extinguisher (conduct clinics) • Prevent burns by not carrying burning pots and pans outside • Prevent clothing from catching fire by not wearing loose clothing near open flames

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
	Youth	Avoid and Mitigate - Fire education and career education programs focused on youth. Possibly initiate a junior firefighter program to promote interest in the emergency services to the Township's youth. As a means of students meeting their required hours of community service as part of the school curriculum, identify opportunities to assist the WFD (i.e. websites, public education, duties around the station, etc.).
	Schools	Avoid and Mitigate – Promote fire safety - develop and practice escape plan; discourage playing with ignition sources; conduct fire drills in the schools; promote fire prevention week (e.g. a contest for the best fire prevention poster or family escape plan); demonstrate how to crawl on the floor through smoke. Conduct a “Fire Chief for the Day” promotion in conjunction with a specific fire safety message (i.e. recording their family practicing their home escape plan).
	Seasonal Residents	Avoid and Mitigate Risk – Aggressive public education initiative promoting smoke and CO alarms, escape plans, fire extinguishers. Residents not aware of the address they are at; suggest it be written out and posted near a phone.
	Permanent Residents – lines of communications	Avoid and Mitigate – Enhance lines of communication regarding open air burning permits, fireworks by-laws, public education and fire prevention topics of interest. Provide updates on FD activities. Provide public education literature within the tax bills when they are sent out or via social media.
Hazard Profile	Fires	Avoid and Mitigate Risk – Through public education opportunities in schools by having children work on developing an escape plan in the home. Educating them on what to do when smoke alarms are activated. How to crawl on the floor through smoke.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
	Fires	Avoid and Mitigate Risk - Due to the time it may take to respond to areas furthest from the fire stations, the Department should promote the Three Lines of Defence to those residents. This could be done through public education means along with the distribution of fire prevention educational material.
	Fires	Avoid and Mitigate Risk – Recommended that the Fire Prevention Division promote the value of residential sprinkler systems. Statistics show that residential sprinklers save lives and reduce the fire loss. In turn, property owners will reap savings on insurance costs and see an increase in the property value. With new residential developments, the Fire Prevention Division could work with the developer in promoting residential sprinklers as an “add on” in new home construction.
	Weather Event	Accept Risk – Tornadoes, ice and snowstorms, extreme heat and cold events, intense rainstorms, flooding. Although these cannot be completely avoided, they can, in most cases be predicted, which will allow for public awareness through media releases. Promote the need for families to maintain 72-hours worth of food and drinking water in the event of losing power for long durations. They should also have some cash ready to use as may not be able to use electronic forms of payment.
	Motor Vehicle Collisions	Accept Risk – Mass casualties, road closures of long durations. Fire service to assess roads and frequency of events to ensure they are prepared for any type of event.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
Public Safety Response Profile	Outside Fire Services	<p>Transfer Risk - WFD does not provide advanced hazardous materials or technical rescue response and mitigation. As such the Department should enter into response agreements with outside fire services that do provide such service(s). Technical rescues could include confined space, high angle rope, trench, etc.</p> <p>Kitchener Fire Department has agreed in principal to respond into Wilmot Township to perform a technical rescue. A formal agreement should be developed and agreed upon.</p>
	Wilmot Fire Department	<p>Avoid Risk – WFD should embrace opportunities to interact with the community through Public Education and Fire Prevention programs. As the population grows, so does the necessity to meet the demands for additional Public Education and Fire Prevention initiatives.</p> <p>Complete an OFMEM Standard Incident Report for each Fire Prevention/Public Education event for statistical purposes.</p>
	Wilmot Fire Department	<p>Avoid Risk – With the potential increase of population of 36% and the likelihood of high-rise buildings being constructed in the community, an increase in the calls for service may require changes to response procedures and training when handling high-rise incidents. Policies, procedures, and training will be required to respond to high-rise incidents as well as sub-surface features of the building such as parking garages and storage areas.</p>
	Wilmot Fire Department	<p>Avoid and Mitigate Risk - Like so many other fire services in Ontario, WFD has problems with personnel being available to respond Mon to Fri from 8 a.m. to 5 p.m. The days of employers permitting an employee that belongs to the local fire</p>

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
		<p>department to leave work to attend a call, are, for the most part, over. Therefore, daytime availability of firefighters has diminished.</p> <p>The Fire Department should examine options for increasing firefighter reliability such as assign platoon shifts, immediate multi-station responses, or monitoring for requirement to add career firefighters Mon – Fri on dayshifts.</p>
	Wilmot Fire Department - Mainstream Media / Social Media	<p>Avoid and Mitigate Risk – Mainstream media such as radio/TV/newspapers could be used to the advantage of the fire service in sending out fire prevention and public education messaging.</p> <p>Social media such as Facebook, Instagram, Twitter are all acceptable avenues of sharing fire safety messaging.</p>
	Wilmot Fire Department	<p>Avoid Risk – WFD through a proactive program in conjunction with a building supply company, subdivision developers, along with a sprinkler installation company, promote the value of installing residential sprinkler systems in homes. It is suggested that it focus on installing them during major renovations or new builds. Sprinklers save lives and property and will save funds to the homeowner on insurance costs, while increasing the value of their property.</p> <p>The Canadian Automatic Sprinkler Association, a member of the Home Fire Sprinkler Coalition of Canada, states the installation of sprinklers will cost approx. \$1.35 / ft² and add between 1 to 1.5% to the total building cost in new construction. Visit: http://homefiresprinklercanda.ca/</p>

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
	Waterloo Paramedic Service	Avoid and Mitigate Risk – Fire Chief should monitor response/arrival times of paramedic services and communicate any concerns to the Paramedic Chief. The tiered medical agreement between the Wilmot Fire Department and the Paramedic Service should be reviewed and changes made accordingly to better serve the Township. WFD should promote and take advantage of any joint training opportunities.
	Kitchener Fire Dispatching Service	Avoid Risk – During the next contract renewal, discussions should include any areas of concern to meet NFPA 1221, Compliance for Fire Communications Centres as well as any other concerns there might be.
	Waterloo Regional 911 CERB	<p>Avoid Risk – Region should review opportunities to provide advance notification to residents of significant events occurring that may have a direct effect on their way of life (i.e. mass evacuation). Notification through a reverse 911 phone system.</p> <p>Preparing for the Next Generation 911 and its affects on Waterloo Region emergency services. Early estimates are that the NG 911 system could cost between \$250,000 and \$500,000 which inevitably will be passed onto the clients. This may impact the FD’s budget.</p> <ul style="list-style-type: none"> • Other estimates are \$80K/seat (+/- 25%) • Annual operating costs of 25% of the capital expenses
Community Services Profile	Service Clubs	Avoid and Mitigate Risk – WFD should promote their fire prevention and public education initiatives to local service groups for future opportunities of financial support through partnerships. Service clubs are always looking for new ways and means of supporting their community anything to do with saving lives will find a sponsor.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
		Presently the WFD does not have any formal support by way of finances, facilities, or link in kind from any Wilmot area service clubs or other outside organizations. Discussions are currently taking place with some community groups.
Economic Profile	Electricity	Avoid and Mitigate Risk – Promote to business owners the advantages of having a standby generator in the event they lose power. Having a generator could prevent the loss of food due to spoilage, lost sales due to inability to complete transactions, lack of power to operate equipment, no lighting in the place of business.
	Fires	Accepted Risk – Loss of business commerce and income to families due to fires. There is also the spin-off of loss of commerce to other non affected businesses.
	2020 Pandemic	Accept Risk – Current world events involving the Covid-19 pandemic has resulted in the temporary or permanent closure of many businesses resulting in job loss. Loss of financial income to the Township due to many recreation programs being cancelled, facilities being closed, staff being temporarily laid off. Residents may not have the funds to pay their property taxes as required. May take years to get out of the economic recession.
Fires Past Loss and Event History Profile	Fires	Avoid and Mitigate Risk – Through public education on dangers of unattended cooking, uncleaned or maintained chimneys, older electrical and mechanical equipment not upgraded, and lack of good housekeeping practices. Providing year-round education on the prevention of kitchen and cooking fires.

Mandatory Profiles	Top Risk or Issues/Concerns	Preferred Treatment Option
		<p>During festive times of year, fires have occurred from dried out Christmas trees getting exposed to hot lights on the tree or an electrical failure of the strand of lights.</p> <p>Fires also caused by candles left burning when residents leave to go out for the night or forget to blow them out before going to bed.</p>
	Fires	<p>Avoid Risk – WFD should monitor all fires that the cause is undetermined or arson. The undetermined could have been missed as being an arson. When determining it as arson, they should look for reasons it could be, is it youth fire starters, insurance fraud, vandalism or just revenge for some unknown reason.</p>
	Undetermined Causes for Fires	<p>Avoid and Mitigate – Members of the Department have been trained to the NFPA Standard on Fire Cause Determination (NFPA 1033). Utilize the resources available through the OFMEM on determining causes. Note if there is a trend developing and act accordingly.</p>
	Fires	<p>Avoid Risk – Promote the advantages of upgrading electrical systems be it the wiring or fuse panel. Any residences or businesses using fuse panels should investigate replacing them with electrical breakers.</p>

Risk Assessment, Review and Future Updates

O. Reg. 378/18 requires fire departments to complete a new community risk assessment at least every five years. The regulation also requires that fire departments review their community risk assessment at least once every 12 months to ensure it continues to accurately reflect the community and its fire and emergency risks. The purpose of this review is to identify any changes in the mandatory profiles that may result in a change in risk level, or a change in the type or level of fire protection services the fire department determines necessary to address the risks. This review is intended to ensure that the fire protection services provided continue to be evidence-based and linked to the identified risks.

This review process may or may not involve a close examination of all the nine community profiles, depending on whether any changes related to the profiles have occurred since the completion of the risk assessment or the last review. For example, changing demographic profiles (e.g. an aging population or an increase in the number of immigrants) or changing geographic profiles (e.g. the planned construction of a new highway) may impact the risks identified in the community risk assessment and the fire department activities and resources required to address them. A review may or may not result in any changes to the assigned risk levels or fire protection services. However, a review can provide evidence-based justification for decisions that may impact the delivery of fire protection services.

Fire departments should maintain documentation that the reviews required by O. Reg. 378/18 have been conducted. This documentation should include:

- Any changes to any of the mandatory profiles
- Any changes to assigned risk levels or fire protection services that occur as a result of the review
- Any other information the fire department deems appropriate to the review or any resultant changes to fire protection services.

If no significant changes occur in the community within a 12-month period, and no changes are required to the profiles or fire protection services, a review could simply consist of documentation to that effect.

APPENDIX A: FIRE MARSHAL'S COMMUNIQUE



ONTARIO REGULATION 378/18 COMMUNITY RISK ASSESSMENT

Communiqué 2019-05

July 4, 2019

The Office of the Fire Marshal and Emergency Management (OFMEM) is pleased to announce that the **Ontario Regulation 378/18** that was filed on May 8, 2018 came into force on July 1, 2019. This regulation, made under the Fire Protection and Prevention Act, 1997 (FPPA) requires all municipalities and fire departments in territories without municipal organization to complete a community risk assessment and use its community risk assessment to inform decisions about the provision of fire protection services.

This regulation will ensure municipalities, and fire departments in territories without municipal organization, make evidence-based decisions on the provision of fire protection services based on the unique needs and circumstances of each of their communities in accordance with 2.(1) of the FPPA.

Ontario Regulation 378/18 can be viewed online at [**www.ontario.ca/laws**](http://www.ontario.ca/laws)

While the regulation came into effect on July 1, 2019, municipalities and fire departments may have up to July 1, 2024 to complete their community risk assessment.

The OFMEM is currently developing a guideline to assist municipalities and fire departments in completing their risk assessments in accordance with the regulation. The guideline will be made available to the fire service through a subsequent Communiqué and posted on the OFMEM website.

Enquiries regarding the Ontario Regulation 378/18 may be directed to Office of the Fire Marshal and Emergency Management via email [**askofmem@ontario.ca**](mailto:askofmem@ontario.ca).

CRA Guideline OFMEM



Download the CRA Guideline [1.2 MB]

Sample Worksheets

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July, 2019

OFMEM Section: Public Safety Education at 1-800-565-1842

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Abstract

The Office of the Fire Marshal and Emergency Management (OFMEM) has developed this guideline to assist municipalities and fire departments in a territory without municipal organization, to conduct community risk assessments and use its community risk assessment to inform decisions about the provision of fire protection services, in accordance with *Ontario Regulation 378/18 (O.Reg. 378/18)*, and the *Fire Protection and Prevention Act 1997 (FPPA)*. For further information or assistance contact the Public Safety Education Manager at 1-800-565-1842.

This guideline provides:

An outline of recommended best practices to conduct a community risk assessment in order to make informed decisions about the provision of fire protection services.

Descriptions of the nine mandatory profiles outlined in *O. Reg. 378/18* that must be addressed in the community risk assessment, including examples of where this data and information can be obtained.

Worksheets that can be used or modified to document and analyze data/information related to the nine mandatory profiles that must be addressed in the community risk assessment in accordance with *O. Reg. 378/18*, and,

Worksheets that can be used or modified to assist in assigning risk levels and identifying preferred treatment options.

1.0 SCOPE

This document has been prepared by the Office of the Fire Marshal and Emergency Management to assist municipalities and fire departments in territories without municipal organization to conduct community risk assessments to meet the requirements of Ontario Regulation 378/18.

2.0 INTRODUCTION

Community risk assessments allow fire departments to make informed decisions about the types and levels of fire protection services they will provide based on identified risks.

Risk is defined as a measure of the probability and consequence of an adverse effect to health, property, organization, environment, or community as a result of an event, activity or operation.

By identifying all fire and life safety risks in their community and prioritizing them based on the probability of them occurring and the impact they would have if they occurred, fire departments are able to determine which risks to address and how best to address them. Risk assessments allow fire departments to ensure their levels of service, programs and activities for public fire safety education, Fire Code inspections and enforcement, and emergency response directly address the identified risks and are most effective at preventing and mitigating them. The *Fire Protection and Prevention Act, 1997 (FPPA)* mandates that every municipality in Ontario shall establish a program which must include public education with respect to fire safety and certain components of fire prevention, and provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances. In the fire service, these elements are commonly referred to as the Three Lines of Defence:

- Public Fire Safety Education
- Fire Safety Standards and Enforcement
- Emergency Response

In order to meet these obligations, municipalities need to make informed decisions with respect to the types and levels of fire protection services they provide. This requires an understanding of the risks facing the community that can be identified through a community risk assessment. Once identified, the risks can be prioritized to assist in making informed decisions about risk treatment options and the provision of fire protection services.

Ontario Regulation 378/18: Community Risk Assessments (O. Reg. 378/18) requires that every municipality and every fire department in a territory without municipal organization complete a community risk assessment and use it to inform decisions on the provision of fire protection services. The Community Risk Assessment is an in-depth and comprehensive assessment to inform fire protection service levels and requires the identification, analysis, evaluation and prioritizing of risk, based on nine mandatory profiles.

The regulation outlines a standard set of information profiles that must be considered when conducting a community risk assessment. The information and data gathered to address each

of the profiles will assist in determining and prioritizing the risks to public safety in the community, and determining the fire protection services to be provided by municipalities and fire departments in territories without municipal organization to address those risks. The mandatory profiles identified in Schedule 1 of O. Reg. 378/18 were determined from examining various current industry models on risk assessment. Many of these models provide comprehensive coverage pertaining to identification of data and information relating to community risks. However, it should be noted that these risk assessment models may or may not include all of the nine mandatory profiles as identified in Schedule 1 of O. Reg. 378/18. Municipalities and fire departments in territories without municipal organization may use other tools, models or guidelines to conduct their community risk assessments provided that their final community risk assessment meets all the requirements outlined in O. Reg. 378/18., including consideration of each of the nine mandatory profiles identified in Schedule 1 of the regulation (see Appendix E).

The Guideline provides suggestions as to how to record and analyze the data/information using the sample worksheets that are provided in the Guideline. Municipalities and fire departments in territories without municipal organization have flexibility to include any additional information (e.g. maps, charts, diagrams) they deem appropriate to best assist them in analyzing their data and information in order to make informed decisions on fire protection services.

The Emergency Management and Civil Protection Act (EMCPA) requires every municipality to conduct an all-hazards risk assessment, which informs continuous improvement of emergency management programs and improves public safety. A completed Hazard Identification Risk Assessment (**HIRA**) may provide some of the information/data required to fulfil the needs of a Community Risk Assessment under O. Reg. 378/18, although there will be specific fire related information that is not contained in the HIRA that will be gathered as part of this process. The HIRA and the Community Risk Assessment are separate processes but should be viewed as complementary to one another.

Note: For the purposes of this guideline, the terms “fire department” and “fire departments” will be considered to include every municipality and every fire department without municipal organization.

3.0 CONDUCTING A COMMUNITY RISK ASSESSMENT

3.1 Identifying Risks – Mandatory Profiles

The first step in conducting a community risk assessment is to identify the various fire and life safety risks in the community. This can be done by gathering data about the make-up of the community and the activities occurring there.

O. Reg. 378/18 requires fire departments to consider the following profiles when completing their community risk assessment to ensure the risk assessment best considers all potential risks in the community:

- Geographic Profile
- Building Stock Profile
- Critical Infrastructure Profile
- Demographic Profile
- Hazard Profile
- Public Safety Response Profile
- Community Services Profile
- Economic Profile
- Past Loss and Event History Profile.

Fire departments need to gather and review data and information about each of these profiles to identify the fire and life safety risks that could impact the community.

Worksheets 1 to 9 in Appendix A of this guideline can be used to record and organize the data and information for each profile. The worksheets can be filled in electronically. Fire and emergency risks and issues/concerns can be noted in the appropriate columns of each worksheet as they are identified. These worksheets can be modified or adapted to suit local needs based on available data or information.

A description of each profile, including potential sources of data and information for each, is provided below.

3.1.1 Geographic Profile

Geographic profile refers to the physical features of the community, including the nature and placement of features such as highways, waterways, railways, canyons, bridges, landforms, and wildland-urban interfaces.

Physical features of the community may present inherent risks that need to be taken into account when determining the type and level of fire protection services that should be

provided by the fire department. Physical features may also impact emergency response access and response times.

Identifying any geographic features that might have implications with respect to risk or response allows fire departments to consider these issues when determining appropriate types and levels of fire protection services.

For example, a lake may have implications with respect to water and/or ice rescue services and the equipment and training that would be required to provide those services. The lake may also impact emergency response access and response times to certain areas within the community. Additionally, a lake may be a seasonal tourist attraction and the associated activities may present unique risks that could influence decisions on specific public fire safety education and Fire Code inspection and enforcement programs and activities.

Where to find/collect this information

Information related to the Geographic profile may be obtained from:

Local knowledge of the area and by using maps of the municipality's natural (i.e. lakes, rivers, etc.) and human-made (i.e. highways, bridges, railways, etc.) features, and Local municipal departments (i.e. highways/roads, conservation authorities, etc.) who should have information about the location and uses of geographic and physical features of the community.

3.1.2 Building Stock Profile

Building Stock profile refers to the types, numbers, uses, and ages of the various buildings within the community.

Fire departments should consider the potential fire risks associated with different types/classifications or uses of buildings given their prevalence in the community and the presence of fire safety systems and equipment at the time of construction.

Older buildings typically do not contain the same fire safety and fire protection systems required in newer buildings. This may impact the fire risk in older buildings. Also, how buildings are used can influence the fire risks in each building. For example, industrial chemical storage facilities are likely to present higher fire risks than buildings containing commercial retail activities. The age and type of residential buildings (e.g. high-rise vs. single family dwelling vs. town/row houses) can influence the probability and consequence of fire in those buildings.

Past inspection practices and frequencies also can be a factor when considering risk associated with any particular building occupancy classification categories. For instance, a robust inspection program in higher risk occupancies can have a positive influence on mitigating some of the inherent risks associated with that particular type of building. Conversely, a lack of historical inspection data in relation to a particular occupancy classification category also should be considered when determining risk.

These building characteristics can have significant impact on the public fire safety education, Fire Code inspection and enforcement and emergency response activities the fire department may determine are necessary to address the risks.

Where to find/collect this information

O. Reg. 378/18 does not specify which source of this information has to be referenced to complete the risk assessment. Fire departments have the flexibility to choose which source they feel will provide the optimum level of detail they are most comfortable with as an accurate reflection of the building stock in their community. Consideration should be given to consistency in terms of data sources when conducting new risk assessments and annual reviews.

Information related to the Building Stock profile may be obtained from:

Categorizing buildings in accordance with the Standard Incident Report (SIR) property classification system which corresponds with the Ontario Building Code (OBC) occupancy classification system. As the Ontario Fire Code (OFC) requires that buildings be classified in accordance with the OBC, this approach makes it easy to consider issues like the type of construction and fire safety equipment/features that should be present in the different classifications of buildings, based on their size, age, design, and use;

Municipal building departments that have information regarding the age, number, types, uses, etc. of buildings in the municipality.

Municipal Property Assessment Corporation (MPAC – www.mpac.ca) data that assesses and classifies all properties within Ontario, and

Fire department pre-plans that identify uses and potential risks within specific buildings or areas of the community.

3.1.3 Critical Infrastructure Profile

Critical Infrastructure profile refers to the facilities or services that contribute to the interconnected networks, services, and systems that meet vital human needs, sustain the

economy, and protect public safety and security (i.e. electricity distribution, water distribution, telecommunications, hospitals, and airports).

Consideration of the presence, availability, capacity, and stability of infrastructure elements can help identify potential impacts that may result if any of these systems are compromised.

Understanding how infrastructure impacts things like emergency services dispatch, communications, fire department emergency operations, overall health care or transportation can assist in determining preferred treatment options to address specific risks.

Where to find/collect this information

Information related to the Critical Infrastructure profile may be obtained from:

Local municipal departments (i.e. public works, water and sanitation departments, etc.) and other local utility companies that have information about the location, uses, capacity, etc. of the critical infrastructure in the community, and

A completed Hazard Identification Risk Assessment.

3.1.4 Demographic Profile

Demographic profile refers to the composition of the community's population considering such factors as population size and dispersion, age, gender, cultural background, level of education, socio-economic make-up, and transient population.

Awareness of the characteristics of the population in the community assists the fire department to determine if specific segments of the population are at high-risk of fire. This awareness allows fire departments to best identify high-risk behaviours that need to be changed, as well as specific techniques to communicate with high-risk groups.

Fire protection services, including public fire safety education and Fire Code inspections and enforcement programs, should be tailored to high-risk groups so that fire safety programs are delivered in the most relevant and meaningful ways and can have the greatest impact. For example, delivering fire safety messages using communications techniques popular with specific high-risk segments of the population increases the likelihood the messages are received by those segments and therefore are most effective at reducing the fire risk.

Where to find/collect this information

Information related to the Demographic profile may be obtained from:

Local municipal departments that keep information regarding the demographic make-up of their populations, including trends and projections regarding how the demographics may change in the coming years. The amount of this type of information that is available from municipal departments may vary between municipalities, and Statistics Canada (www.statscan.gc.ca) census profiles of every community in Ontario, including demographic information.

3.1.5 Hazard Profile

Hazard profile refers to the hazards in the community, including natural hazards, hazards caused by humans, and technological hazards. This may include but not be limited to hazardous materials spills, floods, freezing rain/ice storms, forest fires, hurricanes, tornadoes, transportation emergencies (i.e. air, rail or road), snow storms, windstorms, extreme temperature, cyber-attacks, human health emergencies, and energy supply (i.e. pipelines, storage and terminal facilities, electricity, natural gas and oil facilities, etc.). Fire departments should consider all potential hazards that pose a significant risk to or may have a significant impact on the community, and to which fire departments may be expected to respond.

Where to find/collect this information

Information related to the Hazard profile may be obtained from:

Local municipal or government departments (i.e. public safety, police, emergency management, etc.) with information about the natural and technological hazards within the community and the risk they pose.

Local historical incident data related to emergency incidents, and a completed Hazard Identification Risk Assessment.

3.1.6 Public Safety Response Profile

Public Safety Response profile refers to the agencies and organizations in the community (i.e. police, EMS, rescue) that may respond to certain types of incidents.

The fire department should consider other public safety response agencies (i.e. police, EMS, rescue) that might be tasked with or able to assist in the response to emergencies or in mitigating the impact of emergencies. This will assist the fire department to prioritize community risks and to determine the level of fire protection services it provides. For example, the presence of a private fire and rescue service at a local industrial facility may influence decisions about the type and the level of fire protection services a municipal fire department may provide to that facility.

Where to find/collect this information

Information related to the Public Safety Response profile may be obtained from:
Local municipal departments (i.e. police, EMS, emergency management, etc.), and
Private companies or industrial facilities who may have information about the response capabilities of other entities within the community.

3.1.7 Community Services Profile

Community Services profile refers to community agencies, organizations or associations that can provide services that support the fire department in the delivery of public fire safety education, Fire Code inspections and enforcement, or emergency response.

Community service agencies may be able to provide services in-kind, financial support, provisions of venues for training, increased access to high-risk groups in the community, or temporary shelter for displaced residents following an incident.

Where to find/collect this information

Information related to the Community Services profile may be obtained from:

- General local knowledge
- Local municipal departments (i.e. social services);
- Community service agencies (i.e. agencies providing English as a second language services, resettlement agencies, agencies working with older adults, the Canadian Red Cross, etc.) who have information about the various services provided by community organizations and their clients within the community.

3.1.8 Economic Profile

Economic profile refers to the economic sectors affecting the community that are critical to its financial sustainability.

When prioritizing risk in the community, the fire department should consider the impact of fire and other emergencies on the industrial or commercial sectors that provide significant economic production and jobs to the local economy. This will assist in determining the type and level of fire protection services provided in these sectors in the community.

For example, if a town has a large industrial or commercial occupancy that has a significant impact on the local economy, the fire department may consider increasing its public fire safety education and Fire Code inspection and enforcement activities to reduce the probability of a significant incident requiring a large-scale emergency response.

Where to find/collect this information

Information related to the Economic profile may be obtained from:

Local municipal departments (i.e. economic development, employment, and social services) that have information about the economic sectors that are critical to the community's economic well-being. This will help determine the economic impact (e.g. loss of business or jobs) if a fire occurs in a specific occupancy or area of the community.

3.1.9 Past Loss and Event History Profile

Past Loss and Event History profile refers to the community's past emergency response experience, including analyzing the following:

- a) The number and types of emergency responses, injuries, deaths, and dollar losses.
- b) A comparison of the community's fire loss statistics with provincial fire loss statistics.

Fire departments should evaluate previous response data to identify trends regarding the circumstances, behaviours, locations, and occupancy types of previous fires. This assists in determining the leading causes or behaviours resulting in fires, and high-risk locations and occupancies. Public fire safety education and Fire Code inspection and enforcement programs can then be designed to specifically target high-risk behaviours among various population groups and to focus prevention activities in high-risk neighbourhoods or locations. This targeted approach allows public fire safety education and Fire Code inspection and enforcement programs to directly address fire risks, thereby increasing their fire prevention effectiveness.

Where to find/collect this information

Information related to the Past Loss and Event History profile may be obtained from:

Standard Incident Reports completed by the fire department. These can be obtained through fire department records or by emailing the Office of the Fire Marshal and Emergency Management (OFMEM) at **OFMstatistics@ontario.ca**;

Trends and statistics about fire causes and fire and life safety issues across the province located on the **OFMEM's website**, and

Information, available on request from the OFMEM, relating to fire losses in neighbouring communities.

For those communities where trends are not easily identifiable due to a lack of fire incidents, it may be helpful to look at trends across the province or in neighbouring municipalities that are similar in size and make-up.

It is suggested that a minimum of three (3) years' worth of data is analyzed in order to identify any potential patterns or trends and to avoid random events from unduly skewing the data.

4.0 PRIORITIZING RISKS

The mandatory profiles allow fire departments to identify the features and characteristics of their community that may impact fire and life safety risks. Once risks have been identified they should be prioritized. This section discusses how risks can be prioritized based on the probability of the risk happening and the consequence if the risk occurs. **Table 1: Probability Levels** and **Table 2: Consequence Levels** can be used to help determine the probability and consequence of each risk identified on the worksheets. The probability and consequence of each risk can then be noted in the appropriate columns on the relevant worksheets in Appendix A.

As noted in the introduction, risk is defined as a measure of the probability and consequence of an adverse effect to health, property, organization, environment, or community as a result of an event, activity or operation.

4.1 Probability

The probability or likelihood of a fire or emergency within a community is often estimated based on the frequency of previous experiences. A review of past events involves considering relevant historical fire loss data, learning from the experiences of other communities, and consulting members of the community with extensive historical knowledge. Professional judgment based on experience should also be exercised in combination with historical information to estimate probability levels. The probability of an event can be categorized into five levels of likelihood:

Table 1: Probability Levels

Description	Specifics
Rare	<ul style="list-style-type: none"> • may occur in exceptional circumstances • no incidents in the past 15 years
Unlikely	<ul style="list-style-type: none"> • could occur at some time, especially if circumstances change • 5 to 15 years since the last incident
Possible	<ul style="list-style-type: none"> • might occur under current circumstances • 1 incident in the past 5 years
Likely	<ul style="list-style-type: none"> • will probably occur at some time under current circumstances

	<ul style="list-style-type: none"> multiple or recurring incidents in the past 5 years
Almost Certain	<ul style="list-style-type: none"> expected to occur in most circumstances unless circumstances change multiple or recurring incidents in the past year

Assign a probability level to each identified risk or hazard on the relevant worksheets in Appendix A.

4.2 Consequence

The consequence of a fire or emergency is the potential losses or negative outcomes associated with the event. The application of professional judgment and reviews of past occurrences are important methods used for determining consequence levels. Estimating the consequence level of an incident or event should involve an evaluation of four components:

Life Safety: Injuries or loss of life due to occupant and firefighter exposure to life threatening fire or other situations.

Property Loss: Monetary losses relating to private and public buildings, property content, irreplaceable assets, significant historic/symbolic landmarks and critical infrastructure.

Economic Impact: Monetary losses associated with property income, business closures, a downturn in tourism and/or tax assessment value, and employment layoffs.

Environmental Impact: Harm to human and non-human (i.e. wildlife, fish and vegetation) species of life and a general decline in quality of life within the community due to air/water/soil contamination as a result of the incident and response activities.

The consequence of an event can be categorized into five levels based on severity:

Table 2: Consequence Levels	
Description	Specifics
Insignificant	<ul style="list-style-type: none"> no life safety issue limited valued or no property loss no impact to local economy, and/or no effect on general living conditions
Minor	<ul style="list-style-type: none"> potential risk to life safety of occupants minor property loss minimal disruption to business activity, and/or

	<ul style="list-style-type: none"> minimal impact on general living conditions
Moderate	<ul style="list-style-type: none"> threat to life safety of occupants moderate property loss poses threat to small local businesses, and/or could pose a threat to the quality of the environment
Major	<ul style="list-style-type: none"> potential for a large loss of life would result in significant property damage significant threat to large businesses, local economy and tourism, and/or impact to the environment would result in a short term, partial evacuation of local residents and businesses
Catastrophic	<ul style="list-style-type: none"> significant loss of life multiple property damage to a significant portion of the municipality long-term disruption of businesses, local employment, and tourism, and/or environmental damage that would result in long-term evacuation of local residents and businesses


Assign a consequence level to each identified risk or hazard on the relevant worksheets in Appendix A.


5.0 ASSIGNING RISK LEVEL

Assigning a risk level assists fire departments in prioritizing risks, which helps to determine how to address or treat each risk. The **Risk Level Matrix** in this section can assist fire departments to determine risk levels based on the probability and consequence levels of each identified risk. Risks can be assigned as low risk, moderate risk, or high risk. The risk levels for each risk can be noted in the **Assigned Risk Level** column on the relevant worksheets in Appendix A.

The following matrix can be used to determine the assigned risk level.[1] Plot the assigned probability and consequence levels on the relevant worksheets in Appendix A to assign a risk level for each identified risk.

Risk Level Matrix

 Probability	ALMOST CERTAIN	Moderate Risk	Moderate Risk	High Risk	High Risk	High Risk
	LIKELY	Moderate Risk	Moderate Risk	Moderate Risk	High Risk	High Risk
	POSSIBLE	Low Risk	Moderate Risk	Moderate Risk	Moderate Risk	High Risk
	UNLIKELY	Low Risk	Low Risk	Moderate Risk	Moderate Risk	Moderate Risk
	RARE	Low Risk	Low Risk	Low Risk	Moderate Risk	Moderate Risk
		INSIGNIFICANT	MINOR	MODERATE	MAJOR	CATASTROPHIC


Consequence

6.0 RISK TREATMENT OPTIONS

Once risk levels have been assigned, fire departments can determine how best to treat each risk and the resources required to do so.

Options for treating risks include the following:

- Avoid the Risk
- Mitigate the Risk
- Accept the Risk
- Transfer the Risk

6.1 Avoid the Risk

Avoiding the risk means implementing programs and initiatives to prevent a fire or emergency from happening.

For example, public fire safety education initiatives aim to change people's behaviours so that fires may be prevented, and people react appropriately when fires do occur. Fire Code inspections and enforcement help to ensure that buildings are in compliance with the Ontario Fire Code.

6.2 Mitigate the Risk

Mitigating the risk means implementing programs and initiatives to reduce the probability and/or consequence of a fire or emergency.

For example, a routine Fire Code inspection and enforcement program to ensure Fire Code compliance helps to reduce the probability and consequence of a fire.

A pre-planning program involving fire suppression crews allows the fire department to gain knowledge about specific buildings in the community and their contents, fuel load, fire protection systems, etc. This information can be provided to the fire inspection staff who can ensure the building is compliant with the Fire Code. Also, it can assist suppression crews to plan fire suppression operations should a fire occur in a building. These activities can reduce the probability and consequence of a fire.

6.3 Accept the Risk

Accepting the risk means that after identifying and prioritizing a risk, the fire department determines that no specific programs or initiatives will be implemented to address this risk. In this treatment option, the fire department accepts that the potential risk might happen and will respond if it occurs.

For example, typically fire departments do not implement programs to prevent motor vehicle collisions. Yet it is generally accepted that collisions will happen and that the fire department will respond when they do. Similarly, environmental hazards (e.g. ice storms) and medical calls cannot be prevented by a fire department program or initiative, yet fire departments typically respond when these emergencies occur.

When accepting risks, fire departments should consider their capacity (i.e. equipment, personnel, training, etc.) to respond.

6.4 Transfer the Risk

Transferring the risk means the fire department transfers the impact and/or management of the risk to another organization or body. Contracting public fire safety education, Fire Code inspection and enforcement, or emergency response services to a neighbouring municipality or another organization are examples of transferring the management of risks to another body. For example, a community may enter into a fire protection agreement with a neighbouring community with respect to any or all of the three lines of defence.

7.0 SETTING THE TYPE AND LEVEL OF FIRE PROTECTION SERVICES

When setting the type and level of fire protection services, all Three Lines of Defence should be considered in terms of the impact each will have on the probability or consequence of identified risks. Once fire departments have determined the preferred treatment option for each risk, they can plan and implement activities that address those risks. Things to consider include the fire department's current resources, staffing levels, training, equipment and authority versus those that may be required to implement the preferred treatment options. After considering these issues, the preferred treatment option (e.g. avoid the risk, mitigate the risk, accept the risk, or transfer the risk) can be noted in the **Preferred Treatment Option** column of worksheet 10 in Appendix A.

Fire departments should also ensure that operational policies and standard operating guidelines address the levels of service and activities required to address each risk. This includes setting goals and objectives, and determining resources, training, equipment, activities, and programs required across each of the Three Lines of Defence.

The process of making informed decisions about the provision of fire protection services should include careful consideration of the following:

Implementation of public fire safety education, Fire Code inspections and enforcement, and emergency response activities that are appropriate to address the causes, behaviours or issues associated with identified risks.

Capabilities and capacity of the fire department (e.g. financial and staffing resources, training, equipment, authority, etc.) that may be required to implement preferred treatment options. Strategic partners with common interests, available resources, or skill sets that could assist in addressing risks using the applicable risk assessment profiles.

Establishing and Regulating By-laws, operational policies and standard operating guidelines that reflect the fire protection services to be provided to address the identified risks.

Establishment of goals and objectives, strategies, timelines, and evaluation for the proposed fire protection services to be provided.

Communication with municipal council and the public to outline the types and levels of fire protection services that will be provided.

8.0 REVIEW

O. Reg. 378/18 requires fire departments to complete a new community risk assessment at least every five years. The regulation also requires that fire departments review their

community risk assessment at least once every 12 months to ensure it continues to accurately reflect the community and its fire and emergency risks. The purpose of this review is to identify any changes in the mandatory profiles that may result in a change in risk level, or a change in the type or level of fire protection services the fire department determines necessary to address the risks. This review is intended to ensure that the fire protection services provided continue to be evidence-based and linked to the identified risks.

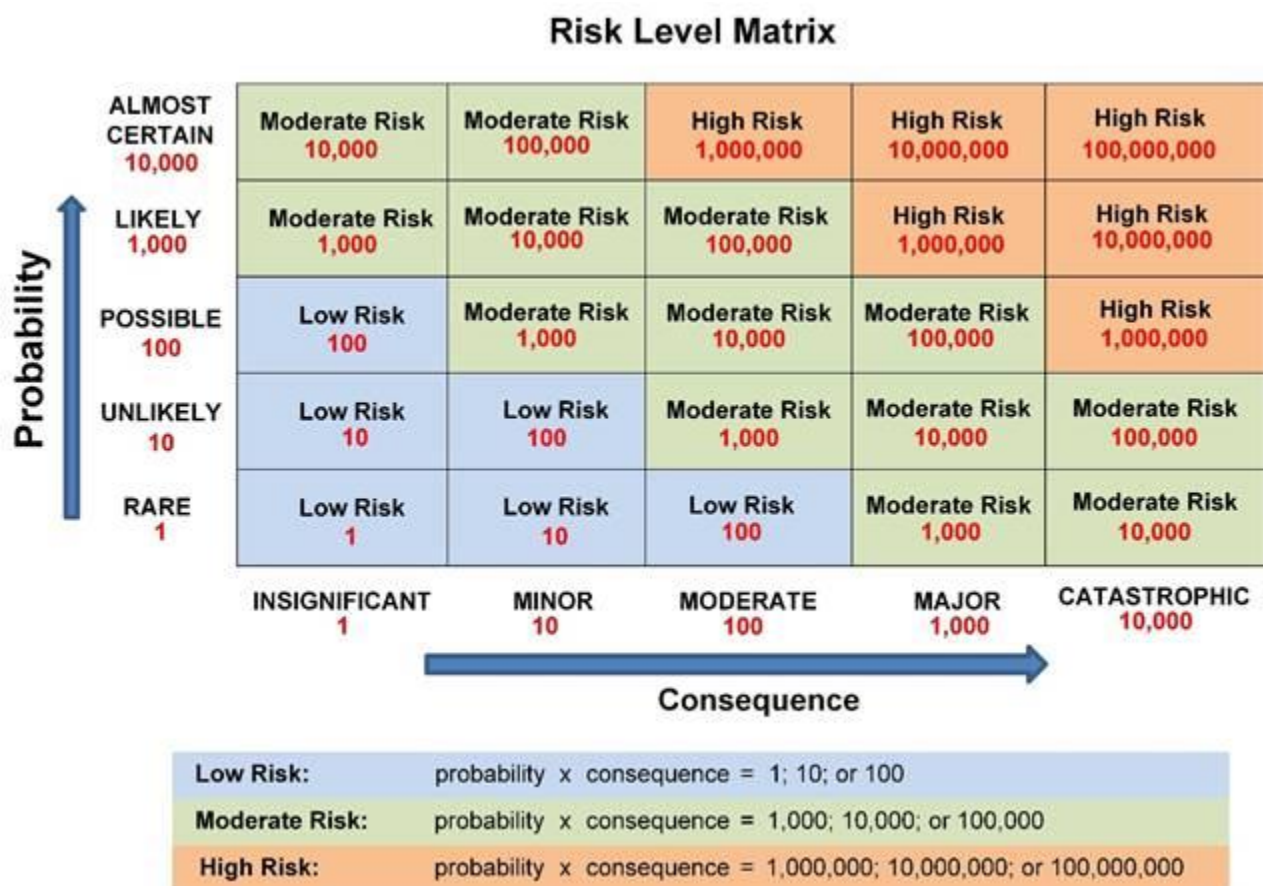
This review process may or may not involve a close examination of all of the nine community profiles, depending on whether any changes related to the profiles have occurred since the completion of the risk assessment or the last review. For example, changing demographic profiles (e.g. an aging population or an increase in the number of immigrants) or changing geographic profiles (e.g. the planned construction of a new highway) may impact the risks identified in the community risk assessment and the fire department activities and resources required to address them. A review may or may not result in any changes to the assigned risk levels or fire protection services. However, a review can provide evidence-based justification for decisions that may impact the delivery of fire protection services.

Fire departments should maintain documentation that the reviews required by O. Reg. 378/18 have been conducted. This documentation should include:

- Any changes to any of the mandatory profiles;
- Any changes to assigned risk levels or fire protection services that occur as a result of the review, and
- Any other information the fire department deems appropriate to the review or any resultant changes to fire protection services.
- If no significant changes occur in the community within a 12-month period, and no changes are required to the profiles or fire protection services, then a review could simply consist of documentation to that effect.

APPENDIX B: DETERMINATION OF THE RISK LEVELS

The risk levels in the Risk Level Matrix in FIGURE 1 were determined using the following methodology. The probability and consequence levels outlined in Table 1: Probability Level (page 13) and Table 2: Consequence Level (pages 14-15) have different definitions, but are given the same weighted numerical values^[2] (see the numerical values in red below) to reflect the fact that **probability and consequence are equally important**. While it is human tendency to place more weight on consequence than probability, using the same weighted numerical values ensures that probability and consequence are given equal value. This approach is consistent with current risk management industry practices. The risk levels in the Risk Level Matrix were determined by multiplying the numeric values for probability and consequence.



APPENDIX C: ONTARIO REGULATION 378/ 18

ONTARIO REGULATION 378/18

made under the

FIRE PROTECTION AND PREVENTION ACT, 1997

COMMUNITY RISK ASSESSMENTS

Mandatory use

1. Every municipality, and every fire department in a territory without municipal organization, must, complete and review a community risk assessment as provided by this Regulation; and use its community risk assessment to inform decisions about the provision of fire protection services.

What it is

2. (1) A community risk assessment is a process of identifying, analyzing, evaluating and prioritizing risks to public safety to inform decisions about the provision of fire protection services.

(2) A community risk assessment must include consideration of the mandatory profiles listed in Schedule 1.

(3) A community risk assessment must be in the form, if any, that the Fire Marshal provides or approves.

When to complete (at least every five years)

3. (1) The municipality or fire department must complete a community risk assessment no later than five years after the day its previous community risk assessment was completed.

(2) If a municipality, or a fire department in a territory without municipal organization, comes into existence, the municipality or fire department must complete a community risk assessment no later than two years after the day it comes into existence.

(3) A municipality that exists on July 1, 2019, or a fire department in a territory without municipal organization that exists on July 1, 2019, must complete a community risk assessment no later than July 1, 2024.

(4) Subsection (3) and this subsection are revoked on July 1, 2025.

When to review (at least every year)

4. (1) The municipality or fire department must complete a review of its community risk assessment no later than 12 months after, the day its community risk assessment was completed; and the day its previous review was completed.

- (2) The municipality or fire department must also review its community risk assessment whenever necessary.
- (3) The municipality or fire department must revise its community risk assessment if it is necessary to reflect,
any significant changes in the mandatory profiles;
any other significant matters arising from the review.
- (4) The municipality or fire department does not have to review its community risk assessment if it expects to complete a new community risk assessment on or before the day it would complete the review.

Commencement

5. This Regulation comes into force on the later of July 1, 2019 and the day it is filed.

Schedule 1:

Mandatory Profiles

Geographic profile: The physical features of the community, including the nature and placement of features such as highways, waterways, railways, canyons, bridges, landforms and wildland-urban interfaces.

Building stock profile: The types of buildings in the community, the uses of the buildings in the community, the number of buildings of each type, the number of buildings of each use and any building-related risks known to the fire department.

Critical infrastructure profile: The capabilities and limitations of critical infrastructure, including electricity distribution, water distribution, telecommunications, hospitals and airports.

Demographic profile: The composition of the community's population, respecting matters relevant to the community, such as population size and dispersion, age, gender, cultural background, level of education, socioeconomic make-up, and transient population.

Hazard profile: The hazards in the community, including natural hazards, hazards caused by humans, and technological hazards.

Public safety response profile: The types of incidents responded to by other entities in the community, and those entities' response capabilities.

Community services profile: The types of services provided by other entities in the community, and those entities' service capabilities.

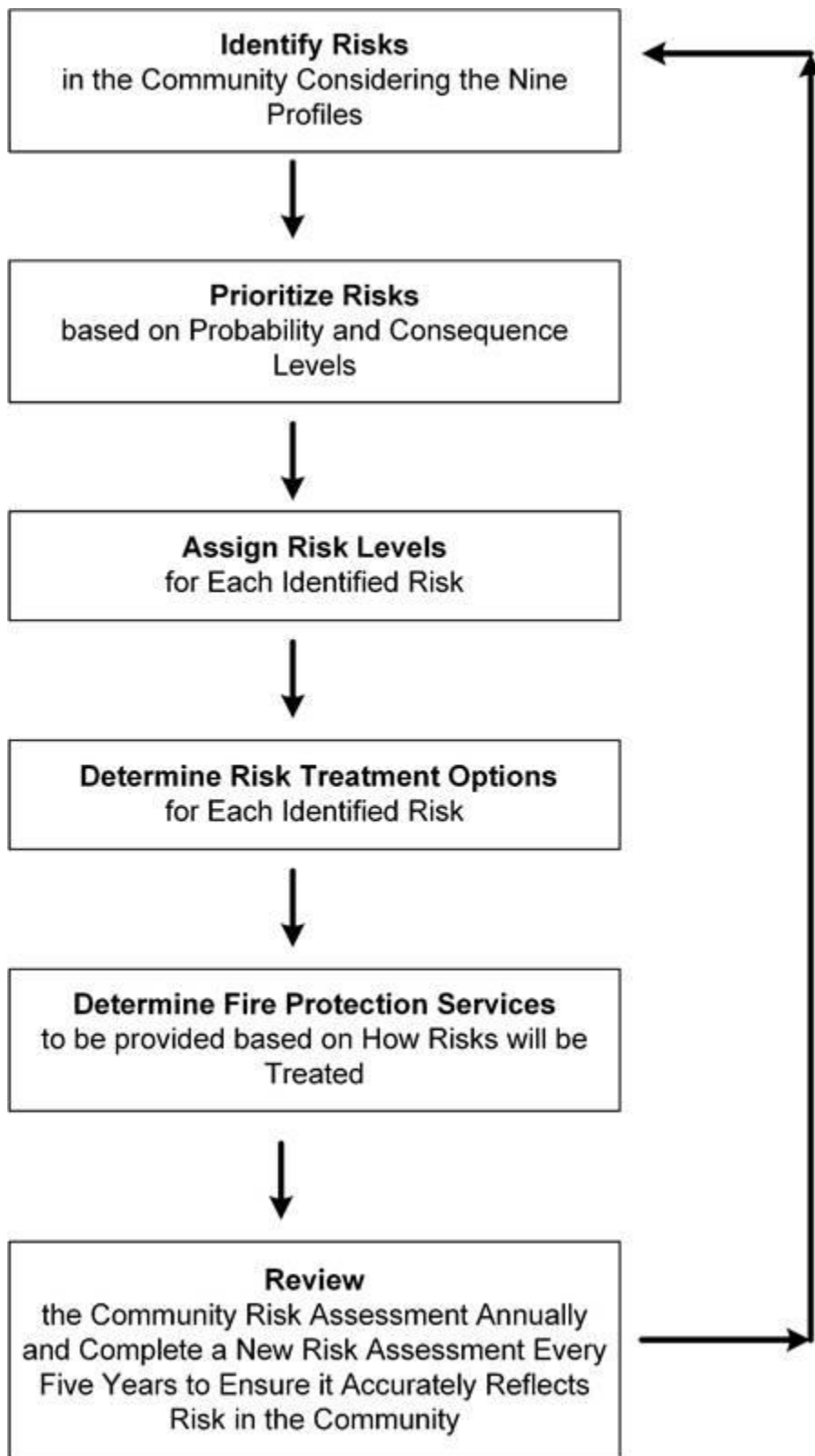
Economic profile: The economic sectors affecting the community that are critical to its financial sustainability.

Past loss and event history profile: The community's past emergency response experience, including the following analysis:

1. The number and types of emergency responses, injuries, deaths, and dollar losses.
2. Comparison of the community's fire loss statistics with provincial fire loss statistics.

Note: Each profile is to be interpreted as extending only to matters relevant to fire protection services.

APPENDIX D: COMMUNITY RISK ASSESSMENT FLOW CHART



APPENDIX E: REFERENCES

- DBP Management, **5 Ways to Manage Risk**, dbpmanagement.com
- Government of Ontario, **Fire Protection and Prevention Act, 1997, S.O. 1997, c. 4**
- Government of Ontario, **Ontario Regulation 378/18: Community Risk Assessments**, May 2018
- National Fire Protection Association, **NFPA 1300, Standard on Community Risk Assessment and Community Risk Reduction Plan Development**, Proposed Second Draft, January 14, 2019
- National Fire Protection Association Urban Fire and Life Safety Task Force, **Community Risk Reduction: Doing More With More**, June 2016
- Office of the Fire Marshal and Emergency Management, **Comprehensive Fire Safety Effectiveness Model: Fire Prevention Effectiveness Model – Position Paper**, September 1997
- Office of the Fire Marshal and Emergency Management, **Comprehensive Fire Safety Effectiveness Model: Fire Risk Sub-Model**, June 2009
- Office of the Fire Marshal and Emergency Management, **Public Fire Safety Guideline 04-40A-03: Simplified Risk Assessment**, January 2006
- U.S. Fire Administration, **Risk Management Practices in the Fire Service**, January 2018
- Vision 20/20, **Community Risk Assessment: A Guide for Conducting a Community Risk Assessment**, Version 1.5, February 2016
- Vision 20/20, **Community Risk Reduction Planning: A Guide for Developing a Community Risk Reduction Plan**, Version 4, June 2016

Wilmot Fire Department Fire Master Plan



Emergency
Management &
Training Inc.



Emergency Management & Training Inc.

- Provides Fire, Paramedic, and Emergency Management consulting across Canada
- Completed more than 40 Fire Master Plans in past 8 years, plus Paramedic Master Plans, station location studies, amalgamation, etc.
- Hundreds of Emergency Management clients including hospitals, universities, all levels of government, public & private corporations





Fire Master Plan Overview

Fire Master Plan Committee:

- Mayor Les Armstrong
- Councillor Cheryl Gordijk
- Councillor Barry Fisher
- CAO Grant Whittington
- Fire Chief Rod Leeson
- DC Paul Koenig
- DC Brad Otterbein
- DC Russell Strickler
- FPO Andrew Mechalko
- TO Dale Clements





Fire Master Plan Overview

- Completed all 15 recommendations from the 2012 Fire Master Plan
- Provides a fresh start to the new 2020 Fire Master Plan
- Demonstrates the Townships commitment





Fire Master Plan Overview

- Public engagement (open house)
 - New Dundee Community Center, Wednesday July 31, 2019, 6:30 pm until 8:00 pm
 - St. Agatha Community Center, Tuesday August 13, 2019, 6:30 pm until 8:00 pm
 - Wilmot Recreation Center, Wednesday August 21, 2019, 6:30 pm until 8:00 pm





Fire Master Plan Overview

- Firefighter engagement
 - Station 1 Baden, Monday July 22, 2019
 - Station 2 New Dundee, Monday July 29, 2019
 - Station 3 New Hamburg, Monday August 12, 2019





Fire Master Plan Overview

- Individual meetings with council members
- Individual meetings with staff:
 - Treasurer Patrick Kelly
 - Director of Development Service Harold O'krafka
 - CAO Grant Whittington
 - Fire Chief Rod Leeson
 - District Chief Paul Koenig, Brad Otterbein and Russell Strickler
 - FPO Andrew Mechalko
 - TO Dale Clements





Fire Master Plan Overview

Stakeholder Surveys

- community
- firefighters
- Conducted in August and September of 2019
- Advertised through local media and website

Focus Group

- Conducted November 4, 2019
- Community members





Performance Measures / Standards

- The Ontario Fire Marshal's Office and Emergency Management (OFMEM) Public Safety Guidelines
- *The Fire Protection and Prevention Act*
- The National Fire Protection Association (NFPA) standards
 - NFPA 1201 – Standard for Providing Emergency Services to the Public
 - NFPA 1250 – Standard for Risk Management in the Fire Service
 - NFPA 1300 – Standard for Community Risk Assessment
 - NFPA 1221 – Standard in Relation to Communications/Dispatching Services
 - NFPA 1710 – Standard for Career Fire Departments
 - NFPA 1730 – Standard for Fire Prevention and Education Activities
 - NFPA 1901 – Standard for Automotive Fire Apparatus





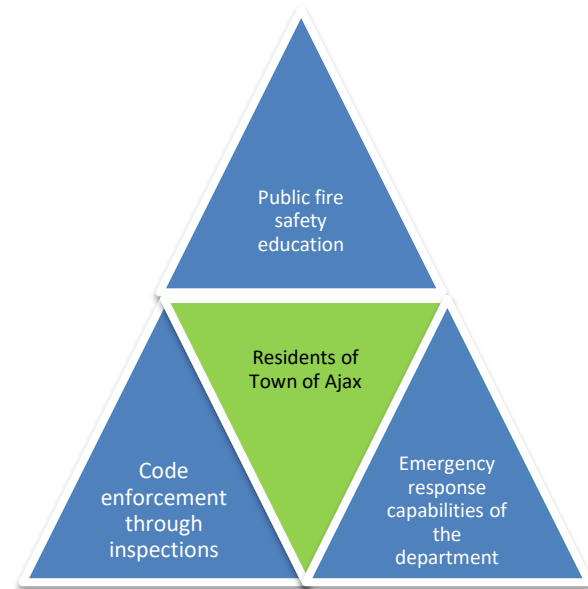
Performance Measures / Standards

- The Commission on Fire Accreditation International, a program that evaluates a Fire Department based on related NFPA standards, local legislation and industry best practices (the parent organization for CFAI is the Centre for Public Safety Excellence (CPSE))
- OFMEM's Integrated Risk Management program
- The *Ontario Health and Safety Act*, National Institute for Occupational Safety and Health (NIOSH)
- Ontario Fire Service – Section 21 Guidelines
 - The Section 21 Committee is based on Section 21 of the *Ontario Occupational Health and Safety Act*. This committee is charged with reviewing industry safety concerns and developing recommended guidelines to reduce injuries for the firefighters.
- Insurance Advisory Organization and the Fire Underwriters Survey



Three Lines of Defence

- Education
- Inspections and Enforcement
- Emergency Response





Covid-19

- Pandemic significantly delayed the project completion
- Considerable workload and competing priorities to complete the project
- Fantastic Team effort from the Fire Master Plan Committee





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TOWNSHIP OF WILMOT

PARKS, FACILITIES & RECREATION SERVICES *Staff Report*

REPORT NO: PFRS 2020-016

TO: Council

SUBMITTED BY: Sandy Jackson, Director of Parks, Facilities and Recreation Services

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Major Ice Users COVID-19 RED ZONE Fee Reduction

RECOMMENDATION:

That an additional 50% rate reduction to the New Hamburg Hockey Association, the Wilmot Girls Hockey Association and the New Hamburg Skating Club ice rental rates, while the Region of Waterloo is in the COVID-19 Stage 2 - Red Category, be approved.

SUMMARY:

The Region of Waterloo moved into the COVID-19 Stage 2 Framework Red – Control category on Monday November 23, 2020. The Red category reduces the number of participants allowed per recreation space from fifty (50) down to ten (10). This reduction effectively decreases the amount of ice time each participant will enjoy and requires either a refund of fees by the sport organizations or an extended season which will cost more for the sport organizations. Minor sport ice user groups have requested an additional fee reduction of 50% in addition to the existing, Council approved, minor sport rate reduction of 35% off regular rates, to accommodate the decreased numbers allowed on the ice.

BACKGROUND:

Waterloo Region arenas and recreation facilities were closed in March 2020 in response to the Coronavirus pandemic; by mid-summer modified ice activity was permitted by the Province of Ontario. As infection numbers improved, more activity was initiated including ice use by minor sport groups operating under a framework developed by Hockey Canada. In October COVID-19

numbers began to climb, and a new colour zone Covid-19 Framework was established by the Province. As the Region of Waterloo progressed from the Green – Prevent category to the Yellow – Protect and then the Orange – Restrict categories there was limited impact on sports and programs operating at the Wilmot Recreation Complex. On Monday November 23 when the Region moved to the Red – Control category, due to further increases in Covid-19 cases, legislative changes impacted ice sports most significantly.

As a result of the shift to Red – Control, a letter was received by Township staff on Tuesday November 17th from representatives of Wilmot Girls Hockey Association (WGHA) and New Hamburg Hockey Association (NHHA) and an e-mail was received from New Hamburg Skating Club (NHSC), regarding the strain that moving to the next COVID-19 Framework category of RED – CONTROL would place on their organizations (see Appendix A). The letter requested an additional 50% off the existing reduced rate provided to minor sport ice users.

REPORT:

When the Region of Waterloo was in the Orange – Restrict category a total of fifty (50) people including participants, parents/guardians, coaches and trainers were permitted per rink. This capacity was split with twenty-five (25) participants on the ice and twenty-five (25) parents/guardians permitted to view from the lobby and/or the spectator seating.

With the Region moving into the Red – Control category on November 23, ice users were required to drop from fifty (50) per rink down to ten (10) participants excluding coaches, trainers and one parent/guardian per participant. As a result of this reduction, ice user groups were required to restructure their schedules significantly. Games and scrimmages were canceled and only skill development was permitted. This also reduced the hours each participant will be on the ice while the Region remains in the Red category.

Across the Region there were similar requests for rate reductions, with reports going to Council over the past three weeks. The discounts requested and approved range from 25-50% off already discounted youth rates. These rates within the chart below represent a summary of Ice Prime Time Affiliated rates (including HST) and proposed rate reductions, as prepared by the Regional Recreation Directors group at the time this report was written.

Municipality	Current Rate	Proposed Discount	New Red – Control Rate
Wilmot	\$158.98	50%	\$79.49
Kitchener	\$149.23	25%	\$111.92
Cambridge	\$187.73	25%	\$140.80
North Dumfries*	\$191.65	33%	\$128.40
Waterloo	\$138.59	20%	\$110.88
Wellesley*	\$140.38	50%	\$70.19
Woolwich	\$157.53	33%	\$105.5
Average Rate**	\$160.58	34%	\$106.74

*Approved by applicable Council

In the interest of keeping children and youth active during a difficult time, staff are recommending the one-time approval of a 50% reduction in existing discounted ice rates to the following three

organizations only: Wilmot Girls Hockey Association; New Hamburg Minor Hockey; New Hamburg Skating Club. When the Region of Waterloo moves back into Orange, this discount would no longer apply.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

Quality of Life and ensuring peoples safety.

FINANCIAL CONSIDERATIONS:

Currently minor sport groups receive a 35% discount on regular ice rates as per the Fees and Charges by-law (2020-01). This results in a current rate of \$158.98 per hour (including HST). A further reduction of 50% as requested by the groups, results in an hourly rate of \$79.49 (including HST) which is approximately 67.5% lower than the regular public rate.

The Township has lost considerable facility rental income in 2020 due to the impacts of COVID-19, as reference in Report COR 2020-037. While the proposed reduction in ice rental fees will further impact the Township financial projections for 2020, this action will allow minor sport ice user groups to continue to provide important recreational sport programming, which supports children and youth physical and mental health.

Non-affiliated Prime Time Rate / hour	Prime Time Affiliated Rate	Proposed Discount	New Red Control Prime Time Affiliated Rate	Total New Red – Control Discount
\$244.58	\$158.98	50%	\$79.49	67.5%

- Rates are inclusive of HST

ATTACHMENTS:

Appendix A: Letter from Wilmot Girls Hockey Association & New Hamburg Hockey Association and Email New Hamburg Skating Club.

Appendix “A”: Letter from Wilmot Girls Hockey Association and New Hamburg Hockey Association and email New Hamburg Skating Club

Tuesday November 17, 2020

Township of Wilmot
60 Snyder’s Road West, Baden, ON N3A 1A1
(519) 634-8444 x 241

Attention: Sandy Jackson, Director of Parks, Facilities & Recreation Services

Dear Sandy,

Wilmot Girls Hockey Association (WGHA) and New Hamburg Hockey Association (NHHA) would like to review with the Township of Wilmot the Wilmot Recreational Complex ice rental rates for if a reduction from the 25 participants is reduced to 10 on ice participants.

Limiting to 10 on ice participants directly affects our organizational ability to provide affordable recreational hockey to our community youth to provide essential physical and mental benefits during these difficult times. It will double the cost for our members who will majority choose to de-register and cease to continue playing recreational hockey.

This will directly reduce the amount of ice time our organizations will require to purchase while 10 participant limits apply. Furthermore, upon increasing back to 25 participant limits we will be less likely to return to purchasing the same weekly amount of ice times due to having de-registered non-returning players.

We ask that Wilmot Township and the Wilmot Recreational Facility provide WGHA and NHHA with a 50% invoice reduction of all ice rentals from the current rates charged to our organizations when having a 10 player on ice limit restriction. Without cost reductions we may have to temporarily cease operating until 25 participant limit allowances return.

As partners together we believe supporting each other during this pandemic is critical for future prosperity. We currently see this already with other Waterloo Region ice rental groups such as North Dumfries who are working to maintain affordability to its citizens. Hamilton, which has Red Zone restrictions, continues to allow 25 participant limits.

We would also like to confirm that operating both Schout and Optimist ice pads with 10 participant limits will allow:

- Up to 9 players and 1 coach on the ice with 1 trainer in the lobby.
- Up to 9 parent/guardians allowed entry to tie skates for players.
- Up to 9 parent/guardians to lobby spectate or wait in their vehicles.
- Up to 9 parent/guardians to re-enter to untie skates upon ice rental completion.
- Continue current ice rental schedule with 10-minute flood and 10-minute undress between each session.

If parents are not allowed in to tie skates/spectate, for the younger level, since we will only have 2 adults inside, it may not be feasible for them to tie all the kids skates in the 10 minute period before the ice rental. Perhaps if parents are not allowed in, then could we ask that the younger age groups are allowed an earlier entry?

We believe hockey programing provides many physical benefits but more importantly during this pandemic provides stress relief to all participants. It allows everyone to clear their mind of the happenings of the day and literally skate the tension away.

We hope the township agrees that providing affordable hockey for our youth is part of the townships goals of Quality of life, Community Engagement and Responsible Governance. In the Wilmot Township recreation guide greetings from the mayor Les Armstrong is quoted as saying:

“Township recreation and leisure services play a vital role in our communities, and we encourage you to partake in all that the Township has to offer.”

Thank you for your time and consideration as we await your feedback in regards to our request.

Yolanda Galambos
President, WGHA

Dave Mark
President, NHHA

New Hamburg Skating Club Ice



Kevin Winter <kevint@netscape.net>

To: Sandy Jackson
Cc: coreforseniors@gmail.com

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Wed 11/18/2020 11:46 AM

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Hi Sandy,

Thank you for including the New Hamburg Skating Club in your discussion about the ramifications of a Red Zone possibly being declared in the Region of Waterloo. As per your information about the request from the Girls and Boys Hockey Associations, the NHSC would also like to express our interest in working with the Township of Wilmot to navigate our way through the limitations of a Red Zone. The NHSC agrees with the two hockey organizations that an ice rate reduction for the time that we are in a Red Zone, would ensure that we would be able to continue to provide our programming to our membership through that time. The feasibility of running our programming at the current ice rates, with a further reduction in the number of participants allowed, would be financially devastating to our organization.

Recreation provides everyone with a small sort of normalcy during this time. The NHSC would like to continue to find ways alongside the Township of Wilmot to continue to look after the health (physical and emotional) of all of our members.

If you have any questions, please feel free to reach out to us.

Kevin Winter
NHSC Administrator



REPORT NO: PFRS 2020-018

TO: COUNCIL

SUBMITTED BY: Sandy Jackson, Director of Parks, Facilities and Recreation Services
Patrick Kelly, Director of Corporate Services
Andrew Martin, Manager of Planning/EDO

PREPARED BY: Andrew Martin, Manager of Planning/EDO

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Sandhills Road Multi-Use Trail
and Trails Trust Fund update

RECOMMENDATION:

THAT Council endorse use of the remaining Trails Trust Fund and Schout Corporation donation for the completion of the Sandhills Road Multi-Use Trail; and further

THAT the Trails Trust Fund be formally closed, effective December 31, 2020, in accordance with By-Law 2016-44, with any remaining funds at that time being allocated to a deferred revenue account for use on trail developments as referenced in Report PFRS 2020-18.

SUMMARY:

This report provides an overview of the current use of the combined 1.1 million dollars of donated funds from PAB Holdings (\$100,000) and Schout Corporation (\$1,000,000) for trail development in the Township of Wilmot.

The report further proposes utilization of the remaining funds for the completion of the Sandhills Road Multi-Use Trail, prior to dissolution of the Trails Trust Fund.

BACKGROUND:

The Trails Trust Fund was originally established to reserve the generous donation of \$50,000 by PAB Holdings in 2013 and the subsequent \$50,000 in 2014.

In 2018, Schout Corporation donated an additional \$500,000 which was added to this fund. A further generous commitment was made in 2019 by Schout Corporation to construct \$500,000 worth of trails in-lieu of the cash equivalent donation.

The by-law to establish the Trails Trust Fund is set to expire at the end of 2020.

In June 2019, Council endorsed the proposal by The Wilmot Trails Advisory Committee to construct a parking lot, accessible trail and hiking trails through what is now referred to as Baden Hills Regional Forest (formerly Gibney Regional Forest). That endorsement also included the design, construction and project management of a separated MUT along Sandhills Road linking Snyder's Road to Gingerich Road and Gingerich Road to the Baden Hills property.

Upon completion of the survey and preliminary design of the Sandhills Road MUT, actual costs exceeded those originally anticipated as result of a narrow road allowance, grades and the need to provide increased safety measures for trail users.

REPORT:

The 2013 Wilmot Trails Master Plan (WTMP) provided short, medium and long term goals for trail development as well as long term vision for trails connecting the communities that make up Wilmot Township.

The generous donations of both PAB Holdings and Schout Corporation have funded a significant component of planned trails throughout Baden and New Hamburg. To date, those funds have been used to prepare an implementation plan to accompany the Wilmot Trails Master Plan and to design, construct and provide signage for approximately 8km of new trails. The map provided as Attachment A, illustrates the trails constructed with approximately \$480,000 from the Trails Trust Fund and Schout Corporation construction-in-lieu commitment. The map also illustrates how the donations have provided integral connections to the east-west trail corridor envisioned by the WTMP.

The current approximate balance of the Trails Trust Fund, after existing committed expenses for trail works recently completed, is approximately \$400,000. Schout Corporation has opted to donate the remaining funds originally committed as construction-in-lieu in the amount of approximately \$246,000.

In January 2020, MTE Consultants were awarded the contract for consulting services for the design and construction management of the Sandhills Road MUT. Early estimates for the completion of this project were around \$350,000, but were derived without the benefit of a detailed topographic survey and engineering solutions. Upon completion of the survey and preliminary engineering, it was apparent that the road allowance available to work with (both in

terms of land ownership and topography) was narrower than anticipated. As a result, the planned trail is required to be closer to the travelled portion of the road resulting in limited separation between trail users and vehicles.

Given the separation constraints, MTE consultants retained a traffic engineering consultant to review options to improve safety within the planned corridor. Based on guidelines from the Transportation Association of Canada (TAC) manual, the trail width was required to be increased from 2.4m to 3.0m and a combination of flexible delineator posts and a guide rail are required along the length of the trail. Estimated project costs with provisional items and contingencies would require use of all, or most of the remaining trust fund and donation dollars.

The Baden Hills trails, officially opened on November 27, 2020, have already seen a significant number of visitors through the months of October and November. Staff have received very positive comments from trail users with the frequent inquiry as to when all of the newly constructed trails will be connected. As illustrated on Attachment A, the Sandhills Road MUT will provide a seamless interconnection between Baden Hills and Schmidt Woods. At a larger scale, this MUT will be central to the longer term vision of the east-west trail corridor throughout the Township. As a result, the MUT will not only provide a much needed safe pathway for walkers and cyclists to access Baden Hills, but will also be central to the envisioned connection between New Hamburg, Baden and Petersburg.

The Wilmot Trails Advisory Committee is of the opinion that this trail project will be a valuable addition to the Wilmot trails network and supports use of the remaining Trails Trust Fund and donation dollars, as necessary, to complete the Sandhills MUT project.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

The establishment of a multi-use trail serves the goal of enjoying our quality of life through providing recreational opportunities for everyone, ensuring people's safety and enhancing our mobility.

FINANCIAL CONSIDERATIONS:

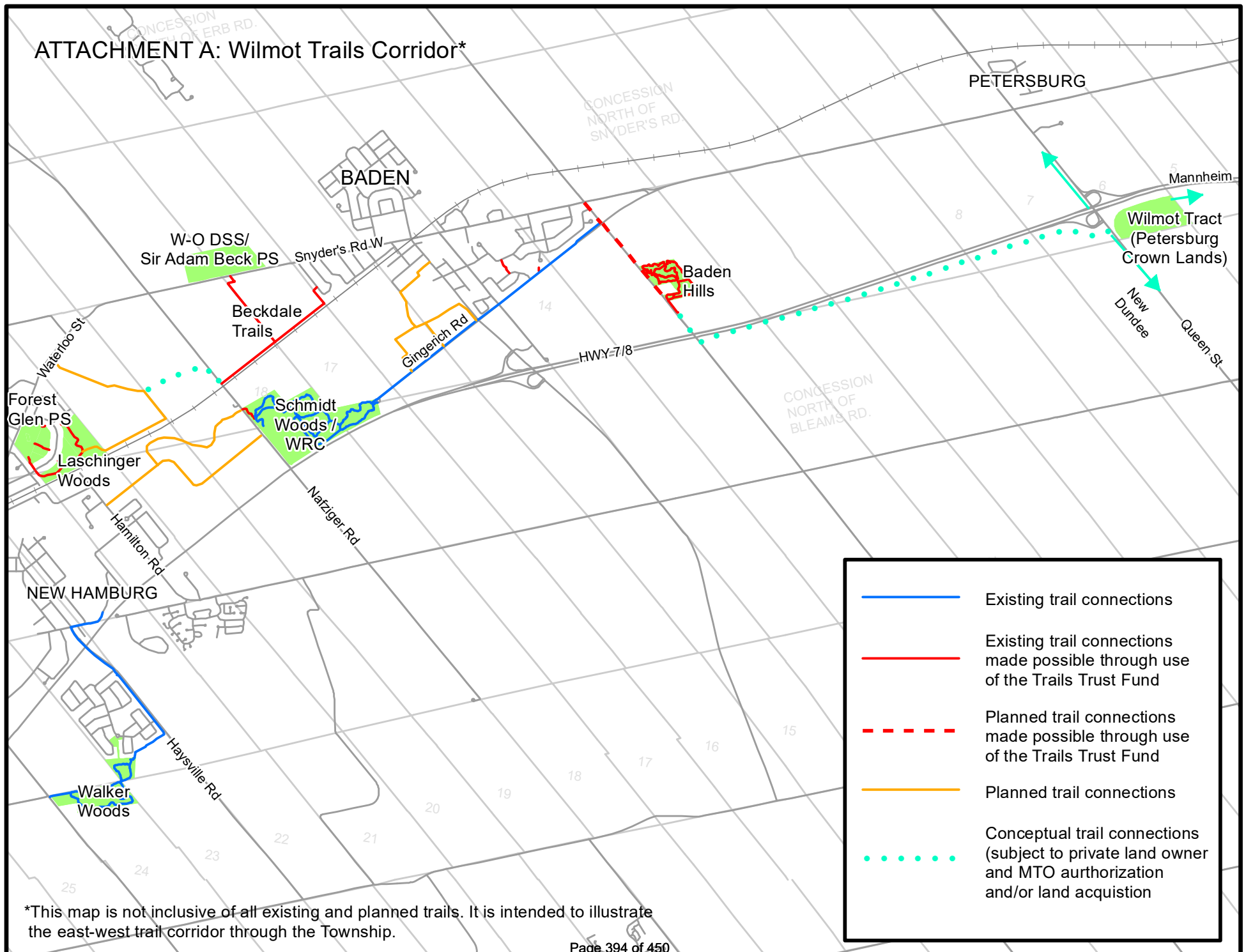
The estimated project costs for the Sandhills Road MUT will be funded through use of the Trails Trust Fund and remaining donation from Schout Corporation.

Any funds remaining within the Trails Trust Fund at the completion of the project will be allocated towards the Laschinger Woods extension, Beckdale South trails, the Wilmot Employment Lands Multi-Use Pathway or the Downtown New Hamburg Nith River Promenade project. Any deficit in funding from the Trails Trust Fund for the Sandhills Road MUT (although not anticipated) will require a draw from the Infrastructure Reserve Fund – Facilities.

ATTACHMENTS:

Attachment A Wilmot Trails Corridor map

ATTACHMENT A: Wilmot Trails Corridor*



*This map is not inclusive of all existing and planned trails. It is intended to illustrate the east-west trail corridor through the Township.



REPORT NO: COR 2020-038

TO: Council

SUBMITTED BY: Patrick Kelly, CPA, CMA, Director of Finance / Treasurer
Jeff Molenhuis, P. Eng., Director of Public Works and Engineering
Chris Thorne, Supervisor of Water/Wastewater Operations

PREPARED BY: Ashton Romany, CPA, Manager of Finance / Deputy Treasurer

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Wilmot Water Financial Plan

RECOMMENDATION:

That report COR 2020-038 regarding the Wilmot Township Water and Wastewater Financial Plan, prepared by the Manager of Finance / Deputy Treasurer, be approved.

SUMMARY:

This report proposes the Township's Water Financial Plan to be approved. This financial plan is a required component for the Township to renew its licencing for its water distribution systems.

BACKGROUND:

The Safe Drinking Water Act, 2002 requires that owners of a water distribution system be licenced by the Province of Ontario. This licencing ensures that all water distribution systems conform to the Province's quality and management standards. As the owner of three (3) water distribution systems, the Township is required to meet this licencing requirement.

REPORT:

Section 30 of the Act outlines that financial plans shall be prepared for water distribution systems covering a period of at least six (6) years; and further that these plans shall outline the system's financial sustainability.

Additional requirements are included within Ontario Regulation 453/07, which stipulates that plans must be endorsed by Council in any year in which an updated application for licencing is submitted.

2021 is a re-accreditation year for Wilmot Township's water distributor licence, the Township is required to approve these financial plans.

The attached Projected Financial Statements represent the Township's water and wastewater financial plans. The plan incorporates items from the Township's 10-Year Capital Plan, current growth projections, Region of Waterloo water and wastewater financial plans, and estimated future operating expenses and rate revenues, which reflect historical inflationary increases.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

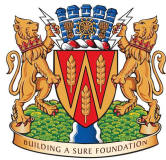
This report is aligned with the Strategic Plan goal of "Responsible Governance" through reviewing and improving current plan or medium to long term infrastructure replacement.

FINANCIAL CONSIDERATIONS:

The financial plan is an accounting document summarizing the current year budget and future year forecast. It is prepared in accordance with the requirements of the Safe Drinking Water Act, 2002 and has no direct financial implications

ATTACHMENTS:

Appendix A - Wilmot Water Financial Plan



Corporation of the Township of Wilmot - Wilmot Water Water Component

Projected Financial Operations for the year ending December 31

	2021	2022	2023	2024	2025	2026	2027
Revenues							
Water Rates	\$ 3,012,741	\$ 3,136,270	\$ 3,264,413	\$ 3,396,799	\$ 3,533,579	\$ 3,673,656	\$ 3,785,089
Other Revenues (DC's, Other Government Funding)	\$ 598,200	\$ 139,850	\$ 123,200	\$ 94,850	\$ 446,880	\$ 117,025	\$ 83,675
Interest Revenue	\$ 73,577	\$ 82,883	\$ 96,006	\$ 108,348	\$ 124,246	\$ 142,974	\$ 165,756
Total Revenue	\$ 3,684,518	\$ 3,359,003	\$ 3,483,619	\$ 3,599,997	\$ 4,104,705	\$ 3,933,655	\$ 4,034,520
Expenses							
Water Supply Costs	\$ 1,446,000	\$ 1,489,000	\$ 1,540,000	\$ 1,593,000	\$ 1,647,000	\$ 1,703,000	\$ 1,779,000
Other Expenses	\$ 1,073,643	\$ 1,018,624	\$ 1,027,822	\$ 1,037,191	\$ 1,046,740	\$ 1,067,675	\$ 1,089,029
Amortization	\$ 382,023	\$ 394,889	\$ 408,935	\$ 423,178	\$ 429,478	\$ 432,523	\$ 437,084
Interest Expense	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Total Expenses	\$ 2,901,666	\$ 2,902,513	\$ 2,976,757	\$ 3,053,369	\$ 3,123,218	\$ 3,203,198	\$ 3,305,113
Net Effect of Annual Operations	\$ 782,852	\$ 456,490	\$ 506,862	\$ 546,628	\$ 981,487	\$ 730,457	\$ 729,407
Beginning Accumulated Net Assets Balance	\$ 22,558,562	\$ 23,341,414	\$ 23,797,904	\$ 24,304,766	\$ 24,851,394	\$ 25,832,881	\$ 26,563,338
Net Effect of Annual Operations	\$ 782,852	\$ 456,490	\$ 506,862	\$ 546,628	\$ 981,487	\$ 730,457	\$ 729,407
Donated Assets	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Ending Accumulated Net Assets Balance	\$ 23,341,414	\$ 23,797,904	\$ 24,304,766	\$ 24,851,394	\$ 25,832,881	\$ 26,563,338	\$ 27,292,745



Corporation of the Township of Wilmot - Wilmot Water Water Component

Projected Financial Position
as of December 31

	2021	2022	2023	2024	2025	2026	2027
Assets							
<i>Financial Assets</i>							
Cash & Cash Equivalents	\$ 2,894,084	\$ 3,077,981	\$ 3,107,310	\$ 3,852,792	\$ 4,931,473	\$ 5,854,254	\$ 6,887,974
Accounts Receivable	\$ 376,593	\$ 392,034	\$ 408,052	\$ 424,600	\$ 441,697	\$ 459,207	\$ 473,137
	\$ 3,270,677	\$ 3,470,015	\$ 3,515,362	\$ 4,277,392	\$ 5,373,170	\$ 6,313,461	\$ 7,361,111
<i>Non Financial Assets</i>							
Inventory	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000
Tangible Capital Assets Under Construction (Note 1)	\$ 879,500	\$ 1,394,000	\$ 45,000	\$ 48,500	\$ 22,500	\$ 21,500	\$ 28,500
Tangible Capital Assets, net (Note 2)	\$ 19,351,800	\$ 19,103,411	\$ 20,918,476	\$ 20,704,298	\$ 20,620,820	\$ 20,416,297	\$ 20,097,712
	\$ 20,246,300	\$ 20,512,411	\$ 20,978,476	\$ 20,767,798	\$ 20,658,320	\$ 20,452,797	\$ 20,141,212
Total Assets	\$ 23,516,977	\$ 23,982,426	\$ 24,493,838	\$ 25,045,190	\$ 26,031,490	\$ 26,766,258	\$ 27,502,323
Liabilities							
<i>Other Liabilities</i>							
Accounts Payable	\$ 175,563	\$ 184,522	\$ 189,072	\$ 193,797	\$ 198,609	\$ 202,921	\$ 209,579
<i>Debt Charges</i>							
Line of Credit	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Total Liabilities	\$ 175,563	\$ 184,522	\$ 189,072	\$ 193,797	\$ 198,609	\$ 202,921	\$ 209,579
Accumulated Net Assets							
<i>Accumulated Net Assets</i>	\$ 23,341,414	\$ 23,797,904	\$ 24,304,766	\$ 24,851,393	\$ 25,832,881	\$ 26,563,337	\$ 27,292,744
Total Liabilities and Accumulated Net Assets	\$ 23,516,977	\$ 23,982,426	\$ 24,493,838	\$ 25,045,190	\$ 26,031,490	\$ 26,766,258	\$ 27,502,323



Corporation of the Township of Wilmot - Wilmot Water Water Component

Projected Cash Sources and Uses for the year ending December 31

	2021	2022	2023	2024	2025	2026	2027
Operating Activities							
Cash Collected From Revenues							
Revenue from Operations	\$ 3,605,941	\$ 3,276,120	\$ 3,382,613	\$ 3,486,649	\$ 3,980,459	\$ 3,785,681	\$ 3,868,764
Accounts Receivable	\$ (8,635)	\$ (15,441)	\$ (16,019)	\$ (16,548)	\$ (17,097)	\$ (17,510)	\$ (13,930)
	<u>\$ 3,597,306</u>	<u>\$ 3,260,679</u>	<u>\$ 3,366,594</u>	<u>\$ 3,470,101</u>	<u>\$ 3,963,362</u>	<u>\$ 3,768,171</u>	<u>\$ 3,854,834</u>
Cash Expended from Operations							
Operating Expenses	\$(2,901,666)	\$(2,902,513)	\$(2,976,757)	\$(3,053,369)	\$(3,123,218)	\$(3,203,198)	\$(3,305,113)
Inventory	\$ 5,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Accounts Payable	\$ 10,289	\$ 8,959	\$ 4,551	\$ 4,724	\$ 4,813	\$ 4,311	\$ 6,659
Amortization	\$ 382,023	\$ 394,889	\$ 408,935	\$ 423,178	\$ 429,478	\$ 432,523	\$ 437,084
	<u>\$(2,504,354)</u>	<u>\$(2,498,665)</u>	<u>\$(2,563,271)</u>	<u>\$(2,625,467)</u>	<u>\$(2,688,927)</u>	<u>\$(2,766,364)</u>	<u>\$(2,861,370)</u>
Cash Flow from Operating Activities	\$ 1,092,952	\$ 762,014	\$ 803,323	\$ 844,634	\$ 1,274,435	\$ 1,001,807	\$ 993,464
Capital Asset Activities							
Tangible Capital Assets Under Construction	\$ (802,200)	\$ (514,500)	\$ 1,349,000	\$ (3,500)	\$ 26,000	\$ 1,000	\$ (7,000)
Tangible Capital Assets	\$(1,100,800)	\$ (146,500)	\$ (2,224,000)	\$ (209,000)	\$ (346,000)	\$ (228,000)	\$ (118,500)
Proceeds from Disposals	\$ 5,000	\$ -	\$ 5,000	\$ 5,000	\$ -	\$ 5,000	\$ -
	<u>\$(1,898,000)</u>	<u>\$(661,000)</u>	<u>\$(870,000)</u>	<u>\$(207,500)</u>	<u>\$(320,000)</u>	<u>\$(222,000)</u>	<u>\$(125,500)</u>
Cash Flow from Capital Asset Activities	\$(1,898,000)	\$(661,000)	\$(870,000)	\$(207,500)	\$(320,000)	\$(222,000)	\$(125,500)
Investing Activities							
Interest Revenue	\$ 73,577	\$ 82,883	\$ 96,006	\$ 108,348	\$ 124,246	\$ 142,974	\$ 165,756
Cash Flow from Investing Activities	\$ 73,577	\$ 82,883	\$ 96,006	\$ 108,348	\$ 124,246	\$ 142,974	\$ 165,756
Financing Activities							
Line of Credit	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Interest Expense	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Cash Flow from Financing Activities	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Changes to Cash & Cash Equivalents	\$ (731,471)	\$ 183,897	\$ 29,329	\$ 745,482	\$ 1,078,681	\$ 922,781	\$ 1,033,720
Beginning Cash & Cash Equivalents	\$ 3,625,555	\$ 2,894,084	\$ 3,077,981	\$ 3,107,310	\$ 3,852,792	\$ 4,931,473	\$ 5,854,254
Ending Cash & Cash Equivalents	\$ 2,894,084	\$ 3,077,981	\$ 3,107,310	\$ 3,852,792	\$ 4,931,473	\$ 5,854,254	\$ 6,887,974



Corporation of the Township of Wilmot - Wilmot Water Water Component

Notes to Projected Financial Statements for the year ending December 31

Note 1 - Tangible Capital Assets Under Construction

	2021	2022	2023	2024	2025	2026	2027
January 1 Balance	\$ 77,300	\$ 879,500	\$ 1,394,000	\$ 45,000	\$ 48,500	\$ 22,500	\$ 21,500
Additions	\$ 1,829,000	\$ 630,000	\$ 801,000	\$ 212,500	\$ 260,000	\$ 164,000	\$ 89,500
	<u>\$ 1,906,300</u>	<u>\$ 1,509,500</u>	<u>\$ 2,195,000</u>	<u>\$ 257,500</u>	<u>\$ 308,500</u>	<u>\$ 186,500</u>	<u>\$ 111,000</u>
Transfer to Active Capital Assets	\$ 1,026,800	\$ 115,500	\$ 2,150,000	\$ 209,000	\$ 286,000	\$ 165,000	\$ 82,500
December 31 Balance	\$ 879,500	\$ 1,394,000	\$ 45,000	\$ 48,500	\$ 22,500	\$ 21,500	\$ 28,500

Projects Under Construction

Wilmot St.	Greenwood Dr.	Boulee St.	Stone St.	Stone St.	Centennial Cres.	Boulee St.
Nafziger Rd	Victoria St.	Webster St	Centennial Cres.	Centennial Cres.	Boulee St	Seyler St.
Victoria St	Boulee St.		Webster St		Seyler St.	Peel St.
Snyder's Rd	Snyder's Rd					
Boulee St.						

Note 2 - Tangible Capital Assets

	2021	2022	2023	2024	2025	2026	2027
January 1 Balance, gross	\$ 26,252,024	\$ 27,296,667	\$ 27,443,167	\$ 29,604,097	\$ 29,761,257	\$ 30,107,257	\$ 30,274,147
Donations	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Additions	\$ 1,100,800	\$ 146,500	\$ 2,224,000	\$ 209,000	\$ 346,000	\$ 228,000	\$ 118,500
	<u>\$ 27,352,824</u>	<u>\$ 27,443,167</u>	<u>\$ 29,667,167</u>	<u>\$ 29,813,097</u>	<u>\$ 30,107,257</u>	<u>\$ 30,335,257</u>	<u>\$ 30,392,647</u>
Write Downs	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Disposals	\$ 56,157	\$ -	\$ 63,070	\$ 51,840	\$ -	\$ 61,110	\$ 20,384
December 31 Balance, gross	\$ 27,296,667	\$ 27,443,167	\$ 29,604,097	\$ 29,761,257	\$ 30,107,257	\$ 30,274,147	\$ 30,372,263
January 1 Accumulated Amortization	\$ 7,619,001	\$ 7,944,867	\$ 8,339,756	\$ 8,685,621	\$ 9,056,959	\$ 9,486,437	\$ 9,857,850
Disposals	\$ (56,157)	\$ -	\$ (63,070)	\$ (51,840)	\$ -	\$ (61,110)	\$ (20,384)
Annual Amortization*	\$ 382,023	\$ 394,889	\$ 408,935	\$ 423,178	\$ 429,478	\$ 432,523	\$ 437,085
December 31 Accumulated Amortization	<u>\$ 7,944,867</u>	<u>\$ 8,339,756</u>	<u>\$ 8,685,621</u>	<u>\$ 9,056,959</u>	<u>\$ 9,486,437</u>	<u>\$ 9,857,850</u>	<u>\$ 10,274,550</u>
December 31 Balance, net	\$ 19,351,800	\$ 19,103,411	\$ 20,918,476	\$ 20,704,298	\$ 20,620,820	\$ 20,416,297	\$ 20,097,713

*Amortization Periods (based on PSAB and GAAP Standards):

Machinery & Equipment = 10 years

Vehicles = 10 years

Water System = 75 years



Corporation of the Township of Wilmot - Wilmot Water

Wastewater Component

Projected Financial Operations

for the year ending December 31

	2021	2022	2023	2024	2025	2026	2027
Revenues							
Wastewater Rates	\$ 3,101,958	\$ 3,449,575	\$ 3,753,056	\$ 4,048,873	\$ 4,365,104	\$ 4,662,673	\$ 4,951,487
Other User Fees (Local Improvement Charges)	\$ 13,950	\$ 13,950	\$ 13,950	\$ 13,950	\$ 13,950	\$ 13,950	\$ 13,950
Other Revenues (DC's, Other Government Funding)	\$ 1,011,756	\$ 2,743,137	\$ 2,967,568	\$ -	\$ 330,030	\$ -	\$ -
Interest Revenue	\$ 35,578	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,191
Total Revenue	\$ 4,163,242	\$ 6,206,662	\$ 6,734,574	\$ 4,062,823	\$ 4,709,084	\$ 4,676,623	\$ 4,972,628
Expenses							
Wastewater Supply Costs	\$ 2,058,802	\$ 2,140,201	\$ 2,235,083	\$ 2,334,102	\$ 2,437,474	\$ 2,545,421	\$ 2,633,006
Other Expenses	\$ 964,779	\$ 898,119	\$ 1,008,024	\$ 786,350	\$ 1,020,160	\$ 903,446	\$ 921,515
Amortization	\$ 302,694	\$ 332,264	\$ 444,232	\$ 494,605	\$ 499,409	\$ 503,809	\$ 506,229
Interest Expense	\$ -	\$ -	\$ 20,937	\$ 49,761	\$ 37,498	\$ 19,425	\$ -
Total Expenses	\$ 3,326,275	\$ 3,370,584	\$ 3,708,276	\$ 3,664,818	\$ 3,994,541	\$ 3,972,101	\$ 4,060,750
Net Effect of Annual Operations	\$ 836,967	\$ 2,836,078	\$ 3,026,298	\$ 398,005	\$ 714,543	\$ 704,522	\$ 911,878
Beginning Accumulated Net Assets Balance	\$ 15,895,579	\$ 16,732,546	\$ 19,568,624	\$ 22,594,922	\$ 22,992,927	\$ 23,707,470	\$ 24,411,992
Data Entry Point (for above)							
Net Effect of Annual Operations	\$ 836,967	\$ 2,836,078	\$ 3,026,298	\$ 398,005	\$ 714,543	\$ 704,522	\$ 911,878
Donated Assets	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Ending Accumulated Net Assets Balance	\$ 16,732,546	\$ 19,568,624	\$ 22,594,922	\$ 22,992,927	\$ 23,707,470	\$ 24,411,992	\$ 25,323,870



Corporation of the Township of Wilmot - Wilmot Water
Wastewater Component
Projected Financial Position
as of December 31

	2021	2022	2023	2024	2025	2026	2027
Assets							
<i>Financial Assets</i>							
Cash & Cash Equivalents	\$ 1,039,805	\$ -	\$ -	\$ -	\$ -	\$ 76,953	\$ 1,335,436
Accounts Receivable	\$ 387,745	\$ 431,197	\$ 469,132	\$ 506,109	\$ 545,638	\$ 582,834	\$ 618,936
	\$ 1,427,550	\$ 431,197	\$ 469,132	\$ 506,109	\$ 545,638	\$ 659,787	\$ 1,954,372
<i>Non Financial Assets</i>							
Inventory	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Tangible Capital Assets Under Construction (Note 1)	\$ 1,895,500	\$ 2,610,500	\$ 65,500	\$ 71,000	\$ 33,000	\$ 31,000	\$ 41,000
Tangible Capital Assets, net (Note 2)	\$ 13,617,388	\$ 17,671,924	\$ 24,494,422	\$ 24,313,317	\$ 24,231,908	\$ 23,970,099	\$ 23,584,870
	\$ 15,512,888	\$ 20,282,424	\$ 24,559,922	\$ 24,384,317	\$ 24,264,908	\$ 24,001,099	\$ 23,625,870
Total Assets	\$ 16,940,438	\$ 20,713,621	\$ 25,029,054	\$ 24,890,426	\$ 24,810,546	\$ 24,660,886	\$ 25,580,242
Liabilities							
<i>Other Liabilities</i>							
Accounts Payable	\$ 207,892	\$ 214,443	\$ 222,516	\$ 230,937	\$ 239,723	\$ 248,894	\$ 256,372
<i>Debt Charges</i>							
Line of Credit	\$ -	\$ 930,554	\$ 2,211,616	\$ 1,666,562	\$ 863,353	\$ -	\$ -
Total Liabilities	\$ 207,892	\$ 1,144,997	\$ 2,434,132	\$ 1,897,499	\$ 1,103,076	\$ 248,894	\$ 256,372
Accumulated Net Assets							
<i>Accumulated Net Assets</i>	\$ 16,732,546	\$ 19,568,624	\$ 22,594,922	\$ 22,992,927	\$ 23,707,470	\$ 24,411,992	\$ 25,323,870
Total Liabilities and Accumulated Net Assets	\$ 16,940,438	\$ 20,713,621	\$ 25,029,054	\$ 24,890,426	\$ 24,810,546	\$ 24,660,886	\$ 25,580,242



Corporation of the Township of Wilmot - Wilmot Water Wastewater Component

Projected Cash Sources and Uses for the year ending December 31

	2021	2022	2023	2024	2025	2026	2027
Operating Activities							
Cash Collected From Revenues							
Revenue from Operations	\$ 4,127,664	\$ 6,186,662	\$ 6,734,574	\$ 4,062,823	\$ 4,709,084	\$ 4,676,623	\$ 4,965,437
Accounts Receivable	\$ -	\$ (43,452)	\$ (37,935)	\$ (36,977)	\$ (39,529)	\$ (37,196)	\$ (36,102)
	\$ 4,127,664	\$ 6,143,210	\$ 6,696,639	\$ 4,025,846	\$ 4,669,555	\$ 4,639,427	\$ 4,929,335
Cash Expended from Operations							
Operating Expenses	\$(3,326,275)	\$(3,370,584)	\$(3,687,339)	\$(3,615,057)	\$(3,957,043)	\$(3,952,676)	\$(4,060,750)
Inventory	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Accounts Payable	\$ 22,928	\$ 6,550	\$ 8,073	\$ 8,421	\$ 8,786	\$ 9,171	\$ 7,478
Amortization	\$ 302,694	\$ 332,264	\$ 444,232	\$ 494,605	\$ 499,409	\$ 503,809	\$ 506,229
	\$(3,000,653)	\$(3,031,770)	\$(3,235,034)	\$(3,112,031)	\$(3,448,848)	\$(3,439,696)	\$(3,547,043)
Cash Flow from Operating Activities	\$ 1,127,011	\$ 3,111,440	\$ 3,461,605	\$ 913,815	\$ 1,220,707	\$ 1,199,731	\$ 1,382,292
Capital Asset Activities							
Tangible Capital Assets Under Construction	\$(1,877,500)	\$(715,000)	\$ 2,545,000	\$(5,500)	\$ 38,000	\$ 2,000	\$(10,000)
Tangible Capital Assets	\$ (308,000)	\$ (4,386,800)	\$ (7,266,730)	\$ (313,500)	\$ (418,000)	\$ (242,000)	\$ (121,000)
Proceeds from Disposals	\$ -	\$ 20,000	\$ -	\$ -	\$ -	\$ -	\$ -
Cash Flow from Capital Asset Activities	\$(2,185,500)	\$(5,081,800)	\$(4,721,730)	\$(319,000)	\$(380,000)	\$(240,000)	\$(131,000)
Investing Activities							
Interest Revenue	\$ 35,578	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,191
Cash Flow from Investing Activities	\$ 35,578	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,191
Financing Activities							
Line of Credit	\$ -	\$ 930,554	\$ 1,281,062	\$(545,054)	\$(803,209)	\$(863,353)	\$ -
Interest Expense	\$ -	\$ -	\$(20,937)	\$(49,761)	\$(37,498)	\$(19,425)	\$ -
Cash Flow from Financing Activities	\$ -	\$ 930,554	\$ 1,260,125	\$(594,815)	\$(840,707)	\$(882,778)	\$ -
Changes to Cash & Cash Equivalents	\$(1,022,911)	\$(1,039,805)	\$ -	\$ -	\$ -	\$ 76,953	\$ 1,258,483
Beginning Cash & Cash Equivalents	\$ 2,062,716	\$ 1,039,805	\$ -	\$ -	\$ -	\$ -	\$ 76,953
Ending Cash & Cash Equivalents	\$ 1,039,805	\$ -	\$ -	\$ -	\$ -	\$ 76,953	\$ 1,335,436



Corporation of the Township of Wilmot - Wilmot Water Wastewater Component

Notes to Projected Financial Statements for the year ending December 31

Note 1 - Tangible Capital Assets Under Construction

	2021	2022	2023	2024	2025	2026	2027
January 1 Balance	\$ 18,000	\$ 1,895,500	\$ 2,610,500	\$ 65,500	\$ 71,000	\$ 33,000	\$ 31,000
Additions	\$ 2,185,500	\$ 4,722,500	\$ 4,710,730	\$ 308,000	\$ 380,000	\$ 240,000	\$ 131,000
	\$ 2,203,500	\$ 6,618,000	\$ 7,321,230	\$ 373,500	\$ 451,000	\$ 273,000	\$ 162,000
Transfer to Active Capital Assets	\$ 308,000	\$ 4,007,500	\$ 7,255,730	\$ 302,500	\$ 418,000	\$ 242,000	\$ 121,000
December 31 Balance	\$ 1,895,500	\$ 2,610,500	\$ 65,500	\$ 71,000	\$ 33,000	\$ 31,000	\$ 41,000

Projects Under Construction:

Greenwood Dr. Victoria St Snyder's Rd Boulee St. Foundry St. Snyder's Rd. Rail	Greenwood Dr. Victoria St. Boulee St. Snyder's Rd Foundry St.	Boulee St. Webster St	Stone St. Centennial Cres. Webster St	Stone St. Centennial Cres.	Centennial Cres. Boulee St Seyler St.	Boulee St Seyler St. Peel St.
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Note 2 - Tangible Capital Assets

	2021	2022	2023	2024	2025	2026	2027
January 1 Balance, gross	\$20,163,743	\$ 20,471,743	\$ 24,479,243	\$ 31,734,973	\$ 32,037,473	\$ 32,455,473	\$ 32,697,473
Donations	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Additions	\$ 308,000	\$ 4,007,500	\$ 7,255,730	\$ 302,500	\$ 418,000	\$ 242,000	\$ 121,000
	\$20,471,743	\$ 24,479,243	\$ 31,734,973	\$ 32,037,473	\$ 32,455,473	\$ 32,697,473	\$ 32,818,473
Write Downs	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Disposals	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
December 31 Balance, gross	\$20,956,630	\$ 25,013,650	\$ 32,280,380	\$ 32,582,570	\$ 33,000,570	\$ 33,242,570	\$ 33,363,570
January 1 Accumulated Amortization	\$ 7,036,548	\$ 7,339,242	\$ 7,341,726	\$ 7,785,958	\$ 8,269,253	\$ 8,768,662	\$ 9,272,471
Disposals	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Annual Amortization*	\$ 302,694	\$ 332,264	\$ 444,232	\$ 494,605	\$ 499,409	\$ 503,809	\$ 506,229
	\$ 7,339,242	\$ 7,341,726	\$ 7,785,958	\$ 8,269,253	\$ 8,768,662	\$ 9,272,471	\$ 9,778,700
December 31 Balance, net	\$13,617,388	\$ 17,671,924	\$ 24,494,422	\$ 24,313,317	\$ 24,231,908	\$ 23,970,099	\$ 23,584,870

*Amortization Periods (based on PSAB and GAAP Standards):

Land = N/A

Buildings = 50 years

Machinery & Equipment = 10 years

Vehicles = 10 years

Wastewater System = 75 years



TOWNSHIP OF WILMOT

DEVELOPMENT SERVICES *Staff Report*

REPORT NO: DS 2020-027

TO: COUNCIL

SUBMITTED BY: Harold O’Krafka, MCIP RPP
Director of Development Services

PREPARED BY: Andrew Martin, MCIP RPP
Manager of Planning/EDO

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Billboard Sign Renewals

RECOMMENDATION:

THAT report DS 2020-027 be endorsed.

SUMMARY:

This report is prepared annually to advise of the status of each of the billboard signs licensed in the Township of Wilmot. The report details the condition, status of payment and provides recommendations for renewal, or renewal subject to conditions, for each of the billboards.

BACKGROUND:

The Township’s Sign By-law 2002-68, sets out limitations on size, messaging, and location of billboards throughout the Township. The By-law further requires annual review of billboards, and Council’s approval to renew billboard licenses. There are presently 4 billboards licensed in the Township of Wilmot.

REPORT:

Werner Kuehlenborg

Location: Corner of Bleams Road and Trussler Road, Mannheim

Date of first issuance: November 15, 2006

Summary:

The billboard has been renewed annually since November of 2006. In 2007, Council approved a variance to the sign by-law to permit 25% of the billboard to advertise non Wilmot based businesses. This percentage was further increased to 38%, subject to conditions. All sign faces are currently filled on the billboard in compliance with the sign's conditions of approval.

Recommendation:

That the billboard permit be extended for an additional year.



Sign face as of November 27, 2020

2614235 Ontario Limited

Location: 200 Waterloo Street, New Hamburg

Date of first issuance: November 22, 2010

Summary:

This building was first considered for licensing of a billboard in 2006. The two signs located on the building are compliant with the Sign By-law.

Recommendation:

That the billboard permit be extended for an additional year.



Sign faces as of November 27, 2020

ADS High Impact Advertising Inc.

Location: 374 Hamilton Road, New Hamburg

Date of first issuance: April 14, 2011

Summary:

Council approved licensing of this billboard on January 31, 2011. A billboard sign permit was subsequently issued on April 14, 2011. Non-Wilmot based content is permitted to occupy up to 20% of the sign. As of November 27, 2020, the sign face was in compliance with the conditions of approval.



Sign face as of November 27, 2020

Recommendation:

That the billboard permit be extended for an additional year.

Took-A-Look Media

Location: Northwest corner of Nafziger Road and Waterloo Street

Date of first issuance: December 10, 2010

Summary:

This billboard sign was first considered for licensing in April of 2009. The approval was given such that the license is deemed to automatically renew from year to year for a period of 10 years subject to an annual review and payment of the annual license fee. That initial 10 year period has now expired and this billboard will now be licensed annually on the same basis as all other billboards.

In February of 2013 a variance was approved to allow one side of the sign face to advertise non-Wilmot based business subject to approval by Council. Harmony Door Service Inc. was authorized to advertise on the sign. Recently, NW Roofing of New Hamburg was added to the sign to replace the previous real estate and mortgage broker sign. The billboard is compliant with the sign's conditions of approval



Sign faces as of November 27, 2020

Recommendation:

That the billboard permit be extended for an additional year.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

Billboard licensing serves to monitor advertising content to ensure it continues to promote the Township's downtowns and commercial areas in turn contributing to a prosperous economy.

FINANCIAL CONSIDERATIONS:

The billboard license fees, established by the Township of Wilmot Fees and Charges By-law, were received prior to the completion of this report.

ATTACHMENTS:

none



TOWNSHIP OF WILMOT

FIRE SERVICES *Staff Report*

REPORT NO: FD 2020-07

TO: Council

SUBMITTED BY: Rod Leeson, Fire Chief

PREPARED BY: Rod Leeson, Fire Chief

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Fire Department $\frac{3}{4}$ Ton Pickups

RECOMMENDATION:

That RFP FD2020-27 be awarded to BARRY CULLEN CHEVROLET CADILLAC LTD. to supply and deliver two (2) 2021 – Chevrolet Silverado 2500 4x4 Crew Cab Pickup Trucks as per their proposal dated November 6, 2020, in the amount of \$83,810.00 plus HST.

SUMMARY:

This report outlines the proposal process and recommends award of contract to the successful bidder for the supply and delivery of two (2) 2021 Chevrolet Silverado 4x4 Crew Cab Pickup Trucks. This report also outlines anticipated impacts due to the COVID-19 pandemic.

BACKGROUND:

This procurement process was undertaken to purchase two (2) 4x4 Crew Cab Pickups, one that has reached end of life and one added to the fleet to be utilized by the Fire Prevention Officer, as identified in the 2012 Fire Master Plan and Council approved 2020 Budget. As part of the on-going vehicle maintenance and replacement program, the existing 4x4 Crew Cab Pickup Truck within the Fire Department is scheduled to be replaced this year. One unit specified as part of this procurement process will replace Truck 1. The other unit will be utilized by the Fire Prevention division, becoming Truck 2.

REPORT:

This procurement exercise was undertaken to purchase two (2) 4x4 Crew Cab Pickup Trucks.

On Friday October 16, 2020, the proposal document was made available online through the Township's e-bidding site. There was a total of seven (7) bid takers, with a total of three (3) Bid submissions received at time of close on Friday November 6, 2020.

Following the specification technical review, the proposals were evaluated and scored for adequacy based upon the following three (3) criteria with weighting allocated to each:

- Compliance with Specifications – 40%
- Warranty and Delivery Time – 30%
- Cost – 30%

The fees were evaluated separately, and a final selection was made based on the evaluation criteria.

Proponent	Location
BARRY CULLEN CHEVROLET CADILLAC LTD.	Guelph, ON
FRASER DURHAM CHRYSLER DODGE JEEP RAM INC	Oshawa, ON
HIGHBURY FORD SALES LIMITED	London, ON
JIM WILSON CHEVROLET BUICK GMC INC	Orillia, ON
MOHAWK FORD SALES (1996) LIMITED	Hamilton, ON
OXFORD DODGE CHRYSLER (1992) LTD.	London, ON
BLUE MOUNTAIN CHYRSLER LTD.	Collingwood, ON

As a result, the bid received from Barry Cullen Chevrolet Cadillac Ltd., at a cost of \$83,810.00, plus HST, is recommended for award. The units specified is two (2) 2021 Chevrolet Silverado 2500 4x4 Crew Cab pickups. References have been verified and appear to be satisfactory.

Additional aftermarket upfitting will be required once the new pickups arrive. This is a specialized service and is not provided by dealerships. The upfitting exercise incorporates fire department operational elements such as transporting SCBA bottles for filling, Rehab, transporting equipment, medical response, technical rescue support, day to day operations and more. Specialized consoles are installed in the cab to allow safe user control of emergency lights, siren, radio controls, Truck utility cap, slide out tray and provision to store and transport SCBA bottles. Upfitting pickups in the fire service demonstrates good fiscal responsibility by taking one vehicle and creating multiple operational uses.

Based on the cost proposal from the successful proponent and estimated costs for upfitting, the total combined costs will be within the approved capital budget.

COVID-19 Anticipated Impacts:

In the Provincial workplace orders issued on April 4, 2020, many non-essential workplaces were required to close their physical workplace causing delays in orders and production. Provincial orders and restrictions placed on manufacturing facilities may impact the supply and delivery of

the 2500 4x4 Crew Cab Pickup Truck. The biggest impacts appear to be related to delivery timing, with estimated delivery of approximately 16 weeks for the pickups. Upfitting time remains undetermined.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

This recommendation is aligned with the Strategic Plan Core Value of Health and Wellbeing. In addition, the report is consistent with the action of investing in and promoting Public Education, Fire Prevention and Emergency Management for all residents.

FINANCIAL CONSIDERATIONS:

The combined budget for this project is outlined below:

Funding Source	Amount
General Levy	\$ 59,000
Development Charges – Fire Services	60,000
Sale of Surplus Asset	1,000
Total Budget	\$120,000

Given the cost proposal of \$85,285.06 net of HST rebate, the remaining funding of \$34,714.94 is sufficient to cover the costs of upfitting the vehicles, as noted above, and remain within the approved budget allocation.

ATTACHMENTS: None



TOWNSHIP OF WILMOT

INFORMATION AND LEGISLATIVE SERVICES *Staff Report*

REPORT NO: ILS 2020-37

TO: Council

SUBMITTED BY: Dawn Mittelholtz, Director of Information and Legislative Services / Municipal Clerk

PREPARED BY: Dawn Mittelholtz, Director of Information and Legislative Services / Municipal Clerk

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Consideration of Drainage Engineer's Report
For the Glen Shantz Drain 2020
South Part of Lot 28 and 29
Concession 2, Block A
Township of Wilmot

RECOMMENDATION:

THAT the Drainage Engineer's Report dated October 21, 2020 for the Glen Shantz Drain 2020 requiring drainage involving the installation of closed pipe drain for Branch A and incorporation of closed pipe drain for Branch B for South Part of Lot 28 and 29, Concession 2, Block A, Township of Wilmot, Regional Municipality of Waterloo, be adopted, and further;

THAT the Provisional By-law be given first and second reading; and further,

THAT the date for the Court of Revision be scheduled for Monday, January 11, 2020 at 7:00 pm and that Mayor L. Armstrong, and Councillors A. Hallman, C. Gordijk and J. Gerber (as alternate member), be appointed to the Court of Revision.

SUMMARY:

Council is being asked to adopt the Glen Shantz Drain 2020 Engineer's Report. This follows the requirements of the Drainage Act. Council and members of the public effected by the drain will be able to ask the Drainage Engineer questions about the Report at the meeting.

BACKGROUND:

As Council is aware, the Drainage Engineer's Report for the above-mentioned municipal drain was filed with the Clerk on October 21, 2020. As per Council resolution on November 16, 2020, the date to consider the Report was scheduled for a Council Meeting on December 7, 2020 at 7:00 pm.

REPORT:

Pursuant to the requirements of the Drainage Act, copies of the Report have been mailed to all persons and affected agencies entitled to receive them, along with a Notice that the Engineer's Report will be considered by Council.

At this meeting to consider the Report, the Drainage Engineer will review the Report for Council, comment on the revision made and answer any questions that may arise. The landowners and all other affected parties will be given the opportunity to voice their concerns relating to any aspect of the Report. At the conclusion of the meeting, the owners affected will be given an opportunity to add or withdraw their names from the petition.

If Council wishes to proceed to adopt the Report, a By-law known as the Provisional By-law for drainage works is given first and second reading only. Council sets the date for the Court of Revision wherein any appeals to the assessments are reviewed, and members appointed to the Court. All affected parties will be mailed a notice of the date and time of the Court of Revision.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

By proceeding with the requirements of the Drainage Act, Council is supporting the infrastructure within the municipality.

FINANCIAL CONSIDERATIONS:

If the municipal drainage works proceed pursuant to the Drainage Act, then the property owners that are affected would be assessed in accordance with the assessment schedule and levied by by-law upon completion of the project.

The summary of assessment for these works is estimated as follows:

Property Type	Grant Eligibility	Estimated Assessment
Privately Owned - Agricultural	Grant Eligible	\$30,137
Privately Owned – Non-Agricultural	Ineligible	\$19,880
Township of Wilmot	n/a	\$nil
Total Estimated Assessment		\$50,017

ATTACHMENTS:

None



REPORT NO: ILS 2020-38

TO: Council

SUBMITTED BY: Dawn Mittelholtz, Director of Information and Legislative Services / Municipal Clerk

PREPARED BY: Dawn Mittelholtz, Director of Information and Legislative Services / Municipal Clerk

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Award of Contract – Prime Ministers Path Consultation

RECOMMENDATION:

THAT the award of contract to National FPG Inc. ("First Peoples Group), for the Prime Ministers Path Stakeholder Consultation, for the upset limit of \$45,000, plus HST, be approved; and further,

THAT funding for these works be included within the 2021 Capital Budget and 10-Year Capital Forecast; and further,

THAT the March 1st, 2021 deadline approved by Council on July 27, 2020 for the presentation of the Consultant's recommendations in Resolution Number 2020-104 be extended to July 31, 2021.

SUMMARY:

Council is being asked to approve the award of contract to First Peoples Group for them to conduct and facilitate the Prime Ministers Path Stakeholder Consultation project and to extend the deadline imposed in their resolution to July 31, 2021. The report outlines the process for retaining their services.

BACKGROUND:

On July 27, 2020, The Council for the Township of Wilmot passed a resolution directing staff to immediately pause any further investment and expansion of the Prime Ministers Path until a sufficient, thorough, respectful and transparent consultation process is completed with accountability that adheres to the calls to action set out in the Truth and Reconciliation Commission of Canada's Principles of Reconciliation. Resolution Number 2020-104 further directed that two Members of Council be part of the selection committee for the consultant and that the recommendations of the consultant be presented at the March 1, 2021 Council Meeting.

REPORT:

In early October 2020, staff initiated a formal Request for Proposal (RFP 2020-26) to retain a third-party consultant to guide, assist, implement, and facilitate as the Township achieves the directions set forth within the Council Resolution, passed on July 27, 2020.

The scope of work as defined in the Terms of Reference for this RFP included the following stages for the project:

- Confirmation of Deliverables and Project Launch
- Community Scan / Outreach Strategy
- Community Consultation
- Final Report to Council and Community
- Consultation Framework for on-going projects related to the Prime Ministers Path

The selection committee for this proposal was established, and included the Director of Information and Legislative Services, the Director of Corporate Services / Treasurer, and two (2) members of Council: Councillor Barry Fisher and Councillor Jenn Pfenning.

Over the course of the bid, a total of two (2) plan takers registered, and zero (0) proposals were submitted at the time of closing. As such, staff extended the RFP deadline an additional ten (10) days; however, zero (0) formal proposals were received.

As per the Township procurement by-law (2016-30) Section 72 g), the purchasing agent is permitted to negotiate with one or more Bidders, "when no bids are received in the tender or quotation call," and in such cases, "the requirement for inviting tenders or quotations in waived."

Under this provision, the Township's Supervisor of Procurement and Payroll contacted the plan takers, to determine what factor motivated them to not submit a bid at the time of closing. Feedback from one vendor indicated the bid was not of interest to them, while the other bidder, First Peoples Group, indicated that COVID-19 impacts would not enable them to successfully complete the project by the deadline outlined in the original Council resolution.

In consultation with members of the selection committee it was determined that the Supervisor of Procurement and Payroll, under the Director of Corporate Services / Treasurer, should communicate with First Peoples Group on their willingness to submit a proposal with an option to extend the project deadline.

After communications with a representative from First Peoples Group, staff were advised that the vendor was very much interested in working with the Township, and would submit a proposal with a revised project timeline.

Upon receipt of the RFP submission from First Peoples Group, members of the selection committee reviewed the project methodology and experience of First Peoples Group and are recommending an award of contract to lead the Stakeholder Consultation for the Prime Ministers Path.

First Peoples Group has previous experience working on similar projects, most notably with the City of Kingston. The project team is well-credentialed and the proposed work plan for this important project seems achievable, considering the challenges of community consultation during the pandemic.

This project was not included within the latest update to the Township's 10-Year Capital forecast, and will need to be considered for pre-budget approval to initiate the project with First Peoples Group.

Appointing a consultant to carryout this project directly reflects the following principles of Truth and Reconciliation.

3. Reconciliation is a process of healing of relationships that requires public truth sharing, apology, and commemoration that acknowledge and redress past harms.
4. Reconciliation requires constructive action on addressing the ongoing legacies of colonialism that have had destructive impacts on Aboriginal peoples' education, cultures and languages, health, child welfare, the administration of justice, and economic opportunities and prosperity.
6. All Canadians, as Treaty peoples, share responsibility for establishing and maintaining mutually respectful relationships.
9. Reconciliation requires political will, joint leadership, trust building, accountability, and transparency, as well as a substantial investment of resources.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

Consultations on the Prime Ministers Path project was identified as a specific action under the Arts, Culture and Heritage strategies to achieve a better Quality of Life in Wilmot.

This report and direction are also aligned with the Strategic Plan commitment to working and providing service that promotes inclusivity and helps eliminate systemic and individual racism and racial discrimination.

FINANCIAL CONSIDERATIONS:

Following the Council resolution on July 27, 2020, staff consulted with legal to ensure any of the actions within this project were not in contravention of any existing legal agreements in place with Createscape Waterloo Region. In addition to legal costs, expenses have also been incurred for the storage and security of the Sir John A. Macdonald statue.

Legal costs and removal and storage fees to date total \$16,006.33. With the additional costs for future storage and the cost proposal from First Peoples Group, the total cost of this project is estimated at \$75,000. This estimate will be incorporated within the updated 10-Year Capital Forecast and 2021 Capital Budget.

Staff are actively seeking potential external funding sources associated with the scope of work for this project. In the absence of external funding sources this project will need to be funded from the General Levy, as part of the 2021 Capital Budget.

ATTACHMENTS:

None



TOWNSHIP OF WILMOT

INFORMATION AND LEGISLATIVE SERVICES *Staff Report*

REPORT NO: ILS 2020-39

TO: Council

SUBMITTED BY: Dawn Mittelholtz, Director of Information and Legislative Services / Municipal Clerk

PREPARED BY: Dawn Mittelholtz, Director of Information and Legislative Services / Municipal Clerk

REVIEWED BY: Grant Whittington, CAO

DATE: December 7, 2020

SUBJECT: Integrity Commissioner's Report

RECOMMENDATION:

THAT the report prepared by the Integrity Commissioner be received and that Council pass a subsequent Resolution regarding the recommendations contained within the report.

SUMMARY:

The Integrity Commissioner is an independent third-party who is hired by the Township to provide advice and train Members of Council and Local Boards on the Code of Conduct and the Municipal Conflict of Interest Act, and to receive inquiries when members of Council or Local Boards are believed to have breached the Code of Conduct. The attached report was prepared in response to inquiries received.

REPORT:

The attached report was received from Dr. Robert Williams, Integrity Commissioner, in response to inquiries he received earlier this year. The Integrity Commissioner is an independent third-party and his report is provided as such.

Contained within the report are recommendations for Council's consideration which shall be considered as a Resolution separate from this report. A Member can make a Motion on the floor that can then be seconded by another Member, then discussion on the recommendations may begin.

An opportunity will be given for the Member who the inquiry was made about to address Council on the matter.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

While legislation requires that the Township retain an Integrity Commissioner and that the Township has a Code of Conduct, part of the purpose of the Code of Conduct is to ensure continued Responsible Governance, Quality of Life and Community Engagement, strategies included in the Strategic Plan.

FINANCIAL CONSIDERATIONS:

The Township's Operating Budget, as approved by Council, includes funding from the General Levy for inquiries made to the Integrity Commissioner.

ATTACHMENTS:

Integrity Commissioner's Report dated November 27, 2020

Report IC2020 - 01
to the Council of the Township of Wilmot
in relation to an investigation under the
Code of Conduct for Members of Council related to
Council Code of Conduct Inquiries
2020-01 through 2020-04

=====

Robert J. Williams, Ph.D.
Integrity Commissioner
Township of Wilmot
November 27, 2020

Summary

1. Report IC2020-01 of the Township of Wilmot Integrity Commissioner dated November 27, 2020 advises Wilmot Township Council and Waterloo Regional Council that an investigation of the Township of Wilmot's Code of Conduct for Council and the Regional Municipality of Waterloo Code of Conduct for Members of Council (collectively, the "Codes") as a result of four inquiries concludes that contraventions have occurred.

A. Context

2. The Township of Wilmot (the "Township") retained me in January 2014 to serve as its Integrity Commissioner under the terms of what are now section 223.3 of the *Ontario Municipal Act, 2001*. Aird & Berlis LLP was appointed as the Integrity Commissioner for the Regional Municipality of Waterloo ("the Region") pursuant to the *Municipal Act, 2001* on May 8, 2019.

3. A total of five complaints based on the same incident (a video posted on Facebook by Mayor and Regional Councillor Les Armstrong – the "Member") were filed. Three complaints were submitted in accordance with the proper procedure for the submission of a formal complaint under the Township Code of Conduct for Elected Officials (the "Township Code"). Two of the complaints filed under the Township Code also addressed an additional subsequent action by the Member.

4. Two complaints were submitted under the Regional Municipality of Waterloo Code of Conduct for Members of Council (the "Regional Code") but one was determined to be deficient. Aird & Berlis LLP provided notice to the complainant with an opportunity to remedy the deficiency but a response was not received. Aird & Berlis LLP terminated the complaint.

5. Given the multiplicity of complaints arising from the same incident, Mr. John Mascarin of Aird & Berlis LLP and I discussed whether we could cooperate with respect to our investigation and reporting, in order to share resources and avoid unnecessary expense to the municipal taxpayers. We determined that it would not be in the public interest for us to undertake separate and concurrent investigations of the matter. Given that the majority of the complaints were made under the Township Code, Mr. Mascarin and I determined that I should carry out the investigations. Accordingly, Aird & Berlis LLP delegated its authority as Integrity Commissioner for the Region to me to investigate and to report with respect to the complaint

under the Regional Code in accordance with the authority set out in subsection 223.3(3) of the *Municipal Act, 2001*.

6. The two Codes differ in format and specific language but both contain provisions that address the key allegation made by all complainants that a video posted by the Member on Facebook constitutes a form of harassment.

B. The Requests for an Investigation

7. In late June 2020, I received a notarized request for an investigation under the Township Code filed by a resident of the Township (hereafter “Inquiry 2020-01”) in relation to a Facebook posting by the Member on June 20, 2020 that the complainant believes was “clearly hurtful and offensive to people of colour in Wilmot Township and beyond.” Over the next several weeks two other requests were filed by Township residents (hereafter “Inquiry 2020-02” and “Inquiry 2020-03”).

8. Aird and Berlis LLP received a valid complaint under the Regional Code dated June 29, 2020 (hereafter “Inquiry 2020-04”).

9. Each of latter three complaints (Inquiries 2020-02, 2020-03 and 2020-04) alleged that the manner in which the Member’s Facebook posting was reported in the media conclusively demonstrated that it constituted “racist and discriminatory behaviour” (Inquiry 2020-04) that caused people of colour in the community to be “traumatized and harmed” (Inquiry 2020-04).

10. Two of the submissions (Inquiries 2020-02 and 2020-03) go on to allege that the public apologies delivered by the Member separately to Waterloo Regional Council and Wilmot Township Council are a further form of unacceptable behaviour since he failed to accept responsibility for the impact of the video. The apologies did not satisfactorily acknowledge that the original action was inappropriate, and furthermore were seen as directed to fellow councillors rather than to those hurt by the content of the video.

11. Another matter was raised in one submission (Inquiry 2020-03) that will be addressed briefly later in this report.

12. Subsection 223.5 (1) of the *Municipal Act, 2001* provides that an Integrity Commissioner and every person acting under the instruction of the official shall preserve secrecy with respect

to all matters that comes to his or her knowledge in the course of his or her duties under Part V.1. Subsection 223.6 (2) directs that an Integrity Commissioner shall only disclose “such matters as in the Commissioner’s opinion are necessary for the purposes of the report.” Accordingly, the only party to this appeal who will be named in this report is the Member since the allegations involve matters based on public knowledge, primarily media sources, recorded minutes of meetings or video streaming of council deliberations.

13. In keeping with the responsibility of the Integrity Commissioner to respect confidentiality during the conduct of an inquiry, I did not share the complainants’ names with the Member during this inquiry. I further requested that the complainants not discuss their submission with the media (although one appellant had done so before I spoke with him).

C. The Submissions

14. As noted above, four complaints under the two Codes have been properly filed and have been investigated.

15. The allegations of contravention of the Codes all stem from the Member sharing a video on Facebook that is dated Wednesday June 17, 2020, framed by a banner entitled “WHITE LIVES MATTER” with the source listed as “Conservative Nation” (a Facebook group) and the declaration “THE SCAM HAS BEEN EXPOSED TAKE A LOOK! What Do You Think?”

16. The only words in the Member’s post were “Another view. Interesting.”

D. Does posting the “White Lives Matter” video violate a Code of Conduct?

17. The first aspect to consider is whether the act of posting the “White Lives Matter” video can be considered a violation of the relevant Codes. Other allegations will be considered separately, to the extent that is possible.

18. Based on information included with Inquiry 2020-01, several people immediately challenged the Member on Facebook to explain himself or to acknowledge that the post was inappropriate. I have no access to other posts related to the Member’s original post. It was only sometime after the Wilmot Council meeting on June 22 that the post was removed.

19. What is clear is that the posting on social media prompted numerous members of the public and the media to weigh in on the issue through a variety of public and private means. To

my knowledge, all of those who commented uniformly condemned the Member for posting the video.

20. Councillors at both the Region and the Township reported receiving phone calls and messages about the Member's action, many residents of Wilmot Township and Waterloo Region were interviewed by various media outlets, several people appeared as delegations before the Regional Council and Wilmot Council to address the video and many newspaper stories in the *Waterloo Region Record*, *Kitchener Today* and *The New Hamburg Independent* (among others) followed events during the week of June 22, 2020.

21. I can also report that I received a number of emails over this period from residents who sought to have the Member removed from office because they were offended by what they had learned about the "White Lives Matter" video, and that they considered the Member's post "an act of racism." In all cases, I informed the residents that it is not within the powers of an Integrity Commissioner to remove or even to recommend the removal of a sitting member of council from office but that there is a process to file a request that an inquiry be conducted under the *Municipal Act, 2001* and the applicable Code of Conduct.

22. This report will not delve into the content of the video itself or its messages or into the intricacies of the Black Lives Matter (BLM) movement that has advocated on behalf of people who have faced persecution or injustice nor into the contrary views of those who have engaged in the issue of racism by promoting the phrase used as the title of the video that has been described as a staple "white supremacist mantra."

23. Many community leaders, including the Regional Chair, have condemned the video as "an absolutely reprehensible message." That perspective will be taken as "given" in what follows: it was inappropriate for a municipal official to give any credence to the video and its contents.

24. I have learned, however, that on June 16, 2020 (the day before the "White Lives Matter" video was originally posted by Conservative Nation), the Member participated in a Regional Committee of the Whole meeting at the Region that included a motion from the Regional Chair that "recognized that it is the duty as elected officials, public servants, and human beings to focus efforts and work together to make progress in the fight towards diversity and inclusion and against systematic racism."

25. The motion further directed staff to “provide options on the creation of an Anti-Racism Secretariat” and to “develop an Anti-Racism Plan within the Region of Waterloo.”

26. The Member had therefore just participated in a discussion on the topic of systemic racism in Waterloo Region and the goal of addressing it through various means, including the Region’s “5 Year Diversity & Inclusion Plan” and “engaging with an organization to do training on equity and anti-racism for Regional Council, regional staff, and Area Municipal Councils.” In other words, it is plausible to conclude that seeing a video a short time later that purported to be “another view” would be “interesting” to the Member. Gaining a personal perspective on racism is one thing; a public official flagging “another view” on a social media platform is an entirely different matter.

27. The submissions by residents allege that by drawing attention to the video, and its message that BLM was a scam, the Member was abetting in the dissemination of claims that were perceived as offensive to people of colour in Wilmot and beyond. The Member claims, in subsequent interviews and in a written response to these inquiries, that he did not endorse the content and only wanted to “get a conversation going that needs to be kept going until we resolve the problem of racism in this country and the world.” In one interview, however, he is also quoted as saying that he did “not know if the video is factual and did not try to verify its contents before sharing it.”¹

28. Whether posting the video was a genuine revelation that such views exist, an error in judgment in failing to recognize the implications of the title of the video or an ill-considered contribution to the fight “against systematic racism,” it is clear that the Member’s action was judged as inappropriate and offensive by numerous residents of Wilmot, Waterloo Region and beyond. As one Wilmot Councillor said during the June 22, 2020 virtual council meeting, “We’re all free to post what we like and think what we wish ... at the same time we must be responsible for the impact of our actions and words.”²

¹ Terry Pender, “Wilmot mayor unapologetic for sharing ‘White Lives Matter’ video,” Waterloo Region Record, June 22, 2020. This article was submitted in support of Inquiry 2020-04.

² Paula Duhatschek, “Councillor questions Wilmot mayor apology after sharing ‘White Lives Matter’ video,” CBC KW News, June 23, 2020

29. Section 21.1 of the Regional Code provides: “Harassment of another Member, Staff or any member of the public is prohibited under the Human Rights Code (Ontario). Harassment, whether it occurs inside or outside the workplace, or whether it is related to the work environment or other activities of a Member, is inappropriate behaviour for the purpose of this Code.”

30. The relevant section of the Township Code states: “Harassment of another member of Council, staff or any member of the public is misconduct ... Harassment may be defined as any behaviour/activity by any person that is directed at or is offensive to another person on the grounds of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, age, handicap, sexual orientation, marital status, or family status and any other grounds under the provisions of the Ontario Human Rights Code.”

31. To be clear, the term “harassment,” is described in Ontario’s Human Rights Code as “words or actions that are known or should be known to be offensive, embarrassing, humiliating, demeaning or unwelcome.” Specifically, the Human Rights Code prohibits discrimination or harassment based on certain personal characteristics including ancestry, colour, ethnic origin, place of origin and race, as well as other “protected” grounds related to age, handicap, and sexual orientation.

32. A Facebook post by an elected official that explicitly draws attention to a message intended to discredit a movement seeking to overcome racism cannot be seen as simply “another view.” If, indeed, as the Member has claimed in response to these inquiries, that he “did not and would not condone any racist or demeaning point of view” and that the video shows that the task of addressing racist and hateful behaviour “will not be easy,” he failed to make those positions clear. He thereby left himself open to the allegations that the video represented views he wanted his Facebook followers to be aware of. Clearly the post and the media attention it generated had an impact – a negative impact – and for that outcome he must be considered responsible.

33. Based on the foregoing, I find that the Member has violated the Township of Wilmot Code of Conduct for Elected Officials and Waterloo Region Code of Conduct for Members of Council, section 21.1.

E. Do the Member's apologies also violate a Code of Conduct?

34. From the outset, fellow members of the Township and Regional Councils and members of the public called for the Member to delete the Facebook post and to apologize for posting the "White Lives Matter" video, as well as to take other actions to atone for his actions, ranging from participating in anti-racism training through to resigning his office.

35. At a special meeting of Wilmot Township Council called on June 22, 2020 to address the post as well as incidents of vandalism on the grounds of the Township offices related to another aspect of the racism question, the Member was asked by a councillor "to acknowledge the hurt it has caused and to remove the post."

36. According to the minutes of that meeting, the Member made the following statement in response:

"I understand the ire of people and I think a lot of people have misread what I have done. I did not at any point when I shared that expressed my belief that they are true. I do not believe the comments that were said and I have no proof that they are accurate. The unfortunate thing about Facebook is those things are not scrutinized and proven to be right or wrong, whether they are a farce or not somebody does it as a joke or not we don't know, but I have been reading Facebook over the last few weeks and there have been other comments similar to that by various people and I find it frustrating that it is out there and the reason that I shared it is as I stated, another view, it's interesting which means I do believe that we need more discussion and we do need to erase racism and we do need to get to a point on this planet that there is one race, human race. That is my belief and always has been and I continue to fight for that and if my share caused people to have a conversation that's good and as usual people will either take it out of context or not it is how they determine it and I know people are going to do that."

37. On Wednesday June 24, 2020 the Member read the following prepared statement to Waterloo Regional Council and repeated it on Friday June 26, 2020 to Wilmot Township Council:

"To the Chair, my colleagues on Regional Council, the constituents that we serve and the greater community, I have been ignorant and am incredibly sorry for my actions. Upon reflection of the recent post that I made on social media, and the ongoing justification for my actions, I know now that this was truly a significant error in judgement. I would never, in any way, want to diminish discussions surrounding the importance of Black Lives Matter. Never.

To the Council and staff that I work with in Waterloo Region and Wilmot Township, I am heartbroken that I've let you down. I take my role as mayor seriously and have always

welcomed and enjoyed discussions with all residents and staff and deeply regret doing anything to negatively affect those significant relationships. To redeem myself, and to show that actions speak louder than words, I will work hard to be a part of the movement to create a new platform for change. I know too that Freedom of Speech is a right and also a serious responsibility. I accept full responsibility for what I have done. I don't expect forgiveness based on my words alone. I will show you that I am serious and that you can count on me to continue fighting hard for everyone. Again, I am very sorry."

38. Two of the complaints filed under the Township Code (Inquiries 2020-02 and 2020-03) viewed these formal apologies as a failure to erase the harm caused by the Member's original posting of the White Lives Matter video since they were apologies eventually delivered and directed to members of the two councils and not to those people who were offended and harmed by the video's message. As such, the apologies are alleged to be further instances of harassment since they failed to show the Member's remorse for his action to people of colour or even to take responsibility for them.

39. In a response to the complaints, the Member wrote to me that he was "shocked and appalled" by the way his sharing of the posting and his observational comments were used as the basis for making inaccurate and malicious claims about his own character and personal beliefs. He sees his apologies as an affirmation of his commitment "to address the racism that exists in the region." They were directed to his friends and colleagues who "knowing who I am, were upset by the vicious attacks" on him and they were intended to confirm his sincerity about working with them to set "an example for others to follow."

40. Although none of the complainants cited it, Ontario's *Apology Act, 2009* is relevant. In the statute, "apology" means "an expression of sympathy or regret, a statement that a person is sorry or any other words or actions indicating contrition or commiseration, whether or not the words or actions admit fault or liability or imply an admission of fault or liability in connection with the matter to which the words or actions relate." However well-meaning the Member's words to his colleagues, the complainants are correct: those who were offended by the content of the video would not see in the statements delivered by the Member any acknowledgement of the potential negative impact of the video on persons of colour. I agree that the apologies were misdirected, fell short of a sincere admission that the video was harmful to people of colour and that, by failing to declare his opposition to the blatantly racist message conveyed by the video, the Member's apologies compounded the harassment originally generated by posting it in the first place.

41. Based on the foregoing, I find that the Member has also violated the Township of Wilmot Code of Conduct for Elected Officials and Waterloo Region Code of Conduct for Members of Council, section 21.1 by failing in his apologies to acknowledge and address the implications and the impact of his original post on social media.

F. Did the Member's actions during the June 26, 2020 Wilmot Council meeting violate the Township Code of Conduct?

42. At the time this issue was before the two Councils, meetings were being conducted virtually and in the case of the Township meeting on June 26, 2020 the Member was presiding over the meeting.

43. One of the complainants reported that at one point during "the delegation of the first racialized person to speak," the Member "could be seen with his microphone muted . . . speaking to someone off camera and not listening to the delegate articulate his very real concerns." The complainant alleges that this action is a violation of the Township Code that expects that members "show respect for delegations" and "show courtesy . . . during presentations."

44. In his response to this complaint, the Member acknowledged that while listening to a delegation, his phone rang "and in a moment of automatic response" he answered it. He wrote, "This I do regret and feel an apology is very much in order." As most people who have been participating in virtual meetings since March can likely attest, distractions from the "real world" frequently intrude into those meetings.

45. Based on the foregoing, I find that the Member did not violate the Township of Wilmot Code of Conduct for Elected Officials by mistakenly answering his telephone while a delegate was speaking but I accept that an apology would be appropriate in the circumstances.

G. Consequences

46. Subsection 223.4 (5) of the *Municipal Act, 2001* provides that “if the Commissioner reports to the municipality that, in his or her opinion, the member has contravened the code of conduct,” the municipality may impose either a reprimand or suspension of “the remuneration paid to the member in respect of his or her services as a member of council . . . for a period of up to 90 days.”

47. Wilmot Council adopted a resolution (2020 – 88) on June 26, 2020 denouncing the Member’s actions and directing that he provide “a progress report on his actions to Council each quarter.” In compliance with this resolution, the Member provided to Wilmot Township Council a “Quarterly Update on Racism Education” on September 28, 2020 at which time he “advised that he continues with reading, attending workshops and watching videos on the subject matter.” The minutes included a small sample of educational videos, readings and workshops he has taken part in.³ Since the Member also sits on Waterloo Regional Council, it would be appropriate for the Member to make a similar report to that Council on the same basis as directed by the Township Council. Although Resolution 2020-88 does not specify, I would recommend that these updates continue until the end of the present term of Council (November 14, 2022).

48. Given the actions initiated by Wilmot Township Council and the pledges the Member has made to his colleagues, I am not recommending a suspension of pay. I caution, though, that any further contraventions of the Codes by the Member could result in more severe consequences.

49. I do not recommend further penalties in relation to the first finding.

50. The courts have recognized that remedial measures may be valid corrective actions that an Integrity Commissioner may recommend and that a municipal council may impose for

³ Township of Wilmot Council Meeting Minutes, September 28, 2020. The entire list of resources provided by the Member is noted as Appendix A

matters relating to code of conduct contraventions.⁴ The intent of such measures is to rectify or repair the damage or injury caused by the contravention, or to prevent further issues.

51. The Regional Code (section 9.3) provides that Council can “request that the Member apologize to Council, the complainant or both” and/or can take “any other action authorized by law.”

52. With respect to the finding that the Member contravened the two Codes in relation to his apologies, I recommend that he be directed to present a truthful, honest and sincere apology to people of colour in Waterloo Region that, at minimum, acknowledges the offensive nature of the video, that accepts responsibility for the harm caused by posting the video and that affirms the steps he is taking to educate himself on the issues facing people of colour in Canada. The apology should be presented to both Councils in written form and as an oral statement delivered in open session.

53. There are many people who may see these as insufficient disciplinary actions given the harsh penalties many members of the public advocated in the immediate aftermath of the Member’s actions. Without discounting the genuine hurt and trauma that was widely and passionately expressed both by people of colour and those who saw themselves as their allies, this investigation should be seen as a contribution to healing and collective learning about what it means to be a member of a racial minority in Canada in 2020 and what must be done to overcome the way the community has fallen short of understanding that reality. The Member under investigation is the most visible point of reference but his experiences can be a catalyst for achieving a more just and inclusive community.

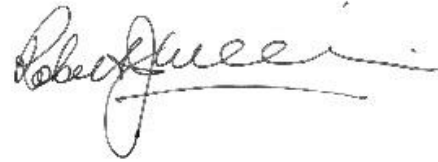
H. Recommendations

54. I make the following recommendations to each of Wilmot Township Council and Waterloo Regional Council:

- 1. That Council receive the Integrity Commissioner’s Report 2020 – 01 dated November 27, 2020; and**

⁴ See *Madger v. Ford* (2013), 7 M.P.L.R. (5th) 1 at para. 66 (Ont. Div. Ct.) and *Altmann v. The Corporation of the Town of Whitchurch-Stouffville* (2018), 81 M.P.L.R. (5th) 1 at paras. 39 and 49 (Ont. S.C.J.).

2. That Mayor and Regional Councillor Les Armstrong provide an apology within sixty days as required in this Report.

A handwritten signature in black ink, appearing to read "Robert J. Williams", with a long horizontal flourish extending to the right.

Robert J. Williams, Ph.D.
Integrity Commissioner, Township of Wilmot



November 24, 2020

BY EMAIL

To: Grand River Watershed Member Municipalities

Re: Bill 229: Protect, Support and Recover from COVID-19 Act (Budget Measures)

I am writing on behalf of the Grand River Conservation Authority (GRCA) to provide you with an update on our concerns regarding the Province's proposed changes to the Conservation Authorities Act and the Planning Act under Bill 229: Protect, Support and Recover from COVID-19 Act (Budget Measures).

On Monday, November 23, 2020, the GRCA General Membership held a special board meeting to review and discuss the Province's proposed changes to the Conservation Authorities Act and the Planning Act through Schedule 6 in Bill 229.

While the GRCA board expressed support for the Province's stated objectives to modernize the Conservation Authorities Act, and enhance transparency and accountability, the board also voiced deep concern that some of the proposed changes may have a considerable impact on conservation authorities, their watershed management responsibilities, and consequently, on the health and wellness of the Grand River watershed and its residents.

At the meeting, board members passed a motion requesting staff to send *GRCA Report GM-11-20-85 Proposed Amendments to the Conservation Authorities Act through Bill 229* to the Premier of Ontario, the Ministers of Environment, Conservation and Parks, Natural Resources and Forestry, Municipal Affairs and Housing, and Finance, as well as all watershed MPPs, watershed municipalities, the Association of Municipalities of Ontario and the Rural Ontario Municipal Association. The report outlines the proposed changes in five key areas of concern for the GRCA: Objects, Powers and Duties; Regulatory; Enforcement; Governance and Other.

Please find attached the GRCA board report, as well as a letter that has been sent to the Province detailing our concerns. The GRCA is requesting that:

- the clause in S.21.1.2 of Bill 229 be edited to remove the ability for the Minister to prescribe standards and requirements for non-mandatory, municipal and local programs and services;
- the amendment to the Planning Act be removed from Schedule 6 of Bill 229;
- Bill 229 Schedule 6 clauses in S.28 be amended by removing references to the Local Planning Appeal Tribunal and replacing it with the Mining and Lands Tribunal;
- the existing un-proclaimed clauses in the Conservation Authorities Act 2019 related to Powers of entry (30.2) and Stop Order (30.4) remain in the Conservation Authorities Act and proposed amendments related to these clauses be removed from Bill 229 Schedule 6;

- the wording for fiduciary responsibilities in the CA Act be amended back to: “Every member of an authority shall act honestly and in good faith with a view to furthering the objects of the authority”; and that
- a future regulation regarding the transition plan have an implementation date that is 18-24 months after the regulation is approved.

We would encourage our watershed municipalities to contact their local MPPs and ask that the Province of Ontario work with conservation authorities to address these concerns, before the changes are enacted.

We look forward to continuing our productive partnership with our watershed municipalities, as we work together to address local issues and opportunities that benefit the entire watershed.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Helen Jowett', with a stylized, cursive script.

Helen Jowett, Chair
Grand River Conservation Authority

cc Association of Municipalities of Ontario, Rural Ontario Municipalities Association



November 24, 2020

BY EMAIL

The Honourable Doug Ford, Premier of Ontario
Office of the Premier
Legislative Building, Queens Park
Toronto, ON M7A 1A1

Dear Premier Ford,

Re: Bill 229: Protect, Support and Recover from COVID-19 Act (Budget Measures)

I am writing on behalf of the Grand River Conservation Authority (GRCA) to express our concerns regarding the Province's proposed changes to the Conservation Authorities Act and the Planning Act under Bill 229: Protect, Support and Recover from COVID-19 Act (Budget Measures).

The GRCA is governed through a partnership of 38 watershed municipalities, which work together to address local issues and opportunities that benefit the entire watershed. Elected or appointed representatives from these municipalities form the membership of the GRCA board, making us directly accountable to our member municipalities and the people that live in the watershed. We work closely with our municipal partners to deliver programs and services that mitigate flood damage, provide access to outdoor spaces, share information about the natural environment and make the watershed more resilient to climate change.

For example, through the Rural Water Quality Program, the GRCA has built strong relationships with the farming community. The GRCA delivers this voluntary program on behalf of 6 Upper Tier municipalities in the watershed to help farmers implement best practices to improve and protect surface and groundwater quality. Since 1998, more than \$56 million has been invested by municipalities and landowners – an investment that supports the rural economy and source water protection, builds green infrastructure and climate change resiliency on the landscape, and helps to improve the quality of the Grand River.

While we support the Province's stated objectives to modernize the Conservation Authorities Act, and enhance transparency and accountability, we are also concerned that some of the proposed changes will have a considerable impact on conservation authorities, their watershed management responsibilities, and consequently, on the health and wellness of the Grand River watershed and its residents.

The GRCA is requesting that:

- the clause in S.21.1.2 of Bill 229 be edited to remove the ability for the Minister to prescribe standards and requirements for non-mandatory, municipal and local programs and services;
- the amendment to the Planning Act be removed from Schedule 6 of Bill 229;
- Bill 229 Schedule 6 clauses in S.28 be amended by removing references to the Local Planning Appeal Tribunal and replacing it with the Mining and Lands Tribunal;

- the existing un-proclaimed clauses in the Conservation Authorities Act 2019 related to Powers of entry (30.2) and Stop Order (30.4) remain in the Conservation Authorities Act and proposed amendments related to these clauses be removed from Bill 229 Schedule 6;
- the wording for fiduciary responsibilities in the CA Act be amended back to: "Every member of an authority shall act honestly and in good faith with a view to furthering the objects of the authority"; and that
- a future regulation regarding the transition plan have an implementation date that is 18-24 months after the regulation is approved.

Please find attached *GRCA Report GM-11-20-85 Proposed Amendments to the Conservation Authorities Act through Bill 229*, which outlines our key areas of concern. We are asking that the Province work with conservation authorities to address these concerns before Bill 229 is passed. We would also like to offer our assistance and technical expertise to the Ministry of the Environment, Conservation and Parks and the Ministry of Natural Resources and Forestry on any working groups or technical committees established to review future changes to the regulations, policies or provincial standards related to the implementation of the Conservation Authorities Act.

We look forward to continuing our productive relationship with the Province, and supporting your government's effort to improve the governance and accountability of conservation authorities.

Yours sincerely,



Helen Jowett, Chair
Grand River Conservation Authority

- c. Hon. Jeff Yurek, Minister of Environment, Conservation and Parks; Hon. John Yakabuski, Minister of Natural Resources and Forestry; Hon. Steve Clark, Minister of Municipal Housing and Affairs, Hon. Rod Phillips, Minister of Finance; Grand River watershed Members of Provincial Parliament

Grand River Conservation Authority

Report number: GM-11-20-85

Date: November 23, 2020

To: Members of the Grand River Conservation Authority

Subject: Proposed Amendments to the Conservation Authorities Act through Bill 229

Recommendation:

THAT Report Number GM-11-20-85 – Proposed Amendments to the Conservation Authorities Act through Bill 229 be approved as amended;

AND THAT Grand River Conservation Authority Report GM-11-20-85 be submitted to the Premier, Ministers of Environment, Conservation and Parks, Natural Resources, Municipal Housing and Affairs and Finance, watershed MPPs, Association of Municipalities of Ontario, Rural Ontario Municipalities Association, and circulated to watershed municipalities;

AND THAT staff be directed to draft a cover letter which highlights the GRCA's key concerns with the proposed changes to the Conservation Authorities Act which will accompany the report to be distributed.

Summary:

On November 5, 2020, through Bill 229 Protect, Support and Recover from COVID-19 Act (Budget Measures), the province introduced amendments to the *Conservation Authorities Act* (Schedule 6) and the *Planning Act*. If enacted, some changes will significantly impact the role of a conservation authority board to establish programs and services. As well, the proposed amendments will enable Regulations that will either limit or completely change the role of conservation authorities to protect Ontario's environment and ensure people and property are safe from natural hazards.

Report:

Background:

A provincial review of the *Conservation Authorities Act* has been ongoing since 2015. Amendments were approved in 2017, a minor change in 2018 and these were followed by further amendments in 2019. In 2019, the province indicated the proposed amendments were to help conservation authorities focus and deliver on the core mandate and to improve governance. The Grand River Conservation Authority (GRCA) provided comments on the Environmental Registry Posting through GM-04-19-41- Environmental Registry Posting 013-5018- Modernizing Conservation Authority Operations. The amendments were later passed through Bill 108, More Homes, More Choice Act. At that time, the scope of the changes to conservation authority board

governance and composition; mandatory, municipal and other programs and services; natural hazard permits and other areas were to come out through various regulations.

In the fall of 2019, the Minister of Environment, Conservation and Parks (MECP) hosted meetings with each individual conservation authority (CA) to gain a better understanding of the programs and services provided by each Authority. In the early winter of 2020, the MECP also hosted stakeholder consultation sessions across the province to gain feedback from the various groups, agencies and organizations who deal with, or work with CAs. The Vice-Chair and senior staff attended the South-western session and submitted formal written comments in response to questions posed by the MECP. MECP has confirmed that they received over 2,500 submissions in response to these consultation sessions; however, the results of these sessions have not been publicly shared.

Bill 229

On November 5, 2020, the province introduced Bill 229 Protect, Support and Recover from COVID-19 Act which includes amendments to the *Conservation Authorities Act* (Schedule 6). The province identified these changes as necessary to improve transparency and consistency in conservation authority operations, strengthen municipal and provincial oversight and streamline conservation authority roles in permitting and land use planning.

While previously proposed changes to the Act have been posted to the Environmental Registry of Ontario (ERO) for a period of public comment; these new changes are posted on the ERO for information only. Under Section 33 of the Environmental Bill of Rights (1993), public consultation is not required if the proposal forms part of or gives effect to a budget or economic statement that is presented to the Legislative Assembly. It is anticipated that Bill 229 will be passed in the next few weeks as the legislature is due to rise on December 10th.

On November 9, 2020, MECP hosted an information session with all 36 Conservation Authority General Managers to provide additional information on the proposed amendments and timelines. MECP has indicated that regulations to implement the Act will be released for public comment in the coming weeks and a second set of regulations will be released for public comment in early 2021.

Proposed Amendments:

Attached as appendix 1 is a summary chart of the proposed amendments to the *Conservation Authorities Act* and comments on the effects of those changes. This document was prepared by Conservation Ontario and circulated to the Board on November 13, 2020.

The changes to *Conservation Authorities Act* can be categorized into 5 sections:

- 1. Objects, Powers and Duties**
- 2. Regulatory**
- 3. Enforcement**
- 4. Governance**
- 5. Other**

Key changes to the Act under each of these categories are discussed below:

1. **Objects, Powers and Duties**

- Narrows the objects of a conservation authority from providing “programs and services designated to further conservation, restoration, development and management of natural resources other than gas, oil, coal and minerals” (*Conservation Authorities Act*, s20(1)) to: (i) mandatory programs and services, (ii) municipal programs and services, and (iii) other program and services.
- A number of proposed clauses that would enable the Minister to make regulations that would prescribe standards and requirements for Municipal Programs and Services (i.e. Service agreements between municipalities and CAs) and Other Programs and Services (i.e. as determined by the Board and if municipal levy is used would require municipal agreements)
- Proposed amendment of the *Planning Act* to include conservation authorities to subsection 1(2) which would remove CAs as a public body and name CAs under the one window approach of MMAH for the purposes of appeals only. This may remove conservation authorities, who are private landowners, from the right of appeal.
- Removal of power for CAs to expropriate lands for existing and future projects

GRCA Comments:

The purpose of the *Conservation Authorities Act* remains the same. “The purpose of the Act is to provide for the organisation and delivery of programs and services that further the conservation, restoration, development and management of natural resources in watershed in Ontario.” 2017, c.23. Sched. 4, s.1. The objects within the *Conservation Authorities Act* have been amended to reflect the mandatory program and services that will be prescribed by regulations. At this time, it is anticipated that the changes to the objects would not impact the way in which the organization operates. In the next few weeks, the province has indicated that it will be releasing regulations that will further define the mandatory programs and services which could potentially have an impact on the scope and scale of current programs.

Although clauses related to non-mandatory programs already exist in the previously amended Act through Bill 108, the province has proposed additional wording that allows the Minister to dictate the standards and requirements for municipal or other programs and services agreed upon through service level agreements (non-mandatory programs). Historically, GRCA has negotiated directly with municipalities to tailor agreements to the need of the service for that specific municipality. Local autonomy in these program and services could be compromised with prescribed provincial standards and requirements. The non-mandatory, municipal and other local programs, do not receive funding from the province and through agreement, may be funded by municipal levy or other sources.

The proposed consequential changes to the *Planning Act* are still being clarified with the Ministry, however it is anticipated that it would remove conservation authorities ability to appeal a municipal planning decision to the Local Planning Appeal Tribunal (LPAT), unless it is through the Minister of Municipal Affairs and Housing. It is unclear if a conservation authority can participate in an appeal to support a municipality upon request or when this is included in an agreement between the conservation authority and municipality.

The ability to appeal is a tool that is a necessary but seldom used tool in our toolbox. The Ministry staff stated that this change only affects the role of the conservation authority in an appeal process and that participation in reviewing land use planning applications would still be occurring. Conservation Authorities participation in land use

planning and the ability to appeal a decision ensures that key issues are identified and addressed early in the approval process so the landowner may proceed with other approvals such as the conservation authority permit in an efficient manner. It also ensures that the watershed lens is being applied to planning and land use decisions and that people and their property in or near new development or redevelopment are protected from natural hazards such as flooding.

When necessary GRCA attends LPAT hearings to support the municipality and to ensure that policies and development conditions are imposed to reduce flood risks and to ensure mitigation and setbacks are in place to address other natural hazards such as erosion hazards or along the Lake Erie shoreline. Extreme weather events and changing climate increase the importance of our role in the planning process.

The 2019 Provincial Flood Advisor's report notes the important role that conservation authorities play in the land use planning process. The main legislative tools used to manage flood risk, the report states, include the *Planning Act* together with the Provincial Policy Statement (PPS) and the *Conservation Authorities Act*. As a result of the Flood Advisor's recommendations, the 2020 PPS was revised to state that mitigating natural hazard risks, including those associated with climate change, will require the province, planning authorities, and conservation authorities to work together. Similarly, the Made-in-Ontario Environment Plan asserts that within the context of environmental planning, conservation authorities' core mandate is protection from natural hazards and conserving natural resources.

Another significant concern is that this change may also remove our right to appeal planning decisions as a landowner. This is of significant concern as GRCA owns and manages over 48,000 acres of property throughout the watershed to support flood hazard management, to maintain a reliable water supply, to protect natural areas and biodiversity, to provide community recreation/education and to manage other environmentally sensitive natural lands. Conservation authorities are considered private landowners (not public lands) and the potential removal of the right to appeal a land use planning decision is a significant concern.

The amendments to the Act also removes the ability to utilize the *Expropriation Act* for existing and future projects. MECP has recommended that should this be required for a CA project that the municipality or the province could expropriate the lands necessary.

2. Regulatory

- Allow an applicant, within 120 days of a conservation authority receiving a permit application, to appeal to the LPAT if no decisions by the conservation authority has been made.
- Authorize the Minister of Natural Resources and Forestry to issue an order to take over and decide an application for a permit under section 28 of the Conservation Authorities Act in place of the conservation authority (i.e. before the conservation authority has made a decision on the application).
- Allows an applicant, within 30 days of a conservation authority issuing a permit, with or without conditions, or denying a permit, to request the minister to review the conservation authority's decision.
- Where the minister has taken over a permit application or is reviewing a permit decision by a conservation authority, allow an applicant to appeal

directly to LPAT where the minister fails to make a decision within 90 days.

- In addition to the provision to seek a minister's review, provide the applicant with the ability to appeal a permit decision to LPAT within 90 days after the conservation authority has made a decision.

GRCA Comments:

The proposed 120 day timeline for a CA to make a decision on permit applications may be problematic since there is no indication from the province when the 120 day timeline is triggered (submission of application) or if there will be a requirement for complete applications. There is a broad spectrum and complexity of applications that CAs deal with and the majority of permits that are submitted with satisfactory construction or development plans and technical reports can be reviewed in a timely manner. For complex files, there may be additional time required for the applicant and/or their consultants to address GRCA technical comments on the proposal e.g. floodplain mapping analysis. The proposed timeline of 120 days for a decision oversimplifies the permitting process.

Over the past several years, and again in 2019 Conservation Ontario and CAs have worked with the province, AMO, landowners groups and the building industry to develop the recently CA wide adopted 'Client Service Standards for Conservation Authority Plan and Permit Review'. This document sets forth industry standards and procedures to ensure CA plan and permit review process are transparent, predictable and fair. GRCA permit application decisions are consistently made within the current client service standards. The current standards exclude the time period the applicant or their consultants are preparing responses to GRCA technical or policy comments which can take several weeks or in limited cases a few months.

The current appeal process for permits has been administered through the Mining and Lands Tribunal. With these proposed amendments, all permit appeals will be processed through LPAT. There is concern regarding the change in tribunals; the Mining and Lands Tribunal has the history and natural hazard technical experience in adjudicating *Conservation Authorities Act* cases for decades. Due to the volume of appeals at LPAT, it is anticipated that there could be lengthy delays for hearings and inconsistent decisions across the province. This also has the potential to redirect staffs' time to focus more on managing the appeal process for permit applications then what was previously required.

Under these proposed amendments, the Minister will be able to step in and take over the issuance or denial of a permit under Section 28 without consultation with the CA. A significant concern with this is a decision is made without watershed specific technical information required to make the decisions and the precedent that could be set for future application similar in nature.

Many of the amendments to this section of the legislation provide the Minister with significant additional powers to intervene in the permit process.

3. Enforcement

- Eliminated the (not yet proclaimed) powers for officers appointed by conservation authorities to issue stop orders (*Conservation Authorities Act* provision 30.4)

- Clarified conditions for officers appointed by conservation authorities to enter lands without a warrant for the purposes of:
 - determining whether to issue a permit (amendment to unproclaimed *Conservation Authorities Act* provision 30.2(1))
 - ensuring compliance with the prohibitions, regulations, or permit conditions, only when the officer has “reasonable grounds to believe that a contravention of a provision of the Act or a regulation...is causing or likely to have significant effects...” (*Conservation Authorities Act* provision 30.2(1.1))

GRCA Comments:

In previous updates to the Act, the province recognized that many compliance tools were outdated. The legislation prior to 2017 was not a deterrent for illegal activities and rapid response tools were not available to stop ongoing illegal activities. Although the fines have been substantially increased in 2017 (not yet enacted), the current proposal would remove a much needed compliance tool – the Stop (work) Order. The Made-In-Ontario Plan also recognized the role of conservation authorities in enforcement and it includes the provincial action “Work with municipalities, conservation authorities, other law enforcement agencies and stakeholders to increase enforcement on illegal dumping of excess soil.” Although not yet enacted, the Stop Order provision would have provided another tool to use when managing enforcement challenges and could have helped to avoid a time consuming and costly injunction process.

Obtaining injunctions takes further staff time and conservation authorities will incur significant costs for legal and court fees. Given the lack of provincial funding this cost will continue to be borne by municipalities and ultimately the taxpayers. The time needed to obtain such an order can be lengthy resulting in unnecessary and significant damage to the environment, impacts to natural hazard areas such as development in a floodplain which then puts people and property at risk.

Removing an officer's ability to enter lands (s. 30.2) within the authority's jurisdiction is inconsistent with similar municipal and provincial legislation. Coupled with the removal of a Stop Order provision (s. 30.4), these amendments do not afford officers an ability to “prevent or reduce the effects or risks” associated with illegal and egregious activities. Examples of other provincial legislation with Stop Orders include *Building Code Act* S.14, *Environmental Protection Act* S.8, *Planning Act* S. 49.

4. Governance

- Removing the power to define in regulation the composition, appointment or minimum qualifications for a Board member (S.40 (1)(a) and replaced it with:
 - Mandate that the municipal councillors appointed by a particular municipalities as members of a conservation authority be selected from that municipality's own councillors only S.14 (1.1)
 - Enabling the Minister to appoint an additional member to the Board to represent the agricultural sector (new *Conservation Authorities Act* provision 14(4)).
- Limit the term of the Chair and Vice-Chair to one year and to no more than two consecutive terms (new *Conservation Authorities Act* provision 17 (1.1))

- Amending the duties of members to act on behalf of their respective municipalities rather than the Conservation Authority

GRCA Comments:

As previously mentioned in formal comments provided to the province in April 2019 and comments provided to the province during stakeholder consultation in 2020, the GRCA is supportive of changes that increase transparency and accountability of conservation authorities. GRCA is also supportive of the province's intent to clearly define mandatory programs and services provided by the conservation authorities and we look forward to the opportunity to provide input on the regulations that will be posted for public input.

There are a number of proposed amendments that require the posting of documents, board agendas and minutes, financial audits and standard accounting practices that are already undertaken by the GRCA.

Municipalities will no longer be able to appoint a member of the public to the Board. Over the years, the GRCA has benefited from having citizen appointments to the Board. This has helped to incorporate a diverse perspectives for watershed decision making. In order to ensure that a municipal Mayor may participate on a conservation authority board it is recommended that the specification of 'municipal councillor' in the proposed amendments be changed to "municipally elected official".

In the event that the Minister appoints a member to represent the agricultural sector, the appointment process has not been specified, and it is assumed that these appointments would have the same voting privileges as all members and would be entitled to receive per diems and to be appointed as the chair or vice-chair. It is unclear how the change to fiduciary duty would affect this member.

The current legislation deferred board composition to a future Regulation. The proposed amendment removed this clause and replaced it with clauses that specify who can be a members of the board so there will be no opportunity for further input on determining who is eligible to be a member of the Board.

The proposed amendments have set a limit to the Chair and Vice-chair to hold office for one year term and no more than two consecutive terms. Under GRCA By-law 3-2020, the by-law states, "The individuals elected shall hold office until their successors are elected and will be eligible for re-election to the same office for up to a maximum of five one-year terms."

Conservation Authorities are corporate entities. Good governance dictates that the Board acts on behalf of the organization and in the public interest. By changing the duty of members to act on behalf of their respective municipalities, it contradicts the concept of fiduciary duty of a Board Member to represent the best interests of the corporation they are overseeing. It puts an individual municipal interest above the broader watershed interests further to the purpose of the Act. The standards of care for directors are set out under the *Business Corporations Act*.

'Every director and officer of a corporation in exercising his or her powers and discharging his or her duties to the corporation shall, (a) act honestly and in good faith with a view to the best interests of the corporation...; and (b) exercise the care, diligence and skill that a responsible prudent person would exercise in comparable circumstances'

Additionally, the Auditor General of Ontario recommended in their report on the Niagara Peninsula Conservation Authority that, "to ensure effective oversight of conservation authorities' activities through boards of directors, we recommend that the Ministry of the Environment, Conservation and Parks clarify board members' accountability to the conservation authority" to which the ministry response was in agreement.

5. Other

The amendments to the Act also include the requirement for a transition plan to be developed and implemented to ensure compliance with the regulations for mandatory programs and services and agreements or MOUs with municipal partners. Through discussions with MECP staff, it has been stated that the transition plan should be completed and implemented in time to support the 2022 budget process.

It has been GRCA's experience that it can take one to two years to negotiating and finalizing a municipal agreement or MOU given the complexity of the agreement and the number of stakeholders involved (municipal and CAs).

The development and implementation of the transition plan will require a change to GRCA's budget model, an assessment of all programs and services to ensure compliance with the regulations and development and negotiation with municipalities for MOU for non-mandatory programs and services (up to 26).

It is unknown when regulations will be posted for public input and approved.

Summary of GRCA's Response to Proposed Amendments to the Conservation Authorities Act:

- GRCA requests that the clause be edited to remove the ability for the Minister to prescribe standards and requirements for non-mandatory, municipal and local programs and services.
- GRCA requests that the amendment to the *Planning Act* be removed from Schedule 6 of Bill 229.
- GRCA requests that Bill 229 Schedule 6 clauses in S.28 be amended by removing references to LPAT and replacing it with the Mining and Lands Tribunal.
- GRCA requests that the existing unproclaimed clauses in the *Conservation Authorities Act* 2019 related to Powers of Entry (30.2) and Stop Order (30.4) remain in the *Conservation Authorities Act* and proposed amendments related to these clauses be removed from Bill 229 Schedule 6.
- GRCA requests that the wording for fiduciary responsibilities in the *Conservation Authorities Act* be amended back to: "Every member of an authority shall act honestly and in good faith with a view to furthering the objects of the authority."
- GRCA requests that a future regulation regarding the transition plan have an implementation date that is 18-24 months after the regulation is approved.

Most of the amendments proposed would be implemented through new or amended legal instruments or policies. The GRCA will contact MECP and MNRF to offer assistance and technical expertise on any working groups/technical committees

established to review future changes to the regulations, policy and/or provincial standards related to the implementation of the *Conservation Authorities Act*.

Financial implications:

Without the details of the proposed regulations, it is difficult to determine the financial implications for the amendments to the *Conservation Authorities Act*. Additional reports will come to the Board regarding updates to the program and services of the GRCA as they are posted to the Environmental Bill of Rights.

Other department considerations:

Operations, Administration, Resource Management and Engineering Divisions were consulted on the preparation of this report.

Prepared by:

Samantha Lawson
Chief Administrative Officer

TOWNSHIP OF WILMOT

BY-LAW NO. 2020-044

BY-LAW TO FURTHER AMEND BY-LAW NO. 83-38 OF THE TOWNSHIP OF WILMOT BEING A ZONING BY-LAW FOR THE SAID TOWNSHIP OF WILMOT.

WHEREAS The Corporation of the Township of Wilmot deems it desirable to further amend By-law No. 83-38, being a Zoning By-law for the said Township of Wilmot.

NOW THEREFORE THE MUNICIPAL COUNCIL OF THE CORPORATION OF THE TOWNSHIP OF WILMOT ENACTS AS FOLLOWS:

1. Notwithstanding the provisions of By-law 83-38, as amended, on the lands described on Schedule "A" and illustrated on Schedule "B" attached to and forming part of this By-law, the following regulations shall apply:
 - a) the minimum rear yard setback for buildings and structures shall be 7m, save and except structures having a floor area of less than 10m².
2. Notwithstanding the provisions of By-law 83-38, the following shall be added as Section 22.292:

Notwithstanding any other provisions of this By-law, the lands described as Lot 5, Plan 58M-203, and identified on the map forming Part 1 of Schedule 'A', shall be subject to the following regulations:

 - a) the minimum rear yard setback for buildings and structures shall be 7m, save and except structures having a floor area of less than 10m².
3. Notwithstanding the provisions of By-law 83-38, as amended, the map forming Part 1 of Schedule 'A' to By-law 83-38 be amended as necessary to identify Section 22.292 on the lands described on Schedule 'A' and illustrated on Schedule 'B' attached to and forming part of this By-law.
4. Except as amended by the preceding regulations, the lands described on Schedule "A" attached to and forming part of this by-law and shown on Schedule "B" attached to and forming part of this by-law, shall be subject to all other applicable regulations as set down in By-law No. 83-38, as amended.
5. This by-law shall come into effect on the final passing thereof by the Council of The Corporation of the Township of Wilmot subject to compliance with the provisions of The Planning Act, R.S.O., 1990 and amendments thereto.

READ a first and second time on the 7th day of December, 2020.

READ a third time and finally passed in Open Council on the 7th day of December, 2020.

MAYOR

CLERK

SCHEDULE "A"

ALL AND SINGULAR that certain parcel or tract of land and premises situate, lying and being in the Township of Wilmot, in the Regional Municipality of Waterloo and Province of Ontario being composed of Lot 5, Plan 58M-203 in the said Township of Wilmot.

This is Schedule "A" to By-law No. **2020-044**.

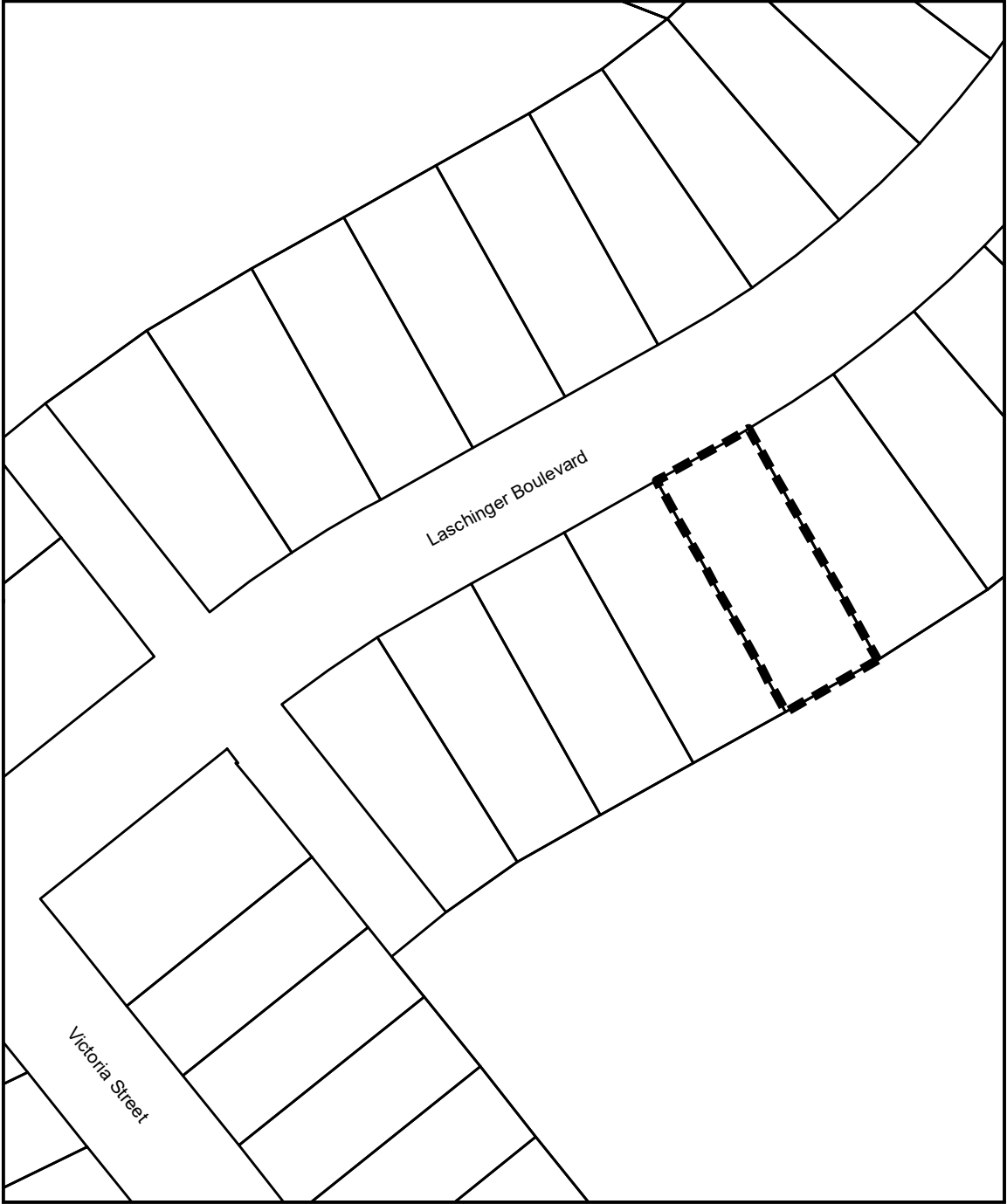
PASSED this 7th day of **December, 2020**.

MAYOR

CLERK

SCHEDULE "B"
LOT 5, PLAN 58M-203
TOWNSHIP OF WILMOT

SUBJECT LANDS OUTLINED THUS: - - - - -



THIS IS SCHEDULE "B" TO BY-LAW NO. 2020-44
PASSED THIS 7TH DAY OF DECEMBER, 2020.

MAYOR

CLERK

