



TOWNSHIP OF SELWYN

Fire Service Review

Final Report



November 19, 2020

Township of Selwyn
P.O. Box 270
Bridgenorth, Ontario K0L 1H0

Attention: Janice Lavalley
Chief Administrative Officer

Fire Service Review

Dillon Consulting Limited is pleased to provide you with the Fire Service Review as per your scoping document dated June 23, 2020.

It was a pleasure to become acquainted with you and your staff and to learn more about the operations of the Selwyn Fire Department. As discussed, the Review considers current legislative requirements, guidance documents from the Office of the Fire Marshal and Emergency Management as well as industry standards and best practices.

We trust the Review meets your expectations and provides framework to inform decisions related to the organizational and succession planning needs of the Selwyn Fire Department.

Sincerely,

DILLON CONSULTING LIMITED

for Janny Pape
Associate

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Table of Contents

Acronyms, Abbreviations, Definitions

Executive Summary

1.0	Introduction	1
2.0	Applicable Legislation	2
2.1	Fire Protection and Prevention Act, 1997	2
2.2	Ontario Regulation 378/18: Community Risk Assessments	4
2.3	Occupational Health and Safety Act (O.H.S.A.)	5
2.4	Increased Regulation Relating to Fire Safety Inspections	5
2.4.1	Ontario Regulation 150/13 Enhancing Fire Safety in Occupancies Housing Vulnerable Ontarians	5
2.4.2	Ontario Regulation 364/13 – Mandatory Inspection – Fire Drill in Vulnerable Occupancy	6
2.4.3	Ontario Regulation 365/13- Mandatory Assessment of Complaints and Requests for Approval	6
2.4.4	Fire Marshal’s Directive: 2014-003	6
2.4.5	Supporting Ontario’s First Responders Act	7
3.0	Current Industry Standards and Municipal Best Practices	8
3.1	Current Industry Standards	8
3.1.1	N.F.P.A. 1720 Standard (2020 Edition)	8
3.2	Training Standards and Qualifications in Ontario	10
3.3	Current Municipal Best Practices	12
3.3.1	Three Lines of Defence	12
4.0	Internal Stakeholder Consultation	14
4.1	Volunteer Firefighter Survey	14
5.0	Existing Organizational Structure	16
5.1	Fire Chief (Full-time)	17
5.2	Deputy Fire Chief (Volunteer)	18

5.3	Assistant Deputy Fire Chief (Volunteer)	19
5.4	Fire Prevention Officer (Full-time)	19
5.5	Administrative Assistant (Full-time).....	20
5.6	Training Co-ordinator (Part-time)	20
5.7	Senior Captain and Captains	21
5.8	Firefighter (Volunteer)	24
5.8.1	Volunteer Firefighter Training Expectations and Emergency Call Attendance	24
5.9	S.F.D. Demographics	25
6.0	Existing Service Delivery Model	28
6.1	Establishing and Regulating By-law	28
6.2	Mutual Aid, Automatic Aid & Fire Protection Agreements	29
6.2.1	Fire Protection Agreement - Township of Selwyn and Curve Lake First Nation	29
6.2.2	Fire Protection Agreement - Township of Selwyn and the City of Kawartha Lakes	30
6.2.3	Automatic Aid Agreement - Township of Selwyn and Township of Douro-Dummer.....	31
6.2.4	Automatic Aid Agreement - Township of Selwyn and Township of Douro-Dummer.....	32
6.2.5	Fire Protection Agreement - Township of Selwyn and the City of Peterborough.	32
6.2.6	Automatic Aid Agreement - Township of Selwyn and Township of Cavan Monaghan	33
6.2.7	Tiered Response Agreement (2016)	34
6.3	Existing Cost Recovery Process	37
6.4	Existing Administrative Services	37
6.4.1	Firehouse Software	38
6.4.2	FluentIMS (BurnPermits.com & Who's Responding).....	39
6.4.3	Fire Learning Management Systems (F.L.M.S.).....	40
6.5	Existing Fire Prevention and Public Education Services.....	41
6.6	Existing Training Program	42
6.6.1	Station Volunteer Assistant Training Officers (Option).....	42
6.6.2	Transition to Full-time Training Coordinator (Option).....	43
6.6.3	Existing Training Resource Qualifications	43
6.6.4	Existing Volunteer Firefighter Recruit Training Process	44

6.6.5	Existing Officer Training Program	44
6.7	Historical Emergency Response Call Volume.....	46
7.0	Municipal Peer Comparison	47
7.1	Geographical/Population Features.....	47
7.2	Demographic Comparison	48
7.3	Fire Department Annual Operating Cost Comparison.....	49
7.4	Fire Current Department Staffing	49
7.5	Municipal Peer Comparison Summary	50
8.0	Alternative Service Delivery Models	51
9.0	Recruitment and Retention of Volunteer Firefighters	53
9.1	Volunteer Firefighter Recruitment & Retention in Ontario.....	53
9.1.1	O.F.M.E.M. P.F.S.G. 04-84-13 - Volunteer Fire Service Personnel Recruitment and Retention	54
9.2	Canadian Association of Fire Chiefs (C.A.F.C.) National Recruitment Initiative.....	55
9.3	Alberta - Volunteer Firefighter Recruitment and Retention Strategy (2010).....	55
9.4	Nova Scotia - Volunteer Recruitment and Retention (2009).....	56
9.5	Northwest Territories Municipal and Community Affairs - Volunteer Firefighter Recruitment and Retention Toolkit (2013)	57
10.0	Proposed Volunteer Firefighter Recruitment & Retention Strategy	58
10.1	Existing Approach to Volunteer Firefighter Recruitment and Retention	58
10.2	S.F.D. Historical Recruitment and Retention Trends	59
10.3	Proposed Volunteer Firefighter Recruitment and Retention Strategies	60
10.3.1	Recruitment Strategies	61
10.3.2	Retention Strategies	62
11.0	Recommendations	65

Figures

Figure 1: S.F.D. Existing Organizational Chart.....	16
Figure 2: Township of Selwyn - City of Kawartha Lakes Fire Protection Services Agreement Area ..	31
Figure 3: Township of Selwyn - Township of Douro-Dummer Automatic Aid Agreement Area	32
Figure 4: Township of Selwyn - City of Peterborough Fire Protection Services Agreement Area	33
Figure 5: Township of Selwyn - Township of Cavan Monaghan Automatic Aid Agreement Area.....	34
Figure 6: Ongoing, Annual Recruitment and Retention Program (P.F.S.G. 04-84-13).....	54

Tables

Table 1: F.P.P.A. Definitions – Part 1	2
Table 2: F.P.P.A. Responsibility for Fire Protection Services – Part 2	3
Table 3: N.F.P.A. 1720 – Minimum Staffing Levels	9
Table 4: Applicable N.F.P.A. Pro-Qual Standards	11
Table 5: Comparison of Job Descriptions of the Positions of Senior Captain and Captain	22
Table 6: Medical Call Analysis 2014-2019.....	35
Table 7: 2012 and 2016 Tiered Response Agreements Comparison.....	36
Table 8: Current S.F.D. Training Division N.F.P.A. 1041 Level I and Level II Qualifications	43
Table 9: Current S.F.D. Training Division N.F.P.A. 1021 Level I and Level II Qualifications	45
Table 10: S.F.D. Historic Call Volume.....	46
Table 11: Geographic Characteristics of Municipal Comparator Group	47
Table 12: Demographics Comparison.....	48
Table 13: Operating Cost Comparison.....	49
Table 14: Fire Department Staffing	49
Table 15: Examples of Inter-Municipal Arrangements	51
Table 16: Historical S.F.D. Volunteer Firefighter Recruitment and Retention 2012-2019	59
Table 17: Recommendations	65

Appendices

A	Volunteer Firefighter Survey Questions
B	Succession Planning Policy
C	Recruitment and Retention

1.0

Introduction

At the request of the Township of Selwyn (Township) this Fire Service Review (or Review) includes analysis of the current organizational structure, operations and service demands of the Selwyn Fire Department (S.F.D.). The analysis presented within this review also considers potential alternative service delivery models, and innovation and technology solutions to improve the department's efficiency. A review of the current volunteer firefighter recruitment and retention process including the identification of opportunities to modernize the provision of fire protection services in an effort to sustain the community's volunteer fire department is also included. The Township has accessed funding through the Provincial Municipal Modernization Program to support this review that includes recommendations and options for consideration with respect to modernization of the current fire protection service delivery within the Township of Selwyn.

Where applicable this review has also considered the potential impacts of future retirements at the senior officer levels, and opportunities to minimize these impacts through further succession planning or other opportunities.

2.0

Applicable Legislation

Our approach to this review will consider several core areas including the municipality's legislative requirements as contained within the Fire Protection and Prevention Act, 1997 (F.P.P.A.), and the Occupational Health and Safety Act (O.H.S.A.).

2.1

Fire Protection and Prevention Act, 1997

Within the Province of Ontario, the relevant legislation for the operation of a fire department is contained within the Fire Protection and Prevention Act, 1997 (F.P.P.A.). In addition to promoting fire prevention and public safety, the F.P.P.A. is also the Act under which the Ontario Fire Code (O.F.C.) is regulated. While all legislation should be read and understood in its entirety, the following are applicable sections of the F.P.P.A. for reference purposes to this Fire Service Review.

Table 1: F.P.P.A. Definitions – Part 1

Part 1	Definitions
Definitions	<p>1.(1) In this Act,</p> <p>“fire chief” means a fire chief appointed under section 6 (1), (2) of (4); (“chef des pompiers”)</p> <p>“fire code” means the fire code established under Part IV; (“code de prevention des incendies”)</p> <p>“fire department” means a group of firefighters authorized to provide fire protection services by a municipality, group of municipalities or by an agreement made under section 3; (“service d’ incendie”)</p> <p>“Fire Marshal” means the Fire Marshal appointed under subsection 8 (1); (“commissaire des incendies”)</p> <p>“fire protection services” includes fire suppression, fire prevention, fire safety education, communication, training of persons involved in the provisions of fire protection services, rescue and emergency services and the delivery of all those Services; (“services de protection contre les incendies”)</p> <p>“municipality” means the local municipality as defined in the Municipal Act, 2001; (“municipalite”)</p> <p>“prescribed” means prescribed by regulation (“prescript”)</p> <p>“regulation” means a regulation made under this Act; (“reglement”)</p> <p>“volunteer firefighter” means a firefighter who provides fire protection services either voluntarily or for a nominal consideration, honorarium, training or activity allowance; (“pompier volontaire”)</p>
Application of definition of firefighter	(3) The definition of firefighter in subsection (1) does not apply to Part IX. 1997, c. 4, s. 1 (2)

Part 1	Definitions
Automatic aid agreements	<p>(4) For the purposes of this Act, an automatic aid agreement means any agreement under which,</p> <p>(a) a municipality agrees to ensure the provision of an initial response to fires and 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</p> <p>(b) a municipality agrees to ensure the provision of a supplemental response to fires, rescues and other 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 other emergencies occurring in the part of the other municipality. 1997, c. 4, s. 1 (4)</p>

Table 2: F.P.P.A. Responsibility for Fire Protection Services – Part 2

Part 2	Responsibility for Fire Protection Services
Municipal responsibilities	<p>2.(1) Every municipality shall</p> <p>(a) establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention, and</p> <p>(b) provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.</p>
Services to be provided	<p>(3) In determining the form and content of the program that it must offer under clause (1)(a) and the other fire protection services that it may offer under clause (1)(b), a municipality may seek the advice of the Fire Marshal</p>
Automatic aid agreements	<p>(6) A municipality may enter into an automatic aid agreement to provide or receive the initial or supplemental response to fires, rescues and emergencies.</p>
Review of municipal fire services	<p>(7) The Fire Marshal may monitor and review the fire protection services provided by municipalities to ensure that municipalities have met their responsibilities under this section, and if the Fire Marshal is of the opinion that, as a result of a municipality failing to comply with its responsibilities under subsection (1), a serious threat to public safety exists in the municipality, he or she may make recommendations to the council of the municipality with respect to possible measures the municipality may take to remedy or reduce the threat to public safety.</p>
Failure to provide services	<p>(8) If a municipality fails to adhere to the recommendations made by the Fire Marshal under subsection (7) or to take any other measure that in the opinion of the Fire Marshal will remedy or reduce the threat to public safety, the Minister may recommend the Lieutenant Governor in Council that a regulation be made under subsection (9).</p>
Regulation	<p>(9) Upon the recommendation of the Minister, the Lieutenant Governor in council may make regulations establishing standards for fire protection services in municipalities and requiring municipalities to comply with the standards.</p>
Fire departments	<p>(1) A fire department shall provide fire suppression services and may provide other fire protection services in a municipality, group of municipalities or in territory without municipal organization. 1997, c. 4, s. 5 (1)</p>

Part 2	Responsibility for Fire Protection Services
Same	(2) Subject to subsection (3), the council of a municipality may establish more than one fire department for the municipality. 1997, c. 4, s. 5 (2)
Exception	(3) The council of a municipality may not establish more than one fire department if, for a period of at least 12 months before the day this Act comes into force, fire protection services in the municipality were provided by a fire department composed exclusively of full-time firefighters. 1997, c. 4, s. 5 (3)
Same	(4) The councils of two or more municipalities may establish one or more fire departments for the municipalities. 1997, c. 4, s. 5 (4)
Fire chief, municipalities	6. (1) If a fire department is established for the whole or part of a municipality or for more than one municipality, the council of the municipality or the councils of the municipalities, as the case may be, shall appoint a fire chief for the fire department.
Same	(2) The council of a municipality or the councils of two or more municipalities may appoint a fire chief for two or more fire departments.
Responsibility to council	(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
Powers of a fire chief	(5) The fire chief may exercise all powers assigned to him or her under this Act within the territorial limits of the municipality and within any other area in which the municipality has agreed to provide fire protection services, subject to any conditions specified in the agreement.

2.2

Ontario Regulation 378/18: Community Risk Assessments

In addition to the three regulations identified in 2.1.1.1., Ontario Regulation 378/18 – Community Risk Assessments (O. Reg. 378/18) came into force July 1st, 2019, under the authority of the Fire Protection and Prevention Act, 1997 (F.P.P.A.). It requires all municipalities in Ontario to develop a C.R.A. prior to July 1st, 2024. This regulation also requires municipalities to “use its community risk assessment to inform decisions about the provisions of fire protection services”.¹

Further, the F.P.P.A. requires that municipalities provide fire protection programs that “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.”² O. Reg. 378/18 is now a core component of developing an in-depth analysis of a community’s fire related risks through a comprehensive analysis of nine mandatory profiles including:

- Geographic Profile;
- Building Stock Profile;
- Critical Infrastructure Profile;
- Demographic Profile;
- Public Safety and Response Profile;

¹ Ontario Regulation 378/18: Community risk Assessments, Mandatory Use, Section 1 (b).

² Fire Protection and Prevention Act, 1997 Part II Responsibility for Fire Protection Services, Section 2.1 (a) (b).

- Community Services Profile;
- Hazard Profile;
- Economic Profile; and
- Past Loss and Event History Profile.

We are beginning to see a trend of municipalities taking proactive measures to complete a Community Risk Assessment in advance of the July 1, 2024 deadline and using the findings of the C.R.A. to inform decisions about the levels of fire protection services provided within the community. In our view, there would be value in the Township undertaking a Community Risk Assessment to garner a comprehensive understanding of the fire related risks that exist within the community in order to determine how to best manage each risk.

2.3 Occupational Health and Safety Act (O.H.S.A.)

The Occupational Health and Safety Act, R.S.O. 1990 requires every employer to, “take every precaution reasonable in the circumstances for the protection of the worker.”³ The O.H.S.A. provides for the appointment of committees, and identifies the Ontario Fire Services Section 21 Advisory Committee as the advisory committee to the Minister of Labour with the role and responsibility to issue guidance notes to address firefighter-specific safety issues within Ontario.

Firefighter safety must be a high priority considering all of the activities and services to be provided by a fire department. This must include the provision of department policies and procedures, or Operating Guidelines (O.G.s) or alternatively Operating Procedures (O.P.s) that are consistent with the direction of the O.H.S.A. Section 21 Guidance Notes for the fire service.

2.4 Increased Regulation Relating to Fire Safety Inspections

Since 2013, there have been a number of stand-alone regulations made under the Fire Protection and Prevention Act which directly relate to fire safety inspections. In addition, the Fire Marshal issued Directive 2014-003, establishing a standard for fire departments to follow when performing fire safety assessments and inspections upon request or complaint. A summary of these regulations and directive follows.

2.4.1 Ontario Regulation 150/13 Enhancing Fire Safety in Occupancies Housing Vulnerable Ontarians

Ontario Regulation 150/13 - Enhancing Fire Safety in Occupancies Housing Vulnerable Ontarians was filed on May 9, 2013. This regulation introduced amendments to the O.F.C. that came into force on January 1, 2014. The O.F.M.E.M. led the development of this new regulation in consultation with a Technical Advisory Committee of industry experts.

³ Occupational Health and Safety Act, R.S.O. 1990, c. O.1 Part III s. 25(2)(h)

This regulation is intended to enhance fire safety in occupancies that house vulnerable occupants. The legislation applies to care, care and treatment and retirement homes that are regulated under the Retirement Homes Act.

2.4.2 **Ontario Regulation 364/13 – Mandatory Inspection – Fire Drill in Vulnerable Occupancy**

Ontario Regulation 364/13 – Mandatory Inspection – Fire Drill In Vulnerable Occupancy also requires that a fire inspector observe a fire drill scenario representing the facility’s lowest staffing complement (as approved by the Chief Fire Official), conduct a fire safety inspection (utilizing the Annual Inspection Checklist which forms part of O.F.M.E.M. Directive 2014-002: Vulnerable Occupancies – Fire Drill Scenarios, Fire Drill Observations, Fire Safety Inspections, as a minimum level of inspection), and then update the O.F.M.E.M.’s Vulnerable Occupancy Registry, as appropriate.

2.4.3 **Ontario Regulation 365/13- Mandatory Assessment of Complaints and Requests for Approval**

Ontario Regulation 365/13- Mandatory Assessment of Complaints and Requests for Approval requires the Chief Fire Official to assess a complaint about the fire safety of a building to determine if conducting a fire safety inspection of all or part in a building is warranted.

The regulation further requires Chief Fire Officials to determine whether or not a fire safety inspection is required when a request is made for approval under the fire code. As with complaints, the Chief Fire Official has been empowered to assess requests for approval to determine if a fire safety inspection is required.

Through consultation with the O.F.M.E.M. it is our understanding that the intent of this regulation is not for the Fire Chief to cause a fire safety inspection to be conducted as the result of every complaint or request for approval received, but rather to assess each complaint and request to determine if an inspection is necessary.

2.4.4 **Fire Marshal’s Directive: 2014-003**

Fire Marshal’s Directive: 2014-003 provides direction to all Assistants to the Fire Marshal to follow with respect to performing request or complaint inspections and was intended to provide a uniform standard for all fire departments to follow when conducting fire safety inspections and assessments. The directive references P.F.S.G. 40D-03 Inspections upon Request or Complaint and O.F.M. T.G.-01-2012: Fire Safety Inspections and Enforcement.

These regulations and directives have added to the workload of municipal fire department prevention divisions. The Township has two registered Vulnerable Occupancies, each requiring the S.F.D. to perform fire safety inspections and witness a fire drill on an annual basis. Under this Directive, additional training is required for those individuals responsible for approving the fire drill scenarios and fire safety plans for these facilities. At this time, the only approved training is offered through the Public Services Health and Safety Association (P.S.H.S.A.).

2.4.5 Supporting Ontario's First Responders Act

First responders including firefighters are at an increased risk to suffer from Post-Traumatic Stress Disorders (P.T.S.D.) due to the nature of their work. The Supporting Ontario's First Responders Act requires fire departments to establish a Post-Traumatic Stress Disorder Prevention Plan (P.T.S.D.) and provide the Ministry of Labour with information about their plans. Under the Supporting Ontario's First Responders Act, there is a presumption that a diagnosis of P.T.S.D. for certain workers is work related.

As an employer of workers covered by the Supporting Ontario's First Responders Act, the Township of Selwyn is required to have a Post-Traumatic Stress Disorder Prevention Plan. Our research indicates that the Township of Selwyn has Critical Incident Stress Management Guidelines in place to ensure its workers have access to care.

As an area of ongoing research and development, workplace wellness should be considered as an ongoing priority for the Fire Service. Behavioural health is a critical component of workplace wellness that requires funding and employer support.

3.0 Current Industry Standards and Municipal Best Practices

3.1 Current Industry Standards

The primary goal of any fire department should be to prevent the potential of a fire occurring through public education and fire prevention. In our experience, the application of the “Three Lines of Defence” and the Comprehensive Fire Safety Effectiveness Model (C.F.S.E.M.) provide the appropriate emphasis on this goal. In addition, our approach to this project will utilize the standards developed by the National Fire Protection Association (N.F.P.A.) as benchmarks for assessing all applicable services and programs provided by the department.

The National Fire Protection Association (N.F.P.A.) is an international non-profit organization that was established in 1896. The organization’s mission is to reduce the worldwide burden of fire and other hazards on the quality of life by providing and advocating consensus, codes and standards, research, training, and education. With a membership that includes more than 70,000 individuals from nearly 100 nations, N.F.P.A. is recognized as one of the world's leading advocates of fire prevention and an authoritative source on public fire safety.

N.F.P.A. is responsible for 300 codes and standards that are designed to minimize the risk and effects of fire by establishing criteria for building, processing, design, service, and installation in the United States, as well as many other countries. It has more than 200 technical code and standard development committees that are comprised of over 6,000 volunteer seats. Members vote on proposals and revisions in a process that is accredited by the American National Standards Institute (A.N.S.I.).

Over the past decade the Ontario fire service has been transitioning to the use of N.F.P.A. standards to guide many of the services they provide. An example of this would be the transition process from the previous Ontario Fire Services Standards to the N.F.P.A. Professional Qualifications (N.F.P.A. Pro-Qual) Standards.

3.1.1 N.F.P.A. 1720 Standard (2020 Edition)

N.F.P.A. 1720 “Standard for the Organization and Deployment of Fire suppression Operations, Emergency medical Operations, and Special Operations to the Public by Volunteer Fire Departments” provides a resource for determining and evaluating the number of volunteer firefighters required based upon recognized industry best practices. In our view, this standard is most applicable to the delivery of fire suppression services as currently provided by the S.F.D.

The N.F.P.A. 1720 standard further supports the minimum initial response staffing to include four firefighters including “Initial firefighting operations shall be organized to ensure that at least four fire fighters are assembled before interior fire suppression operations are initiated in a hazardous area.”

This particular standard recognizes that the four firefighters may not arrive on the same vehicle, but that there must be four on the scene prior to initiating any type of interior firefighting operations.

Within this standard the N.F.P.A. identifies five different categories described as “Demand Zones” that relate to the type of risk that may be found within a typical community; either by population density, travel distance, or special circumstances. The standard then identifies a minimum level of firefighters that would be recommended for each of these categories. **Table 3** presents the N.F.P.A. 1720 standard minimum staffing levels by demand zone.

Table 3: N.F.P.A. 1720 – Minimum Staffing Levels⁴

Demand Zones	Demographics	Minimum # of Firefighters Responding	Response Time (Turnout + Travel) in Minutes	Performance Objective
Urban Area	>1000 people per square mile (2.6 square kilometers)	15	9	90%
Suburban Area	500-1000 people per square mile (2.6 square kilometers)	10	10	80%
Rural Area	<500 people per square mile (2.6 square kilometers)	6	14	80%
Remote Area	Travel Distance + or – 8 miles (12.87 kilometers)	4	Dependent upon travel distance	90%
Special Risks	To be determined by municipality	To be determined by municipality	To be determined by municipality	90%

Under the Fire Protection and Prevention Act, it is the responsibility of the municipal Council to determine the levels of fire protection services provided based on the community’s needs and circumstances. The N.F.P.A. 1720 Standard is however a recognized industry standard associated with fire department staffing, providing the Township with performance targets to strive towards.

N.F.P.A. 1720 standard utilizes population density as a factor in determining the minimum number of firefighters recommended for depth of response. According to the 2016 Census, the Township of Selwyn has population of 17, 060 and a land area is 315.69 square kilometers. Based on the Township’s population density of 140 persons per 2.6 per square kilometers (Statistics Canada, 2020), the appropriate demand zones for the Township would be rural. For those areas of the Township with a travel distance of more than 12.87 kilometers from one of the five S.F.D. fire stations, it would be remote.

⁴ Source: National Fire Protection Association 1720 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments (2020 edition)

The performance objective for the rural areas includes initial arriving company consisting of a minimum of four firefighters (one company officer and three firefighters) and a minimum six firefighters arriving on scene within a response time (turnout time + travel time) of 14 minutes to 80% of the fire related incidents,. The performance objectives for those areas defined as remote include an initial arriving company consisting of a minimum of four firefighters (one company officer and three firefighters) within a response time (turnout time + travel time) dependent on travel distance to 90% of the fire related incidents.

Recommendation #1: In our view, the Township should consider further analysis of its emergency response fire suppression capabilities in comparison to the performance benchmarks targets presented within the N.F.P.A. 1720 standard through the development of a Community Risk Assessment and Master Fire Plan process.

3.2 Training Standards and Qualifications in Ontario

In 2013, the O.F.M.E.M. announced a transition from the Ontario Fire Service Standards (O.F.S.S.) to N.F.P.A. standards and Pro-Qual qualifications. The previous O.F.S.S. had been developed by the Ontario Fire Chiefs Association (O.A.F.C.) in partnership with the O.F.M.E.M. to provide guidance to the training and qualifications of fire department staff.

To assist municipalities in this transition, a “Grandfathering Policy” was developed by the O.F.M.E.M. to facilitate the process of implementing the N.F.P.A. Pro-Qual Standards. The O.F.M.E.M. grandfathering policy stated that “in order to exempt anyone from having to start over in any program and in order to give recognition for training and education already completed and for experience already gained.”⁵ The N.F.P.A. Pro-Qual Standards are now recognized as the industry best practices for training and qualifications related to the delivery of public education and fire prevention programs and services within the Province of Ontario.

The applicable N.F.P.A. Pro-Qual Standards as they pertain to roles and responsibilities of fire department staff are outlined in **Table 4**. These standards reflect current industry best practices in Ontario.

⁵ O.F.M.E.M. 2013 Grandfathering Policy

http://www.mcscs.jus.gov.on.ca/english/FireMarshal/FireServiceResources/Communiques/OFM_Com_2014-04at.html

Table 4: Applicable N.F.P.A. Pro-Qual Standards

N.F.P.A. Standard	Qualification	Description
N.F.P.A. 1001 - Standard for Firefighter Professional Qualifications	Firefighter I	The person, at the first level of progression, who had demonstrated the knowledge and skills to function as an integral part of a firefighting team under direct supervision in hazardous conditions.
N.F.P.A. 1001 - Standard for Firefighter Professional Qualifications	Firefighter II	The person, at the second level of progression, who has demonstrated the knowledge and skills to function under general supervision.
N.F.P.A. 1021 - Standard for Fire Officer Professional Qualifications	Fire Officer I	The fire officer, at a supervisory level, who has met the requirements of N.F.P.A. 1021 Level I, Fire Fighter II and Instructor I.
N.F.P.A. 1021 - Standard for Fire Officer Professional Qualifications	Fire Officer II	The fire officer, at a supervisory level, who has met the requirements of Fire Officer Level I.
N.F.P.A. 1031 – Standard for Professional Qualifications for Fire Inspector and Plans Examiner	Fire Inspector I	An individual at the first level of progression who has met the job performance requirements specified in this standard for Level I. The Fire Inspector I conducts basic fire inspections applies codes and standards.
N.F.P.A. 1031 – Standard for Professional Qualifications for Fire Inspector and Plans Examiner	Fire Inspector II	An individual at the second or intermediate level of progression who has met the job performance requirements specified in this standard for Level II. The Fire Inspector II conducts most types of inspections and interprets applicable codes and standards.
N.F.P.A. 1031 – Standard for Professional Qualifications for Fire Inspector and Plans Examiner	Fire Inspector III	An individual at the third and most advanced level of progression who has met the job performance requirements specified in this standard for Level III. The Fire Inspector III performs all types of fire inspections, plans review duties, and resolves complex code-related issues.
N.F.P.A. 1033 – Standard for Professional Qualifications for Fire Investigator	Fire Investigator	An individual who has demonstrated the skills and knowledge necessary to conduct, coordinate and complete fire investigations.
N.F.P.A. 1035 – Standard for Professional Qualifications for Fire and Life Safety Educator, Public Information Officer, and Juvenile Firesetter Intervention Specialist	Fire and Life Safety Educator I	The individual who has demonstrated the ability to coordinate and deliver existing educational programs and information.
N.F.P.A. 1035 – Standard for Professional Qualifications for Fire and Life Safety Educator, Public Information Officer, and Juvenile Firesetter Intervention Specialist	Fire and Life Safety Educator II	The individual who has demonstrated the ability to prepare educational programs and information to meet identified needs.

N.F.P.A. Standard	Qualification	Description
N.F.P.A. 1035 – Standard for Professional Qualifications for Fire and Life Safety Educator, Public Information Officer, and Juvenile Firesetter Intervention Specialist	Fire and Life Safety Educator III	The individual who has demonstrated the ability to create, administer, and evaluate educational programs and information.

3.3 Current Municipal Best Practices

3.3.1 Three Lines of Defence

Our approach to this review references the Public Fire Safety Guidelines (P.F.S.G.s.), as authored by the Office of the Fire Marshal and Emergency Management (O.F.M.E.M.). We will focus on optimizing the use of the “Three Lines of Defence” as a proactive and efficient strategy to support risk reduction and mitigation strategies.

The “Three Lines of Defence” model includes:

I. Public Education and Prevention:

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

II. Fire Safety Standards and Enforcement:

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

III. Emergency Response:

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

As outlined by the O.F.M.E.M., Public Education and Prevention means educating residents of the community on means for them to fulfill their responsibilities for their own fire safety as a proven method of reducing the incidence of fire. Only by educating residents can fires be prevented and can those affected by fires respond properly to save lives, reduce injury and reduce the impact of fires. Fire Safety Standards and Enforcement refers to ensuring that buildings have the required fire protection systems, safety features (including fire safety plans) and that these systems are maintained so that the severity of fires may be minimized.

Emergency Response entails providing well trained and equipped firefighters directed by capable officers to stop the spread of fires once they occur and to assist in protecting the lives and safety of residents. This is the failsafe for those times when fires may occur despite public education and fire prevention efforts.

The C.F.S.E.M. emphasizes the importance and value of preventing a fire. This is important from both an economic and public safety perspective. At the same time, the C.F.S.E.M. ensures an appropriate level of health and safety for firefighters. The model also recognizes that developing programs and providing resources to implement the first line of defence (a proactive public education and fire prevention program) can be the most effective strategy to reduce and potentially minimize the need for the other lines of defence.

The analysis and recommendations contained within this Fire Service Review prioritizes the application of the “Three Lines of Defence” model.

4.0

Internal Stakeholder Consultation

This review included consultation with all members of the Townships Project Team and members of the S.F.D. The consultation process included telephone interviews and follow up correspondence with specific members of the Project Team throughout the review process. The interview process included confirming the findings of the data collection process and providing valuable input in the form of identifying the Strengths, Weaknesses, Opportunities and Challenges (S.W.O.C.) with respect to the S.F.D.'s organizational structure, and the community's service delivery demands. Where applicable the feedback and findings of the internal stakeholder's consultation process have been utilized to inform the analysis and recommendations presented within this review. Interviews included the following participants:

- Chief Administrative Officer;
- Manager of Financial Services;
- Fire Chief;
- Deputy Fire Chief;
- Fire Prevention Officer;
- Training Coordinator;
- Administrative Assistant;
- Human Resources Coordinator; and
- Township Clerk/Community Emergency Management Coordinator.

4.1

Volunteer Firefighter Survey

In addition to interviews with the internal stakeholders listed above this review included an on-line survey with the S.F.D.'s volunteer firefighters as requested by the Township. The survey questions were developed in consultation with Township staff including the Human Resource Coordinator and were informed in part by the current exit interview questions for volunteers utilized by the Township. The survey was available to volunteer firefighters through the platform MILO from August 26th, 2020 to September 11th, 2020. A copy of the survey questions are found in **Appendix A – Volunteer Firefighter Survey Questions** of this report.

Overall, there was consensus expressed by the participants for the majority of the questions presented in the survey. The majority of the volunteer firefighters decided to join the S.F.D. out of a desire to serve their community and were informed about recruitment opportunities, in many instances, through a connection with someone who was already a member of the S.F.D. Most participants responded that they receive adequate recognition within the department for the work that they do; and for the majority of participants, gratitude from peers and supervisors is the recognition valued most. In terms of leadership, the majority of participants feel that the department provides effective, fair and equitable supervision and responses indicate that overall the morale is good within the S.F.D.

With regards to training, survey participants responded unanimously that the training sessions provided are productive and almost all participants indicated that they feel they have received adequate training and have the tools and equipment needed to perform the duties of a volunteer firefighter.

There were some areas of the survey where answers were more varied. When asked if the role of a volunteer firefighter corresponds with the expectations they had when joining the department, a little over half of responses indicated that they did. For those whose expectations did not match the role as they now know it, some indicated that the role involved responding to more medical calls than expected, there were more health and safety considerations than previously thought and that the role entails more than just fighting fires as previously thought. Responses varied when asked if the fire department had effective leadership practices for resolving conflict and addressing ideas and concerns.

Where applicable, the feedback and findings of the volunteer firefighter's survey process have been utilized to inform the analysis and recommendations presented within this review.

5.0

Existing Organizational Structure

The Selwyn Fire Department is comprised of 84 staff in total including three (3) full-time staff, and 81 volunteer members including the part time Training Co-ordinator, Deputy Fire Chief, and Assistant Deputy Chief. Our research indicates that in the past the total complement of volunteer firefighters has been as high as 90 members. The full-time positions within the S.F.D. include the Fire Chief, a Fire Prevention Officer and an Administrative Assistant. The Fire Chief, Deputy Fire Chief and an Assistant Deputy Chief are responsible for the oversight of four (4) volunteer Senior Captains, ten (10) volunteer Captains and 64 volunteer firefighters. The existing organizational structure of the S.F.D. is illustrated in **Figure 1**. As shown, the Fire Chief reports directly to the Township's Chief Administrative Officer, and the Deputy Fire Chief, Training Coordinator, Fire Prevention Officer and Administrative Assistant report directly to the Fire Chief.

Figure 1: S.F.D. Existing Organizational Chart

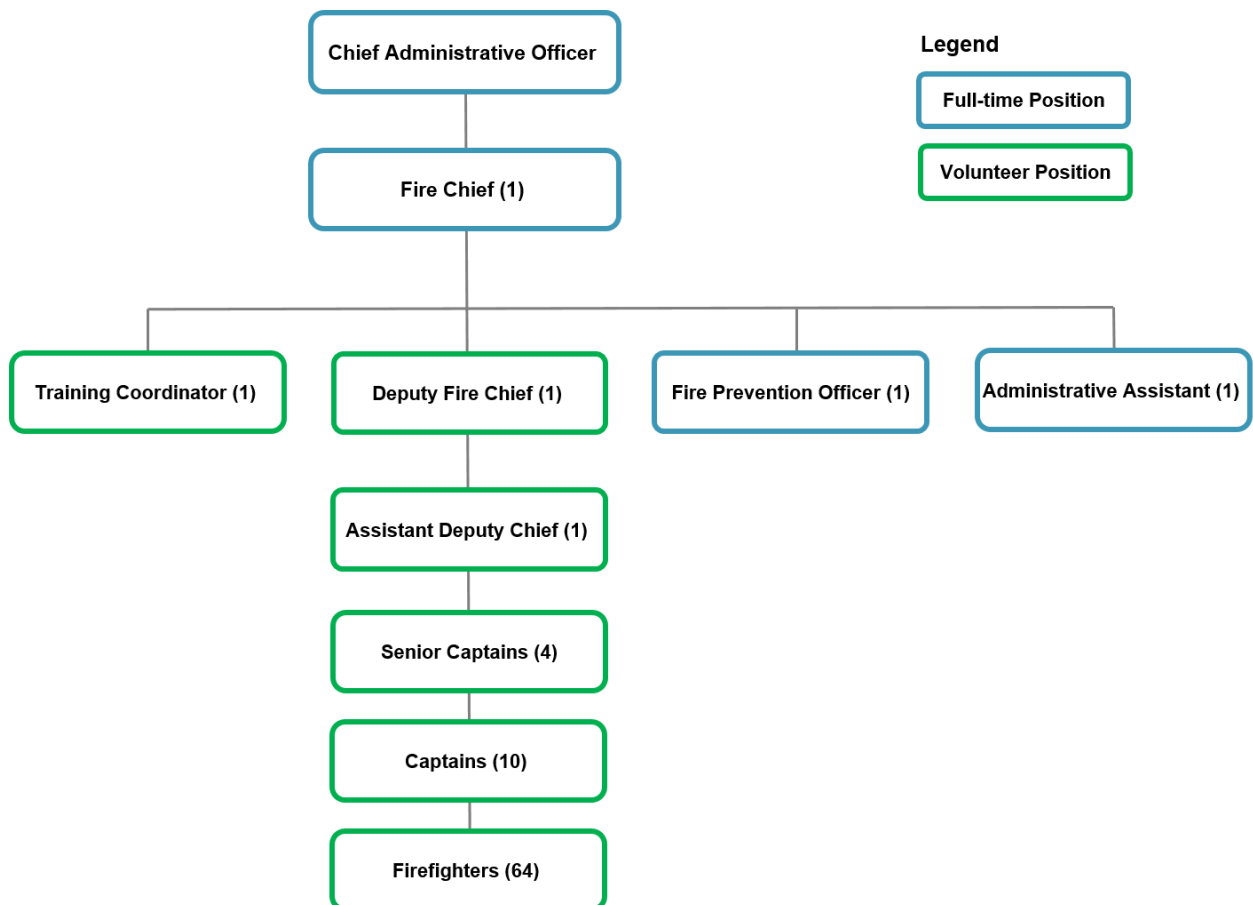


Figure Source: S.F.D.

The S.F.D. provides fire protection services from five fire stations strategically located throughout the Township, including:

- Hall #1 Bridgenorth located at 833 Ward Street;
- Hall #2 Lakefield located at 45 Concession Street;
- Hall #3 Young's Point located at 2738 Fitzpatrick Road;
- Hall #4 Curve Lake located at 1964 Curve Lake Road; and
- Hall #5 Ennismore located at 801 Tara Road.

5.1

Fire Chief (Full-time)

As referenced within the F.P.P.A., the Fire Chief is the person ultimately responsible to the municipal Council for all matters related to the delivery of fire protection services. In the Township of Selwyn, the position of Fire Chief is a full-time position. The current Fire Chief was appointed by Council through By-law 2000-24. The current job description for this position is dated January 2016 and summarizes the roles and responsibilities of this position as being: *“Part of the Management Team, responsible for the effective and efficient administration and operation of the Fire Department. To perform the statutory duties of the Fire Chief as defined by the Fire Protection and Prevention Act and other acts of legislation”*⁶

The qualifications for this position are included within the job description to include: a minimum five years’ experience as a Senior Officer in the Fire Service, knowledge of firefighting, fire prevention and rescue procedures obtained by current and ongoing involvement in fire training courses. The Fire Chief of a municipality is also designated by the F.P.P.A. as being the Chief Fire Official (C.F.O.). The F.P.P.A. includes provisions for the responsibilities of the C.F. O. to be delegated to other qualified staff within the fire department. At the time of completing this review, the current Fire Chief has not formally delegated responsibilities as C.F.O. to any other member of the department. However, it is our understanding that once the Township’s Fire Prevention Officer has completed the required training and attained the required qualifications for conducting the review and approval of Fire Safety Plans the C.F.O. designation will be delegated to this position. In our experience, the delegation of the C.F.O. roles and responsibilities as currently planned represents current municipal best practices.

Recent legislated changes require all Chief Fire Officials approving Fire Safety Plans for buildings containing care occupancies, care and treatment occupancies or retirement homes (known as vulnerable occupancies) to successfully complete mandatory training as approved by the Fire Marshal. At this time, the only training that has been approved is offered on-line through Public Services Health & Safety Association.

⁶ Township of Selwyn Job Description for the position of Fire Chief, dated January 2016.

Our review of the current job description for this position indicates that in the future the Township should, at a minimum, be requiring that the individual filling the position of Fire Chief have and/or attain the following qualifications:

- N.F.P.A. 1001: Standard for Fire Fighter Professional Qualifications, Level II (or equivalent);
- N.F.P.A. 1021: Standard for Fire Officer Professional Qualifications, Level II (or equivalent);
- N.F.P.A. 1035: Standard on Fire and Life Safety Educator, Public Information Officer, Youth Firesetter Intervention Specialist and Youth Firesetter Program Manager Professional Qualifications Level I;
- N.F.P.A. 1041: Standard for Fire and Emergency Services Instructor Professional Qualifications, Level II; and
- N.F.P.A. 1521: Standard for Fire Department Safety Officer Professional Qualifications.

5.2 Deputy Fire Chief (Volunteer)

As defined by the department's current organizational structure, the volunteer Deputy Fire Chief reports directly to the Fire Chief. In the Township of Selwyn, the position of Deputy Fire Chief is a volunteer position. The current Deputy Fire Chief was appointed by Council through By-law 2000-25. The current job description for this position is also dated January 2016 and summarizes the roles and responsibilities of this position as being:

"Supervises the operation of the Fire Department to ensure the effective and efficient operation of the department, as assigned⁷".

Our research indicates that the current roles and responsibilities of this position also include preparing and overseeing the capital budget for the department including the acquisition of all new fire apparatus as well as overseeing the care and maintenance of firefighter Personal Protective Equipment (P.P.E.). The current job description for this position also requires that the candidate be qualified to the N.F.P.A. Fire Officer Level I, or equivalent, as well as have a minimum of five years' experience as a senior officer within the fire service, who has demonstrated competent leadership and management skills.

Our research indicates that in the future, the Township should at a minimum, require the individual filling the position of Deputy Fire Chief to have and/or attain the following qualifications:

- N.F.P.A. 1001: Standard for Fire Fighter Professional Qualifications, Level II (or equivalent);
- N.F.P.A. 1021: Standard for Fire Officer Professional Qualifications, Level II (or equivalent);
- N.F.P.A. 1035: Standard on Fire and Life Safety Educator, Public Information Officer, Youth Firesetter Intervention Specialist and Youth Firesetter Program Manager Professional Qualifications Level I;
- N.F.P.A. 1041: Standard for Fire and Emergency Services Instructor Professional Qualifications, Level II; and
- N.F.P.A. 1521: Standard for Fire Department Safety Officer Professional Qualifications.

⁷ Township of Selwyn Job Description for the position of Deputy Fire Chief, January 2016

5.3

Assistant Deputy Fire Chief (Volunteer)

The department's current organizational structure indicates that the volunteer Assistant Deputy Fire Chief reports directly to the volunteer Deputy Fire Chief. The current Assistant Deputy Fire Chief was appointed by Council through By-law 2018-18. Through our research and consultation with Township staff, it appears that the roles and responsibilities of this position including remuneration are very similar in representing a senior officer position within the department. It is also our understanding that the current Assistant Deputy Fire Chief was appointed as the Acting Fire Chief for an extended period of time due to the Fire Chief's absence.

In our view, there is sufficient evidence to warrant the Township's consideration of formalizing the roles and responsibilities of the current Assistant Deputy Fire Chief to reflect current practice within the S.F.D. In our view, this should include a comprehensive review of the current roles and responsibilities of the Deputy Fire Chief and the Assistant Deputy Fire Chief.

Recommendation #2: The Township should consider implementing an organizational structure that includes two Deputy Fire Chiefs and discontinues the position of Assistant Deputy Fire Chief.

Our research indicates that in the future, the Township should at a minimum, require the individual filling the position of Assistant Fire Chief (or Deputy Fire Chief as per the proposed two Deputy Fire Chief organizational structure) to have and/or attain the following qualifications:

- N.F.P.A. 1001: Standard for Fire Fighter Professional Qualifications, Level II (or equivalent);
- N.F.P.A. 1021: Standard for Fire Officer Professional Qualifications, Level II (or equivalent);
- N.F.P.A. 1035: Standard on Fire and Life Safety Educator, Public Information Officer, Youth Firesetter Intervention Specialist and Youth Firesetter Program Manager Professional Qualifications Level I;
- N.F.P.A. 1041: Standard for Fire and Emergency Services Instructor Professional Qualifications, Level II; and
- N.F.P.A. 1521: Standard for Fire Department Safety Officer Professional Qualifications.

The proposed two Deputy Fire Chief organizational structure would provide the Township with the opportunity to divide the functions of these positions to better support the Fire Chief, and the administrative and leadership needs of the department. This strategy may consider dividing the roles and responsibilities of the two Deputy Fire Chiefs into areas such as 'operations' targeted more at the fire suppression and training needs of the department, and 'support' with a greater focus on equipment, apparatus, budgets and administration.

5.4

Fire Prevention Officer (Full-time)

The position of Fire Prevention Officer is a full time role within the Township. The current Fire Prevention Officer was appointed by Council through By-law 2018-111. The job description for the position of Fire Prevention Officer includes responsibilities for fire safety inspections, enforcement, origin and cause investigation, preparation of pre-plans of high risk occupancies, and developing and

delivering of the S.F.D.s public education programs. The qualifications described in the job description for the F.P.O. include: N.F.P.A. 1031: Standard for Professional Qualifications for Fire Inspector and Plan Examiner, Level II, N.F.P.A. 1033 Standard for Professional Qualifications for Fire Investigator, N.F.P.A.: 1035 Standard on Fire and Life Safety Educator, Public Information Officer, Youth Firesetter Intervention Specialist and Youth Firesetter Program Manager Professional Qualifications, Level II and Building Code Identification Number (B.C.I.N.) qualifications with respect to Fire Protection.

The qualifications set out within the job description are in keeping with current industry standards. In our experience however, the following Ontario content specific courses are also recommended:

- Fire Code Div. B Part 2 and 6 Fire Safety and Fire Protection Equipment;
- Courtroom Procedures;
- Fire Code Div. B Part 9 Retrofit;
- Fire Code Div. B Part 3 and 5 Industrial, Commercial, Hazardous Materials, Processes and Operations;
- Fire Code Div. B Part 4 Flammable Liquids and Combustible Liquids; and
- Effective Inspections of Commercial Cooking Equipment.

5.5 Administrative Assistant (Full-time)

Administrative support for the S.F.D. is provided by one full-time Administrative Assistant. The current Administrative Assistant's duties include, but are limited to: providing secretarial support to all members of the senior management team, managing bookings of S.F.D. facilities, assisting with the volunteer recruitment process as well as any research, agenda preparation, reporting and correspondence, where required. The opportunity for the Administrative Assistant to become more involved with Emergency Management, specifically scribing during Emergency Operations Centre activations was discussed as part of the internal stakeholder consultation process.

5.6 Training Co-ordinator (Part-time)

The Training Co-ordinator is a part-time position, based on a 12 hour per week commitment to prepare, coordinate and deliver the S.F.D. training programs. The qualifications for the position of Training Co-ordinator include: five (5) years' experience in the fire service, N.F.P.A. 1021: Standard for Fire Officer Professional Qualifications, Level I and N.F.P.A. 1041: Standard for Fire and Emergency Services Instructor Professional Qualifications, Level II. These qualifications are in keeping with industry standards respecting minimum qualifications for individuals responsible for the delivery of fire department training program. In our view, there would be value in the Training Co-ordinator completing training specific to N.F.P.A. 1521: Standard for Fire Department Safety Officer Professional Qualifications. Additionally, in our experience, those fulfilling similar roles as Training Co-ordinator within municipal fire departments benefit from participation in the Ontario Fire Officers Training Association.

5.7

Senior Captain and Captains

Within the S.F.D., there are four senior captains and ten captains. These positions provide different levels of supervision in response to emergency incidents related to fire protection services, motor vehicle accidents and/or emergency medical services. Volunteer firefighters can be promoted to these ranks through a formalized hiring process conducted by the Township of Selwyn Human Resources and the Selwyn Fire Department. A comparison of the current job descriptions for the positions of Senior Captain and Captain are presented in **Table 5**.

Table 5: Comparison of Job Descriptions of the Positions of Senior Captain and Captain

	Senior Captain	Captain
1.	Responds to emergency incidents and performs all tasks and operations before, during and after incidents in accordance with the Department Policies and Procedures and Operating Guidelines.	Responds to emergency incidents and performs all tasks and operations before, during and after incidents in accordance with the Department Policies and Procedures and Operating Guidelines.
2.	Supervises a fire crew at emergency incidents in an assigned role, directing personnel and equipment at the emergency scene in a manner consistent with established standard operating guidelines, the Occupational Health and Safety Act and accepted emergency management methods.	Supervises a fire crew at emergency incidents in an assigned role, directing personnel and equipment at the emergency scene in a manner consistent with established standard operating guidelines, the Occupational Health and Safety Act and accepted emergency management methods.
3.	Assumes command at emergency incidents in the absence of a more senior Officer in accordance with the Department Operating Guidelines and Policies and Procedures.	Assumes command at emergency incidents in the absence of a more senior Officer in accordance with the Department Operating Guidelines and Policies and Procedures.
4.	Ensures that information is accurately communicated up and down the chain of command.	Ensures that information is accurately communicated up and down the chain of command.
5.	Supports and enforces the Department rules, regulations, Policies and Procedures and Operating Guidelines, and requiring the same of his/her subordinates.	Supports and enforces the Department rules, regulations, Policies and Procedures and Operating Guidelines, and requiring the same of his/her subordinates.
6.	Attends and participates in training sessions as required by the Fire Department Training Policy. Assists in training of department firefighters as required.	Attends and participates in training sessions as required by the Fire Department Training Policy. Assists in training of department firefighters as required.
7.	Schedules maintenance of apparatus, equipment, and assigned hall cleaning and maintenance duties.	Supervises and assists firefighters in the performance of cleaning the fire hall, apparatus and equipment, other maintenance duties, departmental inspections, public education programs and emergency response activities.
8.	Provides input to the Fire Chief and Deputy Chief to aid in establishing adequate budget funds for the maintenance and repair of the apparatus, equipment and the halls.	Provides input to Deputy Chief to aid in establishing adequate budget funds for the maintenance and repair of the apparatus, equipment and the halls.
9.	Keep apprised of any condition that may alter or modify their response to an alarm, i.e. Streets, hydrants, static water sources and any other features of their assigned response zone and ensure that this information is communicated to the firefighters.	Keep apprised of any condition that may alter or modify their response to an alarm, i.e. Streets, hydrants, static water sources and any other features of their assigned response zone and ensure that this information is communicated to the firefighters.

	Senior Captain	Captain
10.	Participates in fire safety inspections ensuring that properties meet an acceptable degree of life safety.	Participates in fire safety inspections ensuring that properties meet an acceptable degree of life safety.
11.	Supports members of the Department with public education and public relations activities to help promote community understanding of the fire service.	Assists the Senior Captain In the preparation of reports and maintenance of resources assigned. See also item 7 which speaks to public education.
12.	Maintains notes and ensures that all appropriate forms and reports are accurately completed. This includes, verifying the hourly input of assigned personnel for processing for payment.	Monitors the overall work performance and work quality of assigned personnel (routine work and emergency responses.).
13.	Ensures all notices, memos, mail and other correspondence is picked up and delivered to the administration office and/or the assigned fire hall.	N/A
14.	Assists with the maintenance of discipline within the ranks of the Department.	See item 12 which speaks to performance.
15.	As required, participates in the interview process for the hiring of volunteers.	N/A
16.	Demonstrates a commitment to personal and professional development so to remain current with new legislation, standards, techniques and procedures, personal development is enhanced, departmental fire safety standards are met and professional competency is maintained.	Demonstrates a commitment to personal and professional development so to remain current with new legislation, standards, techniques and procedures, personal development is enhanced, departmental fire safety standards are met and professional competency is maintained.
17.	Responsible to adhere to the Occupational Health and Safety Act and the Municipal Health and Safety Policy and to ensure that firefighters under his/her supervision adhere to the same.	Responsible to adhere to the Occupational Health and Safety Act and the Municipal Health and Safety Policy and to ensure that firefighters under his/her supervision adhere to the same.
18.	Ensures the confidentiality of all information in accordance with the Municipal Freedom of Information and Protection of Privacy Act and any other applicable legislation.	Ensures the confidentiality of all information in accordance with the Municipal Freedom of Information and Protection of Privacy Act and any other applicable legislation.

5.8

Firefighter (Volunteer)

The job description for the position of firefighter includes responsibility to respond “to emergency incidents related to the Core Services provided by the Fire Department under the Township Establishing and Regulating By-law.” It also states that a firefighter “performs equipment maintenance, fire hall duties and participated in training exercises.” Firefighters joining the S.F.D. are required to complete the Eastern Ontario Emergency Training Academy (E.O.E.T.A.) recruit program.

Based on our experience within the industry, the S.F.D. should strive to have its firefighters obtain their D.Z. vehicle licence endorsement upon successful completion of recruit training and probationary period. At present, the S.F.D. has a minimum of five volunteer firefighters at each station who are trained and qualified to drive apparatus. New drivers are sent to a driving school in the City of Peterborough for their D.Z. endorsement and are required to obtain 20 hours of drive time. Tests are conducted at the in the City of Peterborough using S.F.D. apparatus. It is recommended that the S.F.D. continue to ensure that a minimum of five volunteer firefighters at each station are trained and qualified to drive apparatus and act as pump operator. Ensuring all firefighters are trained and licenced to operate fire apparatus will prevent unnecessary delay of emergency response in the event only unqualified firefighters respond to a fire station.

Recommendation #3: In our view, the S.F.D. should continue to ensure that a minimum of five volunteer firefighters at each fire station are trained and qualified to drive apparatus and act as a pump operator.

5.8.1

Volunteer Firefighter Training Expectations and Emergency Call Attendance

Policy and Procedure #512 - Training Expectations and Emergency Call Attendance establishes the mandatory training requirements and expectations for attendance at training and emergency calls for all volunteer firefighters. The S.F.D. has implemented the following minimum requirements for training and call attendance:

- Volunteer firefighters must attend 40% of emergency calls for their assigned fire halls on an annual basis;
- Volunteer firefighters must attend 65% of in-house training offered each calendar year;
- All members of S.F.D. must attend mandatory training including First Aid, C.P.R., Oxygen Therapy and Immobilization training and any training that requires Health & Safety recertification; and
- All Firefighters must attend the minimum standard of training as set out by relevant legislation and by the O.A.F.C. and the O.F.M.

Through the internal stakeholder engagement process we learned that the Township has implemented a process whereby S.F.D. members who are not meeting training and call attendance requirements are issued a series of warning letters identifying non-compliance with Policy and Procedure #512. The warning letters are reviewed by the Fire Chief and the Township’s Human Resources Co-ordinator.

Based on what was described to us through consultation with the Fire Chief and Human Resources Coordinator, historically the warning letters have resulted in three outcomes:

- 1) A leave of absence request;
- 2) Improved attendance; or
- 3) Resignation.

In our view, this policy and procedure is consistent with current municipal best practices.

5.9 S.F.D. Demographics

Through the internal stakeholder engagement process we became aware of a small group of experienced firefighters who have a long history of service with the S.F.D. who have formally, or informally identified physical limitations with respect to their abilities at an emergency scene. This may include not having the ability to wear Self-Contained Breathing Apparatus (S.C.B.A.) or actively participate in fire suppression, or emergency operations activities.

Our review of the S.F.D.s current age demographics indicates that nearly a quarter of the department's current membership represents an older demographic. The current age demographic distribution of the S.F.D. can be characterized as:

- 43% 20 to 39 years of age;
- 35% 40 to 59 years of age; and
- 22% 60 to 79 years of age.

This distribution suggests that a large percentage of the S.F.D. volunteer firefighter workforce has reached, or exceeded the age of 65, representing a historically normal retirement age. To assess physical fitness for duty, the S.F.D. currently requires all volunteer firefighters to comply with the Ministry of Transportation (M.T.O.) driver's medical examination requirements. These include specific vision standards, hearing standards and the completion of a medical report by a physician or a nurse practitioner (RN-EC) licensed to practice in Ontario. As of July 1st 2018, new Class D medical requirements came into effect in Ontario requiring all Class 'D' drivers licence holders age 65 and older to also submit an annual Medical Report.

Responding to the needs of an aging work force while ensuring a municipalities due diligence is appropriately managed is a challenging balance in a volunteer fire service. The experience and dedication of senior volunteer firefighters are valuable resources. The utilization of the M.T.O. drivers licence requirements and mandatory medical report process for volunteer firefighters is an evolving trend within the Province. However, it should be noted that the M.T.O. annual medical report requirements beginning at the age of 65 only apply to volunteer firefighters who wish to retain their Class 'D' drivers licence. In the Township of Selwyn, senior volunteer firefighters could continue to be volunteer firefighters without maintaining their Class 'D' designation and just refrain from driving fire trucks that require this level of drivers licence.

It is incumbent upon the Township of Selwyn and the S.F.D. to ensure the health and safety of all personnel through the implementation of formal policies and procedures.

Recommendation #4: In our view, the Township and the S.F.D. should conduct a further review of all current practices within the fire department whereby there is a recognized, and or identified physical limitation or physical restriction related to a member of the S.F.D.

For example, the N.F.P.A. 1582: Standard on Comprehensive Occupational Medical Program for Fire Departments (2018 Edition) was created to outline an occupational medical program that is intended to reduce risks and provide for the health, safety, and effectiveness of fire fighters operating to protect civilian life and property. In our view, adopting a medical assessment program such as the N.F.P.A. 1582 health and safety standard would be a valuable strategy to ensuring the health and safety of the Township's volunteer firefighters. Through the implementation of a formalized process, clearly defined policies and procedures should be put in place to further ensure the due diligence of the municipality, and the health and safety of its volunteer firefighters.

In addition to considering the age of the current members of the S.F.D., our research into preparing this review has also considered factors such as the percentage of women within the department and the percentage of family members. Our research indicates that at this time the S.F.D. has only two (2) active female volunteer firefighters and one (1) female Administrative Assistant. Women currently represent approximately 4% of the total complement of members of the S.F.D. In our experience, this low percentage is not uncommon in the fire service. The fire service has traditionally been seen as a male dominated work force. Many fire departments are responding to this historical trend by developing and implementing targeted recruitment strategies with effective results. The Township and the S.F.D. should consider this type of targeted recruitment process, or alternatively heightening the focus of the current volunteer firefighter recruitment process to acknowledge a desire to recruit more women as volunteer firefighters.

Through the internal stakeholder engagement process and data collection process we learned of a number of local families who have multiple members serving on the S.F.D. In our experience working with fire departments across Canada, this is very common in small communities. In an environment such as a volunteer fire department where it is common for family participation to span decades of dedication, consideration should be given to having policies and procedures in place to minimize any potential controversy, or challenges related to the presence of family members within the work force. Our research indicates that current hiring practices include a diverse panel of fire department and township personnel (including human resources) to reduce bias in the hiring process. It is recommended that the S.F.D. continue pursuing policies and procedures such as these.

Recommendation #5: In our view, the Township and the S.F.D. should consider implementing the following:

- Specific policies and procedures relating to hiring, promotions and discipline that acknowledge the need for recusal from decisions affecting family members;
- The development and implementation of policies and procedures that ensure family members do not directly report to each other; and
- Continue the direct involvement of the Township Human Resources Coordinator, Township C.A.O. or fire department representatives from neighbouring municipalities who are not related to candidates involved in hiring, or promotional processes and include the direct involvement of the Township Human Resources Coordinator in disciplinary activities.

6.0

Existing Service Delivery Model

The Municipal Act and the Fire Protection and Prevention Act permit the council of a municipality to enact a number of by-laws to operate a municipality, including the fire department. In addition to meeting this legislative responsibility, by-laws provide the community with important information regarding the level of service that a municipality intends to provide. By-laws also provide municipal staff with the authorization to provide these services, as well as the responsibility to achieve the prescribed service level. By-laws common to a municipal fire service include the establishing and regulating by-law, appointment by-laws, and fees for service by-laws.

6.1

Establishing and Regulating By-law

An Establishing and Regulating (E&R) By-law for a fire department should provide clear and accurate policy direction reflecting how a municipal council intends fire protection services to function and operate. P.F.S.G. 01-03-12 “Sample Establishing and Regulating By-law” prepared by the O.F.M.E.M. provides a description of the primary issues to be addressed, as well as a template for developing an E&R By-law. The primary areas identified by the O.F.M.E.M. that should be included in an E&R By-law include the following:

- General functions and services to be provided;
- The goals and objectives of the department;
- General responsibilities of department members;
- Method of appointment to the department;
- Method of regulating the conduct of members;
- Procedures for termination from the department;
- Authority to proceed beyond established response areas; and
- Authority to effect necessary department operations.

The Township of Selwyn By-law No. 2010-072 establishes and regulates the Selwyn Fire Department. In our view, the current by-law references the areas identified by the O.F.M.E.M. P.F.S.G. 01-03-12.

However, there are some areas within the by-law where the Township should consider further amendments. Appendix B of the E&R by-law identifies the Fire Prevention/Public Education division as having responsibility for preparing a “simplified risk assessment”. Municipalities must now comply with Ontario Regulation 378/18: Community Risk Assessments which came into force July 1st, 2019 under the authority of the F.P.P.A., requiring all municipalities in Ontario to develop a C.R.A. prior to July 1st, 2024. This regulation also requires municipalities to “use its community risk assessment to inform decisions about the provisions of fire protection services”⁸.

⁸ Ontario Regulation 378/18: Community Risk Assessments, Mandatory Use, Section 1 (b).

An update to the by-law would be advisable following the completion of a Community Risk Assessment and resulting documentation to reflect the most current practices and organizational structure of the Selwyn Fire Department.

Recommendation #6: It is recommended that the S.F.D. should consider updating the Establishing and Regulating By-law No. 2010-072 following the completion of a Community Risk Assessment to reflect the most current practices and organizational structure of the Selwyn Fire Department.

6.2 Mutual Aid, Automatic Aid & Fire Protection Agreements

Within the fire service there are multiple approaches to obtaining, sharing or providing fire protection services, including mutual aid, automatic aid, and fire protection agreements. The agreements to which the S.F.D. is a party are outlined in the following sections. While entering into a fire protection agreement or automatic aid agreement may be a source of revenue for the municipality providing the service, or a cost reduction strategy for a municipality purchasing services, it is incumbent upon each of the parties to such an agreement to fully understand what is being agreed upon. As an example, “fire protection services” is a defined term under the F.P.P.A. to include:

- fire suppression, fire prevention and fire safety education;
- mitigation and prevention of the risk created by the presence of unsafe levels of carbon monoxide and safety education related to the presence of those levels;
- rescue and emergency services;
- communication in respect of anything described in (a) to (c);
- training of any persons involved in providing anything described in (a) to (d); and
- the delivery of any service described in (a) to (e)⁹.

By including “fire protection services” without specifically defining the level of services to be provided could be misconstrued by the other party to include more services than intended.

It is also incumbent upon the municipality providing fire protection services to ensure it is properly equipped and trained to provide the services agreed to within an agreement. As referenced in **Section 2.1.1.2**, the Occupational Health and Safety Act requires an employer to take reasonable precautions to protect the safety of its workers. This requirement includes for competent and sufficient supervisory staff, which is discussed further in **Section 6.0** of this Review.

6.2.1 Fire Protection Agreement - Township of Selwyn and Curve Lake First Nation

The Township of Selwyn and Curve Lake First Nation are parties to a fire protection agreement, dated 2018. The agreement allows the Township to provide the same quantity and quality of services as outlined in the Township’s Establishing and Regulating By-law to Curve Lake First Nation. These services do not include fire inspections unless they are asked to do so on a request or complaint basis, subject to the Township’s availability. The agreement requires Curve Lake First Nation to keep a proper record of

⁹ Fire Protection and Prevention Act, 1997, S.O. 1997, c. 4, 1(1).

the storage of any hazardous or dangerous goods on reserve lands. Fees include an annual charge and the agreement can be terminated at any time by either party with a minimum of 90 days' notice. In 2019, the Township of Selwyn collected \$107,470.31 from Curved Lake First Nation under this fire protection agreement. Yearly remuneration is calculated by dividing the Township's prior year's cost by the Township's current year's households, multiplied by the current year's households within Curve Lake First Nation multiplied by 1.1.

6.2.2

Fire Protection Agreement - Township of Selwyn and the City of Kawartha Lakes

The Township of Selwyn and the City of Kawartha Lakes are parties to a fire protection agreement, dated 2006. This agreement authorizes the Selwyn Fire Department to answer calls for fire protection services to a portion of the City of Kawartha Lakes, as illustrated in **Figure 2** below. The apparatus and number of personnel that will respond to incidents in the fire protection area are outlined in the agreement. Fees for this agreement include a yearly total paid quarterly. In the event that a major fire were to occur in another part of the City that is not within the fire protection area outlined in this agreement, or if a major fire were to occur in the Township, both parties agree to assist each other reciprocally upon request in the form of mutual aid. The agreement may be terminated at any time upon either party providing 180 days' notice in writing. The fees collected under this agreement include stand by pay of \$4,000 per quarter (i.e. \$16,000 per year) and additional call out rates of \$450.00 per apparatus for the first hour and \$250.00 per hour per apparatus for every hour thereafter. Based on our experience, these rates are not in keeping with the current Ministry of Transportation rates and could be increased.

It should be noted that this agreement refers to the Township of Selwyn as the Township of Smith-Ennismore-Lakefield.

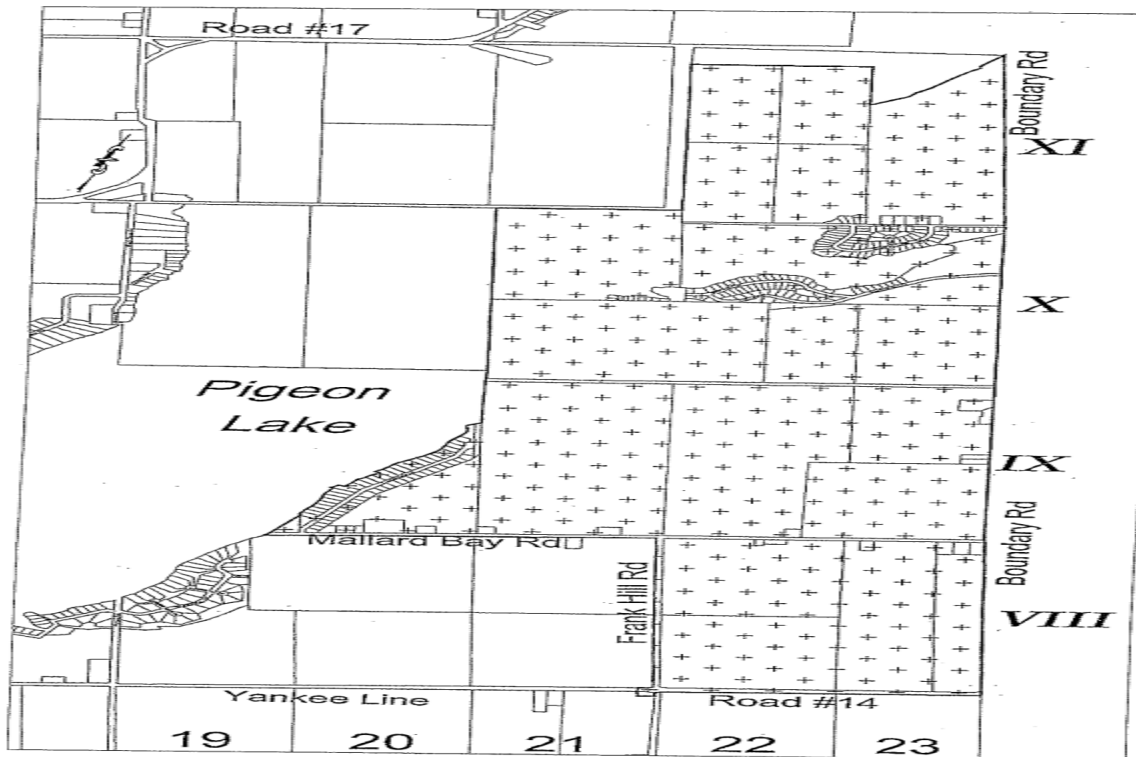
Figure 2: Township of Selwyn - City of Kawartha Lakes Fire Protection Services Agreement Area

Figure Source: Fire Protection Services Agreement, Township of Smith-Ennismore-Lakefield - City of Kawartha Lakes, 2006, Appendix I

6.2.3 Automatic Aid Agreement - Township of Selwyn and Township of Douro-Dummer

The Township of Selwyn and the Township of Douro-Dummer are parties to an automatic aid agreement, dated November 22, 2016. This agreement authorizes the Township of Douro-Dummer Fire Department to answer calls for fire protection services within the Township of Selwyn including fire suppression, search and rescue and medical assistance responses to the area designated in the agreement. In the event of a major fire in parts of both Townships' fire protection areas, both fire departments will respond with all fire apparatus. This agreement may be terminated at any time by either party upon written notice to the other party six (6) months in advance of the termination date. The type of apparatus provided for in this agreement is for all fire apparatus and fire boats for fire calls, and fire boats for search and rescue and medical/first aid calls.

6.2.4

Automatic Aid Agreement - Township of Selwyn and Township of Douro-Dummer

The Township of Selwyn and the Township of Douro-Dummer are parties to an automatic aid agreement, dated 2016. This agreement allows the Township of Selwyn Fire Department to provide automatic aid to a portion of the geographical area of Douro-Dummer as shown in **Figure 3** below. The agreement may be terminated upon either party providing 90 days' notice in writing. Automatic aid is provided on a cost recovery basis as outlined in Schedule B of the agreement.

Figure 3: Township of Selwyn - Township of Douro-Dummer Automatic Aid Agreement Area

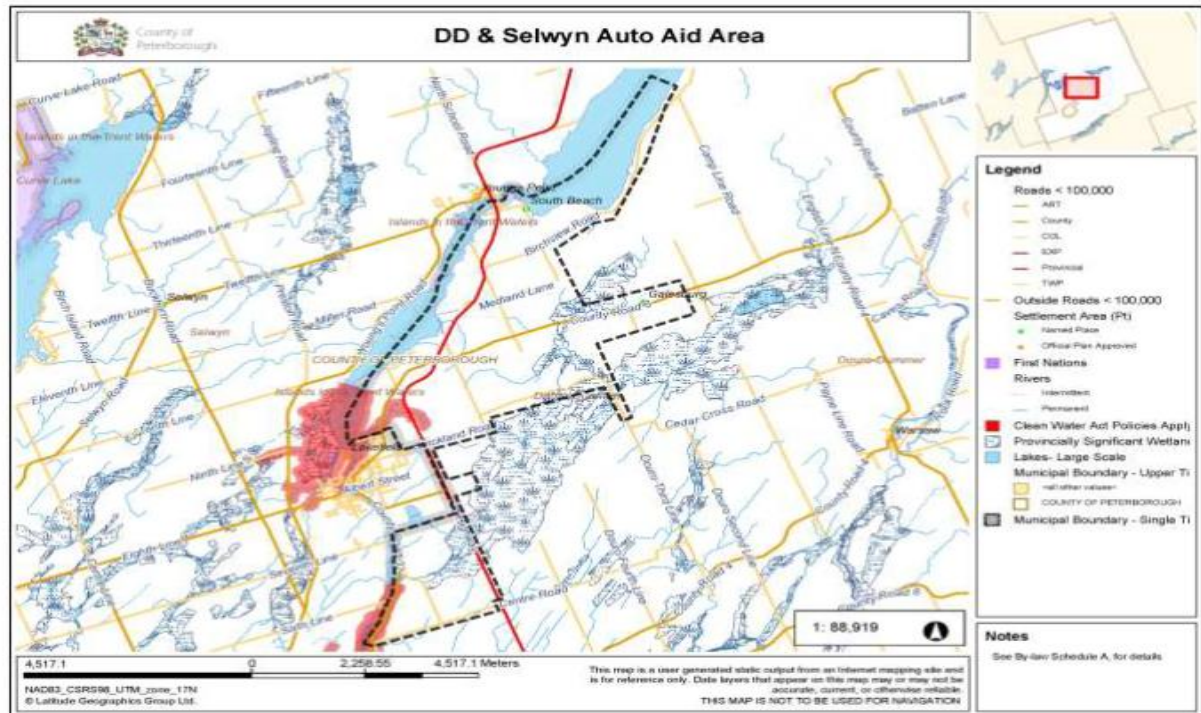


Figure Source: Automatic Aid Agreement, Township of Selwyn - Township of Douro-Dummer, 2016, Schedule A

6.2.5

Fire Protection Agreement - Township of Selwyn and the City of Peterborough.

Passed April 2005, By-law No. 2005-39 authorizes the City of Peterborough to provide fire protection services for a portion of the Township of Selwyn to improve the level of public safety for the residents in the area shown in **Figure 4** below. This agreement may be renewed, extended or amended upon either party providing 90 days written notice. In 2019 the Township paid \$24,120 to the City of Peterborough for fire protection services under this agreement.

It should be noted that this agreement refers to the Township of Selwyn as the Township of Smith-Ennismore-Lakefield, which is the Township's original name prior to its name change in 2012.

Figure 4: Township of Selwyn - City of Peterborough Fire Protection Services Agreement Area

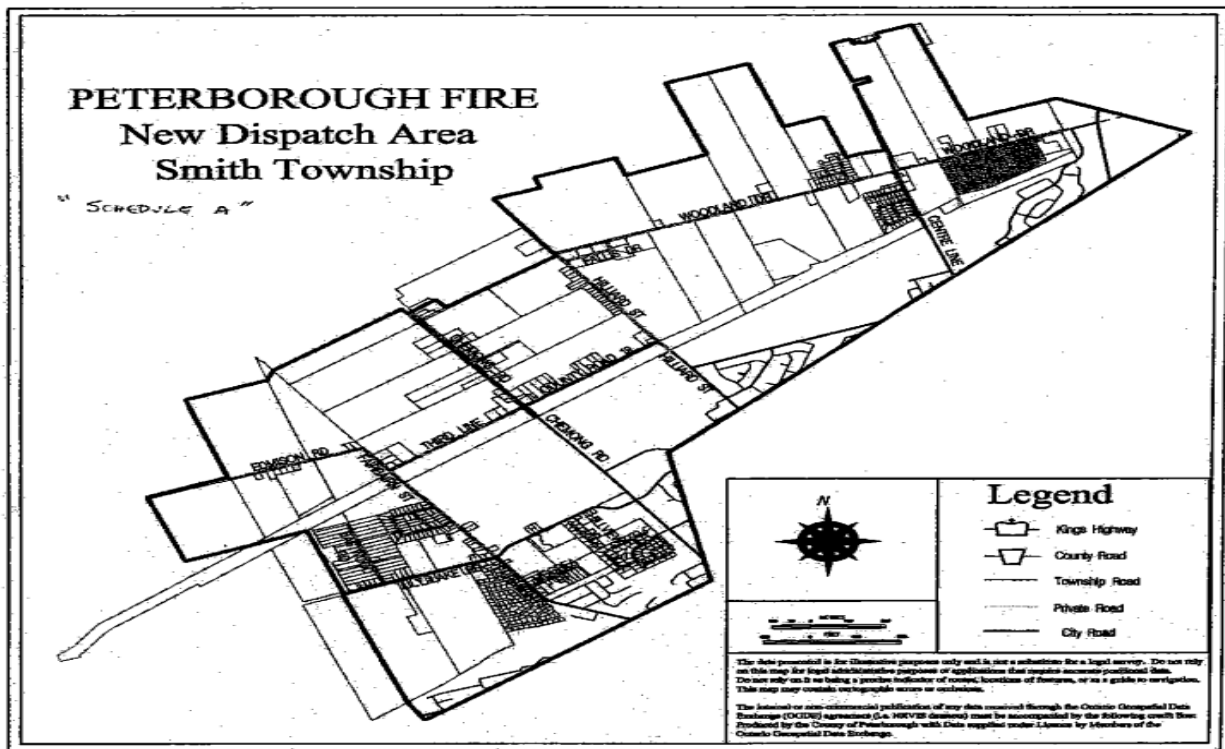


Figure Source: By-law No. 2005-39, Fire Protection Services Agreement, Township of Smith-Ennismore-Lakefield - City of Peterborough, 2005, Schedule A

6.2.6 Automatic Aid Agreement - Township of Selwyn and Township of Cavan Monaghan

This agreement, signed April 2013, authorizes the Township of Cavan Monaghan to provide automatic aid to a portion of the geographical Township of Selwyn. The agreement may be terminated upon either party providing 90 days' notice in writing. Automatic aid is provided for on a cost recovery basis as outlined in Schedule B of this agreement. Lands covered by this agreement are shown in **Figure 5** below and include:

- Parkhill Road east from Highway 7 to a point on Parkhill Road including Elliot Drive;
- The portion of Highway 7 from Parkhill Road north to Stockdale Road; and
- Lily Lake Road east from Highway 7 to Stockdale Road.

The fire department will be tiered to the following types of medical calls:

- vital signs absent;
- unconscious;
- real or suspected heart attack, chest pains;
- airway compromise - airway obstruction, absence of breathing, shortness of breath;
- motor vehicle collision;
- seizure, no history;
- severe trauma - injury, uncontrolled bleed, burns; and
- trapped person - rescue, extrication, ice and water, remote access.

6.2.7.1

Medical Calls

Through review of the documentation provided through the data collection process and the internal stakeholder engagement process for this Review, we learned that medical calls have increased substantially over the past few years. This information has been confirmed by O.F.M.E.M. Standard Incident Reporting (S.I.R.) data for the period January 1st, 2014 to December 31st, 2019. As displayed in **Table 6**, historical medical calls for the period January 1st, 2014 to December 31st, 2019 have increased each year since 2016, the year in which the Township's current tiered response agreement was signed, replacing the 2012 agreement.

Table 6: Medical Call Analysis 2014-2019

Year	# of Calls	# of Medical Calls	% of Total Call Volume	% Increase in Total Call Volume
2014	796	468	59%	N/A
2015	831	470	57%	-2%
2016	926	524	57%	0%
2017	1047	645	62%	5%
2018	1101	702	64%	2%
2019*	1215	818	67%	3%
Total	5916	3627	61%	N/A

Source: O.F.M.E.M. Standard Incident Reporting

*Standard Incident Reporting data was provided by the O.F.M.E.M. The O.F.M.E.M. has made note that 2019 is considered "unverified". Typically SIR data is verified in late fall, however, due to COVID-19, verified 2019 call data across the Province will not be available until 2021.

In consultation with the S.F.D.'s senior management, this increase was attributed to a change in the tiered response protocols. We note the following changes in protocol between the 2012 and 2016 Tiered Response Agreements in **Table 7** below.

Table 7: 2012 and 2016 Tiered Response Agreements Comparison

Category	Response Protocol	
	2012 Agreement	2016 Agreement
Response Protocols	N/A	Vital Signs Absent
	Unconscious, Cardiac Arrest	Unconscious
	Real Or Suspected Heart Attack	Real Or Suspected Heart Attack, Chest Pains
	Absence Of Breathing, Airway Obstruction	Airway Compromise, Airway Obstruction, Absence Of Breathing, Shortness Of Breath
	Motor Vehicle Collision	Motor Vehicle Collision
	Seizure, No History	Seizure, No History
	N/A	Severe Trauma, Injury, Uncontrolled Bleed, Burns
	N/A	Trapped Person, Rescue, Extrication, Ice And Water, Remote Access
	Other Life Threatening Condition As Deemed by the Ambulance Communications Officer's Best Judgement	N/A
All Other CODE-4 Calls	All Code 4 emergency calls dependent on fire departments response level: <ul style="list-style-type: none"> • Response Time = delay (traffic/weather/etc.) + ETA • Response 10 = if ambulance response time is greater than 10 minutes • Response 15 = if ambulance response time is greater than 15 minutes • Response 25 = if ambulance response time is greater than 25 minutes 	Other Code 4 Emergency calls: Time Criteria -- Response 10 If EMS response time is to be greater than 10 minutes
		Any other "Life Threatening Condition" as deemed by the C.A.C.C. Officers best judgment
		Upon request by a Paramedic or Peterborough County/City Paramedic Services. Superintendent

Source: S.F.D. 2012 and 2016 Tiered Response Agreements

While it is understood the current agreement provides for consistent service levels across Peterborough County, the protocol changes between the 2012 agreement and the 2016 agreement have had significant impact on the Selwyn Fire Department's call volume. The increase in emergency calls adds to the workload of the volunteer firefighters, who may be required to leave employment or family commitments to attend medical calls.

Recommendation #7: In our view, there is sufficient evidence to support a further review of the current Tiered Response Agreement to ensure that the utilization of S.F.D. volunteer firefighters is having a positive impact on patient contact prior to the arrival the Peterborough City/County Paramedic Service.

6.3 Existing Cost Recovery Process

By-law 2016-026 enables the Township to recover costs for the provision of various departmental services. Recoverable rates and fees used by the fire department are identified within Schedule A of the by-law. Our review indicates that the current rates and fees by-law does not identify fees for the review of Fire Safety Plans or for a first fire safety inspection. The review of Fire Safety Plans and fire safety inspections can be time consuming. In our experience, we have found most municipalities charge for this work. Further, it does not appear the Township recoups its costs for firefighting foam, something most fire insurance companies will compensate property owners for under a claim. The Township may also wish to consider including provisions to recoup costs associated with heavy equipment that may be called into assist during structure fires, and the costs associated with boarding up buildings and Fire Watch, as may be required. In our experience, these are common recoverable costs by fire departments within the Province of Ontario. Industry practice is to charge the full cost for the service provided. Additionally, the Township may wish to consider re-evaluating the terms of each of the fire protection and automatic aid agreements on a more frequent and regular basis to ensure fees collected are in keeping with current industry practices.

Recommendation #8: In our view, the Township should consider a further review of the applicable cost recovery opportunities presented within the Fire Service Review.

6.4 Existing Administrative Services

Recent legislative changes require more due diligence, records management, and reporting on behalf of the S.F.D. to maintain compliance. Examples of these areas include: firefighter training programs and record keeping; fire inspections and issuance of Fire Code charges and prosecution; and public reporting in general; all of which are creating greater administrative workload for fire departments throughout the Province.

Through the stakeholder engagement process we learned the S.F.D. currently utilizes E.S.O. Firehouse software and data management system. The Administrative Assistant uses data from incident narrative submitted by firefighting personnel along with daily incidents reports generated by Peterborough Control to complete Standard Incident Reports (S.I.R.), as required by the Office of the Fire Marshal and

Emergency Management. Frequently, required information is missing from the data collected. Without sufficient and complete data, the S.I.R. is returned by the O.F.M.E.M. to the S.F.D. for follow up. There would be value and efficiency gained by creating a process, including forms with mandatory fields, for the Officer in Charge of each call is required to submit a completed Incident Report Form for each emergency response. In our experience, additional training may be necessary to assist Officers in understanding what is required of them with respect to paperwork. Consideration of the liability associated with incomplete records is something that in our experience requires the buy-in and support of Chief Officers.

We also learned through conversations with Township and S.F.D. staff that processes for payroll and invoicing for Motor Vehicle Collisions (M.V.C.) involve multiple staff to complete. In the case of M.V.C. invoicing, staff from the S.F.D. as well as the Human Resources Coordinator and the Revenue Co-ordinator are involved in the multi-step process of generating an invoice for the at fault party's insurance company. The process set out by the Ministry of Transportation is time sensitive, and based on our experience, this process could be streamlined to reduce the amount of staff effort spent on the process.

Through discussions with Township and S.F.D. staff we also learned that the existing burn permitting process is cumbersome. In our view, there is sufficient evidence to support further utilization of technology solutions to enhance the efficiency and effectiveness of the current administrative practices of the S.F.D. The following sections present an overview of the current technology solutions available to the department and options that should be considered.

6.4.1 Firehouse Software

Although the S.F.D. currently utilizes Firehouse for data management, through consultation with S.F.D. personnel, we learned the software is not being fully utilized. Much of the documentation prepared by the S.F.D. is first prepared on paper and either faxed, scanned and emailed or hand delivered. We also learned the module for fire safety inspections is not being utilized. Through consultation with the Training Co-ordinator specifically, we learned electronic training records are limited. Based on our experience, this is not uncommon for many volunteer fire departments. That said, there are efficiencies to be gained by streamlining administrative processes and documenting inspections and training records electronically. Because the Township already owns licences to Firehouse, the costs to fully implement and utilize the system would be minimal, other than the staff training that is required. In our experience, one of the more valuable training options for software is for administrative, fire prevention and training staff to shadow another fire department using the same software for a day or two of time.

6.4.2 FluentIMS (BurnPermits.com & Who's Responding)

FluentIMS is a Canadian based information management solutions company that operates out of Brockville, Ontario. The company provides secure and dynamic web-based information management systems to automate tracking, training, support and reporting needs.¹⁰ FluentIMS provides a range of specialized services including fire department record management software programs for managing fire department data and records. Two (2) of the programs that FluentIMS provides are BurnPermits.com and Who's Responding. As the programs are provided by FluentIMS, their web-based interface is very similar.

6.4.2.1 BurnPermits.com

BurnPermits.com is a web-based burn permit management system that keeps records of the location, type, and duration of burn permits, and allows customizable alerts to all permit holders.¹¹ Permit applications can be applied for online or by an automated phone system. Open burn permit applications are submitted for approval to fire department or municipal staff. Users can pay for their permit through the online website via PayPal which accepts debit, credit, and direct payments from a bank account. All permits registered online can be generated as a PDF document that can be printed, signed by the issuer, and given to residents.

Open burn permit holder information can be accessed through a web-based log in, or on the mobile app. The interface includes a real time map of your township that shows markers indicating the addresses of residents who have called to indicate they are burning. It also has permit activity including receiving payments and issuing permits is logged in a tabular format on your account. The alert system that will contact all permit holders via text message, email, or phone call with any type of messages including changes in fire risk level, and burn bans being put into effect or lifted. The permit holders notified can vary depending on permit type, permit status, and geographical location.

6.4.2.2 Who's Responding

The S.F.D. currently subscribes to Who's Responding, a dispatch system to communicate alerts to cell phones via audio or text messages from the dispatcher directly to first responders.¹² It includes many other features such as availability schedules, responder tracking, internal messaging, live radio and push-to-talk features to use cell phones as a two-way radio. A web-based dashboard and management tool allows for real-time incident mapping and monitoring of who is responding and from where. Historical dispatch messages and statistics are recorded in a tabular format from which reports can be generated.

¹⁰ FluentIMS. (2020). Business Management and Compliance Solutions. Retrieved from Features and F.A.Q.: <http://www.fluentims.com/>

¹¹ BurnPermits.com. (2020). Get Your Own Fully Automated Burn Permit System Today. Retrieved from Features and F.A.Q.: <https://www.burnpermits.com/>

¹² Who's Responding. (2020). Know Who's Responding - Dispatch to Cell. Retrieved from Index and Features: <https://www.whosresponding.com/index.cfm>

Should the S.F.D. choose to purchase the BurnPermits.com system, information relating to the approved burn permits could be integrated into the program, notifying all firefighting personnel of approved burn permits, and potentially reduce unnecessary emergency responses.

When an incident occurs, first responders can indicate if and where they are responding through the mobile app, or by calling a toll-free number. The location of first responders using the mobile application will be uploaded to the dashboard, providing an overview of the response. This will generate a real-time list of responders to inform decisions about requiring additional emergency assistance.

6.4.3 Fire Learning Management Systems (F.L.M.S.)

The Township is currently using a Learning Management System known as MILO for mandated health and safety training. With the onset of Covid- 19, the S.F.D. began using the platform to engage with its volunteer firefighters. Through the stakeholder engagement portion of this project, we heard very positive feedback regarding the recently introduced on-line training.

There are a number of fire F.L.M.S. being accessed by the fire service today. We are most familiar with Stillwater Consulting Limited, a Canadian-based consulting firm that operates out of Tottenham, Ontario. The firm provides e-training and records management services through their platform¹³. The platform was designed and developed by fire service instructors in Ontario and is modelled after N.F.P.A. 1041 - Standard for Fire and Emergency Services Instructor Professional Qualifications.

An F.L.M.S. increases training efficiency by offering a single platform that combines practical skills requirement and knowledge in an e-learning system that is designed around client needs. The F.L.M.S. offers features including training records management, qualifications and credentials management, training attendance and scheduling. They provide e-training courses including, but not limited to:

- N.F.P.A. 1001 - Standard for Fire Fighter Professional Qualifications
- N.F.P.A. 1002 - Standard for Fire Apparatus Driver/Operator Professional Qualifications
- N.F.P.A. 1072/472 - Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents

Training content can be updated at any time and can be made available to every member of the fire department. Additional services that are offered include transition leadership for an organization-wide migration to an e-training model, curriculum development, data entry, and video/media production. Some F.L.M.S. offer a library of premade lesson plans, videos and other training materials developed by themselves or by fire services that subscribe to their services. These resources reduce the amount of time training personnel spend on preparing lesson plans.

Recommendation #9: In our view, the S.F.D. should investigate the further utilization of technology solutions as a first step to modernization of the administrative tasks within the department.

¹³ StillwaterLMS. (2019). Fire Department Training and Risk Management Solutions. Retrieved From: <https://stillwaterlms.com/>

6.5

Existing Fire Prevention and Public Education Services

According to the S.F.D. 2019 Annual Report, there were a total of 92 fire safety inspections in residential, commercial, assembly and business and personal services occupancies in 2019. The Township does not currently have an approved fire safety inspection cycle, performing inspections on a request and complaint basis. Based on our experience, and in keeping with Ontario Regulation 378/18: Community Risk Assessments, decisions relating to service levels should be informed based on the needs and circumstances identified by a Community Risk Assessment. Completing a Community Risk Assessment will enable S.F.D. staff to prioritize those occupancy types most at risk of a fire based on past event history and building stock profiles. It is an industry best practice to include the fire safety inspection cycle in the municipality's Establishing and Regulating By-law. The S.F.D. verbally confirmed it is meeting the legislated requirements to perform annual fire safety inspections and witness fire drill scenarios at its two vulnerable occupancies.

The S.F.D. participates in the Peterborough Risk Watch Network which promotes childhood injury prevention through school based programs, campaigns and events. This Network delivers the Swim to Survive Program to local schools throughout the County. The Swim to Survive program teaches Grade 3 students the skills and awareness that will help them avoid or survive an unexpected fall into deep water. In 2019, over 1000 children participated in this program throughout Peterborough County.

The S.F.D. fire prevention and public education services participates in various events throughout the year to educate the public about fire safety and interact with the community. These events include the annual Pancake Breakfast, Shamrock festival, Lakefield Sidewalk sale, Isabel Memorial Park day, Weekly farmer's market, Curve Lake Pow Wow, The Beer Store Fire Safety Day as well as fire hall tours. The Community Safety Net Program provides for the preparation of educational material through donations by local businesses. This material covers a wide range of safety topics such as Senior Safety, Babysitter Safety, Fire Safety, Rural Safety, Farm Safety, Water Safety, and Boater Safety. These items are handed out to local business and schools during the annual Fire Prevention Week, and during the Swim to Survive program.

Each year the S.F.D. participates in fire safety messages during the holiday season. The 12 Days of Holiday Safety is featured on local radio stations in partnership with other fire departments in the County.

The S.F.D. utilizes social media and electronic billboards to distribute public safety messaging as well as traditional media time slots. Fire Prevention Week provides an opportunity to educate children in junior kindergarten through to Grade 4 about home and school fire safety. Children are taught lessons through discussions, videos, interactive role play and songs on how to protect their entire family in the event of a fire or medical emergency. Fire safety materials are handed out to the children to use and take home as reminders for parents to check smoke alarms and plan a home fire escape plan. In 2019, over 700 children in Selwyn Township participated in the annual program.

Through discussions with the Fire Prevention Officer we learned the S.F.D. discontinued its door to door smoke alarm campaign in 2018. The door to door campaign has been replaced with an interactive

challenge whereby home owners submit a photo of themselves installing smoke alarms and/or changing batteries. In 2019, the first year of the initiative, while 70 households responded to the challenge in total, fire safety information was distributed to households well beyond those who responded to the challenge as part of this initiative. Flyers were posted, the program was promoted through social media and newsletters and local businesses donated prizes for a draw for all who participated.

In addition to this initiative, it is common practice for personnel while on scene to locate and test all alarms to ensure that they are in compliance. Any home found not in compliance will either be given the option to purchase an alarm or a loaner alarm will be left to ensure home safety. The Fire Prevention Officer will do a follow-up within three days to ensure that the home is equipped with proper alarms and that any loaner alarms are exchanged for permanent replacements.

6.6 Existing Training Program

The current volunteer firefighter training program is coordinated by the part-time Training Coordinator and facilitated through four sessions offered on a monthly basis at each station. Policy and Procedure #512 describes the goals and objectives of the training program and how it is facilitated by designating training groups. As a result of the current COVID- 19 pandemic, the current training program has been transitioned to an online platform (MILO.). In addition to this platform, the S.F.D. also facilitates interactive virtual meetings, another online alternative to in-class training.

Our research and consultation confirmed that the current volunteer firefighter training program has exceeded the work load capacity of the part-time Training Coordinator. The short-term utilization of on-line learning has provided some efficiencies, however the ongoing evolution of firefighter training and qualifications to the N.F.P.A. Pro-Qual Standards, and the impacts of ongoing volunteer firefighter recruit training exceed the 12 hours per week currently available to the part-time Training Coordinator. There is a warranted need to provide additional resources to sustain the current volunteer training program, provide ongoing monitoring of the skills and competencies of the volunteer firefighters and ensure the Township is complying with its legislative O.H.S.A. training record requirements. The following sections provide some options for consideration towards sustaining the current volunteer firefighter training program.

6.6.1 Station Volunteer Assistant Training Officers (Option)

Another option that the department may wish to consider is the identification of volunteer firefighters at each station who may have an interest in training, or background in adult education who may be interested in taking a more active role in facilitating training sessions. Training sessions could be coordinated by the part-time Training Coordinator but delivered by the facilitators at their respective fire station.

This is an organizational model utilized by many fire departments across Ontario with great success. It would require participants to attain the required qualifications in order to deliver training programs. Consideration should also be given to additional compensation that reflects the commitment of this additional role.

6.6.2 Transition to Full-time Training Coordinator (Option)

The delivery of a comprehensive firefighter training program is a requirement of the O.H.S.A. In a fire department like the S.F.D., with a total complement of approximately 90 volunteer firefighters, operating from five fire stations, the complexity of sustaining the required skills and competencies of firefighters and officers (supervisors) is a significant challenge.

This review provides options for the Township's consideration such as developing a Training Committee and implementing Assistant Volunteer Training Officers. These options are presented based on their success in other fire departments. It should be recognized, however, that these options may not be accepted and/or implemented in the S.F.D. with the success that other fire departments have achieved.

The option of transitioning to a full-time Training Coordinator may be achieved through a process of incrementally adding additional part-time hours for the current Training Coordinator, or alternatively transitioning to a full-time position. In our view, there is a sufficient amount of existing work load to warrant the hiring of a full-time Training Coordinator.

6.6.3 Existing Training Resource Qualifications

The S.F.D. has a number of personnel who are eligible to receive training or qualifications based on five years' experience, as is specified within the current job description for the Training Coordinator position. **Table 8** summarizes the current training and qualifications of the staff resources by fire station who have been grandfathered to N.F.P.A. 1041 Level I and/or Level II and as such are qualified to support the Training Coordinator.

Table 8: Current S.F.D. Training Division N.F.P.A. 1041 Level I and Level II Qualifications

Fire Hall	N.F.P.A. 1041 Level I	N.F.P.A. 1041 Level II
1	4	2
2	5	-
3	1	-
4	1	-
5	2	-
Total	13	2

Source: S.F.D. Grandfathering Document

As shown, there are 13 members who have been grandfathered to N.F.P.A. 1041 Level I and two (2) who have been grandfathered to N.F.P.A. 1041 Level II. There are also 49 members who have five (5) years of experience or more and are eligible for instructor training and qualification.

The department should continue to implement training standards that require all staff who deliver training to be qualified to at least N.F.P.A. 1041 Instructor Level I, and all dedicated training staff qualified to be qualified to N.F.P.A. 1041 Instructor Level II standards.

6.6.4 Existing Volunteer Firefighter Recruit Training Process

According to S.F.D.'s Recruitment Information Package for Volunteer Fire Fighters (2013), new volunteer firefighter recruits are expected to successfully fulfill the following training requirements:

- Eastern Ontario Emergency Training Academy (E.O.E.T.A.) Recruit Course-New recruits must attend 100% of this recruit training course and successfully pass the testing requirements. If a new recruit does not successfully complete this course, at the discretion of the Fire Chief, the new recruit may be invited to attend the course again. The costs associated with taking the course a second time will be the responsibility of the new recruit and will not be reimbursable by the S.F.D.
- E.O.E.T.A. recruits that graduate are required to write the Provincial Firefighter Exam for Component One of the Ontario Firefighter Curriculum at a later date, determined by the Ontario Fire College. (It is noted the Ontario Firefighter Curriculum has been replaced with N.F.P.A. standards).
- Attend regular training courses coordinated by the S.F.D. Training Officer. These courses are generally held once every two weeks for two to three hours and weekends when necessary; and
- At the completion of all medical training consisting of defibrillation, C.P.R., First Aid and Oxygen Therapy, recruits will be issued pagers, at which time they may attend emergency incident calls.

6.6.5 Existing Officer Training Program

It should be recognized that the fire service is a paramilitary organization that relies on a rank structure to manage the roles and responsibilities of the organization and the operational services it delivers. This structure needs to include an appropriate span of control in order to be efficient and effective. A sufficient number of Officers are required to ensure the function of incident command can be implemented at all emergency scenes, and depending on the incident action plan, have sufficient additional officers to facilitate other roles required for successful incident command.

Municipalities are required to ensure that a sufficient number of supervisors (officers) are trained to oversee the workforce. Within the Occupational Health and Safety Act, Part III, Duties of Employers and Other persons, Section 12, subsection (2) states that: *"Without limiting the strict duty imposed by subsection (1), an employer shall, "(c) when appointing a supervisor, appoint a competent person."* As an employer, the Township is legislated by this section of the O.H.S.A. to ensure that all supervisors, which includes the role of incident commander, be competent.

The O.H.S.A. defines a "competent person" to mean a person who:

- is qualified because of knowledge, training and experience to organize the work and its performance;
- is familiar with this Act and the regulations that apply to the work; and
- has knowledge of any potential or actual danger to health or safety in the workplace.

Industry best practices reflect that a company officer training program should be ongoing as an element of a broader Officer Development Program. This strategy further supports succession planning and

career development for future senior officers. The N.F.P.A. 1021 - Standard for Fire Officer Professional Qualifications is a recognized best practice for this type of training.

Within the context of the Selwyn Fire Department, a supervisor would be defined as any designated Officer such as the Fire Chief, Deputy Fire Chief, Assistant Fire Chief, and any designated Company Officer such as the four (4) Senior Captains, ten (10) Captains or any acting officers.

Table 9 summarizes the current number of officers (supervisors) assigned to each of the department's fire stations and their current qualifications in comparison to the applicable N.F.P.A. Pro-Qual standards adopted by the province based on grandfathering documentation, consultation with Township Human Resources and S.F.D. records.

Table 9: Current S.F.D. Training Division N.F.P.A. 1021 Level I and Level II Qualifications

Fire Hall	N.F.P.A. 1021 Level I	N.F.P.A. 1021 Level II	Total Fire Officers at Respective Stations
1	4	3	7
2	4	1	5
3	1	1	2
4	1	0	1
5	3	0	3
Total	13	5	18

This analysis highlights that a total of 18 S.F.D. personnel have attained the N.F.P.A. 1021 Level I and/or Level II qualifications. The ongoing provision of officer training to attain these qualifications and to ensure that there are an appropriate number of qualified officers at each station should continue to be considered a priority for the Township of Selwyn. Current industry best practices indicate that a fire department such as the S.F.D. should maintain a ratio of approximately one (1) qualified officer for every six (6) volunteer firefighters in order to ensure the presence of a supervisor at all times. Our analysis indicates that there are currently 45 volunteer firefighters who have the required experience to be considered for an officer training program.

6.7

Historical Emergency Response Call Volume

Table 10 presents an analysis of the historical emergency response call volume for S.F.D. for the period from January 1st, 2015 to December 31st, 2019 by type of incident. This analysis is based on the historical emergency response data summarized in the S.F.D.'s most recent Annual Report (2019) (page 9).¹⁴ The analysis of historical emergency response call volume by the type of emergency incident provides valuable insight into the current fire suppression workload of the S.F.D. The highest percentage of calls over this five (5) year period was associated with responding to medical calls ranging from 60% of total call volume in 2015 and steadily increasing to 67% in 2019. To provide context, from January 1st, 2014 to December 31st, 2018, for the Province of Ontario as a whole, medical calls accounted for only 42% of total call volume. At the time of completing this review the data for 2019 was not yet available.

The actual response to fire calls accounted for an average of 84 calls per year (or 7% of the total call volume on average). The absolute number of fire calls varies with the highest number in 2018 (98) and the lowest in 2019 (74).

False fire alarms account 6% of the average call volume increasing from 51 calls (2015) to 72 calls (2019). If false fire alarm and CO false alarm calls are combined, then on average 9% of the historic call volume is due to false alarms (or 98 calls annually on average).

Table 10: S.F.D. Historic Call Volume

	2015	%	2016	%	2017	%	2018	%	2019	%	Average (2015 to 2019)	%
Fires	77	8%	88	%	83	7%	98	8%	74	6%	84	7%
MVAs	86	9%	102	10%	77	7%	73	6%	115	9%	91	8%
Medical	552	60%	642	62%	743	63%	808	65%	878	67%	725	64%
False Alarm	51	6%	56	5%	67	6%	68	5%	72	6%	63	6%
CO Alarm	35	4%	39	4%	32	3%	33	3%	34	3%	35	3%
Other	113	12%	110	11%	174	15%	165	13%	132	10%	139	12%
Total	914		1,037		1,176		1,245		1,305		1,135	

Source: S.F.D.

¹⁴ Note: The 2017 total call volume (or incident count) presented in the 2019 Annual Report is 1,174.

7.0

Municipal Peer Comparison

To further inform the analysis presented within this review the Township identified five (5) peer municipalities for comparison purposes. This analysis considered the geography including the number of dwelling units and population density, demographics including seniors and children representing at risk groups, fire department annual operating costs and fire department staffing levels.

In our experience, the findings of a peer comparison can be viewed as one tool to informing an overall perspective of how one municipality may provide services in comparison to another. However, in the absence of a comprehensive analytical process to ascertain the consistency and source of the data the value of a municipal peer comparison should be weighted to providing a perspective and not a quantitative finding.

The five (5) municipalities identified by the Township included:

- Pelham Township;
- Wilmot Township;
- Town of Greater Napanee;
- Township of Springwater; and
- Clearview Township.

7.1

Geographical/Population Features

Table 11 illustrates the population, land area, number of dwelling units and population density for each of the comparator municipalities as well as a group average of the same criteria.

Table 11: Geographic Characteristics of Municipal Comparator Group

Municipality	Population (2016 Census)	Land Area (square kilometer, 2016 Census)	Dwelling Units (2016 Census)	Population Density per square kilometer (2016 Census)
Group Average	17,205	376.74	7,182	59.07
Township of Selwyn	17,060	315.69	8,404	54.04
Pelham Township	15,641	126.43	6,596	123.71
Wilmot Township	21,429	263.78	7,612	81.24
Town of Greater Napanee	15,892	461.17	7,206	34.46
Township of Springwater	19,059	536.28	7,234	35.54
Clearview Township	14,151	557.10	6,040	25.40

Source: Statistics Canada, 2016 Census

The Township of Selwyn's population is slightly lower than the average of the peer municipal group. Selwyn has a population of 17,060, which is the third largest in the comparator group. Selwyn's geographic land area is 315.69 square kilometres, which is the third from the smallest land area within the comparator group. The peer municipalities have an average geographic area of 376.74 square kilometres, which is 61.05 square kilometers larger than the Township of Selwyn.

This same group has a range in dwelling units between 6,040 and 8,404 dwelling units with a group average of units 7,182 dwelling units. The Township of Selwyn has the highest number of dwelling units with 8,404 dwelling units, which is 1,222 dwelling units more than the group average. The Township of Selwyn has a population density per square kilometer of 54.04, which is slightly lower than the group average. When compared with its neighbours, the Township of Selwyn has a slightly lower population and population density, while having the highest number of dwelling units in a geographical area that is less than the comparator group average.

7.2 Demographic Comparison

Characteristics such as the demographics of a community are important when determining local fire risks and the level of service provided by emergency services. Assessing a municipality's demographic profile is required within the legislated Community Risk Assessment process in Ontario. **Table 12** provides a summary of two (2) of the key demographic ranges related to an increased fire risk: residents 65 years of age and older, and residents aged 14 years and younger.

Table 12: Demographics Comparison

Municipality	Percentage (%) of Residents 65 Years of Age and Above	Percentage (%) of Residents 14 Years of Age and Under
Group Average	21.1	16.3
Township of Selwyn	24.6	13.9
Pelham Township	24.3	14.6
Wilmot Township	18.6	19.7
Town of Greater Napanee	25.3	15.3
Township of Springwater	15.0	17.9
Clearview Township	18.6	16.1

Source: Statistics Canada 2016 Census Profiles

Compared to the group average of 21.1%, Selwyn has a higher proportion of residents 65 years of age and above. Compared to the group average of 16.3%, Selwyn has a lower proportion of residents 14 years of age and under, with this age category representing 13.9% of the Township's population. This demographic information should be considered when developing public education messaging.

7.3

Fire Department Annual Operating Cost Comparison

An operating cost comparison is presented in **Table 13**. Information from each comparator's Financial Information Return (F.I.R.), specifically Schedule 40: Consolidated Statement of Operations for the year ending December 31, 2018, has been used to calculate the fire department operating costs per capita and operating costs per household. The calculation was based on the total expenses, excluding amortization, identified as Line 18: Schedule 40 by each municipal comparator.

Table 13: Operating Cost Comparison

Comparative Benchmarking Group	Municipality	Operating Costs per Capita	Operating Costs per household
Average		\$ 80.92	\$ 192.09
Peer Municipalities	Township of Selwyn	\$ 71.44	\$ 145.03
	Pelham Township	\$ 61.12	\$ 144.94
	Wilmot Township	\$ 56.20	\$ 158.22
	Town of Greater Napanee	\$ 117.37	\$ 258.84
	Township of Springwater	\$ 86.41	\$ 227.66
	Clearview Township	\$ 92.98	\$ 217.84

Table 13 identifies the operating costs associated with the S.F.D. to be less than average per capita and per household costs when compared with the municipal comparators identified by the Township. The S.F.D. has an operating cost per capita of \$71.44, which is the third lowest cost per capita in the group comparison. The S.F.D.'s operating cost per capita is \$9.48 less than the group average of \$80.92 per capita. The S.F.D. has an operating cost per household of \$145.03, which is the second lowest cost per household in the group comparison, and lower than the group average. The S.F.D.'s operating cost per household is \$47.06 less than the group average of \$192.09 per household. When compared with the peer municipalities as identified by the Township, the S.F.D. has a lower operating cost, operating cost per capita, and operating cost per household.

7.4

Fire Current Department Staffing

Fire department staff was confirmed through contact with the peer municipalities or through desktop research.

Table 14: Fire Department Staffing

Municipality	Number of Fire Stations	Total Number of Firefighters	Number of Full Time Staff
Group averages	3	82	4.66
Township of Selwyn	5	83*	3

Municipality	Number of Fire Stations	Total Number of Firefighters	Number of Full Time Staff
Pelham Township	3	87	5
Wilmot Township	3	75	2
Town of Greater Napanee	3	58	11**
Township of Springwater	4	90	4
Clearview Township	5	100	3

*The Township of Selwyn Fire Department is comprised of 84 members (including the administrative assistant) as confirmed by the Township's Human Resources. This number does not include the administrative assistant.

**F/T FC, 2DC, Admin, 4 F/T FF, 1 F/T FF/FPO, 1 F/T FF/TO, 1 F/T Public Educator

The Township has more fire stations when compared with its peer municipalities. The S.F.D.'s number of firefighters is very close to the average of the peer group. The Town of Greater Napanee's full time staffing is significantly higher than the rest of the peer group. Without including the Town of Greater Napanee in the full time staffing average, the average number of full time staff drops to 3.4, which is higher than the Township's full time staffing complement.

7.5 Municipal Peer Comparison Summary

The municipal peer comparison illustrates the Township has higher than average number of seniors (those aged 65 years and older), but fewer youth (aged 0-14); a population density similar to the average of the peer comparators; a greater number of dwelling units and a population close to its peer comparators. The S.F.D.'s operating costs are less than average when compared the peer municipalities identified as comparators by the Township.

In our view, the comparative analysis provided within this Review suggests the Town of Greater Napanee's needs and circumstances are considerably dissimilar to Selwyn's. The Township may wish to consider further analysis with respect to building occupancy types (i.e. assembly, care and detention, residential, business and personal services, mercantile, industrial), service levels and call volume to garner additional insight.

The Township's greater than average dwelling units provides further evidence of the need for a home smoke alarm program as discussed in **Section 6.5 - Existing Fire Prevention and Public Education Services**.

8.0

Alternative Service Delivery Models

Through our work with municipal fire departments across Canada, we have observed a growing trend for municipalities of all sizes to share a variety of services. **Table 15** provides a summary of the examples of inter-municipal arrangements we feel are the most relevant to the Township of Selwyn. The Township may wish to consider entering into discussions with its neighbouring municipalities within Peterborough County to determine if there is opportunity to share services. **Table 15** is intended to provide the Township with models of successful services arrangements

Table 15: Examples of Inter-Municipal Arrangements

Parties to the Agreement	Services Shared	Potential Benefits
Municipality of Bluewater Municipality of Central Huron	Shared Fire Chief	<ul style="list-style-type: none"> Consistent inspection and enforcement practices More consistent by-law across municipal boundaries Opportunity to share costs (vehicle, salary, conferences) Collaborative S.O.G.s/S.O.P.
Township of Perth East Municipality of West Perth also recently replicated by Town of Minto Township of Wellington North	Shared Fire Chief Shared Fire Prevention Officer Shared Administrative Support	<ul style="list-style-type: none"> Consistent inspection and enforcement practices More consistent by-law across municipal boundaries Opportunity to share costs (vehicle, salary, cell phones, training, conferences) Collaborative S.O.G.s/S.O.P.
Wellington County	Shared Training Officer	<ul style="list-style-type: none"> Consistent training standard across the county More opportunities for collaboration amongst fire departments Shared training resources and materials Trainer becomes subject matter expert rather than volunteers trying to make time for the role Consistent training records Opportunity to implement Fire Learning Management system across the county Collaborative S.O.G.s and S.O.P.s Reduced liability

Parties to the Agreement	Services Shared	Potential Benefits
Perth County	Shared Community Emergency Management Coordinator	<ul style="list-style-type: none"> • Consistency amongst Emergency Response Plans; • Shared training resource • Subject matter expert • Allows operations individuals to be operational during large scale emergencies; • Consistent public safety messaging across the county; • Shared costs

9.0

Recruitment and Retention of Volunteer Firefighters

The following sections provide an overview of strategies that have been applied within the fire service for recruiting and retaining volunteer firefighters across Canada. The information presented within these sections has been utilized to inform the proposed Volunteer Firefighter Recruitment and Retention Strategy for the Township of Selwyn presented within this Review.

9.1

Volunteer Firefighter Recruitment & Retention in Ontario

In Ontario, there are 18,772 volunteer firefighters (as of January 2019) comprising nearly two-thirds (61%) of the total provincial complement.¹⁵ Across Canada as a whole, this proportion of volunteer firefighters increases to 83% (for the period 2014-2016).¹⁶ The service provided by volunteer firefighters is integral to fire safety; however, municipalities are increasingly facing challenges in volunteer firefighter recruitment and retention.

Historically, volunteer firefighters represented a portion of the community that lived and worked in close proximity to the fire station where individuals were allowed to leave work and respond to emergency calls. Providing a service to the community and being active within the community was – and continues to be – a major point of pride for volunteer firefighters. Financial compensation, although warranted, was not the only motivator for those seeking to become a volunteer firefighter.

There are numerous factors impacting volunteer firefighters across the Province that can make recruitment and retention a challenge today. Some reasons could subjectively include shifting demographics, economic realities, household structures, and expectations of work-life balance. It is a certainty, however, that performance expectations including sustaining training standards and attendance at training sessions continue to increase the demands that municipalities place on volunteer firefighters in the interest of health and safety. Commonly, volunteer firefighters must also sustain minimum response attendance to emergency calls. Thus, the result is an increasing demand for personal commitment to sustain a high degree of training competency and experience gained through responding to calls. Maintaining an appropriate balance between the demands of being a volunteer firefighter and those of family and other commitments is becoming more difficult.

¹⁵ OFMEM. (2019, January 3). Number of Fire Departments and Firefighters. Retrieved from Fire Statistics: http://www.mcscs.jus.gov.on.ca/english/FireMarshal/MediaRelationsandResources/FireStatistics/NumberFireDepartmentsFirefighters/stats_fd.html

¹⁶ NFPA. (2018, January). News and Research. Retrieved from Canadian Fire Department Profile: <https://www.nfpa.org/News-and-Research/Data-research-and-tools/Emergency-Responders/Canada-Fire-Department-Profile>

Municipalities must begin to develop recruitment and retention strategies for volunteer firefighters that recognize this evolution.

9.1.1

O.F.M.E.M. P.F.S.G. 04-84-13 - Volunteer Fire Service Personnel Recruitment and Retention

In October 2006, the O.F.M.E.M. released P.F.S.G. 04-84-13 – “Volunteer Fire Service Personnel Recruitment and Retention.” P.F.S.G. 04-84-13 describes the benefits of having a Recruitment and Retention Program including demonstrating the value and importance of volunteer firefighters and proactive versus reactive leadership. The P.S.F.G. identifies that a Recruitment and Retention Plan is cyclical in nature as shown in **Figure 6**. It also highlights the long-term challenge of retention. Retention is especially critical with the evolution of the demands on volunteer firefighters since the time this P.F.S.G. was released.

Figure 6: Ongoing, Annual Recruitment and Retention Program (P.F.S.G. 04-84-13)



Figure Source: Adapted from P.F.S.G. 04-84-13

The O.F.M.E.M. resource book includes strategies for the recruitment and retention of volunteer firefighters. This resource thoroughly covers topics such as pre-recruitment strategies, selection and hiring considerations (e.g. testing, interview questions, offer letters, etc.), orientation and probation, and the exit process. The appendix contains relevant tools and templates that could be used as is or tailored to suit the fire department’s needs.

9.2

Canadian Association of Fire Chiefs (C.A.F.C.) National Recruitment Initiative

In recognition of the volunteer firefighter recruitment and retention challenge and the importance of volunteer firefighters across the country, the C.A.F.C. entered into an agreement with the Alberta Fire Chiefs Association to expand their volunteer firefighter recruitment strategy across Canada. As part of this initiative, the C.A.F.C. launched the Answering the Call website (answerthecall.ca). This website was launched near the end of 2016 and features a map that shows volunteer fire departments that are searchable based on postal code. The site features a “department portal” where a profile can be created providing relevant details about the local fire department.

9.3

Alberta - Volunteer Firefighter Recruitment and Retention Strategy (2010)

Recruitment and retention of volunteers is not a challenge specific to Ontario. In May 2010, Volunteer Alberta released the Volunteer Firefighter Recruitment and Retention Strategy (Strategy) which was developed for the Alberta Fire Chiefs’ Association. The resulting document was informed by a scan of best practices, literature review, and experience across departments in Alberta and beyond.

A separate study conducted by Volunteer Alberta identified six known issues and barriers that are having an impact on the ability of municipalities to recruit and retain volunteer firefighters. As described in the Strategy, these issues and barriers include:

- Employer-related – A lack of support of volunteer firefighting by employers especially for on-the-job time
- Family-related – Volunteer firefighting requires a time commitment which separates volunteer firefighters from their loved ones at unpredictable times and can impact family income by being called away from work
- Availability of people – Many people work outside the community during the day
- Time commitment – There are increased demands on volunteers time, and codes of practice and discipline action for missing training while necessary, can be discouraging for volunteers
- Perceptions and public image – People may begin volunteer firefighting without properly understanding the role, or the overall experience; volunteer firefighters may quit after traumatic experiences. The local reputation of the fire department also may not encourage volunteerism
- Structural challenges – Unrealistic demands from municipalities, but low funding; a lot of time taken up by administrative tasks; high turnover of volunteers

The Strategy goes on to provide local and centralized initiatives that include the identified target audiences including: business owners and employers; community groups; residents (women, immigrant populations, First Nations populations); fire department members; and political stakeholders. There are fifteen recommended initiatives that provide detailed guidelines on local implementation. The recommendations are complemented by a comprehensive toolkit to assist with implementation.

The recommended local initiatives that can be explored by any municipal fire department include:

- Involving current volunteer firefighters in planning formal recruitment drives;
- Raising local awareness through traditional and new media activities;
- Engaging in local public relations;
- Use of promotional items;
- Attendance at trade shows;
- Engaging in regular and ongoing outreach with local employers;
- Engaging community groups on a regular and ongoing basis;
- Reaching out to recruitment audiences with targeted messages;
- Regularly engaging with political stakeholders;
- Bolstering firefighter psychological support services;
- Developing a spousal support network;
- Establishing child care services;
- Establishing diversity policies in the fire department;
- Creating firefighter service recognition awards; and
- Establishing a proper volunteer screening process.

Generally, the recommended centralized initiatives focus on actions that can be taken on a provincial level to encourage volunteer firefighter recruitment and retention. Some of these recommended initiatives include:

- Creating a central website to provide recruitment information to the public and to support local fire departments with tools and information;
- Centrally coordinating public relations; and
- Exploring Canada-wide terminology standardization.

While the issues and recommendations provided in the Strategy were created within the context of Alberta, many of the issues and recommendations are applicable on a broader level.

9.4

Nova Scotia - Volunteer Recruitment and Retention (2009)

In 2009, the Office of the Fire Marshal for the Province of Nova Scotia published a report on Volunteer Firefighter Recruitment and Retention that was developed in cooperation with the Fire Service Association of Nova Scotia. Though targeted to Nova Scotia, this report has some tools that could be adapted to an Ontario department. For example, retention resources include guidance on performance management, progressive discipline, succession planning, rewards and recognition, critical incident stress management, and exit interviews.

9.5

Northwest Territories Municipal and Community Affairs - Volunteer Firefighter Recruitment and Retention Toolkit (2013)

Fire departments rely heavily on volunteer firefighters in the Northwest Territories (N.W.T.). The Office of the Fire Marshal N.W.T. has recognized the importance of effective recruitment and retention programs that are crucial to sustaining a volunteer compliment. As a result, the Office of the Fire Marshal developed the Volunteer Firefighter Recruitment and Retention Toolkit providing volunteers, Fire Chiefs, senior administrative staff, and community governments with an overview of best practices to consider in the recruitment and retention of volunteer firefighters.

The toolkit emphasizes the importance of understanding the availability of potential volunteers and the diverse skill sets, knowledge, resources and perspectives that reflect the entire community. The toolkit covers a range of topics including but not limited to:

- the recruitment process;
- volunteer firefighter selection interviews;
- orientation sessions;
- training and probation; and
- retention strategies such as recognition, rewards and incentives.

The toolkit includes several sample forms, letters, policies and checklists that could be adapted by an Ontario department. More specifically, these resources include sample interview questions, criteria for eligibility and a sample application form.

10.0

Proposed Volunteer Firefighter Recruitment & Retention Strategy

It was identified as part of the research completed for this Fire Service Review that the volunteer firefighter recruitment and retention process is a challenge for the Township. To sustain the current volunteer firefighter operating model and provide the best value to the community, the S.F.D. has recognized that it needs to develop a Volunteer Firefighter Recruitment and Retention Strategy (referred to as the Strategy). This Strategy aims to provide the Township of Selwyn with several options for addressing the challenges experienced to date with firefighter recruitment and retention in addition to succession planning for the future. This Strategy has been informed by:

- Research into current industry best practices for recruiting and retaining volunteer firefighters across Canada;
- Review of the existing S.F.D. Volunteer Recruitment Process and Recruit Training practices;
- Historical volunteer firefighter recruitment and retention trends of the S.F.D. over the past eight years (2012 to 2019); and
- The evolution of the role of a volunteer firefighter in conjunction with the demographic, economic, and cultural realities of the community.

10.1

Existing Approach to Volunteer Firefighter Recruitment and Retention

The S.F.D.'s approach to the volunteer firefighter recruit intake process is outlined in the current Recruitment Information Package for Volunteer Fire Fighters dated 2013. The recruitment process is described in the package as including an application package that identifies the following prerequisites prior to submitting their application:

- Applicants must be within six (6) kilometers of a Fire Hall;
- Applicants must have a valid driver's license – Class G or higher, and have a clean Drivers Abstract;
- Demonstrated community commitment;
- No criminal record; and
- Be in good physical condition to perform the duties of a Volunteer Firefighter.

If successful, candidates are offered a conditional offer of employment based on the applicant producing the following documents:

- A signed Township of Selwyn Volunteer Affirmation Form;
- A favourable Criminal Reference Check including a Pardoned Sexual Offender Database Search (The Criminal Records Check form can be found in this package);
- A Drivers Abstract Check; and
- Candidates must provide a Certificate of Health issued by a licensed medical practitioner.

10.2

S.F.D. Historical Recruitment and Retention Trends

As described in the most recent S.F.D. Annual Report (2019), fire halls 2, 4, and 5 have relatively healthy compliments of personnel while fire halls 1 and 3 have seen a decline in their numbers as personnel have left the department or moved to other areas in the Township. This has included experienced volunteer firefighters.

The S.F.D. has experienced increasing challenges related to recruitment and retention. **Table 16** illustrates historical S.F.D. volunteer firefighter recruitment and retention figures from 2012 to 2019. The department has strived to maintain a complement of **90** volunteer firefighters for the past number of years.

Over this same period, turnover has ranged from as low as 2.2% to as high as 9.1% annually, with an average annual turnover rate of 6.1%. This turnover has resulted in a need to recruit for between nine to fourteen positions each year (with the exception of 2019) resulting in a total of 77 recruits entering into the recruit training program over this eight year period. In 2019, four volunteer firefighters departed and only three were recruited. The historical data illustrates that the S.F.D. was successful in recruiting for the vacancies in the department from 2012 to 2015, however this trend is shown to reverse in 2016. For the past four years, historical data shows that the S.F.D. has not been able to compensate for the vacancies within the department.

Table 16: Historical S.F.D. Volunteer Firefighter Recruitment and Retention 2012-2019

	2012	2013	2014	2015	2016	2017	2018	2019	Average Annual Turnover
Total Volunteer Firefighter Complement	88	78	87	88	91	92	92	90	
# of Departures	8	5	4	5	7	8	2	4	
# of Vacancies Recruited for	9	9	11	6	12	15	17	5	
# of Recruited	9	9	11	10	10	14	11	3	
Annual Turnover	9.1%	6.4%	4.6%	5.7%	7.7%	8.7%	2.2%	4.4%	6.1%

Source: S.F.D., Annual Reports

In our experience, common turnover rates for departments staffed by volunteer firefighters range from 10% to 20% each year. Overall, on a year by year basis, the turnover rates being experienced by the S.F.D. are on the lower end of those experienced in the industry. This turnover and resulting need to provide recruitment training each year reflects a shift within the fire service. Historically, departments were able to provide recruitment training less frequently due to higher retention rates.

The need to plan for and provide for recruit training on an annual basis has two key impacts. First, it impacts the training demands and resources required of the department.

Recruit training requires the resources of Training Division staff as well as e-learning costs, and contributions by other fire department staff who are typically required to deliver practical training sessions as part of the train-the-trainer model.

Second, ongoing recruit training also impacts the ability of the department to deliver the level of service for fire suppression as established by Council through the Establishing and Regulating By-law.

Specifically, as described in **Section 6**, in alignment with training standards, recruit level firefighters do not provide interior attack for safety purposes until trained to N.F.P.A. 1001 Firefighter Level I. Based on the research to prepare this Review, the S.F.D. has been experiencing an average volunteer turnover rate of 6.1% over the past eight years, representing a declining level of experience within the total number of volunteer firefighters available to provide fire suppression services.

A proposed Succession Plan Policy was developed as part of this Review and forms **Appendix B**.

Recommendation #10: In our view, there would be value in the Township formally adopting the proposed Succession Plan Policy to clearly define the succession plans for the S.F.D.

10.3

Proposed Volunteer Firefighter Recruitment and Retention Strategies

Industry best practices suggest planning and targeting recruitment efforts around the needs of the fire department and the characteristics of the community. Identifying the positions and roles within the department will help determine the necessary qualities, abilities, skills, knowledge and availability required to carry out the duties of each position. Complementary to this approach, creating a community profile will also help to identify areas of the population who possess the skill sets and knowledge that are relevant to the role and reflect the community that they serve. A community profile may also aid in understanding the availability of potential volunteers in the community. A proposed Recruitment and Retention Strategy for the Selwyn Fire Department was developed as part of this Review and forms **Appendix C**.

Recommendation #11: In our view, there would be value in the Township formally adopting the proposed Recruitment and Retention Strategy to clearly define a strategy to recruit and retain personnel for the S.F.D.

10.3.1 Recruitment Strategies

10.3.1.1 People Working From Home

The Township of Selwyn experiences significant seasonal population shifts due to the many vacation homes in the area that attract cottage goers throughout the year. However, in recent years, many of the planning applications received by the Township are from individuals seeking to convert their cottages to all-seasons homes in order to live there throughout the entire year.¹⁷ One article suggests that this is due to a desire to work from home, in a community that has the lowest tax rate in the County of Peterborough and good broadband connectivity.

This trend is reflected in Selwyn's Economic Development Strategy 2018-2022 which identifies "professional services" as a key sector within the Township and includes people working from home. The strategy recognizes that work from home offices and flex work schedules are a growing trend and that for professionals looking for office space, the conversion of commercially zoned houses into offices in downtown cores is a constructive use of space.¹⁸

Support for home based businesses is also mentioned as a priority in the Township's mandate which is "to foster, promote and support economic development initiatives and to create a solid foundation for building a better community, with priorities for the local economy including:

- Sustained agriculture and aggregate activity;
- Growth of tourism into a four-season sector;
- Support for home based businesses;
- Growth of the telecommunications, research and technology sector; and
- Maintenance of the community's high quality of life."¹⁹

This segment of the population has the potential to be highly responsive, self-motivated, and flexible.

10.3.1.2 Township Staff

Through the direct consultation for this project, we understand that while Township staff are permitted to become members of the S.F.D., Township staff are not actively encouraged join the fire department. In our experience, public works and parks and recreation staff may offer a solution to issues related to day time availability. With appropriate policies and procedures in place, it is possible to manage both a

¹⁷ Selwyn Township, Ontario – Naturally Great, November 9, 2017. Retrieved August 3, 2020 from <https://businessviewmagazine.com/selwyn-township-ontario-naturally-great/#:~:text=Other%20major%20employers%20include%20Savage,from%20Selwyn%20working%20for%20them.>

¹⁸ Economic Development Strategy 2018-2022, Township of Selwyn, Prepared by Strexer Harrop and Associates. Retrieved August 3, 2020 from <http://www.selwyntownship.ca/en/businesscentre/economic-development-strategy-and-marketing-plan.asp>

¹⁹ Come Grow with Us, Township of Selwyn website. Retrieved August 3, 2020 from <http://www.selwyntownship.ca/en/businesscentre/index.asp>

full time and paid on-call (volunteer) position with the same employer. This model is used in several jurisdictions in Ontario.

10.3.1.3 Women

Women are generally underrepresented within the fire service. The same is true within the ranks of the S.F.D. A variety of factors may have led to the underrepresentation. The S.F.D. may wish to consider potential barriers to women joining the S.F.D. Factors which may act as barriers to women joining the fire department include, but are not limited to the following: stereotype of male dominated roles within the fire service, the culture of the local fire department, lack of child care options and perception within the community. Should the Township wish to increase the number of women in its fire department, we recommend contacting Fire Service Women of Ontario (F.S.W.O.) for resources and suggestions.

10.3.1.4 Partnerships with Local Major Employers/Institutions

The Township may also wish to consider partnerships with local employers and institutions that may have large numbers of employees or students who may be interested in becoming volunteer firefighters. Major employers include Savage Arms and S.G.S. Mineral Services. Regionally, the head office of the Ministry of Natural Resources, Trent University, Sir Sanford Fleming, and the Peterborough Regional Hospital also provide large numbers of potential volunteer firefighters. The Township may wish to consider developing partnerships with its local employers and institutions as a potential recruitment strategy.

10.3.2 Retention Strategies

Camaraderie within the fire service can have significant impact on a recruitment and retention of volunteer firefighters. The results of the on-line survey completed by S.F.D. volunteer firefighters suggest some of the less experienced firefighters are challenged to feel accepted within the ranks. In our experience, the fire service provides many opportunities for long serving members to mentor those who are new to the department. Based on the responses from the survey, there would be value in considering the development and implementation of a formalized S.F.D. mentorship program.

We learned through consultation with Township and Fire Department staff that the current exit interview strategy includes the Human Resources Co-ordinator sending a letter to individuals who choose to leave the S.F.D. The Human Resources Co-ordinator is not advised when a firefighter leaves the S.F.D. consistently, which has led to delay in communication with the resigning firefighter. In our view, there would be value in the Human Resources Co-ordinator having opportunity to contact the resigning member immediately upon resignation. This would require improved communication between the Fire Chief and Human Resources Co-ordinator. Based on our experience, exit interviews can offer valuable insight into ways to retain employees.

Some of the benefits offered to volunteer S.F.D. firefighters include coverage under the Township's Employee Assistance Program (E.A.P.) and Volunteer Firefighter Insurance Services (V.F.I.S.). In addition

to service recognition provided through the federal and provincial governments, the Township sponsors a number of awards, described in **Section 4.4.2.3**.

As discussed in **Section 6.0** of this Review, providing training at the E.O.E.T.A., the Ontario Fire College and other Regional Training Centres is also an important component of a retention and succession plan for volunteer fire departments.

10.3.2.1

HumanaCare

The Selwyn Fire Department has recently acquired the services of HumanaCare. Although different from the Employee Assistance Program offered to full-time employees, the Township has extended some components of the Employee Assistance Program to volunteer firefighters in the department on an as needed basis. HumanaCare is an integrated mental and physical wellness service provider of Employee Assistance Programs, Disability Support Services, Medical Second Opinion Services, Eldercare and Chronic Disease Management. Services include:

- Short-term therapy/counselling;
- Critical Incident Stress Management program access;
- Trauma/crisis management and intervention services;
- Financial, legal, family and stress-related services;
- Health system navigation, case management, care coordination and concierge services for acute illnesses (expert advice on how to get the most out of the system); and
- Caregiving and care support for age-related illnesses with support for the entire family (such as elderly parents), with care transitions (home to long-term care, hospital to community, etc.), community care and any related support.

This initiative highlights that the S.F.D is proactively striving to ensure that firefighters are provided with access to mental health care and treatment.

10.3.2.2

Volunteer Firefighter Insurance Services

The Township of Selwyn provides accident and sickness benefit coverage to S.F.D. personnel through V.F.I.S. Coverage in addition to the Township's policy is made available to S.F.D. personnel at cost.

10.3.2.3

Service Awards

The Township of Selwyn hosts an annual awards evening for S.F.D. personnel during the holiday season. Federal and provincial long service awards are presented as well as the following local awards:

- Mitchell Pogue Award- award recipients are new firefighters, chosen by their peers for their commitment, enthusiasm and passion for the fire service;
- Outstanding Service Award- recognizes a member for exemplary service;
- Excellence in Training Award-presented to a firefighter who consistently attends training, and continually strives to improve his/her skills; and

- Exemplary Leadership Award-recognizes strong leadership qualities and members who foster an atmosphere of teamwork and common purpose.

11.0

Recommendations

This Fire Service Organization/Succession Review considered the existing service levels, organizational model, applicable legislation, industry standards and best practices, as well as potential technological and alternative service delivery models. The recommendations displayed in **Table 17** are accompanied by suggested implementation timeframes and anticipated costs.

Table 17: Recommendations

	Recommendation	Suggested Implementation Timeframe	Anticipated costs
1	The Township should consider further analysis of its emergency response fire suppression capabilities in comparison to the performance benchmarks targets presented within the N.F.P.A. 1720 standard through the development of a Community Risk Assessment and Master Fire Plan process	2022	\$18,000-20,000 for Community Risk Assessment; \$70,000-75,000 for Master Fire Plan;
2	The Township should consider implementing an organizational structure that includes two Deputy Fire Chiefs and discontinues the position of Assistant Deputy Fire Chief. In addition, the Township should give consideration to additional training resources as per the proposed options discussed in this Fire Services Review.	2021	Costs to be determined, having assessed the job descriptions and required additional training resources.
3	The S.F.D. should continue to ensure that a minimum of five volunteer firefighters at each fire station are trained and qualified to drive apparatus and act as a pump operator.	Ongoing	Course registration is \$65 for each participant in the Pumper Operations courses at Ontario Fire College- personnel hours would be in addition; Knowledge test for Class D \$23.75; air brake endorsement \$66; class D road test for applicants aged 65-79 is \$99; Commercial licence package for applicants under the age of 65 \$122.75;
4	The Township and the S.F.D. should conduct a further review of all current practices within the fire department whereby there is a recognized, and or identified physical limitation or physical restriction related to a member of the S.F.D.	2021	Potential costs for Human Resources Coordinator or private contractor to perform function analysis for each position within the S.F.D.

	Recommendation	Suggested Implementation Timeframe	Anticipated costs
5	<p>The Township and the S.F.D. should consider implementing the following:</p> <ul style="list-style-type: none"> • Specific policies and procedures relating to hiring, promotions and discipline that acknowledge the need for recusal from decisions affecting family members; • The development and implementation of policies and procedures that ensure family members to not directly report to each other; and • Continue the direct involvement of the Township Human Resources Coordinator, Township C.A.O. or fire department representatives from neighbouring municipalities who are not related to candidates involved in hiring, or promotional processes and include the direct involvement of the Township Human Resources Coordinator in disciplinary activities 	2021	Staff time
6	The S.F.D. should consider updating the Establishing and Regulating By-law No. 2010-072 following the completion of a Community Risk Assessment to reflect the most current practices and organizational structure of the Selwyn Fire Department.	2023	Staff time
7	There is sufficient evidence to support a further review of the current Tiered Response Agreement to ensure that the utilization of S.F.D. volunteer firefighters is having a positive impact on patient contact prior to the arrival of the Peterborough City/County Paramedic Service.	2021	Staff time
8	The Township should consider a further review of the applicable cost recovery opportunities presented within the Fire Service Review.	2022	Staff time
9	The S.F.D. should investigate the further utilization of technology solutions as a first step to modernization of the administrative tasks within the department.	2021-2022	Dependent on technological solutions chosen- (e.g. F.L.M.S. \$7.50-10/month per firefighter; BurnPermits.com 2.9% of the transaction amount + \$0.30 CAD or 3.7% of the transaction amount + \$0.30 USD.

	Recommendation	Suggested Implementation Timeframe	Anticipated costs
10	That the Township consider formally adopt the proposed Succession Plan Policy to clearly define a succession plan for the S.F.D.	2022	Staff time
11	That the Township consider formally adopt the proposed Recruitment and Retention Strategy, to clearly define a strategy to recruit and retain personnel for the S.F.D.	2022	Staff time

Appendix A

Volunteer Firefighter Survey Questions

Selwyn Fire Department

Fire Services Organization/Succession Review

Volunteer Firefighter Survey

Date: Wednesday, August 26- Friday, September 11, 2020

Platform: MILO

The Township of Selwyn has retained Dillon Consulting Limited (Dillon) to conduct a review of the Township of Selwyn Fire Department's (S.F.D.) current organization and succession planning. Firefighter consultation provides an opportunity to inform interested parties about the project as well as to enhance and inform the review process with valuable input and feedback. Your responses will be forwarded to Dillon anonymously.

We are looking for your input on the Strengths, Weaknesses, Opportunities, and Challenges of the Selwyn Fire Department to help inform our review.

Firefighter Information

How long have you been a volunteer firefighter with the Selwyn Fire Department?

Why did you decide to become a volunteer firefighter?

How did you find out that the Selwyn Fire Department was recruiting volunteer firefighters before you applied?

Recruitment Experience

In your opinion, what talents and resources relevant to the role of volunteer firefighter exist in the community?

In your opinion, what are the best ways in which the S.F.D. can provide potential recruits with information about the need for volunteer firefighters (e.g. social media, newspaper ads, word of mouth, etc.)?

In your experience, does the department make the recruitment process accessible to all audiences?

Retention Experience

When you joined, how were you made to feel welcome and part of the team?

Does the role of firefighter as you know it now, match your expectations when you joined?

Do you feel you receive adequate recognition within the department for the work you do? From whom?

What sort of recognition is most important to you?

Thanks from your peers and superiors

Dinners and social gathering for members

Awards

Plaques

Department apparel (t-shirts, hats, pins, etc.)

Small gifts

Other, please specify: _____

Does the fire department provide effective, fair and equitable supervision?

Who do you go to for help if you have a problem in the department?

Does the fire department have effective leadership practices for resolving conflict, and addressing ideas or concerns?

How would you describe the morale of the members of your department? If you could do something to improve morale, what would it be?

What recommendations would you make to improve the operations and the working environment in the Selwyn Fire Department?

Does your fire department allow volunteers to contribute to the department in a meaningful and productive way?

Training Experience

In your opinion, are the training sessions productive?

How can training be improved?

Do you feel you receive adequate training to be a volunteer firefighter? If no, please explain:

How can training be improved?

Do you have the adequate tools and equipment to do the job? If no, please explain:

Is there any additional training which you feel would benefit the officers in your department?

Fire Department Communication

Policies, procedures and regulations are important to all firefighters. How are policies, procedures and regulations communicated to the firefighters in this department?

How would you improve communications throughout the department?

Appendix B

Succession Planning Policy

APPENDIX B
THE TOWNSHIP OF SELWYN
FIRE DEPARTMENT
Policies and Procedures

P&P #XX

DATE: November-2020**REVISED:** XX**ANNUAL
REVIEW:** XX**SECTION:** XX**SUBJECT:** Succession Planning**PURPOSE:** To establish a policy for the systematic and long-term development of future officers and leaders within the Selwyn Fire Department.**SCOPE:** This policy applies to all members of the Selwyn Township Fire Department.

Succession planning is one strategy that can help or support the fire department address unplanned absences, and ageing workforce, increasing retirement, and competitive labour markets.

Core Steps in Succession Planning

- Identify key positions within the fire department that if suddenly vacant would have an immediate impact on the department or where the departure of a member is expected or likely;
- Identify the qualifications and competencies required to fulfill these positions within the department;
- Identify and assess potential candidates in a fair and equitable manner, based on the candidate's eligibility, merit, and competency; and
- Offer learning and development opportunities.

It is best practice to incorporate firefighter feedback into the succession planning process. Ongoing and frequent communication practices between senior management and volunteer firefighters provides members with the opportunity to share their ideas and express concerns. A more formal session at least annually is the recommended minimum.

Officer Training Program

Industry best practices reflect that a company officer training program should be ongoing as an element of a broader Officer Development Program. This strategy further supports succession planning and career development for future senior officers. **The N.F.P.A. 1021 - Standard for Fire Officer Professional Qualifications** is a recognized best practice for this type of training.

Ongoing implementation and review of the company officer training will help the department ensure that its commitment to and recognition of the importance of a sufficient number of appropriately trained company officers is maintained.

APPENDIX B
THE TOWNSHIP OF SELWYN
FIRE DEPARTMENT
Policies and Procedures

P&P #XX

The S.F.D. officer training program will aim to:

- Identify and assess the need for officer positions, forecast future vacancies in those positions and establish a fair and equitable process for identifying candidates eligible to be qualified to fill those vacant positions;
- Develop a process for applying for training courses that is fair and available to all;
- Create a core body of individuals who have formal education, knowledge, skills and abilities;
- Create opportunity for internal promotions;

Officer Meetings and Succession Planning

Regularly scheduled officer meetings can benefit the department in many ways:

- Gain input and encourage officers to contribute their ideas;
- Prepare captains to develop the skills and knowledge required to be an effective chief officer;
- Opportunity to discuss issues facing the department as a whole;
- Prepare officers to be effective in their careers now and into the future; and
- Discuss the importance of professional development as it relates to succession planning.

Appendix C

Recruitment and Retention

APPENDIX C
THE TOWNSHIP OF SELWYN
FIRE DEPARTMENT
Policies and Procedures

P&P #XX

DATE: November-2020**REVISED:** XX**ANNUAL
REVIEW:** XX**SECTION:** XX**SUBJECT:** Volunteer Firefighter Recruitment and Retention

PURPOSE: To establish a policy for maintaining a solid volunteer recruitment and retention program and formalize efforts for all aspects of the program including planning, target recruiting, application processes, orientation, initial training and retention.

SCOPE: This policy applies to all members of the Selwyn Township Fire Department.

Planning Recruitment Efforts

Recruitment efforts will form an ongoing process that takes place annually. These efforts will be informed by the needs of the department and the characteristics of the community. Recruitment planning will involve:

- Completing a needs assessment for the Selwyn Fire Department each year;
- Reviewing role descriptions to identify target populations in recruitment efforts;
- Assessing the needs and characteristics of the community;
- Establishing dates and venues for volunteer firefighter recruitment sessions; and
- Communicating volunteer firefighter position vacancies with the community via multiple communication channels (e.g. social media, newspaper advertisements, etc.).

Targeting Recruitment Efforts

Industry best practices suggest planning and targeting recruitment efforts around the needs of the fire department and the characteristics of the community. The Fire Service Organization/Succession Review has identified the following target populations based on the Township of Selwyn's community profile, volunteer firefighter survey results and an internal consultation process. Suggested targeted populations include but are not limited to:

- People working from home;
- Women;
- Local Employers/Institutions;
- Farmers;
- Local Peers/Neighbouring Municipalities; and
- Individuals who have knowledge and skills in the trades (e.g. equipment operators, builders, etc.).

APPENDIX C
THE TOWNSHIP OF SELWYN
FIRE DEPARTMENT
Policies and Procedures

P&P #XX

Applicant Prerequisites

Applicants are expected to possess the following prerequisites prior to submitting their application:

- Applicants must live within a eight kilometers of a Fire Hall. Should an applicant live farther than eight kilometers from a Fire Hall, the Fire Chief may choose to exercise discretion for candidates who meet all other prerequisites.
- Applicants must have a valid driver's license – Class G or higher, and have a clean Drivers Abstract;
- Demonstrated community commitment;
- No criminal record; and
- Be in good physical condition to perform the duties of a Volunteer Firefighter.

Application Process

The application process includes:

- Filling out an application form;
- Criminal reference check and vulnerable sector screening;
- An interview with representatives of the Selwyn Fire Department senior staff and Township Human Resources Co-ordinator; and
- A Reference Check.

Offer of Employment

If successful, candidates are offered a conditional offer of employment based on the applicant producing the following documents:

- A signed Township of Selwyn Volunteer Affirmation Form;
- A favourable Criminal Reference Check including a Pardoned Sexual Offender Database Search (The Criminal Records Check form can be found in this package);
- A Drivers Abstract Check; and
- Candidates must provide a Certificate of Health issued by a licensed medical practitioner.

Orientation

Orientation activities for new recruits will include:

- Orientation sessions;
- Introductions to department members from other stations;
- Familiarization with the Recruitment Information Package for Volunteer Firefighters
- Familiarization with department vision and mission, policies and procedures; and
- Completion of documentation as needed by Township Human Resources.

Training

Training and emergency call attendance will be monitored on an ongoing basis. Refer to **Policy and Procedure #512** for training expectations and attendance requirements. New volunteer firefighter recruits are expected to successfully complete the following training requirements:

APPENDIX C
THE TOWNSHIP OF SELWYN
FIRE DEPARTMENT
Policies and Procedures

P&P #XX

- **Eastern Ontario Academy Recruit Course (E.O.F.A.)** - New recruits must attend 100% of this recruit training course and successfully pass the testing requirements;
- E.O.F.A. recruits that graduate will have **an opportunity to write the Provincial Firefighter Exam for Component One of the Ontario Firefighter Curriculum** at a later date, determined by the Ontario Fire College;
- Attend **regular training courses coordinated by the S.F.D. Training Officer**; and
- At the completion of all **medical training consisting of defibrillation, C.P.R., First Aid and Oxygen Therapy**, recruits will be issued pagers, at which time they may attend emergency incident calls.

Retention

Selwyn Fire Department's member retention efforts will:

- Ensure that members are provided with access to mental health care and treatment services through a mental and physical wellness service provider (such as HumanaCare) as well as insurance provisions to protect firefighters and their families in the event of an injury or fatality;
- Foster a diverse and respectful environment;
- Implement effective leadership practices for resolving conflict, and addressing ideas or concerns among members;
- Acknowledge and reward firefighter performance and accomplishments; and
- Provide fair and equitable opportunities for personal and professional growth within the department.

Responsibilities

Fire Chief

Work with Township Human Resources Co-ordinator to review volunteer firefighter applications, attend interviews and complete reference checks.

Human Resources Co-ordinator

Work with senior Selwyn Fire Department staff to review volunteer firefighter applications, coordinate interviews and complete reference checks.

Deputy Fire Chief

Work with the Fire Chief, Human Resources Co-ordinator to conduct interviews.

Training Co-ordinator

Deliver training to all members of the Selwyn Fire Department including new volunteer firefighter recruits. Ensure members participate in regularly scheduled training sessions and coordinate industry standard training for volunteers.

Officers

APPENDIX C
THE TOWNSHIP OF SELWYN
FIRE DEPARTMENT
Policies and Procedures

P&P #XX

Maintain and keep lines of communication open between Firefighters and the Fire Chief around resolving conflict, and addressing ideas or concerns. Assist in evaluating recruit performance and progress.

Firefighters

Attend required training sessions, recruit initiation meetings and emergency calls.