

CORPORATION OF THE TOWN OF KINGSVILLE

2021 Division Road North, Kingsville, Ontario. N9Y 2Y9



KINGSVILLE FIRE DEPARTMENT

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MASTER FIRE PLAN- TERMS OF REFERENCE

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INTRODUCTION

Master Fire Planning is fundamental to managing a community's fire protection services. Fire protection services include, but are not limited to, fire suppression including rescue, medical assistance, hazardous materials response, vehicle extrication, water/ice rescue, high angle rescue, fire prevention inspections and code enforcement, and public education programs. Developing and implementing a well thought out plan will provide the basis for understanding present and future fire protection risks to the community and facilitate implementation of a system for effective and efficient use of resources to control fire losses and fire protection costs. The Master Fire Plan is considered a "blueprint" for local fire protection that addresses our local needs and circumstances coupled with a view of the need for fiscal responsibility to our ratepayers.

It is often easy to get caught up in the day-to-day business of providing emergency response to our residents. This is certainly the most visible component of fire protection to citizens. Many are unaware of the variety of other services the fire department provides and the direct and indirect costs for and benefits of providing these services to the community. In this environment, it is often easy to lose sight of the value of and need for long range planning. The continued demands for improved fire suppression, fire prevention, fire safety education to the public, medical responses and rescue calls must be viewed within the framework of utilizing budgetary resources wisely. To be effective, a community must not lose sight of the strategic and long term goals necessary to maintain an effective fire service.

The Fire Prevention and Protection Act (1997) clearly establishes municipal responsibility for certain components of fire prevention (inspections on complaint and request), public fire safety education, and such other fire protection services the municipality deems necessary based on its local needs and circumstances.

Master fire planning will provide the framework to direct future fire protection services in order to meet the requirements of provincial legislation and the identified needs of our community.

PURPOSE

The master planning process will address a number of issues in order to formulate a framework to lead our fire service into the future. The process will:

- Determine the Town of Kingsville's fire protection needs and circumstances including fire risk, capabilities of the existing fire service and capabilities of the municipal budget.
- Identify options for developing and delivering fire services through efficient and effective use of all available resources.

- Provide implementation strategies and schedules which will also serve as an evaluation tool to determine that the goals established meet required standards and are achieved within the prescribed time frames.
- Facilitate continual monitoring and evaluation of the plan's implementation through the Office of the Fire Marshal Performance Benchmarking Program.
- Provide a mechanism whereby revisions take place in order to ensure the plan's continued viability.

BACKGROUND

For some time now, the Town of Kingsville has made increasingly proactive efforts toward its fire protection services. Long range planning in some areas, such as the apparatus fleet, has provided clear direction to municipal council as to future needs and required resources. It has been recognized that these long range planning efforts, while effective, have been somewhat fragmented and completed in a reactionary manner. A report to the Town of Kingsville Municipal Council was presented on May 20, 2008 suggesting that a Master Fire Plan be completed utilizing the "Shaping Fire Safe Communities" program as administered by the Office of the Ontario Fire Marshal. Resolution 481-2008 was passed unanimously at the May 20, 2008 meeting of council as follows: "that Council receive the report of R. Kissner, Fire Chief/C.E.M.C. dated May 12, 2008 and to concur with the recommendation to approve, in principle, the completion of a Master Fire Plan for the Kingsville Fire Department utilizing the Office of the Fire Marshal web based program 'Shaping Fire Safe Communities'."

SCOPE

The Master Fire Plan for the Town of Kingsville is designed to address current and anticipated community fire risks over a period of 10 years. The master fire plan will address all aspects of the delivery of fire protection services including:

- Governance-current municipal structure.
- Emergency response- fire suppression, medical, hazardous materials, water/ice rescue, vehicle extrication, high angle rescue.
- Fire prevention-inspections, code enforcement, fire cause determination.
- Public fire safety education.
- Communications-dispatch services.
- Training and education of staff.
- Equipment and apparatus.
- Administration-fire department management structure.

GUIDING PRINCIPLES AND KEY ASSUMPTIONS

It is important to the development of the master fire plan that certain “project assumptions” be declared as it relates to directions to the steering and working committee members in functional matters such as services to be provided and levels to be attained by the Kingsville Fire Department. The master fire plan assumptions are as follows:

- The following list of guiding principles will be referenced throughout the process:
 - Provide services that are equally accessible to the entire community.
 - Provide a fire service that has appropriate quality assurances and accountability measures incorporated into its function.
 - Provide a fire service that responds to the changing needs and circumstances of the Town of Kingsville.
- The organizational model will reflect the Office of the Ontario Fire Marshal response criteria for urban and rural areas in structure and the associated base response times will be referenced as the community standards:
 - Ten personnel on scene within 10 minutes of dispatch for urban areas.
 - Ten personnel on scene within 14 minutes of dispatch for rural areas.These minimum staffing levels and maximum response times are targeted to be achieved 90% of the time and are based on single unit dwelling responses.
- The organizational structure will include a staffing component to the community standard to align with response times.
- The mission statement of the Kingsville Fire Department is as follows: “The Kingsville Fire Department is committed to protecting life, property and the environment through emergency response, fire prevention-code enforcement, and public fire safety education. We will strive to provide the highest level of service to the citizens we protect through continuous improvement, reflecting our pride in and respect for, our community, our organization and ourselves.”
- The Kingsville Fire Department’s organizational model with respect to base response and staffing should be reviewed against the results of the risk assessment, department capabilities and gap analysis. It can then be used as a guide from which the rest of the master fire plan can be developed.

CRITICAL SUCCESS FACTORS

The following critical success factors will be used to promote an effective and successful master planning process:

- Commitment of, formal direction from and engagement of council.
- Sense of ownership and high priority.
- Broad-based participation on the project team with clearly defined roles.
- Utilization of interdisciplinary skills and knowledge of the community.

- Ongoing and regular communication with municipal council and other stakeholders during the process.
- A systematic, step-wise approach.
- Reasonably achievable and agreed-upon time frame.
- Strong understanding of the requirements.
- Access to important and relevant data.
- Objective and thorough analysis of local needs and circumstances.
- Importance of public expectations and level of satisfaction.
- Risks are clearly identified, understood and evaluated.
- All practical options are considered.
- Documentation of decisions made and rationale supporting them.
- Clear implementation of plan with accountability, resources, and timelines.
- Measurable outcomes that are monitored.
- Identifiable benchmarks utilized for comparisons.
- Annual review and revision of the plan as necessary.

PROCESS

The development of the master fire plan will follow the Office of the Ontario Fire Marshal's "Shaping Fire Safe Communities" process. The process is comprised of ten steps as follows:

1. Establish Planning Context

The first step of the process is to advise municipal council of the need to develop a master fire plan. The purpose of this step is to identify the needs and goals of the community, assess the risk management work done to date, and secure resources and council commitment and approval to develop the master fire plan. This step has already been completed.

2. Establish Work Teams

Now that council approval and direction have been received, the next step is to establish work team(s) comprised of representatives of the various related disciplines and areas of expertise to develop the master fire plan. This step includes developing terms of reference for the work team(s), establishing the roles and responsibilities of team members, defining the scope of the work, and developing a project plan that includes a schedule, a list of deliverables and a timeline.

3. Analyze Risks

Step three consists of the risk assessment phase of the planning process. The purpose of this step is to identify and assess the fire-related risks in the community. This process involves gathering data, identifying risks and hazards, performing risk estimation and establishing risk priorities. This step, along with the next step, involves a significant portion of the time commitment to complete the planning process.

4. Evaluate Risks and Capabilities

This step compares the risks evaluated against the required community fire protection services to determine the gaps that exist between the current services being provided and the level of services determined to be required by the Kingsville Fire Department.

5. Prepare Action Plan

This step involves the development of a range of options and solutions to address the gaps that were identified in step four. This process involves determining and prioritizing these options. These are then presented to municipal council in the form of an action plan. The action plan will list all of the options gathered, including an evaluation of those options, and taking into consideration their operational impacts. Included in this action plan is a status report that outlines where the community is in terms of addressing their current fire protection needs. The purpose of this report is to receive direction from municipal council in selecting the options listed in the action plan. In some cases an additional report may be required which outlines the options proposed in greater detail.

6. Develop Strategies to Implement the Master Fire Plan

Step six involves developing strategies to implement the options that were selected based on the action plan. These strategies should be based on the three lines of defense for fire safe communities-public fire safety education, fire safety inspections and emergency response. More than one strategy may be developed for each option taking into consideration differences in resource acquisition and/or timelines. The purpose of this step is to select an overall implementation strategy in order to formulate a master fire plan document that includes the selected programs and response capabilities and to receive the approval of municipal council. This step may involve additional reports to council in order to receive direction as to the appropriate implementation strategy(s) to be used.

7. Implement the Master Fire Plan

Once municipal council has approved the master fire plan implementation, the next step is to put the mechanisms into place to operationalize the actual plan. These include developing a schedule, developing a communications strategy, and creating a tracking system to monitor plan implementation based on projected timelines and deliverables.

8. Monitor and Evaluate

Following implementation, it is necessary to monitor and evaluate the progress of the plan's effectiveness on an ongoing basis. The purpose of this step is to ensure that the risks identified in the plan are being satisfactorily addressed through evaluation of program effectiveness, program delivery and performance measures. It is also important to identify changing local needs and circumstances that may necessitate revising the plan.

9. Benchmark

This step evaluates performance of the Kingsville Fire Service based on comparison with peer groups. This step also identifies best practices that may benefit Kingsville's fire service. One valuable tool in this process is the Ontario Fire Service Performance Measurement and Benchmarking System.

10. Revise

Revision of the master fire plan is an ongoing process that may include a periodic review of any or all of the nine previous steps. This step takes into consideration changes, additions, and modifications that may need to be made in order to keep pace with the changing needs and circumstances of the community. It may also provide the opportunity for the forward expansion of the master fire plan. Its purpose is to promote continuous improvement through changed and updated processes and programs as necessary. This will ensure that the master fire plan remains current based on local needs and circumstances.

ACCOUNTABILITY FRAMEWORK

The Town of Kingsville is responsible for the development, implementation, monitoring, updating and overall ownership of the master fire plan. To that end, the municipality commits to the following:

- Assigning appropriate and sufficient resources to conduct the master fire planning exercise in a timely manner.
- Monitoring and managing progress to ensure that the master fire planning process is completed within the scheduled timeframe and that resources are brought to bear in a timely way to facilitate the process.

- Providing meeting facilities, all necessary documentation and other required information in order to complete the master fire planning process.
- Establishing stakeholder focus groups as required and engaging in meaningful dialogue to gather essential input for the master fire plan.
- Creating the master fire plan and any required and related documents and drafts.
- Committing to an implementation schedule for the master fire plan.
- Committing to monitoring, reviewing and revising (as necessary) the master fire plan at least annually or more frequently as situations change that may affect the plan.

The Fire Chief provides the overall technical oversight of the development, implementation and management of the master fire plan.

The Office of the Fire Marshal will:

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

PLANNING COMMITTEE STRUCTURES AND RESPONSIBILITIES

Steering Committee

A Master Fire Planning Steering Committee shall be established to oversee the entire planning process and provide advice and direction to the working committee as required. The committee shall be comprised of the following members:

- Member of municipal council.
- Chief Administrative Officer.
- Fire Chief.
- Fire Prevention Officer.
- North Station Chief.
- South Station Chief.
- Firefighter Representative.
- Municipal Citizens (2).
- Office of the Fire Marshal representatives.

Working Committee

The steering committee will establish working committee(s) to deal with master planning issues such as the following:

- Economic circumstances.
- Geography and topography.
- Governance.
- Training of fire department personnel.
- Fire prevention.
- Fire cause determination.
- Public fire safety education.
- Human resources.
- Water supplies.
- Emergency communications.
- Emergency response.
- Public attitude.
- Apparatus and equipment.

Examples of persons who may be requested to serve on a sub committee(s) might include:

- Municipal treasurer.
- Municipal planner.
- GIS technician.
- Manager of Environmental Services.

- Fire department officers.
- Industry representatives.
- Fire department trainer-facilitators.
- Windsor Fire Department Apparatus Division representative.
- Municipal IT manager and fire department communications technician.
- LaSalle Police Department communications representative.

Each sub committee area will be addressed by a written report to the steering committee.

Each committee member is expected to:

- Promote the process with representative group(s) and with the fire service.
- Be responsible for representing the interests of his/her organization by tabling appropriate issues and information.
- Taking non-confidential information and issues back to the committee or group he/she represents.
- Maintain confidentiality of the information and discussions which have taken place unless otherwise directed by the project manager.
- Declare, in advance, any potential conflicts of interest.
- Be an active participant at all meetings, share information, offer opinions and seek the opinions of others and be open to compromise with regard to objective issues.
- Show respect for the views of others.
- Initiate discussion and contribute to the development of new ideas and concepts.
- Evaluate, clarify, and deliberate conflicting ideas and viewpoints so that the best possible solution is maintained.

Kingsville Fire Department staff and municipal administrative staff will collect data and information pertaining to the policy and operational areas of the department. Regular updates on the status of the master planning process will be provided to council. The Kingsville Fire Department administrative staff will prepare agendas and maintain minutes for the steering committee. The steering committee will have regularly scheduled monthly meetings and additional meetings as required.

DELIVERABLES AND MILESTONES

Clear and measurable time frames will be established for the creation and subsequent implementation of the plan once it is approved by council. The plan will be completed by July 15, 2009. The implementation completion date will be determined by the plan. The completion dates for each milestone are as follows:

<u>Milestone</u>	<u>Completion Date</u>
Establish Planning Context	May 12, 2008.
Complete Terms of Reference	July 30, 2008.
Establish Planning Components and Locations	September 15, 2008.
Establish Committee Members and Work Teams	September 15, 2008.
Set Committee Meeting Dates	September 15, 2008.
Analyze, Evaluate Risks/Capabilities	March 15, 2009.
Prepare Action Plan	May 15, 2009.
Develop Implementation Strategies	June 15, 2009.
Implement Master Plan	July 15, 2009.
Monitor and Evaluate	Ongoing.
Benchmark	Ongoing.
Review and Revise	Ongoing.

COMMUNICATIONS

Throughout the development of the master fire plan, all communications with the media or public on the master planning process will be channeled through the steering committee via the Chief Administrative Officer.