

Background

In 2012, the Office of the Fire Marshal (OFM) conducted a review to assist the City of Greater Sudbury (CGS) in meeting its legislative responsibilities under Part II of the Fire Protection and Prevention Act, 1997 (FPPA). The review was to address fire prevention components including public education, fire safety inspections, enforcement and investigations. Upon completion, the review would provide CGS with recommendations to improve the effectiveness and efficiency of the delivery of fire prevention and public education services to the citizens of CGS, while meeting obligations under the FPPA.

The scope of the review included:

- Establishing and Regulating By-Law,
- risk assessment to identify high and extreme risks in the municipality,
- fire inspection practices and protocols (training, frequency, enforcement, utilization of non-traditional staff),
- public education programs development and utilization,
- fire investigations to assist in improving fire service delivery gaps,
- evaluate current pre-plans in place and identify gaps, and
- interaction between various CGS services (improving response to issues).

The Ontario Fire Marshal (OFM) Review of Fire Protection Services (Fire Prevention) in the CGS dated May 23, 2012, was distributed to the Community Services Committee meeting on May 28, 2012.

The review identified that Greater Sudbury Fire Services (GSFS) was conducting many of the required activities; however, were doing so in the absence of set objectives and outcomes. There were opportunities to improve the safety of the public and front-line fire service personnel, while reducing liability to the municipality. The review also identified a number of potential issues beyond the legislative authority of the OFM, but that may impact on fire department operations.

In 2014, Council accepted an Update Report – OFM Review of Fire Protection (Prevention) Services (see Appendix A), from the Chief of Fire and Paramedic Services. Chief Fire Prevention Officer, Marc Lanthier provided an electronic presentation regarding the workplan for the OFM Review. This update report identified that 95% of the recommendations would be completed by the end of 2014. While a priority for the Fire Prevention Section to complete, the demand to maintain inspection services for the citizens of Greater Sudbury continues to increase and some recommendation implementation work continues today.

Analysis and Ongoing Challenges

The OFM Review recommendations, concerning a by-law to establish and regulate a fire department and provision of sufficient enforcement of fire legislation on a 24-hour basis, were addressed through the creation of By-Law 2014-84. Platoon Chiefs, Fire Prevention Officers and By-Law Enforcement Officers are now actively involved in

enforcement and prosecutions of fire related offences. Training on the issuance of Provincial Offences tickets and specific sections of the Fire Protection and Prevention Act has been delivered to the Platoon Chiefs.

A recommendation that Council consider a formal collaboration between Fire Services and Building Services on plan review of new construction projects was implemented. This resulted in the temporary funding of a Fire Prevention Officer for plan review for five years (2013-2017) by Building Services. Funding ended in 2017; however, a Fire Prevention Officer continues to work full time on plans review. In the first 10 months of 2019, the plans examiner completed **683** plans review/inspections of new construction projects.

Work on the recommendations concerning the development, approvals and implementation of operational guidelines, and the training of Fire Prevention staff is ongoing. The Fire Prevention Section conducts bi-weekly training, attends OFMEM training webinars and Ontario Fire College courses. Operating Guidelines are currently under revision to better reflect today's Fire Service and provide consistency for Fire Prevention Section activities.

Recommendations for a records management system were addressed in 2015 through the purchase of the Firehouse software program. The implementation of this records management system provided for the accurate retention of staff training records, payroll, fire inspections, education and enforcement activities, identification of high-risk occupancies, input of fire pre-plans and other pertinent information. This system has also addressed the recommendation for the transfer of relevant fire scene assessment and investigation information to the Fire Prevention Section by suppression staff. Mobile data terminals have been installed in all career response apparatus and are currently being tested in two volunteer response areas. These terminals provide timely access to the computer aided dispatch from 911 Fire/Police communications. Information such as tactical pre-incident plans and occupancy risk data is available on route.

Recommendations concerning Fire Services' utilization of the OFM Integrated Risk Management Model, which was under development in 2012, have not been implemented. The OFM Risk Model was designed to prioritize buildings for routine fire safety inspections but has not been implemented provincially and the OFM Model has been placed "under review". GSFS has developed its own risk model in 2015 and has shared this model with the OFMEM for consideration. While the OFM model remains under review, the Fire Prevention Section continues to identify all extreme and high risk occupancies in Greater Sudbury.

At the time of the OFM Review Report, GSFS had approximately 1700 outstanding property files requiring follow up to address the fire safety concerns. To ensure that these properties are in compliance, Fire Prevention Officers have been required to attend each property to review the outstanding fire safety concerns. Fire Prevention Officers must complete this work while carrying out their regular inspection duties. In 2014, it was anticipated that the completion of this project would exceed three years with two Fire Prevention Officers assigned to the project on a full-time basis. Due to

increased workload and the inability to assign Fire Prevention Officers on a full time basis, completion of this project remains ongoing. Ontario Regulation 150/13 under the Fire Code was passed into law in 2014. This legislation requires annual inspections of vulnerable occupancies such as care facilities, treatment occupancies and retirement homes by Fire Prevention Officers, as well as participation in annual fire drills at these facilities. This requirement was identified as a significant workload for all municipal fire services. In 2019, Fire Prevention Officers completed the mandatory inspections and safety drills at all 54 vulnerable occupancies within Greater Sudbury. In the first 10 months of 2019, Fire Prevention Officers also performed **893** inspections resulting from complaints or requests. Since the writing of the original Review report in 2012, there remain approximately **416** outstanding property files requiring follow up inspections/verification. A Fire Prevention Officer has been dedicated to continue to work toward achieving completion of these outstanding files with an expected completion date of January 2021.

The recommendation concerning formal media partnerships was implemented. This initiative provided benefits to all area fire departments, however was fully funded by GSFS. Media and stakeholder campaigns have been built for the delivery of fire prevention and public safety fire messaging. CGS Communications staff, working with the Fire Prevention Section and Fire Administration, have recently upgraded the Fire Services messaging and design on the corporate website.

Recommendations concerning public education activities and interaction between the various fire services sections have been implemented. All requests for suppression staff or Public Safety Officers to attend at schools, station tours, special events, home shows etc., are coordinated through the Fire Prevention Section. This ensures that public fire safety messaging is consistent and addresses concerns identified by suppression staff at fire scenes and by the OFMEM. Presentations such as planning home escape plans and prevention of fires while cooking continue to be delivered. Delivery of fire safety messaging has been further enhanced by using social media platforms to reach a broader audience. Communications training of Platoon Chiefs, Public Safety Officers and senior fire administration staff in the use of social media has occurred.

In conclusion, the original OFM Fire Prevention Audit Review outlined 25 recommendations (see Appendix A). Of the 25 recommendations:

- 23 recommendations have been implemented;
- the recommendation pertaining to the geographical deployment of Fire Prevention staff has not been implemented due to the occupancy types not being equally distributed across the Ward system. The recommendation may be deferred for future consideration. Inspection complaints are assigned evenly amongst the FPOs;
- as outlined above, the recommendation pertaining to the review and closing of outstanding files and open inspection reports is ongoing with an anticipated completion in January 2021.

FIRE PREVENTION OFM REVIEW UPDATE
SEPTEMBER 2012, JANUARY 2014, UPDATED DECEMBER 2019

#	OFM RECOMMENDATION	ACTION	STATUS
1	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services completes a risk assessment utilizing the OFM Fire Risk Sub-Model to assist with the development and update of public education, fire safety inspection and investigation programs and services. Council then resubmits its Annual Compliance Declaration to the OFM.	An initial fire risk report was created using the former OFM risk assessment tool. The OFM IRM Model has been placed "under review". Greater Sudbury Fire Services developed its own risk model in 2015 and has shared this model with the OFMEM for consideration.	Complete O.Reg.378/18 Community Risk Assessment is required to be completed every 5 years beginning July 1, 2024.
2	The Council of Greater Sudbury revises the Establishing and Regulating By-Law that defines core services and the level of fire protection services specific to fire prevention based on the completed risk assessment.	The Establishing and Regulating By-Law was update in 2014. This will be an ongoing risk assessment process that will be embedded in the CGSFS records management system.	Complete
3	The Council of Greater Sudbury designates sufficient staff to ensure the enforcement of municipal By-laws on a 24-hour basis including municipal fire related By-laws.	In cooperation with By-law Services, the Platoon Chiefs have received training to assist Prevention Services with the enforcement of fire related by-laws such as fireworks and open-air burning.	Complete
4	The Council of Greater Sudbury ensures a policy is developed and implemented to provide written delegation to the Chief Fire Prevention Officer as Chief Fire Official where referenced in the Ontario Fire Code for sections requiring "approved".	Complete	Complete
5	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops, approves, implements and reviews on an annual schedule all fire prevention operating guidelines. Furthermore, all fire prevention staff is trained to the established operating guidelines.	Since the writing of the initial report, the Fire Prevention Section continues to develop, implement and review operating guidelines. FPO's are trained on the operating guidelines prior to implementing.	Complete
6	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services utilizes the OFM Fire Risk Sub-Model for prioritizing building stock to develop a routine fire safety inspection program to target extreme and high risk occupancies. The sub-model requires over and above the current Fire Prevention Officers' work load.	The OFM fire risk model continues to be used to assist prioritize building stock and identify high-risk occupancies. The OFM IRM Model has been placed "under review". Fire statistics and origin and cause of fires also assist in identifying area of the City which require addition Fire Prevention resources.	Complete
7	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops and implements an operational guideline to ensure all fire prevention staff utilizes a method to ensure consistent municipal fire prevention files. The OFM is changing the reports Fire Prevention will be using. The Section will attend a seminar on the new technical guidelines in November.	CGSFS has adopted all OFM reporting formats and further embraced the utilization of the OFM's Inspection Enforcement Guideline. Operational guidelines have been developed pertaining to consistent and accurate municipal fire prevention files. A new record management system has been implemented.	Completed
8	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services conducts a review of all property files to ascertain all outstanding fire code violations or fire hazards including the provision of an approved fire safety plan to ensure the building is compliant with the Ontario Fire Code. An operational guideline is to be developed to assist in choosing the most appropriate enforcement options pursuant to FPPA and <i>Provincial Offences Act</i> .	Fire Prevention had initially 1,700 outstanding files that required follow up to achieve code compliance. Fire Prevention now has approximately 416 remaining that are being addressed amid existing full work plans that since the writing of the initial report the fire code changed that now requires the annual inspection of all vulnerable occupancies within the CGS.	Ongoing (estimated completion date January 2021)

#	OFM RECOMMENDATION	ACTION	STATUS
9	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services considers integration and deployment options of fire prevention staff for all areas in the delivery of fire prevention services to improve efficiencies, reduce travel time and increase inspections. The Ward system has been implemented.	Deployment of inspection staff is dependent on mandatory inspections required by the fire code, as of January 2014, fifty (50) vulnerable occupancies were added as annual mandatory inspections. Remaining inspections are now based on the OFM Risk Sub Model with an emphasis on those building classifications most likely to be a fire risk to both occupants and firefighters.	Not Complete <i>This recommendation will not be implemented at this time.</i>
10	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services reviews and revises Policy Fire-OP-206 G-PINP - Fire Company Inspection/Pre-Incident Plan into two separate operational guidelines for suppression staff. Develops a guideline for the purpose of pre-planning of high and extreme risk occupancies and other guidelines for the inspection of low risk occupancies.	This recommendation has been implemented and was carried out in collaboration with the mandatory inspections of all CGS vulnerable occupancies. Pre-incident planning will continue to be a regular function of suppression services.	Completed
11	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services provides additional resources to conduct fire prevention inspections for all areas of Greater Sudbury in accordance with the risk assessment.	Fire Prevention has worked in collaboration with Building Services to provide an additional resource (Plan Examiner) pertaining to the Plans Review, Site Plan and Building Permit Inspections for new construction and existing building upgrades.	Complete
12	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services considers the merits of a formal partnership with media campaign stakeholders to maintain the public education and media program.	CGSFS has initiated a new public safety announcement in partnership with CTV and First General Restoration through multiple media outlets.	Complete
13	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops an evaluation process for public education activities and programs for specific occupancies and demographics in accordance with the risk assessment. Target the beginning of the school year. The evaluation will include a questionnaire for participants, and a separate evaluation form for the person who invited the activity, to ensure we are delivering the points required.	Fire Prevention has a public education work plan that addresses the CGS educational systems. Public education activities will be aligned with the simplified risk assessment to ensure delivery of appropriate public education topics throughout the CGS. Audiences are requested to complete an evaluation including a questionnaire after every fire safety presentation.	Complete
14	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops operational guidelines for public education and addresses interaction between Sections for the transfer of information.	CGSFS has developed and implemented a public fire safety education operational guideline integrating Suppression and Fire Prevention for public fire safety education. (Eg. Station tours, school visits, daycares)	Complete
15	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops and implements a smoke alarm operational guideline and program to all areas of the municipality.	As above, with the vast geography CGSFS will carry out this recommendation with a dynamic prime-time smoke alarm public safety announcement and further utilize social media platforms to reach other target groups.	Complete
16	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops an operational guideline to provide the transfer of relevant fire scene assessment and investigation information to the Fire Prevention Section for the purposes of updating the risk assessment and relevant programs and activities.	This recommendation has been accomplished with the full implementation of the new records management system.	Complete

17	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services adheres to the <i>Occupational Health and Safety Act (OHSA)</i> for all staff conducting fire scene assessments and investigations. <i>A list is being created for a "field kit" and an "office kit." A review of pertinent OHSA guidelines will be conducted.</i>	Appropriate personal protective equipment (PPE) has been distributed with required training delivered.	Complete
18	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services reports all fire incidents to the Office of the Fire Marshal that meets the criteria as stated in the Fire Marshal's <i>Directive 2011-01: OFM Notification of Fires and Explosions</i> .	Completed	Completed
19	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops a formal indoctrination process and training program to ensure all fire prevention staff are trained as required to perform their municipal and legislative responsibilities and duties.	Completed	Completed
20	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops and provides Fire Prevention staff with the required equipment for the performance of their duties.	Completed	Completed
21	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services develops an operating guideline to identify the duties and training requirements for Fire Suppression captains when conducting an inspection for compliance with the <i>Ontario Fire Code</i> .	Suppression crews continue to complete pre-planning of buildings to become familiar with the building and fire suppression and protection equipment. All hazards identified by the suppression crews are brought to the attention of Fire Prevention to evaluate and rectify.	Completed
22	The Council of Greater Sudbury considers a formal collaboration between the City of Greater Sudbury Fire Services and Building Services to clarify roles and responsibilities of municipal staff for the purpose of plan reviews to ensure a timely and effective delivery of services.	Completed	Completed
23	The Council of Greater Sudbury in consultation with their Legal Services develops a policy pertaining to the retention and purging of Fire Services Division records.	Completed	Completed
24	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services consolidates paper and electronic resources into a records management system accessible to all Sections of the Fire Division.	Completed	Completed
25	The Council of Greater Sudbury ensures the City of Greater Sudbury Fire Services provides access to Citrix database to all Fire Prevention staff.	Completed – Citrix has been replaced with Firehouse database	Completed