



KINGSVILLE FIRE SERVICES

REVIEW

October 2020



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KINGSVILLE FIRE SERVICES REVIEW

EXECUTIVE SUMMARY

The Kingsville Fire Department (KFD) is the Town of Kingsville's "all hazards" emergency response organization. KFD provides Town of Kingsville residents, visitors and businesses with protection against loss of life, property and the environment from the effects of fire, illness, accidents and all other hazards. Through emergency preparedness, public fire safety education, strict fire safety standards and enforcement, and effective emergency response the department strives to provide the highest level of service to the citizens and visitors of Kingsville.

The Municipality's changing population will affect the demand for some emergency services. Combined with climate change, extreme weather events, along with the agri-industry expansion there is an increasing need for KFD to be proactive in terms of emergency planning preparation and specialized service delivery.

The consideration of a new fire master plan is identified to enable KFD to solidify commitment to continuous improvement, based on local needs and circumstances, which will support KFD in achieving its objectives through to 2030.

The Kingsville Fire Department along with support from Town Administration have undertaken this review to provide recommendations for Council's approval and support. This review is necessitated in part because of a recent Water Rescue Call on Monday September 7, 2020 at 4:02 a.m.

A distress call from a vessel was received with 3 persons requiring rescue. The Department responded and the rescue boat was launched from Cedar Island boat ramp with two firefighters on board. The joint response was initiated involving the Canadian Coast Guard OPP, Essex-Windsor EMS.

Challenging conditions existed, including darkness, high winds and approximately 6-8 foot wave height. Before the team could achieve its objectives, the Kingsville vessel capsized resulting in both firefighter rescuers, and their equipment in the water.

The rescuers who were also injured during their rescue called a "MayDay". (MAYDAY is an international distress signal used in the shipping industry and emergency services to indicate immediate dire circumstances and means... "Help "Me").

Assistance to the agencies already on scene was received from the US Coast Guard during this event. An additional call was received requiring a second response by the department. The result of this significant “Close Call” included the eventual rescue of the two firefighters and the original 3 civilian persons. The firefighters involved are recovering from non-life threatening injuries. Activities are underway to replace the rescue boat that was damaged beyond repair.

The impacts on the Kingsville Fire Department have been sobering and have included amongst some of its members, anxiety, sadness, anger and remorse.

The Chief Administrative Officer, being new to his position, was inundated with expressions of concern from firefighters, officers and some family members. The Human Resources Manager also received calls, e-mails and met with some staff.

The Fire Chief and shortly afterwards the Deputy Fire Chief are not in the workplace at this time.

A Town Hall type meeting was conducted with the Department Membership by the CAO. The CAO, updated Municipal Council, and was directed to seek some assistance to ensure services are maintained. This review was to include any immediate challenges within the department along with impacts of this incident and the lingering impacts of previous events involving members of the department in 2016.

The Town of Amherstburg CAO was approached to establish whether there was an opportunity to receive some assistance from the leadership of the Amherstburg Fire Department. Fire Chief, Mr. Bruce Montone proposed a review team approach utilizing several available fire service professionals to provide assistance by way of a timely review, and include recommendations for consideration.

The Terms of Reference included:

1. In view of the request by the Town of Kingsville on September 29, 2020 that assistance be provided by the Town of Amherstburg and its Fire Chief, it is considered advisable to review and evaluate the existing fire protection services situation and facilities of the department to determine what priority changes, if any, should be considered in order to address or improve the efficiency and effectiveness of such services.
2. To conduct a preliminary assessment of the Municipality's present status and to propose an action plan to address any issues identified. To develop, where necessary, a framework for improvements in the Fire Protection Services delivery

system, which may include additions, modifications and timeframes for implementation.

3. To assist municipal and fire department representatives in preparing an implementation plan that promotes self-determination by the municipality and puts interim processes in place intended to support staff and ensure services to the public continues seamlessly.

The Review will include an evaluation of the department's organization, methods, practices, and staffing as it relates to the delivery of services and the requirements of the Fire Protection and Prevention Act. Priority functions under review are:

- mandatory fire prevention and public education requirements
- maintenance of appropriate suppression capabilities
- review of monitoring and evaluation processes
- consideration of issues raised by staff
- implementation of a process to ensure strategic oversight of day to day operations of the fire service during the absence of Chief Officers
- assistance with a transition plan

The review team over the course of the month of October gathered information and heard from staff at every level, on more than 60+ issues. This would be an unrealistic task to provide the CAO and council with the detail required to thoroughly examine each issue. Many of the issues fall into strategic level groupings of initiatives for consideration. In considering solutions to the higher-level groupings, all of the identified issues can and should be resolved.

Attached please find a summary of recommendations identified that have been listed by the review teams' suggested priority order, for resolution. Additional details describing the background considerations of the recommendations are included in the full report.

The Review Team is available and prepared to provide staff tasked with implementation, with additional details and information should it be required.

The Review Team would like to acknowledge the assistance and support of CAO John Norton, Human Resources Manager Jennifer Galea and Treasurer Ryan McLeod. It is important to acknowledge all members of the Kingsville Fire Department, who throughout the review were forthright, open to discussion, and are excited about the future.

Council is to be commended for taking immediate action to ensure that the legislative obligations of the fire service were addressed, with the appointment of Mr. John

Quennell as Deputy Fire Chief and CEMC. Chief Quennell has been assigned to provide oversight of day-to-day operations of the fire service during the absence of Chief Officers and will guide the staff through transition and implementation of these recommendations. It should be noted that work on many of the recommendations is already underway, without the need for additional funding & utilizing current approved 2020 estimates.

SUMMARY OF RECOMMENDATIONS

R-01 It is recommended that the Kingsville Fire Department strengthen its participation in the Essex County First Responder Peer Support Coalition. The Department should ensure sufficient numbers of staff be trained in peer support. As soon as possible, provide Education and Awareness sessions to all responders including their partners/spouses. Education and Awareness of Mental Health and Wellness management be a mandatory part of the ongoing firefighter Training Program.

R-02 It is recommended that the Kingsville Fire Department implement as part of the Municipal Corporate Health and Safety Program, legislatively compliant components based on their differing needs and scope for specific elements required. The following basic items should be considered:

- Individual responsibility
- Joint occupational health and safety committees
- Health and safety rules
- Up to date work procedures
- Employee orientation
- Training
- Workplace inspections
- Reporting and investigating of all accidents/incidents
- Emergency procedures
- Medical and first aid for employees
- Health and safety promotion
- Workplace specific items

R-03 It is recommended that an on-going strategy to address Staff – Recognition initiatives, Improvement of Moral and Staff Engagement within the department be developed funded and implemented.

R-04 It is recommended that the newly appointed CEMC conduct a thorough review of the Community Emergency Management program and Ensure that the program is compliant with the Emergency Management and Civil Protection Act R.S.O. Further that

the Gaps identified in this report be given priority for improvement and include involvement of all Municipal Departments.

R-05 It is recommended that the Kingsville Emergency Response Plan be updated and revised following a review and that Municipal Council, approve the updated Plan.

R-06 It is recommended that the Finance Department assist the Officers of the Fire Department to ensure training, on financial best practices, policies and procedures and to ensure the training received is utilized.

R-07 It is recommended that the recently appointed Deputy Chief work closely with the Treasurer, and the CAO to reduce the risk to the Corporation and Employees, and to ensure appropriate resources are allocated to the Department.

R-08 it is recommended that the Position of Training Officer/ Public Educator be re-scoped with the intent that both vitally important portfolios be properly resourced to ensure effectiveness.

R-09 It is recommended that the fire department management team work with the Human Resources Department to implement a Succession Planning process that includes; The Identification of critical positions, competency or position profiling, developing internal talent, an action plan and systematically monitoring of results.

R-10 It is recommended that the fire department management team seek out current, relevant programming for Officer Development and implement an Officer Development and Leadership program that becomes mandatory learning for current and future officers.

R-11 It is recommended that the Town of Kingsville seek out current, relevant consulting agencies and contract an agency to provide a Fire Master Plan with an outlook to 2030.

R-12 It is recommended that the Administrative support position be excluded from any bargaining unit.

R-13 Following an update to the Community Risk Assessment, it is recommended that the Establishing and Regulating By-Law 016-2014 be reviewed and amended to reflect structure of the Department as required to reflect changes directed by Council guided by the recommendations contained in this review. The efforts focus on Rank Structure, Visual Identity, Span of Control, Division of Work, Cultural Changes, and Governance considerations.

R-14 It is recommended that the formulation of a written policy statement detailing fire prevention programs and activities be developed and implemented, with appropriate resourcing to comply with the policy.

R-15 It is recommended that the department implement an inspection policy that reflects the program considerations, resource requirements and challenges. Further, establishes a schedule that sets the frequency of inspections, which is achievable and appropriately suited to the risk profile of each occupancy type and resourced appropriately.

R-16 It is recommended that the chief of the fire department and such members as the chief designates, be appointed as inspectors under the provisions of, the Building Code Act by way of a municipal by-law.

R-17 It is recommended that the municipality consider allowing employees who are also volunteer firefighters to respond during their shift, having due consideration for safety and the business priorities of the departments in which they work.

R-18 It is recommended that the municipality examine the capacity of the Department to continue Technical level Rope Rescue with due consideration to only providing Operations level response.

R-19 It is recommended and is strongly encouraged that a review of response types and frequency be undertaken to ensure proper training and procedures are in place for both Kingsville and Leamington fire services. That the provincially coordinated Mutual Aid System is only being implemented for those responses that are beyond the day to day capabilities of the home fire department.

R-20 it is recommended that a Formalized Mandatory Post Fire Evaluation Program be implemented through a SOP for all responses not considered routine.

R-21 it is recommended that the “actions underway and the recommendations” included in the PIA for the Sept. 7/20 Water Rescue Incident be supported.

R-22 it is recommended that Critical Injury/Death or Hospitalization next of Kin notification procedures be developed and implemented through a SOP

INTRODUCTION

Kingsville Fire Department (KFD) is the Town of Kingsville's "all hazards" emergency response organization and provides Kingsville residents, visitors and businesses with protection against loss of life, property and the environment from the effects of fire, illness, accidents and all other hazards through preparedness, prevention, public education and emergency response.

Recently, during a Water Rescue Call on Monday September 7, 2020 at 4:02 a.m. a distress call from a vessel was received with 3 persons requiring rescue. The Department responded and the rescue boat was launched from Cedar Island boat ramp with two firefighters on board. A joint response was initiated involving the Canadian Coast Guard OPP, Essex-Windsor EMS.

Challenging conditions existed, including darkness, high winds and approximately 6-8 foot wave height. Before the team could achieve its objectives, the Kingsville vessel capsized resulting in both firefighter rescuers, and their equipment landing in the water.

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5. To conduct a preliminary assessment of the Municipality's present status and to propose an action plan to address any issues identified. To develop, where necessary, a framework for improvements in the Fire Protection Services delivery system, which may include additions, modifications and timeframes for implementation.
6. To assist municipal and fire department representatives in preparing an implementation plan that promotes self-determination by the municipality and puts interim processes in place intended to support staff and ensure services to the public continues seamlessly.

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- mandatory fire prevention and public education requirements
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- implementation of a process to ensure strategic oversight of day to day operations of the Fire Service during the absence of Chief Officers
- assistance with a transition plan

The review team over the course of the month of October gathered information and heard from staff at every level on more than 60+ issues. This would be an unrealistic task to provide the CAO and council with the detail required to thoroughly examine each issue. Many of the issues fall into strategic level groupings of initiatives for consideration. In considering solutions to the higher-level groupings all of the identified issues can and should be resolved. Attached please find the recommendations identified that have been listed by the review teams' suggested priority order, for resolution. Paragraphs describing the background precede the recommendations. The Review Team is available and prepared to provide staff tasked with implementation, with additional details and information should it be required. The recently appointed Deputy Chief will be provided with a complete list of all 60+ issues identified.

The Review Team would like to acknowledge the assistance and support of CAO John Norton, Human Resources Manager Jennifer Galea and Treasurer Ryan McLeod. It is important to acknowledge all members of the Kingsville Fire Department, who throughout the review were forthright, open to discussion, and are excited about the future.

Council is to be commended for taking immediate action to ensure that the legislative obligations of the service were addressed, with the appointment of Mr. John Quennell as Deputy Fire Chief and CEMC. Chief Quennell has been assigned to provide oversight of day to day operations of the Fire Service during the absence of Chief Officers and will guide the staff through transition and implementation of these recommendations.

RECOMMENDATIONS

Health & Wellness

According to the Centre for Addiction and Mental Health (CAMH, Toronto, Ontario) ***PTSD in the First Responder World:***

There has been increasing media coverage about Health and Wellness for first responders and their families over the past several years, particularly with the number of Canadian and US soldiers returning from the Middle East reporting high levels of psychological distress. Highly respected Canadians such as Lieutenant General Romeo Dallaire and Lieutenant Colonel Stéphane Grenier have courageously opened up about their own battles with post-traumatic stress disorder (PTSD).

Addressing mental health and assisting first responders, is not a new concept. Descriptions of clusters of symptoms in response to trauma have been noted for many years. It is not limited to soldiers – symptoms of stress can develop in responders exposed to different types of traumas (some examples include motor vehicle accidents, assault or abuse, natural disasters and near death experiences).

What exactly is PTSD or Serious Cumulative Stress Reactions?

Symptoms may be grouped into clusters, which include:

- *intrusive - these might include memories, nightmares, triggers*
- *avoidance - of memories or triggers*
- *negative changes in thoughts, mood or behaviour – these might include negative beliefs about self or others, blaming of self or others, forgetting parts of the trauma, persistent negative emotions, emotional numbing, detachment from others, loss of interest in things normally enjoyed*
- *marked changes in arousal and reactivity – these might include irritability, recklessness, hypervigilance, strong startle response, concentration or sleep difficulties*

What constitutes a “trauma” can vary somewhat, but it typically involves witnessing deaths of others, or experiencing or witnessing violence or significant threats to the safety of oneself or another. The very nature of first responders’ work lends itself to exposure to potentially traumatic incidents on a regular basis.

First Responders: They run in when everyone else runs out!

First responders are people who respond to the scenes of emergencies and include firefighters, police, and paramedics, among other emergency personnel. Because their work by definition often involves witnessing deaths and injuries, the number of potentially traumatic scenes they attend to in one week may be more than what some people experience in their lifetime! While they may become used to such scenes (build

coping skills), particular calls may cause more distress, such as the deaths or major injuries of children. First responders have typically worked in a “suck it up” culture – not only for others, but for themselves as well. Thus, various types of stress reactions or even posttraumatic symptoms can gradually and progressively build up over time.

Increasing numbers of traumatic incidents can result in cumulative trauma. The stigma associated with being a “helper” who then asks for help has tended to be prevalent in first responder organizations and can be a significant barrier to seeking much needed help.

Other factors can influence distress in first responders as well, including abuse of others, disruptions to family and social lives, and perceived lack of organizational support.

Often, first responders may have continued to work for a long time despite reduced ability to cope, and continue to be routinely exposed to potentially traumatic situations. Eventually, they may reach a “breaking point”, even after what may appear to be a relatively minor event. A comparison can be made to injuring one’s ankle. If one continues to walk on the ankle without allowing it to heal, the ankle may become vulnerable to re-injury, or to lighter levels of stress.

Despite the best efforts of employers, nearly half of all Public Safety Personnel in Canada struggle with symptoms consistent with one or more psychological disorders. This national crisis is partially due to the inability of traditional Employee Assistance Programs to offer culturally competent healthcare services for this deserving group.

Locally throughout Essex County First Responder Organizations, Canadian Mental Health Association, Clinicians, and Treatment Partners have created a First Responder Coalition, which was funded for the first 3 years by a grant from the Ministry of Labour. Partnerships have been forged with several peer assistance groups and programs such as R2MR, Wounded Warriors and many others to form help, assistance and educational programming for responders and their families.

This is just the beginning of a conversation...

[R-01 It is recommended that the Kingsville Fire Department strengthen its participation in the Essex County First Responder Peer Support Coalition. The Department should ensure sufficient numbers of staff be trained in peer support. As soon as possible, provide Education and Awareness sessions to all responders including their partners/spouses. Education and Awareness of Mental Health and Wellness management be a mandatory part of the ongoing firefighter Training Program.](#)

Work Place Safety

An effective workplace Health & Safety program requires the cooperative involvement of all employees. The Occupational Health and Safety Act, R.S.O (OHSA) refers to this as the Internal Responsibility System. A joint health and safety committee is a forum for cooperative involvement of employees representing both workers and management. Such committees are statutory requirements for organizations of a specified minimum size in most Ontario jurisdictions. The responsibilities (duties and functions) of committee members are specified in the OHSA.

A joint health and safety committee brings together worker's in-depth, practical knowledge of specific jobs and management's larger overview of job interrelationships, general corporate policies and procedures.

To function properly, the committee needs an appropriate structure, a clear statement of purpose and duties, and standard procedures for meetings. An employer does this by establishing terms of reference for the committee and by allocating adequate resources.

The employer must establish committees that are organized and operate in compliance with the law. To be effective, they involve the widest range of employees, and provide resources (e.g., time, money, meeting rooms) so the committee can do its work. These requirements are known as "terms of reference".

Common terms of reference include:

- Stating senior management's commitment to act on the committee's recommendations.
- Defining how long a person will serve on the committee (if not specified by legislation).
- Establishing how a committee member will be chosen, which is specifically outlined in the OHSA.

Once the committees' members have been chosen, the committees should participate in decisions on the details of its structure, duties, and procedures and be included in the program Terms of Reference.

Establish a reporting structure. In a general sense, each committee member is responsible to the co-chairperson(s), and the committee as a whole to all employees to fulfill their duties, including prompt follow-up to recommendations is to be expected. The joint health and safety committee members should be active participants in the development, implementation, and monitoring of all phases of the health and safety program and the Internal Responsibility System.

[R-02 It is recommended that the Kingsville Fire Department implement as part of the Municipal Corporate Health and Safety Program, legislatively compliant components](#)

based on their differing needs and scope for specific elements required. The following basic items should be considered:

- Individual responsibility
- Joint occupational health and safety committees
- Health and safety rules
- Up to date work procedures
- Employee orientation
- Training
- Workplace inspections
- Reporting and investigating of all accidents/incidents
- Emergency procedures
- Medical and first aid for employees
- Health and safety promotion
- Workplace specific items

Employee Recognition & Moral

Managing employee moral is a full time job. The majority of the work needs to come from the leadership of the organization. In para – military organizations trust is a major component.

The *2016 Employee Job Satisfaction and Engagement* report from the Society for Human Resource Management (SHRM) found that 55 percent of employees surveyed rated trust as very important to their job satisfaction, but only 27 percent said that they were satisfied with this kind of trust at their organizations.

Discussion amongst the review team identified ways they have been successful in Improving Employee Morale – Don't Worry About #4 it does not have to be expensive!

1. **Communicate** Often.
2. Solicit **Employee Feedback** regularly and often.
3. Make Firm, Sound and Best Practice... **Business Decisions.**
4. Create an effective and valued **Incentive and Recognition** Program.
5. Praise Employees, and **Say Thank you.**
6. Always ensure a **Safe Working Environment.**
7. **Involvement** is key (Regular Team Mtgs Budget mtgs,etc.)
8. **Transparency** is always a best practice and eliminates the Rumour Mill.
9. **Leave the Autocratic approach /methods** for the emergency scene when lives are on the line.
10. **Display Patience**-Workplace stressors come in many forms and affect each person differently.
11. **Have Fun!**

R-03 It is recommended that an on-going strategy to address Staff – Recognition initiatives, Improvement of Moral and Staff Engagement within the department be developed funded and implemented.

Community Emergency Management

Pursuant to the Emergency Management and Civil Protection Act, the Town of Kingsville’s Community Emergency Management Program uses the principles of risk management to save lives and to protect property and the environment, to maintain economic stability and to assure the continuance of critical infrastructure during emergencies and disasters. The Town of Kingsville takes an “all hazards” approach to emergency management and has developed plans to prioritize risk through probability and consequence, whether manmade or natural.

Community Emergency Management Program activities include: identifying the hazards and assessing the associated risk to public safety and security, having emergency plans governing the provision of necessary services during an emergency and the procedures by which employees of the municipality and others respond to the emergency.

Training and exercises are utilized to ensure the readiness of municipal employees and other persons to act under the plan, and carrying out public awareness and education programs on the risks to public safety and on public preparedness for emergencies. The program also includes an emergency operations centre from which to control and coordinate the Town’s response to an emergency and where it can be efficiently exercised.

An Emergency Response Plan was created and was last approved by bylaw 117-2004 by Council at that time. There appears to be some documentation regarding updates to the Plan in 2010, however; Council did not approve those updates. The current plan does not include a functioning Emergency Management Program Committee in compliance with Legislation. Council should approve plans anytime there is substantive updates or modifications and at least every term of Council.

The current gap in regards to Community Emergency Management is a lack of preplans for those vulnerabilities identified in the Risk Assessment portion of the annual compliance report (i.e. Tornados, Evacuations, Flooding etc.) provided to the province. It is essential, that if a community is to be prepared for disaster management that they are aware of the potential hazards and potential events that are possible in the community, and have general plans of actions and considerations. There is currently a gap in the legislatively required and Best Practices recommended by the Province.

Training for all members of the community control group and their designated alternates is very important. This includes IMS 100, Basic Emergency Management EM200 and Note taking EM240 courses.

The following excerpt is taken from the Directive to Municipalities;

All members of the Municipal Emergency Control Group (MECG), as designated under O Reg 380/04, s. 12, are required to annually demonstrate an adequate level of training in each of the following areas:

- *Knowledge of all of the components of the municipal Emergency Management program, including, but not limited to the municipal HIRA and Critical Infrastructure list;*
- *Knowledge of their municipality's Municipal Emergency Plan, including their roles and responsibilities, and those of organizations, which may have a role in response;*
- *Knowledge of the procedures used to activate and operate under the Municipal Emergency Plan;*
- *Knowledge of the notification procedures used to notify members of the MECG when the Municipal Emergency Plan is activated; and*
- *Knowledge of the location, communications infrastructure and technology in their municipal Emergency Operations Centre.*

The provincial Office of the Fire Marshall and Emergency Management (OFMEM) encourages municipalities to strive to conduct training, which goes beyond the requirements listed above. OFMEM Emergency Management Field Officers are highly experienced with the planning and delivery of appropriate MECG training. This could include making suggestions for appropriate topics for this training, facilitating the sharing of training materials that may have been successfully used in other municipalities, or with the delivery of some of the training components.

R-04 It is recommended that the newly appointed CEMC conduct a thorough review of the Community Emergency Management program and Ensure that the program is compliant with the Emergency Management and Civil Protection Act R.S.O. Further that the Gaps identified in this report be given priority for improvement and include involvement of all Municipal Departments.

R-05 It is recommended that the Kingsville Emergency Response Plan be updated and revised following a review and that Municipal Council, approve the updated Plan.

Financial Planning

Financial Planning, Budget and Expenditure control requires the involvement of many within an organization. Fire Services in addition to ensuring those involved are familiar with corporate policies and procedures and should be frequently guided by the Treasurer and finance department staff.

The Kingsville Fire Department (KFD) Budget is influenced and requires:

- Coordinating use of information from suppression activities
- Coordinating use of information from fire prevention activities
- Transitional adjustments for capital stock
- Input into level of service issues
- Developing, controlling and monitoring budgets and adjustment of scope for all accounts
- Coordinating with department divisions
- Identifying alternative sources of revenue and fees for services
- Operating Budget development with division head inclusion
- Capital Budget planning (Asset Plans, Accrual and disposal)
- Purchasing processes & Delegation of Authority

Proper business cases developed by the fire service team will assist with staff engagement and ensure that purchases meet the business requirements of the organization. e.g. often the lowest quotation for items does not result in purchases meeting the needs resulting in inferior equipment or resulting in additional expenditures to correct the inadequacy.

It is also important that planned expenditures once approved be carried out as planned.

The review team identified several examples where staff are required to subsidize or advance the operation of the fire service, financially, in some cases placing the employee and the Corporation at risk. The use of employee personal vehicles for "Duty Calls" (Low priority Responses). The use of Employee Credit Cards for Municipal procurement and then submission for reimbursement, and the Use of Personal Vehicles for clean up and equipment return from emergency scenes.

R-06 It is recommended that the Finance Department assist the Officers of the Fire Department to ensure training, on financial best practices, policies and procedures and to ensure the training received is utilized.

R-07 It is recommended that the recently appointed Deputy Chief work closely with the Treasurer, and the CAO to reduce the risk to the Corporation and Employees, and to ensure appropriate resources are allocated to the Department.

Training

The objective of any fire department training program should be to provide the best possible training so that each person within the department will be capable of operating at acceptable performance levels relative to their rank and assignment.

The municipality, as the employer, shall provide information, instruction and supervision under the requirements of the Occupational Health and Safety Act, Section 14 (2) (a).

The fire ground performance level of a fire department normally serves as a good indication of the type, quality and quantity of training that has been provided. In effect, it measures the efficiency of the system. A good training program is undoubtedly the single most important factor in producing and maintaining a high level of proficiency in any fire department. No person can become knowledgeable in fire protection without proper training to an accepted standard.

Fire prevention and fire suppression are recognized as services that require special skills and technical knowledge. The work of a firefighter is two-fold; to minimize the chances of fire occurrence, and to minimize the losses when fire occurs. Training of firefighters must be carried out by teaching fire prevention and fire suppression skills, by following carefully developed training programs.

The Training Officer currently develops and schedules in-service fire department training programs, which include recruit and refresher training. He also coordinates the work of company officers in the program, supervises all training, and plans training sessions for all fire suppression personnel.

All officers must know the techniques and methods of teaching. They must study numerous textbooks and training manuals on a variety of subjects, and know the new techniques of fire prevention and fire suppression, as they are developed in order to maintain a high degree of efficiency. The training officer also maintains an up-to-date record of the training received by each firefighter and officer.

The Town of Kingsville has recognized the importance of training requirements and also recognized that suitable resources were needed. A Full-time Training Officer/Public Education Officer was added to the complement in 2017 to facilitate the expanding

needs of Training Programs. The current Incumbent was promoted to the position in 2019.

The challenge is that a majority of the time this position is overwhelmed with carrying out Burn Permit Inspections, Business and Personal Services Occupancy Inspections, Re-Inspections generated by the Fire Prevention Officer and Business Licence (Permit) Inspections generated by the municipality. Time is also utilized in a major way to maintenance division duties including, equipment and apparatus inspections and maintenance, hose testing coordination with the stations, and record keeping for all of the aforementioned. Leaving an inappropriate amount of time for the important role of training coordination and development.

As identified in the fire prevention section of this report, this position works with the Fire Prevention Officer. There are several aspects to this important portfolio of Public Education including marketing of important safety information, developing school programs, media messaging for specific educational messaging, targeting specific areas or groups in the community on specific safety concepts and community awareness of important developments that have/or are occurring in the province or community.

This position is also involved as a public information officer during and post incidents of significant interest to the public. Balancing the workload of two extremely important portfolios is difficult at best resulting in less effectiveness in both portfolios.

[R-08 it is recommended that the Position of Training Officer/ Public Educator be re-scoped with the intent that both vitally important portfolios be properly resourced to ensure effectiveness.](#)

All organizations, including fire departments, must have a system in place that will provide for the progression of fire department personnel through the ranks, from recruit to fire chief. The attitude of fire department officials should demonstrate the strong desire to develop and motivate personnel to assume responsibility throughout the department. This attitude must be reinforced and supported by municipal council.

While training and education is made available through the Ontario Fire College and many municipal fire departments in Essex County to provide general knowledge of all fire department activities, modern technology and administrative changes may necessitate specific or specialized instruction and executive development for senior officers. The successful functioning of all municipal departments can be directly attributed to the

administrative, managerial and inter-personal skills demonstrated by those persons who have been placed in positions of responsibility.

Provisions should be in place to provide current officers and future officers for the enhancement of supervisory, managerial and administrative skills so that department officers and senior staff will be prepared to carry out functions (duties and responsibilities) at levels higher than their present rank determines, as well as maintaining and upgrading technical proficiency.

Succession planning will provide for a smooth transition when vacancies in officer positions are being filled while enabling the municipality to benefit from the valuable local experience of internal candidates for Senior level positions.

Recruitment, Selection, Retention and Promotion

A cursory review of the demographic of department members suggests that the future attrition rate is concerning. Additionally, Officers over the next 5 years are expected to, or can retire. A sustainable succession plan is needed.

Most of the planning material is available but needs to be collated into a simple format for all positions in the department to enhance career path development both department developed and self-guided.

The department is developing an Officer Development Program based on the National Fire Protection Association (NFPA) standard requirements that will enhance the skill level and abilities of the officer complement in operations.

The recruitment and selection process is realistic, credible and able to promote qualified individuals. The task is to continually re-evaluate the process. The development needs to extend beyond the operations division to include all divisions in the department.

R-09 It is recommended that the fire department management team work with the Human Resources Department to implement a Succession Planning process that includes; The Identification of critical positions, competency or position profiling, developing internal talent, an action plan and systematically monitoring of results.

Officer Development

The review team was impressed with the candor, forthrightness and willingness of all officers who put forward genuine realistic goals and ideas for consideration. Comments such as, "*Lead by Example and Walk the Talk*", "*I want to take pride in leading again*", "*I want to be developed on how to lead*", "*We need to finish Blue Card Incident Management that we started years ago*".

Officer development includes information on the individual's responsibility for learning and the organizations responsibilities as well. A well thought out program should include the Supervising Officer, the Managing Officer, considerations for the Administrative role of the Officer and the Executive Officer competencies.

One such program is the International Association of Fire Chiefs Officer Development program and Handbook.

R-10 It is recommended that the fire department management team seek out current, relevant programming for Officer Development and implement an Officer Development and Leadership program that becomes mandatory learning for current and future officers.

Master Fire Planning

Master fire plans, properly introduced, are a valuable tool in identifying management options for providing desired strategic fire protection levels to a community. Ultimately, a good plan will lead to a more effective fire service and a more fire safe community.

The master plan, pared to its essentials, presents the programs or projects, the costs, and the schedules for developing and maintaining the fire protection system that has been accepted and approved by council on behalf of the community, based on a price that the public can afford.

The master plan is intended to be directed toward, and used by, the agencies and people responsible for providing fire protection in the community - council, chief administrative officer, fire chief, fire department.

The plan forms the basis for the fire protection budget, through identification and description of time-phased programs and projects to be implemented throughout the planning period; the funding required; assignment of authority and responsibility, and the procedures for carrying out and updating the plan.

The most recent plan approved by Council in 2016 was primarily operational in nature and did not provide strategic vision for the Municipality. It was difficult to ascertain if some recommendations within the plan were fully completed and which were abandoned.

R-11 It is recommended that the Town of Kingsville seek out current, relevant consulting agencies and contract an agency to provide a Fire Master Plan with an outlook to 2030.

Administrative Support

Managerial issues exist in all fire service delivery programming and the operations of divisions including; Administration Fire Prevention, Training, Communications, Equipment & Maintenance and Human Resource functions.

The quality of fire protection services delivered to the community is directly linked to effectiveness of how the management function is structured, resourced and implemented.

Although the objectives of management functions have not changed the scope of the responsibilities, authority, and accountability has as we attempt to manage, Physical, Human and Financial Resources.

The Division of Work in all support areas is marginally satisfactory. As the organization has grown and evolved significantly, the size and complexity of the Fire Services, results in the need for more extensive coordination of the Administrative Support for the divisions and units.

Line of authority is established within the divisions, however the relationship to the whole of the department is limited to task activities. Corporate authority for decision making necessary to complete tasks is elsewhere within the corporation, outside the Bargaining Unit. This can restrict the performance of the organization, as individuals and senior officers must constantly consult with managers of which there is only Two. Simple volume and accessibility to the managers, and therefor requires these managers to perform many lower level managerial duties. Present Managers commit a major part of their time to supervisory roles, which limits the time available for other important managerial duties and responsibilities.

An example would include Personnel Management including recruitment, selection, training, promotion, discipline and moral. Personnel management activities also include attendance, employee wellness, safety and the application of policies and procedures. Due to workload alone, very little time is left for productivity management, including records and reports, operational procedures and policies.

Presently 2 managers are responsible for approx. 56 staff. A single unionized Support staff member who is within the corporate bargaining unit is tasked with supporting the whole system.

Financial Management activities are as a result, restricted to basic accounting and budgeting functions; little time is involved in the most important financial management function of planning and research. Planning for the future needs of the service and the community in the short, medium and long term is the only way to avoid, managing by crisis. Continuous monitoring and evaluation/analysis of funds, provides managers and the corporation with insight into accountabilities necessary for the administration of public funds. Inventory and procurement activities for resources are not appropriately monitored. Accountability is central to public service delivery.

The Fire Department Administrative Assistant provides office and administrative support to the Fire Chief, the Deputy Chief and the entire Fire Service Team. This role is critical for the smooth running of the business.

Duties in the past traditionally included fielding telephone calls, receiving and directing visitors, word processing, creating spreadsheets and presentations, and filing. Today the needs of the organization have become more sophisticated and demanding as the team has grown and the transparency and accountability of the public service has evolved.

Administrative Assistant skills, competencies & proficiencies requires:

- Proficiency in Microsoft Office
- Analysis skills
- Professionalism
- Problem solving
- Multitasking abilities
- Inventory control
- Verbal communications
- Knowledge of office administration procedures
- Typing skills
- Attention to detail
- Accuracy
- Telephone skills
- Teamwork
- Patience
- Resourcefulness
- Anticipation of needs
- Emotional intelligence
- Flexibility
- Calendaring
- Scheduling
- Organizing
- IT troubleshooting

Many of the function and roles below can be considered Management Function and includes access to confidential corporate information:

- Onboarding/off boarding
- Handling communications
- Planning events
- Reporting skills
- Administrative writing skills for manager reports and confidential memos
- Support to the CEMC and EOC during emergencies
- Editing and proofreading discretion and judgment
- Providing strategic counsel
- Implementing processes

- Managing payroll
- Supply management
- Records management
- Bookkeeping skills
- Confidential meeting minute taking

R-12 It is recommended that the Administrative support position be excluded from any bargaining unit.

PROGRAMS & SERVICES

The level of service, activities and responses provided by the Kingsville Fire Department for the community should be designed, organized and operated in compliance with the Establishing and Regulating By-law, the Fire Protection and Prevention Act, 1997 (FPPA), the Emergency Management and Civil Protection Act, 1990, other legislation relative to the operation of a fire service, Council directions and the departments mission, goals and objectives. The key elements of evaluating the effectiveness and efficiencies of the department determine the ability to identify gaps and methods to eliminate or reduce risks.

In evaluating the fire protection programs that a municipality provides, the FPPA identifies the following items as a minimum:

- Completion of a simplified risk assessment.
- A documented smoke alarm program.
- The distribution of fire safety education materials.
- The completion of inspections and Fire Code enforcement upon complaint or request.

The information provided in a community risk assessment will serve to determine the effectiveness of the existing fire safety education and prevention programs in the community. It will also serve to identify gaps which can form the basis for improvement in delivery systems and give direction in facilitating future goal setting.

The main components which the community risk assessment encompasses are as follows:

- Geographic & Demographic profile of the community.
- Building stock profile of the community.
- Critical Infrastructure profile.
- Services provided profile.
- Hazard profile.

- A comparison of local and provincial fire losses and emergency response experience.
- Comparisons of comparable communities.
- Information analysis and evaluation.
- Priority setting for compliance with the provincial legislation.
- Implementing solutions.

The last risk assessment conducted was almost 19 years ago in 2002 and should be updated to reflect a current assessment to guide the municipality.

The current Establishing and Regulating By-law 016-2014 was passed by Council and was amended to update the previous by-law and several Council directions into a more comprehensive document that reflects a level of service. Council should endorse a time/risk/density response criteria identified by best practice standards like NFPA 1720 for emergency responses.

This By-law establishes the basic mandates of the department, which includes:

- Administration
- Apparatus, Equipment & Communications
- Public Education
- Fire Prevention and Fire Code Enforcement
- Fire Suppression
- Rope Rescue
- Control of Hazardous Materials Incidents
- Extrication and Rescue
- Vessel Based Ice/Water Rescue
- Medical Tiered Response
- Assistance to the Public and Partners
- Training

Absent from the by-law is a provision for firefighters as to when they must retire. The modern fire service and the current operation of the department requires that Officers Lead Teams of Firefighters and enter for interior operations, including suppression, rescue and other demanding tasks with their assigned firefighters. The Fire Protection and Prevention Act requires that career firefighters retire at age 60 due to these physical demands. These physical demands place all fire suppression staff at significantly increased risk to cardiac arrest, many times greater than the average member of public.

The by-law does not set out the divisions of the department organization nor is the line and staff authority indicated. Span of control is not maintained in a suppression division and a visual chart depicting this is not attached to the By-law.

Best practices have departments striving for as much uniformity as possible in all areas of their operations; acting ranks, span of control for officers, division of work, and adhering to accepted practices within the Incident Command System (ICS) and standardizing responses to specific emergencies.

It is also recommended that KFD re-develop a job description for all positions and that specific sections, pertain to the reporting structure, accountability requirements and authority amongst the ranks.

The promotion of positive relationships with all firefighters be included as part of an evaluation process for the Officers and be developed and that management / leadership training be made available to promote and support the previously referenced succession planning.

Organizational Culture

The decision to include a section on the organizational culture of the KFD was made due to the tension sometimes seen involving pre-amalgamation communities, North, and South Stations periodically.

In the opinion of several firefighters, the Town is not being served by one fire department, but rather by two departments of which, one is, serving the North portion of the Community and One is serving the South. There is also a perception where some firefighters are given preference and other firefighters are treated as “second class citizens” (whose inputs are neither requested nor valued by the other).

It does no good to debate the existence of such issues, what is important to note is that, to many firefighters, these issues matter. Moreover, these issues need to be addressed.

Our research of other amalgamated communities and fire departments shows that many have successfully addressed such issues by promoting a “One Fire Department” approach, joint activities, and pro-active recognition and reward of achievements.

KFD should develop a strategic statement supporting a “One Fire Department” approach, including mission, vision and values that extend to all firefighter resources.

R-13 Following an update to the Community Risk Assessment, it is recommended that the Establishing and Regulating By-Law 016-2014 be reviewed and amended to reflect structure of the Department as required to reflect changes directed by Council guided by the recommendations contained in this review. The efforts focus on Rank Structure, Visual Identity, Span of Control, Division of Work, Cultural Changes, and Governance considerations.

Standard Operating Procedures and Guidelines

The fire department's ability to respond to the needs of the community is only possible through operational plans. Every fire department should have a set of organizational directives (standard operating procedures) that establish a standard course of action on the fire ground or for any other fire department activity, from the most simple to the most complex.

Standard operating procedures (SOPs) should be: written, official, and applied to all situations. SOPs should be developed for all fire department functions, which generally include the following:

- Organization for fire suppression
- Personnel requirements
- Fire ground operations
- Non-emergency operations
- Fire prevention
- Fire investigation
- Communications
- Maintenance of fire department equipment
- Training
- Administrative processes

When plans and actions are structured around SOPs and the SOPs contain safety considerations, all operations will have a positive start.

The individual SOPs would then be integrated into the overall fire department operational and fire protection plans.

To date, 109 KFD procedures have been developed but require review and revision regularly. There are departmental programs that reflect legislative requirements and others that are in place to support values and expectations of the employees in a positive human relations direction.

Standard Operating Procedures should be developed by the team and guide both administrative and personnel behavior, and addresses emerging issues with an emphasis on health and safety. The SOPs should be reviewed by the officers regularly and submitted to the Fire Chief for approval and implementation. SOPs give fundamental direction to all staff on the various aspects of job performance and expectations under certain conditions. All 109 SOPs require an enabling policy or reference attached that drives the SOP. A plan to establish easy access for all staff to locate, review and acknowledge they have read and understand requires consideration.

Risk Management and Personnel Safety

There is a municipal risk management program designed to protect the organization and personnel from unnecessary injuries or losses from accidents and liabilities. The fundamental principles of KFD are that the department will risk a life to save a life, take a calculated risk to save valuable property, and take no risk to save what is lost.

A reorganization of the Internal Responsibilities & Joint Occupational Health and Safety Committees has been recommended so matters are dealt with in a timely fashion.

All Ontario Fire Service Advisory Committee, Section 21 Guidance Notes as approved by the Ministry of Labour are available and SOPs are developed based on the contents of the Guidance Notes.

Officers Meetings

In administering the department, better understanding and improved communications will be established if officers' meetings are held at least quarterly. More frequent meetings of senior officers may be desirable. If junior officers are aware of plans and goals and afforded the opportunity of input, they will be more receptive and supportive of the objectives.

FIRE PREVENTION DIVISION

The prevention of fires is a primary function of fire departments and when this function is effectively performed, a significant reduction in the loss of life and property from fires will result.

Fire prevention is an integral part of overall fire protection. As part of the need for a positive change in the attitudes of the public towards fire safety, the fire service actively pursues activities that decrease the incidence of uncontrolled fire.

Fire prevention policy statement:

While the fire department establishing and regulating by-law sets out the principal duties and responsibilities of personnel involved in fire prevention activities, it does not enunciate the policies of the department respecting same. The formulation of a written policy statement detailing fire prevention programs and activities will have the added benefit of reducing or eliminating concerns by members of the department and the public relative to fire prevention objectives.

The Fire Prevention division is divided into three intermingled disciplines; code enforcement/inspections, cause, origin and circumstances investigations, and public fire safety education. All of these are legislated by the Fire Protection and Prevention Act. The Kingsville Fire Department has established the three lines of defense, a fundamental model to try and reduce loss of life and reduced property loss through; public education, strict fire safety standards and enforcement, & effective emergency response.

Public Education

As stated, public education is the first line of defense and one that continues to grow in importance within KFD and the community. KFD has created a Training Officer/Public Educator position who works with the Fire Prevention Officer. There are several aspects to this important portfolio including marketing of important safety information, developing school programs, media messaging for specific educational messaging, targeting specific areas or groups in the community on specific safety concepts and community awareness of important developments that have/or are occurring in the province or community. This position also is involved as a public information officer during and post incidents of significant interest to the public. As the Town continues to increase in population and ethnic diversity there will be an increased demand and

requirement for public education. Balancing the workload of two extremely important portfolios is difficult at best resulting in less effectiveness in both portfolios.

Inspections and Code Enforcement

The Fire Prevention Officer position is responsible for community life safety issues concerning fire code inspections and enforcement of the Fire Code. Fire inspections of all types of occupancies in the municipality, with the intent of compliance with the Fire Code, is crucial to the protection of persons and property from the hazards of fire. The reduction of risks from fire and other life safety hazards with detection and reporting through the inspection process is necessary for the creation of a fire safe community, occupant safety and building preservation. Inspections also provide assurances that fire detection equipment in buildings meet current codes, standards.

Currently the Fire Prevention staff is marginally capable of carrying out the legislated requirements of the Fire Protection and Prevention Act, for “complaint and request inspections”; there continues to be limited capacity to conduct high-risk occupancies on a regular basis, based on the current workload of the branch. Development of an inspection policy and schedule that sets the frequency of inspections which is appropriately suited to the risk profile of each occupancy type should be an objective of the division. Annually, the number of required inspections has increased. It is anticipated that several recent legislated changes by the provincial government will further increase the work load on the division. New provincial legislation now requires carbon monoxide alarms in all residences and under the Fire Code it is the responsibility of the municipal fire service to ensure compliance. Also, changes to care facilities and the requirements for inspections and reviews, together with new development estimates, have further taxed the division. Most recently the creation of over 300 Agri-Worker housing units requiring Change of Use and several fire safety issues to be addressed which has added to a workload for 1 person that can never be properly dealt with.

[R-14 It is recommended that the formulation of a written policy statement detailing fire prevention programs and activities be developed and implemented, with appropriate resourcing to comply with the policy.](#)

ANALYSIS OF KFD'S FIRE PREVENTION DIVISION FREQUENCY OF INSPECTION

Kingsville Frequency of Inspection Guideline

TYPE OF OCCUPANCY	FREQUENCY
ASSEMBLY	
Schools	Annually
Nursery / Day Care facilities	Annually prior to licensing
Licensed premises	Only upon License renewal
Unlicensed premises	Every two years
INSTITUTIONAL	
Nursing homes	Annually
Homes for Special Care	Annually prior to licensing
COMMERCIAL & BUSINESS	
In service mercantile	Upon request/complaint
Comprehensive mercantile	Upon request/complaint
Business/personal services	Upon request/complaint
INDUSTRIAL	
Factories / Complexes	Upon request/complaint
Industrial malls	Upon request/complaint
RESIDENTIAL	
Apartments – 6 units or more	Every two Years
Single family duplexes and, apartments up to 6 units	Upon request or complaint Upon request or complaint
Home inspection program	Not done
Boarding/lodging houses/B & B's	Every two years
Hotels / motels	Upon request/complaint

A comparison of the recommended frequency of inspections compared to what is actually being completed in Kingsville illustrates a discrepancy in the time frame of inspections especially in the commercial and business, industrial, and residential occupancies. Below is the OFM recommended frequency of inspection.

Ontario Fire Marshal Recommended Frequency of Inspection

TYPE OF OCCUPANCY	FREQUENCY
ASSEMBLY	
Schools & Churches	Annually
Nursery / Day Care facilities	Annually prior to licensing
Licensed premises	Twice annually (once in December)
Unlicensed premises	Annually
INSTITUTIONAL	
Hospitals	Annually
Nursing homes	Annually
Homes for Special Care	Annually prior to licensing
COMMERCIAL & BUSINESS	
In service mercantile	Every other year
Comprehensive mercantile	Every third year
Business/personal services	Upon request/complaint
INDUSTRIAL	
Factories / Complexes	Annually
Industrial malls	Every other year
RESIDENTIAL	
Apartments – 6 units or more	Annually
Single family duplexes and apartments up to 6 units	Upon request or complaint
Home inspection program	Voluntary – every third year
Boarding/lodging houses/B & B's	Annually prior to licensing
Hotels / motels	Annually

Type of Inspection

Single Family Dwellings

At this time single family dwellings are only being inspected when there is a request or complaint from the public.

Duplexes – Two Unit Residential Buildings

The Town records currently show that there are many legal duplexes in the municipality. Due to human resource restrictions, KFD members are not presently able to complete retrofits on the known legal duplexes. Moreover, the retrofits of duplexes were supposed to be completed by 1996. Presently, the inspections of duplexes have been limited to fire personnel only responding to a request or complaint from the public specific to an individual address. Note: the number of illegal duplexes (basement apartments and mixed occupancies) in the Town is not known but is estimated to be significant.

Three to six unit residential Buildings

These buildings currently are only being inspected at the time the Fire Prevention Division receives a complaint or request from the public.

Apartment Buildings 7 Units or More

The Office of The Fire Marshal recommends these apartment buildings be inspected at least once per year. These buildings have not been inspected in more than two years.

Current State

Kingsville and most municipalities in the province of Ontario have a majority of fire related injuries and deaths occurring in residences/homes.

Very few properties are found to be compliant on the first inspection. In fact, approximately 85% of structures are found to be non-compliant on the first inspection. All of those require additional visits. Therefore, each building will generally require at least one follow up inspection to ensure compliance, practically halving the amounts of buildings that will actually be inspected annually because extra time is now being taken to re-inspect properties that have had previous fire code violations. Some structures may require numerous inspections such as but not limited to: hoarding occurrences. KFD policy is to pursue court action to ensure property owners will abide by their legal responsibilities in the future. Court action also facilitates that the inspected buildings meet the requirements of the Fire Code and other relevant legislation at the time of

inspection/re-inspection. In recent years, court action has been discouraged as this process is onerous and takes even more time from other activities.

Kingsville has a large percentage of dwellings in the core area of the Town that are over 80 years of age. Older buildings often have a higher likelihood of instances of fire due to factors such as but not limited to: the type of construction used (i.e. open wall joist balloon frame construction versus platform construction) and poor maintenance of the structure (i.e. electrical wiring issues such as poorly maintained knob and tube wiring).

Many older commercial buildings have gone through numerous approved and non-approved renovations and/or occupancy use changes which has resulted in the structures not being compliant with current standards.

The demand for fire services is also affected by the weekend influx of people from outlying communities who travel into the town for tourist and recreational events that must submit safety plans for review and approvals.

Adding additional human resources to the Fire Prevention Division may also lead to increased revenues due to increased inspections (i.e. increased revenue generated from fines/fees).

In-service inspections

The recommended inspection policy should provide for the participation of all members of the department in fire prevention activities. Fire suppression personnel should be assigned to fire prevention activities during available hours.

An in-service inspection is a program where firefighters do visual inspections for obvious fire hazards in commercial, industrial, institutional type occupancies and multi-family residential buildings.

This program will help to educate occupants in fire safety matters by pointing out obvious fire hazards and offering solutions or corrective measures. In addition, the program will provide an improved public image of the fire department and create closer relationships with the citizens of the municipality.

Conclusions & Challenges

Currently, the level of service offered by KFD does not meet OFM guidelines nor does it meet the minimum legislated requirements of the Fire Protection and Prevention Act of Ontario.

R-15 It is recommended that the department implement an inspection policy that reflects the program considerations, resource requirements and challenges. Further, establishes a schedule that sets the frequency of inspections, which is achievable and appropriately suited to the risk profile of each occupancy type and resourced appropriately.

Plan review and approval

The Ontario Building Code requires certain facilities pertaining to fire-related matters including:

- (a) Access for firefighting and firefighting vehicles;
- (b) Provisions for water supplies, hydrants, sprinkler, and standpipe systems;
- (c) Provisions for fire walls, separations and closures to affect compartmentation; and
- (d) Building components such as early detection and warning systems, elevator controls and emergency lighting for use of occupants and emergency personnel.

While it is understood that municipal building departments review all facets of building plans and specifications presented to them, the fire department and personnel particularly, are concerned with the construction and application of the Building Code as it relates to their involvement with the occupied building.

As the agency responsible for public safety from fire and the persons responding under emergency conditions, it is imperative that the fire department personnel have the opportunity to review and comment to the chief building official on certain buildings.

The provisions of the Ontario Building Code Act permit the fire chief and members designated as fire prevention personnel to be appointed by council as inspectors for fire-related matters in buildings under construction. Indemnity protection for staff involved in these activities is provided in 31 (1) of the Building Code Act.

With the advent of the Ontario Fire Code (as a companion document to the Ontario Building Code), dealing with the role of the chief fire official in the maintenance of fire safety facilities in buildings upon their completion, it would seem prudent then to have the fire department involved in the planning and installation of these facilities at the outset, under the jurisdiction of the Ontario Building Code.

Fire department personnel, only if appointed by council as inspectors under the Ontario Building Code, would enjoy the same immunity from legal liability as do building officials.

R-16 It is recommended that the chief of the fire department and such members as the chief designates, be appointed as inspectors under the provisions of, the Building Code Act by way of a municipal by-law.

Origin and Cause

The Fire Protection and Prevention Act requires the KFD to investigate and determine the origin and cause of all fires. Knowledge from determining origin and cause assist in targeting groups or causes of fires to better educate the public on fire safety. Another purpose is to ensure fire code compliance, such as identifying if working smoke alarms were present and working. Most Fire Service Programs are developed to address the Local Fire Experience. Failure to do so will result in wasted resources on unnecessary or incorrect programming.

FIRE SUPPRESSION/OPERATIONS

The basic organization and orientation of all fire departments is primarily directed towards fire suppression. While the fire service may place an emphasis on fire prevention, public education, risk reduction and hazard abatement, its ability to respond and control fires is an operational priority.

The ability to respond to the life safety and property protection needs of the local community is the common denominator in fire department operations.

The success of a firefighting operation depends on the ability of a fire department to effectively and efficiently use the available resources to protect life and property.

Staffing levels:

Today it is recognized that an understaffed fire department initial response operates under a handicap at each emergency and the officer in charge must decide on which duties are to be postponed or left undone. Unfortunately, the consequences can be life threatening.

Research conducted by various fire safety agencies i.e. National Fire Protection Association (NFPA), Federal Emergency Management Agency, Insurers' Advisory Organization (I.A.O.), International Town Management Association, NIST National Institute of Standards and Technology; related publications, educational institutions; and major individual fire department studies, indicate that optimum performance for the average single family dwelling fire is achieved through the use of crews comprised of four firefighters including a direct supervisor (company officer).

On October 6, 2020 The Fire Marshal for the Province of Ontario issued a Communique' to Address Staffing levels and Firefighter Safety.

Able to commence *limited* rescue or fire fighting with 4 firefighters

4 Firefighters can provide:

- Command
- Pump operator
- Hydrant connection
- Advance hose line



Responding with less than a crew of 4 reduces efficiency and would also have an adverse effect on the safety of the firefighters.

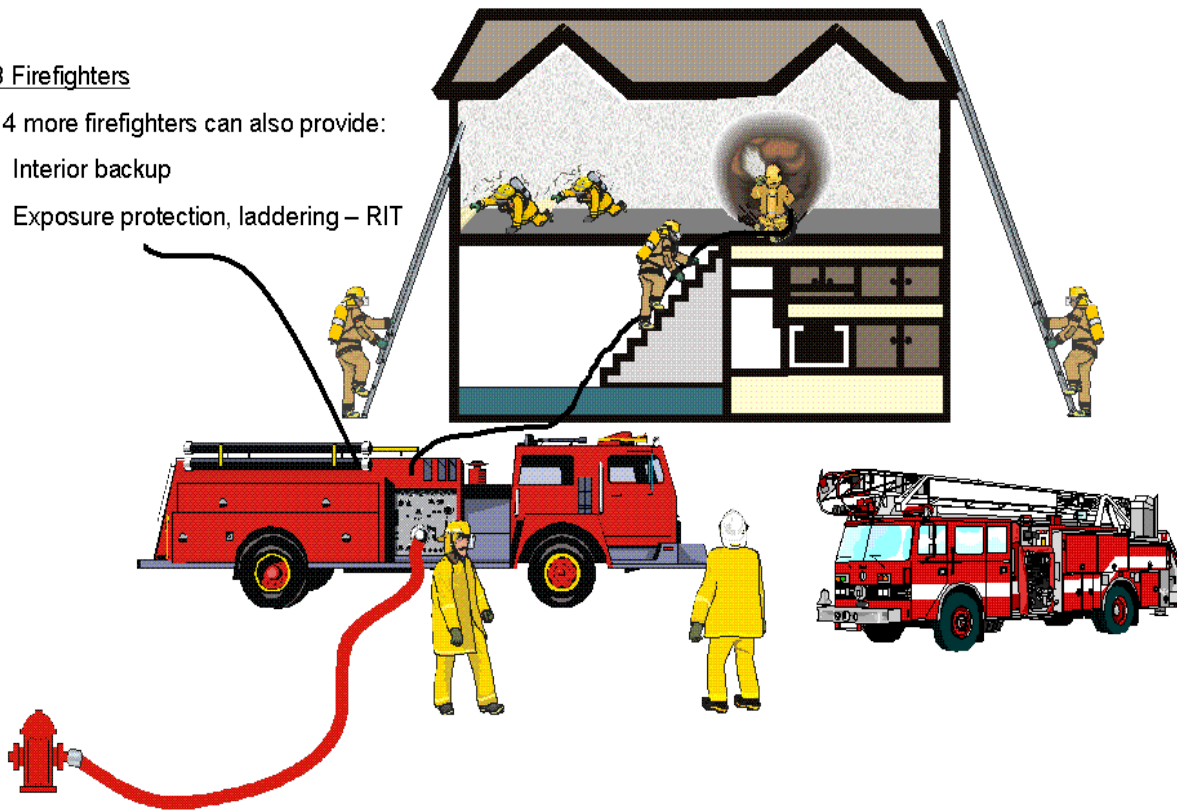
Minimum levels of fire protection leave much to be desired by the property owner who suffers the loss and the fire department whose morale is often affected by its inability to successfully control and extinguish the average fire.

Able to *commence* interior rescue or fire fighting with 8 firefighters

8 Firefighters

4 more firefighters can also provide:

- Interior backup
- Exposure protection, laddering – RIT



Ideally, a minimum 10 person response team should respond to a typical day-to-day fire. The number of firefighters required may increase as the fire escalates.

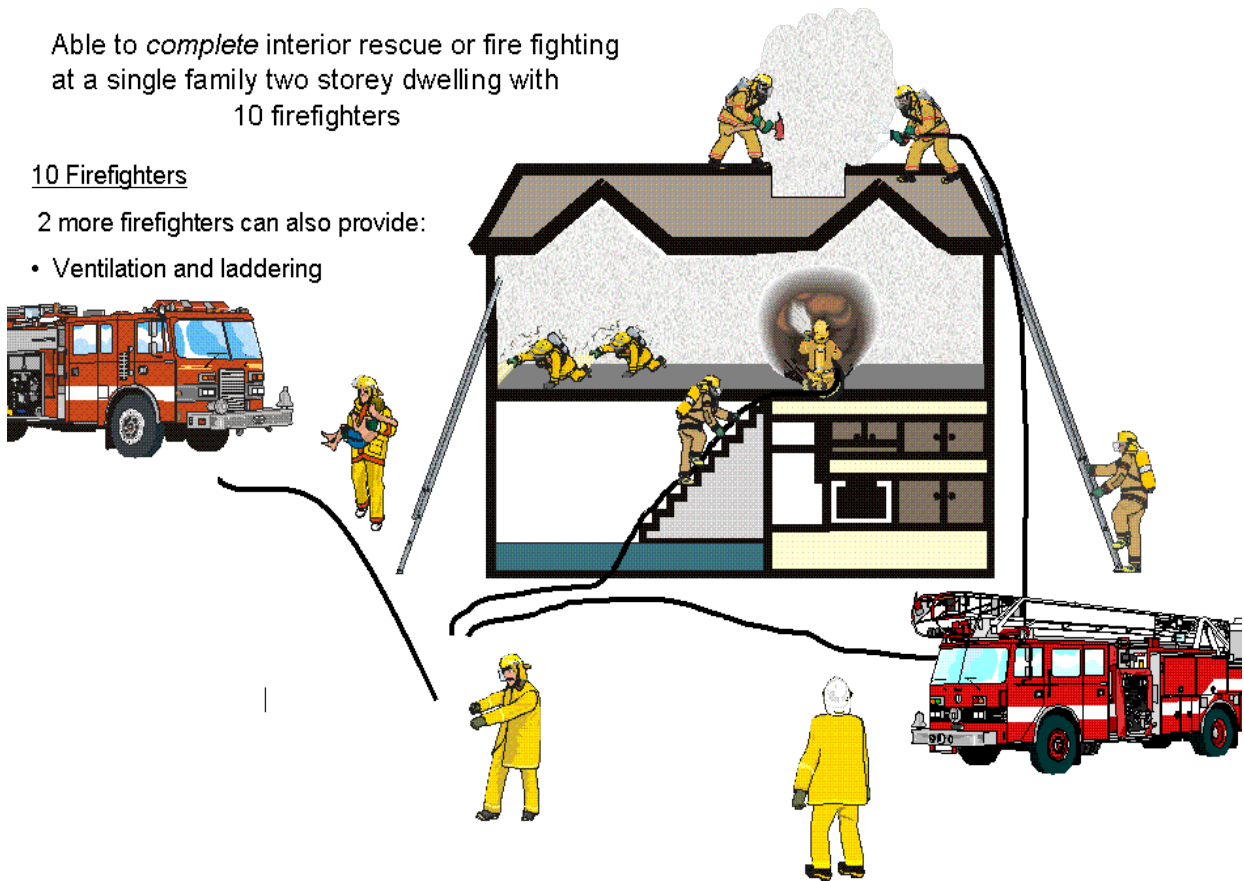
A single family dwelling fire requires a minimum 2 vehicle response, whether it is 2 pumpers for urban response or a pumper and a tanker for rural response.

Able to *complete* interior rescue or fire fighting at a single family two storey dwelling with 10 firefighters

10 Firefighters

2 more firefighters can also provide:

- Ventilation and laddering



Two firefighters are required to drive the responding apparatus. They must remain with their vehicles in order to supply water, operate the pumps, distribute equipment, provide assistance to the firefighters with self-contained breathing apparatus and operate the radio equipment.

Four additional firefighters are required to advance hose lines and attack the fire. Four other firefighters are required for laddering, forcible entry, ventilation, rescue, connecting hose lines to fire hydrants or other water supply operations as well as advancing and attacking the fire with a third hose line. Two of the above mentioned firefighters should be direct supervisors (company officers) and one as the Incident Commander.

Apparatus such as aerial devices, squads, rescue vehicles and water tank trucks must be sufficiently staffed to perform the tasks for which they respond.

The number of firefighters responding with apparatus should be appropriate for the realized fire demand in order to form an "on scene" fire attack team.

Responses to occurrences for medical assistance, vehicle extrication, grass fires and/or other emergencies may require a lesser complement of firefighters.

Fires in larger attached structures such as industrial, commercial or institutional occupancies, high rise, etc. will require additional personnel.

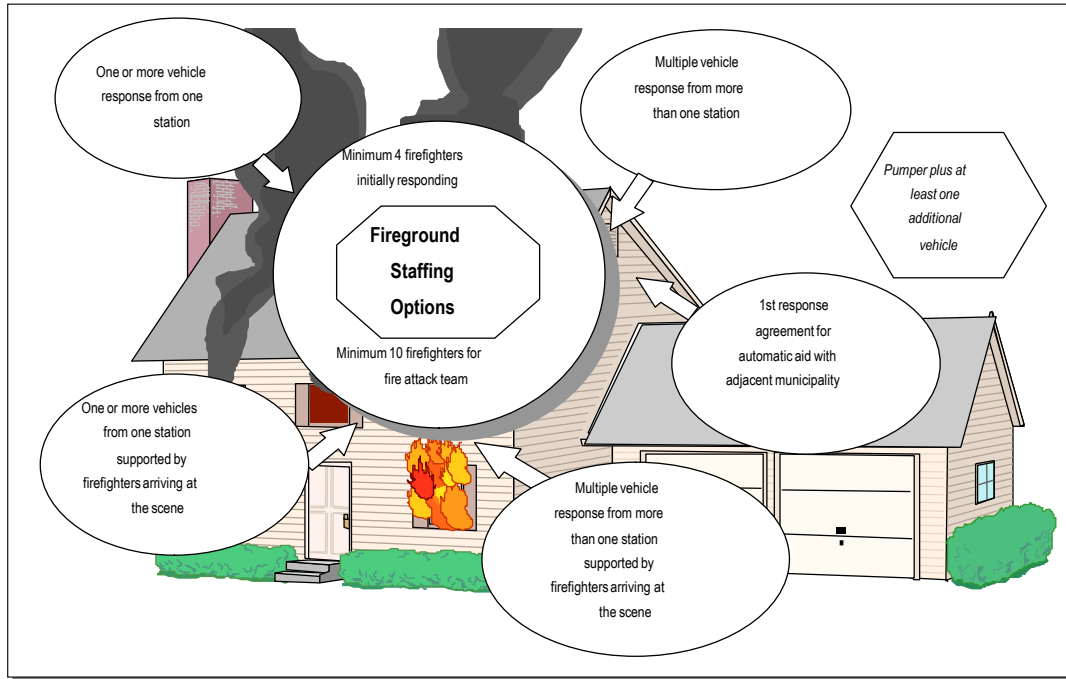
Assembling the "on scene" fire attack teams

Traditional methods of assembling "on scene" fire attack teams include the following:

- a) Full-time firefighters responding with apparatus,
- b) Full-time firefighters responding with apparatus supplemented by off duty full-time firefighters who have been called back,
- c) Full-time firefighters responding with apparatus supplemented by volunteer firefighters,
- d) All volunteer firefighters responding to the station and then on the apparatus to the scene,
- e) Some volunteer firefighters responding to the station and then on the apparatus to the scene while other volunteer firefighters respond directly to the scene, and
- f) Multiple vehicle and/or station response.

Any one or any combination of the above is normally considered satisfactory provided that the "on scene" fire attack team is operational within a "response time" accepted by the municipality.

The Ontario Office of the Fire Marshal has produced Public Fire Safety Guidelines, to provide information and a process for Municipal & Fire Officials to determine appropriate services and levels in accordance with local needs and circumstances.



PFSG 04-08-12

Response time

The question of adequate average response time is subject to too many variables to dictate an absolute time frame that all departments should comply with. There are, however, response times accepted by recognized organizations which can be used as guidelines when determining the "response time" to be accepted by the municipality.

I.A.O.¹ recommends from 2 minutes (severe hazards in large area buildings) to 7.5 minutes (very small buildings widely detached). NFPA recommends a maximum "response time" of 10 minutes to rural fires.

In the event of excessive "response time" consideration should be given to:

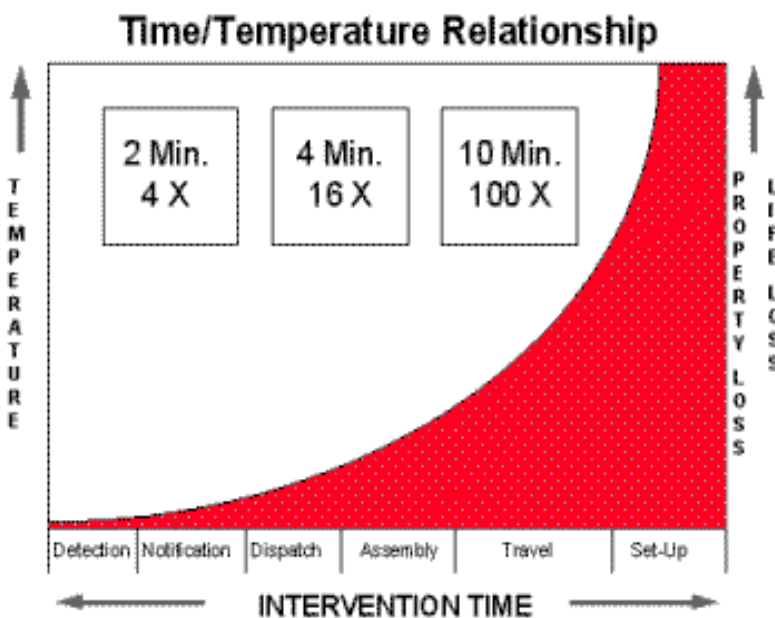
- a) increasing the number of fire department personnel, including volunteer firefighters and full time firefighters,
- b) responding additional apparatus,
- c) providing additional fire stations,
- d) increasing the number of firefighters who are available to respond.

¹ I.A.O. response time means response travel time, i.e. after dispatch and turn out

Vehicle staffing is not standardized and is dependent on time of day and time of year. N.F.P.A. 1720, which is the recommended service level document, indicates that: **After assembling necessary resources at an emergency scene, the Fire department should have the capability to safely initiate the initial attack with Four (4) Firefighters within 2 minutes, 90 percent of the time.** This has proved challenging.

Risk vs. Response Standards

To effectively mitigate fires and emergencies, response time with appropriate staffing is critical. An exponential increase in loss of life and property is associated with increased response time as illustrated in the following:



Time/Temperature Relationship Graph

Ontario Fire Marshal PSFG 01-02-01
 "Comprehensive Fire Safety
 Effectiveness Model"

KFD should strive to meet NFPA 1720, (NFPA 1720 standard is the standard which Volunteer and small composite fire departments generally use as a guideline to the delivery system.)

Recent studies and articles from organizations such as the National Institute of Standards and Technology (NIST) and the National Fire Protection Association (NFPA) have identified the need to provide additional guidance to determine an effective fire ground response for buildings that are more complex and of a higher risk. This guide, in conjunction with an overall risk management program, will provide information for councils to make informed decisions in meeting their legislative responsibilities regarding the delivery of fire protection services.

The National Fire Protection Association standard 1720 Table 4.3.2. indicates:

Demand Zone	Demographics	Staffing & Response Time	Meets Objectives Percentage
Urban area	>1000 population /mi ²	15 FF/9 min.	90%
Suburban area	500-1000 people/mi ²	10FF/10 min.	80%
Rural area	<500 people/mi ²	6FF/14 min.	80%
Special Risks	AHJ	AHJ	90%

Consideration of remedies do involve changing the response assignment to two stations, when appropriate however the second station being called is not within the proximity to achieve a 9 min response time. Second Stations are dispatched regularly on working fires but often manpower arrives later in the call.

The ability to achieve both the Suburban and Rural Demand Zone targets are frequently met with some challenges during daytime hours 0800-1700 and some long weekends throughout the year.

Incidents involving occupancies larger than a single family residential structure such as a high-rise, commercial, industrial or institutional require a larger proportionate number of firefighters to mitigate the situation. This requires more firefighters and equipment which must travel further distances (from other stations) and increase response times to complete; evacuation, rescue, fire suppression and ventilation of a large structure. It should be recognized that incidents that involve rescue and suppression or mitigation tasks should be considered as two simultaneous incidents requiring adequate and additional staff for both incidents.

NFPA 1720 provides for full interior attack and rescue with aerial operations as required.

To determine the resources required to effectively handle an emergency at higher risk occupancies the OFM has developed the **Critical Fire Ground Task Matrix**.

The matrix table assigns a lower effective response level (LERL) and an upper effective response level to (UERL) to occupancies of varying risk. Use of the critical fire ground task matrix only identifies the resources required for response to a **single** incident.

It is essential that during any emergency, there be available, a tactical reserve of personnel and emergency vehicles to respond to a simultaneous emergency elsewhere within the municipality.

Fire ground Critical Tasks		Low Risk		Moderate Risk		High Risk		Extreme Risk	
		LERL	UERL	LERL	UERL	LERL	UERL	LERL	UERL
Incident Response (Note: Where zero or no number has been assigned, the task may be performed at the direction of the incident commander.)	Incident Command*	1	1	1	1	1	1	1	1
	Pump Operator	1	1	1	1	1	1	1	1
	Attack Line (Confine & Extinguish)	2	2	2	2	2	2	2	2
	Additional Pump Operator(s)	0	0	0	2	2	4	4	6
	Additional Attack Line (Confine & Extinguish) + Backup	0	0	0	4	4	8	8	12
	Search & Rescue	0	0	2	4	2	6	2	8
	Initial Rapid Intervention Team (RIT)	0	0	4	6	8	16	12	22
	Ventilation	0	2	2	2	2	4	2	8
	Water Supply – pressurized	0	1	1	1	1	1	1	2
	Water Supply – non-pressurized	0	3	1	4	2	6	4	8
	Forcible Entry Team	0	0	0	0	0	1	0	1
	Utilities	0	1	1	1	1	1	1	1
	Laddering (Ground Ladders)	0	2	0	2	0	4	0	6
	Laddering (Aerial or elevating device operator)	0	0	0	2	0	2	0	2
	Exposure Protection			0	4	2	6	2	6
	Incident Safety Officer			0	1	1	1	1	1
	Accountability			1	1	1	1	1	1
	Entry Control			0	2	1	4	1	4
	Rehabilitation			0	1	1	1	1	1
	Salvage			0	2	2	2	2	2
	Lighting					0	2	0	2
	Directing Occupants					0	4	0	4
	Scribe					1	1	1	1
Sector Officers					1	4	1	4	
Air Management (air refilling station, etc.)							1	2	
Other or Additional Response Considerations	Logistics Officer								
	Administrative and/or Finance Officer								
	Planning Officer								
	Evacuations (large scale)								
	Communications (dispatch)								
	Public Information Officer								
	Overhaul								
	Additional Firefighters								
Summary	Incident Response Range	4	13	16	43	36	83	49	108
	Total Fire Department Including External								
	Fire Call Incident Response Range (+, -, within)								
Notes: LERL = Lower Effective Response Level & UERL = Upper Effective Response Level, [together form the critical staffing range] <ul style="list-style-type: none"> This tool provides a range of staffing requirements only. Actual numbers may vary depending on the fire risk that exists in the municipality. Tasks performed on fire ground based on decisions made by Incident Commander. Planning moderate, high and extreme risk occupancies/locations will further validate staffing requirements to ensure the optimum level of protection for the municipality Simultaneous events will require further consideration due to additional personnel requirements beyond the scope of this matrix. * Incident Command will assume responsibilities for the accountability and entry control tasks when no person has been assigned, or until a person has been assigned the task. 									

It has been determined that volunteers available to respond during daytime hours is less than other times of the day. There are several employees of the corporation who are also volunteer firefighters. An opportunity exists for the Municipality to set the example.

Local businesses who employ volunteer firefighters are encouraged to allow them to leave the workplace for responses. Particularly during the day when turnout numbers are low.

R-17 It is recommended that the municipality consider allowing employees who are also volunteer firefighters to respond during their shift, having due consideration for safety and the business priorities of the departments in which they work.

The Office of the Fire Marshal and Emergency Management (OFMEM) has developed an evaluation tool entitled, “Integrated Risk Management Tool” to assist municipalities in meeting their obligations as set out in Section 2 of the Fire Protection and Prevention Act, 1997 (FPPA). This evaluation system is part of an overall package of risk management tools designed to provide a systematic process for determining community risks, evaluating current fire service resource capabilities, identifying gaps, and developing options and recommendations designed for fire incidents for council consideration. The principles of this evaluation system build upon and enhance OFMEM risk management tools and other tools of recognized leaders in the North American fire service.

Municipalities are responsible for the establishment, funding and delivery of fire protection services in accordance with the obligations set out in Section 2 of the FPPA.

It is the expectation of the OFMEM that all municipalities have conducted a Community Risk Assessment to determine their own level of service. The review team was able to identify a Risk Assessment that was completed in 2002. As Identified in the Programs and Services section of this report, it is strongly suggested that as a preamble to a refreshed Establishing and Regulating By-law, that a New Community Risk Assessment be conducted in accordance with OFMEM direction.

The FPPA and the requirements it created for municipalities have been in place since 1997. But the concepts and the value of matching level of service to risks in the community pre-date the FPPA. In 1983, when Justice Webber prepared the “Report of the Public Inquiry into Fire Safety in High-rise Buildings,” he recognized that “to determine the level of fire department staffing, one must consider the history of fire in the community and the size of the responses which have been necessary, and the anticipated need to protect adjacent properties and rescue endangered persons. Consideration of the type of buildings and fire hazards which exist in the municipality is

also necessary.” The following recommendation of Justice Webber is as relevant today as they were in 1983:

“There should be adequate fire protection for the citizens of Ontario commensurate with the needs of each municipality”

Technical Rescue

As directed in the Establishing and Regulating By-law, is responsible for many forms of technical rescue. These include land and vessel based Water /Ice rescue activities, vehicle extrication and rescue, control of hazardous materials incidents, tiered medical response, and Rope rescue. Each of these disciplines requires a commitment of on-going training, recertification and providing the equipment necessary to conduct the rescue in a proficient manner and enhance the safety of the firefighters performing the rescue.

The level of service provided for technical rescues are defined by the National Fire Protection Association (NFPA), these are; awareness, operations and technician. The skills required increase with each level. KFD personnel operate at various levels depending on the activity. KFD operates at the technician level for Vehicle Extrication and Operations level for hazardous materials incidents supported by WFRS and operations/Technician level for land/vessel based ice/water rescue. Currently there are challenges in continuing the Rope Rescue activities at the Technician Level.

[R-18 It is recommended that the municipality examine the capacity of the Department to continue Technical level Rope Rescue with due consideration to only providing Operations level response.](#)

Mutual Aid Assistance

KFD currently responds to Leamington (LFD) and other neighbours when calls for mutual aid assistance occur, including in structures that meet the definition of a high-rise building. (+6 stories). The town of Kingsville does not currently have these types of occupancies in their municipality.

Fires in these types of structures pose unique challenges.

Accessing, suppressing and performing rescues at fires on upper floors in a tall building are challenging. LFD responds to fires in buildings well over 10 stories that are not comparable to a fire in a single-family dwelling.

Building systems, implementing a defend in place strategy for all residents, hazards associated with FF use of elevators, strategic use of stairwells and a timely and highly

coordinated fire attack, supported by tactical ventilation and managed by competent sector officers who are strategically located in the building are significant challenges faced by full-time well staffed departments that do this routinely.

Lag time (time from arrival at main floor of a building until ascent to the fire floor) is a major consideration.

The fact that this assistance is responding from at least 25-30 minutes away from Leamington should be a concern for both municipalities.

Building construction in a majority of these structures generally allows for the fire to be contained in the unit of origin if doors are closed and best practices are followed by tenants in the building.

At a minimum, joint training manuals and SOPs should be developed with a realistic expectation of fire conditions that will be encountered should fire spread beyond the unit of or origin.

It is not uncommon for a fire contained to an apartment on an upper floor in a high rise to require 35- 40-trained personnel on scene, all arriving in a timely manner.

LFD relies upon mutual aid to supply the balance of these resources in the event that the first arriving LFD units cannot quickly suppress and confine the fire to the apartment of origin.

R-19 It is recommended and is strongly encouraged that a review of response types and frequency be undertaken to ensure proper training and procedures are in place for both Kingsville and Leamington fire services. That the provincially coordinated Mutual Aid System is only being implemented for those responses that are beyond the day to day capabilities of the home fire department.

Post Emergency Evaluation:

A post emergency evaluation is an objective evaluation of what has taken place during the course of active fire suppression or other emergency operations. It will point out what can be done in the future to improve and obtain a more efficient operation. Post emergency evaluations should be conducted for all calls meeting the established criteria as soon as is possible following the incident.

A post emergency evaluation should be conducted for any responses, which prove to be other than routine such as:

- a) every structure fire;

- b) fatal fires or critical injuries;
- c) large loss fires;
- d) explosions;
- e) incendiary;
- f) Incidents that result in a close-call;
- g) hazardous materials incidents;
- h) responses where an inquiry or legal action is anticipated for any reason; and
- i) any response where there was a deviation from standard operating procedures.

Participation by all personnel involved in the response is necessary to have an objective evaluation. The results of these evaluations may require changes and/or amendments to standard operating procedures or pre-emergency plans and should be relayed to the remainder of the fire department as soon as reasonably practicable.

[R-20 it is recommended that a Formalized Mandatory Post Fire Evaluation Program be implemented through a SOP for all responses not considered routine.](#)

Post Incident Analysis of Sept.7/20 Water Rescue Incident.

Lastly, the team reviewed the Water Rescue incident that occurred on September 7, 2020 and facilitated a formal Post Incident Analysis. All members who were present at the incident were present at the Post Incident Analysis in addition to a worker representative of the Joint Health and Safety Committee.

Preliminary information is contained within Kingsville Fire Department Incident Report 20-166.

Incident Overview

- Kingsville Fire dispatched to the area of the Kingsville dock at 0402 hrs for a capsized 32' boat with possible 3 persons in the water.
- Weather that morning included strong winds out of the south, dark low cloud cover, heavy rain and wave estimated 6' to 10' in height.
- Two station response included engines 216, 218, 122 rescue 220, support/boat 215 and 221, Station Chief 213, Chiefs 1 & 2.
- Initial dispatch call came from OPP dispatch requesting fires assistance.
- Prior to arrival of 213 because of scene knowledge 215/221 was directed to attend Cedar Beach as that was deemed to be the best suitable launching point.
- OPP and EMS first on the scene, 213 Chief Brando first on scene for fire.

- On arrival there was a visual sign of the overturned boat (approx. 100 yds away) and one victim swimming towards the east shore at the parking lot, he was assisted out of water to shore.
- Scene lighting was set up to illuminate the dark waters, crews with PFD's walked the shoreline with a Thermal Imaging Camera to assist in locating other victims.
- 221 was launched at Cedar Beach and headed towards Kingsville dock area (approx. 2 kms. away).
- Due to the arrival order of resources, Chief 2 (Deputy Chief) was involved as the Water Rescue-sector officer to lead the rescue of civilians in the water near the shoreline.
- Second victim spotted in the water south of gated area, safely assisted to shore
- Third victim was heard in the area of the Jiimaan boat, crew in immersion suits sent to that area to assist in the rescue.
- 221 had a crew of two, with full PPE (Mustang suit, PFD, helmet, radio, knife).
- As 221 made its way around the Kingsville dock break wall a huge wave made up of bi-directional waves caused 221 to flip over in the water.
- After crew of 221 got on top of the overturned boat a mayday was called and was acknowledged by 213.
- Third victim was rescued by FF's entering the water and assisting person to shore.
- Visual and radio contact was maintained with 221 firefighters until their safe return to shore.

Incident Information

- Initial dispatch stated that Trenton was also responding (Trenton is home for the Canadian Coast Guard).
- Response times from Canadian Coast Guard were confirmed Trenton is the nearest CCG Base to respond, and United States Coast Guard is notified by CCG when required.
- 213 believing that the CCG was already responding, asked Chief 2 to contact them via cell phone to confirm their ETA.
 - Depending on staff available the CCG response time is 30 minutes travel from the Trenton location and 20 minutes for the USCG if requested by CCG.
- Assistance for further water-based help was sent to CCG Auxiliary vessel Guardian and Leamington Fire Rescue, both responded that conditions were to dangerous to respond...
- There was hearsay discussion that the OPP was not going to launch their marine vessel due to weather conditions.

- No further updates from dispatch as to any ETA's of CCG assistance was received.

Incident Command Issues

- OPP and EMS staff on scene did not or were not able to locate with 213 (I.C.) to assist in information sharing.
- 213 unable to confirm with Chief 2 his conversations with CCG, we could only assume there was a delay in response from CCG.
- A second call for Kingsville Fire to respond to a lightning strike to a home in the North Station area added to the hectic scene for command (213), after mayday called.
- Support was required to assist 213 with planning the next actions.

Lessons Learned

- The Crew on 221 should be commended for their use of full PPE, and calmness when faced with life/death situation and their assistance via portable radio in their rescue.
- Chief Brando 213, who remained composed during what was the most difficult incident of his career.
- An Incident Action Plan was initiated including identifying safe boat launch location, use of lighting to provide assistance to the locating the victims, use of TIC greatly assisted in locating victims.
- The need for a Unified Command, (all agency IC's from those on scene to remain in one location to assist in the Incident Action Plan development and implementation.

Recommendations

- Unified command must be established
 - A meeting will be set up between all agencies involved (Fire, OPP, EMS and CCG) to review the shortcomings of this event, so any lessons learned can be shared and not repeated in the future.
 - Sharing of information would greatly assist the overall IC in his/her decision-making.
- Kingsville Fire SOP's pertaining to Water Rescue and Incident Command be reviewed and updated to meet NFPA Standards and OSHA Section 21 Guidelines.
- Include situational awareness/environment assessment to the decision tree as to when the team is deployed or not. (Similar to critical fire ground factors that determine Fast Attack mode, Offensive mode or Defensive mode).

- Incident Command (IC) SOP to be modified based on IC best practice, including that the IC of an incident should not be interrupted or distracted when managing, especially a complex mayday with civilians and FFs at a scene stretching over 3/4 of a mile of shoreline. In addition the SOP should include assistance to the IC with planning/support (senior command assistance and call type expertise at all significant calls).
- Communications with CCG tested and practiced as part of the water rescue teams periodic training sessions.
- Addition of identified response capabilities whenever Kingsville Fire Marine vessel is deployed including the deployment of a trained back up agency.
- The assignment of a trained and experienced Incident Safety Officer with water rescue knowledge.
- Utilization and training on the use of Ontario IMS forms and written documentation as the incident unfolds (consider use of a trained scribe at the scene).
- Communication (including MAYDAY) and interoperability with other agencies to be regularly trained and tested.
- Formal Post Incident Analysis for water rescues be developed and added to the previous recommended PIA process. All members of the Kingsville Fire Department should be trained on its use.

Actions underway or to be taken

- New marine vessel ordered with non-ramp required capability, this will assist in direct travel to area of required rescue.
- Purchase a sufficient inventory of (Water Proof) submersible portable radios.
- All portable radios should be outfitted with Lapel Microphones.
- All vests and suits should have proper pockets to accommodate equipment required to be carried by rescuers.
- More department members should be encouraged to become part of a larger complement for the water rescue team.
- Consider as PFD's are life cycled that replacements include lighting and automatic GPS signalling.

R-21 it is recommended that the "actions underway and the recommendations" included in the PIA for the Sept. 7/20 Water Rescue Incident be supported.

R-22 it is recommended that Critical Injury/Death or Hospitalization next of Kin notification procedures be developed and implemented through a SOP