



Fire Service Review

Final Report
July 2023



Report Prepared By



Letter of Transmittal

July 31, 2023

Jody Price, Fire Chief

Town of Oromocto, New Brunswick

Re: Town of Oromocto Fire Services Review

Dear Chief Price,

We are pleased to present the Town of Oromocto Fire Services Review Final Report and Recommendations.

Over the past six months, we have completed a comprehensive review and analysis of the fire department, its governance, service levels and financials. We developed a series of recommendations for the Town of Oromocto and its Fire Service to increase the efficiency and effectiveness of the department, minimize risk and maximize the fire services provided to the community.

Should you have any questions or require further clarification on our recommendations, please do not hesitate to contact us or request a meeting to review the recommendations.

We feel we have captured the intent and the objectives of your original request for proposal and invite comments on the attached report.

Respectfully,



Erica Thomas

President, TSI



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Source 1 Oromocto Fire Department (Facebook)

Executive Summary

This Fire Services Review was developed to examine what has been, and currently is, the state of the fire service delivery in Oromocto and to make suggestions for improvement. The recommendations within this report will provide Council and senior municipal staff, including the Fire Chief, Deputy and Assistant Deputy Chief, with the framework to further efficiency and effectiveness and maintain current relevance. The findings and recommendations contained within this Review have been compiled through extensive research and interviews with Council members, Senior Administration, the Fire Chiefs, and Fire Personnel. TSI is grateful for the time and effort put forward by all parties involved who took the time to answer our surveys and interviews and participate in our workshops. Your help made this Review possible.

This Review has been developed in consideration of the municipality's legislative requirements and current industry best practices, as informed by leading industry organizations such as the National Fire Protection Association (NFPA), Occupational Health and Safety (OHS), WorkSafe New Brunswick, the New Brunswick Fire Prevention Act, and our knowledge and experience related to current municipal fire services best practices across Canada.

Consideration has also been given to the understanding that this Review is the first step in a two-step process which will conclude with a Fire Master Plan, which will serve as a strategic, long-range plan with implementation strategies.

Implementation of this Review's recommendations will depend on the Town's resources and ability to move forward with the recommendations. The recommendations should assist the Fire Chief, CAO, and Council in identifying budgeting forecasts related to each of the recommendations prior to the completion of the Fire Master Plan scheduled for later in 2023.

The Oromocto Fire Services has the administrative structure and support to provide for a comprehensive fire service delivery system throughout the Town of Oromocto boundaries, including their partner service areas.

This is a robust and healthy department, reflected in the support from Administration, Council, and the community. The leaders are passionate, engaged, capable and respected by the dedicated career and volunteers of the department and Town.

Recommendations Summary

The following recommendations have been summarized by category; throughout this report these recommendations can be found in *blue text* within its related section.

Governance & Administration

1. *TSI recommends a rewrite of By-law 532 to include a defined Level of Service policy as outlined in this report.*
2. *TSI recommends hiring an additional Assistant Deputy Chief. When the position is hired, serious consideration should be given to a fire administrative reorganization, with the Chief in the key oversight position.*
3. *TSI encourages the Chief, Deputy Chief and Assistant Deputy Chief continue mentoring the officers and incident commanders to instill confidence in them at all emergency call outs.*
4. *TSI recommends that the Town and department ensure that the volunteer firefighters are treated the same as any other workers in terms of a safe workplace.*

Level of Service

1. *TSI recommends that Council, the CAO, and Fire Chief collaborate to create a Level of Service Document for the community to guide current and future fire service operations, training, response, and service provision.*

Operations

1. *TSI strongly recommends that further study of new or existing fire hall location options is required to confirm they meet all modern construction, design, planning, systems, and infrastructure criteria.*
2. *TSI encourages the Town to consider hiring a consultant or firm with expertise in modern fire hall design, planning, construction, and systems to assist OFD Administration and the Town during the planning and construction/renovation process.*
3. *TSI encourages the Town to review dispatch records and callout information when completing the Fire Master Plan.*
4. *TSI recommends that OFD Administration determine what their future training program will require regarding training facilities infrastructure and, in doing so, determine the best plan of action based on new opportunities and available options for all training areas.*

5. *TSI recommends that due to significant replacement costs, immediate consideration be given to form a medium range plan (3 to 5 years) for the replacement of the Platform/Ladder, including the requirement for its deployment from a staffed fire station.*
6. *TSI recommends establishing a long-term strategic and economic plan for apparatus replacement based on current and future apparatus needs, a combination of best practices, regular Review of fleet maintenance records, usage, current apparatus condition and alignment with NFPA 1911.*
7. *TSI recommends that OFD Administration clearly direct response, minimum staffing requirements and service expectations for all incident types. It also ensures that staff know and clearly understand the need for such expectations and their role within it.*
8. *TSI recommends Administration clarify, by SOG, and in accordance with the CBA, which call types the volunteer crews respond to, with an outcome of building confidence in their response and additional integrated attendance. Appreciation of the volunteers' support at emergency events is required for both volunteer and career firefighters.*
9. *TSI recommends further analysis of Station 2 (Volunteers) availability, capacity, and capability and how they may be further utilized to improve overall capability and capacity in service provision.*
10. *TSI recommends that OFD Administration prioritize fire prevention and education as a vital component of the fire service organization and ensure adequate funding to build capacity through ongoing training efforts.*

Financial

1. *The Town should continue to transfer to the capital reserve to fund the future replacement of fire apparatus and support vehicles.*



Source 2 Oromocto Fire Department (Facebook)

Improvement Opportunities Summary

The following improvement opportunities have been summarized by category; throughout this report these encouragements can be found in *blue text* within its appropriate chapter.

Improvement opportunities support the successful implementation of recommendations.

Governance & Administration

- 1. TSI encourages a complete fire and municipal risk assessment is undertaken.*
- 2. TSI encourages that the DND agreement be reviewed, updated, and reference the current fire by-law.*
- 3. TSI encourages the Chief, Deputy Chief and Assistant Deputy Chief mentor the officers and incident commanders to instill confidence in them at all emergency call outs.*
- 4. TSI encourages completing job descriptions for both Chief and Deputy Chief positions.*
- 5. TSI encourages a document management system that supports annual reviews of all fire by-laws and agreements.*
- 6. TSI encourages the department to establish a Policy Committee; they should be tasked to use caution about duplication of policies with the corporate policies, i.e., social media policy*
- 7. TSI encourages the creation of a section in the SOPs specific to OHS requirements.*

Level of Service

- 1. TSI encourages the completion of a thorough community risks assessment to determine priorities in community risk reduction and mitigation strategies.*
- 2. TSI encourages the CAO and Fire Chief(s) to use industry resources such as the Alberta Fire Chiefs Association Core Competency Framework tool (www.abfirechiefs.ca) as a guide to begin the process of developing a LOS document.*

Operations

- 1. TSI encourages establishing a safety policy and procedure manual for live burns at the current training site that identifies clear roles and responsibilities of training staff and maximum student-to-staff ratios.*
- 2. TSI encourages the development of an SOG that ensures a suitable reserve apparatus is identified and operational to replace Rescue 2 should it be removed from service for any number of reasons.*
- 3. Because of the immediate need for space for front-line apparatus and equipment, TSI encourages a thorough review of all apparatus, and a creation of equipment inventory lists, including all equipment in storage, be completed to determine what apparatus and equipment remains useful and what should be retired, decommissioned, replaced, removed from inventory and disposal arranged.*

4. *TSI encourages adding digital mapping capability to all front-line apparatus and providing all staff with training in its use and functionality.*
5. *TSI recommends an inventory of all fire hose be completed and matched to operational and reserve requirements. Once inventory is complete, organization and storage of fire hose should also be completed, and appropriate inventory maintained.*
6. *TSI recommends that all current inventory of fire hose be inspected, and service tested in accordance with NFPA 1962.*
7. *TSI encourages an internal review of how incidents are documented to ensure that, in the future, necessary information and data are pertinent, accurate, and measurable so that the OFD Administration can accurately review and analyze this information to measure overall performance and staffing as it pertains to response and service.*
8. *TSI encourages reviewing training provided to Officers in relation to software and systems used to record information related to all aspects of fire service response, service and safety. Ensure Officers are provided with adequate training to complete accurate reporting of all incidents.*
9. *TSI encourages that 'en-route' times and 'arrival on scene' times be added to the list of minimum information for all incidents as indicated in section 4 of the Reporting Policy.*
10. *TSI recommends that OFD Administration set strategic priorities regarding fire inspections and their frequency and provide clear goals or expectations on how many should be completed annually. It is understood that currently this is being managed, the goal is to have written priorities for all to adhere to.*
11. *TSI recommends increased professional development for Deputy and Assistance Chiefs for their roles in fire inspection and investigation.*



Source 3 Oromocto Fire Department (Facebook)

Setting the Scene: Oromocto Fire Services

THE COMMUNITY

Oromocto is known as "Canada's Model Town" and is a progressive and prosperous community developed around Canadian Forces Base Gagetown, one of Canada's largest military training bases. Oromocto is a community deeply rooted in a very diverse culture and heritage. The population grew from 661 in 1956 to the 12,170 by 1961 when it was announced that a military base was coming to Oromocto.

Oromocto's current 16,859 population is triangulated within the town boundaries, flanked on one side by a river, one side by a military base and one side by an international airport, with an additional 12,000 residents receiving fire service coverage provided by Oromocto outside the town borders.

THE FIRE SERVICE

Fire and rescue services are provided by the Oromocto Fire Department, which consists of 18 full-time firefighters, four holiday-relief firefighters, the Fire Chief, Deputy Chief and an Assistant Deputy Chief, as well as an Administrative Assistant who works out of Station One. Additionally, 29 volunteer firefighters work out of Station Two, supervised by the same management team as the full-time firefighters.

The Oromocto fire department functioned as a volunteer department from its inception in 1931 until 1959, when the population of Oromocto tremendously increased with the opening of CFB Gagetown. The volunteer department was disbanded, and a paid full-time department was formed. This model continued for 40 years until 1999, when the pressures of an expanded response area, additional hours, and the need to pay for that coverage hit a breaking point for the municipality.

The fire service moved to a composite model with both volunteer and paid firefighters working in the same, albeit expanded, response district to provide coverage for the Town of Oromocto and its expanded response area.

The years that followed were very rocky for the fire department, its members and management. There was strife between the full-time firefighters who feared for job security in the face of the new volunteer members and the volunteers who needed help finding their place in a previously full-time service. Thankfully the Oromocto Fire Department, led by the current Chief and Deputy, was able to bring the Council of the day's vision and expectations into the everyday reality of a highly functioning combination fire service composed of both full-time and volunteer firefighters; it is noted that it was not without extreme effort on the part of all parties.

One of the secrets of the Chief's success was to divide the two groups into two different stations, allowing for more robust response capacity from two different areas of Oromocto. For this model to continue to thrive, it is critical to keep each group, full time, and volunteer, separate in their own stations in essential areas of response. The fire service's success and affordability rely on having volunteer and full-time firefighters respond on behalf of the Town of Oromocto. The struggles mentioned previously in this report will return by combining the two departments into one. Simply, the Town of Oromocto cannot function as a full-time fire service, yet the service demands a full-time response with augmentation from the volunteers. There will be recommendations for managing the growth of these two key workforce groups later in this report.

The Fire Services' two principal facilities are located at (1) 50 Miramichi Road, where the full-time firefighters, command staff and administration are based, with a (2) secondary fire hall for the volunteers on the west side of Oromocto. The Oromocto Fire Department provides fire prevention, suppression, investigation, emergency operations centre services and non-fire-related rescue services to the Town and Sunbury-York South Rural Community, and the local service districts (LSD) of Burton-Geary and Maugerville-Sheffield. The service cost is shared across the service area tax base proportionally. Oromocto receives approximately 22% of the operating expenses from the three local service districts through the Province of New Brunswick.

THE LEGISLATION

Although legislation, including the Emergency Measures Act, & The Fire Prevention Act, Firefighters Compensation Act exist, none explicitly prescribes the level of provision of a fire service. The local Governance Act 186 (1) states that a local government may make by-laws for municipal purposes respecting and preventing and extinguishing fire and protecting property from fire that, without limitation, it goes on to include the municipalities authorization with respect to fires however it doesn't speak to the actual to the level of that service provision should be provided to. That must be determined by the local municipal officials and communicated clearly to both the residents and the fire service itself. Without a clearly defined level of service, the best the fire service can do for the community is

	
CHAPTER F-13	CHAPITRE F-13
Fire Prevention Act	Loi sur la prévention des incendies
Chapter Outline	Sommaire
Definitions 1 building — bâtiment combustible liquid — combustible liquide deputy fire marshal — adjoint du prévôt des incendies fire extinguisher — extincteur fire investigator — enquêteur d'incendies fire marshal — prévôt des incendies fire prevention officer — agent de prévention des incendies fireworks — pièces d'artifice flammable liquid — liquide inflammable ground floor — rez-de-chaussée local assistant — assistant local local government — gouvernement local Minister — Ministre petroleum products facility — installation de produits pétroliers place of assembly — lieu de rassemblement sleeping accommodations — logement Application of Act 1.1 PART I INVESTIGATION AND PREVENTION OF FIRES APPOINTMENTS, DUTIES AND POWERS Appointment of fire marshal, deputy fire marshal, fire investigators and fire prevention officers 2 Repealed 3 Powers and duties of fire marshal 4 Annual report of fire marshal 5 Local assistants 5 Protection from liability 6.1 Investigations 7 Power of entry 7.01 Duty to report 7.1 FIRE INSURANCE COMPANIES Report of insurer, person sustaining loss and adjuster 8	Définitions 1 adjoint du prévôt des incendies — deputy fire marshal agent de prévention des incendies — fire prevention officer assistant local — local assistant bâtiment — building combustible liquide — combustible liquid enquêteur d'incendies — fire investigator extincteur — fire extinguisher gouvernement local — local government installation de produits pétroliers — petroleum products facility lieu de rassemblement — place of assembly liquide inflammable — flammable liquid logement — sleeping accommodations Ministre — Minister pièces d'artifice — fireworks prevôt des incendies — fire marshal rez-de-chaussée — ground floor Application de la Loi 1.1 PARTIE I ENQUÊTE ET PRÉVENTION DES INCENDIES NOMINATIONS, FONCTIONS ET RESPONSABILITÉS Nomination du prévôt des incendies, de l'adjoint du prévôt des incendies, des enquêteurs d'incendies et des agents de prévention des incendies 2 Abrogé 3 Attributions du prévôt des incendies 4 Rapport annuel du prévôt des incendies 5 Assistants locaux 5 Responsabilité civile 6.1 Enquêtes 7 Droit d'entrée 7.01 Obligation de faire état 7.1 COMPAGNIES D'ASSURANCE INCENDIE Rapport de l'assureur, d'une personne qui subit perte et de l'expert 8
1	1

Image 1 New Brunswick Fire Prevention Act

provide an all-hazard response which is costly to the municipality in; fire response members, increased responses, diverse training needed to meet every response, and overall equipment required to meet each of those hazards. TSI later explains the importance of setting a Level of Service in this report.



Source 4 Oromocto Fire Department (Facebook)



Governance & Administration

Governance & Administration Review

Governance Structure

Governance for fire departments is one of the most critical elements for the successful running of the fire service and is done by creating a by-law authorizing the municipality to establish a Fire Service; this was done in Oromocto through the creation of By-law 532, the last reviewed and passed in 2017.

Section 2.2 of By-Law 532 clearly defines the Oromocto Fire Service as a Composite model with discernible and structured "career" and "volunteer" members. This section is a clear reminder of councils' wishes to have one composite department with two different working group types. Given that this is clearly defined in the By-Law, Council needs to ensure both working groups are provided for in terms of safety, workspaces, stations, equipment, and training.

A municipality often presumes that volunteer firefighters are not workers or are like any other casual volunteer of the municipality; however, nothing could be further from the truth.

Workers Compensation Act (R.S.N.B. 1973, c W-13) Definitions

"Workers" means a person who has entered into, or works under a contract of service or apprenticeship, written or oral, express or implied, whether by way of manual labour or otherwise and includes:

(a) a learner,

(a.1) an emergency services worker within the meaning of any agreement made under the Emergency Measures Act between the Government of Canada and the Government of New Brunswick in which provision is made for compensation with respect to the injury or death of such workers,

(b) a member of a municipal volunteer fire brigade, and

(c) a person employed in a management capacity by the employer, including an executive officer of a corporation, where that executive officer is carried on the payroll.

WorksafeNB defines employees in the following way:

"employee" means

(a) a person employed at or in a place of employment, or

(b) a person at or in a place of employment for any purpose in connection therewith.

It goes on to say:

A person is considered an employee when they perform work-related duties at or in a place of employment, and their employer is subject to New Brunswick's OHS Act.

This includes individuals who are outside of traditional employment relationships. These persons may be employed by the employer, another employer, be a volunteer, or be self-employed; however, they must be conducting work-related duties while at the place of employment. Examples of these types of employees are:

- *Salespeople*
- *Volunteers*
- *Employees of contractors (painters, welders, electricians on a construction site, etc.)*
- *Delivery personnel (truck drivers, couriers, etc.)*

Therefore, through the Oromocto By-Law, Occupational Health and Safety, WorksafeNB, and the Workers Compensation Board, the employer must manage their volunteer firefighters the same way they do their full-time employees. A safe workplace, equipment, and training must be addressed similarly for both work groups, as the Acts and Regulations apply equally.

By-law 532 Section 2, 2.6 states:

The Fire Chief, with prior approval of the Chief Administrative Officer, may reorganize or eliminate services or establish other services or may do all or any of these things or any combination of them as may be required to ensure the proper administration and efficient operation of the Fire Department and the effective management of fire protection for the Town.

Further, By-Law 532 Section 5 Emergency Response states:

The Fire Department may suppress any fire, respond to any emergency incidents or other hazardous condition by any reasonable action, and, for this purpose, may enter private property, if necessary to do so, in accordance with the Fire Prevention Act (RSNB 1973, c F-13).

Based on the By-Law, the fire department will respond to the following incidents:

- *Suppress any fire,*
- *Respond to any emergency incidents,*

- *Hazardous conditions.*

The fire department can manage any of those incidents by any reasonable action.

These are very broad response directions and intended so that Council could robustly support the Fire Service and account for anything they weren't aware of that needed mitigation. However, there needs to be more clarity on Council's expectations regarding the service level of the fire department. Council has the responsibility to identify risks to the community, such as floods, fires, and blizzards (to name a few) and then determine what risks they would like to mitigate, and which are too small to be of concern or can be mitigated through other means; then, decide what level they'd like their fire department to respond to each of those identified risks they would like to mitigate in-house.

It is recommended that the By-law be more precise in determining the actual service level delivery that Council authorizes the Fire Service to provide. A Level of Service policy is the Council's communication and commitment to the community, Fire Chief, and the fire department about their expectations for a response. In turn, after the Level of Service has been determined, Council's responsibility is to ensure that the department is adequately funded, staffed, equipped, and trained to manage the response to each of its mitigation tasks based on the Level of Service. A sample LOS table, on the next page, shows the service, its ideal service level, a general description of the service, and the minimum staffing levels for a safe and effective initial response.



Source 5 Oromocto Fire Department (Facebook)

Table 1 Sample Level of Service Chart, Excerpt from LOS Policy

CORE SERVICES			
The most common and important "Core" Fire Services offered throughout the NB Fire Service.			
Service	Service Level	General Description of service	Comments
General Firefighting	Operations	Required basic skills and training post orientation; involves personal and team safety; all basic JPRs from NFPA 1001-L1	Compulsory Service
Apparatus & Vehicle Operations	Operations	Driver training to meet Traffic Safety Act; operations of vehicle systems excluding pump operations	Compulsory Service
Fire Suppression (Exterior Operations)	Technician	Training based on NFPA 1001-L1; Optional certification achieved through the province	Compulsory Service Min staff 3
Fire Suppression (Interior Operations)	Operations	Training based on NFPA 1001 - F1 & F2. Optional certification achieved through the province	Optional Service Min staff 4
Wildland - Grassland Firefighting	Technician	Training based on NFPA 1051 JPRs	Compulsory Service Min staff 3

MUTUAL AID AGREEMENTS

There is one regional Agreement that Oromocto retains with the Capital District Firefighters Association Mutual Aid Agreement, one with the Department of National Defence and two Emergency Measures Agreements: one with the City of Fredericton and the other with the Village of New Maryland. There is also a Fire Protection Agreement Local Service District (LSD) with the Minister of Environment and Local Government Province of New Brunswick (The Minister).

Table 2 Mutual Aid Agreement Listing

Municipality	Agreement	Date issue/expiry
Capital District Firefighters Association Mutual Aid Agreement	Mutual Aid Agreement with: Cambridge Narrows Chipman CFB Gagetown Cumberland Bay Dumfries Fredericton	September 30, 2024, may be extended two more years with a written request

Municipality	Agreement	Date issue/expiry
	Fredericton Junction Gagetown Harvey Hoyt Jemseg Keswick Ridge McAdam Minto Nackawic Nashwaak Valley New Maryland North York Regional District 1 Keswick Valley District 2 Millville Oromocto Stanley Upper Gagetown Upper Kingsclear Upper Miramichi	
Standard Agreement for Mutual Aid	Mutual Aid Agreement Department of National Defence	February 2, 2011/perpetuity
Mutual Aid Agreement Emergency Measures	Town of Oromocto and the City of Fredericton	August 18, 2000/Annual Review
Mutual Aid Agreement Emergency Measures	Town of Oromocto and the Village of New Maryland	August 18, 2000/Annual Review

TSI reviewed all the Mutual Aid Agreements provided and noted that the standard Mutual Aid Agreement signed with both the City of Fredericton and the Village of New Maryland is missing part of 1 a., which outlines what Council will allow, all of point 1 b. and continues with the rest of the points intact. These two Agreements simply state that the municipalities will help each other in peaceful times should an emergency happen. The Agreement is to be reviewed annually; TSI endorses this review as it will allow both councils to amend anything that might have changed during an emergency the previous year. This appears to be a standard Mutual Aid Agreement that is specific to the Emergency Measures procedures. TSI suggests clarifying the missing points, so Council understands their commitment.

The Department of National Defence Standard Agreement for Mutual Aid is clear and concise, allowing for mutual aid to flow back and forth between the Town of Oromocto and CFB Gagetown without the payment of money. Point 7 allows for invoicing the requesting party for extinguishing agents used by the party providing mutual aid, which ensures that neither party is

paying for any materials used when providing aid. It is noted that the By-law quoted Fire Department By-law #220, which was repealed and replaced by By-law #532. As a result, although arduous as this Agreement is signed by the Assistant Deputy Minister of Infrastructure and Environment, this Agreement should be reviewed, updated, and re-signed.

Administrative Structure

A clearly defined set of roles, responsibilities, processes, and rules can significantly enhance decision-making. Oromocto Fire has fluctuated since its inception and until 1998 there were four fire chief officers lately it has had a full-time Chief and Deputy and recently added an Administrative Assistant and Assistant Deputy Chief. The administrative staff supports an efficient and effective Fire Service; TSI learned that this is a well-trained Fire Service capable of managing a broad range of emergency and hazardous situations.

Throughout the initial and subsequent research completed by TSI, it was discovered that there is a need for job descriptions for both the Chief and Deputy Chief positions. Understandably, the same people have continually staffed both positions for over 20 years, and 20 years ago, the industry was not focused on specific and detailed job descriptions. TSI learned that both positions will require replacement in the years ahead as the current staff will retire at some point in the future. Succession planning is critical to support future staffing needs.

TSI was provided with an extensive list of over 120 duties and responsibilities the Chiefs are completing, proving that both positions work exhaustively for the good of the department and the community's benefit, regardless of the scope of work required. The Chief and Deputy often exchange roles with administrative and operational tasks intermixed between the two positions, based on each person's strengths, assisting beyond their specific portfolio assignments: a sign of a well-oiled management team. Given that retirements are looming, it would be advantageous to utilize the current Chief and Deputy Chiefs' knowledge and experience to home in on the specific position responsibilities required to complete updated job descriptions.

It would also benefit future succession planning to adjust the responsibilities based on the modern needs of the evolving Fire Service, focusing the Chief's position on administrative and organizational overview, span of control, and unity of command. In contrast, the Deputy's position may be looked at organizationally and adjusted based on the fire department's needs. **These operational versus administrative adjustments can be made naturally as the positions are opened due to retirement and should only be considered then.**

It was apparent that the current oversight requirements being provided by the three Chief Officers of Oromocto Fire Services are being overwhelmed. The volunteer and full-time staff feel

distinct and independent, working in two separate spaces. Yet, they rely on administration from the same three Chiefs to operate efficiently and effectively. The three Chief Officers manage everything on a tight schedule which does not allow adequate time for all duties which may include emergency incident response. The pressure on the three Chief Officers to maintain administration, operations, training, prevention, and on-call demands is taxing.

After examining all documents provided to TSI, it is strongly recommended that the municipality hire a second assistant deputy chief to manage the workload better.

Further, when that position is hired, serious consideration should be given to the equal division of work, with the Chief in the key oversight position. Given the experience of the current Chief, it will be even more critical to have that position guide and oversee the Deputy Chief and two Assistant Deputy Chiefs. Among the many tasks the Chief currently accomplishes is the ability for all personnel to report directly to him for HR-specific things, something that the Deputy Chief and Assistant Deputy chiefs could manage. For example, each Assistant Chief could be responsible for one working group reporting directly to them and from them up to the Chief only when necessary. This would streamline managing personnel and allow the Chief to have a better span of control. This is visualized in Figure 1 below.



Figure 1 Recommended Administrative Structure with addition of second Assistant Chief and new division of duties for each Assistant Chief

The current Chief has worked incredibly hard to establish relationships with key people for the Oromocto Fire Department. He can have any door opened at his request and, from TSI's point of view, can keep the current Fire Service at the forefront of key players' minds in the community and fire industry; this is no small feat, and speaks to the respect he has earned in

the firefighting community and province. This is an excellent strategy on behalf of the Chief and shouldn't be lost once he retires.

For the hard work of the Chiefs to carry on, it is critical that the current Chief brings his next in line with them to all key meetings to ensure relationships are built with him present and eventually, in the not-to-distant future, conducted without him. For example, when meeting with the Provincial Fire Marshal, the current Chief empowers his staff to ensure continuity and succession. At some point, he should facilitate the meeting for the team and let them attend on their own, managing the outcomes and decisions with his successor after the meeting happens from a supervisory position. This will ensure that a seamless transition for the future of the Fire Service is maintained with crucial stakeholders. There is no safer way to learn than to have the person in the current position guide the successor in mastering the existing relationships. In turn, this will provide the much-needed assurance that the arduous work of the current Chief will continue.

By-laws

Governance establishes relevant and transparent accountability in decision-making processes to align direction and guide actions. This is done through by-laws and policy. Documents follow a hierarchy to ensure the right groups have the proper authorization and oversight. Documents serve different functions and purposes.

The *New Brunswick Local Governance Act* (S.N.B. 2017, c.18) gives Council the authority to pass by-laws *Local Government Act 186 (1)a - d, 186 (2)a, (2) b*. Creating a by-law that meets general statutory and fundamental principal standards is only part of the process. Municipal administration aims to create by-laws that are understandable, enforceable and accomplish the Council's anticipated goal. By-laws are a requirement as per the LGA. Council passes them in a public meeting. By-laws create an enforceable

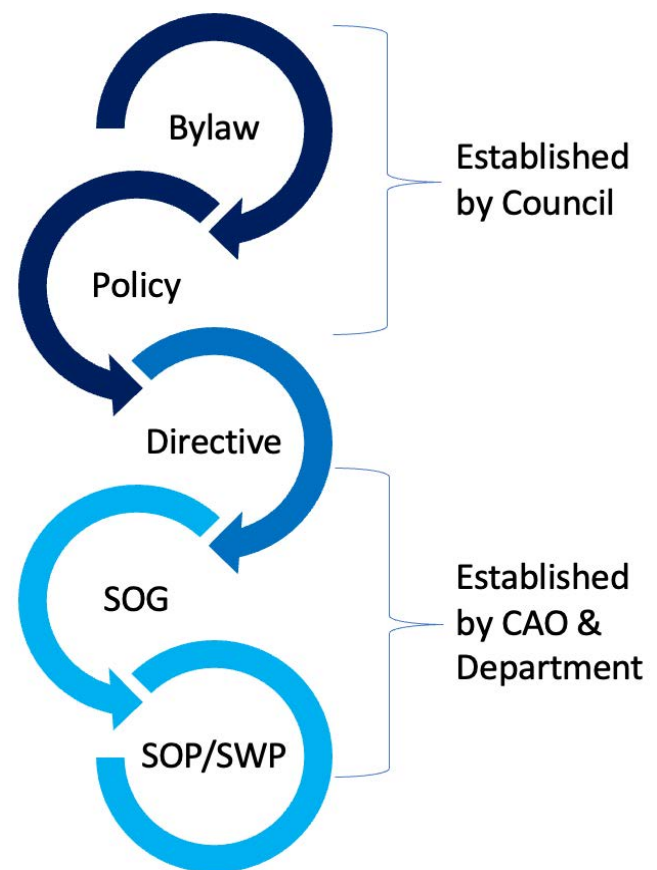


Figure 2 Documentation Hierarchy

regulation. *Fire By-law No. 532 A By-law relating to the Town of Oromocto Fire Department* is the current by-law governing fire. It sets Council's goals for fire service delivery in the Town of Oromocto response district.

The by-law review exposed a few items for remedy:

- *By-law 532 Section 2, 2.5* states:
The Fire Chief or their subordinate shall have direct charge at emergencies and shall direct fire operations.

The current practice is to have a Chief Officer attend calls when necessary as outlined in SOP 600.01. TSI encourages the Chief, Deputy Chief and Assistant Deputy Chief to mentor the officers and incident commanders to instill confidence in them at all emergency call outs. This would allow the responding crew and Duty Officer the opportunity to put into practice their training and gain confidence while knowing the Chief Officers are there should they be needed.

- *By-law 532 Section 3, 3.9 and 3.10* identifies the roles of the Deputy Fire Chief and Assistant Deputy Fire Chief as subordinate to the Chief and Deputy Chief, respectively. These two sections could state simply that the Deputy Fire Chief reports to the Chief, and Assistant Chief reports to the Deputy Chief. The Deputy Chief Officer is hereby authorized, if the Chief Fire Officer is absent or unavailable, to take any action the Chief Fire Officer is authorized to take per this by-law.

- *By-law 532 Section 2, 2.6* states:
"The Fire Chief, with prior approval of the Chief Administrative Officer, may reorganize or eliminate services or establish other services or may do all or any of these things or any combination of them as may be required to ensure the proper administration and efficient operation of the Fire Department and the effective management of fire protection for the Town."

This was discussed previously in the report; because it is the Council's responsibility to set the Level of Service, this section should be deleted from the by-law. Instead, something specific giving the Chief the power to run the fire department as necessary to meet and maintain the Level of Service set by Council should be inserted here.

Lastly, it is good practice to review this specific by-law annually to ensure that the community's needs are being met as directed by Council and that Council supports the Fire Department in meeting those needs.

- **By-law 316 Emergency Measures By-Law**

This By-law follows the Emergency Measures Act; TSI recommends reviewing it when a new Council is appointed or when there are amendments to the Emergency Management Act to ensure that Council is aware of its responsibilities for managing emergencies.

- **By-law 533 Prevention of Fires**

This By-law is in line with the Fire Prevention Act; TSI's recommendation would be to review this By-law when a new Council is appointed or when the Fire Prevention Act is amended to ensure that Council is aware of the responsibility of the fire department's role in fire prevention and adjust the Level of Service Policy accordingly.

POLICIES

While TSI was reviewing policies, it was noted that the Chief Officers are currently reviewing all policies. This is a never-ending huge task and must be commended, as some policies have not been reviewed in years. It would benefit the Fire Service to have a policy committee to review the policies annually, ensuring there is an alignment with the Level of Service expectations set by Council and alignment with corporate policies. This would enable a streamlined process for the Chief Officers, utilizing them only when necessary, and edits have been noted.

The Town of Oromocto is achieving what is considered best practice by having the firefighter policies in the Corporate Policy Manual. As both work groups (full-time and volunteer firefighters) are considered employees, they will be held to the same standard as other municipality employees.

When TSI reviewed the current fire policies, it would seem that the Chief Officers are ahead of the rest of the organization in reviewing and updating its policies. Caution should be given to ensure that there is no duplication of policies, i.e., the Social Media Policy, which is different in both sections; Fire should always follow the corporate policy when possible. There will always be policies that apply specifically to the Fire Service (Dress and Department, for example) that are addressed in the fire policy section of the Corporate Policy Manual.

STANDARD OPERATING GUIDELINES

While the Standard Operating Guidelines for the Oromocto Fire Department have an OHS section, it needs some critical current requirements to meet WorkSafe NB, OHS, and CSA requirements.

This should be the first section modified in the existing SOGs and requires attention soon.

Chapter 4, section 4.2 of the [Occupational Health and Safety Manual](#) gives step-by-step instructions on creating a hazard risk assessment for all positions in Oromocto; however, at the time of this report, TSI couldn't find a specific one for firefighters. Therefore, TSI recommends a risk and hazard assessment for all positions in the Fire Department, including Chief, Deputy Chief, Assistant Deputy Chief, Administrative Assistant, Captains, Lieutenants, and Firefighters. It should minimally:

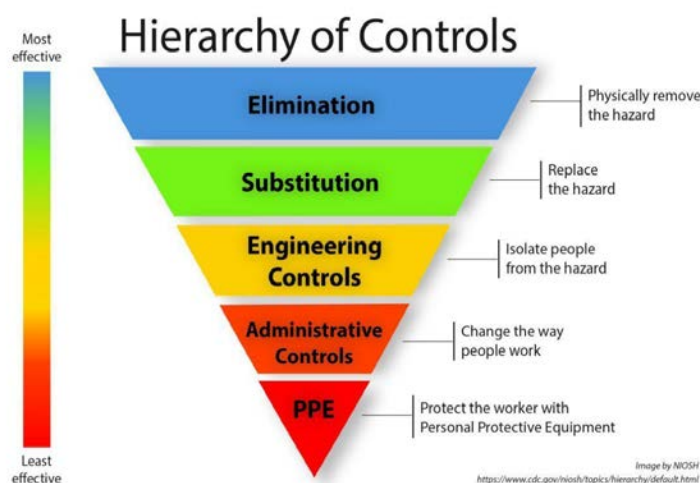
- Identify hazards.
- Analyze or evaluate the risk associated with that hazard.
- Determine appropriate ways to eliminate or control the hazard.

When determining the appropriate ways to eliminate or control the hazards, Worksafe New Brunswick and OHS suggest:

- *Elimination (including substitution): remove the hazard from the workplace or substitute (replace) hazardous materials or machines with less hazardous ones.*
- *Engineering controls: includes designs or modifications to plants, equipment, ventilation systems, and processes that reduce the source of exposure.*
- *Administrative controls: controls that alter the way the work is done, including the timing of work, procedures and other rules, and work practices such as standards and operating procedures (including training, housekeeping, equipment maintenance, and personal hygiene practices).*
- *Personal protective equipment: equipment worn by individuals to reduce exposure, such as contact with chemicals or exposure to noise.*

These methods are known as the “hierarchy of control” because they should be considered in the order presented (it is always best to try to eliminate the hazard first).

Hazard identification is an ongoing process. It must be done whenever your workplace introduces new processes, equipment, materials, or tasks to ensure the impact is fully understood and addressed.



While these may be in place, mandatory compliance testing or training such as fall arrest training or hearing testing with the use of the ladder truck, are not formalized or documented in the procedure.

Agreements

The most recent Collective Agreement between the Town of Oromocto and the Oromocto Professional Fire Fighters Association Local 1576, International Association of Firefighters, was entered into on February 24, 2023, and remains in effect until December 2024.

[Article 37-Job Security, Section C](#) speaks to not allowing the volunteer force to replace any full-time employees on shift. TSI recognizes this and recommends adhering to this part of the Agreement by continuing to keep the two working groups in their own spaces as Council looks at remodeling and building new stations in the future.

Governance & Administrative Conclusions

Administratively this department has been led by as many as four chief officers (at one time) including the current two strong Chiefs for the past 20-plus years, who had managed the department when it was a full-time station, then as it moved to a volunteer/full-time station, which is no small accomplishment. Today's Fire Service is demanding, and the current Chief, Deputy Chief and Assistant Deputy Chief are feeling the pinch of service demands. Therefore, one of the first gaps that need to be noted is the addition of another Assistant Deputy Fire Chief, and with that addition will come the opportunity to realign the organizational structure of the Chiefs to match the needs of the department better today.

TSI discovered that the administrative team of the Chief, Deputy Chief, and Assistant Deputy Chief have been working on updating their standard operating guidelines and policies, some of which have been overlooked for over a decade. This is a massive undertaking for any one person; frankly, the task always continues as the service grows and changes to meet the community's growing needs. Therefore, it is strongly recommended that a committee be struck comprised of firefighters (both volunteer and full-time) to review the SOGs on an annual basis and bring forward ideas and recommendations to the attention of the Chiefs to manage.

Because the fire department strives to maintain its documents, TSI found it ahead of the municipal organization in updating its guidelines and policies. The gap identified here was to ensure there wasn't an overlap or duplication of policies (corporate and fire) and that the updated fire policies be updated in the corporate policy manual.

When looking at the standard operating guidelines, a few missing ones should be added, including a hazard assessment for all fire positions within the Oromocto Fire Department.

Lastly, By-law 532 needs to be reviewed entirely and rewritten to include a strong Level of Service Policy as set by Council; the section on by-laws in this report has a few minor changes that can be included in the new fire by-law drafted. The additional by-laws, 533 and 316, provided to TSI need a review as it is recommended that all by-laws be reviewed yearly to ensure that they still serve the Council's purpose and help meet the level of service.

Governance & Administration Recommendations

- 1. TSI recommends a rewrite of By-law 532 to include a defined Level of Service policy as outlined in this report.*
- 2. TSI recommends hiring an additional Assistant Deputy Chief. When the position is hired, serious consideration should be given to a fire administrative reorganization, with the Chief in the key oversight position.*
- 3. TSI encourages the Chief, Deputy Chief and Assistant Deputy Chief continue mentoring the officers and incident commanders to instill confidence in them at all emergency call outs.*
- 4. TSI recommends that the Town and department ensure that the volunteer firefighters are treated the same as any other workers in terms of a safe workplace.*

Improvement Opportunities to Support Recommendation Implementation

- 1. TSI encourages a complete fire and municipal risk assessment is undertaken.*
- 2. TSI encourages that the DND agreement be reviewed, updated, and references the current fire by-law.*
- 3. TSI encourages the Chief, Deputy Chief and Assistant Deputy Chief continue mentoring the officers and incident commanders to instill confidence in them at all emergency call outs.*
- 4. TSI encourages completing job descriptions for both Chief and Deputy Chief positions.*
- 5. TSI encourages a document management system that supports annual reviews of all fire by-laws and agreements.*
- 6. TSI encourages the department to establish a Policy Committee; they should be tasked to use caution about duplication of policies with the corporate policies, i.e., social media policy*
- 7. TSI encourages the creation of a section in the SOPs specific to OHS requirements. The OHS section should include the following:*
 - o a Hazard Assessment created for each position on the OFD, i.e., Chief, Deputy Chief, Assistant Deputy Chief, Admin Assistant, Captains, Lieutenants and Firefighters, specific to all hazards of firefighting, including training and work on the fire floor, that ensures the hierarchy of control manages the hazard.*
 - o A mandatory OHS compliance testing section (fall arrest/hearing, for example).*



Level of Service

Level of Service Review

Community Risk Assessment

Physical location, as well as an increased formal coverage area for the municipality and impacting identified risks along with data and historical event response, are some of the inputs used in defining community risk. Frequency vs impact will help with decision-making. There are five basic ways to manage risk:

- **Avoiding:** choosing not to undertake in certain type of activity. An example is putting a fire ban in place during hot and dry conditions, or not allowing dangerous goods routes through a community.
- **Sharing:** risk may be mitigated by working together with our neighboring municipalities using mutual aid to improve response and service.
- **Transferring:** transferring the risk to third parties through outsourcing or insurance.
- **Mitigating:** minimize risk through fire prevention initiatives, detective control measures and overall efforts in community risk reduction.
- **Accepting:** recognizing the benefits of accepting the risk outweighs the cost of transfer or mitigation.

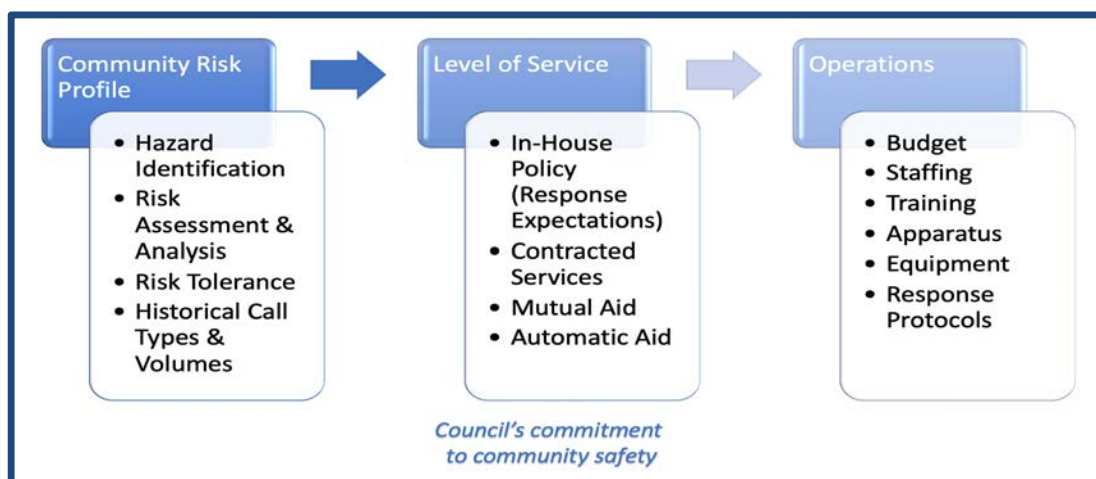


Figure 3 Linkage between Community Risk, Level of Service & Operations as an outcome of Council's Risk Tolerance

A clear community risk assessment and a gap analysis would lead to a mitigation discussion and a level of service discussion with the elected officials and admin. This is not in place. A by-law exists that states that the level of service is decided by the Fire Chief & CAO (By-law 533 2.6). A workshop was held with the Council, instructing them on their responsibility as a council to set the level of service based on data provided by the administration and then work from the level

of service decision to the requirement for apparatus, equipment and staffing levels, which finally, translates into a budget requirement.

Regarding community risk, the proximity to a larger river with 12-15 calls annually, in addition to the proximity of the Fredericton international airport (which has recently transferred to the Fredericton Fire Department), are two of the more considerable apparent risks for Oromocto. Additionally, the newly redefined and now larger municipal border will present some interesting needs assessment and service level work for the Council as well as fire service administration, as much of the new direct control service area was already being serviced by the Oromocto Fire Department under a mutual aid or direct aid agreement until January 1, 2023, when much of this area is now inside the Town's formal area of responsibility for emergency service provision.

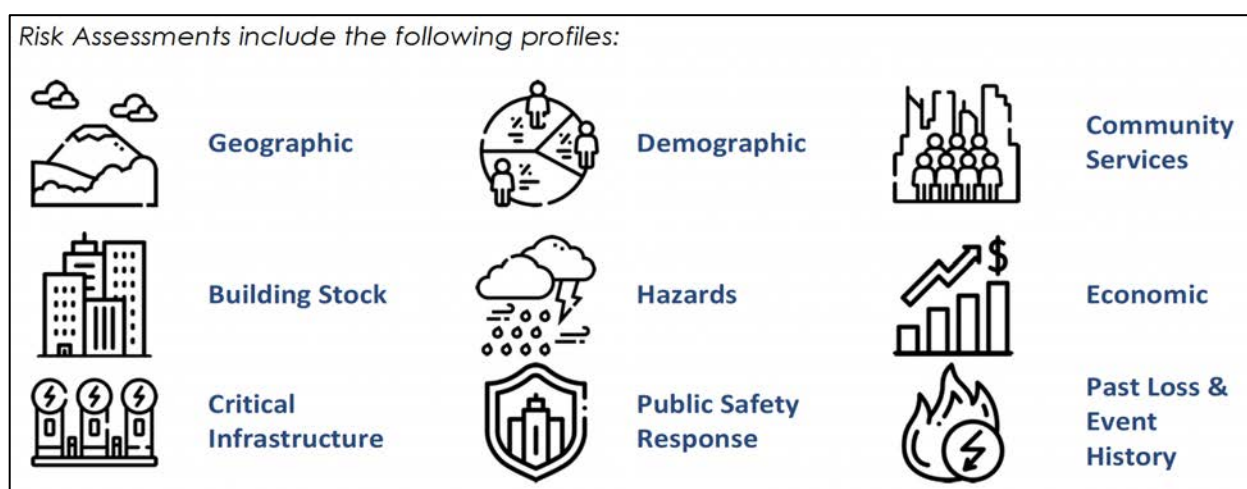


Figure 4 Components of a comprehensive Community Risk Assessment

Developing Level of Service

Developing service levels includes Council and Administration, who collaborate with the Council to set the Level of Service in the By-law. Some risks may not be substantial enough to be considered as a service that the Town offers in-house; this doesn't mean the risk is ignored, but that it is mitigated using external resources such as mutual aid, contract fee-for service or it is provided by another authority having jurisdiction. Internal mitigation to service levels will require Council and Administration to set internal levels of apparatus, equipment, staffing, training, and budget to support the strategies that the OFD can execute. The current By-law states that the CAO and Fire Chief set the level of service. This needs to be updated so that Council sets service levels. Once the service levels have been developed and agreed upon, apparatus, equipment and staffing levels will dictate mitigation to the risks as per the service levels offered internally.

The Town of Oromocto recognizes that residents and visitors within its boundaries may be exposed to various dangers from fire or other causes. Local governments may approve a

document known as a 'Level of Service' (LOS) which defines the processes used for the purposes of mitigating hazards and risks associated with their community. Generally, the fire department administration will work with the CAO and Council to develop the LOS. This document could be in several forms, but most often, it is a by-law, is contained within a by-law, or is in the form of a municipal policy. This LOS document is Council's minimum commitment to community safety; their pledge that public safety is a top priority. This does not preclude the Oromocto Fire Department from providing a higher level of service than indicated in the policy, provided that adequate staff are appropriately trained, equipped, and available to respond. Level of service is a product of leadership, training, response, and service. Council approves a LOS and assigns the CAO to ensure the delivery of these services through the OFD.

The Town of Oromocto does not have a specified or defined Level of Service. Instead, it operates its fire department with complete trust in the Fire Chief and CAO, who *have administrative and operational jurisdiction over all matters pertaining to the Fire Department* (By-law 532 Section 2.5). This is not to say that the OFD is incapable or dysfunctional. On the contrary, the OFD is a well-equipped, organized, capable force that can deal with nearly any fire or emergency incident.

Keeping in mind that there is no specific requirement or legislation in the Province of New Brunswick for a municipality to establish a LOS document, there are some key benefits associated with a defined LOS. These include:

- ✓ Organizational stability; improves operational and financial stability
- ✓ LOS drives the training program
- ✓ Reduces municipal liability
- ✓ Improved overall safety
- ✓ Guides staffing minimums/maximums
- ✓ Focuses on apparatus requirement or need in alignment to a service
- ✓ Provide efficiencies in the overall response to events
- ✓ Provides insight and inclusion to Council

Our consultation and document review produced a snapshot of the informal LOS provided by the OFD. The services include the following from By-law 532, Section 3.2.:

1. the prevention, control, and extinguishment of fires
2. the protection of life and property, and
3. the management of emergencies within the territorial jurisdiction of the Town

OFD Administration provided a list of actual services performed by the OFD, which include the following:

1. Fire Suppression (all): structure (including chimney), vehicle, wildland, Wild Urban Interface (WUI), grass, etc.
2. Medical First Response
3. Off-Road Rescue
4. Swift Water Rescue
5. Ice Rescue
6. Motor Vehicle Collisions and Vehicle Extrication
7. Hazmat (operations level)
8. Flood Operations
9. Response to alarms: high-life hazard
10. Other: boater in distress

There is a great responsibility placed on the OFD to provide these services, which include core (basic/compulsory) and extended (specialty/optional) services. All the above services require consistent, regular training to maintain competency. Some require recertification on an interval based on the service type or standard.

Following best practices would ensure that a proactive fire department would assist their Council in establishing a defined LOS. With exponentially rising costs in today's fire service industry, effective and prudent management of these resources is the key to providing efficient, effective, sustainable fire and rescue services to the community. Establishing a LOS will offer a strategic advantage in the fire service's overall governance, finance, and administration.

A LOS is created by having a comprehensive understanding of community hazards, vulnerabilities, and risks and then:

- Identifying and describing core services to be provided
- Identifying and describing extended services to be provided (if any)
- Identifying at what level the services will be provided:
 - i. Awareness,
 - ii. Operational, or
 - iii. Technical
- Identifying adequate staffing levels (overall and for each identified service)
- Identifying required training needs and priorities
- Identifying required apparatus that are aligned with core services
- Ensuring safety is a priority
- Creating an expectation of response
- Building a respectful, inclusive work environment
- Creating protocols and procedures that enhance response and service

To ensure that a newly developed LOS will solidify the way forward, it must align with these significant elements:

- a. The LOS must be attainable by the department. Capability and capacity should be sufficient to meet the minimum service level described.
- b. The LOS must be sustainable, both fiscally and operationally.
- c. The LOS should be reviewed regularly (NFPA 1720 suggests an annual review).
- d. The LOS should be aligned with the appropriate municipal demand zone(s).
- e. The LOS should be aligned with and comply to provincial legislation, including OHS.

Once a level of service is established and adopted as policy, it must be supported in several ways, including funding, leadership, staffing, expectations, and training.



Figure 5 Level of Service Support Requirements

Level of Service Process

As noted here, due process can provide Council and OFD Administration with a roadmap or template to lead consultation and discussion regarding the best way to reach desired goals for protecting lives and property and upholding public safety within the community.

Cooperation with neighboring municipalities is critical to establishing mutual agreements that benefit the entire region and provide adequate staffing for even the most severe emergencies. The focus must always be on delivering effective response and service rather than maintaining power and control.

A sample Level of Service Policy is included as information in Appendix 3.

To achieve the desired or defined level of service, we need to understand the basic principles involved. The formula or model can be broken down into four key components: training,

dispatch, service, and response. All components except for training are based on time and how quickly we transform the initial emergency or 911 call into an effective response with service.

Training

Training is a cornerstone of service provision and safety.

Training is a continuous endeavor for all levels within the fire service and a significant investment in staff that provides competent, capable, and consistent service in emergency incidents.

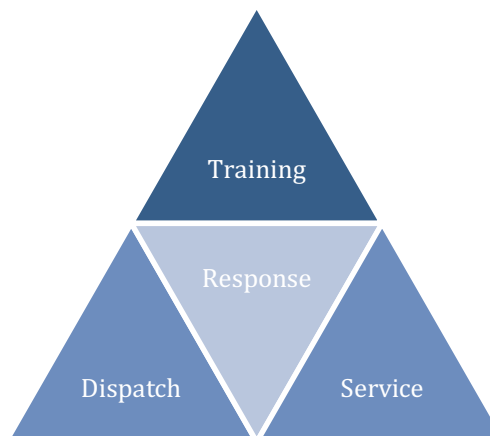
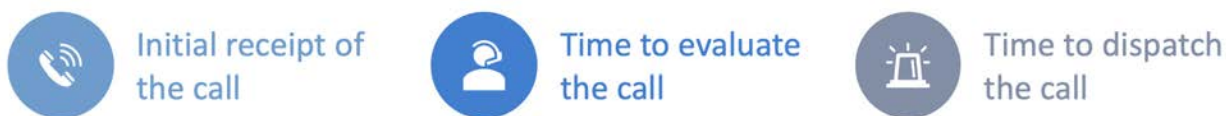


Figure 6 The Essence of Level of Service

Dispatch

This component involves:



Response

The response begins upon receipt of the dispatch information to the fire department:



Service

Service begins upon arrival and is based on having an ERF (effective response force) capable of providing the service required and ensuring the safety of firefighters.

Two NFPA standards that provide clear guidelines based on industry best practices, and extensive research to promote life safety in emergency response are:

1. **NFPA 1710** *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Career Fire Departments*, and
2. **NFPA 1720** *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Volunteer Fire Departments*.

Both standards apply in principle to the OFD organizational model and provide information on best practices, standards, and guidelines regarding response times, staffing, and response expectations as shown in Table 1 below:

Table 1 NFPA 1720

Table 4.3.2 Staffing and Response Time				
Demand Zone^a	Demographics	Minimum Staff to Respond^b	Response Time (minutes)^c	Meets Objective (%)
Urban area	>1000 people/mi ² (2.6 km ²)	15	9	90
Suburban area	500–1000 people/mi ² (2.6 km ²)	10	10	80
Rural area	<500 people/mi ² (2.6 km ²)	6	14	80
Remote area	Travel distance ≥ 8 mi (12.87 km)	4	Directly dependent on travel distance	90
Special risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90

^aA jurisdiction can have more than one demand zone.
^bMinimum staffing includes members responding from the AHJ's department and automatic aid
^cResponse time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

Actual operational procedures developed by the AHJ should provide clear performance standards, including minimum staffing required and response time objectives for structural firefighting or response to critical events. These operational procedures should comply, as nearly as possible, with NFPA 1720, based on low hazard occupancies, service budgets and area demographics. NFPA 1720 or the "10 in 10" (ten firefighters on scene within 10 minutes) is the standard most aspired to. Figure 7 indicates fire progression related to response in a single-family dwelling without sprinkler protection.

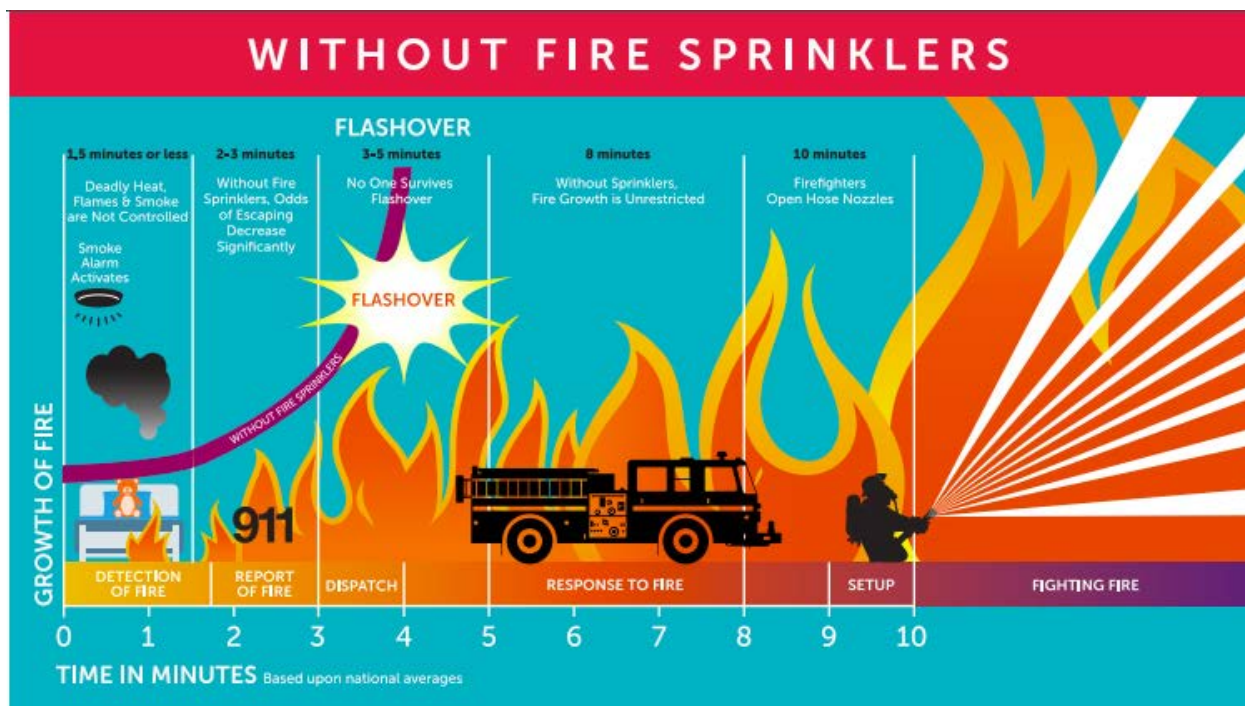


Figure 7 Fire Growth without Fire Sprinklers, from *Fire Protection Detection, Notification and Suppression (2nd Edition)*

OPERATIONAL INTEGRATION OF LEVEL OF SERVICE

Administration is a primary requirement to operationalize the LOS. The other major factor is the relationship and communications between FD Administration and its labour force (IAFF Local 1576 & Volunteers). Clear communication of goals and expectations is crucial to achieving desired results in providing fire and rescue services to the public. Regular business meetings with FD officers may be one way to guarantee that all parties are moving in the same direction. Using records management information, providing CAO and Council with meaningful data on operational objectives justifies the LOS and its associated operational and capital costs.

Robust communications processes and relationships are critical between Council, CAO and the OFD.



Image 2 Oromocto Fire Service Apparatus

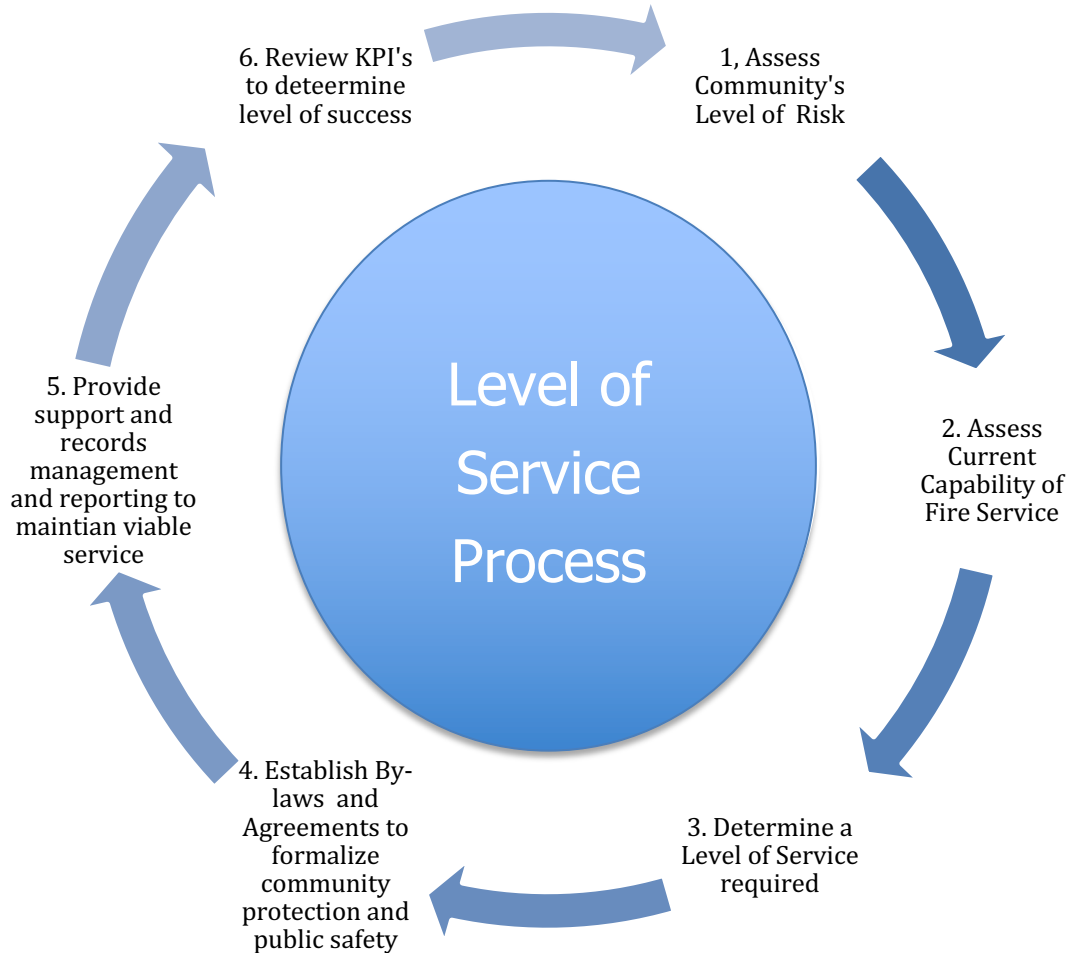


Figure 8 Level of Service Continual Process

Operations of a fire service without clear guidelines or a defined Level of Service may lead to a divergence of services that may not necessarily be required or services that may increase operational and training requirements or costs to unsustainable levels. Level of Service documents focus the fire service on essential core services required in the community, may justify extended or specialty services, and will ensure the CAO and Council have a broader understanding of the complexity and challenges faced by the Fire Chief and his efforts to safeguard and maintain uninterrupted community and public safety. There are guidelines and service levels for most departments within the greater community, and service levels for the fire department should also be established. When facing high operational and capital costs, the OFD, the CAO, and Council should have a unified, defensible, and justifiable disposition based on accurate data and information aligned with a defined Level of Service.

Straightforward Standard Operating Guidelines and Procedures detailing the response and hierarchy of the Volunteer and Career crews are absent, leading to confusion and reduced confidence in the Volunteer crews.

LOS Recommendations

1. *TSI recommends that Council, the CAO, and Fire Chief collaborate to create a Level of Service Document for the community to guide current and future fire service operations, training, response, and service provision.* Council can then approve a LOS that considers the expanded formal coverage area within an updated Fire Service By-law.

Improvement Opportunities to Support Recommendation Implementation

1. *TSI encourages the completion of a thorough community risks assessment to determine priorities in community risk reduction and mitigation strategies.*
2. *TSI encourages the CAO and Fire Chief(s) to use industry resources such as the Alberta Fire Chiefs Association Core Competency Framework tool (www.abfirechiefs.ca) as a guide to begin the process of developing a LOS document.*



Image 3 Oromocto Fire Department Bunker Gear



Operations



Operations Review

For this Fire Service review, the below five areas were analyzed; note that staffing and training are integrated throughout this report as they are finely intertwined and integral to all aspects of the Fire Service, including governance, administration, level of service and finances. Without trained staff, there is no service. Staffing and training are also addressed in the below areas where applicable.



INFRASTRUCTURE



APPARATUS &
EQUIPMENT



COMMUNICATIONS &
TECHNOLOGY



RESPONSE



FIRE PREVENTION,
INVESTIGATION &
EDUCATION

Infrastructure

TSI focused on four critical aspects of infrastructure related to the operation of the Oromocto Fire Services. These included Fire Station 1, Fire Station 2, OFD Training Ground, and the municipal hydrant water supply.

Fire Stations

The OFD operates out of two fire stations. Station 1, located at 50 Miramichi Road, houses the full-time career firefighters and holiday relief firefighters (IAFF Local 1576). It is also the OFD administration headquarters. Station 2, located at 4 Doyle Drive, is an annex to the municipal offices of the Town and houses the volunteer complement of this composite fire service. A previous FD Survey was conducted in 2008 (Fire Services Study – CGI), and the first two recommendations from the draft report were to redesign or relocate Station 1 and Combine Station 2 with a training area and relocate it to a lower growth area.



Image 4 Oromocto Fire Station 1

Station One was initially built as a combination Fire Station and RCMP detachment in the late 1950s and converted into a fire station. It is home to the department's administrative offices, 18 full-time, and four holiday-relief firefighters. The building has surpassed its useful service life and does not provide adequate space for staging and deploying critical front-line apparatus or required equipment. This negatively affects readiness, response, and service. A separate building is used as a gym for staff to maintain fitness. Much of the wiring is exposed and subject to damage from water or impact. The grounds also include a fabric Quonset where specialty apparatus is stored that is not affected by freezing temperatures and a double garage used for equipment storage. Recent renovations to the Station washrooms were very costly due to unforeseen circumstances.



Image 5 Oromocto Fire Station 1 Apparatus & Equipment

Station 1 Apparatus inventory includes a total of 3 Tankers/Engines of various ages, parked in the small 3-bay apparatus floor, with the 105' Pierce ladder parked during the summer in a tarp shed beside Station 1. The ladder apparatus is parked in winter off-site in an operations building, costing valuable response time to retrieve this unit when required, as well as time to travel to the off-site storage location to do daily checks on the front-line unit. Finally, a small 1-ton is used as an ice/water rescue unit; for water rescue there is also one inflatable Zodiac & one shallow bottom rescue boat based out of Station 1.

The primary concerns with Station 1 are:

- The apparatus floor is extremely overcrowded.
- The bay doors are too small, both in height and width.
- Working areas along the outside walls of the apparatus bays create a safety hazard when the apparatus is in motion.
- There is a lack of storage space for equipment and supplies.
- The structure itself has well surpassed its expected useful life cycle

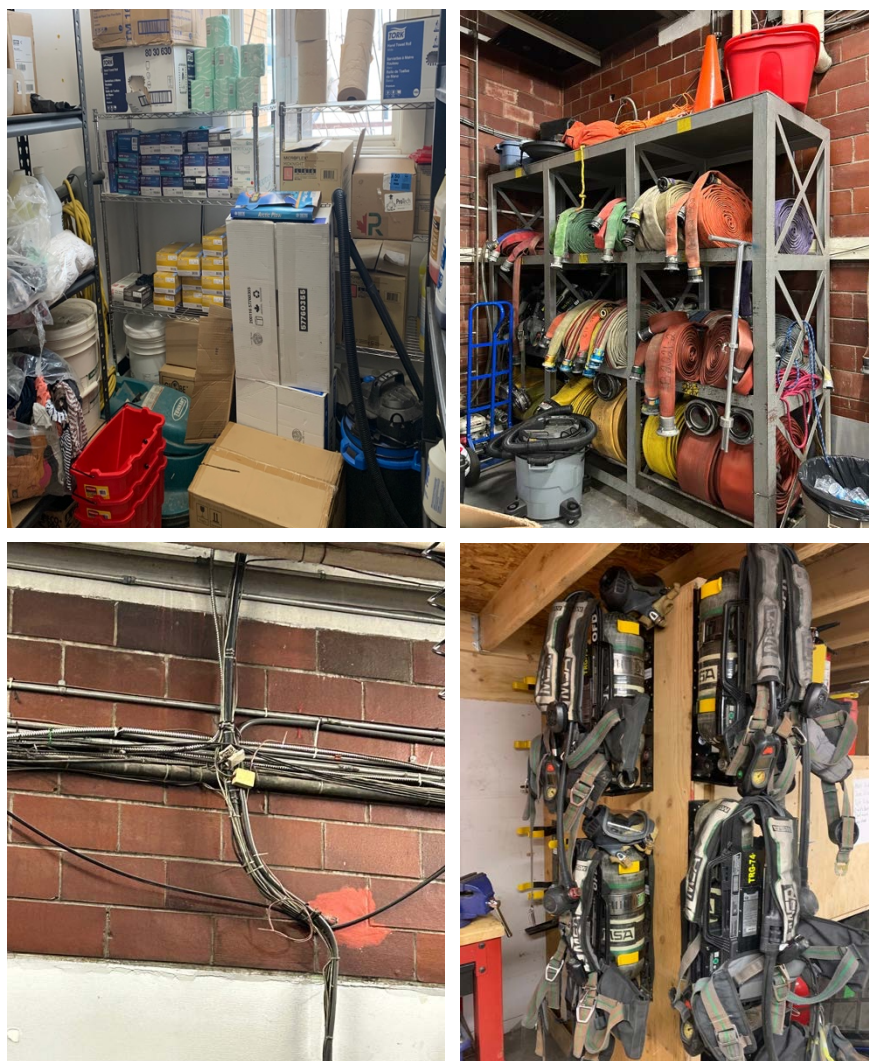


Image 6 Space is compromised at both Station 1 and Station 2

Station 2 is approximately 20 years old and was an addition to the current municipal office building. This station is home to the Volunteer Firefighter contingent of the composite OFD. Station 2 has similar issues to Station 1 in that it is overcrowded, and space, in general, is an issue. Every conceivable area of the station is utilized for operational and storage purposes. Front-line apparatus deployed from this station includes an Engine, Rescue, and Tanker. The larger of the two bays is a drive-through bay that contains the Engine and Tanker in tandem. The lack of office and meeting space, as well as the lack of showers, are other significant issues faced at Station 2.



Image 7 Oromocto Fire Station 2

Station 2 apparatus includes one Rescue truck, one service truck, one Pump/Tanker, one Zodiac, and one "squad" grass fire truck, all housed in extremely small double-wide, double-deep apparatus bays. Spatial separation allowances (both width & length of bays) within this station are likely out of compliance with OHS requirements for a safe workspace.

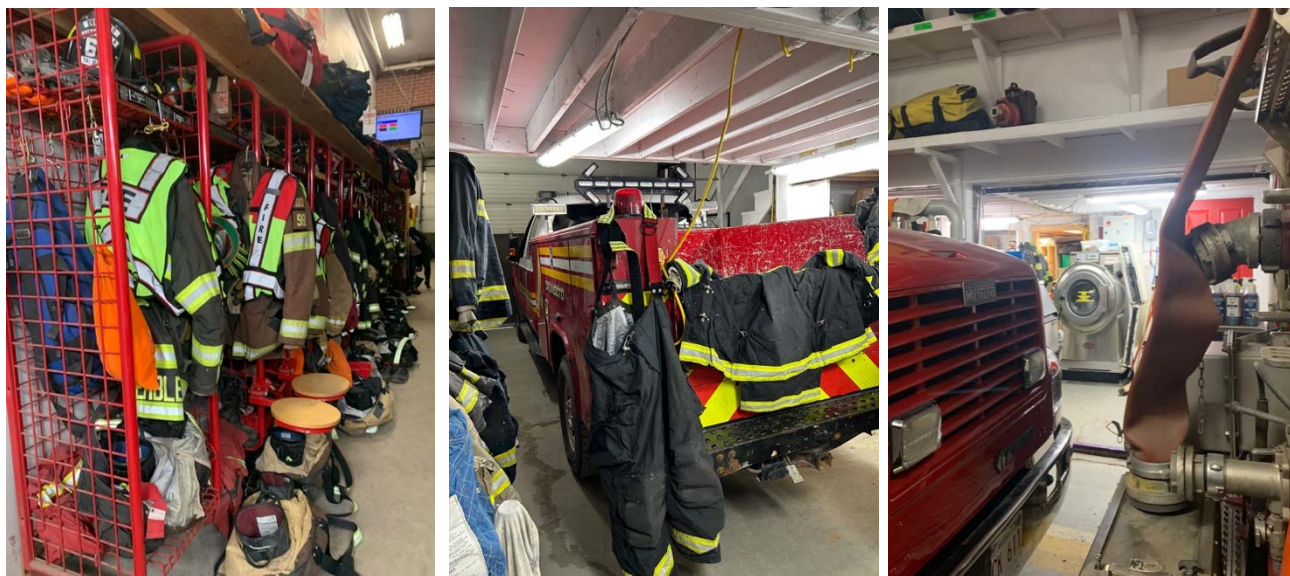


Image 8 Fire Station 2 Apparatus and Equipment with compromised space

Both fire stations are equipped with vehicle exhaust extraction systems, a beneficial factor in staff health and wellness and the stations' cleanliness. Informal discussions and planning of expansion and/or renovation of both facilities have unofficially occurred. The OFD Administration seems to have explored renovation rather than a new build. A renovation would require the existing part of the building to be code compliant, which could be very expensive, still leaving the OFD with a relatively old building that may or may not be suitable for the future of the service. A new facility would provide all modern and technological advantages in construction and systems, allowing the OFD Administration to reimagine how service is provided. Building for the future is also required to ensure adequate space for future apparatus, training, administration, and staff for the next several decades. A new building allows the OFD to include modern safety systems, use modern building materials, and incorporate modern concepts in station design and functional areas.

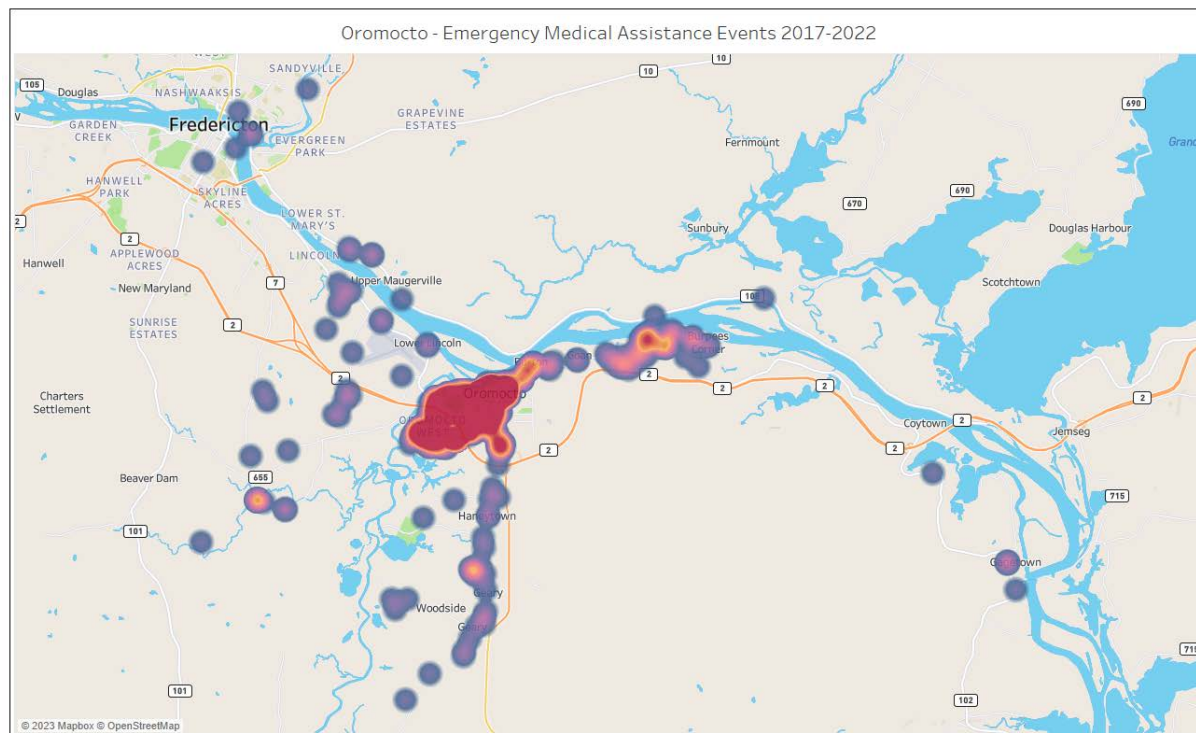
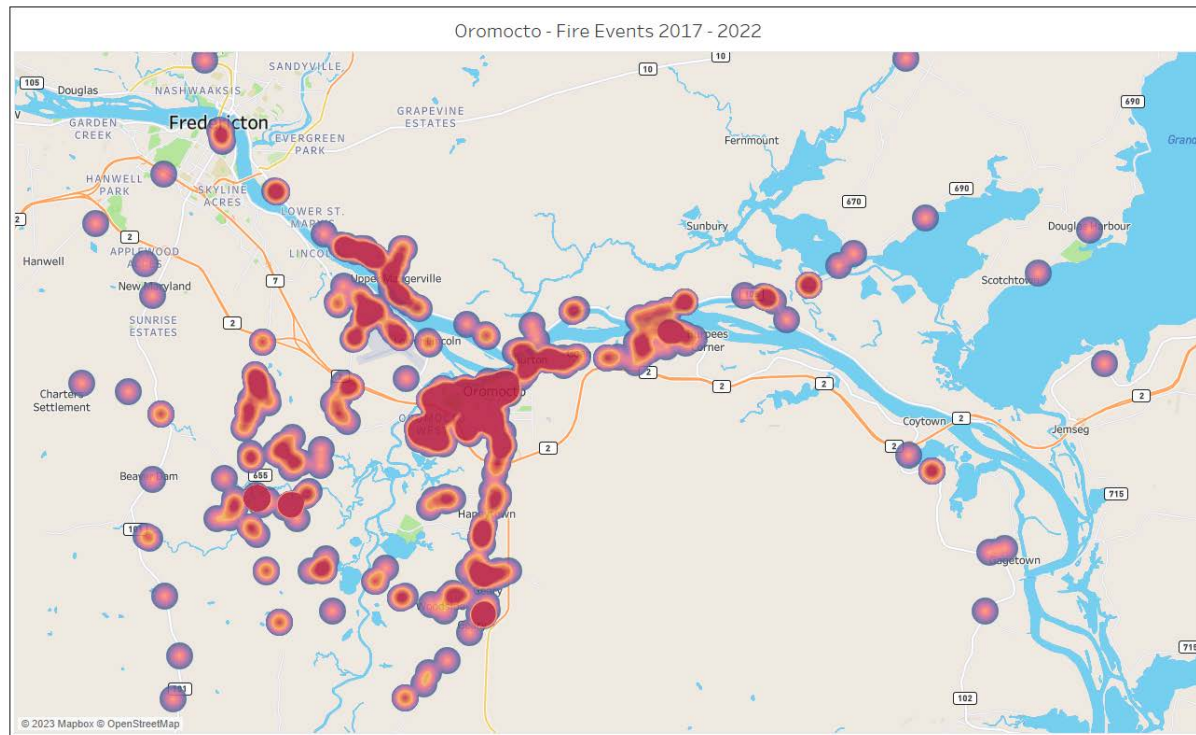
Conceptual plans for future renovation are a good start, but careful consideration should be given to what advantage would be gained, particularly with a renovation of Station 1. Very little of Station 1 is suitable for renovation, negating any advantage a renovation may provide. Considering the addition of offices and a second floor at Station 2, a necessary expansion of the apparatus floor space would be required to make the initiative worthwhile.

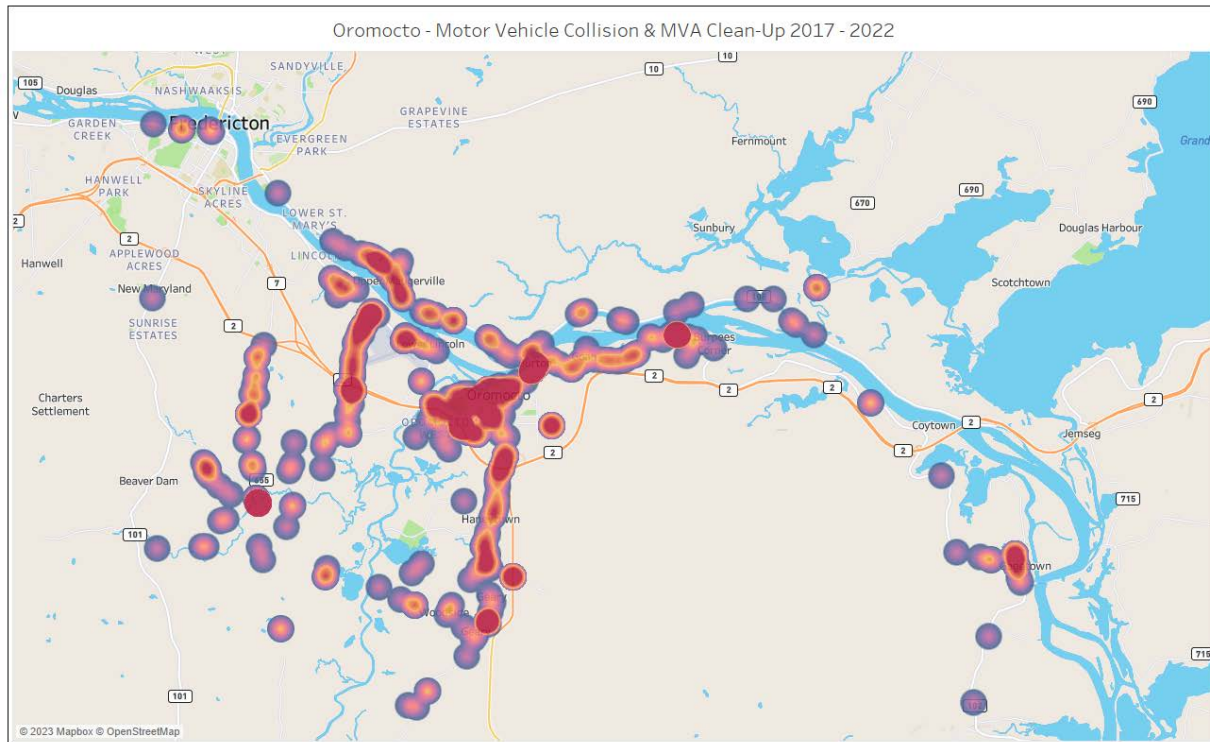
Fire Hall Options

Four alternative sites for new fire hall construction were provided and reviewed. Three sites were considered unsuitable. One location in particular is the southeast corner of Miramichi Rd. & Restigouche Rd, at the traffic circle, may be suitable for new construction. However, there are concerns with its distance from critical infrastructure, land parcel size (1.4 acres), and the absence of utilities.

1. One option is planning a new Fire Station 1 for the career firefighters on the existing site. This would require additional land (current library land) to ensure adequate space/land for construction. Renovation of Station 2 to provide more apparatus floor space, modern safety and dispatch systems, adequate offices, washrooms, living space and dedicated PPE storage space would then be appropriate. *This is the option TSI endorses.*
2. Another option is the construction of a new Fire Station 1 at a new location and renovation of Station 2 to provide more apparatus floor space, modern safety and dispatch systems, adequate offices, washrooms, dedicated PPE storage space and living space.
3. A third option is constructing a new Super Hall on the existing site to house both career and volunteer staff. This may improve inclusivity, operational capability and teamwork within the organization. Administration has concerns regarding the effect on fire service culture operating from one station.

In consideration of the below heat maps showcasing where response events occur (fire, medical assist and MVC), the historical data confirms that the current station locations are appropriate.





Fire Hall Recommendations

1. *TSI strongly recommends that further study of new or existing fire hall location options is required to confirm they meet all modern construction, design, planning, systems, and infrastructure criteria.*
2. *TSI encourages the Town to consider hiring a consultant or firm with expertise in modern fire hall design, planning, construction, and systems to assist OFD Administration and the Town during the planning and construction/renovation process.*
3. *TSI encourages the Town to review dispatch records and callout information when completing the Fire Master Plan.*



Image 9 Oromocto Fire Apparatus

Water Supply

Within the fire service, the purpose of providing water is to allow fire crews to:

Effect safe
evacuation of
occupants

Conduct primary
search and rescue
operations

Protect exposures to
prevent fire spread to
adjacent buildings

Provide an
acceptable measure
of property
protection

Water supplies are either natural or developed. Natural water supplies include all natural bodies of water. Developed water supplies include municipal and private hydrant systems, cisterns, tankers, canals etc. The OFD makes use of both natural and developed water supplies. Adequate water supplies are required to provide the necessary water volume to control major fires with unwavering reliability. Proper water storage is also needed to maintain extended fire suppression operations.

The OFD provides fire suppression services to the Town of Oromocto, Sunbury-York South Rural Community, and the surrounding Local Service Districts of Burton-Geary and Maugeville-Sheffield. The total population served is approximately 24,000 residents.

The Federal Government provides the Town of Oromocto's water source via the Saint John River. CFB Gagetown is currently responsible for water intake, treatment, storage, and distribution to the Town.

A hydrant system protects the Town of Oromocto. The system is maintained by an outside contractor (Aqua Data) who does annual maintenance and testing of the system. Aqua Data's testing program provides a yearly report, including the results of testing valves, flushing procedures, and static and dynamic pressures, highlighting any concerns in order of priority. Their statistical reporting covers the last 20 years.

After a review of this data, it was clear that although the dynamic pressures on portions of the system may seem low, flow from these areas and the hydrant system is quite good and certainly within standards required by the NFPA and FUS. A water tower with a volume of 2.27 million liters, was built in 2009 to better manage low water pressures, increase flow and capacity for firefighting in the west sections of Town. Based on request from the OFD, the Town can manually engage available fire pumps to increase water capacity when required, but it is unknown if any boost in water pressure would result. As in any jurisdiction, fire crews should be cognizant that they will be needed to monitor residual pressures when engaged in pumping operations to avoid causing damage to the water supply infrastructure and fire engines.

The LSDs, along with Ward 4 (former LSD of Lincoln) and Smith subdivision in the south end of Oromocto, are considered rural residential demand zones with no municipal water supply. Maintaining water supply for fire events (single-family dwelling) is achieved using a Tanker shuttle program developed regionally. OFD had previously been accredited with the Superior Tanker Shuttle Service by FUS, but requirements for accreditation have changed, which does not allow for recertification. However, OFD Administration is pleased with the success of the regional tanker shuttle program.

Training Area

The training area is in zone that is subject to flooding. Generally, there are a few weeks per year during the spring freshet when access to the training site is unavailable. Notwithstanding, there is a Quonset, numerous outbuildings, several sea cans, and a two-story sea-can structure to facilitate live burns. Three cisterns with a combined water storage capacity of 18,000 gallons support live burns and similar training. The contents of the structures on site are unknown but assumed to be for the storage of surplus equipment. There is ample space for several vehicles for use in vehicle extrication training.

Overall, the site is useful for all types of in-house training. However, for several key reasons, one being the requirement for firefighting water supply, it does not meet standards associated with training sites under NFPA 1402 (Standard on Facilities for Fire Training and Associated Props). With adequate safety procedures and policies in place, it does fill the need for local training opportunities and basic requirements.

Training centers may be incorporated into the new construction of fire service infrastructure, but costs associated with this approach may prove to be a barrier. A regional approach to training is more affordable and sustainable if regional cooperation exists and can be maintained. The City of Fredericton has a state-of-the-art training facility available for use. TSI was advised that the Fredericton Fire Department uses about half of available training time to train its own crews, with the remainder offered to other Maritime fire departments and Emergency Response Teams. OFD Administration identified that this is cost-prohibitive and not logistically feasible.



Image 10 Oromocto Fire Training Centre

Training Recommendations

1. *TSI recommends that OFD Administration determine what their future training program will require regarding training facilities infrastructure and, in doing so, determine the best plan of action based on new opportunities and available options for all training areas.* The focus should remain on training delivery, sustainability of the training program, operational issues related to training and budgetary considerations.

Improvement Opportunities to Support Recommendation Implementation

1. *TSI encourages establishing a safety policy and procedure manual for live burns at the current training site that identifies clear roles and responsibilities of training staff and maximum student-to-staff ratios.*

Apparatus and Equipment

A review of OFD apparatus and equipment consisted of assessing the current fleet of emergency vehicles, their suitability for the designed mission, and evaluating any associated fire suppression equipment and instruments. The assessment will refer to information on best practices provided by the FUS (Fire Underwriters Survey of Canada) and the NFPA (National Fire Protection Association). TSI also reviewed and assessed the fleet maintenance procedures, personal protective equipment (PPE), and any communications equipment used as part of or during fire and emergency operations.

Reference to standards and specifications for fire apparatus by FUS, particularly the Fire Underwriters Survey Apparatus Acceptance Terms of Reference for Fire Insurance Grading and Public Fire Protection, was used as a guide for assessment. The FUS document outlines service life for fire apparatus at:

- Up to 15 years for first-line service
- 16 to 20 years in a reserve capacity, and
- no grading (zero grading) for apparatus greater than 20 years old.

We must remember that there is no municipal or provincial legislation regarding the useful service life of fire apparatus. However, we must understand that it is prudent to maintain a strategic apparatus replacement plan that focuses on the safety, reliability and performance of existing apparatus compared to that of new apparatus.

NFPA 1901, the Standard for Automotive Fire Apparatus; Annex D – the Guideline for replacement of First Line and Reserve Fire Apparatus highlights are as follows:

- intended to maximize fire fighter capabilities and minimize risk of injuries.
- fire apparatus should be equipped with the latest safety features and operating capabilities.
- apparatus more than 15 years old might include only a few of the safety upgrades required by the current editions of the NFPA Standards.

Because the changes, upgrades, and fine tuning to NFPA 1901 have been truly significant, especially in safety, fire departments should seriously consider the value (or risk) to fire fighters of keeping fire apparatus more than 15 years old in first-line service.

It is recommended that apparatus more than 15 years old that have been properly maintained and that are still in serviceable condition be placed in reserve status. *This is intended as information only. NFPA Annex D is not a part of the NFPA 1901 standard but is included as valued information.*

Assessment of apparatus should be a continuous function of fire department administration focused on the original design standards and specifications of the apparatus, its age, weight, pump testing, service history or frequency of maintenance, including monitoring time out of service. Generally, age is conditional, based on the current condition and usefulness of the apparatus. There was no clear guideline or policy available for review concerning apparatus retirement or replacement, but with new trucks on order, considering vehicle service life seems a regular endeavor. An internal guideline or policy would help with strategic long-term planning and review of apparatus requirements, including desired service life cycles. This policy or Guideline could benefit OFD Administration when dealing with Council and the CAO on procuring new apparatus.

Engines

The OFD operates four Engines. It is assumed that Engine 4, a 1998 Freightliner FL80, is considered a reserve apparatus because of its age. It is due for replacement, and procurement is underway; a new truck has been ordered and is expected to be delivered within 24 months. Because of the operational requirement to provide suburban fire suppression capability and the necessary firefighting water supplies in rural or remote areas, these Engines may be considered Engines/Tankers. They are heavy dual-axle units equipped with large water tanks, and all have rear dump systems. The increased weight of these apparatus makes them particularly vulnerable to mechanical issues and breakdown. The average age of the Engine/Tankers, at 11 years, indicates the fleet is moderately aged based on a 20-year expected service cycle.

This fleet is in a good position, particularly with a new Engine arriving in the short term. The crew capacity of the Engines allows for the transport of an ERF on the initial response. Their

pump capacity is at the very high end of the scale. All have a foam discharge/proportioning capability as well.

The Engineering and Public Works Department does the fleet's mechanical maintenance in-house. Annual fire pump testing is done through a qualified contractor. The engagement process did not reveal significant issues with the apparatus's maintenance or reliability. The OFD is currently very well equipped concerning front-line Engines/Tankers, and proper maintenance procedures should remain so for the next decade. Maintenance is expected to be completed using best practices and aligned with NFPA 11 Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles.



Image 11 Oromocto Engine Fleet

Ladder

The Platform/Ladder is a 1999 Pierce 100-ft Ladder with a platform, 1750 GPM-rated fire pump and crew capacity of six. This front-line apparatus is handicapped regarding response because, during the cold months of the year, it is not deployed from Station 1. Being 24 years old makes this apparatus near the end of its service life cycle. It may provide several more years of service

based on condition, usage, and maintenance. This is a necessary piece of apparatus that provides exceptional life-saving capability along with the ability to provide elevated fire streams and access to rooftops, specifically those above three stories. A strategy for its replacement should coincide with the availability of space in a new or renovated fire station.



Image 12 Oromocto Ladder Apparatus

Rescues

Rescue 2, the heavy rescue, a 2002 Sterling L7500, is deployed from Station 2. This critical component of the fleet primarily responds to various critical call types, including structure fires and motor vehicle accidents. The volunteer component of the OFD staffs it. By all accounts, it is adequately equipped for intended uses. It is undoubtedly nearing the end of its expected service life, having been in service for 21 years. A replacement for Rescue 2 is on order and is expected within 24 months. With only one heavy rescue, there should be a SOG regarding which reserve apparatus will replace Rescue 2 should it be removed from service due to preventative maintenance, mechanical breakdown, or other issues.

Rescue 1 and Squad 2 are based on the Ford F350, medium-duty one-ton chassis. Rescue 1 is deployed from Station 1, and its primary function is response to water/ice and off-road rescue. Squad 2 at Station 2 is primarily equipped to provide traffic control on area highways. Other

operational uses include towing capability for the command trailer, boats and UTV. Both apparatus were manufactured in 2015 and, therefore, moderately aged, assuming a 12–15-year useful service life.

There are several light trucks in the fleet, including:

- Chiefs' vehicles
 - 2018 Chevrolet Tahoe
 - 2019 Ford F150
 - 2022 Ford F150
- Service vehicles
 - 2013 Chevrolet Tahoe
 - 2011 Ford F150

The light trucks are primarily used as command vehicles but can tow the command trailer, boats or UTV.



Image 13 Oromocto Light Truck Fleet

Boats & Marine

The inventory of boats includes:

- 2005 - 21-foot Lowe rescue boat with a 115-horsepower outboard engine
- 1998 - 18-foot Zodiac RIB, 60-horsepower outboard
- 1998 – 14-foot Zodiac, 30-horsepower outboard

The fleet of boats should be consolidated based on the type and priority of response to water incidents. The 21-foot Lowe John Boat is the most suitable for open water operations but does not provide adequate safety for first responders in foul weather. If required, the 14-foot Zodiac may be used as a reserve unit for open-water rescue.

Water and ice rescue combined are less than 1 percent (1%) of the total call volume), but maintaining the boats is essential for preparedness and operations due to the probability of flooding, particularly during the spring freshet.

Water, swift water, static water, and ice rescue equipment include individual dry suits for each full-time firefighter. Several Volunteer firefighters are also issued dry suits for water rescue as part of their kits. Rope systems, PFDs, paddles, helmets, inflatable rafts, and an Oceanid RDC round out the equipment for all water rescue operations.



Image 14 Oromocto Marine Fleet

Ground Search and Rescue

The Kubota UTV provides year-round ground search and rescue capability and wildland/grass fire capability in difficult terrain. It is also equipped to transport a patient on a stretcher. The UTV is equipped with tracks (in place of tires) to improve capability and performance in wet or boggy conditions or in winter when encountering deep snow. It is mounted on its own trailer for transport to incidents. It is deployed from the Quonset adjacent to Station 1. Caution and safety considerations concerning rollover accidents, particularly in hilly or undulating terrain, must be included in primary operational training on this apparatus to ensure operational safety.



Image 15 Oromocto UTV

Equipment & Personal Protective Equipment (PPE)

Quality industry-standard turnout ensembles of personal protective equipment (Starfield Lion) are supplied to Career and Volunteer Staff. SCBA is the MSA G-1 series which includes

integrated TIC, voice communications with amplification & speaker, PASS system and buddy line. An inventory of 105 air cylinders ensures appropriate capacity or prolonged incidents requiring SCBA use. The stock of PPE and SCBA is adequate to support training and operations. Each station contains a Jordair compressor with a cascade and fill station, allowing for prompt refilling of air cylinders. TSI assumes that regular inspection of PPE and SCBA is completed according to the manufacturer's recommendations and industry best practices and standards.

Table 2 Equipment Stock

Equipment	Brand	Quantity	Spare	Type
SCBA	MSA G-1	46		
Air Cylinders			105	
Turnout Gear	Starfield Lion			
Mobile Radios	Motorola	20		VHF
Portable Radio	Motorola	68		VHF
Pages	Motorola	54		VHF
Mobile Digital	Motorola	8		Digital
Portable Digital	Motorola	16		Digital

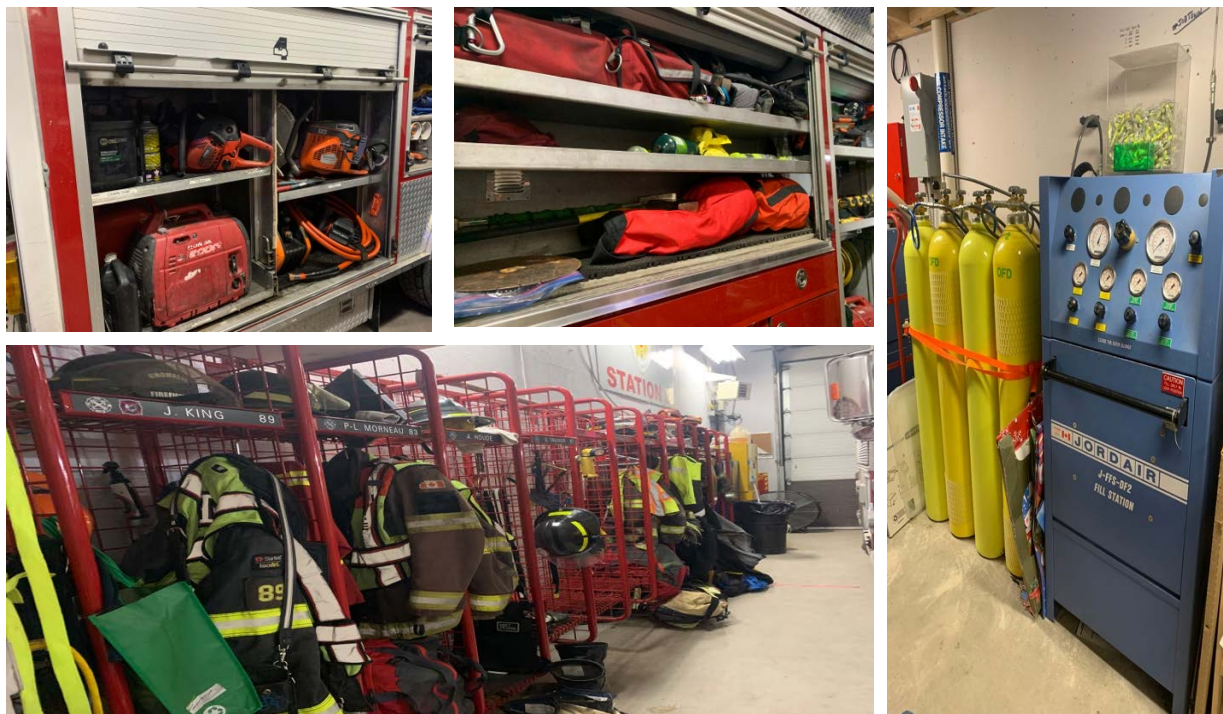


Image 16 Oromocto Equipment & PPE

Analysis of fire hose (supply and attack lines) was not completed, nor was an inventory supplied. Our site visit indicated that there is an extensive supply of fire hose, but due to the lack of available space, its storage is a challenge. Identifying operational and reserve hose line requirements, and the organization of the same, should be a priority for the department.



Image 17 Fire Hose in Stations 1 and 2

Overall, the fire suppression and rescue apparatus currently in use by the OFD are all well suited to perform their intended uses within the response model and provide reliable operation to mitigate identified risks within the Town of Oromocto and the LSDs. Maintenance of the apparatus appears to be satisfactory. All heavy apparatus is aligned with NFPA 1901.

Associated fire suppression equipment, PPE, SCBA, and other associated instruments and tools are first-rate and available in sufficient quantities to contend with significant fire and rescue events. Water rescue equipment also conforms to industry standards and best practices. Maintenance and inspection of all major gear and equipment, ladders and hoses are merged into regular procedures. Strategic planning will be required to address gaps in response due to the deployment or delay in response of the Tower/Ladder.

A complete listing of all OFD Apparatus Fleet is summarized in Appendix 4.

Apparatus & Equipment Recommendations

- 1. TSI recommends that due to significant replacement costs, immediate consideration be given to form a medium range plan (3 to 5 years) for the replacement of the Platform/Ladder, including the requirement for its deployment from a staffed fire station.*
- 2. TSI recommends establishing a long-term strategic and economic plan for apparatus replacement based on current and future apparatus needs, a combination of best*

practices, regular review of fleet maintenance records, usage, current apparatus condition and alignment with NFPA 1911.

Improvement Opportunities to Support Recommendation Implementation

- 1. TSI encourages the development of an SOG that ensures a suitable reserve apparatus is identified and operational to replace Rescue 2 should it be removed from service for any number of reasons.*
- 2. Because of the immediate need for space for front-line apparatus and equipment, TSI encourages a thorough review of all apparatus, and a creation of equipment inventory lists, including all equipment in storage, be completed to determine what apparatus and equipment remains useful and what should be retired, decommissioned, replaced, removed from inventory and disposal arranged.*
- 3. TSI encourages adding digital mapping capability to all front-line apparatus and providing all staff with training in its use and functionality.*
- 4. TSI recommends an inventory of all fire hose be completed and matched to operational and reserve requirements. Once inventory is complete, organization and storage of fire hose should also be completed, and appropriate inventory maintained.*
- 5. TSI recommends that all current inventory of fire hose be inspected, and service tested in accordance with NFPA 1962.*

Communications & Technology

Operational communications are based on a local VHF radio system. OFD has NBTMR (NB Trunked Mobile Radio System) capability and plans are to transition to the NBTMR system within 3 years. This province-wide digital communication system includes enhanced 911 dispatch services provided by the City of Fredericton. Motorola mobile and portable VHF and digital radios are used for operational communications. Pagers (Motorola) are used in conjunction with the FireQ cell-based application for event notification. The inventory of mobile and portable radios is adequate to support operations.

None of the front-line apparatus other than the Chiefs vehicles are equipped with digital mapping capability in the form of laptop computers or tablets to aid in routing to events and communications. All other front-line apparatus is equipped with digital portable radios and use paper maps and cell phones to determine response routes.

There may be specific reasons for the lack of digital mapping. Consideration should be given to adding this technology to the primary apparatus along with any required training. Using technology to align with the enhanced 911 dispatch system may benefit crews during response and subsequent communications.

Protocols

The establishment of the Oromocto Fire Department (OFD) was formalized with the creation of By-law 532, which states that the OFD would provide fire protection, fire prevention, and non-fire-related rescue. A key component of providing these services is the ability to respond and subsequently provide effective intervention upon arrival. TSI's methodology and evaluation of response and service are based on examining SOGs, providing statistical data, and using a LOS self-assessment tool (VFIS NFPA 1720 Self-Assessment Manual).

Efficient emergency response requires several components:

- **Availability:** of both career and volunteer staff
- **Capacity:** sufficient expertise and resources to effectively manage an incident
- **Operational effectiveness:** the product of availability and capacity
- **Dispatch and notification:** consistent and timely dispatch and notification processes
- **Response protocols:** to streamline response and reduce Officer-in-Charge (OIC) initial workload
- **Preparedness:** ensuring the readiness of apparatus, equipment, and staff
- **Clear expectations:** response expectations based on best practices
- **Resource allocation:** fire hall locations, apparatus deployment
- **Effective:** communications skills, equipment, and systems

TSI will focus on these components as part of this fire service review.

A cursory analysis of call volume statistics provided, based on six years (2017-2022), revealed the following:

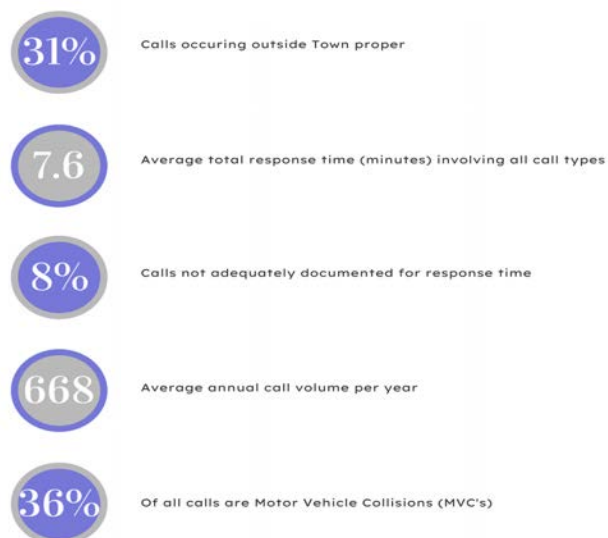


Figure 10 below illustrates these call volumes by event types.

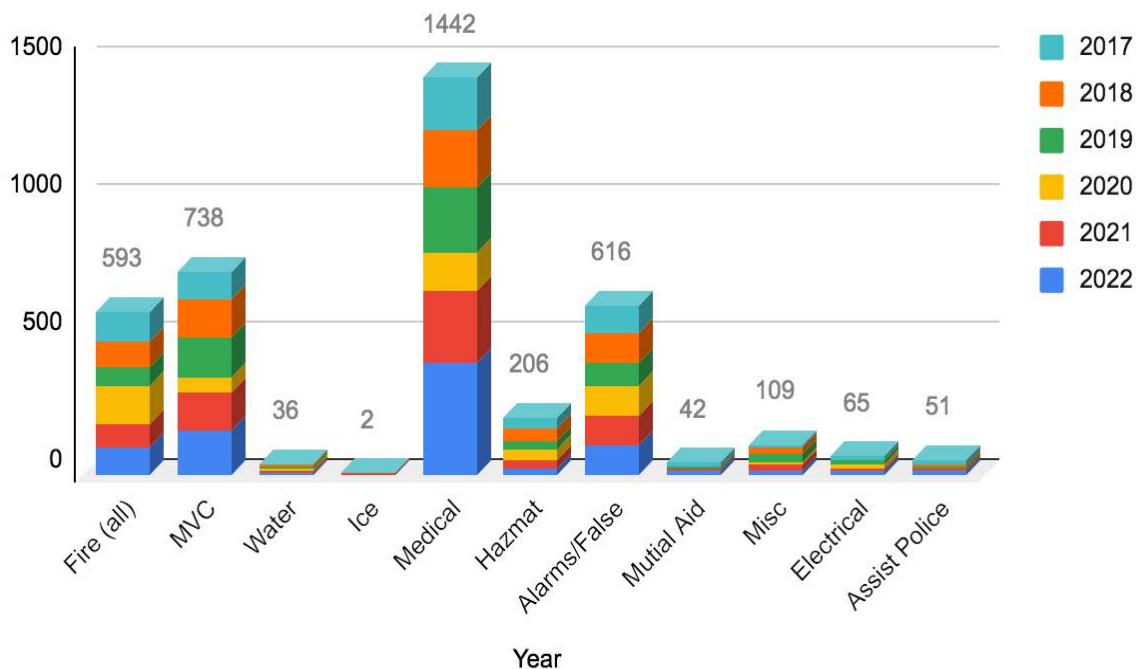


Figure 9 Call Volumes by Event Type

Supplied statistics also indicate that the volunteers responded to 617 calls over six years, an average of 103 calls per year, or 15.4 percent (15.4 %) of all OFD calls. A breakdown of the response types is shown in Figure 11 below:

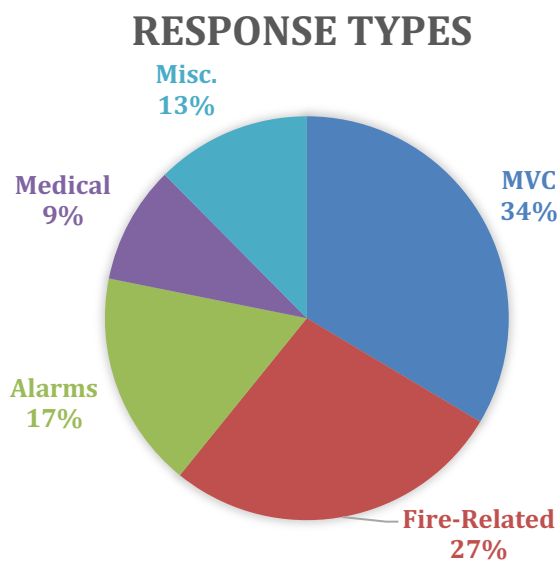


Figure 10 Response Types

The rescue is deployed from Station 2, and it makes sense that most of their responses would be related to a support role, conveying personnel and critical equipment in support of fire operations. This ensures that appropriate apparatus is dispatched, and an effective response force is available to provide adequate service and maintain safety for staff and others. The strategic questions are:

- Is the Volunteer staff underutilized as a resource overall?
- Is their current role in response and service aligned with and meeting the OFD's current operational needs?
- Is there an opportunity to further integrate Station 2's capability into the response model to improve service?

It must be noted that the total average response times (all calls) were based on a five-year average. There was a problem with the 2018 total response time data, and it was not used in the calculations. The eight percent of calls that were not properly documented consisted of any call with a total response time of zero. This reduced the total call volume by 325 to 3,685 and increased the overall response time average by 36 seconds (from 420.8 sec./7.0 min. to 457.2 sec./7.6 min.). ***An overall average response time of seven minutes and 36 seconds is an outstanding achievement that the OFD should be proud of.*** It must be stressed that adequate capacity in response must work in conjunction with the initial response to manage and mitigate incidents and maintain safety appropriately. TSI assumes that the average response time indicates that responses to all critical events are within industry standards.

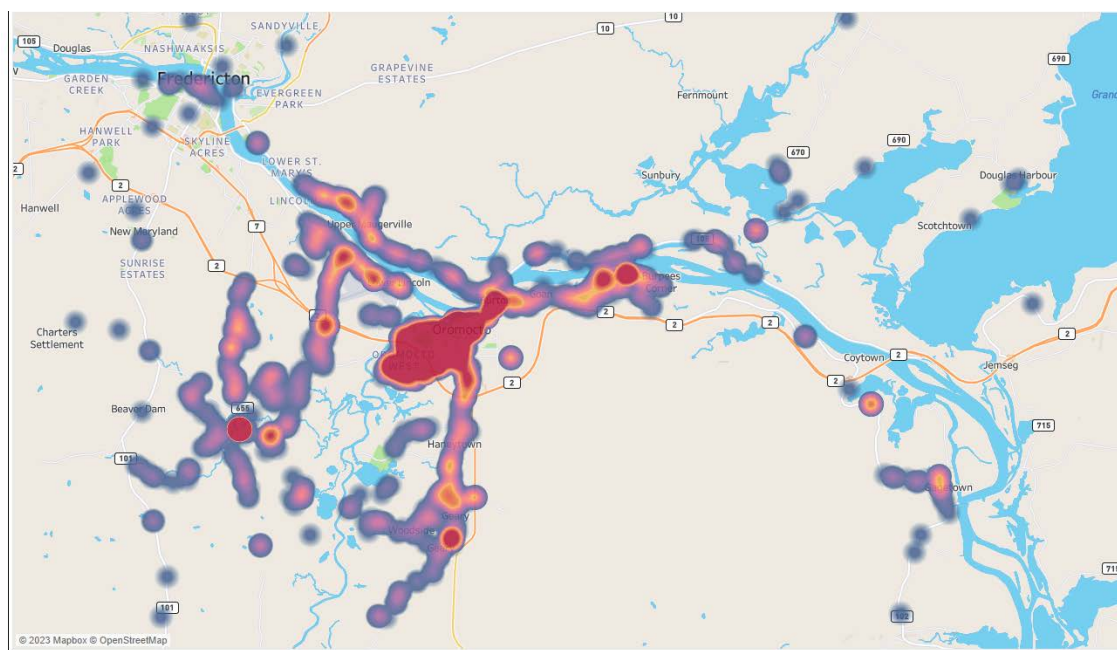


Image 18 Oromocto Heat Map 2017-2022 (All Event Types)

The City of Fredericton provides dispatch services for the region, including some 40 fire departments. OFD Administration should ensure that dispatch services meet current best practices (NFPA 1221 Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems). Oversight of Dispatch is completed through NB911 ensuring that performance objectives are met. Through engagement or supplied information, there is no indication of any performance issues with dispatch and communications.

Reporting is a critical step in maintaining organizational stability and measuring the operational performance of all aspects of the OFD. Currently, Officers use the FDM software to complete all call reports. The Reporting Policy (2021), Section 4, indicates a list of information required to report and document all incidents. Unfortunately, the list does not include enroute times or arrival times. They may be available through the dispatch provider and currently included as benchmark in FDM reports. It may be prudent to amend the policy to ensure these types of benchmarks are recorded.

Staffing and response protocols are covered in SOG 600-01, Sections 1 -6. This covers all critical alarm types and is structured to include First, Second and Third Alarm occurrences. SOG 600.01 also consists of a Response Protocol Table that describes which resources should be sent to various incident types. The Guideline is complex with the composite FD model and dealing with the CBA and its intricacies. It is based on providing which apparatus will be dispatched for critical calls such as structure fires. However, it must include the minimum staffing required to staff the apparatus. This Response Protocol Table is helpful but could use some clarification where multiple units are indicated. Specifics in such a dynamic industry are generally better, but difficult to achieve using a composite model.

Preparedness is well looked after by both Career and Volunteer staff. The only gap exists with the response of the Aerial when it is stored off-site rather than at the station.

Clear expectations of response and service goals are not part of the overall organizational framework. This should be remedied in short order so that all staff can be proactive toward meeting desired expectations set out by the administration. A LOS policy may include these response and service expectations, which can then be communicated to the Officers and the rank and file through regular business meetings. Clear response and service expectations will define the path forward regarding response and service for the OFD.

Operational effectiveness is founded on deploying appropriate apparatus and the necessary staff requirement. This leads to the most efficient response and subsequent mitigation of an incident to the best possible outcome. *The OFD is doing an excellent job at trying to maintain operational effectiveness within its financial and labour constraints.*

The OFD covers a large geographic area. The event location is also an important factor when the response is concerned. Response outside the Town boundary may increase response time due to the travel distance to an incident. The following chart indicates specific communities that receive service from the OFD.

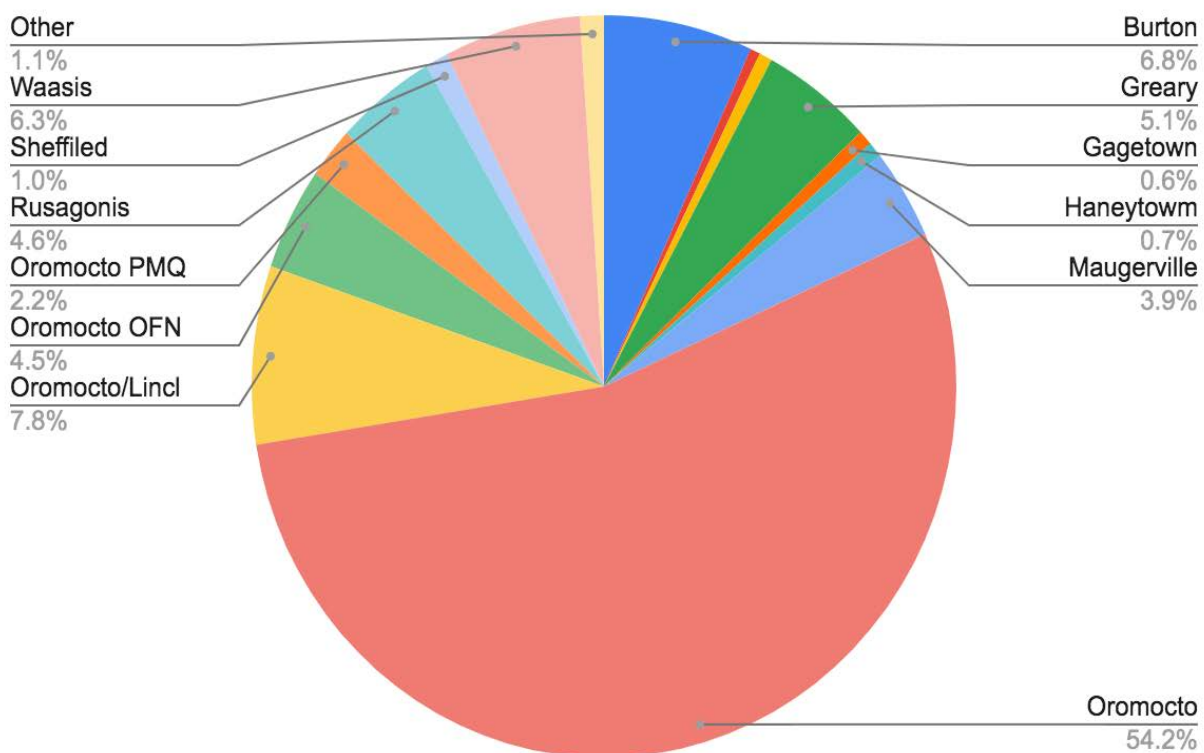


Figure 11 Communities served by OFD

The above figure illustrates that 68.7 percent of all calls are within the Town boundary. The remainder is split between the LSDs, namely Waasis, Burton, Geary and Maugerville.

Response Conclusions

The organizational response protocols are missing a clear expectation of response. These expectations envisioned by OFD Administration should be based on industry best practices. They should be manageable, achievable, and sustainable. Demand zone types are also key indicators in producing and managing operational protocols. The OFD has several different demand zones, including suburban, rural/rural residential and remote. NFPA 1720 outlines industry standard expectations for a response, including expectations based on demand zone types, response time and staffing. As discussed in Level of Service, Table 3, NFPA 1720 4.3.2 clearly outlines these expectations.

Examples of response and service expectations could include:

- Achieving turnout times of 90 seconds, 90 % of the time for fire calls
- Achieving turnout times of 60 seconds for medial assist calls
- The provision of adequate staffing and apparatus within 10 minutes, 85 % of the time

It is the responsibility of the OFD Administration to determine the response expectation for their fire department, keeping in mind that these expectations must be achievable and sustainable over the long term. Providing response expectations based on a level of service document can assist in creating an expectation of service, then clearly communicating this expectation to the Officers and rank and file. Then everyone is clear on what is expected. After a few years of proper event documentation and a proactive commitment to continuous improvement, the OFD Administration will be able to analyze this data to determine the effectiveness of response and service within the organization.

Another area for improvement concerning response is the delayed response of the Aerial when it is not located at Station 1. This delay during the winter months negatively affects response and service. Moving forward with station renovations or a new fire station is the only factor that can alleviate this gap.

Adequate staffing, regarding providing effective service on arrival is also a concern. Including the volunteer staffing component in an overall response alleviates this by providing increased staffing numbers for critical call responses. SOG 600.01 has the beginnings of a response model that merges initial response staffing of career and volunteer staff. Section 1 of SOG 600.01 addresses staffing of apparatus and Station, but more attention should be given to integrating staffing requirements by function, event type, and response type. Managing staffing expectations to maintain an effective response force (ERF) is critical to achieving the best possible outcomes and maintaining overall safety.

Response Recommendations

- 5. TSI recommends that OFD Administration clearly direct response, minimum staffing requirements and service expectations for all incident types. It also ensures that staff know and clearly understand the need for such expectations and their role within it.*
- 6. TSI recommends Administration clarify, by SOG, and in accordance with the CBA, which call types the volunteer crews respond to, with an outcome of building confidence in their response and additional integrated attendance. Appreciation of the volunteers' support at emergency events is required for both volunteer and career firefighters.*

7. *TSI recommends further analysis of Station 2 (Volunteers) availability, capacity, and capability and how they may be further utilized to improve overall capability and capacity in service provision.*

Improvement Opportunities to Support Recommendation Implementation

1. *TSI encourages an internal review of how incidents are documented to ensure that, in the future, necessary information and data are pertinent, accurate, and measurable so that the OFD Administration can accurately review and analyze this information to measure overall performance and staffing as it pertains to response and service.*
2. *TSI encourages reviewing training provided to Officers in relation to software and systems used to record information related to all aspects of fire service response, service, and safety. Ensure Officers are provided with adequate training to complete accurate reporting of all incidents.*
3. *TSI encourages that 'en-route' times and 'arrival on scene' times be added to the list of minimum information for all incidents as indicated in section 4 of the Reporting Policy.*

Fire Prevention, Education & Investigation

Fire prevention and education is a critical component in community risk reduction. It is often overshadowed by fire suppression but having a solid prevention program will reduce losses from fire and save lives. Municipal Fire Services are mandated to complete fire investigations and subsequent reporting on any fire in which property is damaged or destroyed, as outlined in the New Brunswick Fire Prevention Act.

As the 'Local Assistant to the Fire Marshall,' the Fire Chief is responsible for ensuring the *"Enforcement of Canadian fire codes within their area of jurisdiction. Fire Chiefs are encouraged to emphasize the importance of fire prevention and public education as the most effective way to protect their community and citizens."* (Office of the Fire Marshal). Organizationally, these activities, along with fire investigation, are the responsibility of the Assistant Deputy Chief. Some fire inspections are assigned as part of light duties to qualified staff. Assignments are



Source 6 Oromocto Fire Department (Facebook)

limited due to legislation and qualifications. The OFD inspection program not only meets the mandated requirements of the OFM, but exceeds it, while maintaining an inspection schedule and records of completed inspections.

The OFD is active in fire prevention and education activities. Fire prevention and education resources are available through the Office of the Fire Marshall. Full-time staff are

Social media (Facebook) is the primary medium used by the OFD as a public relations tool to deliver key messages, keep residents informed regarding significant and active incidents, OFD activities, safety, and prevention. The OFD is involved in community activities such as Fire Prevention Week, Christmas Food Drives with Santa, and reminders to check smoke detectors at different times of the year.



It is paramount that the fire service administration set specific goals for conducting fire inspections. The administration should specifically mandate public education programs to include minimum annual activity. Without specifying any goals or expectations pertaining to fire prevention, efforts or programs will almost certainly remain in the background and not produce desired results.

FPI Recommendations

- ### Improvement Opportunities to Support Recommendation Implementation

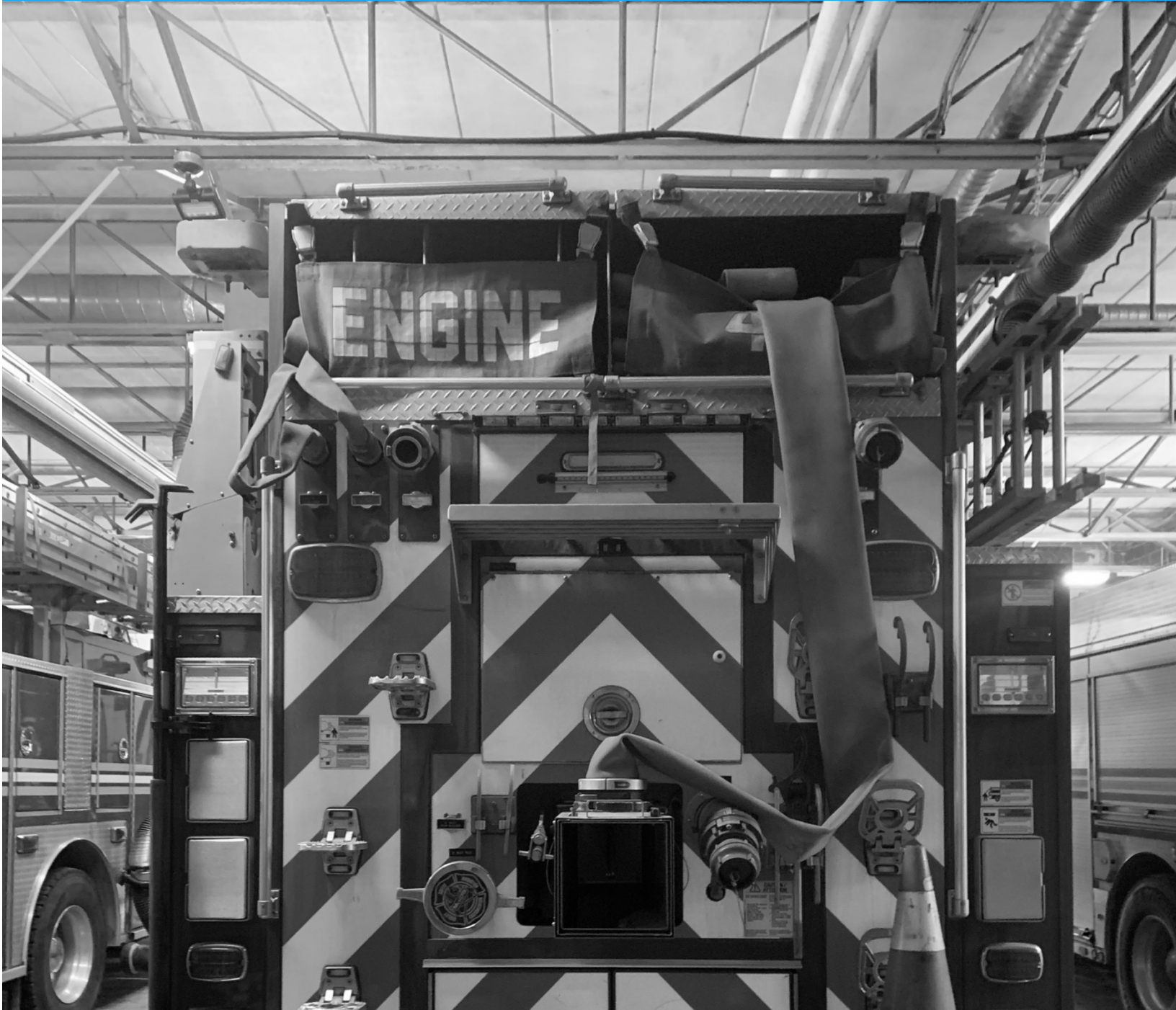
- # Oromocto Fire Service Review 2023

for pre-fire planning. These expectations could be assigned to staff in several ways, such as a quarterly requirement by each platoon/shift.

2. *TSI Recommends increased professional development for Deputy and Assistant Chiefs for their roles in fire inspection and investigation.*



Source 8 Oromocto Fire Department (Facebook)



Financial Review

Financial Review

A review of the Town's finances was completed, including interviewing the Treasurer and Finance Manager. The Finance Manager was recently hired and had only been in the position for five months, and the Treasurer has been with the Town for 20 years. The interview was a comprehensive and in-depth discussion regarding the operating and capital budgets, reserves, agreements, and financial processes.

Methodology

The finance staff are well informed regarding the budget and were very helpful in providing all the financial documents required to complete the review, including past and current budget, budget details, and past financial reports.

The interview information and financial documentation formed a good base for analyzing the Town's Fire Services. Our review included a review of recent financial documents, including:

- The 2022 and 2023 Fire operating budgets
- The 2021 and 2022 year-end actuals
- The fire department's lists of equipment, machinery, apparatus, and buildings
- The salary grid by position and class
- The organizational chart
- The collective agreement and employee benefits
- The process for paying volunteers.
- The Local Service District Fire Service Agreement
- The 2021 annual report



The Town has regional fire agreements with the neighbouring Local Service District. The agreement was signed on September 2021 and has no termination date. The agreement is for Oromocto to provide fire services to this area for a fee. The fee is determined by the percentage of the tax base, which is applied to the gross expenditure fire budget each year. Oromocto charges the province for this service.

General Comments on Budget

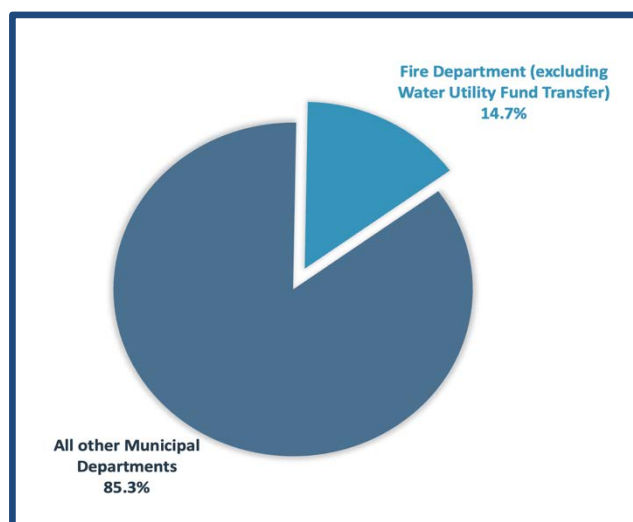
The Town budgets are put together using a Microsoft Excel workbook. The Town uses SAGE software for its general ledger. The budget is detailed and is put together very well. Each account code has its own supporting detail captured on its own tab within the EXCEL workbook.

This information was provided to TSI during our financial review, which proved very helpful. The account line budgets are detailed and itemized. Budgets are built using the previous year's actual data, which is an excellent way to create budgets, and the entire workbook is an excellent source of financial data. **The Town can rest assured that the budget workbook is designed and managed well.**

The Treasurer and the Finance Manager lead the town budget process. A dedicated timeline calendar is followed starting in September and ending in November. This process includes a public consultation where residents can comment on the budget. The fire chief prepares a budget request that is reviewed by finance and senior leadership. The fire chief plays a significant role in preparing and presenting the budget to senior leadership and council. The budget development and management process are sound and reliable.

The Town fire department budgets \$1,159,953 in revenue and has total expenses of \$5,326,357. The fire department requires \$4,166,404 (net) in tax revenue to fund its operations. The total Town budget is \$23M, so the fire department budget accounts for

approximately 23% of the expenses. That said, if the funding transfer to the water utility is removed, the net tax-funded budget is reduced to \$3,371,404, accounting for 14.7% of the total budgeted expenses. This is within the normal range of fire service expenses in relation to overall municipal budgets across Canada, with the range being 8% - 15%.



The table below summarizes the 2023 budget and the amounts in summary categories. The table also shows the percentage of each general category as a percentage of the total budget.

Table 3 Town of Oromocto Fire Services Summary Budget (2023)

Revenue	21.8%	\$1,159,953
Salary & Benefits	57.6%	\$3,067,312
Business and Training	3.4%	\$179,800
Contracts and Services	3.8%	\$203,200
Supplies and Equipment	6.7%	\$359,300
Repairs and Maintenance	8.2%	\$434,245
Utilities	14.9%	\$795,000
Contribution to Reserve	5.4%	\$287,500
Total Expenses		\$5,326,357
Net		\$4,166,404

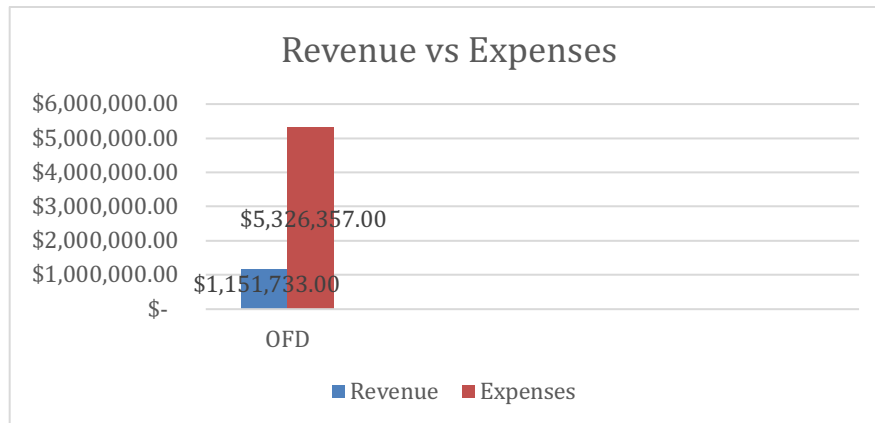
This financial data is shown in summary form. The detailed account budget can be found in Appendix 5, which shows the budget by accounts. Additional financial data, such as the account detail budgets by cost center, can be found in Appendix 6.

Revenue

The Town has two fire revenue sources. The primary revenue budget is from the regional fire agreement with the Local Service District. The Town invoices the province for this service; the 2023 budget is \$1,151,733. The second revenue budget is for miscellaneous revenue of \$8,220. These funds are received for building rental and other minor revenue incidentals. **The total revenue budget is \$1,159,953.** This revenue amount funds **21.8%** of all operating expenses.

Expenses

The Town budgets **\$5,326,357** in operational expenses for two fire stations within eight (8) summarized budgeted line items. Station 1 is the central fire station which houses the full-time firefighters. Station 2 is a smaller station that houses the volunteer firefighters.

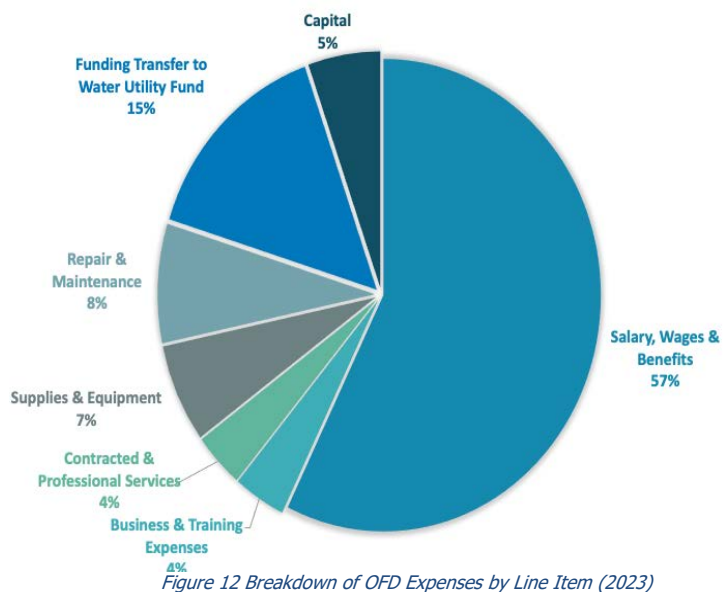


SALARY, WAGES AND BENEFITS

The Town budgets \$3,067,312 in salary and benefits. This amounts to 57.6% of all expenses.

The details of the salary and benefits budget include the following:

- Wages budgets for the Fire Chief, Deputy Chief, Assistant Deputy Chief, an administrative assistant and three summer staff (\$470,013).
- The town employees 18 full-time firefighters and four holiday-relief firefighters. The salary budget for these staff is \$1,634,349.
- The overtime budget is \$296,000. Overtime costs have exceeded this budget in previous years, but the goal is to reduce overtime costs.
- The Town can employ a total of 30 volunteer firefighters. This number can fluctuate. Volunteer firefighters are paid when they respond to calls. A credit system is used to



determine volunteer firefighters' pay. The total salary budget for paid-on-call volunteer firefighters is \$106,831.

- The Town provides employee benefits to their staff. These benefits have an annual budget of \$560,119. These benefit costs are broken down into these categories:
 - Health and dental - \$24,737
 - Benefit spending allowance - \$20,830
 - EI contributions - \$35,508
 - CPP contributions - \$97,522
 - Life insurance - \$14,121
 - Pension plan - \$179,034
 - Worksafe NB Expense - \$120,839
 - Employee assistance plan - \$3,078
 - Non-traditional volunteer - \$2,250
 - Healthcare (Blue Cross) - \$62,000

BUSINESS AND TRAINING EXPENSES

The business and training expenses have an annual budget of \$179,800, which accounts for 3.9% of all expenses.

The budget includes items business support expenses, including:

- Training expenses for administrative staff - \$7,000
- Fire administration expenses include professional association fees, meeting costs, holiday relief and awards banquet - \$12,000
- General office expenses, including dry cleaning, gymnasiums, and telephones - \$23,300.
- The Town budgets for firefighter training through several initiatives, including fire training, site training, meals, and fire investigation training. - \$125,500
- Fire prevention program - \$12,000

CONTRACTED AND PROFESSIONAL SERVICES

The contracted and professional services budget is \$203,200, which accounts for 3.8% of total expenses.

The budget details are broken down as follows:

- \$13,500 - Information technology support
- \$4,850 - Ladder truck storage
- \$133,500 - Fire dispatching fees
- \$10,000 - Hazardous materials supplies
- \$1,000 - Fire/building codes
- \$40,350 - Emergency measures training and supplies expense

SUPPLIES AND EQUIPMENT

The supplies and equipment budget is \$359,300, accounting for 6.8% of the total expenses.

The budget details are broken down as follows:

- Office Supplies - \$6,800
- Supplies and equipment include small equipment, foam supply, hoses, nozzles, wildland equipment, ice rescue and emergency response equipment. (\$95,000 at station #1 and \$50,000 at station #2)
- Protective clothing includes bunker gear, gloves, hoods, boots, and wildland clothing. (\$60,000 for station #1 and \$50,000 for station #2)
- Breathing apparatus - \$13,500 for station #1 and \$11,500 for station #2
- Medical equipment - \$20,000 for station #1 and \$1,400 for station #2
- Mobile communication equipment, including radios, license fees and 911 - \$16,800 for station #1 and \$7,300 for station #2
- Fire investigation equipment - \$1,500

REPAIR AND MAINTENANCE

The repair and maintenance budget is \$434,245, accounting for 8.2% of total expenses.

The budget details are broken down as follows:

- Vehicle repair. This budget line includes the purchase of fuel. The Town does have mechanics on staff, but extensive repairs are contracted out - \$295,200
- Building maintenance. This budget line includes all utilities (furnace oil, electricity, water, and sewer). The Town does have building maintenance staff, but significant repairs are contracted out - \$139,045

FUNDING TRANSFER TO THE WATER UTILITY FUND

The Town is budgeting \$795,000 as a funding transfer from the fire department to the Water utility budget. Provincial regulations allow municipalities to budget for this type of transfer between funds. The goal of this transfer is to balance the water utility account fund.

This is completed each year; however, this year's amount is higher than in the past year due to a challenging budget for the water utility. This budget accounts for 14.9% of total expenditures.

CAPITAL

The Town has a fire capital budget of \$287,500 for 2023, accounting for 5.4% of all expenses.

This budget includes the following:

- E416 engine replacement - \$80,000
- Critical equipment inventory - \$65,000

- TMR radio transmission (year 1 of 3) - \$100,000
- Photocopier - \$7,500
- Technical rescue equipment - \$35,000



Source 9 Oromocto Fire Department (Facebook)

Capital Reserves

The Town does not have a dedicated fire reserve and does not budget an annual contribution to reserve for future fire capital projects. If there is a year-end surplus, these funds are directed to a general capital reserve.

The Town operates on a general reserve account, which funds all capital projects, including roadways and utilities. The Finance Manager advised that the Town has \$1.2M in capital reserves and \$650K in operating reserves.

The Town has a fleet of large response vehicles and support vehicles. Large response vehicles include pumpers, tankers, ladder trucks and rescue units. There are seven vehicles in the large response inventory with a total replacement cost of \$7,900,000. The general useful life of these vehicles is 20 years. There are 22 vehicles in the support category. These vehicles include trucks, trailers, and boats. The general useful life of these vehicles is ten years.

This information is used to calculate the annual depreciation for all fire vehicles, and this depreciation amount should be contributed/saved for the future capital replacement of these vehicles. The table below shows this calculation. The Town should be contributing/saving \$536,000 per year to the fire capital equipment replacement reserve.

Table 4 Reserve Calculation

Reserve Contribution should equal annual depreciation with annual inflation increases					
Unit Type	Description	Inventory Units	Replacement Cost	Useful Life	Annual Depreciation
Heavy Truck	Ladder, Engine, Pumper, Rescue	7	\$7,900,000	20	\$395,000
Light Truck	SUV, 3/4 ton, 1/2 ton	8	\$675,000	10	\$67,500
Other	Trailers, Gator	11	\$475,000	10	\$47,500
Boat	Rescue, Zodiac	3	\$260,000	10	\$26,000
Total		29	\$9,310,000		\$536,000

Financial Recommendations

- The Town should continue to transfer to the capital reserve to fund the future replacement of fire apparatus and support vehicles.*

Conclusions

As mentioned throughout the report, the Oromocto Fire Department is a finely run machine rooted in years of tradition and built upon what works best for the Municipality, the community, the Chiefs, and the firefighters. Change has proven to be very hard for this fire department and often forced upon them with little input and, at times, looked insurmountable. However, despite the challenges change brought to the department, led by its current Chief and Deputy, they managed, and the department came out more robust and resilient.

Fire department operations would benefit from a defined LOS reached through the completion of a thorough community hazard and risk assessment and a review of its response profile. The LOS document will enhance fire service administration's ability to concentrate organizational and service levels in core, optional and extended services provided to the public while maintaining Council's approval and support.

Fire Station 1 infrastructure has surpassed its useful life cycle and should be replaced by a new purpose designed building incorporating modern materials, systems and technology that will provide the fire department with a base of operations now and for the next several generations.

To support operations, strategic planning should begin immediately to address the requirement and need for a new fire station and any subsequent effect that may have on the existing Station 2. A LOS document should be created, implemented, and reviewed annually. Replacement and procurement of apparatus should be guided by a fire department policy to ensure fleet integrity and status of front-line Engines, Tankers and Recues are maintained. Expectations for response should be clearly established and communicated with all staff with the goal to improve service overall and commit to continuous improvement. Establishing a progressive approach to fire services should be championed by fire service leadership and include input from all levels of the fire department.

The OFD operates a fiscally responsible service, with a reasonable budget that falls in line with industry standards. With ongoing transfers to reserves to fund future capital, Council can rest assured the OFD is appropriately funded for current service levels.



Source 10: Oromocto Fire Department (Facebook)

Appendices



Appendix 1: Acronyms

AHJ	Authority Having Jurisdiction
CAO	Chief Administrative Officer
CBA	Collective Bargaining Agreement
CFB	Canadian Forces Base
CSA	Canadian Standards Association
DND	Department Of National Defence
ERF	Effective Response Force
FPI	Fire Prevention & Investigation
FUS	Fire Underwriters Survey
GPM	Gallons Per Minutes
KPI	Key Performance Indicators
LOS	Level Of Service
LSD	Local Service District
MVC	Motor Vehicle Collision
NB	New Brunswick
NBTMR	New Brunswick Trucked Mobile Radio
NFPA	National Fire Protection Association
OFD	Oromocto Fire Department
OFM	Office Of the Fire Marshall (New Brunswick)
OHS	Occupational Health & Safety
PDF	Personal Floatation Device
PPE	Personal Protective Equipment
SCBA	Self-Contained Breathing Apparatus
SOG	Standard Operating Guideline
SOP/SWP	Standard Operating Procedure / Safe Work Practice
TSI	Transitional Solutions Inc.
UTV	Utility Terrain Vehicle
VHF	Very High Frequency

Appendix 2: References

1. NFPA 1720; Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the public by Volunteer Fire Departments
2. NFPA 1710; Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the public by Volunteer Fire Departments
3. Guide to Service Levels: Pumper Fire Apparatus Lifespan
https://firecomm.gov.mb.ca/docs/guide_service_pumper_fire_apparatus_lifespan_access.pdf
4. FUS: Fire Underwriters Survey Apparatus Acceptance Terms of Reference for Fire Insurance Grading and Public Fire Protection
5. National Fire Protection Association (NFPA) 1901: Standard for Automotive Fire Apparatus (latest edition)
6. National Fire Protection Association (NFPA) 1911: Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus (latest edition)
7. The Corporation of the Township of Huron-Kinloss
8. Report Title: Fire Department Pumper Apparatus Replacement Standards
<https://pub-huronkinloss.escribemeetings.com/filestream.ashx?DocumentId=4216>
9. Office of the Fire Marshall Information Guide
https://www2.gnb.ca/content/dam/gnb/Departments/ps-sp/pdf/Safety_Protection/Fire-Feu/InformationGuide.pdf
10. Understanding and Measuring Fire Department Response Times
<https://www.lexipol.com/resources/blog/understanding-and-measuring-fire-department-response-times/>
11. VFIS NFPA 1720 Self-Assessment Manual
<https://www.vfis.com/Portals/vfis/emergency-service-operations/NFPA%201720%20Reference%20Manual%202014.pdf>
12. The Future of Fire Station Design – Firehouse Magazine
<https://www.firehouse.com/stations/article/21214491/the-future-of-fire-station-design>
13. Nine major trends shaping modern fire station design
<https://www.sehinc.com/news/nine-major-trends-shaping-modern-fire-station-design>
14. Fredericton Fire Department
<https://www.fredericton.ca/en/fire-department/stations-training-centre>
15. FUS: Water Supply for Public Fire Protection in Canada 2020
16. 2018 Manitoba Building Officials Association - Annual Fall Seminar & Trade Show By: Jim Sephton, P. Eng., Canadian Risk Services Limited
[https://mboa.mb.ca/uploads/files/NFPA%201142%20Water%20Supply%20-%20Jim%20Sephton\(1\).pdf](https://mboa.mb.ca/uploads/files/NFPA%201142%20Water%20Supply%20-%20Jim%20Sephton(1).pdf)
17. Office of the Fire Marshall Information Guide: Working Together for a Safe New Brunswick

Appendix 3: Sample Municipal Level of Service Policy

POLICY STATEMENT:

To manage identified hazards and risks within the Municipality and provide direction on the specific Level of Services to reduce and mitigate these risks to increase the safety of the residents of the Municipality which includes the response areas of (x).

Notwithstanding anything contained within these Level of Service guidelines, due to the vast geographical area of the Municipality and the nature of the Volunteer Fire Protection Service, the Municipality cannot guarantee a response or a specific response time for any incident or location because distances from fire halls to the emergency scene vary and the first Fire Department called may not be able to respond or may be delayed in its response. As a result, Municipal residents may have to wait for another Fire Department to arrive at any particular location.

PURPOSE & SCOPE:

This policy applies to X Municipality for the delivery of fire service within the municipal boundaries of X. The scope is to create a foundation of core services from which to direct fire and emergency services strategic planning, including training requirements, staffing levels, apparatus requirements, response protocols, fire department operations and the overall provision of service.

IDENTIFICATION OF SERVICE DELIVERY:

Response Levels & Minimum Staffing

- a) **Awareness level:** Firefighters will recognize risks and hazards, secure the area, and call for trained assistance.
- b) **Operations level:** Firefighters will take defensive action to contain and control the incident and seek assistance from outside agencies equipped to mitigate the incident. Operations depend on adequate staffing levels to provide an effective response force.
- c) **Technician level:** Firefighters will initiate offensive action to bring the incident under control and to an end. This depends on adequate staffing levels to provide an effective response force.
- d) **Minimum staff** refers to the minimum staff number required to initiate a response without mutual or automatic aid.

Sample Municipal LOS Policy

LEVEL OF SERVICE MATRIX

ORGANIZATIONAL SERVICES			
<i>Foundational pieces are necessary to have a Fire Department. OHS & Human Resources fall into this category.</i>			
Service	Service Type	General Description of service	Comments
Orientation	Core	Initial onboarding; Human Resources; Occupational Health and Safety; Equipping new staff with the tools, equipment, apps, and PPE	Compulsory Service
OHS: 5 - 19 Members	Core	Minimum Alberta OHS requirements for worksites with 5 - 19 workers.	Compulsory Service
Fire Prevention	Core	Includes all fire prevention services managed in the QMP; Public Education, Fire Inspections, and Fire Investigations.	Compulsory Service Optional services may be outsourced to contractors
Team Lead	Core	Development of senior staff and Officers; Leadership; Safety; Critical thinking and decision-making skills; Administration & record keeping; Operational standard NFPA 1021	Compulsory Service
Municipal Demand Zone(s)	Core	This municipality is considered suburban for response within its borders	Compulsory
CORE SERVICES			
<i>The most common and important "Core" Fire Services offered throughout the Fire Service.</i>			
Service	Service Level	General Description of service	Comments
General Firefighting	Operations	Required basic skills and training post orientation; involves personal and team safety; all basic JPRs from NFPA 1001-L1	Compulsory Service
Apparatus & Vehicle Operations	Operations	Driver training to meet Traffic Safety Act; operations of vehicle systems excluding pump operations	Compulsory Service
Fire Suppression (Exterior Operations)	Technician	Training based on NFPA 1001-L1; Optional certification achieved through the province	Compulsory Service Min staff 3
Fire Suppression (Interior Operations)	Operations	Training based on NFPA 1001 - L 1. Optional certification achieved through the province	Optional Service Min staff 4

<i>Wildland - Grassland Firefighting</i>	Technician	Training based on NFPA 1051 JPRs	Compulsory Service Min staff 3
<i>Dangerous Goods and HazMat</i>	Awareness	Ability to identify a Hazmat event and potential consequences; ability to ensure public safety and secure hazardous zone(s) and perform evacuation if necessary; NFPA 470	Compulsory Service Min staff 3
<i>Vehicle Firefighting</i>	Technician	Identifying and training in special techniques and practices related explicitly to Vehicle fires	Compulsory Service Min staff 3
<i>Traffic Control</i>	Technician	Basic competencies in working on roadways; providing a safe working area for all responders; traffic control and flow; NFPA 1091	Compulsory Service
<i>Pumping Operations</i>	Operations	Competencies related to the operation and use of fire pumps on apparatus as identified in NFPA 1002	Compulsory Service
<i>Response to Alarms</i>	Operations	Response to occupancies that include monitored alarms systems, CO alarms, suspicious odours; Basic knowledge of fire alarm panel functions	Compulsory Service Min staff 3
EXTENDED SERVICES <i>Unique services requiring additional expertise, training, and resources.</i>			
<i>Service</i>	<i>Service Level</i>	<i>General Description of service</i>	<i>Comments</i>
<i>Vehicle Extrication</i>	Awareness	Can be provided in conjunction with the Fredericton FD; Traffic Control; Providing medical assistance to trapped persons or persons involved in MVCs	Optional Service Min staff 4
<i>Medical Co-Response</i>	Operations	Basic first aid; CPR; AED; assist AHS/EMS with support at a medical emergency that involves intervention for immediately life-threatening medical conditions; NB MFR Program	Optional Service Min staff 2

Organizational Services Explanations:

1. Orientation

Initial onboarding of members, including orientation of the organization's core competencies, such as Human Resources, Finances and Occupational Health and Safety. Equipping each recruit with the tools, equipment, and personal protective equipment to perform their job.

2. OHS 5-19 Members

Minimum Alberta OHS requirements must be met for worksites with 5 – 19 workers. In addition, both workers and employers have legal obligations to meet or exceed the Occupational Health and Safety Act, Regulation and Code.

3. Fire Prevention Services

Includes the provision of all fire prevention services as managed in the Kneehill County QMP;

- Public Education
- Fire Investigation
- Fire Inspections

Educate your community in fire prevention, safety, and emergency preparedness. This is an essential part of every fire service and community safety plan. Consideration should be given to establishing long-range strategic planning in Fire Prevention services.

4. Team Lead

Officer development and training. Providing the necessary skills, knowledge, understanding, and leadership required of a fire Officer so they can safely lead their team through assigned tasks to reach the best outcome.

5. Municipal Demand Zones

Guided by NFPA 1720, this gives standards to staffing levels, response times and targets based on the demographics. Municipality considered a rural demand zone.

Table 4.3.2 Staffing and Response Time

Demand Zone ^a	Demographics	Minimum Staff to Respond ^b	Response Time (minutes) ^c	Meets Objective (%)
Urban area	>1000 people/mi ² (2.6 km ²)	15	9	90
Suburban area	500–1000 people/mi ² (2.6 km ²)	10	10	80
Rural area	<500 people/mi ² (2.6 km ²)	6	14	80
Remote area	Travel distance ≥ 8 mi (12.87 km)	4	Directly dependent on travel distance	90
Special risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90

^aA jurisdiction can have more than one demand zone.

^bMinimum staffing includes members responding from the AHJ's department and automatic aid

^cResponse time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

Source: National Fire Protection Association (NFPA)

Core Services Explanations:

6. General Firefighting

Firefighter initial orientation, core competency training and skill maintenance. These are the required basic skills and training involving personnel and team safety; all basic Job Performance Requirements (JPRs) from NFPA 1001-L1 are applicable based on the Level of Service.

7. Apparatus & Vehicle Operations

Driver training to meet Traffic Safety Act; safe operations of vehicle systems (excluding pump operations), including Pre-trip inspections and documentation, apparatus backing and maneuvering.

8. Structural Firefighting: Interior Operations

Interior structural firefighting will only be performed where sufficient personnel, training, equipment, and water supply are on scene to safely carry out such duties as ventilation, search and rescue, fire attack, and salvage and overhaul. The Fire Department shall operate at the **Response Level that the Firefighters are trained for**.

9. Structural Firefighting: Exterior Operations

Fire Departments shall operate at a **Technician Level** at non-structural fires, including but not limited to vehicle fires, outbuildings, and other non-structural fires unless there are special circumstances which exceed the Fire Department's training, in which case, the Fire Department shall operate at the **Response Level for which they are trained for**.

10. Wildland-Grassland Firefighting

Grassland fire suppression requires specialized apparatus, water, foam, and other equipment. The Fire Departments shall operate at a **Technician Level**.

11. Vehicle Firefighting

Fire Departments operate at a **Technician Level** and shall be able to attack a vehicle fire with an attack line and hand tools so that hazards, leaking flammable liquids, and flash fires are managed and controlled, and the fire is extinguished.

12. Dangerous Goods and HazMat

Firefighters will recognize the presence of hazardous materials, protect themselves and the residents of Acme, secure the scene and call for assistance from higher-trained personnel. Fire Departments shall operate at an **awareness level** and have the knowledge and ability to contain and clean basic dangerous goods spills such as at MVCs.

13. Motor Vehicle Response

Only if the appropriate equipment and recommended number of personnel are available. Includes any or all of the following:

- Scene safety and stabilization
- Vehicle stabilization
- Patient care of persons involved
- Landing Stars Air Ambulance
- Fire Suppression

Motor Vehicle Response shall be performed at an **Operations Level** until adequate staffing provided by mutual aid partners arrives on scene. Fire Departments shall provide motor vehicle response at a **Technician Level** if the appropriate equipment and recommended number of personnel are available. MFR on a Motor Vehicle Response scene shall be performed at an **Operations Level**.

14. Traffic Control

Traffic control shall be undertaken at a **Technician Level** in response to motor vehicle collisions with the sole purpose of traffic control. Firefighters must wear high-visibility clothing with appropriate traffic control devices in place.

15. Pumping Operations

Trained firefighters shall provide pump operations at a **Technician Level** to perform pumping operations to provide water supply, fire attack, and fire foam stream from a static or pressurized source. They will be able to draft and assemble hoses, nozzles, valves, and appliances to apply rated flow in live fire incidents.

Extended Services Explanations:

16. Medical Co-Response / Medical First Response (MFR)

When Dispatch identifies the need for a Fire Department response, the Fire Department may provide medical first response to outside medical agencies (AHS). In a medical emergency, the Fire Departments shall operate at an **Operations Level** no greater than basic life support at the Standard First Aid or Emergency Medical Responder level. Fire Departments shall not transport patients.

17. Vehicle Extrication

Vehicle Extrications shall be to **Awareness Level** until personnel of higher training arrive on scene. Vehicle Extrication includes safely removing trapped or pinned occupants of motor vehicle collisions using hand, air, electric, edraulic or hydraulic-operated extrication tools. Fire Departments shall provide motor vehicle collision (MVC) rescue at a **Technician Level** if appropriately trained.

REFERENCES

The following were utilized to develop and support this policy:

NATIONAL FIRE PROTECTION ASSOCIATION:

- NFPA 1001, NFPA 1002, NFPA 1006, NFPA 470, NFPA 1021, NFPA 1051, NFPA 1720

ALBERTA OCCUPATIONAL HEALTH AND SAFETY:

- Alberta OHS Act, Regulation & Code: <https://www.alberta.ca/ohs-act-regulation-code.aspx>
- Alberta OHS Act, Regulation & Code Explanation Guide: <https://www.alberta.ca/occupational-health-and-safety-code-and-explanation-guide.aspx>
- OHS Guide for Firefighting (2019): <https://open.alberta.ca/dataset/26730d34-5bae-4ed3-b044-9263c5511bb8/resource/0c585fed-73c4-4de4-9a48-a5ac0c37a496/download/lbr-fex003-ohs-guide-for-firefighting-2019.pdf>

Appendix 4: Oromocto Apparatus Fleet Summary

Apparatus	Model Year	Equip. Type	Make	Model	Crew Capacity	Pump Capacity	Water Tank Capacity	Foam Capability	Technology	Daily Checks	Heavy Inspections	Deployed	New Apparatus on Order
Engine 400	Various	Loaner Truck	This varies depending on the loaner truck we get								Engineering & Public Works		
Type	Year	Equip. Type	Make	Model	Crew	Capacity	Tank	Foam	Tech				
Engine 1	2021	Heavy Truck	Spartan	Gladiator	8	1500	1750	20A 20B	None	Daily/Crews	Engineering & Public Works	Stn 1	No
Engine 2	2010	Heavy Truck	Spartan	Gladiator	7	1500	1500	30A 30B	None	Weekly/Vol.	Engineering & Public Works	Stn 2	No
Engine 3	2005	Heavy Truck	Freightliner	FL80	5	1500	800	20A 20B	None	Daily/Crews	Engineering & Public Works	Stn 1	No
Engine 4	1998	Heavy Truck	Freightliner	FL80	5	1050	800	20B	None	Daily/Crews	Engineering & Public Works	Stn 1	Yes
Truck 1	1999	Heavy Truck	Pierce	Platform	6	1750	0	0	None	Daily/Crews	Engineering & Public Works	Stn 3/Stn 1 Qhut	No
Rescue 1	2015	Light Truck	Ford	F-350	5	N/A	N/A	N/A	None	Daily/Crews	Engineering & Public Works	Stn 1	No
Rescue 2	2002	Heavy Truck	Sterling	L7500	6	N/A	N/A	N/A	None	Weekly/Vol.	Engineering & Public Works	Stn 2	Yes
Unit 1	2013	Light Truck	Chevrolet	Tahoe	5	N/A	N/A	N/A	None	Daily/Crews	Engineering & Public Works	Stn 1	No
Squad 2	2015	Light Truck	Ford	F-350	5	N/A	N/A	N/A	None	Weekly/Vol.	Engineering & Public Works	Stn 2	No
Car 2	2019	Light Truck	Ford	F-150	Chief	N/A	N/A	N/A	iPad	As required	Engineering & Public Works	N/A	No
Car 1	2018	Light Truck	Chevrolet	Tahoe	Chief	N/A	N/A	N/A	iPad	As required	Engineering & Public Works	N/A	No
Car 3	2022	Light Truck	Ford	F-150	Chief	N/A	N/A	N/A	iPad	As required	Engineering & Public Works	N/A	No
Tanker 2	1992	Heavy Truck	International		3	625	100	20A	None	Weekly/Vol.	Engineering & Public Works	Stn 2	No
Unit 2	2011	Light Truck	Ford	F-150	5	N/A	N/A	N/A	None	Weekly/Vol.	Engineering & Public Works	Stn 2	No
ID Number	Model Year	Equip. Type	Make	Model	Length		HP						
Marine 1	2005	Boat	Lowe	Yamaha Motor	21'		115						
Marine 2	1998	Boat	Zodiac RIB	Mercury Motor	18'		60						
Marine 3	1999	Boat	Zodiac	Yamaha Motor	14'		30						

Appendix 5: Oromocto Detail Budget

Draft 1 July 6, 2023				
Account #	Revenue	2023	5yr AVG	% Var.
12700-10	Fire Protection - LSD's	1,151,733	882,337	5.8%
12720-10	Miscellaneous Revenue	8,220	14,755	174.0%
Total Revenue		1,159,953	897,092	6.2%
Administration				
16000-10	Non Union Salary	470,013	437,214	2.2%
16020-10	Administrative Training	7,000	6,632	0.0%
16040-10	Miscellaneous Administration	12,000	9,612	33.3%
16060-10	Non Union Uniforms	3,000	2,299	0.0%
16080-10	Office Supplies - FIRE	6,800	6,901	0.0%
16090-10	Information Technology - FIRE	13,500	6,248	51.7%
16143-10	Non-traditional Volunteer	2,250	1,234	0.0%
Total Administration		514,563	470,140	3.6%
Fire Suppression - Career				
16100-10	Fire Union Salaries- REGULAR	1,634,349	1,587,364	0.8%
16120-10	Fire Union Salaries - OVERTIME	296,000	379,819	-14.5%
16160-10 to 16210-10	Employee Benefits	495,667	405,286	8.4%
16230-10	Fire Supplies/ Equipment- Stn 1	95,000	80,973	111.1%
16270-10	Uniforms - Career	15,500	20,777	0.0%
16280-10	Protective Clothing - Career	60,000	47,055	46.2%
16290-10	Dry Cleaning- Career	1,000	644	0.0%
16310-10	Medicals - Career	59,200	13,421	107.7%
16311-10	Gymnasiums	4,000	3,650	0.0%
16330-10	Training - Career	59,000	46,609	0.0%
16350-10	Breathing Apparatus -Stn 1	13,500	25,491	0.0%
16370-10	Medical Equipment - Stn 1	20,000	10,359	90.5%
16390-10	Gen. Vehicle Maintenance - Stn 1	205,200	186,659	47.0%
16450-10	Telephone - Stn 1	15,000	18,344	0.0%
16470-10	Mobile Comm. Equipment - Stn 1	16,800	24,095	0.0%
16590-10	Building Maint. Stn 1	116,625	103,386	29.1%
Total Fire Suppression - Career		3,106,841	2,953,932	7.0%
Fire Suppression - Volunteer				
16139-10	Vol - Honorarium	70,422	51,680	6.7%
16140-10	Vol - Grant to Association/PT Ins.	36,409	36,531	-0.6%
16235-10	Fire Supplies/ Equipment- Stn 2	50,000	32,700	189.0%
16275-10	Uniforms - Volunteer	7,000	7,926	0.0%
16285-10	Protective Clothing - Volunteer	50,000	29,206	52.7%
16295-10	Dry Cleaning- Volunteer	1,000	417	0.0%
16315-10	Medicals - Volunteer	3,000	780	0.0%
16335-10	Training - Volunteer	34,000	26,179	0.0%
16355-10	Breathing Apparatus-Stn 2	11,500	11,959	0.0%
16375-10	Medical Equipment - Stn 2	1,400	736	0.0%
16395-10	Gen. Vehicle Maintenance - Stn 2	90,000	40,975	27.1%
16455-10	Telephone - Stn 2	2,300	1,835	0.0%
16475-10	Mobile Comm. Equipment - Stn 2	7,300	10,475	0.0%
16595-10	Building Maint. Stn 2	22,420	13,697	104.7%
Total Fire Suppression - Volunteer		386,751	265,096	28.1%

Fire Suppression - General				
16130-10	Meals-Rehab	12,000	15,598	0.0%
16340-10	Training Site	8,200	13,131	0.0%
16490-10	Dispatching Fees	133,500	93,423	1.7%
16600-10	Ladder Tower Storage Building	4,850	2,634	
16650-10	Hazardous Materials	10,000	7,841	0.0%
Total Fire Suppression - General		168,550	132,627	4.4%
Total Fire Suppression		3,662,142	3,351,655	8.8%
Fire Prevention Division				
16510-10	Fire Prevention	12,000	12,531	0.0%
16530-10	Fire Investigation Training	12,300	5,045	0.0%
16550-10	Investigative Equipment	1,500	2,515	0.0%
16570-10	Fire / Building Codes	1,000	1,000	0.0%
Total Fire Prevention		26,800	21,091	0.0%
Account #		2023	5yr AVG	% Var.
Emergency Measures				
16630-10	Emergency Measures	40,350	36,552	0.0%
Total Emergency Measures		40,350	36,552	0.0%
Fire Department Operating Costs Subtotal				
Total Revenue		1,159,953	897,092	6.2%
Total Expenses		4,243,855	3,879,438	8.0%
Net Cost		3,083,902	2,982,346	8.6%
Current Year versus Previous Year				
Capital Accounts				
19320-10	Capital PAG- Fire Department	287,500	490,451	4.5%
Fire Department Operating Costs Including (PAY'G)				
Total Revenue		1,159,953	897,092	6.2%
Total Expenses		4,531,355	4,369,889	7.7%
Net Cost		3,371,402	3,472,797	8.3%
Current Year versus Previous Year				
16430-10	Water Costs	795,000	396,424	33.6%
Fire Department Operating Costs Including Transfer to Water/Sewer				
Total Revenue		1,159,953	897,092	6.2%
Total Expenses		5,326,355	4,766,313	10.9%
Net Cost		4,166,402	3,869,221	12.3%
Current Year versus Previous Year				

Appendix 6: Town of Oromocto Fire Budget Cost Centre Summary (2023)

Description	Administration	Fire Suppression (Career)	Fire Suppression (Volunteer)	Fire Suppression (General)	Fire Prevention	Emergency Measures	Water for Protection	Total
Revenue	\$1,159,953	\$0	\$0	\$0	\$0	\$0	\$0	\$1,159,953
Salary & Benefits	\$472,263	\$2,466,750	\$128,299	\$0	\$0	\$0	\$0	\$3,067,312
Business and Training	\$19,000	\$79,000	\$37,300	\$20,200	\$24,300	\$0	\$0	\$179,800
Contracts and Services	\$13,500	\$4,850	\$0	\$143,500	\$1,000	\$40,350	\$0	\$203,200
Supplies and Equipment	\$9,800	\$220,800	\$127,200	\$0	\$1,500	\$0	\$0	\$359,300
Repairs and Maintenance	\$0	\$321,825	\$112,420	\$0	\$0	\$0	\$0	\$434,245
Utilities	\$0	\$0	\$0	\$0	\$0	\$0	\$795,000	\$795,000
Contribution to Reserve	\$287,500	\$0	\$0	\$0	\$0	\$0	\$0	\$287,500
Total Expenses	\$802,063	\$3,093,225	\$405,219	\$163,700	\$26,800	\$40,350	\$795,000	\$5,326,357
Net	-\$357,890	\$3,093,225	\$405,219	\$163,700	\$26,800	\$40,350	\$795,000	\$4,166,404

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