

2026



Emergency
Management
Group⁺

Township of Scugog Fire Master Plan



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PREFACE

A Fire Master Plan is a long-term strategic document that directs the priorities and actions of fire services. It improves effective fire protection and boosts overall emergency services. The plan covers details on fire services administration, training, prevention, suppression, equipment, and community emergency planning for the next ten years, with a new plan created every decade. A Fire Master Plan acts as a vital tool for identifying and evaluating potential risks within a community and integrating them into the Fire Department's operations.

This Fire Master Plan includes a final recommendations section that outlines planned actions, estimated costs, and suggested timelines for completion. The document also serves as a guide to address the Township's strengths, threats, and vulnerabilities to protect lives, the environment, and property.

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Acknowledgements

Emergency Management Group Inc. (EMG) thanks the public and many community stakeholders for their valuable feedback in shaping this Fire Master Plan (FMP). The stakeholder consultations were very helpful, offering relevant input and innovative ideas for the future of Scugog Fire & Emergency Services (SFES). Several recommendations in this FMP arose from discussions during these consultations. EMG also appreciates all SFES staff for their time, expertise, and input through meetings, interviews, and questionnaires. The administrative team and members of the International Association of Fire Fighters (IAFF) 4679 contributed positively and shared important information for this FMP through numerous meetings. EMG also extends its appreciation to the members of the Council and the Executive Leadership Team for their strategic suggestions.

EXECUTIVE SUMMARY

The Township of Scugog has hired the Emergency Management Group Inc. (EMG) to create a detailed 10-year Fire Master Plan (FMP) for Scugog Fire & Emergency Services (SFES). This plan aligns with legislative requirements, industry standards, emerging community risks, and the Township's financial constraints. The Fire Master Plan functions as a strategic guide to inform future decisions on fire protection, public education, fire prevention, emergency management, staffing, capital projects, and service levels. It is based on the scope of work outlined in RFP #P2025-03.

This plan incorporates a Community Risk Assessment (CRA) as a key perspective for program development. It includes a thorough review of current SFES services, organizational capacity, deployment abilities, the condition of capital and assets, and station requirements. The FMP also assesses current and projected population trends, expected growth patterns, and risk factors across Scugog's built, natural, economic, and demographic settings.

This FMP offers the Council evidence-based recommendations, including options, financial implications, and phased implementation timelines. The recommendations in this FMP document are submitted to provide a set of strategies and goals for implementation, assisting the Township of Scugog's Council in making informed decisions regarding the efficient allocation of resources and staffing for the SFES. Recommendations are categorized according to the RFP's specified horizon.

Short-Term: 1 – 5 years

Long-Term: 6 – 10 years

This structure enables Council, the Fire Chief, and Senior Management to evaluate strategic priorities within an achievable planning and budgeting sequence.

In addition to technical and capital considerations, this FMP identifies strategic opportunities related to service delivery, mutual aid and automatic aid relationships, regulatory compliance (including Ontario Regulation 343/22), training and certification requirements, community education, digital modernization, and succession planning.

The outcome of this Fire Master Plan is not simply to review the current state; it provides a roadmap that positions the Township to meet its present and future fire protection needs responsibly, sustainably, and in alignment with Provincial legislation, NFPA standards, and modern best practices.

Benefits of Fire Service Reviews

The benefits of fire master planning are many, but the key advantages are:

- Having a clearer vision of what the future needs will require implementation and when.
- A guide that includes options and budgetary estimates for implementation,
- Prioritization of each project, and
- They enable communication with staff, internal stakeholders, and external stakeholders about the organization's future goals.



Research and Information Gathering

The goal of this phase is to gain a comprehensive understanding of the current operations and service delivery within SFES. This review will ensure that the Fire Master Plan is grounded in factual, performance-based analysis and aligned with municipal, provincial, and federal regulations.

Key Research Areas

- Legislative and Regulatory Compliance
- Operational Analysis
- Community Risk and Growth Considerations
- Mutual Aid, Automatic Aid and Fire Protection Agreements
- Fire Apparatus, Equipment and Facilities
- Fire Service Policies, Training, and Response Guidelines
- Fire Prevention and Public Education
- Financial Planning and Budgeting
- Service Level and Regional Sustainability
- Regulatory Compliance and Best Practices

Scope of Work

As the original Request for Proposal (RFP) notes, the following describes the Consultant's responsibilities in developing the Municipality's FMP.

Services

1. Services Specifications

The project was in the following phases:

Phase 1 – Background review/study:

The Background review/study will include, but not be limited to:

- Review of existing plans, strategies, data and documents pertinent to the comprehensive Fire Master Plan.
- Identification of high- and mid-level priorities to address challenges identified in existing reports, studies, and documents (to be provided by Township as applicable).
- An assessment of strengths, challenges, opportunities and risks related to the Township in general and in its capacity to address priority areas.
- With consideration of Provincial and Federal policies, plans and regulations, along with external trends and known industry best practices, review of municipal allocations for resources and potential requirements.

Phase 2 – Outreach and Engagement:

Relevant Township divisions will be engaged in all internal/external promotional communication and provide necessary guidance to the Project Manager. Outreach and engagement by the Project Manager will include, but not be limited to:

- Implementation of a communication/consultation strategy that addresses both internal and external outreach and ensures that ideas, opinions, visions, values and priorities are captured and shared with the public through the Fire Master Planning process.
- Engagement with Council members, senior staff, stakeholders, and community members to create a full understanding of their vision, values, goals, and priorities for the Township. The Project Manager will define and utilize various consultation methods, such as open houses, stakeholder focus groups, surveys, and workshops, to ensure that all relevant groups have been consulted and that appropriate feedback has been received. Meeting facilitation will be structured to ensure that the information gathered

and disseminated is relevant to the process and that conversations are forward-looking, action-oriented, and move participants toward creating a shared future. Meetings may be held virtually or in person at the Township's discretion. If in person, the facility(s) will be provided at no additional charge to the Project Manager.

- In lieu of holding a Council Workshop, one on one meetings were arranged with Councillors and members of EMG.

Phase 3 – Draft Fire Master Plan

Tasks required for completion in Phase 3 include:

- Mid-Point Summary of Findings – Upon completion of Phases 1 and 2 (excluding the Council workshop), the Project Manager will provide a comprehensive analysis and summary of background review/engagement findings to the Steering Committee for review and comment. This document/presentation will be utilized to formulate a portion of the final Fire Master Plan.
- Preparation and distribution of a draft Fire Master Plan, submitted to the Steering Committee for review, feedback, and edits.

Phase 4 – Refinement and Finalization of the Fire Master Plan

The final component of the project will involve completing, refining, reviewing, and presenting the final Fire Master Plan for the Township of Scugog. It will include:

- Preparation and submission of the final Fire Master Plan, with input from Phase 3 taken into account.
- Presentation of the Fire Master Plan along with implementation recommendations to Council for consideration and potential adoption (tentative January 2026).

Key Deliverables

The key deliverables of this project include, while not limited to, the following:

- Steering Committee Meetings
- Progress Reports
- Mid-Point Summary of Findings
- Outreach and Engagement
- Final Report
- Council Presentation

The Fire Master Plan Process Includes

The Fire Master Plan will address each of the following critical areas per the RFP:

Administration: Evaluating service levels, legislative compliance, technology integration, mutual aid agreements, and regional dynamics.

Community Risk Reduction: Reviewing public education, fire prevention strategies, and fire investigation practices against best practices.

Fire Operations: Assessing response times, service levels, and emerging technologies to enhance efficiency and effectiveness.

Training and Development: Identifying opportunities to improve firefighter training infrastructure and delivery methods.

Facilities and Equipment: Evaluating fire station locations, records management systems, and apparatus replacement strategies.

Emergency Planning: Reviewing and optimizing emergency response plans to enhance preparedness and service resilience.

Community Risk Assessment – reference the current Community Risk Assessment in compliance with The Fire Prevention and Protection Act and its subordinate regulations, O. Reg 378/18. Community Risk Assessment completed in 2023.

Throughout this phase, key personnel actively validated assessments and ensured alignment with SFES objectives. A structured implementation plan was developed, including a priority matrix that outlines key recommendations, associated costs, and performance indicators for measuring success. This approach provides SFES with a clear roadmap for achieving service excellence and operational sustainability. The recommendations will include options for various service levels and associated funding models for the Council to consider and evaluate.

Summary Overview of Recommendations

Based on the information received during the meetings, the review of supplied documentation, and references to industry standards and best practices, there are 57 recommendations for consideration and inclusion by the Fire Chief, senior management, and the Council to assist in developing the plan. The Fire Chief will determine the implementation of recommendations in collaboration with the CAO and the Council's priorities. The EMG will identify the needs of the Fire Department and the community it serves; it is the municipality's responsibility to implement them using best practices and industry standards.

Further details on the recommendations can be found in their respective sections. The EMG notes that any cost estimates provided in this document may vary significantly depending on the timing, scope, and level of implementation, as well as the final recommendations made by the Fire Chief.

***Note:** A chart found in Section 10 outlines all the recommendations, their suggested implementation timelines, estimated costs and rationale.*

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DEFINITIONS

Recommendation Timelines	
Short-Term:	1 – 5 years
Long-Term	6 – 10 years
ACRONYMS	
CAO	Chief Administrative Officer
CEMC	Community Emergency Management Co-Ordinator
CRA	Community Risk Assessment
CRR Plan	Community Risk Reduction Plan
DPS	Durham Paramedic Service
DRP	Durham Regional Police
EMCPA	Emergency Management and Civil Protection Act
EMG	Emergency Management Group Inc.
EMPC	Emergency Management Program Committee
ERP	Emergency Response Plan
EOC	Emergency Operations Centre
FPO	Fire Prevention Officer
FMP	Fire Master Plan
FUS	Fire Underwriters Survey
HIRA	Hazard Identification and Risk Assessment
HRFP	Health-Related Fitness Programs
IMS	Incident Management System
MECG	Municipal Emergency Control Group
MEP	Municipal Emergency Plan
NFPA	National Fire Protection Association
NGO	Non-Governmental Organizations

ACRONYMS

OBC	Ontario Building Code
OFC	Ontario Fire Code
OFM	Office of The Fire Marshal
OHSA	Ontario Occupational Health and Safety Act
PPE	Personal Protective Equipment
RFP	Request for Proposal
RMS	Records Management System
SCBA	Self-contained breathing apparatus
SFES	Scugog Fire and Emergency Services
SOG	Standard Operating Guidelines
SOP	Standard Operating Procedures
TTE	Tabletop Exercise

Introduction



INTRODUCTION

Project Methodology

This Fire Master Plan (FMP) review draws on the municipality's initial Request for Proposal (RFP) and the corresponding proposal response, with thorough analysis by the EMG team. The review considered the scope of work, deliverable expectations, and relevant sections of supporting documentation. Applying industry best practices, current standards, and applicable legislation, EMG established the framework for all work undertaken.

The methodology combined extensive research, document review, data analysis, and stakeholder consultation. From this process, a draft report with recommendations was developed, resulting in a final, living document that provides strategic guidance for the municipality and its Fire Department.

To meet the project requirements, EMG completed the following assessments:

- The SFES' Establishing and Regulating By-law and any current service agreements with neighbouring municipalities.
- Applicable municipal, provincial, and federal legislation.
- Several documents from the planning department regarding the community and growth areas.
- SFES' administration, including staffing, organizational structure, administrative support, record keeping, information management/technology, purchasing, and inventory control.
- The fire service's policies, procedures, emergency response operational guidelines, training programs and records.
- The current staff recruitment and retention practices, promotional policy, succession planning and demographics.
- The operational and capital budgets, the reserves, and revenue generation programs, including the Township's Development Charges By-law.
- Pending availability, reviewing previous risk assessments, the Council's strategic priorities, and other pertinent documents.
- Referenced the current Community Risk Assessment while considering the identified risks.

- Identified and compared industry best practices for fire and emergency services performance measurement.
- Gathered information on operational requirements, including past and current response statistics (call volumes/response times) to analyze trends, staff availability/needs, response capabilities, etc.
- Toured the fire stations and conducted a location/ response analysis, which included the examination of fire vehicles, apparatus and equipment, including the maintenance program.
- Collected information on the fire prevention program, including education programs, inspection reports/data, enforcement data, and investigations.

Through meetings and surveys with Council members, senior municipal leadership, firefighters, and community stakeholders, the EMG team identified areas of strength and opportunities for improvement.

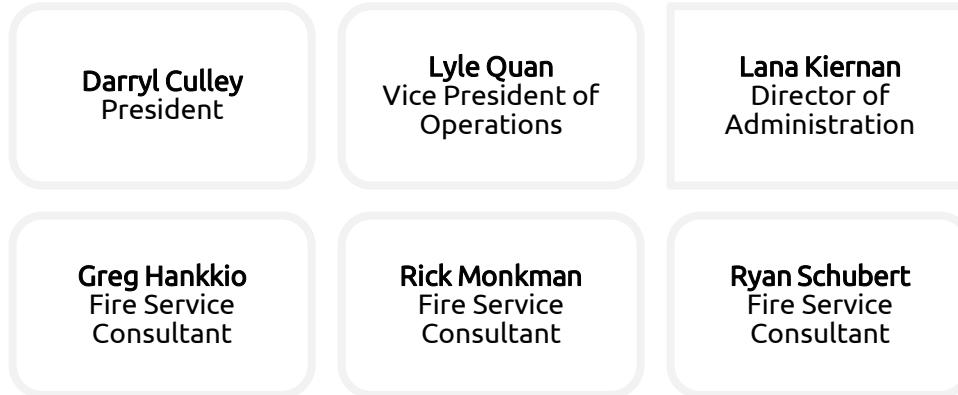
Performance Measures and Standards

This FMP incorporates key performance indicators drawn from national standards, safety regulations, and best practices, including:

- The Fire Protection and Prevention Act (FPPA)
- The Office of the Fire Marshal (OFM) Communiques
- The Ontario Occupational Health and Safety Act (OHSA) and the National Institute for Occupational Safety and Health (NIOSH)
- The Ontario Fire Service, Section 21, Advisory Committee Guidance Notes
- The National Fire Protection Association (NFPA) standards
- The Fire Underwriters Survey (FUS) technical documents

Project Consultants

AdministrationSeveral EMG staff were involved in the collaboration and completion of this FMP, and the overall review was conducted by:



Collectively, the team brings extensive expertise in fire and emergency services program development, operational review, training, and strategic planning.

Section 1

Community and Fire Department Overview



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SECTION 1: COMMUNITY AND FIRE DEPARTMENT OVERVIEW

1.1 Community Overview

Located on the shores of Lake Scugog, the Township of Scugog is a rural retreat with a small-town feeling and atmosphere. The Township offers opportunities for businesses and employers to thrive while maintaining a high quality of life. Business and development focus on the agriculture and light manufacturing sectors, with support from tourism, healthcare, and the retail trade. The key employers include the casino, the hospital, long-term care facilities, farming, and various industries.

On January 1, 1974, the current Corporation of the Township of Scugog was incorporated, following the amalgamation of the Townships of Cartwright, Reach, and Scugog with the Town of Port Perry. Its history dates back to the early 1800s. The Township is a growing rural community that blends rural, village, and cottage living.

FIGURE #1 - MAP OF THE REGION OF DURHAM



The Mississaugas of Scugog Island First Nation (MSIFN) Reserve # 34 consists of two tracts, east of Mississauga's Trail between Hood Drive and Pogue Road, as well as west of Mississauga's Trail from Pogue Road to Seven Mile Island Road/Chandler Drive. The Great Blue Heron Casino, which opened in

1997, is located on Scugog Island and is owned by the Mississaugas of Scugog Island First Nation. The land on which it sits is situated just east of the community of Port Perry. The Township is a member municipality of the Region of Durham, boasting 474.38 square kilometres (183.15 sq. mi.) and a population of 21,581 as of 2021. The population density is 45.5 persons per square kilometre, with 8,734 private dwellings, of which permanent residents occupy 8,243.

TABLE #1: TOWNSHIP OF SCUGOG PERMANENT POPULATION BY YEAR

Year	2016 ¹	2021
Township of Scugog		
Population	21,617	21,581
% Population Increase/ Decrease	+0.2% from 2011	-0.2%
Port Perry		
Population	9,453 ²	9,553 ⁴
Population Increase/ Decrease	-2.7% from 2011	+1.1%

According to the Planning Department, the forecasted population for the Township is between 29,000 and 30,000 by 2051. There is currently a proposal for about 800 units in a new community south of Reach Street, west of Cawkers Creek.

One area the province would like to see intensified is through the development of multi-unit residential structures, such as low- and high-rise buildings. Currently, the Township’s limit on the number of storeys is five to six. There are no applications submitted for any new high-rises, but there have been proposals for new high-density development at the northeast corner of Oyler Drive and Simcoe Street. There could also be a high-rise proposed south of Reach Street, west of Cawkers Creek. Another location, east of Simcoe Street and north of Country Estates Drive, could be developed for an apartment building.

¹ Census Profile, 2016 Census - Scugog, Township [Census subdivision], Ontario and Ontario [Province], Accessed June 2025, <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CSD&Code1=3518020&Geo2=PR&Code2=35&SearchType=Begins&SearchPR=01&B1=Ethnic%20origin&type=0>

² Census Profile, 2016 Census - Port Perry [Population centre], Ontario and Ontario [Province], Accessed June 2025, <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=POPC&Code1=0665&Geo2=PR&Code2=35&SearchType=Begins&SearchPR=01&B1=All&type=0>

³ Profile table, Census Profile, 2021 Census of Population - Port Perry [Population centre], Ontario, Accessed June 2025, <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&DGUIDlist=2021S05100665&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0>

However, residential and employment growth depend on the Township's service provision, such as water supply and wastewater collection. Developments are in abeyance due to the lack of water and wastewater capacity to service the areas. Upgrading to either system is very expensive and may burden current taxpayers if no external funding sources materialize from the Provincial and Federal governments. The Region of Durham is responsible for water and wastewater services, and the Township requires a new sewage pumping station and water tower. These projects could be as much as ten years away from being implemented. For any growth, the onus is typically on the developer to install the infrastructure for the development.

Often forgotten and not put in place before occupancies are permitted are the construction of facilities to house emergency services, school additions, recreation and library facilities. Collections from the Development Charges By-law typically cover the funding needs associated with these facilities. In many situations, adequate funding is unavailable, and the municipality must raise taxes or issue a debenture to cover the costs.

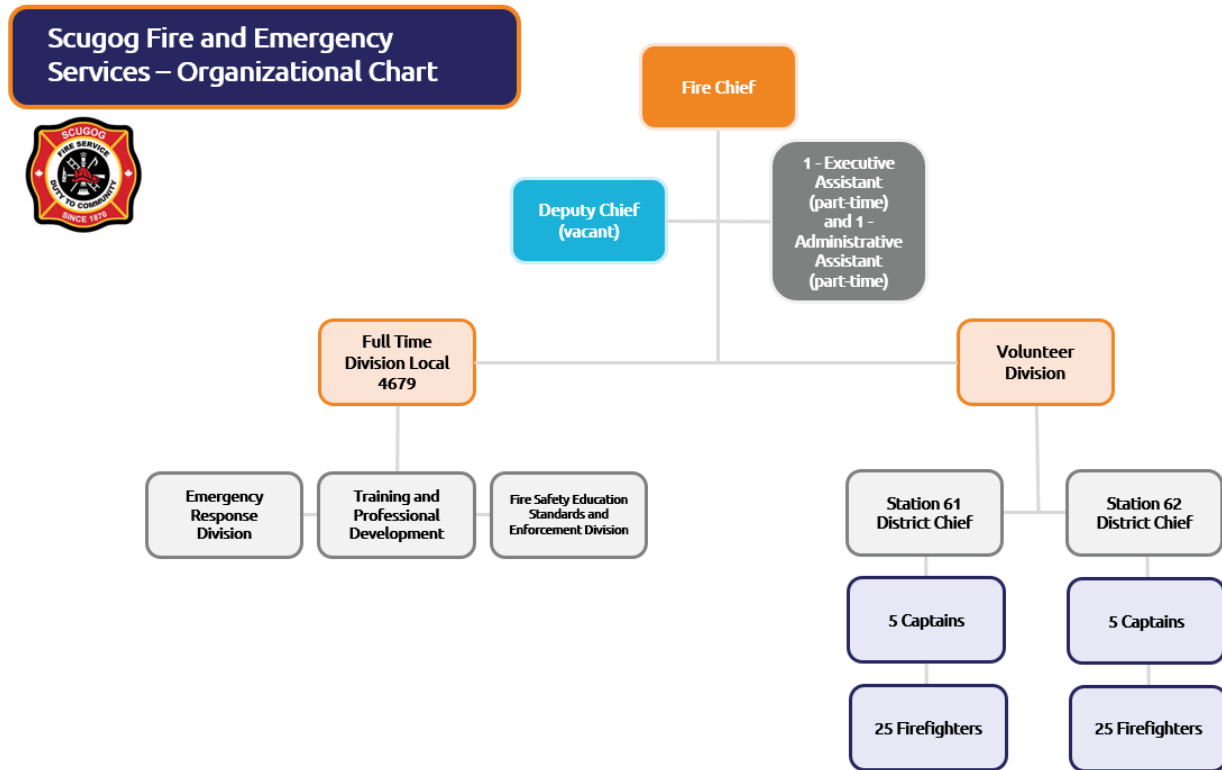
1.2 Fire Service Overview

The Scugog Fire and Emergency Services (SFES) consist of two fire stations staffed by a full-time Fire Chief, one part-time Executive Assistant, and one part-time Administrative Assistant, a vacant Deputy Fire Chief position, four full-time firefighters (IAFF Local 4679), and 60 volunteer firefighters. The department responded to approximately 535 calls in 2024, the highest number in a year over the past six years. These calls include fires, medical assistance, HAZMAT incidents, complaints about burning, and motor vehicle collisions.

The department's present organizational structure appears to be meeting its current needs. However, the reporting structure needs to be updated, particularly to clarify to whom the various divisions report. Some renaming may be necessary to align certain divisions with industry standards. The adjustments to the organizational chart are discussed further in Section 3, Fire Department Divisions, in Figure #6. Some departments have also included support services such as Mental Wellness and Chaplaincy.

***Note:** For the purposes of this document, casual employees who receive compensation through the Township are referred to as volunteer firefighters. Their availability is subject to work, school, and family obligations, and they may not be readily available at the time of a call.*

FIGURE #2 - SFES CURRENT ORGANIZATIONAL CHART



During this review of the SFES, the EMG undertook a high-level SWOT (strengths, weaknesses, opportunities, and threats) analysis. The department is a well-run organization with very competent officers at the helm, supporting a dedicated team of firefighters. As with almost every other department across Canada, the SFES struggles with recruiting new firefighters with daytime availability and retaining them. The loss of experienced firefighters causes a strain on ensuring skillful personnel are at the scene, competent to safely do the job as trained.

Strengths

- Staff (FT / PT) - positive attitude to overall Fire Department improvement
- Council support for the Fire Department
- Senior Management Team support for the Fire Department

Weaknesses:

- Ability to have comprehensive Fire Prevention programs (lack of staffing/budget restrictions/technology restrictions)
- Pre-planning community (lack of staffing & budget)

- Officer ranks very low (no succession planning established prior/high turnover of senior qualified staff)
- Long-term planning in capital projects/training direction
- Asset management including:
 - Fleet Maintenance and Replacement plan (budget restrictions)
 - Equipment Replacement plan (budget restrictions)

Opportunities

- Improve/Revise/Update Automatic/Mutual Aid/Fire Protection agreements
- Utilize Technology for improvements in all areas
- Expanding Emergency Management response
- Rebuilding Fire Service culture within the organization

Threats

- Budget pressures
- Inadequate capital budget reserves
- Ability to retain senior/experienced firefighters
- Expanding community (building within and outside urban boundaries)
- Community expectations of service level provided
- Maintaining NFPA competencies due to course availability, fiscal responsibility and constraints on the operation of the department and meeting the requirements as established by the Office of the Fire Marshal (OFM).
- The high costs associated with replacing fire apparatus and equipment that meet industry standards and best practices, such as FUS replacement schedules, ensure there is little to no impact on insurance grades set for the Township.

Planning for SFES's management of future demands on the department caused by current and future growth. Increasingly, people are leaving urban areas to move into rural Ontario, placing pressure on all municipal services. Compounding the issue is that many of the new residents come from densely populated areas that offer a range of services that the Township is not capable of providing.

1.3 Assessment of Establishing and Regulating By-law

When assessing a Fire Department and its operations, examining fire service-related by-laws offers valuable insights into its objectives and standards.

1.3.1 Establishing & Regulating By-law – 14-25

The Establishing and Regulating By-law (E&R By-law), 14-25 (2025), supports the fire administration in fulfilling the Council's needs and expectations. The document requires reviewing and updating to reflect changes aligned with the municipality's requirements and the Fire Department's operational needs. The E&R By-law must comply with the *Fire Protection and Prevention Act 1997*.

The E&R By-law serves as the Council's directive to the Fire Department, outlining the services the SFES provides.

By-law 14-25 is the updated version of By-law 29-19 (2019). It identifies a progression to provide the best level of service to residents while respecting the financial challenges faced by all municipalities. Bylaws affecting Fire Department operations require annual review or review as significant changes occur in either community. Doing so will ensure that the Fire Chief's noted service levels, expectations, and authority align with the changing needs of the community.

As part of any By-law update process, drafts require vetting by the municipality's solicitor before being presented to the Council for approval. The Fire Chief should also consider bringing the E&R By-law forward to newly sitting Councils every four years. Doing so will enable new Council members to understand the level of service provided to the community and the Council's responsibility to fund this level of service, as established by the Council. The review process for updating By-law 29-19 began in 2024, five years after its adoption.

In collaboration with the Fire Chief, the Council must establish an objective, definitive response time in the E&R By-law. Being a composite Fire Department with both full-time and volunteer firefighters, SFES would fall under NFPA 1720, per Chapter 1 – Administration, Article 1.1 Scope, which states that this standard contains the minimum requirements for volunteer and combination (composite) Fire Departments. Since the Township has a population density of 45.5 per km², the NFPA 1720 identifies SFES as requiring a response to meet the rural areas demand zone, which equates to having six firefighters on the scene of a 186 m² (2,000 sq. ft) detached residential structure fire, with no basement or exposures, within 14 minutes of the time of the call, 80th percentile of the time. Further information is available in Section 4 of this Fire Master Plan.

The NFPA recommends completing assessments to evaluate a baseline for a department's response time goal. This review aims to provide an understanding of the department's performance and identify areas for potential improvement, including station location, vehicle allocation, and staffing distribution.

The next time this by-law is updated, it should reflect new legislation, changes in the types and levels of response, and training expectations. Consideration should also include reference to such guidelines and standards as:

- Ontario Regulations (O. Reg.) that support existing legislation.
- OFM Guidelines concerning staffing and response recommendations.
- Related NFPA Standards that deal with:
 - Training
 - Fire prevention and public safety programs
 - Fire Department response goals and objectives
 - Communications and vehicle dispatching
 - Response times.
 - Fleet and Maintenance
- Underwriters Laboratories of Canada (ULC), Canadian Standards Association (CSA) and Fire Underwriters Survey (FUS)

By incorporating these guidelines and standards, the Council supports SFES's efforts to ensure that staffing, training programs, fire prevention, public education initiatives, and community response adhere to industry best practices.

★ Recommendation #1 - The Fire Administration is to review and update the bylaws as required when the needs and circumstances of the Township of Scugog change, thereby affecting the daily operations of the Fire Department.

While the by-law mentions that fire service provision shall be guided by the Community Risk Assessment, there is a lack of mention of the legislated requirement to complete a Community Risk Assessment (CRA). The by-law should state that CRAs shall comply with the Office of the

Fire Marshal (OFM), *Regulation 378/18*, CRA, which came into effect on July 1st, 2019.⁴ It should also specify the need for an annual review and the production of a new document every five years. It should also identify the Community Risk Reduction Plan (CRR Plan) and implementation as part of the CRA.

The *FPPA* requires Fire Departments to have a smoke alarm program, and it should expand to include carbon monoxide (CO) alarms, which became mandatory in 2014. The program, including its purpose, goals, and expected outcomes, should be included in the new document. Fire Departments are beginning to include a fire prevention policy in their E&R by-law, supporting the three lines of defence. To SFES's credit, it already has an active door-to-door smoke alarm program, which SFES could mention in the next revision.

While the SFES apparatus carries spare smoke and CO alarms, it would be appropriate to include this as well. These safety devices, as legislated requirements in homes, are available for installation before the firefighters depart the scene, regardless of the reason for their presence. By doing so, they are a great community initiative for fire safety.

Other items to consider changing or including within the next revised by-law include:

- Consider changing the reference to the firefighters from “volunteer” to “volunteer.” Doing so will better reflect that the Township compensates Fire Department members for their service.
- The organizational chart (Schedule “B”) should be updated to reflect changes within the organization.
- Suggested that the bylaw include a list of all agreements and memoranda of understanding with outside agencies or third parties, such as Dispatch, Tiered Medical, etc. and associated bylaws.
- An article should include the level of training required for firefighters to attend a tiered medical incident, as well as whether they are trained in the use of an automatic external defibrillator (AED) or permitted to administer medications.
- Include whether there are PTSD and Cancer Prevention Programs as legislated.
- Identify whether a Respiratory Program is in place and compliant with the OHS, O. Reg., 833, O. Reg. 490/09, CSA Z.94.4, NFPA 1981 and Section 21, GN 4-9.

⁴ O. Reg. 378/18: COMMUNITY RISK ASSESSMENTS (ontario.ca), Accessed June 2025, <https://www.ontario.ca/laws/regulation/180378>

- The construction of the fire apparatus must comply with NFPA 1901 and CAN/ULC S-515.
- As mentioned, include a baseline response time and goals based on NFPA 1720.
- The document identifies that Fire Prevention is responsible for completing fire investigations, and it should mention the need for them to be compliant with NFPA 1033 qualifications, including certification. They should also complete the NFPA 921 program, for which certificates are not yet available in Canada.
- Make mention of Asset Management Planning for Municipal Infrastructure Regulation, O. Reg. 588/17 (as amended by O. Reg. 193/21), effective January 1, 2018, and Record Management Programs and retention policies. Effective January 1, 2016, amendments came into force mandating enhanced records retention procedures under Ontario's two public sector privacy and access laws – the Freedom of Information and Protection of Privacy Act (FIPPA) and the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA).
- List any Fire Protection, Automatic or Response (i.e., HAZMAT/Tech Rescue with the City of Oshawa) Agreements in place.
- Include the dispatching agreement and bylaw.
- It appears Article Section 7, 7.3 (j) may be a duplication of Article 7.6
- The Emergency Management Program, as legislated, is a stand-alone program; therefore, it should not be mentioned or included in the E&R By-law. While the Fire Chief may continue as the CEMC, this should be in separate by-laws from the E&R.

★ **Recommendation #2** - Remove all references to the Emergency Management Program from the Establishing and Regulating By-law. Emergency Management should be an entity, including its own Bylaws and Budget.

1.3.2 Mission, Vision and Values Statements

The Mission Statement, are similar to the Vision and Values statements, are not identical. A Fire Department's Mission statement should drive its Vision and Values for the future. It's important that Fire Departments have all three and that SFES' processes to develop them—and use them—follow the flow in the graphics below:



While they may seem similar, the surnames are all "Statement," and it can be challenging to differentiate between the three at times; however, there are distinct differences. The following are definitions of what each statement is and what Fire Chiefs should consider for inclusion:

Mission Statement

Identifies and communicates to internal and external stakeholders alike the purpose of SFES.

Questions answered in the development of a mission statement could include:

- What does the SFES do today?
- Who does the SFES serve?
- What does the SFES wish to accomplish?
- What goals does the SFES want to achieve?

Vision Statement

Offers a futuristic perspective on the Fire Department's aspirations to achieve both now and in the future.

Questions answered in developing a vision statement could include:

- Where is SFES going forward?
- What goals does SFES wish to achieve in the future?
- What will society look like in the future?

Values Statement

A values statement provides internal and external stakeholders with a concise declaration outlining the priorities and values of SFES. The statement should reflect the Fire Department's core principles and ethics.

The questions answered in developing the values statement could include:

- What does the SFES stand for?
- What behaviours does the SFES value over all else?
- How will the SFES conduct its activities to achieve what the Mission and Vision Statements state?
- How will the SFES treat its members and the community citizens it serves?

★ **Recommendation #3** - SFES develops a Vision and Values statement to support the Mission Statement, ensuring all three statements are consistent with the corporate Mission, Vision, and Values. These are included in the Establishing and Regulating By-law Schedule.

Upon the Council's approval, the Fire Chief posts the three statements at each fire station.

1.4 Policies, Guidelines, & Procedures

Fire Department policies and guidelines have immense value for a department. They are the foundation of a Fire Department's success. The backbone of any fire service is its Departmental Policies, Standard Operating Procedures (SOPs), and Standard Operating Guidelines (SOGs), which govern and provide direction for its operations. The Scugog Fire and Emergency Services refer to theirs as Operational Guidelines, which are presently under review. As such, any reference in the FMP is subject to change.

Fortunately, the SFES has many Operational Guidelines in place, but they are currently being reviewed and updated at the time of this document's writing. While this process is ongoing, the department is proactive and has chosen to follow the Ministry of Labour's Section 21 Guidance Notes to provide operational direction. A community's circumstances and needs constantly change, so ensuring all the Operational Guidelines are current is an ongoing requirement.

Reviewing the Operational Guidelines can be an incredibly detailed and very involved process. Writing new Operational Guidelines and maintaining existing ones is a daunting task that should not be the sole responsibility of the chief officers. Fortunately, the SFES has a committee assisting in reviewing and amending previous ones. As with any structured Operational Guideline Committee, there needs to be representation from all ranks and Divisions of the department. The committee should have a Terms of Reference should identify goals and objectives which would greatly benefit SFES in several ways, such as:

- Providing updated and current Operational Guidelines.
- More staff would be more involved in the Fire Department operations.
- Continues to provide a safer environment for members to work.

Some Fire Departments review a third of their Operational Guidelines annually. Adopting this procedure ensures that the entire set of documents receives a full review every three years. The many NFPA standards are good resources when developing Operational Guidelines.

For a Fire Department to operate safely and efficiently, all members must adhere to all policies and operational guidelines. Those who fail to do so should be held accountable.

Section 2



Risk Assessment



Emergency
Management
Group*

SECTION 2: RISK ASSESSMENT

2.1 Community Risk Assessment Data

Risk assessment is the process used to identify the level of Fire Department services required within the Municipality's boundary. It measures the probability and consequence of an adverse effect on health, property, organization, environment, or community due to an event, activity, or operation.

The Council has the authority to establish fire protection within its Municipality. The Fire Chief is responsible for informing the Council of all risks existing within the community. Therefore, the Community Risk Assessment (CRA) aims to provide an overview of identified risks within the Township of Scugog, along with suggested options for mitigation. Based on this information, the Council can decide on the service level that SFES will provide.

O. Reg. 378/18 Community Risk Assessment (CRA) states that "...every municipality shall complete a CRA by July 2024, with renewal to occur every five years." The Township of Scugog's 2023 Edition of its CRA requires an annual review and update as the municipality's needs and the community in general change.

The accumulation and analysis of the following factors will assist in applying this information to identify potential risk scenarios. It is during the assessment of the information gathered, which includes the likelihood of these scenarios occurring and subsequent consequences, while answering the following questions:

What could happen?	When could it happen?	Where could it happen?	To whom could it happen?
Why could it happen?	How bad would it be if it happened?	What is the likelihood that it could happen?	What programs need development to mitigate or prevent any or all of the above?

Once answered, these questions will frame the basis for formulating and prioritizing risk management decisions to reduce the likelihood of these incidents and mitigate their impact. The completed CRA may identify gaps and areas where conditions vary from the desired outcomes.

Data reviewed for each mandatory profile includes:

Demographics Profile – Includes age, gender, educational attainment, socioeconomic makeup, vulnerable individuals or occupancies, transient population, and ethnic and cultural considerations.

Critical Infrastructure Profile – The facilities and services that contribute to the interconnected networks, services and systems that meet vital human needs, sustain the economy, and protect public safety and security.

Geographic Profile – Considers waterways, highways, and other landforms, railroads, wildland-urban interface, bridges, and other specific community features.

Building Stock Profile – Potential high-risk occupancies, whether residential, commercial, or industrial, building density, building code classifications, structure(s) age, occupancies that could be a high life safety risk, and historic buildings.

Public Safety Response Profile – How are resources other than Fire Department-related services distributed within the community, their deployment and usage, types of incidents responded to and the frequency of such incidents, including the seasonal variations and time of day?

Community Service Profile – Existing planning and zoning committees, schools, seniors' organizations, ratepayers' associations, mental health organizations, faith-based groups, and cultural/ethnic groups.

Hazard Profile – Human, technological, or natural hazards.

Economic Profile – Review the infrastructure, local employers and industries, institutions, the community's tax base, and local attractions.

Past Loss/ Event Profile – Consideration of the impact and frequency of an event; identify significant acute events with a low frequency but a high impact, or small chronic events with a high frequency and a low impact.

As mentioned, the CRA is a separate document from this FMP, and the Fire Chief should review the risks and initiate discussions of their findings with the Council, the Chief Administrative Officer (CAO), and senior management. When compiled, recommendations and options for mitigation within the CRA and this FMP will form the basis for developing a Community Risk Reduction (CRR) Plan.

2.1.1 The Township of Scugog Fire Loss Statistics

The OFM provided the following information and documents, which were from past reports supplied to EMG. The following data is an overview of concerns within the community, from the highest to the lowest level, for ease of review. This information will assist in formulating and implementing fire prevention and public safety awareness initiatives. The following information concerns occurrences within the Township of Scugog, regardless of the responding Fire Department.

The Township of Scugog Fire Loss by Property Classification

Based on the information received from the OFM's Standard Incident Reporting (SIR) system, the following building classifications for property loss are listed based on the number of fires in each occupancy from 2022 to 2024:

- Group C, Residential – 85% of all structure fires (49), of which 42 were in residential occupancies, with damage totalling \$9,280,210.
- Structures/ Properties not classified by the Ontario Building Code accounted for 6% of this type of fire, totalling three, with \$42,000 in damage.
- Group D – Business and Personal Services accounted for 2% of the structure fires, totalling \$1,000 in damage.
- Historically, the losses often are the focal point of a structure fire, while the property saved from the fire is not. A fire may incur \$1 M in damage but \$3 M in property saved.
- Of special interest are those structures classified under the National Farm Building Code, which surprisingly account for 0% of all fires in the Township between 2022 and 2024.

Note: The following fire data occurred in the Township of Scugog and does not include any areas where SFES provides fire protection in surrounding municipalities.

The Township of Scugog Reported Fire Cause

Assessing the possible cause of the fires is essential when identifying potential trends or areas considered for introducing additional public education on fire prevention initiatives as part of the community fire protection plan in conjunction with the CRR Plan.

The leading causes of fires between 2022 and 2024 were:

- Misuse of ignition source/ materials first ignited accounted for a total of 12 fires

- Undetermined also accounted for a total of 12 fires
- Unintentional undetermined accounted for a total of 12 fires
- Mechanical/electrical failure accounted for a total of six fires
- “Other Unintentional” accounted for two fires.
- “Other” fires accounted for four fires, of which two were in 2022 and 2023.
- Notably, over the 3 years, there were no intentionally set structure fires with damage.

The Township of Scugog Ignition Source Class

The leading causes of ignition sources between 2022 and 2024 were:

- Appliances accounted for two fires.
- Miscellaneous accounted for six fires.
- Electrical distribution equipment accounted for six fires.
- Other electrical/mechanical accounted for one fire, causing \$350,000 in damage.
- Cooking equipment accounted for five fires.
- Heating equipment, chimney, etc., accounted for seven fires, resulting in damage totalling \$610,000.
- Exposure accounted for six fires with a significant loss of \$4,867,100 in losses.
- Open flame tools or smokers' articles were the ignition sources in three fires.
- Lighting Equipment accounted for no fires.
- Undetermined sources of ignition were in 11 fires with \$3,293,500 in damage.

The compiled data indicate that most fires occur in residential occupancies, with 66% of those having no definitive origin or cause. In many cases, the ignition source is from undetermined means. With so many undetermined fires, one possible reason for this determination may be the lack of educational opportunities to enhance investigation techniques. It is difficult to register for any fire investigation courses offered by the OFM.

2.2 Community Risk Assessment

Completing a CRA enables the Municipality and its fire service to make informed decisions about the fire protection they will provide to their residents. Risk measures the probability and possibility of an event that could adversely affect the community, including health, property,

organization, environment, and society. The most effective way to mitigate any fire risk is to address the threat before the Fire Department is required to respond.

To develop an effective community fire safety plan, the OFM identifies a fire protection planning strategy known as the "Three Lines of Defence" (refer to table #2). Applying this strategy highlights the importance of recognizing that there are options for developing an effective community fire safety plan through education, code enforcement, and emergency response. Although emergency response (fire suppression) will always be required, this is a reactive endeavour. A fire service must proactively optimize public fire safety programs within the community.

Preventing fires from occurring can be effective through a robust fire prevention program that includes ongoing fire inspections, smoke and carbon monoxide alarm initiatives and public education.

TABLE #2: OVERVIEW OF THE THREE LINES OF DEFENCE

Line of Defence	Description
Public Education and Prevention	Educating community residents on ways to fulfill their responsibilities for fire safety is a proven method of reducing the incidence of fire. Only by educating residents can fires be prevented, and those affected can respond correctly to save lives, reduce injury, and reduce the impact of fires.
Fire Safety Standards & Enforcement	Completing inspections and enforcing the OFC will ensure that buildings have the required fire protection systems and safety features. This necessity may require property owners or tenants to develop and implement fire safety plans, as well as maintain functioning smoke alarms and sprinkler systems, which will help minimize the effects of a fire.
Emergency Response	Fire Departments require well-trained and equipped firefighters, directed by capable officers, to suppress the spread of fires once they occur and protect the lives and safety of residents.

2.2.1 Community Risk Assessment – Identified Risks

During the development of this FMP, the Township requested that EMG reference its current CRA, completed in 2023. Overall, the CRA is well-written, but the author should have completed the templates using the example worksheets supplied by the Office of the Fire Marshal, which would have been much less labour-intensive and onerous to complete. The following commentary is in response to the risks identified in the document.

- The Geographic Profile’s risks, for the most part, include transportation routes, dangerous goods transported on them, and waterways such as Lake Scugog and the Nonquon River. The greatest risks on motorways are motor vehicle collisions and the risk of a hazardous materials spill or a mass casualty incident. Also mentioned was that several roadways were in poor or very poor condition, which may impede the response of emergency services.
 - Island Road (Durham Road 7) is the only road access to Scugog Island. It poses a potential risk to public safety, especially when emergency services are unable to access the island. Aside from emergency services, residents and visitors are unable to enter or leave the island during the same closure.
 - During the summer and winter, there is significant traffic on Lake Scugog that could result in a surface water or ice rescue.
 - Few properties are at risk of flooding.
 - Being in what is known as tornado alley and with the damage that occurred in a neighbouring municipality a few years ago, severe thunderstorms and tornadoes are a heightened risk. The Township needs to be prepared and have a mutual assistance agreement in place with neighbouring communities and non-governmental agencies. Members of the Municipal Control Group need to be familiar with their responsibilities as laid out in the Township’s Emergency Plan.
 - The Township could obtain access to the Alert Ready app to post critical information specific to the Township, such as road closures, flooding, or storm damage.
- Lightweight construction (LWC) used in roof trusses, floor joists, and wall studs is at risk of premature failure under fire conditions, posing a significant threat to human life, particularly that of firefighters. Amendments to the Ontario Building Code require the Building Department to notify the Fire Chief of all new construction that incorporates LWC, except houses.
- With many seasonal properties, some may lack smoke and carbon monoxide alarms. Continued public education can help reinforce that fire risk remains, even when properties are used seasonally or during vacation periods. Provincial legislation requires

all residences with sleeping quarters—seasonal or otherwise—to be equipped with these life-saving alarms.

- While the building stock inventory is not available using Township building records, other sources are available that could have been referenced, such as Statistics Canada’s 2016 and 2021 censuses and data from the Municipal Property Assessment Corporation (MPAC) obtained from the tax roll in the Finance Department.
- With eight vulnerable occupancies in the Township, SFES is compliant in completing the mandatory inspections as set out by the OFM.
- Regarding the demographics of the Township, seniors are at a higher risk due to cognitive and mobility challenges, thereby requiring enhanced public education.
- Lacking in the document was any mention of domestic terrorism and what the Township should have in place to prepare for such an event. Preparations should include designated safe rooms in municipal buildings, training on what to do in the event of an active shooter incident, and procedures for addressing threats against municipal staff. NFPA 3000 would be an excellent reference in matters relevant to this category.
- The document did not have a summary of risks associated with the following profiles:
 - Critical Infrastructure Profile: i.e., water and wastewater facilities
 - Public Safety and Response Profile: Allied agencies such as fire, police, EMS, Red Cross, and the Joint Rescue Coordination Centre in Trenton.
 - Community Services Profile: Agencies that support the SFES during emergencies, i.e., Children’s Aid, Durham Health Unit, and local religious groups.
 - Economic Profile: i.e., community groups that support SFES financially or like in kind. And facilities for public education events.

Overall, the EMG opinion of the Township’s CRA is compliant with O. Reg. 378/18.

Now that SFES has completed its Community Risk Assessment (CRA), the Fire Chief can implement strategies to address the identified risks, including public education and enforcement of the Ontario Fire Code.

A thorough review, coupled with sound strategic planning, will yield successes in the form of fewer fires, reduced fire-related injuries, and lower dollar property losses through ongoing fire prevention initiatives. These initiatives include early warning detection systems (e.g., smoke alarms), proactive inspections, and public education.

2.3 Next Steps

As the community grows, the frequency of calls and the need for service will grow. Based on this growth, there may be a future need for additional staff. Supporting information relating to the staffing needs of each division can be found in the sections associated with this FMP.

The provincial government has recently introduced updates to *FPPA*, which outlines the responsibilities of a community and its Fire Department concerning service level expectations. The updates to the *FPPA* are:

- Certification for firefighters, fire service instructors (training officers), and fire service inspectors (fire prevention inspectors)
- Mandatory reporting requirements
- Completion of the mandatory annual review of the CRA and completion of a new one every five years.
- Establish an inventory of all building stock, including identifying those with lightweight construction (LWC) components, which is mandatory.

These four additions will put an even more significant strain on Fire Departments to ensure proper training, reporting, and completion of CRAS.

2.4 Residential Fire Sprinklers & Monitoring Fire Alarm Systems

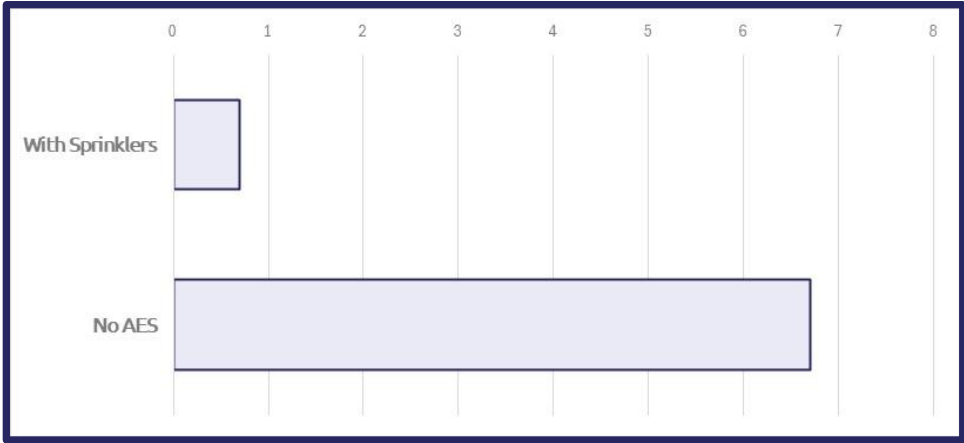
The NFPA, the Canadian Association of Fire Chiefs (CAFC), and the Ontario Association of Fire Chiefs (OAFC) strongly support residential sprinkler systems to reduce the risk to life and property from fire. Because fire sprinklers react so quickly, they can dramatically reduce the heat, flames, and smoke produced in a fire. Properly installed and maintained fire sprinklers help save lives, minimize damage, and make it safer for firefighters.

Fire sprinklers have been in use for over a century, protecting commercial, industrial, and public buildings. Many people are unaware that the same life-saving technology is also available for homes. According to the OFM, in 2022, roughly 90% (102) of all civilian fire deaths in Ontario occurred in residential occupancies. By 2024, the number had decreased to 98 residential fire deaths, 78% of all fire deaths in the province. Early detection systems, such as smoke and heat alarms and sprinkler systems, monitored by an external agency, enhance fire protection, reduce the risk of loss of life and help minimize fire damage.

2.4.1 Facts About Residential Fire Sprinklers

Unfortunately, we must rely on American statistics due to the lack of Canadian statistics. Given the numerous similarities in building construction, the statistics accurately reflect the Canadian experience. Automatic sprinklers are highly effective and reliable components of comprehensive fire protection systems in buildings. According to NFPA, Fire Departments in the United States responded to 52,948 structure fires annually between 2017 and 2021, during which sprinklers were present. These fires caused an annual average of 36 civilian deaths (1 percent of all structure fire deaths), 1,002 civilian injuries (8 percent), and \$1.2 billion in direct property damage (10 percent).⁶

FIGURE #3 - CIVILIAN DEATH RATES PER 1,000 REPORTED FIRES IN PROPERTIES WITH SPRINKLERS VS THOSE WITHOUT



Note: Automatic Extinguishers Systems (AES)

Unfortunately, SFES has not been promoting the value of installing residential fire sprinklers, particularly in new home construction. By collaborating with developers and the public to

★ **Recommendation #4** - The Fire Prevention Division of SFES should collaborate with the Planning and Building departments of the Township to promote the life-saving benefits of installing residential sprinklers in new home construction and multi-unit structures with fewer than six storeys.

⁶ NFPA, 'U.S. Experience with Sprinklers', accessed June 2025, <https://www.nfpa.org/education-and-research/research/nfpa-research/fire-statistical-reports/us-experience-with-sprinklers?l=324>

encourage the installation of home sprinkler systems, SFES would be demonstrating a proactive approach to educating the public on another viable option for homeowners to help mitigate fire risk.

2.5 Survey Results

Overview of the Surveys Conducted

2.5.1 Survey Methodology

To gain a comprehensive understanding of how effectively the SFES is meeting the community's and firefighters' needs, EMG conducted anonymous surveys using SurveyMonkey. Input was collected from the public, SFES personnel, the Mayor, Council members, and the CAO. The feedback proved highly valuable in shaping the recommendations presented in this report, which aim to assist the Council in making informed strategic decisions about the future of the fire service.

Internal Survey (Firefighters)

The Firefighter Survey is a tool designed to gather valuable feedback from firefighters about the current state and future direction of SFES. It aims to assess the department's effectiveness in emergency response, its alignment with community needs, and how the public perceives it. By sharing what firefighters are most proud of and their views on the department's operational capabilities, the survey provides insights into internal morale and strengths that promote a positive organizational culture.

The survey also assesses whether SFES is prepared to meet the needs of a continually changing community. It gathers feedback on the sustainability of the current organisational model and collects suggestions for improving emergency response strategies. Ultimately, this survey plays a crucial role in evaluating current performance, identifying gaps, and guiding strategic decisions.

Council/CAO Survey

The Council Survey aims to collect informed feedback from elected officials on the effectiveness, sustainability, and strategic direction of SFES. Its purpose is to evaluate whether current fire services offer good value for taxpayers' money and if the existing infrastructure adequately protects the Township.

It also aims to evaluate the department's preparedness for future community growth and identify any gaps that need addressing. By examining strengths, risks, and key issues, the survey

helps form a clear understanding of what is working well and where there might be vulnerabilities or opportunities for improvement.

External Survey (Community)

The external survey aims to gather meaningful feedback on SFES's performance and effectiveness. It seeks to understand public perceptions of professionalism, safety, education, and fire prevention efforts, while assessing satisfaction with emergency response and service reliability.

The survey also highlights which fire service functions residents find most important and underscores perceived challenges like staffing and resource shortages. Public engagement with programs such as the Smoke Alarm Program is assessed to find opportunities for improved outreach.

The feedback informs the FMP and CRA, helping to align services with community needs and priorities. Ultimately, the survey promotes open communication and fosters a more responsive, community-focused fire service.

2.5.2 Survey Findings

2.5.2.1 Internal Survey Results (Firefighter)

Fourteen firefighters took the survey, accounting for roughly 28% of the department's members.

Survey results show strong pride in Scugog Fire and Emergency Services (SFES), with members emphasizing professionalism, dedication, community impact, and a move towards greater unity and expertise. Respondents view the department as highly respected by the community, with 100% believing SFES is seen positively. Most rated its emergency response as effective (57.14% strongly or moderately successful), although some pointed out areas for improvement. Similarly, 64.29% felt response times meet community needs, while 28.57% disagreed.

When asked about preparedness for Scugog's expected growth, 71.43% agreed that SFES is ready, but concerns remain, with some respondents expressing uncertainty or doubt. Regarding sustainability, 64.28% believe the current organizational model is sustainable, although 14.29% consider it highly unsustainable.

Suggestions for improvement included implementing 24/7 staffing with additional full-time firefighters, modernizing equipment, enhancing training, finalizing Standard Operating Guidelines, and leveraging technology for dispatch and communication. Respondents also

recommended stand-by coverage during peak demand, specialized divisions for training and prevention, and improved scenario-based training.

Looking ahead 5–10 years, respondents envisioned a fully staffed 24/7 department with modern facilities, a mixed staffing model combining career and volunteer firefighters, dedicated divisions for operations, training, and prevention, and a stronger emphasis on community education and safety. They also highlighted the importance of operational professionalism, inclusivity, and improved leadership. Additional comments stressed the need for a formally adopted Master Fire Plan, the creation of a Deputy Chief position, better hydrant coverage, and investment in frontline apparatus.

2.5.2.2 Council/CAO Survey Results

Four members of Scugog Council participated in the survey. All agreed that residents are receiving fair value for their tax dollars in fire services. Half believed the current number of stations and vehicles is enough, while 25% somewhat agreed and 25% disagreed, raising concerns about resource adequacy.

Opinions varied on the Fire Department’s ability to handle future growth. The department’s key strengths were identified as strong leadership, thorough training, dedicated firefighters—especially volunteers—and a good understanding of community needs. Major risks include recruitment and retention issues, reliance on volunteers affecting response times, and aging equipment needing replacement.

Regarding sustainability, opinions were mixed: 25% believed the current composite model is sustainable, 50% were neutral, and 25% considered it unsustainable. Feedback from the Council members showed general satisfaction with fire safety, education, and services, but concerns were voiced about costs, water supply issues in some areas, and the need for more transparent information on burn permits.

Council members identified significant opportunities for strategic partnerships to enhance efficiency, including the potential for a larger central station with satellite halls or increased collaboration with North Durham fire services. While most had no further comments, some emphasized the importance of recognizing volunteers and recommended exploring compensation options to improve retention.

2.5.2.3 External Survey Results (Community)

With 125 citizens participating in the survey, EMG is confident that the results can generally be applied to the broader population of Scugog.

Overall, community perception of Scugog Fire & Emergency Services (SFES) is very positive, with almost all respondents acknowledging its professionalism, role in community safety, and educational efforts. Residents highlighted the department's visible presence, public education initiatives, and recent improvements under new leadership. Many praised the supportive and professional interactions with staff, although some mentioned they had limited direct experience with the service.

Overall satisfaction with emergency response consistency was high, but concerns were raised about delays in rural areas such as Caesarea and Scugog Island. Many residents supported hiring more full-time firefighters and providing 24/7 staffing, citing local growth and outdated planning documents as issues. Some noted that remote stations lacked sufficient equipment and staffing, leaving parts of the Township exposed.

Nearly all respondents considered firefighter training in various rescue scenarios essential, emphasizing the importance of ongoing education, scenario-based drills, and alignment with community risk assessments. Specialized training in water, ice, and auto extrication incidents was seen as particularly relevant to Scugog's hazards.

Key challenges identified by the public included staffing shortages, delays in response times, limited funding, aging equipment, and unmet infrastructure needs. Respondents also emphasized the importance of long-term planning, leadership development, and policy updates to keep pace with community growth.

There was strong support for expanding fire prevention and public education, with many mentioning programs like Alarms for Life and community outreach events as very valuable. Some residents, however, felt outreach was limited or inconsistent. Only about one-third of respondents had direct contact with the smoke alarm program, but those who did generally considered it positive and professional.

Areas identified for improvement included quicker emergency responses, better medical assistance, enhanced fire code enforcement, and increased public access to services. Many advocated for more staffing, expanded prevention and inspection efforts, and additional investment in infrastructure.

Overall, the community showed strong appreciation for the department's dedication and professionalism, while highlighting the need for more resources, full-time staff, and long-term planning to maintain reliable fire protection as Scugog grows.

2.5.3 Summary of Interviews Conducted

2.5.3.1 Senior Leadership Interviews

In addition to the three stakeholder surveys previously outlined, EMG held a series of in-depth stakeholder discussions. As part of the information gathering process, meetings were conducted with the following representatives:

- Manager of Planning
- Manager of Finance/Deputy Treasurer
- Financial Accounting Supervisor
- Chief Building Official
- Director of Corporate Services
- Director of Public Works and Recreation

To maintain consistency during discussions, all participants were asked to structure their input using a SWOT analysis, highlighting strengths, weaknesses, opportunities, and threats or challenges related to the current situation and prospects of the SFES.

Besides these stakeholder discussions, ongoing engagement with the Fire Chief and the Executive Assistant took place throughout the development of the FMP and CRA. These engagements involved formal bi-weekly project team meetings and informal consultations.

Overall, the insights gathered from these in-person meetings consistently reinforced the key themes identified through the stakeholder surveys. The following common themes emerged from these discussions.

Strengths

Scugog Fire & Emergency Services (SFES) benefits from strong relationships between departments, especially between Fire Prevention and Building Services, where regular meetings support ongoing cooperation. The Fire Department actively participates in planning, including pre-consultation reviews, to address fire safety early. SFES adjusts its vehicle replacement priorities to enable the allocation of the corporate equipment reserve fund for vehicle acquisitions in other departments. Although Scugog does not have its own GIS service, Durham Region provides some support, offering basic mapping and spatial data. Moreover, there is a shared understanding across departments of the need to enhance IT and capital planning, despite the current systems not yet being fully integrated.

Weaknesses

All departments identify a significant gap in internal GIS and mapping capabilities, leading to delays and reliance on external support. The Fire Department also lacks IT integration with key municipal functions, such as automatic notifications when occupancy is granted. This hampers timely updates to the CAD system and affects response readiness. Asset management is underdeveloped; fire-specific assets are not tracked separately, and there is no long-term capital replacement plan for critical equipment like SCBA and extrication tools. The department relies on outside resources for fleet maintenance due to the lack of an internal facility or staff. Additional weaknesses include only one access route to Scugog Island, which poses a response risk.

Opportunities

There are several clear opportunities for improvement. Establishing an internal GIS and mapping function would significantly enhance operational planning and emergency response. Improving IT integration, such as linking occupancy permit issuance to fire systems, would ensure timely updates and better coordination. Developing a formal capital replacement plan for fire-specific assets would support long-term financial planning and equipment reliability. The potential repurposing of the former hydro garage into a fleet maintenance facility, along with hiring dedicated mechanics, presents an opportunity for increased self-reliance and cost efficiency. Developing bylaws for rental unit registration and short-term rentals would strengthen inspection programs and fire safety compliance. Finally, involving fire leadership directly in apparatus procurement would help guarantee that vehicles meet operational requirements.

Threats

Persistent staffing and funding constraints threaten the ability to implement necessary improvements. Continued reliance on external partners for GIS and vehicle maintenance may lead to service disruptions or delays. Land use changes, especially the anticipated growth in short-term rentals and accessory dwelling units, are likely to increase pressure on fire prevention and response services. Additionally, limited infrastructure, such as the single access road to Scugog Island, creates vulnerabilities during natural disasters or major emergencies, potentially delaying critical responses.

Common Themes

Several common themes emerged across departments. The most prominent is the vital need for internal GIS and mapping capacity, which influences nearly every aspect of fire operations, from planning to response. Closely linked to this is the broader necessity for better IT

integration across municipal systems to enhance data sharing and operational readiness. Asset and capital planning gaps were consistently observed, highlighting the lack of long-term strategies specific to fire services. While collaboration between departments is generally strong, roles and responsibilities, particularly in areas like apparatus specification and data integration, could be more clearly defined. Finally, infrastructure and access limitations, especially regarding fleet maintenance and access to Scugog Island, are shared concerns across multiple departments.

2.5.3.2 Scugog Professional Firefighters Association (IAFF Local 4679)

As part of the consultation process, EMG met with representatives of IAFF Local 4679. The following outlines a summary of the main themes identified during the discussion:

Strengths

- Strong and supportive team culture from leadership through the ranks.
- A “local flavour” among staff, with members who genuinely care about the community.
- High-quality training and a capable Fire Chief who actively supports training initiatives.
- Enhanced relationship between career and volunteer staff under current leadership.
- Good mental health support programs are in place.
- Effective decontamination equipment and procedures.

Weaknesses

- The dual role of Fire Prevention Officer (FPO) and Training Officer reduces focus on fire prevention and education.
- Apparatus readiness expectations limit availability for prevention activities.
- Ambulance offload delays create operational challenges at emergency scenes - outside of SFES’s control.
- Lack of a Deputy Chief position after the former Chief’s departure.
- Public understanding of the Fire Department’s role is limited, and communication with residents requires enhancement.
- More full-time staff are required to meet current demands.

Opportunities

- Sustained momentum for positive change within the department.
- Strengthening public outreach and communication to enhance community perception.
- Establish dedicated roles for a full-time Training Officer and FPO/PFLS Educator.
- Exploring alternative suppression shift models to improve evening and weekend staffing and response coverage.

Threats (Challenges)

- Occasional confusion on the fireground about command roles and responsibilities.

10-Year Outlook (Vision):

- Expanded full-time staffing and established 24-hour career coverage.
- Addition of two Training Officers and a dedicated FPO/PFLSE.
- Restoration of the Deputy Fire Chief role.

★ **Recommendation #5** - It is recommended that the Fire Chief review stakeholder feedback from the surveys and interviews conducted to identify themes, service gaps, and opportunities for improvement, using the findings to guide priorities, resources, and future planning.

2.6 Community Risk Reduction Plan

With the completion of the CRA and all identified risks, the next step is to develop a Community Risk Reduction (CRR) Plan. When properly applied, the CRR Plan coordinates emergency operations with prevention and mitigation efforts throughout the community and at the fire station level. The involvement of fire station personnel is crucial for gathering local risk data and performing the necessary activities to implement the CRR Plan.

Aside from the primary benefits to the community, a CRR Plan can positively impact the Fire Department. A CRR Plan enhances the safety and occupational health of firefighters and emergency responders, thereby reducing line-of-duty deaths. An increase in the number of fire inspections and fire and life safety education events conducted, as well as the enforcement of the Ontario Fire Code (OFC), may result in fewer fires.

There are several other reasons why departments should begin the process of developing a CRR Plan, including firefighter safety:

- Managing risks makes the community safer by identifying new and emerging hazards.
- Declining budgets within Fire Departments and local governments may identify the need to review the department's resource allocation.
- With growth comes rapidly changing demographics in the community.
- The community's engagement increases.
- May avoid the potential ramifications of overlooked hazards.
- Beyond just fighting fires, it better defines the Fire Department's purpose and value within the community.

Completing the CRA and this FMP document, the Fire Chief has the components needed for the CRR Plan. The CRR Plan's foundation is on the information and recommendations provided in the CRA and FMP forms. A successful CRR Plan will conjure additional resources through partnerships within the Fire Department and the community it serves. The community-based approach enhances public safety through the collective efforts within the community to understand, assess, and develop inclusive solutions to community safety issues. NFPA 1300 is an excellent resource when formulating the CRR Plan.

2.7 Next Steps

As the community grows, the frequency of calls and the need for service will grow. Based on this growth, there will be a future need for additional staff in the Fire Prevention Office, the Fire Suppression Division and the Administration. Supporting information relating to the staffing needs of each division can be found in the sections associated with this FMP.

As previously mentioned, the provincial government has recently introduced updates to the *FPPA*, which outlines the responsibilities of a community and its Fire Department concerning service level expectations. These include:

- Mandatory certification for firefighters, fire service instructors (training officers), and fire service inspectors (fire prevention inspectors).
- Mandatory Reporting requirements
- Mandatory annual review of CRAS and complete a new one every five years.
- Mandatory inventory of all building stock, including identifying those with LWC components.

These four additions have placed an even greater strain on Fire Departments to ensure proper training, reporting, and ensuring the CRA is current.

★ **Recommendation #6** - Now that the completion of the Community Risk Assessment and this Fire Master Plan has taken place, EMG recommends that the Fire Chief utilize the components of the two documents' recommendations for developing and implementing the Community Risk Reduction Plan.

Section 3

Fire Department Divisions



SECTION 3: FIRE DEPARTMENT DIVISIONS

According to the RFP issued by the Municipality, identifying staffing needs was a task EMG completed by reviewing the capabilities of existing staffing and identifying future needs for each of the divisions and/or services provided, including Administration, Fire Prevention, Suppression, and Training.

3.1 Community Safety – Four Lines of Defence

The OFM community safety model identifies three lines of defence: Public Education, Safety Standards and Enforcement, and Emergency Response. EMG views Emergency Management as the fourth, inclusive line of defence and has added it to the overall concept of community safety. Reference to these lines of defence helps to set the goal of this divisional review.

- i. **Public Education** – educating residents has proven to be the most effective means of reducing and preventing fire and property damage incidents. Reducing the number of fires before they start and identifying how the municipality will continue to meet the fire education needs while it grows.
- ii. **Safety Standards and Enforcement** – ensuring that fire code inspection and enforcement occur so that buildings meet the required safety standards.
- iii. **Emergency Response** – the availability of well-trained and well-equipped firefighters to respond and effectively mitigate the incident is the last defence identified by the OFM. The staff, equipment, and fire station locations may impact the mitigation of emergencies.
- iv. **Emergency Management** – A municipality is required to have an emergency preparedness program to ensure the safety of its residents by having a training, education, response, and mitigation plan in place for any possible emergency the community may encounter.



Along with these four lines of defence, the following industry best practices help to inform a Fire Department of industry expectations. Neither the NFPA nor the FUS is a legislated requirement; however, EMG strongly encourages their utilization to improve a community's fire service.

3.2 National Fire Protection Association 1201

NFPA Standard 1201—*Standard for Providing Fire and Emergency Services to the Public* notes the services that fire services should offer and how they are to be delivered based on the composition of an emergency service. To accomplish this, a Fire and Emergency Services Organization (FESO) must ensure open and timely communication with the CAO and governing body (Council), create a master plan for the organization, and ensure that mutual aid and automatic aid programs, along with an asset control system and maintenance program, are in place.

The NFPA suggests using response times as a primary performance measure for emergency services, providing a clearer focus on the ultimate goals for response criteria. NFPA 1720 refers to the goals and expectations for volunteer emergency services incorporated into evaluating the emergency services' response and staffing needs.

When considering the overall staffing needs for the SFES, some of the critical questions that require answering:

- Is there a proper level of senior staff to manage the Department and its divisions?
- Is there adequate administrative support staff to manage records and address the department's day-to-day operations?
- Is there a need for other support staff concerning vehicle and facility maintenance?
- When does a Fire Department switch to a composite fire service that no longer depends on response support from solely volunteer firefighters?

3.3 NFPA 1720

The NFPA 1720 standard, which focuses on organizing and deploying fire suppression, emergency medical operations, and special operations by volunteer Fire Departments, also applies to combination (composite) Fire Departments. While the standard does not have a specific clause solely for composite Fire Departments, it includes provisions that address the needs and requirements of both volunteer and combination Fire Departments throughout the document.

A combination (composite) Fire Department is a Fire Department that combines full-time and volunteer firefighters. Because SFES has a combination suppression division, it should utilize its response services per the 1720 standard (volunteer firefighter component). The critical consideration here is the initial response component and how that initial response team is meeting the goals and expectations of the Fire Department.

NFPA 1720 for volunteer Fire Departments, *Chapter 3 – Definitions, Article 3.3.4 Area*, notes the following:

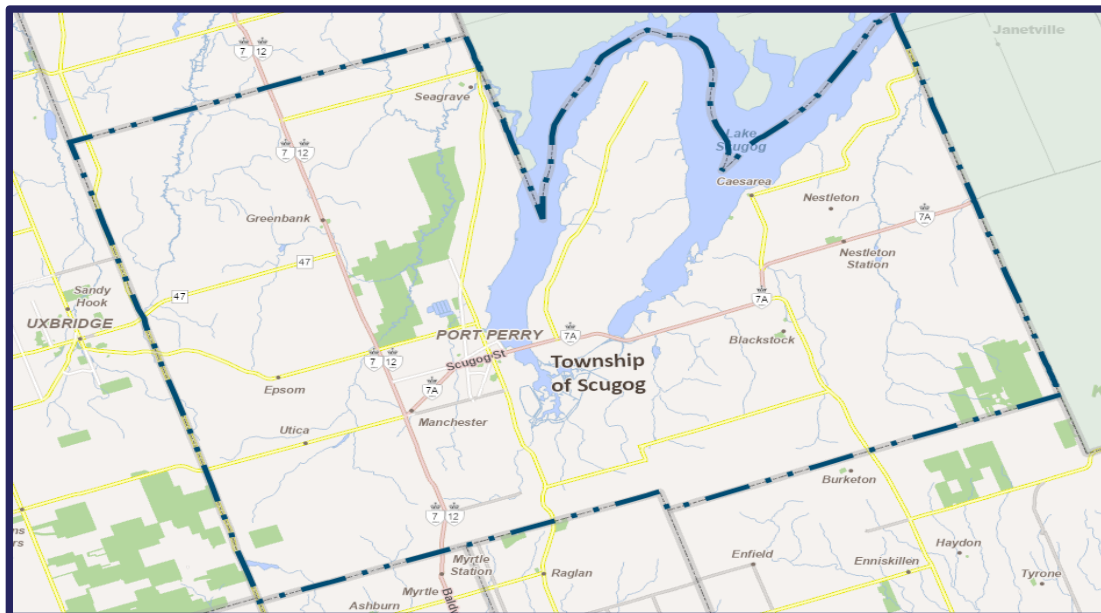
3.3.4.1 Remote Area - A geographic area that requires a travel distance of at least 8 mi (12.87 km) from a fire station to provide emergency services.

3.3.4.2 Rural Area - As defined by the U.S. Census Bureau, an area with fewer than 500 people per square mile. (193.05 per square kilometre)

3.3.4.3 Suburban Area - As defined by the U.S. Census Bureau, an area with between 500 people and 1000 people per square mile. (193.05 to 386.1 per square kilometre)

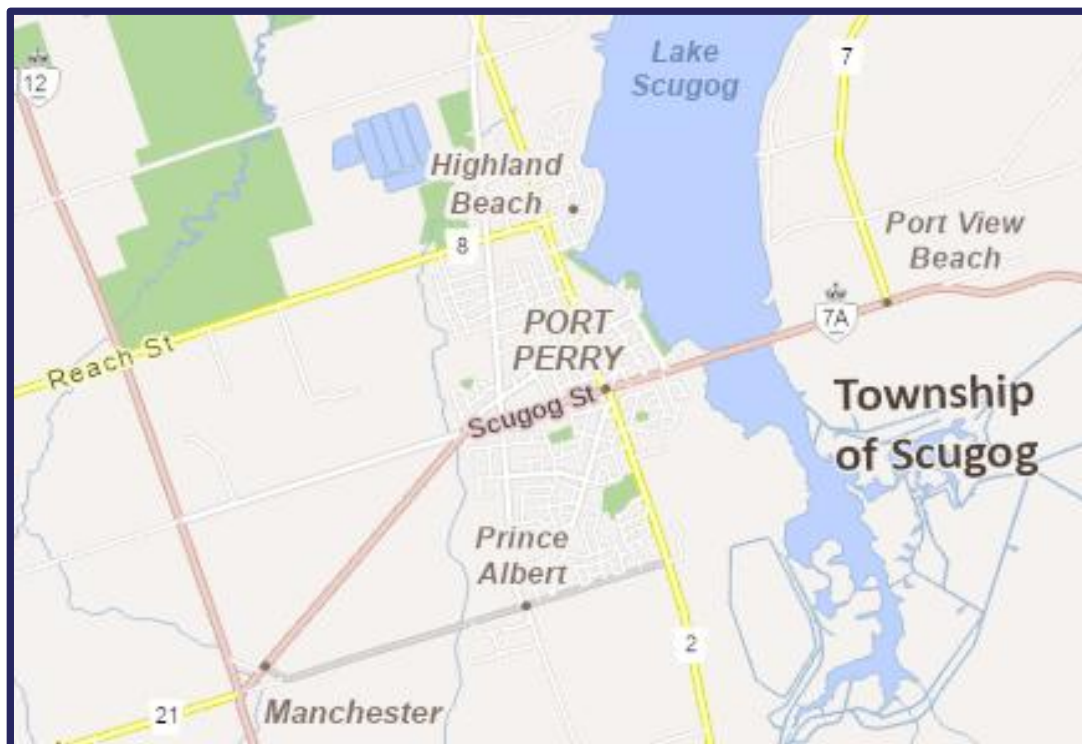
3.3.4.4 Urban Area - As defined by the U.S. Census Bureau, an area with at least 1000 people per square mile. "The Fire Department shall identify minimum staffing requirements to ensure that a sufficient number of members are available to operate safely and effectively."

FIGURE #4 - MAP OF THE TOWNSHIP OF SCUGOG⁷



⁷ Durham Region, Zoning Map, Accessed November 2025, <https://durhamregion.maps.arcgis.com/apps/webappviewer/index.html?id=a08a4b91e2364efd9e03238d2c90bc27>

FIGURE #5 - BUILT-UP AREA OF PORT PERRY



It further states in Article 4.3.2 that by using the following criteria: when determining staffing and response time objectives for structural firefighting based on a low-hazard occupancy such as a 2,000 sq ft (186 m), two-storey, single-family home without a basement and exposures and the percentage accomplishment of those objectives for reporting purposes as required, the Authority Having Jurisdiction (AHJ) can establish response and staffing goals for the Fire Department:

- **Urban Areas** (population > 1,000 per square mile (2.6 km²): A minimum of 15 staff should respond within 9 minutes, 90% of the time.
- **Suburban Areas** (population 500–1,000 per square mile (2.6 km²): A minimum of 10 staff should respond within 10 minutes, 80% of the time.
- **Rural Areas** (population < 500 per square mile (2.6 km²): A minimum of 6 staff should respond within 14 minutes, 80% of the time.

Based on the noted information, the Township of Scugog would fall into the Rural Category, and this should be the response focus for the fire department. The built-up area of Port Perry

has 1,061.44 residents per square kilometre (409.83 residents per square mile), which falls short of being considered a suburban area.⁸

3.4 Administration Division

Administrative functions are crucial for the effective operation of Fire Departments, ensuring that they meet both internal and external customer service needs. The Administration Division of a Fire Department is responsible for various tasks that support the overall operations and management of the department. These responsibilities include:

- **Coordinating department activities:** Ensuring that all department activities are organized and run smoothly.
- **Managing budgets:** Overseeing the department's budget, including preparing financial reports and ensuring funds are allocated and resources utilized appropriately, which involves the procurement and management of equipment and supplies.
- **Organizing records:** Maintaining accurate and up-to-date records of department operations and personnel.
- **Maintaining communication:** Ensuring effective communication between firefighters, other municipal and Fire Departments, allied agencies, and the public.
- **Policy development:** Creating and implementing policies and procedures, such as SOGs, that govern the department's operations.
- **Training programs:** Developing and implementing training programs for firefighters.
- **Compliance:** Ensuring the department complies with local, provincial, and federal regulations.
- **Fire Code Enforcement and Public Education:** Assisting in the coordination of fire safety inspections and public education programs with members of the Fire Prevention Division.
- **Human Resources:** Managing personnel records, hiring new staff, and handling staff scheduling.

These responsibilities are essential for the effective operation of a Fire Department and significantly contribute to the safety and well-being of the community.

⁸ Profile table, Census Profile, 2021 Census of Population - Port Perry [Population centre], Ontario, Accessed November 2025, <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&DGUIDlist=2021S05100665&GENDERlist=1,2,3&STATISTIClist=1&HEADERlist=0>

The Scugog Fire and Emergency Services is a volunteer service with a full-time Fire Chief and some full-time firefighters. The Deputy Fire Chief position is currently vacant and may remain so for an extended period. While there are very competent District Chiefs at both fire stations, their careers often restrict their availability and ability to support the Fire Chief. This staffing shortfall requires the Fire Chief to assume additional administrative responsibilities for the Fire Department, including developing and implementing policies and procedures, as well as ensuring the timely submission of all Office of the Fire Marshal (OFM) reports. The Fire Chief is also expected to respond to emergencies and is on call 24/7 for major incidents.

In addition to the abovementioned duties, the Fire Chief serves as the Township's Community Emergency Management Coordinator (CEMC). This assignment can also consume a significant amount of the Fire Chief's time, depending on the requirements of the Emergency Management program. The Executive Assistant to the Fire Chief serves as the alternate CEMC for the Township. If the Fire Chief and the Alternate CEMC are away, there is no one else in the Township trained to be the CEMC in the event of the declaration of an emergency.

The current model for the Administration Division of Scugog Fire & Emergency Services consists of one part-time Executive Assistant to the Fire Chief, supported by one part-time Administrative Assistant. Each part-time employee works 3 days a week with one overlap day for continuity.

A requirement for the Fire Chief is to effectively address all his duties and related reporting requirements to the OFM and Council, as well as training and certification requirements (imposed by the OFM) for all firefighters in the province (the Training Officer is currently on leave), which results in a heavy administrative workload in addition to his other duties.

The current model was established to ensure continuity of administrative services and to share knowledge, and the Administration Division is doing an admirable job. However, it is recognized that the administration workload continues to increase, resulting in a need to expand capacity within the division as well as to offload more executive/administrative responsibilities from the Fire Chief. Consideration should be given to increasing the hours of the Executive Assistant, potentially to a full-time position, while maintaining the Administrative Assistant position to continue to provide customer-facing service and overall task-oriented administrative support to the Fire Department.

3.4.1 Fire Chief Reporting to Council

As stated in the OFM Communique 2023-09:

Section 6(1) of the FPPA stipulates that if a fire department is established for the whole or a part of a municipality or for more than one municipality, the council of the

municipality or the councils of the municipalities shall appoint a fire chief for the fire department.

Section 6(3) of the FPPA then specifies the relationship between the fire chief and council as follows:

Responsibility to the Council

6(3) A fire chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of fire protection services.

While a municipality may choose to have the fire chief report through an administrative organizational structure, the fire chief remains accountable directly and individually to council for all aspects of fire safety and the delivery of fire protection services within the municipality.

It is also important that any consideration of these matters be risk-based, as communities are required under O. Reg. 378/18: Community Risk Assessments to use their community risk assessments to inform decisions about the provision of fire protection services by no later than July 1, 2024.

Historically, the Fire Chief of SFES reports to the Chief Administrative Officer (CAO) of the Township of Scugog, which aligns with the Communique mentioned above. Additionally, the Fire Chief has a good relationship with Council and through various communication mechanisms, keeps them updated on Fire Department matters.

The 2018 Master Fire Plan lacked discussion about the Fire Chief directly providing a report on the status of the SFES. It seems this has not consistently occurred although it is a crucial part of keeping the Council informed about the Fire Department's activities. The Fire Chief has the ability to report to Council at any of the Council or Committee meetings throughout the year. It is recommended that the Fire Chief take advantage of such opportunity and schedule presentations to Council at least twice a year. This would allow him to update Council on the current successes and accomplishments of the Department, highlight Department strengths, convey weaknesses as well as pressures and present opportunities, thus providing transparency to the public and allowing Council to make strategic, informed decisions regarding investment, level of service and budget considerations. The fire and life safety of residents lies with the Fire Chief and SFES.

While the Council has supported controlled growth throughout the Township, such growth brings increased demands from various Departments. This growth impacts the SFES, and

historically, the Fire Chief has not had the chance to inform the Council of these effects, especially concerning staffing needs for the township's emergency services.

During discussions with the Council stakeholders, it became clear that they would like the Fire Chief to give presentations at least twice a year, as it enables them to ask questions. It also demonstrates transparency in the department's activities to the township's residents.

★ **Recommendation #7** – The Fire Chief shall provide the Council with updates on the status of the SFES at least twice a year.

3.4.2 Deputy Fire Chief

A Deputy Fire Chief is a senior-level management position within a Fire Department. They are responsible for overseeing the day-to-day operations of the department and ensuring staff follow all policies and procedures. This includes managing a team of firefighters and other staff, as well as coordinating with other departments and agencies to provide the community with life safety and fire protection. The role of a Deputy Fire Chief is multifaceted, requiring a wide range of skills and knowledge. These include knowledge of firefighting techniques and strategies, as well as experience in budgeting, personnel management, and public relations. The Deputy Fire Chief is also responsible for ensuring that the department is compliant with legislation and regulations. In addition to these responsibilities, the Deputy Fire Chief is often called upon to serve as the public face of the department, representing the department to the community and other stakeholders. To be proficient in meeting these commitments requires strong communication and leadership skills, as well as the ability to think strategically and make difficult decisions in high-pressure situations. Overall, the role of a Deputy Fire Chief is critical to the success of any Fire Department and requires a dedicated, experienced, and highly skilled individual.

The Deputy Fire Chief frequently collaborates closely with the Fire Chief, contributing to strategic planning, overseeing daily operations, and ensuring compliance with fire safety regulations. One of their primary roles is to act as Fire Chief in the Fire Chief's absence, such as when they are on vacation, attending conferences, or participating in educational seminars. They must have the ability to ensure the continuance and continuity of the department when the Fire Chief is away. Some departments are now hiring Deputy Fire Chiefs to also be in the role of Fire Prevention Officer or Training Officer. The SFES has been without a Deputy Fire Chief since 2017, and there are no plans in place to fill this position in the near future. The intent at the time was to divide the responsibilities of a Deputy between the four full-time firefighters. Although the volunteer District Chiefs are responsible for operational matters, they

are typically unavailable during the day due to their full-time employment. Their daytime availability occurs during their vacation or other time off, provided they remain in the Township.

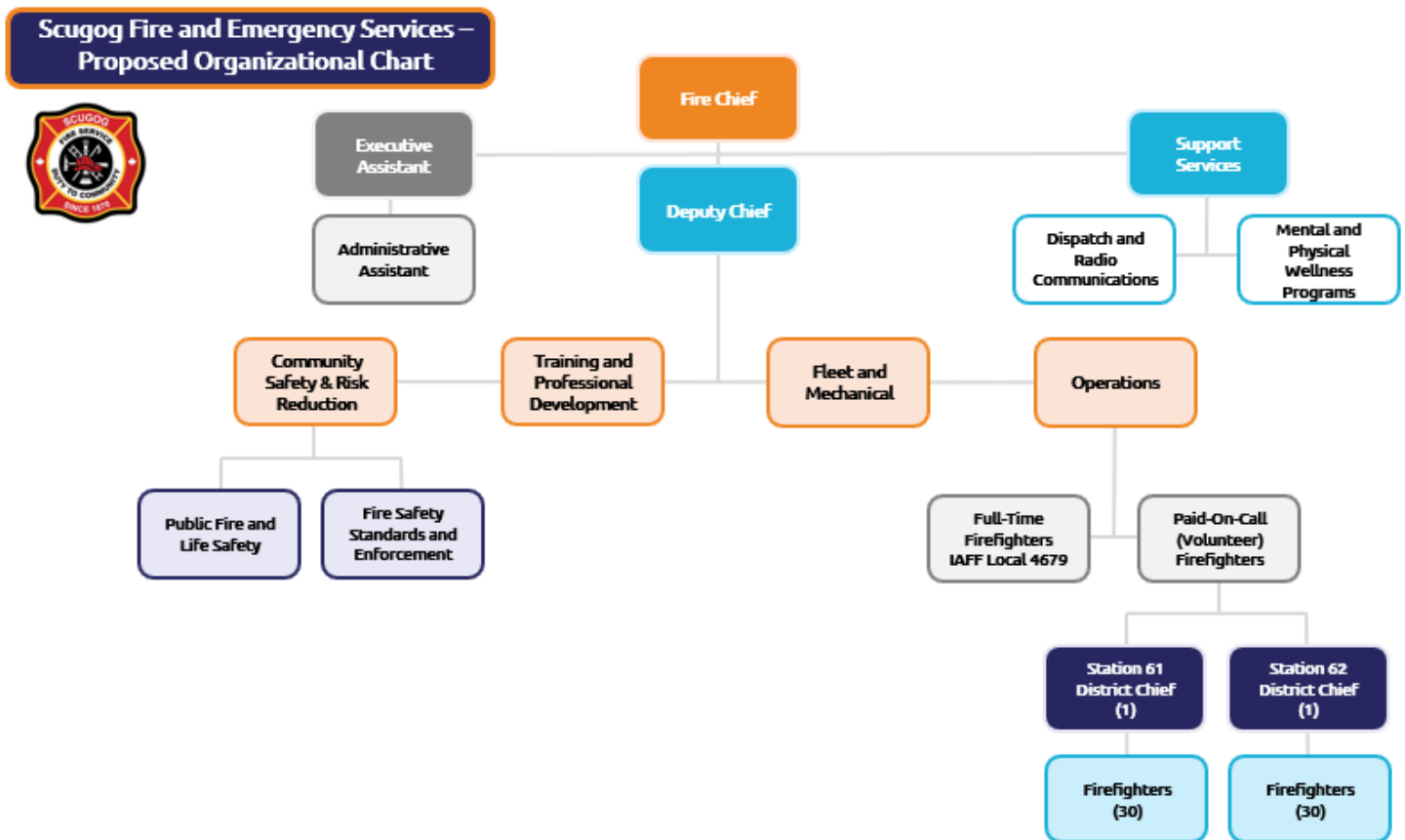
3.4.3 Proposed Organizational Chart

An organizational chart, informally known as an org chart, is a crucial tool that visually depicts the structure of an organization. It's a graphic illustration of the roles, responsibilities and relationships among the members of an organization. Developing a new organizational chart is crucial because it enables Fire Departments to optimize their workforce, enhance communication, and establish a clear path for leadership and team development. It also establishes a hierarchy that allows staff members to comprehend their roles and responsibilities within the organization.

The real importance of org charts, however, goes beyond their hierarchical representation. They are extremely useful in depicting the flow of communication, thereby enhancing the understanding of the organizational structure. By clearly showing who reports to whom, they offer details on the lines of communication and decision-making pathways.

★ **Recommendation #8** - SFES analyzes the functions, roles, and responsibilities of a Deputy Fire Chief and identifies any successes in passing these responsibilities to full-time firefighters and District Chiefs, to aid in deciding whether to fill the position earlier than anticipated or continue to leave it in abeyance.

FIGURE #6 - PROPOSED ORGANIZATIONAL CHART



3.5 Information Technologies

Information technology (IT) uses computers, storage, networking, and other physical devices, along with infrastructure and processes, to create, process, store, secure, and exchange electronic data.

Typically, the fire service uses information technology in various ways:

- Data analysis to survey trends and identify high-hazard targets.
- Efficient dispatching using Computer Aided Dispatch (CAD) technology.
- Training using multiple technologies.
- Artificial Intelligence (AI) for predicting fire dynamics and improving response times.
- Electric fire trucks and augmented/virtual reality for training and simulated scenarios.
- Scheduling and workforce management software.
- Development of pre-incident plans

- Completion of incident reports
- Fire Prevention and Public Education Program, development and presentations
- Vehicle Maintenance and Histories

Fire Departments relies heavily on information technology in their daily operations, and their failure can cause chaos and put lives at risk. There is a need for an Information Technologist dedicated to the needs of SFES who also has a strong background in GIS and data analysis.

While the Building and Fire Departments maintain a strong working relationship, they lack an integrated computer system that is accessible to both departments and can send notifications to SFES when an occupancy certificate is issued.

3.5.2 Present Information Technologies Used by Scugog Fire and Emergency Services

3.5.2.1 Importance of Having a Record Management Program in Place for Fire Departments

Modern tools, such as Fire RMS (Records Management Systems) and analytics software, help Fire Departments streamline their operations. They simplify incident reporting, enhance resource allocation, and support compliance and data-driven decision-making, helping these departments maximize their impact with limited resources. The design of an RMS for most Fire Departments facilitates the collection, organization, and analysis of vital data related to Fire Department activities. It enables departments to improve efficiency, maintain compliance with reporting standards, and strengthen decision-making capabilities.

Having a record management program in place for Fire Departments is essential for several reasons.

1. **Enhanced Data Accessibility:** A central database allows quick and secure access to incident data, personnel files, and other vital information, supporting rapid decision-making during emergencies.
2. **Enhanced Compliance:** Fire Departments must adhere to local, provincial, and federal regulations. An RMS helps ensure compliance by maintaining accurate records that are easy to access for audits or inspections.
3. **Streamlined Reporting:** Many RMS platforms automate report creation, saving time and lowering the risk of errors. Fire Departments can produce detailed reports on response times, resource use, and incident trends to support strategic planning.

4. **Enhanced Accountability:** A strong RMS enables departments to oversee performance metrics, monitor resource distribution, and confirm personnel qualifications. This promotes transparency and guarantees that each team member adheres to training and performance standards.

These benefits highlight the importance of a strong record management system in improving the Fire Department's efficiency, safety, and overall effectiveness. The SFES uses various software, some of which is outdated and needs significant upgrades or replacement with more comprehensive, user-friendly options that are compatible with other platforms. For incident reports, SFES relies on Crisis; for training, fleet, equipment, public education, and human resources, it uses FirePro (an outdated version with a license that is no longer supported). These programs are not compatible with each other. The CriSys RMS is fed from Hexagon CAD (Oshawa Fire Services). FirePro needs to be replaced by software that better handles all RMS requirements, including training.

3.5.2.2 Mapping

Mapping is essential for Fire Departments because it enables them to quickly locate incidents on a map, assess their distance, and select the most suitable routes based on traffic, weather, and road closures. It also visualizes the incident location upon arrival, improves decision-making, and helps save lives. Digital maps offer detailed building layouts and provide real-time updates, facilitating navigation and resource management. Accurate indoor mapping enhances firefighter safety. GIS mapping facilitates the tracking of available equipment, personnel, and nearby hydrants in real-time, ensuring effective resource deployment during emergencies. Indications suggest that the Township's GIS mapping needs to be updated, as it is based on a 2021 version.

Not having mapping to Fire Departments can increase risks during emergencies. GIS software can identify potential risk areas by analyzing patterns from past incidents, weather conditions, and building layouts, enabling Fire Departments to allocate resources and plan responses proactively. With accurate digital maps readily available, Fire Departments can effectively determine the best course of action to respond to an emergency.

The Township has faced challenges in uploading new development mapping into the GIS, which can be accessed by the Oshawa Fire Department's Dispatch and responding SFES units. The Township's IT/GIS department must update, maintain, and provide access to these maps, which are vital for all emergency services, before issuing any occupancy certificates. Failing to do so could delay the prompt arrival of emergency agencies.

★ **Recommendation #9** – The GIS Mapping be updated to reflect the 2025 streetscape of the Township. Additionally, the Township of Scugog’s Building, Fire Departments, Information Technologies, and Planning Departments work collaboratively to ensure that all maps of new streets are available to all emergency services and their dispatch centres and to install street signs before any occupancy certificates are issued.

3.5.2.3 *Asset Management*

Asset management planning (AMP) is a continuous, long-term process that enables the Township of Scugog to make informed investment decisions for its infrastructure assets. It forms part of a strategic planning framework that is integrated with budgeting and long-term financial planning. This approach helps the Township to make evidence-based decisions regarding its infrastructure assets.

The Township provides numerous essential services that are vital to its residents' daily lives, and these services rely on properly planned and maintained infrastructure. The Region of Durham provides services such as water and wastewater management. Changes in population, aging infrastructure, and the effects of a changing climate are increasing the pressure on many municipalities to maintain the long-term sustainability of their infrastructure.

When executed effectively, asset management planning becomes a vital component of strategic planning, seamlessly linked with budgeting and long-term financial strategies. Strong asset management planning allows municipalities to make informed, evidence-based choices regarding their infrastructure assets.

There are four key components of an asset management plan:

- ① Asset inventory
- ② Levels of service
- ③ Asset management strategy
- ④ Financial strategy

Ontario introduced an asset management regulation in December 2017, which mandates that all municipalities have a comprehensive asset management plan by July 1, 2024. The regulation requires municipalities to provide summary-level information on each asset category, including:

- What assets are in the category?

- The total replacement cost value.
- The average age, condition, and
- How the municipality gathered the item's information and condition.

While the regulation requires municipalities to discuss how the supporting information will be made available to the public, detailed, asset-by-asset information is not necessary in the asset management plan.

Upon reviewing Scugog's program, the EMG observed that asset management needs significant improvement in record-keeping. The SFES manages its assets in FirePro, which enables the setting of replacement schedules, maintenance schedules, and reminders. However, this program is not being used to its full potential, partly because it has been unclear for several years whether FirePro will continue to be maintained. Additionally, in 2024, the Township of Scugog launched the CityWide program to use it as the Asset Management software for all departments. The suspension of the project was partly due to municipal staff turnover and other factors.

An issue in 2024 was that the assets listed in CityWide lacked the accuracy of SFES's items. Assets that meet Finance's Tangible Capital Assets mandated reporting to the province do not include many of SFES's assets. Additionally, the information is outdated, although SFES provides ongoing updates. There is a need to dedicate sufficient time to establishing an accurate inventory of all SFES's assets and developing appropriate schedules for maintenance and replacement.

3.6 Health & Wellness

The health and wellness of staff are critically important. Due to the nature of volunteer firefighters maintaining a separate primary vocation, their focus on fitness becomes overlooked. The inherent nature of firefighting is both stressful and physically demanding. During the review of the stations by EMG, it was found that Fire Station 61 has workout facilities to ensure that staff can stay fit, which helps reduce work-related injuries. The Fire Department should work towards adding fitness equipment to Fire Station 62 when some room becomes available.

Many Fire Departments routinely test their firefighters to meet occupational fitness standards, which are often administered internally or by a third-party provider. NFPA 1582 details basic expectations placed upon firefighters. SFES is encouraged to review these and incorporate them into both candidate testing and firefighter fitness and functionality. In the future, when resources permit, the SFES could implement a non-punitive Physical Abilities Test on an annual

basis. By including a health professionals in taking the vital signs of the firefighters, they may identify a hidden illness, such as high blood pressure.

NFPA 1582 *Standard on Comprehensive Occupational Medical Program for Fire Departments* identifies 14 essential job tasks that detail the physical and physiological strains placed on firefighters. The standard outlines the requirements for a department's medical program, including specific conditions that may pose a risk to firefighting operations. As the core determinant of the physicality of firefighting, SFES must continue to understand the expectations it places on its personnel.

The 14 essential job tasks explained in NFPA 1582 lay the groundwork for NFPA 1583 *Standard on Health-Related Fitness Programs for Fire Department Members*. NFPA states that "this standard outlines a complete health-related fitness program (HRFP) for members of Fire Departments involved in emergency operations to enhance their ability to perform occupational activities and reduce the risk of injury, disease, and premature death."

The occupational health and safety program guides members on performing their assigned functions safely. The health-related fitness program enables members to improve and maintain their optimal level of health and fitness throughout their time with the Fire Department. Education, a key component of the health-related fitness program, provides a means to enhance health and wellness throughout the organization. The organization needs to recognize and support this initiative to promote its success. Health and fitness should be valued as highly as safety within the organization.

Combining the health-related fitness program with a proactive occupational safety and health program provides a Fire Department with the level of quality needed for its members. As part of a larger commitment to firefighter health and wellness, SFES should review the 14 essential job tasks outlined in NFPA 1582 and establish a program to address recruitment and testing processes if that is the direction it chooses to take.

★ Recommendation #10 - The SFES explores opportunities to develop a fitness program for firefighters to follow and promote wellness. There needs to be Policies in place on the use of the fitness equipment.

3.6.1 Cancer Prevention

In recent years, there has been a more intensive review of cancer prevention and a correlation of the disease to firefighting. It has long been identified that firefighters are at an increased risk of certain cancers.⁹ The focus has been on contamination control surrounding fire incidents. From pre-fire to incident duration and from cleaning and decontamination post-fire, all aspects of prevention are currently under review by all levels of fire service management. Departments are limiting opportunities for cross-contamination and secondary exposure to carcinogens involved in fire scenes. As part of a broader commitment to firefighter health and wellness, the SFES cancer prevention program is in the development stage, which includes establishing operational guidelines. This document should consist of items, some of which SFES has already addressed, but not limited to:

- Post-fire decontamination of PPE
- Firefighter hygiene at fire scenes
- PPE during the handling of contaminated gear/equipment
- Documenting potential exposures
- Reducing exposure to diesel exhaust

The stations are equipped with diesel exhaust systems to reduce exposure to vehicle exhaust. Diesel exhaust contributes to various health issues. Having these systems at each station helps diminish any health concerns. The Ministry of Labour, through its Section 21 Committee, sets out fire service guidance notes. *Guidance Note 3-1, Reducing Exposure to Diesel Exhaust*, states, "Employers must make sure the fire station is adequately ventilated by either natural or mechanical means so that the atmosphere does not endanger the health and safety of workers." The EMG applaud the SFES for the equipment, policies and operational guidelines it has in place.

Cancer prevention may begin at the scene of a structure fire. The bunker gear becomes laden with contaminants, smoke, and off gassing for some time after a fire has occurred. Decontaminating the firefighters at the scene of the fire, ensuring contaminated gear is not worn back to the station, and transporting it in the vehicle's cab are steps in the right direction for cancer prevention.

⁹ Firefighters in Ontario at increased risk of certain cancers | Cancer Care Ontario, Accessed June 2025, <https://www.cancercareontario.ca/en/cancer-facts/firefighters-ontario-increased-risk-certain-cancers>

Cancer prevention does not stop at just taking off and bagging the bunker gear for cleaning at the fire station; the individual's clothing may also contain cancerous contaminants. The SFES has domestic washing machines at both stations for firefighters to wash their clothing before departing. The firefighters will need to carry spare clothing in their vehicles, which they can change into after showering at the station. This contaminated clothing requires washing at the fire station and should not be taken home for washing, as it may introduce contaminants to family members.

The *Cancers in Firefighters and Fire Investigators, Policy 23-02-01* of the Workplace Safety and Insurance Board (WSIB) Act, 1997, lists the current types of cancers that WSIB covers for both full-time and volunteer firefighters.¹⁰ It is suggested that Fire Departments establish a cancer screening program as a baseline for monitoring the health of their firefighters.¹¹ The SFES should incorporate the cancer screening process into the development of this program, as outlined in the 2026 Work Plans.

★ **Recommendation #11** - That the Township of Scugog, in collaboration with the SFES, implement the completion of the Province of Ontario's Firefighters' Cancer Prevention Checklist.¹

3.6.2 Sense of Well-Being

Being regularly exposed to horrific events can lead to critical incident stress. A critical incident is a normal reaction to an abnormal or traumatic event. Exposure to critical incidents can impact firefighters later in life, and it is crucial to have a formal record of critical incidents to assist firefighters in workplace injuries if they are struggling with PTSD.

Mental health assumes critical importance in high-stress, high-risk work settings, such as those in which first responders operate, where their functioning has serious implications for the health, safety, and security of the public they serve.

The Township of Scugog has included all its Fire Department staff in the Employee Assistance Program (EAP) offered through its municipal employee benefits, which Telus Health provides.

In 2017, the Ministry of Labour required emergency services organizations to submit a Post-Traumatic Stress Disorder (PTSD) Prevention Plan. This was to coincide with PTSD and

¹⁰ Cancers in Firefighters and Fire Investigators | WSIB, Accessed June 2025, <https://www.wsib.ca/en/operational-policy-manual/cancers-firefighters-and-fire-investigators>

¹¹ Firefighter's cancer prevention checklist | ontario.ca, Accessed June 2025, <https://www.ontario.ca/page/firefighters-cancer-prevention-checklist>

Occupational Stress Injuries (OSI) to be considered workplace injuries and be compensable through the Workplace Safety & Insurance Board (WSIB).¹³ The SFES submitted its PTSD Program to the Ministry of Labour as required in April 2017. SFES has utilized several programs over the years, including Road to Mental Readiness (R2MR), which offered leadership training. More recently, a partnership has been formed with Dr. Krystle Martin.¹⁴ The Doctor provides baseline mental health training for recruits, attends quarterly check-ins at the Fire Department, and is available when a special need arises. In cooperation with the Doctor, the SFES should develop presentations to its members and their families outlining what PTSD is, the dangers it presents, training, ongoing support, early intervention, WSIB claims management, recovery, and return to work. The department also offers a peer support group, particularly through the Durham Region Critical Incident Stress Support Team. Having identified the need to update its PTSD program, SFES has included its development in its 2026 Work Plan.

★ **Recommendation #12** - The Township of Scugog should enhance the benefits offered to firefighters by incorporating more comprehensive mental health and wellness support.

The advantage of providing PTSD awareness training for recruits and existing staff is that it establishes a minimum level of resilience. Through their PTSD Prevention Plans, departments are expected to outline a full-spectrum plan. They are encouraged to address the four pillars of managing a PTSD/OSI event: prevention, peer support, treatment/recovery, and return to work programs.

Many fire services have a Chaplaincy Program run by a local chaplain to serve the spiritual needs of some department members. SFES does not have a chaplaincy program but has called upon Toronto Fire Services' chaplain in the past. Fire services with a Chaplaincy Program can contact their chaplain for support after a death or for mental well-being and/or family-related issues that arise among department members. SFES should review the program and consider implementing it as a means of supporting their members and families. If a neighbouring department has a Chaplaincy program, SFES could explore becoming a partner in it.

★ **Recommendation #13** - The SFES develop and implements, with the support of the Township of Scugog, physical and mental wellness programs.

¹³ Bill 163, Supporting Ontario's First Responders Act (posttraumatic stress disorder), 2016 - Legislative Assembly of Ontario, Accessed June 2025, <https://www.ola.org/en/legislative-business/bills/parliament-41/session-1/bill-163>

¹⁴ Durham Region Psychology Clinic, therapy & assessment, Accessed June 2025, <https://www.drkrystlemartin.ca/>

Firefighters are the greatest asset of any fire service, and their physical and mental well-being requires monitoring in a genuine, consistent, professional, and, above all, confidential manner.

3.7 Fire Prevention and Public Education

3.7.1 Fire Prevention Division (Public Education, Fire Code Enforcement, and Fire Cause Determination)

Fire Departments have fire prevention divisions to prevent fires from occurring and to reduce the damage caused by them. The division's primary role is to educate the public on fire safety precautions and to conduct inspections to ensure compliance with fire codes and regulations. They also provide fire safety education, investigate fires, review building plans, enforce fire safety codes, and participate in community outreach to promote fire safety. By being proactive about fire safety, fire prevention divisions play a vital role in keeping communities safe and reducing the risk of fire-related emergencies. The activities of the SFES Fire Prevention Division comply with Operational Guidelines 1301-1307 (under review). The SFES has one full-time Fire Prevention Officer who also performs public fire and life safety education duties. Additionally, they are also a full-time firefighter, responding to fire calls and have been with the department in a full-time capacity for a short period.

The number of hours allocated to the role of a fire inspector is limited due to the need to respond to fire calls when on duty and provide public education. Upon completion of an inspection, it may take several hours to complete the inspection report. In some cases, violations require additional documentation and follow-up. The Fire Prevention Officer's work schedule consists of four 10.5-hour days, which rotate on a weekly basis. While SFES has no predetermined schedule for completing inspections, aside from complaints and requests, it completes all that is mandatory and several others proactively. Due to the lack of a predetermined inspection schedule and the current workload, the SFES fire prevention activities would be more robust if the Fire Prevention Officer role were a full-time one dedicated solely to fire prevention activities.

★ **Recommendation #14 - SFES** references NFPA 1730's Annex C in determining the time spent completing fire prevention duties and assessing whether a full-time FPO is needed in that role, which works a five-day work week.

Many Fire Departments in Ontario subscribe to the provision of fire protection services through three specific overarching strategies ascribed by the Office of the Fire Marshal, including:

1. The delivery of public education programs, educating the community about fire risks,

2. the enforcement of applicable legislation (the FPPA) through applied inspection and enforcement actions, and
3. The delivery of effective fire suppression capabilities to meet each community's unique needs and circumstances.

The SFES has adopted these strategies and can further reinforce this by embedding them within the Fire Department's Establishing and Regulating By-law and Operational Guidelines.

This section focuses on the "Fire Prevention Division" activities, characterized as including not only public education and code enforcement (the first two "lines of defence") but also inherently the function of fire cause determination since it follows that an understanding of a community's own fire "experience" is necessary to construct proactive measures intended to reverse developing trends in respect of fires. While communities are known to share common themes in this respect (i.e., careless smoking caused fires), the local reaction to these trends can drive influences specific to each community.

While the Fire Prevention Officer is doing a commendable job in completing the inspections, they cannot meet the Public Education obligations. Opportunities exist to enhance the prevention programs. These include the role of FPO/PFLSE becoming a full-time position, and some of the other full-time firefighters could complete NFPA 1031 Level I, allowing them to conduct some inspections that are not complex, such as those for small retail and professional offices. The volunteer could also assist with public education by completing NFPA 1035, Level I.

3.7.2 Public Education Activity Opportunities

An informed and well-educated public is the cornerstone of a fire-safe community. When departmental resources focus on activities that support ongoing educational initiatives, having these programs in place lessens the reliance on fire suppression and its inherent costs. Every municipality must establish a public education program concerning fire safety, as legislated by the FPPA. The program must include certain components, such as a smoke alarm program. Other content of the public education program is largely left up to the local Fire Department to determine based on its "unique needs and circumstances."

The SFES complies with the mandated requirement of having a smoke alarm program in the community, primarily through its proactive smoke alarm checks conducted by crews during SFES' door-to-door campaigns, which occur on some weekends. Fortunately, the crews carry spare smoke alarms on the apparatus for replacement or installation when attending a call, and one is either malfunctioning or missing. Crews may complete a residential inspection, provided they are aware of the specific violations they need to be cognizant of. Few Fire Departments complete home inspections due to the rights of entry clause found in the FPPA.

SFES provides targeted messaging to its community through Fire Prevention Week activities, school and daycare visits, and sets up pop-up booths at community events. Community awareness initiatives are an important part of a comprehensive public education program, an area that the Township should pursue with additional vigour. Given the community's predominance of agricultural and seasonal lodging interests, develop focused preventative messaging for these community risks.

Many communities develop additional, comprehensive public education programs with various elements designed to target specific community segments. As an example, the Emergency Management Group (EMG) points to the following programs as part of a comprehensive public education program:



Organizations like Enbridge provide smoke alarms to support local Fire Departments with their public education initiatives. Other opportunities may arise when partnering with local service clubs in a joint campaign targeting a specific community risk, such as educating property owners about secondary suites or operating short-term accommodations.

As discussed in other sections of this report, the professional competencies of those involved in public education activities have become vital. The NFPA 1035 standard outlines the minimum qualifications for individuals engaged in public education activities. Unfortunately, no additional members of SFES have completed NFPA 1035, except for the FPO.

The importance of properly designed and supported media relations programs is crucial for communities. The impact of messaging through proactive social media, supported by local media outlets, is a significant asset. Inherent in this is the department's use of social media channels to reach as broad a consumer base as possible. Facebook, Instagram, and X (formerly Twitter) amongst others, are critical in developing an effective media strategy and public education program for the department. The key to effective social media posts is allowing SFES to have control over the accounts and be aware of what and when they can post information through monitoring, ensuring that corporate policy is not compromised. The FPO/PFLSE and Community Emergency Management Coordinator(s) (CEMC) should have immediate access to SFES's social media accounts, including X (formerly Twitter), Facebook, and Instagram. Their immediate access during an emergency could save lives and reduce property damage. Currently, all messaging must be vetted through Corporate Communications, which can result in significant delays and prevent the timely posting of critical, life-saving information.

★ **Recommendation #15 - SFES analyzes the interest of the volunteer firefighters in completing NFPA 1035, Level I, to assist with public education.**

Any public education initiative should aim to change or alter behaviours so that community members, regardless of age, are better informed about the fire safety risks they face and how to make changes to manage, control, and react to them more effectively.

3.7.3 Fire Cause Determination

Subsection 14. (2) *The Fire Protection and Prevention Act (F.P.P.A.)* require the Fire Chief to report all fires to the Fire Marshal. It provides specific powers for the Fire Chief and certain other members of the department who have been appointed as "Assistants to the Fire Marshal" to enter on land or premises where a fire has occurred or is likely to occur.

Beyond this mandate, it's in the interest of the community and department to initiate an investigation as to the origin and cause of each fire that occurs for a variety of reasons – a) to inform fire prevention and public awareness campaigns; b) to identify faulty consumer goods that may give rise to other fires; and c) to determine whether a fire was accidental or human-caused and therefore potentially a criminal act.

In the latter's case, stopping a serial arsonist or vandal may be crucial to the community in terms of safety and property conservation. Otherwise, it's proper to seek out persons who would commit crimes so that prosecution follows the legal principles of general and specific deterrence. Some departments release a media statement stating that a successful prosecution has occurred without identifying the person(s) involved.

When a fire meets the criteria established by the OFM, one of their investigators may investigate the incident. Otherwise, the Scugog Fire Chief conducts fire investigations, and they should be certified to the NFPA 1033, IFSAC/Pro Board standards. Certification provides credibility during testimony that the individual on the stand is trained to the standard and competently. Lacking the certification could place the department in a poor light with the legal system. The District Chiefs should complete and obtain certification in NFPA 1033, as well as complete NFPA 291, which is not yet a certifiable course in Canada.

The FPPA identifies that fire investigations fall under the Fire Prevention Division. Having other individuals, such as the FPO/PFLSE, trained to augment the existing qualified staff members is prudent. To aid in completing investigations in the future, SFES requires additional members to complete the course. Doing so may be a challenge, and EMG recognizes and acknowledges that certain specialized courses, such as NFPA 1033, are not readily available and, when offered, are typically conducted only at select locations in the province. Attendance at these courses is challenging for many departments.

Ideally, the investigator is not directly involved in fire extinguishment to avoid being influenced in determining the origin and cause by what is known as investigation bias.

A small portion of the NFPA 1033 course offered by the OFM includes a small segment of NFPA 921 relating to investigating explosions. This is not the entire course; CFES must also register members to complete it. Unfortunately, it is not yet a course that leads to certification in Canada.

Alternatively, consider formalizing an agreement with neighbouring fire services that have qualified staff available for such activities, perhaps on a reciprocal basis.

★ **Recommendation #16** - The SFES FPO/PFLSE completes NFPA 1033, becomes certified and then enrolls to complete NFPA 921, which does not require certification.

3.7.4 Fire Code Inspection and Enforcement

Every community in Ontario must have an effective and proactive inspection and code enforcement strategy. Inspections and enforcement are the “second line of defence” against unwanted fires. The Fire Inspector has developed a work plan that includes the ability to conduct regular inspections in “Vulnerable Occupancies,” which is a building or organization that is either a care and treatment occupancy, a care occupancy or a retirement home. Occupancies that should also be focused on include schools, multi-unit dwellings, key industrial or commercial facilities, and, as requested or upon complaint, as a minimum.

The Office of the Fire Marshal of Ontario has mandated that all Fire Departments conduct building inspections in all residential and institutional settings housing “Vulnerable Ontarians” and on a “request or complaint” basis as a minimum requirement.

Inspecting existing buildings by properly qualified inspectors can greatly reduce the risk of exposure to litigation for a municipality. Conversely, a poorly or inadequately conducted inspection that fails to identify a hazard can significantly increase a municipality's liability risk in the event of a fire.

Upon identifying a breach of the Ontario Fire Code, Fire Departments will work with the owner to move the building toward compliance.

Fire Underwriters Survey (FUS) is an organization that assists the insurance industry by examining the effectiveness of Fire Departments (and other impacting factors) as they serve their communities in Canada. They assess the impact of municipal programming and preparedness/effectiveness on fire losses (building values destroyed or damaged by fire). FUS provides grading for communities and shares this with many insurance companies, which use this advice to set insurance rates for consumers in each community.

In terms of inspection programs that have an impact on fire rates, FUS recommends inspection intervals for various community elements based on the following table (provided for illustrative purposes only):

Occupancy Type	Inspection Frequency Benchmark
Assembly (Class A)	3 to 6 months
Institutional (Class B)	12 months
Single Family Dwellings (Class C)	12 months
Multi-Family Dwellings (Class C)	6 months
Hotel/Motel (Class C)	6 months
Commercial (Class E)	12 months
Industrial (Class F)	3 to 6 months

★ **Recommendation #17** - The SFES should work towards adopting the FUS frequency for inspections and, if unable to achieve it, develop an achievable hybrid schedule.

Each building classification has its inherent risks and degree of complexity. Each building has unique characteristics and differing Fire Code requirements based on its size, occupant load, construction, and other factors.

Over the past three years, SFES’s FPO/PFLSE has completed the following number of inspections and public events, as identified in Table #3.

TABLE #3: SFES INSPECTIONS/PUBLIC EDUCATION EVENTS BY YEAR

	2022	2023	2024
Public Events	8	25	15
Fire Safety Presentations	(500 Students)	15	11
Fire Drills	16	19	21
Fire Code Inspections	106	153	124
Burn Permit Inspections	*	98	68
Total	140	310	239

On average, SFES’s FPO performs approximately 125 inspections annually. Additional inspections would be completed if the FPO/PFLSE did not have to respond to fire calls. While a single inspection does not seem onerous on the surface, the research and preparation of technical orders that often follow can take days or weeks to prepare properly. The inspection frequency also does not account for the follow-up site visits required to ensure the property owner has achieved compliance.

Beyond that, where a property owner refuses to comply with an order, the follow-up actions required of the inspector (including prosecutions under the Ontario Fire Code) can take months to complete. During the review of fire prevention activities, the EMG identified a few areas of concern regarding inspections; these include:

- Homes converted from single unit to multi-unit dwellings require inspections.
- The Zoning By-Law permits accessory dwellings and is moving towards developing a registry of these. A requirement of such a registry should be that all accessory dwellings be inspected annually, which will be a challenge with the current SFES resources.
- As with accessory dwellings, short-term accommodations require a registry and are subject to annual fire inspections.

The Township’s Council will soon consider a new By-Law governing the use of accessory dwellings. The by-law’s requirements include registering the units with the Township, which also necessitates that building and fire inspections be completed, with the fire inspections conducted annually. The EMG understands that in the future, there may be a requirement for

short-term accommodations (STA) to be registered, which will also require inspections. Currently, both accessory dwellings and STAs are not permitted in the Township, but do exist.

There must be mechanisms in place for SFES to recover some costs associated with completed accessory and short-term occupancy inspections through the Fees By-law. Some municipalities have hired a Fire Prevention Inspector whose duties focus on accessory dwellings and short-term accommodations (STAs). The fees collected for licenses and inspections are delegated to the operating budget of the Fire Department to offset the salary of that individual. In one such case, the position is almost cost-neutral based on fees collected.

With the current workload of the FPO, they will not have the capacity to inspect accessory dwellings or short-term accommodations.

★ **Recommendation #18** - SFES monitors the effects of the upcoming by-laws for accessory dwellings and STAs and prepares to adjust staffing accordingly to meet the additional workload.

3.7.5 Plans Examination

Included in the SFES FPO/PFLSE's role is reviewing plans submitted to the Township for approval. Their duties in this respect include reviewing site plans for new subdivisions or commercial/industrial developments (Fire Department access, hydrant locations, roadway configurations, etc.) and individual building plan submissions (for compliance or input regarding sprinkler systems, fire alarm systems, water supply for firefighting, exiting requirements, location of fire suppression system components, fire separations, closures, etc.).

In 2022, amendments to the Ontario Building Code (OBC) require Building Officials to notify the Fire Chief of all new construction, except houses, that incorporate components of lightweight building materials, including roof trusses, floor joists and metal wall studs. The Fire Department should make it a practice to assume all new homes have some form of lightweight construction within them. Failure to communicate this critical information to the Fire Chief could result in a firefighter's injury or worse.

The OBC and OFC work together, and the Building Department and Fire Department must collaborate to ensure enforcement measures are in place. In Ontario, those who design buildings, including renovations, must be BCIN Certified. BCIN stands for Building Code Identification Number. It's a registration number issued by the Ontario Ministry of Municipal Affairs and Housing. This number is given to individuals who are qualified to provide building design services under the Ontario Building Code.

To earn a BCIN, designers must pass provincial exams. They also need to demonstrate knowledge of the Building Code, zoning regulations, and construction standards. The BCIN system ensures that permit drawings are prepared by someone who understands code compliance. This understanding is critical when applying for a building permit.

★ **Recommendation #19** - That the staff of the Township responsible for Plans Examination and the issuance of building permits be certified and issued a Building Code Identification Number (BCIN).

3.8 Training and Career Development

Evaluating the current training, education, and development programs of Scugog Fire and Emergency Services (SFES) against the Township’s Council-approved fire protection delivery model is essential to ensure the department can meet both operational emergency response demands and the increasing community risk reduction requirements.

This assessment is crucial for identifying training gaps, ensuring compliance with industry standards like the NFPA and Ontario Regulation 343/22 Firefighter Certification, and aligning the department’s training efforts with emergency response objectives and community risk reduction initiatives. It also considers future training requirements and associated costs, supporting the efficient and effective allocation of resources.

The cornerstone of effective fire service delivery in Scugog is a well-trained and well-equipped workforce. Fire protection services are only effective when personnel possess the necessary skills, knowledge, and tools to meet the continually evolving demands. This includes not only responding to emergencies but also actively participating in prevention and community education to maintain a high standard of safety for both firefighters and the public.

Firefighters must receive comprehensive, consistent training to perform their duties effectively. Programs should go beyond merely teaching new skills and include maintaining existing competencies, with a focus on safety and adaptability. In Scugog, training is delivered bi-weekly at both stations, supplemented by quarterly catch-up sessions and annual compliance requirements. Recruits should complete NFPA 1001 Level I & II in accordance with O. Reg. 343/22. Live-fire training is conducted via shared use of a mobile trailer approximately every two years, which presents challenges in meeting the NFPA 1403’s recommended annual frequency.

The Fire Chief and Training Officer are ultimately responsible for ensuring firefighters receive training that meets public expectations, complies with the OHSA, and aligns with the Township’s Establishing & Regulating By-law. The SFES benefits from having several NFPA 1041-

certified instructors. Lesson plans are stored in Resource One, and a Training Committee is being formed to oversee policy, curriculum, and quality assurance.

The expectations for today's firefighters are higher than ever. Community fire protection requires comprehensive training and qualifications in prevention, suppression, management, and administration. Scugog personnel also acquired specialized skills in ice and water rescue (surface), auto extrication, hazardous materials awareness and operations, and tiered medical response. Technical rescue beyond these levels is supported through agreements with Oshawa and other partner agencies.

Currently, career development and succession planning are not officially documented in Scugog. Establishing a structured career path training model would help personnel progress from entry-level firefighter to officer ranks. This should include NFPA 1021 Fire Officer training, NFPA 1041 Fire Instructor pathways, and the integration of leadership and administrative skills.

Training programs must also align with Job Performance Requirements (JPRs) in applicable NFPA standards, comply with legislative requirements such as O. Reg. 343/22, and support the achievement of response objectives. Current record-keeping is hybrid, with FirePro RMS (legacy, unsupported) supplemented by Excel JPR logs. While functional, this system does not fully meet NFPA 1401 standards for durability and auditability, creating a compliance risk that must be addressed.

Establishing measurable targets and specific areas for ongoing improvement is essential. For SFES, this means setting yearly training benchmarks linked to service standards, live-fire readiness, technical rescue abilities, and officer development. Working with regional training centres and municipalities offers opportunities to broaden access to live-fire and specialty training while keeping costs manageable.

★ **Recommendation #20** - Scugog Fire & Emergency Services should develop a structured training and Competency Framework that defines measurable annual training targets tied to core service standards. The framework should include yearly benchmarks for live-fire readiness, technical rescue competencies, officer development, and specialty response training.

3.8.1 Legislative Requirements

Firefighting is a high-risk profession, so training is crucial for fire service personnel to ensure safe and effective responses during emergencies.

Part III of the Occupational Health and Safety Act (OHSA) identifies the duties of employers. Specifically, Section 25(2) states that an employer shall:

- *(a) provide information, instruction, and supervision to a worker to protect the health or safety of the worker,*
- *(c) when appointing a supervisor, appoint a competent person, and*
- *(h) take every precaution reasonable in the circumstances for the protection of a worker.*

Along with the OHSA, the Section 21 Firefighter Guidance Notes outline best practices for safeguarding the health and safety of Ontario's fire service personnel. Part 7 of the Guidance Notes, which specifically covers training, emphasises the importance of consistent, documented, and competency-based training practices.

The Fire Protection and Prevention Act (FPPA, 1997) define municipal duties for delivering fire protection services. In practice, this is carried out through the Township of Scugog's Establishing and Regulating (E&R) By-law, which details the types and levels of services provided locally. These service levels, in turn, influence the scope and requirements of SFES training programs.

With the enactment of Ontario Regulation 343/22 (Firefighter Certification) under the FPPA in 2022, all firefighters providing fire protection services are now required to be certified to the minimum standards outlined in the regulation. This includes certification to NFPA 1001 Firefighter I & II and NFPA 1072 to the operations level for suppression personnel, as well as additional standards for specialized functions (e.g., NFPA 1021 for officers, NFPA 1041 for officers and instructors, NFPA 1072 for hazardous materials, NFPA 1002 pumper operators and NFPA 1006 for technical rescue).

Scugog Fire and Emergency Services also maintain training compliance with various NFPA standards that directly support its service delivery.

NFPA 1500

Standard on Fire Department Occupational Safety, Health and Wellness Program

NFPA 1201

Standard for Providing Fire and Emergency Services to the Public

NFPA 1041

Standard Fire and Emergency Services Instructor Professional Qualifications

NFPA 1006

Standard for Technical Rescue Personnel Professional Qualifications

NFPA 1403

Standard on Live Fire Training Evolutions

NFPA 1401

Fire Service Training Reports and Records

NFPA 1072

Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction

NFPA 1521

Standard for Fire Department Safety Officer Professional Qualifications

In Ontario, Fire Code–specific training also supports the Job Performance Requirements for Fire Prevention Officers and Inspectors, particularly under NFPA 1031 (Fire Inspector) and NFPA 1033 (Fire Investigator). Training for these roles is often provided through the Ontario Fire College and is customized to the Ontario Fire Code.



3.8.2 Training Programs

The NFPA 1201 Standard for Providing Fire and Emergency Services to the Public, particularly Article 5.1.1, aids the Fire Chief in developing training programs that safeguard lives, property, critical infrastructure, and the environment from hazards such as fires, hazardous materials, and natural disasters. Section 4.11 of the same standard requires the Fire and Emergency Services Organization to implement training and education programs, ensuring that personnel are properly trained and maintain the skills necessary to perform their duties safely, effectively, and efficiently.

In Scugog, the Fire Chief is responsible for developing, delivering, and evaluating the department’s training program. This includes allocating budget funds for training facilities, supplies, aids, and personnel, as well as the use of internal and contracted instructors when necessary. The Fire Chief must also maintain accurate training records, oversee quality assurance, and meet the professional qualifications suitable for their role.

Currently, Scugog relies on one NFPA 1041 Instructor II Training Officer, supported by the Chief Officers. While this ensures training is delivered, depending on a single officer poses risks to continuity during absences or vacancies. A Training Committee is being established to maintain governance and consistency across the program, including review of lesson plans, safety oversight, and after-action reviews.

Training is provided through a structured annual schedule developed in advance by the Training Officer in collaboration with the Fire Chief. Bi-weekly sessions are held at both stations, supported by quarterly review sessions and annual compliance drills. Resource One materials back lesson plans. Live-fire exercises are conducted approximately every two years, utilizing a shared mobile live-fire trailer in partnership with neighbouring municipalities. While this setup

provides some realism, it does not fully adhere to NFPA 1403's recommendation for annual live-fire training.

In any fire service, training delivery typically focuses on four main areas:

Four Pillars of Training Delivery



1. **Recruit Firefighter Training** – Certification to NFPA 1001 Firefighter I & II in accordance with O. Reg. 343/22, including departmental orientation on policies, OHSA requirements, and health and safety standards.
2. **Maintenance Training** – Bi-weekly practical sessions focusing on core skills, seasonal dangers, and community risks; supported by OFM abilities and monitored against Job Performance Requirements (JPRs).
3. **Professional Development Training** – Training aimed at preparing personnel for advancement, including NFPA 1021 Fire Officer levels, leadership development, and administrative skill enhancement. Currently, professional development is informal, and a documented career progression program is necessary to support succession planning.
4. **Special Operations Training** - involves skills such as auto extrication, surface ice/water rescue, and hazardous materials awareness and operations. Technician-level training and specialized rescue techniques (rope, trench, confined space) are available through regional agreements (e.g., Oshawa, Durham Region).

Together, these four pillars form the foundation of Scugog's training program. While the system is well-organized and effective, there are clear opportunities for enhancement.

- Formalizing a documented Recruit Firefighter Training Program to ensure consistency and compliance.
- Increasing live-fire training frequency via regional collaborations or dedicated facilities investment.
- Enhancing professional development pathways to ready officers and senior leaders.
- Expanding specialty training access to ensure all members maintain awareness-level competency annually.

By focusing on these areas, SFES can ensure its personnel stay prepared, capable, and aligned with both regulatory standards and community expectations.

3.8.3 Recruit Firefighter Training

EMG could not find a formal policy or procedure that specifically defines what the SFES recruit training program involves. Recruitment and onboarding are conducted as needed, and although effective in practice, remain largely informal and are not formally documented. This results in inconsistencies in how recruits are selected, oriented, and assessed.

To provide clear guidance for selecting and onboarding new firefighters, SFES should develop recruitment, selection, and onboarding frameworks. Currently, the Fire Chief and Training Officer are responsible for ensuring recruits understand departmental expectations and safety protocols.

Orientation includes:

- Introduction to SFES Policies and Procedures and the Township of Scugog's Establishing and Regulating (E&R) By-law, which outlines the department's core services.
- Completing the Municipality's new employee package, including corporate requirements.
- Training on the Health and Safety Guidelines for Ontario's Fire Service, including compliance with the OHSA and Section 21 Guidance Notes.
- Familiarization with apparatus, equipment, and operational protocols.

Recruits must obtain NFPA 1001: Firefighter Professional Qualifications, Levels I and II certification, as required by O. Reg. 343/22 Firefighter Certification. These certifications are typically offered through external training providers or regional facilities. Additionally, recruits receive awareness- and operations-level training in hazardous materials response (NFPA 1072), along with department-led instruction in auto extrication, ice/water rescue (surface), and medical tiered response.

Currently, live-fire training is limited. SFES does not have a dedicated training facility or burn building. Instead, recruits and personnel participate in live-fire training every two years, using a shared mobile live-fire trailer in collaboration with neighbouring municipalities (e.g., Oshawa, Brock). While this offers valuable experience, it does not fully satisfy NFPA 1403's requirement for annual live-fire evolutions.

Furthermore, NFPA 1500, Section 5.1.3, states that Fire Departments must develop training and education programs that provide new members with initial training, opportunities to achieve

proficiency, and methods for assessing their knowledge and skills before they participate in emergency operations. Section 5.1.9 also requires members to maintain proficiency in their skills and knowledge throughout their careers. These requirements highlight the importance of a documented and well-organized program.

A well-defined and documented Recruit Firefighter Training Program would provide the following benefits for SFES:

- **Consistency** – making sure every recruit gets the same basic training aligned with departmental goals.
- **Safety** – minimizing liability and promoting safe, effective operations.
- **Compliance** – fulfilling requirements under O. Reg. 343/22 and NFPA standards.
- **Accountability** – maintaining verifiable records of training delivery, evaluation, and outcomes.
- **Professional Development** – fostering career growth by setting clear performance expectations from the beginning.

Additionally, the Office of the Fire Marshal (OFM) recommends that municipal fire protection services follow the three lines of defence, with public fire safety education as the first. SFES should assess the feasibility of including NFPA 1035 certification (Fire and Life Safety Educator, Public Information Officer, Youth Firesetter Intervention Specialist, and Youth Firesetter Program Manager) in its recruit program. This would enable recruits to participate more actively in public education and outreach, thereby enhancing the department's ability to mitigate community risk and foster citizen engagement.

3.8.4 Professional Development Training

The purpose of professional development training within SFES is to prepare firefighters for career progression and ensure that future leaders are equipped with both operational and administrative skills. This training equips personnel with the knowledge, skills, and experience necessary to progress from frontline firefighter to supervisory, officer, and ultimately senior leadership roles.

Certification training aligned with the NFPA 1021 Standard for Fire Officer Professional Qualifications, Levels I to IV, forms the basis of officer development. Completing Fire Officer I and II ensures that company-level officers acquire the essential skills necessary for supervision, incident command, communication, and operational decision-making. Advanced certifications, such as Fire Officer III and IV, support career advancement into administrative and senior roles, preparing staff for positions like Deputy Chief and Fire Chief.

Currently, SFES does not have a formal career development or succession planning framework. Officer training and advancement are managed individually, often relying on personal initiative, mentorship, or informal advice. This causes inconsistencies and uncertainty in career growth. Creating a documented professional development program is essential to establish clear expectations, set standard benchmarks, and promote fairness in promotion procedures.

Beyond NFPA certification, professional development training for SFES officers should include management and leadership skills such as:

- Conflict resolution and managing difficult people.
- Time and project management.
- Labour relations and collective agreement management.
- Human resource management, workplace health and safety, and diversity and inclusion awareness.
- Effective leadership, communication, and community engagement.

SFES personnel can access further educational opportunities through community colleges and universities, including certificate programs in fire service administration, public management, and emergency management. Degree options in areas such as public safety, emergency management, and leadership studies provide pathways for those seeking to move into Chief Officer roles. These programs not only aid career development within SFES but also reflect the broader trend of fire service leaders stepping into senior roles in corporate, government, and private sectors.

★ **Recommendation #21** - Scugog Fire & Emergency Services (SFES) should implement a formalized professional development program that establishes clear, competency-based pathways for officer advancement and succession. The program should include defined leadership competencies, training requirements, and evaluation criteria aligned with NFPA 1021 (Fire Officer Professional Qualifications), provincial legislation, and the Township of Scugog's human-resources framework.

This initiative should be supported through annual professional development plans, mentorship opportunities, and partnerships with regional training centres.

A formalized professional development program will ensure that SFES maintains a sustainable leadership pipeline, that officer advancement is transparent and competency-based, and that the department remains aligned with legislative requirements and NFPA standards while meeting the expectations of the Township of Scugog and its residents.

3.8.5 Special Operations Training

According to NFPA 1500, Section 5.4.1, a Fire Department must provide specialized and advanced training to members involved in special operations as technicians. Special operations encompass disciplines such as hazardous materials response, water/ice rescue, confined space, rope rescue, trench rescue, and structural collapse.

The extent to which a department provides special operations training depends on the community's needs and its capacity to meet those needs. Some fire services have the personnel, equipment, and resources to perform these functions directly, while others depend on fire service agreements to ensure residents receive the required level of protection.

Within SFES, special operations are delivered through a combination of in-house training and external partnerships.

- **Hazardous Materials Response (NFPA 1072)** – SFES firefighters train to the awareness and operations levels, with advanced response capabilities supported through a fire service agreement with Oshawa Fire Services.
- **Surface Water and Ice Rescue (NFPA 1006)** – SFES offers surface and shore-based operations training for all suppression staff and maintaining technician-level qualifications for all members. This training is especially vital due to the Township's exposure to Lake Scugog and nearby waterways.
- **Vehicle Extrication (NFPA 1006, Passenger Vehicle)** – Personnel are trained to the operations level, with regular refreshers to stay prepared for motor vehicle collisions, which remain among the most common call types in Scugog.
- **Confined Space, Rope, Trench, and Structural Collapse Rescue** – SFES requires awareness-level training in these areas. Operations- and technician-level capabilities are provided through regional agreements with Oshawa and Durham Region fire services. This approach ensures that high-risk, low-frequency incidents can be managed safely without overburdening local resources.

Currently, specialty topics such as ice water rescue, farm equipment extrication, large animal rescue and elevator rescue are covered periodically, often on a two- to three-year cycle. While this provides exposure, it does not guarantee that all members receive annual refreshers. EMG

noted that refresher training on hazardous materials is particularly limited, highlighting an area for improvement.

A structured special operations training program aligned with NFPA 1006: Standard for Technical Rescue Personnel Professional Qualifications would improve consistency by clearly defining the Job Performance Requirements (JPRs) expected at each level (awareness, operations, technician). This would enable SFES to:

- Identify which special operations functions it will deliver directly and which it will provide through aid agreements.
- Define specific competencies for every training level.
- Ensure that all members maintain awareness-level proficiency annually.
- Record training frequency, evaluation, and outcomes to comply with NFPA 1401 record-keeping standards.

3.8.6 Current Status

To ensure the Scugog Fire and Emergency Services (SFES) training programs effectively meet the department's needs and accomplish the response objectives set by the Township Council, the Fire Chief considers the following factors:

Required Training Programs

The specific training programs provided by SFES are based on the services the department must deliver under the Township's Establishing & Regulating (E&R) By-law. Core services include fire suppression, tiered medical response, auto extrication, surface or ice water rescue, and public fire safety education. Specialized services beyond these, such as trench or confined space rescue, are supported through automatic and fire service agreements with Oshawa Fire Services..

Certification Requirements

All recruits must obtain NFPA 1001 Firefighter I & II certification, as per Ontario Regulation 343/22, Firefighter Certification. Ongoing training is aligned with relevant NFPA standards, including NFPA 1072 (Hazardous Materials Awareness/Operations), NFPA 1006 (Technical Rescue), and NFPA 1021 (Fire Officer). Although compliance is achieved for core suppression and auto extrication tasks, the limited frequency of live-fire exercises—about every two years using a mobile trailer—makes it difficult to fully meet NFPA 1403's recommendation for annual live-fire training.

Resources

Training delivery relies heavily on a single NFPA 1041 Instructor II Training Officer, supported by the Fire Chief and District Chiefs. This creates continuity risks during leave or vacancies. Facilities remain limited: practical training takes place in fire station bays and with portable props, while regional partnerships provide access to live-fire and some specialized training. Equipment and resources are adequate for core suppression and auto extrication, but more advanced props for hazardous materials and technical rescue are not maintained in-house.

Annual Training Calendar

SFES develops a one-year training schedule in advance, coordinated by the Training Officer and Fire Chief. Bi-weekly training sessions are held at both stations, with quarterly catch-up sessions available for members who are unable to attend. Seasonal emergencies are planned—for example, grass and brush fire training occurs before wildfire season. Annual compliance requirements, such as Occupational Health and Safety and Workplace Violence and Harassment training, are consistently completed. Public education events, like Fire Prevention Week, are also included on the schedule to support the three lines of defence approach.

Training Records

Training records are kept using a hybrid system. Attendance, instructors, hours, and topics are logged in FirePro RMS, although the software is outdated and no longer supported. To better meet NFPA 1401 requirements, SFES has recently begun tracking Job Performance Requirements (JPRs) in an Excel spreadsheet, improving the link between training sessions and certification criteria. While this represents progress, the absence of a modern, integrated records management system remains a concern for long-term accountability and audit readiness.

Identified Gaps

An analysis of training schedules reveals that while vehicle extrication training is consistently kept up to date, other specialized disciplines, such as farm equipment rescue, ice and water rescue, and elevator rescue, are conducted less frequently, typically every two to three years. Hazardous materials training is notably rare, with no indication of annual refreshers for all members. These gaps create operational risks and must be addressed.

★ **Recommendation #22** - Scugog Fire & Emergency Services (SFES) should implement a structured Specialty Training and Competency Maintenance Program that ensures all high-risk, low-frequency disciplines: large animal rescue, ice and water rescue, elevator rescue, and hazardous materials awareness—are delivered and refreshed on an annual cycle. The program should align with NFPA 1670 / NFPA 2500 Standard Development, NFPA 1006 (Technical Rescue Personnel Qualifications) and NFPA 472/1072 (Hazardous Materials Response), and establish clear training intervals, competency verification, and participation tracking for all members.

To the Fire Chief’s credit, SFES consistently fulfils mandatory training requirements, and its annual schedule is well-structured and aligned with core services. Conducting a more detailed analysis of training gaps and incorporating the recommendations outlined in this report will further enhance the department’s effectiveness, safety, and compliance.

3.8.7 Workload

The Fire Chief, supported by the District Chiefs and the Training Officer, holds the ultimate responsibility for ensuring that Scugog Fire and Emergency Services (SFES) personnel are trained to deliver the department’s core services as outlined in the Township’s Establishing and Regulating By-law. While the Training Officer is certified as an NFPA 1041 Instructor II, the Chief remains accountable for the overall effectiveness and compliance of the training program.

According to NFPA 1041, managing a fire service training program requires a manager, regardless of affiliation or instructor level, who can demonstrate the following competencies:

Core Training Program Management Functions



In practice, the Fire Chief is responsible for managing these functions in addition to their broader leadership duties. Coordinating staff attendance at training sessions, in addition to obtaining training materials, delivering instruction during Training Officer leave, and maintaining accurate training records, requires significant time and effort. This is further complicated by SFES's hybrid record-keeping system (FirePro and Excel), reliance on shared live-fire trailer access, and limited in-house training facilities.

The workload involved in managing training has become increasingly demanding. Although the Training Officer provides dedicated support, relying on a single individual introduces risks to continuity, especially during leave or extended absence. In such instances, Chief Officers must assume responsibility for lesson planning, scheduling, and evaluation alongside their existing operational and administrative duties. A training committee has been established to offset some of these pressures and close existing gaps based upon pace and capacity.

3.8.8 Hazardous Materials Training

Hazardous materials (HazMat) response is an essential part of fire service preparedness. SFES trains personnel to the awareness and operations level per NFPA 1072, enabling firefighters to recognize hazardous situations, implement defensive measures, and protect themselves and the public until specialised resources arrive.

Scugog does not have a dedicated HazMat team. Instead, advanced operations and technician-level responses are managed through a fire service agreement with Oshawa Fire Services ensuring residents have access to specialised HazMat response when needed.

While awareness and operational skills are in place, annual refresher training is not consistently offered to all members. EMG identified this as a gap, as hazardous materials incidents—although rare—pose serious risks. Providing at least annual maintenance training at the awareness level for all staff will enhance compliance with NFPA standards and improve operational safety.

3.8.9 Technical Rescue Training

Technical rescue involves specialized areas such as confined space, rope, trench, high/low angle, and structural collapse. SFES will be providing awareness-level training in these disciplines, aligned with NFPA 1006, to help staff identify hazards, set up safety zones, and provide initial support to incoming specialised teams.



- **Vehicle Extrication:** SFES personnel are trained to the operations level for passenger vehicles, with regular refreshers scheduled as part of the annual training calendar.
- **Surface Water and Ice Rescue:** SFES offers surface water and ice operations training, reflecting the community's experience with Lake Scugog and other nearby waterways. Efforts are ongoing to build technician-level expertise in this discipline.
- **Other Technical Rescue Disciplines:** Confined space, rope, trench, and collapse responses are supported through regional agreements. SFES ensures awareness-level proficiency, while Oshawa fire services provide technician-level response.

A review of training schedules reveals that farm equipment extrication, shore-based water rescue, and elevator rescue are covered every two to three years. While this provides exposure, it does not ensure annual proficiency across the roster.

3.8.10 Fire Suppression Training

Effective fire suppression demands consistent, scenario-based training that combines classroom theory with practical hands-on experience. SFES offers suppression training every two weeks at both stations, covering essential skills such as hose handling, ventilation, ladder work, search and rescue, and fireground communications. Seasonal hazards, like grass and brush fires, are included annually to prepare for wildfire season.

SFES relies on shared access to a mobile live-fire training unit (MLFTU) approximately every two years to provide recruits and firefighters with live-fire experience. While this setup ensures basic compliance, it does not fully meet the NFPA 1403 recommendation for annual live-fire evolutions. This gap underscores the need for regional cooperation or investment in a dedicated training facility.

Practical evolutions are supplemented by classroom instruction, use of Resource One lesson plans, and targeted online modules. However, hands-on, scenario-based training remains the core of SFES suppression preparedness.

Training records should focus on content, accuracy, and clarity, regardless of their purpose or level of detail. When reviewing a training document, the reader should be able to easily identify the following information.



3.8.11 Medical Training

Medical calls are a key part of SFES’s response activities. Firefighters are trained and certified in Cardiopulmonary Resuscitation (CPR) and First Responder standards through the Lakeridge Health Base Hospital. Automatic External Defibrillators (AEDs) are present on all pumpers, and staff are trained to operate them.

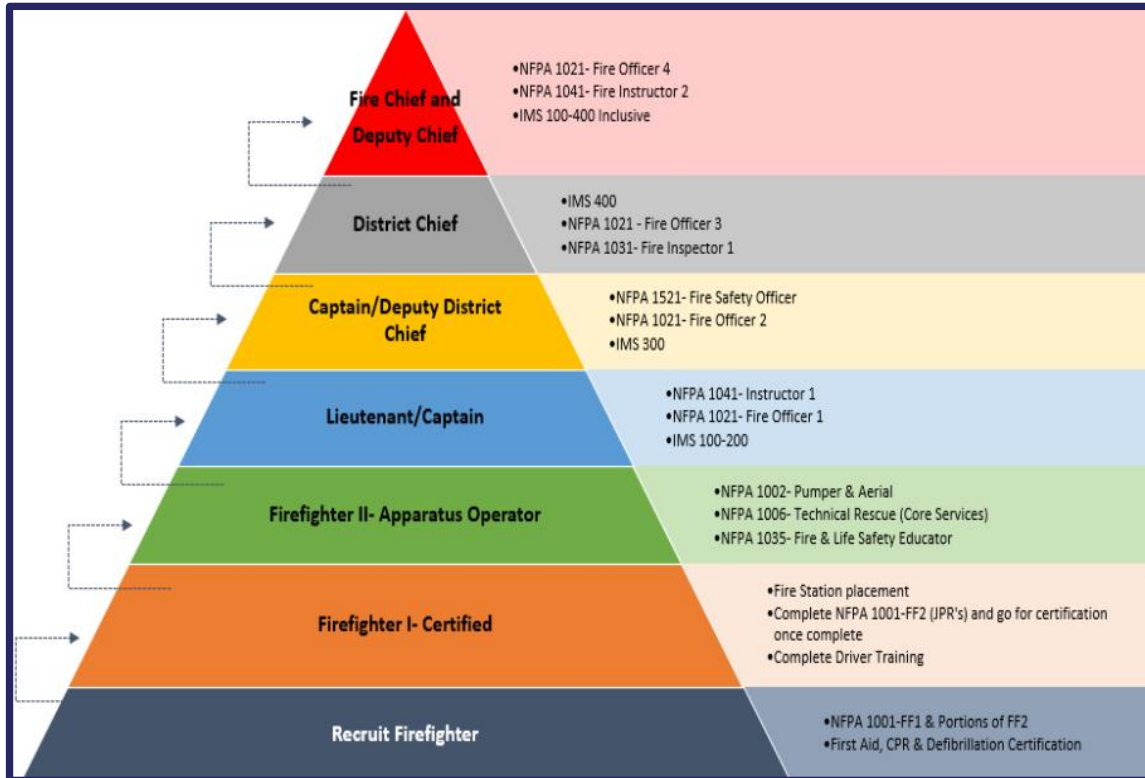
Furthermore, SFES firefighters are trained to administer Naloxone, providing life-saving intervention during opioid-related emergencies, epinephrine (EPI-PENS), and acetylsalicylic acid (ASA). Recertifications are conducted annually to ensure preparedness and compliance.

Medical training is reinforced through practical scenarios, simulations, and ongoing education modules, ensuring that personnel remain confident and capable in high-pressure, time-sensitive emergencies.

3.8.12 Career Development and Succession Planning

Scugog Fire and Emergency Services (SFES) personnel must gain the necessary knowledge, skills, and abilities, while also understanding the typical progression through the rank structure. With the adoption of NFPA standards for Ontario's fire services, SFES should clearly define its training program and succession plan for both current and future roles.

Training Continuum Model



The model above illustrates a typical Fire Department rank structure, paired with the relevant NFPA certifications. Although not shown, the position of Fire Prevention Officer is generally equivalent to Firefighter Level II or Lieutenant, requiring additional NFPA certifications under O. Reg. 343/22 Firefighter Certification. The model illustrates a typical Fire Department rank structure, accompanied by the applicable NFPA certifications. In today's fire service, developing personnel through structured firefighter training programs and clear career pathways is crucial for both individual growth and effective departmental management. For SFES, this need is especially pressing since there is currently no formal career development or succession planning framework in place. Advancement has traditionally been managed through word of mouth, mentorship, and personal initiative, which can result in disparities and inconsistencies in career progression.

A structured career development and succession plan should be shaped by:

- Operational needs of SFES.
- Service levels established by Council through the E&R By-law.
- Community expectations for accountability, professionalism, and leadership readiness.

These programs also empower personnel to take responsibility for their professional development. For administration, documented career pathways serve as valuable tools for budgeting, workforce planning, and individual learning plans.

At its core, a firefighter's career at SFES can follow one of two primary streams:

- Fire Leadership (Administration) – progressing toward Captain, Deputy Chief, and Chief Officer roles, with increasing emphasis on leadership, policy, and management.
- Fire Department Operations – advancing technical expertise in suppression, training, prevention, and special operations.

A robust career development plan must begin with detailed, up-to-date job descriptions for all roles and ranks within SFES. These descriptions should align with departmental operational needs, service standards, and community expectations, while also complying with legislative requirements such as O. Reg. 343/22 Firefighter Certification, the Occupational Health and Safety Act (OHSA), and any mandated Township training or human resources policies.

There is an urgent need for comprehensive job descriptions for all SFES positions. These should clearly define responsibilities, required NFPA certifications, and performance expectations. Updated job descriptions will not only increase transparency but also form the basis for developing a formal career progression and succession plan.

★ **Recommendation #23 -**
Adopt a modern Records Management System (RMS) that is aligned with NFPA 1401 to enhance accountability and compliance.

★ **Recommendation #24 -**
Pursue partnerships for a regional live-fire training facility to address NFPA 1403 compliance gaps.

★ **Recommendation #25 -** Develop a formal Recruit Firefighter Training Program aligned with NFPA 1001 & O. Reg. 343/22.



Section 4

Suppression Division Including
Dispatching and Communications



SECTION 4 - FIRE SUPPRESSION/EMERGENCY RESPONSE

4.1 Suppression Division

Scugog Fire and Emergency Services (SFES) operates as a combined Fire Department, comprising both career and volunteer staff. The fire suppression division operates from two stations and includes four full-time firefighters assigned to Station 61, along with 43 volunteer members—23 of whom are based at Station 61 and 20 at Station 62, at the time this FMP was prepared. The Council has approved a total complement of 65 volunteer members.

To conduct an effective staffing and response analysis for any fire service, it is crucial to identify a benchmark or standard against which the current response model can be assessed. To make informed decisions about suitable staffing levels, the following key considerations must be taken into account.

- Does the SFES have an officially approved response criterion to serve as a benchmark?
 - Has the Council given direction to the Fire Chief—based on the Chief’s informed recommendations—regarding the expected response times the department should meet?
 - If such a criterion exists, is the department consistently meeting this standard, or is it facing challenges in doing so?
- Is the department able to consistently recruit the necessary number of career and volunteer firefighters, or is it facing difficulties in obtaining the personnel needed for an effective response?
- How will projected population growth and associated residential or commercial development affect future needs for fire stations and staffing levels?

These factors are crucial in determining whether the current response model is sustainable and what adjustments may be necessary to meet evolving community needs. Furthermore, has consideration been given to the risks identified in the Community Risk Assessment (CRA), and are mitigation strategies being actively implemented?

The National Fire Protection Association (NFPA) 1720 Standard specifies the required number of personnel for deploying volunteer firefighters.

NFPA 1720 - 4.3 Staffing and Deployment

Section 4.3.1 states that the Fire Department must establish minimum staffing requirements to ensure enough members are available to meet operational needs. Table 4.3.2 is used by the

Authority Having Jurisdiction (AHJ) to determine appropriate staffing levels and response time goals for structural firefighting, specifically for a low-hazard occupancy such as a 2,000 square foot, two-storey, single-family home without a basement or exposures. This table also acts as a benchmark for reporting the percentage of these targets achieved, as required in Section 4.4.2.

Urban Areas

A population greater than 1,000 per mi² or 2.6 km², there should be a minimum response of 15 staff within 9 minutes, 90% of the time.

Suburban Areas

A population of 500 – 1,000 per mi² or 2.6 km², there should be a minimum response of 10 staff within 10 minutes, 80% of the time.

Rural Areas

A population of less than 500 per mi² or 2.6 km², there should be a minimum response of 6 staff within 14 minutes, 80% of the time.

Remote Areas

A travel distance of greater than or equal to 8 mi or 12,87 km, there should be a minimum of 4 staff directly dependent on travel distance, 90% of the time.

With a land area of 474.38 square kilometres and a 2021 population of 21,581, the Township of Scugog has a population density of 45.5 people per square kilometre, or 118.3 people per 2.6 square kilometres. According to NFPA 1720, Scugog is classified as a rural area. Under this standard, a rural fire service is expected to have six firefighters on scene within 14 minutes, 80% of the time. This criterion applies to structural firefighting in low-hazard occupancies such as a 2000 ft² (186 m²), two-storey, single-family home without a basement or exposures. The 14-minute response time includes the assembly period, also known as turnout or chute time, which measures the average time it takes for volunteer firefighters to arrive at the station and respond in an emergency vehicle, or for career staff to gear up, board the apparatus, and begin responding. Table #4 lists the 2022–2024 average turnout time by station for SFES.

TABLE #4: 2022 – 2024 AVERAGE TURNOUT TIME BY STATION AND FOR ALL INCIDENTS

Station	Year			
	2022	2023	2024	Average
Station 61 (Port Perry)	0:02:44	0:02:35	0:02:28	0:02:36
Station 62 (Caesarea)	0:04:01	0:02:43	0:03:02	0:03:15

It is essential to note that while NFPA Standards are not legally mandated, they are widely regarded as industry best practices. Fire Departments are encouraged to use these standards as guiding benchmarks to strive for.

4.1.1 SFES Current Staffing and Deployment Model

SFES has four career staff positions. These positions are divided into two shifts from 6:30 a.m. to 5:00 p.m. Monday to Friday. The shifts alternate having a Monday or Friday off each week, resulting in all four being on duty Tuesday to Thursday. All responses during this time are also supported by volunteer firefighters who are notified of emergency incidents by the dispatch centre in Oshawa via a pager as well as the Who’s Responding application.

On weekends and weeknights, when there are no career staff on duty, career firefighters may be called back to respond to an incident and will receive the overtime pay rate for a minimum of three hours’ pay. Career firefighters are not obligated to respond to call-back requests, and EMG’s research indicates that participation in call-backs is generally limited. When considering staffing and deployment, several key areas should be highlighted.

- The Municipal Council determines the level of fire protection services according to the needs and circumstances of the community.
- Fire Department staffing levels directly influence the effectiveness during structure fires, as well as the extent of property damage and environmental impact.
- If firefighters are required to perform multiple critical fireground tasks simultaneously, the risk to firefighter safety increases, and if the tasks are not being performed properly, the risk is even greater.
- Staffing levels at a structural fire that fall below the recommended minimum requirements will require the on-scene incident commander to make hierarchical tactical

decisions. For example, does the IC prioritize a water supply over a ground ladder as a means of egress for an interior crew?

- Reduced staffing levels may force the IC to adopt a tactical or even task-oriented posture rather than maintaining a strategic one. The IC might be compelled to assist with actions such as extending hose lines, positioning ground ladders, or changing air cylinders. Throughout the incident, the IC must sustain overall scene situational awareness and operate at the strategic level.
- Work-related injuries that could have been avoided may increase when a single firefighter has to perform a task that normally requires two or more firefighters, such as advancing high-volume hose lines and moving equipment, including a positive-pressure blower.
- With few firefighters and even though there is an established rehabilitation sector, firefighters will continue to be compelled to operate with multiple air cylinders during longer incidents. This is of significant concern because not only are the firefighters' physical limits being stretched, which could lead to exhaustion, but it also increases the risk of taking shortcuts and making errors. The potential for a medical emergency also remains a serious concern.

NFPA 1720 - 4.6 Initial Firefighting Operations

According to Section 4.6 of NFPA 1720, initial firefighting operations must be organized so that at least four firefighters are assembled before starting interior suppression activities in a hazardous area. Among these members, a minimum of two must work together inside the dangerous area as a team, ensuring safety through the buddy system. Simultaneously, at least two additional members must remain outside the hazardous area, ready to assist or perform a rescue if required.

4.1.2 Response Coverage

Considering the unique needs and circumstances of the community, NFPA 1720 recommends using response times as a key performance indicator when setting goals for fire suppression activities. Currently, SFES does not have a Council-approved response time standard, nor does it follow NFPA guidelines related to response times.

When assessing community needs and expected performance, the fire response curve offers a helpful illustration of how quickly a fire can escalate within a furnished residential compartment. Fire growth depends on several factors, including building materials, ventilation, and fire suppression systems, which can either speed up or slow down the rate of combustion. A Fire Department's response time is affected by multiple elements, such as but not limited to

call processing time, turnout time, travel distance, station location, staffing levels, and road or weather conditions.

The Township of Scugog CRA identifies some risks that could negatively affect the timing and effectiveness of fire suppression efforts. These risks include, but are not limited to, the following:

“A part of the Township’s roadway network is classified as being in ‘poor’ or ‘very poor’ condition, which could impede the timely delivery of emergency services.”

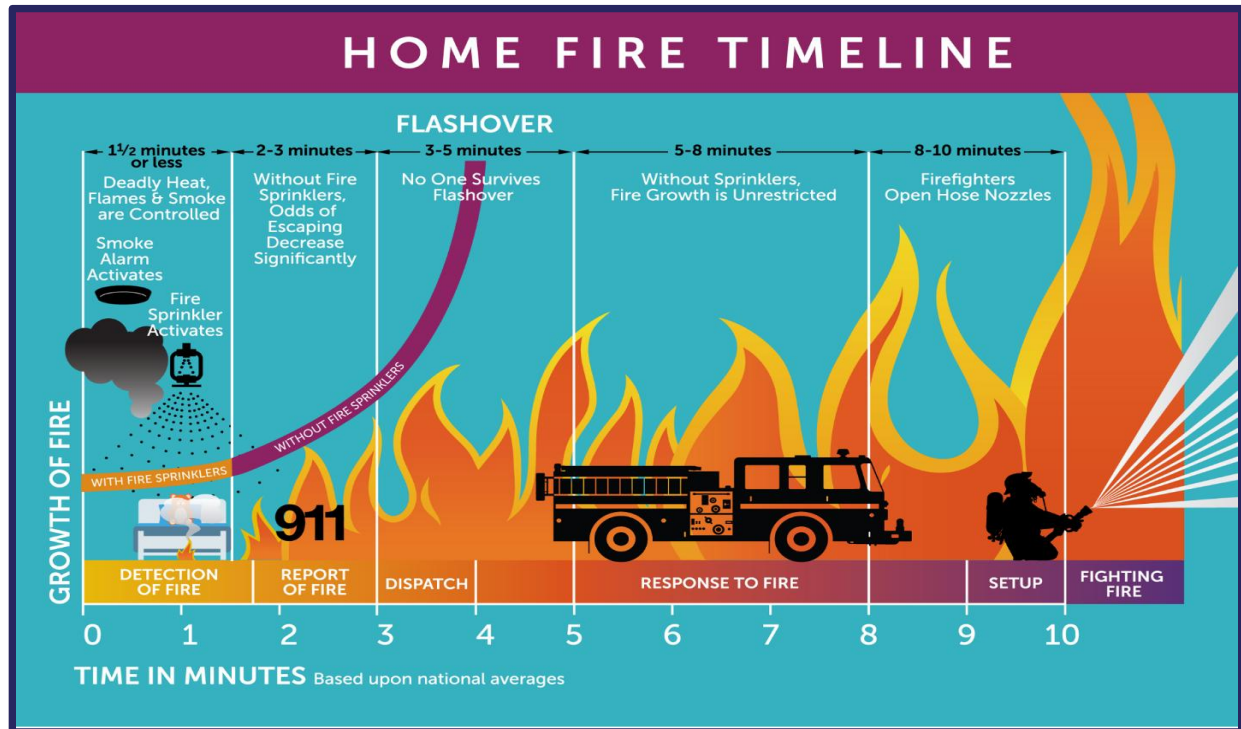
According to data from the 2021 Census, approximately 70% of the Township’s residential building stock was constructed before the implementation of the 1981 Ontario Fire Code, potentially lacking modern fire safety features.¹⁵

- Planned residential, commercial, and industrial development within the Township is expected to use lightweight construction methods, which increase risks to firefighter safety due to early structural failure under fire conditions.
- Tightly packed cottages along Lake Scugog increase the risk of fire spreading and exposure, raising the likelihood of multiple-structure involvement during fires.
- Increased risk of dangerous goods transportation and potential release on a roadway that could affect the public and the environment.
- Lake Scugog and the Nonquon River pose an increased risk of water and ice rescue due to frequent recreational activities.
- Risk of grass fire and/or field fire in urban interface areas. Although not inherently more susceptible to ignition due to its hilly terrain, concerns are particularly focused on the Oak Ridge Moraine’s vegetation, topography, soils, and land use patterns, as these can influence fire behaviour and risk. Grasslands and scrub areas are prone to fast-moving surface fires in dry conditions. Slopes do not increase the likelihood of ignition but do accelerate fire spread upslope, thereby increasing fire intensity.

As shown in the home fire timeline diagram below, early intervention in fire suppression is vital to controlling fire growth and reducing damage. Similarly, a prompt response is crucial in other life-threatening emergencies, such as medical incidents, motor vehicle collisions, and technical rescues, where every second can significantly influence outcomes.

¹⁵ O. Reg. 213/07 FIRE CODE | ontario.ca Accessed August 2025. <https://www.ontario.ca/laws/regulation/070213/v11>

FIGURE #7 - HOME FIRE TIMELINE



★ **Recommendation #26** - The SFES should monitor all response times from dispatch to arrival on scene. When measuring response times, the 80th percentile criterion is the recommended standard endorsed by NFPA 1720.

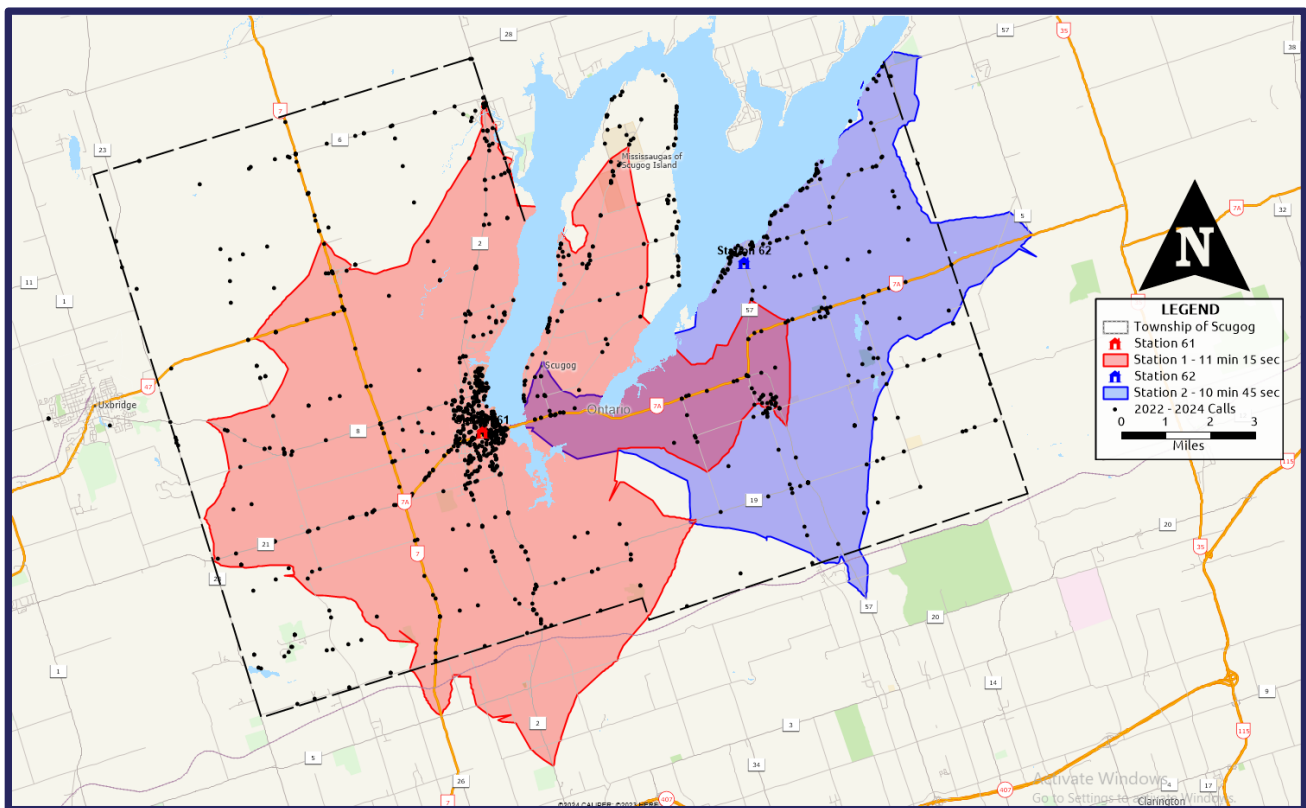
The travel time polygons shown in Figure #8 were created using GIS software, which models the road network in Scugog based on posted speed limits, travel directions, traffic signals, and stop signs. While fire apparatus may sometimes exceed the speed limit during emergency responses when conditions permit, there are also times, such as in heavy traffic, bad weather, or construction, when speeds may be lower than posted limits. Therefore, relying on posted speed limits offers a reasonable and balanced basis for estimating travel times.

Using the previously identified turnout times, the polygons illustrate an 11.25-minute travel time from Station 1 (Port Perry) and a 10.75-minute travel time from Station 2 (Caesarea). When combined with the respective turnout times, these travel times support a total response time of 14 minutes for each station, aligning with the NFPA 1720 response criteria for rural areas. Also included on the map is SFES incident response data from 2022–2024, providing a clear representation of areas within the Township that fall outside the recommended 14-minute response time coverage.

TABLE #5: 2022 – 2024 AVERAGE TURNOUT TIME BY STATION

Station	Year			
	2022	2023	2024	Average
Station 61 (Port Perry)	00:02:44	00:02:35	00:02:28	00:02:35
Station 62 (Caesarea)	00:04:01	00:02:43	00:03:02	00:03:15

FIGURE #8 - STATION 61 AND STATION 62 - TRAVEL TIME



Note: Travel time for Station 61 has been calculated to 11 minutes and 15 seconds, and travel time for Station 62 has been calculated to 10 minutes and 45 Seconds

The Municipal Council is responsible for determining the level of fire protection services based on the specific needs and circumstances of the community. While Council is not legally obliged to adopt the response time or staffing levels recommended in NFPA 1720, these industry best practices should serve as a benchmark for the Fire Department to aim for.

Factoring in the average turnout time by station (Table #5) and using the SFES 2022–2024 average response time by station (Table #6), SFES generally demonstrates strong response time coverage when measured against the NFPA 1720 Rural area criteria. However, coverage gaps are evident along the outer boundaries of the Township and in certain areas of Scugog Island. Given this information, it is up to the Council to decide whether these gaps are acceptable or if enhancements are needed to ensure full response coverage across the Township, in line with NFPA 1720 recommendations.

TABLE #6: 2022 – 2024 AVERAGE RESPONSE TIME BY STATION

Station	Year			
	2022	2023	2024	Average
Station 61 (Port Perry)	0:04:47	0:07:30	0:07:45	0:06:41
Station 62 (Caesarea)	0:06:05	0:09:22	0:08:38	0:08:02

As mentioned earlier, response time is one of the elements of the NFPA 1720 rural response criteria. Equally crucial are initial on-scene staffing levels and the department’s capacity to quickly deploy an adequate response force, both of which greatly impact the success of fire suppression efforts. These components of SFES operations will be explored in greater detail in the next section of this report.

4.1.3 Response Data and Workload

A range of interconnected factors influences a Fire Department’s suppression workload and service demand. One of the most important factors is population size and density, as larger or more densely populated areas tend to have more incidents due to increased human activity and the proximity of closely situated buildings. Demographics, such as age, income levels, and the presence of vulnerable groups, also lead to higher service demands, especially in medical and rescue calls.

Comparing the Township of Scugog’s population by broad age groups to provincial data shows that the proportion of residents aged 65 and older is higher than the provincial average. Besides this aging demographic, the Township has eight vulnerable occupancies. If the trend of a higher senior population continues, the demand for SFES for medical-related calls is likely to rise.

TABLE #7: SCUGOG VS. ONTARIO DISTRIBUTION (%) OF THE POPULATION BY BROAD AGE GROUPS¹⁶

Age	Total	Total	Men	Men	Women	Women
	Scugog	Province	Scugog	Province	Scugog	Province
0 to 14 years	14	15.8	14.4	16.6	13.6	15.1
15 to 64 years	61.7	65.6	62.3	66.2	61.2	65
65 years and over	24.2	18.5	23.2	17.2	25.3	19.8
85 years and over	3.0	2.4	2.4	1.8	3.6	2.9
Average Age of Population	45.8	41.8	44.9	40.7	46.6	42.8
Median Age of Population	49.2	41.6	48.0	40	50.4	42.8

Land use development patterns, such as the expansion of residential neighbourhoods, commercial centres, and industrial facilities, increase both the frequency and complexity of emergency responses. Additionally, call volume trends and the types of incidents (e.g., fires, alarms, hazardous materials) directly affect the division’s workload and the level of preparedness required.

According to the June 27, 2024, Township of Scugog Development Charges Background Study prepared by Hemson, the expected residential and non-residential growth is expected to occur in the Township is as follows¹⁷:

TABLE #8: 2024 – 2033 RESIDENTIAL AND NON-RESIDENTIAL GROWTH

	Existing 2023 Estimate	Forecast Change	As of 2033
Residential			
Total Occupied Dwellings	8,388	770	9,158

¹⁶ Census of Population Accessed August 17, 2025. <https://www12.statcan.gc.ca/census-recensement/index-eng.cfm>

¹⁷ Scugog DC Background Study Accessed June 13, 2025. <https://www.scugog.ca/media/vkxk2vjr/hemson-scugog-dc-background-study-27jun24.pdf>

	Existing 2023 Estimate	Forecast Change	As of 2033
Singles & Semis	--	317	--
Row & Other Multiples	--	360	--
Apartments	--	93	--
Census Population	21,898	1,784	23,682
Forecast Population in New Units		1,956	
Employment*			
Place of Work	8,374	604	8,978
Non-Residential Building Space (sq. m)	--	36.17	--

**Note: Excludes work at home*

The risk profile of buildings and occupancies, such as hospitals, care homes, or manufacturing plants, often demands greater preparedness, training, and resources. Likewise, geographical and environmental factors, such as terrain, climate, and infrastructure layout, impact accessibility and response efficiency, particularly in rural and remote regions.

Moreover, the department's staffing model, which for SFES is a hybrid service combining career and volunteer firefighters, impacts response capabilities and workload distribution. Public expectations, municipal service level decisions, and mutual aid and automatic aid agreements with neighbouring jurisdictions also influence how much a department is relied upon and the level of service it must provide.

Lastly, non-emergency responsibilities such as training, fire prevention, public education, and administrative tasks further add to the division's workload. These factors, taken together, highlight the importance of thorough planning to ensure that Fire Departments are well-equipped to meet both current and future challenges.

Considering the numerous factors that influence the demand and workload of the suppression division, EMG aims to evaluate the division's current capacity and performance, while also projecting future service needs throughout this report. This forward-looking analysis is designed to support strategic planning and ensure the division is well-equipped to meet the evolving needs of the community and its operational demands.

Total Call Volumes

Table #8 outlines SFES 2022–2024 total calls by incident type, while Table #9 presents total calls (incident type) by station for those years. Table #10 shows the 2022 – 2024 incident type as a percentage of total call volume.

Note: The 2024 data has not yet been verified or confirmed by the OFM at the time this FMP was completed.

TABLE #9: 2022 – 2024 TOTAL CALLS BY INCIDENT TYPE

Call Type	2022	2023	2024
Property Fires/ Explosions	34	37	50
Overpressure Rupture/ Explosion (No Fire)	0	1	0
Pre-Fire Conditions/ No Fire	21	13	12
Burning (Controlled)	36	12	15
CO Alarm Calls	22	18	17
Fire Alarm Activations	74	99	102
Public Hazard	67	43	58
Rescue	141	109	129
Medical/ Resuscitator Call	103	90	72
Other Response	25	47	61
Total	523	469	516

TABLE #10: 2022 – 2024 TOTAL CALLS (INCIDENT TYPE) BY STATION

Call Type	Station 61	Station 62	2022 - 2024 Total	% Of Total Calls
Property Fires/Explosions	88	33	121	10.3%
Overpressure rupture/explosion (no fire)	1	0	1	0.1%
Pre-fire conditions/no fire	37	9	46	3.6%
Burning (controlled)	41	22	63	4.5%

Call Type	Station 61	Station 62	2022 - 2024 Total	% Of Total Calls
CO False Calls	53	4	57	4.4%
Fire Alarm Activations	253	22	275	16.8%
Public Hazard	135	33	168	9.6%
Rescue	299	80	379	26.4%
Medical/Resuscitator Call	194	71	265	16.1%
Other Response	95	38	133	8.3%
Total	1196	312	1,508	100%

Compared to municipalities with similar population sizes, SFES generally has lower call volumes. However, further analysis shows that, as a percentage of total incidents, SFES responds to a higher proportion of rescue-related incidents and property fires than its comparator municipalities.

TABLE #11: 2019 – 2024 CALLS BY INCIDENT TYPE (COMPARATOR MUNICIPALITIES)

City/Town/Township	2021 Population	2024 Call Volume	2019 - 2024 Calls by Response Type		
			Medical	Rescues	Property Fires
Bracebridge	17,305	407	0.10%	6.40%	13.30%
Brock	12,567	373	18.1%	25.3%	9.9%
Collingwood	24,811	1,234	35.30%	11.20%	2.50%
Owen Sound	21,612	1,093	38.60%	9.50%	4.90%
Port Hope	17,294	734	31.00%	14.50%	6.00%
Scugog	21,580	532	16.00%	28.40%	10.30%
Thorold	23,816	1,170	28.20%	14.30%	4.50%
Uxbridge	11,794	409	12.5%	22.8%	4.0%

EMG’s comparator data shows notable differences in estimated dollar losses due to fire and the dollar loss per incident among similar municipalities from 2019 to 2023. While Scugog’s total fire loss (\$15.6M) is average, it has one of the highest dollar losses per incident at \$6,740, only exceeded by Bracebridge at \$16,832. Research indicates that during this period, Scugog experienced several high-profile fires, including catastrophic property losses and community tragedies. These incidents likely contributed to the higher dollar loss per fire incident.

TABLE #12: 2019 – 2023 ESTIMATED DOLLAR LOSS (COMPARATOR MUNICIPALITIES)

City/Town/ Township	Estimated Dollar Loss by Year					
	2019	2020	2021	2022	2023	2024
Bracebridge	\$11,417,500	\$4,381,800	\$336,100	\$7,897,000	\$1,282,500	\$2,916,550
Brock	\$1,119,500	\$441,010	\$3,281,560	\$880,400	\$2,060,930	\$1,300,181
Collingwood	\$1,007,000	\$10,283,500	\$3,412,001	\$1,445,750	\$7,003,500	\$1,434,000
Owen Sound	\$1,891,500	\$761,150	\$1,370,617	\$1,735,404	\$2,140,950	\$1,659,600
Port Hope	\$1,035,500	\$712,850	\$3,603,204	\$7,878,250	\$4,472,500	\$1,506,205
Scugog	\$2,023,750	\$3,812,610	\$2,493,500	\$1,096,750	\$6,178,500	\$5,139,210
Thorold	\$228,000	\$1,681,314	\$1,216,200	\$4,939,305	\$2,456,504	\$1,295,000
Uxbridge	\$2,282,502	\$1,892,001	\$1,340,002	\$2,658,400	\$1,450,247	\$846,500

TABLE #13: 2019 – 2024 ESTIMATED DOLLAR LOSS PER TOTAL INCIDENTS (COMPARATOR MUNICIPALITIES)

City/Town/Township	2019 - 2024 Total Incidents	Dollar Loss per Incident
Bracebridge	1,911	\$14,773
Brock	1,983	\$10,612
Collingwood	6,178	\$3,979
Owen Sound	6,037	\$1,583
Port Hope	3,910	\$4,912
Scugog	2,847	\$7,286

City/Town/Township	2019 - 2024 Total Incidents	Dollar Loss per Incident
Thorold	6,187	\$1,909
Uxbridge	2,304	\$4,316

Note: 2024 Incident data, including property fire losses, has not yet been verified by the Office of the Fire Marshal.

This emphasizes that while dollar loss helps to understand the impact of fire, it is not a sole indicator of fire risk. A complete assessment should include the Township’s CRA, which considers factors like fire occurrence, building stock, and community vulnerability.

Incidents by Day of the Week and Time of Day

Understanding the timing of emergency calls, including time of day and day of the week, is crucial for the efficient and effective functioning of a composite Fire Department. A data-driven approach to analyzing call patterns helps support informed decision-making in several key areas.

Firefighter Availability

Volunteer firefighters often balance their emergency duties with full-time jobs and personal commitments. Examining when calls occur helps identify potential coverage gaps, especially during weekday work hours or weekends, allowing for proactive planning to ensure sufficient response capacity during these times.

Staffing and Response Planning

Recognizing peak call times enables the department to establish standby or on-call schedules, target recruitment efforts at times with fewer volunteers, and reinforce mutual aid agreements to enhance response during busy periods.

Training and Preparedness

Aligning training schedules with times of higher call volume ensures increased firefighter availability and preparedness during peak emergency periods.

Community Risk Reduction

Call trend data can inform targeted public education and fire prevention efforts. For example, suppose an increase in incidents occurs during evenings or weekends, such as those linked to cooking or recreational activities. In such cases, targeted messaging can be deployed to address these risks and enhance community safety.

TABLE #14: 2019 – 2023 CALLS BY DAY OF THE WEEK

Calls by Day of the Week	2019	2020	2021	2022	2023	Average
Total Calls	421	479	420	521	474	463
Monday	57	59	79	68	67	66
Tuesday	59	68	60	82	66	67
Wednesday	64	50	39	58	59	54
Thursday	55	69	54	69	66	63
Friday	70	66	73	66	72	69
Saturday	59	90	73	95	72	78
Sunday	57	77	42	83	72	66

TABLE #15: 2019 – 2023 CALLS BY TIME OF DAY

Calls by Time of Day	2019	2020	2021	2022	2023	Average
Total Calls	421	479	420	521	474	463
Midnight to 2:59 am	19	37	14	28	26	25
3 am to 5:59 am	17	30	24	17	26	23
6 am to 8:59 am	56	38	27	39	54	43
9 am to 11:59 am	50	64	61	81	67	65
Noon to 2:59 pm	71	98	71	94	86	84
3 pm to 5:59 pm	83	90	90	117	99	96
6 pm to 8:59 pm	79	83	85	79	71	79
9 pm to 11:59 pm	46	39	48	66	45	49

Response data indicates that emergency incidents are evenly distributed throughout the week. However, between 2019 and 2023, there was a noticeable increase in call volume on Saturdays and during the afternoon hours between 12:00 and 5:59 p.m. While this information is valuable

for informing operational planning, it also presents a potential challenge: peak incident periods often coincide with times when volunteer firefighters may be engaged in work or other personal commitments, such as extracurricular activities, which could affect response capacity and the ability to support career staff.

NFPA 1720 - 4.6 Initial Firefighting Operations

4.6.1 Initial firefighting operations shall be organized to ensure that at least four members are assembled before interior fire suppression operations are initiated in a hazardous area.

4.6.2 In the hazardous area, a minimum of two members shall work as a team.

4.6.3* Outside the hazardous area, a minimum of two members shall be present for assistance or rescue of the team operating in the hazardous area.

4.6.4 Initial attack operations shall be organized to ensure that if, upon arrival at the emergency scene, initial attack personnel find an imminent life-threatening situation where immediate action could prevent the loss of life or serious injury, such action is permitted with less than four personnel when conducted in accordance with NFPA 1500.

The National Institute of Standards and Technology (NIST)

The main goal of the Fire Department is to reach the emergency scene as swiftly and safely as possible. If a responding vehicle arrives at the scene within four minutes or less with a recommended crew of four firefighters, the chances of containing the fire to its point of origin increase, helping prevent its spread throughout the rest of the structure. However, if the first vehicle arrives with fewer than four firefighters, the effectiveness of initial operations becomes limited.

Studies by NIST and NFPA emphasize the crucial importance of crew size and rapid response in effectively managing residential fires. It notes that arriving at a fire scene within four minutes with at least four firefighters significantly enhances the ability to contain a fire to its point of origin, thereby reducing risks to life and property.

This study confirms that safe and effective interior fire operations require adequate staffing, especially following the “two-in, two-out” rule. A four-person crew can efficiently and safely complete key tasks, such as scene assessment, setting up water supplies and deploying hoses.

On-scene Staffing and Mitigation Options

The data shown in Table #17 indicates a decreasing trend in both the initial on-scene staffing and the average number of personnel at incident scenes. When this information is combined

with fire occurrence data and property loss per incident, especially in comparison with other municipalities, it raises greater concerns about staffing levels during peak incident times, which usually happen between 12:00 p.m. and 5:59 p.m., and on Saturdays. EMG’s discussions with the Fire Chief confirm that daytime and weekend staffing, beyond the regular complement of career firefighters on duty at any given time, is challenging. According to the Fire Chief, evening firefighter turnout numbers, when no career firefighters are scheduled to be on duty, are generally satisfactory.

To the Fire Chief’s credit, he has monitored the availability of volunteer staff for the first half of 2025. The results, as shown in Table #16, align with EMG’s analysis of response data staffing levels.

TABLE #16: JANUARY TO JUNE 2025 VOLUNTEER STAFF AVAILABILITY

January to June 2025 Volunteer Availability	
Total Active Users	54
Weekday Morning (6 AM - 12 PM)	37.1
Weekday Afternoon (12 PM - 6 PM)	35.7
Weekday Evening/Night (6 PM - 6 AM)	36.8
Weekend	34.5

TABLE #17: 2022 – 2024 AVERAGE NUMBER OF PERSONNEL ON FIRST ARRIVING APPARATUS

Year	Average Number of Personnel on First Arriving Apparatus		
	All Incidents	Fires	Motor Vehicle Collisions
2022	3.9	4.3	4.0
2023	3.9	4.7	3.9
2024	3.8	4.5	3.7

TABLE #18: FIRST APPARATUS STAFFING AND ON-SCENE PERSONNEL (2022–2024)

Year	Peak Incident Times (Noon to 5:59 pm) Structural Fires	
	Average # of Personnel on First Arriving Apparatus	Average Total # of Personnel at Scene
2023	4.6	13.7
2024	4.3	11

Mitigation Options

- Develop targeted strategies to recruit new volunteer staff and retain existing personnel, focusing on availability during peak hours.
- Establish an on-call schedule for volunteer staff during peak hours.
- Consider enhancing automatic aid agreements with neighbouring departments to guarantee quick support during staffing shortages.

★ **Recommendation #27** - The Fire Chief should review the daytime and weekend staffing mitigation strategies, including available career and volunteer staffing models, as outlined in Section 4.1.3 of this report, following a comprehensive assessment of current daytime staffing availability.

4.1.4 Tiered Medical Response

Tiered medical response agreements are commonly used to coordinate the prompt delivery of first response medical services by emergency response agencies. These agreements aim to ensure that the most suitable agency, based on factors like training, equipment, and response time, is dispatched to assist at a medical emergency scene. They recognize that the primary responding agency may not always be the first to arrive, and they are designed to improve patient outcomes by prioritizing quick, capable intervention.

In this regard, the Township of Scugog has entered into a Tiered Response Agreement with Durham Region Emergency Medical Services (DREMS). Through the agreement, the parties acknowledge and agree to activate a tiered response to medical and/or trauma emergencies, providing first response resources and skills for out-of-hospital medical cases that are likely to benefit from a quicker scene arrival compared to the primary emergency medical services (EMS) responders.

Compared to other municipalities shown in Table #11, Scugog Fire and Emergency Services (SFES) responds to a smaller proportion of total incidents under the tiered medical response system. An analysis of the existing Tiered Response Agreement reveals that the response criteria are less comprehensive than those in other jurisdictions.

Given SFES’s generally lower overall call volume, the fact that the proportion of residents aged 65 and older exceeds the provincial average, and survey results showing that 37.84% of respondents desire improvements to tiered medical response, there is a clear opportunity to consider expanding the current response criteria. This could enhance service delivery and more effectively address the medical needs of the community.

TABLE #19: 2022 – 2024 MEDICAL RESPONSE

Year	Medical Incidents	Total Incidents	Percentage
2022	103	523	19.7%
2023	90	469	19.2%
2024	72	516	13.4%

Enhancing Scugog Fire and Emergency Services’ (SFES) tiered medical response program requires a strategic, collaborative, and data-driven approach. The first step involves engaging key stakeholders, such as Durham Region Paramedic Services, dispatch services, and municipal leadership, to review and update the current Tiered Response Agreement. These discussions aim to ensure alignment on goals, resource capabilities, and response protocols.

A comprehensive review of the community’s health and risk profile should follow, with particular focus on the aging population and high-risk medical call types. Analyzing EMS response times and identifying areas where SFES can provide earlier intervention will help prioritize efforts. The response criteria should be re-evaluated, comparing SFES’s current approach to broader models used in other Ontario municipalities. Expanding response to time-critical emergencies, such as difficulty breathing with a reduced level of consciousness or gross bleeding, could significantly improve patient outcomes.

To support an expanded role, SFES must evaluate the training and equipment requirements of its personnel. Ensuring staff are certified and equipped to manage a broader range of medical emergencies is crucial. A structured training plan, developed with medical oversight, will help sustain preparedness.

★ **Recommendation #28** - The Fire Chief should investigate the potential to expand the tiered medical response criteria for SFES.

Considering the recent implementation of the Medical Priority Dispatch System (MPDS) and the current capacity of on-duty staff, now is an appropriate time to review the potential for an expanded tiered medical response.

4.1.5 Technical Rescue and Hazardous Materials Response

4.1.5.1 Technical Rescue

NFPA 1006: Standard for Technical Rescue Personnel Professional Qualifications outlines 23 chapters of Job Performance Requirements (JPRs) across various technical rescue disciplines, categorized by Awareness, Operations, and Technician Levels.

Each municipality, based on its specific needs, circumstances, and community risk assessment, must determine which types of technical rescue incidents its fire service will respond to and at what level of capability.

Effectively preparing a fire service to handle various types of technical rescue incidents requires continuous investment in training and equipment. This dedication involves ongoing funding, allocated time, and consistent support to ensure personnel are properly qualified and able to respond safely and effectively.

Schedule A, Scugog Fire and Emergency Services Approved Services and Programs, of By-law Number 14-25, Establishing and Regulating By-law, states that special technical and/or rescue services provided by SFES shall include performing automobile and/or equipment extrication, large animal rescue, marine rescue using watercraft, remote rescue, static water/ice rescue (shore-based and technician level), hazardous materials response (Operations Level), low slope rope rescue, and elevator rescue (not exceeding Operations Level).

Other technical and/or specialized rescue response services (including trench rescue, high-angle rope rescue, building collapse, confined space, and any other technical rescue not listed in Schedule A) shall not be provided by the SFES beyond awareness level. These services are delivered through a Fire Service Agreement with the City of Oshawa Fire Services.

TABLE #20: 2022 – 2024 RESCUES NOT INCLUDING VEHICLE COLLISIONS AND VEHICLE EXTRICATION

2022 – 2024 – Rescues by Type

Type	2022	2023	2024
Water	7	3	4
Ice	1	2	4
Elevator	2	2	2
Other	1	0	3

According to Table #20, aside from vehicle collisions and extrications, the most common rescue incidents for SFES are water rescues, followed by ice rescues. In line with the Community Risk Assessment, which marks both as increased risks within the Township, SFES is properly trained and equipped to respond to these emergencies. Due to the low frequency of other specialized rescue incidents, such as high-angle rope and confined space rescues, the current Fire Service Agreement with Oshawa Fire Services is deemed sufficient and considered suitable to meet those needs.

According to data from the Ontario Office of the Fire Marshal, 28.4% of all incidents responded to by SFES between 2019 and 2023 were classified as rescue emergencies, with motor vehicle collisions forming the majority. During this period, SFES carried out significantly more rescue operations than the comparator departments included in this report. Rescue-related emergencies constitute the most common response type for SFES, highlighting the need for ongoing Council support to ensure the department is well-equipped with the necessary tools, training, and resources to handle this critical service effectively.

At a minimum, SFES suppression personnel should be trained to the awareness level for technical rescues, as per the NFPA 1006 standard, supported by the Fire Service Agreement with Oshawa Fire Services.

★ **Recommendation #29** - All SFES suppression personnel should receive awareness-level training for technical rescues per the NFPA 1006 standard, supported through the Fire Service Agreement with Oshawa Fire Services.

4.1.5.2 Hazardous Material Response

By-law Number 14-25 authorizes SFES to respond to hazardous materials incidents at the NFPA 1072 Standard Operations Level. Operations Level Responders are firefighters who respond to hazardous materials and weapons of mass destruction (WMD) incidents to implement or support actions that protect people, animals, the environment, or property from the effects of a release. ⁵

The Fire Chief, through the Fire Service Agreement with the City of Oshawa Fire Services, can request support for managing hazardous materials/WMD incidents. Furthermore, activated through the local District Fire Coordinator, the Office of the Fire Marshal (OFM) supports six municipal fire services via Memoranda of Understanding (MOUs) to provide multidisciplinary, specialized teams capable of responding to large-scale or complex emergencies across Ontario. These teams can be deployed province-wide to assist local responders during natural or human-caused incidents. Access is requested through the Provincial Emergency Operations Centre by local fire coordinators.

Ontario also maintains dedicated CBRNE (Chemical, Biological, Radiological, Nuclear, and Explosives) response capabilities, including:

- Three CBRNE technician teams in Toronto, Windsor, and Ottawa
- Three HazMat technician-level teams in North Bay, Thunder Bay, and Peterborough
- The Ontario Provincial Police (OPP) urban search and rescue team, which is also trained in CBRNE response

These teams respond to accidental or intentional CBRNE incidents, such as hazardous substance leaks or large-scale explosions.

An analysis of SFES incident response data from 2022 to 2024 indicates that there were no major hazardous materials incidents within the Township. The few reported cases mainly involved natural gas leaks and fuel spills.

Nevertheless, the CRA identifies a higher risk of dangerous goods transportation incidents, especially those involving potential releases on roads that could endanger public safety and the environment. Incidents on bridges pose an additional risk, as they may lead to hazardous materials entering nearby watercourses.

Based on EMG's assessment of SFES's hazardous materials response capabilities, along with available mutual aid support from Oshawa Fire Services and access to provincial resources, the

department is considered sufficiently prepared to handle these types of incidents. Continued Council support is recommended to preserve and enhance this level of readiness.

★ **Recommendation #30-** It is recommended that the Council continue supporting SFES's hazardous materials response capabilities at the Operations Level to ensure ongoing preparedness through local resources, mutual aid agreements, and access to provincial support.

4.1.6 Recruitment and Retention of Firefighters

A composite fire service depends on a high level of professionalism and dedication from both career and volunteer personnel. This standard is maintained through ongoing training, career development opportunities, and fostering a strong sense of self-worth and community belonging among members.

The department currently has a Council-approved complement of 65 volunteer firefighters and four career firefighters. As outlined earlier in this report, career staff are assigned to Station 61. Currently, 23 volunteer firefighters are assigned to Station 61 and 20 to Station 62, making a total of 43 volunteer members, which is significantly below the approved staffing level.

A 2023 census by the Canadian Association of Fire Chiefs (CAFC) reported 126,000 firefighters in Canada, with 90,000 of them being volunteers. While many receive pay-on-call or honorariums, they do not earn a full-time wage. The fire service currently faces 15,000 vacant positions, with nearly 10,000 volunteer firefighters leaving in 2023 and 31,000 members over the age of 50.

Recruitment and retention of volunteer firefighters remain significant challenges across Canada and the U.S. Factors include changing demographics, rising housing costs, and increasing demands for a better work-life balance. To tackle these issues, Fire Departments need to modernize recruitment strategies, becoming more visible, inclusive, and community-oriented, while making sure members feel valued and appreciated.

One key reason volunteers leave is a lack of recognition. As time and energy become more limited, departments must foster a culture that supports both members and their families.

A U.S. Fire Administration and FEMA report highlights several barriers to recruitment and retention, including:



In short, the modern fire service must adapt to evolving social, economic, and cultural realities to sustain and strengthen its volunteer base. Research indicates that SFES has a relatively high turnover rate among the volunteer contingent, with between 3 and 11 members leaving for various reasons annually, and with between 5 and 10 members per year being recruited for positions.

4.1.6.1 SFES Recruitment and Retention Findings

The current SFES recruitment process, established in 2017, is not effectively fulfilling the service's needs. As previously noted, declining staffing levels during peak incident times remain a concern for SFES, and efforts to improve peak time turnout rates could involve modifications to the firefighter recruitment process.

SFES has recently revised its recruitment model. Previous recruitment required candidates to successfully complete Stage 1 and Stage 2 of the Ontario Fire Administration Inc. (OFAI) candidate testing. Additionally, recruitment focused on individuals who already had basic NFPA Firefighter certification, generally achieved through pre-service firefighter training. Commendably SFES recognized that these requirements might have discouraged capable and motivated individuals from applying, particularly residents of Scugog looking to serve their local community.

The current recruitment process has been streamlined with aptitude and fitness testing being done in-house and the certification process being included in the recruitment training program

provided by SFES. The catchment area has also been expanded to include all of the Township of Scugog, not just those living within a stipulated distance from one of the fire stations.

★ **Recommendation #31** - It is recommended that SFES revise its recruitment process to enhance accessibility by implementing in-house testing and adopting a conditional hiring approach. This approach enables candidates to obtain necessary certifications with departmental support, thereby reducing financial and systemic barriers for local applicants.

★ **Recommendation #32** - It is recommended that SFES investigate the feasibility and firefighter retention advantages of covering DZ driver's licence renewal costs.

To further stabilize turnout and reduce early attrition, SFES should investigate offering a targeted benefits package for volunteer firefighters. A modest, well-designed benefits suite can materially improve recruitment yield, availability during peak windows, and retention beyond the 3 – 5-year mark, while remaining scalable to budget.

★ **Recommendation #33** - SFES should evaluate a targeted benefits package for volunteer firefighters, aligned to peak-time availability and retention goals, to strengthen recruitment outcomes and reduce turnover.

4.1.7 Pre-Incident Plans

An effective pre-incident planning program is vital for a Fire Department's strategy to decrease property damage and enhance safety for both the public and emergency responders during fires and other emergencies. Nonetheless, pre-incident planning is frequently neglected or given lower priority due to limited resources, including staffing and technological tools. For successful implementation, it is crucial to gain staff support by highlighting the value and benefits of the planning process before its introduction.

NFPA 1620: Standard for Pre-Incident Planning defines a systematic method for creating pre-incident plans. These plans aim to help emergency personnel manage incidents more efficiently by protecting occupants, responders, property, and the environment.

The Fire Chief should determine the appropriate level of detail for pre-incident plans and assign qualified personnel to gather necessary occupancy data. This process should involve consulting knowledgeable on-site representatives, such as property managers or building supervisors.

All collected data should be organized into a standard pre-incident plan format, which can be either paper-based or digital. Plans should include necessary sketches or diagrams, and a clear distribution process needs to be established. Furthermore, personnel should be trained on any site-specific or unusual operational considerations outlined in the plan.

Pre-incident plans should be easily accessible, preferably in a digital format on a laptop or tablet, for the incident commander during emergencies. After any event, the accuracy and effectiveness of the relevant pre-incident plan should be reviewed and updated as necessary to incorporate lessons learned or changes to the site.

Research for this section did not identify a pre-incident planning process within the SFES operation. Once the Deputy Fire Chief vacancy is filled, SFES should develop a pre-incident planning process in accordance with NFPA 1620.

★ **Recommendation #34** - It is recommended that, once the current Deputy Fire Chief vacancy is filled, SFES develop and implement a formal pre-incident planning program per NFPA 1620 to improve operational preparedness and incident response.

4.2 Dispatching/Communications

A dispatch system that complies with NFPA standards, the Ontario Occupational Health and Safety Act (OHSA), and the Section 21 Guidance Notes is crucial for Fire Departments as it supports timely, coordinated, and safe emergency responses.

Furthermore, Item 26 of Ontario Regulation 343/22 – Firefighter Certification requires that, by July 1, 2026, all Emergency Communicators responsible for receiving calls and dispatching emergency vehicles must meet all the job performance requirements outlined in Chapters 4 and 5 of NFPA 1061: Standard for Public Safety Telecommunications Personnel Professional Qualifications.

These requirements establish clear performance benchmarks for call handling and dispatch times, often within 60 seconds for high-priority incidents, which are vital in emergencies such as fires, medical crises, or hazardous material events, where every second counts.

Such a system also plays a crucial role in firefighter safety and accountability. It guarantees accurate, real-time communication between dispatch, command, and crews, which is essential for tracking personnel, managing incident tasks, and responding effectively to emergencies such as mayday calls. Additionally, accurate resource deployment is facilitated by standards-based systems, ensuring the correct type and number of units are dispatched to each incident, thereby enhancing efficiency and reducing risks related to over- or under-response.

From a legal and regulatory standpoint, a compliant system enables the municipality to fulfill its legislated responsibilities under the OHSA and Section 21, thereby reducing liability risks associated with delayed responses or communication failures. It also improves operational oversight through detailed logging and timestamping of all incident activities, supporting performance evaluation, training, and legal accountability.

Furthermore, public trust in emergency services increases when dispatch systems consistently provide quick, effective responses. Additionally, modern dispatch systems that adhere to best practices facilitate smooth inter-agency communication and mutual aid coordination, thereby enhancing regional emergency preparedness and response capacity.

In short, a standards-compliant dispatch system is more than just a communication tool; it is a crucial element of safe, legal, and efficient fire service operations.

Current Status

In March 2025, recognizing the need for a comprehensive dispatch solution for SFES, Scugog Council approved an amended Alerting/Dispatching agreement with the City of Oshawa, delivered through Oshawa Fire Services. This full-service dispatch arrangement includes:

- Receipt of all fire emergency notifications within Scugog's geographic boundaries as received from the 9-1-1 Public Safety Answering Point (PSAP);
- Notification (paging) of required personnel, apparatus and equipment of Scugog Fire and Emergency Services as specified;
- Radio communications during emergency responses, with responding apparatus and firefighters from Scugog;
- Administrative duties for incident and benchmark details and other services identified by Scugog in respect to the delivery of Alerting Services, as specified;
- Administrative and business communications dealing with Alerting/Dispatching Services that are sent by Scugog via email, telephone, fax, or verbally conveyed in person to the Deputy Fire Chief of Oshawa Fire Services; and
- Communications of an operational and/or an emergency nature (other than those that occur in the course of a normal incident), dealing with Alerting/Dispatching Services sent by Scugog via email, telephone, fax, or verbally conveyed in person to the Deputy Fire Chief of Oshawa Fire Services.

However, research conducted by EMG during the preparation of this report identified shortcomings in the implementation of certain agreement provisions. These issues are mainly

related to ongoing challenges in transitioning to the new Computer-Aided Dispatch (CAD) system, which has impacted full compliance and operational effectiveness.

If SFES continues to face operational challenges due to unresolved CAD system migration issues under its full-service dispatch agreement with Oshawa Fire Services, there are three main strategic options to consider: fix, supplement, or replace the current arrangement.

The first option is to improve the current setup by working directly with Oshawa to address CAD integration issues. This may involve escalating the matter with the CAD vendor for quicker resolution, revising the agreement to include stronger performance standards, and implementing temporary manual or interim dispatch measures until full functionality is achieved.

The second option is to continue supplementing the current service by assigning active-duty firefighters to handle dispatching duties when necessary, after paging out. Using active-duty firefighters for dispatch functions creates a significant safety risk. These staff are often responsible for both responding to incidents and managing communications, which divides their attention during emergencies. This split focus can delay or interfere with critical updates, such as mayday calls, evacuation notices, or personnel tracking. Unlike a dedicated dispatch centre, there is no specialized oversight of fireground communications or standard procedures for managing high-risk situations.

The third option is to replace the service if performance issues persist. This could involve switching to another NFPA-compliant provider, such as the Barrie, St. Catharines, Peterborough, or Owen Sound Emergency Communications Centre (Police).

When making a decision, the Council must weigh the cost against potential performance improvements, consider the possible negative impacts on firefighter and public safety, evaluate the urgency of implementation, ensure compliance with NFPA 1061 requirements by July 1, 2026, and maintain a strong focus on risk management.

★ **Recommendation #35** - That, as an immediate priority, the Fire Chief, following a set timeline, collaborates with Oshawa Fire Services to resolve all outstanding full-service dispatch issues. If these issues are not resolved within the designated timeframe, the Fire Chief shall seek Council's approval to explore transitioning to an alternative full-service dispatch provider that meets NFPA 1225 requirements.



Section 5

Facilities, Vehicles & Equipment



Emergency
Management
Group*

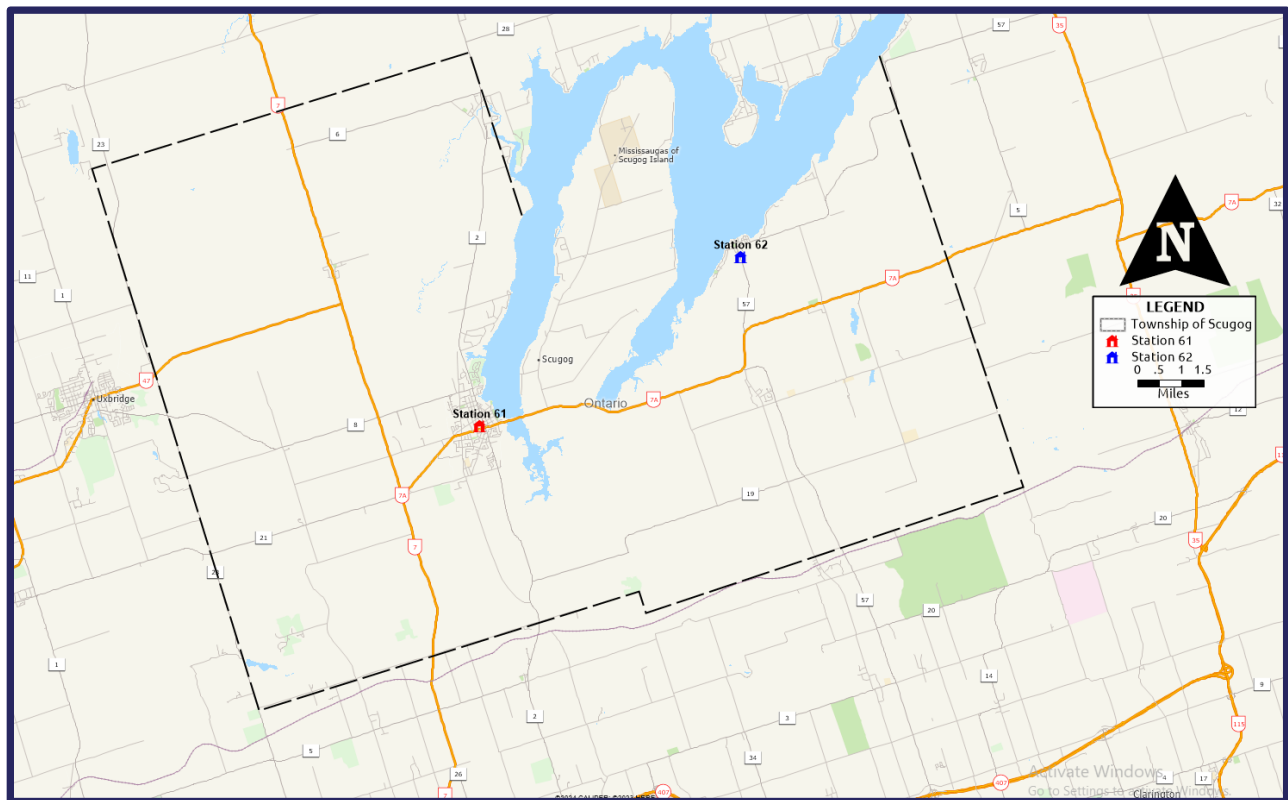
SECTION 5: FACILITIES, VEHICLES, & EQUIPMENT

5.1 Fire Station Review

This section will assess facility needs and station locations by reviewing existing facilities and providing recommendations for future locations concerning current and future service delivery demands and applicable standards.

The two SFES fire stations are in Caesarea and Port Perry. This review consisted of a walkthrough of the fire stations for visual inspection, and the EMG did not conduct any destructive testing or engineering assessment.

FIGURE #9 – SFES FIRE STATION LOCATIONS



5.1.1 Fire Stations

Historically, fire stations are a focal point for a community. They have traditionally been located on main roadways in communities to provide quick access and response by the firefighters. They are to last 30 to 40 years, and as such, the planning and design should not only address the needs of today but also those of the department in 20 years and beyond.

Locating the fire stations that offer the most efficient and effective response to the community they serve is a key consideration. Centring them within a predetermined response zone based solely on timed responses is not always the best option. The location of a fire station depends on several factors, including key risks within the response zone, the community's future growth, and the type of station staffing (full-time, part-time, or volunteer firefighters). Another consideration is the geographical layout of the community, which can include natural barriers or divides, such as water, making it necessary to have some stations located close to each other.

The OFM Public Fire Safety Guideline – PFSG 04-87-13 (under review) on Fire Station Location states that fire stations should be situated to achieve the most effective and safe emergency responses. Distance and travel time may be primary considerations; however, if the community's decision-makers set a basic expectation of response time, which provides a more realistic level of service, and fire station location criteria are identified.

5.1.2 Fire Station #61 – Port Perry



The original section of the station dates back to the 1960s and remains in good condition, well-maintained. The offices of the Chief Officers, full-time firefighters, and administrative support staff are located here. There is a large meeting room for the firefighters to train, which features upgraded audiovisual equipment. A kitchen with cooking facilities is also available for use.

The apparatus bays are spacious, providing ample storage for additional equipment. An automatic standby generator ensures an uninterrupted power supply. A bunker gear extraction machine is available, although it has a limited capacity. Additionally, a domestic washer is

available for washing personal clothing. A refill system is available to replenish the air bottles of the self-contained breathing apparatus.

To promote fitness, an extensive array of equipment is available for firefighters' use on the second floor, which could easily be converted into a dormitory if the full-time staff were to be on duty 24/7. A positive step SFES implemented to prevent members from contracting cancer was the installation of a connection at the source of the diesel exhaust system. The driveway and parking lot are in excellent condition.

There were some deficiencies, including:

- There is a lack of a gender-neutral locker room
- Having the bunker gear located on the apparatus floor is not ideal; as a proactive cancer prevention initiative, it should be in a negative-pressure room adjacent to the apparatus floor.
- The station lacks drive-through bays for the apparatus.
- There is a need for proper biohazard disposal bins and removal services provided by a company specializing in this area.
- Lacks an emergency eye wash/ decontamination shower.
- Post-disaster engineering.
- As an important safety measure, the overhead doors should have sensors mounted on the rails that prevent the doors from closing when something blocks or crosses the beam.
- To prevent serious damage to the overhead doors, red or green lights may be installed beside the door to indicate when the door is fully open, and it is safe to exit the building.
- Being in a residential area, if signage is not already in place, it should be on the roadways that warn drivers that the fire station is ahead. Emergency vehicles could be exiting at any time.
- The floor drains in the apparatus bay lack oil and contaminant separators, which could harm the environment. The separation tanks contain the waste, which is removed and taken to a licensed disposal site.



Apparatus Bay

Note the lack of sensors on the door rails



Apparatus Bay

Note the exhaust extraction hose attached to the tanker



Apparatus Bay

Bunker gear store on the apparatus floor



Fitness Room

Second Floor



Meeting/Training Room

Note the Audio/Video equipment available

5.1.3 Station #62 - Caesarea



The original portions of the station were built in the 1950s and are showing signs of wear and age; the Township’s Council needs to prepare for their replacement. The station has four bays, but they are short and non-drive-through. The shorter bays restrict the size of apparatus that can fit in the station, such as high-capacity tankers. Crews have a large room in which to meet and complete training. A small kitchen is available, equipped with new cupboards. The age of the appliances is unknown. Wi-Fi is available throughout the structure. There should be testing of the floor tiles in the quarters for asbestos. The generator ensures an uninterrupted power supply. The water supply continues to be sourced from a dug well and requires annual testing to ensure it is safe for human consumption.

Any plans for replacing this station should take into account the possibility of full-time staff working from this location. Moving toward full-time staffing would require amenities such as dormitories, fitness rooms, gender-neutral washrooms, and locker rooms, among others.

This facility lacks several amenities or requires upgrades, such as:

- Gender-neutral locker rooms with washroom facilities and showers
- Negative-pressure bunker gear storeroom
- Fitness room
- The windows appear to be original, but they are not energy-efficient.

- The apparatus apron and parking areas are in moderate to good condition
- The apparatus floor is becoming crowded for apparatus. Vehicles are parked close to the overhead doors, and limited space between them.
- Requires new flooring and paint.
- Does not have post-disaster engineering
- There is a need for proper biohazard disposal bins and removal services provided by a company specializing in this area.
- Lacks an emergency eye wash/ decontamination shower.
- As an important safety measure, the overhead doors should have sensors mounted on the rails that prevent the doors from closing when something blocks or crosses the beam.
- To prevent serious damage to the overhead doors, red or green lights may be installed beside the door to indicate when the door is fully open, and it is safe to exit the building.
- The floor drains in the apparatus bay lack oil and contaminant separators, which could harm the environment. The separation tanks contain the waste, which is removed and taken to a licensed disposal site.



Apparatus Bay

Note the closeness in which the vehicles park and the limited space, missing ceiling tiles allow heat to escape.



Apparatus Bay

The rear wall, note the bunker gear stored behind the apparatus.



Office

One of the offices, note the floor condition



Meeting/Training Room

Paneled walls and floor tiles.



Apparatus Floor

Note the closeness of the trucks to the doors. Lack of sensors on the doors and red/green lights.

5.1.4 Summary

The SFES Fire Station #61 is in good condition. Consideration should be given to adding a negative-pressure bunker gear storeroom, overhead door sensors, and red and green lights at the doors. The lack of a sensor on the overhead doors or the red and green lights may become a health and safety risk.

★ **Recommendation #36 -**
That SFES installs sensors on all the overhead doors along with red and green lights.

As for Fire Station #62, it functions as a fire station and is in moderate to good condition; however, its age and functionality are becoming more apparent each year. To obtain a more accurate assessment of the building's condition, an audit of its structure and features, including energy conservation, conducted by a company specializing in structural analysis, would be of great value in determining the building's future. In the interim, the Fire Chief should bring forward a plan for its replacement, including the establishment of a Reserve Account for funds to be set aside specifically for the fire station and not used for other purposes.

★ **Recommendation #37 -**
The Township of Scugog arranges for a structural condition audit of Fire Station #62, which examines the functionality of all building components.

5.2 Type of Buildings and Options for Fire Stations

Due to the high cost of either renovating or constructing new fire stations, municipalities are exploring partnerships with non-profit organizations, EMS, and law enforcement agencies, as well as leasing available space in existing fire stations, as they become more innovative in incorporating fire stations into the community. This model may not be suitable for every community, but exploring these options can help decrease costs while increasing the Fire Department's response capacity.

Leasing an available facility is an option that reduces the initial capital outlay, placing the responsibility for building maintenance on the landlord and allowing the municipality the flexibility to relocate should there be a change in community development.

The City of Barrie has leased the end unit of a commercial strip mall as a fire station (pictured below). The landlord constructed the unit to meet the city's requirements. They are exploring opportunities to do the same for their seventh station.



EXTREME Fire Stations is a relatively new concept and a Canadian-built product from Lethbridge, Alberta. They are modular-based buildings built to seismic and building code standards, using high-efficiency, energy-code-compliant HVAC systems and fire suppression systems; these are standard on EXTREME stations.

As technology, community demographics, and operational requirements evolve, maintaining flexibility in the station design, construction, and location will benefit the community in the long term. EXTREME fire stations are a relatively new concept that some Fire Departments have embraced.¹⁸ They are custom-built at a factory and transported to the site, where they are quickly placed on-site and ready for occupancy.

EXTREME Fire Station Assembly (On-Site)



¹⁸ Fire Station Modular Building, EXTREME, Accessed June 2025, <https://extrememodularbuildings.com/modular-buildings-fire-stations.php>

A typical fire station has a life expectancy of approximately 50 years, after which the cost-benefit ratio begins to work against the municipality in terms of maintenance, basic function, and design. The EXTREME fire stations can meet that life cycle because they are made from steel and aluminum and can add additional modules if the station needs to expand its footprint.

EXTREME Fire Station (Multi-Bay Example)



The West Conrad station is an example of the diversity of EXTREME fire station designs and how they are designed and expanded to meet customers' needs.

Calgary Fire Department Walden Station



The Calgary Walden station is an example of the EXTREME fire station's one-bay design, and it, too, can be expanded to meet the customer's needs.

5.3 Fire Apparatus - New and Replacement Schedules

The reliability of fire apparatus is critical to the successful operation of a fire service. Over the long term, delaying the replacement of a vehicle is ill-advised, as it will increase the overall maintenance costs of the apparatus and can negatively impact insurance rates, based on the Emergency Service’s Fire Underwriters Survey (FUS) grading.

5.3.1 Fire Underwriters Survey – Vehicle Replacement Recommendations

The Fire Underwriters Survey considers the age of a fire truck as one of its guidelines when assessing an emergency service's ability to respond and meet the community's needs.

The Medium Communities (outlined in blue lettering) recommends replacing vehicles (pumpers) in a community the size of the Township of Scugog. It allows for a 20-year replacement cycle, during which the fire vehicle becomes a second-line response vehicle. It is, however, recommended that all first-line units be replaced by a new or younger unit when they reach 15 years of age.

TABLE #21: FUS VEHICLE REPLACEMENT RECOMMENDATIONS¹⁹

Apparatus Age	Major Cities ³	Medium Communities ⁴	Small Communities ⁵ and Rural Centres
0 – 15 Years	First Line Duty	First Line Duty	First Line Duty
16 – 20 Years	Reserve	2 nd Line Duty	First Line Duty
20 – 25 Years ¹	No Credit in Grading	No Credit in Grading Or <i>Reserve</i> ²	No Credit in Grading Or 2 nd Line Duty ²
26 – 29 Years ¹	No Credit in Grading	No Credit in Grading Or <i>Reserve</i> ²	No Credit in Grading Or <i>Reserve</i> ²
30 Years +	No Credit in Grading	No Credit in Grading	No Credit in Grading

¹ All listed fire apparatus 20 years of age and older are required to be service tested by a recognized testing agency on an annual basis to be eligible for grading recognition (NFPA 1071).

¹⁹ TECHNICAL BULLETIN, FIRE UNDERWRITERS SURVEY™, A Service to Insurers and Municipalities, INSURANCE GRADING RECOGNITION OF USED OR REBUILT FIRE APPARATUS, accessed June 2025, file:///C:/Users/EmergencyLT/Downloads/FUS-TechnicalBulletin-InsuranceGradingRecognitionofUsedorRebuilt%20(1).pdf

² Exceptions to age status may be considered in small to medium-sized communities and rural centres conditionally when the apparatus condition is acceptable and the apparatus successfully passes required testing.

³ Major cities are defined as an incorporated or unincorporated community that has:

- a populated area (or multiple areas) with a density of at least 400 people per square kilometre; AND
- o a total population of 100,000 or greater.

⁴ Medium Communities are defined as an incorporated or unincorporated community that has:

- a populated area (or multiple areas) with a density of at least 200 people per square kilometre, AND
- o a total population of 1,000 or greater.

⁵ Small Communities are defined as an incorporated or unincorporated community that has:

- no populated areas with densities that exceed 200 people per square kilometre, AND
- o does not have a total population in excess of 1,000.

Fire Underwriters Survey's definition of First Line Duty, 2nd Line Duty, and Reserve is:

- 1st line is the first fire truck utilized for response at the fire station
- The 2nd line is the next truck used if the 1st line unit is long-term at a call and
- Reserve is the vehicle kept in the fleet to be put into service if a 1st or 2nd line vehicle is out of service.

Insurance companies review the FUS. The department will retain its fire rating for vehicle replacement if emergency services adhere to the recommended replacement timelines outlined in an approved capital replacement schedule. The Township would demonstrate due diligence in ensuring a dependable response fleet for emergency services and the community it serves through a regular vehicle replacement schedule.

5.3.2 National Fire Protection Association – Vehicle Replacement Recommendations

The NFPA 1911 *Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus* also supports a regular replacement schedule for fire vehicles. This standard includes guidance on retirement criteria for fire apparatus. NFPA 1911 recommends replacing all front-run apparatus on a 15- to 20-year cycle, depending on the community size.

For emergency services considering refurbishing their vehicles to extend their in-service life, refer to NFPA 1912, *Standard for Apparatus Refurbishing*. Note that although the FUS considers refurbishing vehicles, it assigns no credit rating to apparatuses over 30 years old.

5.3.3 SFES– Vehicle Replacement

The SFES operates with pumper trucks, tankers, rescues and support vehicles required for primary response to calls within the Township.

Based on the FUS/NFPA replacement recommendations, all front-line vehicles require replacement at the 20-year cycle, with any 2nd-line units at 25 years. However, SFES does not have any 2nd line pumpers or tankers. Therefore, the following replacement chart is based solely on the frontline cycle.

TABLE #22: APPARATUS INVENTORY OF SFES

Station Assignment	Type/Call Sign	Year of Apparatus	Lifecycle	Year for Replacement
61	Pumper 61	2005	20 years of front line	2025
61	Pumper 64	2008	20 years of front line	2028
61	Tanker 61	2017	20 years of front line	2037
61	Rescue 61	2010	At Township’s discretion	2030
61	Rescue 64	2006	20 years of front line	2026
61	Utility 61	2024	At the Township’s discretion	2034
61	Car 61	2017	At the Township’s discretion	2027
62	Pumper 62	2022	20 years of front line	2042
62	Tanker 62	2020	20 years of front line	2040
62	Rescue 62	2006	20 years of front line	2026
62	Utility 62	2022	At the Township’s discretion	2032
62	Car 64	2018	At the Township’s discretion	2028

Replacement of any apparatus should begin three years before the year it's removed from service to ensure its replacement arrives before the proposed removal date. The SFES fleet has challenges complying with the FUS/NFPA replacement cycle recommendations.

In the United States, it is common for volunteer departments, which often respond to high volumes of calls and operate on a tight budget, to lease apparatus for a ten-year term and then return it for a new one at the end of the term. The returned apparatus sells for a fraction of the cost of a new one, often with low mileage. While it may seem like a good opportunity for Fire Departments in Canada to take advantage of these savings, with the exchange rate between Canadian and American currency being what it is, plus transportation costs, mechanical safety, thread conversion and import taxes, the final price may not be far from being the same if the department were to purchase a new apparatus. Leasing has not caught on in Canada as an option for departments to consider.

Some municipalities are now exploring opportunities to lease support vehicles, such as Chief's cars and utility vehicles, including pick-up trucks. For the period of the lease, typically three years, other than regular maintenance, major repairs are covered by the vehicle's warranty. At the end of the lease, the municipality has the option to purchase it or return it for another new one and begin the cycle once again. An advantage of leasing over purchasing is that the tax is included in the monthly payment, whereas with purchasing, all the tax is paid at the time of purchase. The Township should analyze the advantages and disadvantages of leasing versus purchasing all its service vehicles, including cars, SUVs, and pickup trucks.

Fire Departments are transitioning from single-purpose apparatuses, such as rescue vehicles, to more versatile ones, including pumper-rescue vehicles or pumper-rescue tankers. Typically, a rescue is a mobile toolbox that acts as a taxi, transporting firefighters. They serve no other purpose than the movement of equipment and personnel. The advantage of having a more versatile apparatus is that it can carry extra water for fighting. If the main pumper is out for repairs, the pumper rescue or pumper-tanker can assume the lead role until its return. The primary difference between a pumper-tanker and a pumper-rescue is the configuration of the compartments. Having an additional water supply through pumper tankers may improve the Township's grading on its Superior Tanker Shuttle Accreditation.

★ **Recommendation #38** - All pumpers and tankers should be on a replacement cycle based on the Fire Underwriters and NFPA-recommended lifecycles.

5.3.4 Realigning Fire Apparatus

5.3.4.1 Rescues

Some fire services are re-aligning their inventory of fire apparatus to reduce costs while increasing efficiencies. Some of these include the elimination of Rescues in favour of more versatile apparatus such as pumper/rescues or pumper/tanker/rescues. For the most part, Rescues are a mode of transportation for firefighters, featuring a large box on the back that carries many tools and pieces of equipment in the compartments behind the cab. Often referred to as a "taxi with a toolbox."

Others have chosen to repurpose a Rescue with a few modifications, making it an air/light/command centre, rehabilitation, and decontamination unit. Another option is liquidating the large rescues in favour of a four-door, four-wheel drive pickup truck with a cap featuring compartments on the back, used for medical calls and wildfire fighting. This setup can be installed as a skid load in the summer, complete with a pump, some hose, and a water tank.

The funds from selling one rescue can be used to retrofit the other rescue or could be used to acquire a pumper/tanker/rescue vehicle rather than a single-purpose rescue vehicle. To SFES's credit, it already has a pumper-rescue operating out of the Port Perry Station. The department should analyze the equipment carried on the large rescues for transfer onto a pumper-rescue. Having a pumper rescue may alleviate the need for a spare apparatus when the primary pumper is out of service for repairs.

5.3.4.2 Mini-Pumpers vs UTVs

With the Oak Ridges Moraine and the Township, it is at risk of experiencing wildland fires caused by lightning or human carelessness. A mini pumper is a small fire truck designed for rapid deployment, maneuverability in tight spaces, and versatility in handling different types of emergencies. Some Fire Departments use it to attack structure fires before larger fire engines arrive on the scene. Mini pumper units have pump ratings ranging from 3,000 to 7,000 litres per minute (750-1,500 U.S. gallons per minute) and are customized to meet specific requirements. Some have them with four-wheel drive for wildland firefighting. Departments that respond to a high percentage of medical calls use the mini-pumper for a quicker response rather than the larger pumper. A disadvantage to mini-pumpers is their inability to transport ladders long enough to reach a second-story window to affect a rescue.

Advantages of Fire Departments having mini pumpers include:

- Rapid deployment

- Maneuverability in tight spaces
- Versatility in handling different types of emergencies
- Quick water placement on a fire
- Efficient size for reaching challenging fire scenes quickly
- Suitable for minor-scale fire incidents
- Quick arrival on the fire ground compared to larger pumper trucks.

The Township's geography is composed of rural and wildland settings, including numerous recreational trails. Due to the expansive open areas, the risk of wildland fire increases, as experienced in the summer of 2025 with a major fire within a 20-minute drive of the Township of Scugog in a neighbouring community. The SFES has a multi-purpose utility terrain vehicle (UTV) acquired from another Township Department, and can call upon neighbouring departments to bring theirs when required. In the interim, it should enter into a response agreement with neighbouring fire services to respond with theirs until SFES has its own.

A multi-purpose UTV for Fire Departments is a utility terrain vehicle (UTV) that offers increased payload capacity, all-terrain mobility, and full customization. Many Fire Departments are acquiring them for their capacity to carry up to four firefighters and have a customized payload used to fight wildland fires or transport an injured person from remote areas in a rescue basket.

Like mini-pumpers, UTVs have their advantages, such as:

- **Navigating rough and inaccessible terrains:** UTVs can reach areas where traditional fire trucks cannot.
- **Efficient rescue and emergency response:** UTVs can quickly respond to emergencies in parklands and backcountry areas.
- **Cost-effectiveness:** Shared public safety facilities with multiple departments can reduce operational costs.

5.3.4.3 *Aerials*

The "old school" rule governing whether a municipality required an aerial device was that when the portable ground ladders within a Fire Department would no longer reach the upper windows or the roof of buildings within the community, the community required an aerial device. This determination is often an overlooked way of justifying purchasing, for the rule still stands true. As a sufficient reason for needing one, as that may be, there are still other justifications or options to consider. To compensate for the lack of an aerial, a much cheaper

alternative is to acquire a 10.6 m (35 feet) ladder to reach the higher roofs. To SFES's credit, it already recognized this need and has one available on its apparatus.

Not every Fire Department has an aerial device, nor is one required based on its frequency of use. There have been incidents where the SFES required an aerial and requested either Whitby's or Uxbridge's. In that case, they did so under mutual aid, but mutual aid is to be reciprocal, and SFES's lack of having one available is not reciprocal. The SFES could save a considerable amount by not having an aerial and entering a response agreement with a neighbouring Fire Department that has one. When entering into one, there may be a standby fee, and upon its response, the responding department may request recovery of its costs, such as staff time.

★ **Recommendation #39** - SFES enters into a response agreement with a neighbouring fire service for their response with its aerial upon request. The Fees and Charges By-law would require amending to permit the full-cost recovery for this unit's response pending invoicing from the responding department.

As the residential, commercial, and manufacturing sectors increase in the Township, so will the risk of fires occurring. Due to the expansive size of some commercial and manufacturing occupancies and their high fire load, the need for the Township to acquire its own aerial equipment becomes more evident, and it should no longer rely on its neighbours' equipment to assist them. Even though the Township may enter into a response agreement in the interim, there is no guarantee that the aerial will be available to respond to Scugog when required. Having acquired their own considerably reduces this risk of occurring.

★ **Recommendation #40** - The SFES should complete a feasibility review to purchase an aerial device for use as a front-line apparatus and then allocate a budget for a capital expenditure to acquire an aerial within the next six to ten years.

5.3.4.4 Spare Fire Vehicles

Based on the Fire Underwriters' recommendations, there should be a spare pumper truck for every eight vehicles. So, a department with eight or fewer pumper trucks should have a spare one in its fleet. If the department has more than eight pumper trucks, its fleet should include two spare trucks.

Presently, SFES does not have any spare pumper trucks in its fleet. The key here is to ensure the replacement is not older than the FUS recommended age, as noted in the previous FUS chart. One key stipulation that may help the SFES maintain a spare truck in its fleet is that it is beyond the recommended replacement age. The following excerpt is from the FUS replacement chart (Table #20):

² Exceptions to age status may be considered in small to medium-sized communities and rural centres conditionally, when apparatus condition is acceptable, and the apparatus successfully passes required testing.

★ **Recommendation #41 -**
SFES should ensure the availability of at least one spare pumper truck.

As previously mentioned, purchasing pumper-rescues or pumper-tankers per NFPA 1901 and ULC requirements may alleviate the problem of not having a spare pumper, as the pumper-rescue or pumper-tanker could temporarily assume the role of the pumper. Before doing so, SFES should obtain an opinion from FUS to ensure that SFES's lack of a dedicated spare apparatus does not hinder its grading.

5.4 Maintenance

SFES does not have a mechanical division, but a 3rd-party shop handles all repairs, which is common for smaller communities. Based on the information from the Fire Chief, this arrangement works for the department; however, costs do add up, and if the apparatus needs to be sent to Brampton for repairs, SFES loses a pumper in the interim and has no spare.

It is EMG's understanding that there is a vacant garage once used by a power company, which may be available to serve as a maintenance garage for two Emergency Vehicle Technicians (EVTs). This garage could also repair the Township's fleet. To save costs, an alternative option to purchasing the building and property is to inquire about leasing it, thereby lessening the impact on the budget. The venture could also be revenue-generating by repairing neighbouring fire apparatus.

★ **Recommendation #42 -** The Township of Scugog analyzes vehicle repair costs by a third party over the past three years, comparing them to the costs of operating a mechanical division. This evaluation would encompass all vehicles in the Township's fleet.

5.5 Bunker Gear

Every year, firefighters in ever-increasing numbers are being diagnosed with cancer. A contributing factor to their illness has been the contaminants that adhere to the structural

firefighting gear during firefighting operations. After a fire, the structural firefighting gear should be packaged and sent for cleaning to reduce this risk. The SFES has a small-capacity commercial extraction washing machine that can accommodate the cleaning of gear at both stations. In extreme contamination cases, the gear could be sent to a third party for cleaning and inspection before being returned to the Department.

While structural firefighting gear is out for cleaning, the firefighter requires a replacement set, so they do not go without clean gear to wear. Ensuring that the cleaning of gear is a high priority after fires and that firefighters have access to properly fitting bunker gear during the cleaning process will help the Department meet its decontamination and hygiene program objectives. The SFES does not issue a second set of bunker gear to each firefighter. Still, it does have a small inventory of spare gear for use in the short term, which replenishes when the original gear returns from cleaning and inspection.

When used for interior structural firefighting, bunker gear has a lifespan of 10 years, as stated in NFPA 1851, *Standard on Selection, Care, and Maintenance of Protective Ensembles for Structural Firefighting and Proximity Firefighting*. The SFES follows this replacement standard and includes bunker gear replacement in the operating budget each year.

Further to contaminating the bunker gear, toxins also contaminate the firefighter's uniform and personal clothing. Each firefighter should have a clean uniform or personal clothing available so that they can clean the uniform or clothing they wore to fight a fire before departing the station, thereby preventing contaminants from being taken home and exposing others to toxins. The risk of toxin exposure extends not only to firefighting personnel but also to their families at home. This risk of exposure is significantly reduced by SFES already having domestic washing machines available for this purpose, again in each station. Having these machines available is a proactive step on SFES's part, and EMG commends it for taking this step.

Finally, as a proactive measure, Fire Departments continue to monitor the growing issue of Perfluoroalkyl and Poly-Fluoroalkyl substances (PFAS), a class of fluorinated chemicals known as "forever chemicals," linked to cancer and other serious health effects. Possible sources of occupational exposure to PFAS include turnout gear, aqueous film-forming foam, and air and dust at both the fire scene and the fire station. Since 1976, PFAS (per- and polyfluoroalkyl substances) have been used in firefighter turnout gear to enhance safety and performance. These chemicals are in all three layers of the gear, with the highest concentrations observed in the outermost layers and moisture barriers. Recent studies by the National Institute of Standards and Technology (NIST) have shown that PFAS levels vary widely among

manufacturers and can increase with wear and tear, necessitating a shift towards safer alternatives in firefighter gear.²⁰

5.6 New Technologies

Technology is continually evolving within the fire service, with new equipment added to the resources available to an incident commander. One such technology that has proven to be a valuable tool is drones, also referred to by Transport Canada as Remotely Piloted Aircraft Systems (RPAS). Police services have used them to locate missing persons or document accidents and crime scenes. Using drones in the fire service is a rapidly growing trend as a multi-purpose tool that can assist with large-scale assessments of fireground and hazardous material incidents, enhance search and rescue functions, and in pre-incident planning.

The new SCBA features built-in telemetry systems that identify the firefighter's location, similar to those found in some portable radios. New technology SCBAS have thermal imaging and can transmit GPS data, track the amount of air in the SCBA cylinder, and monitor heart rate, level of exertion, and body temperature.

Other new technologies include:

- Artificial Intelligence and Machine Learning for incident documentation, resource allocation, and decision support.
- Firefighter helmets with visors to block heat and withstand temperatures of upwards to 926.6°C (1,700°F).²¹
- Assistive technology for deaf or hard-of-hearing firefighters.
- Wearable technology that senses dangerous gases.
- Fire extinguishing grenades that quickly explode, relying on the rapid expansion of the compounds within them to extinguish the fire.
- Smaller fire trucks that improve response times are known as “quint trucks,” first used in Europe.

²⁰ Researchers Pin Down PFAS Prevalence in Firefighter Gear | NIST, Accessed June 2025, <https://www.nist.gov/news-events/news/2023/05/researchers-pin-down-pfas-prevalence-firefighter-gear>

²¹ 10 New Technologies That Are Helping Firefighters Save Lives, Accessed June 2025, https://www.hseblog.com/5-new-technology-for-firefighters/#google_vignette

- Headlights that guide firefighters through thick smoke by way of head-mounted displays.
- Communities are utilizing HAAS Alert systems to notify drivers when emergency service vehicles are en route, with emergency lights and sirens activated.

5.7 Water Supply

5.7.1 Hydrant System

Within the Township of Scugog, water services are the responsibility of the Region of Durham. According to NFPA 25, a fire hydrant must be inspected annually and after each operation. Flow tests are an annual requirement and are maintained accordingly. Not only is it critical to regularly schedule private fire hydrant service to ensure the hydrant is working correctly and effectively, but it's also a necessity to remain compliant with the parameters of the NFPA 25 fire code. The Ontario Fire Code also requires maintaining fire hydrants in accordance with the NFPA Standards.

Private fire hydrants are in business parks, apartment complexes, condominiums, and other areas. Maintaining private fire hydrants through regular inspections is crucial for the safety and well-being of your employees, tenants, or anyone else spending time on the premises. Private fire hydrants also require regular maintenance and are as important as fire sprinkler systems.

Although it's up to the jurisdiction exactly what colours are used, NFPA 291 provides a recommended colour scheme. The scheme uses a wide range for the flow, as other system demands can cause the water available for firefighting to fluctuate during the day. There is no minimum capacity for an individual fire hydrant; however, there are requirements for the total fire flow, which can provide insight into the water available in the entire system. The fire flow is calculated based on a single building, with adjustments for potential spread to adjacent exposures, but not for multiple buildings that are fully involved or approaching wildfires. The Region of Durham paints the entire hydrant chrome yellow, lacking colour coding to indicate the flow rate.

Hydrant Marking Scheme

Classification and Marking of Hydrants

Hydrant Classification	Colour Scheme	Hydrant Capacity (gpm)	Hydrant Capacity (L/min)
AA	Light Blue	>1,500	>5,700

Hydrant Classification	Colour Scheme	Hydrant Capacity (gpm)	Hydrant Capacity (L/min)
A	Green	1,000 to 1,499	3,800 to 5,699
B	Orange	500 to 999	1,900 to 3,799
C	Red	<500	<1,900

5.7.2 Dry Hydrants and Cisterns

For people who live in rural areas without access to a pressurized fire hydrant system, dry hydrants can be a lifesaver. A dry hydrant enables firefighters to access a reliable water source, such as a lake, pond, or stream, to fight a fire without relying on a traditional fire hydrant. The success of extinguishing any fire often hinges on having enough water quickly. Without that, the challenge of fighting a blaze increases exponentially. This is particularly true in more remote areas, where there is often a long distance between the water source and the fire, and firefighters are unable to maintain an uninterrupted water supply at the scene. Using a non-pressurized pipe system to draw from a local water source provides a ready means of supplying water to fire apparatus. Fortunately for the residents, there are several dry hydrants scattered throughout the Township.

★ **Recommendation #43** - Advise that the SFES identify areas within the Township where a dry hydrant could assist in filling tankers more quickly by providing access to water sources closer to incidents. Once key locations are identified, they should be budgeted for and installed accordingly.

A cistern is a waterproof reservoir for water featuring a large tank made from either concrete, steel, wood, or fibreglass. Cisterns are distinguished from wells by their waterproof linings. The NFPA 22 Standard for Water Tanks for Private Fire Protection sets the minimum requirements for the design, construction, installation, and maintenance of water tanks and their accessories. Most insurance companies lower the rates on properties that have either dry hydrants or cisterns readily available to supply water in the event of a fire.

5.8 Fire Underwriters Tanker Shuttle Accreditation

The SFES has attained its Superior Tanker Shuttle Accreditation. In doing so, FUS adjusts its insurance grades within that community, resulting in possible insurance savings for residents.

The Superior Tanker Shuttle Accreditation demonstrates that the Fire Department can effectively respond to rural fires, maintaining a consistently high volume of water flow in areas

without fire hydrants. The SFES has achieved a water flow rate of 2,200 l/m (490 IGPM), which is a very good rate. The department's latest accreditation was in 2024 and is set to expire in 2029.²²

The municipality has a large area that is not serviced with water and must rely on transporting large quantities of water to fight fires. Mutual aid can be activated to support tankers from neighbouring Fire Departments when required.

To be recognized for fire insurance grading purposes, the protected property must be within the following:²³

Commercial Lines (Public Fire Protection Classification (PFPC)) - 5 km of a fire station AND 2.5 km of an approved water supply point

Personal Lines (Dwelling Protection Grade (DPG)) - 8 km of a fire station AND 5 km of an approved water supply point.

The SFES has proactively ensured an ample water supply for the Fire Department when needed and deserves recognition for its efforts in public safety.

²² Tanker Shuttle Accreditation - Scugog Fire & Emergency Services | Township of Scugog, Accessed June 2025, <https://www.scugog.ca/news/posts/tanker-shuttle-accreditation-scugog-fire-emergency-services/>

²³ FUS, "Alternative Water Supplies for Public Fire Protection" accessed June, 2025. <https://fireunderwriters.ca/assets/img/FUS-AlternativeWaterSupplyAccreditationProtocol2012.pdf>

Section 6

Emergency Management

SECTION 6: EMERGENCY MANAGEMENT

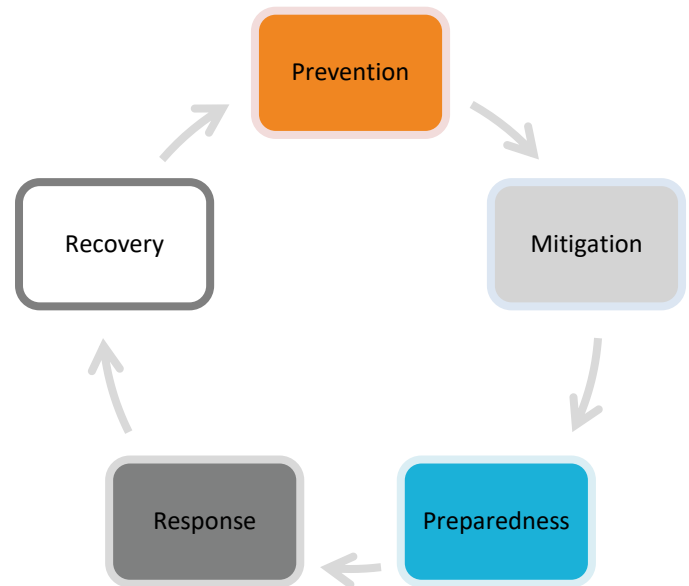
6.1 Community Emergency Management Program

6.1.1 Background and Authority

An emergency is a situation or impending situation that presents a significant danger, which could result in serious harm to individuals or substantial property damage caused by natural forces, a disease or health risk, an accident, or an act, whether intentional or not.²⁴ Although municipalities in Ontario are generally safe, emergencies can happen unexpectedly at any time. A strong emergency management program includes five key components: Prevention, Mitigation, Preparedness, Response, and Recovery.

A crucial first step in any major emergency is for individuals and families to assume responsibility for their safety. This involves residents preparing to handle independently for at least 72 hours after an emergency begins.

The *Emergency Management and Civil Protection Act (EMCPA)* outlines the responsibilities of municipalities to develop and implement an Emergency Management Program, which the municipality's Council must adopt through a by-law. Additionally, under the EMCPA, municipalities are required to create a Municipal Emergency Response Plan (MERP), which details the provision of essential services during an emergency and establishes procedures for how municipal and other personnel will respond to such emergencies. The municipality's Council must formally adopt this emergency plan by passing a by-law.²⁵



²⁴ Emergency Management and Civil Protection Act, R.S.O. 1990, c. E.9 | ontario.ca, Accessed August 2025
<https://www.ontario.ca/laws/statute/90e09>

²⁵ Emergency Management and Civil Protection Act, R.S.O. 1990, c. E.9 | ontario.ca, Accessed August, 2025
<https://www.ontario.ca/laws/statute/90e09>

Under the EMCPA, municipalities are required to implement and report on several mandatory program components annually to ensure ongoing engagement in emergency management and preparedness. These program components include:

- Appointment of Emergency Management Program Coordinator
- Emergency Management Program Committee (EMPC)
- Hazard Identification and Risk Assessment (HIRA)
- Critical Infrastructure (CI) List
- Municipal Emergency Plan
- Municipal Emergency Control Group (MECG)
- Emergency Operations Centre (EOC)
- Emergency Information Officer (EIO)
- Public Education
- Emergency Management Program Annual Review
- Emergency Management Program By-law

These essential program components help ensure municipalities maintain an effective emergency management system. Regular reporting promotes accountability, assessment, and ongoing improvement of emergency management initiatives within Ontario municipalities.

6.2 Township of Scugog - Current Status

EMG has completed a thorough evaluation of the emergency planning program in place for the Township of Scugog, including a review of the following documents:

- The Corporation of the Township of Scugog By-law 41-25
- The emergency plan developed for the Township of Scugog
- Hazard Identification and Risk Analysis (HIRA) document
- The Critical Infrastructure Inventory
- The activities of the community's program committee
- The annual compliance submissions
- The response from the Ministry to these submissions
- The work plan that the program committee has established

- Training activities conducted, including annual exercises

The Township of Scugog remains compliant with EMCPA requirements, as confirmed in its 2024 Program Review. By-law 41-25 formally adopts the Emergency Management Program and Plan, designating the Fire Chief as the Primary CEMC and the Executive Assistant to the Fire Chief as the Alternate CEMC. The EMPC, chaired by the CAO, includes senior municipal leadership and meets annually to review the program. Scugog's Emergency Plan aligns with Durham Region's framework, with annexes most recently updated in 2025. While the Township is compliant with delegating a CEMC and an alternate, it would be advisable to designate a second alternate in case both the CEMC and the primary alternate are unavailable simultaneously.

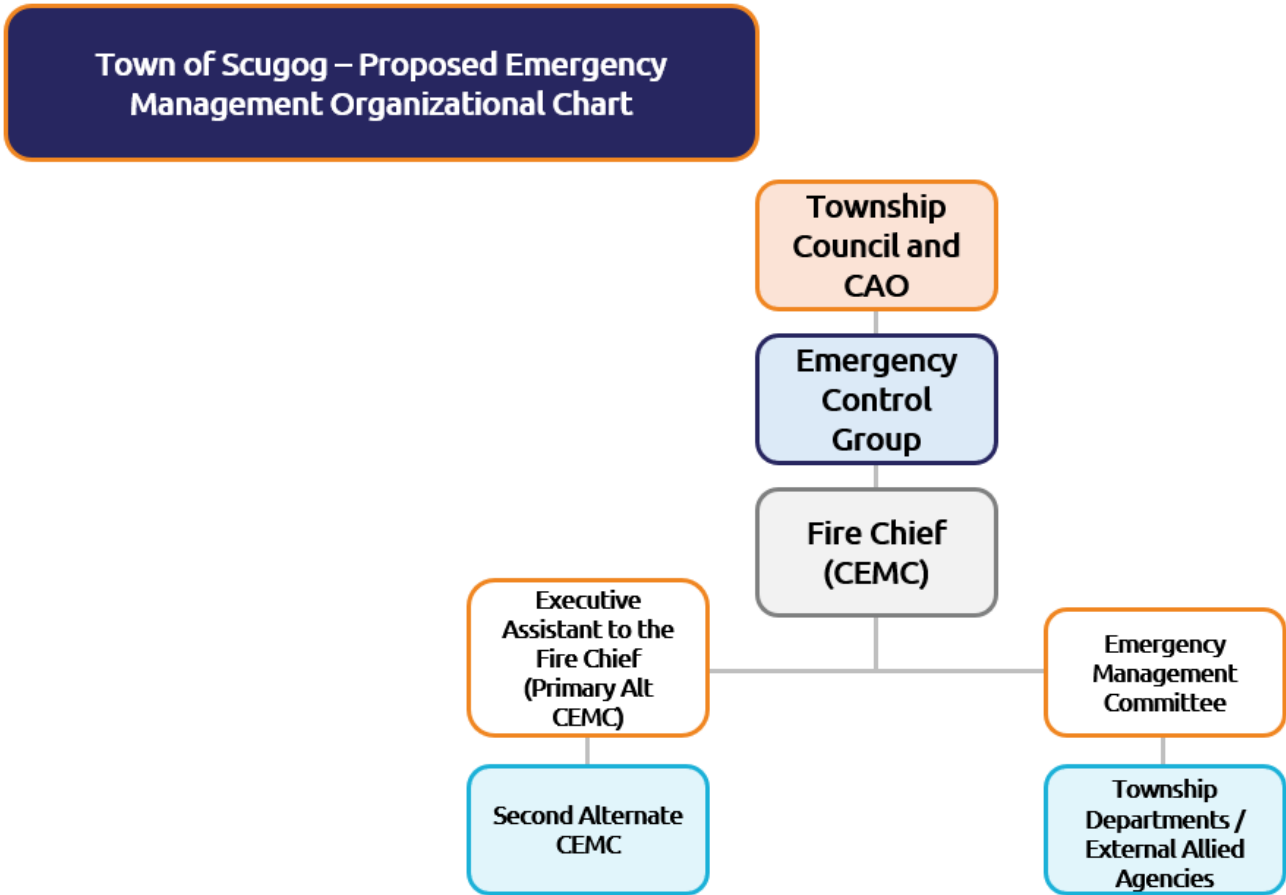
★ **Recommendation #44 -**
That the Township of Scugog designate a second alternate CEMC.

While Scugog maintains full compliance, vulnerabilities remain. The Fire Administration Office currently serves as the primary EOC, and a secondary EOC has been established, while the location remains confidential. Generator capacity at reception centres is limited, exposing residents to potential service disruptions during prolonged outages. Engagement with non-governmental organizations (NGOs) is informal, without formal agreements in place.

★ **Recommendation #45 -**
Designate and equip secondary/tertiary EOCs and ensure all EOCs/reception centres have adequate backup power generation.

The Township has incorporated the operations of the Emergency Management Program into the SFES Establishing and Regulating By-law, which does not reference the Emergency Management and Civil Protection Act of Ontario. This legislation governs emergency management programs. Most municipalities manage their emergency management efforts separately, with dedicated bylaws and budgets. This does not mean the Fire Department should be excluded from emergency management, but it should not be embedded within the SFES E&R By-law and budget. Additionally, the program should be removed from the SFES Organizational Chart and have its own structure, as shown below.

FIGURE #10 - PROPOSED EMERGENCY MANAGEMENT ORGANIZATIONAL CHART



6.2.1 Emergency Exercises

Annual exercises ensure compliance with the EMCPA. Scugog conducts functional and tabletop exercises simulating hazards identified in the HIRA. These exercises offer valuable opportunities for evaluation and ongoing improvement. Going forward, Scugog should consider expanding exercises to include joint regional participation and aim for a region-wide full-scale exercise within the next five years; other options include but are not limited to the following examples.

✦ **Recommendation #46** - That the Township of Scugog establish its Emergency Management Program as a separate entity from the Fire Department, that includes its own By-law, budget and organizational chart.

Emergency Management Training Exercises

Just as firefighters must undergo rigorous training to be considered competent, municipalities depend on emergency management exercises to develop and sustain readiness for real-world emergencies. These exercises are vital for enhancing coordination, testing systems, and ensuring staff can respond effectively when it matters most. Municipalities have a variety of exercise options, from simple Emergency Operations Centre (EOC) activations to complex full-scale simulations.

When planning an exercise, several options are available as identified below.

EOC Activation Exercise

This format highlights the activation of primary and alternate Municipal Control Group (MCG) members. In a real or anticipated emergency, these individuals play a key role within the EOC. During the exercise, the EOC is activated as if responding to an actual event. MCG members report to the designated site with the necessary tools and resources to support mitigation efforts, while personnel responsible for establishing and managing the EOC carry out their operational duties.

Tabletop Exercise (TTE)

A TTE involves MCG members in a simulated emergency scenario created to evaluate the Emergency Response Plan (ERP). These exercises can vary from simple to complex. In a basic TTE, the scenario remains static, allowing participants to freely discuss strategies and decision-making without time limits. More advanced TTEs feature dynamic, evolving scenarios. Here, exercise facilitators introduce scripted developments that require participants to respond promptly, develop solutions, and make decisions within specified operational periods. This method assesses the group's adaptability, decision-making under pressure, and ability to coordinate a coordinated response.

Command Function Exercise (CFE)

A CFE assesses both individual and cross-functional leadership within the Incident Management System (IMS) framework. Depending on the scenario, participants take on key roles such as Incident Commander or Sector Officer. These exercises often occur in real time but simulate the deployment of resources and personnel. The focus is on leadership-level functions—implementing policies and procedures, coordinating resources, providing direction, and managing the overall response effort.

Full-Scale Exercise (FSE)

An FSE, often referred to as a “real-time” exercise, is the most thorough and resource-intensive option. These exercises typically involve multiple organizations, agencies, and jurisdictions

collaborating to assess preparedness and response systems. FSEs are particularly effective for assessing complex coordination mechanisms such as Unified Command or Joint Information Systems. Scenarios develop in real time, demanding operational-level decision-making under pressure. Personnel and equipment may be physically deployed to one or more simulated sites, enabling front-line responders to demonstrate tactical and task-specific decision-making. This format offers the most realistic test of emergency readiness, challenging participants to think critically, act quickly, and cooperate across agencies in high-pressure environments.

6.3 Hazard Identification and Risk Assessment (HIRA)

The Township’s HIRA identifies hazards with high risk. These hazards are categorized as likely, possible, or unlikely to occur. Critical Infrastructure (CI), such as municipal facilities, emergency services, utilities, and transportation networks, is reviewed annually to ensure it aligns with Scugog’s current risk profile. This process ensures consistency with regional risk assessment methods, as mandated by the Emergency Management and Civil Protection Act (EMCPA).



6.4 Incident Management System (IMS) and Training

The Township of Scugog has adopted the Incident Management System (IMS) as a standard approach to command, control, and coordination during emergencies. The Primary CEMC has completed core IMS training, although staff turnover poses challenges in maintaining consistent compliance. Creating a staff training matrix will ensure continuity, monitor compliance, and support succession planning. Expanding IMS training for Incident Command and General Staff will enhance readiness for complex incidents.

Incident Management System (IMS)

The Incident Management System (IMS) is a standardized framework for command, control, and coordination during emergency responses. Widely used across Canada, IMS provides a consistent structure that enables responders from various agencies to collaborate effectively. It establishes a clear chain of command, clarifies roles and responsibilities, and promotes strong communication and coordination. Designed to be both versatile and scalable, IMS can be tailored to emergencies of any size or complexity.

Incident Management System (IMS) and Emergency Management Training

EM 200 – Basic Emergency Management (BEM)
This training provides an overview of Ontario's emergency management system, including the processes for preventing, mitigating, preparing for, responding to, and recovering from emergencies and disasters.
IMS 100 – Introduction to IMS
This training aims to build awareness and provide a basic understanding of Ontario's IMS.
IMS 200 – Basic Incident Management System
This training is for individuals implementing IMS in simple incidents or during the early phases of a complex incident.
IMS 300 – Intermediate Incident Management System
This training prepares individuals to respond effectively in leadership roles within an expanded IMS structure during complex incidents involving multiple organizations.
IMS 400 – Advanced Incident Management System
Advanced IMS training emphasizes large-scale organizational development, roles and relationships of the command and general staff, and planning, operational, logistical, and fiscal considerations related to large-scale and complex incidents.

Benefits of IMS

- **Faster Response Times:** By offering a reliable and proven framework, IMS allows responders to deploy rapidly and work effectively in any emergency.
- **Stronger Communication and Coordination:** With a clear chain of command, defined responsibilities, and shared terminology, IMS enhances communication and teamwork among agencies, including Police, Fire, EMS, and government partners.
- **Enhanced Situational Awareness:** IMS guarantees that all responders have a shared understanding of the emergency, the command structure, and operational priorities. This promotes the accurate flow of information and informed decision-making.

★ **Recommendation #47**
Create a comprehensive
IMS/BEM staff training
matrix and succession plan
for emergency
management.

- **Better Decision-Making:** A structured framework helps ensure decisions are made consistently, guided by established objectives, and aligned with the overall goals of the emergency response.

6.5 Municipal Operations Centre (MOC) and Emergency Control Group (ECG)

A Municipal Operations Centre (MOC) serves as the primary hub where the Municipal Emergency Control Group (MECG) oversees the municipality's emergency response. Working with community representatives and supporting agencies, the MOC provides strategic guidance and coordination through the following functions:

- Supporting responders at the incident site and, when applicable, other MOCs.
- Coordinating resources and activities across organizations.
- Creating and overseeing plans for both short-term and long-term needs.
- Managing incident response when the event occurs off-site.
- Facilitating collaboration among response organizations and across multiple MOCs.
- Sharing responsibilities with site-level responders, including managing operations such as emergency shelters and distribution points.

These functions require specific personnel, supplies, and equipment, which directly influence the design and capabilities of the MOC. Recognizing and planning for these needs is essential to ensure functionality and readiness.

Key Considerations for MOC Design and Functionality

1. Space Requirements

- Plan for minimum and maximum staffing levels to ensure 24-hour operations are sustained.
- Additional Personnel Space Requirements – Consider the need for support services, restroom facilities, meeting spaces, quiet rooms for counselling services (if required), areas for meals, rest break areas, and storage areas for food, water, and supplies.

2. Communications Requirements

- Interoperability with agencies that are responding alongside emergency responders (Fire, Police, EMS)
- Telecommunications needs include teleconferencing, videoconferencing, text messaging and fax.
- Public safety radios and associated infrastructure, including base radios, chargers, power supply, etc.

3. Information Technology Requirements

- Internet connectivity, mobile wi-fi, portable routers and boosters, USB sticks, and internet by satellite.
- Relocating to an alternate site to establish connectivity if required.
- Computer systems.
- Audiovisual support

4. Supplies and Equipment

- Furniture and office equipment
- Food supply.
- Medical and sanitary supplies.
- Status and situation boards (whiteboard).
- Administrative supplies.
- Support Services.

6.5.1 MOC/MCG Current Status

The Township of Scugog has designated a primary municipal operations centre (MOC) and an alternate site within its emergency plan. For security reasons, these locations remain confidential; however, one is equipped with an auto-start, natural gas-powered generator capable of supporting facility operations during a power outage, while the secondary site has limited generator capacity to

support the entire facility. A review by the emergency management group confirmed that both the primary MOC and the first alternate site offer adequate space, amenities, and resources to sustain municipal operations during an emergency.

Scugog's Municipal Emergency Control Group (MECG) has demonstrated its ability to operate effectively in challenging conditions. During the March 2025 ice storm, MECG staff coordinated response and mitigations efforts. . While the new digital radio system performed reliably, widespread power outages occurred, and there were possibly some areas that were experiencing cellular network disruptions, which caused issues for cellular mobility and communications networks. The redundancy offered by multiple mobile providers helped prevent a complete failure; however, the Who's Responding backup paging system had limited functionality.

These events highlight both strengths and ongoing vulnerabilities. Adequate supplies and equipment are currently available at the MOC locations. Still, reliance on limited telecommunications infrastructure and the absence of a fully equipped secondary facility remain gaps in Scugog's preparedness. Conducting post-incident evaluations will allow the Township to review and assess the MOC's performance, identify areas for improvement, and enhance overall emergency response capabilities. Moving towards greater IT redundancy, improved backup facilities, and better inter-agency coordination will further align Scugog's emergency management efforts with best practices.

6.5.2 Public Education and Alerting

Public education initiatives are primarily delivered through the Township's website, social media platforms, and seasonal preparedness campaigns. Topics include emergency kit preparation, severe weather alerts, and fire safety reminders. While these initiatives meet compliance standards, Scugog lacks evaluation tools to measure their effectiveness. Adding performance metrics and feedback surveys will improve accountability and enhance public readiness.

6.5.3 Agreements and Non-Governmental Organizations (NGOs)

Scugog benefits from informal partnerships with regional NGOs, but has not yet formalized agreements with organizations such as the Canadian Red Cross or the Salvation Army. Establishing formal agreements will clarify expectations before emergencies, enhance capacity for long-term recovery, and improve coordination during multi-jurisdictional events.

★ **Recommendation #48** - Establish formal agreements with NGOs (e.g., Red Cross, Salvation Army) and develop hazard-specific sub-plans based on HIRA, supported by NGO agreements and provincial/federal grant funding.

6.5.4 Evacuation and Reception Centres

The Township has designated reception centres to offer shelter, water, and hygiene facilities during emergencies. However, limited generator capacity poses challenges during prolonged power outages. Identifying additional sites, enhancing accessibility, and investing in backup power will strengthen the Township's resilience. Aligning reception centres with Health Canada's Emergency Social Services guidelines will ensure facilities can sufficiently support vulnerable populations.

6.6 Recent Incident

Scugog has faced several emergencies in recent years, revealing both its strengths and areas for growth. Climate change and severe weather has impacted the Township of Scugog and nearby rural areas. For some of these incidents, the Township has collaborated with Durham Region to establish cooling centres and disseminate emergency messages. Recently, in March 2025, a lengthy ice storm resulted in road closures, communication disruptions, and prolonged outages in many rural communities throughout Durham Region and surrounding communities. These events stress the need to invest in backup infrastructure, strengthen NGO partnerships, and improve public education to better prepare for future incidents.

6.7 The Impact of Climate and Land Use

There can be little doubt regarding the impact of climate on the world around us as we watch mainstream news reports about heat events throughout different parts of the world: in the summer – flooding, drought, and wildfires; and in the winter – polar vortexes, torrential rain, increased hurricane activity, and severity. It is easy for the onslaught of this news to numb our sensitivity to these issues here at home.

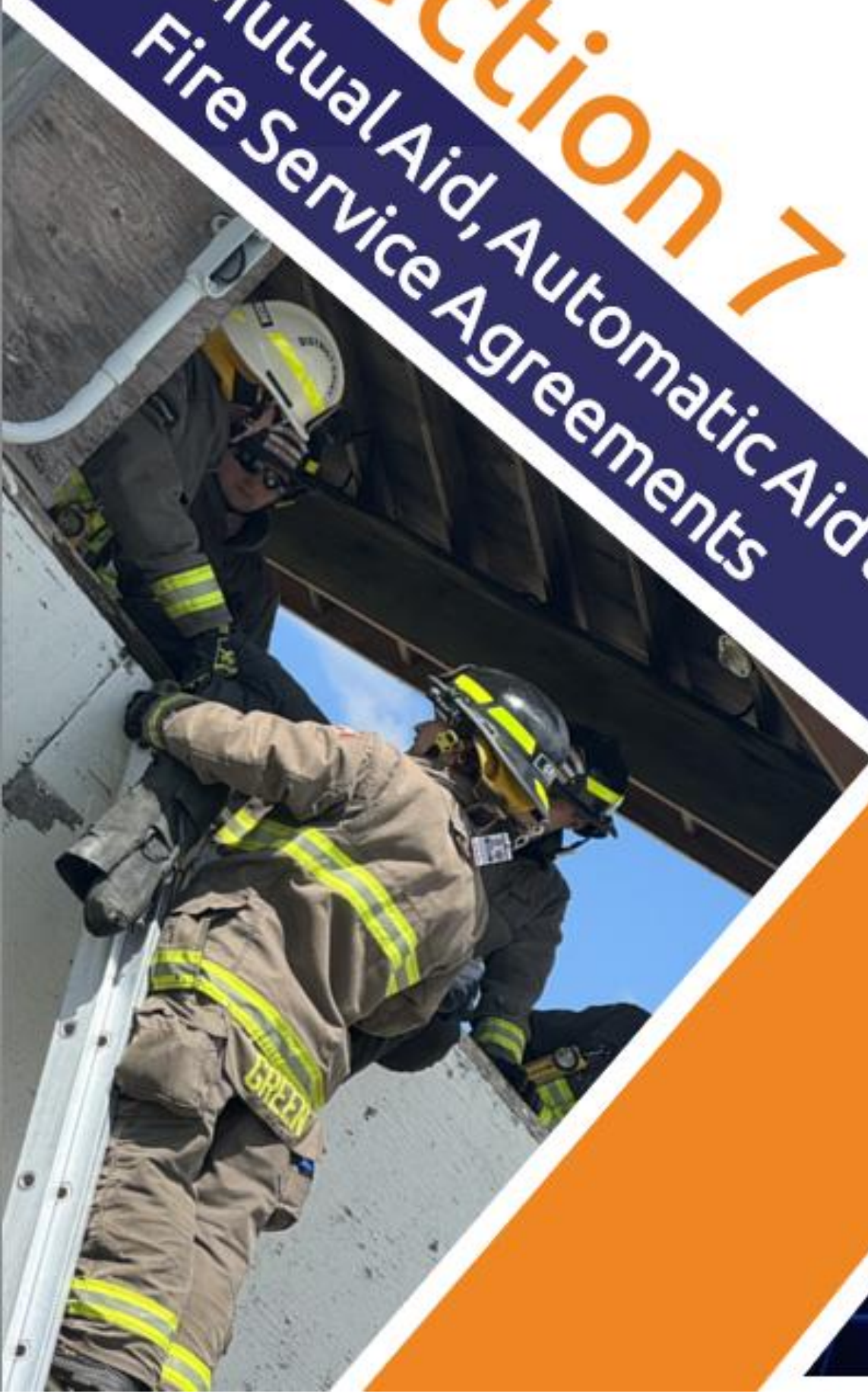
The CEMCs need to monitor the weather daily for emergency planning and mitigation. Relative humidity and dew points are the waypoints for safeguarding local impacts – open-air burning has long been regulated to some degree by the weather forecast. The early summer of 2023 saw fire bans in place for much of Central and Northern Ontario for a period that cannot be called "normal." In 2025, Ontario experienced one of its busiest forest fire seasons due to drought caused by insufficient rainfall. The City of Kawartha Lakes, which borders Scugog, experienced two significant fires, one in the Kirkfield area and the other in the Burnt River area, that stretched resources for days on end. Exceedingly dry conditions throughout June and July finally gave way to some moderating influences in August, but the weather was not "normal" in the context of recent experience.

EMG views this trend as a cautionary indicator of what may lie ahead. Proactive, daily weather monitoring has become an essential part of the routine for every emergency manager. Program

committees must now be more agile than ever, ready to adapt to real-time changes in our environment.

Section 7

Mutual Aid, Automatic Aid and
Fire Service Agreements



Emergency
Management
Group*

SECTION 7: MUTUAL AID, AUTOMATIC AID AND FIRE SERVICE AGREEMENTS

7.1 Mutual Aid

The RFP identified a focus on differentiating response coverage areas and recommending potential opportunities to streamline coverage. Based on this, EMG reviewed the existing mutual aid plan, program, and automatic agreements, and provided suggestions to enhance SFES efficiencies.

The Provincial Mutual Aid Program is a borderless, reciprocal agreement that enables participating Fire Departments to assist other Fire Departments that have exhausted their local resources during emergency events. Under this plan, assistance is provided at no direct cost to the Department requesting it. Public Fire Safety Guideline 04-05-12 states, "Mutual aid plans allow a participating Fire Department to request assistance from a neighbouring Fire Department authorized to participate in a plan approved by the Fire Marshal." Section 7 of the FPPA, 1997, S.O. 1997, c. 4 grants the Fire Marshal the authority to appoint Fire Coordinators who establish and maintain the Mutual Aid Plan.

To support mutual aid efforts across Ontario, the OFM requires Fire Departments to update their equipment lists, detailing the apparatus they have and what might be available for mutual aid. However, each participating Fire Department must also clearly understand what resources are accessible from its neighbouring Fire Department(s) and how to access them during emergencies. During an incident, it is not the time for a Fire Chief to contact a neighbouring department seeking specialized equipment.

Participation in the Durham Region Mutual Aid Plan ensures Scugog can both request and provide resources when needed. The plan is coordinated by the Durham Fire Coordinators, who facilitate communication and coordination across municipalities.

For these agreements to function effectively, Scugog must maintain:

- An up-to-date equipment and apparatus inventory to identify resources available for mutual aid.
- Current officer contact lists, ensuring that command-level communications remain clear and reliable during activation.

The most recent documents reviewed in Scugog were several years old, emphasizing the need for regular updates to mutual aid appendices. Outdated information can cause inefficiencies during emergencies.

Mutual aid plans are crucial for communities, as they enable Fire Departments to support one another when their resources are overwhelmed and cannot handle the emergency.

★ **Recommendation #49** - The Fire Chief encourages other members of the Region of Durham Mutual Aid Plan and Program to update the document and its Appendices.

7.2 Automatic Aid and Fire Protection Agreements

The Township of Scugog and its Fire Department have several fire protection and automatic aid agreements in place, all of which require updating to meet the needs of the Township and some neighbouring Municipalities. As these documents are outdated, the Fire Chief of SFES should clarify whether the existing criteria in the agreements are still valid and meet the needs of all participating Municipalities.

Automatic aid and fire protection agreements are programs used to:

- Support a community's Fire Department at times when local resources are exhausted.
- Offer quicker response coverage to areas closer to a bordering Fire Department's response area than the host department.
- Create an automatic response by bordering Fire Departments to properties closer to their fire stations than the host Fire Department.

Automatic aid agreements are essential for reducing response times in border areas and during periods of low staffing. Unlike mutual aid, which is requested after resources are overwhelmed, automatic aid ensures that resources are dispatched immediately and simultaneously according to pre-arranged protocols.

Currently, Scugog has limited formal agreements for automatic aid. Establishing agreements with Oshawa, Uxbridge, Brock, and other neighbouring municipalities would:

- Reduce response times for properties closer to a neighbouring station than to Scugog's stations.
- Enhance operational capacity during daytime incidents when volunteer firefighter turnout may be lower.

- Improve interoperability, as firefighters become familiar with one another’s apparatus, equipment, and operating procedures.

Automatic aid agreements should also incorporate joint training requirements, ensuring seamless integration at incident scenes. Without regular cross-training, operational differences can cause inefficiencies or confusion during emergencies.

The SFES has a positive working relationship with the other Fire Departments in the surrounding jurisdictions.

★ Recommendation #50 -
The Fire Chief must review and update all by-laws relating to Mutual Aid, Automatic Aid and Fire Protection and present the updated version to the Council for their

7.3 Joint Training and Data Collection

One of the most effective ways to enhance mutual and automatic aid arrangements is through joint training sessions. Regular collaborative exercises with neighbouring municipalities help firefighters become familiar with each other’s apparatus, equipment, and command structures. These sessions also boost morale and foster trust between departments.

Joint training provides an opportunity to spot gaps in equipment, communications, or training protocols before real emergencies occur. For example, joint exercises in ice/water rescue, hazardous materials awareness, or large-scale suppression can reveal compatibility issues that might only become evident during a critical incident.

To foster ongoing improvement, SFES should also seek regional data-sharing agreements that monitor:

- Aid utilization (frequency and timing of mutual or automatic aid activation).
- Response times and equipment deployment.
- Operational outcomes.

This information will help Durham Region fire services monitor performance, identify trends, and make evidence-based decisions to enhance system-wide efficiency and accountability.

★ Recommendation #51 -
Embed annual joint training sessions into mutual and automatic aid agreements to improve interoperability.



Section 8

EMG | *Emergency
Management
Group⁺*

Finance

SECTION 8: FINANCE

In preparation for reviewing and developing the section related to SFES's financial operations and functions, EMG analyzed several key reports and documents. These included

- The Township of Scugog's 2022 Asset Management Plan ²⁶,
- The 2023 – 2026 Strategic Plan ²⁷,
- The 2025 Budget ²⁸,
- The 2024 BMA Management Consulting Inc. Municipal Study ²⁹,
- Schedule G of By-law number 54-24 (Fees and Charges) ³⁰,
- The 2024 Development Charges Background Study³¹, as well as historical operating and capital budget documents provided for review.

Scugog Council approved a 2025 municipal operating budget, which includes a 6.6% increase for Township services. This results in an estimated 2.02% rise in the total tax bill, covering Durham Region Services and the School Board.

Under the Municipal Act and other applicable legislation, the main sources of municipal revenue for both operating and capital budgets include the following:

- Property Taxes
- User Fees
- Development Charges

²⁶ Microsoft Word - Scugog AMP - July 4 2022_DT edit.docx Accessed July 2025. https://www.scugog.ca/media/mbvpi5hs/1__hemson_scugog-asset-management-plan_june-2022-a.pdf

²⁷ Microsoft Word - Scugog AMP - July 4 2022_DT edit.docx Accessed July 2025. https://www.scugog.ca/media/mbvpi5hs/1__hemson_scugog-asset-management-plan_june-2022-a.pdf

²⁸ Budget | Township of Scugog Accessed July 2025. <https://www.scugog.ca/council-and-administration/budget-and-finances/budget/>

²⁹ 2024 BMA Municipal Study Final Accessed July 2025. <https://www.stratford.ca/en/inside-city-hall/resources/CORPORATE-SERVICES/FINANCE/2024-BMA-Municipal-Study-final.pdf>

³⁰ Budget | Township of Scugog Accessed July 2025. <https://www.scugog.ca/council-and-administration/budget-and-finances/budget/>

³¹ township-of-scugog-development-charges-background-study-22feb24.pdf Accessed July 2025. <https://www.scugog.ca/media/yodbf0mb/township-of-scugog-development-charges-background-study-22feb24.pdf>

- Reserve Funds
- Federal and Provincial Grants

The budget development process for the Township of Scugog begins with the Council setting a budget mandate, which specifies an overall target percentage increase for the Township's budget. Using the previous year's budget as a baseline and examining departmental budget trends in detail, the Fire Chief prepares a draft operating budget. A draft capital budget is also created, based on the previous year's four-year capital forecast and including any changes identified during the year.

Once the draft budgets are prepared, they are reviewed by senior staff who may make adjustments based on operational priorities and current Council directions. The goal is to create a draft budget that aligns with the established mandate. Like many municipalities, a variety of factors are taken into account during the budget planning process. These include, but are not limited to, the following:

- Canadian Inflation Rate
- Consumer Price Index (CPI)
- Transfers from other orders of government
- Current Value Assessment (CVA)
- Municipal priorities
- Infrastructure needs and deficit
- Municipal growth
- Legislative requirements
- Risk to the community

The Consumer Price Index (CPI) is crucial in municipal budget planning because it measures inflation and economic trends. When the CPI increases, the costs of essentials such as fuel, utilities, and construction materials also rise, making it a valuable gauge for predicting future expenses related to service delivery.

CPI also influences staff compensation, as many municipal employee contracts and collective agreements are linked to inflation. An increase in the CPI can lead to higher wages and benefit costs, which must be factored into operating budgets. Additionally, municipal Councils often use the CPI as a benchmark when setting annual budget targets to ensure tax increases stay affordable and align with inflation.

Regarding capital planning, CPI-related inflation affects the costs of infrastructure projects, materials, and contractor services. This can influence the timing, prioritization, or scope of capital investments. On the revenue side, municipalities may adjust user fees, permits, and property taxes in response to CPI changes to preserve purchasing power and ensure financial sustainability.

Overall, the CPI helps municipalities anticipate and plan for inflationary pressures on both expenditures and revenues, making it a crucial tool for effective and realistic financial forecasting. While inflation rates in Canada, as shown in Table #23, are beginning to stabilize, the Consumer Price Index (CPI) remains on an upward trend.

TABLE #23: CONSUMER PRICE INDEX (CPI) AND INFLATION RATE

Year	CPI	Annual Inflation Rate
2018	133.4	2.27%
2019	136	1.95%
2020	137	0.72%
2021	141.6	3.39%
2022	151.2	6.80%
2023	157.1	3.89%
2024	160.4	2.44%

Since 2000, BMA Management Consulting Inc. has conducted an annual comparative study of Ontario municipalities. This study provides key quantifiable indicators and relevant environmental factors to support a thorough assessment of a municipality’s financial health. By monitoring these indicators over time, municipalities can spot trends and track their financial performance year after year.

Table #23 displays the net cost per person for fire services in municipalities with populations ranging from 15,000 to 29,999. The data indicate that Scugog’s fire services costs are lower than the average and median per capita costs among the other participating municipalities.

TABLE #24: FIRE SERVICE NET COST PER CAPITA OPERATING COSTS IN 2024

Municipality	Net Costs per Capita Excluding Amortization in \$	Net Costs per Capita, Including Amortization in \$
North Grenville	44	54
Strathroy-Caradoc	48	60
Tillsonburg	70	80
Essex	71	83
Pelham	71	85
Ingersoll	74	85
Bracebridge	71	89
Guelph-Eramosa	78	94
Woolwich	75	96
Scugog	88	99
Middlesex Centre	89	114
Port Hope	103	119
Lincoln	97	121
Amherstburg	108	121
Prince Edward County	112	133
Niagara-on-the-Lake	113	150
Central Elgin	123	178
Port Colborne	168	182
Thorold	165	184
Collingwood	201	222
Owen Sound	224	233
Population 15,000 – 29,999		
Average	104	123
Median	89	114

To provide broader local context, this section also references Brock and Uxbridge. These municipalities are not part of the BMA study and therefore do not appear in Table #23. For Brock and Uxbridge, data comes from publicly available budgets, by-laws, and organizational

information; because these sources are compiled differently than BMA, the comparisons can not be relied on for like-to-like benchmarks.

Scugog Fire and Emergency Services (SFES) currently has fewer full-time administrative and specialized roles compared to similar municipalities. While peer departments often employ full-time Fire Prevention Officers (FPOs), Training Officers (TOs), inspectors, compliance officers, emergency management personnel, and mechanical staff, SFES depends on career firefighters to handle multiple roles, which can weaken focus and lower operational efficiency.

In terms of career firefighter staffing, SFES has fewer full-time firefighters than comparable departments such as Collingwood, Owen Sound, Thorold, and Port Colborne. Peer municipalities benefit from full-time support staff, which allows operational firefighters to focus on emergency response. The limited specialized personnel at SFES can increase workload and cause dual-role strain for career staff.

Despite these challenges, SFES operates efficiently compared to peer municipalities, indicating there is fiscal capacity to expand specialized roles without significantly increasing overall costs. Expanding fire inspection programs, for example, to include short-term rental properties, with a cost recovery mechanism in place, could help offset the costs of future staffing expansions.

Potential Impacts of Tariffs on Fire Department Budgets

At the time of writing, the tariffs imposed by the United States and any retaliatory measures from the Canadian government remain uncertain, as negotiations between the two nations continue. The Emergency Management Group recognizes the potential for serious negative effects that an escalating trade war with the U.S. could have on the Canadian economy and, consequently, municipal budgets, including those of Fire Departments.

One of the main concerns is the rising cost of firefighting equipment and gear. Many Fire Departments rely on imported items, including fire trucks, personal protective equipment, and specialized tools. Tariffs on these products could increase expenses, putting pressure on departmental budgets and possibly causing delays or reductions in purchases, or the reallocation of funds from other operational areas.

Fire apparatus imported into Canada is generally exempt from standard customs duties. This exemption usually applies to complete firefighting vehicles, such as pumpers and aerial ladder trucks, which are classified under HS Code 8705.30.00 as “firefighting vehicles” according to the Canada Border Services Agency (CBSA).

However, some exceptions may apply to this duty-free status. Individual components or accessories imported separately might not qualify for the exemptions and could be subject to

standard tariff rates. Moreover, goods affected by U.S. tariffs, such as steel or aluminum, might still be impacted. However, they could qualify for remission under Canada's United States Surtax Remission Order (2025) if used for public safety purposes.

Tariffs on construction materials like steel and aluminium may also raise the cost of building or renovating fire stations and training facilities. These increased expenses could lead to delays or reductions in infrastructure projects, requiring municipalities to allocate extra funds to cover capital requirements.

Vehicle and maintenance costs are another vulnerability. Fire apparatus and their components are often imported from the U.S., and higher tariffs could increase acquisition and upkeep expenses. Additionally, temporary trade measures, anti-dumping policies, or compliance checks by the Canada Border Services Agency (CBSA) could cause administrative delays, even when the items themselves are ultimately duty-free.

To mitigate these risks, Fire Departments should ensure the proper classification of equipment and parts, maintain complete import documentation, and collaborate closely with suppliers who are familiar with Canadian import regulations. From a budgeting perspective, it is wise to include a contingency allowance to cover potential cost increases or delays related to imported components. This may involve setting aside additional funds for tariffs, customs brokerage fees, expedited shipping, or temporary operational adjustments if crucial equipment is delayed. Proper planning helps ensure that the fire service can sustain operational readiness while effectively managing procurement risks.

In summary, a prolonged or escalating trade conflict with the U.S. could cause various indirect yet significant financial pressures on Canadian Fire Departments, requiring proactive planning and adaptable budgets.

Extending the Life of Aging Fire Trucks – Risks and Realities

Relying on aging fire apparatus creates several challenges that can affect both the effectiveness and safety of Fire Department operations.

- **Higher Maintenance Costs:** As fire trucks age, they typically require more frequent and costly repairs. These costs can escalate further if replacement parts are affected by tariffs or disruptions to the supply chain.
- **Increased Downtime:** Older vehicles are more susceptible to mechanical failures, leading to greater downtime and reduced availability during critical emergency responses.
- **Safety Concerns:** Outdated equipment may lack modern safety and operational features, increasing the risk to both firefighters and the public.

- **Operational Inefficiencies:** Aging vehicles often experience reduced performance and lower fuel efficiency, which limits their overall reliability and effectiveness during emergency operations.

Refurbishing existing apparatus might offer a short-term fix, but it is not a sustainable way to maintain a high-functioning emergency response system in the long term. Any refurbishment efforts should comply with the NFPA 1910 Standard for Inspection, Maintenance, Refurbishment, Testing, and Retirement of In-Service Emergency Vehicles and Requirements for Marine Firefighting Vessels and adhere to Fire Underwriters Survey (FUS) recommendations to ensure safety, compliance, and operational reliability.

8.1 Operating Budget

The SFES 2025 Operating Budget (expenditures after revenue) is set at \$2,224,000. This figure includes budget categories for Payroll, Materials, Supplies, Services, Contracted Services, Interest, Rent, and Financial Expenses, as well as Revenue. The 2025 Operating Budget reflects a 5.07% (\$107,500) increase compared to 2024. The main factors driving the overall increase are higher costs for Salaries, Wages, and Benefits, amounting to \$46,100; \$42,600 for Materials, Supplies, and Services; \$39,100 for Contracted Services; and decreases in projected Revenue.

As detailed in the following table, from 2022 to 2024, the department experienced a total budget increase of \$324,000, representing an average annual growth of 5.71%. During the same period, Canadian inflation rates rose by 13.13%, which averages out to 4.37% annually. Additionally, as shown in Table #26, the department has recorded small positive year-end variances in each of the past two years.

TABLE #25: 2022 – 2025 BUDGET INCREASE VS. CANADIAN INFLATION RATE

Year	Budget Increase	% Increase	Canadian Inflation Rate
2022	\$82,000	4.57%	6.80%
2023	\$154,800	8.26%	3.89%
2024	\$87,200	4.30%	2.44%
2025	\$107,500	5.07%	TBD

The budget variances for SFES (Table #26) from 2022 to 2024 are not significant and remain well within acceptable limits for a municipal Fire Department. In 2022, the department experienced a minor overage of 0.5%, reflecting normal operational fluctuations. The variances

in 2023 and 2024, at 4.2% and 2.1% respectively, are under budget and fall within the typical tolerance range accepted by most municipalities, which is often up to 5%. These figures suggest that SFES is managing its budget responsibly and effectively. These modest variances should be viewed as a sign of prudent fiscal oversight.

Looking ahead, these results indicate that only minor adjustments are necessary in future budget planning. Monitoring key cost drivers such as personnel expenses, fuel, and equipment maintenance will help keep the budget aligned with operational needs. Importantly, these variances do not justify significant budget cuts or reallocations. Maintaining a small financial cushion remains prudent given the unpredictable nature of emergency services.

The SFES’s budgeting appears stable and well-managed. Continuing to monitor variance reports and making careful adjustments based on five-year rolling average actuals will continue to support sound financial planning.

TABLE #26: 2022 – 2025 APPROVED BUDGET/YEAR-END ACTUAL EXPENDITURES/VARIANCE

Year	Approved Budget	Year End Actual	Variance
2022	\$1,874,500	\$1,884,737	-\$10,237
2023	\$2,029,300	\$1,982,191	\$86,046
2024	\$2,116,500	\$1,914,369	\$44,319
2025	\$2,223,900		

★ **Recommendation #52** - That the Fire Chief continue to assess line-by-line operating expenses against five-year rolling average actuals and make the necessary budget adjustments.

8.2 Historic Capital Budget

An assessment was conducted to evaluate the timely completion and effectiveness of recent capital projects in meeting the operational needs of the department. From 2022 to 2025, the Township has invested significantly in SFES assets. These investments include, but are not limited to, apparatus replacements, acquisition of heavy extrication equipment, portable radio upgrades, decontamination equipment, and improvements to fire stations.

Except for the new aerial ladder, which was budgeted for 2024 and awaiting the outcome of this report, all approved capital projects during this period, including those scheduled for 2025, have either been completed or are currently underway.

8.3 Asset Management and Long-Range Capital Forecast

8.3.1 Asset Management Plan (AMP)

In many Ontario Municipalities, infrastructure is aging faster than it is being repaired or replaced, creating significant risks to the continuity and quality of municipal services. In response, the province introduced the Asset Management Planning for Municipal Infrastructure Regulation (O. Reg. 588/17, as amended by O. Reg. 193/21), which took effect on January 1, 2018.

Under this regulation, all municipalities must identify lifecycle activities for each asset category over a ten-year period by July 1, 2025, to sustain the proposed levels of service.

In response, on May 26, 2025, the Council approved the Scugog Asset Management Plan (AMP) to continue supporting investments in roads and capital infrastructure.

According to the AMP, the five-year period (2023–2027) has identified the replacement of \$11.7 million worth of vehicles across approximately 82 different assets, including fire vehicles. The Township will need to evaluate the condition of these vehicles as their replacement dates approach. Additionally, during the same period, replacements worth \$2.5 million have been identified for equipment assets, including the region-wide fire radio system (\$281,100) and the replacement of pooled Self-Contained Breathing Apparatus (SCBA) units (\$363,300).

An effective asset management program should assess whether the timing of asset replacements aligns with the expected service life of Fire Department assets, such as fire trucks and specialized equipment. This assessment should be guided by industry best practices and safety standards to ensure that equipment remains current, reliable, and fully operational. Equally important is evaluating the current condition and reliability of assets to improve forecasting for future replacement needs.

Municipalities must also consider the rising cost of equipment by ensuring sufficient funding is available to cover the full replacement cost, including inflation and increasing maintenance expenses.

Following industry standards, such as those established by the NFPA and FUS, is essential for setting appropriate replacement cycles and ensuring operational readiness. Comparing

practices with other Ontario municipalities can also offer valuable insights into enhancing asset replacement strategies.

In this section, EMG's review of the SFES asset replacement program will focus on assessing the adequacy of funding for identified replacements and ensuring that the replacement cycle is both timely and aligned with recognized industry standards.

8.3.2 Long-Range Capital Forecast

The current SFES capital forecast extends through 2030 and outlines \$3,711,000 in proposed expenditures. Due to ongoing uncertainty related to inflation, tariff negotiations with the United States, and their potential economic implications, projected capital budgets, especially for high-cost items such as fire apparatus, should be regularly reviewed and adjusted as necessary to ensure they remain sufficient and aligned with current market conditions.

★ Recommendation #53 - That projected capital projects be regularly reviewed and adjusted as needed to ensure adequate funding that is reflective of current market conditions.

During the review period, EMG could not identify a technology-based asset management process that captures all SFES capital assets with corresponding lifecycle replacement timelines. Implementing a centralized, technology-enabled asset management system is essential for a modern fire service to maintain operational readiness, fiscal accountability, and long-term sustainability.

A formal asset management platform that tracks purchase dates, condition, maintenance/testing intervals (NFPA/provincial), estimated useful life, and future replacement cost projections (minimum 10-year horizon) allows SFES to accurately forecast capital needs, avoid unplanned expenditures, and proactively smooth capital pressures over time. It also directly supports compliance obligations under Ontario Regulation 588/17 and aligns Fire Department asset planning with the broader corporate asset management framework.

Lifecycle-based forecasting is particularly important given SFES's upcoming heavy capital requirements, such as the \$2,100,000 Pumper (Quint) scheduled in 2029, which will combine aerial capability with engine functionality—representing a key strategic investment that must be anticipated and financially prepared for well in advance.

A technology-based asset management system will also strengthen SFES's ability to justify capital requests, optimize replacement timing, leverage bulk purchasing opportunities, and document regulatory compliance. Most importantly, it ensures that mission-critical

equipment—apparatus, bunker gear, SCBA, radios, etc.—is replaced before reliability or safety becomes compromised, thereby reducing downtime, supporting NFPA compliance, and sustaining frontline service delivery to the community.

TABLE #27: SFES 2026 – 2030 CAPITAL FORECAST

	2026	2027	2028	2029	2030	Total
Fire & Emergency Services						
Fire Admin						
St. 62 Renovations Project Desing	75,000					75,000
Portable Radio Replacement	40,000					40,000
St. 62 Renovations/Expansion					5,000,000	5,000,000
St. 61 Natural Gas Generator	200,000					200,000
Total Fire Admin	315,000				5,000,000	5,135,000
Fire Fleet						
St. 62 Rescue Boat		185,000				185,000
Replacement of Fire SUV			78,000			78,000
Replacement of Rescue Truck					1,275,000	1,275,000
Replacement of Rescue Truck	500,000					500,000
Replacement of Fire SUV	76,000					76,000
Replacement of Fire Pumper Truck				2,100,000		2,100,000
Replacement of Rescue Truck			550,000			550,000
Total Fire Fleet	576,000	185,000	628,000	2,100,000	1,275,000	4,764,000
Total Fire & Emergency Services	891,000	185,000	628,000	2,100,000	6,275,000	10,079,000

8.4 User Fees

User fees help cover fire service costs that aren't fully paid by property taxes, ensuring that non-residents, third parties, or repeated offenders contribute fairly. In Scugog, fees are charged for incidents such as highway crashes, hazardous materials responses, technical rescues, and repeated false alarms, encouraging responsible use of services. The revenue collected supports equipment upgrades, staff training, and public education initiatives. The 2025 Fee Schedule aligns with Ontario best practices, applying cost-recovery principles that consider firefighter hours, apparatus use, administrative efforts, and consumables, with tiered fees for false alarms based on provincial standards.

While the fee schedule is robust overall, the following areas for expansion to improve its effectiveness are presented for Council consideration.

File Searches and Requests for Written Reports – Establish standard and expedited fees for Fire Code Compliance Letters, Records Searches, or Inspections to address time-sensitive requests, particularly from real estate transactions.

Fire Department Response / Fees / Indemnification Technology – Schedule G outlines a cost recovery process for Fire Department responses utilizing Indemnification Technology, such as that employed by third-party specialists in Fire Department cost recovery. Nonetheless, research carried out by EMG indicates that this section of Schedule G is not currently being applied.

There are third-party cost recovery companies that offer a cost-recovery service, enabling municipalities to recover fire response costs directly from insurance providers instead of billing residents. When a Fire Department responds to an insured property, incident details are sent to the third party, which then submits a claim to the property's insurer under the policy's indemnification clause. If the claim is approved, payment is made to the municipality, with the third party often taking a commission of about 30%.

This approach offers several benefits, including creating a non-tax revenue stream for the municipality, maintaining goodwill with residents by avoiding direct charges, and requiring minimal internal administrative effort. However, there are considerations to address: residents might not be aware that their insurance covers such incidents, and insurers could sometimes dispute claims. Clear communication and transparency are vital to ensure the program is well understood and effectively implemented.

8.5 Development Charges

Subsection 2(1) of the Development Charges Act states that the Council of a municipality may, by by-law, impose development charges on land to cover increased capital costs resulting from greater service needs caused by development within the area to which the by-law applies.

In response, the Township approved By-law Number 16-24, a by-law to set Development Charges for the Corporation of the Township of Scugog.

★ **Recommendation #54** - That the Fire Chief be instructed to prepare and present a report to Council recommending that the Township enter into an agreement with a third party to recover fire suppression costs from insured properties through their indemnification cost-recovery program.

The fire services development charges specified in Schedule B of the by-law are as follows:

- Single and Semi-Detached: \$1,513
- Rows and Other Multiples: \$1,227
- Apartments: \$843

Whether these amounts are enough depends on several key factors, especially when considering Ontario's Development Charges Act, 1997, and fire protection cost trends across the province.

The fire services component of the Township's Residential Development Charges is a valuable part of the overall development framework. It demonstrates good infrastructure planning by making sure that new growth helps cover the costs of emergency services. Using different charges based on housing type also aligns with common practice, recognizing that service demands differ between single-detached homes and higher-density residential types like apartments.

However, the current charge of \$1,513 per unit for single and semi-detached dwellings seems modest when compared to similar municipalities across Ontario. In many urban-fringe or growing communities, fire development charges usually range from \$2,000 to \$4,000 per unit to properly support future capital investments in fire stations, vehicles, and training facilities. As fire service infrastructure becomes more costly—with apparatus often exceeding \$1 million and new station construction costing between \$5 and \$10 million—there is a risk that the current fee will not sufficiently cover long-term requirements.

Furthermore, the current development charge may not fully reflect potential changes in the Fire Department's staffing model. While a combined, mostly volunteer service model has lower capital and operating costs, any move towards more full-time staffing in the future would require considerably greater investment. Without a thorough alignment between development charges and the expected evolution of fire services, the municipality could encounter funding gaps that strain existing services or delay essential infrastructure upgrades. The following are approximate values of fire services development charges for single/detached dwellings in comparison to municipalities.

- Town of Whitchurch-Stouffville: \$3,300
- City of Kawartha Lakes: \$2,500
- Town of Innisfil: \$3,100
- Town of Halton Hills: \$2,900
- Township of Uxbridge: \$1,601
- Township of Brock: \$2,619

The current fire services development charge of \$1,513 per single or semi-detached unit seems low. It might not fully cover the substantial capital investments needed to support fire protection as the community expands. This integration will help ensure that the department remains equipped to maintain safe and effective emergency response levels without increasing pressure on the municipal tax base.

★ **Recommendation #55** - The Township should reevaluate its fire capital forecast, considering the long-term needs outlined in the development charge background study. This should include planned apparatus replacements or additions, station construction or expansion, training infrastructure, and upgrades to technology and communications systems. It is also crucial that development charges align with the Fire Master Plan to ensure that future growth adequately supports the fire service's evolving requirements.

Section 9

Review of Previous Fire Master Plans and FUS



SECTION 9: PREVIOUS FIRE MASTER PLANS AND FIRE UNDERWRITERS' SURVEYS

9.1 Previous Fire Master Plans

A Fire Master Plan (FMP) is a strategic document developed by a municipality or Fire Department to guide fire protection and emergency services over a period of five to ten years, sometimes extending up to 15 years. This extended timeframe is vital for any organization, especially for communities experiencing rapid growth. It acts as a roadmap for resource management, identifying community risks, and ensuring fire services meet current and future needs. The plan relies on data and considers factors such as population growth, demographics, land use, fire risk trends, response times, and the condition and capacity of existing resources—including personnel, facilities, equipment, and technology.

The primary objective of a Fire Master Plan is to enhance public safety and deliver services efficiently within a specified budget. It generally includes recommendations for staffing levels, station locations, apparatus deployment, fire prevention efforts, public education initiatives, and training standards. By comparing current operations with best practices and national standards, the plan establishes a foundation for ongoing improvement and informed decision-making.

Fire Master Plans are essential for municipal leaders and Fire Departments to guide investments, improve response capabilities, and prepare for future growth. They also foster transparency and accountability by involving stakeholders—including elected officials, fire personnel, and the community—in the planning process. This collaborative method helps ensure that fire services meet the specific needs and expectations of the community.

In a rapidly evolving environment, Fire Master Plans provide a proactive approach to managing risks, responding to emerging challenges such as climate change and urban expansion, and maintaining high levels of emergency readiness. Ultimately, they help municipalities develop safer, more resilient communities through strategic planning and responsible stewardship of public resources.

Fire Departments create Fire Master Plans to ensure they can effectively manage resources, respond to emergencies, and provide public safety services. These plans are essential for:

- **Planning for growth:** Fire Departments must plan for building new fire stations and hiring more staff to meet increasing populations and the demand for additional firefighters.

- **Resource management:** Fire Master Plans assist Fire Departments in managing their resources effectively, ensuring they have the appropriate number of personnel, facilities, equipment, and technology to meet the community's needs.
- **Community engagement:** By involving stakeholders in the planning process, Fire Departments can make sure that their services meet the community's specific needs and expectations.
- **Continuous improvement:** Fire Master Plans lay a foundation for ongoing improvement and informed decision-making, enabling Fire Departments to adapt to evolving circumstances and improve their services.
- **Public safety:** Ultimately, Fire Master Plans support public safety by ensuring Fire Departments are well-prepared to respond to emergencies and safeguard the community.

Fire Master Plans are an essential part of Fire Department operations, aiding them to be more efficient, effective, and responsive to community needs. A Fire Master Plan answers three questions:

- Where is the Fire Department now?
- Where will it need to be in the future?
- How does the department arrive there?

9.1.1 Previous Fire Master Plan of 2017

Overview

This report offers a status update on the implementation of the recommendations outlined in the 2017 Master Fire Plan for the Township of Scugog Fire and Emergency Services. The plan aimed to improve operational readiness, administrative efficiency, community risk reduction, and training capabilities.

Each recommendation has been assessed as either Fully Implemented, Partially Implemented, or Not Implemented, based on documented notes and status updates provided by staff.

TABLE #28: SUMMARY OF IMPLEMENTATION STATUS

Implementation Status	Number of Recommendations
Fully Implemented	14
Partially Implemented	11
Not Implemented / No Status	Remaining (to be confirmed individually)

Highlights by Status

Fully Implemented (14 Recommendations)

Several core recommendations were completed, including:

- Updating the department's Mission, Vision, and Values.
- Annual reporting processes, including expanded content for Council and public transparency.
- Review of the Open-Air Burning By-law and its publication on the website.
- Community Risk Reduction education programs.
- Various training program improvements, including live fire exercises and officer development.
- These demonstrate a strong alignment with best practices and responsiveness to changing public safety needs.

Partially Implemented (11 Recommendations)

These items have been started but are either ongoing, incomplete, or do not have formal review cycles:

- Administrative support capacity was improved, but might not reach the intended scale.
- Performance measurement processes were implemented but not standardized.
- Fire prevention inspections and code enforcement saw a partial rollout due to resource limitations.
- Some policy and agreement reviews were conducted inconsistently or lacked full documentation.

These areas might need renewed strategic focus or additional resources to be completed fully.

Not Implemented / Undocumented

Some entries show no implementation status or lack relevant notes. These include:

- Formal review of fire service agreements.
- Consistent evaluation of automatic/mutual aid protocols.
- Succession planning frameworks.

These should be reviewed to clarify intent, feasibility, and how they might be integrated into future strategic planning cycles.

★ **Recommendation #56** - That SFES completes the next steps of the 2017 FMP as part of the recommendations of this Fire Master Plan, including:

1. Reassess Partial Implementations
2. Update Accountability Frameworks
3. Integrate into 2025 Fire Master Plan

9.2 Fire Underwriters Surveys

The Fire Underwriters Survey (FUS) is a Canadian organization that has critically assessed fire protection capabilities across Canadian communities for over a century. The main goal of the FUS is to provide data on public fire protection to support the underwriting and statistical analysis of subscribing insurance companies. This data is essential for determining a property's insurability and associated risk levels, which ultimately influence insurance premiums for property owners.

9.2.1 Origins and Development

The FUS established standards for evaluating fire protection services across Canada. Its roots date back to the early 20th century, when the need for a systematic approach to assess fire risks became evident. As urban growth increased, so did the complexity and scale of fire protection challenges. The FUS emerged as a response to these issues, providing a structured method for municipalities to manage fire risks.

Over the years, the FUS has developed a comprehensive methodology for evaluating fire services. This approach involves detailed field surveys conducted by FUS-certified fire protection

experts. These experts assess various aspects, including the adequacy, reliability, strength, and efficiency of Fire Departments, water supplies, and other safety facilities within a community. The results of these surveys determine a Public Fire Protection Classification (PFPC) for each municipality, which helps insurance companies evaluate the level of risk they are willing to cover in those areas.

Impact on Insurance and Community Planning

The PFPC system is crucial for determining fire insurance rates for properties within a community by assigning insurance grades. Although the FUS does not directly establish rates, the information it provides through the Fire Insurance Grading Index is essential for insurance companies when calculating rates for both commercial and residential properties. The PFPC, which evaluates a community's overall fire protection capabilities, is supplemented by the Dwelling Protection Grade (DPG), which specifically assesses the fire services' ability to protect detached dwellings.

Communities that attain higher PFPC or DPG ratings often experience reduced insurance premiums for residents. This rating system also motivates municipalities to invest in improving their fire protection services, as better ratings can lead to substantial economic advantages for property owners.

9.2.2 The Role of FUS in Modern Fire Protection

Besides evaluating fire hazards, the FUS enables communities to pursue specialized accreditations, such as the Superior Tanker Shuttle Service (STSS) accreditation. This title is given to Fire Departments that consistently ensure a sufficient water supply for firefighting in areas without hydrants.

FUS reports are crucial for guiding municipal planning and development. The data and recommendations they offer assist municipalities in making informed decisions about fire station locations, resource allocation, firefighting equipment procurement, and the strategic direction of fire services.

The FUS data helps insurers assess the fire risk level across different communities, which is vital for establishing insurable risk and setting premiums. By subscribing to FUS, these companies access standardized fire protection classifications, enabling them to evaluate the adequacy and dependability of fire services in various municipalities. This information ultimately influences their insurance offerings and pricing strategies.

The main objective of the PFPC system is to provide a standardized measure of the community's protective facilities' capacity to prevent and contain major fires. This is done by thoroughly

evaluating the adequacy, reliability, strength, and efficiency of the protective facilities and comparing the level of protection with the associated fire risk in the developed environment.

The fire insurance grading system does not focus on past fire loss records but evaluates fire risk based on the physical structure and composition of the built environment. While each insurance company has its own method for calculating underwriting capacities and rates, the PFPC and DPG classifications are very useful to insurers in determining the level of insurable risk within a community. When a community improves its PFPC or DPG, property owners might see a reduction in their insurance rates, and their underwriting capacities could increase.

9.2.3 Township of Scugog FUS Grading

The FUS grading for the Township of Scugog was not available during the development of this FMP.

The Public Fire Protection Classification (PFPC) is a numerical scale from 1 to 10 used by Commercial Lines insurers. Class 1 indicates the highest level of fire protection; in contrast, Class 10 signifies a lack of recognized fire protection or fire protection located beyond 5 km by road from the nearest fire station and 150 metres from the closest hydrant. The PFPC system evaluates how effectively a community's fire protection efforts prevent and control major fires that can occur in multi-unit residential, commercial, industrial, institutional, and construction settings.

To improve a grade, the strategy generally includes enhancements in fire inspection, public education, and the installation of additional dry hydrants as water sources in rural areas. Farms with ponds or rivers running through them would also benefit from a higher grade by installing dry hydrants. Future tanker replacements with larger water capacity tanks of 11,365 litres (2,500 imp. gallons) or more would further raise the grade. Larger tankers would improve the Superior Tanker Shuttle Service grade by allowing the department to supply larger volumes of water.

The second grading system, Dwelling Protection Grade (DPG), assesses the level of protection available for small buildings like single-family homes and is used by Personal Lines insurers. The DPG is a numerical scale from 1 to 5, where 1 signifies the highest grade and 5 indicates minimal or no fire protection. Grade 5 also means that fire protection reaches beyond the 8 km road travel distance to the nearest fire station. This grade reflects a community's ability to respond to fires in small buildings, including single-family and semi-detached homes. As previously mentioned, installing dry hydrants could boost the grading of some residences, as having a water source closer to the building improves fire protection.

With the ongoing and anticipated growth of Scugog, EMG recommends that the Township apply for and regularly update its FUS grades every five years. This will help the community plan for future fire service and water infrastructure. The Fire Chief can update and maintain SFES's status through FUS's online portal. All Fire Chiefs have free access to the portal, which allows for quick and easy information entry. EMG also suggests that the Municipality engage FUS for a public fire protection analysis to support better decision-making for future planning.

A Public Fire Protection Analysis (PFPA) conducted by the Fire Underwriters Survey (FUS) provides several advantages for municipalities. It enhances fire protection services, improves resource allocation, and can lead to lower insurance premiums for residents. This analysis offers a detailed review of fire hazards within a community. It evaluates the effectiveness of current fire protection measures, ultimately increasing public safety and generating financial savings.

This process involves assessing current service coverage and recommending improvements based on best practices and industry standards. For example, suggestions might include relocating fire stations, upgrading equipment or adjusting staffing levels to ensure the Fire Department can respond quickly and efficiently to emergencies. There is also potential for reduced insurance premiums.

One of the main financial benefits of a PFPA is its influence on insurance premiums. The Fire Underwriters Survey uses PFPA results to assign a Public Fire Protection Classification (PFPC) and a Dwelling Protection Grade (DPG) to the community. These grades are important factors that insurance companies consider when setting property insurance rates. If a municipality improves its PFPC or DPG by adopting the PFPA's recommendations, property owners could see their insurance premiums decrease. Additionally, the community's underwriting capacity may improve, offering broader access to insurance coverage.

Strategic Planning for Future Growth

A PFPA is essential for addressing current fire protection needs and planning for future growth. As the community expands, demand for fire services will increase. Proactive planning, guided by the Fire Chief, ensures services remain effective, sustainable, and aligned with public safety standards. To maintain a FUS grading, each station must keep at least 15 firefighters on its roster; falling below this could result in a downgrade to Grade 5—equivalent to an unprotected community—and lead to consequences such as higher insurance rates.

★ **Recommendation #57 -**
The Municipality should consider commissioning a Public Fire Protection Analysis with FUS. Upon its completion, SFES ensures, through access to the FUS Municipal Portal, that its statistical data is the most current information.

Section 10

Recommendations, Timelines and Associated Costs



SECTION 10: RECOMMENDATIONS, TIMELINES, AND ASSOCIATED COSTS

10.1 Conclusion

During the completion of this review, the Fire Chief and volunteer firefighters demonstrated that they are truly dedicated to the community they serve. The Council are sincerely committed to ensuring the safety of the community and the firefighters.

The SFES endeavours to offer the most efficient and effective service possible based on current staffing, equipment, and fire station locations. By acquiring this FMP, the Municipality has demonstrated its desire to improve its services and delivery.

All costs and associated timelines noted in this report are approximate estimates that may be subject to change through implementation prioritization between the Fire Chief, CAO, and the Council.

This FMP is a long-range planning document, and EMG recommends that annual updates be completed, along with a full review conducted at the five-year mark.

10.2 Recommendations, Estimated Costs, & Rationale

The following chart provides a detailed overview of the recommendations presented throughout this report, along with estimated costs and suggested implementation timelines.



This FMP is the culmination of 57 recommendations.

Scugog Fire and Emergency Services Recommendations Chart

Section 1 – Community and Fire Department Overview

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
1	The Fire Administration is to review and update the bylaws as required when the needs and circumstances of the Township of Scugog change, thereby affecting the daily operations of the Fire Department.	Staff Time	Short-Term (1 to 5 years) ongoing	Ensuring all by-laws related to the Fire Department are current ensures they meet the most current legislation and regulations as permitted by-law. Most are fire safety-related, such as open-air bylaws, fireworks, and accessory accommodations.
2	Remove all references to the Emergency Management Program from the Establishing and Regulating By-law. Emergency Management should be an entity in its own right, including Its Own Bylaws and Budget.	Staff Time	Short-Term (1 to 5 years)	Within many municipalities, the CEMC or alternate may not always be the Fire Chief or deputy. Other administrative members may be department members, while others have full-time personnel dedicated to emergency management.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
3	<p>SFES develops a Vision and Values statement to support the Mission Statement, ensuring all three statements are consistent with the corporate Mission, Vision, and Values. These are included in the Establishing and Regulating By-law Schedule.</p> <p>Upon the Council's approval, the Fire Chief posts the three statements at each fire station.</p>	Staff Time	Short-Term (1 to 5 years)	<p>Mission, vision, and values statements are important to Fire Departments because they:</p> <ul style="list-style-type: none"> • Summarize the Fire Department's main ideas and mission. • Provide a clear direction for the department's journey. • Simplify decision-making and guide employees' day-to-day work. • Ensure alignment with the department's vision and mission.

Section 2 – Risk Assessment

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
4	The Fire Prevention Division of SFES should collaborate with the Planning and Building departments of the Township to promote the life-saving benefits of installing residential sprinklers in new home construction and multi-unit structures with fewer than six storeys.	Staff Time	Short-Term (1 to 5 years)	By collaborating, they can share crucial knowledge, mitigate fire risks, and ensure an effective response from residents in the event of a fire. Sprinklers may provide that extra time needed to escape the structure and reduce the risk of injuries or death.
5	It is recommended that the Fire Chief review stakeholder feedback from the surveys and interviews conducted to identify themes, service gaps, and opportunities for improvement, using the findings to guide priorities, resources, and future planning.	Staff Time	Short-Term (1 to 5 years)	Stakeholder input offers insight into community needs, challenges and strengths. Reviewing this feedback helps the Fire Chief make evidence-based decisions, align priorities with community expectations, allocate resources effectively, and support continuous improvement while maintaining public trust.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
6	Now that the completion of the Community Risk Assessment and this Fire Master Plan has taken place, EMG recommends that the Fire Chief utilize the components of the two documents' recommendations for developing and implementing the Community Risk Reduction Plan.	Staff Time	Short-Term (1 to 5 years)	This fire master plan is key to formulating the community risk reduction plan. With the Council's support, the Fire Chief can make informed decisions to reduce risks within the community.

Section 3 – Fire Department Divisions

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
7	The Fire Chief provides the Council with updates on the status of the SFES at least twice a year.	Staff Time	Short-Term (1 to 5 years)	<p>It is beneficial for a Fire Chief to provide reports every year directly to the Council for several reasons:</p> <ul style="list-style-type: none"> • Accountability: The Fire Chief is responsible to the Council for all aspects of fire safety and fire protection services within the municipality, in accordance with the FPPA. • Communication: Regular reporting enables the Council to receive timely updates on fire safety measures and service delivery, ensuring they stay informed about the effectiveness of fire protection efforts. • Policy Oversight: The Council can review these reports to evaluate the Fire Chief's performance and make informed decisions regarding fire safety policies and resources. • Public Trust: Delivering clear and thorough reports fosters public confidence in the Fire Chief's capacity to handle fire safety efficiently. <p>In the end, these factors are key contributors to a more effective fire service and enhance the overall safety of the community.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
8	SFES analyzes the functions, roles, and responsibilities of a Deputy Fire Chief and identifies any successes in passing their responsibilities to the full-time firefighters and the District Chiefs to aid in deciding to fill the position earlier than anticipated or continue to leave it in abeyance.	To be determined based on market considerations at time of budget preparation.	Short-Term (1 to 5 years)	Fire Departments have a Deputy Fire Chief responsible for daily staff management, overseeing all aspects of the department's fire suppression, prevention, public education, and training programs. The Deputy is usually second-in-command to the Fire Chief and focuses on executing the Chief's vision while managing the key operational areas of the organisation. The Deputy maintains continuity in the department's operations when the Fire Chief is absent.
9	The GIS Mapping is to be updated to reflect the 2025 streetscape of the Township. Additionally, the Township of Scugog's Building, Fire Departments, Information Technologies, and Planning Departments work collaboratively to ensure that all maps of new streets are available to all emergency services and their dispatch centres and to install street signs before any occupancy certificates are issued.	Staff Time	Short-Term (1 to 5 years)	Responding to emergencies requires current maps to ensure crews take the shortest route to a call location. Failing to have accurate, up-to-date mapping may endanger lives if crews cannot locate an address.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
10	The SFES explores opportunities to develop a fitness program for firefighters to follow and promote wellness. There needs to be Policies in place on the use of the fitness equipment.	Staff Time	Short-Term (1 to 5 years)	Firefighter fitness is essential for reducing the risk of injury or illness, as the profession can be very demanding on the body during strenuous emergency tasks. Fitness also contributes to overall well-being.
11	That the Township of Scugog, in collaboration with the SFES, implement the completion of the Province of Ontario's Firefighters' Cancer Prevention Checklist.	Staff Time	Short-Term (1 to 5 years)	Including the cancer prevention checklist will enhance the overall cancer prevention program for the well-being of SFES members.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
12	The Township of Scugog should enhance the benefits offered to firefighters by incorporating more comprehensive mental health and wellness support.	The cost will be dependent on the benefit provider and the package that the Township and SFES select.	Short-Term (1 to 5 years)	<p>Fire services should offer good mental and physical benefits, as they are essential for overall well-being. FDs should provide good psychological and physical benefit packages that are comprehensive for several reasons:</p> <p>SFES Staff Retention: Providing mental health support can lead to higher SFES staff retention rates, resulting in reduced turnover costs and a lower need for new hires.</p> <p>Productivity: SFES staff who feel mentally well are more focused, engaged, and motivated, which directly impacts productivity and performance.</p> <p>Cost Efficiency: Investing in mental health benefits can save businesses in the long run by preventing long-term absenteeism and reducing healthcare costs.</p> <p>Brand Reputation: Providing mental wellness support is a clear signal of a modern, employee-centric workplace.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
				<p>Employee Well-Being: A supportive benefits package fosters a healthier and happier team, leading to improved job satisfaction and morale.</p> <p>By prioritizing both mental and physical well-being, SFES can foster a more resilient workforce and enhance the overall performance of their organization.</p>
13	The SFES develop and implements, with the support of the Township of Scugog, physical and mental wellness programs.	Staff Time, in addition to the cost of obtaining outside expertise to develop such programs	Short-Term (1 to 5 years)	Having proactive programs in place will help ensure that members of SFES are physically capable of performing their duties as firefighters, while also supporting their mental wellness needs. In the end, these programs will reduce the lost time for personnel needing to be away from serving SFES. Regular physical activity can improve mood, reduce stress, and enhance cognitive function. It can also help manage symptoms of mental health conditions like depression and anxiety. Additionally, physical activity can boost self-esteem, improve sleep quality, and provide social support. These benefits contribute to a healthier lifestyle and a better quality of life.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
14	SFES references NFPA 1730's Annex C in determining the time spent completing fire prevention duties and assessing whether a full-time FPO is needed in that role, which works a five-day work week.	Staff Time	Short-Term (1 to 5 years)	Using this Annex from NFPA 1030 will help SFES determine its staffing needs in fire prevention.
15	SFES analyzes the interest of the volunteer firefighters in completing NFPA 1035, Level I, to assist with public education.	\$65.00 per course plus the students' time.	Short-Term (1 to 5 years)	Having extra personnel trained in NFPA 1035 will give SFES the chance to improve its community risk reduction program, helping to prevent fires and make the community safer.
16	The SFES FPO/PFLSE completes NFPA 1033, becomes certified and then enrolls to complete NFPA 921, which does not require certification.	\$65.00 for course registration, plus any time needed beyond their normal working hours	Short-Term (1 to 5 years)	Most Fire Departments assign the role of fire investigator to those in Fire Prevention, as they have expertise in building construction and are often not directly involved in fire extinguishment. As a result, they conduct investigations without bias.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
17	The SFES should work towards adopting the FUS frequency for inspections and, if unable to achieve it, develop an achievable hybrid schedule.	Staff Time	Short-Term (1 to 5 years)	<p>Adhering to the FUS recommended schedule of fire inspections is vital for several reasons:</p> <ul style="list-style-type: none"> • It helps meet fire safety regulations, ensuring compliance and reducing the risk of fire-related damage. • Regular inspections can detect deficiencies in fire protection measures, enabling timely upgrades. • They are crucial for reducing risks related to fire hazards, especially in buildings with higher fire danger. • Following a regular schedule can improve fire safety measures, increasing overall safety in buildings and properties. <p>By following these guidelines, SFES can create a safer environment for everyone.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
18	SFES monitors the effects of the upcoming by-laws for accessory dwellings and STAs and prepares to adjust staffing accordingly to meet the additional workload.	Staff Time	Short-Term (1 to 5 years)	<p>Inspecting short-term accommodations and accessory apartments is important for several reasons:</p> <ul style="list-style-type: none"> • It ensures adherence to local regulations and bylaws, which are vital for maintaining order and safety in communities. • The inspections assist local governments in enforcing regulations, ensuring that short-term rentals do not interfere with the long-term housing market. • They offer a way to identify and resolve potential issues, such as safety hazards or violations of property standards. • Regular inspections also help maintain the overall quality and safety of accommodations, promoting a safer living environment for residents and visitors. <p>These inspections are essential for maintaining safety and integrity of the Township.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
19	That the staff of the Township responsible for Plans Examination and the issuance of building permits be certified and issued a Building Code Identification Number (BCIN)	Staff time in addition to the cost of certification	Short-Term (1 to 5 years)	Having personnel certified to the requirements of being issued a BCIN adds expertise credentials to those individuals responsible for plan examination.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
20	Scugog Fire & Emergency Services should develop a structured training and Competency Framework that defines measurable annual training targets tied to core service standards. The framework should include yearly benchmarks for live-fire readiness, technical rescue competencies, officer development, and specialty response training.	Staff time	Short-Term (1 to 5 years)	<p>Establishing measurable training benchmarks ensures that SFES maintains operational readiness, compliance with NFPA 1001 (Firefighter Qualifications) and NFPA 1403 (Live-Fire Training Evolutions), as well as established municipal service standards. Defined annual targets will enable progress to be tracked and reported to the Council as part of the continuous improvement process and approved key performance indicators. Leveraging regional training centres and inter-municipal partnerships will reduce costs, promote standardized practices across aid partnerships, and increase training frequency for live-fire and high-risk, low-frequency events.</p> <p>This approach enhances firefighter safety, aligns with provincial certification requirements, and supports leadership succession through structured officer development opportunities.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
21	<p>Scugog Fire & Emergency Services (SFES) should implement a formalized professional development program that establishes clear, competency-based pathways for officer advancement and succession.</p> <p>The program should include defined leadership competencies, training requirements, and evaluation criteria aligned with NFPA 1021 (Fire Officer Professional Qualifications), provincial legislation, and the Township of Scugog’s human-resources framework.</p> <p>This initiative should be supported through annual professional development plans, mentorship opportunities, and partnerships with regional training centres.</p>	5,000-8,000	Short-Term (1 to 5 years)	<p>A structured professional development framework will ensure that SFES maintains a sustainable leadership conduit, promoting consistency, fairness, and transparency in officer advancement. As senior officers retire, the department will require a clear process for identifying and developing future leaders equipped to manage complex incidents, administrative duties, and legislative compliance. Establishing formal progression criteria tied to NFPA and provincial standards will enhance organizational professionalism, support accountability, and meet the Township’s expectations for equitable and competency-based promotion.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
22	<p>Scugog Fire & Emergency Services (SFES) should implement a structured Specialty Training and Competency Maintenance Program that ensures all high-risk, low-frequency disciplines —such as large animal rescue, ice and water rescue, elevator rescue, and hazardous materials awareness—are delivered and refreshed on an annual cycle. The program should align with NFPA 1670 / NFPA 2500 Standard Development, NFPA 1006 (Technical Rescue Personnel Qualifications) and NFPA 472/1072 (Hazardous Materials Response), and establish clear training intervals, competency verification, and participation tracking for all members.</p>	<p>To be determined based on current market conditions.</p>	<p>Short-Term (1 to 5 years)</p>	<p>Analysis of current training practices indicates that while vehicle extrication proficiency is consistently maintained, several specialized disciplines are trained on an irregular 2-to 3-year cycle, and hazardous materials refreshers are infrequent. These gaps increase operational risk, reduce response confidence, and may affect compliance with recognized industry standards. A formalized annual specialty training program will ensure SFES maintains readiness across all service levels, enhances firefighter safety, and ensures that technical rescue and hazardous-materials responses are conducted safely, effectively, and within defined service standards.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
23	Adopt a modern Records Management System (RMS) that is aligned with NFPA 1401 to enhance accountability and compliance.	\$40,000– \$75,000	Short-Term (1 to 5 years)	Supports efficient record keeping, improves data accuracy and accessibility, enhances operational reporting, and enables documentation needed to meet regulatory and organizational requirements.
24	Pursue partnerships for a regional live-fire training facility to address compliance gaps with NFPA 1403.	To be determined based on current market conditions.	Long-Term (6 to 10 Years)	Addresses NFPA 1403 gaps.
25	Develop a formal Recruit Firefighter Training Program aligned with NFPA 1001 & O. Reg. 343/22.	\$15,000	Short-Term (1 to 5 years)	Ensures compliance with NFPA 1001 and O. Reg. 343/22.

Section 4 – Fire Suppression / Emergency Response

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
26	<p>The SFES should monitor all response times from dispatch to arrival on scene. When measuring response times, the 80th percentile criterion is the recommended standard endorsed by NFPA 1720.</p>	<p>Staff Time</p>	<p>Short-Term (1 to 5 years)</p>	<p>Using the 80th percentile to monitor response times, as advised by NFPA 1720, offers an accurate measure of performance, helps uncover coverage gaps, and supports staffing and deployment planning to ensure prompt, dependable emergency responses.</p>
27	<p>The Fire Chief should review the daytime and weekend staffing mitigation strategies, including available career and volunteer staffing models, as outlined in Section 4.1.3 of this report, following a comprehensive assessment of current daytime staffing availability.</p>	<p>Staff Time Any additional staffing costs based on the mitigation strategy(s) approved by the Council</p>	<p>Short-Term (1 to 5 years)</p>	<p>The data in this section shows a decreasing trend in both initial on-scene staffing and the average number of personnel at incident scenes. When this is considered alongside fire occurrence data and property loss per incident, especially compared to other municipalities, it raises greater concern about staffing levels during peak incident times, which usually occur between 12:00 p.m. and 5:59 p.m., and on Saturdays.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
28	The Fire Chief should investigate the potential to expand the tiered medical response criteria for SFES.	Equipment, Training, Fuel, and Apparatus Maintenance Costs	Short-Term (1 to 5 years)	Given SFES's generally lower overall call volume, the fact that the proportion of residents aged 65 and older exceeds the provincial average, and survey results showing that 37.84% of respondents expressed a desire for improvements to tiered medical response, there is a clear opportunity to consider expanding the current response criteria. This could improve service delivery and better address the medical needs of the community.
29	All SFES suppression personnel should receive awareness-level training for technical rescues per the NFPA 1006 standard, supported through the Fire Service Agreement with Oshawa Fire Services.	Staff Time Training Costs and Course Enrollment Fees	Short-Term (1 to 5 years)	At a minimum, SFES suppression personnel should be trained to the awareness level for technical rescues as outlined in the NFPA 1006 standard, supported by the Fire Service Agreement with Oshawa Fire Services per the Establishing and Regulating By-law.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
30	It is recommended that the Council continue supporting SFES's hazardous materials response capabilities at the Operations Level to ensure ongoing preparedness through local resources, mutual aid agreements, and access to provincial support.	The on-going costs of supporting hazardous materials training, equipment needs, and response.	Short to Long Term (1 to 10 years)	The CRA identifies a heightened risk of dangerous goods transportation incidents, especially those involving potential releases on roadways that could endanger public safety and the environment. Incidents on bridges carry an additional risk, as they may lead to hazardous materials entering local watercourses.
31	It is recommended that SFES revise its recruitment process to enhance accessibility by implementing in-house testing and adopting a conditional hiring approach. This approach enables candidates to obtain necessary certifications with departmental support, thereby reducing financial and systemic barriers for local applicants.	Staff Time	Short-Term (1 to 5 years)	SFES has recently revised its recruitment model. Previous recruitment required candidates to successfully complete Stage 1 and Stage 2 of the Ontario Fire Administration Inc. (OFAI) candidate testing. Additionally, recruitment focused on individuals who already had basic NFPA Firefighter certification, generally achieved through pre-service firefighter training.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
32	It is recommended that SFES investigate the feasibility and firefighter retention advantages of covering DZ drivers' licence renewal costs.	Approximately \$90.00 per member every five years.	Short-Term (1 to 5 years)	Covering DZ licence renewal costs for volunteer firefighters lowers financial barriers, supports recruitment, and enhances retention by showing municipal recognition of their service. This investment boosts morale and commitment, ensures enough qualified drivers to keep operational readiness, and helps sustain the volunteer model by making the role more appealing and competitive.
33	SFES should evaluate a targeted benefits package for volunteer firefighters, aligned to peak-time availability and retention goals, to strengthen recruitment outcomes and reduce turnover.	To be determined based on current market conditions.	Short-Term (1 to 5 years)	A targeted benefits package can measurably boost recruitment, peak-time availability, and retention at a predictable, scalable operating cost.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
34	It is recommended that, upon filling the current Deputy Fire Chief vacancy, SFES develop and implement a formal pre-incident planning program in alignment with NFPA 1620 to enhance operational readiness and incident effectiveness.	<p>Staff Time</p> <p>Any Information Technology costs (i.e., software, laptops, tablets) if existing solutions are not available.</p>	Short-Term (1 to 5 years)	An effective pre-incident planning program is a vital part of a Fire Department's strategy to lower property damage and enhance safety for the public and emergency responders during fires and other emergencies.
35	That, as an immediate priority, the Fire Chief, following a set timeline, collaborates with Oshawa Fire Services to resolve all outstanding full-service dispatch issues. If these issues are not resolved within the designated timeframe, the Fire Chief shall seek Council's approval to explore transitioning to an alternative full-service dispatch provider that meets NFPA 1225 requirements.	Staff Time	Short-Term (1 to 5 years)	EMG's research for this report identified gaps in the implementation of certain agreement components. These problems mainly relate to ongoing issues in switching to the new Computer-Aided Dispatch (CAD) system, which has impacted full compliance and operational effectiveness.

Section 5 - Facilities, Vehicles and Equipment, and Water Supply

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
36	That SFES installs sensors on all the overhead doors along with red and green lights.	\$5,000 to \$10,000	Short-Term (1 to 5 years)	Sensors will improve firefighters' safety when working near overhead doors. They might walk through the opening during a fire call, rushing to get on the truck, and not notice it is closing. The red/green lights will prevent damage to the doors by trucks striking them when they are not fully open.
37	The Township of Scugog arranges for a structural condition audit of Fire Station #62, which examines the functionality of all building components.	\$4,000 to \$8,000	Short-Term (1 to 5 years)	Station 62 is aging and needs a structural and energy efficiency assessment to find areas for improvement, reduce heat loss, improve lighting, and lower energy costs. The station has exceeded its lifespan and may require replacement instead of renovations or additions when considering costs.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
38	All pumpers and tankers should be on a replacement cycle based on the Fire Underwriters and NFPA-recommended lifecycles.	Staff Time to develop a replacement schedule, in addition to identifying the capital vehicle replacement costs	Short-Term (1 to 5 years) ongoing	<p>Fire trucks are replaced according to the Fire Underwriters Survey (FUS) schedule to ensure safety and compliance with fire protection standards.</p> <ul style="list-style-type: none"> • The apparatus requires a pre-determined replacement schedule to reduce the risk of the fire apparatus failing the required tests or experiencing extended periods of downtime. • Older apparatus is more prone to breakdowns, and in some cases, replacement parts are limited in availability. • Extending the replacement schedule beyond 20 years could affect the Fire Department's operational requirements. • Aging equipment beyond FUS lifespan may increase residents' insurance premiums.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
39	<p>SFES enters into a response agreement with a neighbouring fire service, allowing their aerial unit to respond upon request. The Fees and Charges By-law would need to be amended to enable full-cost recovery for this response, pending invoicing from the responding department.</p>	<p>\$2,000 to \$3,500</p> <p>Standby Fee plus the Cost of its Responding (salaries).</p>	<p>Short-Term (1 to 5 years)</p>	<p>Response agreements can benefit fire departments lacking aerial support by encouraging collaboration and mutual aid.</p> <p>These agreements enable neighbouring communities to share resources and respond effectively during emergencies. They can improve public safety by allowing quicker responses to larger incidents.</p> <p>Overall, response agreements can be beneficial for Fire Departments in such situations.</p>
40	<p>The SFES should conduct a feasibility review to determine the purchase of an aerial device for use as a frontline apparatus and then allocate a budget for a capital expenditure to acquire an aerial device within the next six to ten years.</p>	<p>\$2.2 M</p>	<p>Long-Term (6 to 10 years)</p>	<p>The SFES does not have an aerial device and with future growth the need to have one increases rather than relying on neighbouring departments to respond with theirs as it may not always be available for SFES's use when needed.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
41	SFES should ensure the availability of at least one spare pumper truck.	Staff Time and costs for associated apparatus	Short-Term (1 to 5 years)	A Fire Department should have a spare apparatus. Spare apparatus is usually used when front-line units are out of service for maintenance or repairs. Older, well-maintained apparatus can be assigned to spare or reserve duty. Keeping a spare apparatus is vital for operational readiness and efficiency.
42	The Township of Scugog is to analyze vehicle repair costs by a third party over the past three years, comparing them to the costs of operating a mechanical division. This evaluation would encompass all vehicles in the Township's fleet.	Staff Time	Short-Term (1 to 5 years)	<p>Conducting a cost analysis of repairs for all Township-owned vehicles provides several advantages:</p> <p>Cost Effectiveness: Evaluates whether third-party repair services are generally more affordable than in-house repairs due to lower labour costs and access to specialized equipment.</p> <p>Data-Driven Decision-Making: Leveraging data analytics can help identify patterns and improve repair strategies, leading to better financial results.</p> <p>Operational Flexibility: Third-party services provide increased flexibility in availability and access to parts, which can be vital for fire vehicles.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
				<p>Expertise: Third-party repair services often have specialized knowledge in fire vehicle maintenance, which can improve repair quality and lower the risk of further damage.</p> <p>Overall, evaluating all vehicle repair costs, whether done internally or externally, can result in more efficient and effective management of vehicle maintenance.</p>

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
43	Advise that the SFES identify areas within the Township where a dry hydrant could assist in filling tankers more quickly by providing access to water sources closer to incidents. Once key locations are identified, they should be budgeted for and installed accordingly.	\$3,000 to \$5,000 per dry hydrant, including installation	Short-Term (1 to 5 years)	Fire departments should install dry hydrants to ensure a dependable water source for firefighting, especially in areas lacking traditional water supply systems. Dry hydrants enable firefighters to access non-pressurized water sources, such as lakes, ponds, or streams, providing a reliable means of supplying water to fire apparatus. This is especially useful in remote areas where maintaining an uninterrupted water supply at the fire scene can be difficult. Installing dry hydrants can save lives and money by offering a cost-effective way to extend firefighting capabilities in rural regions. Moreover, dry hydrants help conserve water by utilizing available local sources, thereby reducing pressure on limited water resources.

Section 6 - Emergency Management

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
44	That the Township of Scugog designate a second alternate CEMC	Staff Time	Short-Term (1 to 5 years)	Having an additional CEMC will reduce the risk of having no CEMC available during a declared emergency.
45	Designate and equip secondary/tertiary EOCs and ensure all EOCs/reception centres have adequate backup power generation.	\$80,000–\$120,000	Short-Term (1 to 5 years)	Ensures continuity of operations by sustaining operations during prolonged outages.
46	That the Township of Scugog establish its Emergency Management Program as a separate entity from the Fire Department, that includes its own By-law, budget and organizational chart.	Staff Time	Short-Term (1 to 5 years)	Doing so will bring the Emergency Management Program in line with the EMCPA and provide clarity to the Township’s program.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
47	Create a comprehensive IMS/BEM staff training matrix and succession plan for emergency management.	\$5,000–\$10,000	Short-Term (1 to 5 years)	Maintains IMS and BEM compliance despite turnover.
48	Establish formal agreements with NGOs (e.g., Red Cross, Salvation Army) and develop hazard-specific sub-plans based on HIRA, supported by NGO agreements and provincial/federal grant funding.	Staff Time	Short-Term (1 to 5 years)	Improves long-term recovery capacity.

Section 7 - Mutual Aid, Automatic Aid and Fire Service Agreements

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
49	The Fire Chief encourages other members of the Region of Durham Mutual Aid Plan and Program to update the document and its Appendices.	Staff Time	Short-Term (1 to 5 years)	Ensures all documents within the Plan and Program are current and accessible during emergencies.
50	The Fire Chief must review and update all by-laws relating to Mutual Aid, Automatic Aid and Fire Protection and present the updated version to the Council for their consideration and passage.	Staff Time	Short-Term (1 to 5 years)	Reduces response times in border areas.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
51	Embed annual joint training sessions into mutual and automatic aid agreements to improve interoperability.	\$10,000 annually	Short-Term (1 to 5 years)	<p>Training between mutual aid Fire Departments is essential and feasible, as it improves collaboration and response abilities during emergencies.</p> <ul style="list-style-type: none"> • Mutual aid agreements enable Fire Departments to support each other across jurisdictional borders, ensuring local resources are used efficiently when required. • Joint training sessions are crucial for uniting departments and enhancing cooperation among members. • These training efforts are grounded in reciprocity and collective care, promoting a strong community response to emergencies. <p>Overall, effective training and mutual aid agreements are essential for enhancing the response and safety of Fire Departments within their communities, which strengthens interoperability.</p>

Section 8 - Finance

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
52	That the Fire Chief continue to assess line-by-line operating expenses against five-year rolling average actuals and make the necessary budget adjustments.	Staff Time	Short-Term (1 to 5 years)	The SFES's budgeting appears stable and well-managed. Continued attention to variance reporting and careful adjustments based on five-year rolling average actuals will further support sound financial planning.
53	That projected capital projects be regularly reviewed and adjusted as needed to ensure adequate funding that reflects current market conditions.	To be determined based on current market conditions	Short-Term (1 to 5 years) annually	In light of ongoing uncertainty related to inflationary pressures, tariff negotiations with the United States, and their potential economic impact, projected capital budgets, particularly for high-cost items such as fire apparatus, should be regularly reviewed and adjusted as needed to ensure they remain adequate and reflective of current market conditions.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
54	That the Fire Chief be directed to prepare and present a report to Council recommending that the Township agree with a third party to recover fire suppression costs from insured properties through their indemnification cost-recovery program.	Staff Time.	Short-Term (1 to 5 years)	Third parties offer a cost-recovery service that enables municipalities to recover fire response costs directly from insurance providers, eliminating the need for residents to be billed.
55	The Township should reevaluate its fire capital forecast, considering the long-term needs outlined in the development charge background study. This should include planned apparatus replacements or additions, station construction or expansion, training infrastructure, and upgrades to technology and communications systems. It is also crucial that development charges align with the Fire Master Plan to ensure that future growth adequately supports the fire service's evolving requirements.	Staff Time	Short-Term (1 to 5 years)	The current fire services development charge of \$1,513 per single or semi-detached unit appears relatively modest. It may not fully support the significant capital investments required to sustain fire protection as the community grows.

Section 9 – Review of Previous Fire Master Plans and FUS

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
56	<p>That SFES completes the next steps of the 2017 FMP as part of the recommendations of this Fire Master Plan, including:</p> <ol style="list-style-type: none"> 1. Reassess Partial Implementations 2. Update Accountability Frameworks 3. Integrate into 2025 Fire Master Plan 	Staff Time	Short-Term (1 to 5 years)	<p>By completing the balance of the recommendations from the 2017 FMP, SFES will:</p> <ul style="list-style-type: none"> • Identify barriers (e.g., funding, staffing, policy gaps) that have delayed completion and develop targeted strategies for each outstanding item. • Establish clearer timelines, responsibilities, and reporting tools to support the next phase of implementation. • Use the 2017 plan’s results to inform priorities in the next Master Fire Plan or strategic update, ensuring continuity and sustainability.

Rec #	Recommendation	Estimated Costs	Suggested Timeline for Implementation	Rationale
57	<p>The Municipality should consider commissioning a Public Fire Protection Analysis with FUS. Upon its completion, SFES ensures, through access to the FUS Municipal Portal, that its statistical data is the most current information.</p>	<p>Staff Time</p> <p>Additional costs to be determined based on current conditions.</p>	<p>Short-Term (1 to 5 years)</p>	<p>Municipalities should finish a Fire Underwriters Survey (FUS) by covering the following key areas:</p> <ul style="list-style-type: none"> • Building Stock Details: Provide information on the size, construction, exposures, occupancy, and fire protection systems of municipal buildings. • Fire Flow Requirements: Specify the Required Fire Flow (RFF) for firefighting efforts to control fires in urban areas. • Regular Reviews: Support regular FUS reviews, ideally every five years or following significant community changes. • Fire Apparatus Standards: Ensure that fire apparatus complies with the required standards for construction and testing. <p>Completing these aspects will assist Scugog in fulfilling the requirements of the FUS and enhancing its fire safety measures.</p>



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Appendices

Appendix A - Five-Step Staffing Process

**Appendix B - Ontario Fire College Course Curriculum
and Timelines Overview**

APPENDIX A: FIVE-STEP STAFFING PROCESS

Step 1: Scope of Service, Duties, and Desired Outputs

Identify the services and duties performed within the organization's scope. Outputs should be specific, measurable, reproducible, and time limited. Among the elements are the following:



Step 2: Time Demand

Using the worksheets in Table C.2.2(a)-(d), quantify the time necessary to develop, deliver, and evaluate the various services and duties identified in Step 1, considering the following:

- Local nuances
- Resources that affect personnel needs

Plan Review - Refer to Plan Review Services Table A.7.9.2 of the standard to determine Time Demand.

Step 3: Required Personnel Hours

Based on Step 2 and historical performance data, convert the demand for services to annual personnel hours required for each program [see Table C.2.3(a) through Table C.2.3(e)]. Add any

necessary and identifiable time not already included in the total performance data, including the following:

Commute

Service

Evaluation

Prioritization

Development/preparation

Step 4: Personnel Availability and Adjustment Factor

Average personnel availability should be calculated, taking into account the following:



Annual leave/vacation



Jury duty



Military leave



Training



Sick leave



Fatigue/delays/other

Example: Average personnel availability is calculated based on each personnel member's holiday, annual, and sick leave.

Step 5: Calculate Total Personnel Required

The branch of unassigned personnel hours, adjusted by the adjustment factor, will determine the number of personnel (persons per year) required. Any fractional values can be rounded up or down to the next integer value. Rounding up provides potential reserve capital; rounding

down means potential overtime or assignment of additional services conducted by personnel. (Personnel can include personnel from other agencies within the entity, community, private companies, or volunteer organizations).

Correct calculations based on the following:

1. Budgetary validation
2. Rounding up/down
3. Determining reserve capital
4. Impact of non-personnel resources (materials, equipment, vehicles) on personnel

The National Fire Protection Association 1730 standard contains more information on this staffing equation. The Fire Prevention should assess the previous five steps and evaluate their present level of activity and the future goals of the Branches.

APPENDIX B: ONTARIO FIRE COLLEGE COURSE CURRICULUM AND TIMELINES OVERVIEW

The following chart identifies Ontario Fire College's programs and regional training centres. Costs for each program can vary greatly depending on the pricing of the regional training centre and local colleges that offer these programs. Therefore, EMG does not provide cost formulas for each program.

NFPA Title	Program	Prerequisites	Course Format and Timelines
NFPA 1001 FIREFIGHTER I			
NFPA 1001 FF I Recruit	Fire Fighter I Recruit	Standard First Aid, CPR Level "C," and AED	<p>This program is available in two formats – Blended and In-Class</p> <p>Blended Delivery: Online, self-directed, instructor-supported learning followed by a ten-day in-class session and practicum.</p> <p>In-Class Delivery: This in-class delivery requires students to complete a pre-reading assignment with a knowledge quiz, followed by a 15-day in-class session and a practicum.</p>
NFPA 1001 FIRE FIGHTER II			
NFPA 1001 FF II Recruit	Fire Fighter II Recruit	NFPA 1001 Fire Fighter I	<p>Blended Delivery: Online, self-directed, instructor-supported learning followed by a seven-day in-class session and practicum.</p> <p>In-Class Delivery: This in-class delivery requires students to complete a pre-reading assignment with knowledge, followed by a nine-day in-class session and a practicum.</p>

NFPA Title	Program	Prerequisites	Course Format and Timelines
NFPA 1002 APPARATUS EQUIPPED WITH A FIRE PUMP (CHAPTER 5)			
NFPA 1002 Pump Ops	Apparatus Equipped with a Fire Pump (Chapter 5)	Valid DZ Licence	Blended Delivery: Online, self-directed, instructor-supported learning followed by a five-day in-class session and practicums.
NFPA 1021 FIRE OFFICER			
NFPA 1021 FO I	Fire Officer I	NFPA 1001 Firefighter II	Blended Delivery: Online, self-directed and instructor-supported learning followed by a three-day in-class session.
NFPA 1021 FO II	Fire Officer II	NFPA 1021 Fire Officer I	Blended Delivery: Online, self-directed and instructor-supported learning followed by a five-day in-class session.
NFPA 1021 FO III	Fire Officer III	NFPA 1021 Fire Officer II	Blended Delivery: Online, self-directed and instructor-supported learning followed by a five-day in-class session.
NFPA 1021 FO IV	Fire Officer IV	NFPA 1021 Fire Officer III	Blended Delivery: Online, self-directed and instructor-supported learning followed by a five-day in-class session.

NFPA Title	Program	Prerequisites	Course Format and Timelines
NFPA 1031 FIRE INSPECTOR			
<p>NFPA 1031 FIRE INSPECTOR I (Ontario certification requires the completion of the six courses & exam outlined in this box)</p> <ul style="list-style-type: none"> • Legislation (Online Self-Directed) • NFPA 472 or NFPA 1072 Hazardous Material Awareness (OFC Online self-directed course) • NFPA 1031 Fire Inspector I • Fire Code Div. B Part 2 and 6 Fire Safety and Fire Protection Equipment • Courtroom Procedures • Fire Code Div. B Part 9 Retrofit <p>Completing the NFPA 1072 or NFPA 472 Hazardous Materials Awareness Exam through Academic Standards & Evaluation is also required for certification.</p>			
<p>NFPA 1031 FIRE INSPECTOR II (Ontario certification requires the completion of the three courses outlined in this box.)</p> <p>The prerequisite is the completion of NFPA 1031 Fire Inspector I.</p> <p>The following courses can be taken in any order:</p> <ul style="list-style-type: none"> • NFPA 1031 Fire Inspector II • Fire Code Div. B Part 3 and 5 Industrial, Commercial, Hazardous Materials, Processes and Operations <p>Fire Code Div. B Part 4 Flammable Liquids and Combustible Liquids</p>			

NFPA Title	Program	Prerequisites	Course Format and Timelines
<p>NFPA 1031 FIRE INSPECTOR II (Ontario certification requires the completion of the three courses outlined in this box) The prerequisite is the completion of NFPA 1031 for Fire Inspector I. Fire service personnel can take the following courses in any order:</p> <ul style="list-style-type: none"> • NFPA 1031 Fire Inspector II • Fire Code Div. B Part 3 and 5 Industrial, Commercial, Hazardous Materials, Processes and Operations <p>Fire Code Div. B Part 4 Flammable Liquids and Combustible Liquids</p>			
NFPA 1031 Fire Inspector I	Fire Inspector I	NFPA 1072 Hazardous Materials Awareness	In-Class Session: Five days
Courtroom Procedures	Courtroom Procedures	None	In-Class Session: Three days
Fire Code Div. B PT 2 & 6	Fire Code Div. B PT 2 & 6 – Fire Safety & Fire Protection Equipment	None	In-Class Session: Five days Online Delivery: Students will have eight weeks to complete the class through online, self-directed learning and instructor support.

NFPA Title	Program	Prerequisites	Course Format and Timelines
Fire Code Div. B PT 3 & 5	Fire Code Div. B PT 3 & 5 – Industrial, Commercial, Hazardous Materials: Process & Operations	Fire Code Div. B PT 2 & 6	<p>In-Class Session: Four days</p> <p>Online Delivery: Students will have eight weeks to complete the class through online, self-directed, instructor-supported learning.</p>
Fire Code Div. B PT 4	Fire Code Div. B PT 4 – Flammable & Combustible Liquids	Fire Code Div. B PT 2 & 6	<p>In-Class Session: Five days</p> <p>Online Delivery: Students will have eight weeks to complete the class through online, self-directed, instructor-supported learning.</p>
Fire Code Div B PT 9	Fire Code Div. B PT 9 – Retrofit	Fire Code Div. B PT 2 & 6	<p>In-Class Session: Five days</p> <p>Online Delivery: Students will have eight weeks to complete the class through online, self-directed, instructor-supported learning.</p>
NFPA 1031 FIRE INSPECTOR II			
NFPA 1031 Fire Inspector II	Fire Inspector II	NFPA 1031 Fire Inspector I, Fire Code Div B PT 2 & 6, Fire Code Div B PT 9, Courtroom Procedures, and OFC NFPA 1072 Hazardous Materials Awareness	<p>In-Class Session: Five days</p>

NFPA Title	Program	Prerequisites	Course Format and Timelines
NFPA 1033 FIRE INVESTIGATION			
NFPA 1033 Fire Investigation	Fire Investigator	Intended for officers or firefighters with a minimum of five years of work experience	Blended Delivery: Online, self-directed, instructor-supported learning (approximately 40 hours) followed by a four-day in-class session and practicums.
NFPA 1035 FIRE & LIFE SAFETY EDUCATOR			
NFPA 1035 FLSE I	Fire and Life Safety Educator I	None	In-Class Session: Three days Online Delivery: Students will have eight weeks to complete the class through online, self-directed, instructor-supported learning.
NFPA 1035 FLSE II	Fire and Life Safety Educator II	NFPA 1035 Fire and Life Safety Educator I	In-Class Session: Four days
NFPA 1035 Public Information Officer (PIO)	Public Information Officer	None	In-Class Session: One day Online Delivery: Students will have 30 days to complete the class through online, self-directed, instructor-supported learning. Each of the five modules includes an assignment that helps student-learners develop the knowledge and competencies necessary to complete the required skills for certification.

NFPA Title	Program	Prerequisites	Course Format and Timelines
NFPA 1041 FIRE INSTRUCTOR			
NFPA 1041 Fire Instructor I	Fire Instructor I	None	Blended Delivery: Online, self-directed learning followed by a four-day in-class session.
NFPA 1041 Fire Instructor II	Fire Instructor II	NFPA 1041 Fire Instructor I	Blended Delivery: Online, self-directed learning followed by a five-day in-class session.
NFPA 1041 Fire Instructor III	Fire Instructor III	NFPA 1041 Fire Instructor II *Participants are expected to have a minimum of five years of experience in a Training Officer role	Blended Delivery: Online, self-directed learning followed by a four-day in-class session.
NFPA 1072 Hazardous Materials			
NFPA 1072 HMA Online	Hazardous Materials Awareness	None	Online Delivery: Online, self-directed
NFPA 1072 HM Operations	Hazardous Materials Operations	NFPA 1072 Hazardous Materials Awareness	In-Class Session: Five days
NFPA 1072 HM Air Monitor	Hazardous Materials Air Monitoring	NFPA 1072 HM Operations	In-Class Session: Two days

NFPA Title	Program	Prerequisites	Course Format and Timelines
NFPA 1072 HM Mission Spec	Hazardous Materials Operations Mission- Specific	NFPA 1072 Hazardous Materials Operations	In-Class Session: Five days
NFPA 1072 HM Tech	Hazardous Materials Technician	NFPA 1072 Hazardous Materials Operations	In-Class Session: Ten days (two consecutive weeks)
NFPA 1521 INCIDENT SAFETY OFFICER			
NFPA 1521 ISO	Incident Safety Officer	NFPA 1021 Fire Officer I	Blended Delivery: Online, self-directed, instructor-supported learning followed by a three-day in-class session and practicums.