



## MULMUR-MELANTHON FIRE BOARD AGENDA

### December 2 2024 - 5:00 PM

#### Meeting Details

**One Tap Mobile:** +16475580588,,84743861462# Canada / +17789072071,,84743861462# Canada

**Phone Connection:** 1 647 374 4685 Canada / 1 647 558 0588 Canada

**Video Connection:** <https://us02web.zoom.us/j/84602248258>

**Meeting ID:** 846 0224 8258

#### 1. Call to Order

#### 2. Land Acknowledgement

We begin this meeting by acknowledging that we are meeting upon the traditional Indigenous lands of the Tionontati (Petun) and Treaty 18 territory of the Anishinaabe peoples. We recognize and deeply appreciate their historic connection to this place and we also recognize the contributions Indigenous peoples have made, both in shaping and strengthening our community, province and country as a whole.

#### 3. Approval of the Agenda

Recommendation: That the agenda be approved.

#### 4. Minutes of the Previous Meeting

Recommendation: That the minutes of September 17, 2024 be approved.

#### 5. Declaration of Pecuniary Interest

If any member of the Board has a pecuniary interest, they may declare the nature thereof now or at any time during the meeting.

#### 6. Administration

##### 6.1 Simulcast Radio System Update

##### 6.3 General Fire Chief Update

#### 7. Closed Session

## **7.1 Fire Fighter Appointment**

## **7.2 Annual Performance Review**

Recommendation: That the Mulmur-Melancthon Fire Board adjourn to closed session at \_\_\_\_ p.m. pursuant to Section 239 of the Municipal Act, 2001 as amended for two (2) matters relating to personal matters about an identifiable individual, including a municipal or local board employee under section 239(2)(b).

## **8. Information Items**

### **8.1 Accounts**

### **8.2 YTD Fire Call Summary**

### **8.3 Township of Mulmur: 2025 Budget Motion**

### **8.4 Dufferin County Multi-Jurisdictional Fire Services Review**

### **8.5 2025 Meeting Dates**

### **8.6 Dufferin County Fire Chiefs Minutes: November 13, 2024**

Recommendation: The Mulmur-Melancthon Fire Board received the items as information.

## **9. Adjournment**

Recommendation: THAT we do now adjourn at \_\_\_\_\_ pm to meet again on January 21, 2025 at 7:00 pm or at the call of the Chair.



## **MULMUR-MELANCTHON FIRE BOARD MINUTES**

**September 17, 2024 at 7:00 p.m.**

**Present:** Earl Hawkins, Chair – Mulmur Township  
Ralph Moore, Vice Chair – Melancthon Township  
Kim Lyon – Mulmur Township  
Mathew Waterfield – Fire Chief  
Roseann Knechtel – Secretary

**Regrets:** Darren White – Melancthon Township

### **1. CALL TO ORDER**

The Chair called the meeting to order at 7:00 p.m.

### **2. LAND ACKNOWLEDGEMENT**

We begin this meeting by acknowledging that we are meeting upon the traditional Indigenous lands of the Tionontati (Petun) and Treaty 18 territory of the Anishinaabe peoples. We recognize and deeply appreciate their historic connection to this place and we also recognize the contributions Indigenous peoples have made, both in shaping and strengthening our community, province and country as a whole.

### **3. APPROVAL OF THE AGENDA**

**Moved by Lyon and Seconded by Moore**  
THAT the agenda be approved as circulated.

**CARRIED.**

### **4. MINUTES OF THE PREVIOUS MEETING**

**Moved by Moore and Seconded by Lyon**  
THAT the minutes of May 21, 2024 be approved.

**CARRIED.**

### **5. DECLARATION OF PECUNIARY INTEREST - NONE**

### **6. ADMINISTRATION**

#### **6.1 Simulcast Radio System**

Roger Ruby, of Five9 Solutions, presented the business case and quotes for the radio system upgrades being proposed within the Mulmur-Melancthon Fire Board area. Ruby explained the historic conversations surrounding the radio system upgrades noting that Grand Valley and Shelburne fire departments will be up and running by the end of the calendar year.

The Board discussed training requirements and the cost to upgrade the one out of date radio system.

**Moved by Lyon and Seconded by Moore**

That the Mulmur-Melancthon Fire Board request the Townships of Mulmur and Melancthon consider applying for financial assistance through the Dufferin County Emergency Readiness Grant to support the costs of this project;

And that the purchase of the radio system be included in the 2025 capital budget.

**CARRIED.**

**6.2 2025 Draft Budget**

**Moved by Lyon and Seconded by Moore**

That the Mulmur-Melancthon Fire Board approve the 2025 draft budget as presented;

And that the Board forward the budget to each respective Council for consideration.

**CARRIED.**

**6.3 2023 Year End Report**

Board members reviewed the 2023 Year End Report as prepared by Chief Waterfield.

**Moved by Moore and Seconded by Lyon**

That the Mulmur-Melancthon Fire Board approve the 2023 Year End Report as presented;

And that the Board forward the 2023 Year End Report to each respective Council.

**CARRIED.**

**6.4 2024 Safe Community Project Zero Campaign**

Chief Waterfield spoke to the fire prevention project and the supply of smoke/CO alarms through the Enbridge Gas Project Zero campaign.

The Board recessed at 7:39 p.m. and returned at 7:49 p.m.

## **6.5 General Fire Chief Update - None**

## **7. Closed Session**

### **7.1 Firefighter Positions**

### **7.2 Annual Performance Review**

#### **Moved by Moore and Seconded by Lyon**

That the Mulmur-Melancthon Fire Board adjourn to closed session at 7:50 p.m. pursuant to Section 239 of the Municipal Act, 2001 as amended for two (2) matters relating to personal matters about an identifiable individual, including a municipal or local board employee under section 239(2)(b).

**CARRIED.**

#### **Moved by Moore and Seconded by Lyon**

That the Mulmur-Melancthon Fire Board do rise out of closed session and into open session at 7:56 p.m. with the following motion:

That Brant Squirrell and Michael Mehlhorn be appointed as Captains, effective September 1, 2024.

**CARRIED.**

## **8. Information Items**

### **8.1 Accounts**

### **8.2 2024-2025 Fire Prevention Awareness Campaign**

The Board received the items as information.

## **8. Adjournment**

#### **Moved by Lyon and Seconded by Moore**

THAT we do now adjourn at 8:02 p.m. to meet again on November 19, 2024, at 7:00 p.m., or at the call of the Chair.

**CARRIED.**

## Accounts Payable

AP Operation Listing: Sept 11-Nov 14 2024

Vendor 000000 Through 999999

Invoice Entry Date 2024-01-01 to 2024-11-14 Paid Invoices Cheque Date 2024-09-11 to 2024-11-14

Account	Vendor Number Name	Invoice Number Item Description	Invoice Date	Entry Date	Item Amount
<b>MM FIRE - OPERATING REV/EXP</b>					
02-1094-4020	000085 CO-OPERATORS	353 REFUND OVERPMT INV#315	2024-11-08	2024-11-08	1,330.00
02-1094-5105	000345 WORKPLACE SAFETY & INSURANCE BOARD	10092024 WSIB - 3RD QTR	2024-10-09	2024-10-31	2,404.69
02-1094-5109	090441 TOWNSHIP OF MULMUR	004226 4TH QTR SECRETARY FEES	2024-09-23	2024-09-30	500.00
02-1094-5110	000062 FIRECHEK PROTECTION SERVICES INC	11703 SCBA MAINTENANCE	2024-10-23	2024-10-25	1,375.75
02-1094-5112	090441 TOWNSHIP OF MULMUR	0044198 AUG FUEL	2024-09-03	2024-09-30	264.54
02-1094-5112	090441 TOWNSHIP OF MULMUR	0044456 SEPT FUEL	2024-10-03	2024-10-31	144.21
02-1094-5112	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL FUEL	2024-10-31	2024-10-31	183.49
02-1094-5112	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL FUEL	2024-10-31	2024-10-31	85.99
02-1094-5112	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL FUEL	2024-10-31	2024-10-31	166.42
02-1094-5112	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL FUEL	2024-10-31	2024-10-31	119.00
02-1094-5112	091213 TORONTO DOMINION VISA (EO-M)	10072024 FUEL	2024-10-28	2024-10-31	48.23
Account Total					1,011.88
02-1094-5114	090441 TOWNSHIP OF MULMUR	0044201 NO WATER AT HALL	2024-09-05	2024-09-30	120.94
02-1094-5114	001987 BLUEWATER FIRE & SECURITY	04-19763 ANNUAL INSPECT FIRE EXT EMG LT	2024-09-26	2024-10-09	989.88
02-1094-5114	000052 TORONTO DOMINION VISA (MW)	09052024 WIPES/BROOM/MX 30L SS	2024-09-05	2024-09-30	246.83
02-1094-5114	000052 TORONTO DOMINION VISA (MW)	09052024 SHELVES	2024-09-05	2024-09-30	605.68
02-1094-5114	091202 ULINE CANADA CORPORATION	20528018 TAGS/FIRST AID KITS/CARPETS/IC	2024-09-05	2024-09-16	2,099.09
02-1094-5114	000535 SHELBURNE HOME HARDWARE	415644/1 SOLAR SOFTENER SALT	2024-09-30	2024-10-09	36.11
Account Total					4,098.53
02-1094-5117	001363 HYDRO ONE NETWORKS INC.	09042024 OCTOBER HYDRO	2024-10-09	2024-10-31	437.25
02-1094-5117	001363 HYDRO ONE NETWORKS INC.	10012024 OCT 2024 HYDRO	2024-09-10	2024-10-31	404.93

## Accounts Payable

AP Operation Listing: Sept 11-Nov 14 2024

Vendor 000000 Through 999999

Invoice Entry Date 2024-01-01 to 2024-11-14 Paid Invoices Cheque Date 2024-09-11 to 2024-11-14

Account	Vendor Number Name	Invoice Number Item Description	Invoice Date	Entry Date	Item Amount
Account Total					842.18
02-1094-5118	000080 STILLWATER CONSULTING LIMITED	0005159 SEPT FLMS 27 USERS	2024-09-01	2024-09-16	355.44
02-1094-5118	000080 STILLWATER CONSULTING LIMITED	0005192 OCT FLMS MGMT SYS 27 USERS	2024-10-01	2024-10-09	355.44
02-1094-5118	000080 STILLWATER CONSULTING LIMITED	0005224 FLMS NOVEMBER 27 USERS	2024-11-01	2024-11-07	355.44
02-1094-5118	000081 BROWN, ADAM	003-2024 CARS FOR TRAINING	2024-10-08	2024-10-09	452.00
02-1094-5118	000060 THE MUNICIPALITY OF BROCKTON	0311531 KL NFPA 1001 FF COURSE	2024-10-18	2024-10-25	395.50
02-1094-5118	091163 ONTARIO ASSOCIATION OF FIRE CHIEFS	2465 MW - MUNI BUDGETING & FINANCE	2024-08-29	2024-09-16	499.00
Account Total					2,412.82
02-1094-5120	090994 TELIZON INC.	03500520240913 35005 - FIRE SEPT	2024-09-13	2024-09-30	138.48
02-1094-5120	090994 TELIZON INC.	03500520241013 ACCT#35005 - FIRE OCTOBER	2024-10-13	2024-10-31	138.71
02-1094-5120	091194 BELL MOBILITY INC.	09132024 SEPT CELL PHONE	2024-09-13	2024-09-30	21.58
02-1094-5120	091194 BELL MOBILITY INC.	10132024 OCTOBER CELL PHONE	2024-10-13	2024-10-31	44.23
02-1094-5120	000361 INTELICORE	34893 SEPT IT	2024-09-30	2024-10-25	118.65
Account Total					461.65
02-1094-5121	000037 FISHER'S REGALIA & UNIFORM	1000006189 YEARS OF SRV AWARDS	2024-10-16	2024-10-25	473.03
02-1094-5122	090441 TOWNSHIP OF MULMUR	004226 4TH QTR TREASURY FEES	2024-09-23	2024-09-30	2,500.00
02-1094-5123	091200 BAYSHORE BROADCASTING	6241-000004-0000 COUNTRY 105 ADVERTISING	2024-10-27	2024-11-07	288.15
02-1094-5134	090441 TOWNSHIP OF MULMUR	0044196 2024 CREWSON INSURANCE	2024-09-04	2024-09-30	6,015.26
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 HOTEL FOR NEW TRUCK	2024-10-31	2024-10-31	95.35
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 HOTEL FOR NEW TRUCK	2024-10-31	2024-10-31	95.05
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TAXI FOR NEW TRUCK	2024-10-31	2024-10-31	62.26
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TAXI FOR NEW TRUCK	2024-10-31	2024-10-31	59.07

## Accounts Payable

AP Operation Listing: Sept 11-Nov 14 2024

Vendor 000000 Through 999999

Invoice Entry Date 2024-01-01 to 2024-11-14 Paid Invoices Cheque Date 2024-09-11 to 2024-11-14

Account	Vendor Number Name	Invoice Number Item Description	Invoice Date	Entry Date	Item Amount
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL MEAL	2024-10-31	2024-10-31	30.60
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL MEAL BOSTON PIZZA	2024-10-31	2024-10-31	34.01
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL AIRPORT FEE	2024-10-31	2024-10-31	138.27
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL MEAL MCDONALDS	2024-10-31	2024-10-31	23.80
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL BRIDGE TOLL	2024-10-31	2024-10-31	8.99
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL AIRPORT FEE	2024-10-31	2024-10-31	21.45
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL MEAL	2024-10-31	2024-10-31	16.83
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL MEAL TIMS	2024-10-31	2024-10-31	7.61
02-1094-5140	000052 TORONTO DOMINION VISA (MW)	10072024 TRAVEL AIRPORT RETURN	2024-10-31	2024-10-31	-130.83
		Account Total			462.46
02-1094-5144	091185 R S RESCUE	1675 EXTRICATION TOOL TWIN LINE SPR	2024-09-27	2024-10-09	565.00
02-1094-5146	090454 TD CANADA TRUST AUTO DEBITS	09012024 SEPT EFT S/C	2024-09-08	2024-09-30	25.00
02-1094-5146	090454 TD CANADA TRUST AUTO DEBITS	10012024 OCTOBER EFT S/C	2024-10-21	2024-10-31	25.00
		Account Total			50.00
02-1094-5150	000361 INTELICORE	34854 AUGUST IT SUPPORT	2024-08-30	2024-09-16	118.65
02-1094-5161	000068 CARRIER EMERGENCY VEHICLES	01480 2024 PUMP & LADDER TESTING	2024-10-15	2024-10-25	1,062.03
02-1094-5161	000068 CARRIER EMERGENCY VEHICLES	01521 OIL CHANGE PUMP 47	2024-10-30	2024-11-07	254.37
02-1094-5161	000084 SOUTHGATE UNDERCOATING SOLUTIONS	10282024 UNDERCOATING PUMP 47	2024-10-28	2024-11-07	299.45
		Account Total			1,615.85
02-1094-5162	000084 SOUTHGATE UNDERCOATING SOLUTIONS	10282024 UNDERCOATING	2024-10-28	2024-11-07	192.10
02-1094-5163	000084 SOUTHGATE UNDERCOATING SOLUTIONS	10282024 UNDERCOATING	2024-10-28	2024-11-07	299.45
02-1094-5164	000068 CARRIER EMERGENCY VEHICLES	01480 2024 PUMP & LADDER TESTING	2024-10-15	2024-10-25	1,062.03



Accounts Payable

AP Operation Listing: Sept 11-Nov 14 2024

Vendor 000000 Through 999999

Invoice Entry Date 2024-01-01 to 2024-11-14 Paid Invoices Cheque Date 2024-09-11 to 2024-11-14

Account	Vendor Number Name	Invoice Number Item Description	Invoice Date	Entry Date	Item Amount
02-1094-5164	000068 CARRIER EMERGENCY VEHICLES	01521 OIL CHANGE	2024-10-30	2024-11-07	254.38
02-1094-5164	000084 SOUTHGATE UNDERCOATING SOLUTIONS	10282024 UNDERCOATING	2024-10-28	2024-11-07	299.45
Account Total					1,615.86
Department Total					28,633.31
Total Paid Invoices					28,633.31
Total Unpaid Invoices					0.00
Total Invoices					28,633.31

Accounts Payable

AP Operation Listing: Sept 11-Nov 14 2024

Vendor 000000 Through 999999

Invoice Entry Date 2024-01-01 to 2024-11-14 Paid Invoices Cheque Date 2024-09-11 to 2024-11-14

Account	Vendor Number Name	Invoice Number Item Description	Invoice Date	Entry Date	Item Amount
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Department Summary

02-1094	MM FIRE - OPERATING REV/EXP	28,633.31
	Report Total	28,633.31

Accounts Payable

AP Capital Listing: Sept 11-Nov 14 2024

Vendor 000000 Through 999999

Invoice Entry Date 2024-01-01 to 2024-11-14 Paid Invoices Cheque Date 2024-09-11 to 2024-11-14

Account	Vendor Number Name	Invoice Number Item Description	Invoice Date	Entry Date	Chq Nb  Item Amount
MM FIRE - CAPITAL FUND					
02-1095-5200	000052 TORONTO DOMINION VISA (MW)	09052024 HOTEL REFUND	2024-09-05	2024-09-30	000640 -26.59
02-1095-5200	091079 MINISTER OF FINANCE	10/22/2024 PST PORTION NEW TRUCK	2024-10-23	2024-10-23	001340 44,194.34
02-1095-5200	000052 TORONTO DOMINION VISA (MW)	10072024 FLIGHT FOR NEW TRUCK	2024-10-31	2024-10-31	000648 974.14
02-1095-5200	000050 MIDWEST FIRE	24-6473 PARTS NEW TRUCK	2024-09-30	2024-10-25	001345 170.00
Account Total					45,311.89
Department Total					45,311.89
Total Paid Invoices					45,311.89
Total Unpaid Invoices					0.00
Total Invoices					45,311.89

Accounts Payable

AP Capital Listing: Sept 11-Nov 14 2024

Vendor 000000 Through 999999

Invoice Entry Date 2024-01-01 to 2024-11-14 Paid Invoices Cheque Date 2024-09-11 to 2024-11-14

Account	Vendor Number Name	Invoice Number Item Description	Invoice Date	Entry Date	Chq Nb Item Amount
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Department Summary

02-1095	MM FIRE - CAPITAL FUND	45,311.89
Report Total		45,311.89



# Mulmur Melancthon

Fire Chief :Mathew Waterfield

706116 County Rd 21

PH : 519 925 6481

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Date  
Nov 14 24

## Totals by Type From Jan 1 24 to Dec 31 24

Response Type	# of Incidents	% of total	Staff Hours			
<b>January</b>						
38 CO alarm	1	1.01	4 h 30m	0.0	0.0	
62 MVC	3	3.03	25 h 0m	0.0	0.0	
76 Medical	4	4.04	20 h 30m	0.0	0.0	
<b>Subtotal for January</b>	<b>8</b>	<b>8.08</b>	<b>50 h 0m</b>	<b>0.0</b>	<b>0.0</b>	
<b>February</b>						
03 Grass Fire	1	1.01	2 h 0m	0.0	0.0	
62 MVC	2	2.02	9 h 30m	0.0	0.0	
76 Medical	3	3.03	17 h 0m	0.0	0.0	
<b>Subtotal for February</b>	<b>6</b>	<b>6.06</b>	<b>28 h 30m</b>	<b>0.0</b>	<b>0.0</b>	
<b>March</b>						
03 Grass Fire	1	1.01	10 h 30m	0.0	0.0	
31 Fire alarm	1	1.01	6 h 0m	0.0	0.0	
39 Barn fire	1	1.01	70 h 0m	0.0	0.0	
62 MVC	1	1.01	9 h 0m	0.0	0.0	
76 Medical	3	3.03	21 h 0m	0.0	0.0	
910 Mutual Aid	2	2.02	27 h 30m	0.0	0.0	
<b>Subtotal for March</b>	<b>9</b>	<b>9.09</b>	<b>144 h 0m</b>	<b>0.0</b>	<b>0.0</b>	
<b>April</b>						
01 Structure Fire	1	1.01	124 h 57m	0.0	0.0	
62 MVC	1	1.01	16 h 0m	0.0	0.0	
76 Medical	3	3.03	11 h 0m	0.0	0.0	
910 Mutual Aid	2	2.02	20 h 0m	0.0	0.0	
<b>Subtotal for April</b>	<b>7</b>	<b>7.07</b>	<b>171 h 57m</b>	<b>0.0</b>	<b>0.0</b>	
<b>May</b>						
01 Structure Fire	1	1.01	49 h 0m	0.0	0.0	
31 Fire alarm	2	2.02	8 h 0m	0.0	0.0	
50 Power Lines Down/On Fire	1	1.01	12 h 0m	0.0	0.0	
62 MVC	3	3.03	25 h 0m	0.0	0.0	

**Totals by Type Continued**  
**From Jan 1 24 to Dec 31 24**

Response Type		# of Incidents	% of total	Staff Hours			
76	Medical	4	4.04	17 h	0m	0.0	0.0
<b>Subtotal for May</b>		<b>11</b>	<b>11.11</b>	<b>111 h</b>	<b>0m</b>	<b>0.0</b>	<b>0.0</b>
<b>June</b>							
22	Burn Complaint	1	1.01	10 h	30m	0.0	0.0
31	Fire alarm	1	1.01	4 h	0m	0.0	0.0
50	Power Lines Down/On Fire	1	1.01	4 h	30m	0.0	0.0
62	MVC	1	1.01	8 h	0m	0.0	0.0
76	Medical	3	3.03	13 h	0m	0.0	0.0
<b>Subtotal for June</b>		<b>7</b>	<b>7.07</b>	<b>40 h</b>	<b>0m</b>	<b>0.0</b>	<b>0.0</b>
<b>July</b>							
31	Fire alarm	2	2.02	18 h	0m	0.0	0.0
34	Human - Perceived Emergency	1	1.01	3 h	0m	0.0	0.0
62	MVC	7	7.07	52 h	30m	0.0	0.0
76	Medical	4	4.04	17 h	0m	0.0	0.0
<b>Subtotal for July</b>		<b>14</b>	<b>14.14</b>	<b>90 h</b>	<b>30m</b>	<b>0.0</b>	<b>0.0</b>
<b>August</b>							
31	Fire alarm	1	1.01	2 h	0m	0.0	0.0
62	MVC	5	5.05	14 h	0m	0.0	0.0
76	Medical	2	2.02	8 h	0m	0.0	0.0
88	Trauma	1	1.01	0 h	0m	0.0	0.0
<b>Subtotal for August</b>		<b>9</b>	<b>9.09</b>	<b>24 h</b>	<b>0m</b>	<b>0.0</b>	<b>0.0</b>
<b>September</b>							
22	Burn Complaint	1	1.01	4 h	0m	0.0	0.0
31	Fire alarm	1	1.01	5 h	0m	0.0	0.0
62	MVC	6	6.06	72 h	15m	0.0	0.0
76	Medical	3	3.03	23 h	0m	0.0	0.0
910	Mutual Aid	1	1.01	1 h	30m	0.0	0.0
<b>Subtotal for September</b>		<b>12</b>	<b>12.12</b>	<b>105 h</b>	<b>45m</b>	<b>0.0</b>	<b>0.0</b>
<b>October</b>							
62	MVC	6	6.06	29 h	30m	0.0	0.0
76	Medical	6	6.06	29 h	0m	0.0	0.0
	Vehicle Fire	1	1.01	7 h	30m	0.0	0.0

**Totals by Type Continued**  
**From Jan 1 24 to Dec 31 24**

Response Type		# of Incidents	% of total	Staff Hours			
<b>Subtotal for October</b>		<b>13</b>	<b>13.13</b>	<b>66 h</b>	<b>0m</b>	<b>0.0</b>	<b>0.0</b>
<b>November</b>							
62	MVC	1	1.01	4 h	0m	0.0	0.0
76	Medical	1	1.01	2 h	0m	0.0	0.0
	Vehicle Fire	1	1.01	16 h	0m	0.0	0.0
<b>Subtotal for November</b>		<b>3</b>	<b>3.03</b>	<b>22 h</b>	<b>0m</b>	<b>0.0</b>	<b>0.0</b>
<b>Total Number of Responses</b>		<b>99</b>		<b>853 h</b>	<b>42m</b>	<b>0.0</b>	<b>0.0</b>



758070 2<sup>nd</sup> Line E  
Mulmur, Ontario  
L9V 0G8

Local **(705) 466-3341**  
Toll Free from 519 only **(866) 472-0417**  
Fax **(705) 466-2922**

## **Mulmur-Melancthon Fire Board Budget**

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At the Council meeting held on October 2, 2024, Council of the Township of Mulmur passed the following proclamation:

### **Moved by Lyon and Seconded by Clark**

That Council approve the Mulmur-Melancthon Fire Board 2025 Operating Budget in the amount of \$296,216 and Capital Budget of \$234,284 as presented.

**Carried.**

Sincerely,

*Roseann Knechtel*

Roseann Knechtel, Clerk





758070 2<sup>nd</sup> Line E  
Mulmur, Ontario  
L9V 0G8

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Toll Free from 519 only **(866) 472-0417**  
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November 8, 2024

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## Fire Service Delivery Review

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At the meeting held on November 6, 2024, Council of the Township of Mulmur passed the following resolution:

**Moved by Lyon and Seconded by Clark**

That the Council of the Township of Mulmur support in principle, the dissolution of the Fire Boards servicing the Township of Mulmur;

And that Council support the further exploration of a *North Dufferin Fire Service Area* that would include the approximate geographic area currently served by Shelburne & District, Mulmur-Melancthon and Rosemont & District Fire Boards;

And further that this report and motion be forwarded to the County of Dufferin and participating municipalities, with a request that the municipalities provide an indication of Council's interest in further exploring a North Dufferin Fire Service Area.

**Carried.**

Sincerely,

*Roseann Knechtel*

Roseann Knechtel, Clerk



## **STAFF REPORT**

**TO:** Council  
**FROM:** Tracey Atkinson, CAO/Planner  
**MEETING DATE:** November 6, 2024  
**SUBJECT:** Fire Services Delivery Review

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### **Purpose:**

The purpose of this report is to seek direction from Council regarding the delivery of fire services.

### **Background:**

#### **2020 Service Delivery Review**

The County of Dufferin's Service Delivery Review (December 18, 2020) included recommendations to explore alternative structures and governance mechanisms for fire departments currently governed by fire boards, examining reporting structures and dissolving boards. An excerpt of the report is included in Schedule A.

On March 15, 2021, the Council of the Town of Shelburne passed the following motion:

Be it resolved that Council supports in principle, the recommendations specific to indoor recreation and fire services from the County of Dufferin Service Delivery Review Part A and the dissolution of the boards of management whereby each service area would be directly delivered by the Town of Shelburne;

And that Staff is directed to review and outline the processes to move forward with the dissolution of the two boards and outline the estimated timelines and estimated costs in a follow up report;

And that Council directs Staff to incorporate this general direction in the scope of work that would be required within the Town's Service Delivery Review, as well as Parks and Recreation Master Plan as both projects will be completed in the 2021 calendar year.

#### **2024 Fire Protection and Prevention Review**

At its regular meeting on September 12, 2024, Dufferin County Council passed the following resolution:

That the report from the Chief Administrative Officer, dated September 12, 2024, regarding a Fire Protection and Prevention Review, be received;

And that the Multi-Jurisdictional Fire Prevention and Protection Modernization Plan Report be forwarded to all Dufferin local municipalities and fire boards for their consideration;

And that comments from the local municipalities be brought back to Council by end of year to decide next steps.

The 2024 Dufferin County study recommended a “single operational model” for fire service, either through Orangeville or Dufferin, and identified challenges with existing fire service boards causing inconsistencies.

#### 2024 Lower Tier Responses to County Review

Mulmur Council passed the following motion at their regular meeting on October 2, 2024, following a discussion related to exploring the creation of a North Dufferin Fire Service Area (which would generally reflect the areas served currently by Shelburne, Rosemont and Mulmur-Melancthon departments):

That Council receive the County of Dufferin Fire Service Delivery Report and recommendations made within;

And that Council direct the CAO to coordinate discussions with participating lower tier municipalities, Fire Chiefs and Councils and report back on applicable options for the Township of Mulmur by the December meeting.

The Council of the Town of Mono passed the following motion at their October, 2024 meeting.

That Council for the Town of Mono receive the Dufferin County Multi-Jurisdictional Fire Prevention and Protection Modernization Plan prepared by Emergency Management Group.

The Township of Amaranth passed a motion April 7, 2021 in response to Shelburne's motion.

Be it resolved that:

Council of the Township of Amaranth will continue to financially support the Centre Dufferin Recreation Centre and the Shelburne & District Fire Department operating expenses.

Council will place payments for capital costs in a separate reserve account until the Town of Shelburne has reached a decision regarding dissolution of the associated boards.

Council requests that the motion be forwarded to all contributing lower tier municipalities and the respective Clerks/CAOs.

The Council of the Town of Grand Valley discussed fire services at their September 24<sup>th</sup> meeting and requested that the Fire Board review the report and advise the Councils of their preferred recommendation by the beginning of December.

The Council of the Township of Melancthon considered Mulmur's motion regarding a North Dufferin Service Area at its meeting held on October 17<sup>th</sup>, 2024, and directed the CAO to advise that, at this time, Melancthon Council feels that it is too early to have a conversation about exploring the creation of a North Dufferin Fire Service Area. Melancthon Council would like to move forward with the recommendations contained in the County of Dufferin Fire Service Delivery Report and see what the outcome of that is before they are willing to participate in any discussions.

The Council of the Town of Shelburne is anticipated to receive a report from their CAO at their November 25<sup>th</sup> meeting. Following Shelburne's motion in 2021, Mulmur Township did meet with Shelburne to discuss fire boards and possible dissolution. Shelburne has continued to explore fire services and boards. Shelburne undertook a Service Delivery Review (reported July 12, 2021, presented Nov 22, 2021, budget report Nov 29, 2021)

Adjala-Tosorontio: Staff are not aware of any recent motions or direction related to fire services. It is noted that earlier in 2024, the Adjala-Tosorontio Fire Chief made recommendations to cease participation in the Rosemont fire board. A motion was passed on May 8, 2024:

That Staff Report FIRE 2024-002: Rosemont District Fire Department (RDFFD) be referred to Staff to allow for the completion of public and stakeholder consultation.

Through discussions with Adjala-Tosorontio regarding the Rosemont fire board, it was apparent that further discussions were warranted on the following governance and operational topics: agreement clauses, mutual aid, personal vehicle use, transparency, increasing budget, purchasing, shortage of reports to municipalities, circulation of annual report, roles and responsibilities, job descriptions, compensation structure, liability, tier b response, legislative updates and approach to training.

### 2024 Community Risk Assessment and Alternative Governance Structures

Mulmur's 2024 Community Risk Assessment provides additional considerations related to fire service delivery. Previous studies have identified very few remaining fire boards within the Province. In recent years a few of the remaining boards have undertaken pilot studies and entered into new governance models to remove their previous board structures. Recently, the Town of Minto entered into an agreement with Mapleton and Wellington North (March 5, 2024) for fees for service and fire service management team. Other models include an advisory committee. The Town of Lincoln & Town of Grimsby commenced a pilot study in 2021 for shared services and now have established the Niagara West Fire and Emergency Services as a composite fire department.

## **ANALYSIS**

Following the direction from the October 2024 Council meeting, staff initiated discussions and research related to establishing a North Dufferin Fire Service Area.

There appears to be interest to explore a North Dufferin Fire Service Area by some of the participating municipalities within the Northern portion of Dufferin, depending on the governance structure being proposed.

For the purpose of further discussions, the following terms are defined:

*North Dufferin Fire Service Area:* could be the geographic area currently served by Shelburne Fire, Mulmur-Melancthon Fire and Rosemont Fire.

*North Dufferin Fire Agreement:* could be an agreement between the municipalities within the North Dufferin Fire Service Area which would address fee structure, report structure, governance and transfer/rental of capital assets.

*North Dufferin Fire Department:* could be a single department operated under the governance of the Town of Shelburne, with the Fire Chief reporting directly to the Shelburne CAO, and the Rosemont and Mulmur-Melancthon (substations) Chiefs reporting to the Shelburne Chief.

*Fire Services Oversight Committee:* could be a group composed of elected officials and staff from municipalities within the North Dufferin Fire Service Area that provides oversight and input but does not manage fire staff or approve a budget.

### **Assets of existing boards:**

Consideration of a North Dufferin Fire Service Area must consider the existing and future asset needs, as well as the feasibility of transitioning transferring, renting or paying for future assets or services. If there is support to explore a North Dufferin Fire Service Area this matter Council may wish to secure the assistance of a third-party financial consultant.

Mulmur has a considerable share of existing services. Therefore, it is important for Mulmur to understand the financial implications of existing fire service agreements with respect to past contributions, ceasing participation and dissolving boards.

	<b>Shelburne</b>	<b>Rosement</b>	<b>Mulmur-Melancthon</b>
<b>Notice Requirement</b>	One fiscal year	One fiscal year	Two fiscal years
<b>Cease Participation by one municipality</b>	Monies for share of capital assets (excluding fire hall) based on historic value over 5 years based on a 5-year average contribution and such payout may be over 5 years. Ceasing participation in the board does not preclude buying services from the Board.	If a municipality ceases participation one fiscal year notice is required. Remaining parties have the option of purchasing Mulmur's share of assets as appraised, over a 5 – year payout.	If a municipality ceases participation two fiscal years notice is required. Debt and assets remain the property and responsibility of the Department.
<b>Dissolving Board</b>	Shelburne retains fire hall ownership, and the remaining assets will be appraised and distributed based on a 5-year average contribution.	Assets and reserves are split based on unanimous valuing of all assets, (including land, buildings, vehicles, equipment) based on the 5-year average of cost sharing, except for those assets purchased based on 1/3 contributions are to be separately disposed.	If the “department” is dissolved the assets are split 50/50 between Mulmur and Melancthon (including the fire hall).

It is also recognized that there would be staff assets to be assessed, and that there may be transitional roles and associated costs to transition.

### Annual Costs

The following information is provided for high-level comparison. The information should be considered approximate.

	<b>Shelburne</b>	<b>Rosemont</b>	<b>Mulmur-Melancthon</b>
<b>Operational (2024 budget)</b>	\$65,534 (9.4%)	\$168,283 (52%)	\$185,710 (76%)
<b>Capital (2024 budget)</b>	\$28,890	\$73,034	\$85,000 (50%)
<b>2024 Costs (Operating &amp; Capital)</b>	\$94,424	\$241,317	\$270,710
<b>2023 Call Volume</b>	25 (2 medical)	59 (36% medical)	66 (50% medical)
<b>Operating and Capital Costs divided by call volume</b>	\$3,777	\$4,090	\$4,102
<b>Number of Households served</b>	5,081 (all) 295 (Mulmur)	1,279 (all) 738 (Mulmur)	844 (all) 678 (Mulmur)
<b>Operating &amp; Capital Costs divided by Number of Households</b>	\$320	\$346	\$430
<b>Operating Costs divided by Number of Households</b>	\$222	\$228	\$274

### Service Level

Discussions are warranted related to service levels and consistency throughout a North Dufferin Fire Service Area. Concerns have been expressed related to consistency in wages, training, equipment and benefits. There have also been discussions related to opportunities to strengthen relations, reduce capital investment and the use of mutual aid and tiered response (fire department role/responsibility in medical emergencies).

### Operational Matters

It is noted that the Township's Conflict of Interest Policy provides direction related to pecuniary and private interests, and provides guidance for declaration a conflict of interest for employees of the fire board. It is noted that Fire Chiefs and firefighters roles, responsibilities and compensation may be directly impacted by the creation of a North Dufferin Service Department.

Once the governance discussions have progressed it will be important to gain a better understanding of possible operational issues and solutions. This would be an appropriate time to engage with the fire chiefs of the existing departments. It is important to have the input of the fire experts in reviewing service area boundaries, equipment, facilities and staffing needs.

### Next Steps

Many municipalities are interested in further discussions related to a North Dufferin Service Area. Mulmur needs to clearly articulate what it is proposing and provide a framework for further discussions. For example, clarity is required around governance structure and municipal input model for participating municipalities.

If a joint meeting is to occur, it would benefit from some information gathering and surveying prior to a meeting. A facilitated meeting may also be helpful but should be budgeted for as a shared cost. Likewise, if there is interest in further exploring a joint venture, additional resources should be budgeted for financial analysis.

### **Strategic Plan Alignment:**

It's in our Nature: Grow - We commit to developing a framework to shape our Township in a manner that protects our agriculture, natural resources and our rural character. We will embrace technology, support energy conservation, climate change mitigation and assess environmental impacts in our decision-making process to grow the Township in a sustainable manner.

### **Financial Impacts**

Financial impacts of any changes to the delivery of fire services will be assessed at the appropriate stage.

### **Environmental Impacts:**

There are no environment impacts assessed in the review of governance structure and sharing arrangements. There may be positive and negative impacts related to operational changes.

### **Recommendation:**

It is recommended:

That the Council of the Township of Mulmur support in principle, the dissolution of the Fire Boards servicing the Township of Mulmur;

And that Council support the further exploration of a *North Dufferin Fire Service Area* that would include the approximate geographic area currently served by Shelburne & District, Mulmur-Melancthon and Rosemont & District Fire Boards; and

And that this report and motion be forwarded to the participating municipalities, with a request that the municipalities provide an indication of Council's interest in further exploring a North Dufferin Fire Service Area.

**Submitted by: Tracey Atkinson, Chief Administrative Officer**

Schedule A – 2020 County of Dufferin Service Delivery Review Excerpt

Schedule B – Town of Minto Shared Fire Service Management Team Agreement



## 8. Fire Services

The responsibilities of local municipal Councils for the delivery of fire protection services are included in The Fire Protection and Prevention Act (1997) (“FPPA”). At a high level, the services provided by fire departments include public safety and prevention, providing fire suppression and conducting inspections to enforce the Fire Code. Across the County, Fire Services are provided by eight different Fire Departments, including three fire departments from outside of Dufferin County. The objective of the review was to streamline governance and accountability structures in order to reduce risks and find efficiencies within fire services. In order to achieve that there are three recommendations proposed below:

9. Explore alternative structures/governance mechanisms for Fire Departments currently governed by Fire Boards
10. Establish a regional Fire Chiefs Association
11. Improve reporting and performance measurement

These recommendations are detailed further below, and align to the following Service Delivery Review Framework focus areas:

- Governance (Boards), Accountability, Roles and Responsibilities
- Capacity and Competencies

### 8.1 Recommendation 9: Explore alternative structures/governance mechanisms for Fire Departments currently governed by Fire Boards

Explore the dissolution of current Fire Boards of Management and transfer the Fire Departments to a Member Municipality to reduce risk and increase efficiencies.

#### CURRENT STATE CHALLENGES

- Governance structures that create operational risk management concerns for some Fire Boards of Management, resulting in uncertainty among Municipal staff leadership regarding adherence to policies and procedures, despite Fire Boards being covered under Municipal insurance policies.
- A lack of direct involvement by municipal staff in the discussions of Fire Boards.
- The Fire Boards have not implemented a Board Skills Matrix to identify required Board Member Skills sets to ensure the board has the best composition of skills and expertise possible to oversee a Fire Department.
- There is no formally documented training or orientation provided to new Board Members to orient them to the operations of the Fire Board/Fire Department.
- Limited training or orientation provided to Board Members regarding the municipal legislative requirements involved in providing fire services, and technical requirements of service delivery

- At least two of the Fire Boards operate under the insurance policy of one of the participating member municipalities, which is viewed as a risk by CAOs as they have no direct authority to ensure compliance with policies and procedures.
- There does not appear to be any formal approach to a coordinated approach to procurement or asset planning across the Fire Departments.
- Fire Chiefs overall felt that the scope of their portfolio was significant, in particular for part-time resources. They noted that additional help in ensuring that procurement guidelines, IT requirements, and Human Resources policies were followed and budgeting and financial management support would be welcome.
- While Joint Board of Management agreements identify board Secretary and Treasury support provided by the municipality to the Fire Board, they do not account for other support/skills that are required for effective operations of a municipal department such as IT and IT security, Procurement, HR, etc.
- Municipal staff expressed some concerns regarding the workload associated with the Secretary-Treasurer role on the Fire Board.

#### PROPOSED RECOMMENDATION

It is recommended that Councils explore the dissolution of all or a subset of Fire Boards of Management that would end Fire Board Agreements and transfer Fire Department assets/function to a Municipality to operate as a municipal department. Given the technical complexity, regulatory requirements, and potentially large liabilities associated with delivering the service, board arrangements are a challenging governance structure with which to operate fire services. The recommendations below pertain to the following fire departments:

- Grand Valley and District Fire Department
- Mulmur-Melancthon Fire Department
- Rosemont District Fire Department
- Shelburne and District Fire Department

Establishing fire services as a municipal department allows the critical role of providing emergency services to residents to be brought into the municipal structure. The dissolution of fire boards would result in the development of a fee-for-service fire agreement between the municipalities that house the Fire Department, and those that are contracting services from them. The revised agreement would be for a period of 5 years, with options included to extend for another 5 years. This provides an opportunity to reassess the costs associated with delivery of this service. Closest hall response would continue to be provided, and the agreement will include language to that effect. Mutual aid agreements may also continue without a need to be changed.

For future consideration it is recommended that Fire Departments review the distribution of fire assets and departments to see if there are opportunities for consolidation recognizing that Orangeville has a largely urban population, Shelburne has a growing urban population, and the remaining Member Municipalities are largely rural. Through this review, consolidation if it occurs may allow for service levels to change to fit rural needs where possible. In addition, a review of assets would provide an opportunity to better understand where any investments

in any additional fire halls would be most appropriate to best provide fire services to Dufferin residents.

When discussed with key stakeholders, which included municipal leadership, Fire Chiefs and board chairs, there were varying levels of support to pursue a change in governance. The comments have been summarized below:

- **Grand Valley and District Fire Department:** Stakeholders were not in favour of dissolution, and noted concerns that dissolving the fire board would result in a lack of input into fire services for those municipalities that were contracting services, and were not in favour of dissolution.
- **Mulmur-Melancthon Fire Department:** Stakeholders were not in favour of dissolution and believed that bringing fire services into the municipality would overload the municipality. They also indicated that the board was able to manage costs effectively due to their understanding of fire services, and that operations were running without any concerns.
- **Rosemont District Fire Department:** Stakeholders were not in favour of dissolution, indicating that this board had multiple education sessions throughout the year in order to ensure that board members had insights into operational concerns. They also indicated that the Secretary/Treasurer role provides a link to municipal HR, Finance and other resources informally.
- **Shelburne and District Fire Department:** Board Chair and Fire chief consultations indicated support to explore dissolving the fire board with a desire to create a revised contractual agreement that has currently been in place since 1991. It was noted that there was a considerable scope to manage fire operations, which includes HR, IT, Procurement, and other corporate services in addition to fire suppression, enforcing the Fire Code and fire prevention activities. Stakeholders felt that having the Fire Department within the municipal structure would allow for efficiencies.

A representative from Ontario's Office of the Fire Marshal and Emergency Management was also engaged as part of this review. Key themes from that discussion include:

- Decisions on how fire services are provided are ultimately the discretion of Municipal Councils. The OFMEM emphasizes the importance of their 'three lines of defense': Fire Prevention (building codes and inspections); Education; and Suppression. Municipalities must provide public education on fire safety and components of fire prevention. Other service levels, including suppression, are to be provided in accordance with the "needs and circumstances" of the municipality.
- Municipalities should have establishing by-laws that clearly outline what services are provided across a municipality, and how they are to be provided. This should align to the three lines of defense referenced above.
- Municipalities will be required by 2024 to complete Community Risk Assessments. The work contained in completing these should inform council on the risks within a community and plans to address these.
- The OFMEM is not in a position to comment specifically on Fire Boards.

Across the fire boards, the determination of fire service levels was discussed as a key area of input. It was noted that the fire board arrangement allows all municipalities to have input into and vote on the level of service they deemed appropriate for the particular area – for example whether emergency medical response, automobile extrication or water/ice rescue were to be included as fire services. It was discussed with stakeholders that if fire boards were to be dissolved, that contracted fire services would involve a determination of fire service levels at the outset of discussions. These would then be included in a contract (similar to a fire board agreement), however, the recommended term for contracted services would be 5 years. It was also discussed that differentiated service levels for contracting municipalities may be possible, as dispatch could funnel the requests based on the level of service provided to the appropriate covering fire hall.

It was also discussed that currently any decisions of the fire board require ratification by the board and every municipality involved. With fire services being provided by a municipal department, the effort placed into administration and budget processes would be streamlined while providing the same level of services.

Concerns regarding policies and procedures that mitigate risks for fire services would remain with the current governance structures, as Fire Department staff are not expected to have expertise in managing human resources, policy development, financial and budgetary reporting or data collection for performance management. In addition, many of the Fire Chiefs are fulfilling this role as part-time staff with a mandate that is fitting a full-time role.

## IMPLEMENTATION CONSIDERATIONS

There are resourcing impacts associated with a change in governance structure and establishing a municipal department, as it would require that there is a higher degree of involvement from the municipal CAO. They would be supported however by the Fire Chief, who would advise on operational requirements of taking on fire services. For municipal CAOs taking on this department, as well as for those municipalities that choose to maintain the current governance structure, it is strongly recommended that there is a concentrated effort by staff and elected officials to ensure that those responsible for oversight of fire services (staff or board members) are prepared for their roles appropriately. The Office of the Fire Marshall (OFM) also provides courses for education fire boards on key issues, and recommend that all members of Council, CAOs and the fire board members educate themselves on the responsibilities under the FPPA. The “OFM Essentials Course” is available and can be requested from staff throughout the year.

In particular for boards, it is recommended that the Secretary/Treasurer with the support of Fire Chiefs, do the following:

- Conduct a review of the competencies of Board Members based on skills and backgrounds (i.e., finance, HR, legal, emergency services)
- Establish Board onboarding / orientation material for Board Members and develop a Board Skills Matrix to document skills and expertise needs of the Board composition.

- Conduct a formal review of Fire Department policies and procedures (starting with Procurement and HR policies) to ensure compliance with all regulations. Share updated policies with participating Municipalities. Implement processes to ensure fire chiefs have access to this professional skills/expertise for ongoing operations.
- Establish clear bylaws that fully articulate the fire services activities offered by each Municipality and the method for delivery. This should include specific reference to fire prevention, education, and suppression activities.
- When completing the Community Risk Profile required under FPPA by 2024, Member Municipalities still participating in Fire Boards should use this opportunity to again re-evaluate this matter, to ensure that the fire services received continue to meet the

It should be noted that residents would see no change in services if fire boards were to be dissolved, as changing the fire board does not result in changes to operations or service levels.

#### FINANCIAL IMPLICATIONS

Financial implications related to changes in governance structure are anticipated to include one-time legal costs where boards have been dissolved and for new contractual arrangements.

There are no significant ongoing/long-term financial implications of this recommendation as it relates to how fire services are governed. At the time of dissolution, there would be costs associated with determining asset valuation for the fire halls and other physical assets.

It should be noted that capital costs for the fire hall would become the responsibility of the municipal department, and not that of the municipalities who were to contract services and would be factored into the fee for service cost structure. The fee-for-service agreement should also recognize that administrative costs will lessen over the span of the contract as the effort by the Secretary/Treasurer and other administrative costs is reduced and this effort would be disseminated to the appropriate corporate services departments.

#### SUMMARY OF BENEFITS

- Improve transparency and oversight of Fire Department operations for municipal leadership, as it relates to human resources, budget and compliance with procurement.
- Improved reporting relationship that promotes a higher level of understanding of board responsibilities under the FPPA and enhances professional insights into operations.
- Leverage procurement savings, and benefit from an economies of scale in the day to day operation and management of fire services from being embedded within the municipal organization.
- A well-negotiated fee-for-service agreement would result in better financial control of the fire department, as well as for contracting municipalities.

- Become aligned to good governance and operational practices by ensuring access to ensuring access to skills and expertise required to administer modern Municipal departments.

## 8.2 Recommendation 10: Establish a regional Fire Chiefs Association

Establish a formal mechanism for Fire Departments to share asset management plans, discuss upcoming procurement needs, and identify opportunities for group purchases (for potential cost savings, and to ensure ongoing compatibility of equipment across Fire Departments). In order to find efficiencies and opportunities for joint procurement of significant assets, it is recommended that Fire Chiefs across Dufferin develop an Association for collaboration.

### CURRENT STATE CHALLENGES

- There does not appear to be any formal approach to a coordinated approach to procurement or asset planning across the Fire Departments.
- Municipal staff stakeholders do not have full confidence that procurement guidelines are always followed; procurement summaries do not appear to be developed/shared with municipal staff.

### PROPOSED RECOMMENDATION

Creating a formal mechanism that would allow the Fire Chiefs to collaborate with on another on important procurement, policy and investment related decisions allows Dufferin residents to receive efficient and standardized emergency services across the County. An association of the Fire Chiefs of each Fire department within Dufferin be established, to meet quarterly. This would include the Fire Chiefs for:

- Grand Valley and District Fire Department
- Mulmur-Melancthon Fire Department
- Orangeville Fire Division
- Rosemont District Fire Department
- Shelburne and District Fire Department

The Association would discuss opportunities for joint procurement, or standardization of services, as well as best practices related to:

- Training of voluntary fire fighters
- Procurement related decisions on fire trucks, radio equipment, and other significant assets
- Determine where investments are required with a holistic view of the Dufferin County

## FINANCIAL IMPLICATIONS

There are no financial implications to this recommendation, however this does require minimal time from staff or volunteer fire chiefs. This may however reduce the need for *ad hoc* discussions and meetings among fire chiefs if regularly scheduled meetings can be used to facilitate discussion.

## SUMMARY OF BENEFITS

- Savings realized due to joint procurement.
- Sharing of best practices regarding policies and procedures.
- Efficacy of training and potential for increasing productivity of firefighters (scheduling, etc.) through sharing of resources.

### 8.3 Recommendation 11: Improve reporting and performance measurement

It is recommended that reporting of fire services related performance be recorded for all fire departments and reported to the appropriate governing body.

## CURRENT STATE CHALLENGES

- Fire Boards do not appear to be reporting aggregate performance levels to Fire Boards, CAOs, or the Public. Reporting requirements are not included in Fire Board agreements, only Rosemont Fire Department's annual report appears to be available online.
- Performance targets / service levels are not clearly documented or included in Fire Board agreements.
- At this time, it is unknown how the service level (e.g. response times) may vary across the County.

## PROPOSED RECOMMENDATION

To improve operations through informed decision making and to increase transparency of the Fire Departments' operations, it is recommended that a formal process for annual reporting be established. This would depend on the governance structure of the Fire Department, whether it's a fire board or a municipal department, however fire department staff would be responsible for collecting the data, analyzing the information and presenting it in a consumable format.

In order to report performance, each fire department must establish and commit to service/performance targets for Fire Services so that variations in service delivery across the County can be identified, and improvement targets identified. The metrics must be linked to the overall goals of the department. For example, the goals could include:

- Providing a timely response for fire services through a trained, skilled and efficient team;

- Reducing injury, loss of life or property damage;
- Providing public education programs and other prevention services to ensure public safety; and,
- Confirm to government acts, regulations, and municipal by-laws and policies.

In order to develop the key metrics, it is recommended that fire departments do the following<sup>4</sup>:

- Develop an inventory of current key performance indicators (such as response times);
- Identify gaps in performance indicators and determine data sets required to evaluate those indicators;
- Determine which information is essential for management and oversight bodies to know to effectively manage the operation;
- Ensure that the performance indicators selected align to the goals of the fire department;
- Develop the performance indicators by compiling the appropriate data sets;
- Determine the frequency of collection for each performance indicator;
- Develop a worksheet to gather performance indicators and outcomes;
- Test the performance indicators for a period of 3-6 months;
- Update as necessary;
- Provide the report on a quarterly or annual basis to the oversight function for the fire department (fire board or municipal Council) and ensure that the documents are publicly available.

## IMPLEMENTATION CONSIDERATIONS

Several Fire Chiefs noted that the IT system in use for fire operations was a niche software and support was provided through the particular service provider. Consultation with the IT service provider to understand the data gathering capacities of the software as well as any built in reporting functionality would be beneficial. Where real-time performance monitoring is available that should be captured, possibly with the support of an IT professional or software support help desk.

It is suggested that the Fire Chiefs Association be leveraged for this exercise, as the Fire Chiefs could more efficiently work towards developing metrics and reporting collectively. Note that Rosemont department currently publishes some performance reporting on service levels already and understanding the process used here would be beneficial across fire departments.

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<sup>4</sup> 2017. Measuring what Matters: Performance Measurement in Local Governments. University of Fraser Valley.





**TOWN OF MINTO**

**MEETING DATE:** February 20, 2024

**REPORT TO:** Mayor and Council

**SERVICE AREA:** Fire

**SUBJECT:** FIRE 2024-001 - Shared Fire Services Management Team Agreement and Budget Amendment

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**RECOMMENDATIONS:**

THAT Council of the Town of Minto receive report FIRE 2024-001 regarding Shared Fire Services Management Agreement and Budget Amendment;

THAT Council of the Town of Minto approve the addition of three (3) full-time positions for Fire and Emergency Services;

THAT Council of the Town of Minto approve an amendment to the Fire and Emergency Services 2024 Operating Budget with expenditure increases of \$416,700 and revenue increases of (\$438,800) for a net impact of (\$22,100);

THAT Council of the Town of Minto approve an amendment to the Fire and Emergency Services 2024 Capital Budget in the amount of \$70,000 with funding provided from the Fire and Emergency Services Reserve (\$28,000) and a recovery from Wellington North and Mapleton (\$42,000); and

THAT Council of the Town of Minto authorize the Mayor and the Clerk to sign the Shared Fire Service Management Team agreement with Wellington North and Mapleton.

**BACKGROUND:**

For the past 4 years, the Minto Fire Department and the Wellington North Fire Services have been operating under a Shared Fire Chief agreement where both municipalities have been sharing the services of one Fire Chief. During this time, daily operations have evolved into sharing the entire management team consisting of the Fire Chief and two Deputy Chiefs between the Town of Minto and the Township of Wellington North.

During the recent renewal negotiation with Wellington North, both municipalities have agreed to change and formalize the agreement to a shared management team agreement where both municipalities share in the services of all 3 personnel. The new agreement would split the costs of all three positions and the related costs associated with their daily operations.

While in negotiations, the Township of Mapleton inquired about joining the partnership to provide management services to their municipality as well. The discussions took place, and it was determined to accomplish this, the full-time complement of Fire and Emergency

Services would need to be increased by two (2) full-time positions to ensure appropriate service delivery across the three (3) municipalities.

Mapleton Council and Wellington North Council are both in favour of the new agreement and have passed By-laws to that effect.

### **COMMENTS:**

It is proposed that the new Fire Services Management Team consist of a Director of Fire Services, two (2) Deputy Directors of Fire Services, a Training Officer, an Administration / Public Educator, and a Fire Inspector / Plans Examiner.

As part of the new agreement, Minto would employ all six (6) personnel on the management team consisting of three (3) existing employees, one (1) employee from Wellington North, and two (2) new staff. Minto would 'contract' out the services of the team to both Wellington North and Mapleton based on the cost sharing reflected in the attached agreement.

A joint oversight committee would be struck consisting of the Chief Administrative Officers and Council representatives, one from each of the three (3) municipalities. The committee would review the budget and work plans of the Fire Service Management Team and assist in setting the direction of the team. The management team would still be responsible for reporting to all three Councils on a regular basis as well as preparing a budget for each Council to consider.

All three municipalities will pass By-laws appointing the Fire Service Management Team personnel as representatives of their municipality as well as their Fire Chief and Deputy Chiefs.

### **FINANCIAL CONSIDERATION:**

The general agreement in principle between Mapleton, Wellington North and Minto is that Mapleton and Wellington North will compensate Minto for the costs incurred by Minto to properly provide the services under this Agreement, as represented by 30% for each municipality of the total cost to Minto of employing the entire Fire Service Management Team, including those costs incurred for the Team to carry out their roles.

A budget amendment to the 2024 Fire and Emergency Services Operating Budget is required in the amount of \$416,700 in expenditures and (\$438,800) in revenue to reflect the financial arrangements of the new partnership agreement as outlined below:

**Expenditures**

Salary and Benefits	383,700
Vehicle Repairs / Fuel	9,000
Memberships / Conferences / Training	7,200
Office Supplies / Technology / Clothing / Other	16,800
<b>Total Expenditures</b>	<b>416,700</b>

**Revenue**

Recovery From Wellington North & Mapleton	(438,800)
<b>Total Revenue</b>	<b>(438,800)</b>

<b>Net</b>	<b>(22,100)</b>
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A budget amendment to the 2024 Fire and Emergency Services Capital Budget of \$70,000 is also required for the purchase of one (1) additional vehicle to be shared by the entire Fire Services Management Team. Sixty percent (60%) of the cost of the new vehicle will be recovered from Wellington North and Mapleton.

**STRATEGIC PLAN:****Goal 5: Responsible Government**

Deliver Services in an open, accountable, and transparent manner while providing an outstanding working environment for our employees and community.

**PREPARED BY:** Chris Harrow, Director of Fire Services

**RECOMMENDED BY:** Mark Potter, Interim Chief Administrative Officer



# Dufferin County

## Multi-Jurisdictional Fire Prevention and Protection Modernization Plan



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## ACRONYMS

AHJ	Authority Having Jurisdiction
CFES	Caledon Fire and Emergency Services
DFD	Dundalk Fire Department
EFD	Erin Fire Department
FSB	Fire Service Board
FUS	Fire Underwriters Survey
GVDFD	Grand Valley and District Fire Department
MMFD	Mulmur-Melancthon Fire Department
NFPA	National Fire Protection Association
OFD	Orangeville Fire Department
POC	Paid-on-Call
RDfD	Rosemont District Fire Department
SDFD	Shelburne and District Fire Department





# SECTION 1

## Preface



## SECTION 1: PREFACE

---

### County Background

Nestled in Central Ontario, Dufferin County spans an area of 1,486.31 square kilometres and is home to 66,257 residents, according to the 2021 census. Established as the Provisional County of Dufferin in 1881, it was carved out from portions of Grey, Simcoe, and Wellington counties. Looking ahead, the 2017 Official Plan projects that Dufferin County's population will rise to approximately 81,000 by 2036, marking an anticipated 18% increase. Detailed population projections for each of the county's eight municipalities are provided in the table below, which incorporates both the initial estimates from the Dufferin County Official Plan and updated figures from Statistics Canada.

### Industrial Revolution of Fire Service <sup>1</sup>

The fire service's history dates back to the relics of portable water pumps found in ancient Egypt. The first organized fire service recorded in history began in Rome under the rule of Augustus Caesar over 2,000 years ago; groups of enslaved people were dispatched through the night, in charge of watching for fires and crime – herein the fire brigade was born.

Throughout ancient times, firefighting equipment evolved along with the demand for better firefighting services. Insurance companies began supporting local fire brigades which in turn protected insured buildings. By the 1900s, the need for governance by municipal and district partnerships became evident. Mid-century expansion of urban areas, changes in government responsibilities, and government initiatives led to a massive wave of municipal mergers.<sup>2</sup>

Hereon, we can infer that independent agencies were developed, which governed the vast regions of populated land; this is where the concept of a Fire Service Board (FSB) was established.

As civilization has evolved, there has been a shift from rural to urban communities, for which the needs of either differ tremendously, highlighting challenges in a wide range of governance.

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<sup>1</sup> Jim Spell. "A brief history of the fire service: from ancient equipment to modern technology." FireRescue1. Accessed March 22, 2024. <https://www.firerescue1.com/firefighting-history/articles/a-brief-history-of-the-fire-service-from-ancient-equipment-to-modern-technology-uTSiJ1nGr7xUm5fm/>

<sup>2</sup> "How Local Government Works." Association of Municipalities of Ontario. Accessed March 26, 2024. <https://www.amo.on.ca/about-us/municipal-101/how-local-government-works>

## Evolution of Dufferin County and Fire Service Challenges

Dufferin County (the County) is an upper-tier municipality composed of 14 Council members representing eight municipalities, including the Town of Orangeville, Town of Shelburne, Town of Grand Valley, Township of Amaranth, Township of East Garafraxa, Township of Melancthon, Town of Mono, and Township of Mulmur.

For more than 30 years, the residents of the County have relied on fire services provided by various lower-tier municipalities and several Fire Service Boards (FSBs), including some that are based outside the County's borders.

Currently, the County does not oversee fire service delivery nor possesses the authority to alter the existing model. Some have criticized the Fire Service Board (FSB) governance model in use for its inadequacy in addressing the needs of a growing population. Operating fire services has become increasingly costly, and more technically demanding. Pumper trucks now exceeding a million dollars and aerial trucks costing upwards of three million dollars. While it was once considered acceptable for fire apparatus to remain in service for 30 years or more, this is no longer acceptable. Effective capital planning is essential to ensure that fire equipment adheres to National Fire Protection Association (NFPA) and Fire Underwriters Survey (FUS) standards.

Moreover, the costs of constructing and operating fire stations have soared in recent years. For instance, one of the County's fire services is planning to build a new station with a projected cost exceeding \$25 million.

Rising salary costs for department personnel must also be factored into the increasing expenses. In the summer of 2022, Ontario Regulation 343/22: Firefighter Certification under the Fire Protection and Prevention Act (FPPA), 1997, came into effect. This Regulation mandates that all firefighters must be certified according to the standards outlined to perform fire protection services. By July 1, 2026, all firefighting disciplines are required to meet these certification standards, and an amendment has further stipulated that Technical Rescue disciplines must achieve the necessary certification by July 1, 2028. These regulatory requirements contribute significantly to the overall cost and management of operating fire services.

In addition to rising operational costs, the firefighting sector is becoming increasingly litigious. Within the County, at least two significant lawsuits have been initiated by fire service staff and applicants against Fire Service Boards (FSBs). Compounding the issue, homeowners—particularly those relocating from urban to rural areas—often have elevated expectations for fire services and are more inclined to file claims if these expectations are unmet. This growing trend poses a substantial challenge for developing communities.

TABLE #1: MUNICIPALITIES AND CORRESPONDING FIRE SERVICES

Municipalities	Fire Departments			
Town of Orangeville	Orangeville Fire Department (OFD)			
Town of Shelburne	Shelburne & District Fire Department (SDFD)			
Town of Grand Valley	Grand Valley & District Fire Department (GVDFD)			
Township of Amaranth	Orangeville Fire Department	Grand Valley & District Fire Department	Shelburne & District Fire Department	
Township of East Garafraxa	Grand Valley & District Fire Department	Orangeville Fire Department	Erin Fire Department Erin (EFD)	
Township of Melancthon	Mulmur-Melancthon Fire Department (MMFD)	Shelburne & District Fire Department	Dundalk Fire Department (DFD)	
Town of Mono	Shelburne & District Fire Department	Rosemont Fire Department (RFD)	Orangeville Fire Department	Caledon Fire and Emergency Services (CFES)
Township of Mulmur	Shelburne & District Fire Department	Rosemont Fire Department	Mulmur-Melancthon Fire Department	

Although this chart may seem confusing, it mirrors the complexity of the multiple fire services that serve different communities, which can also be confusing for residents.

FIGURE #1: FIRE SERVICES ORGANIZATIONAL CHART

## Fire Services Organizational Chart

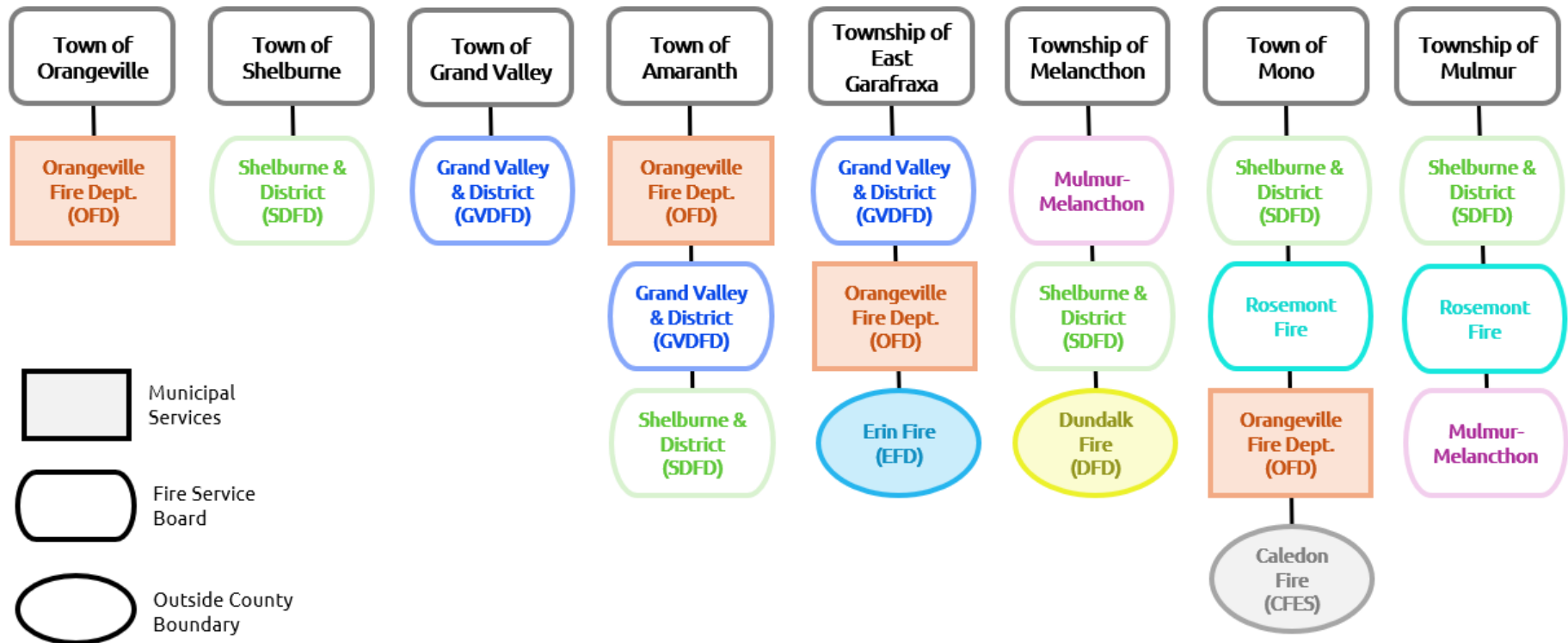


TABLE #2: MUNICIPAL POPULATION FORECASTS

	Population 2021 Statistics Canada	Population Forecast to 2031	Population Forecast to 2036	Percent Difference
Orangeville	30,167	36,490*	36,490*	+20.96%
Shelburne	8,994	10,000*	10,000*	+11.18%
Grand Valley	3,851	7,478*	7,503*	+94.83%
Grand Valley Urban	-	6,050*-	6,050*	-
Grand Valley Rural	-	1,428	1,453	-
Amaranth	4,327	4,680	4,710	+8.85%
East Garafraxa	2,794	3,150	3,180	+13.81%
Melancthon	3,132	3,410	3,430	+9.51%
Mono	9,421	9,770	9,890	+4.97%
Mulmur	3,571	4,290	4,340	+21.53%
Subtotal (excluding future reserved allocation)	-	79,268	79,543	-
Future Reserved Allocation	-	732	1,457	-
Total for the County of Dufferin	66,257	80,000	81,000	+22.25%

*Note from the original chart:*

*Source: Statistics Canada National Household Survey 2011, MOI Letter, August 2010, MMM, C4SE*

*\* Population forecasts beyond that identified is constrained due to the lack of approved municipal water services and municipal sewage services.*

*\*\* Additional Future Reserved Allocation may be accommodated within Shelburne, subject to satisfying the Shelburne Urban Settlement Expansion policies of Section 3.5.1.2.*

FIGURE #2: FIRE SERVICE COVERAGE

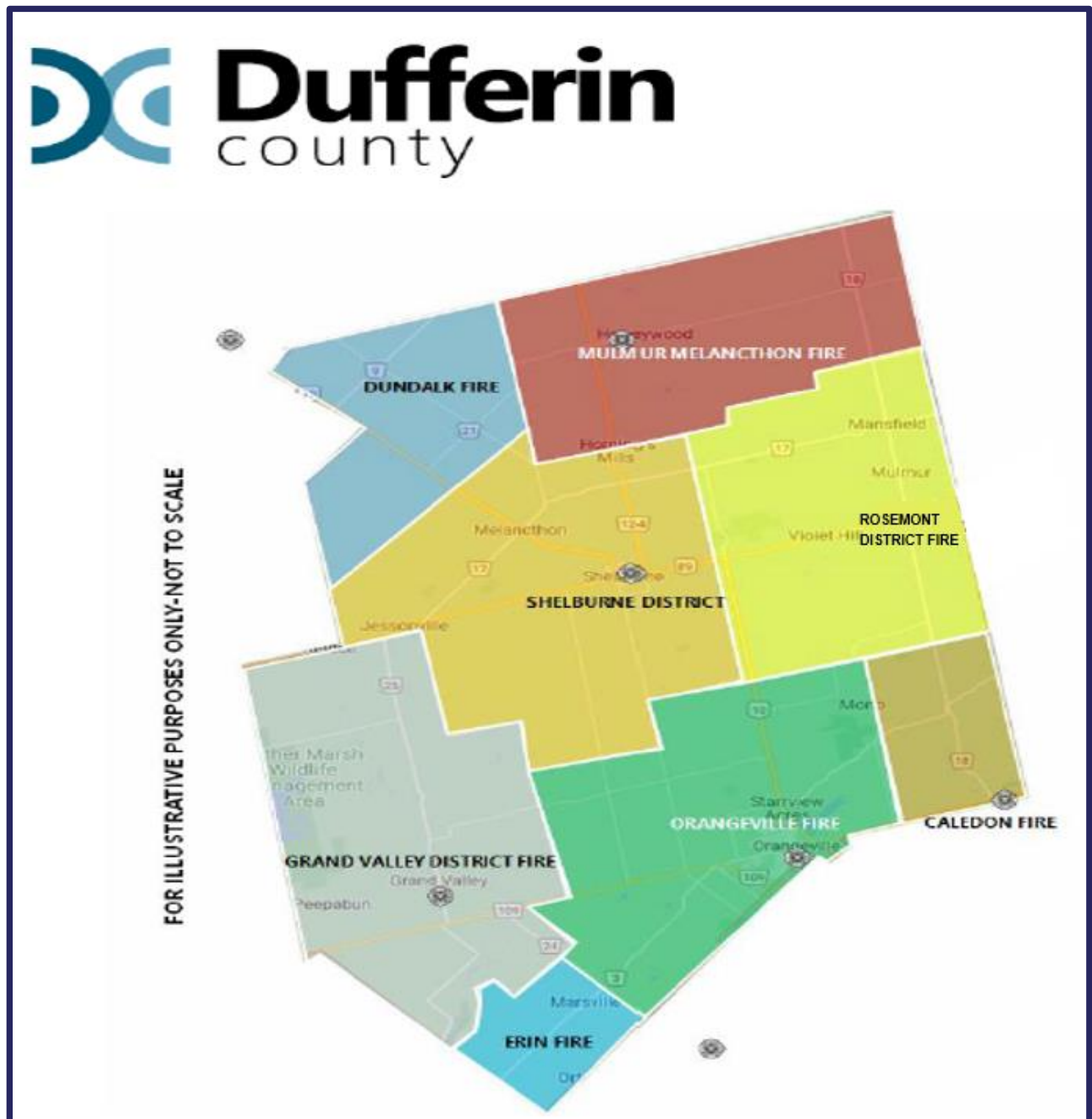
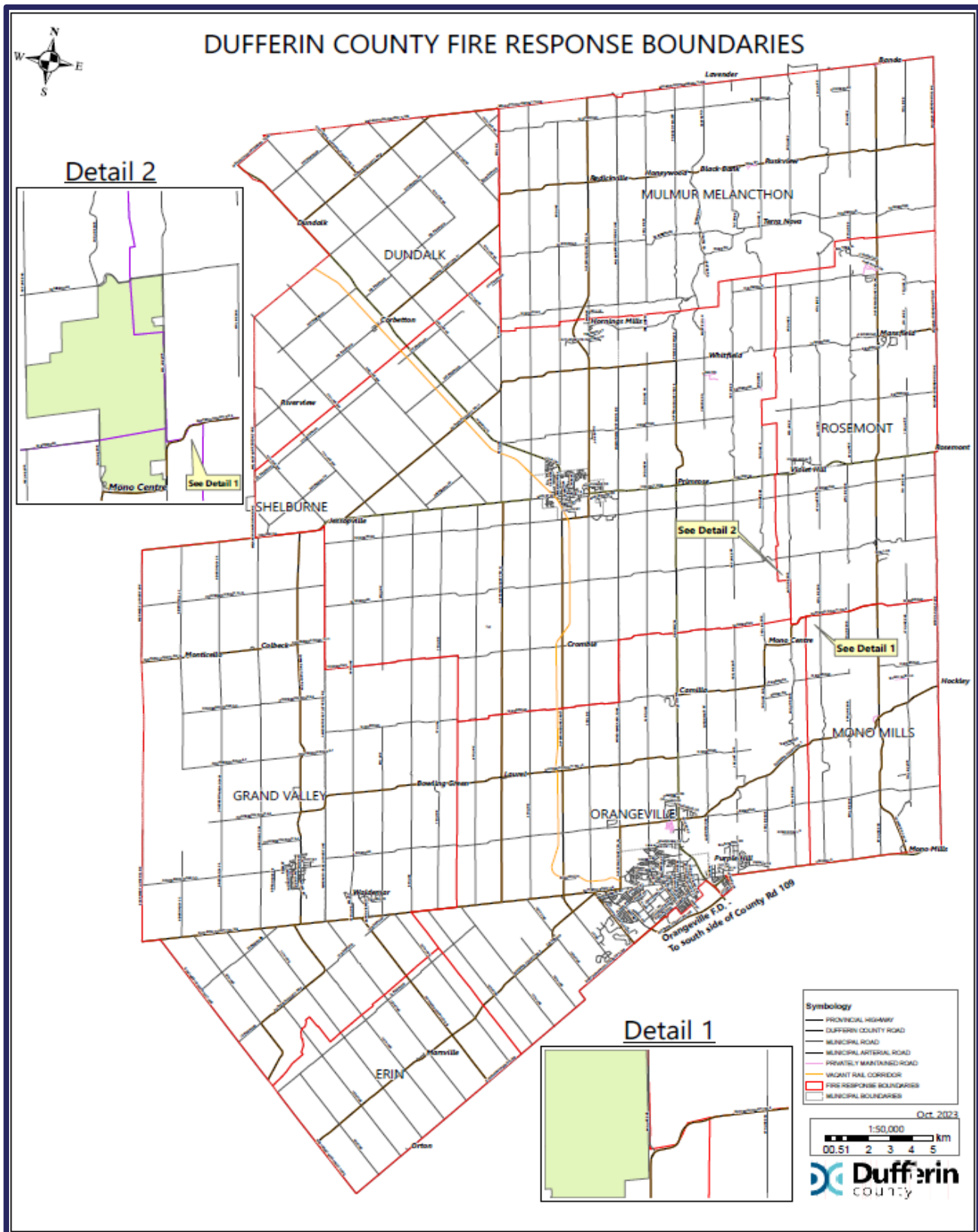


FIGURE #3: SERVICE BOUNDARIES WITHIN THE COUNTY



The lower-tier municipalities outside of County borders that provide fire protection services are contracted through service agreements with:

- Caledon Fire and Emergency Services (CFES) provides services to a portion of the Town of Mono.
- Erin Fire Department (EFD) services a portion of the Township of East Garafraxa (as well as the Town of Erin, outside County borders).
- Dundalk Fire Department (DFD) provides services to a large portion of the Township of Melancthon (as well as two other municipalities outside the County).

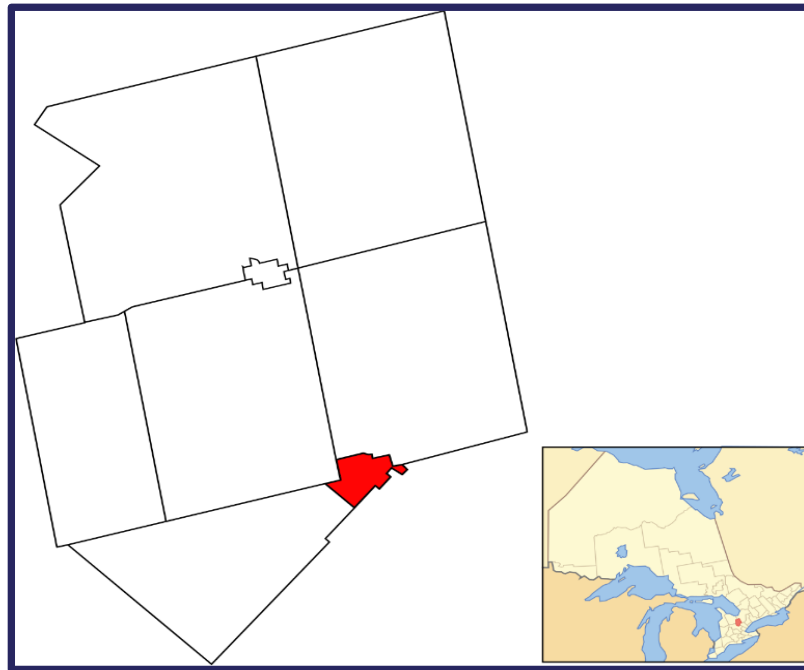
EMG has conducted a full review of each community and its related governance model. During this review the following points were assessed:

- How the community is protected (how many departments)
- The governance model - self governed, FSB or a combination
- An overview of feedback received in relation to the effectiveness of the governance
- Summary - future opportunities for efficiencies.



## Town of Orangeville

FIGURE #4: TOWN OF ORANGEVILLE WITHIN DUFFERIN COUNTY



The Town of Orangeville was incorporated in 1874, named after Captain Orange Lawrence.<sup>3</sup> Located in the south-central part of the county, this area is known as the 'seat.' It is bordered by East Garafraxa to the southwest, Mono to the northeast, and Amaranth to the northwest. The current population stands at 30,167, with a density of 1,900 people per square kilometer. By 2036, the population is projected to increase by 20.96%, reaching approximately 36,490 residents.

The Orangeville Fire Department (OFD), established in 1878, is the only directly operated municipal fire department within the County. It opened its current headquarters in 1972.<sup>4</sup> It has a suppression team of 20 full-time firefighters and 28 volunteer firefighters responding from a single fire station. The Department serves the Town of Orangeville, Town of Mono, and the Townships of East Garafraxa and Amaranth.<sup>5</sup>

The Town is served by a single fire department, which follows a unified model for fire prevention education and enforcement. Although the Fire Department is directly managed by

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<sup>3</sup> "Orangeville, Ontario." Wikipedia. Accessed March 25, 2024. [https://en.wikipedia.org/wiki/Orangeville,\\_Ontario](https://en.wikipedia.org/wiki/Orangeville,_Ontario)

<sup>4</sup> "2023 Year End Information." PDF provided by the Fire Department.

<sup>5</sup> "Fire Services". Town of Orangeville. Accessed March 27, 2024. <https://www.orangeville.ca/en/living-here/fire-services.aspx>

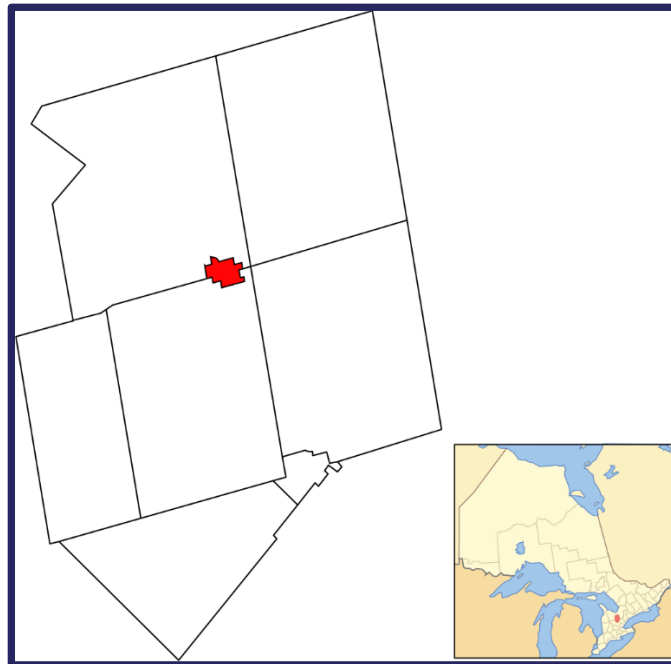
the Town, it has established an advisory committee with representatives from the neighbouring municipalities it serves. This committee helps maintain open communication by sharing information and collecting feedback from these municipalities. While the committee lacks formal authority, its role in facilitating dialogue is valued by the municipalities. Additionally, the Fire Department provides annual presentations to each of the councils to ensure transparency and foster engagement.

Feedback suggests that the fire service is highly regarded and well-supported by the Council. However, rising operational costs, particularly for maintaining career firefighters, are a concern. In 2020, the town transitioned from a municipal police service to a contract with the Ontario Provincial Police, which reduced annual costs by 48%. This shift has led to discussions about exploring alternative approaches to managing fire service expenses.

There is the opinion that the fire services should be 'fairly, and safely equipped', while remaining financially sustainable. As the costs of the fire service rise the town of Orangeville, the town must raise the charges for fire coverage provided to neighbouring municipalities.

## Town of Shelburne

FIGURE #5: TOWN OF SHELBURNE WITHIN DUFFERIN COUNTY



### *Statistics*

The Town of Shelburne, incorporated in 1877 with an initial population of 750 villagers<sup>6</sup>, has grown to 8,994 residents. By 2036, the population is projected to reach 10,000, reflecting an 11.18% increase. However, this growth is constrained by the lack of approved municipal water and sewage services, which impacts overall development and hampers the growth of the fire department due to insufficient water access for effective fire suppression. The current population density in Shelburne is 907.1 people per square kilometre.

The town is served by the Shelburne and District Fire Department (SDFD), which has been operating since 1982 with one fire station. The Department is led by a full-time fire chief and includes a paid-on-call deputy chief, along with 35 approved paid-on-call firefighters. The Fire Services Board (FSB), consisting of five municipalities with two members each, sees the Town of Shelburne contributing 56.43% of the budget, corresponding to its share of calls within the municipality.

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<sup>6</sup> "Shelburne, Ontario." Wikipedia. Accessed March 25, 2024. [https://en.wikipedia.org/wiki/Shelburne,\\_Ontario](https://en.wikipedia.org/wiki/Shelburne,_Ontario)

The Town of Shelburne has contemplated a resolution to dissolve the FSB, believing that greater 'care and control' is needed. However, a motion proposed by the Council in 2021 to move forward with this resolution was defeated.

A particular concern regarding Shelburne is the significant increase in the budget for fire station upgrades. Originally set at \$2.2 million, the budget was revised to \$15 million in 2023 without involving any of the participating Councils. This abrupt increase has created difficulties for the municipalities in managing their annual budgets. Additionally, the 2024 capital budget highlights the need to replace two fire trucks, further straining financial resources.

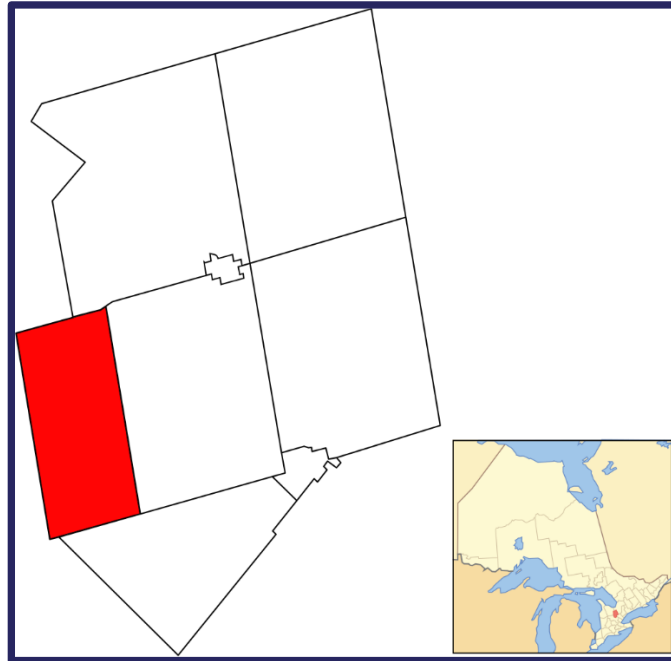
The FSB contracts with the Shelburne Municipal Benefit Program and has begun adopting municipal policies and procedures for human resources and other operational areas. The Town Clerk has worked with the FSB to ensure that it meets transparency guidelines. The Town provides IT support, GIS, HR, finance, purchasing, benefits, and payroll, and it deals with cyber risks but is not being compensated for the full range of services provided.

The original fire station, constructed before the formation of the FSB, is owned by the Town of Shelburne. However, an addition completed in 2012, during the FSB's governance of the fire department, means that each of the participating municipalities owns a share of the building. Despite this shared ownership of the structure, the land on which the station sits remains the property of the Town of Shelburne.

The Fire Services Board (FSB) is currently negotiating to acquire additional land next to the Fire Department. However, municipalities are concerned about having limited or no influence over the proposed property expansion.

## Town of Grand Valley

FIGURE #6: TOWN OF GRAND VALLEY WITHIN DUFFERIN COUNTY



The Town of Grand Valley is in the southwest corner of Dufferin County. The formation of the town was a result of an amalgamation of the Township of East Luther, a rural farming area, and the Village of Grand Valley, thereafter, known as the Town of Grand Valley in 2012.<sup>8</sup> It has a current population of 3,851 residents and a density of 18.7 people per square kilometre, with a significant growth of 94.83% expected by 2036, bringing the population to approximately 7,503 residents.

The Grand Valley and District Fire Department (GVDFD) has a single station operated by a Fire Service Board that serves the Town of Grand Valley and Townships of Amaranth and East Garafraxa.

The operating levy is adjusted based on the call volume of the municipalities with the 2024 assessments allocating Amaranth with approximately 20.6% of the budget, East Garafraxa with 16% and the Town of Grand Valley with 63%.

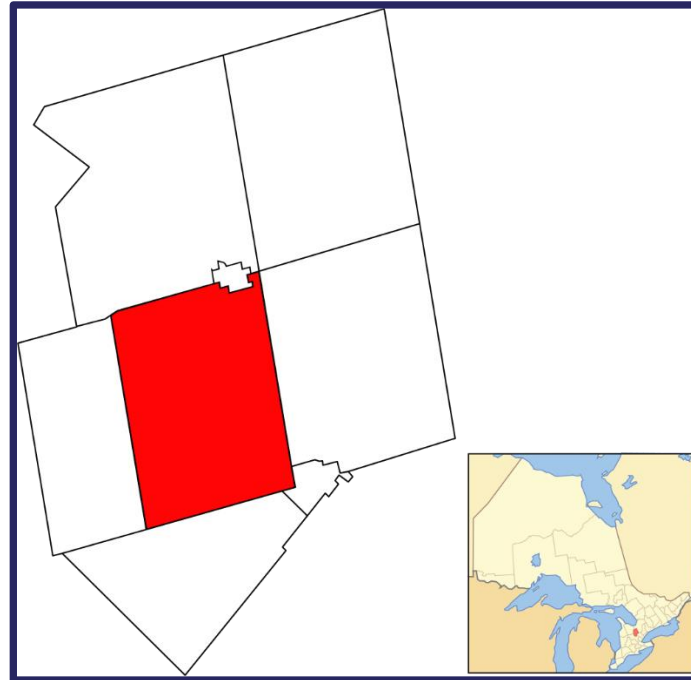
As the town has a fire station within its boundaries, it has a fire prevention program provided by the single Department.

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<sup>8</sup> "Grand Valley, Ontario." Wikipedia. Accessed March 25, 2024. [https://en.wikipedia.org/wiki/Grand\\_Valley,\\_Ontario](https://en.wikipedia.org/wiki/Grand_Valley,_Ontario)

## Township of Amaranth

FIGURE #7: TOWNSHIP OF AMARANTH WITHIN DUFFERIN COUNTY



The Township of Amaranth was incorporated in 1854.<sup>9</sup> Its current population is 4,327 residents with a density of 16.3 people per square kilometre. Amaranth has an anticipated growth rate of 8.85%, bringing the population to 4,710 by 2036.

The Township is serviced by three fire departments – OFD, GVDFD, and SDFD. The result is that the Township has three different fire prevention education and enforcement models which can be difficult for property owners to understand.

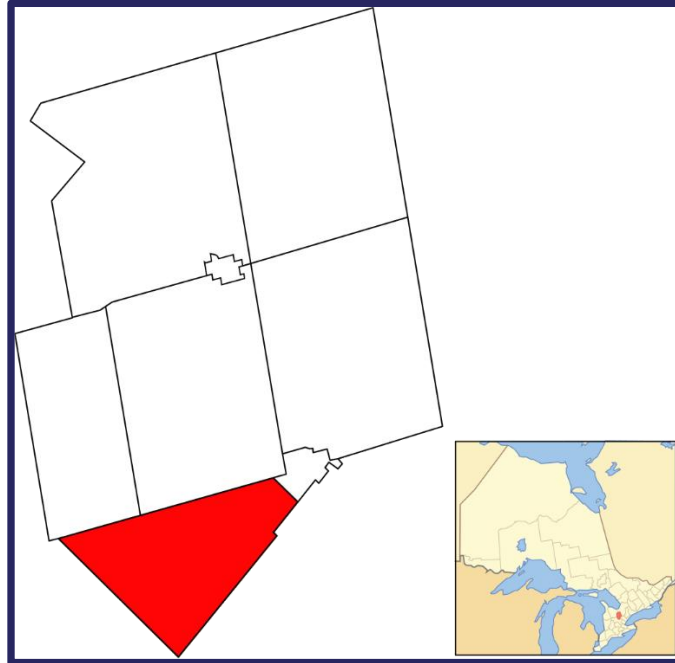
The Township has two council members each on GVDFD and SDFD Fire Service Boards. Although they do not have formal representation on the OFD, the OFD does annual presentations

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<sup>9</sup> "Amaranth, Ontario." Wikipedia. Accessed March 25, 2024. [https://en.wikipedia.org/wiki/Amaranth,\\_Ontario](https://en.wikipedia.org/wiki/Amaranth,_Ontario)

## Township of East Garafraxa

FIGURE #8: TOWNSHIP OF EAST GARAFRAXA WITHIN DUFFERIN COUNTY



Incorporated in 1869,<sup>10</sup> the Township of East Garafraxa has a current population of 2,794 residents, with a density of 15.5 residents per square kilometre. Its population is expected to grow to 3,180 for a 13.81% increase by 2036.

The Township is served by three fire departments - GVDFD, OFD, and Erin (outside the County border). The result is that the town has three different fire prevention education and enforcement models, which can be difficult for property owners to understand.

The Mayor and Councillor sit as board members on the GVD Fire Board.

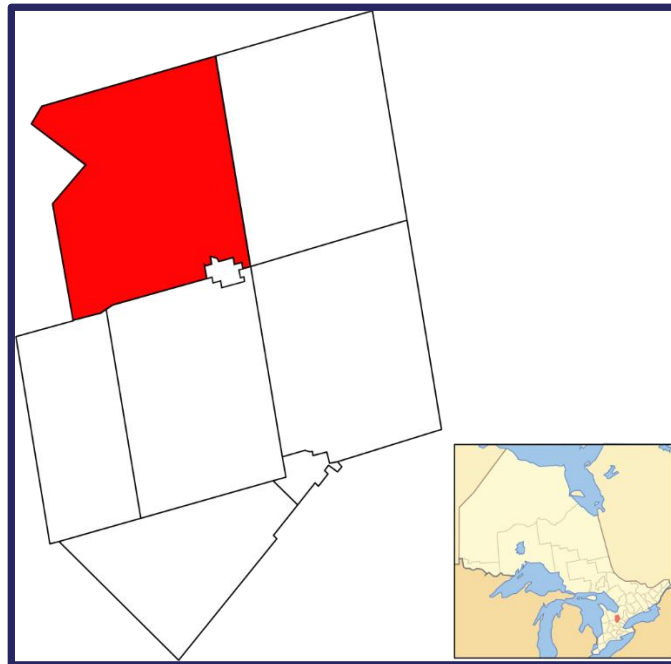
While the OFD and the GVFD provide annual budgets, the Erin Fire Department operates on an invoicing system based on the number of calls, the apparatus that responded, and the duration the apparatus is present on scene. In one case, a major fire incident consumed the entire annual budget that East Garafraxa had allocated for fire services. Although invoicing per call is a common practice in interjurisdictional agreements, it carries risks, particularly with large-scale emergencies that can quickly deplete allocated funds. As such, a more sustainable agreement should be in place between the two parties to cover large-scale emergencies.

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<sup>10</sup> "East Garafraxa." Wikipedia. Accessed March 25, 2024. [https://en.wikipedia.org/wiki/East\\_Garafraxa](https://en.wikipedia.org/wiki/East_Garafraxa)

## Township of Melancthon

FIGURE #9: TOWNSHIP OF MELANCTHON WITHIN DUFFERIN COUNTY



The Township of Melancthon is a rural township in the northwest corner of the County, bordered in the east by Mulmur, Amaranth and Grand Valley to the south, Southgate to the west, and Grey Highlands to the north. Founded in 1853, it was originally part of Grey County until it was transferred to Dufferin County in 1881.<sup>11</sup> The Township has a current population of 3,132 residents with a population density of 9.7 people per square kilometre; it is expected to grow to 3,430 at a rate of 9.51% by 2036.

Melancthon is served by the Mulmur-Melancthon Fire Department (MMFD) as well as the SDFD and the Dundalk Fire Department (Township of Southgate, located outside Dufferin County). The result is that the town has three different fire prevention education and enforcement models which can be difficult for property owners to understand. Melancthon has board members on the MMFD and SDFD FSBs.

There is a service contract with SDFD which invoices the municipality at set flat rates. These rates are currently less than the MTO flat rates set by the province (that are updated annually).

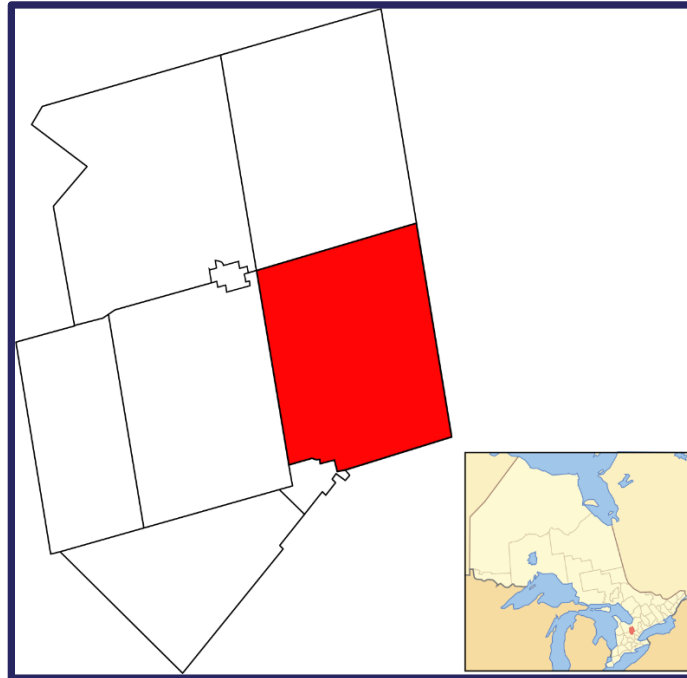
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<sup>11</sup> "Melancthon, Ontario." Wikipedia. Accessed March 25, 2024. [https://en.wikipedia.org/wiki/Melancthon,\\_Ontario](https://en.wikipedia.org/wiki/Melancthon,_Ontario)



## Town of Mono

FIGURE #10: TOWN OF MONO WITHIN DUFFERIN COUNTY



The Town of Mono, originally the Township of Mono, incorporated in 1850, is a rural municipality in the southeast corner of the County, with Amaranth to the west and Adjala-Tosorontio to the east. As a township, it was part of “Simcoe District” (which later became “Simcoe County”) transferring to from Simcoe to Dufferin in 1881. It became the Town of Mono in 1999.<sup>12</sup>

The current population of 9,421 is expected to grow by 4.97% to 9,890 residents by 2036.

The Town is served by SDFD, RDFD, CFD, and OFD. The result is that the town has four different fire prevention education and enforcement models, which can be difficult for property owners to understand.

The CFD and OFD provide annual budgets based on the number of calls for the previous year.

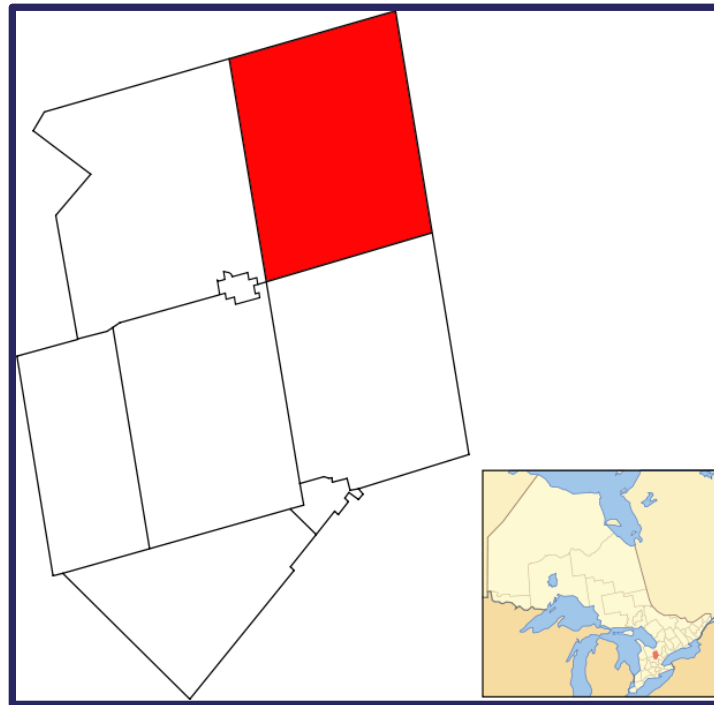
The fire service agreement with SDFD was signed in 1991. There was a draft updated agreement in 2012 but has never been signed.

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<sup>12</sup> “Mono, Ontario.” Wikipedia. Accessed March 25, 2024. [https://en.wikipedia.org/wiki/Mono,\\_Ontario](https://en.wikipedia.org/wiki/Mono,_Ontario)

## Township of Mulmur

FIGURE #11: TOWNSHIP OF MULMUR WITHIN DUFFERIN COUNTY



Incorporated in 1851, the Township of Mulmur is in the northeast corner of the County, straddling the Niagara Escarpment.<sup>13</sup> Its current population of 3,571 has a density of 12.1 people per square kilometre and is expected to grow by 21.53% to 4,340 residents by 2036.

The Township has two council representatives who sit on three different Fire Service Boards.

The Township is protected by the SDFD, RDFD, and the MMFD. The result is that the Township has three different fire prevention education and enforcement models which can be difficult for property owners to understand.

The Township has challenges developing the budget because each FSB budgets are set differently and do not use the same terminology, making line-by-line comparisons impossible. Further, the FSBs approve their own budgets without Council's approval, which causes concerns when there are large, unexpected increases, including legal fees, and sometimes training.

Each FSB does Capital asset planning differently, making it a challenge for the Town to forecast Capital costs.

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<sup>13</sup> "Mulmur." Wikipedia. Accessed March 25, 2024. <https://en.wikipedia.org/wiki/Mulmur>

## Summary of Challenges with Current Operations

Municipalities are legally mandated to provide public education on fire safety and to enforce the Fire Code. This responsibility ensures that residents are informed about fire prevention and safety measures while maintaining compliance with fire safety regulations to protect public health and property.

Section 202 of the Municipal Act, 2001, S.O. 2001, c.25, as amended, allows two or more municipalities to enter into agreements to create a joint municipal service board. This provision enables municipalities to collaborate on establishing and operating such boards for services they deem necessary or beneficial. Municipal service boards cover a range of shared services, including fire services, libraries, arenas, health boards, water collection, utilities, police services, planning boards, and other bodies or local authorities established or exercising any power under any *Act*.

The legislative foundation for collaborative fire service arrangements was established in 1937, when municipalities were first authorized to enter into agreements with other municipalities or entities to deliver fire protection services. This provision laid the groundwork for cooperative fire service partnerships.

### *Municipal Act RSO 1937, c 226, s 425 Part 4*

*(4) For entering into a contract with the corporation of any fire brigade other municipality or municipalities for establishing, providing, and maintaining, jointly, a fire brigade, fire halls, fire engines, apparatus and equipment and for the maintenance and use thereof upon such basis as to the distribution of cost as the contract may stipulate.*

*(a) Each municipality shall issue its own debentures for its share of the capital cost of providing the said fire services, and the provisions of paragraphs 1 to 3 shall be applicable.*

Fire Service Boards are long-standing entities that introduce a layer of municipal oversight to what were once independent fire brigades. They represent a model of shared governance, where multiple municipalities collaboratively oversee and manage a shared fire service. This structure enables joint decision-making and resource allocation, reflecting the evolving need for coordinated fire protection across multiple jurisdictions.

It should be noted that stakeholder consultations conducted by EMG revealed a range of perspectives. Some stakeholders support the use of Fire Service Boards, while others believe that Fire Service Boards are no longer an effective governance model in the evolving fire service environment.

## *Fire Service Board Benefits*

Fire Service Boards provide advantages, including granting the municipalities receiving protection a formal role in decision-making regarding service delivery. In Dufferin County, these Boards consist of elected officials from the participating municipalities, who are tasked with keeping their Council and municipal staff informed about issues impacting the fire service. This structure ensures that local governments have a direct voice and vote in the management and oversight of fire services, promoting transparency and accountability in how these critical services are delivered.

In municipalities without an internal fire department, Fire Service Boards provide a mechanism for them to have a say in the fire services being delivered. For some long-standing Fire Service Board members, it is seen as a way to control expenses, while keeping their expectations in the forefront. They also believe that, with years of experience, they have a deep understanding of fire service leadership and management.

## *Fire Service Board Challenges*

While members of FSBs generally support the FSB model, CAOs and Fire Chiefs often express concerns regarding its governance and effectiveness. Some of these challenges arise from the independent nature of the fire departments involved, which can lead to lower levels of coordination and integration among them.

### Challenges

Under a Fire Service Board (FSB) model, the municipal Chief Administrative Officer (CAO) lacks authority and control over the Fire Chief, the fire department, or their activities, since the Fire Chief reports directly to the FSB. As a result, it is believed that FSBs do not offer the same level of oversight and accountability as a reporting structure that includes direct oversight by a CAO.

An establishing and regulating by-law (E&R) is a municipal council document that outlines policies for fire departments. It can be used to show how the municipality delivers fire protection services it has determined are necessary according to its needs and circumstances, as is required by the *Fire Protection and Prevention Act, 1997 (FPPA)*. The E&R By-law outlines the type and level of training required for fire department personnel. However, some municipalities serviced by the Fire Service Boards either lack an E&R By-law or have outdated versions, as they may not perceive themselves as directly responsible for fire services. This can result in inconsistencies in training and service standards across municipalities, creating gaps between the level of service that municipalities believe they are receiving and the actual level of service provided.

Several Chief Administrative Officers (CAOs) have noted that the fire service agreements between the Fire Service Board (FSB) and the municipalities have not been reviewed by legal services, and most have not been updated in many years.

Another concern is that FSB policies may not comply with provincial legislative requirements, such as those related to the *Accessibility for Ontarians with Disabilities Act (AODA)*, human resources, financial reporting, purchasing, and health and safety. Although municipalities do not have direct responsibility for the FSB, they still bear some level of responsibility, which could expose them to potential liabilities or financial obligations related to the FSB's operations.

Another concern expressed was that FSB policies may not meet provincial legislative requirements; for example, *AODA*, human resources, financial reporting, purchasing, health and safety, etc. Although the municipality does not have direct responsibility for the FSB, it still holds some degree of responsibility, which could lead to potential liabilities or financial obligations related to the FSB's operations.

Politicians who serve on FSBs often lack a background in firefighting, fire operations, or fire administration. Despite this, it was suggested that some boards try to involve themselves in operational matters, which can create challenges given their limited technical expertise.

Additionally, these board members often lack experience in human resources yet may become involved in managing HR issues. Each FSB has its own set of human resource policies, leading to a lack of consistency in how personnel matters are handled across different boards. FSBs are a governance mechanism, not an operational supervision.

In one case, the Fire Service Board hired an administrative support person who reports directly to the FSB rather than the Fire Chief. While the Fire Chief requires administrative support, any work requests from this position need to be directed to the FSB. This reduces the Fire Chief's ability to provide direction and accountability to the role, without going through the FSB for authorization.

Independent FSBs often exhibit inconsistencies in planning among fire departments. Some departments have comprehensive strategic or master plans that outline a 10-year vision, while others lack any formal documentation or strategy.

Additionally, some FSBs operate without a cohesive financial plan or strategy, complicating municipal budget planning. This issue is exacerbated when a municipality is served by multiple fire departments, each with its own budgeting system.

FSBs within Dufferin County are relatively small organizations and typically lack internal administrative structures, including finance, human resources, and IT departments. To address

these needs, many FSBs contract these services from their local municipalities on a part-time or contractual basis.

Some FSBs have not established capital reserves for apparatus or building expenditures. Fire apparatus that are used in suppression, including engines, pumpers, aerials, and tankers, typically have a lifespan of 20 years (or 25 years with recertification) and require financial planning. While buildings have much longer life spans, it is reasonable to anticipate the needs for capital repairs, expansion, and building replacement. This creates a concern for some municipalities when a large capital item is added to the annual budget.

This lack of capital reserves also poses a challenge when existing fire stations may not comply with current health and safety standards. For example, inadequate space may force bunker gear to be stored on the apparatus floor, and the absence of air filtration or exhaust extraction equipment can compromise the safety and well-being of fire service personnel.

Within the county, some fire departments invoice insurance companies for costs related to motor vehicle collisions or structure fires, while others do not utilize this practice. When different processes exist within a single municipality, it can create conflict. For instance, if one resident gets an invoice but others do not it highlights a lack of consistency in billing practices. Invoicing of insurance companies is becoming increasingly common as fire departments struggle with budget containment from the municipalities.

Taxpayer equality has emerged as a challenge in some communities served by multiple fire services. Disparities in service billing and funding can lead to uneven distribution of costs and benefits, creating inequities among taxpayers who may receive different levels of service or pay varying amounts for fire protection. For example, some residents may pay for full-time firefighters while others are served by volunteers, and the service levels provided by volunteer fire departments can vary significantly.

It was noted that municipalities and municipal purchasing groups might achieve cost savings (through a joint purchasing program) compared to FSBs that make purchases independently. By pooling resources and leveraging collective buying power, municipalities can often secure better prices and terms for equipment and services.

In communities served by multiple fire departments, inconsistencies in issuing burning permits and enforcing fire bans can create problems. For example, suppose one fire department imposes a burning ban while another does not. In that case, residents may express dissatisfaction if their area is subject to the ban while neighbouring areas are allowed to burn. One municipality tried to implement a unified burn permit form but faced significant challenges in getting the various fire departments to agree on its design and usage.

Some Fire Service Boards (FSBs) do not provide formal annual reports, resulting in a lack of detailed information about service performance and activities for the councils. This issue is more complicated for those fire departments from outside of the County serving these municipalities. For the FSB that are providing reports, there is not a common template, therefore, extracting information from multiple reports can be complex and not necessarily comparable. Some CAOs have expressed concern that the minutes of FSB meetings may lack transparency and may not capture all discussions. This can leave municipalities without a complete understanding of current or upcoming issues, impacting their ability to stay informed and engaged with the fire service's operations and challenges.

As each of the fire departments operates independently, there is a lack of consistency in the types and uses of equipment across the various departments. This variation can lead to inefficiencies and challenges in coordinating responses and standardizing practices. As fire departments may be responding to the same call using different types of equipment, which can result in situations where firefighting staff are not trained in or familiar with the equipment used by other departments. This issue also extends to radio systems, leading to communication breakdowns at fire scenes where multiple departments are present.

Current response boundaries were established according to historical municipal borders, including those that are no longer in place as municipal restructuring has taken place.

Suburban and rural areas require different firefighting tools due to their distinct characteristics. For example, a suburban municipality may benefit from an aerial device to fight fires in a multi-storey building, however the rural surrounding communities may not see the benefit to the same degree. If a fire department serves both a suburban and rural area, there can be conflict between fire service board members over who pays for the equipment. In some cases, rural municipalities may be required to pay a portion of the expense despite not needing that piece of equipment for their residents. In these cases, disagreements can cause delays in obtaining the required equipment.

There are ownership issues surrounding FSBs.

- If FSBs are dissolved, the municipality where each fire department is located would take on responsibility for its own operations, finance, human resources, and other aspects. This shift could be beneficial, but whether municipalities would welcome this change depends on their individual circumstances and preferences..
- However, the challenge is that other municipalities served by the specific fire department may no longer have a direct say and may be paying a major portion of functions. Therefore, new agreements would need to be negotiated.

- In one instance, the ownership of various parts of the building varies depending on the municipalities providing funding at different levels. Some municipalities claimed a percentage of ownership of vehicles, while one FSB has indicated ownership of these vehicles rests with the FSB itself rather than the contributing municipalities.

## ***County Operational Issues***

### ***Fire Prevention***

Fire prevention encompasses both public education component and inspection components. It is the responsibility of the municipalities, rather than the FSBs, to fulfill these legislative requirements to provide fire prevention.

### ***Fire Protection and Prevention Act, 1997, S.O. 1997, c. 4, Part II***

### ***Municipal Responsibilities***

*2(1) Every municipality shall,*

*(a) establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and*

*(b) provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.*

Regulations include the “certain components of fire prevention” to include inspections of vulnerable occupancies. It also included inspections of other properties upon issue identification or request.

The primary challenge in complying with the *FPPA* in this context is the responsibility for fire prevention services in municipalities that do not have their own fire departments. Many municipalities assume that fire departments are handling fire prevention but lack specific details. For example, some municipalities have minimal or no formal documentation regarding their fire department's fire prevention efforts. Additionally, some agreements between FSBs and municipalities lack clauses on fire prevention, leaving the FSBs not obligated to provide these services, as legislation assigns this responsibility to the municipalities.

When fire prevention programs are in place, they are often not coordinated among the multiple fire departments serving the municipality. As a result, different response areas within the same municipality may experience varying levels of fire prevention.



In some cases, the municipalities simply relied on the FSBs to ensure fire prevention was being provided without understanding what was provided, by whom, and to what extent.

Except for Orangeville, Fire Prevention Officers are typically volunteer firefighters who take on this additional role while maintaining their full-time jobs. As a result, their time may be limited, particularly when they are responsible for multiple municipalities. This dual commitment can impact their availability and effectiveness in performing fire prevention duties.

Further, some of the members of the fire departments who are doing inspections do not have the formal training and certification to do so.

The Office of the Fire Marshal (OFM) has prioritized fire prevention, recognizing that the actions of residents before the fire department arrives are crucial in determining whether injuries or fatalities occur. Therefore, fire prevention must be a key focus in the recommendations and actions resulting from this fire service review.

### *Training*

All firefighters in Ontario, whether career or paid-on-call (often referred to as volunteers), must meet minimum training requirements to ensure their health and safety. This training requires hundreds of hours of training as well as ongoing training to improve and maintain skill sets during the career as a firefighter. These long training hours impact the availability of some to volunteer and young people who get certified often look to become career firefighters.

The new standards also require more time, planning, and skill of those who provide the training. Training officers must now train to standards and ensure that the documentation is highly specific and detailed. Being a training officer in today's environment requires experience mixed with an academic understanding of fires, risks, and the learning patterns of the audience. In smaller fire departments, Fire Training Officers were often volunteers who, despite lacking extensive formal firefighting education, gained their expertise through years of on-the-job experience.

This situation has created challenges in ensuring that all firefighters meet certification requirements set to take effect on July 1, 2026, and the new technical rescue training standards scheduled for July 1, 2028. To address these challenges, some Fire Service Boards (FSBs) have engaged private firefighting academies to provide the necessary training and certification.

A larger, county-wide fire service could potentially have the resources to employ full-time training officers, ensuring that firefighters receive the highest quality training available. Radio System Upgrade

A common concern raised during stakeholder consultations was the lack of a unified radio system, with a mix of analogue VHF radios and digital communications across various fire services. This inconsistency hampers the ability of fire departments to communicate effectively with one another, which is especially problematic given the frequent mutual aid calls. Developing a common, modern radio system is a costly undertaking that FSBs have struggled to agree upon what option to implement. Additionally, the situation is further complicated by the fact that each FSB maintains independent contracts for fire service dispatching, adding another layer of disjointedness to the communication process. Some FSB members suggested that an upgraded radio system be the county's responsibility, as the cost of such an upgrade is beyond their individual budgets. Due to the federal requirement to implement the Next Generation 9-1-1 upgrades, the dispatch centres may mandate that their downstream clients (fire departments) move to digital radio systems. This will place a cost on the FSBs that some have been trying to avoid or delay.

### *Support for Fire Victims*

A concern with the current governance model is that fire departments do not make use of available support for fire victims. Many individuals affected by fires are not referred to County Social Services or provided with preliminary resources to aid their recovery. Improving the coordination of services for these individuals is crucial to ensuring they receive the necessary support and assistance in the aftermath of a fire.

### *Costs*

A common concern is that municipalities are reluctant to subsidize other municipalities. Small municipalities are wary of covering the higher costs associated with larger communities, while the larger communities resist bearing the costs of the smaller communities. The county has the authority to adjust tax rates based on the level of service provided.

Additionally, there is concern that new residents moving to the county from the Greater Toronto Area expect a standard of fire service similar to what they were accustomed to, adding pressure to meet these expectations.

### *Unionization*

There is concern about the potential for volunteer firefighters to unionize and how this might impact fire service costs. One question raised is whether a county-operated fire service could increase the likelihood of unionization. Additionally, there is apprehension that, even without unionization, volunteer firefighter pay rates might rise to the highest level in the county, potentially driving up overall costs.

### *Tiered Response*

In various communities, a common issue raised is the role of volunteer firefighters in responding to medical calls, particularly when paramedics often arrive more quickly. This raises questions about the efficiency and necessity of having volunteer firefighters attend these calls, given that professional medical personnel are typically faster and more specialized in providing emergency medical care. Additionally, there are concerns about the financial costs incurred by fire departments for handling these medical emergencies. Fire departments, whether volunteer and composite, encounter higher costs associated to tiered response protocols. While it is challenging for smaller individual fire departments to negotiate tiered response protocols with the Ontario Ministry of Health and Long-Term Care, a unified county-wide plan might provide greater leverage in these negotiations.

### *Financial Accountability*

There is concern by both CAOs and FSB members that there should be caution about moving fire services to the County level, as many have a concern that the County is not as accountable to the taxpayers in the same way lower tiers are, and therefore, expenses are less controllable. It should be noted, however, that some of the FSBs have delayed expenditures or avoided expenditures that will need to be made, regardless of the delivery option selected and that there will be costs attached.

### *Recruitment and Retention*

Volunteer firefighting faces a growing challenge with recruitment and retention, as many older firefighters approach retirement and younger recruits often seek full-time career positions. New training standards demand that volunteers commit to longer training hours both initially to achieve certification and ongoing to meet the demands of the job.

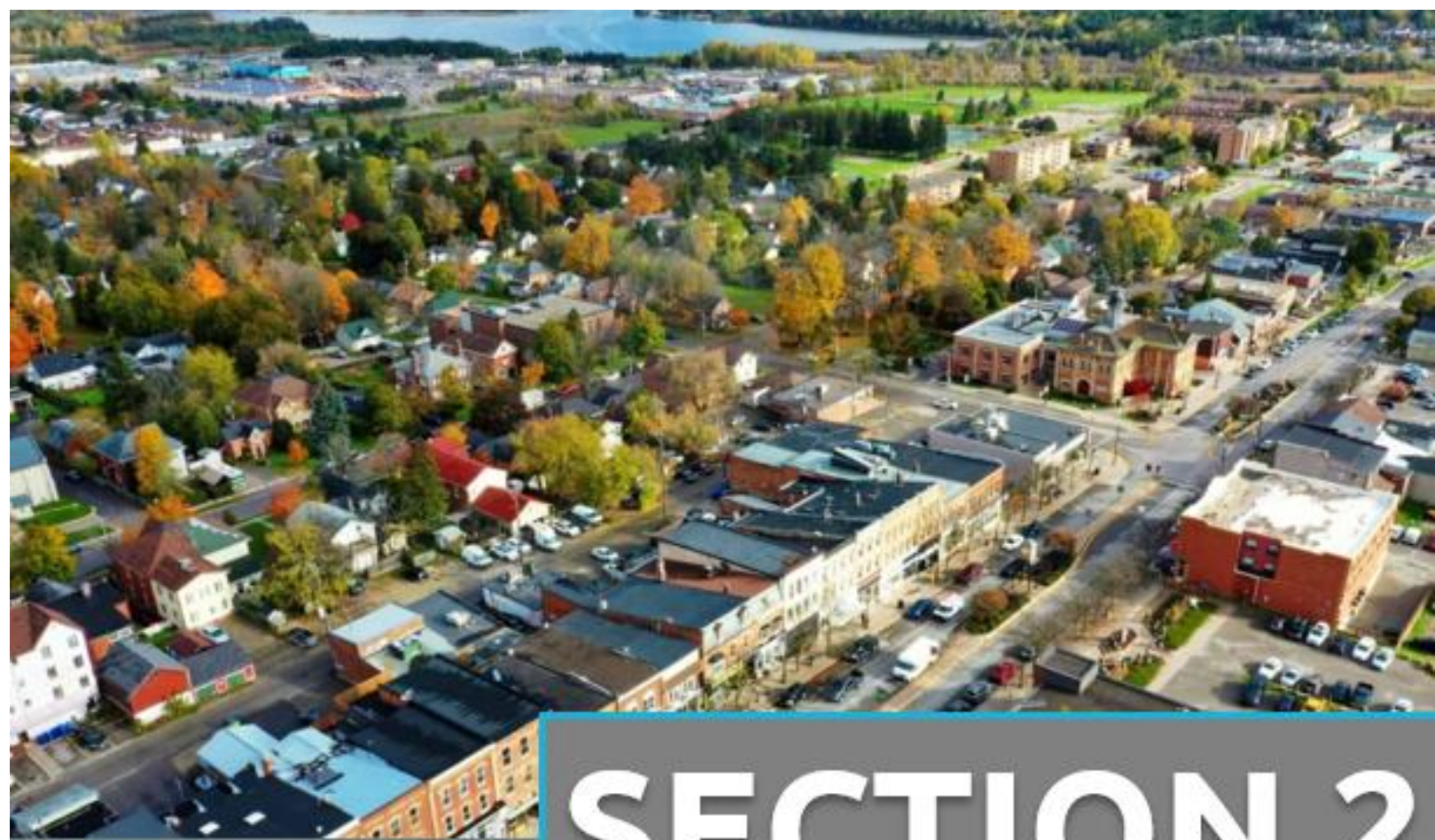
Additionally, in expanding communities where residents are busy with careers and family commitments, it becomes increasingly difficult for those who commute daily out of the county to dedicate the time and effort required to be effective volunteer firefighters.

### *Other Concerns*

Other points identified by EMG during the interview/review process include:

- Annual fire reports lack consistency due to the absence of a standard template.
- HR issues at non-municipal fire services often depend on the skillset of the Fire Chief, unless the FSB has an agreement with a municipality to provide HR support.
- Health and Safety protocols vary among fire services and lack consistency.

- Some believe that FSBs do not hold the fire chiefs accountable in the same manner as municipalities do. For example, certain FSBs have not conducted regular performance appraisals of the fire chiefs. Many CAOs feel that having fire chiefs report within the municipal structure increases accountability.
- As indicated by one FSB member, equipment needs can vary significantly between communities; for example, an aerial truck may be essential for one community but unnecessary for another. Consequently, more rural communities are reluctant to fund equipment they do not require. This concern has already been contentious within one FSB and is likely to persist regardless of the fire service model.



# SECTION 2

## Governance



## SECTION 2: GOVERNANCE

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### Governance Model Overview for each Fire Department

Of the municipalities serving the County, there are four Joint Fire Service Boards and one municipal fire service.

#### *Shelburne and District Fire Department – Fire Service Board*

The Town of Shelburne has two representatives from five municipalities – Shelburne, Amaranth, Mono, Melancthon, and Mulmur – that sit on the Fire Service Board. The Town of Shelburne pays for 48% of the fire service budget, while the other four municipalities are responsible for the remaining 52%.



The SDFD has a full-time Fire Chief, a paid on-call deputy chief, and 28 paid-on-call firefighters (approved complement of 35 paid-on-call firefighters). The SDFD provides fire prevention for all five municipalities within the Board. Of the annual calls for service, most of the calls for service come from Shelburne at over 50% of the total call volume<sup>14</sup>.

"2024 Cost sharing breakdown" indicates that of the five-member municipalities, Amaranth pays 16.5%, Melancthon pays 15.1%, Mono pays 11.2%, Mulmur pays 9.4% and Shelburne pays 47.8%.

#### *Grand Valley District Fire Department – Fire Service Board*

The GVDFD FSB has six members, two each from the Township of Amaranth, the Township of East Garafraxa, and the Town of Grand Valley.

This Fire Service Board has been progressive in having a Fire Master Plan completed to review the current operations and look towards to the future.



Based on annual call volume averaged over three years, the Town of Grand Valley provides approximately 63% of the budget, Amaranth 21%, and East Garafraxa 16%.

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<sup>14</sup> Fire Chief Ralph Snyder. "Shelburne & District Fire Department 2022 Annual Report."

## ***Rosemont Fire Department – Fire Service Board***

Rosemont & District Fire Department (RDFD) serves portions of the Town of Mono, the Town of Mulmur, and the Township of Adjala-Tosorontio (located in Simcoe County).



The 2024 operating budget indicated that the budget is divided by 22% for Adjala-Tosorontio, 26% for the Town of Mono, and 52% for the Township of Mulmur. The Fire Service Board (FSB) consists of six board members, with two members from each municipality. However, the Mulmur board members receive two votes each, resulting in a total of eight votes.

It should be noted that the Town of Adjala-Tosorontio, which also has its own municipal fire department, is examining the costs of participation in the Rosemount FSB, versus the coverage received.

The fire department responds to approximately 120-140 calls annually, with about 35% of these being medical emergencies.

The fire department is 100% compliant with the new training standards for firefighters, however, the specialized rescue standards that take place in 2028 will be challenging to meet.

The FSB has a capital budget reserve for apparatus but not for the station. As a cost containment strategy, Rosemont purchases standard commercial fire truck models to do the job rather than custom built trucks when have higher purchase costs.

## ***Mulmur-Melancthon Fire Department – Fire Service Board***

Mulmur-Melancthon Fire Department (MMFD) services the north portion of Mulmur and a portion of the north area of Melancthon. This board was created in 1982. The FSB is made up of two Councillors from each municipality.



The fire service has 27 approved firefighter positions, including the fire chief. The Fire Chief is a part-time chief, where the focus is operations, making fire prevention and inspections a challenging add on to the role.

The Town of Mulmur provides the financial and HR services for the FSB through a contract. The town does not have an individual for HR, so the town treasurer provides a dual role.

The Fire Department did 89 calls in 2023, of which 23 were in Melancthon, 66 in Mulmur. Approximately 50% of the calls are medical tiered response calls.

Operational costs are shared based on past call volume, with Mulmur covering 76% and Melancthon covering 24%. Capital costs are split evenly between the two municipalities at 50/50%. As there are separate operational and capital funding agreements, any surplus in operational funds at the end of the year cannot be transferred to capital reserves.

In 2010 the Fire Service Board passed a by-law that has stipulations to be followed if the Board is to be dissolved.

- Two years written notice is required
- Any debt incurred by the municipality to the department remains the property of the fire department
- Any assets, including reserves contributed by the municipality to the department shall remain the property of the department.
- If the department is completely dissolved, the realized value of assets is to be split on a 50/50 basis between the two participating municipalities.

### *Orangeville Fire Department – Member Municipality*

The Orangeville Fire Department is directly operated by the Town of Orangeville and provides fire services to Amaranth, Mono, and East Garafraxa under contract, with annual pricing set by the Town of Orangeville. The OFD has established an Advisory Board for these municipalities to participate in; however, the board's role is limited to sharing information and there is no authority or responsibility beyond that.



In 2023, statistics indicated that 1,444 calls were responded to within Orangeville, 226 in Mono, 76 in Amaranth, and 59 in East Garafraxa

The Department has a Fire Chief, Deputy Chief, 20 full-time firefighters, 32 paid-on-call positions, and two training officers.

The OFD fire prevention division has a targeted plan for each of the response areas they have, with a focus on things like vulnerable occupancies, education, etc.

Having two training officers has allowed them to meet provincial training standards in advance for 100% of its staff.





# SECTION 3

## Options

## SECTION 3: OPTIONS

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### Option 1: County-Run Fire Department (Single Department)

This option offers the greatest potential for consistency, accountability, and improvement in the fire service. Each municipality has representation and voting rights on the county council.

Some concern was expressed that areas being served by volunteers should be taxed at a rate less than those being served by career firefighters. The County has the capability to area-rate taxes, allowing fire service taxes to be based on the level of service received. This means that while the lower-tier municipalities would collect the taxes, they would not be responsible for setting the county tax rate. This arrangement would reduce the burden on municipalities to directly tax for fire services.

The County, being the larger jurisdiction, would have fewer challenges integrating the staff of the fire departments across the county.

The County has a Chief Building Official who serves many of the smaller municipalities and needs to work closely with the Fire Inspectors. Currently, fire inspections are conducted differently by various departments, which presents a challenge. However, with a unified fire service, there would be a consistent fire inspection program across all departments.

The larger fire department would benefit from economies of scale and its experience to operate more effectively. A single fire department would also allow for joint procurement of equipment and apparatus. Currently, there is no standardization for equipment, such as self-contained breathing apparatus. Joint procurement would save money and reduce the time spent on training.

#### Challenges

The primary issue heard from the FSB members is that there is a lack of trust in the county, which is unusual as the county council is made up of representatives from each municipality.

A fear was expressed that the county, being a large organization, would increase the fire service costs with bureaucracy. One CAO stated that they assumed costs would increase with a county-run service, but that the quality of the fire service would also increase.

Other FSB members were concerned about losing responsibility for the fire department operations, which is not an FSB responsibility. FSBs should be governance-focused, not operationally focused.

It would be critical to the process that a high level of consultation with the lower tier municipalities be part of the transition plan to provide reassurances of maintaining the fire service and how cost containment will be reflected.

It must be noted that some factors, such as upgrading the radio communications system and ensuring firefighters meet the new certification standards, will have a cost attached, regardless of the governance model.

### *Sub-Option*

A sub-option to the county's assumption of fire services is for the county to assume governance and operations for the fire departments that are currently under a fire service board while leaving the Town of Orangeville to operate municipally as they currently do. This option recognizes the financial differences between operating paid on-call fire departments versus a fire department with many career firefighters.

## **Option 2: Single Fire Department (Orangeville) for the Entire County**

### *Benefits*

***Note:** The benefits of Option 1 and Option 2 will be the same, as both consist of the operation of a single fire department.*

Since the OFD is the largest and most adequately staffed department, one option would be for the OFD to take over the operations of GVDFD, SDFD, MMFD, and RDFD, and then invoice the individual municipalities for the services provided.

While this option creates consistency across the county, the municipalities lose the ability to have any control as the OFD would set the pricing and operations. Municipalities would simply pay the invoice. Having said that, OFD has been an effective and efficient fire department, so there shouldn't be too much concern about expenditures being inappropriate.

The staffing hours and budget currently allocated to multiple fire chiefs could be reassigned to other roles, such as Fire Prevention and Training. This would enable the Fire Prevention program to deliver a consistent message, standardize processes (e.g., inspections, development plan approvals), and ensure uniform enforcement across all jurisdictions. For supervision, a single full-time district chief could be assigned to oversee the four smaller stations.

The County has a Chief Building Official who serves many of the smaller municipalities and needs to work closely with the Fire Inspectors. Currently, fire inspections are conducted

differently by various departments, which presents a challenge. However, with a unified fire service, there would be a consistent fire inspection program across all departments.

The OFD, with its existing staff of over 20 full-time employees, would be well-positioned to effectively manage a small number of additional full-time staff required to manage the outlying areas of the county. As a composite fire department, OFD already has strong part-time on-call experience that could be expanded across the county.

The larger fire department would benefit from economies of scale and its experience to operate more effectively. A single fire department would also allow for joint procurement of equipment and apparatus. Currently, there is no standardization for equipment, such as self-contained breathing apparatus. Joint procurement would not only save money but also reduce the time spent on training.

Additionally, while the fire department's digital radio system would need to be expanded, the associated costs could be distributed among the lower-tier municipal members.

### Challenges

The Town, although the largest municipality in the county, would be required to add a sizeable (in excess of 120) part time employees to the town's complement of staff. This would require, an investment of time and resources within the HR and payroll functions.

With a Town of Orangeville model, other municipalities would lose their perceived control over budgeting and operations. The municipalities currently being provided contract services through the OFD are all pleased with the level of communications and the budgeting methods in place.

## **Option 3: Municipal Operations**

In this option, OFD remains the same while the other three fire service boards (Grand Valley, Shelburne, Mulmur/Melancthon, and Rosemont) would become municipal departments (i.e., managed by their municipality).

In this model, the fire chief, along with the firefighters, become employees of the municipality responsible for the fire service. The Fire Chief would report to the CAO, but also have direct access to the municipal services such as HR, finance, and IT.

The municipality would be responsible for creating fire service agreements with the neighbouring municipalities for which fire service is provided. This agreement would include a financial model that defined how invoicing for the services would take place. Using OFD, as an

example, a line of communication is developed through annual presentations and education for the neighbouring municipalities.

### Benefits

- Clear reporting hierarchy within the municipality.
- Transparency within the governance.
- Reduction of inter-municipal conflicts over budgeting that can delay the purchase of needed equipment.
- Provision of services through E&R By-laws is more accessible with a single fire chief, as opposed to a Fire Service Board composed of multiple council members with potentially little fire service background and differing opinions.

### Challenges

The largest challenge with this model is that it does not address the inconsistencies currently seen with the FSB model. Most municipalities would still be served by multiple fire departments with differing levels of service, including fire prevention and fire suppression.

Some smaller municipalities that depend on others for fire services worry about lacking direct control over the fire department's finances, which they believe they have control over through the FSB.

One challenge identified was determining the division of ownership and compensation for the current fire stations, apparatus, and equipment among the member municipalities. An example given was in Shelburne, where the original portion of the fire station was built by the home municipality, but each of the member municipalities contributed to the expansion and renovation of the station. The question is how much the home municipality would pay to the FSB member municipalities for their contribution to the expansion.

Further, some FSB members may not wish to dissolve the FSB, so the issue of the process would have to be designed. Having one or two FSBs transfer to a municipal model will see benefits in those communities, but if some FSBs remain, some of the outstanding issues remain in those locations.

A sub-option suggested was for the County to assume the Fire Prevention roles throughout the region while maintaining the current fire services structure. This approach would address key issues but leave lower-tiers municipalities responsible for fire response.

## Option 4: Status Quo with Recommendations

Status Quo implies that the Orangeville Fire Department remains under the municipal model, while the remaining fire departments remain operated by fire service boards.

Suppose FSBs are to be maintained in one or more jurisdictions. In that case, it is recommended that formal contracts should be made between the FSBs and the municipalities they serve, including a clear description of the level of services they will provide, including fire prevention education, fire code inspections and enforcement, fire department response to what type of calls, levels of service provided (e.g. technical rescue services), and reporting responsibilities.

There should be a standardized training program for Board members and CAOs to ensure the fire departments are appropriately administered.

A formal GIS study must be completed to rectify inconsistencies with municipal boundaries and provide more accurate fire protection. Current response boundaries are established according to historical municipal boundaries, including some that are no longer in place.

A sub-option suggested was for the County to assume the Fire Prevention roles throughout the region while maintaining the current fire services structure. This approach would address key issues but would leave the lower-tier municipalities responsible for fire response.

### Challenges

Maintaining the current model would preserve all existing challenges, including inconsistencies in fire suppression, multiple fire prevention programs within a municipality, lack of coordination between fire services, and increasing difficulties as new standards for firefighting and technical rescue are introduced. While remaining with the current method of governance would involve less immediate change and delay expenditures, the ongoing challenges of FSBs will persist, and cost increases are unavoidable in the long term.

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# Conclusion & Final Comments

## CONCLUSION AND FINAL COMMENTS

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All the options presented have their respective benefits and challenges. Although EMG has identified a fourth option for maintaining the status quo, we are not recommending it. The ongoing inconsistencies with the FSBs appear to be the primary concern during EMGs review and interviews with municipal and fire staff.

Similarly, option three retains many of the current challenges and places a significant burden on small municipalities with limited administrative infrastructure.

During EMGs review of the Community Risk Assessments, inconsistencies were observed in which some of the risks are being addressed. These appear to arise from the varied governance of way fire services by the FSBs and individual towns. To resolve these challenges, there needs to be a unified system in place, allowing CAOs, Fire Chiefs, and Councils to exercise direct control over the services provided to their communities.

Currently, the situation is fragmented; some communities operate under FSBs, others have fire service agreements, and some have a combination of both. Only Orangeville has a municipally operated fire service.

The FSBs have played a crucial role in the fire service over the years and have served their communities effectively. However, as regulations and legislation requirements increase, reducing the number of governance organizations could lead to a more efficient and effective fire service for each community. This approach would not diminish the importance of town councils or their involvement in providing fire services to their communities.

EMG's opinion is that a single operational model should be adopted, based on the recommendations previously proposed. This would establish a more defined reporting and operational system for all parties involved, consistency of fire operations and fire prevention, and improved accountability.





## **2025 Mulmur-Melancthon Fire Board Meeting Dates**

January 21, 2025

March 18, 2025

May 20, 2025

Summer Meeting Date TBD

September 16, 2025

November 18, 2025

# Dufferin County Fire Chiefs Meeting Minutes

**November 13, 2024, 18:00**  
**Shelburne & District Fire Department**

**Present:** Mike Agar, Chris Armstrong, Mike Blacklaws, Jeff Clayton, Justin Foreman, Dave Pratt, Mike Richardson, David Stevenson, Matt Waterfield

**Regrets:** John Doucet, Derek Malynyk, Everhard Olivieri-Munroe

## Minutes from October 9, 2024

- Review minutes of October 9, 2024, meeting –
  - no errors or omissions

## Old Business

- Fire Coordinator Dufferin County Mutual Aid Association –
  - Paperwork and training requirements completed
- Mutual Aid Plan – need most current
  - Discussion re most recent version of Plan.
  - DP to confirm all Chiefs have the most current version
  - DP to send out Mutual Aid Plan Asset Report to Chief's to confirm the information is most current and update as required
  - Discussion expanded into conversation re Automatic Aid. Consensus is to move toward Automatic Aid. DP will review Mutual Aid Running Card Assignments. Consider first call for assistance Automatic Aid and upgrade from there to Mutual Aid?
  - Discussion also included Fire Com, paging protocols, DP attending Tilsonburg November 25<sup>th</sup> to meet with Ron Demarest
- Significant Incident Notification (Melancthon CAO)
  - SDFD requested by Melancthon CAO to notify CAO's of significant events. DP brought this to Fire Board after recent fire in Amaranth. Fire Board directed SDFD to provide notification to Board members who will disseminate as deemed appropriate
- Lithium Ion Battery Presentation - Laura King – NFPA (December 12<sup>th</sup> @ 6:30 pm)
  - Reminded group of event, DP to request LK to come back in the New Year on a different week night so other departments have the opportunity to attend
- Fire Chief Ron Morden Retirement Celebration (RSVP Friday @ 5:30 pm)
  - Reminded group of event November 26<sup>th</sup>

## Standing Items

- Dufferin County Fire Services Modernization Plan
  - General discussion about conversation at the various Fire Boards
- Dufferin County Mutual Aid Plan -
  - Discussion covered in Old Business
- Radio Project
  - General conversation re status of project
  - VHF Simulcast System being installed on existing towers

# Dufferin County Fire Chiefs Meeting Minutes

**November 13, 2024, 18:00**

## **Shelburne & District Fire Department**

- Mulmur-Melancthon FD on participating in project, update will be required at future date to accommodate
- General discussion about repeater, paging and radio channels, Radio User group to set-up a meeting
- Dufferin County GIS – Next Gen 911 boundary update
  - Eric Carr (Dufferin County) looking for direction on various response areas
- Fire Danger Rating
  - Zero

### **Update from OFM Advisor John Doucet**

- Review report from OFM Advisor Doucet –
  - reviewed OFM report

### **New Business**

- E&R Bylaw – Core Services
  - SDFD preparing to present to Board on Core Services, looking for direction on Mandatory Certification of specialty responses, to create revised E&R Bylaws.
  - DP to provide presentation to Chief's as information
  - OFD is rewriting their Bylaw, used Lincoln FD as template, SDFD is using Kenora / Dryden, all very similar
  - General discussion re core services and departmental levels of service, training courses
- Mobile Live Fire Training Unit (MLFTU)
  - Departments showed interested, DP to make application to OFM on behalf on the County, GVFD agreed to host unit
- SCBA Technician Level 1 Training
  - Departments showed interest in course, DP to contact Scott and M&L supply to determine students, cost and possible dates
- Scott Hewlett – Multiple Calls Podcast (November 28<sup>th</sup> 7 pm to 10 pm Rosemont Fire)
  - Reminded group of presentation. Discussion about trying to host these types of events outside regular training nights of Mondays and Thursday, Wednesday might be better
- Department Attendance Policy (Emergency Response & Training Attendance)
  - SDFD looking to revisit their attendance policy. Rosemont 50% training, 25% response; Mulmur-Melancthon 50% training, 25% response; Orangeville 90% training Officers, 75% training FF's, 25% response; Grand Valley 70% training, 30 response.
  - SDFD looking to introduce annual mandatory training elements to confirm competencies.
- 2025 Capital purchases -
  - see department updates
- 2025 Courses
  - Interest in 1002 Pump Ops (3), 1021 Officer I, 1035 FLSE, 1041 Instructor I
  - DP will reach out to OFM to determine whether we can host these courses regionally

# Dufferin County Fire Chiefs Meeting Minutes

**November 13, 2024, 18:00**  
**Shelburne & District Fire Department**

## Departmental Updates

- a) Dundalk – FF \_\_\_\_ Responses for Year to Date: \_\_\_\_
- b) Grand Valley – FF **42** Responses for Year to Date: **99**
  - Master Fire Plan being presented by EMG Monday Nov. 18<sup>th</sup>, 7 pm, Arena, available online
  - Staff Appreciation Night Friday Nov. 15<sup>th</sup>
  - Currently in budget deliberations, 2025 purchase of SCBA bottles
- c) Mulmur-Melancthon – FF **22** Responses for Year to Date: **99**
  - Already surpassed 2023 call volume, largely related to medical and MVC's
  - 2 new recruits
  - Working on getting new pumper into service
- d) Orangeville – FF **32VFF** & **25FT** Responses for Year to Date: **1550**
  - 9 new recruits, training being done internally
  - Currently in budget deliberations. Looking at new station, new engine, new Hurst tools, pick-up, bunker gear
- e) Rosemont – FF **26** Responses for Year to Date: **94**
  - New tanker, bunker gear (split over 2026/26 budgets), hose
- f) Shelburne – FF **35** Responses for Year to Date: **313**
  - Bringing 4 new recruits (observers), helmet fronts will identify them as observers, not to be in hot zone, 2 recruits currently at SFA with GVFD staff, ordered second extractor and gear dryer from grant \$

## Round Table Discussion

- DP & MR attending the OAFD Mid-Term Meeting in Niagara Falls next week
- Brief discussion re Siniriji, GVFD showed on line document allowing staff to complete incident information on scene using iPads
- Brief discussion re Vector Solutions, DP is currently in conversation with Judy Webb about trial period

**Next Meeting:** December 10, 2024, 18:00, Rosemont FD