

# Agenda Including Addeds

## Community and Protective Services Committee

8th Meeting of the Community and Protective Services Committee

June 21, 2022, 4:00 PM

Council Chambers

Please check the City website for additional meeting detail information

Meetings can be viewed via live-streaming on YouTube and the City Website

Members

Councillors M. Cassidy (Chair), M. Salih, J. Helmer, M. Hamou, S. Hillier, Mayor E. Holder

The City of London is committed to making every effort to provide alternate formats and communication supports for Council, Standing or Advisory Committee meetings and information, upon request. To make a request for any City service, please contact [accessibility@london.ca](mailto:accessibility@london.ca) or 519-661-2489 ext. 2425. To make a request specific to this meeting, please contact [CPSC@london.ca](mailto:CPSC@london.ca)

	Pages
<b>1. Disclosures of Pecuniary Interest</b>	
<b>2. Consent</b>	
2.1. Update on Implementation of the Giwetashkad Indigenous Homelessness Strategic Plan	3
2.2. Single Source Procurement of Cultural Arts Restoration Services - SS-2022-176	10
2.3. Fire Master Plan Action Plan	15
2.4. "RentSafeTO" Program and Complaint Process Improvements	71
a. <i>(ADDED) S. Trosow</i>	77
b. <i>(ADDED) D. Devine - REQUEST FOR DELEGATION STATUS</i>	79
2.5. Zoning By-law Patio Review	
a. <i>(ADDED) Staff Report</i>	80
<b>3. Scheduled Items</b>	
<b>4. Items for Direction</b>	
4.1. REQUEST FOR DELEGATION STATUS - Permission to Use Gibbons Park for an Event - J. Scott-Pearse	
<b>5. Deferred Matters/Additional Business</b>	
5.1. Deferred Matters List	85
<b>6. Confidential</b>	
6.1. Confidential Information Supplied by Canada	
A matter pertaining to information explicitly supplied in confidence to the	

municipality by Canada.

**7. Adjournment**

## Report to Community and Protective Services Committee

**To:** Chair and Members, Community and Protective Services Committee Meeting  
**From:** Kevin Dickins, Deputy City Manager, Social and Health Development  
**Subject:** Update on Implementation of the Giwetashkad Indigenous Homelessness Strategic Plan  
**Date:** June 21, 2022

## Recommendation

That, on the recommendation of the Deputy City Manager, Social and Health Development, that the following report Update on Giwetashkad Indigenous Homelessness Strategic Plan **BE RECEIVED** for information purposes.

## Executive Summary

This report provides an update of the actions taken as part of the Giwetashkad Indigenous Homelessness Strategic Plan. This report highlights the outcomes achieved to date as well as challenges faced.

## Linkage to the Corporate Strategic Plan

### 2019-2023 Strategic Plan for the City of London

Municipal Council's 2019-2023 Strategic Plan identifies "Strengthening our Community" and "Creating a Safe London for Women and Girls". The recommendation in this report will support Londoners in accessing the supports they need to be successful in achieving housing stability and will help ensure safety for our community's most vulnerable populations.

### Housing Stability for All: The Housing Stability Action Plan for the City of London (2019-2024)

London's Homeless Prevention and Housing Plan, Housing Stability for All: The Housing Stability Action Plan for the City of London (Housing Stability for All Plan), is the approved guiding document for homeless prevention and housing in the City of London and was developed in consultation with Londoners. The Housing Stability for All plan aligns with and supports strategic initiatives and goals, including the Giwetashkad Indigenous Homelessness Strategic Plan.

### The Giwetashkad Indigenous Homelessness Strategic Plan, 2020

Atlohsa Family Healing Services, in collaboration with the Giwetashkad Advisory Circle has developed The Giwetashkad Indigenous Homelessness Strategic Plan, which was endorsed by The City of London and aligns with the Housing Stability Action Plan, 2019. The Giwetashkad Indigenous Homelessness Strategic Plan represents culturally sensitive perspectives of community members with lived and/or living experience and sets out a vision of home as a place of safety and belonging for all peoples.

### Links to Community Recovery

The City of London is committed to working in partnership with the community to identify solutions that will drive a strong, deep and inclusive community recovery for London as we move out of and beyond the global COVID-19 pandemic. This report, and the items within, are linked to urgent housing for vulnerable Londoners, and supports recovery

efforts by investing in long-term housing stability for individuals and families at risk of or experiencing homelessness.

## Analysis

### 1.0 Background Information

#### 1.1 Previous Reports Related to this Matter

- COVID-19 Response Update and Program Funding Wind-down (CPSC: March 1, 2022)
- Single Source Reaching Home Capital Projects (CPSC: December 14, 2021)
- Winter Response – REVISED (CPSC: November 2, 2021)
- Housing Stability for All Plan – Mid-Year Update – Part 1 (CPSC: September 21, 2021)
- City of London Additional Short Term Supports for Unsheltered Individuals (CPSC: June 1, 2021)
- Housing Stability for All Plan 2020 Update and Priorities for 2021 REVISED APENDICES (CPSC: May 11, 2021)
- Proposed Implementation of the Giwetashkad Indigenous Homelessness Strategic Plan – Part 2 (CPSC: March 30, 2021)
- Sole Source Award for the Implementation of the Giwetashkad Indigenous Homelessness Strategic Plan (CPSC: March 2, 2021)
- Truth and Reconciliation Commission Recommendations Update on City of London Efforts (SPPC: January 26, 2021)
- Single Source Procurement of Resting Spaces (Single Source #SS20-29) and Programs (Single Source #SS20-37) for Indigenous Individuals Experiencing Homelessness (CPSC: December 15, 2020)
- Municipal Council Approval of the Housing Stability Plan 2019 to 2024 as Required Under the Housing Services Act, 2011 (December 3, 2019)

### 2.0 Discussion and Considerations

#### 2.1 Giwetashkad Indigenous Homelessness Strategic Plan Implementation

The Giwetashkad Indigenous Homelessness Plan supports access to culturally appropriate housing and homelessness services for Indigenous peoples.

As the sole provider of Indigenous homelessness services in London, Atlohsa Family Healing Services led the development of the Giwetashkad Indigenous Homelessness Strategic Plan in consultation with stakeholders, including individuals with lived experience of homelessness. The Giwetashkad Advisory Circle, an advisory group that includes key stakeholders, supported the development of the Giwetashkad Indigenous Homelessness Strategic Plan. 890o

Programs are aimed at reducing homelessness and creating housing stability for Indigenous individuals and families experiencing or at risk of homelessness and will work within London's Coordinated Access System.

The Giwetashkad Indigenous Homelessness Strategic Plan included a framework and goals as follows:

- Strategic Direction 1: Implement an Indigenous Housing First Model
  - Goal: Indigenous peoples at risk of or experiencing homelessness have culture-based services and supports to secure and maintain housing.
- Strategic Direction 2: Build Internal Capacity
  - Goal: The appropriate resources are available to address the needs to Indigenous peoples at risk of or experiencing homelessness
- Strategic Direction 3: Cultivate Community Leadership

- Goal: Culturally safe services are available to support Indigenous people at risk of or experiencing homelessness
- Strategic Direction 4: Advocate for Systems Change
  - Goal: A coordinated and connected system of service provision to meet the needs to Indigenous people at risk of or experiencing homelessness.

## 2.2 Housing Support Programs (Strategic Direction 1)

Housing Support Programs provides households with indigenous led assistance in attaining and maintaining housing. The Atlohsa Rapid Rehousing program supports Indigenous individuals to move from homelessness towards housing stability.

In 2021, 42 households working with Atlohsa were housed with supports.

## 2.3 Wiigiwaaminaan Indigenous Winter Response 2021-2022 (Strategic Direction 1)

The Indigenous led temporary winter shelter, Wiigiwaaminaan (Anishinaabe for *the house that we collectively look after*) ran from December 10, 2021 to March 31, 2022. This program included 29 spaces for Indigenous identifying participants, with the focus on cultural reconnection and traditional cultural healing. Wiigiwaaminaan was led by Atlohsa Family Healing Services in collaboration with the City's Housing Stability Services and St. Joseph's Health Care London. The location at St. Joseph's Health Care was secured following a suspected arson at the original proposed site, the River Road Golf Course.

Atlohsa operationalized Wiigiwaaminaan, a culturally safe and trauma-informed indigenous led space for Londoners who identify as Indigenous and who were also experiencing unsheltered homelessness. The site erected a Teepee, where a community fire was maintained by traditional Fire Keepers throughout most of the project. Additional cultural ceremonies were conducted, and traditional medicines and meals were prepared and offered on site. These activities helped to promote healing for individuals experiencing the effects of multi-generational Indigenous homelessness. From the safety of Wiigiwaaminaan several individuals were able to secure permanent housing and many more were able to move forward with the work necessary to secure future housing placements.

- 20 units were spread-out across the site with the remaining 8 beds being hosted inside Parkwood's J building including a family residential suite
- Hosted ongoing fire in the Teepee including 2 for community ceremonies
- 13 individuals moved to housing (7 permanent housing, 1 transitional housing, 4 reconnected with family and 1 reconnected to community)
- One individual was accepted into long term care at Parkwood Hospital
- Others were supported with improved health outcomes and worked towards housing stability.
- 3 Identification clinics were held on site with a total of 19 people applying for identification.
- 38 individuals were supported with Rent Geared to Income (RGI) applications and completion of taxes.
- 7 individuals began or sustained employment, training, or education programs.

A regular Community Fire event was held inside the Wiigiwaaminaan teepee, where service providers in the homeless serving sector were invited in to learn more about the space, Indigenous culture and interact with Knowledge Keepers. Housing Stability Services leadership team were also invited and able to attend a Community Fire, listen to stories, eat traditional food and see the space, deepening knowledge and connection to the community.

## **2.4 Indigenous Housing Hub (Strategic Direction 1)**

The Giwetashkad Indigenous Homelessness Strategic Plan details the development of an Indigenous Housing Hub.

The City of London has agreed to provide \$1,000,000 of Reaching Home Capital funding to launch the development of the Indigenous Housing Hub through Atlohsa Family Healing Services. This funding is provided to secure land or build a new facility for this project.

The Housing Hub will consist of two components:

1. Resting Space: The Resting Space will offer in-the-moment, overnight support for up to 10 community members.
2. Supportive Housing: Supportive Housing will offer space for a longer, temporary stay, of up to one-year for up to 30 community members.

The Housing Hub will be accessible to Indigenous community members who identify as all genders experiencing homelessness within the City of London. Indigenous community members who are not of Indigenous ancestry are welcome to access the resting spaces or long stay spaces. However, due to the disproportionate number of Indigenous people who are experiencing homelessness and the limited number of Indigenous-led services and supports, 50% of the beds will be reserved for Indigenous people.

Temporary stay space will offer room for community members to access while they work on securing housing. Stays in these spaces can range from 1 month up to a maximum of 1 year. Longer stay eligibility will be dependent on actively participating in a housing focused program including actively looking for securing housing on a daily basis. Supportive Housing eligibility will be dependent on participating in the indigenous led housing focused program including actively looking for securing housing on a daily basis.

The Housing Hub will also work from an indigenous led trauma-informed approach, recognizing the historical and ongoing trauma faced by London's Indigenous community members, and taking steps to support participants in healing from past traumatic experiences on their journey toward permanent housing.

Furthermore, the Housing Hub will be operated from an Indigenous cultural framework, utilizing an Indigenous definition of homelessness and an Indigenous worldview. To date, this approach has assisted Atlohsa Family Healing Services in dissipating challenging behaviours and fostering a sense of mutual respect between staff and participants who face stigma, discrimination, and isolation. The Housing Hub will also offer traditional medicines to all participants, access to smudging and traditional healing foods with meals, and provide access to cultural teachings.

## **2.5 Build Internal Capacity (Strategic Direction 2)**

Atlohsa has worked towards building the internal capacity within the organization, in the past year they have increased their staffing as follows:

Amount of Giwetashkad staff: 14 permanent full-time staff – 85% Indigenous led.

- Housing outreach – 4 full time
- Rapid Rehousing – 2 full time
- Housing First – 2 full time
- Rental Supplement - 1 full time
- Crisis Walk-in Support - 1 full time
- Supportive Housing - 1 full time
- Training and Education- 1 full time
- Leadership and management - 2 full time

Winter response – 50% Indigenous led  
7 full time  
3 part time  
11 relief staff

## 2.6 Indigenous Homelessness Training (Strategic Direction 3)

While the City of London has, to date, largely supported individuals experiencing absolute homelessness, the Giwetashkad Indigenous Homelessness Strategic Plan operates using a focused definition of Indigenous Homelessness:

*“Indigenous homelessness is a human condition that describes First Nations, Métis and Inuit individuals, families or communities lacking stable, permanent, appropriate housing, or the immediate prospect, means or ability to acquire such housing. Unlike the common colonialist definition of homelessness, Indigenous homelessness is not defined as lacking a structure of habitation; rather, it is more fully described and understood through a composite lens of Indigenous worldviews. These include individuals, families and communities isolated from their relationships to land, water, place, family, kin, each other, animals, cultures, languages and identities. Importantly, Indigenous people experiencing these kinds of homelessness cannot culturally, spiritually, emotionally, or physically reconnect with their Indigeneity or lost relationships (Aboriginal Standing Committee on Housing and Homelessness, 2012).”*

Atlohsa has created Giiwitaabiwag team to lead training events offered to community partners in the homeless serving sector and housing stability services on indigenous homelessness. This included the 12 dimensions of indigenous homelessness. At this time, Atlohsa has completed module 1 and is planning to implement module 2 training in the near future.

The following detailed update is from Atlohsa Family Healing Services, Knowledge Exchange Coordinator, Alana Pawley:

*“Report Update on Giiwitaabiwag Capacity Building Initiative  
Created May 19, 2022 for Period January 1 2021 – December 30 2021*

*In alignment with Atlohsa’s Indigenous Homelessness Strategic Plan 2020-2023, Atlohsa has unveiled the Giiwitaabiwag Capacity Building Initiative to cultivate skills to provide culturally safe homelessness services to Indigenous peoples in our region. With generous funding from the London Community Foundation, Atlohsa has employed 1 full-time, contract position: Knowledge Exchange Coordinator to lead the initiative since January 2021.*

*An educational needs assessment was conducted from March-August 2021 with the goal of highlighting key knowledge gaps in Indigenous cultural safety amongst service providers. The following stakeholders were engaged:*

- 25 Indigenous peoples with lived experience of homelessness (individual interviews)
- 100 front line/leadership staff from homelessness serving agencies (10 focus groups)
- 2 Indigenous Knowledge Keepers (individual interviews)

*Two final reports were produced which made recommendations for capacity building and curriculum on Indigenous Cultural Safety in Homelessness Services.*

*Module 1: Indigenous Homelessness, is available and reviews history of Indigenous homelessness in Canada, explores Indigenous concepts of home & belonging, and explores Jesse Thistle’s 12 Dimensions of Indigenous Homelessness. Module 2 is*

*forthcoming in Spring 2022 and will focus on practical skills for Culturally Safe and Trauma-Informed Care with Indigenous peoples experiencing homelessness. Further training modules may introduce use of culturally-safe homelessness intake forms and assessment tools.*

- *30 sessions completed of Module 1: Indigenous Homelessness*
- *273 Participants trained in Module 1: Indigenous Homelessness Completed to date*
- *12 unique agencies have completed training, including Coordinated Access team, Coordinated Informed Response/By-Law team and Housing Access Centre team within the Housing Stability Services department. Life Stabilization Caseworkers who work directly with unhoused participants have also received this training.*

*The Giiwitaabiwag Capacity Building Initiative has also hosted 15 professional development opportunities to build the capacity of Indigenous staff to support Indigenous participants, with participant numbers ranging from 10-38 individuals at each session.*

*Using an Indigenous Education Model, the capacity building initiative has also offered cultural teachings and land-based learning by hosting regular guest speakers and monthly Community Fires.*

- *4 Community Fires hosted, with total of 97 service providers and participants in attendance*
- *2 Guest Speaking Events from Indigenous Elders, with total of 570 individuals attended*

*As Atlohsa draws towards the end of the LCF-Funded Capacity Building Project in January 2023, Atlohsa has recently moved towards a fee-for service training model to sustain the training program. Further robust investment is needed to continue to pursue the Third Strategic Direction of the Giwetashkad Indigenous Homelessness Plan.”*

## **2.7 Municipal Calls to Action**

The following are the Truth and Reconciliation Commission (TRC) Calls to Action that were directed specifically to municipalities, followed by information about actions taken by the City of London in response.

Supporting the Giwetashkad plan aligns with the commitments and Calls to Action set out in the Honouring the Truth, reconciling for the Future Summary of the Final Report, of the Truth and Reconciliation Commission of Canada report and are consistent with the City of London’s continued commitment to work to support truth and reconciliation. As an Organization, the City of London has taken additional actions, not identified through the Truth and Reconciliation Commission (TRC) in which work is being done to build and strengthen relations with the urban Indigenous community, the surrounding First Nations communities and people in and around London. Principles that have guided this work include the following:

- Indigenous led
- Focused on education and learning
- Commitment to Reconciliation
- Offering culturally appropriate services
- Intersectional approach that acknowledges the ways in which people’s lives are shaped by their multiple and overlapping identities and social locations, which, together, can produce a unique and distinct experience for that individual or group.

### **3.0 Financial Impact/Considerations**

There are currently no immediate financial impacts.

#### **Conclusion**

The City of London will continue to undertake all necessary work to support the implementation of the Giwetashkad Indigenous Homelessness Strategic Plan while continuing to take steps to fully implement previous Council directions associated with the Plan.

**Prepared by:** Elle Lane, Manager, Housing Stability Services  
**Submitted by:** Craig Cooper, Manager, Housing Stability Services  
**Recommended by:** Kevin Dickins, Deputy City Manager, Social and Health Development

## Report to Community and Protective Services Committee

**To:** Chair and Members  
Community and Protective Services Committee

**From:** Cheryl Smith, Deputy City Manager, Neighbourhood and  
Community-Wide Services

**Subject:** Single Source Procurement of Cultural Arts Restoration  
Services – SS – 2022 - 176

**Date:** June 21, 2022

## Recommendation

That, on the recommendation of the Deputy City Manager, Neighbourhood and Community-Wide Services, the following actions **BE TAKEN** as per the Corporation of the City of London Procurement Policy Section 14.5 a. ii, requiring Committee and City Council approval for single source procurements greater than \$50,000:

- a) that a single source procurement award for specialized cultural arts restoration services **BE APPROVED** to Conservation of Sculptures, Monuments and Objects (CSMO) as per the Corporation of the City of London Procurement Policy Section 14.4 d) and e), at a total annual estimated cost of \$190,000 (including HST) for the period of July 1, 2022 to June 30, 2024, with the opportunity to extend for four (4) additional two (2) year terms;
- b) the Civic Administration **BE AUTHORIZED** to undertake all the administrative acts that are necessary in connection with the authorization set out in part a) above; and,
- c) the approval given, herein, **BE CONDITIONAL** upon the Corporation entering into a formal contract in relation to the subject matter of this approval.

## Executive Summary

The purpose of this report is to seek Council's approval for Conservation of Sculptures, Monuments and Objects (CSMO) to be the provider of specialized cultural arts restoration services until 2032. This service provision will continue to support the total annual estimated cost of \$190,000 (including HST) of the City of London's Public Art and Monument Ten Year Capital Lifecycle Restoration Program.

## Linkage to the Corporate Strategic Plan

The City's Public Art and Monument Ten Year Capital Lifecycle Restoration Program is aligned with the following strategic area of focus in the City of London Strategic Plan 2019-2023.

- Building a Sustainable City under the outcome of Infrastructure is built, maintained and operated to meet the long-term needs of our community.

## Analysis

### 1.0 Background Information

#### 1.1 Previous Reports Related to this Matter

- [Creation of Public Art Program Acquisition and Maintenance Reserve Funds \(January 14, 2009\)](#)
- ["People in the City" Artwork \(March 27, 2012\)](#)
- [City of London Public Art / Monument Policy Bylaw \(Last Review Date: August 10, 2021\)](#)

## **2.0 Discussion and Considerations**

### **2.1 City of London Public Art and Monument Policy**

The City of London is committed to diligently preserving and protecting its collection of public art/monuments for future generations. Exposure to harsh weather conditions and pollution are the biggest threats to the City's outdoor collection. Maintenance and preventative work must be performed to ensure artworks do not deteriorate prematurely or become a safety concern. The City of London Public Art and Monument Policy was enacted by Council June 26, 2018 (By-law No. CPOL. -295-286). Section 4 of this Policy states that the Public Art/Monuments Program will be administered by the City of London's Culture Services in conjunction with Environment and Infrastructure who may delegate responsibility for maintenance and conservation/restoration to knowledgeable community cultural organizations.

### **2.2 CSMO Qualifications and Experience with the City of London**

Conservation of Sculptures, Monuments and Objects (CSMO) is a full-service nationally renowned conservation firm located at 4792 Highway 2 West RR#3 Gananoque, Ontario K7G 2V5, that serves the needs of museums, architects, contractors, art dealers, public sector agencies, municipalities, and individual collectors. Their practice follows the standards set by the Canadian Association for Conservation of Cultural Property (CAC) and the International Institute for Conservation of Historic and Artistic Works (IIC).

CSMO specializes in the preservation, conservation and maintenance of cultural property such as: sculptures, monuments, architectural elements, artifacts, and objects. This firm has expertise working with the following public art and monument materials: bronze, granite, marble, limestone, sandstone, cast stone, terracotta, iron, plaster, concrete, brick, ceramic, wood, polychromed wood, textile, glass, and painted surfaces.

Some of CSMO's clients have included: Town of Gananoque, City of Brantford, City of Hamilton, National Capital Commission, City of Kingston, City of Toronto, Centre de conservation du Québec, Fort Henry, Lennox and Addington, Agnes Etherington Art Centre, Ontario Heritage Trust, McMaster University, Royal Military College, Queen's University, Concordia University, City of Mississauga, Cataraqui Archaeological Research Foundation, Parks Canada, Collingwood Museum, and National Museum of Mongolia.

The People and the City Monument artists Doreen Balabanoff and Stuart Reid requested that the City of London utilize the third-party services of CSMO to preserve this Monument as specified in their 1990 contractual agreement between the Artists and the City of London. Since 2012, CSMO has continued to be involved with multiple conservation assessments and treatments of this Monument to stabilize the deterioration of its Indiana limestone base. The current People and the City Monument Restoration Agreement with the Artists also specifies the use of CSMO third party assistance with restoration oversight, and tender for stone replacement. At this time, the City of London also began to use the expertise of CSMO to provide condition assessments and annual cleaning and repairs for all of its existing public art/monuments that has developed into London's Public Art and Monument Ten Year Capital Lifecycle Restoration Program.

### **2.3 City of London Procurement Policy**

The City of London Procurement Policy indicates that 'Single Source' means that there is more than one source of supply in the open market, but only one source is recommended due to predetermined and approved specifications. Section 14.4 d) and e) apply to the specialized service work.

- d. There is a need for compatibility with goods and/or services previously acquired or the required goods and/or services will be additional to similar

goods and/or services being supplied under an existing contract (i.e., contract extension or renewal); and

- e. The required goods and/or services are to be supplied by a particular supplier(s) having special knowledge, skills, expertise or experience.

CSMO is qualified to do this particular type of cultural arts conservation and restoration practice and has historically provided high quality services to the City of London. CSMO provides continuity of quality conservation service for all City of London public art/monuments, noting that the City's collection has a variety of pieces, derived from varied materials. Committing to a single source Agreement with CSMO will permit Administration to proactively plan the restoration work needed for the City of London's Public Art and Monument Ten Year Capital Lifecycle Restoration Program.

### **3.0 Financial Impact/Considerations**

The estimated annual expenditure for lifecycle capital restoration is \$190,000 (HST included) and this expenditure can be accommodated within the Public Art Restoration Lifecycle Capital Budget. This annual expenditure is outlined in this report as Appendix 'A' Master Registry List of Current Public Art and Monument Assets.

## **Conclusion**

Single source approval from Council is required to have CSMO proceed with restoration work identified on the attached Master Registry List. The City of London Public Art and Monument Policy and this recommendation report support the municipal mandate for the maintenance, conservation, and restoration of its existing corporate assets.

**Prepared by:** Robin Armistead, Manager, Culture Services,  
Neighbourhood and Community-Wide Services

**Concurred by:** Val Morgado, Senior Manager Facilities, Finance Supports

**Recommended by:** Cheryl Smith, Deputy City Manager, Neighbourhood and  
Community-Wide Services

c. Anna Lisa Barbon, Deputy City Manager, Finance Supports

Steve Mollon, Manager Purchasing and Supply Operations,  
Finance Supports

Meng Liu, Senior Financial Business Administrator, Finance  
Supports

**Appendix A:**

**Master Registry List of Current Public Art and Monument Assets**

<b>Assets</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>
	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>2030</b>	<b>2031</b>
People and the City Monument	\$6,800			\$16,350			\$18,500			\$11,600
Raccoon Mural - Bell Canada Box		\$3,500			\$3,400			\$4,000		\$3,600
Bradley Pedestrian Tunnel Murals			\$12,000			\$13,000			\$14,000	\$1,600
Crimean War Cannons	\$10,070		\$10,000		\$12,800		\$4,300			\$5,800
Carolinian Forest Tree Art (Red Oak)		\$6,900			\$6,000			\$6,200		\$5,800
Cenotaph Memorial	\$15,930		\$22,600		\$12,100		\$12,500		\$14,500	\$1,600
Charley Fox Memorial		\$17,500		\$15,600		\$25,000		\$17,000		\$1,600
Engine 86	\$10,500		\$42,400		\$45,750		\$43,500		\$45,850	
Farquharson Mural	\$18,000			\$12,800		\$12,000		\$12,000		\$11,600
Fire Station No. 12 Mosaic Compass		\$4,800		\$20,700		\$15,100		\$9,500		\$5,200
Fire Station No. 02 Bas-Relief Panels			\$16,000		\$12,900		\$13,500		\$16,550	\$1,600
Japanese Centennial Sculpture		\$8,000		\$3,500		\$4,000		\$4,500		\$6,400
Jubilee Square Fountain		\$16,300	\$10,000		\$19,900		\$12,800		\$15,500	\$1,600
Kiwanis Bandshell Sculpture	\$12,600			\$8,950			\$9,400		\$10,000	\$1,600
London Wall		\$17,500		\$6,800		\$16,500		\$9,000		\$8,600
Ludwig Van Beethoven		\$9,800		\$6,750		\$10,000		\$11,000		\$10,600

<b>Assets</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>
	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>2030</b>	<b>2031</b>
Medway Community Mural			\$8,400		\$9,000		\$10,000		\$11,000	\$1,600
Oxford Street Bridge Mural			\$7,600			\$8,600		\$9,200		\$9,600
Pro Patria Boer War Memorial	\$20,740	\$25,900		\$18,800		\$28,400		\$21,500		\$17,200
Release	\$10,800			\$4,200			\$4,500		\$6,600	\$6,600
Good Hands		\$14,800			\$1,700			\$17,300		\$1,600
Under The Sea Mural			\$9,300						\$16,000	\$1,600
Women's Memorial Monument			\$12,800			\$13,100		\$14,300		\$1,600
Canadian Veterans Memorial & Carillon	\$20,000			\$17,400			\$18,600		\$9,400	\$11,500
Don Guard Monument		\$25,050		\$5,800		\$7,100		\$7,400		\$8,900
Sentinel	\$18,000			\$18,450			\$21,300			\$12,200
Simcoe Street School War Memorial		\$11,950			\$5,100			\$5,300		\$1,600
Egerton Sewer Memorial		\$7,000			\$6,150			\$6,300		\$1,600
Soap Factory Monument	\$21,300				\$18,900				\$16,200	\$1,600
Hayfield	\$2,400		\$17,900							\$1,600
Welcome Hands	\$2,400			\$12,900		\$16,200		\$14,500		\$11,200
Sitelines	\$2,400				\$15,200		\$15,800		\$23,100	\$1,600
<b>Total Required</b>	\$171,940	\$169,000	\$169,000	\$169,000	\$168,900	\$169,000	\$184,700	\$169,000	\$198,700	\$170,400
<b>Contingency</b>	\$14,774	\$17,714	\$17,714	\$17,714	\$17,814	\$17,714	\$2,014	\$17,714	\$(11,986)	\$16,314
<b>HST</b>	\$3,286	\$3,286	\$3,286	\$3,286	\$3,286	\$3,286	\$3,286	\$3,286	\$3,286	\$3,286
<b>Total Capital Budget</b>	<b>\$190,000</b>									

Additional Public Art and Monuments Being Maintained include Art Wall, Greenway Park Mural. Holy Roller Tank, Tempo VII, Paul Peel Fountain, Lambeth Cenotaph, Patrick Cairn in Lambeth

## Report to Community and Protective Services Committee

**To:** Chair and Members  
Community and Protective Services Committee

**From:** Lori Hamer, Fire Chief, Neighbourhood and Community-Wide Services

**Subject:** Fire Master Plan Action Plan

**Date:** June 21, 2022

## Recommendation

That, on the recommendation of the Fire Chief and with concurrence from the Deputy City Manager, Neighbourhood and Community-Wide Services, the following actions be taken with respect to the Fire Master Plan Action Plan:

- a) the Fire Master Plan Action Plan attached as Appendix 'A', **BE RECEIVED**;
- b) the Civic Administration **BE DIRECTED** to take the necessary actions to update the existing Establishing and Regulating By-law and report back to a future meeting of the Community and Protective Services Committee; and,
- c) the Civic Administration **BE DIRECTED** to proceed with implementation of the Fire Master Plan Action Plan, it being noted that implementation will be subject to funding approval through future multi-year budget processes.

## Executive Summary

This report presents the Fire Master Plan Action Plan, an evidence-based, community risk driven plan that guides the priorities and objectives of the London Fire Department (LFD) over the next 10 years. This report provides an overview of the development process, key components of the Fire Master Plan Action Plan, and next steps.

## Linkage to the Corporate Strategic Plan

The Fire Master Plan Action Plan is aligned with the following strategic area of focus in the City of London Strategic Plan 2019 – 2023:

- Strengthening our Community, under the outcome Londoners have access to the services and supports that promote well-being, health, and safety in their neighbourhoods and across the city.

## Analysis

### 1.0 Background Information

#### 1.1 Previous Reports Related to this Matter

[Award of Consultancy Services for Comprehensive Risk Assessment and Fire Master Plan \(June 17, 2019\)](#)

[Fire Master Plan – Organization & Resource Deployment Analysis for the London Fire Services \(April 29, 2009\)](#)

[Establishing and Regulating By-Law F-1 \(September 25, 2006\)](#)

## 2.0 Discussion and Considerations

### 2.1 Background and Purpose

A Fire Master Plan supports fire departments to be responsive, proactive, and meet the growing needs of a community. The primary objective of a Fire Master Plan is to provide fire departments and their stakeholders with achievable and measurable actions that improve customer service and provide a foundation from which future policies and decisions are made.

The London Fire Department's Fire Master Plan Action Plan (attached as Appendix 'A'), provides overall vision, direction, and guidance to the London Fire Department in the delivery of fire and emergency services over a 10-year period (2022 – 2032). In some cases, the Fire Master Plan looks beyond the time frame to ensure that short-term actions can support long-term requirements.

Section 2(1) b of the *Fire Prevention and Protection Act, 1997* prescribes that a municipality should provide other such fire protection services as it deems necessary based on its needs and circumstances. It also informs the appropriate service levels, establishes a consistent way of assessing risks and service demands across the city, enhances planning for other initiatives (professional development, capital assets, administration, etc.), and facilitates a more informed decision-making process based on data.

In addition, the Fire Master Plan Action Plan takes into consideration policies and recommendations set out by other municipal documents such as Council's Strategic Plan, the London Plan, the People Plan, the 2021 Audit, the Corporate Asset Management Plan, and others.

### 2.2 Process to Develop the Fire Master Plan Action Plan

The development of the Fire Master Plan Action Plan occurred through a five-phase process. Through a Request for Proposal process, Civic Administration engaged Emergency Management & Training Inc. to support the first four phases of work. Civic Administration then prepared the Fire Master Plan Action Plan that is before Council for consideration today. Below is an overview of each phase of the development process and a brief description of the work undertaken:

#### Phase 1: Conduct a Community Risk Assessment

A Community Risk Assessment is a process used to identify the level of fire protection required within the boundaries of the City of London. It is a means of measuring the probability and consequence of an adverse effect to health, property, organization, environment, or community, as a result of an event, activity, or operation. The Community Risk Assessment process included:

- The identification of current and emerging factors such as economic and population growth, shifts in demographics, building stock profile, industry mix, fiscal challenges, environmental challenges, and provincial or federal legislative changes.
- An assessment of the overall operations of the LFD to identify service improvements and enhancements through fire hall locations, fleet configuration, and any other elements that would affect the delivery of fire protection services, as defined by the *Fire Protection and Prevention Act, 1997* and any applicable regulations.
- A review of documents, studies, and initiatives previously prepared and undertaken by the City to maintain the connection with previous community documents.

## Phase 2: Complete a Community Risk Mitigation Strategy

The Community Risk Mitigation Strategy utilized the findings from the Community Risk Assessment to propose strategies to mitigate high and moderate risks as determined in consultation with the LFD.

## Phase 3: Community Engagement Process

The Fire Master Plan is a community-informed plan. Londoners, LFD staff, and Councillors provided their opinion and ideas through online surveys. Meetings were held with senior Civic Administration, the Fire Chief, all division heads of the LFD, as well as the London Professional Fire Fighters Association to gather further insights and recommendations. The information collected was analyzed and serves as the basis from which the Fire Master Plan Action Plan was built.

## Phase 4: Develop the Draft Fire Master Plan

To build on the Community Risk Assessment and Community Risk Mitigation Strategy, a documentation and equipment review was conducted to gather additional information. This included reviews of: the apparatus and equipment located at each station; related documentation, such as call volumes and types of calls; and vehicle and large equipment replacement schedules along with planned capital expenditures. A Fire Master Plan was then prepared that included risk considerations, a SWOT analysis, information related to operations and facilities, and a series of recommendations for consideration as part of the Fire Master Plan Action Plan development.

## Phase 5: Prepare the Fire Master Plan Action Plan

Civic Administration undertook an analysis of the data from the first four phases of work, which resulted in the identification of 22 actions. The evidence that informed those actions and the actions themselves formed the foundation of the Fire Master Plan Action Plan.

### **2.3 Fire Master Plan Action Plan Highlights**

The actions in the Fire Master Plan Action Plan reflect industry trends, community risks, and infrastructure requirements. All actions are based on industry standards, planning metrics, best practices, and input from the community engagement process. The key driver behind the actions in this document is the reduction of risk. There are 22 actions in total, which are grouped into five areas of focus.

- Public Fire Safety Education
- Fire Safety Standards and Enforcement
- Emergency Response
- Staff/Personnel Development
- Strategic Priorities

#### **Public Fire Safety Education**

Public fire safety education is the first line of defence in fire safety. It is the key to mitigating fire and life hazards before they start. Public education programs are designed for everyone, from young children to older adults, vulnerable populations, and equity-deserving populations. The overall objective of these programs is to educate the public about the dangers of fire, provide information to prevent fire, and provide tools to ensure safe evacuation in the instance that a fire occurs.

There are three key actions in this area of focus that support the risks identified through the Community Risk Assessment and community engagement process:

1. Engage fire suppression personnel in fire prevention and public education efforts whenever possible.

2. Equip Fire Officers with National Fire Protection Association certifications to manage the need for fire inspections and public education.
3. Develop new and enhance current partnerships with key stakeholders to advance public education efforts with a specific focus on vulnerable populations and equity-deserving groups.

### **Fire Safety Standards and Enforcement**

Fire safety standards and enforcement is the second line of defense in fire safety and relates to the adherence of Ontario's *Fire Protection and Prevention Act, 1997*, the regulation under this Act being the Ontario Fire Code. When a building is built, it is done so in compliance with the Ontario Building Code. During this building phase there are fire safety measures that are required based on the type of building being built. Once a building is completed the Ontario Fire Code takes over from the Ontario Building Code to ensure these fire safety measures are maintained. At times, enforcement of regulatory requirements is necessary.

The LFD conducts fire safety inspections to ensure buildings are safe and comply with the Ontario Fire Code. These inspections are completed on complaint, request, by legislation, or are completed proactively. The LFD is also responsible for conducting fire investigations to ensure public safety.

There are two key actions in this area of focus that support the risks identified through the Community Risk Assessment and community engagement process:

1. Assess the time requirements of the current demands, as well as the desired inspection and education programs.
  - a. Provide an annual program outline at the start of the year with goals, expectations, resources available, and resources required.
  - b. Measure and report on completion and successes.
2. Complete a full work study and implementation plan, inclusive of financial impacts, to analyze the needs of the Fire Prevention Division to ensure span of control, quality assurance, and program planning.

### **Emergency Response**

Emergency response is the third line of defence. It includes response to fires, medical emergencies, motor vehicle collisions, public hazard situations, water and ice rescue, hazardous materials incidents, and technical rescues such as high angle, elevator, and confined space. In emergency situations, time is critical and is influenced by a number of factors. To appropriately manage this, consideration must be given to the need for new stations, relocations of stations, as well as purchasing, maintenance, life-cycling, and planning for fire apparatus and equipment.

There are seven key actions in this area of focus that support the risks identified through the Community Risk Assessment and community engagement process:

1. Work with allied agencies on dispatch response time reduction opportunities.
2. Create a committee to review the response to remote fire alarm calls and certain types of motor vehicle collisions, fires, or other indicators where additional resources may be required, and monitor changes to the call matrix to ensure resource deployment and risk management are balanced. The Committee will make recommendations to Fire Administration.
3. Create a committee to review and make recommendations to Fire Administration on the deployment and station assignments of specialty and technical rescue teams.

4. Phase out the three quint apparatus and replace them with engines. Continue to monitor growth for the inclusion of additional aerial apparatus in the future due to the number of high-rise structures within the city.
5. Move to a 12+3-year replacement schedule for fire apparatus, with consideration being given to new fire apparatus being assigned to busier stations and then moved to less busy stations at a later time to allow for full use of warranty and manage excessive mileage on a single given vehicle.
6. Increase the reserve fleet with two additional engines to a total of one aerial, one tanker and six engines.
7. Continue to monitor the average response time metric for planning purposes as London continues to grow in size and population.

### **Staff/Personnel Development**

People are essential to an efficient and effective London Fire Department and the implementation of the Fire Master Plan Action Plan. A healthy, safe respectful workplace that fosters self-development and involvement in decision-making is one that retains quality and high performing team members. Providing opportunities for team members to learn from each other, mentors, and leaders creates an environment that supports continuous learning and development. Training and learning initiatives are foundational to efficient and effective service.

There are four key actions in this area of focus that support the risks identified through the Community Risk Assessment and community engagement process:

1. Encourage a workplace culture that supports inclusion and belonging. Review recruitment practices with an equity tool, to promote increased representation from equity-deserving groups within the London Fire Department.
2. Continue to develop, implement, and measure a total wellness strategy to ensure mental and physical resilience and well-being of employees.
3. Identify strategies to engage and empower employees through relevant training, ongoing staff development through cross divisional opportunities, mentoring, collaboration with other City services, and participation in decision-making.
4. Develop and implement strategies providing for compliance with the new Ontario Regulation – *Firefighter Certification* and including the financial impacts and logistical requirements for the periods of July 1, 2022 to July 1, 2026 for general certifications and July 1, 2022 to July 1, 2028 for specialty rescue certifications.

### **Strategic Priorities**

This area of focus refers to special projects that focus on policy and procedure development, system reviews and enhancements, revenue generation opportunities, and space utilization. The purpose of these projects is to enhance the efficiency and effectiveness of LFD's operations. This includes ensuring alignment with key government mandates and by-laws. Actions within this area also focus on strategic partnerships to enhance and expand service. Financial stability is also considered within the actions through revenue generation opportunities.

There are six key actions in this area of focus that support the risks identified through the Community Risk Assessment and community engagement process:

1. Review and update the Middlesex and Thames Centre aid agreements.
2. Continue to use the current training facility's resources and identify ongoing joint opportunities to enhance the use and possible revenue generation of the facility.

3. Continue to develop a business plan for the new training facility.
4. Explore a partnership with the London Police Service to implement the new Next Generation 9-1-1 telephone call answering system of which the Canadian Radio television and Telecommunications Commission has mandated that every Public Safety Answering Point (9-1-1 Centre) have in place by March 2025.
5. Conduct a full review of the 2006 Establishing & Regulating By-Law document and update it to ensure that Council's requirements for the current level of service are provided.
6. Examine the inventory control system(s), including purchasing and stores of supplies, to ensure an effective and efficient system for all divisions.

### **3.0 Financial Impact/Considerations**

In many cases, the action items identified in the Fire Master Plan Action Plan can be accomplished within existing approved Fire operating and capital budgets. In other cases, additional resources may be required. To support future requests for financial resources, implementation plans will be developed to inform the requests. The implementation plans will consider logistics, operational needs, timing/phasing and financial impacts (including both capital and operating costs).

This work will be done in preparation for the development of Council's 2023-2027 Strategic Plan and the 2024-2027 Multi-Year Budget process. Any requests for additional resources will be incorporated in Council's Strategic Plan and will be supported by a comprehensive business case in the Multi-Year Budget process.

As many of the recommendations of the Fire Master Plan Action Plan are long-term in nature, they will also inform future strategic planning and multi-year budget processes.

### **4.0 Next Steps**

The Fire Master Plan Action Plan has been designed to be a living document. Regular reviews and updates will be conducted to reflect rapidly changing information in an effort to continue to meet the current and future needs of the city and its residents. Many of the actions are already underway. Appendix 'A' includes a full list of the actions, their implementation status, and timeline over the duration of the Plan.

Based on Council's direction, Civic Administration will update the existing Establishing and Regulating By-law (last updated in 2006) and bring this By-Law to a future Community and Protective Services meeting. The Establishing and Regulating By-Law needs to be updated to reflect such things as new legislation and a more accurate accounting of the actual services that are being offered by the LFD.

In addition, on an annual basis, Civic Administration will bring forward a progress report, updating Council on the implementation of the Fire Master Plan Action Plan.

## **Conclusion**

The Master Fire Plan Action Plan will guide the priorities and objectives of the LFD over the next 10 years in order to be responsive, proactive and continue to meet the growing needs of the community.

The London Fire Department priority has been, and will continue to be, positioning the LFD as a leader in fire service providing exceptional service to London residents while ensuring a workplace where people feel proud, safe, and engaged.

**Submitted and Recommended by:**     **Lori Hamer, Fire Chief**

**Concurred by:**                             **Cheryl Smith, Deputy City Manager,  
Neighbourhood and Community-Wide  
Services**



# 2022 Fire Master Plan

**Action Plan | May 2022**

*Prepared by the City of London  
and the London Fire Department*



**London**  
CANADA



#WeBuildaDream

Share & follow @LdnOntFire

#SupportDreams



# Table of Contents

## Section 1.0

<b>Introduction</b> .....	<b>4</b>
1.1 The London Fire Department .....	<b>5</b>
1.2 What Is a Fire Master Plan? .....	<b>5</b>
1.3 London’s Fire Master Plan Action Plan ..	<b>5</b>
1.4 Alignment with Other City of London Plans and Strategies .....	<b>6</b>
1.5 How the Fire Master Plan Action Plan Was Created .....	<b>6</b>

## Section 2.0

<b>Plan Foundation</b> .....	<b>8</b>
2.1 Three Lines of Defence .....	<b>9</b>
2.2 Risk-Based Planning .....	<b>10</b>
2.3 People Planning .....	<b>11</b>

## Section 3.0

<b>Population</b> .....	<b>12</b>
3.1 Age .....	<b>13</b>
3.2 Language .....	<b>13</b>
3.3 Population Shifts .....	<b>14</b>
3.4 Planned Growth .....	<b>14</b>

## Section 4.0

<b>Service Delivery</b> .....	<b>15</b>
4.1 Current Service Delivery .....	<b>16</b>
4.2 Call Type and Volume .....	<b>17</b>
4.3 Total Response Time Metric .....	<b>18</b>
4.4 Occupancy Classification .....	<b>19</b>
4.5 Fire Causes and Ignition Sources .....	<b>21</b>
4.6 Smoke Alarms and Fire Suppression Systems .....	<b>22</b>
4.7 Fire Related Injuries and Deaths .....	<b>23</b>

## Section 5.0

<b>Capital Infrastructure</b> .....	<b>24</b>
5.1 Facilities .....	<b>25</b>
5.2 Fleet .....	<b>27</b>

## Section 6.0

<b>Actions</b> .....	<b>29</b>
6.1 Public Fire Safety Education .....	<b>30</b>
6.2 Fire Safety Standards and Enforcement .....	<b>32</b>
6.3 Emergency Response .....	<b>34</b>
6.4 Staff/Personnel Development .....	<b>38</b>
6.5 Strategic Priorities .....	<b>41</b>

## Section 7.0

<b>The Implementation of the Fire Master Plan Action Plan</b> .....	<b>45</b>
---	-----------

## Appendix A

<b>Implementation Status and Timelines</b> ....	<b>46</b>
---	-----------

## Appendix B

<b>Sources</b> .....	<b>49</b>
----------------------	-----------

## Section 1.0

# Introduction

Within this section of the report, background information is provided to set the context for the Fire Master Plan Action Plan and how it was developed.



## 1.1 The London Fire Department

Committed to making London one of the safest communities in Canada, the London Fire Department is responsible for the delivery of fire protection services including responding to fires, medical emergencies, car accidents, hazardous materials incidents, and specialized rescues.

More specifically, the *Fire Protection and Prevention Act, 1997* defines fire protection services as:

- a. fire suppression, fire prevention, fire investigations, and fire safety education;
- b. mitigation and prevention of the risk created by the presence of unsafe levels of carbon monoxide and safety education related to the presence of those levels;
- c. rescue and emergency services;
- d. communication in respect of anything described in clauses (a) to (c);
- e. training of persons involved in providing anything described in clauses (a) to (d); and
- f. the delivery of any service described in clauses (a) to (e).

The London Fire Department consists of the following divisions: Fire Fighting Division including Specialty Teams; Fire Prevention Division including Public Fire and Life Safety Education Division; Apparatus Division; Training Division; Communications and Information Systems Division; Clerical/Administrative Division, Stores Division, and Fire Administration.

## 1.2 What Is a Fire Master Plan?

A Fire Master Plan is an evidence-based, community risk driven plan that guides the priorities and objectives of a fire department. A Fire Master Plan supports fire departments to be responsive, proactive, and meet the growing needs of a community.

The primary objective of a Fire Master Plan is to provide fire departments and their stakeholders with achievable and measurable actions that improve customer service and provide a foundation from which future policies and decisions are made.

## 1.3 London's Fire Master Plan Action Plan

The Fire Master Plan Action Plan provides overall vision, direction, and guidance to the London Fire Department in the delivery of fire and emergency services over a 10-year period, to the year 2032. In some cases, the Fire Master Plan Action Plan looks beyond the time frame to ensure that short-term actions can support long-term requirements.

The Fire Master Plan Action Plan satisfies section 2(1) b of the *Fire Prevention and Protection Act, 1997* that prescribes that a municipality should provide other such fire protection services as it deems necessary based on its needs and circumstances. It also informs the appropriate service levels, establishes a consistent way of assessing risks and service demands across the city, enhances planning for other initiatives (professional development, capital assets, administration, etc.), and facilitates a more informed decision-making process based on data.

## 1.4 Alignment with Other City of London Plans and Strategies

The Fire Master Plan Action Plan takes into consideration policies and recommendations set out by other municipal documents such as Council’s Strategic Plan, the London Plan, the People Plan, the 2021 Audit, the Corporate Asset Management Plan, and others.

## 1.5 How the Fire Master Plan Action Plan Was Created

The development of the Fire Master Plan Action Plan occurred through a five-phase process. The City of London engaged Emergency Management & Training Inc. to support the first four phases of work.



### 1. Conduct a Community Risk Assessment

A Community Risk Assessment is a legislated process under O.Reg 378/18 Community Risk Assessments, used to identify the level of fire protection required. It is a means of measuring the probability and consequence of an adverse effect to health, property, environment, or community, as a result of an event, activity, or operation. The Community Risk Assessment process included:

- The identification of current and emerging factors such as economic and population growth, shifts in demographics, building stock profile, industry mix, fiscal challenges, environmental challenges, and provincial or federal legislative changes.
- An assessment of the overall operations of the London Fire Department to identify service improvements and enhancements through fire hall locations, fleet configuration, and any other elements that would affect the delivery of fire protection services, as defined by the *Fire Protection and Prevention Act, 1997* and any applicable regulations.
- A review of documents, studies, and initiatives previously prepared and undertaken by the City to maintain the connection with previous community documents.

## **2. Complete a Community Risk Mitigation Strategy**

The Community Risk Mitigation Strategy utilized the findings from the Community Risk Assessment to propose strategies to mitigate high and moderate risks as determined in consultation with the London Fire Department.

## **3. Engage the Community**

The Fire Master Plan Action Plan is a community-informed plan. Londoners, London Fire Department staff, and Councillors provided their opinion and ideas through online surveys. Meetings with senior City staff, the Fire Chief, and all division heads of the London Fire Department, as well as the London Professional Fire Fighters Association provided an opportunity to gather further insights and recommendations. The information collected was analyzed and serves as the basis from which the Fire Master Plan Action Plan was built.

## **4. Develop the Draft Fire Master Plan**

To build on the Community Risk Assessment and Community Risk Mitigation Strategy, a documentation and equipment review was conducted to gather additional information. This included reviews of: the apparatus and equipment located at each station; related documentation, such as call volumes and types of calls; and vehicle and large equipment replacement schedules along with planned capital expenditures.

A Fire Master Plan was then prepared that included risk considerations, a SWOT analysis, information related to operations and facilities, and a series of recommendations for consideration as part of the Fire Master Plan Action Plan development.

## **5. Prepare the Final Fire Master Plan Action Plan**

An analysis of the data from the Community Risk Assessment, Community Risk Mitigation Strategy, documentation and equipment review, and community engagement process resulted in the identification of 22 actions. The evidence that informed those actions and the actions themselves form the foundation of the Fire Master Plan Action Plan.

## Section 2.0

# Plan Foundation

This section provides information on approaches, methods, and lenses that were considered in the development of the Fire Master Plan Action Plan.



## 2.1 Three Lines of Defence<sup>1</sup>

The fire and emergency service industry, driven by mandates from the Office of the Fire Marshal and Emergency Management, has adopted a more proactive approach to fire safety by putting an emphasis on public fire safety education combined with the enforcement of fire safety standards and applicable codes. Where fire prevention measures cannot mitigate risk appropriately to meet the needs and circumstances of the community, emergency response is the failsafe. This approach is known as the three lines of defense which include: public fire safety education, fire safety standards and enforcement, and emergency response.

### 1. Public Fire Safety Education

Proactive public fire safety education is critical to community safety. The London Fire Department delivers a variety of public education programs. These programs are delivered by a Public Educator and Fire Inspectors who specialize in developing and delivering fire safety programs, as well as fire suppression crews who interact with the community regularly. The overall objective of these programs is to educate the public on the dangers of fire, provide information to prevent fire, and provide the tools to ensure safe evacuation in the instance that a fire occurs.

Since March 1, 2006, legislation requires the installation of smoke alarms on every storey of a dwelling in Ontario. Smoke alarm programs are also one of the required services to be provided by a fire department in Ontario as per the *Fire Protection and Prevention Act, 1997*. As a result, smoke alarm programs and compliance are a key component of public education and fire prevention activities provided by municipal fire departments. London Fire Department does have a smoke alarm program that is consistent with the expectations of the *Fire Protection and Prevention Act, 1997*.

The Province of Ontario enacted the Hawkins Gignac Act requiring carbon monoxide alarms in all residential occupancies in 2013. The Ontario Fire Code required carbon monoxide alarms to be installed as of April 2015. The London Fire Department conducts a carbon monoxide week, shares information through social media, and provides public education to inform residents about the requirement and importance of carbon monoxide alarms.

### 2. Fire Safety Standards and Enforcement

The London Fire Department has Fire Inspectors who conduct fire safety inspections to ensure buildings are safe and comply with the Ontario Fire Code at the time of inspection. These inspections are currently completed on complaint, request, or are completed proactively. It is the responsibility of a property owner to ensure they comply with appropriate regulations and statutes. Property owners who fail to ensure that their properties meet minimum standards of fire and life safety face potential charges under the *Provincial Offences Act* and are subject to penalties as outlined in the *Fire Protection and Prevention Act, 1997*.

The London Fire Department is legislatively responsible for conducting fire safety inspections, plans review, and fire investigations to ensure public safety. The frequency of inspections directly impacts the level of fire safety and code compliance of properties. Of particular concern are vulnerable occupancies (Group B - retirement homes and care and treatment facilities). All vulnerable occupancies within London are fully inspected annually, as per mandated Provincial legislation, and mock fire drills are conducted annually to ensure compliance.

### 3. Emergency Response

Emergency operations personnel respond to emergency and non-emergency calls. These include fires, medical emergencies, motor vehicle collisions, public hazard situations, water and ice rescues, hazardous materials incidents, and technical rescues such as high angle, elevator, and confined space.

## 2.2 Risk-Based Planning

Risk-based planning identifies the level of fire protection required within the boundaries of the city of London. It is a means of measuring the probability and consequence of an adverse effect to health, property, organization, environment, or community, as a result of an event, activity, or operation.

The following risk-based planning methods were used in the development of the Fire Master Plan Action Plan:

- 1. Risk Profile Analysis** – Nine risk profiles were factored into risk-based planning including: geographic, building stock, critical infrastructure, demographics, hazards, public safety response, community service, economic, and past loss/events.
- 2. Five Levels of Probability** – The five levels of probability as outlined in the Ontario Fire Marshal's Comprehensive Fire Safety Effective Model (Rare, Unlikely, Possible, Likely, and Almost Certain) were used to identify potential risks.
- 3. Event Consequences** – The consequences of an event, whether minor or major in intensity were considered. The use of professional judgement and reviews of past events were used to establish the quantification levels. Four components were considered: Life Safety, Property Loss, Economic Impact, and Environmental Impact.

## 2.3 People Planning

People are essential to an efficient and effective London Fire Department and the implementation of the Fire Master Plan Action Plan. Therefore, people were considered throughout the planning process in five key areas:

- 1. Attract:** The London Fire Department will continue to enhance diversity, equity, and inclusion efforts with a strong focus on implementing innovative recruitment tactics to better reflect the community served. Ongoing efforts have been relatively successful in attracting a diverse group, but further work is required to produce outcomes of greater diversity.
- 2. Retain** - A healthy, safe, respectful workplace that fosters self-development and involvement in decision making is one that retains quality and high performing personnel. The London Fire Department has identified the need to manage and lead in mental and physical health and wellbeing.
- 3. Education** - Ongoing education efforts help build resiliency. Understanding what will be faced and normal reactions will strengthen resolve in dealing with critical or cumulative events. Education also includes prevention, intervention, recovery, and return to work strategies to promote psychological health and safety.
- 4. Develop** - Providing opportunities for others to learn from leaders creates an environment that supports continuous learning and development. Cross divisional training and job mentoring serve to enhance service delivery, promote knowledge transfer, and improve operational effectiveness.
- 5. Growth** - All positions within the London Fire Department have prerequisite knowledge, skills, and abilities known as Job Performance Requirements. For individuals to advance in their career, they must continue to build skills and knowledge. Further, leadership training opportunities better align future leaders to their future roles and responsibilities.

## Section 3.0

# Population

In this section, demographic and population related data has been provided. This data helps to inform the delivery of current and future services of the London Fire Department.



## 3.1 Age

### Fire Fatalities by Age Group (Ontario)

Category	Age	% of Provincial Population <sup>ii</sup>	% of Fire Fatalities <sup>iii</sup>
Children/Youth	<=14	16%	3%
Adults	15 – 64	66%	58%
Older Adults	>=65	18%	39%

Specific age groups are at a higher risk from fire related incidents. Older adults are considered to represent one of the highest fire risk groups across the province based on the proportion of fire fatalities. The table above demonstrates that while older adults represent 18% of the total population in Ontario, they represent 39% of fire fatalities.

In London, 16.6% of the population is age 65 and over, meaning they are at an increased risk of experiencing a fatality in a residential fire. Another 20.6% of the population is 50 to 64 years of age, representing a future risk.<sup>iv</sup>

## 3.2 Language

### Non-Official Languages Most Spoken at Home (London)<sup>v</sup>

Non-Official Languages	Total # of Households
Arabic	6,165
Spanish	5,300
Mandarin	4,270
Polish	2,550
Portuguese	2,300

English is the language spoken most often at home in 90.8% (n=429,235) of London households. In total, 8.7% of households (n=41,170) speak a non-official language at home most often.<sup>vi</sup> Of those single, non-official languages spoken at home, the top five are shown in the table. The London Fire Department continuously looks for ways to share fire safety messages with residents whose first language or language of choice is not English.

### 3.3 Population Shifts

The population within a community can shift at various times during the day or week and throughout the year. Population shifts can be a result of a number of factors, including employment, tourism, and education, all of which can impact the demand for fire protection services.<sup>vii</sup>

### 3.4 Planned Growth

#### Estimated Population Growth (London)

Year	Estimated Population	# Increase	% Increase
2020	400,700		
2025	420,760	20,060	5%
2030	439,760	19,000	4.5%
2035	458,380	18,620	4.2%

The growth forecast for London indicates the population is expected to increase by more than 57,000 people over the next 15 years. In addition, commercial uses, offices, institutions, and industries will all continue to grow along with the number of people employed in the city.<sup>viii</sup> The City is in the process of updating these forecasts based on 2021 census data. Updated forecasts will become available in late 2022 or early 2023. It is recommended that the Fire Master Plan Action Plan be updated once these forecasts become available.

An impact of residential growth is the development of high-rise multi-residential structures. These types of structures pose a unique challenge to service delivery. The distribution of fire apparatus throughout the city must be considered to ensure that elevated (aerial) trucks can respond quickly and efficiently to high-rise buildings.

Another impact of population growth is an increase in traffic and the related risk of motor vehicle collisions. In 2021, as an example, the London Fire Department responded to almost 1,205 motor vehicle collisions.

Residential growth brings commercial and industrial prospects with it. This increase impacts the service delivery of the London Fire Department, increasing the need for ongoing enhancement to service levels that fall in line with the population.

## Section 4.0

# Service Delivery

The information in this section outlines the scope and scale of fire service provided by the London Fire Department.



## 4.1 Current Service Delivery

### Call Volume By Year

Year	Total # of Calls
2016	9,177
2017	9,594
2018	10,119
2019	10,709
2020	9,308
2021	11,165

Over the last six years, there has been a 22% increase in call volume. The total number of calls has increased each year, except for a decrease in 2020 due to factors related to the COVID-19 pandemic (e.g. fewer driving related incidents or recreation-related injuries due to stay-at-home orders). The London Fire Department has been able to effectively keep up with call volumes, however, there is concern that without expansion of resources, the London Fire Department will be challenged to meet this continued growth.

### Emergency Versus Non-Emergency Calls

Year	# of Emergency Calls	# of Non-Emergency Calls	Total
2016	6,539	2,638	9,177
2017	7,190	2,404	9,594
2018	7,512	2,607	10,119
2019	8,261	2,448	10,709
2020	6,518	2,790	9,308
2021	9,103	2,062	11,165

An emergency response is any incident where there is an immediate threat to life, safety, or property. Examples of emergency responses include structure fires, carbon monoxide alarm with symptoms to individuals, medical assistance calls with EMS such as cardiac arrest, motor vehicle collisions, and water rescues. A non-emergency response is any incident that requires a response, but life, safety, or property is not immediately threatened. Examples of non-emergency responses include open air burn complaints, smoke alarms sounding with no signs of smoke or fire, and public assistance calls. Over the last six years, emergency calls have increased by 39% and non-emergency calls have decreased by 22%.

## 4.2 Call Type and Volume

### Call Type

Type of Call	Total # of Calls	% of Calls
Over Pressure Rupture/Explosion (no fire)	4	1%
Public Hazard	478	4%
Burning (controlled)	558	5%
CO Alarm Calls	603	5%
Pre-Fire Conditions/No Fire	811	7%
Other Response	891	8%
Property Fires/Explosions	937	8%
Rescue	1,396	13%
Medical/Resuscitator Call	2,577	23%
Fire Alarm Activations	2,910	26%

The main three types of calls for 2021 were:

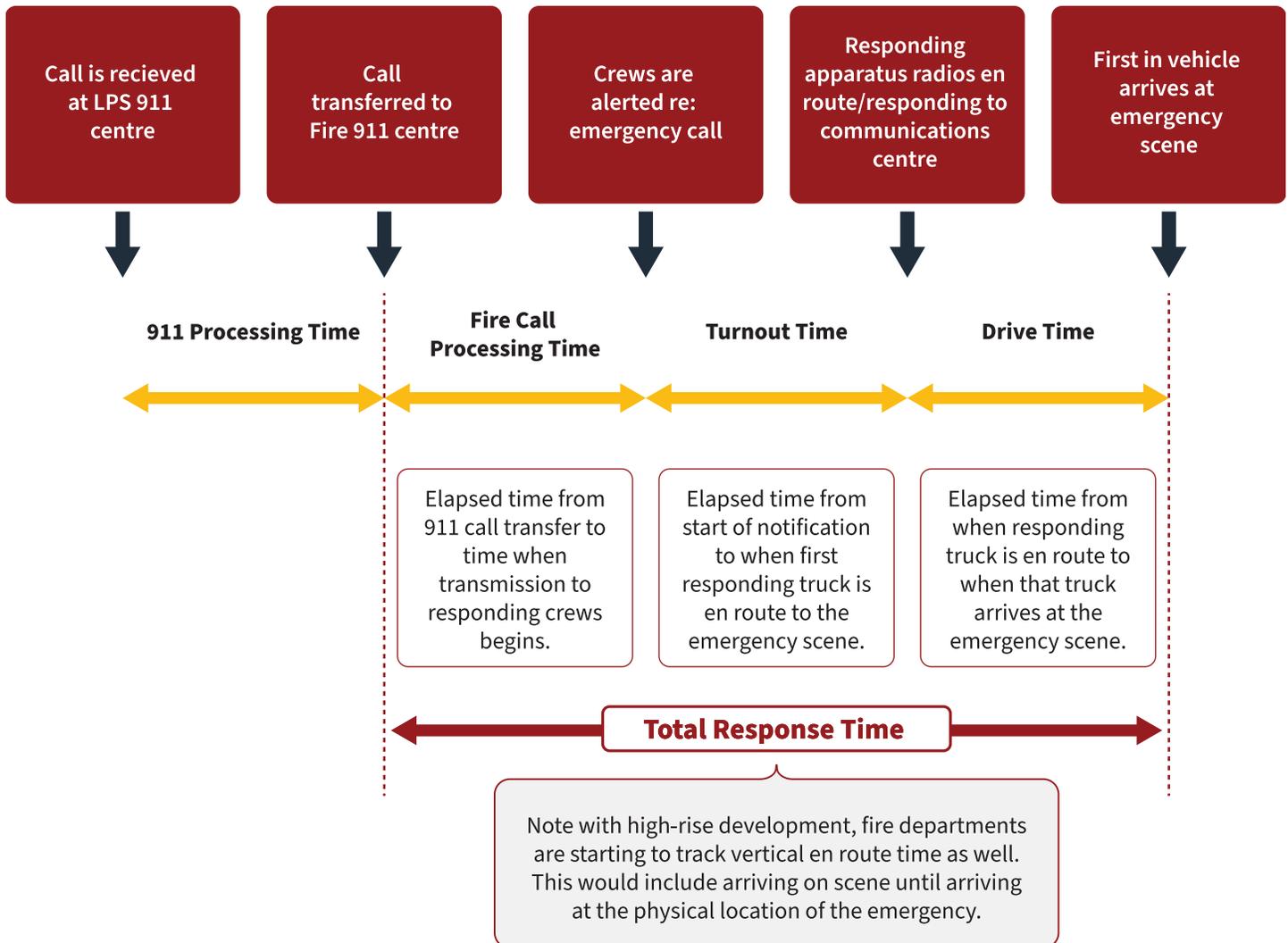
1. Fire Alarm Activations: 26%
2. Medical Calls: 23%
3. Rescues: 13%

The London Fire Department has an agreement in place with Middlesex-London Paramedic Service for full crews to respond to serious medical concerns such as:

1. Cardiac Arrest/Respiratory Arrest
2. Unconscious/Unresponsive
3. Motor Vehicle Collisions
4. Multi Casualty Incidents
5. Entrapment and Other Rescue Calls

## 4.3 Total Response Time Metric

### Total Response Time Definition



The image above outlines the components of the total response time metric. Total response time starts when the call is received at the London Fire Department and ends when the first vehicle arrives at the emergency scene.

## Total Response Time Metric

Year	90th Percentile Response Time (In Minutes)
2016	6:05
2017	6:22
2018	6:23
2019	6:20
2020	6:12
2021	6:16

Overall, the average response time metric increased by 3% between 2016 and 2021. Between 2016 and 2018, response time increased each year, whereas from 2018 to 2020, response time decreased each year. In part, this has been attributed to the COVID-19 pandemic due to there being less traffic on city streets. The London Fire Department implements a number of strategies to mitigate traffic congestion, as this has an impact on the average response time metric. One example includes implementing GPS technology that takes into account traffic patterns and congestion.

## 4.4 Occupancy Classification

Occupancy means the use or intended use of a building, or part thereof, for the shelter or support of persons, animals, or property. Occupancy classifications in the Ontario Fire Code include:

- **Group A: Assembly Occupancy** – The occupancy or the use of a building, or part thereof, by a gathering of persons for civic, political, travel, religious, social, educational, recreational, or like purposes, or for the consumption of food or drink.
- **Group B: Care of Detention Occupancy** – Care of Detention was revoked in 2019 and separated into two classifications: Care Occupancy and Detention Occupancy. However, these two classifications are still reported together.
  - **Care Occupancy** – An occupancy in which special care is provided by a facility, directly through its staff or indirectly through another provider, to residents of the facility:
    - a. who require special care because of cognitive or physical limitations, and
    - b. who, as a result of those limitations, would be incapable of evacuating the occupancy, if necessary, without the assistance of another person.
  - **Detention Occupancy** – An occupancy in which persons are under restraint or are incapable of self-preservation because of security measures not under their control.
- **Group C: Residential Occupancy** – Any occupancy in which sleeping accommodation is provided to residents who are not harboured for the purpose of receiving special care or treatment and are not involuntarily detained.

- **Group D: Business and Personal Care Occupancy** – The occupancy or use of a building, or part thereof, for the transaction of business or the rendering or receiving of business or personal services.
- **Group E: Mercantile Occupancy** – The occupancy or use of a building, or part thereof, for the displaying or selling of retail goods, wares, or merchandise.
- **Group F: Industrial Occupancy** – The occupancy or use of a building, or part thereof, for assembling, fabricating, manufacturing, processing, repairing, or storing of goods and materials.

### Proportion of Structure Fires By Major Occupancy

Occupancy Classification	# of Fires	% of Structure Fires
Group A – Assembly	11	5%
Group B – Care of Detention	7	3%
Group C – Residential	179	76%
Group D – Business / Personal	7	3%
Group E – Mercantile	18	8%
Group F – Industrial	9	4%
Other (not classified or farm)	2	1%
<b>Total</b>	<b>233</b>	<b>100%</b>

Residential fires account for the majority of structure fires in London. In 2021, for example, Group C – Residential fires accounted for 76% of structure fires.

## 4.5 Fire Causes and Ignition Sources

### Fire Causes

<b>Intentional</b>	<b># of Fires</b>	<b>% of Fires</b>
Vandalism	2	1%
Suspected Arson	35	15%
<b>Unintentional</b>		
Misuse of Ignition Source	17	7%
Mechanical/Electrical Failure	25	11%
Design/Construction/Maintenance Deficiency	5	2%
Undetermined	59	25%
Other Undetermined	15	6%
Children Playing	1	1%
<b>Other - Undetermined</b>		
Other	74	32%
<b>Total</b>	<b>233</b>	<b>100%</b>

In 2021, 52% of fires were due to unintentional causes and 16% of fires were the result intentional causes. The remaining 32% of fires were undetermined as to their cause.

## Ignition Source

Reported Ignition Source	# of Fires	% of Fires
Cooking Equipment	47	20%
Undetermined	107	46%
Open Flame/Tools/Smokers Articles	29	13%
Miscellaneous	10	4%
Electrical Distribution	8	3%
Other Electrical/Mechanical	9	4%
Heating Equipment, Chimney, etc.	7	3%
Appliances	7	3%
Exposure	9	4%
<b>Total</b>	<b>233</b>	<b>100%</b>

In 2021, the ignition source was undetermined in 46% of structure fires. Where the ignition source was identified, cooking equipment (20%) and open flame (13%) were reported as the top two ignition sources.

## 4.6 Smoke Alarms and Fire Suppression Systems

### Presence of Smoke Alarms

Status	# of Fires	% of Fires
No Smoke Alarm	24	10%
Smoke Alarm Present and Operating	93	40%
Unknown, Not Reported	3	1%
Not Applicable: Non Residential Structure	43	19%
Smoke Alarm Presence, Undetermined	70	30%
<b>Total</b>	<b>233</b>	<b>100%</b>

In 2021, smoke alarms were present at 40% of structure fires responded to by the London Fire Department. In comparison, for 10% of structure fires, no smoke alarm was present and operating.

## Fire Suppression Systems

Status	# of Fires	% of Fires
Full Sprinkler System Present	20	9%
Partial Sprinkler System Present	12	5%
No Sprinkler System Present	144	62%
Undetermined	54	23%
Not applicable – All Evacuated or No Persons Present	3	1%
<b>Total</b>	<b>233</b>	<b>100%</b>

Sprinkler systems were present in 14% of structure fires in 2021, compared to 62% where sprinkler systems were not present.

## 4.7 Fire Related Injuries and Deaths

### Fire Related Injuries and Deaths

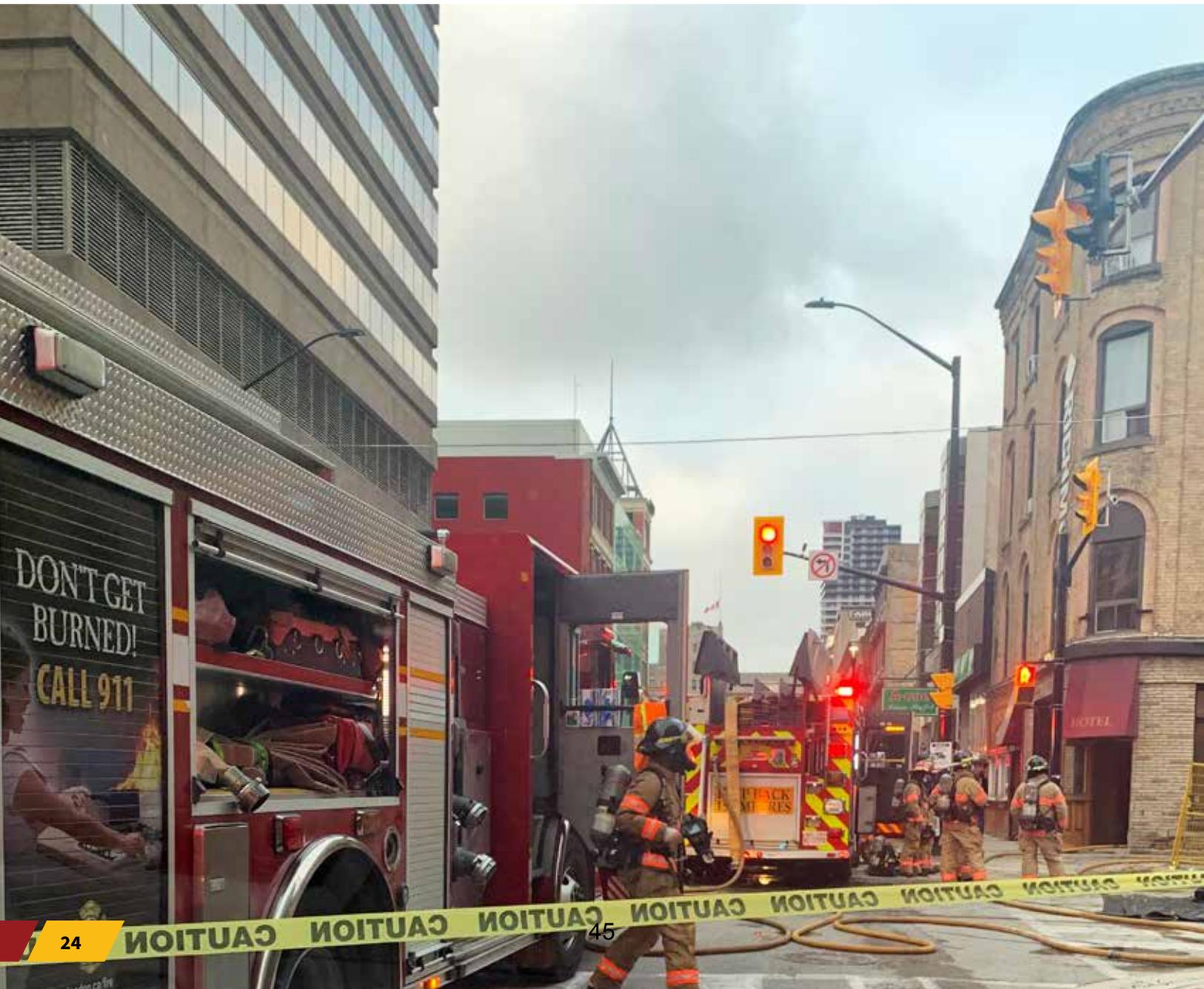
Year	# of Fire Related Injuries	# of Fire Related Deaths
2021	27	1
2020	38	2

In London, there were 27 fire injuries and 1 fire related death in 2021. In 2020, there were 38 fire related injuries and 2 fire related deaths.

## Section 5.0

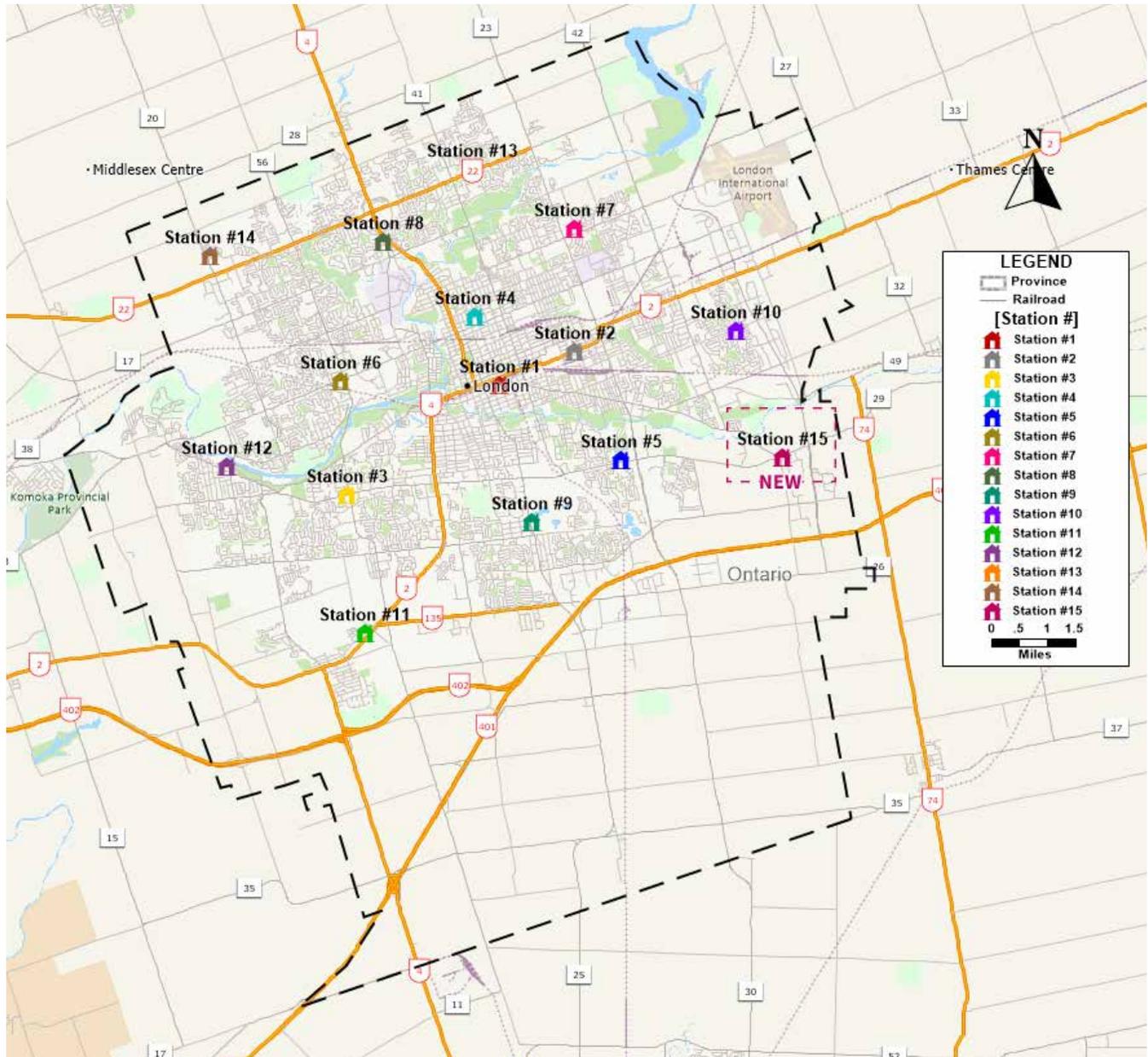
# Capital Infrastructure

This section outlines information related to capital infrastructure, specifically facilities and vehicle fleet.



# 5.1 Facilities

## Number of Fire Stations



There are currently 14 fire stations in London, with fire station 15 currently in the planning stages. These fire stations deliver fire services city-wide and are located strategically across the city. Fire stations are in operation 24 hours per day, 365 days per year. For this reason, they are subject to wear and tear issues more frequently than facilities that operate on more traditional working hours. The maintenance of fire station infrastructure is essential to ensure that staff can operate effectively to meet health and safety and accessibility standards.

## Total Number of Calls Per Station

Station	Total # of Calls
Station 1	2,192
Station 2	1,208
Station 3	706
Station 4	1,000
Station 5	569
Station 6	904
Station 7	833
Station 8	606
Station 9	1,150
Station 10	640
Station 11	343
Station 12	311
Station 13	344
Station 14	359

There is a wide variation in the number of calls to which the stations respond. In 2021, Station 1 responded to more than 2,100 primary calls compared to stations 11, 12, 13, and 14 that responded to fewer than 400 primary calls. The table indicates the calls where the station is the primary response vehicle, and does not include the number of calls where the station is responding to support calls in other station areas.

## Training Facility

London Fire Department has a training facility located at 746 Wellington Road. When the training tower was originally built, the area was rural with little development. Now the training facility is amid a heavy residentially populated area. The current training facility is dated, under-sized, and too close to residential developments. The London Fire Department is developing a long-term strategy that includes the relocation and expansion of the training facility.



## Number of Calls for Service - Aerial Units

2017	2018	2019	2020	2021
3,012	3,059	3,339	2,968	3,454

Between 2017 and 2021, the number of aerial responses increased by 15%. This is attributed to the increase in high-rise structures within the city of London. With the planned development over the next 10 years, a reassessment of aerial apparatus will be required to ensure there is a sufficient number of aerial apparatus available to meet the response demand.

The London Fire Department utilizes an apparatus known as a quint. These units were originally designed to be an alternative to aerial apparatus in locations that do not have many high-rise structures. They were also originally designed to be smaller than an aerial apparatus which made them more maneuverable within tighter confines of older city streets. Over the years, however, quints have grown to the point that they are very similar in size to that of an aerial apparatus, but with less reaching ability. Further, with their larger size and being used as a first response vehicle, the vehicles are not practical for continually responding in areas such as townhouse complexes and buildings with narrow driveway access.

## Fire Apparatus - New and Replacement Schedules

The Insurance Board of Canada and the Fire Underwriters Survey support a regular replacement schedule for fire vehicles. This includes guidance on retirement criteria for fire apparatus, recommending that all front-run vehicles are replaced on a 15-year cycle for larger cities. In 2008, Council approved the current London Fire Department replacement cycle for engines, tankers, and aerials to be front line for 17 years and then moved into reserve for three more years. Currently, the industry recommends a 15-year replacement cycle.

Primary response vehicles at busy stations can accumulate high mileage and wear and tear in a short time that can shorten the apparatus life span. For example, while four stations respond to fewer than 400 primary calls per year, stations in the core respond to over 1,000 calls, with Station #1 responding to more than 2,100 primary calls annually. As the trucks accumulate mileage, engine hours, and pump use, the maintenance costs and downtime for repairs can increase dramatically in the later years of the apparatus' life. It can be more economical to replace the truck at an earlier age, when resale values are higher, and before the wear and tear starts to result in expensive repairs, potential failure at a scene, and long downtime.

## Section 6.0

# Actions

The actions in the Fire Master Plan Action Plan reflect industry trends, community risks, and infrastructure requirements. All actions are based on industry standards, best practices, and input from the community engagement process. The key driver behind the actions in this document is the reduction of risk.

There are 22 actions in total, which are grouped into five areas of focus.

1. Public Fire Safety Education
2. Fire Safety Standards and Enforcement
3. Emergency Response
4. Staff/Personnel Development
5. Strategic Priorities

Within each focus area, there is a data snapshot, identified risks, and actions. Each term is described below.

**Data Snapshot:** The data snapshot includes London Fire Department statistics and responses to the Fire Master Plan Community Survey, London Fire Department Staff Survey, and Council Survey. In the data snapshot, the term “satisfied” is inclusive of respondents who reported “very satisfied” and “satisfied” and “important” is inclusive of respondents who reported “extremely important”, “very important”, and “important”.

**Identified Risks:** Identified risks include risks identified through the Community Risk Assessment and community engagement process.

**Actions:** Actions are the initiatives or strategies to be implemented over the next 10 years as part of the Fire Master Plan Action Plan. Many of the actions are already underway. Others may require additional resources, the amount and timing of which will be determined through a detailed implementation plan and subsequent City of London strategic planning and multi-year budgeting processes.

## 6.1 Public Fire Safety Education

### What Is Public Fire Safety Education?

Public fire safety education is the first line of defence in fire safety. It is the key to mitigating fire and life hazards before they start. Public education programs are designed for everyone, from young children to older adults, vulnerable populations, and equity-deserving populations. The overall objective of these programs is to educate the public about the dangers of fire, provide information to prevent fire, and provide tools to ensure safe evacuation in the instance that a fire occurs. Teaching people to be stewards of their own fire safety has proved to have a positive impact on the number and severity of fire-related injuries and deaths.

### Data Snapshot

**700+** public education activities are conducted annually.

**530** fire safety posts were shared with the public via social media in 2021.

**90%** of respondents reported they were satisfied with the London Fire Department in relation to its level of community safety programs.

**90%** of respondents said how often the London Fire Department provides community training opportunities is important.

### Identified Risks

- 10% of structure fires in 2021 did not have a working smoke alarm.
- Residential (Group C) structure fires in the city represented 76% of all fire calls in 2021.
- 12,000 children were provided fire safety education annually at the Children's Safety Village. With the closure of the Village, this leaves a gap in fire safety education for school aged children. With this identified gap, this will require more attention to this group and may create another gap with other vulnerable groups (e.g. older adults or equity-deserving populations).
- Older adults are one of the highest fire risk groups. In London, 16.6% of the population is age 65 and over, meaning they are at an increased risk of experiencing a fatality in a residential fire. Another 20.6% of the population is 50 to 64 years of age, representing a future risk.<sup>ix</sup>

## Public Fire Safety Education Actions

### **1. Engage fire suppression personnel in fire prevention and public education efforts whenever possible.**

The reasoning for fire safety education is that if a person can be educated in the prevention of fire, a fire may not occur. As a result, education decreases the demand for service. The daily demand for public education is ongoing and is growing due to an increasing population. Fire suppression personnel interact with members of the community daily via emergency responses, medical calls, etc. Suppression crews gain access to single family homes and multi-residential buildings daily (where the vast majority of fires occur) and can identify fire safety issues (e.g. no working smoke alarms or carbon monoxide alarms). As a result, in between calls, suppression crews may be able to assist with providing education to many groups within the community where the Public Educator cannot due to workload and staffing demands.

### **2. Equip Fire Officers with National Fire Protection Association certifications to manage the need for fire inspections and public education.**

Fire Officers will be educated in code compliance and will notice the fire safety issues prior to a fire occurring. These issues can then be rectified in the appropriate manner. As suppression crews gain access to single family homes and multi-residential buildings, Fire Officers can identify and appropriately address fire safety issues (e.g. blocked means of egress, fire alarm system issues). Not only can appropriate follow up be ordered, the Fire Officer and crew can educate those in the care and control of the building to ensure ongoing fire safety.

### **3. Develop new and enhance current partnerships with key stakeholders to advance public education efforts with a specific focus on vulnerable populations and equity-deserving groups.**

Fire occurs on a regular basis and is non-discriminatory. Enhancing partnerships will ensure enterprise-wide and community-wide fire safety education. Reaching out to the City of London and community stakeholders will leverage access to various groups and increase the provision of fire safety education throughout the Corporation and community. Traditional fire safety messaging must adjust and adapt to changing demographics and an increasing population. Working in partnership with the Corporation and community groups will ensure a greater number of people are taught fire safety.

## 6.2 Fire Safety Standards and Enforcement

### What is Fire Safety Standards and Enforcement?

Fire safety standards and enforcement relates to the adherence of Ontario's *Fire Protection and Prevention Act, 1997*, the regulation under this Act being the Ontario Fire Code. When a building is built, it is done so in compliance with the Ontario Building Code. During this building phase there are fire safety measures that are required based on the type of building being built. Once a building is completed, the Ontario Fire Code takes over from the Ontario Building Code to ensure these fire safety measures are maintained. At times, enforcement of regulatory requirements is necessary.

The London Fire Department conducts fire safety inspections to ensure buildings are safe and comply with the Ontario Fire Code. These inspections are completed on complaint, request, by legislation, or are completed proactively. To prevent fires from occurring, it is necessary to understand the causes of fires that do occur. This offers focused education and accountability, and can supply information for Ontario Fire Code changes and recall notices. As such, the London Fire Department is also responsible for conducting fire investigations to ensure public safety.

### Data Snapshot

**7,000+** safety inspections and inspection activities are conducted annually.

**100+** fire investigations are conducted annually.

**169** vulnerable occupancies (e.g. retirement homes) are fully inspected annually.

**71%** of respondents reported it was important the Fire Service visits their home to give safety advice, smoke/carbon monoxide alarm information, etc.

### Identified Risks

- Every home in Ontario must have a working smoke alarm on every story and outside all sleep areas. Some residences in London may not meet Ontario Fire Code requirements. Property owners may be unaware of fire safety requirements and their responsibilities.
- The London Fire Department is legislatively mandated to conduct fire safety inspections to ensure public safety. For each inspection there may be more than one violation cited which may lead to fines or prosecution. Each inspection may also require follow-up on site, two to three times, prior to compliance being achieved.

- The demand for inspections continues to grow annually, putting pressure on resources:
  - Complaint-based fire safety inspections doubled from 817 in 2017 to 1,627 in 2021.
  - The London Fire Department is required by the municipality to conduct inspections as part of the rental licencing process. In 2020, there were 534 rental licence applications, and in 2021 there were 703 rental licence applications, representing a 32% increase.
  - Business owners must have a fire inspection to secure a business licence. In 2020, there were 34 business licence inspections completed. In 2021, the number of business licence inspections completed more than doubled to 71.

## Fire Safety Standards and Enforcement Actions

### **1. Assess the time requirements of the current demands, as well as the desired inspection and education programs.**

- **Provide an annual program outline at the start of the year with goals, expectations, resources available, and resources required.**
- **Measure and report on completion and successes.**

The demand for fire inspections continues to increase annually. In comparison to some other fire departments, the London Fire Department conducts complaint-based inspections, as well as proactive inspections to ensure compliance with the Ontario Fire Code. This action will support the work study (see Action #2 below) and inform the staffing ratio requirements for the Fire Prevention Division. Defining annual programming will provide strategic direction for fire safety inspections and target areas of risk, mitigating fire risks in the community.

### **2. Complete a full work study and implementation plan, inclusive of financial impacts, to analyze the needs of the Fire Prevention Division to ensure span of control, quality assurance, and program planning.**

As London continues to grow, the number of buildings is expected to increase. More buildings mean more inspections and more fire safety issues which requires an appropriate staff complement to meet the needs and demands. The current span of control is 12 staff for every 1 supervisor. A work study will assist in exploring how the growing demands will affect the supervisor's ability to meet the needs of their team and their own role specific duties. Through this action, inspection processes will be streamlined and focus on risks that come from the work study. Further, the appropriate number of staff will be determined to meet the public education, inspection, and investigation demands of the community. Several retirements in the next five years are expected to put greater demand on existing staff while replacements are being trained.

## 6.3 Emergency Response

### What Is Emergency Response?

Emergency response includes fires, medical emergencies, motor vehicle collisions, public hazard situations, water and ice rescues, hazardous materials incidents, and technical rescues such as high angle, elevator, and confined space. In emergency situations, time is critical and is influenced by a number of factors. To appropriately manage this, consideration must be given to the need for new stations, relocation of stations, as well as purchasing, maintenance, life-cycling, and planning for fire apparatus and equipment.

### Data Snapshot

**9,177** incidents occurred in 2016 and **11,165** incidents occurred in 2021, representing a **22% increase** in call volume.

The main three types of calls in 2021 were:

- Fire alarm activations: **26%**
- Medical calls: **23%**
- Rescues: **13%**

**233** structure fires occurred in 2021 in London.

**\$13,000,000** in property loss from structure fires occurred over the last six years.

**98%** of respondents reported it is important how quickly the Fire Service gets to them if they have an emergency.

**97%** of respondents reported it is important the London Fire Department purchases and maintains new and applicable equipment.

### Identified Risks

- Increased density of residents within the city limits could result in an increased call volume overall. There has been an average increase of 750 units in higher buildings per year from 2009 to date. With an estimate of two people per unit, there are approximately 1,500 additional people per year moving into higher buildings. Over 10 years, that is a service increase of over 15,000 people in higher buildings.
- It is anticipated that response times will increase due to urban intensification, population growth, traffic density, and traffic calming measures. To ensure a sustainable level of service to the community, a comprehensive plan will be required in preparation for Council's future strategic planning and multi-year budget processes.

- In 2017, the three current aerial apparatus responded to 3,012 incidents compared to 3,454 responses in 2021, a 15% increase. With the increased call volume comes additional kilometers. This wear on these heavy vehicles creates premature mechanical issues.

## Emergency Response Actions

### 1. Work with allied agencies on dispatch response time reduction opportunities.

London Fire Department has a response agreement with Middlesex-London Paramedic Services for serious, medical emergencies. Due to technology limitations, there may be delays in the calls being forwarded to the London Fire Department from the Ministry of Health's Central Ambulance Communications Centre. The London Fire Department will continue to advocate to the Ministry of Health to identify and implement potential solutions to reduce call handling and transfer times.

### 2. Create a committee to review the response to remote fire alarm calls and certain types of motor vehicle collisions, fires, or other indicators where additional resources may be required, and monitor changes to the call matrix to ensure resource deployment and risk management are balanced. The committee will make recommendations to Fire Administration.

The Response and Deployment Committee was struck in March of 2022. To date they have met twice as a committee and have had multiple sub-committee meetings. Their four goals are: determine boundaries for Station 15 and review and recommend changes to boundaries due to the additional station; determine placement of fourth aerial and review placement of other apparatus in the city for possible location changes; review placement of special team halls; and review and recommend changes to London Fire Department response rules.

### 3. Create a committee to review and make recommendations to Fire Administration on the deployment and station assignments of specialty and technical rescue teams.

As time can be a factor to a successful rescue, arriving to where help is required in a timely manner is essential. An engine from the closest fire station is always dispatched along with the specialty team that comes from various locations. The crew of the engine can begin operations to the level that the crew is trained and equipped. The specialized team then musters to the area via the vehicles they are assigned to that shift. Key stations are assigned specialty vehicles and equipment and, in general, trained individuals staff these stations. The Response and Deployment Committee will provide recommendations for special team hall placement, this specialized committee will look at deployment, Standard Operating Procedures, and overall response of the team. This committee will then provide further recommendations to Fire Administration.

**4. Phase out the three quint apparatus and replace them with engines. Continue to monitor growth for the inclusion of additional aerial apparatus in the future due to the number of high-rise structures within the city.**

With the increased size and cost of the quint apparatus the reasoning for their implementation is no longer viable. With an increase in aerial apparatus responses an additional aerial platform was included in the most recent Development Charges Background Study. With an additional aerial apparatus in the fleet, quint apparatus are not the best suited type of vehicle for primary response purposes and are no longer needed. Upon replacement of these quint apparatus regular engines should then be purchased. This adjustment in purchasing would result in significant cost savings (1/3 less). An implementation plan inclusive of financial impacts will be developed as part of this action.

**5. Move to a 12+3-year replacement schedule for fire apparatus, with consideration being given to new fire apparatus being assigned to busier stations and then moved to less busy stations at a later time to allow for full use of warranty and manage excessive mileage on a single given vehicle.**

In 2021, two engines (2007) required significant maintenance that cost in excess of \$80,000 each due to extensive frame corrosion and impending failure. A third engine (2007) was decommissioned, due to the same frame rail issues and other significant maintenance problems. The cost of fixing this third engine would have been more than the value of the vehicle. Civic Administration purchased two new replacement engines in August 2021 to manage interruptions to the level of service and to help mitigate the shortage of vehicles. There are 12 other large vehicles ranging in dates from 2007 to 2009. All of these vehicles are starting to show significant mechanical issues that need to be addressed. Some will be able to be fixed in a cost-effective way, whereas others will need to be exchanged for new vehicles. The London Fire Department will be issuing a Request for Proposal to purchase four vehicles during the remainder of this multi-year budget.

A movement to a 15-year overall replacement life cycle for apparatus will allow the front-line use for 12 years and the use in reserve for an additional 3 years. Newer apparatus may be assigned to busier stations and then moved to less busy stations. This would allow for full use of warranty and manage excessive mileage on a vehicle. This could also reduce maintenance costs. A comprehensive plan is required in preparation for the next Council Strategic Plan and Multi-Year Budget to ensure a sustainable level of service to the community.

**6. Increase the reserve fleet with two additional engines to a total of one aerial, one tanker and six engines.**

Currently there are four spare engines, one spare aerial, and one spare tanker. With the aging fleet, the requirement to move to a preventative maintenance program from a reactive maintenance program, and ongoing Training Division needs for vehicles, there is a need for two additional spare engines. An additional two spare engines will fill the gap, where one can be assigned to the Training Division, with the ability to be pulled back into frontline service when needed, and an additional engine in the spare fleet rotation. These additions will then allow all mechanics to work on preventative maintenance as these additional vehicles will be able to be assigned to frontline use for the duration of the maintenance of the regular vehicle.

**7. Continue to monitor the average response time metric for planning purposes as London continues to grow in size and population.**

As the city continues to expand and grow, the London Fire Department will continue to monitor the average response time metric. The average response time metric is one of the factors used for planning purposes when determining the strategic, future location and/or relocation of fire stations and fleet over the next ten years.

Further, the City of London is currently updating its growth forecast based on 2021 census data. These updated forecasts will help to inform the future growth of the London Fire Department including stations, staff, and fleet. The London Fire Department will conduct an in-depth station expansion and/or relocation review once this data is available. Additional actions, such as vehicle and fleet actions described earlier in this section, will also serve to mitigate the challenges of a growing city.

The London Fire Department will continue to work with City of London service areas (e.g. Transportation & Roadside Operations) to develop and implement strategies to minimize traffic and congestion wherever possible. In addition, the London Fire Department will engage external stakeholders to identify areas of concern and explore innovative strategies to mitigate these challenges as the city continues to grow in size and population.

## 6.4 Staff/Personnel Development

### What Is Staff/Personnel Development?

A healthy, safe, respectful workplace that fosters self-development and involvement in decision-making is one that retains quality and high performing team members. Providing opportunities for team members to learn from each other, mentors, and leaders creates an environment that supports continuous learning and development. Training and learning initiatives are foundational to efficient and effective service. The City of London's People Plan has informed the actions in this focus area.

### Data Snapshot

**98%** of respondents reported it was important to have continued, relevant training for London Fire Department personnel.

**56%** of London Fire Department staff who responded to the Fire Master Plan Internal Survey reported that additional training was required to improve service efficiency.

**375+** London Fire Department firefighters respond to fire, rescue, technical rescue, and medical responses throughout the city (includes new team members for the implementation of Station 15 and the new aerial platform).

### Identified Risks

- In 2008, there were 61 vehicles with the associated equipment that required regular servicing. In 2021, this number grew to 82 and will continue to grow over time. An additional mechanic was hired to ensure the London Fire Department can keep up with the increased demands.
- Industry standards, as noted in the 2021 Internal Audit, require one parts/stores person for every 5-8 mechanics on duty. It is estimated that mechanical staff spend a combined 12.8 hours per day on this function, rather than mechanical work. In 2022, an approved Assessment Growth Case provided the funding for a parts/stores person that would relieve mechanical staff from sourcing, acquiring, and delivering parts.
- Starting on July 1, 2022, through Ontario Regulation 343/22: Firefighter Certification in the *Fire Protection and Prevention Act, 1997* all fire services must complete mandatory certification to meet provincial standards. Certification must be completed by 2026 for fire protection services and 2028 for specialized services.

- The number of lost hours due to WSIB claims has increased by 161%, from 21.9 hours in 2015 to 57.2 hours in 2021. This includes increases due to WSIB presumptive legislation for firefighters which includes 17 cancers and Post-Traumatic Stress Disorder. As unplanned absences occur, including WSIB-approved illness and injury, the levels of frontline emergency service are impacted as on-duty staffing levels fall.
- Thirty percent of London Fire Department employees are 50 years of age or older and will be reaching retirement over the next few years. Retirements could result in skill and labour shortages without appropriate succession planning measures such as staff development, training, and mentoring.

## Staff/Personnel Development Actions

### **1. Encourage a workplace culture that supports inclusion and belonging. Review recruitment practices with an equity tool, to promote increased representation from equity-deserving groups within the London Fire Department.**

It is important that the London Fire Department more accurately reflect the community they serve. By implementing innovative and targeted recruitment tactics, the demographic profile of the workforce will be better aligned with the broader community. Addressing the systemic barriers to inclusion and ensuring a workplace culture which promotes a sense of belonging will enhance the experience of all employees. Applying an anti-racism and anti-oppression framework to policies, procedures, and service delivery will increase employee awareness and understanding of the harmful impact of systemic racism and oppression on equity-deserving groups within the workplace and the community they serve.

### **2. Continue to develop, implement, and measure a total wellness strategy to ensure mental and physical resilience and well-being of employees.**

The London Fire Department seeks to lead in mental and physical health and well-being to ensure that the mental and physical health and well-being of all London Fire Department members are met. A Health and Wellness Committee has been established with representation from various sectors within the London Fire Department and other City staff. The core focus of this committee is to develop, implement, and measure wellness strategies within three pillars: education, prevention, and response.

**3. Identify strategies to engage and empower employees through relevant training, ongoing staff development through cross divisional opportunities, mentoring, collaboration with other City services, and participation in decision-making.**

A fire department is only capable of providing effective levels of protection to its community if it is properly trained and equipped to deliver these services. Firefighters must be prepared to apply a diverse and demanding set of skills to meet the needs of the modern fire service. The incorporation of a department-wide training calendar to identify the annual goals of the Training Division will be implemented and communicated to all personnel to indicate what training programs are required for services provided and to verify that training programs are meeting the related National Fire Prevention Association and other training program certifications.

**4. Develop and implement strategies providing for compliance with the new Ontario Regulation – *Firefighter Certification* including the financial impacts and logistical requirements for the periods of July 1, 2022 to July 1, 2026 for general certifications and July 1, 2022 to July 1, 2028 for specialty rescue certifications.**

The provision of training initiatives, including the new certification requirements, will require the London Fire Department to look at a gap analysis with respect to certification to determine the time required and training needs to achieve certification goals. As part of this, the London Fire Department will review staffing in each area to determine the safest and most cost-effective way to achieve certification requirements and outline a comprehensive plan including cost implications.

## 6.5 Strategic Priorities

### What Are Strategic Priorities?

Strategic Priorities refers to special projects that focus on policy and procedure development, system reviews and enhancements, revenue generation opportunities, and space utilization. The purpose of these projects is to enhance the efficiency and effectiveness of the London Fire Department's operations. This includes ensuring alignment with key government mandates and by-laws. Actions within this area also focus on strategic partnerships to enhance and expand service. Financial stability is also considered within the actions through revenue generation opportunities. Some projects implemented through this area of focus are finite, in that there is a specific start and end date; they are not ongoing or operational in nature.

### Data Snapshot

**71%** of respondents said it was important how much fire services costs them as a taxpayer.

Fire Master Plan Survey respondents recommended investigating revenue generation opportunities, specifically through a training centre.

Fire Master Plan Survey respondents suggested exploring unified response measures and partnerships to enhance service.

### Identified Risks

- The London Plan and other City of London strategic plans envision growth through greater intensification within the city – inward and upward growth. While this type of growth is often advantageous because it leverages existing infrastructure, it can present challenges for delivering fire services. Depending on the location of these developments, this can result in the need for new or relocated fire stations, additional aerial vehicles to access high-rise structures, etc. These up-front costs are typically funded through a combination of Development Charges (recovered through Development Charges rates) and property tax supported funding. Additionally, the ongoing operating costs of these new capital requirements can add further pressure to the property tax supported municipal budget.
- As of the time of writing, inflationary pressures present a considerable challenge to the operating and capital costs of consumables due to supply chain challenges, and difficulty sourcing certain products present challenges for the fire operating budget. Similarly, elevated construction costs present additional challenges for constructing new fire stations.

- The need to consider and implement climate-friendly/green solutions within the London Fire Department's operations and future capital plans is likely to represent an additional cost relative to “like for like” replacements. However, in some cases, these environmentally friendly enhancements may result in future cost savings.
- When the training facility on Wellington Road South was originally built, the area was rural with little development. Now the training centre is amid an urban area and too close to residential development.
- The current training facility is also dated and under-sized. As the need for training has increased due to regulatory requirements, standards, and best practice, so has the need for increased classroom space, specialized props, and an updated fire tower design.
- With the closure of the Ontario Fire College facilities in Gravenhurst, there is a growing need for regional training facilities. This opens opportunity for the current and new training centre to be utilized as a potential for revenue generation in partnership with the Ontario Fire College and other fire services.
- Aid agreements with Middlesex and Thames Centre and the 2006 Establishing & Regulating By-Law document are outdated and require updates based on current standards and services.
- In June of 2017, the federal Canadian Radio-television and Telecommunications Commission created regulations regarding the next-generation communications for 9-1-1 centres. This transition will have a major impact on the networks, systems, and arrangements used to provide 9-1-1 services, and will be a complex and costly undertaking which must be completed by March 2025.

## Strategic Priorities Actions

### 1. Review and update the Middlesex and Thames Centre aid agreements.

The *Fire Prevention and Protection Act, 1997* provides for two types of Fire Service Agreements between municipalities: Mutual Aid Agreements and Automatic Aid Agreements. A Mutual Aid Agreement is a provincial plan that is focused within the local area and provides for reciprocal provision of services for larger events that tax the local resources. There is currently no cost to the municipality that uses the Mutual Aid Agreement. The City of London is a partner in the Middlesex County Mutual Aid Agreement with the other fire departments in Middlesex County. An Automatic Aid Agreement allows for a municipal fire department to respond first for an emergency call within the municipal boundaries of the neighbour municipality and are generally in place due to distances travelled or specialized services that can be provided. Automatic Aid Agreements generally include a retainer and cost for service when required. The City of London has two Automatic Aid Agreements. These are with Central Elgin and Middlesex County, servicing Middlesex Centre and Thames Centre. These agreements are focused on the need for closer fire station responses to specific types of emergency events in the areas noted within the respective agreements.

The current agreements dated from 2002 through to 2018 are in need of updating to reflect changes within the city and in the partnering municipalities.

**2. Continue to use the current training facility’s resources and identify ongoing joint opportunities to enhance the use and possible revenue generation of the facility.**

Presently, the London Fire Department partners with other emergency service agencies, such as the London Police Service and the Ontario Provincial Police to utilize the Training Tower and the facilities at the old Station 11. The London Fire Department is in the initial stages of partnering with the Provincial Training Officers Group to host a Provincial Training Officers Workshop.

**3. Continue to develop a business plan for the new training facility.**

The need for a new training facility has been addressed and the capital expense has been forecasted within the Multi-Year Budget. An ongoing assessment of internal needs is underway along with the opportunity to partner with London Police Service. A business plan will be developed, with consideration being given to the space allocation needs of the Training Division; a potential joint training centre shared with London Police Service, which could allow other services such as transit, paramedic services, and public works the opportunities (e.g. driver training) for greater efficiency; the use of this facility for other divisions including the Apparatus Division, Communications Centre, and Administration; and options to utilize the training centre as a Regional Training Centre for the Office of the Fire Marshal and Emergency Management.

**4. Explore a partnership with the London Police Service to implement the new Next Generation 9-1-1 telephone call answering system of which the Canadian Radio-television and Telecommunications Commission has mandated that every Public Safety Answering Point (9-1-1 Centre) have in place by March 2025.**

The London Fire Department Communications Centre is a secondary Public Safety Answering Point, whereas the London Police Service is the primary Public Safety Answering Point – providing 9-1-1 services to the city of London. It has been mandated by the Canadian Radio-television and Telecommunications Commission that all Public Safety Answering Points transition from the current enhanced 9-1-1 service through wireline, wireless, and Voice Over Internet Protocol telephone services to Next Generation 9-1-1 which is Internet Protocol technology. With Next Generation 9-1-1, Canadians in need of emergency services will be able to send a text message or transmit photos, videos, and other types of data to 9-1-1 operators, in addition to making traditional voice 9-1-1 calls using wireline, wireless, or Voice Over Internet Protocol telephone services.

The Next Generation 9-1-1 digital system will also increase accuracy of pinpointing the exact location of 9-1-1 callers, as opposed to the current system which utilizes cell towers to approximate a geographical area that the individual is calling from, which can be hundreds of metres apart from each other.

**5. Conduct a full review of the 2006 Establishing & Regulating By-Law document and update it to ensure that Council’s requirements for the current level of service are provided.**

The current Establishing & Regulating By-Law was updated in 2006, which makes this a 16-year-old document. While parts of the Establishing & Regulating By-Law document may still line up with the expectations of the *Fire Protection and Prevention Act, 1997*, a full review of the goals and expectations of the London Fire Department needs to be conducted. The present Establishing & Regulating By-Law needs to be updated to reflect such things as new legislation and a more accurate accounting of the actual services that are being offered by the London Fire Department. This By-Law should be detailed to provide direction to the Fire Chief and the Fire Department that regulates the service and provides for key performance indices to ensure ongoing assessments. These ongoing assessments provide information that outline the need for growth and development when necessary.

**6. Examine the inventory control system(s), including purchasing and stores of supplies, to ensure an effective and efficient system for all divisions.**

With the ongoing implementation of the Records Management System that is underway, the inventory control system will provide a means to account for all inventory and maintenance needs. In future budgeting and forecasting this system will be instrumental.

## Section 7.0

# The Implementation of the Fire Master Plan Action Plan

London Fire Department staff are dedicated to the community they serve. The City of London and the London Fire Department are committed to ensuring the safety of the community and all personnel of the London Fire Department. The London Fire Department is endeavoring to offer the most efficient and effective service possible, demonstrated through present staffing, equipment, and fire station locations.

The Fire Master Plan Action Plan has been designed to be a living document. Regular reviews and updates will be conducted to reflect rapidly changing information and service delivery to meet the current and future needs and circumstances of the city and its residents. Many of the actions are already underway. See Appendix A for a full list of the actions and their implementation status.

The London Fire Department will continually monitor, evaluate, and update each action as needed. This work will be done in preparation for the development of Council's 2023-2027 Strategic Plan and the 2024-2027 Multi-Year Budget process, as well as future strategic planning and multi-year budget processes. Implementation plans will be developed that consider logistics, operational needs, and financial impacts (including both capital and operating costs). On an annual basis, updates on the implementation of the Fire Master Plan Action Plan will be brought forward to Council by the London Fire Department.

## Appendix A

# Implementation Status and Timelines

The table below provides a comprehensive list of the actions contained in the Fire Master Plan Action Plan and notes their anticipated start date and end date. Anticipated start date refers to when the action will begin, while anticipated completion date defines when the action is expected to be finalized. The term “in progress” is used to define any actions that were started prior to 2022, and “ongoing” means that the action is expected to continue past the end date of this plan.

Action	Anticipated Start Date	Anticipated Completion Date
<b>Public Fire Safety Education</b>		
Engage fire suppression personnel in fire prevention and public education efforts whenever possible.	In Progress	Ongoing
Equip Fire Officers with National Fire Protection Association certifications to manage the need for fire inspections and public education.	Q1 2022	Q3 2028
Develop new and enhance current partnerships with key stakeholders to advance public education efforts with a specific focus on vulnerable populations and equity-deserving groups.	Q1 2022	Ongoing
<b>Fire Safety Standards and Enforcement</b>		
Assess the time requirements of the current demands, as well as the desired inspection and education programs. <ul style="list-style-type: none"> <li>Provide an annual program outline at the start of the year with goals, expectations, resources available, and resources required.</li> <li>Measure and report on completion and successes.</li> </ul>	Q4 2022	Ongoing
Complete a full work study and implementation plan, inclusive of financial impacts, to analyze the needs of the Fire Prevention Division to ensure span of control, quality assurance, and program planning.	Q4 2022	Q2 2023
<b>Emergency Response</b>		
Work with allied agencies on dispatch response time reduction opportunities.	In Progress	Ongoing

Action	Anticipated Start Date	Anticipated Completion Date
Create a committee to review the response to remote fire alarm calls and certain types of motor vehicle collisions, fires, or other indicators where additional resources may be required, and monitor changes to the call matrix to ensure resource deployment and risk management are balanced. The committee will make recommendations to Fire Administration.	In Progress	Q3 2023
Create a committee to review and make recommendations to Fire Administration on the deployment and station assignments of specialty and technical rescue teams.	In Progress	Q3 2023
Phase out the three quint apparatus and replace them with engines. Continue to monitor growth for the inclusion of additional aerial apparatus in the future due to the number of high-rise structures within the city.	Q1 2023	Q4 2031
Move to a 12+3-year replacement schedule for fire apparatus, with consideration being given to new fire apparatus being assigned to busier stations and then moved to less busy stations at a later time to allow for full use of warranty and manage excessive mileage on a single given vehicle.	Q1 2023	Q4 2031
Increase the reserve fleet with two additional engines to a total of one aerial, one tanker and six engines.	Q1 2023	Q4 2031
Continue to monitor the average response time metric for planning purposes as London continues to grow in size and population.	Q3 2023	Q1 2025
<b>Staff/Personnel Development</b>		
Encourage a workplace culture that supports inclusion and belonging. Review recruitment practices with an equity tool, to promote increased representation from equity-deserving groups within the London Fire Department.	Q4 2022	Ongoing
Continue to develop, implement, and measure a total wellness strategy to ensure mental and physical resilience and well-being of employees.	In Progress	Ongoing

Action	Anticipated Start Date	Anticipated Completion Date
Identify strategies to engage and empower employees through relevant training, ongoing staff development through cross divisional opportunities, mentoring, collaboration with other City services, and participation in decision-making.	In Progress	Ongoing
Develop and implement strategies providing for compliance with the new Ontario Regulation – <i>Firefighter Certification</i> including the financial impacts and logistical requirements for the periods of July 1, 2022 to July 1, 2026 for general certifications and July 1, 2022 to July 1, 2028 for specialty rescue certifications.	Q1 2022	Q3 2028
<b>Strategic Priorities</b>		
Review and update the Middlesex and Thames Centre aid agreements.	Q1 2023	Q4 2023
Continue to use the current training facility’s resources and identify ongoing joint opportunities to enhance the use and possible revenue generation of the facility.	In progress	Ongoing
Continue to develop a business plan for the new training facility.	In progress	Q3 2024
Explore a partnership with the London Police Service to implement the new Next Generation 9-1-1 telephone call answering system of which the Canadian Radio-television and Telecommunications Commission has mandated that every Public Safety Answering Point (9-1-1 Centre) have in place by March 2025.	Q1 2022	Q2 2025
Conduct a full review of the 2006 Establishing & Regulating By-Law document and update it to ensure that Council’s requirements for the current level of service are provided.	Q3 2022	Q4 2022
Examine the inventory control system(s), including purchasing and stores of supplies, to ensure an effective and efficient system for all divisions.	Q1 2022	Q4 2023

# Appendix B

## Sources

- I City of Mississauga Fire & Emergency Services Staff. (2019). *2019 Fire and Emergency Services Master Plan*. City of Mississauga. [https://www.mississauga.ca/wp-content/uploads/2020/09/01151227/2019-Fire-Master-Plan\\_FINAL.pdf](https://www.mississauga.ca/wp-content/uploads/2020/09/01151227/2019-Fire-Master-Plan_FINAL.pdf)
- II Statistics Canada. (2022). *Census Profile*. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released April 27, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E>
- III Office of the Fire Marshal and Emergency Management. (2022). *Ontario Residential Fire Fatalities*. Province of Ontario.
- IV Statistics Canada. (2022). *Census Profile*. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released April 27, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=London&DGUIDlist=2021A00053539036&GENDERlist=1&STATISTIClist=1&HEADERlist=0>
- V Statistics Canada. (2017). *London [Census metropolitan area], Ontario and Ontario [Province] (table)*. *Census Profile*. 2016 Census. Statistics Canada Catalogue no 98-316-X2016001. Ottawa. Released November 29, 2017. <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CMACA&Code1=555&Geo2=PR&Code2=35&Data=Count&SearchText=london&SearchType=Begins&SearchPR=01&B1=All&TABID=1>
- VI Statistics Canada. (2017). *London [Census metropolitan area], Ontario and Ontario [Province] (table)*. *Census Profile*. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. <https://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/details/page.cfm?Lang=E&Geo1=CMACA&Code1=555&Geo2=PR&Code2=35&Data=Count&SearchText=london&SearchType=Begins&SearchPR=01&B1=All&TABID=1>
- VII City of Mississauga Fire & Emergency Services Staff. (2019). *2019 Fire and Emergency Services Master Plan*. City of Mississauga. [https://www.mississauga.ca/wp-content/uploads/2020/09/01151227/2019-Fire-Master-Plan\\_FINAL.pdf](https://www.mississauga.ca/wp-content/uploads/2020/09/01151227/2019-Fire-Master-Plan_FINAL.pdf)
- VIII City of London Planning and Development. (2021). *The London Plan – May 28 Consolidation*. City of London. <https://london.ca/sites/default/files/2021-07/3.%20Our%20City%20-%20The%20London%20Plan%20-%20May%2028%20Consolidation%20FULL%20Version%20AODA.pdf>
- IX Statistics Canada. (2022). *Census Profile*. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released April 27, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/details/page.cfm?Lang=E&SearchText=London&DGUIDlist=2021A00053539036&GENDERlist=1&STATISTIClist=1&HEADERlist=0>

## Report to Community and Protective Services Committee

**To:** Chair and Members  
Community & Protective Services Committee  
**From:** Scott Mathers, MPA, P. Eng., Deputy City Manager  
Planning And Economic Development  
**Subject** “RentSafeTO” Program and Complaint Process  
Improvements  
**Date:** June 21, 2022

## Recommendation

That, on the recommendation of the Deputy City Manager, Planning and Economic Development this report **BE RECEIVED** for information purposes.

## Summary

This report is in response to the October 5, 2021, Municipal Council resolution directing staff to investigate the feasibility of a rental unit enforcement program modeled after RentSafe Toronto (RentSafeTO). This report includes a summary of the main components of RentSafeTO. While Civic Administration does not recommend such a program, as it mirrors a licensing program for apartment units, through discussions with stakeholders at the Tenant Landlord Taskforce (TLT) a range of compliance process improvements are proposed.

## Background Information

On March 2, 2021, a Public Participation Meeting was held to discuss the Property Standards By-law review. At this time, a letter was submitted by two Councillors seeking support for a motion that would expand the Residential Rental Unit Licensing By-law to include all rental units contained in apartment buildings and townhouses. The current By-law exempts apartment buildings and townhouses and applies only to rental units in single detached, semi-detached/duplex, triplex, fourplex and converted dwelling structures.

On March 23, 2021, Municipal Council resolved that the following actions be taken:

- 1) to review the Residential Rental Units Licensing By-law (CP-19), as amended, and to report back on the possibility of expanding the regulations to include rental units contained in apartment buildings, stacked townhouses and townhouses; and,
- 2) develop a framework for an action plan to address enforcement of property standards by-law matters and health concerns within the City of London’s jurisdiction.

## Previous Reports

On September 21, 2021, Civic Administration presented a report to the Community and Protective Services Committee, (CPSC) related to Property Standards matters. It was recommended that “no further action is required regarding the licensing of rental units within apartment or townhouse structures.”

The staff report determined that annual inspections of all 47,000 rental units in townhouses and apartment buildings in London would require hiring 37 new Municipal Law Enforcement Officers and a similar number of Fire Prevention Officers.

On October 5, 2021, Municipal Council resolved that the following actions be taken:

*Civic Administration **BE DIRECTED** to report back at a future meeting of the Community and Protective Services Committee on an evaluation of a RentSafe*

*London by-law enforcement program, modelled after the RentSafeTO program, including proposed fees for registration, and building audits.*

## **Strategic Plan**

The Staff recommendation of various process improvements will help to ensure that both landlords and tenants better understand City processes, is displayed in the implementation of the 2019-2023 Strategic Plan for the City of London by:

- Leading in Public Service; through researching and responding to emerging planning trends and issues;
- Promote and strengthen continuous improvement practices.

## **Summary – RentSafeTO**

### **What are some of the main components of RentSafeTO?**

RentSafeTO is a By-law enforcement program that was established in 2017 to ensure building maintenance and access to information for tenants in Toronto under the City of Toronto Apartment Building Standards By-law. The main goal of RentSafeTO is to protect tenant's rights and to hold landlords accountable. In effort to summarize the RentSafeTO program, this report will focus on the four main components of program, including:

- Administering the building registration process;
- Creating a process for tracking and responding to tenant service requests; investigating complaints and service requests received through a 3-1-1 phone system and improved access to information through an interactive webpage;
- Conducting building evaluations at least once every three years; and
- Completing building audits for buildings that score 50% or below during evaluations.

### **How does the licensing/registration system work with RentSafeTO?**

A key component of RentSafeTO is that it acts as a landlord registry. The RentSafeTO program requires the owners/operators of apartment buildings to register and comply with the requirements under the RentSafeTO program. Every rental apartment building with three (3) or more storeys and ten (10) or more units must register with the "RentSafeTO: Apartment Building Standards program".

The issuance of the initial licence requires building code and fire code inspections plus payment of an annual renewal fee. Apartment building owners and operators are required to register their building annually with the City. The annual registration/renewal fee is due every year by July 31. For 2021, the RentSafeTO registration and renewal fee was \$11.24 per residential unit. This fee includes the cost of City-initiated building evaluations.

### **How is a Service Request processed with RentSafeTO?**

RentSafeTO receives a variety of complaints from tenants, most often pertaining to the interior condition of the rental unit (water leaks/damage, condition of windows, peeling paint, pests). Landlords/Building operators have seven (7) days to address these types of service requests.

More serious complaints, such as no electricity, no water, low or no heat, or when the complaints involve a safety issue, such as electrical or structural issue or a breach of security, are considered urgent service requests. These complaints that are related to vital services must be dealt with by Landlords/Building operators within 24 hours.

The program establishes and maintain records related to the operations of the building and all tenant service requests are tracked and responded to in a timely manner. The two main mechanisms for receiving work orders and logging, tracking, and responding to tenant service requests include:

1. Tenants can contact 3-1-1 to submit complaints about violations of the Apartment Buildings By-law to a Customer Service Representative who will collect tenant contact information and ask detailed questions about their concerns. The 3-1-1 system will then generate the service request and the tenant(s) initiating the Service Request will receive a 3-1-1 reference number to track the service request;
2. The City of Toronto has an interactive webpage available for the public to view and download evaluation results for apartment buildings registered with RentSafeTO. The webpage improves access to information for both existing tenants and those looking for a new home. The interactive webpage RentSafeTO: Apartment Building Standards can be found at [Toronto.ca/RentSafeTO](https://toronto.ca/RentSafeTO).

If a landlord does not resolve an issue in a reasonable amount of time, By-law enforcement officers can issue a Property Standards Order, Notice to Comply, or a charge which can result in fines to the building landlord/owner/operator.

### **What is the system for Building Evaluations with RentSafeTO?**

The City of Toronto evaluates RentSafeTO buildings at least once every three (3) years. During evaluations, staff inspect the condition of common areas, mechanical and security systems, parking areas and exterior grounds. The condition of these areas and systems are grading using a scoring system which tally up to an overall building score. The lowest scoring buildings are subject to a more intensive building audit.

### **What is the system for Building Audits with RentSafeTO?**

The program requires the buildings that have scored 50% or below during the evaluations be subject to a more intensive building audit. The lowest scoring buildings must then undergo a comprehensive inspection and audit of all common areas. There is an educational component to the audits as well. During audits, City staff help tenants document any concerns they may have regarding property standards issues within their unit or the common areas of the building. Audits are used as an opportunity for City staff to better engage with tenants to help educate them about local by-laws, the program, and its initiatives, and community expectations.

### **What are the associated Building Audit fees?**

There is a fee required when the City conducts a building audit. For 2021, the audit administrative fee was \$1,907.74 and the audit inspection fee was \$115.31 per hour, per officer. If re-inspections are necessary, the applicable fee(s) are also applied.

Building Audit fees are waived for social housing providers in Toronto, which includes:

- Toronto Community Housing Corporation;
- Non-profit housing provider of assisted or social housing under a program administered by the City of Toronto; and
- Dedicated supportive housing provided funded by the Province of Ontario.

## **Discussion and Considerations – City of London**

### **How does the current Residential Rental Unit Licensing system work in London?**

Currently, the City of London Residential Rental Unit Licensing By-law (CP-19), applies to rental units in single detached houses, semi-detached, duplexes, triplexes,

fourplexes and converted dwelling structures. The By-law exempts apartment buildings and townhouses and this exemption was concurred by Council in its resolution of October 2021.

In 2008, as part of the public and rental industry consultations, staff presented an options report to Council with a spectrum of compliance scenarios ranging from not licensing rental units whatsoever, to licensing every type of rental unit. The report concluded that the best option would be for licensing to focus low density forms of housing exclusively, as there were the most property related complaints related to structural changes made to low density dwellings adding more units/bedrooms without sufficient permits. All applications for residential rental licenses require a Property Standards inspection as a part of the required inspection for Fire Code compliance. These inspections are undertaken at the time of application.

### **How do tenant service requests (complaints) currently work with the City of London?**

When tenants are concerned about any property standards deficiencies inside the rental unit, it is advised that they first contact their landlord or property owner, in writing. The tenant is then advised to list the problems and by-law violations in the letter to the landlord and allow a reasonable amount of time for the problems to be fixed. Normally two to three weeks is granted to landlords to initiate any repairs to the rental unit. Ideally, most building owners/operators can resolve issues without any City involvement.

If the property owner does not fix the problem and compliance is not achieved, the tenant/complainant is asked to forward a copy of the (written) letter and file a complaint with the City. Tenants are advised to give City staff a copy of their dated letter or documentation proving they have contacted the property owner about the problems.

When there are complaints and information is forwarded about possible violations, Municipal Law Enforcement Officers (MLEOs) investigate and ensure that property owners are following the Property Standards By-law. If it is determined that a violation has occurred, a MLEO has a variety of compliance options to utilise based on their discretion. This includes a spectrum from warnings to AMPs/charges.

### **What are the staffing requirements for a RentSafe type program in London?**

There are over 47,000 rental units in townhouse and apartment structures currently in the City of London. A previous Staff report to the CPSC dated September 21, 2021, estimated that an additional staff complement of thirty-seven (37) new Municipal Law Enforcement Officers (MLEOs) and a similar amount of Fire Prevention Officers would be required to expand the current Residential Rental Unit Licence program and inspect all rental units. A variation of staffing complement would depend on the number of required rental units inspections and frequency. It is difficult at this preliminary stage to predict fees for service. Staff are of the opinion that the RentSafe program is essentially a variation of a licensing regime and as a result would require approximately the same number of staff to implement the program.

### **What are the issues identified by stakeholders regarding the tenant complaint process?**

In February 2022, a Tenant Landlord Taskforce (TLT) was formed based on a term of reference presented to CPSC on September 21, 2021. The TLT is a group that represents landlords and tenants. The taskforce has gathered monthly with the goal of exchanging information and presenting ideas designed to improve processes and practices for all members. The group collaborates with a view to strengthening relationships between parties and upgrading the quality of rental accommodations.

Since February, several ideas and issues have been identified by this group related to the tenant complaint process:

- The need for an improved web presence on the City website – [www.london.ca](http://www.london.ca) including a collection of existing resources, identifying further improvements and access to internal, external links and partner agencies.
- Communicating a clear process on how a tenant can submit a complaint (website).
- Access to Property Standards Orders for hearings and tribunals.
- Community members (or an assigned agents) being able to follow-up on issues on behalf of vulnerable tenants throughout the process.

## **What actions are currently being considered in response to stakeholder issues?**

### Website Improvements

Creating a new webpage could act as a one-stop resource library for tenants and landlords including a consistent and transparent information flow for complaints. The webpage could also include information on, but not limited to: By-laws for Rental Properties, Licensing Rental Properties, Rights and Responsibilities for Landlords and Tenants and Tenant Information. A specific link or button would be clearly available on the webpage to register a complaint. A form would be required to be completed prompting the most important information required to best understand the situation. This form could be directly sent to the landlord and copied to the City. If the tenant does not receive any response from the landlord within a reasonable time period, the City could then follow-up on the complaint. Staff will ensure that this information is available in a variety of different languages. This option would ultimately improve the process of registering complaints and provide a single destination for all information related to landlords and tenants.

### Inclusive Landlord and Tenant Communications

Civic Administration are mindful that not every resident will have access to computers or technology to research information or submit a complaint. Staff will work with the City of London Anti-Oppression and Anti-Racism office to avoid any barriers to accessibility in customer service, information, and communications with regards to both landlord and tenant matters.

Creating increased supports for the attraction, retention and integration of Newcomers, including international students, internationally trained professionals and multigenerational immigrants, has been identified by the City as a top priority for Londoners, City Council and Civic Administration. Staff will ensure that all tenant and landlord information can be made be available in a variety of languages, including American Sign Language (ASL) or braille in print form upon request, and will be compliant with additional accessibility standards

### Create centralized inbox and dedicated phone number

Currently, the submission of building complaints and service requests can land within a multitude of internal departments. One solution to this is a centralized email inbox where tenants can contact the City and submit complaints about violations of the Property Standards By-law or the Vital Services By-law. A dedicated email address such as [myhome@london.ca](mailto:myhome@london.ca) is being considered. A dedicated phone number is also being considered to sufficiently log service requests, collect tenant contact information, and allow for tenants to ask detailed questions about next steps in the process.

### Communications Improvements to Landlords

An alternative to a formal registration could include working with our current partners to improve communications regarding building standards with landlords. This may involve creating a system whereby tenants and landlords are provided a self-certification checklist confirming compliance with City By-laws. Providing comprehensive checklists to building owners/ operators and tenants will ensure that they are aware of the City standards and expectations for exterior building condition, common area cleanliness and yard maintenance. By-law enforcement could provide proactive enforcement

services and could work with Municipal Compliance staff on delivering informative presentations to the landlord groups.

### Building Blitzes

Buildings could be identified for future proactive building blitzes in situations where a high propensity of tenant complaints resulted in no actions from the property owner and were also deemed valid by Municipal Compliance staff.

## **Conclusion**

RentSafeTO was established in 2017 in effort to maintain Apartment Building Standards by enforcing and ensure compliance with the City's by-laws. Staff's evaluation of the RentSafeTO program has provided good insight into outreach and offers valuable recommendations for improved communications. In a sense, this program is a branded residential licensing program.

Civic Administration does not recommend implementing residential licensing for apartments in London (refer to September 21, 2021 CPSC report). However, Staff recognize that process improvements should be made to our existing services. By recognizing best practices and other options to improve the complaint reporting system, through a website, centralized email inbox and phone number, Civic Administration is assisting improved communication between landlords and tenants and City of London Staff. With a growing number of larger apartment and condominium buildings in our City, an improved process for effectively communicating with both tenants and landlord groups is imperative and many solutions are being debated via the Tenant Landlord Taskforce.

**Prepared by:** Mark Hefferton, MURP, RPP, MCIP  
Development Policy Coordinator, Municipal Compliance

**Submitted by:** Nicole Musicco  
Coordinator, Municipal Compliance  
Planning and Economic Development

**Reviewed and  
Concurred by:** Orest Katolyk, MLEO (C)  
Director, Municipal Compliance

**Recommended by:** Scott Mathers, MPA, P.ENG.,  
Deputy City Manager, Planning and Economic  
Development

TO: Members of London City Council Community and Protective Services Committee  
FROM: Samuel Trosow  
RE: CPSC Agenda; June 21, 2022; Item 2.4

It was with disappointment that I read the recommendations contained in the Staff Report appended to Item 2.4 entitled "RentSafeTO" Program and Complaint Process Improvements. I urge you to take immediate action in the remainder of your term to address the persistent problems that remain in the city's rental housing policies.

Londoners deserve safe, secure and fair housing and there are many areas where London can make a difference in the lives of its residents and in the quality of the city's rental housing stock. Two items warrant your immediate attention: the expansion of the coverage of the Rental Licensing By-Law, and the development of an enhanced enforcement framework.

### **Rental Licensing By-Law**

As the staff report indicates, the initial focus was limited to low density forms of housing exclusively, as this was where most property related complaints arose. It is not clear from various staff reports whether this analysis of complaints has changed, nor whether the complaints-based system is any longer an effective means of measuring this issue.

At the very least, this information could have been updated. Our community needs a new and balanced approach rather than continuing the limited coverage of the licensing program. It is simply not enough to do things the same way because that's the way we have always done it, nor is it an effective approach to creating responsive policy. This is why an enhanced licensing program is well justified as part of the city's jurisdiction and London's Council has broad authority to make these changes from time to time.

### ***A RentSafe London enforcement program should be adopted***

Related to the coverage of licensing requirements, London needs an expanded and enhanced framework for code enforcement and public education. While tenants have the opportunity to pursue provincial remedies for inadequate housing conditions, there is ample evidence that the provincial tribunal is significantly backlogged and is often inadequate in responding to our most vulnerable populations. This is where the broad authority of municipalities regarding health, safety, and environment comes into play. Like other Ontario cities, London has very broad powers in the area of housing code enforcement that it is not using during a time when we have a housing crisis.

Similar to the *RentSafe TO* program in Toronto, a *RentSafe London* program can provide measurable and direct benefits to residents of London in a cost-effective manner. If the complaint process is improved, and building audits undertaken, then the public will have confidence that their concerns about housing conditions are being addressed by Council. Sadly at this time that public confidence is seriously lacking.

### **Conclusion**

Londoners deserve the coverage of an updated Residential Rental Unit Licensing By-law. Much has changed since it was first adopted over a dozen years ago, and its limited scope is

contributing to gaps in enforcement, weak public education and a lack of public confidence. Together with an expanded framework for addressing the persistent problems of the enforcement of housing standards, this Council can finally take effective measures to ensure the health, safety and environmental needs of all London residents.

As a Londoner who has worked with these issues, I urge you to return the staff report with directions to (1) bring forward an amendment to the licensing by-law to expand its coverage to include multi-unit buildings; and (2) bring forward a by-law to adopt an expanded *RentSafe London* housing enforcement program.

Thank you for your attention to these crucial issues.

Samuel Trosow

Good Morning.

I would like to request Delegation Status to speak during the CPSC meeting on June 21st 2022 at 4pm. I wish to speak before the council regarding the great need for a Rent Safe Program in London to protect Renters from negligent landlords.

--

**Diane Devine**

## Report to Planning and Environment Committee

**To:** Chair and Members  
Community and Protective Services Committee  
**From:** Scott Mathers, MPA, P. Eng., Deputy City Manager,  
Planning and Economic Development  
**Subject:** Zoning By-law Patio Review  
**Date:** June 21, 2022

### Recommendation

That on the Recommendation of the Deputy City Manager, Planning and Economic Development, the following actions be taken with respect to regulations for outdoor seasonal patios:

- a) the following report **BE RECEIVED** for information purposes,
- b) a Public Participation Meeting **BE HELD** to amend regulations contained in Section 4.18(6) - Seasonal Outdoor Patios in the Z.-1 Zoning By-law, to allow for greater operational flexibility for local businesses.

### Executive Summary

This report is in response to the **April 12, 2022**, and **June 14, 2022**, Municipal Council resolutions, directing staff to report back with options to amend the capacity restrictions for outdoor patios and to review the temporary pandemic related outdoor patio regulations.

Civic Administration recommends that the Zoning By-law be amended to remove the date range and capacity limits of seasonal patios; no changes are recommended to permanent patios. This amendment would allow for greater flexibility for seasonal / temporary patios, which in many cases are tables and chairs safely placed onto parking spaces. Civic Administration will give this amendment a priority to allow for businesses to make necessary longer term financial decisions.

### Linkage to the Corporate Strategic Plan

The options contained in this report supports the Growing Our Economy area of focus of the Corporate Strategic Plan, by increasing the efficiency and consistency of administrative and regulatory processes. It also enhances London's competitiveness by creating an innovative and supportive environment for local businesses.

### Linkage to Provincial Policy and London Plan

The recommended action is consistent with the Provincial Policy Statement, 2020, which encourages the vitality and regeneration of settlement areas as critical to the long-term economic prosperity of communities. The recommended action is consistent with The London Plan, which encourages economic revitalization and enhancing the business attraction potential of urban main streets.

### Background

On April 12, 2022, Municipal Council resolved that the following actions be taken:

The Civic Administration **BE DIRECTED** to investigate options to amend the current capacity restrictions for outdoor patios associated with a restaurant or tavern to allow greater flexibility for restaurateurs in meeting their AGCO capacity limits and report back with options for Council's consideration.

On June 14, 2022, Municipal Council resolved that the following actions be taken:

The Civic Administration **BE DIRECTED** to review the temporary pandemic-related flexibility in business by-law regulations and report back to the appropriate standing committee on which provisions Municipal Council could consider making permanent; it being noted that the Civic Administration already has direction from Council to review zoning regulations on outdoor patio capacity and that this could be achieved by a single comprehensive report back

## Previous Reports Related to this Matter

- London Community Recovery Network – Immediate Ideas for Action to Support London’s COVID-19 Community Recovery – December 16<sup>th</sup>, 2020
- London Community Recovery Network – Ideas for Action by Municipal Council - February 8<sup>th</sup>, 2021
- City-Wide Seasonal Outdoor Patios Zoning By-law Amendment– Report to the Planning and Environment Committee – March 29<sup>th</sup>, 2021
- Community & Protective Services Committee: B2B By-Law Extension - November 2, 2021

## Analysis

### 1.0 What have been some general impacts of COVID-19 and Provincial Health Measures?

Throughout the COVID-19 pandemic, Provincial Health orders greatly reduced the capacity for indoor restaurants to ensure adequate space for social distancing and public health measures. The pandemic has disproportionately impacted restaurants and taverns whose businesses rely on the number of patrons they can service.

### 1.2 What have been some City of London initiatives that have emerged to support local businesses during the pandemic?

Throughout the last two years, a variety of By-laws were provided delegated authority in regulations related to business supportive actions including business application and permit processing procedures until January 15, 2023, including the following By-laws: Business Licence By-law, Streets By-law, Traffic and Parking By-law, Sign By-law, Parks and Recreation By-law, Sound By-law, Building By-law, and Council Policy By-law. The Zoning By-law (patios regulations) was not included in this recommendation as there is no delegated authority for staff to exempt zoning regulations.

As part of the pandemic recovery, businesses were allowed to set up a temporary patio to provide for extra seating, as most were restricted in offering indoor dining services. Often, this included an expansion beyond the existing permanent patio configuration and commonly onto parking spaces. Administrative reviews included matters such as fire routes, locations of fire extinguishers and accessible parking. At this time, temporary patios were not permitted by way of Zoning (occupying parking spaces for example) and without appropriate permits. Throughout the 2020 patio season, there were limited issues reported with this approach of approving temporary outdoor patios without a resource intensive review process.

### 1.3 What are the existing Permanent Outdoor Patio Regulations requirements?

The existing zoning requirements for outdoor patios (permanent) include:

- a) No outdoor patio can accommodate more than 50% of the licensed capacity of the restaurant, or 50 persons, whichever is greater;
- b) Parking spaces are required for the gross floor area of the outdoor patio at the same ratio as the restaurant or tavern, except in the downtown where no parking spaces are required; and,
- c) No outdoor patio is permitted adjacent to a residential zone class that is not in combination with another zone, unless it is separated from the residential properties by a lane or located in front of the building.

Approval of a new outdoor patio (permanent) typically requires an amendment to the Site Plan, and associated review for zoning, capacity limits, location, parking requirements, and fire safety, among other things. Further, restaurants and taverns are required to obtain business licences from the City and liquor licences from the Alcohol and Gaming Commission of Ontario (AGCO).

Occupancy is determined by the Ontario Building Code and not assigned by the AGCO. In London, neither the Building nor Fire department assign the licensed capacity. An applicant must submit floor plans that show occupancy and capacity that are stamped and signed by an architect or professional engineer. Building Division staff check these submissions against the Building Code.

### **1.3 What are the existing Seasonal Outdoor Patios Regulation requirements?**

In March 2021, staff initiated a Citywide Zoning By-law Amendment, ensuring that the following regulations guiding the operations and allowance of seasonal outdoor patios be permanently added the Zoning By-law Section 4.18(6):

- Seasonal outdoor patios as a permitted use associated with a restaurant or tavern;
- Seasonal outdoor patios are only permitted between March 15 and November 15 each year;
- Seasonal outdoor patios are to be setback at least 6 metres from any residential zone;
- Seasonal outdoor patios will not require additional parking spaces and can be located within existing required commercial parking spaces, and;
- No seasonal outdoor patios will be permitted within required residential parking spaces.

This amendment was intended to provide flexibility for businesses to choose whether the additional patio capacity is in keeping with their business goals compared to the provision of more commercial parking spaces, while protecting required residential parking. There is no formal application requirement nor application fees associated with temporary/seasonal outdoor patios if businesses comply with the above regulations.

### **1.4 What are the existing City Boulevard Café requirements?**

Owners of food establishments with a valid business licence can apply to the City of London Realty Services Department for a Boulevard Cafe Permit. Typically, applications are received from restaurants that desire an outdoor cafe, but do not have sufficient room on their own property. Applications are reviewed by staff to ensure they are compatible with City requirements, such as not interfering with the public use of the road allowance, or not interfering with City operations. Patios located on City property are permitted to operate between March and October.

### **1.5 How are Patios Licenced?**

A Site Plan or sketch of a patio location is required as part of a business license from the City of London and a liquor licence from the AGCO. Typically, obtaining a business or liquor licence will trigger a review of the Site Plan, capacity limits, the location of the patio space, and assurance that no accessible parking spaces are removed. A review of fire safety will occur annually to ensure seasonal outdoor patios remain safe.

In 2020, the AGCO allowed the expansion of licensed areas outside to help assist licensed establishments to allow more space for servicing patrons. By early 2023, the AGCO will defer the approvals for temporary outdoor extensions to municipalities.

### **1.6 What has changed regarding Liquor Licences for Temporary Seasonal Patios?**

Both the City of London and the AGCO continue to require restaurants and taverns to apply for a liquor licence should they choose to serve alcohol. Currently, the approval of all temporary outdoor extensions is under the authority of the AGCO Registrar.

In effort to support businesses as part of the COVID-19 recovery, the Government of Ontario made strides to gradually loosen restrictions seasonal outdoor patio spaces.

On June 8th, 2020, the AGCO allowed the expansion of licensed areas outside, and adjacent to, licensed establishments to allow more space for servicing patrons. Similarly, in April 2022 the Province announced that municipalities (and First Nation band councils) will approve temporary outdoor extensions of licensed premises (patios). This approval system will come into effect January 1, 2023; after this date, the AGCO will no longer be accepting applications/approving temporary outdoor extensions for licensees located in municipalities.

## 1.7 How are Patio Capacities Set?

Section 4.18(1) of the Zoning By-law regulates the capacity for outdoor patios based on the indoor capacity of the licensed establishment where the indoor capacity is greater than 100 persons. If the indoor capacity is 100 or less, the maximum patio size is up to 50 people. The Ontario Building Code (OBC) provides regulation for the indoor capacity of all buildings based on a complex formula including material properties, floor area, exiting options, and a minimum number of washrooms/people. However, the washroom regulations do not apply to outdoor settings, such as patios.

This is the reason the OBC requires an architect or professional engineer to calculate the capacity of a “Group ‘A’ Assembly Occupancy” indoors, and the AGCO has followed that regulation where building and fire departments do not assign licensed capacity:

*“...you must submit floor plans that show capacity calculations completed by an architect or professional engineer in accordance with the Liquor Licence and Control Act, 2019 and its regulations. These floor plans must be stamped and signed by the architect or professional engineer.” (AGCO, 2022)*

Furthermore, the AGCO requirement for stamped and signed approval applies to both the indoor AND outdoor licensed capacities. That is not to say that the OBC does not regulate outdoor assembly occupancies, such as patios, but it does not control the size by washroom requirements.

Other municipalities do not restrict maximum patio capacity in their by-laws because they rely on the complex OBC formulas and the AGCO’s requirement for stamped and signed floor plans to regulate capacity.

### Options for Consideration

Municipal Council has directed Staff to report back on options related to capacity restrictions and pandemic-related outdoor patio regulations. Staff are suggesting evaluation of Section to 4.18(6) *Seasonal Outdoor Patios*, contained in the Z.-1 Zoning By-law by:

1. **Removing:** Section 4.18(6a) No seasonal outdoor patio shall be permitted between November 16 and March 14, inclusive;
2. **Removing:** Section 4.18(6b) All structures and appurtenances associated with a seasonal outdoor patio must be removed between November 16 and March 14, inclusive. Although staff are recommending the removal of the operational date range, there might be some cases where seasonal/ temporary patios will need to be removed due to winter operation matters (example: snow removal).
3. **Adding:** Notwithstanding Section 4.18(1), seasonal outdoor patios shall have no capacity limits.
4. **Adding:** No seasonal outdoor patio shall be located within accessible parking spaces.
5. **Adding:** Patios located on City property will be subject to further review and regulations.

### Staff Recommendation

The pandemic forced us to create an impromptu patio pilot project over the past few patio seasons. There needs to be a reasonable amount of flexibility provided to businesses striving to recover and move forward to provide a valued service to Londoners and visitors alike. Therefore, assessment of these options should be done with an eye to creating an innovative and supportive environment for local businesses, while ensuring public safety is upheld and the potential for nuisances limited.

Staff are of the opinion that the proposed options for consideration would allow for the greatest flexibility for those businesses looking to operate an outdoor seasonal/temporary patio where space permits. In many cases this includes extra tables and chairs safety placed onto commercial parking spaces.

## Conclusion

Many business owners have expressed the value of allowing more outdoor seating. The patio season in London is short and an important destination for the food, beverage, and entertainment sector. Prior to COVID, many of these businesses had made inquiries about the potential easing of patio restrictions.

By exploring options to provide greater flexibility on patios, Civic Administration is assisting local businesses as part of the pandemic recovery; an easing of regulations which creates an innovative and supportive environment for local businesses is the goal. The lessening of restrictions on capacity for patios could also be supportive of small-scale, outdoor music performances, thereby supporting London's new UNESCO City of Music designation.

**Prepared by:** Mark Hefferton, MURP, RPP, MCIP  
Development Policy Coordinator, Municipal Compliance

**Submitted by:** Nicole Musicco  
Coordinator, Municipal Compliance

**Reviewed and  
Concurred by:** Orest Katolyk, MLEO (C)  
Director, Municipal Compliance

**Recommended by:** Scott Mathers, MPA, P. Eng., Deputy City Manager,  
Planning and Economic Development

**DEFERRED MATTERS**

**COMMUNITY AND PROTECTIVE SERVICES COMMITTEE**

as of June 13, 2022

File No.	Subject	Request Date	Requested/Expected Reply Date	Person Responsible	Status
1.	<p><b><u>Special Events Policies and Procedure Manual</u></b> That the following actions be taken with respect to the “Special Events Policies and Procedure Manual”:</p> <p>a) the communication dated September 6, 2019 from Councillor A. Kayabaga, with respect to the “Special Events Policies and Procedures Manual” BE RECEIVED; and,</p> <p>b) the Civic Administration BE DIRECTED to review the City’s “Special Events Policies and Procedures Manual” and report back on possible amendment to the Manual to address the following matters:</p> <p>i) the disruption caused by special events being held in the evenings prior to a work and/or school day;                      ii) the application of the same rules/restrictions that are in place for Victoria Park to Harris Park; and,                      iii) increased fines and penalties for special events that contravene the Manual.</p>	September 10, 2019	Q1 2023	C. Smith J.P. McGonigle	
2.	<p><b><u>London Community Recovery Network - Ideas for Action by Municipal Council</u></b> That, on the recommendation of the Managing Director, Neighbourhood, Children and Fire Services, the Acting Managing Director, Housing, Social Services and Dearness Home, and the Managing Director, Parks and Recreation, the following actions be taken with respect to the staff report dated February 9, 2021 related to the London Community Recovery Network and ideas for action by Municipal Council:</p>	February 9, 2021	TBD	C. Smith K. Dickins S. Stafford	

File No.	Subject	Request Date	Requested/Expected Reply Date	Person Responsible	Status
	<p>ii) the implementation plan for item #2.3 Downtown Recovery – free transit to the downtown, as it relates to transit initiatives to the downtown, BE REFERRED back to the Civic Administration to continue working with the London Transit Commission on this matter, with a report back to a future meeting of the Community and Protective Services Committee (CPSC) when additional details are available; and,</p> <p>iii) implementation plan for item #2.3 Downtown Recovery – free transit to the downtown, as it relates to parking initiatives in the downtown BE REFERRED back to the Civic Administration with a report back to a future meeting of the CPSC when additional details are available;</p>				
3.	<p><b><u>Recognizing the Impact of Hosting the COVID-19 Assessment Centres at Oakridge Arena and Carling Heights Optimist Community Centre</u></b></p> <p>That the following actions be taken with respect to the communication, dated July 6, 2021, from Councillors S. Lehman and J. Helmer and Mayor E. Holder, related to Recognizing the Impact of Hosting COVID-19 Assessment Centres at <del>Oakridge Arena</del> and Carling Heights Optimist Community Centre:</p> <p>a) the Civic Administration BE DIRECTED to consult residents, especially those close to the COVID-19 assessment centres, about priorities for new recreational amenities or upgrades to existing recreational amenities in the general area; and,</p> <p>b) the Civic Administration BE DIRECTED to explore potential provincial and federal funding opportunities for recreational infrastructure and to report back with recommended new or upgraded recreational amenities in the general area of both testing centres, along with a recommended source of financing;</p>	July 27, 2021	TBD	C. Smith	
4.	<p><b><u>Property Standards Matters (March 2021 Council Resolution)</u></b></p> <p>That the following actions be taken with respect to the staff report dated September 21, 2021, related to</p>	September 21, 2021	TBD	G. Kotsifas	

File No.	Subject	Request Date	Requested/Expected Reply Date	Person Responsible	Status
	Property Standards Matters (March 2021 Council Resolution): a) the Civic Administration BE DIRECTED to report back at a future meeting of the Community and Protective Services Committee on how a RentSafeLondon by-law enforcement program, modelled after the RentSafeTO program, could be implemented, including proposed fees for registration and building audits;				