



Town of Oakville  
Council

AGENDA

Date: Monday, April 29, 2024  
Time: 6:30 p.m.  
Location: Council Chamber

Town Hall is open to the public and live streaming video is available on <https://www.oakville.ca/town-hall/mayor-council-administration/agendas-meetings/live-stream> or at the town's YouTube channel at <https://www.youtube.com/user/TownofOakvilleTV>. Information regarding written submissions and requests to delegate can be found at <https://www.oakville.ca/town-hall/mayor-council-administration/agendas-meetings/delegations-presentations>.

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	Pages
1. O Canada	
2. Regrets	
3. Declarations of Pecuniary Interest	
4. Confirmation of Minutes of the previous Council Meeting(s)	
<i>Item 4.3 see confidential agenda.</i>	
4.1 Minutes of the Regular Session of Planning and Development Session of Council, MARCH 18, 2024	9 - 14
4.2 Minutes of the Regular Session of Council, MARCH 25, 2024	15 - 26
4.3 Confidential Minutes of the Closed Session of Council MARCH 25, 2024	
4.4 Minutes of the Regular Session of Planning and Development Session of Council, APRIL 8, 2024	27 - 33
5. Public Presentation(s)	
There are no public presentations listed for this agenda.	

**6. Standing Committee Report(s)**

There are no standing committee reports for this agenda.

**7. Committee of the Whole**

**8. Consent Item(s)**

**8.1 2024 Park Naming 34 - 40**

Recommendation:

That the names of all new Parks and Open Spaces, as listed in Table 1 of the report dated April 16, 2024, be approved.

**8.2 2024 Property Tax Levy, By-law 2024-037 41 - 52**

Recommendation:

1. That the Tax Levy by-law 2024-037, a by-law to provide for the levying of rates for the year 2024, as attached to the report of the Finance Department, be approved; and,
2. That, in accordance with Council's resolution from the December 20, 2023 Council meeting, the net levy requirement be increased to \$259,259,500, and a transfer to the Tax Rate Stabilization reserve in the amount of \$300 be approved to maintain the 2024 town levy increase at 5.86%.

**8.3 Encroachment Agreement - Lakeside Park 53 - 57**

Recommendation:

That staff be authorized to enter into an Encroachment Agreement between the Town and the owner of 176 Front Street on the terms set out in the report from the Parks and Open Space department dated April 16, 2024, for a picket fence to encroach into Lakeside Park for approximately 12 sq. m.

**8.4 2024 Tax Rebate for Eligible Senior Property Owners By-law 2024-048 58 - 63**

Recommendation:

That By-law 2024-048, a by-law to authorize a property tax rebate to eligible senior property owners in the 2024 taxation year, as attached to the report of the Finance department, be passed.

**8.5 Corporate Policy Update** 64 - 81

Recommendation:

1. That the updated Tree Protection During Construction Procedure be received.
2. That the updated Progressive Enforcement Procedure be received.

**8.6 Application to Conduct Charitable Lottery Events – Centre for Diverse Learners** 82 - 85

Recommendation:

That the request from Centre for Diverse Learners to conduct charitable lottery events in the Town of Oakville be approved.

**8.7 Application to Conduct Charitable Lottery Events – Canadian Croatian Choral Society** 86 - 90

Recommendation:

That the request from Canadian Croatian Choral Society to conduct charitable lottery events in the Town of Oakville be approved.

**8.8 2023 Financial Results and Surplus Disposition** 91 - 118

Recommendation:

1. That the transfers to and from the Reserves and Reserve Funds and transactions contained in the report dated April 16, 2024 from the Finance department be approved.
2. That the \$13.42 million surplus less any required adjustments be transferred to the Capital Reserve.
3. That a new discretionary reserve fund, titled Rental Housing Protection reserve fund, be established for cash-in-lieu contributions related to the Rental Housing Protection by-law.
4. That the 2024 capital budget be amended to add a new project with a budget of \$1,647,000 funded from the Capital Reserve for Lions Valley slope remediation.

**8.9 Emergency Plan**

119 - 158

Recommendation:

1. That the Oakville Emergency Plan 2024 attached as Appendix A to this report be approved and adopted.
2. That By-law 2024-071, a by-law to adopt an Emergency Plan governing the provision of necessary services during an emergency and the procedures and manner in which employees of the Municipality and other persons will respond to the emergency, and to repeal By-law 2018-003, attached as Appendix B to this report, be passed.

**9. Confidential Consent Item(s)**

There are no Confidential Consent Items listed for this agenda.

**10. Discussion Item(s)**

**10.1 2024 Community Satisfaction Survey**

159 - 250

Recommendation:

That the 2024 Community Satisfaction Survey report from the Strategy, Policy and Communications department be received.

**10.2 Final Inclusion, Diversity, Equity and Accessibility Multi-Year Plan 2024-2028**

251 - 374

Recommendation:

That the final Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024-2028 be approved.

**10.3 Fire Master Plan & Community Risk Assessment**

375 - 924

Recommendation:

1. That Council approve the 2024 Fire Master Plan;
2. That Council receive the Community Risk Assessment;
3. That Council direct the Fire Chief to use the 2024 Fire Master Plan as a reference document to support the delivery of Fire Protection Services over the next 10 years (2024-2033); and,
4. That the financial investments recommended within the 2024 FMP inform the ten-year capital forecast and future update to the development charges background study to ensure growth related costs can be recovered to the fullest extent possible.

**11. Confidential Discussion Item(s)**

*Item 11.2 see confidential addendum to be distributed.*

**11.1 OakvilleEnterprises Corporation Authorization Request**

**11.2 Redevelopment of 3358 Lakeshore Road West**

**12. Advisory Committee Minutes**

**12.1 Accessibility Advisory Committee Minutes - March 21, 2024** 925 - 927

**13. Rise and Report to Council**

**14. Information Items (Circulated Electronically)**

**14.1 Council Information March 13 - April 17, 2024** 928 - 935

**14.2 INTERNAL MEMO - Clerks Department RE: Municipal Clearance for Liquor Sales** 936 - 936

**14.3 INTERNAL MEMO - Community Services Commission RE: Expansion of First Aid Response for the Public** 937 - 938

**14.4 INTERNAL MEMO - Transportation and Engineering RE: Grading Plan Requirements for Pool Permits** 939 - 971

**14.5 INTERNAL MEMO - Recreation and Culture RE: 2024 Budget Direction - Community Special Event Funding - Administration** 972 - 973

**14.6 INTERNAL MEMO – Transportation and Engineering RE: Automated Speed Enforcement (ASE) Program Execution Timeline** 974 - 978

**14.7 INTERNAL MEMO - Planning, Design & Development RE: Persons Per Unit (PPU)** 979 - 986

**14.8 INTERNAL MEMO - Planning, Design & Development RE: Oakville Estimated Population in 2051** 987 - 991

**14.9 INTERNAL MEMO - Planning, Design & Development RE: Urban Growth Centre (UGC) comparators to Midtown Oakville** 992 - 996

**14.10 INTERNAL MEMO – Transit RE: Oakville Transit – Ride On-Demand Service Expansion Communication Launch** 997 - 999

- 14.11 **INTERNAL MEMO - Chief Administrative Officer RE: Housing Pledge and Building Faster Fund - Status Update** 1000 - 1003
15. **Status of Outstanding Issues**
- 15.1 **Status of Outstanding Issues for April 2024** 1004 - 1030
16. **New Business**  
(Notice of Motion, Emergency, Congratulatory or Condolence)
17. **Regional Reports and Question Period Regarding Town Boards and Advisory Committees**
18. **Requests for Reports**
19. **Consideration and Reading of By-Laws**  
*Item 19.6 see addendum to be distributed.*  
That the following by-law(s) be passed:
- 19.1 **By-law 2024-059** 1031 - 1032  
  
A by-law to dedicate certain land as part of public highway (Block 35, Plan 20M-1247 – Milland Drive; Block 36, Plan 20M-1247 – Tanbark Avenue; Block 37, Plan 20M-1247 – Anson Gate; Block 38, Plan 20M-1247 – Lane 181; Block 39, Plan 20M-1247 – Wheat Boom Drive).
- 19.2 **By-law 2024-064** 1033 - 1035  
  
A by-law to dedicate certain land as part of a public highway (Blocks 302, 309, 310, 311, 312, 313, 314, 315, Plan 20M-1270, Blocks 123, 124, 125, 126, 127, Plan 20M-1253, Blocks 66, 67, Plan 20M-1235, Blocks 157, 158, Plan 20M-1229, Block 34, Plan 20M-1247 – Wheat Boom Drive, William Cutmore Boulevard, Lynx Gardens, Pelican Passage, Loon Lane, Peony Path, Hydrangea Gardens).
- 19.3 **By-law 2024 -037**  
  
A by-law to provide for the levying of rates for the year 2024. **(Re: Item 8.2)**

**19.4 By-law 2024-048**

A by-law to provide a rebate of taxes for eligible senior property owners.  
(Re: Item 8.4)

**19.5 By-law 2024 - 071**

A by-law to adopt an Emergency Plan governing the provision of necessary services during an emergency and the procedures and manner in which employees of the Municipality and other persons will respond to the emergency, and to repeal By-law 2018-003. (Re: Item 8.9)

**19.6 By-law 2024-076 – A by-law to amend By-law 2018-153 - a by-law to prohibit and regulate signs within the Town of Oakville for signs located at 277 Lakeshore Road East.**

**19.7 By-law 2024-075**

1036 -  
1036

A by-law to confirm the proceedings of a meeting of Council.

**20. Delegated Authority By-laws**

The following by-law was prepared under the authority of amending By-law 2023-021, as amended, a by-law to delegate certain powers and duties under the Municipal Act, S.O. 2001 c.25, the Planning Act, R.S.O. 1990 c. P.13, and other Acts:

**20.1 By-law 2024-044**

1037 -  
1038

A by-law to remove Holding “H” Provision on lands described as Part of Lot 8, Concession 1, North of Dundas Street, Argo (Joshua Creek) Developments Ltd., File No.: ZH 2/24

**21. Adjournment**



**Town of Oakville**  
**Planning and Development Council**  
**MINUTES**

**Date:** March 18, 2024  
**Time:** 6:30 p.m.  
**Location:** Virtual Meeting

Mayor and Council: Mayor Burton  
Councillor Adams  
Councillor Duddeck  
Councillor Elgar  
Councillor Gittings  
Councillor Grant  
Councillor Haslett-Theall  
Councillor Knoll  
Councillor Lishchyna  
Councillor Longo  
Councillor McNeice  
Councillor Nanda  
Councillor O'Meara  
Councillor Xie

Regrets: Councillor Chisholm

Staff: J. Clohec, Chief Administrative Officer  
N. Sully, Commissioner of Corporate Services and Treasurer  
N. Garbe, Commissioner of Community Development  
P. Fu, Commissioner of Community Infrastructure  
D. Carr, Town Solicitor  
G. Charles, Director of Planning Services  
C. Mark, Director of Parks and Open Space  
J. van der Heiden, Deputy Treasurer and Director of Finance  
N. Chandra, Assistant Town Solicitor  
P. Barrette, Manager of Planning Services, West District  
K. Biggar, Manager of Policy Planning and Heritage  
M. Day, Manager of Development Financing and Investments

J. Knighton, Manager of Realty Services  
L. Musson, Manager of Planning Services, East District  
S. von Kursell, Manager of Midtown Oakville Program  
A. Holland, Acting Town Clerk  
J. Marcovecchio, Council and Committee Coordinator

Others: Town Consultant: Ron Palmer, The Planning Partnership  
External Legal Counsel: Andrew Biggart, Ritchie Ketcheson  
Hart & Biggart LLP

**The Town of Oakville Council met in regular session, via videoconference to consider planning matters on this 18th day of March, 2024 in the Council Chamber of the Oakville Municipal Building, 1225 Trafalgar Road, commencing at 6:30 p.m.**

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**1. Regrets**

As noted above

**2. Declarations of Pecuniary Interest**

No declarations of pecuniary interest were declared.

**3. Committee of the Whole**

Moved by Councillor Xie  
Seconded by Councillor Lishchyna

That this meeting proceed into a Committee of the Whole session.

CARRIED

**4. Consent Items(s)**

There were no consent items.

**5. Confidential Consent Item(s)**

There were no confidential consent items.

**6. Public Hearing Item(s)**

There were no public hearing items.

**7. Discussion Item(s)**

**7.1 Town of Oakville Parks Plan 2031 and Parkland Dedication By-law 2024-034**

**Memorandum from Planning Services, March 18, 2024**

Moved by Councillor Knoll

That Council resolve into a closed meeting session for the purpose of advice that is subject to solicitor-client privilege, including communications necessary for that purpose, with respect to Item 7.1 - Town of Oakville Parks Plan 2031 and Parkland Dedication By-law 2024-034.

CARRIED

**CLOSED SESSION**

*Council resolved into closed session at 7:41 p.m.*

*Council resolved back into open session at 8:19 p.m.*

Moved by Councillor Haslett-Theall

That the Town of Oakville Parks Plan 2031 and Parkland Dedication By-law 2024-034 be deferred to the April 8, 2024 Planning and Development Council meeting to address questions and concerns raised by Council.

CARRIED

**7.2 White Paper: Planning Act Tools to Facilitate Development of Affordable Housing**

The following delegate spoke on this item:

Geoffrey Belcher

Moved by Councillor McNeice

1. That the report entitled "White Paper: *Planning Act* Tools to Facilitate Development of Affordable Housing" be received for information.
2. That staff initiate and undertake work programs in an efficient, and where possible, concurrent manner to investigate, and if deemed appropriate, implement the following *Planning Act* tools:

- a. Inclusionary Zoning within Protected Major Transit Station Areas;
  - b. Community Planning Permit System within Midtown Oakville and with opportunity to do so in other parts of the Town; and
  - c. Community Improvement Plan to incentivize affordable housing across the Town.
3. That a new capital project be added to the 2024 budget in the amount of \$500,000 to be financed from the Capital Reserve to prepare a housing needs assessment and community improvement plan, and to oversee the concurrent undertaking of the initiatives listed in clause 2.

CARRIED

### **7.3 Halton Region 2023 Allocation Program**

Moved by Councillor Knoll

1. That the report entitled Halton Region 2023 Allocation Program, from the Planning Services, dated March 5, 2024, be received;
2. That Halton Region be requested to allocate servicing to lands in North Oakville, in accordance with this report;
3. That the Director of Planning Services be authorized to endorse any minor changes to the distribution of servicing allocation which may arise as Halton Region advances the program, and the subsequent transfer of allocation units between other Oakville properties; and,
4. That the Town Clerk provide a copy of this report, and Council's resolutions, to Halton Region, the City of Burlington and the Towns of Milton and Halton Hills.

CARRIED

### **8. Confidential Discussion Item(s)**

There were no confidential discussion items.

### **9. Advisory Committee Minutes**

There were no advisory committee minutes.

**10. Rise and Report to Council**

Moved by Councillor Longo

That this committee rise and report.

CARRIED

The Mayor arose and reported that the Committee of the Whole has met and has made recommendations on Discussion Items 7.1, 7.2, and 7.3 as noted by the Clerk.

Moved by Councillor Elgar

Seconded by Councillor Grant

That the report and recommendations of the Committee of the Whole be approved.

CARRIED

**11. New Business**

(Emergency, Congratulatory or Condolence)

Councillor Duddeck expressed condolences to the family of Alice Anne LeMay, former Chair and Trustee, Halton Catholic District School Board, on her passing.

**12. Consideration and Reading of By-laws**

**12.1 By-law 2024-023**

A by-law to designate the Holyrood House at 2 Holyrood Avenue as a property of cultural heritage value or interest.

**12.2 By-law 2024-024**

A by-law to designate Holyrood Park at 24 Holyrood Avenue as a property of cultural heritage value or interest.

**12.3 By-law 2024-025**

A by-law to designate the Snyder House at 311-313 Macdonald Road as a property of cultural heritage value or interest.

**12.4 By-law 2024-026**

A by-law to designate the Cuthbertson House at 323 Macdonald Road as a property of cultural heritage value or interest.

**12.5 By-law 2024-027**

A by-law to designate the Crossley House at 383 Spruce Street as a property of cultural heritage value or interest.

**12.6 By-law 2024-028**

A by-law to designate Nansidwell at 429 Macdonald Road as a property of cultural heritage value or interest.

**12.7 By-law 2024-034, as revised (Not Passed. Deferred under Item 7.1)**

A by-law to require the conveyance of parkland or the payment-in-lieu of parkland pursuant to the *Planning Act*. (Re: Item 7.1)

**12.8 By-law 2024-046**

A by-law to confirm the proceedings of a meeting of Council.

That the by-law(s) noted above, with the exception of By-law 2024-034, be passed.

*The Mayor gave written approval of the by-law(s) noted above that were passed during the meeting.*

**13. Adjournment**

The Mayor adjourned the meeting at 9:26 p.m.

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Andrea Holland, Acting Town  
Clerk



**Town of Oakville**  
**Council Minutes**

**Date:** March 25, 2024  
**Time:** 6:30 p.m.  
**Location:** Virtual Meeting

Mayor and Council: Mayor Burton  
Councillor Adams  
Councillor Chisholm  
Councillor Duddeck  
Councillor Elgar  
Councillor Grant  
Councillor Haslett-Theall  
Councillor Knoll (left at 8:30 p.m.)  
Councillor Lishchyna  
Councillor Longo  
Councillor McNeice  
Councillor Nanda  
Councillor O'Meara  
Councillor Xie

Regrets: Councillor Gittings

Staff: J. Clohecy, Chief Administrative Officer  
N. Sully, Commissioner of Corporate Services and Treasurer  
N. Garbe, Commissioner of Community Development  
P. Fu, Commissioner of Community Infrastructure  
D. Carr, Town Solicitor  
V. Tytaneck, Town Clerk  
J. Marcovecchio, Council and Committee Coordinator  
N. Coric, Council and Committee Coordinator

**The Town of Oakville Council met in regular session this 25th day of March, 2024  
virtually commencing at 6:30 p.m.**

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**1. O Canada**

**2. Regrets**

As noted above.

**3. Declarations of Pecuniary Interest**

Councillor Knoll declared a pecuniary interest with respect to confidential item 11.2 - Confidential – OLT Appeal – Kerr Street OPA (March 25, 2024) as he is shareholder/director/officer of Film.Ca Cinemas Inc. and Film.Ca Productions Inc., tenants of 171 Speers; a property that is impacted by the appeal and OPA.

**4. Confirmation of Minutes of the previous Council Meeting(s)**

**4.1 Minutes of the Regular Session of Council FEBRUARY 26, 2024**

**4.2 Confidential Minutes of the Closed Session of Council FEBRUARY 26, 2024**

**4.3 Minutes of the Special Session of Council, FEBRUARY 27, 2024**

**4.4 Confidential Minutes of the Closed Special Session of Council, FEBRUARY 27, 2024**

**4.5 Minutes of the Regular Session of Planning and Development Session of Council, MARCH 4, 2024**

Moved by Councillor Knoll

Seconded by Councillor Grant

1. That the minutes of the Regular Session of Council dated February 26, 2024 be approved.
2. That the Confidential minutes of the Closed Session of Council dated February 26, 2024 be approved.
3. That the minutes of the Special Session of Council dated February 27, 2024, be approved.
4. That the Confidential minutes of the Closed Special Session of Council dated February 27, 2024 be approved.
5. That the minutes of the Regular Session of Planning Development Council dated March 4, 2024 be approved.

CARRIED

**5. Public Presentation(s)**

There were no public presentations.

**6. Standing Committee Report(s)**

There were standing committee reports.

**7. Committee of the Whole**

Moved by Councillor Lishchyna

Seconded by Councillor Nanda

That this meeting proceed into a Committee of the Whole session.

CARRIED

*In accordance with Section 2(8) of the Procedure By-law, the items were considered out of order.*

**8. Consent Item(s)**

**8.1 Corporate Policy Update**

Moved by Councillor O'Meara

1. That updates to the Information Technology General Use and Practices Policy be approved and updates to the related Information Technology General Use and Practices Procedure be received.
2. That the new Records and Information Management Policy be approved, and related Records and Information Management Procedure be received.
3. That updates to the Oakville Museum Policy be approved and updates to the related procedures be received:
  - a. Oakville Museum Collections Management Procedure;
  - b. Oakville Museum Conservation Procedure;
  - c. Oakville Museum Artifact Deaccessioning and Disposal Procedure;
  - d. Oakville Museum Exhibition Procedure;
  - e. Oakville Museum Interpretation and Education Procedure; and

f. Oakville Museum Research Procedure.

CARRIED

**8.2 Master Plans Overview**

Moved by Councillor O'Meara

That the report entitled "Master Plans Overview", dated March 12, 2024 from the Strategy, Policy and Communications Department be received.

CARRIED

**8.4 Pedestrian Pathway to Athabasca Pond**

Moved by Councillor O'Meara

That staff be authorized to hold back from the sale of Block 21 on Plan 20M-1185 the sidewalk and boulevard on the north end of the Block for purposes of retaining a pedestrian pathway to access Athabasca Pond.

CARRIED

**8.6 Application to Conduct Charitable Lottery Events – Tempus Choral Society**

Moved by Councillor O'Meara

That the request from Tempus Choral Society to conduct charitable lottery events in the Town of Oakville be approved.

CARRIED

**8.7 Application to Conduct Charitable Lottery Events – Dare To Be Youth Charity**

Moved by Councillor O'Meara

That the request from Dare To Be Youth Charity to conduct charitable lottery events in the Town of Oakville be approved.

CARRIED

**8.8 Fleet Purchases - Forestry Aerial Units**

Moved by Councillor O'Meara

1. That the report from the Parks and Open Space department dated March 12, 2024 be received,
2. That Table 1 in the staff report as the financing to award two (2) Forestry Aerial units as tendered in RFT-2-2024 be approved.
3. That the transfer of \$302,937 from 52292002 Parks Replacement Equipment and \$133,754 from 52292101 Parks Replacement Equipment; as well as \$80,000 from the Roads & Works and Parks Equipment Reserve to project 52292302 Parks Vehicle Replacement, to fund the shortfall for the purchase of 2 Forestry aerial units, be approved.

CARRIED

**8.9 2023 Statement of Remuneration and Expenses paid to Members of Council and Committees**

Moved by Councillor O'Meara

That the annual statement of remuneration and expenses paid to members of Council and appointed members of the Committee of Adjustment and the Municipal Election Compliance Audit Committee prepared by the Finance Department, in accordance with Section 284 of the *Municipal Act, 2001*, be received.

CARRIED

**8.10 2023 ServiceOakville Performance Metrics**

Moved by Councillor O'Meara

That the report dated March 12, 2024, from the Strategy, Policy and Communications Department be received.

CARRIED

**8.3 2023-2026 Council Strategic Action Plan Update**

Moved by Councillor O'Meara

That the 2023-2026 Council Strategic Action Plan Update be received.

CARRIED

**8.5 2024 Halton Court Services Business Plan and Budget**

Moved by Councillor Haslett-Theall

1. That the 2024 Business Plan and Budget for Halton Court Services and the accompanying Reserve Fund transfers, as outlined in recommendation one through three from Halton Court Services attached as Appendix A, be approved.
2. That Halton Court Services be authorized to reject the transfer of Part III prosecutions at this time as outlined in recommendation four in Appendix A.
3. That subject to mandated transfer or voluntary assumption of Part III prosecutions, Halton Court Services be delegated the authority to hire one additional full time Case Administrator and one Full Time Prosecutor, with any required 2024 funding provided from the Halton Court Services net revenue before distributions (via an in-year variance) and future years via the annual budget process, as outlined in recommendation five in Appendix A.
4. That Halton Court Services be authorized to write-off approximately 190 cases with a total value of approximately \$85,763 in accordance with the HCS Write-Off Policy, where it has been determined there are no viable means of collection.

CARRIED

**9. Confidential Consent Item(s)**

**9.1 Termination of Lease**

Moved by Councillor Elgar

That the recommendation contained in the confidential report dated March 12, 2024, from the Legal Department, be approved.

CARRIED

**9.2 Bronte Market Square and Village Parkette**

Moved by Councillor Elgar

That the recommendation contained in the confidential report dated March 12, 2024, from the Legal Department, be approved.

CARRIED

**10. Discussion Item(s)**

**10.1 Urban Forest Strategic Management Plan**

The following delegate spoke on this item:

Pierre Sauvageot

Moved by Councillor Xie

1. That the report from the Parks and Open Space Department dated February 20, 2024, titled Urban Forest Strategic Management Plan 2020; be received.
2. That the recommendations of the UFSMP be incorporated within the business planning of the Forestry section, Parks and Open Space Department.
3. That staff to report back to Council within three years to assess the impact of recommended canopy cover targets in achieving the goal of 40% canopy cover target by 2057.

CARRIED

**10.2 Updated Private Tree Protection By-law 2017-038**

Moved by Councillor Chisholm

That the report, from the Parks and Open Space department dated March 12, 2024, entitled Updated Private Tree Protection By-law 2017-038, be received.

CARRIED

**10.3 By-law 2024-045, a by-law to amend By-law 2020-011, the Town of Oakville Procedure By-law and permit Workshop Meetings**

Moved by Councillor Haslett-Theall

That By-law 2024-045, a by-law to amend By-law 2020-011, being a by-law to establish rules governing the calling, place, proceedings and provision of public notice of meetings of Council and Committees of Council and permit Workshop meetings, be passed.

CARRIED

#### **10.5 TOWARF Name Change**

*Notice of motion from February 26, 2024 Council Meeting.*

Moved by Councillor Lishchyna

Seconded by Councillor McNeice

WHEREAS the Township of Trafalgar, a predecessor to the Town of Oakville, created what is now Town of Oakville Water Air Rescue Force (TOWARF) in 1954;

AND WHEREAS the Executive Committee of TOWARF has decided to change its name to Oakville Marine Search & Rescue;

NOW THEREFORE BE IT RESOLVED THAT the Council of the Town of Oakville approve the name change of TOWARF to Oakville Marine Search & Rescue.

For (14): Mayor Burton, Councillor Adams, Councillor Chisholm, Councillor Duddeck, Councillor Elgar, Councillor Grant, Councillor Haslett-Theall, Councillor Knoll, Councillor Lishchyna, Councillor Longo, Councillor McNeice, Councillor Nanda, Councillor O'Meara, and Councillor Xie

Absent (1): Councillor Gittings

CARRIED unanimously on a recorded vote (14 to 0)

#### **10.4 Lakeshore Road West Detailed Design Project Scope**

The following delegate spoke on this item:

Harry Shea, Bronte Village Residents Association (BVRA)

Moved by Councillor Duddeck

That the scope of the Lakeshore Road West Detailed Design Project be revised as outlined in the report dated March 12, 2024 from the Transportation and Engineering Department.

CARRIED

**14. Information Items (Circulated Electronically)**

**14.1 Council Information for February 14 - March 13, 2024**

**14.2 INTERNAL MEMO - Economic Development RE: Seasonal Commercial Patio Program communications**

**14.3 INTERNAL MEMO - Planning Services Department RE: Concerns and Recommendations on ERO #019-8016 - Regulatory changes under the Endangered Species Act to improve implementation of the species at risk program**

**14.4 INTERNAL MEMO - Finance RE: Annual Indexing of Development Charge Rates**

**14.5 INTERNAL MEMO -Transit RE: Oakville Transit Five - Year Business Plan Consultation Update**

**14.6 INTERNAL MEMO -Transit RE: Oakville - Launch of new Ride On-Demand app**

**14.7 INTERNAL MEMO - Economic Development RE: Digital Main Street program to end March 31, 2024**

**15. Status of Outstanding Issues**

**15.1 Status of Outstanding Issues for March 2024**

**16. New Business**

There was no new business.

**17. Regional Reports and Question Period Regarding Town Boards and Advisory Committees**

**18. Requests for Reports**

**18.1 Predatory Towing on Private Property**

Moved by Councillor McNeice

Seconded by Councillor O'Meara

Staff be directed to review the private property parking by-law and report back with options by May 2024, or sooner, including removal of towing authority for private property parking offences, to address predatory towing in Oakville.

CARRIED

**11. Confidential Discussion Item(s)**

**11.1 Potential Acquisition of Land**

Moved by Councillor Chisholm

That the recommendation contained in the confidential report dated March 12, 2024, from the Legal Department, be approved.

CARRIED

Moved by Councillor Duddeck

**CLOSED SESSION**

That Council resolve into a closed meeting session for the purpose of dealing with the security of the property of the municipality with respect to Item 9.3 – Security Update and for the purpose of dealing with litigation or potential litigation, including matters before administrative tribunals, affecting the municipality and advice that is subject to solicitor-client privilege, including communications necessary for that purpose, with respect to Item 11.2 - Confidential - OLT Appeal - Kerr Street OPA (March 25, 2024).

CARRIED

**RECESS**

The meeting recessed at 8:30 p.m. and reconvened in closed session at 8:45 p.m.

*Councillor Knoll left the meeting at 8:30 p.m.*

Council resolved back into open session at 9:44 p.m.

**9. Confidential Consent Item(s)**

**9.3 Security Update**

Direction was given to staff in closed session.

**11. Confidential Discussion Item(s)**

**11.2 Confidential – OLT Appeal – Kerr Street OPA (March 25, 2024)**

Direction was given to staff in the closed session.

**12. Advisory Committee Minutes**

There were no Advisory Committee minutes.

**13. Rise and Report to Council**

Moved by Councillor Longo

That this committee rise and report.

CARRIED

Moved by Councillor Elgar

Seconded by Councillor McNeice

The Mayor arose and reported that the Committee of the Whole has met and made recommendations on Consent Items 8.1, 8.2, 8.3, 8.4, 8.5, 8.6, 8.7, 8.8, 8.9, 8.10, Confidential Consent Item 9.1, 9.2, 9.3, Discussion items 10.1, 10.2, 10.3, 10.4, 10.5, Confidential Discussion Items 11.1, 11.2 as noted by the Clerk.

CARRIED

**19. Consideration and Reading of By-Laws**

**19.1 By-law 2024-045**

A by-law to amend By-law 2020-011, being a by-law to establish rules governing the calling, place, proceedings and provision of public notice of meetings of Council and Committees of Council and permit Workshop meetings

**19.2 By-law 2024-049**

A by-law to confirm the proceedings of a meeting of Council.

Moved by Councillor Lishchyna

Seconded by Councillor Xie

That the by-laws noted above be passed.

CARRIED

**20. Adjournment**

The Mayor adjourned the meeting at 9:47 p.m.

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Vicki Tytaneck, Town Clerk



**Town of Oakville**  
**Planning and Development Council**  
**MINUTES**

**Date:** April 8, 2024  
**Time:** 6:30 p.m.  
**Location:** Council Chamber

Mayor and Council: Mayor Burton  
Councillor Adams  
Councillor Chisholm  
Councillor Duddeck  
Councillor Elgar  
Councillor Gittings, Acting Mayor  
Councillor Grant  
Councillor Haslett-Theall  
Councillor Knoll  
Councillor Lishchyna  
Councillor Longo  
Councillor McNeice  
Councillor Nanda  
Councillor O'Meara

Regrets: Councillor Xie

Staff: J. Clohec, Chief Administrative Officer  
N. Sully, Commissioner of Corporate Services and Treasurer  
N. Garbe, Commissioner of Community Development  
P. Fu, Commissioner of Community Infrastructure  
D. Carr, Town Solicitor  
G. Charles, Director of Planning Services  
J. van der Heiden, Deputy Treasurer and Director of Finance  
N. Chandra, Assistant Town Solicitor  
D. Perlin, Assistant Town Solicitor  
K. Biggar, Manager of Policy Planning and Heritage  
M. Day, Manager of Development Financing and Investments  
K. Parker, Manager of Development Services

S. von Kursell, Manager of Midtown Oakville Program  
R. Thun, Senior Planner  
S. Schappert, Heritage Planner  
A. Holland, Acting Town Clerk  
J. Marcovecchio, Council and Committee Coordinator

Others: Town Consultant: Justine Giancola, Dillon Consulting  
Town Consultant: Ron Palmer, The Planning Partnership  
External Legal Counsel: Andrew Biggart, Ritchie Ketcheson  
Hart & Biggart LLP

**The Town of Oakville Council met in regular session to consider planning matters on this 8th day of April, 2024 in the Council Chamber of the Oakville Municipal Building, 1225 Trafalgar Road, commencing at 6:30 p.m.**

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**1. Regrets**

As noted above.

**2. Declarations of Pecuniary Interest**

No declarations of pecuniary interest were declared.

**3. Committee of the Whole**

Moved by Councillor Lishchyna  
Seconded by Councillor Adams

That this meeting proceed into a Committee of the Whole session.

CARRIED

*In accordance with Section 2(8) of the Procedure By-law, the items were considered out of order.*

**4. Consent Items(s)**

**4.1 Notice of intention to designate – 1099 Sixth Line – April 8, 2024**

Moved by Councillor Longo

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Louth House at 1099 Sixth Line.

CARRIED

**4.2 Notice of intention to designate – 159 Balsam Drive – April 8, 2024**

Moved by Councillor Longo

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Thomas and Electa Leach House at 159 Balsam Drive.

CARRIED

**4.3 Recommendation Report, Draft Plans of Condominiums (2), Zancor (Oakville) Limited, File No.: 24CDM-23004/1431 and 24CDM-23006/1431, 2450 Old Bronte Road**

Moved by Councillor Longo

1. That the Director of Planning Services be authorized to grant draft plan approval to the Draft Plan of Condominium (24CDM-23004/1431) submitted by Zancor (Oakville) Limited, and prepared by KRCMAR dated April 18, 2023, subject to the conditions contained in Appendix A of the Planning Service Report dated March 26, 2024.
2. That the Director of Planning Services be authorized to grant draft plan approval to the Draft Plan of Condominium (24CDM-23006/1431) submitted by Zancor (Oakville) Limited, and prepared by KRCMAR dated August 10, 2023, subject to the conditions contained in Appendix B of the Planning Service Report dated March 26, 2024.

CARRIED

**5. Confidential Consent Item(s)**

There were no confidential consent items.

**6. Public Hearing Item(s)**

There were no public hearing items.

**7. Discussion Item(s)**

**7.1 Community Planning Permit System**

The following delegate spoke on this item:

Pierre Sauvageot

Moved by Councillor Haslett-Theall

That the report entitled “Community Planning Permit System” be received for information.

CARRIED

**RECESS**

The meeting recessed at 8:27 p.m. and reconvened at 8:40 p.m.

**7.3 Notice of Intention to Designate – 3175 Lakeshore Road West**

Moved by Councillor Duddeck

That a notice of intention to designate be issued under section 29, Part IV of the *Ontario Heritage Act* for the Cudmore House at 3175 Lakeshore Road West.

CARRIED

**7.2 Parks & Open Space Strategy: Town of Oakville Parks Plan 2031 and Parkland Dedication By-law 2024-034**

The following delegate spoke on this item:

Pierre Sauvageot

Moved by Councillor Knoll

1. That the Town’s *Parks Plan 2031*, provided in Appendix “A” to the report from Planning Services Department, Parks & Open Space Department and Finance Department, dated April 2, 2024, be endorsed;
2. That By-law 2024-034, Parkland Dedication By-law, as provided in Appendix “B”, be passed;

3. That the Parkland Dedication Procedure, attached as Appendix “D”, be received; and,
4. That prior to the finalization of the Land Acquisition Strategy, Staff continue to monitor land acquisition opportunities within the town’s Strategic Growth Areas, and where acquisition supports community and infrastructure needs, staff will present options to Council for consideration.

CARRIED

**8. Confidential Discussion Item(s)**

There were no confidential discussion items.

**9. Advisory Committee Minutes**

**9.1 Heritage Oakville Advisory Committee Minutes March 26, 2024**

Moved by Councillor Duddeck

That the following recommendation pertaining to Item 4.1 of the Heritage Oakville Advisory Committee minutes from its meeting on March 26, 2024 be approved and the remainder of the minutes be received:

**4.1 Heritage permit application HP008/24-42.20K 262 King Street – construction of a two storey addition**

1. That Heritage Permit Application HP008/24-42.20K for the construction of a new two storey addition at 262 King Street, as attached in Appendix B to the report dated March 12, 2024 from Planning Services, be approved subject to the following:
  - a. That final details on the windows, doors, trim, cladding materials and paint colours be submitted to Heritage Planning staff for final approval;
2. That this heritage permit expire two years from the date of final approval by Council.

CARRIED

**10. Rise and Report to Council**

Moved by Councillor Lishchyna

That this committee rise and report.

CARRIED

The Acting Mayor arose and reported that the Committee of the Whole has met and has made recommendations on Consent Items 4.1, 4.2, and 4.3; Discussion Items 7.1, 7.2, and 7.3; and Advisory Committee Minutes 9.1 as noted by the Clerk.

Moved by Councillor Elgar  
Seconded by Councillor Adams

That the report and recommendations of the Committee of the Whole be approved.

CARRIED

## **11. New Business**

(Emergency, Congratulatory or Condolence)

There was no new business.

## **12. Consideration and Reading of By-laws**

### **12.1 By-law 2024-034**

A by-law to require the conveyance of parkland or the payment-in-lieu of parkland pursuant to the *Planning Act*. (Re: Item 7.2)

### **12.2 By-law 2024-066**

A by-law to declare that certain land is not subject to part lot control (Blocks 1, 5, 6, 7, 12, 14, 15, 17, 18, 19, 20, 21, 23, Plan 20M-1258, and Block 205, Plan 20M-1255 – Martillac Estates, Inc.).

### **12.3 By-law 2024-062**

A by-law to confirm the proceedings of a meeting of Council.

Moved by Councillor Chisholm  
Seconded by Councillor Longo

That the by-law(s) noted above, be passed.

CARRIED

*The Mayor gave written approval of the by-law(s) noted above that were passed during the meeting.*

**13. Adjournment**

The Acting Mayor adjourned the meeting at 9:40 p.m.

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Andrea Holland, Acting Town  
Clerk



# REPORT

## Council

Meeting Date: April 29, 2024

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**FROM:** Parks and Open Space Department

**DATE:** April 16, 2024

**SUBJECT:** 2024 Park Naming

**LOCATION:** Town-wide

**WARD:** Town-wide

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### RECOMMENDATION:

That the names of all new Parks and Open Spaces, as listed in Table 1 of the report dated April 16, 2024, be approved.

### KEY FACTS:

The following are key points for consideration with respect to this report:

- In accordance with the Park Naming Procedure MS-SPR-001-005 on an annual basis staff will report to Council the names and location for all new parkland. Requests for renaming parks or open spaces is also a function of Council under the Park Naming Procedure.
- The report identifies new parks, ponds and trails that have been added to the town's asset registry as growth has occurred.
- In some instances, parkland has been named in recognition of a particular person or families that were pioneer settlers in Oakville and community leaders at the time. In other cases, parkland, ponds trails or walkways have been named after the adjacent road.
- Through this report it is recommended Council approve the names of parkland as noted within Table 1 of the staff report.
- In several instances existing parkland has increased in size due to adjacent development. These are listed in Table 2 and have been added to the Town's asset registry.

**BACKGROUND:**

All new parks and open spaces are named throughout the parks system and the procedure for park naming is governed by the Council approved Park Naming Procedure MS-SPR-001-005 (please see attached Appendix A). Parks are added to the parks and open space system most commonly through approved development applications. On an annual basis the Director, Parks and Open Space brings forward a report to Council that itemizes the names and locations for new parks and open space areas and adds them to the parkland inventory. On some occasions a recommendation is made to rename a park.

This report fulfills the requirement to annually report on new names for parks and open space areas.

**COMMENT/OPTIONS:**

Table 1

New Park, Pond or Trail	Location	Legal Description	Rationale for Naming
Bronte Market Square	2445 Lakeshore Rd W	Part Lot 151, Plan M-7 Part 1 On Plan 20R-21560 Together With An Easement Over Part Lot 146 Plan M7 Parts 4 & 7 20R21560 As In Hr1941051 Town Of Oakville	Located within Bronte Village and will be a focal gathering location for the community
Village Parkette	2424 Sovereign Street	Part Lot 151, Plan M-7 Part 1 On Plan 20R-21560 Together With An Easement Over Part Lot 146 Plan M7 Parts 4 & 7 20R21560 As In Hr1941051 Town Of Oakville	
Shevchenko Park	1350 Shevchenko Boulevard	Block 26, Plan 20M1258 Town Of Oakville	Named after adjacent roadway
Sixteen Mile Valley	No address assigned	Part Lot 24, Con 1 Trafalgar Nds, Part 6 20R12680 Town Of Oakville	Sixteen Mile Creek valley
Courtleigh Trail Park	No address assigned	Block 52, Plan 20M1268 Town Of Oakville	Named after adjacent roadway

William Cutmore Park	No address assigned	Block 274, Plan 20M1270 Town Of Oakville	Named after adjacent roadway
Wheat Boom Park	No address assigned	Block 293, Plan 20M1270 Town Of Oakville	Named after adjacent roadway
Meadowridge Pond	3040 Meadowridge Road	Block 292, Plan 20M1270 Town Of Oakville	Named after adjacent roadway

Table 2

<b>Existing</b> , Park, Pond or Trail	Location	Legal Description	Rationale for Naming
East Joshua Creek Trail	Between 1330 & 1334 Courtleigh Road	Block 53, Plan 20M1268 Town of Oakville Part Lot 8 Concession 1 Traf Nds Part 3, 20R22337 Town of Oakville Block 290, Plan 20M1270 Town of Oakville Block 291, Plan 20M1270 Subject To An Easement Over Parts 1 And 3, Plan Hr892160 As In Hr892160 Town of Oakville Part Lot 8 Concession 1 Traf Nds Part 1, 20R22496 Town of Oakville	Walkway block connecting to East Joshua Creek Trail
Joshua Valley Park North	No address assigned	Block 296, Plan 20M1270 Town of Oakville Block 295, Plan 20M1270 Town of Oakville	
Aymond Valley	No address assigned	Block 289, Plan 20M1270 Town of Oakville Block 298, Plan 20M1270 Town of Oakville Block 299, Plan 20M1270 Town of Oakville	Walkway block connecting Aymond Valley

A recent decision by the Halton District School Board to remove the word Iroquois from a school name, has prompted questions around Town sites that also use the word Iroquois. The Town has a woodlot named Iroquois Shoreline Woods as well as Indian Ridge Trail, and there are other town uses of Iroquois Ridge Community Centre and Iroquois Shore Road. The town's Inclusion, Diversity, Equity and Accessibility Plan (IDEA plan) has identified the need to review the town's policy on naming town facilities, streets and parks. It will be through the research and community/partner consultation on this policy that the use of the word Iroquois will be evaluated. This work is planned for completion in 2026-27.

**CONSIDERATIONS:**

**(A) PUBLIC**

The public has not been contacted regarding the naming of new parks recommended within this report. The public will benefit in future from the parkland being named as a local point of reference for contacting the Town should the need arise, or as a destination for using park amenities.

**(B) FINANCIAL**

There are no financial implications associated with this report.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Departments involved in park naming include Transportation and Engineering, Heritage Planning and Asset Management.

**(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses the Council Strategic Priority of Accountable Government.

**(E) CLIMATE CHANGE/ACTION**

N/A

**APPENDICES:**

Appendix A – Park Naming Procedure

Prepared by:  
Chris Mark  
Director, Parks & Open Space

Submitted by:  
Chris Mark  
Director, Parks & Open Space

# Park Naming

Procedure number:	MS-SPR-001-005
Parent policy number:	MS-SPR-001
Section:	Municipal services
Sub-section:	Special requests
Author:	Parks and Open Space
Authority:	CAO
Effective date:	2013-12-16
Review by date:	2024
Last modified:	2019-09-23

## Purpose statement

This procedure establishes formal criteria that shall be used when naming or re-naming public parks and open space areas. This procedure will be used when new lands are acquired by the Corporation of the Town of Oakville (town), or when members of the public request re-naming of a public park or open space area and may also be used when naming individual components of a park or open space area, such as a trail within a larger park area.

## Scope

This procedure will only apply to lands being used as public park areas or other similar open space areas forming part of the open space network within the town. This shall be understood to include all lands that are owned, leased or maintained by the town. Staff shall be responsible for naming new parks as they are acquired. Requests to rename existing parkland areas will be submitted to Council for information and, if directed by Council through a request for report, to the Community Services Committee (CSC) and Council for decision.

## Procedure

When the town acquires new parkland, or a new open space feature, the following naming criteria shall be considered:

1. The name of the street on which the park or open space area is located. In the case of parkland areas having more than one street frontage, the primary street frontage should be considered first (i.e., the street that corresponds to the municipal address of the property).
2. Topographical or unique physical characteristics of the park or open space area.
3. The name of the community or the neighbourhood in which the park area is located.
4. Name of a person (or persons) that have significant historic relevance to the area.

The following shall apply to the **re-naming** of parks or open space areas:

1. Any member of the public may request the naming or re-naming of a park or open space area.
2. Parks or open space areas may be named after an individual or a group of individuals or a significant event; these types of requests will be forwarded to the Community Services Committee for consideration.
3. Judgment and discretion shall be used when naming new parks to minimize possible confusion with other park areas that may have similar names.
4. Consideration for parks within/adjacent to neighbouring municipalities may also be considered when choosing names for new park areas.
5. A report outlining the request or reason for renaming an existing park or open space area shall be submitted to Council for information.

## References and related documents

Parks By-law  
Naming Rights Procedure

## Definitions

1. Parks – includes all acquired land used for public park purposes. Unless otherwise noted, all designated community parks, neighbourhood parks and parkettes are included.
2. Open Space – includes land acquired and/or used for stormwater management purposes, valleylands, waterfront lands, utility corridors or other linear parkland, woodlots and other similar natural areas.
3. Open Space Feature – examples of an open space feature may include things like trails, bridges, playgrounds or small buildings.

## Responsibilities

The Director of Parks and Open Space, or his/her designate, shall be responsible for ensuring that these procedures are followed when new parkland is acquired or when requests for re-naming are made. The Director shall provide at least one annual update report through CSC to Council, itemizing all new parkland acquired and the corresponding names of the properties.

## REPORT

### Council

Meeting Date: April 29, 2024

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**FROM:** Finance Department

**DATE:** April 16, 2024

**SUBJECT:** 2024 Property Tax Levy, By-law 2024-037

**LOCATION:** Town-wide

**WARD:** Town-wide

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#### RECOMMENDATION:

1. That the Tax Levy by-law 2024-037, a by-law to provide for the levying of rates for the year 2024, as attached to the report of the Finance Department, be approved; and,
2. That, in accordance with Council's resolution from the December 20, 2023 Council meeting, the net levy requirement be increased to \$259,259,500, and a transfer to the Tax Rate Stabilization reserve in the amount of \$300 be approved to maintain the 2024 town levy increase at 5.86%.

#### KEY FACTS:

The following are key points for consideration with respect to this report:

- A by-law is required to levy 2024 property taxes;
- Any surplus or deficit resulting from a difference in the actual assessment growth from the budgeted assessment growth will be transferred to/from the Tax Rate Stabilization reserve;
- The Town of Oakville is required to levy on behalf of the Region of Halton, the Province of Ontario for education, and the Business Improvement Areas.

#### BACKGROUND:

The *Municipal Act*, 2001 requires Council to pass a by-law each year specifying the levying of tax rates. The Town's operating and capital budgets for 2024 were adopted by Council on December 20, 2023. The Downtown Business Improvement Area (BIA), Bronte Village BIA and the Kerr Village BIA budgets for 2024 were approved at the February 26, 2024 Council meeting. The tax levy by-law, attached to this report, has been prepared to reflect these budgets, and to authorize the 2024 final tax billing.

**COMMENT/OPTIONS:**

The Town of Oakville is responsible for approving the budget for its own general purposes and the budgets of the BIAs, as well as the calculation of the final tax rates. The Town is also required to levy taxes for regional and education purposes according to the tax rates set by the Region of Halton and the Province of Ontario for the school boards.

The attached appendices are based on the budgets and rates for the Town, the business improvement areas, and for regional and education purposes.

- Appendix A By-law 2024-037 including Schedule 1 (Town of Oakville Net Budget) will authorize the 2024 final tax rates, and establishes installment due dates of June 25, 2024 and September 25, 2024;
- Appendix B 2024 Tax Rate Summary provides a summary of the 2024 tax rates for all property classes.

**2024 Tax Levy and Assessment Changes**

The 2024 gross operating budget for the Town, adopted by Council at the December 20, 2023 Special Council meeting, totals approximately \$404.1 million and requires a net general tax levy of \$259,259,200. The tax levy by-law, attached to this report, has been prepared to reflect this budget; as well as those of the Downtown, Bronte Village and Kerr Village BIAs.

The Town's general tax levy requirement approved as part of the 2024 budget process has increased 5.86%, representing a 4.65% overall residential tax rate increase when combined with the regional and education levies. This overall residential rate increase differs from the 4.38% that was adopted by Council in December 2023, as the Region of Halton's rate increase changed due to the impact of harmonizing the basic waste rate, which required a change in calculation. Changing from area-specific waste rates to a harmonized rate across the Region has caused a one-time shift in the 2024 Regional tax impacts between the local municipalities. While the Region's overall tax increase remains at 5.1%, the Region's impact for the Town's tax calculation has increased to 5.78%, resulting in the overall tax calculation being 4.65%.

The in-year changes to property assessment, completed by the Municipal Property Assessment Corporation (MPAC,) are finalized and provided to Municipalities in December annually. The assessment growth of 2.14% is due to net in-year growth in assessment in 2023. Assessment growth is generated from new development or property improvement that has been valued by MPAC during the year. Oakville was 4<sup>th</sup> overall in Ontario for new property value in 2023, adding \$1.55B in new assessment. In-year growth in assessment is generally off-set by reduced assessed

values resulting from Assessment Review Board appeal settlements and MPAC requests for reconsideration settlements.

All assessments in Ontario reached full value in 2020, and there has been a postponement of the 2021 reassessment for the 2021-2024 tax years. This means that assessments used for the 2024 taxation year will continue to be based on the same valuation date that was in effect for the 2023 taxation year (based on a January 1, 2016 market value), and will be the same value unless there has been a change or improvement to the property. At the time of writing this report, there has been no update from the Province or MPAC regarding timing of a future Provincial reassessment.

Due to a minor shift in assessment growth at time of writing this report and in order to maintain the Council adopted 2024 budget increase of 5.86%, the net levy requirement is increased to \$259,259,500, and a transfer to the Tax Rate Stabilization reserve in the amount of \$300 has been added to the budget.

2024 Tax Impact

The overall (Town, Region and Education combined) residential tax rate increase is 4.65% or \$35.38 per \$100,000 of assessment; and the overall commercial tax rate increase is 3.11% or \$51.53 per \$100,000 of assessment. The education component of the total residential rate is approximately 19%, while it is 45% of the commercial tax rate.

Percentage Share of 2024 Residential Taxes:

Town 43%  
 Region 38%  
 Education 19%

For every \$100,000 of assessed value, the total property taxes for 2024 on a residential dwelling will be \$795.82 and on a commercial property at the full rate taxes will be \$1,706.82.

The increase per \$100,000 (restated for CVA) of assessed value is as follows:

	<u>Residential Example</u>	<u>Commercial Example</u>
Town	\$18.98	\$27.65
Region	\$16.40	\$23.88
Education	<u>\$ 0.00</u>	<u>\$ 0.00</u>
Total	\$35.38	\$51.53

The information is provided to property owners on the Final Tax Bill (illustration follows) using the following assumptions:

For each \$100,000 of residential assessment:

2023 Final Taxes	\$760.44
2024 Local Municipal Levy Change	\$ 18.98
2024 Upper Tier Municipal Levy Change	\$ 16.40
2024 Provincial Education Levy Change	<u>\$ 0.00</u>
2024 Final Taxes	\$795.82

**CONSIDERATIONS:**

**(A) PUBLIC**

Property tax notices for all taxable properties are legislated to be mailed at least 21 days before the first installment is due. Assessment and budget impact information has previously been provided through media notifications and through committee meetings. 2024 budget information is posted on the town’s web site, and further information will be posted and published subsequent to Council approval of the tax levy By-law.

**(B) FINANCIAL**

The attached by-law 2024-037 has been prepared to reflect the town’s operating budget and capital budgets for 2024 which were adopted at the Special Council meeting of December 20, 2023. The 2024 budgets of the three Business Improvement Areas were approved by Council February 26, 2024.

The figures contained in this report may not exactly match the budget documents due to rounding.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

NA

**(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses the corporate strategic goal(s) to:

- be fiscally sustainable

**(E) CLIMATE CHANGE/ACTION**

NA

**APPENDICES:**

Appendix A 2024 Tax Levy By-law 2024-037 and Schedule 1 (Town of Oakville Net Budget)

Appendix B 2024 Tax Rate Summary

Prepared by:

Chris Prinsen, Analyst, Tax and Assessment

Danielle Tummon, Manager, Revenue Services and Taxation

Recommended by:

Jonathan van der Heiden, Deputy Treasurer and Director of Finance

Submitted by:

Nancy Sully, Commissioner, Corporate Services and Treasurer



THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2024-037

A by-law to provide for the levying of rates for the year 2024

WHEREAS the assessment of all property liable to taxation for general purposes in 2024 is:

Residential and Farm (RT)	\$60,671,698,862
Residential (RH)	5,804,000
Education Only (RD)	0.00
Multi-Residential (MT)	1,271,722,948
New Multi-Res (NT)	233,071,300
Commercial - full rate (CT/CH/DT/ST/GT)	6,563,399,903
- excess land or vacant land (CU/DU/SU/CX)	257,183,936
Industrial - full rate (IT/IH/LT)	844,707,258
- excess land or vacant land (IU/IX/IJ/IK/LU)	200,541,234
- farmland awaiting development (I1/R1/C1)	28,710,000
Pipeline (PT)	74,594,000
Farmlands (FT)	30,292,849
Managed Forest (TT)	0.00
Farms with Small Scale Commercial (C7)	0.00
	<u>\$70,181,726,290</u>

WHEREAS for the general purposes of the Town, it is necessary to raise the sum of \$259,259,500 which will require that the following tax rates be imposed:

	Town
Residential and Farm (RT/RH)	0.342572%
Multi-Residential (MT)	0.685144%
New Multi-Residential (NT)	0.342572%
Commercial - full rate (CT/CH/DT/ST/GT)	0.498956%
- excess land or vacant land (CU/DU/SU/CX)	0.498956%
Industrial - full rate (IT/IH/LT)	0.716215%
- farmland awaiting development (I1/R1/C1)	0.256929%
- excess land or vacant land (IU/IX/IJ/IK/LU)	0.716215%
Pipeline (PT)	0.363709%

Farmland (FT)	0.068514%
Managed Forest (TT)	0.085643%

**WHEREAS** the Regional Municipality of Halton’s Upper Tier Tax Levy By-Law directs the Council of the Town of Oakville to levy the following tax rates as approved for the general purposes of the said Region and for the special purposes of Police Services and Waste Management:

	Region General
Residential and Farm (RT/RH)	0.165278%
Multi-Residential (MT)	0.330555%
New Multi-Residential (NT)	0.165278%
Commercial - full rate (CT/CH/DT/ST/GT)	0.240727%
- excess land or vacant land (CU/DU/SU/CX)	0.240727%
Industrial - full rate (IT/IH/LT)	0.345546%
- farmland awaiting development (I1/R1/C1)	0.123958%
- excess land or vacant land (IU/IX/IJ/IK/LU)	0.345546%
Pipeline (PT)	0.175475%
Farmland (FT)	0.033056%
Managed Forest (TT)	0.041319%

	Police Services
Residential and Farm (RT/RH)	0.116428%
Multi-Residential (MT)	0.232856%
New Multi-Residential (NT)	0.116428%
Commercial - full rate (CT/CH/DT/ST/GT)	0.169578%
- excess land or vacant land (CU/DU/SU/CX)	0.169578%
Industrial - full rate (IT/IH/LT)	0.243416%
- farmland awaiting development (I1/R1/C1)	0.087321%
- excess land or vacant land (IU/IX/IJ/IK/LU)	0.243416%
Pipeline (PT)	0.123612%
Farmland (FT)	0.023286%
Managed Forest (TT)	0.029107%

	Waste Management
Residential and Farm (RT/RH)	0.018541%
Multi-Residential (MT)	0.037081%
New Multi-Residential (NT)	0.018541%
Commercial - full rate (CT/CH/DT/ST/GT)	0.027004%

	- excess land or vacant land (CU/DU/SU/CX)	0.027004%
Industrial	- full rate (IT/IH/LT)	0.038763%
	- farmland awaiting development (I1/R1/C1)	0.013905%
	- excess land or vacant land (IU/IX/IJ/IK/LU)	0.038763%
Pipeline (PT)		0.019685%
Farmland (FT)		0.003708%
Managed Forest (TT)		0.004635%

Which will raise the sums of \$125,082,820, \$88,113,089, and \$14,031,580 respectively;

**WHEREAS** Regulations made under the Education Act prescribe the following residential, commercial, industrial, and pipeline tax rates for school purposes:

	Education	
Residential and Farm (RT/RH/RD)	0.153000%	
Multi-Residential (MT)	0.153000%	
New Multi-Residential (NT)	0.153000%	
Commercial - full rate (CT/CH/DT/ST/GT)	0.770552%	
	- excess land or vacant land (CU/DU/SU/CX)	0.770552%
Industrial	- full rate (IT/LT)	0.880000%
	- full rate (IH)	1.098184%
	- farmland awaiting development (I1/R1/C1)	0.114750%
	- excess land or vacant land (IU/IX/LU)	0.880000%
	-excess land or vacant land (IJ/IK)	1.098184%
Pipeline (PT)	0.880000%	
Farmland (FT)	0.038250%	
Managed Forest (TT)	0.038250%	

Which will raise the sum of \$157,664,481;

**WHEREAS** the assessment of all property liable for the special charge for the purposes of the Downtown Oakville Business Improvement Area designated by By-Law 1978-60 and enlarged by By-Law 1988-157 and By-Law 2016-123 is:

Commercial - full rate (CT/DT/XT/GT)	329,738,677
- excess land or vacant land (CX/CU)	5,273,387

Total \$335,012,064

**WHEREAS** for the purposes of the said improvement area, it is necessary to raise the sum of \$1,230,450, which will require that the following tax rates be imposed:

	Downtown BIA
Commercial - full rate (CT/DT/XT/GT)	0.367285%
- excess land or vacant land (CX/CU)	0.367285%

**WHEREAS** the assessment of all property liable for the special charge for the purposes of the Bronte Business Improvement Area designated by By-Law 1987-74 and enlarged by By-Law 1991-143 is:

Commercial - full rate (CT/GT/ST/XT)	88,448,592
- excess land or vacant land (CX)	1,344,000
Total	\$89,792,592

**WHEREAS** for the purposes of the said improvement area, it is necessary to raise the sum of \$380,364, which will require that the following tax rates be imposed:

	Bronte BIA
Commercial - full rate (CT/GT/ST/XT)	0.423603%
- excess land or vacant land (CX)	0.423603%

**WHEREAS** the assessment of all property liable for the special charge for the purposes of the Kerr Village Business Improvement Area designated by By-Law 2005-018 is:

Commercial - full rate (CT/IT/XT/ST)	213,725,021
- excess land or vacant land (CX/IX/IU/CU)	6,939,700
Total	\$220,664,721

**WHEREAS** for the purposes of the said improvement area, it is necessary to raise the sum of \$444,198, which will require that the following tax rates be imposed:

	Kerr Village BIA
Commercial - full rate (CT/IT/XT/ST)	0.201300%
- excess land or vacant land (CX/IX/IU)	0.201300%

**COUNCIL ENACTS AS FOLLOWS:**

1. Pursuant to the provisions of the *Municipal Act*, 2001 and other authorizing statutes, the rates above recited shall, subject to paragraph 2 hereof, be

levied upon the respective assessments liable therefore, and shall be collected by the town's Manager of Revenue Services and Taxation.

2. The amounts which would otherwise have been levied under this by-law shall be adjusted where applicable in accordance with any by-law passed by the Regional Municipality of Halton to limit the amount of increases or decreases in taxation, and shall be reduced where applicable by the amounts levied under Town of Oakville By-Law 2024-037.
3. The amounts levied under this by-law shall become due and payable as follows:
  - (a) Approximately one-half on the 25 day of June, 2024, and
  - (b) The balance on the 25 day of September, 2024,
- 3.1 There may be added to the tax roll all or any arrears of charges, fees, costs or other expenses as may be permitted by Provincial legislation and such arrears of charges, fees, costs or other expenses shall be deemed to be taxes, collected as taxes, or collected in the same manner as municipal taxes, or dealt with in such a fashion as may be specifically authorized by the applicable statute.
4. The town's Manager of Revenue Services and Taxation is authorized and directed to mail, or cause to be mailed, notices of the taxes hereby levied to the person or persons taxed at the address of the residence or place of business of such person or persons.
5. The net budget of the town for the year 2024 as attached in summary form as Schedule 1 is hereby adopted.

PASSED this      day of,      2024

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MAYOR

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CLERK

SCHEDULE 1 TO BY-LAW 2024-037

TOWN OF OAKVILLE  
2024 NET BUDGET AND TAX LEVY

	2024 Approved Budget	Town	Region	Education	Downtown B.I.A	Bronte B.I.A	Kerr Village B.I.A.
<b>REVENUE</b>							
Taxation - General Levy	646,206,482	259,259,500	227,227,489	157,664,481	1,230,450	380,364	444,198
<b>TOTAL REVENUE</b>	<b>646,206,482</b>	<b>259,259,500</b>	<b>227,227,489</b>	<b>157,664,481</b>	<b>1,230,450</b>	<b>380,364</b>	<b>444,198</b>
<b>EXPENDITURES</b>							
Political Governance	4,218,600	4,218,600					
Administrative Executive Management	2,361,900	2,361,900					
Strategy, Policy & Communications	4,670,500	4,670,500					
Human Resources	3,773,300	3,773,300					
Regulatory Services	483,100	483,100					
Financial Services	5,417,000	5,417,000					
Asset Management	1,777,800	1,777,800					
Legal Services	2,545,200	2,545,200					
Information Systems + Solutions	15,007,300	15,007,300					
Facilities & Construction Management	3,902,400	3,902,400					
Emergency Services	46,313,200	46,313,200					
Recreation and Culture	21,420,200	21,420,200					
Oakville Public Library	12,179,800	12,179,800					
Parks and Open Space	23,660,300	23,660,300					
Cemeteries	183,900	183,900					
Harbours	-	-					
Infrastructure Maintenance	29,066,500	29,066,500					
Infrastructure Planning & Improvements	3,968,600	3,968,600					
Parking	-	-					
Municipal Enforcement	2,790,700	2,790,700					
Oakville Transit	38,950,500	38,950,500					
Economic Development	849,400	849,400					
Strategic Business Support	489,300	489,300					
Building Services	177,500	177,500					
Planning Services	3,002,700	3,002,700					
Development Services	1,102,400	1,102,400					
Corporate & Financial Expenses	30,947,400	30,947,400					
	<b>259,259,500</b>	<b>259,259,500</b>	-	-	-	-	-
Transfer to:							
Region - Waste Management	14,031,580		14,031,580				
- Police Services	88,113,089		88,113,089				
- General	125,082,820		125,082,820				
Education	157,664,481			157,664,481			
Downtown Oakville Business Improvement Area	1,230,450				1,230,450		
Bronte Business Improvement Area	380,364					380,364	
Kerr Village Business Improvement Area	444,198						444,198
<b>TOTAL EXPENDITURES</b>	<b>646,206,482</b>	<b>259,259,500</b>	<b>227,227,489</b>	<b>157,664,481</b>	<b>1,230,450</b>	<b>380,364</b>	<b>444,198</b>
<b>ACCUM NET REVENUE/(DEFICIT) AT END OF YEAR</b>	-	-	-	-	-	-	-

**TOWN OF OAKVILLE  
2024 FINAL TAX RATE  
SUMMARY**

	Town	Region			Region Total	Education	Total
		Waste Management	Police Services	General			
Residential and Farm (RT/RH)	0.342572%	0.018541%	0.116428%	0.165278%	0.300247%	0.153000%	0.795819%
Multi-Residential (MT)	0.685144%	0.037081%	0.232856%	0.330555%	0.600492%	0.153000%	1.438636%
New Multi-Residential (NT)	0.342572%	0.018541%	0.116428%	0.165278%	0.300247%	0.153000%	0.795819%
Commercial	- Full rate (CT/CH/DT/ST/GT)	0.498956%	0.027004%	0.169578%	0.240727%	0.437309%	1.706817%
	- Excess land or vacant land (CU/DU/SU/CX)	0.498956%	0.027004%	0.169578%	0.240727%	0.437309%	1.706817%
Industrial	- Full rate (IT/LT)	0.716215%	0.038763%	0.243416%	0.345546%	0.627725%	2.223940%
	- Full rate (IH)	0.716215%	0.038763%	0.243416%	0.345546%	1.098184%	2.442124%
	- Excess land or vacant land (IU/IX/LU)	0.716215%	0.038763%	0.243416%	0.345546%	0.880000%	2.223940%
	- Excess land or vacant land (IJ/IK)	0.716215%	0.038763%	0.243416%	0.345546%	1.098184%	2.442124%
	- Farmland awaiting development (I1/R1/C1)	0.256929%	0.013905%	0.087321%	0.123958%	0.114750%	0.596863%
Pipeline (PT)		0.363709%	0.019685%	0.123612%	0.175475%	0.318772%	1.562481%
Farmland (FT)		0.068514%	0.003708%	0.023286%	0.033056%	0.038250%	0.166814%
Managed Forest (TT)		0.085643%	0.004635%	0.029107%	0.041319%	0.038250%	0.198954%
		<b>Downtown BIA</b>	<b>Bronte BIA</b>	<b>Kerr Street BIA</b>			
Commercial	- Full rate (CT/DT/ST/GT)	0.367285%	0.423603%	0.201300%			
	- Excess land or vacant land (CX/CU)	0.367285%	0.423603%	0.201300%			



## REPORT

### Council

Meeting Date: April 29, 2024

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**FROM:** Parks and Open Space Department  
**DATE:** April 16, 2024  
**SUBJECT:** Encroachment Agreement - Lakeside Park  
**LOCATION:** 144 Front Street  
**WARD:** Ward 3

Page 1

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#### RECOMMENDATION:

That staff be authorized to enter into an Encroachment Agreement between the Town and the owner of 176 Front Street on the terms set out in the report from the Parks and Open Space department dated April 16, 2024, for a picket fence to encroach into Lakeside Park for approximately 12 sq. m.

#### KEY FACTS:

The following are key points for consideration with respect to this report:

- Mr. and Mrs. Rinas own the property at 176 Front Street beside Lakeside Park.
- For many years there has been a white picket fence from 176 Front Street encroaching into the adjacent Lakeside Park by approximately 5 feet.
- The Rinas are in the process of rebuilding this fence but cannot move the fence to the property line without removing two mature trees and evergreen shrubs.
- Parks staff are recommending allowing the fence to remain in its current location encroaching on the park to preserve these two mature trees and evergreen shrubs.
- If Council agrees to the fence encroachment, staff will work with the Rinas to enter into an encroachment agreement to permit the fence to remain on Town lands for the life of these trees, or until the Town decides it must be removed.

#### BACKGROUND:

Mr. and Mrs. Rinas own the property at 176 Front Street beside Lakeside Park (144 Front Street). Mr. and Mrs. Rinas have been undertaking a significant rebuild of their heritage home. They are in the final stages of their home renovation – landscape works.

For many years there has been a white picket fence between 176 Front Street and the adjacent Lakeside Park. For years, this side yard fence has encroached into Lakeside Park for its entire length. The previous owners had permitted access through the park from Thomas Street to a rear yard gate in the picket fence. This permitted access was removed through the processing of development applications for the Rinas' home renovation.

As part of the final landscape works the Rinas wish to rebuild the previous white picket fence along the side yard of their property. Unfortunately, 2 mature trees along the property line negates the ability to install the fence on the property line for approximately 30 feet south of Front Street. To retain the mature trees, and not encumber a very mature planting of Yews (evergreen shrubs), the Rinas have requested the picket fence be allowed to encroach into Lakeside Park for approximately 5 feet and be constructed for an approximate length of 30 feet before the fence returns into 176 Front Street. The total encroachment would be approximately 12 square metres and is shown in Appendix A.

Parks staff are supportive of the proposed realignment of the picket fence onto Town property, thereby protecting the mature boundary trees and the mature vegetation within 176 Front Street. However, this encroachment must be formalized through an encroachment agreement and registered on title of the municipal property 176 Front Street to warn future owners.

Council approval of an encroachment agreement is requested.

**COMMENT/OPTIONS:**

It is very rare that Parks and Open Space recommend approval of an encroachment agreement onto Town parkland. Parkland is acquired for the benefit of all residents of Oakville. However, in this instance of the request from the homeowners at 176 Front Street, Parks staff believe there is good rationale to recommend Council approve the encroachment of the white picket fence into Lakeside Park.

To install the fence on the property line (P/L) would require constructing the fence around 2 very mature boundary trees. Installing the number of fence posts to accommodate the trees would be extremely invasive to the roots of both trees. For certainty primary roots would be severed which would more than likely destabilize both trees which could place them into high risk for failure. Moving the fence into the private property at 176 Front Street will for certain damage a number of very mature

Yews (evergreens) which are part of the heritage property. A better option would be to allow the fence to encroach into parkland (Lakeside Park) for approximately 5 feet into and then extend the fence approximately 30 feet paralleling the P/L of Lakeside Park/176 Front Street, and then returning the fence into 176 Front Street and aligning the fence to the P/L. For this section, staff would prefer the fence be placed 100 mm inside the P/L, so the homeowner has perpetual care of the white picket fence. Staff are using approximations for distances because both mature trees have flare roots, and the preference is to install the fenceposts without damaging the anchoring/primary roots of the trees. Hence the encroachment into the park could be 5 or 5.5 feet and the distance 30 or 32 feet. Once the fence has been installed, the exact sq m of encroachment will be calculated.

The fence encroachment into Lakeside Park is not impacting the public use of the park. The side of the park paralleling 176 Front Street is open lawn area with no amenities and is not used during special events held at the park. Lastly, the proposed new white picket fence will complement the existing Lakeside Park picket fences along Front Street as well as many of the properties within the heritage district south of Robinson Street.

This incursion into the park would be articulated through an Encroachment Agreement. The Agreement would stipulate that upon the request of the Town or the removal of the 2 boundary trees due to their death, the encroaching section of fence would be removed and reinstated to the P/L and align with the other section of picket fence. Given the health of the trees staff are recommending the agreement be registered on title of the property to warn any future owners of 176 Front Street about the requirement to move the fence upon death of the boundary trees.

Parks forestry staff would continue maintaining/protecting the mature boundary trees as has been the past practice and this has been communicated to the homeowners at 176 Front Street.

**CONSIDERATIONS:**

**(A) PUBLIC**

The encroachment agreement for the picket fence to extend into Lakeside Park will have no new impact to the public on using and enjoying Lakeside Park since this fence has existed in this location for many years.

**(B) FINANCIAL**

The residents would be required to complete all necessary paperwork associated with the Encroachment Agreement and pay the fee as stipulated in the 2024 rates and fees.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

This report has been prepared with the assistance of the Legal department.

**(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses Council's Strategic Priorities that include environmental sustainability, accountable government, and community belonging.

**(E) CLIMATE CHANGE/ACTION**

Approving the encroachment agreement thereby protects the two (2) boundary trees. As trees grow, they absorb and store the carbon dioxide emissions that are driving global warming. Trees also improve soil and water conservation, store carbon, moderate local climate by providing shade, regulate temperature extremes, increase wildlife habitat and improve the land's capacity to adapt to climate change. Protecting existing trees and tree planting are the biggest and most inexpensive ways of removing CO2 out of the atmosphere to tackle the climate crisis.

**APPENDICES:**

Appendix A – Illustration of Encroached Area into Lakeside Park

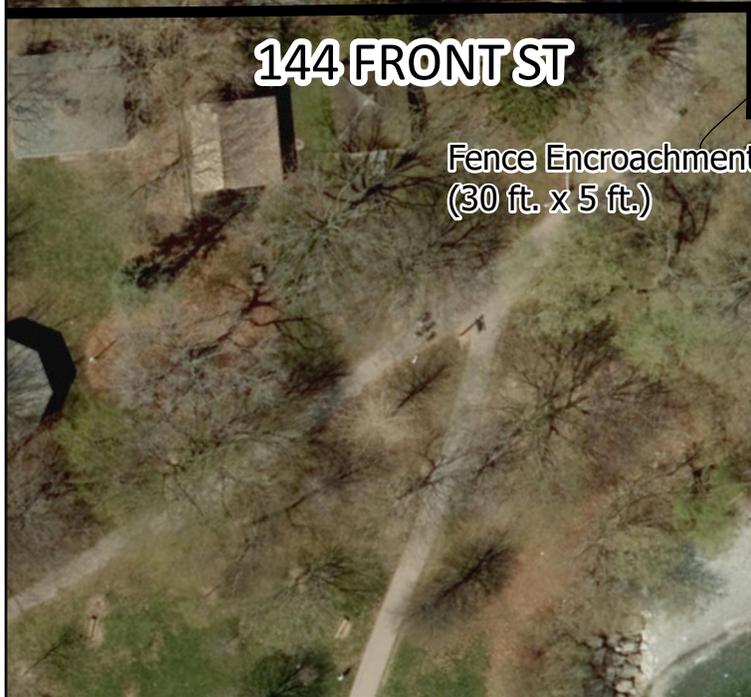
Prepared by:

Chris Mark  
Director – Parks & Open Space

Ryan Maynard  
Assistant Town Solicitor

Recommended by:

Doug Carr  
Town Solicitor



0 5 10 20  
Meters



Fence Encroachment

## Appendix A - Fence Encroachment - Lakeside Park **AIR PHOTO**



# REPORT

## Council

Meeting Date: April 29, 2024

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**FROM:** Finance Department

**DATE:** April 16, 2024

**SUBJECT:** **2024 Tax Rebate for Eligible Senior Property Owners By-law 2024-048**

**LOCATION:** Town-wide

**WARD:** Town-wide

Page 1

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### RECOMMENDATION:

That By-law 2024-048, a by-law to authorize a property tax rebate to eligible senior property owners in the 2024 taxation year, as attached to the report of the Finance department, be passed.

### KEY FACTS:

The following are key points for consideration with respect to this report:

- An annual by-law is required so that eligible senior property owners may apply and receive a property tax rebate in the taxation year, for which the rebate is applied for.

### BACKGROUND:

The Town makes use of Section 365(1) of the *Municipal Act*, 2001 to provide an annual property tax rebate to eligible seniors. As approved by Council, this legislation allows for the sharing of costs associated with the rebate program between the Town of Oakville, the Region of Halton and the Province of Ontario for education tax.

By adopting this option, each year the Town passes a by-law and administers the rebate program; however, the Town is limited to a share of approximately 43% of the total cost of providing the rebates. The Region (37%) and the Province for education taxes (20%) absorb the balance of the program costs.

### COMMENT/OPTIONS:

Staff is recommending the eligible senior rebate continue at \$500 in 2024, unchanged from the rebate offered in 2023. The annual rebate is in line with those

offered by the other municipalities within the Region of Halton, with the exception of the Town of Milton that does not offer a senior's rebate program. There were 103 eligible applicants that received the rebate in the 2023 taxation year.

The format and eligibility requirements contained in by-law 2024-048 reflect those of the 2023 by-law, with respect to the tax rebate and eligibility requirements, with the exception of income threshold. The annual change of increase to the maximum combined household income for eligibility, which is \$35,252 for 2024 as opposed to \$34,259 last year. The increase reflects the year-over-year percentage change in the Ontario consumer price index.

In 2024, apart from the senior's rebate program, the Town continues to participate in, and administer on behalf of the Region of Halton, the Older Adult Tax Deferral Program (OATDP) which allows eligible seniors the option to completely defer property taxes year over year until withdrawal of the program, ineligibility, or sale of property. All lower-tier municipalities in Halton participate in the OATD program since inception in 2017. In 2023, 38 eligible Oakville property owners participated in the deferral program. The Town of Oakville also participates in and administers the mandatory levy increase deferral program for low-income seniors and person with disabilities. This program allows eligible applicants to defer the increase in levy year over year until sale of property. The Town currently has 3 applicants in the levy increase deferral program.

**CONSIDERATIONS:**

**(A) PUBLIC**

All efforts are used to ensure property owners are advised of the assistance programs offered by the Town.

**(B) FINANCIAL**

The Town's anticipated cost of the rebate program is estimated to be \$28,200 and the amount to fund the Town's share was set aside in the 2024 budget.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

NA

**(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses the corporate strategic goal(s) to:

- Continuously improve our programs and services
- Be accountable in everything we do
- Be innovative in everything we do
- Be the most livable Town in Canada

**(E) CLIMATE CHANGE/ACTION**  
NA

**APPENDICES:**

Appendix A By-law 2024-048

Prepared by:  
Danielle Tummon  
Manager, Revenue Services and Taxation

Recommended by:  
Jonathan van der Heiden  
Deputy Treasurer and Director of Finance

Submitted by:  
Nancy Sully  
Commissioner, Corporate Services and Treasurer



## THE CORPORATION OF THE TOWN OF OAKVILLE

### BY-LAW NUMBER 2024-048

A by-law to provide a rebate of taxes for eligible senior property owners

**WHEREAS** subsection 365(1) of the *Municipal Act*, 2001, S.O. c. 25, as amended (hereinafter called the “Act”), authorizes a local municipality to pass a by-law to provide for the cancellation, reduction or refund of property taxes for eligible property owners whose taxes are considered by Council to be unduly burdensome, as defined in the by-law;

**WHEREAS** the Council of the Corporation of the Town of Oakville shall give notice to the Regional Municipality of Halton in accordance with subsection 365(2) of the *Act*, of the fact that it has passed a by-law in accordance with subsection 365(1) of the *Act*;

**WHEREAS** the Council of The Corporation of the Town of Oakville deems it desirable and in the public interest to enact such a by-law.

#### COUNCIL ENACTS AS FOLLOWS:

1. In this by-law,
  - (a) “owner” means a person assessed as the owner of residential real property and includes an owner within the meaning of the *Condominium Act*;
  - (b) “personal residence” means the residence ordinarily inhabited by the owner;
  - (c) “spouse” means a person,
    - (1) to whom the person is married, or
    - (2) with whom the person is living outside marriage in a conjugal relationship, if the two persons,
      - (i) have cohabited for at least one year,
      - (ii) are together the parents of a child, or
      - (iii) have together entered into a cohabitation agreement under section 53 of the *Family Law Act*,

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- (d) "Town" means The Corporation of the Town of Oakville;
  - (e) "Treasurer" means the Treasurer of the Corporation of the Town of Oakville.
2. The Treasurer is authorized and directed to allow owners of residential real property located in the Town a tax reduction of Five Hundred Dollars (\$500.00) against real property taxes imposed by the Town in respect of such real property, provided that:
- (a) such owner or the spouse of such owner or both occupies or occupy the property in respect of which real property taxes are imposed as his, her or their personal residence.
  - (b) such owner or the spouse of such owner or both has or have attained the age of sixty-five (65) years and provide proof of age upon initial submission of application to the town of Oakville.
  - (c) such owner or the spouse of such owner or both has or have been assessed as the owner of residential property in the Town for a period of not less than one year immediately preceding the date of application for the tax reduction.
  - (d) there are no outstanding property taxes on account as of October 1<sup>st</sup> of the year the application is received by the town of Oakville;
  - (e) the combined family income of such owner, meaning the total income from all sources as set out in the Notice of Assessment prepared by the Canada Revenue Agency for any and all person residing in an eligible property, does not exceed the maximum income limit prescribed herein:
    - (i) the maximum combined family income for 2024 does not exceed \$35,252;
    - (ii) the maximum combined family income limit shall be indexed annually in accordance with changes to the Consumer Price Index (Ontario, all-items, YoY) for subsequent years in which a by-law is passed under Section 365(1) of the *Act*.
3. No tax rebate shall be allowed under paragraph 2 to an owner in respect of more than one single family residential dwelling unit in any year.
4. No tax rebate shall be allowed under paragraph 2 to an owner if that owner is the registered owner of more than one property in the Town of Oakville.
5. The tax rebate provided under this by-law will not be pro-rated.

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6. The tax rebate provided under this by-law will not be transferable to estates of deceased owners.
  
7. Should any section, clause or provision of this by-law be declared invalid by a court of competent jurisdiction, the same shall not affect the validity of the by-law as a whole or any part thereof, other than the part in which was declared to be invalid.

PASSED this 29<sup>th</sup> day of April, 2024

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MAYOR

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CLERK



# REPORT

## Council

Meeting Date: April 29, 2024

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**FROM:** Clerk's Department

**DATE:** April 16, 2024

**SUBJECT:** Corporate Policy Update

**WARD:** Town-wide

Page 1

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### RECOMMENDATION:

1. That the updated Tree Protection During Construction Procedure be received.
2. That the updated Progressive Enforcement Procedure be received.

### KEY FACTS:

The following are key points for consideration with respect to this report:

- The corporate policy and procedure review is an ongoing process facilitated by the Clerk's department to assist departments in bringing policies forward for Council review as part of Council's governance initiatives.
- All policies and procedures listed in this report have been reviewed by the Policy Review Administration Group.
- Unless otherwise noted, updated policies and procedures included in the appendices of this report have tracked changes to easily identify updates.

### BACKGROUND:

As part of the ongoing policy and procedure review, staff continue to present reports to introduce new policies, update and reconfirm current policies, and recommend the replacement or rescinding of former policies. Current policies and procedures are reviewed in accordance with established review periods and updates are provided to Council, as required. All policies are submitted to Council for approval. Except for those procedures relating specifically to Council and requiring its approval, procedures are submitted for receipt to enable revisions to be implemented as required, to address program changes or administrative requirements.

This report addresses the policies and procedures which have been addressed by the Policy Review Administration Group since the last report to Council in March 2024. All departments are continuing to address policy requirements. Future policy reports will be coordinated through the Clerk's department or submitted departmentally, as required.

**COMMENT/OPTIONS:**

Environment  
*Tree Protection*

A new Private Tree Protection Procedure was established and received by Council at the meeting of March 25, 2024. This procedure applies to all private trees covered under the Private Tree Protection By-law. Consequently, updates have been made to the Tree Protection During Construction Procedure to remove reference to private trees. In addition, minor administrative updates have been made.

In accordance with the Council established review period, the overarching Tree Protection and Tree Canopy Preservation Policy has been reviewed and no updates are required.

Municipal Services  
*Regulatory*

Updates have been made to the Progressive Enforcement Procedure to align with current operational and business processes. These revisions maintain transparency as a fundamental principle in investigations. The updates also reinforce the necessity for consistent enforcement practices, while allowing for a suitable level of discretion during complaint investigations. Tracked changes have been omitted to enhance readability.

**CONSIDERATIONS:**

**(A) PUBLIC**

Corporate policies and related procedures are posted to the town website for public information. Public notification is issued prior to Council's consideration of policies and procedures having a direct impact on the public.

**(B) FINANCIAL**

There are no financial considerations with respect to the consideration of policies and procedures. The administration of procedures which relate to financial matters, grants and financial incentives will be subject to annual budget approval.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Corporate policies and procedures impact all members of Council and staff. Departments are continuing to review existing policies within their departments to ensure, where applicable, that a corporate view is presented in all new or revised policies and procedures.

**(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses the corporate strategic priority of accountable government. The established corporate policy process promotes accountable governance and service excellence, by promoting consistency, minimizing inefficiencies, and ensuring proper controls and compliance.

**(E) CLIMATE CHANGE/ACTION**

This matter does not impact climate change.

**APPENDICES:**

Appendix A – Tree Protection and Tree Canopy Preservation Policy

Appendix B – Tree Protection During Construction Procedure

Appendix C – Progressive Enforcement Procedure

Prepared by:

Andrea Coyne, Manager, Elections, Policy, Print Services

Submitted by:

Vicki Tytaneck, Town Clerk

# Tree Protection and Tree Canopy Preservation

Policy number:	EN-TRE-001
Section:	Environment
Sub-section:	Trees
Author:	Parks and Open Space Development Engineering
Authority:	Council
Effective date:	2009-05-04
Review by date:	2024
Last modified:	2019-02-25

## Policy statement

The Corporation of the Town of Oakville (town) is committed to preserve and enhance its tree canopy and natural vegetation. The town shall protect trees on both public and private lands pursuant to applicable by-laws, recognizing their importance to the ecology, aesthetics, culture, and heritage of the Town.

Trees on public lands shall be removed only to safeguard public safety. Trees with significant structural and/or health problems and dying trees may also be removed with confirmation from the town forester or designate. Trees cannot be removed solely for reasons of aesthetics or nuisance, including shade, the shedding of tree leaves, nuts, or fruits, or damage caused by tree roots.

The compensation for leaf area loss will be determined as set out in the Tree Protection During Construction procedure.

## Purpose

This policy recognizes the importance of tree canopy and many environmental, economic and social benefits of urban forests to communities. This policy enables the establishment of procedures to preserve tree canopy by minimizing tree removal, preventing damage or destruction of trees, establishing mandatory conditions for replacement of trees and optimize planting provisions and tree health within the town.

## **Scope**

This policy applies to trees within the Town of Oakville, both on public and private lands.

## **Definitions**

Tree canopy: refers to the layer of tree leaves, branches, and stems that provide tree coverage of the ground when viewed from above.

## **References and related documents**

The Liveable Oakville Plan (Town of Oakville Official Plan)  
Tree Protection During Construction Procedure  
Private Tree Protection Procedure  
Town Tree Protection By-law  
Private Tree Protection By-law  
Site Alteration By-law  
Parks By-law  
Environmental Sustainability policy  
Halton Region's Tree By-Law  
Halton Region's Healthy Communities Guidelines  
Urban Forest Strategic Management Plan  
North Oakville Urban Forest Strategic Management Plan  
Growing Livability Report  
Oakville Strategy for Biodiversity

# Tree Protection During Construction

Procedure number:	EN-TRE-001-001
Parent policy number:	EN-TRE-001
Section:	Environment
Sub-section:	Trees
Author(s):	Parks and Open Space Development Engineering
Authority:	CAO
Effective date:	2009-05-04
Review by date:	5 years from Council/CAO approval
Last modified:	2016-11-14

## Purpose statement

The purpose of this procedure is to outline the required action [by the property owner and/or contractor](#) to protect trees during construction. This procedure shall represent the standard specifications for tree protection whenever tree protection measures are required by the town. Higher standards of tree protection may be imposed where warranted in the opinion of the town having regard to the size, variety, location and health of the tree, and any circumstances surrounding the construction which requires additional tree protection measures.

## Scope

This procedure applies to town ~~and private~~ trees covered under any municipal permit process or agreement relating to construction.

## Procedure

Town trees required to be removed as a result of construction activities must receive approval by the ~~Town Forester~~ [Director of Parks and Open Space](#) or designate. If approval is granted for removal of town owned trees, the applicant will assume all costs involved and shall either: 1) pay the amenity value of the tree(s) calculated in accordance with the most recent International Society of Arboriculture Guide for Plant Appraisal; or 2) plant the equivalent number of trees based upon a “no net loss or canopy cover” objective as

determined by the ~~Town Forester~~[Director of Parks and Open Space](#) or designate. Where tree relocation is approved, the applicant will assume all relocation and establishment costs.

~~Anyone failing to adhere to this procedure will be financially responsible for any resulting damage to trees in addition to any penalty that may be imposed under relevant by-laws or statutes.~~

## 1. The Tree Protection Zone

The Tree Protection Zone (TPZ) is the minimum setback required to maintain the structural integrity of the tree's anchor roots, based on generally accepted arboricultural principles. If trees are protected to the TPZ then the tree's anchor root structure is expected to be maintained.

No unauthorized activities may take place within the TPZ of a tree covered under any municipal permit process or agreement. The following chart shows the TPZ. Some trees and site conditions may require a greater setback at the ~~Town's discretion~~[discretion of the Director of Parks and Open Space or designate](#).

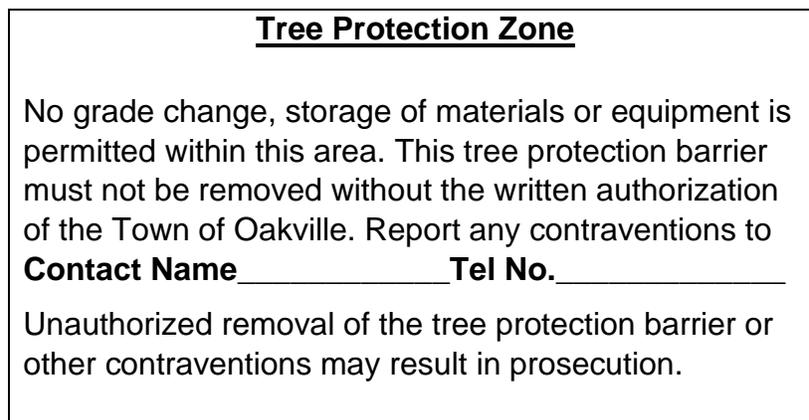
<b>Diameter of Trunk (DBH)<sup>3</sup></b> in centimetres	<b>Tree Protection Zone<sup>4</sup></b> Distance from trunk measured in metres
<b>&lt;10</b>	<b>1.8</b>
<b>10-30</b>	<b>2.4</b>
<b>31-50</b>	<b>3.0</b>
<b>51-60</b>	<b>3.6</b>
<b>61-70</b>	<b>4.2</b>
<b>71-80</b>	<b>4.8</b>
<b>81-90</b>	<b>5.4</b>
<b>91-100</b>	<b>6.0</b>

1. For trees over 100 cm. DBH, add 10 cm. to the TPZ for every one centimeter of DBH.
2. Roots can extend from the trunk to 2-3 times the distance of the drip line (~~see~~ Detail TP-1 (SCHEDULE 4) for further information).
3. Diameter at breast height (DBH) measurement of tree trunk taken at 1.37 metres above ground.
4. Tree Protection Zone distances are to be measured from the outside edge of the tree base towards the drip line and may be limited by an existing paved surface, provided the existing paved surface remains intact throughout the construction work.

## 2. Tree Protection Barriers - ~~See~~ Schedule 1 for further information.

Trees within or adjacent to a construction site must be protected during construction by means of a barrier installed in accordance with the table in section 1 and meet the following specifications:

- (a) Tree protection barriers must be erected prior to the commencement of any construction activity that may injure a tree on the site and are to remain in place throughout the entire duration of the project. The applicant shall notify the appropriate town department in writing prior to commencing any such activities to confirm that the tree protection barriers are in place.
- (b) The tree protection barriers specified herein must remain in a condition satisfactory to the town until all site activities including landscaping are complete.
- (c) Authorization from the appropriate town department must be obtained prior to the removal of tree protection barriers.
- (d) If some fill or excavated material must be temporarily located near the tree protection barrier, a wooden barrier must be used to ensure no material enters the TPZ.
- (e) A sign, provided by the town that is similar to the illustration below will be paid for by the application and mounted on one side of a tree protection barrier for the duration of the project.



## 3. Tree Protection Permit and or Agreement - Authorization from the Town

For trees covered under this procedure, written authorization from the town is required in the form of either a Tree Protection Agreement, or a Tree Protection Zone Encroachment Permit or a Tree Permit; and

The applicant is required to have a town approved tree service ([available on Oakville.ca](http://available.on.Oakville.ca)) raise the crown of all branches to provide adequate clearance for construction equipment.

### 3.1. Tree Protection Agreement (TPA)

The applicant is required to enter into a Tree Protection Agreement when construction activities take place outside of the TPZ area as determined by ~~Town Forester~~[the Director of Parks and Open Space](#) or designate. Should the town determine that a tree protection agreement is required, a tree protection agreement fee shall be charged to the applicant in accordance with the [town's annual rates and fees](#).~~established Town fees~~

### 3.2. Tree Protection Zone Encroachment Permit (TPZEP) - Schedule 2 (Application)

- (a) It is recognized that there are cases where existing or proposed utilities, capital infrastructure or buildings are located within the TPZ of a tree impacted by construction. The expectation is for the project design to respect the TPZ, however, in cases where the proposed construction impacts the area within the TPZ, the applicant shall demonstrate, with appropriate supporting documentation, that the impact on the structural integrity of the anchor roots will be within acceptable limits to avoid creating a hazardous tree.
- (b) A Tree Protection Zone Encroachment Permit is required when construction activities take place within the TPZ. An Application for TPZEP must be submitted to the Town of Oakville prior to anticipated construction start date. No other permit, agreement and/or consent issued by the town authorizes working inside the tree protection zone of a town tree.
- (c) An arborist must be present on site at all times when work is within the TPZ. The schedule of inspections must comply with Section 7 set out herein. Above ground clearance for overhanging branches in the work zone must be taken into consideration. The applicant is required to have a town approved tree service raise the crown of all branches to provide adequate clearance for construction equipment.
- (d) The town specifies the non-invasive methods of excavation including but not limited to air spade, hydro vac, hand digging to minimize the damage to the health and structure of the trees.
- (e) Root pruning in open trench methods of construction is required under the direction of - and along with - written approval of an arborist. The objective is to minimize severance of anchor roots, which provide upright support for the tree, thereby minimizing potential hazards.
- (f) Emergency repairs due to underground utilities are permitted to commence immediately. However, the utility company concerned is responsible for notifying the town as soon as possible when town trees are involved.

### 3.3. Tree Permit (TP)

Where the impact on the structural integrity of anchor roots is beyond acceptable limits and may cause a hazardous tree:

- (a) the tree may be removed in accordance with the applicable by-law; or
- (b) in the case of a town tree, the applicant shall bear the cost of the tree and stump removal as well as payment of the amenity value of the tree as calculated in accordance with the most recent International Society of Arboriculture's Guide for Plan Appraisal.

#### **4. Standards for Arborist Report**

An Arborist Report is required: where multiple trees are involved in a Capital Project, a Municipal Consent, and/or a planning application; and an Arborist Report is mandatory to initiate a Tree Protection Zone Encroachment Permit or a Tree Protection Agreement.

Arborist report must be signed by a Registered Professional Forester as defined in the *Ontario Professional Foresters Act* where the construction has a potential impact on woodlands.

An Arborist Report shall be prepared by an Arborist and must include but is not limited to the following:

- (a) Species referenced to municipal address, ownership and location through an accurate plotting and identification of all trees on the plan in accordance with Schedule 3;
- (b) Diameter at breast height (DBH), measured in centimetres at 1.37 metres above ground level;
- (c) Crown spread (Drip Line), measured in metres;
- (d) Tree health/disease;
- (e) Soil compaction inside the TPZ using methods approved by the town;
- (f) Tree risk assessment for trees deemed hazardous as assessed by the arborist, must be provided in accordance with “ Best management Practices, Tree Risk Assessment, International Society of Arboriculture” as revised from time to time, including a photographic record of each tree as required by the town; and
- (g) For each tree identified as being preserved and each tree recommended for removal, the valuation as determined by the most recent International Society of Arboriculture’s Guide for Plant Appraisal.

The town may request additional information in an arborist report for Capital projects, Municipal Consents, and planning applications at the discretion of the town.

#### **5. Standards for Tree Protection Plan(s) - See Schedule 3**

A Tree Protection Plan is required for site plan and site alteration applications at the determination of the town. Such plans shall include but are not limited to the following:

- (a) Accurate plotting and identification of all trees on the plan in accordance with Schedule 3;
- (b) Crown spread, measured in metres on a drawing indicating the appropriate scale, showing extent of tree foliage covering the lot;
- (c) Approved Grading plan. This requires collaboration of the applicant’s engineering and arboricultural consultants;
- (d) Approved servicing plan indicating water, sewer/storm, hydro, gas, bell, cable and any other impacted utility. This requires collaboration of the applicant’s engineering and arboricultural consultants;
- (e) Tree protection zone (TPZ) limits;
- (f) In accordance with the Tree Protection Barrier requirements - Schedule 1;
- (g) Appropriate signatures in accordance with the Tree Protection Plan - Schedule 3; and

- (h) The name and contact information for the arborist responsible for monitoring the implementation of the plan.

The town may request additional information in the tree protection plan for planning applications at the discretion of the town.

## **6. Securities for Tree Protection**

Where tree protection measures are required as a condition of any agreement, approval or permit, the town will require securities to secure the protection of trees. The required securities, as determined by the town shall be held by the town for a period specified by the town. Early release of securities may occur provided the town is satisfied that the tree has not been damaged. Applicants requesting for the early release/reduction of securities or final release shall submit for approval an Audit from an arborist certifying that the tree is in a state of vigorous health and has not been injured or destroyed as a result of the construction activities in accordance with section 7 below.

## **7. Tree Protection Audits**

Tree Protection Audits prepared by an arborist are required for all trees present or adjacent to a construction site when activity, or the potential for activity, takes place within the TPZ. A schedule of audits by an arborist will be specified at the discretion of the town and shall consist of a minimum of three written site inspection reports. These tree protection audits shall include the following:

- (a) Tree Impact Evaluation:
  - i. Disturbances which occurred within TPZ
  - ii. Excavation distance from the trunk and depth of excavations (e.g. grade changes, underground utilities, pavement section, footings, foundations, etc.)
  - iii. A soil compaction comparison to preconstruction condition
  - iv. Distance and diameter of any severed structural roots (greater than one inch in diameter) to the trunk
- (b) Mitigation process and costs:
  - i. Pruning, irrigation, fertilization, and mulching requirements
- (c) Tree Hazard mitigation, if applicable
- (d) Tree replanting program, if applicable
- (e) Soil amendments (e.g. soil aeration, soil removal and replacement, etc.)
- (f) Recommendations for removal of severely damaged or hazardous trees
- (g) Provide photographic records where appropriate

## **8. Compliance with this Procedure**

Failure to comply with this procedure may result in one or more of the following:

- (a) An Order to Comply
- (b) Loss of security in whole or in part
- (c) Prosecution under an applicable by-law
- (d) Additional remedial costs as determined by the town

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## References and related documents

Town Tree Protection By-law  
~~Private Tree Protection By-law~~  
Site Alteration By-law  
Halton Region's Tree By-Law # 121-05  
Healthy Green Space for Public Lands Report  
Environmental Sustainability Policy

## Definitions

Arborist – means a person who has graduated from an accredited college or university with a diploma or degree in Urban Forestry, Arboriculture or equivalent and satisfies at least one of the following requirements:

- (a) is certified by the Ontario Training and Adjustment Board or the International Society of Arboriculture;
- (b) is currently accepted as consulting arborist with the American Society of Consulting Arborists;
- (c) is a Registered Professional Forester (RPF) as defined in the Professional Foresters Act, 2000, S.O. 2000, c. 18; or
- (d) has comparable qualifications to those set out under clauses (a) to (c) above as approved by the Designated Official.

Hazardous Tree – means a tree that is destabilized or structurally compromised such that it poses a potential safety concern to property or life.

Woodlands – means as defined in the Halton Region Tree By-Law 121-05, as may be amended or replaced, namely: an area of land with at least: 1000 trees, of any size, per hectare or 500 such trees per 0.5 hectare; 750 trees, measuring over five (5) centimetres in diameter at DBH, per hectare or 375 such trees per 0.5 hectare; 500 trees, measuring over twelve (12) centimetres in diameter at DBH, per hectare or 250 such trees per 0.5 hectare; or 250 trees, measuring over twenty (20) centimetres in diameter at DBH, per hectare or 125 such trees per 0.5 hectare; but does not include: an active cultivated fruit or nut orchard; a plantation established for the purpose of producing Christmas trees; a plantation specifically planted and maintained for the purpose of harvesting as certified in writing by an Officer based on field inspection and investigation; a tree nursery, or a narrow linear strip of trees that defines a laneway or a boundary between fields.

## **Responsibilities**

1. It is the responsibility of the Forestry Section, Parks and Open Space department to ensure that applicants are in compliance with the Tree Protection policy & procedure in relation to town trees in driveway applications, road cut applications, Capital projects and park access applications.
2. It is the responsibility of the Development Engineering department to ensure that applicants are in compliance with the Tree Protection Policy and related procedures in relation to trees in planning applications.

## **Appendices**

Schedule 1 – Tree Protection Barrier

Schedule 2 – Application for Tree Protection Zone Encroachment Permit

Schedule 3 – Tree Protection Plan Form

Schedule 4 – Detail TP1

# Progressive Enforcement

Procedure number: MS-REG-001-004  
 Parent policy number: MS-REG-001  
 Section: Municipal services  
 Sub-section: [Regulatory services]  
 Author(s): Municipal Enforcement Services  
 Authority: CAO  
 Effective date: 2016-11-14  
 Review by date: 2021  
 Last modified: [Click or tap to enter a date]

## Purpose statement

The Corporation of the Town of Oakville (Town) supports compliance-based enforcement of municipal by-laws. The purpose of this procedure is to provide guidelines for by-law enforcement that include a range of options to achieve compliance with progressive escalation when required.

## Scope

This procedure applies to all enforcement actions taken by Town of Oakville Municipal Law Enforcement Officers (MLEO) or any other staff involved in enforcement activity.

## Procedure

Enforcement action should be undertaken on a continuum, starting with public education on by-law requirements to encourage voluntary compliance, progressing to warnings and finally to the pursuit of various penalties if the violation continues (i.e., administrative penalties, tickets, and charges under Part III of the Provincial Offences Act).

### Voluntary compliance

Voluntary compliance is the initial step in the progressive enforcement process. Voluntary compliance is primarily achieved through education and outreach programs that aim to raise awareness among residents and businesses about applicable by-laws, their intent and purpose, and how compliance can be achieved.

Promoting compliance can take various forms including:

- Providing education information pamphlets or material to businesses and residents including web-based information and social media
- Meeting with residents, resident groups and businesses to discuss compliance
- Speaking at public venues or schools
- Referring appropriate matters to community mediation services

Complaint and risk based investigations

Even with a strong voluntary compliance program in place, violations may still happen, requiring MLEO to investigate based on complaints and risk assessments. Complaints need to include information about the person making the complaint, and anonymous complaints will only be looked into if there is an urgent safety concern. Investigations must be approached on a case-by-case basis, keeping in mind that collected evidence may need to be presented in court. Following proper investigative procedures and gathering evidence in accordance with the law is crucial, always ensuring the integrity of the investigation.

Reasonable, transparent and proportionate enforcement

The investigative process relies on enforcing principles of reasonableness, transparency, and appropriate enforcement. The MLEO involved in an investigation must ensure that their actions are fair, impartial, and legally justified. Consistency and impartiality are crucial to maintain public trust in the enforcement process.

To achieve this, the MLEO needs a clear understanding of relevant regulations and potential outcomes if a violation is proven. This involves knowing applicable laws, policies, and procedures guiding their investigative actions.

**Priority levels**

Each complaint will be individually evaluated, assigned a priority level as set out below, and handled in accordance with the appropriate standard operating procedure. This approach aims to optimize resource allocation, maintain a high level of service excellence, and ensure timely and effective responsiveness.

Priority*	Examples**
<p><b>High</b></p> <p>➤ Alleged by-law violation may pose an adverse impact to residents, visitors, businesses/property or environment.</p>	<p>➤ Emergency property standards and lot maintenance issues</p> <p>➤ Municipal right of way safety concerns</p>
<p><b>Medium</b></p> <p>➤ Alleged by-law violation affects the reasonable enjoyment of individuals but does not present an immediate risk to residents, visitors, businesses/property or environment.</p>	<p>➤ Noise complaints- construction or party noise</p> <p>➤ Health and safety complaint related to a business</p> <p>➤ Zoning By-Law Investigation</p>

<p><b>Low</b></p> <ul style="list-style-type: none"> <li>➤ Alleged by-law violation has no direct impact on the complainant or the general health and safety of residents, visitors, businesses/property or environment.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Property standards- drainage, derelict vehicle</li> <li>➤ Noise complaints- barking dog, waste pickup</li> <li>➤ Nuisance - dust, light</li> <li>➤ Zoning investigations</li> </ul>
<p><b>Parking***</b></p> <ul style="list-style-type: none"> <li>➤ Parking violations in accordance with relevant by-laws.</li> </ul>	<ul style="list-style-type: none"> <li>➤ School zone parking concerns</li> <li>➤ Fire route parking concerns</li> <li>➤ Zoning parking concerns</li> </ul>

\*Priority levels can be subject to modifications based on regulatory changes.

\*\*The examples provided are solely intended for illustrative purposes and are not meant to be an exclusive list and other similar scenarios, situations, or entities may exist that are not explicitly mentioned.

\*\*\* Parking investigations will be conducted based on the severity of the violation, available resources and when deemed to be legitimate.

### Considerations to obtain compliance

When determining the most appropriate response to obtain compliance with a by-law, several factors are typically considered by a MLEO.

#### History

Any history of repeated offences regarding the same or similar violations is taken into account, including the severity of any previous violations. The MLEO will also consider previous instances of non-compliance that have been corrected both before and after the issuance of administrative penalties/tickets or before or after court proceedings.

#### Intent

When considering intent, the MLEO must consider whether the violator knowingly contravened the by-law or if the violation was unintentional or inadvertent. This consideration may be relevant in determining the appropriate enforcement action and the severity of any penalties or fines issued.

#### Reasonable prospect of a conviction

If there is no reasonable prospect of a conviction, the MLEO may decide not to pursue the case further. This decision could be based on a variety of factors, including the strength of the evidence, the nature/seriousness of the alleged violation, and the resources required to pursue the case.

In all investigations, the MLEO may choose to issue a warning or take other non-punitive measures to address the non-compliance, even if there is no reasonable prospect of a conviction. The goal in these cases is still to promote compliance with the by-law, even if a conviction is not possible.

General practice of communication During the investigation, the MLEO typically adhere to the following approach when communicating with a complainant:

1. Initial contact: The MLEO will provide an overview of the investigation process and any requirement of the complainant.
2. Follow-up contact: The MLEO will reach out to the complainant as needed to resolve the investigation.
3. Final contact: At the end of the investigation, the MLEO will share the results and offer any additional guidance with the complainant.

The form of communication (in person, telephone, email) used by the MLEO will depend on the investigation type. Some low priority investigations and parking investigations may not be required to follow this approach and rely on system generated notifications.

A MLEO shall not disclose any confidential information including personal information gained in the performance of their duties except as required for prosecution purposes or otherwise as legally authorized.

### Meritless complaints

In situations where meritless complaints (as outline in the [Town of Oakville's Customer Conduct Procedure](#)) are received the Director of Municipal Enforcement Services or designate is given the discretion to decide on an appropriate level of response.

In making this decision the following criteria will be considered:

- Does the complaint deal with safety concerns
- Does the division have available resources to respond to the concerns
- What are the potential impacts on the complainant
- What are the potential impacts of not responding
- What are the potential impacts on the neighborhood
- Does the complaint appear to be frivolous or vexatious

The resulting level of response by staff may include acting on some or all of the complaints, not acting on the complaints, or responding to some or all of the complaints as resources are available.

### **Dealing with Children under 16 Years**

The *Provincial Offences Act* regulates how a Young Person is to be dealt with when issuing charges. Interacting with a Young Person for enforcement related concerns can

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create health and safety concerns. In order to ensure all of our interactions are conducted in the safest manner possible, the following criteria will help to guide officer interactions with a Young Person

1. Officers will not issue charges to a Young Person;
2. Once an officer identifies that they are dealing with a Young Person they will discontinue the conversation and, if necessary, contact the Young Person's parent or guardian;
3. If an officer is responding to a call involving Young Persons, Halton Regional Police (HRP) are required to be in attendance and any enforcement action will be taken by the HRP;
4. An officer will not correspond directly to a Young Person, any correspondence should be addressed to the parent or guardian; and
5. Any required meetings with a Young Person will only be held in the company of the parent or guardian.

## References and related documents

Regulatory Services Policy  
*Provincial Offences Act*  
Coyote Education and Response Procedure  
Administrative Penalties Procedure

Customer Conduct Procedure

## Definitions

Frivolous – means a complaint that is reasonably perceived by the town to be (a) without reasonable or probable cause (b) without merit or substance, or (c) trivial.

Officers – is a law enforcement professional who is responsible for enforcing municipal bylaws, regulations, and policies.

Young Person(s) – as defined in the *Provincial Offences Act*

Vexatious – means a complaint that is frivolous and which is pursued in a manner that is reasonably perceived by the town to be (a) malicious (b) intended to embarrass or harass the recipient, or (c) intended to be a nuisance.

## REPORT

### Council

Meeting Date: April 29, 2024

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**FROM:** Clerk's Department

**DATE:** April 16, 2024

**SUBJECT:** Application to Conduct Charitable Lottery Events – Centre for Diverse Learners

**LOCATION:**

**WARD:** Town-wide

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#### RECOMMENDATION:

That the request from Centre for Diverse Learners to conduct charitable lottery events in the Town of Oakville be approved.

#### KEY FACTS:

The following are key points for consideration with respect to this report:

- All first-time applicants are required to be approved by the Council of the municipality in which the event is to be held.
- The applicant complies with all licensing requirements.

#### BACKGROUND:

Under the Lieutenant Governor of Ontario's Order in Council 208/2024 as amended, all first-time applicants seeking permission to conduct lottery events are required to be approved by the Council of the municipality in which the event is to be held. Once Council has approved the original application, staff is then authorized to approve all renewals without further referral to Council.

#### COMMENT/OPTIONS:

Centre for Diverse Learners has applied for permission to conduct charitable lottery events to expand their programming in Oakville. They plan to provide awareness and to continue to foster support for neurodiverse individuals through their programs. They support parents with navigating the overwhelming special education system to ensure children receive the support they need. This much needed financial support will benefit the organization and their ability to successfully serve the Oakville community. Staff has checked the documentation provided by the applicant and found it to comply with the licensing requirements for the Province

of Ontario and the Town of Oakville. Staff has reviewed the charity's by-laws, financial statements and mandate and has found them to be in compliance with AGCO and OLG requirements. It is therefore recommended that Council approve this request to conduct lottery events.

**CONSIDERATIONS:**

**(A) PUBLIC**

Local charitable and not-for-profit organizations use lottery licensing to raise funds that are used to benefit the community.

**(B) FINANCIAL**

There is no financial consideration to the Town.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Lottery licensing is provided by the Clerk's Department under the regulations established by the Province. There is no impact on other departments.

**(A) CORPORATE STRATEGIC PRIORITIES**

This report addresses Council's strategic priority of Community Belonging.

**(B) CLIMATE CHANGE/ACTION**

There is no impact.

**APPENDICES:**

Appendix A: Letter of request from Centre for Diverse Learners

Prepared and Recommended by:  
Neil Gallant Corporate Records, FOI & Lottery Coordinator

Submitted by:  
Vicki Tytaneck Town Clerk



## Cover Letter

I am writing this letter as the Executive Director of the Centre for Diverse Learners (CDL), a longstanding community organization with roots dating back to 1967 and officially incorporated in 1997. CDL was established in response to a significant lack of support in the community for youth with learning disabilities and continues to be the largest support network for neurodiverse youth in the Halton-Hamilton area.

Over the years, CDL has provided essential services to Oakville's diverse learner community, offering targeted tutoring services in literacy, numeracy, social-emotional skills, executive functioning, employment, and advocacy skills for both diagnosed and undiagnosed children and youth with learning disabilities, ADHD, and level 1 Autism. Our commitment extends beyond direct services, encompassing support for parents, caregivers, educators, and the community at large through workshops, newsletters, information sharing, and an annual conference focused on increasing awareness and fostering support for neurodiverse individuals. We also offer support to help parents navigate a special education system that can be overwhelming to ensure their child receives the support they need in the school system.

However, one persistent challenge we face, as an organization, is the inconsistency in funding, which primarily relies on project and program-based initiatives. This financial instability hinders our ability to maintain and expand the vital services we provide to the Oakville community. We believe that obtaining a lottery license and establishing a charity-operated bingo will offer CDL a stable base level of funding. This financial support is essential to ensure the continued success of our organization and our ability to serve the Oakville community effectively.

We kindly request the council's consideration and support in granting CDL the lottery license, which will empower us to consistently and effectively meet the needs of the Oakville community. Your support will contribute to the sustainability of CDL and enhance our capacity to positively impact the lives of those we serve.

Best,

Alison Brindle

**PLEASE LIST PERSONS OR AGENTS TO BE NOTIFIED OF COUNCIL'S DECISION**

**Meeting Type:** Council

**Report Title:** Application to Conduct Charitable Lottery Events – Centre for Diverse Learners

**Meeting Date:** April 29, 2024

**Report Writer:** Neil Gallant      **Extension:** 6030

<b>MAIN PERSON/CONTACT</b>	Carolyn Rankin-Boutin
<b>Company Name</b>	Centre for Diverse Learners
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<b>PERSON/CONTACT</b>	
<b>Company Name</b>	
<b>Email Address</b>	
<b>Street Address if no email</b>	

## REPORT

### Council

Meeting Date: April 29, 2024

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**FROM:** Clerk's Department

**DATE:** April 16, 2024

**SUBJECT:** Application to Conduct Charitable Lottery Events – Canadian Croatian Choral Society

**LOCATION:**

**WARD:** Town-wide Page 1

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#### RECOMMENDATION:

That the request from Canadian Croatian Choral Society to conduct charitable lottery events in the Town of Oakville be approved.

#### KEY FACTS:

The following are key points for consideration with respect to this report:

- All first-time applicants are required to be approved by the Council of the municipality in which the event is to be held.
- The applicant complies with all licensing requirements.

#### BACKGROUND:

Under the Lieutenant Governor of Ontario's Order in Council 208/2024 as amended, all first-time applicants seeking permission to conduct lottery events are required to be approved by the Council of the municipality in which the event is to be held. Once Council has approved the original application, staff is then authorized to approve all renewals without further referral to Council.

#### COMMENT/OPTIONS:

Canadian Croatian Choral Society has applied for permission to conduct charitable lottery events to expand their programming in Oakville. They are committed to fostering a vibrant, enthusiastic choral community for members of all ages and cultural backgrounds to perform together. They plan to provide free concerts to those who are unable to attend regular performances. This much needed financial support will benefit the organization and their ability to successfully serve the Oakville community. Staff has checked the documentation provided by the applicant and found it to comply with the licensing requirements for the Province of Ontario

and the Town of Oakville. Staff has reviewed the charity's by-laws, financial statements and mandate and has found them to be in compliance with AGCO and OLG requirements. It is therefore recommended that Council approve this request to conduct lottery events.

**CONSIDERATIONS:**

**(A) PUBLIC**

Local charitable and not-for-profit organizations use lottery licensing to raise funds that are used to benefit the community.

**(B) FINANCIAL**

There is no financial consideration to the Town.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Lottery licensing is provided by the Clerk's Department under the regulations established by the Province. There is no impact on other departments.

**(D) CORPORATE STRATEGIC PRIORITIES**

This report addresses Council's strategic priority of Community Belonging.

**(E) CLIMATE CHANGE/ACTION**

There is no impact.

**APPENDICES:**

Appendix A: Letter of request from Canadian Croatian Choral Society

Prepared and Recommended by:  
Neil Gallant Corporate Records, FOI & Lottery Coordinator

Submitted by:  
Vicki Tytaneck Town Clerk



# CANADIAN CROATIAN CHORAL SOCIETY



March 14, 2024

Lottery - Clerk's Department  
Town of Oakville,  
225 Trafalgar Road,  
Oakville, ON L6H 0H3

Dear Lottery Licensing Officer,

On behalf of the Canadian Croatian Choral Society (CCCS), I am submitting the Eligibility Questionnaire and the documents required for lottery license eligibility review requesting the Council to approve our application to conduct and manage charitable gaming events in the Town of Oakville.

The proposed use of lottery revenues will be used for operating costs, purchase of new music arrangements, and concert costs including venue rental, programs, video, etc.

### **Brochure**

The CCCS does not have a brochure. Instead, are attached concert programs from our 2019 and 2023 spring concerts. In addition, details on our organizational mandate are included below:

### **Who We Are**

Members of the CCCS come from all backgrounds, drawn together by a love of performing choral and other music, including classical, sacred, folk and contemporary. In addition to works from Croatia's rich musical heritage, we also sing in English, French, Latin, German, Italian, Japanese and Greek. New members of all ages are warmly welcomed, and aside from a love of singing, no formal musical training is required and members do not need to speak any language other than English.

Led by Artistic Director Mia Milicevic and supported by Accompanist & Music Arranger, Adam Mezgec, the CCCS was established in 2013 under the artistic direction of Edward Mavrinac. Choir members rehearse weekly in person and virtually to learn new works, blend their voices to produce their uplifting sound and prepare for large annual Spring and Christmas concerts, smaller festival performances, special events and volunteer and provide free performances/sing-alongs at seniors' and long-term care residences in Oakville and across the GTA.

### **Our Mission**

We are committed to fostering a vibrant, enthusiastic choral community for members of all ages and cultural backgrounds and building a legacy of love for choral music by encouraging and developing future generations of choristers.

**Our purpose is to:**

1. advance the public's appreciation of the arts by providing high-quality performances of choral works and providing free concerts for those who cannot attend our regular performances.
2. advance education by providing one scholarship (Merit Award) each year to help a student study music at the post-secondary level.

Should you have any other questions or need additional information, please contact me by email at [hilde@cccschoir.com](mailto:hilde@cccschoir.com).

Kindest regards,

A handwritten signature in black ink, appearing to read "Hilde Fuchs". The signature is fluid and cursive, with the first name "Hilde" being more prominent than the last name "Fuchs".

Hilde Fuchs  
Director, Policy and Grants

**PLEASE LIST PERSONS OR AGENTS TO BE NOTIFIED OF COUNCIL'S DECISION**

**Meeting Type:** Council

**Report Title:** Application to Conduct Charitable Lottery Events – Canadian Croatian Choral Society

**Meeting Date:** April 29, 2024

**Report Writer:** Neil Gallant      **Extension:** 6030

<b>MAIN PERSON/CONTACT</b>	Hilde Fuchs
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<b>PERSON/CONTACT</b>	
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<b>PERSON/CONTACT</b>	
<b>Company Name</b>	
<b>Email Address</b>	
<b>Street Address if no email</b>	

## REPORT

### Council

Meeting Date: April 29, 2024

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**FROM:** Finance Department

**DATE:** April 16, 2024

**SUBJECT:** 2023 Financial Results and Surplus Disposition

**LOCATION:**

**WARD:** Town-wide

Page 1

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**RECOMMENDATION:**

1. That the transfers to and from the Reserves and Reserve Funds and transactions contained in the report dated April 16, 2024 from the Finance department be approved.
2. That the \$13.42 million surplus less any required adjustments be transferred to the Capital Reserve.
3. That a new discretionary reserve fund, titled Rental Housing Protection reserve fund, be established for cash-in-lieu contributions related to the Rental Housing Protection by-law.
4. That the 2024 capital budget be amended to add a new project with a budget of \$1,647,000 funded from the Capital Reserve for Lions Valley slope remediation.

**KEY FACTS:**

The following are key points for consideration with respect to this report:

- The Financial Results report presents the town's financial activities from January 1, 2023 to December 31, 2023.
- The total town variance after reserve transfers is \$13.42 million favourable or 5.6% of the tax levy.
- Total capital expenditures of \$112.3 million have been incurred year to date.
- A total of 54 capital projects have been identified for closure this period resulting in \$2.25 million being returned to reserves and reserve funds.
- A total of 10 tendered contracts and 3 single source awards in excess of \$100,000 were awarded during this period.
- Headline inflation in Canada has been easing since it hit a high of 8.1% in June 2022. Inflation ended 2022 at a 6.3% year over year, and declined to 3.4% in December 2023. The impact on capital projects has begun to

moderate as well, with the non-residential Construction Price Index rising 5.5% in 2023 compared to increases between 14%-15% in both 2021 and 2022. There remains uncertainty and upside risk, as inflation is taking longer than expected to come down to the target range of 1%-3%, resulting in the Bank of Canada holding interest rates at elevated levels.

**BACKGROUND:**

This report provides an update regarding the town's financial activities from January 1, 2023 to December 31, 2023 and covers all financial matters including operating budget, capital budget, reserve and reserve fund balances, investment and trust funds, and purchasing activities. Based on the unaudited financial results, most town programs have a favourable variance. This is primarily due to savings in personnel costs and higher revenues, though savings have been recognized in several other areas as well.

**COMMENT/OPTIONS:****OPERATING BUDGET**

The total town variance after policy related and recommended reserve transfers is \$13.42 million favourable or 5.6% of the tax levy for this period.

(\$ Millions)	2023	2023	2023
	Annual Budget	Year-end Actuals	Variance to Budget (\$)
Emergency Services	43.20	44.23	(1.03)
Road Network	29.83	27.52	2.31
Oakville Transit	33.72	30.46	3.26
Recreation and Culture	21.05	16.85	4.20
Parks and Open Spaces (incl. Cemetery and Harbours)	21.90	20.93	0.97
Oakville Public Library	11.65	11.45	0.20
Community Development	4.36	5.16	(0.81)
Political Governance	4.20	4.04	0.16
Municipal Enforcement (incl. Parking)	2.41	1.36	1.06
Corporate Support Services	36.05	35.14	0.91
<b>Total Program Variance</b>	<b>\$ 208.37</b>	<b>\$ 197.15</b>	<b>\$ 11.22</b>
Corporate Hearings & Litigation	0.50	0.36	0.14
Corporate Revenue & Expenses	(208.87)	(212.49)	3.62
<b>Town Variance before transfers</b>	<b>\$ -</b>	<b>\$ (14.98)</b>	<b>\$ 14.98</b>
<b>Policy Related and Recommended Transfers for Programs:</b>			
Transfer Tax Appeal Allowance (to)/from Tax Stabilization Reserve			(0.75)
Transfer Oakville Public Library surplus (to)/from Tax Stabilization Reserve			(0.20)
Transfer (to)/from Storm Event Reserve			(0.05)
Transfer (to)/from Building Enterprise Reserve			1.45
Transfer (to)/from Cemetery Reserve			(0.22)
Transfer (to)/from Harbours Reserve fund			(0.73)
Transfer (to)/from Parking Reserve fund			(1.04)
Transfer (to)/from Election Reserve			(0.02)
<b>Total Town Variance after transfers</b>			<b>\$ 13.42</b>

Note: Totals and subtotals in this and subsequent charts and tables may not add exactly due to rounding.

As shown above, total Program Variance is \$11.22 million favourable primarily due to personnel savings and higher revenues in Transit and Recreation and Culture. The favourable variance in Corporate Revenue & Expenses is primarily attributed to higher investment income and supplementary taxes. Corporate Revenue & Expenses also includes an adjustment of \$0.75 million for a reduction in the tax appeal allowance. The province has not moved forward with a property reassessment as planned in 2021 and has continued to pause reassessment for 2022-2024. As a result, the town's estimate of future assessment appeal losses on existing assessment has been reduced, as any property that has already appealed their current value is not able to re-appeal, as per the Assessment Act legislation and the Assessment Review Board's (ARB) rules. Therefore, the majority of

challenges from the last assessment have been completed and, until there is a new reassessment, only properties that have not appealed their assessment prior, properties with changes, or new properties on the roll can appeal. If there are new appeals for 2024, they cannot be retroactive. Once the province recommences reassessments, town staff expect an increase in appeals and are therefore recommending that the savings experienced now should be set aside to be used, if needed, when the allowance will need to be increased.

The total Program variance combined with Corporate Hearings & Litigations and Corporate Revenues & Expenses shows a total town variance before transfers of \$14.98 million favourable.

### **Reserve Transfers**

Further to the information provided in the previous section on the tax appeal allowance, staff recommend that \$0.75 million be transferred to the Tax Stabilization reserve to be available in future years for tax appeals, if needed.

Town staff are also recommending that the savings in winter control be transferred to the Storm Event reserve and the surplus for the Oakville Public Library be transferred to the Tax Stabilization reserve.

Legislation requires any surplus/shortfall generated from building permit revenues to be transferred to/from the Building Enterprise Reserve resulting in a transfer from the reserve of \$1.45 million given lower building permit revenues. Town policy is to balance any surplus/deficit for Cemeteries, Harbours, Parking, and Election to their own program specific reserves. Town staff are recommending that surpluses in Cemeteries, Harbours, Parking and Election be transferred to their respective reserves and reserve funds as normal at year-end. After all policy related and recommended transfers, the total Town variance after transfers is \$13.42 million favourable representing 5.6% of the tax levy.

Usual practice would be to recommend that the surplus be transferred to the Tax Stabilization Reserve; however, the balance in this reserve is healthy (\$70.8 million) and above the GFOA recommended levels. Therefore, town staff are recommending that the surplus be transferred to the General Capital Reserve given the size of the capital program. The 2024 capital program of \$188.2 million and the ten-year capital forecast of \$2.2 billion are substantial. Furthermore, inflation and rising costs have proved challenging for capital projects that are at the procurement stage as supply chain and commodity volatility have had a major impact on pricing. The recommendation to transfer the surplus to the General Capital Reserve will ensure that our capital program remains strong.

**Program Variance – by revenue/expense type**

The total program variance is \$11.22 million favourable and the most significant variances to budget by expense and revenue type are discussed below.

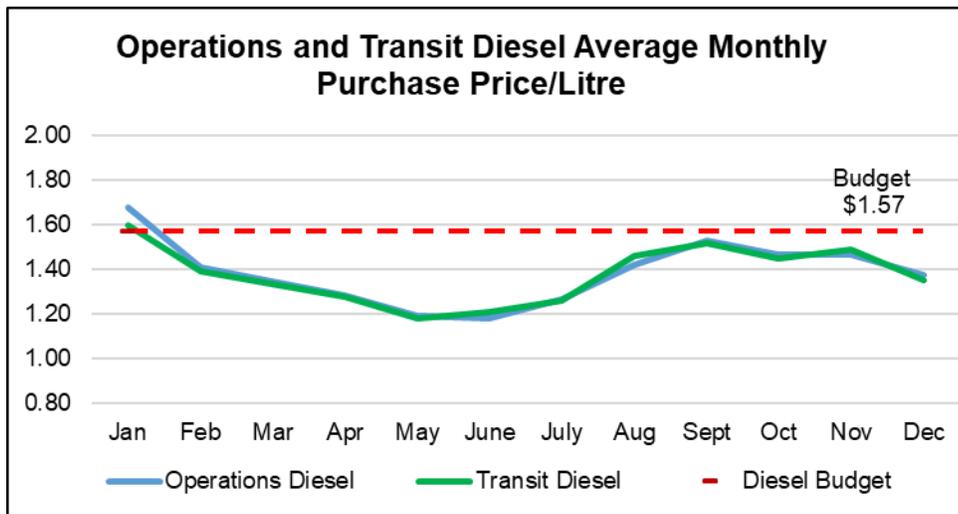
(\$ Millions)	2023 Annual Budget	2023 Year-end Actuals	2023 Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	183.98	177.35	6.62
Materials & Supplies	27.33	25.87	1.46
Capital out of Operations	0.34	0.45	(0.11)
Purchased Services	44.49	42.63	1.86
Payments & Grants	6.27	6.46	(0.19)
Internal Expenses & Transfers	43.95	44.20	(0.25)
<b>Total EXPENSES</b>	<b>\$ 306.36</b>	<b>\$ 296.97</b>	<b>\$ 9.39</b>
<b>REVENUES</b>			
External Revenues	(71.53)	(76.47)	4.94
Internal Recovery & Fund Transfers	(26.46)	(23.35)	(3.11)
<b>Total REVENUES</b>	<b>\$ (97.99)</b>	<b>\$ (99.82)</b>	<b>\$ 1.83</b>
<b>Total Programs</b>	<b>\$ 208.37</b>	<b>\$ 197.15</b>	<b>\$ 11.22</b>

Personnel Services & Benefits - \$6.62 million favourable. The savings are higher than normal primarily due vacancies in various programs. While the town continues to experience some areas of challenge in attracting talent due to the demand for skilled workers being much greater than the supply, the town’s HR team is noticing a trend towards stabilization. Pre-pandemic the town’s average turnover rate averaged about 3-5% and over the last few years that has increased to 7.6%, with last year at 9.7%.

The town’s turnover is beginning to trend downward. The 2023 turnover came in at 6.3% slightly lower than the Q3 projection of 7%. While higher than normal for Oakville, this is not nearly as high as reported in a recent Mercer and McLean and Company survey, which had turnover projecting between 15% and 18% for other companies. The town budgeted \$0.85 million for corporate gapping for staff turnover and vacancies, and this has been increased to \$1.82 million in the adopted 2024 budget to reflect expected trends.

Given the town’s staffing demographics, the retirement bubble has peaked. Part time positions also continue to be a challenge to fill but is improving over last year. Mitigation efforts, including marketing and branding initiatives to support a more active recruitment strategy, as well as increased staffing resources to keep up with recruitment administration and outreach are being rolled out in 2024. The recent changes in the CUPE collective agreements related to vacation service and market rates are expected to make an impact on recruitment and retention where talent is scarce.

Materials & Supplies - \$1.46 million favourable. This is primarily attributed to savings in fuel due to lower fuel rates. Staff continued to monitor fuel rates very closely during 2023, particularly diesel which is the primary fuel used by the town. As shown below, the Operations and Transit diesel rates trended below the budgeted rate for the majority of the year. In light of the province's extension of the gas and fuel tax cut, the Mayor's proposed 2024 budget included a \$0.31 million reduction to the fuel budget which was also included in the 2024 adopted budget to address the trend of lower fuel rates.



Note: The different rates between the two departments is due to changes in the rates based on the timing of the fuel purchases.

Purchased Services - \$1.86 million favourable. This is primarily attributed to savings associated with the Automated Speed Enforcement (ASE) program due to the delay in program implementation, as well as some savings in training and development and software maintenance.

External Revenue - \$4.94 million favourable. This is primarily attributed to higher Transit revenue with actual ridership figures being higher than budgeted, higher Recreation and Culture revenue from additional ice and room rentals, and higher Parking revenue from parking fees and fines.

Internal Recovery & Fund Transfers - \$3.11 million unfavourable. This is primarily attributed to Tax Stabilization funding budgeted for temporary items such as increased air handling volume and additional touchpoint cleaning at town facilities, funding for the Transit free ride program for youth and seniors, funding for the four temporary Mobile Compliance Officers and funding for the HR contract positions and the Talent Strategy initiative. Given the overall town surplus, the Tax Stabilization funding for these items was not needed resulting in this unfavourable variance.

**Program Variance – by program**

The most significant variances to budget by program area are discussed below. Appendix A provides more detail of the projected variance by program area.

**Emergency Services - \$1.03 million unfavourable**

The variance shown below is primarily due to personnel services for overtime and for early hire of new recruits to mitigate overtime and stand-in pay due to sick leaves. The Oakville Fire and Finance teams meet on a monthly basis to review the status and forecast of overtime, sick leave, WSIB and long-term disability to look for opportunities for cost containment and mitigation strategies.

(\$ Millions)	2023	2023	2023
	Annual Budget	Year-end Actuals	Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	38.53	39.31	(0.78)
Materials & Supplies	0.86	1.06	(0.20)
Capital out of Operations	0.02	0.04	(0.03)
Purchased Services	1.93	2.05	(0.13)
Payments & Grants	0.05	0.04	0.01
Internal Expenses & Transfers	2.40	2.41	(0.01)
<b>Total EXPENSES</b>	<b>\$ 43.78</b>	<b>\$ 44.92</b>	<b>\$ (1.14)</b>
<b>REVENUES</b>			
External Revenues	(0.56)	(0.65)	0.10
Internal Recovery & Fund Transfers	(0.03)	(0.04)	0.01
<b>Total REVENUES</b>	<b>\$ (0.59)</b>	<b>\$ (0.69)</b>	<b>\$ 0.10</b>
<b>Total Emergency Services</b>	<b>\$ 43.20</b>	<b>\$ 44.23</b>	<b>\$ (1.03)</b>

**Community Development - \$0.81 million unfavourable**

The variance shown below is primarily due to lower building permit revenue partially offset by personnel savings as the town continues to look to fill vacant positions.

(\$ Millions)	2023	2023	2023
	Annual Budget	Year-end Actuals	Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	15.13	14.18	0.94
Materials & Supplies	0.08	0.05	0.03
Capital out of Operations	0.01	0.00	0.01
Purchased Services	0.56	0.62	(0.06)
Payments & Grants	0.14	0.11	0.03
Internal Expenses & Transfers	13.08	13.08	0.00
<b>Total EXPENSES</b>	<b>\$ 29.01</b>	<b>\$ 28.05</b>	<b>\$ 0.96</b>
<b>REVENUES</b>			
External Revenues	(22.49)	(20.66)	(1.83)
Internal Recovery & Fund Transfers	(2.16)	(2.22)	0.06
<b>Total REVENUES</b>	<b>\$ (24.65)</b>	<b>\$ (22.88)</b>	<b>\$ (1.76)</b>
<b>Total Community Development</b>	<b>\$ 4.36</b>	<b>\$ 5.16</b>	<b>\$ (0.81)</b>

Corporate Support Services - \$0.91 million favourable

The variance shown below is primarily due to personnel savings for various vacancies as the town continues to look to fill vacant positions. The overall favourable variance also includes a \$0.62 million unfavourable variance for Facility Services given the advance implementation of 2024 recommendations from the Facility Management Review. In preparation for the new facility operating model in 2024, positions with an impact of \$0.76 million have been moved to Facility Services throughout 2023 and the offsetting savings reflected in the Recreation and Culture.

(\$ Millions)	2023	2023	2023
	Annual Budget	Year-end Actuals	Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	30.65	29.64	1.01
Materials & Supplies	1.17	1.17	0.00
Capital out of Operations	0.04	0.06	(0.02)
Purchased Services	10.11	9.27	0.84
Payments & Grants	0.70	1.07	(0.37)
Internal Expenses & Transfers	0.60	1.04	(0.44)
<b>Total EXPENSES</b>	<b>\$ 43.28</b>	<b>\$ 42.25</b>	<b>\$ 1.02</b>
<b>REVENUES</b>			
External Revenues	(2.51)	(3.72)	1.20
Internal Recovery & Fund Transfers	(4.72)	(3.40)	(1.32)
<b>Total REVENUES</b>	<b>\$ (7.23)</b>	<b>\$ (7.11)</b>	<b>\$ (0.12)</b>
<b>Total Corporate Support Services</b>	<b>\$ 36.05</b>	<b>\$ 35.14</b>	<b>\$ 0.91</b>

Parks and Open Spaces (incl. Cemetery and Harbours) - \$0.97 million favourable

The variance shown below is primarily due to higher sportfields rental revenue, Harbours revenue, and savings on fuel due to lower than budgeted fuel rates.

(\$ Millions)	2023	2023	2023
	Annual Budget	Year-end Actuals	Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	15.40	15.63	(0.22)
Materials & Supplies	3.38	2.94	0.44
Capital out of Operations	0.07	0.06	0.01
Purchased Services	5.61	5.83	(0.21)
Payments & Grants	0.72	0.71	0.01
Internal Expenses & Transfers	7.02	7.00	0.02
<b>Total EXPENSES</b>	<b>\$ 32.21</b>	<b>\$ 32.16</b>	<b>\$ 0.05</b>
<b>REVENUES</b>			
External Revenues	(7.85)	(8.50)	0.65
Internal Recovery & Fund Transfers	(2.46)	(2.73)	0.27
<b>Total REVENUES</b>	<b>\$ (10.31)</b>	<b>\$ (11.23)</b>	<b>\$ 0.92</b>
<b>Total Parks and Open Spaces (incl. Cemet</b>	<b>\$ 21.90</b>	<b>\$ 20.93</b>	<b>\$ 0.97</b>

Municipal Enforcement (incl. Parking) - \$1.06 million favourable

The variance shown below is primarily due to additional parking and fine revenue as well as savings associated with the ASE program (due to the delay in program implementation).

(\$ Millions)	2023	2023	2023
	Annual Budget	Year-end Actuals	Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	4.75	4.88	(0.13)
Materials & Supplies	0.26	0.20	0.06
Capital out of Operations	0.02	(0.00)	0.03
Purchased Services	2.33	2.06	0.27
Payments & Grants	0.69	0.59	0.10
Internal Expenses & Transfers	2.03	2.19	(0.15)
<b>Total EXPENSES</b>	<b>\$ 10.09</b>	<b>\$ 9.92</b>	<b>\$ 0.18</b>
<b>REVENUES</b>			
External Revenues	(5.87)	(6.92)	1.05
Internal Recovery & Fund Transfers	(1.81)	(1.64)	(0.17)
<b>Total REVENUES</b>	<b>\$ (7.68)</b>	<b>\$ (8.56)</b>	<b>\$ 0.88</b>
<b>Total Municipal Enforcement (incl. Parking)</b>	<b>\$ 2.41</b>	<b>\$ 1.36</b>	<b>\$ 1.06</b>

Road Network - \$2.31 million favourable

The variance shown below is primarily due to personnel savings for various vacancies as the town continues to look to fill vacant positions and savings associated with the ASE program (due to the delay in program implementation).

(\$ Millions)	2023	2023	2023
	Annual Budget	Year-end Actuals	Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	17.89	16.35	1.53
Materials & Supplies	7.44	7.38	0.06
Capital out of Operations	0.15	0.20	(0.05)
Purchased Services	11.87	11.29	0.58
Payments & Grants	1.35	1.33	0.02
Internal Expenses & Transfers	8.30	7.95	0.35
<b>Total EXPENSES</b>	<b>\$ 46.98</b>	<b>\$ 44.50</b>	<b>\$ 2.48</b>
<b>REVENUES</b>			
External Revenues	(5.67)	(6.18)	0.51
Internal Recovery & Fund Transfers	(11.49)	(10.80)	(0.69)
<b>Total REVENUES</b>	<b>\$ (17.15)</b>	<b>\$ (16.98)</b>	<b>\$ (0.18)</b>
<b>Total Road Network</b>	<b>\$ 29.83</b>	<b>\$ 27.52</b>	<b>\$ 2.31</b>

Oakville Transit - \$3.26 million favourable

The variance shown below is primarily due to higher fare revenue as ridership was higher than budgeted, savings on personnel, and savings on fuel due to lower than budgeted fuel rates.

(\$ Millions)	2023 Annual Budget	2023 Year-end Actuals	2023 Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	23.40	22.50	0.89
Materials & Supplies	7.08	6.63	0.45
Capital out of Operations	0.01	(0.00)	0.01
Purchased Services	4.74	4.35	0.39
Payments & Grants	0.95	1.07	(0.12)
Internal Expenses & Transfers	5.19	5.18	0.02
<b>Total EXPENSES</b>	<b>\$ 41.37</b>	<b>\$ 39.73</b>	<b>\$ 1.64</b>
<b>REVENUES</b>			
External Revenues	(4.91)	(7.28)	2.37
Internal Recovery & Fund Transfers	(2.74)	(1.99)	(0.75)
<b>Total REVENUES</b>	<b>\$ (7.65)</b>	<b>\$ (9.27)</b>	<b>\$ 1.62</b>
<b>Total Oakville Transit</b>	<b>\$ 33.72</b>	<b>\$ 30.46</b>	<b>\$ 3.26</b>

Recreation and Culture - \$4.20 million favourable

The variance shown below is primarily due to personnel savings for various vacancies as the town continues to look to fill vacant positions and higher revenue from additional ice and room rentals. This also includes an impact of \$0.76 million related to the advance implementation of 2024 recommendations from the Facility Management Review as positions have been moved from Recreation and Culture to Facility Services throughout 2023.

(\$ Millions)	2023 Annual Budget	2023 Year-end Actuals	2023 Variance to Budget (\$)
<b>EXPENSES</b>			
Personnel Services & Benefits	25.98	23.23	2.75
Materials & Supplies	5.32	4.59	0.72
Capital out of Operations	-	0.06	(0.06)
Purchased Services	5.43	5.25	0.18
Payments & Grants	1.55	1.44	0.11
Internal Expenses & Transfers	4.73	4.72	0.01
<b>Total EXPENSES</b>	<b>\$ 43.01</b>	<b>\$ 39.29</b>	<b>\$ 3.71</b>
<b>REVENUES</b>			
External Revenues	(21.24)	(22.18)	0.94
Internal Recovery & Fund Transfers	(0.72)	(0.27)	(0.45)
<b>Total REVENUES</b>	<b>\$ (21.96)</b>	<b>\$ (22.45)</b>	<b>\$ 0.49</b>
<b>Total Recreation and Culture</b>	<b>\$ 21.05</b>	<b>\$ 16.85</b>	<b>\$ 4.20</b>

**CAPITAL BUDGET**

The total cumulative approved capital budget for active projects is \$809.9 million. Year to date, total expenditures of \$112.3 million have been incurred, bringing the total life-to-date or cumulative spending in active projects to \$381.5 million. Appendix B shows more information on total approved budget and expenditures by program. Some of the major projects underway with spending this year are shown below.

Capital Project	LTD Approved Budget	2023 Expenditures	Total LTD Expenditures (incl. Prior Years)
46602104 Sixteen Mile Sports Complex and Library	104,277,000	20,110,262	37,005,865
52212102 Sixteen Mile Sports Park - South Parcel	17,831,000	10,876,838	12,070,429
53332303 Road Resurfacing and Preservation Program	11,306,000	8,704,104	8,704,104
53311006 Sixth Line Urbanization and Widening w/AT - North Park to William Halton Parkway	35,812,700	5,171,955	18,146,599
53311502 North Service Rd Urbanization and Widening w/AT - Eighth Line to 1 km East of Invicta Dr	9,673,800	2,740,587	4,144,209
54412203 Specialized Electric Vehicle Replacement	3,342,000	2,714,372	2,744,211
54212301 Capital Lease for Charging Infrastructure	4,200,000	2,099,490	2,099,490
52272309 EAB Management Program	1,847,000	1,817,046	1,817,046
<b>Total</b>	<b>\$ 188,289,500</b>	<b>\$ 54,234,654</b>	<b>\$ 86,731,953</b>

**Capital Budget Request**

During the pandemic, Parks and Open Space staff reprioritized capital projects. Lions Valley Slope remediation was one of the projects that was determined could be delayed in lieu of other projects proceeding at that time. The delay was misinterpreted as a closure and the project was subsequently closed. The project is needed and is now ready to proceed to procurement but because it was inadvertently closed, the project requires Council approval to be re-opened. Staff recommend that the 2024 capital budget be amended to add the Lions Valley slope remediation project with a budget of \$1,647,000 funded from the Capital Reserve.

**Capital Budget Transfers and Closures**

Project consolidations involve reallocating the original funding and scope of work from one or more Council approved projects to another Council approved project. This is done in order to facilitate effective management of the project with no change to the original scope of work or funding requirements. The following project consolidations occurred during this period.

Project	Transfer To/ (From)
21112307 Corporate Wide Contract Management Standard	50,000
24102102 Contract Management Training	(50,000)
55102305 Storm Sewer Condition Assessments	280,000
53381901 Storm Sewer Inspection	(280,000)
51332302 Bridge and Culvert Minor Maintenance	187,000
53381807 Storm Sewer Maintenance & Replacement Program	(187,000)

In accordance with the Financial Control Policy, Commissioners are authorized to approve the transfer of funds between projects for any project where the costs exceed budget by the lesser of 10% or \$200,000. The following Commissioner approved transfers occurred during this period.

Project	Transfer To/ (From)
46402203 Wedgewood Pool Rehabilitation	75,000
42102205 Accessibility Improvements	(75,000)

In addition, the CAO has authority to authorize funds from reserves, reserve funds or other appropriate sources up to \$350,000 provided the expenditures are within the original scope of the project. The following required funding was approved by the CAO in this period.

Project No.	Project Title	Total Approved	Reserve, Reserve Fund or Other Financing Source	Note
36102309	Hardware - Endpoints	\$ 126,000	Election Reserve	Additional funding was requested for the lifecycle replacement of Council technology.
52232206	Argo West Morrison NHS Trail	\$ 120,000	52232205 NHS Trail	In North Oakville, a channel construction project is underway along the west side of Sixth Line involving multiple subdivision areas. Due to the closure of the original bridge supplier's business, an alternate supplier was required and they quoted increased costs for a crucial pedestrian bridge; the funding transfer of \$120,000 was recommended.
52272301	Stumper and Equipment Storage	\$ 18,000	52272307 Street Tree Planting	Additional funding was requested due to unforeseen cost inflation aiming to cover the lowest bid for the work and the final site visit by the consulting engineer.
36102219	Cellular Enablement	\$ 300,000	General Capital Reserve	The additional funding requested is to meet the paratransit call center requirements including Celrdo Desktop Client Licenses, microphones and accessories as well as the remaining monthly push to talk/voice/data plans until Dec 2023.
53311914	North Service Road Widening & AT-3rd Line to 4th Line	\$ 264,500	Developers Contributions of \$88,800 & Misc. Recoveries in the amount of \$175,700	Additional funding added to the project to reflect the Developers contribution and Misc. Recoveries that have already been received to better enable the project manager to account for all project costs.
21112310	Citizen Survey Project	\$ 20,000	General Capital Reserve	Additional funding due to price escalations related to longer than anticipated telephone survey calls to conduct the biennial citizen survey to gather information on residents' overall satisfaction with town programs and services, to identify emerging issues important to the community and to help guide strategic priorities and ensure continuous improvement in the town's service delivery.
54412301 54412304	54412301 On-Demand Supervisor Vehicle (growth) & 54412304 Supervisory Vehicle Replacement	\$ 20,000	Transit Residential and Non-Residential DC Reserve for \$10,000 and Transit Equipment Reserve for \$10,000	Additional funding was requested for price escalations due to supply chain constraints for the purchase of a supervisor support vehicle, project 54412301, and to replace an end-of-life Oakville Transit supervisor vehicle, project 54412304.
53312017	Chartwell Road Reconstruction - South Service Road to Cornwall Road	\$ 97,300	Replaced Roads DC Reserve and Misc Recoveries with General Capital Reserve funding	To correct the funding in capital project 53312107 (Chartwell Road Reconstruction - South Service Road to Cornwall Road) in order to maintain the correct split between Development Charges and Town funded sources. There is no impact on the gross budget for the project.

As part of ongoing capital project management, staff review the status of all active projects each quarter. This ensures that as projects are completed and an asset goes into service, the projects are closed. For this quarter, a total of 54 projects will be closed. These closures represent a net surplus of \$2.25 million, of which \$1.38 million will be returned to reserves and \$866 thousand will be returned to reserve funds. Appendix C provides more details of the project closures by program.

	Project Details				Impact on Reserves and Reserve Funds		
	LTD Budget	LTD Actuals	LTD External Revenues	LTD Variance	Reserves (Capital & Equipment)	Reserve Funds (DC & Dedicated)	Total to/(from) Reserve/R eserve Funds
<b>Net Impact</b>	<b>\$ 37,540.8</b>	<b>\$ 35,558.6</b>	<b>\$ (267.4)</b>	<b>\$ 2,249.7</b>	<b>\$ 1,384.0</b>	<b>\$ 865.7</b>	<b>\$ 2,249.7</b>

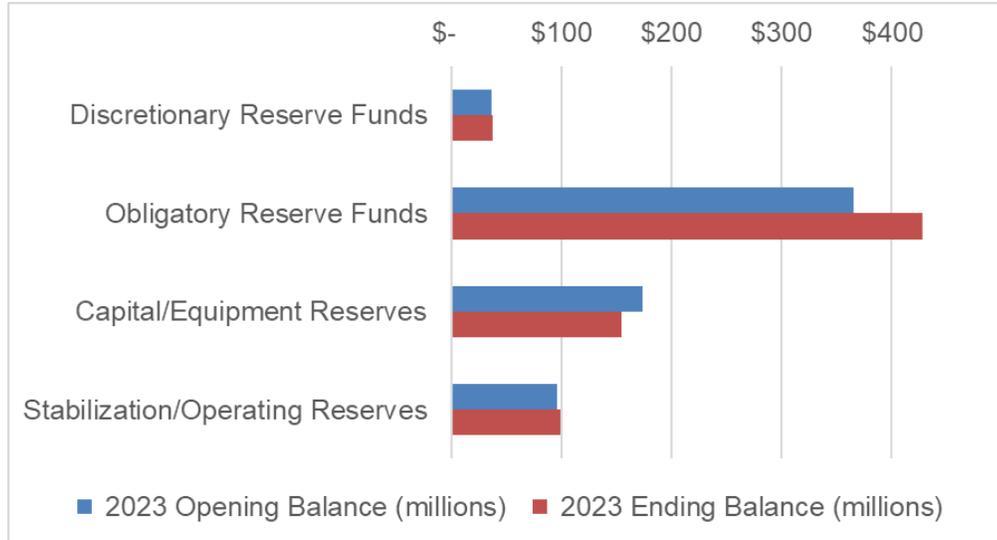
Two projects being closed this quarter exceeded budget by more than 10%; as the amount is less than \$350,000 the CAO has the authority to approve the required funding to close this project in accordance with town policy.

PROJECT TITLE	TOTAL APPROVED BUDGET	TOTAL ACTUAL EXPENSES	PROJECT SHORTFALL/ FUNDING REQUIRED	%	EXPLANATION
52292206 Parks Growth Vehicles and Equipment	\$477,100	\$546,813	(\$69,713)	15%	Capital reserve will cover shortfall
36102119 Hardware Evergreening	\$1,043,000	\$1,147,061	(\$104,061)	10%	Capital reserve will cover shortfall

**RESERVES, RESERVE FUNDS AND TRUST FUNDS**

Reserve and reserve funds are an integral part of the municipal budget planning process and long-term financing plan that contributes to the municipality’s sound financial position. Reserve Funds are established by Council for a specific purpose, and include funds that have been set aside in accordance with legislative requirements or at the discretion of Council. As such, the town has both obligatory reserve funds and discretionary reserve funds. Capital and Equipment reserves form an important component of the town’s long-term capital financing plan and are used to finance maintenance and replacement of existing infrastructure to maintain assets in a state of good repair, provide for community enhancements as well as fund the town’s share of new infrastructure to service the growing community. Stabilization and Operating reserves are used to offset extraordinary and unforeseen expenditure requirements, one-time expenditures, cyclical expenses, revenue shortfalls and help to minimize fluctuations in the tax levy. Trust funds are held by the town for the benefit of other agencies or entities in accordance with specific statutes or trust indenture.

The 2023 opening balances and 2023 ending balances are shown below with further details of individual reserve and reserve funds in Appendix D.



\*Note: Obligatory reserve balances do not include approved funding for capital projects not transferred yet as funds can only be transferred to projects as spending occurs.

**Reserves**

Stabilization and Operating reserves are healthy and have remained relatively stable over the course of the year. Capital related reserves have decreased from \$157 million to \$143 million, primarily due to major projects such as Khalsa Gate Urbanization and Streetscape, Capital Lease for Transit Charging Infrastructure, and Sixteen Mile Sports Complex and Library. Equipment reserves decreased from \$15.8 million to \$10.7 million, mainly as a result of increased requirements from transit equipment reserve due to electric fleet.

**Reserve Funds**

Obligatory Reserve Funds increased from \$365.2 million to \$428.4 million over the course of 2023. While revenue collected from the town’s growth funding tools of development charges, community benefits charges, and parkland dedication was lower than anticipated due to slower development activity and legislative impacts, capital spending was also lower than expected. Legislation for these reserve funds requires that funding only be transferred to capital projects once spending has been incurred. Therefore, it is important to note that the fully committed balance, when considering all approved funding, is \$260.3 million at year end. Discretionary reserve funds remained stable throughout the year.

Through staff's annual review, the Building Enterprise reserve has been reclassified as an obligatory reserve fund in accordance with legislation. It is also recommended that a new reserve fund be established for cash-in-lieu contributions related to the town's new Rental Housing Protection By-law.

Building Enterprise: Staff have reclassified the Building Enterprise Reserve from an Operational Reserve to an Obligatory Reserve Fund. Through staff's review, it was determined that the purpose and activity of this reserve more accurately meets the definition of a reserve fund under the town's Reserve/Reserve Fund procedure. The purpose of the Building Enterprise Reserve Fund is for operating and capital expenditures associated with the Building department, including the retention of staff in period of low building activity. The Building Code Act (the Act) requires that the permit fees collected are to be solely used to administer the Act and that the delivery of building services should not affect the municipal budget. For this reason, collected funds cannot be used for other purposes due to legislation and should be segregated from general revenues. This reclassification is shown through the restatement of the existing reserve balance and related deferred revenue balance as part of 2023 year-end financial reporting process.

Rental Housing Protection: On July 10, 2023 council passed the town's Rental Housing Protection By-law 2023-102 and Demolition Control By-law 2023-101 under Section 99.1 of the Municipal Act as part of the implementation of the Housing Strategy and Action Plan. The purpose of the by-laws is to protect the present supply of rental housing units in town, while not discouraging the upgrade of older rental housing stock and the supply of new and modern purpose-built rental housing stock. The town has the ability to collect cash-in-lieu contributions for all or some of the units of a rental housing redevelopment where there are significant constraints associated with meeting the replacement or retention requirements outlined in the by-laws. Staff recommend that a Rental Housing Protection reserve fund be established to receive cash-in-lieu contributions and be set aside for future use. This reserve fund is interest bearing, with the purpose of supporting rental housing supply. To date, there has been no collections in this reserve fund. Withdrawals from the reserve fund should be in accordance with the Financial Control Policy.

## **Trust Funds**

Funds segregated and held in trust in accordance with the specific terms of a statute or trust indenture total \$6.9 million at December 31, 2023 as detailed in the following table. Interest and investment earnings are allocated based on proportionate balance at year end in accordance with policy and procedures.

<b>2023 Trust Funds</b> (\$ Thousands)				
Trust Fund	2022 Ending Balance	2023 Activity		Balance at 12/31/2023
		Contributions	Transfers	
Cemetery Marker Care	382.3	35.1	15.3	402.0
Cemetery Perpetual Care	6,161.6	430.0	245.1	6,346.4
Library - Halton Information Providers	134.2	75.6	155.6	54.2
Burloak Canoe Club	37.4	1.5	-	38.9
Bronte Harbour Yacht Club	24.3	0.9	-	25.2
Oakville Power Boat Club	15.4	2.7	-	18.1
Bronte Community Tennis Club	24.6	1.0	-	25.6
Oakville Rugby Club	12.7	3.6	-	16.3
Oakville Yacht Squadron	8.5	2.4	-	10.9
<b>Total</b>	<b>6,800.9</b>	<b>552.7</b>	<b>416.0</b>	<b>6,937.5</b>

## **PURCHASING**

In accordance with the town's Purchasing By-law 2017-095, a summary of the competitive bids, contract renewals and sole source awards in excess of \$100,000 are reported to Council quarterly. Appendix E provides details of the awards and contract renewals in excess of \$100,000 for this quarter.

## **CASH MANAGEMENT and INVESTMENTS**

Cash flows are managed to ensure the funding requirements of the town are met while providing for a reasonable rate of return on invested funds not needed in current operations. The investment strategy follows a conservative approach in order to mitigate term and interest rate risk by maintaining a portfolio structure of high-quality, medium-term investments. For the period ended December 31, 2023, gross investment revenue from realized interest income and capital gains/losses, net of amortized premiums/discounts, was \$37 million, on a portfolio of cash and investments totaling \$943 million (book value). The annualized rate of return based on average cash and investment holdings was 3.93%, with an average maturity of 4.9 years.

Bank interest and investment earnings increased dramatically since 2023. The Bank of Canada (BOC) aggressively tightened monetary policy in response to increased heightened inflation raising the key interest rate by 4.75% since March 2022, from the effective lower bound of 0.25% to 5.00% in July 2023. The policy rate of 5.00% is the highest since 2001. Along with a corresponding increase to the town's bank

rate, fixed income yields have risen as a result of inflationary expectations, with a major rally in Q4 of 2023. The below chart displays the average yield for 5-10 year Government of Canada marketable bonds from January 2020 to January 2024, and illustrates the rise in yields for fixed income products, particularly since March 2022 when interest rate hikes began.



\*Source: Bank of Canada ( <https://www.bankofcanada.ca/rates/interest-rates/canadian-bonds/> )

The rise in yields and growing size of the town’s portfolio has resulted in a surplus for the town’s investment income budget in 2023. Appendix F provides details on the components of the town’s investment portfolio.

**Inflation Outlook**

Inflation has been easing since headline inflation in Canada hit a high of 8.1% in June 2022. Inflation ended 2022 at a 6.3% year over year, and declined to 3.4% in December 2023. The most recent read on inflation from February 2024 was 2.8%. The BOC’s interest rate measures are resulting in lower economic growth and inflation has been declining gradually; however, there remains uncertainty and upside risk.

Canadian real GDP has gotten off to a fast start in 2024, with a 0.6% rise in January, and early indications of a 0.4% rise in February. This combined 1% gain is as much as the economy grew in the entire 12 months of 2023. While this rise is partially driven by one-off factors such as the ending of the Quebec teachers’ strike, it remains a strong advance, much higher than estimated. There remain potential upside risks to inflation such as the increase to the carbon tax, wage increases, and global disruptions related to geopolitical conflicts. While projections are that the BOC may start to cut interest rates as early as June, key economic data could delay action, keeping interest costs elevated for longer than anticipated.

The impact of inflation on capital projects is beginning to moderate. While the non-residential Construction Price Index rose between 14%-15% in both 2021 and 2022, the index rose only 5.5% in 2023.

### **Debt**

Debt financing complements the funding of capital works and is generally used for specific initiatives. Issuance of town debt is through Halton Region in compliance with provincial legislation.

There is \$65.7 million in outstanding approved debt not yet issued. Debt issuance is based on timing of the capital project spending, and when Halton Region plans to go to the market.

Total principal outstanding began the year at \$103.9 million and declined to \$98.5 million at year end. The town is in a strong financial position with total debt charges for the year at 3.1% of net own source revenue based on Ministry guidelines. When considering approved debt that is not yet issued, plus capital lease payments for transit electrification, total debt charges for approved debt are projected to rise to 6.6% of net own source revenue by 2027, which remains well within town policy of 12% and the Ministry limit of 25%. Further details are provided in Appendix G.

### **Development Related Securities**

Securities are required to ensure performance to town standards of development related work done by third parties. Staff monitor the progress of the various projects to ensure that adequate security is held by the town relative to the value of the outstanding work, and releases of securities are contingent on satisfactory inspection. Securities are generally held for site plan and subdivision related residential and non-residential development as well as specific property related works. As of December 31<sup>st</sup>, the town held \$188 million in securities, which has increased from \$176 million in Q4 2022. \$149 million, or 79%, are secured by letters of credit and the remainder is cash.

### **CONSIDERATIONS:**

#### **(A) PUBLIC**

This report provides information to the public regarding the town's financial performance. No specific groups have been notified directly regarding this report.

#### **(B) FINANCIAL**

This report and the information contained therein are in compliance with the town's financial policies.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Financial results have been estimated and reflected in consultation with the other departments.

**(D) CORPORATE STRATEGIC GOALS**

This report addresses Council's strategic priority: Accountable Government.

**(E) CLIMATE CHANGE/ACTION**

Climate change/action is a key priority of Council. The proposed budget will incorporate climate change initiatives in alignment with this strategic priority.

**APPENDICES:**

Appendix A – Operating Budget Variance Results

Appendix B – Capital Project Summary by Commission and Department

Appendix C – Summary of Capital Closures

Appendix D – Reserves and Reserve Funds

Appendix E – Purchasing Awards in excess of \$100,000

Appendix F – Investment Portfolio

Appendix G – Outstanding Debt

Appendix H – Municipal Act Reporting Requirements Report

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Deputy Treasurer and Director of Finance

Submitted by:

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Commissioner of Corporate Services and Treasurer

## OPERATING BUDGET VARIANCE RESULTS

	2023	2023	2023
(\$ Millions)	Annual	Year-end	Variance to
	Budget	Actuals	Budget (\$)
Political Governance	4.20	4.04	0.16
Administrative Executive Leadership	2.14	2.43	(0.29)
Economic Development	0.79	0.60	0.19
Strategy, Policy and Communications	4.00	3.76	0.23
Corporate Asset Management	1.73	1.59	0.14
Financial Services	5.14	4.59	0.56
Human Resources	3.29	4.09	(0.80)
Information Technology Solutions	13.25	11.94	1.31
Regulatory Services	0.40	0.26	0.14
Facility Services	3.32	3.95	(0.62)
Legal Services	1.98	1.92	0.05
Emergency Services	43.20	44.23	(1.03)
Recreation and Culture	21.05	16.85	4.20
Oakville Public Library	11.65	11.45	0.20
Parks & Open Space	21.72	21.70	0.02
Cemeteries	0.19	(0.03)	0.22
Harbours	-	(0.73)	0.73
Infrastructure Maintenance	26.19	24.62	1.57
Oakville Transit	33.72	30.46	3.26
Infrastructure Planning & Improvements	3.64	2.91	0.73
Parking	-	(1.04)	1.04
Municipal Enforcement	2.41	2.39	0.02
Building Services	0.14	1.56	(1.42)
Planning Services	3.26	2.92	0.34
Development Services	0.62	0.33	0.29
Strategic Business Services	0.34	0.35	(0.01)
<b>Total Program Variance</b>	<b>\$ 208.37</b>	<b>\$ 197.15</b>	<b>\$ 11.22</b>
Corporate Hearings and Litigation	0.50	0.36	0.14
Corporate Revenue & Expenses	(208.87)	(212.49)	3.62
<b>Town Variance before transfers</b>	<b>\$ -</b>	<b>\$ (14.98)</b>	<b>\$ 14.98</b>
<b>Policy Related and Recommended Transfers for Programs:</b>			
Transfer Tax Appeal Allowance (to)/from Tax Stabilization Reserve			(0.75)
Transfer Oakville Public Library surplus (to)/from Tax Stabilization Reserve			(0.20)
Transfer (to)/from Storm Event Reserve			(0.05)
Transfer (to)/from Building Enterprise Reserve			1.45
Transfer (to)/from Cemetery Reserve			(0.22)
Transfer (to)/from Harbours Reserve fund			(0.73)
Transfer (to)/from Parking Reserve fund			(1.04)
Transfer (to)/from Election Reserve			(0.02)
<b>Total Town Variance after transfers</b>			<b>\$ 13.42</b>

## CAPITAL PROJECT SUMMARY BY COMMISSION AND DEPARTMENT (in \$'000s)

Commission/Department	Total Approved Budget	Prior Years Expenditures	2023 Expenditures	Total LTD Expenditures	Total Funds Remaining
<b>Corporate Initiatives</b>					
Corporate Initiatives	\$12,706	\$6,630	\$2,467	\$9,097	\$3,609
<b>Total Corporate Initiatives</b>	<b>\$12,706</b>	<b>\$6,630</b>	<b>\$2,467</b>	<b>\$9,097</b>	<b>\$3,609</b>
<b>Corporate Services</b>					
Clerks	\$578	\$404	\$160	\$563	\$15
Finance	\$551	\$241	\$0	\$241	\$310
Legal	\$12,801	\$11,180	\$1	\$11,181	\$1,620
Information Technology Solutions	\$21,126	\$5,303	\$4,567	\$9,869	\$11,257
<b>Total Corporate Services</b>	<b>\$35,056</b>	<b>\$17,128</b>	<b>\$4,727</b>	<b>\$21,855</b>	<b>\$13,201</b>
<b>Community Services</b>					
Facilities and Construction Management	\$28,126	\$6,326	\$5,740	\$12,066	\$16,060
Parks and Open Space	\$81,346	\$26,799	\$26,121	\$52,919	\$28,427
Cemeteries	\$393	\$55	\$46	\$101	\$292
Harbours	\$14,440	\$6,070	\$2,968	\$9,038	\$5,402
Fire Services	\$11,548	\$689	\$2,605	\$3,294	\$8,254
Recreation and Culture (including Galleries)	\$173,059	\$70,129	\$23,966	\$94,096	\$78,963
Oakville Public Library	\$14,758	\$1,635	\$171	\$1,806	\$12,953
<b>Total Community Services</b>	<b>\$323,670</b>	<b>\$111,702</b>	<b>\$61,617</b>	<b>\$173,320</b>	<b>\$150,351</b>
<b>Community Development</b>					
Parking Services	\$8,189	\$1,863	\$529	\$2,392	\$5,797
Municipal Enforcement	\$1,708	\$207	\$349	\$555	\$1,153
Building Services	\$5,426	\$1,096	\$677	\$1,773	\$3,654
Planning Services	\$7,814	\$2,137	\$1,431	\$3,568	\$4,247
Strategic Business Services	\$601	\$551	\$50	\$601	\$0
<b>Total Community Development</b>	<b>\$23,738</b>	<b>\$5,854</b>	<b>\$3,034</b>	<b>\$8,888</b>	<b>\$14,850</b>
<b>Community Infrastructure</b>					
Roads and Works	\$10,036	\$2,232	\$2,137	\$4,369	\$5,667
Transportation, Engineering and Development	\$288,446	\$120,105	\$25,922	\$146,027	\$142,419
Oakville Transit	\$110,948	\$4,615	\$11,971	\$16,586	\$94,362
Asset Management	\$5,321	\$861	\$478	\$1,339	\$3,981
<b>Total Community Infrastructure</b>	<b>\$414,751</b>	<b>\$127,814</b>	<b>\$40,508</b>	<b>\$168,322</b>	<b>\$246,429</b>
<b>TOTAL ACTIVE PROJECTS</b>	<b>\$809,922</b>	<b>\$269,128</b>	<b>\$112,354</b>	<b>\$381,482</b>	<b>\$428,439</b>

Note: Projects recommended for closure this period are included in the table above to illustrate total spending.

**SUMMARY OF CAPITAL CLOSURES**  
**Net Impact on Reserves and Reserve Funds**

Department	Project Details					Projects Closed in Quarter	Impact on Reserves and Reserve Funds		
	LTD Budget	LTD Actuals	LTD External Shortfall (Surplus)	LTD Variance	% Spent		Reserves (Capital & Equipment)	Reserve Funds (DC & Dedicated)	Total to/(from) Reserves/ Reserve Funds
<b>Commissioner Authority</b>									
Finance and General Government	1,032,900	944,948	4,657	83,295	91.5%	4	83,295	-	83,295
Information Technology Solutions	4,325,300	4,429,339	-	(104,039)	102.4%	3	(104,039)	-	(104,039)
Facilities and Construction Management	1,455,400	1,212,363	-	243,037	83.3%	7	228,260	14,777	243,037
Parks and Open Space	11,384,700	10,780,448	-	604,252	94.7%	16	322,210	282,042	604,252
Harbours	354,900	357,395	-	(2,495)	100.7%	4	-	(2,495)	(2,495)
Recreation and Culture	2,790,000	2,539,399	-	250,601	91.0%	2	250,601	-	250,601
Oakville Public Library	421,000	407,658	-	13,342	96.8%	1	13,342	-	13,342
Planning and Development	802,000	754,603	(187,464)	234,861	94.1%	2	-	234,861	234,861
Roads and Works	378,500	182,448	-	196,052	48.2%	2	90,809	105,243	196,052
Transportation, Engineering and Development	13,869,401	13,325,161	(84,622)	628,862	96.1%	9	459,492	169,370	628,862
Oakville Transit	726,700	624,788	-	101,912	86.0%	4	39,986	61,926	101,912
<b>Net Impact</b>	<b>\$ 37,540,801</b>	<b>\$35,558,550</b>	<b>\$ (267,429)</b>	<b>\$ 2,249,680</b>	<b>94.7%</b>	<b>54</b>	<b>\$ 1,383,955</b>	<b>\$ 865,725</b>	<b>\$ 2,249,680</b>

**RESERVE AND RESERVE FUNDS**  
**(\$ Millions)**

Reserve/Reserve Fund	2022 Ending Balance (millions)	2023 Activity				Interest/ Capital Gains-Loss	2023 Ending Balance (millions)	2023 Fully Committed Ending Balance <sup>1</sup> (millions)
		Operating Transfers to/(from) Reserve	Capital Funding Transfers	Development Charges/ Other Revenues	Total			
<b>Obligatory Reserve Funds:</b>								
Development Charges	211.4	(1.2)	(32.9)	61.8	239.2	8.7	247.9	120.2
Parkland	68.4		(0.2)	18.7	86.9	3.3	90.3	86.6
Community Benefits Charge	6.2		(0.0)	0.8	7.0	0.3	7.3	6.6
CCBF <sup>2</sup> /Ontario Gas Tax	35.3	(1.9)	(8.4)	9.3	34.2	1.3	35.6	3.2
Building Enterprise <sup>3</sup>	43.9	4.2	(0.7)	0.0	47.4	0.0	47.4	43.7
<b>sub-total</b>	<b>365.2</b>	<b>1.1</b>	<b>(42.1)</b>	<b>90.6</b>	<b>414.8</b>	<b>13.6</b>	<b>428.4</b>	<b>260.3</b>
<b>Discretionary Reserve Funds:</b>								
Building Maintenance	16.8	4.9	(6.0)	0.0	15.7	0.6	16.4	16.4
Parking	0.7	0.6	(0.5)	0.0	0.8	0.0	0.8	0.8
Harbours <sup>4</sup>	(6.6)	0.9	(0.1)	0.0	(5.8)	(0.3)	(6.1)	(6.1)
Employment Liability	25.1	0.4	0.0	0.0	25.5	1.0	26.5	26.5
Other	0.3	0.0	0.0	0.0	0.3	0.0	0.3	0.3
<b>sub-total</b>	<b>36.4</b>	<b>6.8</b>	<b>(6.6)</b>	<b>0.0</b>	<b>36.6</b>	<b>1.4</b>	<b>37.9</b>	<b>37.9</b>
<b>Total Reserve Funds</b>	<b>401.6</b>	<b>7.9</b>	<b>(48.7)</b>	<b>90.6</b>	<b>451.3</b>	<b>15.0</b>	<b>466.3</b>	<b>298.3</b>
<b>Reserves:</b>								
Operational Reserves <sup>4</sup>	11.9	0.2	(0.1)	1.0	13.0	0.1	13.1	13.1
Equipment Reserves	15.8	9.4	(15.8)	0.7	10.2	0.5	10.7	10.7
Capital Reserves	157.4	15.7	(41.4)	6.0	137.8	5.7	143.4	143.4
Stabilization Reserves	84.1	2.2	(0.5)	0.0	85.9	0.0	85.9	85.9
<b>Total Reserves</b>	<b>269.3</b>	<b>27.6</b>	<b>(57.7)</b>	<b>7.7</b>	<b>246.8</b>	<b>6.3</b>	<b>253.1</b>	<b>253.0</b>
<b>Total Reserves, Reserve Funds</b>	<b>670.8</b>	<b>35.4</b>	<b>(106.4)</b>	<b>98.3</b>	<b>698.1</b>	<b>21.2</b>	<b>719.4</b>	<b>551.3</b>

\* Note: Schedule may not add due to rounding

1) Balances for Obligatory reserve funds reflect commitments for funds approved in 2023 and prior years that has not yet been transferred to capital projects. Funds can only be transferred to the project as spending occurs.

2) Canada Community-Building Fund (CCBF), formerly known as Federal Gas Tax.

3) Building Enterprise Reserve is reclassified as Building Enterprise Reserve Fund under Obligatory Reserve Funds for 2023 year-end.

4) Reserves and reserve fund balances include policy transactions mentioned in the report but do not include recommended surplus transfers.

## PURCHASING AWARDS IN EXCESS OF \$100,000

Bid #	Description	Awarded To	Total Amount Awarded
RFT-81-2023	Oakville Harbour Shipyard Park Dock Replacement (Re-Bid of RFT-73-2023)	Kropf Industrial Inc.	\$270,668.50
RFT-83-2023	Supply & Delivery of One extended Cab/Chassis with Aluminum Dump Body	Downtown Lincoln/Downtown Ford	\$133,145.75
RFT-61-2023	Bridges, Stairs, and Boardwalk replacements - Phase 1 (Issued to prequalified bidders per RFSQ-3-2023)	Hawkins Contracting Services Limited	\$1,094,947.58
RFP-52-2023	Supply and Delivery of Accessible Support Vehicles (Re-tender)	MoveMobility	\$363,042.36
RFT-85-2023	Rebecca Street and Third Line Traffic Signals	ON-TEK Electric Services Limited	\$516,867.47
No Bid Number (OP 11417)	M365 F3 Licenses and Security/Compliance	Softchoice LP	\$261,256.16
RFSQ-12-2023	Prequal of Privacy Impact Assessment Consultant	AMINA Consulting Corp, PrivacyWorks Consulting Inc., Ernst & Young LLP, Securewise Inc., ThoughtStorm Inc., Valencia IIP Advisors Limited, Control Gap Inc, Barrington Consulting, RHEA Inc	\$120,000.00
RFT-87-2023	Pathway Rehabilitation - Aldercrest Park and Forster Park	Lakeside Contracting Company Limited	\$204,777.00
RFT-75-2023	Wallace Park Redevelopment	ORIN Contractors Corp Part A - \$4,356,860.41 (Nov 28/23)	\$4,356,860.41
RFP-50-2023	Rotational Maintenance Program	Wildwood Tree Service	\$233,276.00
			<b>\$7,554,841.23</b>

## PURCHASING AWARDS IN EXCESS OF \$100,000

<b>Contract Renewals</b>			
<b>Original Bid #</b>	<b>Description</b>	<b>Awarded To</b>	<b>Total Amount Awarded</b>
RFP-27-2020(OB1955)	HVAC Preventative Maintenance Service	Ainsworth Inc	\$401,597.34
HCPG-4-2019	Aftermarket Automotive Parts and Supplies	NAPA AUTO PARTS	\$137,800.00
RFP-31-2020(OB1965)	Janitorial Services at Various Town of Oakville Facilities	Arsenal Cleaning	\$638,680.00
T-19-2015	Winter Sidewalk Snow Plowing and Sanding	CSL Group Ltd.	\$1,196,310.24
RFP-17-2021	Library Materials and Related Services on an Automatic Release Plan (ARP)	Library Bound	\$304,200.00
RFP-17-2021	Library Materials and Related Services on an Automatic Release Plan (ARP)	Whitehots Inc.	\$349,100.00
			<b>\$3,027,687.58</b>
<b>Single Source Procurement</b>			
<b>Department</b>	<b>Description</b>	<b>Awarded To</b>	<b>Total Amount Awarded</b>
Roads & Works Operations	Receive and route underground utility locates.	PVS Contractors	\$224,325.00
FCM	Labour Disruption Picket Line Monitors	AFIMAC CANADA	\$418,590.00
Facilities & Construction Management	Oakville Museum- BAS System. The proposed project encompasses the installation of a Building Automation System (BAS), the integration of existing heat pumps with the BAS system, and the installation and BAS control of Duct Heaters at the Oakville Museum	Johnson Controls	\$187,000.00
			<b>\$829,915.00</b>

## INVESTMENT PORTFOLIO

**Table 1**  
**2023 Portfolio Composition**  
**Year over Year Comparison**  
**(Millions)**

Security Type	Book Value	% of Portfolio	Book Value	% of Portfolio
Cash	53.03	5.7%	130.44	15.5%
Federal Bond	59.94	6.4%	40.86	4.9%
Provincial Bond	272.42	29.1%	229.20	27.3%
Municipal Bond	152.07	16.2%	143.68	17.1%
Eligible Financial Institutions	399.15	42.6%	295.82	35.2%
<b>Total</b>	<b>936.61</b>	<b>100.0%</b>	<b>840.00</b>	<b>100.0%</b>
	As of December 31, 2023		As of December 31, 2022	

**Table 2**  
**2023 Portfolio Composition by Term**  
**Year over Year Comparison**  
**(Millions)**

Maturity Distribution	Book Value	% of Portfolio	Book Value	% of Portfolio
Cash and cash equivalents	233.27	24.9%	270.04	32.1%
1 - 3 years	271.63	29.0%	185.85	22.1%
3 - 5 years	153.97	16.4%	154.18	18.4%
5 - 10 years	277.75	29.7%	225.94	26.9%
10 years and over	-	0.0%	4.00	0.5%
<b>Total</b>	<b>936.61</b>	<b>100.0%</b>	<b>840.00</b>	<b>100.0%</b>
	As of December 31, 2023		As of December 31, 2022	

## OUTSTANDING DEBT

	2023 Opening Balance	2023 Debt Principal Payments	2023 Year End Balance	Approved Debt Not Yet Issued
<b>Tax Levy Supported Debt:</b>				
Roads & Storm Sewers	4,211	503	3,707	-
LED Streetlighting	6,382	1,082	5,301	
Transit	188	188	-	18,000
Parks and Pier Rehab	88	88	-	-
<b>sub-total</b>	<b>\$ 10,868</b>	<b>\$ 1,861</b>	<b>\$ 9,008</b>	<b>\$ 18,000</b>
<b>Self Supported Debt:</b>				
Development (Sixteen Mile)	10,000	870	9,130	41,000
Harbours	1,962	290	1,672	2,637
Pine Glen Soccer Club	4,665	530	4,135	-
Parking	-	-	-	4,093
<b>sub-total</b>	<b>\$ 16,627</b>	<b>\$ 1,691</b>	<b>\$ 14,937</b>	<b>\$ 47,730</b>
<b>Hospital Debt:</b>				
Oakville Trafalgar Memorial Hospital <sup>1</sup>	76,361	1,816	74,544	-
<b>TOTAL</b>	<b>\$ 103,856</b>	<b>\$ 5,368</b>	<b>\$ 98,489</b>	<b>\$ 65,730</b>

1) Debt Principal Payment for Oakville Trafalgar Memorial Hospital reflects the contribution to the sinking fund.

**MUNICIPAL ACT REPORTING REQUIREMENTS REPORT**

**Statement of Performance;**

The Town of Oakville earned an annualized rate of return of 3.93% for the period ended December 31, 2023 on its cash management and investment program.

**Investment in Own Securities;**

As the Town of Oakville is a lower tier municipality, for which debt requirements must be issued through the Region of Halton by legislation, none of its investments would be invested in its own long-term or short-term securities.

**Statement of Treasurer regarding Investment Quality;**

I, Nancy Sully, Commissioner-Corporate Services and Treasurer of the Town of Oakville hereby state that:

All investments made by the town for the period ending December 31, 2023, have met the quality standards outlined in the town's Investment Policy.

**Statement of Treasurer regarding Compliance with Investment Policy;**

I, Nancy Sully, Commissioner-Corporate Services and Treasurer of the Town of Oakville hereby state that:

All investments made by the town for the period ending December 31, 2023, have complied with the investment policy with the Town of Oakville.

**Nancy Sully, CPA, CMA  
Commissioner-Corporate Services and Treasurer**

**March 22, 2024**

**REPORT**

**Council**

**Meeting Date: April 29, 2024**

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**FROM:** Oakville Fire Department

**DATE:** April 16, 2024

**SUBJECT:** **Emergency Plan**

**LOCATION:** Town of Oakville

**WARD:** Town-wide

Page 1

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**RECOMMENDATION:**

1. That the Oakville Emergency Plan 2024 attached as Appendix A to this report be approved and adopted.
2. That By-law 2024-071, a by-law to adopt an Emergency Plan governing the provision of necessary services during an emergency and the procedures and manner in which employees of the Municipality and other persons will respond to the emergency, and to repeal By-law 2018-003, attached as Appendix B to this report, be passed.

**KEY FACTS:**

The following are key points for consideration with respect to this report:

- The Town of Oakville's Emergency Plan (EP) was updated in 2023.
- The EP has been reviewed and exercised in November 2023 with the members of the town's Emergency Control Group (ECG) and Emergency Operations Centre (EOC) Group.
- It is recommended that Council approve the revised EP.
- By-Law 2024-071 is attached as Appendix B. Adopting the By-Law will constitute approval of the EP.
- The EP will be reviewed and updated as necessary, to ensure that is current and accurately reflects the town's response structure.
- The EP is required for Emergency Management Ontario Provincial annual compliance and the plan is a foundation that allows for specific appendices to be generated as additions for risk and probability circumstances.

**BACKGROUND:**

The Town of Oakville's Emergency Plan was updated in 2023 with the following key revisions:

- Incorporated the lessons learned from the COVID-19 response to ensure that the EP aligns with actual operational practices.
- The Hazard Identification and Risk Assessment (HIRA) update which is a legislative requirement was also completed in 2023. Emerging issues and/or significant identified threats are identified and actioned through appendices that are added to this foundational plan. Such emerging issues include climate related emergencies, pandemic considerations and cyber attacks.
- Clarification of the roles and responsibilities of the ECG, EOC and Recovery Committee.
- Acknowledged that climate change events pose additional risks that may require an enhanced response from the Town of Oakville.
- Revised to reflect industry recommended practices and alignment with Halton Region's Emergency Plan to ensure a seamless coordination of services that will be delivered by the Region in a large-scale incident.
- Consultation with internal town divisions to ensure accuracy of roles and responsibilities.

**COMMENT:**

The Emergency Management and Civil Protection Act (EMCPA) establishes the Province of Ontario's legal basis and framework for managing emergencies. It does this by defining the authority, responsibilities and safeguards accorded to provincial ministries and municipalities.

The Town of Oakville was assessed as being compliant with the requirements of the EMCPA, positioning the town to have a coordinated response to emergencies or planned events.

By-law approval of the Emergency Plan is required through the provisions of the Emergency Management and Civil Protection Act, R.S.O. 1990. By-law 2024-071, attached as Appendix B is provided for approval. As noted in the By-law, the Emergency Plan will form Schedule 1 to the by-law upon approval. In addition, the By-law will repeal the previous plan, adopted by by-law 2018-003.

considerations:

**CONSIDERATIONS:**

**(A) PUBLIC**

Copies of the Plan in the form attached as Appendix A to this report, upon approval will be available for public viewing at the Clerks Department or through the Town's Website.

**(B) FINANCIAL**

Emergency Management Program costs are provided for in the Oakville Fire Department budget.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

Future work includes alignment of the overall EP with other department/division plans.

- Continue to deliver training members of the town's ECG and EOC Group.
- Incorporate relevant aspects of the Security Emergency Response Plan in the EP.
- Continued discussions about business continuity/continuity of operations with other town divisions and enhancements where necessary.

**(D) COUNCIL STRATEGIC PRIORITIES**

- This report addresses the Council priority of Accountable Government, by ensuring that the lessons learned from the town's response to COVID have been incorporated in the EP.
- The Town of Oakville's Emergency Plan and Program have achieved compliance with the Province's EMCPA requirements.

**(E) CLIMATE CHANGE/ACTION**

- The Town of Oakville acknowledges that the more intense and frequent extreme weather events caused by our changing climate poses additional risks (e.g. urban flooding, extreme rain events and snowstorms) related to emergency management.
- The EP recognizes these challenges and ensures that the response can be adapted to the size, scope, and scale of the emergency.

**APPENDICES:**

Appendix A – Oakville Emergency Plan 2024

Appendix B – By-Law 2024-071

Prepared by:

Kalpna Rajgopalan, Deputy Fire Chief

Recommended by:

Paul Boissonneault, Fire Chief

Jane Clohecy, CAO & A/Commissioner, Community Services

Submitted by:

Kalpna Rajgopalan, Deputy Fire Chief



OAKVILLE

# Emergency Plan 2024

## **Plan Distribution**

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This Plan is considered a public document according to the provisions of the Emergency Management and Civil Protection Act. However, this Plan also contains information that should not be circulated at large due to privacy / security issues.

Therefore, this Town of Oakville Emergency Plan will be distributed both internally (restricted) and externally (public) as follows.

### **Restricted Distribution**

Copies of this Plan that include any appendices / attachments, which are considered confidential, are distributed only to persons who receive the Confidential Directory.

### **Public Distribution**

Copies of this Plan that do not include any appendices/attachments, which are considered confidential, are available for public viewing / distribution at:

- The Office of the Town Clerk during regular business hours
- The Town of Oakville corporate website

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## Record of Amendments

All amendments to this Plan will be recorded, dated and re-distributed to persons receiving the Emergency Plan, those receiving the Appendices and listed on the Restricted Distribution List, and those receiving the department plan(s), along with an updated Record of Amendments.

*Table 1: Chronological order of Emergency Plan By-Law amendments.*

<b>PASSED this</b>	<b>Amendment</b>	<b>Approved / Revised By</b>
29th day of January, 2018	<a href="#"><u>2018-003</u></a>	Council
11th day of February, 2013	<a href="#"><u>2013-008</u></a>	Council
1st day of May, 2006	<a href="#"><u>2006-091</u></a>	Council
16 <sup>th</sup> day of Sept., 2022	<a href="#"><u>2002-092</u></a>	Council
29 <sup>th</sup> day of April, 2024	2024-071	Council
	1996-48	

## Glossary of Terms

The following is an alphabetical list of commonly used terms, acronyms and definition used in emergency management in Ontario.

Table 2: List of commonly used emergency management terms and acronyms.

Term	Acronym	Description
Area Commander	AC	Within the IMS structure the AC is responsible for the overall management of multiple incidents, or to oversee the management of large incidents to which several Incident Management Teams have been assigned. <sup>1</sup>
Area Command Post	ACP	The location from which Area Command manages multiple incident management teams and is similar to an Incident Command Post (ICP). <sup>2</sup>
Chief Administrative Officer	CAO	The CAO of the Town of Oakville or designate. Acts as EOC Commander.
Community Emergency Management Coordinator & Alternate	CEMC CEMC-A	The CEMC is a Senior Fire Department staff member responsible for managing the Town's Emergency Management Program and maintaining this Plan.
Dispatch/Resources		Designated town or other staff responsible for dispatching or providing resources in support of the EOC but, are not a member of the ECG or located in the EOC.
Deputy EOC Commander		Alternate to the CAO in charge of managing the EOC.
Emergency Information Centre	EIC	A designated facility that is properly equipped to monitor and coordinate emergency information activities including the dissemination of information to the public. <sup>3</sup>
Emergency Information Officer	EIO	The Director of Communications and Customer Experience for the Corporation of the Town of Oakville or designate responsible for emergency

<sup>1</sup> <https://www.ontario.ca/document/incident-management-system-ims-guidance-version-2>

<sup>2</sup> <https://www.ontario.ca/document/incident-management-system-ims-guidance-version-2>

<sup>3</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

		public information.
Emergency Management	EM	Organized activities undertaken to prevent, mitigate, prepare for, respond to and recover from actual or potential emergencies. <sup>4</sup>
Emergency Management and Civil Protection Act	EMCPA	The EMCPA requires municipalities, provincial ministries, and designated agencies, boards, commissions, and other branches of government to develop and implement emergency management programs consisting of emergency plans, training, exercises, public education, and any other elements prescribed by Regulation.
Emergency Management Program	EMP	The EMP includes aspects of prevention, mitigation, preparedness, response and recovery.
Emergency Operations Centre	EOC	The Town's Primary EOC is located at the Town of Oakville Municipal Offices, 1225 Trafalgar Rd. Can be both in-person and virtual and the location where operations are coordinated for an imminent or actual threat.
Emergency Operation Centre - Alternate	EOC-A	The Town's alternate EOC is located at the Queen Elizabeth Park Community and Cultural Centre at 2302 Bridge Road.
Emergency Control Group	ECG	Individuals/members directing those services necessary for mitigating the effects of the emergency and a requirement within the EMPCA. The CAO is responsible for co-ordinating the actions of the group.
EOC Recording Officer		Staff member from the Town's Clerk's Department as assign by the Clerk, responsible for recording communications in the EOC.
Evacuation		The process of moving people from a place of danger to a safer place. <sup>5</sup>
Evacuation Centres		A designated facility used to provide temporary care and shelter for displaced persons due to an emergency evacuation.
Executive Leadership Team	ELT	The Town's ELT is comprised of the CAO and Commissioners from Corporate Services, Community Infrastructure, Community Services and Community Development, Director of Corporate Strategy and Initiatives, Director of Communications

<sup>4</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

<sup>5</sup> <https://www.oxfordlearnersdictionaries.com/definition/english/evacuation>

		and Customer Experience.
Fire Chief		The Fire Chief of the Town of Oakville or designate and either the primary or alternate CEMC.
Halton Emergency Management Coordinator	HEMC	The Halton Emergency Management Coordinator or alternate performing the Emergency Management Planning functions for the Regional Municipality of Halton.
Hazard Identification and Risk Assessment	HIRA	A HIRA assesses the potential risk of hazards with the capacity to cause an emergency. This helps set priorities for prevention, mitigation, preparedness, response, and recovery activities. <sup>6</sup>
Incident Action Plan	IAP	Within IMS, an oral or written plan containing general objective reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods. <sup>7</sup>
Incident Commander	IC	The IC is responsible for the overall management of the incident, including the establishment of incident objectives/strategies and the overall coordination of incident activities.
Incident Command Post	ICP	The location from which IC manages multiple incident management teams and is similar to an Area Command Post (ACP). <sup>8</sup>
Incident Management System	IMS	A standardized approach to emergency management encompassing personnel, facilities, equipment, procedures, and communications operating within a common organizational structure. IMS is predicated on the understanding that in any and every incident there are certain management functions that must be carried out regardless of the number of persons who are available/involved in the emergency response. <sup>9</sup>
Mayor		The Head of Council of the Corporation of the Town of Oakville or designate.
Emergency Management	EMO	EMO works to keep people safe & secure by coordinating with other organizations to prepare for

<sup>6</sup> <https://www.ontario.ca/document/emergency-management-framework-ontario/emergency-management-programs>

<sup>7</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

<sup>8</sup> <https://www.ontario.ca/document/incident-management-system-ims-guidance-version-2>

<sup>9</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

Ontario		emergencies & respond to them, when they happen. <sup>10</sup>
Oakville Trafalgar Memorial Hospital	OTMH	The OTMH is located at 3001 Hospital Gate Oakville.
Provincial Emergency Operations Centre	PEOC	A fully equipped facility maintained by Emergency Management Ontario (EMO) that can be activated in response to, or in anticipation of, emergencies. The PEOC is staffed with appropriate representatives from ministries that have been delegated responsibilities for those emergencies as well as EMO staff. It serves as an initial point-of-contact for the affected municipality and federal interests. <sup>11</sup>
Emergency Plan	the Plan	A plan developed and maintained to direct an organization's external and/or internal response to an emergency. <sup>12</sup>
Public Notification		The process of informing the community of a potential or existing emergency situation and any other related information.
Reception Centre		A facility located in a safe area where evacuees can go to receive basic needs and information.
ServiceOakville		The main information line for residents, managed by the Manager of ServiceOakville.
Shelter-In-Place		Shelter-in-place is the process of keeping residents indoors to lessen the effects of the emergency.
Site		Location of the emergency including its perimeter as identified by Incident Command.
Oakville Search and Marine Rescue	OSMR	OSMR is a Canadian Coast Guard Auxiliary Unit and provides marine search and rescue service with the primary goal of saving lives at risk on western Lake Ontario.

<sup>10</sup> <https://www.ontario.ca/page/emergency-management>

<sup>11</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

<sup>12</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

## SECTION 1 – PLAN INTRODUCTION

This Emergency Plan (here after referred to as the Plan) will provide the framework for the Town of Oakville (here after referred to as the Town) to coordinate an appropriate response to any emergencies or significant events. The Plan is designed to be flexible and scalable to provide effective mitigation and response efforts throughout town. The Plan is designed to be used by all town departments, partners and stakeholders, in order to protect the life, health, safety, and/or property of the community.

The Emergency Management and Civil Protection Act (EMCPA) requires municipalities, provincial ministries, and designated agencies, boards, commissions, and other branches of government to develop and implement emergency management programs consisting of emergency plans, training, exercises, public education, and any other elements prescribed by Regulation.

The Town of Oakville conducts a Hazard Identification and Risk Assessment (HIRA) to identify the range of hazards that may pose a risk. Although the Town applies an all-hazards approach to the Emergency Management Program; human resources, equipment purchasing, training and exercise, and public education efforts are prioritized based on the understanding of the identified vulnerabilities.

For the Plan to be effective all concerned must be aware of its provisions and be prepared to carry out their assigned functions and responsibilities in an emergency. Town departments, partners and stakeholders that have a function to fulfill under this Plan are required to develop their own supporting emergency plan and corresponding response capability and capacity.

### 1.1 Legislative Authority

In the Province of Ontario, the Solicitor General is responsible to the Premier of Ontario for administration of emergency management policy and legislation. Through the provisions of the Emergency Management and Civil Protection Act, Revised Statutes of Ontario, 1990 Chapter E.9 Section 2 every municipality shall:

*Formulate an emergency plan governing the provision of necessary services during an emergency, the procedures under and the manner in which employees of the municipality and other persons will respond to the emergency and the council of the municipality shall by by-law adopt the emergency plan.*

The Town receives the authority to participate in an Emergency Plan which governs the provision necessary during an emergency through a council by-law. This bylaw, included as **Appendix A**, outlines the procedures and the manner in which employees of the municipality and other persons will respond to the emergency.

## 1.2 Emergencies and Significant Events

An emergency or significant event requires town resources to be dedicated towards prevention, mitigation, preparedness, response and recovery efforts. The following descriptions outline types of incidents:

### Emergency

A situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident, or an act whether intentional or otherwise.<sup>13</sup>

Emergencies may occur as natural events (floods, hurricanes, windstorms, and winter blizzards) be human-caused (transportation accidents, hazardous materials releases, explosions, aircraft/rail crashes) be technology based (communications failure, cyber-attacks power outage) or be medical related (COVID-19).

The Town of Oakville acknowledges that the more intense and frequent extreme weather events caused by our changing climate poses additional risks and opportunities related to emergency preparedness, mitigation, response & recovery. The impacts of increased temperatures, lake levels and high wind events include power outages, flooding and increased safety risks that have been identified through the town's annual Hazard Identification and Risk Assessment(HIRA) update which is a legislative requirement. Emerging issues and/or significant identified threats are identified and actioned through appendices that are added to this foundational plan. Such emerging issues include climate related emergencies, pandemic considerations and cyber attacks/security. Climate mitigation work along with the integration of climate considerations are being incorporated into the appropriate asset management plans to increase resilience.

### Significant Event

A planned or unplanned situation which requires a response to protect people, property, the environment, the economy and/or services.

### Disaster

A serious disruption to an affected area, involving widespread human, property, environmental and / or economic impacts, that exceed the ability of one or more affected communities to cope using their own resources.<sup>14</sup>

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<sup>13</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

<sup>14</sup> <https://www.ontario.ca/page/emergency-management-glossary-terms#section-1>

### **1.3 Concept of Emergency Operations**

By their nature or magnitude, emergencies or significant events require a controlled and coordinated response by multiple agencies (governmental and non-governmental) under the direction of the appropriate officials. All actions taken by the town to provide such a response constitute “emergency operations” and are distinct from routine operations carried out as normal day-to-day procedures (such as fire suppression, municipal enforcement or public works).

### **1.4 Aim of This Plan**

The aim of this Plan is to define an emergency management structure by which town services, agencies and personnel will operate in response to any emergency or significant event to:

1. Protect and preserve life and property,
2. Minimize and/or mitigate the effects of the emergency on the community and physical infrastructure of the town and;
3. Quickly and efficiently enable recovery and restoration of normal services.

### **1.5 Activation of This Plan**

This Plan is considered activated any time one or more members of the Emergency Control Group (ECG) are assembled for Emergency Operations Centre (EOC). This is following an emergency notification of an emergency or significant event, which is of such magnitude as to warrant its implementation.

Depending on the scope and scale of the emergency, all or part of this Plan can be activated.

Every employee of the Town is expected to respond as required to an emergency to the best of their ability in accordance with the direction of their immediate supervisor.

Activation of this Plan does not constitute a declaration of emergency (refer to Section Three: Emergency Declaration / Termination).

Section Two of this plan involves regularly scheduled planning meetings for the Oakville Emergency Management Committee (OEMC). The OEMC is responsible for the overall management and planning of the Town’s Emergency Management Program. The purpose of the Committee is to assist in the development and advise Council on the development and implementation of the program.

## **1.6 Integration with Halton Regional Emergency Plan**

Management of a localized emergency typically falls within the purview of the affected Local Municipality's Emergency Management program. A Local Municipality activating their Emergency Plan may or may not mean that Halton Region might change the Regional Level of Activation. Similarly, the Local Municipalities are not expected to activate their Emergency Plans if Halton Region is activating its Emergency Plan at any Level of Activation.

The Mayor or CAO of an affected Local Municipality may request emergency response resources from Halton Region by contacting the Regional CAO. The Regional Chair or a member of the Regional Emergency Control Group (RECG) may also be contacted with a request for assistance, which will be sent to the Regional CAO for approval.

All emergency and service disruption events that occur in Halton Region will, however, trigger the activation of the Emergency Plan at the 'Enhanced Monitoring' level. Regional EM staff will provide Situation Reports for emergency events when necessary to ensure the Region and Local Municipalities are aware of situations as they unfold. This also ensures that if Regional resources are needed in a response situation, then there has been sufficient Regional Situational Awareness developed to inform the decision to deploy said resources. Deploying Regional resources to assist in managing an emergency event does not constitute Halton Region assuming primary responsibility for this event.

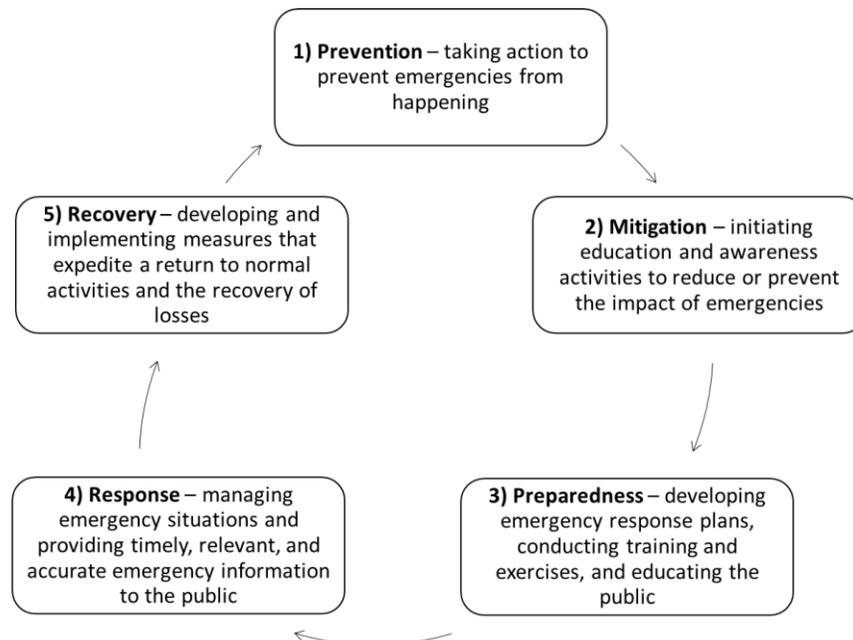
A lower tier municipality may, request that the Region assumes the lead role in managing an event; this request must come from the Mayor or CAO of the Local Municipality and approved by the Regional CAO. In this situation, the Mayor(s) and an appropriate Designated Senior Municipal Official(s) of the affected lower tier Municipality(ies) and the CEMC will then become members of the RECG. All decisions made by the RECG with respect to the lives and property of the affected lower tier Municipality(ies) will be made in consultation with the Mayor(s) of the affected Municipality(ies).

## SECTION 2 – EMERGENCY MANAGEMENT PROGRAM

### 2.1 Oakville Emergency Management Committee (OEMC)

Oakville’s Emergency Management Committee is responsible for the overall management and planning of the Town’s Emergency Management Program. The purpose of the committee is to assist in the development and advise Council on the development and implementation of the program. The committee takes into consideration the Prevention, Mitigation, Preparedness, Response and Recovery aspects of emergency planning and completes necessary annual compliance training, programming and Hazard Identification Risk Assessment (HIRA) updates and plan enhancements.

Figure 1: The five interdependent stages of a fulsome emergency management program.



#### Mandate

To meet the requirements of the Emergency Management and Civil Protection Act (RSO 1990)

*Every municipality shall have an emergency management program committee (O Reg. 380/04)*

*The municipality’s Emergency Management Program Committee shall conduct an Annual Review of the Program (O.Reg.380/04, s.11 (6))*

To provide guidance and assistance in setting priorities and outlining the annual objectives for the overall Emergency Management Program for the Town.

## **2.2 Composition**

The OEMC is comprised of:

- CAO
- All Commissioners
- Fire Chief (Community Emergency Management Coordinator)
- Deputy Fire Chief (Community Emergency Management Coordinator – Alternate)
- Director, Oakville Transit
- Director, Roads and Works
- Director, Parks and Open Space
- Director, Information Technology Systems
- Director, Facilities & Construction Management
- Director of Communications and Customer Experience
- Halton Regional Police
- Halton Regional EMS
- Halton Regional CEMC

## **2.3 OEMC Terms of Reference**

### **2.3.1 General**

- Review the annual emergency management program for the Town.
- Provide guidance to Town departments that are required to develop their own supporting emergency plan and corresponding response capability and capacity.
- Review operations and layout of the town's EOC.
- Review/update EOC procedures and protocols.
- Determine annual EOC training objectives.
- Design, coordinate and review annual emergency management exercise(s)
- Ensure effective communications between town departments, the region, and all other jurisdictions and agencies who may be required in the event of an emergency/significant event.
- Defining and communicating the roles and responsibilities of the EOC and its members.
- Liaise with other agencies and/or jurisdictions having authority, including Emergency Management Ontario.

### **2.3.2 Frequency of Meetings**

Committee meetings shall be scheduled annually and at any other time required by the Chair.

### **2.3.3 Committee Records**

Staff will record minutes of the meetings and coordinate/retain committee records including agendas, minutes and all other reports.

### **2.3.4 Chair**

The Chair of the emergency management program will be based on:

- For planning purposes, the chair of the OEMC is the Commissioner of Community Services
- For pre-emergency consultations or pre-EOC activation the CAO is the chair of the OEMC.

## SECTION 3 – EMERGENCY DECLARATION / TERMINATION

Emergency declarations promote a sense of urgency to the community regarding the severity of an emergency and demonstrate that the Town is treating the situation as a serious event. An emergency declaration should be made if the Town must take any extraordinary actions to protect the life, health, safety and property of the community and to formally engage the powers of the Emergency Management and Civil Protection Act as required.

An emergency declaration is not required for this Plan to be implemented.

### 3.1 Authority of the Mayor

Only the Mayor of the Town of Oakville (or designated acting Mayor) has the power under the Emergency Management and Civil Protection Act to declare an emergency to exist within the boundaries of the Town.

Any decision by the Mayor to declare an Emergency will be done in consultation with the members of the ECG. However, the Mayor does have the ultimate responsibility for deciding to (or not to) declare an emergency to exist.

### 3.2 Notification of Declaration

According to the Emergency Management and Civil Protection Act:

“ *The head of council shall insure that the Solicitor General is notified forthwith of declaration made under subsection (1) or (2).*

Therefore, the Solicitor General will be notified through OFMEM forthwith (in writing by facsimile with confirmation by telephone) at any time the Mayor makes an Emergency Declaration within the Town of Oakville.

### **Notification is made to the Provincial EOC using the Emergency Declaration Form.**

In addition to the Solicitor General, the following persons / agencies may also be notified of any Emergency Declaration made by the Mayor:

- Members of Town Council
- The Regional Municipality of Halton
- Local Member(s) of the Provincial Parliament
- Local Member(s) of the Federal Parliament
- General public through the media

### **3.3 Termination of Declaration**

Any time an Emergency Declaration is made, at some later point that declaration must also be terminated. The act of terminating an emergency declaration is required to advise that the dangers presented by the emergency have been mitigated once the threats to life, health and/or safety are no longer apparent.

According to the provisions of the Emergency Management and Civil Protection Act:

*The head of council or the council of a municipality may at any time declare that an emergency has terminated.*

Therefore, any Declaration made by the Mayor can be later terminated by either the Mayor or majority vote of Town Council. Any decision to Terminate must be done in consultation with the members of the ECG.

The Premier of Ontario may also terminate an emergency declaration at any time.

### **3.4 Notification of Termination**

The Solicitor General will be notified through Emergency Management Ontario (EMO) forthwith in writing by email with confirmation by telephone.

*In addition to the Solicitor General any persons notified of the Declaration must also be notified when the emergency is terminated using the Emergency Termination Form.*

The CAO will ensure that all personnel and supporting agencies concerned are advised of the termination of the emergency.

### **3.5 Volunteer Assistance**

For the purpose of this Plan, the Town will utilize volunteers from Oakville Ready, Salvation Army and the Red Cross. An individual would need to be registered with those organizations in the event that there is a need for assistance with response and recovery efforts when an emergency is declared.

An emergency declaration protects registered volunteer emergency workers under the provisions of the Workplace Safety Insurance Board (WSIB). According to WSIB Operational Policy document # 01-02-03 a municipal worker includes:

*A person who assists in connection with an emergency that has been declared to exist by the head of council of a municipality or the Premier of Ontario.*

Therefore, if an emergency situation requires the use of volunteers, making an emergency declaration may be considered for the above reason. Community volunteers are not considered Town employees except for the matters pertaining to WSIB.

## **SECTION 4 – Emergency Operations Centre (EOC)**

EOCs are locations (virtual, in-person, or hybrid) where staff from multiple agencies typically come together to address imminent threats and hazards and to provide coordinated support to incident command, on-scene personnel, and/or other EOCs.

Primary functions of staff in EOCs, whether virtual or physical, include:

- Collecting, analyzing, and sharing information;
- Supporting resource needs and requests, including allocation and tracking;
- Coordinating plans and determining current and future needs; and
- In some cases, providing coordination and policy recommendations to ECG.

### **4.1 EOC Activation**

EOCs are activated for the purposes of coordinating the Town's response to emergencies and significant events. Circumstances that may require the activation of the EOC include:

- Coordination of a multi-jurisdictional response
- Significant events or emergencies that require additional resources potentially beyond town capacity/capabilities.

When an emergency occurs or in the event of a pending emergency, the Fire Chief/CEMC(-A) will notify the Town's Executive Leadership Team (ELT) to provide the details of the emergency. The CAO, in consultation with ELT, will determine the impact or potential impact on the community, property or services and identify which is the appropriate level of activation for the EOC.

There are three activation levels to allow for a scaled response, delivery of the needed resources, and a level of coordination appropriate to the incident.

The three activation levels for the EOC are:

1. Routine monitoring – Key operational departments within the Town conduct routine monitoring on an ongoing basis. If an emergency or significant event occurs, notification will be made to on-call staff.
2. Partial activation – enhanced monitoring and possible activation by one or more appropriate departments to respond to a discipline-specific event.
3. Full activation – If the CAO determines the emergency or pending emergency requires full EOC activation, the EOC will be immediately activated, setup and staffed by the Emergency Control Group(ECG). The ECG are the people identified through legislative requirements who establish the EOC as the location where operational support for an emergency or significant event is coordinated.

## 4.2 Incident Management System (IMS)

The Town supports the implementation of the Incident Management System (IMS)<sup>15</sup> for managing emergencies and significant events.

IMS is a standardized approach to emergency management, and supports a coordinated, scalable and organized response and recovery from emergencies or significant events.

IMS provides communities and organizations with a common framework to communicate, coordinate and collaborate. Personnel, facilities, equipment, procedures and communications operate within a common organizational structure.

IMS organizes the response to an emergency in a modular structure that can be expanded or contracted depending on the size and type of emergency. EOC staff are organized by function rather than by departments or agencies. Using IMS ensures that staff working in the EOC are managing the emergency through specific common objectives. IMS has been proven to reduce or eliminate duplication of tasks and maintain a controlled and coordinated response.

The foundation of IMS is collaboration and coordination in the establishment of goals, the setting of priorities and the assignment of resources to effectively manage an emergency. The Emergency Operations Centre (EOC) is organized into 5 functional sections:

**Command:** Responsible for overall policy and coordination through the joint efforts of government agencies and private organizations. Command includes the EOC Commander, Incident Command and Deputy Commander. Command Staff includes Liaison Officer, Safety Officer and Emergency Information Officer. The role of Emergency Information Officer will be performed by the Director, Communications and Customer Experience for the Town of Oakville.

**Operations:** Responsible for coordinating all jurisdictional operations in support of the emergency response through implementation of the Incident Action Plan (IAP).

**Planning:** Responsible for collecting, evaluating and disseminating information; developing the Incident Action Plan (IAP) and Situation Report in conjunction with other functions; and maintaining EOC documentation.

**Logistics:** Responsible for ensuring the EOC is operational and providing facilities, services, personnel, equipment, and materials.

**Finance/Administration:** Responsible for financial activities and other administrative

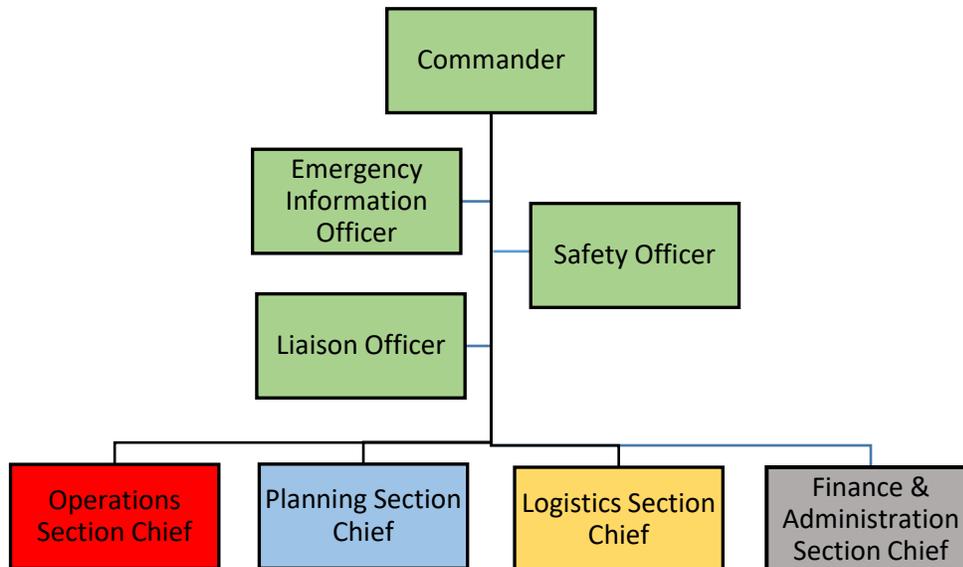
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<sup>15</sup> <https://www.ontario.ca/document/incident-management-system-ims-guidance-version-2>

aspects.

The figure below provides an overview of how resources can be organized under an IMS structure, with all Command Staff and General Staff roles.

*Figure 2: An overview of how resources can be organized under an IMS structure, with all Command Staff and General Staff roles.*



Staff are assigned to the above functional sections dependent on their role and expertise. This flexibility in the IMS deployment model allows for as many sections or as few sections to be deployed as are needed to support operations.

Leadership and guidance is provided through the EOC Commander. This is normally the CAO but may be delegated to one of the Commissioners.

### 4.3 Incident Management System Planning Cycle

The IMS Planning Cycle is utilized for simple and complex situations to gather data and analyze processes, which will allow staff to obtain complete information to fully analyze the situation and support decision-making.

The IMS Planning Cycle complements the overall decision-making process by providing the foundation for effective situation management to guide the development of the IAP.

#### **4.4 Initial Incident Action Plan (IAP) Establishment**

Every emergency and significant event must have an IAP, which provides all supervisory personnel with direction for the actions that are to be implemented. An IAP may be spoken or written. With the exception of some situations that are complex at their origin, situation management usually begins with a basic verbal initial IAP. At minimum, the initial IAP should:

- Outline the objectives that must be achieved to address the situation
- List the strategies that will be used to achieve the objectives
- Define the tactics required to implement the strategies in the safest manner possible

The situation objectives can be developed by someone other than Command. However, once developed, the objectives must be approved by Command.

In a simple situation, the initial IAP is typically developed in the following steps after Command is established:

- Assess the situation
- Establish objectives and strategy
- Develop the IAP
- Develop plans to support the IAP
- Implement the IAP
- Evaluate the situation

Depending on the size and type of situation, as well as Command preference, the initial IAP may be supported by forms such as the IMS 201: Incident Briefing to ensure accountability of resources and to allow for tactical planning. The initial IAP for simple situations is usually completed verbally. However, in some cases it may be preferable to prepare and distribute a written initial IAP from the outset.

#### **4.5 Incident Action Plan Development**

The exact sequence of activities and processes used to develop a written IAP may vary according to the situation and preferences of Command.

The planning process may begin with the scheduling of a planned situation, the identification of a credible threat, or the initial response to an actual or impending situation. The process continues with the implementation of the formalized steps and the staffing required for developing a written IAP.

During a situation spanning multiple Operational Periods, or if the planning process becomes routine, the sequence may be temporarily shortened to avoid unnecessary steps or meetings.

The essential elements of an IAP include:

- Statement of objectives, written in such a way to clearly define the expected deliverables and ability to measure successful completion
- Clear strategic direction
- The tactics to be employed to achieve the objectives
- A list of resources that are assigned
- The organizational structure or chart
- Safety guidelines or requirements

While an IAP is applicable to all situations, each situation dictates the level of detail to which an IAP is prepared. IAPs may be provided verbally during simple situations.

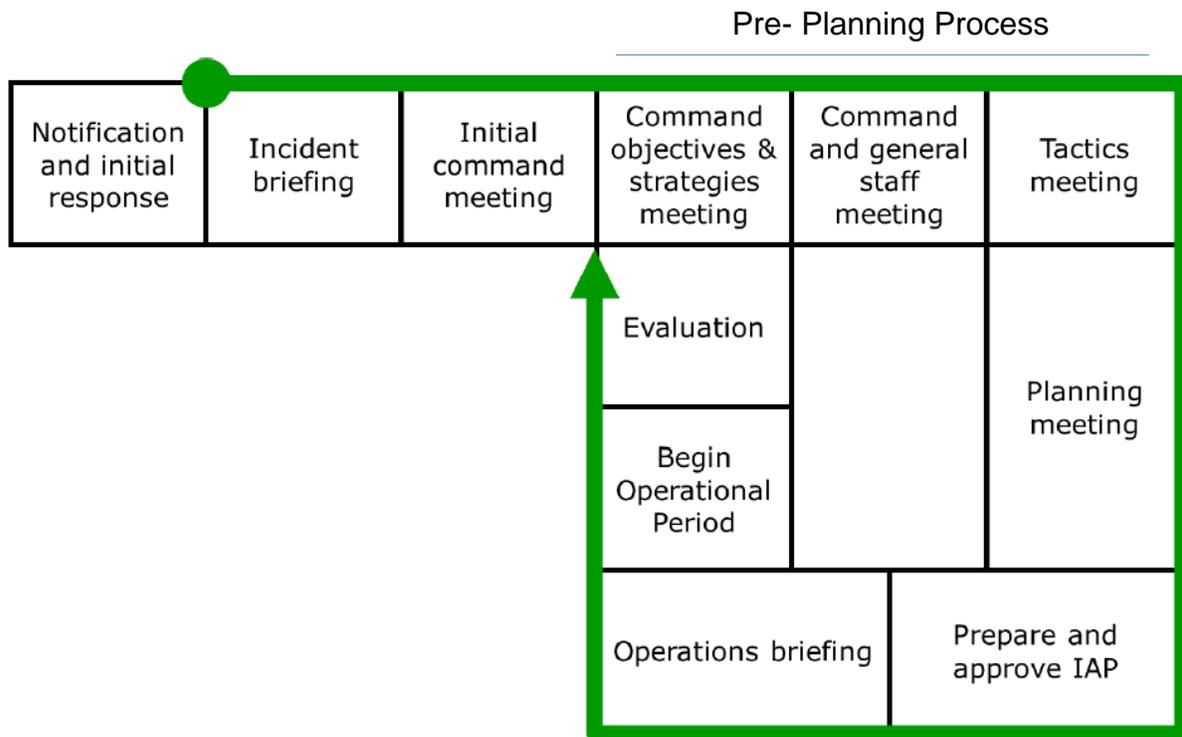
However, a written IAP should be used during complex situations or during expanding situations when new participants require a clear understanding of the tactical actions associated with the next operational period.

The following is a sequence of activities involved in the development of an IAP:

- Notification and initial response
- Incident briefing
- Initial command meeting (if applicable)
- Pre-planning meetings (optional)
- Command objectives and strategy meeting
- Command and general staff meeting
- Tactics meeting
- Planning meeting
- Preparing and approving the written IAP
- Operations briefing (where IAP is distributed)
- Start of operational period
- Evaluation (ongoing)

The figure below illustrates the IMS Planning Cycle, a formal and standard process personnel will follow to develop an IAP for the next operational period. Not all meetings are mandatory for every emergency or significant event and several of these activities can be completed simultaneously.

Figure 3: The IMS Planning Cycle that is used to develop IAPs.



#### 4.6 Operational Periods

An Operational Period is the time scheduled for executing a given set of objectives, as specified in an IAP. Operational periods can vary in length, although they should not be longer than a 24-hour period. Each IAP covers one Operational Period.

The IMS Planning Cycle is designed around identified objectives over the next operational period.

The IC establishes operational periods as a basis for the IMS Planning Cycle. Incoming staff should be briefed at the beginning of each Operational Period to ensure that they are:

- Briefed on the operational elements of the IAP
- Aware of the objectives, strategies and tactics that are expected to be accomplished within the next Operational Period

## **4.7 Emergency Control Group (ECG)**

### **4.7.1 Purpose and Goal**

Any emergency requires a controlled and coordinated response by multiple departments/agencies, under the direction of appropriate officials. Those “Appropriate Officials” make up the members of an ECG. The ECG is responsible for implementing the Incident Management System when the ECG is convened in the EOC.

### **4.7.2 Composition, Roles and Responsibilities**

#### **ECG Composition**

The Town of Oakville ECG consists of senior representatives from selected departments.

- CAO
- Commissioner Community Services
- Director of Strategy, Policy and Communications
- Fire Chief, Community Emergency Management Coordinator
- Deputy Fire Chief, Community Emergency Management Coordinator – Alternate
- Director, Oakville Transit
- Director, Roads and Works Operations
- Director, Parks and Open Space
- Director, Information Technology Solutions
- Director, Facilities and Construction Management
- Director, Financial Operations

The ECG during an EOC activation will be organized by functional sections: Command, Operations, Planning, Logistics, and Administration and Finance. The CAO may alter the composition of the ECG based on the needs and circumstances of the incident.

Note: The following responsibilities may be expanded or contracted to meet the needs of the emergency at hand. In the event that this plan is implemented in support of a local emergency, or upon direction from the Province of Ontario, the appropriate actions identified below will be taken under the direction of the lead agency/organization.

### **4.7.3 Deployment Model**

The EOC members will be deployed consistent with the Plan and the practices of the Incident Management System. Only the sections of the EOC required will be activated. Primarily, this will be Incident Command and any of the 4 Sections noted above. The initial decision of the activation level is made by the ECG member or alternate authorizing the EOC activation.

Upon confirmation the EOC is to be activated, Command will determine if this is a physical or virtual activation. If physical activation is required, the CEMC/Alternate will contact Facilities and Information Technology Solutions for facility and computer set up respectively.

1. EOC Commander, Deputy EOC Commander, Planning Section Chief, EIO, and CEMC / Liaison Officer
  - a. The EOC Commander or Deputy EOC Commander will be responsible for contacting the Mayor and Acting Mayor using the designated EOC telephone number.
2. All Primary Emergency Control Group members. Ensure they are assigned to one of the functional sections.
  - a. Command
  - b. Operations
  - c. Planning
  - d. Finance/Administration
3. Other agencies as required.

#### **4.7.4 Decision Making**

At any time, this Plan is activated by assembling the ECG members, all decisions made, and actions taken are as empowered by the Emergency Management and Civil Protection Act.

During meetings all members will provide advice and make recommendations. However, once a decision is made, all members must collectively support under public scrutiny that decision, whether opposed to those decisions at the discussion level or not.

All Staff operating in the EOC shall make necessary notes related to the decision-making process within their respective areas of responsibilities.

#### **4.8 Recovery Planning**

One of the responsibilities of the ECG is to establish a Recovery Committee. Its role is to return the community and its citizens to its pre-emergency state in as much as possible. In order to ensure continuity between the emergency and recovery operations, the Mayor and CAO are members of the Recovery Committee.

Since the recovery phase will in most instances extend beyond the termination of the Emergency Declaration, the Recovery Committee will operate under the direction of the CAO and report to Council as necessary. The Recovery Committee will also develop a

Recovery Plan, providing information on its actions.

The Recovery Plan will be activated at the direction of the Emergency Control Group, consistent with the Emergency Plan, normally occurring once the immediate response to the emergency has been completed. It is possible to be undertaking emergency response and recovery measures simultaneously, and it can be difficult to precisely define where one begins and where one ends. Recovery efforts may be initiated while an emergency declaration is still in effect. This plan assumes that the role with respect to media co-ordination will continue during the recovery phase.

#### **4.8.1 Recovery Committee Composition**

The Recovery Committee comprises persons holding the following positions or their appropriate alternatives:

- Mayor (Chair)
- CAO
- Town Solicitor
- Town Clerk
- Commissioner of Community Development
- Commissioner of Corporate Services
- Commissioner of Community Services
- Commissioner of Community Infrastructure
- Director of Strategy, Policy and Communications
- Community Emergency Management Coordinator (Alternate)

Representatives of internal departments, the Regional of Halton, the Province of Ontario and other organizations may be added to the Committee as appropriate.

The Chair may consider the need to establish other sub-committees to address specific areas of the recovery phase.

#### **4.8.2 Responsibilities of Recovery Committee**

The responsibilities of the Recovery Committee are:

- Ensuring the Town of Oakville and Halton Regional elected officials are informed of the status and activities of the recovery process.
- Approving and ensuring regular media releases to inform the public.
- Ensuring that elected officials from other local area municipalities are kept abreast of recovery activities which may have an impact on those municipalities, or other municipalities whose resources may be required.
- Determining the need and establish sub-committees as required.
- Receiving information from, and providing direction to, the recovery sub-committees to ensure that necessary services are provided and are being coordinated.

- Requesting funding from Halton Region and other senior levels of government.
- Providing recommendations to council concerning expenditure of funds, new by-laws or changes to existing by-laws, and such other matters as may require council approval.
- Ensuring continuity of mandated services to those residents not affected by the emergency.
- Assessing the impact on staff and town services.
- Tracking and determining costs associated with an emergency.
- Deciding on the termination of recovery activities and the wind-up of the Recovery Sub-Committee.
- Preparing a final report on the recovery phase of the emergency for submission to Council.
- Decisions of the Recovery Committee will consider the recommendations of the ECG.

## **SECTION 5 – EMERGENCY INFORMATION AND PUBLIC NOTIFICATION**

Communications are essential to any emergency operation. Upon implementation of this Plan, it will be necessary for the Town to communicate with its residents directly through the media concerning any aspect of the emergency. This includes:

- Releasing of accurate information
- Issuing authoritative instructions to the public
- Responding / redirecting individual requests for reports on information
- Activation of the EIO position to establish a communication link and liaise regularly with the EOC Director and Director, Communications and Customer Experience.

### **5.1 Manager of ServiceOakville**

Upon learning of a potential emergency, the Manager of ServiceOakville or the designate from ServiceOakville will:

- Inform ServiceOakville staff that an emergency has occurred.
- To ensure 24/7 coverage of the ServiceOakville contact centre.
- Inform the EIO at the EOC of the readiness of the ServiceOakville contact centre.
- Continually liaise with the EIO to provide and obtain current information on the emergency.
- Gather, process and disseminate information to the EIO for use by the ECG.
- Ensure processes are in place so that ServiceOakville staff responds to or redirect inquires pertaining to the emergency appropriately.
- Assigns ServiceOakville staff to manage the receipt, administration and tracking of inquiries.
- Ensure processes are in place so that staff responsible for the ServiceOakville contact centre redirect any serious inquiries for information pertaining to the emergency to the manager of ServiceOakville for further dissemination to members of the EOC for:
  - Citizen, Business Customers or Visitor Inquiries
  - Agency or others inquiries that are destined for EOC members, e.g. media
- Communicate public announcements, instructions, or warnings as directed by the EIO.
- Identify emerging trends and maintain a detailed log of all related actions taken by the ServiceOakville.
- Participate in a post-emergency debriefing and provide reports as required by the EIO.

## **5.2 Emergency Information Centre**

Depending on the scope of the emergency, there will likely be a consideration to establish both physical and virtual Media Information Centres. In situations requiring a multi-agency response, a joint media information centre may be desirable.

## **5.3 Public Notification Definition**

Public Notification is the process of informing the community of threatening, imminent or actual emergency situation.

## **5.4 Public Notification**

The following methods will provide the public with information and updates regarding the emergency situation:

- Enhanced Community Emergency Notification System (eCNS)
- Website –[www.oakville.ca](http://www.oakville.ca)
- Social Media (Twitter – primary/Facebook – secondary)
- Weather watches and warnings
- Media Partners including print, radio and TV
- ServiceOakville

### **5.4.1 The Enhanced Community Notification Service (eCNS)**

The eCNS program are available to the Town through the Region of Halton. This program consists of an emergency automated telephone notification service with the ability to provide emergency messaging to residents with in a defined geographical area. In the event of a major disaster or a situation such as one requiring evacuation, eCNS will phone affected households throughout the affected area in the Town. The service will only call White Pages phone numbers. The eCNS uses 911 data for increased call-out accuracy and can communicate information regarding:

- Emergency conditions
- What to do
- Where to go
- Other vital information such as numbers to call or websites to visit

### **5.4.2 Website**

Information about the emergency will be immediately posted on [www.oakville.ca](http://www.oakville.ca) and will include the most up-to-date information, contact details, background information, news releases, etc. about the crisis. This site will act as the primary repository for information and updates for residents, the media, and stakeholders.

### **5.4.3 Social Media**

In the event of an emergency, the Town will utilize the following established corporate social media accounts:

- Facebook: [Facebook.com/townofOakville](https://www.facebook.com/townofOakville)
- Twitter: @townofOakville

### **5.4.4 Weather Watches and Warnings**

The public can follow the weather and warnings including impending storms, through weather reporting stations including:

- Environment Canada: [www.weather.gc.ca](http://www.weather.gc.ca)
- The Weather Network: [www.theweathernetwork.com](http://www.theweathernetwork.com)

In potential flooding situations, warnings can be followed through the local conservation authority (CA) websites:

- Conservation Halton CA: [www.conservationhalton.ca](http://www.conservationhalton.ca)
- Credit Valley CA: [www.cvc.ca](http://www.cvc.ca)

### **5.4.5 Media Partners**

In case of an emergency, activities can be monitored through social media and traditional media outlets (i.e. radio, TV, print) for ongoing news, updates, and information.

The Town's Strategy, Policy, and Communications department will distribute news releases to the media.

Halton Regional Police Service has the ability to access satellite transmission between the hours of 12 a.m. to 4 a.m. through the Early Alert Radio System.

### **5.4.6 ServiceOakville**

ServiceOakville responds to inquiries and requests for some departments/services within the town and new services are being added all the time. In the event of an emergency, the ServiceOakville team will communicate public announcements, instructions, or warnings as directed by the EIO, as well as liaise with impacted departments, gather, process and disseminate information to the EIO for use by the EOC/ECG.

## **SECTION 6 – EMERGENCY ASSISTANCE / RESOURCES**

During emergency operations within the EOC (virtual, in-person, hybrid), the ECG members will prioritize the allocation of resources in support of the emergency site(s) and make arrangements for external assistance from the Region of Halton / Province of Ontario / other external non- government sources. This emergency assistance could include personnel with special expertise, specialized equipment with trained operators, and/or any other type of service / expertise required to support local emergency operations.

### **6.1 Emergency Assistance Structure**

Emergency assistance is structured at four levels of government in Canada, progressing from the Local Municipal level up to Federal Government level using a “bottom up” approach. This structure is in place to facilitate emergency assistance between levels of government and ensure that control and co-ordination of emergency operations is maintained by the municipality where the emergency exists.

### **6.2 Assistance from Neighbouring Municipalities**

Emergency assistance may be requested from neighbouring municipalities during emergency operations. This could include assistance through existing plans / agreements such as Fire Mutual Aid Plan or be as needed in response to a specific emergency. The Mutual Aid Plan identifies:

Assistance may also be requested from the Town to a neighbouring municipality during an emergency within their boundaries.

Any requests for emergency assistance made by the Town to a neighbouring municipality / from a neighbouring municipality to the Town should be made by either:

- Mayor to Mayor of the neighbouring municipality
- CAO. to CAO of the neighbouring municipality
- Fire Chief to Fire Chief of the neighbouring municipality
- The Regional Fire Coordinator should be contacted when requesting assistance from neighbouring departments

Once a request for emergency assistance is made, it is the responsibility of the assisting municipality to determine its capability to offer the assistance requested.

### **6.3 Assistance from Regional Government**

As a local municipality within the Regional Municipality of Halton, the Town receives regular services provided by the upper tier government such as Police /EMS/ Public Health/etc. Upon activation of this Plan, in a local emergency it is expected these

services will continue to be provided. However, allocation of Region resources would be coordinated through the Town of Oakville EOC. At such times these departments / services of the Region of Halton would respond to the Town EOC and may work as part of the ECG.

- Request for Regional assistance should be made from the Mayor through the Regional Chair

#### **6.4 Assistance from Provincial / Federal Government**

Requests for assistance from agencies of the Provincial or Federal government should be made through Emergency Management Ontario (EMO).

The EMO Duty Officer is available 24/7:

Telephone: 416-314-0472 or 1-866-314-0472

Email: [peocdo01@ontario.ca](mailto:peocdo01@ontario.ca)

Once the request for emergency assistance has been received by EMO, it is their responsibility to determine their capability to offer the assistance requested and/or coordinate the assistance request through to the appropriate Provincial / Federal Ministry and inform the Town on the state of the request.

#### **6.5 Emergency Resources**

Emergency resources can take the form of people with special skills and/or special equipment with trained operators. In order for the ECG members to best determine the allocation of limited emergency resources:

All departments / emergency services of the Corporation of the Town of Oakville should maintain an Emergency Resource Directory.

**APPENDICES**

Appendix A.....By-law 2024-071



**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2024-071**

**A by-law to adopt an Emergency Plan governing the provision of necessary services during an emergency and the procedures and manner in which employees of the Municipality and other persons will respond to the emergency, and to repeal By-law 2018-003.**

**WHEREAS** the Emergency Management and Civil Protection Act, 1990, as amended, provides the authority for a municipality to prepare, adopt and implement plans for emergency measures; and

**WHEREAS** The Corporation of the Town of Oakville has undertaken a review of its existing Emergency Plan as adopted by By-law 2018-003; and

**WHEREAS** it is deemed necessary to update the current Emergency Plan;

**COUNCIL ENACTS AS FOLLOWS:**

1. Schedule "1" to this by-law is hereby adopted as the Emergency Plan for The Corporation of the Town of Oakville.
2. The Corporation of the Town of Oakville, in accordance with its Emergency Plan, shall act in mutual aid and accord with Halton Region and the other area municipalities within the Regions of Halton and Peel in the implementation of these plans in an emergency.
3. This by-law shall come into full force and take effect on the date of the passing thereof.
4. By-law 2018-003 is hereby repealed.

PASSED this 29th day of April, 2024

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MAYOR

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CLERK

## REPORT

### Council

**Meeting Date: April 29, 2024**

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**FROM:** Strategy, Policy and Communications Department

**DATE:** April 16, 2024

**SUBJECT:** 2024 Community Satisfaction Survey

**LOCATION:** Town-wide

**WARD:** Town-wide

Page 1

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#### **RECOMMENDATION:**

That the 2024 Community Satisfaction Survey report from the Strategy, Policy and Communications department be received.

#### **KEY FACTS:**

The following are key points for consideration with respect to this report:

- The town conducts a community satisfaction survey (formerly called the citizen survey) every two years to evaluate resident satisfaction with town programs and services, to get input on strategic priorities for decision-making and budgeting, and to inform value for tax dollars.
- The last community satisfaction survey was conducted in 2022.
- Overall, Oakville residents continue to give the town high marks when it comes to satisfaction with livability, government, town programs and services, and value for tax dollars.
  - 80% agree that Oakville is a better place to live than most areas in the GTA
  - 79% overall satisfaction with the government of the Town of Oakville
  - 89% are satisfied with town services
  - 92% say that town employees are respectful in their interactions with them
- The top three rated services were parks and green spaces, harbours and waterfront areas and recreation fields and facilities.

- Areas identified for improvement are availability of online services, municipal enforcement, arts, heritage and culture offerings and venues, public transit, availability of parking and recreation programs.
- Housing affordability remains the top issue identified by residents followed by urban sprawl/rapid development, and land use planning.
- This report provides a summary of the 2024 community satisfaction survey results, which will also be available on the town's website, and shared through social media, the town's e-newsletter and digital screens at town facilities. The full data set will be available through the town's open data catalogue.
- Ward-specific results will be shared through Council's information package following the April 29, 2024 council meeting.

**BACKGROUND:**

The town-wide community satisfaction survey (formerly called the citizen survey) process began in 2001. Surveys were conducted in 2004 and 2007 before the town decided to move to a biennial survey. In 2021, Forum Research Inc. was retained to conduct the town's 2022 survey and they also conducted the most recent survey for 2024. Forum Research Inc. is a well-known leader in market research and has extensive experience conducting satisfaction surveys for municipalities.

The survey provides the town with quantitative data to help Council and staff understand residents' service priorities as well as track the town's progress in implementing Council's strategic plan. The survey also helps to support the town's budget process and decision-making by providing valuable input from residents on:

- Livability
- Satisfaction with town services and attributes
- Priorities and planning
- Taxation, and
- Information and service usage.

Overall, results indicate that satisfaction with key town programs and services remains very strong. Results show that Oakville residents continue to believe they receive good value for their tax dollars and this helps contribute to the high overall satisfaction rating for the government of the Town of Oakville. Lorne Bozinoff, President and CEO and Win Stec, Senior Research Director from Forum Research Inc. will present the results to Council on April 29, 2024.

**COMMENT/OPTIONS:****Methodology**

The community satisfaction survey process includes two distinct elements: a comprehensive 20-minute telephone survey of 805 randomly-selected residents (60% cell and 40% land line) conducted between February 13 to March 8, 2024, to gather quantitative data, and an online survey for qualitative research available from February 15 to March 8, 2024, to provide residents with opportunities to provide their input into the community satisfaction survey process. Key findings from the phone survey are outlined in this report. A summary of the phone survey and online survey is available as Appendix A.

Phone survey results were statistically weighted by age to ensure that the sample reflects the target population according to 2021 Census data, rendering an overall margin of error of  $\pm 3.45\%$ . Results have been weighted by age only, as the sample closely matched other demographic variables.

**Key Findings**

The large majority of residents (80%) agree that Oakville is a better place to live than most areas in the GTA. Residents are also more likely to say they would recommend the town as a place to live. Overall satisfaction with the government of the Town of Oakville is at 79%, remaining stable over the last four surveys. Residents express high satisfaction with the quality of town services (89%) and with the respectfulness of employees during their most recent interaction with them (92%). Most residents (80%) said that they receive good value for their tax dollars for the programs and services provided by the town.

A statistical “gap” analysis was done to gauge the difference between how satisfied residents are with each town service and the impact of the service to residents’ overall service satisfaction (i.e., perceived importance). Findings highlight two primary areas of improvement: municipal enforcement and availability of online services. Satisfaction with online services decreased by three percentage points. Municipal enforcement services was added to this year’s survey, so there is no data available to compare to previous years.

Four other services identified by residents that may need attention in the long-term are:

- Arts, heritage and culture offerings and venues (78%)
- Public transit (56%)
- Availability of parking (69%)
- Recreation programs (78%)

## Livability

Oakville residents' overall perceptions of livability increased in 2024. A clear majority of residents (80%) believe livability is better in Oakville than in most other areas of the GTA.

- In terms of quality of life and changes over the last two years, 8% think the quality of life in Oakville has become better, 52% say it stayed the same and 37% say it has become worse.
- When residents were asked what qualities make Oakville livable and vibrant, the top three qualities identified were green spaces (16%), parks (16%) and safe/low crime/good police (14%).
- When asked about the most important issue facing the town, residents identified affordable housing (26%), urban sprawl/rapid development (14%), and land use planning (14%) as the top three issues. Compared to previous surveys, there has been a significant increase in affordable housing as an issue which is up 7 percentage points.
- The combination of affordable housing, urban sprawl/rapid development and land use planning as top issues is reflective of the opportunities and challenges anticipated by the town as it works toward achieving its population, employment, and housing targets.

## Satisfaction with town services and attributes

- Residents express high satisfaction with town services at 89%. While it is four points lower than 2022, it is significantly higher than the benchmarked average (75%).
- The top three rated services were parks and green spaces (94%), harbours and waterfront areas (88%) and recreation fields and facilities (88%).
- Parking (69%) and public transit (56%) remained the lowest ranked, with both decreasing by two and five percentage points respectively.
  - A large portion of responses to the public transit service reported 26% "don't know or refused" to answer the question and likely represents non-transit users.
  - Overall, 11 of 13 town services scored at or over 70%, with seven of these scoring over 80%.
- A new question was asked as part of the survey to focus on a sense of belonging in the community, one of the key community indicators that is being tracked as per Council's [long-term strategy and action plan](#). 85% of residents responding as feeling a sense of belonging.

## Priorities and planning

Residents were asked to identify their top priorities within specific areas.

- In the past 12 months, 9 in 10 residents (87%) regularly visited green spaces/parks/trails.
- There has also been an increase in regularly visiting community centres by 21 percentage points since 2022, as people resume activities post-pandemic.

- As it relates to growth and land use planning, protecting the character of existing neighbourhoods (30%) was mentioned by almost one third of residents, followed by diverse housing options (26%) and sustainable development standards (23%).
- Protecting and maintaining parks was the top priority area mentioned by almost one tenth of the residents (8%) in terms of the town's response to climate change, decreasing 12 percentage points since 2022.

### **Taxation**

- Overall, 80% say they receive good value for their tax dollars for the programs and services provided by the town. Although Oakville is well above average when compared to benchmark municipalities with the mean being 67%, the rating has decreased from 2022 by five percentage points.
- When asked about their preference for an increase or decrease in taxes or user fees, there has been a slight decrease of 4 percentage points in the proportion of residents who preferred either maintaining service levels or adding services and facilities, even if it means an increase in taxes or user fees. Of those residents, 61% preferred an increase to user fees while 27% preferred an increase to property taxes.

### **Information and service usage**

- Over 9 in 10 residents (92%) are satisfied with the respectfulness of town employees, 3 percentage points more than 2022.
- Resident scores for ease of finding information (82%) and finding the right person (78%) to deal with questions/problems fell slightly.
- When finding information about the town, the majority of residents (61%) say they use the town's website most often, almost double the rate reported in 2022.
- The rate of satisfaction with the town's website is still very strong at 87%.

To inform Oakville residents of the 2024 Community Satisfaction Survey results, information will be posted to the town's website and communicated through the town's social media and e-newsletter. A summary highlighting key findings will be displayed on digital screens at the community centres. The full data set will also be added to the town's open data catalogue.

### **CONSIDERATIONS:**

#### **(A) PUBLIC**

The 2024 Community Satisfaction Survey involved two key components of public consultation. The first component was a random telephone survey of a representative sample of 805 residents from February 13 to March 8, 2024. The second component involved an online survey conducted from February 15

to March 8, 2024. The phone and online surveys were promoted through the town's website, social media, town's e-newsletter, email distribution lists, and digital screens at the community centres.

**(B) FINANCIAL**

The town's community satisfaction survey is conducted biennially. The cost of this survey is expected to be approximately \$64,200.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

The town's community satisfaction survey assists departments in evaluating their programs and services and provides valuable input into achieving the town's vision and strategic priorities, budget allocation and business planning process.

**(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses Council's strategic priorities: Growth Management, Community Belonging, Environmental Sustainability and Accountable Government.

**(E) CLIMATE CHANGE/ACTION**

Residents were asked to identify their top priorities related to Climate Change. This helps the town understand and align with community priorities.

**APPENDICES:**

Appendix A – Community Satisfaction Survey Qualitative Report

Prepared by:

Shahada Khan, Corporate Strategy Program Advisor

Recommended by:

Swaraj Mann, Manager, Corporate Strategy

Submitted by:

Julie Clarke, Director, Strategy, Policy and Communications

# Community Satisfaction Survey

Quantitative Report

Town of Oakville

April 2024



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# Methodology

<b>Method</b>	CATI (Computer Aided Telephone Interview) and CAWI (Computer Aided Web Interview)
<b>Criteria for Participation</b>	Residents of Oakville who are 18 years of age or older
<b>Sample Size</b>	CATI: n = 805 / CAWI: n = 782
<b>Average Length</b>	CATI: 19.9 min / CAWI: 14.5 min
<b>Margin of Error</b>	CATI: ±3.45%
<b>Fieldwork Dates</b>	February 13 (CAWI) 15 (CATI) – March 8, 2024
<b>Additional Notes</b>	<p>CATI sample was drawn using random digit dialing (RDD) among Town of Oakville residents and a mix of landline and cell phone sample was used (60% cellphone / 40% landline).</p> <p>CATI results throughout this report have been statistically weighted by age and gender to ensure that the sample reflects the target population according to 2021 Census data.</p> <p>CAWI data was collected through an open link hosted on the Town of Oakville's website. The sample from CAWI consist of only self-selected respondents, who have chosen to take part in the survey on their own accord, and all having computer access and internet connection. Due to this fact, CAWI data is reported separately as it is affected by self-selection bias and cannot be representative of Oakville demographics.</p>

# Research Objectives

- ❑ Forum Research Inc. is pleased to present the Town of Oakville with the results of the 2024 Community Satisfaction Survey.
- ❑ Specific areas explored in the research include (but are not limited to):
  - ❑ Satisfaction with the government of the Town of Oakville, overall livability of the Town, top-of-mind issues in need of attention;
  - ❑ Perceptions of Town attributes and services, including satisfaction and drivers of satisfaction;
    - ❑ Prioritization of the issues and initiatives the Town should address in the future;
    - ❑ Perceptions of value for tax dollar and views towards property tax, user fees, and overall budget decisions;
  - ❑ Preferred communication needs and interaction with the Town.

# Reporting Considerations

## **TOP2 / BTM2 and TOP4 / BTM4**

Top 2 (TOP2) and Bottom 2 (BTM2) reference the collected TOP2 positive and BTM2 negative responses, respectively where applicable. For example, a TOP2 grouping referred to as “satisfied” may be the combined result of “very satisfied” and “somewhat satisfied,” where a grouping of “not satisfied” (BTM2) may be the combined result of “not very satisfied” and “not at all satisfied.”

## **Rounding**

Due to rounding, numbers presented throughout this document may not add up to the totals provided. For example, in some cases, the sum of all question values may add up to 101% instead of 100%. Similar logic applies to TOP2 and BTM2 groupings.

## **Multi-mentions**

In some cases, more than one answer option is applicable to a respondent. Multiple mention questions allow respondents to select more than one answer category for a question. For questions that ask for multiple mentions (e.g., “*What are the qualities or features of the Town of Oakville that make it livable and vibrant?*”), it is important to note that the percentages typically add to over 100%. This is because the total number of answer categories selected for a question can be greater than the number of respondents who answered the question.

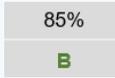
# Reporting Considerations

## Significance Testing

Throughout the report, statistically significant differences (at the 95% confidence level) between demographic segments have been shown in demographic breakout slides.

 Denotes the percentage which is **significantly highest** (at the 95% confidence level) within one demographic subgroup.

 Denotes the percentage which is **significantly lowest** (at the 95% confidence level) within one demographic subgroup.

 Denotes the percentage which is **significantly higher** than the segment with the corresponding letter. Each segment is denoted with letters (e.g., A, B, C, etc.). If the letter “A” appears under the response of a certain segment, this indicates that the response of that segment is significantly higher than the response of the segment denoted with the letter “A”.

Please note that statistical differences have been indicated where they exist.

## Benchmark Data

Comparisons to other municipalities have been included where possible.

## Tracking Data

Tracking data has been included where possible. Please note that data prior to 2022 comes from surveys conducted by another vendor. Caution should be used in comparing 2024 data with the previous surveys.



# Key Findings

# Key Findings

## Livability

***Overall, perceptions of livability have continued to remain strong in 2024.***

- The large majority of residents (80%) agree that Oakville is a better place to live than most areas in the GTA. Residents are also more likely to say they would recommend the Town of Oakville as a place to live to friends and colleagues than say they would not. *(slide 16, slide 19-20)*

***Residents continue to feel positive about the local government, quality of life in Oakville, and its qualities that make it livable and vibrant, though affordable housing is an increasing concern.***

- A large majority (TOP2: 79%) continue to feel positive about the Government of the Town of Oakville in 2024. *(slide 14)*
- Half (52%) said the quality of life in Oakville has stayed the same in the last 2 years, and about 1 in 10 (8%) said it has become better *(slide 24)*
- Green spaces (16%) and parks (16%) are top quality which makes Oakville vibrant and livable, followed by safety/low crime/good police (14%), and the small town/community/family atmosphere (12%). *(slide 18)*
- When asked what the most important issue facing the Town of Oakville is, affordable housing remained the top concern (26%), followed by urban sprawl/rapid development (14%), and land use planning (14%). Affordable housing continues to be the most important issue, with an increase of 12 percentage points from 2019 to 2022, and another 7 percentage points from 2022 to 2024. *(slide 28)*

# Key Findings

## Satisfaction with the Town Attributes and Services

*Residents continue to express high levels of satisfaction with the Town's services and attributes...*

- 9 in 10 residents (TOP2: 89%) expressed overall satisfaction with the quality of services provided by the Town. *(slide 30)*
- The specific services residents were most satisfied with were parks and green spaces (TOP2: 94%), harbours and waterfront areas (TOP2: 88%), and recreation fields and facilities (TOP2: 88%). Residents were least satisfied with public transit (TOP2: 56%), with a slight decrease (-5 percentage points) since 2022, and the availability of parking (TOP2: 69%). *(slide 32-33)*
- However, over 8 in 10 (TOP2: 85%) were satisfied with their sense of belonging with the community. *(slide 34)*

*...but there is room for improvement.*

- An analysis was done to determine how a specific service impacted and contributed to residents' overall service satisfaction levels *(slide 35-37)*
- Findings from this analysis found 2 primary areas of improvement for the Town: (1) availability of online services, and (2) municipal enforcement.
- In addition, 2 services positioned in the secondary areas for improvement that may require special attention in the long-term include: (1) arts, heritage, and cultural offerings and venues, and (2) availability of parking.

# Key Findings

## Priorities and Planning

*Residents continue to enjoy visiting green spaces such as parks and trails in the Town.*

- In the past 12 months, nearly 9 in 10 (TOP2: 87%) reported regularly visiting a green space, park, or trail. Use of green spaces has been consistent throughout all survey waves. *(slide 39)*

*Resident's priorities for growth and planning focus on the protection of character and greenery in the Town.*

- Top priorities include:
  - Protecting the character of existing neighbourhoods (30%) and diversifying housing options (26%) when thinking of growth and land use planning. *(slide 40)*
  - Protecting and maintaining parks, trails, and green spaces (8%) when thinking about climate change. *(slide 41)*

# Key Findings

## Taxation

***Residents continue to receive good value for their tax dollars, and would increase taxes though user fees in order to maintain service levels or add new services and facilities.***

- Considering the programs and services provided by the Town, most residents (TOP2: 80%) said they receive good value for their tax dollars. *(slide 43)*
- When asked about their preference for an increase or decrease in taxes or user fees, 58% opted for an increase in order to maintain service levels or add new services and facilities. Compared to 2022, slightly less residents preferred an increase in taxes or user fees (from 62% to 58%). Of these residents, 61% preferred an increase to user fees, whereas 27% preferred an increase to property taxes, in order to maintain or add services and facilities. These figures are relatively consistent since 2022. *(slide 46)*

## Information and Service Usage

***Residents report positive experiences from their most recent interaction with the Town.***

- Considering their most recent contact with the Town, 9 in 10 residents (TOP2: 92%) are satisfied with the respectfulness of the employees, 3 percentage points more than 2022. *(slide 48)*

***The Town's website is the platform that residents report using the most to find information about the town, and they are satisfied with their experience on the website.***

- The majority of residents (61%) use the Town's website to find information about the Town of Oakville, followed by the internet (9%), and social media (5%). *(slide 49)*
  - Of those who have used the Town's website, the majority (TOP2: 87%) are satisfied with their experience. *(slide 50)*



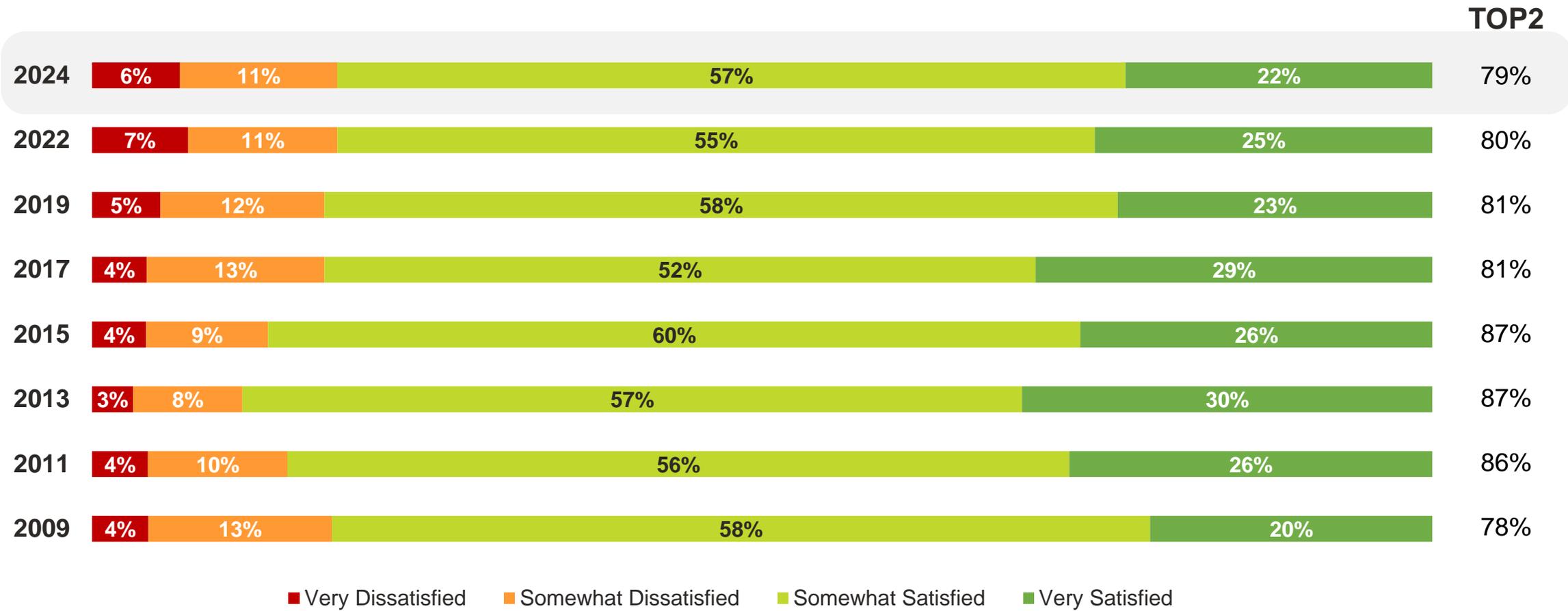
# Detailed Findings



# Livability

# Satisfaction with the Town of Oakville Government

Almost 8 in 10 residents (TOP2: 79%) are satisfied with the Town of Oakville Government. TOP2 satisfaction level remained stable over the last three waves.



■ Very Dissatisfied  
 ■ Somewhat Dissatisfied  
 ■ Somewhat Satisfied  
 ■ Very Satisfied

**Note:** Visual excludes "Don't know"

**Q2.** Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the government of the Town of Oakville?

**Sample Size:** n=805

**Base:** All respondents (CATI)



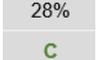
# Satisfaction with the Town of Oakville Government

## Demographic Breakouts

		Age			Employment Status				Disability	
	Total	18-34	35-54	55+	Working	Student	Unemp.	Retired	With Disability	No Disability
		A	B	C	D	E	F	G	H	I
<b>N=</b>	<b>805</b>	167	314	307	477	40	65	179	86	672
<b>TOP2 Satisfied</b>	<b>79%</b>	71%	81%	82%	77%	85%	81%	84%	64%	80%
				A				D		H

 Denotes significantly highest percentage within subgroups

 Denotes significantly lowest percentage within subgroups

 Letter denotes significantly higher percentage than the segment with the corresponding letter

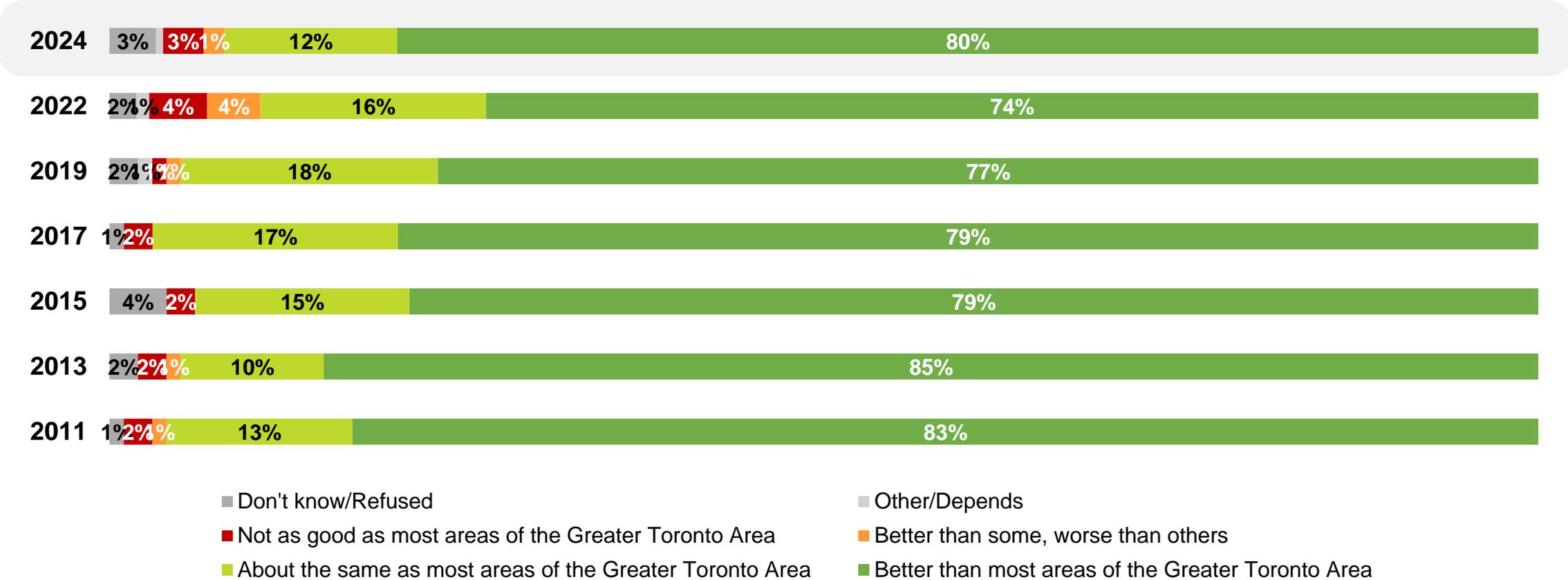
Q2. Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the government of the Town of Oakville?

Sample Size: n=805

Base: All respondents (CATI)

# Livability in Oakville Compared to rest of GTA

4 in 5 residents (80%) think that Oakville is better than most areas of the GTA in terms of livability.



Q4. Thinking about Oakville as a place to live, would you say that living in Oakville is generally...  
 Sample Size: n=805  
 Base: All respondents (CATI)

# Livability in Oakville Compared to rest of GTA

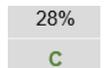
## Demographic Breakouts

		Income				Education					Employment Status			
	Total	\$30K or less	\$30K-\$70K	\$70K-\$125K	\$125K+	Elem./ Some H.S./ Comp. H.S	Some College/ Tech./ Uni.	Comp. College/ Tech.	Comp. Uni.	Comp. Post Grad.	Working	Student	Unemp.	Retired
		A	B	C	D	E	F	G	H	I	J	K	L	M
N=	805	37	102	150	299	89	64	129	314	165	477	40	65	179
Better than most areas of the GTA	80%	78%	80%	81%	83%	70%	82%	77%	80%	86%	80%	84%	75%	81%
										E				

		Home		Ward						
	Total	Own a house	Rent a house	WARD 1	WARD 2	WARD 3	WARD 4	WARD 5	WARD 6	WARD 7
		A	B	D	E	F	G	H	I	J
N=	805	607	155	113	134	93	181	148	103	17
Better than most areas of the GTA	80%	80%	81%	79%	82%	73%	81%	82%	79%	84%

 Denotes significantly highest percentage within subgroups

 Denotes significantly lowest percentage within subgroups

 Letter denotes significantly higher percentage than the segment with the corresponding letter

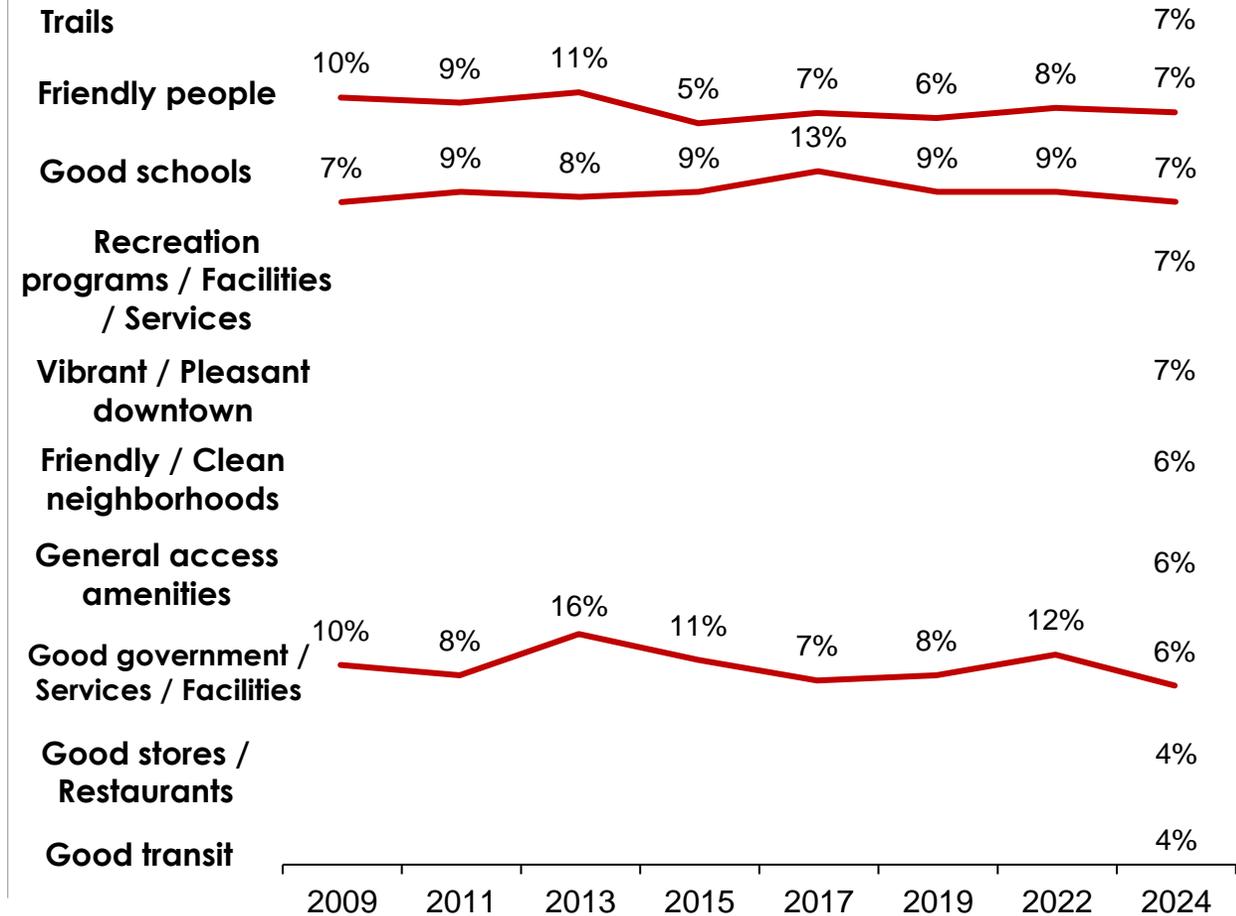
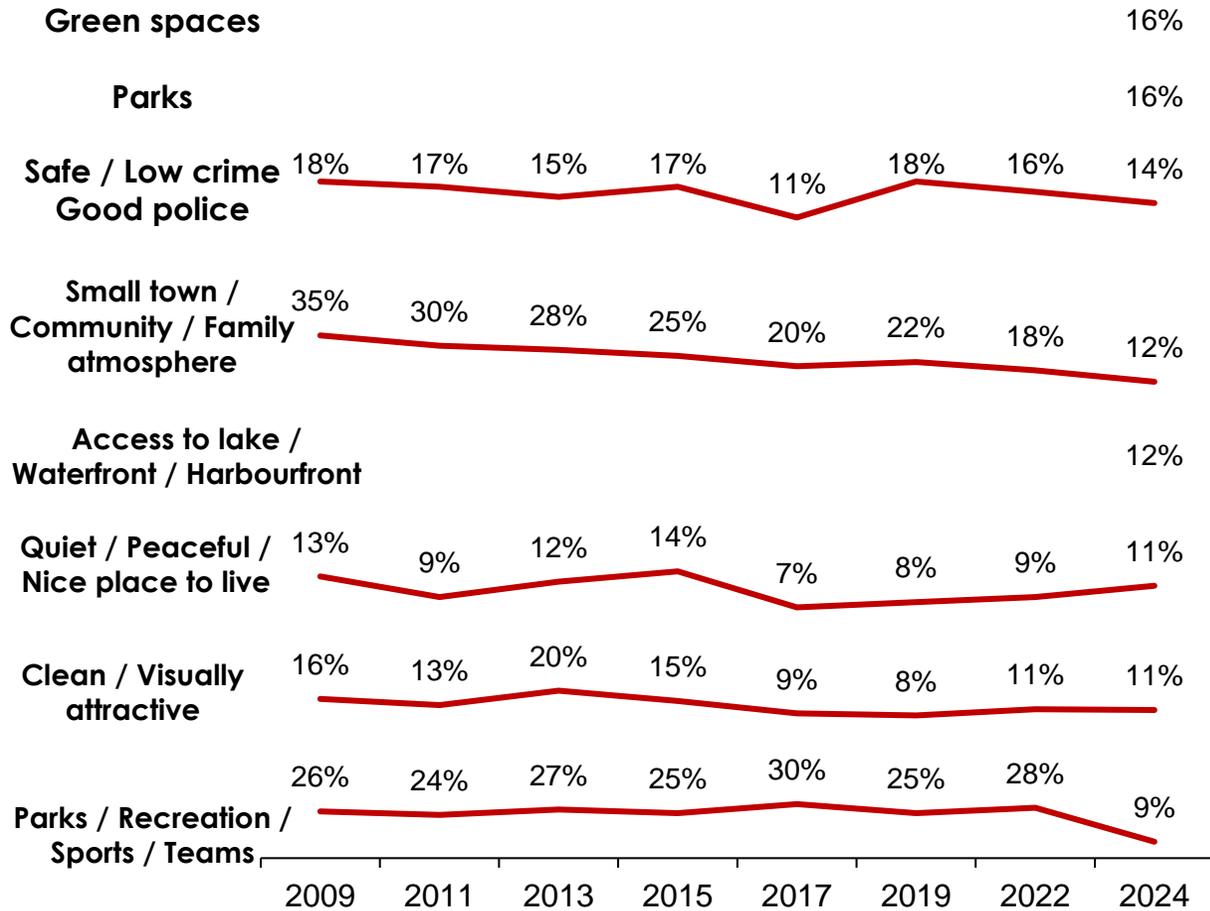
Q4. Thinking about Oakville as a place to live, would you say that living in Oakville is generally...

Sample Size: n=805

Base: All respondents (CATI)

# Qualities that make Oakville Vibrant and Livable

Green spaces (16%) is a top quality which makes Oakville vibrant and livable, followed by parks (16%), and safety/low crime/good police (14%).



\*Visual shows mentions with 4% and higher, and excludes "other", "don't know", "none of the above", and "refused"  
**Note:** Visual excludes "Don't know" **Note:** Question has been updated to 'livable and vibrant' from 'livable'.  
 Q3. What are the qualities or features of the Town of Oakville that make it livable and vibrant? Page 181 of 1037  
 Sample Size: n=805  
 Base: All respondents (CATI)

\*The question in previous waves was slightly different: What are the qualities or features of the Town of Oakville that make it livable? Please interpret with caution.



FORUM RESEARCH

# Net Promoter Score (NPS) Analysis

**Net Promoter Score = Promoters – Detractors**



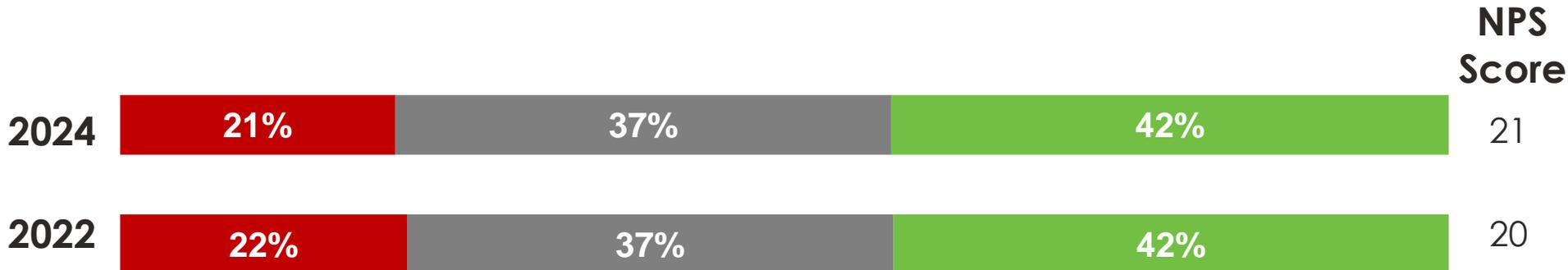
**Question:** *How likely would you be to recommend The Town of Oakville as a place to live to a friend or colleague? Please use a number from 1 to 10, where 1 is not likely at all, and 10 is extremely likely.*

- The Net Promoter Score (NPS) assesses the willingness of residents to promote Oakville. The NPS was measured by asking residents to rate their likelihood of recommending Oakville as a place to live, on a scale from 1 to 10, with 1 being not at all likely and 10 being very likely.
- Based on the score provided, residents were classified as Promoters, Passives, or Detractors of Oakville.
- A Net Promoter Score (NPS) is calculated by subtracting the detractors from the promoters, which provides a net score for the proportion of residents promoting Oakville.

# Recommending the Town of Oakville

## Net Promoter Score (NPS) Analysis

A positive NPS of 21 indicates that residents of Oakville are more likely to say they would recommend the Town than they would not.



**Net Promoter Score (2024 Phone) = 42 - 21 = 21**

**NPS:** How likely would you be to recommend the Town of Oakville as a place to live to a friend or colleague? Please use a number from 1 to 10, where 1 is not at all likely, and 10 is extremely likely.  
**Sample Size:** n=805  
**Base:** All respondents (CATI)

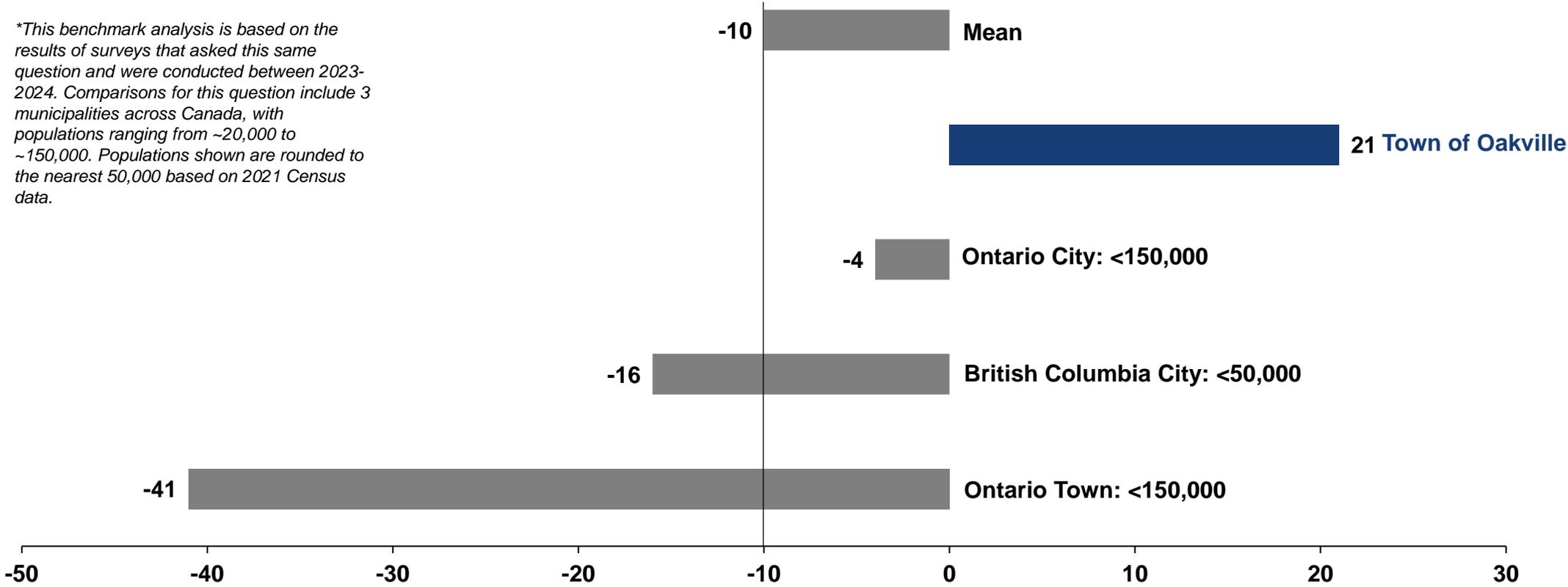


# Recommending the Town of Oakville

## Benchmark Comparison

Oakville's NPS is higher than the municipal benchmark average

*\*This benchmark analysis is based on the results of surveys that asked this same question and were conducted between 2023-2024. Comparisons for this question include 3 municipalities across Canada, with populations ranging from ~20,000 to ~150,000. Populations shown are rounded to the nearest 50,000 based on 2021 Census data.*



**NPS:** How likely would you be to recommend the Town of Oakville as a place to live to a friend or colleague? Please use a number from 1 to 10, where 1 is not at all likely, and 10 is extremely likely.

**Sample Size:** n=805

**Base:** All respondents (CATI)



# Recommending the Town of Oakville

## Demographic Breakouts - 1

		Age			Education					Employment Status				Home	
	Total	18-34	35-54	55+	Elem./ Some H.S./ Comp. H.S	Some College/ Tech./ Uni.	Comp. College/ Tech.	Comp. Uni.	Comp. Post Grad.	Working	Student	Unemp.	Retired	Own a house	Rent a house
		A	B	C	D	E	F	G	H	I	J	K	L	M	N
<b>N=</b>	805	167	314	307	89	64	129	314	165	477	40	65	179	607	155
<b>Promoters</b>	<b>42%</b>	28%	42%	50%	43%	38%	38%	43%	47%	41%	29%	44%	50%	42%	45%
			A	A									IJ		
<b>Passives</b>	<b>37%</b>	43%	36%	36%	32%	35%	38%	41%	35%	37%	56%	34%	36%	38%	34%
											L				
<b>Detractors</b>	<b>21%</b>	28%	23%	14%	25%	27%	24%	16%	18%	22%	15%	22%	14%	20%	20%
		C	C								L				

 Denotes significantly highest percentage within subgroups

 Denotes significantly lowest percentage within subgroups

 Letter denotes significantly higher percentage than the segment with the corresponding letter

**NPS:** How likely would you be to recommend the Town of Oakville as a place to live to a friend or colleague? Please use a number from 1 to 10, where 1 is not at all likely, and 10 is extremely likely.

**Sample Size:** n=805

**Base:** All respondents (CATI)



# Recommending the Town of Oakville

## Demographic Breakouts - 2

		Ward							Income				Disability	
	Total	WARD 1	WARD 2	WARD 3	WARD 4	WARD 5	WARD 6	WARD 7	\$30K or less	\$30K-\$70K	\$70K-\$125K	\$125K+	With Disability	No Disability
		A	B	C	D	E	F	G	I	J	K	L	M	N
N=	805	113	134	93	181	148	103	17	37	102	150	299	86	672
Promoters	42%	42%	40%	50%	44%	38%	38%	62%	60%	41%	40%	43%	34%	43%
Passives	37%	42%	35%	35%	37%	31%	49%	22%	37%	32%	38%	42%	30%	39%
							BE							
Detractors	21%	16%	25%	16%	19%	31%	13%	16%	3%	27%	22%	16%	37%	18%
			F			ACDF					IL	I	I	N

 Denotes significantly highest percentage within subgroups

 Denotes significantly lowest percentage within subgroups

 Letter denotes significantly higher percentage than the segment with the corresponding letter

NPS: How likely would you be to recommend the Town of Oakville as a place to live to a friend or colleague? Please use a number from 1 to 10, where 1 is not at all likely, and 10 is extremely likely.

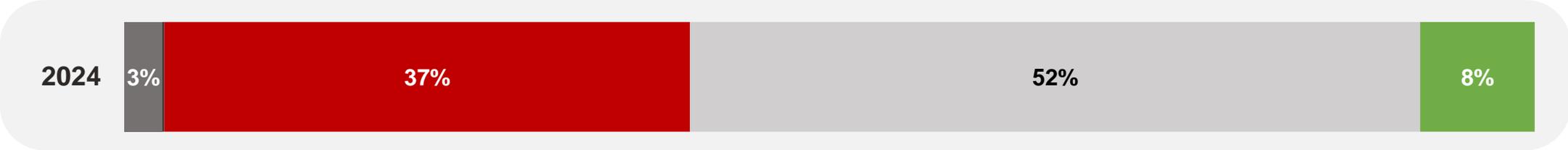
Sample Size: n=805

Base: All respondents (CATI)



# Change in Quality of Life

While almost one tenth of residents (8%) think the quality of life in Oakville has become better in the past 2 years, half (52%) say it stayed the same and nearly two fifths (37%) say it has become worse.



■ Don't know ■ Prefer not to say ■ Become worse ■ Stayed the same ■ Become better

\*Note: respondents were ask about there quality of life in the past three years in the 2022 survey.

QL. In your opinion, within the past two years, has the quality of life in the Town of Oakville...

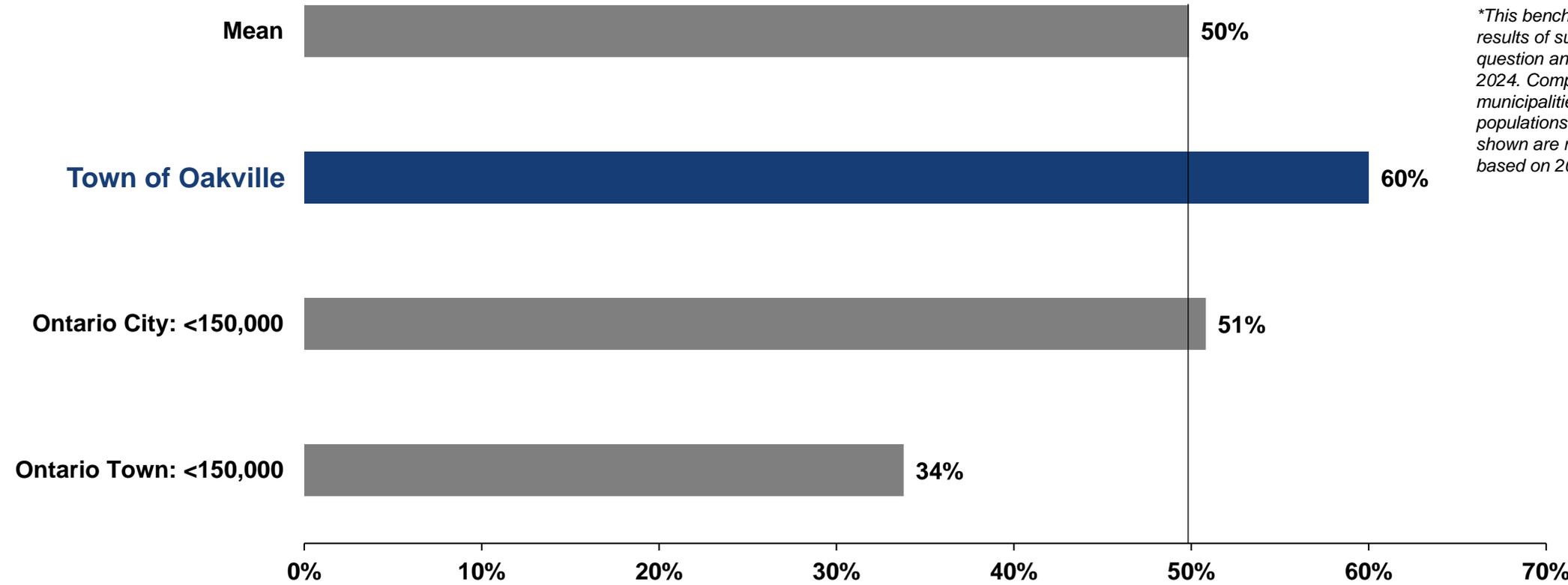
Sample Size: n= 805

Base: All respondents (CATI)

# Change in Quality of Life

## Benchmark Comparison

60% of Oakville residents stated the quality of life in Oakville has become better or stayed the same in the last 2 years - which is higher than the average benchmark score.



*\*This benchmark analysis is based on the results of surveys that asked this same question and were conducted between 2023-2024. Comparisons for this question include 2 municipalities across Canada, with populations around 150,000. Populations shown are rounded to the nearest 50,000 based on 2021 Census data.*

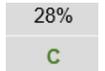
# Change in Quality of Life

## Demographic Breakouts - 1

		Age			Education					Employment Status			
	Total	18-34	35-54	55+	Elem./ Some H.S./ Comp. H.S	Some College/ Tech./ Uni.	Comp. College/ Tech.	Comp. Uni.	Comp. Post Grad.	Working	Student	Unemp.	Retired
		A	B	C	D	E	F	G	H	I	J	K	L
<b>N=</b>	805	167	314	307	89	64	129	314	165	477	40	65	179
<b>Become better</b>	<b>8%</b>	12%	6%	7%	11%	11%	7%	8%	6%	7%	8%	17%	9%
<b>Stayed the same</b>	<b>52%</b>	48%	51%	56%	54%	53%	46%	54%	50%	50%	53%	50%	57%
<b>Become worse</b>	<b>37%</b>	35%	40%	35%	32%	35%	42%	35%	40%	41%	35%	28%	31%
										L			

 Denotes significantly highest percentage within subgroups

 Denotes significantly lowest percentage within subgroups

 Letter denotes significantly higher percentage than the segment with the corresponding letter

QL. In your opinion, within the past two years, has the quality of life in the Town of Oakville...  
**Sample Size:** n= 805  
**Base:** All respondents (CATI)

# Change in Quality of Life

## Demographic Breakouts - 2

		Home		Ward						
	Total	Own a house	Rent a house	WARD 1	WARD 2	WARD 3	WARD 4	WARD 5	WARD 6	WARD 7
		A	B	C	D	E	F	G	H	I
N=	805	607	155	113	134	93	181	148	103	17*
Become better	8%	6%	18%	12%	12%	9%	6%	6%	6%	0%
			A	I*	I*	I*	I*	I*	I*	
Stayed the same	52%	54%	47%	52%	49%	56%	55%	47%	52%	44%
Become worse	37%	38%	30%	32%	35%	34%	37%	45%	36%	56%
								C		

\*Note: small sample, interpret with caution

 Denotes significantly highest percentage within subgroups

 Denotes significantly lowest percentage within subgroups

 Letter denotes significantly higher percentage than the segment with the corresponding letter

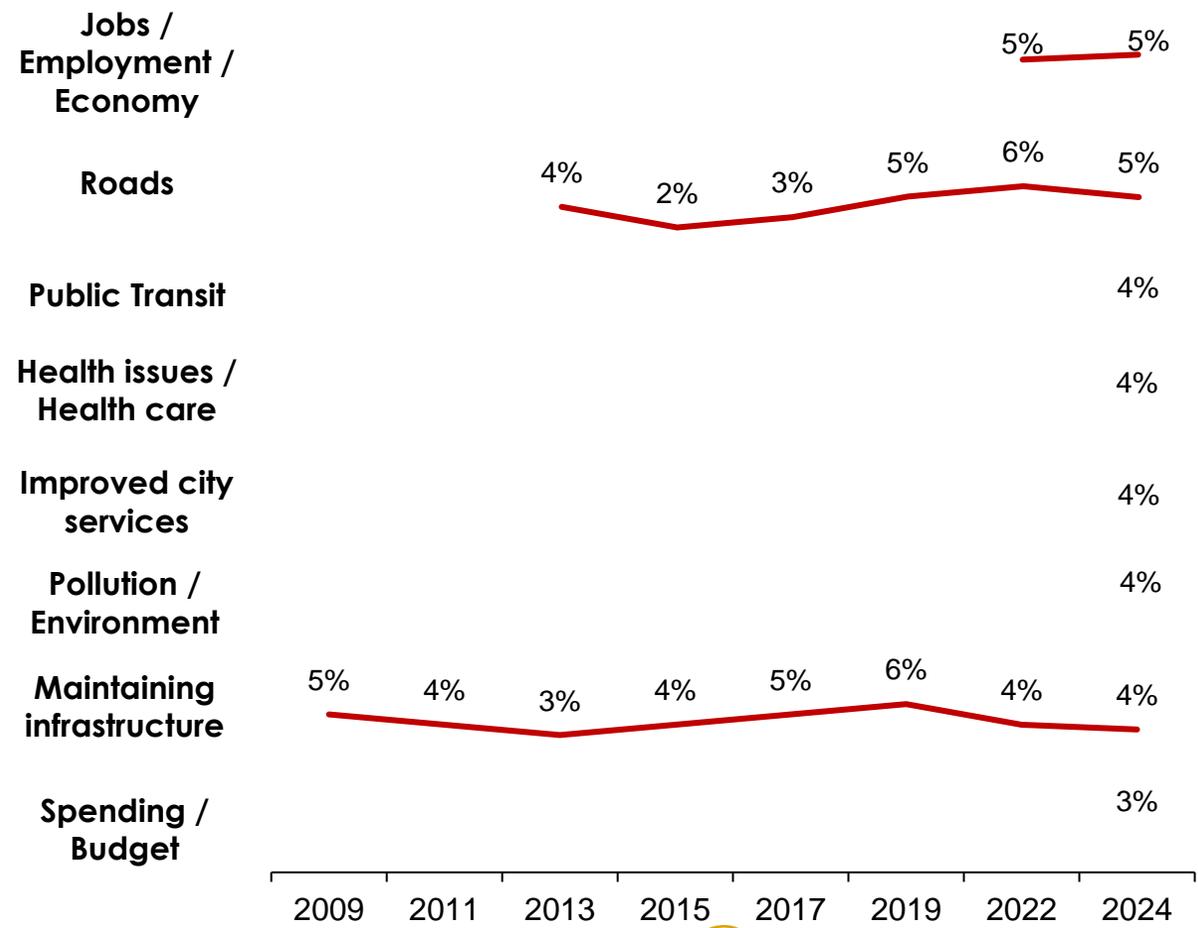
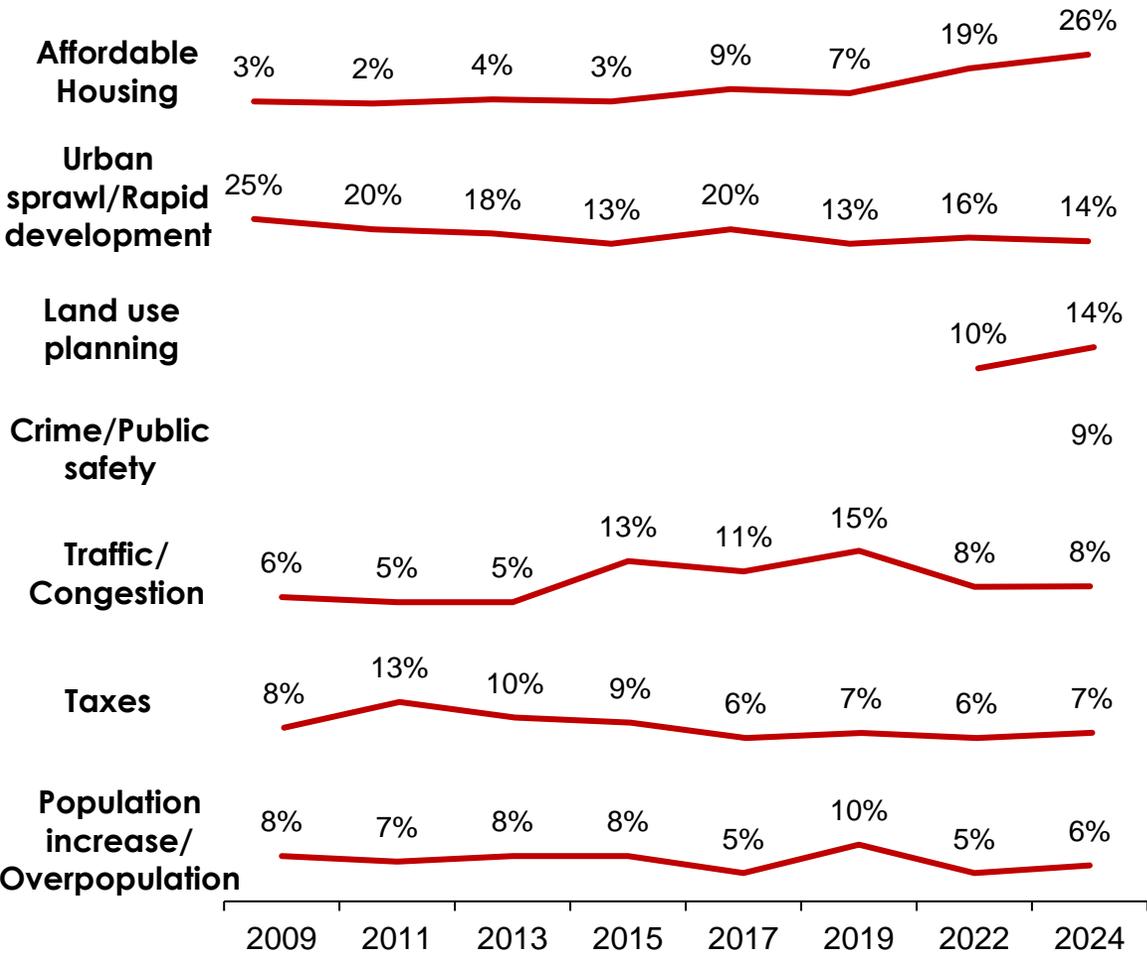
QL. In your opinion, within the past two years, has the quality of life in the Town of Oakville...

Sample Size: n= 805

Base: All respondents (CATI)

# Issue Agenda

**Affordable housing (26%), urban sprawl/rapid development (14%), and land use planning (14%) are the three top of mind issues for Oakville residents.**



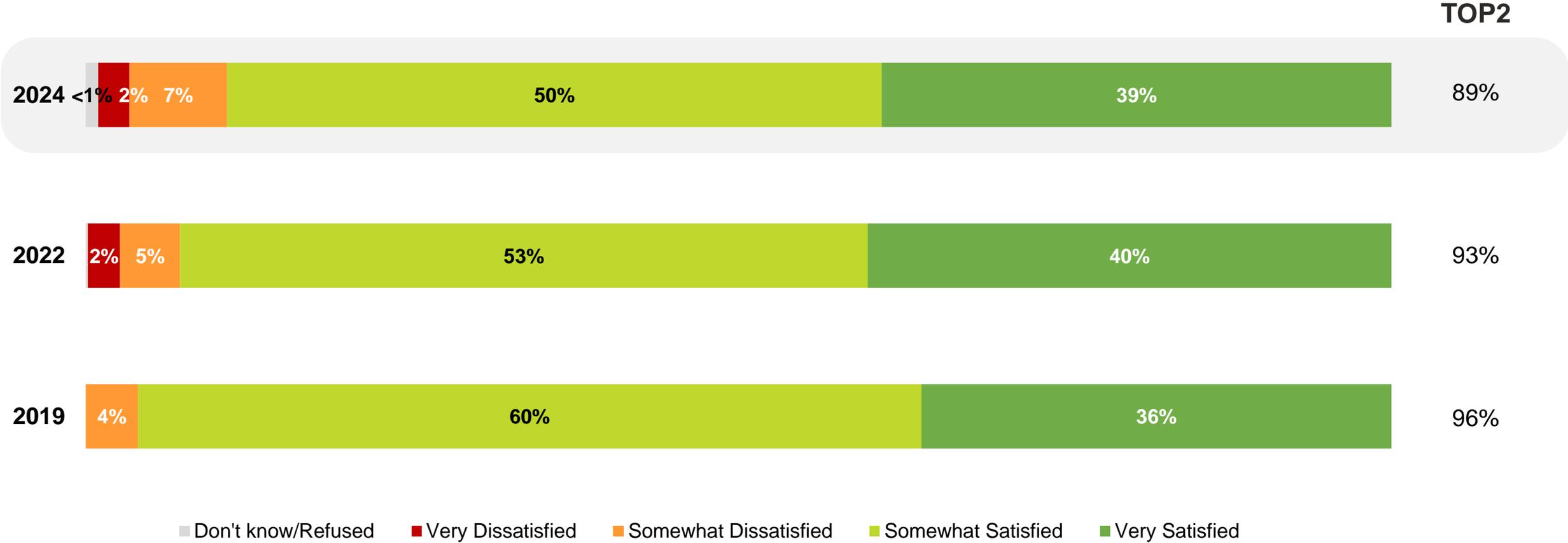
\*Visual shows mentions with 3% and higher, and excludes "other", "don't know", "none of the above", and "refused"  
 Q1. In your opinion, what is the single most important issue facing the Town of Oakville today? [Do not report percentages up to 3 mentions]  
 Sample Size: n=805  
 Base: All respondents (CATI)



# Satisfaction with the Town Services & Attributes

# Overall Satisfaction with the Quality of Services

Nearly 9 in 10 residents (TOP2: 89%) are satisfied with the overall quality of the services provided by the Town of Oakville. Satisfaction has slightly decreased by 4 percentage points since 2022.

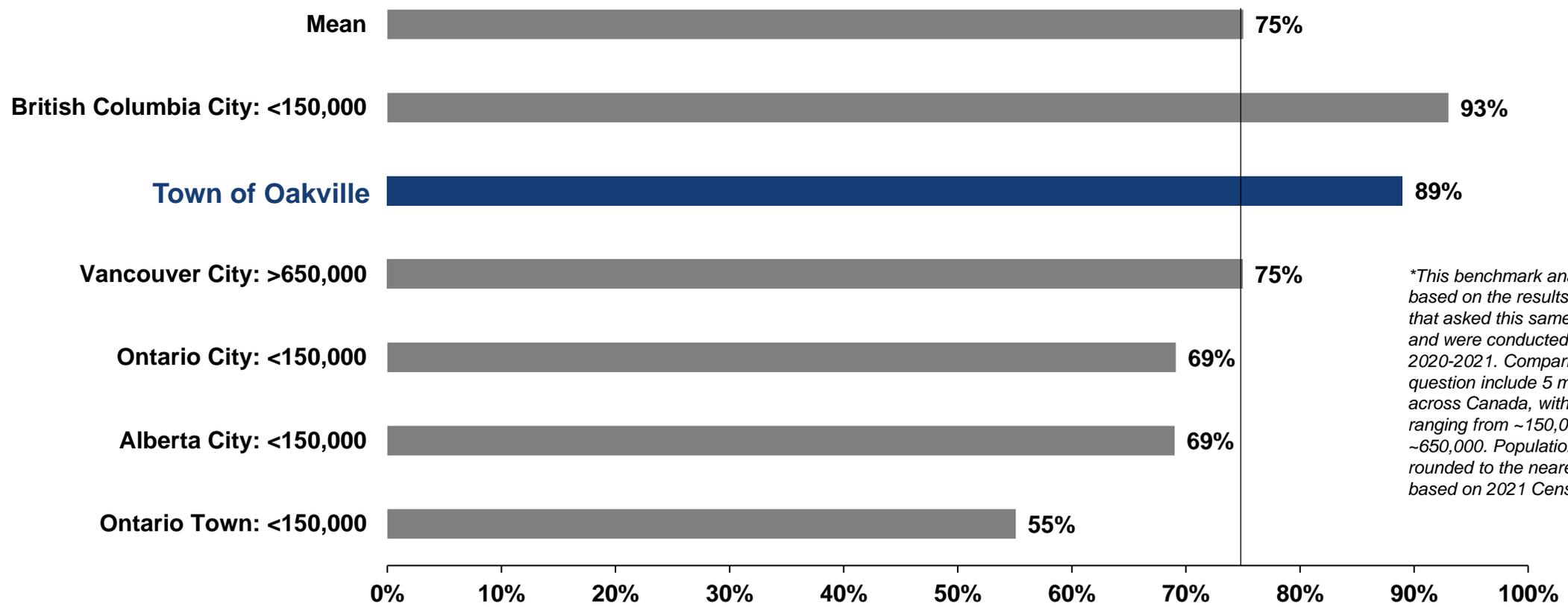


Q8. Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the level and quality of services provided by the Town of Oakville?  
 Sample Size: n=805  
 Base: All respondents (CATI)

# Overall Satisfaction with the Quality of Services

## Benchmark Comparison

The Town of Oakville's overall satisfaction with the quality of services provided (89%) is higher than the benchmark average (75%).

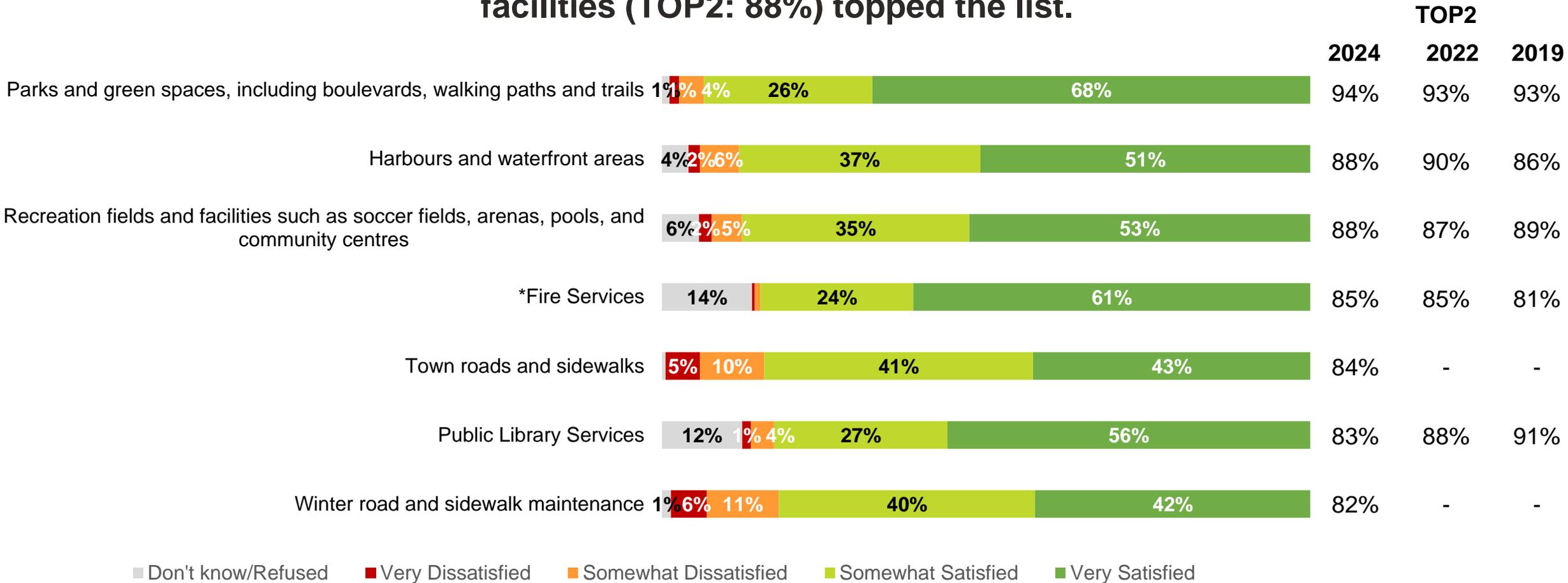


*\*This benchmark analysis is based on the results of surveys that asked this same question and were conducted between 2020-2021. Comparisons for this question include 5 municipalities across Canada, with populations ranging from ~150,000 to ~650,000. Populations shown are rounded to the nearest 50,000 based on 2021 Census data.*

**Q8.** Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the level and quality of services provided by the Town of Oakville?  
**Sample Size:** n=805  
**Base:** All respondents (CATI)

# Satisfaction with the Town Services

Residents expressed high satisfaction levels with various service areas, where parks & green spaces (TOP2: 94%), harbours & waterfront areas (TOP2: 88%) and recreation fields and facilities (TOP2: 88%) topped the list.



\*Note: Fire services was called emergency services in previous survey waves.

Q6. Using the same scale, would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the performance of the Town of Oakville on each of the following services?

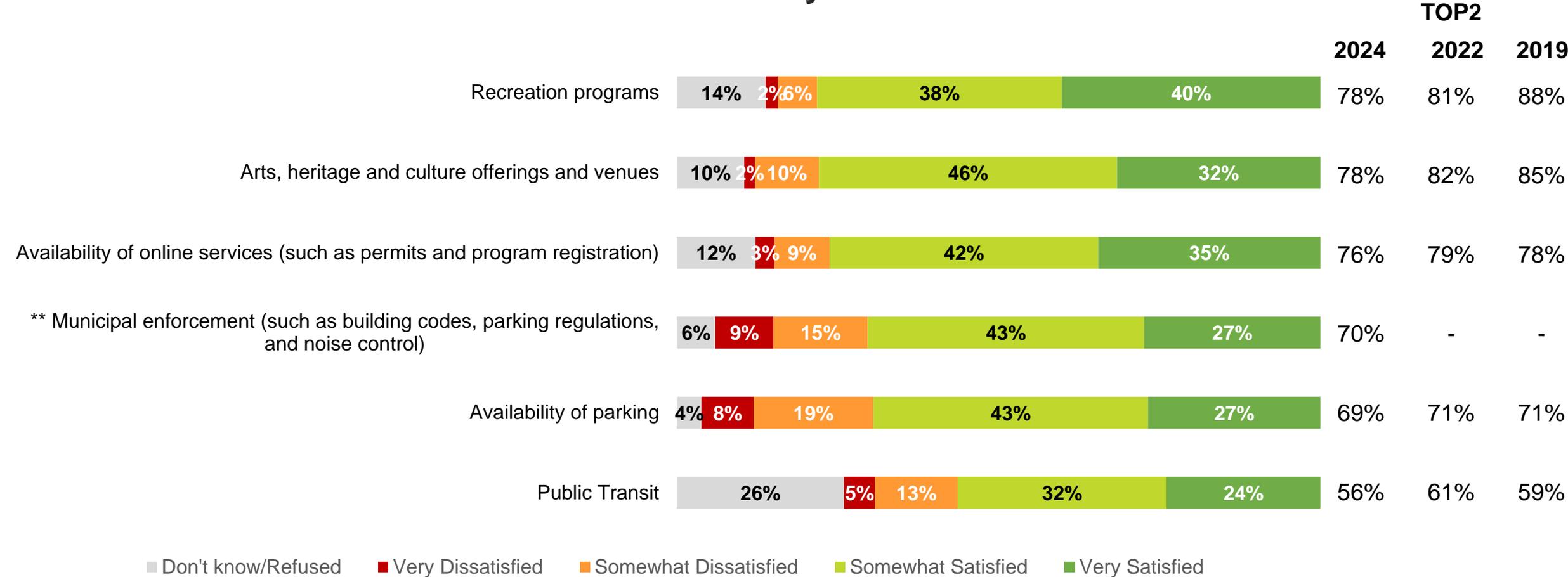
Sample Size: n=805

Base: All respondents (CATI)



# Satisfaction with the Town Services (con'd)

Availability of parking (TOP2: 69%) and public transit (TOP2: 56%) were the services that residents were least likely to feel satisfied with.



\*\*Note: Municipal enforcement services was added this year so there is no data available from previous survey waves.

Q6. Using the same scale, would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the performance of the Town of Oakville on each of the following services?

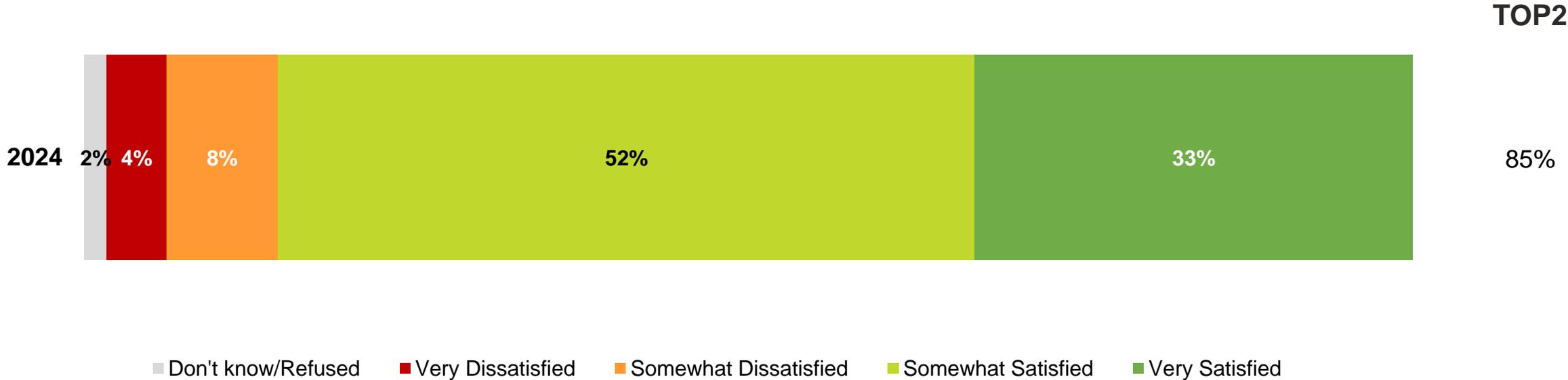
Sample Size: n=805

Base: All respondents (CATI)



# Satisfaction with Sense of Belonging with the Community

The majority of residents (TOP2: 85%) are satisfied with their sense of belonging with the community.



Q5. Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with your sense of belonging with the community?

Sample Size: n=805  
Base: All respondents (CATI)



# Gap Analysis

# Interpreting the Gap Analysis

The Gap analysis shows the difference between how satisfied residents are with each Town service and the impact of the services to residents' overall service satisfaction.

- **Satisfaction scores** are plotted vertically (along the Y-axis). They represent overall stated satisfaction (TOP2%) with each of the individual Town services.
- **Impact on overall satisfaction scores** are plotted horizontally across the bottom of the chart (along the X-axis). They are based on a statistical method called regression analysis that determines how a specific service (“independent variable”) contributes to residents' overall satisfaction with the services (“dependent variable”). Impact on overall satisfaction can also be referred to as perceived importance.

As a result of the analysis, town services have distributed among four areas:

## 1. Primary Areas for Improvement:

Services that have the highest impact on overall satisfaction, but with lower individual satisfaction scores. The regression analysis identifies that these services are the strongest drivers of satisfaction. If the Town can increase satisfaction in these areas, this will have the largest impact on overall satisfaction with Town services.

## 2. Secondary Areas for Improvement:

Services that have relatively low impact on overall satisfaction and have lower individual satisfaction scores. This should be the secondary area of focus to improve the satisfaction scores.

## 3. Primary Areas for Maintenance:

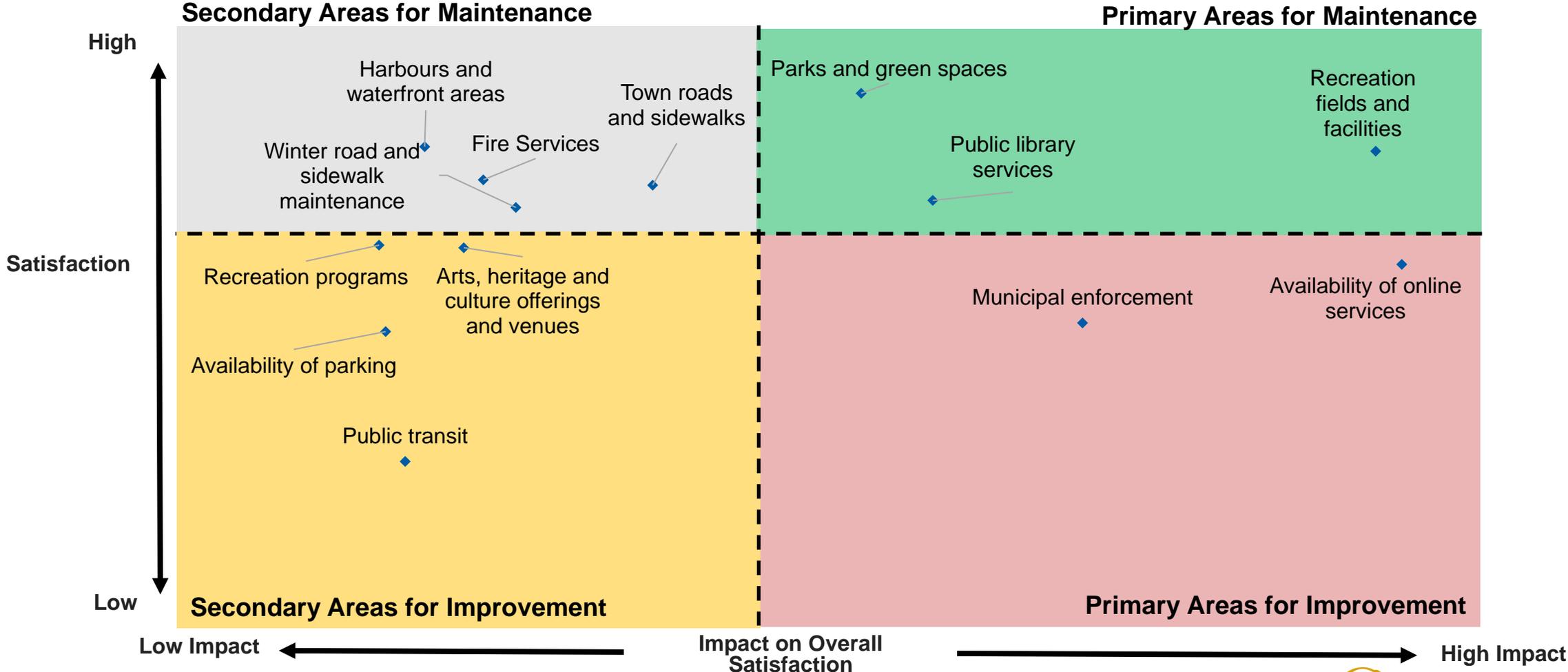
Services that have relatively high impact on overall satisfaction and high individual satisfaction scores. The focus here is on maintaining the current level of service and satisfaction.

## 4. Secondary Areas for Maintenance:

Services with lower impact on overall satisfaction but high individual satisfaction scores. The focus here should also be to maintain current satisfaction levels.

# Gap Analysis – Town Services

Availability of online services and municipal enforcement are the services to consider as primary areas for improvement. Heritage and culture offerings and venues, public transit, availability of parking, and recreation programs are secondary areas for improvement.



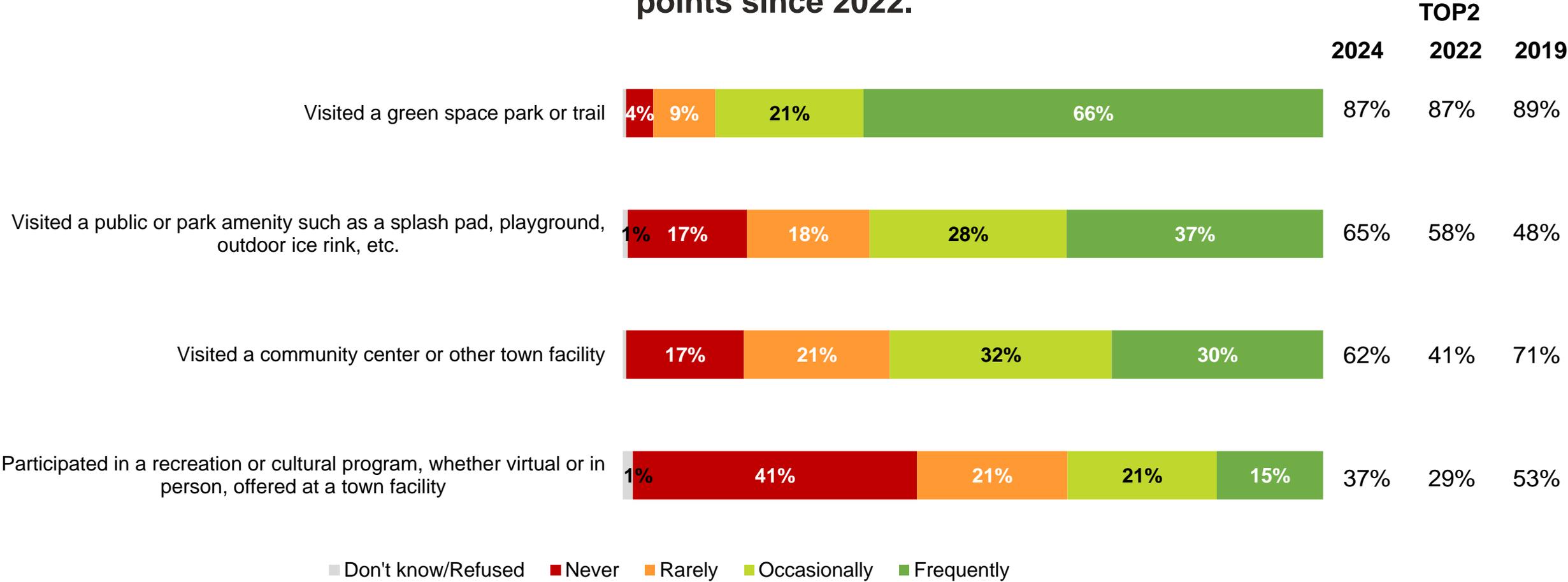
--- indicates mean



# Priorities and Planning

# Frequency of Activities in the Last 12 Months

Almost 9 in 10 residents (TOP2: 87%) regularly visited green spaces/parks/trails in the past 12 months. There has also been an increase in regularly visiting community centers by 21 percentage points since 2022.



Q54. Within the past 12 months, how often have you done each of the following activities?  
 Sample Size: n=805  
 Base: All respondents (CATI)

# Important Considerations for Growth and Land Use Planning

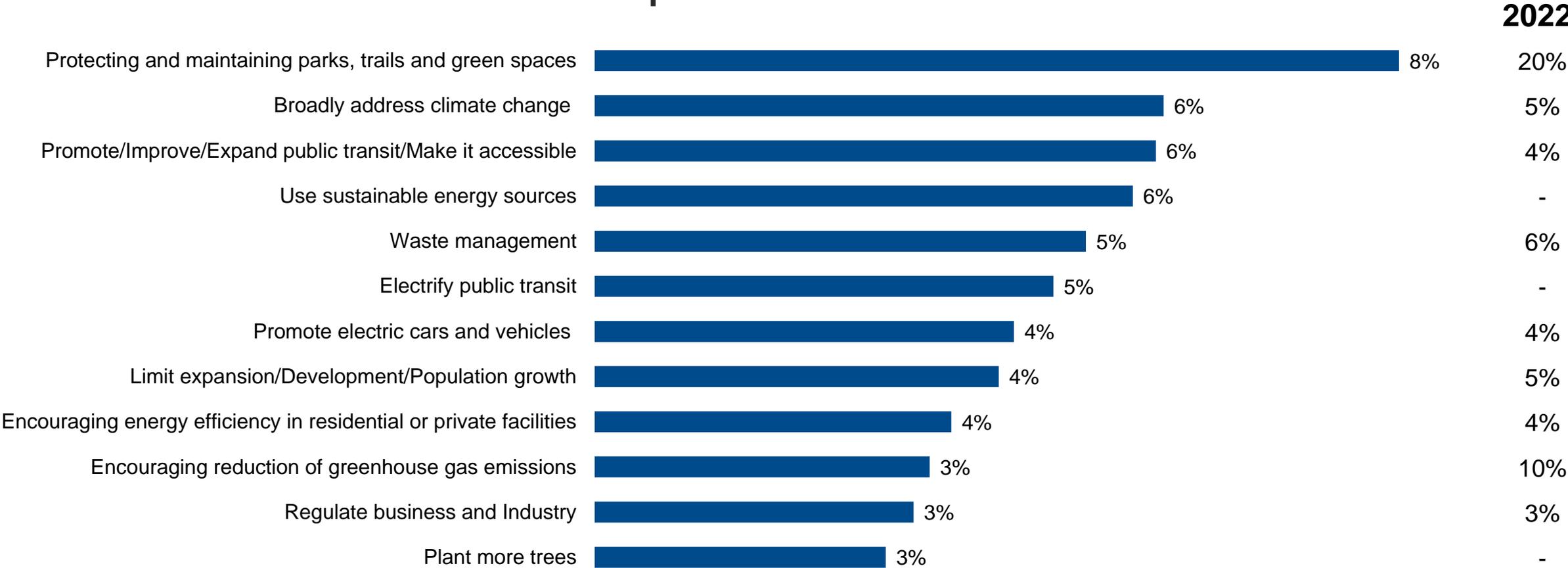
As it relates to growth and land use planning, protecting the character of existing neighbourhoods (30%) was mentioned by almost one third of the residents.



NEWQ1. As it relates to growth and land use planning, what, if anything, is most important to you?  
Sample Size: n=805  
Base: All respondents (CATI)

# Response to Climate Change: Top Priority

Protecting and maintaining parks was the top priority area mentioned by almost one tenth of the residents (8%) in terms of Town’s response to climate change, decreasing 12 percentage points since 2022.



\*Visual shows mentions with 3% and higher, and excludes “other”, “don’t know”, “none of the above”, and “refused”

Q41. In your opinion, what should the Town of Oakville prioritize in its response to climate change? [OPEN-END]

Sample Size: n=805

Base: All respondents (CATI)

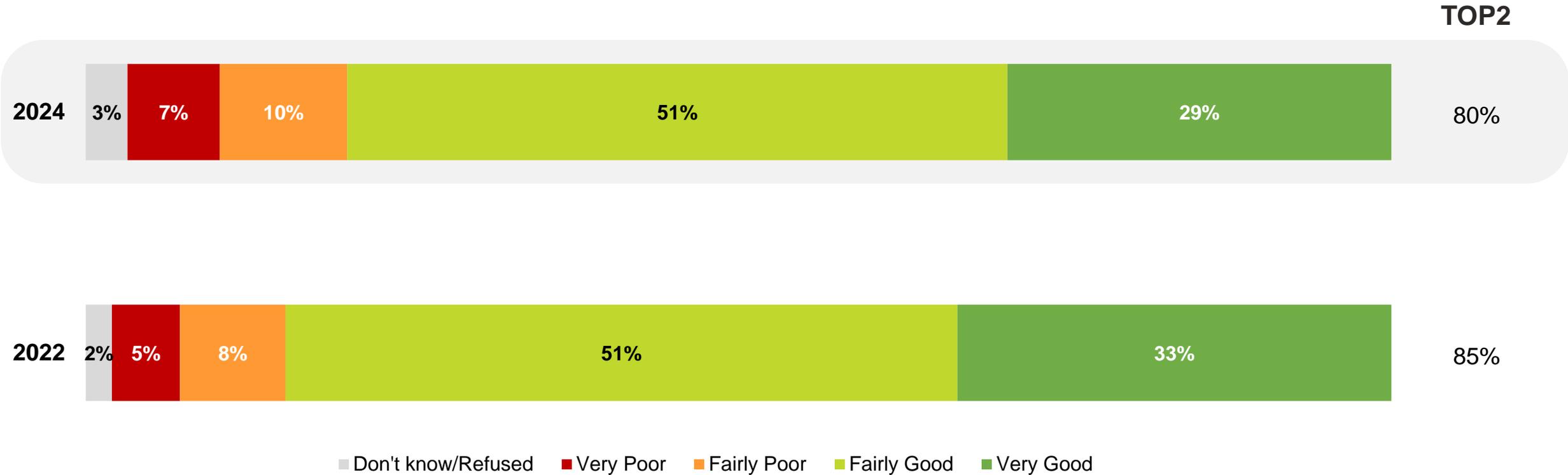




# Taxation

# Value for Tax Dollars

8 in 10 residents (TOP2: 80%) think they receive an overall good value for their tax dollars considering the programs and services provided by the Town.

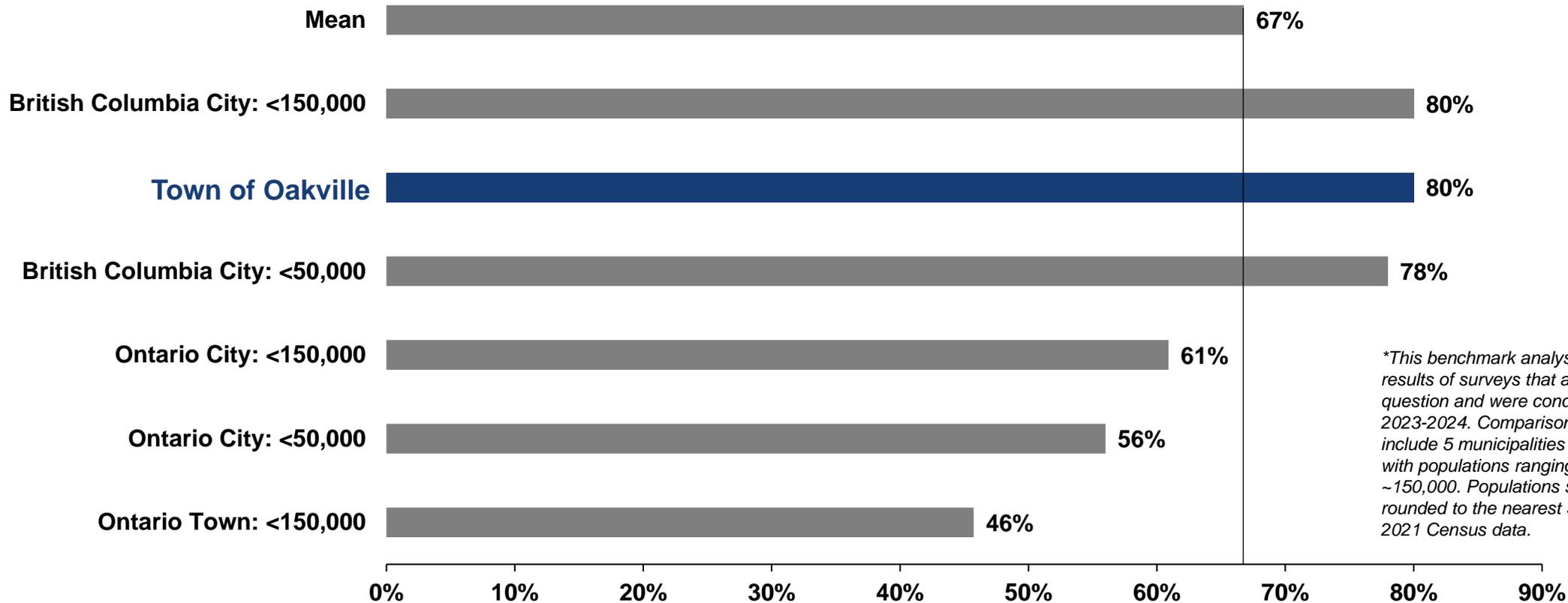


Q7. Thinking about the programs and services you receive from the Town of Oakville, would you say that, overall, you receive very good, fairly good, fairly poor, or very poor value for tax dollars?  
Sample Size: n=805  
Base: All respondents (CATI)

# Value for Tax Dollars

## Benchmark Comparison

With the majority of residents (TOP2: 80%) saying they receive good value for their tax dollars, the Town of Oakville ranked above the average rating of value for tax dollars.



*\*This benchmark analysis is based on the results of surveys that asked this same question and were conducted between 2023-2024. Comparisons for this question include 5 municipalities across Canada, with populations ranging from ~20,000 to ~150,000. Populations shown are rounded to the nearest 50,000 based on 2021 Census data.*

Q7. Thinking about the programs and services you receive from the Town of Oakville, would you say that, overall, you receive very good, fairly good, fairly poor, or very poor value for tax dollars?  
 Sample Size: n=805  
 Base: All respondents (CATI)

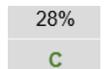
# Value for Tax Dollars

## Demographic Breakouts

		Gender		Education					Employment Status			
	Total	Men	Women	Elem./ Some H.S./ Comp. H.S	Some College/ Tech./ Uni.	Comp. College/ Tech.	Comp. Uni.	Comp. Post Grad.	Working	Student	Unemp.	Retired
		A	B	C	D	E	F	G	H	I	J	K
N=	805	372	409	89	64	129	314	165	477	40	65	179
TOP2	80%	76%	83%	83%	73%	77%	82%	79%	77%	78%	81%	88%
			A									H

 Denotes significantly highest percentage within subgroups

 Denotes significantly lowest percentage within subgroups

 Letter denotes significantly higher percentage than the segment with the corresponding letter

Q7. Thinking about the programs and services you receive from the Town of Oakville, would you say that, overall, you receive very good, fairly good, fairly poor, or very poor value for tax dollars?

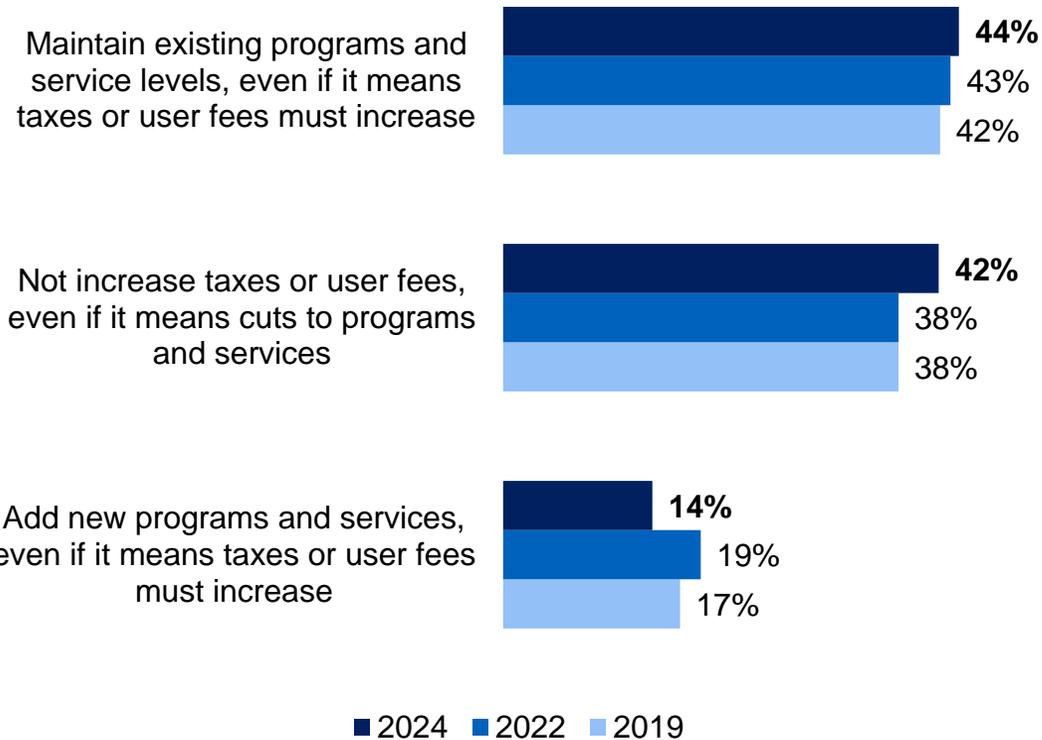
Sample Size: n=805

Base: All respondents (CATI)

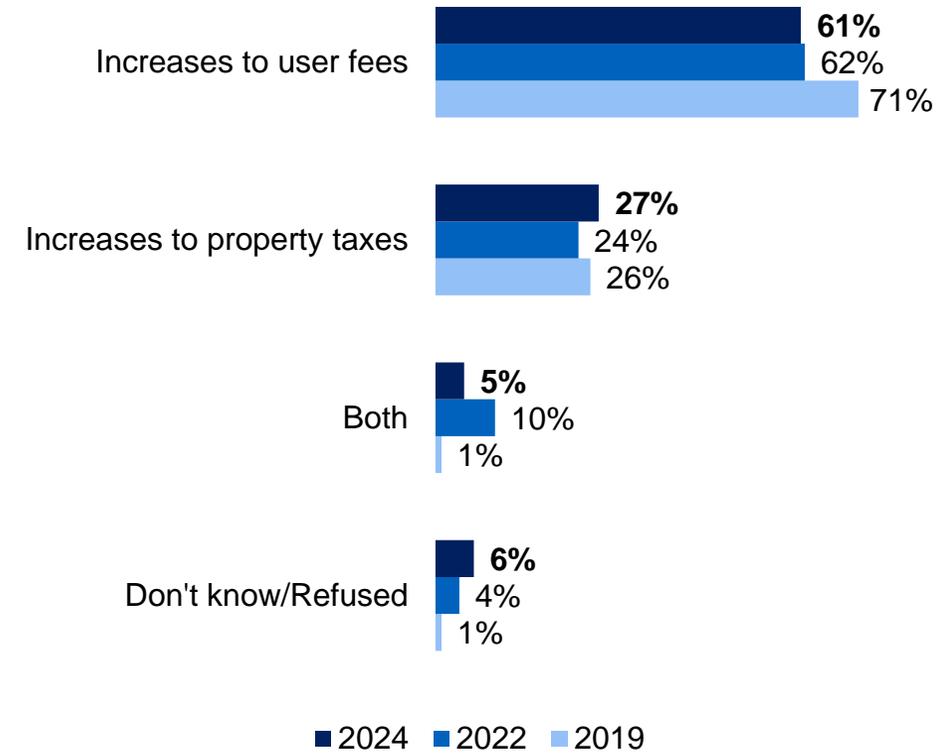
# Balance of Services and Taxation

Compared to the 2022 survey results, there has been a slight decrease of 4 percentage points in the proportion of residents who preferred either maintaining service levels or adding services and facilities, even if it means an increase in taxes or user fees. Of those residents, 61% preferred increase to user fees while 27% preferred increase to property taxes.

## Increase or Decrease in Taxes or User Fees



## Increase User Fees or Property Taxes



**58%**  
of respondents  
preferred an increase  
in taxes or user fees

**Q52a.** Which of the following statements best reflects your view?  
**Sample Size:** n=805  
**Base:** All respondents (CATI)

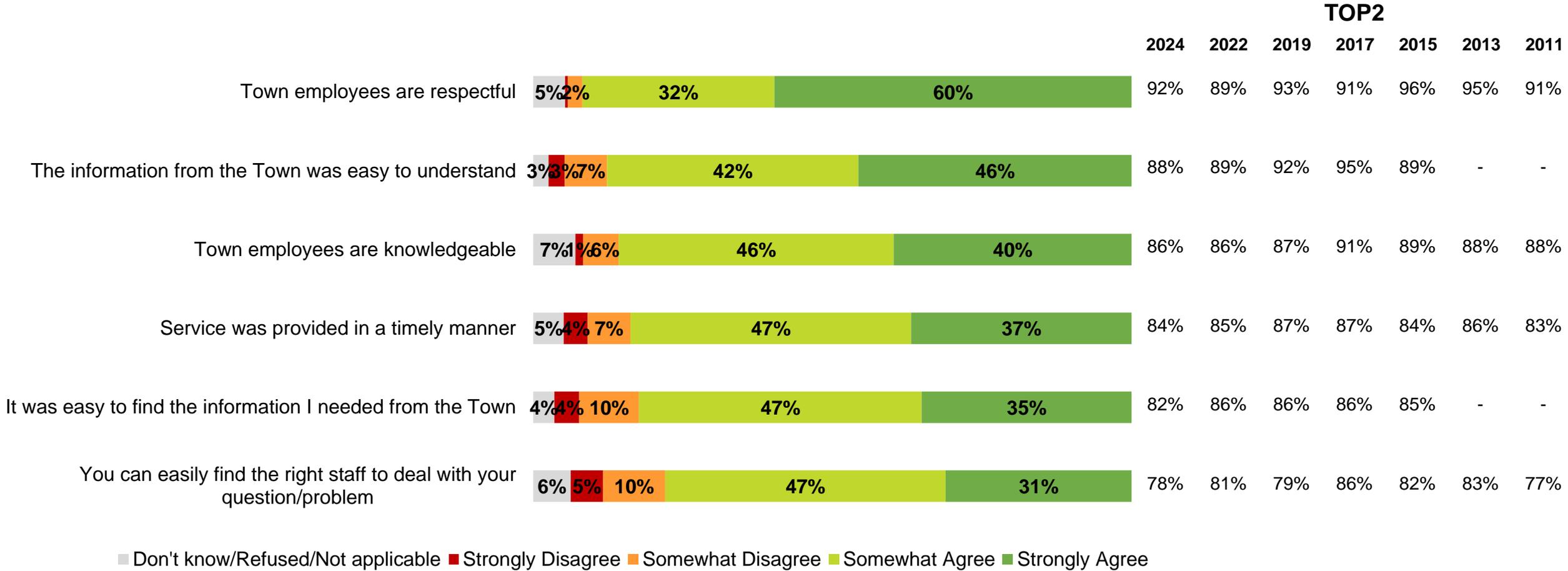
**Q52b.** And if maintaining service levels/adding services and facilities meant an increased cost to provide those services, which would you prefer?  
**Sample Size:** n=468  
**Base:** Respondents who said they should add new services and facilities or maintain existing service levels (CATI)



# Information and Service Usage

# Town Contact Service Evaluations

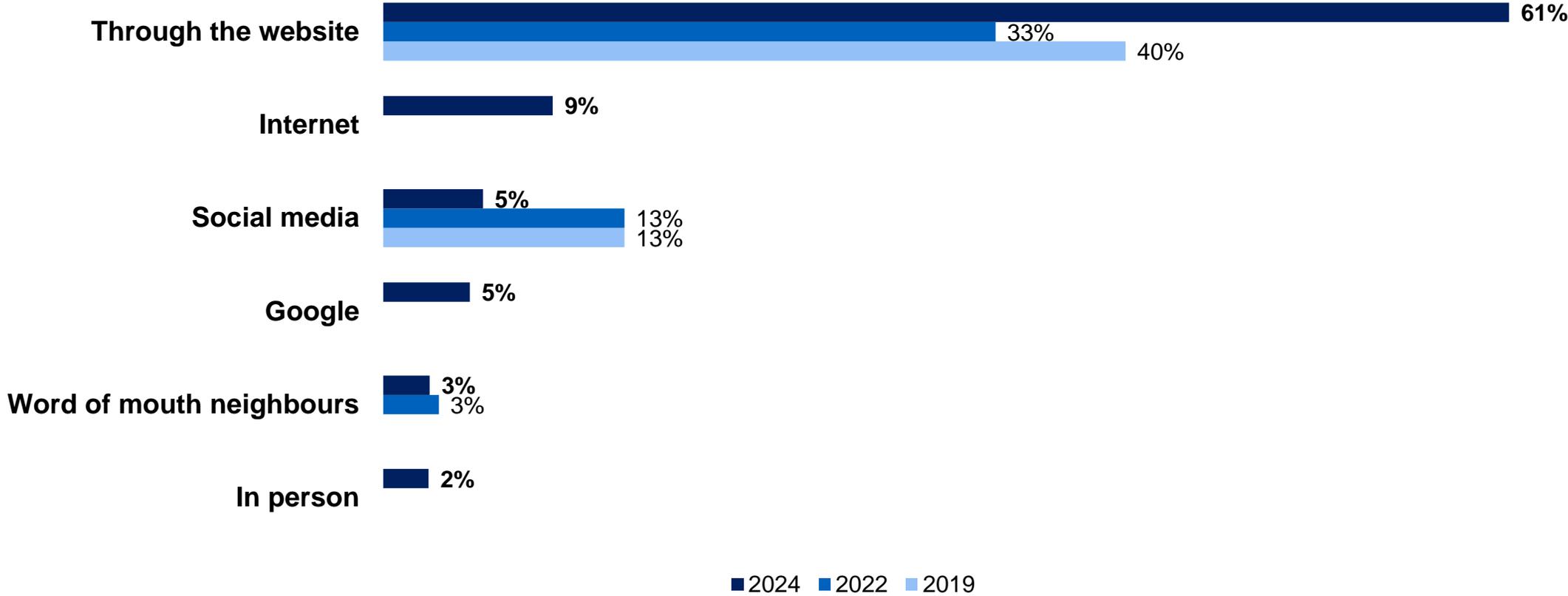
Considering their most recent contact with the Town, over 9 in 10 residents (TOP2: 92%) are satisfied with the respectfulness of the employees, 3 percentage points more than 2022.



\*Note: respondents were asked to base their response on their most recent interaction with the Town in the previous report.  
**Q57.** When dealing with the Town of Oakville, do you strongly agree, somewhat agree, somewhat disagree or strongly disagree with the following statements?  
 Sample Size: n=805  
 Base: All respondents (CATI)

# Finding Town Information

The majority of residents (61%) use the Town’s website to find information about the Town of Oakville. Use of the Town’s website is up 28 percentage points since 2022.



\*Note: visual shows mentions with 2% and higher, and excludes “other”, “don’t know”, and “refused”

Q63. How do you most often find information about the Town of Oakville? [OPEN-ENDED]

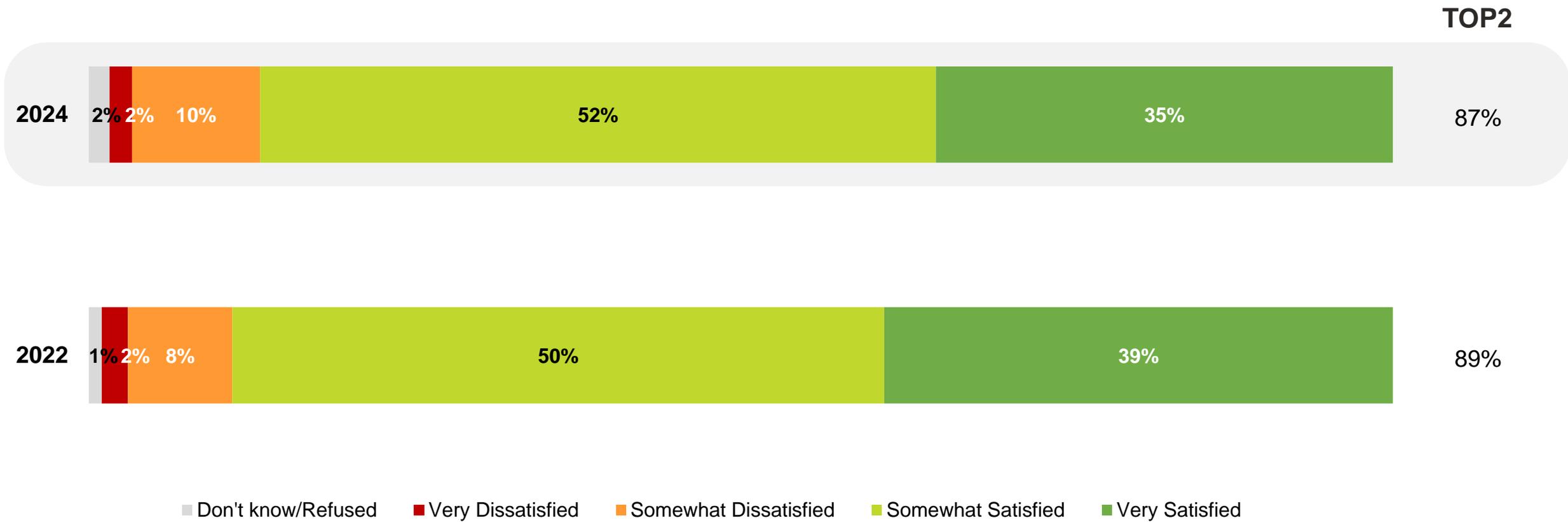
Sample Size: n=805

Base: All respondents (CATI)



# Satisfaction with Town's Website

The majority of residents (TOP2: 87%) who have used the Town's website were satisfied with their experience using it.



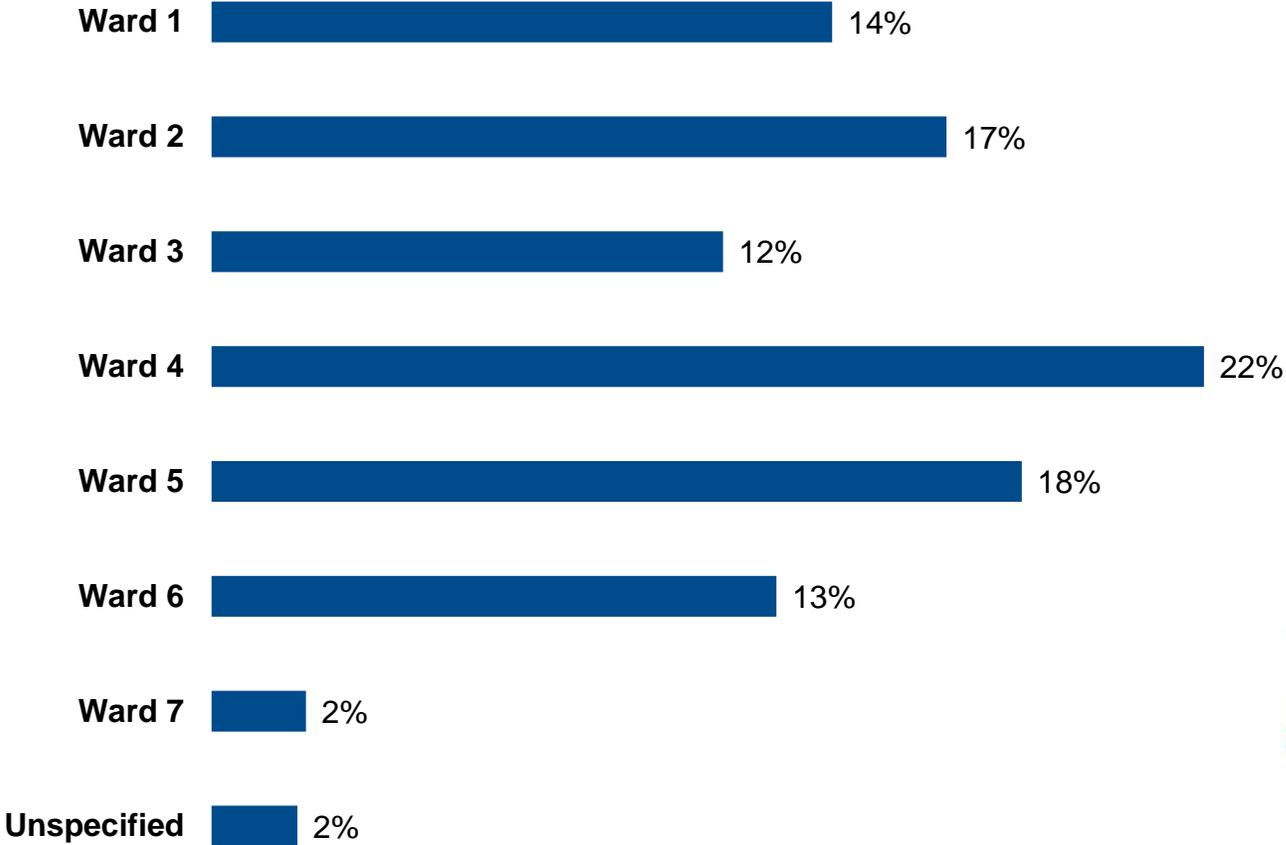
Z6. You selected the Town of Oakville's website as a way you find information about the town. Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with your experience using the Town's website?  
Sample Size: n=488  
Base: Respondents who used the Town of Oakville website (CATI)



# Demographics

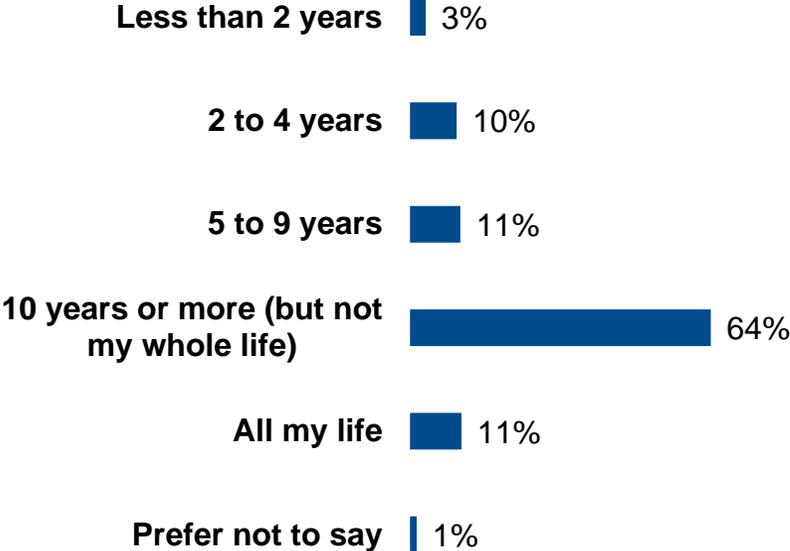
# Respondent Profile

## Ward Lived in

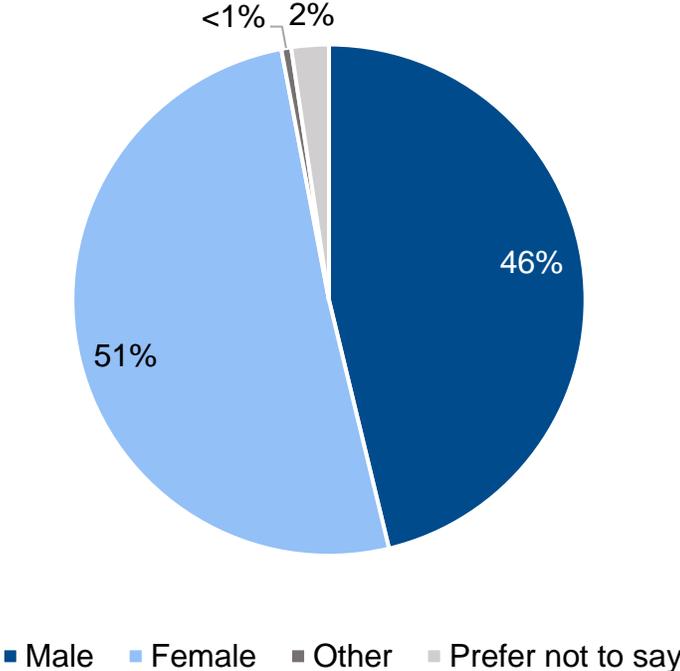


# Respondent Profile

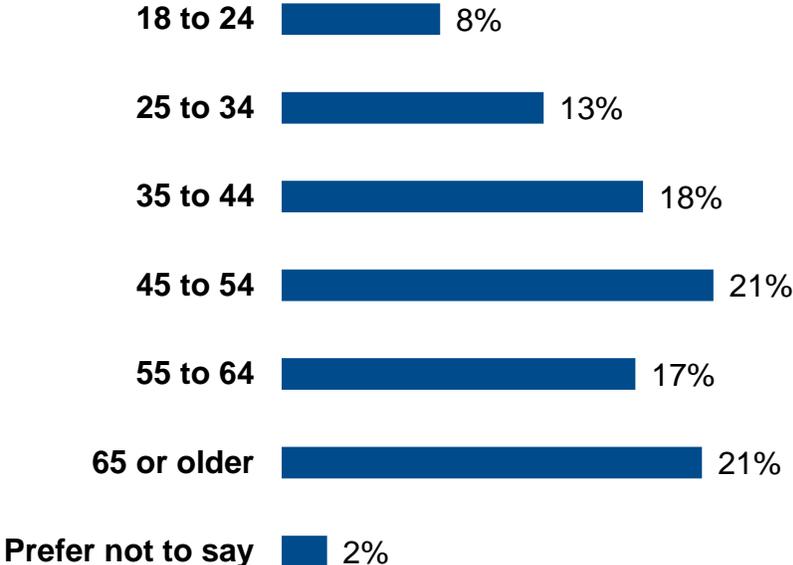
## Years lived in Oakville



## Gender

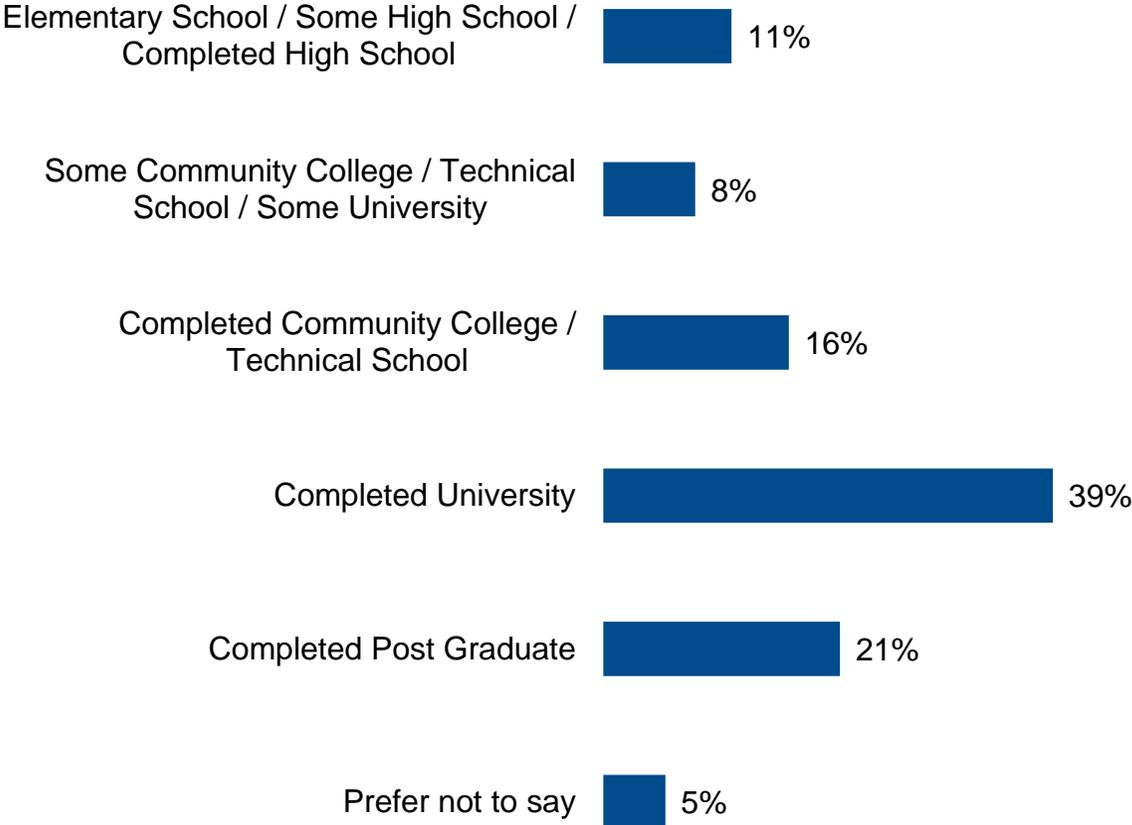


## Age

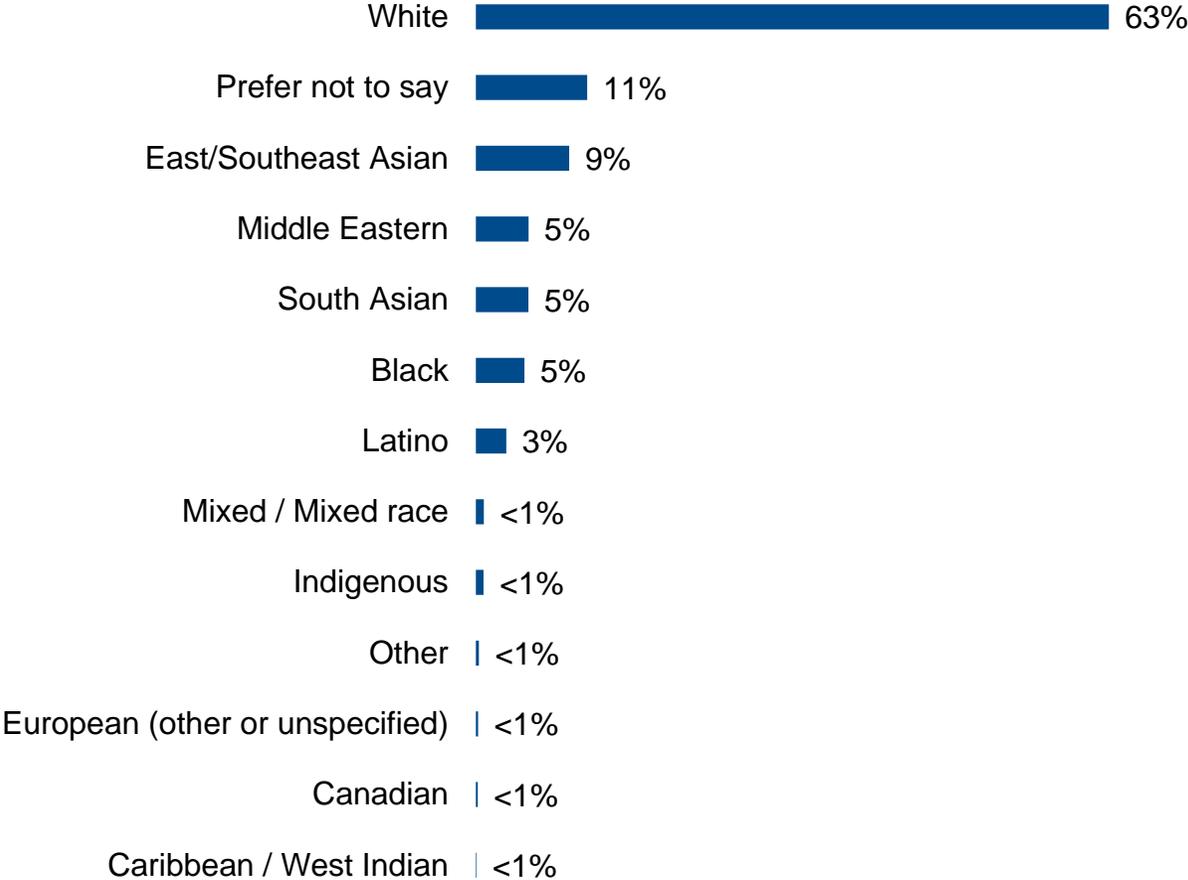


# Respondent Profile

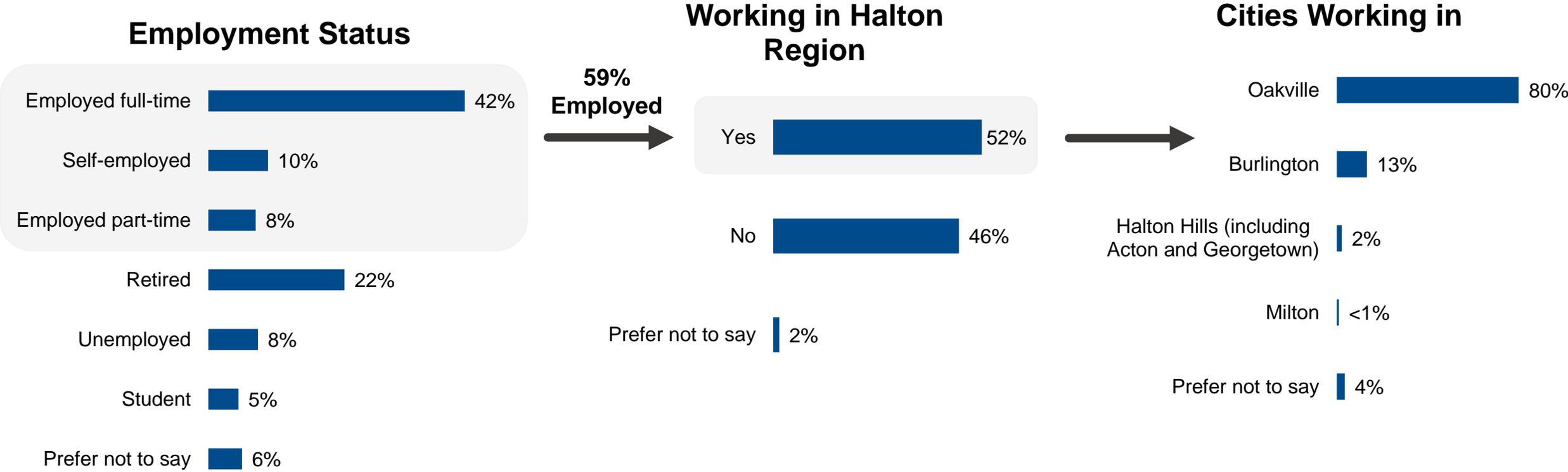
## Education



## Ethnicity

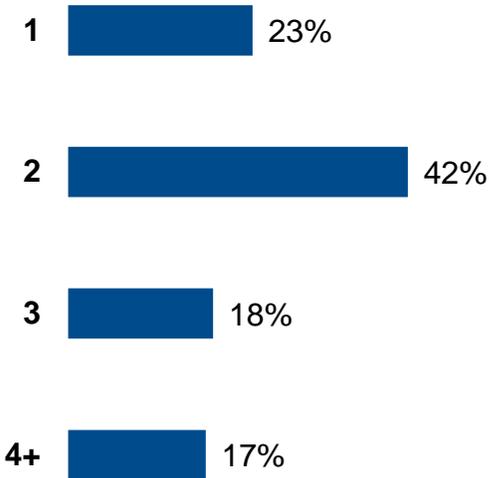


# Respondent Profile

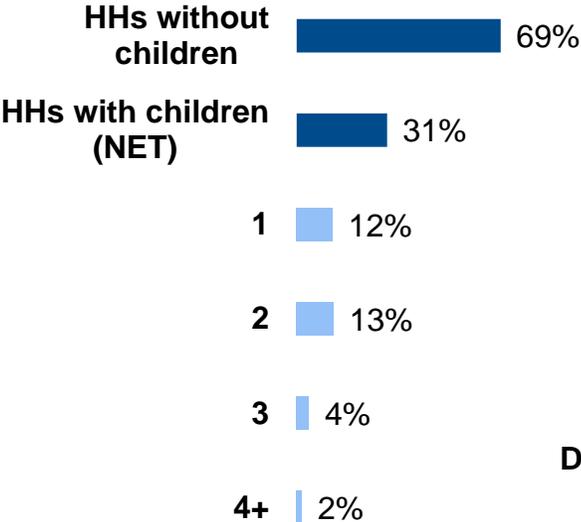


# Respondent Profile

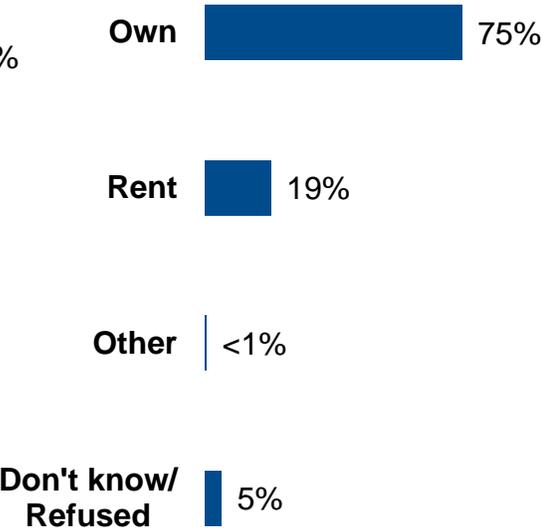
## Number of Adults in the Household



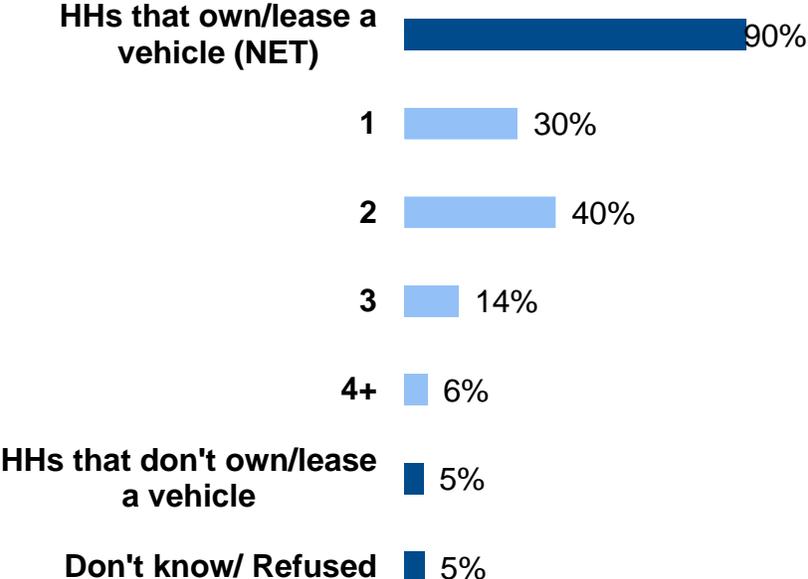
## Number of Children in the Household



## Home Ownership

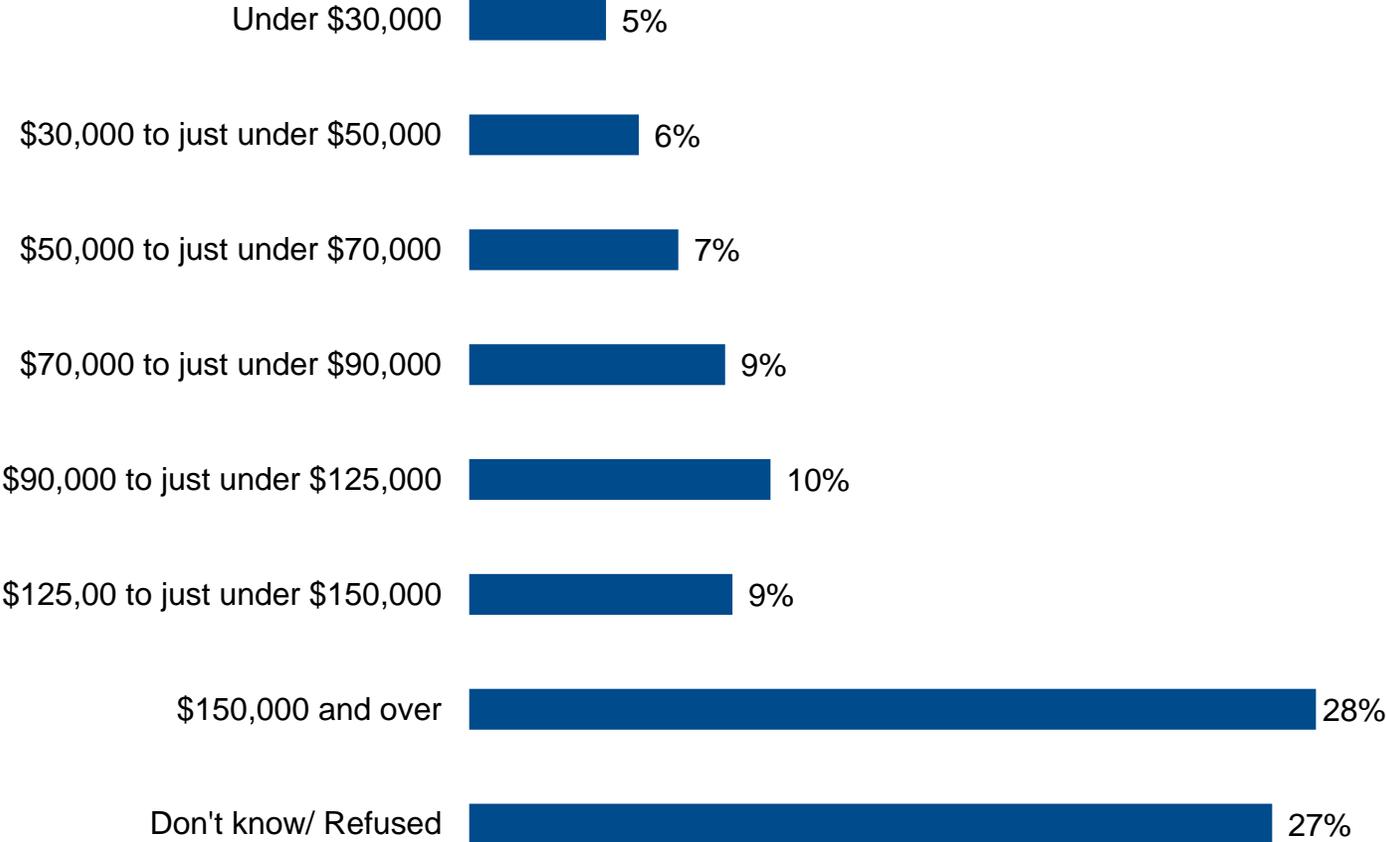


## Car Ownership

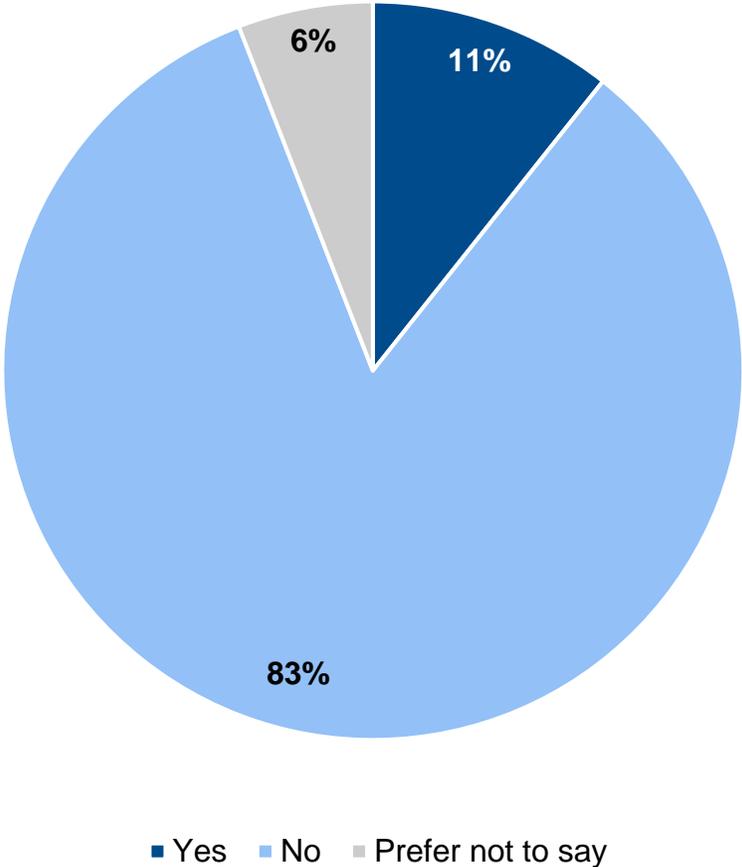


# Respondent Profile

## Household Income



## Disability



# Respondent Profile

Age	Forum Survey 2024 (u/w)	Forum Survey 2024 (w/t)	StatsCan Census (2021)
18 to 24	6%	8%	8%
25 to 34	8%	13%	13%
35 to 44	8%	18%	18%
45 to 54	19%	22%	22%
55 to 64	21%	18%	18%
65 and older	38%	21%	21%
Gender			
Male	50%	47%	48%
Female	49%	52%	52%
Income			
Under \$30,000	5%	6%	8%
\$30,000 to just under \$50,000	7%	7%	8%
\$50,000 to just under \$70,000	9%	9%	9%
\$70,000 to just under \$90,000	12%	11%	9%
\$90,000 to just under \$125,000	14%	13%	15%
\$125,00 to just under \$150,000	10%	11%	9%
\$150,000 and over	35%	36%	42%

Education	Forum Survey 2024 (u/w)	Forum Survey 2024 (w/t)	StatsCan Census (2021)
Elementary School / Some High School / Completed High School	11%	12%	9%
Some Community College / Technical School / Some University	10%	8%	-
Completed Community College / Technical School	16%	17%	49%
Completed University	40%	41%	34%
Completed Post Graduate	23%	22%	8%
Household			
Own	82%	79%	78%
Rent	17%	20%	22%
Household Size			
1	24%	20%	18%
2	33%	28%	28%
3	15%	17%	19%
4+	28%	35%	35%
Employment			
Employed (full-time, part-time, self-employed)	53%	63%	58%
Unemployed	6%	9%	8%
Not in the labour force (student, retired)	42%	29%	35%

Note: CATI results throughout this report have been statistically weighted by age and gender only. Gender and age percentages from the 2021 Census data represent residents 20 years of age and older. Income, education, and employment percentages represent residents 15 years of age and older. Prefer not to answer was excluded from the calculation.

StatsCan Sources: Statistics Canada. Census Profile, 2021 Census

# Respondent Profile

Ward	Forum Survey 2024 (u/w)	Forum Survey 2024 (w/t)	StatsCan Census (2021)
Ward 1	16%	14%	15%
Ward 2	17%	17%	14%
Ward 3	13%	12%	13%
Ward 4	19%	22%	24%
Ward 5	18%	18%	18%
Ward 6	14%	13%	13%
Ward 7	1%	2%	3%

Ethnicity	Forum Survey 2024 (u/w)	Forum Survey 2024 (w/t)	StatsCan Census (2021)
White	79%	71%	57%
East/Southeast Asian	7%	10%	16%
Middle Eastern	4%	6%	6%
South Asian	5%	6%	14%
Black	4%	5%	3%
Latino	3%	3%	2%
Mixed / Mixed race	1%	<1%	-
Indigenous	<1%	<1%	-
European (other or unspecified)	<1%	<1%	-
Canadian	<1%	<1%	-
Caribbean / West Indian	<1%	<1%	-

Note: CATI results throughout this report have been statistically weighted by age and gender only. Ward percentages are from the Town of Oakville proposal (2021). Ethnicity percentages is from the 2021 Census Profile. Prefer not to answer was excluded from the calculation.

StatsCan Sources: Statistics Canada. Census Profile, 2021 Census

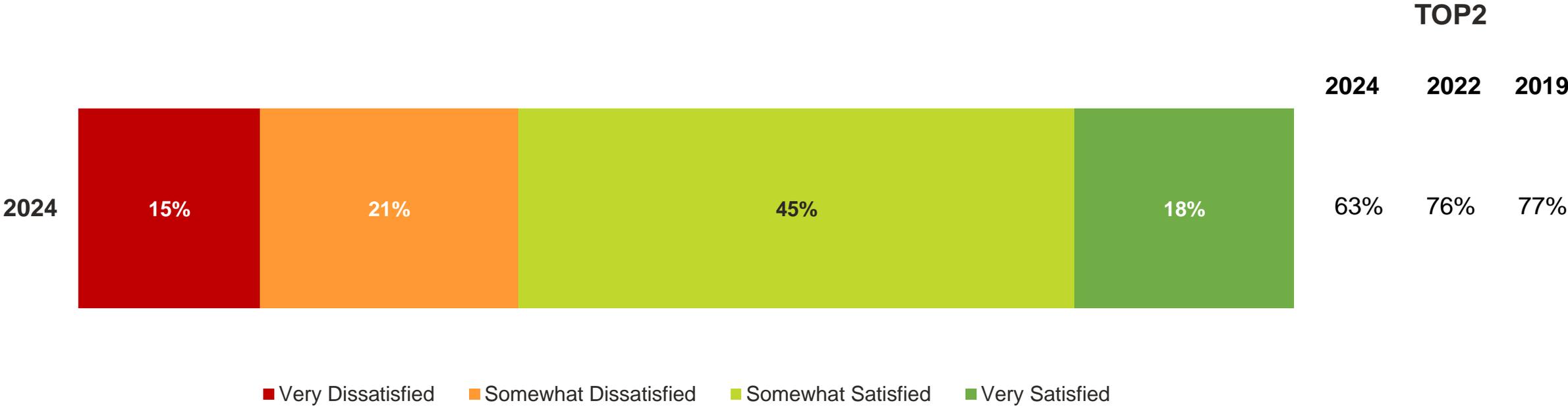


# Online Self-Selected Survey Results



# Satisfaction with the Town of Oakville Government

3 in 5 residents (TOP2: 63%) are satisfied with the Town of Oakville Government. TOP2 satisfaction has decreased by 13 percentage points since 2022.



**Note:** Visual excludes “Don’t know” and “Refused”

**Q2.** Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the government of the Town of Oakville?

**Sample Size:** n=782

**Base:** All respondents (CAWI)



# Qualities that make Oakville Vibrant and Livable

The most commonly stated qualities that make Oakville livable and vibrant were parks, downtown, and trails.



**Note:** Visual excludes “Don’t know” **Note:** Question has been updated to ‘livable and vibrant’ from ‘livable’.  
Q3. What are the qualities or features of the Town of Oakville that make it livable and vibrant? Page 226 of 1037  
Sample Size: n=782  
Base: All respondents (CAWI)

# Livability in Oakville Compared to rest of GTA

Almost three quarters of residents (73%) think that Oakville is better than most areas of the GTA in terms of livability.



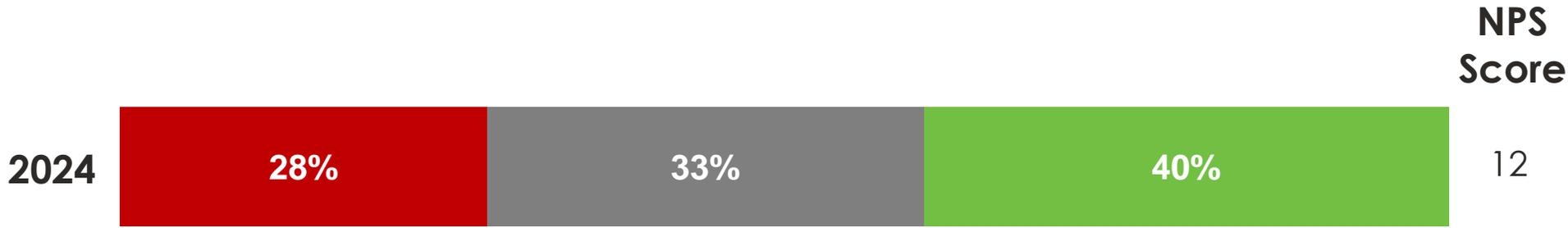
- Don't know/Refused
- Not as good as most areas of the Greater Toronto Area
- About the same as most areas of the Greater Toronto Area
- Better than most areas of the Greater Toronto Area

Q4. Thinking about Oakville as a place to live, would you say that living in Oakville is generally...  
Sample Size: n=782  
Base: All respondents (CAWI)

# Recommending the Town of Oakville

## Net Promoter Score (NPS) Analysis

A positive NPS of 12 indicates that residents of Oakville are more likely to say they would recommend the Town than they would not.



**Net Promoter Score (2024 Online) = 40 - 28 = 12**

**NPS:** How likely would you be to recommend the Town of Oakville as a place to live to a friend or colleague? Please use a number from 1 to 10, where 1 is not at all likely, and 10 is extremely likely.  
**Sample Size:** n=782  
**Base:** All respondents (CAWI)



# Change in Quality of Life

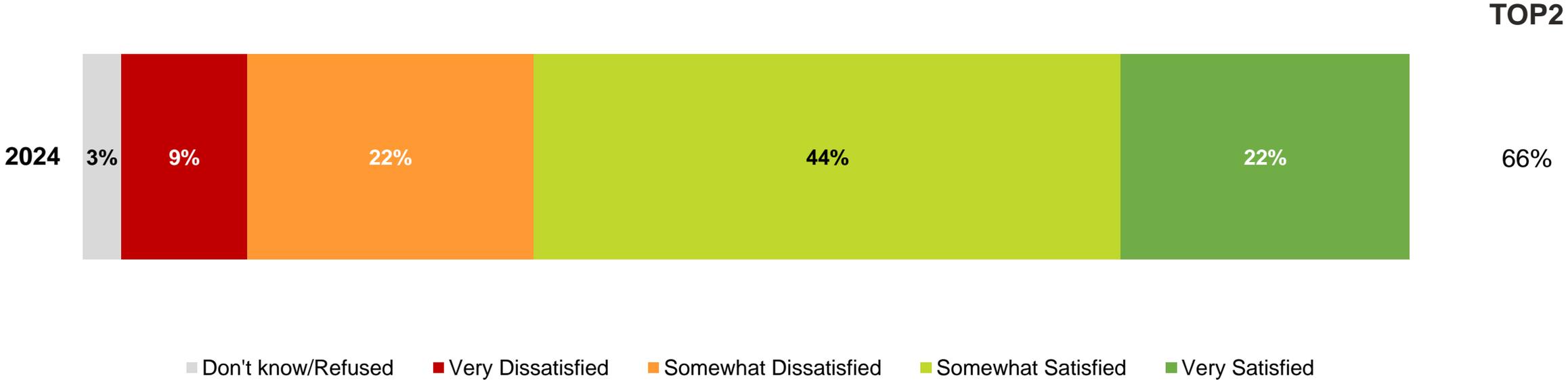
While almost 1 in 10 residents (7%) think the quality of life in Oakville has become better in the past 2 years, one third (32%) say it stayed the same and more than half (59%) say it has become worse.



\*Note: respondents were asked about their quality of life in the past three years in the 2022 survey.  
QL. In your opinion, within the past two years, has the quality of life in the Town of Oakville...  
Sample Size: n= 782  
Base: All respondents (CAWI)

# Satisfaction with Sense of Belonging with the Community

Two thirds of residents (TOP2: 66%) are satisfied with their sense of belonging with the community.

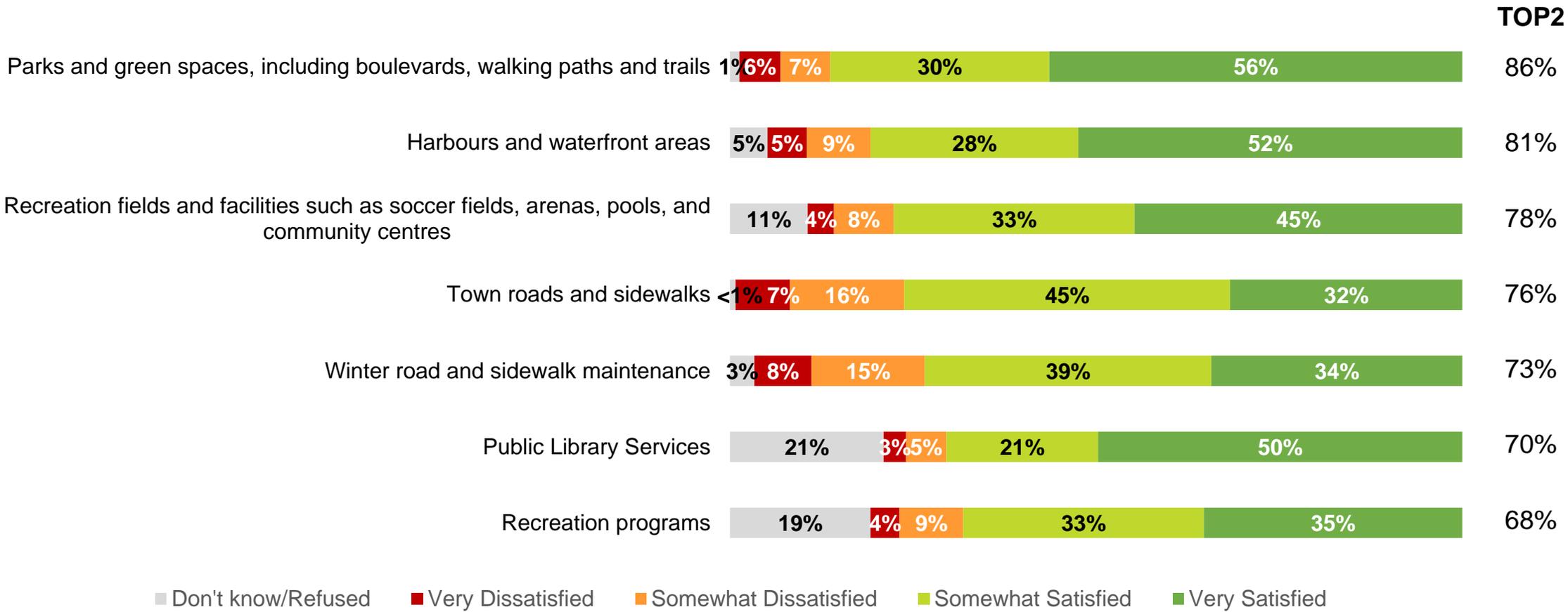


Q5. Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with your sense of belonging with the community?

Sample Size: n=782  
Base: All respondents (CAWI)

# Satisfaction with the Town Services

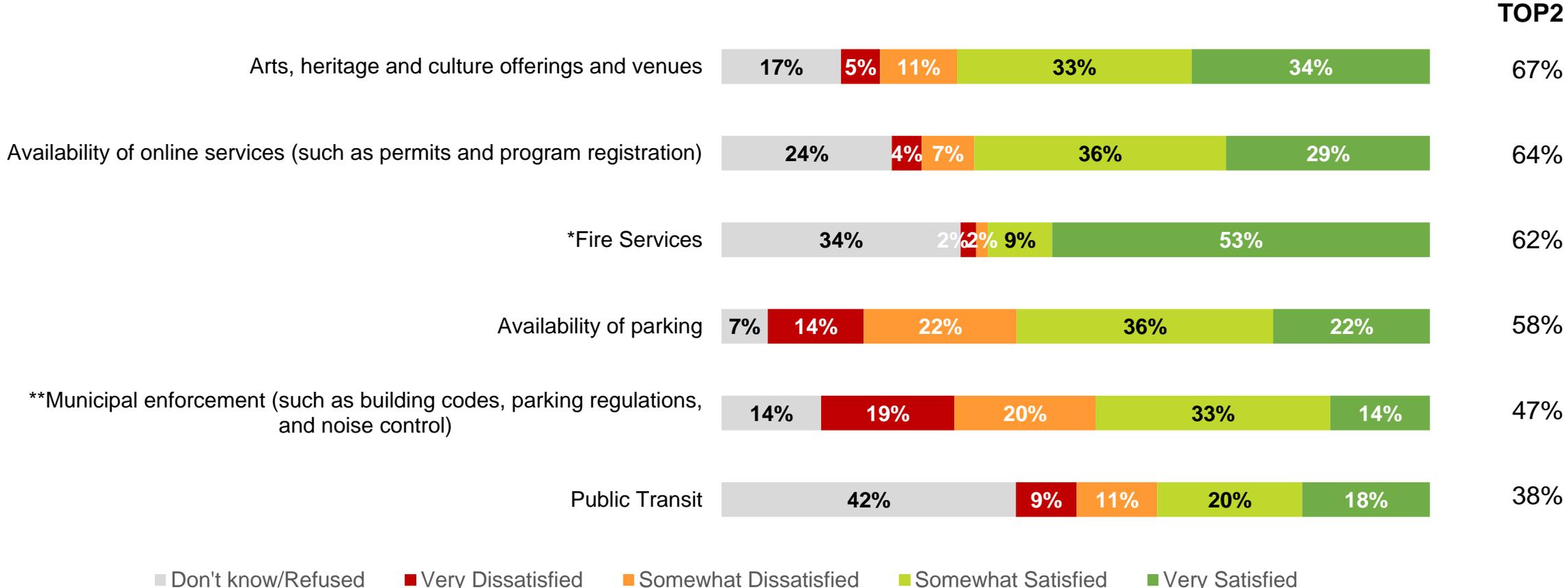
Residents expressed high satisfaction levels with various service areas, where parks & green spaces (TOP2: 86%) and harbours & waterfront areas (TOP2: 81%) topped the list.



Q6. Using the same scale, would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the performance of the Town of Oakville on each of the following services?  
 Sample Size: n=782  
 Base: All respondents (CAWI)

# Satisfaction with the Town Services (con'd)

**Municipal enforcement (TOP2: 47%) and public transit (TOP2: 38%) were the services that residents were least likely to feel satisfied with.**



\*Note: Fire services was called emergency services in previous survey waves.

\*\*Note: Municipal enforcement services was added this year so there is no data available from previous survey waves.

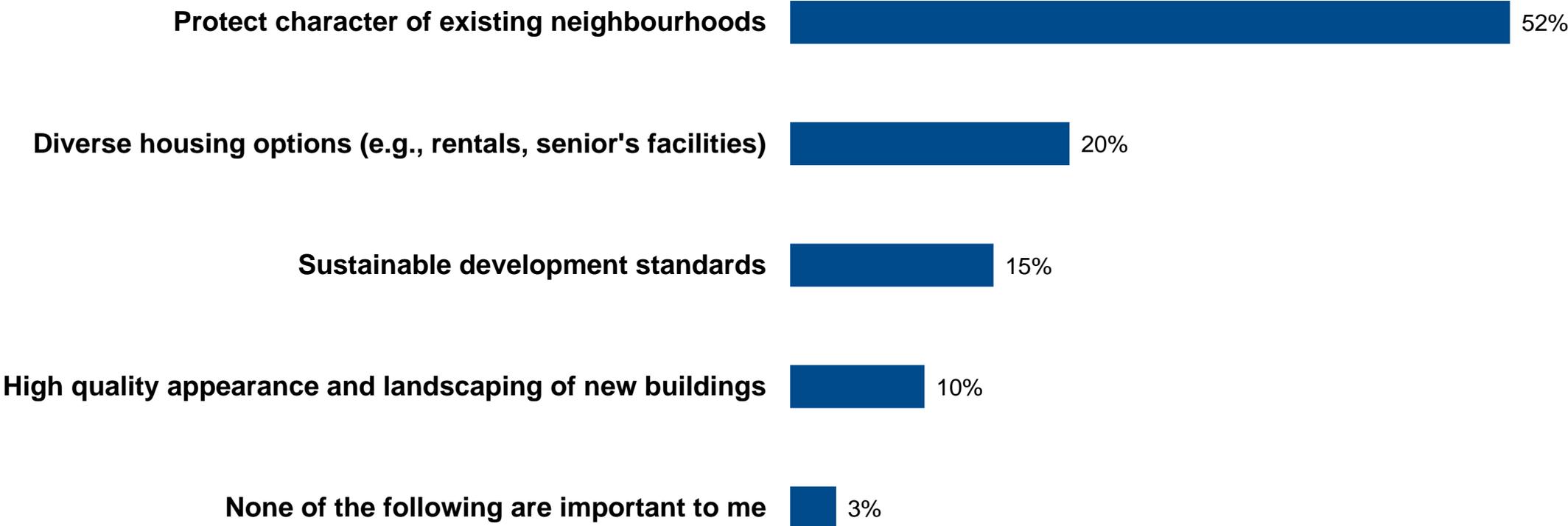
Q6. Using the same scale, would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the performance of the Town of Oakville on each of the following services?

Sample Size: n=782

Base: All respondents (CAWI)

# Important Considerations for Growth and Land Use Planning

As it related to growth and land use planning, protecting the character of existing neighbourhoods (52%) was mentioned by half of the residents.



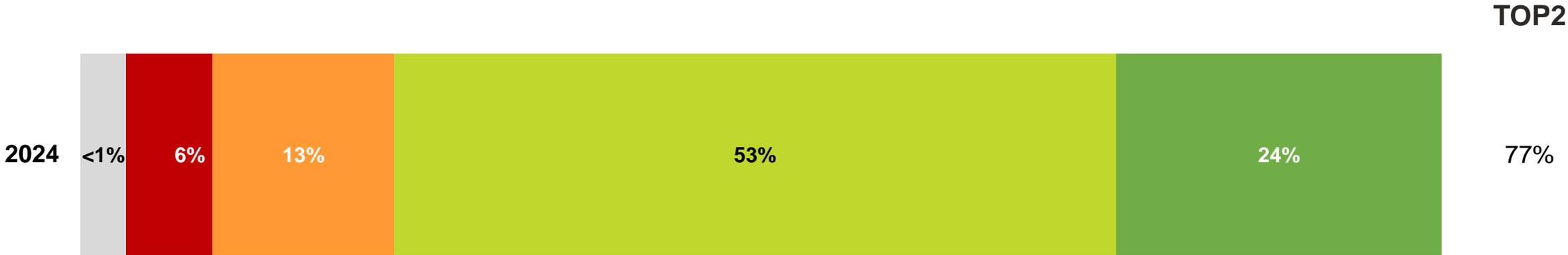
NEWQ1. As it relates to growth and land use planning, what, if anything, is most important to you?  
Sample Size: n=782  
Base: All respondents (CAWI)





# Overall Satisfaction with the Quality of Services

Over 3 in 4 residents (TOP2: 77%) are satisfied with the overall quality of the services provided by the Town of Oakville.



■ Don't know/Refused ■ Very Dissatisfied ■ Somewhat Dissatisfied ■ Somewhat Satisfied ■ Very Satisfied

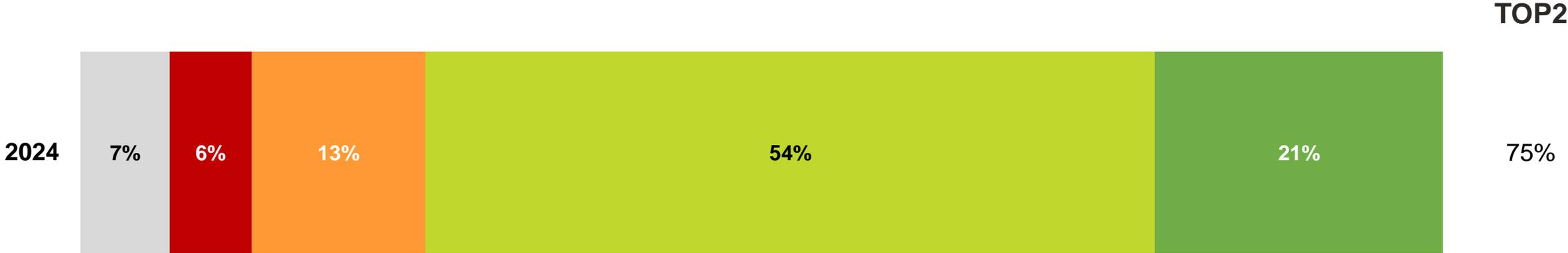
Q8. Overall, would you say that you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with the level and quality of services provided by the Town of Oakville?

Sample Size: n=782

Base: All respondents (CAWI)

# Value for Tax Dollars

3 in 4 residents (TOP2: 75%) think they receive overall a good value for their tax dollars considering the programs and services provided by the Town.



■ Don't know/Refused ■ Very Poor ■ Fairly Poor ■ Fairly Good ■ Very Good

Q7. Thinking about the programs and services you receive from the Town of Oakville, would you say that, overall, you receive very good, fairly good, fairly poor, or very poor value for tax dollars?  
Sample Size: n=782  
Base: All respondents (CAWI)

# Balance of Services and Taxation

Two thirds of residents (64%) prefer maintaining service levels or adding services and facilities, even if it means an increase in taxes or user fees. Of those residents, 47% preferred increase to user fees while 14% preferred increase to property taxes. 32% preferred a combination of user fees and property taxes. 32% preferred a combination of user fees and property taxes. 8% preferred don't know/refused.

## Increase or Decrease in Taxes or User Fees

Maintain existing programs and service levels, even if it means taxes or user fees must increase **41%**

Not increase taxes or user fees, even if it means cuts to programs and services **36%**

Add new programs and services, even if it means taxes or user fees must increase **23%**

**64%**  
of respondents  
preferred an increase  
in taxes or user fees  
→

## Increase User Fees or Property Taxes

Increases to user fees **47%**

Increases to property taxes **14%**

Both **32%**

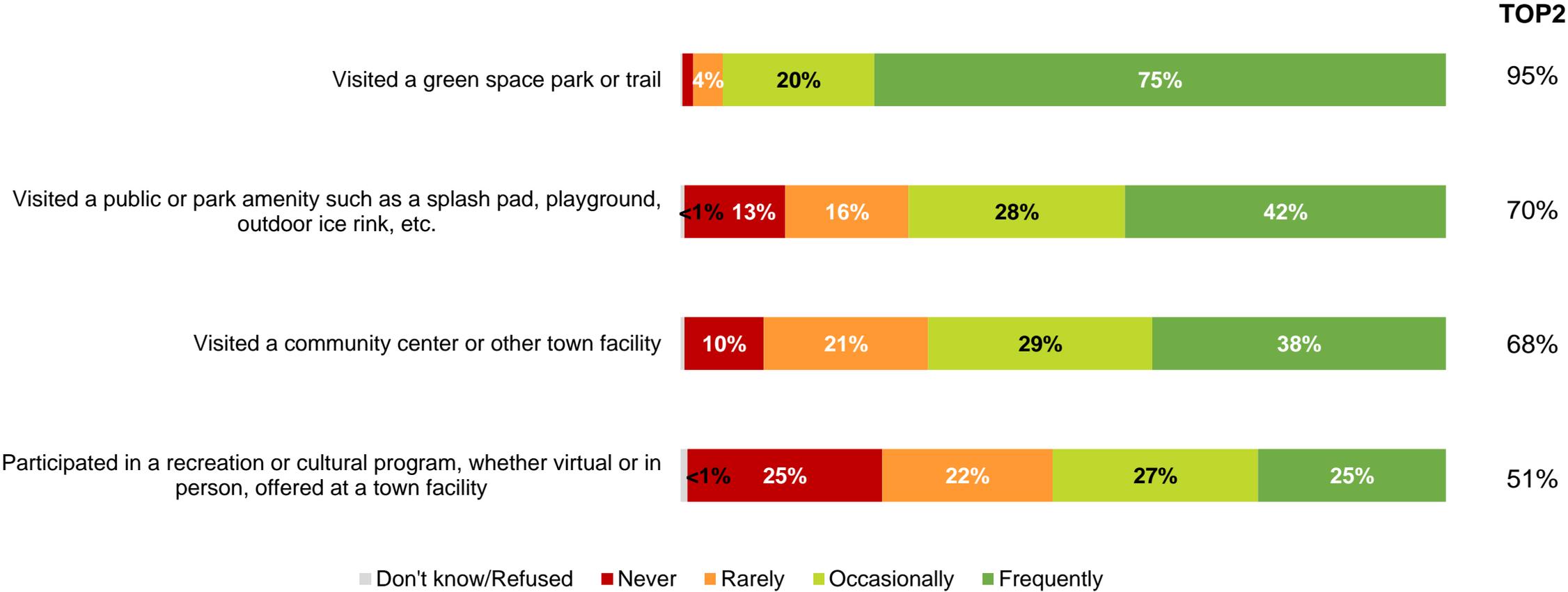
Don't know/Refused **8%**

**Q52a.** Which of the following statements best reflects your view?  
**Sample Size:** n=782  
**Base:** All respondents (CAWI)

**Q52b.** And if maintaining service levels/adding services and facilities meant an increased cost to provide those services, which would you prefer?  
**Sample Size:** n=502  
**Base:** Respondents who said they should add new services and facilities or maintain existing service levels (CAWI)

# Frequency of Activities in the Last 12 Months

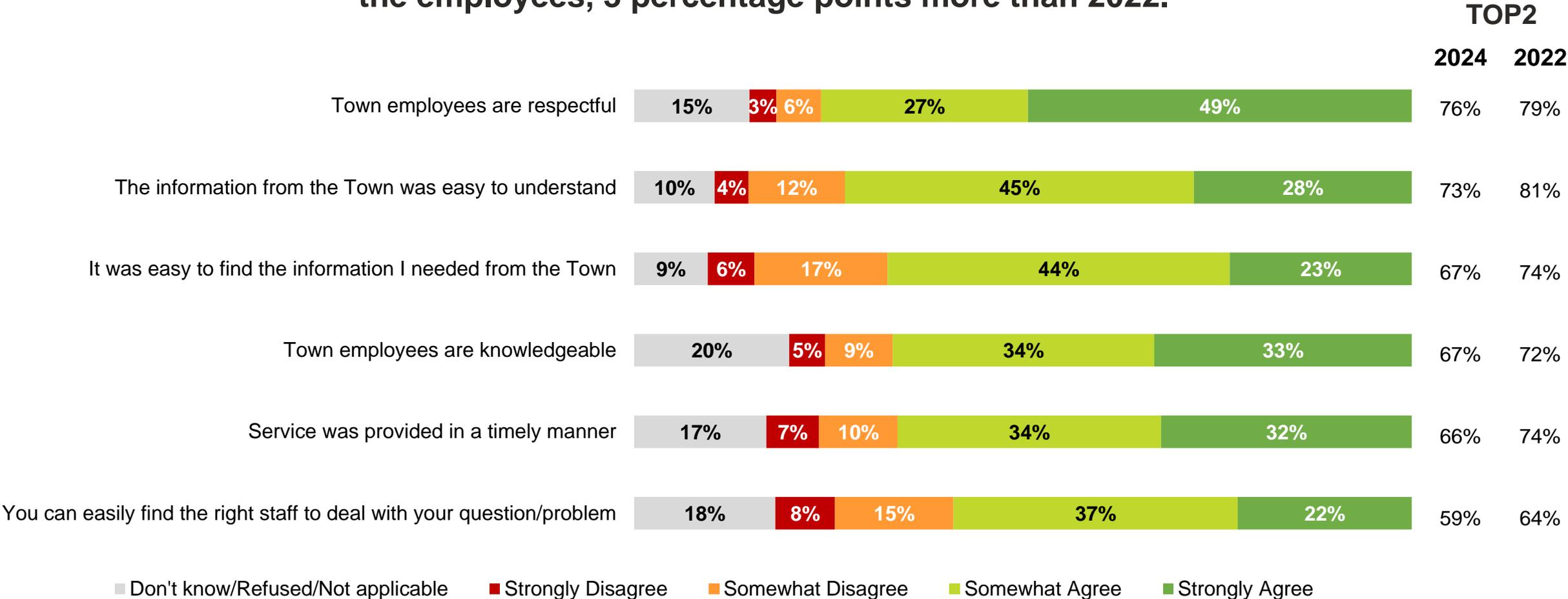
The majority of residents (TOP2: 95%) regularly visited green spaces/parks/trails in the past 12 months.



Q54. Within the past 12 months, how often have you done each of the following activities?  
 Sample Size: n=782  
 Base: All respondents (CAWI)

# Town Contact Service Evaluations

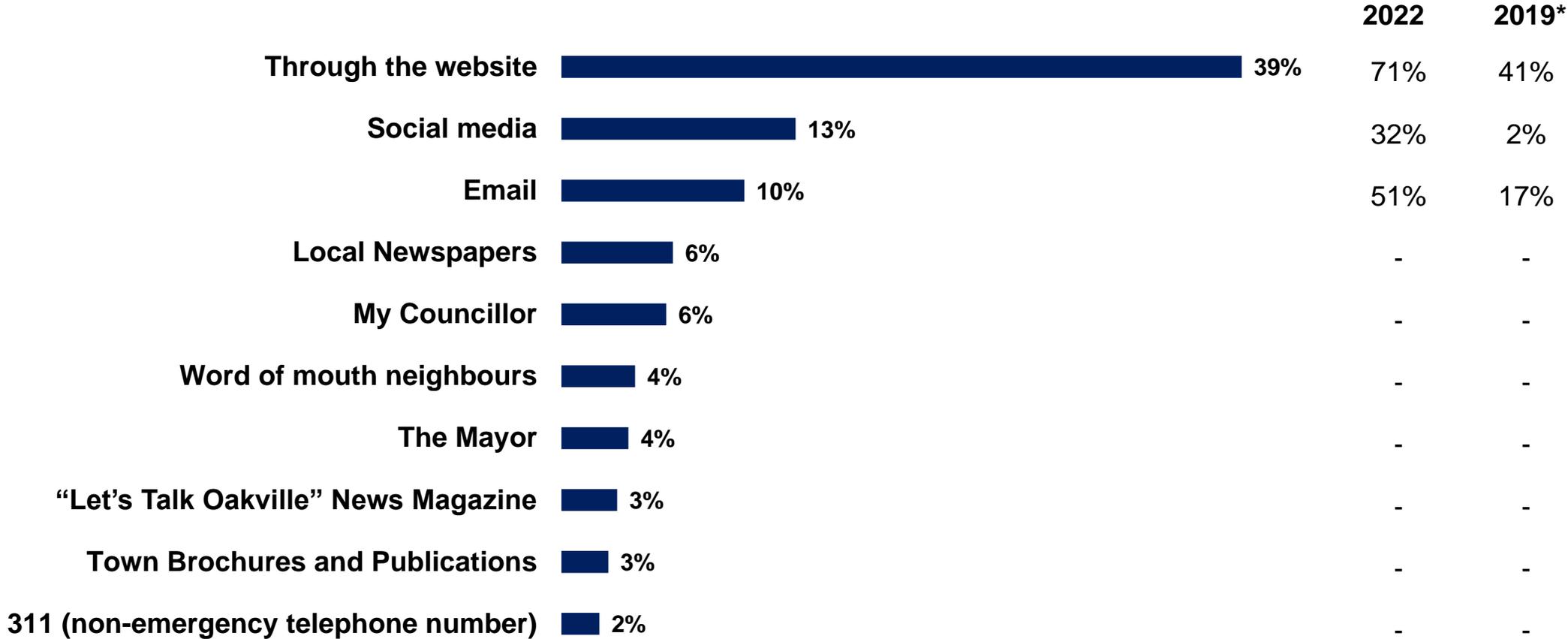
When dealing with the Town, 9 in 10 residents (TOP2: 92%) are satisfied with the respectfulness of the employees, 3 percentage points more than 2022.



\*Note: respondents were asked to base their response on their most recent interaction with the Town in the previous report.  
**Q57.** When dealing with the Town of Oakville, do you strongly agree, somewhat agree, somewhat disagree or strongly disagree with the following statements?  
**Sample Size:** n=782  
**Base:** All respondents (CAWI)

# Finding Town Information

Nearly 2 in 5 residents (39%) use the Town’s website to find information about the Town of Oakville.



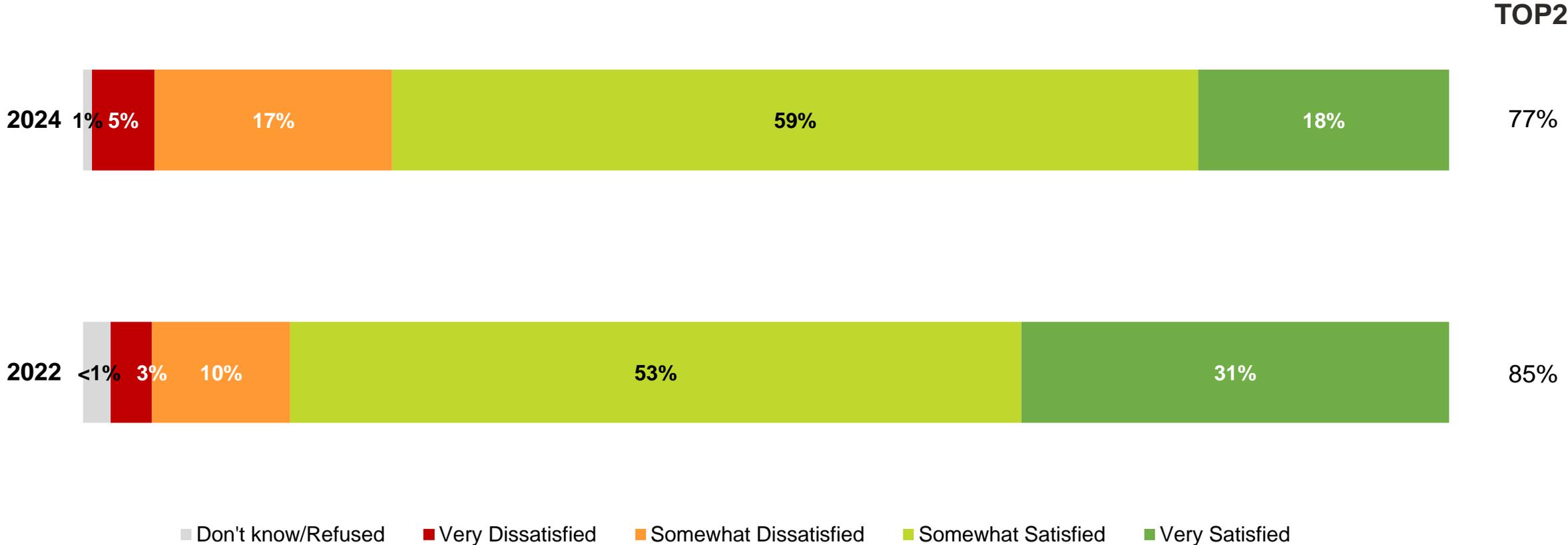
\*The question in the 2019 survey was slightly different: *In the past two years, have you interacted with the Town of Oakville or visited its website for any reasons? If so, how did you first contacted the Town?* Please interpret with caution.

\*Note: visual shows mentions with 2% and higher, and excludes “somewhere else”, “don’t know”, and “refused”  
 Q63. How do you most often find information about the Town of Oakville? [OPEN-ENDED]  
 Sample Size: n=782  
 Base: All respondents (CAWI)



# Satisfaction with Town's Website

The majority of residents (TOP2: 77%) who have interacted with the Town using the Town's website were satisfied with their experience using it.



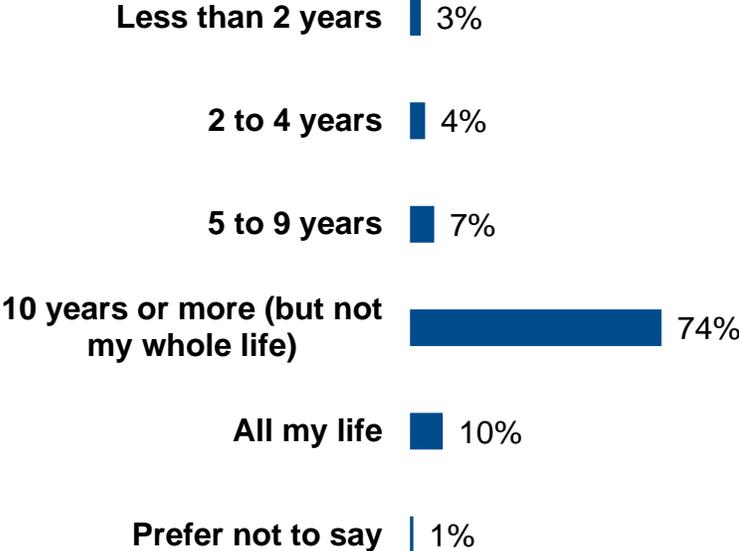
Z6. You selected the Town of Oakville's website as a way you find information about the town. Would you say you are very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied with your experience using the Town's website?  
 Sample Size: n=305  
 Base: Respondents who used the Town of Oakville website (CAWI)



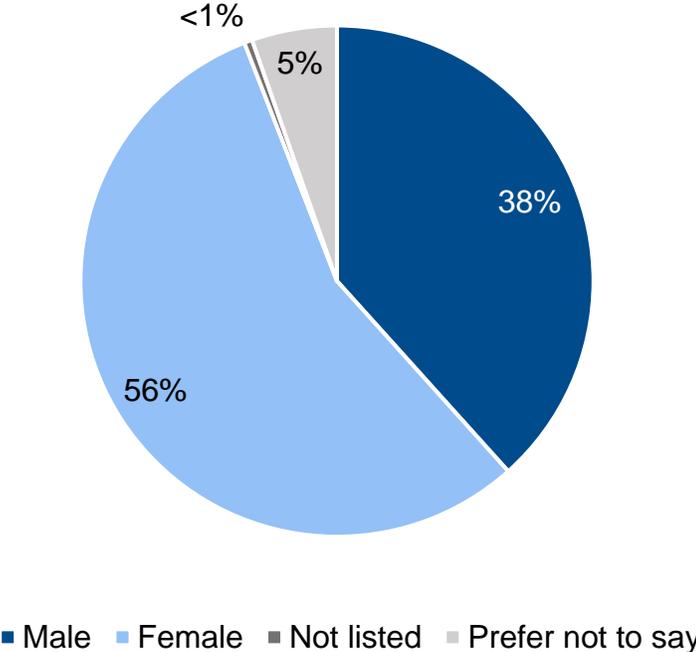
# Demographics

# Respondent Profile

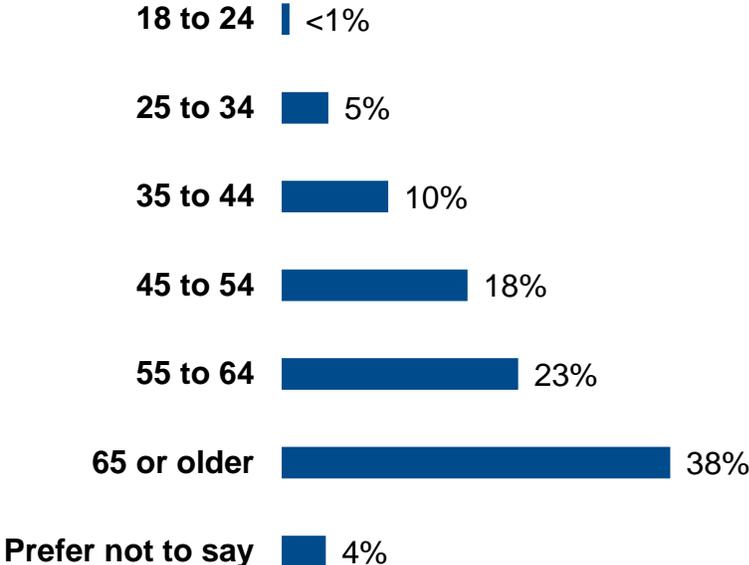
## Years lived in Oakville



## Gender

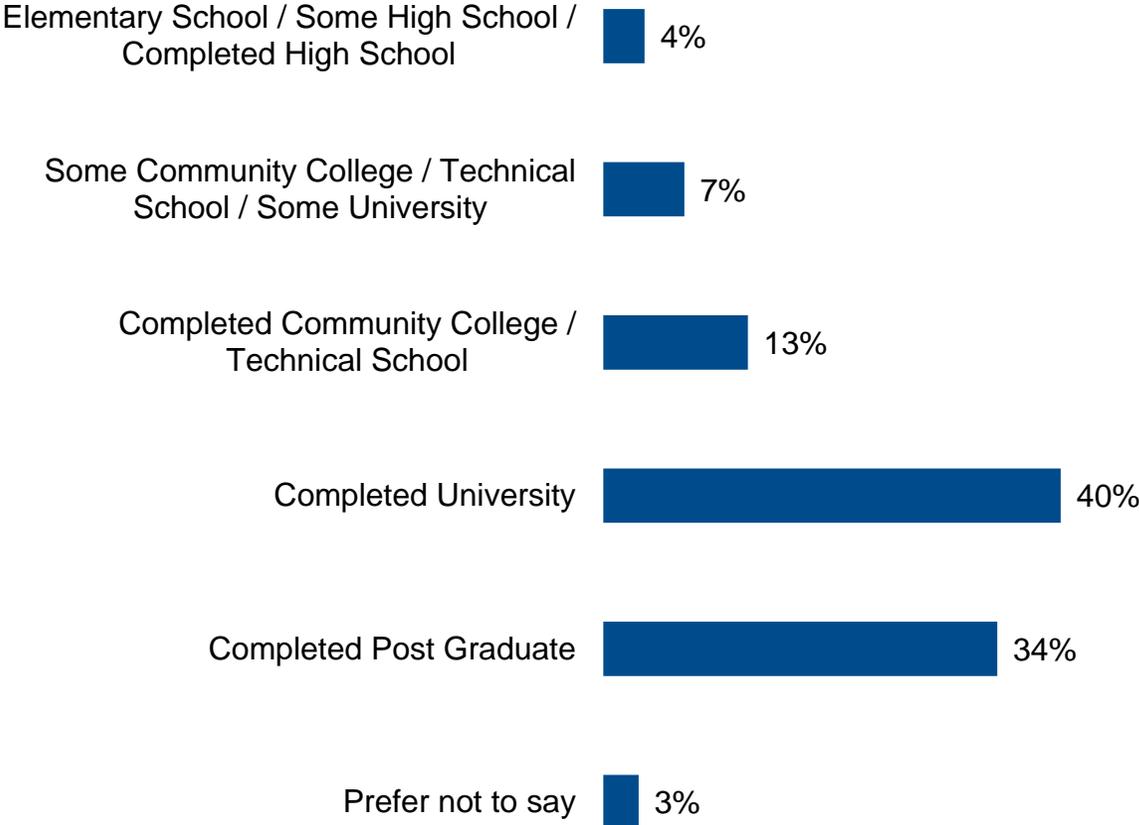


## Age

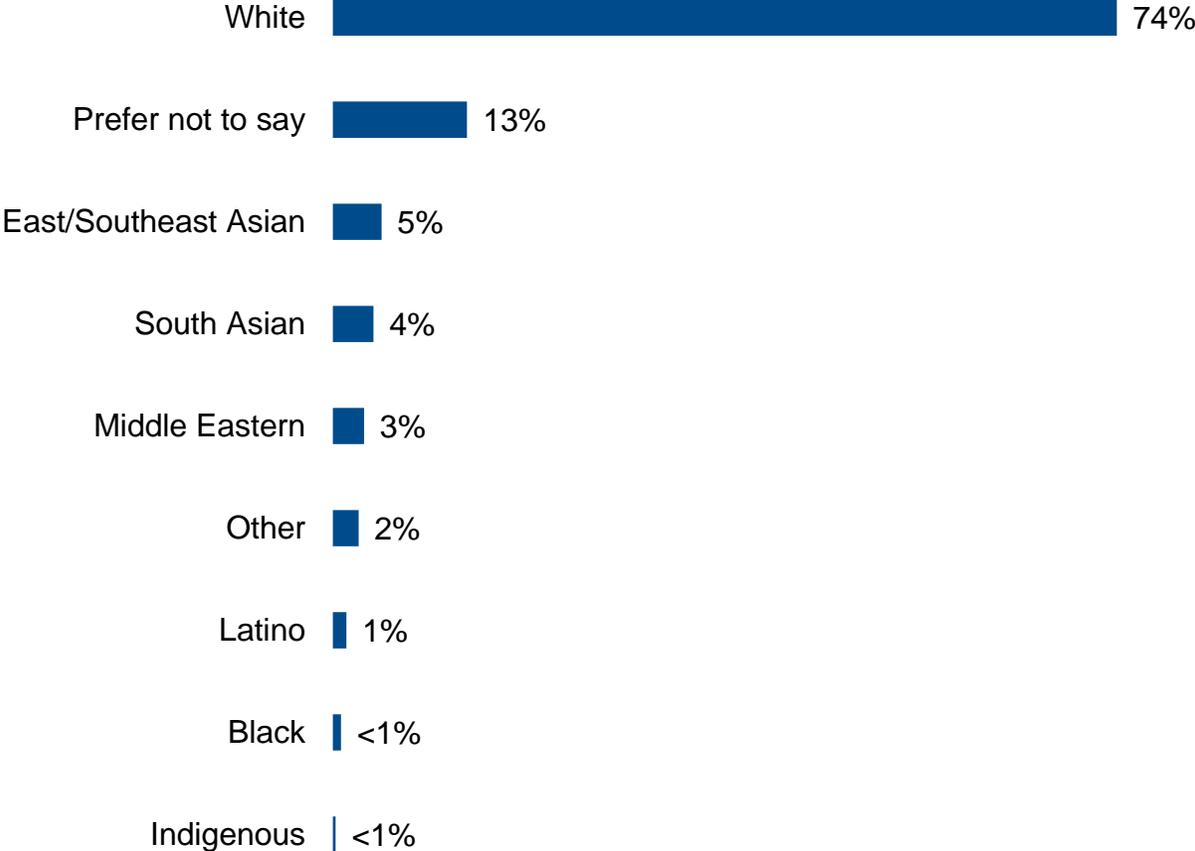


# Respondent Profile

## Education

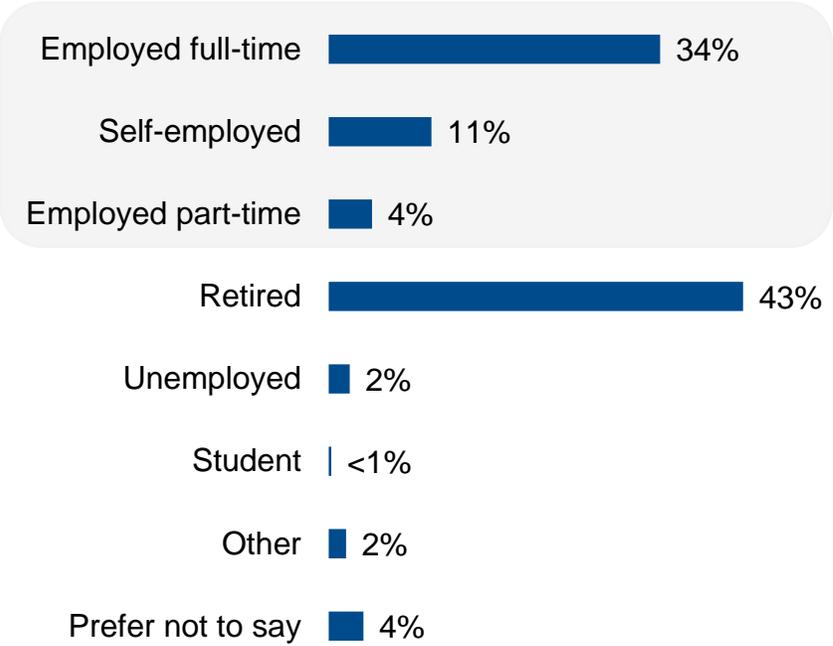


## Ethnicity



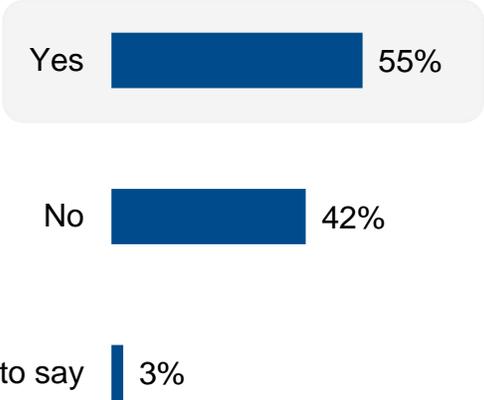
# Respondent Profile

## Employment Status

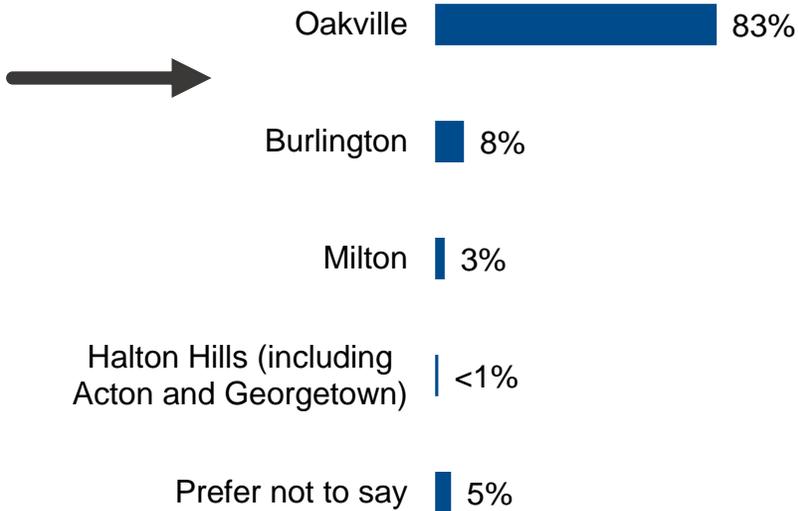


**49%  
Employed**

## Working in Halton Region

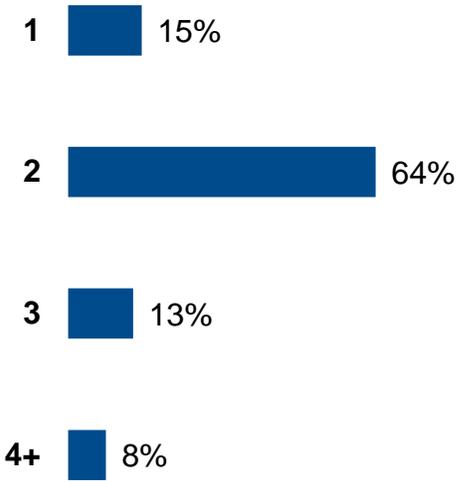


## Cities Working in

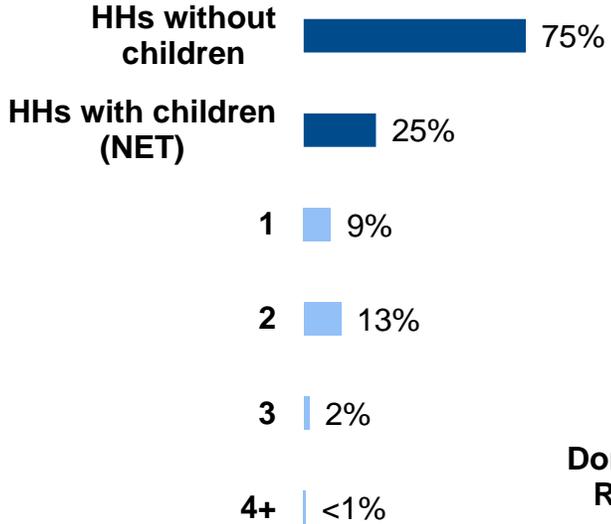


# Respondent Profile

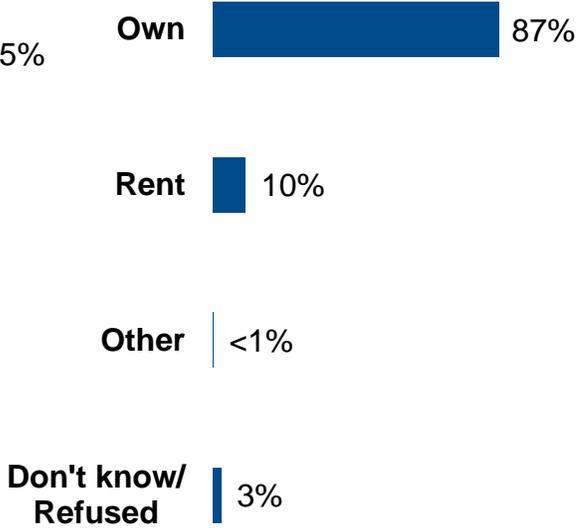
## Number of Adults in the Household



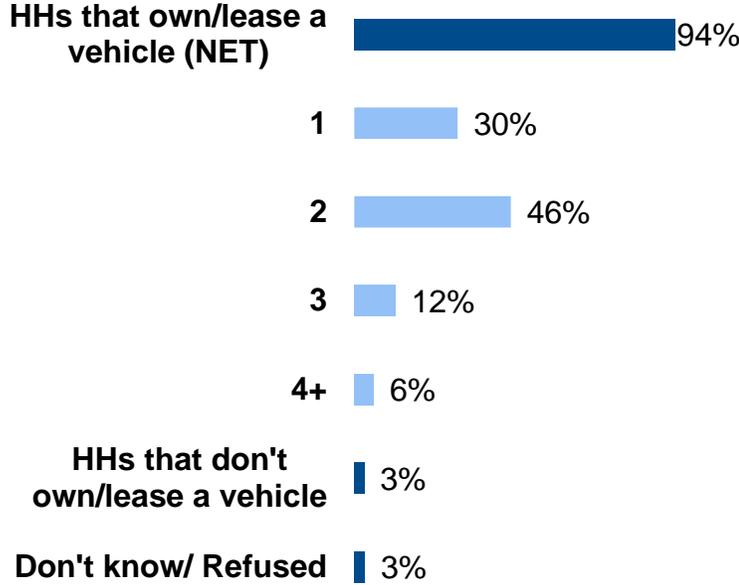
## Number of Children in the Household



## Home Ownership

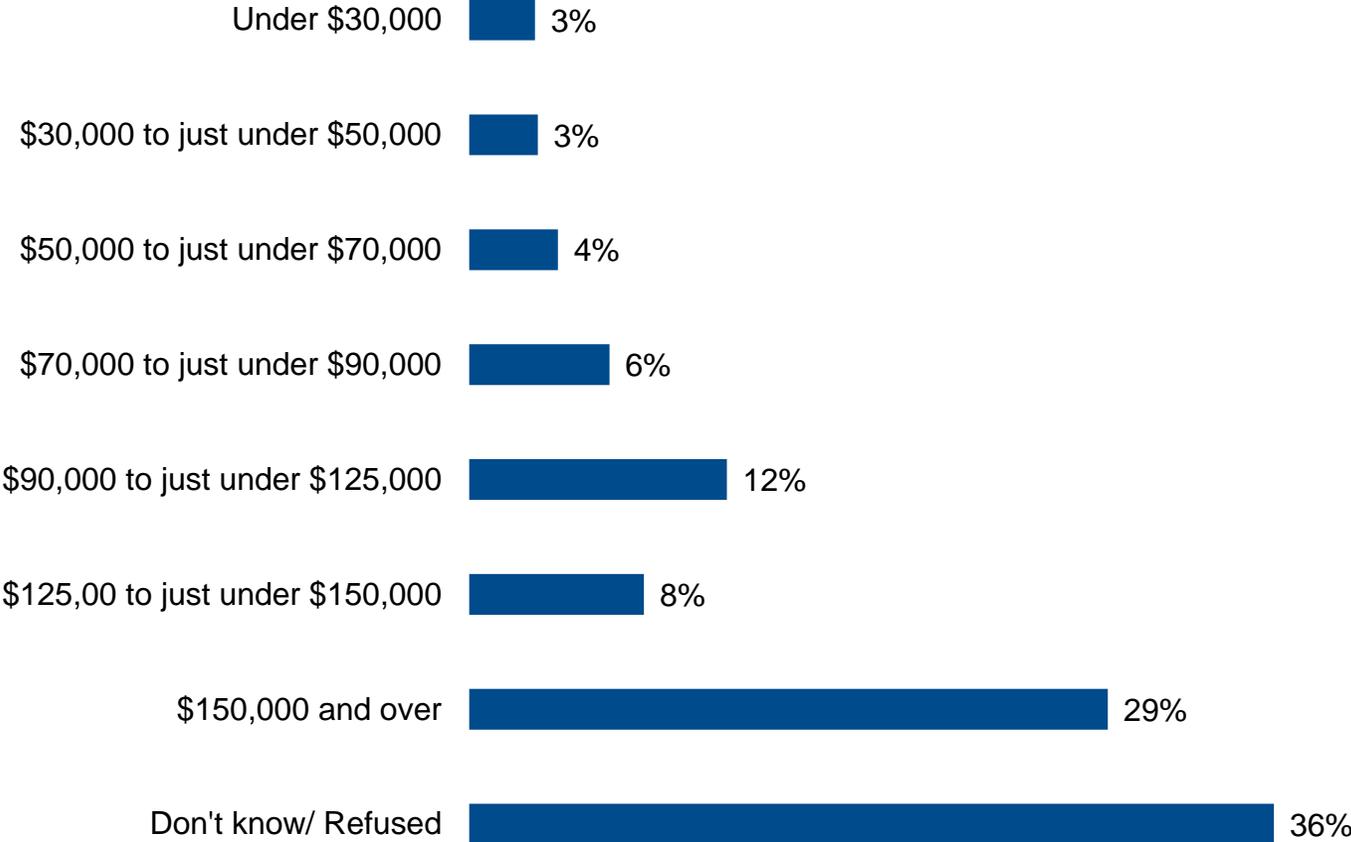


## Car Ownership

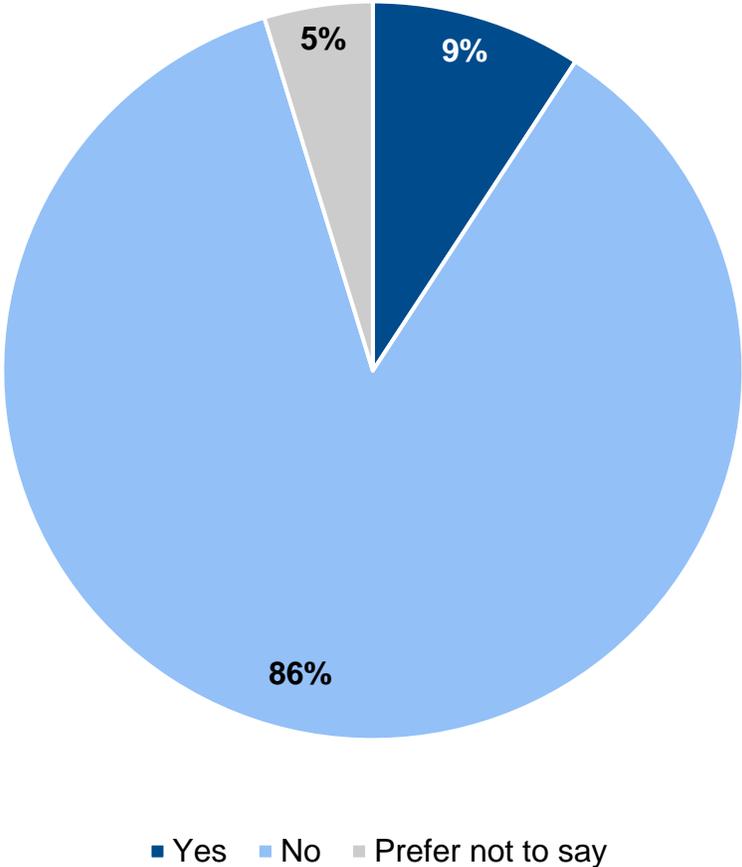


# Respondent Profile

## Household Income



## Disability



# Respondent Profile

Age	Forum Survey 2024 (u/w)	StatsCan Census (2021)
18 to 24	<1%	8%
25 to 34	5%	13%
35 to 44	11%	18%
45 to 54	19%	22%
55 to 64	24%	18%
65 and older	40%	21%
Gender		
Male	41%	48%
Female	59%	52%
Income		
Under \$30,000	5%	8%
\$30,000 to just under \$50,000	5%	8%
\$50,000 to just under \$70,000	6%	9%
\$70,000 to just under \$90,000	10%	9%
\$90,000 to just under \$125,000	18%	15%
\$125,00 to just under \$150,000	12%	9%
\$150,000 and over	45%	42%

Education	Forum Survey 2024 (u/w)	StatsCan Census (2021)
Elementary School / Some High School / Completed High School	4%	9%
Some Community College / Technical School / Some University	7%	-
Completed Community College / Technical School	13%	49%
Completed University	41%	34%
Completed Post Graduate	35%	8%
Household		
Own	90%	78%
Rent	10%	22%
Household Size		
1	15%	18%
2	44%	28%
3	17%	19%
4+	24%	35%

Note: Gender and age percentages from the 2021 Census data represent residents 20 years of age and older. Income, and education, percentages represent residents 15 years of age and older. Prefer not to answer was excluded from the calculation.

StatsCan Sources: Statistics Canada. Census Profile, 2021 Census

# Respondent Profile

Employment	Forum Survey 2024 (u/w)	StatsCan Census (2021)
Employed (full-time, part-time, self-employed)	51%	58%
Unemployed	2%	8%
Not in the labour force (student, retired)	45%	35%

Ethnicity	Forum Survey 2024 (u/w)	StatsCan Census (2021)
White	85%	57%
East/Southeast Asian	5%	16%
South Asian	4%	14%
Middle Eastern	3%	6%
Other	3%	2%
Latino	1%	2%
Black	<1%	3%
Indigenous	<1%	-

Note: Employment percentages from the 2021 Census data represent residents 15 years of age and older. Prefer not to answer was excluded from the calculation.

StatsCan Sources: Statistics Canada. Census Profile, 2021 Census



## REPORT

### Council

**Meeting Date: April 29, 2024**

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**FROM:** Strategy, Policy and Communications Department

**DATE:** April 16, 2024

**SUBJECT:** **Final Inclusion, Diversity, Equity and Accessibility Multi-Year Plan 2024-2028**

**LOCATION:** Town-wide

**WARD:** Town-wide

Page 1

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#### **RECOMMENDATION:**

That the final Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024-2028 be approved.

#### **KEY FACTS:**

The following are key points for consideration with respect to this report:

- The town is committed to advancing a culture of inclusion, diversity, equity and accessibility (IDEA) for its workforce and community.
- Development of the town's first formalized IDEA Multi-Year Plan, 2024-2028 builds on 20 years of work the town has been engaged in to advance IDEA.
- A draft IDEA Multi-Year Plan, 2024-2028 was presented to Council on December 18, 2023. It incorporated findings from a current state inclusivity assessment conducted by the Canadian Centre for Diversity and Inclusion Consulting Inc. and included a review of the town's policies and procedures, an analysis of respondent data from community engagement, a staff survey on demographics and sentiments of inclusion, and benchmarks to global standards.
- The draft plan outlined a roadmap of actions with associated timelines to support both the town's workforce and community, under an overall objective and mandate, spread across four key goals. The draft plan was tabled from December 18, 2023, to January 31, 2024, to give staff and the community an opportunity to provide feedback.
- Comments received were reviewed and incorporated into the draft final IDEA Multi-Year Plan, 2024-2028, and/or directed to individual departments for awareness, or actioning, as appropriate.

- This report brings forward the draft final IDEA Multi-Year Plan, 2024-2028 in Appendix A for approval, with updates based on Council, staff and community feedback.
- Upon approval, staff will support implementation of the plan, including through internal and external rollout and communications, and an annual progress report.

### **BACKGROUND:**

The town has been reporting on diversity initiatives and accessibility improvements for 20 years.

Key advancements in this commitment to inclusion, diversity, equity and accessibility were detailed in the [December 18, 2023, Council report](#) and include:

**2003:** Council adopted the three key goals put forth by its Diversity Working Group: to develop a program that demonstrates the town's commitment to an inclusive environment; to identify and implement programming to meet the diverse needs of the community; and to consider staffing requirements to carry out the functions of dealing with diversity issues. In response to these goals, the town established an internal Diversity Steering Committee to encourage diversity initiatives and coordinate annual reporting to Council.

**2007:** Council approved a motion making Oakville a signatory municipality of the Canadian Coalition of Municipalities Against Racism and Discrimination. The network changed its name in 2019 to the Coalition of Inclusive Municipalities. This network brings together municipalities that want to improve their policies against racism, discrimination, exclusion and intolerance. In Canada, there are 82 municipalities that have joined the Coalition of Inclusive Municipalities. Being a signatory municipality has helped demonstrate the town's commitment to promoting a culture of inclusion.

**2012:** the town established its first Multi-Year Accessibility Plan 2012–2017 to outline the actions the town would take to meet the requirements of the Accessibility for Ontarians with Disabilities Act (AODA), prevent and remove barriers, and the timeframe. A Corporate Accessibility Steering Committee was established to work on the town's plan and ensure the town met its requirements under the AODA.

**2014:** the town established an Age-Friendly Committee to lead the age-friendly baseline assessment initiative comprising staff, members of Council and a community member. The concept of age-friendly was developed by the World Health Organization (WHO) in 2002 in response to the aging population.

**2016:** staff began working with members of the Indigenous community on opportunities for the town to participate in the Truth and Reconciliation process to highlight and advance Indigenous history, heritage and contributions to the Oakville community.

**2017:** the town partnered with Optimus | SBR and conducted an inclusion audit of town programs, services, practices, and policies, developed a corporate inclusion statement and identified five key recommended actions and initiatives for a corporate plan to support inclusion in the workplace and community.

Also in 2017, the town established a Corporate Inclusion Advisory Group, bringing the town's existing staff committees on diversity, accessibility, and age-friendly under one advisory group to better align town efforts to support inclusion. The committee reported to the Office of the CAO with representatives from all town commissions to ensure legislative and corporate requirements were planned and implemented.

The town also launched its second Multi-Year Accessibility Plan for 2018–2023. The new plan builds on the accomplishments of the town's first plan and incorporates updated requirements under the AODA's Accessible Customer Service Standard.

**2018:** staff presented a report to Council on progress to implement the five recommendations from the 2017 Inclusion Audit.

Staff developed an Oakville Inclusion Lens as a tool to support inclusion of all individuals and communities. The lens has three main questions to prompt staff to consider inclusion in their work: (1) What am I already doing to promote inclusion? (2) Who might be impacted and who is not included in the work I'm doing? (3) What changes or recommendations am I going to make to modify the potential impacts? Attached to the lens is a guide to help staff work through these questions with several checklists to support a deeper dive into inclusive considerations. The five checklists included are: working together; programs, services and projects; communications; public engagement; and inclusive hiring. Oakville's Inclusion Lens has been sought out by other municipalities who have requested to use it as their own.

**2019:** the town maintained its commitment to diversity and accessibility for its workplace and community through Council's 2019–2022 Strategic Plan. One of the key areas of focus was dedicated to an Engaged Community: fostering a community environment that engages residents of all ages, abilities and backgrounds.

**2020:** At its meeting on June 22, 2020, Council passed the following motion:

- Whereas the Town of Oakville is committed to promoting a culture of inclusion and diversity by providing accessible and equitable programs, services and facilities to residents and employees and,
- Whereas the Town of Oakville champions inclusion and diversity through increased opportunities and meaningful engagement to support a workplace and community where all feel respected and welcome
- That staff report on the implementation of the inclusion and diversity audit, initiatives already undertaken and further inclusiveness initiatives that can be taken. That staff report on employee demographics and compare this with community demographics and report on initiatives that can be taken to help ensure that the employee pool reflects the demographic make-up of the community.

**2021:** Staff presented a report to Council on progress to implement the recommendations from the 2017 Inclusion Audit, initiatives already undertaken and ongoing, and a Diversity and Inclusion Action Plan for 2021–2022 that builds on progress to support a workplace and community where all feel respected and welcome. The action plan established eight key deliverables to lay the foundation to develop the town’s first Inclusion, Diversity, Equity and Accessibility Multi-Year Plan:

1. Policy review to further support Diversity and Inclusion Action Plan inclusion in the workplace and community
2. Research best practices and conduct benchmarking
3. Build on initiatives already undertaken and recommendations from the 2017 Inclusion Audit
4. Survey employees and compare to community demographics
5. Establish diversity and inclusion measures
6. Facilitate meaningful conversations with community groups and organizations on inclusion in Oakville
7. Facilitate community engagement with the entire Oakville community including residents, residents associations, and businesses on inclusion in Oakville
8. Assess current state and finalize recommendations for a multi-year plan

To support the town completing its foundational work, staff partnered with the Canadian Centre for Diversity and Inclusion (CCDI) Consulting Inc., an external organization leading in diversity and inclusion in the workplace.

**2022:** In January 2022, staff provided Council with a memo to outline progress of the eight key deliverables.

In [August 2022](#), staff presented a [Diversity and Inclusion Current State Inclusivity report](#) to Council which outlined the key findings from the eight key deliverables. The report and findings are available on the town’s website.

The full 2021 census data sets were released, and staff updated our community demographics celebrating the town's diversity which is available on the town's website. The town experienced several notable changes to its demographics since the last census data release in 2016. The town saw a significant increase in its racialized population at 42 per cent, up 11 percent from 31 per cent in 2016. Newcomers to Canada was up five per cent in Oakville at 41 per cent in 2021 from 36 per cent in 2016. The top five languages spoken most often at home (other than English) also changed to: Mandarin, Arabic, Spanish, Urdu and Korean. The 2021 census was the first time religions observed were included. In Oakville the most observed religions are: Catholic (29 per cent), no religion (28 per cent), Christian (24 per cent), Muslim (10 per cent), Hindu (four per cent), Sikh (two per cent), Buddhist and Jewish (one per cent).

**2023:** Through [Council's Strategic Plan and 2023-2026 Action Plan](#), inclusion, diversity, equity and accessibility were furthered engrained in the town's commitment to an inclusive workplace and community. Council's new vision: to be a vibrant and livable community for all reflects the community's desire for an active, beautiful and full-of-life community where people of all ages and abilities have a place to call home. One of the four key priorities is dedicated to Community Belonging: enhancing community belonging to ensure all residents are invited to engage in a fulfilling community life that is built to support wellbeing. Inclusivity is also one of the plan's guiding principles where we commit to creating a welcoming and inclusive community.

### **Draft IDEA Multi-Year Plan**

On [December 18, 2023](#), a [draft Inclusion, Diversity, Equity and Accessibility Multi-Year Plan 2024–2028](#) was presented to Council by staff and CCDI Consulting Inc. The draft plan supports the town's new vision for a vibrant and livable community for all, and specifically, its strategic focus on Community Belonging.

The foundational work done through the current state inclusivity assessment that informed the plan was detailed in the [August 9, 2022](#), and [December 18, 2023](#), reports to Council. The following is a high-level summary of the deliverables included in the current state inclusivity assessment:

1. Policy review of over 50 key town policy documents including the town's Respectful Conduct Policy and procedure, Accommodation procedure and Recruitment Policy and procedures.
2. Benchmarking evaluation and research of best practices where staff completed an employer benchmarking survey called a Maturity Meter through CCDI Consulting Inc. The survey evaluated the level of progress of the town as an organization as it related to an IDEA plan, policies and practices. The

assessment measures in the benchmarking survey were developed from the 2016 Global Diversity, Equity and Inclusion Benchmarks: Standards for Organizations Around the World (GDEIB). GDEIB is a framework to benchmark diversity and inclusion progress; it provides practices, policies and actions; and measures diversity, equity and inclusion work to institutions around the world across all sectors.

Staff also conducted a scan of municipalities and other industries for best practices in diversity and inclusion that were reviewed when developing the multi-year plan.

3. Community engagement in two phases that included:
  - (a) Meaningful conversations with community groups and organizations: The first phase of engagement was conducted in the summer 2021 by our staff inclusion advisory group. Staff conducted 21 virtual focus groups and interview sessions, with representatives from over 60 community groups and organizations participating, including those focused on faith, culture, social services, youth, healthcare, and other areas.
  - (b) Broad engagement with the Oakville community: The second phase of engagement was conducted during the fall 2021, through an online survey and in-person efforts by the town’s staff inclusion advisory group. Staff reached out to residents’ associations and businesses as part of this phase of engagement and attended in-person locations such as at the Oakville GO station, food banks and town community centres. Over 600 online surveys were completed.
4. Employee survey dedicated to IDEA was conducted in early 2022 by CCDI Consulting Inc. The survey had two components: a demographic census and an inclusion and belonging questionnaire. The survey was available to all town and Oakville Public Library staff (full-time, part-time and contract). Findings from the demographic composition of the town’s workforce compared to the Oakville population for 2016 and 2021 provide the following for underrepresented groups:

Group	Oakville workforce	Oakville population 2016	Oakville population 2021
Women	48%	52%	52%
Racialized persons	23%	31%	42%
Persons with a disability	17.5%	22% (2017)	22% (2017)
2SLGBTQIA+ persons	9.6%	5%	4%
Indigenous persons	1%	1%	1%

5. Establish diversity and inclusion measures using the 2016 Global Diversity, Equity and Inclusion Benchmarks: Standards for Organizations Around the World (GDEIB). GDEIB is a framework to benchmark diversity and inclusion progress; it provides practices, policies and actions; and measures diversity, equity and inclusion work to institutions around the world. The GDEIB's framework takes a holistic approach in assessing an organization. In addition to the GDEIB, the town is also measuring the percentage of residents who identify a sense of belonging with the community. This is a key community indicator tied to Council's Strategic Plan and 2023-2026 Action Plan. As part of Council's Strategic Plan, we are also monitoring the employee turnover rate. Last, we are measuring the town's workforce demographics compared to the Oakville population for underrepresented groups, as referenced under section four above. Benchmarking and tracking measurement are included as actions in the draft Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024–2028.

Staff worked with CCDI Consulting Inc. to review the assessment findings, participate in strategy sessions and align to Council's Strategic Plan and 2023-2026 Action Plan.

### **Legislative framework**

The town is required to comply with provincial legislation related to equity, accessibility and human rights such as the *Ontario Human Rights Code* and the *Accessibility for Ontarians with Disabilities Act, 2005*.

### **COMMENT/OPTIONS:**

Inclusion is about creating an environment where people have both the feeling and reality of belonging and are able to work and live to their full potential. It needs to be mindfully built into an organization's culture, and into the employee experience through deliberate steps in policies and practices, and programs and service delivery that translates to healthier communities and improved social inclusion.

Council's commitment to inclusion, diversity, equity and accessibility is expressly embedded in its vision for a vibrant and livable community for all; one where Community Belonging is at its core so all residents can engage in a fulfilling community life that is built to support wellbeing.

Inclusion, diversity, equity and accessibility are areas that are not always easy to address, the matters are often complex and have to be meaningfully planned. There has been claim that IDEA does not produce successful results. It is important to note that new research addresses the importance of choosing the right approaches, that organizations saying IDEA is important is not good enough. This work can not be performative.

The town has been progressively advancing and reporting on IDEA improvements and initiatives for 20 years however, developing a formalized plan ensures consistency across departments so that we are not being reactive or taking a one-off approach.

A [draft IDEA Multi-Year Plan, 2024–2028](#) was presented to Council at its [December 18, 2023](#), meeting. Following the meeting, staff undertook a feedback period from December 18, 2023, to January 31, 2024, where comments were submitted through email, a dedicated online feedback form, phone and through the town's social media channels. Through the town's paid ad on social media, 64,500 users were reached which generated 212,000 impressions; the town's organic posts reached 5,400 users and generated 13,000 impressions. A total of 294 comments were received through all channels (167 through email, phone and online feedback form; 127 through social media). Three comments were submitted by staff and are included in the community feedback.

A number of themes were observed from the comments, listed in order of most to least mentioned. All comments, with the outcome for the draft final IDEA Multi-Year Plan along with staff responses where appropriate, are included in Appendix B.

1. The Israel-Hamas war is impacting members of the Oakville community. There is disappointment with the handling of delegates at the December 18, 2023, and January 29, 2024 Council meetings (92 comments).
2. Hiring should be based on an individual's merit and capability, not on their background, skin colour or identity (15 comments).
3. IDEA itself is racist, discriminatory, woke, divisive, unfair. This work is not successful (10 comments).
4. Accessibility issues and considerations were raised and suggested (10 comments).
5. IDEA is a waste of tax dollars and resources (9 comments).
6. Truth and Reconciliation issues and considerations were raised and suggested (6 comments).
7. The IDEA Multi-Year Plan is light, performative, and not results-oriented; it is not ready to move forward (4 comments).
8. General - comments that are different than those grouped by theme (21 comments).

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## Final Inclusion, Diversity, Equity and Accessibility Multi-Year Plan 2024-2028

Changes and/or additions to the actions have been made to reflect community and staff feedback as appropriate, attached under Appendix A as the town's draft final Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024-2028.

Changes are highlighted on the draft final plan document and include:

- Addition of a page in recognition of the town's land acknowledgement.
- Better colour contrast for accessibility between background colour and font colour on several pages (not tracked, update has been made).
- Additional wording under Goal 1 and additional action under Goal 1.1 to Review plan and actions against best practices and academic research / perspectives / studies related to IDEA.
- Revised timing under Goal 1.1 for review/update of Oakville Inclusion Lens from 2024 and ongoing to 2025 and ongoing. 2024 will be focused on using the Oakville Inclusion Lens for roll out and implementation while in 2025 staff will undertake a review and update.
- Additional sub actions under Goal 3.1 Develop a Truth and Reconciliation Action Plan to include review of the National Truth and Reconciliation Commission's Call to Actions for municipal governments and training for staff.
- Change to wording under Goal 3.1 Develop and implement a Territory Acknowledgement to Review and update a Territory Acknowledgement and protocol to better clarify the intention of this action.
- Addition of word external under Goal 3.1 to Develop and implement a communications plan; revised timing of action from 2025 to 2024.
- Additional wording under Goal 3.1 Update the 2018-2023 Multi-Year Accessibility Plan to new 2024-2029 plan to include highlighting advancements and initiatives the town has pursued and reporting annually.
- Additional wording under Goal 4 and additional sub action under Goal 4.1 Publish an annual report publicly on implementation and progress of IDEA multi-year plan to include emerging best practices and academic research / perspectives / studies related to IDEA, to ensure the plan and actions are rooted in research and best understanding of modern IDEA principles in recognition that this is a dynamic space.
- Addition of word "internal" under Goal 4.2 to Develop and implement a communications plan.

Updates to the key components of the draft final plan are highlighted with italics under goals 1 and 4 below:

Objective: To be an inclusive workplace and community where everyone feels they belong.

Mandate: A workplace and community where all residents and staff can access opportunities and services, be treated with fairness and respect, fostering a culture of equity and inclusiveness. This is a shared responsibility.

Goals:

Goal 1: Foundational – drive the objective. Be accountable for incorporating IDEA in all areas of organization.

- The actions in Goal 1 create the foundation for a strong IDEA plan. The town will have a defined IDEA plan that is understood and embedded in leadership practices. Leaders are held accountable for implementing the plan within their departments and teams, supported by training, policies and procedures. *The plan and actions are reviewed against best practices and academic research / perspectives / studies related to IDEA, to ensure the plan and actions are rooted in research and best understanding of modern IDEA principles in recognition that this is a dynamic space.*

Goal 2: Internal – attract and retain people. Cultivate a work environment that is diverse, inclusive, safe and one where staff feel respected and valued.

- Goal 2 focuses on internal workplace IDEA processes that promote a conscious effort by the town to attract and retain a diverse group of employees that is equitably representative across all levels and functions. IDEA best practices are applied to advancement and succession planning guidelines. These actions further support work-life integration and equitable benefits for diverse needs.

Goal 3: Community – listen to, engage and serve the community. Reflect our inclusive culture throughout the range of services we provide to our community.

- Goal 3 focuses on proactive development of programming, activities, and significant events that advocate IDEA interests in the community.

Goal 4: Sustainability – communicate, track and measure. Align and connect our IDEA efforts through communication, learning and measurement.

- Components of the IDEA plan come together in Goal 4 through bridging internal and external actions. The sentiment of staff and the community are an important factor in measuring IDEA performance, as is a strong communication plan to keep the workforce and community informed. Evaluation against the global benchmarks to assess the town's level of progress is embedded in actions in this goal. Training and development across the organization is provided to strengthen awareness and promote IDEA in the workplace. *Finally, annually reporting on progress to implement the plan to include emerging best practices and academic research / perspectives / studies related to IDEA, to ensure the plan and actions are*

*rooted in research and best understanding of modern IDEA principles in recognition that this is a dynamic space.*

#### Next steps

Following Council approval, staff will support implementation of the plan through the following:

- Internal rollout, including communications about the key elements of the plan, so departments can continue implementing year one actions, allocate resources accordingly for the successful execution of the plan, and integrate the mandate into both the day-to-day and longer-term work of the organization.
- External rollout, including communications about the key elements of the plan, including the mandate, objective, goals and action plan.
- Staff will report annually on progress to implement the plan and post the update on the town's website.

#### **CONSIDERATIONS:**

##### **(A) PUBLIC**

Community engagement was a key component to inform the development of the town's draft final IDEA multi-year plan. The first phase of engagement included 21 virtual focus groups and interview sessions, with representatives from over 60 community groups and organizations participating including those focused on faith, culture, social services, youth, healthcare, and other areas.

The second phase of engagement was broad to incorporate the whole Oakville community including residents, residents' associations and businesses. An online survey and in-person efforts were employed that resulted in the completion of over 600 online surveys and community connections made at various locations such as at the Oakville GO station, food banks and town community centres.

Last, the whole community was invited to provide feedback on the draft IDEA Multi-Year Plan from December 18, 2023, to January 31, 2024. Over 290 comments were received and incorporated into the final IDEA Multi-Year Plan, 2024-2028, and/or directed to individual departments for awareness, or actioning, as appropriate.

##### **(B) FINANCIAL**

Total cost for support from CCDI Consulting Inc. for conducting the current state inclusivity assessment and development of the draft IDEA Multi-Year Plan was \$100,000. The funds were approved as part of the 2022 budget.

There are no direct financial impacts of approving this report at this time. As the strategic actions related to the workforce and community belonging are advanced and developed, specific resource requests will be identified through the annual budget process. Staff plan to assess the first year of implementation and will identify any resource needs in the 2025 budget which follows an open and transparent process including seeking public input.

**(C) IMPACT ON OTHER DEPARTMENTS & USERS**

All town departments are involved in promoting and championing inclusion, diversity, equity and accessibility.

**(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses Council's strategic priorities of Community Belonging and Accountable Government.

**(E) CLIMATE CHANGE/ACTION**

Groups who are socially and economically marginalized face disproportionate impacts related to the climate emergency. Effectively addressing climate action involves embedding IDEA principles into decision-making processes, including by improving representation and ensuring that solutions are developed with the right people at the table.

**APPENDICES:**

Appendix A – *final* Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024-2028 with tracked changes

Appendix B – community and staff feedback through email, dedicated online feedback form and phone on *draft* Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024-2028

Appendix C – community comments on social media

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Submitted by:

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# IDEA Multi-Year Plan 2024-2028

*Draft final*

**Prepared for:**

Town of Oakville

November 2023



**Prepared by:**



**CCDI Consulting Inc.  
Consultation CCDI, Inc.**

We respect the privacy of our clients and request they do the same. This document is private and confidential but as a public organization is to be shared at the Town of Oakville's discretion.

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## Why is the Town of Oakville Developing an IDEA Plan?

The Town of Oakville partnered with CCDI Consulting Inc. (CCDIC) to undertake a systems-wide assessment of the Town's current state as it relates to inclusion, diversity, equity and accessibility (IDEA) and develop a multi-year IDEA Plan. Though the town has had a history of reporting on diversity and inclusion, this initiative enables Oakville to share learnings and resources with the employees of the town as well as the community and establish reporting practices into a formalized town-wide plan to support inclusion, diversity and equity in collaboration with the town's multi-year Accessibility Plan.

In Council's 2019-2022 Strategic Plan, a key area of focus was dedicated to an *Engaged Community: Foster a community environment that engages residents of all ages, abilities and backgrounds*.

This area of focus led to a Council motion that supported continuing to implement recommendations from the 2017 Inclusion Audit as well as to develop the town's first IDEA Multi-Year Plan.

## Why is an IDEA Plan Important?

Employers and communities have compelling reasons to develop an IDEA Plan, recognizing that diversity and inclusion is not only beneficial for employees and residents but also for the overall success and sustainability of organizations. Here are several key reasons to invest in an IDEA plan:

### **The Business Impact of Inclusion, Diversity, Equity and Accessibility**

Diversity and Inclusion is about capturing the uniqueness of individuals and creating an environment that values and respects these individuals for their talents, skills and abilities. A diverse and inclusive organization not only has heterogeneous employees, but also adapts to each person's needs, such as those with disabilities, religious and cultural differences, and varied ways of thinking and working.

But why is diversity and inclusion an imperative today?

### **Human rights and justice demand it**

First, it is necessary to actively promote diversity and inclusion in order to meet standards of human rights and justice. While it is easy to believe that every person gains employment because of their skills and talent, structural barriers mean that it can be difficult for some to be hired and to advance in the workplace. For example, it is next to impossible for a person who has a physical disability to work in an environment that is not accessible. Applying IDEA in both the employee base of the town as well as in the community itself reduces these barriers and encourages equality across employers in the town. Further, unconscious bias and conscious stereotypes, including sexism, ableism, ageism, racism, and homophobia, can

impact whether a candidate obtains a job or an employee is promoted. Legal acts like the *Accessibility for Ontarians with Disabilities Act* and the *Employment Equity Act* are helpful, but these are not enough to enable workplaces to become truly diverse and inclusive.

## **Employees are more engaged**

Second, there is a very strong business case for promoting diversity and inclusion. For example, diversity and inclusion policies and strategies are vital for attracting, retaining, and engaging employees. Canada is a highly diverse country, and companies that are diverse and inclusive win top talent and meet the needs of different customer bases.<sup>1</sup>

Likewise, employees who do not feel comfortable and included in their workplaces are more likely to become disengaged, take unnecessary absent days, or leave their jobs, which can translate to high organizational costs. Lack of inclusion for employees with diverse needs can also lead to “presenteeism”, where employees are physically present but are distracted by unaddressed physical or emotional issues. It is estimated that presenteeism and absenteeism contribute to \$645 million in annual losses in Canada, or an average of 48 days per employee.<sup>2</sup>

To address this, a 2015 report by Deloitte found that a diverse *and* inclusive work environment can double the level of engagement of employees who feel included, relative to those who do not. This means that a strong focus on *both* diversity and inclusion increases the chances that “an employee is likely to stay with their employer, advocate for their employer and go the extra mile” at work.<sup>3</sup> An organization that does not prioritize diversity and inclusion is missing out on a truly talented and dedicated workforce.

## **Higher organizational performance is supported**

Several studies have also discovered that diversity and inclusion lead to higher organizational performance. A diversity and inclusion plan can allow workplaces to harness the varying talents, skills, and knowledge of their employees to benefit the collective. Deloitte found that when employees perceive that their organization is committed to diversity and inclusion, they are also 80% more likely to state that the organization provides “great customer service,

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<sup>1</sup> McKinsey & Company, “Diversity Wins: How including matters”, May 2020.

<sup>2</sup> Manulife Canada, “2022 Wellness Report”, <https://www.manulife.ca/business/news/group-benefits-news/the-wellness-report-2022.html>

<sup>3</sup> Deloitte Australia, “Waiter, is that inclusion in my soup? A new recipe to improve business performance”, last modified April 16, 2015, <http://www.globaldiversityexchange.ca/waiter-is-that-inclusion-in-my-soup/>.

shares diverse ideas to develop innovative solutions, and works collaboratively to achieve their goals”.<sup>4</sup>

Diverse teams understand customers’ and clients’ needs better than homogeneous organizations, which often fail to consider different perspectives.<sup>5</sup>

### **Diversity goes hand in hand with Inclusion**

It is important to note that diversity and inclusion go hand in hand, and an organization that focuses on one without the other cannot reap the full benefits. For instance, a work environment that has a diverse pool of employees only sustains diversity if it is also an inclusive culture.<sup>6</sup> In fact, Deloitte<sup>7</sup> found that diversity is most strongly associated with high organizational performance when there are practices in place that actively aim to integrate employees. This means not only ensuring that every unique individual has a chance to participate, but also that each employee feels that they belong and has the confidence to speak up.<sup>8</sup> Alternatively, as explained above, an inclusive and homogeneous work environment will not perform as well as one that is diverse and inclusive.

Overall, diversity and inclusion initiatives in workplaces are not only imperative for the active promotion of human rights and justice in Canada; they are also vital for organizations that wish to take advantage of the talent and potential of a diverse labour force and improve their overall performance in a global economy.

Following on the town’s 2019-2022 Strategic Plan, a key priority in Council’s Strategic Plan and 2023-2026 Action Plan is *Community Belonging: Enhancing community belonging to ensure all residents are invited to engage in a fulfilling community life that is built to support wellbeing*.

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<sup>4</sup> Ibid.

<sup>5</sup> Bourke, Smith, Stockton and Wakefield, “From Diversity to inclusion”.

<sup>6</sup> Gallup, “From Appreciation to Equity: How recognition reinforces DEI in the workplace”, 2023.

<sup>7</sup> Deloitte Australia, “Waiter, is that inclusion in my soup?”

<sup>8</sup> Ibid.

IDEA in municipalities is imperative. Unfortunately, current climates have created cities and towns that don't work for everyone, and as the problem persists it becomes harder to address. Where communities apply an equity and inclusion lens municipalities can better respond to the aspirations of ALL people.<sup>9</sup>

## **Methodology for Developing the Town of Oakville's IDEA Multi-Year Plan, 2024-2028**

The first step in the development of this plan was to conduct a Current State Inclusivity Assessment of the organization. CCDIC has produced diversity and inclusion strategies for a number of private- and public-sector employers, and following best practices, the process starts with conducting a current state inclusivity assessment to determine the issues to be addressed in the plan. The methods used for data collection for the current state inclusivity assessment are based on globally recognized best practices and years of experience assessing organizations.

To create the Town of Oakville's IDEA MYP, the following initiatives were completed during 2021-2022. A detailed summary of the town's current state inclusivity assessment results is attached as Appendix A.

### **1. Policy Review**

Policies and procedures serve as guidelines of how an employer attracts, selects, trains, retains and promotes employees as well as the types of conduct that align with fostering a diverse workforce, inclusive, equitable and accessible workplace. The aim of CCDI Consulting's policy and document review process is to assess how inclusion, diversity, equity and accessibility are developed through formalized policies in the workplace. CCDIC reviewed over 50 key town policy documents with the aim to assess how inclusion, diversity, equity and accessibility are developed through formalized policies in the workplace.

### **2. Research best practices and conduct benchmarking**

Staff completed an employer benchmarking survey through CCDIC called the Maturity Meter evaluation. The survey is designed to evaluate an organization's level of progress as it relates to its IDEA objectives, policies and practices. The assessment measures used in the benchmarking survey were developed primarily from the 2016 Global Diversity and Inclusion Benchmarks: Standards for Organizations Around the World tool (GDIB). Findings from the Maturity Meter evaluation serve to identify practices that helped develop the Town of Oakville's overall IDEA plan.

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<sup>9</sup> City for All Women Initiative (CAWI), Ottawa, "Advancing equity and inclusion, A guide for municipalities", 2015.

### **3. Establish diversity and inclusion measures:**

The Global Diversity and Inclusion Benchmarks: Standards for Organizations Around the World provide measures across multiple categories. Using the benchmarks helps organizations to understand current practices and measure progress over time as it relates to the state of IDEA.

### **4. Community Engagement**

#### **(a) Community groups and organizations:**

This first phase of engagement was conducted through July and August, 2021, led by the town's staff inclusion advisory group. Town staff conducted 21 virtual focus groups and interview sessions, with representatives from over 60 community groups and organizations participating including those focused on faith, social services, youth, healthcare, and other areas.

#### **(b) Oakville community**

The second phase of engagement was conducted during the fall 2021, through an online survey and in-person efforts by the town's staff inclusion advisory group at select locations. Town staff attended in-person locations such as at the Oakville GO station, food banks and town community centres. Overall, over 600 online surveys were completed through this phase.

CCDIC analyzed respondent data from the focus groups and interviews conducted amongst community affiliations within the Town of Oakville as well as the respondent data from the broad community survey.

### **5. Diversity Census and Inclusion Survey for town employees**

This survey captured data on workplace and personal demographics of town employees and their inclusion experiences for 13 dimensions of inclusion in the workplace. The range of survey questions provided the opportunity to apply between-group and group-to-overall demographic and inclusion comparisons to provide different dimensions of understandings and insights into the inclusion climate at the organization.

The survey was conducted from January 27 to February 18, 2022, by CCDIC and compared to the available census data from 2016. The survey had two components: a demographic census and an inclusion and belonging questionnaire. The survey was available to all town and Oakville Public Library staff (full-time, part-time and contract).

\*The updated 2021 census became available during the course of the plan's development and is also included in brackets below.

- The overall response rate was 49.2%. This response rate is average for employers conducting their first IDEA survey.
- Findings from the demographic composition of the town's workforce provide the following for underrepresented groups:
  - Women 48%; 3.7% less than Oakville's overall population at 51.7% (52% in 2021)

- Racialized persons 22.6%; 8.2% lower than Oakville's overall population at 30.8% (42% in 2021)
- Persons with a disability 17.5%; 4.5% lower than Oakville's overall population at 22% (22% in 2017)
- 2SLGBTQIA+ persons 9.6%; 4.5% higher than Oakville's overall population at 5.1% (4% in 2021)
- Indigenous persons 1.2%; higher than Oakville's overall population at 0.7% (1% in 2021)

## **6. Development of the Plan**

CCDIC held strategy working sessions with the town strategy working group to add more detail, accountability, and timelines to the goals and actions, and to develop the *IDEA Multi-Year Plan*.



# IDEA Multi-Year Plan 2024-2028

Objective  
Mandate  
Defining IDEA  
Strategic Goals



## Honouring the Land and Territory

Oakville, as we know it today, is rich in the history and modern traditions of many First Nations. From the lands of the Anishinaabe, to the Attawandaron and Haudenosaunee, these lands surrounding the Great Lakes are steeped in First Nations history. As we gather today on the sacred lands of Treaties 14 and 22, we are in solidarity with Indigenous brothers and sisters to honour and respect Mother Earth, the original nations of the trees and plants, the four legged, the flyers, the finned and the crawlers as the original stewards of Mother Earth.

We acknowledge and give gratitude to the waters as being life and being sacred and to the carriers of those water teachings, the females. We acknowledge and give gratitude for the wisdom of the Grandfathers and the four winds that carry the spirits of our ancestors that walked this land before us.

The Town of Oakville is located on the Treaty Lands and Territory of the Mississaugas of the Credit. We acknowledge and thank the Mississaugas of the Credit First Nation, the Treaty holders, for being stewards of this traditional territory.

# IDEA Plan – Objectives, Mandate and Definitions

The following recommendations are based on CCDIC’s years of experience in the area of diversity and inclusion, and specifically on our experience in developing diversity strategies for other public- and private-sector organizations.

The initiatives proposed in this plan have been validated against external benchmarking tools and studies such as *the Global Diversity and Inclusion Benchmarks*.

These promising practices have proven successful in helping address similar issues within other work environments, recognizing those elements that differentiate the town.

## Objective statement

To be an inclusive workplace and community where everyone feels they belong.

## Mandate statement

*A workplace and community where all residents and staff can access opportunities and services, be treated with fairness and respect, fostering a culture of equity and inclusiveness. This is a shared responsibility.*

## Defining I.D.E.A.

### Inclusion

Inclusion is creating a culture that embraces, respects, accepts, and values diversity. It is an intentional and equitable effort to meet individual needs so everyone feels valued, respected, and able to contribute to their fullest potential.

### Diversity

Diversity is about the individual. It is about the variety of unique dimensions, qualities, and characteristics we all possess, and the mix that occurs in any group of people. Race, ethnicity, age, gender, sexual orientation, religious beliefs, economic status, physical abilities, life experiences, and other perspectives can make up individual diversity. Diversity is a fact, and inclusion is a choice.

### Equity

Equity means recognizing that we do not all start from the same place and circumstance. Equity provides resources and opportunities that are allocated based on individual needs that

vary. This creates an environment where each person has the opportunity to achieve the same outcome.

## **Equality**

Equality is providing everyone with the same resources and opportunities, regardless of need or circumstance. This creates an environment of sameness but has the potential to create different levels of outcome.

## **Accessibility**

Accessibility is providing the ability for everyone to access, use, and benefit from their environment. It refers to the barrier-free, inclusive design of all offerings provided, including physical spaces, programs, services, transportation, employment, information and communications, for people of all abilities.

# **Strategic Goals**

**Goal 1:** Foundational – drive the objective. Be accountable for incorporating IDEA in all areas of organization.

**Goal 2:** Internal – attract and retain people. Cultivate a work environment that is diverse, inclusive, safe and one where staff feel respected and valued.

**Goal 3:** Community – listen to, engage and serve the community. Reflect our inclusive culture throughout the range of services we provide to our community.

**Goal 4:** Sustainability – communicate, track and measure. Align and connect our IDEA efforts through communication, learning and measurement.

The following IDEA Multi-Year Action Plan 2024-2028 lays out the actions that align with each of the four Strategic Goals of the IDEA plan's objective and mandate with associated timelines.

It is important to highlight that the town developed an *Oakville Inclusion Lens* to support staff to consider and incorporate IDEA in their work. In addition to using the lens to implement the Action Plan, the lens is meant to be used in all facets of the town's operations including in the design and implementation of town programs and services, customer service delivery, initiatives and projects, and internal programs.

# Goal 1: Be accountable for incorporating IDEA in all areas of the organization

The actions in this goal create the foundation for a strong IDEA plan. The Town of Oakville will have a defined IDEA plan that is understood and embedded in leadership practices. Leaders are held accountable for implementing the plan within their departments and teams, supported by training, policies and procedures. **The plan and actions are reviewed against best practices and academic research / perspectives / studies related to IDEA, to ensure the plan and actions are rooted in research and best understanding of modern IDEA principles in recognition that this is a dynamic space.**

1.1 Objective, Mandate, and Business Impact	
Establish objective, mandate and goals for the IDEA multi-year plan	In progress
Develop IDEA definitions	In progress
Incorporate IDEA multi-year plan into the Town of Oakville Council Strategic Plan and 2023-2026 Action Plan	Complete
Incorporate IDEA in the design and implementation of town programs and services, customer service delivery, initiatives and projects, and internal programs	2024 and ongoing
<b>Review plan and actions against best practices and academic research / perspectives / studies related to IDEA</b>	<b>2024 and ongoing</b>
Review and update Oakville Inclusion Lens	<b>2024 2025 and ongoing</b>

1.2 Leadership and Accountability	
Define inclusive leadership behaviours	2024-2026
Set and communicate expectations for inclusive leadership behaviours within our competency model, with a focus on conflict resolution process <ul style="list-style-type: none"> <li>• Create programs of purposeful interactions</li> <li>• Employee surveys and feedback mechanisms</li> <li>• Department and organizational updates</li> </ul>	2025-2026
Consistent with the roll out of 360 reviews for ELT and SLT, ensure that questions are included that focus on IDEA Phased training for all levels of leadership	2024-2028
Provide training on safe spaces	2025-2026

<b>1.2 Leadership and Accountability</b>	
<ul style="list-style-type: none"> <li>• Training for all leaders</li> </ul>	
Review current leadership model through an inclusion lens to include cultural competency of leaders	2025
Provide leadership training on areas of cultural competence that have been enhanced into our competency model	2026

<b>1.3 IDEA structure and implementation</b>	
Determine support for commissions and departments to implement the IDEA multi-year plan	2024-2025
Define role of corporate inclusion group and sponsor	2024
Provide certification on IDEA to IDEA working groups <ul style="list-style-type: none"> <li>• Assess and choose training provider</li> <li>• Roll-out</li> </ul>	2024
Provide certification on IDEA to leaders across the organization <ul style="list-style-type: none"> <li>• Assess and choose training resources</li> <li>• Roll-out</li> </ul>	2025 -2026
Review, update and introduce policies and procedures using IDEA lens	2024-2028

# Goal 2: Cultivate a work environment that is diverse, inclusive, safe and one where staff feel respected and valued

Goal 2 focuses on internal workplace IDEA processes that promote a conscious effort by the Town of Oakville to attract and retain a diverse group of employees that is equitably representative across all levels and functions. IDEA best practices are applied to advancement and succession planning guidelines. These actions further support work-life integration and equitable benefits for diverse needs.

2.1 Recruitment	
Review hiring and promotional process with an inclusion lens, develop and implement a plan for addressing IDEA-related gaps and barriers <ul style="list-style-type: none"> <li>Guidelines on hiring process participants</li> <li>Introduce and strengthen consistent practices</li> <li>Include appropriate language and statements</li> <li>Expand relationships with external hiring partners</li> <li>Review employment equity and equal opportunity statements</li> </ul>	2024-2027
Provide training to hiring managers	2025
Improve sourcing of under-represented groups <ul style="list-style-type: none"> <li>Provide training on new recruitment processes</li> <li>Expand on relationships with different schools and geographies to source diverse applications</li> <li>Engage with professional groups that support marginalized identity groups</li> </ul>	2025-2026

2.2 Advancement and Retention	
Create mentorship programs to support leaders, ensuring the process includes a focus on advancement of under-represented groups.	2026
Develop and implement a framework for talent management and succession planning for all employees, ensuring IDEA best practices are included <ul style="list-style-type: none"> <li>Collect feedback</li> <li>Safe space commitment</li> <li>Succession planning framework</li> </ul>	2025-2026

<b>2.2 Advancement and Retention</b>	
<ul style="list-style-type: none"> <li>Identify required skills, experience, education and competencies; understand and adjust for barriers or bias in selection</li> </ul>	
Communicate guidelines on talent management and succession planning to employees	2026-2027
Consistent with ongoing town practices continue to assess total compensation equity across the town	2026

<b>2.3 Work-Life Integration, Flexibility and Benefits</b>	
Continue to clarify and support flexible work options and accommodations through an inclusion lens <ul style="list-style-type: none"> <li>Update policy language to address attitudinal barriers</li> <li>Leadership training</li> <li>Organizational training</li> </ul>	2024-2025
Within the annual training calendar include cultural competence training for non-senior leaders	2026
Apply inclusion lens in review of current benefit plans	2027-2028

# Goal 3: Reflect our inclusive culture throughout the range of services we provide to our community

Goal 3 is focused on the proactive development of programming, activities, and significant events that advocate IDEA interests in the community.

<b>3.1 Community, Government Relations and Corporate Social Responsibility</b>	
Develop a Truth and Reconciliation Action Plan <ul style="list-style-type: none"> <li>Review the National Truth and Reconciliation Commission's Call to Actions for municipal governments</li> <li>Partner with Indigenous community</li> <li>Engage Indigenous stakeholders</li> <li>Include training for staff</li> </ul>	2026-2027
<del>Develop and implement</del> Review and update a Territory Acknowledgement and protocol <ul style="list-style-type: none"> <li>Partner with Indigenous community</li> <li>Engage Indigenous stakeholders</li> <li>Provide training on appropriate use</li> </ul>	2026
Design community programs based on consultation with the community and representation of diverse groups	2024-2028
Review town policies and procedures related to naming and renaming (i.e., Park Naming procedure, Street Names for Public Roads procedure) using an inclusion lens	2026-2027
Develop and implement an external communications plan	2025 2024
Reduce barriers to access programs and services	2024-2028
Develop a policy to address when the town responds publicly to IDEA-related issues, events or requests for action	2024
Update the 2018-2023 Multi-Year Accessibility Plan to new 2024-2029 plan, highlighting advancements and initiatives the town has pursued. Report annually	2024
Develop an IDEA recognition policy to recognize different awareness campaigns, important months, etc. with a consistent approach for when to use: <ul style="list-style-type: none"> <li>Flags</li> <li>Lighting</li> <li>Symbols, signs, banners</li> <li>Decals</li> </ul>	2024

- Markers on uniforms, such as crests and epaulettes

## Goal 4: Align and connect our IDEA efforts through communication, learning and measurement

Components of the IDEA plan come together in this goal bridging internal and external actions. The sentiment of stakeholders are an important factor in measuring IDEA performance, as is a strong communication plan to keep the workforce and community informed. Training and development across the organization is provided to strengthen awareness and promote IDEA in the workplace. Finally, annually reporting on progress to implement the plan to include emerging best practices and academic research / perspectives / studies related to IDEA, to ensure the plan and actions are rooted in research and best understanding of modern IDEA principles in recognition that this is a dynamic space.

### 4.1 Assessment, Measurement and Research

Measure progress of IDEA multi-year plan through employee demographics and sentiments of inclusion	2026
Publish an annual report publicly on implementation and progress of IDEA multi-year plan <ul style="list-style-type: none"> <li>• As part of annual reporting, include emerging best practices and academic research / perspectives / studies related to IDEA, to ensure the plan and actions are rooted in research and best understanding of modern IDEA principles in recognition that this is a dynamic space</li> </ul>	2024-2028

### 4.2 IDEA Communications

Develop an internal communication plan to share IDEA objective, mandate, goals, definitions and action plan	2024
Implement gender pronouns; continue to promote the principles and benefits of using gender pronouns	Complete; ongoing

### 4.3 IDEA Learning and Development

Through corporate learning and development program, develop tools to create awareness for all staff on IDEA	2024-2025
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### 4.3 IDEA Learning and Development

Evaluate and grow the cultural competence of town staff, elected officials and leadership to support increased inclusivity

2026

**Appendix B – Community and staff feedback on *draft Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024-2028* submitted through email, phone or online feedback form, grouped by theme**

**1. Theme: The Israel-Hamas war is impacting members of the Oakville community. There is disappointment with the handling of delegates at the December 18, 2023, and January 29, 2024 Council meetings.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	immediate termination of Rob Burton, he demonstrated Islamophobia yesterday its all over social media. His actions were racist	The town appreciates and acknowledges the many community members who have share what they are feeling and have gone through, and how it has impacted feelings of belonging in Oakville.
2.	I believe the shameful action taken by the council on January 29th of silencing the residents of Oakville was directly against any sort of IDEA that the town could ever implement. If the town wants to see any improvement on this front, there needs to be a deeper investigation as to why we thought it was okay to silence an entire on this false case of anti-semitism. That was a harmful generalization and collective punishment by the council. I was at the meeting and there was no shred of antisemitism. This may be the wrong place for this comment as it does not directly relate to the IDEA multi-year plan. But as a white cis male, what I have learned from my limited education on Anti Racism from educators like Monique Melton is that it is the active act of identifying and dismantling systems of oppression. I believe the Oakville Council engaged in a racist act because of the historical silencing of Pro-Palestine throughout all of history. We remained complacent in a legacy of violence.	<p>We recognize we have work to do. While we have implemented several IDEA initiatives over the last 20 years, we want more for ourselves and our community. The work we have been doing on the Inclusion, Diversity, Equity and Accessibility (IDEA) Multi-Year Plan comes from a genuine desire to be a more inclusive workplace and community where everyone feels they belong.</p> <p>The plan formalizes a number of actions to increase accountability and transparency while supporting ways for our staff and residents to be more engaged with their work and community. In particular, we are looking within ourselves and our leadership to set what inclusive leadership looks like and how we can achieve that.</p>
3.	After listening to the mayor speak so completely racist to Arabic (Semitic people) people and their supporters I don't know how you can move forward with this. He needs sensitivity training and to resign. Israel has been murdering thousands committing genocide and disregarding the verdict of our international court of Justice we subscribe to. He just	We want to continue building trust as the town takes steps towards achieving our strategic plan with a new vision to be a vibrant and livable community for all that reflects the community's desire for an active, beautiful

	<p>spit on Canada's constitution. October 6, 2023 Israel had 7000 hostages of Palestinians 2070 on administrative detention meaning no charges and no sentencing. They have had a shoot to kill or maim policy especially with children. Children walking home from school shot dead in the street. When they detain or take hostages they are beaten, raped (young girls as in children too), tortured and terrorized. Many non profits have reports on this as well as IDF soldiers admitting to it. Usually we believe survivors of atrocities but your mayor obviously doesn't see them as people. Tell him to quit he has no right to sit in a position of power.</p>	<p>and full-of-life community where people of all ages and abilities have a place to call home. Our hope is that the actions we take over the next few years through this plan demonstrates our unwavering dedication to this vision. As we continue on our IDEA journey we will do our best to uphold our commitment to serving the community in a responsible, inclusive way, dedicated to building economic, social, and environmental sustainability.</p>
4.	<p>Mayor Rob Burton is not fit to govern a multicultural &amp; diverse population in Oakville as he has shown his gross Islamophobic and racist behaviours in recent meetings. We demand a replacement with a better suited representative of Oakville that brings the people together and stands with the oppressed and minority despite outside pressures or political agendas.</p>	
5.	<p>This town deserves better than the likes of an islamophobic mayor! Ridding the town of this type of blatant racism should be the top priority of your inclusion &amp; diversity plan. We won't forget at the polls.</p>	
6.	<p>The mayor of Oakville must walk the talk or resign. True inclusion and diversity is not possible with the kind of silencing and racist behaviour demonstrates by the mayor at the town hall meeting.</p>	
7.	<p>As an HR professional who literally preaches DEDI, one of the ways you know your DEDI plan is ineffective is when a white man shuts down the voices of people of colour because of his white fragility. Look it up mayor Burton!</p>	
8.	<p>Are you practising what you are preaching ? Are YOU STANDING UP for equity ????? OR STANDING DOWN and WALKING OUT ?? Work on YOURSELF FIRST</p>	

9.	<p>The refusal of the town council to so much as hear the motion calling for ceasefire is a racist move reflecting that the council does not consider the valid concerns of it's residents as worthy of being presented to the esteemed council. The statement the Town has put out on the subjecty does not reflect the views of a large portion of the Town's residents and is undemocratic in its nature. The existing council members including Mayor Burton have shown themselves to represent selective interests at best and will not be receiving my vote in the next election.</p>	
10.	<p>As an Oakville resident of 25 years, I was disappointed to see the Oakville Council's response to the call for a ceasefire in Gaza. Not supporting the current violence enacted by a government is not an act of antisemitism. Medical professionals showing what they personally dealt with in an active war zone is not obscene. The current violence is obscene. The mindless support of a nation, because of its religious affiliation and regardless of its actions, is obscene. Do better, Oakville.</p>	
11.	<p>Inclusion, Diversity and Equity are important to all of us in Oakville. That is why it was distressing to see the way Council acted on the 29th of January. DEI does not mean pretty words and nice gestures. DEI means allowing for difficult conversations and our Council has the first and foremost responsibility in this.</p> <p>I was very disappointed with council and see the need for them to be educated around anti-palestinian racism and media biases.</p>	
12.	<p>The objective of the plan is to have a community where everyone feels that they belong. Last Tuesday I attended a town council meeting in which the mayor did not even allow members of the community to be heard. He shut them down without even hearing what they had to say. I was bitterly</p>	

	disappointed with the behaviour of the mayor, and was made to feel by the mayor and council that I do not belong.	
13.	RHBURTON needs to resign as he has shown himself to be xenophobic.	
14.	<p>I am glad to see that the Town of Oakville is investing in improving its policies on inclusion, diversity, equity and accessibility. This work is vital to the growth of our community. I am writing to offer some feedback as a person of color living in Oakville.</p> <p>The plan mentioned that IDEA is important because human rights and justice demand it. As an Oakville resident, I lost faith in the idea of human rights as we continually see families and communities in Gaza be stripped of their most basic human rights to water, food, shelter, dignity, and safety. Every attempt I've made to fight for the human rights of the people of Gaza was met with disdain and impatience. I have come to realize that when the Town of Oakville talks about human rights, what is meant is human rights for the white citizens of Oakville, leaving those of us who identify as BIPOC feeling out of place.</p> <p>For many residents in Oakville, investing in IDEA is important to enhancing our wellbeing. Reading the IDEA plan left me feeling that this effort is a ploy to improve the economy. The plan states that human rights and justice "are also vital for organizations that wish to take advantage of the talent and potential of a diverse labour force and improve their overall performance in a global economy" (p.5). I highly believe that organizations can benefit from having a diverse workplace. "Taking advantage" of this diversity, however, leaves the other party at a disadvantage. I rely on elected officials to promote diversity to enhance my wellbeing as BIPOC in the</p>	

	<p>community, and not to be taken advantage of by business in the community.</p> <p>I also found it quite disheartening that the plan comfortably speaks of the global economy while Mayor Burton was quick to dismiss the voices of delegates at the January 29th Town Council Meeting when they intended to speak of global issues, stating that Council Meetings were to discuss issues that take place within the borders of Oakville.</p> <p>Finally, I noticed that there is not one mention of White Privilege in the IDEA plan. We can not talk about IDEA without addressing the societal advantages and benefits that white individuals often receive in Oakville. An example of that is council unanimously passing a motion supporting Ukraine in 2022, rightfully calling for a ceasefire, and organizing a “Stand with Ukraine Day” event in 2023, only for Mayor Burton to eliminate—in a disrespectful manner—Discussion Item 10.1 (Commitment to Community and Global Peace) during the January 29th Town Council Meeting.</p> <p>I look forward to seeing the final version of the IDEA plan. In the meantime, I ask that the Members of Council practice what they preach, and that they look at their privilege and how that plays a role in their approach to the genocide unfolding in Gaza.</p>	
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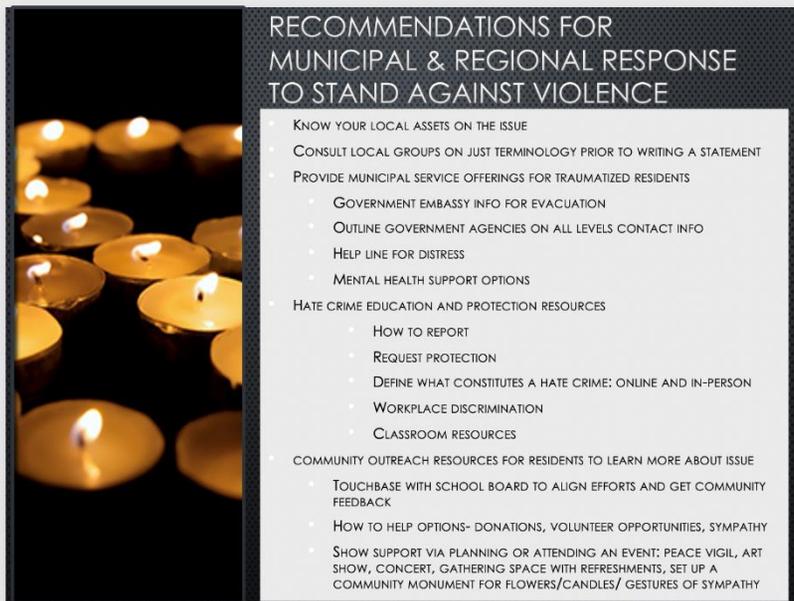
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17.	I would like to be an integral part of this plan. Please let me know how I can participate ongoing.	

The attached slide was going to be part of my delegation on item 10.1 but sadly it was not allowed to be heard. I sincerely hope you will take these recommendations into consideration.

I have been in Oakville since 1986 and I have seen how diverse it has become. What is essential for the future of our town is to recognize inclusivity and supporting one's wellbeing is not only celebrating them at a street festival with food and dance. We must recognize how global affairs impact our diverse population and rather than put our head in the sand leave it to the federal government we need to redefine community and provide ways for our community to support those deeply grieving in a safe space.



**RECOMMENDATIONS FOR MUNICIPAL & REGIONAL RESPONSE TO STAND AGAINST VIOLENCE**

- KNOW YOUR LOCAL ASSETS ON THE ISSUE
- CONSULT LOCAL GROUPS ON JUST TERMINOLOGY PRIOR TO WRITING A STATEMENT
- PROVIDE MUNICIPAL SERVICE OFFERINGS FOR TRAUMATIZED RESIDENTS
  - GOVERNMENT EMBASSY INFO FOR EVACUATION
  - OUTLINE GOVERNMENT AGENCIES ON ALL LEVELS CONTACT INFO
  - HELP LINE FOR DISTRESS
  - MENTAL HEALTH SUPPORT OPTIONS
- HATE CRIME EDUCATION AND PROTECTION RESOURCES
  - HOW TO REPORT
  - REQUEST PROTECTION
  - DEFINE WHAT CONSTITUTES A HATE CRIME: ONLINE AND IN-PERSON
  - WORKPLACE DISCRIMINATION
  - CLASSROOM RESOURCES
- COMMUNITY OUTREACH RESOURCES FOR RESIDENTS TO LEARN MORE ABOUT ISSUE
  - TOUCHBASE WITH SCHOOL BOARD TO ALIGN EFFORTS AND GET COMMUNITY FEEDBACK
  - HOW TO HELP OPTIONS- DONATIONS, VOLUNTEER OPPORTUNITIES, SYMPATHY
  - SHOW SUPPORT VIA PLANNING OR ATTENDING AN EVENT: PEACE VIGIL, ART SHOW, CONCERT, GATHERING SPACE WITH REFRESHMENTS, SET UP A COMMUNITY MONUMENT FOR FLOWERS/CANDLES/ GESTURES OF SYMPATHY

<p>18. On January 29th, 2024, Mayor Rob Burton dismissed 24 registered delegates on an issue after agenda item 10.1 regarding a Motion relating to the current conflict in Gaza was removed.</p> <p>The motion was to have council endorse a 'Commitment to Community and Global Peace', calling for the Town of Oakville council to "continue to advocate for a lasting peace solution, a call for an immediate humanitarian ceasefire (in Gaza), and release of all hostages.</p> <p>Mayor Burton cited section 3, clause 4 of Oakville council procedural by-law, saying council should not consider business that is out of Oakville's jurisdiction, to advise council that Item 10.1 would be declared "out of order" as his reasons for removing the agenda item. However, the last second removal of the agenda item is very concerning considering the Motion was introduced at the December 18, 2023, Council meeting.</p> <p>In removing the agenda item, Mayor Burton stated, "It also appears some members of the public may see the meeting [tonight] about the item as a platform to use to promote hatred and divisive antisemitic views. Delegations tonight appear to be intending to be problematic too."</p> <p>As I was a registered delegate, I felt extremely offended and disrespected by Mayor Burton relating to his comments and for him not allowing me to give my presentation to members of Council and to the public.</p> <p>I am even more compelled to write this complaint as I had my 14yr-old son, 12yr-old daughter, and 5yr-old son witness first</p>	
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hand and be subject to the hateful, insinuating, and accusatory words by someone in a leadership position that children aspire to be. I was incredibly saddened that the first experience my children had in the Townhall of a town they call home, was such a bitter and scarring experience where they saw grown adults in elected positions of leadership walk out and abandon their constituents.

I would like to highlight a few specific points from Mayor Rob Burton's speech, that my children and I witnessed last night:

- 1) Mayor Burton said he will be "Speaking slowly". Recognizing that English may not be the first language of everyone in attendance, is fantastic and creates an inclusive space. Announcing "I will say this slowly", however, is not necessary and demonstrates little cultural competence or safety. It is patronizing and offensive. Do better as a leader.
- 2) Mayor Burton's presumption that delegations planned to use the meeting as "a platform to promote hatred and divisive antisemitic views" is unfounded, dangerous, offensive, and not to be taken lightly. In fact, it borders on defamation and hate speech. The fact that he reached this conclusion without hearing a word from the delegations is problematic and slanderous. My children were perplexed and scared when he said "dangerous". They kept asking me later who was dangerous.
- 3) The narrative by Mayor Burton that "Gazans are fighting Israel" is willfully ignorant at best, dangerously promotes anti-Palestinian hate, dehumanizes Palestinians everywhere, and dismisses the suffering of Gazans and the collective punishment perpetrated against them. The statement incites

violence and hatred in our community, and he should be held responsible for that.

4) The delegation whose presentation Mayor Burton deemed "obscene" is respected Canadian surgeon Dr. Amgad Elsherif, a resident of Oakville who spent two-weeks inside a Gaza hospital operating on dozens of children maimed by horrific and indiscriminate bombing. Dr. Elsherif's humanitarian effort should be applauded, not censored. Medical images are acceptable to share by a medical professional to highlight the catastrophe of a situation. The Cambridge Dictionary definition of the word "[obscene](#)" is: "offensive, rude, or shocking, usually because of being too obviously related to sex or showing sex." I am just appalled at the choice of words to describe injuries.

It is evident that Mayor Burton's conduct breached section 6 of the Oakville Council Code of Conduct, inserted below and therefore I request that you thoroughly investigate this matter.



And most certainly, the IDEA Plan's definition of inclusion as being about *an intentional and equitable effort to meet individual needs so everyone feels valued, respected, and able to contribute to their fullest potential* was breached in every respect.

I look forward to your response and am happy to meet in person or online to further discuss this grave matter.

19.	<p>Hope you are well. I'm emailing to provide my feedback on the inclusion, diversity, equity and accessibility (IDEA) plan put forth by the Town of Oakville on Dec. 18, 2023.</p> <p>In it's inaugural IDEA Multi-Year Plan, the Town of Oakville states as its objective: <i>To be an inclusive workplace and community where everyone feels they belong.</i> And its mandate: <i>A workplace and community where all residents and staff can access opportunities and services, be treated with fairness and respect, fostering a culture of equity and inclusiveness. This is a shared responsibility.</i></p> <p>While all this looks good, I don't see it in practice at the Town of Oakville.</p> <p>I was an attendee and registered delegate of the Town Council meeting yesterday, Jan. 29, 2024, and I was extremely disturbed and insulted by Mayor Rob Burton's concerning remarks at the beginning of the meeting.</p> <p>Let me say upfront that if there is any pre-emptive thought that the events of last night are not pertinent to providing feedback on the IDEA plan, this is incorrect.</p> <p>The concepts of IDEA do not exist in a vacuum. Nor are they simply theoretical ideas to be read about. The practical application of these concepts is what will drive impact; practical application that includes individual conduct. Rob Burton – in his capacity as Mayor – holds the highest office in the Town of Oakville. As such, his conduct is a direct representation of the Town.</p>	
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The plan states the definition of inclusion as being about *an intentional and equitable effort to meet individual needs so everyone feels valued, respected, and able to contribute to their fullest potential.*

When our calls for an end to the mass slaughter of innocent civilians not only go unheard, but in fact are characterized as **bullying** or being **antisemitic** – when nothing in our language suggests this? It does not make us feel valued or respected.

Indeed, one of the plan’s strategic goals was around community, specifically: *listen to, engage and serve the community.* Mr. Burton, by not allowing the delegates – who had previously registered and received approval – to speak, was effectively silencing us. He is not listening to, engaging nor serving the community through these actions.

The first goal’s action around 1.2 Leadership & Accountability, has the specific question listed: *· Define inclusive leadership behaviours · Set and communicate expectations for inclusive leadership behaviours within our competency model, with a focus on conflict resolution process.*

This might be an area in which Mayor Burton spend a little more time, as his conduct at the meeting did not reflect inclusive leadership behaviours.

I suppose the bigger issue here, is that the Mayor’s conduct is in direct contradiction with the stated goals and objectives of the plan. I can assure you that for myself, and many other Oakville residents, this hypocrisy is both obvious and problematic.

	<p>I would welcome the opportunity to discuss this plan further.</p>	
20.	<p>I am emailing to provide my feedback on the on the inclusion, diversity, equity and accessibility (IDEA) plan put forth by the Town of Oakville on Dec. 18, 2023.</p> <p>Let me start by saying that I am a DEI professional, and actually obtained a few of my certifications through the CCDI, the same organization that the Town hired to develop their plan.</p> <p>In it's inaugural IDEA Multi-Year Plan, the Town of Oakville states as its objective: <i>To be an inclusive workplace and community where everyone feels they belong.</i> And its mandate: <i>A workplace and community where all residents and staff can access opportunities and services, be treated with fairness and respect, fostering a culture of equity and inclusiveness. This is a shared responsibility.</i></p> <p>I couldn't agree more. And I can tell you with certainty that many of us here in the Oakville community – as much as we love this Town – do not feel that we belong.</p> <p>I was an attendee and registered delegate of the Town Council meeting yesterday, Jan. 29, 2024, and I was extremely disturbed and insulted by Mayor Rob Burton's concerning remarks at the beginning of the meeting.</p> <p>Let me say upfront that if there is any pre-emptive thought that the events of last night are not pertinent to providing feedback on the IDEA plan, this is false.</p>	

The concepts of IDEA do not exist in a vacuum. Nor are they simply theoretical ideas to be read about. The practical application of these concepts is what will drive impact; practical application that includes individual conduct. Rob Burton – in his capacity as Mayor – holds the highest office in the Town of Oakville. As such, his conduct is a direct representation of the Town.

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The first goal’s action around 1.2 Leadership & Accountability, has the specific question listed: *· Define inclusive leadership behaviours · Set and communicate expectations for inclusive leadership behaviours within our competency model, with a focus on conflict resolution process.*

	<p>This might be an area in which Mayor Burton spend a little more time, as his conduct at the meeting did not reflect inclusive leadership behaviours.</p> <p>[On a related note – I am unsure why defining inclusive leadership behaviours is a task that would take two years? As a DEI consultant myself, I can share that these inclusive leadership behaviours already exist, and it is simply a question of listing them out. If the thought was to define these behaviours for the Town of Oakville specifically, I am still unsure why the step of customization should take two years? Some insight here would be appreciated.]</p> <p>I suppose the bigger issue here is that the Mayor’s conduct is in direct contradiction with the stated goals and objectives of the plan. I can assure you that for myself, and many other Oakville residents, this hypocrisy is both obvious and problematic.</p> <p>I would welcome the opportunity to discuss this plan further, both as it relates to the Mayor’s conduct, and with regards to some additional questions I have.</p>	
21.	<p>It’s outrageous to hear the despicable talk made by Burton! I felt insecure and insulted !! We mourn everyday the killing of hundreds children and civilians and he had no sensibility or respect for our pain!!</p> <p>I demand @rhburton to resign immediately for his gross Islamophobic and racist behaviours last night.</p> <p>He is not fit to govern a multi cultural and diverse population in Oakville and needs some cultural competence training.</p> <p>Shame !!</p>	
22.	<p>Mayor Rob Burton fails to practice inclusivity and diversity. He is a shame to the town of Oakville and does not deserve to be</p>	

	a mayor. Oakville has a multi cultural and diverse population and Mayor Burton needs cultural competence training.	
23.	Let's start with having the mayor of Oakville resign re his racist and Islamophobia behaviour recently.	
24.	Mayor should resign for his anti-Muslim actions and rhetoric. He is not fit to govern a diverse city like Oakville.	
25.	He is not fit to govern multicultural diverse population in Oakville, he needs multicultural competence training to learn and respect diversity and value of inclusion. He needs to first Learn and respect multiculturalism.	
26.	The mayor silencing Palestinian voices is not fit to be a mayor. If you cannot sit and listen the words of diverse people how can you represent ALL people that you are supposed to represent. He needs to resign immediately	
27.	Ceasefire is not hate speech. It is not suggesting Jewish lives don't matter or security is not a serious concern. Ceasefire is a demand for a shred of security for the Palestian people in Gaza. I hope you receive this message. Emotions run extremely high when people watch genocide 24/7	
28.	Ceasefire is not hate speech. It is not suggesting Jewish lives don't matter or security is not a serious concern. Ceasefire is a demand for a shred of security for the Palestian people in Gaza. I hope you receive this message. Emotions run extremely high when people watch genocide 24/7	
29.	Goals 2 and 3 are all about cultivating a diverse environment and listening to/engaging the community. I'm afraid that did not happen on Jan 29th when the mayor passed extremely offensive and inappropriate remarks at the council meet. He also took away the charter rights of free speech from the participants who were scheduled to speak there and labeled them as bullies. I don't feel comfortable that this mayor will be pushing a DEI agenda when it is clearly visible that he has some pre-conceived notions about certain ethno-religious	

	groups of people living within our town. This hypocritical approach must stop and the mayor must apologize for his uncouth remarks as well as resign from his position to give the residents of this town confidence on Oakville's DEI initiatives.	
30.	I'm was very disappointed to hear about Mayor Burton's comment during a recent council meeting in regards to Palestine. Please ensure that the leadership of town of Oakville understands the diversity of the town, and the different pain points of the demographic. Seems like the leadership is very out of touch.	
31.	Rob Burten must resign because of his Islamophobic remarks comparing innocent civilians of Gaza with Hamas. He does not deserve this position.	
32.	I demand @rhburton resign at his gross Islamophobic and racist behaviours last night. He is not fit to govern a multi cultural and diverse population in Oakvile and needs some cultural competence training.	
33.	The mayor is a racist and has made extremely Islamophobia and anti Palestinian remarks. Not only is he willing to hear the concerns of his constituents but is supporting a genocide. This mayor must step down he does not represent the people of Oakville. He is truly a hateful person that should not be in public service. What a disgrace to the community. I demand he resigns	
34.	After the disgusting display on Jan 29th council hearing. I am doubtful you people can give actual proper diversity training. Shame on the mayor.	
35.	I am very disappointed by the mayor of Oakville. He is biased racist and Islam phobic. And I really hope that action will be taken against him.	

36.	The behaviour shown by the Mayor of Oakville towards the speakers at the Town Hall meeting yesterday was appalling and discriminatory. It must be addressed!!	
37.	Diversity and inclusion means diversity and inclusion of opinion and world views, not just colors. It is not a painting exercise, it is building diverse communities that can respect human differences. The City of Oakville did not show their diversity and respect of opinions at the townhall meeting on January 30th 2024 to call for a ceasefire in Gaza. The mayor refused to even listen to the people of his city! So keep up with the fake diversity claims till the end of time! Justice will prevail.	
38.	After yesterday's display at the town hall (Jan 29/24), it is clear that IDEA has not been understood by the Mayor. You cannot assume speakers - who registered according to procedures - for a chance to have their say as concerned citizens, will make anti-Semitic remarks or will bully the council before they have a chance to utter a word! If there is process that was followed, then the council should be obliged to follow through. It's fine to have a stand with Ukraine day, but you are perfectly fine with Palestinian civilians being murdered because you stand with white people. I think you all should scrap IDEA because you have no intention of implementing. You are wasting my tax dollars on what appears to be a make work project. The mayor was completely undemocratic in his actions.	
39.	The mayor of Oakville cancelled meeting before hearing REGISTERED delegates speak and also had the audacity to label these individuals as "bullies". This is the farthest thing from inclusion. Many Palestinian Canadian's family members are being killed in Gaza and remain in serious danger. In Canada Anti-Palestinian, Anti-Arab & Anti-Muslim hate speech is at an all time high. We should not be facing such	

	<p>racist and biased behaviour from our own government officials. This is absolutely, horrifically appalling. The mayor has a duty to listen, and is not currently fulfilling these responsibilities causing further irreparable trauma that Oakville residents will definitely not forget about when the next election comes around. I will be encouraging my relatives in Oakville to vote for another candidate that is respectful towards and better for all.</p>	
40.	<p>The mayor has showcased his obscene bias against the Muslim community as a whole on countless occasions. His silencing and demeaning behaviours do not go unnoticed. He has made me feel completely unwelcome in the city I was born in. I am a proud Muslim who contributes to our city in every way and to have him treat us like we're some kind of nuisance is completely unacceptable. DEI is only as strong as its leadership, and with him in leadership, we are all doomed.</p>	
41.	<p>You need a new mayor. One that understands what equity, peace, and justice really means.</p>	
42.	<p>Mayor Rob Burton clearly doesn't understand what IDEA stands for and is not culturally competent to lead a diverse community especially with his Islamophobia and lack of respect for issues that matter to us. This was evident in the meeting yesterday and we demand his resignation.</p>	
43.	<p>It's very clear from Mayor Rob Burton's comments yesterday that the biggest roadblock to inclusion, diversity and equity is Mayor Rob Burton himself.</p> <p>I was appalled to see such disgusting and bitter racism and white-privilege, the likes of which I thought I would never see in 2024.</p> <p>The only acceptable thing the mayor can do now is step down and reflect on his racism weaponized privilege.</p>	

44.	Equity, diversity, inclusion are a joke to Oakville. Why did the Mayor refuse to listen to registered delegates on the issues of Gaza?	
45.	Msyor Burton your Islamophobia is showing!	
46.	The mayor wouldn't even hear citizens sharing their opinions peacefully and dismissed them. This is the least he can do in terms of inclusion and diversity. It is clear that he sees the world from one perspective only and takes on a white supremacist approach, and clearly lacks any EDI knowledge.	
47.	Burton is the opposite of what a leader should be and look like. He doesn't represent us. Take him down. Step down. You are an awful human being and completely uneducated and unaware. You have no humanity. You are a complicit in murder of innocent babies and children. Your existence as a leader and mayor is traumatic to the people of Oakville. Step down. Make Oakville safe again with Bully Burton out.	
48.	I read this document. I also watched Mayor Burton's speech from last night where he shut down what would have been a difficult discussion about Palestine. This document is not at all aligned with the realities of what we, racialized minorities experience. There is no need to waste tax dollars in trying to develop a more equitable society when frankly, our town's mayor does not believe in it. He talked about anti-semitism which is a vile and disgusting thing but what about Islamophobia? BOTH communities are suffering and Mayor Burton just added fuel to the fire. The whole idea of diversity, equity and inclusion is to have the difficult conversations. Clearly the town of Oakville has no interest in engaging in real, difficult, yet much needed discourse about what truly matters. The war in Gaza is NOT just about Palestine, it has become a rallying cry for all of us who have been shut down, shut out and dismissed.	

49.	The Oakville Town Council meeting last night was so disappointing because the mayor refused to listen to his constituents. So sad and not representative of the inclusive and diverse communities we want to see in our beloved country. Very disappointing behaviour from an elected official. I saw later what the attendees had to say and none of it was 'anti-Semitic', 'bullying' or 'obscene'. Let's do better, Oakville!	
50.	Being a mayor of a multicultural town such as oakville the mayor should not have shut the delegates down yesterday at the town hall meeting. Assuming that they 'would' use the platform to promote anti semetism and calling them bullies was a bit far out. We as a muslim community are extremely disappointed by the actions and words of Mr mayor. We demand a prompt apology and resignation from Mr Rob Burton as he is clearly not fit to represent the diverse culture that the town of oakville contains	
51.	Deeply disappointed in the mayor's Islamophobic stance. If such prejudice exists at the top, how will inclusion, equity, diversity and Anti-racism thrive? I would like to see humanity and empathy towards genocide and war crimes of innocent children and civilians regardless of race, religion, ethnicity, creed, sexual orientation, etc. Please reach out to National Council of Canadian Muslims to seek support on Islamophobia.	
52.	I demand rh burton resign at his gross racist and Islamophobic behavior. He is not fit to govern a multi cultural and diverse population in oakville or canada infact and need some cultural competence training. Thankyou	
53.	I demand Rob Burton resign for his racist, Islamophobic, and frankly dangerous comments and behaviour on Monday, January 29th. As a person who identifies as Muslim, I DO NOT feel safe in Oakville with Mr. Burton as Mayor. His	

	actions and words are a disgrace to the values we hold as Canadians.	
54.	Shame on mayor Burton, we demand his resignation. He doesn't represent the people of Oakville	
55.	I am disappointed and upset to learn of Mayor Burton's behaviour during the January 29 Town Hall meeting. Not only did he silence the voices of minorities and infringed on their right to be heard, he also demonized an entire group of people by falsely labelling them as "bullies". This is not the first time Mayor Burton has behaved like a bully and acted in a biased manner. His behaviour is disgusting and he should not only apologize, but also sincerely make amends. Unfortunately, with his current leadership, he has proven that he is not fit to be leading a multicultural and diverse town.	
56.	Very disappointed that our concerns were not heard at the council meeting on Jan 30, 2024. The previously scheduled and confirmed meeting was cancelled with no notice or process Very disappointing	
57.	Diversity is something Oakville clearly takes part in for the image and not for the deeper community meaning. We are blessed to have a beautiful community with those from different backgrounds. However, what has been shown very clear to me is that this is a joke to the Oakville "leaders" who first need to understand diversity and inclusivity before even attempting to implement these factors into the business and greater community.	
58.	Very disappointed by the one sided behaviour of council, Equality is totally missing from town of Oakville, One Councillor and her husband busy making it another Brampton like area, Sad.	

59.	Want the Mayor to resign. He is not for diversity & inclusion after his racist and Islamophobia comment at the town hall on Jan29th!!!! Resign!!!!	
60.	<p>What kind of Diversity and Inclusion you are talking about? On 29th Jan 2024, an agenda item that was supposed to discuss ceasefire in Gaza. Mayor Burton decided to drop the agenda item &amp; accused the delegates who came to share the suffering of their families in Gaza by “using the platform to promote hatred and divisive anti-Semitic views with the intention to give comfort to Gazan’s fighting Israel”.</p> <p>I witnessed double standards in the meeting where on one hand the Mayor &amp; Members of Council recognized the one-year anniversary of the Russian invasion of Ukraine on February 24, 2023, and on the other refused allowing Council proceedings on the pretext that such discussions can’t be held at the town level. I support &amp; stand in solidarity with the people of Ukraine and our Ukrainian-Canadian community. We also expect the same support for Palestinians and the Palestinian-Canadian community &amp; other minority communities. IDEA seems to apply to anything but not to Arab and Muslim Minority.</p>	
61.	Diversity and inclusion is allowing people to speak regardless of whether it follows your agenda and opinions or not. We demand the resignation of Mayor Burton!	
62.	The mayor needs to apologize and resign. He is racist and has non understanding of the needs of the people in his community. Shame on him for not listening to Muslims or Palestinians.	
63.	Oakville is a diverse city and we should not have a racist mayor. He should be asked resign immediately after showing racist behaviour at the event on Jan 29.	
64.	I demand that Mr. Burton resign as his gross Islamophobic and racist behaviours last night are completely unacceptable.	

	He is not fit to govern the multi cultural and diverse population of Oakville. His behavior at last night's meeting was not that of a leader, but of a coward.
65.	We demand RHBurton to resign at his gross islamophobic and racist behaviour last night at the town of Oakville meeting. He is not fit to govern a multi cultural and diverse population in Oakville and need some cultural competence training!
66.	I am proud to live in a town that is so multi cultural and diverse. However, we need leadership in the town that respects and understands that diversity. The way Mayor Burton silenced voices who were advocating for justice and an issue that affected many of their loved ones was unacceptable and demonstrated to many residents of Oakville that He is not fit to be the Mayor of his town. When we discuss IDEA, we have to actually put that into action which includes listening to the voices of all residents, including Palestinians.
67.	Burton needs to resign. He cannot lead a diverse population when he's blatantly racist and a known Islamaphobe. That's a starting point.
68.	What's the point of this plan when your mayor is racist. Stop wasting money on gaslight programs. Shame on you!
69.	The mayor owes his community a huge apology. He tried to silence his own constituents and did not act in a manner befitting an elected official. Secondly, he should resign as he carries personal biases that will hinder his ability to address his constituents.
70.	We are very hurt by mayor Burton's comment n demand his resignation
71.	I had joined virtually to see the delegates speak as it was such a beautiful inclusive decision for people in pain and grief to voice their opinion. But I was appalled to hear as Mayor

	<p>Rob read why he is taking agenda 10.1 off from the town hall meeting. My heart sank as he compared the group to being antisemitism. And then goes and labels All Gazans in a war and not a terrorist group. Such speech is hate provoking and causes division and not inclusion. Especially on day that marks a day against Islamophobia (29th). I would like to see the town take an action against the Mayor.</p>	
72.	<p>Your supposed commitment to diversity, equity and inclusion is a complete FARCE that has now been exposed for everyone to see. Please stop using these terms to simply check a box and start walking the talk if you would like to stay in office.</p>	
73.	<p>Mr.Burton needs to resign. He is not fit for the job.</p>	
74.	<p>Mayor Burton's actions yesterday the town hall meeting were disgusting and appalling! Racist to say the least! We demand that he resign and issue a formal apology! Oakville is a municipality with a diverse and multi cultural community. If he can not respect that then he should no be representing us</p>	
75.	<p>The executors of the plan i.e. the mayor needs to understand what DEI is.</p>	
76.	<p>I demand that the Mayor of Oakville, Rob Burton resign from his position. He does not represent the diversity of Oakville residents. He made racist, Islamophobic remarks at the town hall.</p>	
77.	<p>Mayor Burton is not fit to govern a multicultural city like Oakville. He has been racist and Islamophobic towards to Muslim and Palestinian communities. The DE&amp;I initiative is just for groups that serves his interests, not all constituents of Oakville.</p>	
78.	<p>Mayor Rob Burton has demonstrated that he is not fit to be representing the town of Oakville in its future plans for Inclusion, Diversity, Equity and Accessibility (IDEA). A mayor that silences his Palestinian Christian, Palestinian Muslim,</p>	

	<p>Arab and other Muslim constituents when they prepare to share their experiences with their leadership does not value the goals of IDEA. It is a mockery to advance such a project while simultaneously demonstrating racist and discriminatory behaviour towards your constituents that are speaking up against a genocide. Shame on you Rob Burton and your entire council that uses such important values of IDEA only for lip service. The town of Oakville leadership has not demonstrated any of the values listed above and is unfit to be implementing this initiative.</p>	
79.	<p>Yesterday, @rhburton the respectable Mayor of Oakville refused to listen to his constituents who were registered delegates at the @townfoakville town hall meeting. Before hearing any statements he stated that those speaking in favour of a ceasefire will be "using the platform to promote hatred and divisive antisemitic views with the intention to give comfort to Gazan's fighting Israel". He painted an entire group with an unfair and untrue label and referred to the group as "bullies". This is not the first time he has shown biased behavior and we hope to see an apology. Yesterday, we decided that those who had spent over a month preparing their speeches should be given the right to share them, even though Mayor Burton and councilors rudely walked out. I'd like to share some of those powerful statements here. This is unacceptable. I am a Canadian citizen &amp; I am appalled by his behaviour</p>	
80.	<p>I am really disappointed in the administration especially the mayor Rob Burton. He did not let the community and people who had prepared speeches to speak let alone listen to them. This to me is highly racist and undignified. He crushed the freedom of speech which is a constitutional right. I hope appropriate action is taken in this regard.</p>	

81.	I demand Mayor Rob Burton resign at his gross Islamophobic and racist behaviours last night. He is not fit to govern a multi cultural and diverse population in Oakville and needs cultural competence training.	
82.	I am appalled by the mayors racist behaviour and would hope to get someone new. I am deeply disappointed by his behaviour towards the Muslim community and want action against him being taken.	
83.	I am deeply appalled at how the town of Oakville has failed to live up to its proposed EDI plan by dismissing delegates last night at the town council meeting. As a registered town council delegate, I was supposed to speak about Islamophobia and this silencing tactic by the mayor is racist, Islamophobic and extremely problematic to this strategy. I demand a resignation from the mayor as he is not fit to govern a diverse and multicultural town.	
84.	Hi, being born and raised in Canada, and also being an Arab Muslim inclusion and diversity is a very important topic to me. I've always been proud of my beautiful town of Oakville, and am happy to see such topics being brought forth. However in the recent months I am ashamed in our elected councils disengagement and approach to the humanitarian crisis in Gaza and plausible genocide taking place in Gaza. We were proud to speak up and defend the rights of Ukraine in the face of an illegal occupation. However the blatant double standards for Palestinians in Gaza and the Westbank and within Israel is clear as day. Being shut down to have an opportunity to speak at the Jan 29th town is an insult to democracy and the public right to speak to their elected officials paid by our tax dollars. This does not represent the EDI initiatives being preached here. Actions speak louder than words and we won't forget the feeling of being excluded, alienated for simply speaking out against injustice.	

85.	More needs to be done to support the Muslim community. Islamophobia has grown exponentially. Muslims have lost jobs, careers, and been discriminated against in the community for calling out genocide against Palestinians when in fact they are doing their civic duty as civilian of a country that is signatory to the genocide convention	
86.	The city council needs to practice diversity and inclusion for all people including Canadian Palestinians. The mayor silenced delegates who registered with the city to speak during the townhall. He used racist remarks to describe people who wanting to speak without even listening to them. Accused delegates of being antisemitic, hateful and bullies while he bullied everyone and silenced everyone	
87.	The move to remove the delegation part for item 10.1 on today's Agenda (Jan 29, 2024) was disappointing, to say the least. Our freedom of speech was violated and denied. We will not forget.. in the next election.	
88.	It is disgusting the meeting concerning the ongoing Palestinian genocide was cancelled and you refused to listen to diverse voices. Shame on Oakville city hall, you couldn't handle images from Gaza, while that is the reality of what the Palestinians are facing 24/7. Cowards to walk out of a meeting related to the violation of war crimes!	
89.	Is this just lip service or will you actually be implementing this feedback? The mayor's decision today to remove the motion from the agenda, refusing to listen to his constituents who were tabled to read their statements, for him to accuse these statement of antisemitism without even bothering to listen to them, for throwing the antisemitism card when 30,000 Gazans have been murdered in 4 months, for him to not a single statement of concern and continue to stand by Israel's genocide of the Palestinians LEAVES NO HOPE FOR THIS	

	<p>COMMUNITY. We have lost faith in our representatives. We have no confidence in them. You do not represent us, our values and our calls for peace and disarmament. You stand for a genocide. You are complicit in this genocide. You have blood on your hands. And you do not get to say platitudes of diversity and inclusion and equity when you cannot even give your constituents the bare minimum of respect when their families are being murdered in Gaza. Shame on you.</p>	
90.	<p>The mayor bullied us</p>	
91.	<p>I came to town hall meeting today on January 29 and appalled that mayor burton used the Language he did while not staying for the comments and speeches. Very sad to be a resident of Oakville today. This is not a democracy.</p>	
92.	<p>I was not given the opportunity to share my thoughts and feedback on the DEDI strategy as a community member, and as part of a community that was not consulted when developing the strategy. My delegation was to ensure that Anti-Palestinian and Anti-Arab Racism, as well as Islamophobia, were considered when developing the strategy, especially given the rise in hate motivated speech and crimes in the past couple of months. I was shut down – rudely - before introducing myself and sharing my lived experience, and censored to limit what I was allowed to say before you even knew what I would be speaking about. I was then shut down – also very rudely - as I was wrapping up and extending winter and holiday greetings to you and members of council.</p> <p>Your initial reshuffling of the agenda was, ostensibly, to spare many of the attendees from our community having to wait till the end of the meeting for the Notice of Motion brought forward by Councillor Nanda. While I appreciate the sentiment, what transpired later only led me to assume that it was a calculated attempt to ensure you did what you could to</p>	

clear council chambers from audience members you may not have wanted there.

You made an assumption, in a patronizing and condescending manner no less, on what I would be saying, based on what I can only assume is your own bias. This is, ironically, an example of Anti-Palestinian Racism and Islamophobia that I was there to bring to your attention. As was the initial assumption you made that many community members were there for only the last item on the agenda.

Even more ironically, this happened mere moments after you yourself reiterated your and Council's commitment to EDI work at the Town and in our community. As I mentioned yesterday, it is easy to fall into the trap of performative EDI. Real EDI work requires listening to all voices in your community and not silencing anyone based on your own assumptions, biases, and comfort in your privilege and position of power.

I hope you take some time to unpack what led you to these actions, and that you make the effort to address how you can do better and rebuild trust, both as a human, and as our elected representative.

We are facing unprecedented levels of Anti-Palestinian Racism and Islamophobic hate-motivated crimes and incidents, and we ask that both these issues are part of the Town's IDEA strategy.

I would ask that the Town of Oakville take steps to avoid falling into the trap of performative EDI, take a more critical look at the strategy and ask some questions such as:

1. Who are the experts at the Town who will be deciding, planning, maintaining and being held accountable for all these action items? The language of “shared responsibility” is dangerous when implementing strategic plans, as it gives responsibility without authority to make meaningful change.
2. Who are the voices that are missing from these consultations and may be excluded from the ongoing roll out and implementation?
3. What benchmarks and measurements are going to be used? Why does the plan not lay out the starting points so that progress can be measured against targets?
4. While leadership is important when implementing an EDI strategy, it cannot be the main focus of the plan, especially when the leadership at the Town of Oakville, both Council and Staff, is not an accurate visible representation of the diverse community we have.
5. What resources will be allocated to ensuring this strategy’s success, and what budget commitments will be made to facilitate that?

Thank you for taking the time to listen to me today. I hope that you keep the Palestinian, Arab, and Muslim communities, among other equity-deserving groups, in mind when developing, planning and implementing EDI work at the Town. Nothing for us should be done without us.

**2. Theme: Hiring should be based on an individual’s merit and capability, not on their background, skin colour or identity.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	Hi, I'm all for recruiting people from all walks of life, but "being qualified for the job" should remain the number 1 hiring criteria.	No changes to the final plan.
2.	The words "excellence", "expertise" and "merit" or any variations of these words do not appear once in your IDEA multi-year plan. The IDEA multi-year plan is not progressive and does not serve the Town of Oakville community. This plan can only lead readers to understand that the Town of Oakville will hire and promote employees based on any factor OTHER than excellence, expertise or merit and will hire and promote employees using discriminatory practices. Hiring and promoting on all other factors ahead of excellence, expertise and merit will inevitably lead to erosion, mediocrity, and division in the Town’s workforce and will cause increased dissatisfaction from Oakville residents that the Town of Oakville serves. DEI/DIE/IDEA/“social justice” constructs, policies, and practices that exclude excellence, expertise and merit are already being dismantled and exposed as being illegal and divisive. Change this plan and stop being exclusionary.	<p>IDEA does not advocate for hiring under-qualified candidates but rather for recognizing the value of a diverse workforce. Including diverse experiences and backgrounds leads to more innovative problem-solving and better decision-making, as supported by various studies.</p> <p>The goal of IDEA is to ensure that everyone has a fair chance based on merit, not to replace meritocracy. It is about providing equal opportunities for all to achieve based on their merit. The town is not setting hiring targets and will continue to provide high quality programs and services to residents.</p> <p>True IDEA efforts value diversity in thought, experience, and background as much as physical attributes.</p>
3.	Hire on merit. There is a reason that companies are starting to turn away from this failing and divisive initiative. It is already implicit within the job of a government that you fight for fairness and the rights of everyone. Oakville does not need this. Concentrate on infrastructure and safety. Fight rising crime. Out of control car thefts is a good place to start.	To ensure an IDEA plan for Oakville was thoughtfully and meaningfully developed, staff partnered with the Canadian Centre for Diversity and Inclusion (CCDI) Consulting Inc. an external organization who are recognized experts leading in diversity and inclusion. CCDI Consulting Inc. works with both public and private sector employers and has specific experience with municipal government. They conducted a
4.	It's a bad IDEA. What ever happened to meritocracy?	
5.	Hire based on merit only and not skin colour.	

6.	Stop worrying about whether a hiring candidate is a woman, person of colour, or an LGBTQ++. Hire on MERIT, CAPABILITY	<p>thorough current state inclusivity assessment and worked with staff to develop the town's draft IDEA Multi-Year Plan. Total cost for support from CCDI Consulting Inc. for conducting the current state inclusivity assessment and development of the draft IDEA Multi-Year Plan was \$100,000. The funds were approved as part of the 2022 budget.</p> <p>Staff plan to assess the first year of implementing the plan and will identify any resource needs in the 2025 budget which follows an open and transparent process including seeking public input.</p>
7.	Tired of having diversity rammed down our throats. Let talent, intelligence and competence define who gets the job. Not skin colour, gender or sexual orientation.	
8.	It's simple. If you want the best Oakville you need to hire the best people. Demographics will fill out the rest - aka if the city is 10% brown, 10% of your staff will naturally end up brown. No need to force it. Studies show it helps no one. Stop this Marxist garbage - just look to the dumpster fire that is LA to see the damage these policies wring.	
9.	This is not good value for money. All you are going to end up with is a bunch of poor performers who are not the best candidate for the job but get it for reasons other than their qualifications. I worked in Corporate Canada for 37 years and by and large the most qualified candidate got the job or promotion based on skills and experience. It did not matter who they were or where they were from but that they could do the job.	
10.	The idea of diversity should not overtake the requirement of the best individual or organization for employment or to complete a task. When an position becomes open for employment then the best individual and not the race or gender sb the requirement.	
11.	Hiring based on demographics is racist and discriminatory , no two ways about it. You can't be supportive or offended selectively based on who is being discriminated against. This proposal is racist and dangerous.	
12.	<a href="https://www.prageru.com/video/the-dei-disaster">https://www.prageru.com/video/the-dei-disaster</a>	
13.	I'd prefer the Town judge its employees on their character, integrity, honesty, humbleness and work ethic, and that it hire and promote people based on their ability to do their jobs. DEI	

	<p>programs place unnecessary emphasis on race, religion, sex and skin colour, which compartmentalizes and divides people. The Town should view all staff simply as people. I have worked in businesses that employed many races and cultures, where people worked in harmony and in a respectful manner—without the need for DEI programs. Rest assured many of the Town’s staff will pay lip service to your DEI program but really not believe in it. Many of the Town’s decisions and processes will become more complicated as they will need to be done through the lens of DEI, overseen by someone who will be appointed as the Town’s cultural “commissar.” A simple mission and values statement saying the Town treats all employees equally and fairly would have sufficed and tax dollars could be better spent.</p>	
14.	<p>Stop with this DEI. As a so called “visible minority” I have witnessed these DEI movements cause nothing but tension and division within our community, regardless of what your intentions are. We want our city managed based on merit, managed to a high standard based on nothing but ability.</p>	
15.	<p>I am very concerned that the Town of Oakville will adopt training and hiring practices, which are marketed under the terms ‘Diversity’, ‘Equity’ and ‘Inclusion’ (with the addition of Ability in this draft) for two main reasons:</p> <p>1.Negative Results and the Impact on Society and People: A recent meta-study released by Wilfrid Laurier Professor Dr. David Haskell, provides empirical evidence that Councillors will want to take a look at before deciding on this draft plan. While such policies and procedures may have started out with good intent, the resulting evidence shows that, not only are such practices not working, they are causing irreparable harm in our society.</p>	

<p><b>2.Exorbitant Costs:</b> Policies, procedures and training sessions that are marketed under the terms 'diversity, equity and inclusion' are proving to be very costly to taxpayers. The Toronto District School Board, for example, paid a "DEI Trainer" more than \$60,000 for 4 days of online training.</p> <p>I may have missed it, but there are no cost estimates for staff training and implementation of such practices, in this draft report. Is there a detailed breakdown of the costs to implement such a plan, available for the public at this time? Will it be made available at the public Council meeting where this draft will be discussed?</p> <p>Could you please tell me the cost to date (for CCDI to produce this draft report)?</p> <p>In light of Toronto Principal Richard Bilkszto's tragic suicide after his experience at a "DEI" training session, I am hoping that Councillors will have a robust, in-person discussion on this draft plan, with all stakeholders, as such policies will have far-reaching effects on our community for years to come.</p>	
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**3. Theme: IDEA itself is racist, discriminatory, woke, divisive, unfair. This work is not successful.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	After reading through your IDEA draft it is obvious that it is very similar to DEI programs, that since 2020 have been implemented in many organizations. The problem is they have not been as successful as some had hoped and so many companies have greatly reduced their DEI staff, including many of the tech giants.	No changes to the final plan.  The plan does not suggest one group will get more than another. Council and staff have identified community indicators and measures for the plan but the plan does not contain quotas for recruitment.

<p>The following are the main reasons that I feel that a workforce should be hired on merit and not based on skin colour or belonging to a certain group.</p> <p>DEI is discriminatory It is hard to disagree that firing or not hiring someone because of their race, religion, gender, or orientation is discrimination and is illegal. Yet, when someone is treated preferentially in the workplace based on those same characteristics, it is called 'diversity &amp; inclusion?' Logic suggests that preferencing candidates based on these qualifications means that others are intentionally discriminated against based on the same criteria. No one would say that you weren't being hired or promoted for a role because you weren't the right colour/gender because it's illegal and a lawsuit would surely ensue, but it still frequently happens secretly because of preferences/quotas often established by DEI initiatives.</p> <p>DEI unnecessarily preferences physical attributes over the non-physical Whether intentional or not, DEI programs tend to favour those who look different as opposed to those who are diverse in other areas, like thought, faith, culture, background, socioeconomic upbringing, experience, etc. The benefits of diversity are not derived purely from physical attributes. The value of diversity is in different thoughts and perspectives, both of which are far more effective in solving a problem or accomplishing an objective than simply one's gender or skin colour.</p> <p>DEI diminishes the size of the talent pool</p>	<p>The goal of IDEA is to ensure that everyone has a fair chance based on merit, not to replace meritocracy. It is about providing equal opportunities for all to achieve based on their merit. True diversity, equity and inclusion efforts value diversity in thought, experience, and background as much as physical attributes.</p> <p>Response to statement DEI is discriminatory: IDEA initiatives do not advocate for hiring based solely on race, gender, or other physical attributes. The aim is to create equal opportunities for all, including groups historically underrepresented or discriminated against. In Canada, diversity, equity and inclusion efforts are legally regulated to ensure they do not constitute reverse discrimination. They are about leveling the playing field, not unbalancing it. The purpose of the <i>Employment Equity Act</i> is to achieve equality in the workplace so that no person shall be denied employment opportunities or benefits for reasons unrelated to ability and, in the fulfilment of that goal, to correct the conditions of disadvantage in employment experienced by women, Aboriginal peoples, persons with disabilities and members of visible minorities by giving effect to the principle that employment equity means more than treating persons in the same way but also requires special measures and the accommodation of differences.</p> <p>Response to statement DEI diminishes the size of the talent pool</p>
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<p>By putting unnecessary limitations on the talent pool because of racial or gender quotas established under DEI programs, the number of qualified candidates that may otherwise be a better fit for the company is significantly reduced. By basing hiring decisions more on the candidate's skills, experience, personality, and motivation instead, there is always a wider pool of applicants to choose from. Companies achieve greatness by hiring great people, and the more the talent pool of great people is restricted, they lose access to the best people and greatness becomes less attainable.</p> <p>DEI decreases performance When hiring preference is placed on one's looks rather than skills, experience, and other qualifications, failure is often the result. Two things can typically happen when a significantly under-qualified candidate is hired, 1) the candidate stays with the employer and decreases productivity over time, or 2) they quit/get fired and their work is passed on to others, decreasing the overall performance of others until the role is again filled with a more qualified candidate. By the time a new, qualified candidate is given the position NOT based purely on their gender or race, much time, money, and productivity has been sacrificed when it could have otherwise been avoided by hiring a more qualified candidate from the start.</p> <p>DEI is divisive When anyone is shown preference throughout their career based on their physical attributes rather than on merit, envy and disdain are sure to occur, causing in-fighting, unnecessary distractions, and ultimately division in an organization. This can significantly decrease morale amongst other employees and even lead to racist/sexist/exclusive</p>	<p>Diversity, equity and inclusion expands the talent pool by including qualified candidates who might otherwise be overlooked due to biases. The research underscores that companies with diverse executive boards have higher earnings and returns on equity. For example, ROEs were 53% higher for companies in the top quartile of executive-board diversity compared to those in the bottom quartile.</p> <p>Response to statement DEI Decreases Performance: Diversity, equity and inclusion does not advocate for hiring under-qualified candidates but rather for recognizing the value of a diverse workforce. The correlation between diversity in leadership and financial performance is evident across various geographies. McKinsey's findings show that companies with gender, ethnic, and cultural diversity within executive teams continue to correlate to financial performance worldwide.</p> <p>Response to statement DEI is divisive: While some might perceive diversity, equity and inclusion initiatives as preferential, education and transparent communication about the purpose and methods of these programs can alleviate these concerns. Diversity, equity and inclusion efforts aim to build a more inclusive and respectful work environment, which can enhance team cohesion and morale.</p> <p>Companies like Uber, Google, and Manulife have invested significantly in diversity and inclusion,</p>
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	<p>behaviour that would otherwise not have previously existed. Favouritism will inevitably lead to more division in the workforce which makes it impossible for employees to collaborate on near and long-term goals, which is detrimental to a business's short and long-term success.</p> <p>DEI diminishes accomplishments and disincentivizes performance  Many DEI programs have caused some people to question whether the beneficiaries of these initiatives are there because of their qualifications, or because they are a “diversity hire/promotion.” That is absolutely a travesty and humiliating to those who genuinely achieved those positions on merit and nothing else. If DEI programs never existed, it would be safe to assume that anyone in a position of leadership got there by their own doing and not because of their looks or because a quota required it. When accomplishments based on merit become worthless because people are promoted purely by physical attributes or diversity quotas, it takes away the drive and ambition of others to achieve them. When employees lose their incentive to perform, they won't, and that will ultimately crush corporate performance.</p> <p>I would ask that these thoughts are taken into consideration before implementing such a discriminatory program.</p>	<p>demonstrating the growing significance of these initiatives in corporate practices.</p> <p>Response to statement DEI diminishes accomplishments and disincentivizes performance:  The goal of IDEA is to ensure that everyone has a fair chance based on merit, not to replace meritocracy. It's about providing equal opportunities for all to achieve based on their merit.</p> <p>While there may be short-term challenges in implementing IDEA programs, the long-term benefits include a more skilled, diverse, and innovative workforce. The broader benefits of IDEA, such as improved financial performance and innovation, are a testament to its effectiveness in enhancing corporate performance.</p>
2.	<p>I am concerned that the town is implementing additional bureaucracy that may appear to be well intentioned but is actually discriminating on the basis of Identity instead of supporting merit regardless of background. Identity mandates are by definition Racist.</p>	
3.	<p>My understanding of "DEI" is that it's morphed into an "oppressor/oppressed" mantra, in effect causing reverse</p>	

	discrimination and is anti-meritocratic. This is unacceptable and needs to be proceeded with very cautiously. The ultimate failure of these types of projects are all visible on university campuses across Canada and in the US. Indeed there are a myriad of lawsuits indirectly related to "DEI" in both countries that should be warning for the Town of Oakville.	
4.	I think this is a misguided initiative. Stop discriminating against anyone. Its really that simple. Instituting a policy that favours any single group over another is wrong.	
5.	This IDEA (DEI) document is actually racist and an entire waste of time and taxpayers money. Just say you won't hire anyone competent or caucasians, particularly men, since this is who you're indicating that you won't hire. That is not diversity. Read the Facebook comments. There is little to no support for this ridiculous plan.	
6.	We don't want trash wokeism!!!	
7.	DEI is racism, in the open. I will fight against this every day.	
8.	Our country has literally gone to pot since all these woke ideas have been implemented. more crime, people living on the streets, people that don't adhere to the values on which this country was created and to which they came because of the crap in their own countries which many of them wish to continue. To me, the most qualified person should get the job, no matter their colour or ethnicity. People should respect the culture of the country they wish to live in not the other way around!it will cost us big time in the long run trying to accommodate others. We should not discriminate based on colour or ethnicity or sexual persuasion but nor should we promote woke ideology!	
9.	Understanding that the work that has been put into establishing and implementing a DEI plan for the Town of Oakville has been immense, and that the need for diversity,	

equity, and inclusion has been, and still is, imperative, I have concerns about the premise, implementation, and long term effects this will have on the Town and it's citizens.

The Town has made several assumptions to base the need for the DEI plan. The numerous studies that you used to base this on should be compared to the equally large and growing body of work that indicates that DEI programs have had negative effects on the organizations that have implemented them. These include, but not limited to, divisiveness, worker burn out, and poisonous environments. Closer to home, one needs not look any further than to various GTA Board's of Education to see the damage and turmoil DEI brings when implemented. Looking at your own statistics, most identified groups are either statistically within an acceptable range or surpasses it. Those that do not, Women and Racialized Persons, may have logical explanations which have not been identified within this report (Women are typically underrepresented within outdoor/maintenance fields which comprise a large proportion of Town positions. The influx of Racialized Persons due to recent immigration cannot be used to indicate past hiring practices were based on racism and unconscious biases). If groups that are perceived to be under-represented are to be 'spot-lighted' in order to increase their opportunities, are those groups that are over-represented (Males, to a slight degree, and more so Indigenous and 2SLGBTQIA+) going to have opportunities limited?

The report indicates that a DEI plan is necessary partially due to the fact that "Legal acts like the Accessibility for Ontarians with Disabilities Act and the Employment Equity Act are helpful, but these are not enough to enable workplaces to become truly diverse and inclusive" is preposterous. To say such is admitting that the Town of Oakville is not abiding by

	<p>the law. To claim that unconscious bias plays a part in hiring and promotion is nothing more than circular reasoning. If you claim it to be true, and you can't argue against it because it's unconscious, then it must be true! This divisive ideology goes hand-in-hand with a term not mentioned in the document, but is part of the DEI agenda, White Privilege.</p> <p>I am also concerned with the impact this will have on the citizens of the Town of Oakville. The toxic environment that is often created with DEI implementation will impact the day to day lives of those who call Oakville home. How long before this permeates into the fabric of who we are? How long before this insipid ideology infiltrates any local group who wants the town's permission to use a public facility? How long before we allow a few individuals currently in power to start/continue to rename parks and streets based on the perceived transgressions of those who built this community? Has Macdonald, Dundas, and Ryerson not been a big enough wake-up call?</p> <p>As a life-long resident of Oakville, I respectfully ask Council Members to take a step back. Seek a balanced approach to establishing an equitable, diverse and inclusive plan that places emphasis on ability, merit, and a respect for our collective history. I ask council members to recommit to providing all Oakville residents with a sense of belonging, purpose, and pride. This is not done with a plan whose foundation is built on divisiveness and toxicity.</p>	
10.	<p>You should not spend money on giving privileges for any group over any other. We are all residents of this town and no group should get perks that harm the rest.</p>	

**4. Theme: Accessibility issues and considerations.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	<p>I reviewed the IDEA Multi-Year Plan document and from my perspective feel it is a comprehensive multi-year plan. I would imagine that when the Strategic Goals start to be prepared and developed into policies and/or guidelines, the AAC may be asked for input when required.</p> <p>As an aside, but FYI, I found certain pages of the document (pg. 1 and 12+) more challenging to read due to the lack of contrast between the background colour and font colour. On my own device I can adapt as needed, but worth consideration if the document ends up in print.</p>	<p>Changes will be made to the final plan to incorporate greater colour contrast on pages 1 and 12 to 16 and to update all content font to black.</p> <p>In the draft plan, reference to disability or person with a disability is meant in the broadest term. There is more to accessibility and inclusion than physical considerations. We recognize that the consultant quoted findings/studies that spoke to physical disabilities but the town’s approach/definition includes all disabilities including invisible disabilities such as cognitive.</p>
2.	<p>As the Executive Director at Community Living Oakville, I just had the opportunity to read over the ‘IDEA Multi-Year Plan.’ I commend all of you for developing this plan and the initiatives that with ensue as a result of this plan.</p> <p>In regards to providing feedback, I wanted to offer the suggestion to use the term ‘disability’ solely when speaking about this underrepresented population in general. Often in my readings, I come across examples of ‘physical disabilities’ or noting this terminology. This is indeed important and the most obvious to the general public. By using ‘disability’ in general (apart from physical disabilities), it covers the array of disabilities one may experience.</p> <p>At Community Living Oakville for example, we service many people with disabilities (primarily developmental disabilities), and a large number of them do not have a visual or physical disability. Unfortunately, they encounter various challenges within our community, such as feeling included in decision making, accessing programs and services as well as securing</p>	<p>The IDEA Multi-Year Plan outlines the town’s commitment to be an inclusive workplace and community where everyone feels they belong. Accessibility is one of the four overarching priorities along with inclusion, diversity and equity with associated goals and actions to further the town’s IDEA efforts and enhance community belonging.</p> <p>The town has a dedicated Multi-Year Accessibility Plan which delves into specific aspects of accessibility that include customer service, information and communication, employment, moving around town, public indoor and outdoor spaces, and more. This plan is currently being updated and community consultation was conducted from January 24 to February 25, 2024. The feedback received through the IDEA Multi-Year Plan was provided to staff working on the Accessibility</p>

	<p>competitive employment as many people/businesses do not identify them as someone with a disability from the onset.</p> <p>Our current Ministry of Children, Community and Social Services, also ensures to produce literature and communication in plain language documents and/or videos. I acknowledge this may be difficult for all reports, however the IDEA report in particular, should also be provided in a 'plain language' version, allowing people to fully comprehend and contribute to initiatives such as these, in which identify them and seek to provide change that may have an impact in their lives.</p> <p>I have provided a link below of an example of a large scale initiative currently underway within our ministry. They have provided documentation for the general public, as well as access to plain language/easy read version that is accessible to others as well. The version the Town could adopt does not need to be the same, however you may take learnings from this model and adopt it to important documents such as IDEA.</p> <p>General link: <a href="https://www.ontario.ca/page/journey-belonging-choice-and-inclusion">https://www.ontario.ca/page/journey-belonging-choice-and-inclusion</a>  Plain language/easy read version: <a href="https://files.ontario.ca/mccss-journey-belonging-choice-inclusion-developmental-services-reform-framework-en-2022-04-08.pdf">https://files.ontario.ca/mccss-journey-belonging-choice-inclusion-developmental-services-reform-framework-en-2022-04-08.pdf</a></p> <p>Thank you for the great work you have done to date and we look forward to following this journey.</p>	<p>Multi-Year Plan update that will be brought forward to Council in the summer.</p>
3.	<p>Would be interested to learn about accessibility at the Oakville Centre for the performing arts, no elevator for</p>	

	patrons, only 3 wheelchair seats in the back row. Performers with accessibility issues cannot even get up on the stage!	
4.	This plan feels very light. It feels like it has been copied and pasted. How is it specific to the Town of Oakville? How do you define diverse communities and underrepresented groups in Oakville? There is nothing specific here around people with disabilities? What training is provided to rec staff for instance in working with kids with disabilities? What programs exist and what gaps are there? What is the library doing in this area? This plan is do generic, it is not going to make inroads at all.	
5.	Are you aware that there is a need to accommodate for mental disability and stress related not just physical accessibility. Amd first the on condo cao is Not in sync with the Hrto when it comes to emotional support animals and the more invisible disabilities. In fact it appears there are two different venues for related cases to be heard and it depends on the agenda of the plaintiff which portal may better suit their agenda. Eg bully condo boards would trend to the cao s cat. Whereas the natural person if they are wise should trace to file a complaint at the Hrto There is very little awareness of issues for those who have mental stress related injuries and board approach As for service and esa animal tenants have more protections and rights than condo owners. Were you aware of this ?	
6.	There seems to be very little in this document to address including people with disabilities! According to your report, at least 22% (as of 2017) of the population has a disability - since Covid, this could be even higher. The one bullet point that seems to include people with disabilities is very vague, and has no timeline attached ("Reduce barriers to access programs and services"). I would like to see specific actions that the Town will be taking to improve accessibility of Town	

	<p>facilities, events, and services, including timelines and reporting on progress. It would also be good to know the Town's progress on AODA compliance.</p>	
7.	<p>Please make accessibility parking free in downtown Oakville so we can access stores.</p>	
8.	<p>It's a great initiative, and thank you for involving the community for feedback on IDEA multi-year plan!</p> <p>It's nice to see the town's commitment to fostering IDEA practices. While the industry is increasingly adopting equity, diversity, and inclusion (EDI) policies and practices, accessibility practices often receive less attention, and that's what I notice in your plan and goals as well. The IDEA term has been used a lot in the plan; however, I'd recommend having focused goals on each dimension (I/D/E/A).</p> <p>I am passionate about fostering an inclusive culture where everyone can thrive. I'd be happy to contribute if you are looking for community partners' engagement.</p>	
9.	<p>This forum is a great idea. Is it possible to have restaurants, hairdressers accessible to people in wheelchairs?</p>	
10.	<p>Is this being considered as well for inclusivity ?</p> <p>Dementia-friendly tourism is on the rise—here's why it's so important The novelty, exercise, and socialization of travel can benefit many of the world's 55 million people with dementia. Some destinations are beginning to cater to them with sensory trails and "memory cafés."</p> <p>Read in National Geographic: <a href="https://apple.news/AhmosUP7XTqG0aP-2bfRSRA">https://apple.news/AhmosUP7XTqG0aP-2bfRSRA</a></p>	

**5. Theme: IDEA is a waste of tax dollars and resources.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	Stop wasting taxpayer dollars on these nonexistent issues and start building more homes instead.	No changes to the final plan.
2.	There are far more urgent and better ways to spend tax dollars. We are already the most inclusive country in the world, and the GTA is its hub. Stop wasting time and resources this way	Establishing the IDEA Multi-Year Plan does not take away from the program offerings and service delivery the town provides. IDEA infuses a lens to enhance the planning and implementation of our offerings and delivery by supporting our diverse workforce and community.
3.	Please stop wasting tax dollars on this garbage.	
4.	I hope this community feedback section isn't simply a rubberstamp exercise. Many, many of my neighbours feel as I do that DEI is both a waste of valuable resources for municipal council and more importantly, an affront to Canadian values. There IS NOT a systemic discrimination problem in Oakville and we do not need a system to address a problem that doesn't exist. I am staunchly against reverse racism in any form. Stop this madness.	While not everyone will agree on the need or merits of IDEA work, the town is committed to Community Belonging identified as one of the four key strategic priorities in <a href="#">Council's Strategic Plan and 2023-2026 Action Plan</a> . To progress on this strategic priority, Council's 2023-2026 Action Plan includes an initiative to develop and IDEA Multi-Year Plan.
5.	I consider the development of this plan a GROSS waste of scarce community resources. Granted a politically incorrect statement. Consider giving residents a choice between developing and implementing such plan, and NOT doing so but lowering the property tax	Both Council's Strategic Plan and 2023-2026 Action Plan and the <a href="#">draft Inclusion, Diversity, Equity and Accessibility Multi-Year Plan 2024–2028</a> were developed with input from many sources.
6.	Stop wasting taxpayers money on this racist garbage. We want a meritocracy. You are the lowest tier of government, just focus on providing services to the residents, not this woke rubbish.	Council's Strategic Plan and 2023-2026 Action Plan was developed with input from extensive stakeholder engagement and community consultation; global scan on municipal trends and best practices; community profile of Oakville; Council and staff input, and other reviews.
7.	Please stop wasting our tax dollars on useless consultant reports like this. The statistics reported clearly show there is no problem here, with overrepresentation in some groups and under in others. I am appalled the town would waste money on this meaningless drivel, when there is no evidence that this has ever been an issue.	

8.	<p>After watching some of the budget discussions in town council at the end of last year, it became clear how many really important projects there are that the town would like to undertake, and how limited funding is. This initiative would not rank very high on my priority list. Making sure everyone is included &amp; welcome is great, I just don't think it's worth investing a lot into given all the other priorities of the Town. Certainly when it comes to things like renaming streets/landmarks, it just doesn't feel like a priority for a lot of people. For example, see CTV news on how 72% of people don't support renaming yonge-dundas square (given the costs). That doesn't mean anybody supports whoever the guy was or what he did; we just have enough other stuff to worry about in our lives. It seems misguided to invest our effort into something that nobody really devotes any time worrying about anyway.</p>	<p>The <a href="#">draft Inclusion, Diversity, Equity and Accessibility Multi-Year Plan 2024–2028</a> was developed with input from a current state inclusivity assessment detailed in the staff reports of <a href="#">August 9, 2022</a> and <a href="#">December 18, 2023</a> which included community and staff consultation, review of community and staff demographics, global benchmarking evaluation, and research of best practices among other actions.</p>
9.	<p>Want to ensure that there is real action/culture change/positive change vs. talk and lip service. Hope that when we spend tax dollars on this, we are making meaning actions, or the plan is a waste of tax dollars.</p>	

**6. Theme: Truth and Reconciliation issues and considerations.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	<p>Thank for sharing this multi year plan with HCDSB. In section 3.1 Community, Government Relations and Corporate Social Responsibility am curious as to who in the Indigenous Community have you consulted with?</p> <p>There is a lot of ambitious goals around TRC that should be guided by people who are experienced and have done this work already in the community. How closely has the Town of Oakville worked with the Indigenous Consultant and the team</p>	<p>Changes will be made to the final plan under 3.1 Develop a Truth and Reconciliation Action Plan to include review of the National Truth and Reconciliation Commission's Call to Actions for municipal governments, and to add training for staff.</p> <p>The town recognizes that any goals and plans around Truth and Reconciliation should be guided by people who are experienced and have done this work, and</p>

<p>at Halton Region? Has Mississauga's of the Credit First Nation been consulted?</p> <p>It is important to work with the people who have the support of the traditional territory holders and have a respectful working relationship. There maybe a need for a vetting process to be in place and to be able to guide the process. We are always challenged with people who say they are Indigenous and later find out that they are not. We call them Pretend Indians and it is a huge problem in Canada. Be wary of who you engage with and insure there are guiding questions and proof of Indigenous Identity.</p> <p>At first glance it would be important to infuse Indigenous Perspectives throughout the document so that community knows this part of our collect history is important. We do not consider First Nations, Metis and Inuit to be part of the equity and inclusion diaspora nor included in the Multicultural Act. We are protected in the Constitution Sec. 35 as separate people with own laws, language, customs, politics etc.</p> <p>I am more that happy to have a further conversation and to consult with the Town of Oakville in a meaningful way. Let me know how I can be of assistance.</p>	<p>that it is important to work with the people who have the support of the traditional territory holders and have a respectful working relationship. We understand that it is important to ensure engagement from the Indigenous community come from Indigenous people.</p> <p>In terms of the development of a Truth and Reconciliation Action Plan for Oakville, we plan to draft the plan in collaboration. We want to learn from others such as the cities of Toronto and Mississauga to ensure the plan is appropriately scoped and resourced. We understand the City of Toronto's Reconciliation Action Plan was developed over three years with input from First Nations, Inuit and Métis community members, organizations, Elders, Knowledge Carriers, youth, and Indigenous employees and allies in the Toronto Public Service. The Town of Oakville would take a similar approach to engage the Indigenous community broadly and where possible, in partnership with Halton Region and the local Halton municipalities.</p> <p>In terms of the land acknowledgment, the town will re-visit it to ensure the town is continuing to align with it, and to ensure consistency in its use.</p>
<p>2. Considering the town already has an approved land acknowledgement I'm guessing the 2026 date is just a re-visit? Training on the use can be provided from one of our contacts.</p> <p>2026-27 to just start on the action plan or to have a first draft of it?</p>	<p>In terms of the development of a Truth and Reconciliation Action Plan, the 2026-2027 timeframe is to review initiatives already completed, in progress or underway; to engage the community; and to start to draft the plan. As mentioned above, we also want to learn from others such as the cities of Toronto and</p>

<p>3.</p>	<p>Miigwech for sharing with MCFN as I know that the Town of Oakville has taken many opportunities to connect and build a positive working relationship with us.</p> <p>Feedback overall is brief:</p> <p>I see that you have included as part of the goals a development of a Truth &amp; Reconciliation Action plan for 2026 on onward. This is a great goal to work towards, I think what would strengthen your document would be its own dedicated section on the how and why this is important for the town and how this can create a positive impact on Indigenous agencies and First Nations. You may consider including any issues that the urban indigenous population in Oakville is experiencing, identify resources readily available that the city has to support. It could also identify next steps in current projects the town has already undertaken with First Nations. It may also include areas such as reconciliation in business, consultation, parks and significant historical sites for the treaty holders. You could also mention employment opportunities and the value of having Indigenous experience help guide the internal work in Oakville.</p> <p>Of course with further engagement and consultation you will flush out more areas to include.</p> <p>If you have any questions I'm happy to have a chat. Miigwech for the opportunity to review and provide some input.</p>	<p>Mississauga to ensure the plan is appropriately scoped and resourced.</p> <p>For the comment on accessibility, changes will be made to the final plan under 3.1 Update the 2018-2023 Multi-Year Accessibility Plan to new 2024-2029 plan to include highlighting advancements and initiatives the town has pursued and reporting annually.</p>
<p>4.</p>	<p>If your organization honoured their Truth and Reconciliation and put that first on the list everything else would fall into place.</p> <p>From my understanding this organization has many years of</p>	

	<p>trying to get things right. I'm not sure the plan under the leaders will get things right. A healthy plan begins with healthy people who believe in equity diversity and inclusion.</p> <p>Also, can someone please rewrite the Mayors opening for the meetings. It is quite disturbing</p>	
5.	<p>Under 3.1 I strongly urge the mention of efforts to “review the commitments to the to the National Truth and Reconciliation Commission’s Call to Actions for municipal tier governments if not all recommendations for all levels of government”.</p> <p>Similar to that the Town of Oakville should be recognized for going above and beyond by remediating the built-environment, not only meeting the AODA for new construction which is a major critique in this <a href="#">4<sup>th</sup> review of the AODA by Rich Donovan</a>. I hope we can highlight this in the Multi-year plans for all this good work. A lot of municipalities have not renovated the built environment as only federally-regulated entities must do so.</p> <p>Maybe by the Town by implementing a few initiatives, like training for new hires on the facts about Inuit, First Nations and Metis people (that they do not get free government money etc), adopting UNDRIP and installing a permanent memorial for residential school students and their families would show the commitment to inclusivity by mentioning that they will be reviewed over the years.</p>	
6.	<p>What an opportunity to listen and learn (with an EDI lens) from the outpouring of pain and grief expressed by folks in your community at the town council meeting. But no, you silenced them and denied them their right to speak.</p> <p>DELEGATES ON THE AGENDA.</p>	

<p>Please stop doing the performative land acknowledgment. It's such an insult when you can't do the meaningful (and yes, uncomfortable) work behind reconciliation and EDI. Just be the COLONIZERS you are. Own your supremacy because the hypocrisy of what we're seeing is violent and re-traumatizing to we, who identify as HUMANS.</p>	
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**7. Theme: The IDEA Multi-Year Plan is light, performative, and not measurable or results-oriented; it is not ready to move forward.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	<p>I read the material with interest but ended up disappointed. It's full of aspirational language, consultant-speak, verbs like "develop," "communicate," "clarify." There are references to metrics, benchmarks and the like, in other words it's a plan for a plan, and I'm concerned that the whole thing has to take so long. It really does appear written to demonstrate virtuous attention to the subject matter but it feels empty of substance and left me with no hints of how things will change and what will actually happen.</p>	<p>No changes to the final plan.</p> <p>The language used to describe the actions do include words like Develop, Communicate and Clarify which are intended as verbs. They are actions to be completed and have associated timelines for accountability.</p>
2.	<p>This is all a great start! But do think this plan is not ready for the Town of Oakville. The town has recently demonstrated it is not equipped to deal with DEI issues and nowhere in this plan does it outline hiring resources/experts to guide all the training, rollout, event planning etc listed. It's another checkmark for the town, performative in nature, and shows no goodwill to the marginalized communities it seeks to support.</p> <p>Come back to the community when this plan has the teeth it needs to make a difference in the predominantly white system it seeks to change.</p>	<p>The progress made on the plan will be reported and published annually, as indicated in the plan, with emerging best practices and academic research / perspectives / studies related to IDEA, to ensure the plan and actions are rooted in research and best understanding of modern IDEA principles in recognition that this is a dynamic space.</p> <p>Also included in the annual report will be an update on progress against the 2016 Global Diversity, Equity and Inclusion Benchmarks: Standards for Organizations Around the World (GDEIB). GDEIB is a framework to</p>

3.	<p>I noticed a definite lack of urgency regarding Truth and Reconciliation action items, not commencing this section until as late as 2026. This is concerning since we know that Canada is not making significant progress in this area. I would like to see earlier action items in this section.</p> <p>I see action items and timelines, I see no goals, no objectives and no desired results indicated. This worries me as the focus can easily become ensuring action items are completed as opposed to the more desirable focus on results being achieved.</p> <p>Oakville is not currently a Town where everyone feels included and welcome. Our delegates and the Palestinian community were made to feel very unwelcome by our Mayor in particular at the December and January meetings in relation to matter number 10.1 on the agenda. We must define what outcomes we are seeking to achieve with IDEA, if it is not to become, as I fear it will, a performative exercise.</p>	<p>benchmark diversity and inclusion progress; it provides practices, policies and actions; and measures diversity, equity and inclusion work to the highest levels of diversity work in institutions around the world. The GDEIB's framework takes a holistic approach in assessing an organization. In addition to the GDEIB, the town is also measuring the percentage of residents who identify a sense of belonging with the community, employee turnover rate and the town's workforce demographics compared to the Oakville population for underrepresented groups. Benchmarking and tracking measurement are included as actions in the IDEA Multi-Year Plan.</p>
4.	<p>What is the out of pocket cost/budget to complete this plan and what are the tangible cost benefits identified as the return on investment of this project?</p> <p>There seems to be a lot of time in the outline explaining the Deloitte study findings, but little to no data confirming what is actually happening in Oakville, for instance, under Engagement the document outlines that this policy will improve absent days, turnover etc. my comment is what are the current absent days as a % of work days and what will the target be once this plan is in place? Same with turnover- what is the current turnover % at the town, and what is the target after the plan? Who leaves a defined benefit pension plan these days anyways?</p>	

<p>As far as Organizational Performance - how is this measured now, and how will it be measured after? The Town isn't exactly a very productive place to begin with based on my personal dealings with the town, happy to provide examples if necessary...how will productivity improve exactly after this plan is implemented? Improve Customer Service? Again, how do you measure now, what are the numbers and how exactly will they improve?</p> <p>Seems to me this is a bunch of work with no real measureable outcomes that your customers (us taxpayers) are paying for. It feels like an internal project to tick a box to be able to say something is in place for those who are looking for special treatment and to hide from accountability.</p> <p>My last comment is this- is this a bottom up project determined by council based on feedback from employees through surveys and one on one reviews, or is it a top down driven agenda to try and convince voters that the council is busy doing something that they deem important.</p> <p>Without clear deliverables, which have not been shared, I cannot think this is anything more than a waste of taxpayer money, town staff time and energy. And will not improve anything about Oakville as a place to live.</p>	
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**Theme: General – comments that are different than those grouped by theme.**

	<b>Comments</b>	<b>Outcome and town staff response</b>
1.	Inclusion, Diversity, Equity (I.D.E) are all fantastic ideas / goals and I absolutely applaud the effort and vision. While there's a whole lot of programs similar to this, until the structures that foster and entrench negligent and institutional	No changes to the final plan.  Establishing an IDEA Multi-Year Plan provides Council, staff and the community with a coordinated

	<p>racism and discrimination is addressed the objectives / goals will largely be paper objectives. When schools start to organize graduation ceremonies with colored people in mind when choosing decoration for the venue or staff at the city of Oakville stop treating residents with a different skin color with disdain then we would have only just started the journey to I.D.E.</p>	<p>commitment to review programs, services, policies, and projects using an inclusion lens. Specific actions related to training initiatives for leadership and staff are also included in the plan.</p> <p>The town does not condone negative comments or treatment by staff to any member of the community. The town has a <a href="#">Customer Service Complaints and Compliments Procedure</a> that outlines this commitment. If experienced, complaints can be made online through the town's <a href="#">customer service feedback form</a>, email <a href="mailto:service@oakville.ca">service@oakville.ca</a>, telephone 905-845-6601, mail 1225 Trafalgar Road, or in-person.</p>
2.	<p>Elimination of nepotism hiring practices at the municipality of Oakville must be in the list. E.g , telling my son that the Oakville transit job has been offered to someone else who has experience. What experience? In fact my son had done two similar jobs prior to applying for transit Van scheduling position.</p> <p>The multi year plan must reflect reality, real community situation. What I and my family can't stand is the Political rhetoric used on paper for the town to look good when in actuality, systematic racism goes on.</p> <p>As a tax payer I am watching to see the multi year plan implemented fairly and solutions achieved.</p>	<p>No changes to the final plan.</p> <p>Actions related to policy and procedure review and hiring and promotional process with an inclusion lens are already included in the plan. Also included is an annual progress update to Council and the community.</p>
3.	<p>Yes! I agree I believe in diversity and inclusion. But my son graduated from Sheridan college electrical engineering tech and we contacted the ministry to set up apprenticeship hours recording. From our view the ministry is spending lots of time to bring in foreign workers for the trades... my son was laid off this summer and he has had one interview and nothing else... Canadian educated young people are left behind even</p>	<p>No changes to the final plan.</p> <p>While we cannot speak to the practices of all levels of government, the Town of Oakville's approach to IDEA is to ensure that everyone has a fair chance based on merit, not to replace meritocracy. It is about providing equal opportunities for all to achieve based on their merit.</p>

	for trade jobs. This needs to be addressed by all levels of government...	
4.	<p>I am the chair of the Oakville Palestinian Rights Association. I had spoken to Jorge, as well as my councillor, and they had mentioned to send along these resources in order to be referenced with the upcoming inclusion, diversity and accessibility plan.</p> <p>I've attached our resource that includes several reports and links to credible sources for further information, but the main two articles are posted below.</p>  <p>OPRA Schoolboard Resource FINAL.pdf</p> <p>The Arab Canadian Lawyers Association has created <a href="#">this document</a> for naming Anti-Palestinian Racism and how to apply it within equity, inclusion and diversity policies.</p> <p>The Jerusalem Declaration has <a href="#">this updated definition</a> of Anti-Semitism to combat the IHRA definition that has faced significant backlash since its release.</p> <p>As mentioned to Jorge and Jonathan McNeice, our organization is more than happy to help with any consultations, or workshops to facilitate anti-Palestinian racism awareness. I know the sensitivity of the issue can cause discomfort and I feel that creating a safe space for all levels of staff to process the information at this time is very important.</p>	<p>No changes to the final plan.</p> <p>The information and articles will be shared with staff as appropriate.</p>
5.	I enjoyed reading this document. As a long time Oakville resident and taxpayer I would like to provide some feedback.	No changes to the final plan.

<p>One observation with this report has to do with its “volume” and associated cost of production from an outside consulting firm.</p> <p>Like Ottawa, consultants fees are a cause of concern for Taxpayers.</p> <p>Given Oakville size, I would suggest Town staff could write a report to address this important matter at considerably less cost.</p> <p>Additionally, I would suggest this IDEA initiative inform Taxpayers of an appropriate annual cost allocated to this important issue.</p> <p>Maybe some % of Total Oakville Revenue or budgeted allocation.</p> <p>As you can appreciate, with the recent 4.5 % increase in Taxes for 2024, Taxpayers would hope funding for such initiatives as IDEA and other worthy initiatives are transparent in costs to taxpayers and approved by council.</p>	<p>Given the very important and highly complex nature of IDEA, staff partnered with CCDI Consulting Inc. for their expertise in diversity and inclusion in both public and private sectors. Total cost for support from CCDI Consulting Inc. for conducting a current state inclusivity assessment and development of the draft IDEA Multi-Year Plan was \$100,000. The funds were approved as part of the 2022 budget.</p> <p>Staff plan to assess the first year of implementing the plan and will identify any resource needs in the 2025 budget which follows an open and transparent process including seeking public input.</p>
<p>6. First let me take the opportunity to thanks and congratulate you and team on taking up the important task.</p> <p>A few observations if you can incorporate.</p> <p>1. Training: I saw a lot of emphasis on leaders training. The leaders training should explicitly cover training of community members, leaders of community services including police, firefighters, healthcare professionals and educators including early learning educators and primary and secondary</p>	<p>No changes to the final plan.</p> <p>1. Training: Training is an integral part of the success of this plan. Over the duration of the plan we will be providing training to all town leadership as well as staff at all levels of the Town of Oakville organization which includes firefighters. The other agencies listed are not under the town’s authority and would provide their own training based on their organization’s specific needs.</p>

<p>education. In no way city funds should be spent on training town leadership beyond a specific %age say 5%.</p> <p>2. Inclusive Sports Facilities: As we get on the inclusion journey, can we focus on providing inclusive sports facilities representing the city population. I could not spot a reference to this e.g more badminton, cricket facilities etc.</p> <p>3. Inclusive Festival Celebrations: can we please specifically call this out that the city to celebrate diverse cultural festivals more visibly e,g Eid, Ramazan or Diwali.</p> <p>4. Any targets to achieve diversification in Town admin?</p> <p>5: A grievance address system if a member of the city feels or experiences being excluded.</p>	<p>2. Inclusive sports facilities: The town aims to provide a diverse range of recreation (including sports) and culture facilities, programs and services to support the Oakville community. Some of the offerings include: three levels of badminton, pickleball, Bollywood dance, Zumba, yoga and more. All of the town’s natural grass sports fields are available for rent to play cricket. The new Sixteen Mile Sports complex will include a cricket field and be open in spring 2024. Further, many town-lead events such as Family Day in February offer cricket for free. Staff are always reviewing community needs and adjusting offerings to support diverse community.</p> <p>3. Inclusive festival celebrations: The town is developing a Special Events strategy which will review, among other components, multicultural events. The strategy will be developed throughout 2024.</p> <p>4. Targets to achieve diversification in Town admin: The town is not setting hiring targets but will continue to measure the diversity of staff through our voluntary staff survey. Instead, the town is working towards creating greater diversity and inclusion of staff by focusing on inclusive leadership, inclusive behaviours, and meaningful initiatives to support this.</p> <p>5. A grievance address system if a member of the city feels or experiences being excluded:</p>
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		For town employees, mechanisms are in place under our Respectful Conduct policies and procedures to address concerns
7.	<ul style="list-style-type: none"> <li>• The plan’s focus on centering EDI as an economic benefit, versus its inherent virtue appears contradictory to the tenets of IDEA, given many marginalized communities are often excluded due to economics and are much more valuable than their weight as employees or taxpayers.</li> <li>• The plan should specifically outline how it aims to commit to the 94 calls to action in the TRC, in addition to collaborating with the indigenous community. Any collaboration should be reciprocal, and the town should carry it's weight in advancing justice for indigenous people (especially given how much research has already been done and is readily available to the public) and not always expect those communities to take the lead.</li> <li>• The plan does not make mention of anti-racism in general, and more specifically anti-black racism and anti-palestinian racism, given world events highlighting their importance such as the Black Lives Matter movement, and current Genocide in Gaza. These communities are particularly marginalized in this current political climate, and the Town should make it a point to focus efforts (including anti-racism training) in these areas.</li> <li>• As an aside, the most recent Town Hall shows how much IDEA values and training are needed in the town, with the Mayor (arguably the most symbolic representation of the town) contributing to negative stereotypes, inflammatory speech, silencing of marginalized voices, and displays of White fragility.</li> <li>• The plan lacks specifics around the types of training, education, and cultural competence skills that are being</li> </ul>	<p>No changes to the final plan.</p> <p>We are establishing an Inclusion, Diversity, Equity and Accessibility (IDEA) Multi-Year Plan to coordinate our commitment to this work. While the town has been planning and implementing IDEA initiatives for 20 years, we know that a formal plan to build on the work will better support the community and staff in our shared goals for community belonging.</p> <p>We commit to proactively working towards Council’s vision for a vibrant and livable community for all; one where community belonging is at its core to ensure all residents engage in a fulfilling community life that is built to support wellbeing.</p>

	<p>targeted. It is important that a diverse array of literature be reviewed, especially literature written by People of Colour and marginalized backgrounds to properly advance this strategy.</p> <ul style="list-style-type: none"> <li>• I would add to this, that a reflective component is critical as the Town and its employees engage IDEA, and must be a part of the training (ex. Self-reflections, journaling).</li> <li>• The strategy does not indicate how it aims to measure its EDI goals in relation to benchmarks set by community members.</li> <li>• For example, as a Latinx Oakville citizen, who is married to a Chinese Canadian and has a child of Chinese descent, I believe it is immensely important that my family and others, be provided with regular opportunities for providing feedback on the Town’s metrics for IDEA and if they are being met. The centering of local marginalized voices is critical for answering the questions of ‘who is in the room? Who is trying to get in the room, but can’t? Have everyone’s ideas been heard and taken seriously? Is everyone feeling valued and safe?’.</li> </ul> <p>Finally, a granular point given my own background. As the town moves forward, I kindly ask that the town use empowering terminology for all its citizens. For example, as a Latinx Oakville member, I prefer the term Latinx to Hispanic (given the latter serves to erase my Mayan indigenous and Afro-Latino heritage). Words matter, and it is critical the town engage in careful dialogue to avoid using terms that uphold colonial and white supremacist values.</p>	
8.	<p>As a community member, I feel this is a perfect time for the Town to assess its standing on inclusion, diversity, equity and accessibility. The town has been selective in engaging the community and, thus, at times, failing to recognize the skills and talents of members of the community or their</p>	<p>No changes to the final plan.</p> <p>We are establishing an IDEA Multi-Year Plan to coordinate our commitment to this work. While the town has been planning and implementing IDEA</p>

<p>contributions to the town. Several community members are hesitant about engaging in town matters as they feel unwelcome.</p> <p>It's essential that community members feel valued and respected within Town settings, and a clear definition of diversity is required for different settings.</p> <p>I am excited to observe that Goal 1.2 covers leadership training and look forward to seeing a shift in the leadership model, especially in cultural competence. I believe this may create a positive impact on the community. It is never about certification as it is about practice.</p> <p>My concern is: How would, as a community, we feel the change? What are the markers?</p> <p>What would the town do to engage us in the process? What evidence can be provided in terms of engagement? How will the evidence be communicated?</p> <p>How would we be consulted? How would they communicate with the community in a relevant manner?</p> <p>The real goal would ideally be to bring out the humanity in people. However, humanity is not lip service; it's not trainable. You don't need schooling, charts, and surveys to assess your humanity.</p> <p>The training is needed to express that humanity and verbalize your intent so that no human feels marginalized, dehumanized or unable to access basic needs. Respecting</p>	<p>initiatives for 20 years, we know that a formal plan to build on the work will better support the community and staff in our shared goals for community belonging.</p> <p>We commit to proactively working towards Council's vision for a vibrant and livable community for all; one where Community Belonging is at its core to ensure all residents engage in a fulfilling community life that is built to support wellbeing.</p>
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	and understanding humans as they are is crucial for sustaining human dignity.	
9.	WOW – I get the e-mail requesting feedback on January 30th at 10:15 a.m. and it asks for me to respond by January 31st. Sounds to me like everything is already “cast in stone”.	<p>No changes to the final plan.</p> <p>The feedback period took place between December 19, 2023, to January 31, 2024. Information was shared in many ways, both in advance and during the comment period. The communication methods included: through the Council meeting on December 18, 2023, town website, town social media channels, emails from staff to residents’ associations, community groups, and residents who expressed interest. Several issues of the Mayor’s e-newsletter in December and throughout January also included information about the draft IDEA multi-year plan and how to provide feedback.</p>
10.	The Plan looks good. One suggestion would be that in addition to the Recruitment goal, the Town to complete a comprehensive Employment Systems Review (ESR) for all of the HR and related policies. Review Training, Onboarding, Upward Mobility, Organization Culture and Accommodations and Accessibility. The Town employees may also benefit from Employee Support or Resource Groups. Thank you for the opportunity to comment.	<p>No changes to the final plan.</p> <p>These components are currently incorporated in the multi-plan (e.g.: a review, update and introduction of policies and procedures using an IDEA Lens under Goal 1.3 IDEA Structure and Implementation, training is noted in 3 of the 4 goals; talent mobility is noted in 2.2 Advancement &amp; Retention, Accommodation and Accessibility in 2.3). ESR/G’s are being contemplated in 1.3 in defining roles and determining support.</p>
11.	As a newer resident of Oakville I really am happy to hear about this new effort to engage the community. As a former Canadian Ambassador I have some intercultural experience including in Africa Central America, Eastern Europe and the Middle East.	<p>No changes to the final plan.</p> <p>Most suggestions are included in the plan or have been implemented by departments. Others will be considered as we delve into the specific tasks under the actions.</p>

I think the most important element in promoting diversity is to educate people. I am not speaking about formal classroom education (although progressive school curriculums can be an important element). But bringing people together through cultural events: food, film, music art etc

But what you have to avoid is having events which are not mixed. You don't want only Greeks going to the Greek souvlaki night. So look for interesting connections: UK and India given how Indian food has influenced the UK, or Israeli, Lebanese and Syrian food.

Try to have films with speakers who can inform Oakville residents about the history of the various communities who now live-in Oakville.

Maybe you could develop an online site which provides the cultural history of the various ethnic communities including indigenous who live in Oakville.

Maybe sponsor a joint peace park project. Have people come out to help build various symbols of peace from different cultures: a totem pole or Inukshuk where we watch but also help and listen to indigenous artists.

A beautiful tiled wall or fountain by Iranians and other Middle Eastern community members. Etc etc

And instead of a Help Line - a line of understanding. When community members don't understand various cultural rituals, or values that seem to conflict with Oakville values they get advice from experts.

A number of the initiatives mentioned are in place and we will continue to build on this work. A sampling is included below, with full details on [oakville.ca](http://oakville.ca).

- In February we celebrate [Black History Month](#) with events at the Oakville Centre for the Performing Arts, Oakville Museum, Queen Elizabeth Park Community and Cultural Centre, and Oakville Public Library. In addition to exhibits all month
- Free movies in the park throughout the summer
- Free Culture Days celebration during September and October. Oakville was ranked first overall in the [Culture Days 2023 Top Participating Communities Listing](#)
- At Tannery Park, there are two concrete peninsulas providing panoramic views of Lake Ontario and surrounding area with a First Nations history wall depicting a timeline of First Nations settlements in the area, and a First Nations Moccasin Identifier gathering circle



- At Iroquois Ridge Community Centre, we have a beautiful garden, honouring the One Dish covenant. The One Dish garden was guided by Grandmother's Voice with design by Miinikaan ('the seed' in Ojibwe), Indigenous consultants and allies

<p>We need more public space where people can gather if we are to breakdown the walls between various diaspora.</p> <p>I look forward to working with you on initiatives that csn help make Oakville an even more inclusive community.</p>	<p>whose gardens invite curiosity and demonstrate Indigenous agroecology teachings. The plant combinations provide a habitat for bees and butterflies as they move and migrate. The Indigenous names of each plant are highlighted on the garden signage to increase awareness.</p> <ul style="list-style-type: none"> <li>• At Town Hall, there is a <a href="#">Canoe Garden</a>, a special ArtHouse partnership with Halton Environment Network. Kayanase Greenhouses on Six Nations and the Town of Oakville’s greenhouse team. The garden includes pollinator plants and is registered on the <a href="#">Butterflyway</a> to ensure a healthy habitat for butterflies and other pollinators.</li> <li>• At the Thomas and Church streets intersection, there is an orange crosswalk and a permanent interpretive sign. The crosswalk was painted orange in honour of children of the residential school system.</li> <li>• The installment was done in consultation with the Mississaugas of the Credit First Nation. At the intersection, there is also a utility cabinet cover in a Moccasin Identifier Project design which features four moccasins representative of the four linguistic groups in Ontario.</li> <li>• The Town of Oakville also sought guidance from local Indigenous leaders, including Grandmother's Voice, to learn more about this lands treaty history and celebrate the active agreements these treaties seek to protect. The result is a <a href="#">series of public conversations</a> about practical directions and best practices relating to the Truth and Reconciliation Commission’s Calls to Action.</li> </ul>
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		<ul style="list-style-type: none"> <li>• There are three rainbow crosswalks along Lakeshore Road.</li> </ul> <p>The town is also currently working on its events strategy which will also support community belonging.</p>
12.	<p>The painting of the inclusion has two Muslims in it but no Hindu no Jew and I don't see a black either. This picture should be taken down immediately as it marginalizes people that are not included in the painting, and your whole ideas inclusivity this is very culturally insensitive.</p>	<p>No changes to the final plan.</p> <p>The image of five people used on the town's website and social media platforms was intended to draw awareness and promote the draft IDEA multi-year plan. The image was not intended to represent only one religion or culture. Representation was meant to be inclusive and broad reaching.</p>
13.	<p>I went through this plan and found it to be comprehensive and well-thought-out. Congratulations! However, to better convey Oakville's ethnic and religious diversity, I suggest that the banner be improved. The image with 5 people of different ethnicity/religion. Why is the Muslim presence emphasized? I think the woman with hijab is appropriate, but not the religious man.</p> <p>Firstly, it is universally known that Muslim women wear the hijab. Non-Muslim religious women, Jewish, Christian, Hindu, etc., wear a completely differently looking headscarf.</p> <p>Secondly, I find the presence of the religious man in the picture provocative, because the poster excludes all other religions. Either all religions should be represented, or none.</p>	<p>Staff took into consideration representation of religion and culture, 2SLGBTQIA+ community, people of colour, different gender identifies, and size-inclusion.</p> <p>For example, the woman in the image wearing a head scarf/covering is not specifically a hijab. Nearly every religion, culture, and tradition at some point had religious head coverings. In present times, we most commonly see them on Orthodox Jewish women, Muslim women, Christian women and Sikh women.</p> <p>Comments on the image were taken under advisement and where there is opportunity to add to the image, staff will look into it.</p>

		
14.	<p>White people must be removed from positions of authority, including you. Your system of systemic oppression cannot be resolved with an superficial “IDEI” plan. Put your money where your mouth is and replace the white mid to high level positions with people of colour.</p>	<p>No changes to the final plan</p>
15.	<p>This is to implement the World Economic Forum's 2030 agenda!</p>	<p>No changes to the final plan.</p>
16.	<p>Humbly offering some advice...if you can help tackle the pitfalls this author notes we as a town will be far better off then all towns in Canada.</p> <p><a href="https://hbr.org/2022/12/the-failure-of-the-dei-industrial-complex">https://hbr.org/2022/12/the-failure-of-the-dei-industrial-complex</a></p> <p>Summary below taken from the Harvard article</p> <p>Despite the increase in organizations adopting DEI initiatives and the proliferation of DEI firms and practitioners, the big, poorly kept secret is that the majority of these initiatives are less effective than many make them out to be. On the one hand, there is a lack of standards, consistency, and accountability among DEI practitioners. And on the other, organizations keep asking for, and funding, interventions that don't work. This phenomenon that purports to end inequity but instead sustains it at great cost to marginalized populations is called the DEI-Industrial Complex. To end it, the author, a DEI practitioner, provides four actions for</p>	<p>No changes to the final plan.</p> <p>Suggestions have been considered and included.</p> <ol style="list-style-type: none"> <li>1. Identify DEI challenges before prescribing DEI solutions The town undertook a town-wide systems approach to developing the IDEA Multi-Year Plan and started with a current state inclusivity assessment to understand the specific needs of our community and staff. Staff presented the results of the assessment to Council and the public on August 9, 2022. The assessment directly informed the development of the town's draft IDEA Multi-Year Plan.</li> <li>2. Find the right specialist(s) The town partnered with CCDI Consulting Inc., an external organization who are recognized experts leading in diversity and inclusion. CCDI Consulting Inc. works with both public and private sector employers</li> </ol>

	<p>organizations and DEI practitioners to take: 1) Identify DEI challenges before prescribing DEI solutions, 2) find the right specialist(s), 3) measure not only inputs, but outcomes, and 4) have those doing the work inform the budget for it</p> <p>I can help with items 1 to 4 noted above.</p>	<p>and has specific experience with municipal government.</p> <p>3. Measure not only inputs but outcomes The presentation by CCDI Consulting Inc. on the town's draft IDEA Multi-Year Plan at Council's meeting on December 18, 2023, outlined the desired outcomes of the plan by each of the four strategic goals (insert link)</p> <p>4. Have those doing the work inform the budget for it Staff plan to assess the first year of implementing the plan and will identify any resource needs in the 2025 budget.</p>
17.	<p>Every day Oakville gets further from the things that once made it nice. You are going to cram ant car high density and political correctness down our throats. Developers care nothing about zoning so they ruin existing neighborhoods. You are just going to make another Mississauga / Brampton and look back wondering why our quality of life went down.</p>	<p>No changes to the final plan.</p>
18.	<p>I am writing to you as part of your campaign to garner feedback regarding the Town's draft Inclusion, Diversity, Equity and Accessibility (IDEA) plan. Thank you, first of all, for the opportunity to provide feedback. My collection of thoughts below is a combination of feedback as well as questions to help me understand better what the IDEA plan means for Oakville staff and citizens.</p> <p>Firstly, I noticed that that in the methodology section of the draft plan (p. 5), there was no mention of investigating any published research that counters Diversity, Inclusion and Equity (DIE) ideologies and practices. It is often common when using a critical lens in policy development to look at</p>	<p>No changes to the final plan.</p> <p>As indicated in the staff report, inclusion, diversity, equity and accessibility are areas that are not always easy to address, the matters are often complex and have to be meaningful planned. There has been claim that IDEA does not produce successful results. It is important to note that new research addresses the importance of choosing the right approaches, that organizations saying IDEA is important is not good enough. This work can not be performative.</p>

arguments both for and against an organizational-wide program such as this one in order to mitigate against bias and investigate unintended outcomes. Was this done and if so, can staff please provide the references for the research examined that challenges DIE and what was the research team's response to it? I ask because I have spent considerable time examining this topic and generally have found two challenges against DIE common amongst the literature that I find difficult to reconcile:

1) Initiatives of DIE, including but not limited to diversity training, hiring quotas and other forms of affirmative action, have produced no statistically significant results with respect to productivity, institutional or organizational effectiveness, or staff success (Mac Donald, 2018; Mansur, 2011; Sander, 2004). In fact, all evidence I could find is that from the onset of DIE initiatives in the public sector in North America in the 1960s, more damage than any perceived benefit was ever recorded. Bradley Campbell and Jason Maning perhaps have the most comprehensive history of such initiatives and their effects on the American and Canadian public sector in their publication "The Rise of Victimhood Culture" (Campbell & Manning, 2018). There are several recurring types of incidents in that publication that can be immediately relevant to Oakville's IDEA plan to consider. For instance, in the 1960s and 70s in UCLA in California, the university administration decided to set a quota of hiring a certain number of Black tenure-track staff on its campuses. It was found out afterwards that this came at the expense of many Asian-American researchers who presented with stronger qualifications being denied positions in the name of "equity". Does adopting the IDEA plan at the Town of

The town's work on IDEA was not to support or refute the case for IDEA but rather to assess the organization (workforce), our community (residents, businesses, community groups, community organizations, residents' associations, etc.), and our policies and develop a course of action based on the assessment to ensure the town is well positioned to continue to deliver inclusive programming and that our internal practices align with our organization values. The actions that are in the draft Inclusion, Diversity, Equity and Accessibility Multi-Year Plan were driven from the assessment findings which were presented to Council on August 9, 2022. The staff report and appendices include the current state inclusivity assessment summary report.

We partnered with the Canadian Centre for Diversity and Inclusion Consulting Inc. who have done extensive research on IDEA which was brought together in the development of the draft plan. This is by no means an extensive list, but here are some readings:

- [Diversity matters even more: The case for holistic impact | McKinsey](#)
- [Delivering growth through diversity in the workplace | McKinsey](#)
- [Research on How Local Governments Manage Workforce DEI | icma.org](#)
- [SC 1995, c 44 | Employment Equity Act | CanLII](#)

There will be challenges when it comes to recognition as noted. The town will have to consider all the questions identified and scope the work accordingly.

<p>Oakville mean the same thing in terms of preferencing certain minority groups over other groups (whether categorized as minority or not) in order to present a more “equitable” ratio of staff? If so, have staff and Council investigated and acknowledged the effect on other groups as a result? And if so, will this be publicly stated in the final IDEA plan?</p> <p>Thomas Sowell also discusses similar negative consequences of DIE initiatives including diversity training in his publication “The Vision of the Anointed” (Sowell, 2019) where he also looks at public sector environments that could be relevant for Oakville to examine before committing to the IDEA plan. His perspective stems from the field of economics and he states that there are no true “solutions” but rather all initiatives of these types are trade-offs that come at the expense of other strategies. His historical examination posits that DIE initiatives are a way for the “Anointed” to adopt a self-righteous, virtue-signalling tool to judge people by the groups they are a part of (whether race or gender or whatnot) as opposed to individual merit. This interestingly directly contradicts what someone such as Ibrahim Kendi mentions in their texts arguing <i>for</i> DIE as way to remove identity group bias (Kendi, 2019). In fact, in examining the effects of DIE initiatives in public sector organizations in the US, Angela Sailor, vice president of the Feulner Institute at the Heritage Foundation (a Black American – not that it should matter) said that:</p>	<p>In terms of indicators, in addition to the two noted, the Global Diversity, Equity and Inclusion Benchmarks: Standards for Organizations Around the World (GDEIB) were used as a framework to benchmark diversity and inclusion progress. It provides practices, policies and action and measures diversity, equity and inclusion work to the highest levels of diversity work in institutions around the world. The GDEIB's framework takes a holistic approach in assessing an organization, and the town will measure against the global benchmarks with the goal to continuously advance through the five levels of progress. In addition to this, we are also measuring the percentage of residents who identify a sense of belonging with the community. This is a key community indicator (KCI) tied to Council’s Strategic Plan and 2023-2026 Action Plan. As part of Council’s Strategic Plan, we are also monitoring the employee turnover rate.</p> <p>The staff report and appendices from the December 18, 2023 Council meeting includes the assessment materials, findings, and the town’s Inclusion Lens.</p>
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“pervasive trends under the guise of equality makes diversity training in government, and corporate America, and schools, destructive, divisive, and harmful.” (Sailor, 2019).

So again, the question becomes: What evidence of efficacy and effectiveness are we basing our DIE initiatives on? Is it one of true scientific research and logical reasoning or that of simply following what everyone else is doing due to social pressure in order to meet modern standards of morality?

2) The second challenge I struggle to reconcile, and perhaps your team would be able to help if your research discovered otherwise, is that DIE ideology at its core, and as is affirmed even by its own creators and pioneers such as Foucault and Lyotard in the 1960s (who invented Post-Modernism) and their more contemporary students Richard Delgado and Kimberlé Crenshaw in the 1990s (Hazony, 2022; Kendi, 2019; Pluckrose & Lindsay, 2020), is a Neo-Marxist belief system employed through a Post-Modernist lens; i.e. It requires the adoption of a Neo-Marxist framework of thought for participation. It goes without saying that applications of Marxism and Neo-Marxism in the 20<sup>th</sup> and 21<sup>st</sup> centuries respectively have resulted in nothing but absolute destruction of life and society (perhaps two of the most obvious examples are Ukraine in the 1930s under Soviet rule and Venezuela in the 2010s). Therefore, the question becomes: does adopting a DIE plan such as the proposed IDEA an implicit or explicit adoption of the Neo-Marxist beliefs that gave rise to the values and mission statement in the plan?

And if not, how can we separate the values in our plan from the very value-system they're based on?

Secondly, the draft plan mentions "unconscious bias" as a factor for applying IDEA in the workplace (p.3). Can your team share the references for the research you have conducted that supports this claim? From what I read, the evidence in fact, completely disputes the existence of unconscious bias (Bartels & Schoenrade, 2022; Gawronski, Ledgerwood & Eastwick, 2022). I have found that no statistical studies have been able to prove the existence of unconscious bias - or Implicit Bias as it is referred to in the literature as measured by the Implicit Association Test (IAT) – nor showed any statistical significance ( $P > 0.05$ ), but rather referenced only anecdotal research which is not a standard for population-based implementations - in this case such as an organizational-wide level DIE plan (Chin et al., 2023; Rezaei, 2011). Have you found differently? From my understanding, the scientific community has in fact stepped back from pushing the idea of unconscious bias so much that a group of researchers led by Lee Jussim, a professor of Social Psychology at Rutgers University, has been working on a repository of scientific research that disputes the efficacy of this theory (Jussim et al., 2020).

Furthermore, in Section 3.1 of the Strategic Goals in the draft plan (p. 15), your team mentions the development of an "IDEA recognition policy to recognize different awareness campaigns, important months, etc.". What will the decision-making process look like to choose which events or months are important and which are not? Will the methodology for choosing these items be made public to Town staff and Oakville citizens? Would only events or campaigns relating to minorities be considered, or would others representing

"majority" populations be given value as well? And if not, what is the value weight factor being used and who decides the weight given? Who gets to decide who is a "minority" and who is not? These are of course questions that many organizations struggle to answer but ones that the Town of Oakville should nevertheless be forthcoming and transparent about their methodology if they choose to follow DIE.

Lastly, I noticed that the only performance measurement indicators or KPIs established for measuring the success of this plan (yet at least) are measuring employee demographics and "sentiments of inclusion" (p.16). As someone who comes from a statistical science background and did a Master's specializing in quantitative research and data analysis, I would highly advise against measuring employee demographics as a marker for success. Employee demographics is a measure of equality of outcomes and not equality of opportunities. This is in fact one of the most common fallacies when attempting to measure equity - specifically equity as you define it in your own words as "the opportunity to achieve the same outcome" (p.10); therefore, one must measure opportunity and not outcome. Measures that look at equality of opportunities, while harder to develop, are much more valid in measuring equity. If you examined what happened in several of the Nordic countries such as Sweden in the 2010s it shows this clearly. They were able to achieve the most equitable environment (in terms of opportunity) across their professional industries in any modern country and yet when measuring equality of outcomes, they discovered an even larger gap between the groups they were measuring than at baseline. The reason for this was because they discovered the more "equitable" an environment is and the more freedom, opportunities, and

resources you give individuals to pursue their own career preferences, the more “traditional” the choices people make as they inevitably revert to their own natural preferences (Stoet & Geary, 2018). This was a hard, yet essential lesson to learn but showed the incredible positive effect of focusing on equality of opportunity rather than forcing equality of outcomes which present a false proxy and dare-I-say dystopian 1984-esque version of reality simply to be able to claim a higher standard of equity.

In conclusion, I would be interested to learn more about the evidence and statistical research used to develop this plan and any statistical correlations found in the literature to inform the strategic goals you mentioned. I would be interested to know what the research team’s response, if any, to evidence against DIE initiatives and finally, and whether Staff and Council are able to answer some of the questions mentioned earlier regarding the beliefs and value-systems behind DIE and how to reconcile that if the Town of Oakville adopts them.

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	<p>mathematics education. <i>Psychological science</i>, 29(4), 581-593.</p>	
<p>19.</p>	<p>Please give more support to transgender youth within the schools and the community.</p>	<p>No changes to the final plan.</p> <p>All underrepresented communities are considered within the plan. The town is committed to supporting all members of the Oakville community, include transgender youth. Some of the initiatives the town has undertaken to support 2SLGBTQ2IA+ youth include:</p> <ul style="list-style-type: none"> <li>• Web page on oakville.ca dedicated to community resources, including information about the 2SLGBTQ+ youth line for peer support</li> <li>• Pride rainbow flag flown during the month of June at Town Hall in recognition of Pride Month and Oakville’s 2SLGBTQ2IA+ community</li> <li>• Three rainbow crosswalks installed (located on Lakeshore Road at the intersections of Navy Street, Kerr Street and Bronte Road)</li> <li>• Free programs and activities throughout June in support of Pride Month</li> <li>• Use of gender pronouns in town staff email</li> </ul> <p>The IDEA Multi-Year Plan also outlines several actions including:</p> <ul style="list-style-type: none"> <li>• Design community programs based on consultation with the community and representation of diverse groups</li> <li>• Reduce barriers to access programs and services</li> <li>• Develop an IDEA recognition policy to recognize different awareness campaigns, important months, etc. with a consistent approach for when to use:</li> </ul>

		<p>flags, lighting, symbols, signs, banners, decals, markers on uniforms, such as crests and epaulettes</p> <ul style="list-style-type: none"> <li>• Incorporate IDEA in the design and implementation of town programs and services, customer service delivery, initiatives and projects, and internal programs</li> </ul>
20.	<p>Ditch the "Equity" reference. Insert "Equality". No one of sound opposes diversity equality or inclusion. We all know that equity, is code for outcomes, regardless of effort ability or source. Really just meaning there equal outcome is funded by my tax dollars and my efforts.</p>	<p>No changes to the final plan.</p> <p>The terms “equity” and “equality” are defined in the plan.</p> <ul style="list-style-type: none"> <li>• Equity means recognizing that we do not all start from the same place and circumstance. Equity provides resources and opportunities that are allocated based on individual needs that vary. This creates an environment where each person has the opportunity to achieve the same outcome.</li> <li>• Equality is providing everyone with the same resources and opportunities, regardless of need or circumstance. This creates an environment of sameness but has the potential to create different levels of outcome.</li> </ul>
21.	<p>Thank you for the opportunity to provide feedback on IDEA. First off it strikes me that the Oakville Town Council is predominantly made up of White individuals. I see an urgency for some steps to attempt to diversify the makeup of the Town Council as it does not reflect the Oakville community. I don't see any specific actions regarding this important point. Having witnessed the demonization and silencing of Palestinian Canadian residents and allies at two recent meetings of the OTC, on the first occasion directly following a discussion on IDEA and a discussion around the importance</p>	<p>No changes to the final plan.</p> <p>Town Council members are chosen by the Oakville electorate, based on the individuals who come forward to run during a municipal election, which is held every four years. In the last municipal election (2022), staff employed a number of engagement techniques to draw a wide pool of candidates which include: information sessions for potential and registered candidates, election information for over-the-phone interpretation in</p>

	<p>of equity and inclusion and ensuring everyone feels welcome, I feel this is urgent and would like to see some specific actions to attempt to reflect the community in the OTC so this does not happen again.</p>	<p>240 languages, election resources on the town's website and a session on diversity. One of the information sessions for potential and registered municipal election candidates included a talk from Senator Bernadette Clement about Diversity on Council.</p> <p>In terms of the town's workforce, Goal 2 of the IDEA Multi-Year Plan focuses on internal workplace IDEA processes to promote a conscious effort by the Town of Oakville to attract and retain a diverse group of employees that is equitably representative across all levels and functions. The current March 25, 2024, Council report as well as the December 18, 2023 Council report include community demographics compared to the town's workforce.</p>
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## IDEA Multi-Year Plan – Paid ad comments

A draft of the IDEA Multi-year Plan is available for review and we want to hear what you think about it. Submit your feedback today!

**Share your thoughts**  
on the Draft Multi-Year Inclusion, Diversity, Equity and Accessibility Plan.

OAKVILLE

The advertisement features a colorful illustration of five diverse people standing in front of a house and trees. The text is in a clean, sans-serif font. The Oakville logo is at the bottom right of the illustration area.

OAKVILLE.CA

### IDEA Multi-year Plan

The Town of Oakville is committed to being an inclusive workp...

[Learn more](#)

#### April Serenity

Good start. Now actually implement it. Oakville isn't a safe place for me to work or live. But this is a first step towards fixing the problem.

#### Anjello Costante

DIVIDE DIVIDE DIVIDE

**Doug B. McCarten**

Anjello Costante that's your plan??

**Jody Harbour**

Culturally Conscious Training, personal and professional development throughout the company...begin with leaders and the front line workers....maybe in the same room training together. Some experiential learning right there.

**Tera Iss**

Thank you Oakville

**Goof Steve**

Tera Iss bot response

**Tera Iss**

Goof Steve nope. I love the diversity of this country and I appreciate a business that represents all clients!

**Goof Steve**

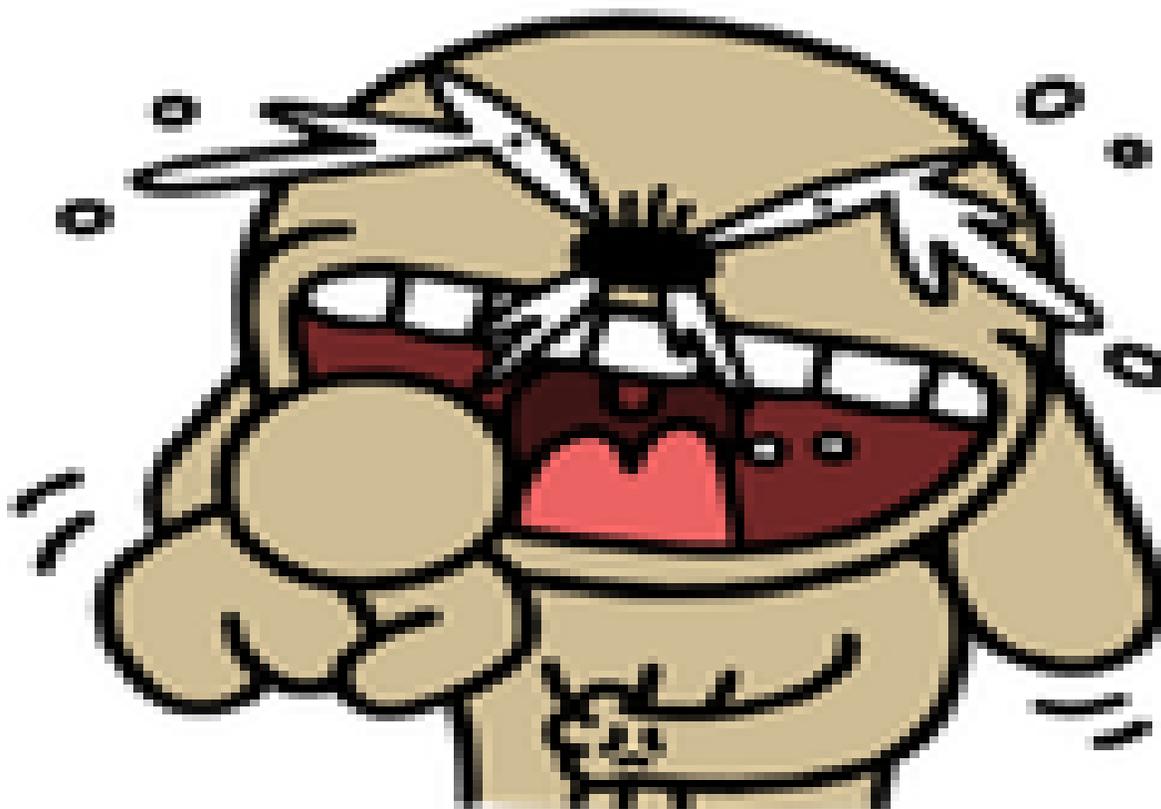
Tera Iss bot or city worker. Or both 🤔

**Tera Iss**

Goof Steve neither but thanks

**Goof Steve**

Sure Tera Isis



**Malgorzata Malinowska**

Should be 54 comments

Thoughts !

How come I can not see them

Nobody cares what we think

Feel horrible for my kids and their future

And

Please include me in your plan

**Agha Khan**

Malgorzata Malinowska I mean there's a literal picture in this ad depicting you. Not sure what's getting you triggered here.

**Ante Murale**

Been here since the 80s. Once a GREAT place to live. How fast a nice place can get ruined with poor politics!

**Leslie Baylis**

Another ad for Marx work warehouse. Thanks for telling me who I need out of office.

**Ian Fa**

Leslie Baylis Tell me you've never read Marx without telling me you've never read Marx.

**Leslie Baylis**

Ian Fa ????

**Daniel Armiss**

Wanna know why I clicked the comment thread? I enjoy watching every right winger, most of whom on here are very likely not from Oakville (not exactly hard to lie on Facebook) get triggered and trigger others...it amuses me

**Goof Steve**

Daniel Armiss oakville here. Let's go out for a coffee at French Cafe 🤔🤔🤔

**Daniel Armiss**

Goof Steve oh, Mon Ami, oui but je ne te connais pas. Achetez-moi a diner

**Goof Steve**

Daniel Armiss that's going bit too far but Royal Shawarma is a good place to hang out with a right winger. I suggest chicken pineapple Shawarma 🍍 😊

**Daniel Armiss**

Goof Steve haha was messing with you, friend. As a person with Middle Eastern heritage I'll check it out this weekend. Driven by it a few times, I'm picky with my shawarma because I make my own. Thank you for the recommendation! Allow me to return the favour. Sakis (strongly recommend their shawarma poutine), Chef Grande, and Montfort all got my personal approval.

**Goof Steve**

Daniel Armiss don't mistake it with Shawarma Royale. Royal Shawarma is on third line and qew. Lebanese owned. Beef is the best but not always available

**Daniel Armiss**

Goof Steve I think I got them confused, so yes now I need to look. Might find a new place, thanks! 😊

**So Doha**

The Mayor has made it clear he doesn't support diversity of thought so not sure why this DEI talk is being pushed. Acknowledge your constituents and then talk about DEI. See what happened today with the motion being cancelled about Palestine.

**Doug B. McCarten**

So Doha such BS...apparently you weren't paying attention or were you one of the presenters who were there to spread the inappropriate and gruesome images as an attempt to sow seeds of division and fear within our community???

**Dan Pearson**

My taxes are now 3 times what they were when I moved here 20 years ago. I will be excluded from Oakville if that trend continues in the next 20 years

**Stuart Newbigging**

22 comments have been registered but only one is shown...I wonder why...Town of Oakville doesn't want you to hear what people really think.

**Crystal Roodzant**

Stuart Newbigging Facebook filters, click where it is most relevant and then select All Comments. They are all here, the algorithm is looking for what it thinks is relevant.

**Stuart Newbigging**

Crystal Roodzant thank you...and I just read the comments...I rest my case.

**So Doha**

Vote the mayor out and start there.

**Alexander Raymond**

They have to go back.

**Steve Collins**

Basically you're going to do the opposite of what originally made Oakville nice.

**Agha Khan**

Steve Collins please elaborate

**Steve Collins**

Agha Khan Read the development proposals with their high density and compare them to the mature neighbourhoods that originally made up Oakville.

Any other requests ?

**Agha Khan**

Steve Collins that's how cities evolve and pay down their debts 🧑🏻

**Agha Khan**

Steve Collins further it has nothing to do with high density compared to mature neighbourhoods. It discusses how to make Oakville a safe and inclusive city to live in based on the current employment and housing sectors etc.

**Steve Collins**

Agha Khan Really ? , yet real world results inevitably show debt increases and safety goes down.

Anyways , as much as I'd like to spend my Saturday discussing this with you Agha lol, I have lots to do today , enjoy your congested new Oakville.

**Dan Cooper**

Agha , I hope that your adoptive home will change more to your satisfaction so eventually you will embrace it and fly the Canadian flag on your profile as opposed to the oppressive regime one that you currently post.

**Anthony DiStefano**

Any institution that creates a DEI group just ends up creating an uncontrolled and unneeded group. It will just grow out of control, waste tax dollars and employ people which will seed division where there was none before. Leave Oakville alone.

**Agha Khan**

Anthony DiStefano I only see you seeding division 🙄

### **Anthony DiStefano**

Agha Khan I can see the basis of your comment and fully understand how you can see it this way. Although I believe you are in error. Being an immigrant to this country myself for over fifty years I believe I have seen more than most people. I do not believe that DEI will place the most qualified in the available positions. If anything, it is DEI that creates division, disregard for others and defines us as different by highlighting the differences among us rather than the similarities. Once you have spent fifty plus years seeing your community grow then you may have the depth of perspective I see things from.

### **Agha Khan**

Anthony DiStefano thank you for your clarification

### **Katarina Kassova Dikas**

Oakville is not what it was when I moved here 15 years ago and it's because the same people are in power for too long. Highrise buildings everywhere, too busy, parks overcrowded during the season, can't even go to just hit the tennis racquet with kids without standing in the line, surveillance cameras on every corner, grocery and other stores with gates installed, garbage flying everywhere, side roads don't even get cleaned when we have snow,... Splash Park WC closed for more than one season because they were unable to fix it after teens demolished it etc.... Rising taxes all the time but cutting on services. This year we are asked to download the "garbage days" calendar I guess because they need to "save money" to cover the expenses for their new modern city buildings, more surveillance plus other liberal nonsense....

### **Alison Bishop**

Katarina Kassova Dikas I am hoping all remember your comments and observations and all vote in the next municipal election. Change is needed at the top or this will just continue until there is no land and fewer and fewer green spaces for all to enjoy. Our taxes have increased 5x over since moving here after renting elsewhere for a few years, and I was born and raised here (and we were never rich as people like to think all people from Oakville are).

### **Robert Shannon**

No thank you and not with our tax dollars. We have always been inclusive. \*\*\* Inclusion, diversity, equity and accessibility not only benefits employees and residents, but the overall success and sustainability of our organization and the community. \*\*\* It has been proven that these programs cause more problems than they solve. Policies in place are fair to all. Lets not make a change that costs taxpayers dollars and problems in the future. Robert Shannon



**Nathan Bailey**

Globalist agenda- Oakville now part of the UN one world governance.

**John Ross**

Maybe post some diversity comments, if not it's just ESG propaganda...

**Dan Cooper**

Can't you leave just one place nice ?

**Erich Cronk**

Dan Cooper not when liberals are in charge

**Agha Khan**

Dan Cooper so creating an inclusive safety plan somehow ruins Oakville?

**Ilija Primorac**

shoemakers

**Raimund Lang**

Is this really what my tax dollars are going toward? 🤔 This DIE BS

**Marg Newson**

Oakville hospitals STILL have vaccine mandates for staff. How about appoligizing to people who didnt submit to the covid "vaccine" and were depersoned by the town of Oakville as a result. Litteraly blackmailed and coerced into taking an experimental injection. When were blacks last baned from town of Oakville buildings?

**Doug B. McCarten**

Marg Newson of course the vaccine mandates are still in place, as they should be. Do you have the same complaint about the vaccination requirements for your children in order for them to attend school? Vaccination mandates aren't new and are in place for the right reasons....get over it!

**Doug B. McCarten**

Sometimes it's fun to exchange with a TROLL.... In this case, Marg (?) who has a FB profile with 3 (only 3) far right friends and zero posts provides a comment here meant to insult and detract from the truth with gobbledygook. If she does exist (which I doubt), she clearly missed all spelling classes during her schooling LOL!

**Dale Roberts**

Inclusion? Ha ha ha if you are rich, the town includes you.

**Julie Buchan**

Dale Roberts the only colour that matters is green!

**Dale Roberts**

Julie Buchan sadly, yes

**Bruce Siphema**

Start with revamping your beyond slow building permits process Oakville is the worst slow slow slow slow mind blowing

**Dan Pearson**

Bruce Siphema yep, taxes up services and infrastructure that need attention aren't getting it meanwhile time and resources available for social projects.

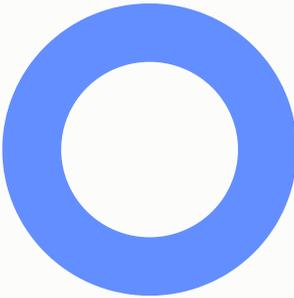


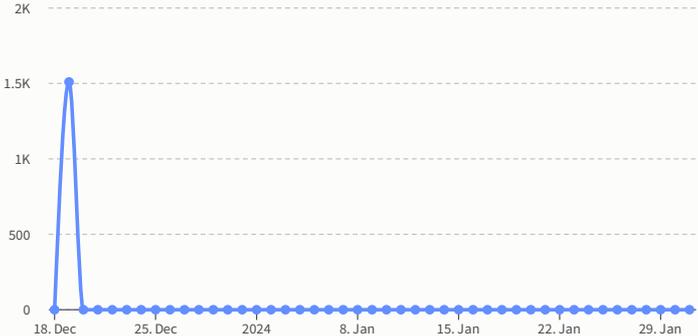
Appendix C - social media comments  
(2 of 2)

# **IDEA Multi-Year Plan (Organic) - Social Media Report**

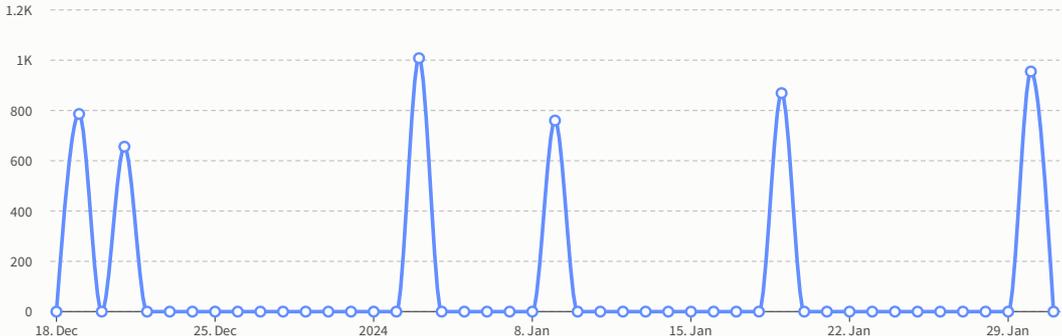
**Dec 18, 2023 - Jan 31, 2024**

<p>📌 Posts</p> <p><b>15</b> posts</p>	<p>📌 Post impressions</p> <p><b>13K</b> impressions</p>	<p>📌 Post reach</p> <p><b>5.4K</b> users</p>	<p>📌 Post shares</p> <p><b>12</b> shares</p>
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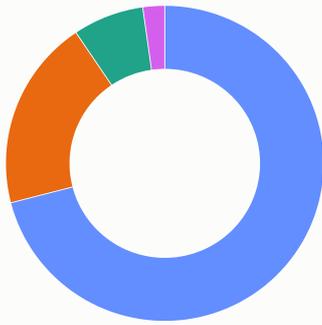
<p>📘 Post reach &gt; Page</p> <p>Town of Oakville <b>4K</b></p>	<p>📘 Post impressions</p> <p><b>4.2K</b> impressions</p>	<p>📘 Post shares</p> <p><b>7</b> shares</p>	<p>📘 Post reach &gt; Post type</p> <p>● Photo</p> 
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<p>📷 Post reach &gt; Account</p> <p>townofoakville <b>1.4K</b></p>	<p>📷 Post saves</p> <p><b>1</b> save</p>	<p>📷 Post impressions</p> 
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<p>📷 Post reach &gt; Post type</p>  <p><b>100 %</b> Photo post <b>1.4K</b></p>
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<p>🐦 Post retweets &gt; Account</p> <p>@townofoakville <b>4</b></p>	<p>🐦 Post impressions</p> 
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Post key interactions > Type



71 %	Likes	298
20 %	Retweets	82
7 %	Replies	30
2 %	Quote tweets	9

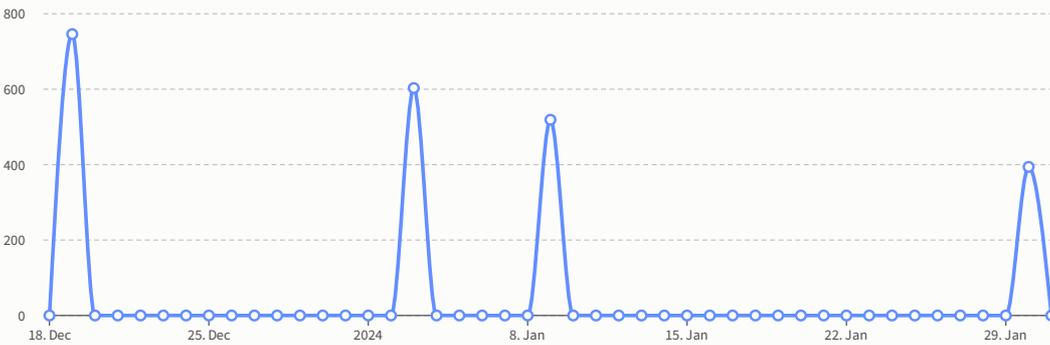
Post detail expands

17 expands

Post shared via email

0 shares

Post impressions

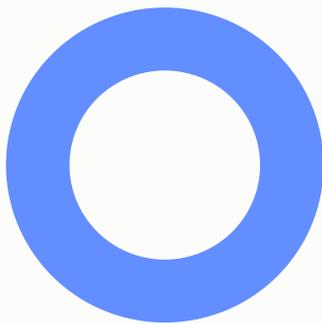


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Town of Oakville

1

Post impressions > Post type



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Post reactions

28 reactions

Post comments

0 comments

Post comments

6 comments

Post engaged fans

32 fans

Post engaged users

90 users

Post comments

0 comments

Average post engagem...

2.02% engagement rate

Post engagement rate

1.24% engagement rate

Post engagement rate

1.14% engagement rate

Post engagement rate

2.13% engagement rate



# REPORT

## Council

**Meeting Date: April 29, 2024**

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**FROM:** Oakville Fire Department

**DATE:** April 16, 2024

**SUBJECT:** Fire Master Plan & Community Risk Assessment

**LOCATION:** Town of Oakville

**WARD:** Town-wide

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### RECOMMENDATION

1. That Council approve the 2024 Fire Master Plan;
2. That Council receive the Community Risk Assessment;
3. That Council direct the Fire Chief to use the 2024 Fire Master Plan as a reference document to support the delivery of Fire Protection Services over the next 10 years (2024-2033); and,
4. That the financial investments recommended within the 2024 FMP inform the ten-year capital forecast and future update to the development charges background study to ensure growth related costs can be recovered to the fullest extent possible.

### KEY FACTS

The following are key points for consideration with respect to this report:

- In Ontario, the fire master planning process is intended to provide a strategic planning framework to guide the delivery of fire protection services within a given community over a five-to-ten-year horizon.
- The Community Risk Assessment (CRA) allows for a comprehensive review of an individual municipality and provides a strategic foundation for the creation of the Fire Master Plan.

- The CRA was used as a foundation document to guide decisions and identify priority focus areas for the Oakville Fire Department.
- The framework of the Fire Master Plan (FMP) considers applicable legislation, including the *Fire Protection and Prevention Act, 1997* (FPPA), *Occupational Health and Safety Act* (OHSA), R.S.O. 1990 and the more recently adopted Ontario Regulation (O. Reg.) 378/18 – Community Risk Assessment and O. Reg. 343/22 – Firefighter Certification and recognized industry best practice standards.
- The FMP focuses strategic efforts in the Three Lines of Defense (TLoD): public education and prevention; fire safety standards and enforcement; and emergency response.
- The TLoD model is established on the premise that steps can be taken to reduce the probability of a fire occurring and the consequence to residents and businesses. All recommendations within the FMP are captured in the specific divisional review area and are consolidated in the implementation plan.

## BACKGROUND

The Town of Oakville prepares master plans to support Council's vision to be a vibrant and livable community for all. Master plans build on the goals and priorities in Council's Strategic Plan and the town's Official Plan and define specific medium-range plans, such as fire and emergency services.

The Town's master plans identify objectives, tactics, and actions to be considered over a set time and help inform Council decisions. In addition to providing a set of planned actions, master plans also consider ways to address Council's strategic priority areas of growth management, environmental sustainability, community belonging and accountable government.

In Ontario, the fire master planning process is intended to provide a strategic planning framework to guide the delivery of fire protection services within a given community over a ten-year horizon. The proposed framework presented within this Fire Master Plan (FMP) report has considered the applicable legislation, including the *Fire Protection and Prevention Act, 1997* (FPPA), *Occupational Health and Safety Act* (OHSA), R.S.O. 1990 and the more recently adopted Ontario Regulation (O. Reg.) 378/18 – Community Risk Assessment and O. Reg. 343/22 – Firefighter Certification. It is understood that some of the recommendations require financial investment. The implementation schedule remains subject to annual operating and

capital budget considerations and prioritization with other corporate priorities allowing for future planning.

To undertake the key action to develop a Fire Master Plan (FMP), the Town of Oakville Fire Department (OFD) issued a Request for Proposal (RFP-31-2021) for consulting services to provide a comprehensive Community Risk Assessment (CRA) and Fire Master Plan (FMP). Through RFP-31-2021, both the CRA and FMP was awarded to Dillon Consulting. The first phase of the project was to complete the CRA, which specifies a comprehensive review for each municipality through legislation and provides the foundation for the creation of the Fire Master Plan. The CRA was used as a reference guiding document for decision making and identified priority focus areas for the OFD. The result is an enhanced process from previous Council approved Fire Master Plans in Oakville. Also included within the RFP scope was for the consultant to complete the CRA and FMP to ensure compatibility with the Centre for Public Safety Excellence (CPSE) accreditation process. This allows the fire management team to submit the Standards of Cover and Risk Assessment to CPSE.

The FMP sets out recommended fire strategic goals and direction of the OFD over the next ten years (2024-2033).

### **Fire Protection and Prevention Act (FPPA)**

The *Fire Protection and Prevention Act, 1997* (FPPA), S.O. 1997, makes it the responsibility of Ontario municipalities to assess community fire risks and provide '*Fire Protection Services*' to address local '*needs and circumstances*.'

Municipalities fund Fire Protection Services and, as a result, they are responsible for establishing programs and setting outcomes. They are also responsible for policy decisions regarding the delivery of these services and the evaluation of the effectiveness of their programs.

The Municipal responsibility for Fire Protection Services is outlined under Part II of the FPPA, which mandates the following:

2. (1) every municipality shall,
  - a) Establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and
  - b) Provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.

The FPPA definition for 'Fire Protection Services' is provided below.

- a) fire suppression, fire prevention 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).

While the FPPA doesn't provide a definition for 'needs and circumstance', a general definition is provided below for reference.

- '*need*' is the requirement, necessary duty and/or obligation,
- '*circumstance*' is a condition, detail, part, or attribute, with respect to time, place, manner, agent, etc., that accompanies, determines, or modifies a fact or even; a modifying or influencing factor.

Under the FPPA, the accompanying Ontario Regulations (O. Reg.), further direct Fire Protection Service within the community:

- O. Reg. 213/07 – Fire Code
- O. Reg. 150/13 – Enhancements to the Fire Code (O. Reg. 213/07)
- O. Reg. 364/13 – Mandatory Inspection – Fire Drill in Vulnerable Occupancy
- O. Reg. 365/13 – Mandatory Assessments of Complaints & Requests for Approval
- O. Reg. 378/18 – Community Risk Assessments
- O. Reg. 343/22 – Firefighter Certification

### **Council Responsibility Under the FPPA**

The FPPA authorizes the council of a municipality to establish, maintain and operate a fire department for all, or any part of the municipality, and to pass by-laws regarding Fire Protection Service. Ontario municipal councils are obligated under the FPPA to provide Fire Protection Service, commensurate with its needs and circumstances, and provide fiscal resources for staffing, apparatus, and equipment to support the established level of service. The council approved level of Fire Protection Service is outlined within the Establishing and Regulating (E&R) By-law (2019-071) and added enhancement of Special Response Levels By-law

amendment (2021-048), attached for reference as Appendices. The existing E&R By-law will have a comprehensive review and update by Q4 2025. The CRA and FMP will be used to inform and update the E&R By-law. Any recommended revisions to the E&R By-law will be provided to council within a staff report for review, consideration, and approval.

### **Office of the Fire Marshal Ontario**

The Office of the Fire Marshal (OFM) is part of the Public Safety Division of the Ministry of the Solicitor General and Correctional Services. Its primary function is to minimize the loss of life and property from fire by helping municipalities and fire departments improve their Fire Protection Service.

Under the FPPA, Part III Powers of Fire Marshal 9 (1). The Fire Marshal is assigned powers to monitor, review and advise municipalities respecting the provision of fire protection services and to make recommendations to municipal councils for improving the efficiency and effectiveness of those services.

The OFM complies with this requirement through the issuance of Public Fire Safety Guidelines (PFSG), Fire Marshal Directives, Technical Guidelines, Communique's, and other forms of communication, as required.

### **Responsibility of the Fire Chief**

Under the FPPA, Part III Responsibility to Council (3). A Fire Chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of the municipal Fire Protection Service.

The Fire Chief complies with this requirement by reporting directly to council with necessary information to make informed decisions for the provision of Fire Protection Services as defined in the Act and municipal by-law(s). The Community Risk Assessment (O. Reg. 378/18) supports the Fire Chief with this requirement to use its risk assessment to inform the provision of its Fire Protection Service to meet current community needs and circumstances.

### **National Fire Protection Association (NFPA) Standards**

In 2014, the Ontario Office of the Fire Marshal announced it was adopting standards provided by the National Fire Protection Association (NFPA). The NFPA delivers information and knowledge through more than 300 consensus codes and

standards, research, training, education, outreach, and advocacy; are in line with industry best practice performance measures. Following the direction by the OFM, Ontario fire services have been transitioning to NFPA standards to guide Fire Protection Services since the 2014 adoption. NFPA standards are recognized within the fire service as the industry best practice. Where applicable, NFPA standards have been referenced within the 2024 FMP and show performance measurements and planning fire strategic goals for continuous improvements.

### **Town of Oakville Official Plan**

The Official Plan (OP) is a legal document that guides how the town will grow and develop based on provincially mandated population and employment targets. The Official Plan establishes an Urban Structure which defines the areas to accommodate growth and intensification while maintaining the character of existing neighbourhoods and protecting our natural environment.

The planned population and employment growth is to be accommodated by adequate infrastructure and public service facilities. As a result, this plan outlines required infrastructure, associated services, and public service facilities, to support the comprehensive implementation of the Official Plan.

Public service facilities listed in the OP includes fire service facilities. It is recognized that fire public service facilities should be planned for within a neighbourhood and town-wide scale to serve the current and future needs of residents and businesses. It is important that fire public service facilities are considered and planned for as part of future growth and development planning.

The planned growth should establish phased priorities to describe how investment in existing and new infrastructure and public service facilities will be made to support the vision for the Primary Growth Areas. The implementation plan and financial planning, which remains subject to the annual budget process, may have phased strategies that are directly related to planned and actual growth.

The FMP and CRA have been completed with alignment to Council strategic priorities of Growth Management, Community Belonging, Environmental Sustainability, and Accountable Government.

### **COMMENT/OPTIONS**

## **2024 Fire Master Plan Process**

Dillon Consulting was retained to develop a ten-year Fire Master Plan as part of the Town's strategic fire goal planning process to ensure Fire Protection Services align with community growth and change. The recommendations presented within the Fire Master Plan (Appendix C) will be referenced to inform and establish fire strategic goals, supporting effective decision making, sustainability, efficiency, and effectiveness of Fire Protection Services to the community.

Each division currently within the Oakville Fire Department was reviewed, along with emergency response, fire station locations, staffing resourcing, procedures, programs, apparatus and related equipment, legislation, industry standards and best practices, Fire Marshal safety guidelines, and existing service agreements. The FMP process included an assessment of compliance with applicable legislation, review of related reports and plans, current operations, knowledge of industry practices, and a robust public & stakeholder consultation process.

Historically the fire service has focused efforts on fire suppression. This has changed in recent years with more emphasis being placed on the importance and value of preventing a fire and all-hazards public safety. This is important from both an economic and public safety perspective.

## **Fire Master Plan Goals and Implementation of Recommendations**

RFP-31-2021 indicated that the FMP outcome must establish strategic goals and recommendations for actions. The FMP establishes departmental priorities to provide a framework for informed decision-making with respect to the overall delivery of Fire Protection Services.

The proposed department priorities include:

- Prioritize goals and strategies that support the delivery of Fire Protection Services to provide the most effective and efficient level of service resulting in the best value to the community.
- Optimize the first two lines of defense, including public education and prevention, fire safety standards and fire code enforcement as the foundation of providing a comprehensive fire protection program.
- Use Community Risk Assessments (CRA) (O. Reg. 378/18) analysis to inform decisions associated with the delivery of Fire Protection Service.

- Recommend future fire protection needs to meet planned growth and intensification needs.

The FMP outlines detailed recommendations, outlined in Appendix B, along with operational recommendations in each division that are task level completion actions. It is recognized that over the next ten years during the FMP implementation, there may be competing corporate priorities and fiscal constraints. The rate of growth will be monitored to determine the phases of implementation. While some recommendations will have an immediate priority and be incorporated into operating and capital budgets based on prioritization of funding and growth, others will form part of a refined long-term community investment plan. An ongoing review of all recommendations, community needs, and circumstances, evaluation, and prioritization will ensure that requests are brought forward at the applicable time to support Council, corporate and departmental objectives aligned with other corporate priorities.

The FMP provides a recommended Implementation Plan (reference Chapter 11, page 283), which has been further refined by staff as follows:

**Timeline**

1. Immediate – initiate within the next 18 months (2024 - 2025).
2. Short-term – Initiate within the next two to four years (2026 - 2028).
3. Medium-Term – Initiate within the next five to seven years (2029-2031)
4. Long-Term – initiative within the next eight to ten years or more (2032 – 2033).

The timing of implementation is dependent on the amount and distribution of population growth and annual budget priorities.

**Process**

Recommendations will be coordinated by the department to align with current legislation, standards, procedures, and continuous improvement initiatives. The OFD will establish a process for ongoing review and evaluation. These will be incorporated into the department work plan to align with corporate and council goals and objectives. Updated information to staff, council and public will be provided as required or requested. Recommendations that require further detailed review and information will be provided to council as part of the annual budget process and may require additional staff reports.

Staff will continue to present FMP recommendations to Council as part of a long-term implementation plan, and the FMP will inform a future multi-year community investment plan, as other plans come to completion.

**(A) PUBLIC**

The Fire Master Plan guides the delivery of fire protection services to 2033 in support of Council’s Strategic Plan. Public consultation informed the development of the plan.

**(B) FINANCIAL**

All operating and capital budget items above will need to be considered as part of the Town’s annual budget process before approval.

It is important to note that the summary of costs represented in Table 2 below are shown in 2024 dollars and are preliminary estimates at this time. These are subject to change based on timing, inflation, and other economic and market influences currently being experienced in the capital and labour markets.

As priorities come forward through the budget process, costing will be refined, and in the case of capital requirements, operating budget impacts will also be further detailed.

**Table 2: Estimated Operating, Capital Costs, and FTEs**

Estimated Impacts	Immediate (18 months)	Short-term (2-4 years)	Medium-term (5-7 years)	Long-term (8-10 years)	Total
Operating	\$2,476,000	\$995,000	\$3,526,000	\$3,500,000	\$10,497,000
Capital	\$30,675,000	\$15,773,000	\$250,000	\$16,660,000	\$63,358,000
<b>Total</b>	<b>\$33,151,000</b>	<b>\$16,768,000</b>	<b>\$3,776,000</b>	<b>\$20,160,000</b>	<b>\$73,855,000</b>
FTEs	18 FTE’s_ 16FFs,EM,TO	6.4 FTE’s 4 DC’s, AA, FPO, 0.4 EVT	25 FTE’s 24FF’s, TO	24 FTE’s 20 FF’s, 4 DC’s	73.4 FTE’s

The estimated operating investment includes human resource salary, benefits, and minor operating capital. The Emergency Services program 2024 budgeted net levy was \$46,313,200.

The estimated capital investment includes potential land purchase needs, fire station facility, apparatus, and specialized equipment. Eligible growth-related capital costs can be funded by development charges, though the Fire DCs are currently in a negative position and remain so for much of the

10-year forecast. As a result, careful prioritization and timing for projects will need to be done. The Fire Master Plan recommendations will be included in both the 2025 capital forecast and the next development charges background study to ensure growth related costs can be recovered to the fullest extent possible. Additional funding opportunities such as Skill Development fund grants and climate action rebates will be explored wherever possible.

### **(C) IMPACT ON OTHER DEPARTMENTS & USERS**

The FMP was developed in consultation with a project team, subject matter experts across multiple town divisions and services, stakeholder, and public consultation. A significant amount of data was collected, research and comparison conducted against leading industry standards, legislation, and Office of the Fire Marshal public safety guidelines. The FMP was also informed from past department fire protection service strategic planning efforts and the new legislative community risk assessment.

Consultation with our corporate and community partners shaped the gathering of information with interviews, surveys, in-person and virtual meetings, and data collection for full engagement. Overall engagement numbers and information gathered significantly eclipsed previous FMP processes and was instrumental in the final product.

Staff will conduct further engagement efforts with town staff, community partners, and the public as the recommendations provided within the FMP are brought forward for councils' consideration.

### **(D) COUNCIL STRATEGIC PRIORITIES**

This report addresses Council's strategic priorities of Growth Management, Community Belonging, Environmental Sustainability and Accountable Government.

### **(E) CLIMATE CHANGE/ACTION**

Oakville fire response times have a direct link and impact to the environment. Through effective and efficient response, and on scene tactical efforts, Oakville firefighters work quickly to extinguish a fire, mitigating potential environment impact due to an incident, such as toxins, chemicals, and carcinogens (e.g., asbestos) that are found or occur during/after a fire.

In addition, there are established agreements to support a timely response by third-party provided services to mitigate environmental impacts, where possible, such as a hazardous material calls that would require specialized response and cleanup efforts.

Furthermore, Oakville fire is continually researching, retrofitting and/or procuring available options to support climate actions to mitigate greenhouse gases (GHGs) and reduce energy consumption. Advancements have been made in electrification of equipment and support fleet vehicles and with a continued focus on LEED initiatives for facilities. Personnel Protective Equipment enhancements along with Fluorine free firefighting foams will remain a focus with the health & safety of our Oakville Fire Department team a priority.

## **CONCLUSION**

Staff recommend that Council receive the 2024 Community Risk Assessment (CRA) and approve the Fire Master Plan and direct the Oakville Fire leadership team to provide additional detailed information in future staff reports and enhancements through the annual budget process.

## **APPENDICES**

Appendix A - 2024 Community Risk Assessment (CRA) Final by Dillon Consulting  
Appendix B - 2024 Fire Master Plan Executive Summary Final by Dillon Consulting  
Appendix C - 2024 Fire Master Plan (FMP) Final by Dillon Consulting  
Appendix D - By-law 2019-071  
Appendix E - By-law 2021-048

Prepared and Submitted by:  
Paul Boissonneault  
Fire Chief & CEMC



# Community Risk Assessment

Final Report  
2024



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# Acronyms, Abbreviations, Definitions

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ASHER	Active Shooter Hostile Event Response
BIA	Business Improvement Areas
CASARA	Civil Air Search and Rescue Association
CBRN	Chemical, Biological, Radiological or Nuclear
CBRNE	Chemical, Biological, Radiological, Nuclear or Explosive
CFB	Canadian Forces Base
CI	Critical Infrastructure
CN	Canadian National
COAST	Crisis Outreach and Support Team
COOP	Continuity of Operations Planning
CP	Canadian Pacific
CRA	Community Risk Assessment
EMCPA	Emergency Management and Civil Protection Act
GTA	Greater Toronto Area
HAZMAT	Hazardous Materials
HIRA	Hazard Identification and Risk Assessment
HUSAR	Heavy Urban Search and Rescue
JRCC	Joint Rescue Coordination Center
LVL	Laminated Veneer Lumber
LRT	Light Rail Transit
MCI	Mass casualty incident

MNRF	Ministry of Natural Resources and Forestry’s
MPAC	Municipal Property Assessment Corporation
MW	Megawatt
NAICS	North American Industry Classification System
NFPA	National Fire Protection Association
OAAC	Older Adult Advisory Committee
OBC	Ontario Building Code
OFC	Ontario Fire Code
OFD	Oakville Fire Department
OFM	Office of the Fire Marshal
OTMH	Oakville-Trafalgar Memorial Hospital
OVERT	Ontario Volunteer Emergency Response Team
QEW	Queen Elizabeth Way
SAR	Search and Rescue
SARS	Severe Acute Respiratory Syndrome
The Town	Town of Oakville
TG	Technical Guideline
TOWARF	Town of Oakville Water Air Rescue Force

## Introduction

The process of assessing community risk is receiving increased attention within the fire service in North America. Assessing community risk informs the understanding of local needs and circumstances which can then be applied to align the service levels provided by the Oakville Fire Department (OFD). The use of community risk assessment reflects a shift within the fire service towards opportunities to mitigate or avoid fire-related risks through proactive public education programs and fire inspection and enforcement programs.

This Community Risk Assessment (CRA) has been developed for the Town of Oakville (Town of Oakville) to comply with **Ontario Regulation 378/18: Community Risk Assessments (O. Reg. 378/18)**.

As required by **O. Reg. 378/18**, this CRA includes an analysis of nine mandatory profiles:

1. Geographic Profile;
2. Building Stock Profile;
3. Critical Infrastructure Profile;
4. Demographic Profile;
5. Public Safety and Response Profile;
6. Community Services Profile;
7. Hazard Profile;
8. Economic Profile; and
9. Past Loss and Event History Profile.

**O. Reg. 378/18** requires all municipalities in Ontario to develop a CRA (prior to July 1, 2024) and use the CRA to “inform decisions about the provision of fire protection services.” The findings of this CRA will directly inform the Town of Oakville’s Fire Master Plan, with particular connections to fire prevention, public education, training, and emergency response.

Consistent with the regulation, this CRA should be reviewed annually and updated every five years or as needed.

## Methodology

The methodology and analysis applied to develop this CRA are directly informed by the Office of the Fire Marshal (OFM) **Technical Guideline-02-2019<sup>1</sup> (TG-02-2019)** which recognizes the value of understanding the fire risk within a community, and the importance of developing fire risk reduction and mitigation strategies in addition to providing fire suppression services. In addition to **TG-02-2019**, the methodology applied is informed by other current industry standards and best practices, including:

- OFM Comprehensive Fire Safety Effectiveness Model: Fire Risk Sub-Model;
- OFM Simplified Risk Assessment;
- National Fire Protection Association (NFPA) 1300, Standard on Community Risk Assessment and Community Risk Reduction Plan Development (2020 Edition);
- NFPA 1730, Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations (2019 Edition);
- Vision 20/20 Community Risk Assessment: A Guide for Conducting a Community Risk Assessment (Version 1.5, 2016); and
- Vision 20/20 Community Risk Reduction Planning: A Guide for Developing a Community Risk Reduction Plan.

The profiles are based on an analysis of several sources of information, including data provided by the Town, Statistics Canada, the OFM, and desktop research. This CRA also incorporates input provided by OFD.

The mandatory profile analyses result in a series of risk-related conclusions that will be used to inform service levels or other strategies in alignment with the three lines of defence through a risk treatment process. These are referred to as a ‘**key finding**’ or an ‘**identified risk**’. In specific circumstances, being those that involve additional jurisdictional or legislative considerations, a risk-related conclusion is referred to as a **Special Consideration**. All risk-related conclusions will be taken through a risk treatment process and aligned with the three lines of defence in order to inform the analysis and recommendations within the Fire Master Plan. More information on how the findings

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<sup>1</sup> Revised February 2022.

and identified risks will be used to inform the FMP can be found in **Section 11.0 Applying Key Findings and Identified Risks.**

## 2.0 Geographic Profile

As referenced in **O. Reg. 378/18**, the geographic profile assessment includes analysis of the physical features of the community, including the nature and placement of features such as highways, waterways, railways, canyons, bridges, landforms and wildland-urban interfaces. These physical features may present inherent risks or potentially have an impact on fire department access or emergency response time. The following sections consider these geographic characteristics within the Town of Oakville.

### 2.1 Geographical Snapshot of Oakville

The geographic area of the Town of Oakville represents a land area of approximately 138.94 square kilometres (Statistics Canada 2022). Oakville is situated on the western shore of Lake Ontario and bordered by the City of Burlington to the southwest, the City of Mississauga to the northeast and the Town of Milton to the northwest. The Town is bisected by Highway 403, while Highway 407 spans the west side of the boundary. Multiple rail lines, including mixed-use corridors and mobility hubs run through the middle of the Town. Oakville is home to Bronte Creek Provincial Park, Glenorchy Conservation Area, and many parks and trails. 16 Mile Creek and 12 Mile Creek (also known as Bronte Creek), originate past the western boundary of the Town but flow easterly across the area to Lake Ontario. Lands west of Highway 407 are designated as Natural Heritage and Protected Countryside under the Greenbelt Plan. Other land use within the Town can be seen in **Figure 1**.

**Figure 1**, below, provides a land use schedule of the Town as found in the Town of Oakville's Official Plan. As shown, Oakville is largely urban with industrial areas along major transportation corridors. The Town also has rural settlement areas located primarily in the north and also along the west municipal boundary.

Figure 1: Town of Oakville Land Use Schedule

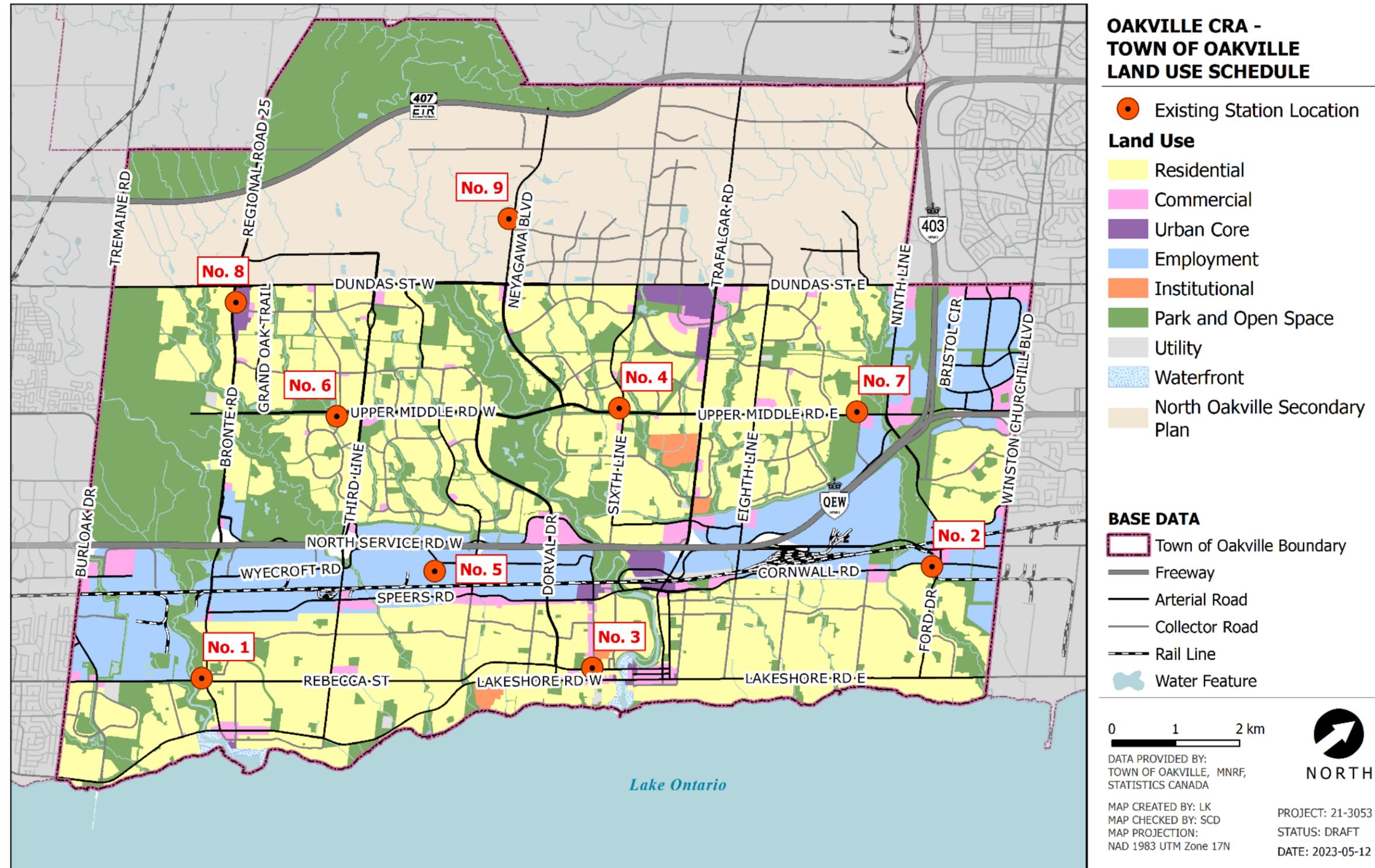


Figure Source: Town of Oakville Official Plan, Schedule F-K

## 2.2 Roads, Bridges and Rail

### 2.2.1 Road Network

Road networks and transportation systems provide fire services with access throughout a community when responding to emergency calls. The road network is how fire apparatus travel through a municipality; and therefore, it is valuable to consider where there may be a lack of connectivity due to road network design as well as other natural (e.g., rivers, lakes, etc.) or human-made barriers (e.g., rail lines, traffic calming measures, etc.). Road networks can also contribute to vehicle congestion causing delays in emergency response travel times. Where possible, the Town's transportation planning processes should include the OFD as a stakeholder to provide consideration to emergency service needs and challenges relating to the road network, traffic congestion, traffic calming and related topics.

Roads are also important from a risk and emergency response perspective because motor vehicle-related incidents often account for a large portion of a fire department's call volume. As described in **Section 10.2.2.3 – Spatial Modelling – Rescue Incidents** of this CRA, 2,149 calls were motor-vehicle related incidents (vehicle collisions and vehicle extrication combined), accounting for approximately 87.9% of all rescue calls responded to by the Oakville Fire Department during a five year period (2016 to 2020).

Located at the western end of Lake Ontario, Oakville is intersected by a number of provincial highways and freeways that act as gateways to other urbanized parts of Ontario. These highways and freeways include Highway 407, Highway 403/Queen Elizabeth Way (QEW) towards Toronto and Niagara.

Vehicle congestion on the Town's road network can contribute to delays in emergency response travel times. The major freeways and junctions of the of QEW, Highway 403 and Highway 407 experience high traffic volumes, which increase during peak commute hours and are a source of congestion.<sup>2</sup> Major highway routes and high traffic volumes provides an increased risk of motor vehicle collisions, and the potential for a transport incident involving dangerous good.

<sup>2</sup> Freeman Interchange. WSP. 2020. Retrieved August 7, 2020 from <https://qew403freeman.ca/>

Public transit in Oakville is provided by Oakville Transit and GO Transit. Oakville transit offers a conventional and accessible bus services. GO Transit provides bus and rail service from multiple locations along Highway 403 and 407.

The Town of Oakville's transportation facilities and hydro corridors are presented in **Figure 2**.

**Identified Risk: Motor vehicle-related incidents on the existing road network represent 87.9% (2,149) of all rescue responses of the Oakville Fire Department.**

Figure 2: Major Transportation Facilities and Hydro Corridors

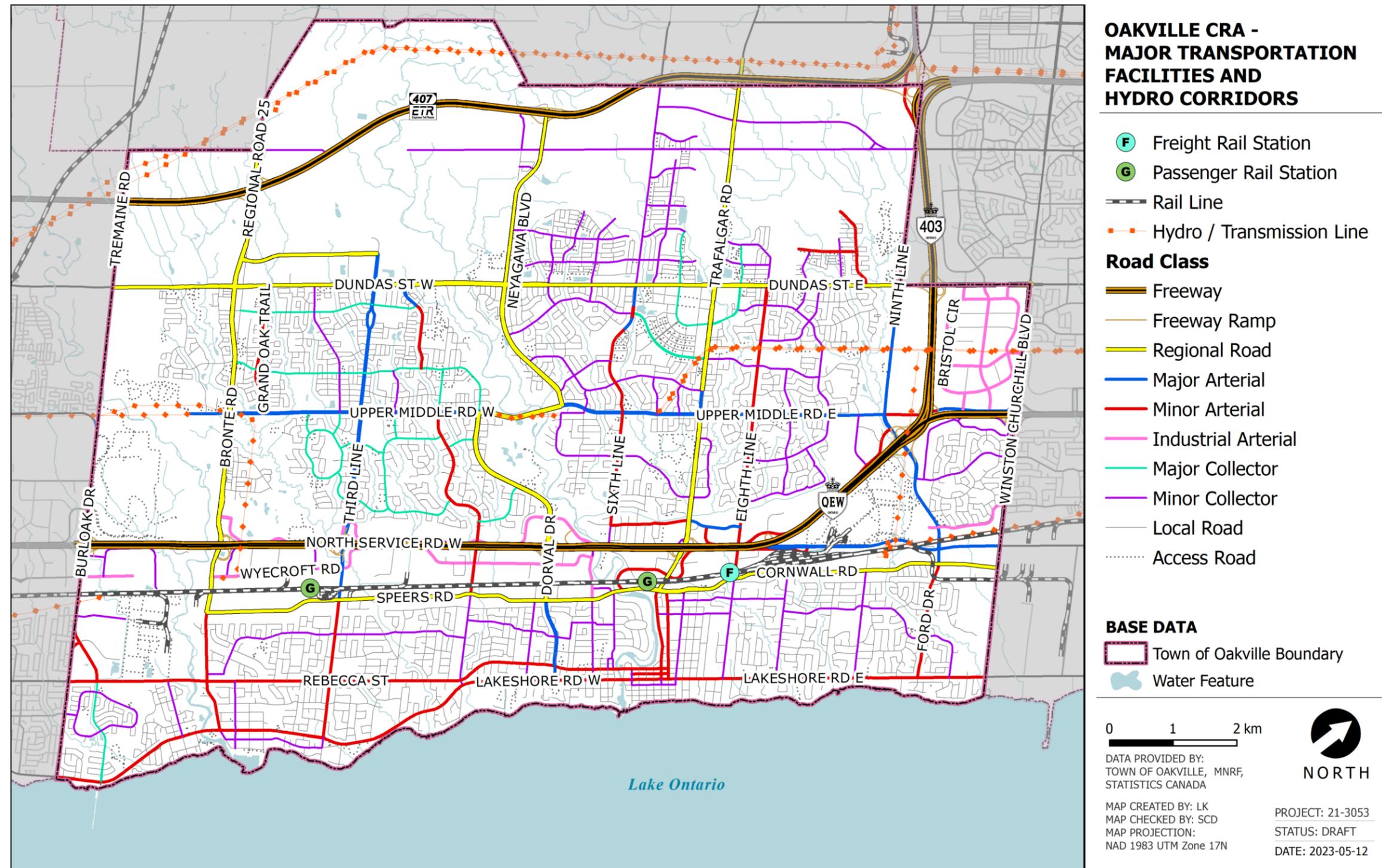


Figure Source: Town of Oakville Official Plan, Schedule C.

### 2.2.2 Bridges

Bridges are considered within a CRA for two main reasons: the potential for crossing restrictions for fire apparatus due to weight; and the potential for impact on network connectivity if a bridge is out of service.

There are several bridges in Oakville that cross the 12 Mile and 16 Mile Creek, which flow through to the south part of the Town and into Lake Ontario. These bridge overpasses are located on the following roadways:

There are three bridges which cross 12 Mile Creek:

- Rebecca Street;
- Lakeshore Road West; and
- Dundas Street.

There are five bridges which cross 16 Mile Creek:

- Dundas Street West;
- Upper Middle Road West;
- Speers Road;
- Randall Street; and
- Lakeshore Road East.

In addition to bridges that provide access over waterbodies, there are overpasses that cross the QEW/Highway 403 and are located on the following roadways:

- Dorval Drive;
- Third Line;
- Fourth Line;
- Trafalgar Road;
- Royal Windsor Drive;
- Burloak Drive; and
- Winston Churchill Drive.

There are also underpasses where the road passes under the QEW/Highway 403 located at:

- Bronte Road;
- Kerr Street; and
- Ford Drive.

If one or more of these bridges and/or over/underpasses were to be out of service, it could impact overall network connectivity and response times in the event of an emergency.

**Key Finding: Bridges, with restrictions or closures, have the potential to reduce the connectivity of the Town's road network resulting in the potential for delays in emergency response times.**

### 2.2.3 Rail

Rail lines are considered in this CRA for a few key reasons related to emergency services: firstly, the potential for a rail-based transport incident is a major consideration as a derailment or accident involving the goods being transported (hazardous materials) could occur, requiring hazardous materials response; and secondly, the physical barrier created by the rail infrastructure itself, such as a rail yard or the placement of rail infrastructure within and throughout a municipality can slow down emergency travel and overall response times.

The Town of Oakville has one prominent rail line, the Lakeshore West Line, which is owned by Metrolinx. The Lakeshore West line provide east-west connections between the City of Hamilton, Ontario and Union Station in Toronto, Ontario.

At-grade rail crossings (an intersection at which a road crosses a rail line at the same level) can create delays in emergency response by inhibiting emergency response. There are seven at-grade rail crossings within Town boundaries which can be seen in **Figure 3**. There is a cluster of at-grade rail crossings located parallel to Speers Road and Cornwall Road. The location of these rail crossings may delay emergency response times travelling north or south of these roads.

There are seven grade separated rail crossings located throughout the Town, as shown in **Figure 3** below as underpasses or overpasses. These crossings provide access for emergency response across the rail lines in the event that the rail line and at-grade crossings are blocked (e.g., rail incident).

We anticipate that the location of the preferred crossings will have an impact on emergency response travel times. Engagement regarding the location of at-grade crossings should include the Oakville Fire Department to provide consideration to emergency services demands and changes in service levels.

**Key Finding: Grade-level rail crossings could create a physical barrier to the connectivity of the Town’s road network that can potentially result in delays in emergency response times.**

Figure 3: Railway Crossings

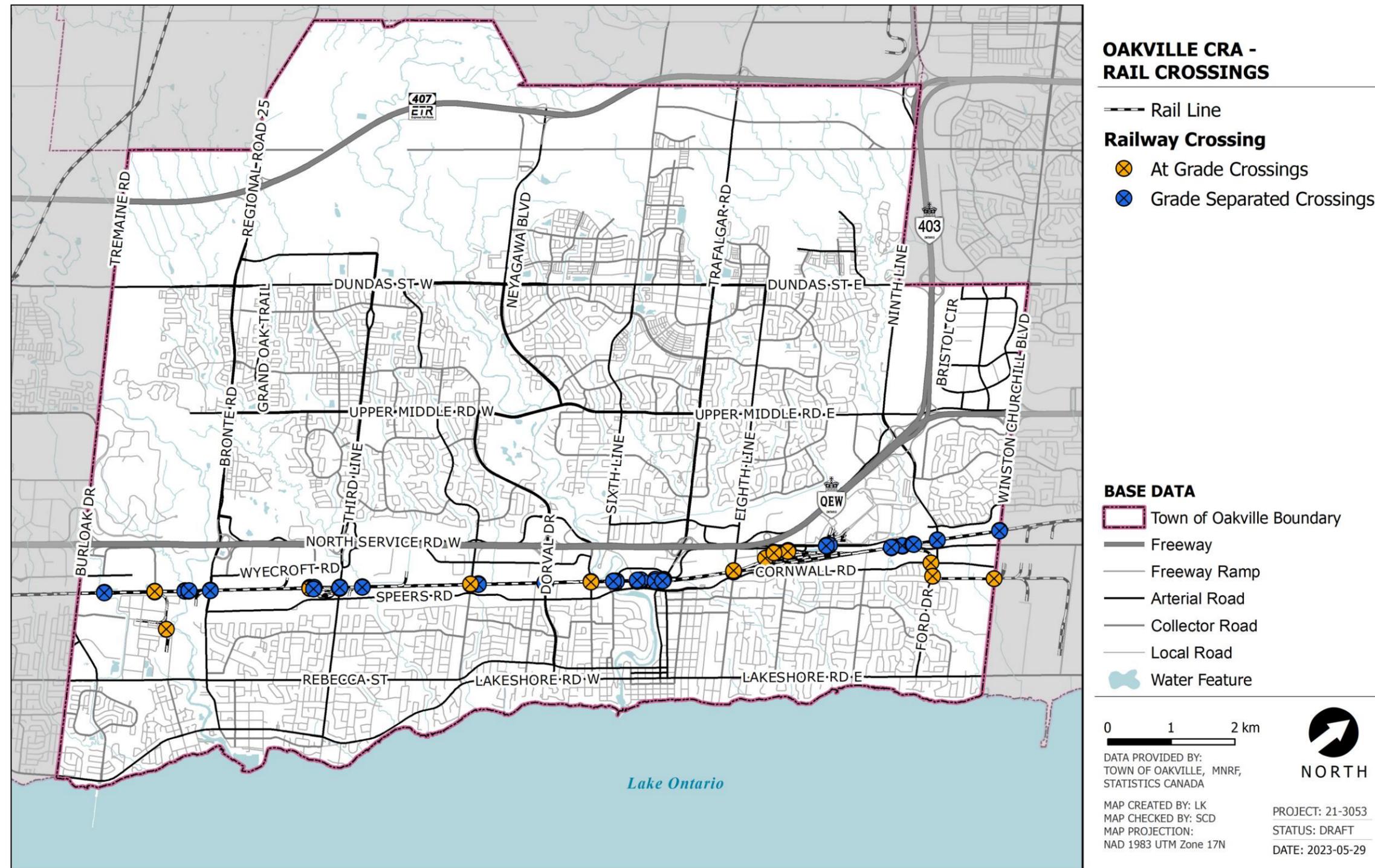


Figure Source: Town of Oakville Data, created by Dillon Consulting Limited.

## 2.3 Waterways and Conservation Areas

### 2.3.1 Waterways

The Town of Oakville is located on the western side of Lake Ontario with a shoreline that supports residential dwellings, boating clubs, marinas, and many recreational areas. Several parks are located along the shoreline, including Sheldon Creek Park, Bronte Beach Park, Bronte Heritage Waterfront Park, Coronation Tannery Park, Lakeside Park, and Gairloch Gardens.

12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua's Creek are major waterways that originate at Lake Ontario and bisect the Town. Waterways are important from a risk perspective, in part, due to the recreational activities that take place in these settings and the natural hazards that they present, which could require specialized technical rescue emergency responses. There may also be natural hazards, such as flooding, associated with waterways. **Figure 4** below displays the location of floodplains throughout the Town. The floodplains are located along 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua's Creek which creates the potential for specialized technical rescue emergency response.

Figure 4: Floodplain

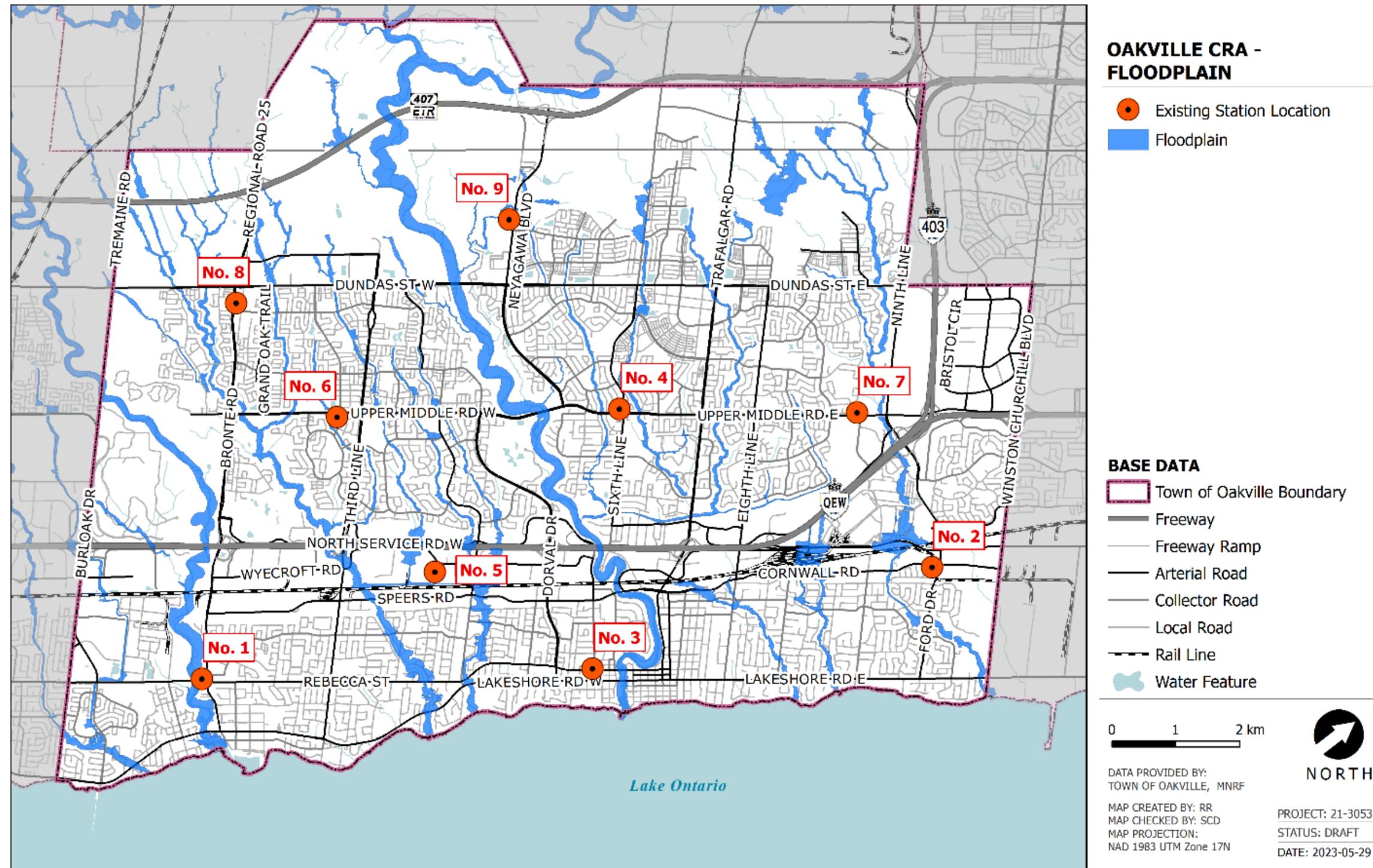


Figure Source: Town of Oakville Data, created by Dillon Consulting Limited.

**Identified Risk: The presence of 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek flooding in low-lying areas.**

**Identified Risk: The presence of waterways within the Town, such as 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek, creates a potential need for specialized ice and water rescue Services.**

### 2.3.2 Marinas

Marinas present unique and complex fire safety risks and challenges to any fire department. Fires can result from the malfunction of electrical devices on board or due to incidents occurring during the dispensing of fuel where marinas offer on-site fueling. Some marinas may allow boat owners and passengers to occupy their vessel overnight which can present additional life safety risks for occupants. NFPA 303 Standard for Marinas and Boatyards includes a number of important topics related to creating a safe marine environment and is intended to provide a minimum level of safety from fire as well as electrical safety at marinas and boatyards.

Oakville’s extensive shoreline provides many opportunities for marinas and harbours, where the three major harbours are owned by the Town: Bronte Harbour on 12 Mile/Bronte Creek, Bronte Outer Harbour on Lake Ontario, and Oakville Harbour on 16 Mile Creek. These harbours can accommodate several hundred sail and powerboats, with mooring dock and slips seasonally available, as well as boat launches.

### 2.3.3 Conservation Areas

Glenorchy Conservation Area is the only conservation area; however, Bronte Creek Provincial Park is also located within Oakville. Conservation Halton manages Glenorchy Conservation Area, a 401 hectare (ha) area located along the western boundary of the Town. This environmentally sensitive property contains 16 Mile Creek and Trafalgar Moraine, and has lookouts and both recreational extensive hiking trails. Bronte Creek Provincial Park has year-round recreational opportunities, of which includes hiking camping, fishing, swimming, cross-country skiing, snowshoeing, and tobogganing. There is potential for injury as a result of the activities taking place in these locations.

## 2.4 Wildland-Urban Interface

NFPA 1730 identifies wildland-urban interface as geography-based risk for consideration. This interface refers to the area of transition between unoccupied land and human development. This transition area can be comprised of a mix of woodlots, bush or grass.

The Ontario Ministry of Natural Resources and Forestry's (MNRF) Wildland Fire Assessment and Mitigation Reference Manual includes guidance on conducting a wildland fire assessment through a review of generalized MNRF wildland fire hazard mapping, planning authority mapping, [and] broad level site assessment. The Manual recommends that local planning authorities undertake a broad-level/municipal-wide wildland fire assessment. While this CRA considers available information to review this risk at a high level, this study does not reflect a wildland fire assessment as described within the Manual. However, it does review the generalized MNRF wildland fire hazard mapping.

The MNRF wildland fire hazard mapping (**Figure 5**) shows the areas where residential neighbourhoods in Oakville are located adjacent to wildland or grassland areas, or where there are concentrations of forest types that are at higher risk of wildland fire.

A review of fire loss data for the Town, for the period of 2016 to 2020, indicates there were 44 outdoor fires, 8.3% of all fires responded to by OFD (**Section 10.0 – Past Loss and Event History Profile**). There does not appear to be a high risk to wildlife in the Town related to forest cover, however, this type of hazard should continue to be monitored, especially in extreme heat events (**Section 6.0 – Hazard Profile**).

Figure 5: MNRF Wildland Fire Hazard Mapping

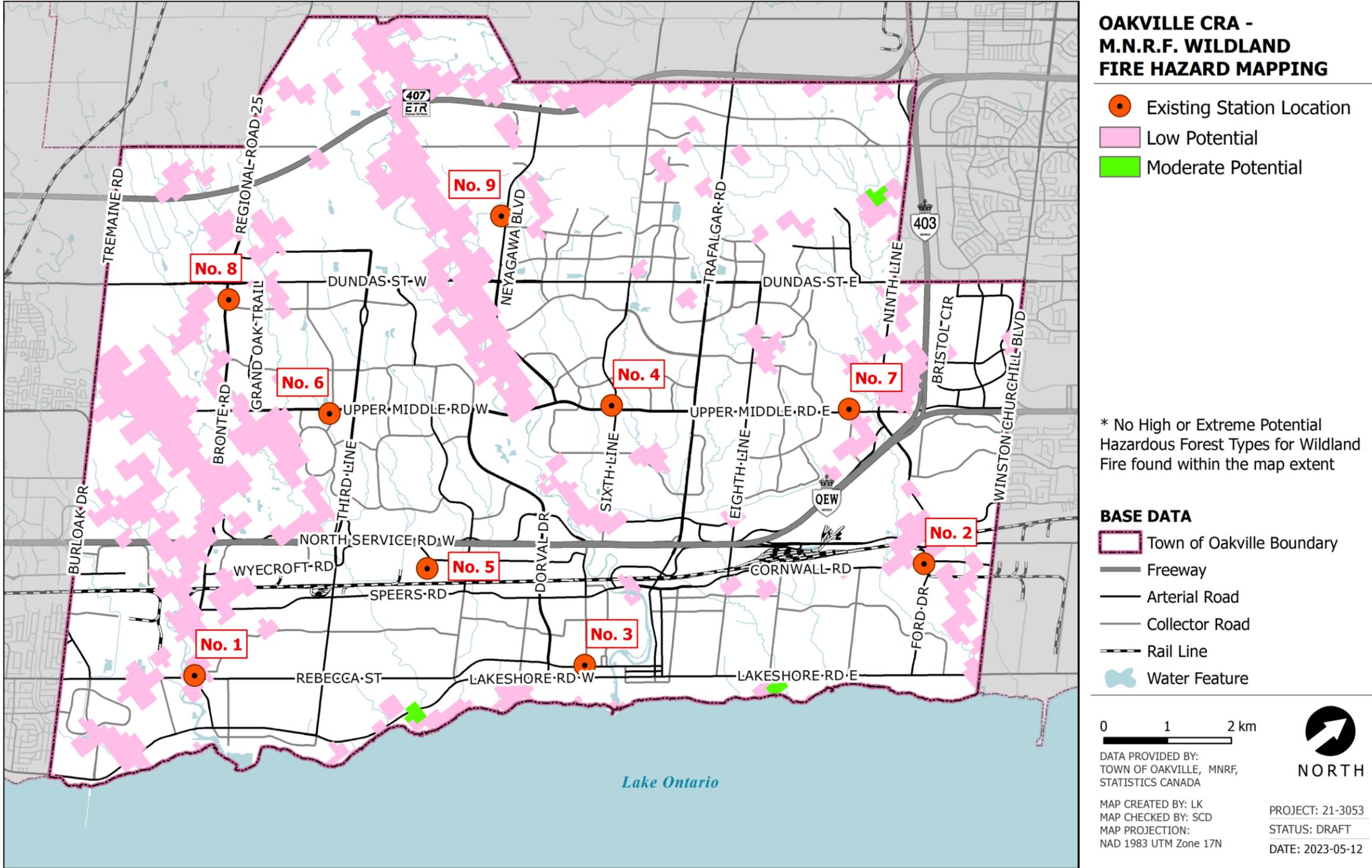


Figure Source: MNRF Data, created by Dillon Consulting Limited.



## 3.0 Building Stock Profile

As referenced in **O. Reg. 378/18**, the building stock profile assessment includes analysis of the types and uses of the building stock within the municipality. Important considerations include the number of buildings of each type, the number of buildings of each use and any building-related risks known to the fire service. There are potential fire risks associated with different types or uses of buildings given the presence or absence of fire safety systems and equipment at the time of construction and maintenance thereafter. This section considers these building characteristics within the Town of Oakville.

### 3.1 Ontario Building Code Occupancy Classifications

OFM **TG-02-2019** encourages fire departments to consider the potential fire-related risks associated with different building occupancy types and building uses. This includes consideration of each occupancy classification's prevalence within a community and the presence of fire and life safety systems and equipment. The Ontario Building Code (OBC) categorizes buildings by major occupancy classification. Utilizing the OBC major building occupancy classifications is consistent with the intent of **TG-02-2019** to provide a recognized definition and baseline for developing a community risk assessment.

The OBC is divided into six major building occupancy classifications (groups). Within each group the occupancies are further defined by division. The OBC major classification groups and divisions are presented in **Table 1**.

**Table 1: OBC Major Occupancy Classifications**

Group	Division	Description of Major Occupancies
Group A	1	Assembly occupancies intended for the production and viewing of the performing arts.
Group A	2	Assembly occupancies not elsewhere classified in Group A.
Group A	3	Assembly occupancies of the arena type.
Group A	4	Assembly occupancies in which occupants are gathered in the open air.
Group B	1	Detention occupancies.
Group B	2	Care and treatment occupancies.
Group B	3	Care occupancies.
Group C	All divisions	Residential occupancies.
Group D	All divisions	Business and personal services occupancies.
Group E	All divisions	Mercantile occupancies.
Group F	1	High-hazard industrial occupancies.
Group F	2	Medium-hazard industrial occupancies.
Group F	3	Low-hazard industrial occupancies.

Source: Ontario Building Code<sup>3</sup>

## 3.2

### OFM Fire Risk Sub-Model Occupancy Classifications

The Fire Risk Sub-model developed by the OFM utilizes the major group classifications (i.e., Group A, B, C, D, E, F), but does not use the detailed division classifications as included in the OBC. This strategy provides the ability to assess buildings within a community comparatively by major occupancy groups, thus providing a consistent and recognized definition for each major occupancy type. This strategy provides the opportunity for further analysis of a specific occupancy group. Subject to any site-specific hazards or concerns, occupancies within this group can be assessed individually and then included where required within the scope of the broader Community Risk Assessment. The OFM Fire Risk Sub-Model OBC classifications, definitions and associated fire related risks are presented in **Table 2** along with potential proactive measures to reduce risk within these occupancy types.

<sup>3</sup> Ontario Regulation 332/12: Building Code, Part III Fire Protection, Occupant Safety and Accessibility, Section 3.1.2.1.

**Table 2: OFM Fire Risk Sub-Model Major Building Classifications**

OBC Occupancy Classification	OFM Fire Risk Sub-Model Major Building Classifications	OFM Definitions	OFM Fire Related Risks	Proactive Measures for Reducing Risk
<b>Group A</b>	Assembly Occupancies	An assembly occupancy is defined as one that is used by a gathering of persons for civic, political, travel, religious, social, educational, recreational or like purposes or for the consumption of food or drink.	Assembly buildings are often occupied by a large number of people and may contain high quantities of combustible furnishings and decorations. Occupants are generally unfamiliar with the building’s exit locations and may not know how to react in the event of an emergency. Low light conditions are inherent to some of these occupancies and can contribute to occupant confusion during an evacuation. Numerous examples exist of disastrous events that have occurred throughout the world, resulting in multiple fire fatalities in these occupancies. Therefore, these facilities warrant special attention. Accordingly, it is paramount to ensure that maximum occupant load limits are not exceeded, detection is available, an approved fire safety plan is in place and adequate unobstructed exits/means of egress are readily available.	<ul style="list-style-type: none"> <li>• Regular fire prevention inspection cycles;</li> <li>• Automatic fire detection and monitoring systems;</li> <li>• Approved fire safety plan and staff training; and</li> <li>• Pre-planning by fire suppression staff.</li> </ul>
<b>Group B</b>	Care or Detention Occupancies	A care or detention occupancy means the occupancy or use of a building or part thereof by persons who: <ul style="list-style-type: none"> <li>• Are dependent on others to release security devices to permit egress;</li> <li>• Receive special care and treatment; or</li> <li>• Receive supervisory care.</li> </ul>	In addition to the presence of vulnerable occupants, these occupancies may contain quantities of various flammable/combustible liquids and gases, oxidizers and combustible furnishings that will impact the intensity of the fire if one should occur. The evacuation or relocation of patients, residents or inmates to an area of refuge during an emergency poses additional challenges in these facilities. It is essential to ensure that properly trained staff is available and prepared to quickly respond according to the facility’s approved fire safety plan.	<ul style="list-style-type: none"> <li>• Regular fire prevention inspection cycles;</li> <li>• Automatic fire detection and monitoring systems;</li> <li>• Approved Fire Safety Plan and staff training; and</li> <li>• Pre-planning by fire suppression staff.</li> </ul>

OBC Occupancy Classification	OFM Fire Risk Sub-Model Major Building Classifications	OFM Definitions	OFM Fire Related Risks	Proactive Measures for Reducing Risk
<b>Group C</b>	Residential Occupancies	A residential occupancy is defined as one that is used by persons for whom sleeping accommodation is provided but who are not harboured or detained to receive medical care or treatment or are not involuntarily detained.	In Ontario, residential occupancies account for 70% of all structural fires and 90% of all fire deaths. Residential units that are located in multi-unit buildings, including secondary units in a house, pose additional risks due to egress and firefighting accessibility challenges.	<ul style="list-style-type: none"> <li>• Home smoke alarm programs;</li> <li>• Public education programming including home escape planning;</li> <li>• Retro-fit and compliance inspection cycles for OFC compliance;</li> <li>• Pre-planning by fire suppression staff; and</li> <li>• Fire Drills as required by the OFC.</li> </ul>
<b>Group D</b>	Business and Personal Services	A business and personal services occupancy is defined as one that is used for the transaction of business or the rendering or receiving of professional or personal services.	Many office buildings are occupied by a large number of people during business hours and contain high combustible content in the form of furnishings, paper, books, computers and other office equipment/supplies. Those that are located in a high-rise building pose additional risks due to egress and firefighting challenges.	<ul style="list-style-type: none"> <li>• Regular fire prevention inspection cycles to maintain OFC compliance;</li> <li>• Targeted fire prevention inspections for OFC retro-fit compliance;</li> <li>• Staff training in fire prevention and evacuation procedures;</li> <li>• Public education programs; and</li> <li>• Pre-planning by fire suppression staff.</li> </ul>
<b>Group E</b>	Mercantile	A mercantile occupancy is defined as one that is used for the displaying or selling of retail goods, wares or merchandise.	Larger mercantile occupancies such as department stores are generally occupied by a large number of people and contain high quantities of combustibles in the form of merchandise, furnishings and decorations. Customers may be unfamiliar with the building's exit locations and not know how to react in the event of an emergency. Additional hazards will be present in "big box" type stores that sell and store large volumes of combustible materials in bulk. These stores generally have similar properties to industrial warehouses with the additional hazard of higher number of occupants.	<ul style="list-style-type: none"> <li>• Regular fire prevention inspection cycles;</li> <li>• Automatic fire detection and monitoring systems;</li> <li>• Approved Fire Safety Plan and staff training; and</li> <li>• Pre-planning by fire suppression staff.</li> </ul>

OBC Occupancy Classification	OFM Fire Risk Sub-Model Major Building Classifications	OFM Definitions	OFM Fire Related Risks	Proactive Measures for Reducing Risk
<b>Group F</b>	High/Medium/Low Hazard Industrial	An industrial occupancy is defined as one for the assembling, fabricating, manufacturing, processing, repairing or storing of goods and materials. This category is divided into low hazard (F3), medium hazard (F2) and high hazard (F1) based on its combustible content and the potential for rapid fire growth.	These occupancies constitute a special fire hazard due to high levels of combustible, flammable or explosive content and the possible presence of oxidizing chemicals and gases. Processing and other activities that involve various ignition sources often occur in these occupancies. The lack of security during non-operational hours also makes them susceptible to incendiary type fires. Industrial fires generally involve large quantities of combustible materials and potentially result in large financial losses (e.g., building, contents) and significant damage to the community’s environment and economic well-being (e.g. loss of jobs).	<ul style="list-style-type: none"> <li>• Regular fire prevention inspection cycles;</li> <li>• Staff training in fire prevention and evacuation;</li> <li>• Public education;</li> <li>• Pre-planning by fire suppression staff;</li> <li>• Installation of early detection systems (e.g., fire alarm systems, heat detectors);</li> <li>• Installation of automatic sprinkler systems;</li> <li>• Approved Fire Safety Plans;</li> <li>• Preplanning by fire suppression staff; and</li> <li>• Fire extinguisher training.</li> </ul>

Source: OFM Fire Risk Sub-Model<sup>4</sup>

<sup>4</sup> Office of the Fire Marshall and Emergency Management. (2016, February). Comprehensive Fire Safety Effectiveness Model: Fire Risk Sub-Model. Retrieved from Ministry of the Solicitor General Website.

### 3.2.1 Town of Oakville Existing Major Building Classification Summary

Analysis of the Town’s existing major building occupancy types was conducted through a review of Oakville’s building stock data, as provided by the OFD. **Table 3** summarizes the Town’s existing major building occupancy classifications.

As presented in **Table 3**, the majority of the Town’s existing building stock is Group C – Residential Occupancies (91.77%) representing 57,119 residential occupancies.

The second largest occupancy type within the Town is classified as Other Occupancies, accounting for 5.64% of the Town’s building stock and is closely followed by the Group F (all Divisions combined) at 1.10% of building stock. The Group D and E – Business/mercantile (640), represent 1.03% of the Town’s building stock.

The Group B – Care or Detention Occupancies comprise 0.1% of the Town’s building stock. This category includes the 59 registered vulnerable occupancies within the Town which are discussed further in **Section 3.7.1– Vulnerable Occupancies**.

**Table 3: Oakville Existing Building Stock**

OBC Occupancy Classification	OFM Fire Risk Sub-Model Major Building Classifications	Number of Occupancies	Percentage of Occupancies
Group A	Assembly Occupancies	241	0.4%
Group B	Care or Detention Occupancies	59	0.1%
Group C	Residential Occupancies	57,119	91.7%
Group D and E	Business/Mercantile	640	1.0%
Group F Division 3	Low-Hazard Industrial	5	0.01%
Group F Division 2	Medium-Hazard Industrial	672	1.1%
Group F Division 1	High-Hazard Industrial	5	0.01%
Group F (all Divisions combined)	Industrial Occupancies	682	1.1%
Other	Other occupancies not classified in Ontario Building Code	3,512	5.6%
<b>Total Occupancy Classification</b>	<b>Total Building Classifications</b>	<b>62,283</b>	<b>100%</b>

Source: Town of Oakville/Municipal Property Assessment Corporation (MPAC).

Group C – Residential Occupancies represent the most prominent type of building occupancy type within the Town of Oakville, which is consistent with most municipalities across Canada. **Figure 6** illustrates the spatial distribution of the Town’s Group C – Residential Occupancy property stock. Information provided by the OFM (as described in **Section 10.0 – Past Loss and Event History Profile**) indicates that the majority of structure fires in the Town over the five-year period from January 1, 2016, to December 31, 2020, occurred within Group C – Residential Occupancies (77.1%). This equates to 242 structure fires. Group C – Residential Occupancies also represented 89.1% of the Town’s total fire loss for the same period.

Figure 6: Property Stock by Major Occupancy Classification

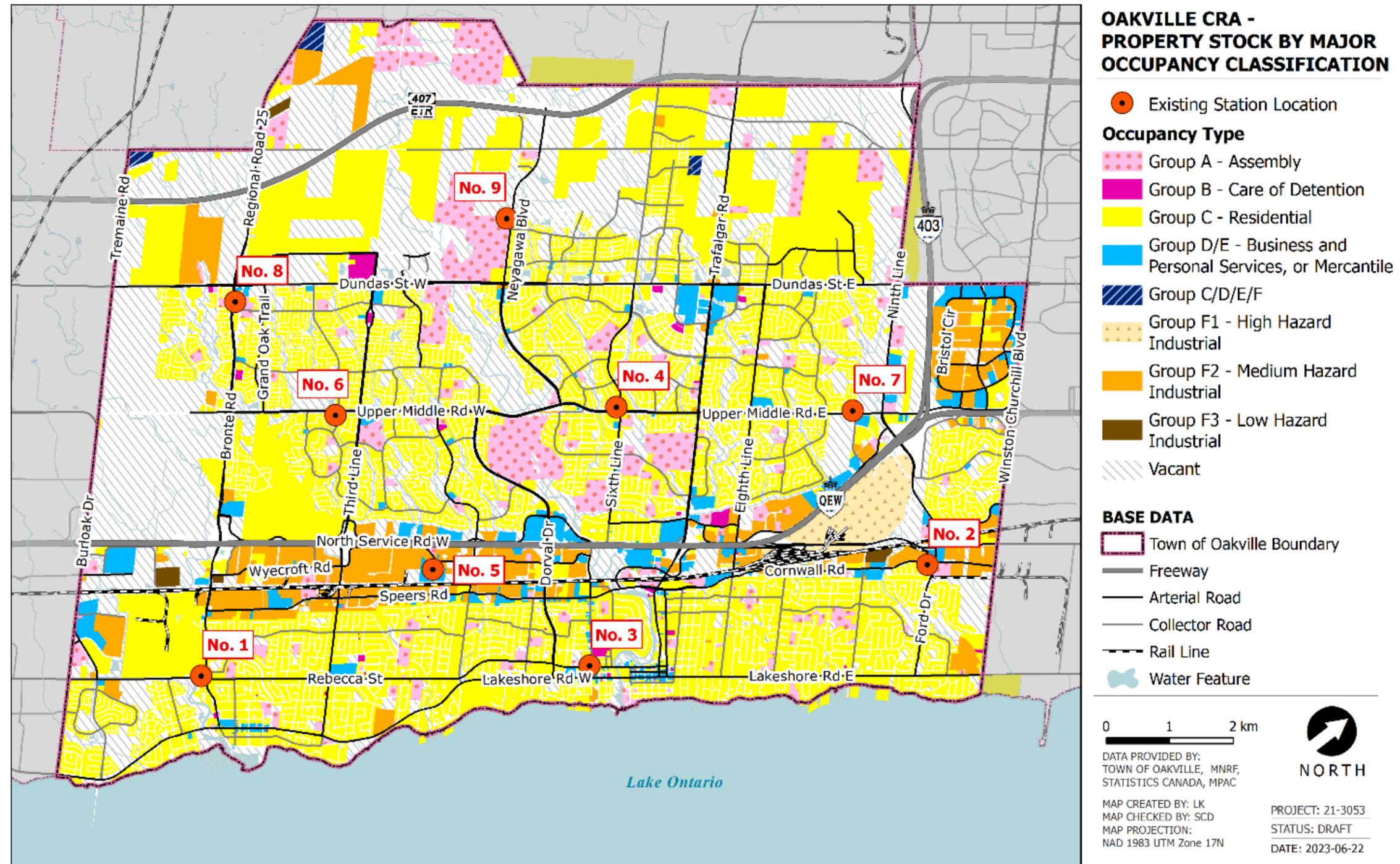


Figure Source: Town of Oakville Data, created by Dillon Consulting Limited.

**Identified Risk: Group C – Residential Occupancies** represent 91.77% of the Town’s existing building stock, and over the five-year period from January 1, 2016, to December 31, 2020, were associated with 77.1% of the structure fires within the Town.

**Table 4** illustrates a comparison of the Town’s existing Group C - Residential Occupancy building stock with that of the Province based on the 2020 Statistics Canada Census.

**Table 4: Group C – Residential Building Stock Comparison**

<b>Structural Dwelling Type</b>	<b>Town Total Number of Dwellings</b>	<b>Town Total Percentage of Dwellings</b>	<b>Ontario Total Number of Dwellings</b>	<b>Ontario Total Percentage of Dwellings</b>
Single-detached house	43,130	58.6%	2,942,990	53.6%
Apartment in a building that has five or more storeys	8,955	12.2%	984,665	17.9%
Movable dwelling	0	0%	14,985	0.3%
Other attached dwellings <sup>5</sup>	21,470	29.2%	1,548,560	28.2%
Semi-detached house	3,310	4.5%	303,260	5.5%
Row house	12,470	16.9%	505,265	9.2%
Apartment or flat in a duplex	950	1.3%	181,030	3.3%

<sup>5</sup> The category 'Other attached-dwelling' is a subtotal of the following categories: semi-detached house, row house, apartment or flat in a duplex, apartment in a building that has fewer than five storeys and other single-attached house.

Structural Dwelling Type	Town Total Number of Dwellings	Town Total Percentage of Dwellings	Ontario Total Number of Dwellings	Ontario Total Percentage of Dwellings
Apartment in a building that has fewer than five storeys	4,680	6.3%	548,785	10.0%
Other single-attached house	60	0.08%	10,220	0.2%
<b>Total</b>	<b>73,560</b>	<b>100%</b>	<b>5,491,205</b>	<b>100.0%</b>

Table Source: 2021 Census, Statistics Canada<sup>6</sup>

This analysis highlights that the Town has a higher percentage of single detached dwellings – 58.6% compared to the Province of 53.6%. However, the Town has a similar number of other attached dwellings (29.2% compared to the Province of 28.2%). Within the other attached dwellings category, 16.9% is comprised of row housing, which is higher compared to the Province of 9.2%. Additionally, 12.2% of the Town’s building stock is comprised of Apartments which are defined as buildings that have five or more storeys. Refer to **Section 3.3 – Building Density and Exposure** for more information.

### 3.3 Building Density and Exposure

NFPA 1730 – Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations (2019 Edition) lists building density as a key factor for understanding potential fire risk with particular consideration given to core areas (downtown). Closely spaced buildings, typical of historic downtown core areas and newer infill construction, may have a higher risk of a fire spreading to an adjacent exposed building. In a built-up area with minimal

<sup>6</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released April 27, 2022. [Statistics Canada 2021 Census of Population Page](#) (accessed May 2, 2022).

building setbacks, a fire originating in one building could extend to a neighbouring structure due to the close proximity.

The close proximity of buildings can also impede firefighting operations due to the limited access for firefighters and equipment.

As shown in **Table 4**, the Town has a similar percentage of other attached dwellings of 29.2% compared to that of the Province of 28.2%.

The Town has a number of existing areas where the presence of building density and potential exposure as a result of minimal setbacks should be highlighted. These include the area south of Station 1 at Bronte Road and Lakeshore Road West, North and east of Station 3 between Kerr Street and Trafalgar Road. Other notable areas include the area surrounding Sheridan College on Trafalgar Road and in the Uptown Core along Oak Park Boulevard. These areas contain mixed use occupancies, including some Group C – Residential and commercial uses. These areas may also be further impacted by infill construction and intensification. Existing residential areas that include other attached dwellings such as townhouses, row houses and apartments with less than five storeys should be highlighted for potential exposure risks.

**Key Finding: The Town includes areas of building stock that have higher density and, as such, greater potential for exposure in the event of a fire.**

### 3.4 Building Age and Construction

The OBC was adopted in 1975, and the Ontario Fire Code (OFC) was adopted in 1981. Together, these two codes have provided the foundation for eliminating many of the inconsistencies in building construction and maintenance that were present before adoption.

The OBC and the OFC were developed to ensure that uniform building construction and maintenance standards are applied for all new building construction. The codes also provide for specific fire and life safety measures depending on the use of the building.

Examples of the fire and life safety issues that are addressed include:

- Occupancy;
- exits/means of egress including signs and lighting;
- fire alarm and detection equipment;

- fire department access; and
- inspection, testing, and maintenance.

In many situations the age and construction of a building can be directly associated with whether the building was constructed prior to, or after the introduction of these codes. For example, during the late nineteenth century and early twentieth century, balloon frame construction was a common wood framing technique that was used in both residential and small commercial construction.

This technique allowed for exterior walls to be continuous from the main floor to the roof in some cases extending multiple stories through a building. The result was the potential for fire and smoke to spread unobstructed from the basement to the roof of a building. In many cases, the result was a fire that started in the basement spreading to the roof very quickly and without the knowledge of building occupants or fire service personnel. The OBC implemented requirements to change this construction method and introduce additional requirements to mitigate the potential of fire spread through wall cavities.

Similarly, the new codes have recognized new construction techniques, such as light weight wood frame construction. This includes the use of wood trusses to replace conventional wood frame roofing techniques and new construction materials including Laminated Veneer Lumber (LVL) that is a high strength engineered wood product now used commonly in residential and commercial buildings. Although these techniques and materials have enhanced the efficiency and cost of construction, this construction presents very different challenges to firefighters from those of historical construction methods. For example, the lightweight wood frame construction used in an engineered wood truss roof system relies on all of the structural components to work together. In the event one of the components fails due to exposure to high heat or fire, the result is the potential for the entire roof system to fail. Lightweight construction is discussed further in **Section 3.4.1** below.

In addition to building construction, fire growth rate depends on the flammability of the materials and contents within the building which introduces variances into the growth rates presented above.

The impact of increasing fire growth rates is directly related to the time lapse from ignition to flashover when the combustible items within a given space reach a temperature that is sufficiently high for them to auto-ignite.

Listed in **Table 5** are fire growth rates measured by the time it takes for a fire to reach a one-megawatt (MW) fire. Fire growth rate depends on the flammability of the materials and contents within the building which introduces variances into the growth rates presented below.

**Table 5: Time to Reach 1 MW Fire Growth Rates in the Absence of Fire Suppression**

<b>Fire Growth Rate</b>	<b>Time in Seconds to Reach 1 MW</b>	<b>Time in Seconds to Reach 2 MW</b>
Slow	600 seconds	848 seconds
Medium	300 seconds	424 seconds
Fast	150 seconds	212 seconds

Source: OFM, Operational Planning: An Official Guide to Matching Resource Deployment and Risk Workbook.<sup>7</sup>

In addition to building construction, fire growth rate depends on the flammability of the materials and contents within the building which introduce variances into the growth rates presented above. The impact of increasing fire growth rates is directly related to the time lapse from ignition to flashover when the combustible items within a given space reach a temperature that is sufficient high for them to auto-ignite. The graph in **Figure 7** (below) highlights the exponential increase in fire temperature and the potential for loss of property/loss of life with the progression of time.

<sup>7</sup> Office of the Fire Marshal and Emergency Management. (2017, May). Operational Planning: An Official Guide to Matching Resource Deployment and Risk Workbook.

Figure 7: Fire Propagation Curve

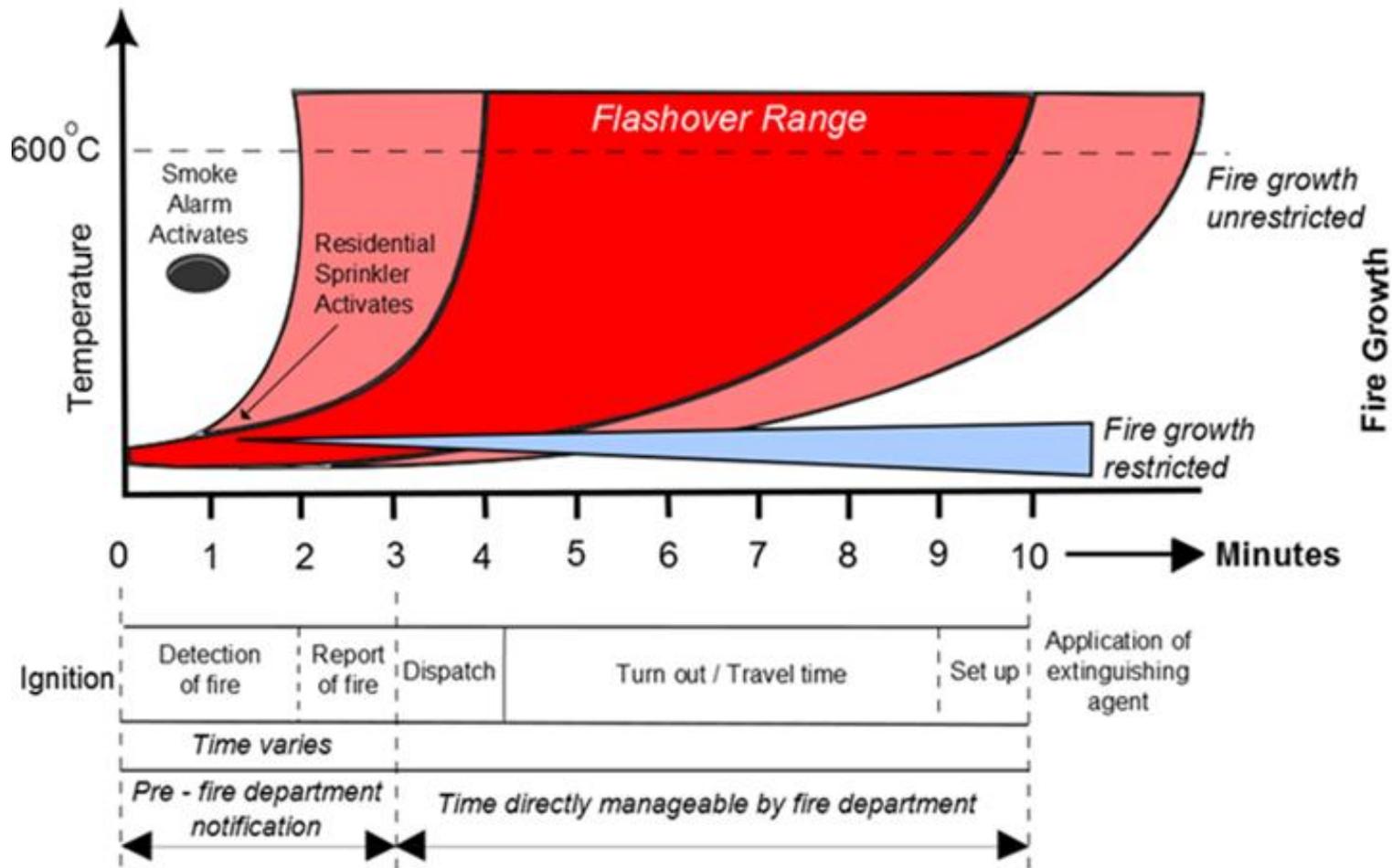


Figure Source: Fire Underwriters Survey “Alternative Water Supplies for Public Fire Protection: An informative Reference Guide for Use in Fire Insurance Grading” (May 2009) and NFPA “Fire Protection Handbook” (2001).

Understanding building construction and building materials is a critical component for firefighters in determining the appropriate type of fire attack and safety measures that need to be in place. As such, having knowledge of the age of a building may be directly related to the type of construction methods and materials used to build it, making building age and construction an essential component of this Community Risk Assessment. We note that tall buildings in Oakville have been subject to the OBC Part 9 Retrofit process, which provides for the upgrading of fire and life safety components of the buildings through retrofit.

**Figure 8** illustrates the age of residential buildings (2021 Census Data) within the Town prior to the new codes. This analysis indicates that 27.03% of the Town's residential building stock was built prior to 1981, preceding the adoption of the 1981 OFC. This represents a fire risk within the community. **Figure 9** illustrates the spatial distribution of building age for all occupancy types in the Town. This figure shows that the majority of buildings located south of the QEW, between Bronte Road in the east and Winston Churchill Boulevard in the west, were built prior to 1981. The cluster of older buildings south of the QEW represent a fire risk within the community.

**Figure 8: Period of Construction of Residential Dwellings – Oakville**

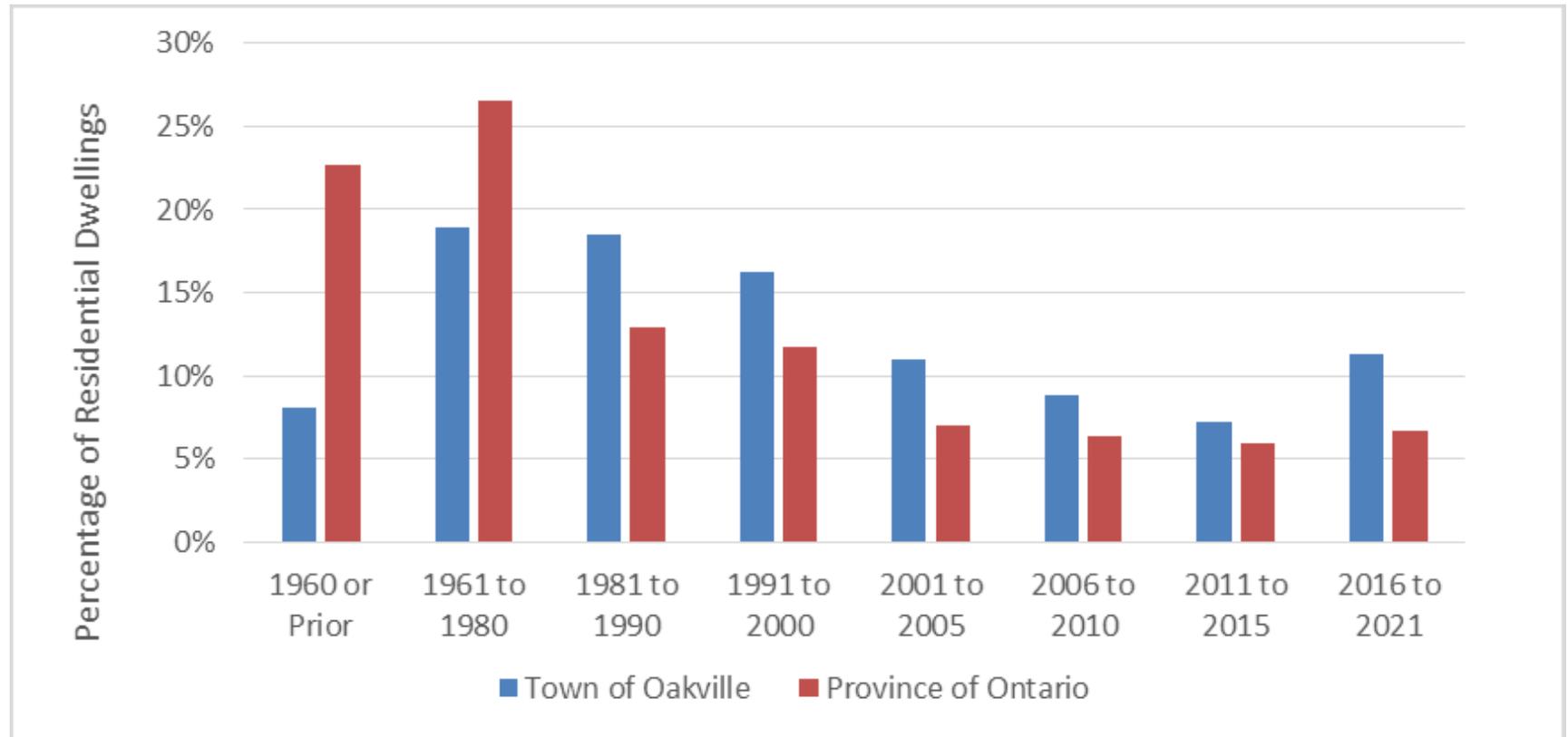


Figure Source: 2021, Census, Statistics Canada<sup>8</sup>

<sup>8</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released December 15, 2022.

<https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed January 11, 2023)

Figure 9: Building Age – All Occupancy Types, Town of Oakville

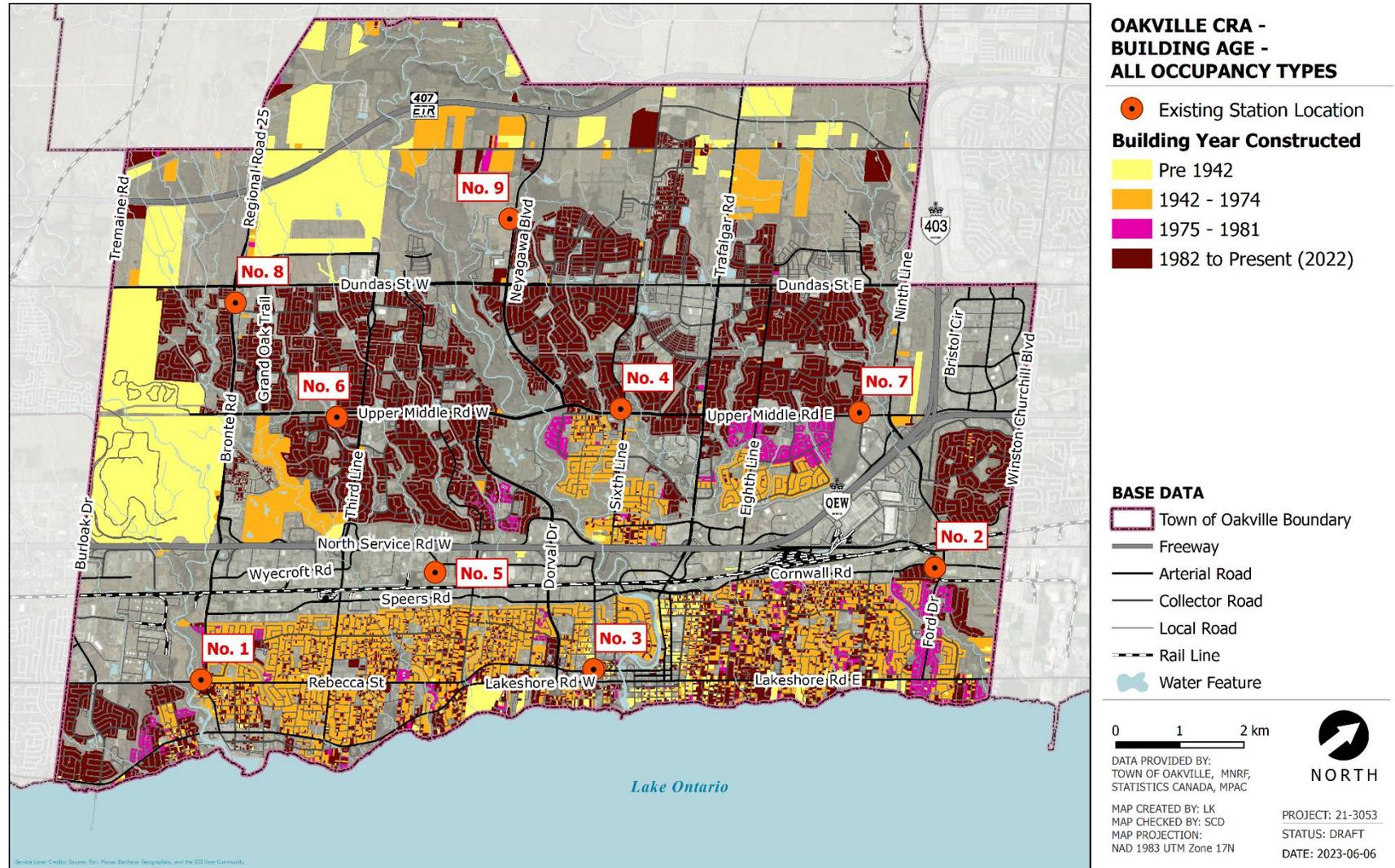


Figure Source: Town of Oakville Data, created by Dillon Consulting Limited

**Identified Risk: The 2021 Census data indicates that 27.03% of the Town’s Group C – Residential building stock was built prior to the introduction of the 1981 OFC.**

### 3.4.1 Lightweight Construction

As of February 25, 2022, the OFM provided direction that requires available information documenting the presence and location of truss and lightweight wood frame construction systems (referred to as lightweight construction) be used to inform pre-planning activities by fire departments. Buildings with lightweight construction are considered a safety risk to responding firefighters as they are known to be susceptible to premature failure and rapid collapse under fire conditions. Pre-plans provide responding fire departments with awareness of the presence of lightweight construction, providing opportunity for proactive fire response strategies to protect the safety of responding firefighters.

The Town is working to identify buildings with lightweight construction, which have been constructed using wood framing. It is anticipated that OFD will continue to collect and document information on buildings with lightweight construction. This information can be updated within the CRA during the annual review and updating process. It is also anticipated that OFD will apply this information to their pre-planning program. Pre-planning will be discussed further within the Fire Master Plan.

**Key Finding: The Town has several areas of new construction that can be assumed to include lightweight wood frame construction.**

### 3.5 Building Height and Area

One of the unique characteristics and risks of tall/multi-storey buildings is known as the “stack effect”. This is characterized as vertical air movement occurring throughout the building, caused by air flowing into and out of the building, typically through open doors and windows. The resulting buoyancy caused by the differences between the indoor/outdoor temperature and elevation differences causes smoke and heat to rise within the building.

This can have a dramatic effect on smoke permeation throughout the common areas and individual units within the building. This can be directly related to the high percentage of deaths that occur in high-rise buildings as a result of smoke inhalation.

The nature of taller buildings also brings the presence of higher occupant loads and higher fuel loads due to the quantity of furnishings and building materials.

Efficient evacuation can also be a challenging process due to a lack of direction, signage, knowledge, or familiarity of the occupants which may result in overcrowding of stairways and exit routes.

Ensuring all required fire and life safety systems are in place and functioning is a priority for these occupancies. Taller buildings can experience extended rescue / fire suppression response times for firefighters to ascend to the upper levels. This is commonly referred to as “vertical response” representing the time it takes for firefighters to gain entry into the building and ascent to the upper floors by the stairwells. Options such as “shelter-in-place” whereby occupants are directed by the fire department to stay within their units can be an effective life safety strategy. However, ensuring internal building communications systems are in place and functioning is critical to the success of this strategy. Targeted public education campaigns addressing strategies like shelter-in-place are also critical to educating building occupants.

It is important to note that there are a variety of meanings associated with the terms “high rise”, “tall buildings” and “high buildings.” For the purposes of developing this CRA, the OBC/OFC definition has been used to analyze building height within the Town which defines high-rise as 18 metres above grade, or six storeys.

The following fire safety features of high buildings are required by the OBC for new buildings, and the OFC once they are occupied:

- Building Services (ventilation, firefighter elevators, water supply, etc.);
- Non-combustible construction (concrete and steel);
- Interior finishes (drywall, block, concrete slab);
- Fire detection and notification of occupants (pull stations, heat detectors, fire detectors, alarm system);
- Compartmentation (containment of fire and smoke spread, fire doors, fire shutters, self-closing mechanisms on doors, etc.);
- Means of egress (stairwells constructed with non-combustibles); and
- Fire protection system (automatic sprinklers, standpipes and hose cabinets, fire pumps, fire extinguishers, etc.).

These fire safety features serve to keep the public and firefighters safe.

### 3.5.1 Mapping Building Height

As part of the data provided for this CRA, the Town provided building height data from which buildings with a height greater than 18 metres were identified, reflecting a high-rise occupancy as per Section 3.2.6 of the OBC for the purposes of this analysis, it has been assumed that buildings under 18 metres (roughly five storeys or less) are not considered high-rise. Buildings identified with a height at or in excess of 18 metres are illustrated in **Figure 10**.

In total, 135 buildings, as defined by the OBC, were identified as high-rise buildings. As shown, the buildings identified as high-rise are distributed throughout the urban area of the Town, primarily south of the QEW and north of Royal Windsor Drive. There are notable clusters of high-rise buildings located south of Station 1 at Bronte Road and Lakeshore Road West and east of Station 3 along Kerr Street south of Speers Road.

**Identified Risk: The Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level 18 metres (59 feet) above grade, or six storeys. These buildings are distributed throughout the urban area.**

Figure 10: Building Height

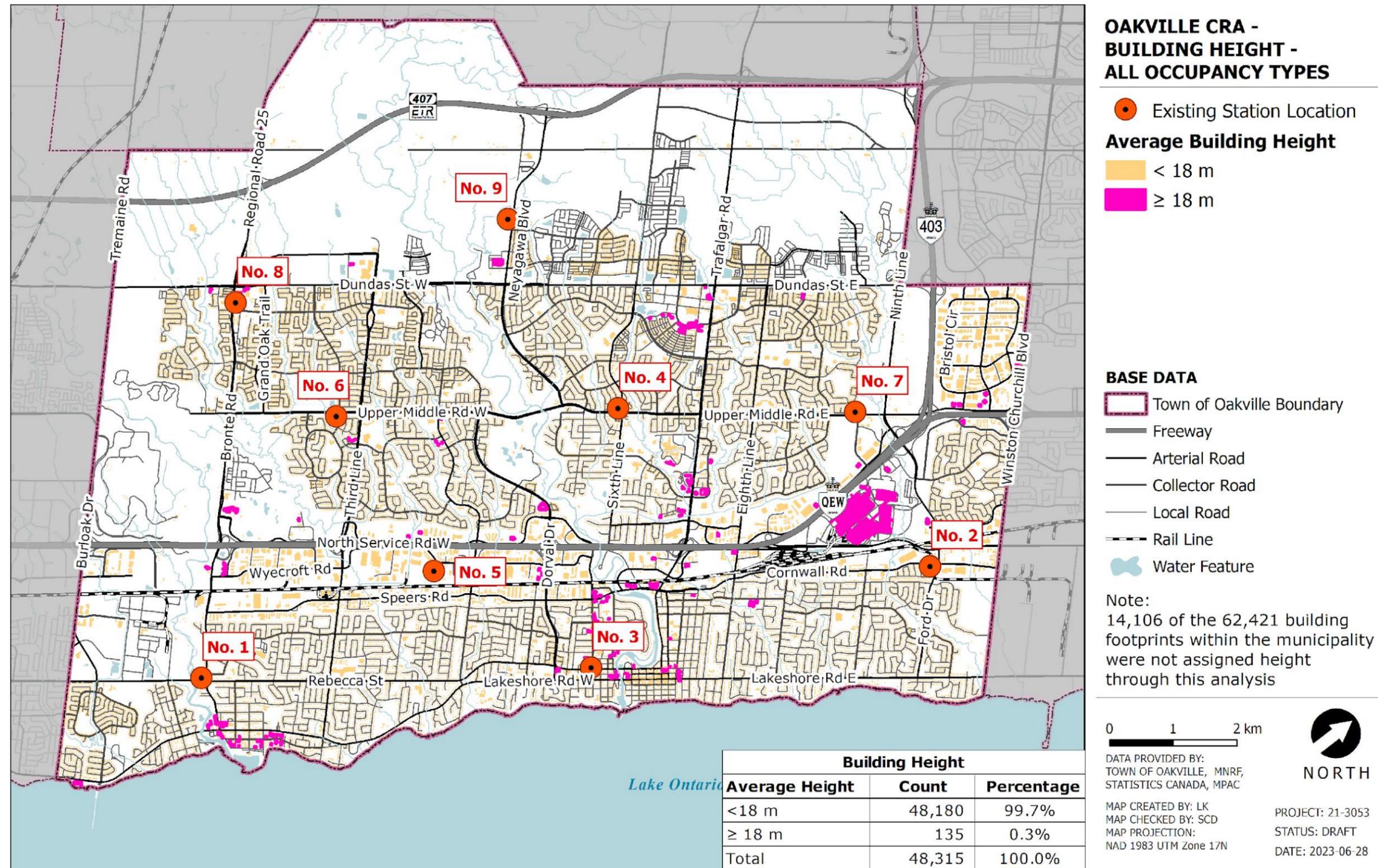


Figure Source: Town of Oakville Data, Created by Dillon Consulting Limited

### 3.5.2 Building Area

Building area can cause comparable challenges as those present in taller buildings. Horizontal travel distances rather than vertical can mean extended response times by firefighters attempting rescue or fire suppression activities. Large buildings, such as industrial plants and warehouses, department stores, and big box stores, can also contain large volumes of combustible materials. In many of these occupancies the use of high rack storage is also present. Fires within this type of storage system can be difficult to access and may cause additional risk to firefighter safety, due to collapse-related risks.

As part of the data collection process, Town staff were able to provide building footprint data for the Town of Oakville. The information presented in **Table 6** indicates that the majority of the Town's building stock (83.1%) has a total building area (footprint) of 2,500 square feet or less. This summary also indicates that 0.3% (217) buildings have an area greater than 50,000 square feet or approximately 4,655 square metres.

**Table 6: Building Area**

Building Size (Square Feet)	# of Buildings	% of all Buildings
0 to 2,500	51,890	83.1%
2,501 to 5,000	7,371	11.8%
5,001 to 10,000	1,934	3.1%
10,001 to 20,000	594	1.0%
20,001 to 50,000	415	0.7%
More than 50,000	217	0.3%
<b>Total</b>	<b>62,421</b>	<b>100.0%</b>

Source: Town of Oakville

#### 3.5.2.1 Mapping Building Area

**Figure 11** illustrates that the buildings with a larger footprint are dispersed mainly through the urban and industrial areas of the Town. The buildings with a footprint of 50,000 square feet or more align with the industrial and employment areas adjacent to the QEW and Highway 403 and along Speers Road, Cornwall Road and Bristol Circle as seen in **Figure 1** and **Figure 2** of **Section 2.1 – Geographical Snapshot of Oakville**.

**Identified Risk: The Town has 217 buildings with a total building area (footprint) that exceed 50,000 square feet (4,655 square metres). These buildings are predominantly located in the Business Industrial and Employment Corridor land use designations along the QEW, Highway 403, Bristol Circle, Cornwall Road, and Speers Road.**

Figure 11: Building Area Locations

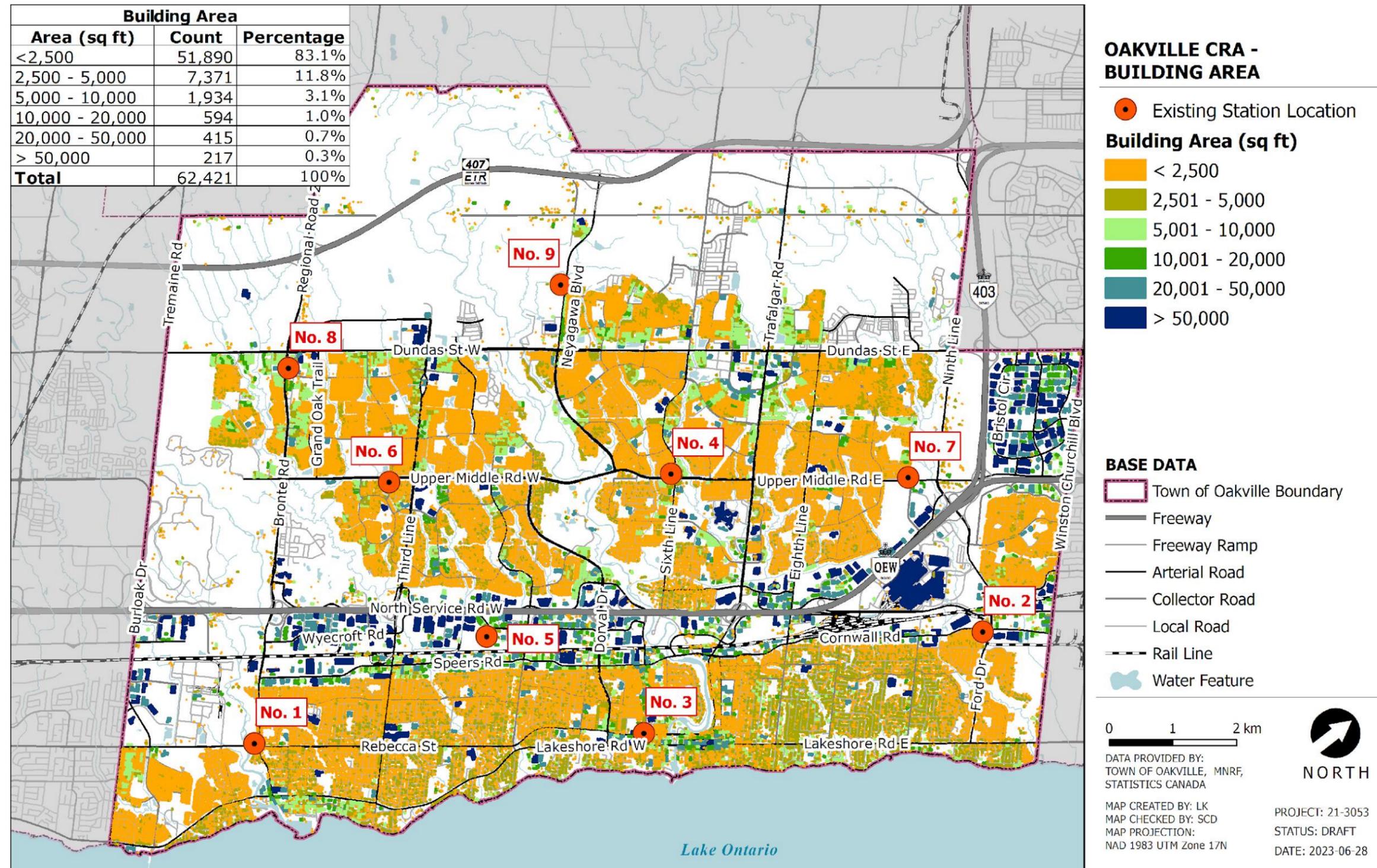


Figure Source: Town of Oakville Data, created by Dillon Consulting Limited .

### 3.6 High Hazard Occupancies

High hazard occupancies can be linked to a combination of factors such as building density (exposures), building age, and construction which pose high fire risk hazards. Another factor is fuel load which typically refers to the amount and nature of combustible content and materials within a building. This can include combustible contents, interior finishes as well as structural materials. Combustible content tends to create the greatest potential fire loss risk. Higher fuel loads result in increased fire loss risk due to increased opportunity for ignition and increased fire severity. In many communities, large amounts of fuel load can be contained within a single occupancy, such as a building supply business, within a large multi-unit residential building, or within a historic downtown core. This section of the CRA will focus primarily on high hazard occupancies for industrial occupancies.

#### 3.6.1 High Hazard Occupancies

The OFD staff have identified 35 high hazard occupancies. The high hazard occupancies that were identified are listed in **Table 7** below. The high hazard occupancies are distributed across the Town and are associated with industrial and commercial uses.

**Table 7: High Hazard Occupancies**

Street #	Street Name	Facility Name/Organization
2770	Coventry Road	Virox Technologies Inc.
2140	Winston Park Drive	2140 Winston Park Drive
1155	South Service Road West	Recycling Facility
1201	North Service Road West	Recycling Facility
2725	Bristol Circle	Beachcomber Hot Tubs
1209	North Service Road East	Waste Connections of Canada
1252	Speers Road	Fireworks Canada
460	Wycroft Road	Min-Chem Canada Ltd.
1257	Speers Road	1257 Speers Road
750	Weller Court	750 Weller Court
2714	Bristol Circle	Pinty's Delicious Foods
2225	Winston Park Drive	Tiama Extract

Street #	Street Name	Facility Name/Organization
2001	Speers Road West	Procor Limited
3280	South Service Road West	Burloak Technologies Inc.
1485	Speers Road	JemPack
801	McPherson Road	Suncor Bronte Distribution Terminal
2335	Speers Road	Monarch Plastics Corporation
2351	Upper Middle Road East	David Roberts Foods
2275	Bristol Circle	Composites One LLC
1400	South Service Road West	B F Goodrich
2860	Plymouth Drive	Polar Performance Materials
1	The Canadian Road	Oakville Assembly Complex
2481	Royal Windsor Drive	Mancor Canada Inc
1218	South Service Road West	Iron Mountain
2670	Plymouth Drive	Television Production Set
2195	North Service Road West	Mid-Halton Wastewater Treatment Plant
2510	Hyde Park Gate	Canadian Tire
400	Dundas Street East	Canadian Tire
1100	Kerr Street	Canadian Tire
3300	South Service Southwest	The Home Depot
2555	Bristol Circle	The Home Depot
99	Cross Avenue	The Home Depot
2311	Royal Windsor Drive	RONA Oakville
399	Speers Road	RONA Oakville
1465	Wallace Road	Chemtec International

Source: OFD

In addition to ensuring compliance to the requirements of the OBC and the OFC, there are operational strategies that a fire service can implement to address high hazard occupancies and fuel load concerns. These include regular fire inspection cycles and pre-planning of buildings of this nature to provide an operational advantage in the event of fire.

**Key Finding: OFD identified 35 High Hazard Occupancies within Oakville.**

### 3.7 Occupancies with Potential High Fire Life-Safety Risk

Fire risk does not affect all people equally. Those who are at an increased risk of fire injury or fatality are known as vulnerable individuals. In the event of a fire, these individuals may be unable to self-evacuate and/or require assistance in their evacuation efforts. Identifying the location and number of vulnerable individuals or occupancies within the community provides insight into the magnitude of this particular demographic within a community.

#### 3.7.1 Registered Vulnerable Occupancies

From an occupancy perspective, vulnerable occupancies contain vulnerable individuals who may require assistance to evacuate in the event of an emergency due to cognitive or physical limitations, representing a potential high-life safety risk. As part of its registry of vulnerable occupancies, the OFM defines vulnerable occupancy as any care occupancy, care and treatment occupancy, or retirement home regulated under the Retirement Homes Act.

These occupancies house individuals such as seniors or people requiring specialized care. It is important to note, however, that **not all vulnerable individuals live in vulnerable occupancies**; for example, some seniors who are vulnerable due to physical limitation can live on their own or in subsidized housing, making them a key demographic to reach.

**Ontario Regulation 150/13: Fire Code**, which amends **Ontario Regulation 213/07: Fire Code**, identifies vulnerable occupancies as care, care and treatment and retirement homes. This includes hospitals, certain group homes and seniors' residences and long-term care facilities. This regulation requires fire departments to perform annual inspection, approve and witness fire drill scenarios and file certain information regarding the occupancy with the Fire Marshal's office. A list of vulnerable occupancies is presented in **Table 8**. The geographic locations of these buildings are shown in **Figure 12**.

**Table 8: Vulnerable Occupancies**

<b>Address</b>	<b>Building Name</b>
380 Sherin Drive	Vistamere Retirement Residence
2222 Lakeshore Road West	Oakville Senior Citizen Residence
160 Bronte Road	Amica At Oakville
430 Winston Churchill Boulevard	Ian Anderson House
299 Randall Street	Trafalgar Lodge Residence Home
456 Trafalgar Road	Sunrise Assisted Living
345 Church Street	Churchill Place
25 Lakeshore Road West	The Kensington
53 Bond Street	Central West Specialized Development Services
37 Bond Street	Acquired Brain Injury Services
291 Reynolds Street	Wyndham Manors LTCC
203 Georgian Drive	Post Inn Village
180 Oak Park Boulevard	Chartwell Classic Oakville Retirement Residence
2140 Baronwood Drive	The Waterford Retirement Residence
2370 Third Line	West Oak Village LTCC
1459 Nottingham Gate	Oakville Trafalgar Memorial Hospital
3136 Dundas Street West	Palermo Village
496 Postridge Drive	Northridge Long Term Care
2160 Baronwood Drive	Chartwell Waterford Retirement Residence
407 Iroquois Shore Road	Infinity Care Homes Inc.
2370 Speers Road	Acclaim Health
1 Sixteen Mile Drive	VIVA Oakville Retirement Community
259 Robinson Street	March of Dimes
152 Wilson Street	Lion's Dog Guides
2250 Speers Road	Acclaim Health
1434 Bridge Road	Oakville Community Living
188 Nelson Street	Oakville Community Living
1198 Rebecca Street	Oakville Community Living
221 Southwood Court	Oakville Community Living
225 Southwood Court	Oakville Community Living
319 Sherin Drive	Oakville Community Living
461 Sandmere Place	Oakville Community Living
356 Sayer Road	Oakville Community Living
238 Third Line	Oakville Community Living
246 Third line	Oakville Community Living

Address	Building Name
3138 Victoria Street	Oakville Community Living
2493 Waterford Street	Oakville Community Living
1383 Willowdown Road	Oakville Community Living
48 Washington Road	Oakville Community Living
314 Pinegrove	Oakville Community Living
298 Pinegrove	Oakville Community Living
1083 Pinegrove	Oakville Community Living
135 Caulder Avenue	Christian Horizons
300 Hickory Circle	Christian Horizons
403 Parklane Road	Christian Horizons
553 Lees Lane	Christian Horizons
1512 Rebecca Street	Central West Specialized Development Services
1486 Grand Boulevard	Central West Specialized Development Services
2160 8 <sup>th</sup> Line	Latitude Child & Youth Services
532 Glenashton Drive	Latitude Child & Youth Services
396 Riverside Drive	Latitude Child & Youth Services
2775 Kingsway Drive	Oakville Childrens Home Ltd.
367 Glenashton Drive	Oakville Childrens Home Ltd.
484 Seaton Drive	Safe Management Group
261 Weighton Drive	Safe Management Group
260 Third Line	Safe Management Group
531 Swann Drive	Safe Management Group

Source: OFD

As indicated by the OFD, there are 59 vulnerable occupancies in the Town of Oakville. These include care occupancies, care and treatment occupancies and retirement homes. The areas east of Station 1 and Station 3 are shown to have higher numbers of vulnerable occupancies compared to other areas of the Town.

**Identified Risk: The Town of Oakville currently has 59 registered vulnerable occupancies.**

Figure 12: Locations of Vulnerable Occupancies

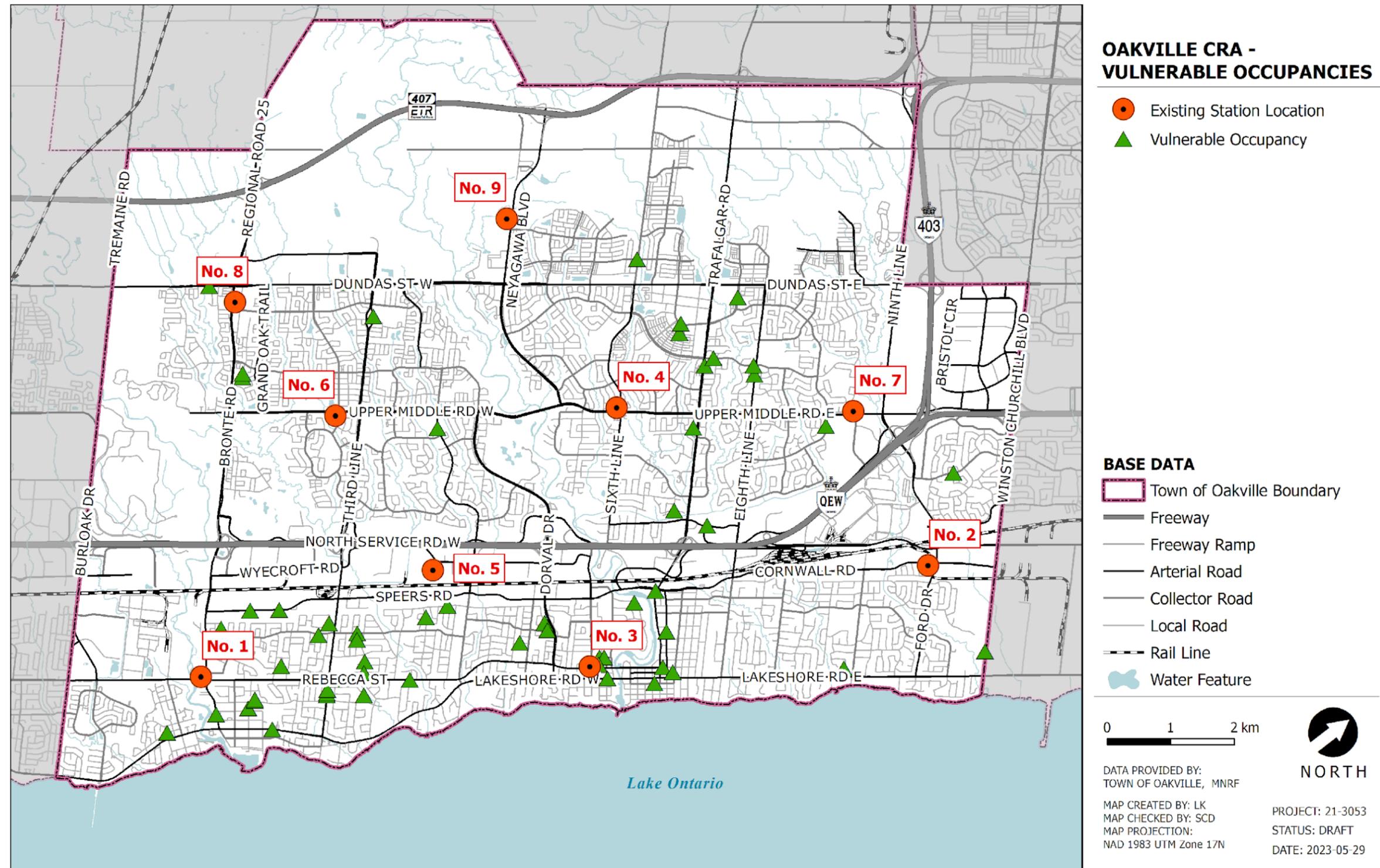


Figure Source: Town of Oakville Data, created by Dillon Consulting Limited

### 3.7.2 Other High Fire Life Safety Risk Occupancies

From the perspective of risk, and for the purposes of the services provided by the fire department, including enhanced and targeted fire inspections and public education programming, it can be valuable for a fire department to identify additional potential high fire life-safety risk considerations, including day care facilities and schools, where due to their age, children may have cognitive or physical limitations to preventing or delaying self-evacuation in the event of an emergency. For the purposes of this CRA, potential high life-safety risk occupancy considerations include schools and licensed day care facilities. Analysis of data provided by the OFD identified that there are 85 schools (elementary, secondary, and private combined) and 122 licensed daycares.

It would be beneficial for OFD to conduct pre-planning activities for all occupancies with vulnerable occupants. Pre-planning activities increase fire department personnel familiarity with buildings of special interest. A fire department can help reduce the risk faced by vulnerable individuals or vulnerable occupancies by performing regularly scheduled fire safety inspections; approving and witnessing fire drill scenarios; enforcing the OFC; providing public education on fire safety issues; conducting pre-planning exercises to increase fire department personnel's familiarity with the facility; reviewing fire safety plans for accuracy and encouraging facility owners to update facilities as needed; providing staff training; and encouraging fire drills.

(Some of these activities are now legislated responsibilities under **O. Reg. 150/13: Fire Code** for those facilities classified as vulnerable occupancies.)

**Key Finding: In addition to registered vulnerable occupancies, the Town has 85 schools and 122 identified licensed daycares, representing higher fire life-safety risks due to the number of children attending these facilities.**

### 3.7.3 Vacant Buildings/Properties

Information provided by the Town indicates that there are a number of vacant buildings located throughout the community. The spatial distribution of the properties where these buildings are located is illustrated in **Figure 13** below. Vacant buildings can pose a fire risk for several reasons such as lack of building fire detection and sprinkler system maintenance, occupancy by unauthorized people or a degeneration of the building structure as a result of weather and lack of use.

**Key Finding:** The Town has identified a number of vacant buildings that may pose a fire risk.

Figure 13: Vacant Properties

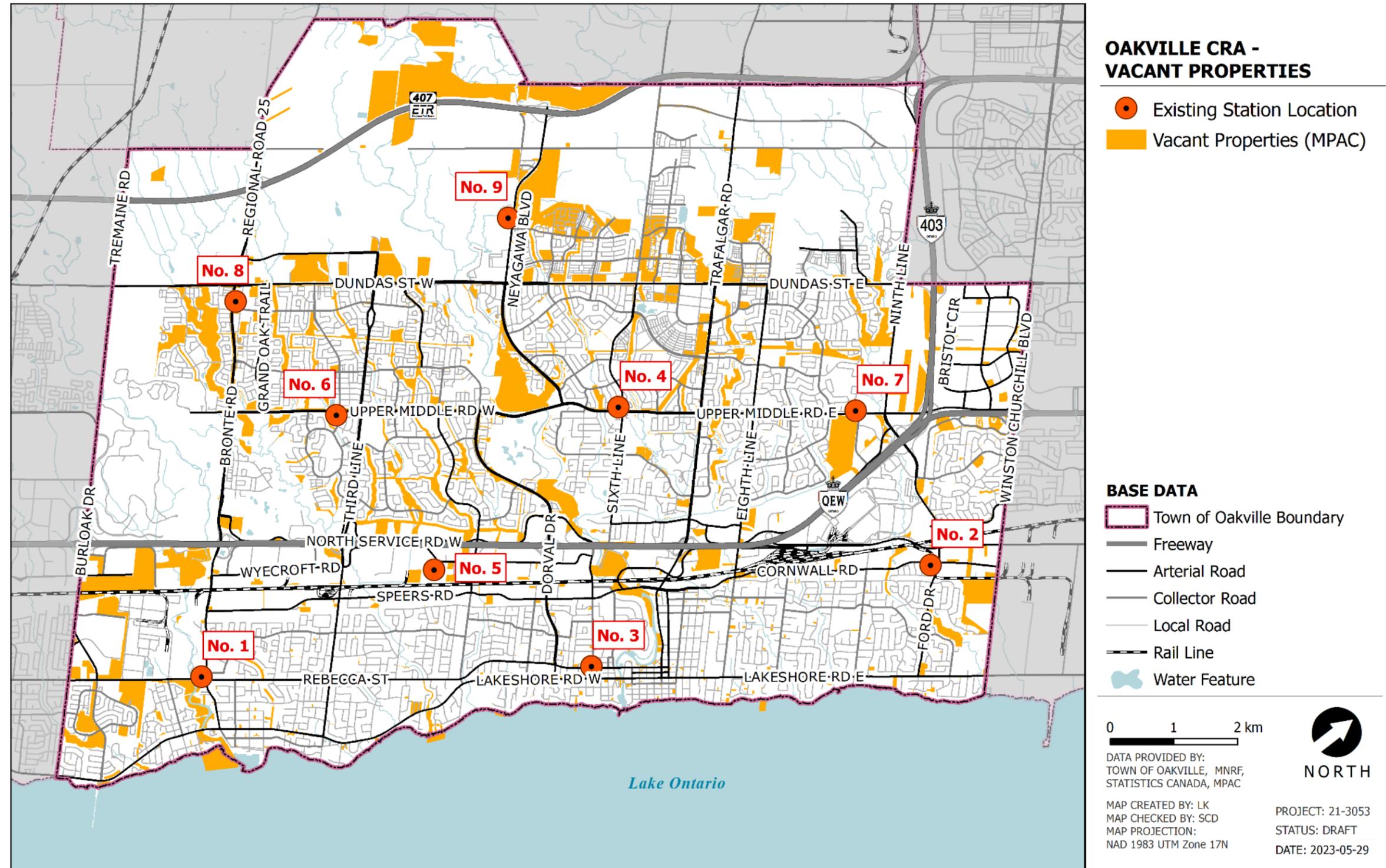


Figure Source: Town of Oakville Data provided MPAC Data, created by Dillon Consulting Limited.

## Historic or Culturally Significant Buildings

An understanding of the location of historic or culturally significant buildings or facilities is an important consideration within the building stock profile of a Community Risk Assessment. Such buildings or facilities may be keystone features to the community that provide a sense of heritage, place, and pride and act as tourism destinations which could result in an economic impact. Historic areas can present a high fire risk due to age, the materials used to construct the buildings, exposure to other buildings, and importance to the community. Regular fire inspection cycles and strategies to enforce continued compliance with the OFC are considered as best practices to achieving the legislative responsibilities of the municipality and providing an effective fire protection program to address fuel load risks.

The Town of Oakville regulates a number of heritage homes and properties through the municipal register under the Ontario Heritage Act. The Town of Oakville Heritage Properties Register lists a total of 901 properties of known heritage resources, endorsed by Town Council. Of the 901 properties, 609 are designated under PART IV and V of the Ontario Heritage Act for their cultural value or interest.<sup>9</sup>

The Town has four notable Heritage Conservation Districts: Old Oakville Heritage Conservation District, First and Second Street Heritage Conservation District, Trafalgar Road Heritage Conservation District and the Downtown Oakville Heritage Conservation District. Pre-fire planning activities increase fire department personnel familiarity with buildings and areas of special interest. A fire department can help reduce the risk of fire within heritage properties through regularly scheduled fire safety inspections, enforcement of the OFC, regular review of fire safety plans for accuracy and encouraging facility owners to upgrade facilities as needed.

**Key Finding: There are a large number of identified heritage buildings within Oakville, many of which were constructed prior to the introduction of the OFC.**

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<sup>9</sup> Heritage Register. (2022). Town of Oakville. Retrieved from <https://www.oakville.ca/business/heritage-properties.html>

## 4.0 Critical Infrastructure Profile

As referenced in **O. Reg. 378/18**, the critical infrastructure profile assessment includes analysis of the capabilities and limitations of critical infrastructure, including electrical distribution, water distribution, telecommunications, hospitals and airports. The following section considers these critical infrastructure characteristics within the Town of Oakville.

### 4.1 Critical Infrastructure in Oakville

Ontario's Critical Infrastructure Assurance Program defines critical infrastructure (CI) as "interdependent, interactive, interconnected networks of institutions, services, systems and processes that meet vital human needs, sustain the economy, protect public health, safety and security, and maintain continuity of and confidence in government."<sup>10</sup> The program also sets out ten critical infrastructure sectors, namely: continuity of government, financial institutions, food, water, health, energy and utilities, public safety and security, telecommunications, manufacturing and transportation networks. Infrastructure is a complex system of interconnected elements whereby failure of one could lead to the failure of others. The vulnerability of infrastructure is often connected to the degree to which one infrastructure component depends upon another. Therefore, it is critical that these elements be viewed in relation to one another and not in isolation.

For the purposes of this CRA, general considerations and concerns related to each CI sector as it pertains to the provision of fire protection services for each critical infrastructure sector are included in **Table 9**. Oakville specific CI concerns are described in greater detail within the text.

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<sup>10</sup> Ministry of the Solicitor General. (2017). Critical Infrastructure. Retrieved from [Emergency Management Ontario website](#)

**Table 9: Critical Infrastructure Considerations**

<b>CI Sector</b>	<b>Fire Related Issues/Concerns</b>
Energy and Utilities	<p>Within the Town of Oakville, Oakville Hydro ElectriTown Distribution Inc. and Hydro are the electriTown provider. Natural Gas is provided by Enbridge Gas. Energy and utility infrastructure is significant from the perspective of fire protection services for the following reasons:</p> <ul style="list-style-type: none"> <li>• The oil and natural gas subsector presents operational hazards to first responders, including spills and personal injury, firefighter exposure to toxic or hazardous materials via inhalation, skin contact, and/or ingestion;</li> <li>• There is potential for explosion and/or fire;</li> <li>• Gas and oil supply could be limited across the Town in the event of an emergency incident;</li> <li>• Firefighter safety considerations when responding to a fire at an electrical substation (e.g., high voltage electrical hazards and the presence of chemical hazards that are used to cool electrical conductors); and</li> <li>• Disruption to the electrical distribution system could disrupt emergency communication systems, or municipal power supply leading to a wide range of public health and safety concerns, requiring fire department assistance.</li> </ul>
Finance	<p>Financial infrastructure can include institutions such as banks or credit unions or automated teller machines (ATMs). In the event of a significant emergency, residents may not have access to their financial institutions and banking services.</p>

CI Sector	Fire Related Issues/Concerns
Food	Food related infrastructure can include agriculture, major distribution centres or grocery stores, for example. Grocery stores and food distribution centres typically contain large amounts of ammonia used as a component of refrigeration systems. Fire responders should be aware of dangers related to an ammonia release and response protocols.
Government	Municipal services are often interconnected, therefore the failure of one may lead to the failure or damage to other services or loss of continuity of operations.
Health	Oakville Trafalgar Memorial Hospital is the only hospital within the Town, but there is one hospital nearby in the City of Mississauga. A fire at a hospital would require complex evacuation procedures for a large number of immobile and medical device dependant individuals. Health care infrastructure is also significant from the perspective of fire protection services because a health-related emergency can increase demand for health care services, specifically ambulance services and medical response (e.g., tiered response).
Information and Communication Technology	There are several radio communication towers within Oakville. If wires or towers are compromised, the ability to communicate with emergency personnel could be extended, possibly leading to extended emergency response times.
Manufacturing	According to the 2021 Statistics Canada Census, manufacturing in the Town of Oakville accounts for 6.78% of local industry (see <b>Section 9.1 – Economic Sectors and Employers in Oakville</b> ). Processing and other activities that involve various ignition sources often occur in these occupancies. Manufacturing facilities constitute a special fire hazard due to high levels of combustible, flammable or explosive content and the possible presence of oxidizing chemicals and gases.

CI Sector	Fire Related Issues/Concerns
Safety	<p>There are nine fire stations in Oakville. Frequent or extreme emergency events could increase demand for emergency response services affecting the response capacity of the fire department.</p>
Transportation	<p><b>Rail</b></p> <p>The Town of Oakville has one prominent rail line that transects the community, operated by GO Transit. We note that there are two other rail lines: a CN rail line to the West and a CP rail line to the north. Although they are not within the boundaries of Oakville, they may create a risk due to their proximity to the Town and prevailing winds. Rail lines and operations are of concern from the perspective of fire protection services due to the following factors:</p> <ul style="list-style-type: none"> <li>• Accidents involving transportation of hazardous cargo could result in release hazardous material requiring hazardous materials response;</li> <li>• Potential for explosions, fires and destabilization of surrounding structures;</li> <li>• For passenger train derailments or collisions, passenger and rail employee extrication and technical rescue may be required;</li> <li>• Difficulty accessing scene; and</li> <li>• Major incidents resulting in long term recovery could delay daily shipment of goods and services, with potential negative affects to local economy.</li> </ul>

CI Sector	Fire Related Issues/Concerns
Transportation	<p data-bbox="594 280 894 313"><b>Roads and Highways</b></p> <p data-bbox="594 345 1877 524">Oakville is intersected by a number of provincial highways including Highway 403/QEW, Highway 407. In addition to the Provincial highways, the Town’s road network is comprised of local, collector, arterial (Regional) and rural roads. Major highways are of concern from the perspective of fire protection services due to the following factors:</p> <ul data-bbox="594 557 1877 776" style="list-style-type: none"> <li data-bbox="594 557 1346 589">• Incidents involving hazardous materials transport;</li> <li data-bbox="594 605 1709 638">• Motor vehicle collisions driving fire department and ambulance call volume;</li> <li data-bbox="594 654 1877 686">• Multi-lane and vehicle collisions can obstruct lane access for responding apparatus; and</li> <li data-bbox="594 703 1877 776">• Traffic hazards (distracted drivers, high speed movement) present safety considerations for responding crews.</li> </ul>
Transportation	<p data-bbox="594 808 642 841"><b>Air</b></p> <p data-bbox="594 873 1862 1149">Airports also present unique hazards related to aircraft and supporting infrastructure. In addition to those using this type of transportation these hazards can include aircraft crash incidents, the use of aircraft fuel and the transportation of dangerous goods. There are no airports in the Town of Oakville. However, there is a Heliport located at Oakville Trafalgar Memorial Hospital. Toronto Pearson International Airport is located east of Oakville’s municipal boundary, in the City of Mississauga.</p>

CI Sector	Fire Related Issues/Concerns
Water	<p>Halton Region is responsible for treating and disinfecting drinking water for the Region. In addition to the Region, the Town of Oakville is also responsible for the operation and maintenance of the water distribution system with the Town, including watermains, valves, service connections and fire hydrants. Water supply is an essential component of firefighting and is accessible to the fire department through hydrant systems. A water supply shortage or damage to the distribution system could impede the fire department’s ability or use of these systems. There are fire department considerations to areas without adequate water flow and supply (hydrants). These are discussed further in <b>Section 4.1.1 – Water Infrastructure – Hydrants</b> below.</p>



## 4.1.1

**Water Infrastructure – Hydrants**

Oakville has a water supply system consisting of water treatment, water storage, and distribution, as well as numerous fire hydrants mostly in the urban area of the Town.

Water supply is essential for firefighting, accessible to the fire department through municipal water delivery systems, or the fire department itself (tanker shuttles). Equally important to the presence of water supply is the quantity of water available for fire protection purposes, referred to as fire flow. As described in the NFPA Glossary of Terms (2019 Edition), fire flow is “the flow rate of water supply measured at 20psi (137.9 kPa) residual pressure, that is available for firefighting.” The control of structure fires in urban areas are typically delivered by hose lines supplied by a local water delivery system via hydrants.

A water supply shortage or water system disruption could impede the flow rate of water delivered to hydranted areas resulting in inadequate water supply and distribution needed for the delivery of fire protection services.

Where no municipal water systems exist, supplementary water supply sources are considered. It is a common occurrence for rural and undeveloped areas, not to have pressurized hydranted water supply systems.

**Figure 14** illustrates the location of fire hydrants throughout Oakville and as shown, they are found primarily in the urban area of the Town. Alternatively, water for firefighting purposes may be provided by tanker shuttle and the use of reliable and accessible local water supplies, such as fire ponds if there was one on the property. According to the Fire Underwriter’s Survey, an Accredited Superior Tanker Shuttle Service is a recognized equivalency to hydrant protection if it meets all the requirements for accreditation. In areas without municipal water supply, a fire department should consider a water servicing strategy or formal plan for those areas requiring water flow for firefighting. Oakville Fire Department does not currently hold Superior Tanker Shuttle Accreditation. If additional water tankers are required, Oakville Fire Department will call mutual aid for a tanker shuttle. Fire hydranted areas are discussed further in the Fire Master Plan Report.

Figure 14: Hydrants

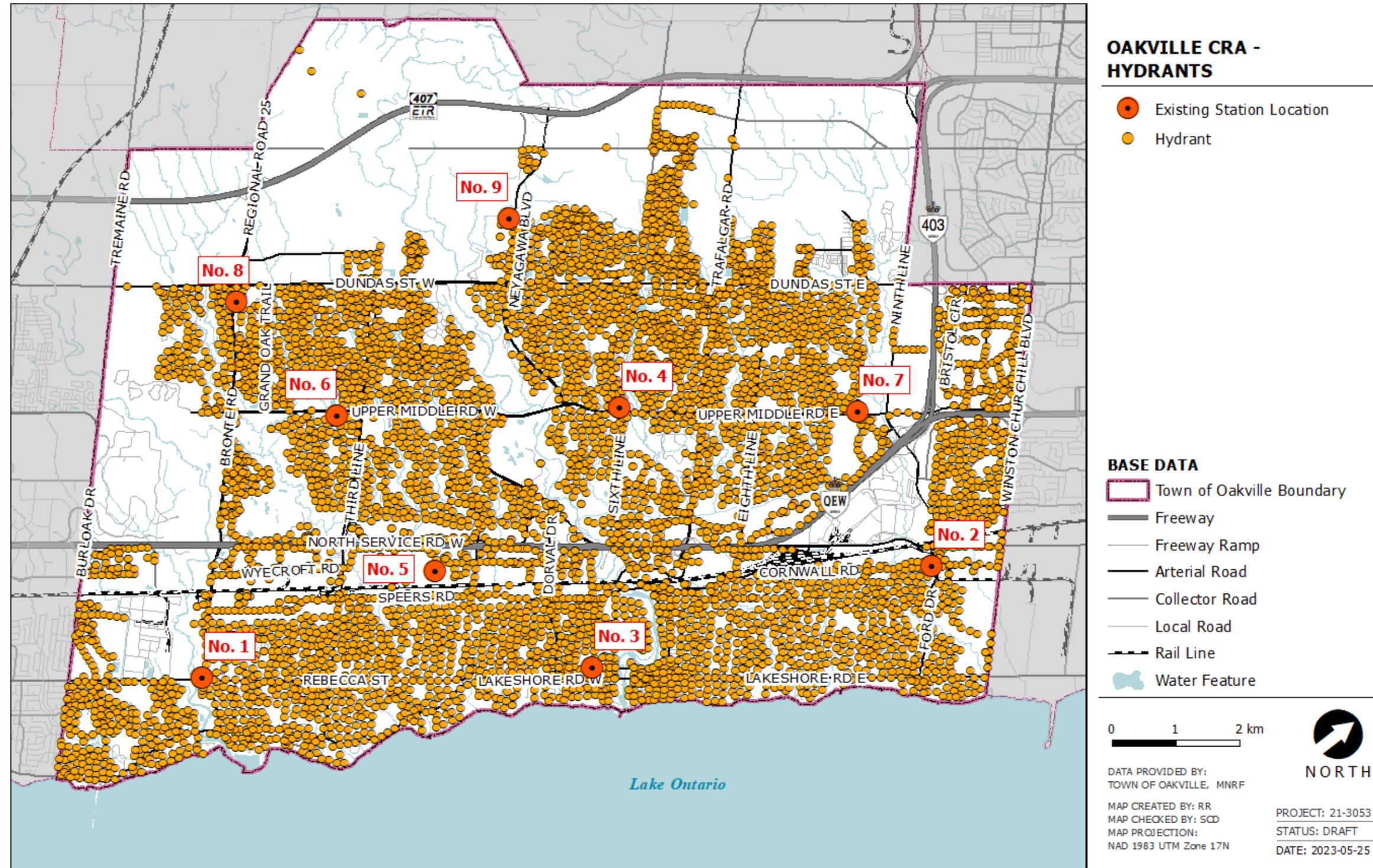


Figure Source: Town of Oakville Data, created by Dillon Consulting Limited.

#### 4.1.2 Airport

Airports and airline facilities facilitate the movement of material goods and people, serving as gateways of connectivity to other municipalities and regions that can contribute to the economic growth and development of the Town. They play an essential role in trade, commerce and product distribution and provide a major mechanism through which people travel. Airports also present unique hazards related to aircraft and supporting infrastructure. In addition to those using this type of transportation these hazards can include the use of aircraft fuel and the transportation of dangerous goods.

Although, not located within the municipal boundary, there is a Heliport located the Oakville Trafalgar Memorial Hospital and one airport located in an adjacent municipality. Toronto Pearson International Airport is located east of Oakville in the City of Mississauga. The airport serves the Toronto metropolitan area by providing domestic and international flights. Fire Station 2 and 7 are the closest station that can provide fire protection services to Toronto Pearson International Airport.

**Special Consideration: The Toronto Pearson International Airport and the Heliport at the Oakville Trafalgar Memorial Hospital both present a number of unique fire related risks associated with aircraft, supporting infrastructure and the potential transportation of dangerous goods requiring specialized fire protection services.**

## 5.0 Demographic Profile

As referenced in **O. Reg. 378/18**, the demographic profile assessment includes analysis of the composition of the community's population, such as population size and dispersion, age, gender, cultural background, level of education, socioeconomic make-up and transient population. The following sections consider these demographic characteristics within the Town of Oakville.

### 5.1 Population and Dispersion

Over a twenty-year period (2001 to 2021), the Town of Oakville's population and total private dwellings has steadily increased. **Table 10** shows the rate of increase for both the population and total private dwellings.

**Table 10: Historic Growth in Population and Households – Oakville**

Year	Population	% Change	Total Private Dwellings	% Change
2001	144,738	No Data	49,260	No Data
2006	165,610	14.4%	56,580	14.9%
2011	182,520	10.2%	62,415	10.6%
2016	193,832	6.2%	68,617	9.9%
2021	213,759	10.3%	76,179	11.0%

Table Source: 2021, 2016, 2011, 2006, 2001 Census, Statistics Canada.

#### 5.1.1 Mapping Population Dispersion

The dispersion of the population is presented in **Figure 15**. Areas of Oakville most densely populated are found within the Town's urban area, generally south of Highway 403/QEW and Dundas Street. More specifically, areas of the Town with the highest densities include part of the downtown along Kerr Street, and in the community of Bronte, centred on Lakeshore Road (east of Third Line).

Figure 15: Population Density – Town of Oakville

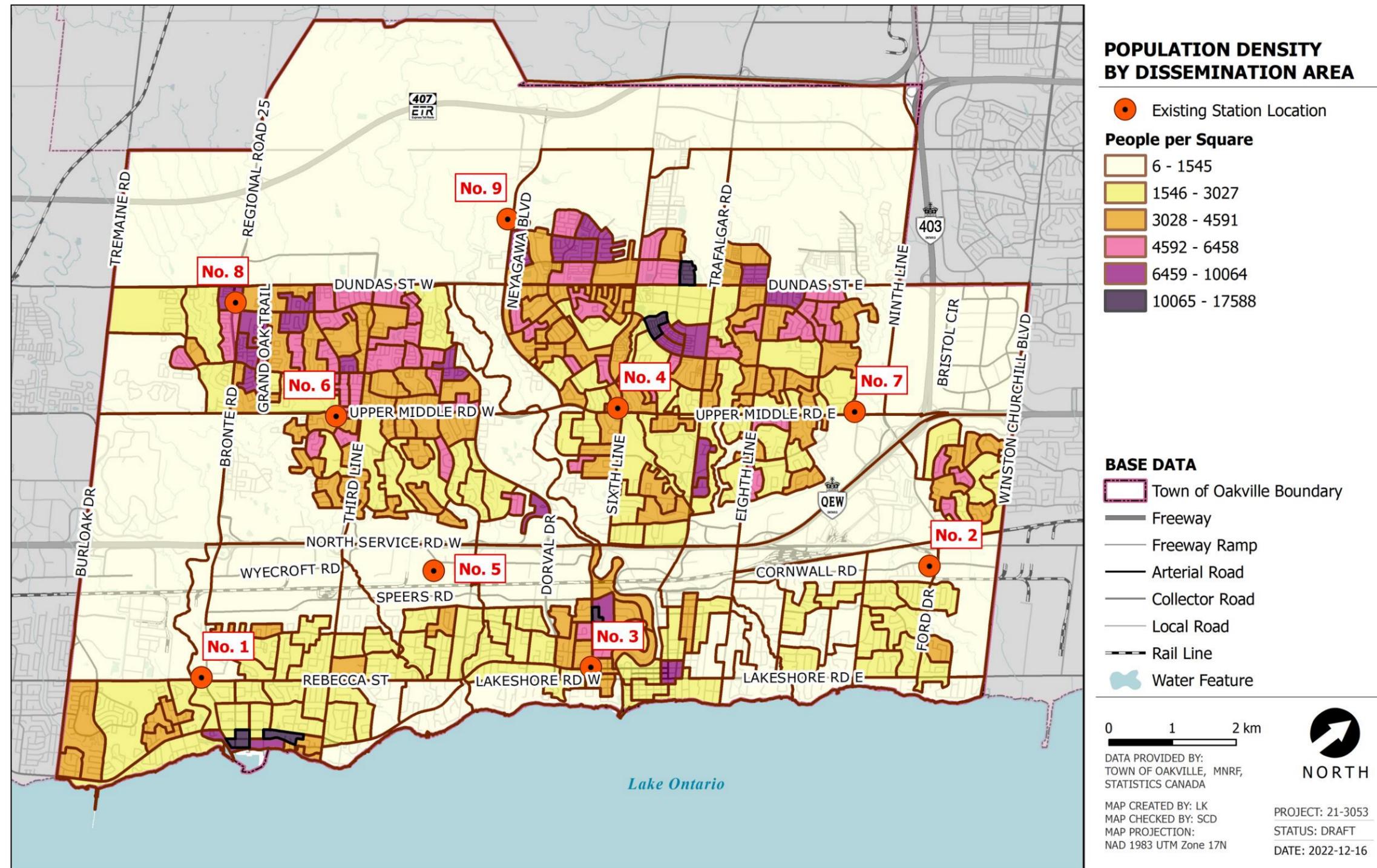


Figure Statistics Canada, 2021 Census Data, created by Dillon Consulting Limited.

## 5.2 Population Age and Gender

A community's population by age is an important factor in identifying specific measures to mitigate risks associated with a specific age group, such as seniors. Canada's aging population has been recognized as one of the most significant demographic trends. According to Statistics Canada, from 2011 to 2016 Canada experienced "the largest increase in the proportion of seniors since Confederation" due to the baby boomer generation reaching the age of 65. This trend has remained the same in 2021 as the baby boomer generation that is comprised of people aged 56 to 75 made up nearly a quarter of the population (24.9%). Another note is that there are more persons aged 65 and older (19.0%) than children aged 14 years and younger (16.3%) in Canada.<sup>11</sup>

Seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the province based on residential fire death rate (fire deaths per million of population). **Figure 16** illustrates the results of an analysis revised by the OFM's Fire Statistics in February 2022. Through this analysis, seniors are identified at an increased risk of fatality in residential occupancies when compared to other age groups. However, the fire death rate for seniors has been decreasing since 1997 according to Ontario residential fatal fires reporting.

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<sup>11</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released December 15, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed January 16, 2023).

**Figure 16: 2011-2020 Residential Fire Death Rate by Age of Victim**

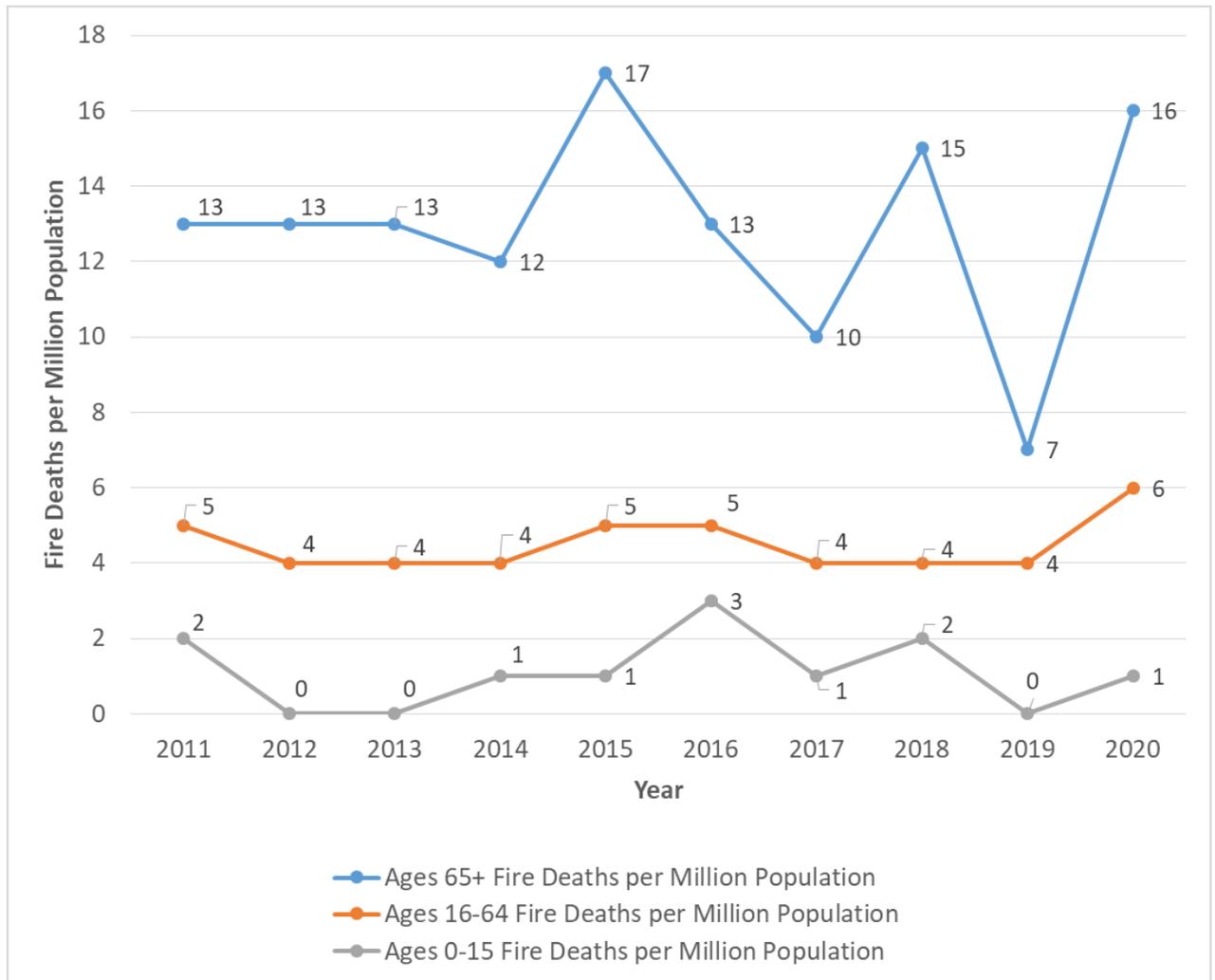


Figure Source: Adapted based on OFM reported residential fatal fires 2011 to 2020.<sup>12</sup>

The 2021 Census identifies a total population of 213,760 for the Town of Oakville. The age distributions of the Town’s population and Ontario’s population are summarized and compared in **Table 11**.

<sup>12</sup> Office of the Fire Marshal and Emergency Management. (Revised 2018, November). Ontario Residential Fatal Fires. Retrieved from [Ministry of the Solicitor General Website](#)



**Table 11: Population by Age Group – Oakville and Ontario**

<b>Age</b>	<b>Town Population</b>	<b>Town Percentage of Population</b>	<b>Ontario Population</b>	<b>Ontario Percentage of Population</b>
0 to 4 years	9,280	4.3%	683,515	4.8%
5 to 9 years	12,875	6.0%	764,430	5.4%
10 to 14 years	16,285	7.6%	803,850	5.7%
15 to 19 years	16,665	7.8%	801,850	5.6%
20 to 24 years	13,375	6.3%	895,600	6.3%
25 to 44 years	48,350	22.6%	3,794,800	26.7%
45 to 54 years	35,395	16.6%	1,835,850	12.9%
55 to 64 years	27,935	13.1%	2,006,735	14.1%
65 to 74 years	18,010	8.4%	1,504,495	10.6%
75 to 84 years	10,830	5.1%	794,595	5.6%
85 + years	4,760	2.2%	338,620	2.4%
<b>Total</b>	<b>213,760</b>	<b>100.0%</b>	<b>14,223,945</b>	<b>100.0%</b>
<b>Median Age of the Population</b>	42	No data	42	No data
<b>Population aged 14 and under</b>	38,435	18.0%	2,251,795	15.8%
<b>Population aged 65 and over</b>	33,595	15.7%	2,637,710	18.5%

Source: 2021 Census, Statistics Canada<sup>13</sup>

The youngest demographic (those 14 years of age and under) represents 18.0% of the Town's total population, slightly higher in comparison to the Province (15.8%). While at a lower risk of fatality in residential occupancies overall, when compared to seniors or adults, youth (aged 14 years and under) represent an important demographic for the purposes of public education. As a result, there is value in targeting public education and prevention programs to this demographic. Structured education programs consistently provided to children and youth can help to ingrain fire and life safety awareness and knowledge into future generations.

<sup>13</sup> Statistics Canada. 2017. Oakville, CY [Census subdivision], Ontario and Ontario [Province] (table). Census Profile. 2016 Census. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released November 29, 2017. [Statistics Canada 2016 Census Page](#) (accessed October 19, 2021).

The percentage of the population aged 65 years and older in Oakville represents 15.7% of the total population, lower when compared to the Province (18.5%). An additional 13.1% of the Town's population falls between the age group of 55 and 64, who are aging towards the senior's demographic of 65 years of age and older. Based on historic residential fire fatality data, this population will become seniors who will be at greater risk. These demographic trends are important considerations for the development of informed targeted public education programs and risk reduction strategies within the community.

**Key Finding: The 2021 Census data indicates that children aged 14 and under represent 18.0% of the Town's total population.**

**Identified Risk: Seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the Province based on residential fire death rate. According to the 2021 Census, seniors represent 15.7% of the Town's total population.**

**Key Finding: Of the Town's total population, 13.1% fall into the age range of 55 to 64, representing a cohort aging towards the seniors demographic of 65 years or older.**

The distribution of both sexes by age for the Town of Oakville was reviewed. The proportion of males versus females is fairly even, as would be expected. When specific age groups are reviewed, there are minor variations. Based on these statistics, it is not anticipated that public education programming would be refined based on sex. The impact of sex ratio on public education programming would be more notable in a community with unique demographics such as those that have transient populations due to employment, for example.

## 5.2.1

**Mapping Population Age**

To understand the spatial distribution of population by age across the Town, 2021 Census data was mapped by dissemination area. **Figure 17** presents the distribution of the senior population (65 and older) and **Figure 18** shows the distribution of youth (0 to 14 years). **Figure 17** shows that a higher percentage of the population 65 years and older reside within notable clusters along Trafalgar Road in the downtown area and along Lakeshore Road, south of Rebecca Street in the community of Bronte. These areas with a higher concentration of seniors are in proximity to fire stations 1 and 3.

**Figure 18** shows a higher proportion of youth (0 to 14 years) concentrated around Stations 8 and 9. There are also notable clusters around Fire Station 1, north of Fire Station 2, and centred along Dundas Street, particularly north of Dundas Street, between Neyagawa Boulevard and Ninth Line with the closest station being Fire Station 9.

Figure 17: Percentage of Population Aged 65 and Older by Dissemination Area

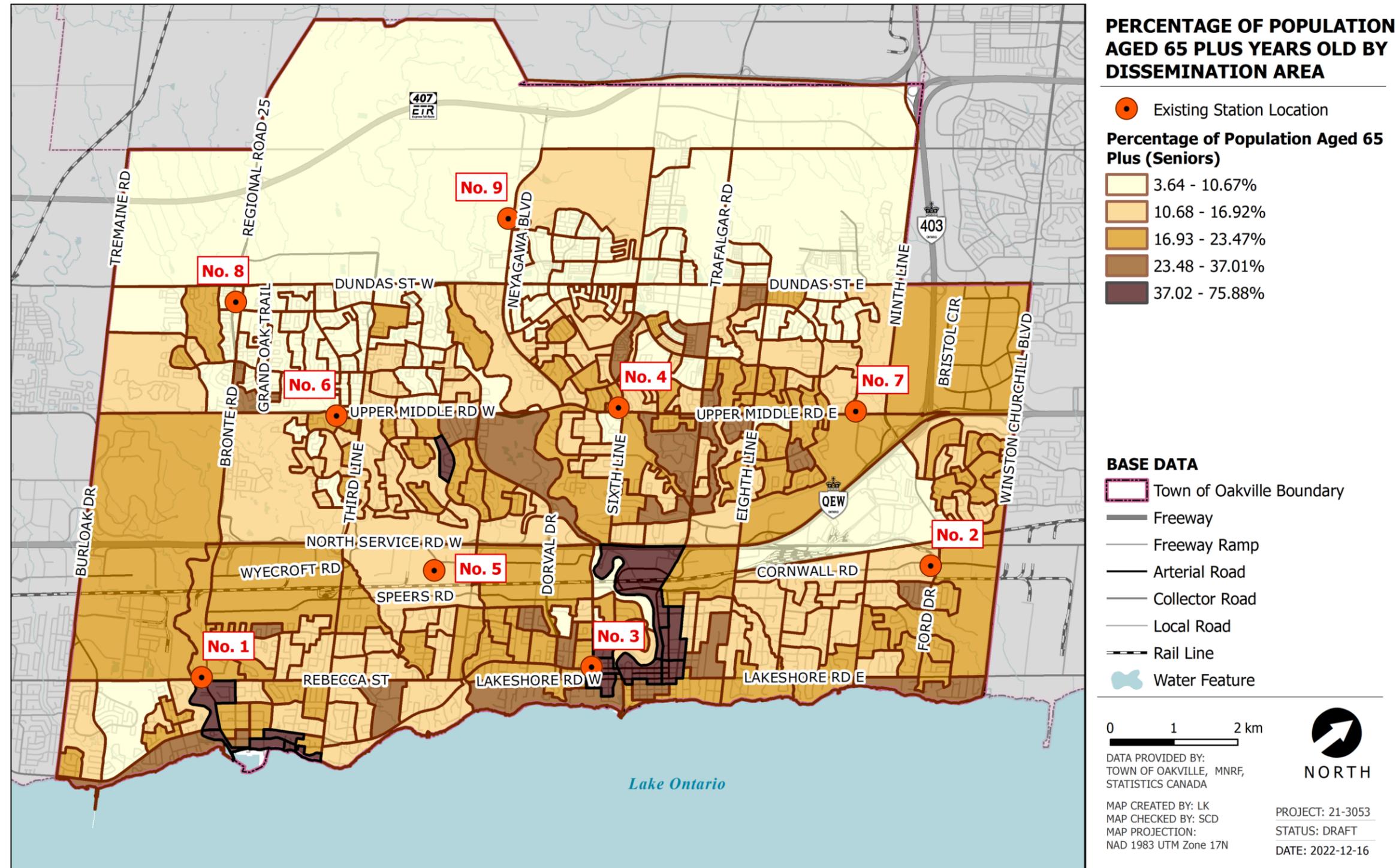


Figure Statistics Canada, 2021 Census Data, created by Dillon Consulting Limited.

Figure 18: Percentage of Population Age 0-14 Years Old by Dissemination Area

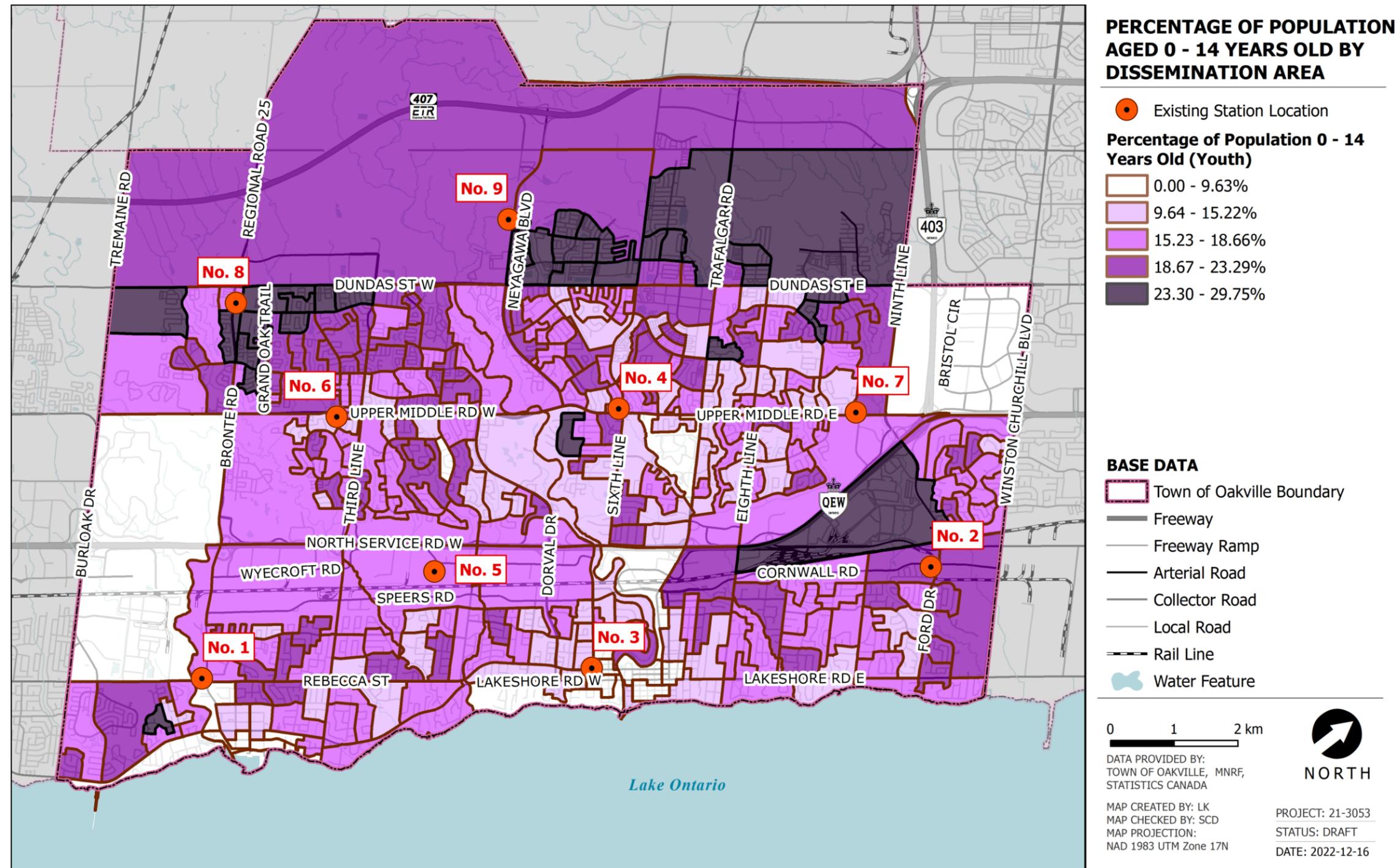


Figure Statistics Canada, 2021 Census Data, created by Dillon Consulting Limited.

### 5.3 Socioeconomic Circumstances

Socioeconomic circumstances of a community are known to have a significant impact on fire risk. Socioeconomic status is reflected in an individual's economic and social standing and is measured in a variety of ways. These factors can be reflected in the analysis of socioeconomic indicators such as labour force status, educational attainment and income, as well as household tenure, occupancy, suitability, and cost.

Socioeconomic factors intersect in a number of ways and have direct and indirect impacts on fire risk. One such example is outlined in the OFM's Fire Risk Sub-Model. The Sub-Model makes reference to the relationship between income and fire risk. As one consideration, households with less disposable income may be less likely to purchase fire safety products (e.g., smoke alarms, fire extinguishers, etc.), which puts them at higher risk of experiencing consequences from a fire. Another consideration is that households living below the poverty line may have a higher number of persons per bedroom in a household and/or children who are more likely to be at home alone. These circumstances would impact both the probability and consequence of a fire. While these complex relationships between socioeconomic circumstances and the probability and consequence of a fire are not well understood, this CRA seeks to explore these factors.

#### 5.3.1 Labour Force Status

Labour force status is a possible indicator of income levels which directly influence fire risk (e.g., lower income, increased fire risk). The participation rate (i.e., the proportion of residents in the labour force) can also be an indicator of income and can be considered alongside unemployment rates (e.g., lower participation rate and higher unemployment could mean lower income, higher fire risk).

Labour force status, shown in **Table 12** below, shows that the Town of Oakville has a higher labour force participation rate than the Province of Ontario (65.2% versus 62.8%).

**Table 12: Labour Force Status – Oakville and Ontario**

Status	Oakville Population	Oakville %	Ontario Population	Ontario %
In the Labour Force <sup>14</sup>	113,195	65.2%	7,399,200	62.8%
Employed	99,950	57.6%	6,492,895	55.1%
Unemployed	13,245	7.6%	906,310	12.2%
Not in the Labour Force	60,435	34.8%	4,383,620	37.2%
<b>Total</b>	<b>173,630</b>	<b>100.0%</b>	<b>11,782,820</b>	<b>100.0%</b>

Source: Statistics Canada, 2021 Census of Population<sup>15</sup>

### 5.3.2 Educational Attainment

The relationship between educational attainment and income is complex. An analysis conducted by Statistics Canada has found that high-income Canadians are generally more likely to be highly educated. In 2021, over two-thirds (68.3%) of Oakville residents had attained a university degree compared to 57.5% of all Ontarians aged 15 and over. Based on this national trend and for the purposes of this Community Risk Assessment it is assumed that a higher education leads to more disposable income and a lower fire risk. It is also assumed that households with more disposable income are more likely to invest in fire life safety products such as fire extinguishers and smoke alarms reducing the fire risk.

**Table 13** displays educational attainment for the Town of Oakville and the Province of Ontario.

<sup>14</sup> The category 'In the Labour Force' is a subtotal of the following categories: employed and unemployed.

<sup>15</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released December 15, 2022.

<https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed January 12, 2023).

**Table 13: Educational Attainment – Oakville and Ontario**

<b>Educational Attainment</b>	<b>Oakville Population</b>	<b>Oakville %</b>	<b>Ontario Population</b>	<b>Ontario %</b>
No Certificate/Diploma/Degree	18,145	10.5%	1,799,890	15.3%
High School Diploma or Equivalent	36,890	21.2%	6,778,765	57.5%
Postsecondary Certificate; Diploma or Degree	118,590	68.3%	6,778,675	57.5%
<b>Total</b>	<b>173,625</b>	<b>100.0%</b>	<b>15,357,330</b>	<b>100.0%</b>

Source: 2021 Census, Statistics Canada<sup>16</sup>

According to the 2021 Census, 68.3% of residents in Oakville have a postsecondary Certificate, Diploma or Degree, which is 10.8% higher than the Province. This is reflected by the median total income of \$128,000 for households for Oakville in 2020 which was higher than the Provincial median total income per household of \$91,000. This is likely a reflection of the business, sales, education, law and government services component within the local economy, and the higher employment levels in the Town.

### 5.3.2.1

#### Mapping Income

Median household income across the Town is displayed in **Figure 19**, indicating that households with a lower median income are found primarily in the areas southeast of the intersection of Upper Middle and Sixth Line. Other lower income areas are located southeast of Fire Station 1 and 6.

<sup>16</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released November 30, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed November 30, 2022).

Figure 19: Median Total Income of Households in 2020 by Dissemination Area

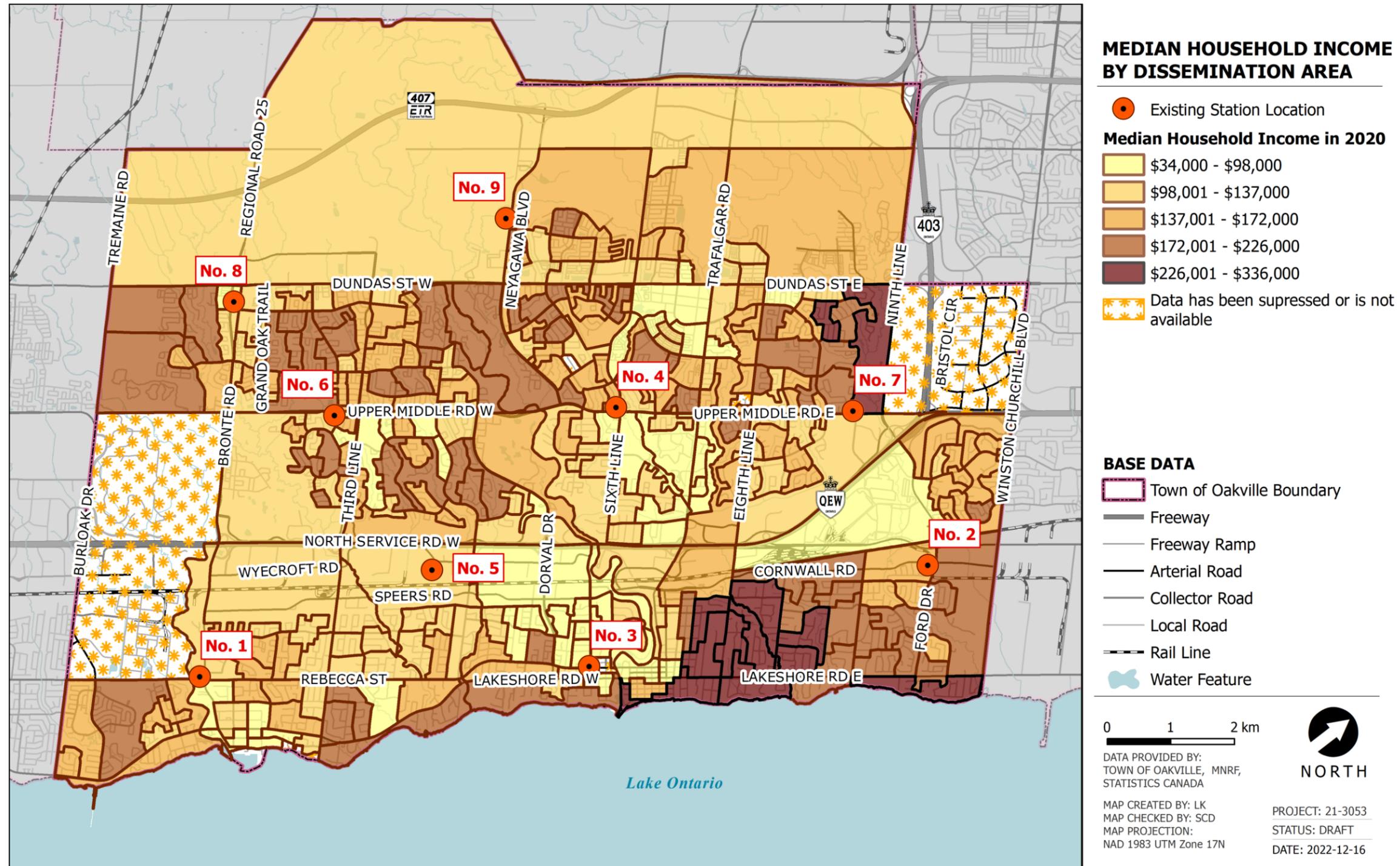


Figure Statistics Canada, 2021 Census Data, created by Dillon Consulting Limited.

### 5.3.3 Household Tenure, Occupancy, Suitability and Costs

**Table 14** summarizes household statistics for the Town and the Province, including tenure, occupancy, suitability and costs.

**Housing tenure** reflects socioeconomic status whereby a low home ownership rate may reflect lower incomes in the community and a higher overall fire risk. The Town has a higher proportion of dwellings that are owned versus rented when compared to the Province (77.5% owned in Oakville versus 68.4% in the Province).

**Occupancy** reflects socioeconomic status whereby a higher proportion of multiple persons per household room may reflect lower income. There are 1,500 households (2.0% of total households) that have more than one person per room in Oakville. This reflects a lower percentage compared to the Province where 3.0% of households have more than one person per room.

The 2021 Census reports on **housing suitability** which, according to Statistics Canada, refers to whether a private household is a suitable accommodation according to the National Occupancy Standard. Suitable accommodations are defined by whether the dwelling has enough bedrooms based on the ages and relationships among household members. Based on this measure, 4.0% (or 2,945 households) are classified as “not suitable” within the Town, compared to 6.7% for the Province as a whole. From the perspective of housing suitability, the Town has a potentially lower fire risk.

The **cost of shelter** may also be indicative of the amount of disposable income within a household. Households with less disposable income have fewer funds to purchase household fire life safety items resulting in a higher risk. In Oakville, 26.4% of households spend 30% or more of the household total income on shelter costs. This is approximately 2.2% less than the Province, where 27.7% of households spend 24.2% or more of income on shelter costs.

Looking closer at shelter costs, the median value of dwellings in Oakville is \$1,200,000.00 (\$500,000 higher than the provincial median). The Town also has higher median monthly shelter costs for owned and rented dwellings than the Province.

**Table 14: Household Tenure, Occupancy, Suitability and Costs – Oakville and Ontario**

Type	Oakville	%	Ontario	%
<b>Household Tenure</b>	<b>Oakville</b>	<b>%</b>	<b>Ontario</b>	<b>%</b>
Owner	57,025	77.5%	3,755,720	68.4%
Renter	16,530	22.5%	1,724,970	31.4%
<b>Total Households</b>	<b>73,560</b>	<b>100.0%</b>	<b>5,491,200</b>	<b>100.0%</b>
<b>Household Occupancy</b>	<b>Oakville</b>	<b>%</b>	<b>Ontario</b>	<b>%</b>
One person or fewer per room	72,055	98.0%	5,328,575	97.0%
More than one person per room	1,500	2.0%	162,625	3.0%
<b>Total Households</b>	<b>73,555</b>	<b>100.0%</b>	<b>5,491,200</b>	<b>100.0%</b>
<b>Housing Suitability</b>	<b>Oakville</b>	<b>%</b>	<b>Ontario</b>	<b>%</b>
Suitable	70,615	96.0%	5,122,185	93.3%
Not suitable	2,945	4.0%	369,015	6.7%
<b>Total Households</b>	<b>73,560</b>	<b>100.0%</b>	<b>5,491,200</b>	<b>100.0%</b>
<b>Shelter Costs</b>	<b>Oakville</b>	<b>%</b>	<b>Ontario</b>	<b>%</b>
Spending less than 30% of household total income on shelter costs	53,810	77.6%	4,103,320	75.8%
Spending 30% or more of household total income on shelter costs	19,295	26.4%	1,312,095	24.2%
<b>Total Households</b>	<b>73,105</b>	<b>100.0%</b>	<b>5,415,415</b>	<b>100.0%</b>
<b>Median value of dwellings</b>	<b>\$1,200,000</b>	None	<b>\$700,000</b>	None
<b>Median monthly shelter costs for owned dwellings</b>	<b>\$2,080</b>	None	<b>\$1,440</b>	None
<b>Median monthly shelter costs for rented dwellings</b>	<b>\$2,040</b>	None	<b>\$1,300</b>	None

Source: 2021 Census, Statistics Canada<sup>17</sup>

<sup>17</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released October 26, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed November 7, 2022).

## Cultural Background and Language Considerations

Cultural background and language considerations can be factors for fire service providers to consider in developing and delivering programs related to fire prevention and public education. Communication barriers, in terms of language and the ability to read written material, may have an impact on the success of these programs. There may also be familiarity challenges related to fire safety standards within newcomer populations. A high proportion of immigrants may indicate the potential for unfamiliarity with local fire and life safety practices and/or may experience possible language barriers. As summarized in **Table 15**, the Town has a higher proportion of newcomers (41.2%) when compared to Ontario (30.0%).

**Table 15: Immigration Status – Oakville and Ontario**

Immigration Status	Oakville Population	Oakville %	Ontario Population	Ontario %
<b>Non-Immigrants</b>	119,590	56.4%	9,437,320	67.3%
<b>Immigrants</b>	87,340	41.2%	4,206,585	30.0%
Before 1980	15,260	7.2%	860,305	6.1%
1980 to 1990	8,250	3.9%	506,195	3.6%
1991 to 2000	14,425	6.7%	852,765	6.1%
2001 to 2010	9,970	4.7%	941,630	6.7%
2011 to 2015	12,900	6.1%	461,010	3.3%
2016 to 2021	15,490	7.3%	584,680	4.2%
<b>Non-Permanent Residents</b>	5,120	2.4%	387,850	2.8%
<b>Total</b>	212,050	100.0%	<b>14,031,755</b>	<b>100.0%</b>

Source: Statistics Canada, 2021 Census of Population.<sup>18</sup>

Knowledge of official languages based on the 2021 Census is included in **Table 16** for the Town of Oakville and Province of Ontario.

<sup>18</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released October 26, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed November 7, 2022).

As shown in **Table 16**, 86.7% of the population in the Town have knowledge of English only, 11.0% possess knowledge of both English and French, and 150 people speak French only.

**Table 16: Knowledge of Official Language – Oakville and Ontario**

Language	Oakville Total	Oakville %	Ontario Total	Ontario %
English Only	184,520	86.7%	12,196,575	86.5%
French Only	150	0.1%	39,310	0.3%
English and French	23,390	11.0%	1,519,365	10.8%
Neither English nor French	4,855	2.3%	344,545	2.4%
<b>Total Population (Non-Institutional)</b>	<b>212,915</b>	<b>100.0%</b>	<b>14,099,790</b>	<b>100.0%</b>

Source: 2021 Census, Statistics Canada<sup>19</sup>

## 5.5

### Transient Populations

**Ontario Regulation 378/18** requires the consideration of “transient populations”. This refers to the concept of population shift where the population within a community can shift at various times during the day or week or throughout the year. Population shift can be a result of a number of factors including employment, tourism, and education. In some municipalities, residents regularly leave the community for employment. This can contribute to increased traffic resulting in an increase in the number of motor vehicle collision calls. Other communities may be major tourist and vacation destinations resulting in large population shifts related to seasonal availability of tourism activities. This can result in an increased risk due to overnight tourism accommodation (sleeping) which can impact the demand for fire protection services. Educational institutions can attract a transient student population who commute to school daily or reside in dormitories or student housing on a seasonal basis.

Student accommodations and short-term rental units present unique fire safety issues that may be attributed to the conversion of houses into boarding houses or rooming

<sup>19</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released October 26, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed November 7, 2022).

house type accommodations that do not conform to the OFC or OBC. These properties are not always known to the fire department, posing a challenge for fire prevention division staff responsible for fire code enforcement.

### 5.5.1 Tourism

An increase in tourism can result in an increased risk due to overnight tourism accommodation, which can impact the demand for fire protection services. There are several Town-hosted events each year and attractions that draw residents and non-residents to the Town of Oakville and to neighbouring communities. Some of the bigger annual events include:

- Downtown Oakville Jazz Festival;
- Art in the Park;
- Bronte Creek Maple Syrup Festival;
- Canada Day Celebration;
- Oakville Fall Fest; and
- Oakville Santa Clause Parade.

In addition, there are several tourist attractions found within the Town of Oakville that draws tourist throughout the year. These include:

- Oakville Museum;
- Parks, Trails and Conservation Areas (e.g., Oakville includes Bronte Creek Conservation Area, Bronte Heritage Waterfront Park, Gairloch Gardens; and
- Business Improvement Areas (Downtown Oakville, Village of Bronte and Kerr Village).

### 5.5.2 Education

Educational institutions are a key source for population shift in larger communities as they attract people from outside of the typical community. They are important to consider since they may have school-based residences, or contribute to a population that is not captured through the census.

Sheridan College has a campus within the Town on Trafalgar Road. There are several universities and colleges in neighbouring municipalities as well, within an attractive commuting distance, including the University of Toronto (Toronto and Mississauga

campuses), McMaster University (Hamilton), George Brown College (Toronto) and Humber College (Toronto).

### 5.5.3 Employment

Commuter populations represent a significant portion of Oakville’s labour force.

**Table 17** shows the commuting destination trends for the residents of Oakville based on 2021 Census data. It appears that a portion of the Town’s labour force (4,900) commutes to a different census subdivision within the census division of residence. An additional 19,840 commute to a different census division within the province.

A shift in commuter population may impact the demand for fire protection services. These figures are important from a fire suppression standpoint as large numbers of people commuting in and out of the Town could increase the number of vehicle collision calls to which the fire department responds.

**Table 17: Commuting Destinations – Town of Oakville**

<b>Commuting Destination<sup>20</sup></b>	<b>Population</b>
Commute within census subdivision of residence	21,685
Commute to a different census subdivision within census division of residence	4,900
Commute to a different census subdivision and census division within province or territory of residence	19,840
Commute to a different province or territory	130
<b>Total</b>	<b>46,555</b>

Source: 2021 Census, Statistics Canada<sup>21</sup>

High commuter volumes (due to an individual’s journey to work or school) can have a significant impact on transit and traffic, increasing the likelihood of vehicle collisions

<sup>20</sup> Commuting destination for the employed labour force aged 15 years and over in private households with a usual place of work – 25% sample data.

<sup>21</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released November 30, 2022.

<https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed November 30, 2022).

with the possibility of higher call volumes during peak commuting times in the morning and late afternoon. This could potentially impact emergency response times within the

**Key Finding: The Town’s commuter population presents a factor that may impact traffic congestion, and the potential occurrence of motor vehicle accidents within the Town.**

## 6.0 Hazard Profile

As referenced in the **O. Reg. 378/18**, the hazard profile assessment includes analysis of the hazards within the community, including natural hazards, hazards caused by humans, and technological hazards to which fire departments may be expected to respond to. Hazardous incidents may have significant impact within the community. This section considers such hazards within the Town of Oakville.

### 6.1 Hazard Identification and Risk Assessment in Ontario (HIRA)

A hazard is defined as a phenomenon, substance, human activity or condition that may cause loss of life, injury or other health impacts, property damage, loss of livelihoods and services, social and economic disruption, or environmental damage. Hazards can be natural, human-caused or technological. It is important to identify and consider these hazards from a fire risk, emergency response, and overall public safety perspective in order to assist local governments and emergency management personnel plan for the risks within their communities and take the appropriate action to reduce future losses.

Under the Emergency Management and Civil Protection Act (EMCPA), municipalities are required to ‘identify and assess the various hazards and risks to public safety that could give rise to emergencies and identify the facilities and other elements of the infrastructure that are at risk of being affected by emergencies’, 2002, c. 14, s. 4. The OFM recently released methodology guidelines outlining a process for the development of an HIRA program, to assist municipalities in assessing their local hazards and potential risks.

Current legislation requires an annual review and update of the municipally developed HIRA.

#### 6.1.1 HIRA and the CRA

The OFM **TG-02-2019** and OFM “Question and Answers” provide guidance with respect to developing a community HIRA in the context of a Community Risk Assessment. The guidelines acknowledge that these processes are separate, but complementary. The OFM “Question and Answers” states that the CRA process “may result in decisions

about fire department responses to various types of emergencies identified in a completed HIRA”.

A HIRA is a comprehensive process to identify the hazards to a community as a whole. A CRA provides an opportunity to examine the impact that these hazards would have on the services provided by a fire department. For the purposes of this CRA, a “fire protection services” lens will be applied to the top hazards as identified through the municipal led HIRA.

## 6.2 Town of Oakville Hazard Identification and Risk Assessment

The Town’s Hazard Identification and Risk Assessment was last reviewed and updated in 2023. As a component of the risk assessment and risk analysis process, the top risks in Oakville were identified. The HIRA assigns likelihood and consequence levels to a list of hazards based on the potential for impacts to people, property and the environment. As a result of this analysis, the top hazards in the Town include emergencies relating to the following:

- Fog;
- Floods;
- Cyber Attacks;
- Tornados;
- Winter Weather (snowstorms, blizzards, and ice storms);
- Severe Storms (hail, lightning, wind, Hurricanes);
- Earthquakes or Land Subsidence/Liquefaction;
- Pandemic/Epidemics;
- Road Transportation Accidents;
- Transportation accidents involving hazards materials;
- Air/Military Aircraft or rail crashes;
- Chemicals (hazards material spills, and explosions);
- Electric power blackouts;
- Buildings or structural collapse;
- Large scale uncontrollable fires;
- Wildland Fire;
- Critical Infrastructure Failure (telecoms, computers, roads, infrastructure); and
- A breakdown in flow of essential services/supplies, or any combination thereof.

### 6.3 Impacts of Hazards on Fire Protection Services

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To better understand the risks of hazards as they pertain to fire protection services, the Town's top hazards have been assessed to identify possible impacts on fire protection services. Many of the potential impacts are not unique to a jurisdiction. The results of this review as they pertain to the top hazards in the Town of Oakville are presented in **Table 18**.

**Table 18: Impacts of Hazards on Fire Protection Services**

<b>Hazard (Town HIRA)</b>	<b>Possible Impact on Fire Protection Services</b>
<b>Floods</b>	Properties located in the downtown core and low-lying areas are vulnerable to flooding. Town buildings, assets and equipment are likely to be damaged or be destroyed in flooding events. Road access to buildings can become impassible for emergency vehicles, thereby impeding fire and rescue efforts. New buildings built on low-lying lands must consider the impact on occupant evacuation as egress routes may become untenable.
<b>Cyber Attacks</b>	Cyber-attacks in the form of malicious attacks and data loss may have widespread effects on critical infrastructure in the health and telecom industries. These threats pose implications on the core functions of operations which can result in communication and the supply systems issues as well as serious damage to vital digital systems. Cyber-attacks on critical infrastructure operations, power supply and physical assets can lead to outages and malfunctions which can impact emergency response times.
<b>Severe Weather (Windstorms, Lighting, Hail) and Tornados</b>	Windstorms or severe weather events that are accompanied by high winds such as a tornado can cause varying levels of property or structural damage; disrupt multi-modal transportation services and interfere with the delivery of utilities (e.g., hydro) or other critical infrastructure (e.g., telecommunications). The damage to property and infrastructure caused by tornados, hail and lighting can obstruct first responder access to the road network, leading to a delay in emergency response times.

<b>Hazard (Town HIRA)</b>	<b>Possible Impact on Fire Protection Services</b>
<b>Earthquakes</b>	Earthquakes can cause varying levels of property damage and a substantial amount of widespread injuries/damage. Other consequences disruptions multi-modal transportation services and interfere with the delivery of utilities (e.g., hydro) or other critical infrastructure (e.g., telecommunications). The damage to property and infrastructure caused by earthquakes may lead to a delay in emergency response times due to obstructions to property and infrastructure caused by earthquakes.
<b>Winter Weather (Snowstorms, Blizzards or Ice Storms)</b>	Events of heavy snowfall, cold temperatures and high winds may cause issues related to the lack of visibility and dangerous ground conditions. Snow and ice accumulations which result from snowstorms and blizzards may also impact infrastructure. Freezing rain can weigh down electrical wires or branches causing them to break, blocking roadways and fire department or other first responder access leading to delayed emergency response and extended travel times. Downed electrical wiring presents electrical current exposure hazards which can cause injuries requiring medical assistance and overall damages to the electrical grid could lead to energy system disruption. Freezing rain also promotes dangerous driving conditions leading to motor vehicle collisions or crashes, driving emergency response call volume.

<b>Hazard (Town HIRA)</b>	<b>Possible Impact on Fire Protection Services</b>
<b>Human Health Emergency – Pandemic</b>	A pandemic could present significant challenges to first responders and the community causing potential fire department workplace absenteeism, and an increased demand for medical response and supplies. For example, during the severe acute respiratory syndrome (SARS) outbreak in Toronto, declared a medical state of emergency in March of 2003, of Toronto EMS's 850 paramedics, 436 were placed in a 10-day home quarantine, 62 developed SARS-like illnesses, and 4 developed suspected or probable SARS requiring hospitalization. <sup>22</sup> 2020 to present day is a more severe and wide-reaching human health emergency, the COVID 19 global pandemic. The impact of this current pandemic has been challenging for all aspects of community services and has had a number of impacts on members of the community, which are still being qualified and quantified. Throughout the two+ years of the COVID-19 pandemic, and despite two outbreaks in fire stations, OFD was able to maintain minimum daily staffing without an interruption to service levels, including conducting a recruit class.
<b>Transportation Emergency/ Accidents – Road</b>	Road and highway hazards include transportation emergencies involving vehicles on the road network. A transportation emergency along a road or highway could translate into partial or full closure of a road or major highway route or to the system as a whole with impacts that include injury or loss of life, environmental damage, hazardous materials leak, and/or economic loss. A road or highway emergency in Oakville could require hazardous materials response or other specialized rescue service from the fire department. Based on historical emergency call volume, rescue calls responded to by the OFD account for 9.2% of total emergency call volume ( <b>Section 10.2.1.5</b> ). Of those rescue calls, 87.9% pertain to motor vehicle related incidents ( <b>Section 10.2.2.3</b> ).

<b>Hazard (Town HIRA)</b>	<b>Possible Impact on Fire Protection Services</b>
<b>Transportation Emergency – Rail</b>	An incident involving a derailment or rail accident could be a significant emergency event within a community and could involve hazardous materials and/or dangerous goods. An emergency involving rail in Oakville could require hazardous materials response or other specialized rescue service from the OFD.
<b>Air/Rail Crashes</b>	In the event of air and rail transportation accidents, the concern pertains to the size of debris and the contents of what is being transported (e.g., humans, hazardous materials, etc.). For air travel, the size of debris falling onto the ground may lead to multiple fatalities and catastrophic damage. Rail crash concerns may include the location, whether it is easily accessible to emergency services, and whether it occurs in a populated area or blocks heavily used transportation corridors.

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<sup>22</sup> Alexis Silverman, Andrew Simor, Mona R. Loutfy. (2004). Toronto Emergency Medical Services and SARS. *Emerging Infectious Diseases.*, Volume 10(9): 1688–1689, doi: 10.3201/eid1009.040170.

<b>Hazard (Town HIRA)</b>	<b>Possible Impact on Fire Protection Services</b>
<b>Chemical Incidents</b>	A hazardous materials (HAZMAT) incident pertains to the unintentional release of materials that are capable of causing harm to humans or the environment. These incidents may occur as a result of transportation or industrial accidents. The effects of HAZMAT incidents may be immediately or delayed. Incidents in proximity to hospitals may require assistance from emergency services for evacuations, a shelter-in-place directive, decontamination, or injury/illness to staff, patients and the public.
<b>Electric Power Blackouts</b>	Electric power blackout can adversely affect large areas of the Town, and potentially surrounding municipalities. As a pre-emptive measure, each of OFD's nine fire stations are equipped with fixed or transportable emergency power generators to maintain station operations. Continuity of Operations Planning (COOP) ensure the timely delivery of fuel for uninterrupted generator function.
<b>Building or Structural Collapse</b>	Occurs when the structural integrity of the buildings fails and causes the structure to lose shape, cave in, flatten or reduce to debris. Structural collapse may occur suddenly as a result of a specific incident (e.g. earth quake) or may occur gradually over time. Building or structural collapse poses a safety risk to firefighters performing rescue operations.

<b>Hazard (Town HIRA)</b>	<b>Possible Impact on Fire Protection Services</b>
<b>Large Scale Uncontrollable Fires</b>	<p>A fire is characterized by any instance of destructive and uncontrolled burning, including explosions. Responding to structure, outdoor and vehicle fires are a regular occurrence for a fire department. As discussed in <b>Section 10.0</b>, there were 314 structure fires, 44 outdoor fires, and 169 vehicle fires representing \$41,275,195 in total dollar loss over a five-year period from 2016 to 2020 in the Town of Oakville. Large, uncontrollable fires have the potential to exhaust the resources of the Oakville Fire Department and may require the support of mutual aid from neighbouring fire service providers. These may be structures or other types of properties. The applicable fire suppression/explosion emergency response capabilities of OFD will be evaluated in the Fire Master Plan.</p>
<b>Wildland Fire</b>	<p>The applicable NFPA 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations (2019 Edition) identifies wildland-urban interface as geography-based risk for consideration. This interface refers to the area of transition between unoccupied land and human development. This transition area can be comprised of a mix of woodlots, bush or grass. As discussed in <b>Section 2.4</b>, there are several areas in the Town that are located adjacent to a wildland-urban interface presenting the potential for a wildland fire to occur. This CRA identifies wildland fires as an identified risk.</p> <p>The wildland fire emergency response capabilities of OFD will be evaluated in the Fire Master Plan.</p>

Hazard (Town HIRA)	Possible Impact on Fire Protection Services
<p><b>A breakdown in flow of essential services/ supplies, or any combination thereof</b></p>	<p>Prolonged interruptions to supply chains have negative implications to emergency services. Emergency services that are most effected are those that rely on medical devices, equipment, or pharmaceuticals that are distributed by external vendors. If redundancies are not in place, interventions may not be possible or costly if alternative supplies are required.</p> <p>An emerging challenge facing all fire departments are growing delays in receipt of new fire apparatus and increases in pricing. Supply chain shortages are forcing suppliers and manufacturers to push out delivery timelines for trucks by as much as 36 months.</p>

Source: Town of Oakville’s 2013 Hazard Identification and Risk Assessment.

**Key Finding: The Town’s 2013 Hazard Identification and Risk Assessment identifies hazards that could each impact the ability of the Town to deliver fire protection services.**

## 7.0

## Public Safety Response Profile

As required by **O. Reg. 378/18**, the Public Safety Response Profile includes analysis of the types of incidents responded to by other entities in the community, and those entities' responsibilities. These entities could include police, ambulance, fire and other entities that may be tasked with or able to assist in some capacity the collective response to an emergency situation. The following sections consider these public safety response characteristics within the Town of Oakville.

## 7.1

### Public Safety Response Agencies in the Town of Oakville

Public safety and response agencies refer to agencies and organizations that respond to specific types of incidents within a community that provide trained personnel and resources critical to upholding public safety. Each of these entities offer specialized skillsets in support of front-line operations. The types of response services offered might include fire protection, medical attention, rescue operations, policing activities or hazardous materials response. In addition to responding individually to certain types of incidents, these entities work closely with one another in the event of major emergencies through a structured standardized response approach to ensure effective coordination among all response agencies.

**Table 19** lists the public safety response agencies within Oakville that will be able to assist in a collective emergency response effort and may contribute to the mitigation of risk within the community. Identifying the public safety response agencies within the community can help the fire service become familiar with other public safety response agencies and each agency's specific response capabilities.

Table 19: Public Safety Response Agencies

Identified Public Safety Response Agency	Types of Incidents They Respond To	Agency Role in Incident
<b>Halton Regional Police Service</b>	<ul style="list-style-type: none"> <li>• Motor vehicle collisions;</li> <li>• Medical (respiratory or cardiac arrest);</li> <li>• Fire;</li> <li>• False fire;</li> <li>• Public assistance;</li> <li>• HAZMAT;</li> <li>• Chemical, biological, radiological or nuclear (CBRN);</li> <li>• Evacuations;</li> <li>• Technical rescue incidents;</li> <li>• Water rescue/marine distress;</li> <li>• Active shooter hostile event response (ASHER); and</li> <li>• Mass casualty incident (MCI).</li> </ul>	<ul style="list-style-type: none"> <li>• Traffic control, scene stabilization, investigation;</li> <li>• Patient contact, initial first aid, scene stabilization, investigation (of cause if criminal activity suspected);</li> <li>• Scene stabilization, evacuation, investigation (criminal) for HAZMAT/CBRN incidents;</li> <li>• Assist in coordinating public information;</li> <li>• Perform large-scale evacuations and secure the perimeter;</li> <li>• Technical rescues – scene and perimeter security; and</li> <li>• Three marine units active from April to October (boating season). Respond to marine distress and provide enforcement on the water.</li> </ul>

Identified Public Safety Response Agency	Types of Incidents They Respond To	Agency Role in Incident
<b>Victim Services – Halton Regional Police Service</b>	<ul style="list-style-type: none"> <li>• Homicide;</li> <li>• Attempt murder;</li> <li>• Serious assault (with a weapon, causing bodily harm, aggravated assault, kidnapping/abduction, forcible confinement);</li> <li>• Domestic violence;</li> <li>• Sexual assault;</li> <li>• Human trafficking;</li> <li>• Hate crimes; and</li> <li>• Crisis intervention.</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency transportation costs;</li> <li>• Emergency childcare and dependent care for elderly or special needs dependents;</li> <li>• Emergency accommodation, meals and personal care items;</li> <li>• Emergency vision care;</li> <li>• Crime scene cleanup</li> <li>• Short-term counselling;</li> <li>• Services and related transportation costs immediately after a violent crime has occurred;</li> <li>• Funeral expenses for homicide victims; and</li> <li>• Access to counselling services.</li> </ul>

<b>Identified Public Safety Response Agency</b>	<b>Types of Incidents They Respond To</b>	<b>Agency Role in Incident</b>
<b>Halton Regional Paramedic Services</b>	<ul style="list-style-type: none"> <li>• Motor vehicle collisions;</li> <li>• Medical incidents;</li> <li>• Fire incidents;</li> <li>• False fire incidents;</li> <li>• Public assistance;</li> <li>• Hazardous materials/CBRN;</li> <li>• Evacuations; and</li> <li>• Technical rescues.</li> </ul>	<ul style="list-style-type: none"> <li>• Patient stabilization and reporting;</li> <li>• Patient stabilization, transport, reporting;</li> <li>• Standby for firefighter safety, patient stabilization, transport, reporting;</li> <li>• Standby for firefighter safety, patient stabilization, transport, reporting;</li> <li>• Assist in coordinating public information; and</li> <li>• Standby for firefighter safety, patient stabilization, transport, reporting.</li> </ul>
<b>Provincial Chemical/ Biological/ Radiological/ Nuclear/ Explosive/ HazMat</b>	<ul style="list-style-type: none"> <li>• CBRNE/Hazardous material incidents.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide specialized expert (technician) Level 3 CBRNE Response Teams.</li> </ul>
<b>Halton Healthcare</b>	<ul style="list-style-type: none"> <li>• Act as a partner in Public Safety (receive emergency responses).</li> </ul>	<ul style="list-style-type: none"> <li>• Participate in the planning and exercise of emergency scenarios in Oakville.</li> </ul>

<b>Identified Public Safety Response Agency</b>	<b>Types of Incidents They Respond To</b>	<b>Agency Role in Incident</b>
<b>Town of Oakville Water Air Rescue Force (TOWARF), Western Lake Ontario, Canadian Coast Guard Auxiliary</b>	<ul style="list-style-type: none"> <li>• Seasonal response to off-shore marine search and rescue missions; and</li> <li>• Missing persons/boaters.</li> </ul>	<ul style="list-style-type: none"> <li>• Search and rescue support in western Lake Ontario;</li> <li>• Volunteer group, funded through the marina slip moorings;</li> <li>• Work in cooperation with other agencies and emergency services like the Canadian Forces, police, fire and ambulance under the coordination of Joint Rescue Coordination Center (JRCC); and</li> <li>• Patrol waters (April to October),</li> </ul>
<b>Civil Air Search and Rescue Association (CASARA) (several units across Ontario and Canada)</b>	<ul style="list-style-type: none"> <li>• Incidents requiring volunteer air search and rescue service throughout Southwestern Ontario; and</li> <li>• Military training exercises.</li> </ul>	<ul style="list-style-type: none"> <li>• Support Canada’s Search and Rescue (SAR) program and to promote SAR Awareness;</li> <li>• May also be called upon to supply certified CASARA members trained as spotters onboard military aircraft; and</li> <li>• Tasked on SAR missions by the JRCC, located at Canadian Forces Base (CFB) Trenton.</li> </ul>

<b>Identified Public Safety Response Agency</b>	<b>Types of Incidents They Respond To</b>	<b>Agency Role in Incident</b>
<b>Ontario Volunteer Emergency Response Team (OVERT) – services available through request for assistance</b>	<ul style="list-style-type: none"> <li>• Large scale disasters that may require evacuation including floods, power outages, public health emergencies and more;</li> <li>• Incidents requiring technical rescue; and</li> <li>• Search and rescue/missing persons.</li> </ul>	<ul style="list-style-type: none"> <li>• Provides emergency assistance to first responders and emergency management agencies;</li> <li>• Incident command;</li> <li>• Ground and marine search and rescue;</li> <li>• Canine unit support;</li> <li>• Technical rescue; and</li> <li>• Communications.</li> </ul>
<b>Heavy Urban Search and Rescue (HUSAR) – Toronto Unit</b>	<ul style="list-style-type: none"> <li>• Urban building collapses;</li> <li>• Mudslides;</li> <li>• Forest fires; and</li> <li>• Other disasters.</li> </ul>	<ul style="list-style-type: none"> <li>• Search and rescue;</li> <li>• Communications;</li> <li>• Logistics;</li> <li>• Emergency medical assistance;</li> <li>• Canine search; and</li> <li>• Structural assessment.</li> </ul>
<b>Mississauga Fire and Emergency Services</b>	<ul style="list-style-type: none"> <li>• Trench rescues requiring Operations Level and Technician Level services</li> </ul>	<ul style="list-style-type: none"> <li>• Provides Operations Level and Technician Level services</li> </ul>

## 7.1.1

**Mutual Aid and Automatic Aid Agreements**

Mutual aid agreements can provide additional depth of resources and response that may not have been dispatched as part of a municipality's initial response. These agreements establish a mutual relationship between multiple public safety and response agencies whereby emergency services and resources are shared to promote a more effective response and strengthen the depth of emergency response provided by a fire department. Currently, the OFD is a participant in a Mutual Aid Agreement for the Region of Halton.

Agreements between public safety and response agencies such as fire departments can also provide for initial or supplemental emergency response services. Automatic aid agreements are programs designed to provide and/or receive assistance from the closest available resource, regardless of municipal boundaries, on a day-to-day basis.

The Town does not currently provide or receive automatic aid through agreements.

Mutual and automatic aid agreements will be discussed further within the Fire Master Plan.

## 8.0 Community Services Profile

As referenced in **O. Reg. 378/18**, the community service profile assessment includes analysis of the types of services provided by other entities in the community, and those entities' service capabilities. This includes the presence or absence and potential abilities of other agencies, organizations or associations to provide services that may assist in mitigating the impacts of emergencies to which the fire department responds. The following sections consider these community service characteristics within the Town of Oakville.

### 8.1 Community Services in the Town of Oakville

Fires and other emergency events can have devastating effects on a community, and at times, can overwhelm public safety and security agencies' capacity to respond. In an emergency event, community-based agencies, organizations and associations can provide surge capacity to the response and recovery efforts of first responders and a useful resource to call upon if integrated into the emergency management framework of a municipality early on. These types of affiliations can contribute a variety of capabilities essential to response and recovery efforts including support in the areas of communications, health care, logistics, shelter, food and water supply, emergency clothing, and more specialized skillsets.

Investigating new community partnerships and strengthening existing ones may be an effective strategy for consideration towards enhancing the current public fire and life safety education program, fire inspection efforts and emergency response and recovery capabilities of the OFD. **Table 20** identifies community agencies, organizations and associations within Oakville.

**Table 20: Community Service Agencies, Organizations and Associations**

<b>Community Service Agency</b>	<b>Types of Assistance Provided</b>
<b>Canadian Red Cross – Halton and Peel Regional Office (located in Mississauga)</b>	In the event of a fire incident or emergency, the Oakville Branch of the Red Cross can provide temporary lodging, clothing and food to persons who cannot return to their home or, who cannot find alternate accommodations. In larger emergencies requiring evacuation, the organization has the capability to set up reception and information services to greet evacuees, provide information, provide family reunification and control facility access.
<b>Salvation Army – Oakville Community Church</b>	The Salvation Army is capable of providing both immediate and long-term recovery assistance in cooperation with Fire and Police Services. The Salvation Army’s Emergency Disaster Services program can provide emergency food and hydration resources, emotional and spiritual care, donations management, social services, long-term recovery and training and volunteers. Lighthouse Emergency Centre provides safe, secure, short-term accommodations to males experiencing some type of housing crisis.
<b>St. John’s Ambulance (located in Oakville)</b>	As a member of the Disaster Response Service Agencies, St. John’s Ambulance Emergency Preparedness and Disaster Response Teams are integrated into the collective community disaster and emergency response and preparedness effort. The organization has the capacity to provide health care and first aid in reception centres, casualty care at the scene of an event, patient transportation, and evacuation assistance.

<b>Community Service Agency</b>	<b>Types of Assistance Provided</b>
<b>Project Lifesaver – Halton Regional Police Service</b>	Helps families to protect members who might wander or bolt, such as people living with Alzheimer’s disease, Autism, Down Syndrome, Acquired brain injury or other cognitive impairment.
<b>Oakville-Trafalgar Memorial Hospital (OTMH) Outpatient Clinic and Community Programs</b>	Halton Healthcare Services provides a number of programs and services through OTMH, including urgent geriatric assessment and clinic, fracture clinic, home oxygen program, mental health services, and post emergency pediatric clinic.
<b>Distress Centre Halton – Oakville Unit</b>	The Centre a non-profit charitable organization that provides telephone (905-849-4541) and online support to people 365 days of the year. Trained volunteers operate the Distress Line which provides emotional support and encouragement, suicide risk assessment and prevention and community resource and referral information. The TeleCheck outbound call program supports isolated seniors, people struggling with mental health, caregivers, Alzheimer’s patients, clients awaiting mental health services or people who need additional mental health support.
<b>Canadian Mental Health Association, Crisis Outreach and Support Team (COAST) – Halton Region Branch Head Office located in Oakville</b>	Provides telephone support and mobile intervention to persons who are in crisis and have a mental health concern. A mobile team of mental health professionals and trained plain-clothed police officers visit to help those in crisis and connect them with ongoing care.

Community Service Agency	Types of Assistance Provided
<p><b>Local community faith-based organizations (Society of Saint Vincent de Paul, Salvation Army, Kerr Street Mission, Dar Foundation, Wesley Housing Services - Halton)</b></p>	<p>Public fire safety messaging does not always reach community’s most vulnerable populations. Partnering with local faith-based organizations can provide the OFD with the opportunity to improve its public education program as a method of information sharing to a wider audience within the Town. This type of opportunity could involve distributing printed materials with fire safety messaging and smoke alarm installation information among the congregation, or faith-based leaders may allow representatives from the OFD to address congregations at faith-based events with fire safety messaging in person. These organizations may also be able to identify residents within the community who are at great risk of fire danger due to substandard housing or hoarding.</p>
<p><b>Alcohol and Gaming Commission of Ontario</b></p>	<p>The OFD can partner with local organizations that may be able to provide additional support in the area of fire inspection and enforcement. For example, the Alcohol and Gaming Commission of Ontario may be able to assist in the enforcement of occupancy loads in nightclubs through after hour inspections. Establishing lines of communications and collaborative partnerships early on with agencies who share a common concern for people’s welfare and safety can inform and strengthen the fire department’s inspection and enforcement program.</p>

Community Service Agency	Types of Assistance Provided
<b>Farm and Food Care Ontario</b>	As discussed in <b>Section 2.0 – Geographic Profile</b> , Oakville has a significant rural area north of Highway 407. Although farming exists on a small scale in Oakville, barn fires can be devastating incidents leading to loss of livestock, buildings, and equipment. Farm & Food Care Ontario operates a lending program of FLIR (heat sensing) modules to be used as a fire prevention and awareness tool by farmers to increase their awareness of fire safety, potential risks and prevention. The OFD could consider partnering with local agricultural organizations to bring awareness to some of these important resources.
<b>Halton Catholic District School Board and Halton District School Board, and local private schools</b>	As reported in <b>Section 5.2 – Population Age</b> , the 2021 Census data indicates that children aged 14 and under represent 17.7% of the Town’s total population. The proportion of children in the Town is significant, especially when considering the opportunity for public education. This percentage supports the development of enhanced public education programming that targets children/youth of all ages. Partnering with school boards and other agencies that work with children can provide opportunity for fire and life safety education.
<b>Halton Children’s Aid Society</b>	The Halton Children’s Aid Society is responsible for providing child protection services to children who live in Halton Region. It is common practice for this agency to investigate and inspect living conditions where there is a concern for a child’s welfare. CAS workers may encounter property conditions that they feel warrant follow up by the OFD due to unsafe conditions or fire hazard related concerns.

Community Service Agency	Types of Assistance Provided
<p><b>Senior Care Agencies (The Willow Foundation, Home and Community Care Support Services – Mississauga Halton, Older Adult Advisory Committee (OAAC), Halton Seniors Helpline, Acclaim Health)</b></p>	<p>As reported within <b>Section 5.2 – Population Age</b> of this CRA seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the Province based on residential fire death rate (fire deaths per million of population). According to the 2021 Census, seniors represent 16.0% of the Town’s total population and 26.6% of the Town’s population fall into the age range of 45 to 64, representing a cohort aging towards the seniors demographic of 65 years or older. Agencies that provide at-home care and assisted living services to seniors can assist the OFD in identifying occupants who are at increased fire risk due to unsafe living conditions (e.g. absence of a working smoke alarm) which may require follow up or inspection.</p>

Community Service Agency	Types of Assistance Provided
<b>Community Development Halton</b>	<p>Community Development Halton is a community-based organization that is committed to social change within the Halton Region. This is accomplished through:</p> <ul style="list-style-type: none"> <li>• identifying community needs;</li> <li>• developing community awareness of identified trends and needs;</li> <li>• facilitating and supporting community response to identified trends and needs;</li> <li>• facilitating communication and coordinated planning between members of the community, local organizations and governments to develop ways to address these needs; and</li> <li>• advocating for change.</li> </ul> <p>A partnership between the fire department and Community Development Halton could aid in the facilitation of communicating public fire and life safety awareness to the public.</p>
<b>Links2Care (located in Oakville)</b>	<p>Links2Care provides social support to seniors and adults living with disability within Halton Region and the Mississauga area. The organization offers a home maintenance and repair program that helps seniors and those living with disabilities with tasks inside and outside of their home. The fire department can provide educational materials and awareness about the proper installation of smoke alarms and fire and life safety information to employees/volunteers of Links2Care who are responsible for home maintenance and repair.</p>

## 9.0 Economic Profile

As referenced in **O. Reg. 378/18**, the economic profile assessment includes analysis of the economic sectors affecting the community that are critical to its financial sustainability. This involves economic drivers in the community that have significant influence on the ability of the community to provide or maintain service levels. The following sections consider these economic characteristics within the Town of Oakville.

### 9.1 Economic Sectors and Employers in Oakville

Certain industries, employers and events contribute to the financial sustainability and economic vitality of a community. A fire or other emergency at key sectors and employment facilities within a community could have significant impacts on local economy and employment.

The workforce and economy of the Town of Oakville are characterized by the North American Industry Classification Systems (NAICS). **Table 21** displays the number of employees by industry. Industries are categorized as professional, scientific and technical services, retail trade, and finance and insurance as shown in **Figure 20**.

**Table 21: Industry in Oakville – Labour Force by Industry**

Industry	Number of Employees
Total – Labour force aged 15 years and over by industry – Sectors –NAICS 2017 – 25% sample data	113,190
Industry – Not Applicable	3,660
All industries	109,530

Figure 20: Industry in Oakville

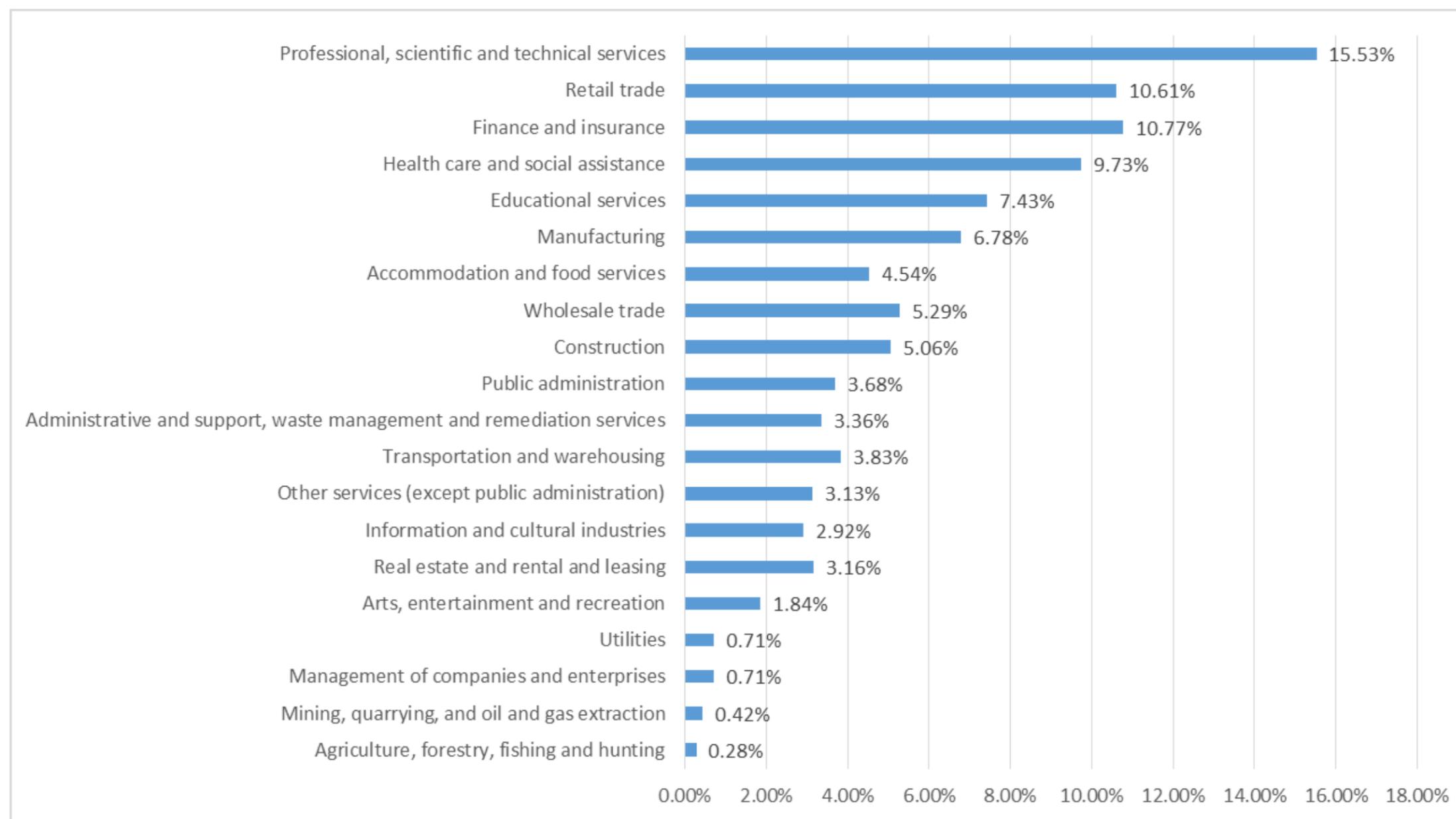


Figure Source: 2021 Census, Statistics Canada<sup>23</sup>

<sup>23</sup> Statistics Canada. 2022. (table). Census Profile. 2021 Census of Population. Statistics Canada Catalogue no. 98-316-X2021001. Ottawa. Released December 15, 2022. <https://www12.statcan.gc.ca/census-recensement/2021/dp-pd/prof/index.cfm?Lang=E> (accessed January 10, 2023).

The Town of Oakville is located in Halton Region, within the Greater Toronto Area (GTA) on the shores of Lake Ontario. In 2021, the average household income was \$180,000 with a population of 231,000, making it Ontario's largest town by population. Oakville is a densely populated area that provides the benefits of an urban centre while maintaining its small-town character. Oakville has a strong and diversified economy, offering a great location for new and expanding businesses.

The community is home to the headquarters of leading industries including Ford Motor Company of Canada, Siemens Canada, Collins Aerospace, PwC, Aviva Canada, Rockstar Toronto and Geotab. Oakville has existing vacant employment land, allowing the community room to grow its business base and add new employment opportunities. Sheridan College's Oakville campus and access to the GO Train make Oakville an attractive place for people to live and expand business opportunities.

The Town of Oakville has introduced an Economic Development Strategy (2019 to 2024) to improve community liveability, attract new investment and support existing companies. This strategy includes attracting new investment and jobs, growing the local economy, and creating vibrant commercial districts. The plan focuses on attraction, retention, and expansion of companies through a variety of initiatives to improve Oakville's business improvement areas (BIAs). The Economic Development department is undertaking the development of a new 5-year Economic Development Strategy this year.

The major employers within the Town of Oakville are summarized in **Table 22**. These include employers with automotive manufacturing, education, insurance, engineering services, municipal government, and regional government organizations.

**Table 22: Top Employers in Oakville**

<b>Employer</b>	<b>Number of Employees</b>
Halton Healthcare	3,927
The Regional Municipality of Halton	3,847
Ford Motor Company of Halton	3,846
Sheridan College	3,147
Halton District School Board	2,227

Employer	Number of Employees
The Corporation of the Town of Oakville	1,923
Collins Aerospace – UTC Aerospace Systems	1,500
Halton Catholic District School Board	1,077
Geotab	1,000
Siemens Canada Ltd	780

Source: Halton Region Employment Survey, 2021<sup>24</sup>

**Key Finding: The Town has identified top employers that contribute to the economic vitality of the community. If a fire were to occur at one of these facilities it could have a negative impact on the financial well-being of the Town.**

<sup>24</sup> Invest Oakville. 2022. Top Employers. Economic Development, Town of Oakville. <https://invest.oakville.ca/top-employers.html>

## 10.0 Past Loss and Event History Profile

As referenced in **O. Reg. 378/18**, the past loss and event history profile assessment includes analysis of the community's past emergency response experience, including an analysis of the number and types of emergency responses, injuries, deaths and dollar losses, and a comparison of the community's fire loss statistics with provincial fire loss statistics. Evaluation of previous response data will inform decisions on fire protection services delivery including public fire safety education and inspection programs. The following sections consider these past loss and event history characteristics within the Town of Oakville.

### 10.1 Past Loss

Analysis of historical data provides valuable insight into understanding the specific trends within a community. Assessing the key factors of life safety risk and fire risk in relation to provincial statistics provides a foundation for evaluating where specific programs or services may be necessary. The analysis within this section is based on the OFM's Standard Incident Reporting for the period of January 1, 2016, to December 31, 2020, in order to provide a comparison with Provincial fire loss data.

#### 10.1.1 Total Fire Loss

Analysis of the total fire loss within the Town over the five-year period from January 1, 2016, to December 31, 2020, as displayed in **Table 23** includes three categories representing the primary types of fires and the total amount of dollar loss associated with these fires. This includes 314 structure fires, 44 outdoor fires, and 169 vehicle fires representing \$41,275,195 in total dollar loss.

Over this five-year period, the Town averaged 105 fires and \$8,255,039 in property loss per year. On average, 63 structure fires occur per year with an average structural fire property loss of \$6,680,570 per year.

**Table 23: Total Fire Loss – Town of Oakville**

Year	Structure # of Fires	Structure Loss (\$)	Outdoor # of Fires	Outdoor Loss (\$)	Vehicle # of Fires	Vehicle Loss (\$)	Total # of Fires	Total Loss (\$)
<b>2016</b>	72	\$9,470,580.00	15	\$50,335.00	30	\$584,510.00	117	\$10,105,425.00
<b>2017</b>	65	\$4,446,885.00	8	\$12,220.00	27	\$574,450.00	100	\$5,033,555.00
<b>2018</b>	56	\$4,158,480.00	6	\$5,100.00	28	\$580,500.00	90	\$4,744,080.00
<b>2019</b>	56	\$4,732,450.00	9	\$19,405.00	48	\$4,624,900.00	113	\$9,376,755.00
<b>2020</b>	65	\$10,594,455.00	6	\$7,625.00	36	\$1,413,300.00	107	\$12,015,380.00
<b>Total</b>	<b>314</b>	<b>\$33,402,850.00</b>	<b>44</b>	<b>\$94,685.00</b>	<b>169</b>	<b>\$7,777,660.00</b>	<b>527</b>	<b>\$41,275,195.00</b>
<b>% all fires</b>	<b>59.6%</b>	<b>80.9%</b>	<b>8.3%</b>	<b>0.2%</b>	<b>32.1%</b>	<b>18.8%</b>	<b>N/A</b>	<b>N/A</b>
<b>Average 2016 to 2020</b>	<b>63</b>	<b>\$6,680,570.00</b>	<b>9</b>	<b>\$18,937.00</b>	<b>34</b>	<b>\$1,555,532.00</b>	<b>105</b>	<b>\$8,255,039.00</b>

Source: OFM Standard Incident reporting (2016 to 2020 data).



**Table 24** compares the number of structure fires and the associated total property loss within the Town of Oakville for the period from January 1, 2016, to December 31, 2020, to the number of structure fires and total property loss that occurred across Ontario for the same period.

Structure fires accounted for 59.6% of all fires in Town of Oakville and 64.4% of all fires that occurred in the Province, over the five year period from January 1, 2016 to December 31, 2020. As such, structure fires accounted for the highest percentage of fires and total dollar loss for fires in the Town and in the Province. The average structure fire loss (2016 to 2020) as a percentage of all fire loss in Oakville was 59.8%, which is 4.6 percentage points lower than that of the Province.

Table 24: Structure Fires and Property Loss – Town of Oakville and Province of Ontario

Year	Oakville Structure Fires	Loss (\$)	% All Fires	% All Dollar Loss	Ontario Structure Fires	Loss (\$)	% All Fires	% All Dollar Loss
2016	72	\$9,470,580.00	61.5%	93.7%	7,171	\$654,764,771.00	66.1%	88.2%
2017	65	\$4,446,885.00	65.0%	88.3%	6,683	\$658,345,490.00	64.8%	89.1%
2018	56	\$4,158,480.00	62.2%	87.7%	7,012	\$734,340,655.00	63.4%	87.6%
2019	56	\$4,732,450.00	49.6%	50.5%	6,715	\$860,432,756.00	62.9%	88.7%
2020	65	\$10,594,455.00	60.7%	88.2%	6,841	\$790,693,587.00	64.5%	87.5%
<b>Total for Structure Fires</b>	<b>314</b>	<b>\$33,402,850.00</b>	<b>59.6%</b>	<b>80.9%</b>	<b>34,422</b>	<b>\$3,698,577,259.00</b>	<b>64.4%</b>	<b>88.2%</b>
<b>Total for all Fire Loss</b>	<b>527</b>	<b>\$41,275,195.00</b>	<b>N/A</b>	<b>N/A</b>	<b>34,422</b>	<b>\$3,698,577,259.00</b>	<b>N/A</b>	<b>N/A</b>
<b>Average 2016-2020</b>	<b>62.8</b>	<b>\$6,680,570.00</b>	<b>59.8%</b>	<b>81.7%</b>	<b>6,884</b>	<b>\$739,715,451.00</b>	<b>64.4%</b>	<b>88.2%</b>

Source: OFM Standard Incident Reporting (2016 to 2020 data).

**Key Finding: Over the five-year period from January 1, 2016, to December 31, 2020, the Town averaged 63 structure fires per year.**

### 10.1.2 Fires by Occupancy Type

This section assesses the structure fires that occurred over the period from January 1, 2016, to December 31, 2020, based on the type of occupancy. OFM's Standard Incident Reporting data was used to inform this analysis.

The data in **Table 25** indicates that during this period, Oakville experienced a total of 314 structure fires; 242 of these fires, or 77.1%, occurred in Group C – Residential occupancies, which exceeds the Provincial rate by 3.7 percentage points. These fires account for 89.1% of the Town's total fire loss for this period, which is 24.1 percentage points higher than that of the Province.

The second most significant source of property loss in the Town, accounting for 5.2% of structure fire loss and 4.1% of the total structure fires over the same period, is Group F – Industrial occupancies (lower than the Provincial structure fire loss within this occupancy type by 7.3%).

The third most significant source of property loss in the Town, accounting for 6.1% of structure fires and 3.0% structure fire loss over the same period, is Group E – Mercantile occupancies. In comparison, Group E – Mercantile occupancies make up 3.4% of Provincial structure fires and 5.1% of Provincial structure fire loss.

Some trends within this historical fire loss reporting for the Town could be explained by the distribution of building stock by major occupancy classification within the Town. For example, as found within **Section 3.0 – Building Stock** of this CRA, 91.77% of the building stock classified by the OBC is Group C – Residential. It is therefore reasonable to expect that Group C would account for the highest proportion of structure fires.

**Table 25: Fires by OBC Major Occupancy Classification – Town of Oakville and Province of Ontario**

Group	Occupancy Classification	Fires	Oakville % of Structure Fires	Oakville Fire Loss	Oakville % of Fire Loss	Ontario % of Structure Fires	Ontario % of Fire Loss
Group A	Assembly	11	3.5%	\$112,080.00	0.3%	3.7%	4.9%
Group B	Care or Detention	6	1.9%	\$51,100.00	0.2%	1.5%	1.1%
Group C	Residential	242	77.1%	\$29,750,105.00	89.1%	73.4%	65.0%
Group D	Business and Personal Services	11	3.5%	\$471,000.00	1.4%	2.5%	2.4%
Group E	Mercantile	19	6.1%	\$989,550.00	3.0%	3.4%	5.1%
Group F	Industrial	13	4.1%	\$1,753,500.00	5.2%	7.6%	12.5%
Other	Not Classified within the OBC	10	3.2%	\$95,515.00	0.3%	5.3%	1.2%
Farm	Classified within the NFBC	2	0.6%	\$180,000.00	0.5%	2.6%	7.9%
<b>Total</b>	<b>All Classifications</b>	<b>314</b>	<b>100.0%</b>	<b>\$33,402,850.00</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

Source: OFM Standard Incident Reporting (2016 to 2020)

**Key Finding: Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group C – Residential Occupancies account for 77.1% of total structure fires within the Town, which is 3.7% higher than the Province.**

**Key Finding: Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group E– Mercantile Occupancies account for 6.1% of total structure fires within the Town, which is 2.7% higher than the Province.**

## 10.1.3

**Civilian Fire Fatalities and Injuries**

As shown in **Table 26**, according to OFM Standard Incident Reporting, over the five-year period from January 1, 2016, to December 31, 2020, there were 25 reported injuries and three reported fire fatalities within the Town of Oakville. The majority of injuries and all fatalities within the Town occurred in Group C – Residential Occupancies. This finding is consistent with the fire loss statistics by occupancy type, whereby the majority of fire losses within the Province and within the Town occurred in Group C – Residential occupancies.

**Table 26: Civilian Fire Fatalities and Injuries by OBC Major Occupancy Classification – Town of Oakville**

<b>Group</b>	<b>Occupancy Classification</b>	<b>Injuries</b>	<b>Fatalities</b>
Group A	Assembly	0	0
Group B	Care or Detention	0	0
Group C	Residential	24	3
Group D	Business and Personal services	0	0
Group E	Mercantile	0	0
Group F	Industrial	1	0
Other	Not Classified within the OBC	0	0
NBC	All Classifications and Other	0	0
<b>All Groups</b>	<b>Total</b>	<b>25</b>	<b>3</b>

Source: OFM Standard Incident reporting (2016 to 2020 data)

**Identified Risk: Most reported fire related civilian injuries (24) occurred in Group C – Residential Occupancies.**

## Reported Fire Cause

The NFPA defines fire cause as “the circumstances, conditions, or agencies that bring together a fuel, ignition source, and oxidizer (such as air or oxygen) resulting in a fire or a combustion explosion.”<sup>25</sup> Assessing the possible cause of the fires reported is an important factor in identifying potential trends or areas that may be considered for introducing additional public education or fire prevention initiatives. Within OFM fire loss reporting, there are four categories of cause used to classify the cause of a fire. These include intentional, unintentional, other, and undetermined.

**Table 27** presents the reported fire causes for the Town compared to the Province over the five year period from January 1, 2016 to December 31, 2020.

The “unintentional” category recognizes a number of the common causes of a fire that represent both human behavioural causes (e.g., playing with matches) and equipment failures (e.g., mechanical failure). In total, unintentional fire causes represented 77.1% of the 314 fires during this period (compared to 60.1% within the Province). This suggests a need for targeted education programs about fire causes and prevention. The leading cause of unintentionally set fires in Oakville was misuse of ignition source at 29.0% (91 fires), compared to 29.5% in the Province, followed by mechanical/electrical failure at 16.6% (52 fires), compared to 15.3% in the Province.

The “intentional” category recognizes the cause of a fire to be started for a specific reason. These are typically classified as arson fires, acts of vandalism, or to achieve personal gain through insurance payment for example. As indicated in **Table 27**, 5.1% of fires are reported as intentional (i.e., combined categories of arson and vandalism) within the Town over the five-year period from January 1, 2016, to December 31, 2020. This is lower than the Provincial total of intentional fires (7.8%).

In Oakville, the cause of 2.5% of fires was ‘other’, 3 percentage points lower than the Province, and the cause of 15.3% of fires was ‘undetermined’, 3.5 percentage points lower than the Province.

<sup>25</sup> Source: NFPA, Glossary of Terms, 2019 Edition.

Table 27: Reported Fire Cause – Town of Oakville and Province of Ontario

Nature	Fire Cause	Oakville # of Fires	Oakville % of Fires	Ontario # of Fires	Ontario % of Fires
Intentional	Arson	13	4.1%	2,148	6.2%
Intentional	Vandalism	3	1.0%	561	1.6%
Intentional	Other Intentional	0	0.0%	15	0.0%
Unintentional	Children Playing	2	0.6%	142	0.4%
Unintentional	Design/Construction/ Maintenance Deficiency	21	6.7%	2,380	6.9%
Unintentional	Mechanical/Electrical Failure	52	16.6%	5,271	15.3%
Unintentional	Misuse of Ignition Source	91	29.0%	10,167	29.5%
Unintentional	Other Unintentional	46	14.6%	2,399	7.0%
Unintentional	Undetermined	28	8.9%	2,838	8.2%
Unintentional	Vehicle Collision	2	0.6%	29	0.1%
Other	Other	8	2.5%	1,903	5.5%
Undetermined	Undetermined	48	15.3%	6,476	18.8%
Unknown, not reported	Unknown, not reported	0	0.0%	93	0.3%
<b>Total</b>	<b>All Causes</b>	<b>314</b>	<b>100.0%</b>	<b>34,422</b>	<b>100.0%</b>

Source: OFM Standard Incident Reporting (2016 to 2020 data).

**Identified Risk: Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the leading cause of unintentionally set fires was due to misuse of ignition source at 29.0% (91 fires), compared to 29.5% in the Province.**

**Identified Risk: Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the second most common cause of unintentionally set fires was due to mechanical/electrical failure at 16.6% (52 fires), compared to 15.3% in the Province.**

### 10.1.5 Ignition Source

According to the 2019 NFPA Glossary of Terms, ignition source is defined as “any item or substance capable of an energy release of type and magnitude sufficient to ignite any flammable mixture of gases or vapors that could occur at the site or onboard the vehicle.” **Table 28** provides fire loss by source of ignition for the Town of Oakville and the Province.

For the period 2016 to 2020, the most common reported ignition sources within the Town are “cooking equipment” and “miscellaneous” both at 27.4% (higher than the Province by 10.5 percentage points and 17.3 percentage points, respectively), and “open flame tools/smokers’ articles” at 13.7% (lower than the Province by 0.3 percentage points). This presents the opportunity to incorporate key messages relating to cooking and smoking in public education materials.

**Table 28: Source of Ignition – Town of Oakville and Province of Ontario**

<b>Reported Ignition Source</b>	<b>Oakville # of Fires</b>	<b>Oakville % of Fires</b>	<b>Ontario # of Fires</b>	<b>Ontario % of Fires</b>
Appliances	18	5.7%	1,528	4.4%
Cooking Equipment	86	27.4%	5,828	16.9%
Electrical Distribution	16	5.1%	2,991	8.7%
Heating Equipment, chimney etc.	21	6.7%	2,618	7.6%
Lighting Equipment	9	2.9%	1,047	3.0%
Open flame tools/smokers articles	43	13.7%	4,831	14.0%
Other electrical/mechanical	19	6.1%	1,734	5.0%
Processing Equipment	3	1.0%	440	1.3%
Miscellaneous	86	27.4%	3,474	10.1%
Exposure	3	1.0%	1,652	4.8%
Undetermined	10	3.2%	8,167	23.7%
Unknown, not reported			112	0.3%
<b>Total</b>	<b>314</b>	<b>100.0%</b>	<b>34,422</b>	<b>100.0%</b>

Source: OFM Standard Incident Reporting (2016 to 2020 data)

**Key Finding: Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of cooking equipment, which is 10.5 percentage points higher than the Province (16.9%).**

**Key Finding: Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of “miscellaneous”, which is 17.3 percentage points higher than the Province (10.1%).**

**Key Finding: Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 13.7% of fires had a reported ignition source of open flame/tools/smokers articles, which is 0.3 percentage points lower than the Province (14.0%).**

#### 10.1.6 Smoke Alarm Status Processing Equipment

In Ontario, smoke alarms are required on every level of a dwelling and between sleeping areas, notifying building occupants of a fire and allowing for prompt escape. As a result, smoke alarm programs and compliance are a key component of public education and fire prevention activities provided by the municipal fire departments across the Province.

Data is publicly available at the provincial level for the smoke alarm status in the event of a fire and municipalities collect smoke alarm status information and report it to the Province. This data was provided by the OFM as part of the CRA for both the Town of Oakville and the Province of Ontario over a five-year period from January 1, 2016, to December 31, 2020, for Group C - Residential occupancies. **Table 29** highlights whether a smoke alarm was present and operating on the floor or in the suite of fire origin.

**Table 29: Smoke Alarm Presence and Operation on the Floor of Fire Origin – Town of Oakville and Province of Ontario**

Smoke Alarm Status on Floor of Origin	Oakville 2016	Oakville 2017	Oakville 2018	Oakville 2019	Oakville 2020	Oakville Total	Oakville %	Ontario Total	Ontario %
No Smoke Alarm Present	10	3	4	7	10	<b>34</b>	<b>14.0%</b>	4,206	17.4%
Smoke Alarm Present and Operated	24	24	21	22	23	<b>114</b>	<b>47.1%</b>	10,805	44.6%
Smoke Alarm Present, Did Not Operate	7	11	7	7	6	<b>38</b>	<b>15.7%</b>	3,200	13.2%
Smoke Alarm Present, Operation Undetermined	9	5	6	3	5	<b>28</b>	<b>11.6%</b>	1,910	7.9%
Smoke Alarm Presence Undetermined	6	6	7	5	4	<b>28</b>	<b>11.6%</b>	4,052	16.7%
Unknown, Not Reported	0	0	0	0	0	<b>0</b>	<b>0%</b>	61	0.3%
<b>Total</b>	<b>56</b>	<b>49</b>	<b>45</b>	<b>44</b>	<b>48</b>	<b>242</b>	<b>100.0%</b>	24,234	100.0%

Source: OFM Standard Incident Reporting (2016 to 2020 data).

Over the five-year period from January 1, 2016 to December 31, 2020, there was no smoke alarm present for 14.0% of occurrences in the Town compared to 17.4% in the Province. A further 38 incidents (or 15.7%) had a smoke alarm present but it did not operate (compared to 13.2% in the Province). In 47.1% of occurrences in Oakville, a smoke alarm was present and operated. Undetermined smoke alarm presence or operation occurred in 23.2% of instances in the Town.

Provincial and local statistics support having a targeted and proactive smoke alarm program in place and suggest the need for increased enforcement strategies for those properties that are non-compliant. Further the number of non-operational smoke alarms suggest education specific to checking and testing smoke alarms is warranted.

**Key Finding: Over the five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 14.0% of incidents did not have a smoke alarm present (compared to 17.4% in the Province).**

**Key Finding: Over the five-year period from January 1, 2016, to December 31, 2020, 47.1% of the fire loss incidents in Group C – Residential occupancies had a smoke alarm present and operating compared to 44.6% in the Province.**

## 10.2 Town Event History

Event history seeks to apply the OFD's historic emergency call data to develop an understanding of community risk. Most of the analysis in this section is based on data provided by OFD for the time period from January 1, 2015, to December 31, 2021. This section provides a statistical assessment of historic emergency call volumes for the Town by different time segments (e.g., annual calls, monthly calls, weekly calls, daily calls).

The analysis included within this section also provides a detailed breakdown of calls by OFM response type. Data used in the analysis of call volume by type was sources from the OFM's Standard Incident Reporting because call volume by type is compared to the Province as a whole.

The volume and frequency of historic calls informs the understanding of response probability. The types of calls inform the potential consequences of OFD responses and

calls for service. The combined consideration of these elements provides an understanding of community risk, based on past calls for service.

### 10.2.1 Emergency Call Volume – All Incident Types

This section illustrates the historical emergency call volume by year, month, day of week, and time of day for all types of incidents responded to by the OFD for the time period from January 1, 2015, to December 31, 2021.<sup>26</sup>

#### 10.2.1.1 Annual Emergency Call Volume – All Incident Types

The analysis of annual emergency call volume can be beneficial in garnering an understanding of where trends may be evolving, or changes in community emergency response demand may be occurring. A summary of the total number of emergency calls for the period from January 1, 2015 to December 31, 2021 is shown in **Figure 21**.

This analysis indicates an increase in the total emergency call volume within the Town over this period from 6,166 calls in 2015 to 6,983 calls in 2018 with a decrease in calls from 6,806 in 2019 to 6,366 in 2020. Call volume increased again in 2021 with 6,965 calls. This decrease in call volume in 2020 could be attributed to the unique circumstances of the COVID-19 pandemic resulting in an anomalous year of call volume. Overall, there was an average of 6,684 calls per year over this seven-year timeframe. Generally speaking, we expect the annual call volume to increase as the population of the Town increases with planned growth and development.

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<sup>26</sup> The data used for the analysis is a compilation of each of the seven years (2015 to 2021) of unit response time reports. For the majority of statistics, only the first truck is considered; this is to ensure a single incident is not counted multiple times as this would not provide an accurate representation of the data. To determine which entries were the first truck entries, the dataset was sorted by Provincial Incident Number then by Arrival Time. The first entry for each incident number was included in the First Truck dataset. The second entry for each incident number was assumed to be the second truck. It should also be noted that calls from stations outside of Oakville were excluded from the analysis. Similarly, all calls with no response type code were excluded from response type analyses.

**Figure 21: Annual Call Volume – All Incidents, January 1, 2015, to December 31, 2021**

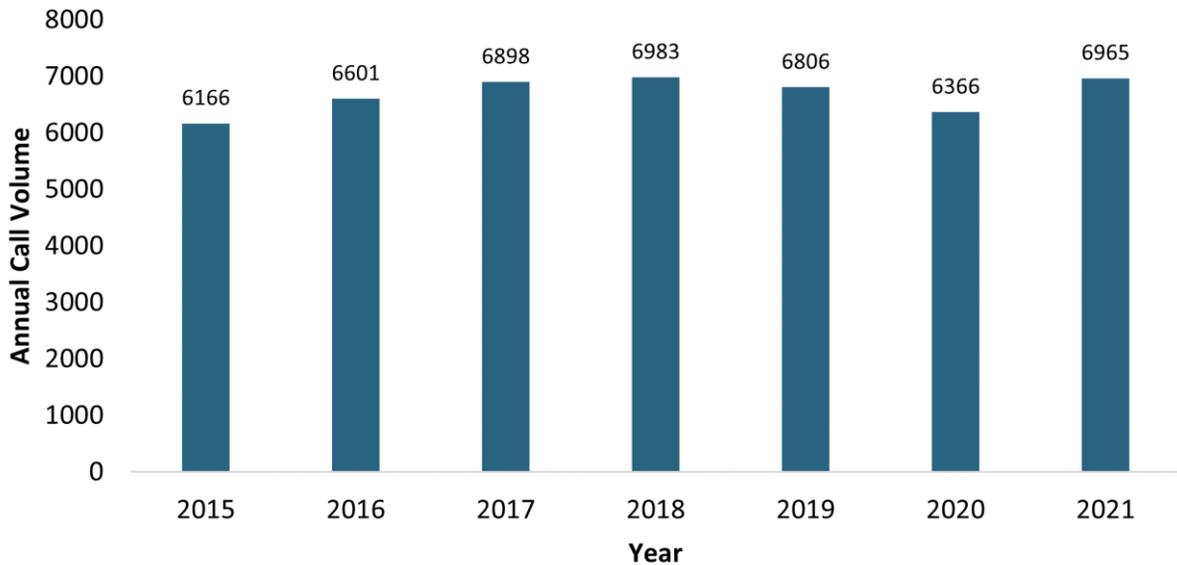


Figure Source: Oakville Fire Department Emergency Response Call Data.

**Key Finding: Over the period from January 1, 2015, to December 31, 2021, the volume of emergency calls responded to by the Oakville Fire Department modestly increased between 2015 and 2021.**

10.2.1.2

**Monthly Average Emergency Call Volume – All Incident Types**

The analysis of average emergency call volume for the period from January 1, 2015, to December 31, 2021, by month can be beneficial to identifying any potential variances that may be associated with seasonal trends related to activities such as more motor vehicle travel during summer months, or use of heating devices during winter months.

From January 1, 2015, to December 31, 2021, the OFD experienced an average monthly emergency call volume of 557 calls. **Figure 22** illustrates that the highest volume of emergency calls occurred in July, October and December, however there is a relatively even distribution of calls throughout the year.

**Figure 22: Average Call Volume by Month – All Incidents, January 1, 2015, to December 31, 2021**

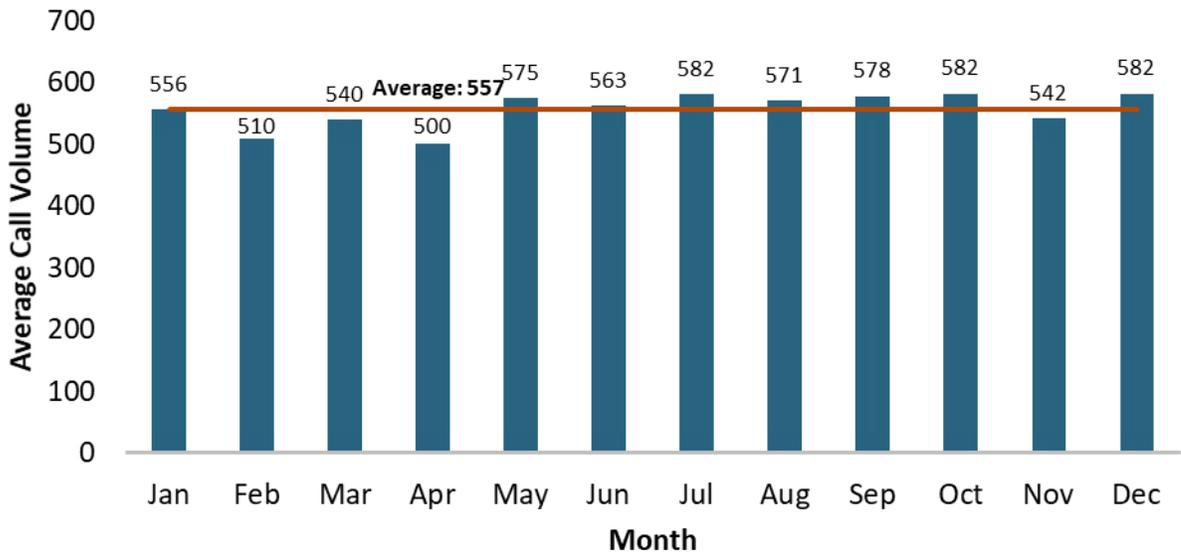


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2021).

10.2.1.3

**Weekly Average Emergency Call Volume – All Incident Types**

The analysis of average call volume for the period from January 1, 2015, to December 31, 2021, by day of the week as shown in **Figure 23** which illustrates that there is little variability in call volume by day of the week. The highest number of emergency calls occur Tuesdays, Fridays and Saturdays, while the lowest number of emergency calls occur on Mondays.

**Figure 23: Average Call Volume by Day of Week – All Incidents, January 1, 2015, to December 31, 2021**

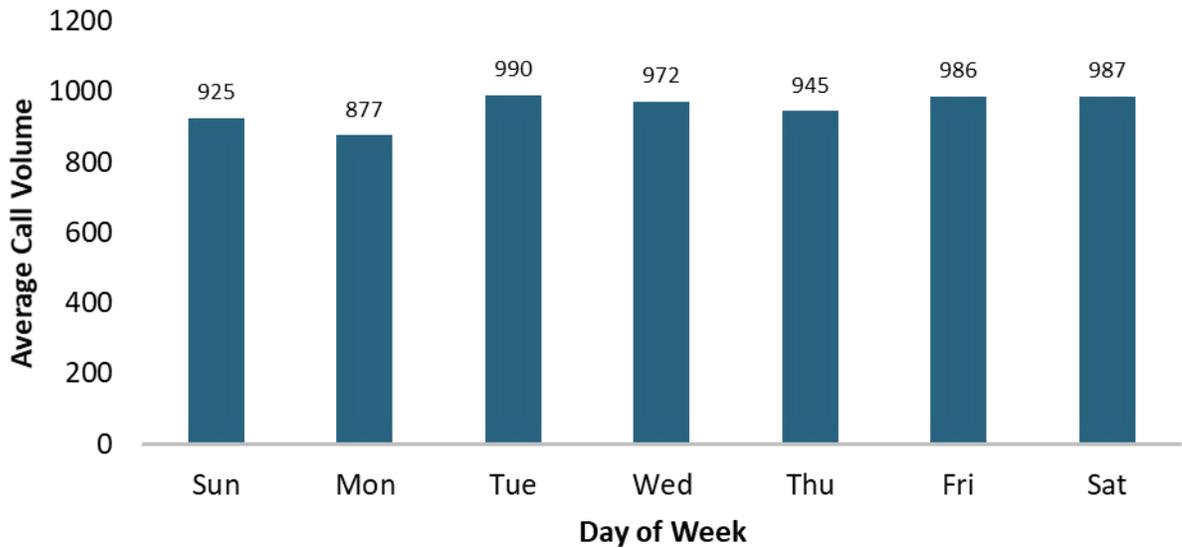


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2021).

10.2.1.4

**Daily Emergency Call Volume – All Incident Types**

**Figure 24** indicates that for the period from January 1, 2015, to December 31, 2021, a higher emergency call volume is typically experienced between 8:00 AM and 8:00 PM. The lowest percentage of emergency call volume typically takes place between the hours of 1:00 AM and 6:00 AM when the majority of the population is typically sleeping.



**Figure 24: Average Call Volume by Time of Day – All Incidents January 1, 2015, to December 31, 2021**

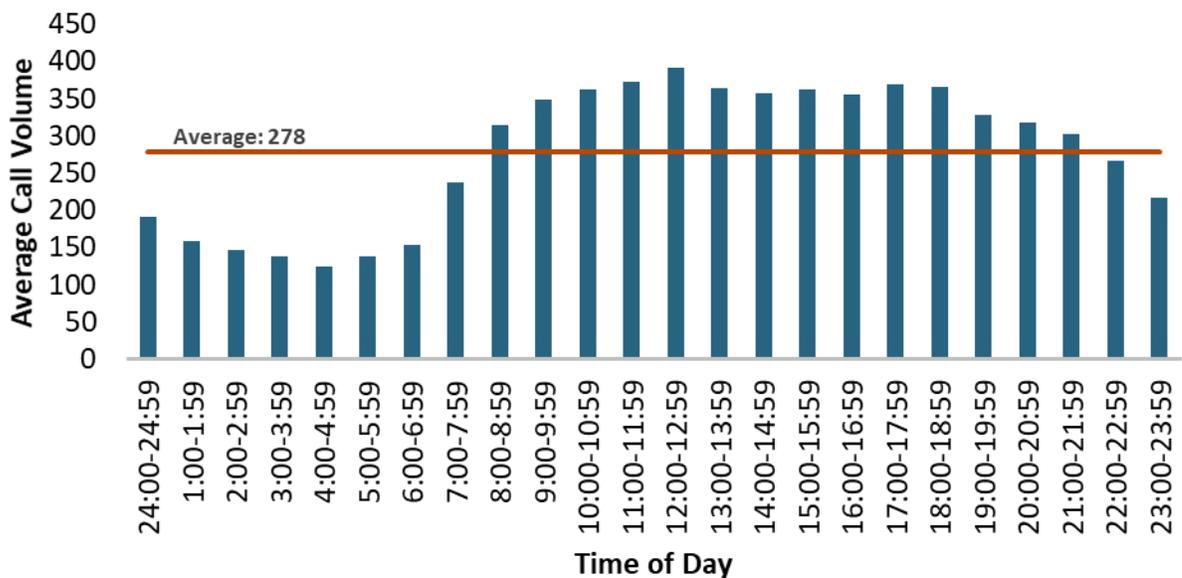


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2021).

10.2.1.5

**Total Emergency Call Volume – All Incident Types**

This section illustrates the analysis of all emergency call volumes for the Town of Oakville and the Province of Ontario for the period from January 1, 2016, to December 31, 2020 by OFM emergency response type. Note that data used in the analysis of call volume by type was sourced from the OFM’s Standard Incident Reporting because call volume by type is compared to the Province as a whole. Data for 2021 for the Province as a whole is not currently available from OFM and therefore, the data used in this analysis is for January 1, 2016 to December 31, 2020.

**Figure 25** illustrates that during this period, 51.5% of the total emergency calls that the OFD responded to were medical/resuscitator incidents (higher than the Province by 8.6 percentage points). Responding to false fire calls was the second highest percentage of total emergency calls representing 14.8% of the fire services’ total emergency call volume (slightly lower than the Province by 1.4 percentage points). Rescue calls represent the third highest percentage of emergency call volume responded to by the OFD at 9.2% (lower than the Province by 1.8 percentage points).



**Figure 25: Percentage of OFD Calls by OFM Response Type January 1, 2016, to December 31, 2020**

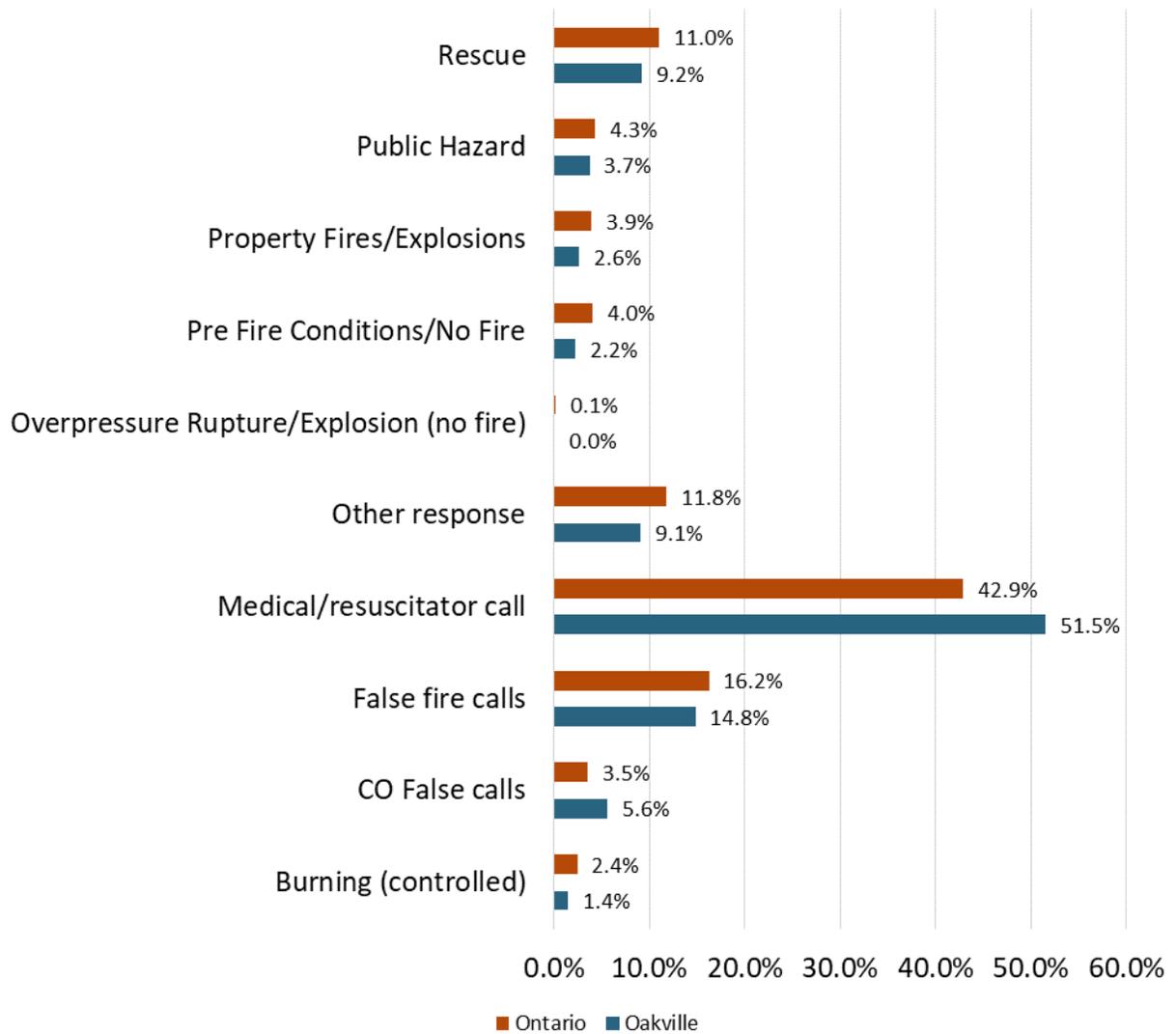


Figure Source: Office of the Fire Marshal and Emergency Management, Municipal Emergency Calls by Response Type Class.

**Key Finding:** For the period from January 1, 2016, to December 31, 2020, the highest percentage of emergency call volume responded to by Oakville Fire Department as defined by the OFM response types was medical/resuscitator calls representing 51.5% of total emergency call volume.

**Key Finding:** For the period from January 1, 2016, to December 31, 2020, the second highest percentage of emergency call volume responded to by Oakville Fire



Department as defined by the OFM response types was false fire calls representing 14.8% of total emergency call volume.

## 10.2.2 Emergency Call Volume – Spatial Modelling

The analysis within this section illustrates the distribution of the emergency call volume within the Town for the period from January 1, 2015, to November 2, 2022. The analysis includes the spatial distribution of all emergency incidents that occurred during this period based on the OFM response types including medical/resuscitator, rescue, false fire and fire/explosions incidents over this seven-year period.

### 10.2.2.1 Spatial Modelling – All Emergency Incidents

**Figure 26** illustrates the distribution of all emergency incidents that occurred within the Town over this seven-year period. The model shows a wide distribution of emergency incidents across the Town with a prevalence of incidents throughout residential areas. The spatial concentration of all emergency incidents is shown in **Figure 27** below. There are pockets of areas with a high concentration of all emergency call types throughout the urban areas of the Town. Many of these areas correspond to higher density residential areas, or the Community Core Areas. The highest concentration of calls is found bounded by Dorval Drive, Lakeshore Road, Trafalgar Road and Speers Road/Cornwall Road, which includes Kerr Street Village and downtown Oakville. There is also a notable high concentration of all emergency call types northeast and southeast of Fire Station 4 approximately centred between Sixth Line and Trafalgar Road, and South of Rebecca Street, east of Bronte Road southeast of Fire Station 1.

Figure 26: Spatial Modelling – All Emergency Incidents

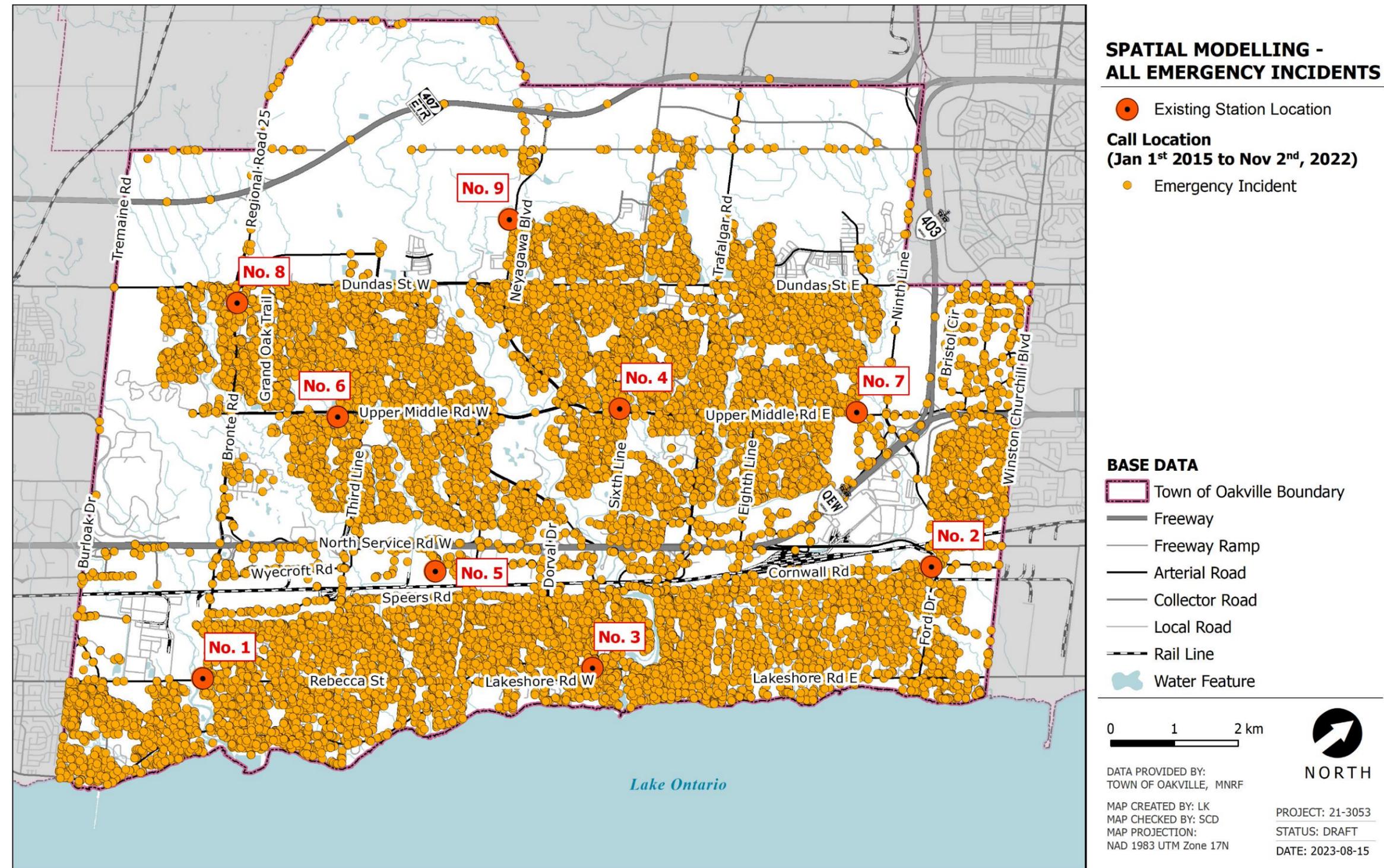


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022).

Figure 27: Spatial Concentration – All Emergency Incidents

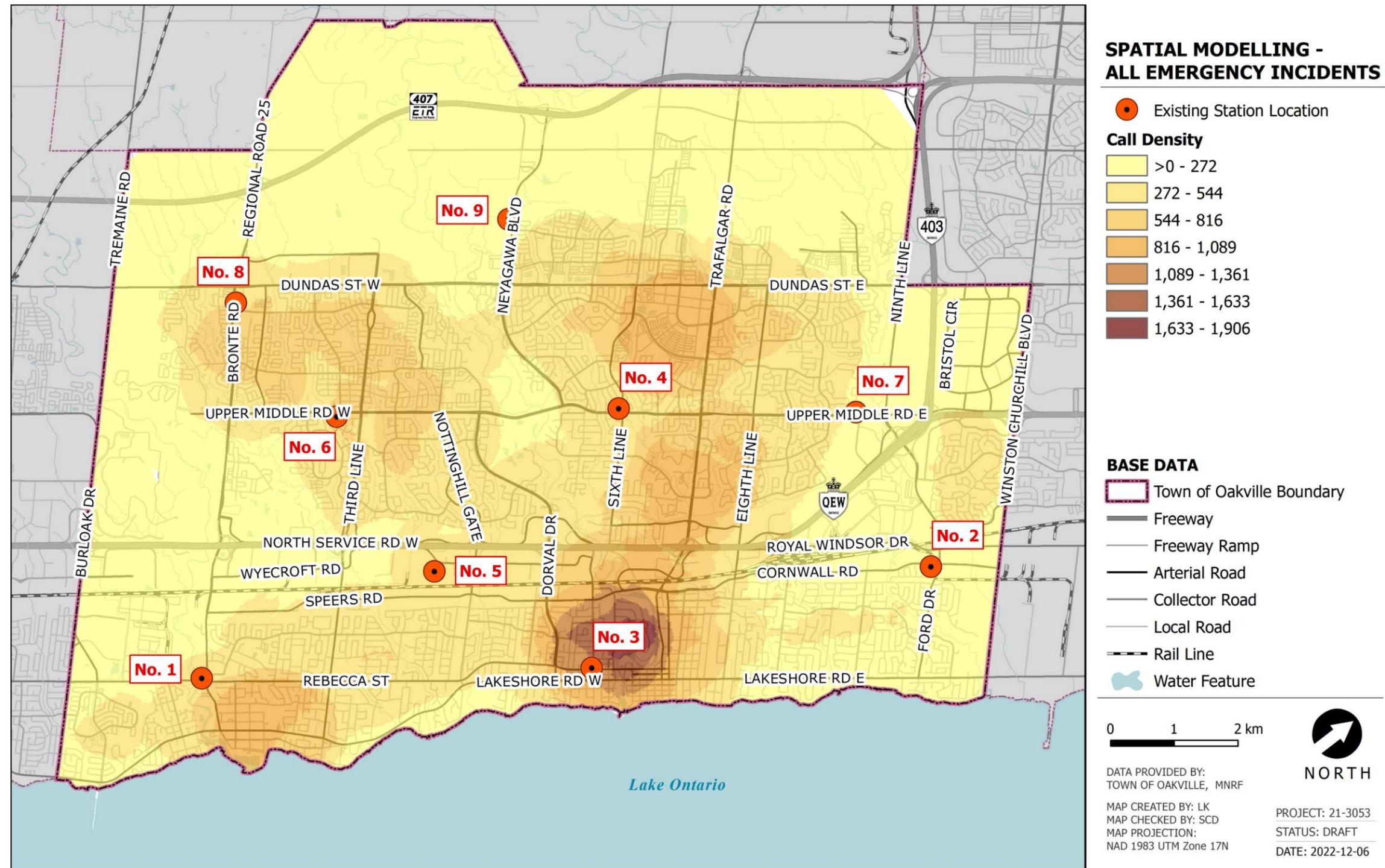


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022)

### 10.2.2.2 Spatial Modelling – Medical/Resuscitator Incidents

**Figure 28** illustrates the locations where the medical/resuscitator incidents occurred during the period from January 1, 2015, to November 2, 2022. **Figure 29** further illustrates the spatial concentration of medical/resuscitator calls over the seven-year period. Similar to all emergency incident types, there is a noticeable concentration of incidents in the downtown Oakville area, and northeast and southeast of Station 4 and Southeast of Station 1.

Figure 28: Spatial Modelling – Medical/Resuscitator Incidents

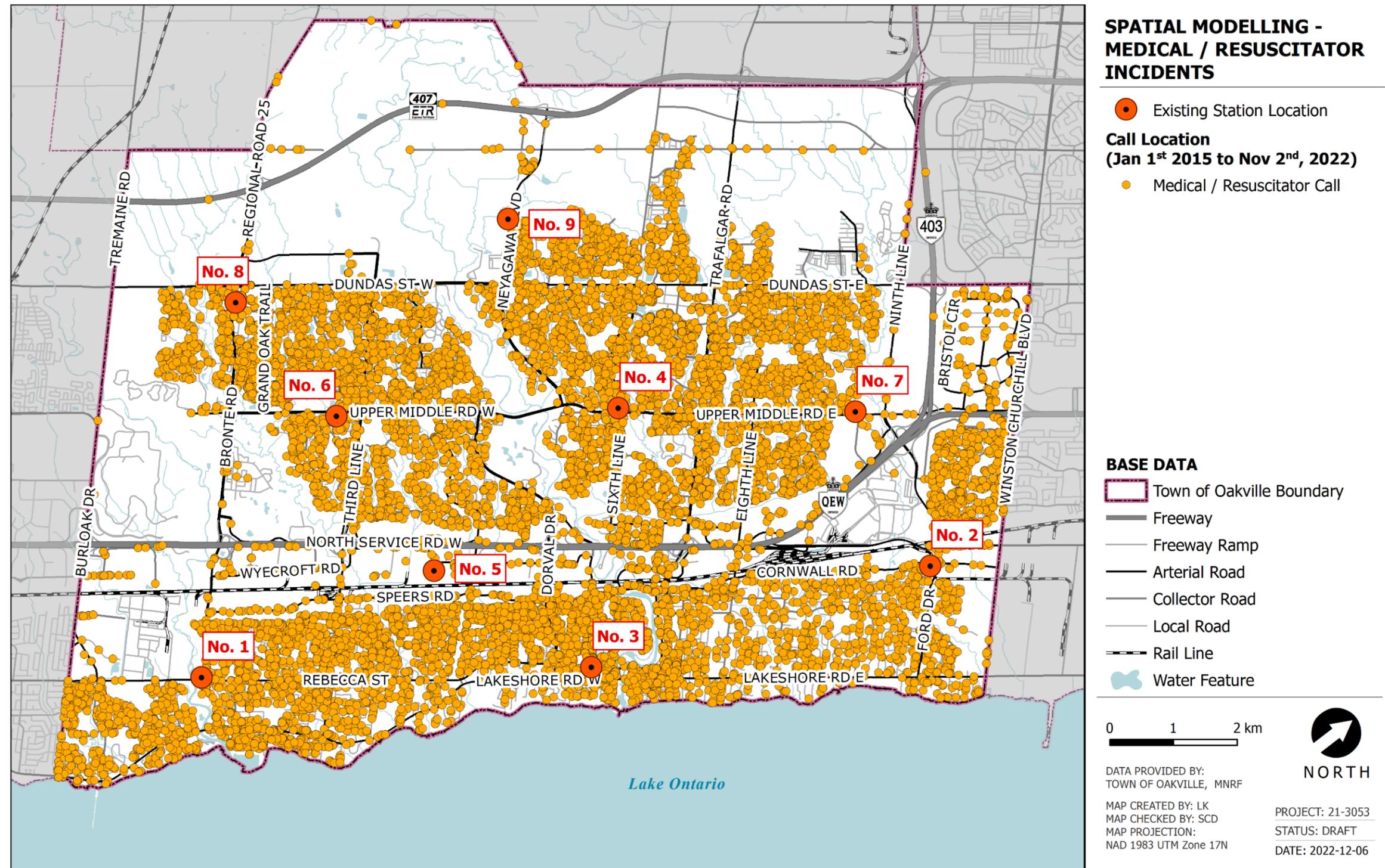


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022).

Figure 29: Spatial Concentration – Medical/Resuscitator Incidents

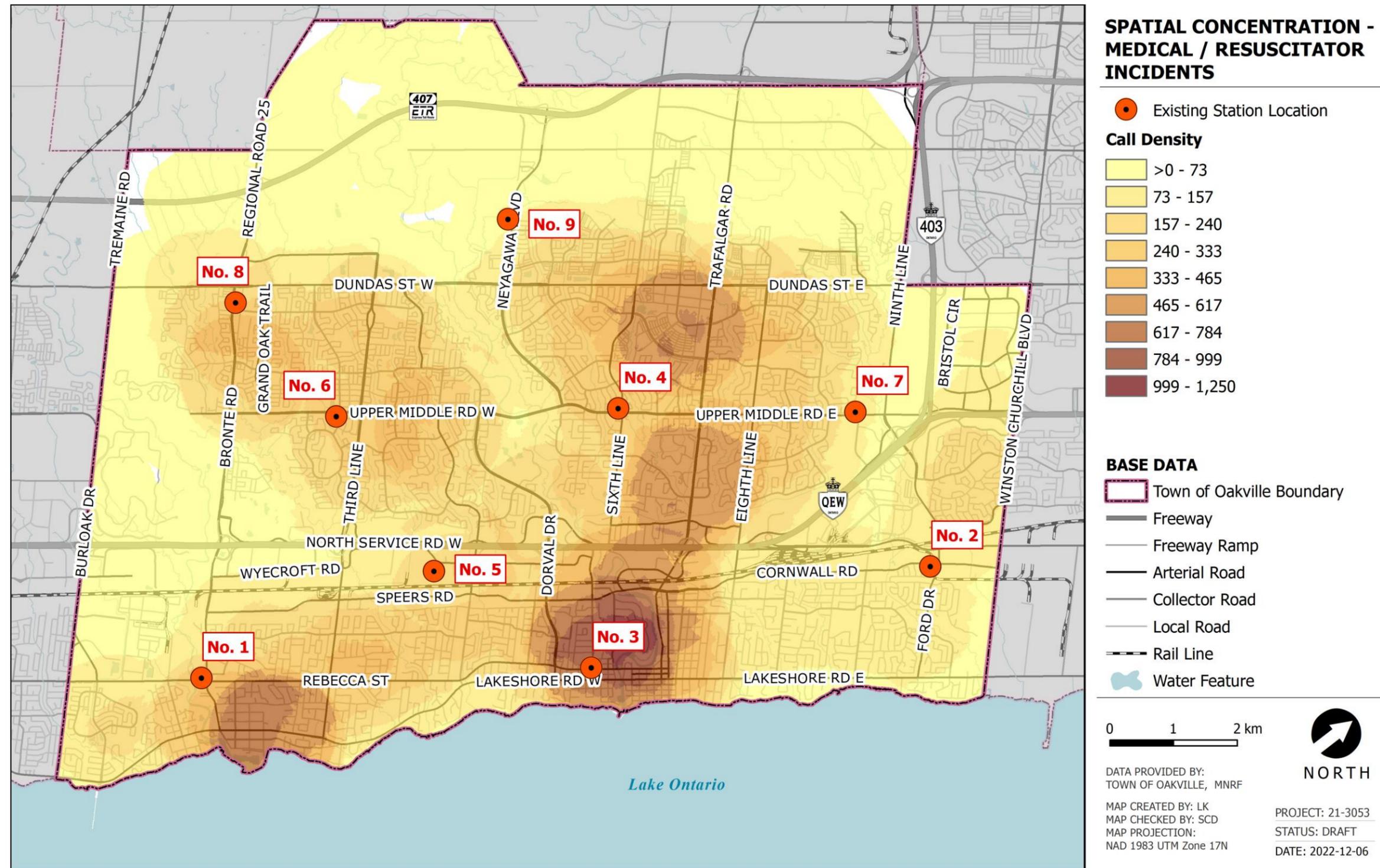


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022).

## 10.2.2.3 Spatial Modelling – Rescue Incidents

**Figure 30** illustrates the locations where the rescue incidents occurred during the period from January 1, 2016, to December 31, 2020. **Table 30** presents a comprehensive analysis of rescue incidents that OFD responded to during this five-year period. The OFD experienced 2,446 calls for rescue services (shown in **Table 30**) of which 87.9% of the rescue incidents were related to vehicle collisions or vehicle extrication.

**Table 30: Rescue Incidents – Analysis (January 1, 2016, to December 31, 2020)**

Response Type	Number of Calls	% of Calls
Animal Rescue	5	0.2%
Building Collapse	1	0.0%
Commercial/Industrial Accident	5	0.2%
High Angle Rescue (non-fire)	5	0.2%
Home/Residential Accident	8	0.3%
Low Angle Rescue (non-fire)	16	0.7%
Other Rescue	50	2.0%
Persons Trapped in Elevator	158	6.5%
Rescue False Alarm	10	0.4%
Rescue No Action Required	31	1.3%
Trench Rescue (non-fire)	2	0.1%
Vehicle Collision	2104	86.0%
Vehicle Extrication	45	1.8%
Water Ice Rescue	1	0.0%
Water Rescue	5	0.2%
<b>Total</b>	<b>2446</b>	<b>100%</b>

Source: Oakville Fire Department Emergency Response Call Data.

The majority of the rescue incidents the OFD responds to are distributed along major arterial roads within the Town, and along the Queen Elizabeth Way. There is a noticeable prevalence of calls at along Kerr Street, Speers Road/Cornwall Road, Trafalgar Road, Lakeshore Road and QEW in the south-central part of the Town.

**Figure 31** further illustrates the concentration of the historical rescue incidents throughout the Town.

Figure 30: Spatial Modelling – Rescue Incidents

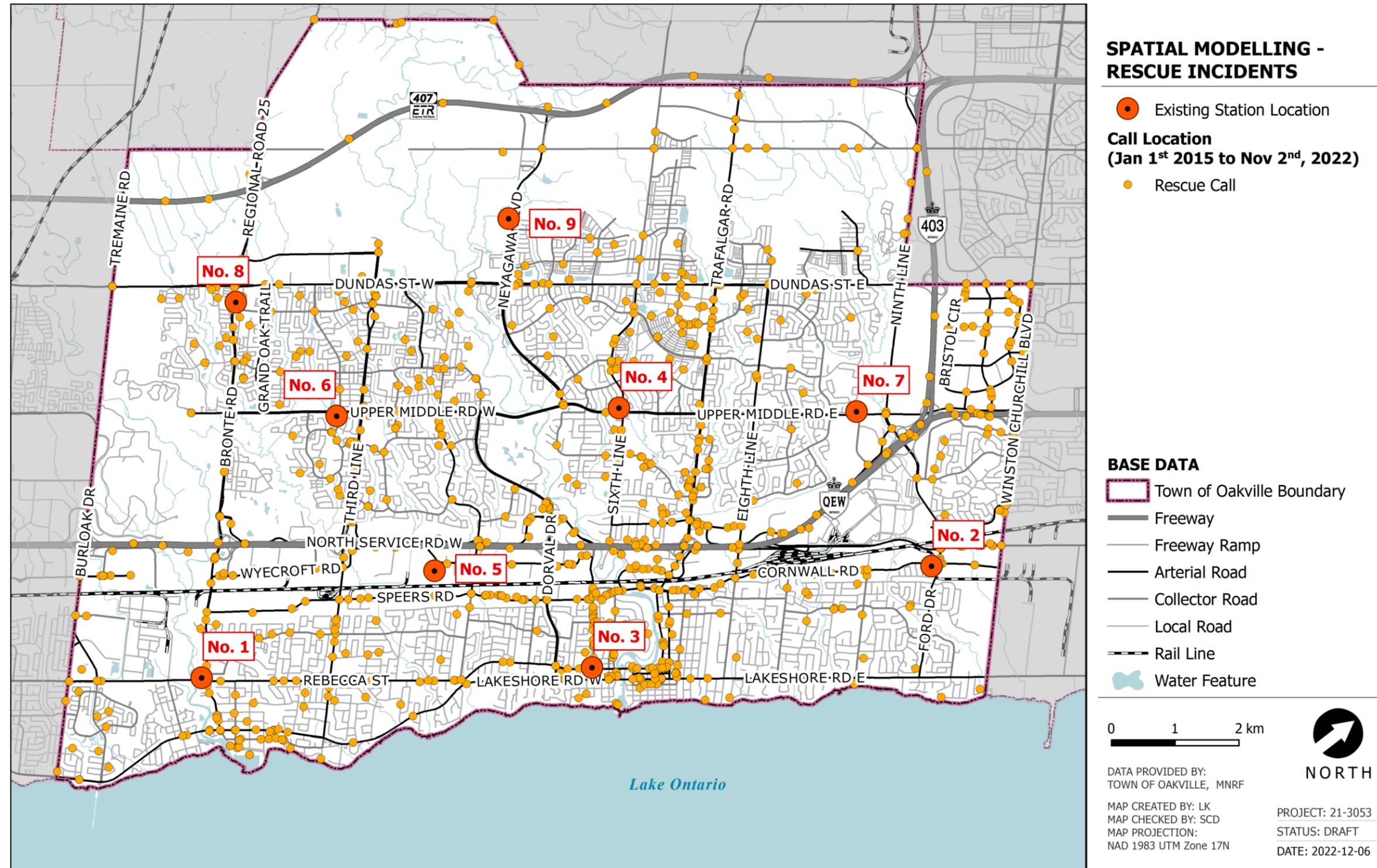


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022).

Figure 31: Spatial Concentration – Rescue Incidents

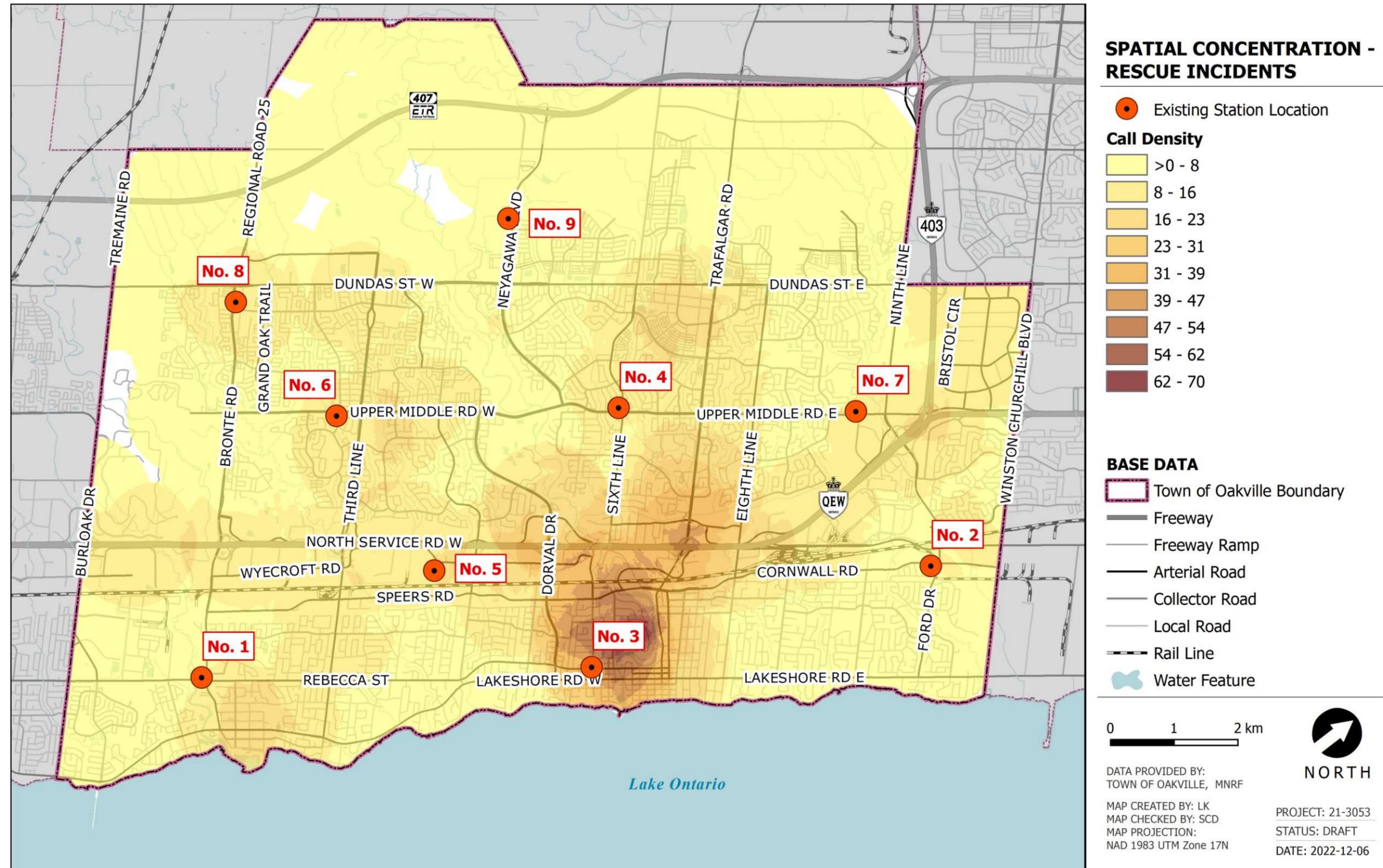


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022)

### Spatial Modelling – False Fire Incidents

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**Figure 30** illustrates the locations where the false fire incidents occurred during the period from January 1, 2015, to November 2, 2022. During this time period false fire incidents accounted for 15.2% of OFD total emergency call volume. **Figure 31** identifies additional the concentration of false fire incidents. The figure indicates that false fire calls do happen across the Town, although there are concentrations of calls around Fire Stations 3, 5, 6 and 8.

Figure 30: Spatial Modelling – False Fire and CO Incidents

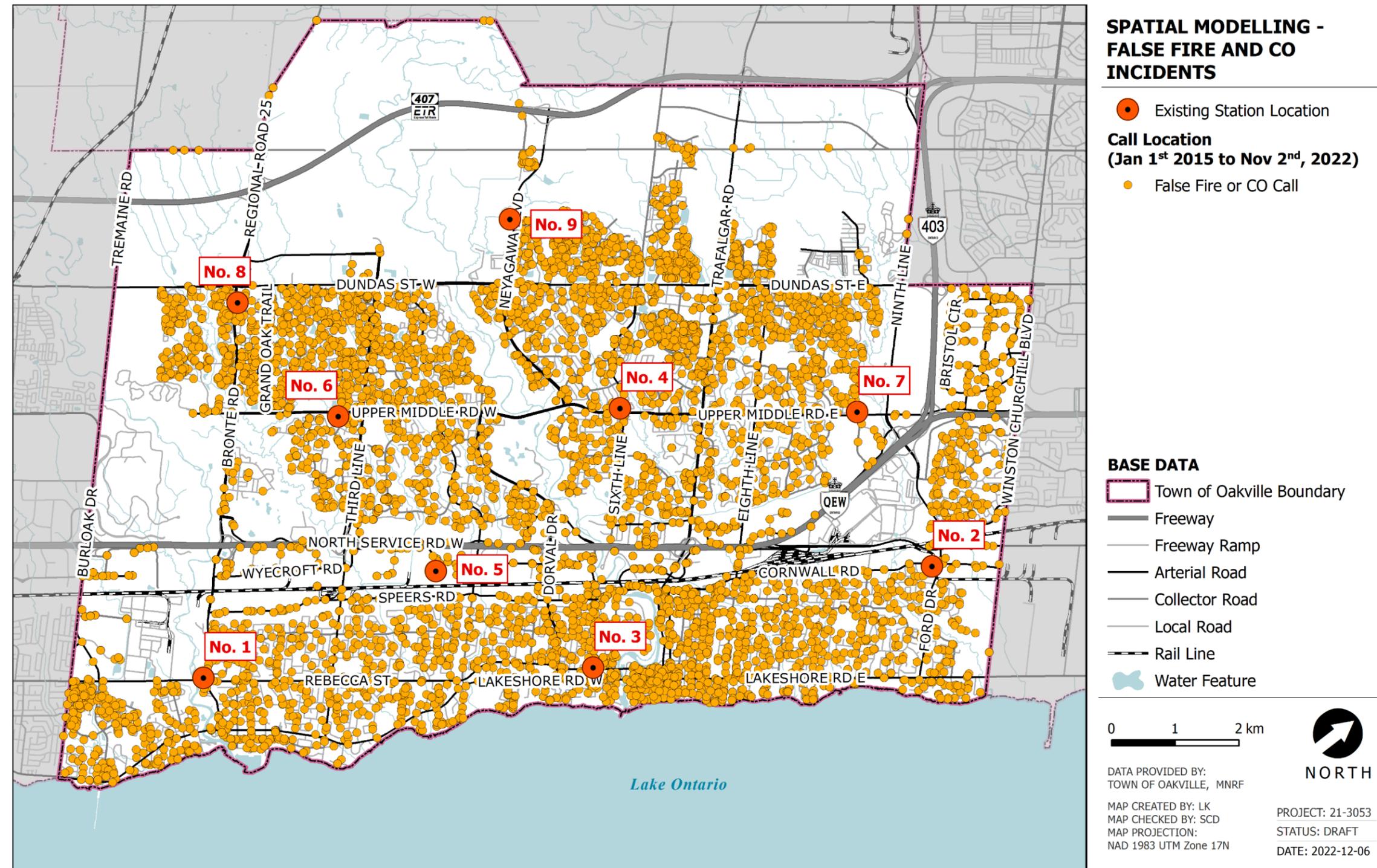


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022)

Figure 31: Spatial Concentration – False Fire and Co Incidents

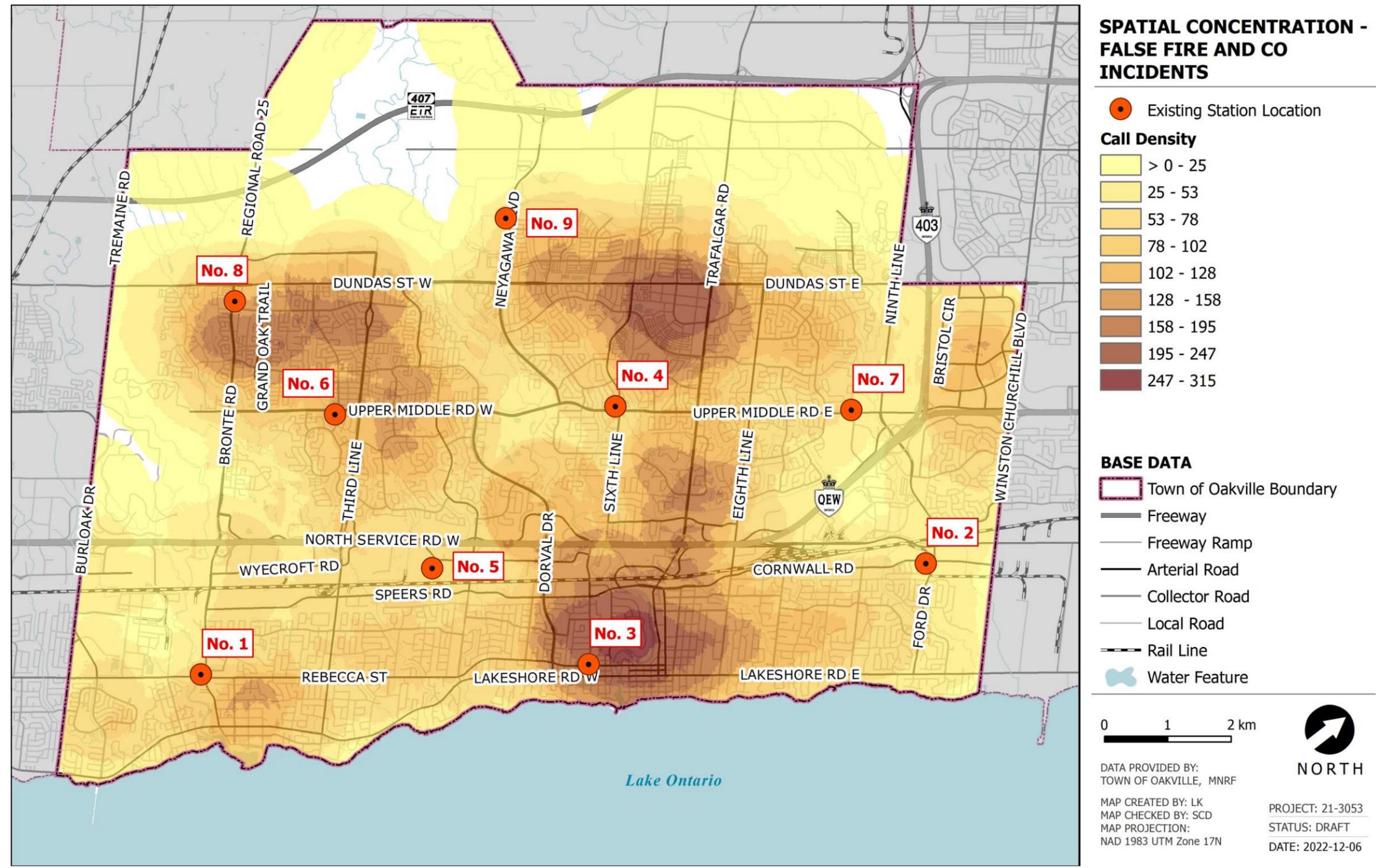


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022)

#### 10.2.2.4 Spatial Modelling – Fire/Explosion Incidents

Figure 32 illustrates the locations where the fire/explosion incidents occurred during the period from January 1, 2015, to November 2, 2022. During this period property fire/explosion incidents accounted for 2.4% of all OFD calls. **Figure 33** illustrates a concentration of fire/explosion incidents. These figures illustrate a wide distribution of incidents throughout the Town with a higher concentration in Downtown Oakville, southeast of Fire Station 4 and north of Fire Station 6.

Figure 32: Spatial Modelling – Fire/Explosion Incidents

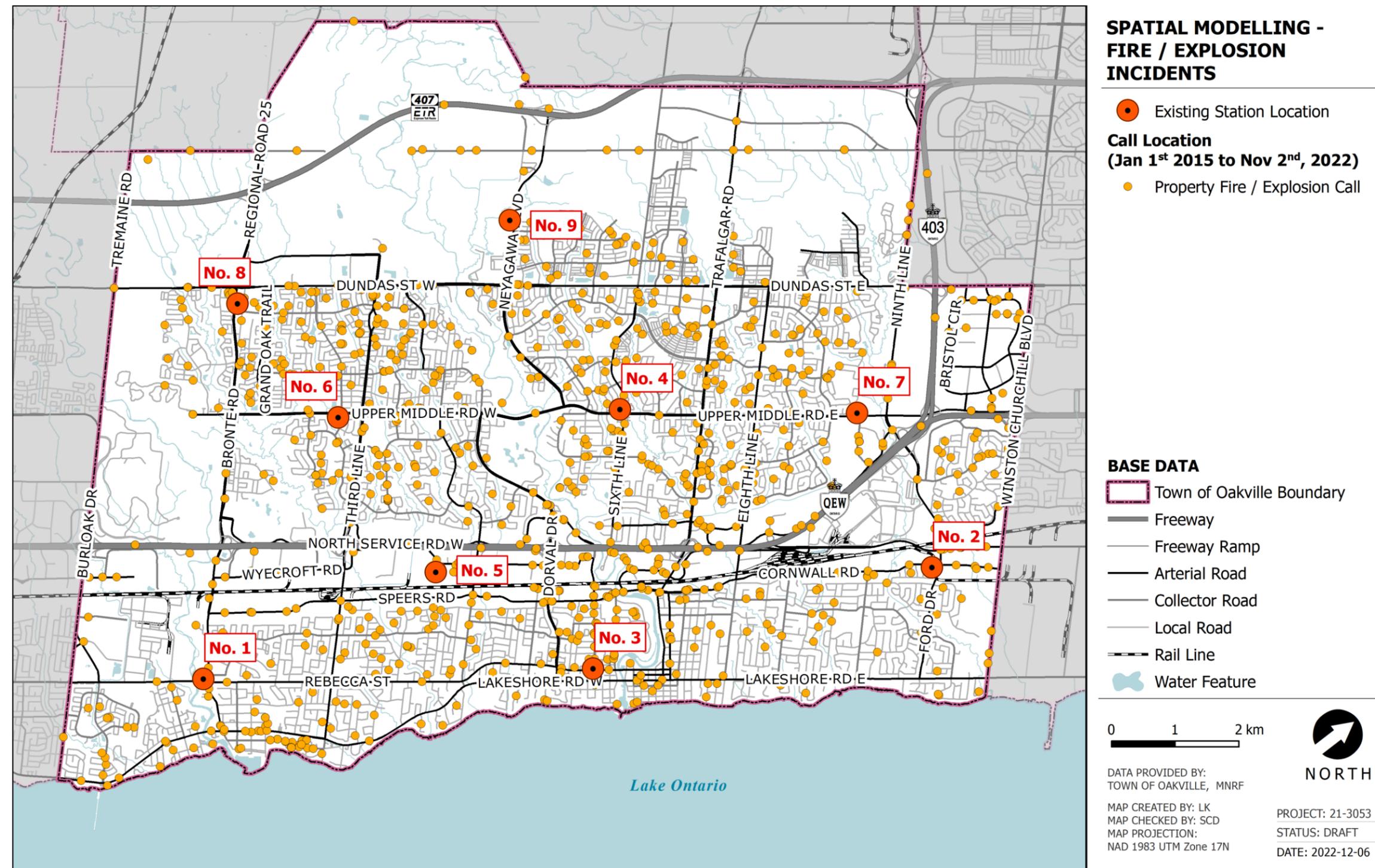


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022)

Figure 33: Spatial Concentration – Fire/Explosion Incidents

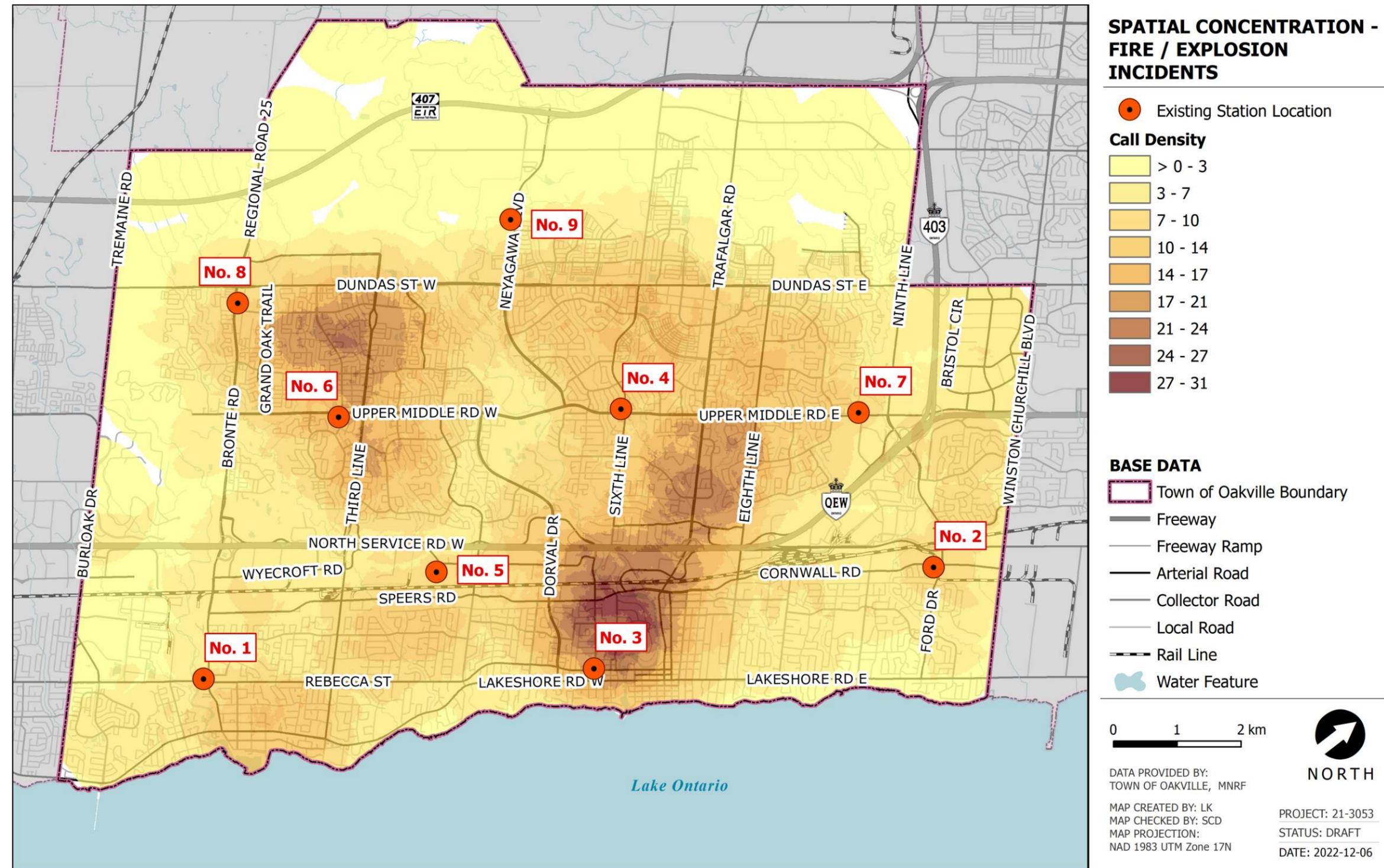


Figure Source: Oakville Fire Department Emergency Response Call Data (2015 to 2022)

### 10.2.3 Emergency Call Volume – Summary

The spatial analysis of the Town’s historical emergency call volume for the period from January 1, 2015, to November 2, 2022, indicates a distribution of emergency call types relatively consistent with residential population density. The areas throughout the Town that have been identified having a higher concentration of emergency incidents include near Fire Station 3 on Kerr Street; Southeast of Station 1 south of Rebecca Street; Northeast of Station 4 along Trafalgar Road. The highest concentration of calls is found bounded by Dorval Drive, Lakeshore Road, Trafalgar Road and Speers Road/Cornwall Road, which includes Kerr Street Village and downtown Oakville. There are also notable high concentration of all emergency call type calls north east and southeast of Fire Station 4 approximately centred between Sixth Line and Trafalgar Road, and south of Rebecca Street, east of Bronte Road, southeast of Fire Station 1.

**Key Finding: There are multiple areas with a high concentration of all emergency incident types, with the most notable area being centered around Kerr Street Village and downtown Oakville, north of Fire Station 3.**

## Applying Key Findings and Identified Risks

The purpose of a CRA is to identify risks that are then used to inform decision-making regarding the provision of fire protection services. The analysis throughout this CRA identifies ‘**Key Findings**’ and ‘**Identified Risks**’ to be considered within the FMP in alignment with TG-02-2019, this section takes the identified risk conclusions (both the key findings and the identified risks) through a risk assignment process to assist in the prioritization of risks, as well as a risk treatment process.

This section of the CRA brings together all of the key findings and identified risks and frames how they will be used to inform the FMP They are taken through a risk treatment process and aligned with the “Five E’s” of Community Risk Reduction and three lines of defence in order to inform the analysis and recommendations within the Fire Master Plan as shown in **Figure 34**.

Figure 34: Risk Conclusions Application Process

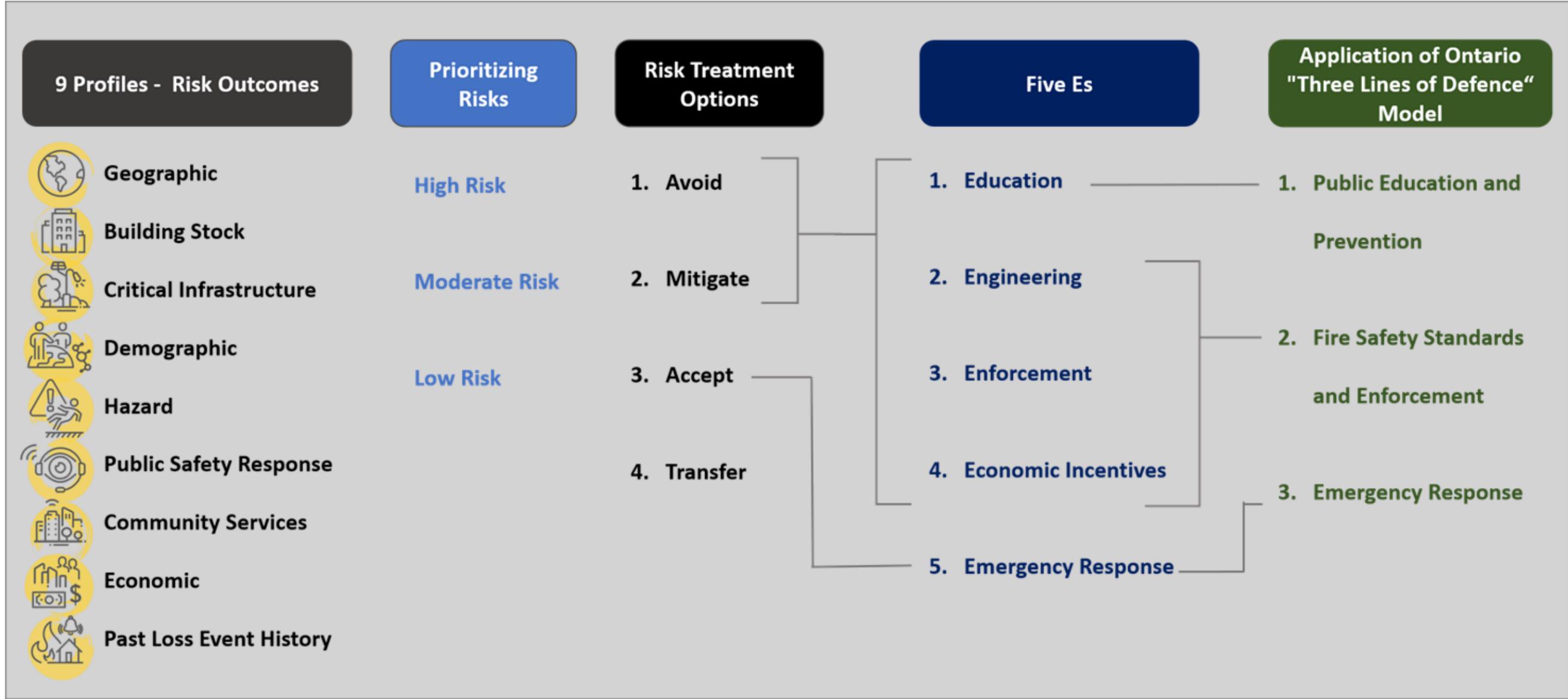


Figure Source: OFM Technical Guideline TG-02-2019, NFPA 1300 and OFM Three Lines of Defence Model, created by Dillon Consulting Limited.

## 11.1 Prioritizing Risks

NFPA 1300 and OFM TG-02-2019 identify that risks can be prioritized based on probability and consequence. OFM TG-02-2019 further emphasizes that all the risk findings and profiles should be considered together.

Following the probability and consequence levels identified by the OFME.M as described in the subsections below, the risk assignment process considers probability and consequence of each identified risk. This will result in each risk having a risk level (e.g., low, moderate, or high) assigned. These risk levels will then be used to assist in the prioritization of risks as part of the Fire Master Plan.

### 11.1.1 Risk Assignment Process Overview

The risk assignment methodology used as part of this CRA is informed by the OFM Technical Guideline (TG-02-2019 Community Risk Assessment Guideline).

There are three steps included in the risk assignment exercise used for this CRA:

1. Determine a probability level;
2. Determine a consequence level; and
3. Establish the risk level (i.e., low, moderate or high) for each based on the identified probability and consequence for each event.

The following sections provide additional insight into the assignment process.

#### 11.1.1.1 Step 1 – Probability Levels

The probability of a fire or emergency event occurring can be estimated in part based on historical experience of the community and that of the province as a whole. The likelihood categories, and the values presented, follow OFM TG-02-2019 Community Risk Assessment Guideline. **Table 28** presents the probability levels and the adjusted descriptions.

Table 28: Probability Levels

Likelihood Category	Numerical Value	Description (Adjusted)
Rare	1	<ul style="list-style-type: none"> <li>May occur in exceptional circumstances; and</li> <li>No incidents in the past 15 years.</li> </ul>
Unlikely	10	<ul style="list-style-type: none"> <li>Could occur at some time, especially if circumstances change; and</li> <li>Five to 15 years since the last incident.</li> </ul>
Possible	100	<ul style="list-style-type: none"> <li>Might occur under current circumstances; and</li> <li>One incident in the past five years.</li> </ul>
Likely	1,000	<ul style="list-style-type: none"> <li>Will probably occur at some time under current circumstances; and</li> <li>Multiple or recurring incidents in the past five years.</li> </ul>
Almost Certain	10,000	<ul style="list-style-type: none"> <li>Expected to occur in most circumstances unless circumstances change; and</li> <li>Multiple or recurring incidents in the past year.</li> </ul>

Source: OFM TG-02-2019 Community Risk Assessment Guideline.

## 11.1.1.2

## Step 2 – Consequence Levels

The consequences of an emergency event relate to the potential losses or negative outcomes associated with the incident. There are four components that should be evaluated in terms of assessing consequence. These include:

- Life Safety:** Injuries or loss of life due to occupant and firefighter exposure to life threatening fire or other situations;
- Property Loss:** Monetary losses relating to private and public buildings, property content, irreplaceable assets, significant historic/symbolic landmarks and critical infrastructure due to fire;
- Economic Impact:** Monetary losses associated with property income, business closures, downturn in tourism, tax assessment value and employment layoffs due to fire; and
- Environmental Impact:** Harm to human and non-human (e.g., wildlife, fish and vegetation) species of life and general decline in quality of life within the community due to air/water/soil contamination as a result of fire or fire suppression activities.

Table 29 presents the consequence levels.

**Table 29: Consequence Levels**

<b>Consequence Category</b>	<b>Numerical Value</b>	<b>Description</b>
<b>Insignificant</b>	1	<ul style="list-style-type: none"> <li>• No life safety issue;</li> <li>• Limited valued or no property loss;</li> <li>• No impact to local economy; and/or</li> <li>• No effect on general living conditions.</li> </ul>
<b>Minor</b>	10	<ul style="list-style-type: none"> <li>• Potential risk to life safety of occupants;</li> <li>• Minor property loss;</li> <li>• Minimal disruption to business activity; and/or</li> <li>• Minimal impact on general living conditions.</li> </ul>
<b>Moderate</b>	100	<ul style="list-style-type: none"> <li>• Threat to life safety of occupants;</li> <li>• Moderate property loss;</li> <li>• Poses threat to small local businesses; and/or</li> <li>• Could pose threat to quality of the environment.</li> </ul>
<b>Major</b>	1,000	<ul style="list-style-type: none"> <li>• Potential for large loss of life;</li> <li>• Would result in significant property damage;</li> <li>• Significant threat to businesses, local economy, and tourism; and/or</li> <li>• Impact to environment would result in a short term, partial evacuation of local residents and businesses.</li> </ul>
<b>Catastrophic</b>	10,000	<ul style="list-style-type: none"> <li>• Significant loss of life;</li> <li>• Multiple property damage to significant portion of the municipality;</li> <li>• Long term disruption of businesses, local employment, and tourism; and/or</li> <li>• Environmental damage that would result in long-term evacuation of local residents and businesses.</li> </ul>

Source: OFM TG-02-2019 Community Risk Assessment Guideline.

**Step 3 – Risk Level**

Once probability and consequence are determined the level of risk is calculated by multiplying the numerical values for probability and consequence. The relationship between probability and consequence as it pertains to risk levels can be illustrated in a risk matrix. In a risk matrix, probability and consequence are defined on separate scales with varying descriptors providing direction on how to assign the probability and consequence of an event **Figure 35** shows the risk matrix for this CRA.

Figure 35: Risk Matrix

		Consequence				
		Insignificant	Minor	Moderate	Major	Catastrophic
Probability		1	10	100	1,000	10,000
		10,000	1,000	100	10	1
<b>Almost Certain</b>	10,000	Moderate	Moderate	High	High	High
<b>Likely</b>	1,000	Moderate	Moderate	Moderate	High	High
<b>Possible</b>	100	Low	Moderate	Moderate	Moderate	High
<b>Unlikely</b>	10	Low	Low	Moderate	Moderate	Moderate
<b>Rare</b>	1	Low	Low	Low	Moderate	Moderate

Figure Source: OFM TG-02-2019

### 11.1.2 Assigned Risk Levels

The purpose of assigning a risk level is to assist in the prioritization of the range of risks that were identified as part of this CRA.

The results of the risk assignment process are presented in **Table 30**. Where possible, quantitative data was used to inform the risk assignment as described in the rationale in the table. It is important to recognize that with the availability of new or updated data, the probability levels could change or be refined. It should also be recognized that, as identified in OFM **TG-02-2019**, “professional judgment based on experience should also be exercised in combination with historical information to estimate probability levels”.<sup>27</sup> Similarly, OFM **TG-02-2019** acknowledges the role of professional judgment and reviews of past occurrences in determining consequence levels. The rationale provided for both probability and consequence takes into account information from the nine profiles, as OFM **TG-02-2019** supports consideration of the profiles together in order to inform decision making about the provision of fire protection services in the specific municipality/community.

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<sup>27</sup> Source: OFM TG-02-2019 Community Risk Assessment Guideline, p.12

**Table 30: Risk Assignment**

Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
Motor vehicle-related incidents on the existing road network represent 87.9% (2,149) of all rescue responses of the Oakville Fire Department. (Geographic Profile)	Almost Certain	<ul style="list-style-type: none"> <li>• OFD responded to a total of 2,149 calls pertaining to motor-vehicle related incidents over a five-year period (Event History).</li> <li>• Winter weather or extreme weather events could contribute to motor vehicle incidents (Hazard).</li> </ul>	Major	<ul style="list-style-type: none"> <li>• Potential for risk to life safety of occupants of motor vehicles.</li> <li>• Potential risk for property loss.</li> <li>• Could pose a threat to small local business.</li> <li>• Could pose a threat to the quality of the environment.</li> <li>• Consequence level could be impacted by the magnitude of a hazard event.</li> </ul>	<b>High</b>
The presence of 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek flooding in low-lying areas. (Geographic Profile)	Likely	<ul style="list-style-type: none"> <li>• Waterways in Oakville include 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek flooding in low-lying areas. (Geographic).</li> <li>• Over a six-year period (2016 to 2021) five calls pertained to water rescue (an average of one water rescue calls per year) (Event History).</li> </ul>	Minor	<ul style="list-style-type: none"> <li>• Potential risk to life safety of individuals needing rescue.</li> </ul>	<b>Low</b>
The presence of waterways within the Town, such as 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek, creates a potential need for specialized ice and water rescue Services. (Geographic Profile)	Likely	<ul style="list-style-type: none"> <li>• Waterways in Oakville include 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek flooding in low-lying areas. (Geographic).</li> <li>• Over a six-year period (2016 to 2021) one call pertained to water ice rescue (Event History).</li> </ul>	Minor	<ul style="list-style-type: none"> <li>• Potential risk to life safety of individuals needing rescue.</li> </ul>	<b>Low</b>

Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
<p>Group C – Residential Occupancies represent 91.77% of the Town’s existing building stock, and over the five-year period from January 1, 2016, to December 31, 2020, were associated with 77.1% of the structure fires within the Town. (Building Stock)</p>	<p>Almost Certain</p>	<ul style="list-style-type: none"> <li>The majority of property stock (91.77%/57,119 occupancies) is Group C – Residential (Building Stock).</li> <li>242 fires (89.1%) over the five-year period (2016 to 2020) occurred in Group C – Residential (Past Loss).</li> </ul>	<p>Moderate</p>	<ul style="list-style-type: none"> <li>Could pose a threat to the life safety of occupants.</li> <li>Could result in moderate property loss.</li> <li>Could pose a threat to small local businesses, and/or pose a threat to the quality of the environment.</li> <li>Potential for vulnerable individuals including seniors and youth within Group C – Residential (Demographic).</li> <li>Most reported fire-related civilian injuries (24) occurred in Group C – Residential (Past Loss).</li> <li>Of the fire loss incidents in Group C – Residential occupancies 14.0% of incidents did not have a smoke alarm present and operating (Past Loss).</li> <li>Potential for exposure risk depending on dwelling type and building age (Building Stock).</li> <li>Potential presence and maintenance of fire protection equipment would influence consequence level (Building Stock).</li> <li>As the Town continues to grow, construction may include increased numbers of multifamily dwellings and high-rise occupancies. (Building Stock).</li> <li>The Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level 18 metres (59 feet) above grade, or six storeys. (Building Stock).</li> </ul>	<p><b>High</b></p>



Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
<p>The 2021 Census data indicates that 27.03% of the Town’s Group C- Residential building stock was built prior to the introduction of the 1981 OFC. (Building Stock)</p>	<p>Almost Certain</p>	<ul style="list-style-type: none"> <li>• The majority of property stock (91.77%/57,119 occupancies) is Group C – Residential (Building Stock).</li> <li>• 242 fires (89.1%) over the five-year period (2016 to 2020) occurred in Group C – Residential (Past Loss).</li> </ul>	<p>Moderate</p>	<ul style="list-style-type: none"> <li>• Could pose a threat to the life safety of occupants.</li> <li>• Could result in moderate property loss.</li> <li>• Could pose a threat to small local businesses, and/or pose a threat to the quality of the environment.</li> <li>• Occupants could be vulnerable individuals including seniors and youth within Group C – Residential (Demographic).</li> <li>• Most reported fire-related civilian injuries (24) and occurred in Group C – Residential (Past Loss).</li> <li>• Of the fire loss incidents in Group C – Residential occupancies 14.0% of incidents did not have a smoke alarm present and operating (Past Loss).</li> <li>• Potential for exposure risk depending on dwelling type and building age (Building Stock).</li> <li>• Potential presence and maintenance of fire protection equipment would influence consequence level (Building Stock).</li> </ul>	<p><b>High</b></p>



Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
<p>The Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level 18 metres (59 feet) above grade, or six storeys. These buildings are distributed throughout the urban area. (Building Stock).</p>	<p>Almost Certain</p>	<ul style="list-style-type: none"> <li>The majority of property stock (91.77%/57,119 occupancies) is Group C – Residential (Building Stock).</li> <li>242 fires (89.1%) over the five-year period (2016 to 2020) occurred in Group C – Residential (Past Loss).</li> </ul>	<p>Moderate</p>	<ul style="list-style-type: none"> <li>Could pose a threat to the life safety of occupants.</li> <li>Could result in moderate property loss.</li> <li>Could pose a threat to small local businesses, and/or pose a threat to the quality of the environment.</li> <li>Occupants could be vulnerable individuals including seniors and youth within Group C – Residential (Demographic).</li> <li>Most reported fire-related civilian injuries (24) and occurred in Group C – Residential (Past Loss).</li> <li>Of the fire loss incidents in Group C – Residential occupancies 14.0% of incidents did not have a smoke alarm present and operating (Past Loss).</li> <li>Potential for exposure risk depending on dwelling type and building age (Building Stock).</li> <li>Potential presence and maintenance of fire protection equipment would influence consequence level (Building Stock).</li> </ul>	<p><b>High</b></p>



Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
<p>The Town has 217 buildings with a total building area (footprint) that exceed 50,000 square feet (4,655 square metres). These buildings are predominantly located in the Business Industrial and Employment Corridor land use designations along the QEW, Highway 403, Bristol Circle, Cornwall Road, and Speers Road. (Building Stock)</p>	<p>Almost Certain</p>	<ul style="list-style-type: none"> <li>Group D – Business, Group E – Mercantile and Group F – Industrial or a mix of uses represent 2.13% of the Town’s existing property stock (Building Stock).</li> <li>Over the five-year period (2016 to 2020), Group D, E and F were associated with 43 (13.7%) of the structure fires within the Town (Past Loss).</li> <li>Potential for presence and maintenance of fire protection equipment, for example, fire alarm system, sprinklers, etc. (Building Stock).</li> </ul>	<p>Major</p>	<ul style="list-style-type: none"> <li>Due to the potential for these buildings to contain large volumes of combustible materials, as well as horizontal travel distances for fire suppression activities, an incident occurring could result in a large loss of life.</li> <li>Could result in significant property damage.</li> <li>Could result in significant threat to large businesses, local economy and tourism, and/or impact to the environment.</li> <li>Potential for presence and maintenance of fire protection equipment, for example, fire alarm system, sprinklers, etc. (Building Stock).</li> <li>Some of the identified occupancies may play a role in the economic well-being of the Town (Economic).</li> </ul>	<p><b>High</b></p>



Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
The Town of Oakville currently has 59 registered vulnerable occupancies. (Building Stock)	Possible	<ul style="list-style-type: none"> <li>These vulnerable occupancies may fall into different occupancy types such as Group B – Care or Detention or Group C – Residential (Building Stock).</li> <li>Group B – Care or Detention occupancies represent 0.07% and Group C – Residential occupancies represent 91.77% of the Town’s existing property stock (Building Stock).</li> <li>242 fires (89.1%) over the five-year period (2016 to 2020) occurred in Group C – Residential (Past Loss).</li> <li>Ontario Regulation 150/13 requires fire departments to perform annual inspections and approve and witness fire drill scenarios which may influence the probability of a fire occurring in a vulnerable occupancy (Building Stock).</li> </ul>	Catastrophic	<ul style="list-style-type: none"> <li><b>Ontario Regulation 150/13</b> requires fire departments to perform annual inspections and approve and witness fire drill scenarios (Building Stock).</li> <li>Presence and maintenance of fire protection equipment, for example, fire alarm system, sprinklers, etc. (Building Stock).</li> <li>Most reported fire-related civilian injuries (24) and occurred in Group C – Residential (Past Loss).</li> <li>Potential for vulnerable individuals including those who receive special care or treatment within a Group B occupancy (Building Stock).</li> </ul>	<b>High</b>
Seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the Province based on residential fire death rate. According to the 2021 Census, seniors represent 15.7% of the Town’s total population. (Demographics)	Almost Certain	<ul style="list-style-type: none"> <li>Seniors represent one of the most vulnerable demographics and are 15.1% (33,595 people) of the Town’s population (Demographic).</li> <li>The majority of property stock is Group C – Residential (Building Stock).</li> <li>242 fires (89.1%) over the five-year period (2016 to 2020) occurred in Group C – Residential (Past Loss).</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>Could pose a threat to the life safety of occupants.</li> <li>Could result in moderate property loss.</li> <li>Most reported fire-related civilian injuries (24) and occurred in Group C – Residential (Past Loss).</li> <li>Of the fire loss incidents in Group C – Residential occupancies 14.0% of incidents did not have a smoke alarm present and operating (Past Loss).</li> <li>Potential for exposure risk depending on dwelling type and building age (Building Stock).</li> <li>Potential presence and maintenance of fire protection equipment would influence consequence level (Building Stock).</li> </ul>	<b>High</b>

Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
Most reported fire related civilian injuries (24) occurred in Group C – Residential Occupancies. (Past Loss)	Almost Certain	<ul style="list-style-type: none"> <li>The majority of property stock (91.77%/57,119 occupancies) is Group C – Residential (Building Stock).</li> <li>242 fires (89.1%) over the five-year period (2016 to 2020) occurred in Group C – Residential (Past Loss).</li> </ul>	Moderate	<ul style="list-style-type: none"> <li>Could pose a threat to the life safety of occupants.</li> <li>Could result in moderate property loss.</li> <li>Potential for vulnerable individuals including seniors and youth within Group C – Residential (Demographic).</li> <li>Most reported fire-related civilian injuries (24) and occurred in Group C – Residential (Past Loss).</li> <li>Of the fire loss incidents in Group C – Residential occupancies 14.0% of incidents did not have a smoke alarm present and operating (Past Loss).</li> <li>Potential for exposure risk depending on dwelling type and building age (Building Stock).</li> <li>Potential presence and maintenance of fire protection equipment would influence consequence level (Building Stock).</li> <li>As the Town continues to grow, construction may include increased numbers of multifamily dwellings and high-rise occupancies. (Building Stock).</li> <li>The Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level 18 metres (59 feet) above grade, or six storeys. (Building Stock).</li> </ul>	High
Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the leading cause of unintentionally set fires was due to misuse of ignition source at 29.0% (91 fires), compared to 29.5% in the Province. (Past Loss)	Almost Certain	<ul style="list-style-type: none"> <li>Over the five-year period (2016 to 2020) 91 fires were caused by misuse of ignition source, an average of 18 fires of this type of cause per year (Past Loss).</li> </ul>	Minor	<ul style="list-style-type: none"> <li>Potential risk to life safety of occupants.</li> <li>Minor property loss.</li> <li>Minimal disruption to business activity.</li> <li>Minimal impact on general living conditions.</li> </ul>	Moderate

Identified Risk	Probability Level	Rationale	Consequence Level	Rationale	Risk Level
<p>Of the fires occurring in the Town over the five-year period from January 1, 2016 to December 31, 2020, the second most common cause of unintentionally set fires was due to mechanical/ electrical failure at 16.6% (52 fires), compared to 15.3% in the Province. (Past Loss)</p>	<p>Almost Certain</p>	<ul style="list-style-type: none"> <li>Over the five-year period (2016 to 2020) 52 fires were caused by mechanical/ electrical failure, an average of 10 fires of this type of cause per year (Past Loss).</li> </ul>	<p>Minor</p>	<ul style="list-style-type: none"> <li>Potential risk to life safety of occupants.</li> <li>Minor property loss.</li> <li>Minimal disruption to business activity.</li> <li>Minimal impact on general living conditions Potential for exposure risk depending on dwelling type and building age (Building Stock).</li> <li>Potential presence and maintenance of fire protection equipment would influence consequence level (Building Stock).</li> </ul>	<p><b>Moderate</b></p>



## 11.2 Risk Treatment Options

NFPA 1300 – Standard on Community Risk Assessment and Community Risk Reduction Plan Development (2020 Edition) and the OFM **TG-02-2019** apply the process of identifying a risk treatment option for an identified risk. The risk treatment options include avoidance, mitigation, acceptance, and transfer. Further detail on these options can be found in **Table 31**. There are four risk treatment options:

1. Avoid;
2. Mitigate;
3. Accept; and
4. Transfer.

**Table 31: Risk Treatment Options**

<b>Treatment Option</b>	<b>NFPA 1300 Description</b>	<b>OFM TG-02-2019 Description</b>
<b>Avoid</b>	Eliminate the hazard.	Implementing programs and initiatives to prevent a fire or emergency from happening.
<b>Mitigate</b>	Reduce probability or impact (consequence) of the risk.	Implementing programs and initiatives to reduce the probability and/or consequence of a fire or emergency.
<b>Accept</b>	Take no actions.	No specific programs or initiatives will be implemented. Accept the risk and respond if it occurs.
<b>Transfer</b>	Transfer the risk to another party.	Transfer the impact and/or management of the risk to another organization or body.

Most of these options, if chosen by a fire department, will require some action or consideration as they pertain to fire protection services. As part of the application of the risk conclusions, a risk treatment option will be identified for each outcome followed by the application of the Five Es as described in the next section.

## The 'Five Es' of Community Risk Reduction

NFPA 1300 - Standard on Community Risk Assessment and Community Risk Reduction Plan Development (2020 Edition) defines a Community Risk Reduction Plan as a “document that outlines the goals, objectives, programs, and resources used to reduce the risks identified by the community risk assessment”.<sup>28</sup> Establishing service levels in regards to programs and resources in alignment with a CRA is required of Ontario municipalities as part of **Ontario Regulation 378/18**. As such, the recommendations of the FMP if implemented can be considered a part of community risk reduction plan since it includes a review of Fire Prevention and Public Education.

To apply the risk conclusions to the FMP, each risk conclusion ('key finding' or 'identified risk') will be reviewed through the lens of the “Five Es”. The Five Es is a framework outlined in NFPA 1300 - Standard on Community Risk Assessment and Community Risk Reduction Plan Development (2020 Edition), and the Institution of Fire Engineers' Vision 20/20 National Strategy for Fire Loss Prevention. The Five Es are summarized in **Table 32**. They include:

1. Increasing awareness (Education);
2. Changes to the physical environment (Engineering);
3. Influencing change through economic incentives (Economic Incentives);
4. Enforcing legislation through inspection programs (Enforcement); and
5. Mitigating injury, illness and saving lives (Emergency Response).

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<sup>28</sup> N.F.P.A. 1300, 3.3.6.

**Table 32: Overview of the NFPA 1300 - Standard on Community Risk Assessment and Community Risk Reduction Plan Development (2020 Edition) Five “E’s”**

Five E’s	Description
<b>Education</b>	Education influences audiences to refrain from risky or unhealthy behavior or take positive action to reduce risk.
<b>Enforcement</b>	Enforcement reduces risks through enforcing legislation through inspections and fines for noncompliance.
<b>Engineering</b>	Engineering includes incorporating new products and technology to modify the environment to prevent or mitigate injuries and deaths.
<b>Economic Incentives</b>	Economic incentives are typically offered to encourage better choices and changes in behaviour.
<b>Emergency Response</b>	Effective emergency response can mitigate the effects of unintentional injuries and save lives.

Source: Community Risk Reduction: Doing More with More, The NFPA Urban Fire and Life Safety Task Force, June 2016.

It is important to note that NFPA 1300 – Standard on Community Risk Assessment and Community Risk Reduction Plan Development (2020 Edition) discusses the application of the Five Es to develop specific goals and objectives to reduce risk. It also acknowledges that some strategies may require policy advocacy or legislative work. These are important considerations for a department but are beyond the purview of the recommendations found within a Fire Master Plan. As a result, the recommendations of the FMP will focus on ways to reduce risk from the perspective of the typical suppression and public education/prevention operations of the department. This includes a focus on a proactive reduction of risk through education, prevention, and enforcement with fire suppression as the fail-safe.

**11.2.2 Risk Conclusions, Treatment Options, and the Five Es**

When it comes to aligning service levels with risks that define local needs and circumstances, it is important to recognize that not all risk conclusions align with the services provided by a fire department in the same way. For this reason, the risk conclusions are categorized based on the identified treatment options and how they can be used to inform the activities, strategies, and services provided by the department



through the lens of the Five Es. This categorization will then be used to inform the Fire Master Plan. The purpose of the Five Es as they pertain to this study is shown in **Table 33**.

**Table 33: Risk Analysis Conclusions – 5 E’s Categorization**

<b>Five E’s</b>	<b>Description</b>	<b>Purpose</b>
<b>Education</b>	Education influences audiences to refrain from risky or unhealthy behavior or take positive action to reduce risk.	For consideration within the proposed Public Education Program
<b>Enforcement</b>	Enforcement reduces risks through enforcing legislation through inspections and fines for noncompliance.	For consideration within the proposed Inspection/Enforcement Program
<b>Engineering</b>	Engineering includes incorporating new products and technology to modify the environment to prevent or mitigate injuries and deaths.	For consideration within the proposed Fire Inspection and Enforcement Program
<b>Economic Incentives</b>	Economic incentives are typically offered to encourage better choices and changes in behaviour.	For consideration within the proposed Inspection/Enforcement Program
<b>Emergency Response</b>	Effective emergency response can mitigate the effects of unintentional injuries and save lives.	For consideration within the proposed Emergency Response Deployment Options

**Table 34** presents the identified risks in a matrix format to indicate the ways in which the risks can be addressed by OFD and ultimately considered within the Fire Master Plan analysis and recommendations. The same process is applied to the key findings in **Table 35**.

For those risk conclusions that will not be considered within the FMP, the department should use the findings of the risk assessment to review other fire protection services provided by the department to help ensure compliance with **Ontario Regulation 378/18** (e.g., training, by-laws, fleet, equipment, all department policies and guidelines, etc.).



**Table 34: Treatment Options and Five E’s Categorization – Identified Risks**

<b>Profile</b>	<b>Identified Risk</b>	<b>Risk Level</b>	<b>Risk Treatment Option: Avoid Mitigate Accept Transfer</b>	<b>Education For consideration within the proposed Public Education Program</b>	<b>Enforcement For consideration within the proposed Inspection and Enforcement Program</b>	<b>Engineering For consideration within the proposed Inspection and Enforcement Program</b>	<b>Economic Incentive For consideration within the proposed Inspection and Enforcement Program</b>	<b>Emergency Response For consideration within the proposed Emergency Response Program</b>
Geographic	Motor vehicle-related incidents on the existing road network represent 87.9% (2,149) of all rescue responses of the Oakville Fire Department.	<b>High</b>	Accept	No	No	No	No	Yes
Geographic	The presence of 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek flooding in low-lying areas.	<b>Low</b>	Mitigate Accept	Yes	No	No	No	Yes
Geographic	The presence of waterways within the Town, such as 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua’s Creek, creates a potential need for specialized ice and water rescue Services.	<b>Low</b>	Mitigate Accept	Yes	No	No	No	Yes
Building Stock	Group C – Residential Occupancies represent 91.77% of the Town’s existing building stock, and over the five-year period from January 1, 2016, to December 31, 2020 were associated with 77.1% of the structure fires within the Town.	<b>High</b>	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The 2021 Census data indicates that 27.03% of the Town’s Group C-Residential building stock was built prior to the introduction of the 1981 OFC.	<b>High</b>	Mitigate Accept	Yes	Yes	No	No	Yes
Building Stock	The Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level 18 metres (59 feet) above grade, or six storeys. These buildings are distributed throughout the urban area	<b>High</b>	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Identified Risk	Risk Level	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Building Stock	The Town has 217 buildings with a total building area (footprint) that exceed 50,000 square feet (4,655 square metres). These buildings are predominantly located in the Business Industrial and Employment Corridor land use designations along the QEW, Highway 403, Bristol Circle, Cornwall Road, and Speers Road.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The Town of Oakville currently has 59 registered vulnerable occupancies.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Demographic	Seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the Province based on residential fire death rate. According to the 2021 Census, seniors represent 15.7% of the Town’s total population.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Most reported fire related civilian injuries (24) occurred in Group C – Residential Occupancies.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the leading cause of unintentionally set fires was due to misuse of ignition source at 29.0% (91 fires), compared to 29.5% in the Province.	Moderate	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Identified Risk	Risk Level	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Past Loss and Event History	Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the second most common cause of unintentionally set fires was due to mechanical/electrical failure at 16.6% (52 fires), compared to 15.3% in the Province.	<b>Moderate</b>	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

**Table 35: Treatment Options and Five E’s Categorization – Key Findings**

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Geographic	Bridges, with restrictions or closures, have the potential to reduce the connectivity of the Town’s road network resulting in the potential for delays in emergency response times.	Accept	No	No	No	No	Yes
Geographic	Grade-level rail crossings could create a physical barrier to the connectivity of the Town’s road network that can potentially result in delays in emergency response times.	Accept	No	No	No	No	Yes
Building Stock	The Town includes areas of building stock that have higher density and, as such, greater potential for exposure in the event of a fire.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The Town has several areas of new construction that can be assumed to include lightweight wood frame construction.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	OFD identified 35 High Hazard Occupancies within Oakville.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	In addition to registered vulnerable occupancies, the Town has 85 schools and 122 identified licensed daycares, representing higher fire life-safety risks due to the number of children attending these facilities.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The Town has identified a number of vacant buildings that may pose a fire risk.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	There are a great number of identified heritage buildings within Oakville, many of which were constructed prior to the introduction of the OFC.	Mitigate Accept	Yes	Yes	Yes	No	Yes
Demographic	The 2021 Census data indicates that children aged 14 and under represent 18.0% of the Town’s total population.	Mitigate Accept	Yes	No	No	No	Yes

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Demographic	Of the Town’s total population, 13.1% fall into the age range of 55 to 64, representing a cohort aging towards the seniors demographic of 65 years or older.	Mitigate Accept	Yes	No	No	No	Yes
Demographic	The Town’s commuter population presents a factor that may impact traffic congestion, and the potential occurrence of motor vehicle accidents within the Town.	Accept Transfer	No	No	No	No	Yes
Hazard	The Town’s 2013 Hazard Identification and Risk Assessment identifies hazards that could each impact the ability of the Town to deliver fire protection services.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Economic	The Town has identified top employers that contribute to the economic vitality of the community. If a fire were to occur at one of these facilities it could have a negative impact on the financial well-being of the Town.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, the Town averaged 63 structure fires per year.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group C – Residential Occupancies account for 77.1% of total structure fires within the Town, which is 3.7% higher than the Province.	Mitigate	Yes	Yes	Yes	No	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group E– Mercantile Occupancies account for 6.1% of total structure fires within the Town, which is 2.7% higher than the Province.	Mitigate	Yes	Yes	Yes	Yes	Yes

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Past Loss and Event History	Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of cooking equipment, which is 10.5 percentage points higher than the Province (16.9%).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of “miscellaneous”, which is 17.3 percentage points higher than the Province (10.1%).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 13.7% of fires had a reported ignition source of open flame/tools/smokers articles, which is 0.3 percentage points lower than the Province (14.0%).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 14.0% of incidents did not have a smoke alarm present (compared to 17.4% in the Province).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, 47.1% of the fire loss incidents in Group C – Residential occupancies had a smoke alarm present and operating compared to 44.6% in the Province.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Past Loss and Event History	Over the period from January 1, 2015, to December 31, 2021, the volume of emergency calls responded to by the Oakville Fire Department modestly increased between 2015 and 2021.	Mitigate Accept	Yes	Yes	Yes	No	Yes
Past Loss and Event History	For the period from January 1, 2016, to December 31, 2020, the highest percentage of emergency call volume responded to by Oakville Fire Department as defined by the OFM response types was medical/resuscitator calls representing 51.5% of total emergency call volume.	Accept	No	No	No	No	Yes
Past Loss and Event History	For the period from January 1, 2016, to December 31, 2020, the second highest percentage of emergency call volume responded to by Oakville Fire Department as defined by the OFM response types was false fire calls representing 14.8% of total emergency call volume.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	There are multiple areas with a high concentration of all emergency incident types, with the most notable area being centered around Kerr Street Village and downtown Oakville, north of Fire Station 3.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes



# Fire Master Plan

## Executive Summary and Implementation Plan 2024



## Executive Summary

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The Town of Oakville prepares master plans to build on the goals and policies from the Official Plan. Oakville's master plans are guided by Council's long-term strategy to define specific medium-range plans, such as fire and emergency services.

The Town's master plans identify objectives, strategies, and actions to be completed over a set period and help guide Council decisions. In addition to providing a set of planned actions, master plans also consider ways to address several key corporate objectives. These objectives are Asset Management, Climate Action, Technology and Data Management Opportunities, Inclusion, Diversity, Equity, and Accessibility (IDEA), and People Plan.

In Ontario, the fire master planning process is intended to provide the members of a municipal Council, and fire department senior staff, with a strategic planning framework to guide the delivery of fire protection services within their community over a five-to-ten-year horizon. The proposed framework presented within this Fire Master Plan (FMP) report has considered the applicable legislation, including the Fire Protection and Prevention Act, 1997 (FPPA), Occupational Health and Safety Act (OHSA), R.S.O. 1990 and the more recently adopted Ontario Regulation (O. Reg.) 378/18 – Community Risk Assessment and O. Reg. 343/22 – Firefighter Certification. The new O. Reg. 378/18 requires that every municipality in Ontario develop a Community Risk Assessment (CRA) prior to July 1, 2024, and use it to inform decisions about the provision of fire protection services. A Community Risk Assessment was prepared for the Town of Oakville, and the findings were applied to the study analyses as part of the fire master planning process. Consistent with the regulation, this CRA should be reviewed annually and updated every five years or as needed.

The analysis and methodology presented within this FMP has also been informed by current industry best practices including the fire protection standards authored by the National Fire Protection Association (NFPA) and the Public Fire Safety Guidelines (PFSGs) authored by the Office of the Fire Marshal (OFM). The Oakville Fire Department has successfully completed and implemented Fire Master Plans for decades. Though general FMP processes have not changed, significant benefit is realized through the strategic foundational requirements of O. Reg 378/18 Community Risk Assessment, which

provides individual focus for the Town. Through growth and development, if the Oakville Fire Department does not grow in staffing and stations as outlined in the FMP, the level of service will decline beyond today's current standards.

Under the FPPA s. 6(3) the fire chief remains accountable directly and individually to council for all aspects of fire safety and the delivery of fire protection services within the municipality. The FPPA requires that a municipality "establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances"<sup>1</sup>. With the introduction of O. Reg. 378/18 municipalities are now required to use the findings of the CRA to identify and describe the local needs and circumstances as identified community risks and key findings to inform decisions about the provision of fire protection services. The CRA includes an analysis of nine mandatory risk profiles:

1. Geographic Profile;
2. Building Stock Profile;
3. Critical Infrastructure Profile;
4. Demographic Profile;
5. Public Safety and Response Profile;
6. Community Services Profile;
7. Hazard Profile;
8. Economic Profile; and
9. Past Loss and Event History Profile.

To further assist Council in the decision-making process the framework presented within this FMP proposes the adoption of the following fire strategic goals:

1. The Town of Oakville is committed to the use of its Community Risk Assessment, as required by O. Reg. 378/18, as a fire strategic goal to assess the fire safety risks within the community as the basis for developing clear goals and objectives for all fire protection services provided by the Oakville Fire Department.

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<sup>1</sup> Fire Protection and Prevention Act, 1997, Part II Responsibilities for Fire Protection Services, Municipal responsibilities, 2. (1) (a) (b).

2. The Town of Oakville is committed to the optimization of the first two lines of defence, including the delivery of public education and fire prevention programs, and the use of fire safety standards and fire code enforcement as a fire strategic goal for the Oakville Fire Department in providing a comprehensive fire protection and risk-reduction program within the community.
3. The Town of Oakville will prioritize strategies that support continuous improvement in the delivery of sustainable fire protection services that provide the most effective and efficient level of services resulting in the best value for the community.
4. Town of Oakville supports the delivery of fire protection services required to meet the needs and circumstances of planned future community growth and intensification.

The proposed fire strategic goals align with the Ontario Fire Marshal's (OFM) 'Comprehensive Fire Safety Effectiveness Model' (CFSEM) that recognizes there are steps that can be taken to reduce the risk of a fire, including the probability of a fire occurring and the consequence of that fire, through optimization of the 'three lines of defence' fire protection model.

The CFSEM prioritizes public fire safety education as the 'first line of defence' in mitigating and/or preventing a fire. The 'second line of defence' prioritizes the use of fire safety standards and enforcement to proactively introduce more complex risk reduction and risk mitigation strategies to reduce the probability and consequences of a fire. The 'third line of defence' refers to emergency response services, including fire suppression capabilities. In our view, the provision of fire suppression service is the "fail safe" in the event that the first two lines of defence are unable prevent fire and/or emergency response in an all-hazards approach.

As required by the new O. Reg. 378/18 – Community Risk Assessments the analysis and recommendations included in this FMP have been informed by the 'identified risks' and 'key findings' presented within the new CRA. In our view this strategy provides a unique opportunity for the Oakville Fire Department (OFD) to enhance its existing services, where applicable, and/or identify needs and opportunities for new services to further prioritize community fire services-related risk reduction. At a minimum, maintaining the current levels of service and depth of coverage in emergency response for all hazards

have been identified and focused throughout the Fire Master Plan and Community Risk Assessment.

The analyses and findings within this FMP have also considered the impacts of the new O. Reg. 343/22 – Firefighter Certification that will require all OFD staff to be certified to the applicable National Fire Protection Association Professional Qualifications (NFPA Pro-Qual) standards over the next four to six years. This FMP provides recommendations to support the OFD’s path to attaining compliance with this new regulation and the department’s role as a Regional Training Centre (RTC) in the Province, including administrative support, additional training staff resources and appropriate training facilities.

The proposed ‘fire strategic goals’ also align with the Commission on Fire Accreditation International (CFAI) accreditation system, which is recognized as an industry best practice in North America. The CFAI strategy promotes ongoing ‘continuous improvement.’ The analysis and findings within this FMP supports this an applicable strategic approach (Fire Strategic Goal 3) for the Town of Oakville and its fire department. The Oakville Fire Department is preparing to initiate the CFAI accreditation process. The FMP project was proactively scoped to align the development of the Community Risk Assessment and FMP as supporting documents to assist OFD in preparing the Standards of Cover and Risk Assessment requirements of the accreditation process. The implementation of the CPSE accreditation process will require support and resourcing for the OFD.

The analysis of the department’s current fire suppression (firefighting/emergency response) capabilities considers the existing conditions and locations of the fire stations and the current fire suppression capabilities in comparison to the NFPA fire suppression performance measures. There is a significant focus on future planned community growth, development and intensification and the projected resulting needs from a fire services perspective, including the analysis of future fire stations, staffing and apparatus needs, and maintaining existing levels of service. This FMP includes recommendations and strategies to further enhance the department’s emergency response (fire suppression) capabilities in response to fire-related risks, and future community growth and intensification.

This FMP includes a comprehensive list of proposed recommendations to enhance the existing fire protection services provided by the OFD and respond to the future needs of the growing community. The proposed recommendations also respond to the requirements of the new Community Risk Assessment and Firefighter Certification Regulations. The recommendations are separated into Recommendations and Operational Recommendations. Recommendations require consideration and approval as they relate to a potential operating or capital financing impact or inform a municipal policy decision, including the setting of a municipal service level or where further direction to corporate staff may be needed. Operational Recommendations can be administered and implemented by the Fire Chief through the authority delegated to this position through By-Law 2020-078.

The final chapter of the FMP provides an implementation plan, which is intended to provide Council with an initial outline of the proposed schedule and high-level cost estimates for implementing the recommendations and strategies contained within the plan. The fire master planning process aims for Council to adopt the FMP Report in totality as a strategic planning guide. The Fire Chief would then be responsible for the internal implementation of the operational recommendations and to bring forward to Council those recommendations that require consideration and approval. Where applicable, the recommendations with a financial impact would be presented as part of the regular corporate process to prepare the annual operating and capital budgets of the Town. Though the implementation plan may have proposed dates and timeline estimates, recommendations will come with ebbs and flows specific to known growth and identified in each budget process annually and measured through Council priorities for project considerations.

Industry best practices indicates that an FMP should be based on a ten-year community planning horizon, and that at the mid-point (i.e., year five) the plan should be reviewed to consider any revisions that may be required to address new, or revised legislation, updated community planning projections, and the progress of implementing the recommendations presented within this FMP.

## Summary of Recommendations

ES Table 1 and ES Table 2 list the summaries of Recommendations and Operational Recommendations. Though both types of recommendations are of equal importance, they will be considered for implementation through different approaches.

ES Table 1: Recommendations Summary

No.	Recommendation
1	That the fire strategic goals presented within the proposed FMP be adopted in principle by Council to guide all decision-making related to the delivery of fire protection services within the Town of Oakville.
2	That consideration be given to the reorganization of the Administrative Support team as identified in within this FMP.
3	That the Town of Oakville review the workload required to sustain the Emergency Management program, along with the Town's Emergency Management objectives, and consider adding staff resources to manage the Emergency Management program as presented in this FMP.
4	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Fire Prevention/Public Education Division administrative position (currently shared with Training) to a FTE administrative role dedicated to support the Fire Prevention/Public Education Division.
5	That the Town of Oakville incorporate the Fire Prevention Division space requirements in the future design of Fire Station 9 as outlined in this FMP.
6	That consideration be given to developing a Community Risk Reduction Plan as an all-inclusive approach to reducing risk within the Town, as presented within the proposed FMP.
7	That consideration be given to hiring one additional Fire Prevention Officer in the short term (one to three years) to cover the district currently assigned to the CFPO as recommended in this FMP.

No.	Recommendation
8	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Training Division administrative position (currently shared with Fire Prevention) to a FTE administrative role dedicated to supporting Training Division and RTC duties.
9	That any future upgrades to the OFD's training facility prioritize increasing available classroom space, modernizing the washroom and kitchen facilities, providing permanent equipment storage solutions, parking, and an expanded apparatus bay that could also serve as an indoor training environment.
10	That OFD increase its training staff complement by one FTE position in the immediate term to oversee routine professional development and core skills maintenance of suppression staff, and that OFD consider the addition of a second FTE position in the mid-term horizon to maintain its instructor to firefighter ratio and to oversee the department's company officer program.
11	That consideration be given to adopting and sustaining a ratio of 1.33 (minimum on-duty firefighter to total complement of firefighters), applied per platoon. Applying the ratio to maintain the existing minimum staffing of 44 requires an approved minimum complement of 59 per platoon.
12	That consideration be given to hiring 16 firefighters to increase the staffing of the two existing rescue units to four firefighters.
13	That the Fire Chief and staff begin to identify for Council potential properties in the vicinity of the intersection of Trafalgar Road and Dundas Street East for the location of a future tenth fire station.
14	That the Town of Oakville plan for the design, construction and staffing of a tenth fire station in the short to mid-term horizon of this FMP, aligned with the growth and intensification planned for this area.
15	That the Fire Chief and staff investigate options for Council's consideration to acquire or identify potential properties in the vicinity of South Service Road and Davis Road, or the existing Town Hall site, for the location of a future eleventh fire station.

No.	Recommendation
16	That the Town of Oakville plan for the design, construction and staffing of an eleventh fire station in the mid to long-term horizon of this FMP, aligned with the growth and intensification planned for this area.
17	That Oakville Fire Department initiate a phased approach to implementing a District Chief model, with the first phase starting in the short-term of this FMP.
18	That the Town of Oakville consider increasing the number of service-ready reserve units to ensure the council-approved level of service is maintained.
19	That the Town of Oakville consider increasing the 1.6 FTE EVT positions to 2.0 FTEs to manage the additional services as recommended in this FMP.

ES Table 2: Operational Recommendations Summary

No.	Operational Recommendation
1	That the job descriptions for Oakville Fire Department's Senior Management Team be reviewed and revised to clearly define the roles and responsibilities for their current duties.
2	That the job descriptions for all positions covered by the Oakville Professional Firefighters Association be reviewed and updated.
3	That subject to Council's consideration and approval of the FMP, the Establishing and Regulating By-law 2019-071 be reviewed and updated as required.
4	That subject to Council's consideration and approval of the FMP, the Appointment By-Law 2020-126 be reviewed and revised as required to reflect the current Deputy Fire Chief appointments for the Town of Oakville.
5	That subject to Council's consideration and approval of the proposed FMP, that the Fire Chief prepare a report for Council's consideration to receive the Regional Mutual Aid Plan and pass an updated By-law authorizing the OFD's participation in said plan.
6	That the OFD perform a review of actual time spent to perform the associated tasks outlined in the Fees for Service schedule and the current rates based on recovery of staff time.

No.	Operational Recommendation
7	That the OFD review the 2017 Regional Mutual Aid Plan and update the relevant Oakville Fire Department information.
8	That the Town of Oakville negotiate references to NFPA 1225 into the next term of the agreement for the Dispatch Service Agreement with the City of Burlington.
9	That the OFD establish fire suppression comparator performance benchmarks for the defined urban area based on NFPA 1710 and to use them to monitor and report to Council and the community.
10	That the OFD prepare and submit an annual report to Council.
11	That OFD develop and implement a mental health and wellness support program.
12	That the OFD seek to procure a new Records Management System software program as identified in this FMP.
13	That the OFD investigate the creation of an interface between Telestaff and the Town's financial software to automate the administrative tasks as identified in this FMP.
14	That the OFD develop a department policy, consistent with the Town's Retention By-law 2021-130, that describes the required records management practices for each division within the OFD.
15	That consideration be given to revising the appointment of the CEMC as presented within the proposed FMP.
16	That the CFPO's day to day responsibilities do not include coverage of a district as outlined in this FMP.
17	That the Oakville Fire Department undertake a review of the Fire Protection and Emergency Management Policy (Corporate Policy MF-FPS 001), Fire Prevention Procedure (Corporate Procedure MF-FPS-001-001), and OFD Fire Prevention Policy (Policy #4-5) as outlined in this FMP.
18	That the OFD establish a standard operating procedure to formalize the process of receiving and managing fire safety requests and complaints.
19	That the OFD acquire a Records Management System that is capable of storing and exporting reliable and valuable data on the Fire Prevention Division's activities as identified in this FMP.

No.	Operational Recommendation
20	That the OFD develop a NFPA 1035–Fire and Life Safety Educator I and NFPA 1031–Fire Inspector I training program as part of the recruit firefighter training program and/or part of the officer development training program to enable the Suppression Division to enhance the delivery of the first two lines of defence as outlined in this FMP.
21	That the OFD establish a standard operating procedure to identify the goals, objectives, and procedures for the Home Awareness Program.
22	That the OFD establish a standard operating procedure to identify the procedure to be followed by suppression crews if a missing or defective smoke/ carbon monoxide alarm is identified by the OFD.
23	That the Oakville Fire Department consider the implementation of a proactive fire inspection program as outlined in this FMP.
24	That consideration be given to the development and implementation of a Pre-planning Program as outlined in the FMP.
25	That consideration be given to developing an enhanced investigation and reporting strategy whereby data gathered through the fire origin and cause can be used for the purposes of developing and implementing public education and fire prevention initiatives as presented in the proposed FMP.
26	That consideration be given to implementing the proposed enhanced Home Awareness Program focusing on missing or defective smoke detectors as outlined in the FMP.
27	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>fire inspection and enforcement programs</u> as presented within the proposed FMP.
28	That consideration be given to enhancing the fire safety program for seniors (65+) within the community as presented within the proposed FMP.
29	That consideration be given to implementing a targeted public education program around carbon monoxide and false alarm incidents as presented within the proposed FMP.
30	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>public education programs</u> as presented within the proposed FMP.

No.	Operational Recommendation
31	That the OFD continue to provide NFPA Pro-Qual training courses through its established RTC, with ongoing review of the administrative and operational costs associated with outside student enrollment to adjust student fees accordingly.
32	That the OFD continue to use in-house certification initiatives with the OFM's AS&E testing in addition to the more formal courses offered through the department's RTC.
33	That OFD develop and implement a formal Inclusion, Diversity, Equity and Accessibility (IDEA) program.
34	That OFD revisit its training compliance and record keeping systems to ensure that assigned training is properly recorded as outlined by Section 21 Guidance Note #7-3 Training Plans.
35	That the OFD investigate the feasibility of renovating and installing power vents in the bunker gear storage areas as identified in this FMP.
36	That the OFD prioritize the implementation of a process to record, monitor and understand the impacts of the vertical response performance for all emergency responses to incidents at high-rise buildings to inform future department planning.
37	That the OFD investigate options to enhance the existing turnout times as a strategy to further reduce the existing total response time of the OFD.
38	That the Town of Oakville monitor the kilometres, maintenance and repair budgets of the fleet to determine if adjustments in the replacement schedule are required.
39	That the Town of Oakville consider transitioning the fleet services and stores activities currently being performed by fire department staff to the fleet operations and stores divisions.
40	That the Town of Oakville consider a software solution which integrates the truck check software with the fault reporting software as identified in this FMP.
41	That the OFD review, revise and update the equipment related SOPs to ensure they are up to date with industry best practices.

## Proposed Implementation Plan

This implementation plan is intended to provide staff and Council with an initial outline of the proposed schedule and high-level cost estimates for implementing the recommendations and strategies contained within this FMP. Subject to Council's consideration of the proposed FMP, it is recommended that the Fire Chief be directed to develop a comprehensive implementation plan for consideration by Council. Where applicable, those recommendations with a financial impact would be presented as part of regular corporate process to prepare the annual operating and capital budgets of the Town.

This FMP proposes an implementation plan schedule with the following horizons: immediate term (0 to 1 year), short-term (2 to 4 years), medium-term (5 to 7 years) and long-term (8 to 10 years). These timelines will be impacted by the realization of predicted growth and development.

Industry best practices indicates that a FMP should be based on a ten-year community planning horizon, and that at the mid-point (i.e., year five) the plan should be reviewed to consider any revisions that may be required to address new, or revised legislation, updated community planning projections, and the progress of implementing the recommendations presented within this FMP.

### Recommendations

As introduced in Section 3.4 Recommendations require consideration and approval beyond the authority of the Fire Chief, as they relate to a potential operating or capital financing impact or inform a municipal policy decision, including the setting of a municipal service level or where further direction to corporate staff may be needed. Table 32 summarizes the Recommendations included within this proposed FMP.

Table 32: FMP Recommendations and Implementation

No.	Recommendation	Estimated Operating Costs	Estimated Capital Costs	Time Horizon
1	That the fire strategic goals presented within the proposed FMP be adopted in principle by Council to guide all decision-making related to the delivery of fire protection services within the Town of Oakville.	No identified costs	No identified costs	Immediate priority (0 to 1 year)
2	That consideration be given to the reorganization of the Administrative Support team as identified in within this FMP.	\$90 K (Net one new administrative support position and salary increase for Office Manager position)	\$3 K (computer/office equipment)	Dedicated administrative support positions for Training Division and Fire Prevention Division – Immediate priority (0 to 1 year) Remaining reorganization – short-term (2 to 4 years)
3	That the Town of Oakville review the workload required to sustain the Emergency Management program, along with the Town’s Emergency Management objectives, and consider adding staff resources to manage the Emergency Management program as presented in this FMP.	\$50 K to \$70 K	\$5 K	Review Workload – Immediate priority (0 to 1 year) Hire additional resource – Short-term (2 to 4 years)
4	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Fire Prevention/Public Education Division administrative position (currently shared with Training) to a FTE administrative role dedicated to support the Fire Prevention/Public Education Division.	Included within Recommendation 2	Included within Recommendation 2	Immediate priority (0 to 1 year)
5	That the Town of Oakville incorporate the Fire Prevention Division space requirements in the future design of Fire Station 9 as outlined in this FMP.	Included in overall operating costs of future Station 9	Incorporated in overall capital costs of future Station 9	Align with ongoing design of Station 9
6	That consideration be given to developing a Community Risk Reduction Plan as an all-inclusive approach to reducing risk within the Town, as presented within the proposed FMP.	No identified additional costs	\$50 K	Short-term (2 to 4 years)
7	That consideration be given to hiring one additional Fire Prevention Officer in the short term (one to three years) to cover the district currently assigned to the CFPO as recommended in this FMP.	\$155 K	\$60 K (uniform, equipment, and light vehicle)	Short-term (2 to 3 years)

No.	Recommendation	Estimated Operating Costs	Estimated Capital Costs	Time Horizon
8	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Training Division administrative position (currently shared with Fire Prevention) to a FTE administrative role dedicated to supporting Training Division and RTC duties.	Included within Recommendation 2	Included within Recommendation 2	Immediate priority (0 to 1 year)
9	That any future upgrades to the OFD's training facility prioritize increasing available classroom space, modernizing the washroom and kitchen facilities, providing permanent equipment storage solutions, parking, and an expanded apparatus bay that could also serve as an indoor training environment.	No additional costs identified	Costs to be determined. Replacement costs to be incorporated into Asset Management Plan for Training Facility. Potential skills development grants, training user fees, etc.	Align with Asset Management Planning, OFD facility planning and training requirements / skills development needs.
10	That OFD increase its training staff complement by one FTE position in the immediate term to oversee routine professional development and core skills maintenance of suppression staff, and that OFD consider the addition of a second FTE position in the mid-term horizon to maintain its instructor to firefighter ratio and to oversee the department's company officer program.	\$166 K per FTE	\$10 K (uniform/equipment) per FTE	First FTE – Immediate priority (0 to 1 year) Second FTE – Mid-term (5 to 7 years)
11	That consideration be given to adopting and sustaining a ratio of 1.33 (minimum on-duty firefighters to total complement of firefighters), applied per platoon. Applying the ratio to maintain the existing minimum staffing of 44 requires an approved minimum complement of 59 per platoon.	Calculated for recommendations that increase the on duty minimum staffing	Calculated for recommendations that increase the on duty minimum staffing	Immediate priority (0 to 1 year)
12	That consideration be given to hiring 16 firefighters to increase the staffing of the two existing rescue units to four firefighters. (As per Recommendation 11 staffing levels apply a 1.33 ratio of minimum on-duty firefighters to total complement of firefighters, applied per platoon)	\$2.24 M (See Table 33: Suppression Options for Consideration for details)	\$160 K (See Table 33: Suppression Options for Consideration for details) \$1 M for Station 5 renovation (based on 2024 condition assessment) and expansion to accommodate additional on-duty personnel staffing rescue unit	Immediate priority (0 to 1 year) to Short-term (2 to 3 years). Potential to phase implementation over 18 months to two years.
13	That the Fire Chief and staff begin to identify for Council potential properties in the vicinity of the intersection of Trafalgar Road and Dundas Street East for the location of a future tenth fire station.	No additional costs identified	\$8 M (assume 1.5-acre site)	Immediate priority (0 to 1 year)

No.	Recommendation	Estimated Operating Costs	Estimated Capital Costs	Time Horizon
14	That the Town of Oakville plan for the design, construction and staffing of a tenth fire station in the short to mid-term horizon of this FMP, aligned with the growth and intensification planned for this area. (As per Recommendation 11 staffing levels apply a 1.33 ratio of minimum on-duty firefighters to total complement of firefighters, applied per platoon)	\$3.36 M (See Table 33: Suppression Options for Consideration for details)	\$15.64 M (See Table 33: Suppression Options for Consideration for details)	Mid-term (5 to 7 years), aligned with development, growth and intensification
15	That the Fire Chief and staff investigate options for Council approval to acquire or identify potential properties in the vicinity of South Service Road and Davis Road, or the existing Town Hall site, for the location of a future eleventh fire station.	No additional costs identified	\$21.5 M (assume 1.5-acre site)	Immediate priority (0 to 1 year)
16	That the Town of Oakville plan for the design, construction and staffing of an eleventh fire station in the mid to long-term horizon of this FMP, aligned with the growth and intensification planned for this area. (As per Recommendation 11 staffing levels apply a 1.33 ratio of minimum on-duty firefighters to total complement of firefighters, applied per platoon)	\$2.8 M (See Table 33: Suppression Options for Consideration for details)	\$16.6 M (See Table 33: Suppression Options for Consideration for details)	Long-term (8 to 10 years), aligned with development, growth and intensification
17	That Oakville Fire Department initiate a phased approach to implementing a District Chief model, with the first phase starting in the short-term of this FMP.	\$700 K (Estimate \$175 K per platoon. Costs to be determined with creation of the position.)	\$240 K (Estimated \$60 K per FTE, 1 per platoon, for uniform, equipment and light vehicle)	Immediate priority (0 to 1 year). Second phase of District Chief model to be reviewed and confirmed in five-year update of the FMP.
18	That the Town of Oakville consider increasing the number of service-ready reserve units to ensure the council-approved level of service is maintained.	Minimal additional costs anticipated	Accommodate apparatus cost within capital replacement process of existing fleet. Additional equipment costs of approximately \$200 K	Short-term (2 to 4 years)
19	That the Town of Oakville consider increasing the 1.6 FTE EVT positions to 2.0 FTEs to manage the additional services as recommended in this FMP.	\$50 K	No additional costs identified	Short-term (2 to 4 years)

Table 33: Suppression Options for Consideration

Description of Strategy/ Scenario Modelled	Estimated Operating Costs	Estimated Capital Costs	Schedule by Time Horizon
Enhance Existing Total Response Time	No identified additional costs	No identified additional costs	Immediate term (0 to 1 year)
Scenario 1 – Enhance Staffing on Existing Rescue Units (Increase Minimum Staffing to Four Firefighters)	Hire 16 Firefighters (16 x \$140 K) = \$2.24 M	Firefighter Uniforms/PPE (16x \$10 K) = \$160 K Station 5 renovation = \$1 M Total Capital = \$1.16 M	Immediate priority (0 to 1 year) to Short-term (2 to 3 years)
Scenario 2 – Add Future Station 10 and Front-Line Apparatus (Model-Selected Location)	Hire 24 Firefighters (24 x \$140K) = \$3.36 M	Station Land Purchase = \$8 M Station Design = \$1 M Construction = \$13 M Additional Frontline Apparatus = \$1.4 M Firefighter Uniforms/PPE (24x \$10 K) = \$240 K Total Capital = \$23.64 M	Land Acquisition: Immediate term (0 to 1 year) Station Design, Construction, Staffing: Mid-term (5 to 7 years)
Scenario 3 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus	Hire 20 Firefighters (20 x \$140K) = \$2.8 M	Station Land Purchase = \$21.5 Station Design = \$1 M Construction = \$14 M Additional Frontline Apparatus = \$1.4 M Firefighter Uniforms/PPE (20 x \$10 K) = \$200 K Total Capital = \$38.1 M	Land Acquisition: Immediate term (0 to 1 year) Station Design, Construction, Staffing: Mid-term (5 to 7 years) Long-term (8 to 10 years)
Scenario 4 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Existing Town Hall Location)	(Same as Scenario 3)	(Same as Scenario 3)	Land Acquisition: Immediate term (0 to 1 year) Station Design, Construction, Staffing: Mid-term (5 to 7 years) Long-term (8 to 10 years)
Phased Implementation of District Chief Positions	\$175 K per platoon, 4 total FTE = \$700 K	\$60 K (uniform, equipment and light vehicle), per FTE (4 total, 1 per platoon) = \$240 K	Immediate priority (0 to 1 year)

## Operational Recommendations

As introduced in Section 3.4, Operational Recommendations can be administered and implemented by the Fire Chief through the authority delegated to this position through By-Law 2020-078. In some cases, this may require the Fire Chief to prepare further documentation and internal reporting to Council for approval. An example of this is updating the current Establishing and Regulating By-law. This is a process that can be led by the Fire Chief, and senior corporate staff, and through normal reporting, be brought to Council for consideration and approval. The timing and costing associated with implementing the operational recommendations will be developed and incorporated within the Fire Chief's Work Plan.

The Operational Recommendations are summarized below in Table 34.

Table 34: FMP Operational Recommendations

No.	Operational Recommendation
1	That the job descriptions for Oakville Fire Department's Senior Management Team be reviewed and revised to clearly define the roles and responsibilities for their current duties.
2	That the job descriptions for all positions covered by the Oakville Professional Firefighters Association be reviewed and updated.
3	That subject to Council's consideration and approval of the FMP, the Establishing and Regulating By-law 2019-071 be reviewed and updated as required.
4	That subject to Council's consideration and approval of the FMP, the Appointment By-Law 2020-126 be reviewed and revised as required to reflect the current Deputy Fire Chief appointments for the Town of Oakville.
5	That subject to Council's consideration and approval of the proposed FMP, that the Fire Chief prepare a report for Council's consideration to receive the Regional Mutual Aid Plan and pass an updated By-law authorizing the OFD's participation in said plan.

No.	Operational Recommendation
6	That the OFD perform a review of actual time spent to perform the associated tasks outlined in the Fees for Service schedule and the current rates based on recovery of staff time.
7	That the OFD review the 2017 Regional Mutual Aid Plan and update the relevant Oakville Fire Department information.
8	That the Town of Oakville negotiate references to NFPA 1225 into the next term of the agreement for the Dispatch Service Agreement with the City of Burlington.
9	That the OFD establish fire suppression comparator performance benchmarks for the defined urban area based on NFPA 1710 and to use them to monitor and report to Council and the community.
10	That the OFD prepare and submit an annual report to Council.
11	That OFD develop and implement a mental health and wellness support program.
12	That the OFD seek to procure a new Records Management System software program as identified in this FMP.
13	That the OFD investigate the creation of an interface between Telestaff and the Town's financial software to automate the administrative tasks as identified in this FMP.
14	That the OFD develop a department policy, consistent with the Town's Retention By-law 2021-130, that describes the required records management practices for each division within the OFD.
15	That consideration be given to revising the appointment of the CEMC as presented within the proposed FMP.
16	That the CFPO's day to day responsibilities do not include coverage of a district as outlined in this FMP.
17	That the Oakville Fire Department undertake a review of the Fire Protection and Emergency Management Policy (Corporate Policy MF-FPS 001), Fire Prevention Procedure (Corporate Procedure MF-FPS-001-001), and OFD Fire Prevention Policy (Policy #4-5) as outlined in this FMP.
18	That the OFD establish a standard operating procedure to formalize the process of receiving and managing fire safety requests and complaints.

No.	Operational Recommendation
19	That the OFD acquire a Records Management System that is capable of storing and exporting reliable and valuable data on the Fire Prevention Division's activities as identified in this FMP.
20	That the OFD develop a NFPA 1035–Fire and Life Safety Educator I and NFPA 1031–Fire Inspector I training program as part of the recruit firefighter training program and/or part of the officer development training program to enable the Suppression Division to enhance the delivery of the first two lines of defence as outlined in this FMP.
21	That the OFD establish a standard operating procedure to identify the goals, objectives, and procedures for the Home Awareness Program.
22	That the OFD establish a standard operating procedure to identify the procedure to be followed by suppression crews if a missing or defective smoke/ carbon monoxide alarm is identified by the OFD.
23	That the Oakville Fire Department consider the implementation of a proactive fire inspection program as outlined in this FMP.
24	That consideration be given to the development and implementation of a Pre-planning Program as outlined in the FMP.
25	That consideration be given to developing an enhanced investigation and reporting strategy whereby data gathered through the fire origin and cause can be used for the purposes of developing and implementing public education and fire prevention initiatives as presented in the proposed FMP.
26	That consideration be given to implementing the proposed enhanced Home Awareness Program focusing on missing or defective smoke detectors as outlined in the FMP.
27	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>fire inspection and enforcement programs</u> as presented within the proposed FMP.
28	That consideration be given to enhancing the fire safety program for seniors (65+) within the community as presented within the proposed FMP.
29	That consideration be given to implementing a targeted public education program around carbon monoxide and false alarm incidents as presented within the proposed FMP.

No.	Operational Recommendation
30	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>public education programs</u> as presented within the proposed FMP.
31	That the OFD continue to provide NFPA Pro-Qual training courses through its established RTC, with ongoing review of the administrative and operational costs associated with outside student enrollment to adjust student fees accordingly.
32	That the OFD continue to use in-house certification initiatives with the OFM's AS&E testing in addition to the more formal courses offered through the department's RTC.
33	That OFD develop and implement a formal Inclusion, Diversity, Equity and Accessibility (IDEA) program.
34	That OFD revisit its training compliance and record keeping systems to ensure that assigned training is properly recorded as outlined by Section 21 Guidance Note #7-3 Training Plans.
35	That the OFD investigate the feasibility of renovating and installing power vents in the bunker gear storage areas as identified in this FMP.
36	That the OFD prioritize the implementation of a process to record, monitor and understand the impacts of the vertical response performance for all emergency responses to incidents at high-rise buildings to inform future department planning.
37	That the OFD investigate options to enhance the existing turnout times as a strategy to further reduce the existing total response time of the OFD.
38	That the Town of Oakville monitor the kilometres, maintenance and repair budgets of the fleet to determine if adjustments in the replacement schedule are required.
39	That the Town of Oakville consider transitioning the fleet services and stores activities currently being performed by fire department staff to the fleet operations and stores divisions.
40	That the Town of Oakville consider a software solution which integrates the truck check software with the fault reporting software as identified in this FMP.
41	That the OFD review, revise and update the equipment related SOPs to ensure they are up to date with industry best practices.



# Fire Master Plan

Final Report  
2024



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**Appendices**

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- A Public Consultation Summary
- B Fire Service Establishing and Regulating By-Law (By-Law 2019-071)  
[Appendix B provided in a Separate Document]



# Acronyms, Abbreviations, Definitions

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ACFPO	Assistant Chief Fire Prevention Officer
ACTO	Assistant Chief Training Officer
AHJ	Authority Having Jurisdiction
ANSI	American National Standards Institute
AS&E	Academic Standards and Evaluation
AVL	Automatic Vehicle Location
BCA	Building Condition Assessments
BCIN	Building Code Identification Number
BEM	Basic Emergency Management
CACC	Central Ambulance Communications Centre
CAD	Computer Aided Dispatch
CAFC	Canadian Association of Fire Chiefs
CBRN	Chemical, Biological, Radiological or Nuclear
CEMC	Community Emergency Management Coordinator
CFAI	Commission on Fire Accreditation International
CFPO	Chief Fire Prevention Officer
CFSEM	Comprehensive Fire Safety Effectiveness Model
CI	Critical Infrastructure
CIS	Corporate Information System
CPC	Commission on Professional Credentialing
CPSE	Centre for Public Safety Excellence

CRA	Community Risk Assessment
CREST	Communication Resource Exchange Support Team
CRRP	Community Risk Reduction Plan
CRTC	Canadian Radio-television and Telecommunications Commission
CTM	Critical Task Matrix
CTO	Chief Training Officer
CUPE	Canadian Union of Public Employees
e.g.	exempli gratia, meaning “example”
E&R By-Law	Establishing and Regulating By-law
EOC	Emergency Operations Centre
EMCPA	Emergency Management and Civil Protection Act
EMO	Emergency Management Ontario
ERFs	Emergency Response Facilities
ERP	Emergency Response Plan
ERRS	Emergency Response and Responder Safety
ERUs	Emergency Response Units
EV	Electric Vehicle
EVT	Emergency Vehicle Technician
FCI	Facility Condition Index
FCM	Facility Construction Management
FF	Firefighter
FMP	Fire Master Plan

FOI	Freedom of Information
FPO	Fire Prevention Officer
FPPA	Fire Protection and Prevention Act
FSP	Fire Safety Plan
FTE	Full-Time Equivalent
FUS	Fire Underwriters Survey™
GIS	Geographic Information Systems
GTA	Greater Toronto Area
HIRA	Hazard Identification and Risk Assessment
HMCC	Halton Multicultural Council Connections
HRPD	Halton Regional Police Department
HRPS	Halton Region Paramedic Services
IAFF	International Association of Firefighters
IC	Incident Command
IDEA	Inclusion, Diversity, Equity, and Accessibility
i.e.	id est, meaning “in essence”
IFSAC	International Fire Service Accreditation Council
IMS	Incident Management Systems
JPR	Job Performance Requirements
K	thousand
km	kilometre
KPI	Key Performance Indicators

LEED	Leadership in Energy and Environmental Design
LMS	Learning Management System
m	metre
M	million
MAP	Mutual Aid Plan
MECG	Municipal Emergency Control Group
MOU	Memorandum of Understanding
MPAC	Municipal Property Assessment Corporation
MPDS	Medical Priority Dispatch System
MTO	Ministry of Transportation
MW	Megawatt
NFPA	National Fire Protection Association
NIST	National Institute of Standards and Technology
OAFC	Ontario Association of Fire Chiefs
OBC	Ontario Building Code
OFC	Ontario Fire Code
OFD	Oakville Fire Department
OFMEM	Office of the Fire Marshal and Emergency Management
OFM	Office of the Fire Marshal
OFSS	Ontario Fire Services Standards
OHSA	Occupational Health and Safety Act
OP	Official Plan

OPFFA	Oakville Professional Fire Fighters' Association
O. Reg.	Ontario Regulation
OSTI	On-Shift Training Instructors
PC	Platoon Chief
PCOS	Purchasing Card Operating System
PEO	Public Education Officers
PEOC	Provincial Emergency Operations Centre
PFSG	Public Fire Safety Guideline
PHEV	Plug-in Hybrid Electric Vehicle
PIARs	Post Incident Analysis Reviews
PPE	Personal Protective Equipment
PTSD	Post-Traumatic Stress Disorder
QEW	Queen Elizabeth Way
RFP	Request for Proposal
RMS	records management software
ROP	Region of Halton Official Plan
RTC	Regional Training Centre
RWPS	Region of Waterloo Paramedic Services
SCBA	Self-Contained Breathing Apparatus
SGA	Strategic Growth Areas
SIR	Standard Incident Reporting
SMT	Senior Management Team

SOG	Standard Operational Guideline
SOP	Standard Operating Procedures
TG	Technical Guideline
TO	Training Officer
Town	Town of Oakville
ULC	Underwriters Laboratory of Canada
US	United States
UTV	Utility Task Vehicle
VO	Vulnerable Occupancy
VON	Victorian Order of Nurses
WSIB	Workplace Safety and Insurance Board

## Executive Summary

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The Town of Oakville prepares master plans to build on the goals and policies from the Official Plan. Oakville's master plans are guided by Council's long-term strategy to define specific medium-range plans, such as fire and emergency services.

The Town's master plans identify objectives, strategies, and actions to be completed over a set period and help guide Council decisions. In addition to providing a set of planned actions, master plans also consider ways to address several key corporate objectives. These objectives are Asset Management, Climate Action, Technology and Data Management Opportunities, Inclusion, Diversity, Equity, and Accessibility (IDEA), and People Plan.

In Ontario, the fire master planning process is intended to provide the members of a municipal Council, and fire department senior staff, with a strategic planning framework to guide the delivery of fire protection services within their community over a five-to-ten-year horizon. The proposed framework presented within this Fire Master Plan (FMP) report has considered the applicable legislation, including the Fire Protection and Prevention Act, 1997 (FPPA), Occupational Health and Safety Act (OHSA), R.S.O. 1990 and the more recently adopted Ontario Regulation (O. Reg.) 378/18 – Community Risk Assessment and O. Reg. 343/22 – Firefighter Certification. The new O. Reg. 378/18 requires that every municipality in Ontario develop a Community Risk Assessment (CRA) prior to July 1, 2024, and use it to inform decisions about the provision of fire protection services. A Community Risk Assessment was prepared for the Town of Oakville, and the findings were applied to the study analyses as part of the fire master planning process. Consistent with the regulation, this CRA should be reviewed annually and updated every five years or as needed.

The analysis and methodology presented within this FMP has also been informed by current industry best practices including the fire protection standards authored by the National Fire Protection Association (NFPA) and the Public Fire Safety Guidelines (PFSGs) authored by the Office of the Fire Marshal (OFM). The Oakville Fire Department has successfully completed and implemented Fire Master Plans for decades. Though general FMP processes have not changed, significant benefit is realized through the strategic foundational requirements of O. Reg 378/18 Community Risk Assessment, which

provides individual focus for the Town. Through growth and development, if the Oakville Fire Department does not grow in staffing and stations as outlined in the FMP, the level of service will decline beyond today's current standards.

Under the FPPA s. 6(3) the fire chief remains accountable directly and individually to council for all aspects of fire safety and the delivery of fire protection services within the municipality. The FPPA requires that a municipality "establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances"<sup>1</sup>. With the introduction of O. Reg. 378/18 municipalities are now required to use the findings of the CRA to identify and describe the local needs and circumstances as identified community risks and key findings to inform decisions about the provision of fire protection services. The CRA includes an analysis of nine mandatory risk profiles:

1. Geographic Profile;
2. Building Stock Profile;
3. Critical Infrastructure Profile;
4. Demographic Profile;
5. Public Safety and Response Profile;
6. Community Services Profile;
7. Hazard Profile;
8. Economic Profile; and
9. Past Loss and Event History Profile.

To further assist Council in the decision-making process the framework presented within this FMP proposes the adoption of the following fire strategic goals:

1. The Town of Oakville is committed to the use of its Community Risk Assessment, as required by O. Reg. 378/18, as a fire strategic goal to assess the fire safety risks within the community as the basis for developing clear goals and objectives for all fire protection services provided by the Oakville Fire Department.

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<sup>1</sup> Fire Protection and Prevention Act, 1997, Part II Responsibilities for Fire Protection Services, Municipal responsibilities, 2. (1) (a) (b).

2. The Town of Oakville is committed to the optimization of the first two lines of defence, including the delivery of public education and fire prevention programs, and the use of fire safety standards and fire code enforcement as a fire strategic goal for the Oakville Fire Department in providing a comprehensive fire protection and risk-reduction program within the community.
3. The Town of Oakville will prioritize strategies that support continuous improvement in the delivery of sustainable fire protection services that provide the most effective and efficient level of services resulting in the best value for the community.
4. Town of Oakville supports the delivery of fire protection services required to meet the needs and circumstances of planned future community growth and intensification.

The proposed fire strategic goals align with the Ontario Fire Marshal's (OFM) 'Comprehensive Fire Safety Effectiveness Model' (CFSEM) that recognizes there are steps that can be taken to reduce the risk of a fire, including the probability of a fire occurring and the consequence of that fire, through optimization of the 'three lines of defence' fire protection model.

The CFSEM prioritizes public fire safety education as the 'first line of defence' in mitigating and/or preventing a fire. The 'second line of defence' prioritizes the use of fire safety standards and enforcement to proactively introduce more complex risk reduction and risk mitigation strategies to reduce the probability and consequences of a fire. The 'third line of defence' refers to emergency response services, including fire suppression capabilities. In our view, the provision of fire suppression service is the "fail safe" in the event that the first two lines of defence are unable prevent fire and/or emergency response in an all-hazards approach.

As required by the new O. Reg. 378/18 – Community Risk Assessments the analysis and recommendations included in this FMP have been informed by the 'identified risks' and 'key findings' presented within the new CRA. In our view this strategy provides a unique opportunity for the Oakville Fire Department (OFD) to enhance its existing services, where applicable, and/or identify needs and opportunities for new services to further prioritize community fire services-related risk reduction. At a minimum, maintaining the current levels of service and depth of coverage in emergency response for all hazards

have been identified and focused throughout the Fire Master Plan and Community Risk Assessment.

The analyses and findings within this FMP have also considered the impacts of the new O. Reg. 343/22 – Firefighter Certification that will require all OFD staff to be certified to the applicable National Fire Protection Association Professional Qualifications (NFPA Pro-Qual) standards over the next four to six years. This FMP provides recommendations to support the OFD’s path to attaining compliance with this new regulation and the department’s role as a Regional Training Centre (RTC) in the Province, including administrative support, additional training staff resources and appropriate training facilities.

The proposed ‘fire strategic goals’ also align with the Commission on Fire Accreditation International (CFAI) accreditation system, which is recognized as an industry best practice in North America. The CFAI strategy promotes ongoing ‘continuous improvement.’ The analysis and findings within this FMP supports this an applicable strategic approach (Fire Strategic Goal 3) for the Town of Oakville and its fire department. The Oakville Fire Department is preparing to initiate the CFAI accreditation process. The FMP project was proactively scoped to align the development of the Community Risk Assessment and FMP as supporting documents to assist OFD in preparing the Standards of Cover and Risk Assessment requirements of the accreditation process. The implementation of the CPSE accreditation process will require support and resourcing for the OFD.

The analysis of the department’s current fire suppression (firefighting/emergency response) capabilities considers the existing conditions and locations of the fire stations and the current fire suppression capabilities in comparison to the NFPA fire suppression performance measures. There is a significant focus on future planned community growth, development and intensification and the projected resulting needs from a fire services perspective, including the analysis of future fire stations, staffing and apparatus needs, and maintaining existing levels of service. This FMP includes recommendations and strategies to further enhance the department’s emergency response (fire suppression) capabilities in response to fire-related risks, and future community growth and intensification.

This FMP includes a comprehensive list of proposed recommendations to enhance the existing fire protection services provided by the OFD and respond to the future needs of the growing community. The proposed recommendations also respond to the requirements of the new Community Risk Assessment and Firefighter Certification Regulations. The recommendations are separated into Recommendations and Operational Recommendations. Recommendations require consideration and approval as they relate to a potential operating or capital financing impact or inform a municipal policy decision, including the setting of a municipal service level or where further direction to corporate staff may be needed. Operational Recommendations can be administered and implemented by the Fire Chief through the authority delegated to this position through By-Law 2020-078.

The final chapter of the FMP provides an implementation plan, which is intended to provide Council with an initial outline of the proposed schedule and high-level cost estimates for implementing the recommendations and strategies contained within the plan. The fire master planning process aims for Council to adopt the FMP Report in totality as a strategic planning guide. The Fire Chief would then be responsible for the internal implementation of the operational recommendations and to bring forward to Council those recommendations that require consideration and approval. Where applicable, the recommendations with a financial impact would be presented as part of the regular corporate process to prepare the annual operating and capital budgets of the Town. Though the implementation plan may have proposed dates and timeline estimates, recommendations will come with ebbs and flows specific to known growth and identified in each budget process annually and measured through Council priorities for project considerations.

Industry best practices indicates that an FMP should be based on a ten-year community planning horizon, and that at the mid-point (i.e., year five) the plan should be reviewed to consider any revisions that may be required to address new, or revised legislation, updated community planning projections, and the progress of implementing the recommendations presented within this FMP.

## Summary of Recommendations

ES Table 1 and ES Table 2 list the summaries of Recommendations and Operational Recommendations. Though both types of recommendations are of equal importance, they will be considered for implementation through different approaches.

ES Table 1: Recommendations Summary

No.	Recommendation
1	That the fire strategic goals presented within the proposed FMP be adopted in principle by Council to guide all decision-making related to the delivery of fire protection services within the Town of Oakville.
2	That consideration be given to the reorganization of the Administrative Support team as identified in within this FMP.
3	That the Town of Oakville review the workload required to sustain the Emergency Management program, along with the Town's Emergency Management objectives, and consider adding staff resources to manage the Emergency Management program as presented in this FMP.
4	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Fire Prevention/Public Education Division administrative position (currently shared with Training) to a FTE administrative role dedicated to support the Fire Prevention/Public Education Division.
5	That the Town of Oakville incorporate the Fire Prevention Division space requirements in the future design of Fire Station 9 as outlined in this FMP.
6	That consideration be given to developing a Community Risk Reduction Plan as an all-inclusive approach to reducing risk within the Town, as presented within the proposed FMP.
7	That consideration be given to hiring one additional Fire Prevention Officer in the short term (one to three years) to cover the district currently assigned to the CFPO as recommended in this FMP.

No.	Recommendation
8	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Training Division administrative position (currently shared with Fire Prevention) to a FTE administrative role dedicated to supporting Training Division and RTC duties.
9	That any future upgrades to the OFD's training facility prioritize increasing available classroom space, modernizing the washroom and kitchen facilities, providing permanent equipment storage solutions, parking, and an expanded apparatus bay that could also serve as an indoor training environment.
10	That OFD increase its training staff complement by one FTE position in the immediate term to oversee routine professional development and core skills maintenance of suppression staff, and that OFD consider the addition of a second FTE position in the mid-term horizon to maintain its instructor to firefighter ratio and to oversee the department's company officer program.
11	That consideration be given to adopting and sustaining a ratio of 1.33 (minimum on-duty firefighter to total complement of firefighters), applied per platoon. Applying the ratio to maintain the existing minimum staffing of 44 requires an approved minimum complement of 59 per platoon.
12	That consideration be given to hiring 16 firefighters to increase the staffing of the two existing rescue units to four firefighters.
13	That the Fire Chief and staff begin to identify for Council potential properties in the vicinity of the intersection of Trafalgar Road and Dundas Street East for the location of a future tenth fire station.
14	That the Town of Oakville plan for the design, construction and staffing of a tenth fire station in the short to mid-term horizon of this FMP, aligned with the growth and intensification planned for this area.
15	That the Fire Chief and staff investigate options for Council's consideration to acquire or identify potential properties in the vicinity of South Service Road and Davis Road, or the existing Town Hall site, for the location of a future eleventh fire station.

No.	Recommendation
16	That the Town of Oakville plan for the design, construction and staffing of an eleventh fire station in the mid to long-term horizon of this FMP, aligned with the growth and intensification planned for this area.
17	That Oakville Fire Department initiate a phased approach to implementing a District Chief model, with the first phase starting in the short-term of this FMP.
18	That the Town of Oakville consider increasing the number of service-ready reserve units to ensure the council-approved level of service is maintained.
19	That the Town of Oakville consider increasing the 1.6 FTE EVT positions to 2.0 FTEs to manage the additional services as recommended in this FMP.

ES Table 2: Operational Recommendations Summary

No.	Operational Recommendation
1	That the job descriptions for Oakville Fire Department's Senior Management Team be reviewed and revised to clearly define the roles and responsibilities for their current duties.
2	That the job descriptions for all positions covered by the Oakville Professional Firefighters Association be reviewed and updated.
3	That subject to Council's consideration and approval of the FMP, the Establishing and Regulating By-law 2019-071 be reviewed and updated as required.
4	That subject to Council's consideration and approval of the FMP, the Appointment By-Law 2020-126 be reviewed and revised as required to reflect the current Deputy Fire Chief appointments for the Town of Oakville.
5	That subject to Council's consideration and approval of the proposed FMP, that the Fire Chief prepare a report for Council's consideration to receive the Regional Mutual Aid Plan and pass an updated By-law authorizing the OFD's participation in said plan.
6	That the OFD perform a review of actual time spent to perform the associated tasks outlined in the Fees for Service schedule and the current rates based on recovery of staff time.

No.	Operational Recommendation
7	That the OFD review the 2017 Regional Mutual Aid Plan and update the relevant Oakville Fire Department information.
8	That the Town of Oakville negotiate references to NFPA 1225 into the next term of the agreement for the Dispatch Service Agreement with the City of Burlington.
9	That the OFD establish fire suppression comparator performance benchmarks for the defined urban area based on NFPA 1710 and to use them to monitor and report to Council and the community.
10	That the OFD prepare and submit an annual report to Council.
11	That OFD develop and implement a mental health and wellness support program.
12	That the OFD seek to procure a new Records Management System software program as identified in this FMP.
13	That the OFD investigate the creation of an interface between Telestaff and the Town's financial software to automate the administrative tasks as identified in this FMP.
14	That the OFD develop a department policy, consistent with the Town's Retention By-law 2021-130, that describes the required records management practices for each division within the OFD.
15	That consideration be given to revising the appointment of the CEMC as presented within the proposed FMP.
16	That the CFPO's day to day responsibilities do not include coverage of a district as outlined in this FMP.
17	That the Oakville Fire Department undertake a review of the Fire Protection and Emergency Management Policy (Corporate Policy MF-FPS 001), Fire Prevention Procedure (Corporate Procedure MF-FPS-001-001), and OFD Fire Prevention Policy (Policy #4-5) as outlined in this FMP.
18	That the OFD establish a standard operating procedure to formalize the process of receiving and managing fire safety requests and complaints.
19	That the OFD acquire a Records Management System that is capable of storing and exporting reliable and valuable data on the Fire Prevention Division's activities as identified in this FMP.

No.	Operational Recommendation
20	That the OFD develop a NFPA 1035–Fire and Life Safety Educator I and NFPA 1031–Fire Inspector I training program as part of the recruit firefighter training program and/or part of the officer development training program to enable the Suppression Division to enhance the delivery of the first two lines of defence as outlined in this FMP.
21	That the OFD establish a standard operating procedure to identify the goals, objectives, and procedures for the Home Awareness Program.
22	That the OFD establish a standard operating procedure to identify the procedure to be followed by suppression crews if a missing or defective smoke/ carbon monoxide alarm is identified by the OFD.
23	That the Oakville Fire Department consider the implementation of a proactive fire inspection program as outlined in this FMP.
24	That consideration be given to the development and implementation of a Pre-planning Program as outlined in the FMP.
25	That consideration be given to developing an enhanced investigation and reporting strategy whereby data gathered through the fire origin and cause can be used for the purposes of developing and implementing public education and fire prevention initiatives as presented in the proposed FMP.
26	That consideration be given to implementing the proposed enhanced Home Awareness Program focusing on missing or defective smoke detectors as outlined in the FMP.
27	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>fire inspection and enforcement programs</u> as presented within the proposed FMP.
28	That consideration be given to enhancing the fire safety program for seniors (65+) within the community as presented within the proposed FMP.
29	That consideration be given to implementing a targeted public education program around carbon monoxide and false alarm incidents as presented within the proposed FMP.
30	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>public education programs</u> as presented within the proposed FMP.

No.	Operational Recommendation
31	That the OFD continue to provide NFPA Pro-Qual training courses through its established RTC, with ongoing review of the administrative and operational costs associated with outside student enrollment to adjust student fees accordingly.
32	That the OFD continue to use in-house certification initiatives with the OFM's AS&E testing in addition to the more formal courses offered through the department's RTC.
33	That OFD develop and implement a formal Inclusion, Diversity, Equity and Accessibility (IDEA) program.
34	That OFD revisit its training compliance and record keeping systems to ensure that assigned training is properly recorded as outlined by Section 21 Guidance Note #7-3 Training Plans.
35	That the OFD investigate the feasibility of renovating and installing power vents in the bunker gear storage areas as identified in this FMP.
36	That the OFD prioritize the implementation of a process to record, monitor and understand the impacts of the vertical response performance for all emergency responses to incidents at high-rise buildings to inform future department planning.
37	That the OFD investigate options to enhance the existing turnout times as a strategy to further reduce the existing total response time of the OFD.
38	That the Town of Oakville monitor the kilometres, maintenance and repair budgets of the fleet to determine if adjustments in the replacement schedule are required.
39	That the Town of Oakville consider transitioning the fleet services and stores activities currently being performed by fire department staff to the fleet operations and stores divisions.
40	That the Town of Oakville consider a software solution which integrates the truck check software with the fault reporting software as identified in this FMP.
41	That the OFD review, revise and update the equipment related SOPs to ensure they are up to date with industry best practices.

# Introduction

This comprehensive Fire Master Plan (FMP) was developed to review all operations within the Oakville Fire Department and it strives to align its services with the needs of the growing community. The FMP will provide the Town of Oakville (Town) and Council with a strategic framework to inform the delivery of fire protection and emergency services over the next ten-year community planning horizon. This plan was informed by the Town's Official Plan and Council's long-term strategy. It provides a detailed review of fire services administration, training, fire prevention and public education, fire suppression and emergency response, fire stations, apparatus and equipment, communications and community emergency planning and includes recommendations and a phased action plan. The recommendations contained within the FMP, founded upon community risk legislation and strategic planning principles, are critical for continuous improvement within a growing municipality, such as the Town of Oakville.

Within the Province of Ontario, the Fire Protection and Prevention Act, 1997 (FPPA), Occupational Health and Safety Act, R.S.O. 1990 (OHSA), Ontario Regulation (O. Reg.) 378/18 – Community Risk Assessments, and the new O. Reg. 334/22 – Firefighter Certification, contain legislative requirements related to the delivery of fire protection services by municipalities. The analyses and results discussed within this FMP have considered the Town's legislative requirements. Where applicable the plan provides recommendations to address existing gaps and future needs. The methodology and analysis within this FMP was also informed by current industry best practices, including Public Fire Safety Guidelines (PFSGs) authored by the Office of the Fire Marshal (OFM) and fire protection standards authored by the National Fire Protection Association (NFPA).

The Town's Fire Services mandate is to "Protect People, Property and the Environment." The Town of Oakville and its fire department have a demonstrated history of preparing FMPs within broader strategic planning processes to proactively manage the needs of the growing community. The preparation of this FMP recognizes the continued commitment of the Town's Council and senior municipal staff in striving to achieve the most effective and efficient level of fire protection services resulting in the best value for the community.

## 2.0 Related Plans and Reports

The Town of Oakville, like other municipalities, has several interconnected planning documents that outline the Town's future growth and development and include elements related to building, social, and environmental considerations. The following section provides a high-level overview of related plans and reports that have been reviewed and considered in developing this FMP.

### 2.1 Council's Long-Term Strategy – A Vibrant and Livable Community for All

Council's long-term strategy is a guiding document that demonstrates Council's commitment to building the community of Oakville towards the vision of a vibrant and livable community for all. This will be accomplished by serving the community in a responsible, inclusive way, dedicated to building environmental, social, and economic sustainability. The Town's guiding principles provide a broad philosophy that encompasses town values and ground the design and delivery of programs and services. The Town's guiding principles are leadership, inclusivity, sustainability, fiscal responsibilities, quality of life and excellence.

The long-term strategy identified four strategic priority areas of what matters most to the community. The four priority areas are Growth Management; Community Belonging; Environmental Sustainability; and Accountable Government.

Along with the long-term strategy is a four-year action plan, developed for each term of Council, to show how the Town will move toward the achievement of its vision.

### 2.2 Official Plan – Livable Oakville

Oakville's Official Plan, called Livable Oakville, is a legal document that guides how the Town will grow and develop, as required by the *Ontario Planning Act*. The current Official Plan looks out to 2051 and sets out the goals and policies used to manage land use in town. It aims to enhance the Town's natural, cultural, social and economic environments by ensuring that environmental sustainability, cultural vibrancy, economic prosperity and social well-being are incorporated into growth and development decisions.

## Master Plans

Master plans build on the goals and policies from the Official Plan and are guided by Council's long-term strategy to define specific medium-range plans on topics such as parks and recreation, library services, cultural enhancement, fire services, transportation and more.

The master plans further identify objectives, strategies, and actions to be completed over a set period and help guide Council decisions. Collectively, the master plans address, enhance and monitor actions that contribute overall to a high quality of life and prosperity for the Town's residents and businesses. Master plans are generally reviewed every five to 10 years.

In addition to providing a set of planned actions, master plans also consider ways to address several key corporate objectives. These objectives are:

- **Asset Management:** The Town of Oakville will make the best possible decisions regarding town assets in a way that provides targeted levels of service and manages risk in a cost-effective manner throughout the entire asset life cycle. Infrastructure assets are managed in a strategic, comprehensive, enterprise-wide manner and are treated as interrelated components in a unified system, rather than as isolated parts.
- **Climate Action:** Town Council declared a climate emergency in 2019 and is committed to addressing the impacts of climate change through mitigation, adaptation, the natural environment, and foundational supports. The Town leads by example in its own operations and embeds climate action into all organizational considerations towards the goal of achieving a net zero carbon target by 2050 for all corporate activities. The Town also advances community energy goals and considerations through engaging partners and stakeholders.
- **Technological and Data Management Opportunities:** The Town aims to become the most digitally connected community in the Greater Toronto Area (GTA) and is focused on achieving a connected community in the areas of online services; partnerships and data management; and digital infrastructure.
- **Inclusion, Diversity, Equity, and Accessibility (IDEA):** The Town embraces a culture of IDEA that represents and responds to the Town's workforce and the community. Equity-deserving groups include women, Indigenous people, people with disabilities, racialized people, and people of the 2SLGBTQ+ community. Awareness of potential

barriers that equity-deserving groups face helps Council make better decisions to ensure that community members can engage fully in community life.

- People Plan: The Town supports a dynamic and engaged workforce, ensuring staff have the resources, tools, and supports needed to do their jobs in a collaborative, healthy work environment.

## 2.4 Other Strategic and Guiding Plans

In addition to master plans, there are other guiding plans and strategies that align with the direction setting planning documents noted above. Together, these guide the Town's future for a vibrant and livable community for all.

## 2.5 Previous Oakville Fire Department Studies

FMPs are typically developed as 10-year plans, with updates completed at the five-year horizon. The Town of Oakville has been diligent in keeping its fire department plans up to date. Dillon Consulting Limited (Dillon) was retained in 2007 to complete a FMP and in 2011 to complete an update of the 2007 plan. In 2014, Dillon was retained to update the fire response model. Dillon worked with the Town in 2015 to prepare a FMP that was presented to Council in 2016. Focused fire response modelling updates /assessments were completed by Dillon for OFD in 2017, 2019 and 2020. This indicates that the timing of the subject FMP study is consistent with best practices for strategic municipal fire services planning.

This FMP has been developed as a ten-year plan, with the understanding that the Town intends to conduct a review at the five-year horizon, in alignment with past and best practices. It is worth noting that the regular cycle of master planning for Oakville Fire Department was impacted by COVID-19 pandemic. The addition of the legislation requirement to prepare a Community Risk Assessment also increased the timelines of the master planning process. These factors affected the timelines of the projected continuation of an FMP by 2021/2022. This current FMP is part of a continuous work project culminating with the prepared document submission in 2024 and the subsequent FMP Update (five-year horizon) is anticipated for completion in 2028/2029.

## Fire Master Planning Process

The general process of developing a FMP is outlined within PFSG 03-02-13 Master Planning Process for Fire Protection Services. In our view, the guiding principles of PFSG 03-02-13, are applicable to this fire master planning process, including:

- The residents of any community are entitled to the most effective, efficient and safe fire services possible;
- The content of existing collective agreements will be respected, and the collective bargaining process will be recognized as the appropriate channel for resolving labour relations issues under collective agreements and the *Fire Protection and Prevention Act*;
- Collective bargaining issues affecting public safety will be identified; and
- Those responsible must work within these parameters in making recommendations for improving municipal fire services.

The development of this FMP was also informed by PFSG 01-01-01 Fire Protection Review Process that identifies a number of factors to be considered in conducting the fire protection review process including:

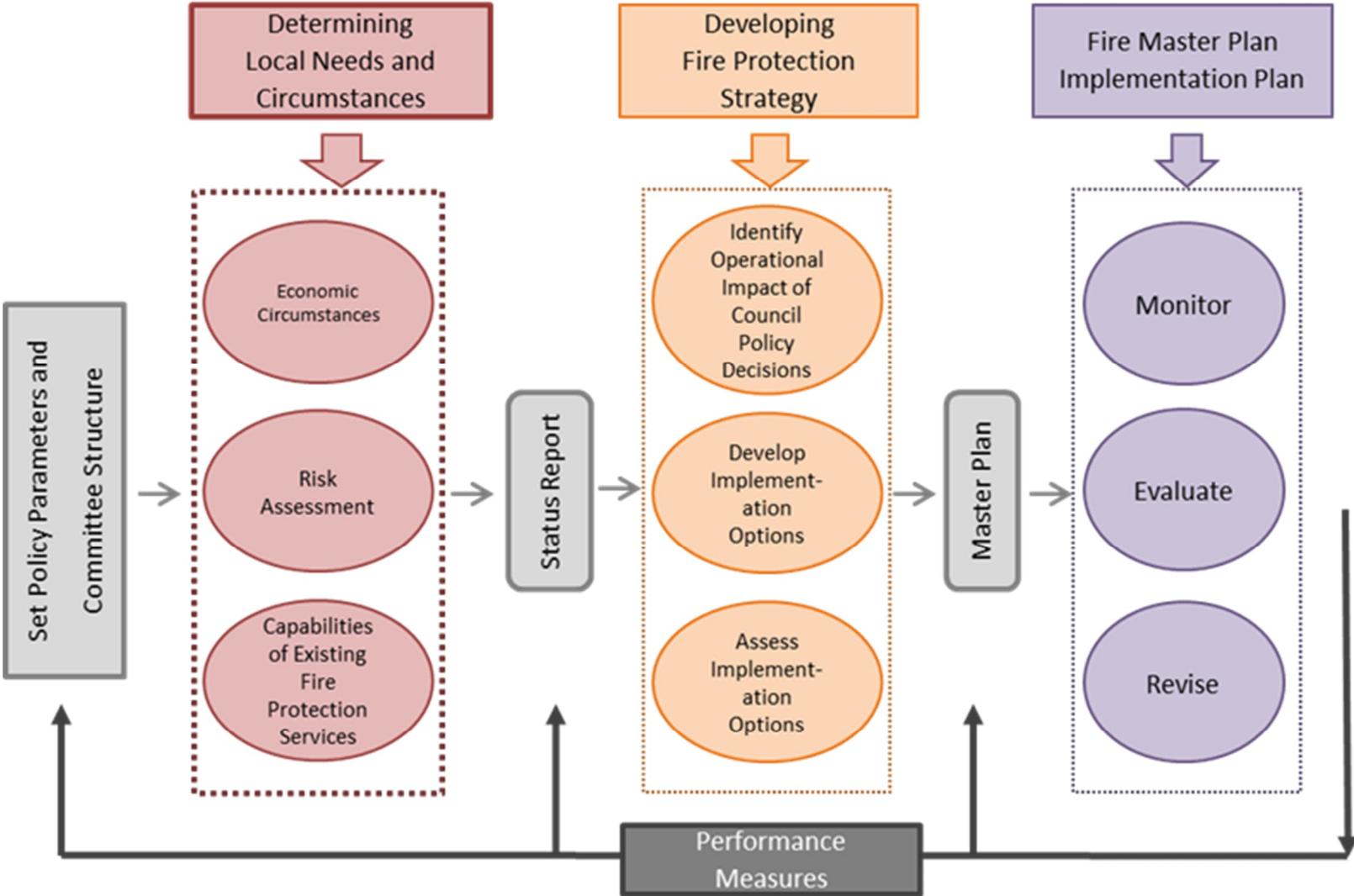
- The overall objective of any fire protection program is to provide the optimum level of protection to the community, in keeping with local needs and circumstances;
- Extensive research has demonstrated that there are a variety of factors that will have an impact on the fire department's capacity to fulfill this objective;
- Conversely, there are many different options that a municipality may pursue to improve the efficiency and effectiveness of its fire protection system;
- Local circumstances will have a profound effect on which factors are most important for any one municipality, and what options are available for its fire protection system;
- Selecting among these options is an extremely complex task; and
- Success will require a combination of specialized expertise in fire protection, and a thorough appreciation of your municipality's economic, social, and political circumstances.

Applying these principles and overall processes to develop this FMP for the Town of Oakville included the analysis of community fire risk (CRA) and future community growth and development. The FMP process also reviewed the efficiency and

effectiveness of each Oakville Fire Department (OFD) division, along with emergency response capabilities and station locations (existing and future needs), staffing resources and deployment procedures, fire prevention and public fire safety education programs, service agreements, apparatus/equipment, and all related requirements.

Figure 1 reflects the framework for developing a FMP, such as the Town of Oakville's FMP, for optimizing public fire safety. The development of this FMP is also intended to provide the OFD with the supporting documentation required to inform the Centre for Public Safety Excellence's (CPSE's) Standards of Cover and Risk Assessments, required as part of the Commission on Fire Accreditation International (CFAI) accreditation process.

Figure 1: Fire Master Plan Framework



### 3.1 Applicable Legislation

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In addition to the Community Risk Assessment, the analysis and findings of this fire master planning process have been informed by the applicable legislation including the FPPA, 1997 the OHSA, RSO 1990, guidelines as authored by the OFM, industry standards as authored by the NFPA, and Dillon's knowledge of current industry best practices, as garnered from our experience in working with other municipalities across Canada.

#### 3.1.1 Fire Protection and Prevention Act, 1997

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Within the Province of Ontario, the relevant legislation for the operation of a fire department is contained within the FPPA. In addition to promoting fire prevention and public safety, the FPPA is also the Act under which the Ontario Fire Code (OFC) is regulated. While all legislation should be read and understood in its entirety, the following are applicable sections of the FPPA for reference purposes to this fire master planning process.

Table 1: FPPA Definitions – Part 1

Part 2	Definitions
Definitions	<p>1.(1) In this Act,</p> <p>“fire chief” means a fire chief appointed under section 6 (1), (2) of (4);</p> <p>“fire code” means the fire code established under Part IV;</p> <p>“fire department” means a group of firefighters authorized to provide fire protection services by a municipality, group of municipalities or by an agreement made under section 3;</p> <p>“firefighter” means a fire chief and any other person employed in, or appointed to, a fire department and assigned to undertake fire protection services, and includes a volunteer firefighter;</p> <p>“Fire Marshal” means the Fire Marshal appointed under subsection 8 (1);</p> <p>“fire protection services” includes fire suppression, fire prevention, fire safety education, communication, training of persons involved in the provisions of fire protection services, rescue and emergency services and the delivery of all those Services;</p> <p>“municipality” means the local municipality as defined in the Municipal Act, 2001;</p> <p>“prescribed” means prescribed by regulation; and</p> <p>“regulation” means a regulation made under this Act.</p>
Automatic Aid Agreements	<p>(4) For the purposes of this Act, an automatic aid agreement means any agreement under which,</p> <p>(a) a municipality agrees to ensure the provision of an initial response to fires and rescues and emergencies that may occur in a part of another municipality where a fire department in the municipality is capable of responding more quickly than any fire department situated in the other municipality, or</p> <p>(b) a municipality agrees to ensure the provision of a supplemental response to fires, rescues and other emergencies that may occur in a part of another municipality where a fire</p>

Part 2	Definitions
	department situated in the municipality is capable of providing the quickest supplemental response to fires, rescues and other emergencies occurring in the part of the other municipality. 1997, c. 4, s. 1 (4).

Table 2: FPPA Definitions – Part 2

Part 2	Responsibility for Fire Protection Services
Municipal Responsibilities	2.(1) Every municipality shall: (a) establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention, and (b) provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.
Services to be Provided	(3) In determining the form and content of the program that it must offer under clause (1)(a) and the other fire protection services that it may offer under clause (1)(b), a municipality may seek the advice of the Fire Marshal.
Automatic Aid Agreements	(6) A municipality may enter into an automatic aid agreement to provide or receive the initial or supplemental response to fires, rescues and emergencies.
Review of Municipal Fire Services	(7) The Fire Marshal may monitor and review the fire protection services provided by municipalities to ensure that municipalities have met their responsibilities under this section, and if the Fire Marshal is of the opinion that, as a result of a municipality failing to comply with its responsibilities under subsection (1), a serious threat to public safety exists in the municipality, he or she may make recommendations to the council of the municipality with respect to possible measures the municipality may take to remedy or reduce the threat to public safety.

Part 2	Responsibility for Fire Protection Services
Failure to Provide Services	(8) If a municipality fails to adhere to the recommendations made by the Fire Marshal under subsection (7) or to take any other measure that in the opinion of the Fire Marshal will remedy or reduce the threat to public safety, the Minister may recommend the Lieutenant Governor in Council that a regulation be made under subsection (9).
Regulation	(9) Upon the recommendation of the Minister, the Lieutenant Governor in council may make regulations establishing standards for fire protection services in municipalities and requiring municipalities to comply with the standards.
Fire Departments	(1) A fire department shall provide fire suppression services and may provide other fire protection services in a municipality, group of municipalities or in territory without municipal organization. 1997, c. 4, s. 5 (1).
Same	(2) Subject to subsection (3), the council of a municipality may establish more than one fire department for the municipality. 1997, c. 4, s. 5 (2).
Exception	(3) The council of a municipality may not establish more than one fire department if, for a period of at least 12 months before the day this Act comes into force, fire protection services in the municipality were provided by a fire department composed exclusively of full-time firefighters. 1997, c. 4, s. 5 (3).
Same	(4) The councils of two or more municipalities may establish one or more fire departments for the municipalities. 1997, c. 4, s. 5 (4).
Fire Chief, Municipalities	6 (1) If a fire department is established for the whole or part of a municipality or for more than one municipality, the council of the municipality or the councils of the municipalities, as the case may be, shall appoint a fire chief for the fire department.

Part 2	Responsibility for Fire Protection Services
Responsibility to Council	6(3) A fire chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of fire protection services. <sup>2</sup>
Same	(2) The council of a municipality or the councils of two or more municipalities may appoint a fire chief for two or more fire departments.
Responsibility to Council	(3) A fire chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of fire protection services.
Powers of a Fire Chief	(5) The fire chief may exercise all powers assigned to him or her under this Act within the territorial limits of the municipality and within any other area in which the municipality has agreed to provide fire protection services, subject to any conditions specified in the agreement.

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<sup>2</sup> OFM Communique No. 2023-09 Interpretation of s.6(3) of the FPPA, issued September 6, 2023, clarifies that “While a municipality may choose to have the fire chief report through an administrative organizational structure, the fire chief remains accountable directly and individually to council for all aspects of fire safety and the delivery of fire protection services within the municipality.” The document also clarifies that “any consideration of these matters be risk-based, as communities are required under O. Reg. 378/18: Community Risk Assessments to use their community risk assessments to inform decisions about the provision of fire protection services by no later than July 1, 2024.”

Table 3: FPPA Definitions – Part 3

Part 3	Fire Marshal
Appointment of Fire Marshal	8 (1) There shall be a Fire Marshal who shall be appointed by the Lieutenant Governor in Council.
Powers of Fire Marshal	<p>9.(1) the Fire Marshal has the power,</p> <ul style="list-style-type: none"> <li>(a) to monitor, review and advise municipalities respecting the provision of fire protection services and to make recommendations to municipal councils for improving the efficiency and effectiveness of those services;</li> <li>(b) to issue directives to assistants to the Fire Marshal respecting matters relating to this Act and the regulations;</li> <li>(c) to advise and assist ministries and agencies of government respecting fire protection services and related matters;</li> <li>(d) to issue guidelines to municipalities respecting fire protection services and related matters;</li> <li>(e) to co-operate with anybody or person interested in developing and promoting the principles and practices of fire protections services;</li> <li>(f) to issue long service awards to persons involved in the provision of fire protection services; and</li> <li>(g) to exercise such other powers as may be assigned under this Act or as may be necessary to perform any duties assigned under this Act.</li> </ul>

Part 3	Fire Marshal
Duties of Fire Marshal	<p>9.(2) It is the duty of the Fire Marshal,</p> <p>(a) to investigate the cause, origin and circumstances of any fire or of any explosion or condition that in opinion of the Fire Marshal might have caused a fire, explosion, loss of life, or damage to property;</p> <p>(b) to advise municipalities in the interpretation and enforcement of this Act and the regulations;</p> <p>(c) to provide information and advice on fire safety matters and fire protection matters by means of public meetings, newspaper articles, publications, electronic media and exhibitions and otherwise as the Fire Marshal considers available;</p> <p>(d) to develop training programs and evaluation systems for persons involved in the provision of fire protection services and to provide programs to improve practices relating to fire protection services;</p> <p>(e) to maintain and operate a central fire college;</p> <p>(f) to keep a record of every fire reported to the Fire Marshal with the facts, statistics and circumstances that are required under the Act;</p> <p>(g) to develop and maintain statistical records and conduct studies in respect of fire protection services; and</p> <p>(h) to perform such other duties as may be assigned to the Fire Marshal under this Act.</p>

The FPPA includes a series of important O. Reg. that are very applicable to this fire master planning process including:

- O. Reg. 213/07 – OFC;
- O. Reg. 365/13 – Mandatory Assessment of Requests and Complaints;
- O. Reg. 364/13 – Mandatory Inspections and Fire Drills in Vulnerable Occupancies;
- O. Reg. 378/18 – CRA; and
- The new O. Reg. 343/22 – Firefighter Certification.

### 3.1.2 Occupational Health and Safety Act

The OHS Act, R.S.O. 1990 requires every employer to, “take every precaution reasonable in the circumstances for the protection of the worker”<sup>3</sup>. The OHS Act provides for the appointment of committees, and the Minister of Labour has established the Ontario Fire Services Section 21 Advisory Committee as the advisory committee to the Minister with the role and responsibility to issue guidance notes to address firefighter-specific safety issues within Ontario.

Firefighter safety must be a high priority considering all of the activities and services to be provided by a fire department. This must include the provision of department policies and procedures, or Operating Guidelines or alternatively Operating Procedures that are consistent with the direction of the OHS Act Section 21 Guidance Notes for the fire service.

### 3.2 Applicable Public Fire Safety Guidelines

The FPPA defines the roles and responsibilities of the OFM. This includes assigning specific powers to the OFM, such as: “To issue guidelines to municipalities respecting fire protection services and related matters”. At this time, the OFM is conducting a comprehensive review of all PFSGs. During this review process, the OFM has informed the fire service that the current PFSGs may be referred to for reference purposes. Where applicable, this FMP identifies relevant PFSGs for reference. Electronic copies of documents managed by the OFM, such as the existing PFSGs can be requested by emailing [AskOFMEM@ontario.ca](mailto:AskOFMEM@ontario.ca).

#### 3.2.1 Three Lines of Defence

Under the leadership of the OFM, the Province of Ontario has developed what is known as the Comprehensive Fire Safety Effectiveness Model (CFSEM) as detailed through PFSG 01-02-01. This includes a fire protection planning strategy known as the Three Lines of Defence. Historically, the fire service has focused on firefighters and fire suppression. The Three Lines of Defence model recognizes that there are proactive

<sup>3</sup> OHS Act, R.S.O. 1990, c. O.1 Part III s. 25(2)(h).

measures that can be taken to reduce the risk of a fire by reducing the probability of a fire occurring and reducing the consequences of the fire.

The Three Lines of Defence model includes:

1. Public Education and Prevention;
2. Fire Safety Standards and Enforcement; and
3. Emergency Response.

These are further defined as:

1. Public Education and Prevention:

As outlined by the OFM, Public Education and Prevention means educating residents of the community on means for them to fulfill their responsibilities for their own fire safety is a proven method of reducing the incidence of fire. Only by educating residents can fires be prevented and can those affected by fires respond properly to save lives, reduce injury and reduce the impact of fires.

2. Fire Safety Standards and Enforcement:

Ensuring that buildings have the required fire protection systems, safety features, including fire safety plans (FSP), and that these systems are maintained, so that the severity of fires may be minimized.

3. Emergency Response:

Providing well trained and equipped firefighters directed by capable officers to stop the spread of fires once they occur and to assist in protecting the lives and safety of residents. This is the failsafe for those times when fires occur despite prevention efforts.

The CFSEM emphasizes the importance and value of preventing a fire. This is important from both an economic and public safety perspective. At the same time, the CFSEM ensures an appropriate level of health and safety for firefighters. The model also recognizes that developing programs and providing resources to implement the first line of defence (a proactive public education and fire prevention program) can be the most effective strategy to reduce and potentially minimize the need for the other lines of defence.

The analyses and recommendations contained within this FMP prioritize the application of the “Three Lines of Defence” model for two main reasons. First, the scope of this FMP is not limited to fire suppression in that this plan also considers and provides a review of fire prevention and public education with consideration to optimizing the first two lines of defence. Second, this plan is informed by a Community Risk Assessment, as required by O. Reg. 378/18 Community Risk Assessments.

### 3.3 Applicable Industry Standards

The NFPA is an international non-profit organization that was established in 1896. The organization’s mission is to reduce the worldwide burden of fire and other hazards on the quality of life by providing and advocating consensus, codes and standards, research, training, and education. With a membership that includes more than 70,000 individuals from nearly 100 nations, NFPA is recognized as one of the world's leading advocates of fire prevention and an authoritative source on public fire safety.

NFPA is responsible for 300 codes and standards that are designed to minimize the risk and effects of fire by establishing criteria for building, processing, design, service, and installation in the United States, as well as many other countries. It has more than 200 technical code and standard development committees that are comprised of over 6,000 volunteer seats. Members vote on proposals and revisions in a process that is accredited by the American National Standards Institute (ANSI).

Over the past decade the Ontario fire service has been transitioning to the use of NFPA standards to guide many of the services provided.

An example of this is the transition process from the previous Ontario Fire Services Standards to the NFPA Professional Qualifications (NFPA Pro-Qual) Standards announced by the OFM in 2014. Where applicable, this FMP will identify the specific existing NFPA standards that have been referenced. Table 4 lists a sample of standards by division that may be described or referenced throughout this plan.

In April 2019 the NFPA Standards Council voted to support a consolidation plan to combine the Emergency Response and Responder Safety (ERRS) standards, best practices and guides, by topic, into consolidated standards. The consolidation process began in January 2020 and is expected to be completed by 2025. NFPA has identified the new draft standards that will consolidate the existing single standard. For example, a

new NFPA 1750 standard will consolidate existing NFPA 1201, NFPA 1710, NFPA 1720 and NFPA 1730. The new draft standards are identified within Table 4.

Table 4: Summary of Applicable NFPA Standards

Division	Applicable NFPA Standards [Consolidation Plan – New Draft Standard]
Fire Prevention	<ul style="list-style-type: none"> <li>• NFPA 1730 – Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations (2019 Edition) [NFPA 1750].</li> <li>• NFPA 1031 – Standard for Professional Qualifications for Fire Inspector and Plans Examiner (2014 Edition) [NFPA 1030].</li> <li>• NFPA 1035 – Standard for Professional Qualifications for Fire and Life Safety Educator, Public Information Officer, and Juvenile Firesetter Intervention Specialist (2015 Edition) [NFPA 1030].</li> <li>• NFPA 1033 – Standard for Professional Qualifications for Fire Investigator (2014 Edition) [single standard].</li> <li>• NFPA 1300 Standard on Community Risk Assessment and Community Risk Reduction Plan Development (2020 Edition) [NFPA 1300].</li> </ul>
Training	<ul style="list-style-type: none"> <li>• NFPA 1041 – Standard for Fire Service Instructor Professional Qualifications (2019 Edition) [NFPA 1020].</li> <li>• NFPA 1403 – Standard on Live Fire Training Evolutions (2018 Edition) [NFPA 1400].</li> </ul>

Division	Applicable NFPA Standards [Consolidation Plan – New Draft Standard]
Fire Suppression	<ul style="list-style-type: none"> <li>• NFPA 1710 – Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) [NFPA 1750].</li> <li>• NFPA 1001 – Standard for Firefighter Professional Qualifications (2019 Edition) [NFPA 1010].</li> <li>• NFPA 1021 – Standard for Fire Officer Professional Qualifications (2020 Edition) [NFPA 1020].</li> <li>• NFPA 1142 – Standard on Water Supplies for Suburban and Rural Fire Fighting (2017 Edition) [single standard].</li> </ul>
Communications	<ul style="list-style-type: none"> <li>• NFPA 1221 – Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems (2019 Edition) [NFPA 1225].</li> <li>• NFPA 1061 – Professional Qualifications for Public Safety Telecommunications Personnel (2018 Edition) [NFPA 1225].</li> </ul>
Mechanical	<ul style="list-style-type: none"> <li>• NFPA 1901 – Standard for Automotive Fire Apparatus (2016 Edition) [NFPA 1900].</li> <li>• NFPA 1911 – Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles (2017 Edition) [NFPA 1910].</li> </ul>

**3.3.1 National Institute of Standards and Technology**

The National Institute of Standards and Technology (NIST) was founded in 1901 as a non-regulatory agency within the United States (US) Department of Commerce. NIST's mission is to promote US innovation and industrial competitiveness by advancing measurement science, standards, and technology in ways that enhance economic security and improve our quality of life.

In April of 2010, NIST released their Technical Note #1661 "Report on Residential Fireground Field Experiments" reflecting a collaborative research analysis conducted by leading fire service agencies. The analysis within this report investigated the effects of



varying crew sizes, apparatus arrival times and response times on firefighter safety, overall task completion and interior residential tenability using realistic residential fires.

The result of a similar study identified in Technical Note #1797 “Report on High-Rise Fireground Field Experiments” was released in April 2013 that assessed the deployment of firefighting resources to fires in high-rise buildings. These studies are both examples of the technical research and analyses that are taken into consideration in order to develop and update the NFPA standards referenced within this FMP.

### 3.3.2 Commission on Fire Accreditation International

The Centre for Public Safety Excellence (CPSE) serves as the governing body for the two organizations that offer accreditation, education and credentialing: the Commission on Fire Accreditation International (CFAI) and the Commission on Professional Credentialing (CPC).

The CFAI defines itself as an organization that is committed to assisting fire and emergency service agencies throughout the world in achieving excellence through self-assessment and accreditation in order to provide continuous quality improvement and the enhancement of service delivery to their communities.

The objective of the CFAI program is to define an accreditation system that is a credible, achievable, usable, and realistic model. The ultimate CFAI goal is to provide an accreditation process to improve the abilities of municipalities to both understand and recognize their respective community fire risks, provide balanced public/private involvement in reducing these risks and improve the overall quality of life for community members using the accreditation model. Of importance to this fire master planning process is the CFAI strategy that seeks to achieve “continuous improvement” in the delivery of fire protection services.

The CFAI accreditation system is recognized as a current industry best practice within the fire service across North America. The CFAI strategy that promotes ongoing ‘continuous improvement’ is, in our view, an applicable strategic goal for all fire services. It is our understanding that the Town of Oakville and its fire department are working toward initiating the CFAI accreditation process. The FMP project was proactively scoped to align the development of the Community Risk Assessment and FMP as supporting documents to assist OFD in preparing the Standards of Cover and

Risk Assessment requirements of the CPSE accreditation process. The implementation of the CPSE accreditation process will require support and resourcing for the OFD. In preparation for the accreditation path being pursued, it is recommended that the Town of Oakville and OFD adopt the overarching objective of seeking continuous improvement as part of the proposed Strategic Fire Goals. This is discussed further in the following section.

### 3.4 Recommendations and Fire Strategic Goals

This FMP was prepared as a strategic planning tool to support senior staff and help guide Council decisions relating to fire protection and emergency services over the next ten-year community planning horizon. The introduction of new legislation including O. Reg. 378/18 – Community Risk Assessments now requires municipalities to consider fire-related risk identification and risk reduction strategies, such as those included in this FMP, to also guide their decision-making process.

The FMP identifies goals, strategies, recommendations, and actions to position OFD's services to meet the future needs of the growing community. Options and recommendations are presented for Council's consideration and approval to clearly communicate the level of fire protection services to be provided to the community, including where applicable, proposed performance benchmarks for ongoing monitoring and evaluation of the services to be provided.

To provide guidance and clarity around approval and implementation of the recommendations presented within this FMP a classification system has been included to identify the recommendations as either "recommendations" or "operational recommendations" that are defined as follows:

- **Recommendations:** These include recommendations that require consideration and approval related to a potential operating or capital financing impact or to inform a municipal policy decision including the setting of a municipal service level or where further direction to corporate staff may be needed.
- **Operational Recommendations:** These include recommendations that can be administered and implemented by the Fire Chief through the authority delegated to this position through By-Law 2020-078. In some cases, this may require the Fire Chief to prepare further documentation and internal reporting for approval.

An example of this is updating the current Establishing and Regulating By-law. This is a process that can be led by the Fire Chief, and senior corporate staff, and through normal reporting, be brought to Council for consideration and approval.

### 3.4.1 Fire Strategic Goals

Ultimately this fire master planning process is intended to provide a strong focus on developing and implementing strategies for providing the most effective and efficient delivery of fire protection services that provide the most value to a community. Through the experience of our clients, we have found that identifying strategic guiding principles, or Fire Strategic Goals, to guide the decision-making process is a valuable tool for a municipal Council when considering the recommendations of a Fire Master Plan.

Our analyses in preparing this FMP, including assessing compliance with applicable legislation, related reports and plans, current operations of the OFD, and knowledge of current industry best practices have been utilized to identify the following fire strategic goals for Council's consideration as part of this fire master planning process.

1. The Town of Oakville is committed to the use of its Community Risk Assessment, as required by O. Reg. 378/18, as a fire strategic goal, to assess the fire safety risks within the community as the basis for developing clear goals and objectives for all fire protection services provided by the Oakville Fire Department.
2. The Town of Oakville is committed to the optimization of the first two lines of defence, including the delivery of public education and fire prevention programs, and the use of fire safety standards and fire code enforcement as a fire strategic goal for the Oakville Fire Department in providing a comprehensive fire protection and risk-reduction program within the community.
3. The Town of Oakville will prioritize strategies that support continuous improvement in the delivery of sustainable fire protection services that provide the most effective and efficient level of services resulting in the best value for the community.
4. Town of Oakville supports the delivery of fire protection services required to meet the needs and circumstances of planned future community growth and intensification.

Recommendation #1: That the fire strategic goals presented within the proposed FMP be adopted in principle by Council to guide all decision-making related to the delivery of fire protection services within the Town of Oakville.

### 3.5 Stakeholder Consultation

Internal and external stakeholder consultation is a core component of a comprehensive fire master planning process. The project's scope of work included the following elements of stakeholder consultation:

- Interviews with Town and OFD staff;
- Interview with the Oakville Professional Firefighters Association Executive (Local 1582);
- Targeted interviews with community stakeholders;
- One online public survey; and
- One virtual/online public information session.

A summary of the results from the public consultation is attached as Appendix A. The involvement and engagement of staff and stakeholders in the FMP process aligned with the 'People Plan' key corporate objective.

### 3.6 Community Risk Assessment

This section summarizes the CRA process and how the risk conclusions (in essence [i.e.], identified risks or key findings) of the CRA inform the analyses of the existing, and future, fire protection needs of the Town of Oakville through the development of this FMP.

#### 3.6.1 Methodology

The CRA has been developed for the Town of Oakville to comply with O. Reg. 378/18: CRA, which requires municipalities in Ontario to identify fire-related risks within the community through a comprehensive analysis of nine mandatory profiles (shown in Figure 2). To assist municipalities and fire departments in the process to develop a CRA, the OFM has developed Technical Guideline-02-2019 (TG-02-2019), which recognizes the value of understanding community fire risk, and the importance of developing fire-risk reduction and mitigation strategies in addition to providing fire suppression services. The methodology and analysis utilized to develop a CRA for the Town of

Oakville has been directly informed by TG-02-2019, as well as other current industry standards and best practices.

### 3.6.2 Risk Prioritization

The mandatory profile analysis resulted in a series of risk conclusion. These risk conclusions are referred to as a 'Key Finding' or an 'Identified Risk'. Risk conclusions referred to as an 'Identified Risk' were taken through a risk assignment process based on their probability and consequence as referred to within TG-02-2019. This resulted in each risk having a risk level (exempli gratia [e.g.], low, moderate, or high) assigned to assist in the prioritization of risks as part of this FMP.

### 3.6.3 Risk Treatment Process

All risk conclusions were taken through a risk treatment process and aligned with the three lines of defence in order to inform the analysis and recommendations within this FMP. The risk treatment process is presented within Figure 2. The risk treatment processes is connected to two Fire Strategic Goals 1 and 2, as outlined in Section 3.4.1.

As detailed in the CRA, the risk treatment process includes the application of risk treatment options as identified in TG-02-2019 (and best practices such as NFPA 1300 the Standard on Community Risk Assessment and Community Risk Reduction Plan Development).

The risk treatment options include:

- Avoid: Implementing programs and initiatives to prevent a fire or emergency from happening;
- Mitigate: Implementing programs and initiatives to reduce the probability and/or consequence of a fire or emergency;
- Accept: No specific programs or initiatives will be implemented. Accept the risk and respond if it occurs; and
- Transfer: Transfer the impact and/or management of the risk to another organization or body.

In addition to the four risk treatment options, each risk conclusion was reviewed through the lens of the "Five Es" as outlined in NFPA 1300, and the Institution of Fire

Engineers' Vision 20/20 National Strategy for Fire Loss Prevention. They include the following, which are also presented in Figure 2:

- Education: influences audiences to refrain from risky or unhealthy behavior or take positive action to reduce risk;
- Enforcement: reduces risks through enforcing legislation through inspections and fines for noncompliance;
- Engineering: includes incorporating new products and technology to modify the environment to prevent or mitigate injuries and deaths;
- Economic Incentives: are typically offered to encourage better choices and changes in behaviour; and
- Emergency Response: effective emergency response can mitigate the effects of unintentional injuries and save lives.

After the application of the risk treatment options and Five Es, the risk conclusions can be aligned with the three lines of defence. Where applicable, these risk conclusions are referenced throughout this FMP through the application of the Three Lines of Defence model.

The Three Lines of Defence model recognizes that there are steps that can be taken to reduce the risk of a fire including the probability of a fire occurring and the consequence of that fire.

The results of the risk treatment process for both the Identified Risks and the Key findings are shown in Table 5 and Table 6. The process and results are presented in a matrix format to indicate the ways in which the risks can be addressed by OFD and ultimately for consideration within the analysis and recommendations of this FMP.

The Community Risk Assessment incorporates consideration of existing climate change risks and impacts on emergency service needs, within the Hazard Profile, Geographic Profile, as well as Past Loss and Event History. This aligns with the Town's key corporate objective of Climate Action.

Figure 2: Risk Conclusions Application Process

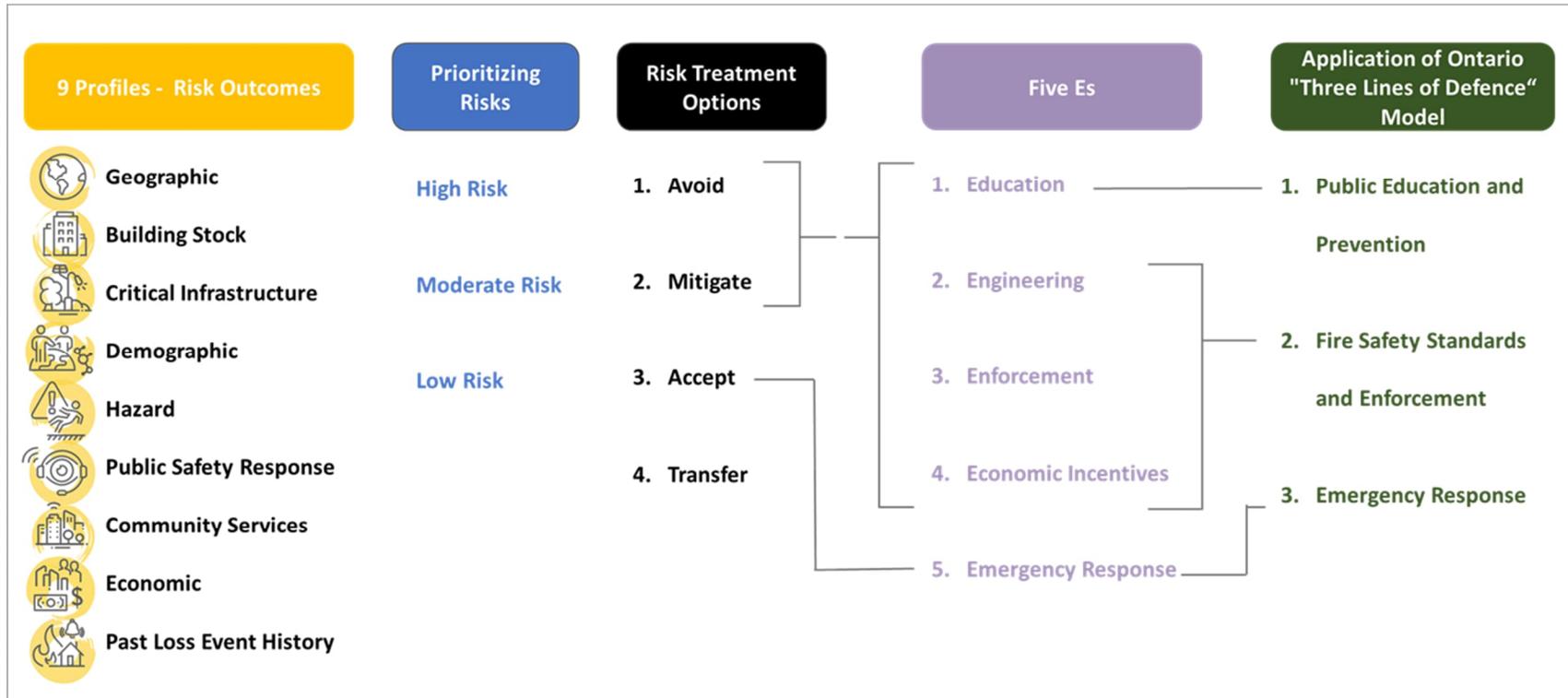


Table 5: Treatment Options and Five E's Categorization – Identified Risks

Profile	Identified Risk	Risk Level	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education for consideration within the proposed Public Education Program	Enforcement for consideration within the proposed Inspection and Enforcement Program	Engineering for consideration within the proposed Inspection and Enforcement Program	Economic Incentive for consideration within the proposed Inspection and Enforcement Program	Emergency Response for consideration within the proposed Emergency Response Program
Geographic	Motor vehicle-related incidents on the existing road network represent 87.9% (2,149) of all rescue responses of the Oakville Fire Department.	High	Accept	No	No	No	No	Yes
Geographic	The presence of 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua's Creek flooding in low-lying areas.	Low	Mitigate Accept	Yes	No	No	No	Yes
Geographic	The presence of waterways within the Town, such as 12 Mile Creek, 14 Mile Creek, 16 Mile Creek and Joshua's Creek, creates a potential need for specialized ice and water rescue Services.	Low	Mitigate Accept	Yes	No	No	No	Yes
Building Stock	Group C – Residential Occupancies represent 91.77% of the Town's existing building stock, and over the five-year period from January 1, 2016, to December 31, 2020 were associated with 77.1% of the structure fires within the Town.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The 2021 Census data indicates that 27.03% of the Town's Group C-Residential building stock was built prior to the introduction of the 1981 OFC.	High	Mitigate Accept	Yes	Yes	No	No	Yes
Building Stock	The Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level 18 metres (59 feet) above grade, or six storeys. These buildings are distributed throughout the urban area	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Identified Risk	Risk Level	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education for consideration within the proposed Public Education Program	Enforcement for consideration within the proposed Inspection and Enforcement Program	Engineering for consideration within the proposed Inspection and Enforcement Program	Economic Incentive for consideration within the proposed Inspection and Enforcement Program	Emergency Response for consideration within the proposed Emergency Response Program
Building Stock	The Town has 217 buildings with a total building area (footprint) that exceed 50,000 square feet (4,655 square metres). These buildings are predominantly located in the Business Industrial and Employment Corridor land use designations along the Queen Elizabeth Way (QEW), Highway 403, Bristol Circle, Cornwall Road, and Speers Road.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The Town of Oakville currently has 59 registered vulnerable occupancies.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Demographic	Seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the Province based on residential fire death rate. According to the 2021 Census, seniors represent 15.7% of the Town's total population.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Most reported fire related civilian injuries (24) occurred in Group C – Residential Occupancies.	High	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the leading cause of unintentionally set fires was due to misuse of ignition source at 29.0% (91 fires), compared to 29.5% in the Province.	Moderate	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Identified Risk	Risk Level	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education for consideration within the proposed Public Education Program	Enforcement for consideration within the proposed Inspection and Enforcement Program	Engineering for consideration within the proposed Inspection and Enforcement Program	Economic Incentive for consideration within the proposed Inspection and Enforcement Program	Emergency Response for consideration within the proposed Emergency Response Program
Past Loss and Event History	Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the second most common cause of unintentionally set fires was due to mechanical/electrical failure at 16.6% (52 fires), compared to 15.3% in the Province.	Moderate	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Table 6: Treatment Options and Five E’s Categorization – Key Findings

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Geographic	Bridges, with restrictions or closures, have the potential to reduce the connectivity of the Town’s road network resulting in the potential for delays in emergency response times.	Accept	No	No	No	No	Yes
Geographic	Grade-level rail crossings could create a physical barrier to the connectivity of the Town’s road network that can potentially result in delays in emergency response times.	Accept	No	No	No	No	Yes
Building Stock	The Town includes areas of building stock that have higher density and, as such, greater potential for exposure in the event of a fire.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The Town has several areas of new construction that can be assumed to include lightweight wood frame construction.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	OFD identified 35 High Hazard Occupancies within Oakville.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	In addition to registered vulnerable occupancies, the Town has 85 schools and 122 identified licensed daycares, representing higher fire life-safety risks due to the number of children attending these facilities.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Building Stock	The Town has identified a number of vacant buildings that may pose a fire risk.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Building Stock	There are a great number of identified heritage buildings within Oakville, many of which were constructed prior to the introduction of the OFC.	Mitigate Accept	Yes	Yes	Yes	No	Yes
Demographic	The 2021 Census data indicates that children aged 14 and under represent 18.0% of the Town's total population.	Mitigate Accept	Yes	No	No	No	Yes
Demographic	Of the Town's total population, 13.1% fall into the age range of 55 to 64, representing a cohort aging towards the seniors demographic of 65 years or older.	Mitigate Accept	Yes	No	No	No	Yes
Demographic	The Town's commuter population presents a factor that may impact traffic congestion, and the potential occurrence of motor vehicle accidents within the Town.	Accept Transfer	No	No	No	No	Yes
Hazard	The Town's 2013 HIRA identifies hazards that could each impact the ability of the Town to deliver fire protection services.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Economic	The Town has identified top employers that contribute to the economic vitality of the community. If a fire were to occur at one of these facilities it could have a negative impact on the financial well-being of the Town.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, the Town averaged 63 structure fires per year.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group C – Residential Occupancies account for 77.1% of total structure fires within the Town, which is 3.7% higher than the Province.	Mitigate	Yes	Yes	Yes	No	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group E – Mercantile Occupancies account for 6.1% of total structure fires within the Town, which is 2.7% higher than the Province.	Mitigate	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of cooking equipment, which is 10.5 percentage points higher than the Province (16.9%).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of “miscellaneous”, which is 17.3 percentage points higher than the Province (10.1%).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 13.7% of fires had a reported ignition source of open flame/tools/smokers articles, which is 0.3 percentage points lower than the Province (14.0%).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

Profile	Key Finding	Risk Treatment Option: Avoid Mitigate Accept Transfer	Education For consideration within the proposed Public Education Program	Enforcement For consideration within the proposed Inspection and Enforcement Program	Engineering For consideration within the proposed Inspection and Enforcement Program	Economic Incentive For consideration within the proposed Inspection and Enforcement Program	Emergency Response For consideration within the proposed Emergency Response Program
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 14.0% of incidents did not have a smoke alarm present (compared to 17.4% in the Province).	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Over the five-year period from January 1, 2016, to December 31, 2020, 47.1% of the fire loss incidents in Group C – Residential occupancies had a smoke alarm present and operating compared to 44.6% in the Province.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	Over the period from January 1, 2015, to December 31, 2021, the volume of emergency calls responded to by the Oakville Fire Department modestly increased between 2015 and 2021.	Mitigate Accept	Yes	Yes	Yes	No	Yes
Past Loss and Event History	For the period from January 1, 2016, to December 31, 2020, the highest percentage of emergency call volume responded to by Oakville Fire Department as defined by the OFM response types was medical/resuscitator calls representing 51.5% of total emergency call volume.	Accept	No	No	No	No	Yes
Past Loss and Event History	For the period from January 1, 2016, to December 31, 2020, the second highest percentage of emergency call volume responded to by Oakville Fire Department as defined by the OFM response types was false fire calls representing 14.8% of total emergency call volume.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes
Past Loss and Event History	There are multiple areas with a high concentration of all emergency incident types, with the most notable area being centered around Kerr Street Village and downtown Oakville, north of Fire Station 3.	Mitigate Accept	Yes	Yes	Yes	Yes	Yes

## Oakville Fire Department Overview

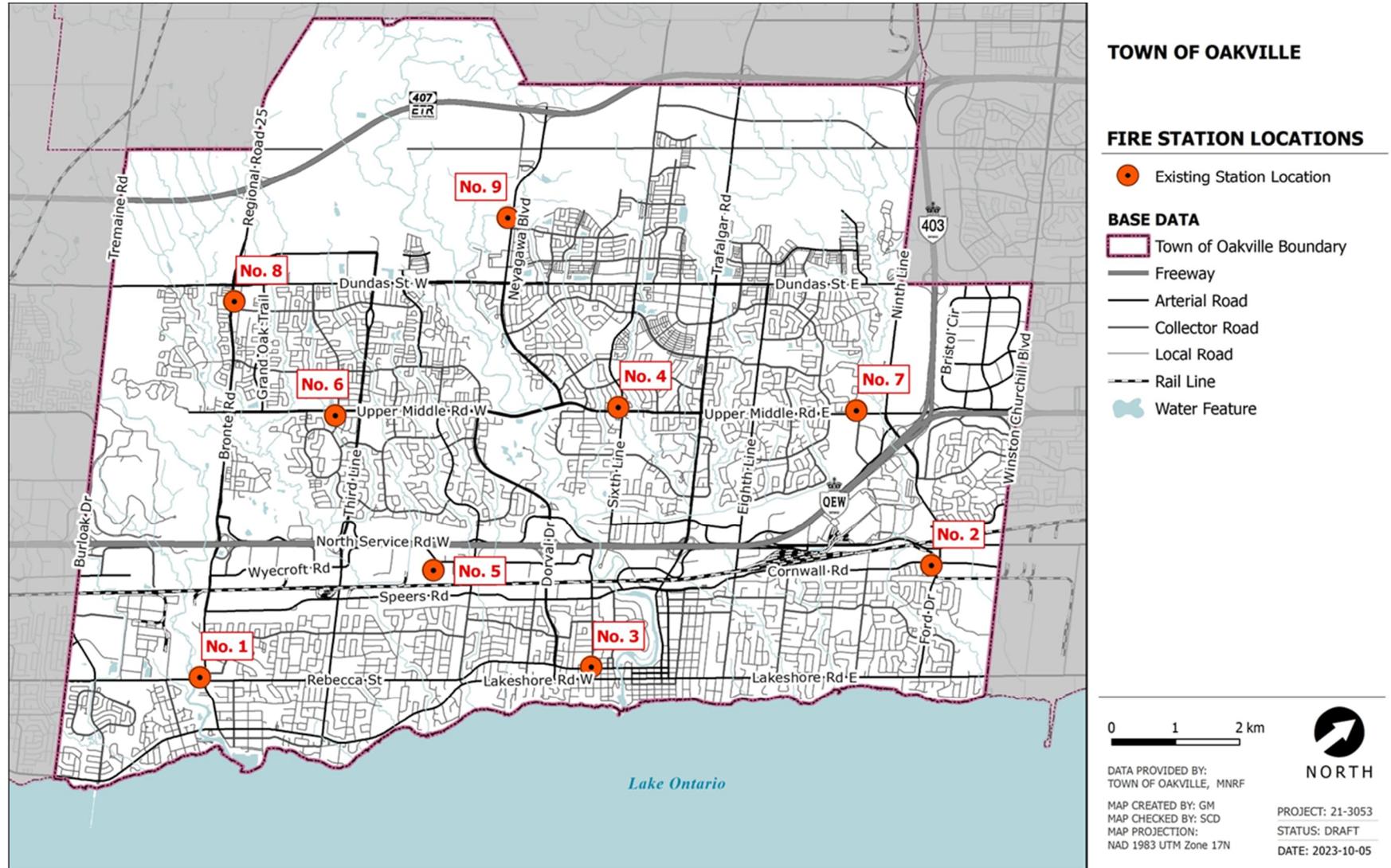
The OFD is recognized within the industry as being a “Career Fire Department”<sup>4</sup>. This definition is based solely on the fire suppression deployment capabilities of the fire department that utilizes career (full-time) firefighters who are immediately available to deploy full-time firefighters, comprising at least 50% of an initial full alarm assignment. Currently, the OFD utilizes only full-time firefighters; therefore, the current fire suppression deployment model is 100 percent comprised of full-time firefighters.

The OFD is organized into four divisions: administration, fire prevention and public education, training, and fire suppression. The current total complement of staff is 264 full-time equivalent positions, including four non-union management positions, two non-union Administration Assistants, one Administrative Clerk (covered by Canadian Union of Public Employees [CUPE] Local 1329) and 257 uniformed staff who are all members of the Oakville Professional Fire Fighters’ Association (OPFFA), Local 1582. The OFD provides a wide range of fire protection services to the community, including public education programs, fire inspections and emergency response (including medical calls, motor vehicle collisions, and fire-related incidents). The current fire suppression deployment model utilizes nine fire stations strategically located throughout the urban area of the Town. Figure 3 illustrates the geographical locations of the Town’s nine current fire stations.

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<sup>4</sup> National Fire Protection Association – NFPA Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the public by Career Fire Departments – Chapter 3 Definitions, Section 3.3.13 Career Fire Department.

Figure 3: Current Town of Oakville Fire Station Locations



## 5.0

## Administration Division

This section of the FMP outlines the responsibilities of the Administration Division. This division offers strategic guidance, overall management, and administration of the Oakville Fire Department. The section also covers the department's organizational structure, vision and mission, management roles and responsibilities, applicable by-laws, current service agreements, standard operating guidelines, and records management procedures.

## 5.1

### Existing OFD Organizational Structure

Figure 4 illustrates the existing organizational and reporting structure of the OFD. Within this existing organizational structure, the Fire Chief and three Deputy Fire Chiefs are the only non-union management positions. This structure places a significant amount of workload on these positions to oversee a unionized workforce of 257 staff, including the strategic and daily responsibilities for delivering services to the public in the presence of a collective agreement.

The OFD management structure provides for three Deputy Fire Chiefs:

- Deputy Fire Chief – Public Education/Fire Prevention and Emergency Management;
- Deputy Fire Chief – Training Division; and
- Deputy Fire Chief – Operations.

The current organizational structure includes 12 full-time staff assigned to the Public Education/Fire Prevention Division, five full-time staff assigned to the Training Division, and 240 full-time staff assigned to the Fire Suppression Division. Table 7 illustrates the distribution of the existing full-time staff by division.

Figure 4: Existing OFD Organizational Structure

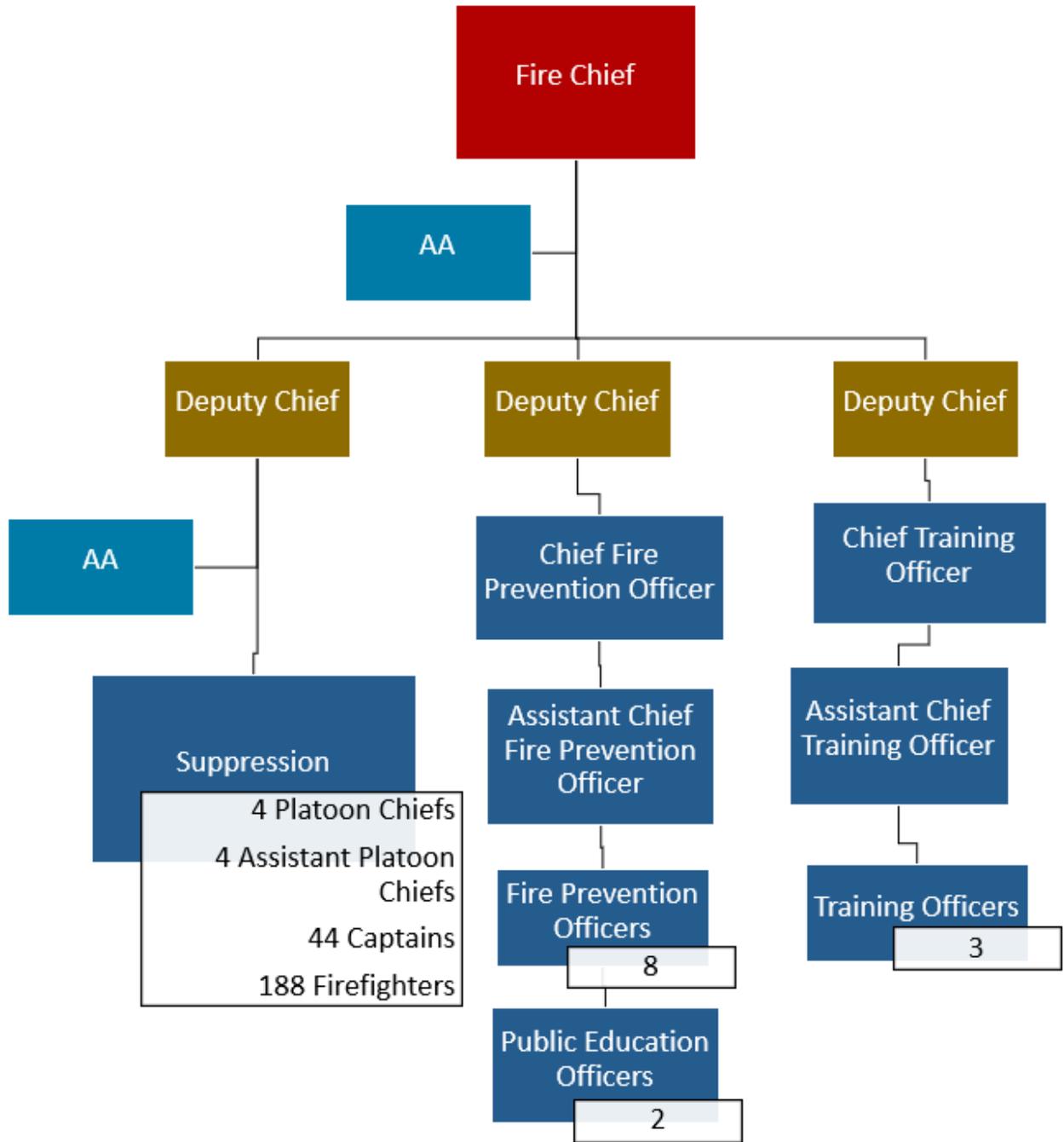


Table 7: Existing OFD Staff Resources

Division	Role	Number of Full-time Staff Resources	Union/Non-Union Position
Administration	Fire Chief	1	Non-Union
Administration	Deputy Fire Chief	3	Non-Union
Administration	Administrative Assistant	2	Non-Union
Fire Suppression	Platoon Chief	4	Local 1582
Fire Suppression	Assistant Platoon Chief	4	Local 1582
Fire Suppression	Captains	44	Local 1582
Fire Suppression	Firefighters	188	Local 1582
Fire Suppression	Suppression Technician	1	Local 1582
Training	Chief Training Officer	1	Local 1582
Training	Assistant Chief Training Officer	1	Local 1582
Training	Training Officer	3	Local 1582
Fire Prevention and Public Education	Chief Fire Prevention Officer	1	Local 1582
Fire Prevention and Public Education	Assistant Chief Fire Prevention Officer	1	Local 1582
Fire Prevention and Public Education	Fire Prevention Officer	8	Local 1582
Fire Prevention and Public Education	Public Education Officer	2	Local 1582
Fire Prevention/ Training	Administrative Clerk	1	CUPE 1329
<b>Total</b>		<b>264</b>	

## 5.2

## OFD Mission Statement and Vision Statements

The OFM's PFSG 03-02-13 "Master Planning Process for Fire Protection" recognizes the importance of a mission statement for a fire department. A mission statement is intended to communicate the primary goal that members of the department are committed to achieving. Effective mission statements identify what an organization does, who it does it for, and how it does it.

The mission statement of the Oakville Fire Department is:

Our mission is to preserve and protect life, property, and the environment, with a commitment to community risk reduction through an all-hazards service delivery in a responsible and sustainable manner. We will serve our inclusive community with the values of Pride, Courage, Compassion and Unity.

Mission statements are intended to be short, clear, and powerful in defining an organization's purpose and primary objectives. They are intended to express why the organization exists to both internal and external stakeholders. The current mission of OFD reflects these current industry best practices.

A vision statement is a high-level statement describing what an organization desires to achieve. It is typically linked with its mission statement to complement each other. The vision statement for Oakville Fire Department is:

To provide excellence in service delivery from all divisions focused on fire prevention, public education, and fire suppression through innovation, community risk reduction, and with diverse high-performing teams in a vibrant and livable community for all.

The current Mission statement for the OFD was updated in 2023 to better reflect the OFM's "Three Lines of Defence", which reflects current industry best practices and what a fire department should be achieving in today's work environment. There is also alignment with the Town of Oakville's corporate vision and mission statements and the Oakville Fire Department's updated versions.

### 5.3 OFD Senior Management Team

The OFM's Senior Management Team is currently composed of four individuals: the Fire Chief and three Deputy Fire Chiefs. The management team responsible for overseeing everyday operations such as emergency management, budgeting, purchasing, and labour relations. Their primary objective is to maintain and enhance the level of fire protection services provided to the community by developing and implementing effective strategies to achieve the department's mission and vision statement.

#### 5.3.1 Fire Chief

In the Town of Oakville, the responsibilities and authority of the Fire Chief are clearly defined within the Fire Service Establishing and Regulating By-law (By-Law 2019-071) attached to this FMP as Appendix B. Corporately, the Fire Chief reports to the

Commissioner of Community Services and is responsible for administering the operation of the fire department as defined through By-Law 2019-071. The Fire Chief was appointed by Council through By-Law 2020-078, which provides the Fire Chief with the authority to fulfill his roles and responsibilities as designated and defined within the FPPA: “the Fire Chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of fire protection services”<sup>5</sup>.

### 5.3.2 Deputy Fire Chiefs

The current organizational structure of the OFD includes three full-time Deputy Fire Chiefs. The Deputy Fire Chief – Fire Prevention and Public Education has direct responsibility for Public Education/Fire Prevention Division and Emergency Management, while the second Deputy Fire Chief – Training is responsible for the Training Division, Communications/Dispatch and is the liaison for the contracted Fleet Services. The third Deputy Fire Chief – Operations is responsible for the Suppression Division and facility management. All three Deputies report directly to the Fire Chief and share one job description outlining the generic common areas of responsibilities for a Deputy Fire Chief.

Examples of the core responsibilities of the position of Deputy Fire Chief:

#### 5.3.2.1 Deputy Fire Chief

- Provides day-to-day supervision of direct subordinates;
- Provides input to annual work plans and budgets;
- Recommends to the Fire Chief new/revised policies, procedures and work processes;
- Commander-in-Chief (alternate to the Fire Chief);
- Participation in ongoing analysis of fire causes and public security interventions to determine revisions/ improvements required in departmental policies and programs;
- Maintains effective working relationships with internal and external agencies;
- Maintains effective relationships with the public;
- Maintains effective working relationships and harmonious labour relations;
- Participates on committees; and
- Manages special projects as assigned.

<sup>5</sup> Fire Protection and Prevention Act, Section 6(3).

Our review of the Fire Chief and Deputy Fire Chiefs' present duties and responsibilities reveals that the management team has been operating at maximum capacity to manage the workload, tasks and obligations that are currently assigned to them. This can be attributed to the department's continued growth, additional reporting requirements, and the need for greater performance management. However, it can also be associated with a work environment that includes the oversight of a large, unionized workforce and the resulting labour relations. With the growth of the department comes a significant increase in the financial budgets. The OFD has the largest operating budget in the Town of Oakville, with the 2023 approved budget coming in at approximately 43.1 million which represents 11% of the Town of Oakville's overall operating budget. The Fire Chief is ultimately responsible to prepare and manage the budget, and traditionally, this responsibility is shared among the management team along with their other duties.

The demand for human resources management of staff has also grown for the OFD with the significant growth in staff and new programs implemented by the Town's corporate Human Resources, for which the individual departments are responsible for managing. The administration of the staff is split into the department's divisions for the Deputy Chiefs to manage. For the Fire Prevention and the Training divisions, the human resources roles are manageable. The Suppression Division, on the other hand, has grown to 240 staff, with increased human resources needs. The majority of the human resources-related activities fall to the Deputy of Suppression, with some assistance from a Human Resources Analyst who is assigned to OFD, this task becomes an overwhelming portion of the responsibility of the Deputy Chief that was not as significant 10 to 15 years ago.

A review of the senior management team's responsibilities would be beneficial to ensure the workload is achievable while allowing the senior management team to be able to be proactive in setting and achieving short, medium, and long-range strategic planning goals for the division and the department.

### 5.3.3 Job Descriptions – General

Our review of the job descriptions provided for the positions of Fire Chief and Deputy Fire Chief has identified that the job descriptions are outdated, last revised in 2004. As previously identified, the Deputy Fire Chiefs share a generic job description which does not thoroughly outline their areas of responsibilities. Although the generic job

descriptions may still be relevant, in our experience the positions of Fire Chief and Deputy Fire Chief are commonly required to take on additional responsibilities which are not in their job description, creating job description scope creep. This is not uncommon in today's continuously changing administrative requirements from the Municipality and or additional obligations downloaded from the Ontario Fire Marshal's Office.

The job descriptions for the positions of Administrative Assistants (non-union) indicate they are relatively current after being reviewed in 2019.

Our review of additional documents provided for the positions of Platoon Chief, Captain, Firefighter, Chief Training Officer, Training Officer, CFPO, Fire Prevention Officer, are all dated (last revised in 2004). The job description for the position of Public Education officer is current, along with the position of Self-Contained Breathing Apparatus (SCBA) Technician.

It is good practice to review job descriptions on a regular basis to ensure they reflect the actual responsibilities of the position. As such, we are recommending that consideration be given to reviewing and revising the existing job descriptions for all OFD positions following Council's review and approval of this FMP.

Operational Recommendation #1: That the job descriptions for Oakville Fire Department's Senior Management Team be reviewed and revised to clearly define the roles and responsibilities for their current duties.

Operational Recommendation #2: That the job descriptions for all positions covered by the Oakville Professional Firefighters Association be reviewed and updated.

#### 5.4 OFD Administrative Support

Administrative support for the OFD is provided by two Administrative Assistants (non-union) supporting Fire Management and one Administrative Clerk supporting Fire Prevention and Training.

The two Administrative Assistants who support fire management have distinctly different primary responsibilities; however, they share the following administrative functions:

- Responsible for providing confidential administrative support to the Fire Chief and Deputy Chiefs;
- Maintain and manage confidential correspondence and information related to employee records;
- Review and process requests from police services and submit camera footage information to Information Systems and the Clerks departments;
- Represent the Town in a professional and courteous manner;
- Respond to internal and external communication with incoming calls, all visitors and 258 internal staff inquiries;
- Oversee the investigation and rectification of problems. Liaise with other departments to maintain effective operations;
- Provide effective frontline customer service with telephone and reception;
- Arrange, schedule, and book appointments, including management meetings, inclusive of minutes and related correspondence;
- Manage the confidential corporate filing system while ensuring compliance with the Council-approved by-law;
- Represent the fire department as a member of the corporate Communication Resource Exchange Support Team (CREST) organization by attending quarterly meetings and mandatory training;
- Organize fire department special events/station openings;
- Coordinate, process and distribute incoming and outgoing mail and courier services;
- Manage the purchase, stocking, and distribution of all office supplies/requirements;
- Program the sign at Station 3 with public education and information messages;
- Evacuate offices as fire warden when the alarm sounds; and
- Perform other duties/special projects as assigned.

The job descriptions for two Administrative Assistants supporting fire management were reviewed and updated in October 2019. Although they share common responsibilities, as previously mentioned, they primarily spend most of their time performing distinctly different work. A high-level summary outlining the major responsibilities are as follows:

Administrative Assistant A – (currently the Senior Administrative Assistants):

- System administrator and technical advisor for Telestaff (Automated attendance, scheduling, and payroll software solution);

- System administrator for FDM Records Management Software (RMS);
- Vacancy and attendance management;
- Finance and payroll;
- Data analytics of department software;
- Web-writer and publisher for department web page; and
- Ministry of Transportation – Authorized individual responsible for extracting information related to department staff.

#### Administrative Assistant B:

- Facilities Management: department liaison for preventive maintenance and station deficiencies;
- Uniforms quartermaster;
- Finance: manage the day to day purchasing activity documentation and reconciliation;
- FDM Software Administrator: new employees, FDM Mobile Inspection APP and report builder;
- Occupational Health and Safety Committee Support; and
- Emergency Management support.

The Administrative Clerk responsible for supporting Fire Prevention and Training covers both divisions on a shared basis. The model is designed to have the clerk divide their time equally between each of the divisions. The primary responsibilities of the Administrative Clerk are:

- Provide day-to-day administrative clerical and customer support services for Training and Fire Prevention Divisions;
- Manage responses from telephone, email, and in person inquiries;
- Create correspondence, staff reports and forms;
- Complete Freedom of Information (FOI) search requests and associated documentation;
- Attend meetings, develop agendas, and take minutes;
- Assist in the coordination, planning and execution of fire department events;
- Support Training course delivery for OFD and Regional Training Centre (RTC) offerings;
- Book rooms for workshops, meetings, and conferences;

- Update and maintain filing systems;
- Compile statistics and generate weekly, monthly, and annual reports;
- Process Purchasing Card Operating System (PCOS) and other financial applications;
- Invoice and reconcile receivables from Fees for Service By-Law;
- Liaise with the Ministry of Transportation for billing and cost recovery;
- Assist with the preparation and organization of manuals pre-course materials, public education materials, etc.;
- Manage facility rental inquiries, scheduling, and bookings;
- Maintain Fire Route By-Law documentation; and
- Provide backup and support for other administrative staff.

#### 5.4.1 Administrative Support Workload/Confidentiality

The research and analysis to prepare this FMP indicates the effort required to maintain the present reporting requirements of the OFD is continuously growing, along with the growth of the divisions within the OFD. Recent legislative changes necessitate greater effort, record keeping, and reporting on the part of the OFD in order to maintain compliance. Examples of these areas include firefighter training programs and record keeping, fire inspections and issuance of fire code charges and prosecution, invoicing for cost recovery and code enforcement violations, as well as general public reporting. All of these activities are increasing the administrative demands and strain on fire departments across the province.

The growth of the administrative support team in the OFD has not kept up with the workload required to support the increased reporting requirements or the growth of the overall department and the divisions. The Administrative support team has remained the same size since 2010, when the administrative support team was reduced in size by one Administrative Clerk (Fire Prevention). In addition to the administrative support team being reduced by one in 2010, a significant additional workload transitioned to the administrative support team with the retirement of the Analyst – Fire Prevention in January 2018. The Analyst managed all cost recovery invoicing for the MTO and Fees for Services generated by the Suppression Division responses, such as in-town vehicle accident cost recovery and hazardous material response cost recovery. Upon the retirement of this individual, the contract between the Corporation of the Town of Oakville and the Oakville Professional Fire Fighters Association stipulated the position would expire, and the position would be replaced with a fire prevention officer.

This resulted in the workload of this full-time FTE being distributed among the administrative support team members.

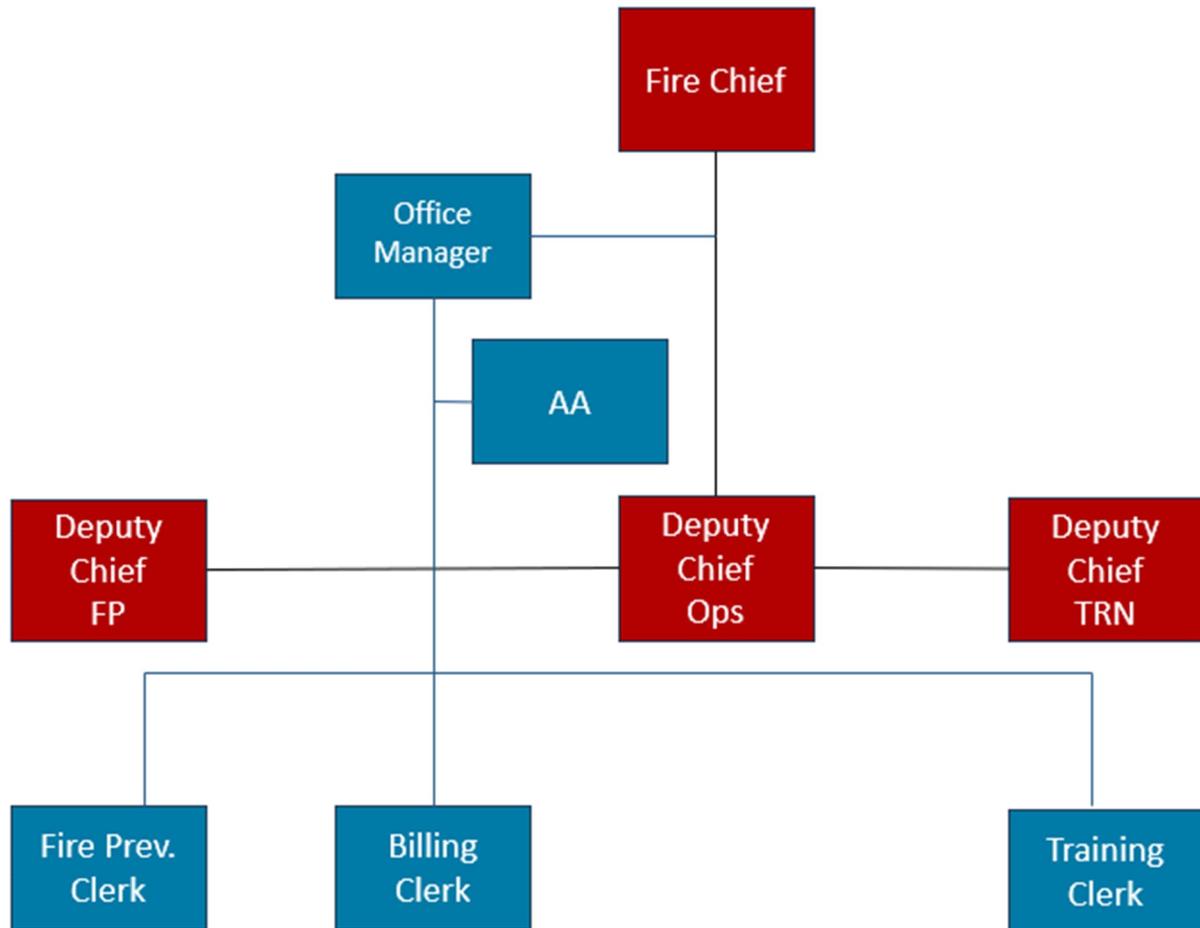
The OFD is primarily funded through the property tax portion of the Town's revenue collection, with a small portion of the OFD's budget relying on fees for service revenue (approximately \$300,000). The Administrative Clerk for Training and Prevention is responsible for collecting the required data to support the invoicing, prepare and send out the invoices and reconcile them. This revenue, although very small compared to the overall budget, is relied upon in the OFD's budget. In January/February 2023, a loss of revenue due to late or incorrect information resulted in the rejection by the MTO in the amount of \$60,000 of fees for service income. Fees for Service data collection and invoicing is a small but important part of the budget for the OFD.

The OFD, over the years, has managed to do more with less administratively, however, with a 21 % growth of the department over the past 13 years, the reduction of administrative support staff, and the additional duties added to the team in January 2018, a significant strain has been put on the Administrative Support team to manage all of their current workload and responsibilities.

Through the analysis of the Administrative Support team, we recommend that consideration be given to restructuring the Administrative Support Team for the OFD. This should be done in concert with the review of the Fire Management Team workload to ensure any commonalities between the two are connected in the restructuring.

A proposed Administrative Support Team structure is identified in Figure 5 below.

Figure 5: Proposed Administrative Support Team Structure



The suggested model to manage the administrative support team and provide capacity for the needs of the growing OFD would be to:

- Split the workload of the Fire Prevention and Training Administrative Clerk into two positions, with a dedicated administrative resource to support each respective division. This will be important in the future as the Fire Prevention Division moves their office space from the Training facility grounds to the future permanent Fire Station 9 and the workspace of these two divisions is no longer shared. The administrative support for each division would then be located with their assigned division.
- Create a Billing Clerk position to manage all fees for service invoicing, and reconciliation, and manage all public inquiries and complaints for fees and services.

This will centralize all fees for service processes to one individual to manage and answer public inquiries and or complaints.

- Fill the current Data Analyst/Software Support position as recommended in the 2016 FMP to ensure the department's software is maintained and to provide empirical data for the department's key performance indicators (KPIs) and decision-making.
- Maintain one Administrative Assistant for Fire Administration and convert one of the existing Administrative Assistants into an Office Manager who would be responsible to manage and supervise the overall Administrative Support team for the OFD and provide administrative support for human resource and finance related functions of the department.

With the reorganization, it is vital to establish a cross-training program for the Administrative Clerks, Billing Clerk, and Administrative Assistants to ensure there is seamless coverage for all approved leaves to maintain workload continuity.

With the suggested restructuring, it is recommended the OFD undergo a review of the workload of the Fire Management team and current Administrative Support teams to distribute the work to the appropriate positions. The proposed administrative structure would ensure the Fire Chief and Deputy Fire Chiefs are able to become more proactive in their respective divisional assignments and look to develop short, medium, and long-term strategic goals for their divisions. The restructuring would also streamline the work process for the administrative support team and provide divisional staff, such as Chief and ACFPO, Public Educators, Fire Prevention Officers, the Chief and ACTOs and Training Officers more time to be proactive in their responsibilities and spend less time performing clerical work. In our view, the restructuring and creation of these new positions would have significant positive impact on the workload of the personnel in Fire Management and in both the Training and Fire Prevention Divisions.

The overall cost to the Town of Oakville for the restructuring the administrative support team would be operating costs associated with two new full-time equivalent (FTE) positions (e.g., Administrative Clerk and Billing Clerk), filling the Data Analyst position, and the salary differential between an Administrative Assistant and an Office Manager. A potential offset of the Billing Clerk position salary and benefits could be achieved through a business model where the revenue collected through the Fees for Service invoicing would support the salary and benefits for the position or multiple positions established in the reorganization.

Recommendation #2: That consideration be given to the reorganization of the Administrative Support team as identified in within this FMP.

## 5.5 Municipal By-laws

Municipalities are permitted to create By-Laws for the operation of their fire departments and other municipal services, as outlined in the Municipal Act and the FPPA. By-laws serve as a means of communicating the level of service that a municipality intends to provide to its community, as well as granting municipal staff the authority to provide such services while ensuring that they meet the prescribed service standards. Some common By-Laws for a municipal fire department include the Establishing and Regulating By-Law, Appointment By-Laws, and Fees for Service By-Laws.

### 5.5.1 Establishing and Regulating By-Law 2019-071

A municipality's council has the power to create and regulate a fire department by passing a by-law under the Municipal Act and Fire Protection and Prevention Act. The Establishing and Regulating By-law (E&R By-Law) for the fire department should align with the council's goals for the operation of fire protection services. PFSG 01-03-12 "Sample Establishing and Regulating By-law" prepared by the OFM includes a summary of the key topics to be addressed as well as a model for creating an E&R By-Law.

The primary areas identified by the OFM to be included in an Establishing and Regulating By-law are:

- General functions and services to be provided.
- The goals and objectives of the department.
- General responsibilities of department members.
- Method of appointment to the department.
- Method of regulating the conduct of members.
- Procedures for termination from the department.
- Authority to proceed beyond established response areas.
- Authority to effect necessary department operations.

The Town of Oakville By-law 2019-071 (attached as Appendix B) establishes and regulates the Oakville Fire Department. In our view, the current by-law references the areas identified by PFSG 01-03-12.

The E&R By-Law was last reviewed and revised in February 2021, where an amendment was added to the By-Law updating Schedule A “Specialized Emergency Response”.

Through our analysis for this FMP, there are several areas where the Town should consider further amendments. For example, the review of Approved Policies and Procedures should be completed over a five-year cycle to ensure the policies and procedures maintain currency.

With the requirement of O. Reg. 343/22 – Firefighter Certification, Council’s approved levels of service outlined in Schedule A of the E&R By-Law should reference a specific level of service based on the Fire Department’s current training levels, the corresponding applicable NFPA standard(s) and the department’s standard Operating procedures for each discipline.

Operational Recommendation #3: That subject to Council’s consideration and approval of the FMP, the Establishing and Regulating By-law 2019-071 be reviewed and updated as required.

#### 5.5.2 Appointment By-Laws **2020-078** and **2020-126**

The Town of Oakville Appointment By-laws 2020-078 and 2020-126 (as amended with By-Law 2021-129), reference the appointments of the Town’s Fire Chief and three Deputy Fire Chiefs respectively and provides all the powers, rights and duties conferred on their positions by law and the Council of the Town of Oakville.

Having appointment By-Laws is consistent with the provisions of the FPPA in order for a council to designate the individuals assigned to these positions and to provide them with the authority to fulfill their roles and responsibilities under the FPPA.

It is recommended that the current By-Law 2020-126 as amended be reviewed and revised to reflect the current Deputy Fire Chief appointments for the Town of Oakville.

Operational Recommendation #4: That subject to Council’s consideration and approval of the FMP, the Appointment By-Law 2020-126 be reviewed and revised as

required to reflect the current Deputy Fire Chief appointments for the Town of Oakville.

### 5.5.3 Regional Mutual Aid By-law 2002-101

Through our review for this FMP, it has been determined that the Town of Oakville's Regional Mutual Aid By-Law 2002-101 is dated. The Province of Ontario's Mutual Aid Plan (MAP) went through a significant revision and was finalized in 2018 which outlines the mandatory sections required to be completed in a regional mutual aid plan. Appendix J of the MAP provides for a template for participating municipalities to utilize in drafting a By-Law for the participation in their regional plan. It is a requirement and a best practice for each participating fire department to have their Municipal Council approve the Mutual Aid Plan and their fire departments participation by passing a By-law. The by-law would authorize the OFD to leave the municipal boundary at the discretion of the Fire Chief to respond to calls for assistance from other municipal fire departments as outlined in their regional plan.

Operational Recommendation #5: That subject to Council's consideration and approval of the proposed FMP, that the Fire Chief prepare a report for Council's consideration to receive the Regional Mutual Aid Plan and pass an updated By-law authorizing the OFD's participation in said plan.

### 5.5.4 Municipal Fees and Charges

The Town of Oakville through their annual budget process has Council pass a Rates and Fees schedule which enables the Town to recover costs for the provision of various departmental services. The recoverable rates and fees approved by Council for the fire department are identified in the annual Municipal Budget document and available for viewing on the Town's Website. Our review for this FMP indicates the Town of Oakville Fire Department is meeting best practices for fees and charges with their extensive list of fees for service. It is also recommended the Town of Oakville review the rates for the services outlined in the Fees for Service annually to ensure they reflect the actual cost of staff time spent performing the associated task(s).

Operational Recommendation #6: That the OFD perform a review of actual time spent to perform the associated tasks outlined in the Fees for Service schedule and the current rates based on recovery of staff time.

## 5.6 Agreements

Within the fire service there are multiple approaches to sharing services or procuring services, including mutual aid, automatic aid, and fire protection agreements. The agreements, to which the OFD is a party, are outlined in the following section.

### 5.6.1 Mutual Aid Agreement

The Oakville Fire Department is a participant in the Halton Regional Mutual Aid Plan. As the largest municipality within the Region, the OFD could be called upon to support other fire departments within the Region or request assistance themselves.

Mutual aid agreements are predetermined plans that allow a participating fire department to request assistance from a neighbouring fire department. PFSG 04-05-12 Mutual Aid, provided by the OFM, identifies the information required to develop and approve these agreements.

There are two main scenarios when mutual aid agreements are activated:

1. A fire department may ask for mutual aid assistance when it is at the scene or has information that immediate assistance is required.
2. Fire departments may immediately request a simultaneous response from a participating fire department where distance and/or conditions dictate.

Mutual Aid Plans and the Regional Fire Coordinators also provide the point of access for municipalities to request assistance from the Provincial Emergency Operations Centre (PEOC) in instances such as responding to hazardous materials incidents, including chemical, biological, radiological or nuclear (CBRN) incidents.

Assistance under a mutual aid agreement is reciprocal, and normally there are no fees involved for response. Mutual aid agreements are not intended to be used for day-to-day response, but rather for extraordinary emergencies which exhaust or exceed the response capabilities of a fire department.

At this time, the Fire Chief for the Town of Oakville is the Regional Fire Coordinator. A best practice in the fire service is to have the coordinator's role rotated between the participating municipalities in the Region. This rotation permits other municipalities' representatives the opportunity to learn and gain valuable experience, as well as share the workload of the Regional Coordinator responsibilities, revising the Mutual Aid Plan

annually and acting as the coordinator during a regional emergency. The current practice in Halton is to rotate the Fire Coordinator position every two years. The current Mutual Aid Plan was last updated in 2017 and references to the Oakville Fire Department are out of date and in need of revision to reflect current conditions. The OFD should undertake a review of the Mutual Aid Plan with respect to the detailed information regarding OFD and submit updates to the regional MAP.

Operational Recommendation #7: That the OFD review the 2017 Regional Mutual Aid Plan and update the relevant Oakville Fire Department information.

### 5.6.2 Dispatch Service Agreement

The emergency call taking and emergency dispatching of fire apparatus for the Town of Oakville is under contract with the City of Burlington. The term of the agreement is from November 12, 2018, through November 12, 2023.

The dispatching of emergency calls has two standards: NFPA 1061 and 1221. NFPA 1061 is a standard for the certification of the dispatchers in their job performance, and NFPA 1221 is the standard for the efficient call taking and dispatching of emergency calls. Both standards are best practices for the dispatching of fire services. The current agreement with the City of Burlington currently only references NFPA 1221 and is absent of language referencing NFPA 1061.

NFPA 1221 and 1061 are currently being consolidated into new standard, NFPA 1225: Standard for Emergency Services Communications. The OFD should work to have the agreement amended for the new term commencing November 12, 2023, to include the references to NFPA 1225 as the performance standard for dispatching services.

The Canadian Radio-Television and Telecommunications Commission (CRTC) has ordered the implementation of the NG 911 networks and services in Canada through the Policy CRTC 2017-182. This change is a significant change to the infrastructure, methods, workflows, and systems supporting the emergency services in Canada. Although Oakville contracts out their dispatching services to the City of Burlington, Oakville has taken a proactive step in engaging Esri Canada to review Oakville's GIS data to ensure it is ready for the NG 911 change. This preparation will ensure Oakville is prepared for their part of the NG 911 implementation.

Operational Recommendation #8: That the Town of Oakville negotiate references to NFPA 1225 into the next term of the agreement for the Dispatch Service Agreement with the City of Burlington.

#### 5.6.2.1 Tiered Response Agreement

The history of tiered response agreements relates directly to the development of the provincial-wide 911 system. Within the Town of Oakville, the current tiered response agreement defines the levels of services and authority for OFD to respond to emergency medical incidents in support of the Region of Halton Paramedic Services that are dispatched through the provincially managed Central Ambulance Communications Centre (CACC). The current Tiered Response Agreement was reviewed and updated in August of 2011, with the current Appendix A “Tiered Response Notification Criteria” undergoing a significant change in early 2023 as a result of the implementation of the Medical Priority Dispatch System (MPDS) in Halton Region. The notification for fire to respond to the new MPDS call types continues to be reviewed and negotiations between the Halton Region Paramedic Services and the Oakville Fire Department are ongoing with the intent to increase the types of calls the OFD is dispatched to under the agreement.

In all cases, a tiered response of the Oakville Fire Department is to occur on a ninetieth percentile notification time target of no greater than 60 seconds from when the call is committed based on the identified criteria.

Data provided by the OFD indicates that Oakville Fire Department responded to 8,111 emergency calls in 2022 which represent an increase of approximately 16% over 2021 call volume. Tiered Response Medical calls in 2022 represented 4,365 of the 8,111 calls or 53% of the overall call volume which represents an increase of 18.5% over the 2021 medical calls (3,681). This increase could be attributed to the return to pre-COVID-19-Tiered Response Medical protocols that were significantly reduced during the declared COVID-19 pandemic time frame.

#### 5.7 Operating Policies and Procedures

The OFD has an extensive list of Standard Operating Policies and Procedures (SOPs) to provide direction to staff within all divisions of the fire department. Our review of the documents indicates the OFD uses policy documents to communicate directions to

follow regarding subject matter which relates to corporate controlled policies, and SOPs to communicate direction to staff on how a specific task should be completed safely and effectively.

PFSG 04-69-13 Co-ordination, Development, Approval, and Distribution of Standard Operating Guidelines for Various Disciplines, describes a guideline as “a statement written to guide the performance or behaviour of departmental staff, whether functioning alone or in groups.” The intent of Operating Guidelines can be summarized as to:

- Enhance safety;
- Increase individual and team effectiveness;
- Improve training efficiency;
- Improve orientation for entry-level staff;
- Improve risk management practices;
- Prevent/avoid litigation;
- Create objective post-incident evaluations; and
- Permit flexibility in decision making.

PFSG 04-69-13 speaks specifically to guideline development, approval, and distribution, however, the process is also applicable to policy and procedures processes. Review and revision of policies and procedures is a best practice for departments to undertake on regular set intervals. Currently the OFD’s procedure 1-1 outlines the statement of intent for their policies and procedures and identifies policies and procedures will be reviewed semi-annually and or amended when required as a result of impute from Post Incident Analysis Reviews (PIARs), training advancements, near miss investigations, or any other change that will improve the service to the community. The time frame of semi-annual is an aggressive review period for the number of policies and procedures the OFD currently has on file. A best practice is to set goal of reviewing all policies and procedures over a set period, as an example, over a five-year time frame, with the intent to review, revise, and consolidate the documents. This will provide for a more manageable number of policies and procedures to review each year.

## OFD Benchmarking and Annual Reports

The OFM's "Optimizing Public Fire Safety" model recognizes the importance of ongoing monitoring, evaluation, and revisions to the fire protection services approved by Council.

As part of the monitoring and evaluation process, OFD should identify appropriate suppression comparator performance benchmarks. Section 9.2 of this FMP presents the industry guidelines and standards that inform fire suppression benchmarks most commonly referenced for career fire services and urban areas, such as OFD and the Town of Oakville.

Many fire services use annual reports to provide a high degree of accountability and transparency. These reports serve as a tool for the fire chief to report to the community and council on the level of fire protection services provided. This regular reporting process is also a great opportunity to report on key performance indicators, update fire-related by-laws, and identify changes or trends within the community, providing further value to the community.

The 2016 FMP recommended the department develop and submit an annual report to Council on the activities of the OFD. At this time, the 2016 recommendation has not been achieved. It is recommended that the Oakville Fire Department develop an annual report and present it to Council and to the public to inform them of the extensive list of activities the department performs in any given year. An annual report will provide the OFD with a valuable tool to communicate their activities to address the department's efforts in addressing the three lines of defence (Fire Strategic Goal 2); Public Education and Fire Prevention, Fire Safety Standards and Enforcement and Emergency Response.

Operational Recommendation #9: That the OFD establish fire suppression comparator performance benchmarks for the defined urban area based on NFPA 1710 and to use them to monitor and report to Council and the community.

Operational Recommendation #10: That the OFD prepare and submit an annual report to Council.

## Post-Traumatic Stress Disorder Prevention Plan

First responders, including firefighters, are at an increased risk of suffering from Post-Traumatic Stress Disorder (PTSD) due to the nature of their work. Supporting Ontario's First Responders Act requires fire departments to establish a PTSD and provide the Ministry of Labour with information about their plans. Under the Supporting Ontario's First Responders Act, there is a presumption that a diagnosis of PTSD for certain workers is work-related. Details relating to the Plan are to be shared within the workplace in an effort to prevent PTSD. As an employer of workers covered by the Supporting Ontario's First Responders Act, the Town of Oakville is required to have a Post-Traumatic Stress Disorder Prevention Plan.

Our research indicates that the Town of Oakville created their PTSD Prevention Plan in 2017 as required and undertook a revision of the plan in March of 2023. The plan provides an overview of the risk factors, signs, and symptoms of PTSD, PTSD prevention, early intervention and recovery and return to work initiatives. The OFD also has a Peer Support Team, which provides immediate and ongoing support to crews that have responded to traumatic events, as well as being able to provide numerous external sources of help. The Town of Oakville is currently compliant with the Supporting Ontario's First Responders Act.

The OFD has two SOPs which manage the Peer Support Team activities. SOP 14-1 outlines the department's Peer Support Team Program and the committee's activities, while 14-2 outlines the procedures to be taken if there is a need to activate the peer support team and critical incident discussions/debriefings. Both SOP 14-1 and 14-2 were authored in 2018 as part of the Post Traumatic Stress Prevention Plan. A best practice for the OFD would be to review the two SOPs to ensure they reflect the 2023 revised PTSD Plan.

Behavioural health is a critical component that requires funding and employer support to impact workplace wellness positively. This aligns with Council's People Plan key objective' that strives to support a healthy work environment. The OFD is encouraged to continue to enhance its current program. This should include investigating other research and standards, such as the National Standard of Canada CAN/CSA-Z1003-13 'Psychological Health and Safety in the Workplace.' This is a voluntary standard that specifies requirements for a documented and systematic approach to developing a

psychologically healthy and safe workplace. The key components of compliance with this Standard are:

1. A workplace stress audit;
2. Mental Health training for supervisors;
3. A crisis response plan; and
4. An internal support system.

Since the inception of the Supporting First Responders Act in 2017, the OFD has met the requirements of the act and in addition added the Peer Support Team and SOPs to help assist their employees. The OFD has also grown since the inception of the Act and will continue to grow into the future. This growth in the department along with the education and early identification of symptoms, with require the OFD to grow their program in an effort to proactively manage future PTSD illnesses. A positive example of growth and proactive response to increased PTSD cases is the Halton Regional Police Department (HRPD) and their proactive approach to managing workplace stress. The OFD would benefit from a thorough review of the HRPD program and consider scaling the HRPD program to fit the OFD needs. The future addition of clinician oversight to their program and potentially part-time/fulltime staff to proactive manage the program and implement mitigation strategies would be beneficial. An additional option to add value to the OFD PTSD program would be to consider reaching out to HRPD and determining if there is an option of partnering with them for the services HRPD has already in place. In addition to PTSD support, there is a growing need in the fire services for fire departments to support the general mental health of staff. The OFD would benefit from the development and implementation of a mental health and wellness support program for its members.

Operational Recommendation #11: That OFD develop and implement a mental health and wellness support program.

## 5.10

### Records Management/Information Technology

Council Key Objective Technological and Data Management Opportunities states that the Town aims to become the most digitally connected community in the Greater Toronto Area (GTA) and is focused on achieving a connected community in the areas of online services; partnerships and data management; and digital infrastructure. This

aligns well with the theme in this FMP to improve the OFD's data management/ application, software resources and general information technology.

The Oakville Fire Department currently utilizes several records management software programs to document the day-to-day activities of the department of which are not integrated.

FDM software is currently being used in Oakville to capture emergency call data that is transferred from the Burlington Fire Department's Computer Aided Dispatch (CAD) software (Symposium). The program has been in use in Oakville for many years and user support has not been good from the fire department's perspective for some time. It is anticipated that the software will reach end of life for support by the end of 2023. Oakville is currently engaged in discussions with the regional fire departments to procure a new RMS software for emergency call data use. It is recommended that the OFD proactively seek to procure a new software program that will replace the current RMS program, meet their current and future needs, and address compatibility with Burlington Fire Dispatch CAD software who dispatches for the OFD.

Operational Recommendation #12: That the OFD seek to procure a new Records Management System software program as identified in this FMP.

Oakville currently utilizes Locution software as their automated station alerting system along with Sinirji, which is linked to Burlington Dispatch CAD to track their front-line apparatus. Oakville is looking to utilize an Automatic Vehicle Location (AVL) software in the future to track their fire apparatus and provide closest unit response capabilities to provide a quicker response to emergency calls.

Vector solutions software is utilized in Oakville to capture all training records, Ministry of Transportation (MTO) Schedule 1 inspections, apparatus, and inventory checks and provide an electronic document library for the department.

The process of documenting and reporting of faults to equipment, apparatus/ vehicles and stations is managed through the Corporate Information System (CIS by Oracle). This software enables the user to detail the issue and electronically send the fault in to report the issue. The software system then sends out an email to the responsible party for managing the specific area of concern where it can be addressed, and the necessary repairs/replacement scheduled.

Telestaff is a software program utilized by the OFD to manage their attendance, scheduling, vacation, and lieu shifts selections as well as the initial payroll documentation. The system is designed to be a self-service software where the employee selects their vacation and lieu time based on pre-determined rules set out in the software. The rostering or scheduling software tracks the station assignments as determined by the Platoon Chief based on vacancies created by vacation, lieu illness etc. for any given shift which can be viewed by the firefighters for upcoming station assignments. The software tracks payroll exceptions for employees who work overtime, act in the capacity of an officer and other miscellaneous administrative assigned codes. Currently the department's Administrative Assistant responsible for the software exports the data every two weeks to an excel format and then sends the data off to finance for payroll calculations. Then software is designed to be compatible with the Towns' current finance software, which could make the data payroll information exchange automatically through an interface which would provide an efficiency to the administrative operations.

It is recommended that the OFD investigate developing an interface with the Town of Oakville's finance software to create a seamless transfer of payroll and attendance data to improve the efficiency of this administrative task.

Operational Recommendation #13: That the OFD investigate the creation of an interface between Telestaff and the Town's financial software to automate the administrative tasks as identified in this FMP.

An important component of fire department administration is overseeing records management and reporting. PFSG 04-60-12 Records Management provides a comprehensive overview of an effective and efficient records management program including the appropriate use and protocol by division of the records management systems in place; record retention schedules; standards for record quality; protocols for record security and integrity of hard-copy and electronic records; and outline other applicable codes, standards or industry best practices that apply (e.g., Municipal Act, 2001, Municipal Freedom of Information and Protection of Privacy Act, 1990).

The retention practices of the OFD are governed by the Town's Retention By-Law 2021-130, which outlines records management retention requirements for all records within the care and control of the Town of Oakville.

During our review of the current OFD policies and procedures, we did not identify an internal guiding document for the management of fire service documents and records within the department. Records management plays a role in every division of a fire department for a variety of reasons including, but not limited to, operations emergency response, firefighter training records, as well as measuring the effectiveness of fire prevention and public education programs. It is recommended the OFD develop a Policy that is consistent with the Town of Oakville Records Retention By-Law that assists staff with the required records retention practices of the Town of Oakville.

Operational Recommendation #14: That the OFD develop a department policy, consistent with the Town's Retention By-law 2021-130, that describes the required records management practices for each division within the OFD.

## 5.11

## Administration Division Summary

The review of the Administration Division under the leadership of the Fire Chief three Deputy Chiefs oversee four divisions that support and deliver a wide range of public education, prevention, enforcement, fire, rescue, and Emergency Management services to the citizens of Oakville.

As the Town of Oakville continues to grow, legislation changes, standards and citizen expectations increase, the pressure to deliver on council's approved levels of service and strategic priorities will increase. In our view to assist the Fire Chief and his management team, the following recommendations are presented for consideration and approval:

## 5.11.1

### Recommendations

Recommendation #2: That consideration be given to the reorganization of the Administrative Support team as identified in within this FMP.

## 5.11.2

### Operational Recommendations

Operational Recommendation #1: That the job descriptions for Oakville Fire Department's Senior Management Team be reviewed and revised to clearly define the roles and responsibilities for their current duties.

Operational Recommendation #2: That the job descriptions for all positions covered by the Oakville Professional Firefighters Association be reviewed and updated.

Operational Recommendation #3: That subject to Council's consideration and approval of the FMP, the Establishing and Regulating By-law 2019-071 be reviewed and updated as required.

Operational Recommendation #4: That subject to Council's consideration and approval of the FMP, the Appointment By-Law 2020-126 be reviewed and revised as required to reflect the current Deputy Fire Chief appointments for the Town of Oakville.

Operational Recommendation #5: That subject to Council's consideration and approval of the proposed FMP, that the Fire Chief prepare a report for Council's consideration to receive the Regional Mutual Aid Plan and pass an updated By-law authorizing the OFD's participation in said plan.

Operational Recommendation #6: That the OFD perform a review of actual time spent to perform the associated tasks outlined in the Fees for Service schedule and the current rates based on recovery of staff time.

Operational Recommendation #7: That the OFD review the 2017 Regional Mutual Aid Plan and update the relevant Oakville Fire Department information.

Operational Recommendation #8: That the Town of Oakville negotiate references to NFPA 1225 into the next term of the agreement for the Dispatch Service Agreement with the City of Burlington.

Operational Recommendation #9: That the OFD establish fire suppression comparator performance benchmarks for the defined urban area based on NFPA 1710 and to use them to monitor and report to Council and the community.

Operational Recommendation #10: That the OFD prepare and submit an annual report to Council.

Operational Recommendation #11: That OFD develop and implement a mental health and wellness support program.

Operational Recommendation #12: That the OFD seek to procure a new Records Management System software program as identified in this FMP.

Operational Recommendation #13: That the OFD investigate the creation of an interface between Telestaff and the Town's financial software to automate the administrative tasks as identified in this FMP.

Operational Recommendation #14: That the OFD develop a department policy, consistent with the Town's Retention By-law 2021-130, that describes the required records management practices for each division within the OFD.

## 6.0 Emergency Management

As a part of the fire master planning process, the fire department's roles and responsibilities in the emergency management program of the Town of Oakville were evaluated. The legal framework for emergency management in Ontario is established in the Emergency Management and Civil Protection Act (EMCPA), which is supplemented by O. Reg. 380/04 – Standards. This regulation outlines the minimum standards required by municipalities and provincial ministries for emergency management programs. This section of the FMP follows the appropriate legislation and industry standards and presents a summary of the emergency preparedness, planning, and management activities that are taking place within the Town of Oakville.

### 6.1 Compliance with Provincial Legislated Requirements

Under the EMCPA, the Solicitor General has the authority to make regulations which set the standards for the development, implementation and maintenance of emergency management programs required by every municipality. It further requires that every municipality, minister of the Crown, and designated agency, board, commission, and other branch of government ensure their emergency management programs and emergency plans conform to the standards set within the Act. To verify compliance with the EMCPA, municipalities are required to annually review and submit supporting documentation which may include:

- Emergency Response Plan (ERP);
- Proof of training;
- Proof of exercises;
- Evidence of public education program;
- Municipal Hazard Identification Risk Assessment (HIRA);
- Critical Infrastructure (CI) List; and
- Emergency Management Program By-law.

After consulting with OFD management, the Town has confirmed that it is compliant with the Emergency Management and Civil Protection Act for 2022.

## 6.2 Town of Oakville Emergency Management Plan

Oakville's emergency management program was developed under authority By-law No. 2018-003. The Emergency Plan provided for review as part of this FMP was the 2019 public version. Currently the 2019 plan is under review, and it is our understanding a comprehensive revision to the plan is expected to be completed and presented to Council in early 2024.

## 6.3 Training and Annual Exercise

The EMCPA requires municipalities in Ontario to train staff involved in the jurisdiction's emergency management program. Courses are available through Emergency Management Ontario (EMO) based on best practices and principles across Ontario. EMO administers courses in the areas of Incident Management Systems, Exercise Program Management, Note Taking, Basic Emergency Management (BEM) and Community Emergency Management Coordinator (CEMC) training.

The most current guidance provided to municipalities with respect to emergency management training is dated November 24, 2021, which specifies the following four courses as mandatory for CEMCs:

1. Basic Emergency Management (EM 200);
2. Community Emergency Management Coordinator (EM 300);
3. Introduction to Incident Management System (IMS 100) available online; and
4. Basic Incident Management System (IMS 200).

Under O. Reg. 380/04 Community Emergency Management Coordinators are required to complete the required training within one year of being appointed at CEMC.

Municipal Emergency Control Group members are required on an annual basis to demonstrate:

- Knowledge of all components of the Emergency Management program, including the HIRA and Critical Infrastructure list;
- Knowledge of the Municipal Emergency Plan, including their respective roles and responsibilities, as well as the roles and responsibilities of local agencies and organizations included in the Plan;

- Knowledge relating to the procedures required to activate and operate under the Municipal Emergency Plan;
- Knowledge of notification procedures for the Municipal Emergency Control Group (MECG) when the Plan is activated; and
- Knowledge of the location, and equipment utilized in the Emergency Operations Centre (EOC).

The Town of Oakville has taken a proactive approach towards emergency management training for its staff who are assigned roles in the Emergency Operations Centre or act as their alternatives. It is highly important to continue ongoing training so that all personnel responsible for operating in an EOC are well-trained to ensure an effective and efficient collective response to any municipal emergency.

In order to ensure preparedness, the EMCPA mandates that every municipality conducts an annual emergency exercise. This exercise involves simulating emergency situations, which helps the EOC team to become proficient in responding to emergencies. By conducting emergency exercises, municipalities can test their emergency response plans and procedures, as well as validate the capabilities of those responsible for preparing and responding to emergency situations.

#### 6.4 Public Education Program

The EMCPA requires municipalities to provide emergency preparedness education to the community. The Town website provides emergency preparedness information, including:

- Emergency communication information via social media platforms such as Facebook and Twitter;
- Information on the Town of Oakville's Emergency Alerts Updates and links to other emergency management agencies; and
- Information relating to emergency kits, care for people and pets at home and the Public Emergency Management Plan.

Where possible, the fire department should continue to utilize its expertise and resources to increase the emergency preparedness messaging throughout the community.

The OFD could also consider using its Home Awareness door to door program as a means to distribute emergency preparedness information, in addition to smoke alarm and fire safety materials, as another means to proactively reach the Town's residents.

## 6.5 Hazard Identification and Risk Assessment

In 2019 the Office of the Fire Marshal and Emergency Management (OFMEM) released the "Hazard Identification Report" and "Methodology Guidelines" outlining a process for the development of a HIRA Program, to assist municipalities in assessing their local hazards and potential risks. This methodology includes consideration of the following steps:

1. Plan;
2. Identify Hazards;
3. Build Community Knowledge;
4. Assess Risk; and
5. Report and Follow-up.

Municipalities are required to review the HIRA on an annual basis and update as needed. The Town of Oakville updated its HIRA in 2023 utilizing the 2019 OFMEM's HIRA methodology guidelines.

## 6.6 Critical Infrastructure

The Province of Ontario defines critical infrastructure as "interdependent, interactive, interconnected networks of institutions, services, systems and processes that meet vital human need, sustain the economy, protect public safety and security, and maintain continuity of a confidence in government." <sup>6</sup> The EMCPA requires municipalities to identify critical infrastructure. O. Reg. 588/17 – Asset Management Planning for Municipal Infrastructure also requires municipalities to have plans in place to address vulnerabilities affecting certain municipal infrastructure assets; levels of service; maintenance schedules; adaptation opportunities and, amongst other things, disaster planning and contingency funding. Ensuring the Town's CI is protected from

<sup>6</sup> Source: "Critical Infrastructure", Ministry of the Solicitor General, last modified April 19, 2017.

vulnerabilities, whenever possible is vital to the resilience of the community. This requires proactive and strategic measures.

The Town of Oakville has created a prioritized list of its assets and infrastructure that are critical to the health, safety, security, and economic well-being of its citizens. For the purposes of the FMP, the concerns related to the CI were reviewed as they would pertain to the provision of fire protection in the Community Risk Assessment section of this document. The CI document is restricted from the public domain and is appended to the Municipal Emergency Plan.

### 6.7 Emergency Operations Centre

According to the Incident Management Systems for Ontario Resource Manual, “the ability to coordinate incident support is dependent on having a facility with the capabilities to monitor the incident responses, and to communicate with Incident Command.”<sup>7</sup> This support is typically coordinated through an Emergency Operations Centre.

The Town of Oakville’s EOC is located at Town Hall with the alternate EOC located at Queen Elizabeth Park Community Centre. The facilities have appropriate computer and communications technology, alternative power sources, as well as resources and redundancies to operate effectively during extended emergency operations.

### 6.8 Emergency Management Staffing

In addition to his roles and responsibilities under the FPPA, the Fire Chief is also the Town-designated CEMC. The CEMC is responsible for ensuring sustained compliance with the EMCPA and O. Reg. 380/04, which sets out the minimum standards for emergency management programs.

It is incredibly challenging for one person to act in both an operational role as Fire Chief while also acting in an operational role in the EOC. This arrangement requires one

<sup>7</sup> Source: “Incident Management Systems for Ontario,” Ministry of the Solicitor General, last modified May 25, 2016,

[https://www.emergencymanagementontario.ca/english/emcommunity/ProvincialPrograms/IMS/Resources/ims\\_doctrine.html](https://www.emergencymanagementontario.ca/english/emcommunity/ProvincialPrograms/IMS/Resources/ims_doctrine.html)

person to split his or her focus, attending meetings of the MECG while also making complex decisions about operational deployments as the Fire Chief. Currently the Deputy Fire Chief (Fire Prevention, Public Education and External Stakeholder Engagement) is appointed as the Alternate CEMC, should the Fire Chief be unavailable. While this model does provide for some contingency, in our view, there would be value in appointing the Deputy Fire Chief as the CEMC and the one of the other Deputy Fire Chiefs as the Alternate CEMCs for the purpose of redundancy and succession planning purposes.

The Emergency Management portfolio for the Town of Oakville is assigned to the fire department to manage. The CEMC designation sits with the Fire Chief, however, the Emergency Management program has historically been assigned to one of the OFD's Deputy Fire Chiefs. In the past the department had a Deputy Chief who managed the EM portfolio as part of their responsibilities with facilities maintenance and construction for the fire department. The Deputy was also supported by a contract employee to manage the EM program and training initiatives. Currently, the EM portfolio and associated workload throughout the year resides with the Deputy Fire Chief (Fire Prevention, Public Education and External Stakeholder Engagement) only. This Deputy also manages the portfolios of fire prevention, inspection and public education, as well as the community outreach initiatives that the OFD is involved with. The regular day-to-day workload of this Deputy Chief position was already heavy, prior to being assigned the added responsibility for emergency management. In our experience, assigning the emergency management workload to any position that is operating at or near capacity will only allow for the minimum program requirements to be met, and does not typically provide an opportunity to address the program proactively.

As mentioned previously, the Town of Oakville is meeting the minimum requirements as set out by the province; however, if the Town wishes to enhance the program above the minimum, the fire department will require additional resources to achieve any enhancements above the minimum requirements. Additional staff resource assistance was provided in the past by the Environmental Policy department to achieve specific program tasks or initiatives. This is an option the Town should review to determine if:

1. these resources are still available from the Environmental Policy department; or
2. the Town needs to look at adding a contract position to assist in managing and or enhancing the EM program and EM training in the Town of Oakville.

Operational Recommendation #15: That consideration be given to revising the appointment of the CEMC as presented within the proposed FMP.

Recommendation #3: That the Town of Oakville review the workload required to sustain the Emergency Management program, along with the Town's Emergency Management objectives, and consider adding staff resources to manage the Emergency Management program as presented in this FMP.

## 6.9 Emergency Management Summary and Recommendations

The Town of Oakville has developed a comprehensive emergency management program that complies with the minimum requirements of the EMCPA and O. Reg. 380/04. The Town provides training to staff designated to oversee the Town's Emergency Planning process and operational needs. As a result of the review of the Town Emergency Management Program, the following recommendations are presented for consideration.

### 6.9.1 Recommendations

Recommendation #3: That the Town of Oakville review the workload required to sustain the Emergency Management program, along with the Town's Emergency Management objectives, and consider adding staff resources to manage the Emergency Management program as presented in this FMP.

### 6.9.2 Operational Recommendations

Operational Recommendation #16: That consideration be given to revising the appointment of the CEMC as presented within the proposed FMP.

## Fire Prevention and Public Education Division

According to the FPPA, "Every municipality shall, establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention<sup>8</sup>" and "Provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances"<sup>9</sup> as a minimum legislative requirement for the delivery of fire protection services.

To further assist municipalities in understanding the definition of what the minimal acceptable fire prevention and public education programs are, the OFM developed PFSG 04-40-03 and 04-40-12 Selection of Appropriate Fire Prevention Programs. Although these PFSGs are currently under review, they continue to provide valuable insight into identifying the minimal acceptable fire prevention and public education programs including:

- A simplified risk assessment;
- A smoke alarm program;
- The distribution of fire safety material; and
- Inspections upon complaint, or when requested to assist with code compliance.

In our view, one of the reasons the OFM is presently reviewing all PFSGs, in part, is to ensure that they are current with any legislative changes that may affect the implementation of fire prevention and public education initiatives. Revisions to the regulations for smoke and carbon monoxide alarms, as well as the implementation of O. Reg. 378/18 mandating the development of CRAs by all municipalities, are examples of such modifications.

The analysis within this section has been informed by our knowledge of the current applicable legislation, including the new O. Reg. 378/18 – CRA, the PFSGs developed by the OFM and applicable NFPA standards.

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<sup>8</sup> FPPA, 1997 Part II, Section 2. (1) (a).

<sup>9</sup> FPPA, 1997 Part II, Section 2. (1) (b).

In establishing the local "needs and circumstances" for the execution of fire prevention and public education programs within the Town of Oakville, as mandated by the FPPA, this information has been collected and compiled in this FMP.

As stated in O. Reg. 378/18 – CRA, incorporating risk analysis into the fire master planning process gives a municipality the chance to evaluate different community fire risk reduction and mitigation techniques. Enhancing a fire inspection program within a particular building occupancy classification, creating a public education program for a community demographic identified as at-risk, like seniors, or consider local initiatives to introduce residential sprinklers in new and renovated homes are a few examples of strategies to reduce the risk of fire. These kinds of risk mitigation and reduction techniques recognize that there are proactive alternatives to increasing fire suppression capability within a community.

## 7.1 Fire Prevention and Public Education Industry Best Practices

The most recent legislative requirements and industry best practises should serve as the foundation for the Oakville Fire Department's fire prevention and public education programs. These primarily consist of the mandatory requirements of the FPPA, NFPA 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education and the NFPA Fire and Life Safety Ecosystem.

### 7.1.1 NFPA 1730: 2019 Edition

NFPA has recently updated the Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations. This standard establishes its criteria through six chapters:

1. Organization;
2. Community Risk Assessment;
3. Fire Prevention Inspection and Code Enforcement Activities in Existing Occupancies;
4. Plan Review;
5. Investigations; and
6. Public Education Programs.

The focus of this standard is to ensure that a Fire Prevention Division has a Community Risk Reduction Plan (CRRP) in place and that it is based on the local “needs and circumstances” established through a CRA. A CRRP is then used to establish resources and programs that are designed to mitigate and/or reduce identified fire risk. For example, the NFPA 1730 standard identifies a minimum fire inspection frequency cycle which could be refined based on the local context. The supporting appendices of NFPA 1730 provide exercises to identify staffing resource needs, taking into account required tasks and time demands.

The analysis and methodology included within this FMP integrates the intent of developing a CRRP as referenced within NFPA 1730. Where applicable, this FMP will present risk reduction and risk mitigation strategies to optimize the use of the “three lines of defence” in response to the identified “key findings” and “identified risk” included in the CRA to enhance the existing fire prevention and public education programs and services provided by the OFD, as supported by Fire Strategic Goals 1 and 2 (Section 3.4.1). The focus of the NFPA 1730 Standard is consistent with the current industry trends to further emphasize fire prevention and public education services and programs through the application of the first four “E’s” (education, enforcement, engineering, and economic incentive) of community risk reduction and risk mitigation planning.

### 7.1.2 NFPA Fire and Life Safety Ecosystem

The NFPA Fire and Life Safety Ecosystem is a framework of eight elements that work in conjunction with one another with the collective goal of risk reduction. Together, they promote the prevention of fires and other hazard-related loss, injuries and fatalities. The eight components that comprise this framework include:

1. Government responsibility;
2. Development and use of current codes;
3. Referenced standards;
4. Investment in safety;
5. Skilled workforce;
6. Code compliance;
7. Preparedness and emergency response; and
8. Informed public.

This ecosystem is premised on the notion that the cause of all life safety incidents can be traced back to the breakdown of one or more of these components.

The Fire and Life Safety Ecosystem recognizes that fire prevention is multifaceted and there are various key components that need to work in tandem to cultivate an environment and culture of fire safety. This FMP supports a multifaceted approach to fire prevention and, where applicable, will present strategies to enhance existing fire prevention and public education programs and services provided by the OFD.

## 7.2 Existing Fire Prevention and Public Education Staff Resources

The current organizational structure of the OFD has one Deputy Fire Chief who is directly responsible for the oversight of all fire prevention and public education activities. The division includes a CFPO, one ACFPO, eight Fire Prevention Officers (FPO), and two Public Education Officers (PEO). The division is also supported by an Administrative Clerk who devotes half of her time in fire prevention and the other half in the training division. The CFPO is directly responsible for all activities within this division including the administration and leadership of all staff assigned to this division.

### 7.2.1 Chief Fire Prevention Officer

Upon review of the job descriptions provided by the OFD, the roles and responsibilities of the CFPO is:

- to supervise the Fire Prevention Officers by assigning and coordinating fire prevention surveys of all classes of buildings and reviewing their work by receiving, reading and processing their reports and recommendations;
- supervise and assign Fire Prevention Officers to examine building plans for fire safety equipment and report their findings to the Chief Building Official;
- enforces fire prevention by-laws by assigning Fire Prevention Officers to carry out duties under the by-law;
- causes an information to be laid for infractions of the Fire Prevention by-law and acts as a witness in court; and
- coordinates and supervises In-Service Inspection Programs and assigns Fire Prevention Officers to follow up such inspections where necessary.

Additional duties are:

- conducts or assigns Fire Prevention Officers to present lectures to operational personnel, civic and public groups;
- examines or assigns Fire Prevention Officers to examine premises where fire has occurred, in order to determine the cause of fire where necessary;
- prepares a yearly budget for annual report for the Fire Prevention Bureau; and
- performs other related duties and acts as a firefighter when required.

In today's fire service environment, the CFPOs role in Oakville has evolved and grown with the department over the years to become a senior leadership team position within the department, requiring a high degree of technical skills and experience related to the Ontario Building Code (OBC), OFC, and the FPPA.

Some additional roles and responsibilities CFPO's in the province of Ontario are involved in are:

- CFPO is required to be a leader in their department and develop fire and life safety strategies and implement fire and life safety programs.
- Monitor trends with respect to fire cause within their community and province and develop and implement public education and fire inspection programs with the goal of seeking improvements in fire and life safety as well as compliance with all legislative requirements.
- Review fire inspections and fire investigation reports and make recommendations for further action up to and including prosecution.
- As a senior leader in the department, the CFPO will represent their department on various professional associations and corporate committees as required.

The current job description for the CFPO is quite dated and requires updating to reflect the current responsibilities and the leadership role the position of CFPO has evolved into within the Oakville Fire Department. This is consistent with Operational Recommendation #2 contained in Section 5.3.3 of the Administration Division section.

### 7.2.2 Assistant Chief Fire Prevention Officer

The current organizational structure of this division includes one Assistant Chief Fire Prevention Officer (ACFPO). This position report directly to the CFPO and acts as the CFPO in their absence.

The primary rolls and responsibilities of the ACFPO include:

- Supervision and training of Fire Prevention Officers;
- Enforces the provisions of the Ontario Fire and Building Codes through the conduct of comprehensive fire prevention and safety surveys in all classes of buildings, properties, and occupancies;
- Drafts and type reports of findings and makes recommendations for improvement based on the pertinent legislation;
- Act as an assistant to the Fire Marshal in enforcing the provisions of the FPPA;
- Examines plans for construction of buildings within the Town for compliance with the Ontario Building Code on matters of fire safety and equipment and reports his findings to the Town's Director of Buildings;
- Examines fire scenes in order to determine the cause;
- Assists the Police Department and Fire Marshal's office with investigations;
- Takes photographs of fire scenes, fire hazards, etc.;
- Assists in the promotion of fire prevention through the development and presentation of programs to civic organizations and other groups and speaks on fire safety topics to groups;
- Guide and assist Fire Prevention Officers with complex cases particularly where technical interpretation of the various codes and standards is required; and
- Assist the CFPO with day-to-day operations of the division as necessary.

### 7.2.3 Fire Prevention Officers

The Fire Prevention Division in Oakville currently employs eight FPOs who report to the Chief and/or ACFPO. Through a review of information provided and according to the latest job description, a summary of the FPOs duties are:

- Enforces the provisions of the Ontario Fire Code through the conduction of comprehensive fire prevention and safety surveys in all classes of buildings, properties, and occupancies;
- Drafts and type reports of findings and makes recommendations for improvement based on the pertinent legislation;
- Communicates recommendations verbally and/or in writing to the affected parties;
- Acts as an assistant to the Fire Marshal in enforcing the provisions of The Fire Marshal's act;

- Examines plans for the construction of buildings within the Town for compliance with the Ontario Building Code on matters of fire safety and equipment;
- Reports his findings to the Town's Director of Building Services;
- Examines fire scenes in order to determine the cause and assists the Police Department and Fire Marshal's Office with arson investigations;
- Takes photographs of fire scenes, fire hazards, etc.;
- Assists in the promotion of fire prevention through the development and presentation of programs to civic organizations and other groups;
- Speaks on fire safety topics to groups; and
- Acts as a firefighter and performs other work when required.

As previously recommended, there is a need to review and revise the existing job description of the Fire Prevention Officer.

#### 7.2.4 Staff Roles and Responsibilities

Through our research and interviews it was determined the fire prevention and public education division has experienced an influx of five new staff over the past three years. The new staff are attributed to staff turnover and the addition of two new FPO positions and one new PEO position. Despite this influx of new staff, the division continues to maintain an overall high level of experience within the division due to the previous work history and training of the incoming FPOs.

Currently all fire prevention personnel are assigned to a “district” which aligns close to the fire station district boundaries. The CFPO is assigned a district and is also responsible to lead and manage the division. This places an enormous workload on the CFPO as he is responsible for all fire prevention activities in his assigned district as well as the responsibilities of divisional supervision and planning. The ACFPO is also assigned a district similarly to the FPOs and manages all fire prevention related activities for his assigned district, as well as some administrative responsibilities day to day when not acting in the position of CFPO.

With respect to FSP review and the approval process, each individual FPO is responsible for reviewing the FSP for their assigned area. According to SOP #4-8 and #4-10 only the CFPO and or the ACFPO are designated by the Fire Chief to perform plan approvals. Where there is an increase in the volume of plans submitted in growth related areas, an

FPO from another district may be assigned to assist in keeping up with the influx of FSPs to ensure a timely review and approval process.

The Fire Prevention Division is supported by a 0.5 FTE Administrative Clerk who is available to the division for approximately 2.5 days per week. The AC works the other 2.5 days per week supporting the Training Division. Based on our research and interviews performed, the Fire Prevention Division had a full-time administrative clerk supporting the division up to 2010 when the existing AC retired. A corporate decision was made at that time not to fill the position and utilize the FTE in another role in the corporation. As a result of this decision, the AC in the training division was assigned the responsibility of covering the Fire Prevention Division for half of their work week. In addition to the division losing 50% AC support, the prevention team was further reduced with the retirement of the Analyst – (Fire Prevention) in 2018. The Analyst managed all cost recovery invoicing for the MTO and fees for services generated by the suppression division responses, such as in-town vehicle accident cost recovery and hazardous material response cost recovery. This analyst position was not replaced, and the FTE was transitioned into an FPO because of a negotiated agreement with the Oakville Professional Fire Fighters Association. With the reduction of these two positions over the past 13 years, a doubling of staff in fire prevention, the growth the town has experienced resulting in an increased demand for fire prevention and public education services, the division's administrative support has become significantly understaffed. This lack of admin support has created the situation where the FPOs must perform a lot of their own administrative office tasks which consumes valuable time they should be performing additional complaint and requests and proactive fire prevention inspections. A detailed breakdown of the additional requirements for admin support and a recommendation is covered in Section 5.4.1 of the Administrative Division of this FMP.

**Recommendation #4:** That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Fire Prevention/Public Education Division administrative position (currently shared with Training) to an FTE administrative role dedicated to support the Fire Prevention/Public Education Division.

Our review indicates that the current distribution of roles and responsibilities with respect to inspections (except for the CFPO) appears to be working well for the division. The findings of the CRA, including the identification of fire-related risks and the implementation of proposed risk mitigation and risk reduction strategies included within

this FMP, will require further review of the current assignment of roles and responsibilities within this division. One of the most important considerations to undertake would be to ensure the CFPO has the time to be proactive in managing the implementation of the proposed risk mitigation and risk strategies, provide proactive strategic planning for short medium and long-range goals for the division and manage the day-to-day divisional responsibilities. Therefore, we recommended that the CFPO not be assigned an area for fire inspections and in the meantime, a realignment of the district may be required to accommodate this recommendation until an additional FPO is hired to cover the district currently assigned to the CFPO.

Operational Recommendation #16: That the CFPO's day to day responsibilities do not include coverage of a district as outlined in this FMP.

### 7.2.5 Applicable Training and Certification

In 2013, the OFM announced that the Ontario fire service would be adopting the NFPA Pro-Qual Standards to replace the previous Ontario Fire Services Standards (OFSS.). The previous OFSS had been developed by the Ontario Fire Chiefs Association (OAFCA) in partnership with the OFM to provide guidance to the training and qualifications of fire department staff.

To assist municipalities in this transition a "Grandfathering Policy" was developed by the OFM to facilitate the process of implementing the NFPA Pro-Qual Standards. The OFM grandfathering policy stated that "in order to exempt anyone from having to start over in any program and in order to give recognition for training and education-already completed and for experience already gained".<sup>10</sup> The NFPA Pro-Qual Standards were recognized as the industry best practices for training and qualifications related to the delivery of public education and fire prevention programs and services within the Province of Ontario up to April 14, 2022.

On April 14, 2022, the Ministry of the Solicitor General filed O. Reg. 343/22 – Firefighter Certification, requiring all Ontario firefighters to be certified to NFPA Pro-Qual standards over the next four to six years. The definition of a firefighter<sup>11</sup> in the FPPA includes fire

<sup>10</sup> OFMEM 2013 Grandfathering Policy.

<sup>11</sup> FPPA , 1(1).

personnel who undertake fire protection services. Fire protection services<sup>12</sup> is further defined in the FPPA to include the provision of fire prevention and fire safety education, therefore fire prevention officers are covered by the provision of O. Reg. 343/22 and the compliance deadlines.

In summary, regardless of the department’s existing training and “qualifications”, Ontario’s new firefighter legislation will require departments to have their firefighters certified to the prescribed NFPA standards, ensuring that such certification is issued by the OFM, International Fire Service Accreditation Council (IFSAAC), or a Pro Board seal. A detailed explanation of the changes to the training and certification of fire department staff is outlined in the Training Division section of this FMP.

**7.2.6** Applicable NFPA Pro-Qual Standards

The applicable NFPA Pro-Qual Standards as they pertain to roles and responsibilities of fire prevention and public education staff are outlined in Table 8. These standards reflect O. Reg. 343/22 – Firefighter Certification requirements and compliance dates.

**Table 8: Applicable NFPA Pro-Qual Standards**

NFPA Standard	Qualification	Description	Compliance Date
NFPA 1031 – Standard for Professional Qualifications for Fire Inspector and Plans Examiner	Fire Inspector I	All job performance requirements of NFPA 1031, “Standard for Professional Qualifications for Fire Inspector and Plan Examiner”, 2014 Edition, Chapter 4 (Fire Inspector I).	July 1, 2026

<sup>12</sup> FPPA, 1 (1)(a).

NFPA Standard	Qualification	Description	Compliance Date
NFPA 1031 – Standard for Professional Qualifications for Fire Inspector and Plans Examiner	Fire Inspector II	All job performance requirements in item 19 and NFPA 1031, “Standard for Professional Qualifications for Fire Inspector and Plan Examiner”, 2014 Edition, Chapter 5 (Fire Inspector II).	July 1, 2026
NFPA 1033 – Standard for Professional Qualifications for Fire Investigator	Fire Investigator	All job requirements of NFPA 1033 “Professional Qualifications for Fire Investigator”, 2014 Edition, Chapter 4 (Fire Investigator).	July 1, 2026
NFPA 1035 – Standard for Professional Qualifications for Fire and Life Safety Educator	Fire and Life Safety Educator I	All job performance requirements of NFPA 1035 “Standard on Fire and Life Safety Educator, public Information Officer, Youth Fire Setter Intervention Specialist, and Youth Fire Setter Program Manager Professional Qualifications”, 2015 Edition, Chapter 4 (Fire and Life Safety Educator I)	July 1, 2026

In the interim, prior to the July 1, 2026, deadline for certification, and at a minimum, all staff resources conducting fire inspections should have the skills and competencies included within the NFPA 1031 – Fire Inspector Level I. It is recommended that staff performing fire inspections involving more complex issues and requiring interpretation of various legislation and OFC and OBC requirements be qualified to NFPA 1031- Fire Inspector Level II. In our experience, successful completion of courses in addition to NFPA 1031 Level I and II requirements including OFC Parts 2 and 6, Part 4, Parts 3 and 5, Courtroom Procedures, and Effective Inspections of Commercial Cooking Equipment are necessary to ensure fire prevention and public education division staff are trained to effectively perform their role and responsibilities. Staff responsible for conducting fire

investigations should have the skills and competencies included in NFPA 1033 – Standard for Professional Qualifications for Fire Investigator.

The ability to approve alternative fire solutions, compliance alternatives, compliance equivalence, FSPs, life safety studies, and fire drill scenarios is exclusively assigned to persons who have been designated as Chief Fire Officials. Chief Fire Official status is conferred upon fire chiefs by virtue of their rank. As per industry standards, any delegation of such authority must be documented in writing. In accordance with recently enacted legislation, all Chief Fire Officials tasked with approving FSPs for structures housing care occupancies, care and treatment occupancies, or retirement homes are now required to complete mandatory training as approved by the Fire Marshal.

### 7.3 Existing Fire Prevention Division Staff Training and Qualifications

As part of the data collection process for this FMP, documentation provided by the OFD was utilized to determine the level of training of fire prevention and education division resources. Table 9 summarizes the current training certifications of the fire prevention staff who deliver fire prevention and public education programs and activities.

Through the interview process for this FMP, it was noted that due to the retirements and the addition of the new positions within the Fire Prevention Division, there are several newer personnel within this division. Oakville was successful in hiring two of the four new FPOS who had previous experience and came with the required certifications that meet the O. Reg. 343/22, while the second two new FPOs have taken the required courses for NFPA 1031 and are currently waiting for an exam date in early 2024 to obtain their certifications.

Oakville fire has been proactive in ensuring continued professional development is available within the Fire Prevention Division. Staff have taken courses applicable to their profession, such as NFPA 472 (Hazardous material awareness level), commercial cooking inspection, court room procedures, Building Code Identification Number (BCIN) legal and BCIN fire protection. The BCIN courses offer professional designations for building code practitioners who perform inspections of buildings that fall under the Ontario Building Code, of which Oakville FPOs are heavily involved in. Currently all Oakville FPOs

have attained the two BCIN designations. Two FPOs have also obtained NFPA 1041 Fire Service Instructor Level I.

Ongoing professional development is strongly recommended in order to guarantee that all OFD FPOs maintain their leadership positions in this highly technical profession. In addition to allocating additional time for personnel to attend training sessions to obtain additional credentials, the municipality will be obligated to make additional financial investments to cover course fees and staff attendance. By allocating this expenditure, the Town of Oakville will be able to enhance the safety of its residents and tourists by proactively implementing fire safety regulations and enforcement, as well as public education and prevention, which are the first two lines of defence.

All 12 fire prevention staff trained to NFPA 1031, Level I and NFPA 1035, Level I and II. Through the grandfathering process, some individuals were granted equivalency with the standards based on knowledge (i.e., courses) or experience (i.e., five or more years' experience in a related role).

Table 9: Existing Fire Prevention Division Staff Training and Qualifications

Position	NFPA 1031 Level I	NFPA 1031 Level II	NFPA 1033	NFPA 1035 I	NFPA 1035 II
Chief Fire Prevention Officer	Yes <sup>13</sup>	Yes <sup>14</sup>	Yes	Yes	Yes
Assistant Chief Fire Prevention Officer	Yes	Yes	Yes	Yes	Yes
Fire Prevention Officer	Yes <sup>15</sup>	Yes <sup>16</sup>	Yes	Yes	Yes
Fire Prevention Officer	Yes	Yes	Yes	Yes	Yes
Fire Prevention Officer	Yes	Yes	Yes	Yes	Yes
Fire Prevention Officer	Yes	Yes	Yes	Yes	Yes
Fire Prevention Officer	Yes	Yes	Yes	Yes	No
Fire Prevention Officer	Yes	Yes	Yes	Yes	Yes
Fire Prevention Officer	Yes <sup>17</sup>	Yes <sup>18</sup>	Yes <sup>19</sup>	Yes <sup>20</sup>	Yes <sup>21</sup>
Fire Prevention Officer	Yes <sup>22</sup>	Yes <sup>23</sup>	Yes <sup>24</sup>	Yes <sup>25</sup>	Yes <sup>26</sup>
Public Education Officer	Yes <sup>27</sup>	Yes <sup>28</sup>	Yes <sup>29</sup>	Yes	Yes
Public Education Officer	No	No	No	Yes	Yes

Source: Oakville Fire Department

<sup>13</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>14</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>15</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>16</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>17</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>18</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>19</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>20</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>21</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>22</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>23</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>24</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>25</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>26</sup> Has completed the curriculum and is awaiting testing dates for certification.  
<sup>27</sup> Equivalency obtained through grandfathering process in 2013/14 and 2018.  
<sup>28</sup> Equivalency obtained through grandfathering process in 2013/14 and 2018.  
<sup>29</sup> Equivalency obtained through grandfathering process in 2013/14 and 2018.

## 7.4

## Fire Prevention Policy

Based on our expertise, a fire prevention policy is a highly beneficial tool that mirrors industry best practices and provides department staff with direction and clarity. The policy specifies the service expectations that have been adopted by the council for the preventive and public education division. Policies are essential, namely in the areas of public education and fire prevention, in order to establish performance objectives and goals, inform trend analysis, and enable continuous monitoring of these public services.

The components of a fire prevention policy are provided in PFSG 04-45-12 Fire Prevention Policy which presents a framework for developing a fire prevention policy. An example of the purpose of a fire prevention policy includes:

- To establish policies and procedures for fire department personnel for fire prevention, public education programs and activities as a primary means of protecting lives and property from fire; and
- To maintain compliance with the minimum fire prevention and public education activities as required by the FPPA, 1997.

A fire prevention policy should also describe the following fire prevention and fire safety education programs and services such as:

- Fire inspection activities;
- Fire code enforcement;
- Fire and life safety education;
- Fire investigation and cause determination;
- Fire loss statistics; and
- Fire department operational guidelines identifying how, when and where activities will be conducted.

## 7.4.1

### OFD Fire Prevention Policy

The Town of Oakville along with the OFD established a corporate policy in December of 2019 which spelled out, in brief terms, the services they will provide to the citizens of Oakville. The policy is referenced as the Fire Protection and Emergency Management Policy MF-FPS-001. At the same time, a Fire Prevention Procedure (MF-FPS-001-001) was also introduced and approved by council which outlined the services provided by

the OFD with respect to fire prevention and public education. This procedure provides a short description of the fire prevention and public education services provided by the OFD, which include the following:

- A simplified Risk assessment completed every five years based on the OFM PFSG 02-02-03.
- Fire inspections based on the FPPA, the Building Code Act and the Town of Oakville applicable bylaws.
- Annual evacuations drills of care occupancies, treatment occupancies or retirement homes.
- An FPO will be assigned on a daily basis to perform plans review, site plan approvals, fire route applications, committee of adjustments, building permit applications, development applications and planning development in order to ensure all matters related to fire safety are addressed and in compliance with applicable legislation.
- The FPO assigned to plans review will provide technical advice to the Chief Building Official regarding fire safety matters.
- Fire investigation to determine origin, cause and circumstances of all fires that meets the fire prevention call-out procedure, or where it is deemed necessary by a senior officer.
- Public education with respect to fire safety for the citizens of Oakville with the aim at reducing injuries and deaths due to fire.
- The CFPO or their designate will liaise with Corporate Communications to coordinate public fire and life safety messaging through media releases, media interactions and social media.
- Monthly and yearly division activity reports. In order to verify the objectives and services identified in the fire prevention procedure have been completed, supporting documentation and reports are required to be produced and maintained. Daily work activities will be documented, such as:
  - Public education;
  - Court proceedings;
  - Inspections;
  - Fire investigations; and
  - Plans review.

- A monthly activity report for the division will be submitted to the Deputy Fire Chief Prevention and Public Education within five business days following the end of the month.
- An annual activity report will be forwarded to the Deputy by January 31.
- Divisional meetings to be conducted every four weeks to facilitate impute, prioritization of concerns or issues and provide direction where required.

The Corporate Procedure MF-FPS-001-001 contains two appendices; "A" which identifies the types of buildings requiring fire inspections, and "B" the types of public education programs the OFD is involved in. According to the two appendices of the corporate procedure there is no predetermined frequency for the department to carry out proactive inspections or public education initiatives. The procedure however does reference inspections will be carried out based on requests and complaints, which meets the minimum requirements as set out in the FPPA.

During our research it was determined an older OFD Fire Prevention Policy #4-5, last updated in August of 2013, is still listed as active. With the Corporate policy and fire prevention procedure currently up for review and with the existence of OFD policy 4-5, it is recommended that the OFD undertake a review of the three documents to revise the documents as necessary.

Operational Recommendation #17: That the Oakville Fire Department undertake a review of the Fire Protection and Emergency Management Policy (Corporate Policy MF-FPS 001), Fire Prevention Procedure (Corporate Procedure MF-FPS-001-001), and OFD Fire Prevention Policy (Policy #4-5) as outlined in this FMP.

## 7.5 Existing Fire Inspection and Enforcement

A fire inspection program is a core element of the first two "lines of defence". Based on our interviews with staff, the current fire inspection program of the OFD consists of annual inspections of vulnerable occupancies, schools, hotels, residential occupancies that fall within the scope of the OFC, Division B, Section 9.5., public hall licenced establishments (Group 2 Occupancies) and lodging homes. In addition to the fire inspections completed, the OFD spends a considerable amount of their time performing OBC inspections.

Since 2013, there have been several stand-alone regulations made under the Fire Protection and Prevention Act which directly relate to fire safety inspections. In addition, the Fire Marshal issued Directive 2014-003, establishing a standard for fire departments to follow when performing fire safety assessments and inspections upon request or complaint. A summary of these regulations and directive follows.

**7.5.1** O. Reg. **150/13** Enhancing Fire Safety in Occupancies Housing Vulnerable Ontarians

O. Reg. 150/13 – Enhancing Fire Safety in Occupancies Housing Vulnerable Ontarians was filed on May 9, 2013. This regulation introduced amendments to the OFC that came into force on January 1, 2014. The OFM led the development of this new regulation in consultation with a Technical Advisory Committee of industry experts. This regulation is intended to enhance fire safety in occupancies that house vulnerable occupants. The legislation applies to care, care and treatment and retirement homes that are regulated under the Retirement Homes Act.

**7.5.2** O. Reg. **364/13** – Mandatory Inspection – Fire Drill in Vulnerable Occupancy

O. Reg. 364/13 – Mandatory Inspection – Fire Drill In Vulnerable Occupancy (VO) also requires that a fire inspector observe a fire drill scenario representing the facility’s lowest staffing complement (as approved by the Chief Fire Official), conduct a fire safety inspection (utilizing the Annual Inspection Checklist which forms part of OFM Directive 2014-002: Vulnerable Occupancies – Fire Drill Scenarios, Fire Drill Observations, Fire Safety Inspections, as a minimum level of inspection), and then update the OFM’s VO Registry, as appropriate.

**7.5.3** O. Reg. **365/13** – Mandatory Assessment of Complaints and Requests for Approval

O. Reg. 365/13 – Mandatory Assessment of Complaints and Requests for Approval requires the Chief Fire Official to assess a complaint about the fire safety of a building to determine if conducting a fire safety inspection of all or part in a building is warranted.

The regulation further requires Chief Fire Officials to determine whether a fire safety inspection is required when a request is made for approval under the fire code. As with complaints, the Chief Fire Official has been empowered to assess requests for approval to determine if a fire safety inspection is required.

Through consultation with the OFM it is our understanding that the intent of this regulation is not for the Chief Fire Officials to cause a fire safety inspection to be conducted as the result of every complaint or request for approval received, but rather to assess each complaint and request to determine if an inspection is necessary.

#### 7.5.4 Fire Marshal's Directive: 2014-003

Fire Marshal's Directive: 2014-003 provides direction to all Assistants to the Fire Marshal to follow with respect to performing request or complaint inspections and was intended to provide a uniform standard for all fire departments to follow when conducting fire safety inspections and assessments. The directive references PFSG 40D-03 Inspections upon Request or Complaint and OFM TG-01-2012: Fire Safety Inspections and Enforcement.

These regulations and directives have added to the workload of municipal fire department prevention divisions. As noted in the CRA, the Town of Oakville has 59 registered Vulnerable Occupancies, each requiring the OFD to perform fire safety inspections and witness a fire drill on an annual basis. Additional training is required for those individuals responsible for approving the fire drill scenarios and FSPs for these facilities as outlined in Article 1.2.4.1 of Division C of the Fire Code of which Oakville fire prevention staff have completed.

#### 7.5.5 Request or Complaint Inspections

In compliance with O. Reg. 365/13: Mandatory Assessment of Complaints and Requests for Approval, upon receipt of a complaint or request for assistance to comply with the Fire Code, the OFD will perform a fire safety inspection. This regulation requires that fire safety assessments, and inspections, if necessary, be undertaken for:

1. Every building or property for which a fire safety complaint is received; and
2. Every building or property for which a request for assistance to comply with the Fire Code is received and the involvement of the Chief Fire Official is required.

Our review indicates the OFD does not have an SOP that outlines a method for documenting and prioritizing fire safety complaints, what would constitute a requirement for an inspection, or the procedures to follow when conducting fire safety inspections. Currently the fire prevention staff prioritize complaints based on when the complaint or request is received and respond to the complaint within 24 hours of

receiving the complaint. To standardize and document processes for consistency with O. Reg. 365/13, it is recommended that the OFD create a standard operating procedure outlining the process and timelines associated with the receipt of fire safety complaints and requests.

Operational Recommendation #18: That the OFD establish a standard operating procedure to formalize the process of receiving and managing fire safety requests and complaints.

Our research also identified through the interview process the OFD currently struggles to be able to retrieve statistical data regarding the Fire Prevention Division's activities. The ability to collect, enter and retrieve statistical data on the Fire Prevention Division's activities is significant in determining effectiveness and efficiency of the division's programs and workload associated with the delivery of said programs. It is recommended that the OFD establish a SOP on the collection of information relevant to all the division's activities and establish key performance indicators for said activities.

It was further identified during the interview process the current records management software (RMS) is out of date and not capable of producing data that can be relied upon. It is recommended as part of the initiative to acquire a new records management software, as previous recommendation for the department (Section 5.10 and Operational Recommendation #12), that the OFD ensure the software can capture and producing accurate data on the Fire Prevention Division's activities.

Operational Recommendation #19: That the OFD acquire a Records Management System that is capable of storing and exporting reliable and valuable data on the Fire Prevention Division's activities as identified in this FMP.

### 7.5.6 Rates and Fees

The Rates and Fees schedule in Oakville is passed as part of the annual corporate budget approval process. This authorizes a fee or a charge for the various predetermined services the OFD provides to the public. Oakville is proactive in this area and currently has an extensive list containing forty-five different inspections or services for fire prevention related tasks which a fee is associated. As part of an annual review process to update the fees and charges schedule, it would be prudent for the town to review the actual time spent performing these services and the associated fees for the service; and

determine if the current fee for service captures the actual cost of a fire prevention officer's rate, and the time commitment required to perform the task(s). This review would identify the true cost to perform the services and justify the current and future increases to the fees for service schedule.

As the Town continues to grow, the OFD will continue to see an increasing number of complaints and requests on an annual basis. Depending on the nature and validity of the complaint, the workload associated with this requirement can be significant.

### 7.5.7 Routine Fire Inspections

Routine fire inspections are proactive inspections carried out by the department in response to known fire hazards, as opposed to being initiated by requests or complaints. Historically, routine fire inspections have been guided by earlier risk assessments and risk profiles related to fire risks. Within this FMP the focus of routine fire inspections will be informed by the identified "key findings" and "identified risk" defined by the Community Risk Assessment.

In the past, OFD has maintained a list of occupancy which it routinely inspects where a mandatory annual inspection is required by O. Reg. 150/13 – Enhancing Fire Safety in Occupancies Housing Vulnerable Ontarians. Having a list of mandatory inspections in addition to completing request or complaint fire inspections is consistent with the Town's legislative requirements. Table 10 illustrates a summary of the OFD current fire inspection program.

This summary indicates that the current fire inspection program focuses primarily on responding to complaints or requests as required by legislation.

Table 10: Existing Routine Fire Inspection Cycle

Group	Occupancy Type	Current Inspection Frequency
A	Assembly	<ul style="list-style-type: none"> <li>• Business licensing – all new businesses, ownership changes.</li> <li>• All others – complaint or request.</li> </ul>
B	Care/Detention	<ul style="list-style-type: none"> <li>• Vulnerable Occupancies – annually.</li> <li>• All others – complaint or request.</li> </ul>
C	Residential: Low/Rise Multi-Family	Complaint or Request
	Residential: High/Rise Multi-Family	Complaint or Request
	Residential: Two Unit Residential	Complaint or Request
	Residential: Seniors Residential	Complaint or Request
	Residential: Boarding, Lodging, Rooming	Complaint or Request
	Residential: Group Homes	Complaint or Request
	Residential: Hotels/Motels	Complaint or Request
	Residential: College/University Housing	Complaint or Request
	Residential: Student Rental Housing	Complaint or Request
D	Business: High/Rise Office	Complaint or Request
	Business: Low/Rise Office	Complaint or Request
	Business: Business Licence	Complaint or Request
E	Mercantile: Shopping Centres	Complaint or Request
	Mercantile: Shops/Stores	Complaint or Request
F	Industrial: F1 – High Hazard	Complaint or Request
	Industrial: F2 – Medium Hazard	Complaint or Request
	Industrial: F3 – Low Hazard	Complaint or Request

Source: Oakville Fire Department

## 7.5.8

## Fire Safety Audits

To maximize the utilization of available staff resources for the implementation of public education and fire prevention programs, fire departments across the province are shifting toward a greater reliance on the use of on-duty firefighters.

Some municipalities in the province are implementing a recruit training program as a means of developing a staff resource strategy of this nature. This program equips newly recruited firefighters with the necessary skills and competencies to deliver public

education and fire prevention services, in addition to the mandatory firefighter training. This comprises NFPA 1035–Fire and Life Safety Educator I and NFPA 1031–Fire Inspector I candidate training. In addition to the training of recruit firefighters, or as an alternative, incorporate the two training programs into an existing or new officer development training program. The benefit to adding this additional training to the officer development program would be, the officer rank is recognized as a leader and would hold a position of authority while performing the inspections.

Currently Oakville does not have an in-service fire safety audit program involving on-duty fire crews. The OFD was involved in an in-service program throughout the 1980s and 1990s where schools, high rise buildings and light industrial commercial establishments were visited by fire crews to perform a housekeeping style audit; a pre-planning exercise of the building. A return to the utilization of on duty fire crews to perform in-service inspections and pre-planning would further optimize the efficiency and effectiveness of current staff resourcing to proactively assist in delivering the first two lines of defence programming. This will require an investment of time for the identified staff to attend training sessions to attain further qualifications, and further financial investment on behalf of the municipality for staff attendance and course fees. In addition to the suppression time commitment, the program may create additional time commitments for the fire prevention staff to follow up on issues found while crews performed their safety audits.

Operational Recommendation #20: That the OFD develop a NFPA 1035–Fire and Life Safety Educator I and NFPA 1031–Fire Inspector I training program as part of the recruit firefighter training program and/or part of the officer development training program to enable the Suppression Division to enhance the delivery of the first two lines of defence as outlined in this FMP.

### 7.5.9 Fire Safety Enforcement

The OFM TG 01-2012 Fire Safety Inspections and Enforcement outlines recommended fire safety inspection and enforcement practices for fire departments in Ontario and provides municipalities with strategies, particularly related to enforcement of the Ontario Fire Code in situations where achieving compliance has or may be more difficult to achieve. OFM TG 01-2012 Fire Safety Inspections and Enforcement is intended to assist municipalities in efficiently and effectively meeting fire safety and enforcement

responsibilities. Historically, enforcement was not commonly used by municipalities working with property owners to achieve compliance with the Ontario Fire Code. This trend is changing across the province with the support of the OFM, in part through the introduction of this OFM Technical Guideline.

Dillon's review of this guideline indicates that it supports the direction of the first two lines of defence to optimize the level of fire protection services within a community. In our experience, there is substantial value to utilizing a variety of techniques to assist a property owner achieve compliance with the OFC.

Engaging and educating the public about its responsibility to comply with the OFC is often enough to bring about compliance, however, there are instances where enforcement may be necessary.

Through the interview process for this FMP we learned the OFD utilizes Fire Safety Orders and Summons to Court under Part III of the Provincial Offences Act for matters of non-compliance with the Ontario Fire Code, in keeping with OFM TG 01-2012. Town legal staff provide support to process charges against property owners found in contravention of the OFC as the result of a fire investigation. It should be noted that enforcement through the court system can be time consuming for a fire prevention personnel. In our view, there would be value in tracking benchmarks associated with enforcement activity within the town. Examples of benchmarks include:

- Fire department personnel time spent enforcing the Ontario Fire Code, specifically time spent preparing for court, attending court, document preparation, issuing certificates of offence, preparing fire safety inspection orders;
- Legal and town staff time spent enforcing the Ontario Fire Code;
- Number of convictions vs. charges brought before the court;
- Amount of penalty awarded on conviction; and
- Jail time imposed.

Some jurisdictions choose to publish details relating to enforcement by the fire service, when appropriate and in accordance with the communications policy, in an effort to educate the public with the aim of changing human behaviour to reduce fire risk.

Another enforcement option made available to fire department under the Provincial Offences Act is the use of Certificate of Offence, commonly known as a ticket or a Part I.

O. Reg. 52/15 – Proceedings commenced by a Certificate of Offence was filed on March 11, 2015, expanding the number of ticketable offences under the Ontario Fire Code. In our experience, the use of tickets by fire departments has received mixed reviews across the province. The Town of Oakville’s legal department along with the Fire department have decided not to utilize this enforcement method at this time and continue to utilize Fire Safety Orders and Summons to Court under Part III of the Provincial Offences Act for matters of non-compliance with the OFC.

#### 7.5.10 Fire Investigations and Cause Determination

Investigating the origin and cause of a fire is the legislated responsibility of a municipal fire service. The required skills and knowledge to competently conduct fire scene investigations are laid out in NFPA 1033 – Standard for Professional Qualifications for Fire Investigators. In instances where fires meet specific requirements, the local fire department may request the OFM to conduct the investigations. The criteria and procedure for this request are outlined in the May 2019 revision of Fire Marshal's Directive 2019-001.

The documentation review completed for this FMP indicates that the OFD has several SOPs describing the department’s activities with regards to fire investigations, these include:

- SOP #4-1 – Fire Prevention Call Out Procedure (Fire Investigations);
- SOP # 4-2 – Halton Health Call Out Procedure (Fire Investigation);
- SOP #4-15 – Conducting Fire and Explosion Investigations;
- SOP # 4-16 – Respiratory Protocols (Fire Investigators); and
- SOP #4-17 – Safety at Fire and emergency scenes (Fire Investigators).

A protocol for requesting fire prevention staff to assist with fire investigations is outlined in SOP #4-1. According to our research, this policy satisfies the requirements for OFM notification as outlined in Fire Marshal's Directive 2019-001. The information provided by OFD regarding the qualifications and training of the FPOS in the Fire Prevention Division indicates all FPOs have completed the NFPA 1033 – Standard for Professional Qualifications for Fire Investigators.

The findings of fire investigations can help a fire department develop public education and fire prevention initiatives tailored to the fire incidents experienced in Oakville.

## 7.5.11

## Fire Safety Plans

FSPs are required for select occupancy types identified within the OFC. These occupancies include Group A – Assembly occupancies, and Group B – Care or Detention occupancies. All remaining major occupancy groups (e.g., Group C – Residential, Group F – Industrial, etc.) also require FSPs depending on their occupancy load or other building-related features such as storeys below grade.

Content requirements for a FSP are also specified by the OFC. Emergency measures in the event of a fire, including activating the fire alarm, informing the fire service, and providing instructions and facilitating the evacuation of inhabitants, are encompassed within these criteria. Designated supervisory personnel and specifics on fire drills, fire hazard management, and building facility maintenance must also be outlined in FSPs. An example of this would be the evacuation process for care providers in a long-term care facility, as outlined in the FSPs.

Recent legislated changes require all Chief Fire Officials approving FSPs for buildings containing care occupancies, care and treatment occupancies or retirement homes, to successfully complete mandatory training as approved by the Fire Marshal<sup>30</sup>.

The OFD outlines the process to review and approve FSPs in SOP #4-8 and #4-10 Fire Safety Plan review and Approval. SOP# 4-8 was authored in 2016 and #4-10 was authored in 2018. Both SOPs set out the process whereby all reviews and approvals of FSPs for new and existing occupancies within the Town of Oakville are conducted. This includes procedures for the inspection, submission, review, rejection, approval, and enforcement of FSPs. A review of the two SOPs should be undertaken to ensure one SOP is in effect and the other is rescinded.

## 7.5.12

## Building Pre-Incident Planning (Pre-Plans)

Equipping fire crews with a proactive comprehension of critical building characteristics, potential hazards, and other indispensable building information of an existing occupancy is the objective of pre-incident planning. Pre-fire planning is often executed by on-duty fire suppression crews utilizing data gained from several sources, such as the

<sup>30</sup> Source: "Mandatory Training", Ministry of the Solicitor General website, last updated: November 18, 2016.

municipality's existing records, information provided by the property owner or tenant, and information gathered during a site visit. Prior to the arrival of fire suppression crews at an emergency incident, pre-fire planning in a structure is crucial for providing them with site-specific knowledge and hazards. The first-time fire crews attend a building should not be during an emergency call situation.

A Pre-fire planning program by on-duty fire crews in the OFD currently does not exist today. As previously mentioned in this FMP, the on-duty crews did engage in pre-plans prior to the 2000s however the program ceased to continue in the early 2000. Currently the only pre-planning of buildings that would occur is as a result of an FPO completing an inspection of a facility and gives the on-duty crews an invite to attend. Under this current practice there is no guarantee that all the crews from the specific station would attend and a pre-plan building document identifying the building services may not be completed and circulated to potentially responding fire crews.

The OFD has developed two operating procedures for responding to incidents at specific sites or buildings due to their unique layout, location or operations that take place within them. There are operating guidelines for the following facilities:

- SOP #10-2 – Oakville Trafalgar Memorial Hospital; and
- SOP #10-49 – Response to Suncor Tank Farm.

Priority should be given to the pre-planning of occupancies identified by the Community Risk Assessment's "key findings" and "Identified risk." These provide valuable insight into the fire related risks present in the community, particularly with the classifications of building occupancies that should be given priority in pre-incident planning. Pre-planning and the in-service fire inspection program could be integrated to increase the efficiency of the in-service crews' time.

### 7.5.13

#### Plans Review

An important element of fire prevention is the approval of plans for new construction or site modifications as they pertain to fire protection. The extent to which a Fire Prevention Division examines plans differs among jurisdictions. Building plans can be reviewed for fire alarm and detection systems, sprinkler systems and suppression systems. In addition, subdivision approval and site plan approval for matters that impact fire services, including water supply and fire department accessibility. Review of Building

Plans pertains to the assessment of design plans prior to the commencement of construction and can be related to actual construction or to a new manufacturing process. Architectural, structural, mechanical, electrical, and/or fire protection drawings are assessed throughout the plans review process to verify adherence to a range of regulations and standards, such as the OBC.

Determining the level of plans review performed by Fire Prevention Divisions is a decision that requires discussion and collaboration between the fire, building and legal departments.

The purpose of the plans review procedure in a municipality is to determine that the required built-in fire prevention systems and proper construction are there, both of which are critical for the safety of building occupants and first responders. The current building plans review process of the OFD involves one FPO permanently assigned to the review of all life safety systems, emergency exits, signage, lighting and more. All fire prevention staff perform Building Code inspections as well as Fire Code inspections and are documented as building inspectors for the items they inspect, in keeping with best practices and legislative requirements. It is recommended as a best practice that all FPOs be designated/included as building inspectors in the town's current by-law.

The current plans review model historically has contributed to a positive working relationship between the OFD and building department and has provided fire prevention personnel with more intimate knowledge of new and existing buildings which can be shared with suppression staff. The additional value to the public and attention to detail with respect to the building code and the fire code provides a seamless approach from the building permit and construction to occupancy status.

Fire department personnel who are appointed as building inspectors for the purpose of conducting OBC plan reviews or inspections involving components of fire suppression and detection systems, are required to complete OBC General Legal and Fire Protection examinations and obtain a BCIN. Although not mandatory for all fire safety inspections, this training does provide the same immunity from liability that building inspectors enjoy while performing OBC inspections. It was confirmed through the interview process that there is one fire prevention officer dedicated to the building plans review process has completed OBC General Legal and Fire Protection courses. In addition to the FPO performing plans exam, all FPOs also have attained the BCIN credentials. This is a best

practice and provides depth of coverage for plans examination when the plans examiner FPO is away on vacation or other approved leaves.

#### 7.5.14 Registered Secondary Unit Residences

In addition to granny flats, in-law suites, accessory apartments, and basement apartments, alternative designations for two-unit houses include those that designate a second contained unit enclosed within a single-family or semi-detached home. While two-unit residences are not a new concept, the number of these dwelling units has increased in several jurisdictions in recent years. As the population continues to grow, it is expected this trend will continue. The Town of Oakville has traditionally taken a firm position to limit the creation of secondary units within Oakville and a few are in and around Sheridan College Institute of Technology and Advance Learning.

The Town has a by-law which requires all two-unit houses within Oakville to be registered with the Town, a process which includes a fire safety inspection if the registration falls under Section 9.8 of the OFC (second unit in existence on or before July 14, 1994). Further, the Business Licensing By-law addresses the requirements for residential rentals within the vicinity of Sheridan College.

Despite the implementation of registration and inspection requirements and by-laws, it may be impossible for inspection staff to verify that all rental properties are consistently in compliance with the OFC or that all properties utilized as secondary units or residential rentals are duly registered or licenced.

#### 7.5.15 False Alarms

For the period from January 1, 2016, to December 31, 2020, Carbon Monoxide False Alarms (5.6%) and False Fire Calls (14.8%) accounted for 20.4% of the total emergency call volume of the OFD. In an effort to decrease the occurrence of false fire calls, the OFD has adopted a cost recovery technique in an effort to reduce the number of nuisance alarms it gets. The Town is authorized to impose a fee for service for false alarms under By-Law #2015-113. The reporting, documentation, and billing of false alarm responses are governed by OFD Operating Policy #12-4 Fees for Service – False Alarms.

As per the Council approved Rates and Fees schedule, the initial two false alarm incidents in a floating 12-month period are not subject to charges by the OFD.

However, the policy specifies the procedures that the Fire Prevention Division is to follow when informing the landlord or property owner about the repeated false alarms. The building owner or landlord will receive a letter that identifies the recurring false alarms and urges them to take the required measures to prevent future incidents. Fire prevention may also conduct any requisite inspections of the structure as part of the follow-up program after the second incident. If a third or any subsequent false alarm occurs in the same fiscal year, the owner/landlord will be invoiced under the fees for service by-law for each additional occurrence.

## 7.6 Existing Public Education Program Review

The primary facilitators of the public education programs conducted by the OFD are two PEOs who work out of the Fire Prevention Division offices. The two PEO have obtained their NFPA 1035 – Standard for Professional Qualifications for Fire and Life Safety Education Level I and II. The two PEOs are tasked with implementing the public education program for the department. In addition to the two PEOs qualifications, the CFPO, ACFPO and the eight FPOs also have obtain the NFPA 1035 qualifications as assist the two PEOs with the larger public events such as mall displays and Sparky’s Dog Days of Summer program.

The distribution of fire and life safety information and emergency management program materials to the public, is facilitated through various channels, including community events, social media platforms, the fire department website, and in-person programs (such as Fire Prevention Week, Residential After the Alarm Program, Community Safety Day, and Home Awareness Program).

The OFD website provides valuable information on various life safety related topics including home fire safety (e.g., smoke alarms, carbon monoxide safety, fire escape planning, fire safety in apartment buildings, etc.), cooking with caution, electrical hazards, fire extinguishers, marina and boats safety, outdoor fire and BBQs, student housing, fireworks, Halloween safety and winter holiday safety which covers use of, candles, Christmas trees and holiday decorations.

The public education and prevention programs have also evolved to include coordination throughout the Town’s Community Services Commission. Recreation and Culture, along with the Oakville Public Libraries, have developing

partnerships/relationships with OFD to improve the services provided to Oakville residents. These initiatives align with strategic corporate direction.

According to our research, the existing public educational programming caters to demographic groups in accordance with their distinct circumstance and requirements. Programs and resources are devoted to educating students, seniors, children, and vulnerable occupants. Examples of the educational programs the department provides are presented in Table 11.

Table 11: Existing Public Education Program Summary

Program Name	Audience	Description
After the Fire Awareness Program	Neighboring Residents from a Fire	Fire incidents provide teachable moments for those closely affected. Fire crews go door to door and distribute fire safety information.
TAPP-C (The Arson Prevention Program – Children)	Children and Youth	The TAPP-C Arson Prevention Program is a juvenile fire setter intervention program for children and youth, ages 2 through 17. In this program, fire service and mental health professionals work with the child and family to change dangerous fire setting behaviours.
Home Awareness Program	Changes year to year	Program involves door to door campaign to deliver home fire safety information to targeted audience.
Learn Not to Burn	Preschool, Kindergarten and Grade 1	Program teaches fire safety and that firefighters are community helpers. Crews visit the classroom with a PEO.

Program Name	Audience	Description
Elementary School Programs	Grades 4 and 9	This program focuses on children at the Grade 3 level in providing introduction into fire safety messaging including the importance of smoke alarms, home escape planning, how to call 911 and to crawl low under smoke. At the Grade 3 level Students learn about the fire triangle and the science behind fire. Also reinforces the importance of smoke alarms, carbon monoxide alarms and escape planning.
Secondary School Programs	Grade 9	The focus is on cooking fire safety and safe disposal of smoking articles.
Remembering When Program	Seniors	Seniors fire safety talks, home smoke and carbon monoxide replacement assistance. Referrals from Links2Care for alarms that are not working. The OFD will assist with replacement.
Gate Keepers Hoarding Coalition	Homeowners with hazardous fuel loads form accumulations of materials	Work together with the coalition partners to help individuals and families. The Fire prevention division work with the gate keeper's coalition.
Children's Aid Society Coalition	Families receiving CAS Support	Home fire safety assessment is performed based on referrals from CAS for alarms not working. The OFD will assist with the replacement.
Dog days of Summer	Tots and their caregivers	Raise awareness with families about fire and burn prevention. The fire crews and FPOs attend splash pads while information is provided to the caregivers.
Fire Prevention Week Kick off	School children and their families	Open house, fun activities, demonstrations, Media and messaging.

Program Name	Audience	Description
Fire Prevention Week	Oakville residence	Raise awareness about home fire safety. Set up booths in Oakville Place Mall.
Holiday Fire Safety	Oakville residents	Attend various community centres and engage the public at the time of free public skate.
Carbon Monoxide Awareness Week	Oakville families and their children	Raise carbon monoxide awareness and Halloween safety. The program is delivered at the BIA's Halloween kids events.
Emergency Preparedness Week	Oakville Residents	Information about being prepared should an emergency occur. Attendance at Oakville place mall with a display and talk to the public.
Push 2 Buttons	School age Children	In school messaging – Test your smoke alarm and carbon monoxide detectors with family.
Midnight Madness	Oakville Residents	Raise awareness about home fire safety. Participate with display and talks to the public.
Children's Festival	Oakville Families with their children	Raise awareness of fire and burn prevention. Participate with display and talks with the public.
Oakville Ribfest	Oakville Residents	BBQ fire safety is discussed. Display and talks with the public.
Multiculturalism Day	Oakville Residents	Home fire safety information is presented through display and talks.
ESINC Day	New Canadians	Home fire safety is presented through display, information in five different languages.
Spring and Fall Home Show	Homeowners and Renovators	Consideration for interconnected smoke alarms and residential sprinklers is displayed and discussed.

Program Name	Audience	Description
Halton ECO Festival	Oakville Residents	Home fire safety is presented through display and talks.
Energy Fair	Oakville Residents	Home fire safety is presented through displays and talks.

In summary, to enlighten community about fire and life safety, the OFD has established public education initiatives that targets a broad spectrum of population of Oakville and provides several possibilities for participation. From our perspective, the public education initiatives surpass the legislative mandates of the municipality and best practices. However, despite the comprehensive program offerings, the OFD is unable to quantify the workload and successes of the programs due to the lack of data available associated with the programs.

#### 7.6.1 Home Awareness Program

Under the authority of the FPPA, the Ontario Fire Code requires a working smoke alarm to be installed on each level of a dwelling unit, as well as outside of all sleeping areas. Responsibility for installation and maintenance of the smoke alarm lies with the owner/landlord. To assist the fire department in fulfilling its responsibility for the provision of a smoke alarm program, PFSG 04-40B-03 – Smoke Alarm Program outlines the objectives of an effective one. These objectives include all or a combination of the following:

- Providing smoke alarm and home fire escape planning information;
- Promoting regular testing and maintenance of smoke alarms;
- Providing or replacing smoke alarms and/or batteries;
- Encouraging residents to regularly maintain their smoke alarms;
- Educating residents about the legal requirements for smoke alarms;
- Enforcement of all legislation relating to smoke alarms;
- Effectively tracking and evaluating your smoke alarm program; and
- Modifying the program where necessary to ensure success.

O. Reg. 194/14 – Carbon Monoxide Alarms made under the FPPA came into force on October 15, 2014, introducing new requirements for the installation, testing and maintenance of carbon monoxide Alarms. As a result, fire services within the province

have also been tasked with monitoring compliance with this new regulation. Current industry best practices indicate that fire services are revising their previous home smoke alarm programs to include assessing compliance with this new regulation.

Through the interview process it was determined the OFD Home Awareness Program consists of fire suppression crews conducting door-to-door visits of homes in a specific area that is based on predetermined target audience. Annually, fire management in consultation with the CFPO will determine a targeted group or area for the fire crews to conduct the program for the year. The program consists of the crews providing fire safety educational materials to the homeowner from the doorstep and do not make entry into the residence. Currently there is no SOP developed to outline the Home Awareness Program, what crews are to do if a smoke alarm deficiency is identified during the program or if the crews observe a missing or deficient smoke/carbon monoxide alarm while on scene of an emergency call. It is recommended that the OFD establish an SOP for the Home Awareness program and for what procedure is to take place in the event they become aware of a missing or defective smoke alarm in the residence.

Operational Recommendation #21: That the OFD establish a standard operating procedure to identify the goals, objectives, and procedures for the Home Awareness Program.

Operational Recommendation #22: That the OFD establish a standard operating procedure to identify the procedure to be followed by suppression crews if a missing or defective smoke/carbon monoxide alarm is identified by the OFD.

The analysis of smoke alarm status following a fire included within the CRA identified two “key findings” related to smoke alarms that include:

- Over the five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 14.0% of incidents did not have a smoke alarm present (compared to 17.4% in the Province); and
- Over the five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 47.1% of incidents had a smoke alarm present and operating compared to 44.6% in the Province.

These “key findings” highlight the importance of a proactive and aggressive smoke alarm and carbon monoxide alarm program in the Town of Oakville. Table 12 illustrates the number of occupancies visited in 2018 through 2023. It must be noted the Home Awareness Program was not performed in 2020 and 2021 due to the COVID-19 pandemic. This analysis indicates that in the past four of six years the on-duty fire suppression crews visited a total of 8,874 residences which represents approximately 15.5% of the total residential occupancies (57,119)<sup>31</sup> in Oakville.

Table 12: Home Awareness Program Statistics

Target Group	2018	2019	2022	2023
Affordable Housing	739	No Data	No Data	No Data
New Canadians	No Data	780	No Data	No Data
High Carbon Monoxide Incidents in Oakville	No Data	No Data	3,600	No Data
Student Housing	No Data	No Data	No Data	3,755

Source: OFD (no Home Awareness in 2020-2022 due to COVID restrictions).

As mentioned previously, over a five-year period from January 1, 2016, to December 31, 2022, it was determined that no smoke alarm was present for 14.0% of the fire occurrences in the Town of Oakville. It was further noted that over the same period an additional 15.7% of the incidents had a smoke alarm present but it did not operate. These two statistics combined to represent 29.7% of the fire incidents in Oakville did not have a functioning smoke alarm in their residence. This statistic identifies the importance and the need of a Home Awareness Program that aggressively delivers a program based on the objectives laid out in PFSG 04-40B-03: Smoke Alarm Program.

### 7.6.2 Public Fire Safety Community Outreach

The Fire Prevention and Public Education Division of OFD continue to establish and develop partnerships with local community groups and agencies. The department aims to support and align with the diversity of the local community through initiatives such as:

<sup>31</sup> Town of Oakville/Municipal Property Assessment Corporation (MPAC).

- Partnership with Halton Multicultural Council Connections (HMCC) along with visits to local Hindu Temple and Sikh Temple to provide cultural information and training to new recruits;
- Provide multiple public education and outreach sessions to numerous at-risk local groups;
- Partnered with Meals on Wheels deliveries to provide smoke/CO alarm deliveries and discuss fire safety with seniors, many who are isolated and confined to their homes;
- Partnership with Oakville's Recreation and Culture Department to attend Seniors programs offered through the Town in Seniors Month;
- Partnership with HMCC to offer fire safety information to newcomers and renters based on identified risks;
- Attend Town Halls hosted by Councillors to share fire safety information;
- Attend events of cultural significance and continued outreach efforts to reach multiple stakeholder groups;
- Conduct youth program outreach beyond the traditional hockey game attendance to reach various audiences;
- Provide modified programming to facilitate outreach (e.g., rather than only offer Family Day programming at multiple stations and with the heritage room at Station 3, OFD offered the program at different locations to reach different socioeconomic groups, such as those who may not have access to transit, parking, etc.);
- Support Special Olympics programs in Oakville; and
- Provide Public Education materials in nine different languages.

Several of the above-listed partnerships and initiatives are reflective of the Inclusion, Diversity, Equity and Accessibility (IDEA) key corporate objective.

### 7.6.3 Existing Public Education Program Frequency

Table 13 illustrates a summary of the current performance benchmarks for delivering the department's current formalized public education programs.

Table 13: Existing Public Education Program Summary

Program	Existing Performance Benchmark
After the Fire Awareness Program	Based on SOP# 4-9 Criteria
Home Awareness Program	Annually/on Request
Learn Not to Burn Program	Annually
Primary School Program (Grade 4)	Annually
Secondary School Programs (Grade 9)	Annually
Tapp-C Prevention Program	On Request
Remembering When Coalition	On Request
Gate Keepers Hoarding Coalition	On Request
Children's Aid Society Coalition	On Request
Distribution of Public Education Materials at numerous Public Education campaign events	Annually/On Request

Source: OFD

## 7.7 Historical Fire Inspection, Enforcement and Public Education Workload

In its 2019 edition, the NFPA 1730 Standard on Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations, outlines a thorough procedure for evaluating the staff resource requirements and workload associated with the implementation of fire education and inspection programs.

Currently, the OFD is not able to retrieve credible and or reliable data from their RMS that would monitor the tasks and workload of personnel assigned to this division. Consequently, determining whether the division possesses adequate personnel and resources to effectively and efficiently deliver their current level of inspection and enforcement of the Fire Chief along with their current level of OBC inspections is a challenge for the department.

## 7.8

## Fire Prevention Division Workspace

The Fire Prevention Division staff currently work out of a portable structure located at the rear of Station 5. The portable was originally constructed in 2006 as a temporary measure to relocate the division out of the basement of old Station 3. Since the



division's move to the portable, the Fire Prevention Division has doubled in staff numbers and has created an overcrowding situation. In addition to the staff overcrowding, there is also no storage space for the division's public education resources.

Through our interviews with staff, it is our understanding the Town of Oakville is preparing to construct a new fire station (permanent #9) located on Loyalist Trail and Sixth line. In our opinion due to the overcrowding and lack of proper storage for the division, it is recommended that during the design phase of this fire station, space for the current and future needs of the Fire Prevention Division be included at this location.

In the design of the fire prevention area, consideration should include proper workspace area for each FPO and the Administrative Clerk, an office for the CFPO and ACFPO. In addition to the workspace, a meeting room of a size that would comfortably accommodate a division meeting including the potential for guests. The prevention division area will also require kitchen/eating area that would accommodate all staff, and a washroom facility which will include showers, and locker space for the staff's department issued equipment and personal affects. Due to the nature and timing of fire investigations, staff can be called out to perform an investigation at any time of the day or night. To ensure staff are not driving home fatigued in the middle of the night, a space should be allocated for the FPO to recline prior to attempting to drive home fatigued. The Fire investigation vehicle contains sensitive equipment that should be kept

out of the extreme temperatures. Currently the vehicle is kept outside, and this exposes the vehicle to the temperature extremes which create the necessity for the FPO to load the sensitive equipment and resources into the vehicle prior to heading to a fire investigation. During the winter months there is an additional delay while the FPO must clear the snow from the vehicle prior to departing for the fire scene. Both the loading of sensitive resources and the clearing of snow adds to the delay of an FPO to arrive on scene and start their process of a fire investigation. Therefore, it is recommended that space be included in the design of the station apparatus bay to include indoor parking space for the fire investigation vehicle.

Recommendation #5: That the Town of Oakville incorporate the Fire Prevention Division space requirements in the future design of Fire Station 9 as outlined in this FMP.

### 7.9 Proposed Enhanced Fire Inspection/Public Education

The research and recommendations outlined in this FMP underscore the importance of the initial two lines of defence, namely the enforcement and optimization of fire safety standards and public education and prevention. This FMP places significant emphasis on:

- The OFD prioritizing the optimization of the first two lines of defence, including public education and fire prevention;
- The utilization of fire safety standards and fire code enforcement as the foundation of providing a comprehensive fire protection program within the Town of Oakville; and
- Specifically prioritizing the delivery of fire and life safety programs in Group C – Residential Occupancies that include an enhanced Home Smoke Alarm/Carbon Monoxide Alarm Program.

The analysis within this section has been directly informed by the “identified risks” and “key findings” presented within the companion Community Risk Assessment.

### 7.10 Proposed Fire Inspection/Enforcement Program

The proposed fire inspection/enforcement program has been directly informed by the findings of the companion Community Risk Assessment and specifically the building

stock profile “identified risks” that have been designated as “high risk”. These include the following:

- Group C – Residential Occupancies represent 91.77% of the Town’s existing building stock, and over the five-year period from January 1, 2016, to December 31, 2020, were associated with 77.1% of the structure fires within the Town.
- The 2021 Census data indicates that 27.03% of residential dwellings were built prior to the introduction of the 1981 Ontario Fire Code compared to approximately 49% of residential building stock in the remainder of the province.
- The Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level of 18 metres (59 feet) above grade, or six storeys. These buildings are distributed within the urban area with several located in the downtown area.
- The Town has 217 buildings with a total building area (footprint) that exceed 50,000 square feet (4,655 square metres). These buildings are predominantly located in the business, industrial and employment corridor land use designations along the QEW, Highway 403, Bristol Circle, Cornwall Road and Speers Road land use areas.
- The Town currently has 59 registered vulnerable occupancies.
- Seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the Province based on residential fire death rate. According to the 2021 Census, seniors represent 15.7% of the Town’s total population.
- For the period from January 1, 2016, to December 31, 2021, there is a higher concentration of medical/resuscitator incidents in the areas southeast of Fire Station 1 and an area representing the downtown core of the Town covered by Station 3.

Developing a proactive fire inspection and enforcement program has also been informed by the “key findings” contained within the CRA that indicate the following:

- The Town includes areas of building stock that have higher density and, as such, greater potential for exposure in the event of a fire.
- OFD identified 35 properties within Oakville as having an occupancy that has been identified as high hazard occupancy.
- In addition to 59 registered vulnerable occupancies, the Town has 85 schools and 122 identified daycare centres that represent higher fire life-safety risks.
- Over the five-year period from January 1, 2016, to December 31, 2020, the Town averaged 65 structure fires per year.

- Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group C Residential occupancies account for 77.1% of total structure fires within the Town.
- Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group F Industrial occupancies account for 5.2% of total structure fires within the Town.
- Over the five-year period from January 1, 2016, to December 31, 2020, structure fires occurring in Group E Mercantile occupancies account for 6.1% of total structure fire loss within the Town, higher than the Province by 2.7%.
- The majority of reported fire related civilian injuries (24) and fatalities (3) occurred in Group C-Residential Occupancies.
- Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the leading cause of unintentionally set fires was due to misuse of ignition source at 29% (91 fires), compared to 29.5% in the Province.
- Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the second most common cause of unintentionally set fires was due to mechanical/electrical failure at 16.6% (52 fires), compared to 15.3% in the Province.
- Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of cooking equipment, which is 10.5% higher than the Province (16.9).
- Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 13.7% of fires had a reported ignition source of open flame tools/smokers' articles.
- Over the five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 14.0% of incidents did not have a smoke alarm present (compared to 17.4% in the Province).
- Over a five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 15.7% of incident had a smoke alarm present but did not work.
- Over the five-year period from January 1, 2016, to December 31, 2020, of the fire loss incidents in Group C – Residential occupancies, 47.1% of incidents had a smoke alarm present and operating compared to 44.6% in the Province.

- There is a higher concentration of lower median income in the areas southeast and of Station 1, southeast of Station 5, the middle to west areas of Station 3, and an area southeast of Station 4.

In summary, when considering their age, past fire losses, number of fire-related fatalities and injuries, and total proportion of property stock in the Town of Oakville, Group C – Residential Occupancies constitute the most vulnerable type of property stock. Group C – Residential Occupancies include a wide range of building types such as:

- Single-family dwellings;
- Multi-unit stacked townhouses and low-rise multi-unit buildings;
- Seniors' residence buildings;
- High-rise multi-unit buildings;
- Boarding, lodging and rooming houses;
- College/university and student rental housing; and
- Hotels and motels.

For specific building types, the OFC and OBC define several fire and life safety system criteria, which vary according to building design and intended use. Group C-residential occupancies are categorized by considerable variation in their fire and life safety equipment. For example, in single-family dwellings, smoke alarms are required to be installed on every floor and outside of every sleeping area. Additionally, carbon monoxide alarms are required to be installed under specific circumstances. On the contrary, for a high-rise Group C residential occupancy, a FSP, a monitored fully integrated fire alarm system, and other life and fire systems are mandatory.

The proposed Fire Inspection/Enforcement Program includes the following strategies:

- Fire Inspection/Enforcement Targets;
- Enhanced Pre-planning Program;
- Enhanced Smoke Alarm Program; and
- Targeted Fire Inspection Program.

The implementation of these strategies is consistent with current industry best practices and standards such as the NFPA 1300 – Standard on Community Risk Assessment and Community Risk Reduction Plan Development.

This standard identifies the importance of developing a CRRP and the optimization of risk mitigation and risk reduction as the first two lines of defence in a comprehensive community fire prosecution plan.

### 7.10.1 Proposed Fire Inspection/Enforcement Targets

Table 14 illustrates an enhanced fire inspection cycle of the OFD based on the major building occupancies classifications identified within the OBC, the FUS fire inspection frequencies and the inspection frequency targets proposed by this FMP. Achieving the proposed fire inspection/audit targets is in alignment with the FMP's fire strategic goals where the Town is committed to optimizing the first two lines of defence in the delivery of public education and fire prevention programs. However, to be successful in achieving the proposed inspection schedule, it will be necessary to do it in a phased approach. This approach will require a three-step process of which phase 1 and 2 should be consider in the short term (1 to 5 years):

1. The OFD is successful in documenting and extract credible data from their RMS that tracks the current load under existing conditions;
2. The OFD performs a NFPA 1730 exercise to identify staffing resource needs, taking into account required tasks and time demands. This exercise will identify the required FTEs required to perform the current workload for Fire Chief and OBC inspections as well as the future proposed inspection cycle; and
3. Establish a strategic plan to grow the fire prevention division staffing needs to meet the proposed inspection cycle form the NFPA 1730 analysis.

From our interviews and the review of OFD documents it appears the fire prevention division has a heavy workload resulting from OBC inspections and the current Fire Chief inspection. The proposed Fire Chief inspection cycle identified in Table 14 is aligned with the fire strategic goals of this FMP:

1. The Town of Oakville is committed to the use of its CRA, as required by O. Reg. 378/18, as a fire strategic goal to assess the fire safety risks within the community as the basis for developing clear goals and objectives for all fire protection services provided by the Oakville Fire Department.
2. The Town of Oakville is committed to the optimization of the first two lines of defence, including the delivery of public education and fire prevention programs, and the use of fire safety standards and fire code enforcement as a fire strategic goal

for the Oakville Fire Department in providing a comprehensive fire protection and risk-reduction program within the community.

3. The Town of Oakville will continue to prioritize strategies that support the continuous improvement in providing sustainable fire protection services that provide the most effective and efficient level of services resulting in the best value for the community.
4. Town of Oakville supports the delivery of fire protection services required to meet the needs and circumstances of planned future community growth and intensification.

This positive step forward for the will also require the OFD to further enhance its utilization of on-duty fire suppression staff to further assist in the delivery of the enhanced Home Awareness Program and Fire Pre-planning Program. In our view, the OFD should implement targeted fire inspections of Group C – Residential occupancies with priority to the areas of the Town identified by the CRA.

Table 14: Proposed Fire Inspection Targets

Group	Occupancy Type	OFD Current Inspection Frequency	FUS Inspection Frequency	Proposed Inspection Frequency
A	Assembly	Business licensing – all new businesses, ownership changes All others – complaint or request	6 Months	2 Years
B	Care/Detention	Vulnerable Occupancies – annually All others – complaint or request	Annually	Annually
C	Residential: Low/rise multi-family	Complaint or request	6 Months	Pre-plan
	Residential: High/rise multi-family	Complaint or request	6 Months	Pre-plan and Home Awareness Program
	Residential: Two unit residential	Complaint or request	6 Months	Targeted Fire Inspection Program
	Residential: Seniors residential	Compliant or request	6 Months	Annually
	Residential: Boarding, lodging, rooming	Annually	6 Months	Annually



Group	Occupancy Type	OFD Current Inspection Frequency	FUS Inspection Frequency	Proposed Inspection Frequency
	Residential: Group homes	Complaint or request	Annually	2 Years
	Residential: Hotels/motels	Complaint or request	6 Months	3 Years
	Residential: College/university housing	Complaint or request	Annually	2 Years
	Residential: Student rental housing	2 years, or ownership change	Annually	2 Years
D	Business: High/rise office	Complaint or request	Annually	Pre-plans
	Business: Low/rise office	Complaint or request	Annually	Pre-plans
	Business: Business licence	Ownership change	Annually	Pre-plans
E	Mercantile: Shopping centres	2 years, or ownership change	Annually	Pre-plans
	Mercantile: Shops/stores	Complaint or request	Annually	Pre-plans
F	Industrial: F1-High Hazard	Complaint or request	3 to 6 Months	Complaint or request
	Industrial: F2-Medium Hazard	Complaint or request	3 to 6 Months	Complaint or request
	Industrial: F3-Low Hazard	Complaint or request	3 to 6 Months	Complaint or request

Source: OFD

Operational Recommendation #23: That the Oakville Fire Department consider the implementation of a proactive fire inspection program as outlined in this FMP.

#### 7.10.1.1 Proposed Pre-Planning Program

This approach will necessitate that the OFD establish a training initiative that within a timeframe of one to three years would aim to educate one firefighter or officer from each crew to the level of expertise required to become a Fire Inspector I. Priority should be given, over the long term (three to five years), to certifying all officers including acting officers as Fire Inspector I and Fire and Life Safety Educator I.

In the event a firefighter/officer identify a significant fire and life safety concern, they would have the ability to request an immediate response of a fire prevention officer, or alternatively a follow up fire inspection by a fire prevention officer.

Operational Recommendation #24: That consideration be given to the development and implementation of a Pre-planning Program as outlined in the FMP.

#### 7.10.1.2 Proposed Enhanced Fire Investigation and Reporting

The fire cause and determination process often enable the fire service to assess compliance with local by-laws as well as building and fire codes. Further assessment as to how building occupants reacted to the fire and the building's performance including fire protection features, can be used to shape a fire department's fire prevention and public education initiatives as well as fire suppression effectiveness. Each fire investigation provides an opportunity to educate the public in an effort to change human behaviour to reduce the risk of fire.

The "key findings" of the CRA indicate the incidence of fires involving misuse of ignition source, open flame tools/smoker's articles within the Town are relatively equal to the rest of the province. However, these findings would still suggest that there would be value in developing public safety messaging and initiatives specific to these types of fires.

In our experience, information relating to fires, including the age and gender of the person(s) associated with the incident, also provides insight into the potential target audience(s) for the public education programs and fire prevention initiatives. This information is included in Standard Incident Reports (SIR), which are submitted to the

Office of the Fire Marshal and Emergency Management. Ensuring the information included in the SIR is accurate and complete, should be a considered a priority for the OFD. In our view, using the data collected to inform fire prevention and public education activities is crucial to reducing and mitigating the fire risk within a community.

Additional fire investigation training may be necessary to ensure suppression staff are capable of performing minor fire investigations where the fire does not meet the requirements of OFD SOP 4-1. Additional training may also be necessary for those suppression officers responsible for completing SIR to ensure accuracy and completeness as well as reporting consistency amongst all OFD personnel to ensure the OFD is capturing accurate data with respect to fire origin and cause.

Operational Recommendation #25: That consideration be given to developing an enhanced investigation and reporting strategy whereby data gathered through the fire origin and cause can be used for the purposes of developing and implementing public education and fire prevention initiatives as presented in the proposed FMP.

### 7.10.1.3

#### Proposed Enhanced Home Awareness Program

The current Home Awareness Program in Oakville consists of in-service fire crews performing door to door visits to deliver fire safety material to the residents. In the event the residents are not home at the time of the crews visit the crew is to leave literature at the residence. The yearly program location(s) is decided each year by fire management where a targeted group or location is identified.

In our view the Town of Oakville would benefit by introducing an enhanced Home Awareness Program fully integrated with targeted public education programs specifically in those areas of the Town identified by the CRA where a higher frequency structure fires and false alarms have been occurring. The enhanced program would strive to reduce the number of incidents where there is no smoke alarm or a defective detector has been found. In addition, an enhanced program will also include comprehensive data collection of the program and the creation of performance benchmarks to evaluate the program's success. Collectively this program should have a vision of promoting the importance of smoke alarms, carbon monoxide alarms and home escape planning in an effort to reduce the incidents of missing or defective smoke alarms and improving fire and life safety in the Town of Oakville.

Operational Recommendation #26: That consideration be given to implementing the proposed enhanced Home Awareness Program focusing on missing or defective smoke detectors as outlined in the FMP.

#### 7.10.1.4 Proposed Enhancement of Fire Inspection/Enforcement Reporting

During the preparation of this FMP, the OFD was able to provide an overview of the current fire inspection/enforcement program which consists of request and complaint inspection only. However, our research indicates that the department does not currently maintain or have the ability to retrieve detailed statistical information related to the number of inspections and workload required to perform these current inspections. With the lack of good data, the OFD is unable to quantify any potential gaps in the Fire Prevention Division's activities.

The retrieval and monitoring of good data is critical in today's fire service to ensure the fire department is operating in an effective and efficient manner. Regular review of program data should be monitored and evaluated on an ongoing monthly, and annual basis as outlined in the Corporate Procedure MS-FES-001-001. In our view this gap further supports the need for the OFD to upgrade its information technology and software to improve its records management process and reporting.

Operational Recommendation #27: That consideration be given to enhancing the tracking of all workload associated with the OFD fire inspection and enforcement programs as presented within the proposed FMP.

#### 7.10.2 Proposed Enhanced Public Education Program

The current public education program provided by the OFD is comprehensive and in our view, reflects current municipal best practices. The CRA does include two "identified risks" that should be considered to enhance the current public education programming provided by the OFD. These include:

- The 2021 Census data indicates that children aged 14 and under, represent 18.0% of the Town's total population. Seniors (those 65 years and over) are considered to represent one of the highest fire risk groups across the Province based on residential fire death rate. According to the 2021 Census, seniors represent 15.7% of the Town's total population; and

- The largest increase in proportion of seniors will be due to the baby boomer generation reaching 65. The 2021 census indicates the baby boomer generation is comprised of people aged 56-75 and make up nearly one quarter (24.9) of the population of Oakville.

Developing a more proactive public education program should also be informed by the “key findings” contained within the CRA that indicate the following:

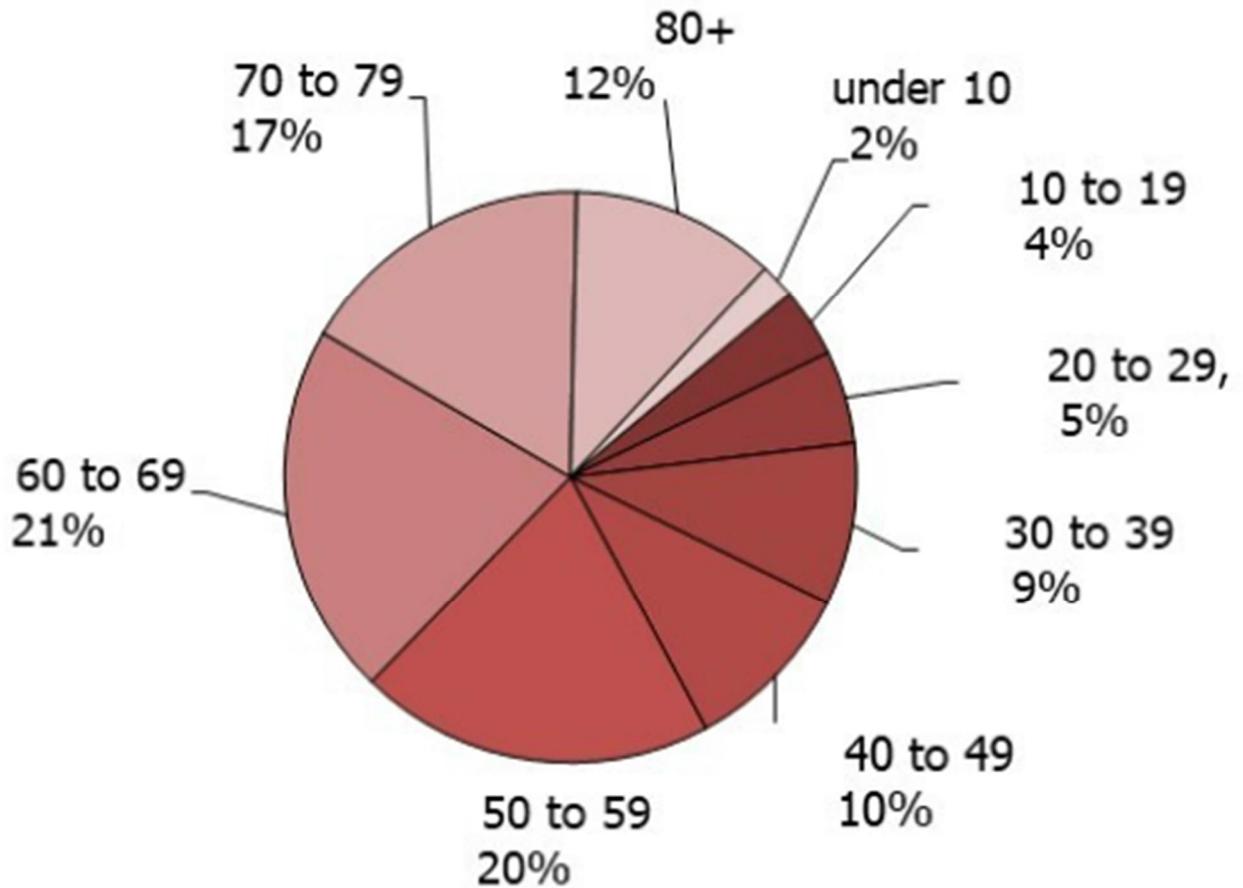
- Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the leading cause of unintentionally set fires was due to misuse of ignition source at 29% (91 fires), compared to 29.5% in the Province.
- Of the fires occurring in the Town over the five-year period from January 1, 2016, to December 31, 2020, the second most common cause of unintentionally set fires was due to mechanical/electrical failure at 16.6% (52 fires), compared to 15.3% in the Province.
- Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 27.4% of fires had a reported ignition source of cooking equipment, which is 10.5% higher than the Province (16.9).
- Of the fires occurring within the Town over the five-year period from January 1, 2016, to December 31, 2020, 13.7% of fires had a reported ignition source of open flame tools/smokers’ articles, which is 0.03% lower than the Province (14.0%).

#### 7.10.2.1

#### Proposed Enhanced Seniors Fire Safety Education Program

According to the 2021 census data presented within the CRA seniors (those 65 years and over) represented 15.7% of Oakville’s total population. In addition, 13.1% of the total population fall into the age range of 55 to 64, representing a cohort aging towards the senior’s demographic of 65 years of age or older. Seniors are considered to represent one of the highest fire risk groups across the province based on residential fire death rate as shown in Figure 6.

Figure 6: 2012 to 2021 Residential Fire Death Rate by Age of Victim (OFM)



Source: OFM

In our view, these factors support the need for a dedicated senior's fire safety education program. Further utilization of existing community relationships and investigating additional partnerships may be an effective strategy for consideration towards enhancing the department's current senior's fire safety education program.

Some jurisdictions have opted to work collaboratively with other service agencies to reach seniors and other "at risk" populations within the community. The program involves the agencies collectively preparing a checklist identifying safety issues each organization has authority to address. The checklists are to be utilized when home visits, inspections or nursing care is provided. The checklist includes contact information for each agency so that the individual noting the issue can forward his/her concern and trigger the appropriate follow up.

Agencies that have been involved in other communities include:

- Victorian Order of Nurses (VON);
- Community Care Access;
- Ontario Home Health;
- Meals on Wheels;
- Health Units;
- Fire departments;
- Police departments;
- Municipal building departments;
- EMS; and
- Retirement Home Regulatory Authority.

These types of partnerships enhance the safety of seniors within a community, promote interagency collaboration and often assist in mitigating circumstances or situations which may lead to emergencies if left unchecked.

Operational Recommendation #28: That consideration be given to enhancing the fire safety program for seniors (65+) within the community as presented within the proposed FMP.

#### 7.10.2.2 Proposed Targeted Fire Safety Education Program

The CRA offers valuable insights on the areas of the municipality that have traditionally seen a higher incidence of carbon monoxide incidents and false fire calls. Incorporating targeted public education initiatives into the Home Awareness program, reaching out to established neighbourhood organizations and building owners, or executing a social media campaign would all be advantageous for these areas.

Operational Recommendation #29: That consideration be given to implementing a targeted public education program around carbon monoxide and false alarm incidents as presented within the proposed FMP.

#### 7.10.2.3 Proposed Enhanced Public Education Reporting

During the preparation of this FMP, the OFD was able to provide an overview of the department's current public education program. However, our research indicates that the department does not currently maintain detailed statistical information related to:

- the amount of fire safety education delivered;
- the amount of fire safety education material that is distributed on an annual basis;
- statistics related to the number of people directly impacted by each program; and
- the workload associated with each program.

As previously mentioned, good data is paramount to the ability of a department to analyse and report on the success of programs. In our view this lack of good data further supports the need for the OFD to upgrade its information technology and software to improve its records management process and reporting.

Operational Recommendation #30: That consideration be given to enhancing the tracking of all workloads associated with the OFD public education programs as presented within the proposed FMP.

#### 7.10.2.4 Community Risk Reduction Plan

As referenced throughout this FMP, community risk reduction plans focus on a holistic approach to mitigating or preventing risk within a jurisdiction, utilizing the five E's namely: education, enforcement, engineering, economic incentive and emergency response. It also involves strategies that ensure the right resources are being used, be it a targeted public education campaign for seniors or dispatching appropriate personnel and equipment to a medical call. This approach enables municipalities to provide fire protection services in an efficient and effective manner. Based on our research and observations of the OFD, there would be value in developing a Community Risk Reduction Plan for the Town.

Recommendation #6: That consideration be given to developing a Community Risk Reduction Plan as an all-inclusive approach to reducing risk within the Town, as presented within the proposed FMP.

#### 7.10.3 Fire Prevention Division Staff Resource Summary

The proposed Fire Inspection/Enforcement Program and Enhanced Public Education Programs will have an impact on the current workload within this division. The Town was able to increase the Fire Prevention Division's workload capabilities with the addition of two FPOs and one PEO in the past two years, however, these gains will not be sufficient to support the level of workload associated with the enhanced programs recommended. In addition, to ensure the division is capable of managing the proposed

enhanced programs, manage day-to-day activities and be proactive in setting short, medium and long-term divisional goals, we have recommended the CFPO be removed from having a dedicated district to manage and spend their time proactively managing the divisions activities. In our view, the OFD should first seek to extract the CFPO from the responsibilities of covering a district and second expand the administrative support for this division to minimize wherever possible, the administrative tasks of the fire prevention inspectors. The OFD should also be proceeding with strategies to optimize the utilization of on-duty firefighters to assist in mitigating the workload on the current fire prevention inspectors. This strategy is also consistent with the findings of the 2016 FMP Report that recommended “that suppression staff be trained to conduct inspections in Class D, E and F (2 and 3) occupancies on an ongoing basis”<sup>32</sup> Additional consideration for fire prevention resource management would be for the OFD to undertake an NFPA 1730 Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations review. This review will provide comprehensive exercises to identify staffing resource needs, taking into account required tasks and time demands.

In our view, these strategies will collectively assist in understanding and to begin to manage some of the additional workload associated with the proposed enhanced fire inspection/enforcement and public education programs. It will be critical for the OFD to also begin a comprehensive process of gathering data that tracks the existing workload of all staff within this division. In our experience, the results of a more comprehensive workload tracking process will allow the CFPO and other members of the senior management team to monitor and report on program effectiveness as well as the workload of division personnel.

For the OFD to proactively manage the NFPA 1730 analysis and look at the implementation of the enhanced programing as recommended in this FMP, we believe there will be an identified need to hire one more fire prevention officer in the short-term (one to three years) to cover the district currently assigned to the CFPO. This will free up the CFPO to proactively manage the division and subject to the OFD implementing more comprehensive workload analysis through NFPA 1730, permit the

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<sup>32</sup> Oakville 2016 Fire Master Plan – Fire Prevention Section page 69.

CFPO to manage this process and proactively manage the division's activities and long-range planning.

Recommendation #7: That consideration be given to hiring one additional Fire Prevention Officer in the short term (one to three years) to cover the district currently assigned to the CFPO as recommended in this FMP.

## 7.11 Fire Prevention Summary

The analysis within this FMP indicates that the OFD is currently meeting its legislated fire inspection and public education responsibilities as required by the FPPA. The current fire prevention and public education programs provided by the OFD are predominantly based on the historical needs of the community versus being informed by an identifiable level of fire risk or need within the community. The companion Community Risk Assessment provides the opportunity for the OFD to align its fire prevention and public education with the "identified risk" and "key findings" of the CRA analysis. Therefore, the recommendations for this division support a shift towards aligning the fire prevention and public education programs with the findings of the CRA. The recommendations presented also support the need for the department to implement a comprehensive and ongoing process to assess the goals and objectives of each program with the associated workload. This process will provide for a comprehensive reporting process to Council and the community, while also enabling the senior management team to monitor the effectiveness of each program, as well as the associated workload within the division.

In the short-term, this FMP recommends increasing the administrative support for this division and fire management, as it will have a significantly increase in the efficiency and effectiveness of fire inspection staff. This plan also recommends the upgrading of the RMS in relation to fire prevention in an effort to provide credible data related to their program activities. Additionally, a recommendation to optimize the utilization of on-duty firefighters to deliver basic fire prevention and pre-planning programs to further allow the more highly qualified fire inspection staff to conduct more complex and targeted fire inspections. In our view, these strategies would be implemented within the short-term one to three years of after Council receives this FMP. Subject to the OFD extracting the CFPO from the responsibility of covering a district, we believe there will be an identified need to hire one more fire prevention officer in the short-term (one to

three years). In addition, and subject to freeing the CFPO of district responsibilities the OFD undertake a comprehensive review through the application of NFPA 1730 analysis.

## 7.12 Recommendations

### 7.12.1 Recommendations

Recommendation #4: That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Fire Prevention/Public Education Division administrative position (currently shared with Training) to a FTE administrative role dedicated to support the Fire Prevention/Public Education Division.

Recommendation #5: That the Town of Oakville incorporate the Fire Prevention Division space requirements in the future design of Fire Station 9 as outlined in this FMP.

Recommendation #6: That consideration be given to developing a Community Risk Reduction Plan as an all-inclusive approach to reducing risk within the Town, as presented within the proposed FMP.

Recommendation #7: That consideration be given to hiring one additional Fire Prevention Officer in the short term (one to three years) to cover the district currently assigned to the CFPO as recommended in this FMP.

### 7.12.2 Operational Recommendations

Operational Recommendation #16: That the CFPO's day to day responsibilities do not include coverage of a district as outlined in this FMP.

Operational Recommendation #17: That the Oakville Fire Department undertake a review of the Fire Protection and Emergency Management Policy (Corporate Policy MF-FPS 001), Fire Prevention Procedure (Corporate Procedure MF-FPS-001-001), and OFD Fire Prevention Policy (Policy #4-5) as outlined in this FMP.

Operational Recommendation #18: That the OFD establish a standard operating procedure to formalize the process of receiving and managing fire safety requests and complaints.

Operational Recommendation #19: That the OFD acquire a Records Management System that is capable of storing and exporting reliable and valuable data on the Fire Prevention Division's activities as identified in this FMP.

Operational Recommendation #20: That the OFD develop a NFPA 1035–Fire and Life Safety Educator I and NFPA 1031–Fire Inspector I training program as part of the recruit firefighter training program and/or part of the officer development training program to enable the Suppression Division to enhance the delivery of the first two lines of defence as outlined in this FMP.

Operational Recommendation #21: That the OFD establish a standard operating procedure to identify the goals, objectives, and procedures for the Home Awareness Program.

Operational Recommendation #22: That the OFD establish a standard operating procedure to identify the procedure to be followed by suppression crews if a missing or defective smoke/carbon monoxide alarm is identified by the OFD.

Operational Recommendation #23: That the Oakville Fire Department consider the implementation of a proactive fire inspection program as outlined in this FMP.

Operational Recommendation #24: That consideration be given to the development and implementation of a Pre-planning Program as outlined in the FMP.

Operational Recommendation #25: That consideration be given to developing an enhanced investigation and reporting strategy whereby data gathered through the fire origin and cause can be used for the purposes of developing and implementing public education and fire prevention initiatives as presented in the proposed FMP.

Operational Recommendation #26: That consideration be given to implementing the proposed enhanced Home Awareness Program focusing on missing or defective smoke detectors as outlined in the FMP.

Operational Recommendation #27: That consideration be given to enhancing the tracking of all workloads associated with the OFD fire inspection and enforcement programs as presented within the proposed FMP.

Operational Recommendation #28: That consideration be given to enhancing the fire safety program for seniors (65+) within the community as presented within the proposed FMP.

Operational Recommendation #29: That consideration be given to implementing a targeted public education program around carbon monoxide and false alarm incidents as presented within the proposed FMP.

Operational Recommendation #30: That consideration be given to enhancing the tracking of all workloads associated with the OFD public education programs as presented within the proposed FMP.

## 8.0 Training Division

Over the past several years, Ontario’s municipal fire departments have undergone significant changes to their educational programs as part of the Province’s “modernization of fire safety training” initiative. Most notably, the following four policy changes have transformed the direction of firefighter training and education:

1. The OFC’s expansion of NFPA Pro-Qual certification programs to RTCs and online courses.
2. The closure of the Ontario Fire College’s Gravenhurst Campus.
3. The establishment of Learning Contracts through which departments may teach OFC curriculum via internal training programs.
4. The enactment of O. Reg. 343/22 – Firefighter Certification.

Together these policies set the standards for firefighter training, and the process for required certification. While these changes have had an impact on all municipal fire departments, they are especially pertinent to the OFD Training Division, who in addition to teaching internal staff also serves as one of the province’s 28 RTCs.

The following section will review relevant regulations and policies related to firefighter training in Ontario before providing an analysis of the OFD’s internal training programs and the department’s role as an RTC.

Recommendations and strategies are provided for consideration where opportunities exist to assist the department with maintaining compliance with applicable legislation, or to improve programs or services to better align the department in comparison to current industry best practices.

### 8.1 O. Reg. 343/22 – Firefighter Certification

On April 14, 2022, the Ministry of the Solicitor General filed O. Reg 343/22 – Firefighter Certification, requiring all Ontario firefighters to be certified to NFPA Pro-Qual standards over the next four to six years.

To fully understand the impact of this certification it is important to note the distinction between “qualifications” and “certifications”. The NFPA training standards and related qualifications do not consider or require certification. Instead, NFPA standards are

intended to identify the required training for an individual to attain a recognized qualification related to specific positions, roles and responsibilities within the fire service. Conversely, certification is completed by third party organizations such as the International Fire Service Accreditation Congress (IFSAC) or the Fire Service Professional Qualifications System (Pro-Board) which provide independent evaluation to measure individual performance as set by the standards. Therefore, it is possible for fire departments to have trained to a relevant NFPA standard without having members certified with the necessary credentials.

Prior to the implementation of O. Reg. 343/22, many fire departments pursued qualification but not certification, a process that was considered an acceptable form of best practice training for firefighters. Moving forward O. Reg. 343/22 explicitly requires all firefighters to be “certified” by either “the Fire Marshal; or an accreditation from the IFSAC, or a Pro Board seal, that is recognized by the Fire Marshal as equivalent to the certification provided by the Fire Marshal”. In summary, regardless of the department’s existing training and “qualifications”, Ontario’s new firefighter legislation requires departments to have their firefighters certified to the prescribed NFPA standards, ensuring that such certification is issued by the OFM, IFSAC, or a Pro Board seal.

A firefighter who has previously obtained IFSAC or Pro Board certifications will continue to have these existing certifications recognized even “if the requirements for obtaining that certification are subsequently updated or changed”. This includes firefighters who may have applied for a “letter of compliance” in response to the OFM’s 2014 “Grandfathering Policy”. A similar grandfathering opportunity was provided as part of O. Reg. 343/22, now referred to as the ‘Legacy Process’; however, unlike the 2014 policy, this new Legacy Process can only grant partial skills certifications known as Ontario Seal Curriculum. Because O. Reg. 343/22 requires that larger career departments that offer a list of “full service” skills be certified to the complete standard, OFD is not eligible for any “Legacy Process” certification.

### 8.1.1 Suppression Staff Certification Levels

O. Reg. 343/22 requires that each municipality’s certification needs be based on the level of fire suppression services offered through their respective Establishing and Regulating By-law. Based on our review of Oakville’s 2019 Establishing and Regulating

By-law and 2021 amendment, OFD's suppression staff will require NFPA certifications related to the provision of:

- Fire ground and suppression activities (NFPA 1001 Level I and II/1002/1021 Level I/1521);
- Vehicle extrication (NFPA 1001 Level II);
- Rope rescue (NFPA 1006 2021 Edition, Chapter 5, Technician);
- Confined space rescue (NFPA 1006 2021 Edition, Chapter 7, Technician);
- Surface water rescue (NFPA 1006 2021 Edition, Chapter 17, Technician);
- Swiftwater rescue (NFPA 1006 2021 Edition, Chapter 18, Technician);
- Ice water rescue (NFPA 1006 2021 Edition, Chapter 20, Technician); and
- Hazardous materials response (NFPA 1072, Technician).

While determining a department's exact certification needs can be complicated, the required NFPA Pro-Qual Standards listed in O. Reg. 343/22 can generally be broken down into two categories: 1) Certifications needed for the provision of fire suppression services, and 2) those needed for the delivery of specialized rescue services.

Departmental records indicate that a large percentage of OFD's firefighters already hold the needed fire suppression certifications. However, many staff members will require additional training connected to the provision of the specialized rescue services listed in the Municipality's 2021 E&R By-law amendment. Table 15 published using data from August 2023, provides an overview of the department's fire suppression certifications as they relate to the newly required NFPA Pro-Qual standards. Additional details on the department's specialized rescue certifications can be found in Section 7.5. It is also worth noting that O. Reg. 343/22 also prescribes certification requirements for Training Instructors, Fire Prevention Inspectors/Investigators, Fire and Life Safety Educators and Emergency Communicators. Details of these certification requirements for other divisional staff will be addressed in their respective sections of this FMP.

Table 15: OFD Suppression Staff Certification and O. Reg.343/22 Compliance

Required Certification	Applicable Ranks	Existing Compliance	Compliance Deadline
NFPA 1001 Firefighter I/II	Firefighters Acting Captains Captains Assistant Platoon Chiefs	100%	July 1, 2026
NFPA 1002 Pump Ops	Firefighters Acting Captains	100%	July 1, 2026
NFPA 1021 Fire Officer I <sup>33</sup>	Acting Captains Captains Assistant Platoon Chiefs Platoon Chiefs	74%	July 1, 2026
NFPA 1521 Incident Safety Officers <sup>34</sup>	Acting Captains Captains Assistant Platoon Chiefs Platoon Chiefs Training Officers	31%	July 1, 2026

### 8.1.2 OFD Certification Options

To ensure ongoing compliance with O. Reg. 343/22, the fire suppression training provided by the OFD must meet the NFPA Pro-Qual Standards and be formally accredited from either the IFSAC, Fire Service Professional Qualification System (Pro-Board), or the OFM.

In Ontario, the OFM's Academic Standards and Evaluation (AS&E) section is the only authority having jurisdiction (AHJ) able to provide either IFSAC or Pro-Board accredited certification. Outside of the previously mentioned grandfathering process, NFPA Pro-Qual certifications can only be obtained through an official AS&E testing process, which

<sup>33</sup> Includes NFPA 1041 which is not specifically required by O. Reg. 343/22, but is a prerequisite for NFPA 1021 Certification.

<sup>34</sup> OFD's RTC already has three separate NFPA 1521 courses scheduled for fall 2023, which should significantly close this certification gap.

requires a proctored written exam and may also include practical evaluations. Fire Departments seeking to train staff through these approved courses have six options:

1. Ontario Fire College courses, which may be held at a RTC, entirely online, or in a blended format;
2. Registered private career college courses;
3. Out of province certification programs;
4. Third-party training providers;
5. A learning contract with the OFC whereby qualified staff can deliver OFC curriculum in-house and certification testing is completed by an AS&E proctor; and
6. Internally developed curriculum that is compliant with the relevant NFPA standard. As with the OFC Learning Contract model, all certification testing must be completed by an AS&E proctor.

Logically, there are pros and cons to each training option and departments will have to choose the certification path that fits their individual needs and circumstances. OFD is in the relatively unique position of having a diversely certified group of training officers and on-shift training instructors combined with an impressive training ground, and status as one of the Province's 28 RTCs. Together, these assets suggest that locally delivered RTC courses or internally based training programs would be the preferred method of certification, and that the OFD avoid the use of private career colleges and out of province certification programs which would be prohibitively expensive. The following subsections will expand on OFD's internal training programs, and how these existing systems might be further leveraged in pursuit of 100% compliance with O. Reg. 343/22.

### 8.1.3 OFD as a Regional Training Centre

As one of the Province's 28 RTCs, the OFD is in an advantageous position to achieve O. Reg. 343/22 compliance. Since the closure of the Ontario Fire College's Gravenhurst Campus in 2021, RTC's have become one of the primary training routes through which Ontario's firefighters may receive certification. As a recognized RTC, Oakville has the capability to run NFPA Pro-Qual courses supported by the OFC and advertised through the OFC's Course Calendar. Additionally, OFD's RTC status allows the department to maintain student rosters for each course and prioritize its own staff on offered training

programs. Vacant seats can then be filled by applying firefighters from across the region or province as need dictates.

This system conveniently enables OFD to deliver a multitude of NFPA Pro-Qual courses and efficiently takes advantage of fixed costs economic principles by filling empty seats with paying students from other departments. Furthermore, this RTC model has the potential to expand the educational value of each course as it provides an increase in perspectives that can help to balance the insular qualities that are inherent in the structure of Ontario's municipal fire services.

From August 1, 2022, to May 31, 2023, OFD's RTC hosted 7 NFPA Pro-Qual courses focusing on Company Officer and Instructor certifications, and has three NFPA 1521 Incident Safety Officer courses scheduled for the fall of 2023. The certifications provided through these courses are reflected in OFD's high NFPA 1021 compliance rate (74%), and the scheduled 1521 courses are expected to equally address this identified qualification gap.

While there are many positive benefits associated with OFD's RTC status, this arrangement comes with an increased administrative workload. As part of the agreement with the Ontario Fire College, each RTC must provide a dedicated "Coordinator" to act as the primary point of contact with the OFC and is responsible for requesting classes, enrolling students, providing class specific information to all attendees and being available to assist with the class administration as needed. In Oakville these additional duties are assumed by the Chief Training Officer (further details in Section 7.2.1). The OFC encourages departments to create a cost recovery model for these additional duties, which is to be paid for through student fees. In addition to paying for any administrative costs, these student fees may also cover consumables, refreshments, and depreciation of capital assets caused by increased use.

However, despite these challenges OFD's RTC status remains a net positive for both the department and the larger firefighting community. Administrative costs associated with the program can be recovered through calculated student fees, and are marginal when compared to the economic advantage of leveraging a fixed cost delivery model. It is also important to consider that not all educational benefits are measured fiscally and that the inclusion of outside students is likely to increase the diversity of perspectives and

value associated with each course. For these reasons it is recommended that OFD continue its RTC partnership with the OFC.

Operational Recommendation #31: That the OFD continue to provide NFPA Pro-Qual training courses through its established RTC, with ongoing review of the administrative and operational costs associated with outside student enrollment to adjust student fees accordingly.

#### 8.1.4 OFD Internal Certification Programs

As noted above, departments may also choose to run their own NFPA Pro-Qual certification programs using either an approved learning contract from the OFC, or through the development of their own NFPA compliant curriculum. In both cases certification and testing remains the jurisdiction of the Ontario Fire Marshal's AS&E branch and must be coordinated through this office. These internally run courses are an excellent option for departments without an RTC status or as a means of complementing available RTC programs, and are more flexible in their administration than programs hosted through the OFC Course Calendar.

The Learning Contract model is very similar to the one used by RTCs to deliver OFC developed courses. Through a signed contract, fire departments are permitted to teach OFC curriculum for certified NFPA programs provided they supply qualified instructors and the required logistical support. By necessity, courses developed and issued by the OFC must be suitable for every fire department in the province. Again, there are pros and cons associated with this model. While there are many benefits to such standardization, larger departments like the OFD are often required to supplement these materials with lessons related to their specific departmental policies and procedures.

Alternatively, departments may develop their own NFPA based training programs. However, unlike the Learning Contract model, supporting materials are not provided by the OFC. Instead, instructors must create their own NFPA compliant curriculum. This process is more time consuming, but does allow departments to cater to their specific needs, provided they meet the NFPA's knowledge and performance requirements. The final testing and certification process delivered by AS&E ensures the integrity of these programs and the student's ability to perform the skills outlined in the NFPA standards.

OFD has successfully run many of these internal training programs needed to certify suppression members in various NFPA disciplines. In 2021 alone, the department certified:

- 220 staff to NFPA 1006 Ice Rescue Level 1 (Operations equivalent);
- 120 staff to NFPA 1006 Ice Rescue Level 2 (Technician equivalent);
- 27 staff to NFPA 1002 Pump Operations; and
- Eight staff to NFPA 1035 Fire and Life Safety Educator.

This system of internal training initiatives nicely compliments the training programs offered through the department's RTC and should continue to be used as a more flexible option for the credentialing of departmental personnel.

Operational Recommendation #32: That the OFD continue to use in-house certification initiatives with the OFM's AS&E testing in addition to the more formal courses offered through the department's RTC.

## 8.2 Training Division Staff Resources

Interviews with departmental staff show that the Oakville Training Division has undertaken a complete "rebuild" over the past six years. Numerous stakeholders described this team as a group of capable individuals who are a combined asset to the organization. This team works under the leadership of the Deputy Fire Chief of Training and consists of one Chief Training Officer, one ACTO and three TOs. These five full-time positions are supported by a shared administrative staff member, who is also responsible for assisting with Fire Prevention's clerical duties. The OFD also benefits from a complement of 34 on-duty Fire Suppression members who also serve as On-Shift Training Instructors (OSTI) capable of teaching specialized programs related to their subject matter expertise. Continuing to support and expand this OSTI program will be a vital part of OFD's certification process, and creates positive morale amongst participants who are willing to share their skills in pursuit of bettering themselves and the overall department.

### 8.2.1 Training Division Staff Qualifications

Collectively, OFD's training staff holds a wide variety of NFPA Pro-Qual credentials, which is not only important for delivering different training programs, but it is also a

necessary requirement for compliance with the new O. Reg.343/22. In the same way this new certification regulation sets out the necessary training requirements for fire suppression personnel, it also lists the minimum standards for a department’s training division staff. Fire department training instructors must, at a minimum, be certified in NFPA 1041 “Standard for Fire and Emergency Service Instructor Professional Qualifications” Level I for basic firefighter skills, and to Level II to be the lead instructor for any “live fire training, and above or below grade technical rescue practical training”. Logically, fire instructors must also be certified in each of the respective disciplines that they are required to teach.

As seen in Table 16, OFD’s training staff has a diverse background creating the necessary overlap in certifications needed to deliver all of the department’s required training programs. However, not all dedicated Training Officers hold NFPA 1041 Instructor Level II. It is recommended that NFPA 1041 Level II certification be provided to all Training Division staff to ensure all are qualified for the lead instructor role. This certification is especially important for any Training Officer overseeing the technical rescue disciplines (rope and confined space) so that they can run independent training sessions with their respective OSTIs. It is also recommended that all Training Officers obtain NFPA 1021 Level I and NFPA 1521 certification as part of their logical career progression, and so that they can assist with the company officer certification process as needed.

Table 16: Existing Training Division Staff NFPA Pro-Qual Certifications

Position	NFPA Pro-Qual Standard Certifications
Chief Training Officer	NFPA 1001 (Firefighter II) NFPA 1002 (Apparatus Equipped with Fire Pump) NFPA 1021 (Fire Officer IV) NFPA 1035 (Fire and Life Safety Educator) NFPA 1041 (Fire and Emergency Services Instructor, Level II) NFPA 1072 (Hazmat Operations) NFPA 1521 (ISO)
Assistant Chief Training Officer	NFPA 1001 (Firefighter II) NFPA 1002 (Apparatus Equipped with Fire Pump) NFPA 1006 (Ice Technician) NFPA 1006 (Surface Water Technician)



Position	NFPA Pro-Qual Standard Certifications
	NFPA 1006 (Swift Water Technician) NFPA 1006 (Confined Space Technician) NFPA 1006 (Rope Rescue Technician) NFPA 1021 (Fire Officer III) NFPA 1041 (Fire Instructor, Level II) NFPA 1072 (Hazmat Operations) NFPA 1521 (ISO)
Training Officer 1	NFPA 1001 (Firefighter II) NFPA 1002 (Apparatus Equipped with Fire Pump) NFPA 1072 (Hazmat Technician)
Training Officer 2	NFPA 1001 (Firefighter II) NFPA 1041 (Fire Instructor, Level 2) NFPA 1021 (Fire Officer, Level 1) NFPA 1006 (Ice Operations) NFPA 1006 (Confined Space Operations) NFPA 1006 (Rope Rescue Technician) NFPA 1072 (Hazmat Operations) NFPA 1035 (Fire and Life Safety Educator) NFPA 1035 (Public Information Officer) NFPA 1521 (Incident Safety Officer)
Training Officer 3	NFPA 1001 (Firefighter II) NFPA 1002 (Apparatus Equipped with Fire Pump) NFPA 1041 (Fire Instructor, Level 2) NFPA 1021 (Fire Officer, Level 1) NFPA 1006 (Ice Technician) NFPA 1006 (Surface Water Technician) NFPA 1006 (Confined Space Technician) NFPA 1006 (Vehicle Rescue Technician) NFPA 1072 (Hazmat Technician) NFPA 1521 (Incident Safety Officer) NFPA 1035 (Public Information Officer)
On Shift Training Instructors (34 total)	Specifics discussed in the OSTI section

Given the implications of O. Reg.343/22, OFD should continue to prioritize the professional development of all training staff to build redundant capacity, especially as it relates to the required NFPA 1041 certifications, and core officer qualifications such as the NFPA 1021 and 1521 programs.

### 8.2.2 Chief Training Officer

The Chief Training Officer (CTO) reports directly to the Deputy Fire Chief of Training and is responsible for the development and delivery of the department's firefighter training programs. In addition, the RTC partnership between the Oakville Fire Department and the OFM imposes added duties on the CTO who must also fulfill the role of "RTC administrator". As the department's "RTC administrator" the CTO is required to work with the OFM as the primary point of communications needed for requesting classes, student enrollment, and course specific instructions.

As per the Collective Agreement, the CTO's duties are to be performed over a 40-hour work week, scheduled through five consecutive 8-hour days, Monday to Friday. A summary of the responsibilities associated with this position has been broken into two sections, with the first capturing the normal duties of the CTO and the second detailing the additional work required as the RTC Administrator.

#### 8.2.2.1 CTO Responsibilities

- Manages the activities of assigned staff including staff training, assigning, and reviewing assignments and daily workflow and evaluates performance;
- Manages employee relations issues including conducting meetings with employees and completing proper documentation;
- Responsible for all phases (development, coordinating, delivering, and monitoring) of employee training and certification, including documentation and correspondence related to training activities, test results, and status of employee qualifications;
- Conducts tests of members of the Department and reports to the Fire Chief and Deputy Fire Chief's on the results;
- Maintains, completes records by utilizing the departments Learning Management System (Vector Solutions) for all training conducted including personnel training records, apparatus and equipment used and prepare reports on activities;

- Prepares estimates, coordinates, and compiles annual budget recommendations for the Training Division and submits for Deputy approval;
- Responsible for preparing business case documentation and recommendations for all new training program initiatives, including costs associated, scheduling and implementation processes;
- Responsible for condition of the Training Campus and Regional Training Center daily activities;
- Responsible for all phases of purchasing assets and supplies as identified by the Fire Chief and/or Deputy Chief. Handles materials and coordinates and supervises shipping and receiving functions;
- Maintains a complete inventory of equipment, apparatus, etc., assigned to the division of training;
- Maintains complete records of equipment and apparatus serviced and administered by the division;
- Develops, maintains, and updates lessons plans, safety plans, JPR checklists, training manuals, training syllabus, and station libraries to improve the delivery of training to Fire Department personnel;
- Develops training aids and keeps abreast of changing local conditions, technological changes in fire prevention, fire administration and firefighting operations;
- Reports to the Deputy Chief on results and assessments pertaining to recruit and in-service training;
- Visits fire stations and attends emergencies to ascertain training quality and assurance that emergencies are being handled in accordance with training given and fire department standard operating procedures;
- Conducts lectures, makes public presentations;
- Responsible for CPSE department accreditation processes relating to the training division as delegated by the Fire Chief and/or Deputy Fire Chief of Training; and
- Perform other duties as assigned.

## 8.2.2.2

## RTC Administrator Responsibilities

- Create, change or cancel classes through the use of approved OFM forms;
- Serve as a dedicated contact person between Oakville's RTC and the OFM;
- Receive applications from students at outside Fire Departments interested in attending courses at Oakville's RTC;

- Communicate directly with all students enrolled in Oakville's RTC to provide class and facility specific information; and
- Attend the first day of class either in person or through a delegated representative to present all necessary facility information to RTC students.

As seen in the above job description, the CTO has many responsibilities related to both the successful implementation of OFD's internal training programs and the routine administration of the department's RTC. When combined, these duties create a great deal of administrative work for the CTO position, a problem exacerbated by the limited support available through the 0.5 FTE administrative staff role currently assigned to the division. Converting this existing shared administrative position to two 1.0 FTE roles with one supporting the Training Division and the other Fire Prevention would help both divisions. In the case of Training Division, this extra help would provide the CTO more time to focus on the development and oversight of training initiatives. The administrative needs of the Fire Prevention Division are discussed in Section 7.2.4.

Recommendation #8: That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Training Division administrative position (currently shared with Fire Prevention) to an FTE administrative role dedicated to supporting Training Division and RTC duties.

### 8.2.3 Assistant Chief Training Officer

The Assistant Chief Training Officer (ACTO) reports directly to the CTO and is responsible for assuming all supervisory duties in the CTO's absence. Given the numerous responsibilities of the CTO, the ACTO has an important supporting leadership role within the Division and is responsible for assisting with program delivery and divisional supervision as directed by the CTO.

As per the Collective Agreement, the ACTO normally works four 10-hour shifts on a Tuesday to Friday schedule, except when working as the acting CTO, during which time the ACTO adopts a Monday to Friday schedule.

### 8.2.4 Training Officer

The OFD has three dedicated TO that all report to the CTO. Similar to the ACTO, this position is required to work Tuesday to Friday on four 10-hour shifts. Training Officers are primarily responsible for the delivery of the department's career and in-service

training programs. Each training officer also oversees one of the department's specialized rescue disciplines and associated OSTIs, which are divided into technical rescue skills (rope and confined space), water rescue skills (swift, surface and ice) and hazardous materials response.

#### 8.2.4.1 Training Officer Responsibilities

- Conduct Fire training programs to establish competence for specific NFPA standards, required certifications, and educational programs.
- Conducts training in various subject areas for officer development.
- Participate in course delivery for the Oakville RTC.
- Develop, and deliver training programs to meet legislative, municipal and industry standards that result in the successful preparation of employees' delivery of emergency services.
- Develop lesson plans, skill sheets and produce training resources to meet the current and predicted training requirements.
- Assist in the training of on-duty shift instructors and coordinate the assigned portfolio including any number of disciplines and specialties as assigned.
- Keep informed of new and emerging changes in the field of fire department training education, changing local conditions and technological changes in firefighting operations.
- Monitor and evaluate policies, procedures, techniques, equipment and recommend solutions as required.
- Possess a thorough operational knowledge of all types of apparatus and equipment owned and operated by the Fire Department.
- Assist in the development and/or assessment of specifications for various firefighting equipment and apparatus.
- Assess staff performance by upholding professional competency and certification.
- Conduct theoretical and practical knowledge exams as required by the Chief of Training.
- Maintain current, accurate and complete records of conducted training. Analyze and gather training data for reports as needed.

### On Shift Training Instructors

This system of using on-duty firefighters as supporting instructors has a long history of success in Ontario and has been widely accepted as an industry best practice, especially when used for specialized programs such as:

- Fire ground and suppression training;
- Auto extrication;
- Rope rescue;
- Confined space rescue;
- Trench rescue;
- Hazardous materials response;
- Ice/water rescue;
- Driver program; and
- Medical based training programs.

This model supports professional development, succession planning, and allows firefighters to share their knowledge of specific emergency response procedures. As on-duty firefighters, the On-Shift Training Instructors (OSTIs) work on the same 24-hour schedule and platoon that they are training, providing ample opportunity for the delivery of educational programs.

Following recommendations in the 2016 MFP, the OFD has re-adopted an OSTIs model, which is governed by a Memorandum of Understanding (MOU) attached to the 2018 to 2022 Collective Agreement. Through this MOU, firefighters assigned to suppression divisions may volunteer to instruct specialized training programs to their respective platoons. Additionally, SOP 3-10 On Shift Training Instructors, requires new OSTIs to achieve NFPA 1041 Fire Instructor certification in addition to completing an internal one-day training program. OSTI's must commit to three years in this position, and must subsequently reapply at the end of each term. Through the bargaining process in 2022, the MOU will be updated to ensure that any continuous improvements or program alterations are incorporated to ensure departmental success.

In 2021 the department certified all OSTI's to the NFPA Instructor Level I certification, which O. Reg.343/22 requires as a minimum qualification for all fire services instructors. Following the trend noted in Table 17, OFD's OSTIs are well certified in core firefighting

skills, but still need technician level certification in many of the specialized rescue disciplines; further details found in the specialized rescue section.

Table 17: Existing Training Division Staff NFPA Pro-Qual Certifications as of August 2023

NFPA Pro-Qual Standard Certifications Position	Number of Certified OSTI
NFPA 1001 (Firefighter II)	34
NFPA 1002 (Apparatus Equipped with Fire Pump)	34
NFPA 1021 (Fire Officer I)	10
NFPA 1021 (Fire Officer II)	3
NFPA 1041 (Fire and Emergency Services Instructor, Level I)	34
NFPA 1041 (Fire and Emergency Services Instructor, Level II)	0
NFPA 1521 (Incident Safety Officer)	2
NFPA 1006 Ice-Water Rescue (Operations)	34
NFPA 1006 Ice-Water Rescue (Technician)	24
NFPA 1006 Surface Water Rescue (Operations)	22
NFPA 1006 Surface Water Rescue (Technician)	22
NFPA 1006 Swiftwater (Operations)	9
NFPA 1006 Swiftwater (Technician)	9
NFPA 1006 Rope Rescue (Operations)	14
NFPA 1006 Rope Rescue (Technician)	5
NFPA 1006 Confined Space (Operations)	0
NFPA 1006 Confined Space (Technician)	0
NFPA 1072 (Hazmat Operations)	34
NFPA 1072 (Hazmat Mission Specific)	41
NFPA 1072 (Hazmat Technician)	8
NFPA 1521 (Incident Safety Officer)	2

It must be recognized that this training model requires a significant amount of support from the dedicated Training Division staff. This includes facilitating the required O. Reg. 343/22 certification and recertification courses for existing OSTIs, and any firefighters seeking to become an OSTI. Dedicated Training Division staff are also required to facilitate ongoing monitoring and evaluation of the programs being provided by the OSTIs to ensure consistency within the four-platoon system, and at times may also be required to co-facilitate or facilitate specific specialized rescue training programs. For these reasons, the OSTI program must be seen as a compliment to dedicated training staff and not as a replacement. The work needed to track and coordinate OSTI delivered training is another reason this report recommends the expansion of the division's administrative role from a shared position to one FTE for both training and prevention which is a total increase of 1.0 FTE.

### 8.3 Comprehensive Annual Training Plan

Comprehensive annual training plans continue to be used by fire departments as a best practice means to achieve and sustain the skills and competencies required to provide the Council approved service levels. Use of annual training plans is reinforced by Section 21 Guidance Note 7-3: Training Plans, and NFPA 1500 – Fire Department Occupational Health and Safety Programs. In addition, comprehensive annual training plans are used to address the employer's responsibilities as defined by the Occupational Health and Safety Act, including all Section 21 Guidance Notes, and will be an essential tool for achieving O. Reg.343/22 compliance.

Such plans should include the following core functions:

- Identification of training needs in relation to services provided;
- Coordination/scheduling of theoretical and practical training;
- Monitoring and evaluation in relation to outcomes achieved;
- Ongoing evaluation in relation to industry best practices and legislative requirements;
- Oversight of program objectives and records management; and
- Ongoing assessment of program delivery for efficiency and effectiveness.

OFD has two related and complementary training plans; the first projecting the required certification courses needed for O. Reg.343/22 compliance, and the second which

guides a five-year maintenance program to ensure staff proficiency. As noted in Table 16 and Table 17, OFD already holds most of the needed core firefighting certifications but will need to train many responders to various NFPA 1006 standards to meet the Province’s 2028 deadline. To meet this regulatory requirement, the department is planning to run the following certification courses:

- NFPA 1006 Rope Rescue Technician – Certification expected in 2023;
- NFPA 1072 Hazardous Materials Technician – Certification expected in 2024;
- NFPA 1006 Confined Space Technician – Certification expected in 2025; and
- NFPA 1006 Swiftwater Technician – Certification expected in 2025.

As noted above, maintenance skills are covered in a five-year training plan that spans from 2022 to 2026. This plan identifies 10 NFPA Pro-Qual standards that are used to drive the department’s training regiment, all of which are based on the identified services outlined in the municipality’s Establishing and Regulating By-law. Allocated time is provided for each training discipline throughout the year with the expectation that crews rotate through the plans prescribed Job Performance Requirements (JPRs). For example, it is expected that appropriate OFD staff will conduct Hazardous Materials training for at least five days every April and will focus on “monitoring and sampling” skills one year (2022), and on “emergency decontamination” during the following year. Some core skills such as donning and doffing chemical protection equipment are performed annually.

Together OFD’s multi year plans exceed the best practice standard of using annual training plans and will play an important role in maintaining the multitude of skills required for the department’s various specialized rescue services. Additionally, this plan usefully references each of the required training components by the identified JPRs listed in their respective NFPA Pro-Qual standard.

#### 8.4 Specialized Rescue Training Programs

The following section will examine OFD’s specialized rescue and related training programs in detail. It is important to first understand the different specialized services and levels of training that fire departments may offer, which in Ontario is a decision made by municipal councils and stipulated through their respective Establishing and Regulating By-laws.

The NFPA provides recommended performance standards for a wide variety of potential incidents spanning everything from hazardous materials response to mine and tunnel rescue specialists. Given the vast number of potential certifications it is unlikely any city would have personnel certified in every discipline. Instead, municipalities choose which specializations are needed for their jurisdictions, with the most common being, rope, confined space, hazardous materials and water rescue related services.

In addition to selecting the appropriate rescue services for their community, councils must also choose the appropriate level of training and response. In general, there are three different levels of training for each discipline which are described in NFPA 1670 Standard on Operations and Training for Technical Search and Rescue Incidents as:

- Awareness Level – Reflecting the minimum capability of organizations and allows first responders to recognize a hazard before calling for more specialized rescuers;
- Operations Level – Reflecting the capability of organizations to respond, use equipment, and apply techniques to support and perform a technical rescue; and
- Technician Level – Often seen as the highest level of training, allows organizations to not only provide the Operational Level services but also to coordinate, perform, and supervise a technical rescue.

#### 8.4.1 Overview of Specialized Rescue Services

Technician level teams require a substantial commitment to provide both the resources and specialized training needed to safely deliver these services on a consistent basis, 24-hours a day, seven days a week, 365 days of the year. The implementation of O. Reg.343/22 has only increased the level of commitment required for the delivery of these services as each member must not only be proficient in these skills, but must also provide proof of IFSAC or ProBoard certification. Given the resource implications linked to the identified service levels, it is important that a department's specialized rescue services are approved by Council and align with known community risks. To provide some context on OFD's historic use of specialized rescue services, a detailed breakdown of departmental data from 2016 to 2021 is included in Table 18 below.

Table 18: Historical Specialized Rescue Incidents (January 1, 2016, to December 31, 2021)

Response Type	Number of Calls
Water Ice/Water Rescue	12
Hazardous Materials Response <sup>35</sup>	34
Rope Rescue (High and Low angle)	30
Vehicle (Auto) Extrication	65
Vehicle Collisions	3,134

Source: OFD, Emergency Response Data 2016 to 2021.

Oakville's most recent Establishing and Regulating By-Law was passed in 2019 and offered Hazardous Materials Response services at a technician level, but provided for water rescue, rope and confined space services at the operations level. In 2021 an amendment to this By-law increased all specialized rescue services to the technician level so that OFD is now committed to providing the following six technician level programs:

- Hazardous Materials Response;
- Confined Space Rescue;
- Rope Rescue (high angle and low angle);
- Ice Water Rescue;
- Surface Water Rescue; and
- Swiftwater Rescue.

These six specialized technician level programs are coordinated through a teams-based model, where specific stations are designated for each type of response. This system allows for cost effective specializations that prioritizes the certification and training of personnel assigned to these halls and subsequent teams. There are also benefits related to equipment storage and dispatch, as the specialized resources needed for each response type are also placed in these designated fire halls. Further details on each of OFD specialized services can be found in the sub-sections below.

<sup>35</sup> Spill-toxic chemical, suspicious substance, bomb/explosive removal/standby.

OFD provides trench and structural collapse rescue services at the awareness level. Stakeholder discussions indicate that the department will likely expand its trench rescue capabilities to at least the operations level in the near future.

In the event the OFD needs other specialized rescue services not covered in the list above, or is challenged by the scale of an incident, the department may request assistance through the PEOC.

Lastly, a large percentage of all OFD's rescue calls are related to vehicle collisions (93%), any one of which may require specialized extrication tools and training. In years past, vehicle extrication services were considered a specialized component of firefighting, and while this continues to be true in some sense, these services are quickly becoming an integral part of the firefighting profession. This view is supported by O. Reg.343/22 which does not require specialized certification for auto extrication, but accepts NFPA 1001 Standard for Fire Fighter Professional Qualifications Level II to be sufficient training for the provision of this service. However, given the importance of this discipline, expanded details of OFD's auto extrication response and training program will be discussed in Section 8.4.1.3.

#### 8.4.1.1

#### Hazardous Materials Response

The department has a long history of offering hazardous materials response services, which given the jurisdictions transport and industrial risks is logically provided at the technician level. This specialized team is based out of Stations 1 and 8, and is supported by a dedicated vehicle, HZ213, that carries the necessary CPC and decontamination equipment needed to provide technician level service capabilities. Team operations are guided by SOP 10-36 Hazmat Procedure and SOP 10-10 Decontamination Procedures, although both were written in 2015 when the department was operations level qualified and will need to be updated to reflect the City's commitment to technician level service. Future updates to SOP 10-10 should also include procedures for cold weather decontamination as this is an especially important skill needed by Canadian hazardous materials teams.

OFD's commitment to a technician level team provides an important service to the municipality. While significant hazardous materials events are fortunately rare, each call presents the potential to significantly impact the larger community. As noted above, the department is in the process of training personnel to hazardous materials response

technician level and expected to have the necessary members certified by the end of 2024.

## 8.4.1.2

## Ice-Water Rescue

Ice-water rescue services have been the subject of much discussion within the fire service as a result of a May 2017 Coroner's inquest into the death of two firefighters during training exercises. This inquest recommended that all ice/cold swiftwater rescue services training be put in abeyance until such time as the recommendations of the jury were addressed. The findings of the inquest highlight the need for stringent training requirements for firefighters to facilitate any type of rescue where water or ice is present. Information provided to fire departments across the province by the OFM through Communique 2017-06, dated October 10, 2017, which encouraged municipalities to assess their delivery of these types of specialized rescue services and specifically their respective Establishing and Regulating By-law. The presence of these elements identifies conditions that warrant very careful consideration of the services provided by any fire department.

OFD's commitment to technician level services related to ice, surface and swiftwater rescue will provide a benefit to its residents but must be undertaken with the most stringent precautions. In addition to the aforementioned Coroner's inquest, the tragic drowning of a firefighter on the St. Lawrence River provides a recent reminder of the hazards associated with this specialized rescue discipline. Adherence to O. Reg. 343/22 training requirements are an important first step in providing safe and effective water rescue services, but must be supported by a strong safety culture built around effective SOPs and operational practice. This level of caution will become increasingly important as OFD continues with its plans to offer technician level swiftwater services, which is arguably the most hazardous version of the water rescue disciplines.

In 2021, OFD trained approximately 120 suppression staff at Stations 1, 3, 5 and 7 as technician level responders certified in both the NFPA 1006 Surface and Ice Water rescue disciplines. Team operations are driven by SOP 10-45 Ice/Water Rescue and the OFD Ice/Water Training Manual, both written in 2022. This recent update does well to reflect the department's new surface and ice water technician level training and importantly restricts surface rescue to a "shore based" response for the time being. Future revisions to this document should include additional details on the expected

standards for equipment maintenance including a defined schedule for inspections and cleaning.

8.4.1.3 Rope and Confined Space Rescue

Similar to the status of the Swiftwater Rescue Program mentioned above, OFD has committed to providing technician level rope and confined space rescue programs as part of the 2021 E&R By-Law amendment. Technician level certification programs for rope rescue are ongoing and expected to be completed by the end of 2023. Similar confined space programs are expected to be completed in 2025.

Current rope rescue calls are guided by SOP 10-9 Rope Rescue Operations, updated in 2020 to reflect the department's operations level capabilities. Similarly, SOP 10-35 Confined-space Search and Rescue, written in 2020, provides overall direction for these types of events. Again, the department is fortunate to have a robust training facility with the specialized training props needed for the certification and practice of these programs.

8.4.1.4 Auto (Vehicle) Extrication

Vehicle extrication has become a core service offered by municipal fire departments and is especially important for the OFD whose response area includes the 403, the QEW, and 407. The high number of historic vehicle collision and vehicle extrication incidents from 2016 to 2021 support the need for OFD to deliver these specialized services. In our experience, vehicle extrication incidents are often under-represented in the way call data is recorded, and many more incidents occur that get identified as vehicle collision calls. We have presented both call types within the table above, as any vehicle collision incident has the potential to require extrication services.

OFD has two dedicated apparatus units, and all suppression staff have the necessary NFPA 1001 Level II certification needed by O. Reg. 343/22 to provide vehicle extrication services. More advanced extrication Job Performance Requirements are outlined in NFPA 1006, which requires firefighters to train for vehicles on their roof, side or otherwise challenged by complicated entanglements. O. Reg.343/22 does not require that departments certify their personnel to the NFPA 1006 standard, but it is an important part of industry best practice that municipal departments prepare for these more complicated incidents. Again, OFD is fortunate to have a training facility with an



auto extrication pit to practice these more challenging extrication evolutions and routinely uses heavy machinery from a neighbouring municipal yard to create realistic auto extrication scenarios.

On-scene operations are guided by SOP 10-46 Auto Extrication, written in 2019. This recent document includes important reference to hybrid and electric vehicles whose growing popularity continues to challenge traditional extrication methods. While OFD appears to be a leader in this field, it is important the department continue to focus and train for electric and alternative fueled vehicle emergencies, as the fire service as a whole continues to learn more about these developing technologies.

#### 8.4.2 Specialized Services Certification Status

As seen in Table 19, Oakville will have to certify dozens of staff members to the technician level in multiple NFPA Pro-Qual Certifications to meet O. Reg. 343/22 compliance for all the provided services listed in its 2021 By-law update. Based on the stipulated deadlines in O. Reg. 343/22, OFD will need to certify 56 hazardous materials technicians before July 1 2026, and 57 rope rescue technicians, 64 confined space technicians, and 111 swiftwater technicians before July 1 2028.

This significant task will require the dedicated effort of most of the department's training staff over the next few years, additional details in Section 7.11. Fortunately, OFD has both the training facilities and staff experience to provide these necessary certifications, as proven through their delivery of the Ice Water, Surface Water and Hazmat Mission Specific courses run in 2021 and 2022. Based on the success of these past training initiatives and the aforementioned certification training plan, it is reasonable to presume that the OFD will have the required complement of hazardous materials technicians by the legislated 2026 deadline and the necessary rope, confined space, and swiftwater technicians by the 2028 deadline.

Table 19: OFD Specialized Services and Current Certification Status as of August 2023

Program	Service Level	Dedicated Stations	Responding Units <sup>36</sup>	Full Staffing	Target # of Staff Needing Certification (all shifts)	# of Staff Already Certified
Rope	Technician	5/7	P251	5	64	7
			R254	3		
			P271	5		
			R274	3		
Confined Space	Technician	1/4/5/7	HZ213	Not Applicable	64	0
			P251	5		
			R254	3		
			P271	5		
			R274	3		
Ice Water Rescue	Technician	1/3/5/7	P231	5	120	123
			L232	4		
			P251	5		
			R254	3		
			P271	5		
			R274	3		
			P211	5		
			P211	5		
Surface Water Rescue	Technician	1/3/5/7	P231	5	120	117
			L232	4		
			P251	5		
			R254	3		
			P271	5		
			R274	3		
			P211	5		
			P211	5		
Swiftwater Rescue	Technician	1/3/5/7	P231	5	120	9
			L232	4		
			P251	5		
			R254	3		
			P271	5		
			R274	3		
			P211	5		
			P211	5		
Hazardous Materials Response	Technician	1/8	HZ213	1	56	0 <sup>37</sup>
			P281	5		
			R274	3		

<sup>36</sup> Not including command units.

<sup>37</sup> In 2022 OFD certified 33 suppression staff members to the 1072 Mission Specific Level, a unique prerequisite needed for the NFPA 1072 Hazmat Technician course.

## Company Officer Training

Municipalities are required to ensure that enough supervisors (officers) are trained to oversee the workforce. The Occupational Health and Safety Act, Part III, Duties of Employers and Other persons, Section 12, subsection (2) states that: “Without limiting the strict duty imposed by subsection (1), an employer shall, “(c) when appointing a supervisor, appoint a competent person”.

As an employer, the Town is legislated by this section of the OHSA to ensure that all supervisors, which includes the role of incident commander, be competent.

The OHSA defines a “competent person” to mean a person who:

1. “is qualified because of knowledge, training and experience to organize the work and its performance;
2. is familiar with this Act and the regulations that apply to the work; and
3. has knowledge of any potential or actual danger to health or safety in the workplace”.

Within the OFD, a supervisor would be defined as any designated Chief Officer such as the Fire Chief, Deputy Fire Chiefs, Platoon Chiefs and Chief Training Officer, and any designated Company Officer such as Captains, or Acting Captains. Industry best practices suggest that a company officer training program should be an ongoing element of a broader officer development program. This strategy further supports succession planning and career development for future senior officers.

Further to these stipulations in the OHSA, O. Reg. 343/22 requires OFD’s company officers to be certified to both the NFPA 1021: Standard for Fire Officers Level I, and NFPA 1521: Incident Safety Officer Standard. Additionally, any personnel interested in an officer position must also be NFPA 1041 – Fire Instructor Level I certified, as this is a necessary prerequisite for the NFPA 1021 course. As noted in Table 19, 74% of those acting in an Officer position (Acting Captains, Captains, Assistant Platoon Chiefs and Platoon Chiefs) already have their NFPA 1021 certification, and it is expected that a similar percentage will hold the required NFPA 1521 certification after this fall’s scheduled RTC courses.

Beyond achieving relevant NFPA certification, the OFD also requires company officers to undergo BlueCard Incident Command training with the potential to include Effective Command™ certification courses in the future.

## 8.6 Incident Command Training

Incident command training is considered a core element of company officer training. Ontario Fire Service Section 21 Advisory Committee Fire Fighters Guidance Note #2-1 – Incident Command reflects the importance of this position in relation to the outcome of emergency scene operations, and the skills needed by Officers to serve as an Incident Commander.<sup>38</sup> Guidance Note #2-1 states that employers should train all personnel in incident command, and requires the use of a command system often referred to as an Incident Management System (IMS) during all on-scene calls.

Incident Management Systems are an industry best practice designed to positively influence the outcome of an emergency scene operation and the health and safety of firefighters.

Incident Management should be established by the first arriving officer and be sustained until the emergency is mitigated. The Incident Commander (IC) is responsible for all aspects of managing the emergency incident including developing an “Incident Action Plan” and supervising all operations on scene. This includes:

- Establish immediate priorities, especially the safety of responders, other emergency workers, bystanders, and people involved in the incident;
- Stabilize the incident by ensuring life safety and managing resources efficiently and cost effectively;
- Determine incident objectives and strategies to achieve the objectives;
- Establish and monitor incident organization;
- Approve the implementation of the written or oral Incident Action Plan; and
- Ensure adequate health and safety measures are in place.

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<sup>38</sup> Guidance notes to protect the health and safety of firefighters are developed by the Ontario Fire Service Section 21 Advisory Committee and distributed by the Ministry of Labour, Training, and Skills Development.

OFD's SOP 10-11 Incident Management System (revised January 12, 2022) together with the department's Incident Management System Training Manual (2022) reinforces the above listed principles of incident command. Adherence to these best practices is supported by OFD's utilization of the Blue Card Incident Command Program™ as the basis of its command training.

The Blue Card Program is well established and is considered to be a leader in this field. All Captains receive Blue Card awareness training, and Platoon Chiefs are certified to the command level which includes a 40 to 50-hour online program with multiple scenarios delivered as part of a problem-based learning methodology. Following the online component students are subject to an in-person evaluation, where they are tested as the Incident Commander at simulated structure fires.

In addition to the Blue Card program, the OFD is considering enrolling its incident commanders into Effective Command™ training. This emerging program, endorsed by the Ontario Association of Fire Chiefs, intends to build upon the standardized terminology and command system established in Blue Card, and further expand into decision making simulations with real time consequences of decisions made. This program has the potential to further advance OFD's Company Officer development and promotional process.

## 8.7 Training Facilities – Overview

As noted in the 2016 FMP, OFD has a well-developed training facility that should be a source of pride for the department. Even after 22 years, this facility's training ground continues to meet many of the department's needs. Both fire based and specialized rescue training props are well developed and capable of simulating the realistic training scenarios needed to develop effective first responders. The field training portion of this facility is especially strong and will serve the department well as it continues to offer many of the specialized training courses required by O. Reg. 343/22.

The training facility itself sits on six-acres, located beside Station #5 and includes the following.

## 8.7.1

## Main Training Building

Administrative centre of Training Campus which holds offices for Training Division staff, a 20-person classroom with divider, kitchen facility, single-bay apparatus storage, male and female washrooms with change area and shower facilities. Due to limited classroom space, a 20-person portable has been added to support this main training building. Additional details in the following section.

## 8.7.2

## Live Fire and Rope Rescue Training Building

- Five-storey concrete structure used to simulate both multi-storey and residential structure fires. The structure contains tile lined rooms on each floor designed for burning Class A materials in accordance with the NFPA 1403 Standard on Life Fire Training Evolutions.
- This structure can also be used for rope rescue training and the C-side (Charlie) of the building includes the necessary anchors, working ledge and 50-foot wall needed to practice many NFPA 1006 Rope Rescue skills.
- Nearby roof props allow firefighters to practice vertical ventilation techniques and roof entry from an aerial device.

## 8.7.3

## Propane Class B Fire Training Area

Draeger 'System 64' was installed in 2014 and includes fire props capable of simulating vehicle fires, horizontal and vertical fire spread, and various tank fires.

## 8.7.4

## Auto Extrication Pad

- Suitably large concrete pad with utility pole prop and jersey barriers that can be used to practice vehicle extrication techniques on scrap vehicles purchased from a local towing company.
- Vehicles are moved around the pad using heavy equipment provided by a nearby municipal service depot.

## 8.7.5

## Hazmat Training Area

Contains multiple training props capable of simulating rail, road and pressure vessel incidents. Impressively, OFD's training facility includes a tanker car equipped with a propane vent prop and a box car, both situated on rails.

8.7.6

Confined Space Training Area

Contains a manhole, sewer pipe and confined-space tank props; all constructed above ground to facilitate ease of installation, safety and maintenance.

8.7.7

Firefighter Combat Challenge Tower and Course

Built to the exact "Firefighter Combat Challenge" standards, this mobile training prop is able to deploy a five-storey staircase topped with a working platform that can be used to train for North America's premier firefighter fitness competition, or can otherwise be used for additional rope rescue training.

8.7.8

Storage Solutions

On site storage solutions, include a large Quonset Hut and several sea containers used to store necessary training equipment and supplies.

8.8

Training Facilities – Recommended Upgrades

Despite the facility's many strengths, there are some aspects of this site that have not kept up to the department's growth or meet the standards expected in modern facilities. Classroom capacity, storage and washroom facilities are challenged to keep up with this site's current commitments and will need to be upgraded in the coming years. Fortunately, the planned relocation of OFD's Fire Prevention Division from their existing building on the OFD's training campus to a new location has created an opportunity to renovate this existing structure to meet the department's training needs.

As part of this planned renovation to the old FPO facility and during any subsequent training ground improvements, it is recommended that the following upgrades be prioritized.

8.8.1

Classroom Facilities

The existing classroom can hold 20 students or be divided into two smaller classrooms if needed. This facility works well for the delivery of single programs but is not capable of supporting multiple training initiatives at the same time since it quickly reaches capacity even when the classroom is divided. As noted above, OFD has placed a portable classroom on site, and has also started using space at the Queen Elizabeth Park and Community Centre when needed. Neither solution is ideal as the portable is only a



temporary fix, and the use of off-site facilities can challenge the delivery of many NFPA Pro-Qual fire courses that require students to alternate between classroom lectures and practical skill-based activities on the training ground. Moving between the training ground and off-site classroom can be both logistically inefficient and a hindrance to the learning process. The implementation of O. Reg. 343/22 and expected population growth suggest that OFD and similar departments will require more formalized NFPA training courses in the future, placing increasing demands on available classroom space. For all of these reasons, it is recommended that OFD increase the classroom capacity at its fire training site.

### 8.8.2 Washroom and Kitchen Facilities

The main training building also includes kitchen and washroom facilities. Constructed in 2001, the site's gendered facilities do not meet today's modern accessibility standards. Additionally, the existing washroom and kitchen facilities are too small to support any large training program, let alone multiple concurrent training initiatives. Future renovations to the training facility should prioritize the construction of inclusive washrooms that will need to be scaled to match the increased use of OFD's training centre and any classroom expansion. Lastly, an increased understanding of firefighter's toxic exposures has led to a greater call for firefighter decontamination after both real incidents and simulated fires used for training. A central part of these decontamination procedures include mandatory showers for all participants after training incidents. Consequently, any new washroom facility incorporated into a fire training centre should be built with a high shower to occupant ratio.

### 8.8.3 Storage Solutions

Storage is a common problem for fire service training centres due to the numerous training props and equipment needed to safely simulate various fire and specialized rescue scenarios. The more services offered by a community's Establishing and Regulating By-Law, the more equipment that is needed to provide, practice and train for those types of response; a requirement that has been significantly reinforced by Ontario's new certification legislation. OFD's previous FMP notes that storage capacity at this site was a challenge in 2016, and the problem has only grown with increased levels of service and regulatory requirements. As a temporary measure OFD employs several sea-containers for storage, a practice that has grown since first noted in the

2016 FMP. The long-term use of sea-containers increases the chance that expensive training equipment may be exposed to moisture or rodent infestation and can significantly shorten the expected lifespan of stored equipment.

#### 8.8.4 Staff and Student Parking

The current site includes parking for staff and a few visitors, requiring students to park on the training ground. For a small course this would not be an issue, but again concurrent training programs may require dozens of students on ground, blocking access to the structures and props that need to be utilized during their respective training. Additionally, parking on the training ground risks unintentional damage to personal vehicles.

#### 8.8.5 Apparatus Bay/Indoor Training

Currently, OFD's training facility has one apparatus bay that is used by on-duty crews visiting the site for in-service training sessions, and for vehicle storage needed in support of recruit or RTC training programs. Alternatively, this apparatus bay may be used to practice fire ground skills during inclement weather that increases the risk of injury on the training ground. It is recommended that future upgrades to the training site include more room for apparatus parking. This is an especially important requirement in Canada, where the water on fire trucks may freeze during the winter months without proper precautions. An expanded apparatus area also has the secondary benefit of providing a larger indoor space for training evolutions. This indoor space is an important part of any modern fire training ground as it allows year-round practice of essential skills. While firefighters respond to emergencies in even the worst of conditions, training in this weather would present an unreasonable health and safety risk. Many fire services have incorporated building facades into their training centre's apparatus bay as a clever way to provide a cost-effective multi-purpose space to support training evolutions or vehicle storage as needed.

Recommendation #9: That any future upgrades to the OFD's training facility prioritize increasing available classroom space, modernizing the washroom and kitchen facilities, providing permanent equipment storage solutions, parking, and an expanded apparatus bay that could also serve as an indoor training environment.

## 8.9

## Live Fire Training

The purpose of live fire training is to provide realistic fire simulations under controlled conditions allowing for safe suppression training on a regular basis. Live fire training ensures that all suppression staff maintain skill sets and have sufficient exposure to the conditions that a firefighter may encounter in real life including simulated heat, humidity, restricted vision, and smoke conditions. This type of training also enhances the understanding of fire behaviour and smoke conditions in certain environments as they may relate to conditions such as “flashover.”

The use of departmental training grounds is governed by Standard Operating Procedure 3-2; revised in August 2023, this document defines operational expectations and required health and safety practices for high hazard training evolutions. This recently revised document incorporates the best practices of NFPA 1403 with requirements from the Occupational Health and Safety Act to maximize firefighter safety through various fire and technical rescue-based scenarios.

OFD provides annual live fire training to suppression personnel every fall and ensures this training is scheduled as a priority on the five-year annual training plan. Training records from 2022 show that 79% of suppression personnel completed this live fire training program. These numbers are in-line with OFD’s historical compliance rates which average between 80 to 90%. When looking at this completion data it is important to note that it is unrealistic to expect 100% of suppression staff to attend these annual drills. Due to the labour-intensive nature of live fire training, these sessions cannot easily be repeated and it is common to miss staff who may be away on vacation or who are unable to attend due to injury. Still, departments have an obligation to train as many first responders as possible in live fire training programs and must strive for reasonably high levels of compliance. In considering these limitations, the OFD’s commitment to annual live fire exercises with an 80 to 90% compliance rate is commendable.

## 8.10

## Inclusion, Diversity, Equity and Accessibility (IDEA)

The Town of Oakville, supported by a key corporate objective (Inclusion, Diversity, Equity, and Accessibility [IDEA]) embraces a culture that represents and responds to the Town’s workforce and the community.

Traditionally the fire service, as an industry, has not attracted and retained people who represent the diversity of the communities they serve. This can be attributed to numerous factors over the years, however in today's environment, leaders of the fire service have recognized the need for the change and are making headway. The OFD utilizes a number of existing strategies to support IDEA through recruitment and training practices. To improve the recruiting equity, diversity and inclusion, OFD applies second language filters for percentage points in the Taleo screening software utilized by the corporation. The department has increased gender diversity from 3% female firefighters in 2016 to 13% female firefighters in 2023.

The Oakville Fire Department hosts Blaze Fire Academy at the Oakville Fire Training Campus, with the support and participation of all Halton Region Fire Departments. Blaze Fire Academy, founded in 2022, has a vision of a "Fire Service for All." The program was rebranded from Camp Molly (established to empower females to learn about a career in the fire services) to offer programs to under-represented groups who may wish to consider a fire service career. The ultimate goal of the Blaze Fire Academy is to attract diverse candidates to the fire service. In 2023 Oakville Fire Department hosted Blaze Academy 1 – Changing Careers Program (A hybrid camp aimed at attracting individual that would like to explore a career change) and Blaze Academy 2 – Young Women's Program. The department is proud of the successes of these programs. For example, one of the Changing Careers Program attendees in 2023 is part of the next OFD recruit class.

Ontario Fire Administration Inc. (OFAI) candidate testing continues to provide the preferred method for candidate testing for OFD as it aims for inclusivity and excellence in its recruitment process. OFAI supports equity, diversity and inclusion in the recruitment and hiring process and provides a cost containment measure for candidates. By prioritizing qualifications and skills over background and economics, OFD is not only promoting fairness but also tapping into a broader talent pool. Elevating the profile of fire services as a profession among youth is crucial for attracting passionate individuals who can contribute to OFD and safety of Oakville's communities.

To assist the department in continuing to expand and enhance IDEA initiatives, with the goal that all ranks and classifications in the OFD including representation of diverse individuals, it is recommended that OFD develop a formal IDEA program. The IDEA program framework should include consideration of such areas as the necessary training

to change the culture within the department, policies and procedures, facilities and equipment needs (with potential alterations), identification of career paths starting with outreach to the community as well as leadership development and promotions. The OFD has many successful IDEA initiatives underway, and will continue to be leaders in the industry through implementing a formal IDEA program.

Operational Recommendation #33: That OFD develop and implement a formal Inclusion, Diversity, Equity and Accessibility (IDEA) program.

## 8.11

## Online Training, Compliance and Records Management

In the OFD the issues of e-learning, training compliance and records management seem to be inextricably linked. This is in part due to the OFD's 2014 adoption of Target Solutions®, a popular e-learning platform used by many of Ontario's municipal fire services due to its ability to serve as both a Learning Management System (LMS) and RMS. Target Solutions has since been rebranded as Vector Solutions but continues to offer the same e-Learning and recordkeeping functions.

OFD currently uses this system for the issuing of e-learning materials, the distribution of departmental lesson plans, and for the tracking of all in-person and virtual training items. The comprehensive training records stored on this system tracks everything from OFD's live fire program to the individual reading of online policies and everything in-between. A review of OFD's 2022 training records shows that the department provided 151 separate training initiatives that year to 239 suppression members, with the average firefighter completing 55 hours of self-directed or Captain led training. There was a significant variance in completion rates among the listed 151 different initiatives which spanned between 0.4 and 95%.

When looking at these numbers it is important to remember that given the size and variety of information covered in this dataset, it is unreasonable to expect high compliance rates for each training item. For example, the 0.4% quoted above reflects one firefighter's completion of a three-day "return to work program", a program that would uniquely apply to that individual and not all suppression personnel. Still, when looking at the larger picture, there were only nine programs issued in 2022 that had completion rates over 75%:

1. 2022 Live Fire Training Program – 78%
2. COVID Safety Plan and Telestaff Training Note – 95%
3. Cyber Security Awareness Training – 84%
4. Digital Vehicle Repeater System Training – 90%
5. IMS SOP Training Manual – 90%
6. MTO DZ Renewal Study Guide Resources – 87%
7. OFD IMS Manual Review – 75%
8. SOP 10-6 and Ice Water Training Manual Review – 88%
9. Training Note Review – MSA Carbon Monoxide Detector – 81%

This low completion rate combined with an average of only 55 hours of training per firefighter is less than would be expected given the size and complexity of OFD's suppression operations. Still, a thorough review of these training records suggests both strengths and weaknesses related to the department's record keeping and training compliance systems. For starters, the sheer number of individual records, including many with few dedicated participants, indicate that a wide variety of training programs are being tracked and recorded. While it is common for departments to diligently record larger training programs, it can be easy to oversee the paperwork required to track small or impromptu training initiatives, which are equally important to the members involved. It is also important to note that OFD's live fire program is included in the listed high compliance rate items, indicating the department's commitment to a quality over quantity approach; a training methodology supported by evidence that favours fewer high-fidelity simulations over numerous text-based reading assignments.

However, the low compliance rate attached to many of the department's issued training items cannot be ignored. For one, this data suggests that the department as a whole is not following SOP 3-9 Target Solutions. Published in 2014, this SOP outlines the procedures for the issuing and completion of "scheduled training activities" expected to be completed during "working hours" and overseen by the "Company Officers and or Platoon Chief". Of the nine "high compliance" topics listed above, only one (the aforementioned live fire program) appears to be delivered by training division staff. The remaining eight are presumably training notices, or Captain led in station exercises facilitated by the department's LMS. Further analysis of the 2022 training report shows another 11 issued activities that have completion rates between 50% and 74%, including one titled "Scott X3 Pro Core Drill" (51%), a skill likely related to the use of the

department's Self-Contained Breathing Apparatus, an important topic that one would expect to have a high completion rate. Beyond failing to comply with OFD SOP 3-9, this trend is also in opposition to the Ministry of Labour's Section 21 Guidance note # 7-3, which outlines best practices for keeping "complete and accurate" training records. Further discussion on these findings is included in Section 7.9.

## 8.12

## Proposed Division Staff Resource Strategy

A thorough review of OFD's Training Division, has revealed many strengths related to the department's position as an RTC, O. Reg. 343/22 compliance, live fire training program and ongoing work toward special teams' certification and development at the technician level. This work has also revealed issues related to low completion rates of the smaller but equally important departmental wide training programs needed for the maintenance of core skills and change communications.

Taken together and combined with the observations made throughout the above training section, this data suggests two things; the first being that the department benefits from a strong group of training instructors dedicated to high-value training programs, including RTC programs, special teams' development, live fire evolutions, and O. Reg. 343/22 compliance; and the second implication being that staff focus on this first priority leaves little room for the oversight of "core" skills. This view is supported by the fact that noted strengths and weaknesses in this analysis are divided along clear lines that separate Training Division led programs from the self-directed maintenance initiatives.

To address this identified deficiency, it is our recommendation that OFD immediately increase its training staff by one FTE position to oversee routine professional development and the core skills maintenance of suppression staff. This new position will enable the department to bring these core competencies to the same standard of development that is apparent in the specialized rescue programs. It is equally important that the department revisit its tracking and compliance systems to ensure that any assigned training is properly recorded. This process may be as simple as providing managerial oversight to the existing Target Solutions SOP (3-9), or might include an entirely new system based on growing training staff resources.

Additionally, it is critical that any proposed staff resource strategy also accounts for projected growth, departmental demographics, and the amplified workload associated with increasing legislative requirements. In considering that this FMP recommends the construction of two additional stations (Section 9.16), and that O. Reg. 343/22 has imposed significantly more rigid requirements for officer development and certification, we also suggest a second FTE position be added to OFD's Training Division in the near future. This additional position will be needed to maintain the department's firefighter to instructor ratio once the additional 40 staff members are hired for future Stations 10 and 11. Furthermore, it is recommended that this additional position could specialize in overseeing the department's company officer development program and the integration of the Effective Command™ element into the department's existing IMS system. This secondary FTE position could be included in the planned FMP review at the five-year horizon.

Collectively, the above recommendations take into consideration the increased obligations O. Reg. 343/22 has placed on municipalities, the training resources needed to maintain specialized rescue teams at a technician level, the department's RTC commitments, and expected departmental growth over the coming years.

Recommendation #10: That OFD increase its training staff complement by one FTE position in the immediate term to oversee routine professional development and core skills maintenance of suppression staff, and that OFD consider the addition of a second FTE position in the mid-term horizon to maintain its instructor to firefighter ratio and to oversee the department's company officer program.

Operational Recommendation #34: That OFD revisit its training compliance and record keeping systems to ensure that assigned training is properly recorded as outlined by Section 21 Guidance Note #7-3 Training Plans.

### 8.13

## Training Division Summary and Recommendations

This FMP provides an overview of OFD's Training Division as it relates to the new O. Reg. 343/22 – Firefighter Certification. In addition, this report examines many unique aspects of OFD's training facility, RTC status, annual training plan, and special rescue programs. In summary, OFD is fortunate to have a robust training facility, staffed

by a well-educated group of training professionals. The department also utilizes an annual training plan that meets or exceeds industry standards.

The department is well positioned to meet O. Reg. 343/22 compliance for core fire suppression skills but will need dedicated effort to meet its specialized rescue certification commitments, a challenging but not unachievable task. OFD's recent success in delivering technician level surface and ice water certification programs, combined with the five-year special teams training plan, suggests that all required certification training will be completed by 2025, providing a three-year contingency window ahead of the 2028 deadline.

The field portion of OFD's training facility continues to be a source of pride for the department and contains all the training props needed for the department's current specialized rescue programs. However, the classroom, washroom, kitchen, parking, and storage facilities have not kept pace with the department's growth and current RTC status. OFD already has plans to address this issue by renovating the Fire Prevention building once this division moves to their new site away from the OFD training campus. This initial step promises to address many of the listed issues, but it is possible that further expansion and upgrades will be needed. Consequently, OFD is encouraged to develop a long-term plan to address facility upgrades, taking into consideration both the facility's use for internal training programs and potential expansion of its RTC offerings.

An audit of training records and related files suggests that while the department's formal certification and career training programs are strong, completion rates for assigned professional development programs are low. A closer review of this trend indicates that this split is related to a training saturation, where existing resources are focused on providing the certification courses needed for the newly imposed regulatory requirements. In addition, the increase demands of O. Reg. 343/22, specifically as it relates to company officer development, combined with local population growth, are expected to further strain the capabilities of OFD's Training Division. To address these issues, it is our recommendation that the department increase its training staff, growing both the number of instructors and administrators needed to properly deliver and record individual training sessions.

Based on these observations of OFD's Training Division, the following recommendations are presented for consideration and approval.

## 8.13.1

## Recommendations

Recommendation #8: That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Training Division administrative position (currently shared with Fire Prevention) to a FTE administrative role dedicated to supporting Training Division and RTC duties.

Recommendation #9: That any future upgrades to the OFD's training facility prioritize increasing available classroom space, modernizing the washroom and kitchen facilities, providing permanent equipment storage solutions, parking, and an expanded apparatus bay that could also serve as an indoor training environment.

Recommendation #10: That OFD increase its training staff complement by one FTE position in the immediate term to oversee routine professional development and core skills maintenance of suppression staff, and that OFD consider the addition of a second FTE position in the mid-term horizon to maintain its instructor to firefighter ratio and to oversee the department's company officer program.

## 8.13.2

## Operational Recommendations

Operational Recommendation #31: That the OFD continue to provide NFPA Pro-Qual training courses through its established RTC, with ongoing review of the administrative and operational costs associated with outside student enrollment to adjust student fees accordingly.

Operational Recommendation #32: That the OFD continue to use in-house certification initiatives with the OFM's AS&E testing in addition to the more formal courses offered through the department's RTC.

Operational Recommendation #33: That OFD revisit its training compliance and record keeping systems to ensure that assigned training is properly recorded as outlined by Section 21 Guidance Note #7-3 Training Plans.

## Fire Suppression Division

To comply with the Fire Protection and Prevention Act, 1997, the Town of Oakville is required to provide the necessary fire protection services based on the needs and circumstances of the local community. This includes deciding on the appropriate level of fire suppression and specialized rescue services to be provided. To assist in this decision-making process, O. Reg. 378/18 – Community Risk Assessments was developed, which requires the council to use their community risk assessment to make informed decisions about fire protection services, including the level of fire suppression services to be provided.

The delivery of fire suppression services is recognized by the OFM Comprehensive Fire Safety Effectiveness Model as the “Third Line of Defence”. This model also recognizes that “due to a variety of influences, not all communities are capable of, or should consider delivering the same level of service”<sup>39</sup>. To assist Council in this decision-making process, the methodology presented within this section considers the “Risk Outcomes” identified by the companion Community Risk Assessment, the applicable PFSGs authored by the OFM, and current industry best practices as presented within the applicable National Fire Protection Association standards.

The Fire Department in the Town of Oakville is responsible for responding to fires, medical emergencies, hazardous material incidents, motor vehicle collisions, and technical rescues, such as high and low angle rope, swift water, surface water and ice rescue, auto extrication and confined space rescues. Currently, trench and structural collapse rescues are limited to the awareness level of training. Conducting technical rescues requires highly trained staff with a high level of competency. Recently, O. Reg. 343/22 has been implemented, which requires firefighters to be certified in each specialty discipline to varying levels. The level of certification will depend on Council’s approval of funding and the fire department’s ability to provide the service.

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<sup>39</sup> Office of the Fire Marshal and Emergency Management, Public Fire Safety Guideline 04-01-12 Selecting Fire Suppression Capability.

## Existing Fire Stations

Oakville Fire Department currently operates from nine fire stations located strategically throughout the Town of Oakville. This section of the Master Fire Plan provides an overview of the existing stations. This section of the FMP aligns with Council's Asset Management key objective, and aims to support the Town in making the best possible decisions regarding Town assets in a way that provides targeted levels of service and manages risk in a cost-effective manner throughout the entire asset life cycle.

The Town of Oakville started conducting Building Condition Assessments (BCA) of their fire stations in 2008 which identified repairs, maintenance, and future replacement time frames for building components with estimated costs based on dollars for the year the assessment was completed. Capital budgeting for repairs and maintenance of the building and components is ongoing with prioritization of repairs listed from desirable to urgent.

An accepted method among facility management professionals is to rate the condition of a facility utilizing a Facility Condition Index (FCI). The rating was first published by the National Association of Colleges and University Business Officers as a method to provide a benchmark to compare the condition of a facility. The benchmark takes into consideration the maintenance, repair, and replacement deficiencies of the facility based on a building condition assessment, versus the replacement value of the facility. This will create a percentage figure that will fit into established categories from Good (0 to 5%), Fair (5 to 10%), Poor (10 to 30%) and Critical (greater than 30%). Therefore, the lower the FCI rating the better condition the facility is considered. The Town of Oakville utilizes a similar condition assessment rating as part of their program for asset management with respect to facilities, where one represents very good condition, two represents good condition, three represents fair condition, four represents poor condition and five represents defective/very poor condition.

9.1.1

Fire Station 1



Fire Station 1 is located at 2535 Rebecca Street and the station was built in 1988. The station is a single-storey on grade style construction with two back in apparatus bays. The station also offers an office, study, kitchen/lounge area and a dormitory. A BCA was

conducted in 2008 and the building was listed as in “Fair” condition.

Station 1 houses a pumper staffed with a minimum of four fighters and the Hazardous Material Response (Haz-Mat) truck, which is not staffed fulltime, however, if required a firefighter from the pumper will respond with the Hazmat truck along with the station pumper, with response support of other apparatus based on the location of the call and resources required.

9.1.2

Fire Station 2



Fire Station 2 is located at 2264 Cornwall Road and is a single storey on grade construction style building constructed in 1988 The station has one drive through bay and one back-in apparatus bay and is equipped with an office, study, kitchen/lounge area and a dormitory.

A BCA was conducted in 2023 and listed the building as in “Fair” conditions. Station 2 houses a pumper crew that is staffed with a minimum of four firefighters. A reserve aerial is housed at Station 2.

## 9.1.3

## Fire Station 3



Fire Station 3, located at 168 Kerr Street and was constructed in 2018. The station is a single storey on grade constructed building with four drive through apparatus bays. The station is a newly constructed modern day fire station built to a Leadership in Energy and Environmental Design

(LEED) silver certification and offers three offices, a meeting room, kitchen, lounge area, dormitory, gym, and SCBA compressor room. Due to the young age of the building, a BCA had not been completed at the time of writing this report.

The station is staffed with a platoon chief, a pumper staffed with a minimum of four firefighters and an aerial staffed with a minimum of three firefighters. The station also houses the command vehicle as an unstaffed support vehicle.

Station 3 also houses the OFD museum (heritage room) which can double as an area to be utilized for public education tours.

## 9.1.4

## Fire Station 4



Fire Station 4 is located at 2021 Sixth Line and was built in 1975. The station is a single storey on grade constructed building with one drive-through apparatus bay and one back-in apparatus bay. The station is equipped with an office, kitchen/lounge, and dormitory. A

BCA was conducted in 2023 and listed the condition as "Fair". The station is staffed with an aerial apparatus staffed with a minimum of four firefighters. The 2016 FMP had recommended the replacement of Station 4 and at that time the Town's planning horizon was set for 2018/19. This time frame was adjusted corporately and currently the planned replacement of Station 4 is tentatively set for design in 2024 with construction to span 2025 and 2026.

9.1.5 Fire Station 5



Fire Station 5 is located at 1146 South Service Road West and was built in 1990 and renovated in 2022. The station is a single storey building with two back-in apparatus bays, two offices, kitchen/ lounge, dormitory, and a small gym. The station is staffed by a pumper crew

with a minimum of four firefighters and a heavy rescue truck staffed with a minimum of two firefighters. A facility assessment conducted in 2024 identified the station condition as poor. The 2024 facility assessment of this station will inform the planning for renovating or replacing Station 5. Though minor dorm renovations were completed, this two-crew station is prioritized for replacement within the long-term (approximately 10 years). This station is located adjacent to the OFD Training Campus, which currently houses Training and Fire Prevention Division staff.

9.1.6 Fire Station 6



Fire Station 6 is located at 1510 Postmaster Drive and was built in 1993. The station is a two-storey building with two drive through apparatus bays, a full basement under the living quarters, one office, a study, kitchen/lounge, dormitory, and a gym. The second storey

originally housed the training division until the establishment of the training campus in 2000 and is now used for storage. A BCA was conducted in 2023 and listed the condition as "Good".

The station is staffed with a pumper crew with a minimum of four firefighters and one reserve aerial.

### 9.1.7 Fire Station 7

Fire Station 7 is located at 2010 Joshua Creek Drive and was built in 1998. The station is a single storey building with two drive through apparatus bays and a full basement under the living quarters. The station offers an office, study, dormitory, a kitchen/lounge, and a gym.



A BCA was conducted in 2011 and listed the condition as “Fair”. The station is staffed with a pumper with a minimum of four firefighters and a heavy rescue with a minimum of two firefighters.

### 9.1.8 Fire Station 8



Fire Station 8 is located at 3025 Pine Glen Road and construction was completed in 2020. It is LEED Silver certified. The station is a single storey on grade construction building with two drive-through apparatus bays and one back-in bay. The station offers one office, kitchen/ lounge,

dormitory, gym and a meeting room. Due to the newness of the station a BCA has not been conducted at the time of writing this FMP.

Station 8 is equipped with a pumper with a minimum of four firefighters and a reserve pumper apparatus along with the OFDs S293 which is a specially built hook lift truck to transport the off-road Argo Centaur apparatus.

9.1.9 Fire Station 9



Fire Station 9 is located at 3250 Neyagawa Boulevard and was built in 2014. The station was built as a temporary station located in the Town of Oakville North Operations Work yard and shares part of a building designated for a future maintenance shop. The station offers

one back-in apparatus bay, an office, kitchen/lounge, and a dormitory.

The station is staffed with a pumper with a minimum of four firefighters.

9.1.10 Emergency Stand-by Generators

Each fire station in the Town of Oakville is equipped with either a diesel or natural gas emergency stand-by generator to ensure uninterrupted power supply during power outages. This is considered an industry best practice for business continuity, as it ensures that the fire stations can remain operational during electrical or environmental emergencies that may affect the power grid. Additionally, the Oakville Fire Department has a triaxle trailer equipped with a reliable emergency stand-by generator, which can be used as an alternative in the event one of the station generators fails.

9.1.11 Fire Station Diesel Emissions

OHSA Section 21 Firefighter Guidance Note 3-1 – Reducing Exposure to Diesel Exhaust requires that employers must “make sure the fire station is adequately ventilated by either natural or mechanical means so that the atmosphere does not endanger the health and safety of workers”.<sup>40</sup> The Town of Oakville Fire Department has taken proactive steps to assist in mitigating the exposure of staff to diesel exhaust emissions in the apparatus bays of each fire station with the installation of Nederman diesel exhaust extractors which meets industry best practices for addressing Guidance Note 3-1.

<sup>40</sup> OHSA, Section 21 Firefighter Guidance Note 3.1 Reducing Exposure to Diesel Exhaust.

## 9.1.12

## Structural Fire Fighting Personal Protective Clothing Storage

The storage of structural firefighting personal clothing commonly referred to as bunker gear has evolved over the years to address the issue of containment of potential contaminants that the bunker gear can retain after an emergency call and the absorption of diesel exhaust fumes from a time when bunker gear was stored on the walls of the apparatus bays. OSHA Section 21 Guidance Note 4-8 Care, Maintenance, Inspection and Replacement of Structural Firefighting Personal Protective Clothing (bunker gear) reference the importance of storage of this equipment. Municipal best practices for bunker gear storage reflects the use of separated, ventilated (exhausted to outdoors) storage rooms.

Proper storage of bunker gear is crucial for the longevity of the equipment and the well-being of firefighters. Separation and ventilation of the gear are recommended practices that protect it from exposure to diesel emissions, which can cause damage over time. Additionally, the gear itself can release toxins into the air of the station after it has been used at active fire calls.

The storage of bunker gear at OFD Stations 3 and 8 is in compliance with the recommended best practices mentioned in Section 21 Guidance note 4-8. The gear is stored in properly contained and power-vented rooms, ensuring safe storage of the gear. However, Station 4 stores its bunker gear separately, in a non-vented room while Stations 1, 2, 6, and 9 store their gear in an area that is open to the apparatus bay(s). While this practice is not ideal and does not meet the best practice standards, it is due to the age and/or the layout of the facilities.

To minimize the potential risks associated with storing bunker gear in these rooms, the current practice is to clean firefighting gear immediately upon return to the fire station after a fire call. This helps to eliminate off-gassing of contaminants from the bunker gear while being stored in the bunker gear areas. Furthermore, diesel exhaust systems are installed in all fire halls, which assists in protecting the gear from the absorption of diesel exhaust fumes. To continue being proactive in addressing proper storage for bunker gear, the OFD should assess the feasibility of renovating the bunker gear storage areas for Stations 1, 2, 6, and 9 to provide a separation from the apparatus bays and installing power vents as part of the renovations including Station 4 in an effort to bring it in line with best practices for the storage of bunker gear.

Operational Recommendation #35: That the OFD investigate the feasibility of renovating and installing power vents in the bunker gear storage areas as identified in this FMP.

## 9.1.13

## Green Buildings and Facilities Initiatives

The transition towards the decarbonization of facilities and services is an opportunity for the Town of Oakville to be part of the growing global activity around climate action initiatives. Compared to a baseline year of 2014, the Town has committed to reduce its Green House Gas emissions by 20% (compared to 2014 levels) as of 2030 and achieve an 80% reduction (compared to 2014 levels) as of 2050. To align with the Town's net zero initiative, the Oakville Fire Department has incorporated low carbon technologies, strategies and solutions to achieving net-zero efficiencies in new and renovated fire station construction projects.

In support of the Town's environmental commitments, and in alignment with the Climate Action Key Corporate Objective the planning and construction of Oakville Fire Department buildings and facilities incorporates green building practices, such as Leadership in Energy and Environmental Design (LEED) Certification, where feasible. LEED (Leadership in Energy and Environmental Design) is a globally recognized rating system for the design, construction and operation of high-performance green buildings. For the last 18 years, various versions of LEED have pushed the global green building market forward progressively, with more than 93,000 registered and certified projects and more than 19 billion square feet of space worldwide. LEED certification is considered Canada's Green Building Standard. LEED is an internationally recognized third-party certification program for buildings and homes. It's administered in Canada by the Canada Green Building Council. LEED adopts a holistic approach to sustainability, accounting for the following five areas: location and transportation, sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality.

The Town has committed to achieving LEED Silver certification in all new facilities larger than 500 square metres. OFD strives to incorporate net zero sustainability practices into new fire station construction that meets LEED Silver certification. Newly constructed Fire Station 8, achieving LEED certification, is a showcase example of sustainability and demonstrates the Town's leadership in transforming the building industry.

## 9.1.14

## Station/Facility Repair and Renewal

With the support of Council's key objective focused on Asset Management the Town of Oakville is well on its way to meeting the requirements of the O. Reg. 588/117 – Asset Management Planning for Municipal Infrastructure. The regulation requires every municipality to prepare an asset management policy and plan that will inform the long-term financial commitments and budgetary processes to maintain their assets and plan. From our research, the Town has met the requirements of the Asset Management Plan – Phase 1 and has established a robust capital planning program to manage the replacement of building components.

The Facility Construction Management (FCM) department in the Town is responsible for managing the larger building components such as roofs, windows, and exterior structures for replacement purposes. On the other hand, the day-to-day corrective and preventive repairs and replacement of smaller components are co-managed by FCM and the fire department administration. The Town of Oakville uses SharePoint software to manage the work order process, which allows all departments to access, report faults, document completed repairs, and close work orders.

## 9.2

## Fire Suppression Guidelines and Standards

Within Ontario, there is no specific legislated standard that a community must achieve with regard to the type of firefighter (e.g., full-time, part-time or volunteer), number of firefighters, number of fire stations or the level of fire suppression services that must be provided. The Town of Oakville operates a full-time fire department, with a collective agreement in place between the Town and the Oakville Professional Fire Fighters' Association (International Association of Firefighters Local 1582) that established that only career-type firefighters can be employed in the Town.

As referenced in the previous section of this plan, the FPPA requires that determining the level of fire suppression services within the municipality is the role of the municipal Council. To assist municipal councils in this decision-making process, the FPPA assigns powers to the Office of the Fire Marshal that include responsibilities "to issue guidelines to municipalities respecting fire protection services and related matters"<sup>41</sup>. The OFM

<sup>41</sup> FPPA, 1997 Part III Fire Marshal, Powers of the Fire Marshal Section 9(1)(d).

complies with this requirement through the issuance of PFSG, Fire Marshal's Directives, Technical Guidelines, Communiques and other forms of communication. At this time, all PFSG are under review but have been authorized by the OFM for continued use for reference purposes. Where applicable, PFSGs have been utilized within this FMP to inform the analysis and to provide supporting reference documents.

As referenced throughout this FMP, in 2013 the Province of Ontario adopted the NFPA Pro-Qual training standards. NFPA standards have now become the foundation of firefighter training programs, professional qualifications and reference documents for firefighter safety as contained with the OHSAA Section 21 Guidance Notes for the fire service. On April 14, 2022, the Ministry of the Solicitor General filed O. Reg. 343/22 – Firefighter Certification, requiring all Ontario firefighters to be certified to NFPA Pro-Qual standards over the next four to six years. Within this FMP the NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) has been utilized to inform the fire suppression service level analysis.

## 9.2.1

### PFSG 04-08-10 Operational Planning: An Official Guide to Matching Resource Deployment and Risk

PFSG 04-08-10 – Operational Planning: An Official Guide to Matching Resource Deployment and Risk was released by the OFM in January 2011 and includes a "Critical Task Matrix" (CTM) to assist municipalities in determining the level of fireground staffing capabilities. The OFM states that "The CTM is based on the IMS. It will assist in identifying fireground staffing capabilities based upon low, moderate, high and extreme risk levels within your community."

The OFM has identified the critical tasks from the Incident Management System that are used during fireground operations. These tasks are consistent with applicable legislation, industry best practices and the Ontario Fire College Curriculum."<sup>42</sup>

The CTM further recognizes that within the IMS that:

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<sup>42</sup> "Operational Planning: An Official Guide to Matching Resource Deployment and Risk Workbook," Ministry of the Solicitor General Website, Last Modified: May 5, 2017, <http://www.mcscs.jus.gov.on.ca/english/FireMarshal/FireServiceResources/PublicFireSafetyGuidelines/04-08-10at1.html>

- Upon arrival and rapid size-up, the incident commander can upgrade or downgrade response;
- Crews can be reassigned to other tasks once original assignments are complete;
- Response protocols can be established with specific risk levels used to assist with pre-planning to obtain more resources based on the escalating nature of the emergency;
- Fire departments perform rescue and building personnel conduct evacuations according to their approved FSPs; and
- Some tasks will never be assigned based on the tactical approach chosen by the incident commander (e.g., offensive versus defensive).

The CTM identifies a lower and upper range of the number of firefighters required to respond for each of the four risk levels. The actual number of firefighters within each range is based upon analysis of actual fires, the OHS Section 21 Guidance Notes affecting firefighters, and industry best practices.

The CTM was informed by the NFPA 1710 Standard in place at the time of its development. These standards are both identified in the reference section of PFSG 04-08-10. In contrast to these NFPA Standards, the CTM includes very broad lower and upper-level incident response ranges to effectively, efficiently and safely conduct fire suppression operations. For example, to safely complete the tasks associated with a fire in moderate risk (Group C – Residential Occupancy) the CTM identifies a range of 16 to 43 firefighters that would be required. In part this range can be associated with the range of fire suppression resources that may be available in Ontario that include volunteer, part-time and full-time firefighters.

### 9.2.2 NFPA 1710 Standard (2020 Edition)

In contrast to the OFM Critical Task Matrix the NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) provides fire suppression staffing performance benchmarks for municipalities that utilize only career (full-time) firefighters.

The NFPA 1710 Standard is designed for larger municipalities such as the Town of Oakville that, as a result of many factors, are operating their fire department utilizing only career (full-time) firefighters.

Relevant references from NFPA 1710 include the following:

- This standard applies to the deployment of resources by a fire department to emergency situations when operations can be implemented to save lives and property<sup>43</sup>; and
- The standard is a benchmark for most common responses and a platform for developing the appropriate plan for deployment of resources for fires in higher hazard occupancies or more complex incidents<sup>44</sup>.

These NFPA 1710 references support the fire mandate of saving lives and property, as well as recognizing the standard as a “benchmark” for determining the appropriate level of resources based on the complexity and level of fire risk present. This standard identifies minimum firefighter deployment benchmarks based on the fire risks present within a range of building occupancy types.

It is important to note that this NFPA 1710 Standard is designed for application within a broad range of jurisdictions across North America. This standard was not specifically developed for the delivery of fire suppression services within the Province of Ontario that has a more stringent Fire Code and Building Code than may be found in other jurisdictions. For example, O. Reg. 364/13 requires mandatory annual fire inspections and fire drills in vulnerable occupancies designated as a care and treatment occupancy, a care occupancy or a retirement home. Ontario also has mandatory requirements for sprinkler system installation in vulnerable occupancies, and requirements for enhanced fire and life safety systems in other building occupancies such as high-rise buildings.

It is also important to note that the NFPA 1710 Standard requires that the fire suppression deployment model be informed by a formal Community Risk Assessment<sup>45</sup>.

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<sup>43</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 1 Administration, Application Section 1.3.1.

<sup>44</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 1 Administration, Application Section 1.3.2.

<sup>45</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 5 Fire Department Services, Section 5.2.1.1 Fire Suppression Capabilities.

In Ontario, the development of a CRA is now a mandatory requirement for all municipalities to comply with O. Reg. 378/18 – Community Risk Assessments.

The NFPA 1710 Standard includes the following fire suppression deployment models based on the type of building occupancy and potential fire risks present:

- Initial Arriving Company;
- Second Arriving Company;
- Single-Family Dwelling Initial Full Alarm Assignment;
- Open-Air Strip Shopping Center Initial Full Alarm Assignment;
- Apartment Initial Full Alarm Assignment; and
- High-Rise Full Alarm Assignment.

#### 9.2.2.1 Initial Arriving Company

The Initial Arriving Company is commonly referenced within the fire service as the initial responding apparatus deployed to an emergency incident. Fire service leaders and professional regulating bodies have agreed that until a sufficient number of firefighters are initially assembled on-scene, initiating tactics such as entry into the building to conduct search and rescue, or initiating interior fire suppression operations are not safe practices. Based on NFPA practices, if fewer than four firefighters arrive on scene, they must wait until a second apparatus, or additional firefighters arrive on scene to have sufficient staff to commence these initial activities.

Within the NFPA 1710 Standard an 'Initial Arriving Company' is referenced as an 'Engine Company' (pumper in OFD) with a minimum staffing of four firefighters whose primary functions are to pump and deliver water and perform basic firefighting at fires, including search and rescue.

An Initial Arriving Company of four firefighters, once assembled on-scene, is typically assigned the following operational functions:

- The officer in charge shall assume the role of Incident Commander;
- one firefighter shall be designated as the pump operator;
- one firefighter shall complete the task of making the fire hydrant connection; and
- the fourth firefighter shall prepare an initial fire attack line for operation.

The assembly of four firefighters on the fire scene provides sufficient resources to safely initiate limited fire suppression, or rescue operations.

This first crew of four firefighters is also able to conduct the strategic operational priority of “size-up” whereby the officer in-charge can evaluate the incident and where necessary, request additional fire suppression resources that may not have been dispatched as part of the initial alarm.

The NFPA 1710 fire suppression deployment model for the initial arriving company requires a minimum of four firefighters arriving on scene with an ‘Engine Company’ (pumper in OFD) within a four-minute (240 seconds) travel time to 90% of the fire suppression incidents.

9.2.2.2 Second Arriving Company

The NFPA 1710 Standard (2020 Edition) includes a new performance benchmark for the deployment and arrival of the second responding apparatus. The standard does not reference a specific type of apparatus for the second arriving company but does require that it be staffed with a minimum of four firefighters. The term ‘company’ in this standard can be defined as “being usually organized and identified as engine companies (pumpers in Oakville), ladder companies (aerials in Oakville), rescue companies, squad companies or multi-functional companies”<sup>46</sup>

The NFPA 1710 fire suppression deployment model for the second arriving company requires a minimum of four firefighters arriving on scene with a ‘Second Company’ within a six-minute (360 seconds) travel time to 90% of the fire suppression incidents.

9.2.2.3 Single-Family Dwelling – Initial Full Alarm Assignment

In comparison to the deployment of an ‘Initial Arriving Company’ the term ‘Initial Full Alarm Assignment’ refers to “Those personnel, equipment, and resources ordinarily

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46 NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 3 Definitions, Section 3.3.15.

dispatched upon notification of a structure fire<sup>47</sup>. An initial full alarm assignment represents the 'total' number of firefighters initially deployed to a structure fire.

In this deployment standard a single-family dwelling is defined as "a typical 2,000 square feet (186 square metres) two-storey single-family dwelling without basement and with no exposures"<sup>48</sup>. This definition is a further example of the broad definitions utilized by the NFPA that in this instance may not necessarily represent the definition of a typical single-family dwelling in Ontario. Most single-family dwellings in Ontario have basements to accommodate heating systems.

The NFPA 1710 fire suppression deployment model for an initial full alarm assignment to a single-family dwelling includes a minimum deployment of 16 firefighters (17 if an aerial device is used) described as the 'total effective response force' arriving on scene within an eight-minute (480 second) travel time to 90% of the fire suppression incidents in this occupancy type.

#### 9.2.2.4

#### Open-Air Strip Shopping Center – Initial Full Alarm Assignment

In this deployment standard an open-air strip shopping center is defined as ranging in size from 13,000 square feet (1,203 square metres) to 196,000 square feet (18,209 square metres). This deployment model is described as having a total effective response force of a minimum of 27 firefighters (28 if an aerial device is used).

This deployment model includes "the establishment of an initial medical care component consisting of at least two members capable of providing immediate on-scene medical support and transport that provides rapid access to civilians or members potentially needing medical treatment"<sup>49</sup>. In the Town of Oakville these services are

<sup>47</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 3 Definitions, Section 3.3.40 Initial Full Alarm Assignment.

<sup>48</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 5 Fire Department Services, Section 5.2.4.1.1.

<sup>49</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 5 Department Services, Section 5.2.4.1 (9).

provided by the Halton Region Paramedic Services (HRPS). As such the total effective response force to be provided by the OFD would be a minimum of 25 firefighters (26 if an aerial device is used) arriving on scene within an eight-minute (480 second) travel time to 90% of the fire suppression incidents in this occupancy type.

#### 9.2.2.5 Apartment – Initial Full Alarm Assignment

In this deployment standard an apartment is defined as a typical 1,200 square feet (111 square metres) apartment within a three-storey garden style apartment building. This deployment model is also described as having a total effective response force that includes a minimum of 27 firefighters (28 if an aerial device is used) and includes the same establishment of initial medical care as described in the open-air strip shopping center initial full alarm assignment deployment model that would be provided by the Region of Waterloo Paramedic Services (RWPS).

The applicable deployment model for the OFD would include an initial minimum deployment of 25 firefighters (26 if an aerial device is used) described as the 'total effective response force' arriving on scene within an eight-minute (480 second) travel time to 90% of the fire suppression incidents in this occupancy type.

#### 9.2.2.6 High-Rise – Initial Full Alarm Assignment

In this deployment model a high-rise building is described as having the highest floor greater than 75 feet (23 metres) above the lowest level of fire department vehicle access. This deployment model is described as having a total effective response force that includes a minimum 42 firefighters (43 if the building is equipped with a fire pump) and includes the same establishment of initial medical care as described in the open-air strip shopping center initial full alarm assignment deployment model that would be provided by the HRPS.

The applicable deployment model for the OFD would include an initial minimum deployment of 38 firefighters (39 firefighters if the building is equipped with a fire pump) described as the 'total effective response force' arriving on scene within a 10 minute and 10 second (610 second) travel time to 90% of the fire suppression incidents in this occupancy type.

## 9.2.2.7

## Vertical Response Times

High-rise structure fires are unique in the method of fire suppression, as detailed in a publication by the NFPA called Structural Firefighting: Strategy and Tactics.<sup>50</sup> When a fire is located above the eighth floor, exterior suppression methods are no longer effective. In these cases, fire suppression is mainly undertaken inside the building. Firefighters create a staging floor; usually two floors below the fire floor. Firefighters will travel to and from the staging area and the fire floor or evacuation floors. The staging area is the location of all safety and suppression equipment needed to combat the fire. Firefighters must get this equipment to the staging area. When fire service access elevators cannot be used firefighters climb the stairs with the equipment. Even in the best conditions climbing the stairs takes time. The average vertical response time, average time it takes for a firefighter to climb the stairs, is shown in Table 20. To climb to the tenth floor, it would take a firefighter on average three minutes and seven seconds.

Table 20: Vertical Response

Floors	Average Time per Floor in Seconds
1 to 10	20.8
11 to 20	27.8
21 to 30	33.6
31 to 40	45.9
41 to 48	59.0

Source: Structural Firefighting: Strategy and Tactics.

Ascending with equipment can be physically exhausting. When dedicated fire service access elevators cannot be used additional alarms must be ordered to set-up stairway support to ensure firefighters have enough stamina for fire suppression after ascending. Stairway support is a system to carry equipment to the staging area.

<sup>50</sup> Source: Klaene, Bernard, Sanders, Russell, "Structural Firefighting: Strategy and Tactics," Jones and Bartlett Learning, 2007.

A firefighter is usually positioned every two floors and ascends two floors with equipment where the next firefighter pick up the equipment. This gives each firefighter a rest period during their two-floor descent<sup>51</sup>.

#### 9.2.2.8 Vertical Response Data Collection

As discussed in the 2016 FMP and this current FMP, the Town of Oakville is growing in two ways: greenfield development (i.e., building out) and intensification (building up). The Town is already experiencing and planning for increased intensification, including high-rise developments. The CRA identified that the Town currently has 135 buildings defined by the OBC as high-rise buildings with a floor level 18 metres (59 feet) above grade, or six storeys, distributed throughout the urban area. Considering the probability and consequence of a fire incident in high-rise buildings, this was identified as a high-risk for the Town.

The fourth fire strategic goal of this FMP states that “Town of Oakville supports the delivery of fire protection services required to meet the needs and circumstances of planned future community growth and intensification.” As the Town intensifies OFD will be required to deliver fire protection services to high-rise and high-density developments. This will include public fire safety education and fire prevention efforts (first two lines of defence) as well as emergency response as the third line of defence.

Vertical response is the time difference from the initial arrival of the fire crews at the address of the high rise building to the actual arrival of fire crews to the fire floor. The time difference is critical in the growth of the fire and for the firefighting crews’ actual ability to apply water to the fire or perform a potential rescue. In order to assess current vertical response performance and plan for the future needs of the department to serve the growing community OFD should implement a process to collect, record, review and analyze its vertical response times experienced on-scene. This data will be essential for the purpose of evaluating the OFD’s vertical response performance and to identify potential gaps/needs at the five-year review and update of this FMP.

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<sup>51</sup> Provided as an example of best practices. Does not reflect current tactics of OFD.

Operational Recommendation #36: That the OFD prioritize the implementation of a process to record, monitor and understand the impacts of the vertical response performance for all emergency responses to incidents at high-rise buildings to inform future department planning.

### 9.2.3 Summary of Fire Suppression Guidelines and Standards

The analysis within the preceding sections of this FMP consider the current PFSG's authored by the OFM and the NFPA 1710 Standard (2020 Edition) for identifying the applicable performance benchmarks for the delivery of fire suppression services within the Town of Oakville. In our view, the performance benchmarks included within the NFPA 1710 Standard (2020 Edition) represent current industry best practices for assessing the existing and future fire suppression services within the Town of Oakville.

### 9.3 Importance of Time with Respect to Fire Growth

Understanding how a fire grows from the time of ignition is a critical element of assessing a municipality's fire protection program including the application of the "three lines of defence". Research conducted by the OFM and National Research Council of Canada indicates that a fire in a non-sprinklered residential occupancy can spread from the room where the fire originates in 10 minutes or less. Tests have shown that the fire can extend from the room of origin in as little as three minutes, under fast fire growth conditions.

Fire growth rates, defined by the Society of Fire Protection Engineers as slow, medium and fast, are listed in Table 21. The fire growth rates are measured by the time it takes for a fire to reach a one-megawatt (MW) fire. This is roughly equivalent to an upholstered chair burning at its peak. A two MW fire is approximately equal to a large, upholstered sofa burning at its peak.

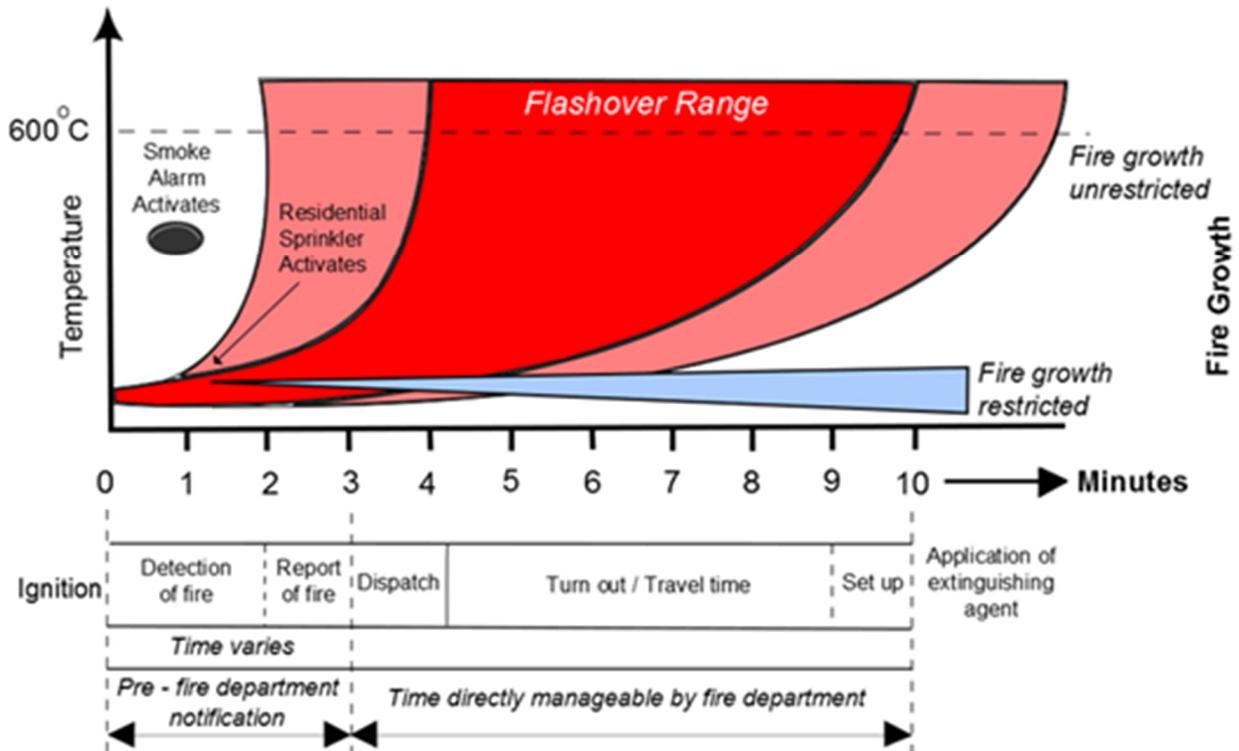
Table 21: Time to Reach 1 MW and 2 MW Fire Growth Rates

Fire Growth Rate	Time in Seconds to Reach 1 MW	Time in Seconds to Reach 2 MW
Slow	600 seconds	848 seconds
Medium	300 seconds	424 seconds
Fast	150 seconds	212 seconds

Source: "Operational Planning: An Official Guide to Matching Resource Deployment and Risk", Office of the Fire Marshal, January 24, 2011, p. 4

In less than 10-minutes from ignition a fire can reach the point of "flashover" representing a point in the fire's growth and intensity that all of the combustible items within a given space reach a temperature that is sufficiently high enough for them to auto-ignite. The fire propagation curve shown in Figure 7 illustrates the importance of the time period prior to the fire department being notified and alerted to deploy fire suppression resources.

Figure 7: Fire Propagation Curve



Source: Fire Underwriters Survey "Alternative Water Supplies for Public Fire Protection: An Informative Reference Guide for Use in Fire Insurance Grading" (May 2009) and NFPA "Fire Protection Handbook" (2001).

Within the pre-fire department notification period, the presence of working smoke alarms, CO alarms and public education that has guided the residents of the building to develop and practice a home escape plan are critical elements to the life safety of the occupants. It is within this pre-fire department notification period that the first two lines of the “three lines of defence” are critical to the life safety of the occupants. These are the factors that support the proposed fire strategic goals presented within this FMP including:

1. The Town of Oakville is committed to the use of its CRA, as required by O. Reg. 378/18, as a fire strategic goal to assess the fire safety risks within the community as the basis for developing clear goals and objectives for all fire protection services provided by the Oakville Fire Department.
2. The Town of Oakville is committed to the optimization of the first two lines of defence, including the delivery of public education and fire prevention programs, and the use of fire safety standards and fire code enforcement as a fire strategic goal for the Oakville Fire Department in providing a comprehensive fire protection and risk-reduction program within the community.

#### 9.4 Historical Emergency Response Performance

The previous FMP was prepared in 2015, and reviewed OFD data and statistics up to the end of 2014. The data used for the analysis within this FMP is a compilation of all historical calls for service and emergency response incidents that the OFD responded to from January 1, 2015, to December 31, 2022 (complete eight-year data set).

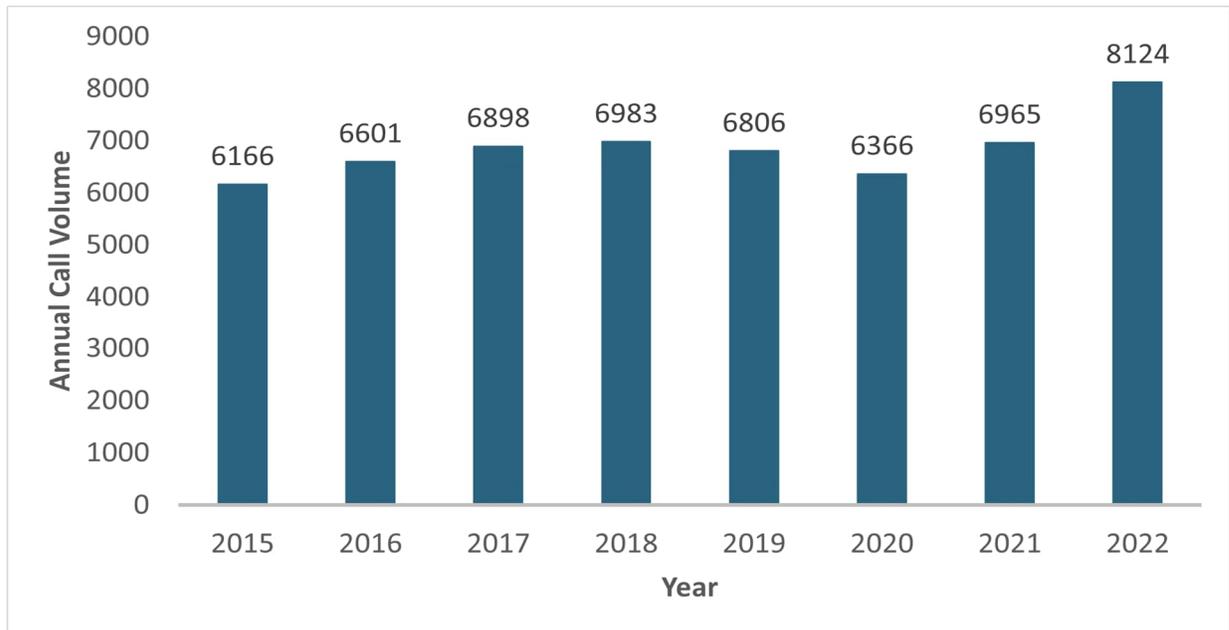
The analysis presented below applies the historical call data set in two different ways. The first method assesses all calls (all incidents and call types). This approach was used to assess call volumes of the department, stations, apparatus, etc. The second method separates out the emergency incidents/calls (i.e., those responded to with emergency lights and sirens on). This data sub-set was used to assess emergency response performance such as dispatch time, turnout time, travel time and total response time.

For the majority of the statistics presented, only the initial arriving company is included; this is to ensure a single incident is not counted multiple times, potentially impacting the accuracy of the analysis.

9.4.1 Annual Call Volume – All Calls, All Incident Types

Annual call volumes provide insight into the historical and existing emergency response workload of a fire department. This includes the analysis of all emergency response incident types, as defined by the OFM SIR Reports). Figure 8 presents the total annual call volumes from 2015 to 2022. The data shows an increasing trend, with a volume of 6,166 calls for emergency response in 2015 and a total of 8,124 calls in 2022. This represents a 32% increase over the eight-year period. A decrease in call volume was observed in 2020 with 6,366 calls, and the call volume remained relatively flat in 2021. The 2020 decrease in call volume is attributed to the unique circumstances of the COVID-19 pandemic resulting in an anomalous year of call volume due to a region-wide fire department reduction in responses to medical incidents. The 2021 volume was likely impacted by behaviour changes of Oakville residents during continued pandemic restrictions, such as reduced commuters and therefore fewer motor vehicle-related responses. Similar trends were experienced by most urban fire departments in Ontario. The 2022 volumes increased to what would have been anticipated by projecting pre-pandemic call volume growth trends.

Figure 8: Annual Call Volume – All Calls, All Incident Types

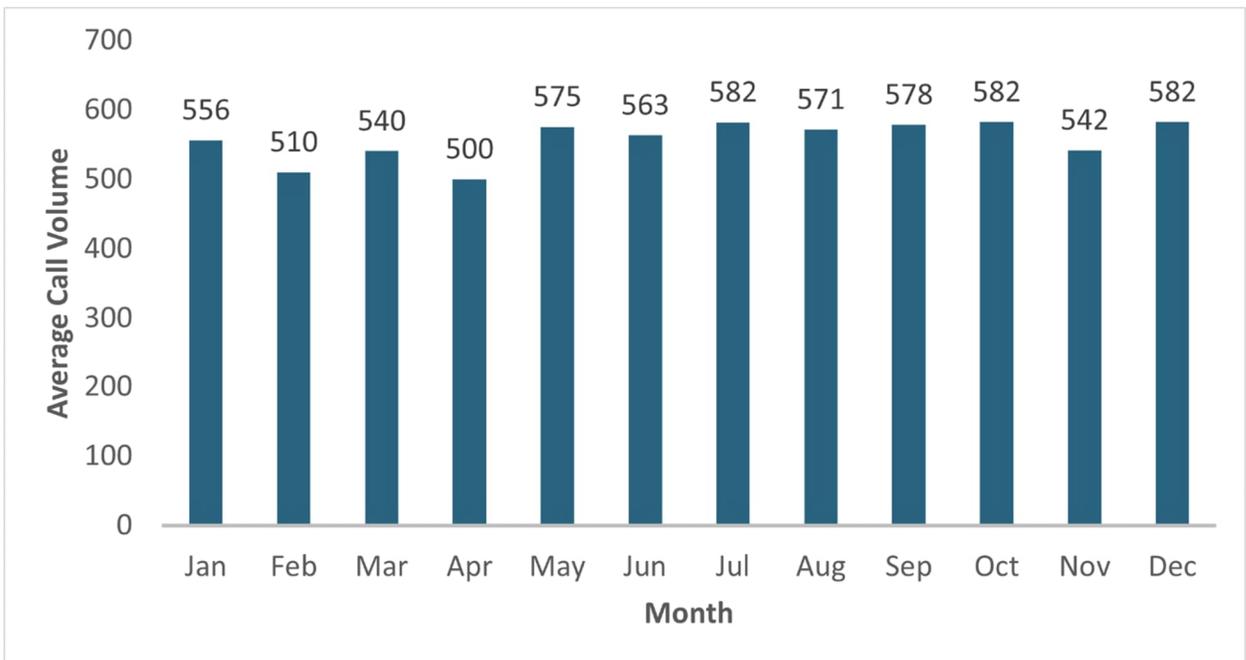


Source: Oakville Fire Department Emergency Response Call Data.

9.4.2 Average Call Volume by Month – All Calls, All Incident Types

Figure 9 presents the average call volume per month, responded to by OFD. The average calls per month across the eight-year data set is 557. As shown below, the monthly call volumes are fairly consistent throughout the year. February (a month of 28 or 29 days in length) and April (a month of 30 days) have historically experienced the lowest call volumes at 510 and 550 average calls respectively. July, October and December (all months with 31 days) have experienced the highest average calls (582) within the past eight years.

Figure 9: Average Call Volume by Month – All Calls, All Incident Types



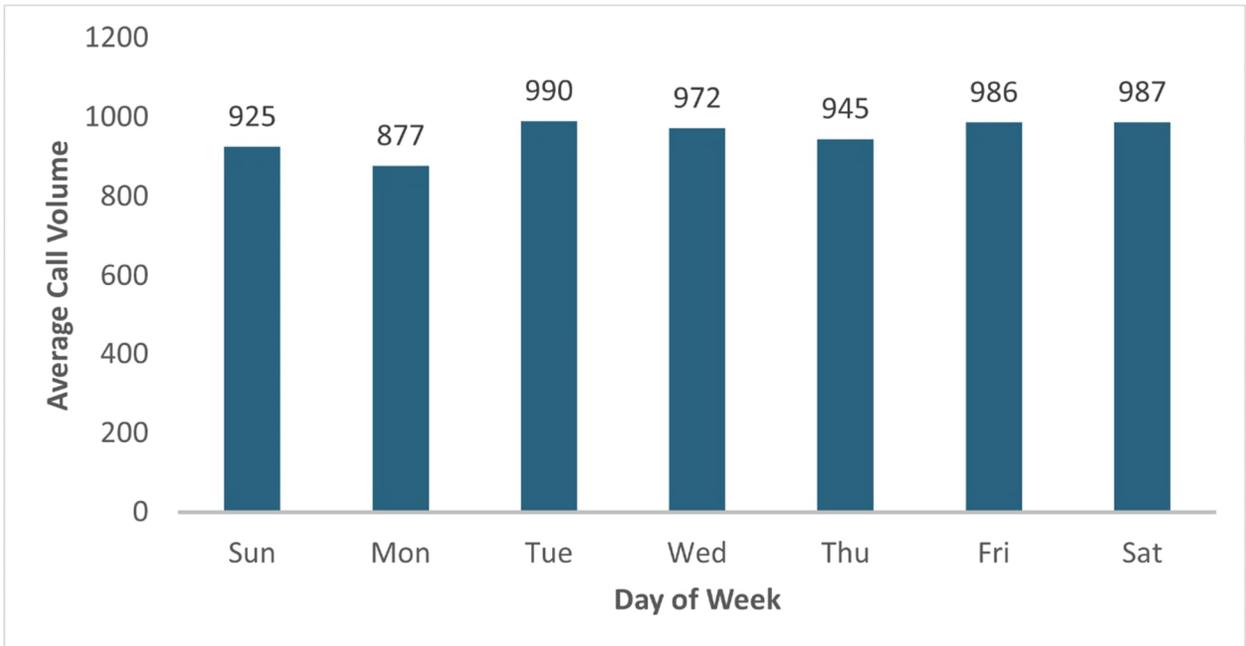
Source: Oakville Fire Department Emergency Response Call Data.

9.4.3

Average Call Volume by Day of Week – All Calls, All Incident Types

Over the past eight years, OFD has received an average of 955 calls for service each day. Figure 10 illustrates the average call volume by the day of the week for the period from January 1, 2015, to December 31, 2022. As shown the highest volumes of calls occurred on Tuesdays (990), Saturdays (987) and Fridays (986) and the lowest volume of calls occurred on Mondays (877).

Figure 10: Average Call Volume by Day of Week – All Calls, All Incident Types



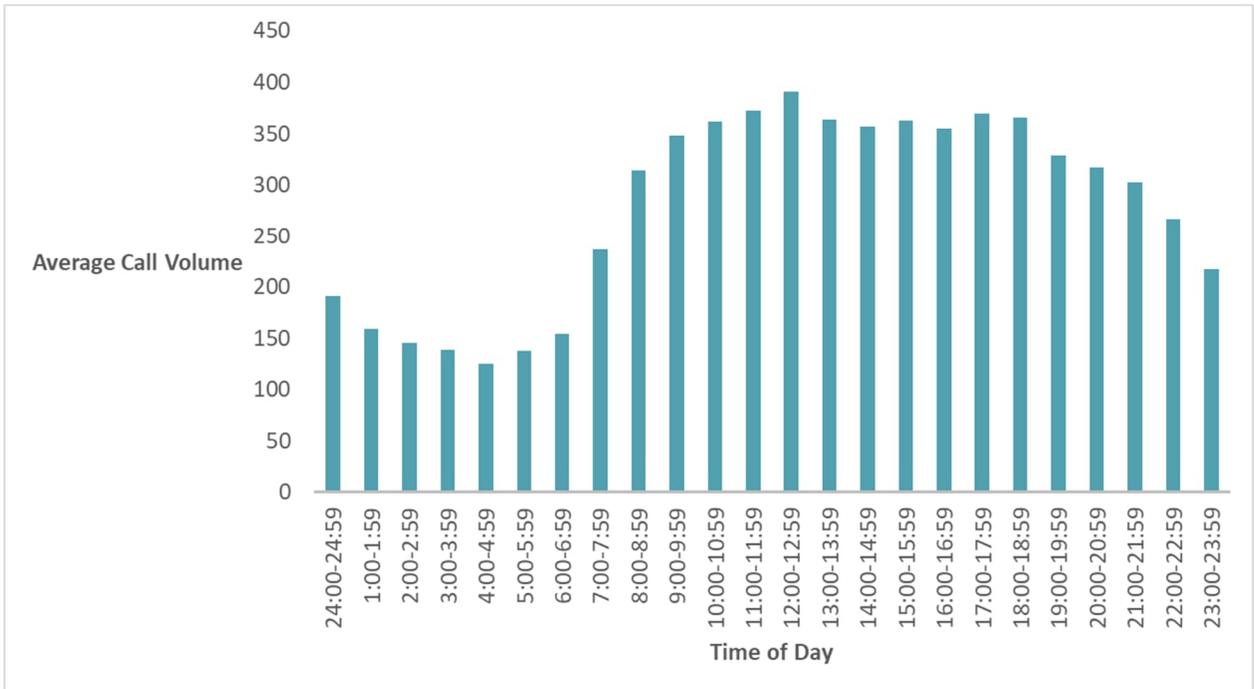
Source: Oakville Fire Department Emergency Response Call Data.

9.4.4

Average Call Volume by Time of Day – All Calls, All Incident Types

Figure 11 presents the analysis of the average call volume by time of day from January 1, 2015, to December 31, 2022. The average hourly call volume over the past eight years has been 278 calls. The results in the figure below indicate that the highest volume of calls for service have historically occurred during the daytime between 8:00 AM and 10:00 PM. There is a notable drop in the volume of incidents between the hours of 11:00 PM to 7:00 AM, when most people are sleeping. It is important to note from a risk perspective that it is during the time period when people are sleeping that they are most vulnerable to the effects of a fire, such as smoke inhalation.

Figure 11: Average Call Volume by Time of Day – All Calls, All Incident Types

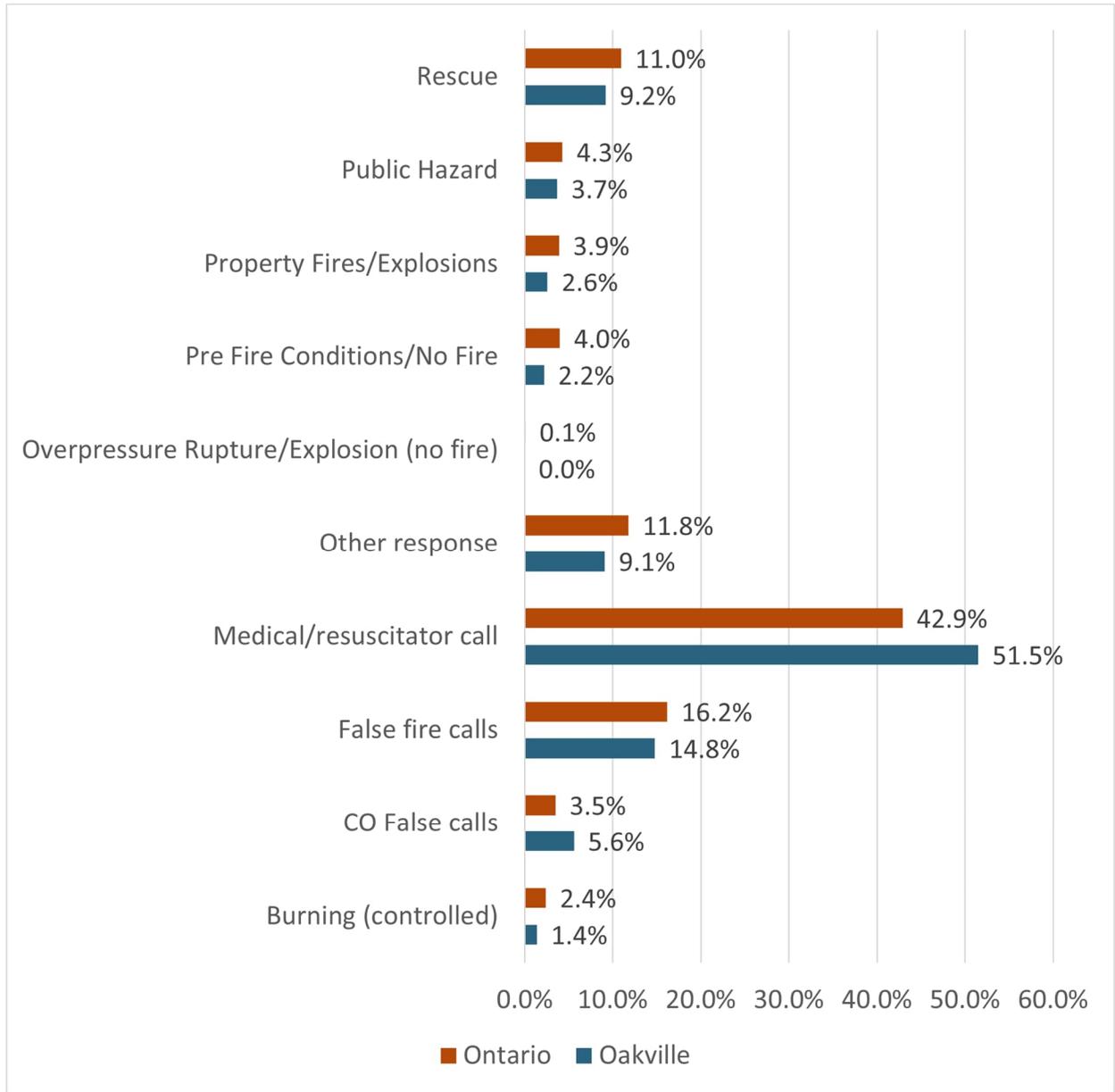


Source: Oakville Fire Department Emergency Response Call Data

9.4.5 Call Distribution by OFM Incident Type (All Calls), Oakville versus Ontario

Figure 12 illustrates the distribution (percentage) of all calls by the identified OFM incident type for the period from January 1, 2016, to December 31, 2020 (OFM Data), and compares the OFD results (shown in blue) to that of the Province (shown in red). This analysis indicates that medical/resuscitator calls represent the highest percentage of historical calls in Oakville, representing 51.5% of all calls over the five-year period. This is higher than the Provincial average of 42.9%. False fire calls represented the second highest percentage of calls in Oakville at 14.8% of all calls, which is lower than the provincial average of 16.2%. Rescue calls represented 9.2% of all calls within Oakville, lower than the provincial average at 11.0%. The percentage of false carbon monoxide calls for this period were higher in Oakville (5.6%) than the Province (3.5%). Property fires and explosions represented 2.6% of all call types in Oakville during this five-year period, which is slightly lower than the Province at 3.9%. These breakdowns of call types are consistent with full-time fire services in the GTA.

Figure 12: Call Volume Distribution by OFM Incident Type (All Calls, January 1, 2016, to December 31, 2020)



Source: OFM, Municipal Emergency Calls by Response Type Class

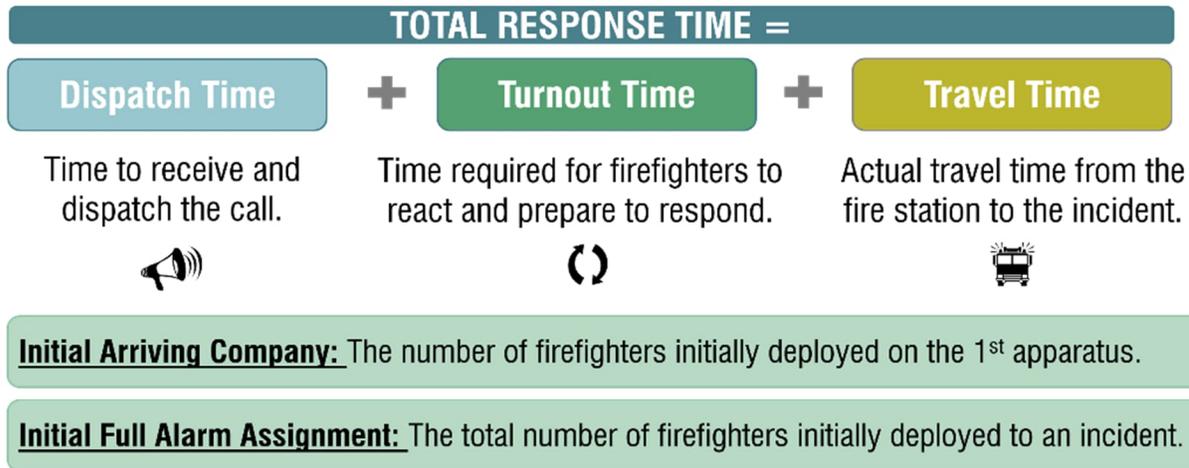
### 9.5 Historical Fire Suppression Emergency Response Analysis

The analysis within this section applies the emergency incidents call data sub-set, based on those call types that were responded to using emergency lights and sirens to assess emergency response performance. To prepare this sub-set of the complete eight-year data set, the information was sorted by the OFM incident response codes identified as

emergency. These emergency incidents were then further categorized as either “Fire”, “Medical” or “Other” responses, where “Other” incidents include a variety of incident types such as explosions and pre-fire conditions (no fire), public hazard (e.g., leaks and spills), false fire, rescue (e.g., vehicle collision or building collapse), and assisting other fire departments.

Within the fire service, fire suppression emergency response capabilities are assessed based on “Total Response Time” that represents the total of three primary elements including the “Dispatch Time”, “Turnout Time” and “Travel Time”. Figure 13 illustrates how these three elements relate to calculating the total response time.

Figure 13: Total Response Time



The performance benchmarks included within the NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) were utilized to inform the OFD historical emergency response performance including:

- Dispatch Time: Is equal to the value in the “Time to Dispatch Column” converted to seconds. NFPA 1710 Benchmark: 64 seconds.
- Turnout Time: Is equal to the value in the “Turnout Time Column” converted to seconds. NFPA 1710 Benchmark: 60 seconds for medical calls, 80 seconds for fire and other calls.
- Travel Time: Is equal to the value in the “Drive Time Column” converted to seconds. NFPA 1710 Benchmark for the initial arriving apparatus is 240 seconds (4 minutes).

## 9.5.1

## Emergency Calls – Dispatch Time

In Canada, the CRTC regulates the carriers who supply the network to direct and connect 911 calls to regional centres across Ontario. Calls initiated by the public through the use of the 911 system are typically directed to a regional 911 centre first, and then rerouted to the applicable fire department. It is important to recognize this element of Ontario's 911 emergency dispatching process. As a result, the applicable NFPA 1221 Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems (2019 Edition) applies only when the AHJ<sup>52</sup> in this instance being the OFD takes control of the "Emergency Event Processing/Dispatching"<sup>53</sup> process.

The NFPA 1710 – Standard for Organization and Deployment of Fire Suppression Operations by Career Fire Departments (2020) defines alarm processing time (dispatch time) as "The time interval from when the alarm is acknowledged at the communication center until response information begins to be transmitted via voice or electronic means to emergency response facilities (ERFs) and emergency response units (ERUs)."<sup>54</sup>

This standard requires that "The fire department shall establish a performance objective of having an alarm processing time of not more than 64 seconds for at least 90% of the alarms and not more than 106 seconds for at least 95% of the alarms processed, as specified by NFPA 1221"<sup>55</sup>.

Figure 14 illustrates the dispatch times for the period from January 1, 2015, to December 31, 2022. Dispatch services are provided to OFD through a contracted agreement with the Burlington Fire Department. As shown in the figure below, the dispatch times for medical calls were under the 64 second, ninetieth percentile

<sup>52</sup> NFPA 1221 Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems (2019 Edition), Chapter 3 Definitions, Section 3.2.2 Authority Having Jurisdiction.

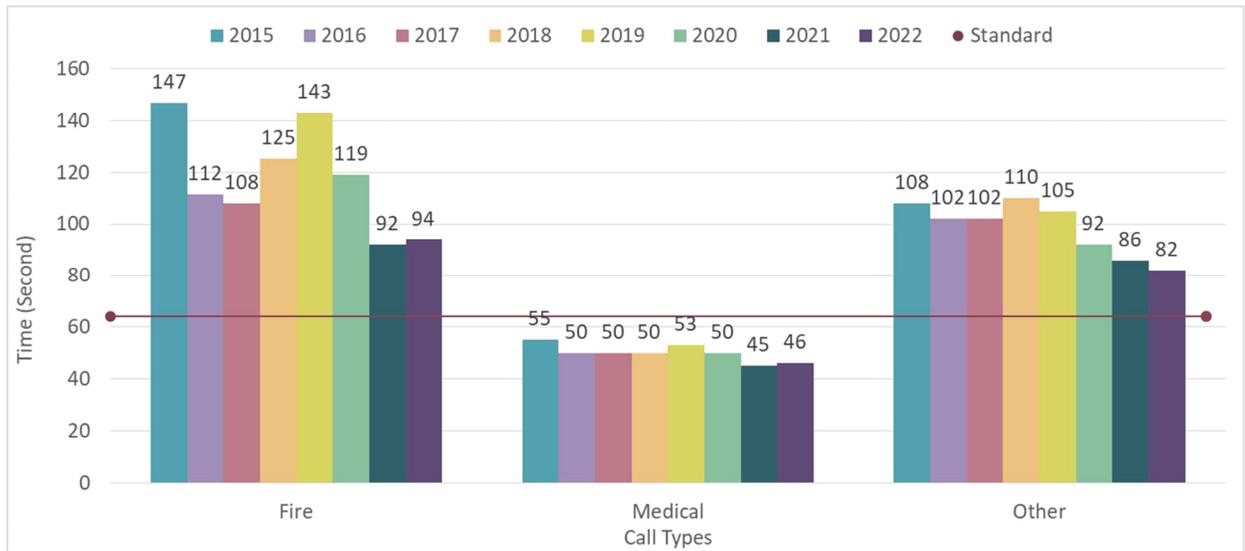
<sup>53</sup> NFPA 1221 Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems (2019 Edition), Chapter 3 Definitions, Section 3.3.50 Emergency Event Processing/Dispatching.

<sup>54</sup> NFPA 1710 - Standard for Organization and Deployment of Fire Suppression Operations by Career Fire Departments (2020 Edition), Chapter 3 Definitions, Section 3.3.64.3 Alarm Processing Time.

<sup>55</sup> NFPA 1710 - Standard for Organization and Deployment of Fire Suppression Operations by Career Fire Departments (2020 Edition), Chapter 4 Organization, Section 4.1.2.3.3.

performance benchmark for all years analyzed and the times are trending lower from 2015 to 2022. The analysis identifies that the historic dispatch performance for fire and other calls has exceeded the 64 second benchmark in all years, with an improving trend from 2015 to 2022 as the times continuously improve towards the performance target. In 2022 the ninetieth percentile dispatch time for fire calls was 94 seconds, 30 seconds greater than the target, and the ninetieth percentile dispatch time for other calls was 82 seconds, just 18 seconds higher than target.

Figure 14: Emergency Calls – Dispatch Time



Source: Oakville Fire Department Emergency Response Call Data

9.5.2 Emergency Calls – Turnout Time

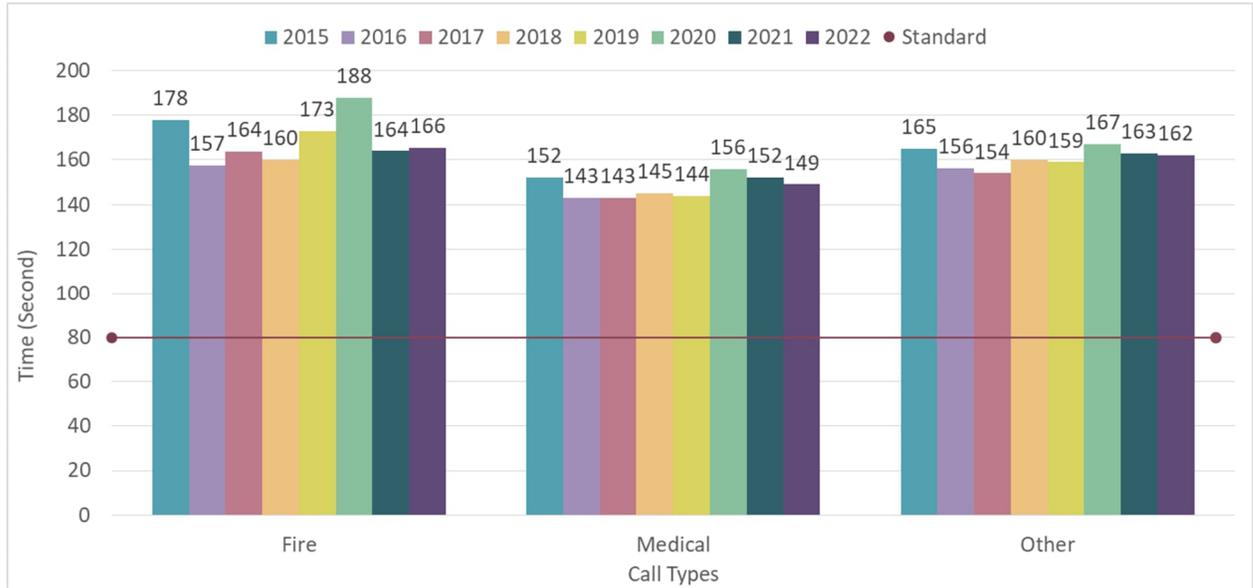
Turnout time is defined within NFPA 1710 – Standard for Organization and Deployment of Fire Suppression Operations by Career Fire Departments (2020) as “The time interval that begins when the ERFs and ERUs notification process begins by either an audible alarm or visual annunciation or both and ends at the beginning point of travel time.”<sup>56</sup>

This standard identifies a performance benchmark of 80 seconds or less for all ‘fire-related’ and ‘other’ incidents and 60 seconds or less for ‘medical/resuscitator’ calls.

<sup>56</sup> Source: NFPA 1710 Standard for Organization and Deployment of Fire Suppression Operations by Career Fire Departments 2020 Edition – Section 3.3.64.8.

The general industry definition of firefighter turnout time is defined as the preparation time required between the emergency call being received at the fire station and the time the fire apparatus and firefighters leave the station to respond to the call.

Figure 15: Emergency Call Volume – Turnout Time (Initial Arriving Company)



Source: Oakville Fire Department Emergency Response Call Data

The analysis presented in Figure 15 indicates that for the period from January 1, 2015, to December 31, 2022, the OFD consistently exceeded the 80 second performance benchmark for fire emergency calls. In this time period the ninetieth percentile OFD turnout times for fire, medical and other calls are close to or more than twice as long as the targeted performance benchmark. The turnout time performance from 2015 to 2022 is very similar to the 2010 to 2014 results presented in the 2016 FMP. That report made two recommendations related to turnout time performance:

1. "That the OFD implement processes or technologies for regularly reporting turnout time performance or displaying real-time performance (e.g., in-bay turnout clocks) in the stations." and
2. "That as new stations are implemented, the design of the stations should target layouts which support timely turnout."

These recommended strategies continue to be applicable for OFD. Through this current FMP it is recommended that the OFD continue to identify and implement strategies to target the reduction of turnout times within the Fire Suppression Division.

### 9.5.3 Emergency Calls – Travel Time (Initial Arriving Company)

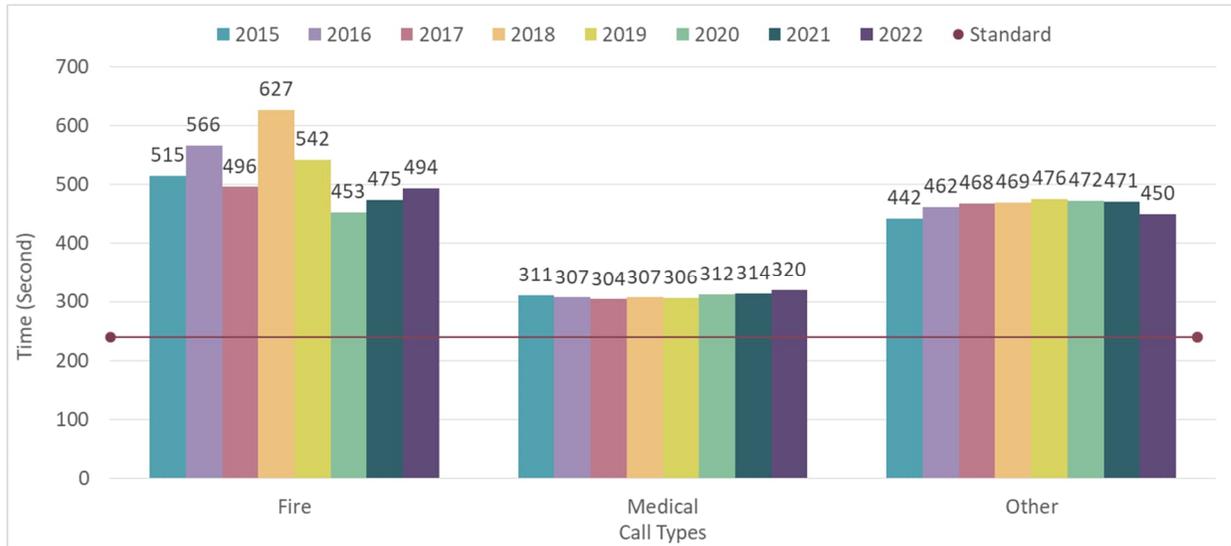
Travel time is defined by NFPA 1710 – Standard for Organization and Deployment of Fire Suppression Operations by Career Fire Departments (2020) as “The time interval that begins when a unit is enroute to the emergency incident and ends when the unit arrives at the scene”<sup>57</sup>.

This standard identifies a performance benchmark of 240 seconds or less travel time for the arrival of the Initial Arriving Company at a fire suppression incident 90% of the time. Figure 16 illustrates that for the period from January 1, 2015, to December 31, 2022, the OFD exceeded the 240 second performance benchmark. The data shows a general trend of increasing travel times for the initial arriving apparatus, with some variation in the pandemic years from 2020 to 2022. The analysis of travel times during the period from 2010 to 2014, presented in the previous FMP, shown an aggregate ninetieth percentile travel time of 331 seconds for fire calls, 304 seconds for medical calls and 375 seconds for other calls. Travel times are trending much higher under current conditions, as presented in this current FMP. This is expected as a result of increased traffic congestion and construction within the Town as it experiences continued growth, increased development and intensification.

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<sup>57</sup> Source: NFPA 1710 Standard for Organization and Deployment of Fire Suppression Operations by Career Fire Departments 2020 Edition – Section 3.3.64.7.

Figure 16: Emergency Calls – Travel Time (Initial Arriving Company)



Source: Oakville Fire Department Emergency Response Call Data

9.5.4 Emergency Calls – Total Response Time Performance

The NFPA 1710 Standard defines Total Response Time as “The time interval from receipt of the alarm at the PSAP to when the first emergency response unit is initiating action or intervening to control the incident”<sup>58</sup>. Within this FMP Total Response Time is measured by the sum of the following three components:

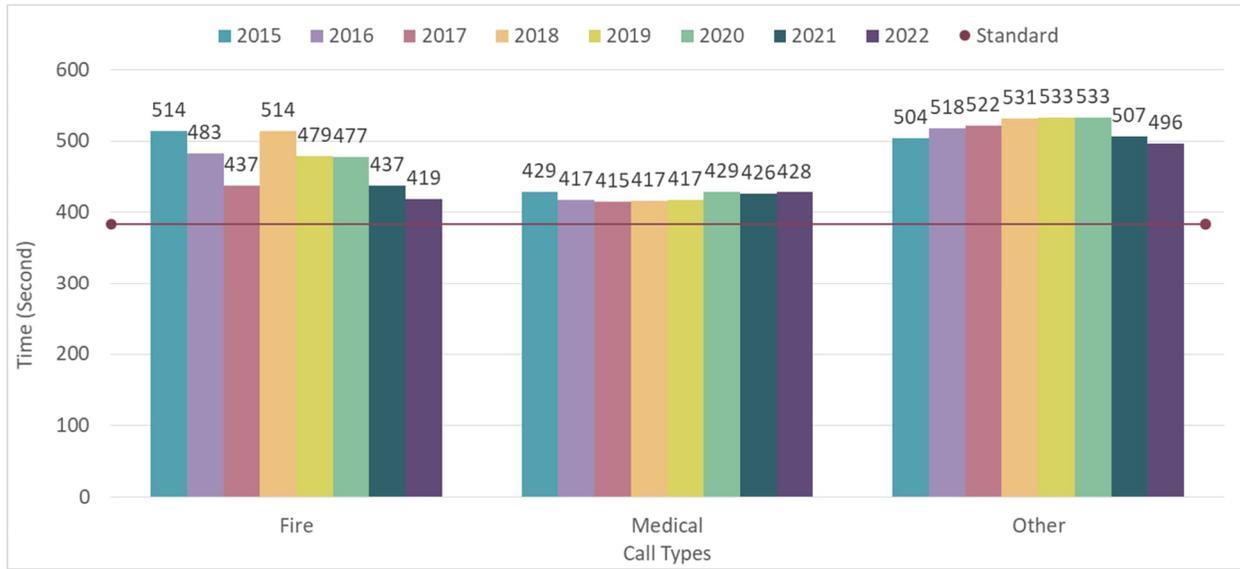
Dispatch Time + Turnout Time + Travel Time = Total Response Time

The applicable NFPA 1710 Standard performance benchmarks for these three components totals 384 seconds for 90% of the fire/explosion or other incidents the fire department responds to, and 364 seconds for the medical/resuscitation calls it responds to. Figure 17 illustrates that for the period from January 1, 2015, to December 31, 2022, the OFD Total Response Time to fire/explosion and other incidents consistently exceed the 384 second performance benchmark, and the medical calls consistently exceeded the 364 second performance benchmark.

<sup>58</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 3 Definitions, Section 3.3.64.6.



Figure 17: Emergency Calls – Total Response Time (Initial Arriving Company)



Source: Oakville Fire Department Emergency Response Call Data

9.5.5 Historical Fire Suppression Emergency Response Summary

The analysis of the OFD historical fire suppression emergency response capabilities for the period from January 1, 2015, to December 31, 2022, indicates that the department is significantly exceeding the NFPA 1710 performance benchmarks for the turnout and travel times, with travel times continuing to increase with time. This is impacting the OFDs Total Response Time performance.

In our view, the identification and implementation of strategies that specifically target improvements in both the department’s turnout time, which the department has the ability to influence, should be considered the first priority to improve the OFD’s current Total Response Time.

9.6 Community Risk Assessment – Identified Risks/Key Findings

The CRA identifies both “Identified Risks” and “Key Findings” that should be considered as part of assessing the emergency response (fire suppression) deployment coverage within the Town. This type of risk-based analysis provides further insight to identify the Town’s local needs and circumstances (as defined by the FPPA). Based on the CRA analysis and findings Group C-Residential Occupancies should be considered as the most at-risk building stock within the Town of Oakville. This occupancy type has a

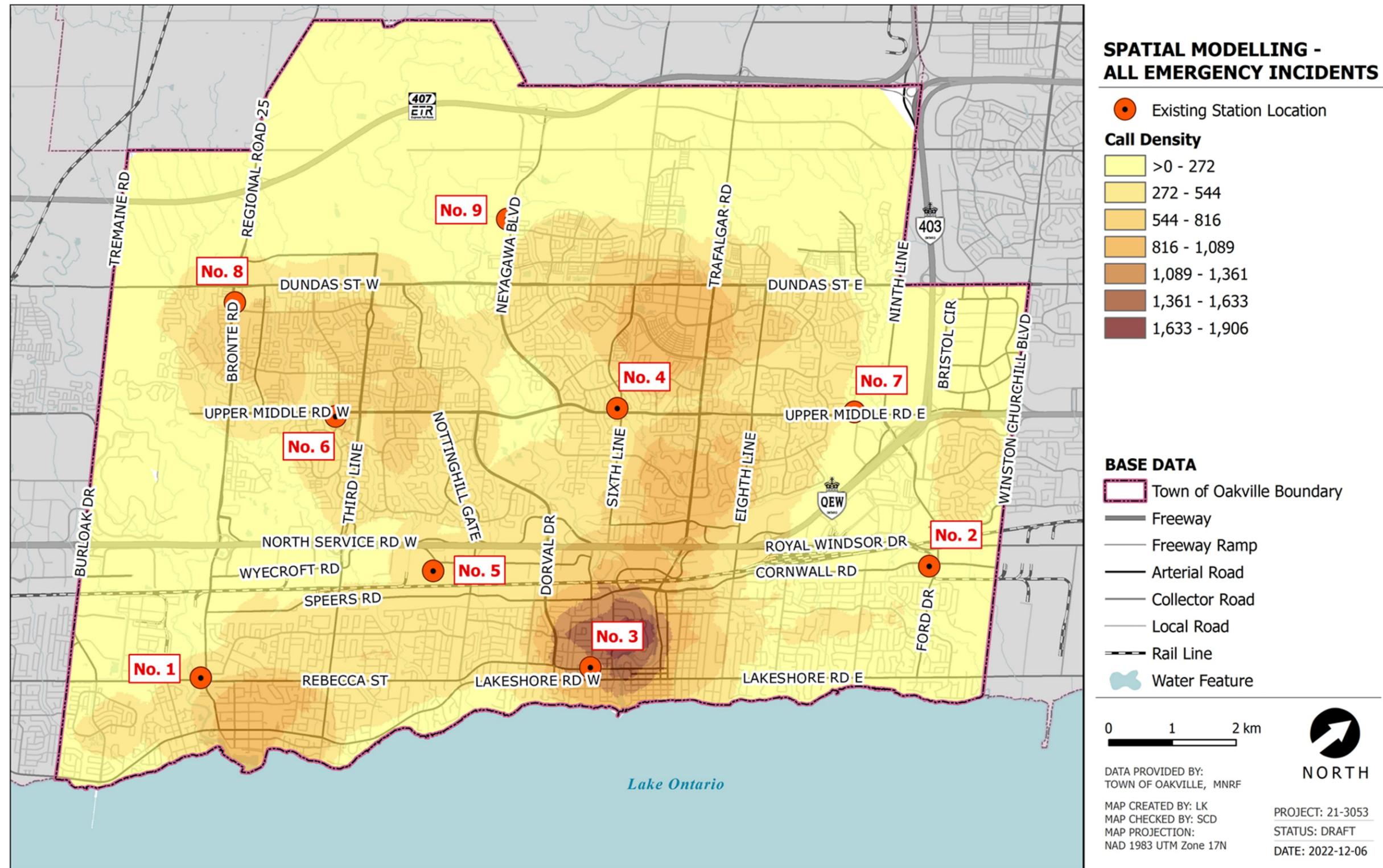
demonstrated potential for the occurrence of a fire, a fire-related injury or fatality as a result of a fire. This conclusion is supported by the following “Identified Risks” and “Key Findings” included within the CRA:

- Group C – Residential Occupancies represent 91.8% of the Town of Oakville’s existing building stock, and over the five-year period from January 1, 2016, to December 31, 2020 were associated with 77.1% of the structure fires within the Town; and
- Most reported fire-related civilian injuries (25) and all fatalities (3) occurred in Group C – Residential Occupancies.

In our view, the OFD fire suppression deployment model must prioritize its emergency response deployment capabilities to identified Group C-Residential Occupancies.

The CRA also presents the results of a spatial distribution analysis of all emergency incidents that occurred within the Town from January 1, 2015, to December 31, 2021 (the dataset utilized for conducted the CRA analysis). The spatial concentration of all emergency incidents is shown in Figure 18 below. The darkest areas, representing the highest concentration of emergency incidents. The map shows a wide distribution of emergency incidents across the Town with the highest concentration in the downtown, around Fire Station 3. The Trafalgar Road corridor is another large area of high call concentration. There are pockets of areas with a high concentration of all emergency call types throughout the urban areas of the Town. Many of these areas correspond to higher density residential areas, or the Community Core Areas.

Figure 18: Spatial Concentration – All Emergency Incidents 2015 to 2021 (Source: Town of Oakville CRA)



**9.7 Existing Fire Suppression Deployment Model**

The Oakville Fire Department's Suppression Division consists of a complement of 240 firefighters who work on four platoons. They work on a 24-hour shift through a 28-day rotation, staffing 12 front-line emergency response vehicles deployed from the Town's nine existing fire stations that are strategically located across Oakville.

Each of the four platoons is staffed with one platoon chief, one assistant platoon chief, eleven captains, and 47 firefighters. This totals 60 per platoon and allows the OFD to sustain a minimum of 44 full-time firefighters on duty at all times. Table 22 lists the current distribution of apparatus and the existing minimum staffing levels.

**Table 22: Existing OFD Fire Suppression Deployment Model**

Station	Apparatus	Existing Minimum Staffing
1	Pumper P201	4
2	Pumper P202	4
3	Pumper P203	4
3	Aerial A203	3
3	Car 206	1
4	Aerial A204	4
5	Pumper P205	4
5	Rescue R205	2
6	Pumper P206	4
7	Pumper P271	4
7	Squad S207	2
8	Pumper P208	4
9	Pumper P209	4
All Stations	Total	44

**9.7.1 Existing Minimum/Total Staff Complement Per Platoon**

The OFD utilizes a four-platoon system to schedule suppression personnel and deliver fire suppression and emergency response services. The current Collective Agreement with the OPFFA contains several articles that relate to the operation of the current platoon system, such as rank structure, hours of work, and approved leave entitlements.



Each of the OFD's four platoons are currently staffed with a total of 58 firefighters per platoon (plus one Platoon Chief and one Acting Platoon Chief). To maintain the current level of fire suppression and emergency response services the OFD is required to maintain a minimum of 44 firefighters on duty to staff the 12 front-line apparatus and the Platoon Chief. The difference between the total complement of firefighters on each platoon (60), and the minimum number of firefighters required on-duty (44), is the current staffing buffer available to accommodate absences such as vacation, sickness, maternity and parental leaves, approved absences, and long-term leaves such as Workplace Safety and Insurance Board (WSIB), including PTSD related absences. Historically, it has taken five firefighters to maintain a minimum of four personnel on duty (i.e., the 1.25 ratio of total staff to on-duty staff).

The 1.25 ratio is based on a historical strategy within the fire service in Ontario that was utilized when hiring firefighters to staff an additional apparatus or open a new fire station. The strategy represented a hiring ratio of 1.25 firefighters for each new or additional apparatus being staffed on a full-time basis. For example, to staff a new pump with a minimum of four firefighters on duty at all times (i.e., four shifts) requires the hiring of 16 firefighters (four per shift). To accommodate absences such as vacations and sickness municipalities have historically applied a 1.25 ratio to this hiring process that when applied results in the need to hire 20 additional firefighters to staff each new apparatus.

In addition to the 1.25 ratio deficiency discussed above, municipalities are recognizing the evolution of new factors that are challenging their ability to maintain minimum on-duty firefighting staffing requirements. For example, over the past decade, significant progress has been made in recognizing the health risks associated with firefighting. O. Reg. 253/07 was developed and implemented to recognize 19 prescribed diseases that can impact the health of a firefighter. This regulation provides recognition that these diseases are job-related and can impact the health and wellness of a firefighter whether full-time, part-time or a volunteer firefighter. Fire services across the province, including the OFD, are recognizing that their staff are not immune to these diseases.

The OFD is not immune to other fire suppression staffing challenges facing fire services across Ontario. In some instances these can be directly related to collective bargaining and in other instances new and evolving legislation. For example, the information provided by the OFD indicates an increasing trend in the utilization of

maternity/parental leave. This trend is appearing in many municipalities across the GTA where there has been a positive shift in workforce diversity, and where both spouses are required to work full-time.

Collectively the deficiency of the 1.25 ratio and these new and evolving staffing challenges are having a negative impact on municipalities' abilities to sustain the required minimum number of firefighters on duty at all times. One option is to reduce the current level of fire suppression and emergency response services being provided, and thereby reduce the minimum number of firefighters required to be on duty at all times. Alternatively, municipalities are beginning to adopt a new ratio in their hiring practices that equates to adopting a new ratio of 1.33 on-staff firefighters to on-duty firefighters. For example, the Town of Vaughan recently introduced a new hiring strategy that reflects the need to hire 22 firefighters to staff an apparatus in comparison to their historical practice of hiring only 20.

It is our understanding that, in an effort to management an increasing trend in overtime costs OFD is currently staffed with a total of 60 staff per platoon, which is more than the current approved complement of 57. In order to continue to control and manage increasing overtime trends, the OFD should seek to maintain a 1.33 ratio, applied per platoon, for all future hiring. For a minimum staffing of 44 the minimum complement per platoon should be 59.

Recommendation #11: That consideration be given to adopting and sustaining a ratio of 1.33 (minimum on-duty firefighter to total complement of firefighters), applied per platoon. Applying the ratio to maintain the existing minimum staffing of 44 requires an approved minimum complement of 59 per platoon.

### 9.7.2 Span of Control

From a business perspective where the day-to-day activity of the Platoon Chief is to manage the non-emergency activities of their platoon, they typically fall into a supervisor type of role where they have a moderate level of individual responsibility and are guided by standard work processes and procedures. The non-emergency responsibilities of a platoon chief include but not limited to:

- Maintaining discipline of the firefighters on their platoon;
- Ensuring the maintenance of apparatus, equipment and stations are maintained in accordance to SOPs; and
- Carries out all administrative tasks related to the management of their platoon.

This is a fairly heavy task which also involves day-to-day visits to each station to meet with staff and disseminate department-related information and resolve issues where applicable.

The Platoon Chief in Oakville currently has 12 direct reports who hold the rank of Captain (including one assigned as Acting Platoon Chief).

A best practice in the business world for this level of managerial activity would have a span of control of eight to 10 direct reports.

At an emergency call where the Platoon Chief is required to be the IC at a fire or other emergency incident, best practice is covered by NFPA 1561 Standard on Emergency Services Incident Management System and Command Safety<sup>59</sup>. Incident command is an expandable system which the person in control of an emergency incident can use the framework to assist them in managing the emergency scene. The management of an emergency scene can be a complex issue which requires additional personnel to assist in safely managing all aspects of the emergency. The principal role of the IC in Oakville is to plan, manage and prioritize the task level assignments in an attempt to mitigate the situation, ensure incident safety, provide information to internal and external stakeholders and establish and maintain liaison with other agencies participating in the incident. The Incident management system is designed to expand and contract depending on the escalation or control of the incident. However, the IC system requires additional trained personnel to assist in the expansion of the IC system. The issue in Oakville is the availability or depth of command-capable staff at an emergency incident.

Typical industry best practice for an emergency scene span of control for an IC is between three and seven firefighters per sector due to the potential severity of the situation and life safety of the firefighters on scene. Oakville currently uses three to four firefighters per crew sector and will assign a firefighter to a sector officer to manage.

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<sup>59</sup> As part of the ongoing standard consolidation process NFPA 1561 will be replaced with NFPA 1550 Standard for Emergency Responder Health and Safety, which is currently in draft form.

Span of control for the Platoon Chief (PC) is beyond this number, as a single IC PC is managing between five to seven sectors and sometimes more in complex calls. This creates an overwhelming situation for one person to manage at the scene. In addition to their on-scene responsibilities, the Platoon Chief is still responsible for the entire Town of Oakville for all other emergencies and activities that may be going on.

Through consultation with OFD staff, it is our understanding that the current on-duty Platoon Chief is experiencing more frequent complex calls with a larger span of control than the industry targets. This is expected to increase with Town and OFD growth.

## 9.8 Existing Fire Suppression Deployment Capabilities

The following sections present our analyses of the existing fire suppression/emergency response deployment capabilities of the OFD. The analysis was carried out using Geographical Information System (GIS) tools developed specifically for the purpose of assessing networks (such as road networks). Various scenarios were developed to assess the OFD existing emergency response coverage, including the Initial Arriving Company, Second Arriving Apparatus<sup>60</sup> and Initial Full Alarm Assignment in comparison to the applicable NFPA 1710 Standard performance benchmarks.

### 9.8.1 Modelling Methodology

This section provides a brief outline of the methodology and modelling procedures used to assess existing and proposed future emergency response coverage and to test various combinations of fire suppression resources.

The Network Analyst tool developed by Esri Inc. was used to create a model of the existing Town of Oakville road network, based on GIS files, provided by the Town. Relevant base road information, such as road length and road classification, was extracted from the GIS data. Planned future road information (location, alignment, etc.), provided by Town staff, was incorporated into the existing GIS network to prepare a future road. The Network Analyst tool was used to simulate the existing (and future)

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<sup>60</sup> Second arriving apparatus measures where a second fire apparatus can respond within six minutes of travel time. The staffing, in this analysis, may be between two to four firefighters on the second apparatus. This was selected to align with the current staffing of second apparatus within the Oakville Fire Department.

emergency response fire suppression deployment capabilities of the OFD navigating the Town’s road network.

The locations of the historic incident locations for all emergency calls (responded to with lights and sirens, such as structure fires, vehicle fires and medical calls representing the most consistent and expedited type of responses) for the period from January 1, 2015, to December 31, 2022, were used to calibrate the GIS-based model. To ensure our analysis excluded outliers and included calls only pertaining to fire and medical incidents, the data was filtered and organized into an appropriate format and outliers which included travel times with times less than five seconds or greater than thirty minutes (1,800 seconds) were excluded.

In order to align the model with the historic response performance of OFD, the emergency calls (i.e., incidents where the department operating guidelines require the use of all emergency lights and sirens) were added to the network and coded based on the historic travel times to reach the calls. An iterative process was applied to assess the speeds throughout the road network to calibrate the model to reflect historic travel times and emergency response performance of the first responding apparatus for all calls with an emergency response code.

Table 23 lists the posted road speeds and the modelled speeds resulting from the calibration process. The GIS roads-based model, calibrated with the modelled speeds, was used to assess the emergency response performance of the OFD against the applicable fire suppression performance benchmarks.

Table 23: Model Calibration

Posted Speed Limit (km/h)	Modelled Speed (km/h)
100	90
80	68
70	60
60	45
50	28
40	22

### 9.8.2 Application of NFPA Fire Suppression Deployment Targets

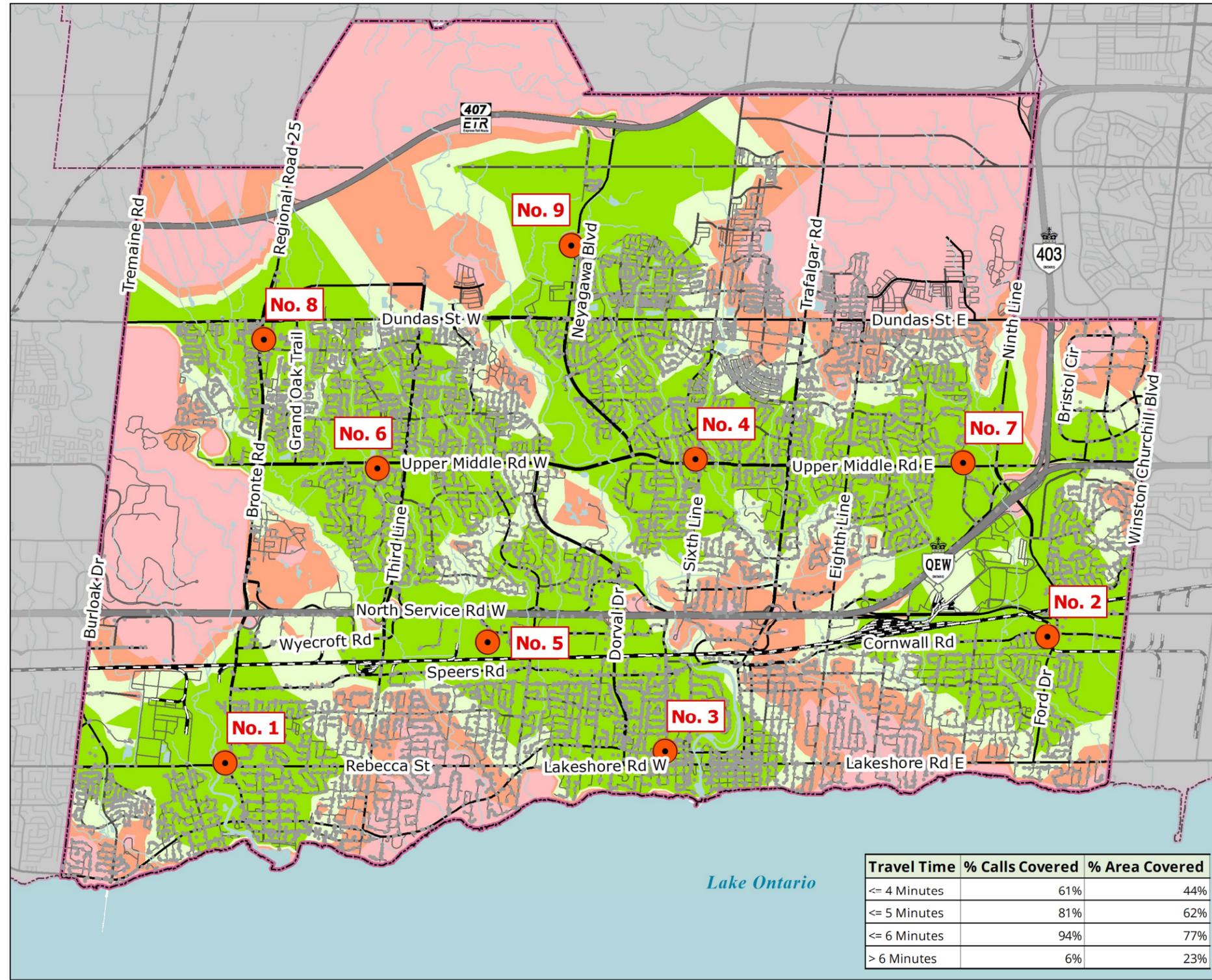
The calibrated existing and future road networks, station locations and response time targets were used to map response polygons around each fire station. These polygons represent the geographical area where the response target for the staffing level and/or specified amount of travel time is achieved within the GIS model.

### 9.8.3 Existing Initial Arriving Company Response Capabilities

The existing emergency response fire suppression deployment capabilities of the OFD Initial Arriving Company were assessed in comparison to the NFPA 1710 Standard performance benchmark of: four firefighters arriving on scene within a four-minute travel time to 90% of fire suppression incidents.

Figure 19 illustrates the modelled results of the existing conditions initial arriving company analysis. The bright green areas identify the locations where the model predicts an initial arriving company gets on-scene within four minutes of travel time. Based on existing conditions the mapping indicates that within a four-minute travel time the initial arriving company achieved the initial response coverage target for 44% of the Town's geographical area and 61% of the historical incidents. It should be noted that these coverages only reflect the applied NFPA four-minute travel time performance. OFD response capabilities provide coverage to the entire Town, however, the travel time exceeds four-minutes for the remainder of the Town's geographical area and historical call locations. Compared to the 2016 FMP, the geographical coverage of the initial arriving apparatus in existing conditions is reduced, and gaps are starting to show between the coverage areas of the existing stations. This includes a growing gap between Stations 2 and 3. This is a reflection of the increasing travel times experienced by OFD, which appear to be associated with increased traffic congestion as a result of growth and intensification. There are also new development areas, such as in North Oakville (northeast of the Town's area) which are not within the four-minute coverage areas of existing fire stations.

Figure 19: Existing Initial Arriving Company Response Capabilities



**TOWN OF OAKVILLE**

**INITIAL ARRIVING COMPANY EXITING CONDITIONS**

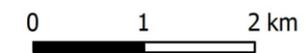
- Historic Incident (2015-2022)
- Existing Station Location

**Travel Time**

- 4 Minutes at Network Speed
- 5 Minutes at Network Speed
- 6 Minutes at Network Speed
- > 6 Minutes at Network Speed

**BASE DATA**

- ▭ Town of Oakville Boundary
- ▬ Freeway
- ▬ Arterial Road
- ▬ Collector Road
- ▬ Local Road
- ▬ Rail Line
- ☪ Water Feature



DATA PROVIDED BY:  
TOWN OF OAKVILLE, MNRF

MAP CREATED BY: GM  
MAP CHECKED BY: SCD  
MAP PROJECTION:  
NAD 1983 UTM Zone 17N

PROJECT: 21-3053  
STATUS: DRAFT  
DATE: 2023-06-30



### Existing Second Arriving Apparatus Response Capability

The NFPA 1710 Standard (2020) edition introduced a new performance benchmark for assessing the second arriving company. This standard defines a “company” as a group of members who are “usually organized and identified as engine companies, ladder companies, rescue companies, squad companies or mulita-functional companies.”<sup>61</sup> As with the initial arriving company, the NFPA standard specifies the minimum staffing for a second arriving company is four firefighters.

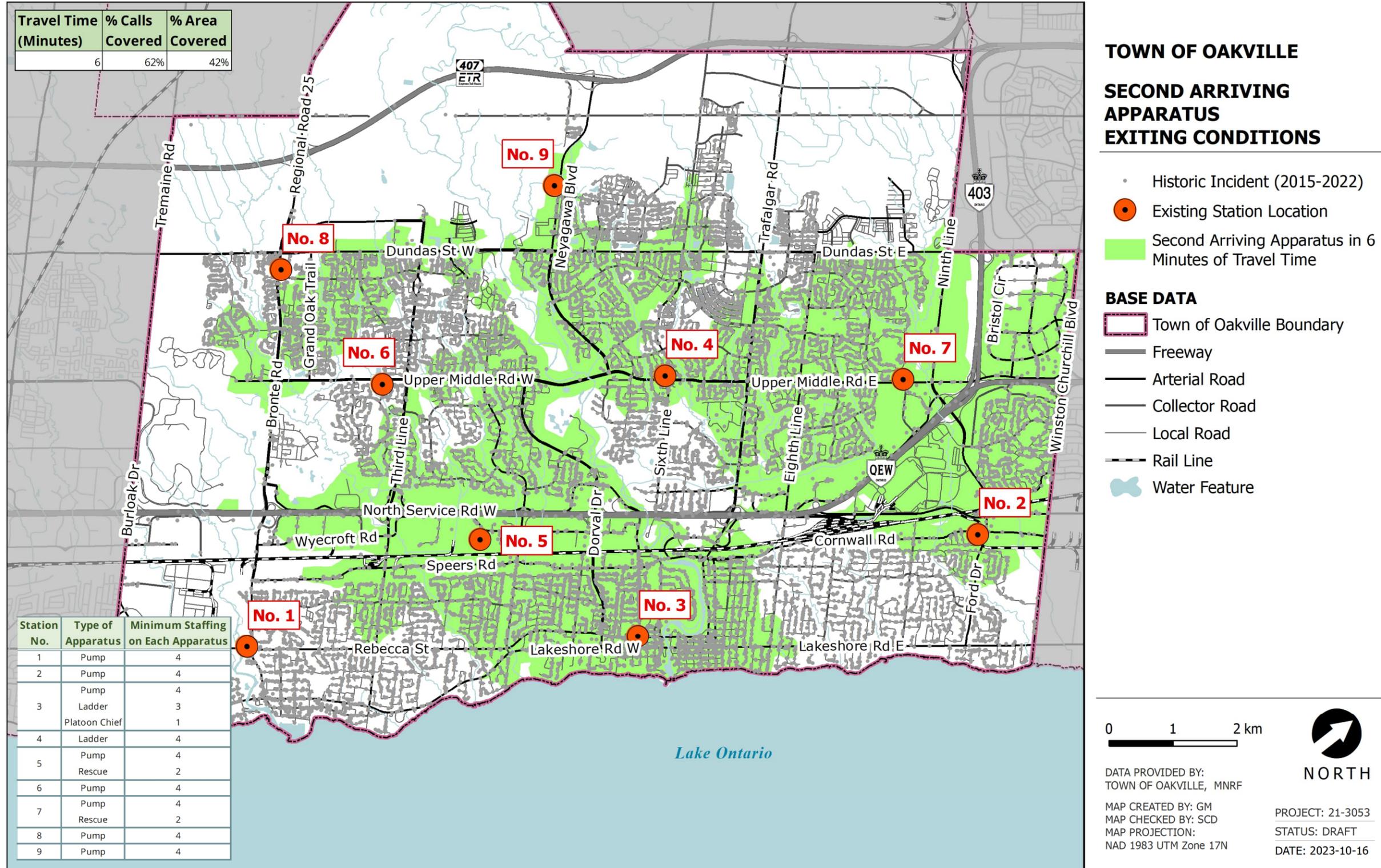
The existing emergency response fire suppression deployment capabilities of the OFD for the Second Arriving Company were assessed in comparison to the NFPA 1710 Standard performance benchmark of “A second arriving company with a minimum of four firefighters arriving on scene within a six-minute travel time to 90% of fire suppression incidents.” For the purposes of assessing OFD’s performance this analysis assessed the Second Arriving Apparatus, including those staffed with a minimum of two or three firefighters, as well as those staffed with a minimum of four.

Each of the nine existing fire stations operates a front-line apparatus staffed with four firefighters. Station 3 includes a PC and an aerial staffed with a minimum of three firefighters. Stations 5 and 7 operate rescues staffed with a minimum of two firefighters. Under existing conditions no OFD stations operate a second apparatus with a minimum staffing of four firefighters, however, when the on-duty staff is available, apparatus staffing of levels of the aerial apparatus at Station 3 and the two rescues (Stations 5 and 7) will operate above the minimums, and may achieve a company of four firefighters. Figure 20 illustrates the results that within six minutes of travel time the Second Arriving Apparatus is able to provide emergency response coverage to 42% of the Town’s area and 62% of the historical emergency incidents (January 1, 2015, to December 31, 2022).

It should be noted that these coverages only reflect the applied NFPA six-minute travel time performance, and that the current OFD response capabilities exceed the six-minute travel time for the remainder of the Town’s geographical area and historical call locations.

<sup>61</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2020 Edition) Chapter 3, Definitions, 3.3.15.

Figure 20: Existing Second Arriving Apparatus Response Capabilities



### 9.8.5 Initial Full Alarm Assignment

The analysis of the OFD existing Initial Full Alarm Assignment response capabilities were assessed in comparison to the applicable NFPA 1710 Standard for the following:

- **Single-Family Dwelling Initial Full Alarm Assignment:** The applicable NFPA 1710 fire suppression deployment model for an initial full alarm assignment to a single-family dwelling includes a minimum deployment of 16 firefighters (17 if an aerial device is used) arriving on scene within an eight-minute (480 second) travel time to 90% of the fire suppression incidents in this occupancy type; and
- **Apartment Initial Full Alarm Assignment:** The applicable NFPA 1710 fire suppression deployment model for an initial full alarm assignment to an apartment includes a minimum deployment of 25 firefighters (26 if an aerial device is used) arriving on scene within an eight-minute (480 second) travel time to 90% of the fire suppression incidents in this occupancy type. This deployment model is the same for an Open-Air Strip Shopping Centre.

It is important to note that the current OFD fire suppression deployment model includes the staffing of two aerial apparatus. One of these aerials would be automatically deployed, functioning as a pumper truck, to a fire suppression incident involving these types of occupancies. As such, our analysis of these performance benchmarks focuses on the deployment of 16 firefighters being deployed to single-family dwellings, and 25 firefighters being deployed to apartments.

#### 9.8.5.1 Existing Initial Full Alarm Assignment Response Capabilities

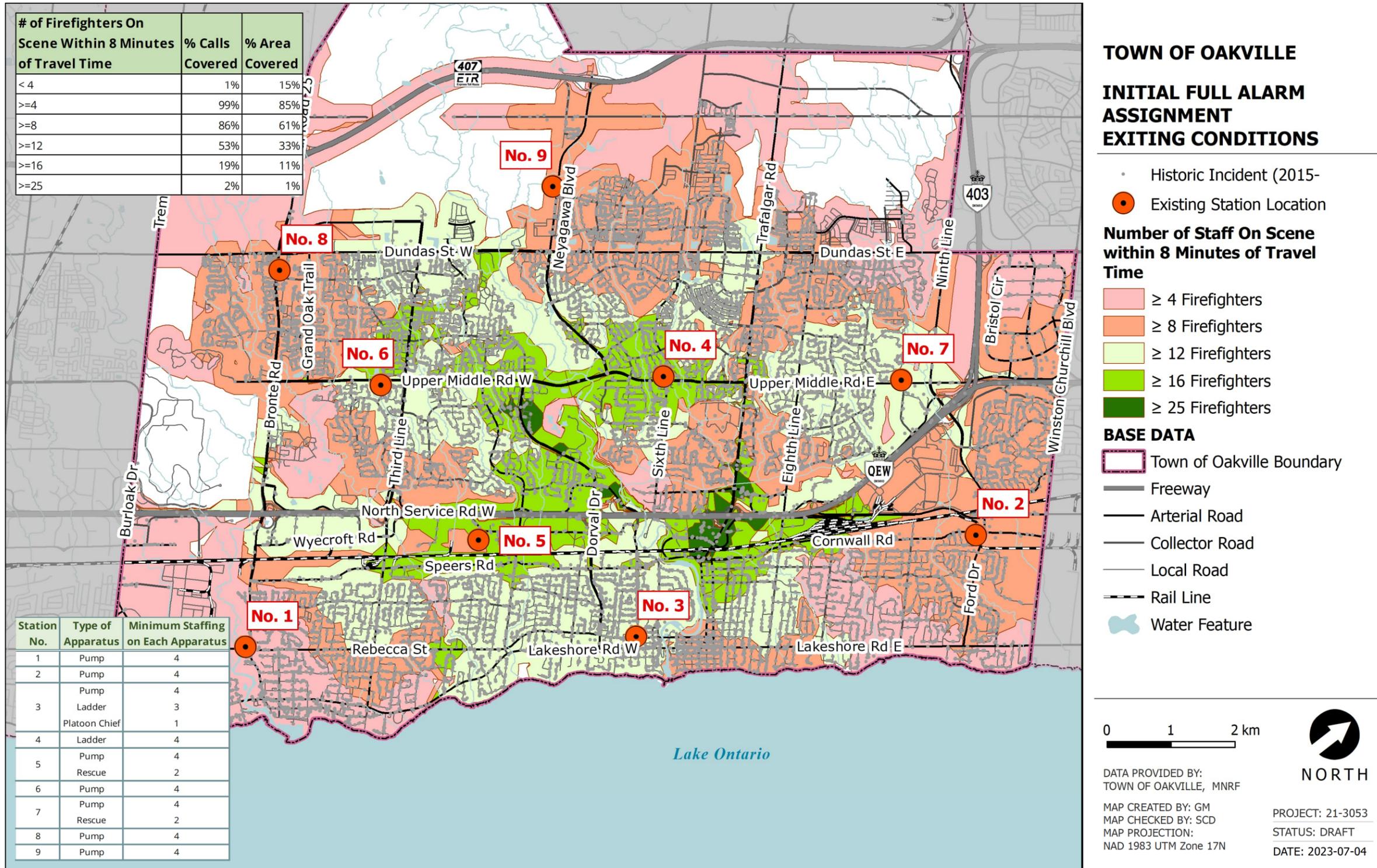
Figure 21 illustrates the OFD's existing capabilities to deploy an Initial Full Alarm Assignment of 16 firefighters (the staffing benchmark for a Single-Family Dwelling) within an eight-minute travel time, shown in bright green. Under existing conditions, the OFD can currently meet this performance measure for 19% of historical calls (January 1, 2015, to December 31, 2022) and 11% of the Town's geographical area.

It should be noted that these coverages only reflect the applied NFPA eight-minute travel time performance, and that the current OFD response capabilities exceed the eight-minute travel time for the remainder of the Town's geographical area and historical call locations.

Under existing conditions, the OFD is unable to assemble 25 firefighters (the staffing benchmark for open-air strip shopping centers or three-storey garden style apartment buildings) on scene within an eight-minute travel time to 1% of Town's area and 2% of the historical calls. These areas are shown in dark green in the figure below.

It should be noted that these coverages only reflect the applied NFPA eight-minute travel time performance, and that the current OFD response capabilities exceed the eight-minute travel time for the remainder of the Town's geographical area and historical call locations.

Figure 21: Existing Initial Full Alarm Assignment Response Capabilities



## 9.8.6

## Existing High-Rise Initial Full Alarm Assignment Capabilities

The NFPA 1710 Standard includes a performance benchmark for high-rise buildings described as having the highest floor greater than 75 feet (23 metres) above the lowest level of fire department vehicle access. The applicable deployment model for the OFD would include an initial minimum deployment of 38 firefighters (39 firefighters if the building is equipped with a fire pump) arriving on scene within a 10 minute and 10 second (610 second) travel time to 90% of the fire suppression incidents in this occupancy type.

The existing fire suppression deployment model of the OFD includes a minimum staffing level of 44 firefighters on duty at all times across all nine combined stations. Achieving 38 firefighters on-scene would require the deployment of nearly all the fire apparatus and staffing resources within the Town. The OFD can assemble more than its current minimum staffing of 44 firefighters on scene through use of the Regional Mutual Aid Agreement and the emergency call back process for off duty firefighters. As discussed in Section 9.8.5.1 Existing Initial Full Alarm Assignment, achieving 25 firefighters within eight minutes of travel time is a challenge for the department under existing conditions. Therefore, the high-rise response of 38 firefighters in 10 minutes was not modelled under existing conditions.

In our experience, it is not uncommon for municipalities similar to the Town of Oakville to find it challenging to assemble 38 or more firefighters to respond to a fire in a high-rise building as defined by the NFPA 1710 Standard. As a result, it is important that municipalities, like Oakville, prioritize the application of the first two lines of defence by applying proactive fire inspections, fire code enforcement and public education programs that specifically target high-rise buildings.

Regularly scheduled, routine inspections of high-rise buildings will ensure that fire safety features required by the Ontario Fire Code are maintained and operational. Such fire safety features include:

- Building Services (ventilation, firefighter elevators, water supply, etc.);
- Non-combustible construction (concrete and steel);
- Interior finishes (drywall, block, concrete slab);
- Fire detection and notification of occupants (pull stations, heat detectors, smoke detectors, alarm system);

- Compartmentation (containment of fire and smoke spread, fire doors, fire shutters, self-closing mechanisms on doors, etc.);
- Means of egress (stairwells constructed with non-combustibles); and
- Fire protection systems (automatic sprinklers, standpipes and hose cabinets, fire pumps, fire extinguishers, etc.).

#### 9.8.7 Existing Fire Suppression Deployment Capabilities Summary

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Table 24 provides a summary of the existing conditions emergency response capabilities of OFD. Applying the principle of 'continuous improvement' (alignment with Fire Strategic Goal 3, Section 3.4.1), the analysis and scenarios tested under future conditions will aim to improve from these existing coverage levels.

Table 24: Summary of Existing Conditions Response Capabilities

Scenario	Minimum Staffing Level	Initial Arriving Company (4 firefighters arriving on-scene in 4 minutes or less 90% of the time)	Second Arriving Apparatus (8 firefighters arriving on-scene in 6 minutes or less 90% of the time)	Initial Full Alarm Assignment (16 firefighters arriving on-scene in 8 minutes or less 90% of the time)	Urban Area Initial Full Alarm Assignment (25 firefighters arriving on-scene in 8 minutes or less 90% of the time)
Existing Conditions	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls

## Future Growth Considerations

The OFD has a demonstrated history of proactively planning for growth through the completion of past FMPs. This has included the recent planning and implementation of Stations 8 and 9 to service growth in North Oakville. This current FMP provides an opportunity to recast fire service needs related to growth within the current planning context.

At the time of writing, the Province is proposing a generational change to the planning policy framework in Ontario. Municipalities are navigating a shift in planning governance, legislation and simultaneous pressure from the Province to increase the supply of housing in the name of housing affordability. All these changes are being navigated by Town staff while continuing progress on the Official Plan Review.

This section of the FMP reviews the magnitude, location, and type of future growth for the Town of Oakville with a focus on the 2031 horizon. To understand this growth, Dillon consulted with Town planning staff, and reviewed the Town of Oakville Official Plan (OP) (Office Consolidation August 31, 2021), the North Oakville East Secondary Plan (March 2023 Consolidation), the North Oakville West Secondary Plan, and the August 15, 2023, report to Council on the Joint Best Planning Estimates.

The following subsections provide an overview of projected growth as it pertains to urban structure, greenfield development, and strategic growth areas to 2031.

## Urban Structure

Growth in Oakville is informed by the Region of Halton Official Plan (ROP). The ROP – most recently updated through Regional Amendments #48 and #49 – establishes an urban structure for the Region, provides direction on growth management including intensification areas, as well as growth forecasts for population and employment to 2051.<sup>62</sup>

In turn, the Town of Oakville has an established urban structure which was adopted by Oakville Council in September 2017 and in full force and effect as of July 2021. The urban structure for the Town of Oakville is found in Figure 22 (Schedule A1 of the OP).

This structure reflects how the Town is intended to accommodate growth of people and jobs over the long term. The Town of Oakville is forecast to grow to 444,000 residents and 212,788 jobs by 2051, effectively doubling its population over the next three decades.<sup>63</sup> The Joint Best Planning Estimates also provide allocation of growth for the 2031, and 2041 growth horizons for greenfield areas, established neighborhoods, and strategic growth areas.

By 2031, the population is forecast to grow to 259,939 people (+39,796 people) and 147,198 jobs (+35,359 jobs). The location of employment growth is in part directed to the designated Employment areas found along the QEW, Highway 403, and Highway 407. Consistent with the planned urban structure, the majority of the forecast growth will be accommodated through intensification in Strategic Growth Areas as well as designated greenfield areas in North Oakville.

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<sup>62</sup> It is acknowledged that during the time of reporting and analysis for this FMP there are ongoing Provincial and municipal legislative changes and discussion related to the approval of Regional official plans and conformity (e.g., Bill 150). At this time, these changes are not anticipated to impact the growth assumptions discussed for the purposes of this Fire Master Plan. However, as a best practice, the timing and location of growth should be monitored as part of implementation of this FMP.

<sup>63</sup> From the August 15, 2023, report to Council on the Joint Best Planning Estimates from Table 3 on page 8 of the report. These numbers are draft and subject to change and refinement. However, future refinements are anticipated to be minor.

## 9.11

## Strategic Growth Areas

There are 12 Strategic Growth Areas (SGAs) in the Town of Oakville, most of which are forecast to accommodate some combination of both population and employment growth. The location of the Strategic Growth Areas can be found in Figure 23 and information on their forecast growth and horizons can be found in Figure 24. Of these 12 growth areas, two are forecast to accommodate the most growth to 2031: the Midtown Urban Growth Centre and Trafalgar Urban Core South (located in North Oakville). Respectively they are forecast to increase by 11,071 and 14,526 people for a total of 11,710 people in Midtown and 18,168 in Trafalgar Urban Core South. Most of the remaining SGAs are forecast for an additional 1,000 to 2,800 people each from 2021 to 2031.<sup>64</sup> The built form in these areas will reflect mid-rise and high-rise development. Recent development proposals reflect high-rise development in both the Trafalgar Urban Core (30 plus storeys) and Midtown (40 and 50 plus storeys). This reflects a continued transition in built form for the Town of Oakville, with greater concentrations of high-rise structures and taller high-rise buildings, that will have an impact on fire department operations as the Town continues to grow and intensify.

## 9.12

## North Oakville

Secondary Plans for the greenfield lands in North Oakville East and West were completed in 2009. The current in force and in effect land use for North Oakville East is shown in Figure 25 per the Secondary Plans. North Oakville East contains the Trafalgar Urban Core, the Neyagawa Urban Core, and the Dundas Urban Core Strategic Growth Areas reflecting higher density growth as well as lower density growth in designated neighborhoods areas. There are also employment districts south of Highway 407.

The current in force and in effect land use for North Oakville West is shown in Figure 25. The lands not within a natural heritage system or community park area in North Oakville West are designated as Employment District.

A North Oakville Secondary Plans Review was initiated in May 2017 and is currently a part of the ongoing Official Plan Review. It is intended that through this process these

<sup>64</sup> Based on an analysis of the population and employment forecast data provided in Table 3 on page 8 of the August 15, 2023 report to Council on the Joint Best Planning Estimates.

documents would be integrated so that there is one Official Plan document for the Town. It is possible that as part of this review there may be changes to land use designations.

Per the Joint Best Planning Estimates, of the growth that is not in a SGA, it is forecast that by 2051 North Oakville will be home to 58,699 people and 5,562 jobs. By 2031, the population is forecast to grow to 39,735 people and 3,020 jobs (+23,170 people and +2,563 jobs) outside of the SGA. For the purposes of this FMP, most of this growth to 2031 is anticipated to be located southwest of Sixth Line and Burnhamthorpe and northeast of Trafalgar Road and Dundas Street East as shown in Figure 27.

Monitoring the timing and location and growth is important as part of implementation of this FMP.

Figure 22: Town of Oakville Urban Structure (Schedule A1 Livable Oakville Plan)

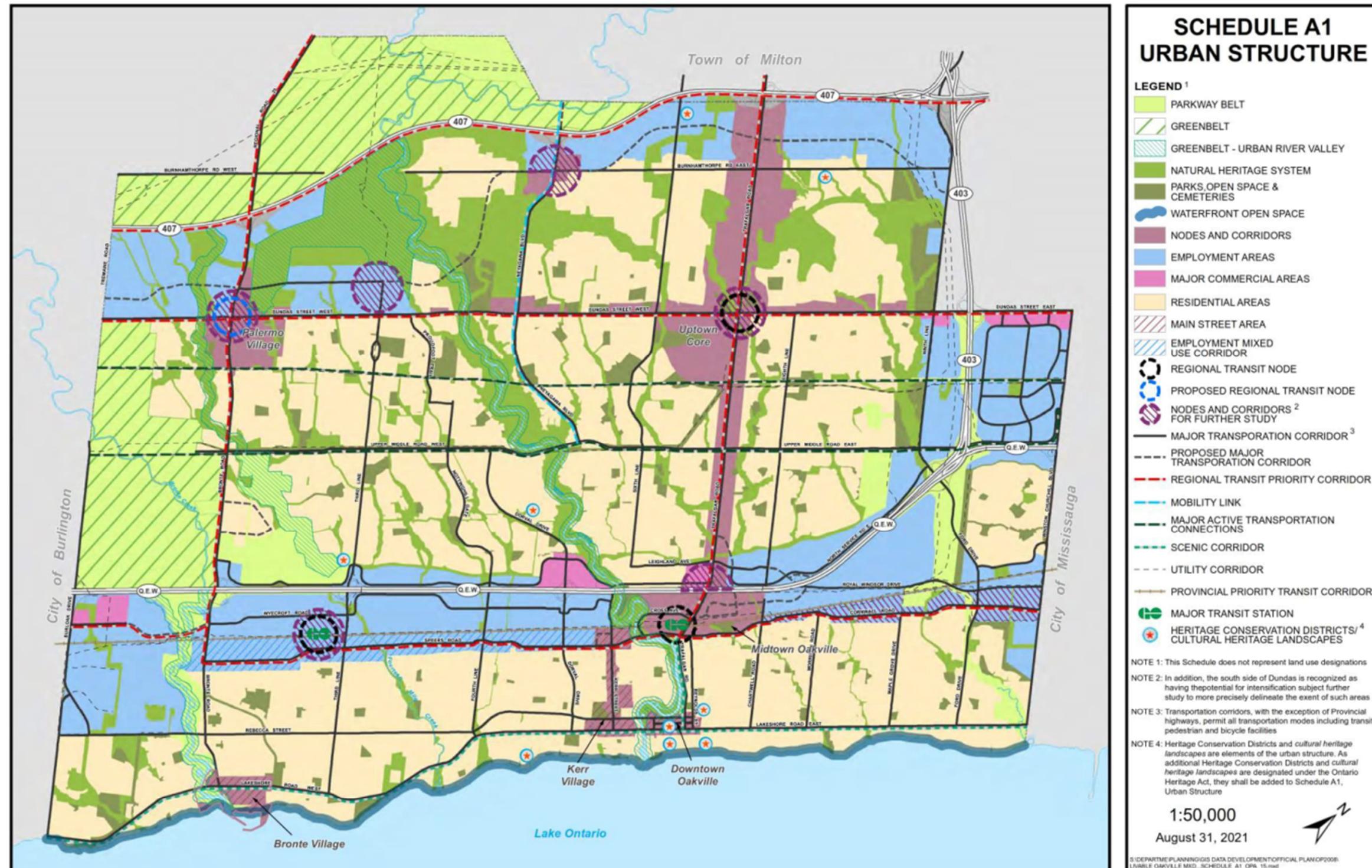


Figure 23: Joint Best Planning Estimates – Oakville Policy Areas

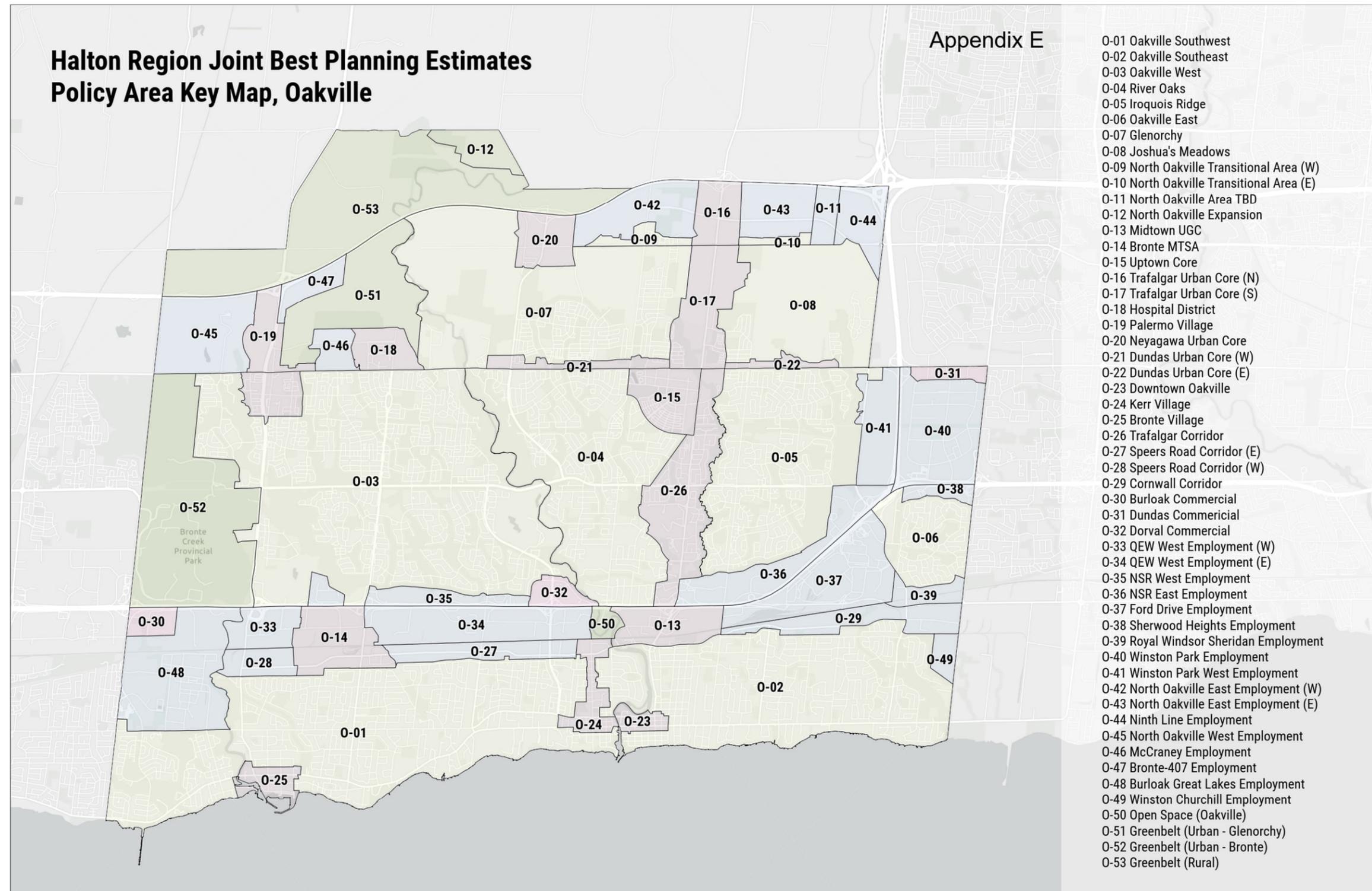


Figure 24: Oakville DRAFT Population and Employment Forecast by Strategic Growth Area

Appendix B

# Oakville DRAFT Population and Employment Forecast by Strategic Growth Area

based on draft Joint Best Planning Estimates v3.02\_refined

Town of Oakville			
year	people	jobs	ppl+jobs
2031	295,939	147,198	443,137
2041	378,469	183,555	562,024
2051	444,000	212,788	656,788

Dundas Urban Core (W)			
year	people	jobs	ppl+jobs
2031	3,614	1,876	5,490
2041	5,365	2,571	7,936
2051	7,107	3,198	10,305

Neyagawa Urban Core			
year	people	jobs	ppl+jobs
2031	2,984	367	3,351
2041	6,542	754	7,296
2051	10,500	1,176	11,676

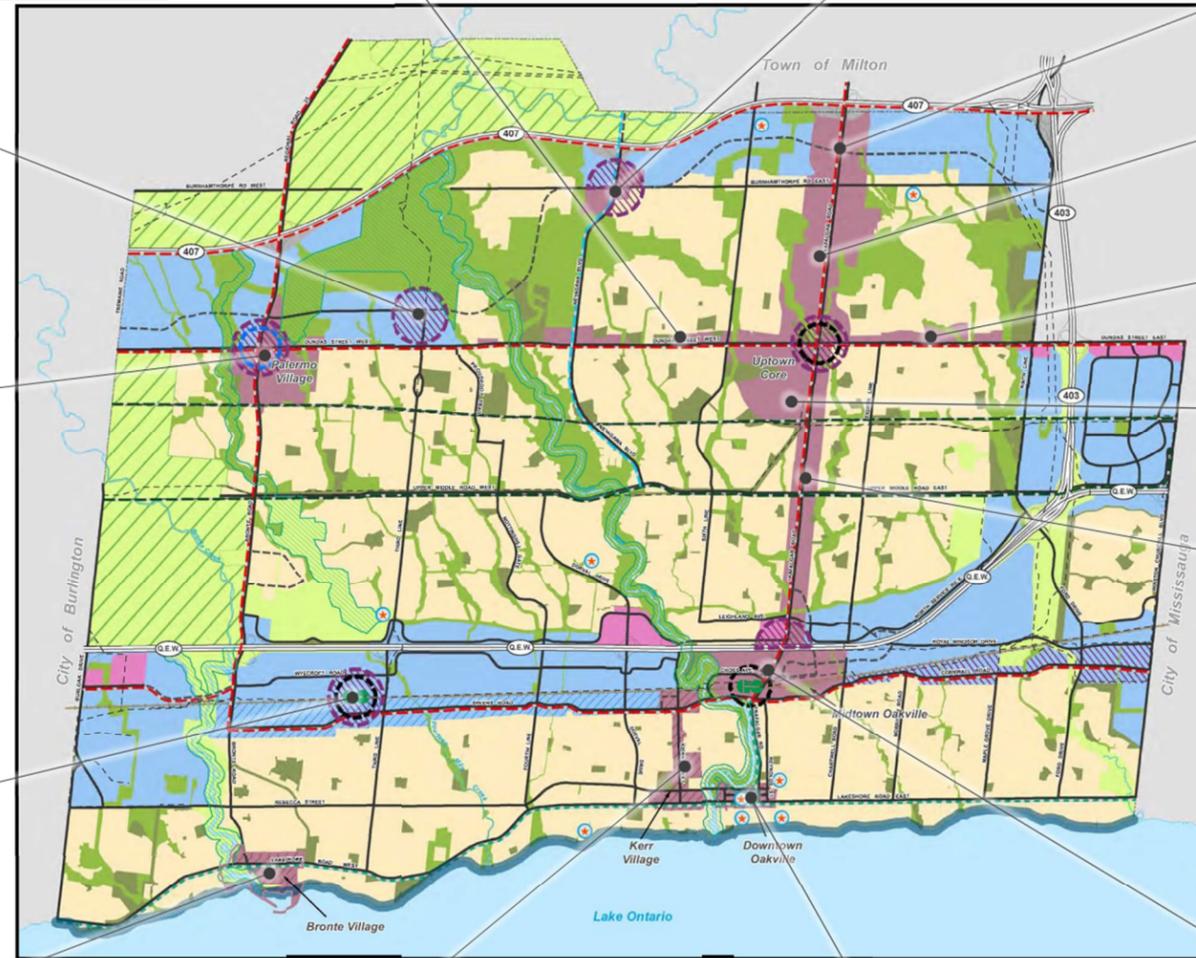
Trafalgar Urban Core (N)			
year	people	jobs	ppl+jobs
2031	4	0	4
2041	8,151	1,746	9,897
2051	17,673	3,817	21,491

Trafalgar Urban Core (S)			
year	people	jobs	ppl+jobs
2031	18,168	1,416	19,584
2041	31,378	6,891	38,269
2051	45,082	10,127	55,209

Hospital District			
year	people	jobs	ppl+jobs
2031	1,034	5,829	6,863
2041	2,372	6,692	9,064
2051	4,062	7,232	11,294

Palermo Village			
year	people	jobs	ppl+jobs
2031	6,740	2,661	9,401
2041	13,176	3,576	16,752
2051	19,634	4,715	24,349

Bronte GO (Major Transit Station Area)			
year	people	jobs	ppl+jobs
2031	609	1,456	2,065
2041	1,990	2,779	4,769
2051	4,555	5,349	9,904



### SCHEDULE A1 URBAN STRUCTURE

**LEGEND 1**

- PARKWAY BELT
- GREENBELT
- GREENBELT - URBAN RIVER VALLEY
- NATURAL HERITAGE SYSTEM
- PARKS, OPEN SPACE & CEMETERIES
- WATERFRONT OPEN SPACE
- NODES AND CORRIDORS
- EMPLOYMENT AREAS
- MAJOR COMMERCIAL AREAS
- RESIDENTIAL AREAS
- MAIN STREET AREA
- EMPLOYMENT MIXED USE CORRIDOR
- REGIONAL TRANSIT NODE
- PROPOSED REGIONAL TRANSIT NODE
- NODES AND CORRIDORS 2 FOR FURTHER STUDY
- MAJOR TRANSPORTATION CORRIDOR 3
- PROPOSED MAJOR TRANSPORTATION CORRIDOR
- REGIONAL TRANSIT PRIORITY CORRIDOR
- MOBILITY LINK
- MAJOR ACTIVE TRANSPORTATION CONNECTIONS
- SCENIC CORRIDOR
- UTILITY CORRIDOR
- PROVINCIAL PRIORITY TRANSIT CORRIDOR
- MAJOR TRANSIT STATION
- HERITAGE CONSERVATION DISTRICTS/ 4 CULTURAL HERITAGE LANDSCAPES

NOTE 1: This Schedule does not represent land use designations  
 NOTE 2: In addition, the south side of Dundas is recognized as having the potential for intensification subject further study to more precisely delineate the extent of such areas  
 NOTE 3: Transportation corridors, with the exception of Provincial highways, permit all transportation modes including transit, pedestrian and bicycle facilities  
 NOTE 4: Heritage Conservation Districts and cultural heritage landscapes are elements of the urban structure. As additional Heritage Conservation Districts and cultural heritage landscapes are designated under the Ontario Heritage Act, they shall be added to Schedule A1, Urban Structure

1:60,000  
 August 31, 2021

Dundas Urban Core (E)			
year	people	jobs	ppl+jobs
2031	1,072	248	1,320
2041	2,217	466	2,683
2051	3,352	653	4,005

Uptown Core			
year	people	jobs	ppl+jobs
2031	9,384	4,506	13,890
2041	12,098	6,195	18,293
2051	14,404	7,803	22,207

Trafalgar Corridor			
year	people	jobs	ppl+jobs
2031	10,257	7,754	18,011
2041	14,067	8,756	22,823
2051	17,826	9,570	27,396

Bronte Village			
year	people	jobs	ppl+jobs
2031	3,653	1,356	5,009
2041	4,360	1,618	5,978
2051	5,053	1,891	6,944

Kerr Village			
year	people	jobs	ppl+jobs
2031	6,985	2,660	9,645
2041	8,663	3,012	11,675
2051	10,893	3,374	14,267

Downtown Oakville			
year	people	jobs	ppl+jobs
2031	1,678	2,539	4,217
2041	2,706	2,995	5,701
2051	2,966	3,198	6,164

Midtown Oakville (Urban Growth Centre)			
year	people	jobs	ppl+jobs
2031	11,710	7,376	19,086
2041	24,140	12,801	36,941
2051	32,472	17,268	49,740

Figure 25: North Oakville East of 16 Creek Land Use Plan (Figure NOE 2 – North Oakville East of 16 Mile Creek Secondary Plan)

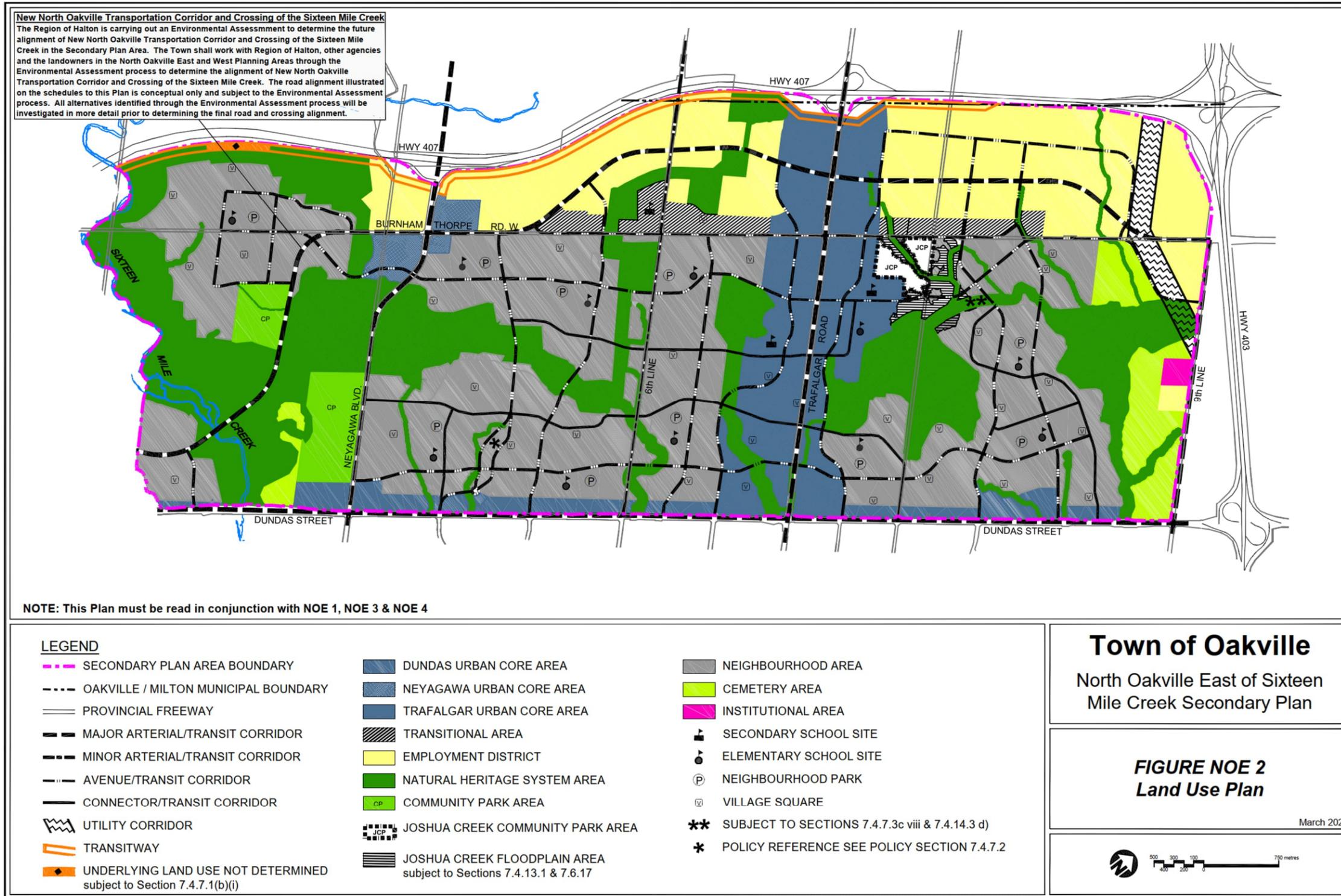


Figure 26: North Oakville East of 16 Creek Land Use Plan (Figure NOTE 2 – North Oakville East of 16 Mile Creek Secondary Plan)

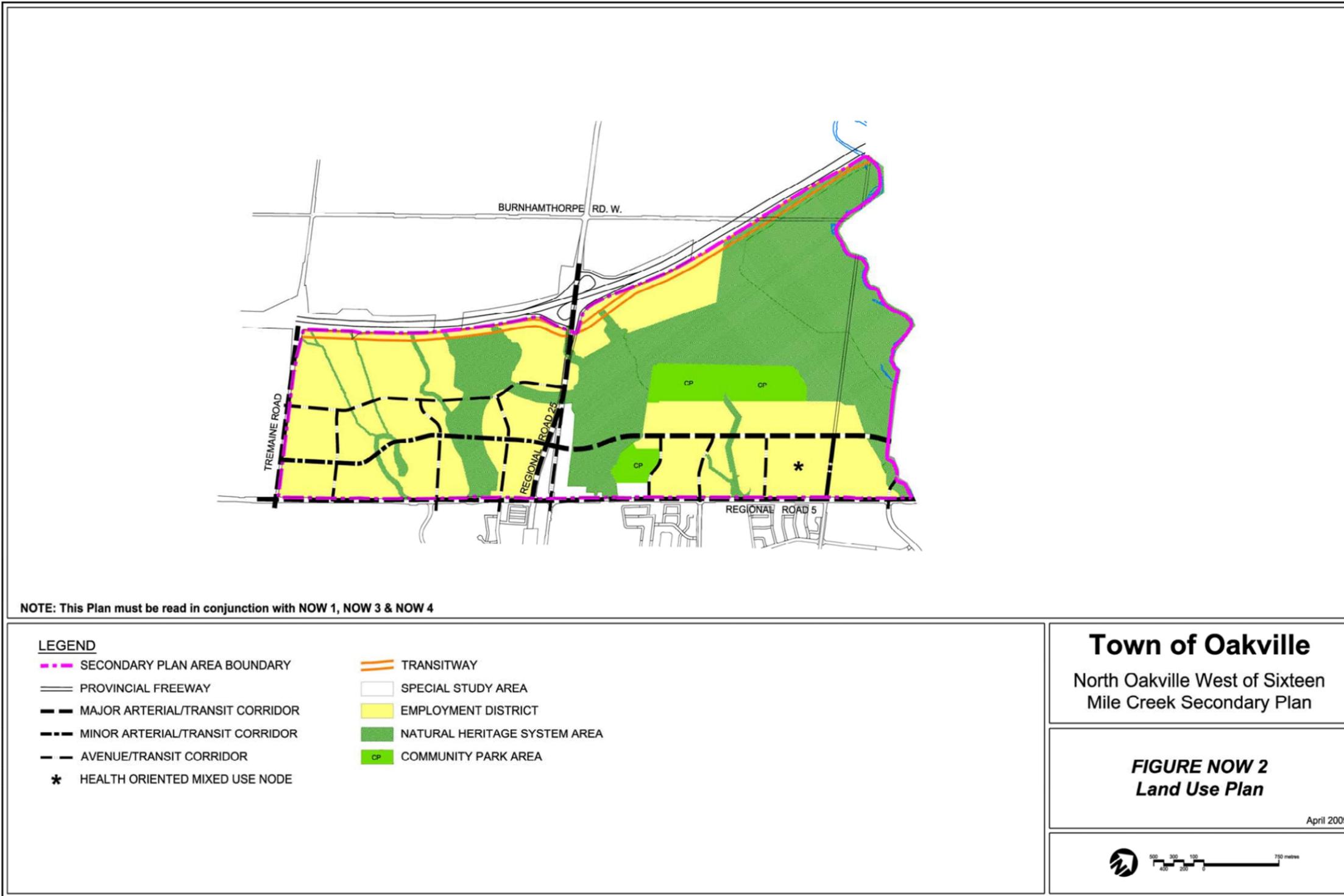


Figure 27: Concentration of Residential Units Currently Under Review to February 2023, Town of Oakville

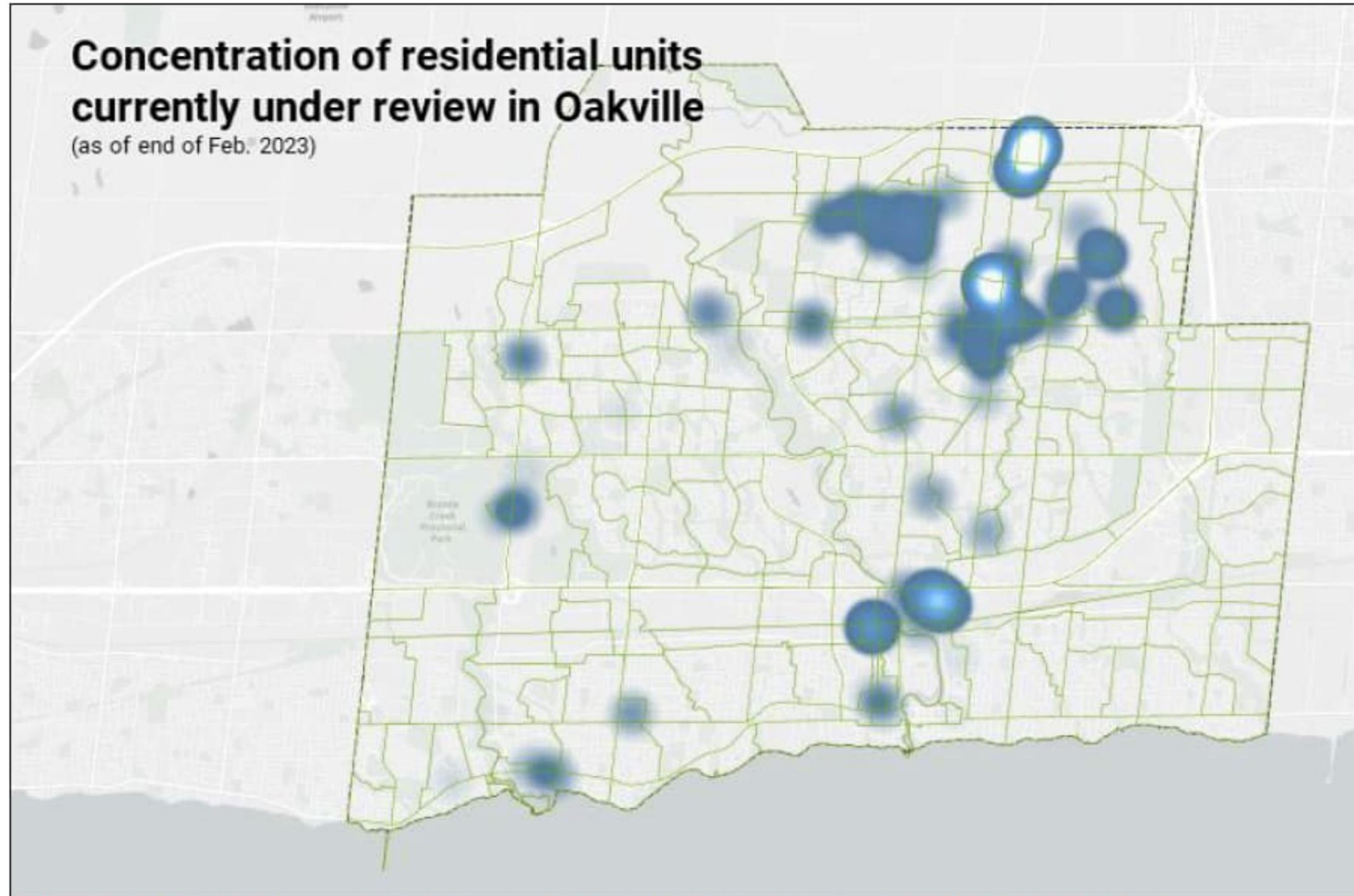


Figure 1 - Heat map of development applications under review in Oakville, as of February 2023.

## 9.13 Future Fire Suppression Deployment – Future Baseline Capabilities

The future growth and development conditions, including planned future roads (shown as purple lines in the figures below), were applied to the existing conditions GIS-based model to prepare a future conditions GIS-based model.

### 9.13.1 Future Baseline Scenario – Future Conditions

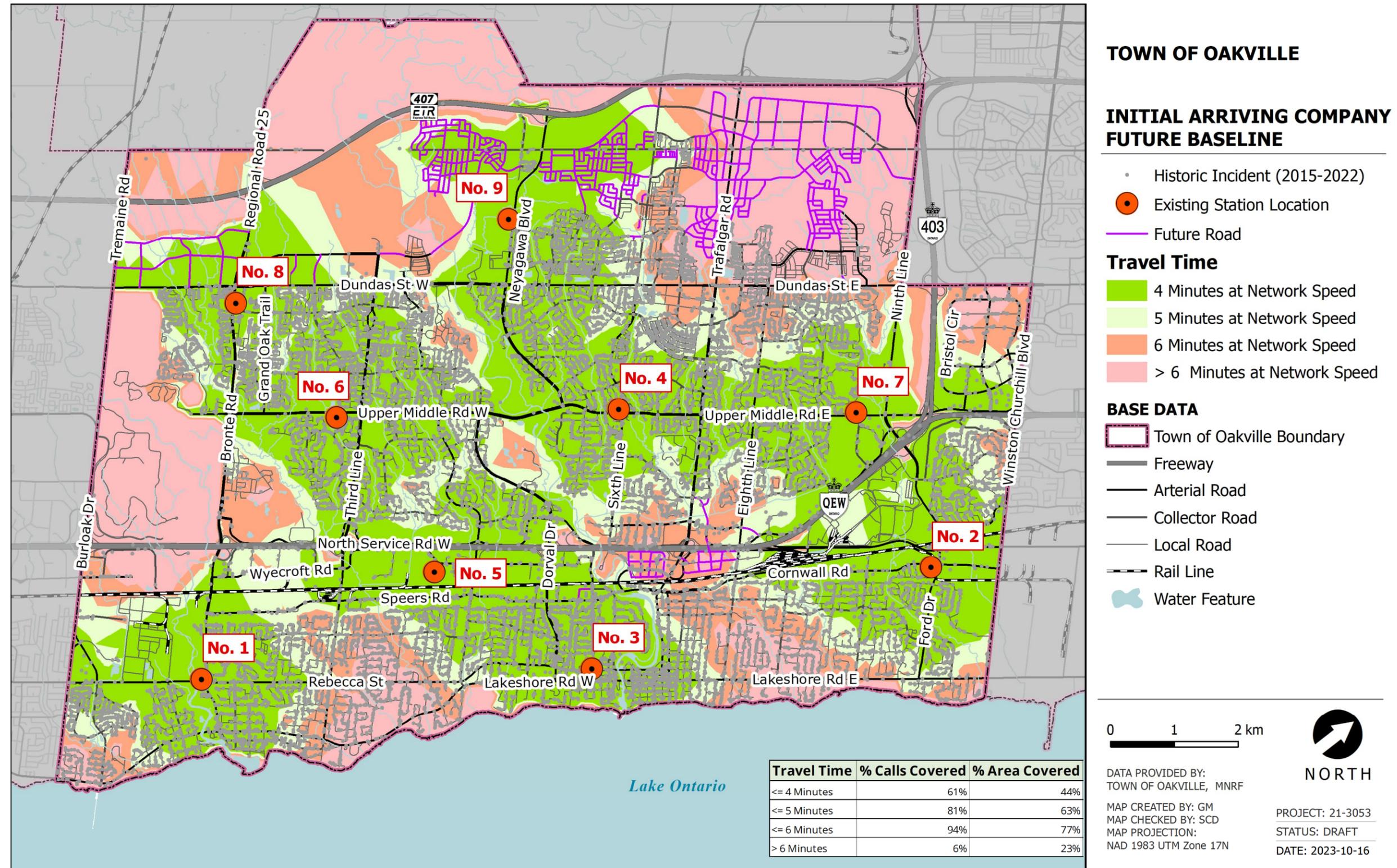
The Future Baseline Scenario assesses the performance of the existing stations, staffing and apparatus of the OFD under the future conditions of new roads and planned future growth and development. This scenario provides the future baseline from which to measure other future scenarios against, ensuring an ‘apples to apples’ comparison.

### 9.13.2 Future Baseline Initial Arriving Company

Figure 28 illustrates the Initial Arriving Company capabilities of the OFD under the Future Baseline Scenario, which includes identified future development areas and the associated planned future road network (shown in purple).

The mapped results identify that OFD is predicted to deploy an Initial Arriving Company to 44% of the Town’s area, covering 62% of the historical emergency incidents (from 2015 to 2022) within four minutes of travel time. The future baseline results show the same percentage of area and historical call coverage for the initial arriving company coverage as the existing condition results; however, the new development areas are largely uncovered under this measure. We also can’t predict the exact location of future calls for service, but it is expected that the future developments will generate calls that are outside of the existing four-minute response time. The Future Baseline Conditions highlight additional gaps in service compared to existing conditions, such as North Oakville and the Midtown area.

Figure 28: Future Baseline Initial Arriving Company



### 9.13.3 Future Baseline Second Arriving Apparatus

Figure 29 maps the Second Arriving Apparatus capabilities of the OFD in the Future Baseline Scenario. The analysis indicates that, under future conditions, OFD will be able to deploy a second apparatus to 42% of the Town's area and 62% of the historical emergency incidents (from January 1, 2015, to December 31, 2022). Again, these percentages of area coverage are the same coverage as under existing conditions, however the gap in the need for services will be increased in the future as a result of the growth and development highlighted by the future roads in the maps below.

### 9.13.4 Future Baseline Initial Full Alarm Assignment

Figure 30 illustrates the initial full alarm assignment capabilities of the OFD under future baseline conditions. The analysis indicates that the OFD is predicted to deploy an Initial Full Alarm Assignment (including 16 firefighters within an eight-minute travel time) to 11% of the Town's area and 19% historical emergency calls (from January 1, 2015, to December 31, 2022). Although this reflects the same percentage coverage as under existing conditions, the future growth areas are increasing the gap in the need for services and future demands for services (e.g., emergency calls) are anticipated to be generated in the future development areas, shown as future road in the mapping. Under future baseline conditions (as in existing conditions), the OFD is able to assemble 25 firefighters on scene within an eight-minute travel time to 1% of Town's area and 2% of the historical calls.

### 9.13.5 Future Baseline Fire Suppression Deployment Capabilities Summary

Table 25 summarizes the results of future baseline scenario response capabilities analysis presented in the sections above. It compares the existing conditions, including current stations, staffing and apparatus, to the performance of OFD under the future conditions that represent planned future roads and growth/development, with the existing stations, staffing and apparatus.

It is important to note that we do not have locations of emergency incidents that will occur as future calls. We rely on the analysis of Town area and historical call coverage and the mapped growth areas to assess future coverage. There is planned growth in greenfield developments in northeast Oakville, including along Trafalgar Road, that will result in an increase in calls for service in this geography. It is not covered by the initial

arriving apparatus in four minutes under existing conditions, and there are no existing calls in this area, so the percentages of response coverage do not highlight the future gap in service needs that will result from growth and development. As North Oakville builds out the calls for service in the area will increase and, as a result, the coverage will decrease.

Similarly, the significant increase in Midtown area development will result in an increase in calls to this area, which is also not well covered by the initial arriving apparatus within four minutes of travel time. This too will lead to a decrease in coverage of future calls. Although the percentage coverage results for the future baseline results appear the same as existing conditions, they actually represent a future of increased need and decreased service capacity compared to the performance benchmarks assessed in this FMP.

Table 25: Summary of Future Baseline Scenario Response Capabilities

Scenario	Minimum Staffing Level	Initial Arriving Company (4 firefighters arriving on-scene in 4 minutes or less 90% of the time)	Second Arriving Apparatus (8 firefighters arriving on-scene in 6 minutes or less 90% of the time)	Initial Full Alarm Assignment (16 firefighters arriving on-scene in 8 minutes or less 90% of the time)	Urban Area Initial Full Alarm Assignment (25 firefighters arriving on-scene in 8 minutes or less 90% of the time)
Existing Conditions	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls
Future Baseline	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls

Figure 29: Future Baseline Second Arriving Apparatus

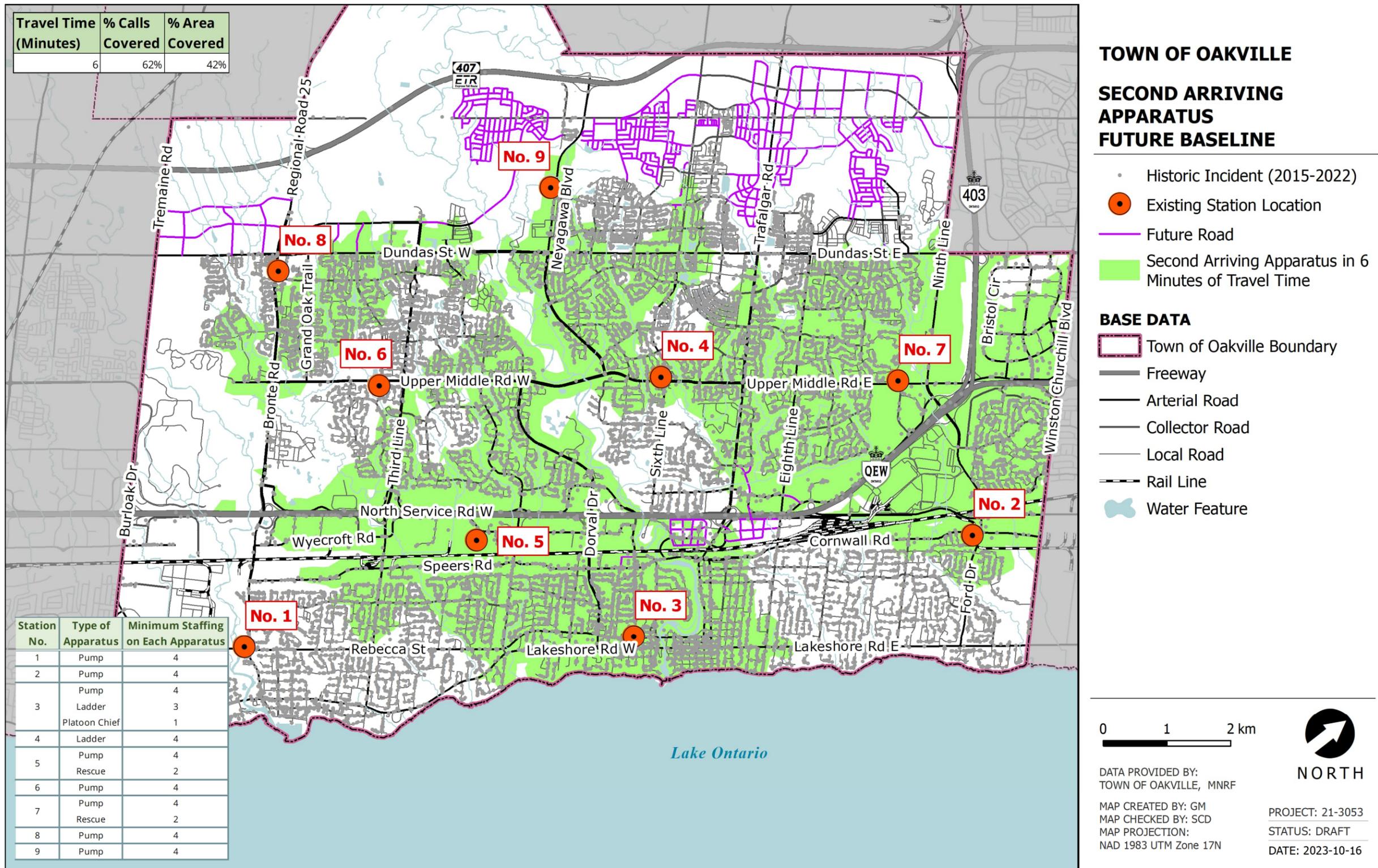
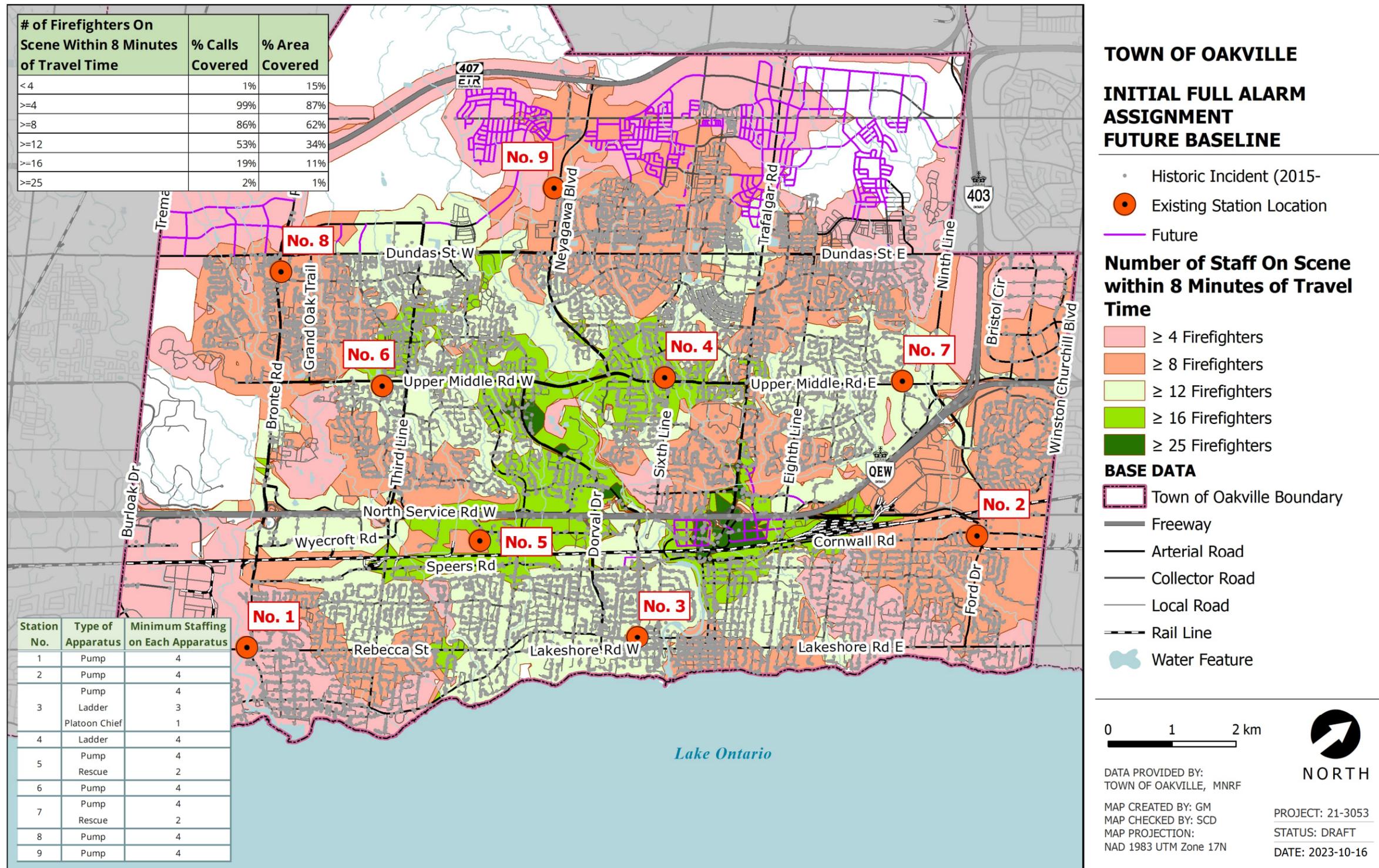


Figure 30: Future Baseline Initial Full Alarm Assignment



## 9.14

## Future Fire Suppression Strategies – Existing Minimum Staffing

Current industry best practices indicate that the fire master planning process should consider the projected ten-year community planning, and growth management process, and the concept of seeking “continuous improvement”<sup>65</sup>. This aligns with Fire Strategic Goals 3 and 4 (Section 3.4.1).

The statistical analysis of historic OFD call data for the period of January 1, 2015, to December 31, 2022, presented above highlights increasing total response times, including the elements of turnout and travel times. When this is coupled with the considerations of future growth, particularly higher density development and intensification, this has implications for improving the response capabilities for the Town.

## 9.14.1

### Enhance Existing Total Response Time Strategy

The analysis of the OFD historical fire suppression emergency response capabilities, including turnout time, travel time and total response time, for the period from January 1, 2015, to December 31, 2022, is presented in Section 9.5. The results indicate that OFD is significantly exceeding the NFPA 1710 performance benchmarks for turnout and travel times and this is impacting the department’s existing Total Response Time capabilities.

Improving the performance capabilities of the turnout time does not directly impact the OFD’s ability to achieve the NFPA 1710 standard travel time performance objectives of a four-minute travel time (initial arriving apparatus), six-minute travel time (second arriving apparatus) or eight-minute travel time (initial full alarm assignment). However, it would have a positive impact on improving the department’s Total Response Time capabilities.

The analysis in Section 9.5 of this FMP supports the recommendation that the OFD continue to identify and implement strategies to target the reduction of turnout times within the Fire Suppression Division.

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<sup>65</sup> Commission of Fire Accreditation International.

In our view, the identification and implementation of strategies that specifically target improvements in the department’s turnout time should be considered the first priority for the Town to improving the OFD’s Total Response Time.

The analysis of the existing Initial Arriving Company capabilities presented in Figure 19 in Section 9.8.3 of this FMP indicates that if the OFD was able to improve its historical turnout time by one minute the resulting impact would be an improvement in the department’s capabilities that could support the OFD in responding to 81% of historical calls within the same Total Response Time provided currently (based on the five minute travel time coverage). In our view, there would be minimal financial investment on behalf of the Town required to implement this option.

Operational Recommendation #37: That the OFD investigate options to enhance the existing turnout times as a strategy to further reduce the existing total response time of the OFD.

9.15 **Future Fire Suppression Strategies – Enhance Existing Depth of Response (9 Station Model)**

As identified in the existing and future baseline analysis above, the OFD achieves the NFPA 1710 Initial Full-Alarm Assignment performance benchmark of 16 firefighters on scene within eight minutes of travel time for 11% of the Town’s area and 19% of historical calls, and the 25 firefighters on-scene measures for 1% of the Town’s area and 2% of historical calls in both the existing and future baseline scenarios.

9.15.1 **Scenario 1 – Enhance Staffing on Existing Rescue Units (Increase Minimum Staffing to Four Firefighters)**

The objective of Scenario 1 is to enhance the department’s initial full-alarm assignment capabilities by increasing the minimum staffing level, while maintaining the existing number and type of OFD apparatus. Scenario 1 increases the minimum staffing levels from two to four firefighters on the existing rescue apparatus at Station 5 and at Station 7. This increases the overall on-duty minimum staffing from 44 to 48.

The mapped results of the initial full-alarm assignment analysis for Scenario 1 are presented in Figure 31. The response capabilities for Scenario 1 predict that the OFD would reach 28% of the Town’s area and 47% of historical calls (from 2015 to 2022) with

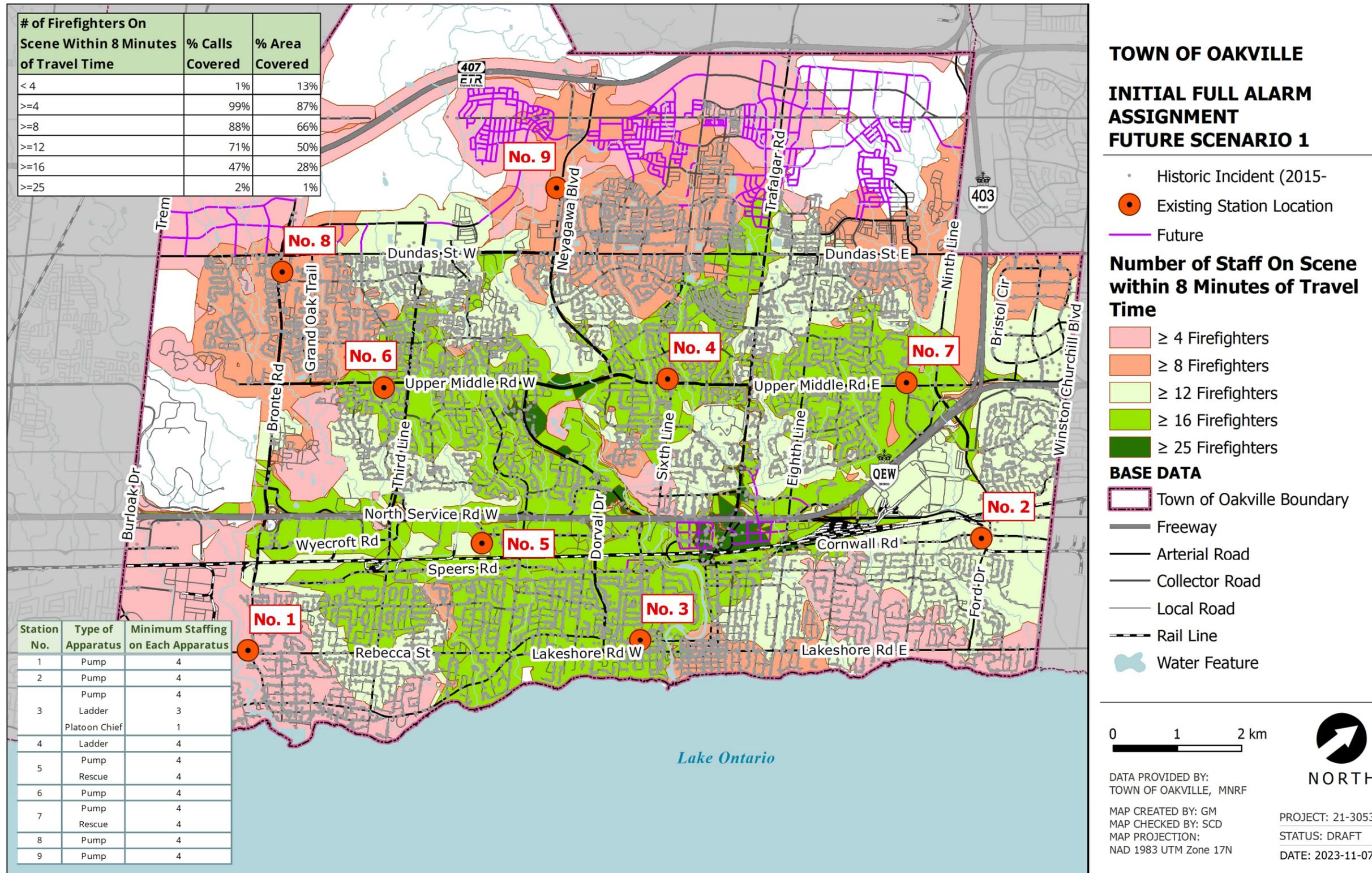
16 firefighters in eight minutes of travel time. The areas where this performance measure is met are shown in bright green on the map. Comparing the green coverage (representing 16 firefighters arriving on-scene in eight minutes travel time) shown in Scenario 1 to the future baseline conditions initial full alarm figure (Figure 31) identifies significant improvements in the areas surrounding Stations 1, 3, 4, 5, 6 and 7. This includes improvements in portions of the future strategic growth areas of the Midtown Urban Growth Centre and the Trafalgar Urban Core South in North Oakville (at Dundas Road and Trafalgar Street). These improved coverage area also correlate to some of the highest concentration of historical emergency incidents (2015 to 2021) mapped in the CRA, and shown above as Figure 18.

Scenario 1 results in the same results as future baseline conditions for assembling 25 firefighters on scene within eight-minutes of travel time (1% of the Town's area and 2% of the historical calls).

The analysis of this scenario focuses on the initial full alarm assignment performance. The second arriving apparatus results were not prepared for this scenario. This scenario will improve the second arriving company capabilities of the OFD, as the staffing on the rescues as second arriving apparatus will represent a full company with four firefighters. The percentage coverage of the second arriving company would then equal the percentage coverage of the second arriving apparatus, shown in future baseline conditions.

The initial arriving apparatus performance is based solely on the four-minute travel time component and therefore it is only impacted by changing the location or numbers of fire stations. In scenarios where the number and location of stations do not change, the initial arriving apparatus results remain the same as the future baseline conditions.

Figure 31: Scenario 1 – Increase Minimum Staffing on the Two Existing Rescue Units to Four Firefighters, Initial Full Alarm Assignment



## 9.15.1.1

## Enhance Existing Depth of Response (Scenario 1) Summary

Table 26 summarizes the results of the emergency response capabilities analysis for Scenario 1 which increases the minimum staffing levels on the two existing rescue units to improve the depth of response within the current nine station model. The existing and Future Baseline response capabilities are provided for reference.

Table 26: Summary of Scenario 1 Response Capabilities

Scenario	Minimum Staffing Level	Initial Arriving Company (4 firefighters arriving on-scene in 4 minutes or less 90% of the time)	Second Arriving Apparatus (8 firefighters arriving on-scene in 6 minutes or less 90% of the time)	Initial Full Alarm Assignment (16 firefighters arriving on-scene in 8 minutes or less 90% of the time)	Urban Area Initial Full Alarm Assignment (25 firefighters arriving on-scene in 8 minutes or less 90% of the time)
Existing Conditions	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls
Future Baseline	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls
Scenario 1	48	44% of Area 61% of Calls	42% of Area 62% of Calls	28% Area 47% Calls	1% Area 2% Calls

The recommendations in this section that relate to hiring suppression staff to maintain on-duty staffing accounts for the four-platoon system and applies the hiring ratio of 1.33 (at the platoon level), instead of the historic 1.25.

Based on the results of Scenario 1 we recommend that the Town consider increasing the complement of firefighters to staff the rescue units regularly with four firefighters. This would increase the minimum staffing from 44 to 48 firefighters. By applying the 1.33 ratio at a platoon level, equals 64 per platoon, which would require hiring 16 additional firefighters.

Recommendation #12: That consideration be given to hiring 16 firefighters to increase the staffing of the two existing rescue units to four firefighters.

9.16

### Future Fire Suppression Strategies – Enhance Existing Fire Suppression Capabilities, Proposed 10 and 11 Station Models

The existing conditions analysis of the OFD's initial arriving apparatus, second arriving apparatus and initial full alarm assignment response capabilities, compared against planned future growth and intensification areas, identifies gaps in existing services and needs for future services in both northeast Oakville and mid-town. The consideration of a 10 and 11 station model for Oakville analyzes options to improve both the initial arriving apparatus response capabilities as well as depth of response performance and aims for the continuous improvement of the emergency response capabilities of the OFD (Fire Strategic Goal 3). These scenarios were developed to address community risks and future growth, including the areas of high call concentration and residential areas (existing and planned) identified as key risks within the Community Risk Assessment.

To support future growth and development, the following scenarios were analyzed or modelled within this section:

- Scenario 2 – Add future Station 10 (and front-line apparatus) at the model-selected location;
- Scenario 3 – Add future Station 10 (model-selected location) and Station 11 (and front-line apparatus) at the model-selected location; and
- Scenario 4 – Add future Station 10 (model-selected) and Station 11 (and front-line apparatus) at the existing Town Hall Location.

## Scenario 2 – Add Future Station 10 and Front-Line Apparatus (Model-Selected Location)

Scenario 2 assesses the future fire suppression capabilities of a ten-station model planned to address growth, development, and intensification in North Oakville through its strategic location and additional staffed front-line apparatus. This scenario builds on the future baseline conditions and increases the minimum staffing from 44 to 48.

The GIS-based emergency response model and Esri's Location Allocation Tool were used to identify an optimal location for a potential future tenth station. Within the tool options were provided for potential station locations and a grid of demand points was applied in areas of planned growth/development (to simulate future calls), in combination with the historical call locations (January 1, 2015, to December 31, 2022). Through this analysis the tool selected an optimized location of the intersection of Trafalgar Road and Dundas Street East for future Station 10. This was the location assessed in Scenario 2. We recognize that acquiring property exactly at this intersection would be challenging. Seeking a property within a 500-metre radius of the intersection would continue to provide very comparable results. The initial arriving apparatus results of Scenario 2 are provided in Figure 32. Under a 10 station model the OFD can cover 49% of the Town's area (a 5% improvement from future baseline) and 69% of historical call locations (an improvement of 8% from future baseline). Visually, the area covered by the initial arriving apparatus, shown in bright green, shows significant improvement in the areas of future planned roads (representing areas of future growth and development). Scenario 2 is predicted to result in 25 firefighters in eight minutes of travel time (shown in dark green) to 1% of the Town's area and 2% of historical calls, as in Scenario 1 and future baseline conditions.

The second arriving apparatus results for Scenario 2 are presented in Figure 33. With a 10 station model the OFD are predicted to achieve a second apparatus on-scene to 44% of the Town's area and 68% of historical calls. This represents an improvement of 2% area and 6% calls from future baseline conditions.

The initial full alarm assignment results for Scenario 2 are shown in Figure 34. The ten-station model, with a new front-line apparatus improve the coverage of 16 firefighters arriving in eight minutes of travel time to 16% area and 29% of calls (a 5% improvement in area coverage and a 10% improvement in call coverage compared to future baseline conditions).

Figure 32: Scenario 2 – Add Future Station 10 and Front-Line Apparatus (Model-Selected Location), Initial Arriving Apparatus

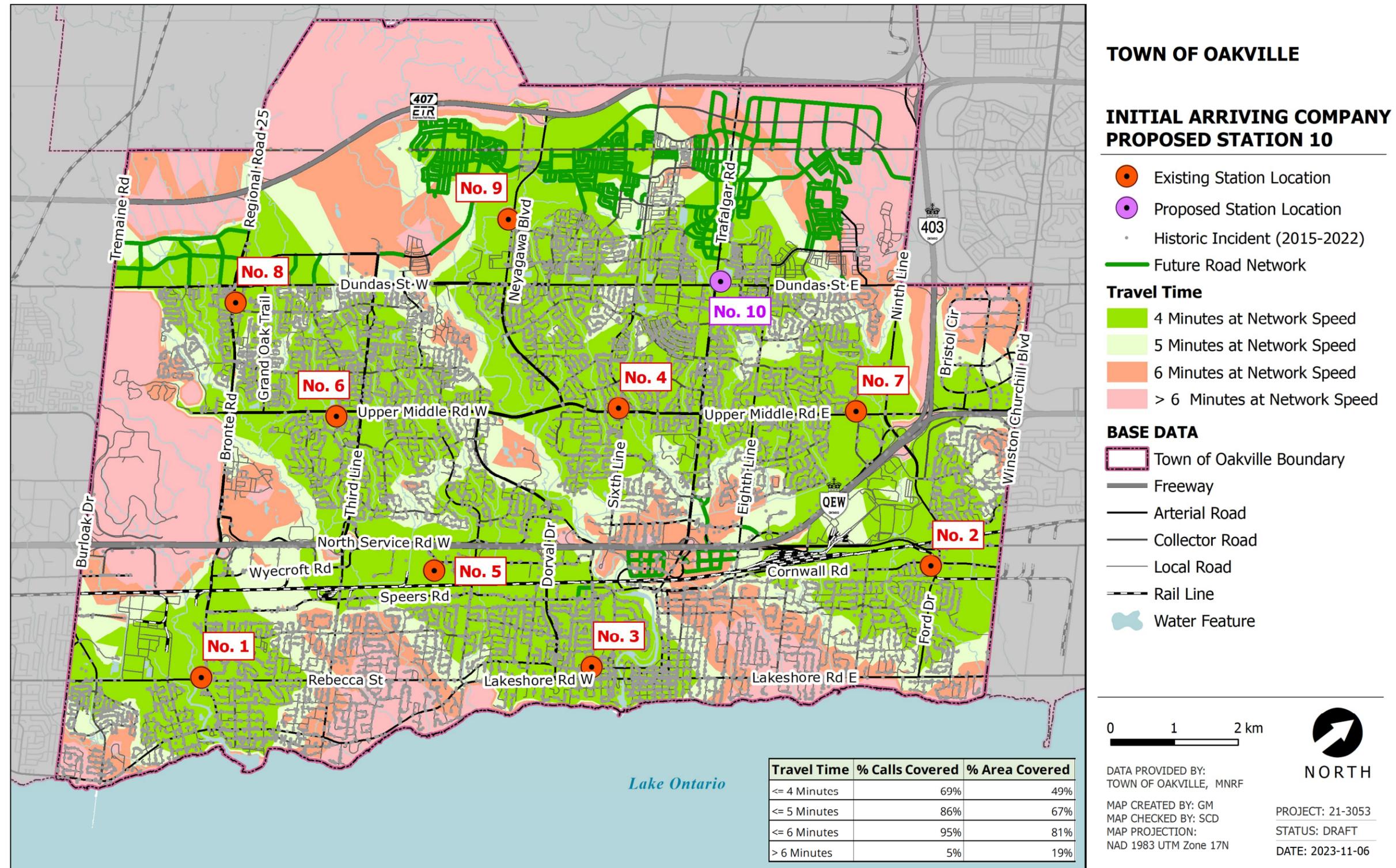
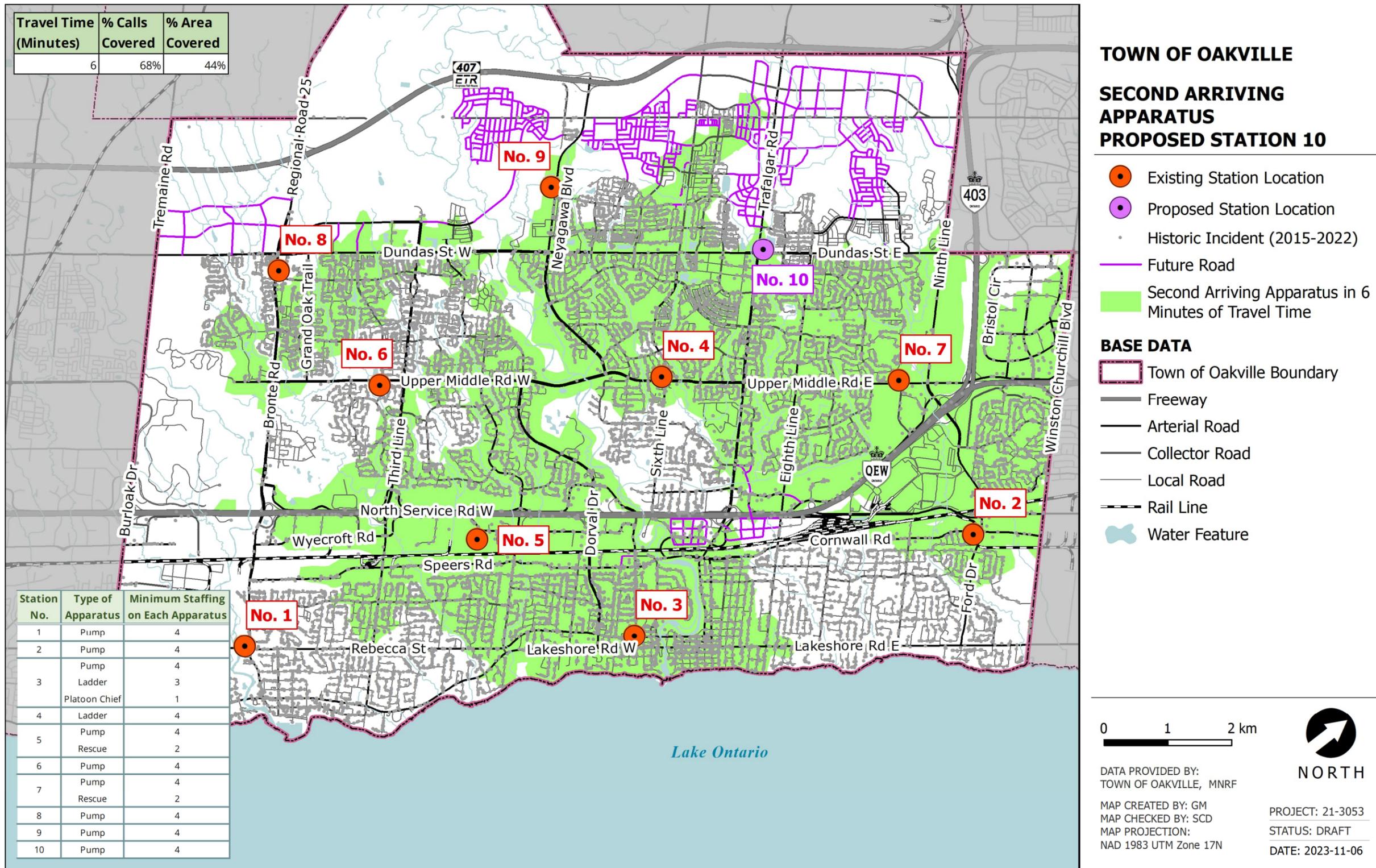


Figure 33: Scenario 2 – Add Future Station 10 and Front-Line Apparatus (Model-Selected Location), Second Arriving Apparatus



**TOWN OF OAKVILLE**

**SECOND ARRIVING APPARATUS PROPOSED STATION 10**

- Existing Station Location
- Proposed Station Location
- Historic Incident (2015-2022)
- Future Road
- Second Arriving Apparatus in 6 Minutes of Travel Time

**BASE DATA**

- Town of Oakville Boundary
- Freeway
- Arterial Road
- Collector Road
- Local Road
- Rail Line
- Water Feature

0 1 2 km



NORTH

DATA PROVIDED BY:  
TOWN OF OAKVILLE, MNRF

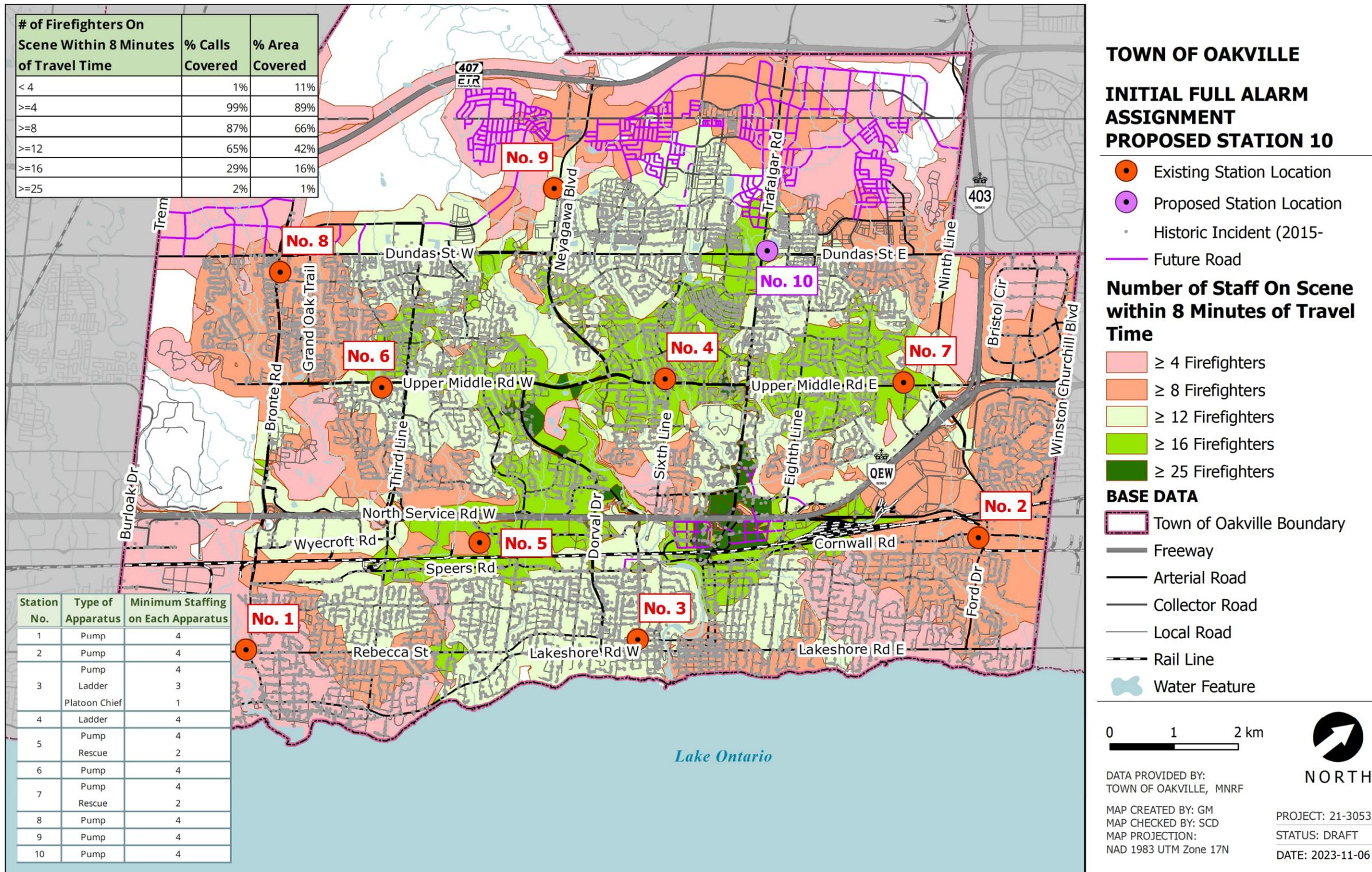
MAP CREATED BY: GM  
MAP CHECKED BY: SCD  
MAP PROJECTION:  
NAD 1983 UTM Zone 17N

PROJECT: 21-3053

STATUS: DRAFT

DATE: 2023-11-06

Figure 34: Scenario 2 – Add Future Station 10 and Front-Line Apparatus (Model-Selected Location), Initial Full Alarm Assignment



## 9.16.1.1

### Scenario 3 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Model-Selected Location)

Scenario 3 builds upon Scenario 2 and assesses the future fire suppression capabilities of an eleven-station model. In addition to Station 10 responding to planned growth, development, and intensification in North Oakville, the location and additional staffed front-line apparatus of a future Station 11 would address existing gaps and future needs as a result of growth and intensification in the Mid-Town area. This scenario increases the minimum staffing to 52.

The GIS-based emergency response model and Esri's Location Allocation Tool were used to identify an optimal location for the potential future eleventh fire station. The same methodology applied in Scenario 2 was applied to the Mid-Town growth area. Through the analysis the Location Allocation Tool selected an optimized location on South Service Road East, south of Davis Road (east of Trafalgar Road).

This was the potential Station 11 location assessed in Scenario 3. The initial arriving apparatus results of Scenario 3 are provided in Figure 35. With an eleven-station model in place, the OFD are predicted to cover 52% of the Town's area (a 3% improvement from Scenario 2) and 77% of historical call locations (an 8% improvement from Scenario 2). Visually, the area covered by the initial arriving apparatus, shown in bright green, covers the entire proposed future road network (representing future growth areas) in the Mid-Town area. The coverage addresses an existing gap in initial response coverage as well as planned future growth and intensification areas.

The results for the second arriving apparatus response capabilities for Scenario 3 are presented in Figure 36. With an eleven station model the OFD are predicted to achieve a second apparatus on-scene to 47% of the Town's area and 71% of historical calls. This represents an improvement of 3% area and 3% calls from Scenario 2's results.

The initial full alarm assignment results for Scenario 3 are shown in Figure 37. With an eleven-station model, including a new front-line apparatus at proposed Station 11, the predicted response coverage of 16 firefighters arriving in eight minutes of travel time improves to 25% area and 47% of calls (a 9% improvement in area coverage and an 18% improvement in call coverage compared to Scenario 2 results). Scenario 3 is predicted to result in 25 firefighters in eight minutes of travel time (shown in dark green) to 5% of the Town's area and 10% of historical calls. This includes coverage of the Mid-Town area.

Figure 35: Scenario 3 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Model-Selected Location), Initial Arriving Apparatus

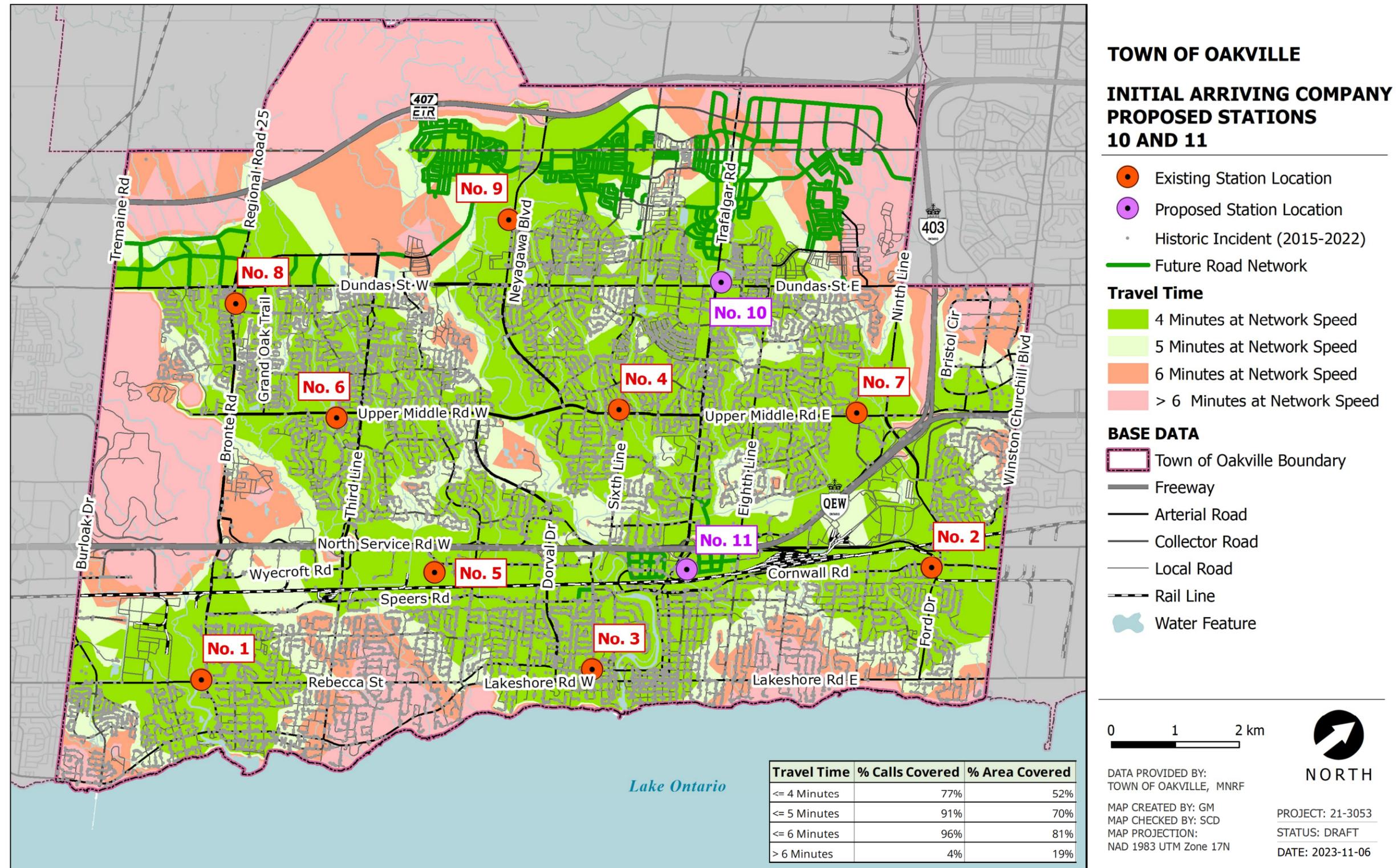


Figure 36: Scenario 3 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Model-Selected Location), Second Arriving Apparatus

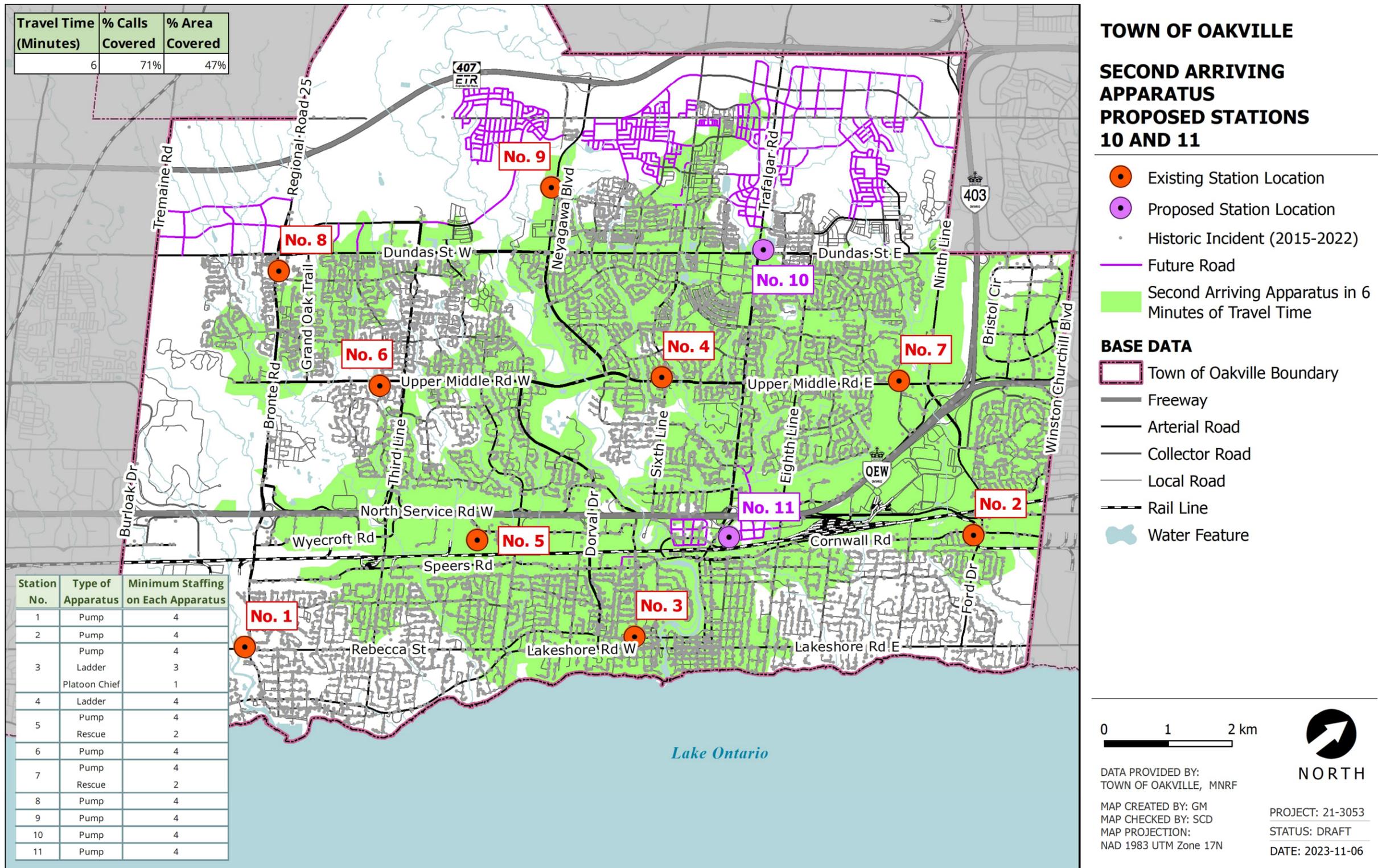
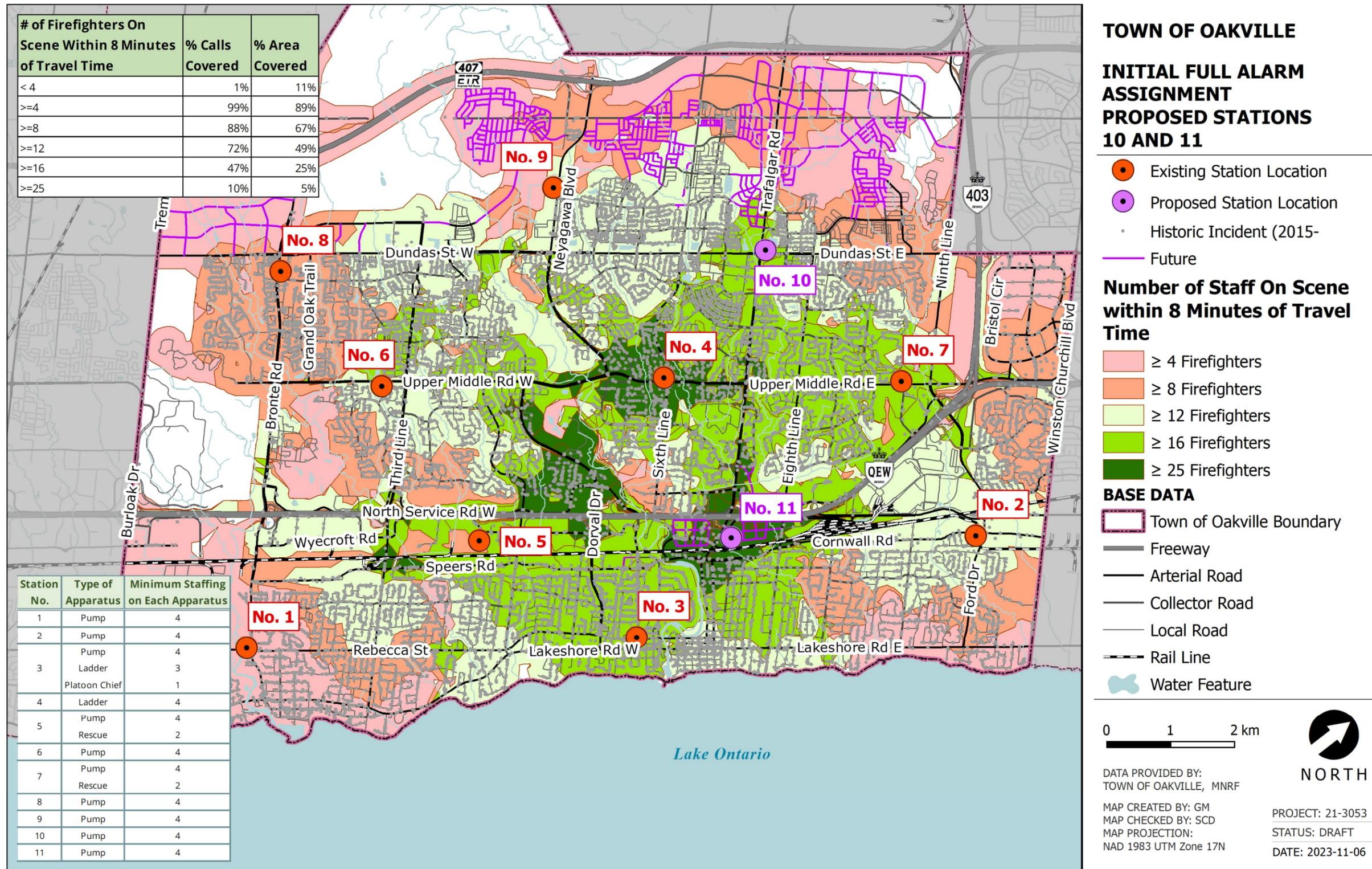


Figure 37: Scenario 3 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Model-Selected Location), Initial Full Alarm Assignment



## 9.16.1.2

### Scenario 4 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Existing Town Hall Location)

Scenario 4 tests an alternate location for the proposed future Station 11. All other conditions of this scenario remain the same as Scenario 3, including the minimum staffing of 52. As the Mid-Town area may prove challenging for land acquisition, it was requested that we analyze the potential response capabilities for a proposed Station 11 located at the existing Oakville Town Hall address as a potential future site.

Scenario 4 assessed the future predicted initial arriving apparatus and the initial full alarm assignment as the two most influential measures for comparing potential station locations.

The initial arriving apparatus results of Scenario 4 are provided in Figure 38. The eleven-station model with Station 11 located at the existing Town Hall site results in a predicted coverage of 52% of the Town's area (equal to Scenario 3) and 76% of historical call locations (an 1% reduction from Scenario 3). Visually, the area covered by the initial arriving apparatus, shown in bright green, varies slightly between Scenario 3 and Scenario 4. Both scenarios provide coverage to the future proposed roads in Mid-Town. Scenario 3 provides more coverage to existing development south of Cornwall Road and east of Trafalgar Road. Scenario 4 provides more coverage to the existing development located west of Trafalgar Road, between Upper Middle Road East and the QEW. Generally, the initial full alarm assignment performance of Scenarios 3 and 4 are quite comparable.

The initial full alarm assignment results for Scenario 4 are shown in Figure 39. The eleven-station model with Station 11 located at the existing Town Hall site results in the predicted response coverage of 16 firefighters arriving in eight minutes of travel time improves to 26% area (a 1% improvement from Scenario 3) and 48% of historical call coverage (a 1% improvement from Scenario 3). Scenario 4 is predicted to result in the OFD assembling 25 firefighters in eight minutes of travel time to 5% of the Town's area and 10% of historical calls, which is the same amount of coverage predicted in Scenario 3, and also provides coverage of the Mid-Town area.

Figure 38: Scenario 4 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Town Hall Location), Initial Arriving Apparatus

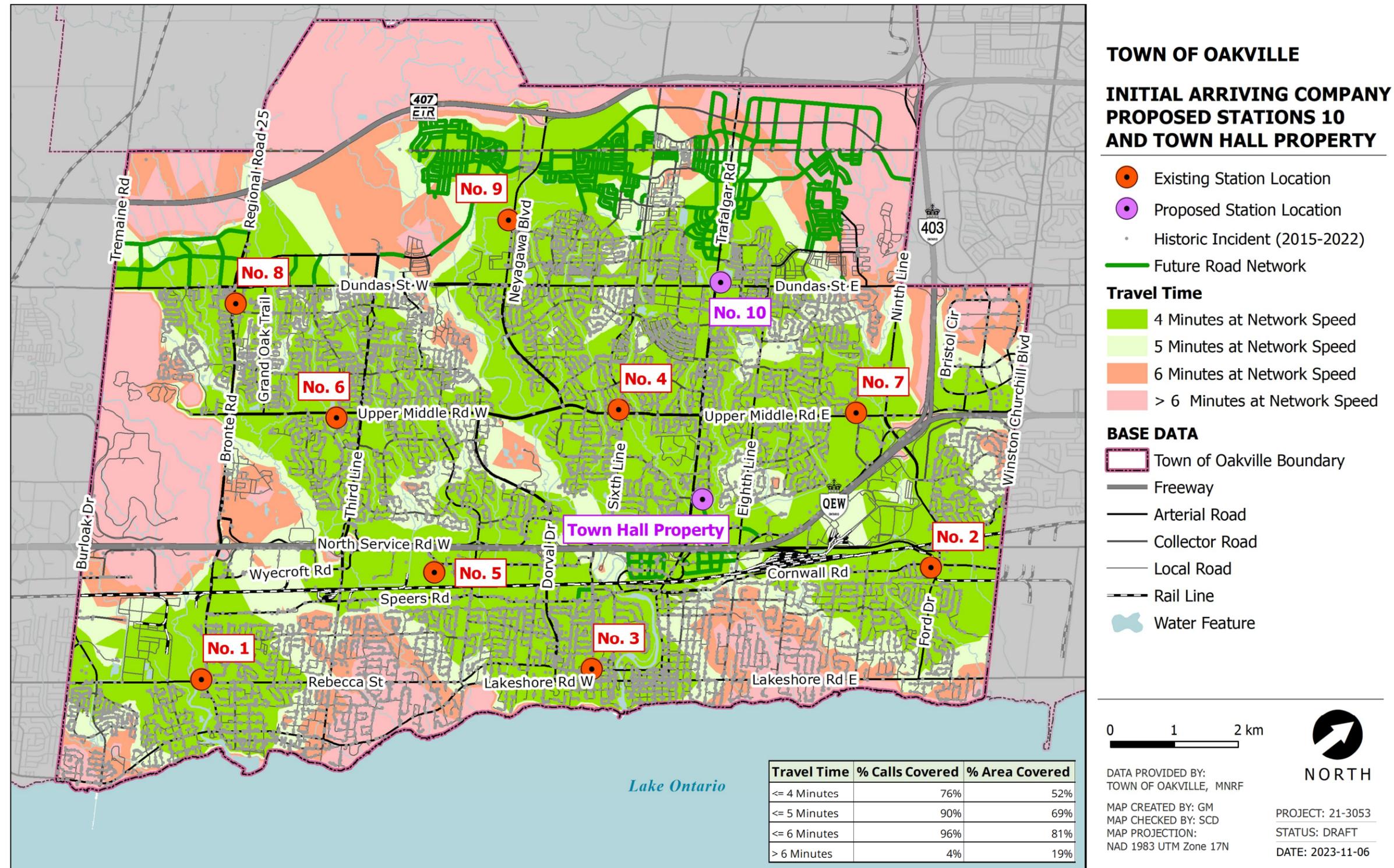
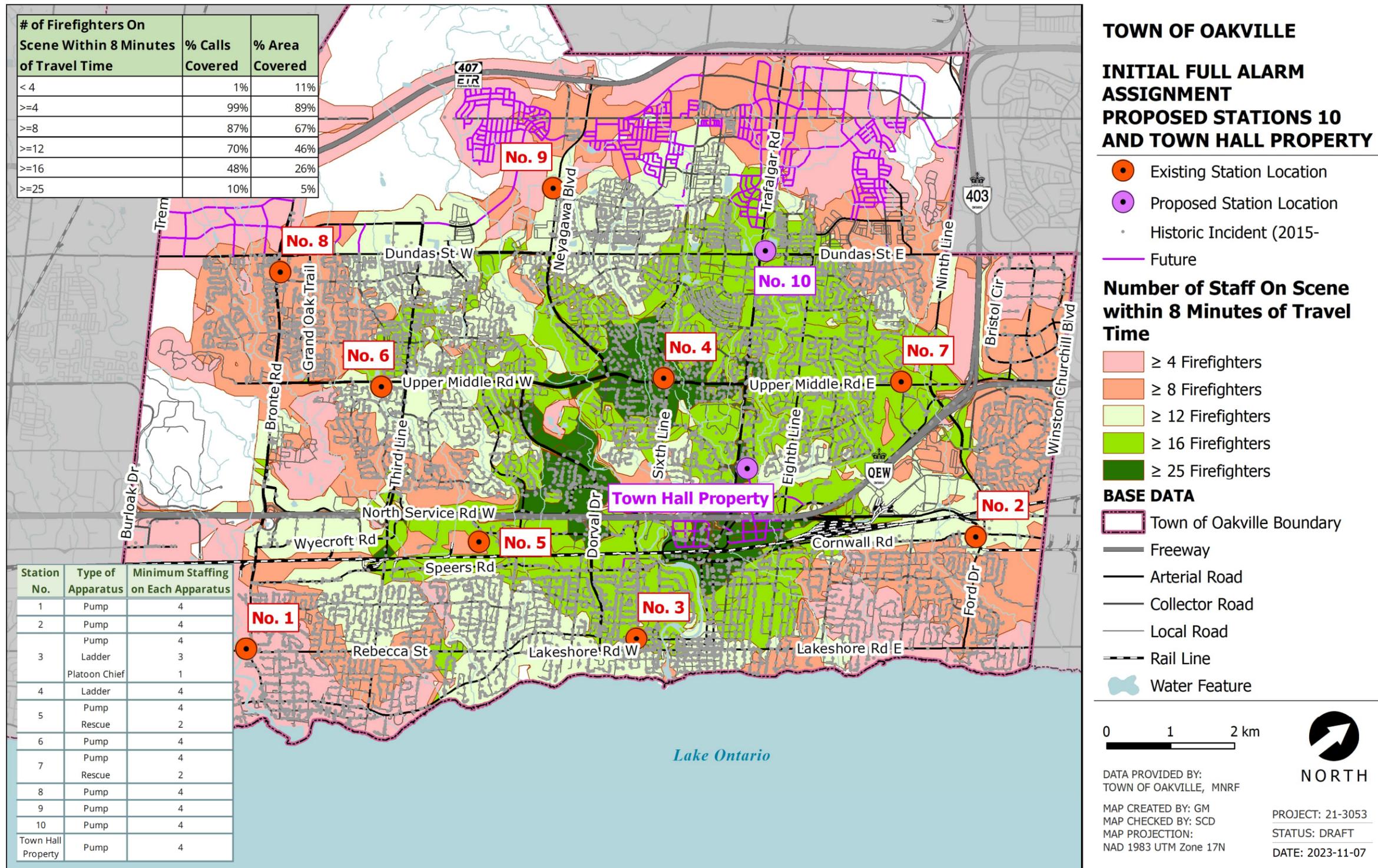


Figure 39: Scenario 4 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Town Hall Location), Initial Full Alarm Assignment



9.16.1.3 Future Fire Suppression Strategies - Enhance Existing Fire Suppression Capabilities, Proposed 10 and 11 Station Models Summary

Table 27 summarizes the emergency response capabilities analysis results of the future presented in the sections above.

Table 27: Summary of Scenarios to Enhance Existing Fire Suppression Capabilities, Proposed 10 and 11 Station Models

Scenario	Minimum Staffing Level	Initial Arriving Company (4 firefighters arriving on-scene in 4 minutes or less 90% of the time)	Second Arriving Apparatus (8 firefighters arriving on-scene in 6 minutes or less 90% of the time)	Initial Full Alarm Assignment (16 firefighters arriving on-scene in 8 minutes or less 90% of the time)	Urban Area Initial Full Alarm Assignment (25 firefighters arriving on-scene in 8 minutes or less 90% of the time)
Existing Conditions	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls
Future Baseline	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls
Scenario 1 – Staff the two existing rescue units with 4 firefighters (9 Station Model)	48	44% of Area 61% of Calls	42% of Area 62% of Calls	28% Area 47% Calls	1% Area 2% Calls

Scenario	Minimum Staffing Level	Initial Arriving Company (4 firefighters arriving on-scene in 4 minutes or less 90% of the time)	Second Arriving Apparatus (8 firefighters arriving on-scene in 6 minutes or less 90% of the time)	Initial Full Alarm Assignment (16 firefighters arriving on-scene in 8 minutes or less 90% of the time)	Urban Area Initial Full Alarm Assignment (25 firefighters arriving on-scene in 8 minutes or less 90% of the time)
Scenario 2 – Add Station 10 and Crew of 4 firefighters	48	49% Area 69% Calls	44% Area 68% Calls	16% of Area 29% of Calls	1% of Area 2% of Calls
Scenario 3 – Add Station 10 and Station 11, each with a Crew of 4 firefighters	52	52% Area 77% Calls	47% Area 71% Calls	25% Area 47% Calls	5% Area 10% Calls
Scenario 4 – Add Station 10 and Station 11 (Town Hall Property), each with a Crew of 4 firefighters	52	52% Area 76% Calls	Results Not Available	26% Area 48% Calls	5% Area 10% Calls

Based on the results of Scenario 2, we recommend that the Town seek and acquire a property for a future tenth fire station in the vicinity of the Trafalgar Road and Dundas Street East intersection in the near term, and that the Town plan for the design and construction and staffing of a future tenth fire station in the short to mid-term horizon.

Recommendation #13: That the Fire Chief and staff begin to identify for Council potential properties in the vicinity of the intersection of Trafalgar Road and Dundas Street East for the location of a future tenth fire station.

Recommendation #14: That the Town of Oakville plan for the design, construction and staffing of a tenth fire station in the short to mid-term horizon of this FMP, aligned with the growth and intensification planned for this area.

Based on the results of Scenarios 3 and 4, we recommend that the Town investigate options to acquire property for a future eleventh fire station in the vicinity of South Service Road and Davis Road, or the existing Town Hall site. Both of these locations provided comparable emergency response coverage results when assessed using the GIS-based model. We also recommend that the Town plan for the design, construction and staffing of a future eleventh fire station in the mid to long-term horizon.

Recommendation #15: That the Fire Chief and staff investigate options for Council's consideration to acquire or identify potential properties in the vicinity of South Service Road and Davis Road, or the existing Town Hall site, for the location of a future eleventh fire station.

Recommendation #16: That the Town of Oakville plan for the design, construction and staffing of an eleventh fire station in the mid to long-term horizon of this FMP, aligned with the growth and intensification planned for this area.

## 9.17 Future Fire Suppression Strategies – Phased Implementation of District Chief Positions

As discussed in Section 9.7.2, the Platoon Chief position is experiencing more frequent complex calls, and situations where the span of control is reaching and surpassing the industry best practices. With the forecast growth of the Town of Oakville, and the planned and recommended growth of OFD, a need has been identified to initiate the implementation of a District Chief model for OFD. Ultimately, we anticipate this model

would divide the Town's geography into two response districts (e.g., north and south), and each would be covered by a District Chief position (long-term horizon). In order to implement this model, we support an option to add a District Chief position in the short-term of this FMP horizon. The new District Chief position and the existing Platoon Chief could divide the workload to provide the Incident Command required to reduce the span of control challenges that are being more prevalent with time. As new crews, new sectors (from an Incident Command perspective) and new stations are added in the mid to long-term horizon of this FMP, the workload for the Incident Commanders could be assessed and used to determine the timing for hiring the second District Chief. It is anticipated that the second District Chief position will be reviewed at the five-year update of this FMP.

Recommendation #17: That OFD initiate a phased approach to implementing a District Chief model, with the first phase starting in the short-term of this FMP.

9.18

## Fire Suppression Division Summary and Recommendations

The Oakville Fire Department's Fire Suppression Division operates from nine existing fire stations that are strategically located within the Town's geography. The Town has plans to complete the permanent Fire Station 9 facility as well as a rebuilt of Fire Station 4.

This section presented the results of an analysis of the historical call data for OFD from January 1, 2015, to December 31, 2022. With the exception of COVID-19-related anomalies in 2020 and 2021, the annual call volumes responded to by OFD are increasing each year. This is expected with the growth and development occurring within the Town. The call data analysis identified that the department is significantly exceeding the NFPA 1710 performance benchmarks for turnout and travel times. These components are impacting the OFD's Total Response Time. In our view, the identification and implementation of strategies that specifically target improvements in the department's turnout times should be considered the first priority for the Town to improve the OFD's Total Response Time.

As required within O. Reg. 378/18, the Community Risk Assessment's key risks and findings were applied to the review and analysis of the OFD's delivery of fire protection services and emergency response performance. This includes the prioritization of providing emergency response capabilities to residential occupancies and the

consideration of emergency response to areas with high concentrations of all emergency call types.

In addition to assessing the current fire suppression deployment capabilities of the OFD, our analysis considered the existing staffing model within this division. This FMP provides discussion, analysis, and recommendations for strategies to support the department in maintaining the minimum staffing numbers and managing overtime challenges.

The Fire Suppression Division review included an in-depth analysis of the department's emergency response capabilities using a GIS-based network analyst model. The analyses included consideration of existing conditions as well as planned future growth, development, and intensification. The analysis of the department's existing emergency response capabilities identified an opportunity to enhance the department's depth of response performance such as the initial full alarm assignment performance.

The Town is planning for significant new growth, including increased density and increased heights of buildings (i.e., intensification), as well as greenfield development. The analysis within this section of the FMP aimed to respond to the planned future growth by assessing the future needs (and potential locations) for two additional fire stations.

A summary of the Suppression Strategies, including high-level capital and operating cost estimates is included in Table 28.

### 9.18.1 Recommendations

Recommendation #11: That consideration be given to adopting and sustaining a ratio of 1.33 (minimum on-duty firefighter to total complement of firefighters), applied per platoon.

Recommendation #12: That consideration be given to hiring 16 firefighters to increase the staffing of the two existing rescue units to four firefighters.

Recommendation #13: That the Fire Chief and staff begin to identify for Council potential properties in the vicinity of the intersection of Trafalgar Road and Dundas Street East for the location of a future tenth fire station.

Recommendation #14: That the Town of Oakville plan for the design, construction and staffing of a tenth fire station in the short to mid-term horizon of this FMP, aligned with the growth and intensification planned for this area.

Recommendation #15: That the Fire Chief and staff investigate options for Council's consideration to acquire or identify potential properties in the vicinity of South Service Road and Davis Road, or the existing Town Hall site, for the location of a future eleventh fire station.

Recommendation #16: That the Town of Oakville plan for the design, construction and staffing of an eleventh fire station in the mid to long-term horizon of this FMP, aligned with the growth and intensification planned for this area.

Recommendation #17: That Oakville Fire Department initiate a phased approach to implementing a District Chief model, with the first phase starting in the short-term of this FMP.

#### 9.18.2

#### Operational Recommendations

Operational Recommendation #35: That the OFD investigate the feasibility of renovating and installing power vents in the bunker gear storage areas as identified in this FMP.

Operational Recommendation #36: That the OFD prioritize the implementation of a process to record, monitor and understand the impacts of the vertical response performance for all emergency responses to incidents at high-rise buildings to inform future department planning.

Operational Recommendation #37: That the OFD investigate options to enhance the existing turnout times as a strategy to further reduce the existing total response time of the OFD.

Table 28: Suppression Strategies Summary

Description of Scenario/Option Modelled	Minimum Staffing	Initial Arriving Company (4 FF <sup>66</sup> in 4 minutes)	Second Arriving Apparatus (Second Apparatus in 6 minutes)	Initial Full Alarm Assignment (16 FF in 8 minutes)	Initial Full Alarm Assignment (25 FF in 8 minutes)	Costs
Existing Conditions	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls	Adopt a 1.33 ratio to maintain existing minimum staffing levels.
Future Baseline	44	44% of Area 61% of Calls	42% of Area 62% of Calls	11% of Area 19% of Calls	1% of Area 2% of Calls	Operating and Capital Expenses from Existing Conditions + Inflation to Future Horizon
Scenario 1 – Staff the two existing rescue units with 4FF (9 Station Model)	48	44% of Area 61% of Calls	42% of Area 62% of Calls	28% Area 47% Calls	1% Area 2% Calls	Hire 16 FFs (16 x \$140K) = \$2.24 M Operating, Firefighter Uniforms/PPE <sup>67</sup> (16x \$10 K) = \$160 K Capital Renovations of Station 5 = \$1 M Total Operating = \$2.24 M Total Capital = \$1.16 M
Scenario 2 – Add Station 10 and Crew of 4 FF	48	49% Area 69% Calls	44% Area 68% Calls	16% of Area 29% of Calls	1% of Area 2% of Calls	Station Land Purchase = \$8 M Capital Station Design = \$1 M Capital Construction = \$13 M Capital Additional Frontline Apparatus = \$1.4M Capital Hire 24 FF (24 x \$140K) = \$3.36M Operating, FF Uniforms/PPE (24x \$10K) = \$240K Capital Total Operating = \$3.36 M Total Capital = \$23.64 M
Scenario 3 – Add Station 10 and Station 11, each with a Crew of 4 FF	52	52% Area 77% Calls	47% Area 71% Calls	25% Area 47% Calls	5% Area 10% Calls	Station Land Purchase = \$21.5M Capital Station Design = \$1 M Capital Construction = \$14 M Capital Additional Frontline Apparatus = \$1.4 M Capital Hire 20 FF (20 x \$140K) = \$2.8M Operating, FF Uniforms/PPE (20x \$10K) = \$200K Capital Total Operating = \$2.8 M Total Capital = \$38.1 M

<sup>66</sup> FF denotes Firefighter.

<sup>67</sup> PPE denotes Personal Protective Equipment.

Description of Scenario/Option Modelled	Minimum Staffing	Initial Arriving Company (4 FF <sup>66</sup> in 4 minutes)	Second Arriving Apparatus (Second Apparatus in 6 minutes)	Initial Full Alarm Assignment (16 FF in 8 minutes)	Initial Full Alarm Assignment (25 FF in 8 minutes)	Costs
Scenario 4 – Add Station 10 and Station 11 (Town Hall Property), each with a Crew of 4 FF	52	52% Area 76% Calls	Not Applicable	26% Area 48% Calls	5% Area 10% Calls	(Costs captured in Scenario 3, above)

## Fleet and Major Equipment

Our research on the Oakville Fire Department's fleet and equipment operation and replacement practices indicates they are in line with the current industry best practices in the province of Ontario. The equipment and apparatus of the OFD are well-maintained and in good condition, with the oldest frontline apparatus being 14 years old. The OFD has 12 frontline apparatus, including eight pumpers, two aerials, and two rescues. In addition to the front-line units, there are three reserve apparatus, consisting of one pumper, one aerial, and one rescue. The OFD also has three support units, including a command unit, a roll-on roll-off unit that carries the OFD's off-road utility task vehicle (UTV) unit, and a portable classroom/rehab unit. The training division maintains a pumper and rescue for training purposes.

The Ontario Fire Marshal's PFSG 04-07-12 refers to the NFPA 1901 Standard for Automotive Fire Apparatus (2009 Edition) as a reference for the standards that should be considered in determining the appropriate apparatus for a community. NFPA 1901 provides the following definitions of major fire apparatus:

- **Pumper:** Fire apparatus with a permanently mounted fire pump of at least 750 gallons per minute (3,000 litres per minute) capacity, water tank and hose body whose primary purpose is to combat structural and associated fires.
- **Initial Attack Apparatus:** Fire apparatus with a fire pump of at least 250 gallons per minute (1,000 litres per minute) capacity, water tank, and hose body whose primary purpose is to initiate a fire suppression attack on structural, vehicular, or vegetation fires and to support associated fire department operations.
- **Mobile Water Supply Apparatus (Tanker):** A vehicle designed primarily for transporting (pick-up, transporting, and delivering) water to fire emergency scenes to be applied by other vehicles or pumping equipment.
- **Quint:** Fire apparatus with a permanently mounted fire pump, a water tank, a hose storage area, an aerial or elevating platform with a permanently mounted waterway, and a complement of ground ladders.
- **Special Services Fire Apparatus:** A multipurpose vehicle that primarily provides support services at emergency scenes.

In addition to NFPA 1901 the industry commonly refers to the following types of major fire apparatus:

- **Rescue:** A vehicle specifically designed for the purposes of transporting specialized rescue equipment such as vehicle extrication equipment, water/ice rescue equipment, hazardous materials equipment, and additional fire suppression support equipment such as additional self-contained breathing apparatus.
- **Pump/Rescue:** A vehicle that combines the traditional functions of a pumper and a rescue apparatus into one multi-functional apparatus.
- **Aerial Device:** A vehicle equipped with an aerial device, elevating platform, or water tower that is designed and equipped to support firefighting and rescue operations by positioning personnel, handling materials, providing continuous egress, or discharging water at positions elevated from the ground.

Table 29 represents the current frontline apparatus operating within the OFD and the forecasted replacement year.

Table 29: Front-Line Fire Apparatus

Fleet Number	Station	Vehicle Description	Year Purchased	Forecasted Replacement Date
831-20	Station 1	Spartan Pumper (P201)	2020	2033
844	Station 1	HME HazMat Unit (H201)	2004	2026
827-11	Station 2	Spartan Pumper (P202)	2011	2024
819	Station 3	Spartan Pumper (P203)	2009	2024
847-14	Station 3	Rosenbauer Aerial (A203)	2013	2026
824-15	Station 4	Pierce Aerial (A204)	2015	2028
800	Station 5	Spartan Pumper (P205)	2009	2024
801-23	Station 5	Spartan Heavy Rescue (R205)	2023	2036
820-18	Station 6	Spartan Pumper (P206)	2018	2031
821	Station 7	Spartan Pumper (P207)	2009	2024
822	Station 7	Spartan Squad (S207)	2009	2024
832-20	Station 8	Spartan Pumper (P208)	2019	2032
854-17	Station 8	IHC Roll-Off Truck (SU208)	2016	2029
840-14	Station 9	Spartan Pumper P209	2014	2027

## 10.1 Service Ready Fleet Considerations

Maintaining a fleet of service ready fire apparatus reflects current industry best practices and is supported by the Fire Insurance Underwriters as due diligence on behalf of the municipality. Maintaining a sufficient number of reserve apparatus in good working condition is critical in the event of multiple frontline apparatus breakdowns, or in the event of a major incident where additional apparatus may be required to be pressed into service to maintain an adequate level of fire suppression services to the rest of the municipality.

The OFD currently has a fleet replacement plan based on a twenty-year capital budget cycle where the frontline apparatus is scheduled for replacement at the 13-year mark and then they placed into the reserve status for an additional seven years.

The existing reserve apparatus within the OFD fleet are described below in Table 30.

Table 30: Service Ready Major Fire Apparatus

Fleet Number	Station	Vehicle Description	Year Purchased
847	Station 6 (Spare)	Spartan 100' Aerial (A250)	2004
831	Training (Spare)	Spartan Pumper (P250)	2007
839	Training (Spare)	HME Rescue R250	2002
823	Training	Spartan Rescue <sup>68</sup> (SU260)	2007
843	Training	HME Pumper <sup>69</sup> (P260)	2004

Currently the three service ready reserve units are pressed into service when a front-line unit is scheduled for service or when there is a mechanical breakdown of a frontline unit. With the call volume Oakville is experiencing today, coupled with expected growth in the call volumes as a result of the growth of the community north of Dundas, and

<sup>68</sup> Apparatus assigned to the training division.

<sup>69</sup> Apparatus assigned to the training division.

infill construction, the OFD will experience additional wear and tear on their frontline apparatus. The increased call volume, along with the complexities of the newer modern fire apparatus, will drive the necessity for the apparatus to be out of service more frequently for maintenance and the potential for breakdowns. A best practice for Oakville will be to increase the number of service ready apparatus to ensure they are prepared to manage the out of service frequencies they experience today and will occur in the future. It is recommended that the OFD increase the number of service ready pumpers to ensure they can maintain the approved service levels council has set for the community.

Recommendation #18: That the Town of Oakville consider increasing the number of service-ready reserve units to ensure the council-approved level of service is maintained.

## 10.2 Small and Specialized Vehicles

In addition to the major fire apparatus the OFD operates several small and specialized vehicles. This includes vehicles for administration staff (Fire Chief and Deputy Fire Chiefs), training and fire prevention staff, and support vehicles for suppression.

Table 31 identifies the small and specialized vehicles of the OFD along with the forecast replacement dates.

Table 31: Current Small and Specialized Vehicles

Fleet Number	Division	Vehicle Description	Year Purchased	Forecast Replacement Date
829-20 C201	Administration	Ford Explorer	2020	2025
806-18	Administration	Ford Explorer	2018	2024
807-18 C203	Administration	Ford Explorer	2018	2023
808-18 C204	Administration	Ford Explorer	2018	2023

Fleet Number	Division	Vehicle Description	Year Purchased	Forecast Replacement Date
845-17 C206	Suppression	Ford Expedition	2017	2024
805-12 C207	Suppression	Ford Expedition	2012	2025
802-14	Fire Prevention	Ford Focus	2014	Not Applicable
803-17	Fire Prevention	Ford C-Max Energi SE	2017	2024
810-13	Fire Prevention	Ford Focus Electric	2012	2024
811-13	Fire Prevention	Ford Focus Electric	2012	2023
813-13	Fire Prevention	Ford Focus SE	2013	2026
815-16	Fire Prevention	Ford Focus Electric	2017	2027
815-17	Fire Prevention	Ford C-Max Energi SE	2017	2026
816-16	Fire Prevention	Ford Focus Electric	2016	2027
818-14	Fire Prevention	Ford Focus	2014	2024
838-13	Fire Prevention	Ford Focus SE	2013	2026
859	Fire Prevention	Ford Escape Hybrid	2010	2023
828	Fire Prevention	Chevrolet 1-ton Cube Van	2006	2023
864-12	Fire Prevention	Ford Transit Minivan	2012	2024
809-13	Suppression	F-250 Pickup	2013	2027
863-12	Suppression	Ford Transit Minivan	2012	2025
853	Suppression	Argo ATV Tracked with Cab	2009	2023
861	Oakville Fire Department Antique Truck	1948 Lafrance Pumper	1948	Not Applicable
817	Training	F250 HD XL	2008	2025
837-13	Training	Ford Passenger Van	2013	2026
846	Training	Chevrolet 1-tonne Pickup	2009	2024

Fleet Number	Division	Vehicle Description	Year Purchased	Forecast Replacement Date
849	Training	Ford F250 HD	2007	2024
858	Training	Ford Escape Hybrid	2010	2023
865-13	Training	Trailer Tandem Lowbed	2013	2029
860-12	Training	Cummins Standby Generator	Not Applicable	Not Applicable
851	Training	Miska Trailer	2005	2025
852	Training	Streamline Trailer	2006	2026
812-13	Fleet EVT	Ford Transit	2013	2027

### 10.3 Fleet Replacement Plan

Fleet lifecycle planning is a core component of the capital planning process and a best practice for fleet replacement for a municipality in Ontario. This assists in maintaining compliance with O. Reg. 588/17 – Asset Management Planning for the Municipal Infrastructure.

The Fire Underwriters Survey (FUS) requires that all major fire apparatus meet either the Underwriters Laboratory of Canada standard Underwriters Laboratory of Canada (ULC) – S515 – 04 or the NFPA 1901 – Standard for Automotive Fire Apparatus. FUS identifies the following major fire apparatus replacement guidelines:

- Major Cities: 12 to 15 years, with an additional five years in reserve;
- Medium Sized Cities: 15 years, with an additional five years as a backup, and five years in reserve; and
- Small Municipalities: 20 years, with an additional five years second line or reserve.

FUS defines a major city as “an incorporated or unincorporated community that has: a populated area (or multiple areas) with a density of at least 400 people per square kilometre; and a total population of 100,000 or greater. The Town of Oakville meets the criteria for a “Major City,” and with their current replacement life cycle for fire apparatus, they are meeting industry best practices. As the Town of Oakville grows and call volumes continue to increase, it is recommended the Town of Oakville monitor the

fleet-associated maintenance and repair budgets for continuous increases of maintenance associated to increased mileage of front-line apparatus to determine if Oakville will need to make adjustments to their replacement schedule based on excessive wear and tear on isolated fire apparatus.

Operational Recommendation #38: That the Town of Oakville monitor the kilometres, maintenance and repair budgets of the fleet to determine if adjustments in the replacement schedule are required.

## 10.4

## E-Fleet Strategy

In support of the Town's Key Corporate Objective for Climate Action, Oakville Fire Department has initiated and continues to plan for a number of green fleet opportunities. This section summarizes the key points of OFD's e-Fleet Strategy. By implementing these ideas and staying proactive in exploring emerging technologies and best practices, OFD has made significant strides towards achieving emission reductions and building a more sustainable fleet for the future.

**Expansion of Battery-Powered Equipment:** OFD continues to replace existing fossil fuel-powered equipment with battery-powered alternatives. This has included not only extrication/rescue tools, but also small hand tools and fans used in various rescue operations.

**Deployment of Plug-in Hybrid Electric Vehicles (PHEVs):** OFD is investigation options to expand the use of PHEVs beyond day-staff vehicles to include other operational vehicles, such as command vehicles, and support vehicles. This will help reduce emissions during both routine operations and emergency responses. The majority of OFD's support vehicles have transitioned to hybrid or full electric vehicle (EV) technology.

**Exploration of Fully Electric Fire Apparatus:** OFD is closely monitoring the advancements in electrified fire apparatus technology. As the technology matures and becomes more cost-effective, OFD is planning to consider piloting and integrating fully electric fire trucks into its fleet. The OFD is leveraging collaboration with industry partners and manufacturers to help stay updated on the latest developments and potential procurement options.

Investment in Charging Infrastructure: OFD, supported by the Town of Oakville, are planning and working towards adequate charging infrastructure to be in place to support the growing number of electric and plug-in hybrid vehicles. This includes planned charging stations to be installed at fire stations, training and prevention facilities, and other key locations frequented by department vehicles.

Driver Training and Education: OFD is actively developing comprehensive training programs for department personnel on the operation, maintenance, and charging procedures of electric and plug-in hybrid vehicles. This will help maximize efficiency and safety while minimizing downtime and operational disruptions.

Collaboration with Municipal Partners: OFD will work closely with other Town departments to leverage resources and share best practices in transitioning to greener fleets. To date this has provided opportunities for joint procurement, shared charging infrastructure, and collaborative research and development initiatives.

Continuous Monitoring and Evaluation: OFD continue to monitor and evaluate the performance and environmental impact of the e-Fleet strategy. Gathering feedback from personnel and other stakeholders is helping the department to identify areas for improvement and refine the approach over time.

## 10.5 Fleet Maintenance

The OFD's fire apparatus and vehicle maintenance is performed by the Town of Oakville's Fleet Operations, which is a division of the Roads and Works Operations Department within the Town of Oakville. Fleet Operations is responsible for fleet acquisition and disposition, parts and inventory, stores and distribution, and vehicle and equipment maintenance for the Town of Oakville.

The Town's Fleet Services operates out of 1140 South Service Road West in Oakville. This is a large parcel of land shared with Oakville's Roads and Parks operations, along with Fire Station 5 and the Fire Training Campus. The staff in the fleet services department assigned to manage the OFD fleet is currently comprised of 1.6 full-time equivalent (FTE) Emergency Vehicle Technicians (EVT) who are members of the CUPE 136 union. The current qualifications of the mechanics in fleet services assigned to work on the OFD fire apparatus are one Master EVT and one mechanic who is currently working towards the EVT certification. With the growing mechanical requirements of

the OFD fleet and to ensure some depth of coverage for EVT work in Oakville, it would be prudent for Oakville to ensure the mechanic who is currently in training for their EVT certification is supported where possible to complete the program in a timely manner.

The current work schedule of the EVT mechanics provides for daytime coverage during the week. During the evenings, a mechanic is on duty and can be called to assist with chassis-related issues. After hours, the Town relies on an on-call mechanic rotation to address fleet chassis issues. If a fire apparatus-related issue arises above and beyond a chassis issue during the evening or overnight, the issue must wait until the EVT is back on duty in the morning.

Fleet Services is responsible for the inspection, maintenance and repairs of all fire service pumpers, squads, rescues, aerials, and other fire apparatus as well as the small fleet vehicles used by non-suppression division personnel. Additional responsibilities of the Fleet Services to support the fire department are:

- Ordering/returning mechanical parts and supplies;
- Inventory and parts control;
- Providing stores supply services for the fire station's janitorial and other station needs; and
- Coordinating the maintenance and repair of the department's landscaping equipment (garden tractors/push mowers/grass trimmers).

Managing the current repairs and maintenance workload of the EVTs is quite challenging as the workload can frequently exceed the capacity of the 1.5 mechanic positions available. This challenge is only expected to increase as the department's fleet grows. Fire services in general are experiencing increased downtime and maintenance needs due to the complexities of modern fire apparatus. This is currently being observed in Oakville. It is important to keep a watchful eye on the division's workload and its impact on the timing of repairs and maintenance and monitor it closely on an ongoing basis.

Currently, the OFD is responsible for several fleet-related tasks. The Deputy Fire Chief of Training oversees the outsourcing of various equipment and apparatus related tasks, including service, inspection, and testing. Among the most significant outsourced services are:

- Developing fire apparatus specifications for Tender or Request for Proposal (RFP);
- Co-ordination of ground ladder, aerial ladder testing;
- Co-ordination of annual pump testing; and
- Coordination of vehicle rust proofing.

Additional responsibilities that fall to other members of the fire department are:

- Ordering the replacement of fire specific equipment for suppression and training apparatus;
- Arranging equipment repair, both small equipment and large equipment;
- Coordinating annual service for heavy hydraulic tools;
- Overseeing the scheduled maintenance of station emergency generators; and
- Providing fire related stores provision for the department.

The additional maintenance and work being done by the Deputy Fire Chief of Training and other fire department staff adds to their current heavy workload and these tasks could be managed by an EVT in Fleet Services and Roads and Works Operations stores department.

In our view, the OFD would benefit from Fleet Services increasing the 1.6 FTE EVT's to 2.0 FTEs. The addition of the 0.4 FTE would assist with the current and future workload of the Fleet Services to support a growing OFD and their mechanical fleet requirements. The fleet services work the OFD currently performs could be accommodated by the second full EVT position. In addition to taking on additional work from the OFD, when the second full-time EVT position becomes filled, it would be beneficial to have the second EVT work the afternoon shift to increase the available time for the maintenance of the fire fleet and equipment. This additional full EVT will be an asset as the Town of Oakville proactively plans and manages the additional maintenance requirements of the fire fleet and equipment. In summary, this is being driven by:

- the growth of the fire department to meet the growth in the community;
- the ageing of the fleet due to wear and tear resulting from increased call volume; and
- the maintenance of modern-day fire apparatus increasingly becoming more complex due to computerization and potential 'greening' of the fire fleet.

Recommendation #19: That the Town of Oakville consider increasing the 1.6 FTE EVT positions to 2.0 FTEs to manage the additional services as recommended in this FMP.

Operational Recommendation #39: That the Town of Oakville consider transitioning the fleet services and stores activities currently being performed by fire department staff to the fleet operations and stores divisions.

Our review of fleet services indicates that the services provided by this division are working well, however, the EVTs are members of the CUPE 136 union. This can be problematic for the OFD if the CUPE union decides to strike. This would leave the OFD to seek out private repair services at a considerably increased labour and parts rate, with increased uncertainty for timeliness to get the repairs looked at and completed. Consideration could be given to transitioning the EVTs to the OPFFA.

This can be a complex issue, but it could touch on salaries, EVT retention, union issues and potentially facility needs. A more thorough analysis, including stakeholder discussions would need to be considered prior to making this change.

## 10.6 Equipment

The Oakville Fire Department is a large modern fire service that requires an extensive inventory of equipment such as firefighter protective clothing (bunker gear), SCBA firefighting hose and nozzles, ladders, automobile extrication tools and many specialized pieces of equipment required for the specialized rescue services provided. The Deputy Chiefs of Training and Suppression share the responsibilities for the acquisition of and maintenance of firefighting equipment. The OFD has established a number of standard operating procedures related to the maintenance and testing of equipment.

SOP 6-8 Apparatus and Vehicle Inspection and Maintenance identifies the procedure to document the inspection as well as the fault reporting process to address the problem(s) or concern(s) with a piece of equipment or apparatus.

NFPA 1851 Standard on Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting (2019) has recently been released. The recommended practice identified within the standard requires maintenance and cleaning of bunker gear to occur twice per year. Furthermore, the standard specifies the use of an extractor for gear cleaning (technical requirements set forth in NFPA 1851).

Bunker gear maintenance in Oakville is continuously occurring throughout the year and their annual cleaning testing repair and certification is contracted to an outside company. Currently every firefighter in Oakville is issued two sets of bunker gear and they are replaced and taken out of service on a ten-year rotation schedule. Standard Operating Guide (SOG) 7-1 Cleaning, Inspection and Maintenance of Firefighting Clothing and Equipment identifies the procedures to be followed for inspecting personal protective equipment, in house cleaning procedures and identifying the process for sending the PPE out for repairs. The Oakville fire department has been proactive throughout the past 15 years in acquiring extractors and dryer systems for every fire station with the exception of Station 5 and Station 4. Station 5 is located on the same site as the OFD Training Campus which is equipped with the extractor and dryer systems for the cleaning of PPE. Station 4 due to its age and building configuration does not have an extractor or dryer and staff are to make the necessary arrangements through their PC to have their gear cleaned at one of the other stations.

## 10.7 Records Management

The records management system the Town of Oakville's Fleet Services relies on for the OFD staff to report fleet deficiencies is the CIS RMS. This ensures the EVT is aware of the vehicle/apparatus/ equipment issue and/or can report an out of service condition.

The fire department utilizes the "Check-It" software to manage daily apparatus checks to document their start of shift inspection to comply with Schedule 1 O. Reg. 199/07 and document issues found during the apparatus inspection check. Any issues documented in the Check IT software are then required to be entered into the CIS RMS program which documents faults on the equipment and or vehicles. This software then generates an automated email to the responsible party who would manage or is responsible to correct the issue. In the case of mechanical defect with a fire apparatus or small fleet, the email would be sent to the attention of the EVT, and the Deputy Fire Chiefs of Training and Suppression who are copied on the email.

Integration of the two systems would be beneficial in increasing efficiency and reduce the duplication of effort by the fire department personnel in identifying a fault and documenting it. It is recommended that the OFD investigate and consider software solution to integrate the two systems for seamless one stop documentation of faults for fire vehicles and equipment.

The OFD maintains a number of SOPs that detail maintenance, testing and process for reporting repairs of various pieces of fire related equipment. A review of the SOPs indicated they have been in place for many years with the majority of the SOGs implemented in 2009 through 2013. It is recommended that the OFD review the equipment related SOPs for any potential updates in procedures or industry best practices.

Operational Recommendation #40: That the Town of Oakville consider a software solution which integrates the truck check software with the fault reporting software as identified in this FMP.

Operational Recommendation #41: That the OFD review, revise and update the equipment related SOPs to ensure they are up to date with industry best practices.

## 10.8 Respiratory Protection Program

The Ontario Section 21 Guidance Note #4-9 Respiratory Protection Program, identifies that employers should develop and implement a respiratory protection program and appoint a program administrator. The Guidance Note also references what a respiratory protection program should address, such matters as: program administration, documentation, and evaluation; program administrator training; training of persons administering fit testing; and selected and use of respirators.

The OFD implemented a Respiratory Protection Program and the associated SOPs to manage the program in 2004 which brought them in line with the OH&SA Section 21 Guidance Note 4-9. Our research indicates the Respiratory Protection Program SOPs were last reviewed in 2021 which complies with best practice for the review and revision of SOPs.

The OFD has a full time Suppression Technician who is responsible for the management of SCBA in compliance with the OFD's Respiratory Protection Program. This position's primary responsibility is to diagnosis, repair of SCBA and all administrative activities to support the SCBA maintenance program as well as oversee the maintenance and repairs SCBA air filling compressors.

Additional duties may include:

- Assisting with making arrangement for repairs of Oakville Fire Department personnel bunker gear and bunker gear bags;
- Assisting with the validation of the acceptance fitting of new bunker gear;
- Assisting with battery maintenance program;
- Assisting with the delivery and pick-up of various emergency vehicles;
- Assist with performing monthly inspections and re-calibration of portable multi-gas detection apparatus and related instrumentation;
- Assist with the inspection and arrangements for the repair hoses, ladders, air bags and other safety and rescue equipment;
- Assist with the testing and maintaining HazMat suits;
- Supporting the stock person as required;
- Capable of operating trucks, snowplows, etc. in a safe and efficient manner; and
- Performing other duties as assigned.

## 10.9 Fleet and Equipment Summary and Recommendations

With the support of Council, the OIFD has developed a modern fleet of firefighting apparatus that reflects the fire risks present within the community. This FMP includes options for consideration that will further increase the effectiveness and efficiency of the OFD's capabilities.

There is an existing need to consider additional resources in this area. In our view, adding 0.4 FTE to the existing 1.6 FTE EVT's would assist in managing the current workload while building capacity for future expansion of the apparatus fleet and equipment.

### 10.9.1 Recommendations

Recommendation #18: That the Town of Oakville consider increasing the number of service-ready reserve units to ensure the council-approved level of service is maintained.

Recommendation #19: That the Town of Oakville consider increasing the 1.6 FTE EVT positions to 2.0 FTEs to manage the additional services as recommended in this FMP.

## Operational Recommendations

Operational Recommendation #38: That the Town of Oakville monitor the kilometres, maintenance and repair budgets of the fleet to determine if adjustments in the replacement schedule are required.

Operational Recommendation #39: That the Town of Oakville consider transitioning the fleet services and stores activities currently being performed by fire department staff to the fleet operations and stores divisions.

Operational Recommendation #40: That the Town of Oakville consider a software solution which integrates the truck check software with the fault reporting software as identified in this FMP.

Operational Recommendation #41: That the OFD review, revise and update the equipment related SOPs to ensure they are up to date with industry best practices.

## Proposed Implementation Plan

This implementation plan is intended to provide staff and Council with an initial outline of the proposed schedule and high-level cost estimates for implementing the recommendations and strategies contained within this FMP. Subject to Council's consideration of the proposed FMP, it is recommended that the Fire Chief be directed to develop a comprehensive implementation plan for consideration by Council. Where applicable, those recommendations with a financial impact would be presented as part of regular corporate process to prepare the annual operating and capital budgets of the Town.

This FMP proposes an implementation plan schedule with the following horizons: immediate term (0 to 1 year), short-term (2 to 4 years), medium-term (5 to 7 years) and long-term (8 to 10 years). These timelines will be impacted by the realization of predicted growth and development.

Industry best practices indicates that a FMP should be based on a ten-year community planning horizon, and that at the mid-point (i.e., year five) the plan should be reviewed to consider any revisions that may be required to address new, or revised legislation, updated community planning projections, and the progress of implementing the recommendations presented within this FMP.

### Recommendations

As introduced in Section 3.4 Recommendations require consideration and approval beyond the authority of the Fire Chief, as they relate to a potential operating or capital financing impact or inform a municipal policy decision, including the setting of a municipal service level or where further direction to corporate staff may be needed. Table 32 summarizes the Recommendations included within this proposed FMP.

Table 32: FMP Recommendations and Implementation

No.	Recommendation	Estimated Operating Costs	Estimated Capital Costs	Time Horizon
1	That the fire strategic goals presented within the proposed FMP be adopted in principle by Council to guide all decision-making related to the delivery of fire protection services within the Town of Oakville.	No identified costs	No identified costs	Immediate priority (0 to 1 year)
2	That consideration be given to the reorganization of the Administrative Support team as identified in within this FMP.	\$90 K (Net one new administrative support position and salary increase for Office Manager position)	\$3 K (computer/office equipment)	Dedicated administrative support positions for Training Division and Fire Prevention Division – Immediate priority (0 to 1 year) Remaining reorganization – short-term (2 to 4 years)
3	That the Town of Oakville review the workload required to sustain the Emergency Management program, along with the Town’s Emergency Management objectives, and consider adding staff resources to manage the Emergency Management program as presented in this FMP.	\$50 K to \$70 K	\$5 K	Review Workload – Immediate priority (0 to 1 year) Hire additional resource – Short-term (2 to 4 years)
4	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Fire Prevention/Public Education Division administrative position (currently shared with Training) to a FTE administrative role dedicated to support the Fire Prevention/Public Education Division.	Included within Recommendation 2	Included within Recommendation 2	Immediate priority (0 to 1 year)
5	That the Town of Oakville incorporate the Fire Prevention Division space requirements in the future design of Fire Station 9 as outlined in this FMP.	Included in overall operating costs of future Station 9	Incorporated in overall capital costs of future Station 9	Align with ongoing design of Station 9
6	That consideration be given to developing a Community Risk Reduction Plan as an all-inclusive approach to reducing risk within the Town, as presented within the proposed FMP.	No identified additional costs	\$50 K	Short-term (2 to 4 years)
7	That consideration be given to hiring one additional Fire Prevention Officer in the short term (one to three years) to cover the district currently assigned to the CFPO as recommended in this FMP.	\$155 K	\$60 K (uniform, equipment, and light vehicle)	Short-term (2 to 3 years)

No.	Recommendation	Estimated Operating Costs	Estimated Capital Costs	Time Horizon
8	That as part of the reorganization of the Administrative Support Team the OFD convert the 0.5 FTE Training Division administrative position (currently shared with Fire Prevention) to a FTE administrative role dedicated to supporting Training Division and RTC duties.	Included within Recommendation 2	Included within Recommendation 2	Immediate priority (0 to 1 year)
9	That any future upgrades to the OFD’s training facility prioritize increasing available classroom space, modernizing the washroom and kitchen facilities, providing permanent equipment storage solutions, parking, and an expanded apparatus bay that could also serve as an indoor training environment.	No additional costs identified	Costs to be determined. Replacement costs to be incorporated into Asset Management Plan for Training Facility. Potential skills development grants, training user fees, etc.	Align with Asset Management Planning, OFD facility planning and training requirements / skills development needs.
10	That OFD increase its training staff complement by one FTE position in the immediate term to oversee routine professional development and core skills maintenance of suppression staff, and that OFD consider the addition of a second FTE position in the mid-term horizon to maintain its instructor to firefighter ratio and to oversee the department’s company officer program.	\$166 K per FTE	\$10 K (uniform/equipment) per FTE	First FTE – Immediate priority (0 to 1 year) Second FTE – Mid-term (5 to 7 years)
11	That consideration be given to adopting and sustaining a ratio of 1.33 (minimum on-duty firefighters to total complement of firefighters), applied per platoon. Applying the ratio to maintain the existing minimum staffing of 44 requires an approved minimum complement of 59 per platoon.	Calculated for recommendations that increase the on duty minimum staffing	Calculated for recommendations that increase the on duty minimum staffing	Immediate priority (0 to 1 year)
12	That consideration be given to hiring 16 firefighters to increase the staffing of the two existing rescue units to four firefighters. (As per Recommendation 11 staffing levels apply a 1.33 ratio of minimum on-duty firefighters to total complement of firefighters, applied per platoon)	\$2.24 M (See Table 33: Suppression Options for Consideration for details)	\$160 K (See Table 33: Suppression Options for Consideration for details) \$1 M for Station 5 renovation (based on 2024 condition assessment) and expansion to accommodate additional on-duty personnel staffing rescue unit	Immediate priority (0 to 1 year) to Short-term (2 to 3 years). Potential to phase implementation over 18 months to two years.
13	That the Fire Chief and staff begin to identify for Council potential properties in the vicinity of the intersection of Trafalgar Road and Dundas Street East for the location of a future tenth fire station.	No additional costs identified	\$8 M (assume 1.5-acre site)	Immediate priority (0 to 1 year)

No.	Recommendation	Estimated Operating Costs	Estimated Capital Costs	Time Horizon
14	That the Town of Oakville plan for the design, construction and staffing of a tenth fire station in the short to mid-term horizon of this FMP, aligned with the growth and intensification planned for this area. (As per Recommendation 11 staffing levels apply a 1.33 ratio of minimum on-duty firefighters to total complement of firefighters, applied per platoon)	\$3.36 M (See Table 33: Suppression Options for Consideration for details)	\$15.64 M (See Table 33: Suppression Options for Consideration for details)	Mid-term (5 to 7 years), aligned with development, growth and intensification
15	That the Fire Chief and staff investigate options for Council approval to acquire or identify potential properties in the vicinity of South Service Road and Davis Road, or the existing Town Hall site, for the location of a future eleventh fire station.	No additional costs identified	\$21.5 M (assume 1.5-acre site)	Immediate priority (0 to 1 year)
16	That the Town of Oakville plan for the design, construction and staffing of an eleventh fire station in the mid to long-term horizon of this FMP, aligned with the growth and intensification planned for this area. (As per Recommendation 11 staffing levels apply a 1.33 ratio of minimum on-duty firefighters to total complement of firefighters, applied per platoon)	\$2.8 M (See Table 33: Suppression Options for Consideration for details)	\$16.6 M (See Table 33: Suppression Options for Consideration for details)	Long-term (8 to 10 years), aligned with development, growth and intensification
17	That Oakville Fire Department initiate a phased approach to implementing a District Chief model, with the first phase starting in the short-term of this FMP.	\$700 K (Estimate \$175 K per platoon. Costs to be determined with creation of the position.)	\$240 K (Estimated \$60 K per FTE, 1 per platoon, for uniform, equipment and light vehicle)	Immediate priority (0 to 1 year). Second phase of District Chief model to be reviewed and confirmed in five-year update of the FMP.
18	That the Town of Oakville consider increasing the number of service-ready reserve units to ensure the council-approved level of service is maintained.	Minimal additional costs anticipated	Accommodate apparatus cost within capital replacement process of existing fleet. Additional equipment costs of approximately \$200 K	Short-term (2 to 4 years)
19	That the Town of Oakville consider increasing the 1.6 FTE EVT positions to 2.0 FTEs to manage the additional services as recommended in this FMP.	\$50 K	No additional costs identified	Short-term (2 to 4 years)

Table 33: Suppression Options for Consideration

Description of Strategy/ Scenario Modelled	Estimated Operating Costs	Estimated Capital Costs	Schedule by Time Horizon
Enhance Existing Total Response Time	No identified additional costs	No identified additional costs	Immediate term (0 to 1 year)
Scenario 1 – Enhance Staffing on Existing Rescue Units (Increase Minimum Staffing to Four Firefighters)	Hire 16 Firefighters (16 x \$140 K) = \$2.24 M	Firefighter Uniforms/PPE (16x \$10 K) = \$160 K Station 5 renovation = \$1 M Total Capital = \$1.16 M	Immediate priority (0 to 1 year) to Short-term (2 to 3 years)
Scenario 2 – Add Future Station 10 and Front-Line Apparatus (Model-Selected Location)	Hire 24 Firefighters (24 x \$140K) = \$3.36 M	Station Land Purchase = \$8 M Station Design = \$1 M Construction = \$13 M Additional Frontline Apparatus = \$1.4 M Firefighter Uniforms/PPE (24x \$10 K) = \$240 K Total Capital = \$23.64 M	Land Acquisition: Immediate term (0 to 1 year) Station Design, Construction, Staffing: Mid-term (5 to 7 years)
Scenario 3 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus	Hire 20 Firefighters (20 x \$140K) = \$2.8 M	Station Land Purchase = \$21.5 Station Design = \$1 M Construction = \$14 M Additional Frontline Apparatus = \$1.4 M Firefighter Uniforms/PPE (20 x \$10 K) = \$200 K Total Capital = \$38.1 M	Land Acquisition: Immediate term (0 to 1 year) Station Design, Construction, Staffing: Mid-term (5 to 7 years) Long-term (8 to 10 years)
Scenario 4 – Add Station 10 (from Scenario 2) and add Station 11 and Front-Line Apparatus (Existing Town Hall Location)	(Same as Scenario 3)	(Same as Scenario 3)	Land Acquisition: Immediate term (0 to 1 year) Station Design, Construction, Staffing: Mid-term (5 to 7 years) Long-term (8 to 10 years)
Phased Implementation of District Chief Positions	\$175 K per platoon, 4 total FTE = \$700 K	\$60 K (uniform, equipment and light vehicle), per FTE (4 total, 1 per platoon) = \$240 K	Immediate priority (0 to 1 year)

## Operational Recommendations

As introduced in Section 3.4, Operational Recommendations can be administered and implemented by the Fire Chief through the authority delegated to this position through By-Law 2020-078. In some cases, this may require the Fire Chief to prepare further documentation and internal reporting to Council for approval. An example of this is updating the current Establishing and Regulating By-law. This is a process that can be led by the Fire Chief, and senior corporate staff, and through normal reporting, be brought to Council for consideration and approval. The timing and costing associated with implementing the operational recommendations will be developed and incorporated within the Fire Chief's Work Plan.

The Operational Recommendations are summarized below in Table 34.

Table 34: FMP Operational Recommendations

No.	Operational Recommendation
1	That the job descriptions for Oakville Fire Department's Senior Management Team be reviewed and revised to clearly define the roles and responsibilities for their current duties.
2	That the job descriptions for all positions covered by the Oakville Professional Firefighters Association be reviewed and updated.
3	That subject to Council's consideration and approval of the FMP, the Establishing and Regulating By-law 2019-071 be reviewed and updated as required.
4	That subject to Council's consideration and approval of the FMP, the Appointment By-Law 2020-126 be reviewed and revised as required to reflect the current Deputy Fire Chief appointments for the Town of Oakville.
5	That subject to Council's consideration and approval of the proposed FMP, that the Fire Chief prepare a report for Council's consideration to receive the Regional Mutual Aid Plan and pass an updated By-law authorizing the OFD's participation in said plan.

No.	Operational Recommendation
6	That the OFD perform a review of actual time spent to perform the associated tasks outlined in the Fees for Service schedule and the current rates based on recovery of staff time.
7	That the OFD review the 2017 Regional Mutual Aid Plan and update the relevant Oakville Fire Department information.
8	That the Town of Oakville negotiate references to NFPA 1225 into the next term of the agreement for the Dispatch Service Agreement with the City of Burlington.
9	That the OFD establish fire suppression comparator performance benchmarks for the defined urban area based on NFPA 1710 and to use them to monitor and report to Council and the community.
10	That the OFD prepare and submit an annual report to Council.
11	That OFD develop and implement a mental health and wellness support program.
12	That the OFD seek to procure a new Records Management System software program as identified in this FMP.
13	That the OFD investigate the creation of an interface between Telestaff and the Town's financial software to automate the administrative tasks as identified in this FMP.
14	That the OFD develop a department policy, consistent with the Town's Retention By-law 2021-130, that describes the required records management practices for each division within the OFD.
15	That consideration be given to revising the appointment of the CEMC as presented within the proposed FMP.
16	That the CFPO's day to day responsibilities do not include coverage of a district as outlined in this FMP.
17	That the Oakville Fire Department undertake a review of the Fire Protection and Emergency Management Policy (Corporate Policy MF-FPS 001), Fire Prevention Procedure (Corporate Procedure MF-FPS-001-001), and OFD Fire Prevention Policy (Policy #4-5) as outlined in this FMP.
18	That the OFD establish a standard operating procedure to formalize the process of receiving and managing fire safety requests and complaints.

No.	Operational Recommendation
19	That the OFD acquire a Records Management System that is capable of storing and exporting reliable and valuable data on the Fire Prevention Division's activities as identified in this FMP.
20	That the OFD develop a NFPA 1035–Fire and Life Safety Educator I and NFPA 1031–Fire Inspector I training program as part of the recruit firefighter training program and/or part of the officer development training program to enable the Suppression Division to enhance the delivery of the first two lines of defence as outlined in this FMP.
21	That the OFD establish a standard operating procedure to identify the goals, objectives, and procedures for the Home Awareness Program.
22	That the OFD establish a standard operating procedure to identify the procedure to be followed by suppression crews if a missing or defective smoke/ carbon monoxide alarm is identified by the OFD.
23	That the Oakville Fire Department consider the implementation of a proactive fire inspection program as outlined in this FMP.
24	That consideration be given to the development and implementation of a Pre-planning Program as outlined in the FMP.
25	That consideration be given to developing an enhanced investigation and reporting strategy whereby data gathered through the fire origin and cause can be used for the purposes of developing and implementing public education and fire prevention initiatives as presented in the proposed FMP.
26	That consideration be given to implementing the proposed enhanced Home Awareness Program focusing on missing or defective smoke detectors as outlined in the FMP.
27	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>fire inspection and enforcement programs</u> as presented within the proposed FMP.
28	That consideration be given to enhancing the fire safety program for seniors (65+) within the community as presented within the proposed FMP.
29	That consideration be given to implementing a targeted public education program around carbon monoxide and false alarm incidents as presented within the proposed FMP.

No.	Operational Recommendation
30	That consideration be given to enhancing the tracking of all workloads associated with the OFD <u>public education programs</u> as presented within the proposed FMP.
31	That the OFD continue to provide NFPA Pro-Qual training courses through its established RTC, with ongoing review of the administrative and operational costs associated with outside student enrollment to adjust student fees accordingly.
32	That the OFD continue to use in-house certification initiatives with the OFM's AS&E testing in addition to the more formal courses offered through the department's RTC.
33	That OFD develop and implement a formal Inclusion, Diversity, Equity and Accessibility (IDEA) program.
34	That OFD revisit its training compliance and record keeping systems to ensure that assigned training is properly recorded as outlined by Section 21 Guidance Note #7-3 Training Plans.
35	That the OFD investigate the feasibility of renovating and installing power vents in the bunker gear storage areas as identified in this FMP.
36	That the OFD prioritize the implementation of a process to record, monitor and understand the impacts of the vertical response performance for all emergency responses to incidents at high-rise buildings to inform future department planning.
37	That the OFD investigate options to enhance the existing turnout times as a strategy to further reduce the existing total response time of the OFD.
38	That the Town of Oakville monitor the kilometres, maintenance and repair budgets of the fleet to determine if adjustments in the replacement schedule are required.
39	That the Town of Oakville consider transitioning the fleet services and stores activities currently being performed by fire department staff to the fleet operations and stores divisions.
40	That the Town of Oakville consider a software solution which integrates the truck check software with the fault reporting software as identified in this FMP.
41	That the OFD review, revise and update the equipment related SOPs to ensure they are up to date with industry best practices.

## **Appendix A**

### Public Consultation Summary

# Public Consultation Summary

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This appendix provides additional details of the external consultation tasks, including the online public survey and the targeted stakeholder interviews.

## Online Public Survey

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Dillon Consulting Limited (Dillon) worked with Town of Oakville (Town) and Oakville Fire Department (OFD) staff to develop an online survey as part of the Fire Master and Plan (FMP).

The goals of the survey were firstly, to educate the public about their responsibilities with regards to fire safety, and secondly, gain an understanding of what their knowledge is, and what their experiences have been, in relation to the fire department. Residents were made aware of the survey through the Town's website.

Access to the survey was open from August 28 to October 30, 2023. During this time a total of 143 participants provided feedback.

The following is a summary of the online public survey responses:

- Participants were most familiar with the Oakville Fire Department providing services in three main areas. These areas were responding to fire incidents, medical emergencies, and providing fire safety education in schools. The fact that the OFD conducts building plan reviews of new developments had the lowest level of awareness.
- Within the past five years, 97 (72.9%) of the participants stated that they had not been involved with an emergency response call provided by the OFD while 31 participants (23.3%) had been involved with an emergency response call provided by the OFD. Five participants (3.8%) were unsure of whether or not they had been involved in an emergency response call.
- Of the participants that had been involved in an emergency response call provided by the OFD in the past five years, common comments on the interaction included:
  - Quick response time, often the fire department personnel were the first to arrive at the scene. Great to deal with, friendly, kind and professional;

- Many of the calls were made due to a medical emergencies; and
- Firefighters provided excellent service and were professional.
- Further to the comments above, when participants were asked if they were satisfied with the emergency response service that OFD provided, 26 (76.5%) responded that they were very satisfied and another 5 (14.7%) answered that they were satisfied. Five participants (2.9%) responded “neutral,” and there was one response each for both dissatisfied and very dissatisfied.
- When asked if services related to fire prevention or public education (e.g., home smoke alarm check by fire fighters, information through social media, fire inspections, community events, etc.) have been provided to them by the OFD, the response with the most answers (84 participants, 69.4%) was “No”. The response with the second most answers (33 participants, 27.3%) was “Yes”, followed by “unsure” with four responses (3.3%).
- Of the participants that had received services related to fire prevention or public education by the OFD in the past five years, common comments on the interaction included:
  - Participants received education from OFD booths at community events and a fire prevention week event;
  - Fire safety education was provided at fire safety events at local schools; and
  - In some cases OFD staff visited homes to conduct home smoke and CO2 alarm checks.
- When participants were asked how they would like to receive public safety information from the OFD, the most common answer was through the Town of Oakville Website – Oakville.ca (61 participants, 60.4%) followed by OFD presence at community events (58 participants, 57.4%). The least common ways of how participants wished to receive information was “Social Media, Other” (11 participants, 10.9%) and more generally “Other” (12 participants, 11.9%), such as Instagram and public service announcements.
- 102 (90.3%) participants stated that they have smoke alarms on every storey of their home. Seven respondents (6.2%) stated that they do have smoke alarms, however, only on one storey of their residence. One participant stated that they did not have a smoke alarm.

- 89 participants (79.5%) stated that they have a carbon monoxide detector near all sleeping areas and eight participants (7.1%) have at least one carbon monoxide detector in their place of residence. Three participants (2.7%) did not have a carbon monoxide detector, one of which stated they would get one after completing the survey. Eight (7.1%) responded that this did not apply to their situation.
- Regarding a fire escape plan (or home escape plan), 26 participants (23.2%) responded that they do have one and it has been practiced with the entire household. 43 participants (38.4%) responded that they do have one but have not practiced it. 20 participants (17.9%) answered that they do not have a fire escape plan, but after completing this survey they will prepare and practice one. 22 participants (19.6%) stated that they do not have an escape plan.
- Regarding an emergency preparedness plan and/or kit, 25 participants (22.5%) answered that their household was not prepared in the event of a community emergency, but after completing this survey they will get better prepared. Whereas 30 participants (27.0%) simply responded “no.” 17 participants (15.3%) answered that they have an emergency action plan. 29 participants (26.1%) answered that they do have an emergency action plan and a 72-hour emergency kit.

## Virtual Community Information Open House

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A Community Information Open House was held via Zoom on October 26, 2023, to provide an overview of the Community Risk Assessment and Fire Master Plan project. The meeting included over 30 participants. A presentation was delivered by the project manager from Dillon Consulting and the participants were provided with an opportunity to ask questions. The following topics were presented:

- General definition of a Fire Master Plan;
- Definition and legislative background on Community Risk Assessments in Ontario;
- The CRA/FMP project process;
- An overview of CRA findings;
- Highlights of community responsibilities for fire safety;
- Oakville Fire Department overview;
- Details of how to participate in the online public survey; and
- Questions.



## THE CORPORATION OF THE TOWN OF OAKVILLE

### BY-LAW NUMBER 2019-071

A by-law to establish and regulate the Oakville Fire Department and to repeal By-law 2011-119

**WHEREAS** the *Municipal Act, 2001*, S.O., 2001, c.25 as amended and the *Fire Protection and Prevention Act, 1997*, S.O. 1997, c. 4 as amended, permits the council of a municipality to establish, maintain and operate a fire department;

**WHEREAS** the *Fire Protection and Prevention Act* permits a council of a municipality to establish, maintain and operate a Fire Department for all or any part of the municipality.

#### **COUNCIL ENACTS AS FOLLOWS:**

##### **1. Definitions**

In this by-law:

- 1.1. "Approved" means approved by the Council of the Corporation of the Town of Oakville;
- 1.2. "Chief Administrative Officer" means the person appointed to act as Chief Administrative Officer for the Town;
- 1.3. "Commissioner of Community Services" means the person appointed to act as Commissioner of Community Services for the Town;
- 1.4. "Council" means the Council of the Corporation of the Town of Oakville;
- 1.5. "Fire Chief" means the person appointed to act as fire chief for the Town as defined in the *Fire Protection and Prevention Act*, or his/her designate,
- 1.6. "Deputy Fire Chief(s)" means the person(s) appointed to act as deputy fire chief(s) for the Fire Department;

- 1.7. “Fire Department” means the Town of Oakville Fire Department;
- 1.8. “Fire Protection Services” includes fire safety education, fire prevention, fire suppression, communication, training of persons involved in the provision of fire protection services, rescue and emergency services, and the delivery of all those services;
- 1.9. “Member” means any persons employed in, or appointed to, the Fire Department and assigned to undertake fire protection services, and includes officers and firefighters;
- 1.10. “Specialized Emergency Responses” means hazardous materials mitigation and rescue, water/ice rescue, high/low angle rescue, confined space rescue, tiered medical responses.
- 1.11. “Town” means the Corporation of the Town of Oakville.

## **2. General Authority**

- 2.1. The Fire Department for the Town, to be known as the Town of Oakville Fire Department, is hereby continued and the head of the Fire Department shall continue to be known as the Fire Chief.
- 2.2. The Fire Department shall provide fire protection and prevention services, in a manner consistent with the Fire Master Plan subject to such conditions and limitations as may be approved by Council. Without limiting the generality of the foregoing, the fire protection and prevention services provided by the Fire Department are subject to any limitations on training, equipment, staff and other resources that are imposed from time to time through the budget process or otherwise and to any by-law imposing fees for fire protection or prevention services including inspections.
- 2.3. In addition to the Fire Chief, the Fire Department shall consist of Deputy Fire Chief(s) and such number of other members as may be deemed necessary by Council and employed or appointed by the Town, and shall be structured in conformance with the Organizational Chart as set out in the Fire Master Plan, as may be approved from time to time.
- 2.4. The provisions of this bylaw are subject to the provisions of the Fire Protection and Prevention Act, and all other applicable legislations and by-laws and to the provisions of the Collective Agreement between the

Town and the Oakville Professional Fire Fighters Association as altered or amended by the parties from time to time.

### 3. Fire Chief

- 3.1. Fire Chief(s) shall be appointed by by-law and shall,
  - 3.1.1. be ultimately responsible to Council for the delivery of fire protection and prevention services and the proper management of the Fire Department.
  - 3.1.2. exercise all powers and duties mandated by the Fire Protection and Prevention Act, and any other applicable or successor legislation.
  - 3.1.3. report administratively to Council through the Commissioner of Community Services or the Chief Administrative Officer.
  - 3.1.4. ensure all proper measures for prevention, control and suppression of fires, the protection and saving of life and property and emergency management are taken.
  - 3.1.5. ensure that other emergency services are provided including but not limited to: Specialized Emergency Responses in accordance with the levels set forth in Appendix 1 to this by-law.
  - 3.1.6. ensure that all proper measures for life safety education and fire prevention are taken.
  - 3.1.7. ensure expectations of delivery are contained in the departmental standard operating procedures, guidelines and documentation.
  - 3.1.8. implement all approved policies and shall develop such standard operating procedures and guidelines, general orders and departmental rules as necessary to implement the approved policies and to ensure the appropriate care and protection of all Fire Department personnel and equipment; provided such procedures, guidelines, orders and rules do not conflict with the provisions of any applicable by-law, statute or regulation.
  - 3.1.9. periodically review all policies, guidelines, orders, rules and operating procedures of the Fire Department.
  - 3.1.10. submit, for approval by Council, the annual budget estimates for the Fire Department, and any other specific reports requested by

the Chief Administrative Officer or Council.

3.1.11. enforce all municipal by-laws respecting fire protection and emergency measures.

3.1.12. subject to the terms and conditions of the Collective Agreement, reprimand, or suspend any member for infraction of any provisions of this by law, policies, general orders and departmental rules that, in the opinion of the Fire Chief, would be detrimental to discipline or the efficiency of the Fire Department.

3.2. In the event of the absence or incapacity of the Fire Chief a Deputy Fire Chief shall be appointed as Acting Fire Chief and shall have all the powers and may perform all the duties of the Fire Chief.

#### **4. Deputy Fire Chief(s)**

4.1. Deputy Fire Chief(s) shall be appointed by by-law and shall,

4.1.1. report to the Fire Chief on the activities of the divisions and members that are his/her responsibility and shall use best efforts to carry out the orders of the Fire Chief.

4.1.2. in the absence or incapacity of the Fire Chief, Deputy Fire Chief(s) as determined by the Commissioner of Community Services shall have all the powers and may perform the duties of the Fire Chief.

4.2. In the event of the absence or incapacity of the Fire Chief and all Deputy Fire Chiefs, the senior officer on duty or any other member of the Fire Department so designated shall have all the powers and may perform all the duties of the Fire Chief.

#### **5. Members**

5.1. Persons appointed as members of the Fire Department to provide fire protection services shall be on probation for a period of 12 months, during which period they shall be evaluated and take such special training and examination as may be required by the Fire Chief.

5.2. If a probationary member appointed to provide fire protection services fails any such examinations or is deemed unsuitable by the Fire Chief, the Fire Chief may dismiss the probationary member without recourse.

- 5.3. Where the Fire Chief designates a member to act in the place of an officer in the Fire Department, such member, when so acting, has all of the powers and shall perform all duties of the officer replaced.
- 5.4. Working conditions and remuneration for all firefighters defined in Part IX of the Fire Protection and Prevention Act shall be determined by the collective agreement in accordance with the provisions of Part IX of the Fire Protection and Prevention Act.
- 5.5. If a medical examiner finds a member is physically unfit to perform assigned duties and such condition is attributed to, and a result of employment in the Fire Department, the Fire Chief may assign the member to other duties within the Fire Department

## 6. Fires and Emergencies

- 6.1. Proper measures for the prevention, control and extinguishment of fires and the protection of life and property, shall be taken and may include:
  - 6.1.1. suppressing any fire by extinguishing it and may enter private property if it is necessary to do so;
  - 6.1.2. pulling down or demolishing any building or structure to prevent the spread of fire; or
  - 6.1.3. any other necessary actions such as boarding up or barricading of buildings or property to guard against fire or other danger, risk or accident; when unable to contact the property owner; and
  - 6.1.4. the expenses incurred by such necessary actions may be recovered in the manner provided through the *Municipal Act, 2001* and the *Fire Protection and Prevention Act*.

## 7. Calls outside of the Town

- 7.1. The Fire Department shall not respond to a call with respect to a fire or emergency outside the limits of the Town except with respect to a fire or emergency:
  - 7.1.1. that, in the opinion of the Fire Chief, threatens property in the Town or property situated outside the Town that is owned or occupied by the Town;

- 7.1.2. in a municipality with which an approved agreement has been entered into to provide fire protection services which may include automatic aid;
  - 7.1.3. on property with respect to which an approved agreement has been entered into with any person or corporation to provide fire protection services;
  - 7.1.4. at the discretion of the Fire Chief, in a municipality authorized to participate in any county, district or regional mutual aid plan established by a fire co-ordinator appointed by the fire marshal or any other similar reciprocal plan or program on property beyond the municipal boundary; or
  - 7.1.5. at the discretion of the Fire Chief when immediate action is necessary to preserve life or property and the appropriate department is notified to respond and assume command or establish alternative measures, acceptable to the Fire Chief. The Fire Chief shall subsequently inform council of the invocation of this clause.
- 7.2. Nothing in section 7 shall impose a duty on the Fire Department to respond to a fire or emergency outside of the limits of the Town.

## 8. **Miscellaneous**

- 8.1. Notwithstanding anything in this by-law, appointments of the Fire Chief and Deputy Fire Chief(s) made prior to the passing of this by-law remain in effect until such time as any by-law appointing those individuals is repealed or superseded.

**9. Repeal**

9.1. By-law 2011-119 a bylaw respecting the Oakville Fire Department is hereby repealed.

PASSED this 24th day of June, 2019

\_\_\_\_\_  
Rob Burton Mayor

\_\_\_\_\_  
Vicki Tytaneck Town Clerk

Schedule A – Special Response Levels

## SCHEDULE A

### Special Response Levels

Special rescue techniques, equipment and training are required, based on identified needs and risks in the community. These identified response levels are sanctioned by the Town, for the purpose of providing direction for personnel involved in incidents and training. The Response levels and designation may only be reached after appropriate equipment, training and certification have been provided, and documented.

#### **Hazardous Materials Response:**

The Fire Department is designated to respond to incidents involving hazardous materials, using specialized equipment, skills, and training in a manner referred to as “Technician” Level in NFPA Standard 472.

#### **Technical Rescue:**

##### **1. Surface Water Search and Rescue**

The Fire Department is designated to respond to rescue incidents involving surface water where the water current is not moving more than 1 knot per hour (NFPA 1670, 2017) using specialized equipment, skills, and training in a manner referred as “Operations” Level as per NFPA 1670

##### **2. Ice Search and Rescue**

The Fire Department is designated to respond to rescue incidents involving ice where the water current below the ice is not moving more than 1 knot per hour (NFPA 1670, 2017) using specialized equipment, skills, and training in a manner referred as “Operations” Level as per NFPA 1670

##### **3. Rope Rescue**

The Fire Department is designated to respond to incidents involving rope rescue using specialized equipment, skills, and training in a manner referred to as “Operations” Level in NFPA Standard 1670 Rope Rescue.

#### **4. Confined Space Search and Rescue**

The Fire Department is designated to respond to incidents involving confined space search and rescues using specialized equipment, skills, and training in a manner referred to as “Operations” Level in NFPA Standard 1670 Confined Space search and Rescue.



**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2021-048**

A by-law to amend By-law 2019-071, Special Response Levels under  
Oakville Fire Department

**WHEREAS** By-law 2019-071 establishes and regulates the Oakville Fire Department and sets out the duties and responsibilities of the Fire Chief;

**AND WHEREAS** the duties of the Fire Chief include ensuring that Specialized Emergency Responses are provided by the Oakville Fire Department in accordance with levels set forth in the By-law;

**AND WHEREAS** it is appropriate and in the public interest that the levels of service for the provision of Specialized Emergency Responses by the Oakville Fire Department be amended;

**NOW THEREFORE COUNCIL ENACTS AS FOLLOWS:**

1. By-law 2019-071 is amended by deleting s. 3.1.5. and replacing it with the following:
 

“3.1.5. ensure that other emergency services are provided including but not limited to: Specialized Emergency Responses in accordance with the levels set forth in Schedule A to this By-law.”
2. By-law 2019-071 is further amended by deleting Schedule A thereto and replacing it with the Schedule A attached to this By-law.

PASSED this 22<sup>nd</sup> day of February, 2021

\_\_\_\_\_  
Rob Burton

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Vicki Tytaneck

\_\_\_\_\_  
Town Clerk

## Schedule A to By-law 2019-071

### Special Response Levels

Special rescue techniques, equipment, and training are required, based on identified needs and risks in the community. Continuation of training programs, standards, knowledge, and experience provide the basis for the Fire Chief to designate the recommended response levels in this By-law. In accordance with industry-accepted practices, applicable legislative requirements, current regulations or standards as directed by Council, the Oakville Fire Department (“OFD”) shall maintain a team of firefighters who are capable of responding to:

#### Hazardous Materials

OFD is designated to respond to incidents involving hazardous materials (leaks and spills) at the technician level, using specialized equipment, skills, and training in accordance with applicable operating procedures and guidelines.

#### Technical Rescue

OFD is designated to respond to rope rescue incidents at the technician level, utilizing speciality equipment, skills, and training in accordance with applicable operating procedures and guidelines.

OFD is designated to respond to water (swift, surface, and ice) rescue incidents at the technician level, utilizing speciality equipment, skills, and training in accordance with applicable operating procedures and guidelines.

OFD is designated to respond to confined space rescue incidents at the technician level, utilizing speciality equipment, skills, and training in accordance with applicable operating procedures and guidelines.

OFD is designated to respond to vehicle rescues and related incidents, performing extrications in accordance with applicable operating procedures and guidelines.

Other technical/specialized rescues service such as trench rescue and structural collapse shall not be provided by OFD beyond the awareness level. However, Town Council may approve a specialized rescue service agreement to allow these services to be provided by an agency or Department at a higher level as deemed necessary.



## **Accessibility Advisory Committee**

### **MINUTES**

**Date:** March 21, 2024

**Time:** 4:00 pm

**Location:** Virtual Meeting

**Members:** David Underwood, Chair  
Julie Romanow, Vice-Chair  
Karen Bodolai  
Devin Bright  
Nora Lavell  
Deborah Metrakos

**Regrets:** Councillor Gittings

**Staff:** Andrea Coyne, Manager of Elections, Policy and Print Services  
Sarah Stewart, Corp Strategy Program Advisor  
Andrea Wood, Project Leader – Accessibility  
Natasha Coric, Council and Committee Coordinator

**A meeting of the Accessibility Advisory Committee was held on March 21, 2024, virtually commencing at 4:00 p.m.**

**These minutes will go forward to the Council meeting of April 29, 2024, for receipt. Please view those minutes to note any changes Council may have made.**

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**1. Regrets**

As noted above.

**2. Declarations of Pecuniary Interest**

No declarations of pecuniary interest were declared.

**3. Confirmation of Minutes of Previous Meeting(s)**

**3.1 Minutes of December 14, 2023**

Moved by Deborah Metrakos

That the minutes of the Accessibility Advisory Committee meeting of December 14, 2023, be approved.

CARRIED

**4. Discussion Item(s)**

**4.1 2024-2029 Multi-Year Accessibility Plan Development**

Moved by Deborah Metrakos

That the report dated March 12, 2024, entitled “2024-2029 Multi-Year Accessibility Plan Development”, be received.

CARRIED

**4.2 Facility Services Capital Projects Accessibility Update 2024**

Moved by Julie Romanow

1. That the report dated March 12, 2024, entitled “Facility Services Capital Projects Accessibility Update 2024”, be received.
2. That a working group be established to review and provide feedback on the Oakville Universal Design Standards v2.1 by May 13, 2024 with the members David Underwood, Julie Romanow, and Devin Bright.

CARRIED

**5. Information Item(s)**

**5.1 Follow up from the meeting of December 14, 2023**

**5.2 Oakville Trafalgar Community Centre Facility Tour - May 1, 2024**

Moved by Devin Bright

That the information item(s) be received.

CARRIED

**6. Date and Time of Next Meeting**

June 13, 2024 at 4:00 p.m.

**7. Adjournment**

Moved by Deborah Metrakos

That this meeting be adjourned.

CARRIED

The meeting adjourned at 5:07 p.m.

DATE OF ITEM	<p style="text-align: center;"><b>March 13 - 20, 2024</b></p> <p style="text-align: center;"><b>COUNCIL INFORMATION INDEX</b></p> <p style="text-align: center;"><b>CONTENT</b></p>	DATE RECEIVED	PAGE
March 13, 2024	EMAIL – AMO Events RE: NEW AMO Education Workshop Presented by AMO and Abilities Centre	March 13, 2024	<b>1</b>
March 13, 2024	Office of the Mayor RE: Novae RES Urbis Vol. 27 No. 11	March 13, 2024	<b>2</b>
March 13, 2024	EMAIL – Halton Region RE: Provincial – Municipal Funding	March 13, 2024	<b>12</b>
March 12, 2024	EMAIL - Township of Amaranth RE: Operational Budget Funding Resolution	March 14, 2024	<b>17</b>
March 13, 2024	EMAIL – Halton Region RE: ROMA Delegation with Halton Region	March 14, 2024	<b>18</b>
March 14, 2024	EMAIL – Halton Region RE: ROMA Delegation with Halton Region	March 14, 2024	<b>55</b>
March 14, 2024	EMAIL – AMO Communications RE: AMO Watchfile - March 14, 2024	March 14, 2024	<b>91</b>
March 14, 2024	EMAIL - Township of Puslinch RE: Council Resolution 2024-072 regarding Report ADM-2024-010 Enbridge Gas Follow-Up	March 14, 2024	<b>95</b>
March 14, 2024	EMAIL – AMO Events RE: Improved Registration Rate! Managing Communications through Crisis	March 14, 2024	<b>98</b>
March 14, 2024	EMAIL – Town of Bracebridge RE: Resolution of Support - Request to the Province of Ontario for New Provincial-Municipal Fiscal Framework	March 14, 2024	<b>99</b>
March 15, 2024	EMAIL – AMO Events RE: Indigenous Community Awareness Training	March 15, 2024	<b>101</b>
March 15, 2024	EMAIL – Argo Development Corporation RE: Written Submission - Planning and Development Council - Item 7.3 - March 18, 2024	March 18, 2024	<b>103</b>

DATE OF ITEM	<p style="text-align: center;"><b>March 13 - 20, 2024</b></p> <p style="text-align: center;"><b>COUNCIL INFORMATION INDEX</b></p> <p style="text-align: center;"><b>CONTENT</b></p>	DATE RECEIVED	PAGE
March 18, 2024	INTERNAL MEMO – Town Clerk RE: Municipal Clearance for Liquor Sales Licence	March 18, 2024	<b>111</b>
March 18, 2024	EMAIL – LAS RE: Reminder: LAS Board Member Opportunity	March 18, 2024	<b>112</b>
March 18, 2024	EMAIL – Sylvia Jones RE: March 2024 Community Update from MPP Sylvia Jones	March 18, 2024	<b>114</b>
March 18, 2024	EMAIL – Loyalist Township RE: Motion regarding solutions to resolve significant financial and budgetary pressures relating to infrastructure development, maintenance and repairs	March 18,2024	<b>116</b>
March 18, 2024	EMAIL- Loyalist Township RE: Request to the Province to Amend Blue Box Regulation for 'Ineligible' Sources	March 18, 2024	<b>118</b>
March 18, 2024	EMAIL – AMO Events RE: New Registration Rate! Disability Inclusion Workshop and Panel Discussion	March 18, 2024	<b>120</b>
March 18, 2024	INTERNAL MEMO – Community Services Commission RE: Expansion of First Aid Response for the Public	March 19, 2024	<b>121</b>
March 19, 2024	EMAIL – AMO Events RE: New Registration Rate! Managing Communications through Crisis	March 19, 2024	<b>123</b>
March 19, 2024	EMAIL – Oakville Community Association RE: Letter re Virtual Council and Committee meetings	March 19, 2024	<b>124</b>
March 19, 2024	EMAIL – AMO Communications RE: Policy Update – Provincial Government Advocacy Ahead of 2024 Budget	March 20, 2024	<b>126</b>

DATE OF ITEM	<p style="text-align: center;"><b>March 20 - 27, 2024</b></p> <p style="text-align: center;"><b>COUNCIL INFORMATION INDEX</b></p> <p style="text-align: center;"><b>CONTENT</b></p>	DATE RECEIVED	PAGE
March 20, 2024	EMAIL – AMO Events RE: Advanced Strategies to Master Conflict Relationships (NCR 2.0)	March 20, 2024	<b>1</b>
March 20, 2024	EMAIL – AMO Education RE: New Registration Rate! Municipal Codes of Conduct: Essential to Good Governance	March 20, 2024	<b>3</b>
March 20, 2024	Office of the Mayor RE: Novae RES Urbis Vol. 27 No. 12	March 20, 2024	<b>4</b>
March 20, 2024	EMAIL - Sunset North Redevelopment Group RE: Delegation at Council	March 21, 2024	<b>18</b>
March 21, 2024	EMAIL- AMO Watchfile RE: AMO Watchfile - March 21, 2024	March 21, 2024	<b>44</b>
March 21, 2024	EMAIL – AMO Education RE: AMO Land Use Planning Training for Elected Officials	March 21, 2024	<b>48</b>
March 22, 2024	EMAIL – AMO Education RE: AMO's Advanced Councilor Training Series	March 22, 2024	<b>50</b>
March 25, 2024	EMAIL - Northumberland County RE: Resolution Support 'Review of Ontario Works and Ontario Disability Support Program Financial Assistance Rates'	March 25, 2024	<b>52</b>
March 25, 2024	EMAIL – AMO Education RE: New Registration Rate! Managing Communications through Crisis	March 25, 2024	<b>58</b>
March 05, 2024	INTERNAL MEMO – Transportation and Engineering RE: Grading Plan Requirements for Pool Permits	March 26, 2024	<b>59</b>
March 18, 2024	INTERNAL MEMO – Recreation and Culture RE: 2024 Budget Direction – Community Special Event Funding - Administration	March 26, 2024	<b>92</b>
March 25, 2024	EMAIL – AMO Education RE: AMO Land Use Planning Training for Elected Officials	March 26, 2024	<b>94</b>
March 25, 2024	EMAIL – Town of Whitby RE: Resolution # 50-24 - Memo - Whitby Sustainability Advisory Committee Request that Council Support the Ontario Energy Board's Decision to end the Gas Pipeline Subsidy	March 26, 2024	<b>96</b>
March 26, 2024	EMAIL - Township of Asphodel-Norwood RE: Concerns raised by former senior managers of PHO regarding the Auditor General of Ontario's recommendation to close regional laboratories	March 27, 2024	<b>98</b>

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March 04, 2024	EMAIL- Township of Terrace Bay RE: Resolution - Township of Terrace Bay - Energy Transition	March 27, 2024	<b>1</b>
March 25, 2024	EMAIL - Township of North Glengarry RE: Township of North Glengarry Resolution - Social and Economic Prosperity Review	March 27, 2024	<b>3</b>
March 26, 2024	EMAIL – AMO Communications RE: AMO Policy Update – 2024 Ontario Budget and National Housing Strategy Funding	March 27, 2024	<b>4</b>
March 27, 2024	INTERNAL EMAIL - Office of the Mayor RE: Novae RES Urbis Vol. 27 No. 13	March 27, 2024	<b>7</b>
March 27, 2024	EMAIL – AMO Education RE: AMO Land Use Planning Training for Elected Officials	March 27, 2024	<b>23</b>
March 27, 2024	EMAIL – Town of Milton RE: TOWN OF MILTON COUNCIL REPORT DS-018-24 REID ROAD RESERVOIR QUARRY UPDATE	March 27, 2024	<b>25</b>
March 27, 2024	EMAIL - Township of Clearview RE: Township of Clearview Endorsement of Bill C-63 in the House of Commons	March 27, 2024	<b>53</b>
March 27, 2024	EMAIL – AMO Education RE: Advanced Strategies to Master Conflict Relationships (NCR 2.0)	March 27, 2024	<b>55</b>
March 21, 2024	EMAIL - Township of Greater Madawaska RE: Resolution of Support - Funding for Municipal Equipment Operator Course	March 28, 2024	<b>57</b>
March 25, 2024	EMAIL – Town of Shelburne RE: Resolution for Eradicating Islamophobia and Antisemitism	March 28, 2024	<b>59</b>
March 28, 2024	EMAIL – AMO Watchfile RE: AMO Watchfile - March 28, 2024	March 28, 2024	<b>61</b>
March 28, 2024	EMAIL - The County of Prince Edward RE: PEC Resolution - a Call to Action to Meet the Deadline of an Accessible Ontario by 2025	March 28, 2024	<b>65</b>
March 28, 2024	EMAIL – AMO Communications RE: AMO Policy Update - A New Deal for Ottawa	March 28, 2024	<b>67</b>
March 28, 2024	EMAIL – AMO Education RE: Competing Rights: What You Need to Know!	March 28, 2024	<b>68</b>
April 01, 2024	EMAIL – AMO Events RE: AMO Education: April Workshops	April 02, 2024	<b>70</b>

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April 03, 2024	EMAIL – AMO Education RE: Municipal Codes of Conduct: Essential to Good Governance	April 03, 2024	<b>1</b>
April 03, 2024	INTERNAL EMAIL – Office of the Mayor RE: Novae RES Urbis Vol. 27 No. 14	April 03, 2024	<b>2</b>
April 04, 2024	EMAIL - Intergovernmental Services RE: Guelph City Council Resolution in Support of the Ontario Energy Borad (OEB) Decision to End the Subsidization of Fossil Gas	April 04, 2024	<b>12</b>
April 04, 2024	EMAIL – Town of Halton Hills RE: Town of Halton Hills Resolution No. 2024-0047 - Provincial-Municipal Funding	April 04, 2024	<b>15</b>
April 04, 2024	EMAIL – AMO Communications RE: AMO Watchfile - April 4, 2024	April 04, 2024	<b>18</b>
April 02, 2024	EMAIL - Township of Terrace Bay RE: Township of Terrace Bay - Fair Operational Budget Funding	April 05, 2024	<b>22</b>
April 03, 2024	EMAIL – Town of Lincoln RE: Town of Lincoln Council Resolution - Extension of Bill 23 Timelines regarding Heritage Registry Lists	April 05, 2024	<b>24</b>
April 05, 2024	EMAIL – AMO Education RE: AMO's Advanced Councilor Training Series	April 05, 2024	<b>26</b>
April 05, 2024	EMAIL - City of Kitchener RE: City of Kitchener Resolution - Ontario Heritage Act	April 05, 2024	<b>28</b>
April 05, 2024	EMAIL – AMO Communications RE: AMO President's Board Update - April 2024	April 05, 2024	<b>30</b>
April 05, 2024	EMAIL – OSUM RE: 2024 OSUM Conference	April 05, 2024	<b>32</b>
April 09, 2024	INTERNAL MEMO – Transportation and Engineering RE: Automated Speed Enforcement (ASE) Program Execution Timeline	April 05, 2024	<b>35</b>
April 06, 2024	EMAIL – OSUM Events RE: The City of Orillia Welcomes OSUM Members for the 2024 Conference	April 08, 2024	<b>40</b>
April 08, 2024	EMAIL – LAS RE: Sewer and Water Line Warranty Program Overview: April 16	April 08, 2024	<b>42</b>
April 08, 2024	AMO Communications RE: AMO Policy Update – New Federal Infrastructure & Housing Items in Upcoming 2024 Budget	April 09, 2024	<b>43</b>
April 08, 2024	AMO Education RE: Municipal Codes of Conduct: Essential to Good Governance	April 09, 2024	<b>46</b>

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April 02, 2024	EMAIL – Township of Horton RE: Township of Horton Resolution - Social and Economic Prosperity Review	April 10, 2024	<b>48</b>
April 08, 2024	EMAIL - Town of Goderich RE: Town of Goderich Resolution – Legislative Amendments to Improve Municipal Code of Conduct	April 10, 2024	<b>50</b>
April 10, 2024	EMAIL - Town of Goderich RE: Town of Goderich Resolution – Review of the Ontario Works (OW) and Ontario Disability Support (ODSP) Program Financial Assistance Rates	April 10, 2024	<b>53</b>
April 10, 2024	EMAIL- Town of Goderich RE: Town of Goderich Resolution – Recommended Phase-Out of Free Well Water Testing in the 2023 Auditor General’s Report	April 10, 2024	<b>56</b>
April 10, 2024	EMAIL – AMO Education RE: Competing Rights: What You Need to Know!	April 10, 2024	<b>58</b>

DATE OF ITEM	<p style="text-align: center;"><b>April 10 - 17, 2024</b></p> <p style="text-align: center;"><b>COUNCIL INFORMATION INDEX</b></p> <p style="text-align: center;"><b>CONTENT</b></p>	DATE RECEIVED	PAGE
April 10, 2024	INTERNAL EMAIL – Office of the Mayor RE: Novae RES Urbis Vol. 27 No. 15	April 10, 2024	<b>1</b>
April 10, 2024	EMAIL – Halton Region RE: Letter from Halton Regional Chair Gary Carr	April 10, 2024	<b>17</b>
April 10, 2024	EMAIL - Danielle DaPonte-Melo RE: Meeting	April 11, 2024	<b>33</b>
April 10, 2024	EMAIL – AMO Communications RE: AMO Policy Update - Bill 185, Cutting Red Tape to Build More Homes Act, 2024	April 11, 2024	<b>35</b>
April 10, 2024	EMAIL - City of Richmond Hill RE: Council Resolution: Extension of the Deadline for Listed Non-Designated Heritage Properties	April 11, 2024	<b>38</b>
April 11, 2024	EMAIL – Township of Brudenell, Lyndoch and Raglan RE: 9-8-8 National Suicide and Crisis Hotline	April 11, 2024	<b>40</b>
April 11, 2024	INTERNAL MEMO - Planning, Design & Development RE: Persons Per Unit (PPU)	April 11, 2024	<b>41</b>
April 11, 2024	INTERNAL MEMO - Planning, Design & Development RE: Oakville Estimated Population in 2051	April 11, 2024	<b>49</b>
April 11, 2024	INTERNAL MEMO - Planning, Design & Development RE: Urban Growth Centre (UGC) comparators to Midtown Oakville	April 11, 2024	<b>54</b>
April 11, 2024	EMAIL – City of Sault Ste. Marie RE: Intimate Partner Violence - Coercive Control	April 11, 2024	<b>59</b>
April 11, 2024	EMAIL- AMO Communications RE: AMO Watchfile - April 11, 2024	April 12, 2024	<b>61</b>
April 12, 2024	EMAIL – OSUM Events RE: Join provincial leaders at the OSUM Conference	April 12, 2024	<b>65</b>
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April 11, 2024	EMAIL - City of Peterborough RE: City of Peterborough Resolution	April 16, 2024	<b>71</b>
April 10, 2024	EMAIL – HDSB RE: HDSB 2024 Community Planning and Partnership Annual Meeting	April 10, 2024	<b>73</b>
April 17, 2024	INTERNAL MEMO – Chief Administrative Officer RE: Housing Pledge and Building Faster Fund – Status Update	April 17, 2024	<b>131</b>

DATE OF ITEM	<p style="text-align: center;"><b>April 10 - 17, 2024</b></p> <p style="text-align: center;"><b>COUNCIL INFORMATION INDEX</b></p> <p style="text-align: center;"><b>CONTENT</b></p>	DATE RECEIVED	PAGE
April 19, 2024	EMAIL – Ministry of Municipal Affairs and Housing RE: Town of Oakville’s Housing Targets	April 19, 2024	<b>135</b>
April 19, 2024	EMAIL – Minister of Housing Infrastructure and Communities RE: Canada Mortgage and Housing Corporation’s (CMHC) reporting of 2023 Housing	April 19, 2024	<b>137</b>

# Memo

To: Mayor Burton and Members of Council  
From: Vicki Tytaneck, Town Clerk  
CC: Jane Clohecy, CAO  
Nancy Sully, Commissioner, Corporate Services & Treasurer  
Date: March 18, 2024  
Subject: Municipal Clearance for Liquor Sales Licence

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The following requests for comment regarding Municipal Clearances for liquor sales licences were received and circulated by the Clerk's department from February 13, 2024, to March 18, 2024, for the following establishments:

- Pur & Simple
- Eleven and co

  
for: Vicki Tytaneck

Town Clerk

# Memo

To: Mayor Burton and Members of Council  
From: Colleen Bell, Commissioner, Community Services  
CC: ELT  
Date: March 18, 2024  
Subject: Expansion of First Aid Response for the Public

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**Purpose:** To advise Council of an expansion of service to our first aid program for the public in all recreation and culture facilities and library branches.

## Background

Recreation and Culture facilities and Oakville Public Library (OPL) branches are equipped with first aid kits as mandated by the *Workplace Safety and Insurance Act*, the *Health Protection and Promotion Act* (O Reg 565), and other applicable legislation. Additionally, these sites are equipped with at least one Automated External Defibrillator (AED). These first aid resources are essential to ensure that both staff and members of the public have access to basic and immediate first aid supplies.

Naloxone Hydrochloride, also known as Naloxone, Narcan, or Evzio, can temporarily reverse the life-threatening effects of opioid overdose. It can be administered through injection or inhalation. However, if someone is experiencing a medical emergency other than an opioid overdose—such as a diabetic coma or cardiac arrest—administering Naloxone will not cause additional harm.

Anyone who experiences an opioid overdose, whether from a prescribed medication or an illicit drug, can benefit from Naloxone. Opioids encompass substances such as heroin, fentanyl, oxycodone, hydrocodone, codeine, and morphine. An opioid overdose occurs when an individual consumes an excessively high dose of opioids. Symptoms may include slowed or ceased breathing, which can potentially result in death.

The cities of Cambridge, Kingston, London, Oro-Medonte, Barrie, Niagara Falls, and St. Catharines are among the many Ontario municipalities that have already introduced Naloxone kits in their municipal facilities, including community centres and library locations. Most recently Burlington Public Library introduced Naloxone with positive feedback from the public.

**Town of Oakville** | 1225 Trafalgar Road, Oakville L6H 0H3 | 905-845-6601 | oakville.ca

## Comments

Expanding our first aid response resources to include Naloxone nasal spray adds another potentially life-saving tool to our first aid response program. Just like using an AED, administering Naloxone promptly can increase the chances of saving lives.

These kits will be available in town-owned public access facilities, including Recreation and Culture facilities and OPL branches. Identifiable wall-mounted holders will be installed to keep the kits near the public access AED units. Nasal spray Naloxone kits can be accessed by both the public and staff during an emergency.

Staff have met with Halton Region Public Health, who support increased access to lifesaving Naloxone in the community. The Recreation and Facilities Joint Health and Safety Committee, Oakville Fire Department, and OPL are in support of this recommendation. OFD's approved Naloxone SOP is referenced as the foundation for a new SOP for this purpose.

Staff training will focus on recognizing the signs of an opioid overdose, safely administering Naloxone, and understanding any potential risks associated with its use. Courses and recertifications provided by organizations such as St. John Ambulance and Red Cross now include instruction on how to use Naloxone nasal spray to treat suspected overdoses. Additional training will be offered to staff members who have not yet received it

Each Naloxone kit will include:

- i. Two doses of intra-nasal spray, with each dose containing 4 mg/0.1 ml of Naloxone Hydrochloride.
- ii. One rescue breathing barrier.
- iii. One pair of non-latex gloves.

It's important to note that these tools and first aid techniques are intended to serve as the first line of defense until EMS personnel arrive.

There are numerous programs that provide free nasal spray Naloxone kits along with complimentary training. There are no budget implications associated with implementation. Costs for mounting cases can be accommodated within existing budgets, and training can seamlessly integrate into existing training programs.

Naloxone kits are expected to be in place at all identified locations by the end of May 2024.

If you have any questions, please contact Julie Mitchell, Director, Recreation and Culture or Tara Wong, CEO, Oakville Public Library.

# Memo

To: Mayor Burton and Members of Council

From: Jill Stephen - Director, Transportation and Engineering

Copy: Jane Clohecy, Chief Administrative Officer  
Phoebe Fu - Commissioner, Community Infrastructure

Date: March 5, 2024

Subject: Grading Plan Requirements for Pool Permits

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## Background

Pool installations are regulated by the Site Alteration By-law (23-047), and a site alteration permit is required for the work. The Site Alteration By-law stipulates that grading plans and grading certificates signed by a registered professional engineer (P.Eng.) or registered Ontario Land Surveyor (OLS) are required for site alteration permits and permit close out.

In practice, grading plans and grading certifications prepared by a P.Eng., an OLS or a Landscape Architect, with or without their professional seals, have been accepted. The grading plan requirements set out in the Site Alteration By-law were not consistently enforced.

The inconsistency in enforcing the grading plan requirements resulted in a wide range in the quality of the grading plans submitted for site alteration permits. Multiple iterations of review and resubmission (sometimes 4 submissions or more) were required, and issues with construction and impacts to grading and drainage have been found.

For all other permit types regulated by the Site Alteration By-law, the practice change has been implemented progressively and applicants are abiding by the by-law requirements. The pool permit is the last permit type for this change to be enacted.

## Comments

In order to standardize grading plan requirements and provide consistency across permit types, Staff proposed to extend the enforcement of the existing grading plan and certificate requirements to pool permits as well, as outlined in the Site Alteration By-law.

Staff notified pool contractors and frequent pool permit applicants of this planned practice change in October 2023. The feedback from pool contractors was not supportive of the changes, citing additional costs and delays, and the impact on Landscape Architects no longer eligible to complete grading plans, as concerns.

To respond to these concerns, staff moved the effective date of the process change to March 1, 2024, responded directly to questions from contractors and applicants, held meetings with pool companies, arranged an information session (held February 22, 2024) and shared an Information Sheet that addressed the questions and concerns that had been brought forward.

The Information Session was arranged to provide clarity regarding the reasons for the planned practice changes and to answer any further questions from the pool contractor community may have. Just prior to the Information Session, a request to form a working group to review this topic further was received. Staff agree that a Working Group would be beneficial and updated the Information Session content to request that attendees advise staff of their interest in participating in the Working Group with the goal of reviewing options to achieve the same objectives to improve the pool permitting process, compliance and outcomes. A copy of the presentation (Appendix A) and a statement on behalf of the pool contractors (Appendix B) are appended to this memo.

The start date for the planned practice change has been delayed pending the outcome of the working group sessions.

A number of the members of the pool contractor community have already expressed interest in participating in the Working Group. Town Staff will lead and facilitate this Working Group which will meet to review options to improve the pool permit process in ways that protect the interests of the town and the residents of Oakville with due consideration to the challenges that the pool construction industry faces. The target date to complete the working group review is the end of the 2024 construction season, so the changes can be implemented at the start of the 2025 construction season.

### **In summary**

The town relies on the appropriate qualified professionals to be accountable and knowledgeable in their area of expertise to create quality design plans. Staff supports the proposed practice change and enforcing the Site Alteration By-law, as it is anticipated to bring consistency and standardization to the grading plan development process. This is intended to help improve the quality of the submissions, reduce the number of plan revisions, shorten review and approval time, and better protect the residents' properties from grading and drainage issues. The goal of the Working Group review is to achieve the same objectives, derive and assess feasible options, and chose the most appropriate option that protects the properties of the residents of Oakville and the town.

### **Appendices**

- Appendix A: Information Sheet - Grading Plan Requirements for Pool Permits (issued February 8, 2024)
- Appendix B: Statement from Pioneer Pools (presented on behalf of the Consortium of Licensed Oakville Pool Builders and the Pool and Hot Tub Council of Canada at the February 22, 2024 Information Session)

# Grading Plan Requirements for Pool Permits

## Information Session

February 22, 2024

Transportation and Engineering Department

# Introduction

## Contact Information

Lily Lei, P.Eng.

Manager, Permits, Inspections and Road Corridor

Transportation and Engineering

905-845-6601 Ext.3170

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Jill Stephen, P.Eng.

Director

Transportation and Engineering

905-845-6601 Ext.3308

Jill.Stephen@oakville.ca

# Background

- Purpose of Information Session
  - To provide information related to Grading Plan requirements as stipulated in the Site Alteration By-law
  - To encourage dialogue and receive feedback
  - To advise on next steps for a working group
- Clarification regarding the Site Alteration By-law (2003-021 and 2023-047)
  - The most recent update was in May 2023
  - The last update prior to 2023 was in 2003
  - The grading plan requirements related to the site alteration permits were in the 2003 by-law
  - No changes to these requirements were made in the 2023 update

# Background (continued)

- Pool installation is a type of site alteration activity
  - Regulated by the Site Alteration By-law
  - Site alteration permit is required
- Site Alteration By-law (2003-021 and 2023-047)
  - Grading plans are required for site alteration permits and must consist of existing and proposed elevations
  - Grading Plans are required to be certified by Registered P.Eng. or Registered OLS (i.e. stamp is required)
  - Lot grading certification to be prepared by Registered P.Eng. or Registered OLS

# Background (continued)

- In practice (years ago)
  - Grading plan for pool permits were accepted
    - With or without existing and proposed elevations
    - With or without professional stamps
  - Lot grading certifications prepared by P.Eng., OLS, or OALA
- In practice (recent years)
  - Grading plan for pool permits are required to show
    - Existing and proposed elevations
    - With or without professional stamps
  - Lot grading certifications prepared by P.Eng., OLS, or OALA

# Reasons for Proposed Changes

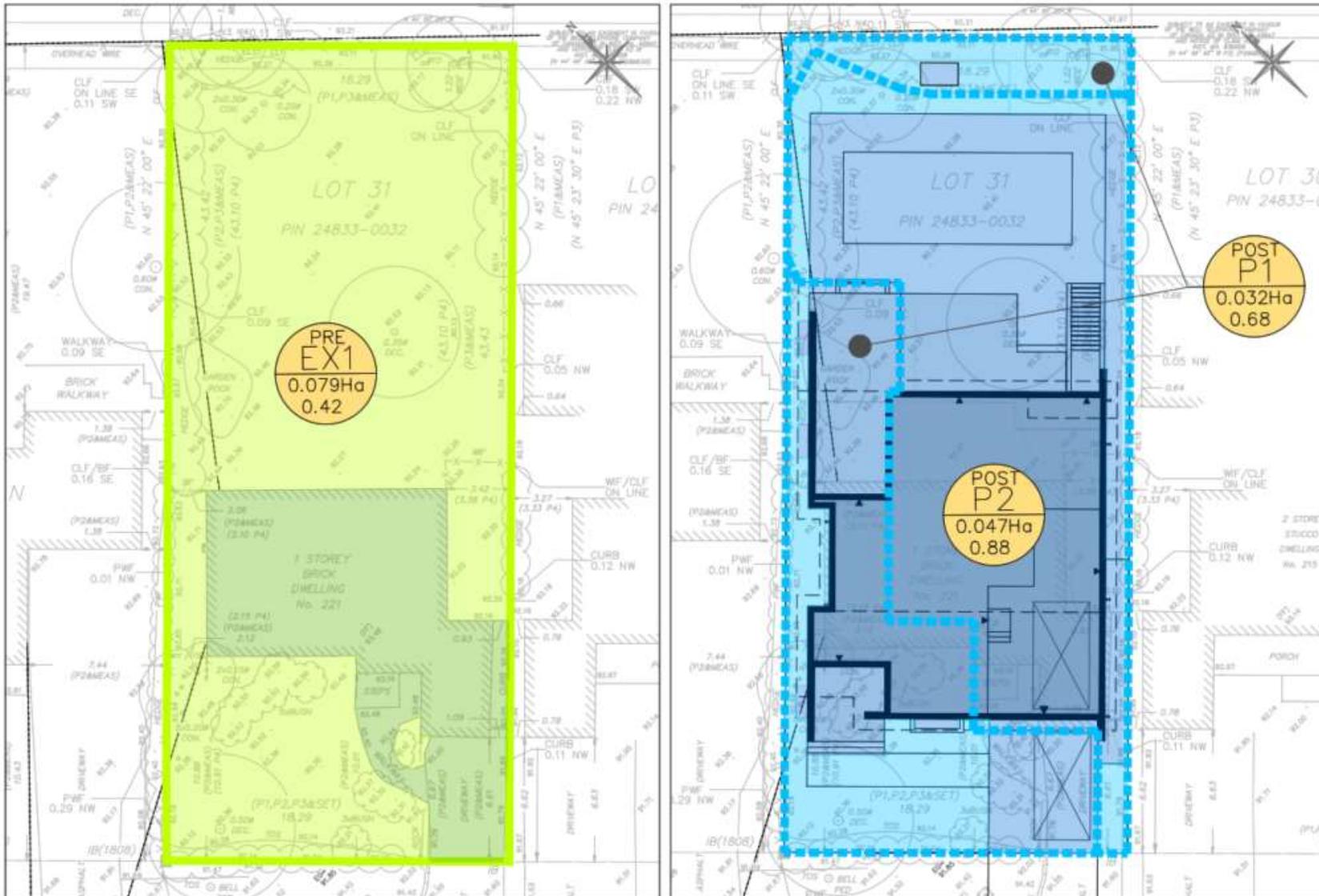
Why was the previous practice acceptable before?

- Years ago, more soft-scaping for infiltration in established neighbourhoods and impact to grading and drainage was not very significant
  - Houses were smaller, property setbacks were wider, less property improvements that are closely together
- In recent years, property improvement projects have a greater impact to grading and drainage
  - Larger paved decks/patios, more pools, work extending closer to property lines, significant increase in imperviousness, improvements are much closer together within neighbourhoods

# Example – Pre vs Post Development

Pre – 24% imperviousness

Post – 75% imperviousness



# Reasons for Proposed Changes (continued)

Why are existing and proposed elevations required?

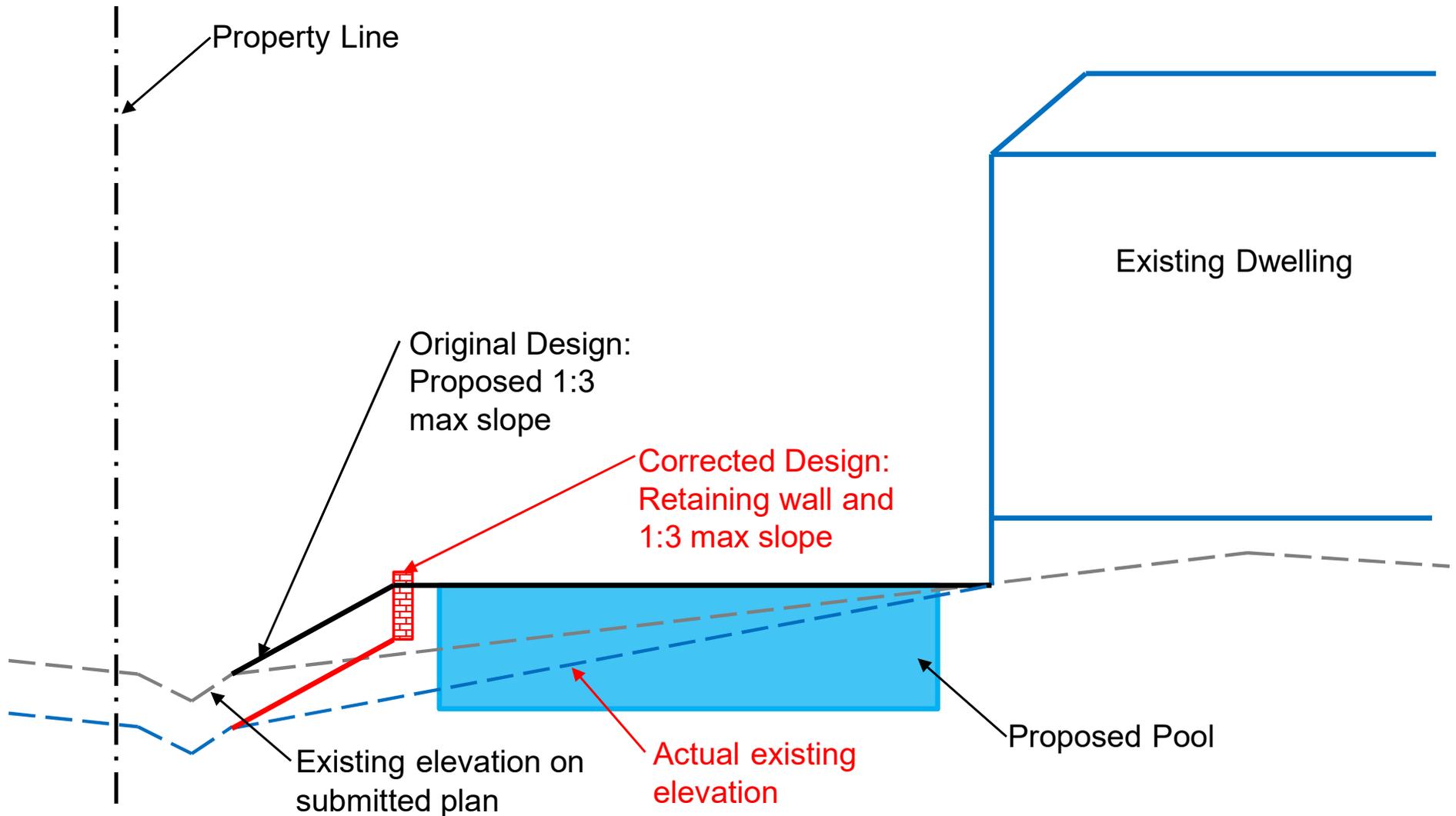
- Existing topographic information
  - Illustrates the existing conditions and drainage patterns before any site alteration work is done
  - Provides a baseline for the impact to the proposed changes
- Proposed elevations show
  - how the grading and drainage is being altered
  - how the increased run-off is being mitigated
  - how existing drainage pattern is being respected
  - how the site alteration does not adversely impact neighbouring properties, including the municipal right-of-way

# Reasons for Proposed Changes (continued)

## Why Registered OLS and Registered P.Eng.?

- A registered OLS is licensed to conduct topographical surveys and is accountable for the accuracy of the information provided
  - A grading design provided by an OLS based on the topographic information that they conducted and certified is acceptable
- A registered P.Eng. that is qualified to carry out grading and drainage design is accountable for the proposed design and the accuracy of the topographic information used for the design by obtaining the information from a registered OLS
- This is consistent with the current Site Alteration By-law since 2003

# Importance of Accurate Topographic Information



# Roles & Responsibilities and Accountability

Topo & Design	Review and Approval	Construction	Lot Grading Certification	Inspection
OLS or P.Eng. provides accurate information and coherent design	Town reviews for compliance to town standards and issues permit	Contractor builds per approved plan	OLS or P.Eng. provides certification based on site visit	Town inspects the final product matches the approved plan
<p>↑ Responsible to correct</p> <p>↑ Responsible to correct</p>	Issues during review	Issues with accuracy of plan information	Finds work not built per plan	<p>Work not built per plan</p> <p>Town rejects LGC</p> <p>New LGC required for next inspection</p>
<p>↑ Responsible for plan revision</p>		<p>↑ Responsible to correct</p> <p>↑ Responsible to correct</p>	<p>↑ Accountable to certify the work is built per plan. Responsible to client.</p>	
		<p>↑ Responsible to correct</p>		Deficiencies identified
Well prepared plan	Shorter review time	Construct per approved plan	Certify per approved plan	Quicker sign-off for inspection

# Impact to Cost

- There will be an increased cost to those who followed the previously accepted practice (grading plan not certified), for the need to retain a qualified P.Eng. or OLS to prepare the grading plan
- However, in an effort to reduce or eliminate potentially bigger financial impacts to property owners and taxpayers due to property damage from drainage / flooding issues, the town must continue to review and make improvements to our standards and processes
- Our records show that all grading plans submitted for pool permits in the recent years all have existing and proposed elevations, but most of them are not certified, and the quality of the plan varies significantly

# Impact to Review Timeline

Approximately 7 weeks of time saving is anticipated

Currently (many iterations for some applications)

- Time with town is minimum 12 to 20 weeks (excludes time controlled by applicant and depends on quality of submission)



After proposed changes (reduce # of iterations)

- Time with town is targeted 2 to 3 reviews, 5 to 13 weeks (excludes time controlled by applicant and depends on quality of submission)



# Impact to Review Timeline (continued)

Town rolled out a Grading and Servicing Plan Guide for Residential Infill Developments in September 2023. The intent is to:

- Provide guidance and clarity to the applicants on the permitting process and requirements
- Standardize the requirements for permitting drawings and documents
- Improve the quality of submissions
- Reduce the number of iterations and review time
- The change in practice for grading plans being discussed today is included in the guide

# Conclusion

## Anticipated benefits of the proposed changes

- Streamline the review and approval process by improving the quality of submissions
  - The better quality of the submissions, the quicker the permits are issued
  - Less issues during construction
  - Quicker sign-off during inspection
- Better protection for properties (subject property and adjacent lands) from grading and drainage impacts
- Standardize town requirements and enforce town by-law consistently
- Hold the appropriate professionals accountable

# Conclusion (continued)

The town will work on a plan to form a working group consist of members of the pool construction industry and town staff

- To review options on how we can achieve the above objectives, besides the currently proposed practice change to enforce the by-law
- The target date to complete this review is by end of the 2024 construction season so the new requirements can be implemented for the 2025 construction season

# Questions and Discussions

# Questions

Q: Why was there no information session in advance, town hall or call for case studies with an opportunity for constructive dialogue provided in advance of these by-law changes?

A: This is not a by-law change as these requirements have been in the by-law since 2003. (Slide 3)

As this is an enforcement for compliance to an existing by-law, where the by-law is approved by town council, it is not something that the town would consult with the public on.

However, the town has heard your concerns, and we are hosting this Information Session today, and will be forming a working group to review this further.

# Questions

Q: Can you please clarify and specifically quantify with metrics, what are the driving forces for these changes? If there have been complaints of surface runoff, how many complaints have been registered and over what time frame?

A: The Town does receive regular complaints related to grading and drainage issues due to property improvement projects. We will review the metrics and share findings through the working group.

# Questions

Q: Can you speak to the number of complaints registered due to pool related issues vs. the Oakville homeowners doing landscape work (with or without a contractor) on their properties without permits?

A: The Site Alteration By-law identifies the types of work that require a permit, and enforces that the site alteration work does not adversely impact the neighbouring properties, whether a permit is required or not in accordance to the by-law.

Similar to the last question, we will review the metrics and share the findings through the working group.

# Questions

Q: At previous opportunities of communication with some of our members, there was little clarity that was provided when asked to define more clearly what the Town of Oakville is trying to accomplish with these by-law changes. Can you specifically speak to the ideas of improved Standardization and Compliance that this will make for the permitting department?

A: At today's presentation, the benefits and objectives were identified. Please refer to Slide 15.

# Questions

Q: What types of time frame improvements do you expect because of these by-law changes?

A: At today's presentation, the anticipated time saving was identified. Please refer to Slide 13.

# Questions

Q: Can you please quantify how the cumulative effects of minor grading changes and increase in improvement projects has significantly increased imperviousness? How was this significant increase determined / calculated? What metrics are used to determine this?

A: At today's presentation, the increase in imperviousness was briefly discussed. Please refer to Slide 7.

The calculation is the percentage based on the area of imperviousness over the area of the property. We have also reviewed a number of neighbourhoods and compared the change in % imperviousness over the past 20 year or so. The changes are apparent and therefore presents a impact to drainage.

# Questions

Q: Were these by-laws adopted from any other local municipalities? If so, which communities specifically and what have been the long-term results of these by-law changes?

A: We are aware that not all municipalities regulate their pool permits with a by-law, and their requirements vary. We will look into conducting a more fulsome review of their regulations and share the findings.

# Questions

Q: Does the Town of Oakville care about the economic impact to our industry that these by-laws will cause?

A: We do recognize that changes may have a cost impact, not only to the construction industry, but also to the residents of the town. As explained in our presentation today, the Town also have the responsibility to make process improvements to protect property owners and taxpayers from damage due to poor drainage and flooding issues. (Slide 12)

In the working group, we will review and find the most suitable option to achieve the objectives and benefits that we are seeking.

# Questions

Q: What does the Town of Oakville believe the starting cost of a pool permit will be under these new by-laws?

A: Members of the industry have shared the general cost range with us. As noted on Slide 12, we do recognize that there will be an increase in cost to those who followed the previously accepted practice (grading plan not certified), for the need to retain a qualified P.Eng. or OLS to prepare the grading plan.

# Questions

Q: Would the Town of Oakville allow for a deferment of this new by-law amendment and allow for industry experts, independent engineers, and representatives from the permitting department to coordinate in a board and/or sub-committee?

A: As noted, this is not a by-law amendment. The Town will plan to form a working group as noted on Slide 16.

# Questions

Q: If said board/sub-committee could provide specific data and case studies to speak to the by-law changes not being able to solve these issues, would the Town of Oakville be open to amend, remove or implement more amiable by-laws in a joint effort?

A: Specific data and case studies by the industry experts to support alternative option(s) to achieve the objectives and benefits will be helpful. These information and studies can be reviewed by the working group.

# Questions

Q: Would the Town of Oakville allow for current pool owners and potential new pool owners to be surveyed, to gain more insight into what the constituents of Oakville feel in terms of the exorbitant cost of permitting and if they feel it is justified?

A: The Town is open to conducting surveys to obtain suggestions and feedback. The details can be reviewed by the working group.

# Appendix B

## Response presented by Bryn Evans on behalf of the Consortium of Licensed Oakville Pool Builders and the Pool and Hot Tub Council of Canada

Good afternoon,

My name is Bryn Evans and I work with Pioneer Family Pools and am also a resident of Oakville. I am grateful for the opportunity to speak at this information session.

Simply put, we believe this bylaw change will create significant harm and limited good, if any.

### Why?

**Firstly**, an OLS/P.ENG grading plan will cost the Oakville Taxpayer a minimum of \$5,000 in addition to all the other fees the Town requires which in 2023 amounted to close to \$4,000. As of 2023, the Town of Oakville had the most expensive application requirements for a swimming pool installation in all of Ontario. Coincidentally, we've recently learned that one of the fees within this application (the development fee) has now gone up 35% year over year from 2023 to 2024 (also without notice). I would ask any staff at the town of Oakville who worked on this new bylaw, if they lived in Oakville would they feel it is fair to pay almost \$10,000 in order to receive a permit to build a pool in their backyard? As a comparison, the other municipalities that make up Halton are all under \$2,000 including all requirements for a pool permit (Burlington, Milton, Georgetown, Acton). This also comes at a time of a looming recession, higher interest rates, and greater than normal inflation.

**Secondly**, this proposed bylaw will slow down the permit process significantly. In the Town's 'information sheet' it noted this change will speed up the permit process. What the Town fails to include in their assessment of timing is the length of time an OLS or P.ENG will need to prepare a topographical survey, and then grading plan for application submission. This is a minimum 8 weeks before it even reaches the hands of the Town. Quicker turnaround times? I think not, this will at least triple the length of time to complete the overall permit process which in turn will have a massive effect on these seasonal businesses and the Oakville tax payers.

**Finally**, we are confident this measure will not solve the stormwater issue the Town hopes to address. Grading plans have been used in infill projects for some time, and there are areas of Oakville that continue to flood. There has been no quantitative data or documentation provided by the Town to prove that grading plans are making a difference.

The town of Oakville pool permit process has seemingly now become a "catch-all" to attempt to correct all past and previous issues created on private properties. The town is capitalizing on their resident's desire for a swimming pool as a tool to force corrective property measures unrelated to the installation of a swimming pool. The proposed changes to this process will have a drastic effect on our entire business community!

A consortium of pool and landscape contractors alongside the Pool and Spa Council of Canada and Landscape Ontario met recently to discuss the addition of the grading plan the Town is proposing as part of the site alteration application.

We as a group fundamentally understand that the Town is attempting to mitigate the effects of stormwater and we certainly agree it's an issue that is only getting worse. However, we feel the solution needs to be more collaborative with the stakeholders it effects rather than a top-down approach.

This consortium of licensed pool builders and the Pool and Hot Tub Council of Canada are formally requesting that the Town of Oakville address this complicated issue by deferring the new by-law change and striking a subcommittee to review the issues we have presented. This will create more open dialogue and processes with licensed builders and the Development Engineering department.

Thank you for your time.

# Memo

To: Mayor and Council  
From: Julie Mitchell, Director, Recreation and Culture  
CC: ELT  
Jonathan van der Heiden, Director, Finance  
Vicki Tytaneck, Town Clerk  
Date: March 18, 2024  
Subject: 2024 Budget Direction – Community Special Event Funding – Administration

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## Background

On December 20, 2023 the following motion was approved as part of the 2024 Budget process:

*That a ten thousand dollar (\$10,000.00) allocation to each of the 7 wards (for a total of \$70,000) to support community events in each of those wards be funded one time through the tax stabilization reserve fund and that staff administer the process to allocate funds to community organizations.*

## Comments

This additional one-time funding is intended as a interim measure to alleviate significant cost escalations and additional risk mitigation requirements associated with hosting outdoor community events.

Recreation and Culture staff have been directed to administer the allocation of this funding and have aligned eligibility with the existing Community Assistance Policy MS-SPR-002 and Special Event Permit Fee Assistance Procedure MS-SPR-002-003.

All event organizers who have run an event in the past 5 years will receive a communication outlining the program criteria. There will also be general awareness communication sent through the town's social media channels.

Event applications received by the end of April will be considered for this funding. Eligible events will receive an equal portion of the \$10,000 up to a maximum of \$3,350.

## Program Overview

- Events will be considered for funding in the Ward they are physically occurring in
- BIAs are not eligible for this funding
- Funding is available for outdoor events (indoor are not eligible for this funding)

- For each municipal Ward, applications received after the deadline, will receive funding if there is available funds in the particular Ward
- Event organizers will sign a simple agreement that the funds will be used for the intended purpose
- Eligible events will receive up to a maximum of \$3,350
- Funds will be issued in advance, where feasible
- The town will be recognized as an event sponsor

Event and applicant eligibility

Eligibility	Ineligible
Event is open to members of the public	Restricted access event
Non-profit or similar organizer	Promoting a private business
	Promoting a politician/political party
	BIA funded events
	Religious events

Eligible and Ineligible Expenses

Eligible Expenses	Ineligible Expenses
Park rentals/permits (including insurance)	Organizational operating costs
Food and refreshments	Staff salaries and consulting fees
Furniture rentals (picnic tables, chairs, tents)	Deficit reduction funding and/or accumulated deficits
Audio/visual rentals	Conference or membership fees
Art and craft supplies	Fundraising activities
Security, policing, and first aid costs	Promotion of a political party or politician
Entertainment	Travel and accommodation
Promotion / Advertising of the event	Fireworks
Halton Region garbage bag tags	Single-use plastic products
Green consumables, including paper plates, bamboo and/or wood utensils, reusable cups, garbage/recycling/compost bags.	Capital expenditures (such as the purchase of land, buildings, building renovations, machinery, and vehicles).
	Purchase of alcoholic beverages, tobacco, or cannabis products
	Expenses accruing prior to or not related to the 2024 event

If you have any questions, please contact Julie Mitchell, Director, Recreation and Culture.

# Memo

To: Mayor Burton and Members of Council

From: Jill Stephen - Director, Transportation and Engineering  
Jim Barry – Director & Executive Sponsor – Plan-It Program

Copy: Jane Clohecy, Chief Administrative Officer  
Phoebe Fu - Commissioner, Community Infrastructure  
Neil Garbe – Commissioner, Community Development

Date: April 9, 2024

Subject: Automated Speed Enforcement (ASE) Program Execution Timeline

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The September 18, 2023, staff report outlined an anticipated timeframe for the launch of the ASE program as Q2 2024, with an expectation that all required agreements and system upgrades would be completed before Q2 2024.

Our ASE program is dependent on the ability of the Joint Processing Centre to process our tickets. They have recently indicated to us that they are currently updating their system and will be rolling out ASP in Toronto as of November 1<sup>st</sup>, with our program to follow. Accordingly, our program start will be delayed until late Q4 2024.

Following is a detailed update on the dependent elements necessary to launch the ASE program. In addition, the memo includes an evaluation of two alternatives to implementing the program, neither of which would allow us to deliver ASE any sooner.

## **Dependent Elements to deliver the ASE program**

### **1. Development of Ticket Management System:**

#### JPC System Upgrades

The JPC requires upgrades to their processing system for APS tickets which are expected to be complete by November 1, 2024, and will represent the launch of the APS for ASE ticket program by the JPC. JPC management staff have informed Oakville that the JPC will begin issuing ASE tickets under the APS system for Toronto's Transportation Department as of November 1, 2024. After that launch date, the JPC anticipates a short period to stabilize the system and ensure its integrity. Once this is done, the JPC has committed to onboard the Town of Oakville. We anticipate this timeframe to be late in Q4 2024.

As a background, the City of Toronto's Transportation Services Department obtained approval (Appendix A) from their Council on February 7, 2024, to establish an administrative penalties system for Red Light Camera and ASE contraventions under Ontario Regulation 355/22. This report outlines prospective timelines and system upgrade requirements needed to launch the program.

### Ticket Processing Software-Oakville

Ticket processing and adjudication will be completed through the town's current parking and by-law ticket management software. Ticket recipients will be able to pay their ASE ticket in a similar way as parking ticket recipients. Configuration is dependent on final MTO/MAG agreements and integration with the JPC's APS system. Configuration of Oakville's ticket processing system is expected to be completed prior to the JPC's APS program launch on November 1, 2024..

## **2. Agreement Status:**

All municipalities are required to enter into agreements with the Ministry of Transportation (MTO) and the Ministry of Attorney General (MAG) to operate the ASE program under APS legislation.

### MTO Agreement

This agreement governs access to license plate information, outlines record management procedures, and mandates reporting requirements for municipalities. Oakville received the finalized version in late summer 2023. Although this agreement is ready to be signed, the ministry has identified that this agreement must be the last agreement signed before going live with ASE and therefore will remain as pending until just before the ASE program launch.

### Privacy Impact Assessment

A Privacy Impact Assessment (PIA) is a requirement by the MTO prior to launching the ASE program. Through joint efforts with other municipalities, consultation with the Information and Privacy Commissioner of Ontario (IPCO) was completed on August 17, 2023, during which they reviewed a joint PIA. In alignment with IPCO's guidance, the town is actively working on an Oakville-specific PIA to ensure comprehensive compliance with relevant regulations and standards. We expect the PIA to be completed by the beginning of Q3 2024.

### MAG Agreement

This agreement incorporates crucial components such as the formula for calculating the victim's justice fund component of the ASE tickets and the guidelines for completing plate denial procedures. MAG is currently collaborating with the JPC to determine the layout of file numbers. This determination will impact the file upload process for plate denial with the town. We expect this review to be completed May 2024. Once the ticket

file format is completed, the MAG contract can be finalized and executed with the MTO agreement. Staff anticipate the final MAG agreement to be finalized by Q3 2024.

#### JPC Agreement

The JPC is currently in the process of finalizing a new agreement with the partnering municipalities that wish to pursue ticket issuance under APS using requirements contained in new MTO and MAG agreements. It is anticipated this new JPC agreement will be available for signature in Q3 2024.

#### **3. ASE Cameras:**

Arrangement for the lease and delivery of 14 ASE cameras was completed in February 2022. The vendor is holding the cameras for us until all other provincially required agreements, approvals and steps have been completed. We will not be charged for the leases until the cameras are installed.

The cameras will be placed in Community Safety Zones, two in each ward. The locations have been reviewed and provided to the vendor. “Coming Soon” signage will be installed at least 90 days in advance of the deployment of the ASE cameras.

#### **4. ASE By-law:**

An ASE by-law dealing with APS contraventions is required before starting the ASE program. A draft has been prepared pending the finalization of MTO and MAG agreements. The ASE by-law is anticipated to be presented to Council in Q3 2024.

### **Evaluation of Alternative Program Delivery**

The APS for ASE legislation came into force in July 2022 in order to reduce the burden on the court system. **To date, no municipalities are operating ASE under the APS as any launch is contingent on the updates to agreements and JPC processing.** Municipalities who wish to operate under APS are all subject to the same agreement requirements that Oakville is, as outlined above.

Staff have reviewed options for an earlier ASE program start such as setting up an independent processing centre and/or launching the program under current POA regulations.

#### ASE Program under POA Regulations

For municipalities ASE programs operating under POA, ASE tickets are issued by the JPC, however, the adjudication process is managed through the provincial court system. The ability for the other municipalities (Mississauga, Brampton and York Region) to move forward with ASE is due to availability of room in their court system under POA process. For Oakville, the Halton Court Services is already overburdened,

causing a significant delay in offering dispute resolution. Currently, the Town of Oakville is allocated approximately one-half day per month to have all by-law matters for the town reviewed in court at Halton Court Services with no capacity to take on additional matters within this allocation. Therefore, Oakville approach to ASE is to manage the program under APS, not under POA under the Halton Court Services.

### Setting up Oakville's own processing centre

While some municipalities outside of Toronto are starting their own JPCs, these municipalities are planning to operate using POA courts and are further behind Toronto in terms of readiness for using APS. Toronto will have their APS systems ready for November 1, 2024. If other municipalities were to switch to APS, they will not be ready until after Toronto's launch given the interdependency on the execution of MTO and MAG APS agreements.

Staff reviewed the potential of creating our own processing centre or partner with another municipality in a smaller JPC to determine if there were cost savings and ability to introduce ASE earlier in 2024, ahead of Toronto. This scenario would also mean that the town would need to hire Provincial Offences Officers to issue ASE tickets. The town would also require separate approvals from MTO and MAG and another full Privacy Impact Assessment to operate our own processing centre or partner with another. This option will require the restart the agreement process and additional resources and will negatively impact Halton Court system under POA approach. The timeline of joining another municipality or operate our own JPC will not result in the implementation of ASE sooner than Q4, 2024.

### Results

As there is no cost and time savings in establishing our independent processing centre or joining with another municipality, Staff recommend continuing with the Toronto JPC to launch the town's ASE program under the APS approach.

### **Conclusions and next steps:**

Council directed staff to move forward with ASE through APS in October 2021. Since that time, staff have been collaborating closely with key stakeholders to ensure that all required components of the program are in place to launch the ASE program under APS.

Although the journey has been longer than anticipated, the alternative of ticket issuance under the POA is simply not an option given the restricted courtroom availability in Halton Court Services. APS provides a quicker dispute process offering the public quicker resolution to their charges.

The launch of Oakville's ASE program will be delayed until shortly after the JPC goes live with APS for ASE in Toronto on November 1, 2024. **With the anticipated launch of Oakville ASE program in late Q4 2024, the 'Municipal Speed Camera Coming**

**Soon' signs will be installed the last week of August 2024 to comply with the provincial requirement of installing these signs 90 days before activating the ASE cameras.**

Please see below for updated timelines based on the required key milestones to launch the ASE program under APS in Oakville:

<b>Key Milestones</b>	<b>Dates</b>
MTO Agreement	Q3 2024
MAG Agreement	Q3 2024
Coming Soon Sign Installation	Q3 2024
Privacy Impact Assessment (PIA)	Q3 2024
APS for ASE By-law to Council	Q3 2024
JPC's Launch of APS (Toronto)	November 1, 2024
Oakville ASE Program Launch	Late Q4

If the program launch is delayed further, it will be based on delays in readiness by the JPC to issue APS tickets for ASE and/or MTO/MAG agreement execution. Should this happen, staff will assess the impacts to launch the ASE program. Staff will continue to work closely with the JPC and MTO/MAG to ensure we are updated on milestones and any risks to their project timelines.

Appendix A: City of Toronto Council Report ([Administrative Penalty System for Red Light Camera and Automated Speed Enforcement Violations](#))

# Memo

To: Mayor Burton and Members of Council  
From: Planning, Design and Development  
CC: Neil Garbe, Commissioner, Community Development Services  
Date: 11 April, 2024  
Subject: **Persons per Unit (PPU)**

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## What is PPU?

Persons per Unit (PPU) refers to the number of people living in a dwelling unit. PPU is the same as Household Size, the term used by Statistics Canada for Census data. Household Size refers to the number of persons in a private household. A Household refers to a person or group of persons who occupy the same dwelling.

PPU is a statistic that connects population to dwelling units. A PPU factor is one of several assumptions that are needed to determine how many people might be accommodated within a certain gross floor area of a building or group of buildings. Other assumptions in this calculation include average dwelling unit size, floorplate efficiency, and proportion of a building used for non-commercial uses.

## How has high-density PPU in Oakville changed in the last 10 years?

Oakville’s overall PPU or Household Size for high-density housing has slowly been increasing over the last Census periods:

**Household Size for Oakville high density housing over the last 10 years**

Census Year	Average Household Size in Oakville for ‘Apartment in a building that has five or more storeys’
2011	1.70 (rounded to 1.7)
2016	1.71 (rounded to 1.7)
2021	1.75 (rounded to 1.8)



## What PPU is being used for Midtown OPA planning?

Oakville's 2022 Development Charges Background Study (DC Study) indicates a forecast 15-year average PPU for high-density housing of 1.703 persons per unit. High-density housing includes bachelor, 1-bedroom, and 2-or-more-bedroom apartments. It has been adjusted to reflect trends recently experienced in both new and older units. This is the PPU value that is being used in planning for Midtown because the main form of housing expected in Midtown is apartment housing.

PPU values indicated in Oakville's DC Background Study are also used for all master planning and infrastructure planning by the Town of Oakville. This is done intentionally to ensure that there is consistency across all the planning done by the Town. That way the development charges collected by the Town, for example, align with the various capital master plans which provide the community infrastructure that the development charges help to fund.

Staff recognize that the PPU provided in the study is based on 2016 Census data rather than 2021 Census data. Oakville's average household size for apartment housing has risen slightly from 1.71 to 1.75 persons per unit between the 2016 and 2021 Censuses. At the time of finalizing the 2022 DC Study, however, household size data from the 2021 Census was not available for incorporation into the study. When Oakville prepares its next DC Study, it will include updated household size data based on the best Census information available at that time.

## How does Oakville's high-density PPU compare to its neighbours?

PPU or Household Size for high density housing can vary between neighbouring municipalities, as shown below from 2021 Census data. This shows that there can be substantive differences in PPU between municipalities that are located close to, or next to, each other.

**Household Size for high density housing in Neighbouring Municipalities  
(2021 Census Data)**

<b>Municipality</b>	<b>Average Household Size for <i>'Apartment in a building that has five or more storeys'</i></b>
Halton Region	1.7
Burlington	1.7
Milton	1.9
Halton Hills	1.6
Mississauga	2.2
Hamilton	1.8
Toronto	2.0
Brampton	2.2

Vaughan	1.7
Peel Region	2.2

Each municipality has its own unique combination of population demographics, age of housing stock, economic conditions, and other factors that result in varying PPU.

Higher PPUs may reflect demographic preferences for multi-generational households, for example. Higher PPUs can be a result of a greater number of older apartment housing stock in certain municipalities than others. These apartment complexes may generally be able to accommodate a higher number of persons per unit.

Due to this variation, applying a PPU from another municipality to Oakville is not appropriate as the unique combination of factors in those municipalities may not be applicable to Oakville.

### What are Oakville’s forecasted high-density PPUs in the JBPEs?

The Joint Best Planning Estimates for Halton Region (JBPEs) was an exercise undertaken by Halton Region and its local municipalities (Burlington, Halton Hills, Milton and Oakville) to gain an understanding of anticipated future growth within Halton Region to 2051. The JBPEs integrated several studies and local input and remain the most reliable and relevant population and employment forecast for Halton, including Oakville, to 2051. The JBPEs provide an important input into infrastructure and development planning across the region.

The JBPEs provide forecasted PPU factors which were based on the Land Needs Assessment completed as part of Halton Region’s Integrated Growth Management Strategy. The following are the ‘blended’ forecasted PPU factors for all of Halton:

#### PPU Factors from the JBPEs for Halton Region

Year	Low Density	Medium Density	High Density	Overall
2021 to 2031	3.77	2.80	1.84	2.46
2031 to 2041	3.90	2.94	1.99	2.68
2041 to 2051	3.88	2.97	2.02	2.54

It is also possible to derive PPU factors from the JBPEs for specific policy areas within the region. The following are the PPU factors derived for the Midtown Oakville Urban Growth Centre from the JBPEs:

### PPU Factors from the JBPEs for Midtown Oakville

Policy Area	2021 to 2031	2031 to 2041	2041 to 2051
Midtown UGC	1.85	2.06	2.08

### Sensitivity Analysis

Town staff conducted a sensitivity analysis with respect to PPU, as requested by Council, to understand how an increased PPU might affect built form in Midtown.

The JBPEs indicate a forecasted population of 32,472 people by 2051 for Midtown. To estimate how much collective floor area would be needed to accommodate that many people, assumptions need to be made with respect to the following:

- *Unit mix* – the proportion of bachelor, 1-bedroom, 2-bedroom and 3-bedroom units;
- *Average unit size* – based on the unit mix and average sizes of each type of apartment unit;
- *Floor space efficiency* – how much additional floor space is needed in addition to the apartment units for hallways, elevators, stairwells, mechanical rooms, etc.;
- The *amount of non-residential uses* included in a mixed use building that provides space for retail stores, offices, private amenity areas for residents, etc.; and,
- *Persons per unit (PPU)* – to allow a conversion from people to floor area of a unit for the residential floor area.
- *Timing of development to 2051 and beyond* – some forecasted PPU factors are based on specific time periods so assumptions need to be made about how much development will occur in each decade leading to 2051 and beyond.

Once an overall floor area is determined after making the above assumptions, the exercise turns to translating that floor area into built form. This involves another set of assumptions and professional judgements to be made, including:

- What size will the building podium footprint be? The building footprint needs to ensure adequate space is provided for things like:
  - public space and/or private amenity space,
  - vehicle access for residents,
  - service access for garbage collection,
  - areas for deliveries and mail,
  - courtyards,
  - space for passenger drop-off and pick-up, and/or,

- other features.
- How tall will the podium or building base be?
- How slim will the towers be?
- How far will towers and podiums be separated from each other?
- If multiple buildings are located on a site, will they be of the same height or will there be variation in their building heights to contribute to an attractive skyline, and ensure openness to sky views?

The exercise to establish these assumptions, translate them into a built form concept, and estimate its evolution to 2051 and beyond, is the exercise that has been undertaken by the Midtown consultants over the last number of months that culminated in the preferred concept for Midtown and the associated draft official plan policies. To adjust the assumption to PPU requires adjustments to other assumptions which then impacts the answers to the above questions when translating those assumptions into built form.

#### *Key Findings from the Sensitivity Analysis Exercise*

Based on the analysis it was determined that:

- The current Midtown modeling assumes an overall average unit size of 65 square metres (~700 square feet) at a PPU factor of 1.7 persons per unit which results in an estimated overall net residential floor area of 1.24 million square metres to accommodate the Midtown 2051 population in the JBPEs.
- A higher PPU generally results from a unit mix that contains a higher proportion of 2- and 3-bedroom units. This alternative unit mix generally results in a higher overall average unit size.
- When you apply the PPU factors from the JBPEs for Midtown Oakville (shown in a table in a previous section), it was determined that a change to the unit mix with a higher proportion of multi-bedroom units with an increase in overall unit size ranging from 75.2 square (~810 square feet) to 76.6 square metres (~825 square feet) would also produce an overall net residential floor area of 1.24 million square metres by 2051 – albeit with fewer units.

Here is an example unit mix with average unit sizes that could produce an overall average unit size of 76.6 square metres (~825 square feet):

Unit Type	Mix	Average Unit Size
1 bedroom	30%	46.5 sqm (500 sf)
2 bedroom	50%	81.8 sqm (880 sf)
3 bedroom	20%	109.2 sqm (1175 sf)

- In summary, applying a higher PPU factor in Midtown would result in less units required to house an equivalent population in 2051. However, depending on the unit mix and overall average unit size, the higher PPU factor could produce the same overall net residential floor area as the currently applied PPU factor.
- This sensitivity analysis is simply a mathematical exercise and may not reflect what the housing market is able to deliver, as described below.

Other key findings include:

- **Higher PPUs would require a unit mix with a higher proportion of 2-bedroom and 3-bedroom apartment units, which is not likely supportable by the market.** As a result, developers will not likely propose developments with the unit mix needed for a higher PPU.

For example, the cost to purchase a 3-bedroom apartment unit in a mixed-use, high-density development has increased to the point where it is comparable the cost of a 3-bedroom ground-oriented housing unit (e.g. townhouse or detached house). In addition to the purchase price, the apartment unit owner will also need to pay a monthly condominium fee, whereas this is generally not the case for the majority of ground-oriented homes. The majority of households interested in a 3-bedroom dwelling will choose a townhouse or detached house if the price points are similar.

As a result of this and other economic factors, such as increased interest rates, higher construction material costs, and a shortage of skilled trades, market demand for apartment housing is trending towards smaller units in the form of bachelor and 1-bedroom apartment units in high-density development – not larger, multi-bedroom units. This unit mix tends to result in lower PPU.

Attempting to drive PPUs higher in Midtown risks making housing affordability within Midtown a bigger issue than it already is in our current housing market.

- **Higher PPUs do not change the number of people coming to Midtown.** It just means that the same number of people will be living in a given space, which may be a result of affordability, not a lifestyle choice.

- **Higher PPU's are often the result of affordability not policy direction.** As housing becomes less affordable to many households, this can lead to more people living within a dwelling unit (a higher PPU). As a result, however, this may also mean that more households are living in 'unsuitable' housing, meaning that their dwellings contain too few bedrooms to suit the size and composition of their households.

At the same time, retired couples looking to downsize from a large, multi-bedroom house may choose to purchase a larger, multi-bedroom apartment. This may lead to some households being 'overhoused'. These are households whose dwelling units have more bedrooms than required to suit the size and composition of their households. This would then contribute to a lower PPU and may more likely occur in affluent communities where housing affordability is less of a concern for some households.

- **Higher PPU's do not automatically mean that building heights will be lower.** It could mean that building heights remain the same and other positive community benefits are achieved instead:
  - the tower floorplates become smaller, resulting in slimmer towers which allow more sunlight to penetrate to the street level; and,
  - the amount of floor space in a podium could be reduced resulting in:
    - lower podium heights, and/or
    - more space provided at street level for public and/or private amenity area (which could include increased landscaped green space or public gathering space).
- **Policy cannot dictate the number of people that will live in any given unit.** PPU's are the end result of choices made by many different households within their respective economic and social conditions that are outside the control of an official plan. While an Official Plan is based on educated assumptions regarding a variety of factors, including PPU, PPU is not a starting point for the planning of a community.

## Conclusion

Built form – including height and density – is not based on a mathematical equation. Built form is the result of many factors including a responsiveness to the local market for housing, office and other non-residential uses, generating placemaking through activities at grade-level, planning for community amenities within developments, providing a variety of housing types, and ensuring diversity in urban design. Quality urban design generates built form that creates desirable places for people through the achievement of principles including pedestrian focused streets, active uses at-grade

with a high degree of animation, access to sunlight in public spaces and streets, protection of sky views, and attractive skylines. Built form develops and evolves over time as these and other factors change and interact with one another.

Using the forecast PPU identified in the Oakville DC Background Study of 1.7 for high-density units is appropriate for preparation of the Midtown OPA, for several reasons:

- This PPU is consistent with other master planning work within the Town which uses the factors and baseline information provided by the DC Background Study. As described earlier, this helps to ensure consistency between development charges and the community infrastructure master planning that the development charges support.
- There is likely insufficient demand for larger, multi-bedroom units in order to achieve a unit mix in Midtown that would support applying a higher PPU factor to the Midtown OPA modelling.
- The information in the DC Background Study is a relevant basis for the Midtown OPA because this information is based on historical market trends regarding high-density unit mix and based on a PPU that Oakville has historically achieved. As a result, it is intentionally more conservative in its approach than a growth forecast.

# Memo

To: Mayor Burton and Members of Council  
From: Planning, Design and Development  
CC: Neil Garbe, Commissioner, Community Development Services  
Date: 11 April, 2024  
**Subject: Oakville Estimated Population in 2051**

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## **Growth Plan for the Greater Golden Horseshoe**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) is a key provincial tool used to guide where and how growth within Greater Golden Horseshoe should happen.

Schedule 3 in the Growth Plan indicates that Halton Region needs to plan and manage growth for 1.1 million people and 500,000 jobs by the year 2051. The Growth Plan indicates that this is the minimum population and employment that Halton Region needs to plan for.

## **Halton Region Integrated Growth Management Strategy & Land Needs Assessment**

In order to figure out where and how to distribute this planned growth, Halton Region developed an Integrated Growth Management Strategy (IGMS), with the participation of the local municipalities in Halton (Oakville, Burlington, Milton, and Halton Hills).

Part of the IGMS work was a Land Needs Assessment (LNA) that determined how much land would be needed to accommodate the growth required by the Growth Plan. The LNA identified 375,000 people and 180,000 jobs for Oakville by 2051.

Town staff raised concerns, with which Oakville Council concurred (see [Update Report - Regional Official Plan Review, Integrated Growth Management Strategy, January 17, 2022](#)), that the population and employment forecasts in the LNA for Oakville may be underestimating the amount of growth that could be expected for Oakville, particularly in the short term to 2031.

The IGMS and LNA attempted to distribute population by working towards the fixed outcome of 1.1 million people and 500,000 jobs for Halton Region in 2051. A drawback to this approach is that the model did not fully account for the number of residential units

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and anticipated population already being planned for in existing development applications currently under review in Oakville. It was evident from these applications under review that growth was already accelerated beyond what was expected in the LNA.

This also raised the question of when (or if) the anticipated urban boundary expansion in Halton would be required should Oakville realize the anticipated accelerated growth, particularly if the accelerated growth rate continued beyond 2031.

### **Regional Official Plan Amendment 49 (Halton Region Official Plan Review)**

The IGMS and LNA were a foundation for Halton Region's Official Plan update. Regional Official Plan Amendment 49 (ROPA 49) was adopted by Regional Council without 2051 population and employment figures. Regional Council elected to advance growth in Halton to 2051 in two phases:

- for growth prior to 2041, where population and employment growth will be directed to the existing approved urban boundary; and
- for growth between 2041 and 2051, where a clear framework is provided for when and how planned growth will be distributed based on principles of minimizing land consumption, making the most efficient use of land and infrastructure, and achieving other principles of the Growth Plan.

Regional Council directed that the framework for growth between 2041 and 2051 be defined through another Regional Official Plan Amendment prior to, or in parallel with, the next statutory five-year official plan review.

As the approval authority for ROPA 49, the Minister of Municipal Affairs and Housing (Province of Ontario) approved ROPA 49 with forty-five modifications in November 2022, inserting an Oakville population of 349,990 for 2051 into the Regional Official Plan.

Although this decision was pulled back by the Minister through Bill 150, it was later proposed to be reinstated through Bill 162 (currently in second reading). Throughout, the province has not provided any supporting information regarding this population forecast for Oakville. Nor does the 2051 population figure from the province include the Municipal Housing Pledge.

### **Municipal Housing Pledge**

In October 2022, the province requested select municipalities sign a housing pledge. For Oakville, this meant committing to facilitate 33,000 new housing units by 2032. Oakville agreed to this.

The municipal housing pledge does not represent new or additional growth. Rather, it represents a commitment to facilitate accelerated growth to 2032. Some of the growth represented by the municipal housing pledge is growth Oakville would have otherwise experienced. By committing to the municipal housing pledge, Oakville is facilitating growth that would have happened after 2031 to happen sooner than 2031. The municipal housing pledge is an attempt to facilitate a faster growth rate than otherwise anticipated over the next ten years to address the current housing supply crisis.

There is also no requirement in the municipal housing pledge to identify the housing types for these units (i.e. apartments, townhouses, single-detached, etc.). As such, the population to be generated from these units can only be estimated based on where the town is expecting to accommodate future housing. The town's official plan, through Oakville's urban structure, directs the majority of future growth to be accommodated in the town's strategic growth areas (i.e. Midtown Oakville, Uptown Core, Palermo Village, Trafalgar Urban Core, etc.). Apartment units will be the predominant form of future housing in these areas, which typically generate less population per unit than other forms of housing such as single-detached houses or townhouses.

### **Joint Best Planning Estimates (JBPEs)**

Halton Region and the local municipalities then worked on the Joint Best Planning Estimates (JBPE) to further understand where future population growth would be located within the region. This was an important exercise for two reasons:

1. to understand the impact of accelerated growth resulting from the Provincial Housing Pledge on the 2031-2051 timeframe; and,
2. to ensure that servicing capacity (water, sanitary and streets) will be available for those areas.

The JBPEs integrated several pieces to gain a better understanding of anticipated future growth within the region, including:

- the LNA from the IGMS,
- the municipal housing pledges,
- the local urban structures (i.e. where and how each local municipality is planning to accommodate future growth), and,
- the development applications recently approved and under review within local municipalities.

It is now evident from the JBPE exercise that Halton Region will experience faster growth than the targets identified in the Growth Plan (which are intended to be

minimums and the expectation is that municipalities will exceed these values) as well as the LNA prepared as part of the IGMS.

The JBPEs identify that Oakville is not the only local municipality in Halton that is, or will be, experiencing growth that is arriving quicker than anticipated by the IGMS and previous LNA. Based on the JBPEs, Halton is now expected to have a forecasted population of 1.39 million people in 2051. Oakville's share of that is 442,941 people in 2051.

The revised population figures in the JBPEs represent accelerated growth, rather than additional growth. This is growth for Halton and Oakville that would have otherwise come after 2051. It is now anticipated to arrive earlier (i.e. before 2051) due to the accelerated pace of population growth happening throughout Halton and the GTA generally.

Oakville is not anticipated to grow faster than its neighbours in Halton. Over the last couple of decades, Oakville has represented approximately 35% of the population of Halton Region. Oakville will continue to maintain this proportion with approximately 32% of Halton's population in 2051, as indicated in the JBPEs.

### **The Danger of Underestimating Growth**

The JBPEs remain the most reliable and relevant population estimate for Halton and Oakville to 2051.

It is vital to avoid underestimating the growth being anticipated as this jeopardizes the ability for Halton Region and the local municipalities to finance the hard and soft infrastructure to support the growth that is coming. Hard and soft infrastructure includes parks, roads, water and wastewater servicing, storm water management, libraries, schools, fire and emergency services, healthcare, and community centres.

Some of the dangers of under-planning for growth include:

- Master plans and budgets based on artificially low growth numbers, resulting in a shortage of community services, infrastructure and parks/open spaces;
- Growth funding tools may not be collecting appropriately for the land and infrastructure needed, and would require updates. This could result in delays to the key infrastructure required to support growth, impacts to service levels, and/or impacts to property taxes;
- Risk of increased appeals to the Ontario Land Tribunal, whose cumulative decisions would govern development within the town, rather than having development that is directed by the Official Plan and town master planning;
- An endless cycle of attempting to “catch up” to development pressures; and,

- A loss of control of the town's vision for well-planned growth.

Ultimately, under-planning for growth will put the town in an undesirable position of being unable to secure the infrastructure and services for a complete community. The experiences of other comparator Urban Growth Centres across the Greater Toronto and Hamilton Area are cautionary tales.

One of the best ways to ensure that Oakville is not under-planning for anticipated growth is by planning for growth that is anticipated to come, rather than putting the municipality at risk by planning only for a minimum target if we expect more is coming.

# Memo

To: Mayor Burton and Members of Council  
From: Planning, Design and Development  
CC: Neil Garbe, Commissioner, Community Development Services  
Date: 11 April 2024  
**Subject: Urban Growth Centre (UGC) comparators to Midtown Oakville**

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## Comments

This memo responds to a request out of the February 27, 2024 Special Council meeting seeking Urban Growth Centre (UGC) comparators where located adjacent to a GO station. The comparators identified do not have subway stations.

Municipalities, regardless of the stage of their policy regime, continue to receive development applications within their UGCs for OPAs three to four times the maximum heights or densities permitted per their in-effect Official Plans. For example:

- The City of Oshawa received a [2023](#) OPA/ZBA application for a 21 storey development within the UGC (maximum permitted: 8 storeys).
- The City of Markham received a [2020](#) OPA/ZBA application for multiple towers up to 55 storeys within the UGC (maximum permitted: 15 storeys).

These examples highlight the increasing level of development interest in UGCs that has exceeded municipalities' expectations and resulted in development intensity that was not appropriately planned for when Official Plans were initially developed. Few municipalities have fully updated their Plans to respond to recent provincial policy changes that impact UGCs and Protected Major Transit Station Areas (PMTSAs). Bill 150, the *Official Plan Adjustment Act, 2023* passed in the Legislature on December 5, 2023 permits municipalities to implement maximum heights and densities in PMTSAs.

Municipalities are in the process of updating their Plans. The City of Brampton brought a report to their Planning and Development Committee on April 8, 2024 proposing modifications to the OP's MTSA policies to implement maximum heights and densities, and locations for unlimited heights and densities, as appropriate. Most UGCs – like Midtown Oakville - are at various stages of updating their Plans to recalibrate the original policy visions to conform with provincial policies, and to appropriately plan for growth and deliver components of a complete community.

**Table 1: Urban Growth Centre (UGC) Comparators to Midtown Oakville**

UGC Comparator	Ha	Gross Planned Density (to 2051)	Height / Density Permissions & Date of OPA Adoption
Downtown Burlington	86 Ha	284 P+J/Ha	<p><b>Minimum Height:</b> 2 storeys (in-effect).</p> <p><b>Maximum Height:</b> 30 storeys (in-effect). Maximum 45 storeys (proposed OPA &amp; CPP By-Law pending 2024 Council decision). No maximum on 'Urban Employment' lands.</p> <p><b>Minimum FSI:</b> N/A (in-effect).</p> <p><b>Maximum FSI:</b> 4 FSI (in-effect).</p> <p><b>Date of OPA Adoption:</b> Council adopted on April 26, 2018. Region approved November 30, 2020. Proposed OPA &amp; CPP By-Law pending decision.</p>
Downtown Milton	139 Ha	200 P+J/Ha	<p><b>Minimum Height:</b> 4 storeys (in-effect).</p> <p><b>Maximum Height:</b> 33 storeys (in-effect).</p> <p><b>Minimum FSI:</b> 2.0 FSI (in-effect).</p> <p><b>Maximum FSI:</b> 6.0 FSI (in-effect).</p> <p><b>Date of OPA Adoption:</b> Adopted by Council in August 1996. Approved by the Region in 1997.</p>
Downtown Brampton	92 Ha	580 P+J/Ha	<p><b>Minimum Height:</b> 4 storeys (in-effect).</p> <p><b>Maximum Height:</b> No maximums (in-effect). Major Transit Station Area (MTSA) policies through Brampton's new OP, adopted November 1, 2023 has unlimited height and density for all MTSA's.</p> <p><b>Minimum FSI:</b> N/A.</p> <p><b>Maximum FSI:</b> No maximums (in-effect). MTSA policies through Brampton's OP (2023) has unlimited height and density for all MTSA's.</p> <p><b>Date of OPA Adoption:</b> November 1, 2023.</p>

<b>UGC Comparator</b>	<b>Ha</b>	<b>Gross Planned Density (to 2051)</b>	<b>Height / Density Permissions &amp; Date of OPA Adoption</b>
Downtown Oshawa	106 Ha	310-350 P+J/Ha	<p><b>Minimum Height:</b> 4 storeys (in-effect).</p> <p><b>Maximum Height:</b> 25 metres (82 feet), or 8 storeys.</p> <p><b>Minimum FSI:</b> N/A.</p> <p><b>Maximum FSI:</b> FSI of 3.0 (with exception of the Central Oshawa Transportation Hub (FSI of 2.5)).</p> <p><b>Date of OPA Adoption:</b> City Council adopted June 17, 1985. Approved by Region on November 20, 1985. Approved by Minister on February 12, 1987 with modifications. OP consolidation: December 2023.</p>
Downtown Pickering	67.5 Ha	200 P+J/Ha	<p><b>Minimum Height:</b> 3 – 16 storeys (in-effect).</p> <p><b>Maximum Height:</b> 37 storeys (in-effect).</p> <p><b>Minimum FSI:</b> 0.75 FSI (in-effect).</p> <p><b>Maximum FSI:</b> 5.75 FSI (in-effect).</p> <p><b>Date of OPA Adoption:</b> 1997 (first adopted); March 2022 (current OP adopted).</p>
Downtown Hamilton	105.1 Ha	500 P+J/Ha	<p><b>Minimum Height:</b> 2 storeys except for Pedestrian Focus Streets (minimum 3 storeys) (in-effect).</p> <p><b>Maximum Height:</b> 30 storeys (in-effect).</p> <p><b>Minimum FSI:</b> N/A</p> <p><b>Maximum FSI:</b> N/A</p> <p><b>Date of OPA Adoption:</b> July 9, 2009. Effective as of August 16, 2013 except for policies, schedules &amp; appendices under appeal.</p>
Downtown Mississauga (City Centre)	37.8 Ha	400 P+J/Ha	<p><b>Minimum Height:</b> 3 storeys (OPA 143 Region of Peel approved on April 11, 2024).</p> <p><b>Maximum Height:</b> Mississauga's MTSA OPAs 143 and 144 were approved by the Region of Peel on April 11, 2024, introducing height maximums (35 storeys).</p>

UGC Comparator	Ha	Gross Planned Density (to 2051)	Height / Density Permissions & Date of OPA Adoption
			<p>Previous approval of the three mixed use towers (61, 61 and 81 storeys) in City Centre, part of the Downtown Mississauga Master Plan, was under the previous City Centre District policy regime (OPA 20) and the implementing zoning (Zoning By-Law 0005-2001), adopted by City Council on January 17, 2001. OPA 20 and the implementing zoning removed any limits to density or height within most of City Centre.</p> <p><b>Minimum FSI:</b> Individual development proposals within a PMTSA do not need to meet the minimum 1.0 FSI (OPA 143 – Region approved April 11, 2024).</p> <p><b>Maximum FSI:</b> N/A</p> <p><b>Date of OPA Adoption:</b> MTSA OPAs 143 &amp; 144 were Region approved April 11, 2024).</p>
Downtown Kitchener		225 P+J/Ha	<p><b>Minimum Height:</b> N/A</p> <p><b>Maximum Height:</b> In-effect OP notes that generally no building will exceed:</p> <ul style="list-style-type: none"> <li>a) 10 storeys or 32 metres on lands designated Mixed Use identified as a City Node or a Community Node.</li> <li>b) 8 storeys or 25 metres on lands designated Mixed Use as an Urban Corridor.</li> <li>c) 4 storeys or 14 metres on lands designated Mixed Use identified as a Neighbourhood Node.</li> </ul> <p>Proposed changes to building heights within Kitchener’s Strategic Growth Areas (SGAs):</p> <ul style="list-style-type: none"> <li>SGA A: no building will exceed 8 storeys.</li> <li>SGA B: no building will exceed 25 storeys.</li> <li>SGA C: no maximum building heights.</li> </ul> <p><b>Minimum FSI:</b> 1.0 for City Centre District within Downtown Kitchener UGC (in-effect).</p> <p><b>Maximum FSI:</b> 3.0 FSI within City Centre; 7.5 FSI maximum for lands within ‘Multi-Modal Transit Hub’, both in UGC (in-effect).</p>

UGC Comparator	Ha	Gross Planned Density (to 2051)	Height / Density Permissions & Date of OPA Adoption
			<b>Date of OPA Adoption:</b> June 30, 2014. OP consolidation: April 27, 2023.
Uptown Waterloo		200 P+J/Ha	<p><b>Minimum Height:</b> 2 storeys (in-effect).</p> <p><b>Maximum Height:</b> 25 storeys on lands designated High Density (in-effect).</p> <p><b>Minimum FSI:</b> N/A</p> <p><b>Maximum FSI:</b> N/A</p> <p><b>Date of OPA Adoption:</b> 2012. OP consolidation: February 2024.</p>
Markham Centre		250 P+J/Ha	<p><b>Minimum Height:</b> 3 storeys (in-effect).</p> <p><b>Maximum Height:</b> 15 storeys (in-effect).</p> <p>Draft Markham Centre Secondary Plan Update (2023) proposes maximum heights within UGC of up to 40 storeys (on lands designated mixed use high rise).</p> <p><b>Minimum FSI:</b> N/A</p> <p><b>Maximum FSI:</b> FSI 3.0, or heights / densities as otherwise specified in Area Specific Plan (in-effect).</p> <p>Draft Markham Centre Secondary Plan Update (2023) proposes maximum density per block up to 10.0 FSI.</p> <p><b>Date of OPA Adoption:</b> December 10, 2023. Region approved June 12, 2014. City appealed new OP to the OMB. Partial Approval Order issued by the OMB and updated by the LPAT on April 9, 2018. Until a Tribunal decision to approve all or part of the new OP, the 1987 OP must be used.</p>

# Memo

To: Mayor, Members of Council  
From: Adrian Kawun, Director, Oakville Transit  
Date: April 16, 2024  
Subject: Oakville Transit - Ride On-Demand Service Expansion Communication Launch

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At the September 18, 2023, Council meeting, Oakville Transit staff presented the Ride On-demand 2024 Transit Expansion Plan which identified the following:

- Staff have been planning Ride On-Demand as an extension of conventional and specialized transit services.
- Ride On-Demand transit services are a cost-effective way to deliver transit in areas of low transit demand.
- Ride On-Demand transit services are designed to be more flexible by providing a shared-ride service for customers.
- The service is flexible as customers will be able to request a ride at any time during operating hours, travel from any address to another or to transit hubs in a designated zone, and transfer to other conventional Oakville Transit services.

Oakville Transit implemented Ride On-Demand transit services in 2022 as a pilot in select areas of north and southeast Oakville which have been successful. Through valuable Ride On-Demand operating and travel pattern insight, staff recommended, at the September 18, 2023, council meeting, the following expansion of Ride On-Demand service within the town:

- Permanently implementing the service in Wards 3 and 7 and phase out Home to Hub service
- Expand Ride On-Demand service to replace Route 26 – Falgarwood
- Expand Ride On-Demand Service to the Bronte Creek neighborhood and replace Route 34 – Pine Glen
- Replace Late Night Service with Ride On-Demand

The above-mentioned Ride On-Demand service changes are planned to be implemented on July 2, 2024. The following communication will be used to notify residents of the Ride On-Demand service beginning June 3, 2024:

- Notices at bus stops
- Notices on bus shelters
- Handout notices on board the bus
- Oakville Transit website
- Posters on all Oakville Transit buses
- Community Advisory
- Oakville Transit's social media channels
- Notice on digital screens, Service Oakville, Community Centres

## Q&A

Q: Will there be any changes to service hours with the introduction of Ride On-Demand?

A: Service hours for Falgarwood and Bronte Creek/Pine Glen area will be Monday to Friday 6:00 am to 7:30 pm. Late Night Service will depart the Oakville GO station at 11:40 p.m., Monday to Friday (except holidays).

Q: How will Oakville Transit transport large groups of customers to the GO stations to connect with the trains in the morning?

A: Limited express service trips to the Oakville GO station will be offered in Falgarwood via conventional bus and some limited express service trips to the Bronte GO station will be offered in the Bronte Creek/Pine Glen via conventional bus

Q: Where are the transit hubs for this new on-demand service?

A: The Transit Hub in Falgarwood will be the Oakville GO station, Trafalgar Road, and Upper Oakville Shopping Centre  
The Transit Hub in Bronte Creek/Pine Glen will be Glen Abby Community Centre and Oakville Trafalgar Memorial Hospital

Q: Will customers be able to transfer to conventional buses at the hubs?

A: Customers will be able to transfer to conventional bus service at the transit hubs. Transfers are free within the two-hour transfer window.

Q: How will customers access this new on-demand service?

A: Customers will use the new Oakville Transit On-Demand mobile app to book their trips. There will be instructions on the website showing how to download the on-demand mobile app from the app store for Apple and Android devices. Customers can also contact the call centre via phone during regular business hours for assistance.

Q: What should customers expect to see when using the new app?

A: Some of the app features will include the ability for customers to set favourite locations on the home screen so trips can be scheduled with just one tap, reserve seats for extra riders travelling with them, and monitor when their ride is on the way to pick them up.

### **Next Steps:**

After the implementation of the Ride On-Demand services noted above, Oakville Transit will be monitoring and reviewing ridership data and trends. Customers and residents are encouraged to contact Oakville Transit customer service should they have any questions regarding the planned changes or transit service in general. Should you have any questions, please feel free to contact Adrian Kawun, Director of Transit, Oakville Transit at [adrian.kawun@oakville.ca](mailto:adrian.kawun@oakville.ca).

# Memo

To: Members of Council  
From: Jane Clohecy, Chief Administrative Officer  
CC: Neil Garbe, Commissioner, Community Development Commission  
Date: April 17, 2024  
Subject: Housing Pledge and Building Faster Fund – Status Update

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## Comments

As outlined in previous updates to Council, town staff continue to engage with representatives from the province’s Ministry of Municipal Affairs and Housing (MMAH) and the Federal Canada Mortgage and Housing Corporation (CMHC) regarding the Housing Pledge, tracking of housing starts, data quality issues and opportunities, and associated provincial funding.

Town staff and Mayor Burton continue to advocate for accurate and timely data to inform provincial policy and funding decisions.

## Background:

In January 2023, the province assigned Housing Targets to municipalities across the province. Oakville’s housing pledge target is 33,000 homes by 2031. In March 2023, Oakville Town Council unanimously approved the Housing Pledge assigned by the province.

In parallel, the province also announced the creation of the Building Faster Fund (BFF), which rewards municipalities for reaching at least 80% of their annual housing pledge target. For Oakville, this means:

- If the town achieves 80% of its annual target, \$7.04 million would be received.
- If the town achieves 100% of its annual target, \$8.8 million would be received.
- If the town surpasses its annual target, \$8.8 million, plus a bonus payment would be received.

While Council approved the Housing Pledge, it has also been made clear that the town’s role in housing is processing and approving housing units, not building homes.

However, the province has chosen to track progress related to the Housing Pledge, based on a metric called Housing Starts, which is reported by the CMHC. According to CMHC, housing starts are counted by enumerators across the country who visit building sites to confirm the start of housing, as determined by “concrete poured for the whole of the footing around the structure”.

### **2023 Housing Pledge Target and BFF:**

As part of the BFF, the province assigned the town a 2023 target of 2,420 housing starts. Based on CMHC’s housing start data, the Town of Oakville had 1,843 housing starts, translating to 76% of its 2023 housing target, and therefore did not qualify for the province’s 2023 BFF funding.

However, town staff also began tracking housing starts using our own internal permitting data, based on the town’s first inspection. First inspections are conducted by the town’s Building Inspectors, who visit every site when construction begins (i.e. ready to construct footings), in alignment with the Building Code. The town’s first inspection data showed there were 2,701 housing starts in 2023, surpassing our 2023 housing target, and qualifying the Town and its residents for BFF funding.

Given this significant discrepancy, town staff engaged with CMHC to understand the differences between the two data sources. The cross-analysis suggested:

- CMHCs methodology results in a lag in counting housing starts, compared to Oakville’s first inspection. The lag was typically 2-3 months. However, this timing was not consistent, and in some cases, was much longer.
- A subset of housing starts was not being counted by CMHC. This included accessory dwellings (i.e. basement apartments). This oversight was the result of CMHC not understanding the way Oakville tracks and reports building permits for conversions/accessory dwellings.
- Examples existed where CMHC counted a housing start that was not yet tracked in town permitting data; CMHC suggested this may occur when an enumerator is driving by a sees a construction site starting, adding it to the count and resulting in further inconsistencies in the data.

Due to this engagement and analysis, CMHC requested that Town of Oakville staff produce a customized monthly building permit report to inform their enumeration efforts. This report will more accurately inform CMHC’s housing start enumeration and ensure all applicable housing starts are counted. The first of these customized reports was provided to CMHC on April 4, 2024.

In parallel to staff engagement, Mayor Burton and CAO Jane Clohecy engaged in significant advocacy with a range of representatives from both the provincial government and the CMHC. Advocacy has focused on key messaging that:

1. Oakville surpassed its 2023 housing target and should receive 2023 BFF funding.
2. If the province is using housing starts for tracking the Housing Pledge and BFF, a municipality's first inspection data is the most accurate and timely data source.
3. CMHC has acknowledged they did not count a subset of housing starts (i.e., accessory dwellings). CMHC should restate its housing starts to include these numbers.
4. In 2023, Oakville had 167 housing starts for accessory dwellings that were not counted by CMHC. If these housing starts are included in the provincial tracking, the Town of Oakville achieved 83% of its 2023 housing target and is therefore entitled to receive 2023 BFF funding.

To date, CMHC has not restated its 2023 housing start numbers. The province has continued to actively engage on this issue and is committed to enhancing data quality going forward. The province is currently maintaining the use of CMHC's 2023 housing start counts, while working with both municipalities and CMHC to better understand data quality issues and opportunities for improvement.

Given this, the town has not received 2023 BFF funding; however, engagement and advocacy are ongoing.

### **Housing Pledge and BFF Going Forward:**

The provincial BFF is a multi-year fund, with annual targets and funding available to municipalities in 2024 and 2025, respectively.

- In 2024, Oakville has a BFF target of 2,750 housing starts.
- In 2025, Oakville has a BFF target of 3,300 housing starts.

The province's tracking towards BFF targets can be found here: [Tracking housing supply progress | ontario.ca](https://www.ontario.ca/en/track-housing-supply-progress).

Given this, it is essential that the Town of Oakville, alongside other municipalities, continue to advocate for accurate and timely data to inform policy and funding decisions. For the Town of Oakville, it is critical that residents receive the provincial funding they deserve.

## **Oakville's Leadership Role in Data and Reporting:**

The Town of Oakville has recently launched the Oakville Data Hub ([Oakville Data Hub](#)) which includes a dashboard tracking progress of the Housing Pledge ([Housing Pledge \(oakville.ca\)](#)). The Housing Pledge dashboard will further enhance openness and transparency by publicly reporting on a range of metrics and data sources relevant to the Housing Pledge. The Town of Oakville data included in the Housing Pledge dashboard is updated daily, to ensure timely and accurate information is available.

Efforts to date have illustrated that ongoing tracking of housing starts, and comparison of various data sources has been essential in identifying data quality issues and opportunities for improvement. Town staff have been leaders amongst municipalities in this undertaking.

As a result of Oakville's work, a number of neighbouring municipalities have reached out to town staff to understand our approach to tracking, and lessons learned from our ongoing engagement with CMHC and the province.

The Association of Municipalities of Ontario (AMO) is also taking a leadership role to advocate for use of high-quality, timely data and bring a united voice forward. The province has suggested Town of Oakville staff are included in the AMO working group going forward.

The town is committed to continue advocating for high quality and timely information to inform policy and funding decisions.

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>MAYOR AND MEMBERS OF COUNCIL</b>						
				No Items		

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>CAO</b>						
<b>1.0 CAO's Office</b>						
1	Regional Governance Review					See Strategy, Policy and Communications Department Item 3.
<b>1.1 Strategy, Policy and Communications Department</b>						
1	Town of Oakville Council Strategic Plan and 2023–2026 Action Plan	Council 07/11/2023	Strategic Initiatives and Communications	2. That staff report back on how green space is measured.	TBD	
2	Climate Emergency Declaration Progress Report	Council 07/11/2023	Strategic Initiatives and Communications	2. That staff explore a ban on small powered gas equipment including but not limited to, leaf blowers, lawn mowers, trimmers and edgers as a priority project in the update to the community energy strategy and options to reduce the need to use those forms of equipment.  3. That staff report on the operation, success and progress of the Guelph local improvement charge program.	TBD	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
3	<b>Request for Report</b> Regional Governance Review		Strategy, Policy and Communications (CAO's Office)	<p>WHEREAS Regional Governance review by the Province has begun and is moving quickly; and</p> <p>WHEREAS the Public and Council require fulsome fact-based information on the potential impact a change in our governance model may have on our finances, services, current priorities and future.</p> <p>THEREFORE staff be directed to prepare a report forthwith on best practices in municipal governance including finances and debt level, potential service changes and service level changes and possible risks in consultation with our Regional Government, and provide it to Council at the next Council meeting.</p>	4th quarter 2023	Update report from CAO's Office to Council November 20, 2023.
4	Draft Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024–2028	Council 12/18/2023	Strategy, Policy and Communications	2. That staff consult the community on the draft plan in the first quarter of 2024 and report back to Council in the second quarter of 2024, with a final Inclusion, Diversity, Equity and Accessibility Multi-Year Plan, 2024–2028 incorporating comments received from Council at its December 18, 2023 meeting and comments received from the community.	2nd quarter 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>COMMUNITY SERVICES COMMISSION</b>						
<b>2.0 Commissioner of Community Services</b>						
				No items		
<b>2.1 Oakville Fire Department</b>						
1	<b><u>Request for Report</u></b> Immobility Fire Emergency Escape Plans	Council 01/27/2020	Oakville Fire	That staff report back on the creation of a safety protocol for homeowners/tenants in private residences where they are unable to self-evacuate. That the report includes, but is not limited to, a communication strategy developed in partnership with community agencies serving vulnerable populations on how to develop a personal fire emergency escape plan, information on current subsidies available for renovations, creation of a registry for dwellings that have residents with mobility issues.	3rd quarter 2024	
2	<b><u>Request for Report</u></b> Options for Enhanced Fire Station Signage	Council 05/25/2022	Oakville Fire	That staff report on options for enhanced signage in front of our fire stations to indicate stopping is prohibited for safe egress of the fire vehicles.	2nd quarter 2024	
<b>2.2 Oakville Public Library</b>						
				No items		

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>2.3 Parks &amp; Open Space Department</b>						
1	Marina Facility at Bronte Harbour - Oakville Harbours Section	CSC 06/12/2012	Parks and Open Space	1. That the report from the Parks and Open Space department, dated May 22, 2012, entitled Marina Facility at Bronte Harbour - Oakville Harbours Section, be received; 2. That the continued operation of the Marina Facility at Bronte Harbour be approved as identified in Option 1 of the staff report; and 3. That staff be requested to conduct a further analysis of the marina facility in Bronte Harbour in five (5) years and at that time, provide recommendations for the continued operation of the marina facility.	TBD	Parks will report back as part of the Harbours Master Plan.
1	Modifications to Leash Free Area in Post Park	CSC 11/09/2015	Parks and Open Space	8. That staff undertake a review on the hours of use for leash free areas and return to Council no later than 2nd quarter 2016; and	2nd quarter 2024	In progress. Memo to Council Information is coming forward.
3	Five Year Review of the 2012 Parks, Recreation and Library Facilities Master Plan	Special Council 05/02/2017	Parks and Open Space	3. That staff develop and report back on a Parks and Open Space Strategy.	2nd quarter 2024	In progress.
4	Oakville Yacht Squadron License at 97 Forsythe Street	ASC 02/20/2018	Parks and Open Space	That staff review and discuss options for the creation and operation of a waterfront attraction or destination or feature with the Oakville Yacht Squadron and potentially other third parties and that the proposal be a recommendation under the forthcoming Harbours Master Plan.	4th quarter 2024	Staff will report back as part of the Harbours Master Plan.

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
5	<b><u>Request for Report</u></b> Maintenance and Design Standards for New and Existing Walkways	Council 09/23/2019	Engineering and Construction; Roads and Works Operations; Parks and Open Space	That staff report on the maintenance and design standards for new and existing walkways including standards for widths, construction, fencing, lighting, safety and security, plantings and landscaping, winter and summer seasonal maintenance and the process for interacting with abutting landowners when changes to walkways occur.	3rd quarter 2024	Reallocated this item to the Community Services Commission - Parks and Open Space from Community Infrastructure Commission.
6	<b><u>Request for Report</u></b> Relocation of TOWARF Headquarters	Council 04/26/21	Parks and Open Space	That staff report back to Council on the relocation of TOWARF Headquarters and operations.	2nd quarter 2024	
7	<b><u>Request for Report</u></b> Sunningdale Tennis Court	Council 05/25/2022	Parks and Open Space	That staff report back on the feasibility and options for the acquisition, leasing, or other forms of acquisition or for entering into an agreement for the management of the Sunningdale Tennis Court located at Sunningdale Public School as a town facility from the Halton Distract School Board with the goal of keeping it open to the public and repairing and maintaining it in accordance with the standards offered at other Town owned and operated tennis courts.	4th quarter 2024	
8	<b><u>Request for Report</u></b> Potential Park Uses for McCraney Reservoir Park	Council 8/9/2022	Parks and Open Space	That staff report on potential park uses of the McCraney Reservoir Park upon completion of the Region’s Master Plan for the McCraney Reservoir.	4th quarter 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
9	Region Pumping Station in Bronte Beach – August 9, 2022	Council 8/9/2022	Parks and Open Space	<p>2. That in using a <i>build back better</i> approach, the Region be requested to cost share with the planned Town Phase 2 improvements at Bronte Beach Park that will incorporate the pumping station in a plan that benefits the residents of Oakville.</p> <p>3. That staff report back to Council once discussions have been completed.</p>	4th quarter 2024	
10	TOWARF Vessel Replacement	Council 02/27/2023	Parks and Open Space	2. That Council requests staff to bring back a business plan, in consultation with key stakeholders, with recommendations to ensure the long-term financial viability of Harbours. The recommendations will include the fee requirements to ensure all Harbours infrastructure is maintained in a state of good repair and funding is available to replace all Harbours assets at the end of their useful life, including the current and future replacement TOWARF vessels and fund the new vessel through reserves.	2nd quarter 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
11	Fishing from Town Parkland Update	Council 04/24/2023	Parks and Open Space	2. That Council approve an evening fishing pilot program as outlined within the report and staff report back to Council Q1 2024.	2nd quarter 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
12	<b><u>Request for Report</u></b> 48 Bronte Road	Council 11/20/2023	Parks and Open Space	<p>Staff be directed to report on the potential public ownership of the former Greb Property in order to address such issues as:</p> <ol style="list-style-type: none"> <li>1. Potential threats to this section of the Bronte Creek due to extreme weather events/flooding, in consultation with Conservation Halton;</li> <li>2. The role of this property and section of the Bronte Creek to provide protection/climate proofing, reduction in erosion risks and public infrastructure, and loss of top of bank, in consultation with Conservation Halton;</li> <li>3. The strategic role of this property to provide a connection to the Fishermans Park and pier, Bronte Heritage Waterfront Park, the Bronte Inner Harbour lands, with connections to Berta Point and Bronte Beach for recreational purposes in consultation with Conservation Halton and Halton Region;</li> <li>4. A potential role of this property as a cultural heritage landscape and as part of the Harbours portfolio of offerings to boaters and connection to Bronte Road; and,</li> <li>5. The ability to access any available Federal, Provincial, and Regional funding and other programs for climate proofing.</li> </ol>	3rd quarter 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
13	Urban Forest Strategic Management Plan	Council 03/25/2024	Parks and Open Space	3. That staff to report back to Council within three years to assess the impact of recommended canopy cover targets in achieving the goal of 40% canopy cover target by 2057.	TBD	
<b>2.4 Recreation &amp; Culture Department</b>						
1	<u>Request for Report</u> Recovery of Sport in Oakville	Council 05/25/2021	Recreation and Culture	To support the recovery of sport in Oakville and maximize the use of indoor and outdoor sport facilities, Council requests that staff conduct a review of the Town’s Facility Allocation Policy in consultation with community sports organizations; and report back to Council on recommended policy updates including municipal policy comparator information, summary of consultation results with community sport organizations, identification of any impacts to sports organization access to town assets and alignment with the town’s Recovery Framework by the end of 2021.	2nd quarter 2024	
<b>2.5 Facilities and Construction Management Department</b>						
				No Items		

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>CORPORATE SERVICES COMMISSION</b>						
<b>3.0 Commissioner of Corporate Services</b>						
				No Items		
<b>3.1 Clerk's Department</b>						
1	Procedure By-law Review	Council 05/29/2023	Clerk's	<ol style="list-style-type: none"> <li>1. That the Budget Standing Committee size and composition be amended to reflect a membership of all Council members, and that a Chair be elected annually.</li> <li>2. That revisions to the Procedure By-law reflecting this change be brought forward to a future Council meeting.</li> <li>3. That the Clerk consider the comments of Council in finalizing the draft procedure by-law for consideration by Council.</li> <li>4. That staff report back with a draft version of the Procedure By-law 2023-066 in June 2023.</li> <li>5. Further revisions to be considered 1<sup>st</sup> quarter 2024.</li> </ol>	1st quarter 2024	<p>Clauses 1 and 2 completed at the Council meeting of June 19, 2023.</p> <p>Consultation to begin 1st quarter 2024 and report to Council 2nd quarter 2024.</p>
<b>3.2 Finance Department</b>						
				No Items		
<b>3.3 Human Resources Department</b>						
				No Items		
<b>3.4 Information Technology Systems</b>						
				No Items		

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>3.5 Legal Department</b>						
1	Deerfield Golf Course Update	Council 9/21/2020	Legal	That staff delay the release of the public tender/RFP for lease proposals for the Deerfield Golf Course until the short term extension with the current tenant expires, and report back to Council with the results of the tender.	4th quarter 2025	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>COMMUNITY DEVELOPMENT COMMISSION</b>						
<b>4.0 Commissioner of Community Development</b>						
				No Items		
<b>4.1 Building Services Department</b>						
				No Items		
<b>4.2 Economic Development Department</b>						
				No Items		
<b>4.3 Municipal Enforcement Services Department</b>						
1	<b><u>Request for Report</u></b> Regulating Pay Day Loan Businesses	Council 9/23/2019	Municipal Enforcement Services	THEREFORE, staff are requested to review opportunities to regulate the number and location of Pay Day Loan businesses as well as determine what other regulatory authority the Town might have to protect consumers from potentially usurious rates and predatory practices and to report back to Council with information and potential methods to regulate these businesses in the interest of consumer protection.	Update report in January 2022  3rd quarter 2024	Resource constraints. To be reviewed as part of Licensing By-law Update in 2024.
2	Expanded Parking Options in Downtown Oakville	CSC 11/11/2019	Municipal Enforcement Services	3. That staff report to Council in the fourth quarter of 2021 on the outcomes of the pilot overnight parking program in downtown Oakville and next steps.	4th quarter 2024	Program is being launched Q2 2022, so no data available for report.  Will be included in Parking Management Strategy.

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
3	<b><u>Request for Report</u></b> Nuisance Noise	Council 9/21/2020	Municipal Enforcement Services	That staff report on options to enhance our noise by-law to better protect Oakville residents from the nuisance noise associated with modified vehicles such as those with modified mufflers or emission control systems including a review of recent work by the City of Mississauga, as part of the 2021 noise by-law review.	2nd quarter 2024 for final report	Interim report for December 4, 2023 Council.  Final report 4th quarter 2023. Report to Planning and Development Council December 4, 2023 on staff authority to engage in further public consultation to seek input on the draft Noise By-law.
4	<b><u>Request for Report</u></b> EV Charging Stations Installed on Lakeshore Road East (Downtown Oakville)	Council 07/05/2021	Municipal Enforcement Services	That staff report on the feasibility, costs, implications and timing of switching out level 1 EV charging stations installed on Lakeshore Road East (Downtown Oakville) with level 3 fast charging stations. And that staff review the implications and considerations of some or all of the costs of installing level 3 chargers being off-set by sponsors.	4th quarter 2024	To be included in the Parking Management Strategy.



#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
7	Notice of Motion: Election Sign Regulations	Council 01/30/23	Municipal Enforcement Services	<p>THEREFORE BE IT RESOLVED THAT:</p> <p>No person shall display an Election Sign at any location other than entirely on private property;</p> <p>No person shall display an Election Sign on private property without the permission or consent of the owner of the property;</p> <p>No person shall display, or permit to be displayed, an Election Sign which is in a state of disrepair so as to be unsafe or unsightly; and</p> <p>THAT staff develop a comprehensive set of rules that ensure signs are installed safely so as not to cause harm or hazard to residents on private property</p> <p>That the motion be referred to staff to undertake community consultation and report back, including legal advice, on the existing by-law regulations and availability of election signage, and options to further regulate and prohibit election signage, including third party elections signs on public property and the resources and cost of implementation.</p>	3rd quarter 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
8	<p><b><u>Request for Report</u></b> Usage of Personal Fireworks in Oakville</p> <p>Sale and Discharge of Consumer Fireworks – Response to Staff Direction</p>	<p>Council 05/29/2023</p> <p>Council 11/20/2023</p>	Municipal Enforcement Services	<p>That staff report in the fall of 2023 on lessons learned from the experiences of Brampton, Caledon and any other municipality that has adopted a firework use and/or sale prohibition. In addition, and in consultation with the Legal Department, provide options to reduce the use of personal fireworks in the community.</p> <p>That Council and staff consult with the public on the use and sale of consumer fireworks and report back to Council in the Fall of 2024.</p>	<p>4th quarter 2023 completed</p> <p>Q3/Q4 2024</p>	<p>Initiated.</p> <p>Report to Council November 20, 2023.</p>
9	<b><u>Request for Report</u></b> Teo's Law	Council 08/15/2023	Municipal Enforcement Services	That staff report back to Council on the feasibility of implementing a by-law for pool safety when hosting guests at their home where there is a unsecured pool present.	TBD	
10	<b><u>Noise By-law Update</u></b>	P and D Council 12/04/2023	Municipal Enforcement Services	That staff be authorized to engage in further public consultation to seek input on the draft Noise By-law attached as Appendix A to the staff report dated November 21, 2023, from Municipal Enforcement Services, and report back with a final version of the Noise By-law by the first quarter of 2024.	Q2 2024	
11	<b><u>Request for Report</u></b> Predatory Towing on Private Property	Council 03/25/2024	Municipal Enforcement Services	Staff be directed to review the private property parking by-law and report back with options by May 2024, or sooner, including removal of towing authority for private property parking offences, to address predatory towing in Oakville.	Q2 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>4.4 Planning Services Department</b>						
1	Midtown Oakville Strategy 2014 and Public Meeting Report, Official Plan Amendment (Livable Oakville) and Zoning By-law Amendment	Special P and D Council 5/27/2014	Planning Services	3. That Planning Services be directed to report back on the implementation initiatives and incentives for Midtown as outlined in the report dated May 13, 2014 (PD-009-14), which includes a Community Improvement Plan, a municipal parking strategy and alternative parkland dedication requirements.	Q4 2025	Report to be completed upon conclusion of OP review.
2	<b>Request for Report</b> Bronte Village Community Improvement Plan	Council 01/26/2015	Planning Services	That staff be requested to report back to Council on the timing and type of Community Improvement Plan, and funding sources, that may be appropriate for Bronte Village following the conclusion of the growth area review and Livable Oakville Plan policy update for Bronte Village.	Q4 2025	Report to be completed upon conclusion of OP review.
3	<b>Request for Report</b> Best Practises for Locating Seniors Residential Developments	Council 04/30/2018	Planning Services	That staff report back to Council on best practice for locating senior’s residential developments in the Town of Oakville. That staff also define the uses occurring within these developments and what additional infrastructure needs may be required to accommodate the needs of the residents.	Q4 2025	As part of the residential policy review in the Official Plan.

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
4	Public Meeting and Recommendation Report – Deferred Items from OPA 34, North West Area and Palermo Village – OPA 37 and OPA 38 – By-law 2021-096 and By-law 2021-097 – July 5, 2021	P and D Council 07/05/2021	Planning Services	4. That Planning staff report back on potential official plan policy updates with respect to parking for the Palermo Village growth area upon completion of the town-wide Parking Strategy.	Q4 2025	
5	Recommendation Report FCHT Holdings (Ontario) Corporation Z.1612.14 and OPA 1612.14 - 271 Cornwall Road and 485 Trafalgar Road – By-laws 2022-051 and 2022-052	P and D Council 05/16/2022	Planning Services	That the site plan for this application be brought to Council for final approval.	TBD	The site plan has not been submitted.
6	North Oakville Driveway Extensions Report for Information	P and D Council 06/7/2022	Planning Services	That the report titled North Oakville Driveway Extensions Report for Information be received and staff report back in 2023 with any recommended changes to the Zoning By-law or process.	Q4 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
7	Council Workshop regarding Implementation of Bill 109 – Amendments to Site Plan Control By-law 2019-114	P and D Council 07/11/2022	Planning Services	That staff arrange for a Council workshop regarding this issue.  (Staff direction)	TBD	
8	<b><u>Request for Report</u></b> Community Planning Permit System	Council 12/19/2022	Planning Services	That staff prepares a report that explores the use of the province’s Community Planning Permit System as a planning tool to help support local priorities while still accommodating growth, including where this has been used in Ontario, its benefits, and where it might be applicable in Oakville as a pilot project.	Q4 2025	
9	<b><u>Request for Report</u></b> Bronte Village Revitalization Comprehensive Plan	Council 03/27/2023	Planning Services	That staff prepare a report outlining the terms of reference, workplan, resources, and timing needed to create a comprehensive and integrated plan to better coordinate the vision, revitalization, and investments in Bronte Village, comparable to the approach taken for the Downtown Oakville Plan, their strategic action plan and associated initiatives.	Q4 2025	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
10	Information Report – Warehousing and Distribution Industries Review (File No. 42.15.61)	P and D Council 06/12/2023	Planning Services	<ol style="list-style-type: none"> <li>1. That this item be referred back to staff to seek additional research from other jurisdictions, identify options for definitions that recognize the difference between warehouses and distribution centres in terms of scale, operational impacts, and best practices in land use compatibility requirements for Q1 2024.</li> <li>2. That this will allow staff to identify implications from the 2023 Provincial Planning Statement, and provide residents a greater opportunity to review and comment to Planning and Development Council.</li> </ol>	Q4 2024	Timing is dependent on consultant availability and co-ordination with OP Review program.
11	Housing Strategy and Action Plan including the Housing Accelerator Fund Application	P and D Council 07/10/2023	Planning Services	<ol style="list-style-type: none"> <li>3. That staff undertake a public engagement program on the Housing Strategy and Action Plan, report back to Council on what was heard, and refine the Housing Strategy and Action Plan, as necessary, in coordination with other ongoing provincial initiatives.</li> <li>5. That staff initiate the necessary work programs required to complete the initiatives outlined for the Housing Accelerator Fund application, including undertaking a Housing Needs Assessment Report.</li> </ol>	Q4 2025	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
12	Housing Accelerator Fund Application Update	P and D Council 01/22/2022	Planning Services	<ol style="list-style-type: none"> <li>1. In support of the Housing Accelerator Fund Application, as advised by Minister Fraser with due regard for heritage conservation and infrastructure capacity and servicing:                             <ol style="list-style-type: none"> <li>a. That staff be directed to bring forward a zoning by-law amendment to permit 4 units per property, as-of-right for Council's consideration within 90 days of the passing of this resolution; and</li> <li>b. That staff be directed to bring forward a zoning by-law amendment permitting 4 storeys within 800m of Sheridan College for Council's consideration within 90 days of the passing of this resolution; and</li> <li>c. That staff be directed to bring forward a zoning by-law amendment for Sheridan College that will bring zoning regulations into alignment with the Town's Official Plan; and</li> <li>d. That staff engage with the Minister of Housing, Infrastructure and Communities as soon as possible on the Ministry's support for inclusion of a 'gentle density strategy' in our Housing Accelerator application. Developing and prioritizing a gentle density strategy would include: identifying a criterion to assess commercial properties near residential communities suitable for conversion to mixed-use, identifying commercial properties that meet this criterion, determining the potential increase in housing supply and housing mix including rental, condos and affordable, a public consultation plan for identified locations, property owner feedback and any regulation changes that would be necessary to support implementation. Further that Town Staff report back to Council on the feedback received from the Ministry.</li> </ol> </li> </ol>	Q2 2024	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
13	Old Oakville Heritage Conservation District – Revised Study	P and D Council 02/05/2022	Planning Services	<ol style="list-style-type: none"> <li>1. That the ‘Old Oakville Heritage Conservation District Revised Study’ as attached in Appendix A to the staff report dated January 23, 2024 and revised in accordance with the memo dated February 5, 2024 from Planning Services, be approved.</li> <li>2. That staff be directed to continue work on the Old Oakville Heritage Conservation District Update to create a revised Plan and Guidelines.</li> </ol>	TBD	
14	White Paper: Planning Act Tools to Facilitate Development of Affordable Housing	P and D Council 03/18/2024	Planning Services	<ol style="list-style-type: none"> <li>2. That staff initiate and undertake work programs in an efficient, and where possible, concurrent manner to investigate, and if deemed appropriate, implement the following <i>Planning Act</i> tools:                             <ol style="list-style-type: none"> <li>a. Inclusionary Zoning within Protected Major Transit Station Areas;</li> <li>b. Community Planning Permit System within Midtown Oakville and with opportunity to do so in other parts of the Town; and</li> <li>c. Community Improvement Plan to incentivize affordable housing across the Town.</li> </ol> </li> </ol>	TBD	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
15	Parks & Open Space Strategy: Town of Oakville Parks Plan 2031 and Parkland Dedication By-law 2024-034	P and D Council 04/08/2024		4. That prior to the finalization of the Land Acquisition Strategy, Staff continue to monitor land acquisition opportunities within the town’s Strategic Growth Areas, and where acquisition supports community and infrastructure needs, staff will present options to Council for consideration.	TBD	

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
<b>COMMUNITY INFRASTRUCTURE COMMISSION</b>						
<b>5.0 Commissioner of Community Infrastructure</b>						
				No Items		
<b>5.1 Transportation and Engineering Department</b>						
1	Traffic Calming and Speed Limit Review	CSC 06/17/2019	Engineering and Construction	8. That staff report to a future Community Services Committee meeting on the advisability of encouraging use of the Local Improvements tool for traffic calming where the warrants are not met but residents still desire traffic calming.	September 16, 2024	To be included in the next annual Neighbourhood Traffic Safety Program Update Report.

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
2	<b><u>Request for Report</u></b> Stormwater Management Standards for Ditches and Culverts	Council 05/25/2020	Transportation, Engineering and Development; Strategy, Policy and Communications	<ol style="list-style-type: none"> <li>1. That staff report on what the stormwater management standards are for ditches and culverts in residential areas including the design standards for depth, width and slope of ditches, the accepted materials in ditches such as plantings, stones or retaining walls, the process for property owners to make any changes to adjacent ditches as well as water retention and conveyance standards for ditches.</li> <li>2. That staff update the Town of Oakville web site to include this information in a user friendly and accessible format.</li> <li>3. That staff report on options, such as the use of a standard leaflet distributed to property owners, to improve proactive communications about the Town’s standards, maintenance plans and upcoming works for stormwater ditches and culverts particularly on residential streets including for regular inspections.</li> </ol>	<p>September 16, 2024</p> <p>September 16, 2024</p> <p>September 16, 2024</p>	Report: Stormwater Management for Ditches and Culverts
3	<b><u>Request for Report</u></b> Opportunities to allow sports activities on local residential streets in Oakville	Council 11/7/2022	Transportation and Engineering	That staff report to Council on opportunities to allow sports activities (i.e. road hockey, basketball or similar activities) to take place on local residential streets in Oakville, and that the report identify any by-law amendments or other changes that would be required to allow for these activities to happen.	June 17, 2024	Report: Sports Activities on Municipal Roads

#	Item	Date of Meeting	Dept. Responsible.	Outstanding	Expected Report Back Date	Status / Explanation
4	<b>Request for Report</b> Traffic Calming on Loyalist Trail	P and D Council 12/05/22	Transportation and Engineering	That staff report back related to traffic safety on Loyalist Trail following assumption of the road.	Q3 2024	
5	<b>Request for Report</b> Streetscape Improvements	Council 02/27/23	Transportation and Engineering	That staff report on options to improve the streetscapes on arterial and collector roads.	Q4 2025	
<b>5.2 Roads and Works Operations Department</b>						
				No Items		
<b>5.3 Oakville Transit</b>						
				No Items		
<b>5.4 Asset Management</b>						
	Rainwater Management Financial Plan, Stormwater Fee Development and Consideration of Green Stormwater Infrastructure	Council 09/18/23	Asset Management	1. That staff report back in 2024 with an update on the recommended stormwater fee structure and implementation plan.	Q4 2024	Report: Rainwater Management Financial Plan and Stormwater Funding Options



OAKVILLE

**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2024-059**

A by-law to dedicate certain land as part of public highway (Block 35, Plan 20M-1247 – Milland Drive; Block 36, Plan 20M-1247 – Tanbark Avenue; Block 37, Plan 20M-1247 – Anson Gate; Block 38, Plan 20M-1247 – Lane 181; Block 39, Plan 20M-1247 – Wheat Boom Drive)

**COUNCIL ENACTS AS FOLLOWS:**

1. That certain parcel of land more particularly described in Paragraph 1 in Schedule “A” attached hereto is hereby declared to be part of a public highway, namely Milland Drive.
2. That certain parcel of land more particularly described in Paragraph 2 in Schedule “A” attached hereto is hereby declared to be part of a public highway, namely Tanbark Avenue.
3. That certain parcel of land more particularly described in Paragraph 3 in Schedule “A” attached hereto is hereby declared to be part of a public highway, namely Anson Gate.
4. That certain parcel of land more particularly described in Paragraph 4 in Schedule “A” attached hereto is hereby declared to be part of a public highway, namely Lane 181.
5. That certain parcel of land more particularly described in Paragraph 5 in Schedule “A” attached hereto is hereby declared to be part of a public highway, namely Wheat Boom Drive.
6. Schedule “A” forms part of this By-law.

PASSED this 29th day of April, 2024

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MAYOR

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CLERK

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**Error! Reference source not found.**

SCHEDULE "A"

1. Block 35, Plan 20M-1247; Oakville
2. Block 36, Plan 20M-1247; Oakville
3. Block 37, Plan 20M-1247; Oakville
4. Block 38, Plan 20M-1247; Oakville
5. Block 39, Plan 20M-1247; Oakville



OAKVILLE

**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2024-064**

A by-law to dedicate certain land as part of a public highway (Blocks 302, 309, 310, 311, 312, 313, 314, 315, Plan 20M-1270, Blocks 123, 124, 125, 126, 127, Plan 20M-1253, Blocks 66, 67, Plan 20M-1235, Blocks 157, 158, Plan 20M-1229, Block 34, Plan 20M-1247 – Wheat Boom Drive, William Cutmore Boulevard, Lynx Gardens, Pelican Passage, Loon Lane, Peony Path, Hydrangea Gardens)

**COUNCIL ENACTS AS FOLLOWS:**

1. Those certain parcels of land more particularly described in Paragraphs 1, 2, 3 and 4 in Schedule “A” attached hereto are hereby declared to be part of a public highway, namely Wheat Boom Drive.
2. Those certain parcels of land more particularly described in Paragraphs 5, 6, 7 and 8 in Schedule “A” attached hereto are hereby declared to be part of a public highway, namely William Cutmore Boulevard.
3. Those certain parcels of land more particularly described in Paragraphs 9 and 10 in Schedule “A” attached hereto are hereby declared to be part of a public highway, namely Lynx Gardens.
4. Those certain parcels of land more particularly described in Paragraphs 11 and 12 in Schedule “A” attached hereto are hereby declared to be part of a public highway, namely Pelican Passage.
5. Those certain parcels of land more particularly described in Paragraphs 13 and 14 in Schedule “A” attached hereto are hereby declared to be part of a public highway, namely Loon Lane.
6. Those certain parcels of land more particularly described in Paragraphs 15 and 16 in Schedule “A” attached hereto are hereby declared to be part of a public highway, namely Peony Path.
7. Those certain parcels of land more particularly described in Paragraphs 17 and 18 in Schedule “A” attached hereto are hereby declared to be part of a public highway, namely Hydrangea Gardens.

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PASSED this 29th day of April, 2024

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MAYOR

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CLERK

SCHEDULE "A"

1. Block 302, Plan 20M-1270, Oakville
2. Block 315, Plan 20M-1270, Oakville
3. Block 158, Plan 20M-1229, Oakville
4. Block 34, Plan 20M-1247, Oakville
5. Block 309, Plan 20M-1270, Oakville
6. Block 66, Plan 20M-1235, Oakville
7. Block 67, Plan 20M-1235, Oakville
8. Block 157, Plan 20M-1229, Oakville
9. Block 123, Plan 20M-1253, Oakville
10. Block 310, Plan 20M-1270, Oakville
11. Block 311, Plan 20M-1270, Oakville
12. Block 124, Plan 20M-1253, Oakville
13. Block 312, Plan 20M-1270, Oakville
14. Block 125, Plan 20M-1253, Oakville
15. Block 126, Plan 20M-1253, Oakville
16. Block 313, Plan 20M-1270, Oakville
17. Block 314, Plan 20M-1270, Oakville
18. Block 127, Plan 20M-1253, Oakville



**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2024-075**

A by-law to confirm the proceedings of a meeting of Council.

**COUNCIL ENACTS AS FOLLOWS:**

1. Subject to Section 3 of this by-law, every decision of Council taken at the meeting at which this by-law is passed and every resolution passed at that meeting shall have the same force and effect as if each and every one of them had been the subject matter of a separate by-law duly enacted.
2. The execution and delivery of all such documents as are required to give effect to the decisions taken at the meeting at which this by-law is passed and the resolutions passed at that meeting are hereby authorized.
3. Nothing in this by-law has the effect of giving to any decision or resolution the status of a by-law where any legal prerequisite to the enactment of a specific by-law has not been satisfied.

PASSED this 29<sup>th</sup> day of April, 2024

\_\_\_\_\_  
Rob Burton

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Vicki Tytaneck

\_\_\_\_\_  
Town Clerk



**OAKVILLE**

**THE CORPORATION OF THE TOWN OF OAKVILLE**

**BY-LAW NUMBER 2024-044**

A by-law to remove Holding “H” Provision on lands described as Part of Lot 8, Concession 1, North of Dundas Street, Argo (Joshua Creek) Developments Ltd., File No.: ZH 2/24

**WHEREAS** By-law 2023-083 delegates powers and duties with authority from Council to the Commissioner of Community Development, or designate to approve by-laws of a minor nature under section 34 of the *Planning Act* with respect to certain matters, including the removal of holding symbols under section 36 of the *Planning Act*;

**WHEREAS** the Commissioner of Community Development is satisfied that notice of the intention to pass a by-law to authorize the removal of Holding Provision “H50” was given in accordance with the requirements of the *Planning Act*;

**WHEREAS** the Commissioner of Community Development is satisfied that the conditions for the removal of the holding symbol set out in Section 9 of the Zoning By-law 2009-189, have been satisfied;

**THE CORPORATION OF THE TOWN OF OAKVILLE, BY THE COMMISSIONER OF COMMUNITY DEVELOPMENT ACTING UNDER DELEGATED AUTHORITY, ENACTS AS FOLLOWS:**

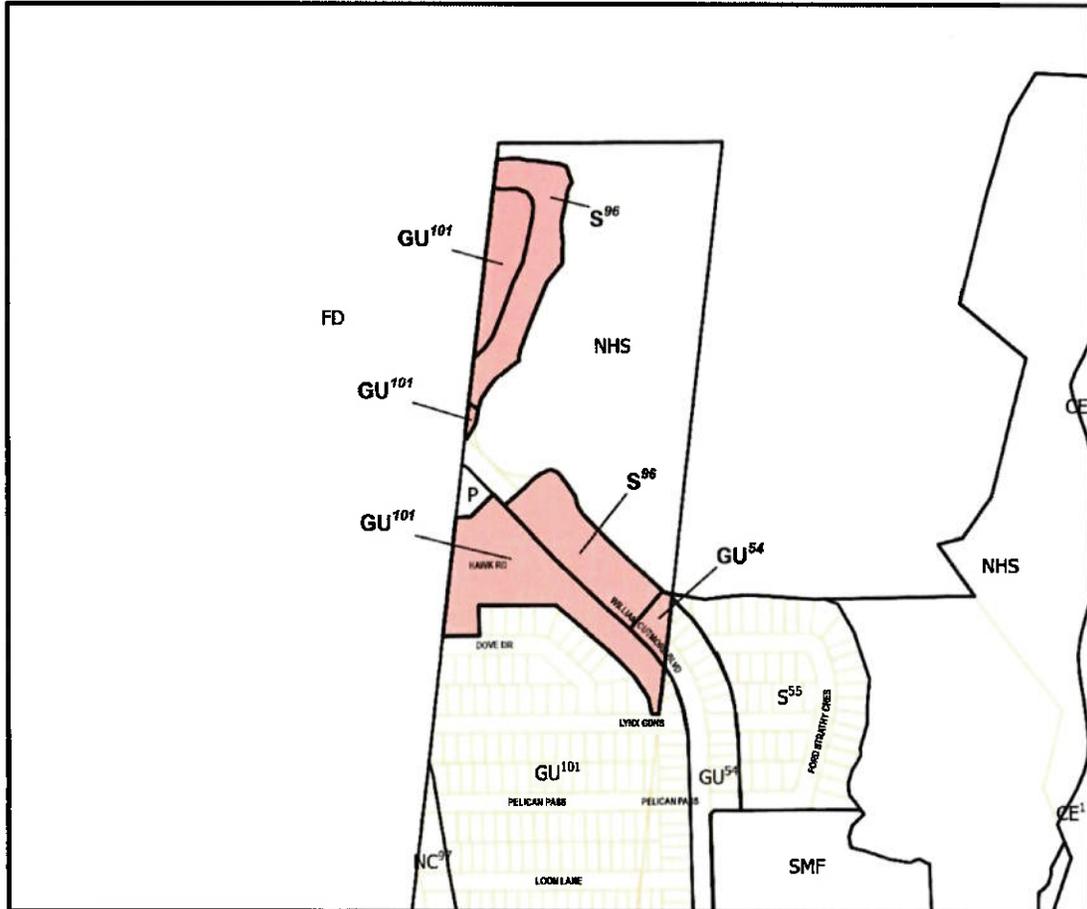
1. Map 12(6) of By-law 2009-189, as amended, is further amended by removing the holding symbol from the lands depicted on Schedule “A” to this By-law.
2. This By-law comes into force upon the day it is passed.

PASSED this 19<sup>th</sup> day of March, 2024

\_\_\_\_\_  
Neil Garbe Commissioner of  
Community Development

\_\_\_\_\_  
Andrea Holland Acting Town Clerk

**SCHEDULE "A"**  
**To By-law 2024-044**



**AMENDMENT TO BY-LAW 2009-189**



H50 is removed from the subject lands

EXCERPT FROM MAP  
12 (6)



SCALE: 1:5,000