



## Ontario Association of Fire Chiefs Committee Meeting Minutes

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In-person, Garry W. Morden Centre  
Monday, March 5  
Noon

**Participants:** Dave Decker, Dave Cunliffe, John Kobarda, Larry Bentley, Bill Boyes, Matt Pegg, Jon Rehill, Tim Beckett, Gerry Pingitore

**Regrets:** Stephen Laforet

**Guests:** Steven Haddad, Shahla Oskooei and Kelly Sanders, MOHLTC; Louise Anne Riddell and Dave Bush, OMHRA

**Minute taker:** Avori Cheyne

1. **Welcome** – Chief Beckett welcomed everyone to the meeting, introducing all the members.
2. **Additions to the agenda** – Funeral protocol
3. **Conflict of interest** – None
4. **Purpose of the Committee** –
  - The purpose of the committee was reviewed. It was established to provide input and advice on large urban issues to the association
  - It's also an opportunity as group to share ideas to support each other.
  - It was noted that the Board approved the committee's Terms of Reference.
5. **Draft regulations** –
  - The group reviewed the Technical Table membership.
  - It was noted that varying opinions were expressed at the Table, based on membership on O AFC's behalf, versus specific municipalities.
  - The group discussed who is submitting formal responses to the draft regulations, with or without formal council endorsement.
6. **Draft Regulation: Mandatory Certification and Training** –
  - **Question:** Do all new and future drivers have to train to meet the standard?
    - **Answer:** Yes, they will need to meet 1002.
  - **Question:** Does Technical Rescue apply to Technical Rescue teams or just firefighters?
    - **Answer:** If you provide service, you must ensure you have the appropriate training that relates to the standard – team has to meet full standard
  - It was noted that the draft regulation will be amended, as per correspondence from the OFMEM, to reflect the limited curriculum available for Technical Rescue.
  - It was noted that NFPA 1001 covers some technical rescue duties for firefighters.



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- There was consensus that the province needs to give direction on certification pathway for 1006.
- There was discussion and concern that some current internal trainers are not certified to the standards they are teaching. If they need certification to continue training, there will be a huge system capacity issue.
- Question: Does OFMEM have to approve out-of-province personnel's certification?
  - Answer: Yes, as AHJ, they have to approve. Other programs that have IFSAC and Pro-Board certification align to OFMEM's standards, and thus are approved.
- The group suggested an update from the OAFTO would be helpful to understand implications of the regulations on training.
- It was agreed that the Internship Program needs to be extended to all positions.
- **Question:** Do "acting" volunteer officers need to be certified to officer and operator level?
  - **ACTION:** OAFC office will reach out to OFMEM for response.
    - **UPDATE:** Response from AS&E received – *The regulation contemplates certification on a "go-forward" basis for officers and pump operators. Those in the role on January 1, 2019 are exempt from this requirement. Those that are appointed to the role after January 1, 2019 will have to certify within a period of 24 months.*

### 7. MOHLTC Presentation – Fire-medical Pilots

- The purpose of the presentation was discussed, with the goal of reviewing work-to-date, the government's policy direction for this initiative, the proposed timeline, and to gauge the group's feedback on the proposed models from an operations perspective.
- It was noted that in June 2017, the provincial government announced series of health changes to improve emergency health services:
  - Expanding scope of paramedics to provide appropriate on-scene treatment and refer to non-hospital options.
  - Developing patient care and transportation standards for inter-facility care.
  - Providing funding for two pilots to municipalities to allow firefighters trained as certified paramedics to respond to low acuity calls.
- This will be accomplished through Bill 160 – Amendments to *Ambulance Act*, which was passed in 2017.
- There was discussion around why the pilots will not focus on high acuity patients. However, the government officials noted that the official policy direction is to focus the pilots on low acuity patients. It was noted that high acuity calls are already being responded to by fire departments.
  - The intention of the pilots would be for fire departments to respond to low acuity medical calls, separate from EMS.
  - There was consensus that work needs to be done on call triaging, especially for CTAS 3 patients.



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- One municipality estimated that this model would mean 40,000 additional calls for the fire department per year, equating to a \$30 million increase in annual budget.
- It was noted that paramedics are funded by the province, as well as the municipality, whereas fire services are funded entirely by municipalities. This model would essentially download provincial costs to municipalities.
  - **ACTION: MOHLTC to provide number of low acuity calls in communities.**
- Transport options were discussed (e.g. adding person to pumper or sending separate vehicle).
- The MOHLTC officials declared that the pilots will be fully funded, with consideration for staffing and equipment.
- It was noted that no municipality should have to incur additional material costs to pilot the model.
- The MOHLTC shared that the underlying principle, and focus on fire, is to maximize existing skillset of workforce.
- It was noted that a third-party assessment/evaluation will accompany the pilots.
- The group agreed that without the funding model being disclosed, it will be hard for departments to determine interest.
- The ongoing issue with paramedic service not meeting delivery demands was discussed, noting that it varies between single and double-tier municipalities.
- It was noted that most fire Collective Agreements prevent contracting out to part-time staff.
- There was consensus that Simultaneous Notification (SN) would be essential to the pilots; however, the MOHLTC made no guarantees as that is the responsibility of another portfolio.
- It was noted that a draft model will be presented at AMO's Health Task Force Meeting in April. AMO, along with the OAPC, OPFFA, ESSC, ESAC, CUPE and OBHG have been consulted to date.
- It was shared that the pilot is being done in response to data that shows there is a large population cohort calling 9-1-1 when they can be treated out of hospital.
- It was revealed that the design categories for the pilot are: types of patients, workforce requirements, deployment of human, capital and technology resources, evaluation method and cost drivers.
- The group was asked to consider what options minimize risk, are generalizable, are feasible, and provide value for money.
- It was noted that fire service staff/resources are based on level of risk in community. In this model, you're asking fire department to give up resources to another sector.
- There was consensus that it would be a huge cost differential to send fire resources to low acuity calls. Having fire deliver services isn't value for money for taxpayers



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- There was a suggestion to consider a new, separate resource that deals with low acuity calls.
- The MOHLTC shared that they're trying to determine whether an existing workforce can be trained "up" to respond to calls – versus hiring new paramedics.
- It was noted that the government needs to consider capacity of fire service of fire service by optimizing existing services, before moving ahead to new responsibilities.
- The group questioned whether the government will be considering other models.
- It was discussed that having data about where the largest proportion of low acuity calls originate from in a city would be vital.
- The group questioned what success would like for the pilots. It was shared that improved patient outcomes is the goal (right care, right time, right place), as well as establishing a more efficient means of dispatching resources and diverting patients from the emergency department.
- It was noted that a pilot has never been done to prove or disprove model.
- The group was asked to consider whether the pilot would be most effective in an urban or rural area. The following discussion ensued:
  - Difficult decision because we would need data regarding volume of calls.
  - There was consensus that the pilots should only be conducted in a community where municipal council is interested in exploring this option for level of service. Toronto, London, Hamilton Kitchener have all declared they are not interested in being a pilot site. This has to be a municipal choice.
  - It would be difficult from a resourcing perspective for areas serviced by volunteer firefighters.
  - If municipality does not have control over paramedicine and fire, there will be limited support.
  - It appears this is a provincial problem that is attempting to be solved at the municipal level.
    - **ACTION: Chair to bring recommendation to OAFIC Board of Directors to arrange meeting with 10 large urban fire and paramedic chiefs, as well as the MOHLTC, to discuss proposed pilot models. It was noted that paramedics need to provide data on low acuity calls in advance.**
- The group was asked whether pilots would be successful or feasible in single or multiple-tiered municipalities, and the following discussion occurred:
  - Best results will be observed in single-tier municipality because there is municipal control over both services.
  - It was noted that CACCs often don't line up with municipalities
  - Challenging because fire departments are not custodians of health care information.



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- The group asked what legislation would apply to a fire-medical. Currently, other disciplines (e.g. doctor, nurses) are currently allowed to perform similar acts, while not called “paramedics” or covered under the *Ambulance Act*.
- Medical delegation in multi-tier? When on-scene as fire-medical, not performing under *Ambulance Act*, despite practicing paramedic skills
- Access to MPDS and SN critical.
- The group was asked to consider how telephone triaging would need to be re-designed to support the pilots, and the following discussion occurred.
  - Second-level telephone triage should be performed by more advanced personnel (e.g. nurse, paramedic) to determine need.
  - It was noted the government’s intention is to not alter tiered-response agreements. The pilots would be in addition to those agreements.
  - Vaughan noted interest in being a pilot site if the MOHLTC is able to provide information on call volume, government funding and dispatch protocols.
  - Consensus that two-tiered triaging would be ideal and help prevent sending inappropriate resources to scenes.
- The group was asked to consider whether patient location (i.e. institutionalized versus no restrictions) would affect the pilot. The following discussion occurred.
  - Some municipal fire services have stopped doing lift assist in residential care settings.
  - More people aging at home; those in institutions already receive more care.
  - There was consensus that better outcomes would be observed out of institutionalized care.
- The group was asked to consider what health workforce would be required for the pilot. The following discussion occurred.
  - Current workforce employed by fire departments?
  - Would the pilot allow for paramedics to be hired by fire departments? This would require the “no-contracting out” clause of most Collective Agreements to be amended.
  - In survey of 21 urban fire departments, 2.36% of workforce are currently certified paramedics. It was noted that many firefighters, who previously worked as paramedics, no longer want to perform that role or will not work “double-duty” without extra compensation, which would affect the funding model.
- The group was asked to discuss what kind of medical oversight would be required (i.e. base hospital group or hiring new physicians) for the pilots. The following discussion occurred.
  - Every fire department has medical oversight, either by a base hospital or medical director. Medical directors are more cost-effective.
  - Delegation of medical authority was discussed, with the example of naloxone not being covered under “controlled medical acts.”



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- The question was raised as to why fire services paying for medical direction when we are not performing controlled medical acts.
- The chair thanked the MOHLTC officials for their presentation and comments.

### 8. ESSC Coordinated Bargaining –

- It was noted that for years, municipalities have talked about coordinated bargaining, but in isolation from fire chiefs.
- There was a proposal that the group determine one or two collective bargaining priorities and strategies to focus on in the next round of negotiations.
- Automatic aid was discussed.
  - Its purpose is day-to-day operations, when an adjoining municipality may help. It should be made more accessible, with challenge for contracting out reduced.
  - However, it could be more costly to try and challenge it and add it in for times we would actually use it.
- Exclusions were discussed.
  - The group debated whether exclusions are something that need to be negotiated.
  - Some feel exclusions have not helped department.
- It was noted that ancillary costs (e.g. clothing, cleaning allowances) are astronomical.
- The group agreed on the need for the ability to be innovative and response to database decision-making, versus theory of replication.
- Compression rate is an issue when it comes to attraction and retention.
- There are also problems with enticing people into non-union roles, which affects succession planning.
- The ongoing need for analytics was reinforced.
- The group agreed they all need to do better job giving rationale why some agreements were made; it was noted that in some scenarios this information cannot be shared.
- The question was asked about what collectively, can we coordinate. Information is one thing the group can control.
- It was noted that the LRIS system needs updating, but every department (fire chief and HR personnel) have access.
- The group agreed they need a new strategy because their strategy is predictable
  - **ACTION: Host another Large Urban Committee meeting, where municipal HR leads are invited.**
- The group highlighted the need to identify their advocates and train them
- On-shift accommodations were discussed; some departments view as a bundling of tasks, not a position. There was some talk about whether the person should be allowed to report to work if they are unable to protect themselves (e.g. put on gear), as part of their legislated responsibility.



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Tim moved to adjourn the meeting adjourned at 4:57pm. It was seconded by Gerry.



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In-person, Gary W. Morden Centre  
Tuesday, March 6, 2018  
8:00am

**Participants:** Dave Cunliffe, John Kobarda, Larry Bentley, Bill Boyes, Matt Pegg, Jon Rehill, Tim Beckett, Gerry Pingitore

**Regrets:** Stephen Laforet, Dave Decker

**Guests:** Jim Jessop, Toronto Fire

**Minute taker:** Avori Cheyne

### 9. Draft Regulations (Jim Jessop) – Mandatory Training and Certification

- It was discussed that the East Gwillimbury, Whitby and Kendall/Brunt Inquests were primary drivers to establish the Technical Table. The Elliot Lake inquiry identified similar themes regarding the lack of certification. The Premier's mandate letter described request to examine certification and training in response to inquests.
- It was noted that that the Sudbury inquest will be starting soon, focusing on dispatching issues.
- Certification on a **go-forward basis** was discussed by the group, and the following conversation and points of clarification occurred.
  - January 2019: Certification will be required for people on go-forward basis (e.g. 1001 level 1 and 2 – if they're doing interior operations they have to be certified).
  - Issues flagged for impact to smaller communities. However, it was discussed that municipalities must make decisions on the levels of service they are able to provide/
  - The 24-month Internship Program was pushed by President Hernen and Al Suleman (OFMEM) at the Table.
  - After January 1, 2019 – Pump Operators: NFPA 1002 Chapter 5 – Everyone new, or those doing new job of pump operations, must be certified on go-forward basis. The 24-month internship period would apply (pending language amendments to draft regulations). If someone is currently a pump operator, they do not need to certify. If they haven't been doing job of pump operator before January 1, 2019, they must certify. This also applies to public education.
  - If you're grandfathered, you are deemed to have achieved alternative compliance. For example, if you have five years on the job, you can be grandfathered to 1001 (i.e. equivalent to being certified). You would now have the qualifications to become supervisor going forward to 1021; this is same as with pump operators.





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- IFSAC and Pro-Board may re-open grandfathering under the following conditions:
  - If you're one of the 81 departments who didn't pursue grandfathering at all in 2013/14.
  - Individuals who have qualifications (as per 2013/14 criteria), but didn't pursue grandfathering 2013/14. In these cases, it's up to the fire chief to submit paperwork to OFMEM. There is no guarantee these cases will be considered.
- It was noted that grandfathering criteria is not up to the Province.
- The proposed regulation sets out parameters for certification on a go-forward basis for the following: NFPA 1001 Level 1, 2; 1002 chapter 5; 1021 level 1; 1035 level 1 (public educator).
  - It was noted that NFPA 1001 Level 1 and 2 give you a lot of autonomy (e.g. it includes public education, extrication, technical rescue, etc.). This is why "predominantly" was removed from earlier iterations of the draft regulations.
  - It was discussed that parameters for acting positions are not clear.
  - Supervising capacity once on-scene was noted as important, but the draft regulations does not speak to supervisor being required at department in order for truck to roll to scene (where supervisor would be).
  - Internship program: This would allow persons to act on job for two years, but they would need to become certified in order to perform duty full-time after two years.
  - The Province currently authorized to certify to 1006: rope rescue, trench, confined space, machinery, water, ice and auto extrication.
  - Go-forward basis certification will apply to NFPA 1006, based on service level written in ER by-law (24-month internship would also apply).
  - If departments have people who are dedicated to technical rescue areas, they must be certified.
  - Transition to 1006 was discussed.
    - It was clarified that all primary trainers need certification to NFPA 1041, but they do not need to be certified in program area in which they are training internally.
    - Trainers need to also have "subject matter knowledge" to train.
    - The multiple issues around availability of training materials was discussed.
- Certification on a **retroactive basis** was discussed by the group, and the following discussion and points of clarification occurred.
  - Retroactive certification is required if you are not grandfathered/certified to NFPA 1031 level 1 (inspector). Do not have to take in Ontario, but program must be recognized by state or province as AHJ.



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- THE 1031 Co-requisites: Part 2 & 6 of Fire Code, Part 9 of Fire Code retro-fit; courtroom procedures; hazmat awareness (for all courses) and Legislation 101
- It takes approximately four or more weeks and four exams to become certified to 1031 Level 1.
  - This is expected to be biggest hurdle in province for departments who don't have grandfathered inspectors.
  - Not required to have province teach or train co-requisites, but the exams must be delivered and evaluated by the Province. Toronto is now proctoring their own exams through agreement with the OFMEM.
  - STI Program does not exist.
  - Departments are allowed to train internally using standardized curriculum forms available on O AFC website. The material is free (Jones and Bartlett) through province on Resource One
  - Those courses will be recognized as long as trained at state or province-run program – but they do not qualify for co-requisites.
  - There was consensus that if this regulation is going to succeed, community colleges should be mandated to align with the regulations. Need to produce candidates with the ability to hire.
  - There was a suggestion that inspectors in large municipalities cover other parts of Fire Code (e.g. high rises), while not required by law.
    - **ACTION: Jim to confirm two years for retroactive at Technical Table**
  - NFPA 1041 level 1 is retroactive if you are not grandfathered.
  - **Question:** Is NFPA 1033 retroactive?
    - **Answer:** For inspectors whose primary function is investigation, they need certification.
  - The group discussed how to train technical rescue.
    - Council must first set level of service.
    - Trainer needs to be 1041 certified.
    - Training materials need to be available.
    - Suggestion for departments to split larger group into sub-groups to focus on specialties to make training more attainable.
    - Consensus that there is not enough time for 1006 because test banks are and evaluators not available.
  - NFPA 1061 level 1 (call-taking): This has a large impact because no grandfathering; however, it's only applicable to municipalities dispatching as part of fire department.
  - Internship program: Agreement that this section needs additional wording to expand to other roles.
    - **ACTION: Jim/Matt to share Toronto's response.**
      - **UPDATE: Complete.**



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- NFPA 1006: For specialty groups not covered by 1001 level 1 and 2, the resources are not online yet because IFSAC is transferring to the 2017 standard. Resources won't be available until end of 2018, perhaps 2019.
- It was noted that NFPA 1072 awareness and ops formerly covered by 1001 Level 1 and 2, but Province never had technician certification. This will be retroactively required for anyone performing hazmat tech-level skills
  - If you have IFSAC/Pro-Board Hazmat Tech, then you are covered.
- **Summary of issues:**
  - 1061 will have largest impact with absence of grandfathering.
  - 1031 will have biggest impact on time because of co-requisites.
  - 1006 has no materials available until 2019; therefore, compliance by 2020 is not attainable.
- MCSCS survey: Previous two surveys had less than 5% response rate. OAFCh encourage members to respond when it's released (date to be determined).

### 10. Community Risk Assessments –

- There was agreement that if passed as-is, Schedule 1 of the draft regulation is problematic because it does not include enough information.
- Simplified Risk Assessment forms to be included as a templated document was pushed by Technical Table.
- Consensus that risk assessments are important tool for large urban departments, but more detail is required in regulation to ensure municipalities will be able to meet compliance.
- It was noted that the draft regulation does not say what forms are accessible or alternative forms are acceptable, and there is no description of how dispute resolution will be handled.
- It was noted that the draft regulation does not include information on how departments are expected to attain data from police, other community services, etc.
- There was consensus for support of the regulation, but recognition that there is too much missing in terms of detail to support the draft regulation as written. The group agreed it needs to be refined or put on hold.

### 11. Public Reporting –

- It was discussed that the purpose of this regulation is to better enable municipalities to be transparent about the level of service the public can expect.
- It was noted that the Technical Table collectively agreed on establishing standardized definitions (e.g. response time, handling time, processing time), as this enables measurement.



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- However, there is fear across fire service that because definitions came out of 1710 standard, all elements of the standard may be forced to be adopted; the government had assured the Technical Table that was not their intention.
- Everyone agreed that departments should be transparent to the public about response times.
- It was discussed that the draft regulation speaks to full-time career departments reporting to the 90<sup>th</sup> percentile, but there are no details on how non-compliance will be handled. It was noted that language was added to the draft regulation that departments will only report when information is available.
- The group agreed the SIR system needs to be overhauled, as it has major effects on how public reports will be created. It was noted that while definitions are standardized, the means of interpreting the data are not.
- It was revealed that MCSCS legal believes that the Act does not give the MCSCS the authority to compel a municipality to report, but they can compel a department.
- There was consensus that significant amendments need to be made before this regulation is passed.
- **Question:** Why were 1720 performance standards not included in regulations?
  - **Answer:** The government wanted consistent definitions, so they used only 1710 wording, applicable to all types of departments.
- **Question:** Why did the certification standard not include reference to chief officers?
  - **Answer:** Intention was to start at Level 1 and expand in the future.
- It was noted that the draft regulation includes no reference to reporting for public education and fire prevention
  - **ACTION: Recommendation to Board to put seminar together (mid-April) explaining next iteration of regulations. MCSCS speaker.**

### 12. Roundtable –

- The group discussed the IAFF Risk Analysis of Oshawa Fire.
  - **ACTION: Avori to share link to document with the committee.**
- It was decided that committee members will respond on behalf of their individual department/municipality to CAFC request for comment on the proposed fire service regulations (i.e. no official OAFCA response).
- Ottawa
  - It was noted that the draft Public Reporting regulation is especially problematic for composite departments.
- Hamilton
  - Currently in the process of completing their 10-year plan.
- London
  - The draft Public Reporting regulation is problematic because of urban/suburban mix in municipality



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- IT was noted that some American Camp FITT programs have experienced backlash for only focusing on women.
- Brampton
  - Eagerness to talk about diversity and inclusion. Department is reaching out to diverse groups in local community and are re-doing recruitment program and brochures.
- Vaughan
  - They are experiencing ongoing problems with BCIN.
  - They are bringing the Master Fire Plan to council tomorrow.
  - They are experiencing ongoing issues with push for amalgamated fire service in York region.
- Toronto
  - It was noted that the diversity issue is ongoing, and has been brought to council several times. They have an “Inclusion Plan” which has been awaiting approval from committee for two years.
  - It was noted that chief officers from other provinces are being called in to testify as expert witness against Ontario fire services. Suggested that we need to determine what response will be in Ontario.
  - Encouraged the group to consider the future of OAFCh’s Constitution and how to ensure urban and large urban representation on the Board.
- Kitchener
  - They are about to start negotiations.
  - They are going to the Human Rights Tribunal.
- Mississauga
  - Thanked Gerry for his participation, and congratulated him on his retired.
  - Welcome Kalpana Rajgopalan to the team.

### 13. Next Meeting – In-person in June

- **ACTION: Avori to send out Doodle poll to determine appropriate meeting date. Two-day meeting setup is preferred.**

### 14. Adjournment –

- Gerry made a motion to adjourn the meeting at 11:58am. It was seconded by Bill.