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BELOW: Fire Marshal Bernard Moyle stands by as crews work the scene of the West Lincoln Fire



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ORGANIZATIONAL PROFILE

OVERVIEW

The Fire Marshal acts as the principal adviser to government on public fire protection policy and fire safety issues, and provides leadership, advice, guidance, and assistance to municipalities and the Ontario fire service in matters relating to public fire safety.

The Office of the Fire Marshal (OFM) is responsible for administering the Fire Protection and Prevention Act, 1997 (FPPA), which promotes fire prevention and public safety in Ontario, and the Ontario Fire Code, a regulation made under the act that contains comprehensive fire safety requirements applicable to all buildings and premises in the province.

The FPPA grants the Fire Marshal authority to review and monitor fire protection services and take action to resolve fire-related threats to public safety.

The FPPA also governs the operation of the Fire Marshal's

Public Fire Safety Council—a diverse group of organizations, associations, and individuals working voluntarily to promote fire prevention and public education in Ontario with the technical and administrative assistance of the Office of the Fire Marshal.

The OFM develops and delivers academic and training programs to enhance and promote fire prevention, public education, firefighter safety, and fire protection for the Ontario fire service through the Ontario Fire College as well as other fire protection and support programs at the local level.

MISSION

To contribute to an environment for the residents of Ontario that is safe from fire and other public safety hazards by providing leadership and expertise in the reduction and elimination of these hazards

ROLE AND MANDATE

The mandate of the OFM is to minimize the impact of fire and other public safety hazards and

their effects on people, property and the environment.

Recognized as a foremost centre of knowledge in fire and other public safety matters, the OFM fulfills its mission by using an integrated multi-disciplinary approach. The OFM serves as the government's adviser on public fire safety and policy, and provides leadership, education and expertise through a variety of programs and activities that include:

- Advising on policy
- Creating partnerships
- Designing public education and fire prevention programs
- Investigating fires
- Monitoring fire protection services
- Implementing policy
- Participating in research
- Offering support
- Acting as a catalyst
- Influencing legislation
- Training and certification programs
- Supporting the Fire Marshal's Public Fire Safety Council

VALUES

Values that guide the OFM in its relationship with employees and client groups are:

- Co-operation and participation
- Partnerships
- Learning
- Professionalism
- Openness in communications
- Honesty, integrity and fairness
- Effort and achievement
- Innovation and creativity
- Quality service
- Team approach
- Planned growth and

developmental opportunities

- Diversity

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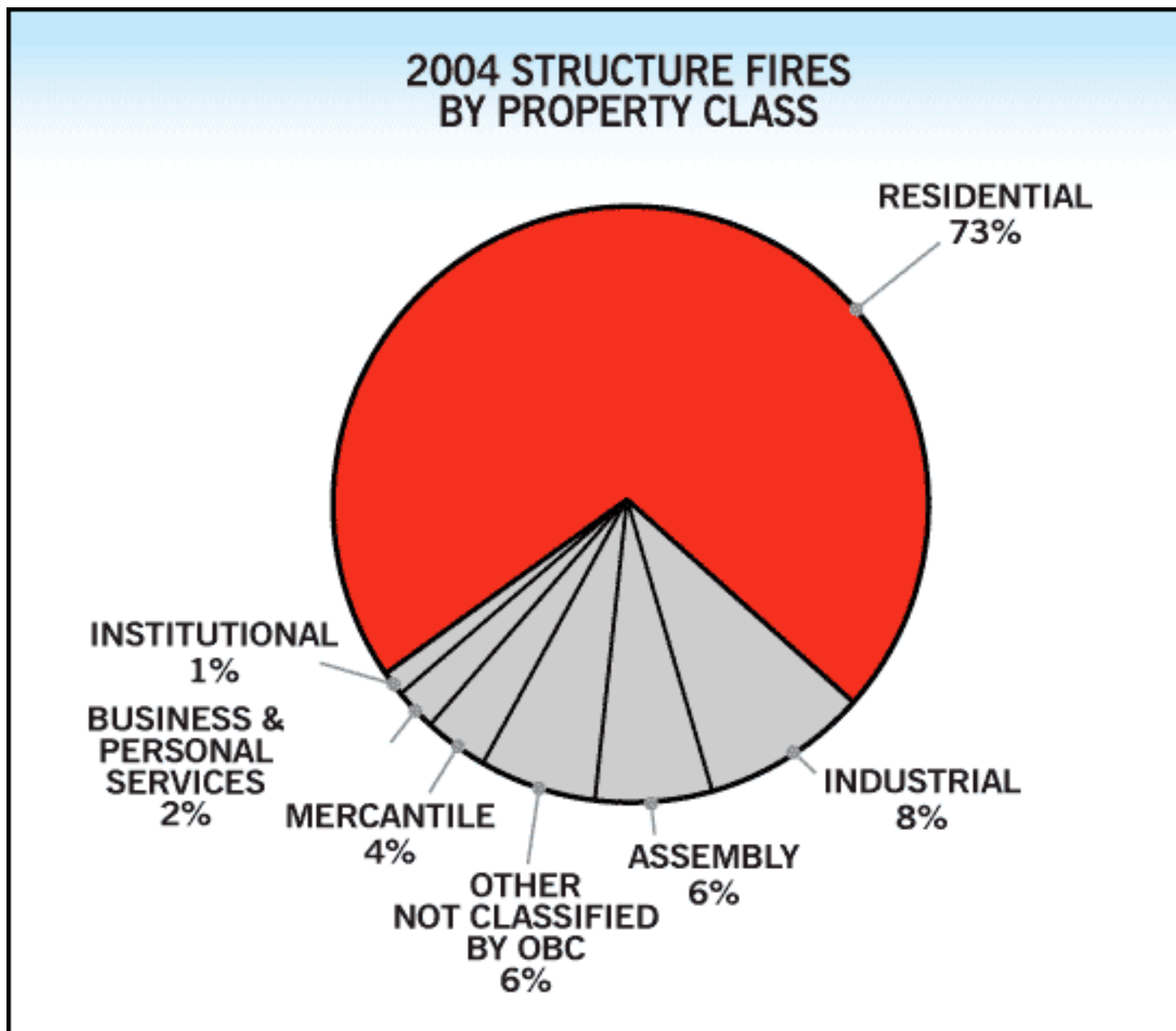
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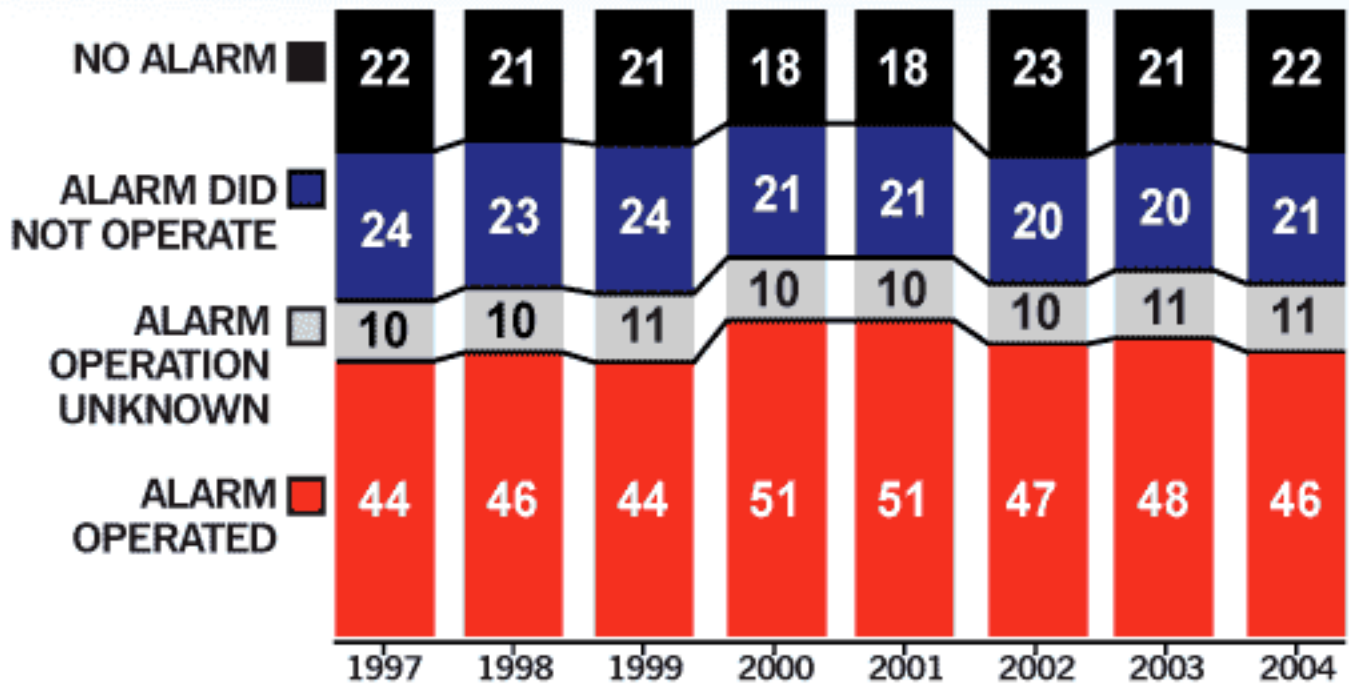
ONTARIO FIRE LOSS STATISTICS

ONTARIO FIRE LOSS STATISTICS: STRUCTURE FIRES

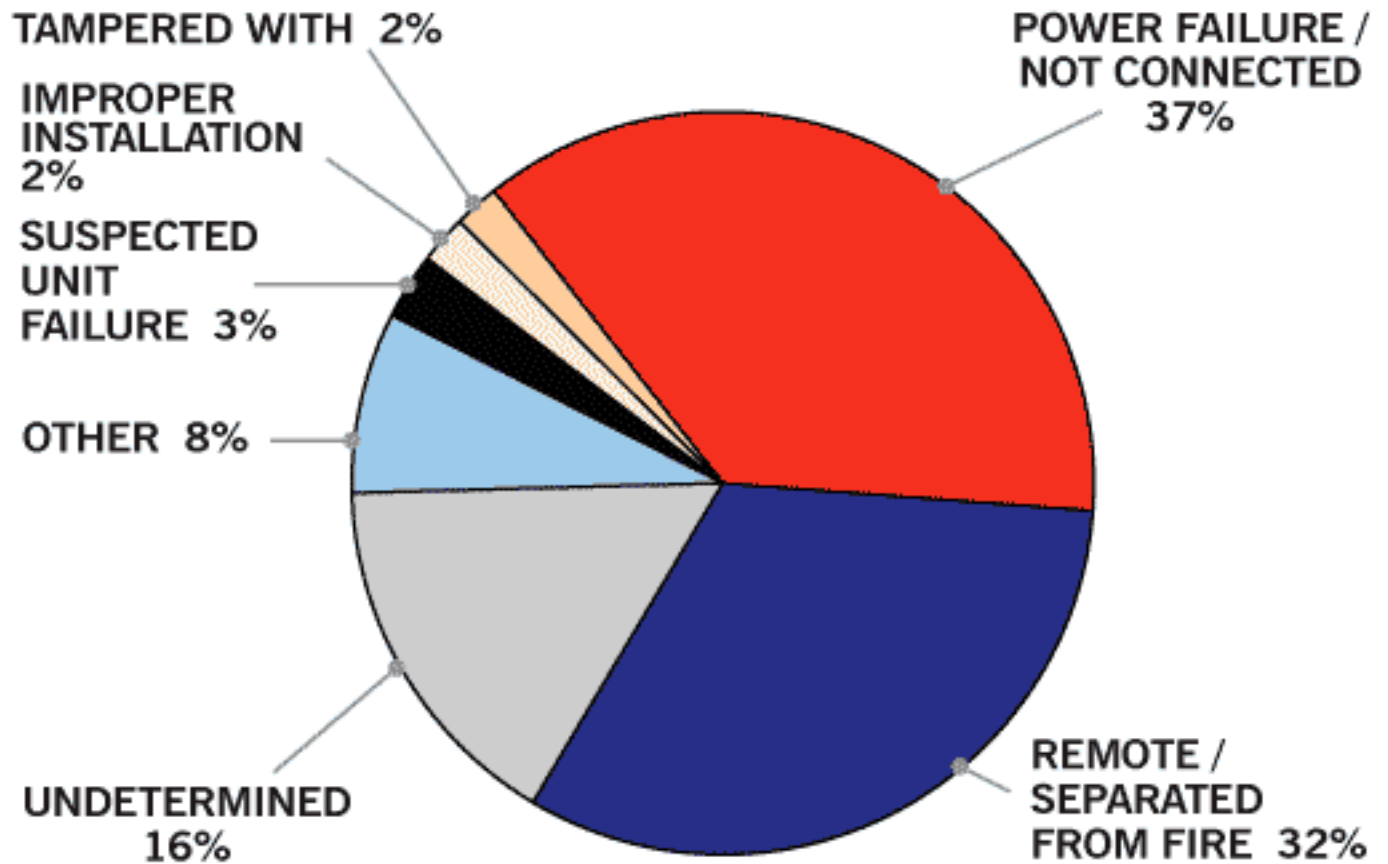
The statistics presented relate to fires for which an injury, fatality or dollar loss was reported. "Preventable" means fires that were not deliberately set. All data is for the province of Ontario excluding first nations properties and is subject to change.



RESIDENTIAL SMOKE ALARM OPERATION AS % OF RESIDENTIAL FIRES



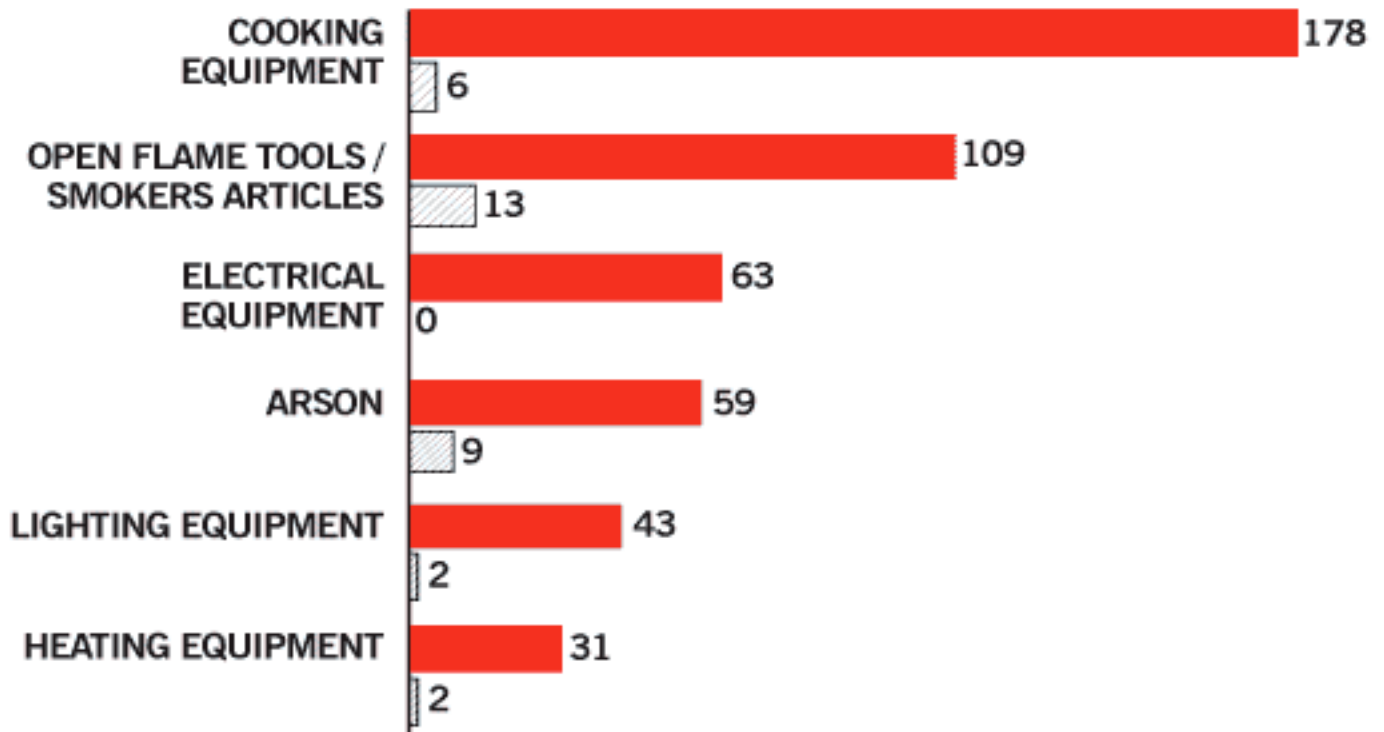
1997 - 2004 RESIDENTIAL SMOKE ALARM FAILURE TO OPERATE BY REASON



RESIDENTIAL FIRE DEATHS BY AGE OF VICTIM

AGE (YRS)	2004 (%)	1997-2004 AVG (%)
0-9	13	10
10-19	7	6
20-29	8	8
30-39	11	13
40-49	20	15
50-59	19	13
60-69	11	11
70-79	5	13
80-89	6	9
90+	0	2

2004 RESIDENTIAL FIRE INJURIES ■ AND FIRE FATALITIES ▨ BY LEADING CAUSES/IGNITION SOURCES



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UP FRONT

ISRAELI DELEGATION AT THE ONTARIO FIRE COLLEGE

In August, a delegation of fire firefighters from the Israeli fire service attended courses at the Ontario Fire College (OFC), subsequent to a visit with the Fire Marshal in 2003. They found their learning experience highly beneficial and shared their thoughts in an article published in the September/October 2004 issue of The Ontario Fire Service Messenger. Some of their thoughts and impressions included:

- How important it is to develop a relationship and exchange ideas with their Ontario Fire Service colleagues.
- How, even though they are experienced firefighters, "it was amazing to experience flashover first hand." How impressed they were with the flashover unit - "its simplicity, yet the ability to provide the environment to experience the elements of flashover in a safe and efficient format."
- How the course on managing a high-rise incident was riveting and opened their eyes to a number of topics that they need to consider when developing their standards.
- How to develop training in Israel that is similar to what they found in Canada, including the firefighting aspects and the incident management system.

During their stay, the delegates delivered presentations on terrorist activities in Israel and the role of first responders, including the fire department.

"I have visited several fire colleges and academies in Europe and attended courses in California. My colleagues have also -visited other fire colleges in the United States. But we have not ever learned as much as we have during our stay at the Ontario Fire College."

-David Faibish, Deputy Chief with Ramat Gan Fire Department, Israel, and head of the delegation

FORUM OF FIRE AND LIFE SAFETY PUBLIC EDUCATORS

Delegates from across Canada were invited to participate in the Council of Canadian Fire Marshals and Fire Commissioners' first Forum of Fire and Life Safety Public Educators of Canada held November 21-25, 2004, in Toronto. Mr. Bev Gilbert, Manager of Public Education and Media Relations at the Office of the Fire Marshal, and Fire Marshal Bernard Moyle delivered presentations at the forum. "This is a great opportunity to hear from my colleagues and their public educators about what educational programs are working and to learn of new fire safety and prevention initiatives. We all can only prosper from the knowledge to be shared through this type of dialogue," said Fire Marshal Moyle.

The primary goal of the forum was to provide the Council with ideas and direction regarding the future advancement of public fire and life safety education in Canada. A report with recommendations resulting from the forum is scheduled for release in 2005.

EIGHT PERISH IN WEST LINCOLN TRAGEDY

On the evening of November 8, 2004, fire claimed the lives of a mother and her seven children in their home on a concession road in the Township of West Lincoln, Ontario. A passing motorist who discovered the fire found a major section of the roughly 100-year-old farmhouse engulfed in flames and asked a neighbour to call 9-1-1 to report the incident.

In about 10 minutes the closest fire department, Pelham, arrived on the scene followed soon after by West Lincoln Fire Department. Both of these volunteer crews found the home fully enveloped in fire. Severe structural damage had already occurred, making rescue efforts impossible.

Although the severe damage to the two-storey house and its contents posed a significant investigative challenge, the OFM team of six fire investigators and two fire investigation engineers examined every aspect of the scene to determine the cause and circumstances surrounding the tragedy. They conducted interviews to determine the contents and layout of the house and to find out more about the behaviours of the family members. They collected samples and remnants from the rubble for examination and x-ray.

On February 11, 2005, the OFM issued a news release stating that while it was believed that the fire started in the living room on the main level of the home, its exact cause and origin could not be determined because of the extensive damage it caused.

To help prevent tragedies like this one in the future, the Office of the Fire Marshal sent a fire safety alert to all directors of education of Ontario school boards with a checklist of fire-safe practices for children to take home and work through with their families. The OFM also sent a letter to all fire chiefs in the province urging them to increase their fire prevention and public education activities and included a list of resources available to assist them.



“This is the worst fire involving children I have seen in my 15 years as Fire Marshal.”

- Bernard A. Moyle, Fire Marshal of Ontario

MINISTRY OF COMMUNITY SAFETY AND CORRECTIONAL SERVICES ONTARIO FIRE SERVICE GRANT

On March 22, 2005, the Ontario government announced the \$30-million Ontario Fire Service Training Grant. The purposes of the grant were to provide one-time funding to Ontario municipalities to augment the ability of their fire departments to deliver enhanced fire protection services and to improve public fire safety to better protect their residents.

The amount granted to each municipality was based on its population recorded in the 2001 census. Amounts ranged from \$50,000 to \$1,000,000. Fire departments were encouraged to use the funds for training, but they could also use the funds for fire protection, public education, and equipment.

The Office of the Fire Marshal participated in the development of the grant and the distribution of the funds to municipalities. The OFM also worked with provincial fire coordinators in coordinating training opportunities within the mutual aid system.

THE “TWO-HATTER” MATTER

The constitutions of both the International Association of Fire Fighters (IAFF) and the Ontario Professional Firefighters Association (OPFFA) prohibit full-time firefighters from serving also as volunteer firefighters. Full-time firefighters who do so are called “two-hatters.”

As most firefighter collective agreements require that members maintain association membership as a condition of full-time employment, “two-hatters” are under pressure to resign their volunteer positions or risk losing their full-time jobs. The loss of volunteer firefighters through two-hatter resignations could have a detrimental financial and public safety impact, especially in rural and small municipalities that cannot afford to pay full-time firefighters.

On June 7, 2004, the Fire Marshal continued to monitor the situation by issuing an additional directive to fire chiefs to report the number of full-time firefighters who withdraw their services as part-time or volunteer firefighters and the potential impact this would have on the delivery of fire protection services and public safety in their communities.

FIREFIGHTER RESPONSE IN PERSONAL VEHICLES ON cLOSED rOADS

In December 2004, the Fire Marshal issued a communiqué addressing a

legislative issue that may have serious impact on the fire service and public safety in cases where fire departments are called to fires or other emergencies that require the use of closed roads. The Highway Traffic Act, 1990, prohibits firefighters from travelling in personally owned vehicles on roads that have been closed by the police. Firefighters who do so may be charged with an offence. The communiqué included recommendations that fire departments and municipal officials could use in developing appropriate interim contingency plans and preventive measures while long-term solutions to the problems surrounding the issue continued to be sought.

In January 2005, the OFM struck the Closed Road Working Group to address the issue. The group included representatives of the following organizations: Ministry of Transportation (MTO), Ontario Association of Fire Chiefs, Ontario Provincial Police, Fire Fighters Association of Ontario, Association of Municipalities of Ontario, Municipal Health and Safety Association of Ontario, Insurance Bureau of Canada, and Northern Bruce Peninsula Fire Department.

At its first meeting, the group developed a strategy that most of its members agreed would be effective so long as the Highway Traffic Act, 1990, was amended to permit firefighters to respond on closed roads in personally owned vehicles when necessary to perform their duties. In support of legislative amendment and firefighter safety, the working group developed a sample emergency road closure protocol for police and fire services, an OFM public fire safety guideline addressing contingency planning considerations, and a sample standard operational guideline for the fire service. The Ministry of Community Safety and Correctional Services resolved to meet with MTO to discuss the possibility of amending the legislation.

The Fire Marshal issued a communiqué in March 2005 that provided an update on developments since December and indicated the OFM's commitment to keeping the Ontario fire service fully informed of progress on this matter.

the Ontario Fire fighter Memorial

The Office of the Fire Marshal (OFM) played a supporting role in helping to ensure the building of The Ontario Fire Fighter Memorial located at Queen's Park. Staff of the OFM were involved in various stages of the building of the memorial including working with the Ontario Realty Corporation, providing support for the dedication ceremony, working with ministry legal services, and obtaining various government approvals, such as the release of funds.

The Government of Ontario donated \$500,000 for the design, development, and construction of the memorial. The memorial is situated on land donated by the Province on the northeast corner of College Street and Queen's Park Crescent.

The Ontario Fire Fighter Memorial Foundation (non-profit) was incorporated in March 2003. The foundation's Board comprises Ontario fire service

representatives of the Ontario Professional Fire Fighters Association (OPFFA), the Ontario Association of Fire Chiefs (OAFC), and the Fire Fighters Association of Ontario (FFAO). The Fire Fighter Memorial Foundation was responsible for overseeing all aspects of the memorial project—the development and construction of the memorial itself, and the administrative duties, including development of policies/protocols and arrangements for the annual ceremonies.

The Ontario Fire Fighter Memorial was officially unveiled on June 5, 2005. Dignitaries at the ceremony included: His Honour James K. Bartleman, Lieutenant Governor; Honourable Dalton McGuinty, Premier; Honourable Monte Kwinter, Minister of Community Safety and Correctional Services; and Bernard Moyle, Fire Marshal of Ontario. Also attending the ceremony were the presidents of the OAFC, the OPFFA, and the FFAO.

The memorial is traditional in design with the plaza being a Maltese cross. At the centre of the cross, a black monolith depicts the entrance of a building from which a firefighter carrying a child exits. At the centre of each arm of the cross sits a slab of granite on which have been engraved the names, ranks, and dates of death of Ontario firefighters that have died in the line of duty. The earliest name dates back to 1848.

The OAFC, the OPFFA, the FFAO, and the OFM each donated funds to erect granite benches on which visitors may rest as they reflect.



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ONTARIO FIRE COLLEGE

The Ontario Fire College offers in-residence courses of study in fire protection technology to municipal fire department officers. Together with Field Fire Protection Services, the college coordinates regional training for municipal firefighters in the basic skills of fire prevention and firefighting. Curriculum assistance in the development of training programs is offered to fire departments.

The Ontario Fire College (OFC) continued to provide more learning opportunities to increased numbers of students through on-campus and off-campus course delivery. On-campus enrollment reached 4023 students, a 3.6% increase over 2003/04 while off-campus enrollment peaked at 3059, a 54% increase over 2003/04. These increases reflect the College's commitment to developing flexible -delivery options for fire service education and training.

The College began partial use of its new resource centre, classroom/auditorium, and fire station facilities to better serve its diverse clientele. The OFM Emergency Response Unit relocated its offices to the Ontario Fire College, giving evidence to the OFC's emerging role as the provincial inter-agency Emergency Management Training Centre.

The Ontario Firefighter Curriculum, which guides the training of firefighters in their departments across the province, was revised to reflect recent changes to the Ontario Firefighter Standards. The revisions helped to ensure the currency of curriculum content to changes in fire service requirements. Access to the curriculum was greatly enhanced when, for the first time, the curriculum was made available on the OFM Web site.

Late in the fiscal year, the Resource Centre moved out of its portable buildings and into the newly constructed facility. By hiring a second librarian, the Resource Centre was able to enhance its research capability, expand daily access for Ontario Fire College stakeholders, and increase support to the OFM Emergency Management and Response Unit. In addition to the annual

acquisition of texts, journals, standards, legal documents, reports, and audio-visual resources to support OFC clientele, special emphasis was placed on securing resources related to disaster and emergency planning and response.

The librarians continued to provide on-campus assistance to students and fire departments and to facilitate seminars for training officers, fire prevention officers, telecommunicators, and OFM investigators to familiarize them with available resources that apply to their fields.

Among several new initiatives, the Ontario Fire College successfully:

- Established a challenge exam for existing Company Officers seeking certification under the “Window of Opportunity,” permitting those who passed to begin the academic requirement for certification.
- Delivered the first annual Communicators’ Seminar for communications personnel and officers responsible for the communications division in municipal fire departments.
- Introduced a five-day, regionally-delivered course entitled An Introduction to the Essentials of Incident Management System for Fire Department Officers, helping to meet the demand for trained officers who may respond to emergencies in the role of incident commander.
- Developed a new Diploma Program for Training Officers, delivery of which will begin in 2005/06.

BELOW: Firefighters practice decontamination procedures during Chemical Biological Radiological Nuclear Response training at the Ontario Fire College in May 2004





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PUBLIC EDUCATION & MEDIA RELATIONS

The mandate of the Public Education & Media Relations section is to research, identify, develop, implement, and evaluate key fire and life safety programs to assist the fire service in reducing fire deaths, injuries, and property losses in Ontario through public education and awareness. Staff are responsible for news media relations on public education issues, including public service announcements,

training videos, media advisories, and special media events. This section publishes The Ontario Fire Service Messenger magazine that contains educational material and feature articles of interest to the Ontario Fire Service. On an ongoing basis, staff provide administrative and technical assistance to the Fire Marshal's Public Fire Safety Council and participate in several Council activities.

wildfire prevention week proclaimed

Honourable David Ramsay, Minister of Natural Resources, and the Ontario Fire Marshal, Bernard Moyle, proclaimed the third week of April as Wildfire Prevention Week in honour of Smokey Bear's 60 years of vigilance promoting wildfire education and safety.

The Office of the Fire Marshal (OFM), the Ministry of Natural Resources (MNR) and the Ontario Association of Fire Chiefs joined forces to develop an education package for the fire service to use in communities affected by wildfires. The theme for Wildfire Prevention Week 2004 was Protect Your Forest Home. Wildfire Prevention Week materials are available on the OFM Web site.

Fire Prevention Week 2004

Fire Marshal Bernard Moyle toured the cities of Ottawa, Hawkesbury, Stittsville, Kingston and Toronto to launch local Fire Prevention Week campaigns with fire chiefs. This year's theme, It's Fire Prevention Week—Test Your Smoke Alarms, promoted two simple but life-saving lessons: install smoke alarms and test them regularly, and develop and

practice home
escape drills.

new canadian edition of risk watch®

The SMARTRISK team continued work on finalizing the English revision of the popular injury-prevention program, Risk Watch®. The material will be translated into French. Both the English and French versions of the new Canadian edition will be available in 2006.

fire safety awards

Among this year's award recipients were five children whose quick actions and fire safety knowledge helped to prevent or minimize a potentially dangerous fire situation. Each of them is an excellent example of the importance of teaching fire safety to children. They are a credit to their communities and positive proof that

fire safety education really works.

Holiday fire safety

To promote fire safety during the winter holidays, the OFM and SMARTRISK developed two new television public service announcements (PSAs): Up in Smoke and Cacophony. The PSAs were introduced at Holiday Fire Safety news conferences held in Toronto, Barrie, Kitchener, Peterborough and North Bay during the week of December 7, 2004. Both PSAs aired frequently over the holidays and continue to be aired nationally and locally.

TAPP-C

TAPP-C, the juvenile firesetter intervention program, continued to evolve with the introduction of three new manuals as a result of a

comprehensive program review in 2001: the Clinician's Manual for mental health professionals, the Community Implementation Manual to assist local TAPP-C sites with the introduction and ongoing management of TAPP-C, and the Fire Service Educator's Manual, which replaced the existing Firefighter's Guidelines.

Designed around the fire safety tenets of prevention, detection, and escape, the Fire Service Educator's Manual contains new teaching tools and materials. Each Ontario fire department received this manual at no charge, with its supplementary CD containing forms, exercises, quizzes and handouts, and a VHS tape that includes the video No Time to Spare and short vignettes that show correct and incorrect behaviours. Fire departments may purchase additional copies of these materials from the Fire Marshal's

Public Fire Safety Council's distribution centre.

12th Annual Fire & Life Safety educators' Conference

Approximately 180 persons participated in the 12th Annual Public Fire and Life Safety Educators' Conference hosted by the Renfrew County Mutual Aid Fire Service Association and the Fire Marshal's Public Fire Safety Council in Pembroke. Highlights of the conference included workshops on the new TAPP-C educational resources, Risk Watch, working with the media, and effective presentations.

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Protection Services

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PROGRAMS & ACTIVITIES

FIELD FIRE PROTECTION SERVICES

The Field Fire Protection Services (FFPS) section supports the mission of the OFM by providing advice and assistance to municipalities and territories without municipal organization, and by monitoring municipal fire protection services. This section helps municipalities to optimize their fire protection services based on local needs and circumstances and meet their responsibilities under the Fire Protection and Prevention Act, 1997.

This year, FFPS has achieved major accomplishments in four areas: change initiative, advisory services, program development, and emergency management and response (EMR).

CHANGE INITIATIVE (RESTRUCTURE)

Effective February 1, 2005, Field Fire Protection Services changed its structure to better meet its mandate and optimize resources to serve clients more effectively and efficiently. The new structure incorporates the following major changes:

- The province has been divided from 2 geographic regions into 4: northwest, northeast, southwest, and southeast.
- Management of the Northern Fire Protection Program (NFPP) has been relocated to the northwest region (Thunder Bay office) where a regional operations manager will administer the program and a program specialist will coordinate the program's daily activities.
- The Monitoring and Evaluation unit has been decentralized into each region, permitting a seamless approach to managing

situations ranging from normal advice and assistance to potential serious threats to public safety.

Advisory Services

- 39 Municipal Fire Protection Information Surveys commenced, 42 completed
- 42 Certificates of Compliance issued
- Inspected 110 occupancies in unorganized territories
- 50 of 54 communities in the NFPP deemed compliant
- Developed 9 new Public Fire Safety Guidelines

Program Development

- Completed an overhaul of the Basic Fire Prevention and Inspection Courses
- Developed Essentials of Municipal Fire Protection seminar for municipal officials
- Finalized the development of the rural staffing guideline and Risk & Resource Rationalization Process workbook
- Successfully built and piloted www.ofspmbbs.ca (Ontario Fire Service Performance Management and Benchmarking System) and released a full version in November, 2004
- Continued work on Phase II Shaping Fire Safe Communities: Stage 1 – Web site to pilot stage and Stage 2 – Data model by March 31, 2005

Emergency Management and Response (EMR)

- Purchased and outfitted support trailers
- Implemented capability to transmit live video feed from emergency scene to remote locations via satellite feed to Internet
- Consolidated EMR team members to one location
- Supported Ministry of Health and Long-Term Care initiative to enhance Chemical, Biological, Radiological, Nuclear (CBRN) capability regarding response and hospitals
- Supported the development and delivery of International Fire Service Accreditation Congress (IFSAC) accredited operations level CBRN/haz-mat training program
- Provided support to Ontario Fire College (OFC) associate instructor program for Level 2 teams
- Supported the development and delivery of technician level CBRN/haz-mat training program
- Provided enhanced awareness level CBRN/haz-mat training to fire investigators and OFM managers
- Designed/implemented a communications room/Emergency Operations Centre for support of inter-agency training exercises including upgrade of radio capability
- Provided input and financial support to expansion of CBRN/haz-mat training grounds at OFC
- Developed and delivered successful fire coordinators seminar

Optimizing Rural Response Guideline and the Risk & Resource Rationalization Process Workbook

The public fire safety guideline and workbook are tools that fire chiefs can use to determine, assess, and optimize the emergency response capabilities of their fire departments with the ultimate goal of improving fire protection services in rural areas. The workbook employs a step-by-step approach that features relevant examples and useful checklists to guide chiefs through the risk and rationalization process, and to help them formulate and implement their plans according to the particular needs and circumstances of their communities.

The OFM invited several fire and municipal stakeholders to participate in the development and testing processes. At the end of March 2005, the OFM sent the finalized guideline and workbook to each fire department in Ontario. Although these tools are geared to rural areas, the risk and rationalization process can be applied in other communities as well.

Shaping Fire Safe Communities

In 2002, the Office of the Fire Marshal (OFM) introduced the first phase of Shaping Fire Safe Communities (SFSC), a leadership program for the Ontario fire service that introduced a new approach to risk management. The overall purpose of this program is to assist municipal fire services with the development and maintenance of risk management plans for long-range fire protection service delivery to their municipalities using an objective, thorough, and systematic process that makes use of all available and relevant tools and resources provided by the OFM and other sources in a user-friendly environment.

In the first phase (2002), the OFM produced an interactive computer-based training program on CD-ROM designed to raise awareness among municipal fire departments about the principles and components of risk assessment and risk management. In 2004, the OFM began work on the second phase—developing and making available a tool to assist fire departments in applying this model using a systematic approach. A project team comprising OFM, municipal, and fire service experts began development of this Web-based application. By March 2004, a pilot Web site (www.ofmsfsc.ca) had been released in trial format to a diverse group of more than 25 fire service stakeholders.

Ontario Fire Service Performance Measurement and Benchmarking System (PMBS)

The Ontario Fire Service Performance Measurement and Benchmarking Project reached a significant accomplishment milestone in November 2004, with the first full version release of this innovative Web-based management tool to the municipal fire service.

The Performance Measurement and Benchmarking System (www.ofspmbbs.ca) represents a key success for the partnership that has been working over the past several years to develop a measurement framework to meet fire service needs. Representatives of the Ministry of Municipal Affairs and Housing, the Ontario Association of Fire Chiefs, municipalities and their fire services, and other associations such as the Ontario Municipal Fire Prevention Officers Association (OMFPOA) have collaborated under the leadership of the Office of the Fire Marshal to champion and contribute resources to this groundbreaking initiative.

By March 2005, 131 fire service leaders had become registered users of the system, with over 1,100 log-ins and more than 1,000 downloads/

views of the user support materials. A unique Peer Mentor Network was set up whereby users could access support and tool tips from their peers in the fire service community from anywhere in the province. A Standing Users Group was established, comprised of many long-standing members of the project working group, to provide ongoing leadership and to oversee the long-term sustainability of the PMBS.

The system has attracted much interest from other jurisdictions. In 2004/05, the project team delivered a number of presentations across the province, authored numerous articles, and responded to inquiries from fire service jurisdictions across Canada, the United States, and Europe.

The system has also received recognition from a number of organizations. For example, the PMBS was nominated for an Award of Excellence in 2004 as part of Showcase Ontario, the largest public sector information technology education event in Canada, and was a feature workshop during this event. The system is also a featured case study in an upcoming research report, *From Measuring to Managing Performance in Municipal Government: Recent Trends in the Development of Public Sector Accountability*, sponsored by the Institute of Public Administration of Canada (IPAC).

Work continues to ensure the long-term sustainability of this system, including a focus on integrating important performance measurement information into fire service business decision-making. Learning continues as experience with the system grows, and the Data/Measures Team is focused on refining and expanding the measurement framework, identifying additional benchmarks and peer grouping opportunities, and designing ways to gather additional information from fire services to support and share these measures. Together with the Shaping Fire Safe Communities risk management project, the Ontario Fire Service Performance Measurement and Benchmarking System represents a significant advancement toward optimizing fire protection and prevention services in Ontario's communities.

BELOW: Deputy Fire Marshal Doug Crawford (left) and Fire Marshal Bernard Moyle presented OFM Operations Manager Carol-Lynn Chambers with a recognition award for her outstanding contribution to the Performance Measurement and Benchmarking Project



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PROGRAMS & ACTIVITIES

APPLIED RESEARCH

Applied Research staff provide expert technical advice to the fire service, OFM staff, the private sector, and other stakeholders (e.g., Canadian Nuclear Safety Commission). Responsibilities include investigating and reporting on large fires that may endanger the community or environment, conducting annual summer inspections to enforce provisions under the Lightning Rods Act and regulation, preparing articles on new issues and trends identified through environmental scanning and disseminating them to the fire service, and maintaining an emergency management Web site for high-rise and high-risk buildings. Staff provide advice and assistance regarding immediate threats and the orders to close/authorization to close provisions of the Fire Protection and Prevention Act, 1997 (FPPA). Staff work with several standards organizations to ensure appropriate fire safety requirements are incorporated into their standards. Applied Research operates the Fire Sciences Library & Audio-Visual Resource Centre, whose extensive collection serves not only OFM staff but also fire and emergency services and others interested in public safety.

This year, Applied Research staff:

- Investigated fires that impacted the community and the environment. Provided advice to prevent environmental impact from fires where hazardous chemicals stored (e.g., pesticides storage facility, waste transfer station).
- Posted 53 product warnings/recalls that are relevant to Ontario on the OFM Web site.
- Under the Lightning Rods Act, carried out 91 inspections of new installations of lightning rods systems throughout Ontario.
- Provided technical assistance on fire safety issues to the Canadian Nuclear Safety Commission for nuclear power plants located in Ontario. Actively involved in the development of CSA N-293 standard on Fire Protection for CANDU Power Plants.

- Assisted other agencies on issues that impact fire safety (e.g., provided comments on 30 standards and 8 regulations under development including Health Canada's regulations on reduced ignition propensity cigarettes and lighters/matches).
- Carried out research in support of technical inquiries from the fire service (e.g., use of excess flow valves in natural gas pipeline distribution systems, technologies available to prevent stovetop fires, use of natural gas to supply emergency generators, fires involving ammunition/gunpowder, hazards associated with drug labs).

The Fire Sciences Library & Audio-Visual Resource Centre provides current fire resources to support the OFM, fire departments, emergency services, fire-related industries, and the general public throughout Ontario.

The collection consists of books, reports, journals, standards, statutes and regulations, and audio-visual resources representing safety, disaster and emergency planning, fire investigation, fire science and technology, training, leadership, and management.

FIRE SCIENCES LIBRARY & AUDIO-VISUAL RESOURCE CENTRE	
# REFERENCE QUESTIONS ANSWERED	1940
# ONSITE USERS	812
# ITEMS LOANED	
Books	576
Journals	32
Technical Reports	394
Videos/DVD	2682
RESEARCH CONDUCTED	
# Online Searches	248
# News Items Clipped	3530
# NEW RESOURCES PURCHASED	
Books/Reports/Legal	140
Videos/DVD	70

BELOW: Applied Research staff inspected this lightning rod installation, protecting cellular antennae on the penthouse of a condominium complex, to ensure that it met the requirements of the Lightning Rods Act and provided protection to the occupants as well as the cellular phone installation.



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PROGRAMS & ACTIVITIES

FIRE SAFETY STANDARDS

The broad mandate of the Fire Safety Standards section is to ensure that appropriate fire safety standards are in place and to provide advice and assistance for effective enforcement of fire safety regulations and legislation by the municipal fire service. This involves the overall administration of the Fire Protection and Prevention Act, 1997 (FPPA), the Ontario Fire Code, the Fire Safety Commission—an adjudicative agency that renders decisions for appeals and applications related to specific matters identified under the authority of the FPPA, and a number of related programs.

Legislative Administration

Under the authority of the FPPA, staff provide advice and assistance to the government, the fire protection community, and the public on Ontario Fire Code compliance and enforcement. The section provides opinions on application of the legislation, develops inspection standards and guidelines related to interpretation and enforcement, and assists the Fire Marshal in fulfilling other duties under the FPPA, including approval for the closure of premises due to unsafe conditions. The section also processes appeals filed under the authority of the FPPA, renders decisions in the dispute, and provides assistance to the Fire Safety Commission in processing appeals and applications under the legislation. Staff activities for this fiscal year are summarized below.

ADVICE AND OPINIONS

4,296 Telephone inquiries handled
94 Written inquiries processed
487 Web site inquiries processed

INQUIRIES WITH RESPECT TO UNSAFE CONDITIONS ON PREMISES

39 Requests for assistance or approval processed

APPEALS PROCESSED

25 Appeals processed

Legislative Development

Section staff provide expert advice to government agencies on amendments respecting fire safety legislation and regulations, develop proposals for technical amendments to the Ontario Fire Code based on input from the public and users of the code, and participate in the coordinated national process for development of the model National Fire Code of Canada.

Expert Advice on Fire Safety Matters to Ministries and Agencies

As part of the role in providing expert advice to government on fire safety matters, staff carry out plan reviews and approvals for schools, health care facilities, and select government buildings (on request). Staff activities for this fiscal year are summarized below.

PLAN REVIEW AND APPROVALS

124 School projects
129 Health care facilities

Other Corporate Programs

Staff provide expert technical support for a variety of other corporate programs including implementation of inquest recommendations, review of national standards, publication of fire safety related articles and Fire Marshal's Communiqués, and implementation of public fire safety information initiatives. Staff activities for this fiscal year are summarized below.

OTHER CORPORATE PROGRAMS

4 Communiqués developed
7 National standards reviewed

Training and Seminars

Section staff deliver training, seminars, and information sessions related to the section mandate including:

- Occupancy-specific fire safety materials for industrial facilities and care occupancies
- Sessions related to FPPA and Ontario Fire Code administration
- Information on legislative and regulatory amendments

Staff delivered a total of 28 courses, workshops, and other seminars during this fiscal year.

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PROGRAMS & ACTIVITIES

FIRE INVESTIGATION & EVALUATION

The Fire Investigation & Evaluation section has the primary responsibility of investigating any fire in which there is provincial interest in accordance with the duty outlined in Clause 9(2)(a) of the Fire Protection and Prevention Act, 1997 (FPPA). The authority to enter a fire scene and the powers upon entry are contained in Section 14 of the FPPA. In addition to the cause and origin of the fire, the section reports on all factors that contributed to the outcome.

Local municipal fire and police departments notify the OFM of any occurrences that meet established criteria. Once the preliminary information is received by the OFM, an assessment is made on whether it fits the criteria for OFM investigation, the urgency of response that is required, and the level to which the investigation is to be conducted.

The levels of investigations are identified as Phase 1, 2, or 3. Investigations that are at a Phase 2 or a Phase 3 level receive a more comprehensive evaluation of factors beyond origin and cause that may have affected the outcome of the fire.

The OFM is mandated to investigate fires and provide expert testimony in court. During the 2004/05 fiscal year, investigation staff investigated a total of 458 fires of which 7 were investigated at a Phase 2 level and one at a Phase 3 level. The Phase 3 investigation was conducted on a fatal fire in West Lincoln in which eight persons died.

This year, Fire Investigation & Evaluation was restructured to include a Quality Assurance and Planning unit and an Operational Support unit. These new units provide staff development and training support to the operational units and provide technical assistance and coordination for major fire investigations.

Emphasis was placed on the health and safety of the investigation staff through the establishment of an Emergency Scene Safety Committee. All staff received air monitoring equipment designed to warn them of airborne hazards at fire scenes. Along with this, they all received specific training on post-fire hazardous material awareness and the use of personal protective equipment.

This section delivered the

Advanced Fire Cause Determination and Investigation course to approximately 10 new staff members, which provided them with certification to the NFPA 1033 Standard. This section also delivered 10 basic fire cause determination courses to fire and police services throughout the province.

To clarify roles and responsibilities at joint investigations, Fire Investigation & Evaluation negotiated Memorandums of Understanding between the OFM and fire and police services of several municipalities. An MOU was also developed between the OFM and the Coroner's Office for the investigation of fatal fires.

**FIRE INVESTIGATORS
RESPOND TO FIRE AND
EXPLOSION OCCURRENCES
ANYWHERE IN THE
PROVINCE IN ACCORDANCE
WITH THE FOLLOWING
CRITERIA:**

ALL FATAL FIRES OR CRITICAL INJURY INCIDENTS	24-hour response
EXPLOSIONS	24-hour response
SUSPECTED INCENDIARY FIRES	Monday through Sunday during normal working hours: 0830 hours - 1700 hours
LARGE LOSS FIRES	\$500,000 and over: 0830 hours - 1700 hours
FIRES OF UNUSUAL ORIGIN OR CIRCUMSTANCE	Unusual fire/ smoke spread or involves circumstances that may result in widespread public concern, e.g., environmental hazard: 0830 hours - 1700 hours
MULTI-UNIT RESIDENTIAL OCCUPANCIES	Where fire spread is beyond unit of origin: 0830 hours - 1700 hours

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ACADEMIC STANDARDS AND EVALUATION

Academic Standards and Evaluation is responsible for the development of training programs and evaluation systems to improve practices relating to fire protection services as legislated by the Fire Protection and Prevention Act, 1997. Development and administration of certification and accreditation programs for fire services and Office of the Fire Marshal (OFM) occupational roles are also within the mandate of this section. Another major activity of this section is to develop partnerships and alternative delivery mechanisms aimed to enhance fire service accessibility to standardized educational/training programs. This section directs the development of OFM occupational performance standards within government policy. Section staff provide process assistance and consultative services to further professional development and corporate training initiatives within the OFM, and ensure the quality and integrity of the programs.

EMERGENCY PREPAREDNESS/RESPONSE CORE PLANNING COMMITTEE

The mandate of the Emergency Preparedness/Response Core Planning Committee is to provide advice and recommendations on the development and coordination of training projects for multi-disciplinary team response to large scale or complex emergencies. This committee meets at least three times a year.

Members are representatives of agencies that include fire, police, Emergency Medical Services, Emergency Management Ontario, Emergency Health Services, public health, and hospitals. A key responsibility of committee members is to provide agency-specific work team members to assist the OFM in the development of course

materials so that the identified learning needs of the targeted groups of responders are met.

The following courses were offered this year.

Terrorism/Hazardous Materials Awareness Training

The Terrorism/Hazardous Materials Awareness for First Responders in Ontario: Self-Study course is for first responders to develop skills and knowledge to meet the outcomes of awareness level training. The course is available on the OFM Web site. This year, there were 6,524 downloads, and the Ontario Fire College issued 3,848 Certificates of Completion.

HAZARDOUS MATERIALS OPERATIONS COURSE

The Hazardous Materials Operations Course was developed for CBRN (Chemical, Biological, Radiological, Nuclear) Level Two teams and is delivered on location by qualified Ontario Fire College associate instructors. As the OFM has received IFSAC (International Fire Service Accreditation Congress) recognition for this course, learners who successfully complete the course receive IFSAC seals on their Certificates of Achievement. This year 121 IFSAC seals were issued.

New HAZARDOUS MATERIALS technician COURSE

The Hazardous Materials Technician course was developed to support CBRN Level Three teams. Based on NFPA 472, this two-week course provides participants with an opportunity to analyze situational factors that involve hazardous or other CBRN materials. Learners go through several rigorous simulated hazardous scene responses where they assess and identify hazards, develop and implement action plans, and practice responding safely as team members. Learners also focus on rescue, recovery, and scene restoration while using specialized protective equipment. Sixteen persons participated in the course this year.

3rd Annual Provincial Chemical, Biological, Radiological, Nuclear (CBRN) Response Teams Training and Exercise

In this annual event, responders work at enhancing their capabilities in responding to a simulated complex CBRN emergency and participate in a major multi-agency exercise that tests their response and decision-making actions. This year's workshop included mass decontamination and radiation safety components. Additionally, an Emergency Operations Centre (EOC) was established, where senior officers and managers of represented agencies participated in a collaborative decision-making process to manage the incident. Forty-eight persons participated.

New national emergency stockpile system (ness) mobile training hospital

The Ministry of Health and Long Term Care entered an agreement with Health Canada and the OFM to obtain a mobile emergency hospital training unit and to provide initial training. Using a train-the-trainer model, the first course was offered at the Ontario Fire College November 16-18, 2004. The six participants trained were strategically selected from municipalities where the federal government has located pre-positioned hospitals and agencies that would be called upon should the hospitals be deployed.

The goal of the course is to provide an overview of the management and set-up of the hospital, related equipment, and supplies. This includes learning about the types of units and supplies, how inventory is controlled, the distribution warehousing, and the federal

legislation, policy standards, and guidelines that administer NESS.

Multi-agency senior officer/manager course

This course is for senior decision-makers, officers, and managers who work together in local communities to plan for and respond to complex emergencies. This year, 8 courses were held, and 253 certificates were issued.

PRE-SERVICE FIREFIGHTER EDUCATION AND TRAINING PROGRAM

The Pre-Service Firefighter Education and Training Program is a three-semester community college certificate program aimed at preparing a pool of qualified, skilled, and professional candidates for entry into the Ontario Fire Service as full-time firefighters. This year, 12 community colleges and 20 fire departments are involved in the program.

CERTIFICATION AND ACCREDITATION PROGRAMS

Certification is a voluntary process for individuals. It is based on a candidate's ability to meet established education/training qualifications, meet job experience and employment requirements, and demonstrate competency to current standards. Once deemed to have met the requirements for certification, candidates are awarded certification by the Ontario Fire Marshal. There is also a certification renewal requirement in which candidates must demonstrate ongoing training and education and continued competence to the current standards.

Accreditation is a voluntarily sought status that is given to an educational institution or program that has been found to meet or exceed stated criteria of educational quality. Accreditation, a quality assurance measure, by an internationally recognized organization adds credibility to a certification program. The OFM has a number of programs and courses accredited by the International Fire Services Accreditation Congress (IFSAC) and the National Board on Fire Service Professional Qualifications (Pro Board).

ONTARIO FIRE SERVICE CERTIFICATION PROGRAMS		
PROGRAM	LAUNCH DATE(S)	# CERTIFIED AT 31-03- 2005
Firefighter Certification Program	May 1998	Firefighters: 579 Career Firefighters: 1438
Fire Prevention Officer Certification Program	April 2001 & May 2003	66
Company Officer Certification Program	May 2003	8

OFM CERTIFICATION PROGRAMS		
PROGRAM	LAUNCH DATE(S)	# CERTIFIED AT 31-03-2005
Firefighter Investigator Certification Program	1997	31

TESTING UNIT STATISTICS		
TESTS ADMINISTERED	# TESTS	# PERSON-TESTS AT 31-03-2005
Ontario Firefighter Curriculum	912	5385
Pre-Service Firefighter Education & Training Program	764	1455
Company Officer Written Comprehensive Exam (open-ended questions)	34	79
Fire Prevention Officer Written Comprehensive Exam (open-ended questions)	11	33
Hazardous Materials Operational Level	53	53
Hazardous Materials Technician Level	16	16

FIRST TO GRADUATE COMPANY OFFICER CERTIFICATION PROGRAM

Grant Love of the North Bay Fire Department and David Cunliffe of The Town of Blue Mountains Fire Department were the first two graduates of the OFM's Company Officer Certification Program. The two received their certificates at a ceremony at the Ontario Fire College on September 24, 2004.

BELOW: Pictured are (left to right): North Bay Fire Chief Ted McCullough, Grant Love, Fire Marshal Bernard Moyle, David Cunliffe, and The Town of Blue Mountains Fire Chief Ron

Doherty.



PROGRAM/ COURSE	ACCREDITED BY IFSAC	ACCREDITED BY PRO BOARD
Pre-Service Firefighter Education & Training Program - 2002/03		Yes
Firefighter Certification Program - 2003/04	Yes	
Company Officer Certification Program - 2004/05	Yes	
Fire Investigator Certification Program - 2004/05	Yes	
Hazardous Materials Operational Level Course - 2004/05	Yes	
Advanced Fire Cause Determination and Investigation Course - 2004/05	Yes	Yes

Public Fire and Life Safety Educators' Certification Program - 2004/05	Yes	Yes
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