



## STAFF REPORT ACTION REQUIRED

### Toronto Fire Services Master Fire Plan 2007

<b>Date:</b>	May 22, 2007
<b>To:</b>	Community Development and Recreation Committee
<b>From:</b>	William A. Stewart, Fire Chief
<b>Wards:</b>	All
<b>Reference Number:</b>	p:\2007\ClusterB\FIR\cd07012

#### **SUMMARY**

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This report provides a brief summary of the Toronto Fire Services (TFS) Master Fire Plan 2007. The Master Fire Plan is an update to the 1999 KPMG report with respect to Fire Station and Apparatus locations across the City, as well as an update to the TFS 2003-2007 Strategic Plan document.

The Master Fire Plan is intended to serve as a strategic planning framework for policy, organizational, capital and operational decisions affecting Toronto Fire Services. It outlines a path for the short, medium and long term.

#### **RECOMMENDATIONS**

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**The Fire Chief of Toronto Fire Services recommends that:**

1. The Toronto Fire Services Fire Master Plan 2007 document be adopted as the guiding principles for the development of the Service over the next five years.
2. Funding for implementation of the Master Fire Plan recommendations be addressed as part of the TFS annual Operating and Capital budget submissions.

## **Financial Impact**

The Master Fire Plan document contains a summary of the financial implications of the recommendations of the report. The total capital cost of recommendations from 2008 – 2017 is \$96.9 million. In addition, the Master Fire Plan identified the need for 16 additional staff positions, one of which was approved in the 2007 Operating Budget process.

All of the items included in the plan have been identified in previous capital and operating budget requests, however, research and study undertaken as part of this report has identified the need for alternate time lines for some requests, particularly in the area of new station development, which has an impact on cash flow. New station construction will also result in operating impacts related to station expenses only, as planned station development will be staffed through reallocation of existing crews across the City.

Proposed new timelines for funding of fire station developments will be presented for consideration during the 2008 Capital Budget process.

The Deputy City Manager and Chief Financial Officer has reviewed this report and agrees with the financial impact information.

## **DECISION HISTORY**

In the years subsequent to amalgamation, Council commissioned a consultant's report ultimately submitted by KPMG. This report served as the roadmap through the difficult years following amalgamation, focusing primarily on maximizing efficiencies and identifying optimal fire protection for the City of Toronto based on fire station locations. It also addressed co-location opportunities with Toronto Emergency Medical Services, as well as reviewing the type and placement of fire apparatus throughout the city. The results of the KPMG study, and the TFS staff responses and alternative proposals, were presented to and adopted by City Council in November 1999, and have guided the strategic development of Toronto Fire Services since that time.

During the 2006 Capital Budget process, Fire Services was asked to look at the feasibility of bringing forward the date of construction of the proposed Downsview fire station. This is included in the attached Master Fire Plan.

## **ISSUE BACKGROUND**

Beginning in 2004, the Fire Chief and TFS senior management team began to view the KPMG study and its recommendations as insufficient to address future planning needs. The Fire Chief implemented a project that would see Fire Services staff proceed with the development and preparation of a Master Fire Plan based on an analysis of needs and risk. This Master Fire Plan would also be developed in conjunction with an update of the 2003-2007 Strategic Plan.

## **COMMENTS**

The Master Fire Plan that is attached to the Staff Report considers the relevance of a number of past reports, including the 1999 KPMG study, the TFS 2003-2007 Strategic Plan and the 2006 Auditor General's Operational Review, and updates the information and considers new input to form a series of recommendations to guide the next five years of the Fire Services' development.

The Fire Protection and Prevention Act (FPPA) is the governing legislation for fire prevention and public safety in Ontario. Within the framework established by the FPPA, municipalities are responsible for funding and delivering fire protection services and the province is responsible for providing municipalities with advice, guidance and support.

Under the act, municipalities are required to complete an assessment of the community's fire risks and to establish a program that includes public education with respect to Fire Safety and Fire Prevention.

The extensive amount of high tech industry, a complex urban infrastructure, protection of the nation's largest university, and the new condition of the City as a potential target for terrorism present unique challenges for the Fire Service. Additionally, in-fill and redevelopment in the downtown area, particularly in terms of high rise living and work units will significantly increase the number of people in the area and the calls for service.

Toronto will continue to expand, both in existing vacant pockets of land and through in-fill development of the highly urbanized core in terms of new construction and population. Continued improvements in the fire-related provisions of our Building and Fire Codes will have a positive impact on new construction.

Toronto Fire Services is truly the all hazards response agency. In addition to fires, other demands on our resources continue to increase, including hazardous responses, Special Operations, and Joint Operations relating to special events services. In 2006, 15.4 percent of total calls were related to hazardous conditions and rescues. This represents an increase of 12.5 percent over 2005, and an increase of 48.2 percent since 1999. This results in programmatic impacts on training development and maintenance, equipment and supplies, and time management. It is anticipated that these response types will continue to increase in the future as redevelopment and intensification occurs in the City.

### **Fire Station Development**

The general objective of Master Fire Plan is to define an overall plan for the optimal location of fire stations and apparatus throughout the City. The specific objectives were to:

- Review and evaluate public life risks and property risks across the City.
- Define appropriate response time standards for Toronto Fire Services, based on the National Fire Protection Association (NFPA) 1710, and consideration for local conditions.
- Review all current fire station conditions.

- Conduct a comprehensive evaluation of the location of the existing fire stations within the City of Toronto, including those previously recommended in the 1999 KPMG Study. This evaluation critically examines the order of construction as previously identified and prioritized in the same study and the TFS staff responses and alternative proposals presented to determine their continued relevance.
- Review the existing apparatus allocation and deployment plan across the City to determine their ability to provide an appropriate response to all areas of the City.

A review of the fire stations developments recommended by KPMG resulted in a reallocation of priorities, and identification of the year in which the stations should begin construction, as follows:

<b>Station Construction Priority</b>					
<b>Order of Priority</b>	<b>KPMG Recommended Year of Construction</b>	<b>1999 KPMG/TFS*</b>	<b>2004-2006 TFS Review</b>	<b>Current Capital Year of Construction</b>	<b>TFS Proposed Year of Construction</b>
1	2000	E/F (Stn 212)	E/F (Stn 212)	Open 2002	Open 2002
2	2001	G (Stn 124)	C (Stn 116)	2006-2007 (approved)	2006-2007 (approved)
3	2002	A (Stn 414)	D (Stn 221)	2012	2008
4	2002	C (Stn 116)	G (Stn 124)	2013	2009
5	2004	D (Stn 221)	B (Stn 144)	2014	2010
6	2005	B (Stn 144)	A (Stn 414)	2015	2011

- \* **Station A** - Northwest Etobicoke - west of Hwy 27, south of Rexdale Boulevard  
**Station B** - Downsview - Keele Street, between Wilson Avenue and Sheppard Avenue  
**Station C** - Northeast North York - Sheppard Avenue, between Leslie Street and Bayview Avenue  
**Station D** - Central Scarborough - Eglinton Avenue East and Midland Avenue  
**Station E/F** - Northeast Scarborough - Sheppard Avenue and Morningside Avenue  
**Station G** - Sunnybrook Hospital

In addition, the following emerging station needs were also identified:

- **York University/York Region Subway Extension**  
The Toronto Transit Commission/City of Toronto has announced an initiative to extend the Downsview subway line into York Region, using a route that would see it pushing in a northwesterly direction towards York University and onwards. Toronto Fire Services has been formally approached by the TTC to secure the location of the current Station 141 (east side of Keele Street north of Finch Avenue) for the purposes of this project. This would accommodate parking and one of the proposed station access points, including a bus loop. During the preliminary discussions, a possible alternate location for construction of a new Station 141 approximately 250 metres north of current station. This area would be suitable to Toronto Fire Services, however, the timing of construction is of critical importance. The appropriate sequence of events would see the construction of the new Station 141 completed before the development of the

subway line reaches the stage where TTC construction access to the existing fire station location is necessary.

- **East Bayfront/West Donlands/Regent Park Redevelopment**  
The first impact of the Toronto Waterfront Revitalization plan will be in the area of Ward 28, the largest of which will be the application for rezoning and subdivision on Eastern Avenue. This precinct plan alone calls for the development of 5,720 housing units. If approved, this and the other outstanding applications from 2005 in Ward 28 will add a total of 8,042 housing units and approximately 275,000 sq. ft of office, office/residential, hotel and commercial space consisting of 4 buildings ranging from 28 to 50 stories. This will add tremendous pressure on the responding fire stations.

The closing of Station 324 (840 Gerrard Street East) as recommended by KPMG subsequent to the merger with Station 323 (153 Chatham Avenue) and relocation to a more central area will be impacted by this development. Consequently, it is recommended that the co-location of Stations 323 and 324 no longer be considered.

Both the Fire Underwriters Survey (FUS) and the National Fire Protection Association (NFPA) recommend guidelines of 1 fire station for every 25,000 residents. They further recommend that the construction of a new fire station be considered when development reaches 40% of that total. Based on the additional volume expected from these residential and commercial starts, construction of a new station deserves serious consideration in the south-east quadrant of East Bayfront/West Donlands area. This will also potentially reduce fire service pressures as the Portlands begin development.

- **Downtown Densification**  
The four downtown southernmost Wards (excluding Ward 28) are Wards 18, 19, 20 and 27 which bound an area between Lake Ontario on the south, Dufferin/ Dundas Street(s) on the west, St. Clair Avenue on the north and the Don Valley Parkway on the east. In addition to the development specifically described in Ward 28, development applications in 2005 totalled more than 9,958 housing units, predominantly in large multi-storey buildings with some featuring mixed use. The increased gridlock resulting from this densification, which is concentrated south of Queen Street and west of Yonge Street to Dufferin Street, will require consideration to adding a fire station in the area near King Street between Dufferin and Bathurst Streets, or developing other strategies or initiatives to deal specifically with gridlock in this area and the entire downtown core.

## **Location of Fire Apparatus**

Following an in-depth review of the number of fire companies and apparatus in the current deployment model, minor adjustments have been made to accommodate emerging and anticipated needs. This will provide an improved distribution of resources across the City, but will leave the total number of companies intact at 128. Timelines for

accomplishing the new deployment model will be driven by factors such as new station construction and normal apparatus replacement schedules.

Operational Support Divisions including Staff Services and Communications, Fire Prevention and Public Education, and Professional Development and Mechanical Maintenance divisions are vital to the continuing operation of delivering emergency responses to the citizens and visitors to the City. The Master Fire Plan includes recommendations to guide the future development of service provision across all sections of TFS. Recommendations in these areas have been developed considering the current environment, and taking into account the City's priorities and the new organizational structure of the City of Toronto. It also considers the recommendations of the previous Fire Services Strategic Plan document, and the 2006 Operational Review conducted by the Auditor General's office.

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## **SIGNATURE**



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## **ATTACHMENTS**

Toronto Fire Services Master Fire Plan 2007