

#### NOTICE

#### THE MAYOR HAS CALLED

## A SPECIAL MEETING OF COUNCIL FOLLOWING THE BUDGET REVIEW COMMITTEE MEETING

#### TUESDAY, OCTOBER 12, 2021

#### TO DISCUSS THE FOLLOWING:

• FOR THE PURPOSE OF EDUCATING OR TRAINING MEMBERS OF COUNCIL:
- Welland Hydro.

FOLLOWED BY SPECIAL COUNCIL IN OPEN SESSION

TO CONSIDER CORRESPONDENCE, REPORTS, AND BY-LAWS.

Due to COVID-19 all meetings wil be held electronically
All Meetings can be viewed at:

City of Welland website: https://www.welland.ca/Council/LiveStream.asp

Tara Stephens, City Clerk



#### SPECIAL COUNCIL MEETING

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- 1. COMMITTEE-OF-THE-WHOLE (IN-CAMERA) FOLLOWING THE BUDGET REVIEW COMMITTEE MEETING (See yellow tab)
  - For the purpose of educating or training members of Council:
    - Welland Hydro.
- 2. ARISE FROM COMMITTEE-OF-THE-WHOLE (IN-CAMERA)
- 3. OPEN SPECIAL COUNCIL MEETING FOLLOWING COMMITTEE-OF-THE-WHOLE (INCAMERA).
  - 3.1 ADDITIONS/DELETIONS TO AGENDA
  - 3.2 CALL UPON THE CITY CLERK TO REVIEW COMMITTEE-OF-THE-WHOLE (IN-CAMERA) TO BE ADDED TO BLOCK
  - 3.3 DISCLOSURES OF INTEREST
  - 3.4 COUNCILLORS TO DETERMINE AGENDA ITEMS AND BY-LAWS TO BE REMOVED FROM BLOCK FOR DISCUSSION IN COMMITTEE-OF-THE-WHOLE (OPEN) (See pink tab)
- 4. ORAL REPORTS AND DELEGATIONS
  - 4.1 PRESENTATIONS
    - 21-15 Adam Eckhart, Fire Chief & Community Emergency Management Coordinator re: Fire Department Staffing.

      (Background information included in Council members packages).
    - 21-13 Steve Zorbas, Chief Administrative Officer re: Inter-Regional Transit Considerations One Taxpayer.
       (Background information included in Council members packages).
- 5. COMMITTEE-OF-THE-WHOLE (OPEN) (to discuss items removed from Agenda Block)

#### SPECIAL COUNCIL MEETING AGENDA - Page 2

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#### 6. BY-LAWS (SEE AGENDA INDEX)

#### 7. CONFIRMATORY BY-LAW

A By-law to adopt, ratify and confirm proceedings of the Council of the Corporation of the City of Welland at its meeting held on the 12<sup>th</sup> day of October, 2021. Ref. No. 20-1

#### 8. ADJOURNMENT

Corporation of



#### SPECIAL COUNCIL MEETING AGENDA

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### **AGENDA BLOCK**

- 1. BUSINESS ARISING FROM MINUTES, PREVIOUS MEETINGS AND OTHER ITEMS REFERRED FROM COUNCIL FOR DISCUSSION: NII
- 2. COMMITTEE AND STAFF REPORTS
  - 1. Business Arising from Committee-of-the-Whole (closed) Nil
  - 2. Staff Reports

1 - 2	FIN-2021-30	Director of Finance/CFO/Treasurer, S. Fairweather - Draft Compassionate Grants for Sewer Backup. Ref. No. 21-111
3 - 33 Remove From Block	F&ES-2021-06	Fire Chief & Community Emergency Management Coordinator, A. Eckhart - Fire Department Staffing and Service Delivery. Ref. No. 21-15
34 - 70 Remove From Block	TRANS-2021-15	Chief Administrative Officer, S. Zorbas - City Response to Niagara Region Staff Comments - Inter Regional Transit - One Taxpayer. Ref. No. 21-13
71 - 83	ENG-2021-24	Director of Infrastructure Services, SM. Millar - Increase Sewage Water Alleviation Program (SWAP) Grant Allocations. Ref. No. 16-104 (See By-law 1)
84 - 86	ENG-2021-25	Director of Infrastructure Services, SM. Millar - Commercial Street Area Sanitary Bypass - Pump Replacement. Ref. No. 21-131
87 - 88	ENG-2021-26	Director of Infrastructure Services, SM. Millar - Stormwater Inflow Direct Connections into the Wastewater System. Ref. No. 21-132

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#### 3. NEW BUSINESS

1. RBC Signing Authority. Ref. No. 21-4

#### **RECOMMENDATION:**

THAT THE COUNCIL OF THE CITY OF WELLAND authorizes the following as requested by the Royal Bank of Canada (RBC):

- 1. THAT ROYAL BANK OF CANADA ("Royal Bank") is appointed banker for the Customer.
- 2. THAT for instrument/agreements/credits/borrows: The Mayor and Director of Finance/CFO/Treasurer to sign jointly or any one of the Mayor or Director of Finance/CFO/Treasurer to sign together with any one of the Manager of Budgets and Financial Reporting/Deputy Treasurer or Chief Administrative Officer or City Clerk are authorized on behalf of the Customer from time to time:
  - (a) to withdraw or order transfers of funds from the Customer's accounts by any means including the making, drawing, accepting, endorsing or signing of cheques, promissory notes, bills of exchange, other orders for the payment of money or other instruments or the giving of other instructions;
  - (b) to sign any agreements or other documents or instruments with or in favour of Royal Bank, including agreements and contracts relating to products or services provided by Royal Bank to the Customer; and
  - (c) to do, or to authorize any person or persons to do, any one or more of the following:
    - (i) to receive from Royal Bank any cash or any securities, instruments or other property of the Customer held by Royal Bank, whether for safekeeping or as security, or to give instructions to Royal Bank for the delivery or other transfer of any such cash, securities, instruments or other property to any person named in those instructions;
    - (ii) to deposit with or negotiate or transfer to Royal Bank, for the credit of the Customer, cash or any security, instrument or other property, and for those purposes to endorse (by rubber stamp or otherwise) the name of the Customer, or any other name under which the Customer carries on business, on any security or instrument;
    - (iii) to instruct Royal Bank, by any means, to debit the accounts of third parties for deposit to the credit of the Customer; and
    - (iv) to receive statements, instruments and other items (including paid cheques) and documents relating to the Customer's accounts with or any service of Royal Bank, and to settle and certify the Customer's accounts with Royal Bank.
- 3. That all instruments, instructions, agreements (including contracts relating to products or services provided by Royal Bank) and documents made, drawn, accepted, endorsed or signed (under the corporate seal or otherwise) as provided in this Resolution and delivered to Royal Bank by any person, shall be valid and binding on the Customer, and Royal Bank is hereby authorized to act on them and give effect to them.

# corporation of

#### SPECIAL COUNCIL MEETING AGENDA INDEX - Page 3

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- 4. That Royal Bank be furnished with:
  - (a) a copy of this Resolution; and
  - (b) a list of the names of the persons authorized by this Resolution to act on behalf of the Customer, and with written notice of any changes which may take place in such list from time to time, and with specimens of the signatures of all such persons; each certified by the (1) Mayor and (2) Director of Finance/CFO/Treasurer of the Customer; and
  - (c) in writing, any authorization made under paragraph 2(c) of this Resolution.
- 5. That any document furnished to Royal Bank as provided for in paragraph 4 of this Resolution shall be binding upon the Customer until a new document repealing or replacing the previous one has been received and duly acknowledged in writing by the branch or agency of Royal Bank where the Customer has its account.

#### 3. BY-LAWS

## MAY BE VIEWED IN THE CLERK'S DIVISION PRIOR TO THE MEETING IF DESIRED.

 A By-law to amend By-law 2017-18; being a By-law to Regulate Management of a System of Sewer Works and Drainage Works in the City of Welland. Ref. No. 16-104 (See Report ENG-2021-24)

# COUNCIL CORPORATE SERVICES FINANCE DIVISION



REPORT FIN-2021-30 OCTOBER 12, 2021

SUBJECT:

DRAFT COMPASSIONATE GRANTS FOR SEWER BACKUP

AUTHOR:

MIKE LOSTRACCO, CPA, CMA REVENUE SERVICE MANAGER

APPROVING DIRECTOR:

STEVE ZORBAS, CPA, CMA, B.Comm, DPA,

CAO / DIRECTOR, CORPORATE SERVICES / CHIEF FINANCIAL

OFFICER / TREASURER

#### **RECOMMENDATION:**

THAT THE COUNCIL OF THE CITY OF WELLAND receives the draft policy for a Compassionate Grant for Sewer Backup for residential properties as a result of significant rainfall; and further

THAT Welland City Council provides feedback to staff on the draft policy.

#### **ORIGIN AND BACKGROUND:**

On July 17, 2021, a significant wet weather storm event occurred across southern Niagara that hit Ward 6 within Welland particularly hard with the intensity of a storm with a return frequency of 50 years. The City of Welland received 84 flooding complaints and 28 claims for damages as of September 28, 2021 as a result of the July 17, 2021 storm event. This is the second major event that has occurred in this area within the past 12 months.

#### **COMMENTS AND ANALYSIS:**

Sewer related claims against municipalities can no longer be pursued based on nuisance as per the *Municipal Act*, 2001, effective as of December 1991. Therefore, the claimants will still be required to prove negligence in order to be successful with their claims against the City. That being said, it is neither technically nor financially feasible to construct infrastructure to accommodate 50-year storm events.

In order to aid the residents affected by this latest storm event, the City of Welland has developed a draft Compassionate Grant related to sewer backups that occur as a result of storm events. Residents affected by flooding two or more times could be eligible for a grant of up to \$3,000 under the proposed policy for sewer backups.

To qualify, the resident (property owner or tenant) must satisfy the following conditions:

- This grant only applies to residential properties
- Proof of two or more sewer backups that are related to sewer surcharging as a result of significant rainfall.
  - The first backup occurring after January 1, 2017 and the second occurring after July 1, 2021
- Owned the home during both backups
- The resident (property owner) must have insurance coverage with a sewer backup rider.
  - o If the resident does not have sewer backup coverage, they must show proof that the coverage was denied (ex. letter from insurance company)
- The homeowner must agree to disconnect from the storm sewer system (see SWAP program below), or show proof of disconnection if already disconnected
- The grant will pay the eligible homeowner's deductible owing up to a maximum limit of \$3,000
- Claims must be submitted within five (5) months of the second event
- · Water overland flow damage is not eligible
- Residents are allowed 1 successful claim every 5 years, even if they experience more than 2 floods during that 5-year timeframe
- Property taxes must be paid in full, or be on the City's PAP program

Under Section 107 of the *Municipal Act*, 2001, municipalities may provide grants to persons for any purposes that the Council considers to be in the interest of the municipality. Section 106 of the *Municipal Act*, 2001, however prevents municipalities from providing grants to manufacturing businesses, industrial or commercial enterprises.

#### **FINANCIAL CONSIDERATION:**

All payouts are to be funded from the Insurance Reserve.

#### OTHER DEPARTMENT IMPLICATIONS:

Sewage Water Alleviation Program (SWAP) Program: The City of Welland is offering a Grant Program to residents. SWAP works to provide funding for the installation of devices which provide basement flooding protection. A funding allocation to a maximum of \$4,000 is available to assist the homeowner with the improvements. The work done is between the homeowner and their contractor. The homeowner is responsible for the on-going operation and maintenance of the devices.

#### SUMMARY AND CONCLUSION:

The development of a compassionate grant policy would aid residents who were impacted by two major storms within a 12-month period. Staff recommends that the Council of the City of Welland receives the draft Compassionate Grant for Sewer Backups. The final Compassionate Policy will be brought to Council for approval in November 2021.

#### **ATTACHMENTS:**

None.

## SPECIAL COUNCIL FIRE AND EMERGENCY SERVICES

APPROVALS	
GENERAL MANAGER	0
CFO	X
CAO	XX

REPORT F&ES-2021-06 DATE: October 12th, 2021

SUBJECT:

FIRE DEPARTMENT STAFFING AND SERVICE DELIVERY

AUTHOR AND APPROVING GM:

ADAM ECKHART MPS, BPSA, ECFO, FIRE CHIEF

#### **RECOMMENDATION:**

THAT THE COUNCIL OF THE CITY OF WELLAND receive the Fire Department Staffing plan which recommends that, subject to future budget review and approval during the 2022-2026 timelines, the staffing complement of the Fire Suppression Division to maintain a ratio of at least one (1) full-time suppression firefighter for every 950 residents of the City of Welland as the population is predicted by the Welland Planning Department and;

THAT THE COUNCIL OF THE CITY OF WELLAND receive the Fire Department Staffing plan which recommends, subject to future budget review and approval during the 2022-2026 timelines, increasing the Suppression Division staffing to at least 52 full-time staff in January of 2022 and 60 in January of 2023, and 68 in January of 2024 and;

THAT THE COUNCIL OF THE CITY OF WELLAND receive the Fire Department Staffing plan which recommends, subject to future budget review and approval during the 2022-2026 timelines, increasing the full-time firefighter on-duty staffing minimum from the current eight (8) to nine (9) persons by the end of the year 2022, and eleven (11) by the end of 2023, and twelve (12) in 2024 and;

THAT THE COUNCIL OF THE CITY OF WELLAND receive the Fire Department Staffing plan which recommends that, subject to future budget review and approval during the 2022-2026 timelines, authorize the Fire Chief to develop a policy and departmental system to increase the full-time firefighters that are called back to provide emergency response coverage across the Community, during active incidents from the current four (4) staff to a minimum of nine (9) staff at the discretion of the Fire Chief and to maintain a policy that ensures that the Fire Department can provide a timely emergency response to the Community while operating at multiple emergency scenes and;

THAT THE COUNCIL OF THE CITY OF WELLAND receive the Fire Department Staffing plan which recommends that, subject to future budget review and approval during the 2022-2026 timelines, authorize the Fire Chief in January of 2023 to increase the overall staffing

complement of the Fire Prevention Division to five (5) full-time staff and six (6) full-time staff by the end of 2024 and;

THAT THE COUNCIL OF THE CITY OF WELLAND receive the Fire Department Staffing plan which recommends that, subject to future budget review and approval during the 2022-2026 timelines, to create a new position of a Deputy Fire Chief to oversee the Fire Prevention primarily, Community Risk and Public Education responsibilities, share in the on-call responsibilities and complement the current Fire Department management team, the position created in February of 2022 and;

THAT THE COUNCIL OF THE CITY OF WELLAND receive the Fire Department Staffing plan which recommends that, subject to future budget review and approval during the 2022-2026 timelines, to create a new Administrative Assistant position for the Fire Department in 2023, working among the Training, Fire Prevention, and Management groups and;

THAT THE COUNCIL OF THE CITY OF WELLAND direct the Fire Chief, starting in 2023, provide an annual report to Council on the WFES response performance target of firefighter assembly times of 80 seconds or better and having the first arriving Pumper truck arrive at reported building fires within 240 seconds of drive time, 90% of the time and;

THAT THE COUNCIL OF THE CITY OF WELLAND directs the Fire Chief to provide an annual report to Council comparing the Community Risk to that of the service delivered by the Fire and Emergency Services Department throughout the year.

#### **ORIGIN AND BACKGROUND:**

#### City Council Determines the level of Service to the Community

The Fire Protection and Prevention Act, 1997 requires every municipality to provide fire safety education and to provide other fire protection services as it determines may be necessary per its needs and circumstances (Part II, Section 2,1(a)(b)). Service levels are established in the Fire Department's Establishing and Regulating By-law, which was last updated in December of 2017. Part II, Section 6 of the FPPA establishes that the Fire Chief is ultimately responsible to City Council for the Fire Department. This duty requires that the Fire Chief arrange and allocate the resources provided to the fire department in the best way possible according to the Establishing and Regulating By-law, which provides for public and firefighter safety. Legislative requirements, compounding safety expectations in the firefighting industry, community expansion, population growth, increasing fire events, dynamic labour requirements and increasing community risks all influence the Community's fire protection. Without increased staffing and resources, these factors will continue to dilute the delivery of emergency services to the Community and increase risk.

#### **WFES History**

The WFES was formed through the amalgamation of smaller communities, joining each of the fire departments. Since then, the industry of firefighting and the demands for service delivery has expanded dramatically. The Department's size has shrunk over the years, from over 185 members to the current 118. WFES is people-driven, firefighters are the critical

component of service delivery, and staffing levels directly influence the quality of the services delivered. Without its people, WFES would not provide a single service.

Welland operates a high-performing fire department comprised of highly skilled people with the appropriate vehicles and equipment. WFES has modernized all aspects of service delivery through recent years, formalizing our operational capacity based upon our available resources. Continuous improvement efforts have advanced the Department in many ways. We are justified in being proud of the fire department.

#### Welland's Combination Fire Service

In Ontario, service delivery is provided by three models; full-time, volunteer, and combination departments. Welland is a combination department. There are 215 combination departments in Ontario. These range from a few full-time staff on-duty to mostly full-time with only a handful of volunteers. Welland falls in the middle, with approximately 50 volunteers and 58 full-time staff.

By virtue, full-time firefighters are available at fire stations and offer the fastest assembly and response time. Volunteers provide excellent services to our community; however, the additional assembly time to travel from home to the firehall means that volunteer firefighters take longer to arrive on the scene. This extra time regularly adds 8 to 12 minutes to the overall response time. We should be proud of this turnout time; it is among the best, but we must also recognize how rapid fire-growth rates increase the risk to firefighters and citizens. These first few minutes after an emergency call is received are critical and greatly influence the fire conditions, public and firefighter safety.

The response time for volunteer firefighters will improve with the opening of the new headquarters. The closure of Schisler Rd. Firehall will see the Tanker truck brought into the City, closer to the population of Volunteer Firefighters. Having volunteer firefighters respond to a centrally located station on Main St. will help to ensure that these vehicles are quickly and adequately staffed.

WFES is a small fire department servicing a medium-sized, rapidly growing community. All on-duty firefighters are utilized at the first fire scene, and staff face more fires per capita than their provincial counterparts. The current staffing levels provide an initial assignment of half the recommended staff per vehicle and rely on volunteer firefighters to support the on-duty staff. The community may be vulnerable during these times, without firefighters immediately available to respond to additional emergency calls. Occasionally, WFES denies non-emergency calls and may decline to attend emergency medical assistance calls.

Daily staffing levels result in at least two vehicles being dispatched to nearly every call within the City. This results in approximately half of the on-duty firefighters and at least two vehicles committed to every; medical assistance calls, non-emergency assistance calls, and Carbon Monoxide calls. This occurs over 1,700 times annually. Each call consumes approximately 45 minutes, reducing the number of vehicles and staff available to respond to fire emergencies, where initial staffing levels are critical for firefighter and public safety.

WFES is repeatedly experiencing multiple different calls at the same time. Increased staffing per vehicle would provide enough staff on one vehicle to respond to these calls independently, eliminating the need to dispatch a second one. This change would help to make resources available for the additional emergency calls.

The WFES does not differentiate the level of service by area. WFES personnel respond throughout the City in the same manner and format. Other composite municipalities rely on volunteers in some areas and full-time in other areas. Welland does not differentiate or bill by area rating.

#### **Volunteer Firefighter Response Model**

The volunteer firefighters are paged along with full-time firefighters and respond to the fire station to pick up their gear and staff a fire truck. Although responses vary by location, time of day, and other factors, volunteer apparatus typically arrive on-scene approximately 10-12 minutes after the full-time staff. This time gap is critical. More firefighters are required to provide for public and firefighter safety.

Due to the strict job security language awarded by arbitration, the volunteers are only permitted to attend fires. All full-time on-duty staff must be assigned to the emergency before volunteers are deployed. Volunteers firefighters may only be dispatched to fires. Many of the other emergency call types require significant personnel to conduct technical and water rescues safely and efficiently. This strict contract language establishes a rigid and definitive structure of the fire department that differs from many other municipalities. Volunteer firefighter duties cannot be expanded. As a result, the growth of the full-time firefighting complement is required to address the increasing risks.

Volunteer firefighters perform valuable and meaningful work at fire scenes. They are skilled in using specialized water supply equipment, providing safety teams to firefighters working inside hazardous zones, and provide relief and support to the full-time firefighters. The future of volunteer firefighters in Welland is bright. They will have ample opportunities to benefit from the WFES. Training Center and updates to the recruitment and certification of volunteer firefighters are coming, an exciting change that everyone agrees is important for the department and the people within.

Volunteer firefighters currently respond to several types of calls that on-duty firefighters typically resolve without the assistance of volunteers. These call types include odours of smoke, fire is reported to be extinguished by someone on scene, and similar incidents. Frequently these calls result in the volunteers doing little or no work at all, and it is common for them to be cancelled in the first few minutes after alarm activation. This occurs approximately 150 times a year, and these occurrences summoned volunteers at all hours of the day, in all weather, and can be very disruptive to their personal lives. In consultation with department members, the Fire Chief is evaluating these emergency call types to reduce the workload on the volunteer firefighters to reduce callouts that they aren't required for and allow them to reserve their responses for call types where they are needed most. Continuous review and analysis are necessary to balance the increasing demand on volunteer firefighters with their personal and work lives to retain them longer.

#### **Current Full-time Suppression Staffing Model**

WFES on-duty full-time staffing was reduced from 10 to 9 in 1992 and 9 to 8 in 1993. During this time, dispatch services were contracted out to St. Catharines Fire, and the dispatchers were transferred to the suppression division. This staffing level has remained the same, a minimum of eight (8) full-time firefighters on duty since 1993. Through the early 90s, the fire department responded to approximately 850 calls annually, and fewer than 20 of these were building fires. Despite many efforts to prevent and reduce the call volume, this has grown significantly. The past several years have shown a growing trend, averaging 90 building fires annually and crested over 2,900 calls for service in 2018. combination of the ageing building stock and rapid urbanization will continue to increase the demands on the Fire Services.

The current 48 full-time suppression positions are spread among four platoons. This provides for 12 members per platoon, which is frequently scheduled at 10 most days, as 2 members are permitted to be away on leave and entitlements. This number often falls below ten, averaging around 8.8 daily as members are absent due to illness, injury, WSIB, bereavement, training absences and longer-term absences such as promotion, acting assignments, retirement, and resignations. Due to the nature of the work, firefighters are more frequently disqualified from their duties by medical professionals than most other occupations. Firefighters must be mentally and physically fit to perform their duties to 100% of the requirements. Although efforts continue to promote a healthy and safe workplace, the Department faces an increasing absence and injury rate. Occupational health and safety measures are a priority, and all staff are committed to doing the inherently dangerous work as safely as possible. The Employer offers many supports to promote higher attendance.

Currently, four (4) suppression division members are on modified duties or reduced hours due to WSIB injuries, and another is on a medical accommodation. This is comparable to the 5-9% injury and absence rates experienced by other Fire Departments. Each absence reduces the number of personnel who strive to respond within minutes to every emergency call.

Recently, two fire department staff have retired, concluding their working careers in September of this year. This has brought our fully active and deployable full-time suppression force down to 41 from the approved 48 full-time positions. Staffing differences between the levels of active and those employed are common and frequently occur despite efforts to support staff and uphold the highest safety standards. Staff are moved between platoons as required to offset overtime costs. However, these movements average down staffing and ultimately the level of service to the Community.

#### Minimum Staffing - Suppression

The minimum staffing level is established at eight (8) full-time suppression firefighters at any one time, and overtime is used to maintain this minimum staffing level. Eight (8) firefighters on-duty result in only two (2) firefighters on each of the City's four (4) staffed fire trucks. This is half of the recommended staffing of four (4) per pumper and also falls short of the Ontario Fire Marshal's publications recommendations of ten (10) firefighters on scene within ten (10) minutes. Although it is currently in review, the Ontario Fire Marshal's publications state that additional staff should be considered for deployment based on the

community's risk. These factors include the available water supply where tanker trucks are required and complex incidents like mid and highrise fires. There is more to follow in this report on the importance of four firefighters per vehicle staffing.

#### Suppression Call-back – 2<sup>nd</sup> incident response capacity

All on-duty staff and volunteer companies respond to every reported building fire and prefire emergency calls with the same staffing and response model. There are no more resources available during these calls to support the initial scene or respond to other incidents. WFES receives approximately 250 calls of this nature each year. The duration of these incidents can span several consecutive hours.

When the Incident Commander anticipates that the emergency scene will take more than 60 minutes to conclude, a call-back of full-time firefighters is activated, and full-time staff are brought back on overtime, if available, to staff a single pumper. This pumper is the only vehicle available for secondary incidents, ranging from non-emergency assistance calls to complex fires, water rescues, and many other incidents. If additional resources are needed, they are requested from the original fire scene or brought in from another community through Mutual Aid Agreements. Additional full-time staff are brought in on overtime during very large or complex emergencies to help support the incident. This historically happens a few times a year.

There was an average of 28 call-back activations in each of the past three years. During these occurrences, secondary emergency calls were received in over half. Several of these were other fires. The longer the initial incident scene continues, the more likely it is that additional calls will occur.

The Call-back program was initiated on a one-year trial back in the year 2001. There have been various reasons that this has not improved and the Union that represents the full-time firefighters is eager to support the modernization of this policy. All members of the WFES recognize that the current system, recalling only four (4) full-time firefighters, is not an adequate response to additional emergency calls.

#### **Seconds Count**

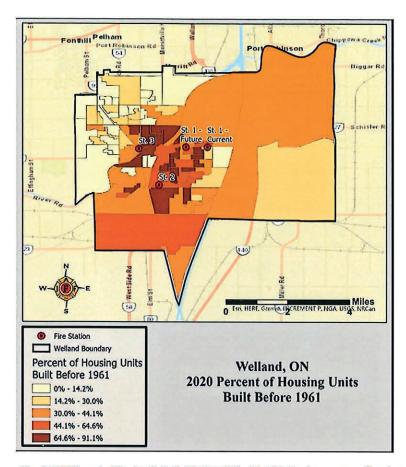
Typically, new home construction results in faster flame spread beyond the room of origin and can spread to nearby structures. According to the National Fire Protection Association (NFPA), fires can spread up to 1,100 percent in the first four minutes. Modern furniture and belongings use more synthetics, releasing heat and burning faster and hotter than traditional natural fabrics and wood. These fuel loads support rapid-fire growth and cause flashovers to happen unpredictably.

Flashover is a hostile and deadly event when everything in the room erupts into open flame. It generates a tremendous amount of heat, smoke and pressure. Its timing is unpredictable, and its consequences can be deadly. Even a firefighter who is wearing all safety equipment can be killed in a flashover. It is this knowledge on fire growth that emphasizes the importance of fire department capacity and response times.

The average arrival of the first fire vehicle is approximately 5 minutes. This means that firefighters may be arriving at a working structure fire with only two (2) firefighters. In the initial stages, fires can spread very quickly and show few signs from the exterior. Firefighters who enter to search for occupants and to control the fire are at an increased risk. To address this risk, the recommendation of Ontario and NFPA standards establishes a two in and two out rule. The two outside perform other tasks but are immediately available to assist the interior crew if they require it.

#### **Existing Building Stock**

Legacy buildings present a complex challenge to firefighting operations. Built to various standards, or none at all, most have seen many renovations and repairs over the years. Construction methods like Balloon Frame have proven difficult or nearly impossible to stop a seated fire within. Building construction methods contribute to fire growth, including voids and spaces within the structure of a building and layers of building and finishing materials complicate efforts to control the fire. Due to the age, many are without modern fire detection and signalling equipment, resulting in delays in detection and notification to the fire department. Many of these buildings hold modern furniture and fixtures, which increases the fuel load during fire events. Combined, these risk factors result in a more dangerous and complex fire situation.

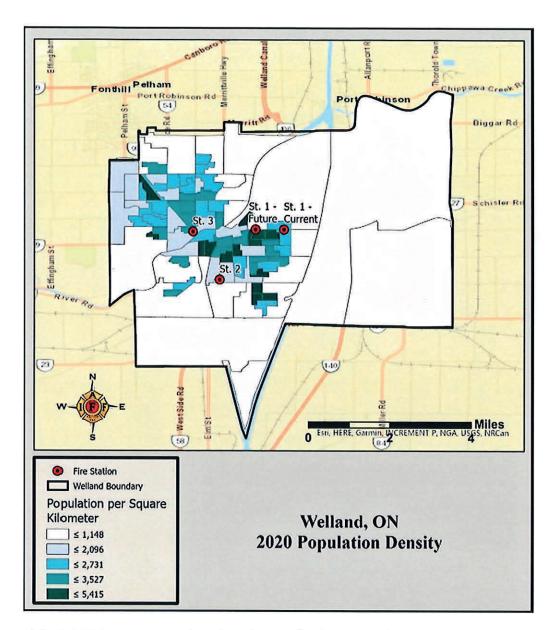


Map 6: 2020 Percent of Housing Units Built Before 1961. Map 6 depicts the percentage of housing units built before 1961. Typically, when there are high numbers of older buildings constructed before many current fire codes were developed, and poorly maintained properties, there is an increased demand on emergency services.

Map 6 above: shows the areas where older buildings are concentrated in Welland (displaying building density).

#### Residential Building Stock and Growth

The 2021 building stock in Welland shows that there are over 22,490 dwelling units. Approximately 15,179 detached homes, 1,640 semi units, 1,100-row houses, 500 duplex units, 250 multi-plex units, and over 620 condominium apartments. These numbers have already started to grow significantly, and there are several thousand more dwelling units at various stages between proposal and construction. This growth will increase the demand for fire services. Urban growth will increase the demand in each response district and dilute available resources.



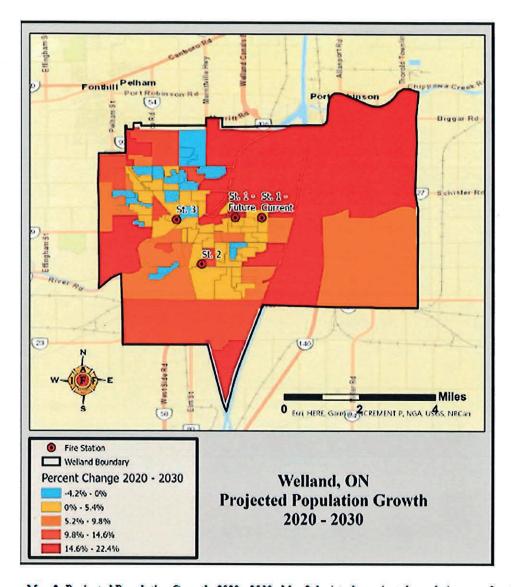
Map 1: 2020 Population Density. Map 1 shows Welland's 2020 population density in people per square kilometer by census dissemination area. Demand on emergency units is expected to be greater in areas with higher population density

Map 1 above: shows the population density of the community by area (displaying population density).

The 2016 Census shows Welland's population was 52,293 people. A conservative estimate suggests that 2.2 people have been added in each of the 1,866 new dwelling units suggesting that Welland's 2020 population is 56,398. With the potential that more people live in many of these units, the population may be higher. The current Census is underway.

The growth in the community will see several large developments and many new residents move to our community. Our fire services must grow to match the community it protects, or Page 9 of 31

the overall service level will decline. There are many factors to population growth. However, the City's Planning Department projects that a population of 61,832 in 2025 is reasonable based on the community's growth trends. Map 2 below shows the areas of growth by a percentage of change.



Map 2: Projected Population Growth, 2020 - 2030. Map 2 depicts the projected population growth rate from 2020 to 2030 per census dissemination area. Based on these projections, most of Welland is expected to experience population growth with some areas expected to experience negative growth. Typically, as population increases, so does demand. Welland Fire and Emergency Services (WFES) should continue to monitor population growth as an indication of where additional resources may be needed in the future.

Map 2 Above: shows the projected population growth for Welland (displaying population density).

#### **Non-residential Building Stock**

There are hundreds of existing industrial, commercial and retail buildings. These buildings were constructed under various Building and Fire Codes. As building use and ownership

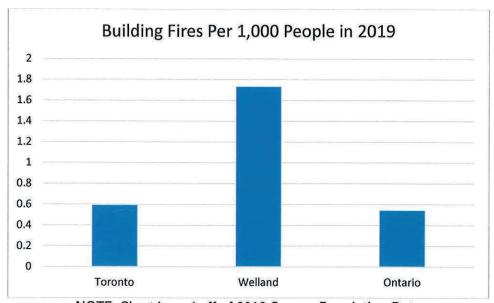
change, they experience renovations, use, and new fuels and finishes added. These old buildings pose new risks and offer less protection from fire than the same building built to current standards.

Firefighters are responsible for protecting property, including the protection of businesses and their property—these buildings house many environmental and structural characteristics listed above in legacy buildings. Industrial and commercial buildings pose significant risks and require greater resources to suppress a fire in building safety. Over 2,000,000 sq feet of industrial space is being constructed in the community, adding to the risk and demand for fire protection services.

#### Community Fire Risk – Comparative analysis

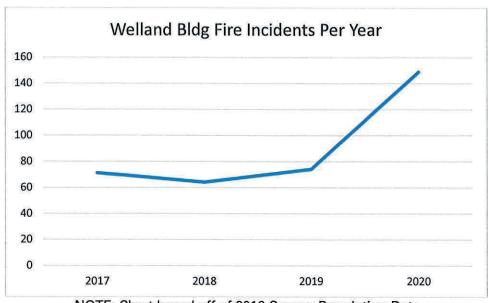
The 2021 fire occurrence trend is showing an increase, and as of September 1<sup>st</sup> WFES had already responded to 126 building fires. 20 more than the same time last year. The City of Welland experienced 71 building fires in 2017, 64 in 2018, 74 in 2019, and 149 in 2020, resulting in a four-year average of 90 loss-fires annually. This equates to a four-year fire incident rate of 1.73 per 1,000 residents, scoring Welland at an elevated risk of building fires. Although there is some discretionary coding of fires reported to the Province, this is a small margin of difference and still shows that Welland residents experience building fire occurrences three times higher than the provincial average.

In 2019, in Ontario, including Welland's data, the potential of a resident experiencing a fire was approximately 0.54 per 1,000 citizens. In 2020, Toronto experienced a fire incident ratio of 0.59 per 1,000 residents. In 2019, pre-pandemic statistical surge, Welland accounted for 1.1% of the fires in the Province. However, the City only represents 0.3% of Ontario's population (2016).



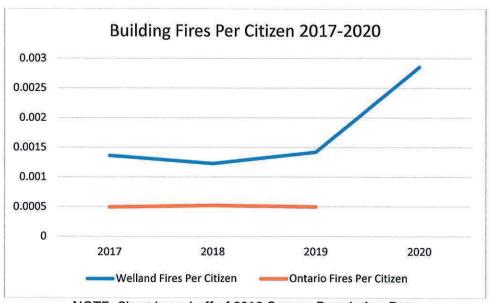
NOTE: Chart based off of 2016 Census Population Data

Chart 1 above: Displays the ratio of 1,000 residents chance of experiencing a building fire.



NOTE: Chart based off of 2016 Census Population Data

Chart 2 above: Displays Welland's Building Fire Occurrence rate over previous four years



NOTE: Chart based off of 2016 Census Population Data 2020 fire data not available from OFMEM as of June 2021

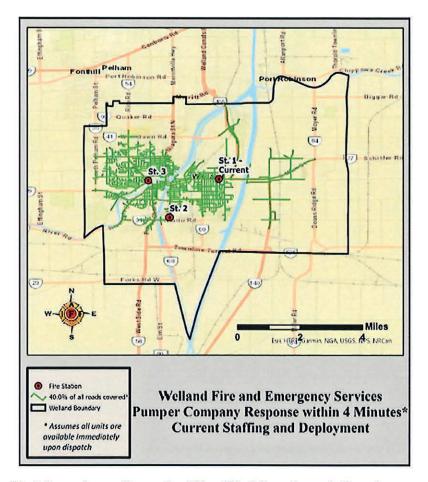
Chart 3 above: Displays Welland Resident's ratio of experiencing a building fire

#### Community Risk vs Service Delivery

NFPA 1710, the Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments, establishes some best practices. This standard defines a Career Fire Department as utilizing full-time station-based personnel to comprise at least 50 percent of an initial full alarm assignment. WFES currently assigns all of its Volunteer Firefighters to the alarm. Therefore, NFPA 1710 standard does not explicitly apply because of Welland's composition. However, portions of this standard should be adopted due to the Page 12 of 31

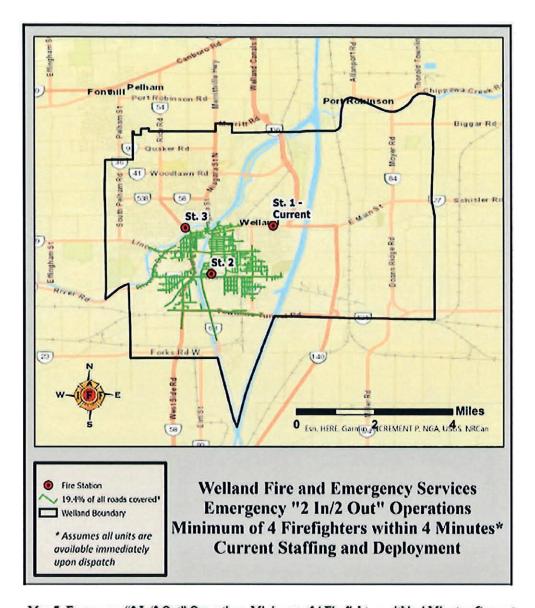
response model and the lack of an alternative standard that specifically addresses the composition of Welland's Department.

The NFPA 1710 identifies the Community of Welland as urban, and it sets forward appropriate benchmarks for firefighter assembly and drives times that should be adopted. Specifically, WFES should strive for 80 seconds for firefighters to assemble after receipt of an emergency call (NFPA 1710, 4.1.2.4). WFES' current assembly time will be improved with purpose-built firehalls. The standard also sets drive time at 4 minutes for the first arriving vehicle 90% of the time (NFPA 1710, 4.1.2.1[3]). Station locations and response mapping show that this will also be improved with the new fire stations. Currently, staffing levels fall short of the four firefighter requirement, and a comparison map shows this service level difference.



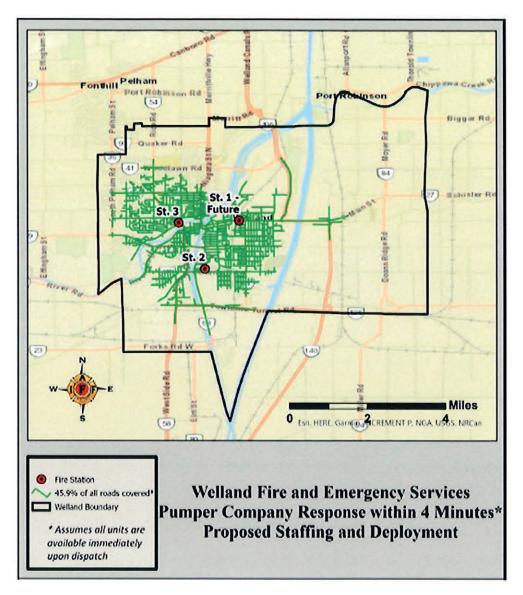
Map 8: Pumper Company Response Capabilities within 4 Minutes, Current Staffing and Deployment. This map identifies those roads where WFES is capable of responding with pumper company response capabilities within four minutes of travel. The reader is reminded that, currently, no pumper company is adequately staffed to meet industry standards. Assuming all units are available immediately upon dispatch, WFES is capable of responding with a pumper on 40.0% of roads within Welland within four minutes. First-arriving companies staffed with four firefighters are more efficient in all aspects of initial fire suppression and search and rescue operations compared to two- or three-person companies.

MAP 8 above: The green highlighted roads show the 4-minute travel time coverage from the current 3 station model, about 40% of roads covered at currently posted speed limits.



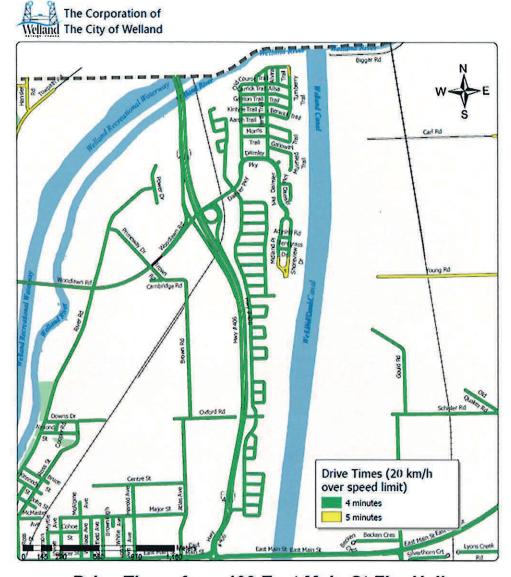
Map 7: Emergency "2 In/2 Out" Operations, Minimum of 4 Firefighters within 4 Minutes, Current Staffing and Deployment. Map 7 identifies those roads where a minimum of four firefighters can assemble on scene within four minutes of travel when at typical staffing levels at each station. Assuming all units are in service and available to respond at the time of dispatch, WFES is capable of responding with four firefighters on 19.4% of roads within Welland within minutes. Since no WFES suppression apparatus are currently staffed with four firefighters, multiple apparatus must arrive on scene before WFES can engage in "2 In/2 Out" operations. Additionally, the low staffing levels hinder WFES operations on scene at emergencies. First-arriving companies staffed with four firefighters are more efficient in all aspects of initial fire suppression and search and rescue operations compared to two- or three-person companies.

MAP 7 above: shows the current four firefighter response within four minutes based upon the current staffing of a minimum 8 firefighters on duty. Four firefighters arrive in 4 minutes to 19.4% of roads within the City.



Map 11: Pumper Company Response within 4 Minutes, Proposed Staffing and Deployment. Map 11 identifies those roads where WFES will likely be capable of responding with pumper within four minutes of travel pursuant to implementation of the staffing and deployment proposal. Assuming all units are available immediately upon dispatch, WFES will likely be capable of responding with a pumper on 45.9% of roads within Welland within four minutes. This translates to a 14.6% increase from current response capabilities. However, under this scenario, no pumper apparatus will be adequately staffed to meet industry standards. First-arriving companies staffed with four firefighters are more efficient in all aspects of initial fire suppression and search and rescue operations compared to two- or three-person companies.

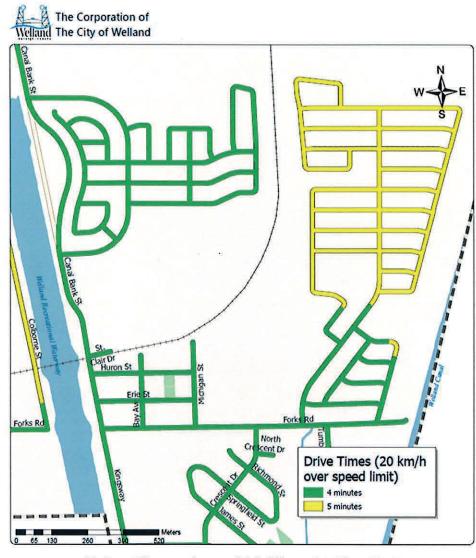
MAP 11 above: Shows the increase to 45.9% of roads in City based upon an increase to a minimum of 12 firefighters on-duty, proposed in 2025



**Drive Times from 400 East Main St Fire Hall** 

The information contained in this map may represent uniformed errors or districts of fact and the City of Welland (the City) instead in concernitations or manamete, express or implied as to the accuracy or completeness of the data and all information selects the written dependent, This map is not all alique pain of survey. Decidions of properly lines and other factors are provided that obtained a business and survey. Decidions of properly lines are provided that obtained outputs and survey in the control of the Created on: 2021-09-30 Created by: jamie leitch Information Services

MAP 12 above: Includes the access through the emergency gate into Hunters Pointe, the green indication on Hwy 406 shows that timely service is available to this location of the community from our headquarters on East Main St.



**Drive Times from 636 King St Fire Hall** 

The information contained in this map may represent uniformed errors or distortions of field and the City of Welland (the City) makes no representations or examined, separate or invested as it has accurate or completeness of the data and all information should be eighted independently not only the complete of the complete or the City of Welland and its Supplete.

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Map 13 above: shows the response times to Dain City development

#### Minimum staffing per truck

Fire services and industry standards have shown that the best minimum staffing per vehicle is four (4) staff. An Officer supervises and makes the tactic and operational decisions and three (3) firefighters, one to operate the vehicle's pump, one to connect a water supply and advance lines and the third will join the officer to enter into an emergency to perform search and rescue. The two outside (operating the truck and water supply) are also the safety team for the officer and firefighter who entered the dangerous environment.

Emergency responses are determined by location and call type. The nearest unit is dispatched to assist, and other stations will respond depending on the emergency. With two staff on each truck, WFES sends two trucks to achieve the four (4) persons on-scene, which

are required to initiate rescue and fire control. As department staffing increases, fewer vehicles will need to leave their respective districts to support other areas, leaving them available to respond as needed.

Firefighter staffing per vehicle is also recommended at four (4) by NFPA 1710, which supports the 2 in 2 out safety ratio of firefighters working in dangerous environments. The staffing of four may be divided among two (2) vehicles if both are dispatched simultaneously and arriving at the same time. NFPA 1500 standard for Fire Department Occupational Safety and Health Program reinforces that minimum staffing per vehicle should be four (4).

In 2020, a professional review of minimum staffing of a pumper with two firefighters in a Sudbury fire station formalized assessing the operational risk to the community and the firefighters. The resulting recommendations from the arbitrator were to increase minimum staffing on a pumper to four (4) or reduce the level of service by eliminating career firefighters and relying on volunteer firefighters. Sudbury chose to move current staff from one station to another. This ultimately shifted the staffing shortage from a remote station to a station closer to another staffed station. The Employer chose this with the belief that this would resolve the staffing issue. It did not. The Union objected and returned the matter to arbitration.

In August 2021, Arbitrator Hayes awarded four fighter staffing on each fire truck in Sudbury. Arbitrator Hayes ruled that shifting the crews did not address the safety issue and that four firefighters must be staffed on each vehicle. The conversation about proximity and the duration of staff working alone on the scene was dismissed. The Arbitration Award is attached as **Appendix A**.

Staffing levels impact the safety and performance of fire suppression efforts. Emergency scenes place demands on firefighters, and regardless of their safety, they are always in a position to act. Emergency scene demands are complicated by geography, traffic, building configuration and building occupancy. The risk in Welland is growing significantly, and as a result, the demands on firefighters are also increasing.

Four firefighters per vehicle staffing level is normative in the Province, and most cities provide this level of service to the community, and safety to their firefighters.

#### Staff to Citizen Ratio

One of the most visible and simplistic ways to consider firefighter staffing is a ratio of full-time firefighters to the community population. This is recommended for the urban, primary residential expansion that is occurring in Welland. Other communities face challenges differently, and they too must match resources with risk. Higher risks may include highrise buildings, tourism surges, high-density residential, large industrial or commercial risks that influence the local demands on emergency service response.

City	Population (2016)	Sq km	Pop. Den Per sq km	# of FT FF	Ratio
Welland (comb. dept)	52,293	81	645	48	1:1,089
Innisfil (comb. dept)	36,566	262	139	40	1:914
Belleville (comb. dept)	50,716	247	205	62	1:818
Niagara Falls (comb. dept)	82,297	210	545	140	1:588
St. Catharines (Full-time dept)	133,113	96	1,386	136	1:979
Burlington (comb. dept)	183,314	185	946	170	1:1,078
Hamilton (comb. dept)	536,917	1,138	480	482	1:1,113
Ottawa (comb. dept)	934,243	2,790	334	855	1:1,092
AVERAGE	251,182	626.13	585	241.63	958
MEDIAN					1,028

This chart compares a simple ratio of residents to firefighters in Welland. All of the departments listed dispatch both full-time and volunteer firefighters to fires (except St. Catharines), and all of them have four (4), full-time firefighters on their firetrucks or higher staffing per station regardless of the department makeup or layout of their community.

Comparing cities is a complex task with many variables. However, the departments above were selected based on comparability to various components of the current Welland and the future Welland. Smaller composite departments that rely upon the Volunteer Firefighters for the bulk of their firefighting capacity are not included. This would falsely represent the data in the chart above and does not correlate with the current service levels. Although smaller than Welland, Innisfil is a rapidly growing city and is experiencing similar growth and demands that Welland is. From an operational standpoint and population size, Belleville is a direct comparator.

Hamilton and Ottawa are much larger departments with differing service levels across the communities. They represent a full-time complement in the core and a volunteer service in the rural areas. The actual ratio of full-time firefighters to the population would be significantly lower if separating the data based upon service delivery by area rating. Differentiating this would substantially decrease the number of residents versus the full-time firefighters. Niagara Falls has the lowest citizen ratio to firefighters because of its unique complexities, highrise density, and complex services to the Niagara River.

#### Fire Prevention Division

Fire Prevention Officers are responsible for the enforcement, education, inspection, and fire investigations. There are currently four (4) full-time Officers and one administrative assistant assigned to this division.

The Fire Prevention Division ensures compliance with the Ontario Fire Code for all buildings within the community and participates in the planning and design stages. The growth in the community has increased the demands on the division to provide timely feedback on many complex developments. Many hours are spent on building plans, reviews, and site plans. This workload is growing significantly.

Fire Prevention staff must also conduct a site visit on new buildings before occupancy to ensure Ontario Fire Compliance. It has been beneficial to developers to have Fire Prevention Officers attend throughout the construction to provide feedback early in the build process, supporting the development and limiting changes after construction.

The division is also a response to provide public education. Although the pandemic has allowed the division to modernize and adopt social media and online venues, staff will soon return to in-person education and engagement platforms. Additional efforts have been made to host building owners by category and classification of buildings. This is unique to Welland, whereby our staff host many people responsible for various types of buildings and provide them instructions and education on their requirements under the Ontario Fire Code. This proactive measure has shown increased Fire Code compliance and has been well received by the business community.

The Home Smoke Alarm program is administered by the Fire Prevention Division, which tracks Smoke and CO alarm compliance, enforcement, and the After the Fire program. This is a legislated program that engages both the Prevention and Suppression division throughout the year. Our modernizations of the program have been focused on areas called After the Fire. Engagement in the neighbourhood after a fire has risen to over 80%.

Fire Prevention Officers also share the responsibility of fire investigations to high-value building fires. They work with the Chief and Deputy, the Ontario Fire Marshal's office and local Police agencies as required. They attend emergency scenes to support these investigations at all hours and are compensated at overtime rates and funded out of the department's overtime allocation.

The workload on the Fire Prevention Division is growing. Analyzing our current building fire trends shows many causes and contributing factors that will require different approaches to help reduce fire incidents and limit the severity. The division has adopted mobile tablets and software that will expedite their time doing administrative paperwork. This automation allows them to prioritize the inspection and complex work of the Fire Prevention Officer. There are no other modifications that will help streamline staff's responsibilities as they experience increased compression of mandatory legislation and Code changes that monopolize their time.

The Ontario Fire Code and Ontario Building Code will be transitioning to national codes. The details are unknown, but the demand for staff to transition will be significant. Staff will require training, updating of forms, documents, communications, and records. There will also be changes that result in Provincial Offences and Inspection Orders and other changes to applying the Fire Codes and related enforcement requirements.

#### **Prevention Efforts**

Fire Prevention Officers have been very proactive in working to prevent fires through education, inspection and enforcement. Creative and local efforts have brought building owners, realtors, property managers, superintendents, and other stakeholders to learn about their responsibilities and opportunities to improve fire safety. Before the pandemic, the School Education program was increased, and modern messaging and education materials were delivered in English and French. Education efforts moved online when the pandemic struck, garnering international attention. Online engagements continue, and our community's connection with various demographic groups continues virtually and in person.

Fire prevention inspections have resulted in thousands of modifications to buildings in the community. These improvements have saved lives by ensuring that the proper safety devices, alarms systems and fire separations are in place. In several situations, Fire Prevention Officers insisted that alarms were fixed before they left the building. Because of this, the alarms woke occupants to a fire, and they were able to escape unharmed. In other circumstances, building repairs helped to reduce the spread of fire within.

The housing demand and increasing property values in the community are adding pressure to the rental housing market. A competitive market encourages property owners to change their commercial buildings to residential ones, which is a complex process for many older buildings. These demands are increasing demands on the Fire Prevention Officers.

The community's very active real estate market is also placing more demand for inspections, often on short notice, to support the transaction. Daily, staff are asked for short-notice inspections and input and feedback on various developments, sales, and use changes. Staff must regularly adjust their hectic workload to accommodate the business community.

#### Deputy Fire Chief - Community Safety and Administration

The current structure of the Fire Department has only two non-union managers, the Fire Chief and the Deputy Fire Chief. Different unions represent the career and volunteer firefighters, and there is also two non-union staff. The Fire Service is a complex workplace to manage, with significant consequences, liabilities and expectations. There are various Acts, Safety Standards, Agreements, Contracts, and Regulations that apply multiple times and ways depending upon conditions and circumstances. As a result, this para-military organization has many complex and documented processes and procedures to instruct staff on how and what steps to take in various circumstances. Bargaining and conflict resolution is a timely and complicated process that frequently involves third-party arbitration. The outcomes of this process typically produce change that requires more bargaining and a comprehensive review of the impacts and changes to the fire services and their practices.

The Suppression and Training Divisions report to the Deputy Fire Chief. The remaining responsibilities, Community Risk, Public Education, Fire Prevention and Administration, all report to the Fire Chief, who also oversees Emergency Management for the Corporation as well as community risk and capital projects.

The current staff to manager ratio is 118 to 2 managers. This ratio makes it difficult to focus on staff performance, leadership, and organizational change. Although there are many good leaders at various levels throughout the organization, the highly unionized workplace does not support peer reviews, peer feedback, or other performance appraisals and development opportunities. Investing in and developing our people is a priority for the foreseeable future.

The construction of new stations and a Training Center presents great opportunities for staff development and external engagements. This will take considerably more time for the Deputy Fire Chief in the years ahead. Community and complex building growth will benefit from having a new Deputy Chief to support and develop these programs and opportunities and work to reduce fire occurrences through education and enforcement.

The increasing legislation on Fire Prevention, Enforcement, Inspections and the anticipated return of mandatory certification and training of firefighters will commit more time from the existing managers to address these external influences. The department must also complete a complex Community Risk Assessment and maintain an ongoing Emergency Management Program. These programs and the members of the department will benefit from this additional member of the management team.

#### Administrative Assistant

There is currently two full-time administrative staff. The increase in property files, inspections, enforcements, and needs of businesses and developers consumes the entire workday of one staff, leaving the other to support the Training, Management, and Suppression divisions, including payroll, correspondence, finance, accounts payable, and confidential reports and communications with many stakeholders. Creating the third position will help non-union positions provide flexible support during peak demand times and stabilize workflow during staff absences. It will also support consistency in the event of a staff departure. One staff is nearing retirement age.

New Standard Incident Reporting software has been implemented to reduce the administrative oversight requirements. Existing Welland software does not meet the complexities of operating a 24 hour, 7-day, week fire service. The existing personnel items, payroll, and absence tracking administration methods require manual imputing and multiple reviews to ensure accuracy in City systems. The increases in demand for services to the community result in additional requirements for administrative supports.

The department is also experiencing pressures from above. As provincial downloading and standards change, more of the department's resources are consumed to meet these requirements. The Ontario Fire Marshal is increasing the Standard Incident Reporting program, the Ministry of Transportation is also adding to the reporting requirements. Efforts to modernize are underway; new software is in place to support staff and digitize our records management. However, there are thousands of files still in hard copy.

#### **Firefighter Recruitment process**

The recruitment process from the time of approval to the time they are fully trained, equipped, and assigned to a platoon exceeds 10 months. The recruitment and selection process consumes over 7 months. Onboarding, training, and evaluation are approximately another 3 months. Many efforts have been made to reduce this timeline; little more can be done. The earlier this process is begun, the fewer gaps in staffing levels will be experienced. Planning for the next several years will support timely service level increases.

#### **COMMENTS AND ANALYSIS:**

It is fundamentally important to raise the staffing level to support a per truck staffing level of four (4) firefighters and raise the city's on-duty minimum to twelve (12) firefighters. This will provide the optimum level of safety to the firefighters and align with the industry best practices. Additional staff will improve the level of service, better protecting people and property. These staffing levels will advance the department, reducing the number of vehicles dispatched to simple incidents, providing more service capacity, and other operational improvements.

Based upon the community risks identified above and the sprawling urban landscape, the Fire Suppression Division should maintain a ratio of 1 full-time suppression firefighter for every 950 residents of the City of Welland. The Canadian Census is underway and expected to be published in the months ahead. This data should be used to confirm the total staffing complement and support the proposed implementation plan.

The call-back system should be increased to nine staff to improve response capacity to secondary incidents. Although this will not result in the same initial response capacity, it will help to provide an adequate initial response to rescue and limited fire suppression services to secondary incidents. These staff also assist the initial incident by providing equipment and resources such as refilling and delivering breathing air cylinders, equipment, clean firefighting equipment to reduce firefighter exposure to toxins and the environment.

Subject to budget review and approval, the creation of a Deputy Fire Chief in 2022 will support the existing two managers and provide more resources, leadership and oversight to the many people and projects within the department. It will reduce each person's on-call and after-hours responsibilities and allow staff to focus on improving quality and ensuring adequate time and resources are allocated to the many projects ahead. The position has been requested several times over recent years and as early as 2012. The workload and complexity of delivering fire protection services continue to increase as society grows more complex so do the needs and expectations of citizens.

Subject to budget review and approval, creating an administrative assistant in 2023 will help to absorb the growing workload, increased reporting requirements and demands on fire safety inspections and records management within the Department, Corporation and the business community.

#### **FINANCIAL CONSIDERATION:**

As per the January 1st, 2022 rate of pay, each full-time firefighter will earn \$74,374, plus benefits in their first year of employment. In 2023, a new classification of a firefighter is introduced, at a 10% reduced salary rate.

As per the January 1st, 2022, the pay rate for the Deputy Fire Chief established in Non-Union Pay Band 10A is \$151,164 plus benefits.

Increasing Call-back to nine (9) staff will raise the cost per Activation will increase the cost per Activation from approximately \$1,650 to \$3,600. Comparatively \$41,250 vs \$88,500 in 2020 pricing and subject to increases with salary adjustments and demand on the call-back system. In 2020, there were 25 call-back activations, funded from the department's overtime budget.

Minimum staffing levels are maintained with overtime. The current budget for overtime in 2021 is \$144,000. This will need to be increased to \$215,000 to address the increase in minimum staffing. Minimum staffing levels will increase from eight (8) to (9) in 2022 after the new positions are assigned to their Platoons.

Cost recovery efforts are in place for large incidents and to recover costs that are not traditionally the responsibility of the Fire Department.

Personal protective equipment (\$7,300) and uniform items (\$2,500) for each fulltime firefighter will total \$9,800.

#### OTHER DEPARTMENT IMPLICATIONS:

Human Resources is knowledgeable and capable of guiding the recruitment and selection process for all of the positions identified.

#### SUMMARY AND CONCLUSION:

The Council of each municipality determines the level of fire protection services in the community. Welland is a unique city, making it difficult to compare to others or to mirror service delivery. Welland has historically seen an above-average number of fires per capita, and efforts to curb this have shown some improvements. Most of Welland's scheduled growth is urban sprawl, supporting the three-station model and differing from many developed cities with building stock constructed to modern codes. The existing developments present various new challenges and will undoubtedly increase the population. More citizens mean more emergency calls, community risks, traffic delays, and other challenges to emergency response. The canals, river, rail, and highways greatly influence emergency response. The existing building stock, combined with increasing fuel loads, is accelerating fires faster than ever before, increasing the urgency and the risk to fire suppression response.

The current service model does not meet the community's present-day and future needs, and this staffing shortage increases the risk to firefighters. Low initial staffing often places them in a decision to assist at an increased peril, against industry best practices and departmental procedures. In addition to supporting the initial response to building fires, staffing increases will allow fewer trucks to be dispatched to hundreds of emergency calls

each year. This will result in more vehicles being available for additional calls and improving firefighter safety and operational effectiveness.

The lengthy narrative above can be summarized as saying that WFES is a proficient and competent service that relies entirely on firefighters. The number of available firefighters directly influences the services provided. There are staffing shortages for the on-duty and call-back. Staffing shortages in fire prevention, management and administration divisions exist, staff have a great deal of responsibilities, and the workload is increasing.

City Council approved the three-station model, which will serve the community in three districts. Modernization of response equipment and dispatch procedures are required to optimize service delivery. A Pumper truck will be assigned to each district.

Staffing levels in the volunteer and full-time ranks have declined in the past 30 years. The community has grown by thousands, and the evolution of the fire service is increasing the demand on the department. Emergency call volumes have tripled, fire occurrence rates have increased and are significantly higher than the provincial average. Buildings are ageing, and building fuel loads have resulted in faster burning fires, pressuring the Fire Department to provide an adequate and timely response. It is critically important to ensure that the first arriving crew is adequately staffed, supporting operational effectiveness. Four firefighters per station will best provide for the safety of the firefighters and align with the many standards, reports, and industry best practices.

The complement of on-duty firefighters is below the safe staffing level and the levels recommended for the community. The ratio of 1 firefighter to 950 citizens shows that the fire department is currently short by approximately fourteen (14) positions.

Year	Population	Proposed FF staffing	Recommended FF 1:950
2016	52,300 (census)	48 (actual)	55
2020	56,390 (estimate)	48 (actual)	59
2021	58,590 (estimate)	48 (actual)	62
2022	60,790 (estimate)	52 (proposed)	64
2023	62,990 (estimate)	60 (proposed)	66
2024	65,190 (estimate)	68 (proposed)	69

Chart 4 above: shows population projections based upon 2.2 residents per new dwelling unit.

**NOTE**: Actual growth may see a higher ratio of people per dwelling unit and higher dwelling units in each year.

To close this gap and provide for the firefighter and community safety, subject to future budget approval, the following staffing increase is recommended:

Year	Total FF.	New FF.	Staff per pltn	Min on-duty per pltn
CURR	48		12	8
2022	52	4	13	9
2023	60	8	15	11
2024	68	8	17	12

Chart 5 above: Shows the recommended suppression staffing increase by year

In addition, subject to future budget review and approval, the Fire Prevention Division complement should be increased to maintain a ratio of 1 to 10,000 citizens to address the high occurrence rate of fires and fire injuries. The increased staff will help to provide fire safety education, inspections, and enforcement.

Recommend Fire Prevention Officer positions as below:

Year	Total FPO.	New FPO.	
CURR	4	0	
2022	4	0	
2023	5	1	
2024	6	1	

Chart 6 above: Shows the recommended fire prevention staffing increase by year

Subject to the 2022 budget approval, the creation of an additional Deputy Fire Chief position, Community Safety and Administration, in 2022 will improve the delivery of fire prevention and education services. And help to address the rising fire occurrence rates, complete the required Community Risk Assessments for the FD, and maintain the Emergency Management Plan for the Corporation. The increased demands from the community and obligations set forward by the Province offer additional leadership for staff.

Subject to 2023 budget approval, create a new Administrative Assistant position for the Fire Department in 2023, working among the Training, Fire Prevention, and Management groups will add capacity for the department and help ease the growing workload. Provincial requirements for information reporting, system changes, and process changes have added to the daily workload. Digitizing the many thousands of paper records will help to reduce the size of the physical storage room required and increase staff efficiency.

Internal requirements for training, certification, testing and information sharing are increasing. Collective agreements have established timelines and content. Training division employees struggle to keep up with the workload. New administrative support in this division Page **26** of **31** 

will help ease this workload and allow staff to focus on the specialized work of developing and delivering training. Welland Fire must continue with firefighter certification, and this will be expanded to the Volunteer Firefighters.

An annual report should be submitted to City Council to keep them informed of the Fire department's performance. It is recommended to start in 2023 to provide an annual report to Council on the WFES response performance target of firefighter assembly times of 80 seconds or better and having the first arriving Pumper truck arrive at reported building fires within 240 seconds of drive time, 90% of the occurrences. This will help identify how the department performs compared to the National Fire Protection Association's standard 1710.

In addition to the response times, an annual report to the Council comparing the Community Risk to that of the service delivered by the Fire and Emergency Services Department. This will help identify the level of service being provided compared to the changes in risk within the community.

ATTACHMENTS:
Appendix A – Sudbury Award

#### Appendix A - Sudbury Minimum 4 firefighter staffing Award

### IN THE MATTER OF AN INTEREST ARBITRATION FIRE PROTECTION AND PREVENTION ACT, 1997

**BETWEEN** 

THE CITY OF GREATER SUDBURY

{"City"}

and

THE SUDBURY PROFESSIONAL FIRE FIGHTER'S ASSOCIATION LOCAL 527, INTERNATIONAL ASSOCIATION OF FIRE FIGHTERS

("Association")

James Hayes, Chair Ian Davidson, City Nominee Jeffrey Sack, QC, Association Nominee

**APPEARANCES** 

For the Association

Sean McManus, Counsel

For the City

John Saunders, Counsel

Written submissions were received followed by representations made at a hearing on the Zoomplatform on August 30th, 2021. The Board considered the matter on several occasions thereafter.

#### **AWARD**

- The Board retained jurisdiction over several issues in an Interest Award dated August 21st, 2017. The Corporation of the City of Sudbury, 2017 CanLII 54143 (ON LA).
- 2. The parties have now agreed to all language changes with one exception related tostaffing.
- 3. This unanimous Award settles that issue.

Background

4. On June 28th, 2018, the Association presented the following proposal to the City and the Board:

#### Staffing Proposal - New Article 8.02

Full-time, career firefighters staff four stations in Sudbury. These stations are staffed 24 hours aday, 365 days a year. They include Van Horne, Minnow Lake, Leon (New Sudbury) and Long Lake Road. These stations have four career firefighters on duty at all times with the Van Horne station having an additional four firefighters to operate the aerial truck. There are no volunteerfirefighters at these locations.

Currently, the Val Therese fire station is only staffed with two full-time career firefighters. Those career firefighters are supplemented by volunteer firefighters. The volunteers are notified of calls by pager and have full discretion as to their availability to respond to a call. As aresult, volunteer firefighter attendance is not consistent on a call-by-call basis throughout the City.

The Association's proposal is to staff the Val Therese fire station with four career full-time firefighters on a continuous basis in no different a fashion than the other four full-time stations. The proposal is based on health and safety arguments that provide for a safe staffing model for firefighters. The Association expects to call expert witnesses in support of its proposal. The Association requests that the Board insert the following language into the collective agreement.

New Article 8.02 - Staffing

All frontline staffed apparatus shall consist of three firefighters and one officer.

- 5. This issue came before the Board in a further lengthy proceeding that required nine hearing days for evidence in Sudbury. Final argument took place by video conference on June 5th, 2020, based upon written submissions and exhaustive exhibit material. Posthearing submissions were filed on June 17th and July 3rd, 2020.
- The Board issued an Award on August 31st, 2020, that included a Partial Dissent (Davidson) and an Addendum (Sack): The City of Greater Sudbury, 2020 CanLII 62019
   (ON LA). A Board majority found that the Association proposal should be granted atparas. 9 and 125.
- As explained at length in the text of the Award, the expert evidence adduced by the Association was accepted
  without reservation. The Val Therese situation was examinedclosely against the backdrop of widely accepted
  standards of firefighter safety. The

City's position was rejected as summarized in a concluding paragraph of the Award:

The City's position in this case conflicts with the core of the expert evidence that we have accepted. It runs straight into the well-informed "evidence based" recommendation of its ownrecent senior leadership team. It runs counter to the "best practice" approach taken across North America for career personnel and the one adopted by virtually every comparable municipality in the Province. (at para. 123)

#### Submissions

8. The Association submits that its staffing proposal was clear and unambiguous and that itwas awarded by the Board without qualification. Accordingly, the Board is now functus, that is, without jurisdiction "to award something different than the Association's

## Welland Fire Department Staffing Repor 20 Council

proposal". It relies upon the following authorities: Ottawa (City) (2019), 142 CLAS 227 (Burkett); Southwest Contracting Ltd. (2009), 100 CLAS 56 (Lanyon); Cornwall (City) (2016), 129 CLAS 157 (Kaplan).

9. The City refers to the process decision of the Board dated December 21st, 2018 where itwas stated that:

While a number of matters have been withdrawn or resolved, there continues to be a remaining issue with respect to staffing at Val Therese fire station. The Association raises health and safety concerns. It seeks to schedule a hearing before the Board. [at para.2]

Subject to further directions from the Board, the following procedure will be followed...

- (f) The following provision will form part of the Collective Agreement terminating on December 31st, 2017: "The outstanding staffing issue concerning the Val Therese fire station shall, unless otherwise agreed by the parties, be subject to final and binding arbitration by the Hayes/Davidson/Sack Board." [at para. 6(f))
- 10. The City argues that the December 21st, 2018 Award restricted the outstanding staffing issue to staffing at the Val Therese station alone. It also points to Val Therese-focussed statements made by Association witnesses and says that: "The issue was then raised a second time at the start of the evidence and you orally ruled that the issue was only restricted to the staffing of full-time firefighters at Val Therese station". It asserts that this limitation was restated during final argument on June 20th, 2020 (sic) by the Chair.
- 11. The City observes also that there is nothing in the Collective Agreement that specifies anything about the classification composition of suppression firefighters on vehicles at the other four full-time stations.
- 12. Based on the foregoing, the City says that the question to be determined has nothing todo with functus but, instead, relates to "what issue the parties were actually litigating". Accordingly, it proposes that the Board include the following language at Article 8.03 of the Collective Agreement:

The pumper/engine from the Val Therese station shall be staffed with four full-time suppression firefighters,

13. The Association in Reply maintains that its argument

was based on firefighter health and safety – the health and safety of staffing apparatus in accordance with standards, studies and science. Of course the reference would be to Val Therese as it was the only full-time staffed station that was not staffing safely. However, the Association never deviated from its proposed language which was the language that the Board awarded. It is far too late in the day for the City to now assert that language specific to Val Therese (and which was never before the Board) should be inserted into the collective agreement....it would be a perverse ruling after all of the Association's expert evidence had beenaccepted by the Board for the Board to award the City's station specific language that would allow the City to reduce staffing on front line apparatus at the other four full-time staffed

stations. This could be the outcome if the Board was to award the City's language.

#### Decision

- 14. We do not accept that the Board is *functus* in these circumstances.
- 15. However, nor do we accept that the Board's summary process direction of December21st, 2018, was intended to, or, had the effect of redefining or somehow limiting the scope of the Board's review of the Association proposal. The Association's health andsafety objective has been transparent and remained consistent throughout.
- 16. Neither party suggests, nor could it, that the focus of the lengthy hearing was other thanupon the safety of first arriving full-time firefighters. The Val Therese station presented the only Association concern in this respect given the established practice at the other full-time staffed fire stations. There is no hearing transcript, but it was this context that necessarily framed any impromptu dialogue between Board members and counsel that may have occurred at the hearing. While the Board at no time was asked to rule as to scope or relevance, it was of course

# Welland Fire Department Staffing Reports Council

concerned that a protracted proceeding not be further extended by superfluous review of circumstances where there was no allegation of unsafe practice. The Board was never in doubt that the objective of the Association was to bring Val Therese staffing up to the acceptable standard implemented by the Cityfor full-time firefighters everywhere else.

- 17. The instant proceeding is the first occasion on which the City suggested, as a possible collective agreement outcome, that it might retain the right to reduce full-time staffingat the other four stations even if ordered to do otherwise at Val Therese. We say simply that such a result would, effectively, undo our Award on the merits entirely.
- 18. We do not understand the point of the objection advanced here. The City says that it has no present intention to change practice at the other four stations but does not wishto be constrained by a contractual prohibition. We have no cause to doubt the City's good faith in making that representation but nor are we prepared to ignore the Association's concern.
- 19. With respect, the Association's health and safety objective was defined at the outset and never wavered. Almost every aspect of the expert evidence it adduced, was vigorously and expertly contested by senior counsel who evinced no doubt as to the nature of the challenge before him. The focus of the case was indubitably upon Val Therese but the litigation reached far beyond that parochial situation. In the result, weare certainly not prepared to repudiate the core intention of our Award issued over a year ago rendering it functionally incoherent.
- 20. The Board directs that the following provision be included in the Collective Agreementat issue:

All front-line pumper/engines, including those located at Val Therese station, shall be staffed with four full-time suppression firefighters.

21. The Board remains seized as may be required.

Dated at Bracebridge, this 14<sup>th</sup> day of September, 2021.

"Ian Davidson"

James Hayes, Chair

Ian Davidson, City Nominee

"Jeffrey Sack"

Jeffrey Sack, QC, Association Nominee

## SPECIAL COUNCIL OFFICE OF CAO TRANSIT DIVISION



**REPORT TRANS-2021-15** OCTOBER 12TH, 2021

SUBJECT:

CITY RESPONSE TO NIAGARA REGION STAFF COMMENTS - INTER

REGIONAL TRANSIT – ONE TAXPAYER

**AUTHOR:** 

STEVEN FAIRWEATHER, CFO

APPROVING G.M.: STEVE ZORBAS, CAO

## **RECOMMENDATIONS:**

THAT THE COUNCIL OF THE CITY OF WELLAND receive for information report TRANS-2021-11 - Update # 2 Niagara Region Transit (NRT) Governance Strategy; and further

THAT Welland City Council support the current levels of Niagara Region Transit service in place and the emergence of on-demand services for smaller municipalities, which do not provide conventional and specialized services; and further

THAT The Triple Majority Vote does not occur until the following updates are forwarded to all municipalities;

- a) Update the financial model to reflect Welland, St. Catharines, Niagara Falls and Niagara Inter-Regional Transit operating costs based upon Council approved 2022 Transit Budgets including:
  - Assumptions regarding PGT funding (OPTA has forecasted a reduction and Welland has assumed a 25% reduction for 2022 Transit Budget) and ridership levels forecasted to be reduced to 70% pre-COVID
  - ii Assumptions regarding Safe Restart Funding
  - iii Both items (PGT and SRA Funding) are currently being lobbied by Ontario Public Transit Association (OPTA)
  - iv Proposed annual lease payments to be made to the City of Niagara Falls for the **WEGO Transit Facility**
- b) Updated 5-year Transit Capital Budgets (2022-2026) for Welland, St. Catharines, Niagara Falls and Niagara Inter-Regional Transit. Transit capital costs and allocation percentages proposed to allocate these costs to lower-tiered Municipalities and further;
- c) Updated Capital assets schedules for Welland, St. Catharines, Niagara Falls and Niagara Region summarizing assets including but not limited to revenue fleet, non-revenue vehicles and facilities

THAT report TRANS-2021-15 - Second Update on Niagara Region Transit (NRT) Governance Strategy be circulated to all area municipalities.

## **ORIGIN AND BACKGROUND:**

On February 21st, 2017, Report CAO-2017-02 – Niagara Transit Service Delivery and Governance Strategy Report, was presented to Welland City Council (Appendix I). Within this report, Council was asked to support a Memorandum of Understanding (MOU), which was approved by the Cities of Welland, St. Catharines, and Niagara Falls, and Niagara Region. This MOU included the Guiding Principles for Welland's involvement of, and support for, intermunicipal transit. These Guiding Principles were drafted by Welland staff to ensure they would continue to influence Welland's perspective and involvement in the future phases of the intermunicipal transit discussion and include:

- Fiscal responsibility and affordability for the City of Welland. Thus, no negative impacts to the City's tax levy and receipt of provincial gas tax is not negatively impacted.
- Ease of implementation for the City of Welland.
- Operational viability for City of Welland.
- Improving economic development opportunities for the City of Welland.
- Local transit services will not be adversely impacted.
- Respecting existing transit collective agreements in each respective municipality.

On October 21<sup>st</sup>, 2020, a meeting of the Linking Niagara Transit Committee (LNTC) was held to receive the consultant's report on Niagara Region Transit service strategies and possible governance models. Upon completion of the presentation, the Report was supported in principle by the LNTC, knowing that it still had to be vetted by the twelve local municipalities before moving forward to the Niagara Region Public Works Committee, and then Niagara Region Council for final triple majority approval, strategy acceptance, and governance implementation.

On April 13, 2021, TRANS-2021-01 - Update on Niagara Region Transit (NRT) Governance Strategy was presented to Welland City Council to provide commentary on eleven areas of concern, which would not fully align with the City approved Guiding Principles noted above. The other municipalities also responded to the initial Report to the LNTC and from the entirety of these comments, a revised Governance Strategy was presented to, and approved by the LNTC on June 30, 2021. This revised strategy has centered on three prevailing concerns raised by the majority of municipalities, which are the proposed: Financial Strategy, Commission Board Composition, and Service Standards. It is the intent of Regional staff to collect any further comments to this and that of the June 30, 2021, Report.

On September 7<sup>th</sup>, 2021, TRANS-2021-11 – Update #2 on Niagara Region Transit (NRT) Governance was presented to Welland City Council to, again, outline concerns with the revised governance strategy presented by Niagara Region on the same date; as part of their 'Phase 2' and final roadshow presentation.

#### **COMMENTS AND ANALYSIS:**

City staff maintain that it would be prudent to delay a Tiple Majority Vote into 2023, unless the following items of concern can be addressed by the Niagara Region prior to proceeding with the Triple Majority Vote:

- a) Update the financial model to reflect Welland, St. Catharines, Niagara Falls and Niagara Inter-Regional Transit operating costs based upon Council approved 2022 Transit Budgets including:
  - i Assumptions regarding PGT funding (OPTA has forecasted a reduction and Welland has assumed a 25% reduction for 2022 Transit Budget) and ridership levels forecasted to be reduced to 70% pre-COVID
  - ii Assumptions regarding Safe Restart Funding
  - iii Both items (PGT and SRA Funding) are currently being lobbied by Ontario Public Transit Association (OPTA)
  - iv Proposed annual lease payments to be made to the City of Niagara Falls for the WEGO Transit Facility
- Updated 5-year Transit Capital Budgets (2022-2026) for Welland, St. Catharines, Niagara Falls and Niagara Inter-Regional Transit. Transit capital costs and allocation percentages proposed to allocate these costs to lower-tiered Municipalities and further;
- Updated Capital assets schedules for Welland, St. Catharines, Niagara Falls and Niagara Region summarizing assets including but not limited to revenue fleet, non-revenue vehicles and facilities

## FINANCIAL CONSIDERATION:

There are many aspects of this Governance Strategy that will have significant consequences on Welland's ability to fully control our costs moving forward. Although this revised Financial Model has modified the single levy to a unique levy for each municipality based on 65% of the net costs based on service hours provided, the lack of Welland representation on the Commission could result in many additional hours of service provided in Welland and the costs associated placed on Welland residents.

The Guiding Principles approved by Welland City Council support a strong level of control over our municipal Transit service levels and ensuring the associated amalgamation costs would have no negative impact to Welland taxpayers. Upon review of funding models, City of Welland staff have concerns that the proposed 'new funding model for Niagara Region Transit will have negative impacts on Welland taxpayers' when compared to the current service delivery model in place for Welland Transit services.

In addition, the movement of capital assets via the Cummings Principle requires discussion as aforementioned. Welland's situation is unique in that it is in the process of designing and constructing a new Transit Operations Facility with federal, provincial, and regional support, and further, owns the Main Street Bus Terminal, which continues to be a tremendous asset to the city.

The Region of Niagara provided Asset Registry information for each municipality. This information provides insight into the asset condition of the bus fleet for each municipality. Based on this information it appears that out of the lower tier municipalities Welland Transit has a bus fleet with a net book value per bus greater than the other municipalities. The transfer of fleet assets utilizing the Cummings Principle would not be in the best interest of Welland residents.

Region of Niagara is growing quickly as a result of development. Legislation allows municipalities to collect from developers the capital costs related to growth to sustain service levels. Within Niagara Region not all lower tier municipalities have enacted a development change for Transit to fund future growth due to development. Municipalities without a development charge for growth related transit services expansion would need to fund the expansion through the tax rate or some

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other sources of funding. Welland has enacted and is collecting a development charge to fund future Transit expansion.

#### **New Transit Operations Facility (75 Federal Road)**

Welland City Council has approved a \$15 million budget for the expansion and renovation of the current Operations Facility and a detailed design is proceeding. The City received commitment from senior Niagara Region staff that \$1.32 million was to be included in the Niagara Region 2022 Capital Budget in lieu of the 2021 Capital Budget. In addition, this commitment has not yet been provided to date.

With the uploading of Welland Transit to Niagara Region the City will be transferring to the Region all current and future debenture obligations related to transit. The Transit Operations facility capital budget contains a debenture requirement of \$2,680,000 still to be issued.

## OTHER DEPARTMENT IMPLICATIONS:

The transition of Welland Transit from a municipal entity to a component of Niagara Region Transit should relieve the municipality of a number of requirements and responsibilities. If amalgamation occurs, the City will not be required to support Transit for many tasks, including: Finance and Legal oversight, Human Resources guidance, Payroll support, and matters pertaining to Engineering & Planning.

Conversely, the City would not have the same autonomy to utilize the fleet for municipal events, support Council initiatives, and generally be in full alignment with the developments and enhancements being realized within our dynamic community.

#### **SUMMARY AND CONCLUSION:**

Levels of Transit service and representation on the Commission board remain concerns with this latest Governance Strategy model. Although efforts have been made to alter the Commission structure and representation, Welland remains disadvantaged with a single vote, which does not capture the investment Welland has committed to our residents for almost five decades and the dynamic growth of the city.

The transition of personnel and financial resources from the lower tier to Regional government requires greater consideration and the current unsettled climate does not provide a sound baseline platform. The merging of collective agreements will also pose significant challenges and these issues have not been substantively addressed.

The City of Welland is committed to fully supporting the enhancement of public transit services throughout the Niagara Region. Out of an abundance of caution for those who have been hit hard by this pandemic, staff are of the opinion there needs to be further work performed on the ridership modelling, commensurate service levels, and capital investments, which should be undertaken prior to a 2023 implementation date.

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It shall be noted, this report does not initiate the triple-majority approval process. It is anticipated that the triple-majority vote will occur after the consultation on this report has been completed and requested responses be incorporated.

## **ATTACHMENTS:**

Appendix I: TRANS-2021-11 UPDATE #2: ON NIAGARA REGION TRANSIT (NRT)

**GOVERNANCE STRATEGY** 

Appendix II: LNTC-C 5-2021 Niagara Transit Governance – Phase 2 Consultation Results and

**Triple Majority Initiation** 

Appendix III: Proposed Allocation of Future Transit Costs

Appendix IV: Power Point Presentation

# SPECIAL COUNCIL CORPORATE SERVICES TRANSIT DIVISION

APPROVALS	
DIRECTOR	
CFO	
CAO	

REPORT TRANS-2021-11 SEPTEMBER 7, 2021

SUBJECT:

UPDATE #2: ON NIAGARA REGION TRANSIT (NRT)

**GOVERNANCE STRATEGY** 

**AUTHOR:** 

**EDWARD ZAHRA, TRANSIT MANAGER** 

APPROVING G.M.: STEVE ZORBAS, CAO

#### RECOMMENDATION:

THAT THE COUNCIL OF THE CITY OF WELLAND receive for information report TRANS-2021-01 –Update # 2 Niagara Region Transit (NRT) Governance Strategy; and further

THAT Welland City Council support the current levels of Niagara Region Transit service in place and the emergence of on-demand services for smaller municipalities, which do not provide conventional and specialized services; and further

THAT Welland City Council defer approval for the proposed Niagara Transit Governance Strategy until 2023 due to the potential negative financial impact to Welland taxpayers; and further

THAT report TRANS-2021-01 – Second Update on Niagara Region Transit (NRT) Governance Strategy be circulated to all area municipalities.

#### **ORIGIN AND BACKGROUND:**

On February 21, 2017, Report CAO-2017-02 – Niagara Transit Service Delivery and Governance Strategy Report, was presented to Welland City Council (Appendix I). Within this report, Council was asked to support a Memorandum of Understanding (MOU), which was approved by the Cities of Welland, St. Catharines, and Niagara Falls, and Niagara Region. This MOU included the Guiding Principles for Welland's involvement of, and support for, inter-municipal transit. These Guiding Principles were drafted by Welland staff to ensure they would continue to influence Welland's perspective and involvement in the future phases of the inter-municipal transit discussion and include:

- Fiscal responsibility and affordability for the City of Welland. Thus, no negative impacts to the City's tax levy and receipt of provincial gas tax is not negatively impacted.
- Ease of implementation for the City of Welland.
- Operational viability for City of Welland.
- Improving economic development opportunities for the City of Welland.

- Local transit services will not be adversely impacted.
- Respecting existing transit collective agreements in each respective municipality.

On October 21, 2020, a meeting of the Linking Niagara Transit Committee (LNTC) was held to receive the consultant's report on Niagara Region Transit service strategies and possible governance models. Upon completion of the presentation, the Report was supported in principle by the LNTC, knowing that it still had to be vetted by the twelve local municipalities before moving forward to the Niagara Region Public Works Committee, and then Niagara Region Council for final triple majority approval, strategy acceptance, and governance implementation.

On April 13, 2021, Trans 2021-01 - Update on Niagara Region Transit (NRT) Governance Strategy was presented to Welland City Council to provide commentary on eleven areas of concern, which would not fully align with the City approved Guiding Principles noted above. The other municipalities also responded to the initial Report to the LNTC and from the entirety of these comments, a revised Governance Strategy was presented to, and approved by the LNTC on June 30, 2021. This revised strategy has centered on three prevailing concerns raised by the majority of municipalities, which are the proposed: Financial Strategy, Commission Board Composition, and Service Standards. It is the intent of Regional staff to collect any further comments to this and that of the June 30, 2021, Report.

## **COMMENTS AND ANALYSIS:**

The recommendations collected have been developed by the Governance Steering Committee (GSC), comprised of all thirteen (13) municipal Chief Administrative Officers (CAOs) across Niagara. The GSC was created to review and address feedback provided by local area municipalities (LAMs) during the 'Phase 1' consultation roadshow. Based exclusively on Phase 1 feedback, the GSC has recommended significant updates to three primary elements to directly address this input:

## **Financial Strategy**

The recommended financial strategy proposes that all the local municipal transit service budgets be uploaded to the Commission in 2023 to be consolidated with the Region's transit budget and to be assessed to the local area municipalities by way of special levies to be approved annually by the Region. Services levels are different in each municipality; therefore, the Region now proposes that twelve (12) Special Levies be adopted in 2023 versus the initial single levy concept. Each special levy will allocate 65% of 2023 net transit costs based on service hours, with existing Niagara Regional Transit services continuing to be allocated to the special levy based on local share of Region wide assessment. The 2023 estimated Commission baseline service budget will require a 7.3% increase to the Regional Budget with equal and concurrent reductions to Municipal budgets therefore minimizing the net residential impact.

The proposed, revised financial modelling for delivery of Inter-Regional transit requires additional analysis and refinement to include the following:

a) Impact of future Inter-Regional transit Capital Budget to Welland taxpayers

- b) Assumption regarding transit Operating costs in a post COVID-19 environment. [Current ridership for Welland Transit is approximately 28% of pre-COVID levels]
- c) Impact on Provincial Gas Tax funding and continued commitment from other levels of government on sustainable new sources of funding for transit
- d) The proposed revised transit levy allocation for future Inter-Regional transit operating costs represents a higher tax dollar to Welland taxpayers for delivery of transit services

## **Commission Board Composition**

The initial proposed Governance Strategy recommended a nine (9) member Commission while this second revised strategy recommends a fifteen (15) member board of elected officials with one representative from all local area municipalities, two from Niagara Falls and three from St. Catharines. Also recommended, a governance review shall be undertaken in year three of operation.

As a result, Welland would be limited to the same representation as smaller municipalities such as West Lincoln and Wainfleet, which have never supported public transit systems within their municipalities. This is inequitable, as Welland has supported the provision of public transit services, both conventional and specialized for its residents for almost five decades. This new model 'grouping' Welland with all the municipalities smaller in size does not capture the operational and capital investments Welland Council has continued to make in our community, nor does it account for the evolving growth that Welland continues to realize. Based on the proposed Commission board composition, Welland with ~ 10% of service hours would have the same representation as Wainfleet, West Lincoln and Lincoln with a combined total of 1% of the service hours.

City staff are concerned at the size of this revised Commission Board structure. A fifteen-member Commission is substantive in size and may not be reactive enough to deal with the dynamic growth in our region and the complexities presented with aligning our conventional / specialized services with emerging on-demand services, which will likely be implemented within and between the smaller centres. There is also a need for subject matter experts, as identified by the Niagara Transit Governance Study, to take full advantage of the benefits provided by the Commission.

The proposal states this will be a transitional board, and this is of concern to Welland as future Commission structures and representation may present concerns to the residents of Welland with little input into decisions made, which will concern their public transit services. As the strategy recommends the Commission be of a transitional nature, it would be prudent that the process for reviewing and changing the board be determined prior to a triple majority vote.

## Service Standards Strategy

The revised service standards are to be Niagara-wide and detail short-term enhancements (1-3 years) in each community to achieve consistent, equitable access to transit for all Niagara residents, in advance of a longer-term network review planned in year five of the Commission's operation.

There are inequities amongst the twelve municipalities and thus, determining consistent service levels 'Niagara-wide' will present challenges. Although noted within this report,

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having subject matter expertise on the Commission Board for matters, such as service standards will prove to be invaluable.

## **FINANCIAL CONSIDERATION:**

There are many aspects of this Governance Strategy that will have significant consequences on Welland's ability to fully control our costs moving forward. Although this revised Governance Strategy has modified the single levy to a unique levy for each municipality based on 65% of the net costs based on service hours provided, the lack of representation on the Commission could result in many additional hours of service provided in Welland and the costs associated placed on Welland residents.

The Guiding Principles approved by Welland City Council support a strong level of control over our municipal Transit service levels and ensuring the associated amalgamation costs would have no negative impact to Welland taxpayers. Upon review of funding models, City of Welland staff have concerns that the proposed 'new funding model for Niagara Region Transit will have negative impacts on Welland taxpayers' when compared to the current service delivery model in place for Welland Transit services.

In addition, the movement of capital assets via the Cummings Principle needs further dialogue. Welland's situation is unique in that it is in the process of designing and constructing a new Transit Operations Facility with federal, provincial, and regional support, and further, owns the Main Street Bus Terminal, which continues to be a tremendous asset to the city. Neither St. Catharines, nor Niagara Falls own such transit terminal facilities.

As a result of these financial concerns, staff recommend the current Transit service delivery model be maintained, including current delivery of Inter-Municipal Transit until 2023 to allow for further discussion on the Commission Board representation / composition and more dialogue on the service standards to be implemented within our community for longer range planning and budgeting to ensure Welland taxpayers are not adversely impacted.

## **New Transit Operations Facility (75 Federal Road)**

Welland City Council has approved a \$15 million budget for the expansion and renovation of the current Operations Facility and a detailed design is proceeding. The City received commitment from senior Niagara Region staff that \$1.32 million was to be included in the Niagara Region 2022 Capital Budget in lieu of the 2021 Capital Budget.

## **New Seaway Mall Transit Hub**

The city is working with the Seaway Mall for design/construction of a new transit hub in conjunction with the proposed redevelopment of the Welland Seaway Mall. Currently, discussions are centered at entering a 3-way cost sharing agreement between the City of Welland, the Seaway Mall and the Niagara Region by way of equal division 1/3 per stakeholder. The proposed redevelopment of the Seaway Mall represents a significant economic stimulus and an opportunity to improve Inter-Regional transit.

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#### **Review of Fare Structure for Low Income Transit Riders**

Manager of Transit is currently undertaking a review of Welland Transit fares and the impact they have to low-income Welland Transit riders. Staff will be reporting back to the current fare structure in October 2021.

## OTHER DEPARTMENT IMPLICATIONS:

The transition of Welland Transit from a municipal entity to a component of Niagara Region Transit should relieve the municipality of a number of requirements and responsibilities. If amalgamation occurs, the City will not be required to support Transit for many tasks, including: Finance and Legal oversight, Human Resources guidance, Payroll support, and matters pertaining to Engineering & Planning.

Conversely, the City would not have the same autonomy to utilize the fleet for municipal events, support Council initiatives, and generally be in full alignment with the developments and enhancements being realized within our dynamic community.

## **SUMMARY AND CONCLUSION:**

Control of service level and representation on the Commission board remain concerns with this latest Governance Strategy model. Although efforts have been made to alter the Commission structure and representation, Welland remains disadvantaged with a single vote, which does not capture the investment Welland has committed to our residents for almost five decades and the dynamic growth of the city.

City staff maintain that it would be prudent that a delay should be considered into 2023, which would allow for greater certainty on the pandemic recovery period prior to implementing large scale transit investments and revisions in the absence of a clearer picture of transit's future and a more settled experience for employees. Upon amalgamation, the new Niagara Region Transit system will include approximately 400 employees. The transition of personnel and financial resources from the lower tier to Regional government requires greater consideration and the current unsettled climate does not provide a sound baseline platform. The merging of collective agreements will also pose significant challenges and these issues have not been substantively addressed.

The City of Welland is committed to fully supporting the enhancement of public transit services throughout the Niagara Region. Out of an abundance of caution for those who have been hit hard by this pandemic, staff are of the opinion there needs to be further work performed on the ridership modelling, commensurate service levels, and capital investments, which should be undertaken prior to a 2023 implementation date.

Subject to approval of the recommendation of this report, the next step will be a second round of consultation with LAM councils. This will provide LAMs an opportunity to review the recommended updates and provide additional input by late August.

Of interest, this report does not initiate the triple-majority approval process. It is anticipated that the triple-majority vote will occur after the consultation on this report has been completed

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and any feedback incorporated. The triple-majority approval process is anticipated to occur in Fall 2021.

## **ATTACHMENTS:**

Appendix I – CAO-2017-02 - Niagara Transit Service Delivery and Governance Strategy Report Appendix II – Revised Governance Strategy – Niagara Transit



LNTC-C 5-2021 September 29, 2021 Page 1

Subject: Niagara Transit Governance - Phase 2 Consultation Results and Triple-

Majority Initiation

Report to: Linking Niagara Transit Committee Report date: Wednesday, September 29, 2021

#### Recommendations

- That the Linking Niagara Transit Committee ENDORSE the final financial, governance, and service plan strategies recommended by the Governance Steering Committee and that the strategies reflect feedback received through consultations with the local area municipalities and interested parties; and
- That the Linking Niagara Transit Committee RECOMMENDS that Regional Council
  direct staff to initiate the formal triple-majority approval process for the purpose of
  creating a regionally integrated transit system.

## **Key Facts**

- The purpose of this report is to seek a final endorsement of the recommended governance model from the Linking Niagara Transit Committee (LNTC) and to move forward into the formal triple-approval process, which would commence with a Special Meeting of Regional Council this fall and be followed by consideration by each of Niagara's twelve municipalities.
- The move to a single, consolidated transit system will bring dramatic benefits to the residents of Niagara: a single branded system that can take you anywhere in the Region; a single fare; breaking down jurisdictional barriers and connecting communities; supporting GO rail and bus expansion; developing and supporting the economy and job retention and creation; driving tourism and connectivity; improving the environment; reducing traffic congestion; supporting accessibility; and providing better value to the taxpayer.
- LNTC was established in 2017 after unanimous municipal triple majority approval to
  proceed with the creation of a new governance model for a consolidated transit
  system, with a mandate to deliver on this vision: to develop and advance a
  recommended consolidated governance model for Niagara, as well as in the interim,
  harmonize the operations and policies of the existing transit systems.

- Under the direction of the LNTC, the Governance Steering Committee (GSC) has developed a final recommended governance model that includes financial, Board composition, and service strategies.
- These strategies reflect two rounds of consultation with local municipalities, as well as interested parties from across Niagara.
- Should triple-majority be achieved, the new transit Commission would begin operation on January 1, 2023.

#### **Financial Considerations**

There are no direct financial implications arising from the recommendations of this report.

Should future triple-majority approval be achieved, the financial strategy outlined in this report and in *LNTC-C 3-2021* proposes the Region upload the baseline local transit service net expenditure using 2020 budget at \$27.8M and estimated to be \$29.4M in 2023.

The upload to the new Regional Commission will occur in a single year and the budget of the Commission will be apportioned to each of the LAMs using twelve Special Levies, one for each municipality, established by the Region with each year's budget process. Existing NRT service costs transferred to the Commission will continue to be allocated to the Special Levy based on municipal share of Regional assessment and the local transit service costs will be allocated to the Special Levy based on service hours.

The 2023 estimated Commission baseline budget will represent a 7.3% increase to the Regional budget resulting from the local transit service costs being shifted from local area municipalities to the Commission budget, to be levied by the Region. This increase is expected to be offset by equal and concurrent reductions to municipal budgets to minimize the residential taxpayer impact from transit consolidation.

## **Analysis**

## Moving Transit Forward

The vision for a single regional transit agency for Niagara is a long-standing one, with a significant series of previous milestones having been achieved dating back well more than a decade.

Recent milestones include the formation of the inter-municipal transit working group in 2015, the Niagara Transit Service Delivery and Governance Strategy Report (*Dillon Report*, 2017), unanimous triple majority approval in 2017 for the Region to move from pilot to permanent operation of inter-municipal transit – along with unanimous municipal approval to proceed to develop a new governance system for a consolidated transit system for all of Niagara, the establishment of LNTC, the 2017 MOU between Niagara's four major transit operators that endorsed a consolidated transit system in principle, and the completion of the Niagara Transit Governance Study (NTGS) in 2020.

Now is the opportunity to take the final step towards the establishment of that consolidated system, one that is anticipated to bring dramatic benefits to the residents of Niagara by:

- Creating one unified transit system for Niagara.
- Breaking down barriers and connecting communities, ensuring all residents in Niagara have access to transit.
- ✓ Expanding and enhancing service with new, longer, and consistent operating hours.
- Connecting to GO Transit as service is expanded and enhanced in the near future.
- ✓ Supporting business and economic development by connecting employers with new customers and employees with new opportunities.
- Driving Tourism by connecting people to all the destinations and activities that Niagara has to offer.

- ✓ Connecting Seniors to their community

   to access services, see family and friends, and maintain independence.
- Providing access to Health Care, and improving social determinants of health.
- Establishing one single fare that takes you anywhere in the Region, with a new payment system.
- Being innovative, using new methods to serve communities like on-demand transit.
- Having one schedule, with one website and one app to help you plan your trip.
- Creating a more accessible and equitable system by ensuring all residents have similar access to service.
- ✓ Supporting the environment by reducing greenhouse gas emissions

- and support future moves to a zeroemission fleet.
- Ensuring that Students and Youth can get to school, participate in extracurricular activities, or access a job.
- Ensuring it is funded fairly, with residents only paying for the service they receive directly.
- Delivering better value for the taxpayer through the more efficient delivery of service and eliminating duplication.

It is only through the move to one consolidated agency that these outcomes can be achieved.

While significant work has been done to improve, integrate, and coordinate the existing systems in Niagara, consolidation will mean a larger and combined resource pool. This will support efficiencies that cannot be achieved as separate entities duplicating efforts, and which will then be reinvested into the network to enhance service.

The LNTC was expressly established with a mandate to advance a recommended governance model outlining how this consolidation should best take place.

Under the direction of LNTC, the GSC has now arrived at a final financial model, Board composition, and service strategy that represents the overall governance proposal.

## Consultation and Engagement

These strategies have been developed originally by the NTGS and through the work of both local and Regional staff such as the area CAOs and Treasurers. They have been refined through two (2) rounds of engagement with local area municipalities (LAMs) as well as outreach to interested parties across Niagara with a mandate that connects to transit.

## LAM Phase 2 Engagement

Most recently and as directed by LNTC, the second round of LAM engagement took place over the summer of 2021. This was an opportunity for municipalities to review and provide additional feedback on the revised strategies developed by the GSC in response to the first round of engagement.

Themes that emerged from these latest discussions include:

 Financial Strategy - The revised twelve special levy financial strategy was much more favourably received than the previous Regional assessment-based levy model. It now reflects the principle of residents only paying for services they receive and reduces the redistribution of local costs across municipalities.

Concerns continued to be expressed related to: the future cost of transit in some communities; how assets would transfer to the Commission; and, how intergovernmental funding sources such as the Provincial Gas Tax would be considered.

Service Standards Strategy – The new Service Standards Strategy, created specifically in response to Round One municipal feedback, demonstrated to municipalities the types of enhancements they can expect to see in their communities in the future. Feedback on the consolidation proposal related to ensuring that existing levels of transit service were maintained and that some rural municipalities did not support the introduction of local transit into their communities at this time (which is reflected in the service standards strategy).

Additional concerns related to operational challenges with the existing transit systems were also received.

- Governance Strategy The feedback on the revised Commission Board structure, comprised of fifteen elected representatives, was balanced between:
  - Strong support from smaller or medium sized municipalities that were being provided one full-time representative under the revised model; and,
  - o Concern from larger municipalities regarding the overall total size of the Board (not growing further), the fully elected composition (vs. public members), and the share or division of representation for communities with higher transit ridership (i.e. St. Catharines/Niagara Falls/Welland).

Councils also identified the need for additional clarification regarding the transitional nature of the Board, and how the external review would be assured.

Appendix 1 provides a further summary of the discussions with each Council and the feedback received.

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## Interested Party Engagement

Following the LAM discussions, a series of workshops were conducted with interested parties from across Niagara, representing organizations or demographics who either rely on transit or with a mandate that is closely related to transit. Example attendees included members of environmental and accessibility advisory committees, local business leaders and Chambers of Commerce, institutional administrators, and other advocates.

The purpose of these sessions was to ensure that these groups have the latest information regarding the consideration of a consolidated transit system, and that there was an opportunity for feedback and input prior to the finalization of the proposal.

These sessions were organized thematically, covering a wide variety of topics such as the environment, seniors, youth, business and tourism, post-secondary institutions, diversity and inclusiveness, libraries, health services, and accessibility.

A summary of these engagement sessions is provided as Appendix 2.

A separate and additional engagement session with the Presidents of the three Amalgamated Transit Unions was also undertaken, reflecting the vital role their members play and will continue to play, in the delivery of transit in Niagara.

#### Public Engagement

On September 21, 2021, a jointly-delivered public website was launched at <a href="https://www.movingtransitforward.ca">www.movingtransitforward.ca</a>, with information on the proposed move to one consolidated transit system. As a part of the website's function, interested participants are invited to learn more about the initiative and provide feedback on the strategies proposed via a public survey.

The website and survey will be promoted on the LAM engagement platforms such as 'Bang the Table', through print and social media, as well as through existing transit platforms such as via in-vehicle bus advertising and the NRT On-Demand app.

This survey will run until October 3, 2021 and the results included as part of the future triple-majority report to Regional and local councils.

#### Final Recommended Strategies

The feedback and input received from LAMs and interested parties has been considered by the GSC in the development of the final recommended models for the consolidation of transit in Niagara.

Balancing the feedback received from all municipalities, the GSC has recommended that:

- The revised Financial and Service Strategies presented during Phase 2 LAM engagement be maintained, and that no further changes or modifications are required to address the feedback received; and that
- Minor modifications be made to the Board Composition strategy to strengthen the requirement that the external third-party review take place and to provide a clear timeframe for the conclusion of the transitional Commission Board.

The final strategies are summarized below, having been originally described fully in *LNTC-C 3-2021* as referenced.

These recommendations represent the consensus position of the GSC and in total, compromise the overall governance proposal that is recommended to move forward for consideration as part of a triple-majority vote.

## Financial Strategy

The recommended financial strategy proposes that all LAM transit service budgets be uploaded to the Commission in the 2023 budget year, as well as the Region's existing transit budget to be consolidated by the Commission and to be assessed to the local area municipalities by way of special levies to be approved annually by the Region:

- Service levels are different in each municipality; therefore, the Region proposes
  that twelve Special Levies be adopted in 2023. Each special levy will allocate
  65% of 2023 net transit costs based on service hours, with existing Niagara
  Regional Transit services continuing to be allocated to the special levy based on
  local share of Region-wide assessment.
- The 2023 estimated Commission baseline service budget will require a 7.3% increase due to the transfer of local transit costs to the Regional budget with expected equal and concurrent reductions to municipal budgets therefore minimizing the net residential impact.

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The full Financial Strategy is described in the Financial Considerations section of *LNTC-C 3-2021* and associated Attachments 1 through 4.

## Service Standards Strategy

The Service Standards Strategy, provided as Appendix 5 to *LNTC-C 3-2021*, outlines a three-phased approach to the standardization and enhancement of transit service to achieve consistent, equitable access to transit for all Niagara residents:

- Phase 1 Years 1 & 2 Standardized Operating Hours Across Niagara
- Phase 2 Year 3 Combine Specialized and Demand-Responsive Services
- Phase 3 Years 4 & 5 Network Review and Growth

## **Board Composition Strategy**

The GSC has considered feedback from all 12 municipalities regarding the overall size, elected composition, and share of representation of the transitional 15-member Commission Board.

The GSC has recommended that the proposal for a 15-member elected transitional Board proposal be maintained.

This recommendation reflects concerns from municipalities regarding the already relatively large total size of the Board, the impact on other municipalities' equivalent share of representation caused from any further changes, and in keeping with the existing ridership methodology used to determine that compliment.

The proposed composition of the Commission Board was recommended on the basis of two (2) principles:

- That each municipality be provided a minimum of one representative; and
- That extra representation should be considered for the largest three (3)
  municipalities (St. Catharines, Niagara Falls, and Welland), on the basis of
  ridership and balancing the total size of the Board.

The proposal of three (3) representatives to St. Catharines, two (2) to Niagara Falls, and one (1) to Welland is reflective of the share of ridership between these three (3) large municipalities, as shown in Table 1 below.

Table 1 -Transit Ridership and Share of Representation

Municipality	Ridership	Share	Representation	Share
St. Catharines	4,796,246	54%	3	50%
Niagara Falls	3,164,716	35%	2	33%
Welland	989,357	11%	1	17%
Total	8,950,319	100%	6	100%

Therefore, the final GSC recommended Commission Board remains as:

Figure 1 - GSC Recommended Board Structure

Transitional Transit Commission Board	Advisory Board
(15) Total Elected Official Representatives	<ul> <li>(20) Total Public Stakeholder Representatives</li> <li>(12) Niagara Residents (one per Municipality)</li> <li>(2) Members representing Accessibility Advisory Committees or other Accessibility Stakeholders</li> <li>(2) Post-Secondary Representatives (1 student union representative from Brock University and Niagara College)</li> <li>(1) Member representing Niagara Chambers of Commerce</li> <li>(1) Senior Issues Stakeholder</li> <li>(1) Youth Issues Stakeholder</li> <li>(1) Transit Commission General Manager (ex-Officio)</li> </ul>
Members recommended by local Councils, appointed by Regional Council.	Resident members recommended by local Councils, all members appointed by the Transit Commission Board.

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The external third party review of the Transitional Board will revisit and make recommendations regarding the total Board size, and share of representation, in advance of a permanent Board structure being put in place.

The GSC maintains the position that the establishment of a hybrid governing model remains a preferred outcome for the future permanent Board structure and should be strongly considered during this review.

With respect to concluding the transitional Board structure, to address concerns with ensuring that the review *must* take place, the GSC has recommended that:

- The forthcoming Municipal Transfer Agreements include a formal requirement that the external review examining alternative Board structures will take place and that:
- The conclusion of the transitional Board and establishment of the permanent Board structure will coincide with next municipal election cycle after the creation of the Commission (2026). This linkage will support the change between the transitional and permanent Board structures by providing clear timing for the implementation to occur.

The external review would be completed in advance of this milestone, with its recommendations made to Regional Council for adoption.

Additional information on the Board Composition proposal, including the process for nomination to the Commission and Advisory Boards is contained in *LNTC-C 3-2021*.

## **Triple-Majority Initiation**

Creating one consolidated transit agency in Niagara will require triple-majority approval of a by-law to transfer to the Region the legislative authority to operate both local and intra-municipal transit service in Niagara (the Region having received inter-municipal authority previously in 2017).

Triple majority support consists of:

- A majority of all votes on upper-tier council [Regional Council];
- A majority of all the lower-tier [LAM] councils passing resolutions consenting to the by-law; and

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 The total number of electors in the lower-tier [LAM] municipalities that have passed resolutions consenting to the by-law form a majority of the electors in the upper-tier municipality.

This process will be initiated first at Regional Council at a special meeting, to be scheduled this fall, where it will consider the proposed by-law. This report will also include additional information regarding the transition process to a Commission, seek authority for the negotiation of asset transfer agreements on the basis of a series of principles, and the results of the public survey feedback.

Each of Niagara's LAMs will then be asked to subsequently consider the by-law through the remainder of 2021.

Should triple-majority be achieved, a one-year period would be required to establish the Commission, as laid out in the Transition Plan of the NTGS, and prepare for the assumption of day-to-day operations on January 1, 2023.

#### **Alternatives Reviewed**

The NTGS considered a series of alternative governance models for the consolidated transit system, including that of a partial Commission or Regional Division. The Full Commission was recommended on the basis of the level of independence and anticipated benefits arising from a defined budget envelope being set by Regional Council. Additional detail regarding the evaluation of the alternative governance models is contained within the final NTGS report, which was presented as Attachment 2 to *LNTC-C 4-2020*.

Numerous alternative financial models, Board compositions, and service enhancement timelines have been considered throughout the process: both originally within the NTGS and as input and feedback has been received by municipalities. These considerations have included:

- 11 different alternative Special Levy financial models, including ones that considered divisions between conventional and on-demand systems, in addition to the single General Levy originally proposed;
- Alternative Commission Board structures including those that maintained a smaller total Board size; that included public members to retain a hybrid model; that grouped smaller LAMs into rotating seats; and

 Both shorter and longer timelines for the implementation of service enhancements and the external network review.

The original guiding principles of 'Customer Driven', 'Unconventional Solutions', 'Integrated', 'Economically Responsible', and 'Fair' (financial) were used throughout to evaluate alternatives. The final strategies and governance model represent the consensus recommendation of the GSC.

## Relationship to Council Strategic Priorities

The proposed consolidation of transit services across Niagara into a consolidated transit entity directly aligns with the Council Strategic Priority: Responsible Growth and Infrastructure Planning (Objective 3.1) through advancing regional transit and facilitating the movement of people and goods.

## Other Pertinent Reports

LNTC-C 3-2021	Niagara Transit Governance - Revised Strategies Reflecting Phase 1 Municipal Consultation
LNTC-C 2-2021	Niagara Transit Governance – Governance Steering Committee Update
LNTC-C 1-2021	Niagara Transit Governance – Detailed Phase 1 Consultation Summary
LNTC-C 6-2020	Councillor Information Request – Niagara Transit Governance – Local Area Municipality Engagement
LNTC-C 4-2020	Niagara Region Transit Governance Study
CAO 8-2017	Niagara Region's Transit Service Delivery and Governance Strategy
LNTC-C 21-2018	Inter-Municipal Transit (IMT) Service Implementation Strategy

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Respectfully signed and submitted,

Prepared by:

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Bruce Zvaniga, P.Eng. Commissioner of Public Works (Interim) Public Works Department

Submitted by:

Ron Tripp, P.Eng. Acting Chief Administrative Officer

This report was prepared in significant consultation with Heather Talbot, Financial & Special Projects Consultant – Financial Management and Planning; the Governance Steering Committee comprised of the CAOs from all thirteen (13) municipalities across Niagara; and reviewed by; Matt Robinson, Director, GO Implementation Office; Helen Chamberlain, Director, Financial Management & Planning/Deputy Treasurer; Todd Harrison, Commissioner of Corporate Services/Treasurer.

## **Appendices**

Appendix 1

Local Area Municipality Feedback Response Tracker – Phase 2

Appendix 2

Interested Parties Feedback Response Tracker

## Overview

The second round of Local Area Municipality (LAM) consultation represented an opportunity for input and feedback on the revised financial, governance, and service strategies.

The purpose of this comment tracker is to summarize the input received from each LAM during this consultation period. This feedback is represented by a combination of formal feedback received through recommendations adopted by Councils, commentary provided in local staff reports, and topics raised by Councils during question and answer periods.

Municipality	Comment
Fort Erie	Fort Erie Council received local report CAO-18-2021 for information.
	Discussion at Council around how the financial strategy related to Fort Erie specifically, the role of Provincial Gas Tax funding, and intermunicipal transit links to Fort Erie from Niagara Region Transit (NRT) and the expansion of NRT OnDemand Pilot to Port Colborne to create a new inter-municipal link between Fort Erie and Port Colborne.
Grimsby	Grimsby Council received local report CAO 21-12 for information.  The current and future role of the NRT OnDemand pilot in Grimsby was discussed, with a focus on ensuring that the on-demand service remains and is expanded in Grimsby under a Commission. This included discussion of how it can be expanded into Hamilton, how it will support GO expansion in the future, as well as what the current and future costs for operating the on-demand system are.

Municipality	Comment
Lincoln	Lincoln Council received local report AD-16-21 for information.
	Through Councillor comments, support was expressed for the revised Governance model providing Lincoln with a dedicated seat, with concern expressed regarding the transitional nature of the board and a suggestion that change be tied to a term of Council. The role of the NRT OnDemand pilot in delivering transit in Lincoln and the need for it to represent value-to-the-taxpayer was highlighted. Further discussion related to the timeframe of future service enhancements, how long-term growth and service levels would be determined, and what long-term growth assumptions were included in the financial model.
Niagara Falls	Niagara Falls council received Regional staff report <i>LNTC-C 3-2021</i> and did not identify any remaining areas of concern with the presented financial, governance, or service strategies.
Niagara-on-the-Lake	Niagara-on-the-Lake Council received for information a report from the CAO on July 26, 2021. In discussion of that report, areas of interest included how future services would be deployed and how the financial strategy related to Niagara-on-the-Lake specifically.
Pelham	Pelham Council first considered and referred report #2021-0127 on July 26, 2021 until the Regional presentation on August 23, 2021, which was subsequently received for information. Across these two meetings, feedback focused on how the financial strategy related to Pelham and operational challenges with the existing NRT OnDemand pilot program.
Port Colborne	Port Colborne council received Regional staff report <i>LNTC-C 3-2021</i> and did not identify any remaining areas of concern with the presented financial, governance, or service strategies.

Municipality	Comment
St. Catharines	At the meeting of August 9, 2021, St. Catharines Council received the Regional presentation and report <i>CAO-124-2021</i> and in parallel, requested St. Catharines staff to prepare a subsequent report discussing the concerns expressed by the St. Catharines Transit Commission. That subsequent report ( <i>LCS-143-2021</i> ) was considered on September 13, 2021.
	The feedback provided by SCTC is as follows:
	<ul> <li>That the board composition be altered to include subject matter experts and provide representation more commensurate with St. Catharines service hours, ridership and financial contribution.</li> </ul>
	<ul> <li>That the Commission and advisory board size be reduced to facilitate a high performing transit system that balances accountability and functionality.</li> </ul>
	<ul> <li>As the strategy recommends the Commission be of a transitional nature, that the process for reviewing and changing the board be determined prior to a triple majority vote.</li> <li>That the Commission's administrative structure be properly resourced to function efficiently and effectively.</li> </ul>
	<ul> <li>That a seven-year service level guarantee be established for all existing St. Catharines bus routes.</li> </ul>
	Discussion at St. Catharines' Council focused on the general themes of: composition of the transitional Commission Board and the necessity of the external review; how the move to a Regional system would benefit St. Catharines; the relationship to GO Rail expansion; asset transfer; and how the financial model related to St. Catharines through topics such as total future costs, PGT funding, service enhancements, and capital reserve funding.
Thorold	Thorold Council received report <i>PWCS2021-70</i> for information. Areas of discussion included how Brock University would be engaged through the process, how expansion of on-demand service into areas such as Rolling Meadows would take place, and how often service levels would be reexamined.

Municipality	Comment
Wainfleet	Wainfleet Council considered staff report ASR-002/2021, expressing ongoing concerns with the role that transit plays and value provided in more rural communities.
Welland	<ul> <li>Welland Council adopted the recommendations of report TRANS-2021-01, which are as follows:</li> <li>That the Council of the City of Welland receive for information report TRANS-2021-01 – Update #2 Niagara Region Transit (NRT) Governance Strategy; and further;</li> <li>That Welland City Council support the current levels of Niagara Region Transit service in place and the emergence of on-demand services for smaller municipalities, which do not provide conventional and specialized services; and further</li> <li>That Welland City Council defer approval of the proposed Niagara Transit Governance Strategy until 2023 due to the potential negative financial impact to Welland taxpayers; and further</li> <li>That report TRANS-2021-01 – Second Update on Niagara Region Transit (NRT) Governance Strategy be circulated to all municipalities.</li> </ul>
	Within report TRANS-2021-01, Welland staff identified a series of concerns and requested additional information regarding the proposed strategies. These topics include: future Capital budget considerations; operating costs in a post-COVID-19 environment; treatment of PGT funding; future costs to Welland taxpayers; the share of representation of the Commission Board for Welland; and the application of the Cummings Principle for asset transfer.  The concerns identified in the staff report were subsequently reflected in discussion and Q&A with Welland Council. These concerns were subsequently addressed in a project team memo back to Welland Council submitted September 20, 2021.

Municipality	Comment
West Lincoln	West Lincoln Council received the Regional presentation and report <i>LNTC-C 3-2021</i> , with discussion focusing on current and future decision points for transit, the role of transit in a more rural community and if providing local trips as part of the NRT OnDemand pilot program would represent value to the taxpayer.

LNTC-C 5-2021 Appendix 2 – Interested Parties Feedback Response Tracker September 29, 2021

## Overview

Through September 2021, a series of workshops were conducted with interested parties from across Niagara, representing organizations or demographics who either rely on transit or with a mandate that is closely related to transit. Example attendees included members of environmental committees, accessibility advisory committees, local business leaders, and Chambers of Commerce, large institution administrators, and other advocates.

The purpose of these sessions was to ensure that these groups have the latest information regarding the potential move to a consolidated transit system, and there was an opportunity for feedback prior to the finalization of the proposal.

Through these sessions feedback was received encompassing a wide variety of perspectives, suggestions, and commentary. The major themes that emerged from each session are summarized below.

Session	Comment
Businesses, Economic Development, and Tourism	<ul> <li>Transit supports employees getting to-and-from work and as such, it is important that the hours of operation and frequency of service achieve that goal. Extended hours of operation, which support early or late shift times is a particular area for focus.</li> </ul>
	<ul> <li>The transition to a Commission should not change the areas of transit that are currently working well – where specific effort has already been made to support businesses.</li> </ul>
Diversity and Inclusion	<ul> <li>A fully accessible transit system extends beyond the vehicle, including things such as accessible stops and other supporting infrastructure.</li> </ul>
	Not everyone can use an app or easily read a schedule, alternative options are critical.
	<ul> <li>Services should be delivered more locally, so there is more familiarity with Niagara from those operating the systems.</li> </ul>
	<ul> <li>The current system has operational challenges, at times arising from a lack of connectivity and different policies between service providers.</li> </ul>

## LNTC-C 5-2021 Appendix 2 — Interested Parties Feedback Response Tracker September 29, 2021

Session	Comment
Environment	<ul> <li>An environmentally responsible transit system needs to make connections other modes easy – especially cycling and walking. Need to support using these other modes through multi-modal hubs and good wayfinding.</li> <li>The Commission should prioritize a move to a zero-emission vehicle fleet.</li> </ul>
Health Services	<ul> <li>Transit supports not only patient but also employee access to hospitals.</li> <li>Transit needs to remain accessible to all so that persons are not 'metric-ed out' - unable to engage with the system due to their socio-economic status, being un-banked, or any other barriers.</li> </ul>
Libraries	<ul> <li>Approximately 10% of all patrons use transit to access libraries.</li> <li>There are opportunities for partnerships between transit and libraries to support greater access A challenge can be arriving at agreements and 'knowing who to talk to'.</li> </ul>
Post-Secondary	<ul> <li>Transit is critical in supporting student access to Niagara's post-secondary institutions.</li> <li>The transition to a Commission should not change routes or systems that are currently working well and that support students.</li> </ul>
Seniors	<ul> <li>Accessing the system can be a challenge- not all Seniors have smart-phones or may require assistance in navigating the current different systems and schedules. Physical barriers such as distance to stops also exist.</li> <li>There is a 'tipping point' where more and better service will drive more ridership.</li> </ul>
	<ul> <li>The standardization of service is important – in terms of there being 'one brand' as well as one set of hours and schedules.</li> </ul>

## LNTC-C 5-2021 Appendix 2 – Interested Parties Feedback Response Tracker September 29, 2021

Session	Comment
Transportation and Mobility	<ul> <li>How the performance of the system is measured (key performance indicators – KPIs) will be important in demonstrating success.</li> </ul>
	<ul> <li>Supporting local transit access to the airport will allow passengers to access the Region as a whole.</li> </ul>
	<ul> <li>More connections are required – both between municipalities and to other modes of transportation.</li> </ul>
Youth	<ul> <li>The transit system needs to support travelling with young children –with regards to both the vehicles themselves, as well as accessing stops (i.e. needing to cross busy streets).</li> </ul>
	• The transit system should support schools – classes using transit for field trips, or students who are at school early or late for extra-curricular activities.
	<ul> <li>Stops need to be located at convenient locations – in front of schools or other destinations such as community centres.</li> </ul>

## PROPOSED ALLOCATION OF FUTURE TRANSIT COSTS

			2021		2021	% of
	2021	% of	Approved	% of	Waste	Waste
	Combined	Combined	General	General	Management Managemen	
Municipality	Levy	Levy	Levy	Levy	Levy	Levy
Fort Erie	28,263,792	6.34%	25,180,908	6.21%	3,082,884	7.60%
Grimsby	33,142,668	7.43%	30,911,178	7.63%	2,231,490	5.50%
Lincoln	26,311,473	5.90%	24,457,388	6.03%	1,854,085	4.57%
Niagara Falls	93,404,838	20.95%	85,452,258	21.08%	7,952,580	19.60%
NOTL	36,849,738	8.26%	35,091,268	8.66%	1,758,470	4.33%
Pelham	18,556,471	4.16%	17,149,157	4.23%	1,407,314	3.47%
Port Colborne	15,050,476	3.38%	13,008,738	3.21%	2,041,738	5.03%
St. Catharines	117,051,816	26.25%	104,739,824	25.84%	12,311,992	30.35%
Thorold	18,486,792	4.15%	16,750,794	4.13%	1,735,998	4.28%
Wainfleet	6,751,596	1.51%	6,126,102	1.51%	625,494	1.54%
Welland	38,120,686	8.55%	33,587,266	8.29%	4,533,420	11.18%
West Lincoln	13,877,174	3.11%	12,845,724	3.17%	1,031,450	2.54%
TOTALS	445,867,520	100.00%	405,300,605	100.00%	40,566,915	100.00%

	(existing capital only)						
	% of Service Hours	Yr1	2025 Yr2	5 Yr3			
	2020	111	1172	113			
St. Catharines	44%	0.9	1.8	2.7			
Niagara Falls	30%	0.6	1.3	1.9			
Welland	11%	0.2	0.5	0.8			
NOTL	2%	0.0	0.1	0.2			
Port Colborne	2%	0.0	0.1	0.1			
Pelham	1%	0.0	0.1	0.1			
Thorold	3%	0.1	0.1	0.2			
Fort Erie	5%	0.1	0.2	0.3			
Grimsby	1%	0.0	0.1	0.1			
Lincoln	1%	0.0	0.1	0.1			
<b>West Lincoln</b>	0%	0.0	0.0	0.0			
Wainfleet	0%	0.0	0.0	0.0			
<b>Total</b>	100%	2.2	4.3	6.5			
Conventional	85%	1.8	3.6	5.4			
Alternative	15%	0.3	0.7	1.1			

# Inter-Regional Transit Considerations - One Tax Payer

Steve Zorbas - CAO



# **Guiding Principals for Inter-Municipal** Iransit

to be adhered to prior to and during implementation of regional transit: As per Council approved Report CAO-2017-02, the following guiding principals are

- Fiscal responsibility and affordability for the City of Welland. Thus, no negatively impacted negative impacts to the City's tax levy and receipt of provincial gas tax is not
- Ease of implementation for the City of Welland.
- Operational viability for City of Welland.
- Improving economic development opportunities for the City of Welland.
- Local transit services will not be adversely impacted
- Respecting existing transit collective agreements in each respective municipality

# Asset Registry per Municipality (DRAFT)

Asset Category	Vehicle Count (Conventional & Specialized)	Acquisition Price	Accumulated Amortization	Net Book Value 12/31/2018	Usefull Life	Net Book Value Estimate 12/31/2020
Niagara Region						
Bus	30	\$19,311,980		\$13,292,539	10	\$10,073,876
St. Catharines						
Bus	85	\$41,464,685		\$16,379,430	12	\$9,468,649
Service Trucks	17	\$2,282,010	\$396,484	\$84,894	0	\$4,664
Land		\$1,182,244	\$682,863	\$142,156	16	S
Facilities		\$12,121,576	\$3,521,363	\$8,579,472	22	\$7,493,104
Equipment		\$1,354,904	\$959,405	\$395,499	13	\$231,107
Technology		\$7,324,060	\$3,496,459	\$3,827,601	7	\$2,097,933
Sub-Total		\$65,729,478	\$9,056,573	\$29,409,051		\$19,295,458
Niagara Falls						
Bus	41	\$18,543,814		\$7,161,493	12	\$4,070,857
Service Trucks	15	\$1,121,353	\$788,304	\$333,049	6	\$146,157
Land		\$348,139	\$158,387	\$189,752	32	\$167,993
Facilities		\$1,592,228	\$576,276	\$1,015,952	24	\$883,266
Equipment		\$2,235,936	\$727,890	\$1,508,046	13	\$1,164,810
Technology		\$5,424,938	\$2,859,110	\$2,557,451	7	\$1,081,970
Sub-Total		\$29,266,407	\$5,109,967	\$12,765,742		\$7,515,053
Welland						
Bus	21	\$8,535,000		\$5,338,571	12	\$3,916,071
Service Trucks	6	\$180,000	\$124,000	\$56,000	6	\$26,000
Land		\$2	\$2	\$2	0	So
Facilities		\$4,408,218	\$2,165,631	\$2,242,587	21	\$1,828,570
Equipment		\$697,590	\$413,220	\$284,370	6	\$64,657
Technology		\$1,116,545	\$269,798	\$846,746	7	\$629,292
Sub-Total		\$14.937.355	2000			THE PERSON NAMED

# Allocation Methodologies for Transit

	(existing capital only)	al onl	<u>ح</u>	
	% of		2025	
	Service Hours 2020	Yr1	Yr2	Yr3
St. Catharines	44%	6.0	1.8	2.7
Niagara Falls	30%	0.6	1.3	1.9
Welland	11%	0.2	0.5	0.8
NOTL	2%	0.0	0.1	0.2
Port Colborne	2%	0.0	0.1	0.1
Pelham	1%	0.0	0.1	0.1
Thorold	3%	0.1	0.1	0.2
Fort Erie	5%	0.1	0.2	0.3
Grimsby	1%	0.0	0.1	0.1
Lincoln	1%	0.0	0.1	0.1
West Lincoln	0%	0.0	0.0	0.0
Wainfleet	0%	0.0	0.0	0.0
Total	100%	2.2	4.3	6.5
Conventional	85%	1.8	3.6	5.4
Alternative	15%	03	0.7	

			2021		2021	% of
	2021	% of	Approved	% of	Waste	Waste
	Combined	Combined	General	General	Management Management	Managemen
Municipality	Levy	Levy	Levy	Levy	Levy	Levy
Fort Erie	28,263,792	6.34%	25,180,908	621%	3,082,884	7.60%
Grimsby	33,142,668	7.43%	30,911,178	7.63%	2,231,490	5.50%
Lincoln	26,311,473	5.90%	24,457,388	6.03%	1,854,085	4.57%
Niagara Falls	93,404,838	20.95%	85,452,258	21.08%	7,952,580	19.60%
NOTL	36,849,738	8.26%	35,091,268	8.66%	1,758,470	4.33%
Pelham	18,556,471	4.16%	17,149,157	4.23%	1,407,314	3.47%
Port Colborne	15,050,476	3.38%	13,008,738	3.21%	2,041,738	5.03%
St. Catharines	117,051,816	26.25%	104,739,824	25.84%	12,311,992	30.35%
Thoroid	18,486,792	4.15%	16,750,794	4.13%	1,735,998	4.28%
Wainfleet	6,751,596	1.51%	6,126,102	1.51%	625,494	1.54%
Welland	38,120,686	8.55%	33,587,266	8.29%	4,533,420	11.18%
West Lincoln	13,877,174	3.11%	12,845,724	3.17%	1,031,450	2.54%
TOTALS	445,867,520 100.00%	100.00%	405,300,605 100.00%	100.00%	40,566,915	100.00%

# SPECIAL COUNCIL INFRASTRUCTURE SERVICES ENGINEERING DIVISION

APPRO	VALS
DIRECTOR	Smyl
CFO C	ATT &
CAO	

OCTOBER 12, 2021

SUBJECT:

INCREASING SEWAGE WATER ALLEVIATION

PROGRAM (SWAP) GRANT ALLOCATIONS

**APPROVING** 

SHERRI-MARIE MILLAR, P.ENG.

DIRECTOR:

**DIRECTOR OF INFRASTRUCTURE SERVICES** 

### **RECOMMENDATIONS:**

1. THAT THE COUNCIL OF THE CITY OF WELLAND approve an increase to the maximum funding available under the SWAP program from \$4,000.00 to \$6,000.00; and further

- 2. THAT Council approve an amendment to By-law 2017-18 being A BY-LAW TO REGULATE MANAGEMENT OF A SYSTEM OF SEWER WORKS AND DRAINAGE WORKS IN THE CITY OF WELLAND to increase Section 4.2.2 and Section 4.3.2 maximum reimbursements from \$1,000.00 to \$1,500.00 and \$4,000.00 to \$6,000.00, respectively; and
- 3. THAT Council direct staff to develop a public information/education campaign for the proper operation and maintenance of residential backflow valves.

### **ORIGIN AND BACKGROUND:**

The City's challenges with inflow and infiltration (I/I) of stormwater into the sanitary network are well documented. In addition to increasing the risk of basement flooding, high volumes of rainwater in the sanitary network results in high bills for treatment at the plant as well as the loss of network capacity to accommodate new growth.

The solution to reducing extraneous flows is multifaceted but critical to the health and prosperity of the municipality. Homeowners play an important role in the reduction of I/I through the disconnection of downspouts and weeping tiles from the sanitary sewer as well as the repair/replacement of the private length of sanitary lateral. To reduce the risk of basement flooding, residents are also encouraged to install a backflow valve.

To assist homeowners in making changes to their property to reduce I/I and help protect against sanitary sewer backups the City of Welland offers a grant program. The program, titled, "Sewage Water Alleviation Program (SWAP)", offers a maximum of \$4,000.00 to assist homeowners with the installation of devices that provide basement flooding protection.

Work eligible for reimbursement under the SWAP program includes the following:

- Installation of an approved backwater valve that complies with Article 7.4.6.4. of the Ontario Building Code;
- Installation of a CSA approved sump pump, basin and discharge pipe including supporting electrical works and battery backup;
- Disconnection of foundation drains or weeping tiles from the sanitary sewer;
- Disconnection of downspouts to prevent the direct or indirect connection to the sanitary sewer;
- Lateral or weeping tile connection tracing by camera or other means;
- Installation of a cleanout if required (every home should have one); and
- All associated construction for the installation of the devices listed; and other limited restoration.

Additionally, By-law 2017-18 being A BY-LAW TO REGULATE MANAGEMENT OF A SYSTEM OF SEWER WORKS AND DRAINAGE WORKS IN THE CITY OF WELLAND known as the Sewer and Drainage Works By-law provides the following:

- Section 4.2.2: If in the opinion of the Chief Building Official, in consultation with the Engineer, an existing Building is likely to experience, or has experienced, Sewage backup as the result of a storm event, the Corporation may provide financial assistance to the Owner, upon written application, for the installation of an approved Backwater Prevention Device to a maximum of \$1,000.00, subject to budget approval by Council and the availability of funds.
- Section 4.3.2: Provided that funds are available, as approved through the Corporation's annual budget deliberations, financial assistance to a maximum reimbursement of \$4,000.00 may be considered to assist Owners with the Costs of the following repairs to disconnect Drainage connections from, and to reduce Extraneous Flow into, the Sewer Works.:
  - a) Removal of roof leaders from the Sanitary Sewer.
  - b) Removal of existing sump pump connections from the Sanitary Sewer.
  - c) Repair or replacement of a leaking Building sewers.
  - d) Removal of Foundation Drain connections from the Sanitary Sewer.

### **COMMENTS AND ANALYSIS:**

The SWAP grants and reimbursements for backflow valves and disconnections from the sanitary network have not been increased since they were approved by Council in January 2017. To encourage participation in the private property

reduction of I/I initiatives and minimize the financial impact on residents, staff recommends that the maximum funding available under the SWAP program be increased from \$4,000.00 to \$6,000.00. In addition, the maximum reimbursements as described within Sections 4.2.2 and 4.3.2 of By-law 2017-18 be increased from \$1,000.00 to \$1,500.00 and disconnections from \$4,000.00 to \$6,000.00, respectively.

Protection from backflow is addressed in Section 7.4.6.4 of the Ontario Building Code (OBC). The code specifies the requirements of backflow valves, specifically:

### 7.4.6.4. Protection from Backflow

- Except as permitted in Sentence (2), a 'backwater valve' that would prevent free circulation of air shall not be installed in a building drain or in a building sewer.
- 2) A backwater valve may be installed in a building drain provided that,
  - (a) it is a "normally open" design conforming to,
    - (i) CAN/CSA-B70, "Cast Iron Soil Pipe, Fittings, and Means of Joining",
    - (ii) CAN/CSA-B181.1, "Acrylonitrile-Butadiene-Styrene (ABS) Drain, Waste, and Vent Pipe and Pipe Fittings",
    - (iii) CAN/CSA-B181.2, "Polyvinylchloride (PVC) and Chlorinated Polyvinylchloride (CPVC) Drain, Waste, and Vent Pipe and Pipe Fittings", or
    - (iv) CAN/CSA-B182.1, "Plastic Drain and Sewer Pipe and Pipe Fittings", and
  - (b) it does not serve more than one dwelling unit.

The backflow valve currently specified by the City as part of the SWAP program is the Fullport Backwater Valve manufactured by Mainline Backflow Products. This valve is one of very few that is certified and compliant with the requirements of the OBC (see attached). Other municipalities within the Region, including the City of St. Catharines and the City of Niagara Falls specify the same backflow valve.

It is important that backflow valves are regularly inspected and maintained. An improperly maintained valve may fail during a flood event. Common issues that render the valve useless during an intense wet weather event is debris/grease preventing the flap from closing, or a poor seal. Additionally, when the backflow valve is working, the flap is closed preventing wastewater from entering or leaving the home. If the home plumbing is used when the valve is closed then it is also possible to *cause a backup* through the basement floor drains.

Recognizing that homes with backflow valves do on occasion experience basement flooding, many municipalities have focused on providing public information and education on not only the importance of regular valve maintenance but also on what that maintenance entails. Staff recommend that the City of Welland also develops a public information/education campaign for the proper operation and maintenance of residential backflow valves as a means of reducing the risk of basement flooding for our residents.

### FINANCIAL CONSIDERATION:

The SWAP program has been undersubscribed since 2017 with approximately \$300,000.00 of approved funding currently available to be used to enhance the reimbursements as recommended.

### OTHER DEPARTMENT IMPLICATIONS:

SWAP is administered by the Building Division and the Finance Department assists with the payment features of the program and reimbursements for backwater valves and disconnections from the sanitary sewer.

The City's Manager of Corporate Communications would be the staff lead in the development of a public information/education campaign for the proper operation and maintenance of residential backflow valves.

### **SUMMARY AND CONCLUSION:**

Extraneous flows into the sanitary network raise the risk of basement flooding, increases the cost to treat wastewater at the plant and takes up valuable network capacity that is needed to accommodate new growth. Homeowners can be part of the solution through the disconnection of downspouts and weeping tiles from the sanitary sewer and the repair/replacement of the private laterals. Residents are also encouraged to install, inspect and maintain a backflow valve to reduce incidents of basement flooding.

To encourage residents to participate in I/I reduction initiatives and alleviate the financial burden related to the same, staff are recommending increases to the maximum reimbursements available in SWAP and By-law 2017-18.

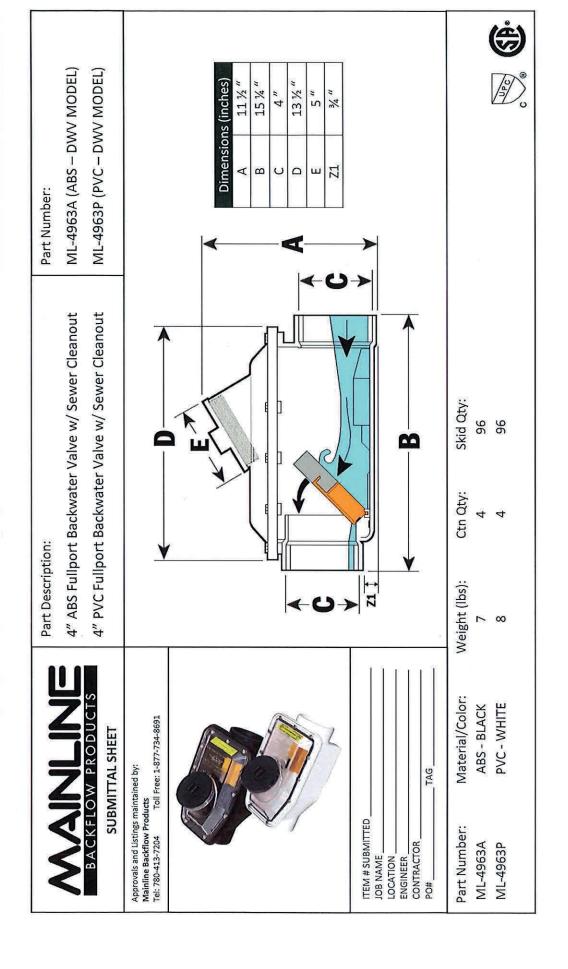
Staff are also recommending a public information/education campaign for the proper operation and maintenance of residential backflow valves to reduce the risk of basement flooding of those homes with the device.

### **ATTACHMENTS:**

Appendix 1 – Fullport Backwater Valve Submittal Sheets

# REPORT ENG-2021-24 INCREASING SEWAGE WATER ALLEVIATION PROGRAM (SWAP) GRANT ALLOCATIONS

Appendix 1 - Fullport Backwater Valve Submittal Sheets



Part Number: PE-2013	Dimensions (inches)  A 16 " B 12 ½ " C 20 "	
Part Description: Mainline Access Box	A Part of the state of the stat	Weight (lbs): Ctn Qty: Skid Qty: 5 1 120
SUBMITTAL SHEET	Approvals and Listings maintained by: Mainline Backflow Products Tel: 780-413-7204 Toll Free: 1-877-734-8691	Part Number: Material/Color: W PE-2013 PE - BLACK



### **Certificate of Compliance**

Certificate:

1103200

Master Contract: 187251 (109421 0 000)

Project:

70176450

Date Issued:

2018-03-08

Issued to:

Mainline Backflow Products Inc.

12530 - 128 St

Edmonton, Alberta T5L 1C8

CANADA

Attention: Gabe Coscarella

The products listed below are eligible to bear the CSA Mark shown



Issued by:

Sarah Chung

Sarah Chung

### **PRODUCTS**

CLASS - C763201 - PLASTIC PIPE-Drain Waste and Vent Fittings

- "MAINLINE FULLPORT BACKWATER VALVE / MAIN SEWER CLEANOUT ASSEMBLY" - 4 inch ABS-DWV Type I backwater valve with direction of flow cleanout assembly (free of gate) for use in horizontal ABS-DWV pipe runs.
- "MAINLINE FULLPORT BACKWATER VALVE / MAIN SEWER CLEANOUT ASSEMBLY" - 4 inch PVC-DWV Type I backwater valve with direction of flow cleanout assembly (free of gate) for use in horizontal PVC-DWV pipe runs.

### APPLICABLE REQUIREMENTS

**CSA Standard** 

B181.1-15\*

ABS Drain, Waste, and Vent Pipe and Pipe Fittings

B181.2-15\*

PVC Drain, Waste, and Vent Pipe and Pipe Fittings

\* Part of CSA B1800-15 Thermoplastic Non-Pressure Piping Compendium (with Updates No. 1, 2 and 3)

### IAPMO RESEARCH AND TESTING, INC.

5001 E. Philadelphia Street, Ontario, CA 91761 • Phone (909) 472-4100 • Fax (909) 472-4244 • www.iapmort.org







### CERTIFICATE OF LISTING



IAPMO Research and Testing, Inc. is a product certification body which tests and inspects samples taken from the supplier's stock or from the market or a combination of both to verify compliance to the requirements of applicable codes and standards. This activity is coupled with periodic surveillance of the supplier's factory and warehouses as well as the assessment of the supplier's Quality Assurance System. This listing is subject to the conditions set forth in the characteristics below and is not to be construed as any recommendation, assurance or guarantee by IAPMO Research and Testing, Inc. of the product acceptance by Authorities Having Jurisdiction.

Issued To:

### Mainline (BWV) Manufacturing Inc.

12530 128TH STREET EDMONTON, AB TSL 1C9, Canada

Product:

### **Backwater Valves**

*Products are in compliance with the following code(s):* Uniform Plumbing Code (UPC®)

**National Plumbing Code of Canada** International Plumbing Code (IPC®) Products are in compliance with the following standard(s) ASME A112.14.1-2003(R17), and CSA B181.1 and B181.2-2018

File Number:

4336

Revised Date: June 22, 2021

Effective Date: October 2019

Void After:

October 2024\*



Chief Technical Service Officer

\*This certificate is not evidence of current listing. To verify listing status, visit the IAPMO R&T Product Listing Directory at pld.iapmo.org

This listing period is based upon the last date of the month indicated on the Effective Date and Void After Date shown above. Any change in material, manufacturing process, marking or design without having first obtained the approval of the Product Certification Committee, or any evidence of non-compliance with applicable codes and standards or of inferior workmanship, may be deemed sufficient cause for revocation of this listing. Production of or reference to this form for advertising purposes may be made only by specific written permission of IAPMO Research and Testing, Inc. Any alteration of this certificate could be grounds for revocation of the listing. This document shall be reproduced in its entirety.

### IAPMO RESEARCH AND TESTING, INC.

### CERTIFICATE OF LISTING

UPC

Issued To: Mainline (BWV) Manufacturing Inc.

File Number: 4336

Product: Backwater Valves

Effective Date: October 2019

Revised Date: June 22, 2021

Void After: October 2024

This certificate is not evidence of current listing. To verify listing status, visit the IAPMO R&T Product Listing Directory at pld.iapmo.org

### Identification:

Manufacturer's name or trademark, nominal size, flow direction arrow, material designation, ABS or PVC and UPC® certification mark. Canadian certified product can bear the cUPC® certification mark and must include either "DWV" or "B181.1" markings for ABS or "DWV" or "B181.2" for PVC.

### Characteristics:

Plastic backwater valves to be used in drain, waste or sewer line, and mounted in a horizontal position. To be installed in accordance with the manufacturer's instructions and the requirements of the latest edition of the Uniform Plumbing Code, using IAPMO listed pipe and solvent cements.

Products listed on this certificate have been tested by an IAPMO R&T recognized laboratory. This recognition has been granted based upon the laboratory's compliance to the applicable requirements of ISO/IEC 17025.

# IAPMO RESEARCH AND TESTING, INC. CERTIFICATE OF LISTING



Issued To: Mainline (BWV) Manufacturing Inc.

File Number: 4336

**Product: Backwater Valves** 

Effective Date: October 2019

Revised Date: June 22, 2021

Void After: October 2024

This certificate is not evidence of current listing. To verify listing status, visit the IAPMO R&T Product Listing Directory at pld.iapmo.org

### Models

Mainline Adapt-a-Valve (Extendable Backwater Valve) Components included in each of below model numbers: 3BDY01 Extendable Body, 4BDY01 Extendable Body, cassette with extension adapter, Normally-open or Normally-closed gate, optional access opening "ML Flush-Cap" Cleanout (6-inch and 4-inch ABS/PVC)

Model Number	Description
ML-3XA	3" ABS backwater valve comes with cassette and gate
ML-3XP	3" PVC backwater valve comes with cassette and gate
cML-4XA	4" ABS backwater valve comes with cassette and gate
cML-4XP	4" PVC backwater valve comes with cassette and gate

### Flush-Cap Cleanout

Model Number	Description
cML4-FCADWV	4" ABS Flush-Cap
cML4-FCPDWV	4" PVC Flush-Cap
cML6-FCADWV	6" ABS Flush-Cap
cML6-FCPDWV	6" PVC Flush-Cap
cML6-FCPSDR	6" SDR Flush-Cap

### Mainline Fullport Backwater Valve with Integral Downstream Sewer Cleanout

Model Number	Description	
cML-4963A	4" ABS Fullport Backwater Valve with Integral Downstream Sewer Cleanout (Bottom Gate)	
cML-4963P	4" PVC Fullport Backwater Valve with Integral Downstream Sewer Cleanout (Bottom Gate)	

### Mainline TOP-CHECK Backwater Valve with combination Manual Close/ Integral Downstream Sewer Cleanout

Model Number	Description
cML-4TCA	4" ABS Fullport Backwater Valve with w/Manual Shut-off/ Integral Downstream Sewer Cleanout (Top-gate)
cML-4TCP	4" PVC Fullport Backwater Valve with w/Manual Shut-off/ Integral Downstream Sewer Cleanout (Top-gate)

# IAPMO RESEARCH AND TESTING, INC. CERTIFICATE OF LISTING



Issued To: Mainline (BWV) Manufacturing Inc.

File Number: 4336

Product: Backwater Valves

Effective Date: October 2019

Revised Date: June 22, 2021

Void After: October 2024

This certificate is not evidence of current listing. To verify listing status, visit the IAPMO R&T Product Listing Directory at pld.iapmo.org

### IAPMO RESEARCH AND TESTING, INC. **CERTIFICATE OF LISTING**



Issued To: Mainline (BWV) Manufacturing Inc.

File Number: 4336

Product: Backwater Valves

Effective Date: October 2019

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Void After: October 2024

This certificate is not evidence of current listing. To verify listing status, visit the IAPMO R&T Product Listing Directory at pld.iapmo.org

Additional Company Information

### IPS CORPORATION

### AB&A™

Model Number	Description
ABAML4963A	4" ABS Fullport Backwater Valve with Integral Downstream Sewer Cleanout (Bottom Gate)
ABAML4963P	4" PVC Fullport Backwater Valve with Integral Downstream Sewer Cleanout (Bottom Gate)
ABAML3XAC	3" ABS Backwater valve body + (Normally-closed) cassette
ABAML3XAO	3" ABS Backwater valve body + (Normally-open) cassette
ABAML3XPC	3" PVC Backwater valve body + (Normally-closed) cassette
ABAML3XPO	3" PVC Backwater valve body + (Normally-open) cassette
ABAPA3CASS1NC	3" Backwater valve cassette (Normally-closed)
ABAPA3CASS1NO	3" Backwater valve cassette (Normally-open)
ABAML3TZ	Test-eze gate / pressure testing
ABAML3BDY1A	ABS Body housing only
ABAML3BDY1P	PVC Body housing only
ABAML4XAC	4" ABS Backwater valve body + (Normally-closed) cassette
ABAML4XAO	4" ABS Backwater valve body + (Normally-open) cassette
ABAML4XPC	4" PVC Backwater valve body + (Normally-closed) cassette
ABAML4XPO	4" PVC Backwater valve body + (Normally-open) cassette
ABAPA4CASS1NC	4" Backwater valve cassette (Normally-closed)
ABAPA4CASS1NO	4" Backwater valve cassette (Normally-open)
ABAML4TZ	Test-eze gate / pressure testing
ABAML4BDY1A	ABS Body housing only
ABAML4BDY1P	PVC Body housing only
ABAML4FCADWV	4" ABS Flush-Cap Cleanout

### IAPMO RESEARCH AND TESTING, INC.

### **CERTIFICATE OF LISTING**



Issued To: Mainline (BWV) Manufacturing Inc.

File Number: 4336

Product: Backwater Valves

Effective Date: October 2019

Revised Date: June 22, 2021

Void After: October 2024

This certificate is not evidence of current listing. To verify listing status, visit the IAPMO R&T Product Listing Directory at pld.iapmo.org

Model Number	Description	
ABAML4FCPDWV	4" PVC Flush-Cap Cleanout	
ABAML6FCADWV	6" ABS Flush-Cap Cleanout	
ABAML6FCPDWV	6" PVC Flush-Cap Cleanout	
ABAML6FCPSDR	6" SDR Flush-Cap Cleanout	

# SPECIAL COUNCIL INFRASTRUCTURE SERVICES ENGINEERING DIVISION

APPRO	OVALS
DIRECTOR	Say
CFO (	alo
CAO	

OCTOBER 12, 2021

SUBJECT:

**COMMERCIAL STREET AREA SANITARY BYPASS -**

PUMP REPLACEMENT

**AUTHOR:** 

MATT MAIN, P.ENG.

INFRASTRUCTURE AND ASSET MANAGER

**APPROVING** 

SHERRI-MARIE MILLAR, P.ENG.

DIRECTOR: DIRECTOR OF I

**DIRECTOR OF INFRASTRUCTURE SERVICES** 

### **RECOMMENDATIONS:**

 THAT THE COUNCIL OF THE CITY OF WELLAND receive this report for information.

### **ORIGIN AND BACKGROUND:**

The Commercial Street Area Sanitary Bypass is located at the south end of Commercial Street in Raillands Park. The current configuration was constructed in 1991 to alleviate sanitary surcharging and basement flooding during high intensity rainfall events. The station was meant to be a temporary measure and at the time was not subject to a Ministry Certificate of Approval (C of A).

The bypass consists of a precast building housing a 10-inch diesel pump unit and adjacent maintenance hole with a float alarm system. During high intensity rainfall events the float alarm system trips and notifies Public Works staff to initiate bypass pumping. The pump is thirty years old and approaching the end of its service life.

### **COMMENTS AND ANALYSIS:**

Engineering staff have initiated multiple studies and capital projects within the Commercial Street area including:

- Commercial Street Area Sanitary Master Servicing Plan;
- · Design of the Ontario Road Truck Sanitary Sewer;
- David Street Area Stormwater Master Servicing Plan;
- Creation of a Storm Sewer Network Model; and
- Commercial Area Inflow and Infiltration Reduction Investigation.

The purpose of the studies and projects is to prioritize work in the Commercial Area such that the need for the bypass station is significantly reduced and ultimately eliminated.

Recommended works may take several years to complete; therefore, a consultant has been retained to review current system needs and recommend a replacement pump. Consideration will be given to number of pumps, size of pump(s), and pump maintenance and operation.

### **FINANCIAL CONSIDERATION:**

No financial considerations have been presented at this time.

### **OTHER DEPARTMENT IMPLICATIONS:**

No other departments will be impacted at this time.

### **SUMMARY AND CONCLUSION:**

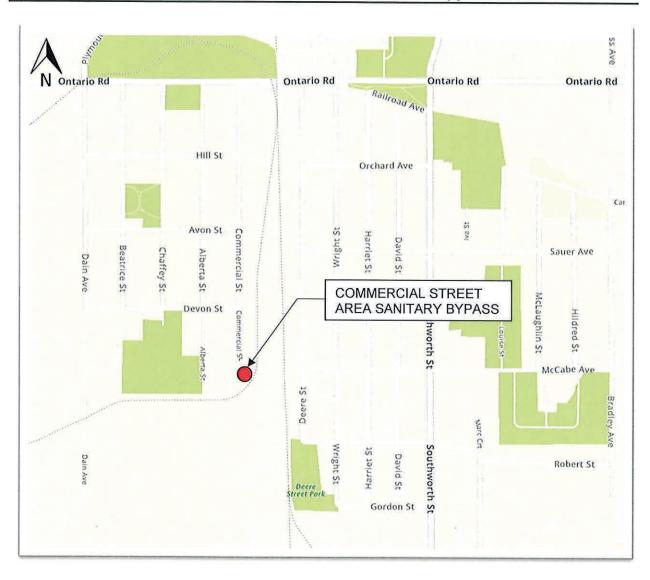
The Commercial Street Area Sanitary Bypass was constructed to alleviate high sanitary flows and basement flooding during high intensity rainfall events. The bypass pump is thirty years old and approaching the end of its service life. A consultant has been retained to review pump replacement.

### **ATTACHMENTS:**

Appendix 1 - Location Plan

REPORT ENG-2021-25 COMMERCIAL STREET AREA SANITARY BYPASS – PUMP REPLACEMENT

### Appendix 1 - Location Plan



### SPECIAL COUNCIL INFRASTRUCTURE SERVICES **ENGINEERING DIVISION**

APPR	OVALS	
DIRECTOR	Bunul	1
CFO	8/2	1
CAO	4	1/2

REPORT ENG-2021-26 OCTOBER 12, 2021 21-132

SUBJECT:

STORMWATER INFLOW DIRECT CONNECTIONS INTO

THE WASTEWATER SYSTEM

APPROVING

SHERRI-MARIE MILLAR, P.ENG.

DIRECTOR:

**DIRECTOR OF INFRASTRUCTURE SERVICES** 

### RECOMMENDATIONS:

1. THAT COUNCIL direct staff to prepare a mandatory disconnection program for basement flooding prone areas within the City.

### ORIGIN AND BACKGROUND:

The City of Welland like many municipalities is negatively impacted by high rates of inflow and infiltration (I/I) through increased costs for wastewater treatment, increased risk of basement flooding and loss of network capacity needed to There have been many investigations and reports accommodate growth. completed over the years that have helped to identify the sources of extraneous flow and propose recommendations to reduce them. Included in those recommendations has been the private side initiatives, specifically the disconnection of downspouts, sump pumps, and foundation drains from the sanitary sewer as well as the repair/replacement of sanitary laterals on privately owned properties.

To promote the reduction of private property I/I and reduce the financial burden on residents, the City offers financial assistance to property owners through the Sewage Water Alleviation Program (SWAP) and By-law 2017-18, the Sewer and Drainage Works By-law, however these incentives are largely undersubscribed.

### **COMMENTS AND ANALYSIS:**

Studies and flow monitoring have identified neighbourhoods within the City that are prone to sanitary sewer surcharging and basement flooding during intense wet weather events. To further delineate extraneous flow sources and prepare appropriate remediation plans, three Capital projects were approved in 2020 and 2021 to undertake detailed I/I field investigations including:

- Dain City Inflow & Infiltration Investigation (Completed):
- Lincoln/Coventry Area I/I Reduction Investigation; and
- Broadway Area I/I Reduction Investigation.

The results from the Dain City Inflow & Infiltration Investigation and Remediation Action Plan completed by GM BluePlan and presented to Council in ENG-2021-13 (June 22, 2021) indicated that by rehabilitating/replacing sanitary laterals and

disconnection of private stormwater contributions from the sanitary network, approximately 15-25% and 10-20% of I/I could be reduced respectively (a total 25-45%). Such an area would benefit from a mandatory disconnection program.

A mandatory disconnection program would provide guidelines to assist both staff and homeowners achieve the goal of full compliance with the By-law 2017-18, specifically Section 4.3 — Disconnection of Drain Connections from Sewage System. The reduction of private side I/I through disconnections within mature neighbourhoods can and should be a cooperative effort between the City and homeowners. A Mandatory Disconnection Program would lay out clear steps and timelines to undertake the necessary works and include a comprehensive educational component with assistance both technically and financially by the City.

### **FINANCIAL CONSIDERATIONS:**

None at this time.

### **OTHER DEPARTMENT IMPLICATIONS:**

The City's Manager of Corporate Communications would assist in the development of a public information/education campaign as part of a Mandatory Disconnection program.

SWAP is administered by the Building Division and the Finance Department assists with the payment features of the grant/reimbursement program.

### **SUMMARY AND CONCLUSION:**

In areas that are prone to sewer surcharging and basement flooding as a result of high volumes of I/I, opportunities to reduce extraneous flows must be undertaken to not only reduce basement back-ups, but to decrease the costs of wastewater treatment and increase capacity within the sanitary network. A recent field investigation and remedial action plan prepared by GM Blue Plan estimated that upwards of 25-45% of Dain City's I/I could be reduced through private side disconnections and lateral repair/replacements.

To that end, staff are seeking Council direction to develop a Mandatory Disconnection program that would assist both staff and homeowners achieve the goal of full compliance with the By-law 2017-18, specifically Section 4.3 – Disconnection of Drain Connections from Sewage System.

### <u>ATTACHMENTS:</u>

None.

# Background Material To Council Members' Agenda



# Fire Department Service Levels

REPORT TO WELLAND CITY COUNCIL OCTOBER 12, 2021

10/12/2021

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### Scope Purpose

Support of a Staff Report focusing on WFES staffing levels

Broken into 5 areas and recommendations

## Council Determines the Level of Fire Services

The Fire Protection and Prevention Act, 1997 requires every municipality to provide

- 1. fire safety education
- 2. provide other fire protection services as it determines may be necessary in accordance with its needs and circumstances (Part II, Section 2,1(a)(b)).

Part II, Section 6 of the FPPA establishes that the Fire Chief is ultimately responsible to City Council for the fire department.

Service levels are established in the Fire Department's Establishing and Regulating By-law, which was last updated in December of 2017.

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### Combination Department

### CAREER - AVE. RESPONSE 5 MINUTES

54 Fulltime Equivalent Positions

- 48 in suppression (4 platoons of 12)
- 4 Fire Prevention
- · 2 Training

Chief/Deputy & two Administrative Assistants

### VOLUNTEER – AVE. RESPONSE 14+ MINUTES

55 (+/- 10)

2 Companies of 30 (1 captain and 5 lieutenants)

Daytime response issue – two working adults, working out of town, daytime workers, decline in shift workers

Recruitment and retention – moving on to other jobs, keeping up with demands, Highest rate of VFF being hired FT in Province

Average of 24 months of service – skills/knowledge/experience (as per the OHSA)

Improvements and modernizations are underway

High cost, low maintenance vs. Low cost, high maintenance

### Job/role definition

Awarded by an arbitrator, and upheld on additional appeals.

- 'most comprehensive and definitive job security clause in the Province, maybe the Country' Arbitrator,
   when responding to questions about the importance of job security language that would be 'replicated in bargaining, as near and dear to the existence of the bargaining unit'
- · Limits the work of Volunteer Firefighters as 'supporting career firefighters at fires'.
  - . This happens approximately 90 a year, with over 200 calls for Volunteers each year this is high for any Volunteer force
- Limited to attending fires only, not for secondary incidents, this focuses the growth of the FF force to be Fulltime Firefighters.

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# 3 major components to Fire Service Delivery

### Staffing

Trained, capable and ready - critical for service delivery - healthy and safe

### Stations

New stations will improve assembly times, response times and FF Safety (decon, preparation & long-term health/safe)

### Apparatus and Equipment

Toolbox on wheels – drastically impact response times and capacity. FF safety (water supply, Safety equip.)

· EMTRAC, and modern signaling equipment to improve drive times.

### Many Factors in determining Community Fire Risks

People (demographic, residential occupancy, aging population, vulnerabilities)

Building Stock (quantity, age, materials, condition, use, safety systems)

Urban growth – without additional resources to the Fire Dept., additional buildings and residents dilute the level of fire safety – called Service Dilution, firefighters feel Compression –

Geography - layout and response challenges - canals, river, geography, traffic, weather

Fire Occurrence Rate - historical trends

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## Growth – increased demand & increased risks

### CURRENT

22,490 dwelling units, over 60% was built before 1961 (first OBC was 1975)

Population of 52,293 (2016 census)

- · 1,866 new units since 2016
- · 2.2 people each = 4,105 new residents

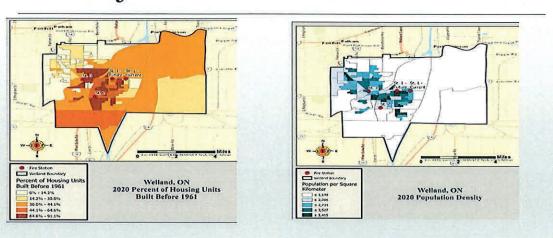
### **FUTURE**

61,832 on or before the year 2025

19,800 or more residents, sustained growth for foreseeable future

Thousands of residential units coming

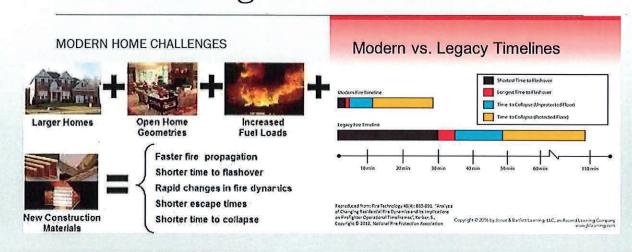
# Building stock & Population Density



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### New building construction



Flashover and FF safety
A flashover is the near-simultaneous ignition of most of the directly exposed combustible material in an enclosed area.

FLASHOVER IS OCCURRING FASTER -APPROXIMATELY THE SAME TIME AS FF ENTERING THE BUILDING



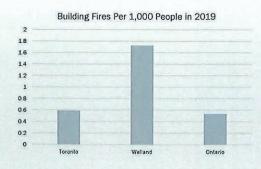
FLASHOVER IS CATASTROPHIC TO FIREFIGHTERS TOO

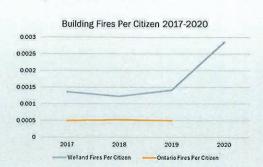


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### Fire Occurrence and Injury Risk

IN WELLAND, A FOUR-YEAR AVERAGE OF 90 LOSS-FIRES ANNUALLY. THIS EQUATES TO A FOUR-YEAR FIRE INCIDENT RATE OF 1.73 PER 1,000 RESIDENTS





### Service Delivery Staffing = Capacity

NFPA 1710 define us as Urban (including Rural Area)

NFPA 1720, NFPA 1500

2 in 2 out - OFM and MOL Ontario best practice

Sudbury - 4 FF minimum per station

Goal of 90 seconds assembly, 4-minute drive time

Minimum Staffing Levels per vehicle – 4FF (2in/2out)

### Safety of FF and public

- Corporate risk (LODD, WSIB, MOL)
- Community Risk fail at the mission
- Operational capacity, limits, likely FF will take unnecessary risk – cannot simply write a policy to say 'don't take risks'

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# History 1990s to now, 850 calls yearly increased to 2,900

### ON DUTY STAFFING

1992 minimum on-duty reduced from 10 to 9

1993 minimum on-duty reduced from 9 to 8

Currently at minimum/certain 8 people on-duty – ave. 8.8

Divided across 4 trucks results in 2 people per vehicle, far below the industry/safety standard of 4 per truck.

### **VOLUNTEER STAFFING**

Reduced from 120 to current 60, through attrition

Definition of work, limits their scope, focusing it on support at firefighting

Welland is unique, differing from many composite departments who have different service levels in different areas. Rely on volunteers in the rural areas. Welland does not, CBA requires all FT FF to respond to all calls.

Service delivery is equal across the community

### Stop the clock vs. response capacity





Pic on left, is current – 4min first truck arrival coverage, only 2 FF Pic on right, is current – 4min with 4 FF on scene

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### Citizen to firefighter ratio of 950:1

Gity	Population (2016)	Sq km	Pop. Den Per sq km	# of FT FF	Ratio
Welland (comb. dept)	52,293	81	645	48	1:1,089
Innisfil (comb. dept)	36,566	262	139	40	1:914
Belleville (comb. dept)	50,716	247	205	62	1:818
Niagara Falls (comb. dept)	82,297	210	545	140	1:588
St. Catharines (Full-time dept)	133,113	96	1,386	136	1:979
Burlington (comb. dept)	183,314	185	946	170	1:1,078
Hamilton (comb. dept)	536,917	1,138	480	482	1:1,113
Ottawa (comb. dept)	934,243	2,790	334	855	1:1,092
AVERAGE MEDIAN	251,182	626.13	585	241.63	958 1,028

# Staffing levels as a ratio of population

Year	Populatio n	Proposed FF staffing	Recommended FF 1:950
2016	52,300 (census)	48 (actual)	55
2020	56,390 (estimate)	48 (actual)	59
2021	58,590 (estimate)	48 (actual)	62
2022	60,790 (estimate)	52 (proposed	64
2023	62,990 (estimate)	60 (proposed	66
2024	65,190 (estimate)	68 (proposed	69

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### Goal for 2024 4 firefighter staffing

Industry standard, and normative in the Province

Recent arbitration award in Sudbury clarified the subject, and emphasized the importance of minimum 4 firefighter staffing

Recommend Welland move to 4 firefighters per station in 2024

### Recommendation #1 Firefighter Staffing Increase

Year	Total FF.	New FF.	Staff per pltn	Min on-duly per pitn
2021	48		12	8
2022	52	4	13	9
2023	60	8	15	11
2024	68	8	17	12

NOTE: Using the 950:1 ratio, the 2025 population projections equate to 65 FF. However, 2021 is already 10% over projects. Prudent for FF safety to maintain a minimum staff of 4 ff at each station

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# CALLBACK coverage for 2<sup>nd</sup> incidents

All WFES is deployed to every structure fire - gap in service for additional calls

Approximately 250 times yearly all resources committed for 60 minutes or less

Approximately 100 times yearly greater than 60 minutes - CALLBACK ACTIVATED

28 times yearly ave. for CALLBACK and increasing annually

Many calls span several hours, frequent occurrence to have additional calls during these times.

Current: 4 firefighters on overtime, plus others taken from original scene if possible

### Recommendation #2 Callback Level Increase

Modernize paging/communications – phone app, as requested by the Firefighters' Union Ready for change

Increase the callback capacity to 9 staff from 4,

· Aerial and pumper - fire rescue services priority

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### Fire Prevention

Currently 4 FTE - Optimized Fire Prevention Officers using software, mobile tablets.

Industry normative, ratio of 10,000:1 - total of 6

- 1. Inspections, enforcement, fire and life safety education, investigations
- 2. Building Dept responsible for the build time, FD is responsible for the life of the building
- 3. Community growth & development
- Real estate
- 5. Repurposing, change of use

### Recommendation #3 FPO Staffing Recommendation

Year	Total FPO	New FPO
CURR	4	0
2022	4	0
2023	5.	1
2024	6	1
2025	6	0

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### Recommendation #4 Create a, Deputy Chief – Community Safety and Administration

Currently 118 staff, and 2 bargaining units, for two managers.

Limited coaching, mentoring and accountability

Comparative departments have 3 managers, will help to offset the workload in Emergency Management and Community Risk Assessment

Province increasing legislative requirements

- 1. Community risk assessment
- 2. Emergency management
- 3. Vulnerable occupancy

Share in the on-call and after-hours responsibilities

### Recommendation #5 Administrative Assistant

Increased reporting and property searches, and legislative requirements, increased cost recovery demands.

Software integration and changes with Dispatch

Reporting and documentation requirements

Support in confidential labour related matters

Recommend to budget review for 2023

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### Request for 2022

Create 4 new full-time firefighter positions, increasing the complement to 52

• \$74,000 annual salary for each a probationary firefighter (4FF = \$296,000), plus benefits

Create one new Deputy Fire Chief position, increasing the complete to 2 Deputy Chiefs

· Deputy Fire Chief range \$151,000, plus benefits

Approve this report and recommend the appropriate cost increases to the Budget Review Committee

### Burning questions?



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### Inter-Regional Transit Considerations - One Tax Payer

Steve Zorbas - CAO



## Guiding Principals for Inter-Municipal Transit

As per Council approved Report CAO-2017-02, the following guiding principals are to be adhered to prior to and during implementation of regional transit:

- Fiscal responsibility and affordability for the City of Welland. Thus, no negative impacts to the City's tax levy and receipt of provincial gas tax is not negatively impacted.
- Ease of implementation for the City of Welland.
- Operational viability for City of Welland.
- Improving economic development opportunities for the City of Welland.
- Local transit services will not be adversely impacted.
- Respecting existing transit collective agreements in each respective municipality

### Asset Registry per Municipality (DRAFT)

Asse Calego		Vehicle Count (Conventional & Specialized)	Acquisition Price	Accumulated Amortization	Net Book Value 12/31/2018	Usefull Life	Net Book Value Estimate 12/31/2020
Niagara Region							
Bus		30	\$19,311,900		\$13,292,539	10	\$10,073,876
St. Catharines							
Bus		85	\$41,464,635		\$16,379,430	12	\$9,463,649
Service Trucks		17	52,282,010	\$396,484	584.894	6	\$4,664
Land			51,182,244	5632.853	\$142,156	16	50
Facilities			\$12,121,576	\$3,521,363	\$8,579,472	22	\$7,493,104
Equipment			\$1,354,904	\$959,405	5395,499	13	5231.107
Technology		V	\$7,324,060	\$3,495,459	\$3,827,601	7	\$2,097,933
	Sub-Total	2	\$55,729,478	\$9,056,573	\$29,409,051		\$19,295,458
Niagara Falls							
Bus		41	\$18,543,814		\$7,161,493	12	\$4,070,857
Service Trucks		15	\$1,121,353	\$788,304	\$333,049	6	\$146,157
Land			\$348,139	\$158,357	5189,752	32	\$167,993
Facilities			\$1,592,228	\$576,276	\$1,015,952	24	\$883,266
Equipment			\$2,235,936	\$727,690	\$1,508,046	13	\$1,164,810
Technology		la .	\$5,424,938	\$2,859,110	\$2,557,451	7	\$1,061,970
	Sub-Total		\$29,265,407	\$5,109,557	\$12,765,742		\$7,515,053
Welland							
Bus		21	\$8,535,000		\$5,338,571	12	\$3,916,071
Service Trucks		6	\$180,000	\$124,000	\$56,000	6	\$26,000
Land			\$2	52	\$2	ŏ	50
Facilities			\$4,408,218	\$2,165,631	\$2,242,587	21	\$1,828,570
Equipment			\$697,590	\$413,220	5284.370	6	\$64.657
Technology			\$1,116,545	\$269,793	\$846,746	7	5629.292
	Sub-Total		\$14,937,355	\$2,972,651	\$8,768,277		\$6,464,590

### Allocation Methodologies for Transit

	12 Special Levy (existing capit			
	% of Service Hours 2020	Yr1	202! Yr2	5 Yr3
St. Catharines	44%	0.9	1.8	2.7
Niagara Falls	30%	0.6	1.3	1.9
Welland	11%	0.2	0.5	0.8
NOTL	2%	0.0	0.1	0.2
Port Colborne	2%	0.0	0.1	0.1
Pelham	1%	0.0	0.1	0.1
Thorold	3%	0.1	0.1	0.2
Fort Erie	5%	0.1	0.2	0.3
Grimsby	1%	0.0	0.1	0.1
Lincoln	1%	0.0	0.1	0.1
West Lincoln	0%	0.0	0.0	0.0
Wainfleet	0%	0.0	0.0	0.0
Total	100%	2.2	4.3	6.5
Conventional	85%	1.8	3.6	5.4
Alternative	15%	0.3	0.7	1.1

	2021 Combined	% of Combined	2021 Approved General	% of General	2021 Waste Management	% of Waste Management
Municipality	Levy	Levy	Levy	Levy	Levy	Levy
Fort Erie	28,263,792	6.34%	25,180,908	621%	3.082.884	7 60%
Grimsby	33,142,668	7.43%	30,911,178	763%	2 2 3 1 4 9 0	
Lincoln	26,311,473	5.90%	24,457,388	6 03%	1,854,085	
Niagara Falls	93,404,838	20.95%	85,452,258	21.08%	7.952 580	19.60%
NOTL	38,849,738	8.26%	35,091,268	8 65%	1,758,470	
Petham	18,556,471	4.16%	17,149,157	4 23%	1,407.314	3.47%
Port Colborne	15,050,476	3.38%	13,008,738	321%	2 041 738	5.03%
St. Catharines	117,051,816	26.25%	104,739,824	25 84%	12.311.992	30 35%
Thorold	18,486,792	4.15%	16,750,794	4,13%	1,735,998	4.28%
Wainfleet	6,751,596	1.51%	6,126,102	1.51%	625,494	1.54%
Welland	33,120,636	8.55%	33,587,268	8 29%	4,533,420	11.18%
West Lincoln	13,877,174	3,11%	12,845,724	3.17%	1,031,450	2 54%
TOTALS	445,867,520	100.00%	405,300,605	100.00%	40,566,915	100.00%