

2018 OPERATING BUDGET BRIEFING NOTE

Fire Safety Strategy for TCHC Residential Buildings - Supplemental

Issue/Background:

At the Budget Committee meeting of January 23, 2018, the Fire Chief and General Manager, Toronto Fire Services (TFS) was directed to produce a briefing note addressing the following:

- Describe how the Fire Safety Strategy is being informed by the recommendations being made in the Tenants First Plan;
- Outline how TFS can increase the number of targeted *Fire Code* inspections, using a risk based approach, for each TCHC Mid-Rise, Low-Rise and Townhouse;
- Identify the resources and budget implications required for TFS to implement the risk-based inspections;
- Outline the funding and resources required to develop a comprehensive strategy, in partnership with TCHC and other City divisions and partners, aimed at reducing the number of fires in TCHC facilities.

In May 2016, the Fire Chief directed the implementation of the service level enhancements noted in Table 1 below, in accordance with the *Fire Protection and Prevention Act (FPPA), 1997*.

Table 1

| Fire Safety Activity | Prior to 2016 | Implemented in 2016 |
|--|---|--|
| Develop and Maintain Pre-Incident Plans | N/A | Developed for all TCHC high-rise and seniors Buildings |
| Deliver Proactive Public Education in TCHC Facilities | Completed upon request | Fire safety information distributed in approximately 23% of the TCHC high-rise residential units |
| Train TCHC Supervisory Staff on Fire Safety Plan Duties | N/A | Trained approximately 500 TCHC staff in 2016 on a one-time basis |
| Inspect each TCHC High-rise Building | Only inspected upon complaint or request | Inspected annually |
| Inspect each High-rise Residential building in Toronto | Only inspected upon complaint or request | Inspected annually |
| Fire Investigations | N/A – TFS Fire Investigation Unit did not exist | Completed in TCHC high-rise and senior's buildings for 2+ alarm fires only |
| Post-Incident Education Response | N/A | Completed upon referral or request |

Results of the 2016 Service Level Enhancements

- Over the course of 2016, TFS inspections of TCHC high-rise and senior's residential buildings resulted in 30 Informations being sworn in Provincial Offences Court resulting from *Ontario Fire Code* violations.
- Following the introduction of annual inspections in all TCHC high-rise and senior's residential buildings, the number of Informations being sworn in Provincial Offences Court, as a result of *Ontario Fire Code* violations dropped by 43% to 13 in 2017.
- The annual inspection strategy, implemented in 2016 for all TCHC high-rise and senior's residential buildings, has reduced the number of *Ontario Fire Code* violations in those buildings and has resulted in improved fire safety for tenants.

Key Points:

- The Tenants First Implementation Plan does not include any specific recommendations with respect to fire safety.
- Following the development of the initial TCHC Fire Safety Strategy and subsequent production of Budget Briefing Note #26, TFS became aware that the overall TCHC residential building portfolio is expected to be reduced by approximately 34% from a total building count perspective, which represents approximately 2% of the total residential units count, through the transfer of 686 scattered houses.
 - Accordingly, this necessitated the reconsideration of the recommended TCHC Fire Safety Strategy, previously outlined in Budget Briefing Note #26.
- The recommendations in this Briefing Note take into account the anticipated changes in the TCHC portfolio and also build upon the present levels of cooperation and collaboration that exist between TFS, TCHC and the Tenants First team.
- Building on the success of the initial annual inspection strategy that was implemented in 2016, and leveraging the priority being placed on fire safety and *Ontario Fire Code* compliance by TCHC, the Fire Chief recommends that the annual inspection program be expanded to include additional building types in the TCHC residential portfolio.
- The recommendations contained in this supplemental Briefing Note are informed by an analysis of the actual fire origin, cause and circumstance data for fires in TFS residential buildings, and most notably the critical injury and fatal fires that have occurred.
- In 2017, 39% of the fires in TCHC residential buildings were determined to have been intentionally set. Compliance with the *Ontario Fire Code* is of critical importance where a fire has been intentionally set in a residential building as building performance directly impacts the safety of both residents and responding Firefighters.

TFS Resources Required to Implement the TCHC Fire Safety Strategy

Building on the successes achieved through the annual TCHC high-rise and seniors residential building inspection program and in consideration of the current and predicted fire safety risks involving TCHC residential buildings, the Fire Chief recommends that TFS service levels be expanded to include annual inspections in all TCHC mid-rise, low-rise, townhouse and walk-up residential buildings. These service level enhancements are in addition to the current annual inspection program in place for all TCHC High-rise and seniors residential buildings.

Considering the work required to both complete the recommended inspections and to provide the critical information and analysis required to develop the comprehensive TCHC Public Fire Safety Education and Marketing Program, the number of resources required have been adjusted from those initially outlined in Budget Briefing Note #26.

The recommended service level enhancements are outlined in Table 2 below:

Table 2

| Fire Safety Activity | Current Service Level | As Recommended |
|---|---|--|
| Develop and Maintain Pre-Incident Plans | Developed for all TCHC high-rise and senior's Buildings | Will be developed for all TCHC high-rise, mid-rise, low-rise townhouse and seniors buildings |
| Train TCHC Supervisory Staff on Fire Safety Plan Duties | Trained approximately 500 TCHC staff in 2016 on a one-time basis | TFS will provide training to all TCHC building supervisory staff on an annual basis |
| Inspect each TCHC High-rise Building | Inspected annually | Will continue to be inspected annually |
| Inspect each TCHC Mid-Rise Building | Inspected upon complaint | Will be inspected annually |
| Inspect each TCHC Low-Rise Building | Inspected upon complaint | Will be inspected annually |
| Inspect each TCHC Rooming House | Inspected upon complaint, request or as a licensing requirement | Will continue to be inspected upon complaint, request or as a licensing requirement |
| Inspect each TCHC Townhouse and Walk-Up Residential Building | Inspected upon complaint | Will be inspected annually |
| Inspect each TCHC Single Family Residence | Inspected upon complaint | Will continue to be inspected upon complaint or request |
| Inspect each High-rise Residential building in Toronto | Inspected annually | Will continue to be inspected annually |
| Fire Investigations | Completed in TCHC high-rise and seniors buildings for 2+ alarm fires only | Will be completed for all fires in any TCHC building |

The number of additional TCHC residential buildings that will be inspected annually, by TFS, in accordance with the recommended service level enhancements are outlined in Table 3:

Table 3

| TCHC Residential Building Type | Number of Additional Annual Inspections |
|---|--|
| Mid-Rise Residential Buildings | 72 |
| Low-Rise Residential Buildings | 29 |
| Townhome / Walk-up Residential Buildings | 962 |
| Total | 1,063 |

Accordingly, to achieve the recommended service levels outlined in Table 2, 10 additional permanent positions are required by TFS:

- Six (6) Inspectors to complete the *Ontario Fire Code* inspections as recommended in Table 2.
- One (1) Captain who will supervise the team of Inspectors referenced above. Captain is the lowest supervisory rank that exists within the Collective Agreement.
- Two (2) Fire Investigators who will determine the origin, cause and circumstances of fire incidents in TCHC buildings such that the TCHC Public Fire Safety Education and Marketing Program can be appropriately informed with actual fire risk and loss data.
- One (1) Data Analyst who will work in collaboration with TCHC on the detailed analysis of all aspects of fire safety data and who will integrate this data with other critical sources including Environics market segmentation data. This analysis is critical to the overall success of the collaborative and proactive efforts of both TFS and TCHC to identify and address the root causes of the fire safety issues. The results of this analysis will inform effective recommendations and decisions moving forward.

Assuming a May 1, 2018 start date for the required staffing as outlined above, the 2018 funding required to establish and implement the recommended TCHC Fire Safety Task Force is \$756,023. The annualized cost is \$1,156,138 based upon 2018 rates.

Resources Required to Develop and Implement the Comprehensive TCHC Public Fire Safety Education and Marketing Program

In addition to the expansion of fire safety service levels as outlined in Table 2, the Fire Chief recommends that initial funding be allocated in 2018 in order to enable TFS to work in collaboration with TCHC and other partner agencies, departments and divisions to develop and launch a comprehensive TCHC Public Fire Safety Education and Marketing Program.

In 2018, \$50,000 in initial funding (on-going) will enable TFS to assemble a joint team, comprised of TFS, TCHC and other partners, who will begin the process of developing and implementing the comprehensive public fire safety education and marketing program.

The work of this team will be informed by TFS fire investigations origin, cause and circumstance data, fire response data and multi-faceted analysis along with TCHC data, information and analytics. The data analytics teams of both TFS and TCHC will work in collaboration on this program.

This team will also focus on determining the root causes of human behavior that are contributing to fire safety risks in TCHC buildings, and will seek the assistance and guidance of the experts who can inform the development of proactive solutions to these challenges.

The development of this program will also include the assessment and identification of all resources and funding required by TCHC, TFS and other partner agencies, divisions and departments to implement the program, which will be presented for consideration in future budget processes.

Anticipated Outcomes

The implementation of the recommendations contained in this Briefing Note are expected to produce a number of important fire safety outcomes, including:

- A reduction in the number of fires in TCHC residential facilities
- A reduction in the number of critical injuries resulting from fires in TCHC residential facilities
- A reduction in the number of fatalities resulting from fires in TCHC residential facilities
- A reduction in the number of outstanding Ontario Fire Code violations in TCHC residential facilities
- A reduction in the number of fires in TCHC residential buildings where Ontario Fire Code violations contributed to the development, growth and spread of the fire
- A reduction in the number of fires in TCHC residential buildings where Ontario Fire Code violations contributed to occupant injury or death

Summary of 2018 Implementation Costs – Toronto Fire Services

The costs associated with this recommendation are summarized in Table 4 below

Table 4

| Description | Position Count | 2018 Cost | 2019 Incremental Cost |
|---|-----------------------|------------------|------------------------------|
| Inspectors | 6 | 362,201.0 | 214,169.4 |
| Data Analyst | 1 | 60,366.8 | 35,694.9 |
| Investigators | 2 | 222,303.3 | 100,167.1 |
| Captain Prevention | 1 | 111,151.6 | 50,083.6 |
| Total Staffing Costs | 10 | 756,022.8 | 400,115.0 |
| TCHC Public Fire Safety Education & Marketing Program * | | 50,000.0 | |
| Total Costs | | 806,022.8 | 400,115.0 |

The position start date is May 1, 2018

* 2019 Incremental impact of the TCHC Public Fire Safety Education & Marketing Program is not known at this time, and will be evaluated and considered with the 2019 budget process.

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