

# **PRIORITIES COMMITTEE AGENDA**

to be held on  
**Wednesday, September 15, 2004**  
at  
**7:00 p.m.**

**Councillor  
Terry Kett  
Chair**



**Councillor  
Frances Caldarelli  
Vice-Chair**



 **Greater | Grand  
Sudbury**  
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**TWELFTH MEETING OF THE PRIORITIES COMMITTEE**  
**TO BE HELD ON WEDNESDAY, SEPTEMBER 15, 2004 AT 7:00 P.M.**  
**IN THE COUNCIL CHAMBER, TOM DAVIES SQUARE**

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***(PLEASE ENSURE CELL PHONES AND PAGERS ARE TURNED OFF)***

The Council Chamber of Tom Davies Square is wheelchair accessible. Please speak to the City Clerk prior to the meeting if you require a hearing amplification device. Persons requiring assistance are requested to contact the City Clerk's Office at least 24 hours in advance of the meeting if special arrangements are required. Please call (705) 671-2489, extension 2475. Telecommunications Device for the Deaf (TTY) (705) 688-3919. Copies of Agendas can be viewed on the City's web site at [www.greatersudbury.ca](http://www.greatersudbury.ca).

**COUNCILLOR KETT, IN THE CHAIR**

1. Declarations of Pecuniary Interest

**ANY ITEMS NOT DEALT WITH BY THE ADJOURNMENT HOUR OF  
10:00 P.M. WILL BE CARRIED OVER TO THE SEPTEMBER 29, 2004  
MEETING OF THE PRIORITIES COMMITTEE.**

**PRESENTATIONS/DELEGATIONS**

**PAGE NO.**

2. Report dated 2004-09-09, with attachments, from the General Manager of Health & Social Services regarding the City of Greater Sudbury Food Charter. **1 - 47**  
**(VERBAL PRESENTATION)**

▶ Ms. Doreen Ojala and Ms. Paula R. Worton, Co-chairs, Food Security Network

(The Sudbury and Manitoulin Districts Food Security Network works together with partners and the community to develop a Food Charter. In June 2004, the Sudbury and District Board of Health past motion #64-04, endorsing the charter and is encouraging Council to follow suit.)

**RECOMMENDATION: WHEREAS** the City of Greater Sudbury Food Charter provides a comprehensive framework for community food security;

**AND WHEREAS** community agencies have encouraged the City of Greater Sudbury to support the Food Charter;

**THEREFORE BE IT RESOLVED THAT** Council endorse the City of Greater Sudbury Food Charter and its goals and objectives.

3. Information update on the status of the Municipal Emergency Plan, in accordance with the Emergency Management Program.  
**(ELECTRONIC PRESENTATION) (VERBAL REPORT ONLY)**  
**(FOR INFORMATION ONLY)**

▶ Alan Stephen, General Manager of Emergency Services

**MANAGERS' REPORTS**

4. Report dated 2004-08-13, with attachments, from the General Manager of Emergency Services regarding Fire Services 2004 Capital Procurement Purchase Plan. **48 - 51**  
**(ELECTRONIC PRESENTATION - FOR INFORMATION ONLY)**

▶ Mr. Alan Stephen, General Manager of Emergency Services

(This report outlines a full account of the 2004 Capital Equipment Acquisition requirements based on fire service needs.

At the Council Meeting of 2004-08-12, Council passed a Motion to Refer Resolution 2004-415 (which was passed at the Council Meeting of 2004-07-13) to a Special Meeting of Council to receive further information from the General Manager of Emergency Services.)

**Attachments:**

- a) Report dated 2004-07-09 from the General Manager of Emergency Services regarding City of Greater Sudbury Fire Services 2004 Capital Procurement Purchase Plan. **52 - 55**
- b) City of Greater Sudbury Fires Services 2004 Capital Equipment Program **57 - 69**
- c) Draft Master Fire Plan - City of Greater Sudbury - 2004-02-25 [VIII, IX, 33, 34, 38, 39, 44-47] **71 - 82**
- d) Fleet Rationalization - 2003-12-10 **84 - 94**

**RESOLUTION 2004-415:** THAT the 2004 Fire Capital Program initially approved by Finance Committee Resolution 2004-45 be replaced with the following capital program:

Four Hundred (400) sets of Bunker Gear .....	\$ 650,000
Three (3) 75-foot Aerial/Squirt Vehicles .....	2,100,000
Three (3) Bush/Off Road Fire Fighting Vehicles .....	330,000
Two (2) Water Rescue Boats with Trailers .....	80,000
One (1) High Capacity Water Tanker .....	65,000
Miscellaneous equipment .....	126,820
AlerTech funding commitment .....	<u>53,000</u>
 TOTAL CAPITAL PROGRAM .....	 <b><u>\$ 3,404,820</u></b>

with up-front funding provided as follows:

Reallocation of 2002 Unexpended Capital .....	\$ 138,067
Reallocation of 2003 Unexpended Capital .....	723,167
Fire Capital Financing Reserve Fund (at the end of 2003) .....	113,300
Equipment Replacement Reserve Fund (at the end of 2003) .....	520,760
2004 Capital Envelope .....	<u>179,820</u>
 Total Up-Front Funding .....	 <b><u>\$ 1,675,114</u></b>

.../continued

**RESOLUTION 2004-415 (continued):**

THAT the balance of the program, \$1,729,706, be financed through an advance from the Capital Fund, amortized over a five-year period at a rate of 5%, all of which is in compliance with the City's Investment Policy;

AND THAT a portion of future contributions to the equipment replacement reserve fund be committed towards lease repayments, which includes interest of \$ 267,890, as follows:

2004 Equipment Replacement Reserve Fund contribution . . . . .	\$199,760
2005 Equipment Replacement Reserve Fund contribution . . . . .	399,519
2006 Equipment Replacement Reserve Fund contribution . . . . .	399,519
2007 Equipment Replacement Reserve Fund contribution . . . . .	399,519
2008 Equipment Replacement Reserve Fund contribution . . . . .	399,519
2009 Equipment Replacement Reserve Fund contribution . . . . .	<u>199,760</u>
 Total Reserve Fund Contributions . . . . .	 \$ <u>1,997,596</u>
 TOTAL FUNDING . . . . .	 <u>\$ 3,672,710</u>

- 5. Report dated 2004-09-08, with attachments, from the General Manager of Public Works regarding School Zone Speed Policy. 95 - 102

(At the Priorities Committee meeting of 2004-06-09, Councillor Rivest requested that the General Manager of Public Works submit a report regarding the School Zone Speed Policy.)

**RECOMMENDATION:** THAT Option 1 regarding the 2001 School Zone Speed Policy be confirmed.

**ADJOURNMENT (10:00 P.M.) (RESOLUTION PREPARED)**

**{MAJORITY REQUIRED TO PROCEED PAST 10:00 P.M.}**

**2004-09-10**

**COUNCILLOR KETT  
CHAIR**

**CORRIE-JO CAPORALE  
COUNCIL SECRETARY**

# **Presentations and Delegations**

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# Request for Recommendation Priorities Committee



Type of Decision									
Meeting Date	September 15, 2004				Report Date	September 9, 2004			
Recommendation	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No	Priority	<input checked="" type="checkbox"/>	High	<input type="checkbox"/>	Low
	Direction Only				Type of Meeting	<input checked="" type="checkbox"/>	Open	<input type="checkbox"/>	Closed

**Report Title**

City of Greater Sudbury Food Charter

**Policy Implications + Budget Impact**

This report and recommendation(s) have been reviewed by the Finance Division and the funding source has been identified

**Policy Implications:** Council and Staff will be asked to consider the goals of the City of Greater Sudbury Food Charter in developing policies, budgets and programs.

**Budget Impact:** At this time, support from the City for the Food Charter has no impact on the budget.

Background attached

**Recommendation**

Whereas the City of Greater Sudbury Food Charter provides a comprehensive framework for community food security; and

Whereas community agencies have encouraged the City of Greater Sudbury to support the Food Charter;

Therefore be it resolved that Council endorse the City of Greater Sudbury Food Charter and its goals and objectives.

Recommendation attached

**Recommended by the General Manager**

*C. Matheson*

Catherine Matheson  
General Manager, Health & Social Services

**Recommended by the C.A.O.**

*M. Mieto*

Mark Mieto  
Chief Administrative Officer

Date: September 9, 2004

**Report Authored By**



Deborah Tincombe  
Manager, Community Development and Social Policy

**Division Review**

Over the past year, the Sudbury and Manitoulin Districts Food Security Network has worked with its partners and the community to develop a Food Charter. The Sudbury and District Board of Health endorsed the charter in June of this year and, as a result of passing motion #64-04, is encouraging Council to follow suit.

Canada's Action Plan for Food Security (1998) identified that: "food security exists when all people at all times have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life". (World Food Summit, 1996) Increasingly, there is a trend towards greater numbers of Canadians being food insecure as evidenced by the number of people who access food banks.

The City of Greater Sudbury Food Charter focuses on improving community food security by supporting research, policies and programs that endorse population health and wellness, community development, investment in the local food system and the development of a sustainable food system.

A copy of the City of Greater Sudbury Food Charter is attached.

Date: September 9, 2004

## **City of Greater Sudbury Food Charter**

*Final Version, June 2004*

**Given that** access to safe, affordable, nutritious food is a basic human right of individuals and communities, and connects us to our families, our cultures, and our traditions;

**And that** community food security is a comprehensive approach that includes all components of the food system, from producers to consumers, and promotes regional food self-reliance;

**And that** having a food secure community is the foundation of population health, social justice, community-based economic development, and a sustainable environment;

**Therefore, the Food Security Network of the Sudbury and Manitoulin Districts, including The City of Greater Sudbury, the Social Planning Council of Sudbury, and the Sudbury & District Health Unit, will work towards the development and implementation of a community food security mandate that supports research, policies, and programs that will endorse:**

### **1. Population Health and Wellness:**

- Individual and household food security as a determinant of health;
- Adequate income, employment, housing, and transportation policies that ensure food accessibility and availability to all citizens; and
- Nutritional education and healthy food choices in schools, businesses and public places.

### **2. Community Development:**

- An annual community food security report card;
- Food self-reliance through community-based food programs, such as community gardens, fresh food box programs and collective kitchens;
- Multi-cultural food festivals and cultural events;
- An emergency food preparedness plan; and
- The involvement of the community in developing food security solutions.

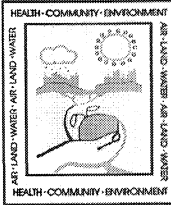
### **3. Investment in the Regional Food System:**

- A regionally-based and community-driven food system;
- The viability of agricultural and rural communities;
- The development of regional value-added agricultural production, food processing and distribution systems; and
- The promotion of regional food products at farmer's markets, farm-gate sales, and local food outlets.

continued ...

**4. The Development of a Sustainable Food System:**

- Public and institutional education on the interdependence between the food system and a sustainable environment;
- Scientifically proven best management agricultural practices and regional crop varieties;
- The development and implementation of renewable technologies in the expansion of the regional food system;
- The reduction of persistent toxic chemicals that can accumulate within the food chain;
- Sustainable waste management practices; and
- Support for initiatives that minimize the loss of bio-diversity, resource depletion, and climate change, and that raise the awareness of global environmental issues.



**The Foodshed Project**  
THINKING ECOLOGICALLY  
88 Larch Street  
Sudbury, ON P3E 1B9  
Phone: (705) 670-8920  
Fax: (705) 674-5732  
Email: Ojala@Cyberbeach.net

Mr. Thom Mowry  
City Clerk, City of Greater Sudbury  
PO Box 5000/CP 5000  
STNA/ SUCCA  
200 Rue Brady Street  
Sudbury, ON P3A 5P3

July 7, 2004

Dear Mr. Mowry,

RE: Endorsement of the Food Charter by the City of Greater Sudbury by the Priorities Committee on September 15<sup>th</sup>, 2004

For the last year The Sudbury and Manitoulin Districts Food Security Network (FSN) have been working with our members to develop a Food Charter. The FSN consists of a broad range of partners, including community organizations, individuals, the private sector, and government representatives. Our main concern is to improve the status of food security in our city.

The FSN was recently supported in this mission by the Sudbury & District Board of Health (The Board) who endorsed the Food Charter in a motion in June 2004. The Board unanimously approved acceptance of the Food Charter. To ensure that this valuable work is expanded in our community, we are requesting, through the Priorities Committee, endorsement of the Food Charter by the City of Greater Sudbury.

As FSN Co-chairs, Doreen Ojala (The Foodshed Project) and Paula Worton (Sudbury & District Health Unit), will present information about the Food Charter, and be available for any questions. We also request to be allowed to deliver a background report prior to the meeting. We will not require audiovisual equipment, and will be referring to the report during our presentation.

Thank you in advance for consideration, and we will be contacting you shortly to speak to you regarding your decision. We have included a copy of the Food Charter for your viewing.

Sincerely,

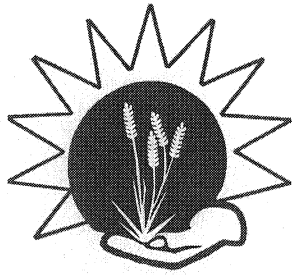
Doreen Ojala and Paula R. Worton

- Co-chairs, Sudbury and Manitoulin Districts Community Food Security Network
- Enclosure

RECEIVED

JUL 12 2004

CLERKS - DEPT.



The FOOD SECURITY NETWORK  
of the Sudbury and Manitoulin Districts

The Food Charter Initiative: Working together to  
develop a *Community Food Security Approach*

Phase 1: Identifying Food Security Issues in our Community

May 2004



# Food charter visioning sessions scheduled for December

On Thursday, Dec. 4, at the Social Planning Council of Sudbury, a dedicated advocate involved in developing food security policies and programs through the Toronto Food Policy Council, Dr. Wayne Robert will share his experiences when he leads a Food Charter Visioning Session.

The Food Charter is a project of the Sudbury-Manitoulin Food Security Network, an organization working towards making the citizens of the Greater Sudbury area more "food secure."

Gale Elliott, former Director of Nutrition with the Sudbury and District Health Unit, spearheaded the organization and has built up the membership over the last 20 years. Elliott is a long-time advocate for local agriculture and community gardening projects.

"Food security is when we all have sufficient, affordable food of high nutritional quality," says Elliott. "Improving the accessibility of nutritious food is important, especially for those who are on fixed incomes; have specific dietary needs; or who lack transportation or cooking facilities. The visioning session will explore the current food security status of the Greater Sudbury area, and develop a game plan on how we can improve access to healthy

food and provide food education."

Doreen Ojala of the Foodshed Project and Paula Worton of the Sudbury & District Health Unit, co-chair the network. According to Ojala, "Food security is good for our economy, good for

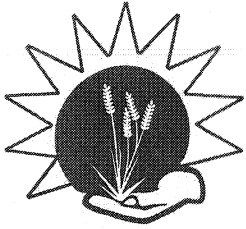
our health, and prevents disease down the road. Providing food for all our citizens has to become a priority. Currently, we have over 2000 families relying on food banks in Sudbury. We have to ask ourselves if that is acceptable and what we can do to reduce those numbers."

The Visioning Session is the result of a partnership between the Sudbury & District Health Unit and the Social Planning Council of Sudbury. According to Worton, getting the community involved right from the beginning is a sure key to success. "Understanding the needs of the community is an important first step, and then exploring some solutions together will make it happen. The Food Charter will be a way for us to create a common understanding of the issues".

If your organization would like to get involved in the Food Security Network, or you would like to receive the Food Connections Newsletter, please call Paula Worton at the Sudbury & District Health Unit at (705) 522-9200, ext. 376.



Northern Life Earthcare  
Sudbury insert, 2003



# The FOOD SECURITY NETWORK of the Sudbury and Manitoulin Districts

## FOOD CHARTER

Draft - May 2004

*Given that* access to safe, affordable, nutritious food is a basic human right of individuals and communities, and connects us to our families, our cultures, and our traditions;

*And that* community food security is a comprehensive approach that includes all members of the food system, from producers to consumers, and promotes regional food self-reliance;

*And that* having a food secure community is the foundation of population health, social justice, community-based economic development and a sustainable environment;

*Therefore*, the Food Security Network of the Sudbury and Manitoulin Districts, including The City of Greater Sudbury, The Social Planning Council of Sudbury, and the Sudbury & District Health Unit, will work towards the development and implementation of a community food security mandate that supports research, policies and programs that will endorse:

### 1) Population Health and Wellness

- Individual and household food security as a determinant of health;
- Adequate income, employment, housing, and transportation policies that ensure food accessibility and availability to all citizens; and
- Nutritional education and healthy food choices in schools, businesses and public places.

### 2) Community Development

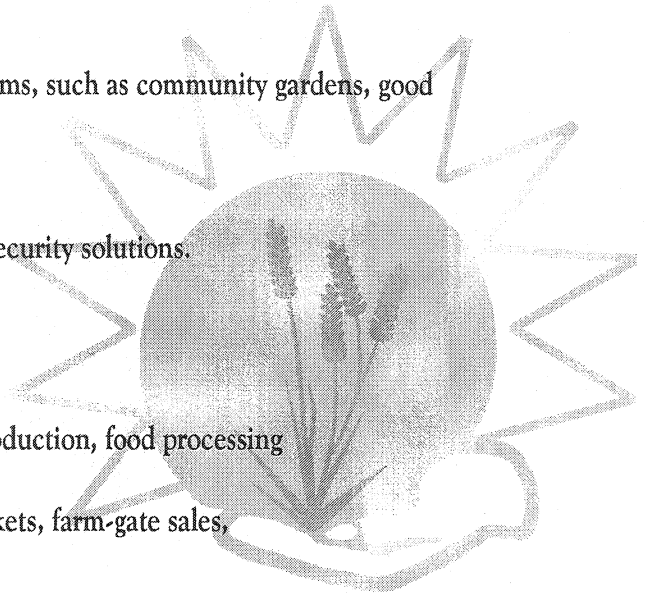
- An annual community food security report card;
- Food self-reliance through community-based food programs, such as community gardens, good food box programs and collective kitchens;
- Multi-cultural food festivals and cultural events;
- A community emergency food preparedness plan; and
- The involvement of the community in developing food security solutions.

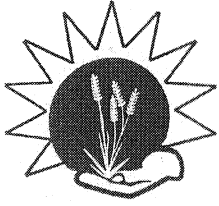
### 3) Investment in the Local Food System

- A regionally-based and community-driven food system;
- The viability of agricultural and rural communities;
- The development of regional value-added agricultural production, food processing and distribution systems; and
- The promotion of regional food products at farmer's markets, farm-gate sales, and local food outlets.

### 4) The Development of a Sustainable Food System

- Public and institutional education on the interdependence between the food system and a sustainable environment;
- Scientifically proven best management agricultural practices and regional crop varieties;
- The reduction of persistent toxic chemicals that can accumulate within the food chain;
- The development and implementation of renewable technologies in the expansion of the regional food system;
- Sustainable waste management practices; and
- Support for initiatives that educate on the loss of bio-diversity, resource depletion, and climate change, and that raise the awareness of global environmental issues.





The FOOD SECURITY NETWORK  
of the Sudbury and Manitoulin Districts

Sudbury-Manitoulin District Food Charter Initiative:  
**WORKING TOGETHER** to increase our capacity to be food secure.

**Our Mandate:**

**PROMOTING POPULATION Health and Wellness**

seniors, infants, students, individuals...

*by increasing the accessibility and availability of healthy food...*

**INVESTMENT IN OUR REGIONAL AND LOCAL Economy**

farmers, food infrastructure, local food outlets...

*by supporting local food production activities...*

**CONNECTING OUR Communities**

grassroots organizations, government, health care...

*by involving the community in food security strategies...*

**PROTECTING OUR Environment**

air, land, water, biodiversity, climate...

*by supporting the sustainable development of our food supply.*

*...a community food security initiative*

# Sudbury-Manitoulin Food Charter Initiative:

## Working together to develop a

### Community Food Security Approach

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#### APPENDICES

- Draft Sudbury and Manitoulin Districts Food Charter
- Food Security Network of the Sudbury and Manitoulin Districts Terms of Reference
- Hunger Facts 2003 - from Hunger Count 2003 - The Canadian Association of Food Banks
- Our Food System - a diagram of the global food system by Ellen Desjardin, OPHA
- Saskatoon Food Charter and the Toronto Food Charter
- Northern Life Newspaper articles on food security

# Northern Ontario

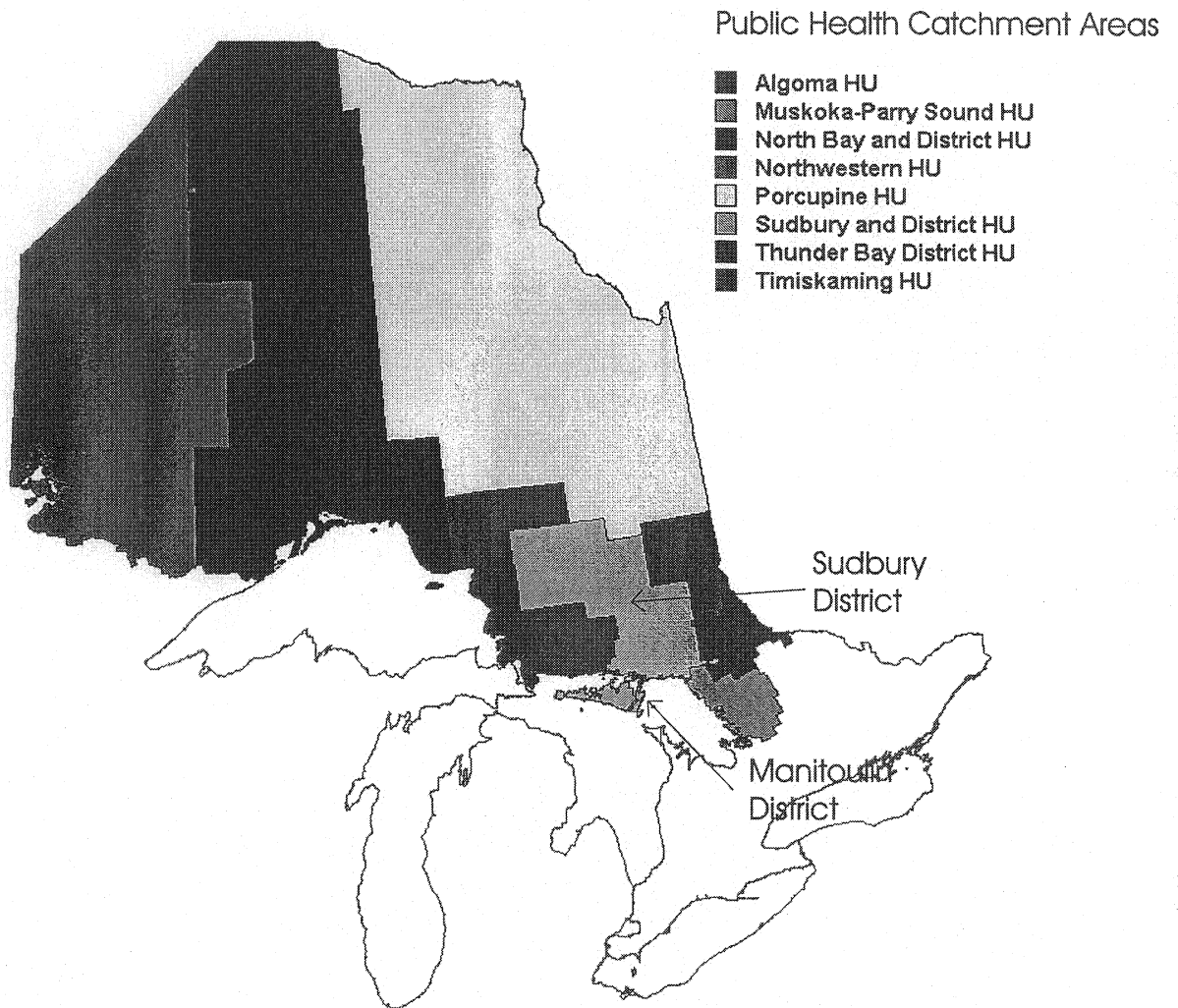


Figure 1. Map of Northern Ontario

## Sudbury-Manitoulin Food Charter Initiative: What is Community Food Security?

*Community food security is a strategy for ensuring access to adequate amounts of safe, nutritious, culturally appropriate food for everyone, produced in an environmentally sustainable manner, and provided in a manner that promotes human dignity.*

*It features cooperation among all contributors in a local/regional food system, including growers and producers, citizen groups, community agencies, governmental organizations, businesses, academic researchers and environmental advocates.*

*Its actions are based on those of the Ottawa charter for Health Promotion: building personal skills, strengthening community action, building healthy public policy and creating supportive environments (including the general principles of food safety that are ensured by monitoring and enforcement activities).*

*It addresses issues in the economic, environmental and social aspects of the food system, and thus promotes adequate income for consumers and producers: local and diverse food production: environmental sustainability: protection of local agricultural lands and fish habitat: widespread access to healthy food and food-based community economic development and social cohesion.*

Ontario Public Health Association Food Security Workgroup, 2002

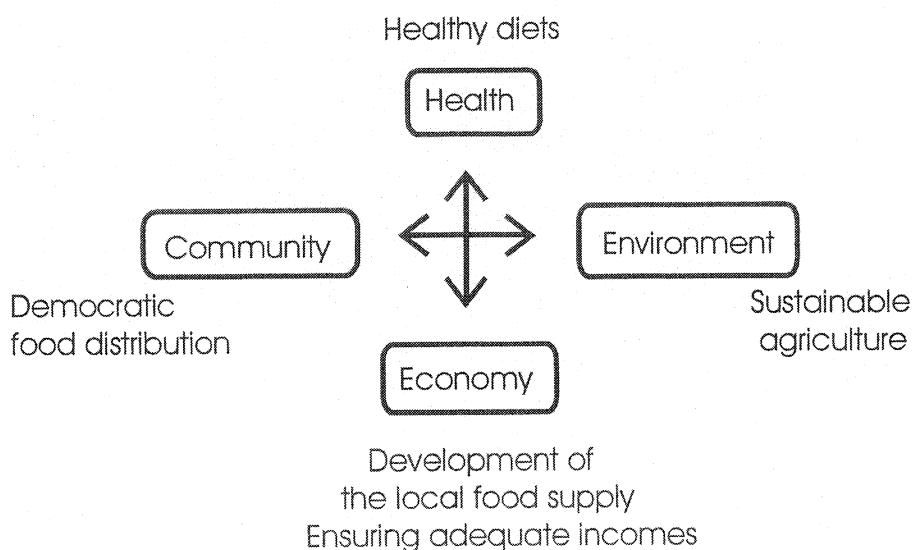


Figure 2. Creating links in the food system

## The Food Charter Initiative:

### Working together to develop a *Community Food Security Approach*

#### Phase 1: Identifying Food Security Issues in our Community

We are living in the era of the globalization of most of our commodities, and that includes our food system. Our dependence on foreign food production is one way to think about food security, and whether we as a nation can produce enough to feed our own country. As we become increasingly dependent on international trade to supply us with food, climate change, food safety, animal welfare, the use of transgenic seeds, the patenting of seeds, the use of pesticides, growth hormones, and other practices used in the global marketplace, now become local issues. As we increasingly become distanced from our food sources, we lose touch with the value of our own agricultural communities and of the value of having a local food source. We lose touch with the value of food, and that food needs to be seen as a right, even for those who cannot afford to feed themselves.

Creating the processes that will implement the needed changes will be a challenge. In 1976 Canada signed the United Nations Covenant on Social, Economic and Cultural Rights\*, which includes "the fundamental right of everyone to be free from hunger." In 2004 there are over 9,000 citizens in Sudbury that rely on food banks to prevent hunger. According to Hunger Count 2003\*, the number of people using food banks is now at about 778,000, and food bank use is up 105% since 1989. There are about 639 food banks in Canada, and 430 meal programs. 40% of food banks find it hard to meet the demand, with over 7 million pounds of food distributed per month. Every month, there are 12,473 full-time equivalent jobs undertaken by volunteers at food banks. It has been 14 years since our government promised to eliminate child poverty - clearly these factors indicate that there are policy gaps and that there is a lack of implementation to develop solutions that can end poverty and improve food accessibility.

On the household level issues impacting food security include family income, the availability of fresh food and the location of grocery stores, our ability to cook and prepare healthy meals for ourselves and our families, and the cost of a healthy diet. Because of the complexity of these issues, the Ontario Public Health Association (OPHA) has recognized that food security is a public health issue, and have recently published a position paper entitled "A Systemic Approach to Community Food Security\*\*" to address some of these concerns. The OPHA defines community food security "as a framework from which to define and resolve the public health dimensions of food security." It is a multi-sectoral approach that considers the sources of our food, the accessibility and availability of food, and how food is distributed. Community food security involves all sectors of the food system, and promotes adequate income levels for all sectors.

\*Article 11 reads, "The States parties to the present Covenant recognize the right of everyone to an adequate standard of living for himself and his family, including adequate food, clothing and housing."

\*\* A Systemic Approach to Community Food Security: A role for Public Health, Ontario Provincial Health Association Position Paper, Food Security Workgroup, November 2002, [www.opha.ca](http://www.opha.ca)

## The Food Charter Initiative:

### Working together to develop a *Community Food Security Approach (cont.)*

According to Feenstra \*(1997): "the long term health of a community's food system is an important indicator of its vitality and sustainability. A logical and appropriate way to revitalize a community is by the development of a local food economy. Not only does an adequate, varied diet contribute to individual health, but the way food is grown and distributed and eaten also profoundly affects the environmental, spiritual and economic well-being of the community. Ecological, cultural and political analyses over the last two decades hold in common the vision of a more local, ecologically sustainable and democratically controlled food system"\*.

The community food security approach recognizes all of the issues related to the food system - from production to distribution. Having a secure local food supply is a very important aspect. Agriculture is also very important for the development of a 'recession-proof' economic development strategy. In the Sudbury and Manitoulin districts agricultural activity has been a traditional 'economic engine' -before the globalization of the food system, we did produce our own food. Local agriculture is now an indicator of our food self-reliance and of our sustainability. Most food travels 2000 km to get to our plates, releasing climate warming greenhouse gas emissions and adding hidden costs to our food dollar.

The community food security approach goes beyond the traditional role of food safety and nutrition, and focuses on the systemic issues that deal with food insecurity and the sustainability of the food system. This fits into the health promotion strategies of community development, personal empowerment, and health advocacy which entered the public health regime in the 1980's. Initially, the response to food shortages were geared towards food education that taught people how to budget or buy low cost nutritious food. This expanded to include the "determinants of health", according to the paradigm of the Ottawa Charter (1986) and the Epp Framework for Health Promotion (1986)\*\*. These health determinants include income levels, affordable housing, a healthy environment, as well as the accessibility of a healthy diet by vulnerable groups.

The Sudbury and Manitoulin District Food Security Network represents all sectors of the food system, from consumers to producers. Members include individuals, community groups, public health care and social services workers. The Network supports a broad-based approach that integrates community development, environmental protection, social justice and the development of our food economy. The goal of this broad-based approach is to make the connections and links between various sectors, and to facilitate knowledge-sharing and partnership building to connect resources and create real solutions..

This report identifies some of our local food security issues - the first step in the development of the Food Charter. The Food Charter will promote policies that ensure the right to food, support the development of a regional food supply, increase education on nutritious food choices, and support to increase the accessibility of a nutritious diet to all citizens. The Food Charter will focus on developing a multi-sectoral food security planning process based on linking health, community, economy, and environmental sectors. The Food Charter will act as a policy framework with the goal to unite all of the food security stakeholders under the umbrella of connecting resources and working together to improve our community's food security. Please see the Appenices for the May draft of the Food Charter.

\* Feenstra, G (1997) Local food systems and sustainable communities, AM. J. of Alternative Agriculture, 12:1 pp 28-36

\*\* Epp, J (1986). Achieving health for all: A framework for health promotion. Ottawa, Health and Welfare Canada.

# The Food Charter Initiative:

The FOOD WEB is made of links between Health, Economy, Community and the Environment

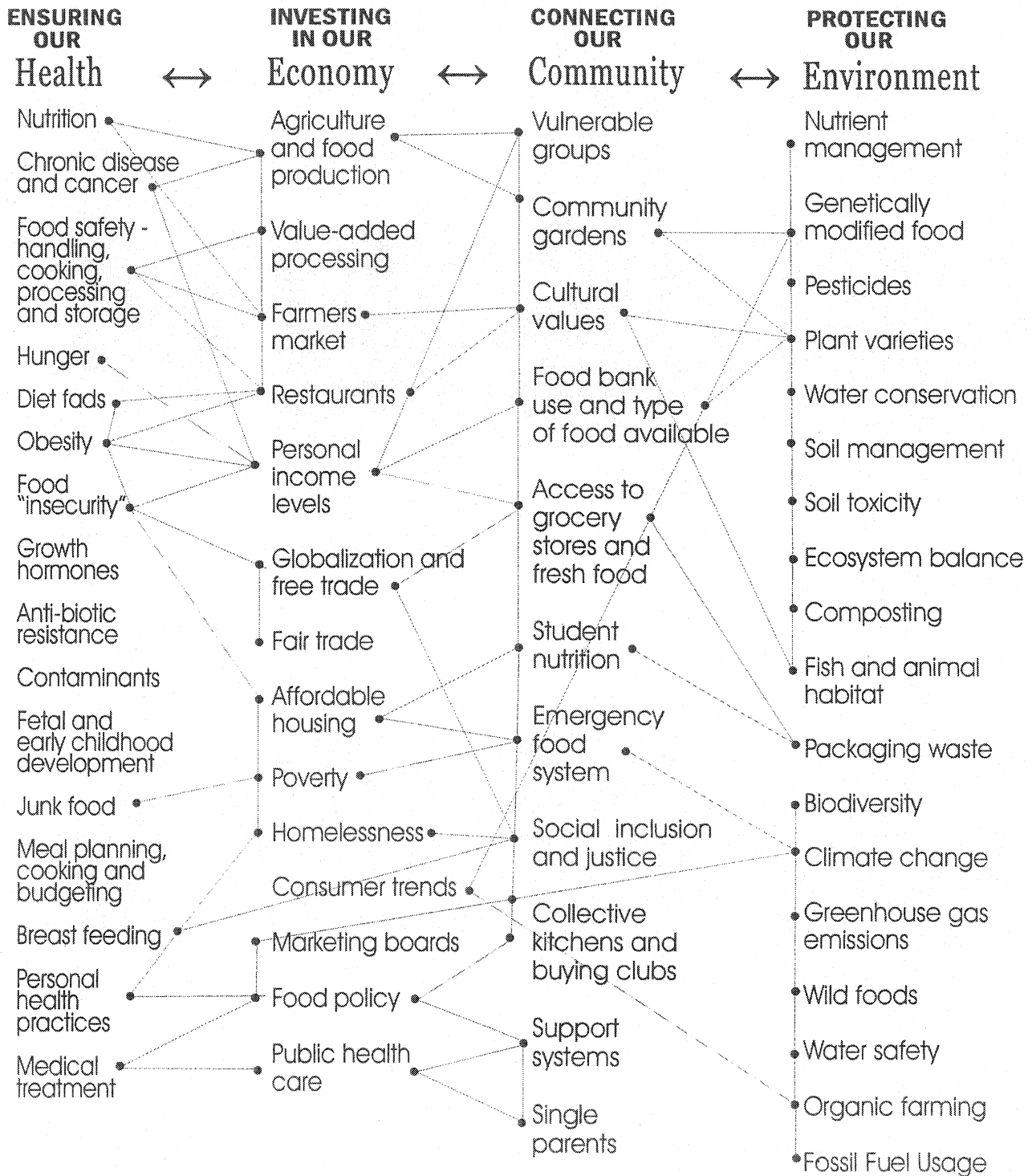


Figure 3. Creating links in the Food Web

## What are the elements of Food Secure Community?



AVAILABILITY - Refers to adequate and reliable food supplies for all people at all times.



ACCESSIBILITY - Recognizes issues that reduce the accessibility of food - ie: transportation barriers and medical limitations.



ACCEPTABILITY - When food is sufficient, safe, nutritionally balanced and culturally acceptable.



APPROPRIATENESS - When all levels of the production, distribution, consumption and waste management, are ecologically sustainable.

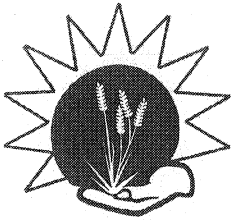


ADVOCACY - Policies and processes that enable /disable the achievement of food security.



AWARENESS - Education on the determinants of health, such as standard of living indicators and environmental sustainability. These are the systemic prerequisites to community food security. Personal awareness also includes developing healthy lifestyles and eating nutritiously. On a policy level, awareness is needed to create local food systems and to alleviate food insecurity.

Figure 4. Elements of a food secure community.



## The FOOD SECURITY NETWORK of the Sudbury and Manitoulin Districts

### Sudbury-Manitoulin District Food Charter Initiative: *WORKING TOGETHER* to create a common *VISION*...

#### Member Organizations *and* Guests

The Human League  
Our Children, Our Future  
City of Greater Sudbury  
The Foodshed Project  
Sudbury & District Health Unit  
Ontario Healthy Communities Coalition  
Social Planning Council of Sudbury  
GEODE - RideShare and Stepping Stone Program  
Inner City Homes of Sudbury  
Market Square - Downtown Farmers' Market  
Vinegar on the Rocks  
National Anti-poverty Organization  
Ontario Federation of Agriculture and Agri-Corp  
The Greenland Project - Carl Nesbit Public School  
The Green Teapot Organic Food Buying Club  
Northern Ontario Agri-Food Education  
and Marketing Association  
Walden Food Bank  
FedNor  
EarthCare Sudbury  
Better Beginnings, Better Futures  
Cambrian College  
Centre de sante communautaire de Sudbury  
N<sup>o</sup>Swakamok Native Friendship Centre  
John Howard Society  
Sudbury Food Warehouse  
Laurentian University School of Social Work  
Neighborhood Action Project of Sudbury  
St. Charles College  
Ontario Ministry of Agriculture and Food  
Funded in part by:  
The United Way / Centraide Sudbury and/et District  
The Laidlaw Foundation

#### Food Charter Visioning Guest Speakers



Left to right: Food Charter Visioning Presenters:  
Dr. Wayne Roberts - Toronto Food Policy Council  
Brian Bell - Ontario Ministry of Agriculture and Food  
Janet Gasparini - Executive Director, Social Planning Council,  
Dr. Susan Snelling - Researcher, Sudbury & District Health Unit

#### Food Security Network Members



Top Left: Darle Collison, Monique Beaudoin, Paula Worton, Carl Pilon, Lorraine Goodmurphy, Casey Kesek,  
Dr. Wayne Roberts, Bill Bradley, Gale Elliott, Tom Reid, Mary Anne McCorkel, Stephanie LeClair, Elin Flora, Marg Grigg,  
Bottom Left: Mike Soenens, Tammy Chegus, Kelly Daehn, Doreen Ojala, Erika Espinoza, Aline Easton, Ruth Hassanally



## What is Community Food Security? Dr. Wayne Robert - Toronto Food Policy Council

Dr. Wayne Robert's is the Project Coordinator of the Toronto Food Policy Council, and states in a report from the Caledon Institute of Social Policy,\* October 2001: "We have a totally dysfunctional food system. The problems are difficult when you look at them one at a time." To find solutions, it is vital that you look at the overall food system and address issues in a coordinated way. According to this same report, "It is the power of ideas, inspired by individuals and empowered communities that gives us influence."

The Toronto Food Policy Council also provided resources to city council's Food and Hunger Action Committee. This committee was formed to study how Toronto could reduce hunger, improve nutritional health, and support food-based initiatives that benefit the city's economy, environment, and quality of life. This committee created the Toronto Food Charter (see Appendices) which states that every Toronto resident should have access to an adequate supply of nutritious, affordable, and culturally appropriate food. It also lists the principles and practices that the Toronto City Council should follow to promote food security. One of their initiatives is to promote roof-top gardens. These gardens offer greenspace, insulation, reduce runoff, and provide fresh food! The TFPC also initiated Foodshare - Field to Table - a not-for-profit that sources from regional suppliers and now delivers over 4,000 fresh food boxes each month to neighbourhood drop-off points. It also assists with fundraising programs that support student nutrition and programs that improve kitchen facilities in public and community spaces.

Dr. Robert's reminded us that during the INCO strike of 1978, farmer's supported the unionized worker, and that "Sudbury has historically been a food producing area." Today, we do not know our food sources, and this responsibility has been removed from communities, and that has to change. We must incorporate the food system into our official plans, and consider things like access to grocery stores and support our farmers markets. Food is now mostly privatized industry with very little government involvement. The food system has a wide range of participants, and cannot afford to be segmented - we must make the link between the community and how food is grown and distributed.

Food is also a huge problem in terms of waste production - it is estimated that one third of all garbage is organic waste. Waste does not exist in nature, and we must start composting our food waste. Communities are in charge of their waste, so reducing this waste to landfill is important because it lengthens the life of landfill sites, and reduces greenhouse gas production. Composting is a way to recycle waste and use it for greening and for gardening. First Nations communities grew "three sisters" gardens - corn, beans and squash - they worked with nature.

One of the problems that we have to face is that our farmers are aging. They are controlled by marketing boards. We need to put some of that control into municipal governments, and build our local capacity to process food. This includes refrigeration plants and federally inspected abattoirs. Consumers want to know where their food is coming from and are looking for a greater level of choice.

\* Caledon Institute of Policy Development, Oct. 2001, # 1-894598-97-0

# What is Community Food Security?

## Dr. Wayne Robert - Toronto Food Policy Council (continued)

*"The average food molecule travels 2000 km"* - and that is unsustainable. Food transport creates greenhouse gases and that is changing our climatic systems. Scientists do not know the impact of climate change, it is not just that the earth is getting warmer, but that the weather is more unpredictable. Food now takes longer to get to your plate than it spends in your digestive system! Importing our food means that we are losing out on economic development opportunities. Right now 90% of the food dollars spent in most communities goes out the door - we cannot afford to hemorrhage money out of our economy. Local food systems retains and recycles money, creating jobs and these jobs are recession proof. There is a guaranteed customer base!

We need to break down the stereotypes, and help people that are on social assistance. The largest donations to charities are from those who were once down and out themselves. These groups are the most vulnerable, and this is important in times of emergency. Do we have an emergency food plan? Do we have a coordinated, and trained, core group who can assist during an emergency? Food banks are not able to handle any additional loads. We need to have community centers able to handle emergencies. This is our collective responsibility as citizens. Toronto has a program that brings youth off the streets to make soup and stews. It uses "cosmetically challenged" food, like carrots that do not meet grocery store standards. It is supported by Human Resources Development Canada, and is very successful.

It is important that we make the link between food and health. Our medicare system is going broke and the Toronto Food Policy Council estimates that 20% of disease is diet-related. We must also change our lifestyles and get active again. Those who can afford it are over-consuming. We need to respect wild food and food gathering. Companion - literally means "with bread". We need to strengthen our Human Systems. We have to strengthen our capacity to be food secure, and consider the whole food system and how we can design our food system for the good of our health and our communities.

In May 2000, Toronto City Council voted unanimously to become a food-secure city that would strive to ensure:

- the availability of a variety of foods at a reasonable cost
- ready access to quality grocery stores, food service operations, or alternative food sources
- sufficient personal income to buy adequate foods for each household member each day
- the freedom to choose personally and culturally acceptable foods
- legitimate confidence in the quality of foods available
- easy access to understandable, accurate information about food and nutrition
- the assurance of a viable and sustainable food production system.



## What does being “food insecure” mean?

Janet Gasparini

Janet Gasparini is the Executive Director of the Social Planning Council of Sudbury (SPC). The SPC has a mandate to improve the quality of life for the citizens of Greater Sudbury and is involved in researching the systemic causes and impacts of poverty. Janet is also a newly elected City Councillor for Ward 6 and Chair of the Board of Health for the City of Greater Sudbury. Janet was also active in the development of the Children First Charter of the City of Greater Sudbury.

Janet states, “There are many vulnerable groups in our community that are “food insecure” - in other words obtaining a healthy diet of their choice is a struggle.” There are many factors to consider when dealing with this issue, and the most important is that it is the most vulnerable in our society that are impacted. This includes single mothers, the elderly, persons with disabilities, aboriginals, those who are homeless, unemployed, refugees, immigrants, and those who for whatever reason cannot afford a sufficient quantity of healthy food for their families.

Food insecurity is defined by “limited or uncertain ability to obtain nutritionally adequate and safe food or limited or uncertain ability to acquire acceptable food in socially acceptable ways. Food insecurity can be considered at the level of nations, communities, households, or individuals, but the term hunger is typically used in reference to food insecurity experienced by individuals or households” A Critical-Examination of Community-based Responses to Household Food Insecurity in Canada, Valerie Tarasuk, Phd.

Combating food insecurity can be achieved by supplying food directly - firstly through food banks or pantries and secondly through other food provision programs such as collective and kitchens, community gardens and food cooperatives. These strategies work from the perspective of sharing and working together to solve the issue of hunger.

The use of food banks provides a portrait of the food insecurity in our community, and in our country. Food bank use in Canada has increased by more than 5 percent since last year, and more than 105% since 1989. Social assistance recipients are the most frequent users of food banks, though studies are showing that the most needy do not access food banks or other charitable programs. In Canada over 250,000 families used food banks in 2003. Is that acceptable?

For a full report on the latest initiatives from the Social Planning Council, please call our office at (705)-675-3894.

# PROMOTING POPULATION Health and Wellness

seniors, infants, students, individuals...

by increasing the accessibility and availability of healthy food...

## Food Bank Statistics for the City of Greater Sudbury - 2003\*

\*Statistics collected by the Social Planning Council of Sudbury, 2003

Are these groups at-risk for poor health because of diet?

- 1948 households - 9402 individuals and families use food banks monthly
- 42% of food bank recipients are children
- 56.5 % social assistance
- 17.5 % disability pension
- 4.7 % seniors pension
- 3.7 % unemployed
- 2.9 % employment insurance
- 7.0 % other income
- 7.0 % no income (homeless?)

### Food Fact

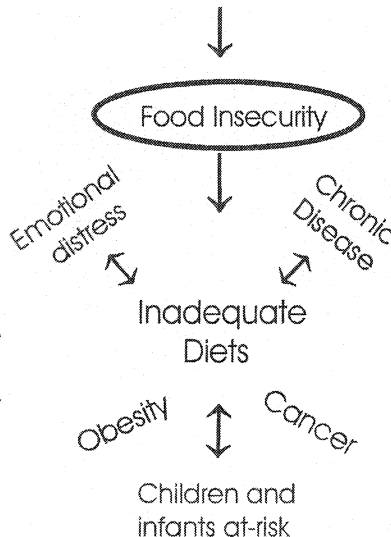
The Toronto Food Policy Council estimates that 20% of the \$17 Billion spent annually on Health Care in Ontario can be traced back to diet-related health problems.\*

\* Dr. Wayne Roberts

**7.0 % of food bank users have college or university education**

Sufficient income is a determinant of health.  
If you cannot afford a healthy diet, it may lead to:

For some time it has been known that adequate nutrition is essential for proper growth and development. More recently, it has been accepted that healthy eating is a significant factor in reducing the risk of developing nutrition-related problems, including: heart disease, cancer, obesity, hypertension (high blood pressure), osteoporosis, anaemia, dental decay and some bowel disorders.\*\*



What Reducing Risk Means  
Reducing risk means that the chances of developing a disease are lowered. It does not guarantee that a disease will be prevented. Since several factors are involved in the development of disease, risk reduction usually involves several different strategies or approaches. For instance, healthy eating is one positive action that may help to avoid a potential problem.\*\*

\*\* Food Guide Facts: Background for Educators and Communicators, Health and Welfare Canada 1992 Cat. H39-253/1-1-1992E ISBN 1-662-20081-0.



## Health and Community Food Security for Sudbury & District: A Review of Statistics

Dr. Susan Snelling

Public Health Research and Education & Development Program  
Sudbury & District Health Unit (SDHU)

The sparse population in Northern Ontario covers a huge land mass - and that is a challenge. Greater Sudbury is the fourth largest geographic area in Ontario. Northern Ontario also has other demographic challenges, and in the North the Sudbury District has the highest rate of food insecure families (families who did not use food banks).

On average the income spent on food is around 13% - and these costs are higher in rural areas. It is hard to get good solid data on the level of food insecurity because those who are in the lowest income brackets do not want to admit to using food banks.

In the Sudbury District, 9% of families with children under 6 consider themselves to be food insecure and use food banks regularly. In Northern Ontario, some households with incomes less than \$60,000 state that they are food insecure. Northern Ontario, on average, is also impacted by lower income levels than the rest of the province - and women suffer a disparity with respect to income. Male average income is \$24,211 for Manitoulin Districts, \$33,974 for the Sudbury District, and \$36,231 for Greater Sudbury. The numbers are lower for women (\$18,595, \$17,351, and \$22,060 respectively). These lower income levels translates into a greater number of poverty groups. This is further augmented by the fact that overall educational levels are lower than the Ontario average.

The percentage of the population living in rural\* conditions in Ontario is 15.3%. In Northern Ontario the rural population is 33.3%. In the Sudbury District the rural population is 22.5%. Rural communities are changing from their traditional role of being food producers. Food costs in rural areas tend to be higher - and there can be problems such as the availability of fresh fruits and vegetables. Please see the Nutritious Food Basket Report produced at SDHU (and are available across Ontario) for more details on food costs. Population statistics were collected from Census 2001 - Statistics Canada.

**Sudbury & District Health Unit produces the following reports on an annual basis:**

The Nutritious Food Basket Report (see Appendices)  
Food Security Directory - please refer to this for a compilation of local food security initiatives.

### **Other recent publications:**

Nutrition in Northern Ontario, The Determinants of Child Health and Breastfeeding Practices in Northern Ontario: - Reports from the Northern Ontario Perinatal and Child Health Survey Consortium, December 2003

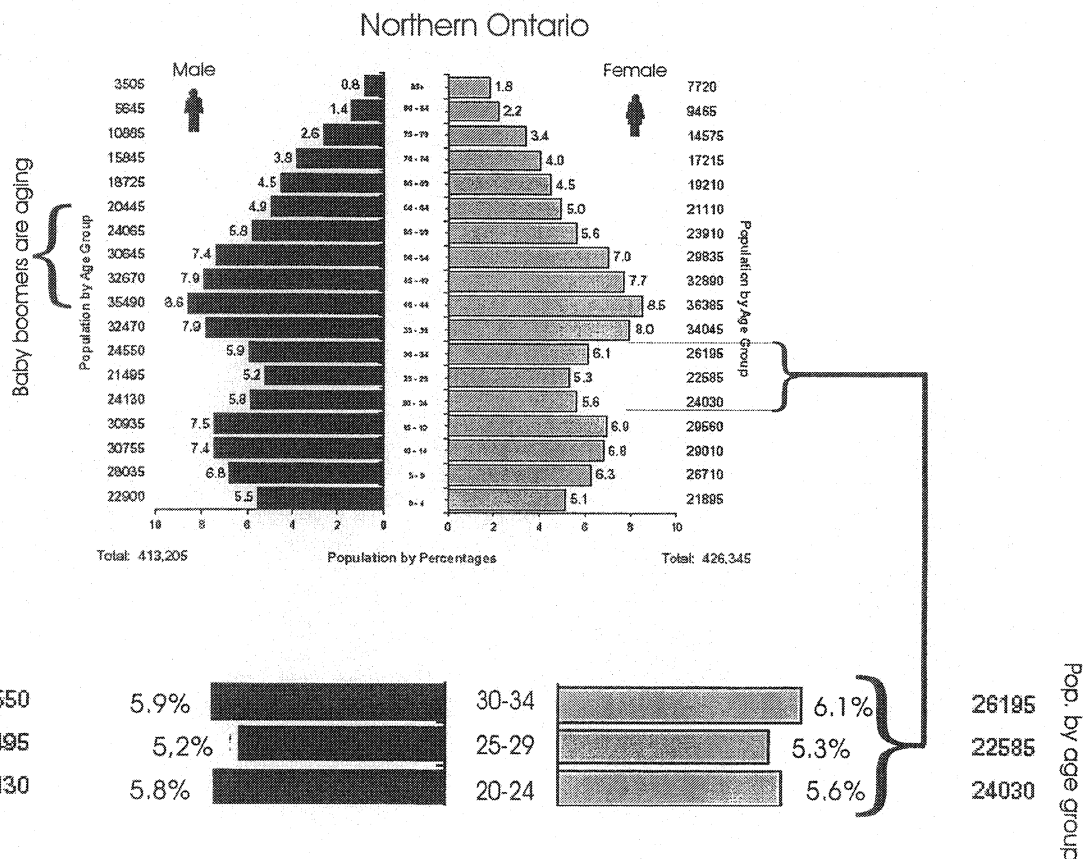
\* Rural: -living outside places of 1,000 people or more, or living outside places with densities of 400 or more people per square kilometer.

# Demographic Profile in the Sudbury District and Northern Ontario

Area	Population	Trends	Rural	French as first language	First Nation's
Sudbury & District	190,841	Down 5% (since '96 census)	22.0%	27.4%	7.5%
Northern Ontario	860,470	Down 5% (since '96 census)	33.3%	18.1%	10.3%
Ontario	11,410,046	Up 6% (since '96 census)	15.3%	4.4%	1.4%

Figure 5. Population trends (Census 2001)

The fertility rate for women decreased after the mid 1960's, and has remained below the natural replacement value (of 2) since then. This, and the fact that youth are leaving the North to for education and work, leaves a huge "indentation" in the age groups of 20-24, 25-30, and 30-34.\*



\* The Aging Population, Vic Sahai, Background information on the Health Status and Health Care System in Northern Ontario, A project of the Northern Health Issues Strategy Report, April 2003, PHRED, Sudbury & District Health Unit.

Figure 6. Profile of an aging population base (Census 2001)

# Food Insecurity in the Sudbury District and Northern Ontario

Families with Children under 6 who are Food Secure Did not use Food Banks

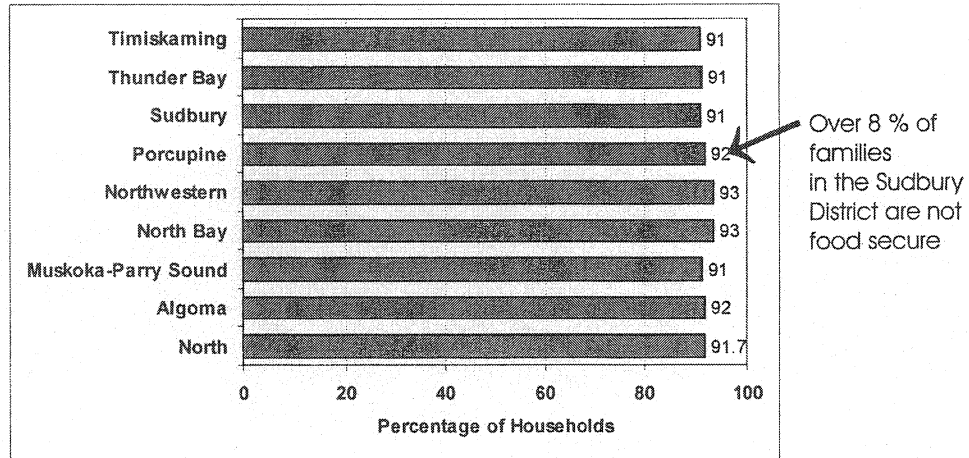


Figure 7. Food insecurity in Sudbury and Manitoulin Districts\*

\*Northern Ontario Perinatal and Child Health Survey, 2003, SDHU

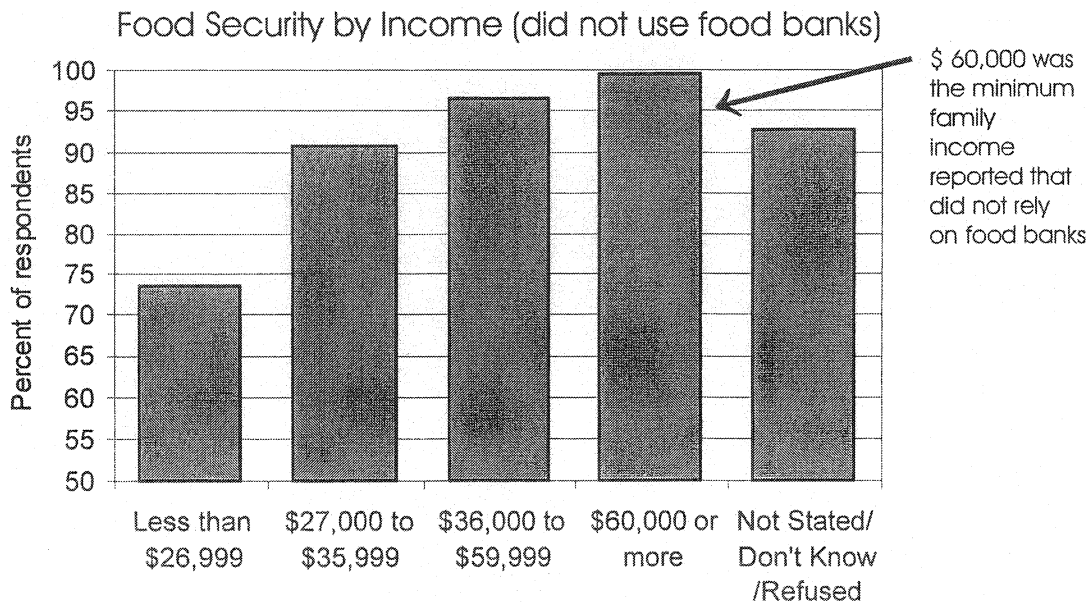


Figure 8. Income levels in Sudbury and Manitoulin\*

\*Northern Ontario Perinatal and Child Health Survey, 2003, SDHU

## Educational Levels and Food Costs

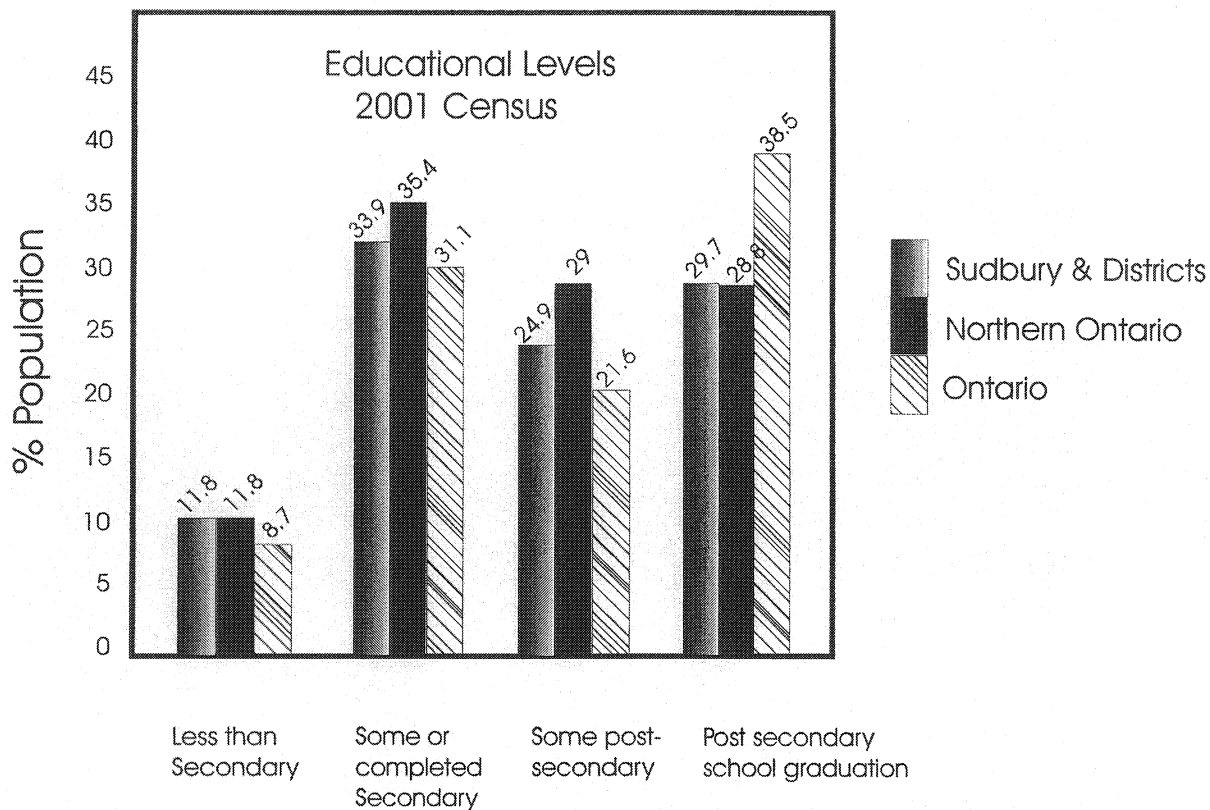


Figure 9. Education levels in the Sudbury and Manitoulin Districts (Census 2001)

## Nutritious Food Basket Results (1999-2003)

* Reference Family of Four	Ontario Average	Sudbury and Manitoulin Districts	City of Greater Sudbury	Rural sites Sudbury & Manitoulin Drts.
2003	\$ 121.92	\$ 118.91	\$ 117.53	\$ 121.02 <sup>1</sup>
2002	\$ 123.58	\$ 122.20	\$ 114.98	\$ 143.85 <sup>2</sup>
2001	\$ 118.95	N/A	\$ 115.28	\$ 122.68 <sup>3</sup>
2000	\$ 111.08	\$ 111.59	N/A	N/A
1999	\$ 113.28	\$ 120.90	N/A	N/A

1. Based on data from 2 rural sites
2. Based on data from 1 rural site
3. Based on data from 2 rural sites

Figure 10. Weekly food costs in the Sudbury and Manitoulin Districts to feed a family of four - Compilation of Nutritious Food Basket Reports, SDHU



## Agriculture on Manitoulin - A Perspective - Then and Now

Brian Bell

Ontario Ministry of Agriculture and Food

Brian Bell is a long-time Northern farmer, and remembers when farming was livestock based, and depended on horses. Now farming is global, growing designer foods with more on-farm processing. Farmers now have to understand a wide range of government policies from nutrient management to animal welfare to food quality assurance regulations.

Farmers today face many challenges, including competition on the global market, labour issues, environmental concerns, decisions on quota's, livestock density, quality assurance, and organic farming options. To make ends meet, farmers are supplementing their income with woodlots, aquaculture, processing maple syrup, and the alternative livestock market. Trends include new and emerging crops, storage and feed management, and no-till farming.

On Manitoulin Island there are over 250 farms, with 8,500 beef cattle and 600 dairy cattle. Together this generates over \$14,000,000. There are 8 aquaculture operations that generate an excess of \$12,000,000.

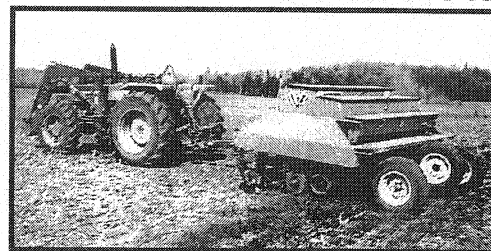
Each sector faces their own challenges for the future, but farming adds to the stabilization and diversity of the economy, and improves self-sufficiency, and has many spin-off impacts on other economic sectors.

Specific opportunities include the development of industrial hemp primary processing, seed production, on-farm cheese production, hay exporting, and meat processing through local abattoirs. Other opportunities include herb and sheep production, grain storage and processing, pick-your-own berry farms, and developing support systems for the aquaculture industry. Agriculture is an important component of the economic base on Manitoulin Island.

*then...*



*...and now*



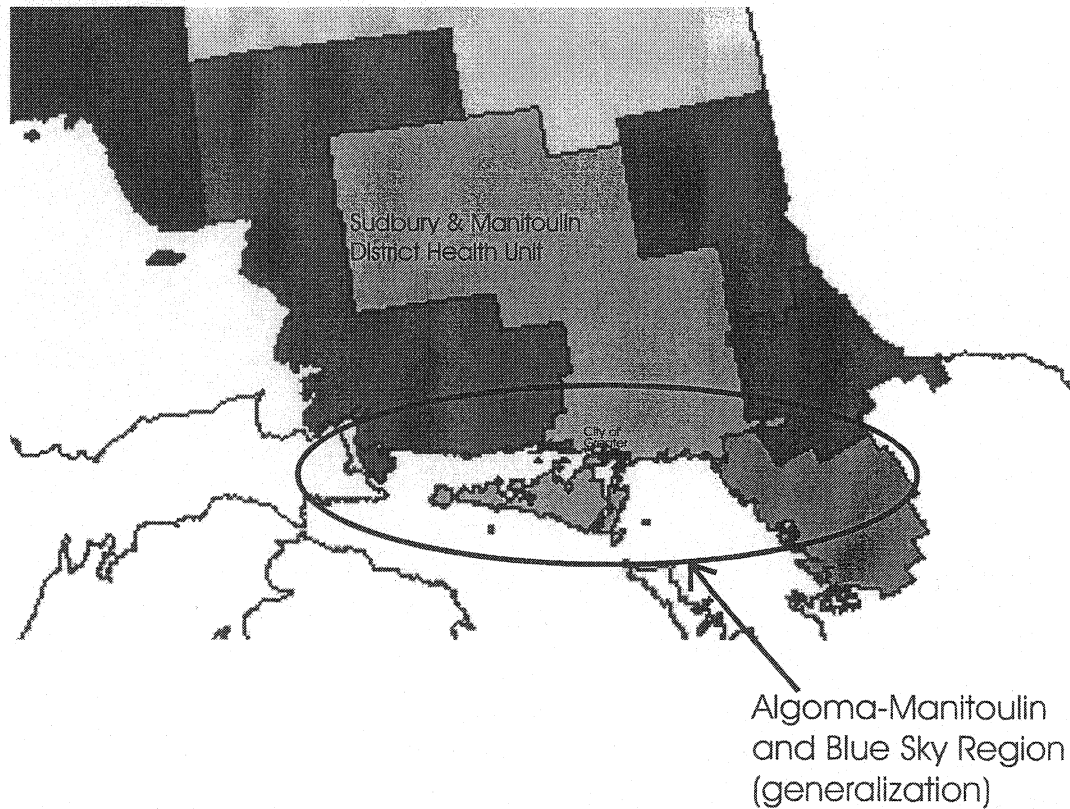
Statistics used in this report were from:

Economic Impact Study of the Agricultural Sector in the Blue Sky Region, November 2001, Harry Cummings & Associates

Economic Impact Study of the Agricultural Sector of in Algoma- Manitoulin, March 2001, Harry Cummings & Associates

# INVESTMENT IN OUR REGIONAL AND LOCAL Economy

farmers, food infrastructure, local food outlets...  
*by supporting local food production activities...*



Study Area	Number of farms	Direct Sales	Indirect Sales	Primary farm type	Secondary farm type	% Field Crops	Average Agerage	
Algoma-Manitoulin	772	\$ 32.2 million	\$ 41.3 million	Beef 49%	Specialty 18%	15%	62% between 180-759 acres	38% below 179 acres
Blue Sky Region	1031	\$ 37.1 million	\$ 42.7 million	Beef 29%	Dairy 12.5%	22%	51% between 180-759 acres	49% below 179 acres

Figure 11. Agriculture in the Sudbury and Manitoulin Districts

# The Economic Impact of Agriculture in the Algoma- Manitoulin and Blue Sky Regions

## Agricultural Related Sales in the Algoma-Manitoulin Region

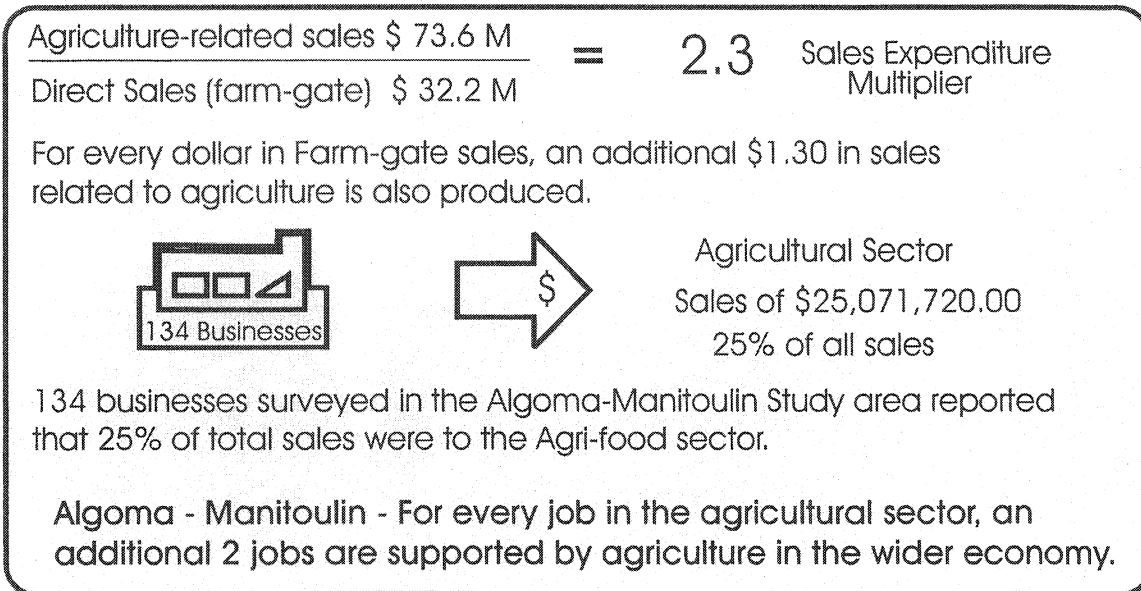


Figure 12. Agricultural spin-offs in the Sudbury and Manitoulin Districts

## Agricultural Related Sales in the Blue-Sky Region

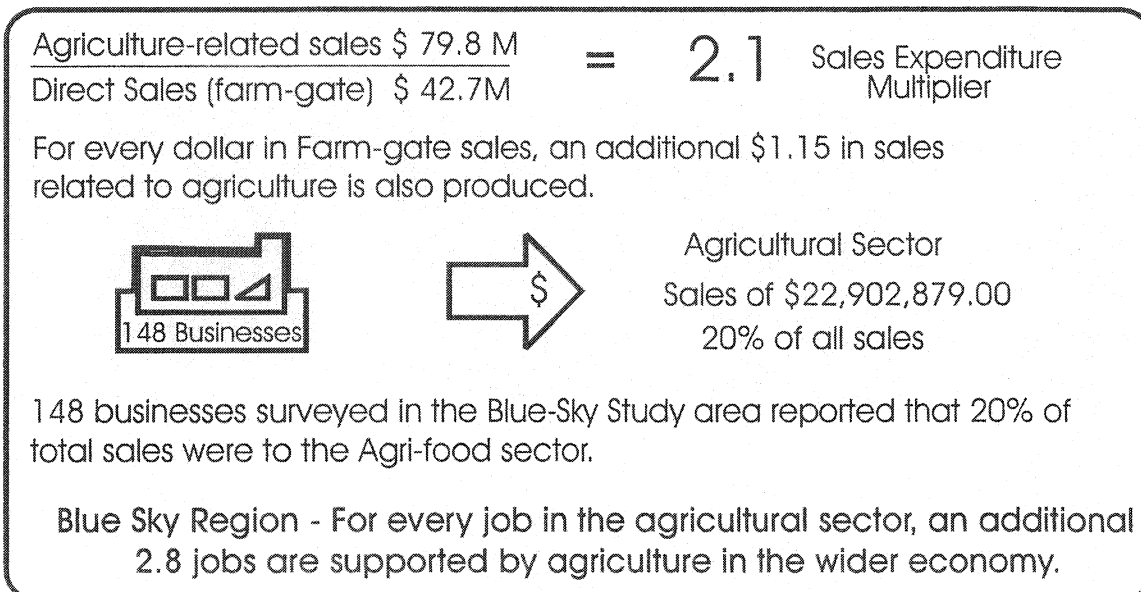


Figure 13. Agricultural spin-offs in the Blue Sky Region

## **PROTECTING OUR Environment** air, land, water, biodiversity, climate...

*by supporting the sustainable development of our food supply...*

Sustainable community food systems exist when we can meet our local needs within our local foodshed. A foodshed is a term used to describe the local bio-region. The concept is often attributed to Arthur Getz, (Permaculture Activist 1991) and it is used to describe the source of our food - much like a watershed is used to describe the source of our water. A foodshed is a conceptual framework from which to understand how food is produced, and how it is distributed, and the need to protect the source. We understand that we must protect water sources from contamination - protecting the foodshed means that we also must protect local agricultural lands - both from contamination by agricultural practices and by all participants within the foodshed. Understanding our foodshed means that we have the tools to protect it, and to enhance it.

Understanding our local food system is an important way to connect with nature. With the impending warming trends predicted by global warming, it is also the starting point from which to monitor and adapt to climate change. We must also consider changes to ecosystems, the loss of biodiversity, soil fertility, water conservation issues, and the pressure we place on natural resources to grow food and ensure our food security.

According to the City of Vancouver Policy Report, December 2003, "Food and agricultural systems have changed dramatically over the past fifty years. The trend has been toward industrialization with emphasis on mechanical over natural, and capital-intensive over labour-intensive production, processing and distribution methods. The current system is often oriented towards global trade rather than the satisfaction of local needs. A combination of hunger in Canadian society, loss of agricultural lands, limited economic viability of small and medium sized farms, lost economic opportunities, growing distances between the producer and consumer, negative environmental impacts of an industrialized, long-distance food system, and dissatisfaction with the food system in general, has propelled a range of community organizations and local governments to call for the creation of a more just and sustainable food system."

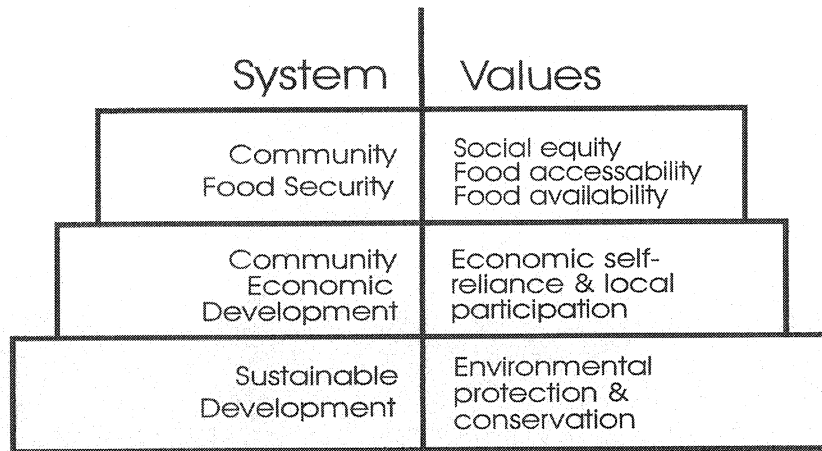
Please see Appendices for a model of the global food system.

### **Food Fact**

Long distance food trade is clearly on the rise. Between 1968 and 1998, international trade in food increased by 184%, while world food production increased by 84%. The majority of food trade, however, occurs between countries of similar natural environments that could be growing much of their own food instead of importing and exporting it. Several European studies on food miles have demonstrated that, in many cases, food is merely "swapped", that is a given country with both export and import the same item.  
\*Reducing Global Warming at the Farmer's Market, Foodshare, January 2004

# Creating Sustainable Food Systems

Linking economic viability, sustainability, and social justice



## Environmental Considerations

Food packaging waste

Transportation

Soil management

Recycling

Climate change

Soil toxicity

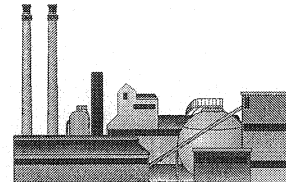
Composting

Greenhouse gas  
emissions

Bio-accumulation

Genetically  
modified food

Composting



Pesticides

Energy Efficiency

Northern Plant varieties

Nutrient  
management

Ecosystem balance

Water safety

Biodiversity

Water conservation

Fish and animal  
habitat



Figure 14. The development of a sustainable the food system

# What would a sustainable food system look like?

It would have to be local and regional to reduce transportation greenhouse gas emissions

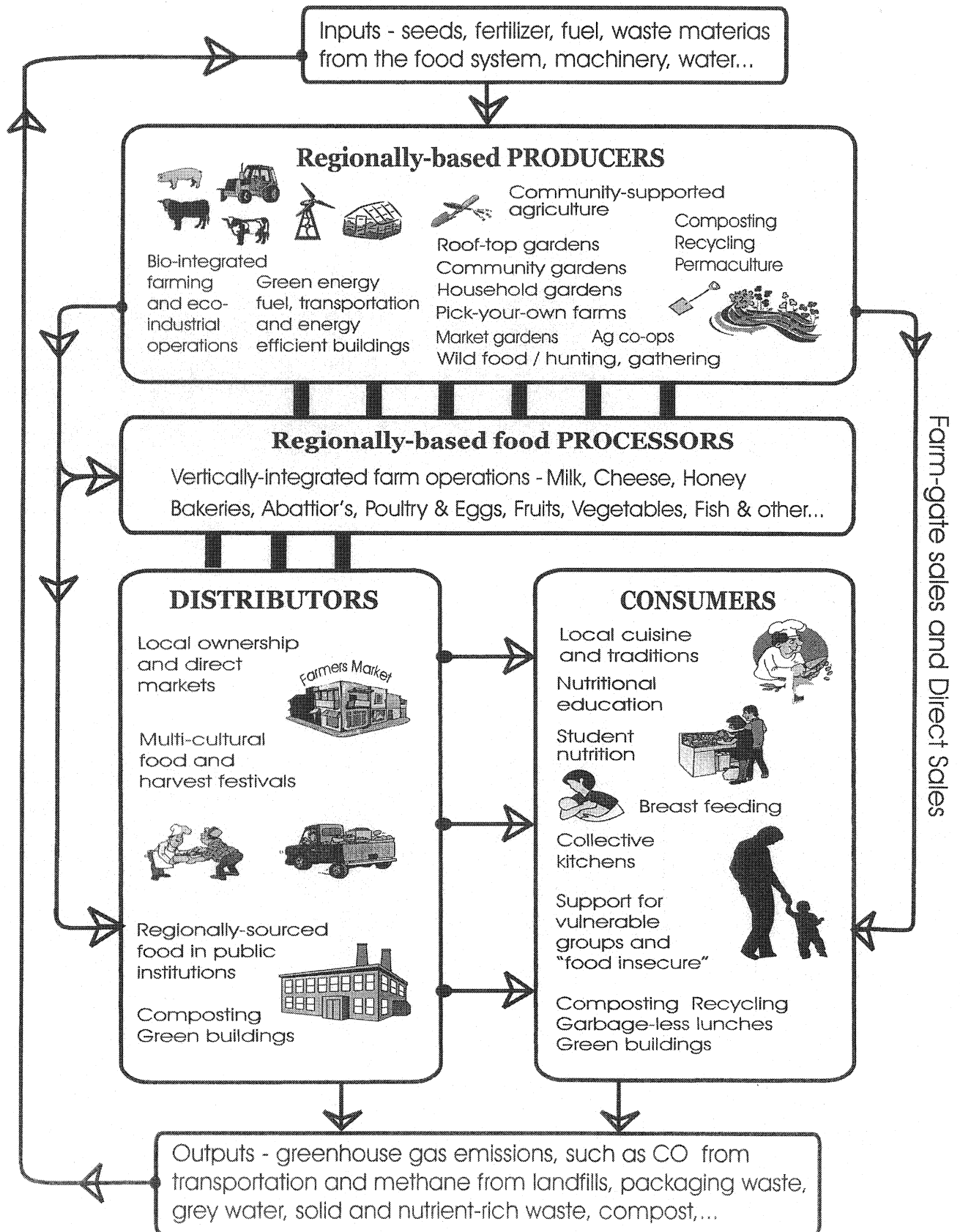


Figure 15. What would a sustainable food system look like?

# Local / Regional Food Systems

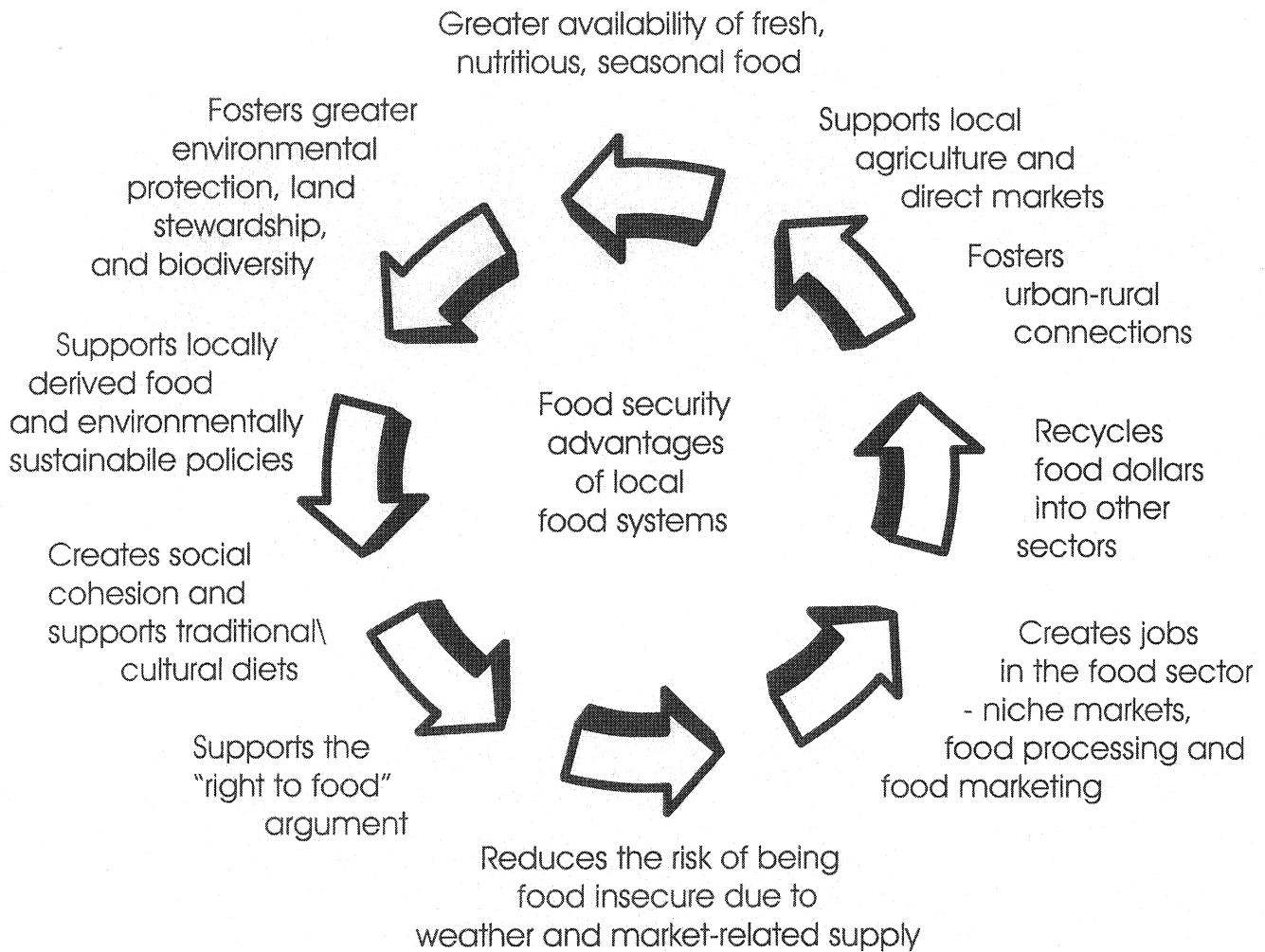


Figure 16. Advantages of local and regional food systems

## Conclusion:

Understanding the multi-faceted nature of food security is the first step in creating the collective vision of a Food Charter. This common vision is integral to promoting policies that promote a more regionally-based and more equitable food distribution system. A Food Charter must recognize the "right to food" and the importance of a nutritious diet throughout our lives. A Food Charter must recognize the support systems that are needed in our society for vulnerable groups such as seniors, single mothers, those on disability, and those with medical needs.

A Food Charter would also recognize the environmental cost of growing food, and the need to grow high-yield Northern crops and to protect watersheds. It is clear that we need to develop a more regionally-based food system - and it is economically a smart choice. We must do this in a sustainable manner. Our food supply comes to us from all corners of the world, and fresh food is available in all seasons. However, extreme issues such as war, urban sprawl, or drought from global warming and climate change, are forcing scientists and researchers to assess our global food security. According to Gary Nabhan's new book (from the Center for Sustainable Environments at North Arizona University), Coming Home to Eat: Making Local Food Systems Sustainable, "we must advance food security, sustainability, and food safety, by forecasting threats, and then documenting the changes our actions bring about." Nabhan cites the recent drought in Arizona and the impact of urban sprawl which has resulted in the decline of range-fed livestock and farm acreage. Water shortage and drought add to farm debt. These factors, along with population growth due to urbanization, affects food security. We need to think deeply about food security, because we are undermining it faster than any terrorist could."<sup>\*</sup>

We cannot hide from the food insecurity and the hunger that exists in our own community. We must recognize that a healthy and nutritious food supply is a "determinant of health" - factors which determine health but which are not necessarily under the control of the individual. These determinants can include income distribution, discrimination, access to education, and housing policies <sup>\*\*</sup>. These are systemic issues that play a large role in food security. For instance the availability of healthy food in low-income neighborhoods affects food choices and affordable housing affects food purchasing power. Income levels impacts individual and household food security, and also affects the farmers who produce and distribute our food. Community food security, as proposed by the OPHA, promotes adequate income levels for all members of society.

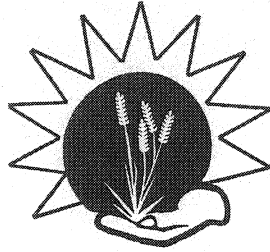
Does the community have a responsibility to understand the various routes of intervention so society can ensure food security for its' citizens? We must clearly identify the problems and concerns - and work together towards creative solutions. The Food Charter, being developed by the Food Security Network of the Sudbury and Manitoulin Districts is an important first step in creating a food secure community for each one of us.

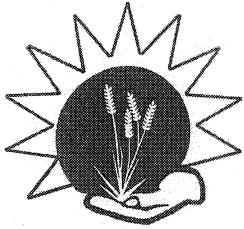
Please see the Appendices for the draft Food Charter and a diagram of the global food system.

<sup>\*</sup> Yale Daily News, Julie Post, January 2004.

<sup>\*\*</sup>Addressing Social Determinants of Health: Community-based Participatory Approaches to Research and Practice, Schulz, Amy, PhD, et. all, Health and Education Behavior, pp. 287-288.

# Appendices





The FOOD SECURITY NETWORK of the Sudbury and Manitoulin Districts  
**FOOD CHARTER**

Draft - May 2004

*Given that* access to safe, affordable, nutritious food is a basic human right of individuals and communities, and connects us to our families, our cultures, and our traditions;

*And that* community food security is a comprehensive approach that includes all members of the food system, from producers to consumers, and promotes regional food self-reliance;

*And that* having a food secure community is the foundation of population health, social justice, community-based economic development and a sustainable environment;

*Therefore*, the Food Security Network of the Sudbury and Manitoulin Districts, including The City of Greater Sudbury, The Social Planning Council of Sudbury, and the Sudbury & District Health Unit, will work towards the development and implementation of a community food security mandate that supports research, policies and programs that will endorse:

1) Population Health and Wellness

- Individual and household food security as a determinant of health;
- Adequate income, employment, housing, and transportation policies that ensure food accessibility and availability to all citizens; and
- Nutritional education and healthy food choices in schools, businesses and public places.

2) Community Development

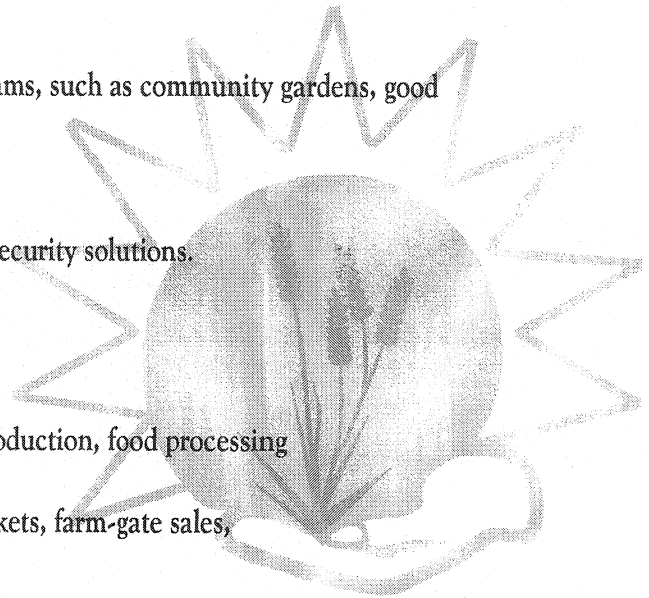
- An annual community food security report card;
- Food self-reliance through community-based food programs, such as community gardens, good food box programs and collective kitchens;
- Multi-cultural food festivals and cultural events;
- A community emergency food preparedness plan; and
- The involvement of the community in developing food security solutions.

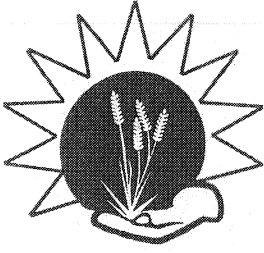
3) Investment in the Local Food System

- A regionally-based and community-driven food system;
- The viability of agricultural and rural communities;
- The development of regional value-added agricultural production, food processing and distribution systems; and
- The promotion of regional food products at farmer's markets, farm-gate sales, and local food outlets.

4) The Development of a Sustainable Food System

- Public and institutional education on the interdependence between the food system and a sustainable environment;
- Scientifically proven best management agricultural practices and regional crop varieties;
- The reduction of persistent toxic chemicals that can accumulate within the food chain;
- The development and implementation of renewable technologies in the expansion of the regional food system;
- Sustainable waste management practices; and
- Support for initiatives that educate on the loss of bio-diversity, resource depletion, and climate change, and that raise the awareness of global environmental issues.





**The Food Security Network of the Sudbury and Manitoulin Districts  
TERMS OF REFERENCE**

**Definitions:**

**Community Food Security: Adapted from the Ontario Provincial Health Association Position Paper: A Systemic Approach to Community Food Security: A Role for Public Health (November 2002)**

Community Food Security is a strategy for ensuring secure access to adequate amounts of safe, nutritious, culturally appropriate food for everyone, produced in an environmentally sustainable way, and provided in a manner that promotes human dignity.

This strategy is based on the vision of a local and regionally-based **food system**. It is based on the cooperation and partnerships among all contributors, from producers to consumers. This also includes government organizations, businesses, academic researchers, environmental advocates, and citizens groups.

The development of community food security considers all of the economic, environmental and social policies and aspects of the food system.

This includes consideration of the following:

- Having food security as a primary determinant of health for individuals and communities
- Increasing the availability and accessibility of nutritious food to those in need
- Food-based economic development, including production, processing and distribution
- The environmental sustainability of agricultural lands, wildlife and fish habitat.
- Building multi-cultural connections, social capital and social cohesion.
- Research and development of the local food production and distribution system.

**Food System**

A food system includes the deliberate organization and control of the production, processing, and distribution of food within particular area.

The food system includes:

- Inputs, such as seeds, fuel, pesticides, fertilizers, equipment, and labour
- Environmental considerations, such as air, land and water resources the disposal of waste products such as packaging and sewage
- Animal husbandry practices

- Economic systems and theories
- Food processors, storage, and distribution
- Marketing boards and agricultural organizations
- Urban agriculture, including community gardens, greenhouses, and community supported agriculture
- Direct marketing outlets, such as farmer's markets and farm gate sales (sales directly on the farm)
- Food service industry, including retail outlets, grocery stores, restaurants, and public institutions
- Community food distribution through NGO's and charities
- Food bank use and the level of food insecurity
- Cultural factors, such as dietary requirements

Assessing the food system considers:

- Food availability and accessibility
- The consumer base, the cultural and socio-economic influences
- The method and type of basic production
- The modes of distribution and marketing of food
- An assessment of the level of food insecurity
- Health issues related to diet

## **Food Insecurity**

Food insecurity is defined by "the limited or uncertain ability of nutritionally adequate and safe foods or limited or uncertain ability to acquire acceptable foods in socially acceptable ways. Food insecurity can be considered at the level of nations, communities, households, or individuals, but the term hunger is typically used in reference to food insecurity experienced by individuals or households." A Critical Examination of Community-Based Responses to Household Food Insecurity in Canada, Valerie Tarasuk, Phd.

### **1.0 Purpose**

- To promote the Food Charter within the Sudbury and Manitoulin Districts
- To provide networking opportunities for community groups and organizations in the Sudbury and Manitoulin Districts
- To link food security to local health, economic, environmental and community issues.
- To understand the barriers and opportunities to the development of a locally and regionally based food system
- To be a resource for food security information for the community
- To promote community-level involvement and advocacy
- To understand and promote food security policies that increase food accessibility and availability

### **2.0 Goals**

To create a Food Security Network (herein known as the Network) that represents all aspects of the food system, from producers to consumers. The Network members will endorse the Food Charter within their organization.

The Food Charter champions the local food systems approach, and the right to a nutritious diet, including the following principles:

The Food Systems Approach is a method of understanding all of the components of the food system, and of linking issues related to health, economy, environment and community development.

- The right of all citizens to adequate amounts of safe, nutritious, culturally acceptable food.
- The advocate to alleviate the systemic causes of food insecurity, such as poverty, and lack of accessibility and availability of nutritious food.
- The identification of food insecure groups, such as students, youth, single mothers, and others who may need community food support.
- Support for events highlighting the multi-cultural diversity of the Sudbury and Manitoulin area.
- The promotion of food safety policies and programs.
- Support food purchasing policies that serve as a model of health, social and environmental responsibility and follow the suggestions outlined in Canada's Food Guide.
- Support for community gardens and urban gardening programs to improve food self-reliance, fitness, a cleaner environment, and which beautify greenspaces, and foster community-building and social cohesion.
- Support for the local agricultural community, and the purchase of locally grown food.
- Support a civic culture that supports food programs that provide cultural, social, and economic, environmental and health benefits.
- Partnerships with community agencies, residents' groups, businesses and other levels of government to achieve these goals.

### **3.0 Benefits:**

The Network will provide opportunities to:

- To advocate for community support for food security initiatives, as outlined in the Food Charter.
- To participate, develop and educate the community on the principles outlined in The Food Charter in response to specific food security challenges identified by an individual, group, agency, or organization
- To discuss issues, identify common ground and develop consensus on key policies and programs in a neutral, supportive environment
- To participate in the development of increased food security status in the District of Sudbury and Manitoulin.

### **4.0 Structure**

#### **4.1 Membership**

Membership is free, and open to any community group interested in promoting the values of the Food Charter and of the Goals and Objectives of the Network. Membership should include the following groups and organizations:

- Community-based food initiatives

- Health NGOs (e.g. Ontario Heart & Stroke Foundation, Canadian Cancer Society, Dietitians of Canada)
- Food service industry, including restaurants, and other food-based micro-enterprises
- Social Development NGOs
- Public Health Unit and Department of Health Units
- Anti-Poverty groups, social planning councils, food policy councils and food security coalitions
- Prenatal and Child Nutrition Programs
- Nutrition and food security researchers
- Food banks, and other emergency food providers
- Student nutrition programs
- Environmental sector
- Agricultural sector
- Food production and processing sector
- Consumers
- Corporate and private sector food outlets
- Ex-officio membership from relevant government portfolios (e.g. OMAFRA, Ministry of Health, COMSOC)

Members shall work in partnership to:

- Attend committee meetings, and send regrets if unable to attend
- Contribute to the Network by sharing information about nutrition and food security
- Participate actively in Network activities
- Act as a link between the Network and the community
- Develop a common vision and structure of the Network, as outlined in the Food Charter
- Broaden membership to a variety of sectors, through recruitment campaigns and other means
- Assist to identify and develop ways to share food security and nutrition-related knowledge and skills
- Promote networking and collaboration among individuals/groups with an interest in nutrition and food security-related issues, policies and programs
- Ensure ongoing monitoring and reporting of indicators relating to the status of local food security priorities

#### **4.2 Executive Committee**

The Food Security Network Executive will be comprised of the following:

1. Two Co-Chairs
2. Four Committee Chairs

The Co-Chairs and Committee Chairs shall have a term of office of one year, and shall be elected by majority vote by each committee in September of each calendar year.

##### **4.2.1 Duties of the Co-Chairs include:**

1. To ensure that members are aware of the Terms of Reference.
2. To assist in developing an agenda for each meeting, and to distribute the agenda one week in advance of each meeting.
3. To ensure that the minutes are recorded, distributed, and made available for reference upon

request.

4. To chair meetings, or to assign a meeting chairperson.
5. To facilitate networking and positive information sharing among all members.
6. To organize a meeting location, and to ensure that meetings are held in accordance with this Terms of Reference.
7. To maintain a contact list of the members.

#### **4.2.3 Duties of Committee Chairs**

1. To record memberships votes in their committee, as requested by the Co-chairs.
2. To identify issues that warrant committee meetings.
3. To ensure that the minutes are recorded and distributed to the full membership, and are available upon request.
4. To chair committee meetings, or to assign a chairperson.
5. To facilitate networking and positive information sharing among all members.
6. To organize a meeting location, and to ensure that meetings are held in accordance with this terms of reference.
7. To meet regularly with the Co-Chairs to discuss the issues that are relevant to the membership and the Food Charter.

#### **7.0 Meeting Frequency**

1. Meetings shall be held every second month for the Executive, and as required for the Committee members.
2. Meetings of the complete network shall be held annually each year. This meeting shall be open to the public.
3. Meetings shall be called upon request.

#### **8.0 Communications Strategy**

1. Official correspondence with the media must be done through the Executive Committee.
2. Minutes of all meetings shall be available to any member or individual.

## HUNGER FACTS 2003

### ➤ MORE DEMAND NATIONALLY

- Number of people using a food bank in *one month* of 2003: **777,869**
- Population of New Brunswick: **756,650**
- Increase in use since 2002: **5.5%**; since 1998: **9.01%**; since 1989: **105.8%**
- Number of food banks: **639 (482 in sample)**
- Number of meal programs open in March 2003: **450**
- Number of provinces & territories *without* a food bank: **0**
- Years since Canada's first food bank opened in Edmonton: **21**

### ➤ MORE DEMAND REGIONALLY

- Highest provincial per capita food bank use: **Newfoundland at 3.58%**
- Percentage of food bank users in cities >100,000 people: **63.5%**
- Percentage of food bank users in areas <100,000 people: **36.5%**

### ➤ CHALLENGES MEETING DEMAND

- Percentage of food banks with difficulty meeting demand: **40%**
- Number of pounds of food distributed in one month: **7.03 million**
- Number of meals served in one month: **2.29 million**
- Full-time equivalent jobs provided by volunteers in one month: **12,473**

### ➤ MORE WORKING FAMILIES

- Percentage of food bank users with jobs: **12.9%**
- Annual income of a four-person family needed to live in a large city at Statistics Canada's (2002) "low-income cut-off" level (LICO): **\$30,576**
- Number of provinces/territories with minimum wage rates above the LICO: **0**
- Percentage of food bank users receiving social assistance: **55.8%**
- Number of provinces/territories with welfare rates above the LICO: **0**
- Monthly cost of groceries for a 4-person family (Dieticians of Canada): **\$629**
- Actual monthly amount a family receiving social assistance has in Ontario for groceries, after paying (CMHC) average rent: **\$203**

### ➤ MORE HUNGRY CHILDREN

- Percentage of food bank users who are children: **39% (306,552)**
- Likelihood that a food bank recipient is a child: **+2 in 5**
- Years since the federal government promised to eliminate child poverty: **14**
- Change in the number of hungry children since then (1989): **+155,552**

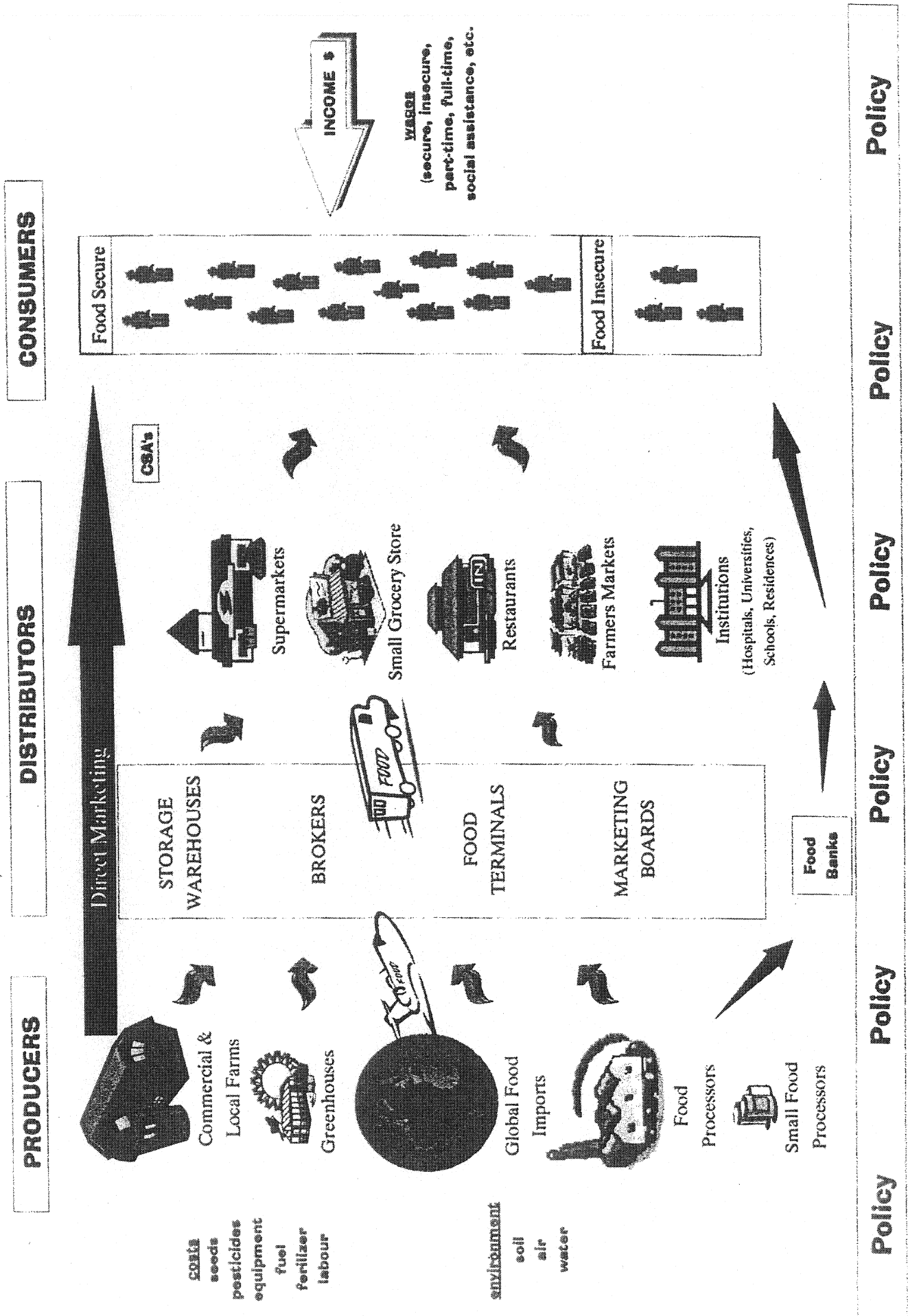
Canadians "seriously concerned" about domestic hunger (Totum Research Inc., 2003): **67%**

Number of "food bank" mentions in Parliament from Jan/01 to June/02 (Hansard): **1**

Percentage of donations to CAFB spent on charitable work: **+90**

Amount of government funding for CAFB core operations: **\$0**

# Our Food System



Ellen Desjardins Region of Waterloo Public Health

# Saskatoon Food Charter

## A Proposal

Canada stands committed to the United Nations Covenant on Social, Economic and Cultural Rights specifying the right of everyone to adequate food, and endorses a food security action plan stating "the fundamental right of everyone to be free from hunger" and "food security exists when all people at all times have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life" (Canada's Action Plan for Food Security – 1998).

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To meet this national commitment, and to make food security work in our community, the City of Saskatoon and other local organizations support the following elements as the basis for a Saskatoon Food Charter.

### Food Security and Production

- Food is an integral part of the economy of Saskatoon and the surrounding area. A commitment to building bridges between urban and rural communities on food security will strengthen the food sector's self reliance, growth and development.
- Local agriculture is important to producers and consumers alike. Urban and rural food security initiatives will preserve local agricultural production, and build on the mutual interdependence of producers and consumers. The Farmer's Market and the Good Food Box serve as viable models of this interaction with local farmers being able to market their products directly, and consumers being able to access nutritious, wholesome food.
- Urban agriculture can be advanced through the establishment of community gardens that contribute directly to the economic, environment and social life of city residents.
- Food must be produced in a manner that is environmentally sustainable, safe for consumption and socially just.

### Food Security and Justice

- Food is more than a commodity. It is a basic right. Every Saskatoon resident should have access to an adequate supply of nutritious, affordable and safe food without social and economic barriers. In Saskatoon, we must work with those communities most affected by lack of access to nutritious, affordable and safe food.

### Food Security and Health

- Food security contributes to the physical, mental, spiritual and emotional well-being of residents.
- Nutrition education and consumption of wholesome, healthy foods are important factors in determining the overall positive health of the city's population, and this begins with the promotion of healthy eating practices – as early as birth – with breast feeding.

### Food Security and Culture

- Food brings people together in the celebration of family and community, strengthening links between diverse cultures and urban and rural communities. The preparing, eating and sharing of food engages individuals and families in a social and community fellowship that balances physical and spiritual needs.
- Food is a social good that sustains and supports us and our communities.

### Food Security and Globalization

- Any international agreements entered into by our governments must respect the full realization of people's right to adequate, nutritious, accessible, affordable, safe food at home and internationally. National, provincial and local governments must guarantee the right of communities and individuals to food security through supporting viable, sustainable, agricultural production and an equitable income distribution.

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The fulfillment of a Saskatoon Food Charter relies on citizens participating directly in and promoting food security measures in their homes, their work places, their community, and in this process strengthening citizen involvement and concern.

# Toronto's Food Charter

*In 1976, Canada signed the United Nations Covenant on Social, Economic and Cultural Rights, which includes "the fundamental right of everyone to be free from hunger." The City of Toronto supports our national commitment to food security, and the following beliefs:*

*Every Toronto resident should have access to an adequate supply of nutritious, affordable and culturally-appropriate food.*

*Food security contributes to the health and well-being of residents while reducing their need for medical care.*

*Food is central to Toronto's economy, and the commitment to food security can strengthen the food sector's growth and development.*

*Food brings people together in celebrations of community and diversity and is an important part of the city's culture.*

*Therefore, to promote food security, Toronto City Council will:*

- ❖ champion the right of all residents to adequate amounts of safe, nutritious, culturally-acceptable food without the need to resort to emergency food providers
- ❖ advocate for income, employment, housing, and transportation policies that support secure and dignified access to the food people need
- ❖ support events highlighting the city's diverse and multicultural food traditions
- ❖ promote food safety programs and services
- ❖ sponsor nutrition programs and services that promote healthy growth and help prevent diet-related diseases
- ❖ ensure convenient access to an affordable range of healthy foods in city facilities
- ❖ adopt food purchasing practices that serve as a model of health, social and environmental responsibility
- ❖ partner with community, cooperative, business and government organizations to increase the availability of healthy foods
- ❖ encourage community gardens that increase food self-reliance, improve fitness, contribute to a cleaner environment, and enhance community development
- ❖ protect local agricultural lands and support urban agriculture
- ❖ encourage the recycling of organic materials that nurture soil fertility
- ❖ foster a civic culture that inspires all Toronto residents and all city departments to support food programs that provide cultural, social, economic and health benefits
- ❖ work with community agencies, residents' groups, businesses and other levels of government to achieve these goals.



## Towards a food-secure city

Canada's National Action Plan for Food Security states that "Food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life."<sup>1</sup>

In May 2000, Toronto City Council voted unanimously to become a food-secure city that would strive to ensure:

- the availability of a variety of foods at a reasonable cost
- ready access to quality grocery stores, food service operations, or alternative food sources
- sufficient personal income to buy adequate foods for each household member each day
- the freedom to choose personally- and culturally-acceptable foods
- legitimate confidence in the quality of the foods available
- easy access to understandable, accurate information about food and nutrition
- the assurance of a viable and sustainable food production system.

## Ten reasons why Toronto supports food security

Food is a need all people share. So is the need for food security. Food security is not someone else's problem. Nor is it a problem that can be safely ignored by anyone or any government. If our city depends on imports for basic staples, we have a food security problem. If foods aren't labelled accurately so people know exactly what's in them, we have a food security problem. If foods aren't properly

inspected, we have a food security problem. If topsoil erodes and water tables are polluted, future food security is threatened. If healthy foods aren't affordable, we're all just one layoff, one divorce, one major accident or illness away from food insecurity.

Food security, however, is not just a set of problems. It creates opportunities. There are at least ten good reasons why investments in food security are among the smartest ethical investments a city can make, and why Toronto is starting to make those investments now.

### *1. Food security means no-one in the city goes to bed hungry.*

Toronto tries to be a city where everyone belongs, feels part of a larger community and has an opportunity to contribute. It does not want to be a city torn between haves and have-nots. The decision to make Toronto a food-secure city acknowledges that each of us is affected by the well-being of others. International studies show that people from all income groups are healthier when people from low-income groups are also healthy.<sup>2</sup> Some people see this commitment as a matter of conscience and respect for human rights. Some see it as enlightened self-interest and respect for the conditions that create a safe and liveable city. Either way, food security is essential to an open, peaceable and civil city Torontonians can take pride in.

### *2. Food security makes the city more affordable.*

Toronto is one of the few world cities in which people from all walks of life can still afford to set up home and raise families. But

<sup>1</sup>Canada's Action Plan for Food Security: A Response to the World Food Summit, 1998.

<sup>2</sup>For example, the poorest people in Sweden are healthier, on average, than the richest people in England. See Dennis Raphael, "Public Health Responses to Health Inequalities," *Canadian Journal of Public Health*, November-December 1998, page 89; R.G. Wilkinson, *Unhealthy Societies: The Afflictions of Inequality* (New York: Routledge, 1996); D. Vagero et al., "Health Inequalities in Britain and Sweden," *The Lancet*, 1989, no. 2, pages 35-36; D. Loon et al., "Social Class Differences in Infant Mortality in Sweden: A Comparison with England and Wales," *British Medical Journal*, 1992, vol., 305, pages 687-91.

it's an expensive place to live. During the 1990s, despite the boom in some economic sectors, the number of Toronto families living in poverty increased, both absolutely and relatively. Food banks, created as a short-term stopgap during the 1980s, became permanent fixtures in the city.

Measures that enable people to buy and prepare healthy but inexpensive food, or to grow some of their own food, help make the city more affordable to everyone.

### ***3. Food security means every child gets a head start.***

Kids need a nourishing breakfast and a good lunch to get the most from their school day. Research proves that child nutrition and learning are closely linked, and that childhood nutritional shortcomings can last a lifetime. That's why school nutrition programs are well established across Europe and the United States.

Canada is the only western industrialized country that does not have a national child nutrition program. But Toronto gives 65,000 children a head start on their day and their life with school breakfast, snack and lunch programs supported by the city, province, volunteers and local businesses.

### ***4. Food security saves on medical care.***

A healthy diet is the most cost-effective form of health care available. Heart disease, strokes, diabetes and cancer, all of which are related to diet, cost Toronto \$491 million a year in medical bills and lost productivity. Many worry that a public and universal health care system cannot sustain the burden of expensive treatments of preventable diseases. To protect Canada's health care system, especially as the population ages and chronic diseases peak, nutrition needs to be treated as a first line of defence.

### ***5. Food security means more local jobs.***

Unlike people in many world cities, Torontonians rely almost entirely on food trucked from thousands of kilometres away. That means Toronto's food dollars travel thousands of kilometres to create jobs elsewhere.

It doesn't have to be that way, especially in a region that has the best farmland in Canada. As recently as 1960, most of Toronto's food came from within 350 kilometres of the city limits. If even 1.5 % of Toronto's surface area were made available to market gardeners and greenhouse operators, we could create a \$16 million a year industry growing 10% of our city's fresh vegetables. A combination of vacant, under-used land and flat empty roofs makes that goal achievable.

### ***6. Food security is environmentally friendly.***

The more we rely on the Greater Toronto Area for food, the more we will enjoy fresh air and clean water.

Since plants store carbon dioxide and release oxygen, gardens improve air quality. Local growers also reduce the need to bring in food by truck. Trucks burn 10 times more energy in transit than is in the food itself. Growing 10% of our vegetables in the city would reduce greenhouse gas emissions by 37.9 kilotonnes a year, help meet Toronto's commitments to reduce global warming, and avoid more than \$5 million in environmental costs.<sup>3</sup>

Plants also absorb rain, and keep rainwater out of the sewage system, where it's difficult and costly to treat. Rooftop gardens collect rainfall, and lower a building's heating and cooling needs. Putting gardens on top of 20% of the city-owned buildings in Toronto

<sup>3</sup>Calculations provided by Rod MacRae, Ph.D., food policy advisor, at the request of the Toronto Food and Hunger Action Committee.

would add 16 hectares of green space to the city, providing food, oxygen and better stormwater control.

**7. Food security reduces traffic pollution.**

Unlike many U.S. cities, Toronto boasts quality food stores within easy reach of most people. That's an amenity worth protecting.

The trend in food retail is to larger stores surrounded by huge parking lots, usually away from populated areas. As a result, people without cars are at a disadvantage, while shoppers with cars add to traffic jams and pollution. In a food-secure Toronto, people will live within walking distance of a food store and have the opportunity to exercise when they do their shopping errands.

**8. Food security is good business.**

Food processing, the city's largest industry sector, employs 40,000 workers. More than 120,000 people have food-related jobs, in restaurants, shops or marketing. Job security in these businesses depends on customers with food security.<sup>4</sup>

Toronto could create even more jobs by supplying more of its own food needs. It has a diverse and cosmopolitan populace that isn't always served by mass market products. Some people require halal or kosher meats. Vegetarians, vegans and people with food sensitivities and allergies all have special needs. These people support small, community-based processors who specialize in filling their special needs. These small companies create food security for their employees and customers.

**9. Food security means waste not, want not.**

A typical family of four generates a tonne of food and packaging waste a year. Most of it is carted away to landfill sites, at about \$60

a tonne. What we waste could be turned into any number of resources, including methane for clean fuel, livestock feed, or compost to enrich gardens. A city that is food-secure knows the difference between waste and the feedstock for another business or project.

Toronto has many resources waiting to be used. There is idle land that could be made into gardens, and greenhouses that lie empty for part of the year. Those gardens could use recycled water and rain for irrigation. The greenhouses can use waste heat coming from power plants and boilers. Food security is about not throwing opportunities away.

**10. Food security is neighbourly.**

People from all cultures build communities around food. Seder ceremonies, Eid-al-Fitr festivities, Caribana picnics, family dinners at Thanksgiving, wedding feasts, anniversary banquets... most people celebrate special events by breaking bread with companions — the word companion comes from the Latin for "with" and "bread." Community gardens also bring people together in a project that beautifies and enlivens a neighbourhood.

Some elderly or disabled residents rarely enjoy eating with friends and neighbours, but find it difficult to get around, and so often eat alone. In a food-secure Toronto, they will enjoy more opportunities to join others for a meal.

Toronto is the name its original inhabitants used for "meeting place." Food honours that tradition, and helps keep Toronto a place where people of many cultures and values enrich the city with their distinctive variations on our common human needs.

<sup>4</sup> Kyle Benham, "An Economic Development Strategy for the Toronto Food Sector," City of Toronto, May 1998.

# **Managers' Reports**

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# Request for Decision City Council



## Type of Decision

Meeting Date	August 19 <sup>th</sup> , 2004				Report Date	August 13 <sup>th</sup> , 2004			
Decision Requested	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No	Priority	<input type="checkbox"/>	High	<input type="checkbox"/>	Low
	Direction Only				Type of Meeting	<input checked="" type="checkbox"/>	Open	<input type="checkbox"/>	Closed

## Report Title

City of Greater Sudbury Fire Services 2004 Capital Procurement Purchase Plan

### Policy Implication + Budget Impact

This report and recommendation(s) have been reviewed by the Finance Division and the funding source has been identified.

Refer to Report that appeared on July 13<sup>th</sup>, 2004 Council Agenda.

Background Attached

### Recommendation

Council will consider Resolution #2004-415

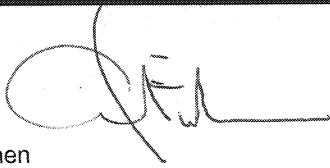
Recommendation Continued

### Recommended by the General Manager

Alan Stephen  
General Manager of Emergency Services

### Recommended by the C.A.O.

Mark Mieto  
Chief Administrative Officer

Date: August 13<sup>th</sup>, 2004**Report Prepared By**Alan Stephen  
General Manager of Emergency Services**Division Review****Summary:**

As per the request from Council at their meeting of 12 August 2004, the following information is provided to Council to assist them in their reconsideration of the 2004 Fire Capital Program.

A request to Council (Reference A) was presented to Council on 13 July 2004 requesting that they consider the 2004 Fire Capital Program initially approved by Finance Committee Resolution 2004-415 be replaced with a revised Capital Procurement Plan which would allow the CGS Fire Service to immediately purchase the following vehicles, equipment and personal protective equipment:

- a. Four Hundred (400) sets of Bunker Gear
- b. Three (3)-75-foot Aerial/Squirt Vehicles
- c. Three (3) Bush/Off Road Fire Fighting Vehicles
- d. Two (2) Water Rescue Boats with Trailers
- e. Convert an existing vehicle into a High Capacity Water Tanker
- f. Purchase a variety of miscellaneous fire fighting equipment
- g. AlerTech Funding

On July 2004, Emergency Services were given authority to expend IAW Reference A, \$3,404,820.00 over a five-year period.

The following is the status of expenditures on the 2004 Fire Capital Procurement Plan:

- a. Four Hundred (400) sets of Bunker Gear. 300 sets of Bunker Gear has been ordered, awarded to Metz Fire of Southern Ontario, \$495,000.00 is committed.
- b. Three (3)-75-foot Aerial/Squirt Vehicles. The RFP for the Aerials was due to be opened on August 17, zero commitment at this time.
- c. Three (3) Bush/Off Road Fire Fighting Vehicles. Three bush vehicles have been ordered and awarded. \$330,000.00 has been committed. (Locally CrossTown Chev Olds Sudbury has been awarded the chassis portion of the contract and an Ottawa based firm the equipment functions.)
- d. Two (2) Water Rescue Boats with Trailers. Specs are currently at Purchasing, zero commitment at this time.

Date: August 13<sup>th</sup>, 2004

- e. Convert an existing vehicle into a High Capacity Water Tanker. Specs at purchasing, zero commitment at this time.
- f. Purchase a variety of miscellaneous fire fighting equipment, \$126,000.00 awarded, ordered and committed at this time.
- g. Alertech Funding Commitment, \$53,000.00 committed at this time.

Total Committed is: \$1,004,000.00

## BACKGROUND

During the 2004 budget process, the staff presented a 2004 Capital Equipment Acquisition requirements list based on Fire Service needs. This included a variety of fire vehicles/apparatus, fire rescue equipment, personal protective equipment and construction requirements.

The 2004 funding allocated to Fire Services fell far short of meeting these needs, and only a limited Capital Program could be undertaken.

The Fire Service determined that there was funding available from current and previous fiscal years as follows:

•2002 Unexpended Capital - firefighting equipment & misc	\$ 138,067
•2003 Unexpended Capital - Pumper/rescue vehicle	\$ 723,167
•2004 Capital Envelope	\$ 179,820
•Capital Financing Reserve Fund - Fire	\$ 113,300
•Equipment Replacement Reserve Fund - Fire	\$ 520,760
•Total Up-Front Funding	\$ 1,675,114

Even with this up-front funding there was a shortfall of \$1,729,706.

Emergency Services then approached our Finance Division for assistance. The staff determined that if we were to purchase this equipment over a 5-year "lease to purchase" period, the cost would be approximately \$399,519 per year for the five-year period.

The Finance Division recommended financing the vehicles/apparatus and equipment through the Capital Fund and committing a portion of future contributions to the Equipment Replacement Reserve Fund to the repayment schedule.

By not committing future years' capital envelopes, the Fire Service will still have an annual allotment to fund essential minor equipment purchases for needs such as hoses, pumps, generators, SCBA's , etc.

Date: August 13<sup>th</sup>, 2004

The equipment requirements listed on the Report will only meet the CGS Fire Services current fire and rescue suppression needs. It was detailed that should Council not authorize the expenditures this could severely hamper the Fire Services operational capability. The Report indicated those operational impacts.

## REFERENCE DOCUMENTS

The staff has attached the following reference documents to assist Council in providing background prior to our "in-camera " briefing the week of 16 August:

- Document 1. Request for Decision. CGS Fire Services 2004 Capital Procurement Plan
- Document 2. CGS 2004 Capital Equipment Plan. Power Point presentation.
- Document 3. STATUS REPORT CGS MASTER FIRE PLAN. Of particular reference, we would point out pages: VIII, 33, 34,38, 43, and 45.
- Document 4. CGS Fire Services FLEET RATIONALIZATION PLAN dated December 2003.
- Document 5. Variety of Information on Wildland Fire Fighting background information. This will provide background to our requirement to purchase Bush Fire Fighting vehicles.
- Document 6. Variety of information on the use and employment of aerial fire fighting vehicles. This will provide background information to our requirement to purchase aerial/squirt type vehicles for residential and industrial
- Document 7. America at Risk. Finding and Recommendations on the role of the fire Service in the prevention and Control of Risks in America. Corner stone document for Fire Services in North America. Of particular interest staff would point out pages: 12, 13, 15, 26, 27, 28.
- Document 8. City of Winnipeg – Comprehensive Risk Analysis for Winnipeg Emergency Response Service Department. Of particular interest staff has included the Executive Summary and the Fire Operations portions of their 164 page report. Staff has attached this document as it forms the basis of what CGS is striving to accomplish from a fully integrated Fire and Emergency Medical Services Department. Winnipeg like CGS is struggling with many of the same challenges.

# Request for Decision City Council



Type of Decision									
Meeting Date	July 13 <sup>th</sup> , 2004				Report Date	July 9 <sup>th</sup> , 2004			
Decision Requested	<input checked="" type="checkbox"/>	Yes		No	Priority	<input checked="" type="checkbox"/>	High		Low
	Direction Only				Type of Meeting	<input checked="" type="checkbox"/>	Open		Closed

Report Title
City of Greater Sudbury Fire Services 2004 Capital Procurement Purchase Plan

Policy Implication + Budget Impact	
<input checked="" type="checkbox"/>	This report and recommendation(s) have been reviewed by the Finance Division and the funding source has been identified.
<p>This certifies that this future commitment is within the Annual Repayment Limit for the City of Greater Sudbury as recalculated.</p> <p><i>S. Jonasson</i> S. Jonasson City Treasurer/Director of Finance</p>	
<input type="checkbox"/>	Background Attached

Recommendation																	
<p>That the 2004 Fire Capital Program initially approved by Finance Committee Resolution 2004-45 be replaced with the following capital program:</p> <table border="0"> <tr> <td>Four Hundred (400) sets of Bunker Gear</td> <td style="text-align: right;">\$ 650,000</td> </tr> <tr> <td>Three (3) 75-foot Aerial/Squirt Vehicles</td> <td style="text-align: right;">2,100,000</td> </tr> <tr> <td>Three (3) Bush/Off Road Fire Fighting Vehicles</td> <td style="text-align: right;">330,000</td> </tr> <tr> <td>Two (2) Water Rescue Boats with Trailers</td> <td style="text-align: right;">80,000</td> </tr> <tr> <td>One (1) High Capacity Water Tanker</td> <td style="text-align: right;">65,000</td> </tr> <tr> <td>Miscellaneous equipment</td> <td style="text-align: right;">126,820</td> </tr> <tr> <td>AlerTech funding commitment</td> <td style="text-align: right;"><u>53,000</u></td> </tr> <tr> <td><b>TOTAL CAPITAL PROGRAM</b></td> <td style="text-align: right;"><b><u>\$ 3,404,820</u></b></td> </tr> </table>		Four Hundred (400) sets of Bunker Gear	\$ 650,000	Three (3) 75-foot Aerial/Squirt Vehicles	2,100,000	Three (3) Bush/Off Road Fire Fighting Vehicles	330,000	Two (2) Water Rescue Boats with Trailers	80,000	One (1) High Capacity Water Tanker	65,000	Miscellaneous equipment	126,820	AlerTech funding commitment	<u>53,000</u>	<b>TOTAL CAPITAL PROGRAM</b>	<b><u>\$ 3,404,820</u></b>
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<b>TOTAL CAPITAL PROGRAM</b>	<b><u>\$ 3,404,820</u></b>																
<input checked="" type="checkbox"/>	Recommendation Continued																

Recommended by the General Manager
<p><i>A. F. Stephen</i> A. F. Stephen, GM Emergency Services</p>

Recommended by the C.A.O.
<p><i>Mark Mieto</i> Mark Mieto, CAO</p>

Date: July 9<sup>th</sup>, 2004

**Report Prepared By**

*D. Donaldson/rs*

Donald Donaldson, Fire Chief

**Division Review**

*AF Stephen*

AF Stephen GM Emergency Services

with up-front funding provided as follows:

Reallocation of 2002 Unexpended Capital	\$ 138,067
Reallocation of 2003 Unexpended Capital	723,167
Fire Capital Financing Reserve Fund (at the end of 2003)	113,300
Equipment Replacement Reserve Fund (at the end of 2003)	520,760
2004 Capital Envelope	<u>179,820</u>
Total Up-Front Funding	<u>\$ 1,675,114</u>

That the balance of the program, \$1,729,706, be financed through an advance from the Capital Fund, amortized over a five-year period at a rate of 5%, all of which is in compliance with the City's Investment Policy; and

That a portion of future contributions to the equipment replacement reserve fund be committed towards lease repayments, which includes interest of \$ 267,890, as follows:

2004 Equipment Replacement Reserve Fund contribution	\$ 199,760
2005 Equipment Replacement Reserve Fund contribution	399,519
2006 Equipment Replacement Reserve Fund contribution	399,519
2007 Equipment Replacement Reserve Fund contribution	399,519
2008 Equipment Replacement Reserve Fund contribution	399,519
2009 Equipment Replacement Reserve Fund contribution	<u>199,760</u>
Total Reserve Fund Contributions	<u>\$ 1,997,596</u>

TOTAL FUNDING \$ 3,672,710

**Background**

The City of Greater Sudbury has a Composite Fire Service combining the strengths of career, part-time and volunteer firefighters. Within the Fire Services Division, we provide three basic services to the citizens of this city including: Public Safety Education and Prevention; Fire Safety Standards and Enforcement and Emergency Response and Suppression.

The principle objective of our Fire Service is fire avoidance and increased fire prevention effectiveness. That being said, the Fire Service must continue to provide timely response in the event of an emergency to mitigate effects of incidents. On the emergency response side, the Division has been responding to a number of calls for our assistance. During 2003, there were approximately 4500 emergency responses. They are handled by staff from our 25 fire stations, located across the city.

Date: July 9<sup>th</sup>, 2004

In September of this year, we will be briefing you on our recommendations for the City of Greater Sudbury's Master Fire Plan in order to receive your direction to establish our vision, mission and goals for the period 2005 to 2015. We believe that you will be directing us to enhance and, where required, expand our current capabilities to include the following: fire prevention and education, fire standards enforcement, fire rescue, fire suppression including structure, open field, and aircraft, vehicular extrication, HAZMAT ranging from Level 1 to 3, on-water/over-ice/rough terrain/high angle and confined space rescue. This Plan will include equipment needs, for which no funding is available. Council has committed to implementing a Capital Levy in 2005, and has directed that this Levy be utilized for Roads capital projects in 2005 and 2006. It is hoped that the 2007 Capital Levy will be directed to the funding shortfall for equipment, not only in Fire Services but in Public Works and Transit as well.

**2004 Equipment Requirements**

During the 2004 budget process, we presented a 2004 Capital Equipment Acquisition requirements list based on fire service needs. This included a variety of fire vehicles/apparatus, fire rescue equipment, personal protective equipment and construction requirements. The 2004 funding allocated to Fire Services fell far short of meeting these needs, and only a limited capital program could be undertaken. However, Fire Services has an immediate need to procure the following additional apparatus and protective equipment to enable us to meet our current mandated fire suppression and rescue mandate/mission:

- a. 400 sets of bunker gear;
- b. Three (3) 75 ft aerial/squirt vehicles;
- c. Three (3) bush/off road fire fighting vehicles;
- d. Two (2) water rescue boats with trailers; and
- e. One (1) high capacity water tanker.

The cost to procure the equipment listed above was initially forecast to be \$3,375,000. The Fire Service immediately began to research alternative ways to meet our requirements within the budget allocated. This included amending specifications to minimum levels and utilizing a rebuilt vehicle replacement criteria. Through this re-assessment, the Fire Service reduced the overall financial requirements to \$3,225,000. With the miscellaneous equipment amount of \$126,820 (which is a redirection of previously authorized capital funding for minor equipment needs) and the funding commitment to AlerTech (which remains unchanged at \$53,000 as initially approved) the revised financial requirements amount to \$3,404,820.

The Fire Service also determined that there was funding available from current and previous fiscal years as follows:

2002 Unexpended Capital - firefighting equipment & misc	\$ 138,067	
2003 Unexpended Capital - pumper/rescue vehicle	723,167	
2004 Capital Envelope	179,820	
Capital Financing Reserve Fund - Fire	113,300	(this is the full balance of the reserve fund at the end of 2003)
Equipment Replacement Reserve Fund - Fire	<u>520,760</u>	(this is the full balance of the reserve fund at the end of 2003)
 Total Up-Front Funding	 \$ <u>1,675,114</u>	

Even with this up-front funding there was a shortfall of \$1,729,706. We then approached our Finance Division for assistance. We determined that if we were to purchase this equipment over a 5-year "lease to purchase" period, the cost would be approximately \$399,519 per year for the five year period. The Finance Division recommended financing the vehicles/apparatus and equipment through the Capital Fund and committing a portion of future contributions to the equipment replacement reserve fund to the repayment schedule. Under the terms of the City's Investment Policy, this loan could be repaid to the Capital Fund at a rate of 5% whereas a commercial rate would range from 7% to 9%.

Date: July 9<sup>th</sup>, 2004

By not committing future years' capital envelopes, Fire Services will still have an annual allotment to fund essential minor equipment purchases or replacements for needs such as hoses, pumps, generators, SCBAs, etc. However, the necessity to commit the bulk of future reserve fund contributions to equipment replacement will leave Fire Services with very little contingency funding for any capital procurement requirements that Council may wish to authorize in the Master Fire Plan implementation for the period 2005 to 2015. It cannot be emphasized enough that there is an urgent need to commit the 2007 Capital Levy to meet the funding shortfall for all equipment needs.

The equipment requirements listed above will meet our current fire rescue and suppression needs. Should Council not authorize the expenditures outlined above, this will severely hamper our operational capability.

For example, our Volunteer Bunker Gear is in desperate need of replacement. Without immediate replacement, we might have to limit the rescue capability of the volunteer service to outside fire suppression only. Without this new bunker gear, the volunteers increase their exposure to danger when entering a high risk fire area. As well, the City could face a Ministry of Labour order to replace the Volunteer Bunker Gear.

Three aerial squirts are required to replace an aging aerial and pumper fleet. We are having an extremely difficult time maintaining and keeping these vehicles in service. Currently, we are re-allocating fire apparatus to meet vehicle non-serviceability and, at times, there are areas within CGS that we are having difficulty covering within the prescribed time-frames with appropriate equipment.

We are currently unable to provide the immediate response to all areas (3600 sq km) of the CGS with respect to fighting bush fires and to initiate initial rough terrain fire rescue for incidents such as air crashes and isolated structural fires. The purchase of bush/off road fire fighting vehicles will enable us to respond to these types of calls.

Currently, the Fire Service has withdrawn all non-authorized "fishing type boats" given the threat they represent to our fire-fighters. At this time, our Fire Service can only conduct shore based rescue. Without proper rescue boats, we are unable to respond to an on-water emergency.

Although we are currently taking receipt of three water-tankers, we do not have a full complement of tankers. Our capacity to meet our water haulage capability to rural areas continues to be a challenge. We currently have a "Bronto" vehicle which we can convert to a high capacity water tanker for 10% of the cost of a new tanker.



City of Greater Sudbury Fire Services

**2004 Capital Equipment Program**

## 2004 Capital Equipment Program

That the 2004 Fire Capital Program initially approved by Finance Committee Resolution 2004-45 be replaced with the following capital program:

• Four Hundred (400) sets of Bunker Gear	\$ 650,000
• Three (3) 75-foot Aerial/Squirt Vehicles	\$2,100,000
• Three (3) Bush/Off Road Fire Fighting Vehicle	\$ 330,000
• Two (2) Water Rescue Boats with Trailers	\$ 80,000
• One (1) High Capacity Water Tanker	\$ 65,000
• Miscellaneous equipment	\$ 126,820
• AlerTech funding commitment	\$ 53,000
<b>TOTAL CAPITAL PROGRAM</b>	<b>\$ 3,404,820</b>

## **2004 Capital Equipment Program**

### **Background**

- The City of Greater Sudbury has a Composite Fire Service combining the strengths of career, part-time and volunteer firefighters. Within the Fire Services Division, we provide three basic services to the citizens of this city including: Public Safety Education and Prevention; Fire Safety Standards and Enforcement and Emergency Response and Suppression.
- The principle objective of our Fire Service is fire avoidance and increased fire prevention effectiveness. That being said, the Fire Service must continue to provide timely response in the event of an emergency to mitigate effects of incidents. On the emergency response side, the Division has been responding to a number of calls for our assistance. During 2003, there were approximately 4500 emergency responses. They are handled by staff from our 25 fire stations, located across the city.

## 2004 Capital Equipment Program

- In September of this year, we will be briefing you on our recommendations for the CGS MFP in order to receive your direction to establish our vision, mission and goals for the period 2005 to 2015.
- We believe that you will be directing us to enhance and, where required, expand our current capabilities to include the following: fire prevention and education, fire standards enforcement, fire rescue, fire suppression including structure, open field, and aircraft, vehicular extrication, HAZMAT ranging from Level 1 to 3, on-water / over-ice / rough terrain/high angle and confined space rescue.
- This Plan will include equipment needs, for which no funding is available. Council has committed to implementing a Capital Levy in 2005, and has directed that this Levy be utilized for Roads capital projects in 2005 and 2006.
- It is hoped that the 2007 Capital Levy will be directed to the funding shortfall for equipment, not only in Fire Services but in Public Works and Transit as well.

# 2004 Capital Equipment Program

## *2004 Equipment Requirements*

- During the 2004 budget process, we presented a 2004 Capital Equipment Acquisition requirements list based on fire service needs. This included a variety of fire vehicles/apparatus, fire rescue equipment, personal protective equipment and construction requirements.
- The 2004 funding allocated to Fire Services fell far short of meeting these needs, and only a limited capital program could be undertaken.
- However, Fire Services has an immediate need to procure the following additional apparatus and protective equipment to enable us to meet our current mandated fire suppression and rescue mandate/mission:
  - a. 400 sets of bunker gear;
  - b. Three (3) 75 ft aerial/squirt vehicles;
  - c. Three (3) bush/off road fire fighting vehicles;
  - d. Two (2) water rescue boats with trailers; and
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## 2004 Capital Equipment Program

- The cost to procure the equipment listed above was initially forecast to be \$3,375,000.
- The Fire Service immediately began to research alternative ways to meet our requirements within the budget allocated.
- This included amending specifications to minimum levels and utilizing a rebuilt vehicle replacement criteria.
- Through this re-assessment, the Fire Service reduced the overall financial requirements to \$3,225,000. With the miscellaneous equipment amount of \$126,820 (which is a redirection of previously authorized capital funding for minor equipment needs) and the funding commitment to AlerTech (which remains unchanged at \$53,000 as initially approved) the revised financial requirements amount to \$3,404,820.

## 2004 Capital Equipment Program

- The Fire Service also determined that there was funding available from current and previous fiscal years as follows:
- 2002 Unexpended Capital - firefighting equipment & misc \$ 138,067
- 2003 Unexpended Capital - pumper/rescue vehicle \$ 723,167
- 2004 Capital Envelope \$ 179,820
- Capital Financing Reserve Fund - Fire \$ 113,300  
(this is the full balance of the reserve fund at the end of 2003)
- Equipment Replacement Reserve Fund - Fire \$ 520,760  
(this is the full balance of the reserve fund at the end of 2003)
- Total Up-Front Funding \$ 1,675,114

## 2004 Capital Equipment Program

- Even with this up-front funding there was a shortfall of \$1,729,706.
- We then approached our Finance Division for assistance. We determined that if we were to purchase this equipment over a 5-year "lease to purchase" period, the cost would be approximately \$399,519 per year for the five year period.
- The Finance Division recommended financing the vehicles/apparatus and equipment through the Capital Fund and committing a portion of future contributions to the equipment replacement reserve fund to the repayment schedule.
- Under the terms of the City's Investment Policy, this loan could be repaid to the Capital Fund at a rate of 5% whereas a commercial rate would range from 7% to 9%.

## 2004 Capital Equipment Program

That the balance of the program, \$1,129,706, be financed through an advance from the Capital Fund, amortized over a five-year period at a rate of 5%, all of which is in compliance with the City's Investment Policy; and that a portion of future contributions to the equipment replacement reserve fund be committed towards lease repayments, which includes interest of \$ 174,964, as follows

2004 Eqpt Repl Res Fund contribution	\$ 199,760
2005 Eqpt Repl Res Fund contribution	\$ 399,519
2006 Eqpt Repl Res Fund contribution	\$ 399,519
2007 Eqpt Repl Res Fund contribution	\$ 399,519
2008 Eqpt Repl Res Fund contribution	\$ 399,519
2009 Eqpt Repl Res Fund contribution	\$ <u>199,760</u>
Total Reserve Fund Contributions	\$ <u>1,997,596</u>

## **2004 Capital Equipment Program**

- By not committing future years' capital envelopes, Fire Services will still have an annual allotment to fund essential minor equipment purchases or replacements for needs such as hoses, pumps, generators, SCBAs, etc.
- However, the necessity to commit the bulk of future reserve fund contributions to equipment replacement will leave Fire Services with very little contingency funding for any capital procurement requirements that Council may wish to authorize in the Master Fire Plan implementation for the period 2005 to 2015.
- It cannot be emphasized enough that there is an urgent need to commit the 2007 Capital Levy to meet the funding shortfall for all equipment needs.

## 2004 Capital Equipment Program

- The equipment requirements listed above will meet our current fire rescue and suppression needs. Should Council not authorize the expenditures outlined above, this will severely hamper our operational capability.
- Volunteer Bunker Gear is in desperate need of replacement. Without immediate replacement, we might have to limit the rescue capability of the volunteer service to outside fire suppression only. Without this new bunker gear, the volunteers increase their exposure to danger when entering a high risk fire area..
- Three aerial squirts are required to replace an aging aerial and pumper fleet. We are having an extremely difficult time maintaining and keeping these vehicles in service. Currently, we are re-allocating fire apparatus to meet vehicle non-serviceability and, at times, there are areas within CGS that we are having difficulty covering within the prescribed time-frames with appropriate equipment.

## 2004 Capital Equipment Program

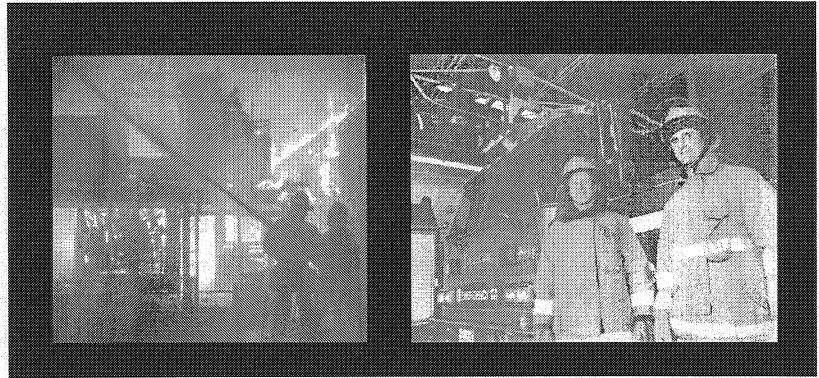
- We are currently unable to provide the immediate response to all areas (3600 sq km) of the CGS with respect to fighting bush fires and to initiate initial rough terrain fire rescue for incidents such as air crashes and isolated structural fires. The purchase of bush/off road fire fighting vehicles will enable us to respond to these types of calls.
- Currently, the Fire Service has withdrawn all non-authorized "fishing type boats" given the threat they represent to our fire-fighters. At this time, our Fire Service can only conduct shore based rescue. Without proper rescue boats, we are unable to respond to an on-water emergency.
- Although we are currently taking receipt of three water-tankers, we do not have a full complement of tankers. Our capacity to meet our water haulage capability to rural areas continues to be a challenge. We currently have a "Bronto" vehicle which we can convert to a high capacity water tanker for 10% of the cost of a new tanker.

## 2004 Capital Equipment Program

That the 2004 Fire Capital Program initially approved by Finance Committee Resolution 2004-45 be replaced with the following capital program:

• Four Hundred (400) sets of Bunker Gear	\$ 650,000
• Three (3) 75-foot Aerial/Squirt Vehicles	\$ 2,100,000
• Three (3) Bush/Off Road Fire Fighting Vehicle	\$ 330,000
• Two (2) Water Rescue Boats with Trailers	\$ 80,000
• One (1) High Capacity Water Tanker	\$ 65,000
• Miscellaneous equipment	\$ 126,820
• AlerTech funding commitment	\$ 53,000
<b>TOTAL CAPITAL PROGRAM</b>	<b>\$ 3,404,820</b>

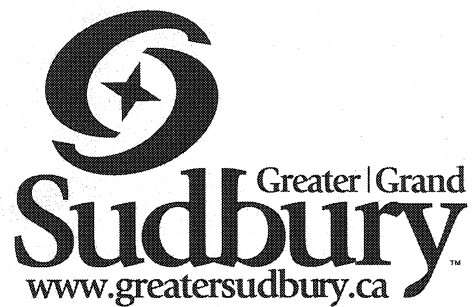
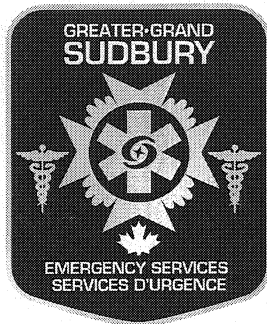




**D R A F T**

# Master Fire Plan

City of Greater Sudbury  
February 25th, 2004



The built up area of the former City of Sudbury is protected predominately by career firefighters based at station. In this area the fire service strives to deliver an *initial* response by a minimum of 10 firefighters within 10 minutes of an alarm. By multi-tasking this level of response will enable firefighters to concurrently undertake interior fire suppression and rescue activities. To achieve this objective the common practice is to deploy a minimum of two companies or stations concurrently. If upon arrival at scene, it is determined that the situation warrants additional resources, then they are called in.

The built up area of the former City of Valley East is protected by a composite firefighter force. In this area the fire service strives to deliver a response by a minimum of 10 firefighters within 10 minutes of an alarm. To achieve this objective the common practice is to deploy three stations concurrently (Val Therese, Val Caron and Hanmer stations). The response will consist of two on duty career firefighters and three volunteer brigades.

The rural / remote areas of the community are protected solely by volunteer fire fighting staff. In these areas the fire service strives to deliver a response by a minimum of 10 firefighters within 10 minutes of an alarm. To achieve this objective the common practice is to deploy two volunteer stations concurrently. The response will consist of two volunteer brigades.

The City's fire service will not always achieve these targets. This is particularly true in areas outside of the built up portion of the City core. The reasons include the City's vast geographic area, the mix of small urban communities separated by rural development and vast tracts of undeveloped land, and the numerous relatively isolated population centres.

The fire services' ability to achieve the objectives depends greatly upon a sufficient number of volunteer firefighters responding rapidly when paged. Despite best efforts, unfortunately this does not always happen. A minimum of 4 firefighters are required before interior fire suppression can be commenced. If less than 4 volunteer firefighters arrive scene residents may expect only exterior fire fighting activities.

If it takes longer than 10 minutes for firefighters to arrive at the scene of a structure fire, the resident may expect only exterior fire fighting activities. Another mitigating consideration are concurrent multiple calls originating in the same geographic area, as fire resources may already be preoccupied.

The targets set out above are based on guidelines for firefighter response set out by the OFM. They have been established by the City's fire service as operational objectives; they are not ingrained in municipal public policy. This is a common practice among fire departments as it provides the requisite flexibility to adjust fire suppression services in response to changing needs and circumstances.

Firefighting is not the fire services' sole preoccupation. The division is evolving into a service capable of delivering a multi-risk emergency response. This transformation is consistent with the Emergency Services Department's overall mission, and per North American trends it reflects the increasing needs by communities such as Greater Sudbury, for a broad range of emergency services.

For emergencies other than fire, residents across the Greater City may expect the following of their firefighters: capability to deal with wildland and vehicle fires, to perform basic vehicle extrication and shore-based ice / water rescue, to respond to fire alarm, carbon monoxide and public assistance calls, and to participate in land search and rescue. From stations based in the City core, Dowling, Vermillion, Levack and Capreol, residents may expect firefighters to perform medical assists.

The fire service system is equipped with approximately 80 vehicles. Virtually all fire stations are equipped with a pumper. In addition there are 9 tankers, 9 rescue vehicles, 2 aerials, 3 telesquirts and 8 bush trucks. Despite this array of vehicles there is a relatively limited elevated master stream

capability. Of the two aerials only one is fully operational<sup>1</sup>. Two of three telesquirts are fully operational.

A recently developed fleet replacement schedule proposes that in 2004, one aerial be replaced at a cost of approximately \$1.1 million and that three telesquirt be purchased, each at a cost of approximately \$750,000. The current capital budget will not cover the entire cost of these vehicle purchases; for this purpose City Council's approval of additional funding will be required.

The fire service plans to increase the number of spare pumpers from the current three to five. This, they propose to accomplish over time by modifying the pumper replacement schedule. Fire service management anticipate that this initiative will not require new funding (i.e., funding beyond the annual capital budget).

In 2003 the City budgeted \$13.2 million for fire services operations. The 2004 proposed operating budget is \$14.6 million. The proposed budget is to operate the fire services system at the current level. In this regard the proposed budget provides for anticipated wage and benefit increases due to cost-of-living adjustments, and the changes recently approved by City Council including firefighter staffing adjustments for the former Valley East and the organizational realignment approved in June.

The proposed 2004 budget does not address the annual capital under-funding for fleet and equipment replacement. Nor does it provide for newly proposed service improvements and acquisitions such as the acquisition of an electronic records management system, expanded ice and water rescue training, and high angle and confined space rescue training.

Exhibit 7.1 presents a comprehensive list of current and planned fire service system initiatives along with their financial impacts, as estimated by fire services management. As noted therein, relatively few initiatives require new funding. Fire service management are of the opinion that most can be funded from within the current (and anticipated) operating and capital budgets.

### Considerations for Change

Prior to amalgamation the former seven municipalities deployed and dispatched their fire resources in accordance to jurisdictional boundaries. The Greater City's composite fire service continues to dispatch its resources in much the same way. This situation exists because the CAD database and dispatch protocols have yet to be adjusted. Fire services management have commenced recently, to make the necessary modifications. They are expected to go into effect mid-year. The modifications are guided by the following recently developed principles, which in the interest of public safety, have been designed to provide balanced emergency response and coverage regardless of the career / volunteer firefighter distinction:

- Emergency responses by the Fire Service shall not be dictated or influenced by City ward boundaries.
- The fire station capable of providing the fastest response with the appropriate resources shall be required to respond, if not pre-occupied elsewhere.
- Within the annual budget envelope approved by City Council, fire services management reserve the right to adjust the deployment of fire resources when required, to meet the fire risk and emergency response needs of the City.

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<sup>1</sup> As of the date of this report this aerial is temporarily out of commission; undergoing engine repair.

The fire services' ability to achieve the objectives also depends greatly upon a sufficient number of volunteer firefighters responding rapidly when paged. Despite best efforts, unfortunately this does not always happen. If relatively few volunteer firefighters arrive scene (i.e., less than 4 volunteers) residents may expect only exterior fire fighting activities.

Similarly, in cases of structure fire residents may expect only exterior fire fighting activities if it takes longer than 10 minutes for firefighters to arrive scene. This applies regardless as to whether the residents are located in areas served by career or volunteer firefighters. This notwithstanding, it is the firefighters who upon arrival at the fire scene, will decide whether it is safe to proceed with interior fire suppression and rescue, or to limit their activities solely to exterior fire fighting.

Another mitigating consideration are concurrent multiple calls originating in the same geographic area, as fire resources may already be preoccupied at a call.

The targets set out above, have been established by the City's fire service as operational objectives; they are not ingrained in municipal public policy. This, as further discussed in Section 6.3 of this report, is a common practice among fire departments as it provides the requisite flexibility to adjust fire services in response to changing needs and circumstances. To a great extent they are based on guidelines for firefighter response set out by the OFM. This too is discussed further in Section 6.3 of this report.

A common practice among emergency service providers is to target response performance to a fractile percentage of total reported incidents. For this purpose the fractile percentage often chosen is 90 percent (i.e., that the standard be achieved in 90 percent of reported incidents); although it does vary among municipal fire services, ranging from 75 percent in some jurisdictions to 90 percent in others.

As discussed previously in Section 4 of this report the City of Greater Sudbury fire service does not presently possess an effective records management system. This is impeding their ability to track calls and response performance with any degree of reliability. Solutions are in the works (also as described previously) which shortly, will enable the City to more rigorously measure response performance.

### **What Services Residents may Expect in the Event of an Emergency Other than Fire**

The fire and rescue call records presented previously in Section 3 demonstrate that firefighting is not the fire department's sole preoccupation. Discussions with fire services management and firefighters confirm that the department is evolving into a service capable of delivering a multi-risk emergency response.

This report is of the view that the ongoing transformation is not only consistent with the Emergency Services Department's overall mission, it is also consistent with North American trends and reflects the increasing needs by communities for a broad range of emergency and risk management services.

For emergencies other than fire, residents across the entire Greater City may expect the following of their firefighters: capability to deal with wildland and vehicle fires, to perform basic vehicle extrication and shore-based ice / water rescue, to respond to fire alarm, carbon monoxide and public assistance calls, and to participate in land search and rescue. From stations based in the City core, Dowling, Vermillion, Levack and Capreol, residents may expect firefighters to perform medical assists.

Again, these expectations are not based on approved public policy. They reflect the current equipment with which the department is furnished and the current level of fire fighter training.

Currently residents should not expect extensive expertise in high angle or confined space rescue, or in dealing with hazardous materials. For these situations, the City's fire service will respond and handle the situation in an appropriate fashion.

## 5.4 Apparatus

The fire service system is equipped with approximately 80 vehicles. Exhibit 5.7 presents a breakdown of the major equipment by station and City ward. As shown by the exhibit, virtually all fire stations are equipped with a pumper. In addition there are 9 tankers, 9 rescue vehicles, 2 aerials, 3 telesquirts with elevated master stream capability and 8 bush trucks.

EXHIBIT 5.7  
FIRE SUPPRESSION & RESCUE STAFFING & FLEET

Station	Suppression Staff			Fleet							
	Description	Captains	F.F's	Total	Pumper	Tanker	Rescue	Aerial	Squirt	Bush	Total
<b>Ward 1</b>											
4 Long Lake (Note 2)	career 4-pers 24/7	4	12	16	1	1		1			3
5 Copper Cliff	vol's	3	10	13	1						1
6 Waters	vol's	3	15	18		1	1		1		3
7 Lively	vol's	2	16	18	1						1
8 Whitefish	vol's	3	15	18	1	1	1				3
9 Beaver Lake	vol's	1	6	7		1					1
<b>Ward 2</b>											
10 Azilda	vol's	3	15	18	1		1				2
11 Chelmsford	vol's	4	19	23	1	1	1		1	1	5
12 Dowling	vol's	4	14	18	1	1	1			1	4
13 Vermillion	vol's	1	6	7	1						1
14 Levack	vol's	3	11	14	1					1	2
<b>Ward 3</b>											
15 Val Caron (Note 3)	vol's	2	15	17	1				1		2
16 Val Therese	career 2-pers 24/7	4	5	9	1	1	1			1	4
	vol's	1	16	17							
17 Hanmer	vol's	1	16	17	1	1					2
<b>Ward 4</b>											
18 Capreol	vol's	3	15	18	1		1				2
19 Railway Ave (Note 1)	vol's				1						1
20 Garson	vol's	3	16	19	1		1			1	3
21 Falconbridge	vol's	2	10	12	1						1
22 Skead	vol's	2	10	12	1					1	2
<b>Ward 5</b>											
1 Van Horne (Main)	career 6-pers 24/7	8	32	40	2		1	1			4
23 Coniston	vol's	2	12	14	1					1	2
24 Wahnapiatae	vol's	2	8	10	1	1					2
25 Red Deer	vol's	2	4	6	1						1
<b>Ward 6</b>											
2 Minnow Lake	career 4-pers 24/7	4	12	16	2						2
	vol's	2	12	14							
3 Leon (new Sudbury)	career 4-pers 24/7	4	12	16	1					1	2
<b>TOTAL</b>		<b>73</b>	<b>334</b>	<b>407</b>	<b>25</b>	<b>9</b>	<b>9</b>	<b>2</b>	<b>3</b>	<b>8</b>	<b>56</b>

1. Railway Ave station is staffed from Capreol station

2. The aerial assigned to Station 4 (Long Lake) is 30 years old and of limited operational use. It is not staffed and is maintained strictly for standby purposes.

3. The telesquirt assigned to Station 15 (Val Caron) is used strictly as a spare pumper. The elevated master stream component has been disabled permanently.

Despite the array of vehicles in the fleet, the Fire Services Division possesses a relatively limited elevated master stream capability. Of the two existing aerials only the one stationed at Van Horne (Station 1) is fully operational. The aerial assigned to Long Lake (Station 4) is 30 years old and of limited operational use. It is not staffed and is maintained strictly for standby purposes. Of the three telesquirts, only two are fully operational; those being the ones located at Waters (Station 6) and Chelmsford (Station 11). Due to age and mechanical malfunction, the telesquirt based at Val Caron (Station 15) serves as a spare pumper without an elevated master stream.

The communications centre utilizes a stand-alone VHF voice paging system manufactured by Zetron, to contact volunteer firefighters. The system employs five radio towers. The communicators must manually select the appropriate tower for each page, resorting to a paper-based index to locate the nearest fire station for 1<sup>st</sup> and 2<sup>nd</sup> response, and the appropriate tower for paging transmissions. Time out features on paging transmissions require that dispatchers page one volunteer station at a time – repeating the process for 2<sup>nd</sup> and 3<sup>rd</sup> response.

In a May 2003 discussion paper entitled 'Greater Sudbury Fire Service Communications', IBI Group offered the following two observations. First, the Greater Sudbury Police Services communications centre is staffed with well-trained professional communicators using state-of-art radio and CAD systems. Second, this notwithstanding, there are technological weaknesses in the communications system, which impact negatively on response time performance and limit the Police Services communications centre's capabilities to carry out automated performance tracking and management information system (MIS) reporting.

The discussion paper offered a number of suggestions by which to improve the Police Services' communications operation. The suggestions pertain predominately to electronically interfacing the fire paging system with the radio / telephone and CAD systems, and to providing a range of management reports to support monitoring, evaluation (quality assurance) and planning of fire and police services.

With City Council's approval senior management of the City's Fire and Police Services have jointly undertaken to implement the suggested improvements. They are expected to be fully implemented by mid-2004.

Other identified technological issues include limited radio access in the more remote fringe areas of the City, limited radio and paging capability at the backup dispatch located in the south end of the City and the need to replace a number of relatively outdated pagers. Fire and Police services are addressing these items.

## 5.7 Fire Services Operating Costs

### Proposed 2004 Fire Operating Budget

Last year (in 2003) the City budgeted \$13.2 million for fire services operations. This year's proposed operating budget (2004) is \$14.6 million. The proposed budget is to operate the fire services system at the current level. In this regard the proposed budget provides for the changes recently approved by City Council.

The proposed 2004 budget does not address the annual capital underfunding for fleet and equipment replacement (a discussed in Section 4.8). Nor does it provide for newly proposed service improvements and acquisitions such as the acquisition of an electronic records management system, expanded ice and water rescue training, high angle and confined space rescue training, and over time the recruitment of additional staff. The newly proposed initiatives are identified in Exhibit 7.1 along with their financial impacts.

The projected expenditure increase contained within this year's proposed budget is attributed predominately to the following factors. As noted some of the factors were approved by City Council in 2003, while others are subject to City Council's approval as part of the 2004 budget process:

- Valley East firefighter staffing adjustment, approved by City Council and implemented in spring 2003, resulting in the present staffing by two full-time salaried firefighters on duty at station 24/7;

- Organizational realignment, approved by City Council and implemented mid-way through 2003;
- Increase in fire services personnel, corresponding to the approved organizational realignment, to ensure leadership and appropriate levels of staffing of core and support services, with particular emphasis on public safety education, fire prevention, enforcement, firefighter training and quality assurance;
- Increased wages and benefits due to cost-of-living adjustments. Fire services management have earmarked funds pending the outcome of current contract negotiations;
- Resumption of OMERS contributions in January 2004; and
- Sundry additional costs attributed to increased costs of materials, contract services, professional development and training, etc.

**Municipal Performance Measurement Program**

In 2001 the provincial government introduced through legislation, the “Municipal Performance Measurement Program” requiring Ontario municipalities to provide taxpayers with information on an annual basis, on the performance of the services which they are mandated to deliver. The program requires municipalities to provide the information in a consistent manner, using a common set of measures, by September 30 each year on the previous year’s activities.

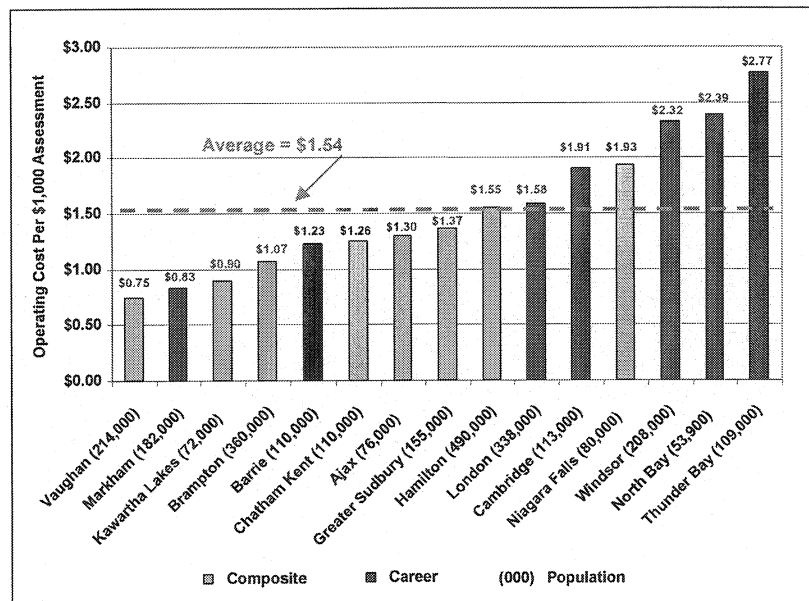
Firefighting is one of those services. The government’s objective is to promote and ensure efficient municipal fire services. For reporting purposes the chosen performance measure is the operating cost for fire services per \$1,000 of assessment.

Exhibit 5.11 presents a summary of the fire costs reported under the Municipal Performance Measurement Program, by 15

municipal fire services including the City of Greater Sudbury. The data shown is for 2002, which is the most current information available.

Of the 15 municipal fire services surveyed, Greater Sudbury ranked 8<sup>th</sup>, reporting a cost of \$1.37 per \$1,000 assessment. Seven municipalities reported costs lower than Greater Sudbury’s and seven reported higher fire service costs.

**EXHIBIT 5.11  
 COMPARISON OF MUNICIPAL FIRE SERVICE OPERATING COSTS**



risk occupancies, management are considering a multi-vehicle response involving up to three stations. If the dispatcher is unsure of the call type, they are required to dispatch the nearest station. On arrival the firefighters will determine whether additional resources are required, and if so call for additional assistance.

## 6.2 Fleet Rationalization

Another option under consideration is to reorganize / rationalize the fleet within the five fire districts, so as to enable each fire district to function somewhat independently on its own.

Also in the event of an emergency requiring additional resources, each fire district would be capable to either provide / call upon an adjacent area for rapid assistance.

The following are the basic elements under consideration in this option:

- Each fire station be equipped with a pumper.
- Each of the five fire districts be provided with an aerial master stream capability and rescue truck.
- Outlying districts be provided with two tankers (thus assuring a continuous supply of water via tanker shuttle).
- Bush trucks, utility vans and specialty units (e.g., boats) to be assigned to districts according to where they can be of greatest value.

EXHIBIT 6.1  
DISPATCH PROTOCOLS

TYPE OF CALL	MINIMUM NORMAL RESPONSE
Structure fire	2 pumpers, 1 rescue, 1 aerial or telesquirt
Automatic alarm	2 pumpers, 1 rescue, 1 aerial or telesquirt
High risk occupancy fire call	2 pumpers, 1 rescue, 1 aerial or telesquirt (proposing plus 1 pumper)
Hydro pole fire	1 pumper
Garbage bin fire	1 pumper
Vehicle fire	1 pumper
Medical call	1 crew - pumper or rescue unit
CO call or smell of gas	1 crew - pumper or rescue unit
Assistance calls	1 crew - pumper or rescue unit as required by the incident details
Bush fire	1 pumper/bush and also 1 tanker if required
Motor vehicle collision (MVC)	1 pumper, 1 rescue
Flooding	1 pumper
Rescue - ice/water	1 pumper and 1 rescue (with appropriate equipment)
Rescue - confined space	1 pumper and 1 rescue (with appropriate equipment)
Rescue - high angle	1 pumper and 1 rescue (with appropriate equipment), 1 aerial
Spills	1 pumper and 1 rescue (gas detection)
Authorized control burns	1 pumper
Unauthorized control burns	1 pumper

## 6.3 Structure Fire Response Target

Fire departments throughout North America rely extensively on the suggested guidelines and standards promoted by National Fire Protection Association (NFPA). Ontario municipalities also rely upon the suggested guidelines promoted by the Ontario Fire Marshal's Office.

For incidents of fire, both agencies strongly promote a firefighting response by a sufficient number of trained and properly equipped firefighters, within a time frame which allows for efficient, effective and safe conduct of emergency operations (preferably prior to flashover).

Both agencies recognize that most structure fires will require either a multi-station, or multi-company, response if a sufficient number of firefighters are to be deployed to the fire ground scene. Both agencies promote, where practical, that a minimum of 4 firefighters be dispatched and arrive together

on the initial apparatus, and both encourage a coordinated response to be managed by a single company officer.

Exhibit 6.2 summarizes the NFPA and OFM suggested guidelines for a firefighter response to a two-storey residential fire in an *urban* setting. This as identified previously, is the largest occupancy category in most municipalities including Greater Sudbury. Also, it has a relatively high fire incident rate. The information presented was extracted from various guideline documents including NFPA 1710 and the OFM's Public Fire Safety Guideline PFSG 04-08-12.

The OFM guideline suggests that a minimum of 10 firefighters be on scene within 10 minutes of an alarm; also if practical, a minimum of two vehicles, one preferably to be a triple combination pumper. The guideline is designed to provide sufficient staffing to accommodate either interior fire suppression or rescue operations – not both.

EXHIBIT 6.2  
 GUIDELINES FOR FIREFIGHTER RESPONSE TO  
 TWO STOREY RESIDENTIAL DWELLING IN URBAN SETTING

OFM	NFPA
10 firefighters on scene within 10 minutes of alarm	14 to 16 firefighters on scene within 10.5 minutes of alarm
Provides interior fire suppression <u>OR</u> rescue operations	Provides full interior attack <u>AND</u> rescue, with aerial operations as required
1.5 minutes for call taking & dispatch	
1 minute turnout for full-time salaried (career) firefighters	
90 <sup>th</sup> percentile performance target	

The NFPA guideline calls for a full first alarm assignment to be on scene within 10.5 minutes, the

time interval being calculated by this report as follows: a stated 8 minutes for deployment plus a stated 1 minute turnout and a 1.5 minute dispatch. The full first alarm assignment contingent is 14 firefighters if an aerial is not in operation and if the Incident Manager does not require aid. Otherwise for full fire attack, the required team could be up to 16 firefighters.

Both agencies promote the tracking of performance and as a measure of performance that the above standards be achieved in 90 percent of reported incidents.

As indicated previously, FPPA does not prescribe the level of emergency response that a fire department should provide. It leaves that responsibility to municipalities.

According to available information, fire suppression capabilities vary among Ontario municipalities and within municipalities, between built up and rural areas. Relatively few municipalities can afford fire services systems, which will consistently achieve the firefighter response standards promoted by NFPA or OFM throughout their entire community. The approach taken by most municipalities is to realign their firefighting resources placing greater emphasis on the attainment of a more rapid firefighter response to their higher fire risk areas and occupancies (e.g., downtown commercial core, institutions, assemblies).

The position commonly taken by municipal fire service agencies is to use the guidelines promoted by NFPA / OFM as an *operational objective*, rather than as an official standard. In this way they reserve the necessary flexibility to adjust response levels within their community, taking into account changing local fire risks and circumstances, and the costs that their community can afford.

As described previously in Section 5.3 this is the approach taken by Greater Sudbury's fire service. Their operational objectives are based on the less stringent of the two guidelines, namely those suggested by the OFM. The decision not to promote an official standard is considered reasonable

particularly when one considers the City's records of urban structure fires, which indicate that the City's fire service is unable to attain the OFM standard consistently, and that to be able to do so would require a prohibitive investment in the City's fire services system.

## 6.4 Expanded Technical Capabilities

As noted previously in Section 5, the fire service is evolving into a service capable of delivering a multi-risk emergency response. Also, this transformation is consistent with the Emergency Services Department's mission and North American trends, and reflects the increasing needs by communities for a broad range of emergency and risk management services.

Currently the fire service lacks expertise, beyond a basic level training, in the following areas: expanded ice and water rescue beyond the present shore-based capability, high angle and confined space rescue and in dealing with hazardous materials. Presented below are the options under consideration:

- **Expanded ice and water rescue beyond the present shore-based capability:** Of the options under consideration, this one is considered to be of highest priority. Firefighters are already receiving a basic level training in shore-based ice and water rescue. The proposal is to provide training and equipment for a higher level ice and water rescue response to a select number of stations and firefighters: as a minimum to Van Horne station in fire District 1, and to two stations in each of the other four volunteer fire districts. Equipment needs will include several boats and cold water immersion suits, as well as the seasonal rental of several snowmobiles. The cost to implement this option is estimated at a one-time expenditure of \$200,000.
- **Confined space and high angle rescue:** These two situations utilize the same equipment and require similar training and thus are treated together. The proposal is to ensure that all firefighters are given a basic level training as part of their ongoing in-service training program. In addition, that a select number of stations and firefighters be provided with training for a higher level response: as a minimum to Van Horne station in fire District 1, and to two stations in each of the other four volunteer fire districts. Equipment needs will include tripods, ropes, harnesses, spreader bars etc. The cost to implement this option is estimated at a one-time equipment expenditure of \$100,000 plus \$20,000 annually for training and equipment maintenance.
- **Hazardous materials (HAZMAT) response:** There are three defined levels of HAZMAT response: awareness, operations and technician. At the awareness level emergency responders are appraised of local hazards, placards used for the transport of dangerous goods and basic mitigation strategies. At the operations level emergency responders are equipped and trained in basic containment, rescue and decontamination (e.g., chemical spills). At the technician level emergency responders are trained to a higher level of decontamination, clean up and removal of contaminants. Very few fire services are trained to the technician level; provincially designated technician teams have been established in Toronto, Ottawa and Windsor. The evolving proposal is initially, to train all of Greater Sudbury's firefighters to the awareness level and over time expand the fire services' capabilities to include a multi station response at the operations level. Current information indicates that the City's fire service should be able to achieve the initial objective within the existing budget and training program. However before proceeding to the longer term objective, a further analysis is required of options and costs.

## 6.5 Geographic Coverage

Herein the investigation focused on the following questions: Are the current fire stations situated in the appropriate geographic areas of the community, so as to afford a rapid emergency response in

the event of a fire. Should any of the fire stations be relocated. Would coverage be significantly improved by the construction of an additional fire station(s). Are any of the fire stations redundant.

Numerous options were considered. They are grouped into three categories: expansion, concentration and rationalization.

- **Expansion:** In this category the dominant theme is recruiting additional full-time salaried firefighters, relocating stations and constructing new stations. In addition specific volunteer stations are closed. Note, the volunteer contingent would not be reduced; the options proposed suggest that they be realigned to other adjacent stations.
- **Concentration:** These options involve replacing the existing 25 stand-alone stations with fewer stations strategically located to provide better protection to areas of relatively higher risk concentration. Firefighter resources would be adjusted and increased as follows: career firefighters to be assigned to the City core (area of highest risk concentration); composite crews of career and volunteer firefighters to be assigned to stations within relatively developed suburban communities; and volunteer firefighters to be assigned to stations in the more rural areas.
- **Rationalization:** These options involve a potential re-alignment of the existing fire service resources (rather than the recruitment of additional staff) to achieve a better matching of resources to geographic areas prone to relatively higher incidents of fire. The options included moving career firefighters out of the City core to suburban communities, and shifting volunteer resources from outlying areas into the core.

The options were assessed using a number of criteria including the impact of changes on the fire services' capability to protect the City's infrastructure; impact on response coverage; impact on the distribution of fire suppression and emergency services across the City; impact on core service programs; impact on the Fire Service Division's annual operating budget; and capital cost implications. The findings of the analysis are summarized below.

The analysis demonstrates a reasonable matching of career and volunteer fire resources to fire risks. The majority of career firefighters are stationed in the City core i.e., the area of highest risk concentration. A smaller career contingent augmented by volunteers, is stationed in the Valley, an area of lesser but notable risks. Volunteer firefighters serve in communities of relatively low risk.

Despite the array of alternatives examined, none stand out as a major improvement over the existing station arrangement. Response coverage does not improve appreciably under any of the proposed station re-arrangements. It does however, decrease substantially under the Concentration options.

From the analysis of currently available data, it is concluded that the present configuration of stations and resources provides a reasonable level of fire suppression coverage and that major changes are not presently required. The analysis highlighted two areas warranting more detailed consideration; Valley East and the City core. These areas are discussed further in Sections 6.6 and 6.7.

The assessment of station closings included potentially shutting down one of the Core area stations (Minnow Lake) and the consolidation of several volunteer stations including Waters and Lively, Val Caron and Val Therese (which is actually a composite station), Capreol and Railway, and Wahnapiatae and Red Deer Lake. The assessment took into consideration call volumes, overlaps in emergency response coverage and potential cost savings.

From the data generated it was concluded that the City would save *up to* \$25,000 annually in operating costs for each consolidation / station shut down. However, for many such actions there

would be significant capital cost implications, in the order of \$300,000 or more to accommodate the realignment of volunteers, vehicles and equipment to other stations (e.g., for building expansions, additional parking, etc). Moreover, local coverage within the immediate proximity of the exiting stations would be reduced. In light of these facts this report does not recommend the closure of any existing fire stations.

Closing the Azilda volunteer station and converting Chelmsford station from volunteer to composite by introducing a career firefighter contingent, to work alongside the volunteer firefighters, are other suggestions considered by this analysis. It was argued by some, that the proposed changes would improve the fire response capability within those areas. In consideration of the area's relatively low annual volume of calls and the likelihood that local coverage within the immediate proximity of the Azilda station would be reduced, it was concluded that the proposed changes are unnecessary in the short term.

Options by which to increase firefighting resources in the following fringe areas were discussed at length: Kukagami (in the northeast), Wahnapiatae Lake (in the northeast), Panache Lake (in the southwest), Fairbanks Lake (in the southwest), Windy Lake (in the northwest) and Wanup (at the City's south end). It was concluded that the costs involved to increase firefighting resources in these and other rural and remote communities, cannot be justified. For such areas the predominate lines of defence are public fire safety education, fire prevention and enforcement. It was recommended however, that fire service management should review and if necessary adjust, the existing inter-municipal aid agreements.

## 6.6 Valley East

The former City of Valley East has been identified as an area of concern. It is a relatively large residential area. In 2001 the area was the location of a fire tragedy involving three deaths. It generates a relatively large annual volume of fire and rescue calls. It is a bedroom community, which is becoming increasingly difficult to protect predominately with volunteers. Volunteer retention is also becoming an issue.

For the past year the Fire Services Division and OFM have monitored the response time performance of the three locally based fire stations at Val Therese, Val Caron and Hanmer using as a benchmark, the OFM guideline for firefighter response to a residential structure fire i.e., 10 firefighters at scene within 10 minutes of alarm. Not unexpected, the results confirm that the three stations frequently do not attain the guideline.

While there is no legislation requiring a fire department to meet the suggested guideline, its use as a comparative benchmark is reasonable. A fire station, which under-performs relative to the benchmark, either by a slight margin or on an occasional basis, may yet be deemed a reasonable operation. However, if a station located in an area prone to fire incidents consistently under-performs by a significant margin, then closer investigation is warranted.

Presented below is a summary of the area's call volumes.

EXHIBIT 6.3  
 2003 FIRE & RESCUE CALLS – VALLEY EAST

	Total Calls		Fire Calls		
	No.	%	No.	% Fire	% Total
<b>Weekdays</b>					
08:00 to 19:59	135	45%	31	44%	10%
20:00 to 07:59	68	23%	9	13%	3%
<b>Sub-total</b>	<b>203</b>	<b>68%</b>	<b>40</b>	<b>57%</b>	<b>13%</b>
<b>Weekends</b>					
08:00 to 19:59	62	21%	23	33%	8%
20:00 to 07:59	32	11%	7	10%	2%
<b>Sub-total</b>	<b>94</b>	<b>32%</b>	<b>30</b>	<b>43%</b>	<b>10%</b>
<b>Total</b>	<b>297</b>	<b>100%</b>	<b>70</b>	<b>100%</b>	<b>24%</b>



December 10, 2003

## Fleet Rationalization

This report discusses the intent of Fire Services Administration as to the rationalization of the fire fighting vehicle fleet for the entire city. This report makes assumptions that the deployment strategy that Fire Services Administration is suggesting is also implemented.

It also needs to be stated that the city has been sub-divided into 5 geographical districts. Each district has approximately 5 fire stations in it. Each district should be able to function somewhat independently as its own entity. That being said, the Incident Commander at any scene has the authority to call for additional resources, with the expectation they would be filled by the next closest resource available, either within or external to the district.

### 1. Pumpers

This discussion needs to be broken down into urban and rural pumpers, in the sense that an urban pumper may be more applicable to some stations versus a rural pumper. However, a pumper is still required in every station. The pumps in each station will not necessarily be identical. Some pumps will have 1000 Us gallon tanks and others will be smaller, depending on the availability of hydrants in their first due areas.

Currently, some of the small stations have tankers with small pumps hard mounted. This is not the optimal solution, since the insurance industry will not give you a rating for a small pump now, in the past they did. Over the next few years, as we progress with the fleet replacement and subsequent re-alignment of the pumper resources, this should be easily accommodated.

Some of the existing fleet only have two man cabs for the pumpers. All new trucks should be ordered with crew cab seating capability in order to transport a sufficient number of Fire Fighters. The pumps with the smaller cabs should be placed into service in the smaller stations.

### 2. Aerials

Currently, there are only three units in service. There is a 30 m. aerial with a career Fire Fighter on duty 24/7 at #1 Station. In Station #6, squirt #6 with a 15m. aerial is their front line pumper being run as a quint (this means it has an elevated master stream capability and ladder way). In Station #11, there is a spare squirt, squirt #11 with the ladder being 15 m.

The overall intent is to have an aerial device in each district. Currently we will be ordering a 30 m. tower ladder to go into service as aerial #1. The existing aerial #1 will become aerial #4, which is a spare unit. The existing aerial #4 is due to come out of service. This is an older unit and we are having trouble getting it to pass the required tests of the ladder way. There is probably no residual value to this 30 year old unit. However, it may be prudent to keep it as a reserve unit (not in service)???

The next truck to be ordered will be a 23 m. aerial for District #4. It will go into service as a quint in

probably Station #15. The existing pump #15 and Squirt #15 will come available as a result. One of these could be left in District #4 as a spare pumper (squirt #15 has that role now, since the aerial device is permanently disabled). The other truck, pump #15 (a two man cab) can be put into service in one of the smaller stations requiring a pump, such as Station #25, where pump #25 is on its last legs.

In the 2004 Capital request, there is a submission for money to buy two more 23 m. aerials. These units would be put into service in Districts #2 and #5. One will replace pump #7 as a front line quint for Lively. The existing pump #7 would become pump #6. The existing squirt #6 would be put into service as squirt #11, a front line quint. The existing squirt #11 would stay as a spare aerial unit. Pump #11 would be then also re-assigned or would come out of service.

The other new 23 m. quint would become pump #20 or #21 as a front line quint. That pumper would be re-assigned. Once the unit size has been determined the exact station it is assigned to can be determined.

This will then allow for an aerial in each district:

District 1 - aerial #1 and aerial #4 (spare).

District #2 - quint #7.

District #3 - squirt #11.

District #4 - quint #15.

District #5 - quint #20.

For simplicity, it may be more reasonable to call them all aerials with a number.

## Rescue

Each district needs to have rescue truck capability. Currently, there is an excess of rescue units in service. The intent is to have one rescue unit per district plus a rescue pumper in service in each district. A rescue pumper functions as a pumper but also carries more equipment that is rescue oriented, such as heavy hydraulics - jaws of life.

There are several pumpers that will have to be converted over to rescue pumpers and then the rescue units in those stations can come out of service. However, there will be a need to ensure sufficient vehicles are in each station. This will be addressed under bush-utility vehicles.

The rescue units that would stay in service are:

District #1 - rescue #1.

District #2 - rescue #6.

District #3 - rescue #11.

District #4 - rescue #16.

District #5 - rescue #20.

The rescue - pumpers that are required are:

District #1 - pump #4, currently set up this way to a certain extent.

District #2 - pump #8, currently set up this way to a certain extent.

District #3 - pump #12, currently set up this way to a certain extent.  
District #4 - pump #18, not currently set up.  
District #5 - pump #24, currently set up this way to a certain extent.

Once this has been completed, there may be a decrease in the overall fleet requirements since currently there are 9 rescue units in service.

#### Tankers

Not all of the city has the under the street network of water pipes and fire hydrants available for fire fighting efforts. In those cases, the Fire Service needs to find a local source of water to draw from or bring the water to the scene in tankers.

When a tanker shuttle is necessary, the first pumper at the scene will be set up as the pumper with a portable tank set up beside it. The pumper will draught water from the porta-tank. The water supply for this porta-tank will be handled by a fleet of tankers shuttling the water from a nearby hydrant or other source of water to the scene. The tanker fleet is the oldest part of the fleet in general and is in the process of undergoing major upgrades. One new unit was received in 2003 and three more are on order to be delivered mid-2004.

Currently, there are nine tankers. One of these, tank #9 is actually a tanker - pumper with a small pump. This should be replaced with a full pumper with a 1000 US gallon tank as per the discussion on pumpers. The existing tank #9 can be re-assigned.

Each of the outlying districts (#2-3-4-5) should have two tankers available in the district. For District #1, only one tanker is required at this time.

The tanks that need to be in place are:

District #1 - tanker #4 (current).

District #2 - tanker #6 (current) and tanker #8 (current, new unit to be ordered in 2004).

District #2 - tanker #10 (currently #11) and tanker #12 (current). Both units to be replaced with new units in the 2004 order delivery.

District #2 - tanker #16 (current, but being replaced in the 2004 order delivery) and tanker #17 (current, new unit to be ordered in 2004).

District #2 - tanker #24 (current) and tanker #22 (does not exist at this time).

With the future truck replacement schedule, the tanker required for station #22 can be accommodated, perhaps by using the existing tanker #9.

#### Bush - Utility

In each of the districts there is a definite requirement for trucks that are more rugged and have the capability to go off the paved road, albeit not true four-wheeling. There are currently nine bush trucks and two utility vans which fall into this category.

If we address this by district, it is more applicable than standardizing a number of units for every district being the same. Reason is that the bush requirements vary across the districts.

However, all bush trucks should be ordered as similar units which is better for overall fleet rotation through the life of a vehicle. Thus each unit should be crew cab, four wheel drive with a back end which has a small water tank, pump, foam system built in, along with other smaller equipment. This concept could also be taken a step further in that if we set up the foam systems correctly, they may also double as quick attack units as required.

District #1 currently has bush #3 at Station #3 off Lasalle Blvd. This unit is in the north end of the city core, where there are a considerable number of bush related calls. At the south end of the city core, a similar situation exists, but it is addressed with a tanker so should be okay. Bush #3 is due to be replaced in 2004 and should be replaced with a unit that closely resembles the bush concept discussed above.

District #2 has van #7 in Lively Station #7 and bush #8 in Whitefish Station #8. Van #7 is on its last legs and will need to be replaced. It should be replaced with a newer style bush unit as above. Bush #8 is also due for replacement shortly and the replacement vehicle should be as discussed. Bush #7 can handle the calls for station #6 and #7 area (East end of District #2) in conjunction with the trucks and crews at those stations. Bush #8 can handle the West end of District #2.

District #3 has Bush #11 in Chelmsford, Bush #12 in Dowling and bush #14 in Levack. With the fleet rationalization, bush #11 could be re-assigned as bush #10 in Azilda, but covering the area for stations #10 and #11 as required. Bush #12 is also soon to be replaced. A crew cab unit here and other fleet rationalization within this station should result in one less truck in that station. Bush #14 is not due for replacement for several years, so is okay.

District #4 has bush #16 at Station #16 in Val Therese. This is a new unit and is well set up with an on board foam system. This unit should be re-assigned to station #15 in Val Caron when the new aerial comes in for that station, as above. This will then allow for a pumper to be freed up from station #15. There is no other unit in this district. In Station #18 there is a rescue truck and a pumper. The rescue unit may change status but the unit will remain in service in Capreol. As we evolve there may be a need for a bush truck in the Capreol part of the community, for now, we are okay. There was formerly van #18 in Capreol for use as an auxiliary vehicle, but it was taken out of service in 2003 and never replaced due to high cost of mechanical repairs. Thus a bush truck out there is not an overall fleet increase.

In District #5 several bush trucks are in service - bush #20 in Garson Station #20, bush #22 in Skead Station #22, bush #23 in Coniston Station #23, plus van #25 in Red Deer Lake area. Bush #20 is in good shape and can stay put. Bush #22 should be replaced with some form of tanker as above discussions. Bush #22 can then be re-assigned as bush #21. Bush #23 is due to be replaced soon and should be set up as per the new concept above. Van #25 is in need of replacement and should be replaced with a bush truck as per these discussions. The report from Bill Jones on Red Deer station also addresses the exact units in service at that station.

Following this logic, we will then no longer have any vans in service at a station for the sole purpose of carrying equipment or Fire Fighters. This function will be handled by a true fire truck or these bush unit pick up style crew cab trucks.

### Specialty units

The first units to be discussed is boats. The Fire Service has several boats on paper but most are out of service. Reason being is that we were using aluminum fishing boats as rescue units, which they were not designed for.

As per other discussions on technical rescue capability, there is going to be shore based rescue capability at all 25 fire stations. Within each district there will be a higher level of response. This would include actual water or on ice entry and could involve boats.

The intent for the most part is to use inflatable style boats, such as Zodiacs. These units are light weight yet durable and rugged enough for the purpose we are suggesting. There is a capital request for 2004 for funding of approximately \$50,000 for two of these units. They could be transported inside a rescue unit or strapped onto the top of the pumper when required.

For the larger lakes, example Lake Wahnapiatae, a larger more stable boat is required. Currently in Station #10 in Azilda there is a boat on a trailer. Although this is not a rescue boat, it is a much larger, more stable unit than an aluminum fishing boat. It can still be used as we move forward getting the right equipment. The crews at #10 Station all have documented training on this unit.

A similar situation exists out in Skead. However, this area is home to Lake Wahnapiatae, a very large and treacherous lake. A larger, more appropriate unit is required. Ice and Water rescue is one of the areas, that depending on the outcome of the Master Fire Planning process that more money for equipment and training may be required.

In the Onaping area of the community with Windy Lake, there is an aluminum boat at station #14 which is not designed for this purpose. Th is unit may not necessarily be required in the longer term.

Other specialty vehicles required are ATV units. There is one unit, an older unit purchased used from another city department in 2003, located at Station #11 in Chelmsford. There could be a requirement for other units. However, an assessment needs to be done of what these units could accomplish and what equipment would be required to support their use. During 2004, a study on the abilities of these units on a year round basis and what they could be used for re: fire fighting or rescue will be undertaken by the Fire Services staff.

In conjunction with the discussion about ATV, we need to also consider snow mobiles. However, the expectation is that there could be a need for snow mobiles for 2 -3 months of the year. It would more likely be better to set up a short term lease arrangement with a local dealer or have an arrangement where we could borrow the use of machines if required. Fire Services Administration is not recommending purchase of snow mobiles at this time.

The only other vehicle not discussed is a HAZMAT unit. As part of the Master Fire Plan, there is going to have to be a decision made as to the level of HAZMAT that we will provide. Based on this discussion, the existing truck which is sitting at station #4 may need to be modified or replaced with a more appropriate vehicle.

#### Cars and Vans

There are a number of small people carrying units in service. Some are assigned permanently to an employee such as the Chief, others are assigned against a division, such as Fire Prevention or Training.

These vehicles are paid for via a monthly charge back from corporate Fleet Services. This allows for all costs of the vehicle to be paid by Fleet Services, including replacement cost for a new unit further down the road. The following chart shows which units are in this category and which of these small units are not. Some of the vans have not been put under the Fleet Services umbrella and a decision will need to be made if this is required.

The overall requirement for these small units is:

Administration - Chief, two Deputy Chiefs, fleet coordinator

Training - two van units

Fire Prevention - six cars for Fire Prevention Offices, two vans for Public Safety Officers

Emergency response - two District Chiefs, two spare vans (spare rescue and crew transport).

Two former EMS units are either on the way to Fire or are currently being painted. These will be sued for the District Chiefs. The two existing units in use by the D/C will go to Deputy Battison and Training.

The unit currently being used by Deputy Battison will go to the Public Safety Officer as will the avn currently assigned for use by CFPO Bourque. The CFPO can use a fleet vehicle as required, but does not need a dedicated vehicle.

Should another Dodge Caravan become available from EMS it will round out the complement for 18 small vehicles.

	F00 #	CAR #	ASSIGNED TO	FLEET COSTS	NOT IN FLEET
1	F00082	7	DEPUTY BATTISON		NO
2	F002	5	NORM BUCHY	\$1020	
3	F0021	1	CHIEF	\$660	
4	F0022	10	FPO PLANTE	\$660	
5	F0023	11	FPO GIROUX	\$660	
6	F0026	VAN 3	D/C RANCOURT		NO
7	F0027	3	FPO	\$660	
8	F0028	VAN 4	CFPO BOURQUE		
9	F0031	4	FPO EATON	\$660	
10	F0032	12	FPO O'BRIEN	\$660	
11	F0035	VAN 1	#1		NO
12	F0038	2	DEPUTY LEDUC	\$660	
13	F008	VAN		TRAINING	NO
14	F0083	VAN 12		SPARE - SUPPRESSION	NO
15	F0150	6	D/C ROPP	\$1020	
16	EMS 1		D/C 1		NO
17	EMS 2		D/C 2		NO
18	EMS VAN			TRAINING	

## Total Fleet Requirements

The following two charts show the fleet today (except for small units) and what is proposed. Essentially, what this will do is to put the most appropriate vehicle in each station. Overall fleet size will increase by five units as a result.

The pumper fleet will go up by two. The number of tankers will go up by one. The aerial fleet will go up by three. Bush/vans will stay constant. The number of rescue units will decrease by three. Number of boats will increase by two.

CURRENT FLEET SET UP

STATION	PUMP	TANK	AERIAL	BUSH/VAN	BOAT	RESCUE
1	1,26		1			1
2	2,27					
3	3			3		
4	4	4	4			
5	5					
6		6	6			6
7	7			7		
8	8	8		8		8
9		9				
10	10				10	
11	11	11	11	11		11
12	12	12		12		12
13	13					
14	14			14	14	
15	15					
16	16			16		16
17	17	17				
18	18					18
19	19					
20	20			20		20
21	21					
22	22			22	22	
23	23			23		
24	24	24				

25	25			25		
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PROPOSED FLEET SET UP

STATION	PUMP	TANK	AERIAL	BUSH/VAN	BOAT	RESCUE
1	1,26		1			1
2	2,27				2	
3	3			3		
4	4	4	4			
5	5					
6	6	6				6
7	SPARE		7	7		
8	8	8		8	8	
9	9					
10	10	10		10	10	
11	SPARE		11, SPARE			11
12	12	12		12		
13	13					
14	14			14		
15	SPARE		15	15		
16	16	16			16	16
17	17	17				
18	18			18		
19	19					
20	20			20		20
21	SPARE		21			
22	22	22			22	
23	23			23		

24	24	24				
25	25			25		

# Request for Recommendation Priorities Committee



## Type of Decision

Meeting Date	September 15 <sup>th</sup> , 2004				Report Date	September 8 <sup>th</sup> , 2004			
Recommendation	<input checked="" type="checkbox"/>	Yes	<input type="checkbox"/>	No	Priority	<input checked="" type="checkbox"/>	High	<input type="checkbox"/>	Low
	Direction Only				Type of Meeting	<input checked="" type="checkbox"/>	Open	<input type="checkbox"/>	Closed

## Report Title

School Zone Speed Policy

### Policy Implications + Budget Impact

This report and recommendation(s) have been reviewed by the Finance Division and the funding source has been identified

Background attached

### Recommendation

That Option 1 regarding the 2001 School Zone Speed Policy be confirmed.

Recommendation attached

### Recommended by the General Manager

Don Belisle  
General Manager of Public Works

### Recommended by the C.A.O.

Mark Mieto  
Chief Administrative Officer

Date: September 8<sup>th</sup>, 2004**Report Authored By**Nathalie Mihelchic, P. Eng.  
Manager of Transportation Engineering Services**Division Review**R.G. (Greg) Clausen, P. Eng.  
Director of Engineering ServicesBackground

In 2001, City Council adopted a School Zone Speed Policy (attached as Exhibit 'A') to deal with the numerous requests to implement lower speed limits on roadways adjacent to schools. Section 128(5) of the Highway Traffic Act allows for reduced speed limits in school zones during normal school times only. The required signage includes flashing amber lights in conjunction with a school area and speed limit sign as shown in Exhibit 'B' attached. The reduced speed limit is in effect only when the lights are flashing during regular school periods. The cost to implement the Section 128(5) sign installations range from \$6,000 to \$11,000 per location, depending on the availability of hydro at each site. In the absence of hydro, the units can be powered with solar energy.

Within the City of Greater Sudbury there are a total of 96 schools including 78 elementary and 18 secondary. Currently, 27 schools, (25 elementary and 2 secondary), are located in 40 km/h speed zones. Sixty-six schools are located in 50 km/h speed limit zones and three schools are located in areas with a speed limit above 50 km/h.

Options

Various options related to speed limits in school zones are available for Council's consideration

- 1) Maintain existing 40 km/h speed zones with existing signage. New requests will be dealt with in accordance with the 2001 school zone speed policy complete with flashing beacons.
- 2) Maintain existing 40 km/h speed zones with existing signage. New request will be dealt with in accordance with the 2001 school zone speed policy except that the speed limit will be posted as full time 40 km/h zone (no flashing beacons).
- 3) Permanently reduce speed limit to 40 km/h on all roadways adjacent to all schools located on residential and collector roadways at an approximate cost of \$55,000 for changes in signage (no flashing beacons).
- 4) Retrofit all existing 40 km/h speed limit school zones to comply with the 2001 school zone speed policy complete with flashing beacons at a cost estimate of \$170,000 to \$300,000.

Date: September 8<sup>th</sup>, 2004

Unjustifiably lowering the speed limit permanently in all school zones may create a false sense of security among parents and children who believe that traffic will abide by the lower speed limit. Generally, the speed motorists choose to travel is based on the level of development adjacent to the road, the geometric design of the road, traffic volumes and prevailing road and weather conditions. Research indicates that drivers tend to select speeds which they consider safe rather than the posted speed limit. It has been found that the 85<sup>th</sup> percentile speed represents the speed at which motorists feel safe and is commonly used for establishing appropriate speed limits. The 85<sup>th</sup> percentile speed is the speed at or below which 85 percent of vehicles surveyed are traveling.

The flashing beacons sign advises drivers that the reduced speed is only applicable when the beacon is flashing, ie. only during normal school times. This may have the effect of encouraging drivers to better comply with the speed limit. As with any new regulation, significant police enforcement and public education would be required to familiarize motorists with the new signs and their implication.

Because of the significant costs included in Options 3 and 4, staff is suggesting that Option 1 be implemented. This will permit staff to monitor the effectiveness of the new signs and report back to Council. In the interim, staff is currently researching the practices of other municipalities with respect to speed limits in school zones.

Which ever option Council selects, applicable charges in either the current (maintenance) or capital budgets will be required.



# City Agenda Report

Report To: CITY COUNCIL

Report Date: September 12, 2001 Meeting Date: September 27, 2001

**Subject:** Speed Reduction School Zones

Department Review:

D. Bélisle  
General Manager of Public Works

Recommended for Agenda:

J.L. (Jim) Rule  
Chief Administrative Officer

Report Authored by:

R.R. Hortness, Co-ordinator of Traffic & Transportation

**Recommendation:**

That the City of Greater Sudbury adopt the attached **School Zone Speed** policy to deal with the numerous requests to implement lower rates of speed on roadways adjacent to Schools, and:

That City Council approve the required amendment to the Traffic and Parking By-law to implement a School Zone Speed reduction.

## Executive Summary:

There is a desire of many residents to implement some form of speed control in the area of neighbourhood schools. The Highway Traffic Act allows municipalities to implement school zone speed limits. This report recommends a policy for the implementation of these school zones.

## Background:

Traffic and Transportation staff often receives requests for speed reduction adjacent to schools. Based on a request from a councillor (see exhibit "A"), the Traffic and Transportation Section carried out a review of school zone speed reductions.

The request for speed reduction adjacent to Westmount Public School was previously dealt with by staff from the 'old' City of Sudbury. Their analysis of the information provided from the City of Greater Sudbury Police Services, and empirical data, supported the retention of the existing speed limit within the area.

In response to the request by the Councillor the City of Greater Sudbury Traffic and Transportation staff carried out a speed study in the area and found that the average speed on Westmount Avenue in the vicinity of the school is only 45 km/hr and the 85<sup>th</sup> percentile speed was 57 km/hr. This data, as well as a lack of speed related collisions along Westmount Avenue, again did not support a general reduction in speed within the area.

The presence of children walking to or playing around school zones creates a instinctive response in any parent to make the areas around schools as safe as possible. The first response is to lower the speed limit. The Highway Traffic Act offers municipalities the ability to address citizen's concerns by designating areas near specific schools as reduced speed zones during normal school times.

The following is the appropriate section of the Highway Traffic Act.

Rate in school zones -- s. 128(5)

(5) The council of a municipality and the trustees of a police village may by by-law,

(a) designate a portion of a highway under its jurisdiction that adjoins the entrance to or exit from a school and that is within 150 metres along the highway in either direction beyond the limits of the land used for the purposes of the school; and

(b) prescribe a rate of speed of 40 kilometres per hour for motor vehicles driven on the portion of a highway so designated on days on which school is regularly held and prescribe the time or times between the hours of 8.00 a.m. and 5.00 p.m. at which the speed limit is effective.

There are speed reduction zones that were previously implemented specifically to address concerns around school areas.

In some instances the implementation of a 40 km/h zone around a school can in of itself be a hazard. As an example, a reduction of speeds to 40 km/h by time of day, day of week and time of year, is confusing. The requirement for these speed zones to be variable by time of day and day of week on higher volume, higher speed roadways will create confusion and is a hazard, for unlike residential streets. Many of the drivers on these roadways do not travel a route on a regular basis.

The implementation of school speed zones should be limited to residential streets and residential collectors that have a posted speed of 50 km/h. If this form of control is installed on arterials or higher volume/speed collector roadways, it would in effect create speed traps for the drivers and increase hazards to both pedestrians and motorists.

Should City Council recommend the implementation of school speed zones, it is recommended that the following policy be used as the criteria for the recommendation of school zone speed reductions to City Council.

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### **School Zone Speed Reductions.**

That staff be directed to bring to the attention of City Council request for speed reduction zones adjacent to schools based on the following considerations.

- That school speed zone be installed at schools with primary grade aged students.
- That the school speed zone be limited to residential streets or residential collector streets.
- That the maximum speed of the roadways considered for school speed zones be 50 km/h.
- That the request for the reduction be brought forward by both the transportation officer for the school board, the principal of the school and the parent school council.
- That only those requests that meet the above four criteria be brought forward by staff to City Council for consideration.

The implementation period of this policy will be required so that;

- 1) staff can work with the City of Greater Sudbury Police Services to carry out an information campaign to inform the public of this new incentive by the City of Greater Sudbury;
- 2) a survey of existing speed reduction zones that were implemented due to adjacent schools, can be carried out and implemented into the new legislation;
- 3) staff can work with the school boards to develop a process of review and implementing those school speed zones as per the existing policy.

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