



Municipality of Port Hope

Staff Report

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Report Title: Fire Station 2 Replacement Project

Report to: Protective Services Committee

Date of meeting: December 20, 2022

Report Author:

Jason Williams – Director, Protective Services

Department responsible:

Protective Services

Report Number: PS-09-22

Recommendation:

That the Protective Services Committee support, in principle, the location of 55 Fox Road for the proposed replacement of Fire Station 2 and direct staff to undertake community engagement efforts related to this new location; and further

That following community engagement staff provide a report and recommendations to Council regarding the replacement of Fire Station 2.

Highlights:

- Identification of 55 Fox Road as the site for the replacement Fire Station 2 Project
- [Fire Master Plan](#) and Community Risk Assessment completed in 2022 identifies the area of the proposed project location and required replacement of Fire Station 2
- Part of municipal Strategic Plan related to growth and development
- Previous Council approved a capital project in 2021 (Project #2002) in relation to capital funding of any costs associated with potential environmental assessments, architectural drawings, and space allocation assessments prior to land acquisition and construction for the Fire Station 2 replacement project

Background:

In December 2013, Council authorized the purchase of the land at 55 Fox Road for a joint police/fire station project. In February 2014, the Joint Police/Fire Facility Working Group was established and identified 55 Fox Road as the location for the new joint facilities project.

In 2014, Council appointed Barry Bryan Associates to supply Architectural and Engineering Services. The project was scheduled to commence on or about September 15, 2014 and was scheduled for completion in 12 months. Gerr Construction Ltd. was contracted to perform the construction of the project for an amount of \$4,388,298.

Part of the original overall plan for the allocation of resources and station location was to close the current Station 2 (4366 County Road 2) as well as Station 1 (245 Ontario Street). This was one of the proposed scenarios identified in the Future Station Location Study (2013), authored by the MMM Group. The construction of the joint police/fire facility at this location was reassessed and the construction of the Port Hope Police Station at 55 Fox Road proceeded in late 2014. The fire station aspect of this project was removed by Council with amendments made to the site plan, architectural drawings and overall design.

The effects of closing Station 1 on the fire service, residents and Municipality as part of the original proposal were not clearly defined in the original report. It does not reflect the opinion of current staff and does not reflect the needs of the community and fire service in 2022. Closing Station 1 is no longer being considered.

In consultation with the Building Services Division there is a possibility for the construction and development of over 270 single family homes in the west end of the Urban Area of the Municipality of Port Hope, along with a recently proposed 100-unit apartment building (60 Henderson Street) which further supports the opinion of staff for the location of the proposed replacement Fire Station 2 project. With the anticipated development and growth in the west end of the Municipality, and limited development opportunity to the north and south of the downtown core, the location of the proposed project would be able to efficiently provide fire protection services to the residents of the anticipated development locations.

The report identified an ideal location for a replacement of Station 2 south of Highway 401 in the area of Toronto Road, which includes 55 Fox Road. With the proposed new location of Station 2, the response areas of the three fire stations within the Municipality would be altered based on call data analysis, to reflect the location of the new station and the ability to respond to calls for service in a timely and efficient manner.

The placement of the proposed new fire station and amended response areas would lower the calls for service for Port Hope Fire Station 1. Station 1 is currently the busiest station, responding to over 400 calls for service on average per year (see Figure 1). The [Fire Master Plan](#) identified the number of calls for service and limited resources of Station 1 emergency response (specifically during daytime/weekday hours) by volunteer firefighters as an item that should be addressed. The placement of the replacement station at 55 Fox Road, as well as the amended response areas would allow for a better allocation of resources and response to emergency situations within the Municipality and lower the calls for service for Station 1.

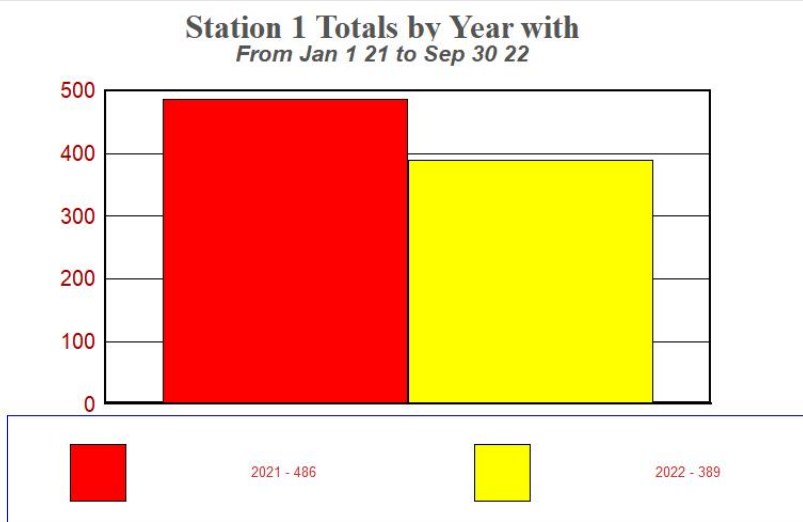


Figure 1: Station 1 Totals by Year

A review of the firefighters and officers reporting out of Station 2 (Welcome) show that 85 percent of the current fire staff reside closer to the proposed location compared to the current location of Station 2. The proposed location is approximately 2.3 km from the current Fire Station 2 which would provide for a more efficient and timely response by firefighters in the event of an emergency call and an increase in volunteer firefighter response.

An analysis of the Department's response times found that a combined overall average response time for all three (3) stations for the years 2016-2020 was 8.29 minutes. Individual average station response times are as follows:

- Station 1 (Port Hope): 7.25 minutes
- Station 2 (Welcome): 13.34 minutes
- Station 3 (Garden Hill): 11.12 minutes

The analysis of the data shows that the current Fire Station 2 has the longest response time. This is due to the current location of the station and the areas in which volunteer firefighters reside. The proposed location of the replacement station and amended response areas would address the variance in response times between the fire stations within the Municipality.

In 2021, Council approved a capital project for the sum of \$150,000 to cover costs of potential environmental assessments, architectural drawings and space allocation assessments prior to land acquisition and construction. This project was to be initiated after the Fire Master Plan was completed and Council reviewed recommendations and approved the site location for Station 2.

In 2022, the Fire Master Plan (FMP) for the Municipality of Port Hope was created by the Loomex Group, along with the comprehensive Community Risk Assessment (CRA).

The FMP identified that the current Fire Station 2, located at 4366 County Road 22 was constructed in 1978 and is currently at the end of its life cycle, and Council needs to prioritize the replacement of the facility. The Plan recommends that Fire Station 2 be replaced with a facility that would include all the required functionality for providing fire suppression and include an administrative area.

The replacement of the station at a new location was also recommended since the current station cannot be expanded upon due to its location in a flood plain, which was confirmed by correspondence from the Ganaraska Conservation Authority on March 16, 2022.

As part of the Fire Master Plan, a strengths, weakness, opportunity and threat analysis (SWOT) was performed which included engagement sessions with fire service management, officers and firefighters. This SWOT analysis identified four (4) items/areas of organizational priority, one being the replacement of Station 2



Figure 2: Aerial photograph of 55 Fox Road, Port Hope

Impacts on the Rural Area:

The current Fire Station 2 is located at 4366 County Road 2 which is situated in the Rural Area (Ward 2) of the Municipality. The proposed replacement station would be located 2.3 km south of the current location. The new location would provide a more efficient and effective emergency response from firefighters in emergency situations and lower the response time to emergency calls within Ward 2.

The proposed location would not require the use of cisterns (water storage) as the site has an adequate water supply to service a modern fire station.

Port Hope Fire and Emergency Services has once again achieved the Fire Department Water Tanker Shuttle Accreditation, attaining an enhanced level of accreditation for Port Hope and ensuring that the Department is capable of supplying a consistent water source in the event of a fire in the rural area of the Municipality, to both residential and industrial/commercial structures.

The earned accreditation provides residential homeowners within an eight-kilometre radius of both the Garden Hill and Welcome (current Station 2) fire stations, as well as commercial property owners within a five-kilometre radius of the stations the ability to continue to receive reductions in their insurance premiums. Property owners in the Rural Area are known to save an average of \$250 on their insurance premiums due to the accreditation. The proposed new location of the replacement Fire Station 2 would still incorporate all residential dwellings within an 8 km radius, which includes the areas of both Welcome and Canton.

The proposed replacement Fire Station 2 project would incorporate both fire service administrative and customer service staff. This would afford residents of Ward 2 a location in which to handle Municipal affairs and inquiries such as the purchase of burn permits, garbage tags, dog licenses and make payment for a variety of Municipal services. The proposed location would offer these additional Municipal services to the residents of Ward 2 who live closer to the boundary.

While the proposed replacement project is not within the official boundary of the Rural Area, the close proximity to the ward, and advantages associated with the replacement project and proximity of firefighting staff further support the location of the proposed project.



Figure 3: BBA rendering - Southwest view of original joint fire/police facility at 55 Fox Road

Discussion:

Staff are making a recommendation to Council to begin the process of replacing Fire Station 2 at a new location at 55 Fox Road. This includes the initiation of Capital Project #2002 which provides funding for the potential environmental assessments, architectural drawings, and space allocation assessments required for the project.

The lands located at 55 Fox Road (3 acres) were purchased by the Municipality for \$255,000 for the purposes of constructing the joint fire/police facility and are still currently owned by the Corporation. The Port Hope Police Service currently occupy the south end of the property, with the remaining northern section available for site development and the construction of the new Fire Station 2.

The construction of the proposed replacement Fire Station 2 would be an addition to the north side of the current police station and would reflect the original design and construction of the original fire station project with some variances, including an additional fourth bay as well as administrative office space to house full-time fire service management and administration personnel.

Space within the replacement station would also be allocated for the Municipal Emergency Operations Centre (EOC) which would be utilized to oversee and run municipal emergency management operations. The Municipality is required by regulation to establish and maintain an EOC, which currently is located in the basement of the Canton Hub building. The current EOC location is not equipped with a backup power supply or high-speed internet which are key components of an effective EOC in an emergency.

Items for Council to consider in support of the proposed site for the replacement Fire Station 2 at 55 Fox Road are the following:

- The site is currently owned by the Municipality and there would be no cost associated with the purchase of additional lands. The lands were originally purchased for \$255,000 for the purposes of the joint police/fire station project.
- The site is currently equipped with water, sewer, natural gas, stand by backup power and high-speed internet services (brought to building to service emergency services). There are very limited industrial development areas within the Rural Area, and none that would offer the services available at this location.
- The existing infrastructure and services can support the construction of the replacement fire hall and the police station's mechanical/electrical system can potentially be utilized to service the fire station structure (existing electrical, HVAC and back up generator power).
- The site is within the recommended area as outlined in the Fire Master Plan 2022 for the construction of a new fire station. The location of calls for service, location of volunteer firefighters as well as response times was taken under consideration when identifying the location.
- The site is near areas of current and future development at the west end of the Municipality. The Planning and Building departments of the Municipality were

consulted in September 2022 in relation to this project and commented that a large number of residential buildings are to be constructed (potentially 271 single-family homes) beginning in 2023.

- The site provides access to main county roads, municipal roads, and Highway 401. A road allowance is positioned on the east side of the property and would be utilized to allow access for emergency vehicles (fire and police). The proximity to Toronto Road, Jocelyn Road and the on-ramps to Highway 401 provide an efficient and timely response utilizing these major roadways.
- A site plan application was previously made with storm water (MGM Consulting Inc, 2014) and geotechnical surveys (Cambium, 2014) and reports completed, along with architectural and design drawings which were created by Barry Bryan Associates (BBA) for this project. These reports/drawings support the fact that the location is a suitable site for the project and would be able to be utilized for the purposes of constructing the new fire station which would be a cost savings to the Municipality. BBA was contacted in September 2022 and advised that the site is still suitable for the construction of the proposed project, even with the variances which may be proposed.
- A radiological status assessment was completed and identified normal levels of radiation present. Exterior gamma radiation survey and construction monitoring including sub-surface was completed by Atomic Energy of Canada Ltd. which confirmed normal levels of radiation present at this location.
- The site is in an ideal response area to high-risk hazards located within the Municipality which were identified in the Community Risk Assessment including, but not limited to, Highway 401 and high hazard industrial areas.
- The site is in a geographical location which would allow for replacement Station 2 to alleviate some of the calls for service now required to be attended by Station 1 and would be supported by an amended response area.
- The site will be utilized as the new Emergency Operations Centre (EOC) as part of the Municipal Emergency Plan. Currently the EOC is operating out of the Canton Hub Facility and is not equipped with a permanent backup power supply. The space is limited, and the new fire station facility would utilize the training/boardroom area as the new EOC, which would be equipped with a backup power supply as well as high-speed fibre optic internet service in the event of an emergency to better serve the Municipality.
- All the required approvals have been previously obtained for the construction of this project at this site including, but not limited to, Ministry of Transportation (MTO) and the Ganaraska Region Conversation Authority (GRCA).
- The Port Hope Chief of Police has been consulted in relation to this proposal and supports the position of staff for the construction of the joint facility. The replacement fire station would provide much needed additional parking for emergency services at this location and staff would be able to share facilities such as the fitness and training rooms currently in place within the police station.

This would provide a cost saving measure as additional fitness and meeting room equipment/costs would be eliminated and/or potentially reduced overall.

- Fire Service management, officers and firefighters have been consulted in relation to the proposal and full support has been given for the new location of Station 2 by members of the Port Hope Fire and Emergency Services. A review of the locations of firefighter and officers reporting out of Fire Station 2 show that 85 percent of current fire staff reside closer to the proposed new location compared to the current location of Station 2 (see Figure 4). The proposed location would provide for a more efficient and timely response by firefighters in the event of an emergency call.

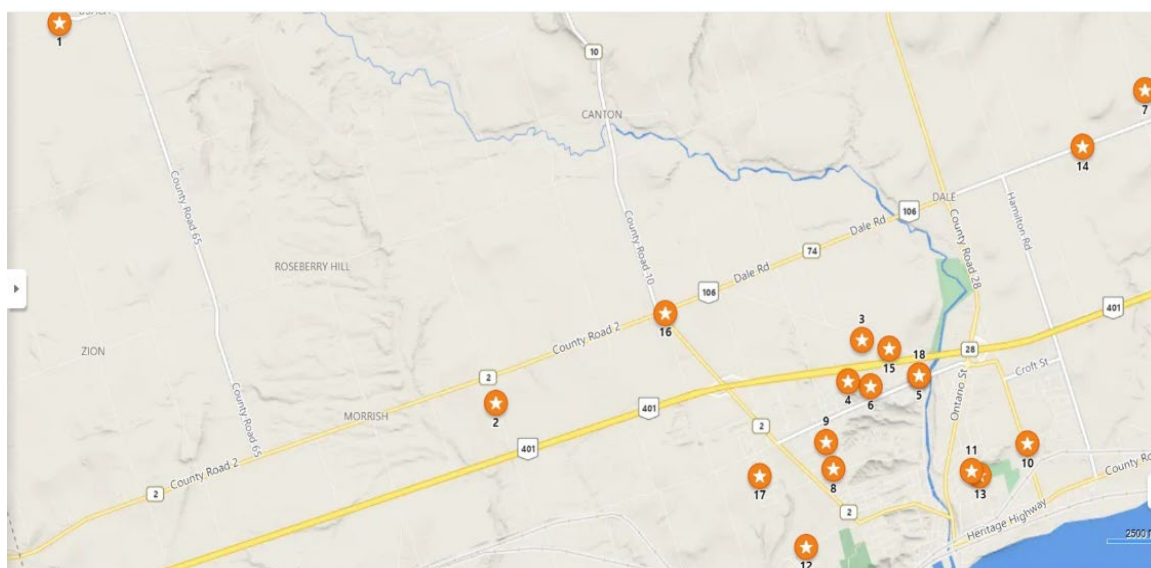


Figure 4: Illustration of firefighter location and proximity to proposed new Fire Station 2

Financial Considerations:

There are no financial implications to the purchase of the lands at the proposed site since 55 Fox Road is currently owned by the Municipality of Port Hope. The approved Capital Project #2002 has allocated \$150,000 for potential environmental assessments, architectural drawings, and space allocation assessments.

On October 19, 2022, Barry Bryan Associates (BBA) provided a written proposal to carry out Phase 1 of the proposed project for a cost of \$19,500 plus HST Phase 1 of the project would include:

Phase 1 - Schematic Design

1. Gather and review all background information, including existing site plans, zoning by-law requirements, site services, building plans, other reports, and any other municipal correspondence and requirements.

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2. Meet with the project stakeholders to review the required building program and confirm the site plans and building requirements.
 3. Create schematic plans for the proposed facility addition which will include coloured block plans to lay out the required program on the site.
 4. Review of existing service locations.
 5. Review additional access to site.
 6. Discuss the proposed project with the Municipality's Planning and Development Department.
 7. Review constructability of future build against existing operational building.
 8. Work with the Municipality to validate the plan options to meet the requirements.
 9. Based on the approved conceptual plan, provide a cost estimate for the construction.
 10. Provide a 3D rendering of the proposed fire station addition.

A number of required studies have been previously completed for this location in relation to this project (Wastewater, Geotechnical, Architectural Drawings), and there will be a cost savings to the Municipality for the approval of the proposed site location. Moving forward with the project, studies and design drawings that were previously completed would be utilized as part of the project which would further reduce the costs to the Municipality.

The total costs associated with the construction of the proposed replacement Fire Station 2 project at the recommended site, 55 Fox Drive, are currently unknown. It will not be until Phase 1 of the project is complete that an accurate estimate of costs associated with construction and operational set up will be available for consideration.

There are also a number of other efficiencies in relation to the utilization of BBA regarding this project which include, but are not limited to the following:

- BBA is fully familiar with the site and the background studies undertaken to support the original build. Many of the studies may still be applicable and able to be reused to support this project.
- BBA had originally completed the design for a 3 bay fire hall prior to the Municipality asking for us to remove it and negotiate a lower contract for the police station only. Therefore, a fair amount of this design information can be reutilized for consideration of the proposed addition.
- BBA is familiar with the background planning and site plan approvals including road allowance, parking requirements, landscape, environmental limits, etc. This will better allow us to organize a future site plan amendment to include the proposed addition and site improvements.
- BBA is local and within 30 minutes to the site.
- BBA has provided a high level of design, service and management on the first project which was successfully completed. BBA is also currently working as the design lead for the Seniors Centre under construction now with Dalren Limited.

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- BBA has experience working successfully with the Municipality's Planning and Building departments.
 - The original project utilized 'Tilt-Up' construction which is a special construction type consisting of insulated concrete walls cast on site and lifted into place which are both the bearing structure and exterior cladding in one. BBA is one of a select group of firms in all of Ontario that have completed several buildings with this style of construction. This type was selected in 2014 as it was proven to be more cost effective at the time, and budget was of primary consideration for the Municipality. The new building may also be tilt up to match the existing build.
 - In analyzing the construction of the new adjacent fire hall, connections to the existing building and systems will be required. BBA has intimate knowledge of these designs and information for the planning of the building addition on this site.

Part of the overall project would include the decommissioning and potential sale of the current Fire Station 2 property. These funds would potentially be utilized to offset costs associated with the construction of the replacement fire station.

Communication and Public Engagement:

During the research and development of the Municipal Fire Master Plan and Community Risk Assessment (2022) members of the Municipality and public were engaged in the process and they provided valuable information that was relied upon for the plan's creation. This includes, but not limited to, fire fighting personnel and fire service management, along with industry experts in the fields of Municipal Fire Services and Emergency Management.

The Fire Master Plan, once created and approved by Council was provided as a public document for review and supports the communication process through this project. Volunteer Firefighting personnel were consulted in relation to the proposed location of the replacement station along with members of the Municipal Senior Leadership Team.

As the proposed project is significant in nature, a communications and community engagement plan would be established to allow the community to be part of the process. This would include but not be limited to the development of a project page on the My Port Hope website to elicit feedback and comments. The plan will also include regular public updates as the project progresses throughout the future construction phases.

An open house hosted by the Municipality will also be proposed for January 2023, to share details regarding the project and further engage with community members.

Conclusion:

Staff recommends that the Protective Services Committee approve, in principle, 55 Fox Road as the location for the construction of the replacement Fire Station 2 project. This would initiate the community engagement phase of the project, utilizing funds from

approved Capital Project #2002. This would include the Phase 1 proposal issued by Barry Bryan Associates for a cost of \$19,500.00 plus HST.

This recommendation to Council is based on all of the supporting information included in this report, as well as the [Fire Master Plan](#) and Community Risk Assessment completed in 2022. These reports clearly recommend the replacement of Fire Station 2, and the location of 55 Fox Road as the recommended area for the facility.

The proposed site provides all of the required elements needed by a contemporary fire station, and due to the historical work and studies which have previously been completed for the project at this location, there will be a time and cost savings opportunity to the Municipality.

Fire Service management, officers and firefighters with Port Hope Fire and Emergency Services as well as the Chief of the Port Hope Police Service support the location of the proposed station and look to Council to further support the first steps in the replacement of Fire Station 2 as part of the continuous growth and improvement in line with the Strategic Plan for the Municipality of Port Hope.

Attachments:

Fire Master Plan 2022 available at www.porthope.ca/fire-master-plan or the links throughout the report.