



**DILLON**  
CONSULTING

TOWNSHIP OF WAINFLEET

# Fire and Emergency Services Operational Review Final Report



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## Acronyms, Abbreviations, Definitions

FESOR	Fire and Emergency Services Operational Review
FMP	Fire Master Plan
FPPA	<i>Fire Protection and Prevention Act, 1997</i>
FUS	Fire Underwriters Survey™
GIS	Geographic Information System
NFPA	National Fire Protection Association
OFMEM	Office of the Fire Marshal and Emergency Management
OHSA	<i>Occupational Health and Safety Act, R.S.O. 1990</i>
PFSG	Public Fire Safety Guidelines
Township	Township of Wainfleet
WFES	Wainfleet Fire and Emergency Services

# Introduction

In 2013 the Township of Wainfleet retained T.L. Powell & Associates and Cyril Hare & Associates Inc. to develop a Fire Master Plan (2013 FMP). Since that time the fire and emergency services department under the leadership of the Fire Chief, Council and the Fire Master Plan Implementation Committee have been overseeing the implementation of the FMP.

The purpose of this Fire and Emergency Services Operational Review (FESOR), prepared by Dillon Consulting Limited (Dillon), is to provide the Township of Wainfleet (Township) with a strategic framework to assist Council in making decisions regarding updating the current Fire Master Plan, and the overall provision of fire protection services. This Fire and Emergency Services Operational Review has been prepared with regard for the legislated and regulatory responsibilities of the municipality as contained within the *Fire Protection and Prevention Act (1997) (FPPA)* and the *Occupational Health and Safety Act, R.S.O. 1990 (OHSA)*.

Emphasis has been placed on the use of Public Fire Safety Guidelines (PFSG) and the resources provided by the Office of the Fire Marshal and Emergency Management (OFMEM). One of the primary roles of the OFMEM is to provide assistance to municipalities through the provision of information and processes to support determining the fire protection services a municipality requires, based on its local needs and circumstances.

Our interpretation of Council's commitment to the community is to provide the optimal level of fire protection services as determined through the analysis of the "*local needs and circumstances*" of the Township of Wainfleet, as referenced in the FPPA, and in achieving the most cost effective and efficient level of fire protection services resulting in the best value for the community.

This review has been completed with attention to supporting the strategic optimization of the three lines of defence identified within the Comprehensive Fire Safety Effectiveness Model, which are:

- I. *Public Education and Prevention;*
- II. *Fire Safety Standards and Enforcement; and*
- III. *Emergency Response.*

Optimization of the first two lines of defence has proven to be an effective strategy in reducing the impacts of fire, including reducing fire related injuries across the province. The results of a recent Coroner's Inquest indicate that further optimization of programs targeted specifically at the first two lines of defence must be a priority for fire services within Ontario. However, emergency response, including fire suppression resources, remains a necessary tool in managing the overall fire risk within a community. The OFMEM also continues to support the delivery of education and prevention programs and utilization of the appropriate fire safety standards and enforcement strategies as the most effective means to further reduce the impacts of fire and fire related injuries across the province of Ontario.

This review utilizes current Public Fire Safety Guidelines, OHSA – Section 21 Guidance Notes, and the relevant standards published by the National Fire Protection Association as the foundation for analyses. Together with our experience in working with the fire service across Canada and in Ontario these guidelines and standards, in our view, reflect industry best practices.

Since adopting the current Fire Master Plan (FMP) in 2013 the Township, under the leadership of the Fire Chief, Council and the Fire Master Plan Implementation Committee, has initiated strategies towards implementing the 64 recommendations of the plan. The FMP recommendations range from those that could be implemented within the current authority of the Fire Chief, to those that require significant capital expenditures which will require further reporting and approval by Council.

Our research indicates that from the onset of the implementation process the Fire Chief was faced with challenges from both the Township and the department in moving forward. These challenges created an environment which was not conducive to a strategy for successful implementation of the 2013 Fire Master Plan.

The overarching goal of this review is to present a clear understanding of the existing and future requirements of the Wainfleet Fire and Emergency Services. Referencing best practices, including relevant standards and legislation, this review was prepared by completing an assessment of the following departmental administrative and operational components utilizing the 2013 FMP as the baseline:

- Administration and Staffing;
- Fire Station Location and Suitability;
- Firefighter Training and Education;
- Communication Radio System;
- Fire Prevention and Public Education;
- Apparatus and Equipment;
- Water Supplies and Water Tankers; and
- Fire Underwriters Survey™ (FUS) Rating.

This review was developed with a broad and comprehensive internal stakeholder consultation process. This included interviews with fire and emergency services and Township staff, the Volunteer Association President, a discussion session with the volunteer firefighters, and consultation with the Township's Fire Master Plan Implementation Committee.

The stakeholder sessions were informative in providing an understanding of the current state of the Wainfleet Fire and Emergency Services (WFES). The majority of the stakeholders have a clear understanding of the history and actions that have led to the current state. From these sessions, there seemed to be consensus amongst the stakeholders that the department has reached a critical point where change is not only necessary but must be considered a priority for all stakeholders.

This Fire and Emergency Services Operational Review Final Report is intended to provide an executive overview of the key findings and recommendations of this review. The detailed analyses and supporting evidence that informed this report can be found in the Fire and Emergency Services Operational Review Supplemental Report provided under separate cover.

## 1.1 Administration Division

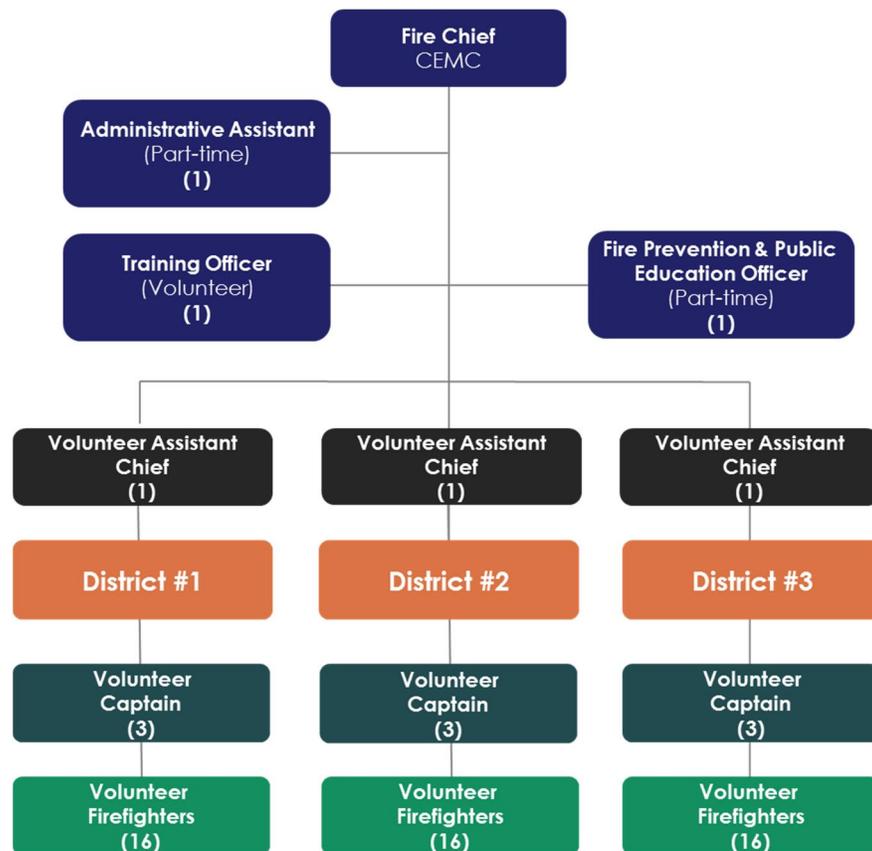
The 2013 FMP identifies five recommendations related to the current organizational model of the Wainfleet Fire and Emergency Services (WFES). Through the implementation of the FMP, including Council Report *FSR-003-2016* there has been a shift towards the rank of Platoon Chief rather than the 2013 FMP recommended position of Volunteer District Chief. In our experience working with volunteer and full-time fire departments the rank of Platoon Chief is more synonymous with full-time fire departments that operate within a platoon system. In our view the rank of Volunteer Assistant Chief is more consistent with the current organizational and operational needs of the Wainfleet Fire and Emergency Services.

In addition to the operational and supervisory benefits of the position of Volunteer Assistant Chief our review of the current organizational structure of the department indicates an existing administrative gap that the proposed Volunteer Assistant Chief could effectively mitigate. Under the current organizational model the full-time Fire Chief is the only non-member of the Volunteer Firefighters Association. In our experience this model can be ineffective in the presence of a Collective Agreement, such as the one present in the Township of Wainfleet.

In our view the position of Volunteer Assistant Chief should be required to be excluded from being a member of the Volunteer Firefighter Association. The skills and competencies of the proposed Volunteer Assistant Chiefs could then be utilized to establish a fire department senior management team. Together with the Fire Chief this senior management team would be in a more effective position to provide the required leadership, administrative, and managerial functions required to jointly oversee the delivery of fire protection services.

The current organizational model of the Wainfleet Fire and Emergency Services has served the department and the community well for many years. In our view this is largely due to the dedication and commitment of the volunteer firefighters. The Wainfleet Fire and Emergency Services proposed organizational model is presented in Figure 1.

Figure 1: Proposed Wainfleet Fire and Emergency Services Organizational Model



### 1.1.1 Proposed Strategic Priorities

In our experience municipalities are looked upon for their leadership in delivering effective and efficient municipal services, including fire protection. In smaller communities, such as the Township of Wainfleet, this leadership role must be extended to acknowledge the critical role volunteer firefighters provide in delivering cost effective fire protection services.

The analyses within this review recognize three strategic priorities for the delivery of fire protection and emergency services within the Township of Wainfleet including:

- i. That the Township of Wainfleet provide a leadership role within the community in supporting other Township employees' participation as volunteer firefighters, and other Township employers supporting volunteer firefighters within the Township;
- ii. The optimization of the first two lines of defence; including public education and prevention and the utilization of fire safety standards and enforcement, to provide a comprehensive fire protection program within the municipality; and

- iii. *Emphasis on strategies that support the sustainability of fire protection services that provide the most effective and efficient level of fire protection services resulting in the best value for the community.*

### 1.1.2 Administration Division Recommendations

1. *The proposed Wainfleet Fire and Emergency Services organizational model contained within the 2016 Fire and Emergency Services Operational Review be presented to Council for consideration and approval.*
2. *The position of Volunteer Assistant Chief as presented within the 2016 Fire and Emergency Services Operational Review be implemented as identified within the proposed Wainfleet Fire and Emergency Services organizational model.*
3. *The proposed Organizational Committee Structure identified within the 2016 Fire and Emergency Services Operational Review be implemented as presented.*
4. *The minimum complement of Volunteer Firefighters assigned to each fire station within the Township of Wainfleet be approved by Council as 20 volunteer firefighters.*
5. *A fire and emergency services department senior management team be implemented including the Fire Chief and three proposed Volunteer Assistant Chiefs, and that the position of Volunteer Assistant Chief be excluded from membership in the Volunteer Firefighter Association.*
6. *Consideration be given to utilizing the recruitment and retention strategies for volunteer (part-time) firefighters included within the Alberta Volunteer Firefighter Recruitment and Retention Strategy as part of enhancing recruitment and retention of volunteer (part-time) firefighters in the Township of Wainfleet.*
7. *The Fire Chief be directed to review the current fire dispatch protocols with the City of St. Catharines Dispatch Centre staff to target further reducing the number of unknown 911 calls.*
8. *Subject to consideration and approval of the 2016 Fire and Emergency Services Operational Review the Fire Chief be directed to update the current Establishing and Regulating By-law No. 038-2006.*
9. *The Wainfleet Fire and Emergency Services Strategic Plan be updated following completion of the current corporate strategic planning process and Council's consideration and approval of the 2016 Fire and Emergency Services Operational Review.*
10. *The Fire Chief be directed to enhance the current year-end reporting process to Council to reflect a department Annual Report that includes an updated Simplified Risk Assessment, and additional multi-year analyses of services and programs provided by the department.*
11. *Consideration be given to approving the strategic priorities identified within the 2016 Fire and Emergency Services Operational Review to guide the development and delivery of fire protection and emergency services within the Township of Wainfleet including:*

- i. That the Township of Wainfleet provide a leadership role within the community in supporting other Township employees' participation as volunteer firefighters, and other Township employers supporting volunteer firefighters within the Township;*
- ii. The optimization of the first two lines of defence; including public education and prevention and the utilization of fire safety standards and enforcement, to provide a comprehensive fire protection program within the municipality; and*
- iii. Emphasis on strategies that support the sustainability of fire protection services that provide the most effective and efficient level of fire protection services resulting in the best value for the community.*

## 1.2 Fire Station Location and Suitability

The 2013 FMP utilized a methodology of determining the fire station location model that considered stakeholder consultation, an eight kilometer travel distance and the residential locations of the volunteer firefighters (at the time of the analyses in 2013). In our view these factors are elements of developing an optimal fire station location model; however, they do not consider the actual emergency response capabilities of the department in comparison to industry best practices.

This review applied a methodology for developing an optimal fire station location model through the application of ESRI's ArcGIS Online Service Area Tool. This GIS (Geographic Information System) model utilizes actual traffic conditions reflective of 12 noon local weekday time (for the road network in the Township of Wainfleet) to identify the available travel time distances of a fire apparatus responding to an emergency incident.

Analyses within this review identify that the Township has been unable to sustain the minimum FUS requirements of 15 volunteer firefighters at Station 4. Since completion of the 2013 FMP the Township has conducted three recruitment processes for volunteer firefighters and has been unable to increase the Station 4 total complement of volunteers.

Station 4 has also exceeded its life expectancy and is need of replacement. This review assessed an alternative to the three station model as proposed within the 2013 FMP. This option proposes combining Station 4 with Station 1 (at the current location of Station 1).

This option also applies the placement of updated Pumpers (as proposed within the FESOR with each Pumper capable of responding with at least four volunteer firefighters) at each station. This model also presents the department's predicted emergency response capabilities in comparison to the NFPA 1720 Rural Standard of six firefighters responding within a response time (turnout time + travel time) of 14 minutes. The results shown within Figure 2 indicates that the department is predicted to be able to achieve a deployment of six volunteer firefighters to respond to 64.2% of the Township's current road

network in this station configuration. This represents an increase of 16.7% over the 2013 FMP's recommended station configurations.

The 2013 FMP appropriately recognizes that the Township of Wainfleet's current fire stations are in need of major renewal and/or replacement. Ensuring the fire stations are located in the optimal locations to provide the most effective and efficient delivery of fire suppression services in the future is a key element of this operational review.

### 1.2.1 Fire Station Location and Suitability Recommendations

12. *The Township of Wainfleet benchmark its fire suppression initial response capabilities utilizing the NFPA 1720 Rural Demand Zone deployment model of a minimum of six firefighters responding to all fire related calls within a 14 minute response time (turnout time + travel time) to 80% of all fire related incidents.*
13. *The Township of Wainfleet benchmark its depth of response fire suppression emergency response capabilities in comparison to a deployment of 14 firefighters to moderate risk occupancies and 24 firefighters to high risk occupancies.*
14. *The Township of Wainfleet consider approving the implementation of the proposed Alternate Three Station Model presented within the 2016 Fire and Emergency Services Operational Review.*
15. *Kalos Engineering Inc. be provided a copy of both the 2013 Fire Master Plan and the 2016 Fire and Emergency Services Operational Review related to fire station programming for consideration in developing the design-build request for proposal for the new fire stations.*



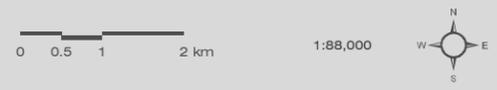
**WAINFLEET FIRE DEPARTMENT**  
OPERATIONAL REVIEW

**Proposed Alternate Three Station Model**  
Figure 2

- Station
- Road
- Municipal Boundary
- Service Area**
- Station 1 Tanker - 6min 20s Travel Time Availability
- Station 1 Pumper - 6m 56s Travel Time Availability
- Station 2 Rescue - 5min 22s Travel Time Availability
- Station 2 Pumper - 7min 18s Travel Time Availability
- Station 3 Tanker - 5min 28s Travel Time Availability
- Station 3 Pumper - 7min 20s Travel Time Availability
- Staffing**
- Less than 6 Firefighters
- 6 or More Firefighters

STATIONS & MINIMUM STAFFING	
<b>EXISTING STATION #1</b>	
Pumper	4 Firefighters
Tanker	2 Firefighters
Reserve Pumper	
<b>EXISTING STATION #2</b>	
Pumper	4 Firefighters
Rescue	3 Firefighters
<b>EXISTING STATION #3</b>	
Pumper	4 Firefighters
Tanker	2 Firefighters

**Note:**  
Existing response capability of assembling 6 firefighters within a combined 14 minutes turnout time and travel time to 64.2% of the township's existing road network.



MAP DRAWING INFORMATION:  
DATA PROVIDED BY MNR, TOWNSHIP OF WAINFLEET  
FIRE DEPARTMENT

MAP CREATED BY: LK  
MAP CHECKED BY: SLC  
MAP PROJECTION: NAD 1983 UTM Zone 17N



PROJECT: 16-4007  
STATUS: FINAL  
DATE: 2016-08-19

Sources: Esri, HERE, DeLorme, USGS, Intermap, increment P Corp., NRCAN, Esri Japan, METI, Esri China (Hong Kong), Esri (Thailand), MapmyIndia, © OpenStreetMap contributors, and the GIS User Community



### 1.3 Firefighter Training and Education

Under the leadership of the full-time Fire Chief and the volunteer Training Officer the WFES has initiated the development of a new training program, and the transition process to the use of the NFPA Professional Qualifications Standards. The WFES has been proactive and efficient in taking the necessary steps to transition to the new training standards.

The analyses conducted and the consultation completed as a part of this review indicates that the historical delivery of training is not achieving the department's needs in many areas. Our observations indicate that this has been recognized in part and initial plans are underway to revise the training program.

This review recommends implementing a comprehensive annual training program, and sustaining this program, including managing an ongoing recruitment and retention strategy for volunteer firefighters, in our view requires consideration of the proposed staff resource plan contained within this FESOR. This is required to ensure that all of the volunteer firefighters and officers receive the training necessary to meet the Township's legislative requirements of the Fire Prevention and Protection Act, 1997 and the *Occupational Health and Safety Act*.

#### 1.3.1 Firefighter Training and Education Recommendations

16. *The Wainfleet Fire and Emergency Services develop a comprehensive annual training program based on the NFPA Professional Qualifications Standards and the core functions of a comprehensive annual training program identified within the proposed 2016 Fire and Emergency Services Operational Review.*
17. *The Township of Wainfleet investigate partnership opportunities for developing a joint fire training ground with other private and public sector partners, including neighbouring fire services.*
18. *The Wainfleet Fire and Emergency Services consider further use of an online firefighter training program as a component of delivering the proposed comprehensive annual training program.*
19. *The Township of Wainfleet further consider the areas of specialized services to be provided by the Wainfleet Fire and Emergency Services for consideration and approval by Council and inclusion within an updated Establishing and Regulating By-law.*
20. *The Township of Wainfleet review other options, such as implementing agreements with neighbouring communities or the private sector to include any specialized services required above the "awareness" level of those identified within the 2016 Fire and Emergency Services Operational Review.*
21. *The Wainfleet Fire and Emergency Services enhance the training opportunities for Company Officers to achieve the competencies identified within the new NFPA 1021 Standard – Level II for Company Officers.*
22. *The Wainfleet Fire and Emergency Services review and update Operating Guideline OG-101 Establishment of Incident Command as presented within the 2016 Fire and Emergency Services Operational Review.*

23. *The Wainfleet Fire and Emergency Services consider adoption of the Blue Card Fire Command Training Program as a component of the Company Officer Training, and proposed Comprehensive Annual Training Program.*
24. *Township policies referring to Volunteer Firefighter minimum training/attendance be revised to ensure that within any calendar year a Volunteer Firefighter is required to complete 100% of the department's minimum training standard.*
25. *The Fire Chief be directed to develop a department Operating Guideline defining the goals, objectives and procedures for completing and collecting firefighter training records as required by the Occupational Health and Safety Act.*
26. *The proposed training staff resource plan contained within the 2016 Fire and Emergency Services Operational Review be considered for implementation.*

## 1.4 Communications Radio System

The 2013 FMP reviewed the effectiveness of the department's radio system as a result of the volunteer firefighters raising concerns about the loss of communications and poor radio signal strength in several locations of the Township.

Our analyses expanded upon the term "communications" to include in addition to the radio system the internal communications within the Wainfleet Fire and Emergency Services for the distribution of information either face-to-face, through policies and procedures, electronically or in printed format. Ensuring that the internal process for communications is a two-way process both presenting information and seeking feedback is a core element of a successful communications plan.

The recommendations of this review reflect a new direction for the Wainfleet Fire and Emergency Services, subject to the consideration and approval of Council. Communications in every aspect will be a critical element to the success of the plan.

### 1.4.1 Communications Radio System Recommendations

27. *The Township of Wainfleet seek to negotiate the inclusion of the performance requirements of the 2016 Edition of the NFPA 1221 Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems within the next term of the Computer-Aided Fire Dispatch Agreement with the City of St. Catharines.*
28. *The Fire Chief be directed to consult further with the City of St. Catharines with respect to upgrading or replacement of the current fire and emergency services department radio system and report back to Council.*
29. *The Fire Chief be directed to revise Operating Guideline OG-501 Radio Procedures to include training requirements, pre-planning and other interim strategies such as the use of cellular telephones to maintain firefighter safety while operating at emergency incidents.*
30. *The Fire Chief be directed to investigate the use of alternative technology to improve, enhance or replace the current volunteer pager system.*

### 1.5 Fire Prevention and Public Education

Analysis of the current fire prevention and public education activities and programs provided by the WFES indicates that the Township has historically been challenged in achieving its minimum legislated responsibilities identified within the FPPA. More recently, under the direction of the current full-time Fire Chief supported by the part-time Fire Prevention Officer the Township has been making significant strides towards achieving and sustaining compliance.

The recommendations within this proposed FESOR for enhancing the fire prevention and public education activities and programs currently being delivered by the WFES are intended to optimize the benefits of these activities in reducing the probability and consequences of a fire, resulting in a safer community.

The strategic priorities contained within the proposed FESOR are presented to provide Council with a framework to optimize the use of fire prevention and public education programs in providing the most cost effective and efficient level of fire protection services that provide the most value to the community.

#### 1.5.1 Fire Prevention and Public Education Recommendations

31. *Subject to Council's consideration and approval of the 2016 Fire and Emergency Services Operational Review, the Fire Chief be directed to update the current Fire Prevention Policy and Establishing and Regulating By-Law.*
32. *Subject to consideration and approval of the proposed public fire safety education activities and program cycle objectives by Council that they be included within the updated Fire Prevention Policy and updated Establishing and Regulating By-Law.*

33. *Public Fire Safety Guideline OFM-TG-01-2012 be considered in developing the proposed updated Fire Prevention Policy for consideration and approval by Council.*
34. *Subject to the consideration and approval of the proposed fire inspection goals and objectives by Council that they be included within the updated Fire Prevention Policy and updated Establishing and Regulating By-Law.*
35. *Following the proposed update of the current Fire Prevention Policy the Fire Chief develop a department Operating Guideline for fire investigations, including origin and cause determination and the training and accreditation required to conduct investigations.*
36. *Consideration be given to implementing the staff resource plan identified within the proposed 2016 Fire and Emergency Services Operational Review to achieve the fire inspection and public education performance levels recommended.*

## 1.6 Apparatus and Equipment

The recommendations of this FESOR include transitioning to an alternate three fire station model. This presents the Township with a unique opportunity to restructure the deployment of the current major apparatus, revise the capital replacement priorities, implement a reserve apparatus strategy and introduce more efficient apparatus such as the Pump-Rescue option presented.

The WFES faces similar challenges to many smaller fire departments in completing repairs in a timely fashion without impacting the level of services provided. Standardizing equipment through enhanced life cycle planning identified within this review will assist the department.

### 1.6.1 Apparatus and Equipment Recommendations

37. *Consideration be given to transitioning the major apparatus fleet of the Wainfleet Fire and Emergency Services to combination pump-rescues.*
38. *Consideration be given to implementing the multi-use vehicles presented within the proposed major apparatus plan within the proposed 2016 Fire and Emergency Services Operational Review.*
39. *Consideration be given to creating major apparatus reserve capacity including a minimum of one pumper.*
40. *The Township of Wainfleet consider the implementation of the proposed major apparatus replacement plan contained within the 2016 Fire and Emergency Services Operational Review.*
41. *The Township of Wainfleet consider the implementation of a life cycle replacement plan for all equipment including firefighters' bunker gear and self-contained breathing apparatus based on industry best practices and manufacturers' directions.*
42. *The Township of Wainfleet consider the development of a dedicated fire and emergency services department capital replacement reserve fund as part of developing a financial*

*strategy for implementing the recommendations of the 2016 Fire and Emergency Services Operational Review.*

## 1.7 Water Supplies and Tankers

In our view the 2013 FMP contains two sections of analyses that are more appropriately reviewed together to provide a strategic analysis and review. These sections include:

- *Water Supply and Tankers; and*
- *FUS Rating and Options to Improve the Rate*

The 2013 FMP contains eleven recommendations relating to these sections. Our review indicates that these sections focus on identifying and establishing a water supply for the operational purposes of firefighting, and the potential benefits of an effective water supply system on insurance ratings within the Township.

In our experience the Superior Tanker Shuttle Accreditation Process is becoming a common core service provided by rural volunteer fire departments. It includes a proven operational model for the identification of approved water sources, operational methods for transporting water, and the application of water at a fire incident in a rural area with no municipal water supply system.

Municipalities recognize that this service may not be available to every property within a community due to travel distances, the number of fire stations and location of fire stations. Although these properties may not benefit from a change in insurance rating, they would benefit from a more effective and efficient fire department that has an accredited process for shuttling water.

### 1.7.1 Water Supplies and Tankers Recommendations

43. *The Fire Chief be directed to develop a Business Plan identifying the operational and financial requirements for the Wainfleet Fire and Emergency Services to seek the Superior Tanker Shuttle Accreditation.*
44. *The proposed Business Plan identifying the operational and financial requirements for the Wainfleet Fire and Emergency Services to seek the Superior Tanker Shuttle Accreditation include the required Automatic Aid Agreements.*

