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## **PREFACE**

***“Courage is not the absence of fear, but rather the judgement that something else is more important than fear”. (Ambrose Redmoon)***



This manual is intended to be used as a guideline for fire chiefs and officers to aid in the establishment and operation of a municipal fire service in the Province of Newfoundland and Labrador (hereafter referenced as the Province). This document is a user friendly guide, which addresses the various legislative requirements that have been established by the Province and offers suggested ways and means as to the administration and operational sector of a fire department.

This document is the result of requests made by key stakeholders from the municipal sector who, because of changing technology, liability concerns and rapidly changing mindsets, requested the production of a concise guide for establishing and maintaining a fire department. These stakeholders include the Newfoundland and Labrador Association of Fire Services (NLAFS), Municipalities Newfoundland and Labrador (MNL), and Professional Municipal Administrators (PMA).

**Definitions / Acronyms**

|                              |                                                                                                                                                           |
|------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Community/Communities</b> | Town, city, municipality, local service district                                                                                                          |
| <b>Province</b>              | Province of Newfoundland and Labrador                                                                                                                     |
| <b>Fire Chief</b>            | Highest ranking officer of the fire department                                                                                                            |
| <b>FES-NL</b>                | Fire & Emergency Services Newfoundland and Labrador                                                                                                       |
| <b>MNL</b>                   | Municipalities Newfoundland and Labrador representing elected mayors and councillors.                                                                     |
| <b>PMA</b>                   | Professional Municipal Administrators representing administration personnel of communities. i.e. Town Managers/Clerks.                                    |
| <b>NLAFS</b>                 | Newfoundland and Labrador Association of Fire Services representing members of most fire departments.                                                     |
| <b>R&amp;R</b>               | Recruitment and Retention of fire service members                                                                                                         |
| <b>SCBA</b>                  | Self contained Breathing Apparatus                                                                                                                        |
| <b>The Act</b>               | Municipalities Act 1999                                                                                                                                   |
| <b>Municipal Affairs</b>     | The Provincial Department of Municipal Affairs- responsible for fire protection within the Province.                                                      |
| <b>Council</b>               | Elected members of the public responsible for community governance under the Municipalities Act 1999.                                                     |
| <b>IFSAC</b>                 | International Fire Service Accreditation Congress responsible for authorizing agencies to conduct testing in the certification of fire service personnel. |
| <b>NFPA</b>                  | National Fire Protection Association responsible for the development of codes and standards related to the fire service.                                  |

|                              |                                                                                                                                                                                                                                                                                                                                          |
|------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Mutual Aid</b>            | An agreement between communities to assist when needed, in the provision of fire protection services.                                                                                                                                                                                                                                    |
| <b>Regionalization</b>       | The combining of specific services between communities so that adequate levels of service can be provided.                                                                                                                                                                                                                               |
| <b>OHS</b>                   | Occupational Health and Safety Division of Services NL responsible for ensuring worker safety on the job, including volunteer firefighters.                                                                                                                                                                                              |
| <b>WHSCC</b>                 | Workplace Health and Safety Compensation Commission                                                                                                                                                                                                                                                                                      |
| <b>Risk Assessment</b>       | The identification, evaluation, and estimation of the levels of risks/hazards as it relates to the provision of fire protection.                                                                                                                                                                                                         |
| <b>Offensive Fire Attack</b> | An attack whereby the fire is fought by firefighter teams operating within the inside of the structure. Firefighters would have an idea of the origin of the fire to use this tactic.                                                                                                                                                    |
| <b>Defensive Fire Attack</b> | An attack whereby the fire is fought from the exterior of the structure. This tactic would be used when the fire has extended to the outside or if the safety of firefighters is at risk if they were to enter the structure.                                                                                                            |
| <b>Minister</b>              | The Minister of the Department of Municipal Affairs.                                                                                                                                                                                                                                                                                     |
| <b>Hazmat</b>                | Hazardous Materials                                                                                                                                                                                                                                                                                                                      |
| <b>SOP/SOG</b>               | Standard Operating Procedure (Standard Operating Guideline) is a document that, once approved by the fire chief, clearly outlines the step-by-step instructions for carrying out a specific process. It is a document that provides a complete set of instructions to perform a certain task and a written description of the procedure. |

**AED**

Automatic External Defibrillator- portable electronic device that automatically diagnoses potentially life threatening cardiac failure through the application of electrical therapy which stops the arrhythmia, allowing the heart to re-establish an effective rhythm.

With simple audio and visual commands, AEDs are designed to be simple to use. The use of AEDs is taught in many first aid, first responder, and basic life support (BLS) level CPR classes.

## SECTION 1

### History of Fire Service

#### History of the Fire Service: *"From Buckets to Brontos"*

Firefighting techniques and equipment are used to extinguish fires and limit the damage caused by them. Fire fighting consists of removing one or more of the three elements essential to combustion—fuel, heat, and oxygen—or of interrupting the combustion chain reaction.

The Roman emperor Augustus is credited with instituting a corps of fire-fighting vigils ("watchmen") in 24 BC. Regulations for checking and preventing fires were developed. In the preindustrial era most cities had watchmen who sounded an alarm at signs of fire. The principal piece of fire-fighting equipment in ancient Rome and into early modern times was the bucket, passed from hand to hand to deliver water to the fire.

Another important fire-fighting tool was the axe, used to remove the fuel and prevent the spread of fire as well as to make openings that would allow heat and smoke to escape a burning building. In major conflagrations long hooks with ropes were used to pull down buildings in the path of an approaching fire, to create firebreaks. When explosives were available, they would be used for this same purpose. Following the Great Fire of London in 1666, fire brigades were formed by insurance companies. The government was not involved until 1865, when these brigades became London's Metropolitan Fire Brigade. The first modern standards for the operation of a fire department were not established until 1830, in Edinburgh, Scotland. These standards explained for the first time what was expected of a good fire department. After a major fire in Boston in 1631, the first fire regulation in America was established. In 1648 in New Amsterdam (now New York) fire wardens were appointed, thereby establishing the beginnings of the first public fire department in North America.

The fire service in Newfoundland and Labrador dates back to at least the early 1800's when the Harbour Grace Volunteer Fire Brigade was formed. Since then, fire departments have been formed by municipalities, towns, cities and industrial companies.



Major conflagrations such as the Great Fire of 1892 highlighted the need to provide better fire protection. The rest is history. Fire departments began to evolve all around the province. Many municipal departments were formed in the two decades of the 70's and 80's. Even then, by today's standards, these departments were very basic. Canvas

coats, plastic helmets, rubber gloves and boots protected the firefighter while they used substandard equipment—some did not have breathing equipment to protect them from poisonous gases. Today, with advanced education and major improvement in technology, firefighters have available to them the very best in personal protective equipment, apparatus and training.

The goal now is to attempt to keep abreast of today's education and technology in order to provide the best possible protection to citizens, a level of protection they have come to expect. Moreover, the aim is to protect the men and women, volunteer and career firefighters, who give freely of time and talent to protect all of us.

## **SECTION 2**

### **A. Fire Safety Effectiveness Model**

Every day, elected community leaders, managers and fire chiefs are faced with decisions relating to the provision of fire and other related emergency services for their community. Now, more than ever there are constant pressures of doing "more with less". Many community officials are hard-pressed to justify any increase in expenditures unless it can be directly attributed to improved or expanded service delivery in the community. A lack of necessary information prevents a community from determining the level and quality of fire and other related emergency services it provides to its residents. The Comprehensive Fire Safety Effectiveness Model is a document which can assist communities in evaluating their level of fire safety.

The provision of fire protection in Newfoundland and Labrador is a municipal responsibility. The level and amount of fire protection provided is determined by the residents of the community, through decisions made by and support provided by the council. Due to a wide variety of factors, the Newfoundland and Labrador fire service finds itself in a period of change. Increased community expectations coupled with reduced financial resources are forcing all communities to critically assess their fire protection needs and to develop new and innovative ways of providing the most cost effective level of service. A refocus on fire protection priorities is providing progressive fire departments and communities throughout Newfoundland and Labrador with an exciting opportunity to enhance community fire safety. There is more to providing fire protection than trucks, stations, firefighters and equipment.

The Fire Safety Effectiveness Model can be used as a basis for evaluating fire safety effectiveness in your community. This model looks at community fire protection as the sum of eight key components, all of which impact on the fire safety of the community. Gaps in one or more of the components can be offset by improvements in another component or components.

## **Master Fire Protection Plan**

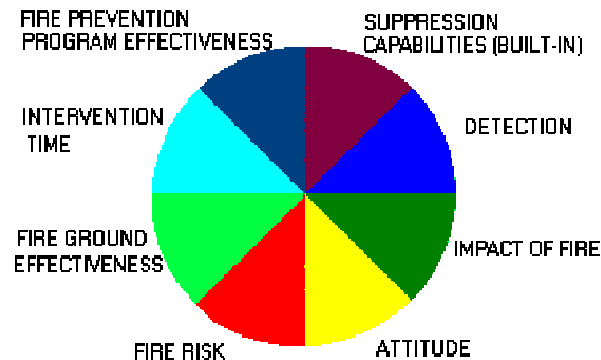
Every fire department should be guided by a master or strategic plan. This Master Fire Protection Plan traditionally focused on the identification of fire hazards and planning an appropriate firefighting response. Today, the term “hazard” has expanded well beyond the fire problem in the community, to include emergency medical incidents, hazardous materials incidents and many other emergency situations. Similarly, focuses are being shifted to emphasize the concept of fire prevention and control systems as communities attempt to effectively reduce losses experienced. The plan should allow for staffing and financial support as well as the many external influences that impact on the fire service. The information contained within the Master Fire Protection Plan should provide a clear and concise overview of the most recently adopted organizational goals and objectives, budgetary commitments, mission statements and assessments of organizational activity. The document should cover a long range planning period of five to ten years.

It is critical that the fire department be guided by a written philosophy, general goals and specific objectives which are consistent with the mission of the department, and are appropriate for the community it serves.

Application of the Fire Safety Effectiveness Model will enable municipalities to make informed choices by providing an objective and modern approach to public fire protection – a new way of thinking. Communities are able to determine if the level of service provided matches the risk that has been identified in the community.

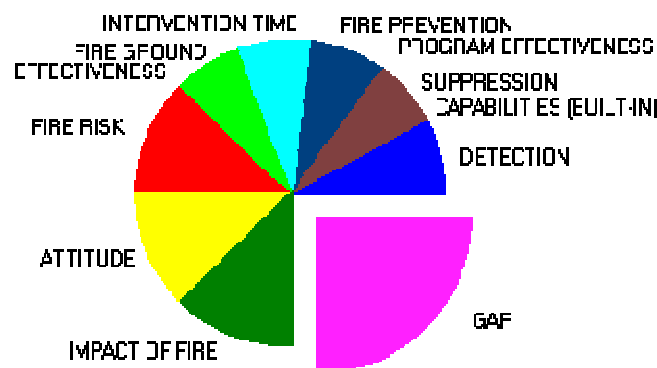
**Chart 1:**

This chart shows each of the components which make up the comprehensive model. Although the chart is divided equally, each factor will in reality contribute differently to the total level of protection provided to a community.



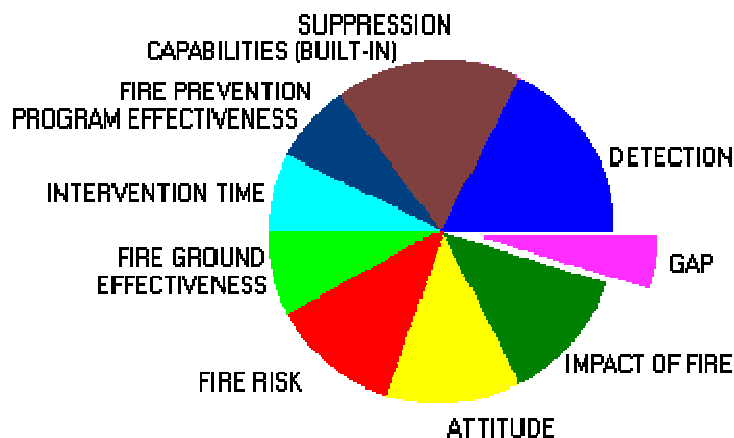
**Chart 2:**

This chart shows how the comprehensive model can be applied to a typical fire department. The “gap” depicts the difference between the existing level of protection and the ideal.



**Chart 3:**

This chart shows how the “gap” can be reduced by strengthening a number of factors in order to increase the overall level of protection provided to the community.



An explanation and description of the 8 components are as follows:

### **1. Impact of Fire**

The impact of fire in any community can be significant with far reaching consequences. Not only do fires result in deaths and personal injuries but they also cause substantial property and environmental loss. Often overlooked are factors such as the historical value of unique local properties as well as the potential for lost tax assessment. There are many communities in Newfoundland and Labrador where the loss of a particular occupancy will have a serious impact on the local economy. An example would be the loss of a fish plant. Involvement in fire often has a negative psychological impact on those affected. Every community should carefully assess the total impact of fire. This assessment should be used as a basis for a Community Master Fire Protection Plan that addresses all areas of community fire safety including fire prevention and life safety as well as the delivery of suppression and rescue services.

- Does your community have a property whose loss would result in a significant financial burden to the community?
- Does your community have a property whose loss would result in a significant impact on local employment?
- Does your community have a property which if involved in fire would pose a significant environment risk?
- Does the master fire protection plan adequately consider the impact of a major fire?

### **2. Fire Prevention Program**

Perhaps the most important component of the community's fire protection services is the effectiveness of its fire prevention program. Legislation, regulations and standards pertaining to fire safety focus primarily on fire prevention. Enforcement of these codes is one of the most effective ways of reducing the loss of life and property due to fire. In addition, public fire safety education programs have the potential to substantially reduce the loss of life and property due to fire.

Every community should strive to provide an adequate, effective and efficient program directed toward fire prevention, life safety, risk reduction of hazards, the detection, reporting of fire and other emergencies, the provision of occupant safety and exiting along with provisions for first aid firefighting equipment.

- Does your community have a fire prevention and public education policy that adequately addresses inspections, fire prevention and code enforcement?
- Does your community provide inspections upon request?
- Does the fire department respond to complaints?

### **3. Public Attitude**

Communities often accept the consequences of fire and provide community support. Comprehensive insurance packages are available to mitigate damages.

Communities need to assess the residents' attitudes toward fire to determine what role it plays in determining the extent of fire losses. Properly designed public fire safety education programs will significantly improve public attitude toward the prevention of fire. This will result in lower fire losses.

Every community should assess public attitude toward fire and life safety issues. This assessment should be used to develop and deliver public fire safety education programs to enhance community fire safety.

### **4. Fire Risk**

The characteristics of your community affect the level of fire risk that it needs to be protected against. Older buildings pose a different set of problems than newer buildings constructed to current construction codes. High rise, commercial and industrial occupancies each present unique factors which must be considered. Construction, occupancy type, water supply, exposure risks, furnishings and the risk which the combination of these factors poses to the occupants must be assessed. The presence of effective sprinkler systems, smoke alarms, or

other protection measures can reduce the fire risk.

Every community should carefully assess its fire risk. The results of this risk assessment should be used as a basis for determining the level, type and amount of fire protection provided and should be a critical factor in the development of the community master fire protection plan.

## **5. Detection Capabilities**

The presence of early warning detection capabilities notifies occupants and allows them sufficient time to escape. It also allows for earlier notification of the fire department.

Communities who encourage the widespread use of early warning detection systems have the potential of significantly reducing notification time, which, when coupled with effective fire suppression, results in a corresponding reduction of loss of life, injuries and damage to property from fire.

Every community should develop and implement programs that promote the use of smoke alarms and fire alarm systems in all occupancies. These programs should be a fire protection priority.

## **6. Built-In Suppression Capabilities**

Traditionally, the use of built-in suppression has been limited to fixed fire protection systems associated with assembly, commercial, industrial and manufacturing occupancies. Application of this concept is almost nonexistent in the residential environment. These systems, particularly the use of automatic sprinkler systems play an important role in minimizing the effects of fire by controlling its spread and growth. This enables the fire department to extinguish the fire more quickly and easily.

Although effective in newer buildings, it is often difficult if not impossible to provide for built-in

suppression systems that effectively control fires in wall cavities and concealed spaces associated with certain older types of construction or reconstruction.

The use of built-in suppression systems should be a fire safety priority in all communities. Programs should be developed and delivered that promote the advantages of built-in suppression systems for residential, commercial, industrial and assembly occupancies.

The promotion of the use of built-in suppression devices in all types of occupancies including residential, should be a priority for the fire department.

## **7. Intervention Time**

All fire ground operations are time critical. The ability of a fire department to respond to every incident, prior to it becoming a major fire, is virtually impossible due to factors beyond its control. There are too many variables to accurately predict the exact response time to every incident. However, it is possible to project, with reasonable accuracy, certain elements of the total response time equation. The chart at the end of this section depicts the variables that exist between the time a fire begins and the actual time of intervention, i.e., first application of water on the fire. Each reduction in time associated with a particular function (such as the period from dispatch until the first vehicle leaves the station) results in intervention at a lower level of the time/fire curve. Proper management of the various time elements is important, particularly during the set-up stage. It has been said that five minutes of well timed and well planned activity at this stage can avoid five hours of catch-up later.

Another time element that must be analyzed, particularly for volunteer and composite fire departments, is the time required to assemble at a fire scene. Subsequently, the time taken by the crew to complete each task required to initiate interior fire suppression will have a significant impact on the capacity of the department to extinguish the fire effectively.

Regardless of which definition is adopted, fire department response time is a function of various factors including, but not limited to:

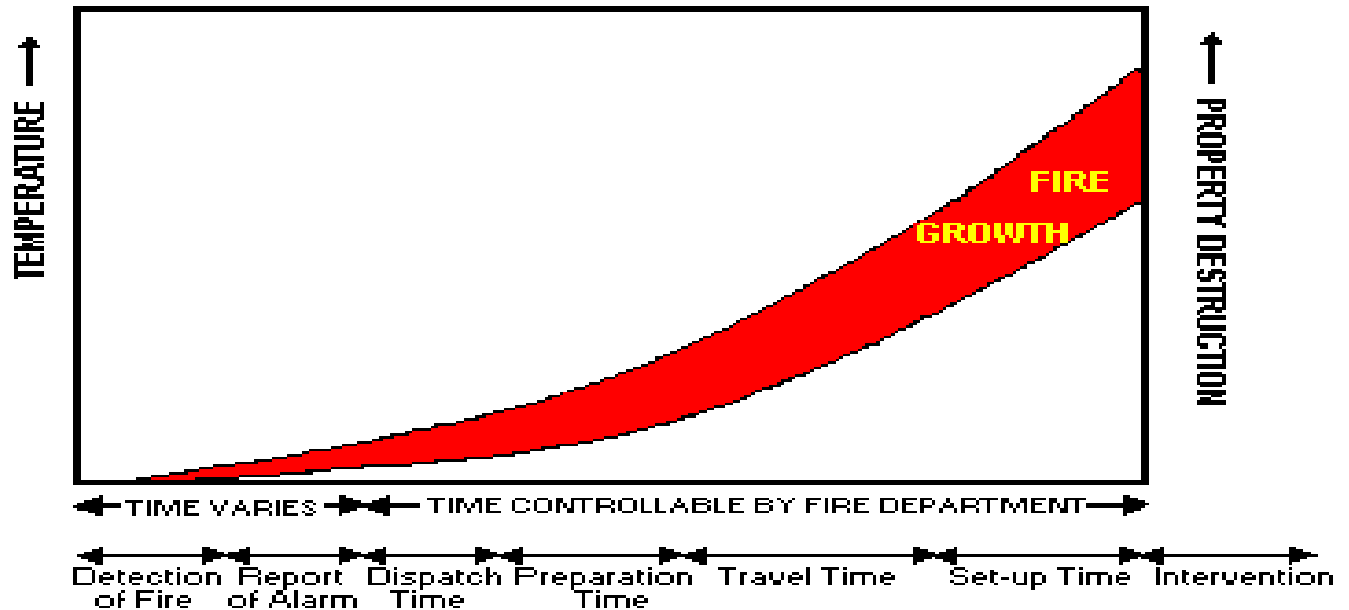
- the distance between the fire department and response location
- the layout of the community
- impediments such as weather, construction, traffic jams, lack of roads
- notification time
- assembly time

Every community should develop and implement a range of programs and initiatives that reduce intervention time. These programs and initiatives should address all aspects of intervention time, from the time required to detect the fire to the set-up time of the fire department. Questions to be asked include:

- Are all occupancies in your community equipped with suitable smoke alarms and provided with fire emergency escape plans?
- Do all residents in your community know how to report a fire or other emergency?
- Does your community have a common fire emergency reporting number?
- Is the fire department dispatched by an appropriate dispatch facility?
- Does the community's master fire protection plan consider the different turn-out times for volunteer and/or full-time firefighters?
- Has the department instituted an appropriate fire department training and education program?
- Are all structures within the community clearly identified using an accepted numbering system?
- Has the department instituted a policy of having the closest fire department respond even though that fire department may be from another community?

In order to reduce intervention time and improve response time, one must understand time/fire growth relationship. The diagram below illustrates this relationship.

### ILLUSTRATION OF TYPICAL TIME/FIRE GROWTH RELATIONSHIP



- NOTES:**
- The fire progression curve is subject to variation due to a number of factors such as the type of material and volume of material involved.
  - The various factors, from the time the fire begins until intervention takes place, are all subject to Variation.
  - Preparation time for full-time fire fighters means the time to dress and depart the station.
  - Preparation time for volunteer fire fighters includes the time to respond to the station as well as to dress and depart the station.

## **8. Fire ground Effectiveness:**

The fire ground effectiveness of the fire department has a wide range of benefits for your community. Not only does the fire department's performance affect the degree of damage to the environment and property, it also has a direct relationship to personal injury and death from fire. Many factors influence the effectiveness of any fire department. Included in these factors are:

- fire department organization
- community support of fire department
- firefighter availability
- firefighter and fire officer training
- adequate resources which are properly maintained
- time effective response to emergency incidents

The fire department should strive to provide an adequate, effective and efficient fire suppression program designed to control/extinguish fires for the purpose of protecting people from property loss, injury, or death.

- Does your fire department have a comprehensive training program and evaluation system for all positions?
- Does the fire department have a system to ensure that an adequate number of trained personnel respond to all emergencies within a reasonable time period?
- Is your fire department provided with adequate resources to safely and effectively handle the risks it will be called upon to mitigate?
- Does the fire department use standard operating guidelines to define expected fire department actions for the wide variety of situations it might encounter?

- Does your fire department have automatic response agreements to guarantee an adequate level of personnel at all times?

## **B. Assessment Criteria**

In order to determine a level of service that the community wishes to provide, FES-NL has developed an assessment process which provides Council with a tool, *the Municipal Fire Protection Services Assessment*, to measure and provide a predetermined level of service.

In 2008 FES-NL started to develop a standardized municipal *fire protection assessment program* to evaluate the operational readiness of the fire departments to respond to fire and other emergencies authorized by the community. In addition to the assessment, FES-NL incorporated an educational component within the assessment program to assist municipalities in improving the delivery of fire protection services.

FES-NL also provides a means for municipalities to assess existing operations by providing a *Municipal Assessment Criteria Guide*. This guide is very helpful in determining levels of service and whether the department is performing as per current legislation. The assessment criteria guide can be found **in Appendix Y**.

The assessment criteria cover the entire range of issues related to the organization, operation, and management of a municipal fire protection service. This includes but is not limited to: training, inspection programs, incident reporting, equipment and vehicle maintenance programs, respiratory protection programs, levels of service expected and provided, response areas, mutual aid, condition of fire halls, water supplies, communication systems, and fire protection administration. The assessment process includes how functional tasks and operations are conducted, as well as written documentation associated with it.

The assessment criteria was developed “in-house” using the experience of the staff of FES-NL with reference to *NFPA Standard 1720*, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, and *NFPA 1201*, *Standard for Providing Emergency Services to*

*the Public*. In addition FES-NL compared the assessment criteria to other jurisdictions across Canada.

While the assessment criteria deals with all aspects of fire protection services the **two key benchmarks relate to the delivery of defensive exterior fire suppression and offensive interior fire suppression/rescue**. There are a number of additional levels of service related to rescue such as vehicle extrication, water rescue and rope rescue. These assessments do not include a hazard risk analysis, water supply evaluations, critical response times or other issues normally included in a complete fire protection study.

### **Grading**

The assessment grading used is measured against the criteria set out in the “Basis for Judgment” column as noted in **Appendix Y** and is identified as follows:

A – Acceptable

NI – Needs Improvement

U – Unacceptable

N/A – Not Applicable

## **SECTION 3**

### **Risk Assessment**

Fire Department risk assessment is defined as “The identification, evaluation, and estimation of the levels of risks/hazards as it relates to the provision of fire protection. Risk Assessment also includes calculating how likely these risks are to happen and estimating what effects they might have, especially in the context of a community taking responsibility for the safety of its citizens.”

Fire risk assessment is a decision-making process designed to help fire departments determine where loss exposures exist, where unsafe acts or conditions can contribute to a loss and how to financially deal with losses that cannot be avoided. With so many strategic planning and risk-assessment related tactics and techniques available some may feel intimidated and somewhat apprehensive about taking on these projects.

However, when Council requests a report outlining where the fire department is and where they feel it should be 10 years from now, there is a need to respond to this request in a focused and confident manner.

It is the responsibility of the chief and senior officers to plan for the future by identifying the risks and hazards that may affect the ability to meet the needs of the community. To do this, a strategic plan must be developed to provide focus and direction for the department over the life of the plan. Think of the strategic plan as a reference for understanding the gap between where the department is and where it needs to be.

A properly executed risk assessment will help identify the basic programs and tasks that need to be accomplished. To have any relevance for the department membership, these tasks should be measurable and have tangible outcomes. For example, a risk assessment has identified the need for developing and implementing an effective incident-command system for the

department. Once the program has been accomplished and implemented, staff will all be able to see the positive outcomes of the risk assessment.

Strategic planning and risk assessment are an integral part of managing fire departments, but be careful that they are not done in a vacuum. To ensure that you have addressed all areas of concern, all personnel need to be involved. This will ensure that all areas have been given the attention they deserve and it will also provide a level of ownership to the membership. This ownership will translate into a dedicated effort towards seeing the plan through to completion.

A sample Simplified Risk Assessment document, courtesy of the *Ontario Fire Marshall's Office* is available in **Appendix U**

## SECTION 4 -

### Roles and Responsibilities of Government

The province through FES-NL monitors and supports the delivery of fire protection services. This is accomplished by providing recommendations to improve efficiency and effectiveness of fire protection services through:

- guideline development
- developing training and evaluation systems for fire departments
- monitoring and reviewing fire protection
- providing support to municipalities/fire departments, including an assessment process to improve efficiency and effectiveness of fire protection services
- operation of the FES-NL Fire and Emergency Training School for the provision of training to fire and emergency service responders
- regulatory matters, if necessary

The province, through FES-NL, is responsible to recommend measures to reduce threats and will regulate if necessary. This means FES-NL is responsible to advise, interpret and enforce the Act with respect to its operational aspects. This authority is given under the *Fire Protection Services Act* (Appendix D) and the *Emergency Services Act* (Appendix E).

The primary mandate of FES-NL is to monitor and support the delivery of fire protection services by:

- monitoring, reviewing and advising municipalities on the provision of fire protection services
- making recommendations to municipal councils for improving the efficiency and effectiveness of those services, and providing information and advice on fire safety matters

FES-NL has a responsibility to report, on an annual basis, the activities of every fire department in the Province. These activities include responses, training, equipment maintenance, inventories etc. In order to provide accurate reports, FES-NL requires activity data so that reports can be created and presented to the Provincial Government and the public. The council, through the fire chief and officers, must provide this data on a timely basis. Therefore the fire chief is mandated to gather the information as outlined in the Act, and forward it to FES-NL. **The most critical data that must be submitted is a fire/emergency incident report.** Each time the fire department is required to respond, a report must be made on the appropriate form and sent to FES-NL. Other information reports, such as memberships and inventory, are equally as important. A sample incident report form is contained in **Appendix AA**.

*The Department of Municipal Affairs*, through FES-NL provides HAZMAT response support to communities through the use of 9 mobile HAZMAT Response Units. These units are located throughout the province at strategic locations and are available for immediate response by certified responders from various fire departments. The resources of the Hazmat response teams, operating under memorandums of understanding (MOU) with the *Government of Newfoundland and Labrador*, are available to respond, upon the request from the fire chiefs, to significant emergencies across the province. The Hazmat Response Units provides advice and assistance, resources, and response support services for emergencies where assistance beyond the mutual aid system is needed to support municipalities, unorganized communities and fire departments. HAZMAT response support may include:

- advice and assistance
- hazardous materials response equipment
- radio/communications
- portable lighting and generator support
- additional SCBA units
- command post

## SECTION 5

### ROLES AND RESPONSIBILITIES OF COUNCILS AND ADMINISTRATORS

#### 5.1 Legislative Requirements

The Province has enacted Legislation to govern the establishment and operation of municipal fire departments. *The Department of Municipal Affairs and Fire and Emergency Services Newfoundland and Labrador* are responsible for this legislation.

There are various Provincial Acts that impact the operation of a municipal fire department as outlined in **Appendix BB**

One such piece of legislation is the Act. Various sections of the Act deal directly with the establishment of a fire department and the roles and responsibilities of Council and staff. **These are contained in Appendix B**

The Act states that the council **may** establish a Fire Department, meaning that it is not mandatory for the council to do so. However, if the council decides to provide fire protection services, it takes on the responsibility and liability to provide an adequate level of service. In doing so, the applicable sections of the Act, in relation to the fire department, come into effect, including the *Fire Chief Regulations*. The *Fire Chief Regulations* state (**see Appendix F**) that the fire chief **shall** carry out the duties as prescribed by the council. A Typical fire chief's job description can be found in **Appendix G**. The Act also states that the council **may** pay for fire protection services to an outside agency such as another community. It is imperative that the council ensures that the fire chief and the members of the fire department are carrying out their duties and responsibilities as outlined in the Act.

Like other departments of the council, such as public works, recreation, planning etc., the fire department is a legitimate arm of Council. The fire department is responsible to the council through the manager and/or clerk, and has to follow all the rules and regulations under the Act. It must be understood that all equipment and assets of the fire department is the property of the council.

The council is also responsible for approving an appropriate level of emergency service.

Fire protection in the Province is a municipal responsibility. It is the responsibility of Council to be familiar with general fire protection requirements, practices, and procedures.

Provisions for public fire safety education and certain components of fire prevention are included as part of municipal responsibility for fire protection. Municipalities fund and deliver fire protection services based on needs and circumstances. There is an expectation that municipalities will provide additional services in accordance with their needs and circumstances. For example, if the fire chief recommends, and Council approves, the provision of vehicle extrication services, the council must consider associated costs including equipment, manpower, and training. Recent amendments to the Act provide Council with the authority to determine the type and level of service that it wishes to provide. A comprehensive risk assessment will also identify the type and level of service required given the potential hazards identified through the assessment process. **See Appendix C**

The majority of fire departments in the Province are comprised of volunteer officers and firefighters. A small, but growing number of municipalities utilize a combination of volunteer and paid members (composite) with the smallest number of municipalities employing firefighters on a full time basis (career). In either case, the council is the employer, the fire chief and officers are managers and the firefighters are employees. It is the responsibility of the employer and managers to ensure that, no matter what service level provided, employees must have the proper training and equipment to complete each task in a safe and efficient manner.

Legislation, in our Province that protects the firefighter from personal liability is the *Firefighter's Protection Act*. This Act states in Section 3 "*An action or other proceeding for damages shall not be instituted against a firefighter for an act done in good faith in the execution or intended execution of his or her duty or for any neglect or for any alleged neglect or default in the execution in good faith of his or her duty.*" The complete Firefighter Protection Act can be found in **Appendix A**.

## **5.2 Recommended Best Management Practices and Relationships**

As stated in the Act, the Fire Department is an official arm of Council, therefore, the fire chief, senior officers and firefighting staff are responsible to Council. Moreover, the practices and policies of the council apply to the Fire Department in the same way as they apply to other departments of Council. Spending authority, discipline and by-laws must be followed as per established policy. It is extremely important that the fire chief be knowledgeable in such policies and that he/she and all members of the Fire Department abide by and conduct their affairs in accordance with practices and policies. This can only be accomplished if a good line of communication is established between Council, management, and staff of the Fire Department. Once lines of communication break down between Council and the fire department, distrust and resentment will result. Renewed trust and respect will take much time and energy to rebuild.

Along with activity data, the fire chief is also responsible to provide to Council any other information that it requires such as budgetary items, manpower requirements, capital forecasts, risk assessments, equipment condition reports etc.

## SECTION 6

### Fire Chief Roles & Responsibilities

The fire chief of any fire department shall perform his/her duties as outlined in the *Fire Chief Regulations*. **See Appendix F.**

Section 63 of the Act States:

#### Departments

**63.** (1) A council may

- (a) Establish departments;
  - (b) Appoint for those departments the department heads that are necessary for the effective operation of the council; and
  - (c) Set out the roles and responsibilities of those department heads.
- (2) Where there is a manager, the council shall seek his or her recommendation before establishing a department or appointing a department head.
- (3) The council may appoint one person to head 2 or more departments established under paragraph (1)(a).
- (4) The department heads are responsible to the manager, or, to the council, where there is no manager.

The fire chief's position is considered senior management or department head. The chief reports directly to the town manager, or, if there is no manager, then directly to Council.

The fire chief is the person who is ultimately responsible to the council of a community that appointed him or her for the delivery of fire protection services. A fire chief provides leadership to the fire department, ensures the development of personnel, establishes and implements departmental planning. The fire chief is also responsible to ensure that codes, legislation and bylaws are correctly interpreted, promotes fire prevention and education,

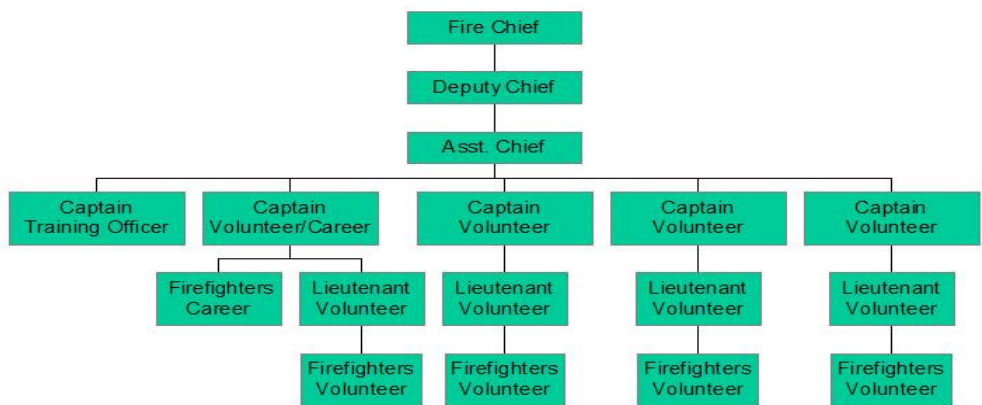
contributes to the overall senior management of the community and acts as the incident commander at major emergency scenes.

A typical fire chief Job Description will outline all the duties and responsibilities of the position. A sample job description is contained in **Appendix G.**

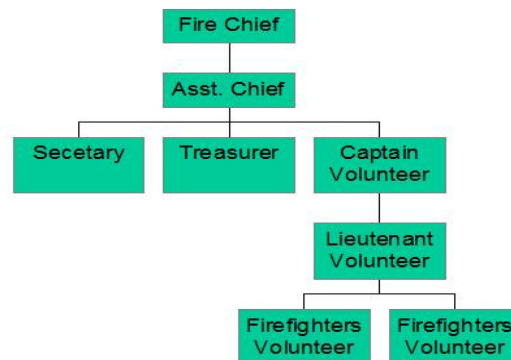
**Officer, Firefighter and other support positions:**

Typical chain of command flow charts are shown for both a larger urban and smaller rural department outlining the various positions within the organizations. Descriptions of charted positions, and other additional positions are explained in the text below the charts.

**Typical Urban Volunteer / Composite Fire Department Chain of Command**



## Typical Rural Volunteer Fire Department Chain of Command



### Fire Chief

The fire chief is the most senior position within the organization. He/she is responsible to the council and the public for all aspects of administration and operation of the department. The chief reports to Council through the Town Manager/Clerk.

### Deputy Fire Chief

The deputy fire chief evaluates emergency operations, acts as the incident commander at emergencies, may manage personnel and divisions, ensures compliance with health and safety legislation and any other duties as determined by the fire chief.

In the absence of the fire chief, the deputy fire chief assumes all the roles and responsibilities of the fire chief.

## **Senior Officer**

The title of senior officer may include the rank of assistant chief, district chief, platoon chief or division chief. Generally, the senior officer's role is to control and coordinate emergency response operations, fire ground operations and manage districts, platoons and divisions. They may also be responsible for performing administrative duties and public relations.

## **Company Officer**

The company officer is a fire line officer. This may include personnel with the rank of captain, lieutenant or those acting in those positions. The company officer is a supervisor who directs and controls a limited number of personnel at scenes of emergencies or training. They may have responsibilities regarding fire prevention and education as well as station and vehicle maintenance.

## **Firefighter**

The firefighter is a front line emergency fire service worker. Operational in nature, the firefighter provides the manual work required to respond and mitigate emergencies. Often placed directly in the way of danger, the firefighter is under the direct supervision of department officers. Firefighters are actively involved in training and may have responsibilities for fire prevention and education activities.

## **Fire Department Instructors**

Often termed training officers, instructors may be operational staff. Generally they have extensive knowledge in training methods and techniques. They are responsible to ensure that fire department personnel have the knowledge and skills to perform their duties. Instructors who are operational members of the department may have the role of safety officer at emergency scenes.

## **Fire Prevention Personnel**

Fire prevention personnel are generally responsible for fire prevention and public education activities. Some fire prevention personnel may be operational staff and may be required to perform duties associated with emergency response. Duties usually include plan reviews, pre-planning, fire inspections, public education, station tours, public displays and special teams such as smoke alarm teams. In the province of Newfoundland and Labrador, investigations are the responsibility of the RCMP and RNC in conjunction with FES-NL. Compliance with building, fire, and life safety codes is the responsibility of the Provincial Government through Services NL, Government Services Division- Plan Review Section.

## **Apparatus and Equipment Maintenance Personnel**

These fire department members may be either operational or non-operational. It is the responsibility of these personnel to ensure that all fire apparatus and equipment is maintained in fully operational condition. Other duties can include, and are not limited to, developing and carrying out maintenance programs, reviewing and providing advice on specifications for new equipment, accident investigation and station maintenance.

## **Communication Personnel**

First contact communications personnel must have traits and characteristics demonstrating a high level of professionalism and empathy. Communications personnel must ensure that they have the correct information in order to send the appropriate response. They may provide logistical support, must maintain radio communication, be able to process incident documentation, keep current with policies and procedures, and have sound knowledge on the use of communication devices, and perform public relations and public education duties along with technical and administrative duties.

### **Administrative / Clerical Personnel**

The duties assigned to administrative/clerical personnel are extremely varied. Record keeping, filing, research, note taking, accounting, budgeting and answering telephone inquiries are just some of the tasks that may be assigned. Organizational and public relations skills are necessary for these positions, as interaction with the public may be frequent. Consideration should be given to those with proficiency in computers and business equipment.

## SECTION 7

### Training

Probably one of the most important activities in any fire department is training. Firefighters prevent fires from occurring because they have been trained in fire prevention, public fire safety education and code enforcement; they suppress fires because they have been trained in firefighting operations.

Over the years, firefighting has evolved from just firefighting and fire prevention to a broad base of emergency service responses. Firefighters are now expected to respond to various incidents involving hazardous materials, extrication and medical situations. Proper training in these areas is imperative because of the risks not only to the firefighter but to the victims as well. Medical incident responses are steadily increasing each year. Automatic External Defibrillators (AEDs) which are used in heart attack incidents, are being placed not only on fire apparatus, but are being installed in many places of public assembly such as stadiums and airports. Because of their extended use, FES-NL has introduced AED Guidelines on the use of such units. A copy of the AED Guidelines is contained in **Appendix FF**.

The public has come to expect that all members of a fire department are trained to at least the level of protection and service that they provide. As such, and as stated in the Act, the fire chief is responsible to Council for the proper administrative and operational duties of the fire department. Therefore, the chief is ultimately responsible for carrying out or delegating duties pertaining to training, which include but are not limited to:

- establishing a training program
- administering training programs
- conducting training in fire prevention, public education, fire suppression, administration and management and any specialty training and procedures
- maintaining proper records of all training, testing and program evaluations
- preparing and conducting examinations of staff as required

- preparing annual training budget
- keeping Council informed as to the level of training of the department members

Carrying out training responsibilities will allow the fire department to:

- meet and enforce mandatory requirements of applicable law, (i.e., the *Occupational Health and Safety Act* and regulations)
- keep all fire department staff trained at peak performance in all program areas
- provide a system of succession planning
- demonstrate a strong and positive attitude in fire service program delivery
- enforce the wishes of Council to deliver effective and efficient service
- demonstrate due diligence to Council

OHS Division refers to guidelines, guidance notes, alerts, and legislation when they carry out their enforcement duties under the Occupational Health and Safety Act and Regulations. They have to determine if reasonable precautions for the protection of a worker are being taken under the Act. These guidelines have quickly become “best accepted practice” and include NFPA standards. The OHS legislation considers an employer and employee relationship thus, firefighters or career members are considered workers under these regulations.

It is imperative that accurate training records be kept so it can be shown that reasonable precautions were taken to avoid injury.

If a fire department conducts training and fails to keep records of such, training cannot be proven and the department’s training program may be deemed ineffective.

A file on each member with a copy of any certificates earned and all training attended and completed should be kept readily available. Training records should include topic, duration, instructor and signatures. There are a number of factors that require these records to be kept:

- They can be produced to show your activity to your council.

- They can be used to track the training for each member and identify any shortfalls or additional training that is needed as well as verify completed training.
- They can be used to help support funding requests from Government.
- They can be used if your fire department's actions are ever challenged in a court of law.
- They can support the organization's credibility.
- They can aid in the retention of members, in that they feel they are a part of a well organized fire department where they can be proud of their accomplishments.

FES-NL's Provincial Training Schools are an excellent and economic way to take part in professional training programs which are certificated and in some cases accredited by the International Fire Service Accreditation Congress (IFSAC) through Oklahoma State University. Currently there are two training schools per year, offering a wide range of courses, seminars, and programs that are suitable for all firefighters, from recruitment to senior officer level. A list of and a brief description of the seminars and programs offered at the training schools are contained in **Appendix H** or you can visit the FES-NL website at: <http://www.gov.nl.ca/fes/training/index.html>.

There are no registration fees; however, travel, meals and accommodations are the responsibility of the council/Fire Department. Meanwhile, there is financial assistance available from Provincial Municipal Administrators (PMA) which covers up to 50% of expenses.

Information on this program can be obtained by visiting:

[http://www.nlfireservices.com/uploads/files/matched\\_training\\_application\\_form\\_spring\\_2011.pdf](http://www.nlfireservices.com/uploads/files/matched_training_application_form_spring_2011.pdf)

Or call 726-6405 for more information. A copy of the application form is contained in **Appendix Z**.

Some courses at the Provincial Training School require pre-read assignments and/or course manuals. These manuals can be purchased from the Newfoundland and Labrador Association of Fire Services office in Gander (709) 651-2361. Certificates of successful completion are issued for all courses taken at FES-NL Training Schools.

Application and medical consent forms are contained in **Appendix I**.

FES-NL has recently recognized a select number of firefighters to act as Regional Trainers. As a means to reduce the cost of training, a fire department may bring in a regional trainer to conduct a training course for them. The use of regional trainers is economically feasible when you have a large number of members who require the same course. Therefore, you would bring in one trainer to conduct a program for multiple members rather than send the members out of town. The council/Fire department will be required to pay the trainer a daily fee and cover other related expenses. FES-NL can be contacted for a list of Regional Trainers and to determine what is included in “other related expenses”.

Additionally, FES-NL has established and adopted a Minimum Training Standards document which outlines a minimum training standard that firefighters are required to meet in order to safely operate on the fire ground. The fire chief must be sure that all firefighters are trained to this standard before being allowed to attend emergency scenes. See **Appendix J**: Minimum Training standards.

### **In-House Training**

A well organized in-house training program is necessary for every fire department no matter the size. While the FES-NL training schools are an excellent resource, an in-house training program will teach basic firefighting and will offer refresher education on skills previously learned. The in-house training instructor must be qualified to teach and in order to become qualified, the instructor can attend a two or five day Fire Emergency Service Instructor course which is offered at the FES-NL Training Schools. This course teaches the student how to effectively teach and train firefighters. Successful candidates will then be recognized as being able to teach courses that they have completed themselves. FES-NL will also provide trainers

with the materials to be able to train your firefighters, for example, the Defensive Firefighter package. Professionalism and credibility are enhanced by having a certified instructor in your department.

### **Training from Industry.**

Newfoundland Power, NALCOR (Nfld. Hydro) and North Atlantic Refining are three examples of companies in our province who offer free training to firefighters. Companies who use potentially dangerous products or processes often welcome the opportunity to provide training to emergency responders.

There are many training programs available to members of the fire service in this province, all of which are available through FES-NL. A list and brief description can be found in **Appendix H** -

### **Fire Protection Courses offered by FES-NL:**

- Fire & Emergency Services Instructor (FESI) for Defensive Firefighting (Basic)
- Basic Fire Inspection
- Marine Firefighting for Land-Based Firefighters
- NFPA 1002, Fire Apparatus Driver/Operator - Driver Training
- NFPA 1002, Fire Apparatus Driver/Operator - Hydraulics Calculations
- NFPA 1002, Fire Apparatus Driver/Operator – Pump Operations
- Fire Department Operations
- NFPA 1021, Fire Officer I
- Basic Emergency Management
- Emergency Operations Centre Management (EOCM)
- Emergency Planning Workshop
- Public Information Officer
- NFPA 472, Hazardous Materials - Awareness and Operational Level
- CBRN Basic (Chemical, Biological, Radiological & Nuclear Terrorism)
- NFPA 1041, Fire and Emergency Services Instructor - Level I (5-Day)
- NFPA 1041, Fire and Emergency Services Instructor - Level II (5-Day)

- SCBA Fit Testing Train the Tester
- Emergency Communications
- NFPA 1001 - Firefighter Level I
- NFPA 1001 - Firefighter Level II
- Certification Testing for NFPA 1001 - Firefighter I and Firefighter II
- Certification Testing for NFPA 472, Hazardous Materials - Awareness Level
- Certification Testing for NFPA 472, Hazardous Materials - Operations Level
- Certification Testing for to NFPA 1002, Standard on Fire Apparatus  
Driver/Operator Professional Qualifications – Pumper Level
- Exercise Design 100
- Exercise Design 200
- Incident Command System 100 and 200 (ICS 100 and 200)
- Fire Hydrant Operation & Maintenance
- Vehicle Traffic Management
- Defensive Firefighting
- Air Brake Endorsement
- NFPA 1006, Standard for Technical Rescuer Professional Qualifications, 2008  
Edition – Vehicle and Machinery Rescuer Level I (3 Day Program)
- SCBA Training
- NFPA 1031, Fire Inspector Code Enforcement – (5 Day Program)

## SECTION 8

### Firefighter Safety

No matter what the size of your department, the safety of all members must be priority one. Firefighting, be it in a volunteer, composite or career department, falls under the regulations as outlined in the OHS Act. In general, the Act states that all employees must be trained in safe work practices and those employers must ensure that every precaution is taken to provide for the safety of its employees. In this case, the employees are the members of the fire department and the employer is the council. Employers can and will be held accountable if found that a violation of the Act has taken place. Information on the OHS Act as it relates to Firefighters is contained in **Appendix J - Minimum Training Standards**

In order to provide a safe workplace for the firefighters, each department should appoint a safety officer to oversee a firefighter occupational health and safety program.

(1) The duties and responsibilities of the fire department safety officer shall include, but are not limited to:

- (a) Plan and coordinate safety activities.
- (b) Work closely with the safety committee.
- (c) Ensure accidents are investigated.
- (d) Devise corrective measures to prevent accidents.

(2) Realizing safety training and recordkeeping are management's responsibility; the fire department safety officer shall ensure the following requirements are being met:

- (a) Ensure safety training for all employees.
- (b) Ensure safety directives are complied with.

(c) Ensure that records are kept regarding, but not limited to the following:

- (i) Accidents
- (ii) Injuries
- (iii) Inspections
- (iv) Exposures
- (v) Medical Monitoring
- (vi) Safety meetings
- (vii) Apparatus
- (viii) Equipment
- (ix) Protective clothing
- (x) Other fire department safety activities

(3) The fire department safety officer, through the fire chief, shall have the authority and responsibility to identify and recommend the correction of safety and health hazards.

(4) The fire department safety officer shall maintain a liaison with senior officers regarding recommended changes in equipment, procedures, and recommended methods to eliminate unsafe practices and reduce existing hazardous conditions.

NFPA 1521 *Standard for Fire Department Safety Officer* may be used as a guide for duties and responsibilities relating to the safety officer.

NFPA 1500 – *Standard of Fire Department Occupational Safety* is an excellent guidance document that provides information on the development of Occupational Safety Program. The program does not have to be complex. As long as reasonable efforts are taken to provide for safety, it would be better than no program at all. There are many resources available beside the NFPA documents. Safety Program Models are available from other departments and can be used and edited to suit local needs.

The safety of firefighters will depend greatly on the level of training that they receive. For instance, one should not expect a firefighter to safely raise a ladder when that person has not been trained in ladders. Therefore, a good safety program should be included in the training program, and the training officer must ensure that all staff are trained in all aspects of firefighter safety.

As employees and employers, The WHSCC Act plays a huge role in the safety program. Like the OHS Act, both parties must follow the guidelines as outlined. There are many obligations under the Act that must be followed such as timely reporting of accidents and Early and Safe Return to Work Programs. Explanation of the WHSCC Act as it relates to firefighters is contained in **Appendix J** Minimum Training Standards.

Many employers today are encouraging healthy living. Some offer incentives by providing exercise equipment in the work place, while others pay for fitness gym fees or offer community recreation facilities to its members free of charge. Either way, health, safety and fitness has become a large part of everyone's lives. An article from the January 2012 edition of "Firefighting in Canada" has an excellent fitness program that can be done at home or in the fire hall. **See Appendix K**

## SECTION 9

### Apparatus & Equipment

Once Council has made policy decisions on the level of fire services they are going to provide, they will have to consider the type, capacity, capabilities and the total number of apparatus and related equipment they will need to provide the services they wish to provide.

Consideration of specialized risks in the community and the related needs should be undertaken. For example, traffic volume might create additional demand for the need for extrication equipment or high rises may require an aerial or elevating device.

The cost of firefighting equipment is quite high. In many cases, besides taking advantage of cost sharing arrangements with the Province, some departments will have to fundraise in order to purchase extra equipment, or to help pay the council's portion of the cost share. Either way, once purchased, the equipment becomes the property of Council and Council is obliged to ensure that it is maintained and ready for service at all times.

Funding assistance for Council is available from the Province under the *Firefighting Equipment Fire Protection Financial Assistance Program*. A copy of the program details and application form can be found in **Appendix L**.

The fire department then has the responsibility to establish a preventative maintenance program for all equipment which includes everything from nozzles to apparatus. NFPA has various standards that outline preventative maintenance programs. For information on NFPA Standards go to [www.nfpa.org/catalogues](http://www.nfpa.org/catalogues).

A complete inventory of equipment should be established and documented. Check sheets should be developed and inventory checks should be carried out on a regular basis. Any newly purchased equipment should be added to the inventory and warranty information on new equipment should be kept on file. Sample inventory check sheets are provided in **Appendix M**.

Simple forms are developed for each piece of equipment which will show all repairs that have been carried out, schedules for preventative maintenance, along with daily, weekly and monthly equipment checks. Accurate records should be kept and be available in the event there is a failure of the equipment. Records will also provide a history of the condition of the equipment which will be important once replacement time arrives. Sample forms or various pieces of equipment are provided in **Appendix N**.

Fire apparatus are increasingly complex pieces of machinery that require regular preventive maintenance to keep them safe and reliable and to maximize their life and value. It is not enough just to repair problems when they occur or to perform maintenance when it is convenient or someone thinks it has to be done. In order to keep a fleet of fire apparatus in

good condition, a good plan is necessary to ensure that all the required maintenance is performed.

Fire departments vary widely in their character, and thus in their requirements of a preventive maintenance program. While the specifics of the preventive maintenance program for each department will be different, the goals in each should be to ensure that all the necessary preventive maintenance is performed to make certain that the apparatus is ready and safe for responding to an emergency when needed. It is important that each department develop a program appropriate for its apparatus, circumstances, resources, capabilities, and special circumstances.

***NFPA 1911 Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus:***

This standard defines the minimum requirements for establishing an inspection, maintenance, and testing program for in-service fire apparatus. It also includes guidelines for fire apparatus refurbishment and retirement. As well, it identifies the systems and items on a fire apparatus that are to be inspected and maintained, the frequency of such inspections and maintenance and the requirements and procedures for conducting performance tests on components. In addition, it provides sample forms for collecting inspection and test data.

The primary purpose of this standard is to provide requirements for an inspection, maintenance and testing program that will ensure that in-service fire apparatus are serviced and maintained to keep them in safe operating condition and ready for response at all times.

The secondary purpose of this standard is to establish that safety is a primary concern for the continued in-service use of a fire apparatus and the ultimate decision to refurbish or retire that fire apparatus.

It is not the intent of this standard to restrict any jurisdiction from exceeding the minimum requirements described in NFPA 1911. Copies of this standard can be obtained from NFPA.

## **General Requirements:**

All fire apparatus that could be placed in service for emergency response shall be inspected, maintained, tested, and retired as required by this standard.

## **Retirement of Apparatus:**

The fire department shall consider safety as the primary concern in the retirement of apparatus.

Retired fire apparatus shall not be used for emergency operations.

## ***Inspection & Maintenance Checklists:***

Scheduled preventive maintenance activities are typically based on time (every 3 months, every 6 months, annually, and every 5 years) or a specified number of hours of operation. It is necessary to maintain a proper inspection and maintenance program, including written records, as outlined by the manufacturers' specifications.

It is important that the information is easy to keep updated as apparatus is replaced, and that it is easy for the fire department and the maintenance providers to use. Typically there are two types of information needed when establishing the preventive maintenance program. The first is when maintenance is needed, and the second is what maintenance tasks should be performed and, if necessary, how they should be performed.

Small departments might want to prepare a list, by month, of which apparatus is due for service and which service is to be performed at that time. It is important that the schedule be updated whenever a piece of apparatus is added or removed. Larger departments might find it more functional to prepare a schedule by month or by number of hours for each piece of apparatus.

## ***Motor Vehicle Inspection Requirements:***

### **Inspection Periods**

#### **Commercial Vehicles**

At age one model year and each year afterwards. Commercial trailers not certified as conforming to the *Canada Motor Vehicle Safety Act* require inspection before first time registration.

CONSOLIDATED NEWFOUNDLAND REGULATION 1002/96

*Official Inspection Station Regulations  
under the  
Highway Traffic Act  
(O.C. 96-167)*

(e) "Commercial vehicle" means

(i) a truck, tractor or trailer or a combination exceeding a registered gross vehicle mass of 4,500 kilograms,

(t) "vehicle inspection certificate" means a numbered certificate issued by an official inspection station to an inspected vehicle certifying it to be in a fit and proper condition and as having passed the applicable inspection prescribed under these regulations and includes the inspection sticker.

(4) It is an offence to operate on a highway a vehicle for which a vehicle inspection certificate required by these regulations has not been obtained or which does not bear a valid inspection sticker where required by these regulations or for which the driver cannot produce a valid vehicle inspection certificate or a renewal certificate.

(3) All commercial vehicles, buses, school buses and disabled passenger vehicles must display a valid inspection sticker or, where the vehicle has been inspected in a jurisdiction with which a reciprocal agreement has been made under subsection 10(2) which does not prescribe inspection stickers, the vehicle must carry and make available for inspection a valid vehicle inspection certificate or renewal certificate.

Out of service criteria

**3.** (1) Notwithstanding another provision of these regulations, a person shall not operate or cause to be operated a commercial vehicle where the vehicle has a defect listed in the Out of Service Criteria.

(2) An inspector who determines that a commercial vehicle has a defect listed in the Out of Service Criteria shall declare the vehicle to be out of service and notify the driver to that effect.

(3) A person shall not drive or cause to be driven or allow to be driven a commercial vehicle which has been declared to be out of service under these regulations.

## ***Air Brake Endorsement:***

### CONSOLIDATED NEWFOUNDLAND REGULATION 13/96

#### *Highway Traffic Driver Regulations* under the *Highway Traffic Act* (O.C. 96-193)

## **Driver's licence**

43. (1) A person shall not operate upon a highway a motor vehicle or a class of motor vehicle, unless that person holds a driver's licence that:

(a) has been issued to that person:

(b) authorizes that person to operate that motor vehicle or that class of motor vehicle;  
and

(c) has not expired or been suspended or cancelled or that is not invalid.

## **Licence issued for class of vehicle**

51. A driver's licence is not valid to authorize the holder of it to drive other than the class of vehicles specified in the licence but the registrar may by endorsement on the licence authorize the holder to drive the other classes of vehicles that the registrar specifies in the endorsement.

## **Air brake endorsement required**

14. A person shall not operate a motor vehicle equipped with an air braking system unless that person is the holder of an air brake endorsement.

## **Persons exempted from additional requirements**

7. Holders of a Class 5 licence as described in paragraphs (a) to (d) are exempt from a requirement to hold additional classes or endorsements of licence:

(a) a peace officer or **firefighter** operating a motor vehicle while on duty;

## **Emergency vehicle" means**

(i) a motor vehicle driven by a peace officer or by a member of the police branch of 1 of the Crown's Armed Forces where there is an emergency justifying a rate of speed in excess of a

maximum rate of speed provided for in this Act and includes a vehicle so operated by a chief of a volunteer fire department,

(ii) a motor vehicle carrying firefighting equipment in responding to an alarm of fire, and

(iii) an ambulance responding to a call or transporting a patient where there is an emergency justifying a rate of speed in excess of a maximum rate of speed provided for in this Act;

**Note:** The Fire Commissioner under Fire & Emergency Services Newfoundland & Labrador does not condone the operation of an *Air Brake Equipped* Fire Apparatus without the proper drivers' license and appropriate endorsements

## Section 10

### Self Contained Breathing Apparatus

This section is intended to assist fire departments in the selection, care and maintenance of their Open Circuit Self-Contained Breathing Apparatus (SCBA) and to develop an appropriate SCBA program.

There are a number of components to an appropriate SCBA program:

- Selection and Purchase of New Sets
- Set Care and Maintenance
- SCBA Compliance – Upgrades and Retirement
- Cylinder Hydrostatic Testing and Replacement
- Firefighter Training in the Use and Operation

NOTE: This document does not address compressed breathing air combination open-circuit self-contained breathing apparatus and supplied air respirators (SCBA/SAR's) or closed-circuit SCBA.

#### **Selection and Purchase of New Sets**

There are a number of items that should be considered prior to starting the selection and purchase process for new SCBA. These include, but are not limited to, expected hazards, frequency of use, size, weight, rated service time, ease of donning and doffing, comfort, and availability of servicing. Chapter 5 of *“NFPA 1852, Standard on Selection, Care, and Maintenance of Open-Circuit Self-Contained Breathing Apparatus”* 2008 Edition, should be referenced prior to purchasing new SCBA sets.

Section 5.1.7.2 of NFPA 1852 states that *“For both NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for Emergency Services, and NFPA 1982, Standard on Personal Alert Safety Systems (PASS), the edition of the respective standard(s) that is the current edition at the time of purchase shall be the edition specified.”* The current edition of both is 2007.

NFPA 1981 specifies the minimum requirements for the design, performance, testing and certification of new compressed breathing air open-circuit self-contained breathing apparatus and their replacement parts, components and add-on accessories.

NFPA 1982 specifies the minimum requirements for the design, performance, testing and certification for all new Personal Alert Safety Systems (PASS) for emergency services personnel, including but not limited to stand-alone PASS and integrated PASS. While a PASS device is still not mandatory it is strongly supported. When ordering you will have to specify this option; units integrated into the airline are recommended.

Fire departments who are considering purchasing used or reconditioned sets shall ensure that the sets have received servicing (rebuild) and functional flow testing (bench testing) by a technician and servicing centre that are authorized by the manufacturer of that particular brand and receive documentation to that effect.

Used or reconditioned sets shall meet the certification conditions as described in the **SCBA Compliance – Upgrades and Retirement** section.

It is strongly recommended that fire departments operate with only one brand name of SCBA within their organization. This will simplify maintenance and training requirements and will prevent the interchanging of air cylinders with different brands. The interchanging of air cylinders with different brand names is not approved and only acceptable as a last resort in emergency situations.

### **Set Care and Maintenance**

The care and maintenance of SCBA is one that is often overlooked by many fire departments but is one of utmost importance.

Follow the manufacturer's recommended procedures for cleaning and disinfecting your sets including the face piece. Excellent information can also be found in Chapter 5, *Essentials of Fire Fighting*, 5<sup>th</sup> Edition and Chapter 6 of NFPA 1852 on the care of SCBA.

All current in-service SCBA sets should be "ready for use", that is, a set that has been inspected and is ready to be donned by the firefighter. The interval between inspections should not exceed one week.

Annually, a functional flow test (bench test) is required on SCBA: follow the manufacturer's instructions or your organization's Standard Operating Procedure (SOP)'s or General Operating Procedure (GOP)'s. Each manufacturer also provides a recommended schedule for periodic rebuild (overhaul) of their sets. We strongly recommend that each fire department review these requirements and follow the schedule as closely as possible.

Fire departments must develop a SOP or GOP to provide a uniform, consistent procedure in the care and maintenance of their SCBA. Fire departments must also ensure that written documentation is kept on all use, maintenance, servicing, and upgrading related to each SCBA unit and cylinder. Sample SOP and Maintenance check list can be found in **Appendix O**.

Chapter 5, *Essentials of Fire Fighting*, 5<sup>th</sup> Edition and Chapter 7 of NFPA 1852 can be referenced for inspection and maintenance information.

## **SCBA Compliance – Upgrades and Retirement**

The issue of upgrading and/or retiring of SCBA sets have created a lot of confusion within the fire service. FES-NL has not formally adopted “*NFPA 1852, Standard on Selection, Care, and Maintenance of Open-Circuit Self-Contained Breathing Apparatus*”, 2008 Edition; however we do recommend that fire departments use it as a guide to manage their SCBA program. It is not our intention to have fire departments throw down their current SCBA sets just because they may not meet the current standard. Rather, we would encourage fire departments to use the standard to evaluate their entire SCBA program.

The following excerpt from NFPA 1852 addresses currently in service sets, upgrades and retirement:

*4.4.1 SCBA that is currently in service shall be certified as compliant with at least one of the following standards:*

*(1) NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Firefighters, 1992 edition*

*(2) NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for the Fire Service, 1997 edition*

*(3) NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Fire and Emergency Services, 2002 edition*

*(4) NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for Emergency Services, 2007 edition*

*4.4.2 Where currently-in-service SCBA do not meet the requirements of 4.4.1 and are covered by any of the following four categories, such SCBA shall be upgraded as specified in 4.4.3 or shall be retired as specified in 4.4.5:*

*(1) Currently-in-service SCBA that were not certified as compliant with the 1992 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Firefighters, when the SCBA was manufactured*

*(2) Currently-in-service SCBA that were not certified as compliant with the 1997 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for the Fire Service, when the SCBA was manufactured*

*(3) Currently-in-service SCBA that were not certified as compliant with the 2002 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Fire and Emergency Services, when the SCBA was manufactured*

*(4) Currently-in-service SCBA that were not certified as compliant with the 2007 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for Emergency Services, when the SCBA was manufactured*

*4.4.2.1 The provisions of 4.4.4 shall apply to SCBA that are not covered by any of the four categories specified in 4.4.2.*

*4.4.3 SCBA shall be permitted to be upgraded to be compliant with the 2007 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for Emergency Services, in accordance with the SCBA manufacturer's and certification organization's instructions.*

*Where SCBA do not meet either 4.4.1, 4.4.2 or cannot be upgraded as per 4.4.3 the set should be scheduled for retirement. This is in keeping with Section 4.4.4 as outlined below.*

*4.4.4 Where currently-in-service SCBA do not meet the requirements of 4.4.1 and are covered by any of the following categories, such SCBA shall be retired:*

*(1) Currently-in-service SCBA that only met the requirements of NFPA 19B, Standard on Respiratory Protective Equipment for Firefighters, when the SCBA was manufactured*

*(2) Currently-in-service SCBA that only met the requirements of the 1981 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Firefighters, when the SCBA was manufactured*

*(3) Currently-in-service SCBA that only met the requirements of the 1987 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Firefighters, when the SCBA was manufactured*

*(4) Currently-in-service SCBA that were purchased prior to 29 July 1981 that did not meet the requirements of the 1971 edition of NFPA 19B, Standard on Respiratory Protective Equipment for Firefighters, when the SCBA was manufactured*

*(5) Currently-in-service SCBA that were purchased after 29 July 1981 and prior to 30 June 1987 that did not meet the requirements of the 1981 edition of NFPA 1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Firefighters, when the SCBA was manufactured*

*(6) Currently-in-service SCBA that were purchased after 30 June 1987 and prior to 14 August 1992 that did not meet the requirements of the 1987 edition of NFPA*

*1981, Standard on Open-Circuit Self-Contained Breathing Apparatus for Firefighters, when the SCBA was manufactured*

In summary the only sets that should currently be in service shall be compliant with the 1992, 1997, 2002 or 2007 Editions of NFPA 1981.

If your sets fall within the above year range and were not certified as compliant with NFPA 1981 (i.e.; Industrial Sets) then the sets shall be upgraded to be compliant with the 2007 Edition of NFPA 1981 or retired.

Any sets prior to the 1992 Edition of NFPA 1981 which cannot be upgraded to the 2007 Edition of 1981 shall be retired.

A sample SCBA standard operating guide along with SCBA inspection and maintenance checklists can be found in **Appendix O.**

## **Cylinder Hydrostatic Testing and Replacement**

Transport Canada (TC) requires that all high pressure SCBA air cylinders be hydrostatically tested by an approved cylinder requalifier (testing agency) as per the following:

|           |                   |                        |
|-----------|-------------------|------------------------|
| Steel     | Every five years  | No end of service life |
| Aluminum  | Every five years  | No end of service life |
| Composite | Every three years | 15 year service life   |

Some manufacturers have now obtained a *Permit of Equivalent Safety* through Transport Canada for their composite carbon fibre cylinders. One exemption of this permit is the 3 year hydrostatic test interval, thus allowing it to go to 5 years. A search of your carbon fibre cylinder SU number on the Transport Canada web site is available for this information, see <http://www.tc.gc.ca/eng/tdg/safety-menu.htm>

Cylinders may fail a hydrostatic test and inspection for a number of reasons including: out of acceptable limits, dents, gouges, cracks, pitting and rusting.

Note: Composite cylinders refer to fibreglass and Kevlar half-wraps and full wraps, carbon fibre, and all other cylinders that are constructed of two separate materials. Composite cylinders must be taken out of service and destroyed after 15 years from the date of manufacture.

CAN/CSA-Z94.4-02 (R2008), the Canadian Standard on the Selection, Use and Care of Respirators, requires that the air in the cylinder be changed every 12 months which is a change from the previous requirement of 90 days.

Fire departments must keep a written log of hydrostatic testing and filling of each cylinder. This includes the type of cylinder, when it was manufactured, when hydrostatic testing is due, when it was done, the date, location, and person who filled the cylinder. Air cylinders that have gone beyond their hydrostatic test date must not be filled by anyone.

For those operating with air compressors, ensure that the required periodic maintenance and purification filter change out is completed. Compressor breathing air is required to be tested/analyzed on a six (6) month basis as per CAN/CSA-Z180.1-00 (R2005), the *Canadian Standard on Compressed Breathing Air and Systems*. Check with an authorized service agent on the hydrostatic test intervals for your cascade cylinders.

## **Firefighter Training in the Use and Operation**

Firefighter training in the use and operation of SCBA is critical to an effective SCBA program. Firefighters must understand all the operational features of their particular set. New firefighters will require more training to develop confidence in the use of SCBA. Even experienced firefighters should refresh their skills on an annual basis. The fire department should have a SOP/GOP on SCBA training requirements for all firefighters.

Under the *2009 OH&S Regulations* “Where required, an employer shall establish, implement and maintain, and revise where necessary, a written respiratory protection program in accordance with CAN/CSA-Z94.4-02, the *Standard on the Selection, Use and Care of Respirators*”.

Section 7.1.4 of CAN/CSA-Z94.4-02 states that under no circumstance shall a person use a tight fitting respirator until a satisfactory qualitative or quantitative fit test has been achieved.

FES-NL strongly encourages that fire departments implement fit testing into their respiratory protection program.

Chapter 5, of the *Essentials of Fire Fighting*, 5<sup>th</sup> Edition is an excellent source of information on respiratory protection, donning, doffing, and using SCBA.

Under the NFPA 1001 Firefighter I program as delivered by FES NL there are a number of Job Performance Requirements (JPR's) that can be referenced for skill development in the use of SCBA. The following JPR's relate to SCBA use: #'s 7, 9, 10, 16, 18, 19, 20, 24, 25, 27, 28, 29, 37 and 44. These are available by calling FES NL or visiting our web site at <http://www.gov.nl.ca/fes/>

There are many other sources of information on SCBA training and each fire department is encouraged to develop a resource file of information.

The fire chief or the officer in charge is responsible to ensure that all firefighters using SCBA are qualified to perform the task. All training including SCBA training should be recorded, by chart, written log or computerized data base.

### **Summary:**

- Evaluate existing SCBA units to ensure compliance with NFPA standards.
- Develop a one to three year plan to replace or upgrade non-compliant sets and seek Council funding to meet the requirements of the plan.
- Ensure that existing SCBA units are maintained as per the manufacturer's recommendations.
- Maintain a written log of air cylinder testing and refilling.
- Ensure that air cylinders are hydrostatically tested as per TC requirements and that all composite cylinders are taken out of service at the end of service life, (15 years).
- Ensure that the fire department has a written SOP/GOP on the use, operation, care and maintenance of the SCBA.
- Ensure that the firefighters are adequately trained in the use and operation of the SCBA.
- Maintain a written log of all training.

## Section 11 Recruitment and Retention



The Fire Service in Newfoundland and Labrador has come a long way since the early days of bucket brigades and horse drawn steam pumpers. It has become one of the most diverse and challenging professions known today. Imagine learning and developing skills to cope with situations ranging from structure fires, medical assist

calls, ice rescues, high angle rescues, water rescues, hazardous chemical spills and more.

Consider the challenge of helping people at all hours of the day and night, seven days a week, in any kind of weather and very often under highly stressful and emotional conditions.

However, the personal rewards and self satisfaction that comes from being a part of this team is often beyond description.

For many, Fire Departments that rely on volunteers to deliver fire protection, recruiting and retaining a sufficient number of capable and experienced volunteers has, for a number of years, been a challenge.

Communities across the Province have identified that it is increasingly more difficult to maintain the necessary number of volunteers needed to provide this service. This could be the result of an aging population, out migration, decline in industry and employment, geographic isolation or lack of recognition for the job they do.

Throughout Newfoundland and Labrador, there are approximately 300 fire departments comprising over 6000 volunteer firefighters. The capabilities of each department may vary, but their role and responsibilities are the same – to save lives, property and the environment.

In 2008, members of the NLAFS approached the provincial Fire Commissioner and requested that a working group/committee be established to research and report on what many considered a serious emerging issue – recruitment and retention. While the terms of reference for the committee’s work was not immediately defined, it was soon clear that all stakeholders needed to be brought to the table before a report of any kind could be developed. Shortly thereafter, officials from FES-NL, NLAFS, along with members of the board of directors of MNL and PMA began drafting a terms of reference in anticipation of a report to be submitted to each organization for consideration.

In 2009 a report was completed by a Retention and Recruitment Working Committee comprising representatives from FES-NL, NLAFS, MNL and PMA and circulated to all stakeholders. **See Appendix P.** While the report identified some reasons for the problem related to recruitment and retention, there will be a need for the fire service to build and adopt a formal strategy/program which will deal with the recruitment and retention issue in the local community. Some excellent programs have been developed by municipalities and organizations from around the country and they can be used as a best practise guide or template in developing a program that is best suited to the issues locally. A sample R&R Program can be found in **Appendix Q.**

A Junior Firefighting Program is an excellent means to promote the fire service in any community. These programs give young people the chance to learn about local fire, rescue, and emergency medical services response organizations in a safe, controlled, educational, and fun way while providing departments with an excellent recruitment mechanism. Young people can use the junior firefighter program to learn what it means to be a firefighter and log their hours of service to receive special recognition and incentives as they reach certain milestones. The junior firefighter program is a very positive way for young people to spend their time, while preparing them for the fire service. Junior firefighter programs are becoming very popular in the province. Grand Falls Winsor Fire Rescue currently has an excellent program that has proven to be very successful and helps in the recruitment of new members.

The following is taken from the GFWFR web site:



***What is the Youth Firefighter Training Program of the Grand Falls Windsor Fire Department?***

The youth firefighter training program is a program for high school students offered by members of the fire department. Students in Grade 11 and 12 are recruited and given basic training in fire safety, firefighting, and first aid.

The program runs for 12-15 weeks with one training per week plus special activities. During the program students learn about the chemistry and behaviour of fire, use and maintenance of self-contained breathing apparatus, firefighter safety, fire extinguishers, fire attack, search and rescue, rescue over ladders, aerial ladder operation, hose loads and advances. During the program students can also get certified in first aid and Basic Life Support (CPR) if they wish.

The program concludes with a full day on the fire department training ground doing actual simulations in the smoke house and the training tower. Other special events include a firefighting theme wake-a-thon fundraiser, car washes, and fundraisers for Muscular Dystrophy.

At the end of the program there is a graduation ceremony where completion certificates are presented along with special awards.

There are many benefits to this program, such as an increased awareness of the importance of safety, teamwork, and how to work and function as a team, and many more.

The Youth Firefighter Training Program originated in 1987 and has since graduated over 450 high schools students. Throughout the 12-15 week program, students learn about fire and fire prevention, and get an extensive, hands on experience with the trucks and the life saving equipment. Students have the opportunity to make new friends learn valuable skills that will last their entire lives, and help them in the future. It builds team work, friendships, and is a whole lot of fun in the process.

It starts in February of each year, and runs until early June. It is a free course and comes very highly recommended by all students who have taken it. The funding for the program comes from car washes and sponsors for a wake-a-thon.

Over the years, the Youth Firefighters helped raise over \$2000 for the Muscular Dystrophy Canada. They achieved this by holding a "boot" drive at the local mall and other stores.

## **SECTION 12**

### **Regionalization and Mutual Aid**

#### **12.1 Regionalization of Fire Services**

Many communities in Newfoundland and Labrador, especially in rural areas, struggle in their attempts to survive financially. Reductions in the Municipal Operating Grants from Government, low business tax base, and out migration are some of the main factors. As a legitimate arm of Council, the fire departments are feeling the effects as well. Fire departments are an expensive investment. Fire trucks can run well over half a million dollars, and fire stations in the millions. The days of true volunteers, men and women who literally offered their services to be firefighters for free, have virtually disappeared. The younger generation have moved out of the small communities to seek employment in the larger towns and cities, leaving the older residents to fend for themselves. Many of these older residents have either lost interest in the fire department or they are just not physically up to the challenge. In most areas of the province, each little community traditionally had its own fire service. Fire equipment and equipment, much of which is old, outdated and not certified, sit only kilometres apart with nothing separating it only a municipal boundary. If the fire service is to survive in these tiny communities, councils will have to come together and share the cost of fire protection services. This means that several departments will have to formally form regional fire departments. Organizations such as NLAFS, MNL, PMA and FES-NL have openly supported the establishment of regional fire services. Government has stated that while they will not force communities to do so, they support any movement in that direction, to the point where Government will provide support—financially and otherwise—for such a move. Regionalization might be the key to staffing problems affecting many of Newfoundland and Labrador departments

Regional fire services will eliminate duplication, strengthen service delivery and save money for municipalities. Fire prevention and public education will be standardized, training will be consistent, and fire stations can be properly positioned and not be hampered by boundaries. One recent example of the positive move to regionalize fire service can be found in the Bay De

Grave Regional Fire Department. This recent article from the Conception Bay *Compass* tells the story:

*The ribbon was cut April 16 in South River on the Bay de Grave Regional Fire Department, but the shiny new \$221,000 pumper truck on display was already used equipment.*

*Four days earlier, the truck and the 19 men who comprise the department had been part of the response to the brushfire in Chapel's Cove that damaged several buildings and vehicles.*

*Fire Chief Jeremy Hall of North River said the fire hall's first major call went well, and he was excited to be part of the team that will provide fire coverage for Clarke's Beach, Cupids, Makinsons, North River and South River. In his remarks to the assembled crowd of area residents and dignitaries, Chief Hall commended the firefighters for their service and also thanked their spouses for tolerating the long hours their partners often spend at the hall, including himself.*

*The department has been in the works for three years as an agreement was hammered out in endless meetings between the communities and the Provincial Government, which kicked in 90 per cent of the capital costs. The total cost of the new department was estimated at \$1.2 million, including \$737,000 for the fire hall.*

*Junior Taylor, the chairman of the Bay de Grave Regional Fire Service Committee, said he knew the regional fire department could work when the Provincial Government agreed to cover 90 percent of the capital costs, instead of the 80 percent it had initially offered.*

*"We felt that we didn't have the finances to finance the venture then, knowing that it was going to be a rather costly venture. We just didn't have the money," said Taylor.*

*"But then as we negotiated with government representatives and received a 90/10 cost sharing agreement, we knew then that we could easily handle such a venture."*

*Taylor said the committee was "totally in the dark" when it came to knowing what the proposed new fire department would need.*

*"We were all novices when it comes to fire departments. We were depending on Cupids for years for our protection, and then when they felt they could no longer provide it to us, we had to approach Bay Roberts."*

*The original agreement with Bay Roberts was to provide three months of temporary fire coverage, which eventually stretched into four years as the committee worked on establishing its own fire service.*

*"Thankfully, we've got it done. We now have a tremendous fire department, good workers, great firefighters," he said.*

*Taylor said the Provincial Government will be looking at the Bay de Grave fire department as a model for applying regionalization to fire services in other areas of the province.*

*"That was a comment that [director of regional co-operation in Municipal Affairs] Keith Warren made to us, that we're going to be an example to the whole province," he said.*

*Taylor said there was some initial skepticism among people in the communities that a regional fire department would work - or even should be attempted.*

*"Like any community, of course, everybody wants to retain their identity, and they think that if you go into a regional setting, you're going to lose your identity as a community, which is not true," he said. "Some people can be rather resistant to stuff like that."*

*But as the project started to take shape, it was easier to counter that thinking, he said.*

*"We're very proud of our fire station and our firefighters, I can tell you that," he said.*

*dmaceachern@cbncompass.ca*

Recently, Premier Kathy Dunderdale spoke to the firefighters of the province about regionalization saying,

*"I know we are surrounded this evening by numerous departments steeped in history, but the current reality and the future of the fire service rests in our ability to join forces in times of emergency. No matter what issues we may have with each other from community to community, when an emergency strikes, public safety is the top priority for us all. Each and every community needs to examine the assets within their own region and look to the possibility of joining together . . . "*

For those communities, especially in rural Newfoundland and Labrador, who are struggling with the provision of adequate fire protection services, regionalization should be considered as a viable option. The following can be used as a step by step procedure:

- 1) Organize a meeting between the affected fire departments to discuss the common issues.
- 2) Organize a committee with a representative from each department to act as the spokes persons.

- 3) Have the committee arrange a meeting with the affected councils or LSD to identify issues and prepare a draft agreement.
- 4) Contact the Provincial Government and area MHAs to state the intention and agreement to regionalize fire services.
- 5) Ask the Provincial Government for administrative and financial assistance in the formation of the new Regional Fire Service.
- 6) Always be positive and highlight the positive outcome of the newly established arrangement.
- 7) Obtain input by way of public meeting to obtain the support of the public.
- 8) Promote the initiative through the media.

There are a number of communities where regionalization has taken place in a variety of ways. The following are the current models of regionalization:

- a) Municipal government amalgamation resulting in the amalgamation of the fire protection service, St. John's Regional Fire Department, Grand Falls – Windsor Fire Department.
- b) Creation of Regional Services Board resulting in one formal fire department structure, Norpen provides fire protection to 13 communities.
- c) Fire protection purchased from larger established municipality/fire department, Paradise purchases service from St. John's Regional.
- d) Communities voluntarily pool resources to provide regional service with everyone sharing the cost. The fire department is attached to at least one municipality, Bay St. George South.
- e) Fire departments combine service under one administration. This may not see a reduction in the number of fire hall structures but will see an improved level of service through combined training and purchased goods and services.

## 12.2 Mutual Aid/ Fire Protection Agreements

The Mutual Aid System is a no-charge reciprocal system of emergency response and assistance that communities in Newfoundland and Labrador can access through their local fire departments.

The main focus of the *Mutual Aid System* is to make a large number of resources available in a pre-arranged, organized fashion at no additional cost to the community requiring assistance during a large- scale emergency situation.

Mutual Aid is activated when the fire or emergency is beyond the capability of the responding fire department or there are more fire calls or emergencies than the local fire department can respond to. For example, if a fire in your community was too large for your local fire department to handle alone, Mutual Aid could be called upon for additional equipment and personnel. The same would apply if a tanker carrying dangerous goods was involved in an accident.

Mutual Aid also offers back-up protection. If the local fire department is attending one fire or emergency, this system provides response to any other fire or emergency situation in that town or municipality. All of this additional assistance is provided at no cost to the community.

Section 184 of the Act provides communities with the power to enter into agreements with other communities for providing or obtaining fire protection or emergency response assistance.

Many municipalities use fire protection agreements to enhance fire protection service levels. Written agreements provide each party with the necessary details and specifics to permit a clear understanding of the services to be provided and the compensation to be exchanged for the services.

Municipal councils must understand the terms and conditions as well as the cost and service implications of these service agreements to evaluate their effectiveness and impact.

Significant financial benefits and cost avoidance opportunities can result from using automatic aid agreements with neighboring municipalities, when appropriate, to enhance fire protection service levels in the community.

It is common to find municipalities that have entered into several concurrent service agreements (mutual aid, highway response, automatic aid, dispatch, etc.). The effective application of risk management principles is dependent upon clarifying roles, responsibilities, and procedures in formalized agreements to avoid unnecessary liability exposure. A sample mutual aid agreement can be found in **Appendix R.**

## Section 13

### Protocol – Parades and Funerals

The use of uniforms, standard operating procedures, and rank structure makes the fire service resemble a military operation. As in any military organization, the proper wearing of uniforms and respect for rank are high on the priority list. The public views the fire service in the same light as military, police and other uniformed organizations.

As in military operations, firefighting requires a distinct command structure and it is imperative that firefighters work within that chain of command. Even in their earliest training experiences, firefighters are conditioned to follow the chain.

Every firefighter works as the member of a team, just like the military. The military adheres to an all-arms approach to warfare, combining artillery, armor, infantry and air power into an integrated fighting force, just like firefighters who combine people with distinct duties into a force that can tame a fire.

Fire officers guide the team of firefighters through the operation, and determine the best approach to fight a fire and lead the attack. Pumper operators drive the apparatus (fire trucks, etc.) and man the pump controls at a fire. Individual firefighters are given tasks to enable the team to achieve its objective, in this case saving lives and property.

Because of the military resemblance, proper etiquette while attending public functions such as parades along with funerals is very important. It is so important that distinct protocols have been developed to ensure that protocols are carried out in a consistent manner. Funeral and parade protocols can be very confusing and intimidating, especially in a small rural fire department. In fact, most of the outlined protocol will be out of reach for most departments. However, even a small department can adopt portions of the protocol to meet the needs of the department. It is very important to understand that no matter how small the department, professionalism and respect are the keys to portraying a positive image. **Appendix T** provides an excellent guide for

situations that may be encountered by fire departments in the course of carrying out their duties. Some aspects of the guide may not apply to all departments. It is meant only as a reference, which may be adopted in whole or in part, as best suits the needs of the fire department.

## Section 14

### Fire Service Medals & Licence Plates

#### **The Fire Services Exemplary Service Medal (Federal)**

*The Fire Services Exemplary Service Medal* was created by a Letters Patent signed by the Queen on August 29, 1985. The design of the Medal incorporates crossed axes, a hydrant and a stylized Maltese Cross, an internationally recognized symbol of the fire prevention community. The Bar to the Medal consists of a plain bar with a stylized maple leaf centred. The Medal is administered by the *Chancellery of Canadian Orders and Decorations* in Ottawa. The federal, provincial and territorial jurisdictions recommend eligible and deserving members of the Fire Services to the Chancellery. Awards are made on behalf of the Sovereign, by instruments signed by the Governor General and are announced in the Canada Gazette. Engraved medals and certificates of award are forwarded to the nominating authority for formal presentation on behalf of the Governor General.

#### **Who is Eligible**

A person may be awarded the medal if that person:

(a) is a member of the fire service on or after August 29th, 1985.

(b) has completed twenty years as a member of the fire service, where that service is of such good standard as to warrant an award.

**Note:** The Governor General, on advice from his ministers, by virtue of the authority vested in him by the Regulations governing the award of the *Fire Services Exemplary Service Medal* (FSESM), has agreed that firefighters, who retired before 29 August 1985, could apply for the FSESM.

A person who has been awarded the Medal is eligible to be awarded a Bar in respect of each additional ten-year period of service in the fire services of Canada, after the twenty-year period in respect of which he was awarded the Medal, if that service is of such good standard as to warrant an award.

If the nomination is for the fire chief, the nominating authority must be the person the fire chief reports to, such as the mayor or chief administrative officer of their village, town, district

or city. Self nominations will not be accepted.

### **Nomination Process**

1. The nomination form is available from the *Newfoundland and Labrador Association of Fire Services* or you can download an electronic nomination form from the *Governor General of Canada* website. Note: while you can fill in the electronic form at your computer, you still need to print and sign the completed form. **See Appendix EE.**

If more than one firefighter is eligible for an award, you can fill out one official nomination form and add the other names using the Additional Names Form.

2. **Send completed forms to :**

#### **Newfoundland & Labrador Association of Fire Services**

P.O. Box 572

Gander, NL

A1V 2E1

Tel: 1-709-651-2361

Fax – 1-709-651-4990

e-mail – [nlafcff@sympatico.ca](mailto:nlafcff@sympatico.ca)

## **The Fire Service Long Service Medal (Provincial)**

### **TERMS UNDER WHICH THE LONG FIRE SERVICE MEDAL, FIRST AND SECOND SERVICE BARS AND 35 YEAR PLAQUE IS PRESENTED:**

1. The medal or service bar is presented by the *Government of Newfoundland and Labrador* and is administered by Fire and Emergency Services.
2. The medal or service bar will be presented on occasions or at times as designated by the Fire Commissioner.
3. Persons entitled to a long service medal or service bar must make written application to Fire and Emergency Services.
4. Proof and documentation of service must be submitted with application.
5. A person receiving the medal will have served in a facet of the fire service for at least 20 years since January 1, 1955. The total time may be achieved by volunteer or paid service or a combination of both. Service time need not be continuous.
6. All years must have been served in Newfoundland and Labrador.
7. Where the qualifying person is deceased, and completed his/her years of fire service since January 1, 1985, the next of kin may apply for the medal or service bar posthumously.
8. A person receiving the first service bar will have served in a facet of the fire service for 25 years and 30 years for the second fire service bar. Years of service, which is for each 5-year period thereafter, will be recognized and appropriate service bar issued.

### **35 YEAR PLAQUE**

In order to be eligible an individual must comply as follows:

1. Have provided 35 years of fire protection service in the province.
2. Must presently be serving in the fire service and has accumulated 35 years of service to the date of application.
3. Applications for same must be submitted to Fire and Emergency Services, and must be accompanied by a letter of confirmation from the Town Council or Local Service District Community.

This award shall be presented yearly at the Annual Convention of the Newfoundland and Labrador Association of Fire Services. Persons receiving such, who may not be in attendance, shall receive the award at an appropriate occasion thereafter.

Application Form is available from FES-NL or see **Appendix DD**. Send completed forms to:

**Provincial Office**  
**Fire and Emergency Services – NL**  
25 Hallett Crescent  
P.O. Box 8700  
St. John's, NL  
A1B 4J6

## Firefighter Licence Plates

The Motor Registration Division of Service NL and the FES-NL have worked together to implement a *Firefighter Licence plate program*.

There are established criteria for eligibility to receive a firefighter licence plate. Persons who wish to avail of this program are required to contact FES-NL who administer the application process. When forms are approved by FES-NL, applicants can receive a firefighter plate from local Motor Registration offices across the province.

### Terms and Conditions:

1. A firefighter is a person actively serving in a municipal/local service district fire department in the Province of Newfoundland and Labrador at the time of this application.
2. A firefighter shall have a minimum of three (3) years of continuous service as a firefighter with one or more municipalities/local service districts in the Province. Where service is with more than one (1) community/local service district, please provide a letter from the other community/local service district supporting service.
3. The plate **MUST** be displayed on the rear of the vehicle.
4. A firefighter is eligible for one (1) firefighter plate only.
5. Applicant signature to this application indicates their agreement to the terms and conditions for acquiring and using the plate.

Firefighter plates will only be issued for use on passenger vehicles and commercial vehicles less than 4500 kg. To receive a firefighter plate, the application form (see **Appendix CC**) must be certified and submitted with the required registration application to your local Motor Vehicle Registration Office.

There is no initial fee for the plate, however the registration renewal fee for a firefighter plate will be the standard registration fee for passenger vehicles and commercial vehicles less than 4500 kg.

Your regular "A", "H" or "C" plate must be removed from the vehicle and the firefighter plate attached to the rear of the vehicle. When the vehicle is sold, the firefighter plate is removed and the regular plate re-attached. The firefighter plate can then be registered to your next vehicle.

## **Retired Firefighters**

Retired firefighters are also eligible to receive the firefighter license plate. The retired firefighter must have at least 25 years of service and must be able to provide proof of service from his/her former fire department administration. The same application form can be used until a revised form is developed.

## **Section 15 – Resources**

### **Canadian Firefighter Magazine**

PO Box 530, 105 Donly Drive South  
Simcoe, Ontario  
Canada  
N3Y 4N5  
Phone: 1-888-599-2228  
Fax: 1-519-429-3094

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### **Department of Municipal Affairs**

4th Floor (West Block)  
Confederation Building  
P.O. Box 8700  
St. John's, NL  
A1B 4J6  
Email: [MAinfo@gov.nl.ca](mailto:MAinfo@gov.nl.ca)

Minister of Municipal Affairs  
Tel: 709-729-3046  
Fax: 709-729-0943

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## **Fire and Emergency Services Newfoundland & Labrador**

### **Provincial Office Fire and Emergency Services – NL**

25 Hallett Crescent

P.O. Box 8700

St. John's, NL

A1B 4J6

Fire Service Telephone: 1-709-729-1608

Fire Service Fax: 1-709-729-2524

Emergency Management Telephone: 1-709-729-3703

Emergency Management Fax: 1-709-729-3857

### **Regional Offices Fire and Emergency Services NL**

#### **Deer Lake**

2 Wellon Drive

Deer Lake, NL

A8A 2G5

Telephone: 1-709-635-4153

Fax: 1-709-635-4163

#### **Grand Falls-Windsor**

Location: 27B Hardy Avenue

Mailing Address:

3 Cromer Avenue

Grand Falls-Windsor, NL

A2A 1W9

Telephone: 1-709-292-4414

Telephone: 1-709-292-4078

Fax: 1-709-292-4415

#### **Clareville**

221B Memorial Drive

Clareville, NL

A5A 1R3

Telephone: 1-709-466-4109

Fax: 1-709-466-1306

## **Regional Offices Fire and Emergency Services NL (Cont'd)**

### **Happy Valley - Goose Bay**

Location: 169 Hamilton River Road

Mailing Address:

P.O. Box 2014, Stn. B

Happy Valley – Goose Bay, NL

A0P 1E0

Telephone: 1-709-896-7957

Fax: 1-709-896-7956

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### **Ministry of Community Safety and Correctional Services Office of the Ontario Fire Marshal**

HEAD OFFICE

5775 Yonge Street, 7th Floor

Toronto ON

M2M 4J1

Telephone: 1-800- 565-1842

Telephone: 1-416-325-3100

Fax: 1-416-325-3126

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### **Municipalities Newfoundland and Labrador Association**

460 Torbay Road. St. John's, NL

A1A 5J3

Telephone: 709-753-6820

Fax: 709-738-0071

Toll Free: 1-800-440-6536

Email: [munl@municipalitiesnl.com](mailto:munl@municipalitiesnl.com)

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### **National Fire Protection Association (NFPA) Canada**

Sean Tracey, Regional Director  
1683 Des Perdrix Crescent, Orleans, ON  
K1C 5E2  
Tel: 1-613- 830-9102  
Fax: 1-613-841-1929

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### **Newfoundland & Labrador Association of Fire Services**

P.O. Box 572  
Gander, NL  
A1V 2E1  
Tel: 1-709-651-2361  
Fax – 1-709-651-4990  
e-mail – [nlafcff@sympatico.ca](mailto:nlafcff@sympatico.ca)

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### **NL Occupational Health & Safety Association**

P O Box 5055  
St. John's, NL Canada  
A1C 5V3

Mona Saunders  
Executive Director  
Tel: 709-754-9889  
Fax: 709-576 1409  
email: [msaunders@atlanticsafetycentre.com](mailto:msaunders@atlanticsafetycentre.com)  
General Inquiries (All Departments)  
Telephone: 709-778-1000  
Toll-free: 1-800-563-9000  
Fax: 709-738-1714  
email: [general.inquiries@whscc.nl.ca](mailto:general.inquiries@whscc.nl.ca)

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**Professional Municipal Administrators [PMA]**

460 Torbay Road  
St. John's, NL  
A1A 5J3  
Telephone: 709-726-6405  
Fax: 709-726-6408  
email: nlama@nlama.ca

Krista Planke, Executive Director  
email: ex.dir@nlama.ca

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**Workplace Health, Safety and Compensation Commission Offices**

St. John's (Head Office)  
146 - 148 Forest Rd.  
P.O. Box 9000  
St. John's, NL  
A1A 3B8  
Tel: 709-778-1000  
Fax: 709-738-1714  
Toll Free: 1-800-563-9000

Grand Falls-Windsor  
26 High Street  
P.O. Box 850  
Grand Falls-Windsor, NL  
A2A 2P7  
Tel: 709-489-1600  
Fax: 709-489-1616  
Toll Free: 1-800-563-3448

Corner Brook  
Suite 201B, Millbrook Mall  
2 Herald Avenue  
P.O. Box 474  
Corner Brook, NL  
A2H 6E6  
Tel: 709-637-2700  
Fax: 709-639-1018  
Toll Free: 1-800-563-2772

## SECTION 16 - Stakeholders



### **Newfoundland and Labrador Association of Fire Services**

Newfoundland and Labrador's official provincial association has been representing the fire services of the province to stakeholders since its inception in 1964. It holds a membership of approximately 6000 Newfoundland and Labrador fire officers and firefighters both career and volunteer.

The main focus of the Association is to advocate, enhance, and promote the fire service within itself, the public, and governments. To collectively bring fire service issues to resolution and improvement and assist fire departments in providing service to their respective jurisdictions. The association represents and advocates the mutual interests of fire departments and firefighters both career and volunteer. With the greatest amount of fire protection in the province being provided by volunteer departments, the association tends to advocate and voice for the interests of volunteer fire services. These interests involve all aspects and topics involving the provision of fire services including training, health and safety, administration, and operations of fire departments.

Eligible membership in the association is by way of registering members and paying the annual membership fee. The most common form of membership in the fire service is a department membership in which all members of the department are registered as members. Individual membership is also permitted. There is also affiliate membership for business and suppliers of the fire service in a sustaining membership category.

The Association has a main office located in Gander with a full time administrative assistant and a part time Executive Director. The executive board of the association is by way of an elected president, and six directors elected by regions of the province. An annual conference is held and consists of sessions of training and business sessions of interest to the fire service. This conference is normally where issues are deliberated and debated and are brought forward through resolutions. A provincial trade show is also held at this annual convention, which moves around the province each year.

The Association also administers a provincial fire prevention program by way of "Learn Not to Burn" Program. This initiative involves a coordinator employed by the association to coordinate school based fire prevention programs to the province's school children. Each year the coordinator travels the province liaising with the province's schools and teachers to educate about fire safety at a young age.

This program is co-sponsored between the government of NL and corporate partners, NL Power, Fortis properties, North Atlantic Petroleum, and Air Labrador. These sponsors have been contributors to this initiative since its inception.

The Association also networks and advocates to government agencies and officials, and mutual associations involved in municipal and regional governments. The Association has become advisor to these partners as well. The provincial association also participates in the Canadian Association of Fire Chiefs where the President represents the provincial fire service, on this national executive Board, bringing the province's issues to the national level.

All fire departments are encouraged to become members of the Association, to keep abreast of the issues surrounding the fire service and contribute to the collaborative effort of improving fire services in our province.

For information on membership in the Newfoundland and Labrador Association of Fire Services

**Contact:**

Phone: 709 651-2361

Fax: 709 651-4990

Email: [nlafcff@nf.sympatico.ca](mailto:nlafcff@nf.sympatico.ca)

Website: [www.nlfireservices.com](http://www.nlfireservices.com)



The purpose of the MNL is to assist communities in their endeavour to achieve and sustain strong and effective local government, thereby improving the quality of life for all the people of this province.

**Mandate:**

- To provide programs and services of common interest to the members
- To provide a united approach on issues affecting local governance
- To advance the ambitions and goals of its member communities by developing a shared common vision of the future
- To effectively serve as local government spokesperson and
- To represent its members in matters affecting them or the welfare of their communities; and to further the establishment of responsible government at the local level.

**Contact:**

Phone: (709) 753-6820

Fax: (709) 738-0071

Toll Free: 1-800-440-6536

Email: [mnl@municipalitiesnl.com](mailto:mnl@municipalitiesnl.com)

Website: [www.municipalitiesnl.com](http://www.municipalitiesnl.com)



**Professional Municipal Administrators** - a professional organization composed of municipal administrators, town/city managers, town/city clerks, and department heads who are committed to improving the quality of administration in local government in Newfoundland and Labrador.

Its mission is to enhance and promote professional management and leadership excellence in local government through professional development and the exchanging of ideas and information for the continued recognition of PMA as an authority on municipal government.

**Our Vision** - that Municipal Administrators are recognized as qualified professionals who facilitate the delivery of efficient and accountable local government services

**MISSION STATEMENT** - To enhance and promote professional management and leadership excellence in local Government through education and the exchanging of ideas and information, leading to the recognition of PMA as an authority of Municipal Government.

**Contact:**

Tel: (709)726-6405

Fax: (709)726-6408

Email: [nlama@nlama.ca](mailto:nlama@nlama.ca)

Website: <http://www.pmanl.ca/>

**Krista Planke, Executive Director**

email: [ex.dir@nlama.ca](mailto:ex.dir@nlama.ca)

## **SECTION 17 - Appendices**

- Appendix A    Firefighters' Protection Act
- Appendix B    Municipalities Act 1999, provisions that relate to the Fire Service
- Appendix C    Amendment to the Municipalities Act, 1999
- Appendix D    Fire Protection Services Act/ Fire Protection Services Regulation
- Appendix E    Emergency Services Act
- Appendix F    Fire Chief Regulations under the Municipalities Act, 1999
- Appendix G    Job Description - Fire Chief
- Appendix H    FES-NL Training School Programs
- Appendix I    Application Forms Fire School
- Appendix J    Minimum Training Standards
- Appendix K    Sample Firefighter Fitness Program
- Appendix L    Fire Equipment   Funding   Assistance Program
- Appendix M    Sample Inventory Check Sheets
- Appendix N    Sample Equipment Check Sheets
  - a) Pumper Inspection Checklist
  - b) Pumper Inspection/Maintenance Procedures
  - c) Rescue Inspection Check List

Appendix O Self-Contained Breathing Apparatus

- a) Sample SCBA Standard Operating Guide
- b) SCBA Individual Usage
- c) SCBA Inspection Checklist
- d) SCBA Cylinder Log
- e) SCBA Compressor Usage Log

Appendix P Recruitment & Retention Report

Appendix Q Sample Recruitment & Retention Program

Appendix R Sample Mutual Aid Agreement

Appendix S Resources

Appendix T Protocol for Parades, Funerals & Medals

Appendix U Simplified Risk Assessment

Appendix V Sample Individual Training Record

Appendix W Vehicle Infrastructure Program Application and Policy

Appendix X Fire Apparatus Condition Report

Appendix Y Municipal Assessment Criteria

Appendix Z Matched Training Application Form

Appendix AA Incident Report Form

Appendix BB Acts and Regulations Chart

Appendix CC Firefighters Licence Plate Application

Appendix DD NL Long Service Medal Application

Appendix EE Federal Exemplary Service Medal Application

Appendix FF AED Guidance Document