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Guidelines On Municipal Fire Protection



**Enabling municipalities to make informed choices by providing an objective and innovative approach to public fire protection -
a new way of thinking**

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Public Fire Safety Guidelines

 Subject Coding
PFSG User's Guide

 Section
User's Guide

 Date
September 2004

 Subject
Overview

Page

Purpose:

This manual is intended to be used as a convenient reference source of guidelines for use by municipal councils, municipal administrators, fire department managers and fire department members when developing appropriate fire protection programs for their communities.

References:

- “Must” and “Shall” – These words appear in many guidelines since their inception in 1998. Although compliance with the Public Fire Safety Guidelines is not mandatory, those actions in the guidelines that state, “must” or “shall” need to be followed in order to demonstrate compliance with a guideline, once adopted
- “Best practices” – A technique or methodology that through experience and research has proven to reliably provide the desired result

References:

- The guidelines refer to both optional and mandatory codes, standards, regulations, models and best practices
- Where issues contained in the guidelines are in conflict with an existing collective agreement provision, the contents of the collective agreement shall prevail
- In those instances where application of the guidelines identifies circumstances, which impact on public fire safety and are affected by a collective agreement, the collective bargaining process should be used to remedy the situation

Finding Information:

- The **Index** provides a listing by subject number and the title of all topics included in the manual.

Coding System:

Alpha Prefix

The 4-letter mnemonic prefix ("PFSG") denotes the manual name (Public Fire Safety Guidelines)

Numeric Code

The 6-digit code is made up of 3 sets of 2 digit numbers

Set 1 denotes major divisions/sections

Set 2 denotes subject

Set 3 denotes level, or combinations of levels

- Level 01 is intended primarily for elected officials
- Level 02 is intended primarily for appointed municipal and senior fire officials
- Level 03 is intended primarily for persons who are implementing the guidelines
- Level 12 is a combined level 01 and level 02 guideline
- Level 13 is a combined level 01, 02 and 03 guideline
- Level 23 is a combined level 02 and level 03 guideline

Page Numbering:

- Pages are numbered within each SUBJECT division.
- Subsequent pages are numbered consecutively.

Amendments:

From time to time the Office of the Fire Marshal will issue **Amendment Notices** announcing new and/or revised guidelines.

Amendment Notices will be consecutively numbered and provide filing instructions and a summary of each update as new/ revised guidelines are issued.

File each notice directly behind the **Amendment Record**, after recording the Amendment Notice date beside the corresponding pre-printed number on the Amendment Record. Update your manual as soon as each amendment is received to ensure your copy does not contain obsolete information.

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Proposals On Ofm Public Fire Safety Guidelines

FORM FOR PROPOSALS ON OFM PUBLIC FIRE SAFETY GUIDELINES

Mail to:
Office of the Fire Marshal
Strategic Development Unit
Operations Manager, Carol-Lynn Chambers
5775 Yonge Street
7th Floor
Toronto, ON. M2M 4J1

The following is a print out version (ONLY). Please complete (online) and email the [PDF version](#) to: Carol-Lynn.Chambers@jus.gov.on.ca

If you
require
further
information
on the
public fire
safety
guidelines
development
process,
please
contact
[Carol-Lynn
Chambers](#),
Operations
Manager,
SDU - (416)

325-3216

Date: Name: Tel. No:

Municipality/Fire Department:

Street Address:

Please indicate organization represented (if any):

1. Public Fire Safety Guideline Title:

Guideline # Revision date: Page #

2. Proposal recommends: (check one)

new text

revised text

deleted text

additional guideline

3. Proposed changes: (include suggested wording, contacts for follow-up, commitment your community, department or organization would make to assist in development)

4. Reason for change or addition of new guideline and substantiation for proposal (indicate benefit to improved public safety and copies of research documents, fire experience, etc.)

This proposal is original material (not copied from another source)

This proposal is not original material; its source is as follows:

I hereby grant the Office of the Fire Marshal (OFM) the authority to control the future use of this proposal. I understand the proposal will be assessed and appropriate changes will be made. I understand the OFM will publish appropriate segments of this proposal.

Signature (required):

PLEASE USE SEPARATE FORM FOR EACH PROPOSAL

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File each amendment notice and associated guidelines after this page. Contact the Field Fire Protection Services Section of the OFM for missing amendments. "Amendment Date" is the date on the Amendment Notice. The "Initial" column is provided for your reference to record updates.

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1	Oct 97		26			51		
2	Aug 98		27			52		
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Ministry of the
Solicitor General and
Correctional Services

Amendment Notice

Public Fire Safety Guidelines

Amendment # 6 Amendment Date Sept 2004

Summary:

Replacement of: Index
Amendment Record

Release of: 6th series of guidelines

Filing:

File this Amendment Notice behind the Amendment Record for future use.

Replace: Index
Amendment Record

New: [PFSG 04-24B-12](#) Liaison With Other Agencies at Haz-Mat/
CBRNE Incidents
[PFSG 04-40B-03](#) Smoke Alarm Program and Home Escape
Planning
[PFSG 04-40C-03](#) Distribution of Public Fire Safety Education
Materials
[PFSG 04-40D-03](#) Inspections Upon Request or Complaint
[PFSG 04-45-03](#) Fire Prevention Policy
[PFSG 04-60-12](#) Records Management
[PFSG 04-87-13](#) Fire Station Location
[PFSG 04-89-12](#) Use of Flashing Green Lights In Personal
Vehicles
[PFSG 04-89-03](#) Use of Flashing Green Lights in Personal
Vehicles



Public Fire Safety Guidelines

Amendment # 4 Amendment Date March, 2001

Summary:

Replacement of: Index
 Amendment Record

Release of: 4th series of guidelines

Filing:

File this Amendment Notice behind the Amendment Record for future use.

Replace: Index
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 [04-40-12](#) Selection of Appropriate Fire Prevention Programs
 [04-40-03](#) Selection of Appropriate Fire Prevention Programs

New: [04-03A-12](#) Service Providers - Volunteer Firefighter Staffing
 [04-09A-12](#) Sample Fire Protection Agreement
 [04-24A-12](#) Liaison with Other Agencies at Vehicle Extrication
 Incidents
 [04-40A-12](#) Simplified Risk Assessment
 [04-40A-03](#) Simplified Risk Assessment
 [04-40B-12](#) Smoke Alarm Program
 [04-40C-12](#) Distribution of Public Fire Safety Education Materials
 [04-40D-12](#) Inspections Upon Request or Complaint (Fire Code)
 [04-52-03](#) Fire Investigation Practices
 [04-64A-03](#) Communications Best Practices
 04-65-03 Fire Service Communications Centres



Public Fire Safety Guidelines

Amendment # 3 Amendment Date March, 2000

Summary:

Replacement of: Index
 Amendment Record

Release of: 3rd series of guidelines

Filing:

File this Amendment Notice behind the Amendment Record for future use.

Replace: Index
 Amendment Record
 [04-08-12](#) Staffing - Single Family Dwellings
 [04-42-12](#) Sample By-Law to Establish & Regulate Community
 Fire Safety Officers or Team

New: [01-03-12](#) Sample Establishing and Regulating By-law
 [03-02-13](#) Master Planning Process for Fire Protection Services
 [04-05-12](#) Mutual Aid
 [04-20-12](#) Awareness Level Hazardous Material Responses
 [04-41A-13](#) Community Fire Safety Program
 [04-42A-13](#) Sample Agreement for Community Fire Safety
 Officers or Team
 [04-68-12](#) Incident Management Systems
 [04-68-03](#) Incident Management Systems
 [04-68A-12](#) Personnel Accountability
 [04-69-13](#) Co-ordination, Development, Approval and Distribution
 of Standard Operating Guidelines for Various Disciplines
 [04-80-01](#) Fees for Services
 [04-80-23](#) Fees for Services
 [04-84-13](#) Volunteer Firefighter Recruitment and Retention
 [04-85-13](#) Fire Department Reports - Fire
 [04-86-12](#) Identification of Students at Emergency Scenes

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Individual Guideline Index

Date

January 1998

Date Revised

February 2005

Subject

Listing by Guidelines Number

Page

* Target Audience: C = Council; A = Municipal/Fire Department Administration; O = Operations

General

NUMBER	Distribution Date	Target Audience*			SUBJECT
		C	A	O	
00-00-01	Jan/98	✓			Framework for Setting Guidelines within a Provincial-Municipal Relationship
01-01-01	Jan/98	✓			Fire Protection Review Process
01-02-01	Jan/98	✓			Comprehensive Fire Safety Effectiveness Model Considerations
01-03-12	Mar/00	✓	✓		Sample Establishing and Regulating By-law
02-02-12	Jan/98	✓	✓		Fire Risk Assessment
02-02-03	Jan/98			✓	Fire Risk Assessment
02-03-01	Jan/98	✓			Economic Circumstances
02-04-01	Jan/98	✓			Capabilities of Existing Fire Protection Services

02-04-23	Jan/98		✓	✓	Capabilities of Existing Fire Protection Services
03-01-13	Jan/98	✓	✓	✓	Preparation of Draft Report on Existing Fire Protection Services
03-02-13	Mar/00	✓	✓	✓	Master Planning Process for Fire Protection Services
04-87-13	Sept/04	✓	✓	✓	Fire Station Location

Emergency Response

NUMBER	Distribution Date	Target Audience*			SUBJECT
		C	A	O	
04-01-12	Jan/98	✓	✓		Selecting Fire Suppression Capability
04-02-01	Jan/98	✓			Service Delivery Considerations
04-03-12	Jan/98	✓	✓		Service Providers
04-03A-12	Mar/01	✓	✓		Service Providers--Volunteer Firefighter Staffing
04-04-12	Jan/98	✓	✓		Automatic Aid
04-05-12	Mar/00	✓	✓		Mutual Aid
04-06-13	Jan/98	✓	✓	✓	Codes, Standards, Acts, Regulations, Best Practices
04-07-12	Jan/98	✓	✓		Types of Apparatus and Equipment
04-08-12	Dec/01	✓	✓		Staffing - Single Family Dwellings
04-08A-03	Mar/05		✓	✓	Optimizing Rural Emergency Response
04-09-12	Jan/98	✓	✓		Fire Protection Agreements
04-09A-12	Mar/01	✓	✓		Sample Fire Protection Agreement

04-10-12	Jan/98	✓	✓		Steps in Establishing a Jointly Managed and Operated Fire Department
04-11-12	Jan/98	✓	✓		Draft Agreement to Jointly Manage and Operate a Fire Department (Board By-Law)
04-12-13	Jan/98	✓	✓	✓	Core Services (Response and Support) and Associated Guidelines
04-13-12	Jan/98	✓	✓		Basic Structural Fire Fighting (No Expected Rescue Component)
04-14-12	Jan/98	✓	✓		Structural Fire Fighting Including Rescue
04-18-12	Jan/98	✓	✓		Basic Medical Assistance Responses
04-19-12	Jan/98	✓	✓		Advanced Medical Assistance Responses
04-20-12	Mar/00	✓	✓		Awareness Level Hazard Materials Responses
04-24A-12	Mar/01	✓	✓		Liaison with Other Agencies at Vehicle Extrication Incidents
04-24B-12	Sept/04	✓	✓		Liaison With Other Agencies at Haz-Mat/CBRN Incidents
04-29-12	Jan/98	✓	✓		Public Assistance Responses
04-30-12	Aug/98	✓	✓		Public Assistance Responses
04-33-13	Aug/98	✓	✓	✓	Community Emergency Plan Participation
04-38-13	Aug/98	✓	✓	✓	Role as Assistant to Fire Marshal re Fire Suppression
04-68-12	Mar/00	✓	✓		Incident Management Systems
04-68A-12	Mar/00	✓	✓		Personnel Accountability
04-68-03	Mar/00			✓	Incident Management Systems

04-82-01	Aug/98	✓			Selecting A Hazardous Material Response Capability
04-83-01	Aug/98	✓			Selecting A Water/Ice Rescue Capability
04-85-13	Mar/00	✓	✓	✓	Fire Department Reports - Fire
04-86-12	Mar/04	✓	✓		Identification of Students at Emergency Scenes
04-88-13	Feb/05	✓	✓	✓	Responses to Building Alarm Activations
04-89-03	Sept/04			✓	Use of Flashing Green Lights in Personal Vehicles
04-89-12	Sept/04	✓	✓		Use of Flashing Green Lights in Personal Vehicles

Fire Prevention and Public Fire Safety Education

NUMBER	Distribution Date	Target Audience*			SUBJECT
		C	A	O	
04-39-12	Jan/98	✓	✓		Fire Prevention Effectiveness Model
04-40-03	Mar/01			✓	Selection of appropriate fire prevention programs
04-40-12	Mar/01	✓	✓		Selection of appropriate fire prevention programs
04-40A-03	Mar/01			✓	Simplified Risk Assessment
04-40A-12	Mar/01	✓	✓		Simplified Risk Assessment
04-40B-03	Sept/04			✓	Smoke Alarm Program
04-40B-12	Mar/01	✓	✓		Smoke Alarm Program and Home Escape Planning
04-40C-03	Sept/04			✓	Distribution of Public Fire Safety Education Materials

04-40C-12	Mar/01	✓	✓		Distribution of Public Fire Safety Education Materials
04-40D-03	Sept/04			✓	Inspections Upon Request or Complaint
04-40D-12	Mar/01	✓	✓		Inspections Upon Request or Complaint (Fire Code)
04-41-12	Jan/98	✓	✓		Community Fire Safety Officer/Team
04-41A-13	Mar/00	✓	✓	✓	Community Fire Safety Program
04-42-12	Mar/00	✓	✓		Authority and Appointment of Community Fire Safety Officer/Team
04-42A-13	Mar/00	✓	✓	✓	Sample Agreement for Community Fire Safety Officer/Team
04-45-12	Aug/98	✓	✓		Fire Prevention Policy
04-45-03	Sept/04			✓	Fire Prevention Policy
04-47-12	Aug/98	✓	✓		Development of fire prevention by-laws
04-48-12	Aug/98	✓	✓		Liaison With Building Department
04-49-12	Aug/98	✓	✓		Liaison with Other Government Agencies and Individuals
04-50-12	Aug/98	✓	✓		Fire Safety Inspection Practices
04-52-12	Aug/98	✓	✓		Fire investigation practices
04-52-03	Mar/01			✓	Fire investigation practices
04-56-12	Aug/98	✓	✓		Compile, analyze and disseminate functional statistics

Fire Administration

NUMBER	Distribution Date	Target Audience*			SUBJECT
		C	A	O	
04-58-12	Aug/98	✓	✓		Planning and growth practices

04-59-12	Aug/98	✓	✓		Financial and records analysis practices
04-60-12	Sept/04	✓	✓		Records management
04-61-12	Jan/98	✓	✓		Human resources practices
04-63-12	Aug/98	✓	✓		Health and safety practices including communicable diseases
04-69-13	Mar/00	✓	✓	✓	Co-ordination, development approval and distribution of standard operating guidelines for various disciplines
04-80-01	Mar/00	✓			Fees for Services
04-80-23	Mar/00		✓	✓	Fees for Services
04-84-13	Mar/00	✓	✓	✓	Volunteer Firefighter Recruitment and Retention

Communications/Resource Centre

NUMBER	Distribution Date	Target Audience*			SUBJECT
		C	A	O	
04-64-12	Jan/98	✓	✓		Communications/Resource Centre
04-64A-12	Mar/01	✓	✓		Communications Best Practices
04-65-03	Mar/01			✓	Fire Service Communications Centres

Training and Education

NUMBER	Distribution Date	Target Audience*			SUBJECT
		C	A	O	
04-81-01	Aug/98	✓			Station training practices

* Target Audience: C = Council; A = Municipal/Fire Department Administration; O = Operations

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Guidelines Within a Provincial-municipal Relationship

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Public Fire Safety Guidelines

 Subject Coding
PFSG 00-00-01

 Section
General

 Date
January 1998

 Subject
Framework For Setting Guidelines Within A Provincial-Municipal Relationship

Page

Purpose

To assist municipalities in making informed choices for providing public fire protection through objective and innovative approaches. Guidelines will be developed for municipal councilors and senior officials as well as municipal fire departments.

Background

The Fire Protection and Prevention Act places new responsibilities on municipalities. The Office of the Fire Marshal has a mandate to assist municipalities to fulfill these responsibilities by providing information which will enable municipalities to make informed choices based on an objective analysis.

Municipalities are compelled to establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention.

The act also states that municipalities are responsible for arranging such other fire protection services as they determine may be necessary according to their own needs and circumstances.

The relationship between the province and municipalities is based on the principle that municipalities are responsible for arranging fire protection services

according to their own needs and circumstances. The primary roles of the province are to provide leadership and support to municipalities in the exercise of this responsibility, and to ensure public safety is not compromised.

Guidelines, developed by the Office of the Fire Marshal in consultation with municipalities, the fire service and others, will be a key vehicle for fulfilling the provincial role to support municipalities. This consultation process will continue on an ongoing basis to ensure the guidelines change and evolve to reflect trends, changing circumstances and new technology. To be useful, the guidelines must remain current, and must have the support and acceptance of municipalities.

The province will retain an interest in the development of guidelines and monitoring of their application. However, day-to-day management and delivery will be municipal responsibilities.

Principles

The key principles which will be used to develop the guidelines are as follows:

- Municipal councils are directly accountable to their constituents and municipalities are also accountable to the province.
- There will be opportunities for appropriate stakeholder involvement and consultation during the development stages.
- Local needs and circumstances vary widely across the province. Therefore, the measures required to address these needs and conditions will also vary.
- There are many ways in which individual needs and circumstances can be addressed. Therefore, municipalities require flexibility to employ different strategies to achieve similar objectives.
- Local council, in consultation with the fire chief, will determine the extent to which their needs and circumstances will be addressed. Some may choose to address specific risks more comprehensively than others. Provided serious threats to public safety are addressed, this is a reasonable and legitimate exercise of municipal responsibility.

Content and Implementation

The guidelines will provide:

- The key concepts of risk assessment and risk management
- The factors that affect the level of fire protection in any community
- The options municipalities may wish pursue in addressing risks
- The information required to evaluate those options

Municipalities will be able to use the guidelines in a variety of ways:

- They can assign knowledgeable local officials to gather the necessary data and conduct appropriate cost/benefit analysis internally.
- They can commission independent reviews of their fire protection activities and use the guidelines to monitor the consultant's activities and evaluate its conclusions.
- Staff of the OFM will continue to be available to assist municipalities in the use of the guidelines.

In addition, the OFM will be re-focusing its training and education services to provide municipal and fire department officials with the skills needed to utilize the guidelines effectively.

Basis of Development

The guidelines will be based on the Comprehensive Fire Protection Effectiveness Model. Fire protection in any community is determined by:

1. The risk of a fire occurring
2. The impact a fire may have on the community
3. Public attitude toward fire
4. The effectiveness of its fire prevention activities
5. The deployment of automatic fire detection systems
6. The deployment of automatic fire suppression systems
7. The effectiveness of its fire department's suppression activities
8. The time period between when the fire starts and when the fire department begins suppression activity

The level of fire protection in a given community will reflect an appropriate balance of all of these factors. Changes in any one factor will affect the overall level of protection.

For example, if the general public is complacent about the risk of fire, there will be a greater risk of a fire occurring in the community. A municipality may choose to address the risk by enhancing its fire suppression capability, by deploying more automatic detection and suppression systems, or a combination of any or all of the other factors affecting fire protection. It may also choose to address the issue head on - by raising awareness of public fire safety through effective public education. In short, there are many valid ways of addressing a problem of poor public attitude toward fire. The guidelines will not make value judgments on which course of action is the best, but they will help municipalities evaluate the efficiency and effectiveness of each option, and choose a course of action that suits its needs.

The guidelines will also serve as a tool for improving the overall efficiency and effectiveness of a municipality's fire protection system. If a municipality is generally satisfied with the overall level of protection it provides, the model can help it improve efficiency by demonstrating that there are alternatives which may cost less, while achieving a similar level of protection. For example, it may find that through effective public education, it can reduce the number of fire code violations that persist throughout the community. This may lead to a reduction in the cost of inspecting properties and prosecuting offenders.

The guidelines will also help municipalities to make adjustments to existing services to improve effectiveness and reduce costs. By thoroughly analyzing costs and benefits, municipalities can initiate new work assignments with confidence. For example, fire departments with full-time fire suppression staff can reduce the workload of the fire prevention division by conducting in-service fire safety inspections. Without objective tools for analyzing such innovations, those opposed can prevent change by appealing to public fears and misapprehensions.

The guidelines will also facilitate fire department reorganization and restructuring on a much broader scale.

Many smaller municipalities focus almost exclusively on fire suppression. This is often based on limited availability of volunteers' time to carry out prevention activities. The guidelines will help municipalities to see areas where resources can be shared and services can be provided over broader geographic areas. Inter-municipal co-operation will ensure that effective fire prevention and public education are both viable and affordable.

Collectively, these measures can improve public fire safety while, at the same time, stabilizing or reducing costs.

The guidelines are designed to provide municipalities with a new way of thinking about public fire protection. It will encourage them to consider all aspects of fire safety and not just fire stations, fire trucks and firefighters. Each guideline will assist municipalities to apply the Comprehensive Model by expanding further on each concept, outlining decision-points and indicating the information they will require to analyze their options.

Municipalities will have the means to make objective choices about public fire protection, and implement significant changes with confidence.

Overall Strategy

The guidelines represent one component of the strategy the Ministry is proposing for public fire protection in Ontario. This strategy includes:

- Clarifying municipal responsibility for local fire protection, while protecting the provincial interest in public fire safety.
- Removing remaining legislative barriers which forestall the restructuring and reorganization of municipal fire services.
- Facilitating a shift in focus which places priority on fire prevention and public education as opposed to fire suppression.
- Providing municipalities with decision-making tools to help them provide services according to their own needs and circumstances.
- Facilitating more active involvement of the private sector and other community groups in fire prevention and public education through the Fire Marshals Public Safety Council.

This strategy recognizes that municipalities, with the aid of appropriate tools and support, are fully capable of ensuring adequate fire protection for their communities.

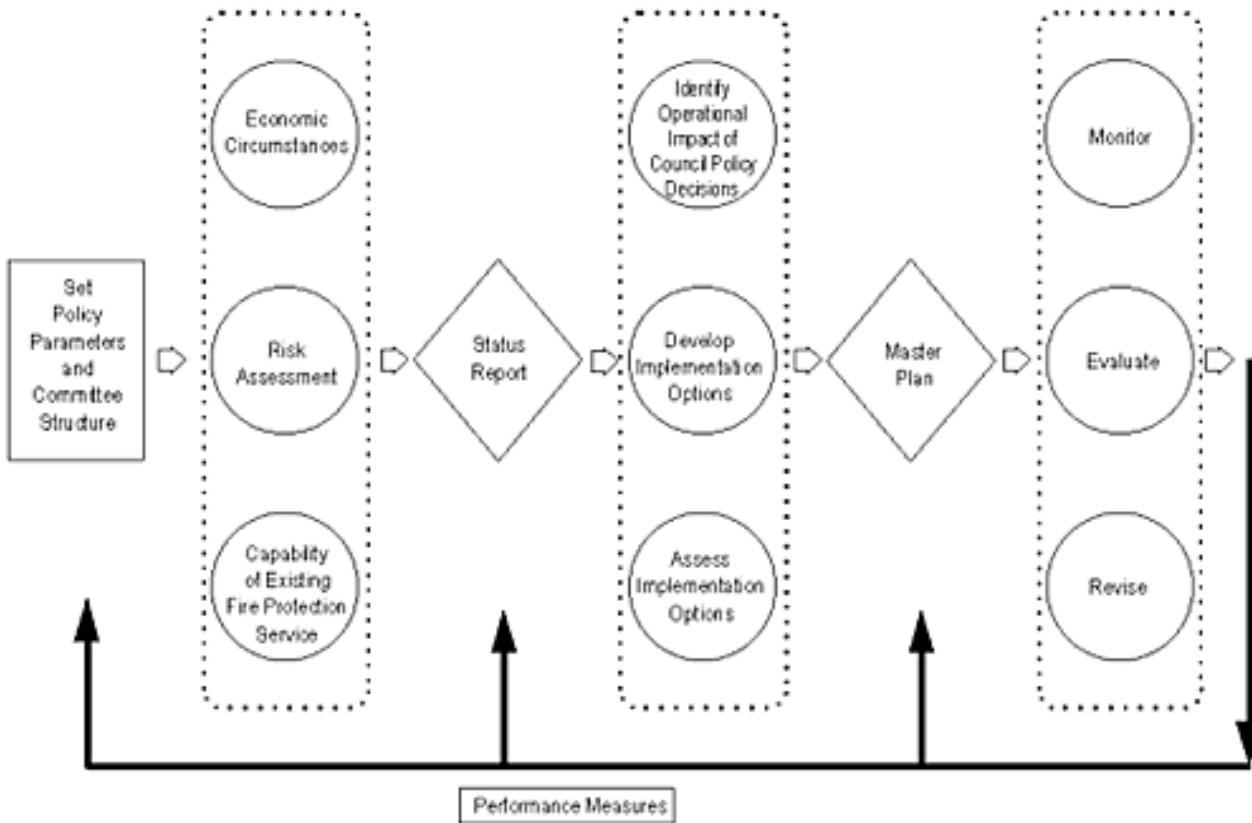
At the same time, this strategy recognizes that the provincial interest would not be met if the level of service provided by a municipality jeopardized public fire safety.

- The guidelines will provide the means for municipalities to make informed choices about public fire protection - responsible choices that will not compromise public safety.
- They are the foundation for measuring and determining adequate fire protection.
- Provincial regulatory authority would be exercised only where there was a clear and identifiable threat to public safety that a municipality or municipalities fail to address.
- Good guidelines, and responsible local government, will ensure that this authority need not be exercised.

Application Options

The model - "Optimizing Public Fire Safety" - on the following page is intended to be a companion to the guidelines. Its intended use is to provide consistency in application and to ensure all aspects are considered when applying the guidelines.

Optimizing Public Fire Safety



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Public Fire Safety Guidelines

 Subject Coding
PFSG 01-01-01

 Section
General

 Date
January 1998

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Fire Protection Review Process

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Purpose:

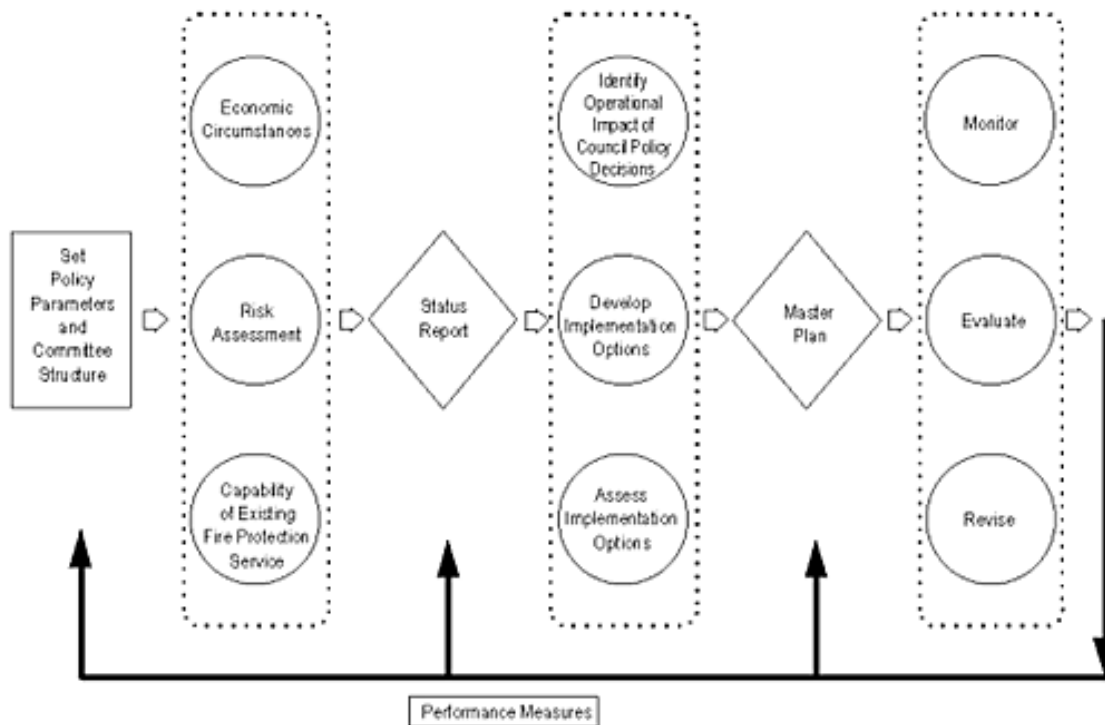
To provide a description of a simple and practicable system to enable decision makers to make informed choices.

It ensures formal interaction between council with its policy setting responsibilities, the municipality with its corporate management objectives, and the fire department with its operational expertise.

Introduction:

- The overall objective of any fire protection program is to provide the optimum level of protection to the community, in keeping with local needs and circumstances.
- Extensive research has demonstrated that there are a variety of factors that will have an impact on the fire department's capacity to fulfil this objective.
- Conversely, there are many different options that a municipality may pursue to improve the efficiency and effectiveness of its fire protection system.
- Local circumstances will have a profound effect on which factors are most important for any one municipality, and what options are available for its fire protection system.
- Selecting among these options is an extremely complex task.
- Success will require a combination of specialized expertise in fire protection, and a thorough appreciation of your municipality's economic, social and political circumstances.

Optimizing Public Fire Safety



Overview:

Stage 1: Set Policy Parameters

Stage 2: Determine Local Circumstances

Stage 3: Status Report

Stage 4: Determine Fire Protection Strategy

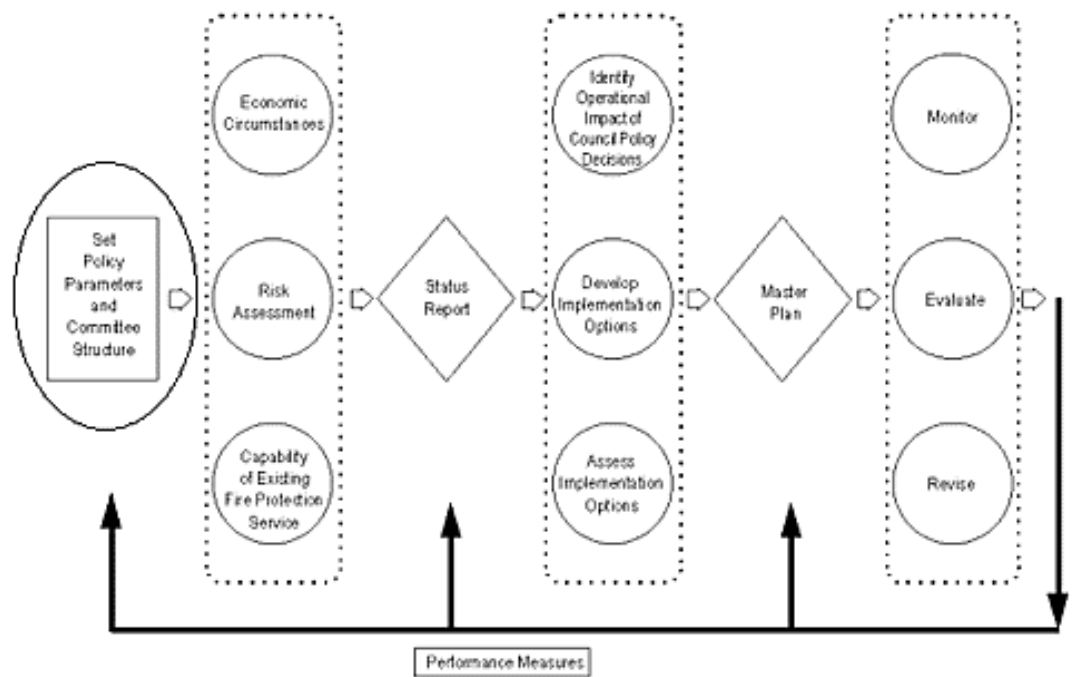
Stage 5: Develop Master Fire Plan

Stage 6: Monitor, Evaluate and Revise

Stage 7: Performance Measures

- Every municipality operates under a specific set of policy parameters -- basic tenets that define the role of the municipal government in the community.
- In essence, it is the political philosophy of the municipality.
- These parameters reflect the culture of the local community and will have a profound impact on the fire protection strategy that you develop.
- Policy parameters include, for example:

Optimizing Public Fire Safety



- *Public Expectations* -- does the public expect the municipality to address its needs or is there a fairly high level of personal self reliance?
- *Service Delivery Strategy* -- how open is your community to alternate forms of service delivery and financing such as out-sourcing or fee-for-service?
- *Level of Satisfaction* -- are you satisfied with the level of fire protection in your community, and the efficiency and effectiveness of the fire protection system?
- *Funding Policies* -- what impacts do your funding policies and practices have on the services you deliver? How do you account for capital expenditures? Are you prepared to issue debentures?
- *Competing Priorities* -- what priority does public fire safety have in your community in comparison to the other services that you provide?
- *Receptiveness to Change* -- does the public recognise the need for change, and would they accept the implications of such change?
- It is extremely important that you work through these questions from a fire protection perspective, and that you include all of the key participants in the process.
- It need not be an excessively formal process, but everyone involved in the review should have an opportunity to discuss the broader context within which the fire department must operate.
- The results of this discussion should be reflected in the "terms of

reference" for the review.

- It will help to ensure that the review remains focused.

It will also encourage participants to be open to innovations, and conversely, it will help to ensure that staff involved in the review do not spend unnecessary time and resources analysing options that are not viable.

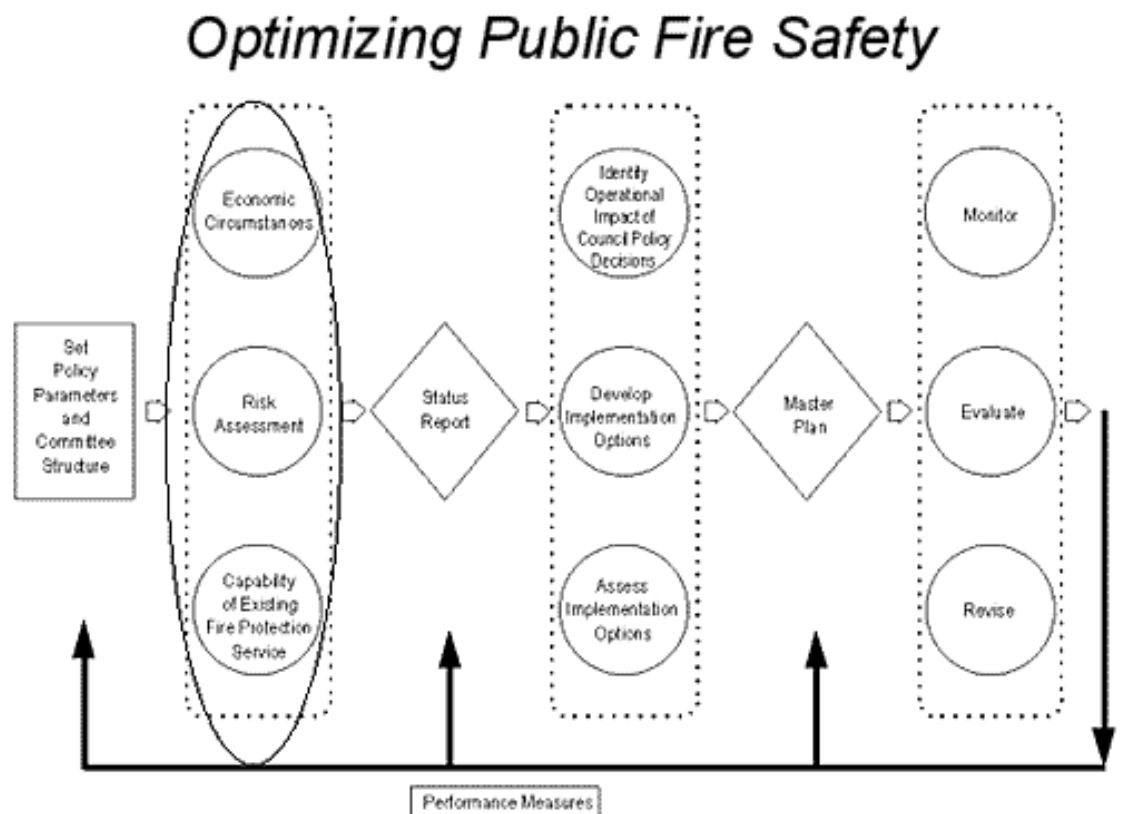
Stage 2:

Analyse Local Circumstances:

Separate guidelines are available that address each of the three main issues that define the local circumstances of a municipality:

- Assessing Economic Circumstances from a Fire Protection Perspective (PFSG 02-03-01)
- Assessing Fire Risk (PFSG 02-02-12)
- Assessing the Existing Fire Protection Services (PFSG 02-04-01)

The following is an overview of the issues that these three guidelines address.



Economic Circumstances

- What are your expectations for economic growth?
- How much development do you expect to occur?

- What type of development do you expect?
- How is your population changing? (Demographics)
- If the fire department receives the bulk of its financing from the tax base;
 - is the tax base increasing, shrinking, or relatively steady?
 - is the tax base shifting?
- Describe the assessment
- A review of your economic circumstances should involve more than just an assessment of future demand and available resources:
- A growing community creates new demand for emergency services, but the type of growth you are experiencing may require a very different kind of response. For example, growth resulting from an in-migration of newly retired residents will create very different demands than growth resulting from the recovery of the local resource industry.
- There are many more ways in which your fire protection system can address new residential development than there are for older neighbourhoods. An initial investment in sprinkler and/or detection systems when new developments are being planned can reduce the need for new fire stations in the future.
- Economic development and expansion may have a significant impact on the availability of resources for fire protection. It tends to be easier to attract volunteers in a self-contained community than in a similar-sized area that serves as a bedroom community for a large city. Is the make-up of your community changing?
- This stage of the review is the first opportunity for you to co-ordinate your planning strategy with your fire protection strategy. Accordingly, it is very important for both fire and planning officials to work closely together on this aspect of the review, perhaps by way of a sub-committee.

Fire Risk

The Fire Risk in your community is a function of:

- *Potential for Loss*, which depends on the extent to which buildings comply with relevant fire and building codes, how buildings are used, the public's attitude toward fire, and the use of special measures such as automatic detection and/or suppression systems.
- *Consequences of Fire*, such as the effect of a fire at a major industry on local employment, assessment and economic activity. This also includes social impacts resulting from the loss of an historic or recreational facility, or the impact of fire on a sensitive environmental area.

- *Local Infrastructure*, such as water supply, communications, the quality of roads, and physical barriers such as rivers or railroads.
- *Building Stock*, including the age of buildings, the density and type of construction, their height, and the mix of commercial, industrial and residential uses.
- Since there are so many factors that affect fire risk, it tends to vary considerably from location to location. In fact, fire risk in one part of a municipality will often be very different from in another, particularly in rural areas. Accordingly, there is no need for the fire department to provide a uniform level of service throughout the municipality. The service you provide should be tailored to the risks faced.

A thorough risk assessment can also avoid invalid comparisons between your fire department and others. A municipality with a similar population may have very different fire risks, and therefore very different fire protection needs. A good risk assessment will ensure that such comparisons are valid. By providing a valid basis for comparison, a good risk assessment can also provide confidence that innovations introduced elsewhere can be successfully applied in your municipality.

Existing Fire Protection System

- Examining the existing fire protection system is perhaps the most time consuming component of the assessment process. The objective is to obtain a clear picture of the nature of the fire protection system as it exists today. The following broad areas should be examined:

Role and Mandate -- What range and scope of services is the department expected to provide (fire suppression, rescue, hazmat, etc)? How does it relate to neighbouring fire departments (mutual-aid, automatic aid)? How does it relate to other sections of the municipality?

Structure and Organization -- What type of department is it (full-time, composite, volunteer)? What is its total staff, facilities, apparatus and equipment? How many layers of management?

Services and Support -- Briefly describe the services provided by the various functional sections of the fire department and describe the support mechanisms for these services.

Emergency Operations -- Describe the types and extent of emergency operations conducted by the fire department and include such things as incident command systems and operational support.

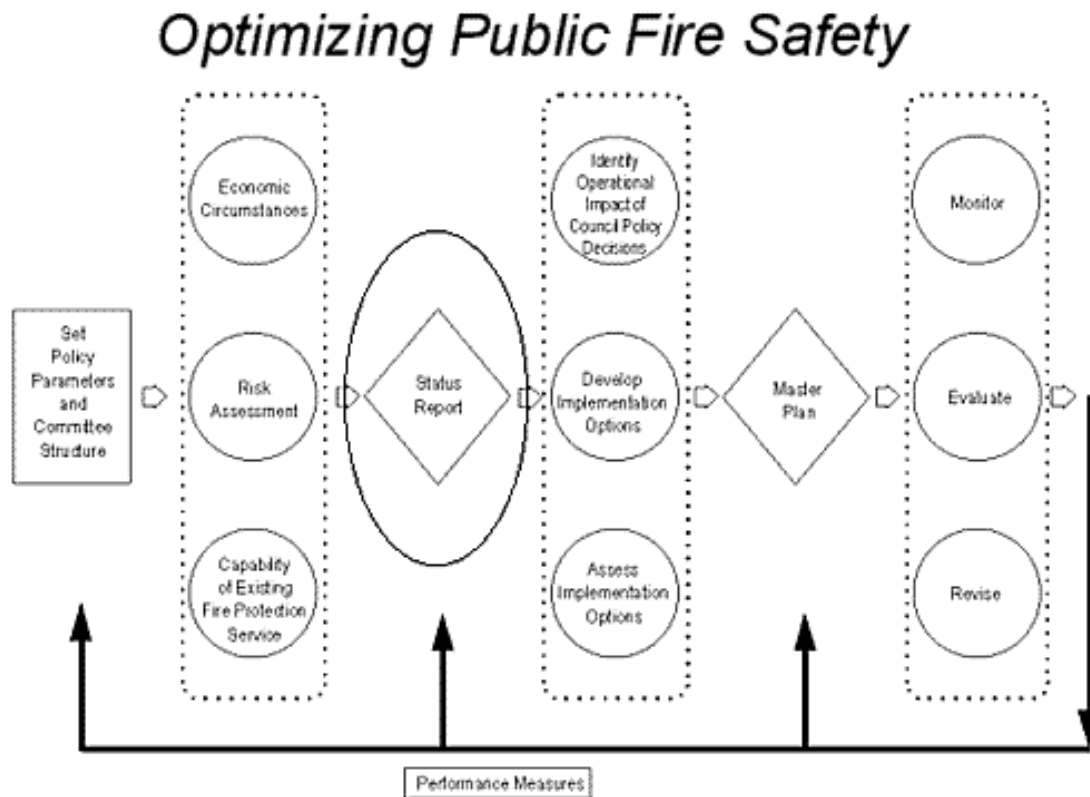
Financial & Resource Analysis -- Describe in detail the funding, budgeting and resource allocation of the fire department, including the individual functional divisions.

Fire Protection and Prevention Act - indicate whether or not the department/

municipality is in compliance with this Act.

Stage 3:

Status Report

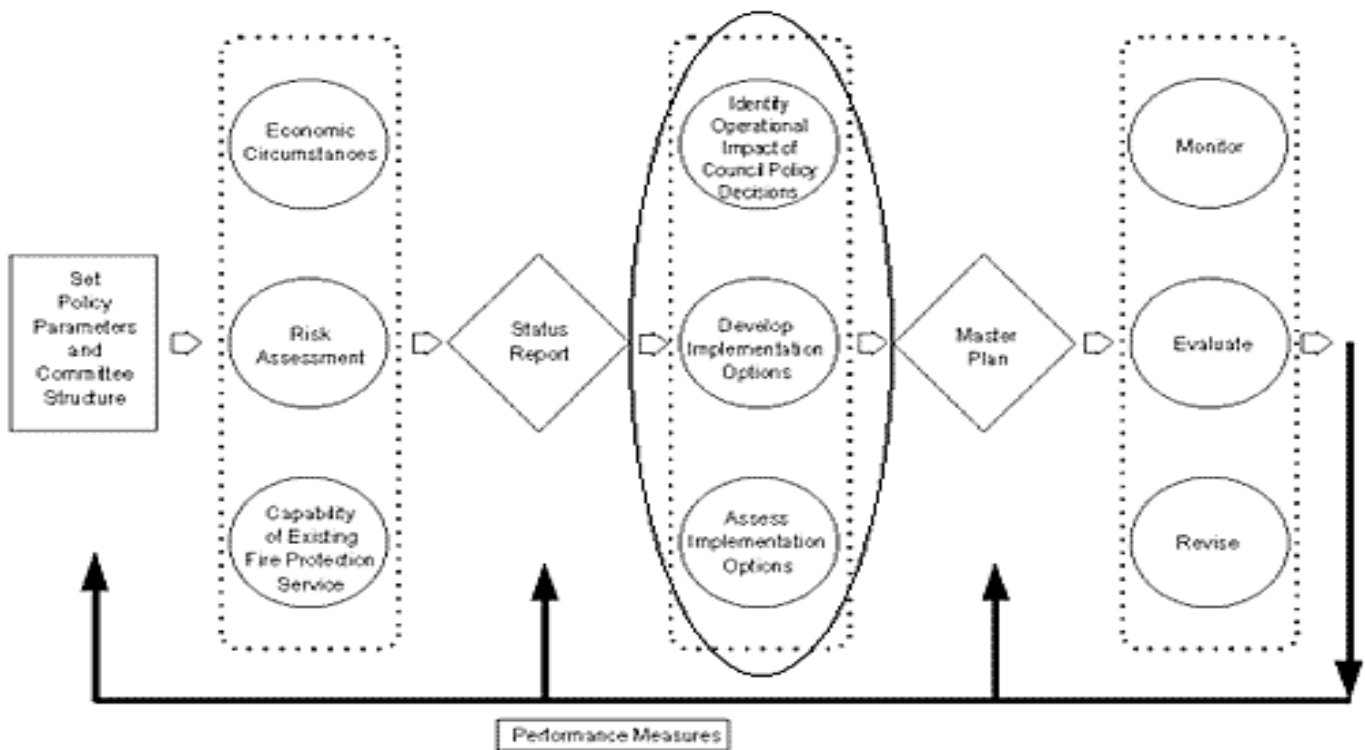


- The purpose of this stage is to assist in the preparation of a report to council outlining the findings of the analysis of the following:
 - economic circumstances
 - risk assessment
 - capabilities of existing fire protection service
- The report will include details of the existing circumstances
- The report will also include and identify strengths, limitations, threats and opportunities respecting the existing fire protection services.
- The purpose of the report is also to elicit the expectations of the decision makers, and confirm their commitment to proceeding to the master planning process.

Stage 4:

Determine Fire Protection Strategy

Optimizing Public Fire Safety



- This stage of the process involves a review team assisting council in making a determination of the future fire protection strategy.
- The procedure involves analyzing economic circumstances, risk assessment and the capabilities of the existing fire protection service (including core services). This is accomplished in three levels, as follows:
 - council considerations
 - administrative considerations
 - fire department considerations
- Your review should consider, and perhaps emphasize the need for residents, industry and others to accept increased responsibility for the improvement of public safety.
- The review must look beyond the fire department's fire fighting capability in fulfilling its responsibility to provide for public safety.
- Today's economic conditions - evidenced by reduced budgets, revenues, hiring freezes, reductions in staffing levels through attrition or otherwise, delayed apparatus and equipment purchases - forces the making of hard decisions about the resources required for local fire protection.
- Options and alternatives are therefore essential. For example, it may be considered appropriate to re-focus on developing fire prevention and public education programs rather than expanding fire fighting forces, or consider resources in surrounding communities and how those resources might be utilized to meet your needs.

- Determining the future fire protection strategy of your municipality is accomplished by way of providing options for the consideration of council.
- For this process to be successful, it is imperative that there be full and open consultation with all of the stakeholders.
- Stakeholders are the people and organizations with an interest in the fire service, including:
 - fire department staff and management
 - municipal staff and management
 - municipal administrators
 - council
 - residents
 - business
 - industry
 - planning and co-ordinating agencies and organizations
 - provincial government ministries
 - county/district/regional organizations
 - other municipalities
 - other service providers:
 - police
 - ambulance
 - other umbrella organizations:
 - firefighter associations (full time and volunteer)
 - AMO
 - OAFC
 - CAFC
- Consultation with stakeholders during the development, assessment and operational impact of various options is necessary for three reasons.
- First the review team will obtain expert advice on key elements of the

various options.

Obtaining expert advice from all stakeholders ensures that all parties to the process:

- fully appreciate why the process is being carried out
 - clearly understand the strategy, initiative or option that will be evaluated
 - participate in identifying potential evaluation questions or issues, and
 - help shape the options
- Second, it will help ensure a surprise-free environment for all parties to the review process.

Ensuring a surprise-free environment is necessary for the review team facilitator(s) to create a receptive, productive environment for the option evaluation process. Except in extremely rare cases, stakeholders should be aware of the option evaluation process. Nothing is more damaging to such a process than to spring it on stakeholders. They will usually react suspiciously and defensively, see the process as an intrusion, find fault with it, and actively lobby to circumvent its recommendations.

- Finally, the stakeholders will use the consultation as an opportunity to market the various options.

Marketing the various options and their potential is essential if it is expected that they will lead to program or service changes, particularly significant ones. Change is not an event, but a process, and usually a slow process, and conditions generally need to be cultivated. Like a building, the foundation for change needs to be laid well in advance of its construction. Stakeholders must accept the need to change before it can occur. For the review team and its facilitator(s), creating this comfort level is an essential ingredient of success.

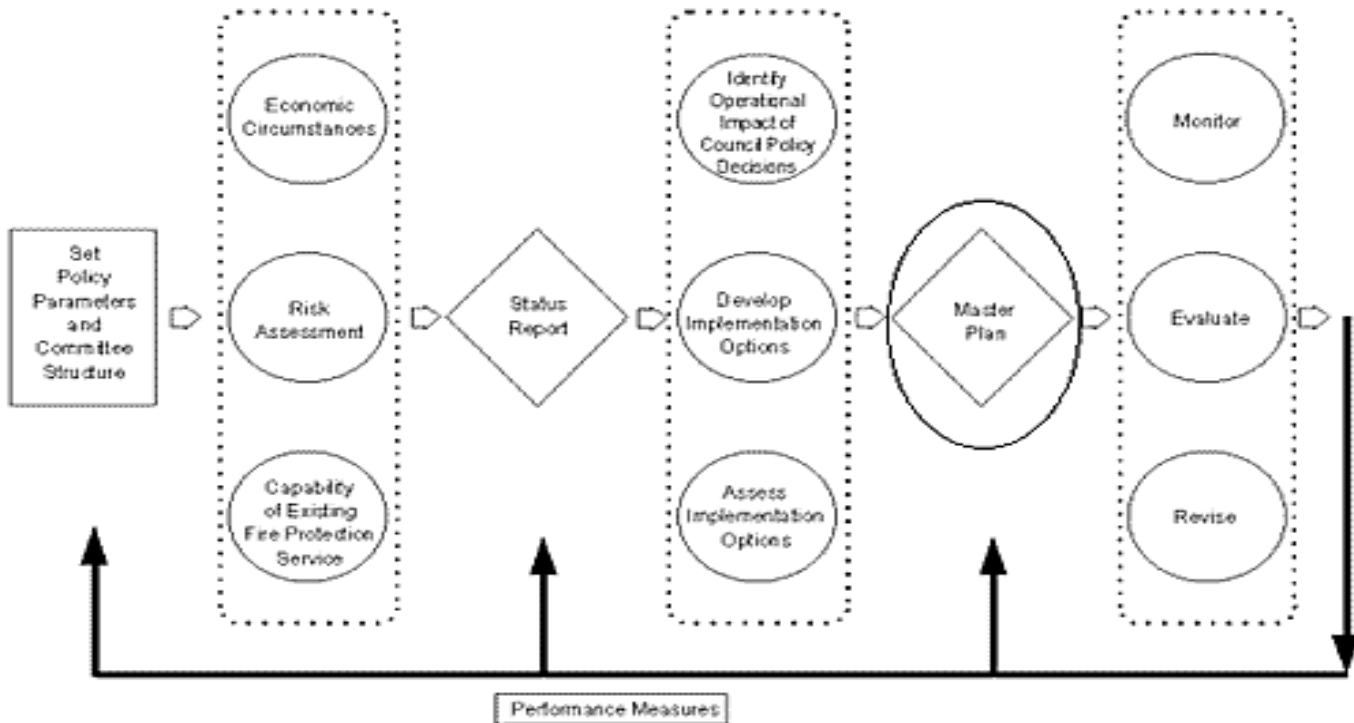
- The review team and facilitator(s) usually consult with the stakeholders through established committees. Primary discussions between the facilitators and the stakeholders are usually conducted on an individual basis, with the committee acting as a clearinghouse. Facilitators who almost always shun formal committees and attempt to consult by **only** using individual or team interviews, enjoy limited success. While individual consultation may provide a more direct and confidential input into the process, this practice has drawbacks. It often results in stakeholders seeing the process as the product and possession of the facilitator. Stakeholders often feel that they have not participated fully and equally in planning the study. And, there is the chance they can complain that the facilitators have filtered their concerns
- This review process will result in alternatives for your existing fire protection services, and options and considerations for council's vision of the future of the fire service.
- All options will be prioritized, assessed, costed where appropriate and clearly indicate the operational impact.

- Then council will be in a position to make better informed decisions for creation of your master fire plan.

Stage 5:

Develop Master Fire Protection Plan

Optimizing Public Fire Safety



- Master fire plans, properly introduced, are a valuable tool in identifying management options for providing desired fire protection levels to a community. Ultimately, a good plan will lead to a more fire safe community.
- A master plan, pared to its essentials, presents the programs or projects, the costs, and the schedules for developing and maintaining the fire protection system that has been accepted and approved by council on behalf of the community, based on a price which the public can afford.
- Master planning itself is not a new concept. Many municipalities are involved in the process with varying degrees of success.
- Master planning for fire protection allows each community to determine the best allocation of resources to achieve an acceptable level of fire protection.
- An appropriate plan can only be developed under the following

conditions.

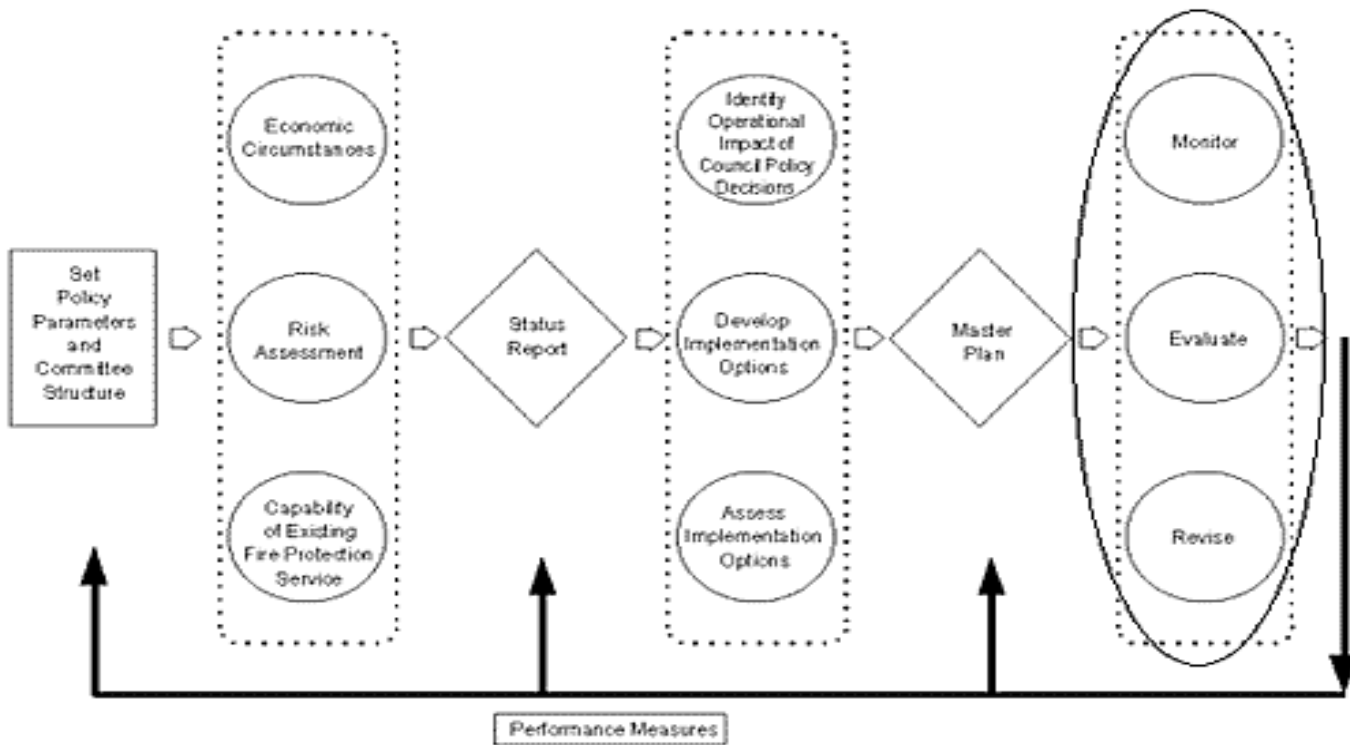
- There must be a commitment from the municipal council.
 - There must be multi-agency involvement.
 - Every possible option must be considered.
 - The community at large must participate in the process.
-
- The plan forms the basis for the fire protection budget, through identification and description of time-phased programs and projects to be implemented throughout the planning period.
-
- The plan considers the following factors.
-
- The current and future fire protection environment by establishing and maintaining a comprehensive data base.
 - The acceptable life and property risks by setting goals and objectives.
 - The fire protection system that provides the level of service commensurate with the level of accepted risk.
 - The funding required to implement the plan.
 - The assignment of authority and responsibility.
 - The procedures for carrying out and updating the plan.
-
- The master fire plan defines the community fire problem and provides the future direction of the delivery of fire protection services.
 - The plan will require continuous updating to provide a current picture of the needs of the community.
 - There are several benefits to developing a master fire plan.
-
- Supports the risk management program by identifying programs and levels of service.
 - Improves public relations and promotes interest and direct involvement within the community.
 - Sets standards of service the fire department is capable of providing.
 - Potentially decreases costs, for fire protection and/or insurance coverage.
 - Contributes to a reduction in the number of fires, fire deaths, fire injuries and property loss.
 - Makes best use of available resources.

Defines by policy of council the types, level and quality of fire protection services to be provided to the community.

Stage 6:

Monitor, Evaluate & Revise

Optimizing Public Fire Safety



Introduction:

This stage of the municipal fire protection review process involves three parts:

- Monitor
- Evaluate
- Revise
- Just as the type and level of fire services provided are a municipal responsibility, so are the evaluation, monitoring and revision of such services a municipal responsibility.
- They *may*, however, be subject to outside scrutiny.

Objectives:

- The objectives of the municipality, as mirrored in the fire department master plan, are the starting point for any evaluation.
- These objectives should be consistent with the review process mission statement and express what the process is to accomplish.
- The objectives should be both specific and measurable.

Activities:

- The activities are the operational aspects of the identified objectives.
- Activities should be logically related to objectives.
- **Immediate Outcomes** are the effects that are expected to occur as a direct result of activities. These outcomes may include changes that affect people or processes. For example, an immediate outcome might be the improved delivery of a specific service.
- **Ultimate Outcomes** include the larger societal level changes that are expected from the activities. An example would be an expected improvement in compliance with the Fire Code. Ultimate outcomes are often dependant on immediate outcomes. In this example, success might be dependent on providing an appropriate public education program.

Monitor:

- Notwithstanding it is considered prudent for municipalities to monitor programs, services and activities, the Fire Protection and Prevention Act includes the following:
- **PART II (7)** "The Fire Marshal may monitor and review the fire protection services provided by municipalities to ensure that municipalities have met their responsibilities under this section and, if the Fire Marshal is of the opinion that, as a result of a municipality failing to comply with its responsibilities under subsection (1), a serious threat to public safety exists in the municipality, he or she may make recommendations to the council of the municipality with respect to possible measures the municipality may take to remedy or reduce the threat to public safety." and,
- **PART III FIRE MARSHAL 9.** (1) The Fire Marshal has the power, (a) to monitor, review and advise municipalities respecting the provision of fire protection services and to make recommendations to municipal councils for improving the efficiency and effectiveness of the services."
- Program monitoring is a systematic attempt to measure both of the following:

(a) program effectiveness -- are the programs and services reaching their intended marks?, and

(b) program delivery -- does the service being provided match what was intended to be delivered?

- Program monitoring need not always be complicated and complex, as it often can be as simple as keeping track of the

activities involved

- Program monitoring concentrates on program service outputs rather than program outcomes

Evaluate:

- Programs adopted and implemented through the master fire plan should have built-in evaluation procedures
- Evaluations are not simply the responsibility of municipal politicians and or administrators, but additionally, is an administrative function of the fire department.

- **Internal Evaluators**

- as employees of the fire department, internal evaluators have intimate knowledge of the department's policies, procedures, politics and people
- they know both the formal and informal channels for communicating and accomplishing tasks.
- this knowledge permits them to select methods that fit the unique situation of the department
- internal evaluators long term commitment to the fire department can lend credibility to their efforts and help forge positive working relationships with managers and staff
- they can build trust over time that helps reduce the anxiety normally associated with evaluation activities
- because they are employees, internal evaluators are available as an on going corporate resource
- this puts internal evaluators in an excellent position to communicate relevant information in a timely fashion
- it also permits internal evaluators to participate actively in long-range planning by making crucial evaluative information available for strategic planning and policy decisions
- it affords internal evaluators the opportunity to consult with and provide information to various management levels within the organization, enabling them to enhance the utilization of evaluation information
- internal evaluators are often responsible for correcting problems and advocating change rather than only identifying difficulties and making recommendations

- the focus of internal evaluation often includes not only program outcomes and processes, but also the factors that influence program performance, such as structure, operations and management
- the use of internal evaluators, some of whom could conceivably be part of the problem, then can become part of the solution
- **External Evaluators**
 - are usually perceived as being more objective because they are not fire department employees and are therefore not subject to all of the pressures of organizational life
 - Internal evaluators now often work in partnership with external evaluators to obtain the external evaluators' specialized skill and objectivity while retaining the internal evaluators' knowledge of the department
 - All evaluators, whether internal or external, have their biases.

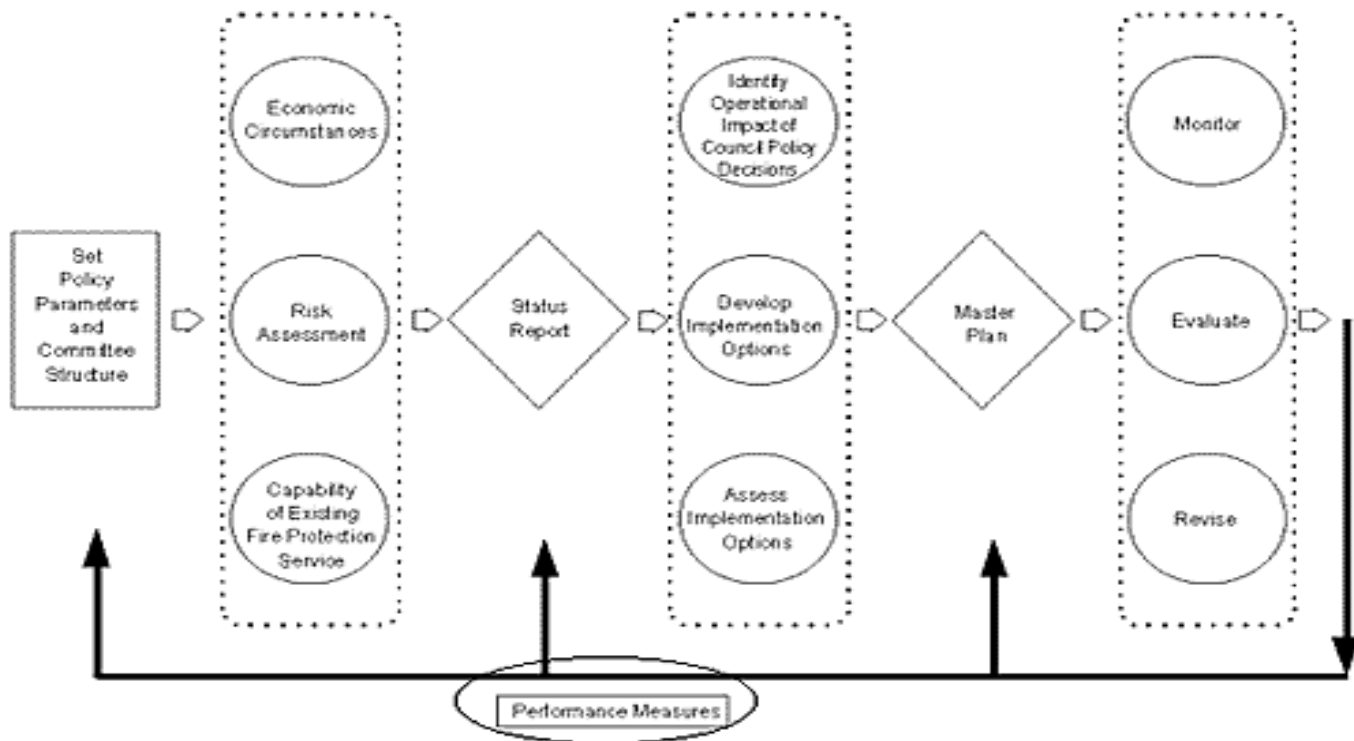
Revise:

- Consider the benefits and results of the foregoing monitoring and evaluation processes to assist in determining if any revisions are necessary.
- Some of the principal benefits are:
 - any gap between goals and performance
 - cost effectiveness and efficiency of the program/service
 - how is the program operating/functioning?
 - issues that could jeopardize the program/service
 - program/services strengths
 - program/services weaknesses
 - to what extent are the citizens being served
 - whether desired and/or undesired outcomes have taken place
- This information is useful for:
 - clarifying the mission, purpose and goals
 - describing the programs and services
 - facilitating the refinement and modification of program or service activities
 - fulfilling accountability requirements
 - guiding allocation of resources and personnel
 - maintaining quality of services and programs
 - program decision making, such as continue, cancel, cut back, change, expand
 - setting priorities
 - weighing costs and benefits of alternatives

Stage 7:

Performance Measures

Optimizing Public Fire Safety



Purpose:

- The purpose of this section of the guideline is to assist in developing and using performance measures.
- The guide answers the following questions:
 - What are performance measures?
 - How can they be used
 - What is the best way of doing this?
 - Where does one start?

Introduction:

- Data and information collected and used by managers in the public sector usually pertain to inputs, outputs and processes.
- Examples of these measures are as follows:

INPUTS

Amount of money spent on training
 Number of staff assigned to fire prevention
 Number of staff assigned to training

PROCESS	Number of firefighters at O.F.C. Number of days to complete a project Length of time to conduct an inspection
OUTPUTS	Number of training manuals produced Number of inspections completed Number of plans reviewed Number of emergency responses

- Many managers judge their effectiveness by counting and tabulating these inputs, processes and outputs.
- These are measurements of the ***process*** rather than the measurement of ***performance***
- They measure what was done, rather than the impact of the action.

Without meaningful performance measures that directly link the impact of your actions to clear goals and objectives, it may be difficult, if not impossible, to provide a sound and supportable justification for the continued existence of your program or service

Goals and Objectives:

- It is imperative that there is a clearly stated goal and objective for every program, service, and activity.
- Once the goals are clarified in a meaningful way, specific objectives can then be made to operationalize the program.
- For example, the vague goal of improved fire safety can be made more meaningful and specific as follows:
 - ***"Increased number of working smoke alarms in the home"***
- With the goal specifically defined, it provides direction and guidance as to what objectives must be achieved in order to reach this goal. For example:

Goal	Increased number of working smoke alarms in the home
Objectives	Public awareness of the value of smoke alarms through media advertising Promotional campaign as part of Fire Prevention Week Provide quality smoke alarms to the public at a reduced price

Measuring Performance:

- There is merit in linking the results of programs, services and activities to clearly defined objectives.
- It is not sufficient that the goal be achieved; it is necessary to show that the activities of the program were responsible for the achievement of the goal by establishing cause and effect.
- The key questions to determine the **impact** of actions are:

Do you have the resources to achieve the goal?
 Why are you doing this?
 Are you achieving what you are supposed to be doing?
 How do you know? "

- Managers must develop meaningful performance measures and report on their success by measuring performance.
- Decisions on program direction can then be made based on this information

What are Performance Measures?

- The quantitative and qualitative measures which assess the effectiveness and efficiency of a product, service or process
- They are the key indicators of success.
- Performance measures generally fall into six primary categories:

Categories of Performance Measures
Time Effectiveness Quality Efficiency Costs and Productivity Safety

To clarify these six categories of performance measures, each is defined on the following page.

Time	Time it takes to complete a process (cycle time) or deliver a service or product
Effectiveness	Doing the right things, meeting corporate objectives and strategic directions
Quality	A measure of the extent to which a thing or experience (service) meets a need, solves a problem or adds value for someone (client, stakeholder, taxpayer)

Efficiency	Outputs relative to inputs; doing things right every time
Costs & Productivity	Cost to provide a product or service; the relationships among costs, inputs and outputs
Safety	The extent to which important assets (personnel, property, records) are safeguarded so that the organization is protected from danger of losses that could threaten its success, credibility, continuity, etc.

Why: Why do you use performance measures?

- To demonstrate success
- To identify problems
- To evaluate goal achievement
- To determine whether or not there is performance improvement

Codes, Standards and Best Practices:

Codes, Standards and Best Practices available to assist in establishing local policy on the delivery of this service are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services
[02-03-01](#) Economic Circumstances
[02-02-12](#) & [03](#) Fire Risk Assessment
[03-01-13](#) Preparation of Draft Report
[04-39-12](#) Fire Prevention Effectiveness Model

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Public Fire Safety Guidelines

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January 1998

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**Comprehensive Fire Safety Effectiveness Model
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Comprehensive Fire Safety Effectiveness Model Considerations For Fire Protection & Prevention In Your Community

Fire Protection & Prevention In Your Community

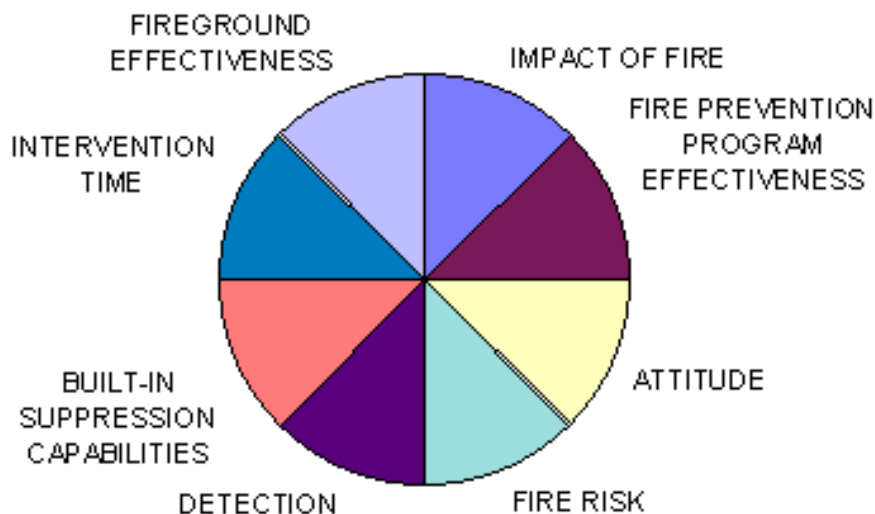
Every day, local elected leaders, managers and fire chiefs are faced with decisions relating to the provision of fire and other related emergency services for their community. Now, more than ever there are constant pressures of doing "more with less". Many government officials are hard-pressed to justify any increase in expenditures unless they can be attributed directly to improved or expanded service delivery in the community. This effort has often been hampered by the lack of criteria by which a community can determine 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 Ontario 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 local municipal council. Due to a wide variety of factors, the Ontario 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 Ontario with an exciting opportunity to enhance community fire safety. There is more to providing fire protection than trucks, stations, firefighters and equipment.

The Office of the Fire Marshal has developed the *Comprehensive Fire Safety Effectiveness Model* which 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. Deficiencies in one of the components can be offset by enhancements in another component or components.

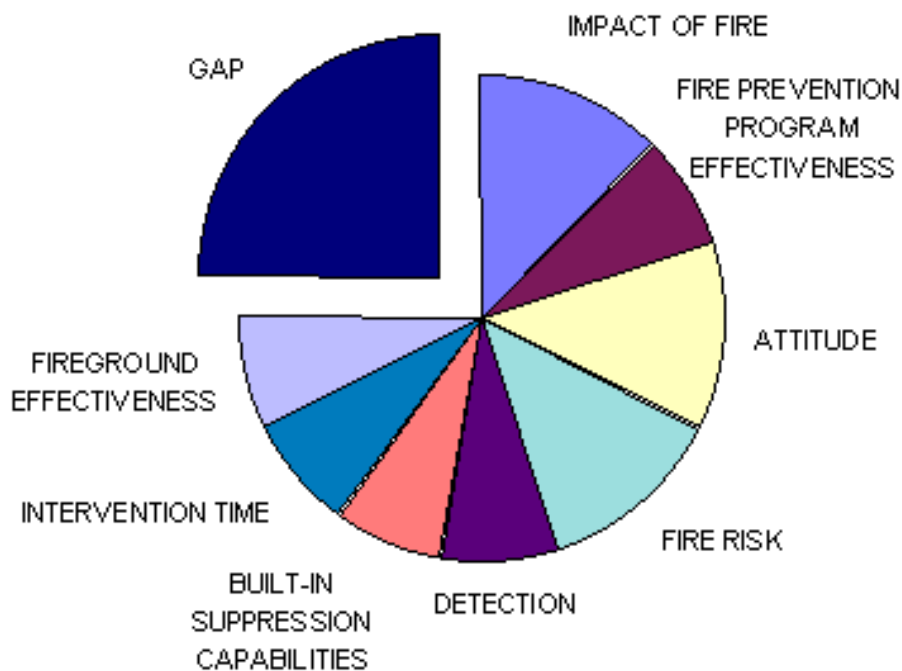
Community Master Fire Protection Plan

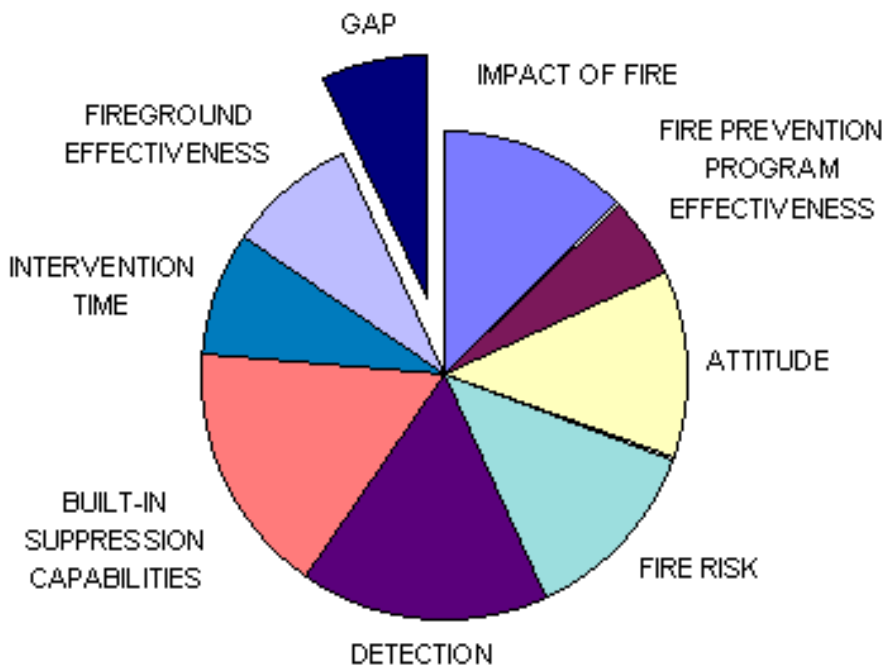
Every fire department should be guided by a master or strategic plan. This *Community Master Fire Protection Plan* traditionally focused on the identification of fire hazards and planning an appropriate suppression force response. Today, hazard or risk assessment has expanded well beyond the fire problem in the community to include emergency medical incidents, hazardous materials incidents and many other emergency situations. Paradigms are being shifted to emphasize the concept of fire prevention and control systems as communities attempt to effectively reduce losses experienced. This document should include plans for human resources and program financial support as well as the many external influences that impact on the fire service. The information contained with the *Community 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.



This chart shows each of the factors 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.

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.





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.

It is critical that the fire department be guided by a written philosophy, general goals and specific objectives which are consistent with the legal mission of the department and are appropriate for the community it serves. These should all be integral components of the Community Master Fire Protection Plan.

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

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 Ontario where the loss of a particular occupancy will have a serious impact on the local economy. 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 of 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 Effectiveness

Perhaps the most important component of and community's fire protection services is the effectiveness of it's 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 and the provisions for first aid firefighting equipment.

- Does your community have a fire prevention and public education policy that adequately addresses:
 - inspections?
 - public education?
 - code enforcement?
 - investigation?
- Does your community provide inspections upon request?
- Does the fire department respond to complaints?
- Does your community's fire prevention program address public life safety in structures from pre-construction planning until demolition through application of the Building Code and Fire Code?

3. Public Attitude

North Americans tend to be more complacent about fires and the resulting losses than other parts of the industrialized world. Communities often accept the consequences of fire and provide community support. Comprehensive insurance packages are available to mitigate damages.

Communities need to assess the resident's 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 attitudes toward the prevention of fire. This will result in lower fire losses.

Every community should assess public attitudes 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.

- Do the residents of your community demonstrate an interest in public fire safety?
- Is there a general awareness of fire safety in your community?
- Is there a sense of personal responsibility for one's own safety within the community?

4. Fire Risk

The characteristics of your community affect the level of fire risk that 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 pose to the occupants must be assessed. The presence of effective built-in suppression and/or protection measures can reduce the fire risk.

36% of all structural fire alarms and 46% of all structural fire deaths in Ontario during the period 1990-1994 occurred in single family, detached, residential occupancies.

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.

- Has your community assessed the fire risk?
- Does your community have a master fire protection plan which takes into account the results of your fire risk analysis?
- Has the fire department identified all the possible actions it could take to reduce the number of fire incidents that occur in the community?
- Does your community planning process consider the impact of new developments and industries on the fire department?

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 department 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 early warning detection systems in all occupancies. These programs should be a fire protection priority.

- Does your community have a program to ensure that all occupancies are provided with adequate early warning detection devices?
- Does your community have a program to ensure that residents are familiar with the importance and proper maintenance of early warning detection devices?
- Does your community promote the use of direct connect early warning detection devices in residential as well as commercial, industrial and assembly occupancies.

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 has been limited 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.

- Does your community promote the use of built-in suppression devices in all types of occupancies
 - residential?
 - commercial?
 - industrial?
 - assembly?
 - institutional?
- Does your community consider built-in suppression devices and early warning detection as an alternative to traditional concepts of fire protection?

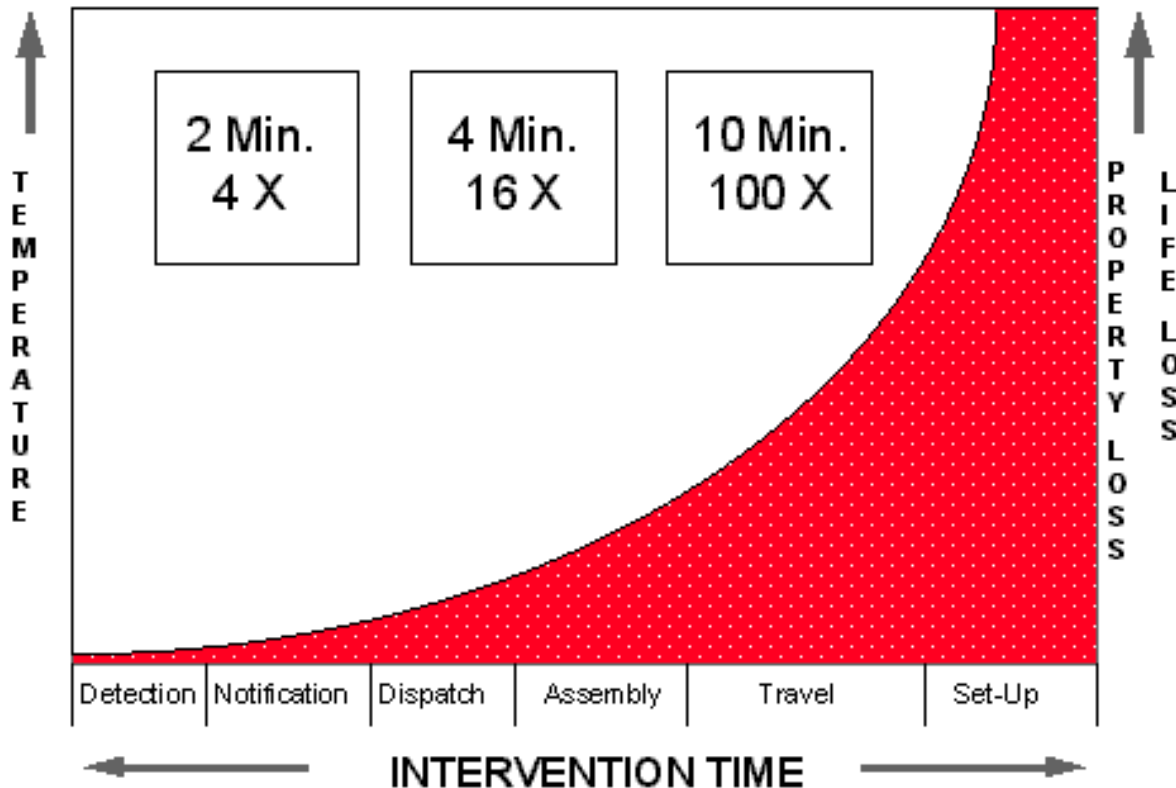
7. Intervention Time

This is the time from ignition until effective firefighting streams can be applied to the fire. There are many factors influencing this component of the model:

- the time required to detect the fire
- notification time from the public
- notification time to the firefighters
- preparation time for the firefighters to leave the station
- the distance between the fire station and the response location
- the layout of the community
- impediments such as weather, construction, traffic jams, lack of roads, etc.
- set-up time

Fire department intervention time is crucial in determining the consequences of a fire in terms of deaths, injuries and loss of property and damage to the environment. Effective fire prevention and public education programs can reduce intervention time which will result in increased fire department effectiveness.

Time/Temperature Relationship



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.

- 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 municipality?

8. Fireground Effectiveness

The fireground 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 injury, death or property loss.

- 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?

The answers to the questions in this document will provide you with some indication of the level of fire safety in your community, however this is only the start. Application of the OFM Comprehensive Fire Safety Effectiveness Model will permit you to develop a plan for the safe, effective and economical delivery of fire protection services in your community.

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Public Fire Safety Guidelines

Subject Coding
PFSG 01-03-12

Section
General

Date
March 2000

Subject
Sample Establishing and Regulating By-law

Page

Purpose: To assist in the preparation of a by-law, which will provide clear and accurate policy direction reflecting how council wants their fire department services to function and operate.

Introduction: A municipality has responsibility to determine the types and extent of fire protection services necessary to meet their specific needs and circumstances. It is not practical to produce a sample that identifies the needs of every municipality.

Development: An analysis must be made to determine if each clause is appropriate for the particular municipality. Unless otherwise noted in the margin, the OFM regards each clause as a necessary component for a complete by-law.

In preparing by-laws, consideration must be given to the provisions of any collective agreement formulated under the Fire Protection and Prevention Act that supersedes establishing and regulating by-laws.

The municipal solicitor, prior to enactment, should review any draft by-laws prepared by council.

Related Functions:

The primary issues addressed in an establishing and regulating by-law may include policy direction in these areas:

- general functions and services to be provided
- the goals and objectives of the department
- general responsibilities of members
- method of appointment to the department
- method of regulating the conduct of members
- procedures for termination from the department
- authority to proceed beyond established response areas
- authority to effect necessary department operations

Codes, Standards and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[02-02-12](#) Fire Risk Assessment

[02-03-01](#) Economic Circumstances

[04-01-12](#) Selecting a Fire Suppression Capability

[04-02-01](#) Service Delivery Considerations

fire department
SAMPLE ESTABLISHING AND REGULATING BY-LAW
corporation of the Town of Anywhere

By-Law No.

Whereas the Municipal Act, R.S.O. 1990 c., as amended, and the Fire Protection and Prevention Act, 1997, S.O. 1997, c.4 as amended, permits the *council* to enact a by-law to establish and regulate a *fire department*;

BE IT THEREFORE ENACTED by the Municipal *council* of the *corporation* of the Town of Anywhere, as follows:

1. In this by-law, unless the context otherwise requires,

1. ***approved***
means approved by the *council*
2. ***chief administrative officer***
means the person appointed by *council* to act as chief administrative officer for the *corporation*
3. ***corporation***
means the Corporation of the Town of Anywhere
4. ***council***
means the council of the Town of Anywhere
5. ***deputy chief***
means the person appointed by *council* to act on behalf of the *fire chief* of the *fire department* in the case of an absence or a vacancy in the office of *fire chief*
6. ***fire chief***
means the person appointed by *council* to act as *fire chief* for the *corporation* and is ultimately responsible to *council* as defined in the Fire Protection and Prevention Act
7. ***fire department***
means the Town of Anywhere fire department

Definitions: define any terms or positions which may be of concern to users of the by law

8. ***fire protection services***

includes fire suppression, fire prevention, fire safety education, communication, training of persons involved in the provision of *fire protection services*, rescue and emergency services and the delivery of all those services

9. ***member***

means any persons employed in, or appointed to, a *fire department* and assigned to undertake *fire protection services*, and includes officers, *full time*, part time and *volunteer firefighters*

10. ***volunteer firefighter***

means a firefighter who provides *fire protection services* either voluntarily or for a nominal consideration, honorarium, training or activity allowance

2. A *fire department* for the Town of Anywhere to be known as the Town of Anywhere Fire Department is hereby established and the head of the *fire department* shall be known as the *fire chief*.

3. The *fire department* shall be structured in conformance with the *approved* Organizational Chart, **Appendix A**, forming part of this by law.

***Approved
Organizational Chart***

4. In addition to the *fire chief*, the *council* shall appoint a deputy chief and such number of other officers and members as may be deemed necessary by the *council*

***Identifies appointment
of other officers and
members without
listing all specifically***

5. The *fire chief* may recommend to the *council* the appointment of any qualified person as a member of the *fire department*, subject to the *approved* hiring policies of the Town of Anywhere

***Appointment via
approved Hiring Policy***

6. Persons appointed as members of the *fire department* to provide *fire protection services* shall be on probation for a period of 12 months, during which period they shall take such special training and examination as may be required by the *fire chief*.

Probationary Members

7. If a probationary member appointed to provide *fire protection services* fails any such examinations, the *fire chief* may recommend to the *council* that he/she be dismissed.

8. The remuneration of the volunteer members shall be as determined by the *council*.

***Remuneration and
working conditions***

9. Working conditions and remuneration for all firefighters defined in Part IX of the Fire Protection and Prevention Act shall be determined by *council* in accordance with the provisions of Part IX of the Fire Protection and Prevention Act.

10. If a medical examiner finds a member is physically unfit to perform assigned duties and such condition is attributed to, and a result of employment in the *fire department*, *council* may assign the member to another position in the *fire department* or may retire him/her. *council* may provide retirement allowances to members, subject to the Municipal Act.

***Other employment,
retirement options and/
or allowances***

11. The *fire chief* is ultimately responsible to *council*, through the (insert appropriate position for the municipality) for proper administration and operation of the *fire department* including the delivery of *fire protection services*.

***Chief ultimately
responsible to council
through FPPA (via chief
administrative officer,
clerk, fire committee or
specify appropriate
position)***

12. The *fire chief* shall implement all *approved* policies and shall develop such standard operating procedures and guidelines, general orders and departmental rules as necessary to implement the *approved* policies and to ensure the appropriate care and protection of all *fire department* personnel and *fire department* equipment.

***Developing SOP's,
guidelines, rules and
regulations***

13. The *fire chief* shall review periodically all policies, orders, rules and operating procedures of the *fire department* and may establish an advisory committee consisting of such members of the *fire department* as the *fire chief* may determine from time to time to assist in these duties.

Advisory Committee

14. The *fire chief* shall submit to the (insert appropriate position) and *council* for approval, the annual budget estimates for the *fire department*; an annual report and any other specific reports requested by the (insert appropriate position) or *council*.

Budgets and reports

15. Each division of the *fire department* is the responsibility of the *fire chief* and is under the direction of the *fire chief* or a member designated by the *fire chief*. Designated members shall report to the *fire chief* on divisions and activities under their supervision and shall carry out all orders of the *fire chief*.

***Divisional
responsibilities
designated by chief***

16. Where the *fire chief* designates a member to act in the place of an officer in the *fire department*, such member, when so acting, has all of the powers and shall perform all duties of the officer replaced.

17. The *fire chief* may reprimand, suspend or recommend dismissal of any member for infraction of any provisions of this by law, policies, general orders and departmental rules that, in the opinion of the *fire chief*, would be detrimental to discipline or the efficiency of the *fire department*.

18. Following the suspension of a member, the *fire chief* shall immediately report, in writing, the suspension and recommendation to the (insert as appropriate) and *council*

19. The procedures for termination of employment prescribed in Part IX of the Fire Protection and Prevention Act shall apply to all firefighters defined in Part IX of the Fire Protection and Prevention Act.

20. A volunteer firefighter shall not be dismissed without the opportunity for a review of termination, if he/she makes a written request for such a review within seven working days after receiving notification of the proposed dismissal. A person appointed by the municipality, who is not employed in the *fire department*, shall conduct the review.

21. The *fire chief* shall take all proper measures for the prevention, control and extinguishment of fires and the protection of life and property and shall exercise all powers mandated by the Fire Protection and Prevention Act, and the *fire chief* shall be empowered to authorize:

1. pulling down or demolishing any building or structure to prevent the spread of fire
2. all necessary actions which may include boarding up or barricading of buildings or property to guard against fire or other danger, risk or accident, when unable to contact the property owner
3. recovery of expenses incurred by such necessary actions for the *corporation* in the manner provided through the Municipal Act and the Fire Protection and Prevention Act

Discipline

Suspension of members

Termination procedures

Provides volunteers with the same opportunity for review as full-time members

Prevention, control and extinguishing fires

Pulling down structures

Boarding up or barricading

Recovery of expenses

22. The *fire department* shall not respond to a call with respect to a fire or emergency outside the limits of the municipality except with respect to a fire or emergency:

1. that, in the opinion of the *fire chief* or designate of the *fire department*, threatens property in the municipality or property situated outside the municipality that is owned or occupied by the municipality
2. in a municipality with which an *approved* agreement has been entered into to provide *fire protection services* which may include *automatic aid*
3. on property with which an *approved* agreement has been entered into with any person or corporation to provide *fire protection services*
4. at the discretion of the *fire chief*, to a municipality authorized to participate in any *county, district or regional* mutual aid plan established by a fire co-ordinator appointed by the fire marshal or any other similar reciprocal plan or program
5. on property beyond the municipal boundary where the *fire chief* or designate determines immediate action is necessary to preserve life or property and the appropriate department is notified to respond and assume command or establish alternative measures, acceptable to the *fire chief* or designate

***Authority to leave
municipal limits***

AN APPROVED ORGANIZATIONAL CHART FORMS PART of THIS BY LAW AS Appendix A

Goals and objectives of the fire department may also be added as an appendix to the By-law

This by-law comes into effect the day it is passed by *council*, in the manner appropriate to the municipality

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02-02-12

Public Fire Safety Guidelines

Subject Coding

PFSG 02-02-12

Section

General

Date

January 1998

Subject

Fire Risk Assessment

Page

Identifying the fire problem

- All municipalities should analyze the what, where, who, why, and when questions about its fires, casualties and losses. Some of the elements to consider are as follows:
 - the type and nature of the local municipality
 - the building stock and occupancy types
 - fire prevention and public education programs
 - public and private fire protection systems
 - political resolve/commitment
 - historical analysis and comparisons
 - comparative analysis with others
 - special hazards
 - major rail lines/waterways

Assess data

Analytical judgement and an understanding of the local community are needed to meaningfully evaluate such data, and create an accurate picture of the community's fire risk.

Purpose

To identify considerations when assessing municipal fire risk

Related functions

Click on the related function below to view that function:

Analyzing Local Circumstances

- Economic Circumstances
- Assessment of Existing Fire Protection Services

Codes, Standards, and Best Practices

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG -

[04-39-12](#) Fire Prevention Effectiveness Model

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

[02-03-01](#) Economic Circumstances

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02-02-03

Public Fire Safety Guidelines

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General

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Fire Risk Assessment

Page

Purpose

To identify considerations for persons conducting municipal fire risk assessments.

Ambient Factors of Risk Assessment:

The following factors should be considered in assessing the local fire risk.

- the municipality:
 - urban
 - rural
 - metropolitan
 - other, such as a bedroom community, border community
 - predominantly dependent upon a single employer, business, or institutional operation or activity
 - describe its uniqueness
 - describe its geography
 - describe its demographics
 - outline current development and development trends
 - describe street network and traffic patterns
 - describe traffic barriers
 - consider applicable by-laws
 - labour relations climate and history
- historical
 - indicate emergency call volume last year, last 5 years
 - the number of fire casualties in the past year, past 5 years
 - identify any trends respecting cause and location
 - the fire loss for the past year, past 5 years
 - indicate trends respecting call types for the past 5 years
- comparisons with other like municipalities should be considered for the following factors:

- population (static/subject to seasonal or other fluctuations)
- geographical area and size of municipality
- type of municipality
- number of residential dwellings
- assessment
- development trends
- growth history and trends
- demographics
- equalized assessment and tax base
 - residential/farming vs industrial/commercial assessment
- building stock
 - identify, as accurately as possible, the number and percentage of the following:
 - single family residences
 - multi-unit residences
 - high-rise buildings
 - large complexes
 - farms/agricultural buildings
 - commercial buildings
 - industrial buildings
 - institutional
 - business buildings
 - storage facilities
 - other special buildings
 - hospitals
 - nursing homes
 - with respect to building type, identify specific problems, such as access, density and age
 - with respect to building type, identify significant and associated outside storage areas
- building occupancies
 - identify, as accurately as possible, the number and percentage of the following occupancies:
 - assembly
 - institutional
 - residential
 - commercial
 - industrial
 - business
 - storage
 - vacant
 - other
- prevention and public education
 - if, for example, the municipality does not have a fire

department, but purchases fire suppression services, describe what fire prevention and public education initiatives, if any, are undertaken by the community. Describe the significance and impact, or lack of same, of such initiatives.

- public and political resolve
 - what is the perceived awareness of fire safety by the general public and the corporate sector?
 - what are the expectations for fire protection by the general public, and the corporate sector?
 - what is the general tone of press and media coverage of fire related matters?
 - how are fire prevention, fire safety, and public education programs generally received and accepted by the community at large?
 - what is the local political climate respecting:
 - cost cutting/no budget increases?
 - preserving the status quo?
 - maintaining/improving essential services such as the fire department?
- public and private protection systems
 - independent of the assessment of (Analyzing Local Circumstances - Assessing Existing Fire Protection Services), identify and describe:
 - private fire brigades
 - industrial/commercial fire brigades
 - private water supplies and water supply systems

Related Functions:

Click on the related function below to view that function:

- Economic Circumstances
- Capabilities of Existing Fire Protection Services

Codes, Standards, and Best Practices:

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See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model
Considerations

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

[04-39-12](#) Fire Prevention Effectiveness Model

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Public Fire Safety Guidelines

 Subject Coding
PFSG 02-03-01

 Section
General

 Date
January 1998

 Subject
Economic Circumstances

Page

Purpose

To identify considerations for analyzing municipal economic circumstances.

Introduction

Elected officials are responsible for the economic well-being of the community, and measure this in a number of ways. One such way would be with a balanced budget containing no tax increases. This does not necessarily give a complete or clear picture of the community's economic circumstances. For many years various budgetary systems, approaches, and formats have been developed in the continuing quest for political objectivity by elected officials. By the very nature of democracy, which is based on representative elections and the "politics" associated with them, mitigates against objectivity in the usual sense. Such budgeting and/or financial planning could be therefore defined as a rational decision making system working within a less than rational political process.

It is therefore essential that the economic circumstances of a community be thoroughly and objectively analyzed, in addition to the assessment of the existing fire protection system, and risk assessment, if an accurate representation is to be made of the community.

Economic Considerations

Factors to be considered in assessing the local economic circumstances, include the following:

- assessment
 - residential/farm
 - industrial
 - institutional
 - business/commercial
 - increases (decreases) in past 5 and 10 years
- tax rates
 - show local and regional/county purposes
 - 5 and 10 year history of increases (decreases)
 - urban and rural service areas, if any
- municipal debt
- revenues
- reserve funds
- other monetary assets
 - such as development charge accounts
- total fire protection system costs
 - per capita basis
 - assessment basis
 - per household
- employment, unemployment conditions
- relationship of all of the above in the general area of the local community
 - affect on the ability of the municipal tax base to fund appropriate fire protection services
- relationship of all of the above with similar communities
- past and present political philosophy respecting
 - budget increases/decreases
 - pay as you go
 - debenturing/borrowing
 - service (budget reductions) necessitated by reduced revenues
- loss impact of single employer, major industry, institution
- barriers to rebuilding, such as zoning and environmental requirements

Related Functions:

Click on the related function below to view that function:

- Fire Risk Assessment
- Capabilities of Existing Fire Protection Services

Codes, Standards, Best Practices:

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See also PFSG

[02-04-01](#) & [23](#) Capabilities of existing Fire Protection Services

[02-02-12](#) & [03](#) Risk Assessment

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Public Fire Safety Guidelines

Subject Coding

PFSG 02-04-01

Section

General

Date

January 1998

Subject

Capabilities of Existing fire Protection Services

Page

Purpose:

To identify methods to accurately assess existing capabilities of available fire protection services.

This section is a companion to Risk Assessment Analysis and Economic Circumstances Analysis, which are used to provide policy makers with a report on existing fire services. This is a fact finding exercise only and decisions, conclusions, judgements, recommendations, and options are not to be made at this stage, nor on the basis of this section only.

Fire Department:

Is the fire protection for the municipality provided by:

- a fire department organized for the municipality?
- an unorganized community?
- a fire department jointly managed and operated with other municipality(ies)?
- an agreement to purchase protection from another jurisdiction?
- a combination of the above ?

Factors Involved In Assessing The Fire Department:

Regardless of how the fire protection is organized and delivered, the following factors must be considered in assessing the protection services;

- mission statement and mandate
- goals and objectives
- organization
- administration
- by-laws and agreements
- fire prevention, public information, public education
- investigations
- communications
- emergency operations
- training and education
- vehicles and equipment

- financial management and budgeting
- automatic aid and "mutual aid"
- building and facilities
- pre-emergency planning
- disaster planning
- risk management planning
- human resources
- maintenance
- records, reports, data
- water supplies

Related Functions:

Click on the related function below to view that function:

- Fire Risk Assessment
- Economic Circumstances

Codes, Standards, Best Practices:

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See also PFSG

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[02-02-12](#) & [03](#) Fire Risk Assessment
[04-39-12](#) Fire Prevention Effectiveness Model
[04-61-12](#) Human Resources Practices
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General

 Date
January 1998

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Capabilities of Existing Fire Protection Services

Page

Purpose:

To identify methods to accurately assess existing capabilities of available fire protection services.

This section is a companion to Risk Assessment Analysis and Economic Circumstances Analysis.

Decisions, conclusions, judgements, recommendations, and options are not to be made at this stage, nor on the basis of this section only.

Factor Evaluation:

An evaluation of the following factors is essential to assess the existing fire service

Mission Statement and Mandate:

Indicate if the mission statement is:

- relevant
- consistent with approved goals and objectives
- consistent with establishing and regulating by-law

Indicate whether or not the mandate is currently being fulfilled, or if there are policy deviations

Goals and Objectives:

Indicate whether or not:

- the existing goals and objectives are appropriate in the circumstances
- the existing goals and objectives are being achieved

Organization:

- Provide the fire service organization chart(s)
- Provide the ranking and number of personnel

Administration:

Describe and detail the following:

- administrative facilities
- staffing, including levels and assignments
- support services
- departmental rules and regulations
- policies and procedures
- reports and record management
- professional affiliations
- delegation of authority
- officer (staff) meetings
- research and planning
- functional budgets and planning
- collective agreements

**By-laws And
Agreements:**

Review and describe the following:

- by-law to establish and regulate a fire department
- by-law to appoint a fire chief
- by-law to appoint a deputy fire chief
- by-law to appoint personnel as Inspector(s) under the Building Code Act
- by-law to authorize an agreement for:
 - participation in automatic aid program(s)
 - participation in mutual aid plan
 - the purchase or sale of fire protection agreements
 - communication/dispatch agreements
 - alarm monitoring agreements
- other by-laws

Indicate or describe the details of agreements.

**Fire Prevention,
Public Information,
Public Education,
Fire Investigations:**

Fire Prevention

- fire prevention policy
- fire prevention program
- enforcement of code, statutes, by-laws and regulations
- inspection program, including in-service and home inspections
- staffing and supervision
- plan review and approval
- approval process required by Fire Code
- review and approval of sub-division and development agreements
- consultation with architects, engineers, contractors
- site plan approval
- records, reports and statistical compilation
- liaison with building officials, others
- approval and issuance of permits
- letters of compliance

- fees for services

Public Information

- describe community information program(s)
- describe responsibility for maintaining continuity, flow of information, and primary media contact in the absence of a community information officer

Public Education

- describe program(s)
- describe responsibility for program delivery in the absence of a specific public education officer

- describe process for determining public education focus

Investigations

- fire origin and cause determination
 - basic
 - advanced preparation for legal proceedings, liaison with police, OFM investigators, others

Communications:

Indicate and/or describe the following:

- communications centre
- staffing and supervision
- facilities
- standards and procedures
- inter-department communications
- inter-municipal communications
- communications with other fire departments
- reporting facilities
- dispatch systems for local fire service, and other agencies if any
- data bases including emergency resource data base, sharing of data
- radios
- telephones
- computers
- alarm monitoring facilities
- system for alerting volunteer and/or off duty personnel
- separation, if any, of business and emergency communications systems

Emergency Operations:

Describe and/or indicate the following;

- degree and level of participation in core services (reference guideline 04-12-13)
- staffing, supervision and equipment adequacy and appropriateness
- operating policies, procedures and guidelines
- post-incident evaluations
- safety considerations
- response standards
- minimum number of personnel for fire response and fire attack teams
- multiple and simultaneous incident considerations
- incident command and accountability systems

Training and Education:

Indicate and/or describe the following:

Program development and co-ordination practices, including:

- development of trainer facilitators
- co-ordination of core curriculum
- establishing specialized staff development programs
 - suppression
 - prevention
 - public education
 - administration
 - communications
 - maintenance
 - support services
 - specialized services
- development of succession training programs
- development of self-directed learning programs

Provision of access to training facilities, including

- co-ordination of access to training aids and facilities
- delivery of hands-on training to all staff

Station training practices, including

- delivery of curriculum specific to discipline's needs
- supervisory training
- provision of support and direction

Development, approval and delivery of incident management and accountability systems and procedures.

Co-ordination, development, approval and distribution of standard operating guidelines for various disciplines.

Vehicles and Equipment:

Indicate the following for all vehicles:

- ownership
- type and number
- primary use
- capacity (water tanks)
- pump rating
- height of elevating devices
- age
- condition
- appropriateness for local needs
- appropriateness of equipment

Indicate any significant inadequacies relating to tools, equipment, appliances and special devices

Financial Management and Budgeting:

Accounting and Budgeting

- method of budget preparation, presentation and approval
- method of expenditure accountability
- method of review of budget requirements
- operating budget
- capital budget
- reserve accounts
- revenue allocation
- divisional function budget submissions

Purchasing

- preparation of specifications
- preparation and method of tendering
- purchase order and purchase authority policies and procedures
- data availability
- inventory management
- bulk or joint purchasing procedures

Resources

- describe policies and procedures for sourcing revenue, and such things as equipment and supplies

Automatic Aid and "Mutual Aid":

- describe automatic aid agreement(s)
- describe mutual aid plan participation

Building and Facilities:

Fire Stations:

- Describe or indicate;
 - ownership
 - adequacy
 - locations (particularly as they relate to optimum response coverage)
 - physical condition
 - use by others
 - deficiencies
 - shared facilities

Other Fire Department Buildings and Facilities

- Describe:
 - ownership
 - use and occupancy
 - other pertinent details

Pre-Emergency Planning:

Indicate or describe:

- types and occupancy of buildings included in the pre-emergency planning program
- process for information gathering and processing
- by function, the personnel involved in the process
- where plans are kept
- how and by whom they are used
- how and when they are revised or updated
- functional responsibility

Disaster Planning:

Indicate or describe the role and responsibilities of fire service personnel in disaster planning and plans:

- local
- regional
- county
- district

Risk Management Planning:

Indicate/describe/outline how the department

- maintains a continuing planning process directed towards maintaining a responsive approach to the changing needs of the community, and the local areas
- continually reviews each aspect of it's services and functions to determine if the objectives are being achieved in accordance with the strategic plan
- maintains a continuing awareness of new and changing standards, evolving technologies, innovations, and other advances that would improve the service delivery of the department
- personnel are responsible for and included in these activities
- incorporates pre-emergency planning into this process

Human Resources:

Indicate and/or describe the following:

- recruitment, selection and retention programs
- promotional policies
- performance evaluations
- career development and higher education
- job classifications
- secondary employment
- performance standards
- hiring policy
- retirement policy
- discipline policy
- substance abuse policy
- health and safety policy

Maintenance:

Indicate and/or describe the fleet and equipment maintenance practices, including:

- routine, preventative and emergency maintenance of fleet and equipment
- testing programs
- mechanical worthiness
- ministry of labour requirements
- pump certification and testing
- testing and certification of elevating devices
- specification development
- acceptance testing and approval of:
 - new vehicles and equipment
 - refurbished vehicles and equipment

- central supply facility

Indicate and/or describe facilities maintenance, including:

- maintenance of building infrastructure
- provision of input re the design and construction considerations for new buildings, and major renovations to existing structures

Records, Reports, Data:

Indicate and/or describe:

- records management
- note taking
- report and record retention and retrieval
- freedom of information legislation
- exchange, input, access and consolidation of records, reports and data with departmental divisions and other municipal departments

Water Supplies:

Indicate and/or describe programs dealing with the evaluation of water supplies, including

- sources
- adequacy
- reliability
- accessibility
- alternate supplies or sources

Indicate and/or describe

- private water supplies and systems
- public and private hydrants

Indicate and/or describe the co-ordination and liaison processes with other departments regarding the maintenance and development of the water supply system

Related Functions:

Click on the related function below to view that function:

- Fire Risk Assessment
- Economic Circumstances

Codes, Standards, Best Practices:

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See also PFSG

[02-03-01](#) Economic Circumstances

[02-02-12](#) & [03](#) Fire Risk Assessment

[04-12-13](#) Core Services

[04-39-12](#) Comprehensive Fire Prevention Model

[04-02-01](#) Service Delivery Considerations

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Existing Fire Protection Service

Public Fire Safety Guidelines

Subject Coding

PFSG 03-01-13

Section

General

Date

January 1998

Subject

Preparation of Draft Report on Existing Fire Protection Service

Page

Purpose:

To assist in the preparation of a report to council outlining the findings of the analysis of the following:

- economic circumstances
- risk assessment
- capabilities of existing fire protection service
- the report will include details of the existing circumstances, identified within the service level parameters.
- the report will also include and identify strengths, limitations, threats and opportunities respecting the existing fire protection services.
- the purpose of the report is also to elicit the expectations of the decision makers, and confirm their commitment to proceed to the master planning process

Introduction:

This guideline is a model for municipal decision making which bridges council's policy setting responsibilities, the municipality's corporate management objectives, and the fire service's expertise.

Principles:

Mission:

- the report is to be the basis of a strategic plan to be developed that will ensure the provision of the most effective, efficient and safe fire protection services possible.

Guiding Principles:

- the residents of any community are entitled to the most effective, efficient , and safe fire services possible
- the content of existing collective agreements will be respected and the collective bargaining process will be recognized as the appropriate channel for resolving labour relations issues under collective agreements and the Fire Protection and Prevention Act.
- collective bargaining issues affecting public safety will be identified
- those responsible must work within these parameters in making recommendations for improving municipal fire services

Process:

The process involved in the preparation of the report will include the following:

Stage - 1

- identify and detail the findings of the analysis of
 - economic circumstances
 - risk assessment
 - capabilities of existing fire protection service
- identify and detail
 - whether or not the fire service is meeting it's mandate
 - whether or not the fire protection is being provided in a cost effective manner, considering the economic circumstances of the municipality
 - whether or not the risk is being protected in accordance with the municipal objectives
- detail any needs identified within the service level parameters

Stage - 2

- at all times considering the legality, practicality, and economic viability of same, develop and substantiate:
 - recommendations
 - options
 - alternatives

Stage - 3

- in preparing, writing and presenting the report, it should be consistent in that it may be the basis of a plan which will be measured against various public safety performance criteria.

Codes, Standards and Best Practices:

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See also PFSG

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NFPA 1201 Developing Fire Protection Services for the Public (current)

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Location: [Fire Protection](#) > [Guidelines On Municipal Fire Protection](#) > Master Planning Process for Fire

Protection Services

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Public Fire Safety Guidelines

 Subject Coding
PFSG 03-02-13

 Section
General

 Date
March, 2000

 Subject
Master Planning Process for Fire Protection Services

Page

Purpose:

To outline a process and identify the components that may be used in the development and preparation of an effective master fire plan for approval by council and implementation by appropriate persons.

Introduction:

This guideline is a framework for municipal decision making which should link council policy setting responsibility and the fire service operational expertise to accommodate short, medium or long term planning.

Principles:

Goal:

- The master fire plan is a strategic blueprint for fire protection that addresses all local needs and circumstances based upon costs the community can afford

Guiding Principles:

- The residents of any community are entitled to the most effective, efficient and safe fire services possible
- The content of existing collective agreements will be respected and the collective bargaining process will be recognized as the appropriate channel for resolving labour relations issues under collective agreements and the Fire Protection and Prevention Act
- Collective bargaining issues affecting public safety will be identified
- Those responsible must work within these parameters in making recommendations for improving municipal fire

services

Process:

The master fire plan is a component of the optimizing public fire safety model and the master fire plan process should generate the following:

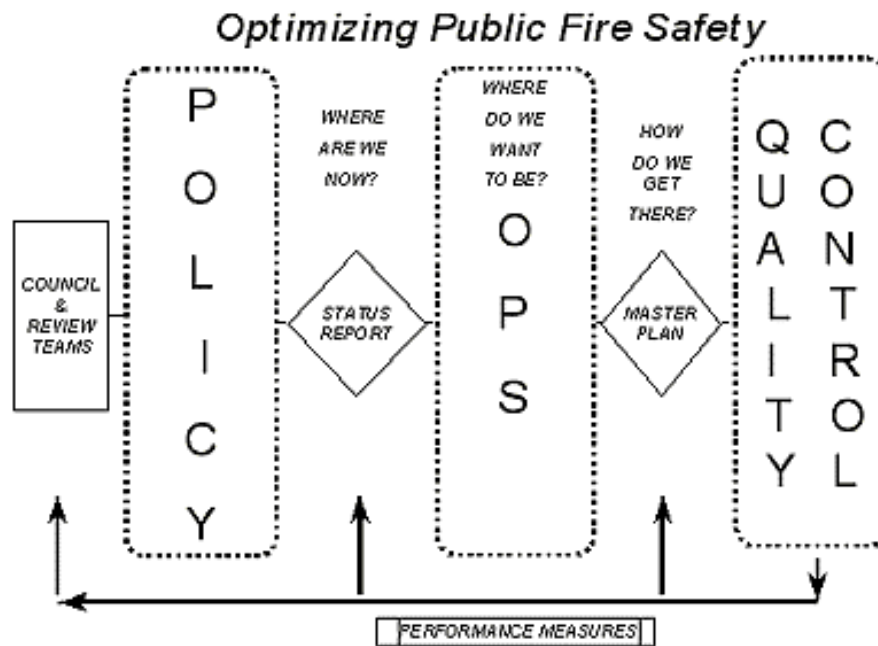
- a stated council commitment sanctioning development and preparation of the plan
- identification of council approved fire protection options and the operational impacts of the policy decisions on providing services
- identification of persons responsible for preparation of the draft plan for council approval with appropriate time lines

Components:

The master fire plan components should include:

- the mission statement, values and roles of the department
- the necessary programs or projects approved by council
- projected expenditures that the public can afford
- schedules for developing, implementing and maintaining appropriate services

The master fire plan should also confirm a council commitment to monitor, evaluate and revise this plan to improve community fire safety continuously.



Are the *RESULTS* what we wanted?

NOTE: See PFSG # 01-01-01 for the complete Optimizing Model

Codes, Standards and Best Practices:

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See also PFSG

[01-01-01](#) Fire Protection Review Process

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-87-13

Section

General

Date

September 2004

Subject

Fire Station Location

Page

Purpose:

To assist communities in determining the best locations for their fire stations.

Introduction

Fire stations should be situated to achieve the most effective and safe emergency responses.

Fire stations represent a substantial municipal investment and should normally be located and designed to offer many years of service. As a community grows, it may become necessary to replace existing stations or add more stations to meet increasing public demands for emergency responses.

The best sites for fire stations will vary with local needs and circumstances and the fire protection services the municipality has selected to provide. Stations staffed by volunteer fire fighters may have some different considerations than those utilizing full time fire fighters.

Response Considerations

Distance and travel time are the primary influencing factors for selecting a fire station site.

Traditionally a circle was drawn around the proposed site to identify the station coverage area. Because the circle does not accommodate the normal right angle streets or roads, times will be more accurate if a diamond is used.

To plot the diamond, simply drive in each direction for the amount of time you have allowed for the response coverage, mark the point on a map and join the points using straight lines.

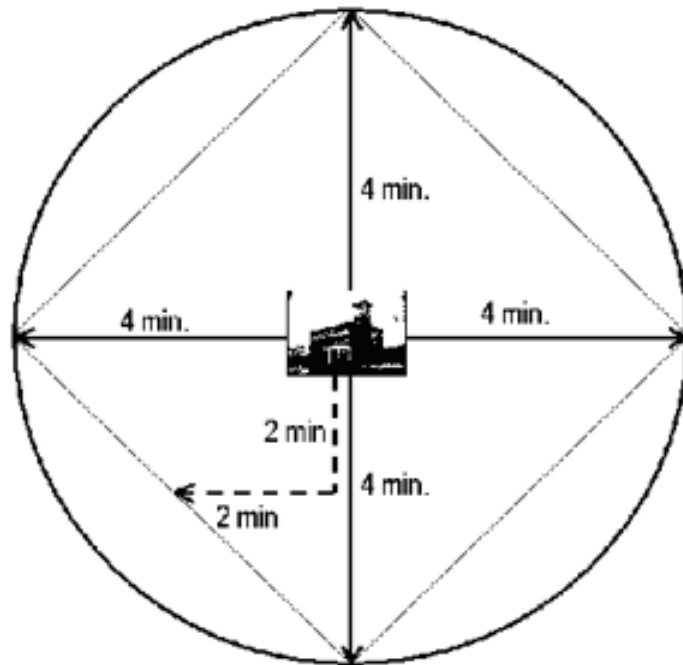
This procedure can then be repeated or modified for coverage that is beyond or less than the desired response times. This process

will permit fire department managers to determine where response times are excessive, where impediments to the orderly movement of traffic exist and where specific high risks are located.

For example, the fire department reaches the downtown core in 3 minutes, the urban boundaries in 5 minutes, 75% of the rural area in 8 minutes and the remainder in 10 minutes. In the 8 to 10 minute areas specific additional fire prevention and public fire safety education programs may be warranted to help compensate for the longer response time.

The following diagram illustrates the differences between a circle and a diamond from a fire station that has used 4 minutes as the desired initial response time.

Please note that the circle will only reflect a true response of 4 minutes if the streets are straight from the fire station to the edge of the circle.



Computer Based Programs

There are several computer-based programs for identifying optimum locations for fire stations. While there are differences including data required, input and appearance, each of these programs identifies optimum fire station locations.

To determine optimum locations for fire stations using these programs, information such as the following must be entered:

- relative fire risk values for various areas, occupancies or properties
- desired response times for each identified fire risk
- information regarding the road network in the community including reasonable travel speeds, one-way streets, rail

crossings, etc.

- emergency vehicles and personnel necessary to assemble fire attack teams

With the program tailored to the specific needs of a community, many fire response factors may be analyzed including:

- existing and proposed station locations based on desired response times
- best and alternate emergency response routes to specific locations
- ability of pumper, aerial, rescue and support crews to cover all parts of the community based on desired response times
- emergency response times for first, second and additional vehicles and personnel
- areas for potential automatic aid responses

A benefit of using a computer program is the ability of fire or municipal staff and council to evaluate fire station location needs (based on objective criteria).

Other Considerations

Fire stations should be located where they can serve the majority of the protection area they are assigned rather than for a specific hazard. For example, it may seem wise to place the fire station across from a nursing home. However, if the majority of responses are to the residential or commercial areas at the other side of the coverage area, the station should be situated closer to that area but still have the ability to arrive at the nursing home in the desired time.

Many volunteer stations are located in or very close to the geographic centre of the populated area of the community. This may increase response time when the volunteers have to come through the traffic to get to the station and then respond back through traffic to the emergency. Response times could be reduced by locating stations closer to the edge of the urban centre. Fire fighter response procedures could be altered to have some of the volunteers respond to the station for equipment while others go directly to the scene.

The practicability of sharing a facility should be assessed. It may be appropriate to locate the fire station with other emergency agencies or other municipal departments.

Municipalities may wish to consider the “temporary” placement of a station in a leased or rented building to address rapid growth in a specific area. An example of this could be the placement of a station in a vacant commercial or industrial unit for a period of time.

At the same time, records should be kept to assess the efficiency and effectiveness of response from this location, so that Council may make an informed decision when it comes time to decide whether the location should be made “permanent”.

Desirable Fire Station Site Criteria

The following is an initial check list for the selection of any fire station site:

- It may be advisable to have stations located a short distance up a side street rather than on a main street where the heaviest traffic exists. Access to and from site must have:
 - reasonable access to a major street or road
 - appropriate sight lines (no hills, physical obstacles)
 - no traffic impediments at any time of day
 - ability to have a second access to the site
 - maintained access (snow clearance, etc.)
- Assembly time for volunteers must not be negatively impacted.
- Impact on adjacent properties needs to be considered.
- Size of site must accommodate all expected activities of the fire service and allow for future expansion. (Parking, training, apparatus maintenance and equipment testing, etc.)
- Proximity to municipal services and required utilities (water, sewer hydro, telephone, gas)
- Costs.
 - acquisition of land
 - site preparation
 - building (leasing/renting may also be a consideration)

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See also PFSG:

[04-01-12](#) Selecting Fire Suppression Capability

[04-03-12](#) Service Providers

[04-06-13](#) Codes, Standards, Acts, Regulations, Best Practices

See also “[Creating and Evaluating Standards of Response Coverage for Fire Departments](#)” CFAI www.cfainet.org

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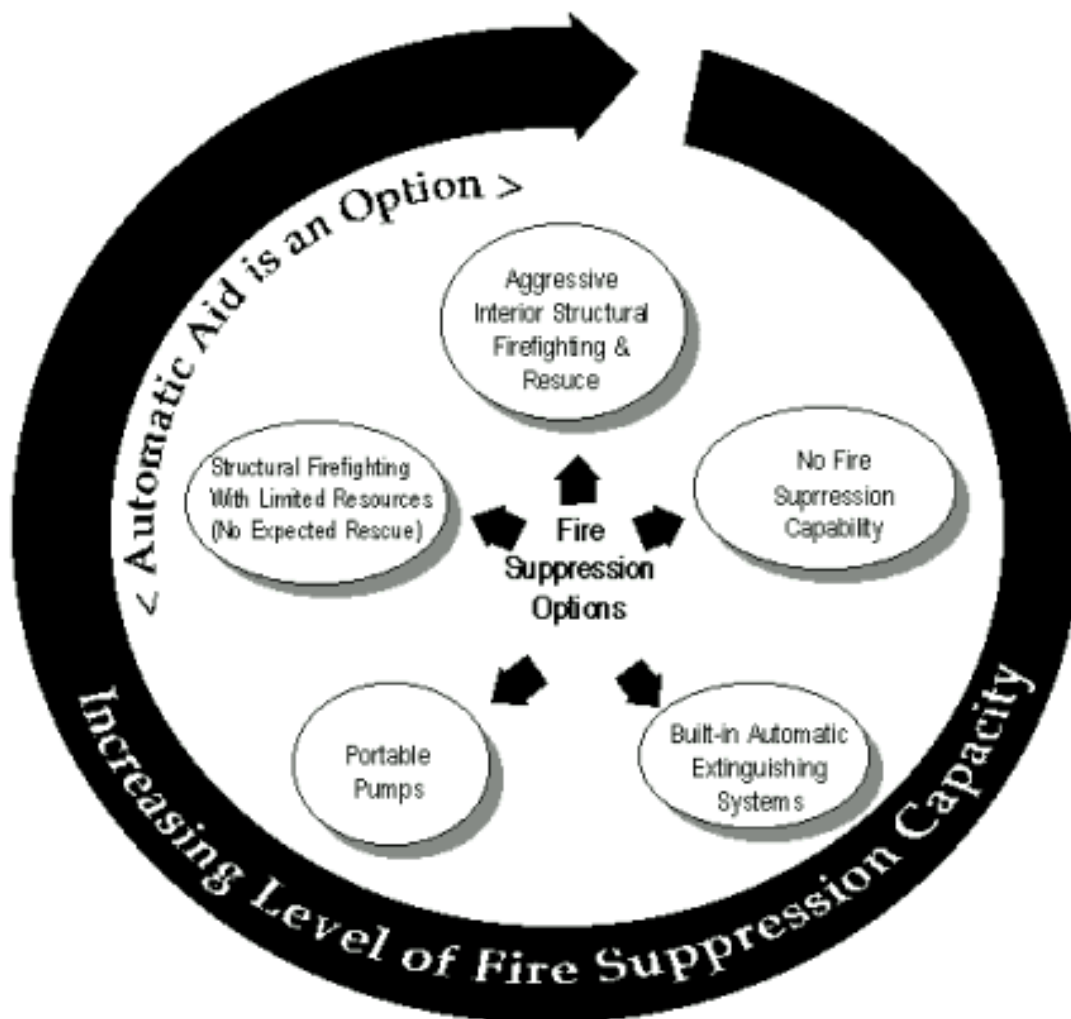
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Purpose:

To provide municipalities with options that will guide and assist in the determination of the level of fire suppression provided.

Service Delivery Considerations:

- The provision of fire suppression is an important component of the *Comprehensive Fire Safety Effectiveness Model*, however, due to a variety of influences, not all communities are capable of or should consider delivering the same level of service.
- Fire suppression capability will vary from defensive to offensive, such as aggressive interior structural firefighting and rescue with effective firefighting apparatus and adequate fireground staffing. It is the responsibility of every community to determine the level of fire suppression that is to be provided and then ensure that the fire department is provided with appropriate equipment, personnel and training to safely and effectively deliver the service.
- The level of fire suppression being delivered in the community must be thoroughly evaluated to determine if it is being delivered in a safe and effective manner and that it is appropriate for the needs and circumstances of the community.

Service Delivery Options:

- Variety of options dependent on nature of community
- Integral component of Comprehensive Fire Safety Effectiveness model
- Level chosen must be delivered safely and effectively
- Community risks and financial impact must be considered
- More effect gained through combination of options

Consideration - No Fire Suppression Capability:

Why?

- remote communities with limited population
- minimal fire risk
- not enough firefighters to deliver fire suppression

Consequences

- if fire risk not addressed there is potential for community to be at risk
- negligence of one resident can adversely impact on another

Alternatives

- effective community fire safety programs
- portable fire extinguishers and smoke alarms
- community fire safety officer/team

Consideration - Built-In Alarm and Extinguishing Systems:

Why?

- significant impact on outcome of structural fires
- large industrial/commercial occupancies in areas without traditional fire suppression services

Consequences

- minimize damage caused by fire (particularly in larger commercial, industrial and assembly occupancies)
- significant community impact if large facilities are destroyed by fire

Alternatives

- increased fire suppression equipment and personnel
- potentially larger fires that are more difficult to suppress
- used in conjunction with other options to maximize community fire suppression capabilities
- onus on business/local residents to provide basic level of fire safety

Consideration - Portable Pumps:

Why?

- low in cost
- basic exterior structural and wildland fire suppression
- require minimal personnel
- reduced training requirements (make this an attractive option for small, remote communities)

Consequences

- limited flow rates make them unsuitable for interior structural firefighting
- dependent on static water sources (restricts the effectiveness)
- no insurance reduction incentive

Alternatives

- increased amounts of traditional fire suppression equipment and personnel required to mitigate fires
- greatest impact when combined with other options such as smoke alarms, portable extinguishers and effective public fire safety programs

Consideration - Structural Firefighting With Limited Resources:

Why?

- fire departments often find themselves with an inadequate number of firefighters on the fireground to conduct operations in an efficient, effective and safe manner

Consequences

- decreased level of firefighter safety
- decreased level of public fire safety
- rescue possible in only a limited number of circumstances

Alternatives

- highly dependent upon effective public fire safety programs
- automatic aid from departments with a higher level of fire suppression capability

Consideration - Aggressive Interior Structural Firefighting & Rescue:

Why?

- provides highest level of fire suppression and rescue capability

Consequences

- requires higher level of training
- requires increased fireground staffing
- possible insurance cost reductions
- higher level of public fire safety

Alternatives

- any alternatives will lead to a reduction in fire suppression and rescue capability
- automatic aid from neighbouring fire departments may be used to achieve the greatest efficiency in delivering aggressive interior structural firefighting and rescue.

Consideration - Automatic Aid: Why?

- quick initial fire suppression response capability
- timely supplemental support to limited local resources
- more cost effective use of community resources

Consequences

- provides the quickest availability of appropriate resources
- reduced financial impact on individual communities

Alternatives

- communities to provide their own service at a higher cost

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See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model Considerations

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[02-04-23](#) Capabilities of Existing Fire Protection Services

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Service Delivery Considerations

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Purpose:

To indicate the factors that should be considered in determining whether or not basic structural fire fighting can and is being provided, as mandated. It should also assist in determining the viability of the service.

Considerations

- safety of firefighters
 - indicate the number of emergency response related firefighter injuries for the past year and past five years
 - show breakdown between compensable and non-compensable injuries
- loss of life
 - total loss of life - last year, last five years
- damage to property and environment
 - total loss - last year, last five years
- fire containment
 - percentage of incidents where fire was contained to room of origin - last year, last five years
 - percentage of incidents where fire was contained to the floor area of origin - last year, last five years
 - percentage of incidents where fire was contained to the building of origin - last year, last five years
 - number of above such incidents - last year, last five years
- assembly time
 - average assembly time of initial fire attack team - last year, last five years
 - average assembly time of fire attack team - last year, last five years
- actual loss - potential loss
 - indicate the total loss and the potential total loss for last year and the last five years - show in dollars and percentages
- efficiency and effectiveness

- indicate the effectiveness and efficiency of both the initial and total fire attack teams in meeting their objective and the department's goals and mandate
- operating guidelines and procedures
 - indicate the number and percentages of the injuries, deaths, and loss that resulted from deviations from departmental guidelines and procedures
- suppression and detection systems
 - indicate number and percentage of fires where built-in suppression and detection systems :
 - functioned as intended - last year, last five years
 - failed to function as intended - last year, last five years
- Building and Fire Code standards
 - indicate the number and percentage of fires, where building and fire code requirements mitigated fire loss - last year, last five years
 - indicate the number and percentage of fires, where building and fire code deficiencies contributed to the fire loss (or severity of the loss) - last year, last five years
- intervention time
 - percentage of responses where intervention time occurs prior to flashover - last year, last five years
- cost effectiveness of service provider
 - indicate whether or not the department is cost effective, when considering all of the foregoing factors, and when compared with other comparable departments. e.g.
 - comparison may be made with
 - loss of life
 - property loss
 - per capita loss
 - loss to assessment comparisons
 - costs per capita
 - cost to assessment comparisons

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Service Providers

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Purpose

To identify considerations for determining the types of fire protection service providers are best suited for local municipalities.

Introduction

There are no simple guidelines that set forth the requirements as to the type of personnel to be utilized for the fire department. The decision is one that must be made at the local level following a careful analysis of all pertinent factors, including the following:

Considerations

- availability of on-call or volunteer personnel
 - indicate whether or not a complement of on-call or volunteer personnel be could attracted to provide both initial and total fire attack teams
 - indicate whether or not the above personnel can be reliably depended upon, regardless of the time of day, day of the week, or time of the year
- financial resources of the community
 - frequently the financial resources of smaller communities dictates that the fire department be composed of entirely volunteer firefighters
 - salaries normally consume the largest percentage of a fire department budget, and available finances may only be sufficient to maintain a volunteer department, or in some cases a composite department
 - other municipalities with adequate financial resources may or may not elect to operate a fire department with full time firefighters
- frequency of incidents
 - the number of emergency responses will have a significant bearing on the type of personnel required for the department e.g. an average of four responses per week would normally be within the capabilities of volunteers, whereas an average of four responses per

day would probably not.

- in areas experiencing growth, that at one time provided a climate for a volunteer force, may now because of the increased demand for services, be in a position requiring the addition of full-time members to the department
- there is no magic formula dictating when it is prudent or necessary to move from a volunteer to composite to full-time fire service. The determination must be made locally based on the ability of the department to perform at a level acceptable to the community. When the number of incidents increases beyond that level, a change in staffing would become evident.
- type of department preferred by the community
 - in some cases volunteer fire departments serve as a focal point of community activity, and the community is satisfied with the level of service provided
 - the success of the department is not determined by the type of personnel, but on their individual and collective ability to accomplish the department objectives
 - the community itself must determine, considering all factors, the type of personnel to be utilized in the fire department
- services expected from the fire department
 - the fire service is often expected to perform services other than fire fighting
 - many departments are involved in emergency medical assistance calls, which of themselves can more than double the number of emergency responses
 - other types of emergency responses will also affect the time demands on the firefighters
 - indicate whether or not the firefighters are expected to also be involved in fire prevention and public education activities
- expected intervention time
 - indicate whether or not the expected intervention time is normally before, or after flashover.
 - while the type of personnel will be a factor in this expectation, so also will, among other factors, be assembly time, travel distance, station location(s)
- risk protected
 - indicate whether or not:
 - the municipality is sparsely settled with mainly residential areas
 - there are large congested areas
 - there are concentrated commercial and/or industrial areas

- there are significant high-rise occupancies
 - there are generally recognized "older" areas and newer development areas
 - there are significant high-risk, high high-hazard occupancies
- expectations of assembled fire attack team
 - indicate whether or not it is expected that:
 - the fire will be contained to the room of origin, or
 - the fire will be contained to the floor area of origin, or
 - the fire will be contained to the building of origin, and/or
 - limited rescue capabilities may be possible, and/or
 - only exposure protection is possible
- apparatus, equipment and technology
 - indicate whether or not the available apparatus and equipment:
 - are suitable and safe for carrying out the mandate of the department
 - are properly maintained
 - are replaced as required
 - incorporate available technology
 - are supplemented by adequate and appropriate apparatus and equipment

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See also PFSG

[02-02-12](#) &

[02-02- 03](#) Risk Assessment

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Emergency Response

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March 2001

Subject

Service Providers--Volunteer Firefighter Staffing

Page

Purpose

To identify considerations for adequate fire department staffing using volunteer firefighters.

Introduction

- Most Ontario fire departments employ volunteer or part-time firefighters. They provide a provincial resource estimated to save residents more than one billion dollars annually.
- As society becomes more mobile, volunteer and part-time firefighters spend less time in their communities than has been traditional.
- Safe emergency incident operations require adequate staffing at all times.

Service Delivery Implications

- A key factor in the ability of some municipalities to organize and operate a fire department is the opportunity to utilize volunteer or part-time firefighters.
- Adequate staffing over a 24 hour period, 7 days a week requires a significant pool of well educated trained and highly motivated personnel.
- A lack of adequately trained staff has a detrimental impact on public fire protection and firefighter safety.
- While automatic aid and mutual aid may support emergency incident operations, the arrival times of external resources may be significant and will vary through uncontrollable factors.

Staffing Best Practices

Consider the following ideas used successfully by fire departments:

- Create a number of platoons within the fire department and mobilize staff based on needs established by operational policy.
- Create a daily or weekly standby list and reimburse personnel accordingly.
- Assign firefighters to particular tours of duty and reimburse personnel accordingly.
- Schedule volunteer or part-time firefighters to work on specific fire department apparatus for an assigned shift.
- Implement timely activation of automatic or mutual aid established in communications policy.
- Implement automatic aid for target occupancies during specific periods of the day when staffing levels may be insufficient.
- Establish protocols to ensure adequate resources are alerted immediately for identified high risk occupancies or properties.

Related Functions

The continued viability of the volunteer fire service is dependent upon the successful recruitment and retention of the best qualified personnel available. The viability of volunteer or part time firefighters remains as long as there are sufficient numbers available for emergency responses at all times.

In order to demonstrate the inherent value that volunteer firefighters represent to the community, municipalities should consider should consider implementing local support mechanisms, such as:

- Fire department competency models created by the fire service
- Implementation of a mutual commitment document between the municipality and the fire service
- Define employee roles, responsibilities and expectations
- Adequate compensation with regard to roles, responsibilities expectations
- Define the benefits of belonging to the fire service
- Implementation of an exit interview policy
- Fire service recognition program

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See also:

[04-04-12](#) Automatic Aid

[04-09-12](#) Fire Protection Agreements

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Automatic Aid

Page

Purpose

To describe the concept of automatic aid as one option for delivering specific fire suppression and rescue services.

What:

- Automatic aid is generally considered in other jurisdictions as a program designed to provide and/or receive assistance from the closest available resource, irrespective of municipal boundaries, *on a day-to-day basis*.
- The concept has been practiced for many years in Ontario through what has been known as first response agreements.

Why:

- The obvious advantage of implementing an automatic aid program is the person experiencing the emergency receives fire services from the closest available provider by supplying seamless service through the elimination of artificial service boundaries.
- The implementation of an automatic aid program can enhance the level of public safety.
- The concept of dispatching the closest available assistance could reduce the critical element of time between the commencement of a fire and the application of an extinguishing agent to the fire.
- Life, property and environmental losses would subsequently be reduced.
- Public and fire-fighter safety would improve.

Who:

- The potential area for automatic aid is defined where two or more fire departments could work together to assemble an adequate fire attack team in a more timely manner than possible under existing arrangements.
- The persons living or working in the defined potential areas would all stand to receive an improved level of service should an automatic aid program be implemented.

When:

- Response times can be reduced by dispatching the closest available apparatus and personnel.
- Automatic aid is intricately connected to the communications and dispatch systems as well as the type of training delivered to the fire-fighters.

How:

The simplest way to implement an automatic aid program would be to incorporate the concept into updated versions of existing mutual aid plans, thus replacing the need for many of the otherwise required agreements between all participating municipalities.

Cost:

- Automatic aid, unlike mutual aid, is not intended to be provided at no charge to the municipality receiving the assistance.
- A request for day-to-day assistance, as opposed to a request for help at a major fire or emergency, should be provided on a cost recovery basis.

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Mutual Aid

Page

Purpose:

To describe requirements for fire department participation in a county, district or regional mutual aid plan.

What:

- Mutual aid plans allow a participating fire department to request assistance from a neighbouring fire department authorized to participate in a plan approved by the Fire Marshal.
- Mutual aid is not immediately available for areas that receive fire protection under an agreement. The municipality purchasing fire protection is responsible for arranging an acceptable response for back-up fire protection services. In those cases where the emergency requirements exceed those available through the purchase agreement **and** the back up service provider, the mutual aid plan can be activated for the agreement area.

When:

- A fire department may ask for mutual aid assistance when it is at the scene or has information that immediate assistance is required.
- Fire departments may immediately request a simultaneous response from a participating fire department where distance and/or conditions dictate.

How:

- Generally, the requirements for participation in county, district or regional mutual aid plans include the following:
 - participating municipalities or agencies must own, or operate fire departments, adequate to meet their day to day fire protection obligations
 - fire departments must be established by by-law or agreement
 - fire chiefs of participating fire departments must be appointed by by-law or similar acceptable authorization
 - participating municipalities or agencies must pass by-laws or similar authorization permitting fire departments to leave their jurisdiction to participate in the mutual aid plan
 - responding fire departments must meet the requirements of the Occupational Health and Safety Act
 - fire departments have a first obligation to emergencies in their municipality or jurisdiction, a second obligation to mutual aid calls, and then to calls in areas covered by fire protection agreements
 - the fire chief or designate of the municipality or jurisdiction in which the emergency occurs, has responsibility for managing the emergency
 - the fire co-ordinator and the fire chiefs participating in the plan in consultation with the Office of the Fire Marshal shall assess suitability of participating fire departments
 - the mutual aid plan may stipulate that the departments provide or receive assistance through
 - additional or specialized vehicles and/or equipment
 - additional or specialized personnel
 - specialized advice and/or command assistance
 - fire departments must adhere to the accepted response, reporting and other provisions of the mutual aid plan

Cost:

Assistance is reciprocal with no fees involved for mutual aid

Related Functions:

Click on the related function below to view that function:

- automatic aid
- fire protection agreements

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See also PFSG

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Policy side of service delivery

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
ISO	Regular evaluation of practices to accepted standards	Accepted International method of accreditation	Ensure consistent application of established policies and procedures	Other accepted methods
Comprehensive Fire Safety Effectiveness Model	Conceptual re organization of methods & priorities of providing public safety	To assess all major inputs impacting on public safety	Prioritized allocation of resources both internal and external	Vary the emphasis on which components of the model are applied
IAO	Prioritization of service delivery, i.e. emphasis on property and/or life risk	Know the ability of the fire department to provide for property and/ or life safety	Determine the ability to provide for both or emphasize one or the other	Place dependence on industry to self protect as much as possible

Administration

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
Ontario Standard for Fire Chiefs	Professional designation as Fire Chief	To ensure qualified and competent leadership	Motivation of staff to full potential	Professional designation is not mandatory

AMCT OMMI	Certifications such as CMM1, CMM2, AMCT(A) etc.	Familiarity with municipal administration and management concepts	Improved understanding of total municipal picture	Ignore and risk being left behind
FDMP	Successful completion of initial program and ongoing participation	Build a network of contacts and resources	Broader base of available information	Ignore and risk being left behind
OFC Technology Program - management program	Successful completion of program	First step in management training	Knowledge of basic management concepts	Generic programs at community colleges
NFPA	Standards for officers	Recognized international organization	Generic expectations of officer(s)	Use specific - i.e. Ontario Standards
IAFC	Self-assessment of administration function	Comprehensive approach to peer and self-evaluation	Can lead to accreditation	Have outside organization conduct self-evaluation
ISO	Twice annual evaluation of administration/ record keeping function	To ensure consistent application of desired practices	Have a method of regular evaluations	Evaluation by outside organization
Municipal Affairs	Reporting requirements for financial data, pension plans	Meet mandated requirements	Compliance	None
Information Management Systems	Develop comprehensive data re fire and emergency response patterns	Long range planning and initiatives	Efficient and effective use of resources	Reactive management

Communications

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
NFPA	Performance based standard for call receipt and dispatch times	Assess staffing and other requirements	Efficient and effective use of resources	Contract for services from another agency
IAO	System requirements	IAO sets insurance rates	A reliable system	Contract for services

MOE	Report the status and provide ongoing communications during certain emergencies	Mandatory requirement	Proper persons or agencies deal with environmental issues	None
Industry Canada	Licensing, allowable output wattage, etc.	Mandatory	Co-ordinate system infrastructure	None
Ontario Standards for Communicators	Training to curriculum	Method of providing for standardization	Common practices among participating communicators	Not mandatory

Fire Prevention & Public Education

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
OBC	Standards for new construction	Fire department input and involvement in a building for which they will ultimately be responsible under the O. F.C.	Balanced application of the code	Need to issue Fire Marshal's Order(s) to correct deficiencies missed or ignored during planning and construction
OFC	Maintenance of required building components	To assist the building owner with compliance through the approval process	Improved public safety and education	None
NFPA	Maintenance standards for building components such as commercial cooking equipment	Mandated requirements under the O.F.C.	Improved public safety	None
Gasoline Handling Act & Code/ Propane Act and Code / (Medical Gas)/ Gas Utilization Code	Inspection of equipment and installations	Certain mandatory requirements	Improved public and environmental safety	None
MOE standards	Installation of berms around hazardous materials storage site; water supply issues	Certain mandatory requirements	Improved environmental safety	None
MOL standards	Education regarding safety components in buildings	To assist the owner with compliance (compliance issues around O.F.C.)	Improved worker safety	Owner provided

Municipal standards by-law	Manufacture or storage of explosives	Municipality has option to make more stringent standards	Improved safety	Rely on basic standards
Planning standards	Site approval process	Provide for fire department access	Improved public safety	Rely on OBC
Comprehensive Fire Prevention Effectiveness Model	Selection of appropriate prevention and education programs for community	To assess all major inputs impacting on delivery of programs	Prioritize allocation of fire department resources	Vary the emphasis on which components of the model are applied
Ontario Standards for Prevention Officers	Training to curriculum	Method of providing for standardization	Common practices among participating prevention officers	Not mandatory
OFM Investigators standard	Training of staff to standard	Method of providing for standardization	Common practices among participating investigators	NFPA 921
Day Care, Homes for the Aged, Schools, Hospital inspections	Inspections re licensing requirements	Owner is faced with mandatory inspection requirements	Improved public safety	Fees for service

Stations, Fleet & Equipment

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
MOT standards	Testing and certification issues	Mandatory	Improved worker and public safety	None
MOL	Safety issues including guidelines issued	Mandatory	Improved worker and public safety	None
NFPA	Testing criteria for various equipment	Make use of recognized existing standards	Improved firefighter and public safety	Transfer of liability via leasing of equipment
ULC	Design standards for fire fighting vehicles	To obtain accreditation for vehicle	Vehicle meets minimum requirements	Use of other standards
CSA/ NIOSH/ OSHA	Standards for design & maintenance of equipment such as pure breathing air compressor & breathing apparatus	Mandated requirements	Improved worker safety	None
Ontario Building Code	Design considerations for fire stations	Mandatory	Code compliance	None

Ontario Fire Code	Maintenance considerations for fire stations	Mandatory	Code compliance	None
Electrical Safety Code	Design and maintenance considerations for fire stations	Mandatory	Code compliance	None

Emergency Operations

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
Dallas, Ottawa, OFM, NFPA, IAFC, ICM, IAO, CAFF (pending)	Staffing recommendations re number of firefighters	To determine appropriate staffing levels for a community	Efficient and effective deployment of resources	Automatic aid to supplement internal resources
Ontario Standards for Firefighters	Training to curriculum	Method of providing for standardization	Common practices among participating firefighters	Local initiative
MOL	Protective clothing standards	Mandatory	Compliance with regulations	None
MOH	Response standard protocol for CPR, de-fib programs	Meet minimum response criteria	Improved public safety	Do not provide the service
Internal SOGs	Response guidelines for risks such as senior citizens' complexes	Mandatory requirement (MOL)	Consistent approach	None
Mutual Aid Plan	Possibility of mandated requirements for membership re equipment and staff	May be mandatory participation criteria	Improved public safety	Provide internal capability
Highway Traffic Act	Training in special applications of act to firefighters	Mandatory	Properly trained staff	None
OBC/ OFC/ Electrical Code	In-service inspection program issues	To make better use of suppression staff	Improved public safety	Total dependence on prevention staff

Water Supply

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
IAO standards	Identify deficiencies in water supply system	Recognized evaluation agency	Reliable water supply	Use other standards
NFPA	Standards for urban and rural water supply	Recognized standards setting organization	Reliable water supply	Use other standards
MOE	Ability to take adequate water from municipal water system for internal suppression system requirements	MOE controls some water supply systems	Reliable water supply	None
OBC	Internal supply system requirements for particular occupancies	Mandatory	Compliance	None
OFM Guideline - Communiqué 96-022	Determining water supply requirements	Cooperatively developed by stakeholders	Appropriate water supplies for emergencies	Use other standards

Training & Education

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
Ontario Standards for suppression forces	Training to curriculum	Method of providing for standardization	Common practices among participating firefighters	Not mandatory
Ontario Standards for support services	Training to curriculum	Method of providing for standardization	Common practices among participants	Not mandatory
OBC	Construction issues re training complex	Mandatory	Compliance	None
MOE	Environmental issues re training complex	Mandatory	Compliance	None
MOL	Safety issues re training complex	Mandatory	Compliance	None

Support Services

Acts, Codes, Regulations, Standards, Models/Best Practices	Example(s) of Application	Why?	Consequences	Alternatives
Pay Equity, Employment Equity, Human Rights Code, Charter of Rights and Freedoms	Human resources issues	Mandatory	Compliance	None
Financial	Determination of ability to pay and comparisons to other communities (arbitration)	Mandatory	Compliance	None

Codes, Standards and Best Practices:

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 Search

Public Fire Safety Guidelines

Subject Coding

PFSG 04-07-12

Section

Emergency Responses

Date

January 1998

Subject

Types of Apparatus & Equipment

Page

Purpose:

To provide options for **small municipalities** to follow in determining the level of fire suppression and the types of apparatus and equipment that will be provided in the community.

Introduction:

- Demands on municipal resources force all communities to re-evaluate the level and nature of services they provide.
- Traditional approaches to the delivery of fire suppression with full-size triple combination pumpers may not necessarily be the most appropriate way to deliver this component of community fire safety, particularly in small communities with limited availability of firefighting personnel.
- The primary mission of all fire departments should be to ensure that the community is provided with an optimal level of fire protection in a cost effective and efficient manner. This optimal level may require a much greater emphasis on fire prevention and public education activities - with residents being responsible for protection within their own residences.
- new technology provides options
- must be appropriate to the fire suppression needs of the community
- dependent upon availability of human resources
- need to work closely with neighbouring communities
- focus must still be on community fire safety initiatives

Service Delivery Options:

There are many fire protection options available to small communities in Ontario.

- The amount, type and capacities of firefighting apparatus will vary with the intended service of the vehicle.
- Pump size and amount of water, hose and equipment carried will vary with the intended type of service such as urban, suburban or rural. The total pumper capacity should not be less than the required fire flows of the community.
- The basic firefighting vehicle used in Ontario is the pumper which carries a wide variety of equipment and tools for firefighting and rescue. This basic equipment is designed to make these vehicles self-sustaining firefighting units and includes:
 - pump
 - hose
 - water tank
 - ladders
 - wide selection of portable tools and appliances
- Other types of apparatus used by the Ontario fire service include:
 - aerial ladders
 - elevating platforms and aerial towers
 - specialised support vehicles
 - rescue trucks
 - hazmat
 - lighting
 - air supply
 - command
 - mobile water supply apparatus
 - boats
 - pumper/rescues
 - support vehicles
- It is not reasonable to expect that a single vehicle will provide all of the operational capabilities needed on the fireground. In those areas requiring aerial devices, a pumper/ladder combination may be used as initial attack fire apparatus. Good staffing is needed for effective use of such combination apparatus even if personnel are assigned to supporting apparatus.
- Where a single vehicle is provided for both types of service, it should carry a minimum amount of both types of equipment

because of space and load limitations. An overloaded piece of apparatus, or one with inadequate hose carrying capability must be avoided.

Option	Considerations	Staffing	Package Cost ¹
Portable Pumps	- limited flow rates - limited structural capability - normally used for exterior / wildland fire suppression only - dependent upon static water sources - no insurance reduction incentive	minimal (at least 4)	\$30,000 ²
Skid Mount Firefighting Packages	- limited flow rates - limited structural capability - normally used for exterior / wildland fire suppression only³ - limited water supply on vehicle - normally restricted to exterior firefighting and limited rescue - no insurance reduction incentive	minimal (at least 4) highly dependent on type of fire attack see fireground staffing guideline	\$75,000 ⁴
Initial Attack / Rescue Mini-pumper	- increased flow rates - basic level for structural firefighting capability - greater range of equipment - recognized for insurance reduction	highly dependent on type of fire attack see fireground staffing guideline	\$140,000 ⁵
Tanker	- supplements pumper - no insurance reduction incentive	minimal when used as water shuttle	\$75,000
Triple Combination Pumper	- basic level of equipment for structural firefighting / rescue - greater flow rate - increased water capacity - additional equipment - mobility provides flexible utilization - recognized for insurance reduction	highly dependent on type of fire attack see fireground staffing guideline	\$225,000

¹ None of the costs reflect equipment accommodation, insurance, workers compensation, or annual operating costs.

² Estimate reflects cost of pump, firefighter protective clothing, hose, nozzles. etc.

³ The capability of this type of unit is to a large extent dependent upon its design. Skid mount units with compressed air class A foam provide greater flexibility than units using water only.

⁴ Estimate reflects the cost of vehicle, pumping equipment, protective clothing, hose, nozzles, etc.

⁵ Estimate reflects cost of pump, firefighter protective clothing, hose, nozzles. etc.

Service Delivery Implications:

- Firefighting apparatus and equipment are the tools for the provision of fire suppression and other emergency services and are a critical component of the community's fire attack capability. Fire departments must have access to appropriate tools and must have the knowledge and skills to use these tools if they are to be successful.

A relatively high percentage of fire calls are handled successfully by the first arriving suppression vehicle, provided it arrives quickly, has an adequate crew and does not have to perform multiple duties such as search and rescue or laddering as well as extinguishment.

Quality and Performance Measures:

- Adequate water supply for firefighting is established by determining minimum rates of fire flow needed to control potential fires in representative structures and exposures in the fire area
- the fire flow rates are based on estimates of the number of hose streams needed to control potential fires
- includes demand for hose streams together with water for automatic fire sprinkler systems
 - significant reductions in needed fire flow often can be achieved by the installation of an approved automatic fire sprinkler system throughout the building
- fire department should predetermine fire flow needs for proposed projects
- need to co-ordinate with Building Department and Building Code requirements
 - satisfactory water flows should be a condition of issuing a building permit
- see OFM Communiqué; 96-022 re water supply requirements and the Ontario Building Code

Codes, Standards, and Best Practices

- Apparatus should be designed and powered adequately for the service to be carried out and the territory in which it is used.
- Pumper
 - CAN/ULC-S515, *Standard for Automobile Firefighting Apparatus*
 - CAN/ULC-S523, *Standard for Light Attack Firefighting Apparatus*
 - NFPA 1901, *Standard For Pumper Fire Apparatus*
 - NFPA 1902, *Standard For Initial Attack Fire Apparatus*
- Aerial Ladders & Elevating Platforms
 - CAN/ULC-S515, *Standard for Automobile Firefighting Apparatus*
 - NFPA 1904, *Standard For Aerial Ladder and Elevating Platform Fire Apparatus*
 - NFPA 1914, *Standard For Testing Fire Department Aerial*

Devices

- Portable Pumps

NFPA 1921, Standard For Fire Department Portable Pumping Units

- Ladders
 - NFPA 1931, *Standard For Fire Department Ground Ladders*
 - NFPA 1932, *Standard on Use, Maintenance and Service Testing of Fire Department Ground Ladders*
- Hose
 - NFPA 1961, *Standard for Fire Hose*
 - NFPA 1962, *Standard for the Care, Use, and Maintenance of Fire Hose, Including Connections and Nozzles*
 - NFPA 1963, *Standards for Screw Threads and Gaskets for Fire Hose Connections*
 - CAN4-S543 *Standard for Quick Connect Internal Lug Couplings For Fire Hose*
 - ULC-S513 *Standard for 1 ½" and 2 ½" Threaded Fire Hose Couplings*
 - CAN/ULC-S522 *Standard for Fire Extinguisher and Booster Hose*
 - ULC-S511 *Standard For Rubber Lined Fire Hose*
- Water Supply
 - NFPA 1903, *Mobile Water Supply Fire Apparatus*
 - NFPA 1231, *Standard on Water Supplies for Suburban and Rural Firefighting*

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See also PFSG

[04-01-12](#) Selecting Fire Suppression Capability

Definitions:

- Pumper
 - A vehicle equipped with a permanently mounted fire pump of 625 gpm (3000 L/min) rated capacity or greater, a water tank of at least 500 gal. (2300 litres), and a hose body that meet or exceed the requirements of ULC-S515. The primary purpose of this type of apparatus is to combat structural or associated fires.
- Mobile Water Supply Apparatus (Tanker, Tender)
 - A vehicle equipped with a water tank of at least 1000 gal. (3800 litres) and designed primarily for transporting (pickup, transporting and delivering) water to fire emergency scenes to be applied by other vehicles or pumping equipment.
- Initial Attack Fire Apparatus
 - A vehicle equipped with an attack pump [(250 through 750 gpm, 950 through 2650 L/min)], a water tank, and minimum hose and equipment that is designed primarily for rapid response and initiating fire attack on structural, vehicular, or vegetation fires and supporting associated fire department operations.
- Aerial Ladder & Elevating Platform Fire Apparatus
 - A vehicle equipped with a permanently mounted, power operated aerial ladder or with a passenger carrying platform attached to the uppermost boom of a series of telescoping and/or articulating booms and designed to provide rescue capability from elevated positions, and the positioning of firefighters and elevated master streams for fire suppression tasks.

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-08-12

 Section
Emergency Responses

 Date
December 2001

 Subject
Staffing - Single Family Dwellings

 Page
1 of 8

Purpose:

To provide guidance, direction and options to municipalities for providing aggressive interior fire suppression and rescue in ***single-family dwellings***.

Other types of occupancies may require differing responses and staffing levels.

The ability of the emergency response systems to provide for the safety of vulnerable occupants in other premises such as hospitals and nursing homes should be carefully considered. Also to be considered are any areas not serviced by hydrants where there is a need to assign additional staff to transport water to the scene of the fire. Response protocols for these and other types of risk need to be developed.

Introduction:

- Various methods of fire department organization influence how firefighters assemble at the scene
- Fireground operations are time critical
- Minimum of 4 firefighters initially responding
- Minimum of 10 firefighters within 10 minutes for fire attack team choosing either aggressive interior fire suppression **or** rescue operations for 90% of reported fire emergencies
- For the purposes of tracking the time required to assemble a fire attack team (minimum 10 firefighters), the response time is calculated from the time the fire department receives the emergency alarm until that fire attack team has arrived at the emergency scene
- Applies to single family dwellings having hydrants available nearby
- Assumes that the balance of the Comprehensive Fire Safety Effectiveness Model has also been applied
- May vary depending on technology and safety

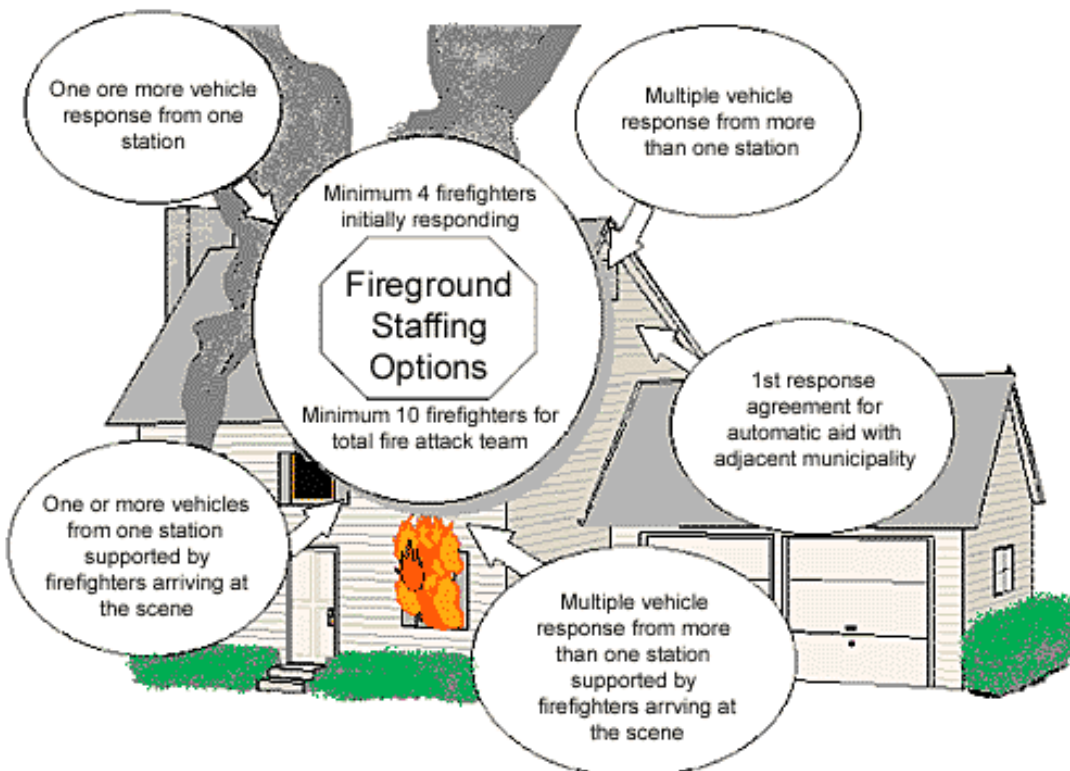
The Ontario Fire Safety and Protection Model identifies three lines of defence in providing public fire protection: public education and prevention; fire safety standards and enforcement; emergency response. Each component is an integral part of an effective fire protection service delivery system. This model contemplates that in those limited situations, such as a small, rural community, where after examining all available emergency

response options, the expected staffing levels cannot be met, other enhancements to public safety in the form of public education and prevention and/or safety standards enforcement may be instituted to adequately address local needs and circumstances.

The Ontario fire service is composed of volunteer, composite and full-time departments. The circumstances and characteristics of each department will vary within each category. The delivery system utilized by the fire department will have an impact on how the department assembles firefighters at the emergency scene.

Optional methods of assembling fire attack teams for different types of situations are possible (see staffing options diagram). Any one, or combination of the options are considered satisfactory, provided that the fire attack team is operational within a time frame which allows for efficient, effective and safe conduct of emergency operations. All fire ground operations are time critical.

- To provide effective, efficient and safe fire protection services the delivery system chosen must ensure a virtually simultaneous arrival of a minimum of 4 firefighters. A total complement of no less than 10 firefighters (including supervisors), and if practical, a minimum of two vehicles, one of which is a triple combination pumper, must assemble on the fire ground within 10 minutes for 90% of reported fire emergencies.
- Supervisory chief officers, or designates, shall be available and held accountable for command of all fire companies or response groups at each fire or other emergency scene



Fireground Staffing Options

Basic Concept:

The company or response group assigned to respond to an alarm shall be comprised of the numbers necessary for safe and effective firefighting performance related to the expected firefighting conditions. These shall be determined through risk analysis procedures. The factors to be considered shall include:

- Public/firefighter risk to life
- Public/firefighter safety hazard
- Provisions of safe and effective firefighting performance conditions for firefighters
- The potential property loss
- The nature, configuration, hazards, and internal protection of the properties involved
- The types of fireground tactics employed as standard procedure, the type of apparatus used, and the results expected to be obtained at the fire scene
- Departments composed principally of volunteer personnel should ensure adequate response staffing by designating personnel for scheduled response. One successful method is to designate personnel on a pre-determined schedule
- The expectation of either rescue or interior fire attack being performed prior to flashover ^[1] unless additional staff are responding

Function	Staff
Command	1
Pump operator	1
Search & rescue or limited fire fighting • one of these firefighters also made hydrant connection	2
Back up protection - inside • confine and/or contain fire that impacts on safety of rescuers/trapped persons	2
Outside - RIT team ^[2] • exposure protection/laddering for 2nd point of egress ^[3]	2
1 ventilation team • raise ladder & use equipment	2
Total:	10

[1] Flashover is a condition that occurs as materials first ignited progress to a state where all combustibles in a room or area are simultaneously engulfed in fire. Most agencies recognize 10 minutes as an outside time limit of flashover occurring in a burning room or space.

[2] RIT is a “rapid intervention team” i.e. firefighters available to provide back-up protection to other firefighters in places of danger

[3] Appropriate operations carried out, based on situation. Consistent with Ministry of Labour Section 21 guidelines, these firefighters cannot be breathing air from their self-contained breathing apparatus.

Codes, Standards and Best Practices

:

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Fire Ground Staffing And Delivery Systems Within A [Comprehensive Fire Safety Effectiveness Model](#), Office of the Fire Marshal of Ontario, December 1993

Additional Reference:

Health and Safety Guidelines for Ontario's Fire Services

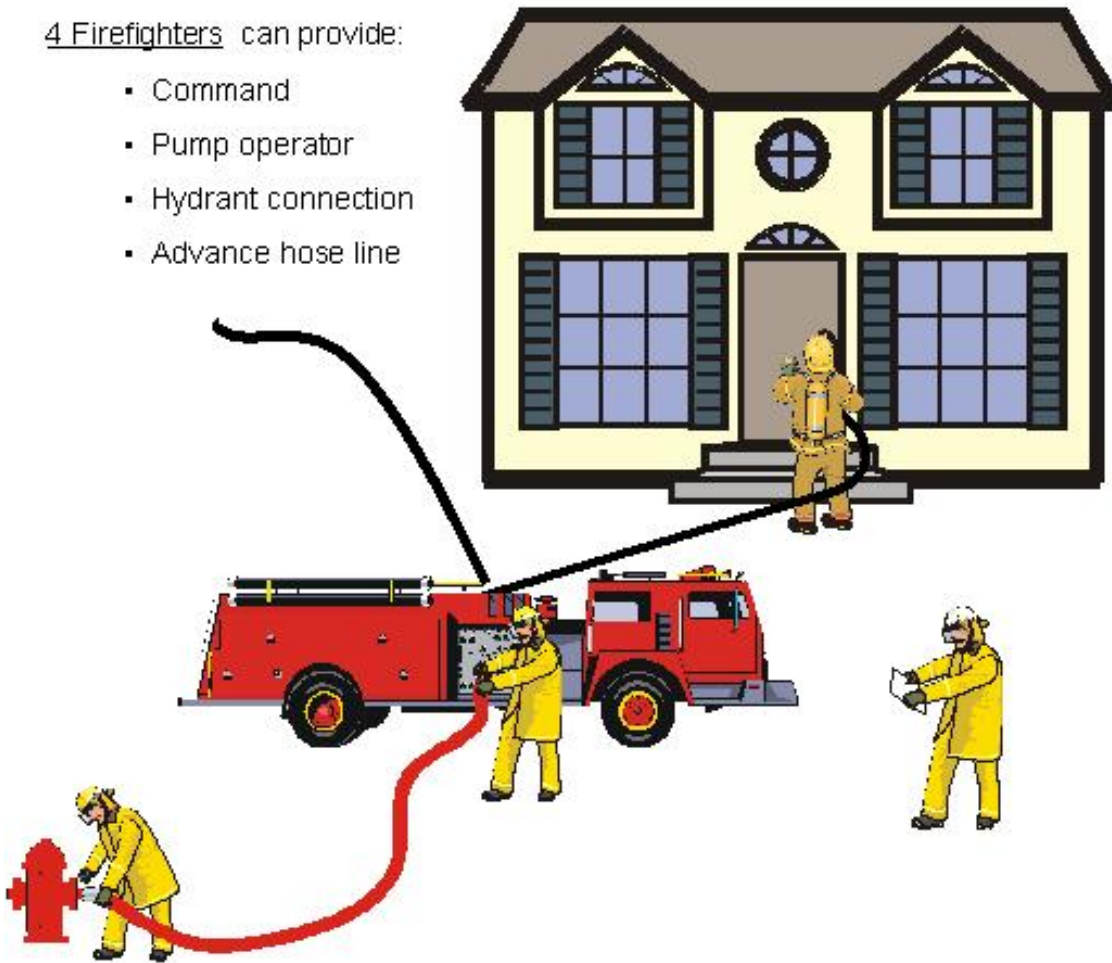
- [PFSG 04-01-12 Selecting Fire Suppression Capability](#)
- [PFSG 04-02-01 Service Delivery Considerations](#)
- [PFSG 04-03-12 Service Providers](#)
- [PFSG 04-03A-12 Service Providers – Volunteer Firefighter Staffing](#)
- [PFSG 04-13-12 Basic Structural Fire Fighting \(No Expected Rescue Component\)](#)
- [PFSG 04-14-12 Structural Fire Fighting Including Rescue](#)
- [PFSG 04-84-13 Volunteer Firefighter Recruitment and Retention](#)
- NFPA 1221 Communications

The three diagrams following illustrate required functions or tasks being performed by the ten firefighters assembled on the fire ground at a single-family two-storey dwelling fire prior to flashover.

Able to commence *limited* rescue or fire fighting with 4 firefighters

4 Firefighters can provide:

- Command
- Pump operator
- Hydrant connection
- Advance hose line

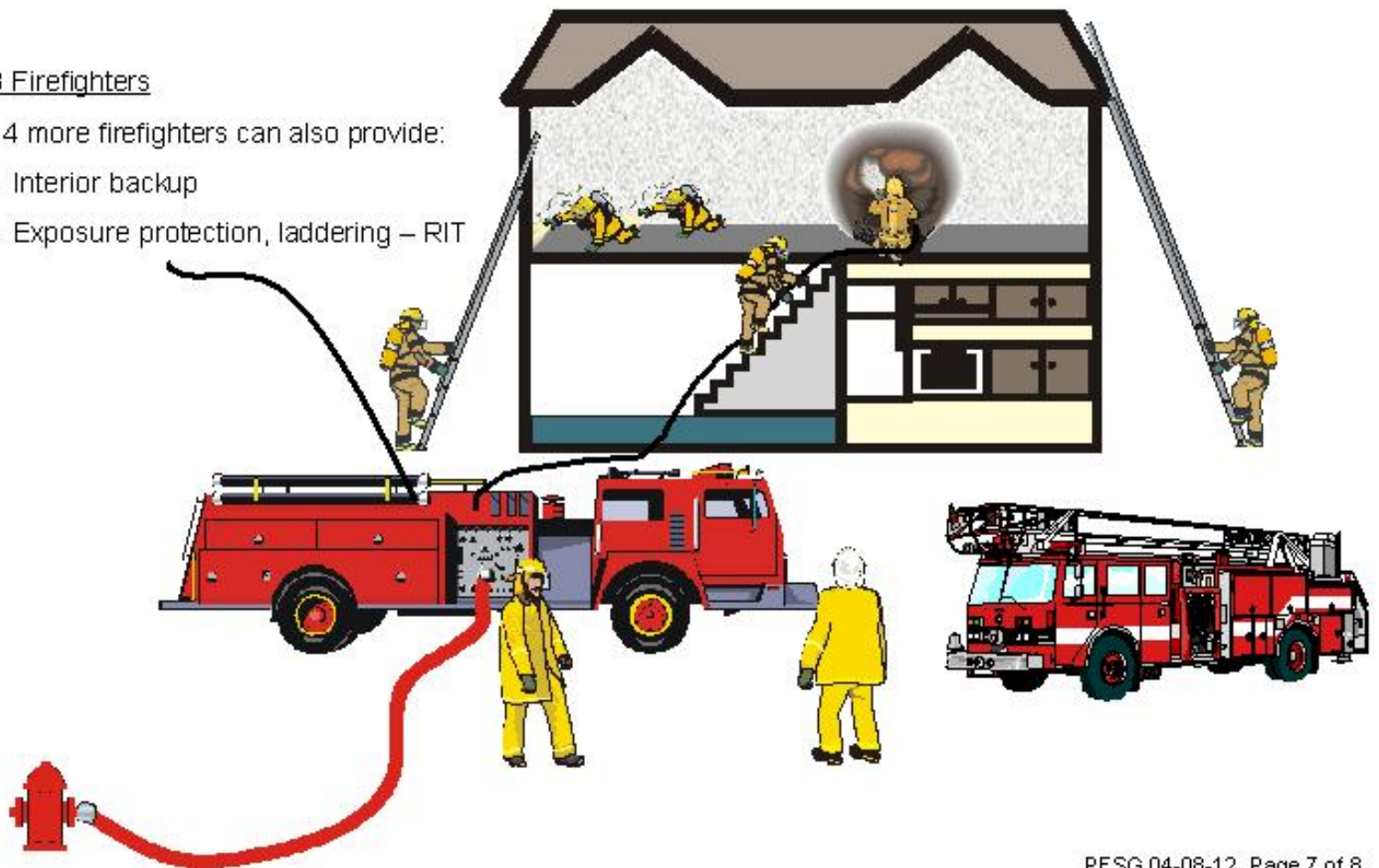


Able to *commence* interior rescue or fire fighting with 8 firefighters

8 Firefighters

4 more firefighters can also provide:

- Interior backup
- Exposure protection, laddering – RIT

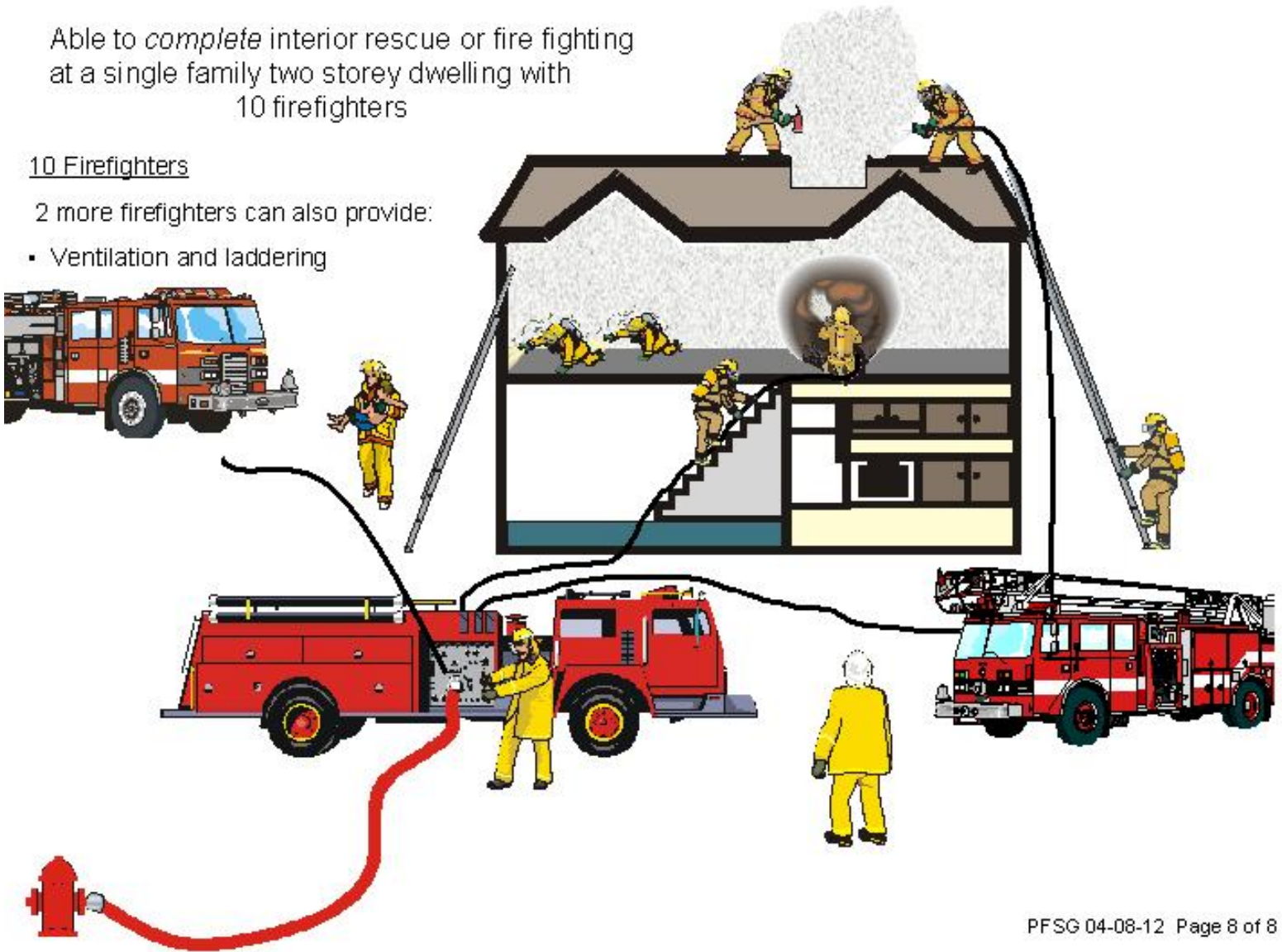


Able to *complete* interior rescue or fire fighting
at a single family two storey dwelling with
10 firefighters

10 Firefighters

2 more firefighters can also provide:

- Ventilation and laddering



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Response

Public Fire Safety Guidelines

Subject Coding

PFSG 04-08A-03

Section

Emergency Response

Date

March 4, 2005

Subject

Optimizing Rural Emergency Response

Page

Purpose:

To optimize fire protection services by working through a process that involves **A Step-by-Step Approach to Risk and Resource Rationalization**.

Application and Scope:

This guideline is intended for use in a municipality, or area of a municipality, that is served by firefighters who respond to a structure fire in a single-family dwelling with a rescue component. The public fire safety guideline may apply in whole or in part to a municipality. It is acknowledged that the municipality is responsible, if applicable, for identifying urban and rural response areas within their municipality and applying the guideline appropriately.

It is possible, for instance, that under certain circumstances, the guideline may have specific and limited application to a rural area that is part of a municipality characterized as predominately urban. Other considerations when determining the application of the guideline may include such factors as:

- use of pressurized and non-pressurized water systems or a combination of both
- geography
- travel time
- nature of the municipality: urban vs. rural make-up, e.g., predominately urbanized core with rural service areas that are remote from the urban core.

Municipal/Provincial Responsibilities – Subsection 2(1) of the *Fire Protection and Prevention Act, 1997*

The Fire Protection and Prevention Act, 1997 (FPPA) sets out the following municipal responsibilities for fire protection services:

2. (1) Every municipality shall,
 - (a) establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and
 - (b) provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.

Section 6(3) – A fire chief is the person who is ultimately responsible to the council of a municipality that appointed him or her for the delivery of fire protection services.

Accordingly it is recommended that the fire chief play the lead role in implementing the risk and resource rationalization process and include key members of the fire department on a team as well as a member of the municipal council. It is important that all members of the fire department are aware of the implementation plan and are completely aware of their role in the process.

Powers of Fire Marshal

Section 9.(1) – The Fire Marshal has the power,

- (a) to monitor, review and advise municipalities respecting the provision of fire protection services and to make recommendations to municipal councils for improving the efficiency and effectiveness of those services;
- (d) to issue guidelines to municipalities respecting fire protection services and related matters

Background

Structure fires present a significant challenge to the fire service, community and building occupants. In 2002, 85% of fatal fires occurred in residential properties: almost half of these fatal fires occurred in detached single-family dwellings. In a fire situation, conditions in a building can deteriorate very quickly, making self-rescue or occupant rescue by firefighters extremely difficult and hazardous. The spread of fire is impacted by a wide range of factors and fire can develop at varying rates of speed, e.g., smouldering vs. open flame. In extreme cases, a situation known as “flashover” can occur within several minutes of fire ignition resulting in the simultaneous combustion of all furnishings in the room of fire origin. In cases of smouldering fires, flashover can take longer to occur. Unless occupants can escape the room of origin, or in later stages, the building, survival is highly unlikely.

Effective intervention is dependent on early notification and the ability of the fire service to respond to the emergency in a timely fashion and with sufficient resources to conduct the many tasks and activities associated with interior fire suppression and rescue requirements. The delivery of fire ground suppression activities is a sub-model of the [Comprehensive](#)

[Fire Safety Effectiveness Model](#). This component, in itself, is influenced by a variety of factors. The number of fire fighters required at the scene of an emergency, and how and when they arrive at the scene, are three key components of the Fire Ground Effectiveness Sub-Model critical to determining the level of fire suppression services required by the community.

The Ontario Fire Safety and Protection Model identifies **three lines of defence** in providing public fire protection:

- public education and prevention
- fire safety standards and enforcement
- emergency response

Each component is an integral part of an effective fire protection service delivery system. This model contemplates that in those situations, where after examining all available emergency response options, the desired response levels cannot be met, a compensating level of fire safety can be provided through considerations of enhancements to public education and prevention and/or safety standards enforcement, beyond the minimum acceptable model.

The risk and resource rationalization process assists decision-makers in determining how to provide the optimum level of emergency response by identifying current service levels and comparing them against the community risk. Key to this process is the examination of all potential barriers and feasible options for improvement.

Once response capabilities have been determined it is incumbent upon the municipality to ensure that fire department operations are conducted in accordance with the requirements of the Occupational Health and Safety Act and Ministry of Labour, Health and Safety Guidelines for the Ontario Fire Service. Policies, procedures and training should be in place to ensure that firefighters are operating safely and within their capacity at the fire scene. The level of protection services provided by the department, as deemed appropriate by Council, should be clearly defined and included in the fire department establishing and regulating by-law.

As an integral step in setting appropriate level of service, municipalities are encouraged to solicit public input and feedback as a means to ensuring established levels of service are consistent with public expectations.

Service Delivery Considerations

The provisions of the FPPA recognize that fire protection needs and circumstances vary from municipality to municipality. For example, the fire protection delivery system would be significantly different in a small rural community as opposed to a larger urban centre. Needs and circumstances can be determined through the application of the Optimizing Public Fire Safety Model or a similar risk management process. In general terms, needs and circumstances relate to a municipality's economic situation, geography, population, community fire risk, building stock, community infrastructure of roads and water system, presence or lack of pressurized water distribution system, and service delivery system, e.g., type of fire department (full-time, composite or volunteer).

The risk and resource rationalization process, similarly, contemplates that all pertinent factors be considered when determining the type of fire protection service provisions best suited for local municipalities, including:

- Availability of volunteer personnel, e.g., daytime
- Financial resources of the community
- Frequency of incidents
- Type of department expected by the community
- Services expected from the fire department
- Expected intervention time
- Risk protected
- Expectations from assembled fire attack team
- Suitability of appropriate apparatus and equipment in maintained condition
- Suitability of SOG's and incident management (command) systems in place, including fireground accountability system.

Review [PFSG 04-03-12 Service Providers](#) – Impact of Policy Decisions on Operations, to obtain additional information/detail on these factors.

Special Delivery Considerations – fire suppression

The provision of fire suppression services is an important component of the overall fire protection delivery system. However, due to a variety of influences, not all communities are capable of delivering the same level of service. This guideline recognizes that by their very nature, composite/volunteer fire departments may experience a fluctuating number of firefighters responding, depending upon the time of the day, week or other circumstances such as remote or difficult to reach locations. Therefore, the fire suppression capability will vary from defensive to offensive, e.g., exterior attack only to aggressive interior structural firefighting and rescue with effective firefighting apparatus and adequate fireground staffing. The company or response group assigned to an alarm will be comprised of the numbers necessary for safe and effective firefighting performance related to the expected firefighting conditions. To provide effective, efficient and safe fire protection services, the delivery system chosen should strive to ensure a virtually simultaneous arrival of 4 firefighters on the initial response.

Optional methods of assembling fire attack teams for different types of situations are possible (see staffing options diagram). Any one, or combination of the options may be satisfactory, provided that the fire attack team is operational within a timeframe, which allows for efficient, effective and safe conduct of emergency operations. All fireground operations are time critical.



The chart below illustrates the primary functions and related tasks normally associated with a response to structure fire in a single-family two-storey dwelling prior to flashover. ¹

Function	Staff
Command	1
Pump operator	1
Search & rescue or limited firefighting - one of these firefighters also makes hydrant connection where applicable - depending on the circumstances, additional resources will be required to secure and maintain a transported or static water supply	2

Back up protection – inside	
confine and/or contain fire that impacts on safety of rescue/trapped persons	2
Outside – RIT team ²	
exposure protection/laddering for 2nd point of egress ³	2
1 ventilation team	
raise ladder & use equipment	2
Total:	10

[1] Flashover is a condition that occurs as materials first ignited progress to a state where all combustibles in a room or area are simultaneously engulfed in fire.

[2] RIT is a “rapid intervention team” i.e. firefighters available to provide back-up protection to other firefighters in places of danger

[3] Appropriate operations carried out, based on situation. Consistent with Ministry of Labour, Health and Safety Guidelines for the Ontario Fire Service, these firefighters (RIT) cannot be breathing air from their self-contained breathing apparatus.

Review [PFSG 04-13-12 Basic Structural Fire Fighting \(No Expected Rescue Component\)](#) and [PFSG 04-14-12 Structural Fire Fighting Including Rescue](#) to obtain additional detail on fire suppression considerations.

It is recognized that certain types of occupancies may require differing responses. For example, higher risk occupancies such a high-rise residential, hospitals, nursing homes and large assembly occupancies will necessitate increased staffing levels to accomplish all necessary emergency scene tasks in an effective, efficient and safe manner. Response protocols for these and other types of risk need to be developed.

Application of the Risk & Resource Rationalization Workbook

The [workbook](#) that accompanies this guideline provides a roadmap to enable municipal and fire officials to engage in a meaningful step-by-step process that culminates in optimizing the fire protection delivery system and a report by the fire chief to the municipal council.

By working through the process, the municipal fire protection delivery system can be objectively assessed to identify current (staffing) capabilities and existing barriers to achieving acceptable response times and staffing levels. Opportunities available, if any, to improve the emergency response capability are also an integral part of the process. The workbook also identifies the many benefits derived for the municipality by completing the process.

References

For more information, refer to the following Public Fire Safety Guidelines.

- [01-02-01](#) Comprehensive Fire Safety Effectiveness Model
- [04-01-12](#) Selecting Fire Suppression Capability
- [04-02-01](#) Service Delivery Considerations
- [04-03-12](#) Service Providers – Impact of Policy Decisions on Operations
- [04-03A-12](#) Service Providers – Volunteer Firefighter Staffing
- [04-04-12](#) Automatic Aid
- [04-05-12](#) Mutual Aid
- [04-09-12](#) Fire Protection Agreements
- [04-10-12](#) Steps in Establishing a Jointly Managed and Operated Fire Department
- [04-13-12](#) Basic Structural Fire Fighting (No Expected Rescue Component)
- [04-14-12](#) Structural Fire Fighting Including Rescue
- [04-40A-03](#) Simplified Risk Assessment
- [04-40B-12](#) Smoke Alarm Program
- [04-40C-12](#) Distribution of Public Fire Safety Education Materials
- [04-40D-12](#) Inspections Upon Request or Complaint (Fire Code)
- [04-64A-12](#) Communications Best Practices & NFPA 1221 Communications
- [04-84-13](#) Volunteer Firefighter Recruitment and Retention

WORKBOOK
Risk & Resource Rationalization
Process
Emergency Response in Rural Areas



[HTML](#), [PDF](#)

Emergency Response Record
(Form 1)

[PDF](#), [MSWord](#)

Emergency Response Record -
Supplemental Fire Department
Response Information (Optional) (Form
1A)

[HTML](#), [PDF](#), [MSWord](#)

Summary of Critical Times & Staffing
Levels (Form 2)

[PDF](#), [MSWord](#)

Summary of Response Issues, Barriers
& Solutions (Form 3)

[PDF](#), [MSWord](#)

Entry & S.C.B.A. Control Form

[PDF](#), [MSWord](#)

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PFSG 04-09-12

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Emergency Response

Date

January 1998

Subject

Fire Protection Agreements

Page

Purpose:

To identify considerations when providing fire protection services through municipal agreements.

Introduction:

A fire protection agreement is a contract between the participating municipalities involved, clearly defining the responsibilities, terms, conditions, and all other aspects of the fire services purchased, provided and/or required.

Why:

Municipalities may wish to enter into a fire protection agreement for one or more of the following reasons:

- a municipality has no fire department
- a municipality has a fire department, but the area requiring protection is too far removed from its fire station(s) to provide effective protection
- a fire department may require assistance in the event of a major emergency
- specialized equipment may not be available through the Mutual Aid Plan
- two or more municipalities may wish to jointly operate and manage a fire department
- natural or man made barriers, either permanent or temporary, may block or impede the movement of apparatus from the home fire department
- the provision of communications/dispatch services
- the provision of automatic aid
- the provision of mutual aid
- the provision of services for hazardous material incidents
- the provision of water/ice rescue services
- the provision of medical assistance services
- the provision of fire prevention and public education

Authority:

- Municipal Act
- Fire Protection and Prevention Act

Type of Agreement:

- In order to determine the type of agreement necessary, it is essential that the specific needs of the municipality be identified and established.
- The municipality purchasing fire protection must determine precisely what type and to what extent protection is required.
- The municipality providing such services must carefully assess these needs to see whether or not it is in a position to provide them, while not jeopardizing the provision of fire protection services to its own municipality.
- It is the sole responsibility of council to decide the type and extent of fire protection services that can be provided, e.g.
 - complete fire protection services
 - fire suppression services only
 - first call only
 - back-up fire suppression services

Complete Fire Protection Services:

Examples of available services include:

- fire suppression
- fire prevention and public education services
- fire cause determination and investigations
- enforcement of regulations such as the Ontario Fire Code
- assisting the chief building official reviewing building plans
- hazardous material incidents
- search and rescue
- water/ice rescue
- extrication
- medical assistance responses
- administrative functions and services
- communications and dispatch services
- training and education services
- apparatus and equipment maintenance and repair services

Areas of Consideration:

The following are areas of consideration for inclusion in agreements:

- parties involved
- intent of agreement
- services to be purchased/provided
- define area(s) to be protected including map of the area(s) served, (if streets or roads are used as boundaries, are properties on and accessible from both sides of the street or road included?)
- apparatus and equipment to respond, personnel to respond - minimum and/or maximum number including any variations for different occurrences (is an officer(s) to be included?)
- arrangement for extra assistance if needed including appropriate agreements for such assistance
- when more than one fire department is involved, which fire chief has jurisdiction and is in command
- the maximum response distance for the fire department
- costing arrangements, including;
 - annual cost only
 - stand-by fee
 - charge for each apparatus
 - charge for personnel
 - cost based on equalized assessment
 - administrative fees
 - fee for fire prevention inspections and the time and work involved subsequent to the actual physical inspections
 - payment schedule including special arrangements relative to responses on provincial highways, environmental legislation, and Ministry of Natural Resources agreements
- provisions for failing to supply the services, or any part thereof
- a map of all readily useable static water sources available
- are all roads and bridges safely passable for fire apparatus
- the marking of streets and roads at all intersections
- the numbering of properties by an acceptable clear and readily identifiable system
- persons to have authority to request fire prevention services
- provisions for amending the agreement
- provisions for terminating the agreement
- arbitration (dispute resolution) clause(s)

Additional Considerations:

- advice and input to agreement from municipal solicitor, Ministry of Municipal Affairs & Housing, fire chief, fire department, Office of the Fire Marshal
- impact of assistance not being available through mutual aid
- agreement authorized by-bylaw by each participating municipality
- residents in the contracted area officially notified of procedures for reporting an emergency, and what services are available
- municipal emergency plan
 - fire department referenced (which municipality?)
 - fire chief referenced (which municipality?)
- appropriate by-laws in place
- fire prevention and public education activities
- fire chief appointed as an inspector under the Building Code Act (which municipality(ies)?)
- appointments and authority have been made respecting other fire prevention personnel
- cost of providing outside fire protection relative to cost of providing fire protection to own ratepayers

Codes, Standards and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[02-04-01](#) &

[02-04-23](#) Capabilities of Existing Fire Protection Services

[04-04-12](#) Automatic Aid

[04-33-13](#) Community Emergency Plan Participation

[04-01-12](#) Selecting Fire Suppression Capability

[04-02-01](#) Service Delivery Considerations

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Emergency Response

Date

March 2001

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Sample Fire Protection Agreement

Page

Purpose:

To identify considerations and options when providing or receiving fire protection services through municipal agreements.

Introduction:

A fire protection agreement is a contract between the participating municipalities involved, clearly defining the responsibilities, terms, conditions, and all other aspects of the fire services purchased, provided and/or required. It is not practical to produce a sample that identifies the needs of every municipality.

Development:

An analysis must be made to determine if each clause is appropriate for the particular municipality.

In preparing agreements, consideration must be given to the provisions of any collective agreement formulated under the Fire Protection and Prevention Act.

The municipal solicitor, prior to enactment, should review any draft agreements prepared by council.

Sample Agreement:

BETWEEN

THE CORPORATION OF THE TOWN OF "A-TOWN"

hereinafter called the "Town" of the first part

AND

THE CORPORATION OF THE TOWNSHIP OF "B-TOWNSHIP"

hereinafter called the "Township" of the second part;

WHEREAS By-laws have been duly enacted by the corporate parties pursuant to the provisions of the Municipal Act, R.S.O. 1990, as amended, to authorize an agreement between the parties; and

WHEREAS the Fire Protection and Prevention Act, Chapter 4, Statutes of Ontario, 1997, authorizes a municipality to provide and/or receive fire protection services to or from other municipalities;

AND WHEREAS the Town operates fire protection services and assets suitable to meet municipal responsibilities required by the Fire Protection and Prevention Act, through a fire department situated within the Town of A-Town;

NOW THEREFORE, in consideration of the mutual covenants and agreements herein contained, it is mutually agreed between the parties hereto, as follows:

1. In this agreement,

(a) **designate** means a person who in the absence of the fire chief has the same powers and authority as the fire chief.

(b) **fire area** means the fire area(s) of the township as described in Schedule "A" attached to and forming part of this agreement,

(c) **fire chief** means the chief of the fire department,

(d) **fire department** means the "A-Town Fire Department"

(e) **fire protection services** means and includes activities defined in the Fire Protection and Prevention Act, more particularly described as: "includes fire suppression, fire prevention, fire safety education, communications, training of persons involved in the provision of fire protection services, rescue and emergency services and delivery of all those services".

2. The town will supply, except as hereinafter limited or excluded, fire protection services to the township in the fire area as described in Schedule "A" attached to and forming part of this agreement.

3. Fire apparatus and personnel that will respond to occurrences in the fire area of the township will constitute sufficient apparatus and firefighters to accomplish the

specific services identified in the agreement.

4. Should the fire chief, or designate, require assistance, or believe assistance may be required, by way of additional personnel, apparatus, or equipment, in addition to that provided by Section 3 above, at an occurrence in the fire area, such assistance shall be summoned under provisions of the fire protection agreement between the township and the Township of "C-Ville Fire Department".

Should the fire chief, or designate, require assistance, or believe assistance may be required, by way of personnel, apparatus, or equipment, in addition to that provided by the Township of "C-Ville Fire Department", the fire chief may invoke the applicable provisions of the (County, District or Regional) Mutual Aid Plan.

5. Notwithstanding Section 3 above, the fire chief, or designate, may refuse to supply the described response to occurrences if such response personnel, apparatus or equipment are required in the town or elsewhere, under the provisions of the (County, District or Regional) Mutual Aid Plan. Similarly, the fire chief, or designate, may order the return of such apparatus, equipment or personnel that is responding to or is at the scene of an incident in the fire area. In such cases the fire chief, or designate, may summon assistance in accordance with the provisions of the fire protection or mutual aid agreements referred to in Section (4) above, and attached hereto and forming part of this agreement, as described in Schedules "F".
6. The fire chief, or designate, shall have full authority and control over any and all activities in which the fire department may be engaged in the fire area of the township.
7. The fire chief, or designate, shall report to the township by the tenth (10th) day of each month, all occurrences in the fire area to which the fire department has responded in the prior month.
8. The town will receive all funds recovered for occurrences at which the fire department attends in the fire area.
9. The township agrees to provide a map of the fire area clearly indicating all readily accessible static sources of water available for fire fighting operations. See Schedule "B" attached to and forming part of this agreement.

10. The township agrees to identify all streets and roads in the fire area by having them clearly marked at all intersections.
11. The township agrees to identify all bridges under township or other jurisdiction(s) in the fire area as to weight limits and advice of alternate routes for fire apparatus. Bridges identified, as being unable to carry the weight of the fire apparatus, shall be set out in Schedule "C" attached to and forming part of this agreement. Any such bridges, so identified, will either limit or exclude fire protection services where the use of any of these bridges is required by fire apparatus.
12. The township shall be responsible for establishing and notifying in the manner and to the extent deemed necessary, residents and occupants of the fire area, of the procedures for reporting an emergency and of the services provided by the fire department.
13. The township warrants by-law(s) have been enacted authorizing the activities and responsibilities of the fire chief under the township emergency plan, as in Schedule "D" attached to and forming part of this agreement.
14. The township shall take whatever action is appropriate and necessary to have the fire chief appointed as "Chief Fire Official" for the fire area.
15. In consideration of the fire protection services undertaken by the town to be provided in the fire area of the township, the township shall pay fees to the town as set out in Schedule "E" attached hereto and forming part of this agreement.
16. Notwithstanding anything herein contained, no liability shall attach or accrue to the town for failing to supply to the said township on any occasion, or occasions, any of the fire protection services provided for in this agreement.
17. No liability shall attach or accrue to the township by reason of any injury or damage sustained by personnel, apparatus, or equipment of the fire department while engaged in the provision of fire protection services in the fire area.
18. The parties agree that this agreement may be amended at any time by the mutual consent of the parties, after the party desiring the amendment(s) gives the other party a minimum

of thirty (30) days written notice of the proposed amendment (s)

19. So often as there may be any dispute between the parties to this agreement, including, but not limited to the interpretation of this agreement, the same shall be submitted to arbitration under the provisions of the Municipal Arbitrations Act, and the decision rendered in respect of such proceedings shall be final and binding upon the parties to this agreement. If for any reason the said arbitration cannot be conducted pursuant to the provisions of the Municipal Arbitrations Act, the parties hereto shall agree to the selection of a single arbitrator, and in the absence of agreement, such arbitrator shall be appointed by a judge of the Supreme Court of Ontario pursuant to the provisions of the Arbitrations Act or any successor legislation.
20. In the event that any covenant, provision or term of this agreement should at any time be held by any competent tribunal to be void or unenforceable, then the agreement shall not fail but the covenant, provision or term shall be deemed to be severable from the remainder of this agreement which shall remain in full force and effect mutatis mutandis.
21. This agreement shall be in force for a period of five (5) years and thereafter it shall be automatically renewed from year to year unless in any year either party gives notice to the other party, as set out in Section (18) hereof.
22. Notwithstanding Section (20), this agreement may be terminated by either party giving written notice to the other party not less than twelve (12) months prior to the desired termination date. In any case of termination prior to the twelve (12) month date, the fees specified in Section (15) will be applied on a pro rata basis using the same formula as applied previous to the termination date.

IN WITNESS WHEREOF the parties hereto have affixed their Corporate Seals attested by the hands of their proper officers.

SCHEDULE "A" FIRE AREA SECTION 2

attached to and forming part of
"A-Town" & "B-Township"
Fire Protection Agreement
Dated: 20,

The following describes the fire area of the Township for the purposes of the fire protection services agreement between the Town and the Township.

All of the Township of "B-Township", EXCEPT THE FOLLOWING:

- all of lots 11 to 19 inclusive
- the portions of lots 12 to 18 inclusive, fronting on Concession 3,
- all of lots 1 to 6 inclusive, west of the Mitsubishi River.

SCHEDULE "B" AVAILABLE WATER SECTION 9

attached to and forming part of
"A-Town" & "B-Township"
fire protection agreement
Dated: 20,

The following map indicates the readily accessible static sources of water for fire fighting purposes in the fire area of the township.

SCHEDULE "C" BRIDGES SECTION 11

attached to and forming part of
"A-Town" & "B-Township"
fire protection agreement
Dated: 20,

The following lists bridges that will not support the weight of fire apparatus or have not provided an engineering report or similar acceptable document to indicate they will support the weight.

SCHEDULE "D" APPOINTMENT OF FIRE CHIEF SECTION 13

attached to and forming part of
"A-Town" & "B-Township"
fire protection agreement
Dated: 20

The following is the by-law of the Corporation of the Township of "B-Township" appointing a Fire Chief for the purposes of the Municipal Emergency Plan.

SCHEDULE "E" SERVICE FEES SECTION 15

attached to and forming part of

"A-Town" & "B-Township"
fire protection agreement
Dated: 20,

Fire protection services fees payable by the township to the town shall be calculated as follows:

Note: This is intended only as one example of a method of appropriate costs.

1. Total cost of fire protection shall be determined by the operating expenditures approved for the fire department, plus all capital costs and less any revenue generated by the fire department.
2. The fire protection costs in Section 1 shall include contributions made to any and all fire department reserve funds (accounts) established for the replacement of fire department apparatus, equipment and/or structures.
3. The total area served by the fire department shall include all of the Town of A-Town and the fire area in B-Township.
4. The total assessment applicable to lands and buildings within the area served as set out in Section 3 above shall be determined by each of the municipalities as of January 1st each year. Such assessment shall be reported, in sufficient detail to identify the lands served, to the clerk-treasurer of A-Town not later than January 15th each year.
5. The clerk-treasurer of A-Town will apply the assessment equalization factors currently in effect each year for the two municipalities.
6. The said clerk-treasurer shall then calculate the percentage of assessment that each municipality bears to the total assessment of the combined area served. Such calculations shall extend to two decimal places.
7. The said clerk-treasurer shall then calculate the percentage calculated in Section 6 hereof to the costs to be incurred for the current year as set out in Sections 1 and 2 hereof in order to determine the amount payable by B-Township.
8. The said clerk-treasurer shall then report the outcome of the calculations thus provided to B-Township for inclusion in their annual budget on or before April 1st each year, for

payment during that same taxation year. The details of the combined operating and capital budgets shall also be reported to B-Township at this same time.

9. B-Township may upon request, review with A-Town calculations provided and the items included in current and capital budgets.
10. In the event of disagreement as to the method of calculation or any other matters relative to the costs assessed against B-Township, the provisions of this agreement shall apply with respect to arbitration as set out in Section 19 of this agreement.
11. The calculated cost of fire protection shall be due and payable to A-Town by B-Township on or before July 1st each year on the basis of the report provided under Section 8 hereof without the necessity of the issuance of an account or invoice.

SCHEDULE "F" ASSOCIATED AGREEMENTS SECTION 5

attached and forming part of the
"A-Town" & "B-Township"
fire protection Agreement
Dated: 20,

Agreements with;

1st call - the Township of "C-Ville Fire Department",

2nd call – the County, District or Regional Mutual Aid Plan.

Codes, Standards and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[02-04-01](#) &

[02-04-23](#) Capabilities of Existing Fire Protection Services

[04-04-12](#) Automatic Aid

- [04-33-13](#) Community Emergency Plan Participation
- [04-01-12](#) Selecting Fire Suppression Capability
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Emergency Response

Date

January 1998

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**Steps in Establishing a Jointly Managed and Operated
Fire Department**

Page

Purpose

To identify the recommended steps to be followed when establishing a jointly managed and operated fire department.

Recommended Steps

STEP 1

- Each participating municipality pass an agreed-to-by-law to establish a fire department.
- Each by-law should be practically identical, except for the by-law number and name of municipality.

STEP 2

- Each participating municipality pass a by-law appointing the individual who will serve as the chief of the fire department.

Note: The Office of the Fire Marshal recommends that a separate and distinct by-law be passed appointing the deputy fire chief of the department.

STEP 3

- Each participating municipality pass a by-law to establish a board and to provide for the joint management and operation of the fire department.

STEP 4

- An agreement be negotiated between all participating municipalities with mutually agreeable terms.
- Consideration of population, assessment, number of fires and type of construction may be considered.
- Individual municipalities participating in the jointly operated fire department may have unique needs that do not apply to the other municipalities.
- The individual municipalities can provide for these unique needs in addition to the general coverage.

STEP 5

- Each participating municipality pass a by-law to authorize the fire department to participate in the mutual aid plan

STEP 6 (Optional)

Fire chief may be appointed as a building inspector with defined duties and responsibilities under the Building Code by the authority having jurisdiction.

Codes, Standards, and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

- Municipal Act
- Fire Protection and Prevention Act

See also PFSG

[04-09-12](#) Fire Protection Agreements

[04-11-12](#) Draft Agreement to Jointly Manage and Operate a Fire Dept

[04-12-13](#) Core Services

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Jointly Manage and Operate a Fire Department (board By-law)

Public Fire Safety Guidelines

Subject Coding

PFSG 04-11-12

Section

Emergency Response

Date

January 1998

Subject

**Draft Agreement to Jointly Manage and Operate a Fire
Department (Board By-Law)**

Page

The following is a draft agreement to provide for the joint management and operation of a fire department. Included are guidelines for the establishment of the fire board. *Neither the draft agreement, nor the arrangements for the board are intended to be all inclusive.*

This agreement made this day of , 199 between

THE CORPORATION OF THE

AND

THE CORPORATION(S) OF THE

WHEREAS the Municipal Act allows for entering into agreement with one or more municipalities to provide for the joint management and operation of fire departments and for the establishment of joint boards of management thereof.

AND WHEREAS the Municipal Act, grants permission for two (2) or more municipalities to establish, maintain and operate fire departments upon such basis as to the distribution of costs as the municipalities may agree.

AND WHEREAS the parties hereto have passed respective by-laws for entering into this joint operating agreement.

AND WHEREAS the parties hereto have agreed to jointly manage and operate a fire department to be known as the " Fire Department" hereinafter called the "department" for the purpose of providing fire protection in the areas defined in this agreement.

And witnessed this agreement that in consideration of the covenants and terms herein contained:
the parties hereto agree as follows

1. In this agreement,
 1. "Fire Chief" means the chief of the jointly managed and operated fire department
 2. "Designate" means the person who, in the absence of the fire chief, is assigned to be in charge of the particular activity of the fire department and who has the same powers and authority as the fire chief
 3. "Response area" means the areas of the participating municipalities, as described in Appendix " ", attached to and forming part of this agreement
 4. "Department" means the fire department of the respective parties of this agreement
 5. "Fire Protection" means a range of programs designed to protect the lives and property of the inhabitants of the fire department response area from the adverse effects of fires, sudden medical emergencies or exposure to dangerous conditions created by man or nature and includes fire prevention and public education, rescue and suppression services
2. A joint board of management shall be established and shall be composed of () elected members from the council of the and () elected members from the council of the and is to be known as the " Fire Department Joint Board of Management", hereinafter called the "fire board". The fire board shall be appointed for a three year term by the councils of and . Each council shall appoint their representatives in December, upon assuming their elected offices. The representatives will take office effective January 1st, next following. Any vacancy occurring in the fire board shall be filled within thirty (30) days of same occurring by the council of the municipality which had appointed the member wherein the vacancy occurred.
3. The fire board shall appoint a chairperson, from amongst its members, at the first meeting of the fire board for a three year term.
4. The chairperson shall preside at all meetings of the fire board and be charged with the general administration of the business and affairs of the fire board.
5. (a) The fire board shall appoint a secretary/treasurer at the first meeting of the fire board in each three year term. The secretary/treasurer shall be from the .

(b) The auditor for the shall audit the accounts of the fire board and shall submit copies of the annual statements and copies of his/her report to the fire board and to each of the parties to this agreement.

(c) The secretary/treasurer shall give, or cause to be given, all notices required to members of the fire board and auditors and shall attend all meetings of the fire board and enter, or cause to be entered, in books kept for that purpose, minutes of all proceedings at such meetings and be the custodian of all books, papers, records and documents belonging to the fire board and perform and so such other duties as may from time to time be prescribed by the fire board.

(d) The secretary/treasurer shall keep full and accurate books of account in which shall be recorded all receipts and disbursements of the department, and, under the direction of the fire board, shall deposit all monies with respect to the operation of the department, in a special bank account designated for that purpose, and shall render to the fire board at the meetings thereof, or whenever required, an account of all transactions and of the financial position of the department. The secretary/treasurer shall pay only such items as are approved and authorized by the fire board in accordance with its budget.

6. (a) The fire board shall hold at least four regularly scheduled meetings annually, and at such other times at the call of the chairperson or on petition of a majority of the members of the fire board.

(b) The fire board shall ensure the attendance of the fire chief of the department and/or his/her designate at each regular and special fire board meeting.

7. The fire board shall ensure that all meetings are convened and continued only when each party to the agreement is represented.

8. (a) All fire board meetings shall have business conducted by written motion, duly moved, seconded and carried by a majority vote.

(b) Copies of all minutes of regular and special meetings of the fire board are to be promptly submitted, after their approval to the councils of each party to this agreement.

(c) Quarterly financial statements, after consideration by the fire board, are to be forwarded to the councils of each party to this agreement.

9. **(ANY AGREED UPON METHOD MAY BE USED TO DETERMINE DISTRIBUTION OF COSTS FOR THE OPERATION OF THE DEPARTMENT. THE FOLLOWING IS INTENDED AS A SAMPLE ONLY)**

(a) By the 1st of March in each year the fire board shall submit in writing to each of the parties hereto, a draft budget for the operation of the department for that year together with an apportionment of the costs to each of the parties herein using the formula ()% for the and ()% for the . Each party hereto shall approve such draft budget, or an amendment thereof, as agreed to by the other parties, on or before the 1st of April of each year. Each party hereto shall pay to the secretary/treasurer in quarterly instalments on the first days of January, April,

July and October in each year the amount of their said apportionment of costs.

(b) Each annual draft budget submitted to the councils shall include an appropriate provision for a reserve fund for the replacement of equipment. Such contributions to the reserve fund shall be placed in a separate deposit account as may be approved by the fire board in the care and custody of the secretary/treasurer. The secretary/treasurer shall submit a report to the fire board on the position of the reserve fund by April 30th of each year. No non-budgeted amounts shall be paid out of, or charged against, the reserve fund following the date when any party has given notice of intent to withdraw from this agreement.

10. The parties hereto agree that for the purposes of the financial terms and commitments to this agreement, that all capital and operating costs shall be incurred as per formula in paragraph 8 of this agreement.
11. It shall be the responsibility of the fire board for the preparation of draft by-laws, the formulating of policies, for and relating to the administration of the department and of the fire board.
12. The fire board shall provide adequate facilities and equipment for the operation of the department,
13. The fire board shall be responsible for providing fire protection to areas within the boundary lines as per schedules attached () and forming part of this agreement.
14. The department shall endeavour to respond as soon as possible to all emergency calls within the defined areas (as per schedules) with such apparatus and manpower as per policy established by the fire board.
15. The fire board hereby authorizes the fire chief of the department to purchase necessary parts and/or supplies and have the necessary repairs conducted to keep the apparatus and equipment in proper operating condition to a maximum of \$.
16. All parties to this agreement shall give such authority as may be necessary to the members of the department in all matters pertaining to fire protection.
17. The fire board will arrange, in consultation with councils of the parties hereto, for the issuance of policies of insurance to protect assets in the care, custody and control of the fire board from physical loss or damage and for protecting the fire board, the parties hereto and members of the department against legal liability resulting from the activities of the fire board and the operations of the department and to ensure that all policies of insurance provide that all parties to this agreement be endorsed as additional named insurers as their interest may appear.
18. (a) This agreement shall be in effect until and shall remain in effect until a new agreement is

made, notwithstanding, the terms of this agreement may be amended from time to time.

(b) Should one of the parties wish to propose an amendment to this agreement, such written notice shall be given to all parties at least thirty (30) days prior to the next regularly scheduled meeting of the fire board.

19. So often as there may be any dispute between the parties to this agreement, or any of them, with respect to any matter contained in this agreement, including, but not limited to the interpretation of this agreement, the same shall be submitted to arbitration under the provisions of the Municipal Arbitration's Act, R.S.O. c. 304 and the decision rendered in respect of such proceedings shall be final and binding upon the parties to this agreement. If for any reason the said arbitration cannot be conducted pursuant to the provisions of the Municipal Arbitration's Act, then the parties hereto shall agree to the selection of a single arbitrator and, in the absence of agreement, such arbitrator shall be appointed by a judge of the Supreme Court of Ontario pursuant to the provisions of the Arbitration's Act. R.S.O. c. 25 or pursuant to any successor legislation.
20. In the event that any party to this agreement wishes to cease participating in the fire board, they may do so provided that:
 - (a) One (1) years written notice be given to the other party. Any written notice given as aforesaid, shall terminate this agreement as of December 31st of the following year in which notice is given.
 - (b) The terminating party's share, based on the formula in paragraph 8 of this agreement, will be firstly offered to the remaining party at a price determined by an independent appraisal. The funding of such purchase will be extended over a () year period, subject to O.M.B. approval.
 - (c) If the department is completely dissolved, the assets are to be split, based on the formula contained in paragraph 8 of this agreement.
21. It is agreed that, with respect to matters not dealt with in this agreement, the fire board may formulate policies for and relating to the administration and operation of the department unless otherwise prohibited by any applicable statute or regulation passed thereunder.
22. The parties hereto shall execute such further assurances as may be reasonably required to carry out the terms thereof.
23. Upon the execution of this agreement, any existing agreements amongst the parties as amended with respect to fire protection shall forthwith become null and void.
24. In the event that any covenant, provision or term of this agreement should at any time be held by any competent tribunal to void or unenforceable, then the agreement shall not fail but the

covenant, provision or term shall be deemed to be severable from the remainder of this agreement which shall remain in full force and effect mutatis mutandis.

25. In witness whereof the parties have hereunto affixed the signatures of their duly authorized officers together with their corporate seals.

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-12-13

Section

Emergency Response

Date

January 1998

Subject

Core Services (Response and Support) and Associated Guidelines

Page

Purpose:

To provide a summary of the core services that a fire department may provide.

It is not expected that a fire department would be involved in all levels of service listed under emergency response. For example some fire departments will provide interior structural firefighting with a rescue component while others may be unable to provide rescue components.

Emergency Response:

1. basic firefighting - no expected rescue component
2. structural firefighting including rescue
3. vehicle firefighting
4. grass, brush, forestry firefighting
5. marine firefighting
6. automatic aid
7. mutual aid
8. basic medical assist
9. advanced medical assist with defibrillation
10. awareness level hazardous materials
11. operations level hazardous materials
12. technician level hazardous materials
13. vehicle accidents
14. vehicle extrication
15. transportation incidents involving vehicles, trains, aircraft and watercraft
16. water and ice - shore based
17. water and ice - water entry
18. water and ice - boat

19. public assistance
20. ambulance assistance
21. police assistance
22. public utilities assistance
23. community emergency plan participation
24. urban search and rescue (light and heavy)
25. high angle rescue
26. confined space rescue
27. farm/silo rescue
28. role as Assistant to Fire Marshal re suppression

Fire Prevention and Public Education:

1. selection of appropriate programs
2. role of chief fire official
3. role of Assistant to Fire Marshal re prevention
4. input into fire prevention policy development
5. code development input
6. development of fire prevention by-laws
7. inter-action with building department(s)
8. inter-action with other government agencies
9. inspection practices, including
 - complaints inspections
 - conducting routine inspections per fire prevention policy
 - dealing with code compliance issues (mandated)
 - enforcing municipal by-laws
 - conducting inspections, preparing reports and issuing written responses to requests
 - issuing permits
10. public education practices, including
 - providing routine education programs as per fire prevention policy
 - facilitating smoke alarm initiatives
 - providing access for media
 - delivery of specialized programs
11. fire investigation practices, including
 - determining cause and origin
 - assessing code compliance
 - assessing fire suppression effectiveness
 - determining compliance with building standards
 - determining effectiveness of built-in suppression features
 - interacting with OFM investigator
 - supporting criminal prosecutions

- consulting with police and other agencies
- providing forensic services
- 12. plans examination and approval practices, including
 - examining and approving new construction plans
 - examining and approving renovation plans
 - reviewing and approving sub-division/development agreements
 - reviewing and approving site plans
 - providing on-site inspection of approved plans to determine compliance
 - issuing occupancy permits
- 13. preparation for and appearances in court
- 14. systems checking, testing and approval
- 15. compile, analyze and disseminate functional statistics
- 16. consultation with architects, engineers, planners, contractors and building trades

Fire Administration:

1. planning & growth practices, including
 - master planning
 - evaluating programs and services
 - projecting station locations and reallocations
 - determining staffing levels and assignments
 - co-ordinating with other emergency services
 - co-ordinating development with other community departments
 - co-ordinating with other Counties/Districts/Regions
2. financial & records analysis practices, including
 - co-ordinating use of information from suppression activities
 - co-ordinating use of information from fire prevention activities
 - transitional adjustments for capital stock
 - input into level of service issues (based on available funding)
 - developing, controlling and monitoring budgets
 - co-ordinating with department divisions
 - identifying alternative sources of revenue and fees for services
 - operating
 - capital
 - purchasing
3. records management, including
 - note taking

- records retention
- freedom of information legislation
- 4. human resources practices including
 - recruitment, selection and retention
 - promotion
 - performance evaluation
 - career development and higher education
 - job classifications
 - secondary employment
- 5. client/customer relations practices, including
 - preserving local identity
 - enhancing fire department image
 - marketing
 - environmental scanning, anticipating pressures and developing communication strategies
 - enhancing public perception of access to fire department staff
 - developing inter-agency relationships
- 6. health and safety practices, including communicable diseases

Communications/ Resource Centre:

1. dispatch practices, including
 - liaising with dispatch centres
 - providing access points for operational supervisors
 - receiving emergency calls
 - dispatching of appropriate resources
 - providing on-going resources to operation during emergency
 - compiling emergency response data and inputting of information in data bases
 - sharing data with other department divisions
 - sharing data with other municipal departments
 - accessing information from other sources
2. technology issues including,
 - maintaining and repairing communications systems and components (both routine and emergency)
 - providing technical support
 - developing specifications for radios, pagers, telephones, and computers
 - providing interface capability with other data systems, e.g. assessment, building department, roads departments

Training & Education:

1. program development practices, including
 - developing trainer facilitators
 - co-ordinating core curriculum
 - developing specialised staff development programs
 - suppression
 - prevention
 - administration
 - communications
 - maintenance
 - support services
 - developing succession training programs
 - developing self-directed learning programs
2. providing access to training facilities, including
 - co-ordinating access to facility
 - delivering hands-on training to staff
3. station training practices, including
 - delivery of curriculum specific to discipline's needs
 - supervisory training drills
 - providing support and direction
4. development, approval and delivery of incident management and accountability systems and procedures
5. co-ordination, development, approval and distribution of standard operating guidelines for various disciplines

Maintenance:

1. fleet and equipment maintenance practices, including
 - maintaining fleet and equipment (both routine and emergency)
 - providing annual testing programs
 - mechanical worthiness
 - Ministry of Labour requirements
 - pump capacity and certification
 - specification development
 - acceptance testing and approval of new apparatus and equipment
 - maintaining specialised equipment, e.g. SCBA
 - central supply facility
2. facilities maintenance, including
 - maintenance of station infrastructure
3. providing input re design and construction considerations for fire stations

Support Services (shared municipal/fire department functions):

1. purchasing practices, including
 - bulk purchasing through local and area organizations
 - developing standardized specifications for all apparatus and equipment
2. financial practices, including
 - financial analysis
 - liaising with other area departments
 - co-ordinating day to day financial services
 - arranging long term funding
3. risk management practices, including
 - assessing changing risk
 - operationalizing risk management into every function
 - providing insurance
 - prevention planning
 - risk avoidance
 - loss control
 - loss reduction
 - separation and diversification of losses
 - risk transfer
4. human resources practices, including
 - developing recruitment and retention programs
 - specializing in fire service legislation and related issues
5. co-ordination with other agencies for shared infrastructure, including
 - municipal water system development
 - maintenance and access to water supply

Codes, Standards and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[04-06-13](#) Codes, Standards, Acts, Regulations, Best Practices

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(no Expected Rescue Component)

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PFSG 04-13-12

Section

Emergency Response

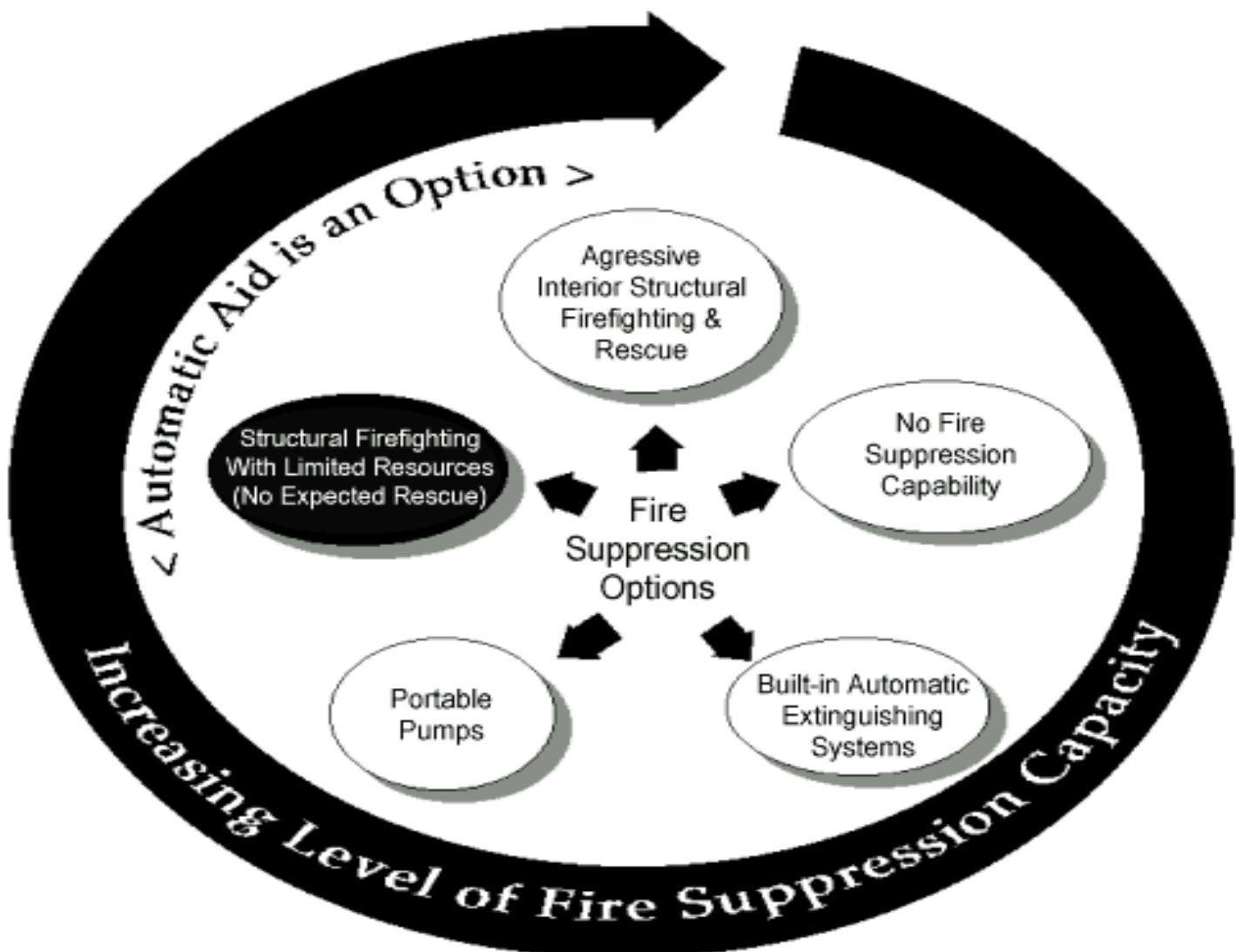
Date

January 1998

Subject

Basic Structural Fire Fighting (No Expected Rescue Component)

Page



Purpose:

To provide municipalities and fire departments with suggested procedures when basic firefighting with no expected rescue component is chosen as the fire suppression option.

Service Delivery Implications:

- All municipalities should provide the public with access to "basic" fire suppression services. This should reduce the spread of fire from within involved structures, and minimize the spread to other structures and the environment.
- It is the responsibility of every council to determine the level of fire suppression that is to be provided and then to ensure that the fire department is provided with appropriate equipment, personnel and training to safely and effectively deliver the service.
- The provision of fire suppression is an important component of *the Comprehensive Fire Safety Effectiveness Model*, however, due to a variety of influences, not all communities are capable of or should consider delivering the same level of service.
- The level of fire suppression being delivered in the community must be thoroughly evaluated to determine if it is being delivered in a safe and effective manner and that it is appropriate for the needs and support of the community.
- Fire suppression capability will vary from none, to aggressive interior structural firefighting and rescue, with effective firefighting apparatus and adequate fireground staffing.
- Where rescue and interior firefighting are not ordinarily possible due to staffing and intervention time criteria, added emphasis should be placed on:
 - public education
 - fire prevention
 - early detection
 - built-in suppression systems
 - resident self-responsibility

Service Delivery Options:

- Fire suppression services may be provided:
 - locally by the municipality
 - purchased from another municipality, territory without municipal organization, or person
 - jointly managed and operated with another municipality
 - agreement with Ministry of Natural Resources
 - supplemental through an automatic aid agreement¹
 - any combination of the above.
- These services may be provided by a full-time and/or composite and/or volunteer service. Apparatus and equipment can vary from portable pump packages to the more traditional pumper (and tanker), depending on local circumstances.

[1] Automatic aid is an option to provide the quickest availability of appropriate resources through co-operation with other municipalities/fire departments. This timely supplemental support of limited local resources is an option for ensuring faster initial response capability.

(OPTION 1) Exterior Exposure With No Interior Firefighting

Why?	The level of training within the fire department and the availability of appropriate firefighting equipment and staffing may preclude traditional interior structural firefighting.
Consequences	This approach provides higher firefighter safety and lower public safety. The exterior fire attack concept results in a reduced level of firefighter effectiveness and often results in fires that extend beyond the room or area of origin. Rescue of persons within the burning structure is usually not an option.
Alternatives	Any alternative approaches are highly dependent upon effective public fire safety programs. Automatic aid from neighbouring fire departments that provide a higher level of fire suppression capability is an alternative.

(OPTION 2) Structural Firefighting With Limited Resources

Why?	Fire departments often find themselves with inadequate numbers of firefighters on the fireground to conduct operations in an efficient, effective and safe manner.
Consequences	This approach provides a reasonable level of firefighter safety with decreased public fire safety. Rescue will be possible only in a limited number of circumstances.
Alternatives	Any alternative approaches are highly dependent upon effective public fire safety programs. Automatic aid from neighbouring departments that provide a higher level of fire suppression capability is an alternative.

Policy Requirements:

- Every authority providing basic fire suppression services shall ensure that the services can be provided in its jurisdiction(s) 24 hours a day by one of the above options. Every authority shall make known to the public, the types and services levels provided.
- Every authority, that provides basic fire suppression services in accordance with the following criteria, shall have written policy governing that activity.

Quality Management Standards:

- **Training**
- All fire suppression personnel should be trained to an appropriate Professional Standards Setting Body.
- **Service Providers**
- The type of service provider (volunteer, composite, full-time) is influenced by a number of important factors, such as the:
 - financial resources of the community
 - availability of on-call or volunteer personnel
 - risk to be protected
 - frequency and number of fire incidents
 - range of services expected from the department
 - type of department preferred by the community
 - intervention time expected
 - expectations of the assembled fire attack team
 - apparatus, equipment and technology available

- **Management**

- all fire fighting operations shall be under the direction of a competent supervisor(s)
- the service provider shall have an incident management and accountability system
- all fires and related matters shall be reported as required to the Fire Marshal

**Quality and
Performance
Measures:**

- All authorities providing basic fire suppression capability should maintain the following measures of quality and performance. They should analyze and assess:
 - injuries and loss of life to public and damage to property and the environment
 - firefighter safety
 - the assembly time of the initial and total fire attack teams
 - the cost effectiveness of the service provider
 - containing the fire to the room or area of origin
 - the actual loss versus the potential loss
 - the effect of built-in suppression systems
 - the effect of building and fire code standards
 - adherence to operating guidelines and procedures
 - intervention time
 - initial and total fire attack teams effectiveness and efficiency for their objective and mandate

**Related Functions/
Considerations:**

- communications
- staffing
 - apparatus and equipment
 - maintenance
 - administration
 - training
 - fire prevention
 - public education
 - community fire safety team
 - support services
 - selection of appropriate apparatus and equipment
- Occupational Health & Safety Act
 - Section 21 Guidelines

Codes, Standards, and Best Practices:

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See also PFSG

[02-03-01](#) Economic Circumstances

[02-02-12](#) &

[02-02-03](#) Risk Assessment

[04-04-12](#) Automatic Aid

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Including Rescue

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PFSG 04-14-12

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Emergency Response

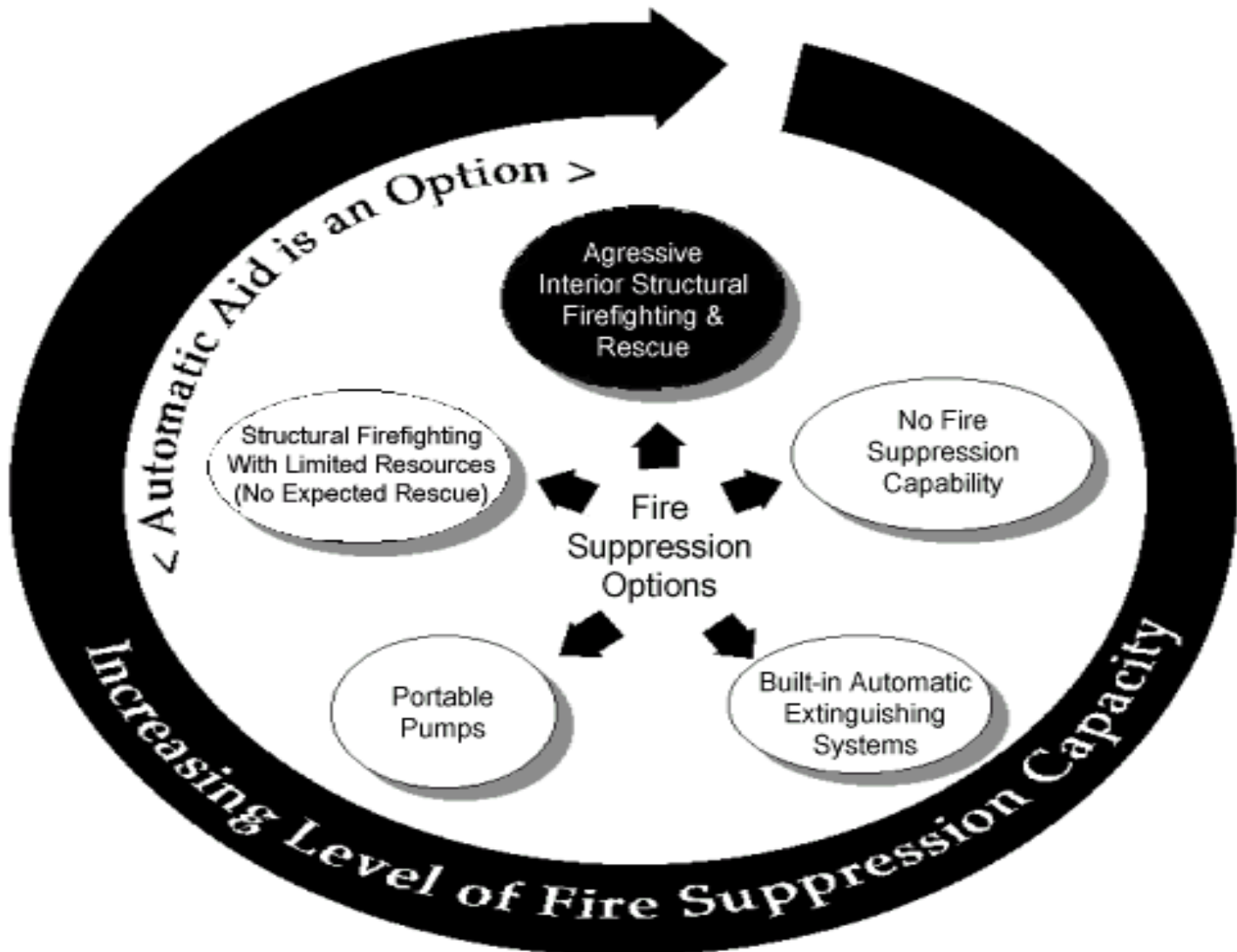
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January 1998

Subject

Structural Fire Fighting Including Rescue

Page



Purpose:

To provide municipalities and fire departments with suggested procedures for structural firefighting with aggressive interior structural firefighting and rescue.

Aggressive Interior Structural Firefighting:

Why?

- Provides the highest level of fire suppression and rescue capability¹

Consequences:

- This option requires a higher level of training as well as increased fireground staffing requirements.

Alternatives:

- High public fire safety along with lower firefighter risk is achieved.
- Any alternatives will lead to a reduction in fire suppression and rescue capability.

Special Delivery Considerations:

- Automatic aid² from neighbouring fire departments may be used to achieve the greatest efficiency in delivering aggressive interior structural firefighting and rescue.
- The provision of fire suppression³ is an important component of *the Comprehensive Fire Safety Effectiveness Model*, however, due to a variety of influences, not all communities are capable of or should consider delivering the same level of service.

¹ An early aggressive and offensive initial interior attack on a working structural fire results in greatly reduced loss of life and property damage. Consequently, given that the progression of a structural fire to the point of "flashover" (the very rapid spreading of fire due to superheating of room contents and other combustibles) generally occurs in less than 10 minutes, one of the most important elements in limiting fire spread are the quick arrival of sufficient personnel and equipment to attack and extinguish the fire as close to the point of origin as possible.

² Automatic aid is an option to provide the quickest availability of appropriate resources through co-operation. This timely supplement to limited local resources is an option for ensuring quick initial fire suppression capability.

³ Suppression capability is an extension of how much firefighting power can be put into action when there is a fire. It includes the amount of apparatus, equipment and personnel available; the time needed to respond and place equipment in action; the water supply; the application of strategies and tactics; the level of training; and all of the components that add up to effective fireground operations (NFPA 1201).

- Fire suppression capability will vary from defensive to offensive, such as an aggressive interior structural firefighting and rescue with effective firefighting apparatus and adequate fireground staffing.
- It is the responsibility of every council to determine the level of fire suppression that is provided and then to ensure that the fire department is to be provided with appropriate equipment, personnel and training to safely and effectively deliver the service.
- The level of fire suppression being delivered in the community must be thoroughly evaluated to determine if it is being delivered in a safe and effective manner and that it is appropriate for the needs and circumstances of the community.
 - Fire suppression operations need to be organized to ensure the fire department's fire suppression capability includes sufficient personnel, equipment and resources to efficiently, effectively and safely deploy both initial attack operations that can address marginal situations before they get out of control and sustained firefighting operations that can be assembled and placed into operation against major fires.
 - The fire department shall have an initial attack capability, including application of water to the fire; engagement in search and rescue, forcible entry, ventilation, preservation of property; incident command; accountability for personnel; and provision of additional support activities as required by the situation.

Functions:

Structural firefighting operations have three functions:

- rescue
- ladder, forcible entry and ventilation
- application of water through hose lines

In addition the following factors must be considered:

- public and firefighter safety
- establishing a continuous water supply
- size-up
- exposure protection
- property and environment conservation

Key Points:

- A prudent response pattern needs quick response times as well as a sufficient number of firefighters for the immediate attack.
- A relatively high percentage of fire calls are handled successfully by the first arriving suppression vehicle, provided that:
 - it arrives quickly
 - it has a sufficiently large crew
 - it does not have to perform multiple duties such as search and rescue or laddering as well as extinguishment
- Adequate water supply for firefighting is established by determining minimum rates of fire flow needed to control potential fires in representative structures and exposures in the fire area
 - the fire flow rates are based on estimates of the number of hose streams needed to control potential fires
 - includes demand for hose streams together with water for automatic fire sprinkler systems
 - significant reductions in needed fire flow often can be achieved by the installation of an approved automatic fire sprinkler system throughout the building
 - fire department should predetermine fire flow needs for proposed projects
 - need to co-ordinate with Building Department and Building Code requirements
 - satisfactory water flows should be a condition of issuing a building permit
 - see OFM Communiqué; 96-022 re water supply requirements and the Ontario Building Code

Policy Requirements:

- Departmental regulations and operating procedures and orders should be developed for the purpose of ensuring uniformity and effectiveness in department actions and operations.
- These should be published and circulated to all members, and training should be provided whenever major changes or additions are made.
- A system should be established that requires each member to read and acknowledge existing and revised regulations and procedures

Related Functions:

- communications
- apparatus and equipment
- maintenance
- administration
- training
- fire prevention
- public education
- community fire safety team
- support services
- selection of appropriate apparatus and equipment
- staffing
- Occupational Health & Safety Act
- Section 21 guidelines

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See also PFSG

[02-03-01](#) Economic Circumstances

[02-02-12](#) &

[02-02-03](#) Risk Assessment

[04-04-12](#) Automatic Aid

[04-12-13](#) Core Services

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Responses

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-18-12

Section

Emergency Response

Date

January 1998

Subject

Basic Medical Assistance Responses

Page

Purpose:

To familiarize policy makers with the requirements of providing *basic medical assistance response capabilities*

Introduction:

- Fire department participation in medical assistance responses varies greatly from municipality to municipality.
- These activities range from training fire fighters in first aid and cardiopulmonary resuscitation (CPR) , to operating first response units (pumpers, rescue vans) and further to advanced life support response units (equipped with resuscitators, automatic defibrillators) and personnel; and providing public education and training of citizens in the techniques of first aid and CPR.

What:

- Medical assistance responses are often referred to, among other things, as "ambulance assist calls" and "tiered responses".
- These are widespread terms, and the specific medical assistance response program of any particular municipality may include or exclude either term.

Definition:

For the purposes of this guideline only, a basic medical assistance response is defined as:

"the provision of treatment to citizens and fire fighters, including first aid and CPR and other elementary procedures for which the fire fighters are trained and equipped, prior to the arrival of the ambulance service, or transfer to a hospital or other health care facility".

Why:

- Municipal fire departments seem to be a natural source of medical aid responders, because they often have a sizeable body of reliable, trained, and disciplined personnel operating within an existing command structure, operating from fire stations strategically located throughout the communities, and holding the confidence of the public.
- In many instances, fire departments have faster response time capabilities than the ambulance service(s), thus bringing pressure upon policy makers to provide such services.

Service Delivery Considerations:

Prior to a final determination as to whether or not to provide such a service, or the implementation of same, the following subject matter must be addressed:

- Budget impact
- Planning
- Staffing
- Vehicles
- Equipment
- Training
- Goals and objectives
- Operational guidelines
- Response criteria

Related Functions/ Considerations:

- Impact on the Delivery of Fire Protection Services

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- Tiered Response Guidelines Province of Ontario 1997

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Responses

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Subject Coding

PFSG 04-19-12

Section

Emergency Response

Date

January 1998

Subject

Advanced Medical Assistance Responses

Page

Purpose

To familiarize policy makers with the requirements of providing *advanced medical assistance response capabilities*

Introduction

- Fire department participation in medical assistance responses varies greatly from municipality to municipality.
- These activities range from training fire fighters in first aid and cardiopulmonary resuscitation (CPR) , to operating first response units (pumpers, rescue vans) and further to advanced life support response units (equipped with resuscitators, automatic defibrillators) and personnel; and providing public education and training of citizens in the techniques of first aid and CPR.

What

- Medical assistance responses are often referred to, among other things, as "ambulance assist calls" and "tiered responses".
- These are widespread terms, and the specific medical assistance response program of any particular municipality may include or exclude either term.
- The basic functions of an advanced medical assistance response include the following:
 - program organization and management
 - medical direction
 - human resources
 - training
 - communications
 - emergency response
 - transportation
 - care facilities
 - equipment

- planning
- research
- public information
- public education
- inter-agency relationships

Definition

For the purposes of this guideline only, an advanced medical assistance response is defined as:

"the provision of treatment to citizens and fire fighters, including first aid and CPR and other elementary procedures for which the fire fighters are trained and equipped, including the utilization of oxygen resuscitators, automatic defibrillators and delegated medications prior to the arrival of the ambulance service, or transfer to a hospital or other health care facility".

Why

- Municipal fire departments seem to be a natural source of medical aid responsibility, because they often have a sizeable body of reliable, trained, and disciplined personnel operating within an existing command structure, operating from fire stations strategically located throughout the communities, and holding the confidence of the public.
- In many instances, fire departments have faster response time capabilities than the ambulance service(s), thus bringing pressure upon policy makers to provide such services.

Service Delivery Considerations

- Prior to a final determination as to whether or not to provide such a service, or the implementation of same, the following subject matter must be addressed:

Planning

- The fire service role in the provision of advanced medical assistance responses is usually part of an overall plan for emergency medical services, and the functions provided by the fire department are integrated within such a system

Staffing

- In addition to duties at fires and other core services, the impact on fire department resources and the departments continued ability to perform its fire control responsibilities should be a prime consideration before undertaking advanced medical assistance responses

Vehicles

- Are additional, specialized or modified vehicles required?

Equipment

- Who is to provide and maintain the required specialized equipment?

Training

- First aid and CPR training/certification, at what level(s) would be required?
- Re-certification with its associated training upgrades and costs are important considerations
- What other specialized training/qualifications may be required by provincial agencies such as the Ministry of Health, or others?

Goals and Objectives

- How would the goals and objectives of such a program impact on or coalesce with fire department and corporate goals and objectives?

Operational Guidelines

- automatic defibrillators and protocols
- oxygen resuscitators and protocols

Response criteria

- Is the department able to meet the provincial ministry response criteria for such a program?

Financial

- the costs of providing such a program, together with any possible revenues, should be seriously considered in relation to the overall objectives of the department

Codes, Standards, Best Practices

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- Defibrillation Guidelines ONT 1994
- Tiered Response Guidelines ONT 1997

See also PFSG

[04-18-12](#) Basic Medical Assistance Responses

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-20-12

Section

Emergency Response

Date

March 2000

Subject

Awareness Level Hazardous Material Responses

Page

Purpose:

To assist in the development of policies relating to fire department response to hazardous material incidents at the Awareness Level of NFPA 472.

Introduction:

The delivery of fire protection services includes responses to incidents involving fires, spills, releases or leaks of hazardous materials or dangerous goods.

Essential Considerations:

As technology modernizes building components and finishes, the products evolved during combustion of these construction products have become increasingly dangerous. In reality, most building fires may also be considered small hazardous materials incidents.

The short and long term effects of exposure to hazardous materials have been known for some time. It is imperative fire departments receive adequate training to deal with incidents involving hazardous material.

Each municipality operating a fire department has an obligation to ensure their fire service personnel are properly equipped and trained to perform their assigned work safely.

Council, municipal and fire department managers should develop awareness level policy statements and standard operating guidelines identifying the types and procedures for responses to hazardous material incidents.

Requirements:

The Ontario Fire Service Section 21 Committee issued Guidance Note 6-9 (August 2002) dealing with fire department responses for hazardous materials. This guidance note states that regardless of the level of response offered by a fire department, all responding personnel must be trained to the First Responder, Awareness Level of NFPA 472, as a minimum.

Codes, Standards and Best Practices:

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See also PFSG

[02-02-12](#) & [03](#) Fire Risk Assessment

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

[04-82-01](#) Selecting Hazardous Material Response Capability

Additional References:

Health and Safety Guidelines for Ontario's Fire Services
NFPA Standards 471 and 472

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PFSG 04-24A-12

Section

Emergency Response

Date

March 2001

Subject

Liaison With Other Agencies at Vehicle Extrication Incidents

Page

Purpose:

To identify the fire department role with other agencies and persons at the scene of vehicle extrication emergencies.

Relationship With Other Government Agencies and Individuals:

Areas of Responsibility

Listed below are the defined areas of responsibility when all emergency services are present at the scene.

Police Force

- To investigate the accident to determine the cause and if there are any violations of the law.
- To protect the scene, those present and prevent any secondary accidents.
- To make necessary arrangements for any additional resources that may be required.

Fire Department

- To prevent, control and/or extinguish fires.
- To make accessible and readily removable any trapped patients.
- To assist with removal and patient care as necessary.

Ambulance Services

- To evaluate the victims condition and administer patient care as necessary.
- To remove and transport the victim for adequate medical attention

In the case of any one of the emergency services not being at the scene, those in attendance would have to assume some of the responsibilities of the other services and in all cases, the priority would be the safety and well being of victims.

Codes, Standards, and Best Practices:

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See also: Office of the Fire Marshal Provincial Auto Extrication Program 1979

See also PFSG

[02-04-01](#) &

[02-04-23](#) Capabilities of Existing Fire Protection Services

[04-12-13](#) Core Services

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PFSG 04-24B-12

 Section
Emergency Response

 Date
September 2004

 Subject
Liaison With Other Agencies at Haz-Mat/CBRNE Incidents

Page

Purpose:

To identify the fire department role with other agencies and persons at the scene of hazardous materials (Haz-Mat) or chemical, biological, radiological, nuclear or explosion (CBRNE) emergencies.

Introduction:

To identify the fire department role with other agencies and persons at the scene of hazardous materials (Haz-Mat) or chemical, biological, radiological, nuclear or explosion (CBRNE) emergencies.

On-Site Coordination

No one should be permitted to enter a potentially dangerous area without having received the proper training and must be wearing the appropriate personal protective equipment to address the level of hazard which may be expected in that area.

During major incidents, there may be a requirement for senior emergency services management to meet as a single group and implement a unified command system in order to provide effective management of the emergency. This group will provide the municipal council and its emergency management team with advice concerning the declaration of an emergency and implementation of the emergency plan.

In the case of any one of the emergency services not being at the scene, those in attendance may be required to assume some of the responsibilities of the other services. In all cases, the priority would be the safety and well being of public safety personnel and members of the public who may be at immediate risk.

Consideration should be given to contact other agencies as required such as Ministry of the Environment, Ministry of Labour

and Ministry of Health.

Relationship With Other Government Agencies and Individuals

Areas of Responsibility

Listed below are the suggested areas of responsibility when the primary emergency services are present at the scene. It is recognized and understood that the emergency services are required to work in a cooperative manner in order to successfully mitigate a CBRNE incident and that the agency taking the lead may change depending on the situation. (ex. emergency becomes a crime scene as a result of terrorism).

Response agencies are to act in accordance with any guidelines disseminated by their respective ministries and/or local governments. Actions should include but may not be limited to the following:

Fire Service

- To recognize the nature of the incident, provide initial isolation and protection of the site, pending the arrival of the Police Service. (Note: not to be confused with the Police Service responsibility to secure the scene, protect/collect evidence and investigate)
- Implement a comprehensive incident management system and typically assume the lead agency role
- To establish on-site emergency decontamination and conduct decontamination of personnel/victims as required
- To make accessible and readily removable any trapped patients
- To assist with removal and patient care as necessary
- To request additional fire service resources or a Provincial Fire Service CBRNE Emergency Response Team through the fire coordinator
- To ensure the safety of all public safety personnel operating at the incident site

Police Service

- To investigate the incident to determine the cause and if there are any violations of the law
- To secure an appropriate perimeter, protect the scene from unauthorized entry and to search for and remove dangerous persons from the scene
- To identify and render safe suspected or actual CBRNE devices
- To search the scene and surrounding area for secondary

devices and evidence. Evidence preservation, collection and safe removal from the scene to the appropriate authority to further the investigation

- To make necessary arrangements for any additional police resources that may be required
- To manage and/or conduct evacuations pursuant to local procedures, where appropriate

Emergency Medical Service

- To ensure adequate ambulance resources as may be required by the specific event
- To evaluate victims and public safety personnel, and administer patient care as necessary
- To establish an on-site first aid centre to manage minor injuries and ailments for public safety personnel in consultation with other public safety agencies
- To package and transport decontaminated victims and injured/ill public safety personnel to appropriate medical care
- To alert hospitals as required

Local Health Unit

- To assess the possibility of exposure to a CBRNE agent with the assistance of other agencies on the scene
- To assess the exposure risk to neighbourhoods surrounding the scene
- To advise on/order any necessary evacuation, isolation or quarantine measures which must be taken, in consultation with other agencies
- To institute surveillance measures for health effects in exposed populations
- To assess potential for contamination of food and water supplies
- To take appropriate measures to control any health hazards that may be present
- To request additional health assistance from and through the Public Health Branch, MOHLTC

Site Decontamination

- It shall be the responsibility of a private sector company to provide and perform site decontamination and final site clean-up operations once approval is given by authority having jurisdiction to do so
- It is not the responsibility of local emergency responders to provide site decontamination services

Codes, Standards and Best Practices

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See also:

[PFSG 04-82-01](#) Selecting a Hazardous Materials Response Capability

NFPA 471, 472 and 473

Ministry of Labour – Section 21 Guidance Note # 6-9 (26)

[Terrorism Awareness for First Responders in Ontario-Self Study](#)
[Hazardous Materials Awareness for First Responders in Ontario – Self Study](#) (available on the OFM web site www.ofm.gov.on.ca)

Community Emergency Response Plans

OFM Communiqué [2004-03](#) Access to Provincial Resources for CBRN Response and HUSAR

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PFSG 04-29-12

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-29-12

Section

Emergency Response

Date

January 1998

Subject

Public Assistance Responses

Page

Purpose:

To familiarize policy makers with the requirements of providing *public assistance responses*.

What:

- Public assistance responses are calls made by fire departments that do not, in the conventional sense, involve an emergency, threat to life, or property.
- It would be impossible to list all such types of responses, and only a brief sampling is listed below:
 - Lockouts
 - Odour investigations
 - Disabled vehicles
 - Pump out flooded basements
 - Flood skating rinks
 - Fill swimming pools
 - Electrical problems
 - Animals in trees (utility poles)

Why:

Some of the reasons that such responses are frequently handled by fire departments are as follows:

- other agencies refuse to respond
- fire departments are readily available
- residents view fire departments as having the required specialized training, tools and equipment
- firefighters want to be helpful

Response Considerations:

- Policy makers should very carefully delineate, in writing, guidelines for such responses.
- Risk management and the potential for liability should be at the forefront of their considerations.
 - It may, for example, be appropriate to assist someone to gain entry to their residence, provided that such person has the right of entry.
 - Is it appropriate, for example, to attempt to rescue a cat from a pole carrying electrical wires, and in so doing possibly endanger firefighters, who are probably not trained in this environment ?
 - Should fire departments be filling swimming pools and flooding skating rinks, thus probably delaying an emergency response, or would it be better for these activities to be conducted by others?
 - Should fire departments be engaged in activities that may be viewed as competition with the private sector?

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See also PFSG

[02-04-01](#) &

[02-04-23](#) Capabilities of Existing Fire Protection Services

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Public Fire Safety Guidelines

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PFSG 04-30-12

Section

Emergency Response

Date

August 1998

Subject

Public Assistance Responses

Page

Purpose:

To assist in the development of policies relating to fire department assistance to police agencies.

Essential Considerations:

- The delivery of fire protection services includes providing the policing services with various types of assistance.
- Fire service managers should develop policy statements or operational directives identifying the types and manner of fire service assistance available to the policing services.
- Public safety services should meet on a regular basis to determine service capabilities and responsibilities.
- Public safety managers should identify the type of incident management system used during joint operations and ensure that all staff are aware of their responsibilities.
- Unless predetermined locally, the fire service response to workplace accident sites will comply with the direction given in OFM Communiqué; [97-022](#), dated May 30, 1997.
- The authority to deviate from the Communiqué; rests with the fire chief or designate.

Related Functions:

- community emergency plan participation
- incident management and accountability systems

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See also

OFM Communiqué; [97-022](#)

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

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Participation

Public Fire Safety Guidelines

Subject Coding

PFSG 04-33-13

Section

Emergency Response

Date

August 1998

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Community Emergency Plan Participation

Page

Purpose:

To identify how the fire department can effectively participate in the community emergency plan.

Service Delivery

Implications:

- Fire department should be identified as a "team member" in the municipal emergency plan.
- As the risks which threaten our communities have increased and changed, so has the expanded role of the fire service in emergency management.
- There is an increasing role for fire department participation in the areas of emergency medical services and hazardous materials response and emergency management.
- Assuming the lead agency role requires an increased ability to manage emergency incidents. This requires training in emergency incident preparedness management.
- Community emergency planning decisions must be made by the local municipality.

Steps For Emergency Planning:

- Obtain council approval and direction
- Build a planning team
- Identify hazards
- Assess capabilities
- Co-ordinate with other agencies
- Develop the basic plan
- Develop the fire and rescue operational section
- Obtain plan approval from the governing body

Policy Requirements:

- This plan should:
 - establish emergency management procedures tailored to the specific needs of the community
 - address all potential hazards or emergencies faced by the community
 - incorporate existing personnel assignments, operating procedures and facilities
 - establish a partnership among the federal, provincial and local governments to achieve common goals
 - include all appropriate public and private sector agencies

Quality Management Standards:

- Emergency plans should be reviewed annually and updated as required
- Emergency plans should be evaluated through disaster drills, table-top exercises and multi-agency critiques of special incidents

Potential Areas Of Fire Service Involvement:

- fires
- floods
- hazardous materials
- hurricanes and tornadoes
- plane crashes / train derailments
- earthquakes
- terrorist activities
- search and rescue
- building collapse (urban search and rescue)

Related Functions/ Considerations:

- During municipal emergencies:
 - all involved agencies must interact, informally sharing or pooling personnel, tasks and equipment
 - organizations may lose some of their autonomy
 - individuals may be assigned tasks unrelated to their normal role, such as firefighters directing traffic
 - public and private organizational boundaries may be crossed

Codes, Standards, and Best Practices:

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See also PFSG

[02-02-12](#) & [03](#) Fire Risk Assessment

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[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

Additional References: Emergency Management Ontario and
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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-38-13

 Section
Emergency Response

 Date
August 1998

 Subject
**Role of Assistants to the Fire Marshal (re Fire
Suppression)**

Page

Purpose: To identify the persons, their duties and responsibilities as assistants to the Fire Marshal pertaining to suppression activities.

Fire Protection and Prevention Act:

Persons: 11.(1) The following persons are assistants to the Fire Marshal and shall follow the Fire Marshal's directions in carrying out this Act,

1. the fire chief of every fire department;
2. the clerk of every municipality that does not have a fire department;
3. any member of a fire prevention bureau established by a municipality; and
4. every person designated by the Fire Marshal as an assistant to the Fire Marshal.

Duty To Report: 11.(2) The assistants to the Fire Marshal shall report to the Fire Marshal all fires and other matters related to fire protection services as may be specified by the Fire Marshal.

Submitting Reports: 11.(3) A report under subsection (2) shall be made in the form and manner and within the time period specified by the Fire Marshal.

Workers Compensation: 11.(4) The relationship between a person who is an assistant to the Fire Marshal under this section and the municipality or such other person by which he or she is employed continues for the purposes of the *Workers Compensation Act* as if the person were not an assistant to the Fire Marshal

Entry On Adjacent Lands:

13.(1)

A firefighter or such other person as may be authorized by the fire chief, the Fire Marshal or an assistant to the Fire Marshal may, without a warrant, enter on lands or premises,

1. that are adjacent to lands and premises on which a fire emergency has occurred, for the purpose of fighting the fire or of providing rescue or emergency services; or
2. that are adjacent to lands or premises on which there is a serious threat to health and safety to any person or the quality of the natural environment, for the purpose of removing or reducing the threat.

Immediate Threat To Life:

15.(1)

If the Fire Marshal, an assistant to the Fire Marshal, or a fire chief has reasonable grounds to believe that a risk of fire poses an immediate threat to life, he or she may, without a warrant, enter on any land or premises and, for the purpose of removing or reducing the threat may,

(a) remove persons on the land or premises;

(b) post a fire watch;

(c) remove combustible or explosive material or anything that may constitute a fire menace;

(d) eliminate ignition sources;

(e) install temporary safeguards, including fire extinguishers and smoke alarms;

(f) make minor repairs to existing fire safety systems;

(g) do any other thing that the Fire Marshal, an assistant to the Fire Marshal or a fire chief has reasonable grounds to believe is urgently required to remove or reduce the threat to life.

Note:

Municipal employees may have assigned duties as fire chief and/or chief fire official and/or assistant to the Fire Marshal. Any conflicts arising from these assignments must be managed and resolved by the municipality.

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See also PFSG

[02-03-01](#) Economic Circumstances

[04-39-12](#) Fire Prevention Effectiveness Model

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PFSG 04-68-12

 Search

Public Fire Safety Guidelines

 Subject Coding
PFSG 04-68-12

 Section
Emergency Response

 Date
March 2000

 Subject
Incident Management Systems

Page

Purpose:

To assist municipal and fire service managers in understanding the rationale for and nature of an incident management system.

Introduction:

- Emergency operations are inherently dangerous and often very confusing in the early moments of any emergency service agency's arrival.
- As firefighters assemble at the scene of an emergency strong, positive, recognizable and proactive leadership is required.
- A standardized approach to emergency or fireground management ensures consistent approach to decision-making, incident priorities, and life-safety for responders and the public.
- The fire service, through the National Fire Service Incident Management Consortium, has created a recognized Incident Management System (IMS) that could be customized by any fire department to meet local needs and circumstances.

Development:

- The organizational structure of an IMS should be adaptable to any incident regardless of type or complexity.
- Any IMS used by an emergency service agency must be expandable and easily applied to small routine incidents up to and including large multi-company or multi-agency operations.
- An incident management system should be universal throughout the community, and within a county, district or region. The system should employ common elements in organization, terminology and procedures. A system employing these goals will satisfy fire department needs during mutual or automatic aid responses and facilitate fire,

ambulance, police joint operations.

Related Functions/ Considerations:

Incident management systems have become industry standards and appear in various fire service standards and guidelines.

- Ontario Ministry of Labour, Section 21 Advisory Committee, Fire Fighters Guidance Note #2-1, issued October, 1993.
- National Fire Protection Association, Standard 1561, Fire Department Incident Management System.

Codes, Standards and Best Practices:

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NFPA Standard 1561

Additional Reference:

Health and Safety Guidelines for Ontario's Fire Services

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-68A-12

 Section
Emergency Response

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March 2000

 Subject
Personnel Accountability

Page

Purpose:

To assist municipal and fire service managers in understanding the rationale for and nature of accountability systems and entry control.

Introduction:

Accountability is directly related to supervision. It is the responsibility of all supervisors, officers and the incident commander to maintain a level of supervision that accounts for the location and function of all personnel at every incident.

Firefighters are responsible to inform their supervisors about their activities and location. Freelancing may lead to injury or death.

Accountability procedures provide a means for the emergency removal of fire department personnel (or crews) from a hazard zone when conditions present an immediate life hazard.

Development:

- Accountability systems must mesh with operational guidelines for incident management and rapid intervention teams
- Accountability procedures must identify when accountability systems will be used, the point of supervision, and how entry control to the incident will be established.
- Accountability systems should be flexible enough to be used for any incident when personnel are operating out of sight of the incident commander, the incident hazard level is high, incident conditions are changing rapidly, or as other situations dictate.
- Accountability systems/procedures should be able to accommodate non-departmental personnel when required. For example, police, ambulance, investigation personnel, utilities staff or other similar concerned persons.

Related Functions/ Considerations:

Accountability systems and procedures are required by Ontario fire services. The Ontario Ministry of Labour, Section 21 Advisory Committee, fire fighters guidance notes provide information about accountability, buddy system, entry control and rapid intervention crews.

Codes, Standards and Best Practices:

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- Guidance Note #2-2 - The Buddy System (March 2001).
- Guidance Note #5-1 - Firefighter Accountability and Entry Control (March 2001).
- Guidance Note #6-11 - Rapid Intervention Teams (Rescue) (March 2001).

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-68-03

 Section
Emergency Response

 Date
March 2000

 Subject
Incident Management Systems

Page

Purpose:

To assist persons developing incident management system operational guidelines.

Introduction:

- Emergency operations are inherently dangerous and often very confusing in the early moments of any emergency service agency's arrival.
- As firefighters assemble at the scene of an emergency strong, positive, recognizable and proactive leadership is required.
- A standardized approach to emergency or fireground management ensures consistent approach to decision-making, incident priorities, and life-safety for responders and the public.
- The fire service, through the National Fire Service Incident Management Consortium, has created a recognized Incident Management System (IMS) that could be customized by any fire department to meet local needs and circumstances.

Development:

- The organizational structure of an IMS should be adaptable to any incident regardless of type or complexity.
- Any IMS used by an emergency service agency must be expandable and easily applied to small routine incidents up to and including large multi-company or multi-agency operations.
- An incident management system should be universal throughout the community, and within a county, district or region. The system should employ common elements in organization, terminology and procedures. A system employing these goals will satisfy fire department needs during mutual or automatic aid responses and facilitate fire,

ambulance, police joint operations.

Operational Considerations:

Incident management systems should consider or respond to the following points:

Command Procedures

- Responsibilities and functions of command
- Establishing command
- Radio communications and radio designations
- Command options
- Passing command, and transfer of command

Command Structure

- IMS organizational development from initial response to small scale incidents, to large scale complex emergencies
- Description of command organization (for both offensive and defensive operations) at the strategic, tactical and task levels
- Description of command structures, from simple events to larger incidents, requiring tactical management through the creation and deployment of sectors
- Responsibilities of tactical level officers and sector operational guidelines

Expanding the Command Structure

- Use of "branches" and "sections"
- Roles and responsibilities of:
 - Operations Section
 - Planning Section
 - Logistics Section
 - Finance/Administration Section
- Role and responsibilities of the incident commander in the expanded organization

Unified Command

- Use of either single command or unified command
- How jurisdictional responsibilities can affect command function

Related Functions/ Considerations:

Incident management systems have become industry standards and appear in various fire service standards and guidelines.

- Ontario Ministry of Labour, Section 21 Advisory Committee, Fire Fighters Guidance Note #2-1, Incident Command (revised March 2001).
- National Fire Protection Association, Standard 1561, Fire Department Incident Management System.

A reference that deals with Operational Considerations, is:

- Model Procedures Guide for Structural Firefighting, prepared by the National Fire Service Incident Management Consortium Model Procedures Committee. Fire Protection Publications, Oklahoma State University.

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NFPA Standard 1561

Additional References:

Health and Safety Guidelines for Ontario's Fire Services
Model Procedures Guide for Structural Fire Fighting, Fire Protection Publications, Oklahoma State University

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Material Response Capability

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Public Fire Safety Guidelines

Subject Coding
PFSG 04-82-01

Section
Emergency Response

Date
August 1998

Subject
Selecting A Hazardous Material Response Capability

Page

Purpose:

To provide municipalities with options to guide and assist in the determination of the level of hazardous materials response capability provided to the public.

Introduction:

- The formal delivery of hazardous materials response services has not been a traditional fire department responsibility.
- Exceptions occur when the level of service has been clearly defined and authorized by council in a fire department establishing and regulating bylaw.
- When a fire department is not responsible for the delivery of these services, the municipal emergency plan should identify available resources for response to hazardous materials incidents.

Service Delivery Considerations:

- It is the responsibility of every community to determine the level of hazardous materials response capability to be provided.
- The provision of hazardous materials response services may be a component of local public fire protection.
- Due to a variety of influences, not all communities are capable of or should consider delivering the same level of service.

- Fire service hazardous materials response levels in NFPA 472 include:
 - Awareness Level
 - Operations Level
 - Technician level
- Responses can also be through local industrial partnerships with effective apparatus and adequate fire ground staffing.
- Municipal council shall then ensure that the fire department is provided with appropriate equipment, personnel and training to safely and effectively deliver the service.
- The level of hazardous materials response services being provided to the community must be thoroughly evaluated to determine if they are being delivered in a safe manner and are appropriate for the needs of the community

Service Delivery Options:

Delivery options:

- dependent on nature of the community
- must be delivered safely and effectively
- must consider financial impact
- must recognize and evaluate extraordinary threat to public
- more effect may be gained through a combination of options
- Delivery option selected ***must be in compliance with Guidance Note 6-9 (August 2002)*** Health and Safety Guidelines For Ontario Fire Service.

Options For Fire Department First Responder At The Awareness Level:

Why?

- Small communities with few calls for service
- Minimal transportation or fixed site hazardous materials risk
- Unable to assemble required higher level response team with appropriate trained staff and equipment in a timely manner

Considerations

Considerations of this level of service include:

- If hazardous materials risk is not adequately assessed and

addressed there is the potential for:

- significant environmental damage
 - threat to public safety
 - liability on municipality or joint fire board
- Lack of a hazardous materials response capability may cause industry to locate elsewhere

Alternatives

- Transportation and industrial risk management programs or initiatives
- Place onus of response upon industry pursuant to Part IX of the Environmental Protection Act (R.S.O.) [Spills Bill]
- Industrial mutual aid systems where appropriate

Options For Fire Department First Responder At The Awareness Level With Industrial Contract For Operations And Technician Response:

Why?

- Fire departments often find themselves with an inadequate number of trained personnel to perform at the operations or technician level in a timely manner.
- Some fire departments are unable to afford the initial and ongoing costs associated with specialized equipment and training required for operations and technician levels.
- The fire department remains responsible for public safety (and is not a clean-up agency for industry).
- Training and equipment for response at the awareness level is less expensive.
- Industry may recover costs through invoicing person in charge of spill, leak or release of hazardous materials.

Alternatives

- Increased hazardous materials training and response capabilities along with associated costs and expectations
- For the fire department without operations and technician response capability loss of life or major environmental damage may occur and the fire service will be unable to

perform any offensive actions

- Could be used in conjunction with other options to maximize hazardous materials response capabilities

Consideration - Fire Department Hazardous Material Technical Response In Compliance With The Occupational Health And Safety Act (RSO)

Why?

- Deliver a higher, yet specific level of service
- Ability to perform offensive response
- Meet the needs of industrial or transportation within the community

Benefits

Benefits of this level of service include:

- Greater potential to perform rescue
- Greater potential to minimize effects upon the environment
- Greater potential to repair container or limit leak, release or spill of hazardous materials

Considerations

- higher equipment costs
- higher training costs
- ability to generate revenue by selling specialized service

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See also PFSG

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Additional References: NFPA 471/472

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Capability

 Search

Public Fire Safety Guidelines

 Subject Coding
PFSG 04-83-01

 Section
Emergency Response

 Date
August 1998

 Subject
Selecting A Water/Ice Rescue Capability

Page

Purpose:

To provide municipalities with options to guide and assist in developing the level of water and ice rescue responses provided to the public.

Introduction:

The delivery of water and ice rescue services is not a fire department responsibility unless the service is clearly defined and authorized by council in the fire department establishing and regulating bylaw.

When a fire department is not responsible for these services, the municipal emergency plan should identify locally available resources for water and ice rescue.

Service Delivery Considerations:

- The provision of water and ice rescue services ***may be a component of local public fire protection.***
- Due to a variety of influences, not all communities are capable of or should consider delivering the same level of service.
- Water and ice rescue capabilities will vary from none to water and ice entry rescue techniques with effective rescue apparatus and adequate fire ground staffing.
- It is the responsibility of every community to determine the level of water and ice rescue capability that is to be provided.
- Municipal council shall then ensure that the fire department is provided with appropriate equipment, personnel and training to safely and effectively deliver the service.

- The level of water and ice rescue services being provided to the community must be thoroughly evaluated to determine if they are being delivered in a safe manner and are appropriate for the needs of the community.

Service Delivery Options:

- Variety of options dependent on nature of the community
- Level chosen must be delivered safely and effectively
- Community risks and financial impact must be considered
- Risk to recreational users must be considered in tourism areas
- More effect may be gained through a combination of options
- Delivery option selected ***must be in compliance with Guidance Note 6-3 (August 2002)***

Consideration: No Water and Ice Rescue Capability:

WHY?

- Small communities with few calls for service
- Minimal water and ice rescue risk (No history of drownings or water/ice rescues)
- Unable to assemble required rescue team in a timely manner

CONSIDERATIONS

- If water and ice rescue risk is not addressed there is the potential for preventable and needless loss of life, including public safety personnel
- Potential for civil or criminal liability upon municipality

ALTERNATIVES

- Public water safety and drowning prevention programs

Consideration: Land Based Water and Ice Rescue Capability:

This level should be considered for all fire departments required to draft water from open static water sources

WHY?

- Fire departments often find themselves with an inadequate number of personnel to perform water and ice rescues of a high degree of danger and risk to the rescuers
- Significant impact on accident victims close to shore
- Improvement in the safety of fire service personnel (self-rescue)
- Inexpensive training program and equipment acquisition

BENEFITS

- Minimal risk to firefighters
- Increased level of community protection
- Improved public perception while meeting community needs

CONSIDERATIONS

- Increased rescue capability along with associated costs and expectations
- Loss of life occurring off shore (public perception and liability)

Consideration: Vessel Based Water and Ice Rescue Capability:

WHY?

- Deliver a higher level of service
- Ability to access a greater number of potential customers
- Meet the needs of communities economically dependent upon recreational users of public waterways

BENEFITS

- Greater potential to rescue live persons; increased level of public safety

- Dependent upon significant and costly additional resources
- Moderate level of risk to firefighters
- Requires a higher level of fire ground staffing
- Lack of public education may result in lack of support

CONSIDERATIONS

- Highly dependent upon rapid notification
- Provide water and ice entry rescue services
- Consider agreement with an area fire department or other services capable of delivering a higher level of water and ice rescue services

Consideration: Water and Ice Entry Rescue Capability:

WHY?

- Highest level of service to the community
- Capability to meet most ice rescue emergencies

CONSIDERATIONS

- Dependent upon strict and time consuming training
- Exceptionally costly service to implement and maintain vs. low call volume
- Highest degree of risk for the rescuer

ALTERNATIVES

- Most alternatives result in a reduced level of service

**Consideration:
Police, Commercial
Contractor or
Volunteer Search &
Rescue (SAR) Group:**

Agreement with the local policing authority, an area fire department, a commercial contractor or a volunteer marine search and rescue agency may be used in place of fire department delivered services

WHY?

- May be the most cost effective and efficient means available to deliver service
- Local public safety agencies unable to deliver level of service expected

CONSIDERATIONS

- Quality of service issues such as response time, training and level of service
- Public perception and acceptance of a non-traditional rescue agency
- Minimal commitment of municipality
- May pose risk management concerns related to Occupational Health and Safety Issues
- Potential for civil or criminal liability may rest with municipality

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 Search

Public Fire Safety Guidelines

 Subject Coding
PFSG 04-85-13

 Section
Emergency Responses

 Date
March 2000

 Subject
Fire Department Reports - Fire

Page

Purpose: To identify considerations for internal fire department fire reports.

Introduction: Fire department generated reports are used to accurately record the actions of fire department personnel, related agencies, and civilians involved or near an incident or event attended by the fire department. Reports should describe the activities occurring at the time the first fire department members receive the alarm, arrive, throughout the period the fire department is in attendance, and at the time all fire department personnel leave the scene.

Fire Reports: The information provided in this guideline is designed for fire incident reports. Although core information for most fire department activities will be similar, other reports for medical responses, hazardous materials incidents, public safety calls, speciality rescue services, etc. should be developed to capture information relative to those types of responses.

In an age of liability, it is essential to maintain good documentation of important events.

Fire department managers should remember that these are reports created for fire department purposes. Reports required by other departments or external agencies such as the Office of the Fire Marshal, Ministry of Transportation, WSIB, etc. must be completed as well.

Items to Consider:

1. Incident number
2. Date of the call
3. Location of the incident
4. Information received from communications re fire conditions, potential rescues, etc.
5. Owner & occupant information
6. Weather conditions
7. Road conditions
8. Times:
 - Called received at 911
 - Call received at fire department communications
 - Call dispatched
 - Time out of station
 - Each unit arrives on scene, and time released
 - Command established
 - "All clear" transmitted
 - "Under control" transmitted
 - "Loss stopped" transmitted
 - Command terminated
9. Anything which delayed arrival such as traffic, slippery roads, wrong address, etc.
10. Building construction type, and physical state of building
11. Building use/occupancy
12. Observations on arrival
13. Comments made by neighbours and bystanders, including their name, address, phone # and DOB
14. Staff available at incident
15. Names of all incident commanders and time assuming command
16. Names of sector officers and their assignments
17. Story of the fire
 - First actions
 - During operations including actions of other arriving units
 - Placement of apparatus, equipment and hose line(s) used
 - Pre-plan (Y or N), and impact on strategy/tactics
18. Water
 - Identify sources, rate of flow required, rate of flow developed, and total volume used.
 - Identify any problems or deficiencies in water supply
19. Difficulties in fire control
20. Utilities isolated and/or shut off
21. Observations after fire control effected
22. Further actions taken
23. Actions taken to minimize losses through salvage
24. Overhaul actions taken
25. Initial fire cause and origin activities taken

26. Injuries/fatalities sustained by staff - name, injury, disposition
27. Injuries/fatalities non-departmental personnel including occupants, bystanders, etc. - name, injury, disposition
28. Firewatch (Y or N) and times of watch, names, apparatus assigned
29. Estimates of loss and insurance information
30. Person property released to, or property secured (secured by?)
31. Instructions given to person property released to
32. Mutual aid or automatic aid activation and attending departments and apparatus
33. Police attending, including time of arrival, name/badge number(s)
34. Ambulance(s) attending including time(s) of arrival, unit numbers
35. Other agencies/organizations attending (i.e., utilities, MOE, MOH, MOL, medical officer, Red Cross, Salvation Army, volunteer fire service canteen, St. John Ambulance, CISM team, etc.)
36. Time fire prevention and/or fire investigation staff notified, and who attended
37. Time OFM notified, and who attended
38. Any other information relative to the incident (e.g., equipment or apparatus failures, MVA while responding, obstructions or hazards intentionally placed to hinder/harm firefighting staff, firefighting staff unable to perform duties as expected, delayed police/ambulance response, etc.)
39. Attach copies of IC worksheets

Codes, Standards and Best Practices:

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[04-64-12](#) Communications Centre/Resource Centre

[04-04-12](#) Automatic Aid

[04-05-12](#) Mutual Aid

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Emergency Scenes

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-86-12

 Section
Emergency Responses

 Date
March 2004

 Subject
Identification of Students at Emergency Scenes

Page

Purpose:

This guideline provides considerations to be addressed by municipal fire officials when developing Operational Guidelines to be followed when students or other observers attend fire or other emergency incidents, with their host departments/services. Those individuals are participating as a component of some type of educational training program (normally through a secondary school or community college).

Those individuals must be clearly identified, in order to ensure that their fire service, as well as the general public, is able to identify them as students, both at a glance and from a distance.

Introduction:

A coroner's inquest recommended that the OFM develop a guideline concerning students attending fire scenes. This came as a result of members of the public perceiving a student as a "working firefighter" at a fire scene, when in fact; he was participating as part of a secondary school educational program.

Identification Issues:

Students should be identified in a manner that clearly distinguishes them from fire department/fire service personnel. Efforts must be made to make the student's clothing appear noticeably "different" than that of other emergency responders at an emergency scene.

These efforts may include but would not be limited to one or more of the following:

- A helmet (of a colour not normally worn in that particular fire department/fire service) with the word "student" clearly written on both sides or conversely the use of a construction type hard hat that is easily distinguishable from a firefighters' helmet.
- A reflective vest (of a different colour) than one that may be worn by the fire department/fire service's Incident Commander, Safety Officer or Accountability Officer. The

word “Student” should appear on the back of the vest in a size clearly visible from a distance, as well as the name of the college/school if there is sufficient space. The vest must be of sufficient size to fit over a bunker suit or overalls. The vest may be affixed with the aid of Velcro strips. (See [Canadian Standards Association](#) (CSA) Standard Z96-02, entitled “High Visibility Safety Apparel”.

Important Principles:

- A written agreement between the fire department/fire service and the educational facility must have been signed by all parties concerned. The written agreement would outline which activities the student will be permitted to participate in and which activities the student will NOT be permitted to participate in. At no time should the student’s safety or firefighter safety be put at risk. An Operational Guideline should be developed to capture this information.
- Prior to permitting a student to attend a fire or other emergency scene, the following factors should also be taken into consideration:
 - The level of personal protective clothing required.
 - A suitable, structured, and tested training period covering subjects such as theory, equipment operation and safety issues must have taken place prior to allowing the student to ride in vehicles, attend scenes or operate equipment.
 - The student must be under direct supervision at all times. In addition, a specific fire department/fire service official may be assigned to “mentor” the student.
 - The student must wear all of the necessary clothing and equipment to protect him/her from accidental injury.
- Consideration should be given for removing the student from the operational area during extreme circumstances, as the situation warrants.

Codes, Standards and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also;

[PFSG 04-69-13](#) Coordination, development, approval and distribution of SOG's for various disciplines.

[Occupational Health & Safety Act](#)

[Canadian Standards Association](#) (CSA) Standard Z96-02, entitled "High Visibility Safety Apparel".

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Activations

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-88-13

 Section
Emergency Response

 Date
February 2005

 Subject
Responses to Building Alarm Activations

Page

Purpose:

The material in this guideline has been developed to assist municipalities in making informed decisions regarding appropriate response levels to building alarm activations. Building alarm activations include activations of fire alarm systems smoke alarms, sprinkler systems and other automatic detection/suppression systems or devices.

Introduction

Many municipalities are concerned about the high number of false alarms originating from accidental or malicious building alarm activations and the impact that responses to these calls have on fire department resources. A few municipalities have reacted by implementing a reduced response protocol resulting in fewer firefighters and apparatus initially being dispatched to these scenes. **For the purposes of establishing fire department response levels, responses to building alarm activations should be treated no differently than responses to reports of fire coming in verbally, via telephone or through 911.**

Generally speaking, the Office of the Fire Marshal (OFM) does not recommend reduced emergency responses to building alarm activations. Municipal councils and fire departments should fully analyze the associated risks of a reduced response before altering normal emergency response protocols. The analysis should consider the probability and impact of a real fire occurrence in each type of occupancy and should ensure that any reductions in the initial response levels do not adversely impact the ability to effectively intervene should the building alarm activation prove to be an actual emergency situation.

Reduced Response Exclusions

Some buildings in a community typically require more firefighting resources because of the vulnerability of occupants, or the nature of the processes or degree of hazard contained within the building. A reduced level of response to these occupancies should never be considered. Some examples include:

- Hospitals;
- Long term care facilities;
- Hotels;
- Schools during school hours;
- High rise residential buildings;
- Large assembly occupancies;
- High hazard industries; and
- Other high risk buildings.

Note: More complex fire risks such as those listed above typically require additional resources than the ten firefighters expected for single-family dwelling fires in the Emergency Response Staffing Guideline [04-08-12](#).

Reduced Response Considerations

Reduced responses introduce a number of risks to municipal fire departments including the following:

- If the building alarm activation proves to be a fire situation, timely rescue and suppression will be compromised with an initial response involving fewer firefighters and apparatus.
- Reducing the number of responding firefighters is an unsafe practice when additional firefighters are not en route or being staged at a fire station. The availability of firefighters, depending on the nature of the fire protection delivery system (full time, composite or volunteer) affects the level of risk.
- If the building alarm activation proves to be a fire situation, firefighter and occupant safety may be jeopardized.
- Delayed response times and reduced staffing may not meet the expectations of occupants, owners, or municipal council and this has the potential to introduce legal liability issues.

Fire departments considering the implementation of a reduced response protocol are strongly advised to:

- Undertake a risk assessment of each property, taking into consideration factors such as the type of occupancy, building occupants, presence/absence of sprinklers.
- Undertake a fire safety inspection to ensure that the building is in compliance with the Fire Code.
- Ensure that each building has an approved fire safety plan.

- Ensure that supervisory staff members are trained in the implementation of the fire safety plan.
- Notify residents and building owners of the reduced response protocol being considered for their building.
- Obtain legal advice prior to implementing a reduced response protocol.
- Notify municipal council of any proposed reduced response protocols to building alarm activations.

Strategies to Address False Alarms

Some fire departments treat building alarm activations as probable false alarms. However, presuming that any alarm activation is false when there is no history of false alarm problems in a building is not appropriate. In buildings where there are concerns regarding excessive false alarms, several strategies can be considered to reduce the number of false calls.

Accidental/Malicious:

Where fire alarm systems have manual pull stations that are subject to frequent accidental or intentional activation, provisions can be made to relocate or cover the applicable pull stations with a false alarm prevention device designed to lessen false alarms. Modifications of this nature must comply with Article 6.3.1.7 of the [Fire Code](#). Advice may be obtained from the OFM prior to the fire department permitting the moving or covering of pull stations. Improvements to building security, such as the installation of security cameras, may also reduce malicious false alarms.

System Failures:

Fire alarm systems are to be maintained in accordance with the Ontario Fire Code Section 6.3 Fire Alarm and Voice Communication Systems for Life Safety. In some instances, false alarms may be due to the inappropriate placement of detection devices. In other cases, false calls may be due to malfunctioning alarm systems. The Ontario Fire Code addresses this situation and building owners or managers may be charged for not making the necessary repairs to the system to ensure that it is maintained in operating condition.

Fee for Service:

Many communities have adopted a fee for service policy where the department responds to 2 or 3 false alarms within a specified timeframe, advises the owner or manager of the situation and then bills the owner for any subsequent responses. This can be effective although there are risks associated with implementing a fee for service policy such as potential delays in fire department notification. Fire departments should consult with their municipal legal adviser to develop an appropriate by-law.

Approved Fire Safety Plans:

Fire departments should take steps to ensure that approved fire safety plans are in place. Fire departments are also encouraged to pre-plan emergency responses to buildings.

Reduced Response Implementation

After implementing strategies to address false alarms, considering the risks associated with the property in question, allowing for local circumstances and taking into account the considerations listed in this guideline, fire departments may choose to implement a reduced response as a temporary measure until the false alarm issue has been successfully resolved. If so, it is recommended that:

- Where there are on scene supervisory staff, they must notify the fire department about the incident in a manner that is consistent with the approved fire safety plan.
- Supervisory staff should not delay initially notifying the fire department in order to verify the fire. Staff may verify the alarm but only after initial notification.
- Based on occupancy type and risk, the fire chief should pre-determine the resources that would be required to perform critical tasks upon initial arrival and ensure that, at a minimum, these resources are dispatched immediately. Provisions should be made to ensure that additional firefighters are readily available to support the initial response in a timely manner.

Codes, Standards and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy for this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

Additional References:

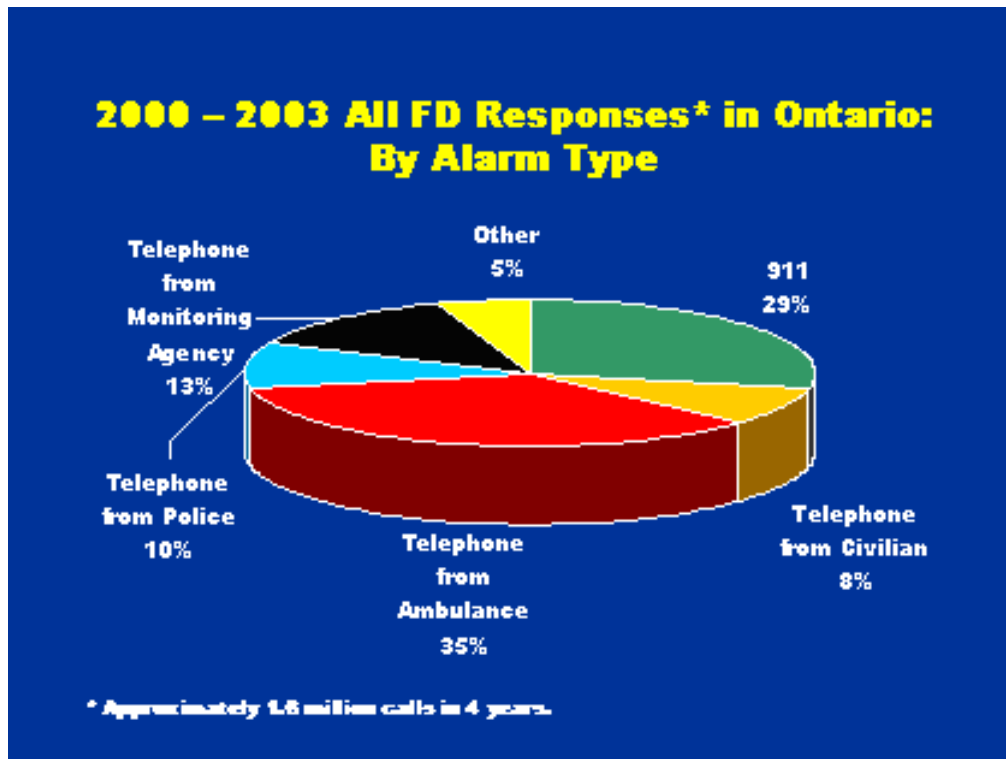
[Fire Ground Staffing And Delivery Systems Within A Comprehensive Fire Safety Effectiveness Model](#), Office of the Fire Marshal of Ontario, December 1993

- PFSG [04-01-12](#) Selecting Fire Suppression Capability
- PFSG [04-02-01](#) Service Delivery Considerations
- PFSG [04-03-12](#) Service Providers
- PFSG [04-03A-12](#) Service Providers – Volunteer Staffing

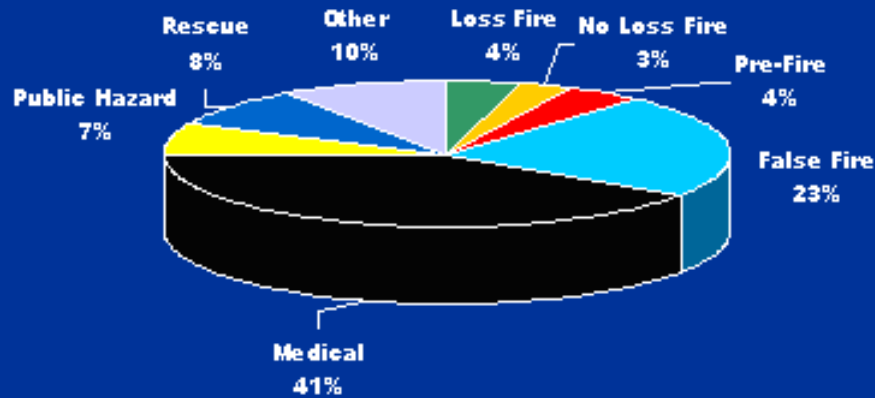
- PFSG [04-08-12](#) Staffing – Single Family Dwellings
- PFSG [04-13-12](#) Basic Structural Fire Fighting (No Expected Rescue Component)
- PFSG [04-14-12](#) Structural Fire Fighting Including Rescue
- [Shaping Fire Safe Communities](#)
- [The Ontario Fire Code](#)

Appendix A

False Fire Calls in Ontario: A Statistical Overview

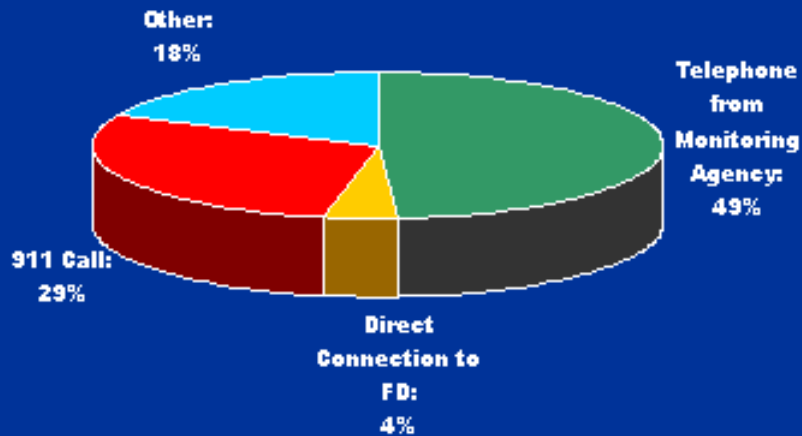


2000 – 2003 All FD Responses* in Ontario: By Response Type



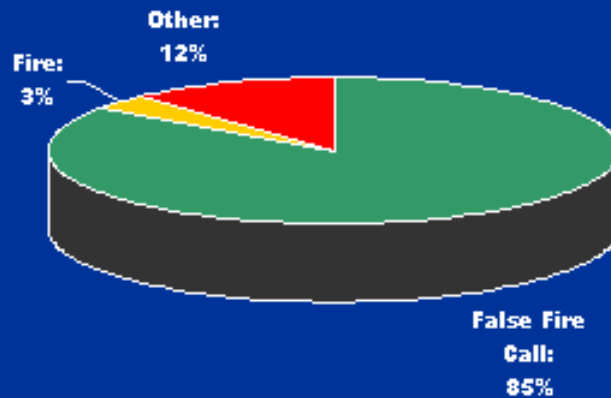
* Approximately 1.6 million calls in 4 years.

2000 – 2003 False Fire Calls* in Ontario: By Alarm Type



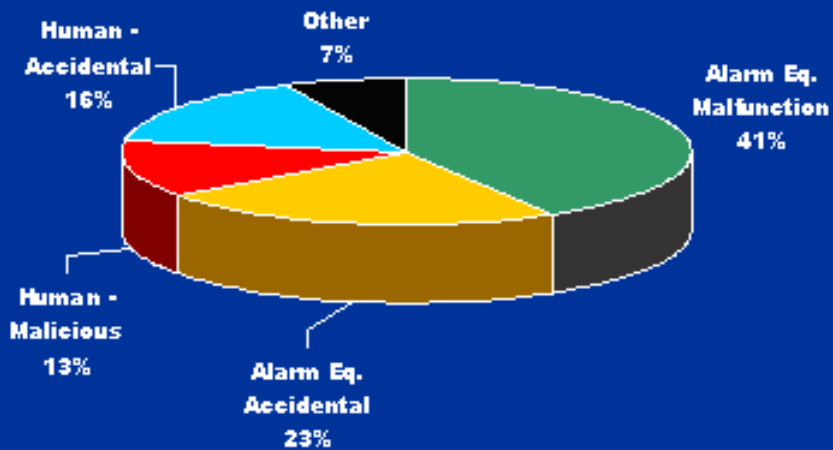
* Approximately 268,000 calls in 4 years.

2000 – 2003 Alarms From Monitoring Agencies* in Ontario: By Response Type



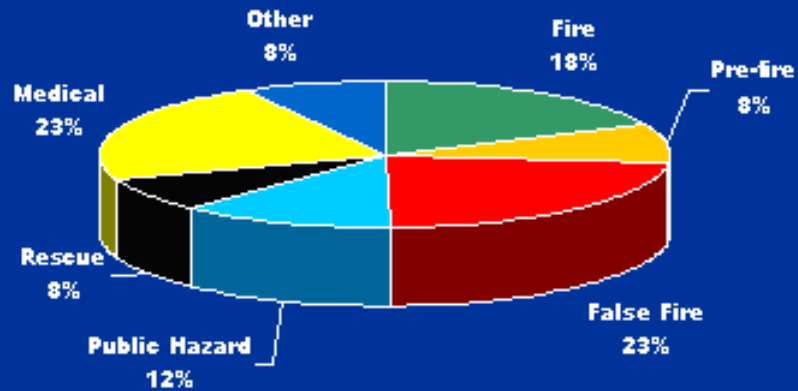
* Approximately 210,000 calls in 4 years.

2000 – 2003 False Fire Calls From Monitoring Agencies* in Ontario: by Response Type



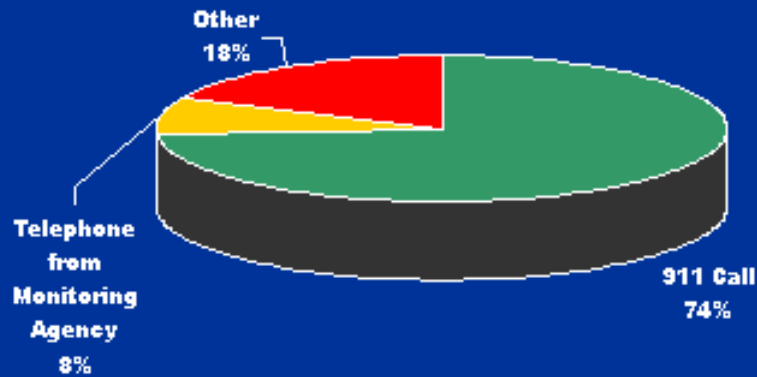
* Approximately 170,000 calls in 4 years.

2000 – 2003 "911 Calls": By Response Type

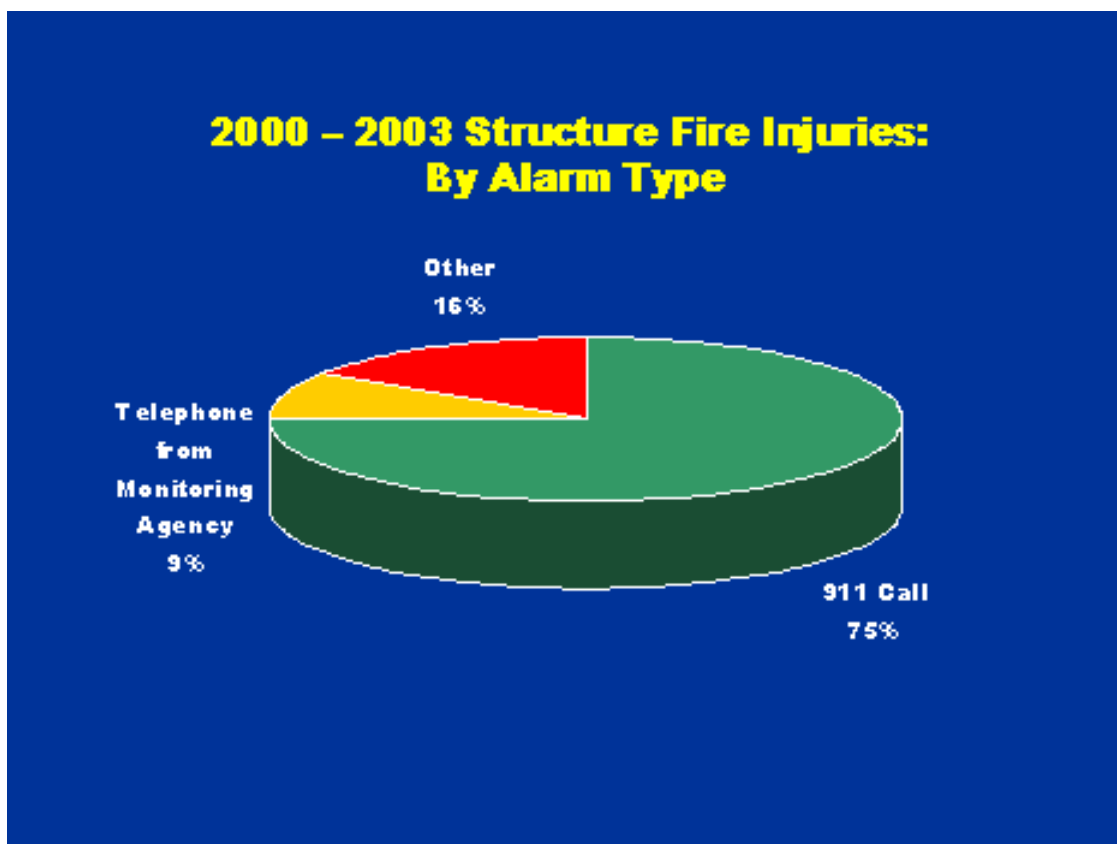
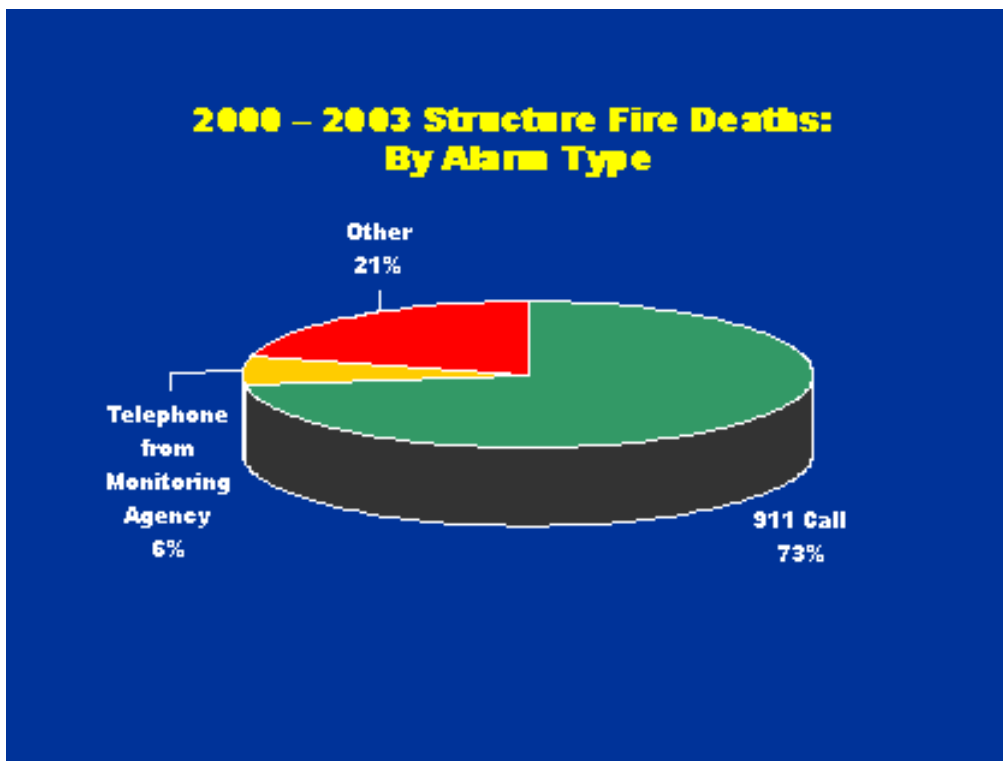


* Approximately 480,000 calls in 4 years.

2000 – 2003 Structure Fires With Loss: By Alarm Type



* Approximately 28,000 calls in 4 years.



Appendix B

Verification of Fire Calls

In Ontario, it is recognized that a delayed alarm to a fire department can have serious consequences compromising both occupant and firefighter safety during a building fire emergency. The importance of a prompt fire department response to building alarm activations is reinforced through Building Code requirements. Central stations are prohibited from verifying fire alarms in buildings that are required by code to have monitored systems. The standard referenced by the Ontario Building Code requires central stations to immediately transmit fire alarm signals to the local fire department¹. The standard used by ULC to list central stations not only stipulates that the fire signal receiving centre must immediately retransmit the alarm, but also prohibits alarm verification unless approved by the authority having jurisdiction².

NFPA 72 also recognizes the significance of a quick fire department response to building alarm activations. Central stations are prohibited from verifying alarms and are required to retransmit signals to fire departments within a specific timeframe³. Fire alarm verification is only permitted under restricted circumstances and only if the specified timeframe for retransmission of the alarm is not exceeded.

When fire departments choose to implement a reduced response protocol to building alarm activations for the purposes of verifying a fire call, they risk losing the opportunity to promptly intervene in the event of a fire emergency thereby defeating the purpose of the Building Code requirements. As a result, the most vulnerable and high risk occupancies that are required by code to have monitored fire alarm systems are subsequently at even higher risk.

¹ · **ULC/ORD-C693-1994 Central Station Fire Protective Signalling Systems and Services**
(currently referenced by the Ontario Building Code)

8.4.1. Alarm signals initiated by manual fire alarm stations, automatic fire detectors, waterflow from the automatic sprinkler system, or actuation of other fire suppression systems or equipment shall be treated as fire alarms. The central station shall:

A. Immediately retransmit the alarm to the public fire service communication centre;

² · **CAN/ULC-S561-03 Installation and Services for Fire Signal Receiving Centres and Systems**
(used by ULC for certifying monitoring agencies)

9.4.4.1.1 Alarm signals, received by the fire signal receiving centre from the fire alarm control unit or the extinguishing system at the protected premises shall be treated as fire alarms and the fire signal receiving centre shall:

A. Contact the appropriate public fire service communication centre within a maximum of 30 s of the receipt of the signal. Unless authorized in writing by the authority having jurisdiction there shall be no premises verification of the fire alarm signal;

3. NFPA 72 National Fire Alarm Code 2002 Edition

8.2.7.1.1. Alarm signals initiated by manual fire alarm boxes, automatic fire detectors, waterflow from the automatic sprinkler system, or actuation of other fire suppression system(s) or equipment shall be treated as fire alarms.

8.2.7.1.2. The central station shall perform the following actions:

- (1) Immediately retransmit the alarm to the public fire service communications center

A.8.2.7.1.2(1) The term immediately in this context is intended to mean “without unreasonable delay”. Routine handling should take a maximum of 90 seconds from receipt of an alarm signal by the central station until the initiation of retransmission to the public fire service communications center.

11.7.8.2. Remote monitoring locations shall be permitted to verify alarm signals prior to reporting them to the fire service provided that the verification process does not delay the reporting by more than 90 seconds. (for “Single- and Multiple-Station Alarms and Household Fire Alarm Systems” only).

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in Personal Vehicles PFSG 04-89-03

 Search

Public Fire Safety Guidelines

Subject Coding
PFSG 04-89-03

Section
Emergency Response

Date
September 2004

Subject
Use of Flashing Green Lights in Personal Vehicles

Page

Purpose:

To set safe driving expectations for firefighters when responding to emergencies using flashing green lights as well as to make firefighters aware of legislation and insurance issues governing the use of such devices.

Introduction:

The fire service in conjunction with auto insurance companies recognizes the self-less and admirable service provided by firefighters throughout the Province and as such want to reduce the possibility of any misuse of the flashing green light when responding to emergencies.

The [Highway Traffic Act \(HTA\), 1990](#) allows firefighters to display a flashing green light when responding to emergencies. The use of flashing green lights on or in vehicles is restricted to the Ontario fire service. Adoption of its use is strictly voluntary. There are several response considerations that users of such devices must be aware of:

- The purpose of flashing green lights is to help other drivers recognize a firefighter en-route to an emergency and be courteous and yield the right-of-way
- A flashing green strobe light on a fire response vehicle can designate the Incident Command (I.C.) vehicle or the HAZMAT vehicle in some departments
- Firefighters may use flashing green lights on personally owned vehicles while proceeding to emergencies, including response to the scene or to the fire station. Once on scene flashing green lights are to be shut off so that they are not confused with stationary on-scene incident command or HAZMAT emergency vehicles unless the light is being used in a stationary vehicle for the purposes of directing additional incoming emergency vehicles

- Personal vehicles of firefighters are not emergency vehicles
- Driving aggressively, proceeding through stop signs or stop lights without stopping, driving in the on coming lane of traffic when responding to calls with a flashing green light are a few examples of dangerous and reckless driving behaviour that will not be tolerated in the fire service and may serve as reasonable grounds for an insurance company to discontinue coverage if they become aware of such behaviour
- Developing proper behaviour is essential to ensure a safe response

The flashing green light does not afford any privileges or exemptions under the [HTA, 1990](#)

Highway Traffic Act Considerations:

Under the [HTA, 1990](#), fire department vehicles can exceed the posted speed limit when safe to do so; they can go through red traffic lights if emergency lights are flashing, the siren is sounding, after the vehicle comes to a complete stop and then proceeds when the way is clear and it is safe to do so. **Vehicles with flashing green lights do not have these special permissions or added response considerations.** Subsection 62 (16) of the [HTA, 1990](#), “Vehicles of firefighters”, stipulates:

62. (16) A firefighter, within the meaning of subsection 1(1) of the FPPA, 1997, may carry on or in his or her vehicle a lamp that produces intermittent flashes of green light and may operate the light if the motor vehicle is proceeding to a fire or other emergency.

It is important to note that the [HTA, 1990](#) permits “a” flashing green light. The Ministry of Transportation Ontario (MTO) recommends using one flashing green light to promote consistency and make it more likely people will recognize what the flashing green light means. Manufacturing technology available at the time the legislation was introduced was limited to two basic styles of lights. The first being the 360° revolving roof mounted light and the second being the dash mounted revolving light with a reflective mirror attached. The variety of flashing lights produced today may not be suitable or appropriate for volunteer firefighters responding in personal vehicles. The MTO recommends using a Class 1 warning light that is to Society of Automotive Engineer (SAE) standards.

Insurance Act Considerations:

The [Insurance Act, 1990](#) sets out definitions, requirements and guidelines insurance companies must take into consideration in dealing with clients.

Firefighters using personally owned vehicles to respond to emergencies should not be denied insurance coverage or have insurance rates increased simply for using their personal vehicle in this way. In the event of concerns over insurance coverage, the Financial Services Commission of Ontario is the agency with authority to resolve this issue.

Firefighter's personal auto insurance rates can be affected if while using a flashing green light they are involved in an at-fault accident or are ticketed for traffic violations by local police. Before installing or using a flashing green light firefighters need to consider the following:

- Review and adhere to departmental guidelines or policies relating to the use of flashing green lights
- Notify their insurance company they may use a personal vehicle with or without a flashing green light to respond to emergencies

Response Considerations:

There are three elements a firefighter must assess when responding to an emergency when using a flashing green light in his or her personally owned vehicle:

Element One

- The need to use a flashing green light for a response to an emergency

Element Two

- The need to drive the vehicle safely and follow the rules of the road while en-route to the fire station or the emergency

Element Three

- The need to demonstrate the correct behaviour when responding to emergencies and using a flashing green light

Firefighters responding to an emergency while using a flashing green light must be capable of ensuring a safe response is achieved relative to anticipated road and weather conditions and the following variable factors:

- Vehicle suitability and readiness for use in responding. Proper care and maintenance of personal vehicles used to respond to emergencies by a firefighter is the responsibility of the firefighter
- The need to respond using a flashing green light. Firefighters should continually assess the need for continued response and should discontinue response en-route if the incident is stood down or the call is cancelled
- Awareness of responsibilities and legal requirements when deciding upon the need for an emergency response using a flashing green light. Firefighters should have knowledge of the provisions of the HTA, 1990 as it pertains to emergency vehicles, non-emergency vehicles and response to emergencies
- The effect flashing green lights may have on other motorists. Some motorists do not understand the significance of such lights and may become confused or react with unplanned and unpredictable actions
- The time and care taken to ensure proper installation and placement of the flashing green light in or on a vehicle to ensure that it will not “blind” or distract other drivers or the firefighter driving his/her own vehicle
- The need to continually assess and adjust driving speed to that appropriate to the posted speed limit, traffic conditions, road conditions, driver’s personal limitations, vehicle limitations and the urgency of the response, necessary to ensure safety is maintained
- How attitude affects behaviour and performance when driving in emergency response situations. Firefighters should ensure that excitement, adrenaline and the desire to respond quickly do not affect the decision making process while responding to emergencies. Deciding to make rolling stops, go through stop signs, cross solid yellow lines or to drive with excessive speed are examples of unacceptable driving behaviours
- The need for appropriate response to recognized fatigue and stress levels, which may affect judgement and performance. Physiological changes can impair judgement
- Awareness of the need to place safety above all else
- Demonstration of a calm, considerate and professional manner when driving

Development of Operational Guideline on Flashing Green Lights:

Municipal fire service officials must consider the value of implementing an operational guideline for the use of flashing green lights. Fire department officials should ensure that every firefighter within the department is required to review such guidelines, particularly newly hired firefighters and those who use a flashing green light. Risk management and potential liability should be at the forefront of their considerations. The following are suggested points that such a guideline should include:

- Response guidelines for firefighters when responding to emergencies with personal vehicles including the use of flashing green lights on the vehicle
- The responsibility of firefighters to respond and arrive safely at emergencies
- The need to position personal vehicles in a manner that will not hinder emergency operations when arriving on scene
- Reference to operational guidelines that relate to considerations such as the carrying of personal protective equipment in vehicles
- Insurance coverage for personnel responding in their personal vehicles is not the responsibility of the municipality. Firefighters must have insurance, as required by law, when operating personal vehicles to and from the station or emergency scene
- The responsibility of firefighters to inform their insurance company if they respond in their own vehicle to emergency calls for the fire department
- The operation of personal vehicles is governed by the HTA, 1990
- There are no provisions in the HTA that exempt firefighters from compliance with all regulations, regardless of the circumstances
- If a firefighter elects to use a flashing green light, the light shall meet the provisions set out in Subsection 62 (16) of the HTA, 1990
- Where possible, green lights should be installed in a standardized area that does not impede vehicle safety features
- The need for personnel to report to the Incident Commander to receive assignment, log in their arrival time and drop off their on-scene accountability tag when arriving at the scene.
- Make reference to PFSG 04-89-03 "Use of Flashing Green Lights in Personal Vehicles", the Highway Traffic Act, 1990, the Fire Protection and Prevention Act, 1997, Insurance Act, 1990 Section 237 and Regulation 664, other relevant departmental guidelines / policies (i.e. Incident Command, Accountability, Traffic Control, etc.)

Codes, Standards and Best Practices:

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- [Highway Traffic Act, 1990](#)
- [Fire Protection and Prevention Act, 1997](#)
- [Insurance Act, 1990 Section 237 and Regulation 664](#)
- [SAE Standard J845: Optical Warning Devices for Authorized Emergency, Maintenance, and Service Vehicles, May 1997](#)

See also PFSG

[04-89-12](#) Use of Flashing Green Lights in Personal Vehicles

[04-69-13](#) Coordination, Development, Approval and Distribution of Standard Operating Guidelines for Various Disciplines

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in Personal Vehicles PFSG 04-89-12

 Search

Public Fire Safety Guidelines

Subject Coding
PFSG 04-89-12

Section
Emergency Response

Date
September 2004

Subject
Use of Flashing Green Lights in Personal Vehicles

Page

Purpose:

To make policy makers and fire officials aware of legislation and insurance issues governing the use of flashing green lights.

To inform policy makers and fire officials of the value of developing response protocols, department guidelines and/or policies concerning the appropriate use of flashing green lights. These guidelines / policies communicate to firefighters the importance of safe responses in personally owned vehicles using flashing green lights as protection against potentially serious insurance liability issues.

Introduction:

On December 9, 1994 legislation was enacted through an amendment to the [Highway Traffic Act, 1990 \(HTA, 1990\)](#) that allows firefighters to display a flashing green light when responding to emergencies. The use of flashing green lights on vehicles is restricted to the Ontario fire service. Adoption of its use is strictly voluntary. There are several response considerations that users of such lights must be aware of.

The purpose of flashing green lights is to help other drivers recognize a firefighter en-route to an emergency and be courteous and yield the right-of-way. Municipal officials should consider conducting regular public awareness campaigns that inform the public of the purpose of flashing green lights through the use of public service announcements. Fire department officials must consider incorporating an informational training session for their firefighters on the proper use and limitations when using a flashing green light.

Insurance Issues:

The fire service in conjunction with auto insurance companies recognizes the self-less and admirable service provided by firefighters throughout the Province and as such want to reduce the possibility of any misuse of the flashing green light when responding to emergencies.

Development of Operational Guideline on Flashing Green Lights:

Municipal fire service officials must consider the value of implementing an operational guideline for the use of flashing green lights. Fire service officials should ensure that every firefighter within the department is required to review such guidelines. Firefighters who demonstrate disrespect for the need to properly use flashing green lights should face some form of disciplinary action spelled out in an operational guideline. Risk management and potential liability should be at the forefront of their considerations.

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Effectiveness Model

Public Fire Safety Guidelines

Subject Coding

PFSG 04-39-12

Section

Fire Prevention and Public Fire Safety Education

Date

January 1998

Subject

Fire Prevention Effectiveness Model

Page

Purpose:

To assist fire service managers to thoroughly plan fire prevention activities.

It stresses the need for programs to be effective and properly evaluated. It also defines fire prevention activities as including inspections, public fire safety education and fire incident evaluation.

Introduction:

- The Fire Prevention Effectiveness Model is a planning aid that focuses on one of the eight components of the Comprehensive Fire Safety Effectiveness Model.
- The Fire Prevention Effectiveness Model is a tool which ensures that all issues are identified and addressed when considering any fire prevention programs or activities or when reviewing existing programs.

Process:

- The process promoted in the model involves three distinct components.
 1. a needs analysis to identify the significant fire risks to the community
 2. the selection, development and implementation of appropriate programs to address the identified risks
 3. an evaluation of the effectiveness of the fire prevention programs

Needs Analysis:

- Needs analysis for fire prevention programming involves assessing the relative fire risks in a community and identifying the significant risks which should be addressed.
- It also involves compiling adequate information to conduct the analysis and for appropriate program selection, development and implementation.
- Information including fire losses, implications of fire occurrences (i.e. primary employer out of business), the building stock and demographics of the community have to be gathered and assessed.

Program Selection:

- There are minimum fire prevention programs required for a community under the Fire Protection and Prevention Act.
- Further programs are mandated based upon the risks identified by needs analysis and with consideration for available resources.

Program Evaluation:

- Evaluation of the effectiveness of fire prevention programs is essential to ensure the most appropriate use of the communities resources.
- Regular evaluation is an ongoing function for the fire service managers and should incorporate a regular application of the model's process.

Policy Requirements:

- Policies must be enacted by the appropriate authorities for the implementation of selected programs.
- Discussion with legal counsel prior to the enacting or revision of policies is encouraged.

Service Delivery Implications:

- Applying the model in a community can result in significant changes to the level of service and the means of delivering that service. Appropriate consultation with stakeholders is encouraged.
- Sufficient and appropriate operational guidelines must be developed/revised for the selected programs.

Service Delivery Options:

- There are many options for delivery of any selected programs.
- A key consideration for determining the acceptability of any option, is the level of skill and knowledge of persons assigned to the selected programs.

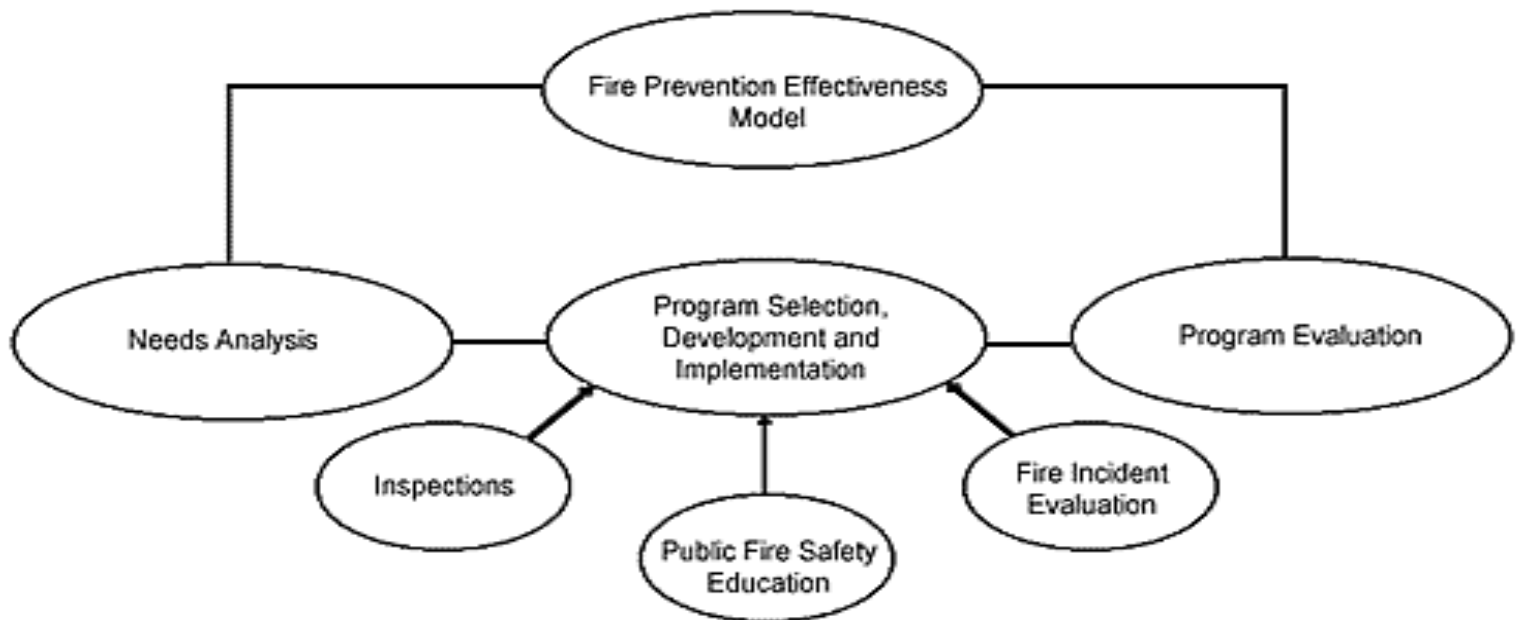
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See also PFSG

[04-40-12](#) &

[04-40-03](#) Selection of Appropriate Fire Prevention Programs



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Appropriate Fire Prevention Programs PFSG 04-40-03

Public Fire Safety Guidelines

Subject Coding

PFSG 04-40-03

Section

Fire Prevention and Public Fire Safety Education

Date

March 2001

Subject

Selection of Appropriate Fire Prevention Programs

Page

Purpose:

To assist in developing or selecting programs to meet the four minimum fire prevention and public education requirements of the Fire Protection and Prevention Act.

Introduction:

Municipalities must develop a fire prevention and fire safety education program that addresses their needs and circumstances, as determined by the application of sound risk management principles.

Minimum Required Services:

Section 2. (1) of the Fire Protection and Prevention Act states:

(1) Every municipality shall,

1. establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and
2. provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.

Therefore, as a minimum acceptable model municipalities must provide the services listed below. The simplified risk assessment should identify the extent to which additional services may be required to meet the local needs and circumstances of specific municipalities.

Municipalities may develop a different model for fire

prevention and public education services provided they are able to demonstrate that their model meets the mandated requirements of the community's local needs.

1. Simplified risk assessment
2. A smoke alarm program
3. Fire safety education material distributed to residents/ occupants
4. Inspections upon complaint or when requested to assist with code compliance

Simplified Risk Assessment:

A simplified risk assessment must be done for the community to determine the needs and circumstances of the municipality and to establish the level of fire prevention and public fire safety education required. Any significant risks identified through the analysis should be addressed. For example; if the risk assessment indicates a significant life or fire loss in multi-unit residential buildings, a program that will adequately improve their fire safety - such as routine inspections - would be appropriate to address the specific need of the community.

The scope and extent of the remaining three required programs can be determined by the results of the simplified risk assessment.

Smoke Alarm Program:

The objective of a smoke alarm program is the provision and maintenance of working smoke alarms and home escape planning activities for all residential occupancies in the municipality. The activities associated with the program may include any combination of the following:

- community surveys
- distribution of pamphlets or other education material
- instruction to residents regarding smoke alarms
- providing smoke alarms at reduced or no cost
- installation of smoke alarms
- inspecting premises to determine compliance with the smoke alarm provisions of the Fire Code.

Fire Safety Material:

Fire safety education material may be distributed to residents and/or occupants consistent with the community's needs and circumstances by any combination of the following activities:

- distribution of pamphlets or other education material
- public service announcements utilizing the available media
- instruction to residents/occupants on fire safety matters
- presentations to resident groups
- attendance at public events

Fire safety education material addresses such issues as preventing fire occurrence, the value of smoke alarms, planning escape from fire, and being prepared to deal with a fire incident. The OFM Regional Office can provide assistance with fire safety education material for the public. Fire safety education material may also be found on the OFM website.

Public Fire Safety Education:

For public fire safety education, the following should be established:

- the audience to be targeted
- the message that needs to be delivered to improve the fire safety situation must be determined.
- an inventory of the available or required resources and programming.
- the most appropriate method of delivering the message.
- the duration or frequency of the message delivery.

Inspections:

Inspections of properties must be done, or arranged for, by the municipality when:

- a complaint is received regarding the fire safety of a property
- a request is made to assist a property owner or occupant to comply with the Fire Code and the involvement of the Chief Fire Official is required by the Ontario Fire Code

Any inspection conducted must include notification of the property owner or responsible person and appropriate follow-up with enforcement, if necessary.

Inspection Program Considerations:

For inspections, the following factors should be considered:

- The type of inspections to be conducted and the buildings to be inspected. For example: routine inspections of all multi-unit residential buildings, new construction inspections of all buildings, smoke alarm checks of single family residential buildings.
- The methods of inspection appropriate for the circumstance. This will have implications for the amount of time required to inspect, as more comprehensive inspections require more time.
- The category of buildings being inspected and the skills and knowledge required to inspect them. The more complicated the building, the more skill and knowledge required.
- The frequency that the properties will be subject to inspection

Program Selection:

In addition to the minimum services outlined above, programs need to be selected, developed and implemented that address any risks identified through needs analysis. Programs being considered need to be effective for the type of concerns identified. For example; a routine inspection program would be effective to address concerns for the fire safety of a group of buildings that demonstrate poor performance during fire incidents. Similarly, a public fire safety education program such as Older and Wiser would be effective where there is a lack of knowledge of fire safety behaviour by the elderly and this lack causes them to suffer significant fire losses.

Each area of program activity has a number of factors which need to be considered.

Service Delivery Options:

The Fire Prevention Effectiveness Model may also assist with informed decision making about fire prevention and public education programs. Once the needs analysis component of the model has been completed, fire department managers can decide what programs are appropriate to address their identified local risks.

There are a number of options for delivery of selected fire prevention programs. They can be provided by fire department staff - personnel dedicated to fire prevention and/or fire suppression staff. Other persons in the community may be used. Agreements with other communities may be made for provision of services. The OFM provides assistance in delivery of fire prevention programs through the Assist Program.

Policy Requirements and Other Relevant Issues:

Any selected/mandated programs must have sufficient resources, human and others, to be effectively delivered.

Persons assigned responsibility for delivering programs must be adequately trained.

Policy decisions must be made with appropriate authority and records made of the level of service decreed.

Appropriate program guidelines must be established for each program to be delivered.

Any fees for services should be discussed and decided upon at the policy level.

Legal counsel should be consulted regarding any changes to the delivery of services to the community.

Codes, Standards, and Best Practices:

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See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model

[04-12-13](#) Core Services

[04-40A-03](#) Simplified Risk Assessments

[04-40B-12](#) Smoke Alarm Programs

[04-40C-12](#) Public Education Programs

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Prevention Programs PFSG 04-40-12

Public Fire Safety Guidelines

Subject Coding

PFSG 04-40-12

Section

Fire Prevention and Public Fire Safety Education

Date

March 2001

Subject

Selection of Appropriate Fire Prevention Programs

Page

Purpose:

To assist fire service managers in identifying the minimum fire prevention and public education activities required to comply with the Fire Protection and Prevention Act

Introduction:

Municipalities must develop a fire prevention and fire safety education program that addresses their needs and circumstances.

Minimum Required Services:

Section 2. (1) of the Fire Protection and Prevention Act states:

(1) Every municipality shall,

1. establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention; and
2. provide such other fire protection services as it determines may be necessary in accordance with its needs and circumstances.

Therefore, as a minimum acceptable model municipalities must provide the services listed below. The simplified risk assessment should identify the extent to which additional services may be required to meet the local needs and circumstances of specific municipalities.

Municipalities may develop a different model for fire prevention and public education services provided they are able to demonstrate that their model meets the mandated requirements of the community's local needs.

1. Simplified risk assessment
2. A smoke alarm program
3. Fire safety education material distributed to residents/occupants
4. Inspections upon complaint or when requested to assist with code compliance

Simplified Risk Assessment:

A simplified risk assessment must be done for the community to determine the needs and circumstances of the municipality and to establish the level of fire prevention and public fire safety education required. Any significant risks identified through the analysis should be addressed. For example; if the risk assessment indicates a significant life or fire loss in multi-unit residential buildings, a program that will adequately improve their fire safety - such as routine inspections - would be appropriate to address the specific need of the community.

The scope and extent of the remaining three required programs can be determined by the results of the simplified risk assessment.

Smoke Alarm Program:

The objective of a smoke alarm program is the provision and maintenance of working smoke alarms and home escape planning activities for all residential occupancies in the municipality. The activities associated with the program may include any combination of the following:

- community surveys
- distribution of pamphlets or other education material
- instruction to residents regarding smoke alarms
- providing smoke alarms at reduced or no cost
- installation of smoke alarms
- inspecting premises to determine compliance with the smoke alarm provisions of the Fire Code.

Fire Safety Material:

Fire safety education material may be distributed to residents and/or occupants consistent with the community's needs and circumstances by any combination of the following activities:

- distribution of pamphlets or other education material
- public service announcements utilizing the available media
- instruction to residents/occupants on fire safety matters
- presentations to resident groups
- attendance at public events

Fire safety education material addresses such issues as preventing fire occurrence, the value of smoke alarms, planning escape from fire, and being prepared to deal with a fire incident. The OFM Regional Office can provide assistance with fire safety education material for the public. Fire safety education material may also be found on the OFM website.

Inspections:

Inspections of properties must be done, or arranged for, by the municipality when:

- a complaint is received regarding the fire safety of a property
- a request is made to assist a property owner or occupant to comply with the Fire Code and the involvement of the Chief Fire Official is required by the Ontario Fire Code

Any inspection conducted must include notification of the property owner or responsible person and appropriate follow-up with enforcement, if necessary.

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See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model

[04-12-13](#) Core Services

[04-40A-03](#) Simplified Risk Assessments

[04-40B-12](#) Smoke Alarm Programs

[04-40C-12](#) Public Fire Safety Education Materials

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40a-03

 Search

Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40A-03

 Section
Fire Prevention and Public Fire Safety Education

 Date
January 2006

 Subject
Simplified Risk Assessment

Page

Purpose:

Municipalities have a legislated responsibility under the Fire Protection and Prevention Act (FPPA) to provide public education with respect to fire safety and certain components of fire prevention. Conducting a simplified risk assessment is the first step towards compliance with these requirements and is intended to identify information required by a municipality to make informed decisions about the programs and activities necessary to effectively manage the community fire risk based upon local needs and circumstances.

In general terms, needs and circumstances relate to a municipality's economic situation, geography, population, building profiles and service delivery system, e.g., volunteer fire department.

Simplified Risk Assessment:

Conducting a simplified risk assessment is a practical information gathering and analyzing exercise intended to create a community fire profile that will aid in identifying appropriate programs or activities that can be implemented to effectively address the community's fire safety needs.

The simplified risk assessment is designed to serve the needs of smaller municipalities and should also be used as a first step (basic foundation) for larger municipalities that face more complex fire safety challenges within their communities. It is recommended that larger municipalities then apply the OFM Fire Prevention Effectiveness Model to develop a more comprehensive fire profile and to identify and address their public education and fire prevention needs. Reference can be made to Public Fire Safety Guideline [04-39-12](#) for further details.

As a minimum requirement, a community fire safety program must include:

- a simplified risk assessment
- a smoke alarm program
- distribution of fire safety education materials, and
- participating in inspections upon complaint or when requested to assist with Fire Code compliance.

(Refer to [PFSG 04-40-12](#) in respect of public education and fire prevention services.)

As each community is different, the simplified risk assessment and ensuing fire concern profile will assist in identifying the degree to which these activities are required in accordance with local needs and circumstances. The simplified risk assessment is made up of the following components:

- demographic profile
- building stock profile
- local and provincial fire loss profiles
- information analysis and evaluation
- priority setting for compliance
- implementing solutions

Reference can be made to the Sample Simplified Risk Assessment located on the OFM website www.ofm.gov.on.ca, under the Fire Service heading.

The following information, sample templates and worksheets may be used to help compile and analyse the data gathered for the simplified risk assessment.

DATA COLLECTION COMPONENT

DEMOGRAPHIC PROFILE

It is important to examine local demographic data to determine the following:

- population makeup, based on age groupings
- vulnerable individuals or occupancies
- cultural differences such as language and customs
- seasonal population shifts in tourist areas such as cottages, mobile homes, trailer parks, student influx in university/college locales
- other considerations specific to certain municipalities

You may be able to obtain data about your population from your local planning office or town clerk. Other

excellent sources of information include: Statistics Canada www.statcan.ca (800) 263-1136; Municipal Financial Information Return <http://www.oraweb.mah.gov.on.ca/fir/welcome.htm>; and Financial Demographic Information www.fin.gov.on.ca.

It may be helpful to obtain provincial demographic data at the same time so you can compare your local data with provincial data.

Demographic Profile

Ages of population	Number	% of Total Population
0-14		
15-64		
65 and over		
Total Population		

Vulnerable groups / individuals (e.g., non-ambulatory)

List of applicable occupancies:

Total number of individuals: _____

Population fluctuation (e.g., tourism, student)

Provide descriptions:

Identify occupancy types:
(e.g., cottage, student housing, trailer parks, etc.)

Barriers to Public Education

Do cultural / language barriers to public education exist in your community?

Provide details:

Information Analysis and Evaluation

The data collected must be examined, evaluated and analyzed for the purpose of identifying potential fire risks (community fire profile) within the community. The development of a community profile and the identification of priorities serve as the basis for selecting activities in the areas of public education and fire prevention, based upon local needs and circumstances.

Demographic Profile Commentary

In narrative form, provide brief synopsis of profile on data gathered.

Demographic Profile Concerns

In point form, list your community's potential fire concerns relating to demographics.

*e.g., high seniors population
large percentage of population not using English as their first language
non-ambulatory or otherwise vulnerable occupants
large number of seasonal cottagers*

BUILDING STOCK PROFILE

This profile should identify the various types and numbers of buildings and occupancies in the community. It is important to identify high-risk occupancies and those that, if damaged or destroyed in a fire, would have a devastating impact on the community. This type of information is intended to provide a detailed inventory of the overall potential structure and property related fire risks within the community. It is best to collect building stock data that can be closely categorised in accordance with the Standard Incident Report property classification system. (The Standard Incident Report property classification system corresponds closely with the Ontario Building Code classification system.)

Occupancy Classification	# of Occupancies

Group A	Assembly	
Group B	Institutional	
Group C	Single family	
	Multi-unit residential	
	Hotel / Motel	
	Mobile Homes & Trailers	
	Other	
Groups D & E	Commercial	
Group F	Industrial	
Other occupancies not classified in OBC such as farm buildings.		
Totals		

Total # of mixed occupancy buildings	

Information Analysis and Evaluation

The data collected must be examined, evaluated and analyzed for the purpose of identifying potential fire risks (community fire profile) within the community. The development of a community profile and the identification of priorities serve as the basis for selecting activities in the areas of public education and fire prevention, based upon local needs and circumstances.

Building Stock Profile Commentary

In narrative form, provide brief synopsis of profile on data gathered.

Building Stock Profile Concerns

In point form, list your community's potential fire concerns relating to building stock.

*e.g., potential for large economic or job loss
unsprinklered institutional or care facilities
old downtown core
poor spatial separation of buildings
large quantity of mixed use buildings, i.e., residential above mercantile*

MUNICIPAL FIRE LOSS PROFILE

When conducting a simplified risk assessment of the community, it is important to recognise the value in reviewing the community's past fire experience and its relationship with provincial averages. Information about the type of occupancies most susceptible to fire and, in some cases, the public's attitude toward fire can be identified from a review of this data.

Fire deaths and injuries are important components of a simplified risk assessment. However, most municipalities do not experience fire fatalities on a regular basis, so local records do not always permit an effective analysis. In these cases, provincial statistics can assist in determining the types of occupancies that fire deaths most commonly occur in, the most vulnerable age groups affected, and the status of smoke alarms in these occurrences. The provincial profile is provided in the Provincial Fire Loss Profile section.

Municipal Fire Deaths and Injuries

Occupancy Classification		2002		2003		2004		Total Deaths + Injuries (2002-2004)
		Deaths	Injuries	Deaths	Injuries	Deaths	Injuries	
Group A	Assembly							
Group B	Institutional							

Group C	Residential							
Groups D & E	Commercial							
Group F	Industrial							
Mobile Homes & Trailers								
Other								
Total Deaths / Injuries								

Municipal Property Dollar Loss

Occupancy Classification		2002		2003		2004		% of Total Dollar Loss (2002-2004)
		# of Fires	\$	# of Fires	\$	# of Fires	\$	
Group A	Assembly							
Group B	Institutional							
Group C	Residential							
Groups D & E	Commercial							
Group F	Industrial							
Mobile Homes & Trailers								
Other								
Total Dollar Loss								

Information Analysis and Evaluation

The data collected must be examined, evaluated and analyzed for the purpose of identifying potential fire risks (community fire profile) within the community. The development of a community profile and the identification of priorities serve as the basis for selecting activities in the areas of public education and fire prevention, based upon local needs and circumstances.

Municipal Fire Loss Profile Commentary

In narrative form, provide brief synopsis of profile on data gathered.

Municipal Fire Loss Profile Concerns

In point form, list your community's potential fire concerns relating to municipal fire loss experience.

*e.g., history of large dollar loss fires in commercial areas
emerging trend towards increasing fire losses and injuries in residential occupancies
death and injury experience that is disproportionately higher than the provincial average*

PROVINCIAL FIRE LOSS PROFILE

The OFM undertook a 10-year review of fire losses in Ontario, spanning the years 1985 to 1994. The aim of the review was to define the fire problem in Ontario, thereby assisting the fire service to focus its efforts in areas that should have the greatest impact on fire losses.

The review analyzed over 150,000 structure fires and 1,400 fire deaths and indicated that over 92% of all fire deaths occurred in residential occupancies. Further analysis created the following four profiles as the most likely fire fatality scenarios.

Scenario 1

Results in the greatest number of deaths, involves the ignition of upholstered furniture by smoking articles. The fire begins in the living area at night while the victims are either asleep or impaired. These fires also claim the lives of young children living with adults.	Property Type:	Residential
	Area of Fire Origin:	Living area
	Ignition Source:	Lit smoking articles, matches or lighters
	Object First Ignited:	Upholstered furniture, other objects
	Time of Occurrence:	Night

Victims:	Asleep or impaired adults, children living with adults

Scenario 2

Also takes place while victims are either asleep or impaired. In this scenario, however, bedding in the sleeping areas is initially ignited. Children living with adults are also victims of these fires.

Property Type:	Residential
Area of Fire Origin:	Sleeping area
Ignition Source:	Smoking articles, lighters, matches
Object First Ignited:	Bedding, other objects
Time of Occurrence:	Night
Victims:	Adults asleep or impaired, children living with adults

Scenario 3

The fire starts in the kitchen, where cooking equipment ignites cooking oil. Unlike the average non-fatal cooking fire, this fire occurs at night while an adult victim either falls asleep or is impaired. Children living with adults depicted in this scenario also become victims of these fires.

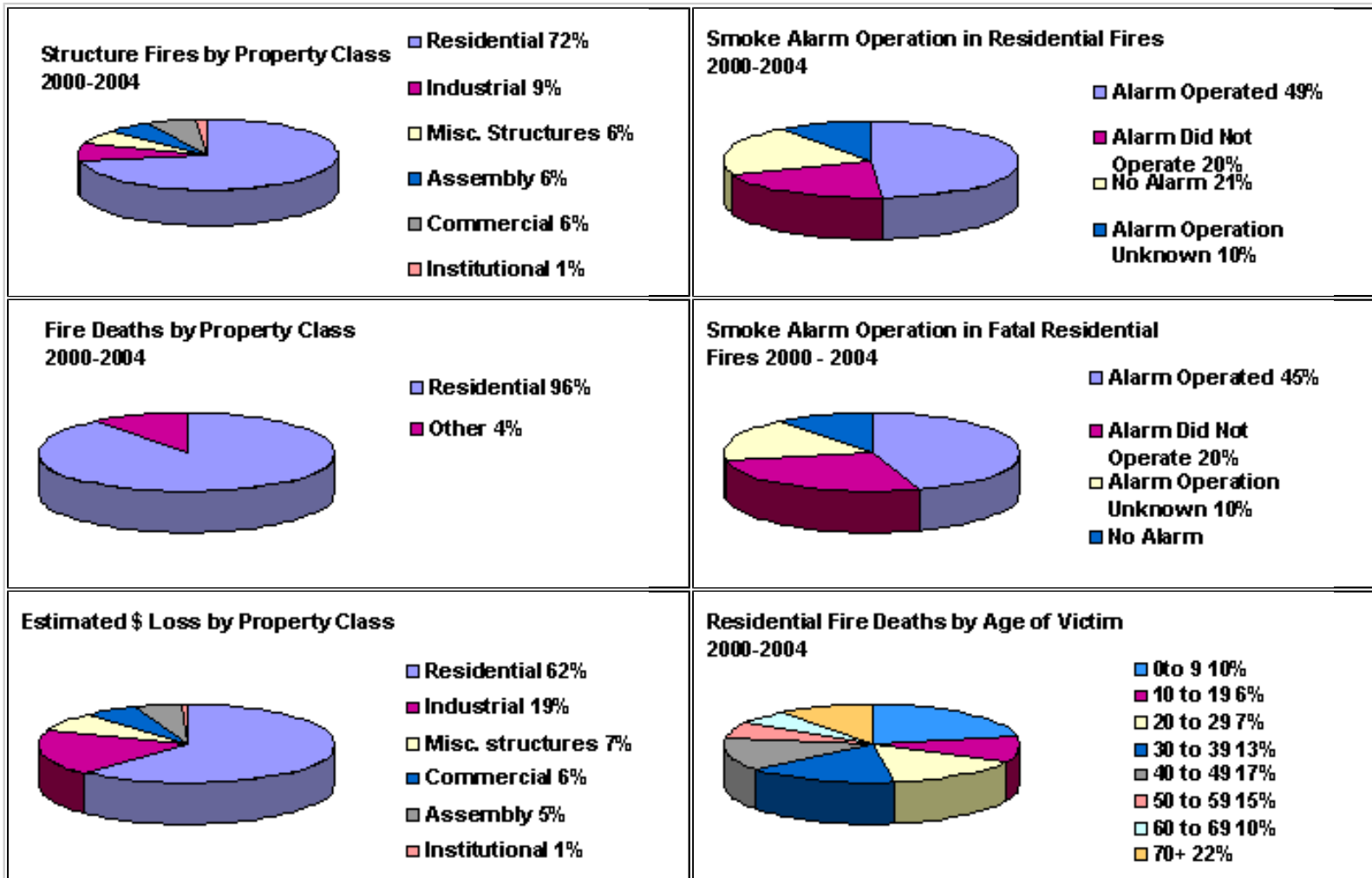
Property Type:	Residential
Area of Fire Origin:	Kitchen
Ignition Source:	Cooking equipment
Object First Ignited:	Flammable liquid, other objects
Time of Occurrence:	Night
Victims:	Asleep or impaired adults, children living with adults

Scenario 4

This scenario is specific to adults aged 65 and over. An older adult, who may be disabled, ignites personal clothing with either cooking equipment or smoking articles. This victim is unable to extinguish the flames and normally dies as a result of burn complications.

Property Type:	Residential
Victims:	Ages 65+
Object Ignited:	Clothing, fabric
Ignition Source:	Cooking equipment/smoking articles, lighters or matches

The following pie charts, created from a more recent 4-year study, provide significant evidence of fire risk and occurrence patterns.



Municipalities are encouraged to compare these provincial statistics with their local fire loss statistics and profile. In the event that the municipal statistics do not provide sufficient information to determine public education and fire prevention needs and priorities, it is recommended that the provincial data form the basis for the selection and implementation of local programming and fire safety activities.

PRIORITY SETTING FOR COMPLIANCE

Reviewing information from your demographic, building stock and municipal fire loss profiles, list in order of priority your fire safety concerns. As local needs and circumstances will vary, no community will have the same profile. Thus it is possible that your priorities may focus more on one or two of the three profiles. For instance, you may find that your top priorities relate to building stock and not demographics.

Priority Setting Worksheet

Priority	Status		Effectiveness, Goals/Objectives		
Fire Safety Priority List in order of priority	Current fire prevention / public education programs that address the fire safety priority		Existing programs adequately address the fire safety priority & ensure compliance with minimum FPPA requirements?		
			If No, how would you reallocate resources and/or implement additional fire prevention or public education program / activities?		
	Fire Prevention (inspection) Activities	Public Education Activities	Y/N	Fire Prevention (Inspection) Activities	Public Education Activities
1)					
2)					

3)					
4)					
5)					
6)					
7)					

Implementing Your Worksheet: Selecting and Implementing Options

After carefully considering all data and associated factors, identify the target fire risk, select the program, priority, resources needed to appropriately address the needs. Develop an implementation strategy that will address the community fire risk(s) based on local needs and circumstances.

During the analysis process, it will also be necessary to assess the suitability of current programs and to ensure that minimum services required under the FPPA are provided. As a minimum, every municipality must ensure that there is:

- a suitable smoke alarm program implemented within the community including home escape planning,
- an appropriate method implemented for distributing public fire safety information within the community, and
- an inspection program suitable for responding to complaints and requests for assistance to comply with the Ontario Fire Code.

A general rule in the decision making process may involve identifying programs that **must** be done, programs that **should** be done and programs that **could** be done. The resources section of your information will play a major role in the "should" and "could" portions of your program planning.

Once the community risk(s) have been identified and prioritized, while at the same time taking into consideration resources and other factors, an implementation strategy would be developed. The strategy would involve:

- council approval of activities
- resource allocation
- assignment of responsibilities
- development of program operational guidelines
- ongoing program assessment

Codes, Standards, and Best Practices

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model
[02-02-12](#) &
[02-02-03](#) Fire Risk Assessment
[02-03-01](#) Economic Circumstances

[04-12-13](#) Core Services

[04-40-12](#) & [03](#) Selection of Appropriate Fire Prevention Programs

[04-40A-12](#) Simplified Risk Assessment

[04-45-12](#) Fire Prevention Policy

[04-56-12](#) Use of Fire Related Statistics

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 Search

PFSG 04-40a-12

Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40A-12

 Section
Fire Prevention and Public Fire Safety Education

 Date
March 2001

 Subject
Simplified Risk Assessment

Page

Purpose:

Municipalities have a legislated responsibility under the Fire Protection and Prevention Act (FPPA) to provide public education with respect to fire safety and certain components of fire prevention. Conducting a simplified risk assessment is the first step towards compliance with these requirements and is intended to identify information required by a municipality to make informed decisions about the programs and activities necessary to effectively manage the community fire risk based upon local needs and circumstances.

Simplified Risk Assessment:

Conducting a simplified risk assessment is a practical information-gathering and analysing exercise intended to create a community fire profile that will aid in identifying appropriate programs or activities that can be implemented to effectively address the community's fire safety needs.

As a minimum, a community fire safety program must include:

- a smoke alarm program,
- distribution of fire safety education materials, and
- participating in inspections upon complaint or when requested to assist with Fire Code compliance.

(Refer to PFSG 04-40-12 in respect of public education and fire prevention services.)

As each community is different, the simplified risk assessment will indicate the degree to which these activities take place in accordance with its local needs and circumstances.

Assessment Components and Risk Considerations:

The following categories of information are important to consider when gathering data and developing a community fire profile through a simplified risk assessment.

Community Demographic Profile

- Population makeup, based on age groupings
- Vulnerable individuals or occupancies
- Cultural differences, such as language and customs
- Seasonal population shifts in tourist areas, mobile homes, trailer parks, university/college locales, etc.
- Other considerations specific to certain municipalities

Building Stock Profile

- Breakdown by Ontario Building Code occupancy classification
- Building density (core areas)
- Age of building stock
- Potential high fire risk occupancies (industrial, commercial, residential)
- Potential high life safety risk occupancies (hospitals, nursing homes, detention centres, group homes, residential care, retirement homes)
- Potential economic/employment/environmental impact

Municipal Fire Loss Profile

- Deaths/injuries
- Dollar loss
- Breakdown by occupancy classification

The information gathered in each of the 3 categories must be examined, evaluated and analysed to identify the community fire profile and to identify potential fire concerns.

Provincial Fire Loss Profile

To assist municipalities in interpreting and understanding the significance of their municipal fire loss data, provincial data is provided in the following areas:

- fires by property type
- fire deaths by property type
- fire deaths by age of victim
- fire loss (\$) by property type
- smoke alarm status in fatal fires

Examining, Evaluating and Analysing the Information:

Municipalities are encouraged to compare these provincial statistics with their municipal fire loss profile. When insufficient municipal data exists in this regard, it is recommended that the provincial profile data be used to establish program and resource priorities.

Priority Setting for Compliance

By reviewing the information gathered in the areas of demographics, building stock and fire loss experience, fire safety concerns can be identified and prioritised. No two communities will have the same fire profile, as local needs and circumstances vary.

Selecting and Implementing Options:

Once the community risks have been identified and prioritised, while at the same time taking into consideration resources and other factors, an implementation strategy would be developed. The strategy would involve:

- Council approval of activities
- Resource allocation
- Assignment of responsibilities
- Development of program operational guidelines
- Ongoing program assessment

Codes, Standards, and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute these documents. We ask that these documents not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also the following Public Fire Safety Guidelines:

- [01-02-01](#) Comprehensive Fire Safety Effectiveness Model
- [02-02-12](#) & [03](#) Risk Assessment
- [02-03-01](#) Economic Circumstances
- [04-12-13](#) Core Services
- [04-40-03](#) Selection of Appropriate Fire Prevention Programs
- [04-40A-03](#) Simplified Risk Assessment
- [04-45-12](#) Fire Prevention Policy
- [04-56-12](#) Use of Fire Related Statistics

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04-40b-03

Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40B-03

 Section
Fire Prevention and Public Fire Safety Education

 Date
September 2004

 Subject
Smoke Alarm Program and Home Escape Planning

Page

Purpose:

To assist municipalities to develop, implement and evaluate effective smoke alarm programs in accordance with the minimum acceptable model for the provision of fire prevention and fire safety education under section 2 (1)(a) of the [Fire Protection and Prevention Act, 1997](#). (FFPA)

Introduction

Fire statistics show that having a working smoke alarm in the home will increase the chances of surviving a fire. Most fatal fires occur in the home while occupants are asleep. Fire deaths and injuries could be reduced significantly if every home had working smoke alarms and a home fire escape plan.

An effective smoke alarm program will help fire department staff protect residents from fire. Implementing a smoke alarm program will help:

- Ensure that owners have properly installed working smoke alarms in all residential occupancies
- Reduce fire deaths, injuries and property losses
- Educate residents about the importance of installing and maintaining smoke alarms
- Assist residents to develop and practice an effective home fire escape plan
- Assists the municipality in meeting its legislative requirements under the FPPA
- Create positive public relations between the community and the fire department

Identification

Local needs should be identified through a risk assessment that involves a review of demographics, residential building stock, residential fire losses, residential smoke alarm surveys and fire service experience. The risk assessment will assist the fire department staff in designing a smoke alarm program focusing on high-risk areas identified through analysis. Communities may also take advantage of various public fire safety programs that incorporate smoke alarm related elements.

Selection and Design

The objective of an effective smoke alarm program is to verify the provision, installation and maintenance of smoke alarms and the adoption of home fire escape planning activities in all residential occupancies. Fire department staff should develop operational guidelines for the smoke alarm programs consistent with the municipality's fire prevention policy. The activities associated with a smoke alarm program should include any combination or all of the following:

- Providing smoke alarm and home fire escape planning information
- Promoting regular testing and maintenance of smoke alarms
- Providing or replacing smoke alarms and/or batteries
- Encouraging residents to regularly maintain their smoke alarms
- Educating residents about the legal requirements for smoke alarms
- Enforcement of all legislation relating to smoke alarms
- Effectively tracking and evaluating your smoke alarm program
- Modifying the program where necessary to ensure success

Many municipalities may already be involved in a smoke alarm program. However, in some instances, the current program may not be meeting the specific needs of the community. The revised Alarmed for Life program provides some ideas and suggestions on developing, organizing and implementing an effective smoke alarm program in your community. The program design stage should take into consideration how the program will be tracked, measured and evaluated. This enables one to demonstrate the results of the program in an objective manner.

Implementation

Implementing a smoke alarm program must involve careful planning and development of appropriate operational guidelines. A smoke alarm program can be implemented in a variety of ways within the community including:

- Comprehensive training of firefighters involved in the delivery of the program, including public educators and/or community members on the selection, proper installation, maintenance and testing of smoke alarms and enforcement of the smoke alarm legislation
- Fire officials may wish to consider recruiting sponsors and partners in fire safety from local community organizations that share a vested interest in the fire safety of the community
- Providing public service announcements to local media such as newspapers, community cable television stations or local radio stations, including success stories
- Activities during fire prevention week or specific community events
- Programs such as Risk Watch, Older and Wiser, Kitchen Safety, Babysitting, Heroes or TAPP-C
- Networking with other community agencies which advocate life safety skills such as your community health unit
- Fire safety houses which teach community members fire safety skills including home escape planning
- Use of volunteers, such as retired school teachers or firefighters to assist with smoke alarm initiatives
- Media days
- Smoke alarm checks following emergency responses
- Door to door awareness activities

Evaluations

Evaluation of every smoke alarm program is essential to ensure the most appropriate use of the community's resources and to determine the impact of the program. Evaluation should be on going and will provide valuable information to measure the program's effectiveness and assist in determining where to focus program activities. The evaluation will also assist in determining the costs of developing and implementing the program. Evaluation criteria and information will be helpful, should the community wish to develop partnerships and acquire program sponsorship.

To evaluate your programs, measures of effectiveness and efficiency need to be established. This can be accomplished in a variety of ways, such as:

- Analysing responses to surveys from community members

- Tracking the number of households reached by the program
- Comparing fire loss statistics using the Standard Incident Report (SIR)
- Comparing fire deaths or injuries
- Recording success stories within your community
- Reviewing smoke alarm status at emergency responses
- Obtaining feedback from all those delivering the program
- Establishing a baseline to use as a benchmark

A smoke alarm tracking form may be helpful for documenting activities associated with the program, including such things as the number of smoke alarms distributed and installed, smoke alarms tested, batteries provided/replaced, etc.

Program evaluation results will determine success or identify the need to modify the program to ensure success and desired goals are achieved.

A sample tracking form is included as an appendix to this guideline. ([PDF](#) / [HTML](#))

Codes, Standards and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also;

[CAN/ULC-S553 M86 Standard for the Installation of Smoke Alarms](#)

[OFM-TG-01-2000](#) Fire Safety Enforcement

[OFM-TG-04-98](#) Maintenance of Smoke Alarms

[01-01-01](#) Fire Protection Review Process

[04-40-12](#) & [03](#) Selection of Appropriate Fire Prevention Programs

[04-40A-12](#) Simplified Risk Assessments

[04-40B-12](#) Smoke Alarm Program

[04-40C-12](#) &

[04-40C-03](#) Distribution of Public Fire Safety Education Materials

[04-40D-12](#) Inspections upon Request or Complaint

[04-60-12](#) Records Management

[Alarmed for Life! Program Information](#)

For further information about *Alarmed for Life* contact your Regional OFM office or your local Fire Protection Adviser

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40B-12

 Section
Fire Prevention and Public Fire Safety Education

 Date
March 2001

 Subject
Smoke Alarm Program

Page

Purpose:

To assist municipalities in developing smoke alarm programs required to meet the minimum requirements of the Fire Protection and Prevention Act.

Introduction:

The loss of life and property in Ontario due to fire has continued to decrease since the introduction and widespread use of smoke alarms listed by an accredited agency such as ULC.

Development:

All municipalities are required to implement a smoke alarm program that meets local needs and circumstances. Local needs may be identified through a simplified risk assessment, a review of emergency response data, residential surveys and fire service experience. Municipalities may also take advantage of various smoke alarm initiatives that take place throughout the province sponsored by the Fire Marshal's Public Fire Safety Council.

Related Functions:

The objective of a smoke alarm program is the provision, locating, installation and maintenance of working smoke alarms and home escape planning activities for all residential occupancies in the municipality. The activities associated with the program may include any combination of the following:

- community surveys
- distribution of pamphlets or other education material
- instruction to residents regarding smoke alarms
- providing smoke alarms and batteries
- installation of smoke alarms
- inspecting premises to determine and ensure compliance with the smoke alarm provisions of the Fire Code
- departmental programs to evaluate smoke alarm usage and effectiveness in the community

Codes, Standards, and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also;

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[04-40-12](#) & [03](#) Selection of Appropriate Fire Prevention Programs

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[04-40C-12](#) Distribution of Public Fire Safety Education Materials

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Safety Education Materials

 Search

Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40C-03

 Section
Fire Prevention and Public Fire Safety Education

 Date
September 2004

 Subject
Distribution of Public Fire Safety Education Materials

Page

Purpose:

To assist municipalities in developing strategies for the distribution of public fire safety educational materials in accordance with the minimum acceptable model for the provision of fire prevention and fire safety education under section 2 (1)(a) of the Fire Protection and Prevention Act, 1997.

Introduction

The FPPA recognizes the importance of implementing three lines of defense (Public Education, Fire Safety Standards and Enforcement and Emergency Response) to achieve an acceptable level of fire safety within communities. Distribution of public fire safety education materials fall under the first line of defense.

The loss of life and property in Ontario due to fire has continued to drop for several years. Changing public attitude and improved public knowledge of fire safety can help account for this decrease.

Selection

Public fire safety education materials can vary between communities depending on each community's needs and circumstances as determined by the risk assessment process.

The methods of delivery of these materials to the public can also vary greatly depending on the types of information being disseminated and the audience being targeted (e.g. children, seniors, specific cultural communities and overcoming language barriers, etc.)

Local needs should be identified through a risk assessment, which includes a review of emergency response data, residential surveys and fire service experience. A risk assessment will assist the fire department in identifying high-risk groups and activities so that effective strategies can be developed to successfully distribute appropriate public fire safety education materials to those at highest risk of fire.

Community needs may also be identified through the use of fire safety surveys and focus groups. These may help to determine the community's knowledge and attitudes regarding fire safety as well as providing insight into the type of fire safety information that is needed in a community. Surveys are also helpful to gauge the impact of fire safety information that has been distributed.

Fire safety education materials focus on fire prevention, detection and escape. These materials and messages will change depending upon the target audience.

Implementation

Fire safety education materials may be distributed to residents in one or more of the following ways:

- Distributing pamphlets or other educational material (e.g. through mailings, on a web site, by a resident calling a phone number to request information, by making materials available in municipal buildings, distributing material to critical contact organizations, through door to door campaigns, etc.)
- Distributing public service announcements utilizing available media resources (television, print and radio)
- Providing instruction to residents/occupants on fire safety planning and related fire safety matters
- Presenting to groups such as seniors, children or special interest groups like girl guides/boy scouts, business or professional associations
- Using effective training aids such as the safety villages, fire safety trailers, videos, articles and photos related to actual fires
- Participating in displays and public events
- Providing fire safety messages on municipal vehicles and on sign boards throughout the community
- Providing training and resources to target group contacts (e.g. a community leader, homecare worker, seniors' events coordinator, building manager, etc.)
- And other methods

Fire officials should identify the most effective means for their residents who are most at risk. Responsibility should be assigned to ensure materials are delivered. Accurate records should be kept of the materials distributed.

Fire officials may wish to consider recruiting sponsors and partners in fire safety, from local community organizations that share a vested interest in the fire safety of the community.

Other communities may have excellent public fire safety education program materials and resources already in place. Consider contacting them for suggestions and additional information, which may be available. For information on ordering OFM or Fire Marshal Public Fire Safety Council (FMPFSC) materials contact the OFM Regional Office. For enquiries about appropriate materials for your programs, contact your local fire protection adviser. Fire safety education materials may also be found on the OFM website, www.ofm.gov.on.ca or through the Fire Marshal's Public Fire Safety Council Distribution Centre, www.safecommunities.com.

It is important for fire officials to track the distribution of materials for evaluation purposes. Fire officials may wish to review relevant chapters of the *IFSTA Fire and Life Safety Educator*, as a resource for the evaluation process of educational materials. As a minimum, the number of target residents reached should be recorded.

Resources

Resources and additional information that will assist in establishing local policies and appropriate programs, are listed below. All are available at www.ofm.gov.on.ca. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

Public Education Activity Form ([html](#) or [pdf](#))

Resource Material & Codes Standards & Best Practices

Public Fire and Life Safety Educator Course

PFSG [04-40-12](#) & [03](#) Selection of Appropriate Fire Prevention Programs

Fire Marshal's Public Fire Safety Council @ www.firesafetycouncil.com

OFM website – www.ofm.gov.on.ca for the following links:

Fire Prevention: Fire Marshal's Public Fire Safety Council

- Resource Catalogue
- Public Education Programs
- Media Information

Fire Prevention Week:

- Information and resource kits for fire prevention week activities

Fire Safety Information:

- Pamphlets
- Public Service Announcements

Publications:

- News Releases
- Risk Guardian
- Fire Statistics
- Ontario Fire Services Messenger
- OFM Communiqués

National Fire Protection Association materials (www.nfpa.org)
Neighbouring communities and their fire departments/services.


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Education Materials

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40C-12

 Section
Fire Prevention and Public Fire Safety Education

 Date
March 2001

 Subject
Distribution of Public Fire Safety Education Materials

Page

Purpose:

To assist municipalities in developing smoke alarm programs required to meet the minimum requirements of the Fire Protection and Prevention Act.

Introduction:

The loss of life and property in Ontario, due to fire, has continued to drop for several years. One of the reasons for this decrease is believed to be changes in public attitude and the public's knowledge of fire.

Development:

All municipalities are required to develop a program for the distribution of fire safety education materials to residents based on local needs and circumstances. Local needs may be identified through a simplified risk assessment, a review of emergency response data, residential surveys and fire service experience.

Related Functions:

Fire safety education material may be distributed to residents and/or occupants consistent with the community's needs and circumstances by any combination of the following activities:

- distribution of pamphlets or other education material
- public service announcements utilizing available media
- instruction to residents/occupants on approved fire safety plans and related fire safety matters
- presentations to resident groups such as Risk Watch, TAPP-C and Older and Wiser
- presentations, displays and attendance at public events

Fire safety education material addresses such issues as preventing fire occurrence, the value of smoke alarms, planning escape from fire, and being prepared to deal with a fire incident. The OFM Regional Office can provide assistance with fire safety education material for the public.

Fire safety education material may also be found on the OFM website.

Codes, Standards, and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also;

[04-40-12](#) & [04-40-03](#) Selection of Appropriate Fire Prevention Programs
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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40D-03

 Section
Fire Prevention and Public Fire Safety Education

 Date
September 2004

 Subject
Inspections Upon Request or Complaint

Page

Purpose:

To assist fire departments to develop and implement a process to ensure fire safety inspections are conducted upon complaint, request and as necessary to meet the mandatory requirements of the [Fire Protection and Prevention Act, 1997](#). (FFPA)

Introduction

The FPPA recognizes the importance of implementing three lines of defence (Public Education, Fire Safety Standards and Enforcement and Emergency Response) to achieve an acceptable level of fire safety within communities. Inspections upon request and complaint fall under the second line of defence.

Buildings maintained in accordance with the provisions of the Fire Code are more fire safe for the occupants and the responding fire fighters. While building owners are responsible for carrying out the provisions of the Fire Code, fire services have a public safety interest in ensuring that buildings are maintained in accordance with the provisions of the Fire Code.

Inspections of properties must be conducted, or arranged for, by the municipality when:

- A complaint is received regarding the fire safety of a property
- A request is made to assist a property owner or occupant to comply with the Fire Code where the involvement of the Chief Fire Official is required to ensure the owner is in compliance with the Fire Code
- The fire department becomes aware of Fire Code violations and/or other fire hazards at a particular property

Requests

Fire departments must respond to requests to assist owners in complying with fire safety legislation. Certain provisions of the Fire Code require the *approval* of the *Chief Fire Official* (e.g. fire safety planning), where the property owner cannot comply with the Fire Code without the assistance of the Chief Fire Official. This type of activity assists in improving the fire safety of properties in the community. It also allows the property owner to propose alternate means for compliance for certain Fire Code requirements.

Request inspections referred to in this guideline do not include inspections for licensing, property resale, insurance letters or other similar purposes. These inspections may be conducted at the discretion of council, however, should not take priority over inspections that are considered as mandatory to meet the requirements of the FPPA.

Complaints

A complaint may be received from a number of sources including: the public, fire suppression crews, outside agencies or government ministries. Complaints are often initiated as a result of a dispute. The inspector must demonstrate impartiality and remain focused on the fire safety concern that has been raised.

Conducting complaint inspections will assist communities and their fire departments to mitigate liability concerns. The fire prevention policy and operational guidelines should contain criteria to determine how quickly and in what manner the complaint is addressed. The seriousness of the complaint is an important consideration. Policy and guidelines should also indicate the type and extent of the inspection to be conducted. This type of inspection may not address every hazard on the property.

The investigation of the complaint determines if the complaint is justified. Any Fire Code violations and/or other fire safety hazards identified during the inspection must be reported to the property owner or other person having responsibility for the property. Appropriate follow-up, with enforcement as necessary, must be conducted to ensure corrective action has been taken to eliminate any identified violations and/or hazards.

Inspections where the fire department becomes aware of a Fire Code violation or other fire safety hazard at a property:

Inspections where the fire department becomes aware of a Fire Code violation or other fire safety hazard at a property:

When a fire department becomes aware of a Fire Code violation or other fire safety hazard at a property, it is necessary to conduct an inspection to confirm the violation or hazard, and steps are taken to correct the violation or eliminate the hazard.

When an owner is unwilling to comply with the Fire Code or correct a fire safety hazard voluntarily, the fire official should exercise their enforcement authority provided by the FPPA. Failure to do so, could expose the municipality to potential liability for failing to exercise due diligence.

Inspections Identified in the Community's Simplified Risk Assessment:

While not required to meet the provisions of section 2 (1)(a) of the FPPA, the simplified risk assessment for the community may identify a number of high risk properties. Code enforcement inspections of high- risk properties are strongly encouraged. Ensuring the fire safety of these properties is a vital component of the overall fire protection of a community. High risk properties include:

- Properties where a fire would have a significant impact on the community, (employment, social, environmental impact)
- Assembly occupancies
- Institutional occupancies
- Multi-unit residential occupancies
- Industrial occupancies
- Older buildings in a downtown core

Once a community's fire risks have been identified, inspection programs, which are most likely to address these risks, should be implemented. Inspection priority should be based on the degree of risk. The frequency of the inspections will depend on the resources provided by the municipality for this purpose.

The skills necessary to conduct some of these inspections may not be available in the community and it may be necessary to arrange for assistance from other sources such as a neighbouring fire department.

The Office of the Fire Marshal offers an "*Inspection Assist Program*" to communities and fire departments that may require advice and/or assistance with a particular inspection. This assistance can be arranged through the local Fire Protection Adviser or OFM regional office.

Methods of Inspections, Building Categories, Frequency of Inspection

Samples of Methods of Inspections, Building Categories and Frequency of Inspection are detailed in the *Fire Prevention Effectiveness Model* and in supplements to the *Ontario Fire Services Messenger* (Vol. 10, Number 2, 3, 2001 and Vol. 11, Number 1, 2, 2002).

Any inspection conducted must include notification of the property owner or responsible person and appropriate follow-up with enforcement if necessary. These inspections should be conducted within a short timeframe, relevant to the seriousness of the complaint.

The following factors should be considered when planning an inspection program:

- The type of inspections to be conducted and the buildings to be inspected. For example: routine inspections of all multi-unit residential buildings, new construction inspections, smoke alarm checks in residential occupancies
- The methods of inspection appropriate for the circumstance. This will have implications for the amount of time required to inspect, as more comprehensive inspections require more time
- The category of buildings being inspected and the skills and knowledge required to inspect them. The more complicated the building, the more skill and knowledge is required
- The frequency that the properties will be subject to inspection should be identified in the fire department fire prevention policy

Records, Documentation and Forms

Samples of records management, documentation and forms may be found in the Technical Guideline [TG-01-2000](#) "Fire Safety Enforcement". This document will assist you in the process of inspection through to enforcement. The guideline is available at <http://www.ofm.gov.on.ca>.

The benefits of a good record keeping system includes assisting with:

- Needs assessment
- Resource planning
- Program evaluation
- Effective prosecutions
- Inspection planning
- Mitigating liability concerns

There are three attachments provided which may be used to assist in record management.

- Request Tracking Form ([html](#) or [pdf](#))
- Complaint Tracking Form ([html](#) or [pdf](#))
- Inspection Tracking Form ([html](#) or [pdf](#))

Codes, Standards and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy for this activity are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

[TG-01-2000](#) Fire Safety Enforcement

[04-38-15](#) Role of Assistant to the Fire Marshal

[04-39-12](#) Fire Prevention Effectiveness Model

[04-40-12](#) & [03](#) Selection of Appropriate Fire Prevention Programs

[04-40A-12](#) & [03](#) Simplified Risk Assessment

[04-40B-12](#) & [03](#) Smoke Alarm Program

[04-40C-12](#) & [03](#) Distribution of Public Fire Safety Education

Materials

[04-40D-12](#) & [03](#) Inspections Upon Request of Complaint (Fire Code)

[04-41-12](#) Community Fire Safety Officer/Team

[04-41A-13](#) Community Fire Safety Program

[04-45-12](#) & [03](#) Fire Prevention Policy

[04-47-12](#) Development of Fire Prevention By-laws

[04-48-12](#) Liaison With Building Department

[04-49-12](#) Liaison With Other Government Agencies and

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[04-52-12](#) & [03](#) Fire Investigation Practices

[04-60-12](#) Records Management

[04-80-01](#) & [23](#) Fees for Services

See also;

Ontario Fire Services Messenger Supplements: [Fire Safety Inspection](#), Volume 10, Number 2, 3, Volume 11, Number 1, 2 (2001, 2002)

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-40D-12

 Section
Fire Prevention and Public Fire Safety Education

 Date
March 2001

 Subject
Inspections Upon Request or Complaint (Fire Code)

Page

Purpose:

To assist fire services in developing procedures to ensure that fire safety inspections are conducted, pursuant to the Fire Code, upon request or complaint and to meet minimum requirement of the Fire Protection and Prevention Act.

Introduction:

Buildings maintained in accordance with the provisions of the Fire Code perform well during fire incidents. While building owners are responsible for carrying out the provisions of the Fire Code, fire services have a public safety interest in ensuring that buildings are maintained in accordance with the Fire Code.

Development:

Inspections of properties must be done, or arranged for, by the municipality when:

- a complaint is received regarding the fire safety of a property
- a request is made to assist a property owner or occupant to comply with the Fire Code and the involvement of the Chief Fire Official is required to ensure the owner remains in compliance with the Ontario Fire Code.
- the fire department is aware of violations in a particular property

Related Functions:

Any inspection conducted must include notification of the property owner or responsible person and appropriate follow-up with enforcement, if necessary. It is imperative that these inspections be conducted within a short timeframe, befitting the seriousness of the complaint.

For inspections, the following factors should be considered:

- The type of inspections to be conducted and the buildings to be inspected. For example: routine inspections of all multi-unit residential buildings, new construction inspections of all buildings, smoke alarm checks of single family residential buildings.
- The methods of inspection appropriate for the circumstance. This will have implications for the amount of time required to inspect, as more comprehensive inspections require more time.
- The category of buildings being inspected and the skills and knowledge required to inspect them. The more complicated the building, the more skill and knowledge required.
- The frequency that the properties will be subject to inspection should be identified in the fire department fire prevention policy.

Codes, Standards, and Best Practices:

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See also;

[04-40-12](#) & [04-40-03](#) Selection of Appropriate Fire Prevention Programs

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team

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-41-12

Section

Fire Prevention and Public Education

Date

January 1998

Subject

Community Fire Safety Officer/Team

Page

Purpose:

To assist in determining if a Community Fire Safety Officer or Team is an appropriate option for providing minimum requirements.

Service Delivery Implications:

Municipalities are responsible for the provision of fire protection services within their area of jurisdiction. As a minimum, communities must establish and deliver programs which include public education with respect to fire safety, as well as certain components of fire prevention.

- public education
- fire prevention

The Community Fire Safety Officer/Team is one method of providing a reasonable level of community fire safety, for certain circumstances in small communities that may lack traditional fire suppression resources. The primary focus of the Community Fire Safety Officer/Team is on fire safety, rather than on readiness for suppression.

Service Delivery Options:

- locally by the municipality
- purchased from another municipality, territory without municipal organization, or person
- jointly managed and operated with another municipality
- any combination of the above

The primary function of the Community Fire Safety Officer/Team is to ensure that each community provides an effective fire safety program. It is designed to supplement fire suppression activities, not replace them.

Policy Requirements:

- Every municipality shall ensure that an effective community fire safety program is available and that the residents of the community are aware of the program, and service levels provided.
- Where this service is provided by a Community Fire Safety Officer/Team, the community shall have a written policy governing the activity.

Quality Management Standards:

Training

All personnel involved in delivery of community fire safety programs shall be trained under the direction of a competent person familiar with the legislation, codes, and acceptable fire safety practices

Service Providers

The type of service provider is influenced by a number of important factors, such as the:

- resources of the community
- availability of personnel
- community risks
- frequency and number of incidents
- range of services expected from the team

Management

All activities shall be under the direction of a leader familiar with Ontario legislation, codes and accepted fire safety practices within the jurisdiction of the leader

Miscellaneous

All members of the Community Fire Safety Officer/Team shall be aware of the legislation, codes and accepted practices relating to fire safety within the jurisdiction of the members

Quality and Performance Measures:

All communities with a Community Fire Safety team should analyze and assess:

- injuries and loss of life to public
- damage to property and the environment
- program effectiveness
- the effect of built-in suppression systems
- the effect of building and fire code standards
- adherence to operating guidelines and procedures

Functional Considerations:

- administration
- communications
- community acceptance
- fire prevention programs and activities
- public education programs and activities
- relationship to existing fire suppression organization(s)
- support services
- training

Codes, Standards and Best Practices:

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See also PFSG

[04-42-12](#) Sample By-law to Establish and Regulate Community Fire Safety Officers or Team and to Appoint Community Fire Safety Officers or Team

[04-02-01](#) Service Delivery Considerations

[04-01-12](#) Selecting Fire Suppression Capability

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model Considerations

[04-61-12](#) Fire Administration (Human Resources Practices)

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Program

Public Fire Safety Guidelines

Subject Coding

PFSG 04-41A-13

Section

Fire Prevention and Public Education

Date

March 2000

Subject

Community Fire Safety Program

Page

Purpose:

To assist the integration of the community fire safety concept into a fire department.

Service Delivery

Implications:

Municipalities are responsible for provision of fire protection services within their areas of jurisdiction. As a minimum, they must establish and deliver programs that include public education with respect to fire safety and certain components of fire prevention.

- a smoke alarm program
- fire safety education material distributed to residents/occupants
- inspections upon complaint or when requested to assist with code compliance
- simplified risk assessment

Service Delivery

Option:

The concept of a community fire safety officer/team can be integrated into the fire department as a program.

Policy Requirements:

Every municipality shall ensure that an effective fire safety program is available and that the residents of the community are aware of the program, and service levels provided.

When a municipality chooses to integrate the community fire safety officer/team concept into the fire department:

- The fire department establishing and regulating bylaw shall clearly indicate that responsibility for the activities of the community fire prevention or public education officer/team shall rest with the fire chief.

- The program should form an integral part of the council approved fire prevention policy of the fire department.

Quality Management Standards:

Training

An OFM fire protection adviser can be assigned to support local initiatives and maintain regular contact with municipality and the fire department.

All personnel involved in delivery of community fire safety programs should be trained under direction of a competent person familiar with the legislation, codes, and acceptable fire safety practices.

Where necessary, the Office of the Fire Marshal will make a service provider available and/or initial fire prevention and public fire safety education instructional materials.

Service Providers

The type of service provider is influenced by a number of important factors, such as the:

- resources of the community
- availability of personnel
- community risks
- frequency and number of incidents
- range of services expected from the officer/team

Integration of the community fire safety officer/team concept into the fire department may offer new opportunities for the fire department. It does not mean that existing personnel will have to take on additional responsibilities unless that is the direction chosen by the municipality.

It may be able to seek out and utilize members of the community who have an interest in or support the fire department but are unable or uninterested in functioning as suppression personnel.

The goal is to attract qualified individuals to support the community fire safety program.

Service providers may include:

- students
- teachers
- trades persons

- municipal staff
- business leaders
- community leaders
- community group members
- retired persons including emergency services personnel

Management

All activities shall be under the direction of the fire chief.

Codes, Standards and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[04-42-12](#) Sample By-law to Establish and Regulate Community Fire Safety Officers or Team and to Appoint Community Fire Safety Officers or Team

[04-02-01](#) Service Delivery Considerations

[04-01-12](#) Selecting Fire Suppression Capability

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model Considerations

[04-61-12](#) Fire Administration (Human Resource Practices)

Fire Protection and Prevention Act

Additional Resources: OFM Community Fire Safety Officer/Team Support Materials. (Available on CD format or hard copy.)

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-42-12

Section

Optimizing Public Fire Protection

Date

March 2000

Subject

Sample By-law to Establish and Regulate Community Fire Safety Officers or Team and to Appoint Community Fire Safety Officers or Team

Page

Purpose:

To assist *council* in the preparation of a by-law that will provide clear direction to a *council* that wants to establish a *community fire safety team*.

Introduction:

- A *community fire safety team(s)* can be established in the municipality, or
- A *community fire safety officer* can be appointed:
 - as a member of a *community fire safety team*, or
 - individually by an appointment bylaw that sets out the duties, responsibilities and reporting procedures of the position.

This guideline provides information to council to assist them in determining the type and/or level of services to be provided.

Therefore it is not practical to draft a sample by-law that will be appropriate in every circumstance.

- An analysis must be made to determine whether or not such a clause may be appropriate for the particular *municipality*.
- Unless otherwise noted in the right margin, the clause, or equivalent, is regarded as a necessary component of the by-law.
- Any wording in the right hand column is for explanation only and is not intended to form part of the by-law.
- In preparing such by-laws, consideration must be given to any collective agreements.
- Draft by-laws should be reviewed by the municipal solicitor prior to enactment by *council*.

FPPA Requirements: The Fire Protection and Prevention Act provides that:

2.(1) Every *municipality* shall,

(a) establish a program in the *municipality* that must include public education with respect to fire safety and certain components of fire prevention,

(b) provide such other *fire protection services* as it determines may be necessary in accordance with its needs and circumstances.

2.(2) In discharging its responsibilities under subsection (1), a *municipality* shall

(a) appoint a *community fire safety officer* or a *community fire safety team*;

(b) establish a *fire department*.

2.(4) two or more municipalities may appoint a *community fire safety officer* or a *community fire safety team* or establish a *fire department* for the purpose of providing *fire protection services* in those municipalities.

MUNICIPALITY

BY-LAW #

Being a By-law to (Establish and/or Continue) a Community Fire Safety Team

Whereas the Fire Protection and Prevention Act 1997 provides that the Council may establish a community fire safety team

Therefore, the *council* of the Corporation of the of enacts as follows:

1. In this by-law, unless the context otherwise requires,

"*community fire safety officer*" means a *community fire safety officer* appointed under clause 2 (2) (a) or subsection 2 (4) or by an agreement under clause 3 (2) (a) of the Fire Protection & Prevention Act;

"*community fire safety team*" means a appointed under clause 2 (2) (a) or subsection 2 (4) or by an agreement under clause 3 (2) (a); of the Fire Protection & Prevention Act;

Appropriate definitions should be included to mitigate potential misunderstandings.

"*council*" means the *council* of the *municipality*;

"*fire code*" means the *fire code* established under Part IV; of the Fire Protection & Prevention Act;

"*Fire Marshal*" means the *Fire Marshal* appointed under subsection 8 (1) ; of the Fire Protection & Prevention Act;

"*municipality*" means a locality, the inhabitants of which are incorporated;

2. (a) A *community fire safety team* for the of to be known as the is hereby established.

(b) The head of the *community fire safety team* shall be known as: ; and is directly responsible to and reports to

(c) The (goals/mission statement) of the *community fire safety team* shall be as those contained in Appendix "A" of this by-law.

(d) The *community fire safety team* shall be organized as per Table 1 forming part of this by-law.

3. In addition to the head of the *community fire safety team*, the personnel of the team shall consist of such number of members as from time to time may be deemed necessary by *council*.

4. (a) The head of the *community fire safety team* may recommend the appointment of any qualified person as a member of the team.

(b) A person appointed as a member of the *community fire safety team* shall be on probation for a period of during which period the probationary member shall take such special training and examinations as may be required.

**Insert name of
municipality and actual
name of *community fire
safety team***

**Insert name of position
that is head of the team
(i.e. *community fire
safety officer*).**

**Insert name of position
the head of the team
reports to (i.e. *council*,
C.A.O., clerk, other).**

OPTIONAL

**-- indicate if either or
both are provided.
Organization Chart
indicates reporting
structure.**

**Insert the time required
for assessment and
suitability of new
members.**

5. Members of the *community fire safety team* may be reprimanded, suspended, or dismissed for non-compliance with any provisions of this by-law or general orders and *community fire safety team* rules, that would be detrimental to the discipline and efficiency of the team.

6. Any remuneration for members of the *community fire safety team* shall be as determined by *council*.

7. The head of the *community fire safety team*:

- (a) shall adhere to such written standard operating guidelines, general orders and *community fire safety team* rules as may be provided,
- (b) shall review periodically the policies and procedures of the *community fire safety team*,
- (i) shall take all proper measures for the prevention of fires and for the protection of life and property,
- (ii) shall enforce municipal by-laws respecting fire prevention, and
- (iii) shall adhere to the provisions of the Fire Protection and Prevention Act.

8. The head of the *community fire safety team* is responsible for ensuring that the following duties are carried out:

- (a) the assigned duties and activities of the approved fire prevention, fire safety and public education policy,
- (b) the duties and responsibilities of an Assistant to the *Fire Marshal*, if so appointed by the *Fire Marshal*,
- (c) other duties and tasks as assigned.

9. This by-law comes into effect the day it is passed by *council*.

Passed this day of ,19 .

Codes, Standards and Best Practices:

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See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model Considerations
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Community Fire Safety Officer Or Team

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-42A-13

Section

Fire Prevention and Public Education

Date

March 2000

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**Sample Agreement for Community Fire Safety Officer
or Team**

Page

The following is a sample agreement to provide for establishment of a Community Fire Safety Officer or Team in territories without municipal organization.

WHEREAS the Fire Protection and Prevention Act is intended to provide for a minimum level of public fire safety for communities in Ontario and whereas s.3 permits the Fire Marshal to enter into agreements appointing Community Fire Safety Officers or Teams to provide fire prevention and public fire safety education services in territories without municipal organizations the Fire Marshal is entering into the following agreement.

Definitions:

1. (a) "Fire Marshal" means the Fire Marshal of Ontario or his designate.

(b) "Office of the Fire Marshal" includes any representative assigned by the Fire Marshal.

(c) "Community Fire Safety Officer" means a Community Fire Safety Officer appointed by an agreement under clause 3(2) (a).

(d) "Community Fire Safety Team" means a Community Fire Safety Team appointed by an agreement under clause 3(2) (a).

(e) "Member" means a Community Fire Safety Officer appointed to the team.

(f) "Team Leader" means the one person recommended by the community and named in this agreement as the leader of the "Community Fire Safety Team".

2. (a) A Community Fire Safety Team for the of to be known as the Community Fire Safety Team (the "team") is hereby established.

(b) In addition to the Team Leader, the team shall consist of such number of other members recommended by the Team Leader as approved and appointed by the Fire Marshal.

3. (a) The Team Leader is responsible to the Fire Marshal or designate for the proper administration and operation of the team and compliance with relevant Office of the Fire Marshal policies and procedures for the Community Fire Safety Program.

(b) The Team Leader

1. shall ensure that the members of the team participate in the training opportunities including training offered by the Office of the Fire Marshal;
2. shall ensure that records of training, inspections, public education appearances, fires and any other records or reports required by the Fire Marshal are maintained;
3. is responsible to meet the intent of this agreement

(c) The Team Leader is responsible for ensuring that the duties pertaining to the function of public fire and life safety education and fire prevention are carried out in accordance with Appendix A.

4 The Office of the Fire Marshal will provide the Community Fire Safety Team with;

1. training to provide services and deliver the programs that are agreed as appropriate to meet the specified local needs and circumstances of the community and outlined in Appendix A.
2. appropriate fire prevention literature, handouts and education materials, normally provided to the fire service at no charge, for the programs to be implemented within the community;
3. advice and/or assistance with fire safety inspections and related reports, upon request;
4. appointment as an Assistant to the Fire Marshal when determined necessary by the Fire Marshal
5. continuing support and provision of updated fire prevention and fire safety information through local Office of the Fire Marshal staff
6. access to materials from the Fire Marshal's Public Fire Safety Council.

5. The Office of the Fire Marshal shall conduct an annual review of the community fire safety team to assess the impact of the program

6. The agreement will be in force for a period of one year commencing on and expiring on .

7. Notwithstanding section 6 of this agreement, the Fire Marshal or the may terminate this agreement at any time upon 60 days written notice to the other party.

8. Notwithstanding section 6 of this agreement setting out the termination date of this agreement, the agreement may be renewed or extended or amended by the mutual consent of the parties upon 60 days written notice of the proposed renewal, extension or amendment.

Dated at this day of , 19 .

Manager of Operations
Office of the Fire Marshal
pursuant to delegated authority

Dated at this day of , 19 .

Community Fire Safety Team Leader
Community of

Witness

Representing

Appendix "A"

Community Fire Safety Program

for

the Community of

General

The Office of the Fire Marshal in conjunction with the Community Fire Safety Team have conducted a risk assessment of the community and have entered into an agreement to provide public fire and life safety services to the community of . The fire protection services to be delivered as a result of this risk assessment will be based on the local ability to deliver and include, but are not limited to:

Public Awareness Programs

The Community Fire Safety Team will make available to the community information on fire hazards, smoke alarms and escape planning.

Inspections

The Office of the Fire Marshal will provide assistance with the inspection of properties through the Fire Department Assist Program.

When the Community Fire Safety Team receives a fire safety complaint or is conducting an inspection on a property he/she will contact the OFM Regional Office for assistance when the skill and knowledge required goes beyond their level of expertise and training.

Investigations

The Office of the Fire Marshal will provide reasonable assistance with the investigation of fires in the community.

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04-45-12

Public Fire Safety Guidelines

Subject Coding

PFSG 04-45-12

Section

Fire Prevention and Public Education

Date

August 1998

Subject

Fire Prevention Policy

Page

Purpose:

To identify essential considerations for the development of a municipal fire prevention policy.

Service Delivery

Implications:

- Fire prevention includes public fire safety education.

Fire prevention is an integral part of overall fire protection.

2(1) Fire Protection and Prevention Act

Every municipality shall,

(a) establish a program in the municipality which must include public education with respect to fire safety and certain components of fire prevention

- the fire department establishing and regulating by-law provides direction from council and sets out the principal fire prevention responsibilities
- specific policy should be developed to establish:
 - level of service
 - types of activities and programs
 - responsibilities of personnel

Policy Requirements:

Policy statement should reflect the following fire prevention activities:

- inspection
- code enforcement
- fire and life safety education
- fire investigation and cause determination
- fire loss statistics

Fire department operational guidelines will dictate how, when and where activities will be conducted.

Quality and Performance Measures:

The policy should:

- encourage the participation of all fire department personnel in prevention and fire and life safety education.
- provide clear direction from council to the chief, members of the department and the public.

Related Functions/ Considerations:

The fire prevention policy should describe:

- public fire and life safety education programs such as: *Learn Not To Burn; Older & Wiser; Alarmed For Life; The Arson Prevention Program For Children; and Risk Watch.*
- inspections, code enforcement programs such as: routine inspections; home safety checks; complaint inspections; request inspections; open air burning regulation; new construction inspection; and plans examination
- fire investigation / fire origin and cause determination - liaison with appropriate agencies

Codes, Standards, and Best Practices:

Codes, Standards and Best Practices resources available to assist in establishing local policy on this assessment are listed below. All are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model

[02-02-12](#) & [03](#) Fire Risk Assessment

[02-03-01](#) Economic Circumstances

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-45-03

 Section
Fire Prevention and Public Education

 Date
September 2004

 Subject
Fire Prevention Policy

Page

Purpose:

To assist municipalities in developing strategies for the development of a municipal fire prevention policy in accordance with the minimum acceptable model for the provision of fire prevention and fire safety education under section 2 (1)(a) of the Fire Protection and Prevention Act, 1997.

Introduction

The fire department's establishing and regulating by-law should authorize fire prevention and fire safety education activities. Council approved policies should set the expected level of service.

Fire prevention and public education activities vary from community to community based upon needs and circumstances, as determined by a risk assessment or needs analysis.

An approved fire prevention policy has numerous benefits:

- Clearly identifies fire prevention and fire safety education objectives
- Provides direction for consistent activities
- Identifies programs being delivered
- Assists in fire department risk management

Development

The fire chief should identify the fire department's fire prevention and public education programs and the objectives that meet the needs and circumstances of the community. The fire chief should refer to the municipal risk assessment. The policy should be approved by council.

Policy Content

The policy should contain some or all of the following, depending on the municipal needs and circumstances:

- Direction to conduct a Risk Assessment periodically to determine the needs of the community
- Identify the fire department programs and objectives that will address installation and maintenance of smoke alarms in dwelling units and home escape planning
- Identify the fire department programs and objectives that will provide appropriate public education to residents
- Identify how the fire department will provide fire prevention inspections upon complaint or request
- Identify routine inspection programs and objectives of identified risk occupancies (refer to Appendix 1)
- Identify in-service inspection programs and objectives
- Identify home inspection programs and objectives
- Identify plans examination and new construction inspection programs and objectives
- Identify fire investigation programs and objectives
- Identify reporting and record keeping activities
- Direct that standard operating guidelines/policies for all fire prevention and public education activities be developed

A sample fire prevention policy is included as [Appendix 1](#) to this document.

A sample routine inspection schedule is included as [Appendix 2](#) to this document. Appropriate inspection frequencies for high-risk occupancies should be developed.

Codes, Standards and Best Practices:

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[01-02-01](#) Comprehensive Fire Safety Effectiveness Model

[02-02-12](#) & [03](#) Fire Risk Assessment

[04-40A-12](#) & [03](#) Simplified Risk Assessment

[02-03-01](#) Economic Circumstances

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

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Prevention By-laws

Public Fire Safety Guidelines

Subject Coding

PFSG 04-47-12

Section

Fire Prevention and Public Education

Date

August 1998

Subject

Development of Fire Prevention By-laws

Page

Purpose:

To provide guidance in the development of fire prevention by-laws.

Service Delivery

Implications:

- Fire prevention by-laws are created to allow council the authority to enforce fire and life safety requirements that affect the public.
- Municipal by-laws must not conflict with provincial legislation or regulation.
- Fire prevention by-laws may be used to compliment the Fire Protection and Prevention Act, the Ontario Building Code and the Ontario Fire Code.

Development

Considerations:

Impact of by-law on the community:

- restrictions or hardships on particular areas or groups of people
- public reaction
- cost of administration
- consistent enforcement
- benefits to community
- local fire concerns

By-law Requirements:

The by-law should contain some or all of the following components:

- corporate title
- by-law number
- authorizing preamble
- recital preamble
- enactment clause
- operative clauses
- schedule clause
- penalty clause
- repeal clause
- approval clause
- effective date clause
- dating of various readings and signing

A by-law should be reviewed by the municipal solicitor and fire chief.

Related Considerations:

Fire prevention by-laws may be enacted to:

- appoint fire department personnel as building inspectors
- regulate the approval for open air burning
- designate and maintain fire department access routes
- legislate other areas not regulated by provincial statute

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See also PFSG

[01-02-01](#) Comprehensive Fire Safety Effectiveness Model

[04-12-13](#) Core Services

[04-39-12](#) Fire Prevention Effectiveness Model

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Department

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-48-12

Section

Fire Prevention and Public Education

Date

August 1998

Subject

Liaison With Building Department

Page

Purpose:

To describe fire department interaction with the building department to ensure fire and life safety issues are addressed during new construction and renovation.

Service Delivery Implications:

Liaison With Building Department

- Municipalities should ensure that construction (as defined by the Building Code Act) meets relevant fire and life safety requirements.
- The Ontario Building Code (OBC) regulates fire and life safety in buildings under construction.
- The Ontario Fire Code (OFC) regulates fire and life safety once the construction is finished or when partial occupancy is applied for.
- To ensure fire and life safety in buildings the fire chief and the chief building official must co-operatively apply these complimentary codes.
- A policy outlining the fire department's role under the Ontario Building Code should be developed. This agreement should include:
 - areas of responsibility such as fire alarm systems, fire department access, etc.
 - activities such as plan review, site inspections, etc.
- It may be appropriate to appoint fire department personnel as building inspectors. This will depend on the formal agreement.

Related Functions and Considerations:

- If necessary to satisfy the formal agreement, appoint by municipal by-law, fire department personnel as building inspectors
- Council and/or municipal managers should ensure the details of the agreement are understood and followed by both parties.
- Ensure that fire department personnel are adequately trained to carry out their duties as specified in the agreement.

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See also PFSG

[02-02-12](#) & [03](#) Fire Risk Assessment

[04-45-12](#) Fire Prevention Policy

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Agencies and Individuals

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Public Fire Safety Guidelines

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Section

Fire Prevention and Public Education

Date

August 1998

Subject

**Liaison with Other Government Agencies and
Individuals**

Page

Purpose:

To identify other agencies and persons the fire department may deal with on fire and life safety related issues.

Relationship With Other Government Agencies and Individuals:

Municipal fire services should establish relationships with agencies and individuals involved with fire and life safety issues in the community. Examples of these are:

Municipal Government

- Municipal Council
- Chief Administrative Officer
- Clerk-Treasurer
- Human Resources
- Building Department
- Engineering Department
- Public Works
- Public Utilities
- Planning and Zoning
- Police
- Specialized Fire Protection (airports, harbours, etc.)
- Other Fire Departments
- Insurance Companies
- Chamber of Commerce
- Social Services
- Board of Education
- Board of Health
- Parks and Recreation

Provincial Level

- Office of the Fire Marshal
- Ministry of Labour
- Ministry of Transportation
- Ministry of Energy and Environment
- Ministry of Municipal Affairs and Housing
- Hydro One
- Workplace Safety and Insurance Board
- Attorney General
- Ministry of Health
- Ministry of Education
- Ministry of Consumer and Commercial Relations

Federal Level

- Occupational Safety, Health and Fire Prevention - Human Resources Development Canada
- Transport Canada
- Public Works Canada
- Statistics Canada

The fire department must operate within existing laws respecting its area of jurisdiction and responsibilities at all times.

Co-ordination of Government, Agencies:

- Interrelationships create a need for careful co-ordination as the requirements for legislation, inspection procedures and a multitude of other considerations come together in support of fire protection.

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See also PFSG

[04-06-13](#) Codes, Standards, Acts, Regulations, Best Practices

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-50-12

 Section
Fire Prevention and Public Education

 Date
August 1998

 Subject
Fire Safety Inspection Practices

Page

Purpose:

To describe the activities necessary to inspect buildings and enforce fire safety regulations.

Introduction:

- Fire safety inspections are one of the key elements of effective fire prevention as required under Section 2.(1)(a) of the Fire Protection and Prevention Act.
- The manner in which inspections are planned, conducted and followed up are termed inspection practices.
- Inspection practices should be governed by appropriate program guidelines.

Purpose of Program Guidelines:

- Policy should be established to set the levels of service and define the objectives of the selected inspection programs.
- The program guidelines should define how the program will be delivered and the role and responsibilities of assigned persons in conducting the programs.
- Program guidelines provide consistent direction for planning, delivering, reporting and evaluating programs.

Activities Governed By Guidelines:

The following activities should be governed by a community's inspection program guidelines:

- conducting inspections (complaint, request, routine etc.)
- addressing violations, including enforcement of legislation and by-laws
- approvals by the Chief Fire Official (including fire safety plan review and approval and alternative fire safety measures)
- permit process (if any)
- reporting and record keeping
- evaluation and planning of fire prevention programs

Policy Issues:

- Program implementation and guidelines should be evaluated to ensure effective program delivery. Necessary revisions should be identified and implemented.
- Any violations or hazards identified during inspections must be addressed and corrected. Prosecution may be necessary to achieve compliance.

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See also PFSG

[04-12-13](#) Core Services

[04-39-12](#) Fire Prevention Effectiveness Model

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-52-12

Section

Fire Prevention and Public Education

Date

August 1998

Subject

Fire Investigation Practices

Page

Purpose:

To identify fire department responsibilities for determining the origin and cause of fires and taking appropriate action.

Introduction:

The preliminary investigation of cause, origin and circumstances of fire is a responsibility of local fire departments and is an essential component of fire protection.

Determining cause and origin:

The key function of a fire investigator is to adequately determine the cause and origin of fires.

For fire department personnel to adequately determine the origin and cause of fires, basic training in arson detection would be required, followed by advanced training in arson investigation. The effectiveness of the training should be validated by a period of supervised investigations by a qualified fire service investigator to at least the minimum level of the Ontario Fire Services Company Officer Standard.

Assessing Fire Suppression Effectiveness:

After each fire, a de-briefing should be held to identify the strengths and weaknesses of the fire suppression operations used. A summary of the assessment should be documented and utilized to recognize and avoid possible problems in future incidents.

Recognizing Fire or Building Code Violations:

During the course of an investigation, the trained investigator should be able to assess code compliance and be able to recognize critical violations to ensure continued public safety.

Determining Effectiveness Of Built-In Suppression Features:

When a built-in suppression feature is encountered during the course of an investigation the following points must be considered:

- did the system activate and function as intended? If not, why not?
- did it malfunction through accident or fail by design?
- was the installed system adequate for the intended occupancy?

Interaction With OFM Investigator:

The capability and the confidence instilled in the fire company investigator through interaction with the OFM investigator will provide the police with a competent and reliable witness when criminal prosecutions are undertaken.

Consulting With Police And Other Agencies:

Through the course of investigation training, fire personnel must be made aware of the agencies available for consultation and assistance, what assistance they can provide, as well as when and how the assistance of those agencies can be secured.

Providing Forensic Services:

The fire investigator must be trained in the proper collection, preservation, and maintenance of continuity of evidence so that the submitted exhibits can be analyzed by the Centre of Forensic Sciences and its results be made admissible in court.

Through training, the fire company investigator will become aware of the need for continuous documentation of the incident from his first involvement through to a successful completion.

The fire company investigator must learn that the accepted methods of gathering and recording information must be adhered to in order to be admissible in court proceedings.

The content of the fire company investigator's personal notebook becomes the basis for the information needed to complete a confidential brief to crown counsel. All information gathered during the course of the investigation becomes part of the permanent record and is therefore subject to disclosure.

The fire company investigator must not only be professional in knowledge and attitude, but also in appearance and decorum, affording the respect which is due the court being addressed. A judge and/or jury may well decide the credibility of the investigator's testimony depending upon their first impression.

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See also PFSG

[04-39-12](#) Fire Prevention Effectiveness Model

[04-56-12](#) Use of Fire Related Statistics

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PFSG 04-52-03

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Public Fire Safety Guidelines

Subject Coding

PFSG 04-52-03

Section

Fire Prevention and Public Education

Date

March 2001

Subject

Fire Investigation Practices

Page

Purpose:

To describe essential components to enhance competence of fire department personnel in fire origin and cause determination and the investigation of fires.

Introduction:

Every fire should be investigated in accordance with the OFM protocol. Generally, the Office of the Fire Marshal only investigates fires where there is a provincial interest. The fire services have the responsibility to investigate all other fire occurrences within their jurisdiction. To clarify the roles and relationship between the OFM and the fire service, the following criteria have been developed by the Office of the Fire Marshal.

OFM Criteria

- All fatal fires or critical injuries*
- Explosions*
- Incendiary fires
- Large loss fires exceeding \$ 500,000
- Fire of unusual origin or circumstance, e.g. unusual fire/ smoke spread, or involves circumstances that may result in widespread public concern, i.e. environmental hazards.
- Multi-unit residential occupancies where fire spread is beyond unit of origin.

*The OFM investigates ALL reported fatal fires or critical injuries and explosions. The remaining categories may or may not be investigated all of the time depending on the nature of the incident and/or the availability of OFM fire investigators.

There is a joint responsibility to investigate fires.

FPPA Subsection 14(1) The Fire Marshal or fire chief may, without a warrant, enter on land or premises if,

1. a fire has occurred on the land or premises; or
2. he or she has reason to believe that a substance or device that is likely to cause a fire may be situated on the land or premises.

FPPA Subsection 14(2) authorizes the securing of premises, the examination and/or removal of any article or materials and the recording of the same. This section also authorizes the investigator to make inquiries of any person, orally or in writing.

Determining cause and origin:

The key function of a fire investigator is to adequately determine the cause and origin of fires. To do this adequately basic training in arson detection would be required, followed by advanced training in arson investigation.

Assessing code compliance:

During the course of an investigation, the trained investigator must be able to recognize building code and/or fire code violations. Code compliance must be assessed in order to ensure continued public safety. An assessment of the performance of the building and the reaction of the occupants must also be made. Where necessary, action must be taken to ensure that improvements are made.

Assessing fire suppression effectiveness:

After each structure fire or other significant incident, a de-briefing should be held to identify the strengths and weaknesses of the fire suppression operations used. A summary of the assessment should be documented and utilized to improve performance. This process contributes to continuous improvement.

Determining Effectiveness Of Built-In Suppression Features:

When a built-in suppression feature is encountered during the course of an investigation the following points must be considered:

- did the system activate and function as intended? If not, why not?
- did it malfunction through accident or fail by design?
- was the installed system adequate for the intended occupancy?

Interaction With OFM Investigator:

Training and partnerships will serve to create and strengthen the relationship between the fire service investigator and the OFM investigator. Over time, and with continued guidance, a more confident and capable fire investigator will emerge.

Supporting criminal prosecutions:

The capability and the confidence instilled in the fire service investigator through interaction with the OFM investigator will provide the police with a competent and reliable witness when criminal prosecutions are undertaken.

Consulting with police and other agencies:

Through the course of investigation training, fire personnel must be made aware of the agencies available for consultation and assistance, what assistance they can provide, as well as when and how the assistance of those agencies can be secured.

Forensic services:

The fire service investigator must be trained in the proper collection, preservation, and maintenance of continuity of evidence so that the submitted exhibits can be analyzed by the Centre of Forensic Sciences or other agencies i.e. OFM engineer, Canadian Standards Association, etc. and its results be made admissible in court.

Documentation:

Through training, the fire service investigator will be made aware of the need for continuous documentation of the incident from his/her first involvement through to a successful completion.

The fire service investigator must learn that the accepted methods of gathering and recording information must be adhered to in order to be admissible in court proceedings.

The content of the fire service investigator's personal notebook becomes the basis for the information needed to complete a confidential brief to crown counsel. All information gathered during the course of the investigation becomes part of the permanent record and is therefore subject to disclosure.

The fire service investigator must not only be professional in knowledge and attitude, but also in appearance and decorum, affording the respect that is due the court being addressed. A judge and/or jury may well decide the credibility of the investigator's testimony depending upon their first impression and their qualifications.

Codes, Standards, and Best Practices:

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See also;
PFSG [04-52-12](#) Fire Investigation practices
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Public Fire Safety Guidelines

Subject Coding
PFSG 04-56-12

Section
Fire Prevention and Public Education

Date
August 1998

Subject
Use of Fire Related Statistics

Page

Purpose: To provide guidance in the effective compilation, analysis and use of statistics when planning fire prevention and public education services.

Concepts:

- Good planning in the management of fire prevention and public education services requires the collection, analysis, and use of statistics.
- It provides a basis for the systematic identification and management of current and future fire and life safety risks under the jurisdiction of the fire department.
- Fire departments should take the following steps to ensure proper needs analysis:
 1. Identify the nature and extent of risks.
 2. Establish service levels.
 3. Identify the most effective use of resources to obtain the desired service level.
 4. Implement a management evaluation system to review those desired levels of service.

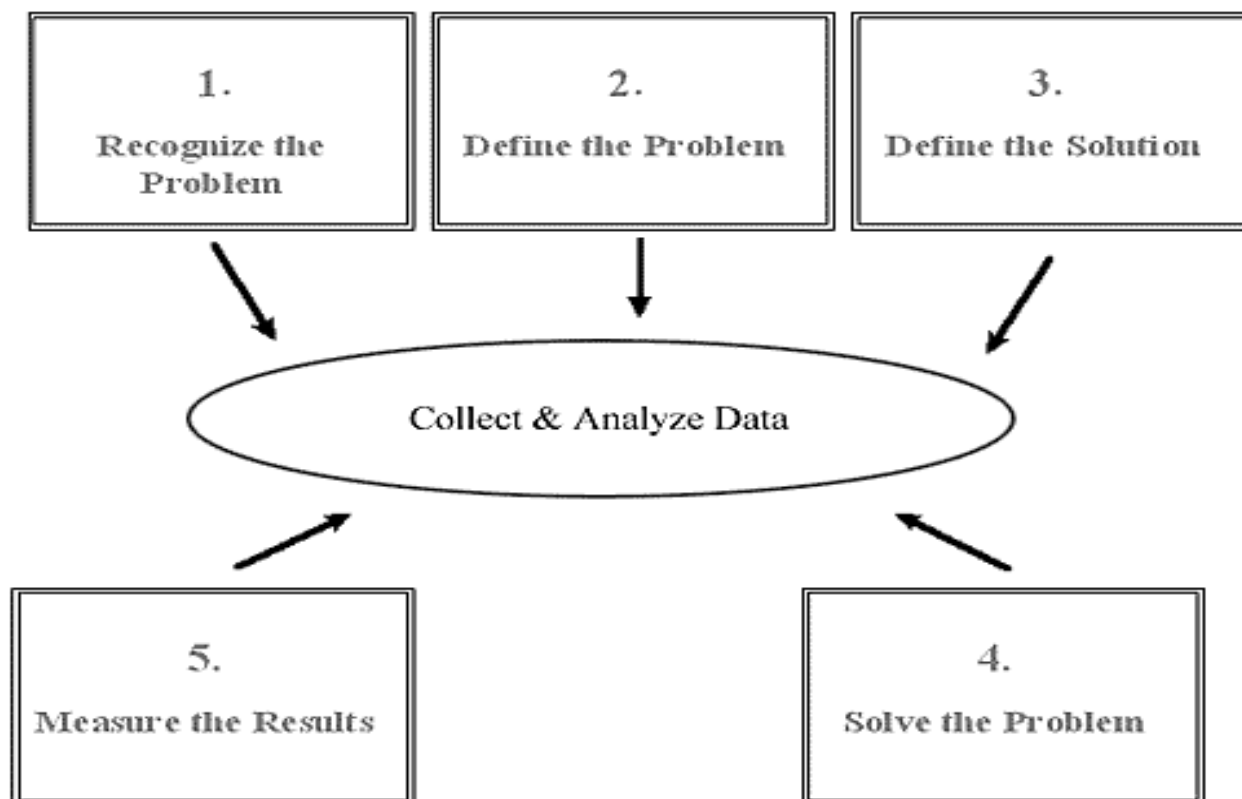
Policy Issues:

Decisions on the levels of fire protection services to be delivered and the related activities must be made with as much information as possible. The collection and analysis of data for your community is essential to establish appropriate policies for the delivery of fire protection services.

Fire Service Planning Guidelines

Collecting and Analyzing Data:

- In the planning process, one of the integral procedures is to collect and analyze data that can be developed to identify current and future fire protection or risks within a community.
- Fire departments must collect and analyze data effectively to determine fire and life safety risks and other emergency problems.
- Fire departments are experiencing escalating demands in both fire protection and fire prevention services.
- At the



time, the resources to provide these services are diminishing.

same

- Data that impacts fire prevention and public education may include:
 - building and occupancy data
 - demographic data
 - financial data
 - geographic and physical data
 - legislative and legal data
 - organizational and functional data

Building and Occupancy Data:

- It is important to gather data regarding occupancy, age and location of buildings.
- Other information gathered should include building height and area, as well as requirements for sprinklers and/or fire alarms systems.
- It is important to measure fire loads, types and density of buildings to determine fire and life safety needs of the community.

Demographic Data:

- Collecting demographic data from various studies will reflect how factors such as age and socio-economic background can be correlated to incident occurrences and fire loss.

Financial Data:

- Fire department operating and capital expenditures over the past five years should be considered in the assessment of current expenditure levels and projected costs.
- Expenditures of other municipal departments should be considered.
- Examples of financial data related to the provision of fire protection services within the community are:
 - Operating budgets - expenditures related to providing fire protection such as salaries, training, equipment and supplies.
 - Capital budgets - one time purchase items related to fire protection such as buildings and apparatus.

Geographic and Physical Data:

- Geographic and physical factors influence fire protection. Station location, response time, transportation networks, water systems, terrain and weather should be considered.
- Natural factors such as wildland fire potential, earthquakes, tornadoes and floods also need to be considered.

Legislative and Legal Data:

- Many legislative and legal decisions affect the provision of fire protection in a community.
- Data should include information from local, provincial, and federal levels of government.

Organizational and Functional Data:

Data is collected to assess the allocation of current and future resources within a fire department and should include the following:

Fire Suppression

- numbers, types of incidents and fire loss over past five years
- deaths and injuries over past five years
- communication and incident command system capabilities
- mutual and automatic aid agreements
- resource commitment to incidents (personnel, equipment)
- response time and distances

Pre-Fire Planning

- collecting information at a selected site significantly affects emergency operations

Investigations

- numbers and types of fire investigations
- standard incident reporting system

Fire Prevention

- occupancies inspected
- fire hazards noted and corrected
- prosecutions

Fire Safety Education

- programs conducted and effectiveness achieved
- people contacted and informed

Non-Fire Incidents

- emergency medical services
- hazardous materials control
- public assistance

Training Data

- training programs implemented
- requirements for promotion, employment and career development

Facilities Inventory

- station location, size, age and the projected changes

Apparatus and Equipment

- vehicle inventory including capacity, age, operating condition, maintenance program and projected changes

Management Information System:

- Data collection requires that fire officers, investigators and others who will collect and input data into the management information system (MIS) be trained.
- Computers and software are an integral component of effective management information systems.

Codes, Standards, and Best Practices:

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See also PFSG

[02-02-12](#) & [03](#) Fire Risk Assessment

[02-03-01](#) Economic Circumstances

[04-12-13](#) Core Services

[04-39-12](#) Fire Prevention Effectiveness Model

[04-40-12](#) & [03](#) Selection of Appropriate Fire Prevention Programs

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-58-12

 Section
Fire Administration

 Date
August 1998

 Subject
Planning and Growth Practices

Page

Purpose:

To provide municipalities and fire departments with considerations for planning and growth practices.

Service Delivery Implications:

- Fire departments, in conjunction with council and the municipal administrators, should develop and implement a planning process.
- The process should provide information for a community wide, balanced and cost effective fire control strategy.
- Existing conditions and anticipated community growth must be taken into consideration.
- Effective planning improves:
 - financial forecasting
 - quality and quantity of services
 - organizational performance
 - efficiency and effectiveness of the department
 - the ability to identify future service demands
- Failure to consider planning and growth will lead to confusion and an inability to maintain standards of coverage.¹

Service Delivery Options:

- Most fire protection agencies are experiencing escalating demands for emergency response and fire prevention services, fire safety education, emergency medical services, and hazardous materials control. Resources to provide these services are often limited.
- Fire departments must take the following steps to ensure proper needs analysis:
 1. Identify the nature and extent of risks.
 2. Establish service levels.
 3. Identify the most effective use of resources to obtain the desired service level.
 4. Implement a management evaluation system to review the effectiveness of the implemented levels of service.
- This planning process should address the following:
 - master planning
 - evaluating programs and services
 - projecting station locations and re-allocations
 - determining staffing levels and assignments
 - co-ordinating with other emergency services
 - co-ordinating development with other community departments
 - co-ordinating with other counties/districts/regions
 - co-ordinating with private sector organizations

Strategic (Master) Plan

- The strategic or master plan is based upon a community risk management approach that:
 - considers the nature, extent and magnitude of the risks in the community
 - considers methods of providing protection for identified risks
 - considers alternative levels of protection
 - determines an acceptable level of risk
 - establishes objectives for the fire department and any additional requirements that are necessary for the community to limit the risk
 - develops and adopts a plan that will provide the established level of fire department services and other

requirements

- establishes a process to evaluate the effectiveness of the plan
- establishes a process to periodically validate the plan

Policy Requirements:

- Those responsible for fire department planning should:
 - maintain an ongoing relationship with other agencies involved in community planning
 - keep the fire chief and other staff informed of community development plans, projected service demands, alternative approaches, and problems that might develop as change occurs.
- These liaisons should include budget and planning agencies, redevelopment agencies, water, street, traffic, and engineering departments, and private sector developers.

Quality Management Standards:

- The fire department should have a master plan to guide its activities. It should be:
 - long term (3 to 5 years)
 - the result of a continuous planning process
 - published and updated on regular basis
 - a companion document to the budget
 - the result of input from all stakeholders
 - approved by municipal government or authority having jurisdiction
- The fire department should have a process to assess, measure and evaluate the attainment of progress towards completion of specific objectives and overall system performance.

Quality and Performance Measures:

Evaluating Programs And Services

- Fire departments should have an evaluation system in place for programs and services.
- This program should be based on a cost/benefit analysis that:
 - determines need
 - develops objectives
 - develops the criteria for measuring effective accomplishment
 - generates alternatives
 - analyses and selects alternatives
- Any program of planning needs to encompass any or all aspects of the fire department's activities.
- The goal is to improve and maintain the efficiency and effectiveness of the fire department as well as providing for a responsive approach to the community's changing needs for service

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[02-02-12](#) & [03](#) Fire Risk Assessment

[02-03-01](#) Economic Circumstances

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

[03-01-13](#) Preparation of Draft Report on Existing Fire Protection Services

[04-12-13](#) Core Services

[04-39-12](#) Fire Prevention Effectiveness Model

[04-56-12](#) Use of Fire Related Statistics

Additional References: *National Fire Service Accreditation Program*

¹ Standards of Coverage - a written statement that combines service level objectives with staffing levels to define how and when a fire agencies resources will respond to a call for service.

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Analysis Practices

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-59-12

 Section
Fire Administration

 Date
August 1998

 Subject
Financial and Records Analysis Practices

Page

Purpose:

To identify methods of coordinating financial information based upon the needs of the fire department.

Service Delivery Implications:

- Fire chiefs must manage financial resources in an effective and efficient manner.
- The efficient use of available funding creates a basis of public trust and confidence.
- Funding practices impact on the ability of the fire department to provide effective and efficient fire protection.

Service Delivery Options:

- Fire departments may perform all financial analysis, share functions with treasury or have treasury take responsibility.

Policy Requirements:

- A financial and records analysis system should include opportunities to:
 - co-ordinate use of information from suppression, rescue, medical assistance and other emergency services activities
 - co-ordinate use of information from fire prevention and public education activities
 - allow for transitional adjustments for capital stock
 - develop control and monitor budgets
 - co-ordination with department divisions
 - alternative sources of revenue and fees for service

- operating
- capital
- purchasing

Quality Management Standards:

- the system implemented must be compatible with the municipal system

Quality and Performance Measures:

- accuracy of forecasting

Codes, Standards, and Best Practices:

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See also PFSG

[02-03-01](#) Economic Circumstances

[02-04-01](#) & [23](#) Capabilities of Existing Fire Protection Services

[04-02-01](#) Service Delivery Considerations

[04-12-13](#) Core Services

[04-45-12](#) Fire Prevention Policy

[04-58-12](#) Planning and Growth Practices

Additional References:

OFM Fire Department Management Manual

Carter, Harry R and Rausch, Erwin Management in the Fire Service
2nd Edition. Quincy MA NFPA (National Fire Protection Association
1989

Coleman, Ronny J. Managing Fire Services
2nd Edition. International City Management Association

NFPA 1200 Standard for Organization, Operation, Deployment and
Evaluation of Public Fire Protection and Emergency Medical
Services

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-60-12

 Section
Fire Administration

 Date
September 2004

 Subject
Records Management

Page

Purpose:

To assist fire departments in developing a records management system which will assist with the effective and efficient management of the fire department and meets the requirements of the Municipal Act.

Introduction

Management of fire department records is critical to meeting its core business needs. Effective record keeping is also required to meet the requirements of the Ministry of Labour Firefighters Guidance Notes. Fire department records are contained in written documents, computer systems and other formats.

Information is a key resource that:

- Enables effective program and service delivery
- Enables informed decision making, tracks performance, sets benchmarks and identifies areas for improvement
- Provides a record of fire department decisions and actions essential for fire department accountability, and demonstrating due diligence

Fire department records are municipal records, and therefore subject to the Municipal Act and the Municipal Freedom of Information and Protection of Privacy Act. Legal advice is recommended to ensure compliance with these acts and with any required records management and retention schedules within your municipality. Under the Municipal Act municipalities have a legislated responsibility to have a records management program, which would include fire department records. Municipal staff may be available to assist in developing or enhancing a records management system specific to the needs of the fire department, and to ensure compliance with applicable legislation.

Records Management Systems

The development of a records management system can be based on the main divisions or functional areas of the fire department. These functions include:

- Administration;
- Communications;
- Apparatus and Equipment;
- Fire Prevention and Public Education;
- Training; and
- Fire Suppression and Rescue.

Data should be sorted into groups that can be managed and retrieved efficiently. For example records can be organized by:

- Year;
- Address of property;
- Subject (with further sub components as required); and
- Other appropriate means.

Records having short-term value can be filed separately, so that they can be disposed of sooner, in accordance with an established records retention schedule.

Any system from the most basic paper based record system to an advanced computer based record system should:

- Allow for the progressive assignment of file numbers to subjects as they are arranged within logical groups;
- Allow for expansion of the system as required to meet new record requirements; and
- Assist the user in filing and retrieving records in a timely manner.

Record Types

Fire department records can come in all forms. This can include but not be limited to the following: letters, maps, plans, drawings, reports, forms, memos, films, micro-fiche, videotapes, photographs, personal computers, disks, 911 recordings, and recorded radio communications.

Record Retention Schedules

A records retention schedule is a binding agreement that stipulates how long records are kept and whether they are eventually transferred to an archival facility. Records retention schedules require the approval of the municipal auditor, therefore fire departments are advised to ensure that their records are retained in accordance with an approved retention schedule. If a records retention schedule does not exist then the fire department is advised to develop one. In developing a records management program you should consult within your municipality to ensure compliance with the Municipal Act.

Records and data should only be retained as long as they have value. Once they have outlived their value they should be disposed of in accordance with a records retention schedule. For example, active files may be kept for a specified period of time and inactive files may be retained for a specified period of time and then sent for final disposition. (Archives or destruction)

Records Retention schedules:

- Identify and describe recorded information holdings
- Indicate where, how long, and in what medium recorded information is retained
- Designate records' final disposition when no longer required for fire department programs and operations. (either destruction or transfer to an archival facility)

Quality of Records

Proper records management supports the business function of the fire department. Records should identify the originator, the date the document was created and why the document was created. Quality assurance of records is required to ensure that records maintained by the fire department are:

- Complete;
- Accurate;
- Relevant;
- Authentic;
- Authoritative;
- Reliable;
- Audited; and
- Maintained according to a records management system.

Security and Integrity of Recorded Information

- Protection of recorded information in your fire department's custody is everyone's responsibility. Records should be protected from unauthorized access, alteration, removal or destruction. By taking the following steps and developing guidelines the security and integrity of recorded information can be enhanced:
- Developing and adhering to a records retention schedule
- Protecting access
- Anticipating disaster (e.g., flood, fire)
- Organization/back-up of information

Electronic Records

The use of electronic records can improve the efficiency of a fire department. However, their ease of use and rapidly changing technologies present ever evolving challenges including:

- Accidental or arbitrary deletion;
- Unstable storage media;
- Security threats; and
- Incompatible systems.
- As a minimum electronic records should be backed up and securely stored.

These challenges and others become particularly critical for electronic records of long-term or permanent value which may require that special steps be taken to ensure their ongoing accessibility and integrity. It is imperative that steps be taken to ensure system compatibility so that previously recorded information can still be retrieved.

Codes, Standards and Best Practices:

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[Municipal Act, 2001](#)

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-61-12

 Section
Fire Administration

 Date
January 1998

 Subject
Human Resources Practices

Page

Purpose: To identify considerations for recruitment, development and retention of fire department personnel.

Introduction: For the purposes of this guideline, human resource practices include:

- recruitment of personnel
- selection of personnel
- retention of personnel
- promotion of personnel
- performance evaluations
- career development and higher education
- job classifications
- secondary employment
- discipline
- dispute resolution
- retirement

Recruitment of Personnel:

- The goal of recruitment is to attract qualified individuals to serve as firefighters.
- The point is to attempt to attract the most *qualified* candidates for the next phase of the hiring process - selection
- *Qualified* denotes persons who possess, or who can acquire through entry level training, the required skills, knowledge, abilities, and job behaviours to effectively perform as a firefighter.
- In terms of resource management, there are subtle differences between recruiting for full-time, part-time or volunteer firefighters.

Volunteer firefighters:

- Consideration should be given to the availability of volunteers taking into account, among other things, their residency, place and hours of work, and travel distance.

Full-time firefighters:

- In an increasing competitive market for human resources, the municipality should broaden its utilization of non-traditional human resources and refine its use of traditional ones.
- The result will be a better educated work force, more qualified managers, and the availability of more technical personnel who have varied experiences to draw on in decision making processes.
- Municipalities should consider the opportunity for lateral entry into many staff and line positions.
- Another is the use of civilian personnel to perform staff functions. Any decrease in purely line oriented entry and promotion systems should have the effect of increasing professionalism.
- The trend to more lateral entry and professional mobility or transfers in the fire department will increase the pressure for professional standards and quality management.

Selection of Personnel:

- Selection of personnel means choosing talented persons for the fire service in accordance with the tasks and/or duties of the job.
- After recruitment, the succeeding stages are examination, certification, and placement.
- Traditionally, the emphasis has been placed on examination.

Examination

- Fire service personnel may submit to several types of testing, including:
 - entry-level (for new employees)
 - lateral entry (for experienced fire personnel from other departments or agencies - for the same position)
 - promotional
 - specialized assignment (such as, fire prevention, training)
- Those involved in the selection process should employ job-related individual and/or group exercises including:
 - written tests
 - oral tests
 - interviews
 - role playing
 - problem analysis
 - in-basket; speech and non-verbal exercises
- Skills often measured include:

- creativity
- decisiveness
- flexibility
- independence
- initiative
- interpersonal skills
- management control
- motivation
- planning and organization
- problem analysis

Certification

- It is necessary that all information provided, or obtained in applications, resumes, examinations, medical/physical examinations, licences or other pre-employment certificates/ criteria be verified by the selection committee.

Retention of Personnel (Volunteers):

- Most volunteer firefighters begin their fire service involvement with a high degree of commitment.
- Significant effort must be put forth to retain and nurture this commitment.
- There is sometimes pressure to make the selection and performance standards for volunteer firefighters lower than those for full-time firefighters.
- Most have recognized the necessity of maintaining equal standards thus avoiding the resentment when the volunteer is asked to play an inferior role.
- Volunteer firefighter burnout and/or marginal participation are realities that can be mitigated by recruiting personnel with diverse backgrounds and interests -- the resulting staff will represent many needed skills and abilities and allow for spreading the work/ organization burdens to many people.
- The use of certain non-monetary incentives will aid in motivation of members and the resultant drop in activity level. Such incentives could include:
 - attendance awards
 - autonomous work units
 - competition and contest awards
 - enhancement of the image of volunteers through positive publicity and public education programs
 - input and involvement in non-suppression planning and programs
 - job rotation
 - job sharing
 - safety awards

- service awards
- suggestion awards

Promotion of Personnel:

- Promotions to various officer ranks have traditionally been made from personnel serving in the next lower rank, or ranks, although many fire departments are recognizing the potential benefits of allowing lateral entry, transfers, and promotions of well qualified personnel from other areas and departments.
- Promotions of full-time firefighters are governed by the collective agreement between the municipality and the firefighters.
- Promotions of others should be governed by a written promotional policy.

Performance Evaluations:

- When a firefighter is hired, he or she should be continually evaluated and given feedback about performance.
- Few personnel topics receive more attention than performance appraisal systems, which often play a significant part in decisions regarding salary, promotions, discipline, transfers, training, and employee development.
- Effective appraisal systems can help improve motivation and productivity and assist in career development.
- There are several performance appraisal systems.
- Each appraisal technique has strengths and weaknesses.
- Effective performance appraisal systems have most of the following characteristics:
 - the system is based on a job analysis
 - the purpose of the system is clearly defined
 - the system is based on job-related behaviour and clearly defined performance standards
 - appraisals are conducted on an ongoing basis
 - appraisers receive extensive training in the use of appraisal techniques and in counselling employees
 - provision is made for appraisal discussion and feedback
 - performance strengths and weaknesses are clearly indicated with a clear plan of action to correct any faults and improve performance
- Whatever system is selected, it is imperative to document all appraisal efforts to ensure fairness to employees
- Appraisal systems frequently produce disappointing and unsatisfactory results.
- Fire managers therefore need to know not only about the different types of appraisal systems, but also about the pitfalls associated with each
- **Even without an appraisal system, evaluation will still take place**

- **Supervisors inevitably form judgements about their subordinates**

Career Development and Higher Education:

- A personnel development program essentially integrates recruitment, selection, training and education, career planning, career counselling, performance appraisal, and other human resource considerations (health and safety) into a single system and unit.
- The goal of personnel development is to not only improve the performance of incumbent personnel, but also to create a pool of personnel qualified for the positions of advanced generalists, specialists, supervisors, managers and executives.
- Personnel development integrates the concepts of career development and management development.
- A *Career Development Guide* should be produced for all personnel.
- This "guide" would provide all personnel with a single source of information including:
 - information on preparing for examinations
 - testing procedures
 - prerequisites
 - methods of selection
 - a framework for career counselling and succession planning
- A major component of personnel development is training
- Another is an internal exchange program
- Another is the opportunity to serve on management boards and committees
- A further significant component is the opportunity to become involved in external training and education programs including colleges and universities
- *Fire department managers are being confronted with decisions that must be made in the context of cost reduction, increased service demands, employee associations, changing laws, new management techniques, political pressures, and intergovernmental relations.*
- *Although there is nothing new about these issues, the demands, constraints, and intricacies that affect decisions on these issues are changing. Today, and in the future, adaptation, innovation and commitment are and will be important bywords among fire chiefs and those responsible for fire department personnel management.*

Job Classifications:

- Job classification is the foundation of personnel systems and serves as the basis for:
 - pay
 - selection
 - promotion
 - performance appraisal
 - training
- Job classification is a system of grouping similar positions under common job titles
- A job classification plan is based on a job analysis, which consists of:
 - job title
 - title of supervisory position
 - gathering and evaluating facts about jobs
 - the tasks involved
 - methods and tools used
 - services provided
 - qualifications
 - level of performance required
 - and provides the basis for establishing job-related tests for selection and promotion
- *All* personnel should be involved in the mechanics of job classification by completing questionnaires, participating in work audits, and serving on committees to review job factors and their importance
- Job classifications should be reviewed periodically to:
 - review the integrity of the system
 - see if the personnel believe the system is equitable
 - determine whether they accurately define the physical and environmental characteristics of the work performed
 - ensure that they accurately reflect the changing nature of the work
 - determine the need for new skills and qualifications
 - reflect changes in the organizational structure
 - reflect changes in the scope and level of service provided

Secondary Employment:

- There should be a written municipal policy respecting secondary, or other employment. This would seem to be essential particularly when an employee might be a part-time employee of one municipal department and a volunteer, or full-time employee of another municipal department, agency or private employer

Discipline:

- A written policy outlining the process for disciplining personnel is considered a must
- It would include the types of discipline and the progressive severity of responses

Dispute Resolution:

- Management should establish formal and informal grievance and complaint policies
- By providing every available means of communication, management promotes understanding and trust and may resolve the issue at the lowest, least formal basis
- Management should establish an employer/employee relations committee to deal with day to day issues on an informal basis
- *Where a collective agreement exists, it will outline the grievance procedure steps*

Retirement:

The municipality should have a formal retirement policy. While it is recognized, *at least in the case of full-time firefighters, that this will be addressed in the collective agreement and pension plan provisions*, such a policy will cover issues not addressed, as well as provisions for all other personnel

Codes, Standards and Best Practices:

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- Human Rights Code
- Employment Standards Act
- Ontario Fire Service Standards

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(including Infectious and Communicable Disease Practices)

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-63-12

 Section
Fire Administration

 Date
August 1998

 Subject
**Health and Safety Practices (Including Infectious and
Communicable Disease Practices)**

Page

Purpose:

To outline the fire service requirements in the area of occupational health and safety.

Concepts:

- The delivery of fire protection services brings with it a substantial number of hazards.
- To prevent injury and illness in the workplace, the Fire Service Section 21 Committee has provided Ontario's fire services with a comprehensive set of health and safety guidance notes.
- In the absence of any other legislation or locally recognized directive, guideline or standard, The Fire Service Section 21 Guidance notes, as issued and updated, identify the minimum health and safety practices for Ontario's fire service.
- The Information Manual for Designated Officers, prepared by the Ministry of Health, and issued to each fire service in November 1994, identifies the minimum acceptable communicable disease practices for the fire service.
- The authority to deviate from the intent of the manual rests solely with the local or provincial Chief Medical Officer of Health.

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Additional References:

Health and Safety Guidelines for Ontario's Fire Service

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Public Fire Safety Guidelines

Subject Coding
PFSG 04-69-13

Section
Fire Administration

Date
March 2000

Subject
Co-ordination, Development, Approval and Distribution of Standard Operating Guidelines for Various Disciplines

Page

Purpose:

The purpose of this guideline is to assist fire departments to develop written operational guidelines.

Guideline:

A statement written to guide the performance or behaviour of departmental staff, whether functioning alone or in groups.

These guidelines;

- enhance safety
- increase individual and team effectiveness
- allow for easier training and better entry level orientation
- improve risk management practices
- help to avoid litigation
- form the basis of objective post incident evaluations
- permit flexibility in decision making

Co-ordination:

- Fire department managers may consider creating and empowering a committee to research, develop, and draft operational guidelines.
- Committees should involve the members directly affected by various guidelines; examples include;
 - training personnel for live fire training guidelines,
 - fire Prevention personnel for inspection procedures, active firefighters for laying hose or taking hydrants.
 - two or three firefighters, two or three company officers and possibly a senior officer.
- The committee should select its own chair and establish a regular meeting schedule.

- The committee could become permanent, with membership assigned, as required, to assist the fire chief with the continuous improvement process demanded of modern fire departments.
- The permanent committee could also be comprised of all company or senior officers with the SOG's as part of the monthly officers meeting agendas.

Development:

- The order of developing procedures will be driven by local needs.
- Activities that impact on firefighter safety, the department's most common emergency operations, or high risk operation should be top priority.
- Each operational guideline should deal with a single objective and must describe what is to be accomplished, but not necessarily how to do the task.
- When the subject matter has been decided upon, the committee will begin to gather the resources needed to prepare the guideline.
- Each guideline can be broken into five basic components: purpose, scope, responsibility, performance and references.

Approval:

- Specific items should be assigned to each committee member by the chairperson for review.
- Each committee member will present a synopsis of the item at a future meeting for review, revision and refinement of the guideline.
- A written draft of the operational guideline should be prepared next.
- The draft should be posted for input from other department members.

Distribution:

- A copy should be provided to each member of the department.
- Each of the guidelines should be printed on a standard form. An introductory statement should be developed for the operational guideline manual. Key information offered:
 - why the guidelines have been developed
 - why they are called guidelines
 - definition of the term "guidelines"

Responsibility:

- Guidelines, that have been finalized and approved by the fire chief, should be implemented by the staff members who are responsible for training.

DRAFT SOG #101: STATEMENT of INTENT

ISSUE DATE:

REVISION DATE:

PURPOSE: Standard operating guidelines (**SOG**) have been developed to provide information to all members of the fire department in a prompt and consistent manner.

SCOPE: These guidelines are to be followed by all members of the department.

Every member has a responsibility to learn and understand what is required in performance of their duties and to stay current with information provided in standard operating guidelines. Direction will be provided from officers and senior staff, as required.

POLICY: Standard operating guidelines allow administrators to accurately predict how their resources will be mobilized when called upon under emergency circumstances.

Standard operating guidelines also act as a guide for officers to follow when assigning routine activities as well as emergency responses.

Standard operating guidelines will be reviewed annually by the fire chief and all officers, updated or amended as required to improve fire protection and will be circulated for all members to reference.

Please reference SOG #102: DISTRIBUTION and SOG #103: DEVELOPING STANDARD OPERATING GUIDELINES.

NOTE: These guidelines have been developed to be consistent with those recommended by various evaluating agencies of fire protection in the province and for the safety of firefighters and residents while endeavouring to protect life and property from fire.

DRAFT SOG #102: DISTRIBUTION O STANDARD OPERATING GUIDELINES

ISSUE DATE:

REVISION DATE:

PURPOSE: To implement a standard procedure for consistent transfer of information to all members of the fire department.

SCOPE: These guidelines are to be followed by all members of the department.

Every member has a responsibility to learn and understand what is required in performance of their duties and to stay current with information provided in standard operating guidelines with direction from officers and senior staff, as required.

POLICY: New and revised standard operating guidelines will be circulated to all members through the shift and station officers in charge.

At the **beginning** of their tour of duty, shift officers will read or summarize the content of a new or revised SOG, which has been issued for all on-duty personnel. Where necessary, the SOG will be discussed with on-duty persons to ensure understanding and methods of implementation.

At the **beginning** of the first scheduled training or meeting night, volunteer station officers will read or summarize the content of a new or revised SOG which has been issued for all on-duty personnel. Where necessary, the SOG will be discussed with on-duty persons to ensure understanding and methods of implementation.

The SOG will then be circulated and each member will read and sign the acknowledgement log book maintained by the shift or station officer.

Shift and station officers will review the acknowledgement log book monthly and every three months will provide the training officer with a list of persons and the SOG numbers they have not acknowledged.

Shift and station officers will also post a notice of receipt for a new or revised SOG on the station bulletin board for persons not present when the SOG is initially circulated.

DRAFT SOG #103: DEVELOPING & REVISING STANDARD OPERATING GUIDELINES

ISSUE DATE:

REVISION DATE:

PURPOSE: To implement a consistent method of developing new standard operating guidelines and revising existing guidelines to improve fire protection services.

SCOPE: These guidelines are to be followed by all members of the department.

POLICY: All standard operating guidelines will be reviewed annually by the fire chief and all officers for necessary updates or amendments.

Where any officer or member of the department identifies a procedure or operation which may require new or revised standard instructions for end users, the person will notify the shift or station officer in charge as soon as possible following this recognition.

The shift or station officer will first review existing SOGs for content that may apply to the reported need and discuss their findings with other on-duty officers and members.

The officer in charge will notify the chief or deputy by written memo on the same or next business day of any immediate action taken and if a new or revised procedure is recommended.

Where safety of firefighters or potential damage to department equipment is imminent, the fire chief or deputy will issue interim written guidelines until the normal process for developing or revising SOGs is initiated.

Where interim written guidelines are temporary or not necessary for safety or damage to fire department equipment, the following process will be followed:

1. The fire chief or deputy will circulate draft SOGs to each shift and station officer to discuss with all available members for their suggestions as end users,
2. shift or station officers will add appropriate comments and return the draft to the training officer within the specified time,
3. all draft SOGs will be discussed at the next scheduled officers meeting for final approval of the fire chief and/or deputy, and,
4. approved standard operating guidelines, replacing interim guidelines, will be circulated as described in SOG #102: DISTRIBUTION.

Codes, Standards and Best Practices:

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See also;

Health and Safety Guidelines for Ontario's Fire Services

Additional Reference:

Standard Operating Procedures and Guidelines, Cook, John Lee Jr., Saddle Brook NJ: PenWell Pub. Co. 1998

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01

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-80-01

 Section
Fire Administration

 Date
March 2000

 Subject
Fees for Services

Page

Purpose:

To provide information for the consideration, development and implementation of fire department *fees for services*.

Introduction:

- Municipalities may find revenue-generating opportunities for some services they provide without compromising public fire safety.
- Costs for perpetual items such as heat, electricity, insurance, equipment replacement and personnel wages normally are not within the direct purview of fire department managers to alter.
- *Fees for services* have been successfully implemented by many fire departments as one viable option to help defray appropriate operating costs.

Development:

- The OFM recommends the application of user fees should be considered in light of two main principles:
 - user fees should be encouraged if they have the potential to improve public fire/life safety
 - user fees should not be considered if they have the potential to jeopardize fire/life safety
 - programs which have directly contributed to public safety as well as high esteem for local fire departments should remain within municipal funding

There are three types of fees to be considered:

1. traditional or generally accepted service fees

- services which are currently being charged to users by many fire departments and generally accepted by the public. Several of these fees should be encouraged as they have the potential to improve public fire/life safety.

2. competitive or increased risk management service fees

- services which some municipalities have chosen to provide along with a charge. In evaluating the service and fee charges municipalities may want to consider the impact on private enterprise, if it exists, and the potential increase of risk or liability.

3. service fees may be inappropriate if they do not meet the above principles for the following reason

- imposing a fee may cause the public to hesitate in calling for fire department assistance during a real or perceived emergency. The negligence of one resident should not have an adverse impact on another; ex. Failure to notify the fire department could lead to the fire extending to a neighbouring property.

**Related Functions/
Considerations:**

For further information or to obtain a sample listing of charges, contact your OFM regional office or local fire protection adviser.

**Codes, Standards
and Best Practices:**

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See also;

- Fees For Service [04-80-23](#)
- Core Services - [04-12-13](#)

Additional Reference:

Savings and Restructuring Act (R.S.O.)1996

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-80-23

 Section
Fire Administration

 Date
March 2000

 Subject
Fees for Services

Page

Purpose

To provide information for the consideration, development and implementation of fire department *fees for services*.

Introduction:

To assist those individuals helping councils with the development of user fees.

Traditional or generally accepted service fees:

- These are services which are currently being charged to users by many fire departments and generally accepted by the public. Several of these fees should be encouraged as they have the potential to improve public fire/life safety.

Administration

- Letters and/or copies of reports requested by or for;
 - lawyers
 - insurance companies
 - occupant loads
 - government funding
 - real estate brokers
 - required licenses
 - approval by other agencies
 - special occasion permits
- Issuing permits such as approved burning or fireworks.
- Initial and monthly administrative fees for such things as;
 - dispatching services
 - alarm monitoring
 - after hours telephone answering

- private key handling

Fire Prevention

- Inspections where requested or required¹ by a person making a profit from the use of premises, property or equipment such as;
 - the sale or purchase of properties
 - approval for liquor licenses
 - woodstove/fireplace inspections for insurance companies
 - tents or marquees for special assembly occupancy events
 - special event, open burning or fireworks permit compliance
 - required license or other government funded premises
 - determining existing room or building occupant loads
 - commercial/industrial other than as part of routine programs
- Training for private or industrial firefighting or prevention groups
- Fire prevention activities contracted by agreement
- Stand by for special assembly occupancy events

Suppression/Rescue

- Responses on all provincial highways or right of ways
- Extrication services to non residents on municipal roads/streets
- Suppression/rescue activities contracted by agreement
- Special contract services such as haz mat or water rescue calls
- Automatic aid for specific suppression or rescue activities
- Specific false alarm² or open burning responses
- Requested stand by for special events

- Training for private or industrial fire fighting groups

Charges By The Municipality

- Employment application processing and testing fees
- Various services to other municipal departments or groups
- Fire station room rentals
- Lot levies or impost fees for new developments
- These are services which some municipalities have chosen to charge for but some may consider them unfair competition with private enterprise.
- Some are also concerned charging for these services will significantly increase their degree of risk or potential liability.
- The following is a sample list of some of these services;
 - filling air cylinders for the public - SCUBA divers
 - woodstove/fireplace inspections for insurance companies
 - filling swimming pools
 - flooding private skating rinks
 - rental of fire department equipment
 - selling and/or maintaining fire extinguishers
 - selling and/or installing key lock boxes
 - selling and/or installing smoke and carbon monoxide alarms³

Competitive or Increased Risk Management:

Inappropriate or not meeting principles:

- The two principles outlined earlier do not encourage any fee for service which may have the potential to jeopardize public fire/life safety and may cause the public to hesitate in calling for fire department assistance during a real or perceived emergency.
- There are also programs which have greatly contributed to public safety as well as high esteem for local fire departments and we believe these should remain within municipal funding.
- Society expects certain services to be provided including;
 - fire, rescue and medical emergency calls

- home inspection programs
- routine inspections identified by the fire prevention policy
- unintentional or accidental false alarms
- public fire safety and education programs

Service Delivery Considerations:

Prior to a final determination on the implementation of fees for services, the following subject matter must be addressed:

- Budget impact
- Planning
- Training
- Goals and objectives
- Operational guidelines

Related Functions/ Considerations:

- Actual amounts charged for services vary. For further information regarding a sample listing of charges, contact your OFM Regional Office or local Fire Protection Adviser.

Codes, Standards and Best Practices:

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See also;

· Core Services - [04-12-13](#)·

Additional Reference:

Savings and Restructuring Act (R.S.O.)1996

¹ Take care not to discourage compliance in examples such as a person or organization striving to meet retrofit requirements. Consideration could be given to including a fee for the fire department, as part of the building permit fee, in the case of major renovations which require taking out a building permit.

² Repetitive false alarms may indicate problems with a fire alarm system that could be corrected through enforcement of the Fire Code.

³ Comprehensive public education programs, such as "Alarmed For Life", which include the selling of smoke alarms or providing smoke alarms free of charge, should not be considered in the same context.

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Public Fire Safety Guidelines

Subject Coding
PFSG 04-84-13

Section
Fire Administration

Date
March 2000

Date Revised
October 2006

Subject
**Volunteer Fire Service Personnel Recruitment
and Retention**

Page

Purpose:

Scope and Application:

This guideline provides municipal officials and fire chiefs of volunteer and composite fire services with a general overview of principles to consider in the recruitment and retention of volunteers.

There are many factors that contribute to the success of a volunteer recruitment and retention program. These include implementing organized marketing, recruitment, selection, hiring, training and retention plans.

Establishing and following a formal recruitment and retention program offers fire services the opportunity to increase the likelihood of finding, and keeping, the right people, doing the right tasks, at the right time.

Background:

Definition of Volunteer:

According to the Fire Protection and Prevention Act 1997, a volunteer firefighter is defined as “a firefighter who provides fire protection services either voluntarily or for a nominal consideration, honorarium, training or activity allowance. (“pompier volontaire”) 1997, c. 4, s. 1 (1); 2001, c. 25, s. 475 (1).”

The majority of fire departments in Ontario utilize the services of volunteer fire service personnel. Recognized for their commitment and generosity, saving residents in Ontario more than an estimated one billion dollars annually, these professionals strive to provide skilled, competent and caring service.

Fire Services that rely on volunteers to comprise, or enhance, their

staffing capability continue to face the challenge of recruiting and retaining a sufficient number of capable and experienced personnel.

This impacts on the effective, efficient, safe and timely delivery of fire protection services. Considering that 450 of the 478 municipal fire departments in Ontario rely on volunteers, this effect is felt throughout the entire province.

Recruitment and Retention Program:

Recruitment and Retention Program

The Benefits

A coordinated, organized program demonstrates:

- How seriously the leadership takes the services provided and the individuals who provide that service,
- Sound risk management principles,
- Proactive vs. reactive leadership within the department, and
- Leadership's commitment to recognize volunteers, families and employers who support volunteerism.

It identifies:

- Shortfalls and availability of volunteers in the community and,
- The number, type and quality of volunteers required to meet current or future needs.

It allows planning for:

- Recruitment and selection,
- Retention and succession, and
- Training and development of volunteers.

Responsibility for Recruitment

Recruiting and retaining volunteers does take effort. Creating a committee within the municipality and assigning specific tasks can create opportunities for others besides the leadership to contribute to the growth of the fire service and allows for a more concentrated effort.

Annual Recruitment and Retention Plan

An annual recruitment and retention plan is a cyclic, ongoing process that will assist the fire service in planning and focusing its efforts. It should be a logical consideration of the time of the year, changing commitments throughout the seasons, weather, and psychological impact of seasons, milestones in the department,

annual events and other trends. This will prevent the department from coming up short in membership by not having good candidates to replace those leaving.



Policies and Guidelines

Fire service leaders benefit from having the necessary policies and procedures to ensure a safe, lawful, organized, empowering, nondiscriminatory environment for their volunteers. No matter how large or small a department, policies and operating guidelines are essential management tools that set the standard for conduct and provide guidance for action. It is suggested that existing municipal policies, if available, be referenced.

Evaluation

Evaluation of the recruitment and retention program is necessary to identify strengths and areas to improve. It is an ongoing process that is built into all the components of the program.

Components in the Recruitment and Retention Cycle

Pre-Recruitment

Prior to recruiting, it would be beneficial to conduct a needs assessment to determine the role and number of volunteers required. Completing a Community Profile will determine community members who may best fit those roles. Answering these questions prior to recruiting enables the fire services to target specific individuals for specific roles and may increase the chance of success.

Recruitment

In order to promote diversity and involve volunteers with different skill sets, knowledge and perspectives, more than one recruitment method is necessary. Regardless of the method and knowing the department is seeking the best possible candidates, effective

marketing and communication strategies are necessary to draw the interest of potential volunteers.

Selection and Hiring

Once received and acknowledged, all applicants require screening to determine those who will move on to the next step in the hiring process.

The Fire Service takes great pride in service to communities. A screening process is essential in order demonstrate that the volunteers serve in the community's best interest. The leadership will have to decide which screening methods and tools are appropriate for their department and should ensure that they reflect human rights and privacy legislation and existing municipal policies.

Upon selection, a written agreement between the volunteer and the fire department will ensure that expectations and responsibilities for each side are clearly identified and agreed to.

Orientation and Probation

Fire departments and their volunteers will benefit from having an organized system to orient, train and advance recruits. One of the most successful and safe approaches for developing volunteers and establishing a commitment is to initially offer specific tasks that allow them to become involved in a limited way, followed by opportunities to grow into a role with more responsibilities.

Ongoing Recruitment Efforts

Successful recruitment efforts should be ongoing throughout the year in order to ensure that there is a waiting list of interested individuals to draw from.

Ongoing Retention Efforts

Recruiting and training new volunteers is just the beginning. The long-term challenge is to create an environment in which individuals continue to be motivated, interested, challenged, supported and satisfied with the work they've accomplished. Factors that contribute to this environment include leadership practices, operating guidelines, recognition initiatives, support efforts, teamwork and fellowship.

Exit Processes

When an individual leaves the fire department, it is a good opportunity to solicit input to determine the department's strengths and opportunities for improvement. Exit processes should reflect understanding that, whether leaving on a positive or negative note, the volunteer and the fire department deserve fair and respectful treatment.

Resource Book: The Application of Recruitment and Retention Principles:

The Volunteer Recruitment and Retention Resource Book that supports this guideline, was developed by the Ontario Fire Marshal's Office, in collaboration with representatives from the Ontario Fire Service.

This resource describes effective practices and strategies for recruitment and retention of volunteer fire service personnel. It also provides a compilation of tools and templates that can be used to support the best practice or strategy. These may be photocopied or edited to meet the needs of the individual fire service.

A CD-ROM and printed copy of this resource has been made available to all Fire Services that maintain a volunteer complement. It can also be accessed and downloaded from the Ontario Fire Marshal's public access website <http://www.ofm.gov.on.ca>.

Codes, Standards & Best Practices:

Codes, standards and best practices resources are available to assist in establishing local policy. All are available at <http://www.ofm.gov.on.ca>.

Volunteer Resource Management

The following resources and links describe effective practices and strategies for Volunteer Resource Management. The principles and topics can be applied to the fire service.

- The Canadian Code for Volunteer Involvement <http://www.volunteer.ca>
- HR Council for the Voluntary and Non Profit Sector <http://www.hrvs-rhsbc.ca>
- Knowledge Development Centre, Canada Volunteerism Initiative <http://www.kdc-cdc.ca>

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Additional References:

See also:

Office of the Fire Marshal's Public Fire Safety Guidelines

The following guidelines can be referenced when conducting a needs assessment to determine the role, quantity and characteristics of volunteers required by the fire service.

[04-08A-03](#) Optimizing Rural Emergency Response

[04-12-13](#) Core Services (Response and Support) and Associated Guidelines

[04-40A-03](#) Simplified Risk Assessment

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Centre/resource Centre

Public Fire Safety Guidelines

Subject Coding

PFSG 04-64-12

Section

Communications/Resource Centre

Date

January 1998

Subject

Communications Centre/Resource Centre

Page

Purpose:

To identify considerations for fire services managers operating or exploring potential communication/resource centres.

Service Delivery Implications:

- A communications system directly impacts on the ability of a fire department to provide effective fire protection to the municipality.
- An effective system can result in reduced intervention time thereby reducing injuries, loss of life and property due to fires and other emergencies.
- An effective system contributes to a safer working environment for emergency responders and contributes to the timely response to non-emergency contact with the public.

The main components of a communications system are:

- an efficient means by which the public can contact the fire department
- an efficient method of alerting the members of the department of the emergency
- an effective method of communicating within the fire department under both emergency and non-emergency conditions
- an ability to communicate with other fire departments in neighbouring municipalities regarding the potential need for mutual aid or to monitor the level of on-going emergency activity

- an ability to communicate with other agencies
- an ability to provide information, data and other resources during emergencies and on a day to day basis

Service Delivery Options:

The communications services may be:

- delivered locally by the municipality as part of the local fire department operations
- purchased from another emergency service
- purchased from a private communications centre
- purchased from another municipality, including a county, district or region
- staffed by dedicated communication/dispatch personnel
- through a local telephone system
- through basic or enhanced 9-1-1
- through fire department monitoring of industry, business, residential, institutions, and the elderly, handicapped and medically at risk

Policy Requirements:

Every authority providing fire protection services shall ensure that communications is provided without interruption in its jurisdiction(s) 24 hours a day.

Quality Management Standards:

All personnel assigned communication/dispatch duties shall be trained to standards set by an appropriate standards setting body.

Quality and Performance Measures:

All authorities providing communications/dispatch/resource services should maintain the following measures of quality and performance.

They should analyze and assess:

- ease of access for operational supervisors
- time frames for receiving and dispatching emergency calls
- time frames for receiving and responding to general inquiries
- availability of data from other agencies

- thoroughness of emergency response data

Related Functions/ Considerations:

Emergency communications centres often provide support functions for the fire department. These may include:

- maintaining and repairing communications systems and components (both routine , emergency and back-up)
- providing technical support
- provide input for communications equipment specifications
- interface capability with other data systems

Codes, Standards, and Best Practices:

Codes, Standards, and Best Practices resources available to assist in establishing local policy on this assessment are available at <http://www.ofm.gov.on.ca>. Please feel free to copy and distribute this document. We ask that the document not be altered in any way, that the Office of the Fire Marshal be credited and that the documents be used for non-commercial purposes only.

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Practices

Public Fire Safety Guidelines

Subject Coding

PFSG 04-64A-12

Section

Communications/Resource Centre

Date

March 2001

Subject

Communications Best Practices

Page

Purpose:

To assist municipalities and fire service managers in the development of best practices and procedures which record benchmark times.

Introduction:

This guideline is a suggested model for fire department communications benchmarks.

- A key factor in determining the effectiveness of the delivery of fire protection is measuring the performance of the fire service in relation to the time the original call was received in relation to functions implemented on the fire ground or emergency scene.

Process:

While many benchmark times may be gathered and customised to meet local needs and circumstances, it is recommended that, as a minimum the following times and information be recorded mechanically or electronically by every communications centre;

- Date and time call originated
- Date and time call originally answered (9-1-1 or local)
- Date and time call conferenced (9-1-1)
- Date and time call answered by downstream agency (9-1-1)
- Date and time alarm dispatched
- Date and time alarm acknowledged

- Date and time each apparatus mobile
- Date and time each apparatus on scene
- Number of personnel on each apparatus
- Date, time and name of officer assuming command
- Date and time agent was applied
- Date, time and name if command is transferred
- Date and time "All Clear", *if applicable*
- Date and time "Under Control", *if applicable*
- Date and time "Loss Stopped", *if applicable*

Wherever possible fire service communication centre clocks should be synchronised with other public safety agencies serving the same area.

Service Delivery Implications:

There is a need to manage each of the components of the call-taking process in order to improve performance and efficiency to reduce the total intervention time at a fire emergency.

- A reliable communications system directly impacts on the ability of a fire department to provide effective fire protection to a service area.
- An effective system can result in reduced intervention time thereby reducing injuries, loss of life and property due to fires and other emergencies.
- An effective system contributes to a safer work environment for emergency responders and contributes to the timely response to non-emergency assistance to the public.

Policy Requirements:

Specific communications centre policy should be developed to establish:

- the maximum time allowed to answer incoming emergency lines
- the maximum time allowed to record and commit initial emergency incident data
- the maximum time allowed to alert fire crews
- the maximum time crews are allowed to depart station
- the maximum time allowed prior to initiating a second alert or implementing automatic/mutual aid if a station fails to answer or respond to an alarm
- identified circumstances that would allow communicators to automatically call for additional assistance without

direction from the incident commander.

- See NFPA 1221, for the percentage and time expectations for completion of tasks.

Codes, Standards, and Best Practices:

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See also;

PFSG

[04-64-12](#) Fire Service Communications Centres
NFPA 1221

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Communications Centres

Public Fire Safety Guidelines

Subject Coding

PFSG 04-65-03

Section

Communications/Resource Centre

Date

March 2001

Subject

Fire Service Communications Centres

Page

Purpose:

To assist municipalities and fire service managers in development and provision of fire service communication centres.

Introduction:

At the present time fire service communications services are delivered through a myriad of systems. These include dedicated fire service communications centres, other municipal communications centres such as local police, third party government communications centres such as OPP and Central Ambulance Communications Centres and third party private communications systems such as answering services and private telephone companies. Fire phones and telephone inter-connect systems are also used to a limited degree.

Development:

Since their inception, fire service communications systems have continued to evolve. Advances in technology have taken fire service communications to increasingly complex integrated multi-line telephone systems including 9-1-1, and multi channel radio systems supported by computer aided dispatch (CAD) and geographic information systems (GIS). Adequate technical support must be provided to maintain and improve these systems.

Related Functions:

If it is not possible for a fire department to provide dedicated fire service communicators, it is strongly recommended that a qualified third party agency provide the service.

Because of the increasingly specialized nature of fire service communications, it may not be possible for private third party providers to continue to deliver fire service communications services.

Fire department managers must have input into the operation and management of the selected communications delivery system. They must have the ability to address issues as they develop. Also, fire department concerns must form an integral part of the long-term planning process for the communications centre.

In those cases where multiple agencies combine to deliver this service, there is a need for a clear and concise operating agreement between the parties. The structure of the management committee should be incorporated into the operating agreement between the various agencies participating in the centre.

The following are areas of consideration for inclusion in agreements:

- parties involved
- intent of agreement
- extent of the fire department management role
- services to be purchased/provided
- define area(s) to be protected including map of the area (s) served, (if streets or roads are used as boundaries, are properties on and accessible from both sides of the street or road included?)
- apparatus and equipment to respond, personnel to respond - minimum and/or maximum number including any variations for different occurrences
- arrangements for extra assistance, if needed
 - costing arrangements, including;
 - annual costs
 - any administrative fees
 - payment schedule including any special arrangements relative to ancillary services
- provisions for failing to supply the services, or any part thereof

- authority to contact communicators directly by specific persons
- provisions for amending the agreement
- provisions for terminating the agreement
- arbitration (dispute resolution) clause(s) in case of disagreement regarding the intent of any provision of the agreement

The fire department should seek advice and input in development of the agreement from its municipal solicitor.

Because of increasing complexity of fire services communications, wherever possible, dedicated fire service communicators should provide services. The call takers must elicit proper and full information from the caller, provide appropriate instructions to the caller, and transfer appropriate information to the responders.

Regardless of how the service is delivered, it is critical that all fire service communicators receive training that reflects the unique nature of fire service communications. While a number of agencies provide training for communicators, fire service communicators must also be trained to:

- support the incident management system used by the fire service
- support the accountability and entry control systems used by the fire service
- support the functions of the safety officer at an emergency incident
- support personnel working in a potentially violent situation

Codes, Standards, and Best Practices:

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See also;

PFSG

[04-64-12](#) Communications Centre/Resource Centre

[04-64A-03](#) Communications Best Practices

Ontario Fire Service Communicator Standard

NFPA 1221

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Public Fire Safety Guidelines

 Subject Coding
PFSG 04-81-01

 Section
Training & Education

 Date
August 1998

 Subject
Station Training Practices

Page

Purpose:

This guideline provides suggested procedures regarding the delivery of station training programs.

Introduction:

- Training and educational resource programs express the philosophy of the organization they serve and are central to its mission.
- Increased fire service expectations and evolving suppression and apparatus technology have expanded the role of fire service personnel.

Service Delivery Implications:

- A key factor in the success of fire suppression activities is the performance of members of the organization.
- This performance level is achieved and maintained through a comprehensive training program.
- One critical component of this training program is training carried out within the fire station.
- Learning resources should include a library as well as audio visual material.
- Training staff should provide services which encourage and stimulate competency, innovation, and increased effectiveness.

Service Delivery

Options:

- The training program content should be coordinated with the needs of department personnel and available resources in the community.
- Training officers should:
 - provide performance standards
 - develop training schedules
- Within the fire station an officer or other qualified person may deliver the training program.

Policy Requirements:

- The fire department should have a training program and policy that ensures personnel are trained and competency is maintained to effectively, efficiently, and safely execute all responsibilities consistent with the department's mandate.
- The training program should be consistent with the fire department mission statement and meet its organizational needs
- The program must be consistent with legal requirements for training
- Company officers should be responsible for the on-going, in-service training of members of the company assigned to them.
- Sufficient time should be spent on company (in station) training during tours of duty in full time departments, and at convenient times for volunteers, to ensure required proficiencies are met.
- Training should be in the form of self directed learning, classroom instruction, practice drills, familiarization tours and pre-fire planning.

Quality Management Standards:

- The effectiveness of the training program should be evaluated through fire department performance at emergency incidents as well as training simulations and exercises.

This evaluation should ensure that:

- training is uniform
- fire department procedures are followed properly

Quality and Performance Measures:

- Company officers should periodically evaluate members assigned to their company to determine:
 - training objectives have been achieved
 - the training has been effective for each member
 - elements of individual performance evaluations, when required

Codes, Standards, and Best Practices:

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Additional References:

- Ontario Firefighter and Company Officer Training Curriculums
- Ontario Firefighter and Company Officer Standards

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Volunteer Recruitment and Retention Downloads

Resource Book

Format		Size
	VR&R Resource Book.exe (includes all tools and templates in a self-extracting zip file)	42mb

Individual Tools and Templates

Format		Size																					
	01 Overall Program.exe contains: <table> <tr> <td></td> <td>01-1 Recruitment Responsibilities.doc</td> <td>1.5mb</td> </tr> <tr> <td></td> <td>01-2 Recruitment and Retention Plan.doc</td> <td>1.5mb</td> </tr> <tr> <td></td> <td>01-3 Satisfaction Survey.doc</td> <td>1.5mb</td> </tr> <tr> <td></td> <td>01-4 SWOT ANALYSIS.doc</td> <td>3.2mb</td> </tr> <tr> <td></td> <td>01-5 POLICY TEMPLATE.doc</td> <td>1.9mb</td> </tr> <tr> <td></td> <td>01-6 Personnel File Audit.doc</td> <td>1.5mb</td> </tr> <tr> <td></td> <td>01-7 Business Case Considerations.doc</td> <td>1.7mb</td> </tr> </table>		01-1 Recruitment Responsibilities.doc	1.5mb		01-2 Recruitment and Retention Plan.doc	1.5mb		01-3 Satisfaction Survey.doc	1.5mb		01-4 SWOT ANALYSIS.doc	3.2mb		01-5 POLICY TEMPLATE.doc	1.9mb		01-6 Personnel File Audit.doc	1.5mb		01-7 Business Case Considerations.doc	1.7mb	4.4mb
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	07 Leadership, Empowerment.exe contains:  07-01 Vision, Mission and Values.doc 1.7mb  07-02 How to Delegate.doc 1.5mb  07-03 Continuous Improvement Form.doc 1.7mb  07-04 Volunteer Feedback Form.doc 1.7mb  07-05 Problem Solve.doc 1.5mb  07-06 Duty Shift Sign Up Sheet.doc 1.5mb

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