

Cape Breton Regional Municipality

Fire & Emergency Services Committee

Special Meeting

AGENDA

Monday, June 29th, 2015

9:30 a.m.

**Council Chambers
2nd Floor, Civic Centre
320 Esplanade, Sydney, NS**

Committee Members:

Deputy Mayor George MacDonald
Mayor Cecil P. Clarke
Councillor Clarence Prince
Councillor Ivan Doncaster
Councillor Kevin Saccary
Councillor Lowell Cormier

Cape Breton Regional Municipality

Fire & Emergency Services Committee

Special Meeting

Monday, June 29th, 2015

9:30 a.m.

AGENDA

Roll Call

1. Fire Services in Nova Scotia - (Power Point Presentation): Spokesperson, Mr. Harold J. Pothier, Fire Marshall
2. Overview of the Provincial Fire Services Report and its potential effect on CBRM's fire service: Spokesperson, Mr. Harold J. Pothier, Fire Marshall

Adjournment



Fire Services in Nova Scotia

Presentation to CBRM, Fire
Services Committee
June 29, 2015



Objectives

- Share highlights of Fire Services Report
 - Background Info
 - Themes/Recommendations
- Discuss platform for communication/
collaboration on important issues of
mutual interest
- Going forward and Next Steps



How we got here - Fire Services Report

- **Fire Services Association of Nova Scotia**
 - Provide strong voice for fire services
 - Have identified long standing issues in fire services
 - Common themes include standards and governance
- **Nova Scotia Fire Services Advisory Committee**
 - Advise our Minister on legislation and policies with respect to the delivery of fire services
 - Reviewed concerns of Association, and presented issues to Minister(s) for consideration/resolution
 - Deputy Ministers' table (LAE, SNSMR, DOJ, DHW, DNR) was convened in 2011
 - Senior Officials group of various departments was established



Role of Senior Officials Committee

- Analyze current state of programs/funding, examine issues, and make recommendations to Deputies
- Analysis included literature review, jurisdictional review, and metrics (system design and performance)
- Identify level of impact, time frame, and level of effort for each recommendation
- NO financial analysis was conducted
- There was no consultation/input beyond this committee to generate this particular report



Fire Services Report

- A total of sixteen (16) Recommendations
- Identified key themes: Governance and Authority, Accountability, Operations, Finance, Equipment and Vehicles, Tactical Communications, Training, Human Resources and Interoperability

**It is recognized that there are serious implications with implementing any of the recommendation, and that engagement/consultation with stakeholders would be required*



Success Stories

- Expertise and successful models that we can leverage
 - Fire Service Coordinator - Cumberland, Kings, Guysborough, Chester, etc
 - Shared Services Models
 - Procurement



Potential Opportunities...

- Start the conversation and actively engage fire services and UNSM
- Improve communications/collaboration for all participants involved – AMA, UNSM, fire services and the province (DMA)
- Establish an effective forum to discuss and advance issues of mutual interest
 - Response to AG recommendations, shared services, and issues for fire services in NS



Next Steps

- Determine an appropriate platform to facilitate discussion and co-operation
- Made presentation to UNSM March, FSANS April, AMANS May
- FSSOC report released June
- Ascertain what, if any, are possible next steps as it relates to these recommendations



Next Steps

Form Stakeholders Joint Committee (UNSM, AMA, FSANS, DMA)

Develop TOR, SOW for Stakeholders Joint Committee

Provide / Facilitate platform for discussions



- Comments / Questions



Nova Scotia Fire and Associated Services

**Fire Services Senior Officials Committee
Report**

December 14, 2012

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Executive Summary

The Fire Services Senior Officials Committee (FSSOC) was established on January 30, 2012 by the Fire Service Deputy Ministers Standing Committee to examine current fire and associated services in Nova Scotia. Participation included senior staff from the Nova Scotia Departments of Labour and Advanced Education (Office of the Fire Marshal); Justice (Emergency Management Office); Health and Wellness; Service Nova Scotia and Municipal Relations; Natural Resources; and Transportation and Infrastructure Renewal.

The FSSOC was mandated to finalize a report by December 31, 2012 with recommendations concerning:

- opportunities to better align and coordinate fire and associated services throughout the province;
- opportunities for efficiencies and to minimize risk to communities and responders; and
- the future governance and operations of the fire and associated services in Nova Scotia.

In the course of developing the recommendations presented in this report, the FSSOC conducted an extensive literature review of previous Nova Scotia reports related to fire and associated services and completed a jurisdictional comparative analysis between fire and associated services in Nova Scotia and all other provinces and territories in Canada.

This report presents 16 recommendations associated with the key themes of governance and authority; accountability; operations; finance; equipment and vehicles; tactical communications; training; human resources; and interoperability. Included in the recommendations is an engagement process that identifies the priorities, timeline and level of effort required to enable implementation of the recommendations.

Background

As detailed in the Nova Scotia *Fire Safety Act*, the Office of the Fire Marshall (OFM) oversees fire prevention and fire investigation. Fire and associated services delivery is a shared responsibility between municipal fire departments and the Department of Natural Resources (DNR) which oversees wildland fires. Municipalities decide for themselves the level of fire suppression they wish to have based on the known risk.

Membership

The following provincial senior officials participated in the FSSOC:

Russell Stuart (Chair)
Director, Health Services
Emergency Management,
Health and Wellness

Harold Pothier
Fire Marshal, Labour and
Advanced Education

Tony Eden
Director, Ground Ambulance,
Emergency Health Services,
Health and Wellness

Bruce Langille
Director, Risk Management,
Transportation and
Infrastructure Renewal

Julie Towers
Executive Director, Renewable
Resources, Natural Resources

George Muisse
Emergency Management
Planning Officer, Emergency
Management Office, Justice

Dave Smith
Provincial Director of Planning,
Service Nova Scotia and
Municipal Relations

Anne Partridge
Director, Conciliation and
Labour Tribunals, Labour and
Advanced Education

Mandate

The FSSOC was mandated to review and analyze fire and associated service delivery in the province. The associated services include, but are not limited to:

- hazardous material response;
- ice, water and confined space rescue;
- vehicle extraction; and
- medical first response.

This report focuses on the key themes of governance and authority; accountability; operations; finance; equipment and vehicles; tactical communications; training; human resources; and interoperability.

The FSSOC was mandated with identifying:

- opportunities to better align and coordinate services throughout the province;
- opportunities for efficiencies and the minimization of risk to communities and responders; and
- recommending future governance and operations structures of the fire and associated services in Nova Scotia.

Objectives

The work of the FSSOC was divided into three phases, namely:

- **Phase I:** Analysis
- **Phase II:** Coordination, Engagement Process and Going Forward
- **Phase III:** Recommendations

PHASE I: Analysis

Based on research methods, the FSSOC produced analysis of fire services in Nova Scotia and the overall state of fire services and governance in Canada.

Literature Review

For the literature review, 10 reports, dated 1974-2009, were analyzed. Subject matter experts validated and updated the status of the recommendations contained within these reports. (see Annex B)

Jurisdictional Review

The jurisdictional review consists of a comparative analysis between fire and associated services in Nova Scotia and all other provinces and territories in Canada. (see Annex C)

Metrics

Additionally, in the first phase of the work of the FSSOC, the committee developed metrics to provide contextual measurements for system design and system performance. (see Annex D)

Key Themes

Aggregated findings of literature and jurisdictional reviews identified the following key themes:

Governance and Authority

The relevant Acts and the responsibilities of the various government departments and levels of government.

Accountability

The mechanisms in place to ensure the system adheres to quality standards and is responsive to the proper authority.

Operations

The consistency of service throughout a jurisdiction.

Finance

The budget parameters and the costs of administering the system.

Equipment and Vehicles

The extent to which fire departments are equipped with the same or comparable equipment.

Tactical Communications

The public access points and dispatch systems.

Training

The training requirements for firefighters.

Human Resources

Staffing levels and the mix of professional and volunteer firefighters.

Interoperability

The extent to which various emergency responders can 'speak to each other' in an emergency response situation.

PHASE II: Coordination, Engagement Process and Going Forward

The work of Phase II encompasses the defining of an engagement process to implement the recommendations; a summary of the roles and responsibilities of the various government departments involved in the fire and associated services; and a prioritization of the recommendations.

Engagement Process

The design of an effective engagement process to facilitate the solicitation of input from various stakeholders into the issues and opportunities to improve and strengthen fire and associated services.¹

In developing the 16 recommendations, the following criteria were identified in order to develop an effective engagement process:

Impact:

- The impact for the recommendations is defined as high, medium or low. This distinction defines the impact the implementation of the recommendation will have on the fire and associated services.

Time to Implement:

- The timeline for implementation is broken down to 0 to 2 years, 3 to 5 years or five plus years. The purpose for these periods recognizes that certain recommendations need to be implemented before other recommendations can be achieved.

Level of Effort:

- The level of effort to implement the recommendations is defined as either low, moderate or difficult. There are a

¹ TOR

number of factors that were considered in providing this analysis.

A table summarizing the recommendations, impact, timeline and level of effort is contained at the end of this report. Additionally, a graphic depiction of the recommendations, impact, timeline and level of effort is contained in Annex E.

Roles and Responsibilities

A review of roles and responsibilities of various provincial government departments to ensure better coordination of programs and services, including collaboration with and at all levels of government.²

In defining the roles and responsibilities of the various Nova Scotia government department involved in fire and associated services, a table was developed that details the departments; program or service; annual funding in dollars; and any other investments. (see Annex F)

Additionally, list of stakeholders was developed that identifies fire, municipal, provincial, federal and private departments, agencies, committees or organizations that have a role in fire and associated services. (see Annex G)

Priorities

The determination of key areas for development and improvement, and priorities for the next 3-5 years.³

In defining key areas for development and improvement, the recommendations were further prioritized to 0-2 years, 3 – 5 years and 5 plus years. This was considered necessary since some recommendations are contingent on earlier work being complete.

² Ibid

³ Ibid

PHASE III: Recommendations

The FSSOC developed 16 recommendations related to the key themes of governance and authority; accountability; operations; finance; equipment and vehicles; tactical communications; training; human resources; and interoperability.

Each of the recommendations identify the level of impact, time frame, and level of effort information.

The discussion for each recommendation has been developed through consideration of the literature and jurisdictional reviews where applicable.

A table with a summary of the recommendations is contained at the end of this report.

Governance and Authority

1 - Centralize Emergency Services

Centralized Emergency Services governance and authority provided by fire services including prevention, suppression, specialty teams and investigations within a single provincial department within the NS government. Assign accountability within an existing department or create a public safety department that would be province led with governance, not oversight, accountability.

Impact - high

Timeline - 2 years

Level of Effort - difficult

Discussion

Nova Scotia houses the governance responsibilities for fire prevention in a separate department from that of emergency management. The majority of provinces and territories house these responsibilities in the same department.

Nova Scotia is unique in housing structural fire prevention, structural fire suppression, wildland fire suppression and emergency management responsibilities in different

departments. Manitoba is the only other jurisdiction that separates the governance of all three.

One province, Alberta, has a Safety Codes Council which represents all disciplines related to public safety in the built environment, advises the Minister on any issues regarding safety, and also acts as an appeal board for any decisions made by a safety codes officer.

References "Graham Report 1974"; "FSANS position paper 2009"; "Fire and Emergency Services Scan of Canadian Provinces and Territories Report of the Fire Services Senior Officials Committee" p.6; p.12; p.16

2 - Municipalities Work Together

In collaboration with the province, municipalities work together to provide local leadership for integrated, and efficient, sustainable fire service for all communities in Nova Scotia.

Impact – high

Timeline – 2 years

Level of Effort – moderate

Discussion

Most provinces and territories give municipalities the authority to determine for themselves if they want to have fire services, and to what level.

However, Nova Scotia does not have a quality assurance process for municipal fire prevention and suppression and this should become a priority through a collaborative effort with the municipalities to achieve consistent service standards.

References: FSANS position paper 2009; "Graham Report" 1974; "Fire and Emergency Services Scan" p.5; p.17; p.18

Accountability

3 - Performance Based Reporting

Develop a performance based reporting system to support the collection of data and information for all fire service activities in the province including operational, financial and administrative.

Impact - high

Timeline - 2 years

Level of Effort - difficult

Discussion

Most provinces and territories require at least some formal reporting from municipal fire departments on a regular basis. There is a mix of systems in use, including custom designed in-house databases. Several provinces and territories use the Flexible Data Management (FDM) system.

A coordinated and comprehensive data collection system could be supported by establishing a unified dispatch service.

There are reporting requirements in existing legislation but these mechanisms are not coordinated or comprehensive of the system of fire and associated services.

The metrics provide the contextual measurements for system design and system performance. (see Annex D)

References: "Auditor General's Report 2010" recommendation 6.11; "Graham Commission 1974"; "Threat and Risk Assessment of the Volunteer Public Safety Dispatch and Paging/Notification Services in Nova Scotia"; Fire and Emergency Services Scan" p.22

Operations

4 - Standards for Emergency Services

Establish standards for emergency service activities including staffing, training, response configuration, vehicles and equipment, telecommunications, and interoperability.

Impact - high
Timeline - 3 to 5 years
Level of Effort - difficult

Discussion

Almost all provinces and territories currently give local authorities the option of providing certain services, as opposed to a directive to do so. Each municipality decides what level of service they want to provide, if any. This can lead to differences in capacity and capability. The level of local service depends on the ability of the community to support it, including factors such as local leadership and taxation.

As noted previously, Alberta, New Brunswick, Newfoundland and Labrador, and Quebec provide some amount of equipment to municipal fire departments. This can help ensure common standards for equipment.

Nova Scotia does not have established training standards or subsidized training for municipal fire fighters.

Important considerations are the potential for fire services to be rebranded as part of a multi-jurisdictional and province-wide emergency service and, rationalizing the numbers and strategic placement of fire halls in the province.

References: "FSANS position paper 2009"; "Fire and Emergency Services Scan" p.31

Finance

5 - Standard Insurance

Establish one standard insurance program for all public fire departments in the province.

Impact - medium
Timeline - 2 years
Level of Effort - low

Discussion

Risk assurance and net cost savings inform the recommendation to pursue a cost recovery, potentially bulk

purchase, insurance program for both municipalities and local fire services organizations, with levies based on per organization volume of operations, equipment and staffing.

References: "Moody Report 1984"

6 - Coordination and Efficient Utilization of Provincial Programs

Coordination and efficient utilization of provincial programs, services and funding, e.g. training, equipment, fire school grants, communications, etc.

Impact - low

Timeline - 2 years

Level of Effort - low

Discussion

Most provinces and territories apart from Nova Scotia have standards for equipment, or processes to ensure quality equipment is used in the fire service. Alberta, New Brunswick, Newfoundland and Labrador, and Quebec provide some amount of equipment to municipal fire departments which facilitates standardization.

A review and rationalization of the current grants regime should be undertaken to facilitate better access to funding by local fire services organizations.

References: "Moody Report 1984"; "FSANS position paper 2009"; Fire and Emergency Services Scan" p.47

7 - Appropriate Funding

Determine appropriate funding programs, and sources of revenue provided by the province; e.g. for training and insurance; and by the municipality, e.g. operations and staffing.

Impact - high

Timeline - 2 years

Level of Effort - moderate

Discussion

By example, Manitoba's Office of the Fire Commissioner operates as a Special Operating Agency. The OFC consequently

is mainly financially self-sufficient, with most revenue generated from a tax levy, and from tuition fees at the emergency services college. The OFC presents an annual business plan to the provincial Treasury Board in order to receive any government funding.

Manitoba is the only jurisdiction in Canada where a tax levy goes directly into the budget of the OFC. In all other jurisdictions, the dollars go into the provincial and territorial general revenues.

While potentially politically sensitive should levied funds not go to general revenue, there may be alternatives worth exploring such as more funding from the Province for the fire services (OFM) from the annual fire tax levy.

References: "Graham Report 1974"; "Fire and Emergency Services Scan" p.9

8 - Service Fees

Establish appropriate service fees for fire and related services in NS.

Impact - medium

Timeline - 3 to 5 years

Level of Effort - moderate

Discussion

A consistent and fair schedule of service fees could link the municipal tax rate to responses for fire and associated services in each municipality through the concept of user pay.

References: N/A

9 - Procurement and Bulk Purchasing

Explore single procurement/ bulk purchasing and materiel management (Personal Protective Equipment (PPE), Vehicles, Fuel, Uniforms, and Telecommunications, etc.)

Impact - medium

Timeline - 2 years

Level of Effort - low

Discussion

In Nova Scotia, medical responders' consumable supplies are provided through Emergency Health Services. Most fire departments, with the exception of Halifax and Cape Breton Regional Municipalities, acquire their supplies either through the department or the municipality. Efforts are currently being made to coordinate bulk purchasing through municipalities and fire departments.

References: "Moody Report 1984"; "Fire and Emergency Services Scan" p.40

Equipment and Vehicles

10 - Minimum Standards for Equipment and Vehicles

Establish minimum standards and specifications for vehicles and equipment used by fire departments in delivery of emergency services in NS, including technical specifications, service and maintenance schedules.

Impact – high

Timeline – 3 to 5 years

Level of Effort – moderate

Discussion

Unlike other jurisdictions, Nova Scotia does not have established standards for equipment.

As stated previously under Recommendation #5, most provinces and territories apart from Nova Scotia have standards for equipment, or processes to ensure quality equipment is used in the fire service. Alberta, New Brunswick, Newfoundland and Labrador, and Quebec provide some amount of equipment to municipal fire departments which facilitates standardization.

References: "Moody Report 1984"; "Select Committee on Fire Safety 2002"; "Fire and Emergency Services Scan" p.38

Tactical Communications

11 - Dispatch Response System

There should be a coordinated Dispatch Response System in Nova Scotia.

Impact - high

Timeline - 3 to 5 years

Level of Effort - difficult

Discussion

Nova Scotia's fire dispatch is managed solely at the local level. Most provinces and territories have some dispatch services managed at the local/municipal level. In six jurisdictions dispatch is managed exclusively at the local level, in the others, it is split between provincial and territorial management for some communities and local management for others.

As noted under Recommendation #3, the establishment of a unified dispatch service would support a provincial scope coordinated and comprehensive data collection system.

A coordinated effort in deploying resources and responding to emergency needs supports the provincial fire services' ability to provide rapid and effective emergency response.

References: "Threat and Risk Assessment 2007"; "Select Committee on Fire Safety 2002"; "Fire and Emergency Services Scan" p.40

12 - Telecommunications Interoperability

Fire Services has telecommunications capabilities to provide interoperability amongst fire service providers and linked with other emergency service providers.

Impact - high

Timeline - 5+ years

Level of Effort - difficult

Discussion

Each fire department in Nova Scotia is provided with TMR communications radios from the Department of

Transportation and Public Works' Public Safety Division. This provides interoperability possibilities between fire and other emergency response agencies.

Nova Scotia has more interoperable radio and telecommunications system for fire and emergency responders than most other provinces and territories; however, this varies from jurisdiction to jurisdiction.

A further enhancement would be the installation of the TMR system in every fire service vehicle.

References: "Moody Report 1984"; "Threat and Risk Assessment of the Volunteer Public Safety Dispatch and Paging/Notification Services in Nova Scotia"; "Fire and Emergency Services Scan" p.42

Training

13 - Training Standards

Develop a uniform training standard for the fire and associated services.

Impact - high

Timeline - 5+ years

Level of Effort - difficult

Discussion

Most jurisdictions have standards for fire fighter training and education, promoting consistency of service.

Nova Scotia does not have established training standards.

Efforts to standardize training will need to be mindful of impacts on recruitment and retention, as well as costs associated with standards oversight.

References: "Hollett Report 1994"; "FSANS position paper 2009"; "Fire and Emergency Services Scan" p.30

14 - Single Training Authority

Establish one training authority to maintain standard for fire services training and education. Such training includes initial

training, and in service skills maintenance and upgrading to new standards.

Impact - high

Timeline - 3 to 5 years

Level of Effort - difficult

Discussion

Ontario's Fire Marshal, under the Fire Protection and Prevention Act, has the duty to develop training programs and evaluation systems for persons involved in the provision of the fire protection services and to provide programs to improve practices relating to fire protection services.

Quebec's provincial fire services legislation establishes a firefighting school.

References: "Moody Report 1984"; "Hollett Report 1994" p.24; "Fire and Emergency Services Scan" p.15

Human Resources

15 - Policy for Incentives

Establish a provincial policy for non-remunerative incentives, e.g. honoraria, incentives, medals, achievement awards.

Impact - medium

Timeline - 5+ years

Level of Effort - moderate

Discussion

Nova Scotia has a mix of professional and volunteer firefighters working in full time, composite, volunteer and industrial departments. Some fire services provide compensation based on attendance, which can be considered part-time employment.

While the proportions and percentages differ from jurisdiction to jurisdiction, every jurisdiction has a mix of professional and part time firefighters. Ten percent of Nova Scotia's fire departments overall have paid staff.

Some communities have a high turnover rate in fire departments, which leads to a loss of corporate knowledge and potential inconsistencies in procedures and services.

Rural depopulation over time has led to insufficiently staffed fire departments. In some communities, this was followed by re-population, which created more pressures and demands on already understaffed fire departments. Smaller municipalities have difficulties having enough members on their fire departments.

References: "FSANS position paper 2009"; "Moody Report 1984"; "Fire and Emergency Services Scan" p.5

Interoperability

16 - Mutual Aid Agreements

Establish requirements for mutual aid agreements among emergency services.

Impact - medium

Timeline - 3 to 5 years

Level of Effort - moderate

Discussion

Most fire departments in Nova Scotia have mutual aid agreements in place. However, there is minimal consistency of content and scope within these agreements. In Nova Scotia, the OFM plays no role in formulating these agreements.

Developing consistency in mutual aid agreements would promote efficiencies in service delivery, response effectiveness and geographic coverage contributing to higher levels of integration and risk assurance.

References: "Moody Report 1984" p.61; p.52; "Fire and Emergency Services Scan" p.43

Conclusion

In developing the 16 recommendations related to the fire and associated services in Nova Scotia, a literature review was conducted that examined 10 reports dating from 1974 to 2009 and a jurisdictional analysis was completed that compared fire and associated services in Nova Scotia with the other provinces and territories in Canada. This analysis identified the key themes of governance and authority; accountability; operations; finance; equipment and vehicles; tactical communications; training; human resources; and interoperability. In addition, the committee developed metrics to provide contextual measurements for system design and system performance.

An engagement strategy was developed that identified the impact, time line and level of effort for implementing each of the recommendations. This analysis, combined with identification of existing departments, program, services, annual funding and stakeholders, defines the necessary components for the successful engagement strategy for implementing the 16 recommendations.

The FSSOC would like to acknowledge their appreciation to the Fire Services Deputy Ministers Standing Committee for the opportunity to participate in this work and wish them success in implementing the recommendations.

Summary of Recommendations

Summary of Recommendations		Impact	Timeline (years)	Level of Effort
Governance and Authority	1. Centralize Emergency Services	High	2	Difficult
	2. Municipalities Work Together	High	2	Moderate
Accountability	3. Performance Based Reporting	High	2	Difficult
Operations	4. Standards for Emergency Services	High	3-5	Difficult
Finance	5. Standard Insurance	Medium	2	low
	6. Coordination and Efficient Utilization of Provincial Programs	low	2	Low
	7. Appropriate Funding	High	3-5	Moderate
	8. Service Fees	Medium	2	Moderate
	9. Procurement and Bulk Purchasing	Medium	3-5	Low
Equipment and Vehicles	10. Minimum Standards for Equipment and Vehicles	High	3-5	Moderate
Tactical Communications	11. Dispatch Response System	High	3-5	Difficult
	12. Telecommunication Interoperability	High	5+	Difficult
Training	13. Training Standards	High	5+	Difficult
	14. Single Training Authority	High	3-5	Difficult
Human Resources	15. Policy for Incentives	Medium	5+	Moderate
Interoperability	16. Mutual Aid Agreements	Medium	3-5	Moderate

Annex 'A'

TERMS OF REFERENCE

Fire Services Senior Officials Committee (FSSOC)

Mandate:

Deputy Ministers of key provincial government departments have identified an interest to review the fire and associated services in Nova Scotia. These associated services may include, and are not limited to HazMat, ice / water and confined space rescue, vehicle extrication, and medical first response.

The Fire Services Senior Officials Committee is established to examine fire and associated services in Nova Scotia. This will specifically include a review and recommendations related to:

- opportunities to better align and coordinate services throughout the province;
- opportunities for efficiencies, and to minimize risk to communities and responders; and
- the future governance and operations of the fire and associated services in Nova Scotia.

Deliverables will include recommendations related to C3 Governance (coordination, cooperation / collaboration, consistency), operations, communications, interoperability, human resources accountability, stakeholder participation, finance, vehicle equipment and facilities.

Objectives:

The Objectives of this committee are as follows:

Phase I: Analysis (to be completed by July 31, 2012)

- a. conduct a literature review of previous analysis that relates to fire and associated services in Nova Scotia;
- b. provide an analysis of the current status of fire services in Nova Scotia and the overall state of the Fire Service and governance in Canada, including resources (human, equipment, vehicles and supplies), interoperability, accountability, communications / dispatch, risk management, dependencies, costs, expenditures and funding both at the provincial and municipal levels;
- c. Gather and find sources of statistical information/data that will build a business case, identify opportunities, and inform decision making on the go forward; and
- d. Identify key issues to be addressed (and outcomes to be achieved).

Phase II: Coordination, Engagement Process and Going Forward (to be completed by November 1, 2012)

- a. Design an engagement process for review by Deputies to solicit input from various

- stakeholders into issues and opportunities to improve and strengthen fire and associated services in the province.
- b. Review roles / responsibilities of various provincial government departments to ensure better coordination of programs/services including collaboration with and at all levels of government.
 - c. Determine key areas for development / improvement and priorities for the coming 3-5 years.

Phase III: Draft Report and Recommendations (to be completed by December 31, 2012)

- a. Provide a draft report and recommendations to the Fire Services Deputy Ministers Standing Committee.

Phase IV: Final Report and Recommendations (to be completed by December 31, 2013)

- a. Provide a final report and recommendations to the Fire Services Deputy Ministers Standing Committee.

Membership:

Representation in the FSSOC is as follows:

- a. Labour and Advanced Education
 - Project Director, Safety Branch Fire Marshall
- b. Service NS and Municipal Relations
- c. Transportation and Infrastructure Renewal
 - Risk Management
 - Public Safety Communications
- d. Health and Wellness
 - Health Services Emergency Management (HSEM) (Chair)
 - Emergency Health Services (EHS)
- e. Natural Resources
- f. Justice
 - Emergency Management Office (EMO)

Reporting Relationship:

The Fire Services Senior Officials Committee is accountable to the Fire Services Deputy Ministers Standing Committee.

Meeting Frequency:

Meetings will occur monthly or as requested by the Chair.

Resource Requirements:

Labour and Advanced Education shall provide logistics and meeting coordination, minutes / recordkeeping and research / statistical support to the committee.

Each participating department is responsible for all associated costs for membership in this committee.

Tenure:

This committee will sunset once Phase IV, Final Report is complete.

Date Approved:

Signed by:

Chair, FSSOC

Signed by:

Chair, Fire Services Deputy Ministers Standing Committee

ANNEX B - Literature Review

An Assessment of Selected Past Reports Regarding
the Efficiency and Effectiveness of

Nova Scotia Emergency Services

Fire Services Senior Officials Committee

Version 2.0

11 July 2012

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Executive Summary

Essentially, the analysed reports cover a range of emergency services that were assessed periodically over a period of thirty-five (35) years. Of all the services, it appears from these reports that EHSNS has had the most successful transition over time. Since 1995, when a reform of the system began, the province has benefited from highly trained paramedics, innovative programs (Community Paramedicine – Long and Briar Islands) and ambulances equipped with state of the art technology.

Fire Services, however, have often struggled to gain the attention of policy makers, and have seen necessary legislation delayed time and again. While there were undoubtedly some efforts made to aid and improve the largely volunteer service, its needs and concerns don't appear to have been a priority in the past. One report (1994: Setting the Course) points to a hierarchy that discouraged input from Fire Chiefs and cited problems similar to those discovered ten years earlier during a study by a Select Committee of the Legislature. At times, improvements proved to be temporary at best. For example: In 1984, after appearing before the Select Committee, the Volunteer Fire Departments were pleased to have their request for a Field Extension Program realized, only to have the NS Fire School, in subsequent years, redirect its provincial funding elsewhere, and offer reduced training on a cost-recovery basis only. This issue was not addressed until 1994.

Terms of Reference:

Deputy Ministers of key provincial government departments have identified an interest to review the fire and associated services in Nova Scotia. These associated services may include, and are not limited to HazMat, ice/water and confined space rescue, vehicle extrication, and medical first response.

The Fire Services Senior Officials Committee (FOSSC) was established to examine fire and associated services in Nova Scotia. Specifically the FOSSIC will review and provide recommendations related to:

- opportunities to better align and co-ordinate services throughout the province;
- opportunities for efficiencies, and to minimize risk to communities and responders; and
- the future governance and operations of the fire and associated services in Nova Scotia.

Deliverables include recommendations related to C3 Governance (co-ordination, co-operation / collaboration, consistency) operations, communications, interoperability, human resources accountability, stakeholder participation, finance, vehicle equipment and facilities.

Participation in the FSSOC includes representatives from the following departments:

- a. Labour and Advanced Education

- Project Director, Safety Branch (Chair)
 - Fire Marshall

- b. Service NS and Municipal Relations

- c. Transportation and Infrastructure renewal
 - Risk Management

- d. Health and Wellness
 - Health Services Emergency Management (HSEM)
 - Emergency Health Services (EHS)

- e. Natural Resources

- f. Justice
 - Emergency Management Office (EMO)

The FSSOC is accountable to the Fire Services Deputy Ministers Standing Committee.

This report addresses Phase I: Analysis; a. conduct a literature review of previous analysis that relates to fire and associated services in Nova Scotia

Methodology:

A list of the ten (10) reports that were reviewed is contained in Annex A to this document. Six (6) reports were available on-line and the remaining four (4) were obtained from the Nova Scotia Legislative Library. The Committee examined each in detail, and has provided a summary and analysis, including detailed issues and recommendations for each document. A compilation of the recommendations, compiled according to issue, is appended.

**I. The Graham Commission (1974)
Report of the Royal Commission on
Education, Public Services and Provincial -
Municipal Relations
- Chapter 14: Fire Protection -
John F. Graham, Chair
1974**

A 3-member Royal Commission, chaired by Professor John F. Graham of Dalhousie University's Department of Economics, was struck by the House of Assembly on March 31, 1971 and on June 27, 1974, presented its final report. What became known as the "Graham Commission Report", covered a wide range of provincial and municipal public service issues. The focus of this analysis, however, is Chapter 14: Fire Protection.

Methodology:

Over the course of three years, the Graham Commission did extensive research into all aspects of fire service delivery, consulted with experts and practitioners in all relevant fields and solicited public input. The result was a multi-volume report that subsequently became, for many years, a primary reference for municipal and provincial public service reforms.

Summary:

In it, the Graham Commission noted that in 1972 there were approximately 432 full time paid firemen and 115 volunteer firemen in the cities of Halifax, Dartmouth and Sydney; about 44 full time paid firemen and 1500 volunteer firemen in the towns; and approximately 5,000 volunteer firemen in the rural municipalities. While these firemen were undoubtedly carrying out an essential service, the Commission discovered some critical flaws in the system.

Municipal government responsibilities for fire services, for example, were inconsistent at best; the provincial government – due to an understaffed Office of the Fire Marshal – was unable to conduct any realistic assessment of municipal or rural fire protection requirements; fire training facilities were inadequate and in some cases, non-existent; and volunteer services were woefully under-resourced.

Conclusion:

The Commission believed that the best way to address these systemic issues was to create an entirely new management structure, responsible for the administration of fire protection services – both urban and rural. They noted that while improvements would occur gradually, that Nova Scotians would in time have a much more efficient and consistent province-wide fire service.

Issues and Recommendations

Operations

Issues	Recommendations	Status
<p>Legislation</p>	<ul style="list-style-type: none"> • Introduce an <i>Act to Incorporate Volunteer Fire Departments</i> in the legislature. 	<p>Incomplete: There have been several Bills introduced but they have appeared to die. Provisions have been made that FD's may become incorporated but not in other manners</p>
<p>County Councils</p> <p>In its study of municipal governance, the Commission recommended the establishment of 11 County Councils; and noted, in Chapter 14, that each of those Councils should be responsible for administering all fire services (urban and rural) within their jurisdiction.</p>	<ul style="list-style-type: none"> • That, in each of the three metropolitan counties – Halifax, Pictou and Sydney – the city and town fire departments should be combined to form a single fire department. • That, in the remaining 28 towns, fire departments should become either incorporated or unincorporated fire departments of the County Council. <p>That each Council should:</p> <ul style="list-style-type: none"> • Appoint a full-time or part-time County Fire Chief, who among other things would provide advice to the Council through the Council's Works and Development Committee. • Approve and review appropriate fire standards by-laws with respect to new buildings and structures, fire escapes, fire hazard and fire safety. • Abolish Boards of Fire Escapes; and have regular inspections of fire escapes of all public buildings and structures carried out by fire safety inspectors. • Train volunteer fire-fighters for inspection duties and otherwise engage a sufficient number of suitably qualified persons as full-time or part-time fire prevention officers. • Promote existing and newly established volunteer fire services and resource wherever possible. 	<p>Not Complete: HRM has combined to form one fire department, CBRM has appointed a Director of Fire Service but the fire departments operated somewhat independently, Pictou has nothing in place.</p> <p>Not Complete: Some of the Towns have completed this and some have not.</p> <p>Not Complete: Some municipalities have appointed a Fire Service Coordinator, i.e. Cumberland, Kings</p> <p>Complete: This has been mostly addressed though the FSA and some municipalities may have more stringent bylaws.</p> <p>Complete: This has been accomplished through the FSA, Section 19.</p> <p>Complete: The FSA requires municipalities to appoint fire inspectors.</p> <p>Complete: Municipalities do promote existing and new volunteer fire services.</p>

	<ul style="list-style-type: none"> • Cooperate with the forest fire control service of the Department of Lands and Forests. • Establish a pattern of service for all inhabited areas within its county. • Levy rates according to fire service demand, and in keeping with existing government funding. 	<p>Complete: The FD's and DNR have a model working relationship.</p> <p>Complete: All area of the province are currently being provided with fire services.</p> <p>In Complete: Rates are established by MGA process that requires FD's sell to ratepayers, Not favourable process by FD's</p>
<p>Advisory Body (New)</p> <p>The Commission recommended the appointment of an Advisory Council to be responsible for the investigation and research of standards and protocols for all aspects of fire prevention and training of firefighters – both paid and volunteer.</p>	<ul style="list-style-type: none"> • That a 12-member Nova Scotia Fire Protection Advisory Council be appointed; and that each member serves for a period of 3-5 years. • That the Advisory Council be fully funded and supported by a full time secretary or executive officer and support staff. <p>That duties of the Advisory Council would include advice or reports to the Minister and/or Councils on the following:</p> <ul style="list-style-type: none"> • Any anomalies in service delivery. • Staffing, space and equipment standards and requirements; and identification of under serviced areas. • Firefighting protocols; building standards; and safety issues. • Adequacy of firefighting training facilities in Nova Scotia. • Adequacy of training manuals, and inspection procedure manuals. • Water supply systems, including the location and availability of fire hydrants. • Fire service statistics for each of the eleven councils. • Enforcement of fire service by-laws by County Councils. • Amendments to the <i>Fire Protection Act</i> and/or its regulations, re the inspection of buildings and premises. • Pertinent fire safety matters that come before the Advisory Council. • Public education on fire safety. 	<p>Complete: FSA&R have provisions for FSA Council as well as FSA Committee.</p> <p>Incomplete: Secretary services are provided by OFM.</p> <p>Incomplete: The FSA Council has mandate to receive and hear petitions, briefs, and comments from individuals or groups with respect to the act and advise the Minister on; a) the administration of the Act, Regulations and Fire Code, b) promoting and supporting fire safety, fire suppression service and fire prevention services and, c) matters arising with mandates that relate to the purpose of the Act. The FSA Committee has the mandate to advise the Minister on; a) legislation and policies with respect to delivery of fire services, b) receive and hear petitions, briefs and comments with respect to fire services and, c) to recommend legislation, policies and practices in the administration and operation of emergency fire services.</p>
<p>Office of the Fire Marshal (OFM)</p>	<ul style="list-style-type: none"> • That the number of training officers be increased. 	<p>Complete: All DFM are qualified instructors Not Done:</p>

The committee noted that the OFM was seriously understaffed, and as a result, was unable to provide an efficient service.	<ul style="list-style-type: none"> • That training officers be equipped with mobile training vans. • That OFM be made a part of the Department of Municipal Affairs. 	Not Done
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II. Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services

George C. Moody, MLA, Chair
June 1984

Struck by the House of Assembly in 1981, the nine-member all-party Select Committee on Volunteer Fire Services reported to the Legislature on an interim basis in 1983, then presented its final report in June 1984.

Methodology:

Over the course of three years, the committee heard from representatives of government agencies, fire department officials (both paid and volunteer) and volunteer firefighters from every area of the province. Meetings were held at Halifax in the Red Chamber of Province House, and at fire halls, hotels and school auditoriums across Nova Scotia.

Summary:

It soon became apparent to the committee that there was a growing frustration at all levels of the fire service – both urban and rural. Volunteer Fire Departments (VFD), for example, were forced to fundraise for the purchase of basic equipment, and often went without. The system itself was poorly run, with essential services – e.g. air filling stations – provided only sporadically. Dispatch and communications was not uniform across the province and some departments had no communications equipment whatsoever. And, even though volunteer firefighters often worked in dangerous conditions, there appeared to have been little regard for safety training or disability and life insurance coverage.

Conclusion:

The committee concluded that in order to address the many concerns of Fire Chiefs and firefighters as well as the community at large, administrative, legislative and regulatory change was essential. For example, as primary causes for the frustrations they were experiencing, both the Office of the Fire Marshal (OFM), and the Nova Scotia Firefighters School (NSFFS) came under heavy scrutiny; and as a result, the committee made several recommendations to enhance and improve their services. The committee was also impressed by the dedication and community spirit of the volunteer firefighters they met, and in addition to addressing their concerns about training, safety and organization, took steps to recognize their efforts.

As this was a government driven exercise, the Fire Chiefs and volunteers felt confident that at last their concerns were being heard.

Issues and Recommendations

Awards

Issue	Recommendation	Status
<p>The committee noted the importance of the "Long Service Award" in recognizing the efforts of volunteer firefighters, but felt that the requirement of 30 years' service was too long, considering civil servants are eligible after 25 years.</p>	<ul style="list-style-type: none"> • That the period of time for eligibility for the Fire Service Medal be reduced to 25 years. • That, on the advice of a local Fire Chief, a 10 year certificate of achievement be conferred on volunteer firefighters who retire following 10-25 years of service. 	<p>Complete: The eligibility time for the Long Service Medal is 25 years.</p> <p>Complete: The OFM provides certificates of achievement upon notification.</p>

Communications

Issue	Recommendation	Status
<p>Some VFDs have their own systems of radio communications, while others have none. The most common request from over 90 VFDs was to be a part of the province wide radio grid.</p> <p>Several rural VFDs expressed concern that the telephone system as it now exists is not cost-effective for a volunteer organization.</p>	<ul style="list-style-type: none"> • That EMO make application to the Federal Government so as to permit the Province to participate in their Joint Emergency Planning (JEP) program for the provision of communications equipment to VFDs. • That subsequent to Federal approval, a plan be developed that will see the three levels of government (Federal, Provincial, Municipal) cost share in the purchase of a base station or mobile unit that is compatible with the provincial grid. • That MT&T study the possibility of implementing a province-wide (or regional) emergency number and consider the feasibility of reducing rates for VFDs. • That MT&T make such a submission to the Public Utilities Board. 	<p>Complete: The province has been provided with the TMR system as well as maintain the old provincial grid for the fire service and other emergency service providers.</p> <p>Complete: The province has provided two TMR radios to each fire department within the province.</p> <p>Complete: 911</p>

Disability and Life Insurance

Issue	Recommendation	Status
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Equipment & Resources

Issue	Recommendation	Status
<p>VFDs and the Municipal Units that support them operate with limited resources and often have to fundraise to purchase necessary pieces of equipment.</p> <p>The VFDs impressed upon the committee the importance of air-filling stations to the breathing apparatus used by firefighters during operations. Centrally located facilities, accessible by a number of VFDs, would enable the refilling of tanks to be done in a timely manner.</p>	<ul style="list-style-type: none"> • That before disposing of surplus equipment, all government departments notify the OFM of its availability, which in turn would notify VFDs. • That the Province of Nova Scotia provide a grant to Municipal Units who assist newly formed VFDs in purchasing equipment; and, that the grant be in an amount equal to 25% of the funds provided by the Municipality, to a maximum of \$10,000. • That the resources of the Municipal Finance Corporation be available to Municipal Units and VFDs, for their borrowing needs. • That as a cost-saving measure, the OFD prepare and distribute pre-stamped business reply envelopes to local fire chiefs for the purpose of report filing. • That the Province of Nova Scotia provide funding so that central air-filling facilities – equipped with air compressors or air filling stations – be located as follows: <ul style="list-style-type: none"> ...between Yarmouth and Digby at Little Brook ...between Bridgewater and Sackville ...along the Halifax County-Guysborough Shore ...along the Northumberland Shore ...Antigonish County ...around Whycocomaugh ...around St. Peter's ...Ingonish ...Inverness 	<p>Not Done: OFM is currently not notified of any surplus fire service equipment.</p> <p>Not Done: The province does provide ESPF that financially assists FD's with limitations.</p> <p>Complete: MGA provisions.</p> <p>Incomplete: This was previously done, but is not done today, digital information is being preferred.</p> <p>Complete: The province has made provisions for this through the ESPF and it may or may not be utilized for this in particular. Confirmation that air filling stations have been provided in the identified areas would need to be undertaken. To our knowledge there is currently no ask.</p>

Legislation

Issue	Recommendation	Status
<p>The <i>Volunteer Fire Services Act</i> is essential to the protection from litigation of volunteers, however, the definition of "volunteer" as it now stands could exclude all those volunteers who receive modest stipends for their services.</p> <p>As the system for incorporation was felt to be too complicated, many VFDs have formed 'limited' companies, or 'societies', while others have no legal designation whatsoever. Without incorporation, a VFD pledges the assets of its members when it borrows money; and the ownership of real estate is extremely complex.</p>	<ul style="list-style-type: none"> • That the <i>Volunteer Fire Services Act</i> be amended to ensure the definition of "volunteer" would specifically include volunteer firemen, who may be receiving a modest honorarium. • That the <i>Fire Prevention Act</i> place more emphasis on the role of the Fire Marshal in education and fire prevention. • That legislation be introduced that would provide an easy, inexpensive means by which VFDs can achieve corporate status – in the "<i>Volunteer Fire Department's Incorporation Act</i>" • That a consolidation of fire-related legislation be prepared by the NS Fire Advisory Council, the OFD, and relevant government departments, then distributed to each volunteer fire department (VFD); and updated as required. <p>And,</p> <ul style="list-style-type: none"> • That the <i>Building Code, S.N.S. 1977</i>, be proclaimed into law. 	<p>Complete: VFGS&RS Act defines this</p> <p>Incomplete: The FSA places the same emphasis.</p> <p>Incomplete: Bills were introduced but were not passed, FD's can achieve corporate status as any other entity.</p> <p>Incomplete: This was previously done through handbook and is currently being reviewed to re-instate in electronic format.</p> <p>Complete: The province has adopted the NSBC.</p>

N.S. Fire Advisory Council (NSFAC)

Issue	Recommendation	Status
<p>Questions of responsibility are often raised. For example: When a VFD enters into an agreement with another VFD (written or oral) they are unsure whether they or not they are acting on behalf of the Municipal Unit.</p>	<ul style="list-style-type: none"> • That the NSFAC, the Dept. of Municipal Affairs and the OFM establish a standard Mutual Aid Agreement for VFDs. • That the Chairman of NSFAC be chosen from the ranks of the non-Government members. 	<p>Incomplete: Mutual aid agreements are made between FD's and FD's and municipalities.</p> <p>The Chairperson of the FSA Council and Committee is appointed by the Minister.</p>

N.S. Firefighters School (NSFFS)

Issue	Recommendation	Status

<p>Presenters indicated the absolute need for a field extension program, to deliver training programs at the local level.</p> <p>Graduates of NSFFS are no different from graduates of other training/education programs and should be recognized as such.</p> <p>It was suggested that NSFFS be formally recognized as a provincial teaching institution with appropriate funding as well as input from relevant government agencies.</p>	<ul style="list-style-type: none"> • That the Province of Nova Scotia fully funds a Field Extension Program at the Nova Scotia Firefighters School (NSFFS) and that this funding be continued on an annual basis, subject to the budgetary process. • That the Ministers of Education and of Labour & Manpower issue a certificate to those firefighters who have satisfactorily completed training at the NSFFS. • That a committee be established with representation from the NSFFS, the Office of the Fire Marshal and the Depts. of Education and Labour & Manpower to assist in curriculum and delivery of programs; and to participate in the budgetary process. • That this committee also promote CPR training for volunteer firefighters. 	<p>Incomplete: The province has provided a grant for a MBU (500K) and provide an annual grant of 190K but not specific for MBU</p> <p>Complete: Firefighters who satisfactorily complete training at the NSFS are issued a certificate and those who chose to attain certification and successfully completed the requirements are provided with an accredited certificate seal by the NSFSPQB.</p> <p>Incomplete: The NSFFS is operated by an independent EC and BOD.</p> <p>Complete: CPR and advanced course are promoted throughout the FS</p>
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Office of the Fire Marshal (OFM)

Issue	Recommendation	Status
<p>For rural VFDs, communications is essential, and the opportunity to meet with the Fire Marshal or his deputies on occasion would be beneficial. However, they often don't find out that officials of the OFM have been in their area until it is too late.</p> <p>Many presenters felt that the OFM should place more importance on education and fire prevention and that regular updates on new and changing procedures</p>	<ul style="list-style-type: none"> • That the Fire Marshal and Deputies attempt to notify local Fire Chiefs in advance of visits to their areas, in the event the chief would like to meet with them. • That the publication issued quarterly by the OFD be redesigned to include more information and advice for local fire chiefs; and that responses to general queries to the OFM be included. • That the Minister of Labour & Manpower solicit the views of the 	<p>Complete: DFM's have a good working relationship with fire service.</p> <p>Incomplete: This was previously done but has not been continued for several years.</p> <p>Ongoing:</p>

should be communicated by the OFD to the VFDs.	NSFAC on the various aspects of the operation of the OFM.	
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Taxation

Issue	Recommendation	Status
Fundraising is a key component of the operation of most VFDs. Incentives to donors in the form of tax deductions should be considered.	<ul style="list-style-type: none"> • That Municipalities make it possible for donors to VFDs to be eligible for tax deductions. • That the Minister of Finance, through his Federal counterpart, attempts to simplify the process whereby VFDs can obtain charitable status for income tax purposes. 	Incomplete: provisions have been made where FD's are registered as charitable organization. Complete.

Other

Issue	Recommendation	Status
Rural VFDs noted that, for the sake of the community, their exit must be kept clear of snow.	<ul style="list-style-type: none"> • That the Department of Transportation develop a policy for snow removal of entrances leading to VFDs. 	Incomplete: TIR has in the past responded to requests for snow removal to provide FD access but have liability issues on snow removal of private property.

<p>Several VFDs cited instances where they were called out to a fire, only to find that it was a controlled fire by a person operating under the provisions of a provincial permit.</p> <p>Several presenters noted that volunteer firefighters were excluded from running for public office. Considering their dedication to the community, the committee felt this was a waste of a valuable resource.</p>	<ul style="list-style-type: none"> • That the Department of Lands and Forests – in advance of issuing a burning permit – notify the local VFD. • That no restriction be placed on members of VFDs with respect to running as a candidate for election to Municipal or Provincial public office. 	<p>Incomplete: Where feasible and time permitting DNR do notify local fire services of control burns.</p> <p>Complete: Members of VFD's may run as candidate for election.</p>
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III. Setting the Course: A Report to Address Fire Service Training in Nova Scotia

Frederick G. Hollett
Acting Fire Commissioner of Newfoundland
1994

This report was commissioned by the Minister of Labour after receiving complaints from Voluntary Fire Departments (VFDs) about the limited training opportunities available to them. This was the first time the subject had been thoroughly researched since 1984.

Methodology:

The Nova Scotia Fire Marshal, together with officials from the Fire Officers' Association of Nova Scotia and the Nova Scotia Firefighter School, were joined by the Acting Fire Commissioner of Newfoundland; and together they conducted a series of meetings around the province to gather input from members of the fire service. For those unable to attend, or unwilling to express their views publicly, a confidential questionnaire was circulated.

Summary:

In 1994, Nova Scotia had 317 fire departments, with a complement of 7,000 firefighters, the majority of them volunteers and despite the opportunity for them to participate in this process, the author noted that the overall response was a disappointment. He pointed to the presence of certain members of the review committee as a primary reason. It was the view of the author that many members of the regional fire departments were reluctant to speak publicly about their concerns, as for many years, they had been intimidated from the top by a few individuals who acted in their own interests, rather than those of the fire service.

Some issues, however, were brought to the author's attention by those Fire Chiefs who participated in the process; and others, through months of dedicated research by the author himself. It came to light, for example, that the NSFFS Fire Extension Program, which was introduced on the recommendation of the 1984 Select Committee, had been downgraded and what services it still offered were only available on a cost-recovery basis. Provincial funding for the program was being redirected. Problems in other areas, such as communications and administrative matters involving the Office of the Fire Marshal, appeared to be ongoing with little effort made to address them.

Conclusion:

It was likely the extensive fire service experience of the author, his research abilities and valuable contacts in the fire service that made this report and its recommendations possible. Mr. Hollett, who in 2012, is the Fire Commissioner and Director of Fire Prevention Services for the Province

of Newfoundland, has authored reports on fire services for a number of jurisdictions over the years, and his knowledge on this subject continues to be highly regarded.

Issues and Recommendations

Legislation

Issue	Recommendation	Status
The absolute need for an expansion or enhancement of existing fire training services was apparent.	<ul style="list-style-type: none"> That the <i>Fire Prevention Act</i> be amended to address firefighter training to: <ul style="list-style-type: none"> ... establish and guarantee a firefighter training program for all firefighters throughout the province. ... approve training standards and curriculum and ensure that programs cover all aspects of fire protection. 	Not Done: Fire Services are generally considered a municipal responsibility.

NS Firefighters School (NSFFS)

Issue	Recommendation	Status
<p>Access to training was hampered by the cost of travel to the NSFFS at Waverley, the lack of program information, the inclusion of non-firefighting courses such as photography and ineffective direction and financial management.</p> <p>Services provided by the Field Extension Unit had been downgraded and were being offered on a cost-recovery basis despite a sufficient operating grant provided by the NS Government. Grant money was being redirected to other operations.</p>	<ul style="list-style-type: none"> That the NS Government order two independent audits of the NSFFS: <ul style="list-style-type: none"> a) a management audit; and b) a financial audit. That 2-3 satellite facilities of NSFFS be established at strategic locations across the province, by the Fire Marshal in consultation with NSFFS. That the Field Extension Unit be re-established at the maximum levels attainable. That its program should include a schedule that details the topics for discussion, and is delivered well in advance to the regional fire departments. That the NS Government ensure that the grant for the Field Extension Unit be used for that purpose only. 	<p>Not Done: NSFFS is operated by an independent EC and BOD</p> <p>Incomplete: A recent study of the FS have identified this as well.</p> <p>Complete: The province provided funding to acquire a MBU for the NSFFS Incomplete: The schedule is maintained and delivered by the NSFFS.</p> <p>Incomplete: The province provides a 190K grant to the fire school but it is not specific to the MBU.</p>

Office of the Fire Marshal (OFM)

Issue	Recommendation	Status
<p>Improved communications from the OFM to the regional fire departments was seen as essential to the coordination of fire protection services.</p> <p>The training co-ordinator position assigned to the OFM was not being utilized. As a result, training information was not being effectively distributed.</p> <p>Some of the fire chiefs and officers had limited understanding of their various levels of authority.</p>	<ul style="list-style-type: none"> • That the Deputy Fire Marshals assume responsibility for communications between the OFM and all Fire Chiefs. • That the Deputy Fire Marshals coordinate fire protection services in their respective areas of jurisdiction. • That a Training Co-ordinator be hired and report directly to the Fire Marshal. • That the Training Co-ordinator would then ensure timely and adequate dissemination of training information to the entire fire service, through the Deputy Fire Marshals. • That the OFM conduct information seminars for the fire service, to address various areas of administrative concern. 	<p>Incomplete: The DFM's do have communications with FC but not sole responsibility. Not Done: DFM are only authorized to coordinate within mandate of legislation. There is no mandate for fire suppression. Incomplete: There is a Fire Service Program Coordinator but duties are limited. Incomplete: FSPC is only responsible maintaining DB's and NSFSPQB.</p> <p>Complete: The OFM provides information and training to FSANS, FIANS on regular basis.</p>

Standards, Accreditation and Certification

Issue	Recommendation	Status
<p>While most firefighters are volunteers who are deemed "employees" for the purposes of the <i>Workers Compensation Act</i>, it was felt that training should be accredited, and professional designations assigned.</p> <p>Further, It was brought to the committee's attention that NSCC Cape Breton Adult Vocational Training Campus, together with the Sydney Fire Chief, had expressed an interest in establishing an accredited fire service training facility at Sydney.</p>	<ul style="list-style-type: none"> • That the Minister of Labour strike a committee to address standards, accreditation and certification. Among others, membership should include: <ul style="list-style-type: none"> ... the Fire Marshal (Chair) ... officials from the Dept. of Education ... key players in the Sydney, CB initiative. 	<p>Complete: NSFSPQB</p>

IV. Report: Emergency Health Services in Nova Scotia

Michael F. Murphy, M.D.
Special Advisor to the Minister of Health on EHS
and
Ann Petley-Jones
April 1994

In 1993, the new Minister of Health – who had extensive experience in emergency medicine – concluded that the delivery of emergency health services in Nova Scotia was in need of change, both from an operational view and in light of funding issues that were impacting on the delivery of health care as a whole. To that end, he asked Dr. Michael F. Murphy, the Director of Emergency Medicine at the I.W.K. Hospital for Children, to conduct an evaluation of the province's ambulance services.

Methodology:

The authors, both knowledgeable of the practice of emergency medicine, conducted extensive research, consulted with international experts in the design of EHS systems, and sought stakeholder and public input through public hearings.

Summary:

The authors pointed out the flaws and deficiencies of the system as it existed prior to 1995, and provided a clear and detailed analysis of its processes. Ambulance services, for example, were largely dependent upon independent providers who used minimally-trained or even untrained personnel. And rural communities were not being well served. The infrequency of their need for emergency services had resulted in no service at all in some areas of the province.

They spelled out, in great detail, the ways in which the system could and should be improved, so that all Nova Scotians would have equal access to a service that was not only well-equipped but staffed with well-trained professional paramedics. From enabling legislation to management structure, they made recommendations that were designed to guide the implementation of a new and improved emergency health care delivery system.

Conclusion:

After their report was submitted to the Minister in April 1994, it was used to craft legislation to implement a new system for the delivery of emergency medicine. With the right incentives, funding and flexibility, the authors believed that EHS delivery in all regions of Nova Scotia could be on par with some the best EHS systems in the world – while acknowledging that the timing and progress of change was dependent upon budgetary considerations.

Issues and Recommendations

Ambulances

Issues	Recommendations	Status
<p>Contracted Ambulance services should include both ground and air services.</p>	<ul style="list-style-type: none"> • That licenses to operate ambulances in Nova Scotia be issued only by EHSNS; and that all contracts with providers be performance-based. • That the Medical Director of the Air Ambulance Program report directly to the Medical Director of EHSNS. • That all ambulances be staffed by two licensed EMTs. 	<p>Modified. There now is a single public ambulance service operated by a private company under contract to the Province. Legislation provides the authority to the Minister (DHW) to enter into contracts. The contract is performance based</p> <p>Complete. The Medical Directors of all EHS programs report directly to the EHS Provincial Medical Director (PMD)</p> <p>Complete. All ambulances capable of transporting patients are staffed with two licensed paramedics, unless specifically approved by the PMD, e.g. supervisor vehicle</p>

Legislation

Issues	Recommendations	Status
<p>Before the new EHSNS could begin, enabling legislation would have to be in place.</p>	<ul style="list-style-type: none"> • That legislation clearly define a corporate structure; and, give EHSNS full authority to, among other things, regulate and delegate, to develop policies and programs, and to administer finances and award contracts. 	<p>Complete. Enabling legislation has been passed and proclaimed. The master contract with the private company for ambulance services specifies responsibility for policy development (e.g. system design, clinical and billing policies are the responsibility of the DHW, HR; staffing and scheduling policies are the responsibility of the contractor.</p>

Organization

Issues	Recommendations	Status
<p>EHSNS should be accountable to its own governing Board of Directors, while operating at arm's length from the Department of Health in a manner similar to a non-profit Crown Corporation.</p> <p>The Agency should be run by a small team of business professionals, with many of its primary functions being contracted out.</p>	<ul style="list-style-type: none"> • That a 9-12 member governing Board be established to develop policies, standards and strategies. • That operating and ad hoc committees be appointed, as deemed necessary by the governing Board • That the CEO, the primary spokesperson EHSNS, be directly responsible to the Board. • That a trained and certified EHS Medical Director report directly to the CEO; and sit as an ex-officio member of the governing Board . • That a Medical Advisory Committee be struck and chaired by the EHS Medical Director, with medical personnel sitting as members. • That the staff complement include a COO, an accountant, communications and IT staff, support staff and 2 co-op students (Computer Science and Commerce). 	<p>Not done. Where it was decided to operate the system via a contract with a private company, and not through an arm's length government organization, the original concept for a board has been replaced by the governance structure of the Department of Health and Wellness organization.</p> <p>Complete. Examples include Contract management, Education, Quality and Operational committees</p> <p>Modified. In terms of spokesperson, the contractor is the primary spokesperson for the EHS system operations and the DHW staff are spokesperson for the regulatory/governance portion of the EHS system. In terms of accountability to the board (see later note, there is no board), the CEO reports directly to their employer (the private company), and is accountable through the contract to the DHW.</p> <p>Modified. The Provincial Medical Director is accountable to the Minister of Health and Wellness</p> <p>Complete, The Medical Advisory Committee is in place.</p> <p>All are in place with the exception of the students. Student placements are by requirement. Organizational structures will change and evolve over time.</p>

	<ul style="list-style-type: none"> • That all management and staff contracts be performance-based. 	<p>Complete and in place. Contracts are evidence based, with performance standards defined. Individual contracts with management staff are the exclusive responsibility of the contractor, but are performance based contracts.</p>
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Programs

Issues	Recommendations	Status
Ask-A-Nurse Program	<ul style="list-style-type: none"> • That EHSNS implement a telephone service to provide professional and accountable nurse advice. 	<p>Complete. The 811 healthlink service is in place and reports to the Executive Director of EHS/Primary care</p>
Base Hospital Paramedic Program	<ul style="list-style-type: none"> • That base hospital paramedics be made employees of EHSNS. • That field officers be appointed to foster cooperation between all levels of EHS delivery, both in hospital and in the field. 	<p>Modified. A significant evidence-based quality program is in place and operated as an internal EHS system program, accountable to the Provincial Medical Director, rather than through the DHAs</p> <p>Part of the EHS system quality framework includes Field Training Paramedics, and a supervisory level that fosters optimal relationships among health system providers.</p>
Trauma Care Program	<ul style="list-style-type: none"> • That a comprehensive Trauma Care Program be initiated, as a part of EHSNS – to establish standards and protocols in the care of trauma patients; and that it be staffed by: <ul style="list-style-type: none"> ... a Medical Director of Trauma who reports directly to the EHSNS Medical Director ... a Coordinator of the Trauma Care Program (an RN) to coordinate operations and maintain a trauma care registry. 	<p>Complete. The Trauma program has received full Accreditation and includes a provincial advisory board</p> <p>The Medical Director of the Trauma Program reports not only to the EHS Medical Director, but also to the Department of Surgery at the Tertiary hospital. (cross appointment)</p> <p>The Trauma Program Manager was initially a RN, but is currently managed by an Advanced Care Paramedic. A full Trauma Registry is in place.</p>

Training

Issues	Recommendations	Status
<p>The system requires ready access to trained personnel and assurances of the availability of continuing education.</p>	<ul style="list-style-type: none"> • That EHSNS negotiate a training contract with the Victoria General Hospital School of Allied Health • That during implementation, EHSNS assume the full cost of the EMT training program. • That EMTs be licensed by EHSNS before being allowed to practice in Nova Scotia. • That a continuing education program be implemented and funded by EHSNS. • That EHSNS personnel be eligible for paid leave to obtain management training at the expense of EHSNS. 	<p>Completed and evolved. The VG Hospital ran the training program for a number of years and was subsequently closed as there are now 3 nationally accredited paramedic programs available in Atlantic Canada that do not require direct funding from the DHW</p> <p>The cost to operate the VG paramedic school was funded by the DHW, but has since been replaced with alternate accredited programs.</p> <p>Complete. Consistent with provincial and federal law (FARPA/AIT). Paramedics must be licensed before being permitted to practice. Legislation for a self-regulating practice (College) similar to other professions (physicians, nurses) has been passed and is pending proclamation.</p> <p>Complete. The DHW provides annual funding for paramedics working in the EHS system. Educational programs and course curriculum is approved by the EHS Medical Director.</p> <p>Adjusted. Responsibility for staffing the operations of the EHS system is via a performance based contract. The Contractor is responsible for policies related to funding management. The DHW and contractor have established bursaries for individuals</p>

	<ul style="list-style-type: none"> • That EHSNS develop and fund a program that provides training, certification and re-certification of first responders; and that a 'First Responders Kit' be distributed and refillable at area hospitals. • That EHSNS provide training and advice on protocols and procedures to those agencies acquiring defibrillators. • That funding to support the training of a pharmacologist and physician toxicologists for the IWK Poison Control Centre be the responsibility, within two years, of EHSNS. 	<p>wanting to advance their clinical education.</p> <p>Complete. A comprehensive MFR program is in place that directly funds education, equipment, ongoing supplies, professional insurance, and ongoing/continuing education. Replenishment of supplies is not through the hospital system, rather via an alternate system with the contractor that is more efficient and effective.</p> <p>The MFR system includes defibrillators and training and continuing education for approved MFR agencies.</p> <p>Modified. Funding for the IWK poison control center is in place through another branch within the DHW and is not the responsibility of EHS.</p>
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V. Performance Evaluation of Nova Scotia Emergency Health Services

Fitch and Associates, Platte City, Missouri
November 2001

In July 2000, after five full years of operation, the Department of Health issued a request for proposals to evaluate the clinical performance of the province's ground ambulance provider - Emergency Medical Care (EMC) Incorporated. In March 2001, a contract was awarded to Fitch and Associates, of Platte City, Missouri. As all aspects of delivery of emergency medical and ground ambulance services are interdependent the scope of the review was broadened to include performance of the system itself. The consultants submitted their final report eight months later.

Methodology:

The consultants interviewed EHS management and personnel, observed operations and researched many documents pertaining to the EHSNS. They also facilitated a two-day workshop of personnel to help define clinical performance; and consulted with various health care organizations across North America to examine performance standards.

Summary:

Overall, the consultants found a professionally run system that provided efficient and effective services; and cited a number of areas where it excelled. They noted, for example that services were delivered consistently across the province; and that there were marked improvements between the current system and the one that preceded it, particularly in the areas of clinical performance and response times.

Emergency health care in Nova Scotia, they noted, also benefited from a workforce of 600 full-time professionally trained paramedics; the conscious maintenance and upgrading of equipment and vehicles; as well as the implementation of a state of the art computer aided dispatch system.

Further improvement was required, however in the areas of:

- a) measurement and reporting of non-emergency response times
- b) quality improvements processes had yet to be finalized
- c) differing managerial expectations had created tensions between EMC and EHS.

Conclusion:

For the consultants, the key question to be answered was: Has the provincial investment in pre-hospital emergency medical services resulted in faster response, better reliability, and higher quality for the patients using the service? The answer - yes. They noted, as an example, that the total cost per hour of ambulance service in Nova Scotia was deemed to be lower than for any other service in Canada. The system was operating well, and its few deficiencies, they believed, could be easily remedied.

Issues and Recommendations

Ambulances

Issues	Recommendations	Status
<p>The fleet size is inadequate to cover the Province and the fleet lease agreement limits operational capacity.</p> <p>That EMC's efforts to monitor and track the fleet are inadequate.</p> <p>A permanent Director of Fleet Services has not been employed.</p>	<ul style="list-style-type: none"> • That the size of the fleet be increased by 9 ambulances to create a ratio of total fleet to peak deployment of 130%. • That consideration should be given to increasing the total kilometres allowed on each vehicle to 210,000 or 220,000 kilometres over the three-year cycle. • That EMC select and implement a management information system to direct and monitor its fleet - within the next six months. • That EMC, within six months, appoint a permanent Director of Fleet Services. 	<p>Complete. The fleet was initially increased by 9 ambulances. The number and type of vehicles supplied to the system is adjusted on an annual basis as the system and is based on the status plan.</p> <p>Complete, the current ambulance supply agreement for ambulances includes unlimited kilometers during the lease term.</p> <p>Complete. This program/software is very useful to support quality initiatives and efficiency in operations.</p> <p>Complete. The organizational structure of EHS operations includes a Director of Operations Support that includes Fleet Services.</p>

Ambulance Dispatch

Issue	Recommendation	Status
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<p>EMC proposes to amalgamate categories 3, 4 and 5 service areas (low density population) into one, with emergency responses being 90% in less than 30 minutes..</p> <p>The design of the system encourages EMC to reduce cost by deploying fewer unit hours. EMC reached a point where further reductions are going to cause potential health, safety and political consequences.</p> <p>The contract between EHS and EMC contains a schedule on the transition to a full Advanced Life Support (ALS) service, with a completion date of fiscal 2006/07. EMC and EHS were unable to determine whether that was achievable as the computerized information system was unable to track the care levels on each emergency response.</p>	<ul style="list-style-type: none"> • That EHS accept EMC's proposal to amalgamate the three categories and establish overall response times for each of the types of calls as suggested. • That a process be put in place that addresses the reduction of ambulance unit hours. Specifically - <ul style="list-style-type: none"> ... EMC should provide detailed requests to EHS, identifying the service areas in question, along with the impact on service and cost. ... EHS should then, with medical advice, determine the potential clinical impact of any reductions. ... It should then be forwarded to the Provincial Government for approval – provided both EHS and EMC agree that the reduction can be done with minimal impact. • That an immediate analysis of emergency calls be conducted – to determine compliance with this key contractual provision. • That the computer aided dispatch system be programmed to provide for ongoing monitoring and reporting of this process. 	<p>Complete and included in the 2009 contract. There are currently three (3) response time categories</p> <p>Complete. Unit hours are reviewed annually, with recommendations and individual community changes provided to the DHW in advance.</p> <p>Subsequent 30/60/90 day review of impact of changes is reported to the DHW. With the significant call volume increases, the unit hours have been increased not decreased.</p> <p>The clinical impacts of service level reductions was reviewed by the DHW and it was agreed that with the changes in the health system, the aging population, and the increase in call volumes, it was not reasonable to reduce unit hours in the EHS system, rather increase unit hours.</p> <p>Adjusted. The health human resource situation in Canada prohibited the full implementation of this clause (full service ALS). By mutual agreement, this clause was replaced with a monitoring of clinical outcomes, and adjustment of programs, e.g. community Paramedicine to support effective care in communities</p> <p>Per note above, replaced with other clinical contractual and performance programs</p>
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Expenses

Issue	Recommendations	Status
<p>Considerable concern and frustration has occurred in cases where EMC incurs an expense or where it requires extra funding for new programs.</p>	<ul style="list-style-type: none"> • That extra and flow-through funding requests for the last two years be reviewed. • That the majority of these expenses be rolled in to the EHS/EMC contract with EMC being held accountable for the maintenance, replacement or provision of the equipment items or services identified in these requests. 	<p>Complete. Similar to DHAs, the budget requirements are reviewed and approved annually.</p> <p>Complete. A new contract was signed in 2009 that included an annual planning and review process for required programs, equipment, funding etc. This is managed through a forum of both contractor and DHW Directors, and accountable to the executive committee of the EHS system.</p>

Organization

Issue	Recommendations	Status
<p>Operational tensions that have arisen between EMC and EHS have led to unnecessary inefficiencies in the system.</p> <p>It cannot be stated strongly enough that in order to hold EMC accountable for its employees' performance, its management team must be notified and made aware of performance deficiencies.</p>	<ul style="list-style-type: none"> • That a series of facilitated workshops with EMC and EHS leadership be held – to focus on redefining the roles and responsibilities of each. Specifically: ...EHS should have responsibility for developing policy, clinical protocols, providing medical oversight, and monitoring the system; while, ...EMC, while being accountable for complying with those protocols, should also be free to determine the means and the methods of delivering the services. • That procedures be developed to resolve conflict and to address issues on a timely basis. • That EMC's Quality and Learning Department be integrated into EHS's quality improvement and patient audit activities. 	<p>Complete. A series of sessions resulted in more clarity on the role of the DHW and EHS Operations. Specifically, the DHW funds programs, and determines the "what" (system design, funding, expected outcomes and performance metrics). EHS operations (the contractor) is fully responsible for the "how" (management methodologies to achieve performance as defined by the DHW)</p> <p>Complete. The "Directors Forum" (Directors for the DHW and contractor) meet bi-weekly, and a "conjoint" committee is in place with all senior representatives of the DHW and EHS Operations to review opportunities, strategic planning, outcomes, new programs etc.</p> <p>Complete. This falls within the span of authority of the Provincial Medical Director</p>

	<ul style="list-style-type: none"> • That regular reports be made available to EMC management to identify systemic and individual performance issues. 	Complete, including an annual report by the DHW to the contractor on contractual and performance outcomes.
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VI. Report of the Nova Scotia Legislature Select Committee on Fire Safety

Jon Carey, MLA, Chair
2002

In March 2001, the Nova Scotia Legislature struck an all-party Select Committee on Fire Safety to consider Bill 58: *Fire Safety Act*, which was introduced in the Legislature on June 6, 2000 but subsequently died on the Order Paper. The committee's mandate was to determine, through public input, whether the bill should be re-introduced, and if so, whether it required amendments.

Methodology:

Province-wide public hearings began on July 18th, 2001 and continued until January 10, 2002 and each was recorded and transcribed by Hansard Reporting Services. The author was contracted by the Legislative Committees Office to accompany the committee, follow up with witnesses and to write a report complete with recommendations, for the committee's approval.

Summary:

As discussion on the drafting of this bill had been going on for six years, most presenters – including fire chiefs and firefighters – supported re-introducing it.

Some concerns about the bill were raised, however. The Nova Scotia Building Advisory Committee, for example, agreed with the provision that calls for the *National Fire Code* to be adopted but questioned the way it will be administered under Bill 58; while Building Inspectors and some municipalities felt that overlapping jurisdictions between housing inspectors and fire inspectors could result in confusion, delay and expense for builders. At the same time, the Nova Scotia Building Officials Association expressed concern that the legislation does not provide a workable administrative framework for the Building and Fire codes.

Conclusion:

In the spring of 2002, the Select Committee presented its report to the Speaker of the House of Assembly and on April 2nd, Bill 102: *Fire Safety Act* was re-introduced by the Minister of Environment and Labour, with several preferred amendments that had been drafted to represent

the concerns raised before the committee. With the subsequent passing of Bill 102, the *Fire Prevention Act (1919)* was repealed. The *Fire Safety Act* was further amended in both 2007 and 2008.

Issues and Recommendations

Legislative Amendments

Issue	Recommendations	Status
<p>Both fire chiefs and firefighters stated repeatedly that this bill is long overdue.</p>	<ul style="list-style-type: none"> • That Bill 58 be re-introduced in the legislature, with certain amendments, and passed as soon as possible; and that related regulations be drafted at the time of introduction. 	<p>Complete: The FSA was passed in 2002.</p>
<p>Municipalities have been required by law, since 1976, to have fire inspectors. However, this legislation has never been enforced.</p>	<ul style="list-style-type: none"> • That the province immediately begin enforcing existing legislation requiring municipalities to have fire inspectors; and consider providing financial help to municipalities whose costs might increase as a result of fire safety inspections. 	<p>Complete: Municipalities have appointed fire inspectors and the province continues to consider providing assistance.</p>
<p>While intended to address full-scale power producers, Section 20 (2) (e) could be interpreted to include those individuals who own a personal generator.</p>	<ul style="list-style-type: none"> • Section 20 (2) (e) should be amended to limit mandatory self-inspections to operations that produce electricity for the purpose of selling it. 	<p>Complete: This section was amended to limit self-inspections to operations that produce electric for the purpose of selling it.</p>
<p>Institutions and power utilities that are required to periodically self-inspect their properties for fire safety are not held fully accountable.</p>	<ul style="list-style-type: none"> • That additional amendments be made to Section 20 as follows: <ul style="list-style-type: none"> (a) Require the party responsible for self-inspection to: <ul style="list-style-type: none"> (i) Immediately provide a copy of the inspection report to the workplace's joint occupational health and safety committee (JOHSC), or the employee health and safety representative under the Occupational Health and Safety Act. (ii) In very small workplaces where there is neither a JOHSC nor an employee OHSC representative, post the report conspicuously in an area 	<p>Complete: FSA 20(3)(b)(i)</p> <p>Complete: FSA 20(3)(ii)(iii)</p>

<p>Bill 58 allows someone other than the fire chief to be appointed as local assistant to the Fire Marshal, while also guaranteeing that a fire chief who wants the job cannot be bypassed.</p> <p>Subsection 27(4) appears to suggest that the <i>Fire Safety Act</i> would supersede the <i>Building Code Act</i> in certain circumstances. The purpose of the amendment is to convey that the process is focused on protecting people, not administrative interests.</p> <p>The Fire Prevention Council is comprised of: the fire marshal and representatives of fire officers, firefighters, insurers, building inspectors, building designers, as well as the Departments of Natural Resources, and Housing and Municipal Affairs. The Union of Nova Scotia Municipalities sends an observer. The addition of building inspectors and fire inspectors would help to resolve any differences of opinion between these two groups.</p> <p>To encourage dialogue.</p>	<p>where it will come to the attention of employees.</p> <p>(iii) Provide a copy of the inspection report upon request to (i) a student of the relevant school or university, and (ii) the parent or guardian of such a student.</p> <p>(iv) Provide a copy to the property's insurance company.</p> <p>(b) Require the minister to approve, and the fire marshal to implement a system of external audits of the Section 20 self-inspections, under which fire officials would do on-site audits to compare self-inspection records to actual conditions at the sites.</p> <ul style="list-style-type: none"> • That Subsection 14(1) be amended to make it clear that any appointment of a local assistant to the Fire Marshal should require the approval of the fire chief, who would have the right of first refusal. • Subsection 27(4), the phrase "under the authority of this act" should be replaced with "for the purposes of this act." • That members of the new Fire Safety Advisory Council be appointed from the same groups represented on the outgoing Fire Prevention Advisory Council, plus the Union of Nova Scotia Municipalities and the Fire Inspectors Association of Nova Scotia. • That municipalities be required, wherever possible, to appoint one individual as both fire inspector and building inspector OR have the two conduct their inspections jointly. 	<p>Complete: FSA 20(3)(iv)</p> <p>Complete: FSA 20(3)(v)</p> <p>Complete: FSA 20(4)</p> <p>Complete: FSA 14(1)</p> <p>Complete</p> <p>Complete: FSR (3)</p> <p>Incomplete: Municipalities have appointed fire inspections and some are both building and fire. Where they are not the same, seldom are joint inspections completed.</p>
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VII. Paramedic shortage: A Call for action NATIONAL HUMAN RESOURCE REVIEW

Marilyn Pike, EHS Senior Director, Nova Scotia

and

Christine Gibbons, Research Officer

c. 2005

This paper focuses on the pressures being faced by emergency services of the Nova Scotia health care system, especially in light of an aging population. A marked deterioration in the supply of Advanced Care Paramedics (ACP) across Canada was expected to continue in coming years and it was hoped that, through this exercise, a long-term strategy to address the human resource planning needs of the emergency pre-hospital care sector could be developed.

ACPs, who had all of the essential competencies of Primary Care Paramedics (PCP), were also able initiate and maintain intravenous therapy, perform cardio-version, manual defibrillation and external pacing, and administer a wider range of medications.

Summary:

At the time this paper was written, there were 20,000 paramedics in Canada, with only 2700 trained as ACPs. While data collection was insufficient at the time to adequately assess the situation, there were in fact a number of obvious contributing factors. Wage disparity, for example, led to competitive recruitment among the provinces and municipalities, while on the job stress led in some cases to early retirements or resignations; and, it was difficult for a Primary Care Paramedic (PCP) to acquire training that would enable him/her to advance to the ACP level because: a) in many cases it was cost-prohibitive and, b) available space in educational institutions was limited.

The authors saw collaboration between provinces as essential to the creation of a broader understanding of the underlying causes of the ACP shortage, and the ability to develop strategies to counter them.

Conclusion

The authors concluded that there were, at the time, a number of factors that could influence the implementation of a human resource strategy for ACPs. Three challenges: 1) the wide range of emergency pre-hospital service providers in Canada; 2) lack of adequate data collection; and 3) lack of outcomes-based research in the emergency health services field. The potential impacts of all three challenges must be addressed before an effective long term strategy can be realized.

Issues and Recommendations

HUMAN RESOURCES STRATEGY Canadian Shortage of ACPs

Issues	Recommendations	Status
<p>Lack of wage parity between provinces - The maximum hourly wage for ACPs in 2004: British Columbia: \$33.84 Ontario: \$32.94. Alberta: \$29.12 Manitoba: \$27.60 Saskatchewan: \$26.05 Nova Scotia: \$20.98 PEI: \$16.57</p> <p>Challenging working conditions, e.g. shift work, stress, and call volume.</p> <p>A lack of adequate financial assistance for continuing education.</p> <p>A lack of sufficient educational institutions/ seats able to train ACPs. Twelve schools currently offer ACP training and most are at full capacity.</p> <p>Absence of a career ladder – which is essential to recruitment, motivation and retention.</p> <p>Average age of attrition/retirement of paramedics in Canada.</p>	<ul style="list-style-type: none"> • That a Canadian Paramedic Advisory Council be formed, with representation from all provinces and territories, and from other health care professionals. • That each province supply the Council with a case study. • That the Council develop a long-term strategy to address the human resource planning needs of paramedics in general, with specific reference to ACPs, including: <ul style="list-style-type: none"> a) a comprehensive recruitment and retention strategy that recognizes lifelong learners, educators, researchers and administrators; b) a plan to facilitate increased data collection; c) a plan to increase training opportunities. 	<p>A national panel (Canadian Association of Paramedic Regulators) is in place, with representatives from all provinces to support recent federal legislation (Agreement on Internal Trade), as well other applicable legislation such as the Fair Access to Regulated Practices act. The panel is comprised of experts, and includes registration, education /competency and licensure issues, but the issue of wage parity between regions of Canada is not within the mandate of this panel, and realistically, cannot be managed by law.</p> <p>All provinces and territories participate in the above noted panel however, with the AIT legislation, the issue of wages is not within its mandate.</p> <p>The Federal and Provincial governments are working with private and public sectors to develop the significant health human resource crisis that is a major concern for many regions of the world.</p> <p>The EHS system has a program to recruit/retain professional staff, as well as to support ongoing professional development. The current climate of health human resources in Canada makes this very difficult.</p>

	<ul style="list-style-type: none"> • That the Council commit to an increase in data collection in the pre-hospital sector, including but not limited to conducting exit interviews with paramedics/ACPs who resign or retire. 	<p>The responsibility for this HHR issue rests with governments, academia, and some private sector programs (e.g. private paramedic schools). A long term strategy continues to be evolving.</p> <p>As above, this is not within the authority of the above noted council</p>
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VIII. Community Paramedicine: A Part of an Integrated Health Care System

Debbie Misner R.N., BScN

April 2005

The Project Coordinator of the Long and Brier Island Community Paramedicine Program produced a paper in 2005 that describes a home-grown solution to the challenges of rural health care. Since 1999, the 1,240 residents of Long and Brier Islands at Digby Neck, N.S. have enjoyed an innovative service that has proven so successful that it has become a benchmark for other communities to follow.

The project was carried out in three phases:

Phase I: In 1999, EHS established an ambulance base in the village of Freeport on Long Island. An abandoned clinic was renovated to house two paramedics, who provided emergency coverage to the residents of both islands 24 hours per day / 7 days per week.

Phase II: Policies, procedures and protocols were developed by EHS. Paramedics began administering flu shots, holding clinics, checking blood pressures and taking calls from community residents for non-emergent services such as diabetic checks.

Phase III: In 2002, the government announced a 3-year pilot project that saw the addition of a nurse practitioner, as part of a collaborative practice agreement. The nurse practitioner, the paramedics and a physician located in the Town of Digby became a health care delivery team. Where necessary, continuing education was provided to upgrade the skills of the paramedics who were then able to concentrate their efforts on more complex matters such as wound care, blood draws, assessing patients with congestive heart failure and diabetes, assisting with medication compliance, administering antibiotics, and assessing urine specimens along with a host of other primary care functions all of which were done in patients' homes. As well, a collaborative relationship has been developed with the VON; and paramedics participate in monthly educational sessions to help first responders among the islands' firemen and Coast Guard to maintain and upgrade their skills.

The practice has introduced a number of new programs including, the "adopt a patient" program that sees a paramedic "adopt" a patient and provides them with a schedule of consistent care.

Conclusion:

This initiative has been a resounding success and, as the author noted, by 2005 there had been a 23% decrease in Emergency department visits by Islanders. Further, according to an article that appeared in the National Review of Medicine Magazine (April 2008) entitled, *Paramedics ease rural MD's load - House Call Program Offers Care to Remote NS Island* ...

"In late 2006, the Beausoleil First Nation on Lake Huron's Christian Island in Ontario started a program modelled after Nova Scotia's. Similar programs in remote locations in countries like Australia and Scotland have consulted about their projects with Long and Brier administrators."

NO ISSUES or RECOMMENDATIONS were cited.

IX. Threat and Risk Assessment of the Volunteer Public Safety Dispatch and Paging/Notification Services in Nova Scotia

Stanley L. Fage, P. Eng., M.B.A. & Chris R. Topping
For the Department of Transportation and Public Works
April 30, 2007

Commissioned in January 2007 by the Public Safety Field Communications Office, Department of Transportation and Public Works, this report is an analysis of the delivery of volunteer public safety dispatch and paging/notification in Nova Scotia. It provides a detailed assessment of threats and risks to the province's 314 Volunteer Fire Departments (VFD) and 24 Ground Search and Rescue (GSAR) teams – with the exclusion of volunteer fire departments in the Halifax Regional Municipality – and it offers advice on the mitigation of those threats and risks. It also presents options, costs and benefits associated with addressing them.

Methodology:

The consultation process involved over 30 stakeholders from the Fire Service, fire dispatch and public safety communications community and attendees at workshops organized in conjunction with the Volunteer Communications Committee and the Search Management Advisory Committee. Throughout this process, the consultants benefited from the advice of a Project Management Committee, consisting of the Director of EMO, the Fire Marshal, and the Director of Public Safety Field Communications of the Department of Transportation

Summary:

The author noted that communications, dispatch and paging notifications are critical components of Nova Scotia's Fire Service, which responds to approximately 40,000 incidents per year. In 2007, there were Public Safety Answering Points (PSAP) and Fire Dispatch centres serving HRM, CBRM and the Town of Kentville. The remainder of the province was served by a mix of 18 municipal, private and hospital-based dispatch centres. The fire service suffers, however, from a lack of proper accountability. As well, communications operating protocols and standards, as well as funding issues, are inconsistent across the province.

Nova Scotia Ground Search & Rescue (NSGSAR) provides a coordinated response to any emergency that must include the ability to quickly locate missing persons. GSAR teams of volunteers respond to approximately 200 call outs per year. Threats to its operations are at a lesser degree than those experienced by the Fire Service, and considered manageable by the consultants.

Conclusion:

The consultants suggested that a long term preferred strategy to mitigate the threats and risks to both the Fire Service and GSAR that should include a business plan, with clearly defined standards and protocols. They noted that the success of this exercise demands government support along with the involvement of experienced officials and support staff.

Issues and Recommendations

Nova Scotia Fire Service

Issue	Recommendation	STATUS
<p>Threat: HIGH</p> <p>... The fire service lacks a single accountable body, and common protocols or standards. ...Municipal accountability, liability, VFD funding, standards, and compensation are inconsistent across the province. ...many VFDs have entered into informal agreements for dispatch services while others have no dispatch services at all. .</p>	<ul style="list-style-type: none"> • That a standard-setting authority be established to: <ul style="list-style-type: none"> ... initiate a consultative process with key stakeholder groups (Fire Service, NSGSAR, Municipal, Provincial) to develop appropriate dispatch and paging standards for Nova Scotia. ... conduct a study of best practice fire dispatch and paging operations in other jurisdictions. ... undertake to formalize all agreements for dispatch services. 	<p>Incomplete: Initiatives have been taken to move this forward. There are appropriate standards for call takers but there are no appropriate paging standards. There has been some consideration of best practices for fire dispatch and paging operations but there is no formal agreement.</p>
<p>Threat: MEDIUM</p> <p>...Interruption of Public Switched Telephone Network Service and a lack of provincial dispatch training standards. ... Damage caused by vandalism, terrorism or other criminal acts, as well as acts of nature – hurricanes, blizzards, floods, etc. ... Inconsistent voice recording capability, limited surge capacity, limited Business Continuity Plans and service support among small dispatch centres. ...Lack of a common paging system, maintenance or installation standards.</p>	<ul style="list-style-type: none"> • That a process be developed whereby emergency calls may be rerouted to an alternate dispatch centre. • That a multi-year business plan be developed that considers technical, operational, financial and organizational impacts and priorities. • That Fire Dispatch services be regionalized. • That a Provincial Paging System be introduced. 	<p>Complete: 911 system provides for this but there are some gaps in the transfer to fire dispatch. Complete: TIR Public Safety</p> <p>Incomplete: Gaps, private paging, private phones. Incomplete: Underconsideration</p>

Ground Search and Rescue (GSAR)

Issue	Recommendation	Status
<p>Threat: MEDIUM</p> <p>... The interruption of telephone services delaying or preventing a GSAR call out.</p>	<ul style="list-style-type: none"> • That GSAR teams review phone contact protocols and identify secondary contact methods that would be expected to continue to operate in the event of a local telephone system failure (e.g. cellular telephones, the use of telephone services not provided by Bell Aliant, or other contact methods with less reliance on Bell Aliant.) 	<p>The 24 GSAR Teams across the province have various processes in place for team activation. The NSGSARA are responsible to update the team contact list which provides both cell and land line numbers. Each list includes several alternate numbers. The list is provided to all AOJ's and the EMO NS Duty Officer's. (EMPO)</p>

X. Position Paper on the Relationship between the Fire Service of Nova Scotia and the Government of Nova Scotia

Tom Bremner, President
Fire Service Association of Nova Scotia
2009

This paper was authorized by the Fire Service Association of Nova Scotia in an attempt to dispel a myth that fire services in Nova Scotia are equally trained, well-equipped and operated under the best service practices available.

It points out that old practices are no longer acceptable, and that government needs to find new ways to deliver, fund and staff the fire service. In every community Nova Scotians have the same basic service delivery expectations that for decades have been met by firefighters who have had to raise funds, negotiate property tax rates, and contribute their personal time and money to ensure the availability of trucks and equipment to keep the service functional.

Methodology:

After many years of frustration, borne of government indifference, the FSANS compiled and presented this position paper in an effort to get many outstanding issues addressed. The contents were drawn from their own experiences and those of their colleagues across the province.

Summary:

The author adamantly expressed the view that fire and emergency services in this province are in need of urgent help in several different ways. Specifically, he notes that there is a compelling need to restructure and standardize services and, in so doing, to seek the participation of all major stakeholders in the development of an effective management strategy. He noted further that incentives to encourage volunteerism are essential. With younger members of communities showing little or no interest in volunteering, together with a declining economy and increasing job loss, recruitment and retention are at an all-time low. This report appears to represent a long standing frustration that had existed for decades between the fire service and successive governments.

Conclusion:

The province currently has a process in place to consider many of the issues outlined in this position paper – under the Fire Advisory Board, established under the *Fire Safety Act*. Appointments to this board, however, were delayed for over the four years since the Act was proclaimed, and there have been issues on the table for in excess of six months with no response to the Board from the responsible Department/Minister. The author took a clear and unequivocal position that, in his view, government needs to understand and appreciate that the system is at a breaking point.

Issues and Recommendations

FSANS

Issues	Recommendations	Status
An aversion to change within the Fire Service itself.	<ul style="list-style-type: none"> Being undertaken by the FSANS. 	On going

911 Dispatch

Issues	Recommendations / Remarks	Status
A substantial number of 911 calls for fire services are handled by ill-equipped or poorly trained 'dispatchers', for whom a 911 role may be a secondary or tertiary responsibility within their primary place of employment (e.g. Hospitals & Funeral Homes).	<ul style="list-style-type: none"> That precedents and performance standards similar to those already in place for police and emergency services be established. 	This issue is currently being worked on. The Public Safety Division of TIR has completed a survey of the various dispatch points for the fire service and has made recommendation for change. This issue has been submitted to the NS Fire Advisory Committee for recommendation to the Minister.

Legislation

Issues	Recommendations	Status
The absence of direct legislation that supports the requirements of the fire services.	<ul style="list-style-type: none"> That Provincial legislation be introduced that establishes: <ul style="list-style-type: none"> ... a provincial fire service administrative office. ... standards and protocols for service delivery. ... standards and protocols for the health & safety of volunteer firefighters (through training). ... incentives to motivate and encourage the involvement of volunteers. That Provincial legislation be introduced that establishes an arm of government that is specifically mandated to support and standardize the delivery of all emergency public 	<p>Not Done: Ongoing discussion</p> <p>Not Done: Ongoing discussion</p> <p>Not Done: Ongoing discussion</p> <p>Complete: Long Service Medals, License Plates</p> <p>Not Done: Ongoing discussion</p>

	<p>safety services (fire, police and health care).</p> <ul style="list-style-type: none"> • That an amendment to the <i>Municipal Government Act</i>, be introduced to change "may" provide fire protective services to "shall", with clear standards for its delivery and funding. 	Not Done: Ongoing discussion
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Office of the Fire Marshal

Issues	Recommendations	Status
<p>Absence of leadership and direction of the fire service from the Office of the Fire Marshal. To those in the service it is obvious that the Office of the Fire Marshal is currently understaffed and incapable of carrying out many of the responsibilities assigned to it.</p>	<ul style="list-style-type: none"> • That an administrative office be established and mandated to provide province-wide leadership to the fire service. • That staff shortages at the OFM be addressed. 	<p>Not Done: Ongoing discussion</p> <p>Complete: All current positions at the OFM are filled.</p>

Appendices

Database of Recommendations

Appendix A

Governance and Authority

Specifically:

- An Act to Incorporate Volunteer Fire Departments (Proposed)
- Volunteer Services Act (Amendment)
- Fire Protection Act (Amendment)
- Volunteer Fire Department's Incorporation Act (Proposed)
- Building Code, S.N.S. 1977 (Proclamation)
- The Fire Safety Act (Introduction)
- Municipal Government Act (Amendment)
- PLUS: EHSNS enabling Legislation

Fire Service

Document	Recommendation	Opportunity
<p>Report of the Royal Commission on Education, Public Services and Provincial -Municipal Relations (The Graham Commission) - Ch. 14: Fire Protection – John F. Graham, Chair 1974</p>	<ul style="list-style-type: none"> • That an <i>Act to Incorporate Volunteer Fire Departments</i> be introduced in the legislature. 	<p>It is recommended that legislation be made to require all fire departments be incorporated as agency of the municipality. Low priority</p>
<p>Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</p>	<ul style="list-style-type: none"> • That the <i>Volunteer Fire Services Act</i> be amended to ensure the definition of "volunteer" would specifically include volunteer firemen, who may be receiving a modest honorarium. • That the <i>Fire Prevention Act</i> be amended to place more emphasis on the role of the Fire Marshal in education and fire prevention. • That legislation be introduced that would provide an easy, inexpensive means by which VFDs can achieve corporate status – in the "<i>Volunteer Fire Department's Incorporation Act</i>" 	<p>N/A this has been done</p> <p>It is recommended that a jurisdiction review of FM/FC education and fire prevention activities be completed to determine the best practices and to have them implemented within the role of the OFM. Medium priority</p> <p>It is recommended that legislation be made to require all fire departments to be an incorporated agency of the municipality. Low priority</p>

	<ul style="list-style-type: none"> • That a consolidation of fire-related legislation be prepared by the NS Fire Advisory Council, the OFD, and relevant government departments, then distributed to each volunteer fire department (VFD); and updated as required. • That the <i>Building Code, S.N.S. 1977</i>, be proclaimed into law. 	<p>It is recommended that a consolidation of legislation that is relevant to the fire services including interpretations and explanatory information be prepared and made available to the fire service and that this matter be updated as required. High priority</p> <p>N/A the BC has been adopted.</p>
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<p>Setting the Course: A Report to Address Fire Service Training in Nova Scotia Frederick G. Hollett Acting Fire Commissioner of Newfoundland 1994</p>	<ul style="list-style-type: none"> • That the Fire Prevention Act be amended to address firefighter training to: • ... establish and guarantee a firefighter training program for all firefighters throughout the province. • ... approve training standards and curriculum and ensure that programs cover all aspects of fire protection. 	<p>It is recommended that the province establish and approve training programs for the fire service of NS utilizing all or part of recognized standards that available. High priority</p> <p>It is recommended that the province provide legislation to require fire services in NS to meet recognized training and safety standards for the emergency services that they are providing. High priority</p> <p>It is recommended that the province, municipality and fire services, through the NSFSA Council provide a recommendation to share all the cost of the training of the fire service to meet training standards. High Priority</p>
<p>Report of the Nova Scotia Legislature Select Committee on Fire Safety</p>	<p>That Bill 58 – the <i>Fire Safety Act</i> be re-introduced in the legislature, with certain amendments, and passed as soon as possible; and that related</p>	<p>N/A FSA was passed with amendments</p>

<p>Jon Carey, MLA, Chair 2002</p>	<p>regulations be drafted at the time of introduction.</p> <p>That the province immediately begin enforcing existing legislation requiring municipalities to have fire inspectors; and that allow for funding to municipalities whose costs might increase as a result of fire safety inspections.</p> <p>Section 20 (2) (e) should be amended to limit mandatory self-inspections to operations that produce electricity for the purpose of selling it.</p> <p>That additional amendments be made to Section 20 as follows:</p> <p>(a) Require the party responsible for self-inspection to:</p> <p>(i) Immediately provide a copy of the inspection report to the workplace's joint occupational health and safety committee (JOHSC), or the employee health and safety representative under the Occupational Health and Safety Act.</p> <p>(ii) In very small workplaces where there is neither a JOHSC nor an employee OHSC representative, post the report conspicuously in an area where it will come to the attention of employees.</p> <p>(iii) Provide a copy of the inspection report upon request to (i) a student of the relevant school or university, and (ii) the parent or guardian of such a student.</p> <p>(iv) Provide a copy to the property's insurance company.</p> <p>(b) Require the minister to approve, and the fire marshal to implement a</p>	<p>It is recommended that the province continue to enforce existing legislation requiring municipalities to employ fire inspectors. High Priority It is recommended that where feasibly possible that the province through the OFM provide training, tools, etc. to assist in offsetting cost to municipalities. High Priority. Note, there is currently a working group reviewing this recommendation.</p> <p>N/A</p> <p>N/A</p> <p>N/A</p> <p>N/A</p> <p>N/A</p> <p>N/A</p> <p>N/A</p> <p>N/A</p>
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	<p>system of external audits of the Section 20 self-inspections, under which fire officials would do on-site audits to compare self-inspection records to actual conditions at the sites.</p> <p>That Subsection 14(1) be amended to make it clear that any appointment of a local assistant to the Fire Marshal should require the approval of the fire chief, who would have the right of first refusal.</p> <p>That in Subsection 27(4), the phrase "under the authority of this act" should be replaced with "for the purposes of this act."</p> <p>That members of the new Fire Safety Advisory Council be appointed from the same groups represented on the outgoing Fire Prevention Advisory Council, plus the Union of Nova Scotia Municipalities and the Fire Inspectors Association of Nova Scotia.</p> <p>That municipalities be required, wherever possible, to appoint one individual as both fire inspector and building inspector OR have the two conduct their inspections jointly.</p>	<p>N/A</p> <p>N/A</p> <p>N/A</p> <p>It is recommended that at the issuing of any occupancy permit, there would be a joint inspection conducted by both the building and fire inspector. Medium priority</p>
<p>Position Paper on the Relationship Between the Fire Service of Nova Scotia and the Government of Nova Scotia Tom Bremner, President Fire Service Association of Nova Scotia 2009</p>	<ul style="list-style-type: none"> • That Provincial legislation be introduced that establishes: <ul style="list-style-type: none"> ... a provincial fire service administrative office. ... standards and protocols for service delivery. ... standards and protocols for the health & safety of volunteer firefighters (through training). ... incentives to motivate and encourage the involvement of volunteers. • That Provincial legislation be introduced that establishes an arm of government that is specifically mandated to support 	<p>It is recommended that the province establish the standards and protocols for the training, health and safety and delivery of the fire services in the province. High priority.</p> <p>It is recommended that the province make provision for the fire services in the province to have an established point of contact to bring forth petitions, concerns of</p>

	<p>and standardize the delivery of all emergency public safety services (fire, police and health care).</p> <ul style="list-style-type: none"> • That an amendment to the <i>Municipal Government Act</i>, be introduced to change "may" provide fire protective services to "shall", with clear standards for its delivery and funding. 	<p>the fire service and to provide administration support to the fire service. High priority</p> <p>It is recommended that the province consult with the municipalities seek to change the wording in the MGA from "may" to "shall" provide fire protective services. High Priority.</p>
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EHSNS

Document	Recommendation	Opportunity
<p>Report: Emergency Health Services in Nova Scotia Michael F. Murphy, M.D. Special Advisor to the Minister of Health on EHS and Ann Petley-Jones April 1994</p>	<p>That relevant legislation be enacted to clearly define a corporate structure; and, give EHSNS full authority to, among other things, regulate and delegate, to develop policies and programs, and to administer finances and award contracts.</p>	<p>It is recommended that legislation be put in place clearly defining the governance model, government department responsible for the fire service, and includes including funding, standards, performance metrics, education etc.</p>

Accountability

Document	Recommendation	Opportunity
<p>Emergency Health Services in Nova Scotia Michael F. Murphy, M.D. Special Advisor to the Minister of Health on EHS and Ann Petley-Jones April 1994</p>	<ul style="list-style-type: none"> • That licenses to operate ambulances in Nova Scotia be issued only by EHSNS; and that all contracts with providers be performance-based. • That the Medical Director of the Air Ambulance Program report directly to the Medical Director of EHSNS. • That all ambulances be staffed by two licensed EMTs. 	<p>It is recommended that the above noted legislation include a governance model as to who can operate a public fire service, and the various standards for performance be established (includes how they are to be measured) This includes certification for specialty programs such as CBRNE, HUSAR etc.</p> <p>A Medical Director (via EHS as this is in the EHS Act) is recommended for the medical component of the Fire Service MFR program</p> <p>It is recommended that the legislation and/or contracts should specify staffing, training, licensing etc.</p>

Operations

<p style="text-align: center;">PERFORMANCE EVALUATION OF NOVA SCOTIA EMERGENCY HEALTH SERVICES</p> <p style="text-align: center;">Fitch and Associates, Platte City, Missouri November 2001</p>	<ul style="list-style-type: none"> • That the size of the fleet be increased by 9 ambulances to create a ratio of total fleet to peak deployment of 130%. • That consideration should be given to increasing the total kilometres allowed on each vehicle to 210,000 or 220,000 kilometres over the three-year cycle. • That EMC select and implement a management information system to direct and monitor its fleet - within the next six months. • That EMC, within six months, appoint a permanent Director of Fleet Services. • That EHS accept EMC's proposal to amalgamate service areas 3, 4 and 5 (low density population) and establish overall response times with emergency responses being 90% in less than 30 minutes. 	<p>It is recommended that the number, type, location, capabilities etc. of the fleet be based on a realistically achievable response plan (system status plan based on demand for service and ability to meet response time standards)</p> <p>It is recommended that fleet and operations policies be implemented to define the age, condition, maintenance, mileage etc. of all assets used in the system. Consideration should be given to rotating the fleet and assets throughout the system to maximize value to the system, e.g. rotate vehicles to higher volume areas.</p> <p>A coordinated fleet/asset maintenance program will support effective operational, life-cycle and maintenance of assets, as well as support sound financial and replacement cycles and future technical specifications for assets.</p> <p>This would be defined by performance standards and operational requirements. Ultimately, a single fleet maintenance "program" and fleet management system will support an efficient and effective fleet.</p> <p>Response time zones and standards are recommended, including methodologies as to how this is tracked and reported. For example, the response time performance standards should vary by</p>
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	<ul style="list-style-type: none"> • That a process be put in place that addresses the reduction of ambulance unit hours, so as not to impact negatively upon health and safety. Specifically... <ul style="list-style-type: none"> ... EMC should provide detailed requests to EHS, identifying the service areas in question, along with the impact on service and cost. ... EHS should then, with medical advice, determine the potential clinical impact of any reductions. ... Requests should then be forwarded to the Provincial Government for approval – provided both EHS and EMC agree that the reduction can be done with minimal impact. • That an immediate analysis of emergency calls be conducted – to determine compliance with the contractual provision that calls for the transition to a full Advanced Life Support (ALS) service, by fiscal 2006/07. • That the computer aided dispatch system be programmed to provide for ongoing monitoring and reporting of this process. 	<p>urban, suburban and rural areas, and also by call type. (not all calls are "lights and siren calls", and the response times for specialty services such as CBRNE will take longer than primary response to a fire) It is reasonable to expect a different response time for a fire, than a response time for a specialty resources full CBRNE event.</p> <p>Evidence based decision making is the key here. The number and type of unit hours available at any time in the system ought to be strategically planned (system status plan) and adjusted based on actual volumes and events (demand)</p> <p>It is recommended that service level outcomes and adjustments should be centrally monitored, with outcomes clearly understood by regulators and operators.</p> <p>As part of the system status plan, getting the right number of resources (vehicles, capabilities, equipment) in concert with appropriately trained staff will support safer communities and providers.</p> <p>A centralized CAD with a standard database will support effective and efficient operations. This does not need to be a single location, but if multiple locations, the databases and programs should be consistent and linked. A single point of</p>
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		entry into the fire service in N.S. is optimal for many reasons, including: staffing/training, consistent protocols, consistent data collection, centralized asset and response management.
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Fire Service

Document	Recommendation	Opportunity
<p>Report of the Royal Commission on Education, Public Services and Provincial -Municipal Relations (The Graham Commission) - Ch. 14: Fire Protection – John F. Graham, Chair 1974</p>	<p>a) County Councils:</p> <ul style="list-style-type: none"> • That, in each of the three metropolitan counties – Halifax, Pictou and Sydney – the city and town fire departments should be combined to form a single fire department. • That, in the remaining 28 towns, fire departments should become either incorporated or unincorporated fire departments of the County Council. <p>And, that each Council should:</p> <p>...Appoint a full-time or part-time County Fire Chief, who among other things would provide advice to the Council through the Council's Works and Development Committee.</p> <p>...Approve and review appropriate fire standards by-laws with respect to new buildings and structures, fire escapes, fire hazard and fire safety.</p> <p>...Abolish Boards of Fire Escapes; and have regular inspections of fire escapes of all public buildings and structures carried out by fire safety inspectors.</p> <p>...Train volunteer fire-fighters for inspection duties and otherwise engage a sufficient number of suitably qualified persons as full-time or part-time fire prevention officers.</p> <p>...Promote existing and newly established volunteer fire services and resource wherever possible.</p>	<p>It is recommend that the province continue to encourage the municipalities and FDs to review these recommendations and where deemed necessary to take the appropriate action. High priority</p> <p>It is recommended that all FDs become incorporated under the municipality. Low priority.</p> <p>It is recommended that the municipality appoint a fire service coordinator that would provide direction and leadership to the fire services within the municipality. It is recommended that the municipality approve fire by-laws that are appropriate to address particular fire safety concerns to their area or to petition the province to provide legislation for them. Medium priority.</p> <p>N/A</p> <p>It is recommended that the fire services with the assistance of the municipality and the province provide fire prevention programs through the department fire prevention officer/division. Medium priority.</p> <p>It is recommended that the municipality and the province continue to promote and provide resources to the volunteer fire services when possible. High Priority.</p>

	<p>... Cooperate with the forest fire control service of the Department of Lands and Forests.</p> <p>... Establish a pattern of service for all inhabited areas within its county.</p> <p>... Levy rates according to fire service demand, and in keeping with existing government funding.</p> <p>b) Nova Scotia Fire Protection Advisory Council:</p> <ul style="list-style-type: none"> • That a 12-member Nova Scotia Fire Protection Advisory Council be appointed; and that each member serve for a period of 3-5 years. • That the Advisory Council be fully funded and supported by a full time secretary or executive officer and support staff. <p>And, that duties of the Advisory Council would include advice or reports to the Minister and/or Councils on the following:</p> <p>... Any anomalies in service delivery.</p> <p>... Staffing, space and equipment standards and requirements; and identification of under serviced areas.</p> <p>... Firefighting protocols; building standards; and safety issues.</p> <p>... Adequacy of firefighting training facilities in Nova Scotia.</p> <p>... Adequacy of training manuals, and inspection procedure manuals.</p> <p>... Water supply systems, including the location and availability of fire hydrants.</p> <p>... Fire service statistics for each of the eleven councils.</p> <p>... Enforcement of fire service by-laws by County Councils.</p> <p>... Amendments to the <i>Fire Protection Act</i> and/or its regulations, re the inspection of buildings and premises.</p>	<p>It is recommended that the current model that exist between the fire services and DNR for forest fires be considered for moving forward with other fire service initiatives. High priority</p> <p>N/A all areas of the province are currently covered.</p> <p>It is recommended that the province review and amend legislation to provide a means for the fire services to acquire funding through tax rates that is consistent with other essential services. High priority</p> <p>N/A NSFA Council has been appointed.</p> <p>It is recommended that the NSFA Council be supported and funded by the province through the administration staff of the OFM. Low priority.</p> <p>It is recommended that the province place the mandate of the NSFA Committee to be included in the mandate of the NSFA Council and then dissolve the NSFA Committee. Medium Priority.</p>
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	<p>...Pertinent fire safety matters that come before the Advisory Council.</p> <p>...Public education on fire safety.</p>	
<p><i>Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services</i> George C. Moody, MLA, Chair June 1984</p>	<ul style="list-style-type: none"> • That the NS Fire Protection Advisory Council cooperates with the Dept. of Municipal Affairs and the OFM to establish a standard Mutual Aid Agreement for VFDs. • That the Chairman of the NS Fire Protection Advisory Council be chosen from the ranks of the non-Government members. 	<p>It is recommended that the province provide a mutual aid agreement template that can be used by the fire service of NS. Low Priority.</p> <p>It is recommended that the Minister appoint the Chairperson of the NSFSA Council as recommended by the Council.</p>

PLUS: Operational issues that relate directly to the Office of the Fire Marshal:

Document	Recommendation	Opportunity
<p>Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</p>	<ul style="list-style-type: none"> • That the Fire Marshal and Deputies attempt to notify local Fire Chiefs in advance of visits to their areas, in the event the chief would like to meet with them. • That the publication issued quarterly by the OFD be redesigned to include more information and advice for local fire chiefs; and that responses to general queries to the OFM be included. • That the Minister of Labour & Manpower solicit the views of the NSFAC on the various aspects of the operation of the OFM. 	<p>It is recommended that the staff of the OFM attempt to notify local assistants when they are visiting their areas. Low priority.</p> <p>It is recommended that the OFM re-introduce a quarterly or semi-annual publication for the fire services. Medium Priority.</p> <p>This is currently under review.</p>
<p>Setting the Course: A Report to Address Fire Service Training in Nova Scotia Frederick G. Hollett Acting Fire Commissioner of Newfoundland 1994</p>	<ul style="list-style-type: none"> • That the Deputy Fire Marshals assume responsibility for communications between the OFM and all Fire Chiefs. • That the Deputy Fire Marshals coordinate fire protection services 	<p>It is recommended that the OFM continue to work with the FDs and to establish and use better communication tools and protocols. Medium Priority It is recommended that the DFM's coordinate fire protection services as</p>

	<p>in their respective areas of jurisdiction.</p> <ul style="list-style-type: none"> • That a Training Co-ordinator be hired and report directly to the Fire Marshal. • That the Training Co-ordinator would then ensure timely and adequate dissemination of training information to the entire fire service, through the Deputy Fire Marshals. • That the OFM conduct information seminars for the fire service, to address various areas of administrative concern. 	<p>currently mandated by legislation and should there be changes in the legislation that they be considered. Priority</p> <p>It is recommended that the province acquire, administer, operate and manage all aspects of training for fire services. High priority.</p> <p>It is recommended that the OFM continue to provide training for local assistants, information seminars to the fire service within the realm of the mandate of the FSA. Low priority</p>
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EHSNS

Document	Recommendation	Opportunity
<p>Report: Emergency Health Services in Nova Scotia Michael F. Murphy, M.D. Special Advisor to the Minister of Health on EHS and Ann Petley-Jones April 1994</p>	<p>a) Administration:</p> <ul style="list-style-type: none"> • That a 9-12 member governing Board be established to develop policies, standards and strategies for EHSNS. • That operating and ad hoc committees be appointed, as deemed necessary by the governing Board 	<p>It is recommended that the legislation and governance document clearly define the accountability of administration and the overall Fire Service program, including governance and the role of the board.</p> <p>Specialty committees will likely be required and are recommended, e.g. education, fleet, quality, etc. There should be a governance model that links this to effective</p>

	<ul style="list-style-type: none"> • That the CEO, the primary spokesperson EHSNS, be directly responsible to the Board. • That a trained and certified EHS Medical Director report directly to the CEO; and sit as an ex-officio member of the governing Board . • That a Medical Advisory Committee be struck and chaired by the EHS Medical Director, with medical personnel sitting as members. • That the staff complement include a COO, an accountant, communications and IT staff, support staff and 2 co-op students (Computer Science and Commerce). • That all management and staff contracts be performance-based. <p>b) Ask-A-Nurse Program:</p> <ul style="list-style-type: none"> • That EHSNS implement a telephone service to provide professional and accountable nurse advice. <p>c) Base Hospital Paramedic Program:</p> <ul style="list-style-type: none"> • That base hospital paramedics be made employees of EHSNS. 	<p>administration and operations, as well as accountability as defined in the legislation.</p> <p>It is recommended that direct linkage and accountability be in place between the operational chief(s) and the authority for the service as established by legislation.</p> <p>Currently provided in the EHS legislation, recommend continuation.</p> <p>Provided by EHS legislation, recommend continuation</p> <p>Standard corporate administrative structures recommended.</p> <p>The Fire Service program could participate in programs to support safe communities, e.g. the 211 system and non-emergency information to help individuals and communities are better prepared and proactive. In addition, a 1-800 line to support responders could be helpful, similar to the CANUTEC service.</p> <p>Regardless of who employs these individuals, a quality program and framework is recommended for this service.</p>
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	<ul style="list-style-type: none"> • That field officers be appointed to foster cooperation between all levels of EHS delivery, both in hospital and in the field. <p>d) Trauma Care Program:</p> <ul style="list-style-type: none"> • That a comprehensive Trauma Care Program be initiated, as a part of EHSNS – to establish standards and protocols in the care of trauma patients; and that it be staffed by: <p style="padding-left: 40px;">...a Medical Director of Trauma who reports directly to the EHSNS Medical Director</p> <p style="padding-left: 40px;">...a Coordinator of the Trauma Care Program (an RN) to coordinate operations and maintain a trauma care registry.</p>	<p>Community and inter-agency relations programs and personnel are recommended.</p> <p>N/A, provided by EHS. The principles may apply here though, e.g. a centralized registry that informs training, policy, programs, quality, etc.</p>
<p>Performance Evaluation Of NOVA SCOTIA EMERGENCY HEALTH SERVICES Fitch and Associates, Platte City, Missouri November 2001</p>	<ul style="list-style-type: none"> • That a series of facilitated workshops with EMC and EHS leadership be held – to focus on redefining the roles and responsibilities of each. Specifically: <ul style="list-style-type: none"> ... EHS should have responsibility for developing policy, clinical protocols, providing medical oversight, and monitoring the system; while, ... EMC, while being accountable for complying with those protocols, should also be free to determine the means and the methods of delivering the services. • That procedures be developed to resolve conflict and to address issues on a timely basis. • That EMC's Quality and Learning Department be integrated into 	<p>Clearly defined roles and responsibilities of the various participants and stakeholders of the system ought to be well thought out clearly articulated and regularly reviewed..</p> <p>Highly recommended.</p> <p>A quality and learning department is recommended for the program.</p>

	<p>EHS's quality improvement and patient audit activities.</p> <ul style="list-style-type: none"> • That regular reports be made available to EMC management to identify systemic and individual performance issues. 	<p>Regular accountability, operational and performance reports should be available to the public, government, various stakeholders and interest groups.</p>
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Ground Search & Rescue

Document	Recommendation	Opportunity
<p>Threat and Risk Assessment of the Volunteer Public Safety Dispatch and Paging/Notification Services in Nova Scotia Stanley L. Fage, P. Eng., M.B.A. & Chris R. Topping For the Department of Transportation and Public Works April 30, 2007</p>	<ul style="list-style-type: none"> • That a standard-setting authority be established to: <ul style="list-style-type: none"> ... initiate a consultative process with key stakeholder groups (Fire Service, NSGSAR, Municipal, Provincial) to develop appropriate dispatch and paging standards for Nova Scotia. ...conduct a study of best practice fire dispatch and paging operations in other jurisdictions. ...formalize all agreements for dispatch services. • That a process be developed whereby emergency calls may be rerouted to an alternate dispatch centre. • That a multi-year business plan cover technical, operational, financial and organizational impacts and priorities. • That Fire Dispatch services be regionalized. • That a Provincial Paging System be introduced. • That GSAR teams review phone contact protocols and identify secondary contact methods that would be expected to continue to operate in the event of a local telephone system failure (e.g. cellular telephones, the use of telephone services not provided by Bell Aliant, or other contact 	<p>This issue is being worked on by the Public Safety Communication Division of TIR. The work is aimed at improving the dispatch capabilities for the fire service. The NSGSAR program is not a first response type of resource. They work under the direction of the Police Authority. The current system of call seems to work best for this type of response.</p> <p>There is currently an ability to redirect 911 calls to the various PSAP's across the province. However, there may be circumstances where an alternate dispatch centre would be required. This issue is currently being worked on.</p> <p>The provincial GSAR teams have a call out system which has several contingencies in place for notification.</p>

	methods with less reliance on Bell Aliant.)	
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Finance

<p>PERFORMANCE EVALUATION OF NOVA SCOTIA EMERGENCY HEALTH SERVICES Fitch and Associates, Platte City, Missouri November 2001</p>	<p>a) Reimbursement of EMC expenses:</p> <ul style="list-style-type: none"> • That extra and flow-through funding requests for the last two years be reviewed. That the majority of these expenses be rolled in to the EHS/EMC contract with EMC being held accountable for the maintenance, replacement or provision of the equipment items or services identified in these requests. 	<p>An annual funding/budget program is recommended that includes all aspects of the system, considers growth and changes in the system, technology changes, evergreening cycles for assets, as well as strategic investments and programs to enhance community safety.</p>
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Fire Service

Document	Recommendation	Opportunity
<p>Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</p>	<p>a) Taxation:</p> <ul style="list-style-type: none"> • That Municipalities make it possible for donors to VFDs to be eligible for tax deductions. • That the Minister of Finance, through his Federal counterpart, attempt to simplify the process whereby VFDs can obtain charitable status for income tax purposes. <p>b) Elections:</p> <ul style="list-style-type: none"> • That no restriction be placed on members of VFDs with respect to running as a candidate for election to Municipal or Provincial public office. <p>c) Department of Lands and Forests:</p> <ul style="list-style-type: none"> • That the Department of Lands and Forests – in advance of issuing a burning permit – notify the local VFD. <p>d) Department of Transportation:</p> <ul style="list-style-type: none"> • That the Department of Transportation develop a policy 	

	<p>for snow removal of entrances leading to VFDs</p> <p>e) Awards:</p> <ul style="list-style-type: none"> • That the period of time for eligibility for the Fire Service Medal be reduced to 25 years. • That, on the advice of a local Fire Chief, a 10 year certificate of achievement be conferred on volunteer firefighters who retire following 10-25 years of service. <p>f) Disability and Life Insurance:</p> <ul style="list-style-type: none"> • That all Municipal Units provide volunteer firefighters with health and disability coverage as well as life insurance, while leaving the choice of plans up to the VFDs themselves 	
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Equipment and Vehicles

Fire Service

Document	Recommendation	Opportunity
<p>Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</p>	<ul style="list-style-type: none"> • That before disposing of surplus equipment, all government departments notify the OFM of its availability, which in turn would notify VFDs. • That the Province of Nova Scotia provide a grant to Municipal Units who assist newly formed VFDs in purchasing equipment; and, that the grant be in an amount equal to 25% of the funds provided by the Municipality, to a maximum of \$10,000. • That as a cost-saving measure, the OFD prepare and distribute pre-stamped business reply envelopes to local fire chiefs for the purpose of report filing. • That the Province of Nova Scotia provide funding so that central air-filling facilities – equipped with air 	<p>It is recommended that a medium be provided to advise the fire service of the surplus equipment that may be of interest to the fire service prior to disposing of it. Low priority</p> <p>It is recommended that the ESPF be reviewed and amended to provide to establish easy access to fire services that financially strapped to have acquire PPE. High Priority</p> <p>It is also recommended that there be representation from the OFM and FSANS on the review committee for the ESPF. Medium Priority</p> <p>It is recommended that the province through the OFM ensure that the fire service has electronic capabilities and where they do not provide the fire service with surplus computer equipment that will give them the tools to fulfil their legislative mandate for reporting. Medium priority.</p> <p>It is recommended that request for funding for acquiring equipment such as air filling stations be supported through ESPF applications. Low Priority</p>

	<p>compressors or air filling stations – be located as follows:</p> <ul style="list-style-type: none"> ...between Yarmouth and Digby at Little Brook ...between Bridgewater and Sackville ...along the Halifax County-Guysborough Shore ...along the Northumberland Shore ...Antigonish County ...around Whycocomaugh ...around St. Peter's ...Ingonish ...Inverness 	
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Tactical Communications

Document	Recommendation	Opportunity
<p>Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</p>	<ul style="list-style-type: none"> • That EMO make application to the Federal Government to permit the Province to participate in their Joint Emergency Planning (JEP) program for the provision of communications equipment to VFDs. • That subsequent to Federal approval, a plan be developed that will see the three levels of government (Federal, Provincial, and Municipal) cost share in the purchase of a base station or mobile unit that is compatible with the provincial grid. • That MT&T study the possibility of implementing a province-wide (or regional) emergency number and consider the feasibility of reducing rates for VFDs; and make such a submission to the Public Utilities Board. 	<p>The JEPP program has been discontinued and is no longer available as a source of funds.</p> <p>The province is currently working on a new system in an aim to improve communications and interoperability.</p> <p>The 911 system has been established and is available province wide.</p>
<p>Position Paper on the Relationship Between the</p>	<ul style="list-style-type: none"> • That precedents and performance standards similar to those already in place for police and emergency 	<p>The provincial 911 system has policy and procedure in place for all first response agencies. However, the</p>

<p>Fire Service of Nova Scotia and the Government of Nova Scotia Tom Bremner, President Fire Service Association of Nova Scotia 2009</p>	<p>services be established for 911 emergency calls for fire services.</p>	<p>dispatch side of a 911 call can vary somewhat especially in regards to fire dispatch. This issue is currently being discussed for possible change.</p>
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Training

Fire Service

<p>Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</p>	<ul style="list-style-type: none"> • That the resources of the Municipal Finance Corporation be available to Municipal Units and VFDs, for their borrowing needs. 	<p>N/A provisions have been made in the MGA</p>
<p>Setting the Course: A Report to Address Fire Service Training in Nova Scotia Frederick G. Hollett Acting Fire Commissioner of Newfoundland 1994</p>	<p>a) NS Firefighters School (NSFFS):</p> <ul style="list-style-type: none"> • That the NS Government order two independent audits of the NSFFS: ...a management audit; and ...a financial audit. • That the Fire Marshal, in consultation with NSFFS, establish 2-3 satellite facilities of NSFFS at strategic locations across the province. • That the Field Extension Unit, which has seen its services cut, be re-established at the maximum levels attainable; and that the practice of offering services on a cost recovery basis be ended. • That the NS Government ensure that the operating grant for the Field 	<p>It is recommended that the province acquire, administer, operate and manage all aspects of training for fire services. High priority.</p>

	<p>Extension Unit be used for that purpose only.</p> <ul style="list-style-type: none"> • That the Field Extension Unit regularly prepares and delivers to fire departments, in a timely manner, a schedule that details the topics for discussion. 	
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Human Resources

Fire Service

Document	Recommendation	
<p>Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</p>	<p>a) NS Firefighters School (NSFFS):</p> <ul style="list-style-type: none"> • That the Province of Nova Scotia fully fund a Field Extension Program at NSFFS and that this funding be continued on an annual basis, subject to the budgetary process. • That the Ministers of Education and of Labour & Manpower issue a certificate to those firefighters who have satisfactorily completed training at the NSFFS. • That a committee be established with representation from the NSFFS, the Office of the Fire Marshal and the Departments of Education and Labour & Manpower to assist in curriculum and delivery of programs; and to participate in the budgetary process. That this committee also promote CPR training for volunteer firefighters. 	<p>It is recommended that the province acquire, administer, operate and manage all aspects of training for fire services. High priority.</p> <p>It is recommended that the province through the OFM continue to have oversight and provide administration support for the NSFSPQB. Low priority.</p> <p>It is recommended that the province acquire, administer, operate and manage all aspects of training for fire services. High priority.</p>
<p>Setting the Course: A Report to Address Fire Service Training in Nova Scotia Frederick G. Hollett Acting Fire Commissioner of Newfoundland</p>	<p>a) NS Firefighters School (NSFFS):</p> <ul style="list-style-type: none"> • That the NS Government order two independent audits of the NSFFS: ...a management audit; and ...a financial audit. • That the Fire Marshal, in consultation with NSFFS, establish 2-3 satellite 	<p>It is recommended that the province acquire, administer, operate and manage all aspects of training for fire services. High priority.</p>

1994	<p>facilities of NSFFS at strategic locations across the province.</p> <ul style="list-style-type: none"> • That the Field Extension Unit, which has seen its services cut, be re-established at the maximum levels attainable; and that the practice of offering services on a cost recovery basis be ended. • That the NS Government ensure that the operating grant for the Field Extension Unit be used for that purpose only. • That the Field Extension Unit regularly prepares and delivers to fire departments, in a timely manner, a schedule that details the topics for discussion. 	
<p>Setting the Course A Report to Address Fire Service Training in Nova Scotia Frederick G. Hollett Acting Fire Commissioner of Newfoundland 1994</p>	<p>a) Accreditation:</p> <ul style="list-style-type: none"> • That the Minister of Labour strike a committee to address standards, accreditation and certification of volunteer firefighters. Among others, membership should include: <ul style="list-style-type: none"> ...the Fire Marshal (Chair) ...officials from the Dept. of Education ...key players in the Sydney, CB initiative. 	<p>It is recommended that the NSFSPQB be a standing subcommittee of the NSFSA Council. Low Priority</p>

EHSNS

Document	Recommendation	Opportunity
<p>Report: Emergency Health Services in Nova Scotia Michael F. Murphy, M.D. Special Advisor to the Minister of Health on EHS and Ann Petley-Jones April 1994</p>	<p>a) EMT Training:</p> <ul style="list-style-type: none"> • That EHSNS negotiate an EMT training contract with the Victoria General Hospital School of Allied Health • That during implementation, EHSNS assume the full cost of the EMT training program. 	<p>A coordinated, accessible and accredited training program ought to be made available within a defined period of time. The who and how will need to be determined, with a longer term vision of having a consistently trained cadre of competent and safe service providers, and consistent training for specialty teams such as HUSAR, CABRNE etc.</p> <p>It is recommended that funding for this training be part of the human resource strategy for the service, and included in legislation.</p>

	<ul style="list-style-type: none"> • That EMTs be licensed by EHSNS before being allowed to practice in Nova Scotia. • That a continuing education program for EMTs be implemented and funded by EHSNS. • That EHSNS personnel be eligible for paid leave to obtain management training at the expense of EHSNS. <p>b) First Responders Program:</p> <ul style="list-style-type: none"> • That EHSNS develop and fund a program that provides training, certification and re-certification of first responders; and that a 'First Responders Kit' be distributed and refillable at area hospitals. • That EHSNS provide training and advice on protocols and procedures to those agencies acquiring defibrillators. • That funding to support the training of a pharmacologist and physician toxicologists for the IWK Poison Control Centre be the responsibility, within two years, of EHSNS. 	<p>Not as stringent requirements as EHS or other health services, but it is recommended that there are some standards for training before being permitted to work in the fire service.</p> <p>It is recommended that support for maintenance of skills and competencies is included in the human resource plan</p> <p>Part of the corporate culture.</p> <p>Continuation and enhancement of the EHS MFR program recommended.</p> <p>It is recommended that appropriate equipment is in place, based on best available evidence and within the financial means of the province.</p> <p>N/A</p>
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EHSNS

Document	Recommendation	Opportunity
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<p>Paramedic shortage: A Call for action NATIONAL HUMAN RESOURCE REVIEW Marilyn Pike, EHS Senior Director, Nova Scotia and Christine Gibbons, Research Officer c. 2005</p>	<p>a) Human Resource Strategy:</p> <ul style="list-style-type: none"> • That a Canadian Paramedic Advisory Council be formed, with representation from all provinces and territories, and from other health care professionals. • That each province supply the Council with a case study. • That the Council develop a long-term strategy to address the human resource planning needs of paramedics in general, with specific reference to ACPs, including: <ul style="list-style-type: none"> ...a comprehensive recruitment and retention strategy that recognizes lifelong learners, educators, researchers and administrators; ...a plan to facilitate increased data collection; ...a plan to increase training opportunities. • That the Council commit to an increase in data collection in the pre-hospital sector, including but not limited to conducting exit interviews with paramedics/ACPs who resign or retire. 	<p>Linkages with national and international professional bodies would enhance knowledge, efficient operations, and sustainability of the system.</p> <p>N/A</p> <p>A national strategy for fire service human resources would certainly enhance the sustainability of the fire service in Canada.</p> <p>Pooling of data, information, lessons learned at a national level would be very useful in defining standards and programs. This would not be a high priority in the early evolution of the N.S. system.</p>
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Document	Recommendation	Opportunity
<p>Report of the Royal Commission on Education, Public Services and Provincial -Municipal Relations (The Graham Commission) - Chapter 14: Fire Protection – John F. Graham, Chair 1974</p>	<ul style="list-style-type: none"> • That the number of training officers be increased. • That training officers be equipped with mobile training vans. • That OFM be made a part of the Department of Municipal Affairs. 	<p>It is recommended that the province acquire, administer, operate and manage all aspects of training for fire services. High priority.</p>

Interoperability

<p><i>Report of the Nova Scotia Legislature Select Committee of Inquiry on Volunteer Fire Services George C. Moody, MLA, Chair June 1984</i></p>	<ul style="list-style-type: none">• That the NS Fire Protection Advisory Council cooperates with the Dept. of Municipal Affairs and the OFM to establish a standard Mutual Aid Agreement for VFDs.	<p>It is recommended that the province provide a mutual aid agreement template that can be used by the fire service of NS. Low Priority.</p>
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ANNEX C - Provincial and Territorial Jurisdictional Review

**Fire and Emergency Services
Scan of Canadian Provinces and Territories**

Report of the Fire Services Senior Officials Committee

<u>ANNEX C - Provincial and Territorial Jurisdictional Review</u>	
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Executive Summary

This paper compares and contrasts Nova Scotia's fire prevention and suppression services with those in Canada's other provinces and territories.

The analysis focuses on nine areas, corresponding with the recommendations contained in the Fire Services Senior Officials Committee Final Report:

1. Governance and Authority – the relevant Acts in each jurisdiction, and the responsibilities of the various government departments¹ and levels of government.
2. Accountability – the mechanisms in place to ensure the system adheres to quality standards and is responsive to the proper authority.
3. Finance – the budget parameters and the costs of administering the system.
4. Operations – the consistency of service throughout a jurisdiction.
5. Interoperability – the extent to which various emergency responders can 'speak to each other' in an emergency response situation.
6. Equipment and Vehicles – the extent to which fire departments are equipped with the same or comparable equipment.
7. Tactical Communications – the public access points and dispatch systems.
8. Training – the training required for firefighters.
9. Human Resources – staffing levels and the mix of professional and volunteer firefighters.

Two additional topics reviewed include stakeholder participation and system performance measures.

While there are several consistencies between Canadian provinces and territories with respect to fire prevention and suppression services, there are many individual differences in how the overall system in each jurisdiction is designed and functions.

¹ The term 'department' in this context is equivalent to a 'ministry' or 'ministere' in other jurisdictions.

Nova Scotia is similar to the majority of Provinces and Territories (P / T's) in several respects:

- Nova Scotia has a Fire Marshal (FM) instead of a Fire Commissioner (FC). The latter typically has more of a direct requirement for overseeing fire service training and operations. That said, Ontario's Fire Marshal, under the *Fire Protection and Prevention Act*, has the duty to develop training programs and evaluation systems for persons involved in the provision of the fire protection services and to provide programs to improve practices relating to fire protection services. Similarly, Quebec's head of fire safety is responsible for a significant education and training component of that province's fire service. The difference in title does not seem to limit the ability of the office to undertake specific responsibilities.
- Nova Scotia divides responsibilities for municipal fire suppression and wildland fires into different government departments. The role of the OFM and suppression rests with DNR and municipalities. In most P / T's, municipal units are not required by legislation to have fire suppression capability.
- Nova Scotia's main piece of legislation for fire prevention – the *Fire Safety Act* – has similar provisions to related Acts from other jurisdictions. These include provisions for public education, firefighter training, investigations, records collection, ongoing advice to senior government officials and to municipalities, submitting an annual report to the minister responsible, the power to appoint local assistants, and inspections.
- Nova Scotia's OFM is partially funded through a levy on fire insurance. This money is collected as general revenue for the province and then distributed back to the OFM.
- Nova Scotia has a mix of career and volunteer firefighters working in full-time, composite, volunteer and industrial departments. Some departments provide compensation based on attendance.
- Nova Scotia has training and certification available for fire fighters.
- Nova Scotia does not have a quality assurance process for municipal fire prevention and suppression.
- Nova Scotia lacks performance measures for municipal fire prevention and suppression, but has measures for wildland fire suppression.

- Nova Scotia has standardized reporting and system metrics in place for municipal and wildland fire suppression.
- Nova Scotia has a provincial 911 system that the public can use to access fire suppression services.
- Fire dispatch is managed at the local level.

Nova Scotia also has key differences from many other P / T's.

- Nova Scotia's OFM is housed in the department responsible for labour.
- Nova Scotia houses the governance responsibilities for fire prevention in a separate department from that of emergency management. The majority of P / T's house these responsibilities in the same department.
- Nova Scotia does not have established training standards or free training for municipal fire fighters.
- Nova Scotia has no established standards for municipal fire fighting equipment.
- Nova Scotia has a quality assurance process for wildland fire suppression.
- Nova Scotia seems to be above most in terms of interoperable communications.

Terms of Reference

Deputy Ministers of key provincial government departments have identified an interest to review the fire and associated services in Nova Scotia. These associated services may include, and are not limited to HazMat, ice/water and confined space rescue, vehicle extrication, and medical first response.

The Fire Services Senior Officials Committee (FSSOC) was established to examine fire and associated services in Nova Scotia. Specifically the FSSOC will review and provide recommendations related to:

- opportunities to better align and co-ordinate services throughout the province;
- opportunities for efficiencies, and to minimize risk to communities and responders; and
- the future governance and operations of the fire and associated services in Nova Scotia.

Deliverables include recommendations related to C3 Governance (co-ordination, co-operation / collaboration, consistency) operations, communications, interoperability, human resources accountability, stakeholder participation, finance, vehicle equipment and facilities.

Participation in the FSSOC includes representatives from the following departments:

- a. Labour and Advanced Education
 - Project Director, Safety Branch (Chair)
 - Fire Marshal
- b. Service NS and Municipal Relations
- c. Transportation and Infrastructure renewal
 - Risk Management
- d. Health and Wellness
 - Health Services Emergency Management (HSEM)
 - Emergency Health Services (EHS)
- e. Natural Resources
- f. Justice
 - Emergency Management Office (EMO)

The FSSOC is accountable to the Fire Services Deputy Ministers Standing Committee.

This report addresses Phase I: Analysis; Provide an analysis of the current status of fire services in Nova Scotia and the overall state of the Fire Service and governance in Canada, including resources (human, equipment, vehicles and supplies) interoperability, accountability, communications/dispatch, risk management, dependencies, costs, expenditures and funding both at the provincial and municipal levels.

Methodology

This report was informed through a jurisdictional scan that was conducted during the spring and summer of 2012. The scan was based on a questionnaire written by the FSSOC. The questionnaire covered a broad range of topics related to fire and emergency services. The questionnaire was circulated to P / T fire marshals, fire commissioners, and wildfire program directors via email in mid-April. Information was then collected over the next few months via email and telephone conversations. Information was also collected from P / T websites, many of which provided considerable detail about how fire and emergency services are delivered in each jurisdiction, and the various roles and responsibilities assumed by government. A copy of the questionnaire can be found at Annex A to this report.

After the initial information was compiled and reviewed by the FSSOC, the draft report was circulated to OFM / OFC and wildland fire officials throughout all P / T's to validate the information and provide additional comments.

Analysis

System Design

1. Governance and Authority

Nova Scotia's OFM operates as a division of the Safety Branch of the Department of Labour and Advanced Education. The office is led by the Fire Marshal, who reports to the Senior Executive Director of Safety. There are nine Deputy Fire Marshals in the branch that report directly to the Fire Marshal. Their primary roles are:

- a. To ensure an effective implementation of the *Fire Safety Act* and associated regulations.
- b. To provide technical support, education, coaching and other assistance as deemed necessary to fire officials as defined in the *Fire Safety Act*.
- c. To manage, supervise, plan and coordinate inspections and / or audits of premises to ensure compliance with the *Fire Safety Act* and associated regulations and to provide reports for the same.
- d. To manage, supervise and direct the course of fire investigations throughout the province in compliance with the *Fire Safety Act* and to assist other authorities having jurisdiction in any prosecutions resulting from a fire investigation.

Fire Marshal / Commissioner

The responsibilities of a FM and a FC differ in a number of key ways. The major difference is that an FC has more of a direct requirement for overseeing fire service training and operations. That said, Ontario's Fire Marshal, under the *Fire Protection and Prevention Act*, has the duty to develop training programs and evaluation systems for persons involved in the provision of the fire protection services and to provide programs to improve practices relating to fire protection services. Similarly, Quebec's head of fire safety is responsible for a significant education and training component of that province's fire service. The difference in title does not seem to limit the ability of the office to undertake specific responsibilities.

While the majority of P / T's have a FM, Canadian jurisdictions are split fairly evenly as to the title and role for the head of fire safety.

Fire Marshal	Fire Commissioner
Nova Scotia	Alberta
New Brunswick	British Columbia
Ontario	Manitoba
Prince Edward Island	Newfoundland and Labrador
Northwest Territories	Saskatchewan
Nunavut	
Yukon	

Table #1

Quebec is an exception in that its *Fire Safety Act* does not make reference to either an FM or an FC for the province. In Quebec, these services are instead led by an Associate Deputy Minister in the Ministère de la Sécurité publique. This department houses several responsibilities common to several OFM / OFC's across Canada.

Governance models for fire-related services (municipal and wildland) are fairly similar across all P / T's. In virtually all cases they receive their annual operating budgets through government allocation processes and their responsibilities are carried out through an office or branch of a line-department. Some exceptions to this standard model are:

- Manitoba's OFC has operated as a Special Operating Agency since 1996. The main characteristic of this is that they are mainly financially self-sufficient, with most of their revenue generated from a tax levy, and tuition fees at the emergency services college. They must present an annual business plan to the provincial Treasury Board to receive any government funding.

- A portion of the wildfire mandate in Quebec has been delegated to the Societe de protection de forets contre le feu (SOPFEU), a non-profit organization. The organization is responsible for forest fire protection, detection, and suppression in the 'intensive' zone.

To use Nova Scotia terms, Canada's FM / FC's are usually director-level or above, reporting to an Executive Director or above. There are some exceptions. In the Northwest Territories, for example, the Department of Municipal and Community Affairs' Public Safety Division is overseen by a director, who in turn oversees the work of the emergency management coordinator and the fire marshal. In Quebec, the FM is an Associate Deputy Minister.

In some jurisdictions, FM / FC's are appointed through the public service hiring process, and in others they are appointed by Governor-in-Council. There seems to be no correlation between the type of appointment process and specific functions and title of the office. Nova Scotia hires through the Public Service Commission, which uses a transparent and merit-based process.

Hired through Public Service Commission (or equivalent)	Appointed by Governor-In-Council
Nova Scotia	British Columbia
Alberta	New Brunswick ²
Manitoba	Ontario
Prince Edward Island	Quebec
Saskatchewan	
Northwest Territories	
Nunavut	
Yukon	

Table # 2

Lead Department

Fire safety and wildland fires are managed separately in Nova Scotia, with the OFM responsible for the former and the Department of Natural Resources (DNR) responsible for the latter. The separation of these responsibilities is consistent across much of Canada.

Fire prevention

While department names and responsibilities vary considerably from jurisdiction to jurisdiction, Nova Scotia is nevertheless fairly unique in placing the OFM in the

² The Fire Marshal can be appointed or hired through a competitive process; however most recent Fire Marshals have been appointed.

department responsible for labour. The only other province with this alignment is Manitoba, whose OFC is housed in their Department of Family Services and Labour. A semi-comparable alignment exists in Prince Edward Island, where the OFM is housed in the Department of Environment, Labour and Justice. In this case however, fire marshal services are aligned more with the justice component of its mandate. In Quebec, the Regie du batiment owns and enforces the provincial building code under the jurisdiction of the ministere du travail (labour). In most other P / T's, the OFM / OFC is housed either in the department responsible for municipal affairs or community safety.

Emergency management

Nova Scotia has a clear governance distinction between fire safety and emergency management. This is a fairly unique arrangement. Nova Scotia's emergency management responsibilities are housed in the Department of Justice. The majority of P / T's house fire prevention and emergency management responsibilities in the same department.

Wildland Fire

In Nova Scotia, wildland fire responsibilities are managed by DNR. This is consistent with other P / T's. Wildland fire responsibilities in virtually every jurisdiction are managed separately from municipal fires, and are housed in the department responsible for forestry and / or natural resources. One exception is the Yukon, where the OFM and wildland fire responsibilities are both housed in the Department of Community Services. Quebec and Nunavut are other exceptions. In Quebec, wildland fire suppression is delegated to a non-government organization; however the province's natural resources department maintains oversight. In Nunavut, the lack of major tree or forest cover nullifies the threat of wildland fire as a concern. Nunavut has occasional small tundra fires that are usually handled by the local fire department.

The separation of municipal and wildland fire responsibilities across Canada's P / T's is more nuanced in the case of 'interface' communities, where residential housing and forests meet. In these cases and depending on the severity of the fire, municipal fire fighters, emergency management personnel, and wildland fire suppression crews interact on the scene to manage the response.

Department Responsible			
	OFM / OFC	Wildland Fires	Emergency Management

NS	Labour and Advanced Education	Natural Resources	Justice
AB	Municipal Affairs	Environment and Sustainable Resource Development	Municipal Affairs (Alberta Emergency Management Agency)
BC	Justice	Forests, Lands and Natural Resource Operations	Justice
MB	Family Services and Labour	Conservation and Water Stewardship	Emergency Measures Organization
NB	Public Safety and Solicitor General	Natural Resources	Public Safety and Solicitor General
NL	Municipal Affairs	Natural Resources	Municipal Affairs
ON	Community Safety and Correctional Services	Natural Resources	Community Safety and Correctional Services
PE	Environment, Labour and Justice	Agriculture and Forestry	Environment, Labour and Justice
QU	Securite publique	Natural Resources ³	Securite publique
SK	Corrections, Public Safety and Policing	Environment	Corrections, Public Safety and Policing
NT	Municipal and Community Affairs	Environment and Natural Resources	Municipal and Community Affairs
NU	Community and Government Services	N / A	Community and Government Services
YT	Community Services	Community Services	Community Services

Table # 3

Nova Scotia is fairly unique in housing municipal fire prevention, municipal fire suppression, emergency management, and wildland fire suppression responsibilities in different departments. Manitoba is the only other jurisdiction that fully separates the governance of municipal fire suppression services, emergency management and wildland fire suppression.

Legislation

Major Fire-Related Legislation⁴

³ Forest fire suppression is delegated to SOPFEU.

⁴ As of June 2012.

NS	<i>Fire Safety Act</i>	http://nslegislature.ca/legc/statutes/firesafe.htm
	<i>Municipal Government Act</i>	http://nslegislature.ca/legc/statutes/muncpgov.htm
	<i>Forests Act</i>	http://nslegislature.ca/legc/statutes/forests.htm
AB	<i>Safety Code Act</i> ⁵	http://www.qp.alberta.ca/574.cfm?page=S01.cfm&leg_type=Acts&isbncln=9780779752775&display=html
	<i>Municipal Government Act</i>	http://www.qp.alberta.ca/574.cfm?page=m26.cfm&leg_type=Acts&isbncln=9780779756155&display=html
	<i>Forest and Prairie Protection Act</i>	http://www.qp.alberta.ca/574.cfm?page=F19.cfm&leg_type=Acts&isbncln=9780779726554
BC	<i>Fire Services Act</i>	http://www.bclaws.ca/EPLibraries/bclaws_new/document/LOC/freeside/-%20F%20--/Fire%20Services%20Act%20RSBC%201996%20c.%20144/00_96144_01.xml
	<i>Local Government Act</i>	http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/96323_00
	<i>Wildfire Act</i>	http://www.bclaws.ca/EPLibraries/bclaws_new/document/ID/freeside/004031_01
MB	<i>The Fires Prevention and Emergency Response Act</i>	http://web2.gov.mb.ca/laws/statutes/ccsm/f080e.php
	<i>The Buildings and Mobile Homes Act</i>	http://web2.gov.mb.ca/laws/statutes/ccsm/b093e.php
	<i>The Municipal Act</i>	http://web2.gov.mb.ca/laws/statutes/ccsm/m225e.php
	<i>The Wildfires Act</i>	http://web2.gov.mb.ca/laws/statutes/ccsm/w128e.php
NB	<i>Fire Prevention Act</i>	http://laws.gnb.ca/en/showfulldoc/cs/F-13//20120614
	<i>Municipalities Act</i>	http://laws.gnb.ca/en/showfulldoc/cs/M-22//20120703
	<i>Forest Fires Act</i>	http://laws.gnb.ca/en/showfulldoc/cs/F-20//20120614
NL	<i>Fire Protection Services Act</i>	http://www.assembly.nl.ca/Legislation/sr/Annualstatutes/2008/f11-01.c08.htm
	<i>Municipalities Act</i>	http://www.assembly.nl.ca/legislation/sr/statutes/m24.htm
	<i>Forestry Act</i>	http://www.assembly.nl.ca/legislation/sr/statutes/f23.htm

⁵ There has been no municipal structural fire legislation since the repeal of the *Fire Prevention Act* in 1995. The *Safety Codes Act* was meant to address this as part of its development but never has. New fire legislation is planned for the Spring of 2014.

ON	<i>Fire Protection and Prevention Act</i>	http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_97f04_e.htm
	<i>Municipal Act</i>	http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_01m25_e.htm
	<i>Forest Fires Prevention Act</i>	http://www.e-laws.gov.on.ca/html/statutes/english/elaws_statutes_90f24_e.htm
PE	<i>Fire Prevention Act</i>	http://www.gov.pe.ca/law/statutes/pdf/f-11.pdf
	<i>Municipalities Act</i>	http://www.gov.pe.ca/law/statutes/pdf/m-13.pdf
QU	<i>Fire Safety Act</i>	http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/S_3_4/S3_4_A.htm
	<i>Civil Protection Act</i>	http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/S_2_3/S2_3_A.html
	<i>Forest Act</i>	http://www2.publicationsduquebec.gouv.qc.ca/dynamicSearch/telecharge.php?type=2&file=/F_4_1/F4_1_A.html
SK	<i>The Fire Prevention Act, 1992</i>	http://www.qp.gov.sk.ca/documents/English/Statutes/Statutes/F15-001.pdf
	<i>The Municipalities Act</i>	http://www.qp.gov.sk.ca/documents/English/Statutes/Statutes/M36-1.pdf
	<i>The Cities Act</i>	http://www.qp.gov.sk.ca/documents/english/Statutes/Statutes/c11-1.pdf
	<i>The Fire Departments Platoon Act</i>	http://www.qp.gov.sk.ca/documents/English/Statutes/Statutes/F14.pdf
	<i>The Forests Resources Management Act</i>	http://www.qp.gov.sk.ca/documents/english/statutes/statutes/f19-1.pdf
	<i>The Prairie and Forest Fires Act, 1982</i>	http://www.qp.gov.sk.ca/documents/English/Statutes/Statutes/P22-1.pdf
NT	<i>Fire Prevention Act</i>	http://www.justice.gov.nt.ca/PDF/ACTS/Fire%20Prevention.pdf
	<i>Charter Communities Act</i>	http://www.justice.gov.nt.ca/pdf/ACTS/Charter%20Communities.pdf
	<i>Forest Protection Act</i>	http://www.justice.gov.nt.ca/PDF/ACTS/Forest%20Protection.pdf
NU	<i>Fire Prevention Act</i>	http://www.justice.gov.nu.ca/apps/authoring/dspPage.aspx?page=CURRENT+CONSOLIDATIONS+OF+ACTS+AND+REGULATIONS&letter=F
	<i>Forest Management Act</i>	http://www.justice.gov.nu.ca/apps/authoring/dspPage.aspx?page=CURRENT+CONSOLIDATIONS+OF+ACTS+AND+REGULATIONS&letter=F

YT	<i>Yukon Fire Prevention Act</i>	http://www.gov.yk.ca/legislation/acts/fipr.pdf
	<i>Municipal Act</i>	http://www.gov.yk.ca/legislation/acts/municipal.pdf
	<i>Forest Protection Act</i>	http://www.gov.yk.ca/legislation/regs/oic2003_057.pdf

Table # 4

Roles and Responsibilities

The following chart outlines OFM / OFC responsibilities (R) and other powers (O) from each jurisdiction according to its main piece of fire safety (for municipal fire suppression) legislation.

Duties Associated with the OFM / OFC													
	Public education	Fire fighter training and education	Advise third parties on fire suppression, safety, etc.	Investigation information	Maintain fire losses information	Fire prevention and safety research	Advise government on fire safety	departments / fire	Issue guidelines or advice to municipalities	Submit an annual report to minister	Appoint local assistants	Inspection	Certification
NS	O	R	R	R	R	O	R	R	R	R	R	R	O
AB ⁶					R							R ⁷	
BC	O	R	R	R	R	R	O	R	R	R	O	O	
MB	O	O		R	O			O	R	R	O	O	
NB	O	R		R	R			O	R	O	R		
NL		R	R	R	R		R	R	O	O	O	O	
ON	R	R	R	R	R	O	R	R			R		R
PE	O	O		O	R	R		O	R	O	O	O	
QU ⁸	R	R	R	R	R	R	R	O	R	O	O	O	
SK	R	R		R	R			O	R	O	O	O	
NT				R	R		R		R	R	R		
NU	R	R		R	R		R	R	R	R	R	R	
YT	R	R		R	R	R	R	R	R	R	R	R	

Table # 5

R = Required by legislation (FM / FC 'shall')
O = Other discretionary powers (FM / FC 'may')

Nova Scotia is similar to many P / T's in a number of ways.

⁶ Alberta and Saskatchewan are both in the process drafting new Acts to replace current legislation.

⁷ As per the *Safety Codes Act* Administrative Regulations.

⁸ Quebec has no OFM / OFC. Instead, a division within the Ministère de la Sécurité publique is responsible for these services.

- Like Nova Scotia, most OFM / OFC's have some responsibility for educating the general public on fire safety. As with the majority of P / T's performing this role, it is optional rather than required.
- Almost all have some legislated responsibility for training. In Nova Scotia, the FM can provide support and advice related to training, while in other jurisdictions the FM / FC has a much more direct role. Quebec's legislation, for example, establishes a firefighting school and a bylaw making education and training mandatory for firefighters and officers, and Ontario's FM has a duty to develop training programs and evaluation systems, and to maintain and operate a central fire college.
- Like Nova Scotia, almost every P / T has some investigative responsibility following a fire.
- Like Nova Scotia, every P / T is either required or is authorized to maintain a record of all fires and fire incidents reported to their office.
- Every provincial FM / FC has either the duty or the power to provide advice related to fire suppression at the municipal level.
- Like Nova Scotia, most FM / FC's are required to submit an annual report to the minister.
- Like Nova Scotia, most FM / FC's have the power to appoint local assistants to represent the OFM / OFC and carry out some of its duties.
- Like Nova Scotia, most FM / FC's are required to ensure some level of inspection takes place. These may be done either by OFM / OFC staff or at the municipal level.

Several jurisdictions include unique features in their main fire safety legislation. Examples are outlined in the following table.

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Legislative Features Related to Fire Safety in Other P / T's	
AB	Alberta has a Safety Codes Council which represents all disciplines related to public safety in the built environment and advises the Minister on any issues regarding safety and also acts as an appeal board for any decisions made by a safety codes officer. The council (which is arms-length from government) may acquire property, and may charge fees for materials, information sharing, education, appeals hearing and research.
NB	The FM and his / her designates can regulate the smoking of pipes, cigars or cigarettes in public places by requiring an establishment to construct a smoking room or ban smoking altogether. This is unlike Nova Scotia where smoking may only be done in open areas.
NL	The St. John's Regional Fire Department Chief has the powers and duties of the provincial fire commissioner within the City of St Johns. The FC can order a person, firm, corporation, or other organization to discontinue supplying electrical energy to a structure or property, until the time when the order is rescinded.
PE	The FM automatically possesses the power of a peace officer, but is not empowered to carry a firearm. The <i>Fire Prevention Act</i> covers forest fires and rural fire services. The subsection of the Act on rural fire services calls for the collection of additional fire taxes in areas of the province which do not have a municipal government.
QU	When a fire involves a loss of life, the coroner has the responsibility to determine the point of origin, probable causes and circumstances of the fire. Once the causes and circumstances have been established, the fire investigation commissioner may examine them if they have any connection with other fires. In Nova Scotia, the responsibility to determine the point of origin, etc. is placed on the fire investigator. Nova Scotia's <i>Fire Safety Act</i> does not stipulate any responsibility to examine the data in order to connect them with other fires. A single inquiry may be held concerning two or more fires if the probable causes of the fires are similar. The Minister or a designate of the Minister may enter a fire station or any other place that hold fire safety equipment in order to inspect the equipment and verify their effectiveness.
NT	The FM or the Supreme Court may order the sale of salvageable materials from a building or structure. The profits of the sale shall be given to the Minister.
YT	The FM shall advise and make recommendations regarding the organization and coordination of fire brigades for the purpose of civil defence.
Ot her	In Nova Scotia, appeals to the decision by the fire marshal shall be heard by a Fire Safety Appeal Board. In Newfoundland and Labrador, Ontario, Northwest Territories, Nunavut and Yukon an appeal to the decision by the FM / FC may be presented to a Trial Division Court or the province's Supreme Court. In Saskatchewan, appeals from decisions by the provincial inspector, local assistant, or municipal inspector can be appealed to the Saskatchewan Municipal Board. In Newfoundland and Labrador, Northwest Territories, Nunavut and Yukon, every member of the Royal Canadian Mounted Police is automatically considered a local assistant to the FM / FC. When such RCMP officer is acting as a local assistant shall be subject to the direction of the FM / FC.

Table # 6

P / T and Municipal Responsibilities

Fire prevention and suppression responsibilities are fairly consistent across all P / T's. Although there are some significant differences, in broad terms the standard relationship between P / T's and municipalities can be described this way:

- In the case of municipal fires, the P / T government provides the legislative framework (to determine the roles and responsibilities of the various players), provides and / or supports some degree of professional training, inspects (some) premises, investigates fires, and collects statistics and information related to fire losses.
- Wildland fire suppression is a joint responsibility between P / T governments and municipalities. P / T crews have primary responsibility for wildland fires outside of established municipal boundaries. In most jurisdictions, municipal fire departments are expected to fight smaller (ie brush) fires within their own boundaries, while P / T crews are available to assist. At least one jurisdiction reported that municipal fire departments can be easily overwhelmed at the size of some fires due to limited training and experience on wildland fires.
- Municipalities typically have primary responsibility for municipal fire suppression and (some) inspections. While P / T governments have generally delegated municipal fire responsibilities to municipalities, legal requirements vary from jurisdiction to jurisdiction.

Nova Scotia's *Municipal Government Act* gives municipalities the ability to provide fire services if they choose, however they are not required to. For those that choose to provide the service, fire departments must register with the municipality and provide a list of services they will offer (for example, interior and exterior fire suppression, vehicle extrication, confined space, water rescue, medical first response, etc). The municipality then makes a decision on whether or not the fire department is allowed to carry out these functions.

DNR has primary responsibilities for wildland fires in Nova Scotia. DNR can call on municipal fire departments to assist if necessary. This is similar to the approach across Canada. Through a long history of cooperation in Nova Scotia, municipal fire departments frequently respond to wildland fires in their area, and now arrive first at the fire scene almost 60 percent of the time before DNR crews arrive.

Municipal Responsibilities – Fire Suppression			
	Level of government responsible for fire safety / suppression	Is there a legislated requirement for municipal fire suppression?	Municipal Fire Department (FD) Responsibilities in Wildland Fire Response
NS	Municipal.	No.	Municipal FD's are responsible for wildland fires within their boundaries; however the province usually becomes involved.
AB	Municipal, however the province partially funds / operates some departments in Special Areas.	No.	Municipal FD's are responsible for all fires outside of the Forest Protection Area (FPA), and all structural fires within this area. They also provide support as requested inside the FPA.
BC	Municipal.	No.	Municipal FD's are responsible for wildland fires in immediate protection area.
MB	Municipal.	No, however municipalities must provide fire protection services (though these services are not defined in legislation).	Some responsibility, mainly in agri-zones and rural area, and mainly for grass fires.
NB	Municipal.	No.	Community FD's are responsible for fire suppression within their own boundaries, and support the Department of Natural Resources on larger fires.
NL	Municipal.	No.	Community FD's are responsible for fire suppression within their own boundaries, however they seldom act alone for anything more than small brush fires.
ON	Municipal.	Under the <i>Fire Protection and Prevention Act</i> , if a municipality decides to establish a fire department, then that department shall provide fire suppression services.	Every municipality in the fire region is responsible for suppression of grass, brush and forest fires. Municipalities can choose to form a fire department to suppress wildland fires or they can enter into fire suppression agreements with the Ministry of Natural Resources, or it can be a combination of both. The <i>Forest Fires Prevention Act</i> legislates this responsibility to the municipality. The <i>Fire</i>

			<i>Prevention and Protection Act enables the municipality to form a fire department.</i>
PE	Municipal.	No.	Forest fires are fought both by Forestry staff and Volunteer Fire Departments. Some of the latter are municipal, but many are fire companies as well. The Department of Agriculture and Forestry covers the out of pocket costs for repairs on the fire equipment responding to a forest fire and pays collective agreement hourly pay. Grass fires, which are included in the definition of wildfire, are the responsibility of the Volunteer Fire Department.
QU	Municipal.	No.	SOPFEU has responsibility for wildland fires, and may draw on municipal resources if necessary.
SK	Municipal.	No.	Community FD's are responsible for fire suppression within their own boundaries, and the Wildfire Program can provide aerial firefighting services provided that the resources are not engaged.
NT	Municipal.	Yes (but very limited in some cases).	Community FD's are responsible for fire suppression within their own boundaries.
NU	Municipal.		N / A
YT	OFM directly operates 16 rural FD's, and oversees the remaining 10.	Yes, as it is a responsibility of the territorial OFM.	Municipal departments are usually first on the scene and are trained to deal with small interface fires.

Table # 7

Inspections

In Nova Scotia, the OFM is responsible for inspecting provincial buildings, while most other buildings (municipally owned, etc.) are a municipal responsibility under the *Fire Safety Act* and associated regulations. Municipalities in most P / T's have some responsibilities for inspections. In some cases, the responsibility is shared along community lines, with larger communities responsible for their own inspections, and in some jurisdictions both the senior government and municipalities have a role depending on the type or category of building.

Municipal Responsibilities – Inspections		
	Are municipalities responsible for some building inspections?	Division of Responsibilities
NS	Yes.	Municipalities are responsible for some categories of buildings, and OFM is responsible for others.
AB	Yes.	Accredited municipalities inspect their own, and OFC inspects all others.
BC	Yes.	Municipalities are responsible for hotels, public buildings, churches, theatres, halls, or other buildings used a place of public resort.
MB	Yes.	Municipalities must establish a system for conducting regular fire safety inspections of prescribed buildings within their boundaries.
NB	Yes.	Larger municipalities inspect their own, and OFC inspects all others.
NL		Inspections are carried out by the FC or his / her designate.
ON	Yes.	All buildings are inspected by municipal resources, except 77 buildings in unorganized communities, which are inspected by OFM.
PE	No.	There is no legislated requirement; however some provincial agencies require fire inspections for licensing purposes, and the OFM carries out these inspections when needed.
QU	Yes.	Municipalities have the responsibility to inspect all residential buildings to verify at least the presence and good functionality of smoke alarms as well as all other buildings to enforce their by-laws.
SK	Yes.	Inspections are a municipal responsibility if they have a by-law in place, and are otherwise not done (however they can be done by the OFC upon complaint).
NT	Yes.	Three communities inspect their own, and OFC inspects all others
NU	No.	OFM provides bi-annual inspections in all public facilities, buildings, structures and common housing units (duplex and up).
YT	Yes.	Building and life safety inspections for all communities except the Cities of Whitehorse and Dawson, and the Town of Watson are carried out by the territorial government (OFM or building safety depending on the nature of inspection or permit). Dawson and Watson usually chose to have assistance from the territory, but are nevertheless the responsible agency.

Table # 8

2. Accountability

Accreditation / Certification

There are two fire service accrediting agencies in North America: the International Fire Service Accreditation Congress (commonly called IFSAC); and the (United States) National Professional Qualifications Board (commonly called ProBoard). Whereas training leads to 'certification', 'accreditation' is the process that recognizes the quality and standards that went into the training program. In other words, accreditation means the process that went into training the firefighter met a certain standard in terms of test security, test questions validity, reference materials, testing policies and procedures, and the appeal process. This helps to ensure consistency from one jurisdiction to another that holds the same accreditation.

Firefighters in Nova Scotia are not required to be accredited; however accreditation can be acquired through the Nova Scotia Professional Services Qualifications Board, which is accredited through IFSAC and ProBoard. This is similar to the majority of P / T's, who have at least some form of accreditation process, generally through IFSAC and ProBoard.

	Certification Process for Municipal Firefighters	Is it funded by P / T?
NS	Certification can be acquired through the NS Fire Services Professional Qualifications Board, which is accredited through IFSAC and ProBoard, and reports to OFM.	No.
AB	OFC is accredited through IFSAC and ProBoard.	Yes.
BC	Fire service training institutions are accredited by IFSAC and ProBoard.	No.
MB	The Manitoba Emergency Services College is accredited by IFSAC and ProBoard for all of its NFPA Professional Qualifications certifications.	Yes.
NB	Currently no accreditation, however moving in this direction.	N / A
NL	FES-NL is accredited through IFSAC.	No.
ON	OFM is accredited through IFSAC and ProBoard.	Yes.
PE	Currently no accreditation, however looking at ProBoard.	N / A
QU	The Ecole nationale des pompiers du Quebec's programs F1 and F2 are accredited by IFSAC but the program delivered through the education department for firefighters is not (but is funded).	Partly.
SK	OFC's host branch is accredited by IFSAC.	Yes.
NT	Accreditation is provided by Alberta's OFC.	Partly.
NU	The training college is accredited by IFSAC and ProBoard.	Yes.
YT	Currently no accreditation, however working towards ProBoard.	Yes.

Table # 9

Reporting

Most P / T's require at least some formal reporting from municipal fire departments on a regular basis⁹. There seems to be a mix of systems in use, including custom designed in-house databases. Several P / T's use the Flexible Data Management¹⁰ (FDM) system.

Reporting Software		
	Software / Reporting Platform for Municipal Fire Suppression	Software / Reporting Platform Wildland Fires (not reported by municipal FD's)
NS	FDM (under review).	Electronic wildfire reporting system.
AB	Fire Electronic Reporting System.	Fire Electronic Reporting System (FERS).
BC	Fire Loss Reporting System.	Fire reporting and tracking system.
MB	FDM.	Database designed in-house.
NB	Fire Incident Reporting System.	Wildfire reporting program.
NL	Database designed in-house.	
ON	Custom database which reads reports from municipal departments using multiple systems.	A number of custom built software packages that track a large number of things. One system – DFOSS – tracks fires, responses and the lifecycle of the fire (among other things).
PE	None.	Quattro Pro spreadsheet
QU	Currently reviewing statistics platform which dates back to 2003.	Database designed in-house based on NFPA 901 standard.
SK	Moving towards FDM.	Wildfire Integrated Information Network being implemented this year.
NT	FDM.	EMBER.
NU	Database designed in-house.	N / A
YT	Database designed in-house.	Internet-based fire management system contracted through Jaguar (out of Quebec).

Table # 10.

Quality Assurance (Targets)

Nova Scotia has no formal quality assurance process in place for fire safety, but does for wildland fires. Six jurisdictions reported having a quality assurance process in place for municipal fires; while eight jurisdictions (including Nova Scotia) reported having a

⁹ The Canadian Association of Fire Chiefs is currently working on a review of fire incident reporting as a national concern; however reporting remains the responsibility of P / T's.

¹⁰ FDM is also commonly referred to as the 'Fire Department Manager' system.

process in place for wildland fires (or are in the process of developing one). Most that reported a system in place for municipal fires also had a system in place for wildland fires. Examples of quality assurance processes include:

- Management manuals (NS for wildland fires)
- Firefighter training (NS for wildland fires)
- Standing committees (NS for wildland fires)
- Standardized equipment (NS for wildland fires)
- Reviews and on-site investigations (NS for wildland fires and BC for municipal fire suppression)
- Performance measures (AB for municipal fire suppression and wildland fires)
- Standard operating procedures (AB for wildland fires)
- Regular reporting (BC and QU for municipal fire suppression)
- Excellence Canada Quality Assurance Program (BC for wildland fires)
- Firefighter evaluation and performance appraisals (MB for municipal fire suppression and NB for wildland fires)
- Routine reviews (MB, NB and PEI for wildland fires)
- Guidelines and best practices (ON for municipal fire suppression)
- Quality standards (ON for wildland fires and YT for municipal fire suppression)
- ISO 9001 (QU for wildland fires)
- Q / A's (SK for wildland fires)
- Insurance underwriters survey (YT for municipal fire suppression)
- Equipment servicing schedules (YT for wildland fire suppression)

Nova Scotia does not have established performance measures in place for municipal fires; however it does for wildland fires. In both cases this reflects the national landscape, as four OFM / OFC's have measures for municipal fires, and seven jurisdictions have measures for wildland fires. Examples include:

- Vehicle (Helicopters, aircraft, trucks, etc.) maintenance, readiness and inventories (NS for wildland fires, and NL for municipal fire suppression)
- Preparedness (NS for wildland fires)
- Fire crew schedules (NS for wildland fires)
- Automated fire weather system for alerts and resource basing (NS for wildland fires)
- Burning permits (NS for wildland fires)
- Response times (QU for municipal fire suppression, and NS, AB, NB ON and QU for wildland fires)
- Density, development and building conditions (AB and NL for municipal fire suppression)
- Area burned (AB, MB and ON for wildland fires)
- Loss of life and injury (AB, ON and QU for municipal fire suppression, and MB for wildland fires)
- No major fires in red zone (MB for wildland fires)
- Training (NL, QU and NU for municipal fire suppression)
- Inspections (NL for municipal fire suppression)
- Communications (NL for municipal fire suppression)
- Attendance and other records (NL and QU for municipal fire suppression)
- Water supply (NL and QU for municipal fire suppression)
- Administration (NL for municipal fire suppression)
- Building conditions (NL for municipal fire suppression)
- Records (NL for municipal fire suppression)

- Response levels (NL and QU for municipal fire suppression, and ON for wildland fires)
- Containment (SK for wildland fires)
- Reduction of human-made fires (SK for wildland fires)
- Investigation requirements (QU for municipal fire suppression and SK for wildland fires)
- Number of fires (NU for municipal fire suppression)
- Calls (YT for municipal fire suppression)
- Performance (YT for wildland fires)
- Costs (MB and YT for wildland fires)

Nova Scotia has standardized reporting and system metrics for both municipal and wildland fires. This reflects the national landscape, as 11 P / T's reported having reporting and metrics for municipal fires, and 10 reported having reporting and metrics for wildland fires. Examples include:

- Property classification (NS, QU and NT for municipal fire suppression)
- Igniting object and possible cause (NS, BC and QU for municipal fire suppression, and BC, NL, ON and QU for wildland fires)
- Response times (QU for municipal fire suppression, and NS, NB ON and PEI for wildland fires)
- National standards (AB for municipal fire suppression)
- Financial reporting (AB, ON, PEI and YT for wildland fires)
- Resource tracking (AB and ON for wildland fires)
- Wildfire information and status (AB and ON for wildland fires)
- Fires reported (BC, SK, NT, QU and NU for municipal fire suppression, and BC, ON and QU for wildland fires)
- Smoke alarms (BC and QU for municipal fire suppression)
- Fire losses (MB and QU for municipal fire suppression)

- Staff activities (MB and NU for municipal fire suppression, and ON for wildland fires)
- Mutual aid activities (MB for municipal fire suppression)
- Training (NB and QU for municipal fire suppression)
- Area burned (NB, NL, ON and QU for wildland fires)
- Cause (NB for wildland fires)
- Equipment (ON and NU for wildland fires)
- Weather (ON for wildland fires)
- Vehicles (aircraft, trucks, etc.) (NU for municipal fire suppression, and ON and PEI for wildland fires)
- Loss of life and injury (SK, QU and NT for municipal fire suppression)
- Buildings (NT for municipal fire suppression)
- Calls (YT for municipal fire suppression)
- Performance (YT for wildland fires)

The only jurisdiction reporting no specific quality assurance process, measures or metrics was Prince Edward Island (for municipal fires).

Quality and Research			
	Quality assurance program	Performance measures and targets	System metrics and standardized reporting
NS	<p><u>Municipal fire suppression services:</u> None.</p> <p><u>Wildland:</u> DNR maintains a wildland fire management manual of policies and procedures, fire training, standing committees, standardized equipment and related OHS SWP's for their own staff and resources. All fires are investigated for cause, as well as a new After Action Review (AAR) system to identify areas of improvement.</p>	<p><u>Municipal fire suppression services:</u> None.</p> <p><u>Wildland:</u> Helicopter readiness, general preparedness, fire crew schedules, automated fire weather system for alerts and resource basing, burning permits, and tracking of response time. Responses to wildfires are based on rapid response (currently averaging less than 20 minutes from reporting and 95 percent out by 9 am on the second day).</p>	<p><u>Municipal fire suppression services:</u> Property classification, igniting object, possible cause.</p> <p><u>Wildland:</u> Electronic system is designed to collect standardized wildland fire information for analysis.</p>
AB	<p><u>Municipal fire suppression services:</u> Deaths per hundred thousand as a performance measure.</p> <p><u>Wildland:</u> Primarily use performance measures, standard operating procedures and business rules.</p>	<p><u>Municipal fire suppression services:</u> As relates to density and development (Building Code).</p> <p><u>Wildland:</u> Many targets that are too numerous to mention, however examples are to contain wildfires by 10 am the next day, and to initiate suppression before fire exceeds 2 hectares in size.</p>	<p><u>Municipal fire suppression services:</u> National standard accepted by all P / T's in 2002.</p> <p><u>Wildland:</u> FIRES database manages information and flow, including performance measures, metrics, standards, financial reporting, resource tracking, wildfire information and status, etc.</p>
BC	<p><u>Municipal fire suppression services:</u> OFC does on-site investigations and regular reporting.</p> <p><u>Wildland:</u> Enlisted in Excellence Canada Quality Assurance Program.</p>	<p><u>Municipal fire suppression services:</u> None currently established.</p> <p><u>Wildland:</u> None currently established (in process of being developed).</p>	<p><u>Municipal fire suppression services:</u> Standardized reporting covering fires reported, smoke alarms, cause of fires.</p> <p><u>Wildland:</u> Number and cause of fires.</p>

MB	<p><u>Municipal fire suppression services:</u> Evaluation of candidates upon completion of training.</p> <p><u>Wildland:</u> Informal review of a couple of fires per year to see what worked and lessons learned.</p>	<p><u>Municipal fire suppression services:</u> No specific targets.</p> <p><u>Wildland:</u> Loss of life and injury, cost / space for suppressing fire, no major fires in red zone.</p>	<p><u>Municipal fire suppression services:</u> Fire losses, staff activities, mutual aid activities.</p> <p><u>Wildland:</u></p>
NB	<p><u>Municipal fire suppression services:</u></p> <p><u>Wildland:</u> Performance appraisals for firefighters leaving province, after-action review of every in or out of province incident, verbal recap of each day's events.</p>	<p><u>Municipal fire suppression services:</u> NFPA</p> <p><u>Wildland:</u> Objectives for certain aspects of fire operations such as time to get strike airborne.</p>	<p><u>Municipal fire suppression services:</u> Training.</p> <p><u>Wildland:</u> Time, resource used, what burned, cause of fire, etc.</p>
NL	<p><u>Municipal fire suppression services:</u> See performance measures.</p> <p><u>Wildland:</u> None.</p>	<p><u>Municipal fire suppression services:</u> Training, inspections, communications, attendance records, vehicle inventory, building condition, water supply, administration, response levels, vehicle maintenance, records, etc.</p> <p><u>Wildland:</u> None.</p>	<p><u>Municipal fire suppression services:</u> In 2010-11, FES NL completed implementation of the fire service report management system.</p> <p><u>Wildland:</u> Area burned and cause of fire (yes to reporting, but no to metrics).</p>
ON	<p><u>Municipal fire suppression services:</u> None, but OFM has developed Public Fire Safety Guidelines that make reference to industry best practices.</p> <p><u>Wildland:</u> Standards for aircraft and pilots.</p>	<p><u>Municipal fire suppression services:</u> Injuries in preventable structure fires.</p> <p><u>Wildland:</u> Fire response and area burned measures have been developed for each area.</p>	<p><u>Municipal fire suppression services:</u> Yes.</p> <p><u>Wildland:</u> Costs, fires, weather, fire equipment, personnel, aircraft.</p>
PE	<p><u>Municipal fire suppression services:</u> None.</p> <p><u>Wildland:</u> Forest fire reviews are conducted.</p>	<p><u>Municipal fire suppression services:</u> None.</p> <p><u>Wildland:</u> Yes.</p>	<p><u>Municipal fire suppression services:</u> None.</p> <p><u>Wildland:</u> Time, expenditures and trucks.</p>
QU	<p><u>Municipal fire suppression services:</u> All regional authorities must submit an annual report concerning their fire safety cover plan,</p>	<p><u>Municipal fire suppression services:</u> Obligation to respond within a certain time and with a certain number of firefighters.</p>	<p><u>Municipal fire suppression services:</u> Yes.</p> <p><u>Wildland:</u> Number of fires, number of hectares affected,</p>

	<p>which must include performance targets and their degree of achievement. Each fire service must also submit individual incident reports based on NFPA 901 standards after they have established the probable cause / place of origin.</p> <p><u>Wildland</u> ISO 9001 and others.</p>	<p><u>Wildland</u>: Time it takes to detect, intervene, and extinguish a fire.</p>	<p>causes of fires.</p>
SK	<p><u>Municipal fire suppression services</u>: None at the moment but committed to developing some.</p> <p><u>Wildland</u>: Q / A's in place for the Sask911 system (quite extensive), and for training pieces (typically post-training survey's). Certification also has some Q / A's involved, enforced by IFSAC.</p>	<p><u>Municipal fire suppression services</u>: None.</p> <p><u>Wildland</u>: Containment, reduction of human-made fires, investigation requirements.</p>	<p><u>Municipal fire suppression services</u>: Number of fires, deaths, injuries, etc.</p> <p><u>Wildland</u>: A new system is being implemented this year that will standardize reporting of wildfires.</p>
NT	<p><u>Municipal fire suppression services</u>: None.</p> <p><u>Wildland</u>: None.</p>	<p><u>Municipal fire suppression services</u>: No.</p> <p><u>Wildland</u>: Yes.</p>	<p><u>Municipal fire suppression services</u>: Fires, buildings, casualties, etc.</p> <p><u>Wildland</u>: Standardized reporting.</p>
NU		<p>Training, fire reporting, maintenance records, etc.</p>	<p>Fire chiefs provide monthly reports for incidents, department activities vehicle and equipment issues.</p>

YT	<p><u>Municipal fire suppression services:</u> Based on standards that must be met for training, compliance, equipment, etc. The Insurance Underwriters' Survey is also a means of quality assurance.¹¹</p> <p><u>Wildland:</u> Currently developing an SMS system; repair and service on schedule or as needed.</p>	<p><u>Municipal fire suppression services:</u> Statistics related to calls.</p> <p><u>Wildland:</u> Periodic reviews related to performance and cost.</p>	<p><u>Municipal fire suppression services:</u> Volumes related to calls (using FM / FC Code Book).</p> <p><u>Wildland:</u> Periodic reviews to assess performance and cost.</p>
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A number of jurisdictions have undertaken major reviews in recent years focusing on their response to major fires and / or emergency situations.

- Alberta's Minister of Sustainable Resource Development established a committee to review the department's response to the fire in the Town of Slave Lake and surrounding communities in May 2011. The committee's report identifies opportunities for improvement in seven areas, including wildfire prevention, preparedness and capacity, communications, organization and incident management, post-wildfire business resumption, policy and legislation, and research and development. The report can be found online at: <http://www.srd.alberta.ca/Wildfire/WildfirePreventionEnforcement/WildfireReviews/documents/FlatTopComplex-WildfireReviewCommittee-May18-2012.pdf>
- The Government of British Columbia commissioned a team to examine the large-scale interface fires that caused significant damage in 2003, and to provide analysis and recommendations. The team's report focuses on areas related to forest and emergency management, command and control, communication, evacuations, resources, financial accountability, and post-emergency recovery. The report can be found online at: <http://bcwildfire.ca/History/ReportsAndReviews/2003/FirestormReport.pdf>
- Saskatchewan's Ministry of Corrections, Public Safety and Policing released a 'Lessons Learned' report in October 2011 focusing on major spring flooding that year. The report called attention to a greater integration for integrated provincial

¹¹ Yukon considers the insurance underwriters' survey a means of quality assurance. Since municipalities are not required to have fire suppression services, it is difficult to ensure a certain standard. Insurance rates as determined by underwriters are considered an indication of the level of service provided.

resources, set roles and responsibilities for the province and municipalities, and increased capacity for managing hazards.

3. Operations

Consistency

The level of service delivery in a given community can depend on a number of factors, including local governance decisions, local needs, population size, and geography and so on.

P / T's reporting consistency of service delivery throughout the jurisdiction cited the following factors as reasons why:

- Building / Fire Code. Canada has a national building / fire code that helps ensure a degree of consistency in terms of service. The insurance industry also sets national standards. Some provinces, including Nova Scotia, have also adopted provincial building / fire codes.
- Training Standards. Most jurisdictions have standards for fire fighter training and education, thereby ensuring a level of consistency of service throughout. Nova Scotia is a notable exception in that it does not have established standards.
- Service Delivery Models. Some P / T's have developed minimum standards or fire prevention planning templates to ensure a consistent application of fire prevention and suppression measures.
- Wildland Fire Zones. Several jurisdictions have a 'zoned' approach to wildland fire response, each with its own crews, dispatch, etc. This allows for a more consistent response time standard throughout the jurisdiction¹².

The following themes emerged among jurisdictions reporting a lack of consistency in service delivery:

- Legislation. Almost all P / T's give local authorities the option of providing certain services, as opposed to a directive to do so. This can lead to some inconsistencies throughout a jurisdiction in terms of what services are offered. A key example is that in most jurisdictions, municipalities are not required to have fire suppression capacity. Each municipality decides what level of service they want to provide, if any. This can lead to differences in capacity and capability.

¹² This approach is typical of larger forested provinces where protection is not provided to remote areas with little or no human habitat, as well as allowing natural fire-based ecosystems to maintain themselves.

- Competing Priorities and Local Needs. The level of local service depends on the ability of the community to support it, including factors such as local leadership and taxation.
- Urban / Rural Differences. Many P / T's have a mix of large cities, and rural and remote areas. This can lead to differences in terms services and service delivery, the number or types of stakeholders that may be involved, response times, etc.
- Recruitment and Retention. Some communities have a high turnover rate in fire departments, which leads to a loss of corporate knowledge and potential inconsistencies. Rural depopulation over time has led to insufficiently staffed fire departments. In some communities, this was followed by re-population, which created more pressures and demands on already understaffed fire departments. Smaller municipalities have difficulties having enough members on their fire departments.

Based on factors identified elsewhere, the following table identifies what may contribute to consistent service delivery in Nova Scotia, or limit it.

Factors supporting service delivery consistency in Nova Scotia	Factors limiting service delivery consistency in Nova Scotia
National and provincial building / fire codes.	Lack of standards for training and equipment.
No major urban / rural divide.	No requirement for municipal service delivery, leading to different services by location.
Table # 12	

4. Finance

Budget

Operating budget

OFM / OFC budgets vary considerably due to population size, geography and the scope and scale of the office's responsibilities. Nova Scotia's OFM had an operating budget of almost \$1.7 million in fiscal 2012-13.

- On a per capita basis for Nova Scotia, this translates to spending of \$1.84. The average provincial (territories not included) per capita expenditure is \$2.86.
- The highest provincial expenditure per capita is in Manitoba at \$13.24, likely in large part because of the inclusion of technical safety under the Fire Commissioner's Office / budget. The lowest per capita expenditure is in British Columbia, at \$0.20. Not including Manitoba, the average per capita expenditure is \$1.70.
- Of the ten provinces, Nova Scotia has the fifth highest per capita spending.

Per capita funding for OFM / OFC by province ¹³			
	OFM / OFC Budget (millions)	Population (2011 Census)	Per Capita Funding
NS	\$1.7 (2012-13)	921,727	\$1.84
AB	\$3.7 (2012-13)	3,645,257	\$1.02
BC	\$0.9 (2012-13)	4,400,057	\$0.20
MB	\$16.0 (2012-13)	1,208,268	\$13.24
NB	\$1.49 (2012-13)	751,171	\$1.98
NL	\$2.4 (2010-11)	514,536	\$4.66
ON	\$24.6 (2012-13)	12,851,821	\$1.91
PE	\$0.3 (2012-13)	140,204	\$2.14
QU	\$2.4 (2011-12)	7,903,001	\$0.30

¹³ Dollar figures are rounded to the nearest hundred thousand. Figures are meant to capture the operational requirements of the office, and do not necessarily include extra line-items like grants and contributions. The OFM / OFC from one jurisdiction may not fund the same programs or services that are funded through the same office in another jurisdiction.

SK ¹⁴	\$1.3 (2010-11)	1,033,381	\$1.26
NT	\$0.6 (2012-13)	41,462	\$14.47
NU	\$3.0	31,906	\$94.03
YT	\$2.9	33,897	\$85.55

Table # 13

Additional Sources of Revenue

The operating budget for Nova Scotia's OFM is provided entirely through the province's general revenue fund¹⁵. This is not the case in every province and territory.

- Manitoba's OFC is a Special Operating Agency. They are for the most part self-sufficient. Approximately 50 percent of their budget comes from a 1.25 percent fire insurance levy. Another 10-15 percent comes from tuition at the Emergency Services College. They are required to present a business plan / business case to the provincial Treasury Board prior to receiving any provincial funding. Approximately 40 percent of their budget comes from the fire levy.
- In Saskatchewan, the Emergency Management and Fire Services Branch's operating budget is \$3.8 million annually. Provincial 911 services are operated through a special fund, collected through a special fee (currently 62 cents) on every consumer telephone bill in the province. Nova Scotia and New Brunswick also have levies, although it is not collected by the OFM and the amounts vary.
- With the exception of Quebec and Nunavut, every P / T levies a tax on insurance. The rate is 1.25 percent in Manitoba, Ontario and Nova Scotia, and 1 percent elsewhere (except Quebec and Nunavut). Manitoba is the only jurisdiction where this levy goes directly into the budget of the OFC. In all other jurisdictions the money goes into the P / T's general revenues.

A number of jurisdictions reported additional sources of revenue related to wildland fires.

- In several jurisdictions, wildland fire units can generate significant revenue. In British Columbia for example, the wildland fire unit provides services (training, fire suppression, etc.) to other jurisdictions both in Canada and internationally on a cost-recovery basis.

¹⁴ Saskatchewan has had a single budget for fire and emergency services since 2012. In 2010-11, the OFC budget was approximately \$1.3 million annually.

¹⁵ The 1.25 percent levy on fire insurance in Nova Scotia goes into the province's general revenue stream. The *Fire Safety Act* stipulates that this be transferred in full to fund the OFM, however in practice only about half of the amount generated through the levy is transferred to the OFM.

- Ontario and Manitoba both have cost-sharing agreements with the federal Department of Aboriginal Affairs and Northern Development, who pay a percentage of the costs on Crown land and First Nations reserves.
- A number of jurisdictions reported a cost-recovery mechanism that can be triggered in the event that a wildland fire was set deliberately.

5. Equipment and Vehicles

In Nova Scotia, municipal fire departments are responsible for purchasing their own equipment. Though there is no formal requirement to do so, municipal fire departments generally purchase through recognized standards when financially possible.

Most P / T's apart from Nova Scotia have standards for equipment, or some sort of process to ensure quality equipment is used in the fire service. Not including jurisdictions that operate a number of municipal fire departments, at least three P / T's (Alberta, New Brunswick, and Newfoundland and Labrador) provide some amount of equipment to municipal fire departments. This can help ensure common standards for equipment.

Wildland fire equipment standards are generally consistent throughout Canada and are available to the volunteer fire service in Nova Scotia if requested. In several joint Atlantic tenders, reference is made for volunteers to obtain some equipment through the same tender if they wish to do so (ie wildland fire protective clothing).

Standards for Equipment	
NS	<p><u>Municipal fire suppression services:</u> No requirement, however municipal fire departments generally purchase through recognized standards.</p> <p><u>Wildland:</u> Air fleet has standards for capacity. Much of the wildland fire equipment has Canadian standards guided by a national mutual aid sharing agreement and some joint purchasing arrangements. VFD limitations can mean limited services on some fires.</p>
AB	<p><u>Municipal fire suppression services:</u> Purchasing is done via a competitive bid, with some standards depending on area.</p> <p><u>Wildland:</u> Multiple procedures and standards, especially for aircraft and a long list of requirements for heavy equipment.</p>
BC	<p><u>Municipal fire suppression services:</u> Municipalities are responsible for purchasing. There is no provincial regulation, however NFPA is followed.</p> <p><u>Wildland:</u> Yes, as well as provincial equipment working group who look at standards, new equipment trends, etc.</p>
MB	<p><u>Municipal fire suppression services:</u> Yes, NFPA, CSA and ULC.</p>

	<u>Wildland:</u> Similar to OFC, and also using CIFFC.
NB	<u>Municipal fire suppression services:</u> Municipalities are responsible for purchasing. Insurance advisory organization sets standards for trucks and a number of other pieces of equipment. <u>Wildland:</u> None.
NL	<u>Municipal fire suppression services:</u> <u>Wildland:</u> Fleet management has a formula for replacing vehicles based on mileage, year and general condition.
ON	<u>Municipal fire suppression services:</u> Municipalities are responsible for purchasing. NFPA for communication system. <u>Wildland:</u> MNR has Forest Fire Suppression Equipment Standards Manual, which includes fireline equipment, camp and crew support equipment, and ignition equipment, while OFM has guideline specifications for equipment.
PE	<u>Municipal fire suppression services:</u> <u>Wildland:</u> Some standards.
QU	<u>Municipal fire suppression services:</u> Pumpers and tankers must be ULC rated, all vehicles and portable pumps tested annually, and vehicles must be recertified every five years after 15 years of service. <u>Wildland:</u> Yes, SOPFEU has province-wide standards.
SK	<u>Municipal fire suppression services:</u> A schedule has been established for inspecting / ensuring equipment is in good condition. <u>Wildland:</u> Transport Canada Standards for aircraft and much of the other equipment meets CSA standards where applicable and is assessed internally as well.
NT	<u>Municipal fire suppression services:</u> Mostly NFPA standards, some CAN / ULC, some CSA. <u>Wildland:</u> Yes
NU	All equipment purchases are made by OFM and fit standards at time of purchase.
YT	<u>Municipal fire suppression services:</u> Yes, NFPA / CSA / ULC. Municipal standards are also in the OH&S regulations. <u>Wildland:</u> A mix of formal and informal standards, sharing information and aiming to be consistent with CIFFC partners (ie for pumps, fire hoses, quick connect couplings, etc.).
Table # 15	

Bulk Purchasing / Supply Chain Management

In Nova Scotia, medical responders' consumable supplies are supplied through the provincial government's Emergency Health Services. Most fire departments, with the exception of Halifax Regional Municipality, and the Cape Breton Regional Municipality acquire the supplies either through the department or the municipality. Efforts are being made to coordinate bulk purchasing through municipalities and fire departments.

6. Tactical Communications

Access and Dispatch

There are some consistencies between P / T's with regard to tactical communications, and information management tools and technologies.

In Nova Scotia, the general public can report a fire either by dialing 911 or their local fire department. This is consistent with most P / T's, however in virtually every case the 911 service does not reach the entire jurisdiction.

In Nova Scotia, fire calls are initially taken by 911 and then sent to a fire service dispatch. Dispatch centres are managed at the local level, and range from house phones, to business phones, to recognized dispatch facilities in larger communities like Halifax. Most P / T's have at least some dispatch services managed at the local / municipal level. In six jurisdictions dispatch is managed exclusively at the local level, in the others it is split between P / T management for some communities and local management for others.

Wildland fire management and dispatch also vary from jurisdiction to jurisdiction. Many provinces, especially the larger ones, have a 'zoned' approach to managing wildfires. In this case, each zone is managed separately with its own crews and dispatch services. This approach is not necessary in Nova Scotia because of the province's relatively small size.

Public Access and Dispatch		
	Is 911 access available for fire suppression?	Dispatch
NS	<u>Municipal fire suppression services:</u> Yes. <u>Wildland:</u> Yes.	<u>Municipal fire suppression services:</u> Managed at the local level. <u>Wildland:</u> Managed through DNR, and all fires are reported to the Provincial Fire Coordination Centre in Shubenacadie.
AB	<u>Municipal fire suppression services:</u> Yes, except for First Nations communities. <u>Wildland:</u> Provincial 310-FIRE call centre and 911 system are both available.	<u>Municipal fire suppression services:</u> Managed at the local level. <u>Wildland:</u> Calls route through Edmonton and back to the respective area (10 in total) who then manage their own dispatch.
BC	<u>Municipal fire suppression services:</u> Yes. <u>Wildland:</u> Fires are reported through 911 or 1-800.	<u>Municipal fire suppression services:</u> 1/3 of fire services are on one system (ECOMM), 2/3 on another (Intergraph). <u>Wildland:</u> Managed at the local level.
MB	<u>Municipal fire suppression services:</u> Yes.	<u>Municipal fire suppression services:</u> Winnipeg 911 centre provides access to police, fire and

	<u>Wildland:</u> Most responses come in through 911.	EMS for Winnipeg, and Brandon 911 centre provides to all other municipalities. <u>Wildland:</u>
NB	<u>Municipal fire suppression services:</u> Yes. <u>Wildland:</u> Fires are reported through 911.	<u>Municipal fire suppression services:</u> Managed at the local level. <u>Wildland:</u> The Provincial Forest Fire Centre coordinates activity and authorizes dispatch of aircraft; however initial response is done by staff and equipment from one of 11 districts.
NL	<u>Municipal fire suppression services:</u> Yes, but not province-wide. <u>Wildland:</u> Fires are reported to district provincial field offices.	<u>Municipal fire suppression services:</u> Managed at the local level. <u>Wildland:</u> Province has some dispatch responsibility through 3 individual district offices (21 district offices and 4 satellite offices overall).
ON	<u>Municipal fire suppression services:</u> Yes in almost all areas of the province. <u>Wildland:</u> Yes for much of Ontario (911 in southern Ontario, and 310-FIRE in northern Ontario).	<u>Municipal fire suppression services:</u> Managed at the local level. <u>Wildland:</u> 310-FIRE number is shared with Alberta, and calls are auto-routed to one of two dispatch centres (Sudbury and Dryden). The municipal fire service is also notified by MNR when fires are reported through their number.
PE	<u>Municipal fire suppression services:</u> Yes. <u>Wildland:</u> Most calls come in through 911.	<u>Municipal fire suppression services:</u> One public service access point that dispatches 34 of 36 FD's, and Charlottetown and Summerside manage their own. <u>Wildland:</u>
QU	<u>Municipal fire suppression services:</u> There is no provincial 911 system; however a bylaw regulates 911 operations for private or municipal call centres. <u>Wildland:</u> Yes, 1-800-463-FEUX is province-wide. There is also a partnership with 911.	<u>Municipal fire suppression services:</u> Dispatched through 911 call centres. <u>Wildland:</u> One provincial coordination centre dispatches to all regions, assigning each reported fire to one of the four main bases.
SK	<u>Municipal fire suppression services:</u> Yes, most fires are reported through 911. <u>Wildland:</u>	<u>Municipal fire suppression services:</u> Regina, Saskatoon, Lloydminster each manages their own, and the province manages everywhere else. <u>Wildland:</u>
NT	<u>Municipal fire suppression services:</u> Not one number, but 2222 suffix in every community. <u>Wildland:</u> Most responses come in through 911.	<u>Municipal fire suppression services:</u> Managed at the local level. <u>Wildland:</u> Dispatch is managed through regional fire centres.
NU	<u>Municipal fire suppression services:</u> No.	<u>Municipal fire suppression services:</u> Managed at the local level.
YT	<u>Municipal fire suppression services:</u> Whitehorse has 911 for contact and dispatch, and all other	<u>Municipal fire suppression services:</u> All FD's are responsible for their own dispatch, with the

	<p>areas have fire phones with local phone number.</p> <p><u>Wildland:</u> Fires can be reported either through a well-advertised 1-888 number, 911, or municipal number.</p>	<p>exception of those in the 911 area, where they can be dispatched by 911 or their local number.</p> <p><u>Wildland:</u> From the initial call, a report is then sent to the appropriate regional operations office (6 in total); dispatch tracking system owned by BC allows YK to track aircraft and some trucks progressing towards a fire.</p>
Table # 16:		

Radios

Depending on the emergency, Nova Scotia's emergency response system may include everything from municipal fire departments to other first responders. Each fire department in Nova Scotia is provided with TMR communications radios from the Department of Transportation and Public Works' Public Safety division. This provides interoperability possibilities between fire and other emergency response agencies.

Nova Scotia seems to have a more interoperable radio and telecommunications system for fire and emergency responders than most other P/T's, however this also varies considerably from jurisdiction to jurisdiction.

- Nova Scotia and Nunavut are the only two jurisdictions in Canada with fully interoperable radio and telecommunications systems.
- Five jurisdictions (Alberta, Manitoba, Quebec, Saskatchewan and Yukon) are not fully interoperable but are close to it.
- Several others reported that systems are not interoperable, mainly because purchasing is done at the local level.



	Are fire and emergency services personnel connected seamlessly through their communications tools, infrastructure, etc.?
NS	Yes.
AB	Yes, there is a mutual aid channel for municipal and wildland firefighters.
BC	No because systems are a municipal responsibility and fire departments tend not to be interoperable with other first responders however a common frequency has been established for interface fires.
MB	Yes, except for the north.
NB	No.
NL	No.
ON	Generally no because equipment is a local decision, however interoperability is encouraged and in some places dispatch is shared between fire, police etc., and are therefore interoperable. MNR aircraft have fire marshal response frequency to talk with municipal resources. During wildland fires, MNR interagency guidelines are followed to ensure common communications are established in the Incident Command.
PE	No.
QU	In most rural areas, yes for fire and ambulance but no for police.
SK	The majority of FD's are on a common system, but not all. Work is underway to connect all systems. All of the RCMP and EMS responders use the same system, and nearly all of the fire departments. A number of the larger departments (for example Regina and Saskatoon) still maintain their own radio system.
NT	No.
NU	Yes.
YT	OFM departments / individual municipal departments / wildfire use separate systems, however there are interagency channels that allow departments to speak to each other.

Table # 17

Beyond more traditional means of direct communication, fire departments and emergency managers now have a broader range of new technologies at their disposal. Fire and emergency service providers are increasingly using social media as a way of finding out about emergency situations. In this case, the sheer volume of information coming in creates a new challenge of sorting through it.

7. Training

In terms of training, Nova Scotia seems to differ from a large number of P / T's in at least two key respects. While Nova Scotia (like every jurisdiction) has a variety of training opportunities available for fire fighters, it differs in that (unlike most, for municipal firefighters) it does not have established standards and (unlike some) it does not provide training for free. On the other hand, with respect to wildland firefighters, Nova Scotia provides training for free, as does most jurisdictions.

Training and Standards			
	Is training available?	What standards are required?	Is training provided for free?
NS	Yes.	<p><u>Municipal fire suppression services:</u> None.</p> <p><u>Wildland:</u> Basic training – fire suppression and crew leader. Wildland fire standards are referred to in the OFM Code of Practice document. Wildland fire fitness standards and personal protective equipment are not enforced on volunteers.</p>	<p><u>Municipal fire suppression services:</u> No.</p> <p><u>Wildland:</u> Yes for Volunteer FD's.</p>
AB	Yes.	<p><u>Municipal fire suppression services:</u> Model competencies.</p> <p><u>Wildland:</u> Fitness standards.</p>	<p><u>Municipal fire suppression services:</u> \$500,000 conditional grants are provided to regional training groups made up of municipalities, Metis settlements and first nations.</p> <p><u>Wildland:</u> Yes.</p>
BC	Yes.	<p><u>Municipal fire suppression services:</u> NFPA.</p> <p><u>Wildland:</u> Tactical, skill, fitness, etc.</p>	<p><u>Municipal fire suppression services:</u> No.</p> <p><u>Wildland:</u> Yes for own staff, and some training to FD's where capacity allows.</p>
MB	Yes.	<p><u>Municipal fire suppression services:</u> NFPA.</p> <p><u>Wildland:</u> CIFFC (fitness, WHMIS, radio code, etc.)</p>	<p><u>Municipal fire suppression services:</u> Yes for most firefighters.</p> <p><u>Wildland:</u> Yes for initial attack crews.</p>
NB	Yes.	<p><u>Municipal fire suppression</u></p>	<p><u>Municipal fire suppression</u></p>

		<p><u>services:</u> Training is not mandatory, but any training that is done must be to NFPA standards</p> <p><u>Wildland:</u> National standards in place through CIFFC. Staff are also required to take a matrix of courses and track their individual fire experience to be considered for higher employment.</p>	<p><u>services:</u> Yes if the training is through NFPA, but no if the course is through the community college</p> <p><u>Wildland:</u> Yes.</p>
NL	Yes.	<p><u>Municipal fire suppression services:</u> NFPA.</p> <p><u>Wildland:</u> Two-year diploma.</p>	<p><u>Municipal fire suppression services:</u> Yes.</p> <p><u>Wildland:</u> Yes.</p>
ON	Yes.	<p><u>Municipal fire suppression services:</u> Ontario standards and NFPA.</p> <p><u>Wildland:</u> Wildland fire fighting training for MNR firefighters and municipalities with agreements, as well as standards for pilots, fitness, first aid, etc.</p>	<p><u>Municipal fire suppression services:</u> Yes for students from the municipal fire service.</p> <p><u>Wildland:</u> Some provincial spending.</p>
PE	Yes.	<p><u>Municipal fire suppression services:</u> None, but encourages adherence to NSA.</p> <p><u>Wildland:</u> Depends on course and specific job responsibilities.</p>	<p><u>Municipal fire suppression services:</u> Annual operating grant and other funding to school.</p> <p><u>Wildland:</u> Yes.</p>
QU	Yes.	<p><u>Municipal fire suppression services:</u> Depends in part on size of community.</p> <p><u>Wildland:</u> Training is done annually, with amount of training depending on experience (managed by SOPFEU).</p>	<p><u>Municipal fire suppression services:</u> Only the program intended for major cities is fully funded.</p> <p><u>Wildland:</u> Yes, those needed for wildland fires.</p>
SK	Yes.	<p><u>Municipal fire suppression services:</u> NFPA.</p> <p><u>Wildland:</u> Sask standards and CIFFC.</p>	Training is provincially funded.
NT	Yes.	<u>Municipal fire suppression services:</u> Currently no minimum	<u>Municipal fire suppression</u>

		requirements. Wildland: National or agency standards.	<u>services:</u> Yes. <u>Wildland:</u> Yes.
NU	Yes.	Volunteers must have or be working towards Nunavut standard.	Yes.
YT	Yes.	<u>Municipal fire suppression services:</u> National standards (NFPA) and OHS statutory regulations. <u>Wildland:</u> Internal certification / standards, moving towards national standards (mainly fitness).	<u>Municipal fire suppression services:</u> Yes, the Office of the Fire Marshal runs a continuous firefighter training program that is free for all fire departments. <u>Wildland:</u> Yes for staff.
Table # 14			

P / T's offer a variety of training courses. Some of the common courses provided include:

- Fire education and instruction, inspection and investigation
- Fire fighting (standard, industrial, marine, interface, etc.)
- Rescue and first response
- Incident / emergency management
- Driver-operator
- Fire service instructor
- Hazmat
- Public safety
- Fire prevention
- Building standards
- Incident command system

8. Human Resources

Fire services in every P / T are delivered through a mix of career and volunteer fire fighters.

Nova Scotia has a mix of career and volunteer firefighters working in full-time, composite, volunteer and industrial departments. Some departments provide compensation based on attendance, which can be considered part-time employment.

While the proportions and percentages differ from jurisdiction to jurisdiction, every jurisdiction has a mix of career and part time firefighters.

Paid versus volunteers¹⁶

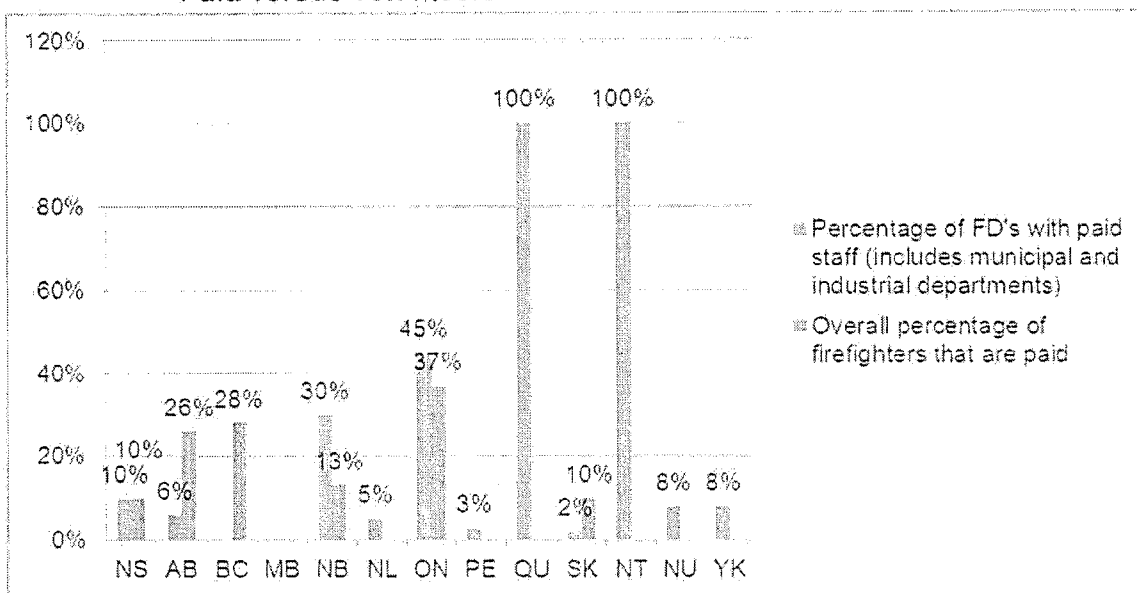
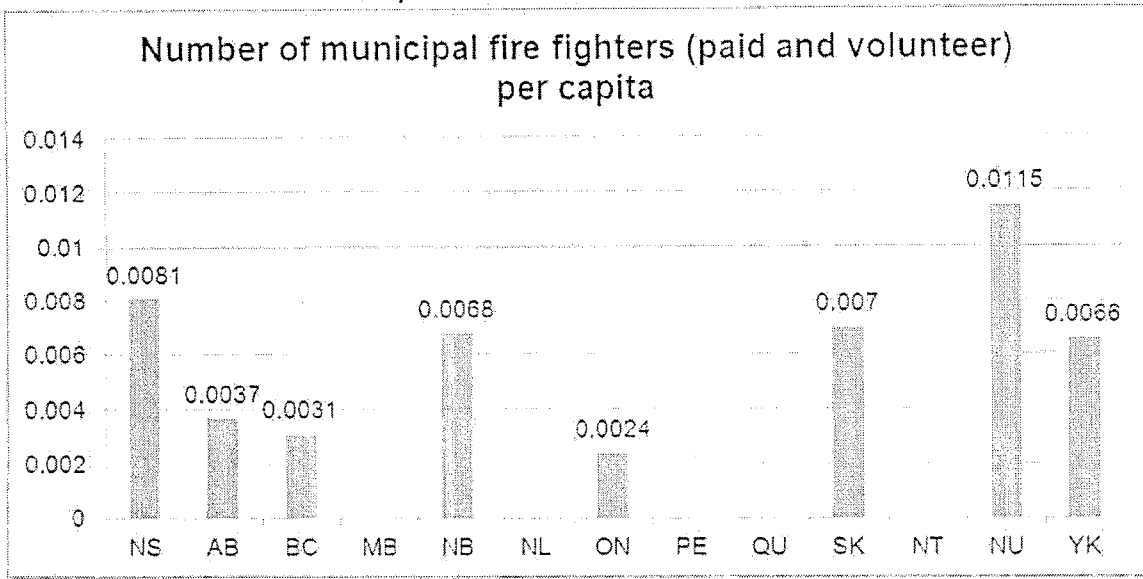


Chart # 1

¹⁶ In Ontario, almost all fire fighters (including volunteer) receive at least some compensation. The 45 percent identified refer to full time and composite departments (excluding volunteer-only departments).

Full Time / Composite / Volunteer / Private



Stakeholder Participation

Provincial / Municipal / Private Sector

While mutual aid agreements between P / T's on municipal fires can be complicated by geography and the limited amount of time in which to act, neighboring communities will provide assistance to each other across P / T borders as needed. Moreover, major chemical events can require action over several days, during which time other jurisdictions can mobilize.

The Government of Nova Scotia partners with a number of public and private sector organizations on fire safety and suppression. Based on the responsibilities and activities of other OFM / OFC's, these stakeholders are likely common in other P / T's as well.

- OFM's major stakeholders include municipalities and municipal fire departments. As described through this report, every P / T typically has an ongoing relationship with municipalities for some level of fire suppression and inspections. Municipal fire departments are also a way to promote fire safety and education.
- In Nova Scotia, as in all jurisdictions, the federal government has responsibility for fire suppression on military bases and in National Parks.
- Nova Scotia has a number of private, rural fire departments. There do not appear to be a large number of private fire departments in Canada, however at least one other jurisdiction (PEI) has this type of department.
- Nova Scotia engages an Industrial Fire Brigades Association as partners in fire prevention and inspection services. This is a similar approach in many other jurisdictions as well, who report at least some level of private industry involvement in fire suppression (mainly on their own work sites). At least one jurisdiction (Yukon) has a unique arrangement, as the OFM has jurisdiction over the industrial fire brigades at mine sites. In this case, OFM's role is to ensure they meet minimum training standards. An exact opposite arrangement exists in Nunavut, where large mining companies have their own fire and emergency services with no connection to government.
- Nova Scotia's Fire Marshal participates on the Council of Canadian Fire Marshals and Fire Commissioners. This organization includes participation from all Fire Marshals and Fire Commissioners across Canada, as well as representatives from the federal Department of National Defense and Human Resources and Skills Development Canada.

- In terms of wildland fire suppression, Nova Scotia (as with every P / T in Canada) is a member of the Canadian Interagency Forest Fire Centre (CIFFC), which provides support through a Mutual Aid Resource Agreement (MARS). CIFFC is a means through which P / T governments can support each other in the event of a wildland fire and related areas (ie exchange standards, fire science, aviation, fire equipment, etc.). P / T's often support each other in these situations by sending fire crews and equipment to other jurisdictions when needed. CIFFC, on behalf of its members, also has a MARS with the United States, as well as developing MARS agreements with New Zealand, Australia and Mexico. Nova Scotia is also a member of the Northeastern Forest Fire Protection Commission (NFFPC), commonly called the 'Fire Compact', which has a MARS with the seven New England States, Quebec, New Brunswick, Newfoundland and Labrador, as well as the US Federal Parks and the US Fish and Wildlife Organization.
- Nova Scotia's OFM works directly with stakeholder organizations such as the Fire Service Association of Nova Scotia, the Fire Inspectors Association, and the Insurance Bureau of Canada.
- Nova Scotia's OFM works with the training school to ensure adequate and proper training opportunities are available.
- Nova Scotia, New Brunswick and Prince Edward Island are currently working to develop a Memorandum of Understanding (MOU) for interoperability on multi-hazard events. This is not a unique type of arrangement between P / T's. For example, Saskatchewan and Manitoba on mutual aid during emergency response and a future partnership for better strategic alignment.

A number of P / T's reported working with additional stakeholders, including:

- Machinery and equipment manufactures
- Communications infrastructure
- Other private sector (forestry, oil, gas, fertilizers, etc.)
- Outfitters, campers and cottage owners (for wildfire)
- Ambulance and dispatching services

9. Interoperability

Most fire departments in Nova Scotia have mutual aid agreements in place. However, there is minimal consistency in terms of content and scope of these agreements. In Nova Scotia, the OFM plays no role in formulating these agreements.

Mutual aid agreements between municipal departments exist in almost every P / T, however these relationships tend to be organized differently from jurisdiction to jurisdiction. Nunavut is the only jurisdiction that reported no mutual aid agreements, because the geography and the lack of ground transportation infrastructure tend to prohibit easy movement between communities.

Mutual Aid Agreement Examples	
AB	<p>The Alberta Emergency Resources Inventory System (AERIS) is a single database containing a listing of fire service resources across the province. In the event of a major emergency, fire departments can directly access this information and quickly locate the resources they require.</p> <p>Alberta has multiple interagency agreements for resource sharing with municipalities, other provinces and National Parks through CIFFC, other inter-agency agreements including the Northwest Compact. This includes western provinces and the Northwestern United States, and agreements with the timber industry for shared resources during periods of extreme wildfire loads.</p>
BC	<p>Many fire departments (large and small) frequently engage in mutual aid assistance at the local level. These agreements are between the parties involved. The OFC does not participate in that process. The OFC often acts as a medium between departments on various topics but not the subject of local mutual aid agreements. The OFC is working with the Fire Chiefs Association of BC to complete development of a mutual aid plan for use in major events. This plan will be used to enhance the facilitation of the movement of fire departments around the province as needed during a major disaster.</p> <p>Due to the complex nature of forest fires, many agencies may become involved (ie local fire departments, BC Forest Service, RCMP, BC Ambulance Service and Emergency Management BC). These agencies form a unified command structure to determine objectives, identify strategies, assign tasks, etc.</p> <p>The BC Forest Service has entered into many mutual aid protection agreements with local fire departments. In times of need, the BC Forest Service will assist local fire departments and the local fire departments will respond in kind.</p> <p>Interface committees have been established in the Coast, Kamloops and Kootenay areas to address unified command and other organizational issues. Other parts of the province work on a department-by-department basis.</p>
MB	<p>Manitoba has a provincial mutual aid system that provides coordination amongst a group of fire departments located in the same geographic area. This is a free, reciprocal exchange of services when another department requires additional resources on the fire ground. There are 17 mutual</p>

	<p>aid districts and three northern training districts in the province.</p> <p>OFC implemented the Mutual Aid District Training Incentive Fund to promote and enhance training programs at the district level across the province.</p>
NB	Mutual aid agreements in New Brunswick are drawn up by each fire department as required and they vary in scope.
ON	<p>In Ontario, fire coordinators (under the direction of the Fire Marshal) are required to establish and maintain a mutual aid plan under which the fire departments that serve the designated area agree to assist each other in the event of an emergency. The OFM maintains a repository of all Ontario mutual aid plans and can refer to them to determine which resources can be called upon in regional or provincial emergency situations.</p> <p>For wildland fires in municipalities within the Fire Region of Ontario, MNR has fire suppression agreements with some municipalities that direct how resources will interact and be compensated. For those municipalities without fire suppression agreements, Interagency Guidelines are followed for joint operations.</p>
PE	There are three main groups in PEI that have mutual aid agreements (Kings, Queens, and West Prince) in place to provide fire suppression assistance. The OFM is working with the fire service to encourage automatic aid agreements as well through the Island Fire Service.
QU	In Quebec, through fire safety cover plans, local authorities are obligated to agree to mutual aid from the nearest fire service available.
SK	In Saskatchewan, the provincial government developed mutual aid agreement guidelines in 2011 to assist communities with the protocol and tools to conduct and participate in the development of fire protection agreements and mutual aid area agreements.
YT	Mutual aid agreements exist in three cases. The territorial policy on fire protection provides for a mutual aid process that allows fire departments in unincorporated communities to support each other in emergency situations.
Table # 18	

System Performance

1. Response Times

In Nova Scotia, nothing is mandated, but insurance premiums are dictated by fire protection (hydrants, fire departments, proximity, etc.). There are also building code requirements directly related to response times.

2. Call Types and Activities

At present we are only legislated for fire, although it is desired to record all types of response and activities. Some activities need to be recorded for presumptive cancer.

3. Community Coverage

4. Scope of Response

This is currently the responsibility of the municipal fire department and can range from one person response to a larger response from the entire fire department.

5. Dispatch

This may be by private fire phone or a recognized dispatch centre.

6. Charting Performance

This is a responsibility of municipal fire departments.

7. Human Performance

This is a responsibility of municipal fire departments.

8. Financial / Efficiencies

This is split between municipalities and municipal fire departments.

Nova Scotia Fire Service

Fire Service Senior Officials Committee

Date: July 9, 2012

System Design				
Measurement	<i>Priority</i>	<i>Data Availability</i>	<i>Level of effort to obtain</i>	
1. Human Resources				
number of personnel by level of training?	Must have	Needs to be created	High	
number of personnel by volunteer vs. paid?	Nice to have	Requires Research	Low	
number of personnel by specialty training, e.g. HUSAR?	Must have	Needs to be created	High	
demographic review, e.g. number of personnel by age and years of service (sustainability question)?	Must have	Needs to be created	High	
2. Accountability				
do we have the right number of personnel, specialty training facilities, vehicles, telecommunications, equipment, ongoing education etc. etc.	Must Have	Needs to be created	High	
is a record keeping system in place, e.g. call numbers, types, etc.?	Must Have	Requires Research	High	
is the information kept in an electronic format?	Nice to Have	Requires Research	Medium	
Is this a comprehensive data set that uses a	Nice to Have	Requires Research	Medium	
is there a quality management program in place?	Must Have	Needs to be created	High	

Nova Scotia Fire Service

Fire Service Senior Officials Committee

Date: July 9, 2012

System Design

Measurement	Priority	Data Availability	Level of effort to obtain
are responses reviewed, if so by who, how?	Must Have	Needs to be created	High
is the service involved in any local, national or international research programs?	Must Have	Needs to be created	High
how do you measure quality?	Must Have	Requires Research	High
do you measure response times. If yes, how?	Must Have	Requires Research	High
3. Stakeholder Participation			
4. Finance			
annual budget?	Must Have	Requires Research	High
budget sources?	Must Have	Requires Research	High
5. Governance			
who do you report to, how, how often?	Must Have	Needs to be created	High
6. Operations			
number of fire suppression calls per year?	Must have	Needs to be created	High
number of other calls per year by type, specify Hazmat/CBRNE , HUSAR, Medical, other?	Must have	Needs to be created	High
7. Communications			
number of TMR radios?	Must have	Requires Research	Medium
other communication capability?	Must have	Requires Research	Medium

Nova Scotia Fire Service

Fire Service Senior Officials Committee

Date: July 9, 2012

System Design

Measurement	Priority	Data Availability	Level of effort to obtain
how is the service accessed/primary point of dispatch?	Must have	Readily Available	High
8. Interoperability			
mutual aid agreements in place?	Must have	Requires Research	High
other agreements in place, e.g. service delivery?	Must have	Requires Research	High
9. Vehicles, Equipment and Facilities			
Facilities and location?	Must have	Requires Research	High
number, age and type of vehicles?	Must Have	Requires Research	High
number, age and type of other equipment?	Must Have	Requires Research	High
specialty equipment and capacity (e.g. Hazmat, extrication)?	Must Have	Requires Research	High

Nova Scotia Fire Service

Fire Service Senior Officials Committee

Date: July 9, 2012

System Performance			
Measurement	Priority	Data Availability	Level of effort to obtain
Response times			
actual response time performance for the various calls	Must Have	Needs to be created	High
a) by call type (e.g. emergency, urgent, routine)	Must Have	Needs to be created	High
b) by community type (e.g. urban, suburban rural, wilderness)	Must Have	Needs to be created	High
c) by second unit in (or mutual aid) or specialty team activation response times	Nice to Have	Requires Research	Low
Call types and activities			
fire prevention	Must Have	Requires Research	High
fire suppression	Must Have	Readily Available	High
rescue/extrication	Must Have	Readily Available	High
CBRNE/Hazmat	Must Have	Requires Research	High
Medical	Nice to Have	Requires Research	Medium
community/education	Must Have	Requires Research	High
other	Must Have	Requires Research	High
Community Coverage			
# of hours per week with "boots on" coverage	Must Have	Requires Research	High
# of hours per week with other (not boots on) coverage	Must Have	Requires Research	High
Scope of Response			
I am not sure how to frame this question, but some indication as to calls with:	Must Have	Requires Research	High
A) one vehicle response			
B) 2-4 vehicles response			
C) 5 + vehicles response			
D) other			

Nova Scotia Fire Service

Fire Service Senior Officials Committee

Date: July 9, 2012

System Performance			
Measurement	Priority	Data Availability	Level of effort to obtain
Dispatch			
call processing performance (timing, quality, resource allocation)	Must Have	Requires Research	High
staffing (credentials and qualifications of staff answering phones and dispatching)	Must Have	Requires Research	High
mutual aid/co-response with other public safety agencies	Must Have	Requires Research	High
Charting performance			
Number of dispatch vs. number of calls with charts submitted	Nice to Have	Needs to be created	High
number of charts/records completed in all data sets completed/quality of charting	Nice to Have	Requires Research	High
Human Performance			
matching call types with qualifications of responders:	Nice to Have	Requires Research	High
e.g. if a medical call, was at least one of the people responding to the call a registered MFR? (rescue, hazmat etc.)			
was the service provided appropriate and to standard?	Must Have	Requires Research	High
Financial/efficiencies			
was the right number of resources dispatched with the appropriately trained crew?	Must Have	Requires Research	High
financial performance and sustainability. Can be measured in a number of ways, cost per call/response, cost per kilometer, etc.	Must Have	Requires Research	High
budget vs. actual expenses, revenue targets etc. (standard financial performance measurements)	Must Have	Requires Research	High

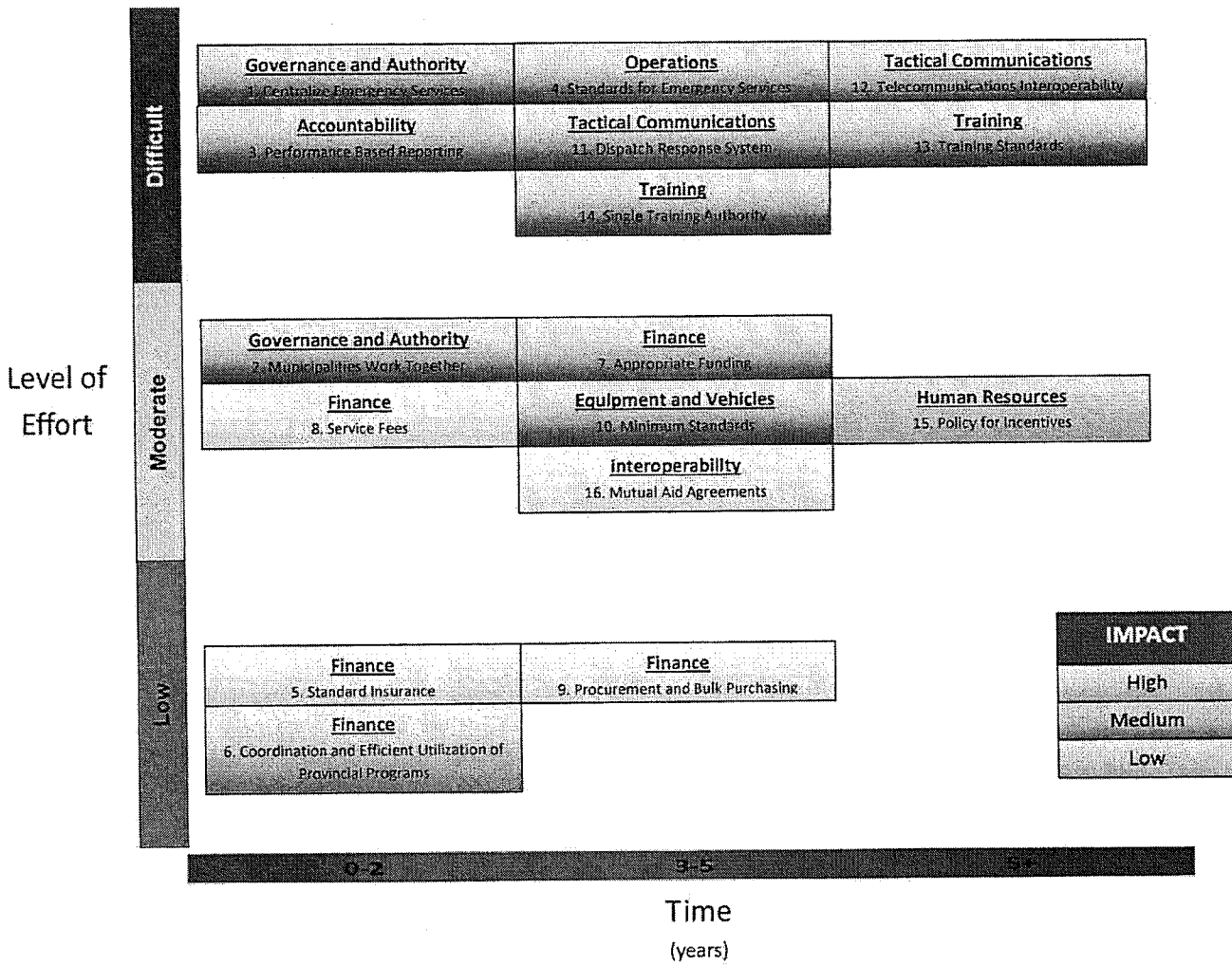
Nova Scotia Fire Service

Fire Service Senior Officials Committee

Date: July 9, 2012

System Performance			
Measurement	Priority	Data Availability	Level of effort to obtain
Incidents and collisions: e.g. number of responses, kilometers traveled etc., vs. number of incidents, claims, injuries, WCB etc.	Must Have	Requires Research	High
bulk-buying programs, e.g. common claims and insurance programs, fuel, vehicles, equipment, disposables, education	Nice to Have	Requires Research	Medium
System Status Planning (SSP): do we have the right resources at the right place and during the right times for an efficient response	Nice to Have	Requires Research	Low

ANNEX E - Time Line of Recommendations



ANNEX E - Funding

**Fire Services in Nova Scotia
Programs, Services, and Funding by the Province
January 16, 2012**

Department	Program/Service	Funding 2011/12	Other Investments	Notes
Labour and Advanced Education <i>Office of the Fire Marshal (OFM)</i>	Fire school in Waverley	\$190,000		-Funding assists with operating cost of providing training - Annual grants of \$10,000 began in 1972 and increased in 1981 to \$60,000 and it has continued to increase to current funding levels
	Replenished consumable supplies for Hazardous Material response	\$50,000		
	CAMP Courage	\$2,000		-This camp provides young women with the opportunity to learn firsthand the purpose, function and operation of emergency response activities
			1989 - \$71,000 (capital grant +29,000 to cover deficit) 1990 - \$72,000 to cover deficit 2006 - \$185,000 capital projects- new air compressor, fire ground water supply pump, and burn bldg repairs 2008- \$500,000 Capital purchase new mobile burn trailer	
Transportation and Infrastructural Renewal (TIR)	Maintenance of legacy systems that supports volunteer fire department paging and operations NSIMRS	\$5,000		
Department	Program/Service	Funding	Other Investments	Notes

Department	Program/Service	Funding 2011/12	Other Investments	Notes
	-Tower site equipment upgrades -antenna costs for VFDs	\$225,000 \$18,400		
			2000 - \$2.45 million to purchase mobile truck radios for volunteer fire departments	
	Project implementation budget for the new system over next two fiscal years		-\$357,000 total	
	Staff resources that work with volunteer organization		-25,000 (contractor - 50%) -\$13,636 (engineer - 33%)	
	Life insurance payments for Firefighters			-Claims are adjudicated in house by TIR and benefits may be payable to survivors. There have been two approved claims in the last number of years.
Department of Natural Resources (DNR)	Informal agreement with volunteer fire department to pay for direct onsite service on wildfires	\$80,000		-Expenditures vary based on the number and severity of fires; Last year was a low activity year, lowest since 1983 - Approximate 5 year average would normally be \$150,000/year
Service Nova Scotia Municipal Relations (SNSMR)	Waive annual license plate fees for volunteer fire fighters and search and rescue workers	\$681,417		-7,275 plates currently registered to determine annual fee waived
	Administers an emergency services providers fund to help fire departments, ground search and rescue operations and HAZMAT organizations upgrade equipment used directly in response to a fire or emergency	\$500,000	Since its inception in 2007, the fund has supported more than 620 projects at a value of \$13.4 million.	The fund works on a co-pay basis with one half the cost paid by the fire service and one half by SNSMR. Some examples of what is provided are: equipment like fire hoses, breathing gear, tools etc. Large things like fire trucks are not included.
Department	Program/Service	Funding 2011/12	Other Investments	Notes

Department of Justice <i>Emergency Management Office</i>	Federal Joint Emergency Preparedness Program		More than \$394,000 since 2009-10	This program provides cost-shared funding for training and education, special equipment, and development of regional emergency plans
Department of Health and Wellness <i>Emergency Health Services</i>	Medical First Responder Program	\$400,000		<ul style="list-style-type: none"> -The program provides training, equipment, supplies and insurance (for individuals) for medial errors and omissions. -Fire departments are the beneficiaries of this program and it also assists some volunteer based organizations
Department of Finance	Administers a volunteer firefighters tax credit		<p>Number and amount of credits claimed:</p> <p>2007 - \$1.4m (5,379 credits)</p> <p>2008 - \$2.6m (6,600 credits)</p> <p>2009 - \$3.7m (7,105 credits)</p> <p>*2010 taxation year will not be available until spring 2012</p>	<ul style="list-style-type: none"> -The credit was put in place in 2007 with an escalating credit amount (\$250 in 2007, \$375 in 2008 and \$500 in 2009 and beyond - In 2008 the credit was extended also extended to volunteer ground search & rescue workers; initial analysis projected app. 1000 ground search and rescue volunteers and 6,000 volunteer fire department workers
	Provincial rebate on the provincial portion of the HST on the purchase of heavy equipment or motor vehicles used for fire fighting		<p>The amount of rebate is as follows:</p> <p>2007 \$41,000</p> <p>2008 \$28,000</p> <p>2009 \$49,000</p>	<ul style="list-style-type: none"> -Rebate is available to both municipal and volunteer fire departments - rebate is to top up to 100% -municipalities rebate is 42.86% to a max of 7,929 and non profits is 50% to max of 9,250
	Fire department receives a full rebate of provincial purchases up to a maximum of \$185,000			
	Fire departments receive an exemption on motive fuel taxes			

NOTE: THIS IS NOT AN EXHAUSTIVE LIST OF ALL THE SUPPORTS/FUNDING THAT HAS BEEN PROVIDED TO FIRE AND ASSOCIATED SERVICES IN THE PROVINCE. THERE ARE MANY ONE OF SITUATIONS THAT HAVE NOT BEEN INCLUDED.

ANNEX G - Stakeholders

Detailed are the fire, municipal provincial, federal and private organizations that have a pole in fire and associated services Directly Affected.

Directly Affected

Fire Organizations

- Fire Safety Advisory Council (ABC)
- Fire Services Advisory Committee (ABC)
- Fire Service Association of Nova Scotia
- Volunteer Fire Departments - Boards and Commissions
- Career Fire fighters
- Volunteer fire fighters
- Nova Scotia Fire Fighter School (Waverly)

Municipal

- Elected officials
- Nova Scotia Municipal Administrators
- Union of Nova Scotia Municipalities

Indirectly Affected

- Unions – IAFF/CUPE/NSGEU (DNR)
- Community Groups
- Industrial Fire Service (Michelin, Irving, etc.)
- Springhill Prison
- Airports:
 - Halifax International
 - Sydney
 - Yarmouth
- Canadian Forces

Provincial

- MLAs
- Fire Services Deputy Minister's Advisory Committee
- Transportation and Infrastructure Renewal:
 - Risk Management Division
 - Public Safety Communications
- Dept. of Justice:
 - EMO/ 911
- Labour and Advanced Education:
 - Office of the Fire Marshal
- Dept. of Natural Resources:
 - DNR fire fighters
- Dept. of Health and Wellness:
 - Emergency Health Services
- Emergency Medical Care Inc.
- Finance
- Service NS and Municipal Relations

ANNEX H – Risk Register

Introduction:

A risk registry was used to analyze the 16 FSSOC recommendations. The aim of the analysis was to assess how each recommendation would affect the Fire Service, Municipalities and the Province of Nova Scotia.

Methodology:

The system utilized for assessing risk is a standard matrix used by the majority of risk managers across the Country both at the Provincial and Federal level. As well, it is considered the industry standard for many large private sector businesses in North America. Our matrix consists of polling the subject matter experts and a resulting average of risk is depicted on a heat map. For this particular exercise, we labeled each respective entity on the map to show the likelihood and consequence of a risk arising from the implementation of that particular recommendation. As each recommendation was discussed within the working group, our subject matter experts would come to a conclusion on the likelihood of this recommendation becoming a risk and the consequence of a risk arising from the implementation.

The two variables, likelihood and consequence, were assessed on a scale of 1-5. The two scales are depicted below:

Likelihood of the risk Select the likelihood of the risk occurring over the medium term 1-Rare 2-Unlikely 3-Possible 4-Likely 5-Almost Certain	Consequence of the risk Considering the operational, financial and reputational aspects, assess the consequence should the risk materialize. 1-Insignificant 2-Minor 3-Moderate 4-Major 5-Extreme
---	--

Upon assessing a numeric value for the likelihood and consequence of risk, these numbers were multiplied together to provide an overall assessment of the risk level if you were to implement the recommendation. These risk levels were then visually depicted on a heat map to provide the committee an overall sense of how each entity would react to a particular recommendation. The four ranges of risk are depicted as follows:

Low	Medium	High	Extreme
Less than 3	Between 3.1-9.0	Between 9.1-19.9	Above 20

Results:

Governance and Authority

Recommendation 1 - Centralize Emergency Services

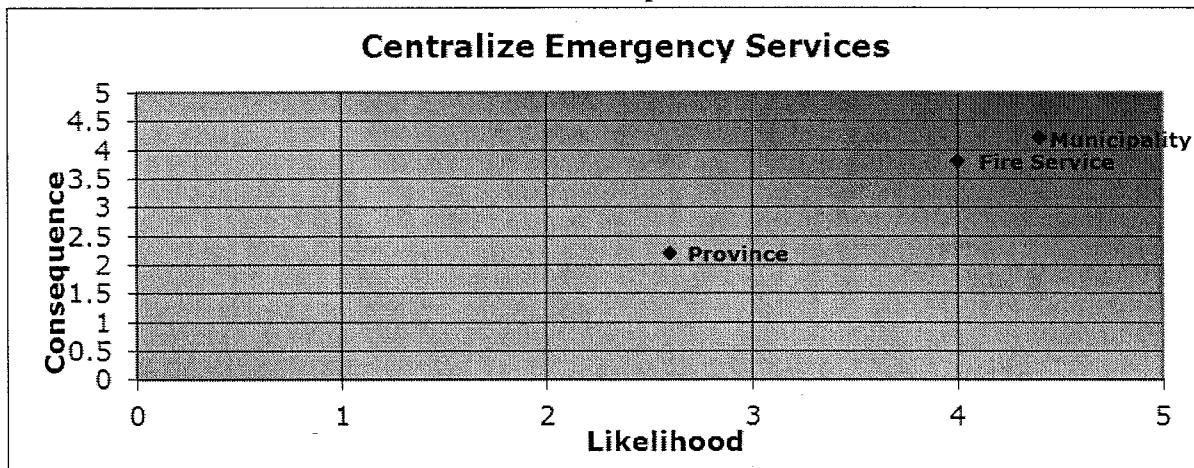
External Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Non-Compliance	Would rather manage their own affairs	Legislation "Municipal Gov't Act"
Municipality	Impact to Municipality	Legislative/financial requirements for accountability	Legislation "Municipal Gov't Act"
Province	Attraction of liability to the Province	Coordinated Provincial oversight creates legal challenges	The exposure is risk managed by the Crown.

External Risk Consequence and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	4	3.8	15.2	Stakeholder consultation	History has shown that volunteer fire depts have autonomy without oversight
Municipality	4.4	4.2	18.48	Stakeholder consultation	Legislation/financial requirements would be perceived as downloading
Province	2.6	2.2	5.72	New legislation and/or change legislation	Centralized emergency services governance and authority risks can be mitigated through risk management and legislation

Heat Map



Governance and Authority

Recommendation 2 - Municipalities Work Together

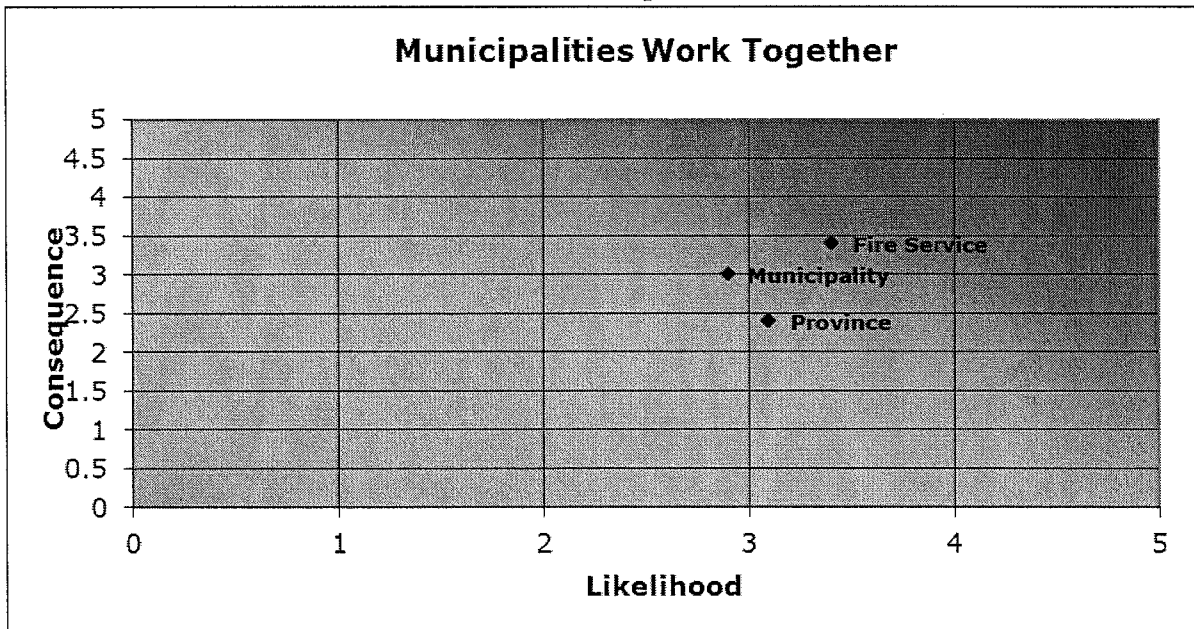
Strategic Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Lack of collaboration from the fire service	Volunteer based	N/A
Municipality	Lack of legislation and resources	Existing legislation and budget are insufficient to enable this recommendation	Municipal Government Act / Fire Safety Act (limited)
Province	Lack of legislation and resources	Existing legislation and budget are insufficient to enable this recommendation	Municipal Government Act / Fire Safety Act (limited)

Strategic Risk Consequence and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	3.4	3.4	11.56	Communication strategy / stakeholder engagement through good governance	Fire service may want to comply/participate but their availability may be restricted due to demographics
Municipality	2.9	3	8.7	To establish a model (look at jurisdictional review/existing programs)	Requires cultural change
Province	3.1	2.4	7.44	To establish a model (look at jurisdictional review/existing programs)	Requires cultural change

Heat Map



Accountability

Recommendation 3 - Performance Based Reporting

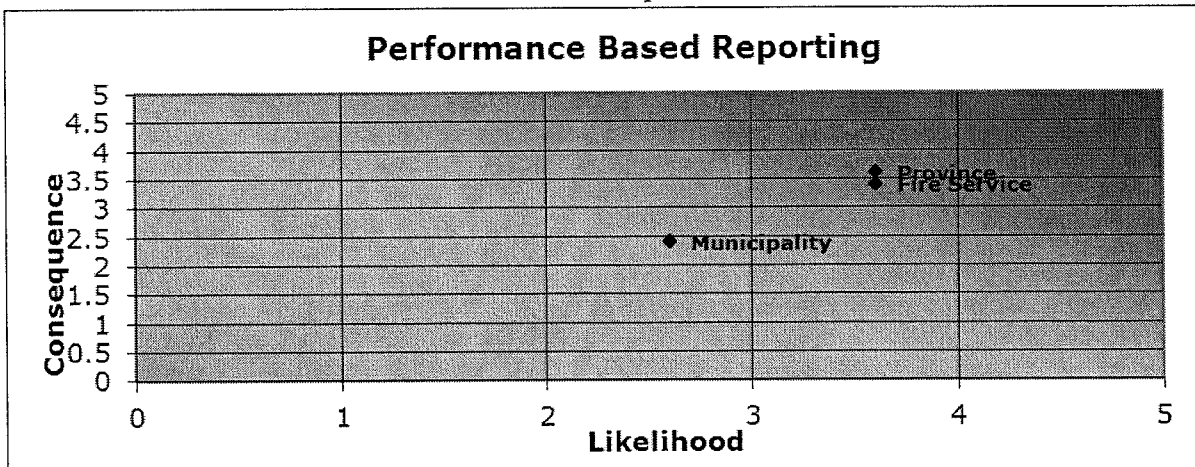
Operational Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Non Compliance	Labour/Resource/Time intensive for the volunteer community	Fire Safety Act
Municipality	Non Compliance	Labour/Resource/Time intensive	None
Province	Financial Risk	Cost for implementation and program administration	Fire Safety Act

Operational Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	3.6	3.4	12.24	System design / system performance reporting matrix	Non-standardized reporting mechanism
Municipality	2.6	2.4	6.24	Standards, education, coaching - development of evidence based programs in community	No legislation / process in place (similar to above)
Province	3.6	3.6	12.96	Develop a system / performance matrix	Cost for implementation would be a Provincial responsibility.

Heat Map



Operations

Recommendation 4 - Standards for Emergency Services

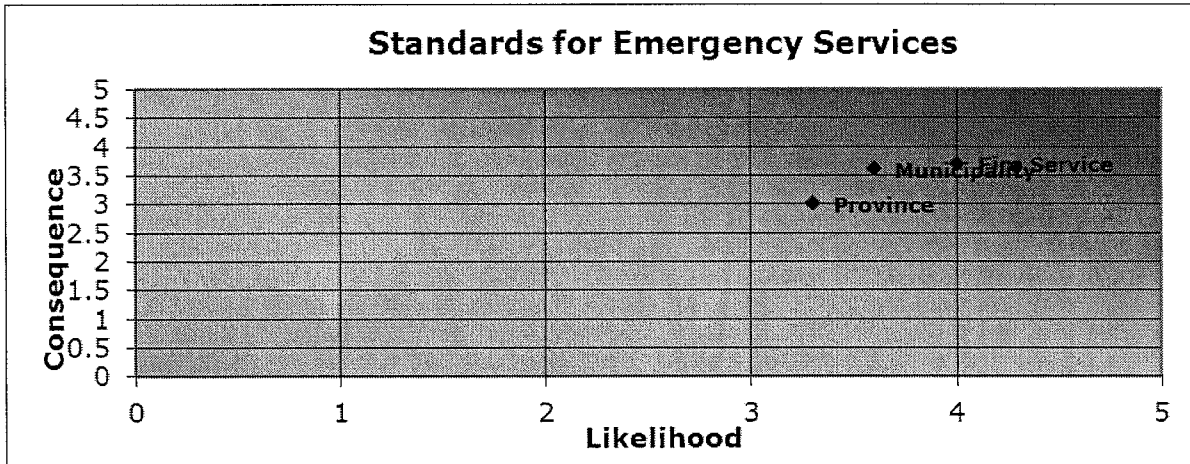
Operational Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Compliance	Resources, time, cultural shift	Individual fire dept. guidelines
Municipality	Financial Impact	Financial support for implementation	Ratepayers
Province	Design, Implementation, Enforcement	Willingness for stakeholder participation	OHS (limited)

Operational Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	4	3.7	14.8	Creation of program standards	Inconsistent delivery of services across the Province
Municipality	3.6	3.6	12.96	Rationalization of funding	Funding levels may increase or decrease based on the current resources
Province	3.3	3	9.9	Legislation	Requires the creation of a Provincial program standard.

Heat Map



Finance

Recommendation 5 - Standard Insurance

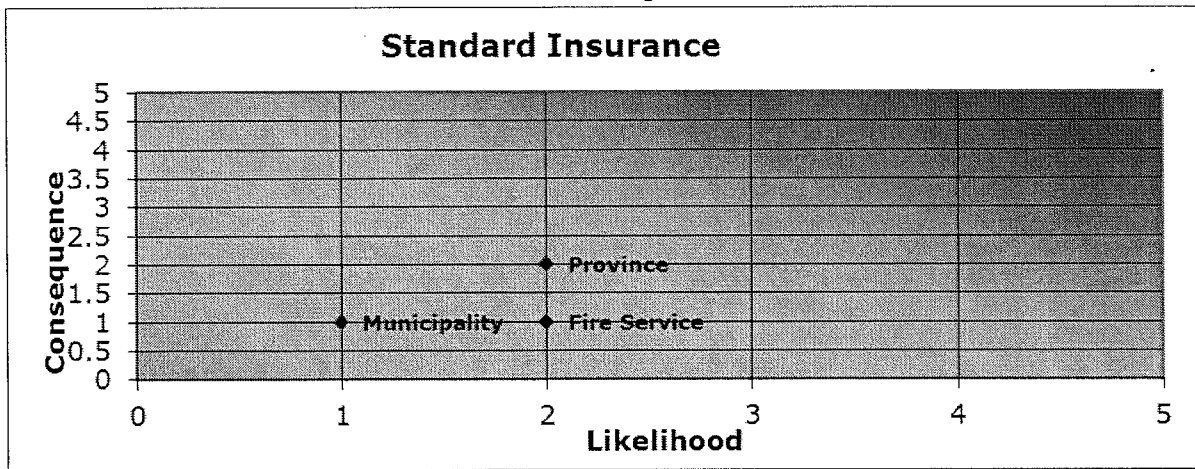
Strategic Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Non-acceptance	Consistent protection for all subjects	None
Municipality	No Identified Risk	Municipality would be a "named Insured" in the program	None
Province	Start-up and Operational Costs	Program administration	Superintendent of Insurance Act

Strategic Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	2	1	2	Creation of a reciprocal insurance risk protection program	Driven by insurance brokerage community
Municipality	1	1	1	Creation of a reciprocal insurance risk protection program	Identified as a benefit to the Municipality
Province	2	2	4	Creation of a reciprocal insurance risk protection program	Managed through a board under the Insurance Act

Heat Map



Finance

Recommendation 6 - Coordination and Efficient Utilization of Provincial Programs

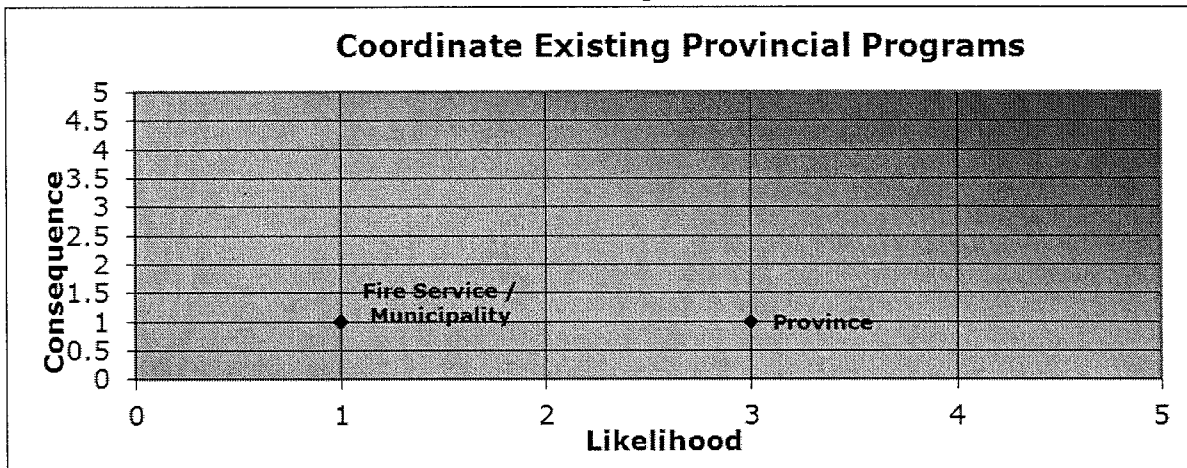
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	No Identified Risk	Provincial funding levels will change under the coordinated program	None
Municipality	No Identified Risk	Provincial funding levels will change under the coordinated program	None
Province	Program Administration	Requires interdepartmental coordination	Individual Department's Programs

Financial Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	1	1	1		
Municipality	1	1	1		
Province	3	1	3	Follow forms to centralized governance	Needs to be linked with Recommendation 3 "Performance Based Reporting"

Heat Map



Finance

Recommendation 7 - Appropriate Funding

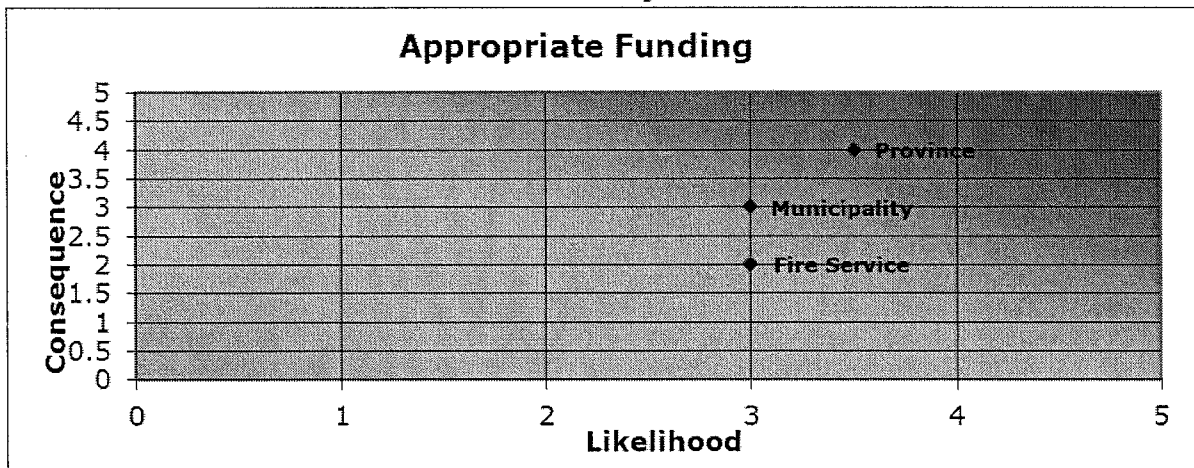
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Potential negative perception arising from rationalization of service	Centralized program for funding allocation	Ratepayer model under the Municipal Gov't Act and Provincial Grants (depending on service provider)
Municipality	Budgetary Impacts	Standardized Municipal expenditures	Ratepayer model under the Municipal Gov't Act and Provincial Grants (depending on service provider)
Province	Program Implementation	Loss of community commitment/resources, public relations issues, program administration	Legislation

Financial Risk Consequences and Risk Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	3	2	6	Legislation	Regardless of how you implement model, it will not be acceptable to all departments.
Municipality	3	3	9	Legislation	Potential increase in operating costs
Province	3.5	4	14	Legislation	Stakeholder engagement

Heat Map



Finance

Recommendation 8 - Service Fees

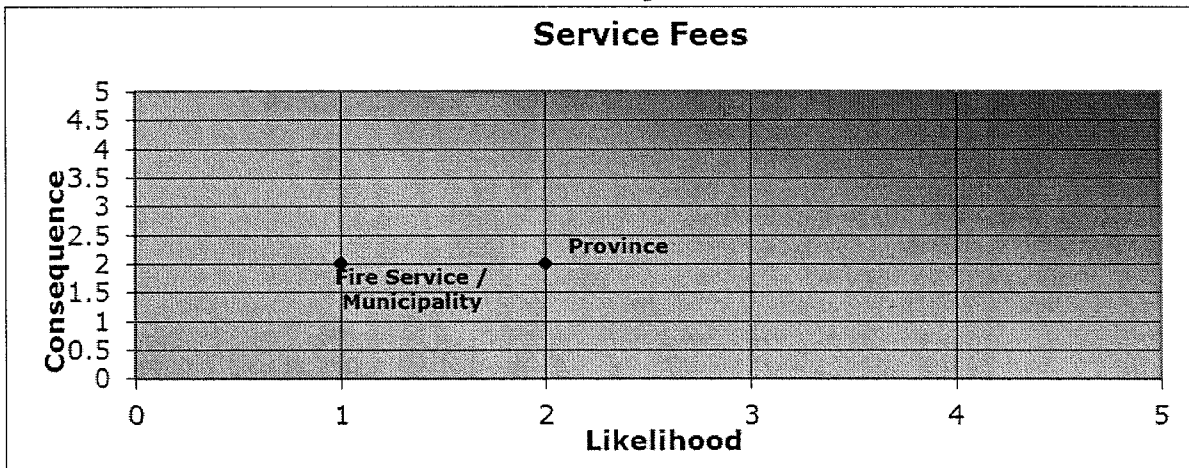
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Public Perception	Fee schedule for identifying non-fire related services (traffic control, false alarms)	Unknown
Municipality	Public Perception	Fee schedule for identifying non-fire related services (traffic control, false alarms)	Unknown
Province	Program Administration	Accountability framework	Unknown

Financial Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	1	2	2	Enforce service fees	Previously established programs now managed under a fee schedule
Municipality	1	2	2	Implement service fees	Previously established programs now managed under a fee schedule
Province	2	2	4	Design service fees	Provincial oversight

Heat Map



Finance

Recommendation 9 - Procurement and Bulk Purchasing

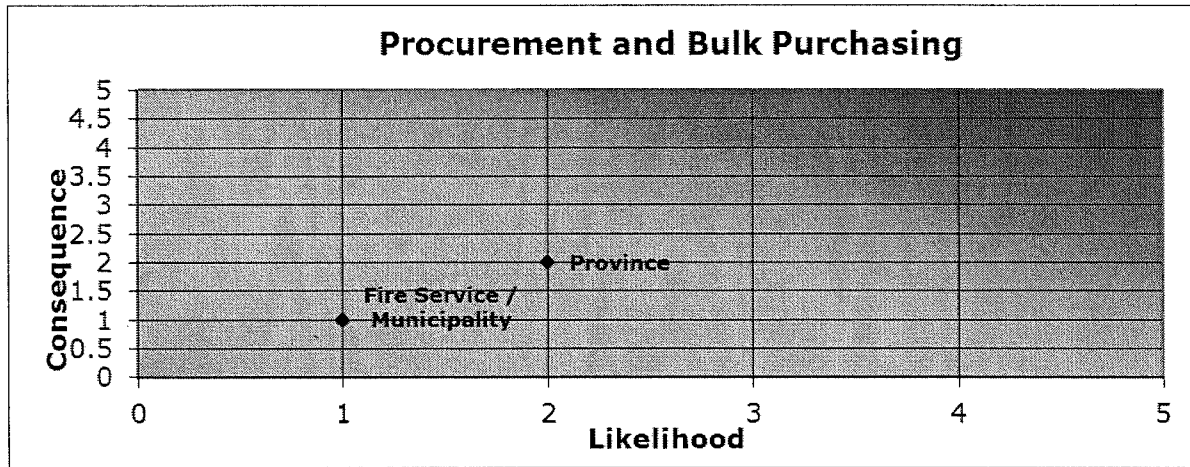
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Non-compliance	Controlled process that would alter procurement process	Unknown
Municipality	No recognized risk	Net cost saving potential	Unknown
Province	Program Administration	Establishment of procurement policies/program	Unknown

Financial Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	1	1	1	N/A	Requires stakeholder engagement in developing procurement guidelines
Municipality	1	1	1	N/A	Savings through bulk buying.
Province	2	2	4	N/A	Supports Provincial Merged Services Initiative

Heat Map



Equipment and Vehicles

Recommendation 10 - Minimum Standards for Equipment and Vehicles

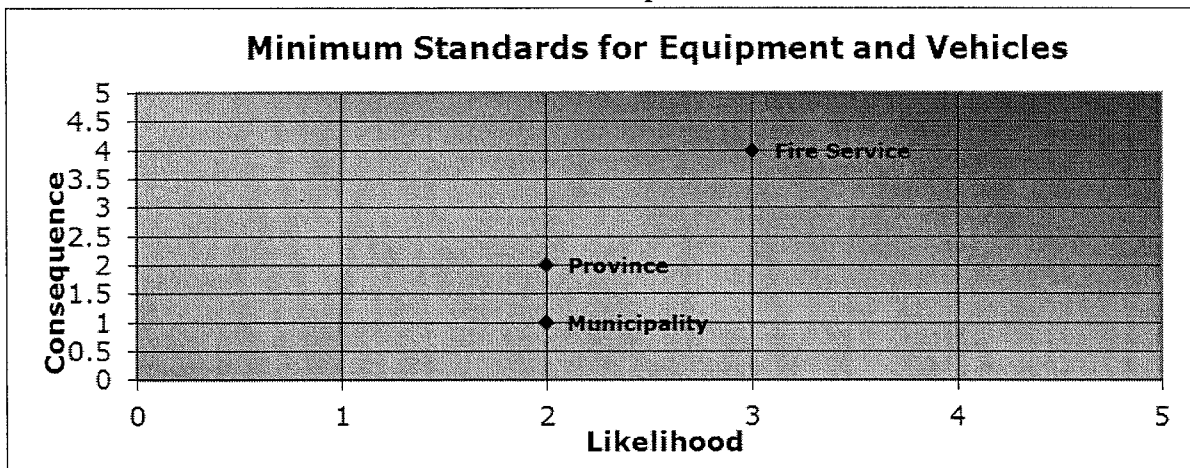
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Compliance	Rationalization of needs versus wants	Falls under Municipal Gov't Act and fundraising
Municipality	Financial Impact	Financial support for implementation	Ratepayers
Province	Design, Implementation, Enforcement	Willingness for stakeholder participation	None

Financial Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	3	4	12	Consistent standard for equipment and vehicle procurement and maintenance	Inconsistent delivery of services across the Province
Municipality	2	1	2	Rationalization of funding	Funding levels may increase or decrease based on the current resources
Province	2	2	4	Legislation	Requires the creation of a Provincial program standard (Inspection and compliance)

Heat Map



Tactical Communications

Recommendation 11 - Disptach Reponse System

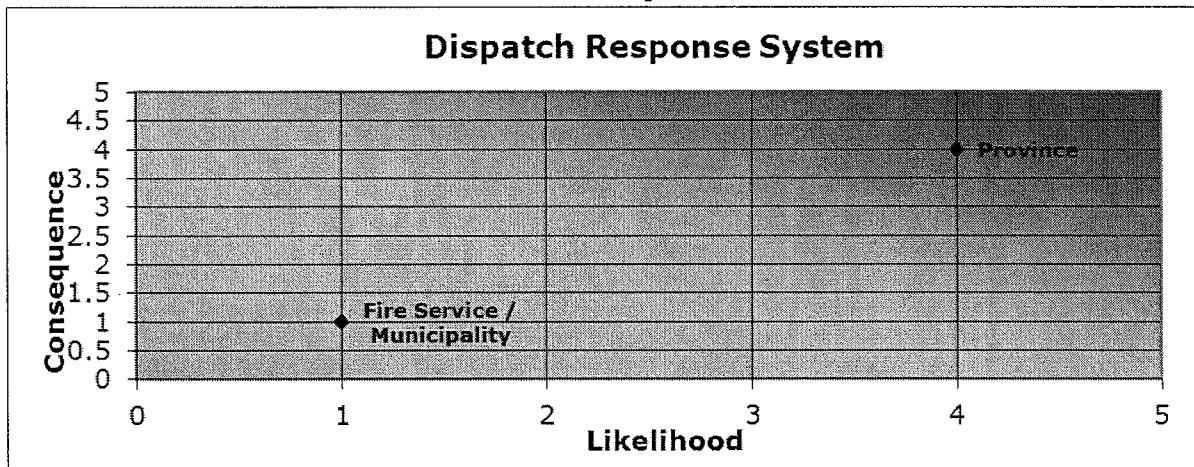
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	No perceived risk.	Benefit for the fire service.	None
Municipality	No perceived risk.	Benefit for the Municipality.	None
Province	Financial Impact	Establishment of a Province wide coordinated dispatch response system.	911 dispatch (limited) - when passed off to fire can get lost

Financial Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	1	1	1	Province wide dispatch	
Municipality	1	1	1	Province wide dispatch	
Province	4	4	16	Province wide dispatch	Consistent with other public saftey agencies.

Heat Map



Tactical Communications

Recommendation 12 - Telecommunication Interoperability

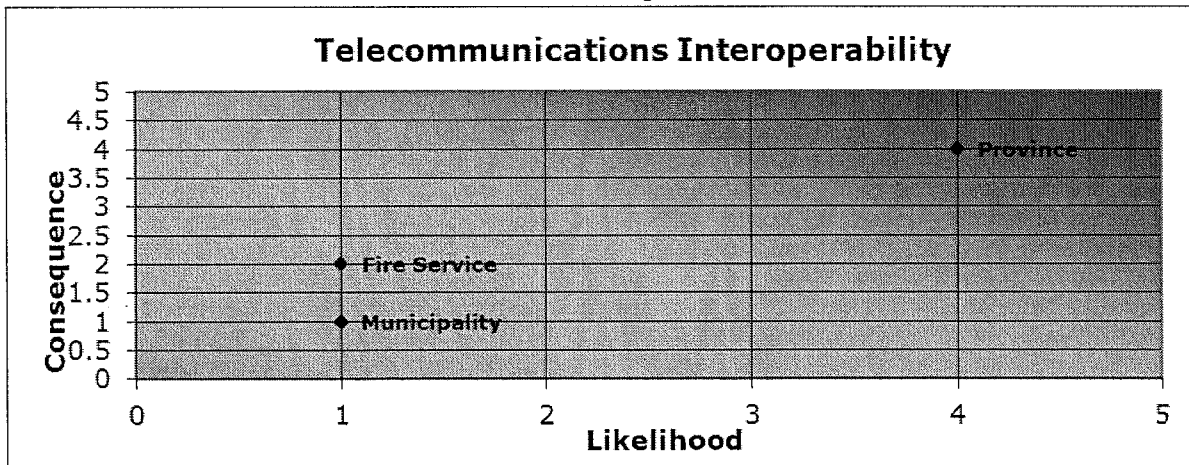
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Non-compliance	Current system does not permit interoperability	None
Municipality	No perceived risk.	Benefit for the Municipality.	N/A
Province	Financial Impact	Enhancement of a Province wide interoperability system.	Public Safety Field Communications

Financial Risk Consequences and Risk Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	1	2	2	Single standard	Capability exists; additional resources are required to fully implement program
Municipality	1	1	1	Single standard	
Province	4	4	16	Single standard	Establish single standard for interoperability and communications

Heat Map



Training

Recommendation 13 - Training Standards

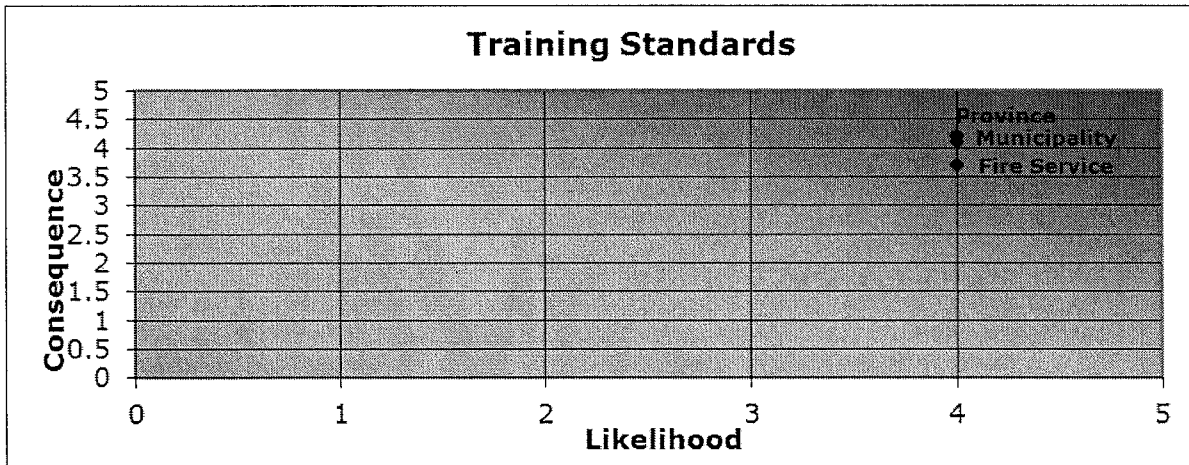
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Compliance	Resources, time, cultural shift	Individual fire dept. guidelines
Municipality	Financial Impact	Financial support for implementation	Ratepayers
Province	Design, Implementation, Enforcement	Willingness for stakeholder participation	OHS (limited)

Financial Risk Consequences and Risk Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	4	3.7	14.8	Creation of program standards	Inconsistent delivery of services across the Province
Municipality	4	4.2	16.8	Rationalization of funding	Funding levels may increase or decrease based on the current resources
Province	4	4.1	16.4	Legislation	Requires the creation of a Provincial program standard.

Heat Map



Training

Recommendation 14 - Single Training Authority

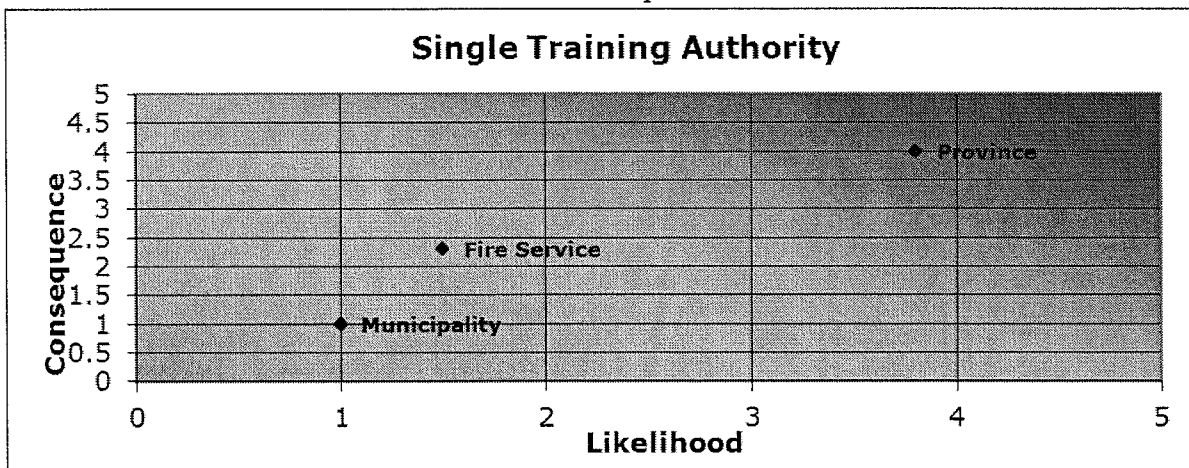
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Fire Service Non Compliance	Manage Their Own Affairs	None
Municipality	Impact to Municipality	Legislative/financial requirements for accountability	None
Province	Program Administration	Coordinated Provincial oversight creates legal challenges	None

Financial Risk Consequences and Risk Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	1.5	2.3	3.45	Adhere to the training authority	History has shown that volunteer fire depts have autonomy without oversight
Municipality	1	1	1	Municipality Implements	Implementation of a single trainer authority
Province	3.8	4	15.2	New legislation and/or change legislation	Centralized emergency services governance and authority risks can be mitigated through risk management and legislation

Heat Map



Human Resources

Recommendation 15 - Policy for Incentives

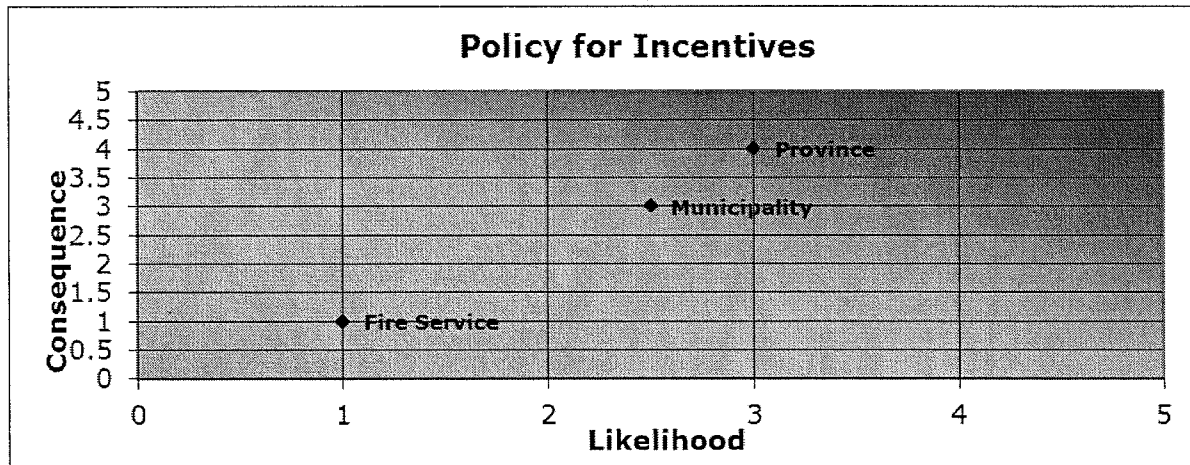
Financial Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Program Implementation	Cost associated with honoraria, inconsistent implementation across the system	Self Administered
Municipality	Program Administration	Cost associated with honoraria	Self Administered
Province	Program Administration	Defining program policy	Fire Safety Act, Licence Plate, Provincial Tax Credit

Financial Risk Consequences and Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	1	1	1	Incentives policy	Benefit for retention and recruitment
Municipality	2.5	3	7.5	Incentives policy	Benefit for retention and recruitment
Province	3	4	12	Legislation	Establishes a single standard

Heat Map



Interoperability

Recommendation 16 - Mutual Aid Agreements

Operational Risk Descriptions

Entity	Risk	Description	Existing Controls
Fire Service	Undefined Accountability	Who pays the bill and who is held liable in the event of an incident	Municipal Gov't Act
Municipality	Undefined Accountability	Who pays the bill and who is held liable in the event of an incident	Municipal Gov't Act
Province	Consistent Standard	Enabling consistency in development of mutual aid agreements (strategic documents)	Municipal Gov't Act

Operational Risk Consequences and Risk Mitigating Solutions

Entity	Likelihood	Consequence	Resulting Risk Level	Treatment Plan	Comments
Fire Service	3	3	9	Follow legislation/regulations	Recognized best practice
Municipality	3	3	9	Follow legislation/regulations	Recognized best practice
Province	3	3	9	Legislation/regulations to enhance mutual aid requirements	Recognized best practice

Heat Map

