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Strategic Review



Portugal Cove – St. Philips Fire Department

Moving Forward

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June 12, 2014

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Executive Summary

The Portugal Cove – St. Philips Volunteer Fire Department (PCSPVFD) was initially formed in 1996 as a totally volunteer organization. Over time the department has evolved through a series of fire chiefs, with the immediate past two chiefs being paid positions. In February of 2014 the most recent chief resigned.

The consultants were engaged initially to review the internal situation that was unfolding within the fire department and prepare an interim report for the town council. Subsequently the consultants were then retained to manage, administer and operate the fire department and prepare a further report. This second report addresses the current status of fire protection in the town and provides options to consider for future provision of fire and emergency services and also provides the consultants recommended direction to follow.

Maintaining a primarily volunteer fire department is an ever increasing challenge, especially in a town with growing demographics such as Portugal Cove – St. Philips. The review of the current service provisions revealed that the fire department was struggling to remain a cohesive unit due to a variety of factors such as a lack of effective leadership, internal conflicts, low morale, lack of a properly structured training program and a lack of clear direction, guidance and communication. There exists a core group of volunteers who want to get beyond the impediments and provide an effective and efficient service to their community.

The department responded to 155 incidents in 2013. To date in 2014 the department has responded to approximately 90 incidents. This trend indicates that the demand for service in 2014 will represent an approximate 15% increase over 2013.

The volunteers have endeavored their best to respond to the emergencies but unfortunately their daytime response capacity is lacking in adequate personnel. A variety of initiatives have been implemented to correct or improve the problem areas identified and to bring the service in compliance with NFPA 1720.

Current budgeting provisions for the department are adequate as presently outlined, but a 3-5 year capital expenditure plan needs to be defined. Mobile fire apparatus is aging and although

a new pumper apparatus is on order additional fleet improvements will be required over the next 5 years.

The report defines 4 options for consideration and the consultants are recommending option 3; “Composite, with a career (paid) chief, 5 career (paid) firefighters and 1 part time firefighter, and volunteer firefighters”. This option is the minimum level that the town should strive to achieve at this time.

The Town of Portugal Cove – St. Philips has an obligation to provide its citizens with an effective, reasonable level of fire protection and emergency service. Nothing less may be satisfactory to the citizens. In order to fulfill this obligation the town must address the current situation with their fire protection service, and take steps to ensure that reasonable service provisions are implemented, and mitigate possible liabilities.

The volunteer component of the town fire service will, in our opinion, support this option, move to address the service deficiencies, and continue to provide their volunteer commitment to the town.

Acknowledgements

Mr. Frederick G. Hollett and Mr. Richard A. Murphy wish to express appreciation to the Town of Portugal Cove – St. Philips along with members of the Fire Department and town staff for their valuable assistance in the gathering of information that was necessary for the preparation of this report. Thanks are also extended to Mr. Michael Dwyer , Retired Director/Chief, St. John’s Regional Fire Department.

Distribution and Use

This report, along with the findings and conclusions contain herein, is intended for the sole use of the Town of Portugal Cove – St. Philips (PCSP) to assist in deciding direction for future fire protection needs of the community.

Judgments about the options/recommendations contained in this report should be made only after considering the report in its entirety. It shall not be modified, in whole or in part without the written consent of the Town of Portugal Cove – St. Philips.

Reference Material

Documents and publications used to obtain data for this report are:

National Fire Protection Association (NFPA) 1901- 2009 Ed. – Standard for Automotive Fire Apparatus

National Fire Protection Association (NFPA) 1720- 2014 Ed. - Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Volunteer Fire Departments

Fire and Emergency Services, Newfoundland and Labrador – Fire Department Operations and Management Manual

Fire and Emergency Services, Newfoundland and Labrador - Municipal Fire Department Assessment Report-Portugal Cove St. Philips Volunteer Fire Department

Incident Reports for Portugal Cove St. Philips Volunteer Fire Department December 2013 to May 2104.

Introduction/ History

Currently the Portugal Cove – St. Philips Fire Department (PCSPVFD) is a composite organization, by which its members are a combination of career and volunteer. Currently the chief is the only paid employee, while the remainder of the membership are volunteers who are committed to providing fire protection on a volunteer basis with no remuneration for services, with exception of an annual honorarium.

The department was formed in 1996 as a means to reduce fire protection costs because of a formula that would see the town receive fire protection from the City of St. John's. Since 1996 to 2011, the department was 100% volunteer. During that time there were five fire chiefs and in 2011 the council decided to hire a full time paid chief. After approximately 2 years of service, the paid chief resigned. In 2013, a replacement chief was hired and after six months, he also resigned. Since 1996, there have been a total of seven fire chiefs in the department.

The department operates four pieces of apparatus out of two stations and provides various types of service, which includes fire suppression, medical first responder (basic life support), very basic hazardous materials response, and assists in any way possible to all calls from the public. The department also provides prevention services such as Learn Not to Burn Program, fire and life safety inspections on both commercial and public occupancies, medical oxygen inspections, and participates in community events and fundraising for various charitable organizations.

Providing these services, especially for volunteers, is very time consuming. The demands placed on the volunteers are quite onerous; especially when one considers that it protects a population of more than 7000 residents and includes 2900 residences, 181 businesses, and 1 school with a second to be built in the near future, along with a provincial ferry terminal. The geographical area of the town is 22 square miles or 320 persons per square mile. Committed time spent by the volunteers to protect the community steadily increases as call volumes continue to increase annually as the town grows. From January to December 2013, the members responded to 155 calls for assistance. This does not include the many hours of extra time taken up in training, meetings, and community events.

Maintaining a volunteer fire department is very challenging. Like most volunteer fire departments across the country, recruiting and retaining members is a huge challenge. Studies have shown that there is not a clear answer to this problem. Many factors are believed to

Introduction/ History cont'd

affect recruitment and retention, some of which are very complex. There are no easy answers, and each department struggles with devising ways to entice and keep its members. PCSPVFD is no different. Meanwhile, there seems to be a different lifestyle that has evolved over the years that affect the ability of people to volunteer into a very demanding emergency operation. Establishing and using a recruitment and retention program will increase the likelihood of finding and keeping the right people, for the right tasks, at the right time. Components of a volunteer recruitment and retention program include documentation and processes that support the following:

- a. An annual recruitment and retention plan
- b. Pre-recruitment strategies
- c. Recruitment strategies
- d. Recruit training and advancement
- e. Ongoing retention efforts including leadership and recognition practices
- f. Exit process
- g. Ongoing evaluation and revision

A coordinated, organized program demonstrates:

- I. The importance of, and commitment to the service provided and the individuals who provide that service
- II. Sound risk management principles
- III. Proactive vs. reactive leadership within your department
- IV. Your commitment to recognize volunteers, families and employers

It will help you to identify

- I. Shortfalls and availability of volunteers in the community
- II. The number, type and quality of volunteers needed now and in the future
- III. Recruitment and selection
- IV. Retention and succession
- V. Training and development of volunteers

While a recruitment and retention program is essential, there doesn't appear to be a recruitment issue with PCSPFD at this time. However, if it should become a problem, the program will be in place and ready to implement. There are many municipalities in the province and across the country who are struggling to recruit and retain members.

Introduction/ History cont'd

The Town of PCSP needs to maintain an appropriate recruitment and retention program, and the present membership status should be reviewed to assess the participation level of current personnel on the fire department roster.

Assessment of current services

Due to the recent resignation of the fire chief, consultants were retained by the Town of PCSP to manage and administer the Portugal Cove – St. Philips Volunteer Fire Department (PCSPVFD). One of the terms of reference was to provide the Council with a report on the status of the department with a strategic review on the future direction of the department.

After a brief period, the consultants discovered that there were several major factors that lead to the current state of affairs that were negatively impacting the success of the department.

(Note: A preliminary document was presented to Council on February 14, 2014 which discussed the "state of affairs" surrounding town fire protection. This document is attached in Appendix A)

These include, but are not limited to:

- Lack of leadership
- Little or no interaction with membership from fire chief
- Council interference with day to day operations
- Internal conflicts between members
- Lack of a structured training program
- Low morale
- Lack of clear direction, guidance and communication

(Note: Based on the foregoing, action has been taken by the consultants to address these concerns which have resulted in a positive outcome. See Appendix B)

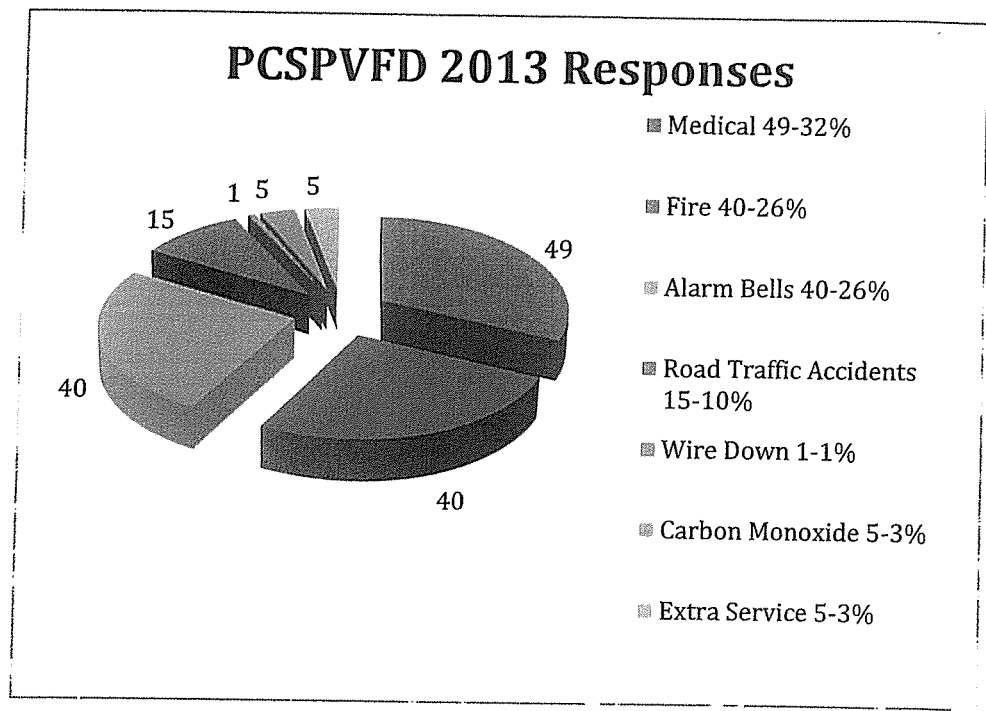
As a means to re build team spirit, the consultants immediately reinstated general membership meetings which had been discontinued some time ago. The members appeared to embrace this small change as it gives them a voice into the running of" their" department. It provides them an opportunity to take some ownership of the organization to which they are dedicated.

In order for the consultants to get a grasp for present and future needs of the department, a Strengths, Weaknesses, Opportunities and Threats Analysis (SWOT) were conducted with the members. The SWOT is an analytical tool that may be used for the organization to better understand itself and develop a vision or strategy for the future. This analysis will be discussed in detail later in the report.

Assessment of current services cont'd

Responses

Total responses for the fire department for 2013 was 155. The chart below depicts the various types of calls and the number in each category.



TOTAL CALLS FOR 2013 - 155

Medical calls account for 32% of total responses. The department currently responds to all medically related incidents regardless of their severity. These include critical calls such as life threatening situations to minor incidents such as abdominal pain. The current policy is to respond at least 2 pieces of equipment with at least 4 members in total. Since March 01, 2014, the consultants have responded to some daytime medical calls and in all cases, Eastern Health Ambulances have arrived at the same time or very shortly after the arrival of PCSPFD.

A review of the medical response protocols established with Eastern Health needs to be actioned so as to ensure that the department is not unnecessarily being tasked to respond to minor or non-life threatening incidents.

Assessment of current services cont'd

Response Times

The FD response time is recognized as that period of time commencing at the end of the dispatch notification until the first fire apparatus arrives at the fire or emergency scene.

This window of time includes two components recognized as the “turn out time” and the actual “emergency vehicle driving response time”.

For a volunteer fire department, turn out time includes that period of time commencing at the end of the notification and would include the following: (for illustrative purposes “*departure from home*” is utilized)

1. departure from home
2. travel from home to the fire hall
3. preparation in the fire hall to depart to the fire or emergency scene

The turnout time component of the total response time can vary for individual firefighters traveling over the same road route to the fire hall, due to factors such as notification time, environmental and road conditions, traffic conditions etc.

Once at the fire hall, firefighters must prepare themselves for the departure with emergency vehicles. Again the actual driving response for the emergency vehicles can vary due to environmental conditions, road or traffic conditions at varying times of the day.

NFPA 1720, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, 2010 edition, provides a series of measures to consider and apply to a volunteer fire department. Although not legislated in this province, this standard is a recommended guide to consider in establishing a service or evaluating existing services.

Assessment of current services cont'd

Response Times

The highlighted area in the NFPA 1720 table below reflects PCSP demographics.

Demand Zone	Demographics	Min Staff to Respond	Response Time (min)	Meets Objective (%)
Urban Area	>1000 people/m ²	15	9	90
Suburban Area	500-1000 people /m ²	10	10	80
Rural Area	<500 people/ m ²	6	14	80
Remote Area	Travel dist. >8 mi	4	Directly dep. on travel distance	90
Special Risks	Determined by AHJ	Det. by AHJ based on risk	Det. By AHJ	90

NPFA 1720 - Section 4.3.2 – Staffing and Response Time

The foregoing staff/response time factor is the minimum recommended for a low hazard occupancy such as a 2000 square foot, two story, single family home without a basement and exposures.

Table 4.3.2 Staffing and Response Time; NFPA 1720, 2014 Ed

For a rural area with less than 500 people per square mile, such as PCSP, the standard recommends the minimum staff for initial response is 6, with a maximum response time of 14 minutes. It further states that this objective should be achieved for 80% of the total responses.

In considering the minimum response criteria for a low hazard single dwelling unit, one can easily surmise that the response criteria, especially in manpower, can increase significantly for a medium hazard or high hazard occupancy. Examples include churches, schools, business premises and places of public assembly.

Assessment of current services cont'd

While NFPA 1720 outlines response criteria, the PCSP data to determine if the department meets this criteria must be accurate. Unfortunately, all the data which is required is not available due to missing records and inaccurate data entry. The only data which was available was found in the incident records dating from December 01, 2013 to May 13, 2014. Therefore the accuracy of adequate response times is based on this very small window.

The PCSPVFD is generally within and below the response time of 14 minutes and this response time component only is acceptable.

The apparent problem with the fire department response is the lack of fire fighters during the hours of 7am to 6pm on weekdays. The standard recommends a minimum of 6, but the fire department recognizes that during a daytime response in particular they are normally lucky to have 3 or 4 personnel in attendance on the initial response. This is not acceptable.

The consultants have reviewed the response data have been able to acquire and confirm as accurate. Thus we are limited to assessing the actual response times and personnel available, in the date for the period of December 1, 2013 to May 14, 2014. **(See Appendix C).**

We are not satisfied with the accuracy of older data from 2010 and past. **(Note 2012 and 2011 data is not available)**. Our examination of the data is revealing unachievable results especially relating to the actual response time and number of personnel recorded. Our comment is based on the earlier explanation of the actual response time components; that being turn-out time, time in station, and actual emergency vehicle driving time to the scene of the emergency.

With respect to the average personnel indicated in our calculations, we believe that the numbers indicated are not truly representative of accurate personnel in the early stage of the responses. We believe that the larger numbers of personnel recorded for an incident are a result of a certain portion of personnel who have a delayed response. In other words they were not part of the initial response for the "critical" early stage of the emergency. **(Note: NFPA 1720 requires that the 6 / 14 factors indicated be achieved for 80% of the responses.)**

Assessment of current services cont'd

RESPONSES DEC 01, 2013 TO MAY 14, 2014

<i>Overall</i>	<i>0800 – 1700 Weekdays</i>
84 Responses	26 Responses
11:23 Average Response Time	12:89 Average Response Time
6.81 Responders	7.12 Responders

NFPA 1720 Response Compliance

Notwithstanding the overall PCSP statistics listed above, it is more important to recognize the response weakness. Of the total of 84 calls, 47 calls had 6 or less personnel. **56% of the overall calls were non-compliant.**

For the 26 weekday calls, between 8am and 5 pm, 16 calls had 6 or less personnel. **62% were non-compliant.**

In considering the nature of the 84 total calls to date, it should also be noted that virtually, and fortunately, all incidents have been of such a nature that a large number of personnel were not required. This of course does not support a rationalization of the personnel numbers as being adequate. As mentioned earlier in the explanation of the NFPA 1720 table, the factors indicated are clearly delineated as the **minimum** required for a low hazard occupancy single family dwelling, of a limited size without a basement.

Based on the minimum response criteria for a low hazard single family dwelling unit, one can easily surmise that the response criteria, especially in manpower, can increase significantly for a medium or high hazard occupancy. Examples include churches, schools, business premises and places of assembly.

In the view of the consultants, PCSP has been **“lucky”** that most of the calls have not been of such serious nature to require a stronger work force upon initial arrival at the emergency scenes.

Assessment of current services cont'd

The major component of NFPA 1720 that had to be considered for this report development was the fire department compliance with the response time and staffing details. It should be noted that NFPA 1720 does not limit itself to the response time / staffing details only. The standard outlines a series of objectives and measures with explanatory detail the should be complied with for the appropriate provision of service.

The consultants have conducted a complete NFPA 1720 compliance check on PCSPFD and the details are contained in **Appendix D**.

PCSPVFD Operating/Capital Budget 2014

The operating budget for the fire department appears to be sufficient to support the department's activities. All line accounts appear to be in line with department expenditures. However, there are instances when purchases were being made by the past fire chief and other members without first obtaining necessary information such as comparison price quotes. The consultants have seen cases where an invoice arrived with no purchase order number attached along with no evidence that an item has been delivered and received....no packing slip to prove the goods have been delivered. It is imperative that all members be made aware of the purchasing policy of the town with strict instructions on following proper purchasing procedure. **Note: Since the consultants have assumed responsibility for the fire department, acquisition and purchasing procedures are being appropriately conducted according to town purchasing policies.**

The 2014 Capital Budget outlines major purchases that have been approved by council. However with the departure of the fire chief, and changes that have occurred in major purchases since the consultants have been conducting the review, it is recommended that a complete review of the 2014 capital budget be conducted with emphasis to be placed on the establishment of a 3 to 5 year capital expenditure program. Items such as building infrastructure, additional new pumper, rescue and support unit replacement etc. should be taken into consideration.

PCSPVFD Operating/Capital Budget 2014 cont'd

PCSPVFD Operating 2014

PROTECTIVE SERVICES		2014
		Budget
Fire Services		
FD Hydro Station 1&2	6400-2100	14,000
FD Telephone - Fire Chief	6410-2100	6,000
FD insurance	6420-2100	3,400
FD insurance substations	6426-2100	-
FD Insurance Equipment	6425-2100	8,500
FD Office Supplies	6430-2100	1,600
FD Communications	6435-2100	5,000
FD licenses/Fees	6440-2100	4,000
FD Honorariums	6450-2100	65,000
FD Fire Chief Wages and Benefits		92,425
FD Dry Chemical	6470-2100	800
FD Equipment Testing	6480-2100	2,500
FD Fuel & Gas	6490-2100	5,000
FD Safety Consumables	6500-2100	4,500
FD Equipment Maintenance	6510-2100	8,000
FD Building Maintenance	6515-2100	10,000
FD Training	6520-2100	40,000
FD Training Grounds	6526-2100	4,500
FD Medical /Supplies	6530-2100	6,000
FD Vehicle Maintenance	6540-2100	37,000
FD Annual Ball/Kids party	6550-2100	6,500
FD Back-up City of St. John's		55,000
FD Share of 911	6570-2100	6,000
FD Uniforms	6580-2100	6,000
FD Public Relations/fire prevention	6590-2100	6,500
FD Contingency	6600-2100	21,340
FD FIT Testing - OH&S	6481-2100	1,500
FD Flow Testing Maintenance	6482-2100	2,000
FD Gas Detector Maintenance	6483-2100	800
FD Capital - Bunker Gear	6610-2100	10,000
Total Fire Services		433,865
Emergency Prepared/Response		
Plan Implementation	6640-2200	7,500
Red Cross Prepared Program	6641-2200	1,400
		8,900

PCSPVFD Operating/Capital Budget 2014 cont'd

PCSPVFD Capital Budget 2014

Fire Department Capital	2014
Pumphouse Repeater Installation and Omni Link	\$ 8,500
Water Rescue suits	\$ 6,500
4inch high volume hose	\$ 7,500
Nozzles	\$ 6,000
Stihl quick cut rescue saw	\$ 2,500
Stihl ventmaster roof cut saw	\$ 2,300
TFT Blitzfire Deck Monitor nozzle	\$ 3,500
Thermal Imager	\$ 12,500
Cascade expansion system	\$ 6,800
stihl chainsaws for rescue and engine	\$ 1,600
hotsy electric pressure washer	\$ 1,500
Heating/furnace - x2	\$ 17,000
Station Lighting upgrade	\$ 6,000
Rear entrance man door stn.1	\$ 2,200
Engine 2 replacement	\$ 483,000
engine 1 replacement	\$ 308,000
	\$ 875,400

SWOT Analysis / Discussion

Strengths, Weaknesses, Opportunities and Strengths (SWOT) analysis develops a strategic balance sheet of an organization. As an analytical tool it may be used for the organization to better understand itself and develop a vision or strategy for the future. The SWOT analysis provides information on the strengths and weaknesses in relation to opportunities and threats that may be faced.

The SWOT Analysis detail herein was acquired from a meeting with the members of the department on March 20 2014.

The analysis and subsequent lists need to be considered and discussed. The lists of key points must be considered in any discussion. An outcome of the discussions should detail a better understanding, or learning and knowledge to be considered as vital, when determining an organizations strategic future or direction.

An additional analysis of a SWOT provides the opportunity to establish an understanding of the boundaries and limitations for the organization, in the face of changing environments or demographics. Subsequently the SWOT becomes a key component in deciding on the organization's direction or future. The enclosed SWOT analysis detail, for PCSPVFD, was acquired from discussion with all members of the fire department.

The town has to make a strategic decision on the future format for fire protection for the community. To determine this format the town may build on the strengths, while recognizing current weaknesses for correction; where possible. Certain opportunities are presented for consideration, which may assist in mitigating possible weaknesses or threats. Finally, the

SWOT Analysis / Discussion cont'd

recognition of certain threats will require council to take steps to minimize the potential impacts of the threats. The discussion must ensure that all key points are thoroughly understood. Certain points can be easily addressed and mitigated.

Considering the SWOT analysis key points, council must decide on the future fire protection format. This report provides options for future fire protection that should be considered. The town council, in reviewing the options presented, should make a decision for the fire protection format bearing in mind the finding of the SWOT analysis and other information provided herein.

SWOT Analysis / Discussion cont'd

PCSPFD SWOT Analysis March 20, 2014

Strengths

Council relations
New Equipment
Finances
Experience Sectors
Response Times
Community Based
Local Knowledge
Committee Structure
Community Involvement
Training / Qualifications
Leadership Roles
Career Chief
Dedication
Community Support
Station Location
Training Ground

Opportunities

Regionalize Training
Reorganize Crews
Restructure Response
Recruitment Strategy
Employment Opportunities/Daytime Staff
Personal Development
Training Ground Improvements
Restore Public Works Relations
Hire New Chief
Admin Support Staff
Regional Training Ground
Regional Fire Service Composite
Risk Management
Re-write Documentation (policies etc.)
Paid on call
Effective Leadership
Review Remuneration

Weaknesses

Reputation in Fire Service
Use of internal trainers
Preplanning
We/They Syndrome
Strategic Plan
Moving Forward
Mutual Aid Relations
Public Works
Daytime Response (Major)
Training ground maintenance
Instability in leadership
Infrastructure Maintenance
Organization of training Records
Lack of SOP's
Recruitment Communications
Internal Conflicts
Training Program
Fear of Reprimand
Selective Response

Threats

Lialibites
Operating Costs
Major Loss
Ineffective Leadership
Unable to meet community expectations
Internal Conflict not resolved
Injury or Death
SJRFD Low cost provision
Strategic Review
Call Volume
Political Will
Going backwards
Mass Resignation
No response by members

Equipment

Comments and opinions provided on respective major apparatus are derived from the consultants' knowledge, a certified heavy equipment mechanic and NFPA 1901 – Automotive Fire Apparatus. (See Appendix E)



1997 Ford Triple Combination Pumper.

1250 gpm pump, 1000 gallon tank, Class A foam system. 350 hp diesel engine, automatic transmission. 24286 kilometers. Plate # GMC 583.

This unit was purchased in March of 2014 from the Town of Logy Bay Middle Cove Outer Cove. While this truck is 16 years old, the unit is in excellent mechanical condition with all components operating with no issues. The unit was recently inspected and it is anticipated that with proper maintenance and care it will last at least another 8 to 10 years. This unit replaced the old Engine 2, which was removed from service due to it's mechanical and body condition. Currently operating out of Station 2.

Equipment cont'd

1996 Ford Triple Combination Pumper.
1250 gpm pump, Class A Foam System,
250 hp diesel engine, 6 speed manual
transmission. 43290 kilometers. Plate #
GME 568.

This truck is one of the original pieces of equipment, which was bought when the department was formed in 1996. The unit is reaching the end of its useful life and although the unit has been inspected and has been found to be mechanically sound and roadworthy, the general overall condition is deteriorating. A replacement pumper has been ordered and is due to be delivered in December 2014. Currently operation out of Station 1.



2011 Dodge Ram half ton pickup.

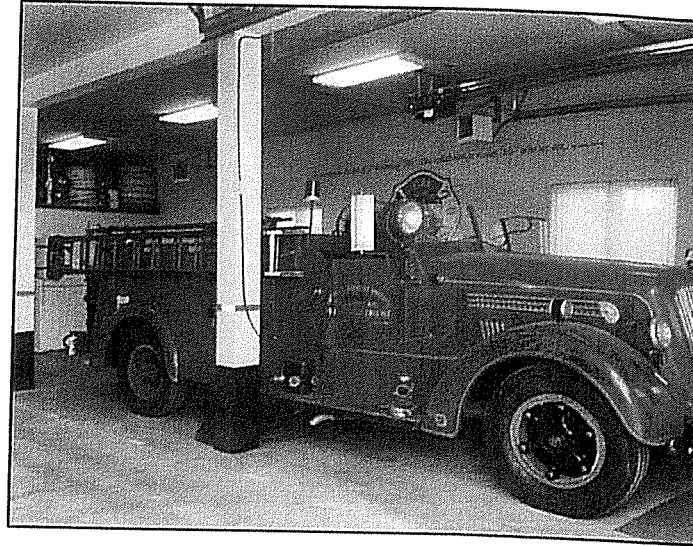
Gasoline engine, automatic transmission,
64631 kilometers, Plate # GMJ 787.

The fire chief in the day-to-day duties uses vehicle. Also used by the members to attend out of town training programs. Equipment carried is limited to medical equipment and fire extinguishers. Vehicle is in excellent condition and should see another few years of service.

Equipment cont'd

1942 Bickle Seagrave Fire Truck.

This unit was acquired through a donation from a town citizen. The unit had a partial restoration completed by the town and membership of the department. It has no historical significance to the town but has incurred costs for insurance, painting, tires etc. It has no practical function for fire protection purposes, very few members of the department are able to operate or drive it. The unit presently occupies a full bay in station 2 that could be utilized for



other, more immediate purpose. While it is drivable, it does not meet Canadian Motor Vehicle Safety Standards (CMVSS) and should be properly registered as an antique vehicle. It then becomes the responsibility of the owner /operator to ensure that it is roadworthy. The consultants in their role as being responsible for the safety of the membership, recommends that the unit not be used on the roadways. A decision regarding the retention of this unit as an asset should be made prior to the delivery of the new pumper.



1997 International Lo-Pro Medium Duty Rescue.

Diesel engine, air brakes with 6 speed manual transmission. 44747 kilometers, Plate # GMC 351. This unit was purchased when the department was formed and is in relatively good condition. It is used virtually on every call and carries medical, vehicle extrication equipment and a variety of other emergency response tools. This vehicle is 17 years old but there should be at least another 4 to 5

years of life remaining. Currently operating out of Station 2.

Equipment cont'd

1996 Ford F-250 pickup /utility.

Gasoline engine, automatic transmission. 42109 kilometers. Plate # GME 567. Purchased when the department was formed and carries portable pumping equipment, a variety of hose and brush/forest fire equipment along with self contained breathing apparatus. The vehicle is in fair condition but consideration should be given to replace it within the next year or so.



The replacement of this unit should be a crew cab configuration, capable of carrying at least five personnel.

Bunker Gear, SCBA, other fire protection equipment.

Generally, personal protective equipment (bunker gear), breathing apparatus (SCBA), and other equipment is in reasonable condition. New equipment will be put in service this year example being fifteen new SCBA. Capital and operating budgets have provisions to replace miscellaneous equipment identified and as may be required.

(Note the fire department was fortunate to have received a large quantity of used, good condition equipment with the acquisition of the former Logy Bay-Middle-Cove- Outer Cove pumper.)

Conclusion

In considering the details of this report, the Town of PCSP must make important decisions on future direction for the provision of fire protection and emergency services. This report outlines current capabilities and more importantly deficiencies existing at this time. The town must realize that beyond immediate threats that exist to the public and fire department personnel, there is the potential for liability action against the town for possible failures in service provision. Liability threats can exist as have been previously displayed within the province. Inadequate responses and personnel, inappropriate actions, growing demographics, evolving emergencies and threats may set the stage for such action against the town. The town must take steps for improvements to fire protection and emergency service provisions and further mitigate against threats to the public and fire department personnel and the opportunity for the town to be placed in a libelous position.

After careful consideration and review of the foregoing, the consultants have placed a series of options in the report, along with a recommendation for council's consideration. At this time we are pleased to indicate, and we feel that because of the commitment of members, assistance of town staff and the support of council the department is on a path to significant improvement.

The following options and subsequent recommendation is offered, as requested for Council's consideration.

Option 1

Volunteer FD with Volunteer Chief

Pros:

- Cost savings about 92k per year

Cons:

- Administration duties will not be done on a timely basis
- Chief will be overwhelmed with admin duties
- Chief will not have time to interact with members
- Various programs such as maintenance, inspections, training will be difficult to maintain
- Difficult to encourage someone to accept
- Morale may decline
- Poor Response during weekday's 0700 to 1800 hrs.
- Heavy dependence of response by SJRFD

Conclusion Cont'd

Option 2

Paid Chief/Volunteer staff (Status Quo)

Pros:

- Administration duties will be completed on a timely basis
- Chief will have time to interact with members and provide effective leadership
- Components of programs such as maintenance, inspection and training and other administrative duties can be better addressed

Cons:

- Support of members
- Poor response times and personnel during weekdays 0800 to 1700 hrs
- Heavy dependence of response by SJRFD

Option 3

Composite with Paid Chief /career firefighters/volunteer firefighters

Pros:

- Administration duties will be completed / maintained on a timely basis
- Chief will have time to interact with members and provide leadership
- Various programs such as maintenance, inspections, fire prevention and training will be timely and accurate
- Full time employment opportunities
- Response times will be significantly enhanced with staff in both stations
- Dependence on SJRDF will be reduced
- Personnel will be significantly enhanced

Conclusion Cont'd

Cons:

- Additional Costs (see chart below)

# Full Time FF's	Salary (2080 hrs/year@ \$25 /hr)	Benefits (30%)	Total
5	\$260,000	\$78,000	\$338,000
# Part Time FF's	Salary (1040 hrs/year@ \$20 /hr)	Benefits (30%)	Total
1	\$26,000	\$7,800	\$33,800

\$371,800

Option 4

Service provision by St. John's Regional Fire Department

The consultants met with officials of SJRFD on several occasions to discuss provision of service through two formats. These were services as:

- a full regional partner, establishing a 24/7 manned station within the town.
- a contractual service provision from existing stations; Kent's Pond, Kenmount and future Paradise Station.

The Regional Fire Service Committee is not in a position, at this time to change the current contractual agreements that exist. Thus they are not willing to offer service as outlined in A or B above.

(See Appendix F)

Conclusion Cont'd

Based on the foregoing and the options that are presented, it is recommended that Council seriously consider option 3. The recommendation is based, for the most part, on the Town's present inability to meet adequate response times with an adequate number of responders. Having career firefighters and a fire chief employed on a permanent basis to cover the critical period of 0800 to 1700 on weekdays will reduce liabilities with respect to response times and will allow for day to day operations to be carried out on a regular basis. Maintenance, inspections, fire prevention, administration, and training programs will greatly be enhanced, especially in light of the fact that these programs are currently in jeopardy.

Appendix A-1

1

3 February 2014
Mr. Chris Milley,
Town Manager,
Town of Portugal Cove St. Philips
1119 Thorburn Road
A1M 1T6

Dear Mr. Milley,

At your request a meeting was held on January 27, 2014 with you prior to a meeting with Portugal Cove St. Philips (PCSP) Council. The purpose of the meeting was to discuss issues surrounding the resignation of Fire Chief () and subsequent issues within the membership of PCSP Fire Department (FD). The information contained in this report is merely the observations of the undersigned. It does not reflect our personal opinions and is provided solely for information purposes.

*
Redacted
A.T.P.P.
sect. 3

Meeting with Council

During the meeting with council, we were asked to meet with the Fire Chief, officers and members of the department in an effort to determine if there were issues with morale, direction and compliance with operation policies and guidelines. Other observations that were noted during the meeting were as follows:

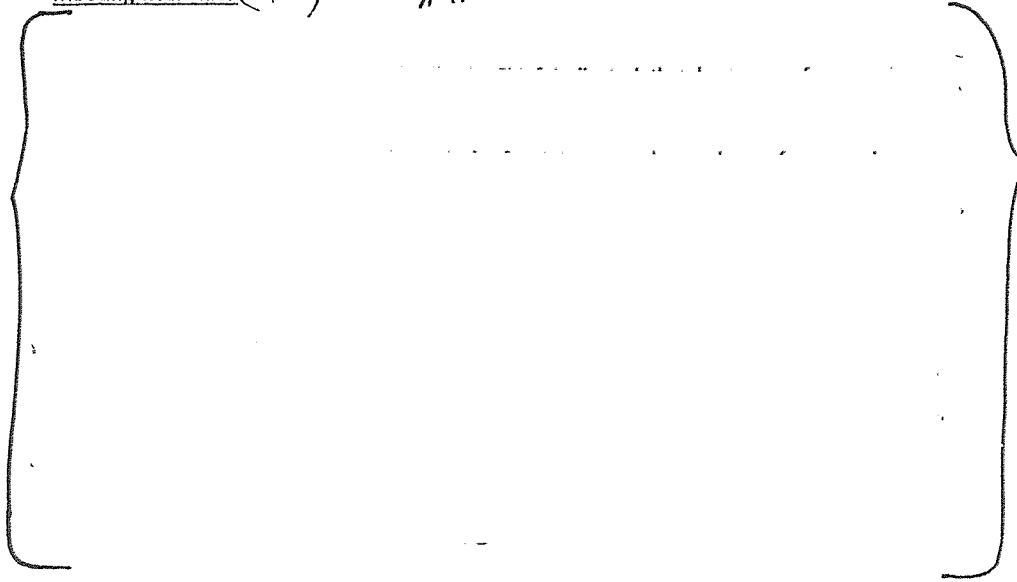
- Council outlined their concerns and observations that the general membership are not supporting the fire chief and the chief submitted his resignation
- Council indicated that the membership wanted to elect a chief
- A councillor indicated that the management style of the current chief does not appear to be a good fit
- Councillor stated that the issues and concerns may also personality driven
- Council is questioning the broader issue: i.e., Is the chief the singular issue or is the fire department membership on a tangent that is unreasonable
- Council has held meetings with the "Association" without the presence of fire department officers and chief

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Town of Portugal Cove St. Philips

- Council is wondering if there are other options for protection and what may be the public expectations
- Chief appears technically sound but does not appear to have effective communications skills

Meeting with Chief (*) - ** Name Redacted*
Dec. 30
A.G.P.P.A



Red
ATII
Dec
30
(F)

Meeting with FD Membership

On January 30, 2014 meeting was held with the fire department members. The facilitators moderated the session ensuring that all had a fair opportunity to speak unobstructed. Firefighters brought forward their own observations and highlights of the current unrest in the fire department, including responding to inquiries of the facilitators.

Observations and comments of the firefighters in attendance are as follows;

- There has been a certain level of turmoil for the past 5 or 6 years. There is a hierarchy in the fire hall that is not respected.
- Training officer resigned approximately 3 weeks after the chief's arrival.
- Firefighters indicate that the chief feels interaction with firefighter meetings was not necessary.

Appendix A-3

3

- The firefighters were advised, by the chief, to form an association to address membership issues and concerns.
- A line of communications appears to be weak, at best between the firefighters and FD executive.
- The monthly general meeting format was eliminated by the chief.
- After the November 3rd propane incident and debrief, there were no more opportunities to meet the chief, by the FD body as a whole.
- Firefighters observed that respect is important, and such should flow in both directions.
- The chief did a good job on truck maintenance.
- There are a lot of small things in the air that need to be addressed, but this does not appear to be occurring.
- Change is occurring to fast.
- Firefighters have tried to tell the chief about the need for effective people skills.
- The team is breaking down, if not broken now.
- Firefighters, upon first meeting chief, did not have a good feeling.
- The town council is getting involved directly, bypassing the chief and officers.
- The town council direct involvement is causing a further souring of issues.
- Firefighters have met the chief, advising that his communications are abrasive and making people feel small.
- The chief should have taken time to get to know the members.
- Can or will the chief come back to the fire department members in a general meeting format?
- Firefighters don't like the chief's style.
- The chief does not appear to be identifying the personnel challenges in the organization. The firefighters expect respect as well.
- Firefighters are seeking better communications from the chief, and would like to see his presence in training.
- The chief's weakness is interpersonal skills.
- The chief feels he does not need to be addressing the FD members in a meeting format. (general monthly meetings are discontinued as directed by the chief)
- Chief suggests he would have to fly in instructors from Manitoba to do training.

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Town of Portugal Cove St. Philips

- Chief developed a new organization chart with no input or explanation to the FD.
- Chief has poor communications.
- The chief has not made himself a member of the FD.
- The propane incident debrief session was poorly managed.
- The chief's management is done through the officers, with no role by him.
- There is too much damage done now between the chief and FD members.
- Firefighters upon meeting the chief initially, felt his personality was not good and contemplated leaving the FD.
- There are potential volunteers in the community, who will not volunteer now in view of the turmoil with the chief and the internal disputes
- The firefighters agree that there is a divide amongst the members that goes back prior to the hiring of a full time chief.
- Firefighters indicated that there needs to be a "clean up " of problem members.

Meeting with FD Officers

On February 02, 2014 a meeting was conducted with the FD officers. Officers made observations and responded to questions of the facilitators. Observations and comments noted are as follows;

- A general discussion evolved on the role of "the association" which does not represent the views of all members. The association appears to have gone beyond the purpose for which it may have been intended.
- The monthly general meeting process, prior to the current chief, provided the opportunity for the FD members to have input and make observations on the actions and direction of the FD.
- The general meetings were not always managed in an appropriate fashion, and at times "were not nice".
- The officers have not been provided an equal opportunity to meet with the town council.
- The "Chain of Command" is not respected in the FD.
- There are problematic persons in the FD and they should be removed, which may suppress the internal unrest.

Consultants Summary

We have completed meetings with the Town council, town manager, fire chief, fire officers and FD members. We have also been provided with a variety of e-mail communiqués from various components of the FD that provide further insight to the evolving situation and air of dissatisfaction. There does exist within the FD an unpleasant atmosphere. The current situation evolves back to some actions prior to the current chief. The comments that follow are supported by the information acquired and observations we have made.

- There exists an atmosphere of mistrust and general dissatisfaction among the FD membership.
- Certain actions and communications of the chief have not alleviated the situation as it currently exists.
- Certain members of the FD have not appropriately supported the efforts of the chief and officers which has resulted in unrest and turmoil in the FD.
- The formation of the “association”, as requested by the chief, has evolved into an ad-hoc labour body to represent the concerns of the FD members, when the “association” should have limited itself to the social aspects of the FD.
- The elimination of the monthly general meeting format is interpreted by the FD members as a slight to themselves, and there is no regard for observations they may have on the direction of the FD.
- The debriefing session on the propane incident, was obviously in-appropriately managed by the FD chief. This combined with the elimination of the monthly meeting, is communicating to the membership, their input is not required or desired.
- The email communications from some FD members has been abrasive and inflammatory, using unnecessary language.
- Some of the chiefs e-mail communiqués have been unnecessarily authoritative and seem to suggest that he does not require input and he shall make all decisions.

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6

- The chief's view that things here are done wrong, and are done better on the mainland or Manitoba has not contributed to an air of confidence within the FD.
- The chief appears to have been too aggressive and focused in addressing certain issues, but he failed to make the appropriate interpersonal connection with the FD members.
- We have been made aware of similar observations respecting the chiefs approach, from other persons outside the community and those immediately represented in this report.
- The action of the town council by meeting with the association, has not contributed to the appropriate management of the FD. By agreeing to formally meet and entertain the "association" concerns, the town council has effectively circumvented the appropriate chain of command and communication lines from a department of council.
- The town council has also provided a forum for certain or select members of the FD to express their concerns. This forum was not offered to all.
- The town council should be directing personnel and operational concerns from within a town department, to the department management and/or town administrator to address. Council should not be involved in the day to day management of the department. This point is stressed very clearly in the Department of Municipal Affairs presentation to newly elected councillors.

The consultants would like to point out, that while some of the information gathered from various stakeholders appears to be somewhat concerning with respect to the Fire Chief's attributes; we feel that the chief should be commended for his efforts in succeeding to rebuild the department in various aspects. Based on information made available to the consultants, the chief successfully set out to have major repairs conducted on the aging pumpers, specified two replacement pumpers which are now ready to be ordered, and arranged a temporary replacement pumper. With respect to communications, a web based accountability system (I am Responding.com) was ordered and is nearing completion along with a complete overhaul and upgrade of the communications/radio/paging system to digital format. The self contained breathing apparatus units are in the process of being replaced with 2014 compliant units along with an upgrade in the breathing air/ compressor system. Face mask fit testing was also introduced by the chief. Two positive pressure ventilation fans have been purchased and training is being conducted. The chief has reviewed medical responses and initiated a new

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Town of Portugal Cove St. Philips

Appendix A-7

response protocol so as not to commit unnecessary equipment and personnel. A review on training has begun with emphasis on having most members certified in Firefighter Level 1 and 2 along with recertification in Advanced First Aid. Changes and repairs to both fire stations are being arranged to accommodate the changes in major equipment.

For anyone who is familiar with fire department administration, to accomplish these tasks in such a short period of time required excellent knowledge and management skills. Chief (i.e.) has accomplished much in the five months since his arrival.

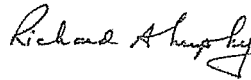
*Recert
as per
AFIP
Dept*

Trusting that this information will be of benefit to the Town in reconciling issues of concern within the PCSP Fire Department.

Respectfully Submitted

v

Frédrick J. Hollett



Richard A. Murphy

Appendix B

Actions taken to address department issues :

1. Re-instate general membership meetings
2. Open and strong communications to members
3. Strong communications to town staff and council
4. Re-organize training structure and appointment of a training co-ordinator
5. Initiate an in-house working group to re-write standard operating guidelines
6. Promptly addressing issues or concerns brought by members
7. Attending training and other activities on a regular basis
8. Strong support for training by Council and administrators
9. Resolved communication equipment issues
10. Placed order for new custom pumper
11. Purchased used pumper as a replacement for "out of service" pumper

Appendix C-1

Appendix C

Response Data: Dec 01, 2013 to May 14, 2014

Run#	Date	TOC	ICP	Personnel	Response Time	Address	Nature of Emergency
1	2013-12-01	16:50	16:57	8	0:07		FIRE
2	2013-12-01	17:04	17:10	3	0:14		ALARM BELL
3	2013-12-01	20:21	20:30	6	0:09		MEDICAL
4	2013-12-04	15:27	15:40	4	0:13		ALARM BELL
5	2013-12-05	10:09	10:20	5	0:11		MEDICAL
6	2013-12-05	18:41	18:48	8	0:07		MEDICAL
7	2013-01-05	23:39	23:48	10	0:09		MEDICAL
8	2013-12-06	13:54	14:07	14	0:13		FIRE
9	2013-12-10	13:24	13:37	2	0:13		MEDICAL
10	2013-12-11	18:53	19:07	3	0:14		FIRE
11	2013-12-13	14:46	14:57	16	0:11		ALARM BELL
12	2013-12-15	18:34	18:42	5	0:08		RTA
13	2013-12-16	12:16	12:20	4	0:04		MEDICAL
14	2013-12-19	07:47	8:09	6	0:22		WIRE DOWN
15	2013-12-19	19:13	19:21	4	0:08		MEDICAL
16	2013-12-25	00:55	1:00	6	0:13		MEDICAL
17	2014-01-01	09:40	9:48	14	0:08		MEDICAL
18	2014-01-04	10:00	N/A	7	#VALUE!		FIRE
19	2014-01-04	10:52	N/A	5	#VALUE!		WIRE DOWN
20	2014-01-04	21:39	21:59	6	0:20		CARBON MONOXIDE
20	2014-01-05	03:20	3:35	4	0:15		ALARM BELL
21	2014-01-05	09:25	N/A	6	#VALUE!		ALARM BELL
22	2014-01-05	12:33	N/A	14	#VALUE!		EXTRA SERVICE
23	2014-01-05	21:39	21:46	7	0:07		MEDICAL
24	2014-01-06	1:53	2:02	5	0:09		MEDICAL
25	2014-01-06	07:19	N/A	6	#VALUE!		EXTRA SERVICE
26	2014-01-09	15:45	15:57	6	0:12		MEDICAL
27	2014-01-11	16:09	16:18	4	0:09		FIRE
28	2014-01-12	11:59	12:08	10	0:09		MEDICAL
29	2014-01-12	17:03	17:14	9	0:11		EXTRA SERVICE



*This column redacted
as per ATIPPA Sect. 30*

Appendix C-2

Appendix C

Response Data Dec 01, 2013 to May 14, 2014

Run#	Date	TOC	ICBP	Personnel	Response Time	Address	Nature of Emergency
30	2014-01-14	13:26	N/A	5	#VALUE!		MEDICAL
31	2014-01-17	04:32	N/A	1	#VALUE!		MEDICAL
32	2014-01-19	15:27	15:34	11	0:07		RTA
33	2014-01-22	08:18	8:39	7	0:21		FIRE
34	2014-01-22	11:24	11:45	8	0:21		MEDICAL
35	2014-01-23	18:43	18:50	0	0:07		EXTRA SERVICE
36	2014-01-23	21:26	21:31	9	0:05		MEDICAL
37	2014-01-26	10:50	11:00	11	0:10		RTA
38	2014-01-31	06:31	6:43	7	0:12		MEDICAL
39	2014-01-31	11:15	11:25	3	0:10		MEDICAL
40	2014-01-31	21:44	21:54	12	0:10		RTA
41	2014-02-09	22:13	22:26	10	0:13		FIRE
42	2014-02-10	15:55	16:15	6	0:20		MEDICAL
43	2014-02-11	17:08	17:26	5	0:18		EXTRA SERVICE
44	2014-02-13	08:27	8:41	12	0:14		MEDICAL
45	2014-02-13	10:37	10:49	15	0:12		MEDICAL
46	2014-02-13	13:56	14:04	5	0:08		MEDICAL
47	2014-02-17	2:11	2:28	5	0:17		WIRE DOWN
48	2014-02-17	08:42	8:51	5	0:09		ALARM BELL
49	2014-02-18	15:55	16:06	5	0:11		MEDICAL
50	2014-02-19	18:36	18:46	3	0:08		FIRE
51	2014-02-19	20:36	N/A	4	#VALUE!		FIRE
52	2014-02-21	17:03	17:16	1	0:13		MEDICAL
53	2014-02-23	19:03	19:14	4	0:11		MEDICAL
54	2014-02-24	20:21	20:29	1	0:08		MEDICAL
55	2014-02-28	8:31	9:02	4	0:31		MEDICAL
56	2014-02-28	22:47	23:02	15	0:15		FIRE
57	2014-03-01	15:00	15:10	13	0:10		ALARM BELL



*This column redacted
as per A-TIPPA Sect. 30*

Appendix C-3

Appendix C

Response Data Dec 01, 2013 to May 14, 2014

Alarm#	Date	TOC	ISPR	Param ID	RemonoTime	Address	Nature of Emergency
58	2014-03-02	2:02	2:10	7	0:08		MEDICAL
59	2014-03-09	11:16	11:25	11	0:09		MEDICAL
60	2014-03-09	16:59	17:08	2	0:09		ALARM BELL
61	2014-03-10	7:39	7:55	5	0:16		MEDICAL
62	2014-03-10	9:40	9:49	9	0:09		MEDICAL
63	2014-03-12	11:44	11:51	5	0:07		MEDICAL
64	2014-03-14	10:20	N/A	5	#VALUE!		MEDICAL
65	2014-03-14	13:38	13:45	10	0:07		MEDICAL
66	2014-03-14	14:59	15:07	8	0:08		MEDICAL
67	2014-03-19	13:30	N/A	3	#VALUE!		MEDICAL
68	2014-03-26	17:14	17:23	2	0:09		MEDICAL
69	2014-03-27	4:21	4:37	11	0:16		CARBON MONOXIDE
70	2014-03-29	17:56	18:08	7	0:12		MEDICAL
71	2014-03-31	22:03	22:14	11	0:11		MEDICAL
72	2014-04-01	12:18	12:46	10	0:28		MEDICAL
73	2014-04-03	15:59	16:10	6	0:11		MEDICAL
74	2014-04-07	18:23	18:27	2	0:04		ALARM BELL
75	2014-04-09	18:39	18:45	11	0:06		ALARM BELL
76	2014-04-16	16:45	16:52	11	0:07		MEDICAL
77	2014-04-18	4:43	4:56	7	0:13		MEDICAL
78	2014-04-21	23:08	23:19	10	0:11		MEDICAL
79	2014-04-30	15:45	15:57	6	0:12		FIRE
80	2014-05-01	20:25	20:32	8	0:07		FIRE
81	2014-05-09	11:23	11:33	3	0:10		MEDICAL
82	2014-05-09	14:04	14:14	4	0:10		ALARM BELL
83	2014-05-10	15:16	15:25	2	0:09		MEDICAL



*This column redacted
as per ATIPPA Sect 30*

Appendix C-4

Appendix C

Response Data Dec 01, 2013 to May 14, 2014

Run#	Date	TOC	ICP	Personnel #	Response Time	Address	Nature of Emergency
84	2014-05-13	20:54	21:02	3	0:08		MEDICAL
				572			

NATURE	TOTAL
MEDICAL	48
FIRE	12
ALARM BELL	11
RESCUE	0
RTA	4
WIRE DOWN	3
CARBON MONOXIDE	2
EXTRA SERVICE	5

*redacted as per A.T. 11.1
Sect. 30.*

Overall

TOTAL # OF CALLS	AVERAGE RESPONSE TIME	Average Personnel
84	0:11:23	6.81

0800-1700 Weekdays

TOTAL # OF CALLS	AVERAGE RESPONSE TIME	Average Personnel
26	12:89	7.12

Appendix D-1

NFPA 1720

NFPA 1720, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, 2010 edition

The purpose of the standard is to specify the minimum criteria addressing the effectiveness and efficiency of the volunteer public fire suppression operations, emergency medical service, and special operations delivery in protecting the citizens of the jurisdiction.

The Standard includes minimum requirements that are intended to provide effective, efficient, and safe protective services that operate on a sound basis to prevent fires, reduce risk to lives and property, deal with incidents that occur, and prepare for anticipated incidents. It sets minimum standards considered necessary for the provision of public fire protection by volunteer fire departments. It addresses the structure and operation of organizations providing such services, including fire suppression, emergency medical services, hazardous materials operations and special operations.

Appendix D-2

Compliance check against NFPA 1720

(Compliance – Y Non-compliance – N)

Topic	Section	Compliance PCSPFD	Explanation
Fire Suppression organization	4.1	N In Progress	Section refers to the need for SOP's and capability to ensure sufficient personnel and resources are ready and available for deployment
Staffing and Deployment;	4.3	N In Progress	Requires the FD to identify adequate personnel are available to deploy and operate safely & efficiently
Reporting requirements;	4.4	Y	Requires standard report forms to record incident particulars including responding personnel
Fire Suppression operations	4.5	N Partial Revise SOG	Details for an incident command structure, the role of the commander and officers, personnel accountability and command structure features
Initial attack	4.6	N In Progress	Details for initial attack operations & personnel required, inside hazardous area's & outside
Sustained operations	4.7	Y	Details for sustained operations beyond initial attack and additional persons & sources required which may be mutual or automatic aid
Intercommunity organization	4.8	Y	Detail for mutual & automatic aid & fire protection agreements
Emergency medical services	4.9	N Under Review	Comprehensive detail of EMS and level of service provisions
Special operations response	4.10	Y	Details special skills for certain emergencies ie: haz-mat, high angle rescue water rescue etc, and detail to acquire via mutual or automatic aid
Safety and Health system	5.1	N Under Review	Provides detail of a firefighter OH&S program
Incident management system	5.2	N Under Review	Requires incident management be provided for all emergencies

Training system	5.3	N In Progress	An appropriate training program & policies are established and maintained
Communications systems	5.4	Y	Requires a reliable communications system be provided with protocols
Pre-incident planning	5.5	N To be Completed	Requires pre-incident planning for special hazards occupancies and community in general

Note: Red items in compliance column indicate actions commenced March 2014

Appendix E NFPA 1901

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1901-176

AUTOMOTIVE FIRE APPARATUS

Annex C Weights and Dimensions for Common Equipment

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

C.1 The Fire Apparatus Manufacturers Association (FAMA) provides a worksheet for use by purchasers to calculate the portable equipment load anticipated to be carried on an apparatus. To ensure that the apparatus chassis is capable of carrying the installed equipment (pump, tank, aerial device, etc.) plus the specified portable equipment load with an appropriate margin of safety, the purchaser should use this worksheet to provide apparatus vendors with the weight of the equipment they anticipate carrying when the apparatus is placed in service.

C.1.1 The approximate measurements and weights of equipment that are commonly available and used during fire department operations are listed on the worksheet. The purchaser should fill in the number of units of each piece of anticipated equipment in the column titled "Quantity" and multiply that by the weight per unit to get the total weight. The dimensions of each piece of equipment are given to assist in planning compartment size or the location on the fire apparatus. Where the purchaser wants to carry specific equipment in a specific compartment, that compartment designation should be shown in the column titled "Compartment Location."

C.1.2 The worksheet can be downloaded as an Excel spreadsheet from the FAMA website, www.fama.org, and customized to show only the equipment a department expects to carry. There are additional columns on the spreadsheet to assist the fire department in maintaining records of the equipment it carries on the apparatus.

Annex D Guidelines for First-Line and Reserve Fire Apparatus

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

D.1 General. To maximize fire fighter capabilities and minimize risk of injuries, it is important that fire apparatus be equipped with the latest safety features and operating capabilities. In the last 10 to 15 years, much progress has been made in upgrading functional capabilities and improving the safety features of fire apparatus. Apparatus manufactured prior to 1991 usually included only a few of the safety upgrades required by the recent editions of the NFPA fire department apparatus standards or the equivalent Underwriters' Laboratories of Canada (ULC) standards. Because the changes, upgrades, and fine tuning to NFPA 1901, *Standard for Automotive Fire Apparatus*, have been truly significant, especially in the area of safety, fire departments should seriously consider the value (or risk) to fire fighters of keeping fire apparatus older than 15 years in first-line service.

It is recommended that apparatus greater than 15 years old that have been properly maintained and that are still in serviceable condition be placed in reserve status and upgraded in accordance with NFPA 1912, *Standard for Fire Apparatus Refurbishing*, to incorporate as many features as possible of the current fire apparatus standard (see Section D.3). This will ensure that, while the apparatus might not totally comply with the current edition of the automotive fire apparatus standards, many of the improvements and upgrades

required by the recent versions of the standards are available to the fire fighters who use the apparatus.

Apparatus that were not manufactured to the applicable NFPA fire apparatus standards or that are over 25 years old should be replaced.

D.2 How the Standards Have Changed. It is a generally accepted fact that fire apparatus, like all types of mechanical devices, have a finite life. The length of that life depends on many factors, including vehicle mileage and engine hours, quality of the preventative maintenance program, quality of the driver training program, whether the fire apparatus was used within the design parameters, whether the apparatus was manufactured on a custom or commercial chassis, quality of workmanship by the original manufacturer, quality of the components used, and availability of replacement parts, to name a few.

In the fire service, there are fire apparatus with 8 to 10 years of service that are simply worn out. There are also fire apparatus that were manufactured with quality components, that have had excellent maintenance, and that have responded to a minimum number of incidents that are still in serviceable condition after 20 years. Most would agree that the care of fire apparatus while being used and the quality and timeliness of maintenance are perhaps the most significant factors in determining how well a fire apparatus ages.

Prior to 1991, NFPA 1901 was basically a "reactive standard." If something worked well in field use for a few years, it might have been suggested for inclusion in NFPA 1901. It was a very basic standard. In the late 1980s, the Technical Committee on Fire Department Apparatus decided to become proactive and to greatly enhance the value of the standard for the fire service. Task groups were appointed to develop reasonable requirements for the various components that made up a fire apparatus, and a safety task group was charged with looking at issues across the board that would improve the safety of fire fighters who use the apparatus.

The completely revised 1991 editions of the NFPA fire department apparatus standards were the result of those efforts and the full committee's strong desire to make the automotive fire apparatus standards not only more safety oriented but also more user friendly.

Contained within the 1991 edition of the fire department apparatus standards were requirements for such items as fully enclosed riding areas with reduced noise (dBA) levels to keep crew members safe and informed, seats and seat belts for all crew members riding on the apparatus, fail-safe door handles so the sleeve of a coat did not inadvertently catch a handle and open a door, and signs requiring everyone to be seated and belted. Also included were increased battery capacity to ensure starting under most conditions; improved warning lights, including intersection lights for increased visibility; removal of all roof-mounted audible warning devices to reduce hearing problems; a flashing light in the cab to warn if a cab or body door is open; a backup alarm; an automatic transmission to make it easier to drive (unless the purchaser has a specific reason for a manual transmission); auxiliary braking systems; and reflective striping.

The tip load for an aerial ladder was required to have a minimum carrying capacity of 250 lb (114 kg) when the aerial ladder was at zero degrees elevation and maximum extension. Other requirements, such as a minimum rail height, the minimum design strength of the rungs, and a minimum load-carrying requirement for folding steps, were added to make the aerial ladder safer for fire fighters to use. Where a water

2009 Edition

Appendix F-1

TOWN OF PORTUGAL COVE-ST-PHILIP'S

APR 21 2014

RECEIVED



Regional Fire Services Committee

5 Fort Townshend
P.O. Box 908
St. John's, NL A1C 5M2

April 17, 2014

Mr. Richard Murphy & Mr. Fred Hollett
Administrator/Chief
PCSP Fire Department
Town of Portugal Cove-St. Philip's
1119 Thorburn Road
Portugal Cove-St. Philip's, NL A1M 1T6

Dear Sirs:

Re: Fire and Emergency Services Inquiry

This refers to your 2014/03/24 correspondence concerning your request for the SJRFD to provide comments and cost estimates for enhanced levels of fire and emergency services to your municipality.

The current Service Agreement provides for a standard fire and emergency backup response by the SJRFD to structure calls or upon request from your volunteer Fire Department. However, the requests have been minimal in the past and only involved committing a standard response of 1 Engine and 1 Rescue. This service is provided using current SJRFD infrastructure and resources. The RFSC is satisfied with the current contractual arrangement given the low volume of yearly SJRFD responses, the subsequent low commitment of existing SJRFD resources when responding and the anticipated duration of those responses.

At this time, the RFSC is not in a position to recommend that the current contractual agreement be drastically enhanced due to the following reasons:

- A full partnership, given your municipality's population, would be cost-prohibited to either PC-SP or the current Region.

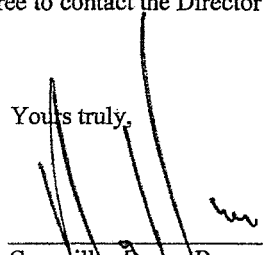
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- Providing full service from the current SJRFD infrastructure would result in;
 - An increase in call volume for the SJRFD, thereby increasing the number of times that equipment and resources would not be available to the remainder of the Region.
 - A significant increase in the number of resources committed on each potential structure call, given our standard Regional response of 16 personnel and equipment versus the 6 personnel currently being requested by the PC-SP.
 - A commitment of personnel and equipment for longer durations per incident than in the remainder of the Region, given the lengthy travel distance within the PC-SP boundary.
 - A commitment of personnel and equipment for longer durations at emergency scenes would increase, given that the SJRFD will be the only responder as opposed to the current practice of being cleared as soon as services are no longer required.

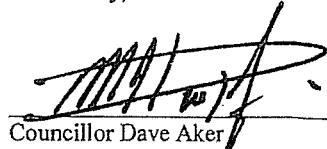
Given the above, the RFSC is of the opinion that the increased commitment of SJRFD resources has the potential to increase the level of risk to the remainder of the existing Region. However, the RFSC would be more than willing to review this decision once the new Paradise Fire Station is built, equipped and fully operational.

Should you require any additional information concerning this matter or wish to discuss it further, feel free to contact the Director of Regional Fire Services (Fire Chief) or the undersigned, if required.

Yours truly,


Councillor Danny Breen
Co-chairperson
Regional Fire Services Committee
City of St. John's

Yours truly,


Councillor Dave Aker
Co-chairperson
Regional Fire Services Committee
City of Mount Pearl

MJD/pp

cc: Mr. M. Dwyer, Director/Chief
Mr. C Milley, CAO

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March 24, 2014

Mr. Michael Dwyer, Director

St. John's Regional Fire Department

RE: Provision of Fire Protection Service to the Town of Portugal Cove- St Phillips

Dear Sir,

As you are aware we are currently appointed by the Town Council of Portugal Cove- St. Phillips to administer and manage the existing volunteer fire department.

As a part of the FD management role for the Town of Portugal Cove- St Phillip's (PCSP) we are also tasked to conduct a review of their existing volunteer fire service, and prepare a report that will provide an overview of the existing service provisions.

As a part of the report preparation the town is also seeking a series of options for provision of fire protection and emergency service. In the development of the report, obviously service provisions from the SJRFD are possible options that the town wishes to consider. Basically there may be several options relevant to the SJRFD that the town would like to consider.

1. Fire protection and emergency service provision from the SJRFD existing stations at Kents Pond, Kenmount (O'Leary Ave) and the Paradise station once established.
2. A full partnership in the Regional service, that would see a full time staffed station provided within the community.
3. Other possible service provision arrangements that the SJRFD may envision.

On behalf of the Town of PCSP we are formally seeking comment and costs estimates for the listed service options. Please contact us at 895-8000 ext. 258, or via e-mail at chief@pcsp.ca for any further clarification or inquiry.

Thanking you in advance,

Richard Murphy

Fred Hollett

Cc: Mr. C. Milley, CAO