

SASKATCHEWAN'S FIRE/RESCUE SERVICE SECTOR:

Identification of Human
Resource Development
Requirements into the
21st Century



Executive Summary



A Job Start-Future Skills Study

SASKATCHEWAN'S FIRE/RESCUE SERVICE SECTOR:

**Identification of Human
Resource Development
Requirements into the
21st Century**

A research project funded by Job Start-Future Skills

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for

Saskatchewan Post-Secondary Education and Skills Training

in partnership with

**Office of the Fire Commissioner, Saskatchewan Municipal Affairs,
Culture and Housing, and**

Members of Saskatchewan's Fire/Rescue Sector

University of Regina, Regina, SK, S4S 0A2

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Executive Summary

Given current initiatives to identify and plan for human resource development requirements within sectors of the provincial economy, this study examined Saskatchewan's Fire/Rescue Service Sector with the view of identifying its human resource development requirements, and to seek recommendations on the future delivery of education and training programs for the sector. A research proposal was submitted by the University of Regina's University Extension and the Faculty of Education's Vocational/Technical Education and Human Resource Development Programs to Job Start/Future Skills, a federal-provincial cost-shared program that supports research into emerging labour market trends. The proposal was accepted.

The key aims of the study were to:

- identify the immediate, short-term and long-term human resource development needs within the Fire/Rescue Service Sector;
- identify the education and training needs within in each sub-sector;
- gain input and recommendations on what strategy should be employed for the future development and delivery of education and training for the full sector;
- identify three projects that would help the sector organize itself or move forward with an education and training agenda. Note: The study team was provided funding to assist with or to facilitate the development of these initiatives.

To accomplish these aims, the study team set out to establish a project steering committee whose membership would reflect the sector's stakeholder profile. The team also wanted to approach Saskatchewan's Fire/Rescue Service sector in a fashion that enabled them to access and gather data from key agencies within the sector.

The study sought to identify strategies and develop an education and training delivery framework that would serve to meet both the needs of the sector and the goals of the Saskatchewan Training Strategy (e.g. developing a skilled workforce relevant to sectors of the province's labour market, enhance access and support opportunities for learners, and create a coherent, effective and sustainable delivery system).

The study also sought to determine ways to achieve some of the Strategy's objectives such as the following:

- increase access and make skills training more timely and relevant to industry and community employment needs;
- promote equity, fairness, and diversity throughout the training and employment system;
- develop an integrated regional delivery system for training and labour market services;
- expand partnerships with First Nations and Metis institutions and services to better identify and meet Aboriginal training and employment needs;
- maximizing recognition and transfer of learning to increase mobility and access for learners;
- strengthen SIAST's provincial role in support of the Saskatchewan Training Strategy.

The Fire Rescue Service Sector

The Fire/Rescue Service Sector may be seen as a network of agencies involved in the provision of public safety, fire protection and rescue services in the Province of Saskatchewan. The relationship among these agencies is rooted in such areas as linkages to the Office of the Fire Commissioner, the compatibility of mandates, the similarity of occupations and occupational requirements, and the range of tasks and responsibilities associated with the sector. The sector is comprised of agencies and communities of practice within which there are similar interests and requirements in education and training programs and services, either as pre-requisites for entry to work in the sector, or as a condition of continuing employment and participation in the sector. The sector also provides protection and suppression services in many Saskatchewan workplaces in the form of fire/rescue crews. In addition to meeting its regulatory and industry mandates, the sector provides a range of public education and training programs.

Study Methodology, Protocol and Research Orientation

The study's methodology consisted of a review of the historical development of the Fire/Rescue Service Sector and the function of regulatory agencies related to fire/rescue education, training, certification and accreditation. Information and statistics were gathered from representatives of regulatory agencies and federal and provincial government departments concerned. Visits were made to industrial sites in

Saskatchewan to interview supervisors involved in fire/rescue training and supervision.

A review was undertaken of the mandates of associations concerned with the professional development of firefighters and their collective bargaining needs within the province's fire/rescue sector, and interviews were held with leaders of associations representing the sector's groups of firefighters. Through site visits, Internet searches, or meetings with individual representatives, information was collected from a variety of in-province, out-of-province and United States-based providers of educational and training programs to the fire/rescue sector.

To ensure that the senior regulatory body for fire services in Saskatchewan was informed about this study, a meeting was held with the provincial Fire Commissioner to outline the project and to establish a link with the Office of the Fire Commissioner (OFC). In addition to this meeting, the Commissioner arranged for the study team to meet with an advisory committee to the Minister responsible for the OFC. The committee was comprised of key stakeholders in the fire/rescue sector such as the fire chiefs and line officers, firefighters unions, Saskatchewan Municipal Government, and others. The committee members were provided an overview of the study and individual members were asked to suggest a protocol for getting a representative from each advisory body to sit on a study steering committee.

The next study team activity consisted of field visits to a number of industrial sites throughout the province to gain a sense of the makeup of fire/rescue services in heavy industry. The sites included mines, pulp and paper mills, oil processing plants, and Saskatchewan Environment and Resource Management's operation in Prince Albert. Interviews were held with supervisors responsible for each site's fire/rescue services and tours of some sites were taken as an orientation to industrial fire/rescue operations, equipment, and services. These visits provided opportunity to make observations and record field notes from interviews and informal discussions with fire/rescue supervisors and other firefighters who sat in on some discussions.

Through contacts made with members of the Minister's advisory committee to the OFC and industrial supervisors, and through telephone calls and letters to various other key stakeholders, a steering committee was formed to represent the sector's communities of practice (Appendix A).

Members represented fire services in heavy industry, suppliers of fire protection equipment, volunteer firefighters, fire chiefs, unions, and the OFC. Representatives of Saskatchewan Post-Secondary Education and Skills Training and the OFC were ex-officio to all meetings.

The study team was also aware that airport firefighters form an additional group in Saskatchewan's fire/rescue sector; however, they were not included in the study due to the transition underway in the airline transportation sector. At the time of this study the federal government was in process of turning airports over to private operators or local authorities having representation from stakeholders who have an interest in airport operations. One of the transfer issues is fire protection services and negotiations are underway to determine to which jurisdictions airport firefighters will belong. When the airline industry issues re: fire/rescue services have been finalized, this group of firefighters should be included in the future development framework of Saskatchewan's fire/rescue sector.

At the first meeting of the study's steering committee it was agreed that the most effective way to approach the sector was to delineate it into three key sub-sectors: (1) Career, composite, and volunteer fire services; (2) industrial fire services; and (3) Saskatchewan Environment and Resource Management and First Nations fire services. It was suggested that a series of working group sessions be organized with representatives being invited from stakeholders within each sub-sector. The working groups were formed through input from members of the steering committee who offered advice on the participant profile that might best reflect a sub-sector's communities of practice (Appendix B). Members of the steering committee had open invitations to attend all sessions. Each of the working groups met on two occasions; the first was a full-day session, and the second was a half-day session. All sessions were held at the University of Regina's Extension offices.

The working group sessions were held to identify the education and training needs of each sub-sector, and to gain input and recommendations on what strategy should be employed for the future development and delivery of education and training for the full sector. Each group format was one of an orientation to the study followed by a large-group discussion of issues. After this discussion small groups were formed by areas of interest and assigned a series of questions to guide their discussion. At the end of the small-group

sessions the members met back in the large group format to report back on issues and recommendations.

In the first session the groups set out to create a profile of the pre-requisites for entry to their fire services, develop a list of education and training requirements for the sub-sector, and identify an activity that would help their particular sector group move forward with a training agenda. In the second session, the groups focussed in on the future of the fire/rescue sector and what type of framework should guide the future development of its human resources in Saskatchewan. It is noteworthy that the participants' organizations covered all travel expenses as industry's contribution to the project.

In addition to working groups, interviews were conducted with individuals who held leadership or regulatory roles within the fire/rescue sector. Interviewees included the following: industry supervisors, trainers, members of the OFC and other government regulatory bodies, sales agents who provided product-based training to the sector, First Nations leaders and trainers, leaders of associations representing both collective bargaining and professional interests of firefighters, a number of in-province private sector provider agencies, and two out-of-province institutions that deliver fire/rescue training.

Documentation was collected from a number of sources including regulatory agencies, public and private fire colleges, universities, Human Resources Development Canada, Multiculturalism and Citizenship Canada, fire-related research reports, and corporate and interest group studies related to the education and training for Saskatchewan's fire/rescue sector. This aspect of the research also included Internet searches on colleges and universities offering fire-related programs.

The research was carried out over the period of April 1, 1998 to March 31, 1999. Following are the results of the research activities.

Researchers' Recommendations

From among the research outcomes and recommendations of the three sub-sector working groups, the research team makes the following recommendations to Saskatchewan Post-Secondary Education and Skills Training and Saskatchewan Municipal Government's Office of the Fire Commissioner. These recommendations are seen as priorities for establishing

a Fire/Rescue Services Sector framework and for moving the study's recommendations forward. The recommendations are also intended to encourage Saskatchewan to re-capture the leadership role it held in providing direction in education and training for the province's education and training sector.

The study team offers the following strategies to move this report's findings and recommendations forward and to guide the development and implementation of the sector's expressed aim of creating a Saskatchewan education and training agency to meet its members' needs.

1. The study's steering committee be mandated the task of establishing a Fire/Rescue Sector Council to lead the future development of this sector. The Council's executive membership must be representative and reflective of the sector and its stakeholders. It is further recommended that the Council identify funding sources to support its establishment, membership drive and creation of an advisory body to the proposed Saskatchewan-based training agency.

2. A Saskatchewan-based education and training partnership agency be established to serve the needs of the province's fire/rescue sector. It is further recommended that the Saskatchewan Institute of Applied Science and Technology be designated as the agency's coordinating body for the purposes of identifying potential in- and out-of-province delivery and regulatory partners, and for convening initial meetings to establish partnership agreements. In addition, SIAST should be mandated to coordinate the long-term delivery of programs and services, maintain records of training activities across the sector, and work with accrediting and certifying agencies to ensure that programs meet sector requirements.

3. Under the auspices of the Fire/Rescue Sector Council, an industry advisory body be established to guide the development of the partnership agency and the framework of programs and services for the fire/rescue sector.

4. As the fire/rescue sector provides a range of services including fire suppression, vehicle extrication, hazardous materials handling, and more, SIAST be provided with an initial operating grant of \$250,000.00 to provide a period of stability and an opportunity for SIAST to establish a sustainable agency in Saskatchewan. This operating grant be provided to SIAST from the levy on taxes collected under the various provincial Acts identified in this study as being tied to the public safety services

provided by the fire/rescue sector. As the agency should be at or near self-sufficiency at the end of 5 years, any continuance of this funding beyond that period would be open to negotiation between the province and the agency's board of directors.

5. The study's steering committee, through its FSIN representative and the office of the Vice-Chief responsible for fire related issues, convene a meeting of the Federation of Saskatchewan Indian Nations, Indian and Northern Affairs Canada, Saskatchewan Intergovernmental Affairs, the provincial Office of the Fire Commissioner, and other agencies concerned to discuss the establishment of an FSIN central office for the purpose of providing leadership in the development of fire services and programs in First Nations communities. It is further recommended that the office structure be based on the provincial Office of the Fire Commissioner and have a Director of Fire Services and at least one Fire Prevention Officer (FPO) in each tribal council, including the independent councils. It is further recommended that INAC provide FSIN with an annual operating grant to establish and maintain the central office, and that new additional INAC funding be provided for FPOs and tribal council activities related to the provision of First Nations fire services. The amount of this annual grant is to be negotiated between INAC and FSIN.

6. Using NFPA standards as a basis for development, a working group be established to develop a professional development program for line officers in Saskatchewan's municipal fire departments. This program will lead to a professional designation to be determined by the working group.

7. A working group be established to develop a professional development program for supervisors in Saskatchewan's fire/rescue industrial departments. This program will lead to a professional designation to be determined by the working group.

8. A working group of industrial firefighters and representatives of regulatory agencies be established to negotiate, promote and formalize the acceptance and implementation of the proposed framework of training modules leading to certification of industrial firefighters in Saskatchewan.

9. One of the initial priorities for the training agency be to review the state of the province's volunteer fire services, especially the provision of community and regional access to education and training and the training framework required for certification of volunteer firefighters in Saskatchewan.

10. Saskatchewan Environment and Resource Management be invited to work with the OFC and the new training agency to develop curriculum for dealing with urban/wildlands interface, and to develop a framework for establishing and implementing interface agreements throughout Saskatchewan.

11. When the federal transfer of airports to local operators in Saskatchewan has been completed and industry jurisdictional issues around airport fire services have been finalized, airport firefighters should be included in the future development framework of Saskatchewan's fire/rescue sector.

Summary

This study reviewed the past and current state of Saskatchewan's fire/rescue sector, and made recommendations on the future development of the sector and its human resources. Saskatchewan's 1985 establishment of a Principal of Training was an office that should have been retained to serve the province's fire/rescue sector. Without a central agency to rally round and provide input on sector requirements, the sector has been left largely to develop in isolated pockets; some far better than others.

Saskatchewan's Fire/Rescue Service Sector developed to meet the province's pattern of demographic and economic growth over the past century. As study participants noted, however, we cannot continue past practices if we are to ensure that the province's communities, forests, grasslands, highways, buildings, workplaces and residents have quality fire protection services. These services will only be as good as the human resources that provide them. Advancing technology, changing demands for cost-effective and efficient public and private training programs and services, and the need for access to certification and mobility of firefighters points to the need for coordinated delivery of education and training.

Should the recommendations of this report be accepted and implemented, Saskatchewan's fire/rescue sector will be on track to lead the development of its human resources into the next century. The development process can begin by utilizing a portion of the taxes being collected through the various provincial Acts that collect a levy on insurance premiums related to services provided by the Fire/Rescue Service Sector (i.e. the Fire Prevention Act, the Insurance Premiums

Act, and the Motor Vehicle Insurance Premiums Act). The collective revenue generated by these three Acts in 1997/98 amounted to \$38,776,962.00. It is envisaged that the Saskatchewan public and its firefighters would be pleased to see a portion of that amount – \$250,000.00 – set aside for the purpose of ensuring that the competence of its fire/rescue sector members, and thereby public safety, is ensured. Through this investment, Saskatchewan can continue to build on former Premier Blakeney's concept of colleges-without-walls and place Saskatchewan, once again, at the forefront in leading the development of its most valuable sector asset, its human resources.

Next Steps

At the close of this study a review was completed of the Office of the Fire Commissioner and its roles and responsibilities in the future OFC. The review's outcomes hold implications for the future development and delivery of education and training programs and services for Saskatchewan's Fire/Rescue Service Sector; so, as a priority, it is recommended that the to-be-formed sector council meet with the OFC to discuss the review and link the recommendations to a strategic framework relative to human resource development issues within the sector.

In addition to the foregoing, the study team recommends the following immediate steps be taken to begin the development of a strategic framework for moving this initiative forward:

1. The study's steering committee form an industry working group comprised of an interim chairperson and four additional members to plan strategies for and begin the formation of a Fire/Rescue Sector Council. The working group should be formed from the three sub-sectors and have representatives from management, labour, government, and Aboriginal stakeholder organizations. This committee will require short-term funding to cover meeting expenses and to hire administrative/clerical assistance related to gaining industry support and forming the Sector Council. Funding will also be required to assist the Council in establishing an advisory body to the proposed fire/rescue training agency.

2. The working group convene a meeting with Saskatchewan Institute of Applied Science and Technology senior officials, Saskatchewan Post-Secondary Education and Skills Training

representatives, and the provincial Office of the Fire Commissioner, to begin discussions on the formation of an education and training agency for the fire/rescue sector.

3. The newly-appointed industry working group work with the University of Regina's University Extension to develop a communications strategy for releasing and distributing this study and its findings and recommendations. Funding for this initiative will come from the Job Start/Future Skills research grant provided to the University for this study.

4. The study steering committee, through its FSIN representative and the office of the Vice-Chief responsible for fire services, convene a meeting of the Federation of Saskatchewan Indian Nations, Indian and Northern Affairs Canada, Saskatchewan Intergovernmental Affairs, the provincial Office of the Fire Commissioner, and other agencies concerned, to begin discussions on the establishment of a FSIN central office responsible for providing leadership in the development of fire/rescue services and programs in Saskatchewan's First Nations communities.

5. The University of Regina's University Extension and Faculty of Administration and the Brandon Emergency Services College be invited to work with industry stakeholders concerned on the development and delivery of professional designation programs for fire department officers and industrial fire/rescue service supervisors.

Appendix A: Steering Committee

Kevin Bates, SaskFerco (Belle Plaine)
Duncan Campbell, Saskatchewan Environment and Resource Management (Prince Albert)
Ron Carlson, Communications, Energy and Paperworkers Union of Canada (Regina)
Gladys Hill, Job Start-Future Skills, Saskatchewan Post-Secondary Education and Skills Training (Regina) and ex-officio member of all working groups
Gerry Huget, Saskatchewan Professional Firefighters Association (Regina)
Richard Kent, Federation of Saskatchewan Indian Nations and Prince Albert Grand Council (Prince Albert)
Jack Lichtenwald, Regina Fire Department. (Regina)
Graham Linton, Levitt-Safety (Regina)
Danny MacLennan, Saskatchewan Institute of Applied Science and Technology, Industrial Division (Prince Albert)
Peter Mayotte, Northlands College (LaRonge)
Allan Priddell, Regina Fire Department (Regina)
Guy Poncelet, Saskatchewan Indian Institute of Technology (Saskatoon)
Doug Sanders, Office of the Fire Commissioner (Regina)
Lisa Wilson, Dumont Technical Institute (Saskatoon)

Appendix B: Sub-sector Working Groups

Municipal, Urban & Volunteer Fire/Rescue Services:

Don Amos, North Battleford Fire Department (North Battleford)
Brian Belitsky, Saskatchewan Professional Firefighters Association (Yorkton)
Brian Biden, Indian Head Fire Department
Jack Croteau, Gull Lake Fire Department (Gull Lake)
Rob Donley, Saskatchewan Professional Firefighters Association (Moose Jaw)
Travis Ferstl, Saskatchewan Volunteer Firefighters Association and SaskFerco (Belle Plaine)
Gerry Huget, Saskatchewan Professional Firefighters Association (Regina)
Jack Lichtenwald, Regina Fire Department (Regina)
Greg Litvany, Saskatchewan Professional Firefighters Association (Yorkton)
Garth Palmer, Moose Jaw Fire Department (Moose Jaw)
Dennis Pilon, Weyburn Fire Department (Weyburn)
Allan Priddell, Regina Fire Department (Regina)
Bob Prima, Grenfell Fire Department (Grenfell)
Doug Sanders, Office of the Fire Commissioner (Regina)
Brian Shand, Prince Albert Fire Department (Prince Albert)

Industrial Fire/Rescue Services:

Gerry Aspen, SaskPower Boundary Dam Station (Estevan)
Roger Birtles, Cameco (Saskatoon)
Fred Campbell, Cogema (Saskatoon)
Alan Cannon, Weyerhaeuser Canada (Prince Albert)
Ken Dishaw/Kevin Bates, SaskFerco (Belle Plaine)
Robert Dyck, Communications, Energy and Paperworkers Local 892 (Esterhazy)
Al Hackman, TransCanada Pipeline (Regina)
Lawrence Hozjan, Communications, Energy and Paperworkers Local 892 (Esterhazy)
Bob Johnson, Communications Energy and Paperworkers Local 594 (Regina)
Graham Linton (Regina)
Willard Lawrence, Millar Western Pulp (Meadow Lake)
Terry Machnaik, Potash Corporation of Saskatchewan (Rocanville)
Will Putz, Saskatchewan Safety Council (Regina)
Ron Rucks, Communications Energy and Paperworkers Local 1120 (Prince Albert)
Jim Samenook, Saskatchewan Mining Association (Estevan)
Doug Sanders, Office of the Fire Commissioner (Regina)
Cliff Selinger, IPSCO (Regina)
Cliff Terry, Consumers Co-operative Refinery (Regina)
Barry Wintonyk, IMC Kalium (Esterhazy)

First Nations/Sask. Environment & Resource Management Fire/Rescue Services:

Chester Agecutay, Cowessess Fire Department (Cowessess First Nation)
Rundy Bair, Muskoday Fire Department (Muskoday First Nations)
Wesley Ballantyne, Sturgeon Lake Fire Department (Sturgeon Lake)
Ken Barnett, Indian and Northern Affairs Canada (Regina)
Ivan Bear, Muskoday Fire Department (Muskoday Indian Reserve)
Cliff Buettner, Prince Albert Grand Council (Prince Albert)
Duncan Campbell, Saskatchewan Environment and Resource Management (Prince Albert)
Joey Cook, Onion Lake Fire Department (Onion Lake First Nation)
Mark Coppicus, Saskatchewan Indian Institute of Technology (Humboldt)
Gabe Chanalquay, Meadow Lake Tribal Council (Meadow Lake)
Max Desjarlais, Cowessess Fire Department (Cowessess First Nation)
John Lerat, Cowessess Fire Department (Cowessess First Nation)
Richard Kent, Federation of Saskatchewan Indian Nations and Prince Albert Grand Council (Prince Albert)
Danny MacLennan, Saskatchewan Institute of Applied Science and Technology, Industrial Div. (Prince Albert)
Brian Shand, Prince Albert Fire Department (Prince Albert)