ROAD RESCUE JURISDICTIONAL SCAN

EMERGENCY MANAGEMENT BRITISH COLUMBIA

FINAL Report

MoRR
TRANSPORTATION CONSULTING

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1 INTRODUCTION

Emergency Management British Columbia (EMBC) is the lead coordinating agency for an increasingly complex emergency management environment in British Columbia. Specifically related to road rescue in B.C., the responsibility for emergency management and support of Public Safety Lifeline Volunteer programs has been given to EMBC, a branch of the Ministry of Public Safety and Solicitor General, while the police force of jurisdiction has organizational responsibility for managing motor vehicle collision scenes.

For more than 25 years, EMBC has worked with local fire departments and volunteer rescue societies to ensure that road rescue services are provided across B.C. Currently, for roads within the jurisdiction of a local government fire department, the decision to respond to collisions is made by the local municipality. Alternately, about 163 groups choose to voluntarily provide specialized services for serious collisions occurring outside of municipal jurisdiction.

This project is concerned with the governance and funding of road rescue services in British Columbia and builds on an April 2021 report prepared for the Fire Chiefs' Association of B.C., EMBC, and the Fire Commissioner. This project involves a cross-jurisdictional scan of other agencies in Canada, the United States, and internationally to support the development of a funding and governance model for road rescue services in B.C. that incorporates best practices and learnings for other jurisdictions, while considering factors unique to the B.C. context.

The study consists of three inter-related components: a literature review, a jurisdictional survey, and jurisdictional interviews. One chapter of this report is devoted to each of these three tasks – Chapter 2 provides the literature review findings, Chapter 3 the jurisdictional survey findings, and Chapter 4 the jurisdictional interview findings – with the final report chapter providing the study conclusions and recommendations for EMBC as they consider changes to road rescue governance and funding in British Columbia.

2 LITERATURE REVIEW

This chapter discusses findings from a literature review that examines key findings from journal articles, reputable internet web-pages, legislation and regulation documents, books, and other literature sources as they relate to road rescue. A total of 63 literature sources were identified for possible inclusion in this chapter. For each source, a preliminary review was conducted to ensure that the source had adequate relevance to the topic of road rescue, was relatively unbiased, and was of sufficient quality. Following preliminary review, 17 sources were excluded, and a detailed review was conducted on the remaining 46 sources. Key literature review findings are categorized into the following sections:

- Costs associated with road rescue
- Liability issues
- Funding models
- Governance models
- Other important information

2.1 Costs Associated with Road Rescue

The literature review revealed the following regarding costs associated with road rescue:

- Fire and Emergency New Zealand (FENZ, 2021) reported expenditures of almost $71 million for response to transport collisions across the country for the year between July 2020 and June 2021.
- Haddon (2013) indicated that the annual operating budget for one rural volunteer fire department in Northwest Idaho was $36,000. Beyond fire response, the fire department conducted dozens of vehicle rescues each year and other technical rescue within a 250 square mile fire district.
- O'Connor et al. (2009) conducted a study about the costs for the retrieval, transport, and acute medical services associated with road collisions in Northern Queensland, Australia. The following key findings resulted from the study:
  - Retrieval, transport, and acute hospital care costs for victims of traffic collisions in rural and remote Queensland, Australia (150,000 square kilometers) were calculated to cost $3.1 million annually. This represented $15,000 per injured person, of which $5,400 (36%) was related to retrieval and transportation.
  - The article also discussed collision cost information from New Zealand:
    - There is evidence that rural vehicle collisions cost significantly more than urban ones in New Zealand. Collisions in rural areas account for 60 percent of the total cost of road injuries, while 22 percent of the New Zealand population live in rural areas.
    - A rural fatal collision in New Zealand is estimated to cost $4 million, compared to $3.5 million for a fatal collision in an urban area.
- Terriplan Consultants (2006) noted that in the Northwest Territories, it is sometimes difficult for agencies to justify the cost of highway rescue equipment and services because there are few incidents to attend.

2.2 Liability Issues

The literature review revealed the following regarding liability issues associated with road rescue:

- Terriplan Consultants (2006) noted three potential liability issues related to road rescue:
  - Volunteers with insufficient training assisting a patient in a collision who does not survive. Would there be liability for the volunteer in this case?
  - Vehicle or equipment that are old or in need of repair. If they were to not function properly or broke down, would there be liability for a municipality?
  - Liability for responding or not responding to an incident in cases of overlapping or unclear jurisdictions.

  While their report noted that there is legislation and insurance programs which provide coverage in these situations in the Northwest Territories, those interviewed for their study were not generally aware of the available coverage and legislation.

2.3 Funding Models

The literature review revealed the following regarding funding models associated with road rescue:

- The United States Fire Administration (USFA), in collaboration with the International Fire Service Training Association at Oklahoma State University (2012), published a report documenting funding sources for emergency medical and fire services in different U.S. states. The funding alternatives documented in the report have been separated into two tables. Table 1 contains information related to sources of funding and ways of generating funds to pay for fire, rescue, and EMS services described in the report. Table 2 contains information on the methods contained in the report for distributing funding from the government to fire, rescue, and EMS agencies.

Table 1: Sources of Funding for Fire and Emergency Medical Services[1]

Funding Source	Description	Advantages	Disadvantages	Examples/Other Considerations
Local Property Tax	Tax based on the value of real estate or personal property	• Potentially large and stable source of revenue • Limited risk of taxpayer avoidance	• Can be punitive for those who are property rich, but cash poor (e.g., senior citizens)	• Taxpayers may be more agreeable to property tax when revenues are dedicated solely to fire and EMS

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[1] This table was developed based on information contained in the United States Fire Administration 2012 Report *Funding Alternatives for Emergency Medical and Fire Services*

Funding Source	Description	Advantages	Disadvantages	Examples/Other Considerations
Fire Flow Tax	Type of property tax where amount is determined by calculating the fire risk factor of a property	• Can generate significant revenue • Can be used to incentivize fire protection systems	• Resident and business opposition.	
Sales Tax	Tax on retail or other sales activity	• Reaches non-residents who visit a jurisdiction but do not pay property tax	• Somewhat subject to the ups and downs of the economy	• New Mexico increased the Liquor Tax to improve delivery of EMS services
Income Tax	Tax assessed on the wages and earnings of individuals or businesses	• Can reach non-residents who work in a jurisdiction	• Sensitive to business cycle and not as stable as other forms of tax	• Counties in Iowa are allowed to charge a countywide EMS income surtax (an add-on tax assessed as a percentage of income tax owed)
Real Estate Transfer Tax	Special-purpose tax assessed on the sale of property	• Low administrative cost • Only imposed on those with incomes sufficient to purchase real-estate	• Heavy opposition from some industries (e.g., realtors, home builders)	
Utility-User Tax	Charge on the use of utilities (e.g., phone, cable, gas, electricity, etc.)	• Applied to businesses and homeowners		• Western Wayne County, Oklahoma charges a $5-per-month fee on residents' utility bills for EMS. Residents can opt-out, but are then responsible for the full cost of pre-hospital medical treatment and transportation
Development Impact Fees	Charge levied against developers. Often a one-time permit charge	• Can help offset costs of growth related problems	• Typically, cannot be used to fund operational expenses	• 26 states have implemented impact fees

Funding Source	Description	Advantages	Disadvantages	Examples/Other Considerations
Emergency-Response Service Fees	Fee charged to insurance companies	• Can help to recoup the costs of providing rescue activities and pre-hospital medical services • Can be effective when high proportion of motor vehicle collisions involve out-of-jurisdiction drivers	• Opponents claim that attendance at motor vehicle collisions is part of the regular duties of first responders	
Inspection Fees	Fee charged for conducting a building inspection, or reviewing a building self-inspection	• Provides both revenue and valuable information on the buildings with a jurisdiction	• Fees collected are typically dedicated for prevention rather than response to incidents	
Plan Review and Permitting Fees	Fee charged for review of building plans for fire code compliance	• May also charge fees for special event permits (e.g., concerts, conferences)	• Fees are typically not high enough for full cost recovery of services provided	
Hazardous Materials Fees	Fee charged for storage or inspection of hazardous materials	• Helps recover costs associated with specialized training, equipment, and technical expertise required for dealing with incidents involving hazardous materials		• In the U.S., federal law requires the owner or transporter of hazardous material to pay for clean-up costs
Special Service Fees	Fee charged for provision of special services (e.g., EMS standby services at sports event)	• Often lower cost for event organizers than contracted for-profit providers	• Public often expects these services to be provided routinely, without additional costs	
Emergency Medical Services Fees	Fee charged for service. Increasingly, fire and EMS agencies are broadening the situations in which user fees are charged			

Funding Source	Description	Advantages	Disadvantages	Examples/Other Considerations
Fines	People responsible for fires or high-risk rescue activities pay for the cost of emergency services	• Helps to recover costs associated with rescue activities, while also deterring risky behavior		• Alaska courts may waive the $15 fine for seatbelt infractions, if the person convicted donates $15 to the EMS agency providing services where the violation occurred • The Ohio EMS grant program is funded through collection of seatbelt fines
Seized Assets	Funds obtained through assets seized during drug raids		• Only available if the fire or EMS can demonstrate that illegal drug activity increased the demand for services	
Sale of Services	Funding may be generated by selling services. A common example is providing training.	• In addition to generating revenue, providing training courses can help to prevent incidents requiring EMS or fire resources	• Consideration should be given to liability issues	• Examples of training programs provided by US jurisdictions include CPR, babysitter classes, first-aid certification, and driver training.
Sale of Subscription Services	Subscription fee offered to out of jurisdiction residents or property owners. Fee typically based on risk of property size formula. Those not subscribing may be billed for EMS and fire services.	• Can help to create more consistent and stable source of funding	• Clear information must be provided about the rules, fees, and penalties of the subscription service • Difficult to anticipate how many people will enroll	• The Karns, Tennessee Volunteer Fire Department received no tax funding in 2009, and limited community donations. They started a subscription service in 2010 charging seven cents per square foot of property.

Funding Source	Description	Advantages	Disadvantages	Examples/Other Considerations
Special-Purpose District	Special-purpose districts are a limited purpose governmental unit having fiscal and administrative independence from general purpose governments, such as county, city, or township. They provide specific services to residents that are not provided by the general-purpose government (e.g., fire protection, ambulance service)	• Can be funded through taxes and run as a not-for-profit or run like a business.		• The Apache Junction, Arizona Fire District is a special-purpose district providing fire and EMS services to the City of Apache Junction and several unincorporated communities
Fundraisers	Many rural and volunteer fire and EMS departments rely on fundraisers to generate funding. Most effective for raising money for a specific project (e.g., new piece of equipment)	• Fundraisers also present an opportunity to present public safety, prevention, or other information to the public	• Can be difficult to raise money for operational expenses through fundraisers	

Table 2: Government Methods of Funding and Financially Supporting Fire and EMS Agencies[2]

Funding Source	Description	Examples/Other Considerations
Low Interest Loans	Many U.S. states make funds available through low or zero interest loans. The programs are often set up in a revolving loan fund so that as money is paid back it can be loaned out again to other Fire or EMS agencies.	• Illinois has a zero-interest, revolving loan program with a 10-year repayment term.
Surplus Vehicles and Equipment	Some U.S. states distribute second-hand apparatus, vehicles, or equipment at little or no cost.	• As an alternative, some states have contracts with dealerships that guarantee the lowest prices

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[2] This table was developed based on information contained in the United States Fire Administration 2012 Report *Funding Alternatives for Emergency Medical and Fire Services.*

Funding Source	Description	Examples/Other Considerations
Special-Purpose Grants	Earmarked funds or excess funds at the end of the fiscal year are sometimes available from the State legislature.	• Florida has a non-competitive grant program that returns 45% of a county's deposits into the state EMS fund from traffic fine surcharges back to the county.
Matching Grants	Grants are provided to agencies who must match a portion of the grant. Depending on the grant, the matching portion can be cash or in-kind contributions	• The Idaho Transportation Department provides a Highway Safety Grant Program. Eligible activities for funding must relate to motor vehicle collision response (e.g., purchase of extrication equipment, training). Projects must also relate to the Idaho Strategic Safety Plan emphasis areas. • Similarly, the Oregon Department of Transportation also runs a Highway Safety Grant Program. • Florida offers two types of matching grants. Under the General Matching Grant, the State pays 75% of the approved budget for an EMS organization, and the grantee pays 25%. Under the Rural Matching Grant, the State pays 90% and the grantee pays 10%. Counties with a population less than 100,000 people and a population density less than 100 people per square mile qualify for the Rural Matching Grant.
Subsidized Training	Many States subsidize the cost of fire and EMS training, particularly for rural and volunteer fire departments.	• Ohio provides grant funding for fire department reimbursement of State-certified fire classes • The Texas Department of Transportation, Traffic Safety Division, provides a rural/frontier EMS education fund.

- Fire and Emergency New Zealand (FENZ) – the organization with responsibility for road rescue in New Zealand – is mainly funded by a levy on contracts of insurance. Several literature sources discussed additional details regarding this funding mechanism:
    - The FENZ Annual Report (2021) noted that over 95 percent of the funding for FENZ comes from the levy. The remaining 5 percent comes from other sources of revenue including transactions for provision of services (e.g., monitoring third party fire alarms), rental revenue, donated assets, and interest revenue.
    - The FENZ website (n.d.) noted that the levy is payable on all contracts of insurance against the risk of fire, where the asset covered is located in New Zealand. Among other items, this includes buildings, motor vehicles, office equipment, and car parks. The levy rate is 10.6 cents per $100 sum insured, subject to upper limits and special calculations for several items. For example, motor vehicles less than 3.5 tonne gross laden weight have a flat rate levy of $8.45 per motor vehicle.

- In Australia, responsibility for road rescue is at the state level. According to the Tasmania Department of Treasury and Finance (2021), most states fund the organizations responsible for road rescue through a property-based levy, however several also use an insurance-based levy, a vehicle-based levy, or a combination of several types of levies. Table 3 summarizes the funding sources for road rescue in several Australian States.

Table 3: Road Rescue Funding in a Selection of Australian States[3]

State	Literature Sources	Funding Sources
South Australia	- South Australian State Emergency Service (2021) - South Australia Government (1998)	- The main source of funding for road rescue is the *Emergency Services Levy*, charged against all land and some mobile property. The funds collected are placed into a dedicated fund for the exclusive use of emergency services (including road rescue services) - Other funding sources include fees and charges, South Australian Government grants, and investment income. - Individual road rescue or fire units receive funding through fundraising. Fundraised funds are held locally for expenditure in the local community.
New South Wales	- New South Wales Revenue (n.d.) - New South Wales Fire and Rescue (n.d.)	- Emergency services, including road rescue, are funded through three sources: 73.7% of funding comes from the Emergency Services Levy, which is charged on most insurance policies (e.g., property, motor vehicle, personal property) - Local Governments contribute 11.7% - The State Government contributes 14.6%
Tasmania	- Tasmania Fire Service (2021) - Department of Treasury and Finance (2021)	- Current funding sources for fire and rescue services in Tasmania include: - Insurance Fire Levy – collected on certain classes of business insurance - Motor Vehicle Fire Levy – collected through a fire levy applied to all vehicle registrations - Australian Government Funding - State Government Funding - Revenues from the sale of goods and services - Tasmania is working to improve the funding model for the organizations responsible for road collision rescue (Tasmania Fire Service and Tasmania State Emergency Service). Four options are under consideration: - Maintain existing funding sources - Implement a single property-based levy

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[3] This table was developed based on material contained in the various sources identified in the second column of the table.

State	Literature Sources	Funding Sources
		o Implement property-based levy and maintain motor vehicle-based levy o Funding through annual appropriation from the State Government budget
Victoria	• Emergency Management Victoria (2017) • Transport Accident Commission (n.d.)	• Road Collision Rescue agencies are funded through several sources: o Transport Accident Commission – a state run organization that promotes road safety and helps pay for treatment and benefits for people injured in motor vehicle collisions. The Transport Accident Commission is funded by a charge on each vehicle insurance registration. o State Grants o Local Community
Queensland	• Department of Treasury and Finance (2021) • Queensland Fire and Emergency Services (2021) • Queensland Fire and Emergency Services (n.d.)	• Road Collision Rescue, and other emergency services, are primarily funded through the state Emergency Management Levy, which is assessed on all properties within levy districts. Local governments are responsible for administering the levy. • Additional funding sources include user fees from alarm monitoring services, fees from training and contract services, charges for attendance at some incidents, parliamentary appropriations, and Australian Government grants and contributions.

2.4 Governance Models

The literature review revealed the following regarding governance of road rescue:

- Farrell (2018) described the existing governance model for fire and rescue services in the United Kingdom (UK). Several points of relevance are summarized below:
  - The governance of fire and rescue services is an under-researched area, and very little is known about how governance operates within fire and rescue authorities in the UK and elsewhere.
  - In the UK, the Fire and Rescue Services Act 2004 gives responsibility to Fire and Rescue Authorities (FRA) to lead the Fire and Rescue Services in their jurisdiction. The FRA for an area is defined within the Fire and Rescue Services Act 2004. There were 46 Fire and Rescue Authorities in England in 2018. There are several factors that influence the jurisdictional boundaries of the FRAs and that can lead to changes in the boundaries over time:
    - The Fire and Rescue Services Act (2004) designates local government councils or other governing bodies as the FRA for each geographic area. For example, the London Fire and Emergency Planning Authority is the FRA for Greater London.

- ▪ The Fire and Rescue Services Act (2004) allows the Secretary of State the ability to merge two or more FRA's together into a combined FRA if it is expected to improve public safety, efficiency, or effectiveness.
- ▪ The Local Government Association (2017) noted that two or more FRAs can voluntarily merge into a combined FRA in some circumstances.
- o The FRAs have four key responsibilities:
    - ▪ Extinguishing fires
    - ▪ Protecting life and property in the event of fires
    - ▪ Rescuing and protecting people in the event of a traffic collision
    - ▪ Rescuing and protecting people in the event of other emergencies
- o The Fire and Rescue Services Act (2004) requires that the Secretary of State create a national fire and rescue framework that sets out the priorities and objectives for fire and rescue authorities. The framework is regularly updated and the FRAs must have regard for the national framework in the performance of their responsibilities.
- o FRA membership is drawn from elected members from local councils proportional to their size. Local authorities use a range of factors to identify members from their area who will sit on the FRA. This is a stakeholder model of governance where citizens elect local councilors, who are in turn appointed to sit on the FRA where they have a role in the governance of the Fire and Rescue Service.
- o In England and Wales, FRAs operate independently from direct central government, and have a democratic element to their membership. The FRA is solely responsible as the decision-making body for the Fire and Rescue Service within their service area.

- • Taylor et al. (2018) discussed the reform of the Scottish Fire and Rescue Services between 2010 and 2015. The governance structure in Scotland was very similar to that in England prior to 2010. However, by 2015, the eight Fire and Rescue Authorities in Scotland had merged into a single, national Scottish Fire and Rescue Service. The following additional points from this literature source discuss the motivation for the change and provide additional details regarding the current governance of the fire and rescue services in Scotland:
    - o While Scotland was not subject to the Fire and Rescue Services Act of 2004 passed in the UK, they passed their own Fire and Rescue Services Act in 2005 that was substantially the same. For example, regarding road rescue, both the UK Act and the Scottish Act contained almost identical language requiring an FRA to:
        - ▪ Provide road rescue services for motor vehicle collisions occurring within their jurisdiction
        - ▪ Obtain personnel, services, and equipment necessary to efficiently deliver road rescue services
        - ▪ Train personnel in the provision of road rescue services
    - o In 2010, Scotland had eight fire and rescue services, each with a separate headquarters location. Together, these eight fire and rescue services had about 380 fire stations (of which 63 were volunteer), 4,300 full-time firefighters, 3,000 part-time firefighters, close to

500 volunteer firefighters, and over 1,300 other support staff. Like England, governance was provided by Fire and Rescue Authorities (FRA).

o In 2011, the Scottish Government began working towards a new vision for Fire and Rescue Services in the country, with a vision and key principles centered around the creation of a sustainable, accountable, and locally responsive public service. Several challenges with the local FRA governance model were noted, and the Scottish Government felt alternative governance models could address these challenges and lead to a more economic, efficient, and effective Fire and Rescue Service:

   ▪ There was a need to improve training and development, but the structure of eight separate FRAs resulted in duplication of training.
   ▪ Eight separate FRAs added complexity to efforts aimed at enhancing collaboration among fire, police, and emergency medical services.
   ▪ The public valued consistent service delivery across the country, which was challenging to achieve under the local FRA governance model, especially when jurisdictions faced funding cuts.

o In total, 14 options for Fire and Rescue Service reform were evaluated, shortlisted options were reviewed and further evaluated by experts and relevant stakeholders, and visits and reviews of each of the eight individual Fire and Rescue Services were conducted. In the end, three options were included in a public consultation on Fire and Rescue Services reform in 2011:

   ▪ Maintain the existing governance structure
   ▪ Create a regional model with around three regions
   ▪ Create a single national Fire and Rescue Service

o Ultimately, the single national Fire and Rescue Service model was selected, with several advantages noted:

   ▪ Even after accounting for the costs of transition, this option was expected to have much greater long-term efficiency savings and greater annual financial savings.
   ▪ The option allowed for greater ability for fire and rescue to engage closely with local communities
   ▪ A national Fire and Rescue Service was expected to have better ability to adapt quickly to future challenges
   ▪ The national model had the simplest service delivery mechanism

o The Scottish Fire and Rescue Service (SFRS) was established in 2013. It is now a single body governed and managed by a board and strategic leadership team appointed by Scottish ministers. The SFRS has three Service Delivery Areas (SDA), and across these three SDAs there are 17 local senior officers who work with clusters of local authorities.

o The SFRS has performance measures and key targets related to:

   ▪ Reducing fire fatalities and casualties
   ▪ Reducing special service fatalities and casualties (special services includes motor vehicle collision response)
   ▪ Reducing accidental dwelling fires
   ▪ Reducing the number of non-domestic fires

- Reducing firefighter injuries
- Reducing staff sickness absence
    - o Audit reports on the transition published in 2015 indicated that the SFRS was on track to exceed anticipated cost savings of £328 million by 2028, while maintaining adequate service delivery based on their performance targets.
- Svensson (2018) described the governance of Fire and Rescue services in Sweden[4]:
    - o Local self-government is a foundational principle of governance in Sweden and the national government is not generally involved in local matters. As a result, municipalities in Sweden are responsible for fire and rescue services within their geographical jurisdiction. Beyond safety regulations, general requirements for provision of a service capable of responding to incidents, and responsibilities for incident commanders, municipal governments are free to organize and equip their fire and rescue services as they like.
    - o The main national regulation related to fire and rescue services in Sweden is the Civil Protection Act (2003:778) and the Civil Protection Regulation (2003:789). The Civil Protection Act is a framework, meaning that it mainly contains values and principles and generally refrains from providing details of what should be done or how it should be accomplished. At its core the Civil Protection Act is concerned with preventing and limiting personal injury and damage to property and the environment.
    - o The fire and rescue services are expected to respond to almost any type of collision or incident, including fires, vehicle collisions, medical calls, and flooding.
    - o While there are no national rules for the fire and rescue service, through training, certain common practices have been developed for traffic collision response. These practices focus on the patient and emphasize cooperation with emergency medical services (emergency medical services are governed at the county level in Sweden).
    - o The Civil Protection Act requires that every fire and rescue service must have an Incident Commander. Incident Commanders must be fire officers and their qualifications are regulated by law. An incident commander may request that a local, regional, or national authority assists with response to a fire and rescue incident, and authorities are liable to assist if they have adequate capabilities and participation will not have a significant impact on their own operations.
    - o Despite the potential for significant differences in fire rescue services to emerge due to difference in local governance policies and practices, there is overall considerable similarity among the fire and rescue services in Sweden. In part, this is due to influential work by Svensson et al. (2005) of the Swedish Civil Contingencies Agency who proposed several principles for local governance of emergency services:
        - Foresight: It is not sufficient to only consider ongoing events; effective governance considers short-term and long-term perspectives as well.
        - Flexibility: The organization should be able to adapt to changing conditions.

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[4] Note that unlike British Columbia (and Canada), there are no unincorporated areas in Sweden; the 290 municipalities cover the entire land area of the country.

- The need for assistance must be prioritized: People call for and expect help, which should ultimately be the focus of the organization. Conducting operations is not an end in itself.
- Logic in Roles: Reasonable expectations are placed on each stakeholder and member of the organization
- Risk Management: Governance should be able to effectively manage risk in the local community
- Efficient resource use: Available resources should be used efficiently
- Leadership is important: Fire and rescue operations are performed by individuals working in teams, and governance should consider how this affects operations.
    - The Civil Protection Act allows for incident commanders to conscript volunteers in certain circumstances, who are compensated for their participation, but otherwise, there are only full-time and part-time staff within fire and rescue services. In 2018 there were approximately 15,000 firefighters and fire officers in Sweden, of which around 4,000 were full-time.

- Several sources noted the restructuring of fire and emergency services that occurred in New Zealand in 2017. Key points from these sources include:
    - Fire and Emergency New Zealand's (2021) Annual Report provides information on the structure and responsibilities of the new organization:
        - The New Zealand Government decided to unify the urban and rural Fire Services into an integrated organization called Fire and Emergency Services New Zealand in 2017. The decision was made to reflect the changing roles of firefighters and their involvement in a broad range of emergencies (e.g., fires, motor vehicle collisions, medical emergencies, and natural disasters).
        - FENZ's main functions include the promotion of fire safety, fire prevention and suppression, hazardous substance response, rescuing people trapped following motor vehicle collisions, and providing urban search and rescue. In addition, FENZ assists with medical emergencies, maritime incidents, and natural hazard events; provides technical rescue services (e.g., animal rescues, collapsed buildings); provides assistance at transport incidents; and has responsibilities as a regulator (e.g., defining fire seasons, issuing fire permits).
        - FENZ has about 11,500 volunteers and almost 3,000 paid staff members (firefighters and management/support staff), who operate out of 653 fire stations and fire depots.
    - Weber (2017) reported that the restructuring and associated changes in legislation mean that firefighters work responding to emergencies such as motor vehicle collisions, medical calls, and weather events would be legally mandated. The restructure was anticipated to cost around $300 million.
    - FENZ's website discusses several aspects of the organization's governance:

- FENZ is structured with an Executive Leadership Team, which is accountable to the FENZ board for the leadership and management of the organization. Members of the board are appointed by the Minister of Internal Affairs.
- In March 2021, FENZ started their first seven Local Advisory Committees. The purpose of these committees is to provide community-focused strategic advice on local needs, issues, and risks. Membership of Local Advisory Committees consists of well-connected local citizens.
- Together, the Executive Leadership Team, Board, and Local Advisory Committees provide strategic direction and governance for FENZ.

- In Australia, fire and rescue services are governed at the state level. The following documents and legislation were reviewed as part of this literature review: Government of South Australia (2021); Tasmania State Emergency Service (2019); Tasmanian Government (2006); South Australia Government (2005); Victoria Government (2005); New South Wales Government (1989); Tasmania Fire Service and State Emergency Service (n.d.); Queensland Fire and Emergency Services (n.d.)). The review revealed that there are only minor differences between states. As a result, and to avoid substantial duplication of information, Table 4 provides detailed information on the governance for three Australian states that are overall representative of road rescue governance in Australia.

Table 4: Governance of Fire and Rescue Services in a Selection of Australian States

State	Sources	Governance of Road Rescue Services
South Australia	- South Australia Government (2005) - South Australia State Emergency Service (n.d.)	**Fire and Emergency Services Commission:** - The commission is responsible for strategic and policy frameworks for fire and emergency services, and for overall governance of fire and emergency services. - The commission creates, abolishes, changes boundaries, and otherwise manages the locations and geographic extents of fire districts within the state. - The commission is administered by a board of directors. Membership of the board includes the Chief Executive of the commission, the Chief Officers of the Metropolitan Fire Service, the County Fire Service, and the State Emergency Service, along with six members appointed by the Governor. **Metropolitan Fire Service** - The Metropolitan Fire Service responds to fires, motor vehicle collisions, and other emergencies and rescue responses within fire districts. - The leadership of the Metropolitan Fire Service consists of a Chief Officer appointed by the Governor, a Deputy Chief Officer appointed by the Metropolitan Fire Service Chief Officer, and one or more Assistant Chief Officers. - The Metropolitan Fire Service is not primarily a volunteer-based organization.

Country Fire Service

- The Country Fire Service responds to fires, motor vehicle collisions, and other emergencies and rescue responses outside of fire districts (in the country).
- The leadership of the Country Fire Service consists of a Chief Officer appointed by the Governor, a Deputy Chief Officer appointed by the Country Fire Service Chief Officer, and one or more Assistant Chief Officers.
- The Chief Officer is responsible for defining the geographic extents of the Country Fire Service Regions. Each region has a regional officer.
- The Country Fire Service is primarily a volunteer-based organization with a Volunteer Charter.

State Emergency Service

- The State Emergency Service is responsible for carrying out prevention, preparedness, response, or recovery operations. They may assist the Metropolitan Fire Service or the Country Fire Service with emergency response.
- They are responsible for road collision rescue services in some areas of the state.
- The leadership of the State Emergency Service consists of a Chief Officer appointed by the Governor, a Deputy Chief Officer appointed by the State Emergency Service Chief Officer, and one or more Assistant Chief Officers
- The Country Fire Service is primarily a volunteer-based organization with a Volunteer Charter.

Queensland	• Queensland Fire and Emergency Services (2021)
	• Queensland Government (1990)
		• A single organization – Queensland Fire and Rescue Services – is responsible for road collision rescue in Queensland.
		• The department consists of several services:
		   o Fire and Rescue Service
		   o Disaster Management Services
		   o Rural Fire Service
		   o State Emergency Service
		• The Fire and Rescue Service and the State Emergency Service have responsibility for road collision rescue response
		• The Queensland Fire and Rescue Service delivers their services in seven regions, which together have 244 Fire and Rescue Stations and 75 State Emergency Service Units.
		• As shown in Figure 1 the Queensland Fire and Rescue Services Governance Structure consists of the:
		   o Office of the Commissioner: provides support and advice to the Executive Leadership team
		   o Emergency Management, Volunteerism, and Community Resilience Department: responsible for the overall strategic leadership, direction, and support to Rescue and Fire Services and the State Emergency Service

		o Readiness and Response Services Division: responsible for ensuring the response capacity of the organization meets the Fire and Emergency Services Act legislation o Strategy and Corporate Services Division: responsible for leading the strategic framework, driving performance, and providing tools and systems for frontline service delivery.

Victoria	• Emergency Management Victoria (2017)
	• Victoria Government (2005)
	• Victoria Government (1958a)
	• Victoria Government (1958b)
		• Victoria has an integrated road collision rescue system with 132 strategically located, approved road collision rescue principal providers, as shown in Figure 2. Providers are drawn from:
		  o Country Fire Authority (CFA)
		  o Metropolitan Fire Brigade (MFB)
		  o Victoria State Emergency Service (SES)
		  o Independent Rescue Squads
		• Each crew is trained and assessed to nationally recognized competencies.
		• Victoria Police are the designated control agency for road collisions. They are supported by Ambulance Victoria and principal road collision rescue providers.
		• Road collision rescue service providers must be approved to operate by the Emergency Management Commissioner. Where there is a possibility of a person being trapped in a vehicle, police, fire, ambulance, and rescue services are all required to respond concurrently.
		• Governance of the road collision rescue system in Victoria has the following objectives:
		  o Ensure there are appropriately located, trained, and resourced road collision rescue providers to cover all areas of the state
		  o Establish an effective multi-agency approach
		  o Prevent duplication of services and resources where adequate provision is already in place
		  o Establish robust procedures that govern service delivery
		  o Ensure road collision rescue capability is managed efficiently and effectively
		  o Establish equipment standards
		• There is a state-level *Road Crash Rescue Policy and Performance Advisory Group*, accountable to the Emergency Management Commissioner. Membership includes key police, ambulance, and road collision rescue stakeholders, along with other agencies or subject matter experts as necessary. The Advisory Group is responsible for:
		  o Development and support of a sustainable road collision rescue system
		  o Monitoring and compliance with operational standards
		  o Oversight of policy aspects of the road collision rescue arrangements (e.g., location of road

collision rescue crews, accreditation standards, minimum standardized equipment lists)
- o Supporting opportunities for improved performance
- o Providing support for and coordinating integrated training opportunities
- The nearest available road collision rescue crew from a principal provider is dispatched to collisions.

Commissioner

Office of the Commissioner

Deputy Commissioner Emergency Management, Volunteerism & Community Capability

Deputy Commissioner Readiness & Response Services

Deputy Commissioner Strategy & Corporate Services

Assistant Commissioner RFS
- Bushfire Mitigation Operations
- Bushfire Mitigation Strategy
- Volunteer & Frontline Support Services

Assistant Commissioner Emergency & Disaster Management
- State Operational Coordination
- Community Resilience & Risk Mitigation
- Community Capability
- Emergency Management Training
- Marine Rescue Implementation

Assistant Commissioner SES
- Management Support Services
- Projects & Capability Development

Assistant Commissioner FRS & Specialist Capability
- Research & Scientific
- Specialist Response
- Fire & Rescue
- Community Infrastructure

Assistant Commissioner * Regions (x7)
- Regional Operations
- Regional Development

Assistant Commissioner QRFS People
- Operations Support
- Strategy & Services
- School of Fire & Emergency Services Training
- Relations & Standards
- Service Alignment

Executive Director Assurance
- Knowledge Hub
- Governance & Reporting
- Legal Services

Executive Director Systems
- ICT Strategy, Planning & Architecture
- ICT Investment & Assurance

Executive Director Strategy
- Strategic Policy & Legislation
- Ministerial & Cabinet Legislation & Liaison Officer Services
- Strategic Intelligence & Planning
- Strategic Content Services
- Media, Communications & Online
- Legislative Projects

Chief Finance Officer Finance, Procurement & Levy
- Finance Services & Levy
- Procurement Services

Executive Director Asset Services
- Fleet & Logistics
- Asset Management
- Building & Property Management

FRS   Fire & Rescue Service
ICT   Information & Communication Technology
RFS   Rural Fire Service
SES   State Emergency Service

——   Indicates temporary organizational unit

* Regions
1. Far Northern Region
2. Northern Region
3. Central Region
4. North Coast Region
5. Brisbane Region
6. South Eastern Region
7. South Western Region

Figure 1: Queensland Fire and Emergency Services Governance Structure[5]

SES – State Emergency Service
CFA – Country Fire Authority
MFB – Metropolitan Fire Brigade

Figure 2: Victoria State Approved Road Collision Rescue Principal Providers[6]

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[6] Taken from *State Road Crash Rescue Arrangements – Victoria 2017*

- Svensson et al. (2005) suggested that effective governance of an emergency services system requires a clear understanding of five dimensions, as shown in Table 5.

Table 5: Core Dimensions of Emergency Services Systems

Dimension	Scope/Definition
Function	What is the objective of the system? What is the purpose? Whose interests is it intended to protect? How is the quality of the system evaluated?
Resources	What facilities does the system have at its disposal to meet its obligations?
Environment	What circumstances does the system need to adapt to?
Measures	What activities are carried out? What is the purpose of each activity? How does the purpose of each activity align with the goals of the overall operation? How is the quality of each activity evaluated?
Management	How is the system controlled? How are resources distributed and by whom? How is the operation adapted to suit change in internal and external conditions?

- Taken together, several sources provide general information about fire services and road rescue governance in Washington State:
  - The Municipal Research and Services Centre (2021) notes that while the Washington State constitution allows counties, towns, or municipalities to create their own regulations related to police, sanitary, and other services, there is no specific statute requiring them to provide fire and rescue services. The State government also does not define the level of fire or rescue services that a local government must provide; provision of these services is considered a policy decision for each jurisdiction's legislative body.
  - Should a county, town, or municipality choose to provide fire and rescue services, the Washington Administrative Code Chapter 296-305 (2018) – *Safety Standards for Firefighters* – covers the requirements that apply to these fire departments. While road rescue is not specifically mentioned in the requirements, several sections discuss technical rescue:
    - If a fire department chooses not to operate technical rescue services, the agency must ensure their staff are able to identify situations requiring technical rescue and provide staff with instructions on what to do in these situations.
    - If a fire department chooses to operate technical rescue services, the legislation provides minimum operational standards that must be met. In general, the requirements refer fire departments to follow the NFPA 1670 Standard (*Standard on Operations and Training for Technical Rescue Incidents*).
  - The Snohomish County Fire Chiefs Association (2003) noted that vehicle extrication is considered standard training for all Snohomish County fire agencies. As a result, this service was excluded from their *Technical Rescue Guidelines and Mobilization Plan*.

- The International Association of Fire Chiefs (2010) noted that the exact types of agencies that respond to traffic collisions in the United States depends on several factors, including the types of agencies serving a particular jurisdiction.
- Terriplan Consultants (2006) indicated that in the Northwest Territories, municipalities have the authority to provide highway rescue services, but they do not necessarily have the responsibility for it. Their report notes that no agency in the Northwest Territories has the overall mandate for provision of highway rescue services. As a result, municipalities, particularly non-tax-based municipalities, have no legal requirement to provide highway rescue services outside of municipal limits.

2.5 Additional Information

The literature review revealed the following additional points regarding road rescue:

- Ramsell, Pilemalm, and Granberg (2019) discussed the importance of adequate information and communications technology for rural road rescue, especially for linking volunteer rescue organizations with professional responders.
    - Core functions of the information and communications technology identified in their research included providing alerts to volunteers, providing information to assist in locating the incident site, and navigational support to access the incident site.
    - Other functions were identified to improve the effectiveness of volunteers at incident sites, reduce their response time, increase their level of comfort, and enhance levels of collaboration and coordination. These included information and communications technology to indicate which equipment to bring; share coordinates and/or photos of the incident site with other responders, and the ability to receive information about expected arrival times for other responding resources.
- Several sources mentioned that beyond technical training, emotional and psychological support services for those responding to serious incidents should be a key component of a road rescue system:
    - Mojir, Pilemalm, and Granberg (2018) studied the potential for semi-professionals (e.g., security guards) to assist with emergency response to incidents in rural areas. Those interviewed advised that there should be sufficient emotional and psychological support for these semi-professionals.
    - Ramsell, Pilemalm, and Granberg (2017) found through interviews with volunteers who assisted with emergency response that one challenge was an absence of opportunities to debrief following attendance at a serious incident. The volunteers reported that the incidents had an emotional and psychological impact and desired additional opportunities to discuss these impacts with someone.
    - Terriplan Consultants (2006) stated that community representatives from remote communities relying on volunteers to provide road rescue services were concerned about both the technical and emotional preparedness of these volunteers to provide services for serious incidents.

2.6 Synthesis of Findings

The literature revealed that there are a variety of governance and funding models used for the provision of road rescue services across jurisdictions. This section highlights key findings from the review regarding these two topics.

2.6.1 Governance

While there was a broad range of legislation and regulation evident in the literature for governance of road rescue services, jurisdictions either had legislation enabling an agency to provide fire and rescue services or had legislation requiring an agency to provide fire and rescue services. In Canada and the United States, enabling legislation appeared to be more common than in other countries identified in the literature. For example, in Washington State, counties, cities, and towns are allowed to provide road rescue services, but are not required to do so. A similar situation exists in the Northwest Territories in relation to municipalities. In contrast, in Sweden, the national government requires municipalities to provide fire and rescue services and provides several high-level requirements, but otherwise leaves each municipality to decide how best to deliver fire and rescue services within their jurisdiction. In Australia, many state governments have legislation designating specific agencies with the responsibility to provide fire and rescue services across the entire state, with many designating several agencies to assist with road rescue incidents.

The literature provided little information regarding governance structures, particularly for situations where local agencies provide fire and rescue services. For those where this issue was discussed, most governance structures consisted of one or more of the following elements:

- Board: Often the board membership consisted of key stakeholders, government appointed members, or a combination of both. For example, in New Zealand, the board consists entirely of government appointed members, however in the state of South Australia, board membership includes the Chief Officers of the agencies with fire and rescue responsibility, other stakeholders, and a government appointed member.
- Committee of Elected Officials: Some jurisdictions provided governance for fire and rescue services through a committee, with membership on the committee taken from local government councils. For example, Fire and Rescue Authorities in England are governed by this type of committee; since the Fire and Rescue Authorities often cover more than one municipality, each municipality within a Fire and Rescue Authority appoints a member from their local council to provide fire and rescue governance.
- Local Committees or Officers: Several jurisdictions prioritized local input into fire and rescue services, despite having national fire and rescue agencies. For example, New Zealand has Local Advisory Committees consisting of local citizens. Similarly, Scotland has 17 local senior officers who work closely with clusters of local communities.

Depending on the jurisdiction, road rescue services are provided by a national agency (e.g., New Zealand, Scotland), provincial or state agencies (e.g., Australia), regional agencies (e.g., England), or local agencies (e.g., Sweden, United States). The reasons for these differences were not often clear from the literature,

however, the reform of the fire and rescue services in Scotland from eight regional agencies to a single national one was noted to be driven by efforts to reduce duplication in training, improve efficiency, and increase consistency in service delivery. In contrast, Sweden was noted to strongly value local governance of as many services and issues as possible. In this way, underlying objectives and values of a particular jurisdiction tend to influence the governance level of road rescue.

2.6.2 Funding

The literature identified a diverse range of funding sources for fire and rescue services. These generally fell into at least the following five categories:

- Taxes: These could include sales taxes, property taxes, or income taxes. Examples include New Mexico, which charges an additional tax on liquor sales, and Iowa which permits counties to charge an income surtax.
- Levies: A variety of types of levies were noted, including levies on insurance, property, or motor vehicles. The money raised through the levy was typically placed into a dedicated fund for fire and rescue services. Fire and Emergency Services New Zealand is 95 percent funded through a levy on insurance. The levy is changed on insurance for most items (e.g., buildings, motor vehicles). Similarly, many Australian States fund fire and rescue services through a levy on property.
- User Fees/Sale of Services: Examples of user fees or the sale of services include requiring the person requiring road rescue to pay for the service, fire department sales of training programs (e.g., basic first aid), sale of subscription services, or building fire inspection fees.
- Fundraising: Funding from fundraisers was most common at the local level. For example, even in South Australia where fire and rescue services are funded and provided by the state government, local departments may receive donations and hold these funds for use in the local community.

Despite extensive discussion about funding sources, however, the literature did not provide detailed information regarding how state or provincial governments distributed funding for fire and rescue services. For jurisdictions with state or national agencies responsible for road rescue services, this is not unexpected given that the full cost of services is paid for by the state or national government. For jurisdictions with regional or local agencies providing road rescue services, the level of support from state or provincial government varied, with several methods noted for distribution of funds to local or regional agencies:

- Grants: Many States in the United States provide grants for local agencies providing road rescue services. In several states, such as Idaho and Oregon, there are road safety grants where funds are specifically designated for use towards improving motor vehicle collision response.
- Low or No Interest Loans: Some jurisdictions provide loans to fire and rescue agencies that can be used to help with larger purchases, such as equipment purchases. For example, Illinois has a zero-interest, revolving loan program with a 10-year repayment term.
- Subsidized Training: The literature reported that several jurisdictions, including Ohio and Texas, subsidized the cost of training.

3 JURISDICTIONAL SURVEY

This chapter discussed findings from a survey distributed to distributed to jurisdictions across Canada and internationally. The goal of the survey was to augment the information from the literature with more practical knowledge from Canadian provinces, U.S. states, and similar international jurisdictions about road rescue governance, funding, liability, and other issues, as well as lessons learned with respect to road rescue. A copy of the survey form is included in Appendix A.

A total of 35 survey responses were obtained from jurisdictions in North America, with most located in Western Canada and the North-Western United States. Figure 3 shows a map with the location of responding jurisdictions. Overall, six state or provincial level agencies and 29 local or regional agencies responded to the survey. Because the survey questions presented to the state and provincial agencies were limited by the fact that they do not directly provide road rescue services, this chapter is focused on the local and regional agencies who responded to the survey. State and provincial agencies were contacted for follow-up interviews, and findings from these interviews are provided in Chapter 4.
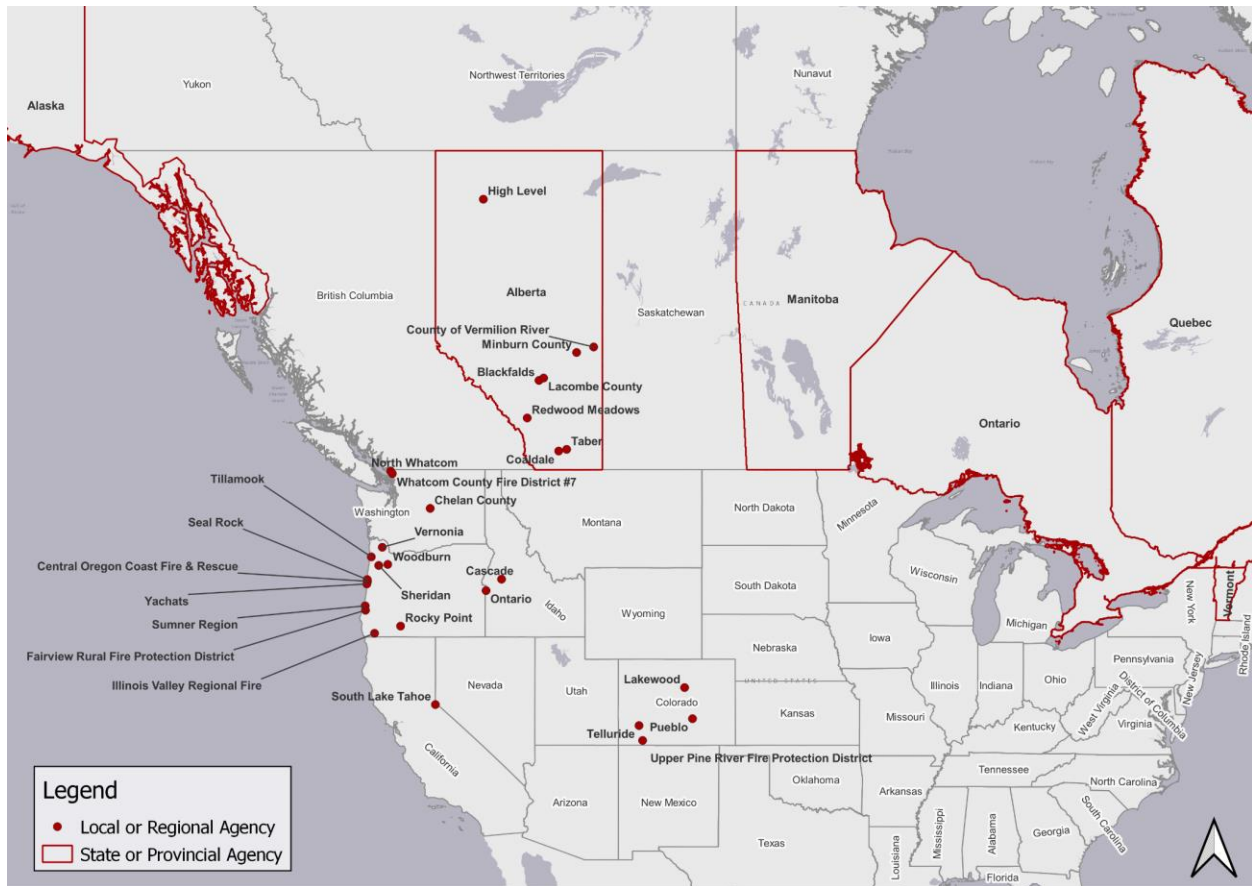

Figure 3: Jurisdictions Responding to the Survey

The following sections present the survey responses regarding road rescue costs, liability issues, funding sources, road rescue governance, and additional miscellaneous items.

3.1 Costs Associated with Road Rescue

Jurisdictions reported a wide range of budgets for provision of their road rescue services, ranging from a minimum of $2,500 per year to a maximum of over $300,000 per year. Figure 4 shows the distribution of jurisdictions by annual road rescue budget range. The two largest categories included around 40 percent of jurisdictions reporting a road rescue budget of less than $25,000 and about 30 percent of jurisdictions reporting a road rescue budget over $150,000 per year. It is important to note that while budget values help provide some information related to the costs of road rescue, some jurisdictions may have road rescue expenditures that are higher or lower than their road rescue budget.
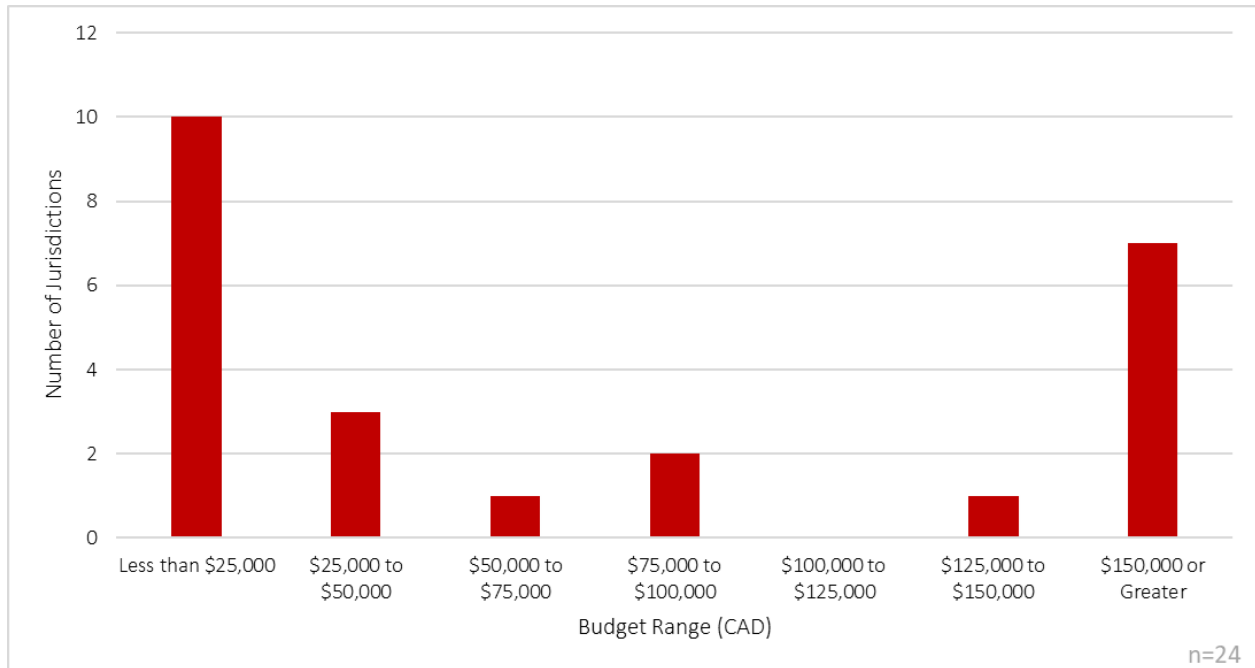

Figure 4: Annual Budget for Road Rescue Services

Additional findings related to the costs of road rescue based on the jurisdictional survey include:

- There is little relationship between the number of road rescue incidents to which a jurisdiction responded per year and their annual road rescue budget. This suggests that the cost of providing road rescue services is dependent on factors beyond the quantity of services provided. Other factors could include distance travelled to incidents, complexity of incidents, number of paid versus volunteer responders, or other similar issues. This finding also aligns with responses related to funding challenges (discussed further in Section 3.3) which suggest that in addition to the operational cost of attending incidents, agencies have fixed costs related to equipment and training.

- There is some indication in the survey results that jurisdictions responding to fewer calls each year spend a greater proportion of their total annual budget on the provision of road rescue services. For example, on average 20 percent of the total annual budget was spent on road rescue for jurisdictions with a road rescue budget less than $50,000 per year. In contrast, on average 11

percent of the total annual budget was spent on road rescue for jurisdictions with a road rescue budget higher than $150,000 per year.

3.2 Liability Issues

When asked, most respondents (24 out of 29) reported no known liability issues related to road rescue, or that they did not know. The remaining six respondents provided minimal detail regarding known liability issues, noting simply that performance issues, the length of time to arrive at the scene of a road rescue incident, or causing property damage or injury to people were all possible sources for liability.

Respondents were also asked about two specific instances where liability issues may exist. The first relates to instances where a volunteer with insufficient training assists a patient who does not survive the collision. Respondents were asked whether there is insurance coverage for this situation in their jurisdiction. Responses to this question were provided by the 13 jurisdictions who reported having mainly or all volunteer responders, and the 10 jurisdictions who reported having a hybrid model with some career and some volunteer responders. Table 6 shows the reported insurance coverage for these 23 jurisdictions. Overall, 57 percent of respondents indicated they did have insurance for this situation, 17 percent indicated they did not, and 26 percent indicated they did not know.

Table 6: Jurisdictions Reported Insurance Coverage for Volunteers with Insufficient Training

Insurance Coverage for situations where volunteers with insufficient training assist a patient who does not survive	Jurisdictions with Mainly or All Volunteers	Jurisdictions with a Hybrid Model
Have Insurance	7 (54%)	6 (60%)
Do Not Have Insurance	1 (8%)	3 (30%)
Unknown	5 (38%)	1 (10%)

Respondents reporting that insurance coverage was not available for this situation were asked why. There were two main reasons reported:

1. Two jurisdictions noted that volunteers would have the same coverage in this situation as career responders. While these jurisdictions did not indicate whether they have insurance coverage for their career responders in the same situation, it appears they provide the same level of insurance coverage for both volunteer and career responders.
2. Three jurisdictions noted they provided adequate training for volunteers, suggesting that insufficient training among volunteers is not a significant concern in their jurisdiction. For example, one respondent in Oregon noted that in their jurisdiction volunteers are not allowed to respond to incidents unless State training standards are met and maintained.

The second specific liability issue included on the survey related to the status of insurance coverage for convergent volunteers – those who may spontaneously decide to assist with a road rescue incident. Around half of jurisdictions (16 out of 29) do not have insurance for convergent volunteers, eight jurisdictions indicated there is insurance coverage for convergent volunteers, and five indicated they do not know. When asked for the reason insurance is not available for convergent volunteers, the most common response was the existence of "Good Samaritan" laws that would protect those spontaneously assisting from potential liability. Two jurisdictions also noted that all bystanders – including convergent volunteers – would be removed from the hazard zone once official, trained responders arrive on scene.

3.3 Funding Models

Thirty-one[7] jurisdictions provided responses related to their sources of funding for road rescue. Table 7 shows the most common sources of funding reported, along with the average reported proportion of jurisdiction's total funding associated with each funding source. Cost recovery was the most common funding source for road rescue among responding agencies with 65 percent of respondents indicating a proportion of their funding came from this source.

Table 7: Reported Funding Sources for Road Rescue

Funding Source	Number of Jurisdictions	Average Reported Proportion of Total Funding
Cost recovery (e.g., from insurance)	20	22.0%
Municipal Funding	18	59.3%
State/Provincial Funding	10	35.5%
Donations/Fundraising	8	12.7%
Special Grants	8	30.0%
Other	8	77.5%
Sale of Services	2	10.0%
National/Federal Funding	2	4.5%

Interestingly, the category accounting for the highest average proportion of total funding was "Other," at about 78 percent. However, as described in the following points, the specified funding sources within the "other" category were closely aligned with the funding source categories listed in the table:

- In Alberta, agencies are reimbursed for response to road rescue incidents occurring on Provincial Highways. While the precise government department was not noted in the survey responses, the details of the reimbursement process were explored further through jurisdictional interviews (see

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[7] Due to two partial survey responses, there were 31 total respondents for funding related questions

Section 4.1). One agency in Alberta noted that ultimately, the provincial government bills insurance agencies to recover the funding paid to reimburse responding jurisdictions. This funding model is a combination of the State/Provincial funding category and the cost recovery funding category.

- Three jurisdictions noted that some of their funding comes from the district or county taxes. This is like a municipal funding model where taxes collected from those within the district or county are used to provide road rescue services within the district or county boundaries.

- Two jurisdictions noted that their funding source is property taxes. These two jurisdictions both reported that their road rescue services were almost entirely funded by property taxes, with one reporting this source accounted for 100 percent of their funding and the other reporting it accounted for 95 percent.

The following points provide additional findings related to funding for road rescue based on the survey responses:

- On average, jurisdictions reported having 2.5 funding sources, and 75 percent of jurisdictions reported having more than one funding source. This suggests that agencies typically combine funding from several funding sources to provide road rescue services.

- As shown in Table 7, among jurisdictions with state or provincial funding, on average about one third of their road rescue funding came from their state or provincial government. However, there was a wide range of responses from agencies, from a minimum of 10 percent to a maximum of 100 percent. In places where an agency can seek reimbursement from the provincial or state government for collisions on provincial or state highways (e.g., Alberta), this large range may reflect differences in the proportion of incidents an agency attends on provincial or state highways rather than differences in levels of state or provincial funding. For example, if 90 percent of the road rescue incidents attended by an agency occurred on a provincial highway, they may indicate that 90 percent of their funding comes from the provincial government. In contrast, an agency with 10 percent of their road rescue incidents occurring on provincial highways may report 10 percent of their funding comes from the provincial government.

- Municipal funding was a commonly reported source of funding and typically accounted for a significant proportion of road rescue funding. Close to 60 percent of responding agencies reported using municipal funding to pay for road rescue. In addition, five of the 18 jurisdictions (28 percent) with municipal funding reported that this source accounted for 90 percent or more of their overall road rescue funding.

- When asked whether they received reimbursement for attending road rescue incidents outside of their jurisdiction, about two-thirds (21 out of 31) reported not receiving reimbursement. Out of the nine agencies reporting that they did receive reimbursement, six were located in Alberta, two were located in Oregon, and one was located in Colorado. One respondent did not know whether their jurisdiction received reimbursement for attending out-of-jurisdiction road rescue incidents.

- All respondents except one noted challenges with their existing funding models. Several common challenges reported on the survey included:

- o While cost recovery was a common funding source, respondents noted several challenges with this funding category:
    - Respondents noted that there was no guarantee the insurance companies would pay, but they did not specify reasons why this was the case.
    - There were noted administrative burdens for agencies to accurately capture the cost of attending road rescue incidents so that they could submit claims for insurance cost recovery.
    - One jurisdiction noted they experienced a time delay between the expenditure for attending a road rescue incident and receiving the cost recovery from insurance that created funding challenges.
    - In addition, respondents noted it was a challenge to gather vehicle owner insurance and registration information for invoicing on incidents, especially in instances where it is difficult to gather that information (e.g., there is no driver on scene, the incident involves a stolen vehicle, etc.)
  - o Beyond operating expenses, many respondents noted that finding funding for equipment and training was a challenge.
- Few respondents provided responses on ways to improve their funding despite reporting that challenges exist. In addition, when opportunities for funding improvements were noted, they were specific to a jurisdiction. For example, in one jurisdiction funded through taxes, the respondent noted an opportunity to increase the tax rate by 5 percent per year instead of the existing 1 percent increase per year.
- Respondents did not note administrative, funding, or resource issues related to out-of-province or out-of-state vehicles.

3.4 Governance Models

Table 8 summarizes survey responses related to governance for 29 respondents. Overall, the results indicate that local governments and road rescue agencies themselves have significant influence in defining their own road rescue programs, policies, and service delivery. Provincial governments generally were reported to have a limited role in road rescue, with their input typically limited to defining or approving response boundaries, assisting with risk management, and supporting road rescue reporting.

Table 8: Involvement of Agencies in Dimensions of Road Rescue Governance

Dimension of Governance	Alberta 8 Respondents	Washington 4 Respondents	Oregon 11 Respondents	Colorado 4 Respondents	California 1 Respondent	Idaho 1 Respondent
Is there a legislated mandate to provide road rescue services?	No	No	No	No	Unknown	Unknown
Assign decision making authority	• Local or county government	• Local government • State government • Fire chief	• Fire Department • Local Government • Regional Government • State Government	• Fire Department • Local Government	• Local government	• Local government
Define how decisions should be made	• Local government • Agency policy and guidelines	• Local government • Fire chief	• Responding agency • Local government • Incident command	• Fire Department • Local Government	• Local government	• Local government
Establish strategic direction	• Local or county government	• Local government • Fire Chief	• Local government • Incident commander	• Fire Department • Local Government	• Local government	• Local government
Oversee the delivery of services	• Local or county government	• Local government • Fire Chief	• Fire chief • Fire department • Local government	• Fire Department • Local Government	• Local government	• Local government
Implement road rescue policies	• Local or county government	• Local government • Fire Chief	• Fire chief • Fire department • Local government	• Fire Department • Local Government	• Local government	• Local government
Implement service delivery plans	• Local or county government • Responding fire department	• Local government • Fire Chief	• Fire chief • Fire department • Local government	• Fire Department • Local Government	• Local government	• Local government

Dimension of Governance	Alberta 8 Respondents	Washington 4 Respondents	Oregon 11 Respondents	Colorado 4 Respondents	California 1 Respondent	Idaho 1 Respondent
Implement road rescue programs	• Local or county government • Provincial government	• Local government • Fire Chief	• Fire chief • Fire department • Local government	• Fire Department • Local Government	• Local government	• Local government
Monitor and mitigate risks	• Local or county government • Provincial government	• Local government • Regional government • Fire Chief	• Fire chief • Fire department • Local government • Department of Transportation	• Fire Department • Local Government • State government	• Local government	• Local government
Report on performance	• None • Local or county government • Provincial government	• Local government • Regional government • Fire Chief	• Fire chief • Fire department • Local government	• Fire Department • Local Government • State government	• Local government	• Local government
Determine boundaries of response area	• Municipality or County	• State determines fire district boundaries • County government • Fire district board of commissioners	• Fire Districts are organized by the state • Voters within district boundaries • Fire and Rescue Agencies • County commissioners	• Voters of fire protection district • Board of directors • Local government	• Vote of county commissioners	• Fire district commissioner • County commissioners
Permit or allow out-of-jurisdiction response	• Mutual aid agreements • Local or county government • Provincial government	• Local government • Fire Chief	• Fire chief • Fire department • Local government	• Fire Department • Local Government	• Local government	• Local government

Table 9 shows the reported challenges and opportunities related to road rescue governance for each jurisdiction. While there was diversity in responses, several key themes from the responses include:

- **Standardization:** Several jurisdictions noted that not having state or provincial standards result in challenges and in differences in service level and service delivery between jurisdictions.
- **Collaboration:** Respondents noted that strong inter-agency collaboration helped improve road rescue service delivery in their jurisdiction, or that challenges with collaboration negatively impacted road rescue service delivery. In either case, there was agreement in the importance of a collaborative approach to road rescue service delivery while increasing the focus on prevention of motor vehicle collisions through partnership with transportation departments.
- **Resources:** When asked about challenges and opportunities related to governance, many respondents noted challenges related to funding, human resources, training, and equipment. This suggests that it is an issue of strong importance to agencies, and that greater involvement from all levels of the governance structure could be leveraged to better address resource challenges.

Table 9: Challenges and Opportunities for Road Rescue Governance

Dimension of Governance	Alberta 8 Respondents	Washington 4 Respondents	Oregon 11 Respondents	Colorado 4 Respondents	California 1 Respondent	Idaho 1 Respondent
Challenges with existing governance	• No provincial standards • Distances to attend road rescue incidents • Limited access to helicopter emergency medical services • Responding to incidents on provincial highways • Police availability and response time • Limited ability to close roads when required	• None noted	• Absence of standards • Challenges having sufficient personnel and equipment • Poor government understanding of issues related to road rescue	• Electric vehicles • Sufficient personnel to respond	• Long distances between road rescue agencies in some areas	• None noted
Opportunities for governance improvements	• Improve standardization • Collaboration with agencies • Additional training • Prioritize responder safety	• Consolidate or merge agencies to improve consistency in service delivery	• Mandated training • Prioritize and improve safety for responders	• Increased government focus on motor vehicle collision prevention	• None noted	• Leverage existing strong relationships with law enforcement, local government, Idaho Department of Transportation, and other stakeholders

The following additional points related to road rescue governance resulted from the survey responses:

- Road rescue service delivery outside of urban areas did not appear to be a significant issue among respondents. Those from Washington, Oregon, California, Idaho, and Colorado, all noted that fire districts have the mandate for road rescue outside of urban areas. In Alberta, respondents reported that counties, rural municipalities, and Alberta Transportation have a role in road rescue outside of urban areas.
- When asked under what circumstances they would respond to a road rescue incident outside of their boundaries, almost all respondents noted they would attend when asked, typically under a mutual aid agreement.
- Responses related to what standards exist related to road rescue generally fell into four categories:
  - Nine respondents reported having no standards, with one stating that they follow "best industry practice."
  - Seven respondents reported having local bylaws, policies, or standard operating procedures that guide their road rescue services
  - Three respondents reported having state guidelines or standards related to Emergency Medical Services or technical rescue services. In Oregon, the State Department of Public Safety Standards and Training was reported to provide some standards related to road rescue.
  - Ten respondents reported following National Fire Protection Association Standard 450, National Fire Protection Association Standard 1006, or national standards in general.
- Twenty-four respondents reported that the governing agency for road rescue outside of urban areas was the same in their jurisdiction as summarized in Table 8. Four respondents reported that they did not know, while one Alberta agency noted that regional rather than local governments oversee road rescue in some larger areas of the province.

3.5 Additional Information

The following additional findings related to road rescue were obtained from the survey responses:

- Half of respondents (15 out of 29) reported challenges related to road rescue training. Specific challenges included inconsistencies in the level of training between municipalities, high turnover in some volunteer agencies resulting in challenges maintaining high levels of training among responders, gaps in training related to road rescue for electric vehicles and heavy vehicles, and challenges in some remote areas accessing high quality training.
- Four respondents reported that they had failed to attend a road rescue incident because they assumed it fell within another agency's jurisdiction. Two respondents did not provide an explanation for why this occurred, while the other two noted poor dispatch information as a contributing factor.

3.6 Synthesis of Findings

The jurisdictional survey findings included responses for 29 agencies who provide road rescue services in Canada and the U.S. The following points provide key findings from the survey related to road rescue funding and governance:

- Jurisdictions reported a wide range of budgets for their road rescue services, ranging from a minimum of $2,500 per year to a maximum of over $300,000 per year. In addition, the survey results show little relationship between the number of road rescue incidents a jurisdiction responded to per year and their annual road rescue budget. This suggests that the cost of providing road rescue services is dependent on factors beyond the quantity of services provided. Other factors could include distance travelled to incidents, complexity of incidents, number of paid versus volunteer responders, or other similar issues.

- The most common funding source among responding agencies was cost recovery, with this funding source on average accounting for about one-third of an agency's road rescue funding. Other common funding sources included municipal funding, on average accounting for 60 percent of an agency's road rescue funding, and state or provincial funding, on average accounting for 36 percent of an agency's road rescue funding.

- Respondents noted many challenges with cost recovery. These included uncertainty about whether insurance companies would ultimately pay, difficulty keeping track of expenses requiring reimbursement, and challenges with collecting required information for cost recovery (e.g., driver registration). Collecting required information was noted as a particular challenge in instances where a driver did not remain on scene or when the incident involves a stolen vehicle.

- Among respondents, road rescue governance was primarily a local issue with involvement from the municipal or county government and the fire department. State or provincial involvement was reported primarily with regards to defining or approving jurisdictional boundaries, and with assisting to monitor and mitigate risk and report on road rescue reporting.

- Three key themes emerged among responses related to challenges and opportunities for road rescue governance:
  - **Standardization:** Jurisdictions noted that the absence of state or provincial standards resulted in challenges and in differences in service level and service delivery between agencies.
  - **Collaboration:** While respondents noted that collaboration was either a strength or a weakness in their jurisdiction, there was agreement in the importance of a collaborative approach to road rescue service delivery while increasing the focus on prevention of motor vehicle collisions through partnership with transportation departments, including those at the state or provincial level.
  - **Resources:** Many respondents noted challenges related to funding, human resources, training, and equipment. This suggests that it is an issue of strong importance to agencies, and that greater involvement from all levels of the governance structure could be leveraged to better address resource challenges.

4 JURISDICTIONAL INTERVIEWS

This chapter presents findings regarding the jurisdictional interviews which provided in-depth information on road rescue in selected Canadian jurisdictions. In total, interviews were conducted with six individuals from four Canadian provinces. All interview participants worked for a branch of the provincial government. The findings from these interviews are presented in four sub-sections, each containing the findings from one Province:

- Alberta – Section 4.1
- Saskatchewan – Section 4.2
- Manitoba – Section 4.3
- Ontario – Section 4.4

Key findings from the jurisdictional interviews are presented following the Provincial summaries in Section 4.5.

4.1 Alberta

In Alberta, under the Municipal Governance Act, municipalities are required to establish and fund fire and rescue services for the nature of traffic and buildings that they have within their boundaries. In some municipalities funding for these services are tax based and part of their services, while other municipalities have bylaws, at least for fire services, where fire response costs are billed to the property owner. Of note, outside of several improvement districts, which have no infrastructure, the entire province of Alberta has some level of local governance through a municipal district, county, town, village, or summer village. As a result, there are few, if any, areas of the province where there is not a local government with responsibility for provision of fire and rescue services. In terms of governance, the provincial government does not get involved in the day-to-day activities of municipalities and so has little role in road rescue governance; each local government is responsible to decide what level of service they will provide, and often documents this decision in their bylaws.

There is effectively one provincial funding source for road rescue in Alberta with local governments able to pursue cost recovery through the insurance industry. However, the provincial government recognized that for many smaller municipalities, there was a significant administrative burden associated with successfully obtaining this cost recovery. As a result, for road rescue incidents occurring on provincial highways, Alberta Transportation offers cost reimbursement with flat rates. In turn, Alberta Transportation attempts to recover these costs paid to municipalities from the insurance industry themselves using a subrogation contractor. The official policy document provided by Alberta Transportation, shown in Appendix B, states that local governments must first attempt to recover their road rescue costs for incidents on the provincial highway network from the insurance companies themselves. If the local government is unsuccessful, they can submit to Alberta Transportation for cost reimbursement. However, the interviews revealed that in practice, most local governments use either one method or the other. Approximately 75 percent of local governments go through Alberta Transportation for cost recovery, while approximately 25 percent go directly to the insurance industry themselves.

The reimbursement rates for attending road rescue incidents on provincial highways were set through a collaborative process between Alberta Transportation and the Fire Chiefs. The rates are adjusted each year in April, with the rate adjustment partially tied to the inflation rate such that changes in the price of gas or supplies are expected to be covered. The amount paid by the Alberta Government is also intended to cover wear and tear to response vehicles and equipment. The interviewed officials believed that the rates provided were reasonably generous such that jurisdictions would not be out of pocket for attending an incident occurring on a provincial highway.

The interviews revealed that there are several challenges with the existing processes:

- Jurisdictions have 90 days to provide the road rescue bill to Alberta Transportation, however not all jurisdictions consistently provide the required paperwork on time.
- There are administrative considerations both for the jurisdiction and for the provincial government. Jurisdictions must submit two forms, shown in Appendix B, and this can be a challenge for some jurisdictions who do not have administrative staff resources. On the provincial government side, the forms are reviewed, approved, and processed by Alberta Transportation staff who must then work with the subrogation consultant to attempt cost recovery from insurance companies. Interviewees at the provincial level did not feel the administrative burden was overly significant but noted it did take their time away from other important tasks.
- The provincial government can recover costs from the insurance industry for around 80 percent of incidents. While the interviewed officials felt this was a good rate of return, they still noted they were not able to recover costs for all incidents. When asked, one reason provided for not obtaining money from the insurance industry was the statute of limitations. Alberta Transportation noted that despite their 90-day deadline for submission of the forms, they will often still provide reimbursement for forms submitted much later than the deadline as they do not want to burden a municipality with the costs. However, forms provided by a jurisdiction more than 90 days after the incident are more challenging for the provincial government to successfully receive insurance cost recovery.
- One interviewed official noted that a previous version of the form used by jurisdictions to bill the province was complicated, which created challenges for smaller jurisdictions. The form was therefore updated to a simplified version, which they reported is working much better.

Beyond these challenges, the most significant issue noted during the interviews related to a specific area of the province – Highway 63 between Wandering River and Fort McMurray. This highway is the main connection to the Alberta oil sands, and therefore has truck traffic and a poor safety record with many collisions. However, the highway also goes through a remote area of the province, and the community of Wandering River has a volunteer fire and rescue service that provides road rescue for approximately 100 kilometres of Highway 63. In 2010, the volunteer fire department in Wandering River decided they could no longer respond to road rescue outside of their jurisdiction due to the large strain this placed on their small community. This left the province with a significant gap in road rescue service delivery on a critical highway connection, and several reports and studies were conducted to find a solution. For example, in 2015, there was a proposal to build a provincial road rescue base near Wandering River to provide services.

However, as this was anticipated to cost over 20 million dollars, it did not proceed. Instead, the Department of Municipal Affairs worked with the community to provide a grant that allows the community to continue providing road rescue services for highway 63. The community has used the grant funding to hire a private company that provides road rescue services. The interviewed officials noted however, that this grant was not intended as a permanent solution, and it will end in 2023. Discussions are ongoing to determine a long-term solution for road rescue services in this location.

Key Findings - Alberta

Governance: In Alberta, the provincial government has delegated responsibility for fire and rescue services to local government. Under the Municipal Government Act, local governments are responsible for providing services that align with the types of risks present in their community. The provincial government does not define minimum service levels for road rescue.

Funding: For incidents occurring within the Provincial Highway right-of-way, reimbursement for road rescue is provided by the Provincial Government, who in turn try to recover costs from the insurance industry. Road rescue services providers can also try to recover costs directly from the insurance industry themselves.

4.2 Saskatchewan

Historically, governance of road rescue in Saskatchewan has been similar to other Canadian provinces, with the provincial government providing little oversight of road rescue in relation to minimum service levels, training standards, risk management, or other governance functions. Funding for road rescue has historically been provided through Saskatchewan Government Insurance (SGI) using set rates based on the number of responding engines, the time spent at the collision scene, and the tools used to perform road rescue tasks.

However, beginning on November 24, 2022, the Saskatchewan Public Safety Agency (SPSA) is starting a new road rescue program that includes both governance and funding components. The new program is called the Transportation Rescue Extrication Standards Program (TREX). The program design and governance were developed collaboratively with multiple stakeholders under the leadership of the SPSA. The 5.6 million dollars being used to fund the program was provided by SGI using surplus money that resulted from a reduction in motor vehicle collision claims during the COVID-19 pandemic. At this time, the funding is a one-time amount, however the SPSA is hopeful that additional funding will be added to the program over time. Figure 5 shows the overall structure and process of the TREX program, and the key components of the program are described in the following points.
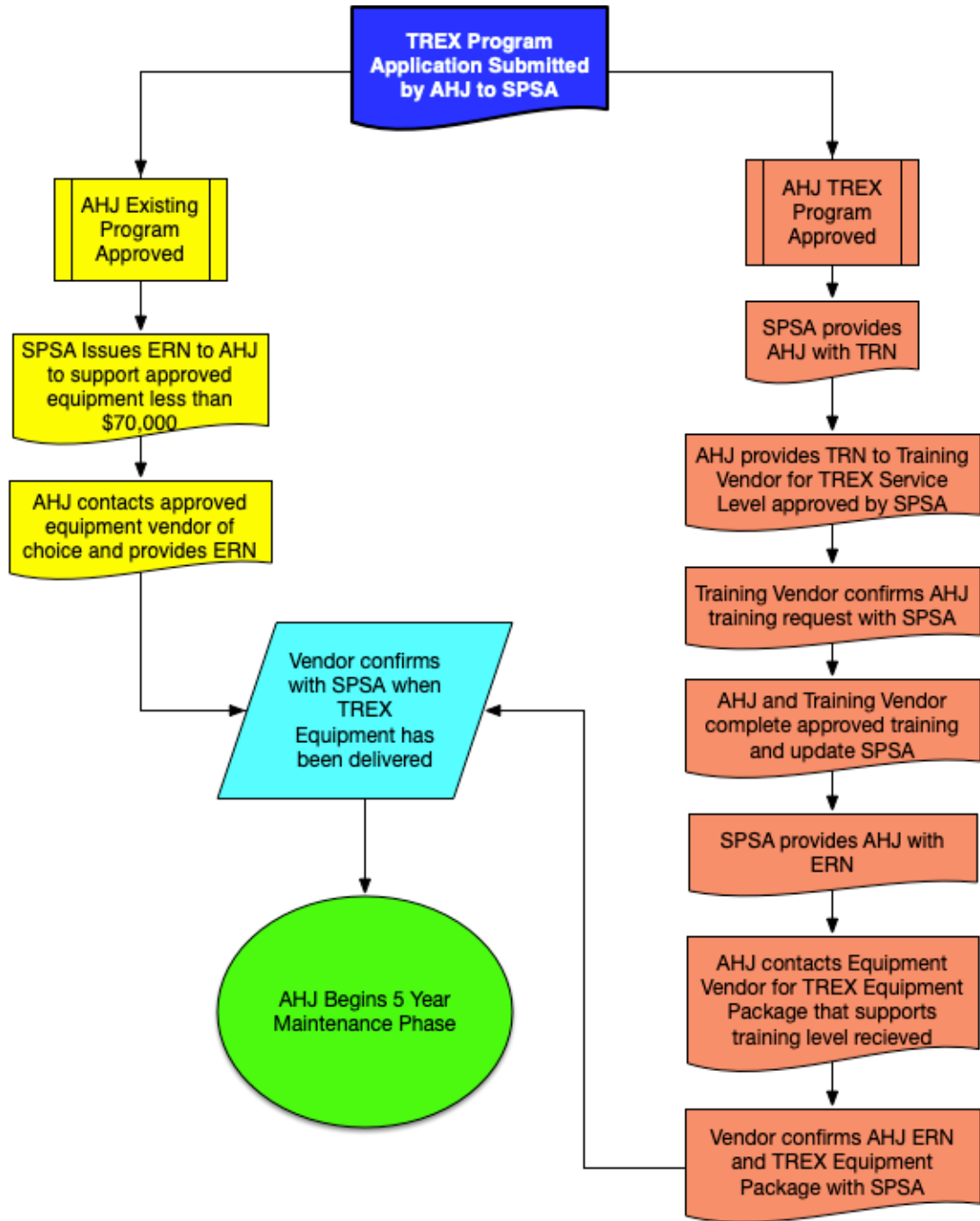
- AHJ: Authority having Jurisdiction
- SPSA: Saskatchewan Public Safety Agency
- ERN: Equipment Reference Number
- TRN: Training Reference Number

Figure 5: Saskatchewan Transportation Rescue Extrication Standards Program Overview[8]

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[8] Saskatchewan Public Safety Agency (2022). *Transportation Rescue Extrication Standards Program Overview.*

- The process begins when a jurisdiction sends an application to SPSA. The application must provide the following details:
  - Organizational Overview – information related to fire department staffing, equipment, and any fire department policies related to road rescue
  - Organizational Training Overview – information related to existing road rescue training levels and training completed by staff over the past 2-3 years
  - Community Capacity – information related to any existing mutual aid agreements, emergency management bylaws, minimum service level bylaws or declarations, and emergency management plans.
- The application allows the SPSA to categorize jurisdictions into one of three service levels:
  - Basic: follows the curriculum from the International Trauma Life Support Access textbook, and primarily focusses on scene stabilization, extrication with hand tools, and basic medical packaging of trapped victims.
  - Level 1: this service level is based on the Level 1 skills from the National Fire Protection Association 1006 Standard. It includes all training included in the basic service level, in addition to basic operations of hydraulic or battery powered tools suitable for responding to uncomplicated rescues involving light vehicles.
  - Level 2: this service level is based on the Level 2 skills from the National Fire Protection Association 1006 Standard. Beyond the basic and level 1 service levels, it includes advanced stabilization, and lifting and cutting techniques for complicated scenarios, or those involving heavy vehicles.
- In addition, the application allows the SPSA to determine whether a jurisdiction has sufficient training among staff for their level of service. Jurisdictions who can demonstrate that they are already meeting training standards do not need to receive additional training through the TREX program, while those who do not have sufficient training levels are required to have staff complete a training program.
- Following approval, if a jurisdiction is not required to undergo additional training, the SPSA will issue an Equipment Reference Number (ERN) to the jurisdiction. The ERN can then be used by the jurisdiction to purchase equipment from their desired equipment supplier using a pre-determined equipment list that aligns with their level of service. The equipment costs are fully paid for through the TREX program, and jurisdictions do not pay for any of the equipment costs themselves.
- Alternately, jurisdictions who are required to receive additional training are issued a Training Reference Number (TRN) following approval. The TRN allows a jurisdiction to work with training companies to set up staff training for their level of service. The costs of training are fully covered by the TREX program, however jurisdictions do pay for transportation and hotel costs associated with having the training company travel to their jurisdiction to conduct the training sessions.
- Once a jurisdiction has completed the training and the training company has confirmed that the training is completed, the SPSA will issue an ERN so that the jurisdiction can purchase equipment that aligns with their service level.
- Once a jurisdiction has received their equipment, or their training and equipment, the TREX program with that jurisdiction moves into a maintenance phase. During the maintenance phase,

jurisdictions are responsible for the costs and effort required to maintain training standards and to properly maintain the equipment. The maintenance phase continues for five years.

Under the TREX program, the provincial government has negotiated set prices for the equipment and training programs with vendors. There are several vendors providing both equipment and training and the provincial government does not dictate to jurisdictions which training or equipment vendor they choose, however jurisdictions who receive training through the TREX program must ensure that the training they receive is conducted with the same brand of equipment they purchase.

In addition, the TREX program does not replace the existing funding provided by SGI for cost recovery of attending incidents. The TREX program is intended to empower communities to have a greater capacity for road rescue through the provision of high-quality training and equipment, while the SGI cost recovery funding will continue to assist jurisdictions with recovering the costs of attending specific incidents.

Since the program has not started – it begins on November 24, 2022 – the interviewed officials were not yet sure of the challenges or issues with the program. They did note however that the SGI cost recovery funding levels were high enough that for some jurisdictions their costs were more than covered such that responding to a collision scene could result in revenue for the jurisdiction. It was reported that because of the potential revenue generated in responding to road rescue incidents, there is sometimes competition between jurisdictions to attend collision scenes so that they can collect the SGI cost recovery funding.

Finally, based on their experience building the TREX program, the interviewed officials noted two important considerations in building a new road rescue program:

- The program should be built based on feedback from stakeholders. One interviewed official noted they had been working in various roles related to road rescue for around 40 years, but found they received critically important input from some of the smaller jurisdictions. They reported that engagement efforts should focus on being as inclusive as possible, even if some jurisdictions choose not to participate.
- They noted that both the governance and funding aspects are equally important. Instead of simply giving money for training or equipment, they felt they had developed a program that would enhance community capacity, provide communities with ownership of their road rescue programs, hold them to training and equipment maintenance standards, while also providing financial support.

Key Findings - Saskatchewan

Governance: In Saskatchewan, the provincial government has delegated responsibility for fire and rescue services to local government. Agencies that choose to take part in the Transportation Rescue Extrication Standards (TREX) program must meet minimum training standards and properly maintain their equipment.

Funding: There are two funding streams for road rescue in Saskatchewan:

1. Agencies can receive reimbursement from Saskatchewan Government Insurance (SGI) for costs of attending road rescue incidents using pre-determined rates.
2. Beginning in late November 2022, using a one-time $5.6 million fund from SGI, the Saskatchewan Public Safety Agency is starting a grant program that will provide funding for road rescue training and equipment.

4.3 Manitoba

In Manitoba, many municipalities have taken on the role of responding to motor vehicle collisions as a service to the public, typically through a decision made by the local City council. The regulations are not specific in terms of what services municipalities must provide. Instead, the regulation broadly states that from an emergency management perspective, municipalities must have an emergency plan to mitigate community hazards and risks. More granular issues are considered public policy decisions, which are left to each municipality. The interviewed official noted that the provincial government in Manitoba has a very limited role in the governance of road rescue. Beyond the noted requirement for an emergency plan, two additional governance items were noted during the interview:

- There are workplace health and safety regulations in Manitoba that require staff to be trained for the tasks they are required to perform; and
- The provincial government publishes some guidance level documents that offer support to local municipalities, but these are not legislated requirements.

The main challenge noted during the interview related to the governance of road rescue services in Manitoba is that there are some areas of the province with provincial highways, but no fire or rescue services available (e.g., unorganized territory, which falls under the purview of the provincial government). It was noted that unless there is a mutual aid agreement in place for these areas, there would be no road rescue service available. As a result, if there were an incident in one of these areas, the existing regulatory and governance frameworks mean that there would be no response provided to the incident. In practice, it was reported that the nearest agency would likely attend the incident, but there would be no obligation for them to do so. There were no plans reported by the interviewed official to work with jurisdictions to address these potential gaps in service delivery, or to improve the legislation and governance of road rescue to address this challenge.

Funding for road rescue in Manitoba is provide through Manitoba Public Insurance (MPI). Fire departments who provide road rescue services and respond to an incident can claim the costs and obtain cost recovery from MPI. Like other provinces, MPI has developed a set of fixed costs associated with road rescue response and have developed a fee schedule. Based on the services provided at a particular collision scene, cost reimbursement is provided to the fire department by MPI according to the fee schedule. It was also noted that if the collision were to involve an external insurance agency (e.g., a driver from Alberta), the fire department may try to recover those costs from the external insurance provider, however not all fire departments pursue cost recovery from external insurance agencies.

To obtain the cost recovery from MPI, jurisdictions need to submit a report signed by the jurisdiction's Chief Administrative Officer and Fire Chief, and the report must describe what the fire department did at the scene (e.g., traffic control, vehicle extrication, other functions they provided). The amount of cost recovery depends on the services provided.

Beyond the MPI cost recovery funding, in the past there was a one-time grant provided by the provincial government for fire protection equipment, however the interviewed official noted that there are no plans for another grant, nor for one focussed on road rescue. More generally, the provincial government does make funding available for local jurisdictions, however it is typically non-specific and can be allocated to areas of need as determined by the local government. For example, the Department of Indigenous Reconciliation and Northern Relations has an oversight and funding role for unincorporated communities that are within unorganized territory. Some of these unincorporated communities have used funding from this provincial government department for vehicle extrication equipment, however the allocation of funding to the purchase of this equipment was a decision made by the local governing body and not by the provincial government. Overall, it was reported that while funding is always a challenge for local governments, there were no specific issues related to funding for road rescue in Manitoba.

Beyond reporting on their own program, the interviewed official from Manitoba provided several thoughts about how an effective road rescue program could be developed:

1. It was suggested that without input and consideration from all stakeholders, a road rescue program is unlikely to be successful.
2. The issue of managing public expectations was raised as an important consideration. It was noted that once a program has started, the public may come to rely on the service and become unsupportive of losing the service or experiencing a reduction in service level. As a result, the initial program design should include significant consideration for methods of sustaining and maintaining the program over time.
3. In Manitoba, there are approximately 240 total fire departments, with four of them career fire departments, and the rest fully volunteer. However, it was noted that there is a demographic change and people's commitment to volunteerism is shifting. People appear to have less interest and desire to volunteer for a variety of reasons, including inflation pressures leading people to work more hours or additional jobs, or increased prioritization of personal commitments such as family. In addition, work in emergency services was noted as particularly challenging, perhaps especially in more remote areas where those responding to a collision scene are likely to know victims

personally. Given the existing significant reliance on volunteers for providing road rescue services, the interviewed official noted that a road rescue program must consider changes in volunteerism and how these trends may impact the viability of a road rescue program that relies heavily on volunteer effort.

4. Finally, it was noted that road rescue service delivery is changing, and that training standards would be an important consideration to ensure those doing road rescue work are prepared for current and future developments in the industry. Several examples, including electric and autonomous vehicles, were noted as specific challenges that fire departments are increasingly facing in their response to collision scenes.

Key Findings - Manitoba

Governance: In Manitoba, the provincial government has delegated responsibility for fire and rescue services to local government. City councils typically make the decision on whether to provide rescue services within their jurisdiction with consideration for the risks present in their community.

Funding: Manitoba Public Insurance reimburses responding agencies for costs related to attending road rescue incidents based on a fee schedule.

4.4 Ontario

In Ontario in the 1990's, road rescue services were a provincially run service with the provincial government funding and running specialized teams throughout the province. However, it was reported during the interview that response times from the stations could be very lengthy, and so many municipalities began purchasing road rescue equipment so that they could respond to incidents in their local community. As an increasing number of local jurisdictions began providing the service, the provincial government stopped providing road rescue themselves, and placed the responsibility for road rescue on local governments within the Fire Protection and Prevention Act (FPPA). Currently, the responsibility is on municipal councils to set their level of road rescue service, and it is left up to each municipality to decide whether they want to provide road rescue services or not. Since the provincial government stopped providing road rescue services themselves, all municipalities have been willing to step in and provide the service, so there are no existing issues with gaps in service delivery.

Unlike other provinces, the Ontario government appears to be increasingly involved in the governance of road rescue, at least with regards to road rescue training. On July 1, 2022, the provincial government passed legislation requiring mandatory certification for fire fighters in road rescue, based on the level of service their jurisdiction is providing:

- For jurisdictions providing basic automobile extrication, fire fighters are required to be trained to the NFPA Firefighter 1 and 2 standard.
- For jurisdictions providing advanced automobile extrication, firefighters are required to be trained to the NPFA 1006 Advanced Vehicle Extrication standard.

Jurisdictions have been given four years to become compliant with these mandatory training requirements. During the interview it was noted that the new training standards are based on the British Columbia Fire Service Minimum Training Standards Playbook[9], and on some material and experiences from Quebec.

In Ontario there are two sources of funding for road rescue, however responding agencies must choose to pursue one funding source or the other:

- For incidents occurring on a Provincial Highway, the Ministry of Transportation (MTO), reimburses responding agencies based on the time spent on scene and the number of vehicles used in the response. Current reimbursement rates are approximately $450 per responding vehicle per hour. Agencies are not reimbursed for false calls. In addition, unlike Alberta, MTO does not pursue insurance cost recovery for the funding disbursed to jurisdictions. Instead, this funding is provided through the MTO budget.
- For incidents not on a Provincial Highway, agencies can pursue cost recovery from insurance companies. Given the provincial lens of the interview, it was not clear whether jurisdictions were often successful in obtaining cost recovery, nor how large of an administrative burden insurance cost recovery required.

In practice, it was reported that most jurisdictions obtain funding from MTO for any incidents they attend on the Provincial Highway network and pursue cost recovery from insurance companies for all other road rescue incidents they attend.

In terms of response to incidents outside of municipal boundaries, it was reported during the interview that unincorporated Ontario falls under Northern Fire Protection program, which is run by the Office of the Fire Marshall (OFM). The OFM has agreements with local service boards to establish a fire department, and for most unincorporated areas there is a fire department somewhere in the area that will provide road rescue services. However, the OFM does not have a funding role in these fire departments. Instead, they are funded in the same manner as other fire departments and can obtain MTO funding. If there is not an agency within the Northern Fire Protection program in an area, the situation would be like British Columbia in that the closest municipality would likely respond, but would have no obligation to do so.

The interviewed official noted that the system in Ontario is currently operating well and there are no significant issues. However, two potential future challenges were noted during the interview:

1. Smaller municipalities who respond to few road rescue incidents each year reportedly do not have sufficient provincial funding to purchase road rescue equipment. This was reported as a significant challenge for smaller municipalities, some of whom are considering whether they can continue to provide road rescue services without additional funding from the provincial government. So far, all municipalities continue to provide road rescue services.

[9]https://www2.gov.bc.ca/assets/gov/public-safety-and-emergency-services/emergency-preparedness-response-recovery/embc/fire-safety/playbook.pdf

2. There is the potential for gaps in road rescue service delivery in some unincorporated areas because municipalities do not have an obligation to respond to incidents in these areas. To date, there have been no reported incidents where no agency responded to the collision scene to provide road rescue services, but the provincial government is aware this is a possible situation.

The interviewed official noted that changes to the road rescue program would likely be required in the future to address these two challenges, but there were no concrete actions being taken to proactively find solutions. Instead, it was reported that provincial staff were monitoring these issues.

When asked about suggestions for EMBC as they work on improving road rescue services in British Columbia, the interviewed official noted they will likely move toward a program with combined municipal funding, provincial grant funding, and MTO funding:

- Municipal governments would continue to be responsible for provision of road rescue service and for training staff to the minimum standards defined in the legislation. They would also be responsible for the costs of responding to incidents that are not on a Provincial highway, however, could pursue insurance reimbursement for these costs.
- Provincial grant funding would be provided to assist local jurisdictions in purchasing road rescue equipment.
- MTO would continue to provide cost recovery for incidents occurring on the Provincial Highway network.

The interviewed official noted however that they were unaware of how this type of program would be perceived by others in the government and that there may be little support for starting a road rescue grant program.

Key Findings - Ontario

Governance: In Ontario, the provincial government has delegated responsibility for fire and rescue services to local government. City councils typically make the decision on whether to provide rescue services within their jurisdiction with consideration for the risks present in their community. The Office of the Fire Marshall works with local service boards to establish fire departments with road rescue capacity within some unincorporated areas.

Funding: There are two sources for road rescue funding in Ontario:

1. For incidents occurring on the Provincial Highway network, jurisdictions receive cost reimbursement from the Ontario Ministry of Transportation. The Ministry of Transportation does not recover costs paid to responding agencies from insurance companies.
2. For incidents not on the Provincial Highway network, jurisdictions can pursue cost recovery from insurance companies.

4.5 Synthesis of Findings

The interviews provided valuable insight on road rescue programs within four Canadian provinces: Alberta, Saskatchewan, Manitoba, and Ontario. The key findings from the interviews are:

- All four provinces have delegated responsibility for road rescue service provision to local government, with none of them requiring local jurisdictions to provide the service. As a result, each local government makes the decision on whether to provide road rescue services; however, it appears that most local jurisdictions do decide to provide some level of road rescue.

- The provincial governments reported taking a limited role in the governance of road rescue (e.g., training standards, minimum service delivery levels, performance standards, etc.), instead leaving many of these decisions and program definition tasks to local governments. One exception is Ontario, who reported having mandatory minimum training standards for road rescue providers. Their legislation was passed in July 2022 and established two levels of training depending on the level of service provided by a jurisdiction. Local governments have been given four years to become compliant with the new minimum training standards.

- In all four provinces, responding agencies can pursue cost recovery for the cost of responding to a road rescue incident from insurance companies. In Manitoba and Saskatchewan, where there is a provincial insurer, there are set fees provided to responding agencies. In Alberta and Ontario, agencies must negotiate cost recovery with the insurance companies themselves.

- In Ontario and Alberta, the provincial transportation department provides cost reimbursement for agencies when they respond to a road rescue incident occurring on a provincial highway. In Alberta, the Transportation Department attempts cost recovery from insurance companies themselves, while in Ontario, the transportation department provides this funding from their own budget. The Saskatchewan and Manitoba transportation departments do not provide cost reimbursement to agencies responding to road rescue incidents on provincial highways.

- Only Saskatchewan currently provides a grant program for road rescue, however the grant is funded through a surplus from the provincial insurer due to a reduction in collision claims during the COVID-19 pandemic. As a result, the grant program currently has a fixed, one-time total budget of 5.6 million dollars, and once this funding has been distributed the grant program will end, unless other funding sources can be obtained. The grant program funds both road rescue training and equipment.

- In general, despite the potential for gaps in service delivery or funding challenges, most provinces reported that their existing program was effective, while also recognizing the potential for issues to arise in the future. An exception is Alberta, where a local municipality decided to stop providing road rescue services, and the provincial government decided to make special funding available to the municipality to hire a road rescue contractor to avoid gaps in service delivery. However, this was noted as a short-term solution, with discussions ongoing regarding more long-term solutions to this issue.

5 CONCLUSIONS AND RECOMMENDATIONS

This study has documented the findings from a comprehensive literature review, jurisdictional survey, and jurisdictional interviews on governance and funding for road rescue programs. There are several key findings from these three tasks:

- The study findings indicate that governance of road rescue occurs at all levels of government. Some jurisdictions (e.g., New Zealand, Scotland) have governance of road rescue under the purview of the national government, in others (e.g., Australia) governance of road rescue is performed by the state or provincial government, and in others (e.g., England) it is with regional government. In North America, the most common model is for governance of road rescue to be mainly a function of local government.
- In North America, most state and provincial governments provide little direct governance or funding support for road rescue. In the interviews with Canadian provincial governments, with two exceptions, none of the four provinces interviewed take an active role in setting training standards, requiring the provision of road rescue services, or having a significant role in other aspects of road rescue governance.
  - One exception is the training and equipment maintenance standards currently being implemented in Saskatchewan; however, these only apply to jurisdictions who voluntarily agree to participate in a new grant funding program.
  - The second exception is the recent Ontario legislation which sets minimum road rescue training standards for all fire departments. The legislation sets out two minimum training standard levels, with fire departments required to meet the one that matches their road rescue service level.
- There were few examples of provincial governments providing direct funding for road rescue. In general, even if the provincial government distributed funding (e.g., Alberta, Saskatchewan), the underlying funding source was the insurance industry.
- The most commonly noted source of funding for road rescue was insurance funding. In general, there are two models used to leverage the insurance industry for road rescue funding:
  - Internationally, several jurisdictions (e.g., Australia, New Zealand, Scotland) use a levy on insurance to fund fire and rescue services. For many of these jurisdictions an additional fee is added to most types of insurance, including property, motor vehicles, and other assets, and the money from this levy is used to fund road rescue services. Jurisdictions using a levy often reported that the levy was the main source of funding, accounting for up to 95 percent of a jurisdictions fire and rescue income.
  - In Canada, cost recovery from insurance companies appeared to be more common. In Alberta, Saskatchewan, Manitoba, and Ontario, jurisdictions were able to obtain cost recovery from the insurance industry. In Saskatchewan and Manitoba, who both have a provincial insurer, the cost recovery followed a fee schedule. In Alberta and Ontario, jurisdictions have the option of pursing insurance claims directly with insurance companies or billing the Transportation Department using a fee schedule. The Transportation

Departments in these two provinces reimburse jurisdictions for incidents occurring on the Provincial Highway network.

Based on these findings, the study has identified four key recommendations as EMBC works to enhance the road rescue program in British Columbia:

1. Leverage the insurance industry
2. Adopt and implement best practices
3. Look to the future
4. Engage with stakeholders

Each of these is explored further in the following sections.

5.1 Leverage the Insurance Industry

British Columbia appears to be an exception in Western Canada in not having funding from the insurance industry for road rescue services. There are many opportunities to design an insurance funding mechanism to work in the B.C. context given that several models of insurance funding were found through this study:

a. EMBC may investigate a levy added to motor vehicle insurance policies. This model is more common internationally than in North America but appears to provide a stable source of funding. For agencies responding to road rescue incidents, this funding model does not appear to create a significant administrative burden, as the administrative aspects of the funding source are mainly conducted by insurance companies and the provincial government. Funding road rescue in this way often covers all costs associated with road rescue, including equipment, training, and costs of attending and responding to an incident.

b. Alternately, EMBC may investigate an insurance cost-recovery model where agencies responding to road rescue incidents can apply to receive cost recovery from the insurance industry. Most often, jurisdictions using this model have set fees that are regularly reviewed and depend on some combination of the equipment used in the road rescue response, the time spent at the scene, the distance travelled to the scene, and the number of responding vehicles. Under this model, there are administrative burdens placed on responding agencies to collect the vehicle and insurance information from those involved, and to record the information used to determine the amount of cost recovery eligible under the fixed fee formula. In addition, this funding model typically only covers the costs associated with attending an incident, and does not cover training, equipment or other costs associated with a road rescue program.

5.2 Adopt and Implement Best Practices

There appear to be several emerging best practices from the international literature that could be incorporated into an enhanced road rescue program in British Columbia:

a. Internationally, road rescue agencies appear to increasingly be involved not only in motor vehicle collision response, but also in working collaboratively for motor vehicle collision prevention. Many

of these jurisdictions are noting that reducing the number of collisions occurring on the roadway helps to reduce the costs of providing road rescue services. For EMBC, a simple initial step might be to enhance data collection practices on where road rescue incidents are occurring within the province. This data could be passed along to the Ministry of Transportation and Infrastructure, or to local police agencies to advocate for changes in road design, operations, maintenance, targeted enforcement, or any other approach that may help to reduce the frequency of serious collisions.

b. In some jurisdictions, such as Australia, road rescue is increasingly seen within a broader system, given its relation to road safety more generally. For example, road rescue is partially funded in Victoria State by the Transport Accident Commission – a government agency tasked with improving road safety. Increased collaboration between all government departments involved in road safety and collision response is being recognized in these jurisdictions as a way to save lives, enhance community liveability, and reduce the large costs associated with serious collisions. EMBC may wish to engage more closely and collaborate more regularly with RoadSafetyBC to better understand how road rescue and collision response relate to broader efforts to enhance road safety.

5.3 Look to the Future

Throughout the study, it was evident that a new or enhanced road rescue program needs to consider how the world is changing and the implications of these changes on the viability of a road rescue program. Two key challenges were noted:

a. There are ongoing changes occurring within volunteerism, with the general trend being that people are less willing or less available to participate in volunteer work. At the same time, many Canadian provinces noted a large reliance on volunteer workers to perform road rescue work, particularly in more remote and rural areas. As changes to a road rescue program in British Columbia are considered, these changes in volunteerism should be recognized and further investigated to ensure the long-term viability of road rescue within the province.

b. The transportation industry is also changing rapidly, with the study noting electric vehicles and autonomous vehicles as existing and upcoming challenges. An updated road rescue program should therefore not only consider the tools and training required for road rescue with the types of vehicles currently using the roadways, but also future advancements in vehicle technology that may require different training and tools.

5.4 Engage with Stakeholders

The work conducted for this study revealed that collaboration with stakeholders is of critical importance. Successful programs appear to unite stakeholders under a common objective or goal, and provide a space where stakeholder input is strongly valued and incorporated into the program design wherever possible. EMBC will need to identify a broad set of stakeholders with an interest or involvement in road rescue in B.C., and work closely with them as a new or enhanced road rescue program is developed and implemented.

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APPENDIX A: SURVEY QUESTIONS

Appendix

A

Road Collision Rescue Programs

This survey is being conducted to assist Emergency Management British Columbia obtain a better understanding regarding governance and funding models for road collision rescue services in other jurisdictions. The results from this survey will help the agency to enhance their existing practice.

We ask you to take about 15 minutes of your time to help us by answering the questions that follow. If you require further clarification about the overall study, please contact either:

Dr. Jeannette Montufar, Research Lead
jeannette.montufar@morrconsulting.com

Ms. Maurie Hurst, British Columbia's Assistant Deputy Fire Commissioner
maurie.hurst@gov.bc.ca

INTRODUCTORY INFORMATION

Name: _____

Agency: _____

Job Title: _____

E-mail Address: _____

Do you provide road collision rescue services in your jurisdiction?

       a. Yes → Proceed with survey
       b. No → (logic: go to next question)

Who provides road collision rescue services in your jurisdiction? (logic: go to thank you and exit survey).

Who has the legislated mandate for road collision rescue outside of urban areas?

ROAD RESCUE GOVERNANCE

1. Is there a legislated requirement to provide road collision rescue services within your jurisdiction?
    a. Yes (logic: go to question 2)
    b. No (logic: go to question 3)

2. What is the name of the legislation that addresses road collision rescue services?

3. Who determines the boundaries of your response area?

4. In what circumstances would your agency respond to a road collision call outside of your response area?

5. What standards exist that govern road collision rescue in your jurisdiction?

6. Who is the governing authority for each of the following actions when responding to incidents resulting from road collisions (e.g., Local Government, Regional Government, National Government, Other Agency)?

    a. Assign decision making authority
    b. Define how decisions should be made
    c. Establish Strategic Direction
    d. Oversee the delivery of services
    e. Implement policies regarding road rescue
    f. Implement service delivery plans for road rescue
    g. Implement road rescue programs or projects
    h. Monitor and Mitigate risks
    i. Report on road collision rescue performance
    j. Permit or allow response to out of jurisdiction incidents

7. For the actions identified in Question 6 are there any that require changes from a governance perspective?
    a. Yes (explain)
    b. No
    c. Don't Know

8. When a road collision occurs outside an urban area, is the governing authority the same for the various actions you identified above?
    a. Yes
    b. No (explain)
    c. Don't Know

9. What key challenges exist related to governance of road collision rescue?

10. What opportunities exist related to governance of road collision rescue?

11. Do you have any challenges or gaps in training related to road collision rescue?

ROAD RESCUE FUNDING

12. Approximately how many motor vehicle collisions do you attend each year for the provision of road rescue services?
    a. Between 1 and 20
    b. Between 21 and 40
    c. Between 41 and 60
    d. Between 61 and 100
    e. Between 101 and 150
    f. Between 151 and 200
    g. More than 200

13. What is your agency's annual operating budget to provide these services?

14. Approximately what percent of your agency's annual operational budget is spent on road collision rescue?

15. What are the sources of revenue your agency uses to provide service?
    a. Donations/Fundraising
    b. Cost recovery (e.g., from insurance)
    c. Sale of Services (explain)
    d. Special Grants
    e. Municipal Funding
    f. State/Provincial Funding
    g. National/Federal Funding
    h. Other (specify)

16. Does your agency receive reimbursement for attending road rescue incidents outside of your jurisdiction?

17. For the funding sources selected in the previous question, approximately what percentage of your funding comes from each source?
    a. All selected items from *a* through *i* above (there is automatic logic in the survey software to place all selected options from the previous question here)

18. What are key funding challenges related to road rescue associated with collisions in your jurisdiction?

19. Are there any potential opportunities that your agency has identified that could improve your funding model?
    a. Yes (explain)
    b. No

LIABILITY ISSUES

20. Are you aware of any liability issues that may have come up as a result of road collision rescue?
    a. yes (explain)
    b. no

21. Does your agency rely on volunteers for road collision rescue?
    a. Yes, mainly or all volunteers (logic: go to question 22)
    b. Yes, hybrid model (logic: go to question 22)
    c. No (logic: go to question 24)

22. Does your agency possess insurance coverage for cases where volunteers with insufficient training may assist a patient who may not survive a collision?

        a.   Yes (logic: go to question 24)
        b.   No (logic: go to question 23)

23. What is the reason that no insurance coverage exists for volunteers?

24. Is there coverage in your jurisdiction for convergent volunteers (i.e., those who spontaneously decide to assist with incident response)?
        a.   Yes (logic: go to question 26)
        b.   No (logic: go to question 25)

25. What is the reason there is no coverage for convergent volunteers?

26. Have there been situations when your agency has not responded to a road incident because there was an assumption that the incident fell within another agency's geographic coverage limits?
        a.   Yes (explain)
        b.   No

27. Would you be willing to be contacted for a follow-up interview related to your survey responses?
        a.   Yes → Please provide your Name and Email
        b.   No

Thank you for taking the time to complete this survey. Your responses will help to develop a more detailed understanding of funding and governance models for road collision rescue programs.

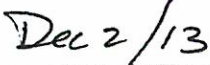# APPENDIX B: ALBERTA TRANSPORATION ROAD RESCUE POLICY

Appendix

B

Alberta Transportation

DEPARTMENT POLICY STATEMENT

TITLE	Emergency calls – Emergency Response on Highways (Recovery of Damage Claims)	
Division/Branch	**Engineering and Policy Division**	
	Technical Standards Branch	
Version Number	**Replaces Previous Policy Number:** TCE-DC-501(v2)	**Effective Date**
Preamble	Fire departments are expected to recover costs for emergency responses on provincial highways directly from the responsible party, or their insurance company. If the fire department is not successful in recovering costs from the responsible party, then they can seek reimbursement from the department under this policy.	
Purpose	This policy defines reimbursement of fire departments for the use of emergency response vehicles and equipment and determines the methods of setting the rate at which fire departments will be reimbursed for their services.	
Principals	For all emergency responses within Provincial Highway rights-of-way billings will be accepted from the local fire departments to cover reasonable costs as described in the GUIDELINES FOR PAYMENT OF FIRE DEPARTMENT EMERGENCY RESPONSE IN PROVINCIAL HIGHWAY RIGHT-OF-WAYS, September 2013, (Emergency Call Guidelines), as agreed with the Alberta Fire Chiefs Association.	
	Annual adjustment of the standard rates defined in the Emergency Call Guidelines will be applied as of April 1st each year, at the rate of inflation calculated in Highway Maintenance Contracts, rounded to the nearest $5/hour rate.	
Criteria	Any billings submitted to Alberta Transportation must be on a form acceptable to Alberta Transportation and contain all information as described in the Emergency Call Guidelines.	
	The completed form is to be submitted to the Operations Manager by the fire department within 180 days of the incident.	
	Copies of RCMP Collision Report Forms may be obtained from Transportation Safety Services.	
	If the fire department's costs were reimbursed by Alberta Transportation, the damage claim recovery consultant will proceed to obtain reimbursement from the party responsible for the occurrence, as possible.	
Reference	GUIDELINES FOR PAYMENT OF FIRE DEPARTMENT EMERGENCY RESPONSE IN PROVINCIAL HIGHWAY RIGHT-OF-WAYS, September 2013	
Approved by	*R. H. R.* *Dec 2/13*	
	Rob Penny, Deputy Minister Effective Date	

Alberta Transportation

GUIDELINES FOR PAYMENT

OF FIRE DEPARTMENT EMERGENCY RESPONSE

IN PROVINCIAL HIGHWAY RIGHT-OF-WAYS

PURPOSE

These guidelines outline what Fire Departments can claim for reimbursable expenses when responding to emergencies within the Provincial Highway right-of-ways. They are intended for use by fire departments to prepare invoices, and department staff who process and approve invoices.

SCOPE

Where the fire department can collect costs from another party, they should.

Alberta Transportation's reimbursement is intended to be a "safety net" so that fire departments are not left with unrecoverable costs for calls on provincial highways. Fire departments cannot collect from both Transportation and the responsible party.

INVOICING

Transportation pays for individual units according to Table 1, attached.

Light duty passenger cars and trucks used to transport manpower and equipment are not eligible for reimbursement.

Cancelled calls can be invoiced for one hour for each type of unit dispatched.

Foam or retardant and all other materials used during the response are considered incidental.

Invoiced time is to be based on travel from and arrival back to the stationhouse as shown on the "Run Report".

If the incident requires additional specialized equipment (such as a bulldozer or other unique equipment not normally used by the fire department for emergency response on provincial highways), the invoice has to contain a brief explanation and a clear description of which other vehicles were dispatched or why the additional costs were incurred, along with supporting documentation for actual costs to be reimbursed to the fire department. Supporting documentation for actual costs are not required for vehicles described in Table 1.

September 2013

Invoices are to be submitted to the appropriate Operations Manager on a form acceptable to the department, and include:

- The fire department's name, mailing address and contact person information (i.e. phone number & email address)
- Date, time and place of the incident
- The fire department's reference or file number
- Police agency's file number (when a police report has been created)
- The "Run Report"
- The total number of hours for each vehicle responding, rounded to the nearest 15 minutes, from leaving the station (i.e. Dispatched) until the truck arrives back to the stationhouse as documented in the "Run Report".
- The time that the fire department informed the local highway maintenance contractor of the callout
- The time that the fire department informed the municipal government of any detours involving local roads, as applicable

Alberta Transportation has a standard form that fire department are encouraged to use.

If legal action is required to recover costs, the fire department is not to initiate any such action themselves.

Invoices shall be submitted to Alberta Transportation no later than 180 days from the date of the incident.

If the response includes work outside the highway right-of-way, invoices submitted to Alberta Transportation must only apply to the portion of costs incurred for work within the highway right-of-way. It doesn't matter where the incident started; Alberta Transportation only pays for the work done within Alberta Transportation's right-of-way.

September 2013

TABLE 1: Rates of reimbursement for Fire Department units

Responding within a provincial highway right-of-way

Type of Unit	Comment	Hourly Rate (2015/16)
Ladder and pumper trucks	• Includes equipment costs, labour, and all materials. • These are specialized pieces of equipment specifically designed and built to fight fires.	▬
Light & Medium rescue vehicles	• Used to transport manpower & equipment not covered under the rate for ladder and pumper trucks. • Rescue vehicles must meet the equipment requirements listed in Section 4, particularly Table 4.2.2, of NFPA 1901. • Light rescue vehicles are permanently rigged and equipped to do basic rescue tasks using hand & basic extrication tools (i.e. pry bars, air chisels, bolt cutters, stabilization equipment & cribbing, hand and power saws, lighting and portable hydraulic rescue tools) and medical aid equipment. • Medium rescue vehicles carry more equipment to handle regularly occurring rescue tasks plus specialized rescue equipment for at least one rescue specialty.	▬
Command vehicles		▬

• These rates are to be adjusted annually on April 1st, using the inflation formula established in the Highway Maintenance contracts.

September 2013

Alberta Transportation

EMERGENCY RESPONSE CLAIM TO
ALBERTA TRANSPORTATION

Claim # _____

Fire Department Name		**Contact Person** (include Phone number and/or email)	
Fire Department Address		**Date of Incident** (month, day, year)	
Location of Incident		**Other Fire Departments Responding**	
Other Fire Departments Responding			

Total Number of Hours Responding *, per vehicle

* Total number of hours for each responding vehicle, **rounded to the nearest 15 minute interval** from leaving the station (dispatched) until **arriving back** at stationhouse as documented in the "run report".

Command Unit #	Units # (Pumper / Ladder)	Units #
Rate _____ /hour	Rate _____ /hour	Rate _____ /hour
# of units **0**	# of units **0**	# of units **0**
Time Dispatched _____	Time Dispatched _____	Time Dispatched _____
Time Back at Station 0:00	Time Back at Station 0:00	Time Back at Station 0:00
# hours * **0** 0:00	**# hours *** **0** 0:00	**# hours *** **0** 0:00
Total Cost **$0.00**	Total Cost **$0.00**	Total Cost **$0.00**
Other Units #	**Other Units #**	**Other Units #**
Rate _____ /hour	Rate _____ /hour	Rate _____ / hour
# of units **0**	# of units **0**	# of units **0**
Time Dispatched _____	Time Dispatched _____	Time Dispatched _____
Time Back at Station 0:00	Time Back at Station 0:00	Time Back at Station 0:00
# hours * **0** 0:00	**# hours *** **0** 0:00	**# hours *** **0** 0:00
Total Cost **$0.00**	Total Cost **$0.00**	Total Cost **$0.00**

** If the incident requires additional specialized equipment (such as off highway vehicles, bulldozer or other unique equipment not normally used by the fire department for emergency response on provincial highways), the Invoice must contain a brief explanation as to why the additional costs were incurred, along with supporting documentation for actual costs to be reimbursed to the fire department.

RCMP Detatchment (or Police Department)		**Police File Number**	
Run Report File Number		**Time Municipality notified of detours** (if applicable) (24 hour clock)	
Time Highway Maintenance Contractor contacted		**Name of Highway Maintenance Contractor employee who was contacted**	
		Decline Number	
Other Comments		**CLAIM TOTAL**	**$0.00**

Attach a copy of the 911 Run Report

For Emergency Response to Motor Vehicle Collisions only

VEHICLE #1

REGISTERED OWNER _____

ADDRESS _____

VEHICLE (make/model) _____

LICENCE PLATE _____

DRIVER'S NAME _____

ADDRESS _____

INSURANCE CO. _____

POLICY NO. _____

AGENT _____

DESCRIPTION OF SERVICES EACH UNIT PROVIDED (VEHICLE #1)

_____

_____

_____

_____

VEHICLE #2

REGISTERED OWNER _____

ADDRESS _____

VEHICLE (make/model) _____

LICENCE PLATE _____

DRIVER'S NAME _____

ADDRESS _____

INSURANCE CO. _____

POLICY NO. _____

AGENT _____

DESCRIPTION OF SERVICES EACH UNIT PROVIDED (VEHICLE #2)

_____

_____

_____

_____

VEHICLE #3

REGISTERED OWNER _____

ADDRESS _____

VEHICLE (make/model) _____

LICENCE PLATE _____

DRIVER'S NAME _____

ADDRESS _____

INSURANCE CO. _____

POLICY NO. _____

AGENT _____

DESCRIPTION OF SERVICES EACH UNIT PROVIDED (VEHICLE #3)

_____

_____

_____

_____

VEHICLE #4

REGISTERED OWNER _____

ADDRESS _____

VEHICLE (make/model) _____

LICENCE PLATE _____

DRIVER'S NAME _____

ADDRESS _____

INSURANCE CO. _____

POLICY NO. _____

AGENT _____

DESCRIPTION OF SERVICES EACH UNIT PROVIDED (VEHICLE #4)

_____

_____

_____

_____

NOTE: All sections of this form must be completed before Alberta Transportation will consider payment of fire/rescue services invoice.