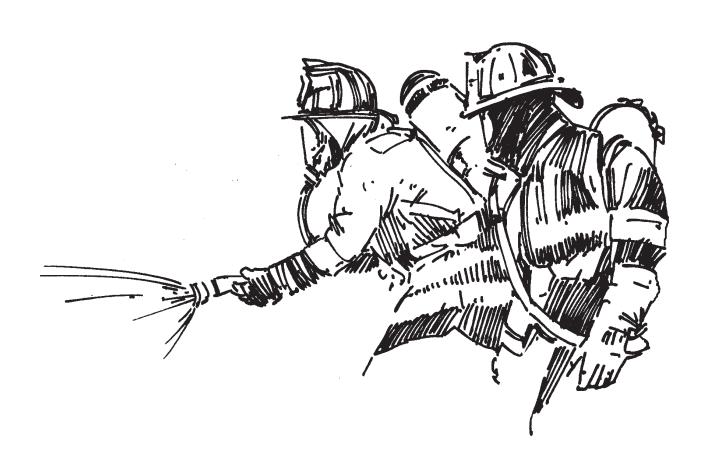
# Junior Fire and Emergency Services Programs



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# Introduction

In January 1994, a major earthquake struck the Los Angeles metropolitan area and killed more than 50 people. Lorenzo Trujillo, 20, was one of a group of Explorers from Hollywood responding to a collapsed parking garage. When he arrived, Trujillo heard cries from a man trapped under two layers of concrete. Trujillo stayed with him for eight hours, talking with the man in Spanish, keeping him calm until he could be rescued.

Emergency preparedness is one of a number of designated national themes for Scouting and Explorer Posts. Across America, Scout groups have staged their own mock disasters to practice rescue skills. A Texas Scouting event included a mock airplane crash simulated by Explorers in conjunction with the Civil Air Patrol: Scouts rescued "victims" and administered first aid. These programs help Scouts learn to handle life-threatening situations and make sound decisions under pressure.\*

\*From "Emergency Scout Program: Emergency Preparedness", "Boy's Life, May 1994.

Emergency service organizations across the United States-large and small departments; career, volunteer and combination departments; in large urban centers, booming suburban cities, pleasant small cities and quiet rural communities-are affiliated with youth programs that focus on fire protection and emergency medical service, interests and activities. While no comprehensive accounting of the number of these programs exists, a reasonable guess would place the count well into the hundreds.

The programs are as varied as the communities and emergency service organizations that support them, offering countless permutations, organizational structures, numbers and ages of mem-

bers, styles of operation, focal points, and philosophies. Some are affiliated with the Exploring program supported by the Boy Scouts of America (which is open to young men and women, ages 14 through 20), but many are independent organizations developed locally to meet area-specific needs, interests, and circumstances. They serve numerous purposes, with a key objective being to develop a sense of community service among youthful members. By participating in a youth program, young people gain confidence, develop mechanical skills and aptitude, and gain a greater awareness of personal and fire safety.

A vital purpose, particularly among programs affiliated with volunteer-dependent organizations, is to provide an everevolving supply of interested, involved, trained and experienced young people who might become adult emergency service providers when they outgrow the youth program. Many volunteer emergency service organizations, particularly those in areas where populations are stagnant or declining, sponsor youth programs for the express purpose of enhancing recruitment among young citizens. In "The Future of the Fire Service." an article published in Firehouse magazine in April 1989, author Robert Williams observes that one youth unit, organized in 1987 and operated through the Perrysburg Township (Ohio) Volunteer Fire Department, was established specifically with that intent in mind. He quotes a member of the local townships volunteer fire department saying, "In our area, we're just not getting volunteers anymore. We started a Fire Explorer Post in the hope of getting youngsters interested in becoming volunteers at a later age."

Evidently the plan works. The majority of fire department youth programs appear, from a quick review of membership data, to consistently contribute to the sponsoring fire departments' future membership rolls, in addition to the ongoing contributions made by the youth groups year in and year out.

Firefighting is an honored, albeit hazardous, occupation involving a wide variety of important responsibilities. For all kinds of emergencies, people call the fire department. They expect and consistently receive quick response and quick action. Those who are firefighters share a desire for community service and a dedication to fellow citizens. They also must be willing to accept personal stress and danger, learn scores of different kinds of knowledge and skills, while undergoing the hardships and hazards of operating under emergency conditions. Also, they must be capable of balancing the joy of saving a life with the frustration and sorrow of being unable to do SO.

VFIS of York, Pennsylvania, has received information from hundreds of fire departments' youth programs, many of them providing extraordinary detail about the group and its origins, purposes, activities, philosophies, and successes. Departments that are interested in initiating these programs, have often asked VFIS for information about youth programs.

Because VFIS strives to support America's emergency services not only through insurance programs, but in meeting other varied needs as well, it has culled from its extensive files an overview of what these programs are, how they function and what seems to work. We hope this booklet will help departments that might be considering initiating a new youth program to decide whether a program is right for them, what kind of program will best meet their needs, how to organize a program and how to keep it on track through the years.

In the pages that follow, we will review in detail the various approaches taken by youth programs affiliated with emergency service organizations across America. We will present descriptions of some programs that can serve as examples of particular types of programs, introduce some of the legal and liability issues applicable to such youth programs, and provide a review of resources and information available to departments seeking guidance in establishing a youth program.

While working to develop a program for your organization, the following guidelines may also be useful for emergency service groups other than firebased groups.

# **Types of Programs**

Among the hundreds of fire department youth programs in place throughout the United States, there are nearly as many variations on the concept as there are individual programs. Each calls it self by a different name and vary widely in size and the ages of members. Some organizations have been in existence only a few years, while others date back decades. Organizational structures vary, as do policies, procedures, and the degree to which members of the junior group can participate in fire department activities, including training, and emergency incidents. Some programs have high expectations for the personal behavior and scholastic performance of members, while others demonstrate no such concerns.

Of course, similarities exist among the various programs as well. For example, a wide range of funding sources and fundraising activities support most programs. In many cases, the youth groups support the sponsoring fire departments by helping with the departments' fundraising activities and by providing other kinds of assistance. Some fire departments provide uniforms and equipment to the youth organization, although their nature and extent varies widely in relation to the kinds of activities undertaken by the junior group.

This section reviews the differences and similarities among these youth programs. In each of several categories, brief descriptions of the different approaches are provided.

# Names of programs

The titles of programs fall into several general categories. Many are junior fire departments or junior fire companies, with such variations as junior firefighters or junior auxiliary. Fire cadets or emergency service cadets are found in several communities.

# About the Boy Scouts' Exploring program

Because so many of the youth programs affiliated with fire departments and described in this book are Explorer Posts chartered through the Boy Scouts of America, it seems beneficial to take a close look at what the Exploring program.

Exploring is the young adult division of the Boy Scouts of America. Exploring is just what the name implies—young people exploring possible career fields or recreational activities. There are Explorer Posts involved in many adventures. Explorer programs help provide sophisticated, hands-on career exploration opportunities to those who are serious about their future, while also promoting social interaction and fun.

Explorers are organized into posts, which are sponsored by businesses, industries, churches, schools, civic clubs, and community organizations. These chartered partners provide adult volunteer leaders, program resources, and meeting facilities. It takes five youth members and five adults to start an Explorer Post. Professional staff of the regional Boy Scout councils oversee and support Exploring activities in their regions. A key element of Exploring is that the young people themselves run the organizations, with adults serving only in an advisory capacity.\*

<sup>\*(</sup>from "Firefighting: Exploring Tomorrow Today" brochure from the Exploring Division, Chief Seattle Council, Seattle, Washington)

General emphasis in Exploring falls into these vital areas:

- Career exploration
- A sense of public service
- Leadership development
- Social development
- Enhanced fitness
- Outdoor activities

According to official documentation, "Exploring works by meeting the needs of young adults through a series of carefully chosen experiences that encourage personal growth and foster a sense of achievement." Key elements of such a program include:

- Helping young people to develop themselves through a practical experience in decisionmaking and ethical choices.
- · Group activities.
- Recognition of achievement.
- Functioning within a democratic process.
- Opportunities for exploring individual curiosity and adventure.

Extensive information and other support are available from the Boy Scouts of America regarding requirements and guidelines for programs.

# Ages of participants

The ages targeted by the various groups range from eight years to 21 years. The majority are aimed at high school students, ages 14 to 18.

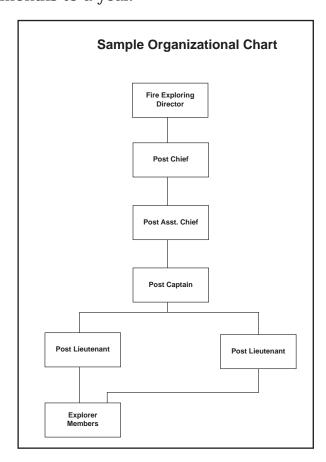
# **Longevity of programs**

Among those programs submitting information to VFIS, most were established in the 1980s. Several originated in the 1960s or 1970s, and several were

young programs, dating only to the early 1990s. On the other hand, two were established in the 1940s and one in the 1950s. It is never too late to start a junior program.

### **Structure**

The organizations are structured to enable the young members to manage their own affairs. Most are governed by a constitution and bylaws; some also have written standard operating procedures and formal policies. Meetings take place regularly, from weekly to alternate months; monthly meetings seem to be the most common. Most groups have specific attendance and tardiness rules, with penalties for excesses most commonly consisting of exclusion from activities. Probationary periods for new members are common and vary from six months to a year.



Some organizations have two sets of officers: organizational or administrative

(president, vice president, secretary, treasurer, etc., and line or operational/tactical (chief of juniors, other chief officer ranks, captains, lieutenants, etc.); others have only one type. Some programs have a hybrid. The groups reviewed were evenly split among those types.

# **Funding**

Typically, a combination of fire department funding, membership dues and outside fundraising provides financial support for the organizations. In those groups charging dues, the amounts range from \$2 per year to \$2 per month. Documentation from some groups state that members in arrears cannot participate in activities.

Many groups receive direct funding from the sponsoring fire department; in fact, some programs get all their funding from that route. As a variation on that theme, one group receives an annual grant from the local fire district commission. One sponsoring fire department contributes \$25 for each member who later joins the department. Another

program is funded by the county school system and is conducted through local high schools as a formal school program. Many junior programs solicit and accept direct donations of funds or equipment.

Most of the groups also conduct fundraising activities. Fundraising events include car washes, raffles and bingo, special fundraising fairs, cookouts, a fundraising night at a local comedy club, pancake breakfasts, spaghetti suppers, Halloween haunted houses, volleyball tournaments, and dances. Some groups sell candy bars, Christmas ornaments and wreaths, smoke detectors, windsocks and mugs with the local fire department's logo, entertainment coupon books and refreshments at the county fair. Some programs receive payment for community projects, such as:

- Painting fire hydrants or even houses
- Delivering telephone directories
- Running a recycling center or a rent-a-kid service



- Filling swimming pools and cleaning chimneys
- Conducting CPR classes and providing emergency medical services for local sporting events
- Parking cars at community events
- Cleaning up after a local dog show
- Showing movies at the local community center.

### Social/recreational activities

Many of the organizations described a strong focus on social and recreational activities aimed at providing young members with lighthearted involvement to balance the seriousness of the firefighting element of their organizations. These activities include trips to fire museums, large fire departments in the area, airport fire departments, state fire academies, and state fire marshals' offices. Some groups conduct an annual banquet or appreciation dinner including awards presented to junior members. Campouts, dances, ski trips and similar programs were offered by some groups, as were parents' night programs.



# Uniforms and personal appearance

Uniforms of some kind were important elements of almost every group's overview of itself. Many have separate work and dress uniforms; some also have special uniforms, for example, parade uniforms.

Dress uniforms generally consist of a dress shirt and trousers. Some uniforms are provided by the fire department or the youth group, while in other cases, the members must provide their own uniforms.

Most of the groups restrict the wearing of the uniform to group functions, although one program specifies that members can wear their uniforms to school during Fire Prevention Week. In many cases, the uniform must be worn for group activities.



Limitations on behavior while in uniform are common and include prohibitions against public displays of affection, smoking or other use of tobacco, drinking of alcoholic beverages or use of illicit drugs, and the single most common restriction, offensive language or behavior.

# Scholastic requirements and personal behavior

These two elements appear to be extremely important to most of the groups.



The majority of groups state that members must maintain a "C" average or better in school. On the other hand, a few require only passing grades, and one program says that only members with passing grades can be excused from school to respond on emergency calls. Several organizations state in their policies that activities of the group must not interfere with school programs or grades.

Some require that members must be enrolled in school or home schooling full-time if under 18, unless already a graduate. Good attendance at school is required by some programs. School expulsion and "difficulty with the police" are, in some cases, grounds for dismissal from the group; several organizations prohibit members from participation in group activities if they are under school suspension or expulsion.

Members of one group are encouraged to bring school assignments to the station to work on between alarms and other activities. One sponsors a regularly scheduled study hall program for members, while another youth group offers a scholarship program for members. The majority of organizations prohibit the bringing of fire department pagers to school (or, in a few cases, to church); several organizations state that members must not leave school to answer emergency calls. Many have curfews on school nights and other limits, for example, no response to calls during mid-

term or final exam periods. One group states that, if a member is absent from school on a given day, he or she must not go to the firehouse that day.

Several of the organizations will not accept members with criminal records; a couple of groups limit that restriction to applicants with felony convictions. Today groups also do background checks.

It would be expected that each organization would have some type of scholastic requirement and personal behavior expectations.

# **Training**

Fire department youth organizations provide training to their members that is commensurate with the activities in which they participate. Those groups that become involved in emergency scene operations are trained to respond safely and appropriately under those conditions. Those that perform only non-emergency support functions receive less technical training, while those involved exclusively in fire prevention activities receive training principally in that area.



In many cases, members of the youth organization are permitted to observe or even participate in fire department drills and training sessions, within limits. The majority of organizations permitting such cross-training prohibit youth participation in large training fires, metal fires, or haz-

ardous materials drills. Still, one group states that its members "receive the same training as firefighters," and others report that their young people participate in all areas of fire department training, from communications to hazardous materials.



A few programs indicate that youth members routinely train along with members of the adult fire department in order to perform effectively in combined evolutions on the emergency scene. In one program, through a two-year course of study, participants learn the essentials of firefighting and EMT requirements and receive Firefighter I certification by the state, as well as school credit for their training. Members of another group receive training for hazardous materials clean up, disposal, protection and recordkeeping. Groups that participate in operational training are required to wear appropriate protective clothing and equipment while training.

A particularly common training element is in emergency medical services and cardiopulmonary resuscitation. One group has established three phases of training, encompassing both background knowledge and fire operational skills:

### Level 1

Orientation, introduction, safety, apparatus, fire service, communications;

### Level 2

Tools and equipment, hoselines and appliances, hose lays, ladders, ropes and knots, first aid and rescue, water supply; and

### Level 3

An authentic assessment or practical examination on all training.

Another program presents a series of 50 different "mini" 'training sessions, each focusing on a specific piece of equipment and its operation; these sessions are conducted bi-weekly.

The quality of training is ensured by many groups through requirements that the training meet certain standards, for example, the National Fire Protection Association (NFPA) Firefighter I level. Some groups require that all training be conducted by state certified fire instructors. In others, senior active members teach some classes as part of their leadership advancement training.

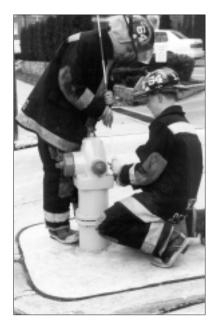


The frequency of training varies from group to group. Monthly classroom and hands-on training sessions are common.

# **Personal Protective Equipment**

Groups appear split evenly over whether they own their own personal protective equipment, and the nature of that equipment varies widely. Most youth members are issued full protective equipment and clothing if they participate in any way in emergency operations, even operational training. Some are assigned full turnout or bunker gear, SCBA and pagers; most groups receive only protective equipment. Much of the equipment is donated by the fire department. In other cases, they point out that protective equipment complies with NFPA Standard 1500.

Groups involved in public fire safety and education programs tend to have supplies applicable to those activities, such as puppets, a portable stage or other show equipment.



### Official activities

The most important involvement of youth participants occurs in programrelated activities and, in some cases. that involvement is substantial. One group, for example, says its members spend anywhere from 20 to 150 hours per month in program activities. However, there are some interesting caveats linked to the amount and, occasionally, the types of activities youth members can perform. For example, documentation of several organizations states that youth members shall not be used in the place of fire department personnel or to augment on-duty fire suppression forces, while in some other cases, they do just that.



Youth members provide all-around support back at the fire station. Washing and hanging hose, cleaning and restocking equipment and apparatus, placing equipment back in service, and assisting in vehicle, building and grounds maintenance, are included in the stated responsibilities of some groups.

In addition, many groups assist with such non-fire emergencies as floods, power outages, storm damage and clearing hydrants of snow. Some organizations install and remove snow stakes for hydrants. One junior group has assisted in the production of fire training and education films made by a major fire protection organization in the sponsoring department's jurisdiction. Several groups use their members as "victims" for fire department training exercises and drills or to otherwise assist in departmental training events. Some help with regional firefighter competitions and musters.

Groups perform a great deal of nonoperational community service as well. One group says it provided more than 3000 hours in community service in one year. Projects vary from helping to install an ice-skating rink liner at a community park each winter to helping the fire

department with its fundraising. Many participate in parades. One performs highway litter collection, while several provide meals for needy families at Thanksgiving and toys for needy children at Christmas. Another group delivers gifts to hospital patients during the holidays. Youth participation in fire departments' Muscular Dystrophy Association, boot and blood drives is common. One group staffs the United Way booth at a local supermarket during that organization's annual fund drive.



The involvement of junior fire department groups with public fire safety education appears to be a natural use of young people helping their communities. Members of some organizations built their own fire safety education house or fire safety trailer. One group participated in a community education program about residential fire sprinklers, while another group planned, raised funds for, and built a fire safety education truck at a local library.

Participation in such events as earthquake preparedness fairs or emergency medical fairs is common. Several groups routinely help with fire department open house tours, while many participate in a variety of fire prevention, public fire and life safety education programs, CPR education and mall safety displays. Some programs involving youth install smoke detectors in low-income homes. One group created its own driver education videotape while another developed and performed in a live-action DWI scenario for local high school students.

### Ride-alongs, sleepovers

Many of the junior firefighter organizations include such hands-on experiences as ride-alongs and sleepovers for their members. In virtually every instance, the youngsters must complete prescribed training and pass written, oral, and practical exams to be eligible for ride-alongs, which normally involve some variation of members riding with adult fire department officers on shift duty. Restrictions on participation in such activities may be governed by state laws and should be checked for such items as age limitations. The participating members must wear appropriate protective gear and a seat belt while riding in the vehicle, and some specify that the young member can function only as an observer. Most organizations require parental consent, which is typically obtained before a youngster even joins the group.

Other restrictions state that the member must have been active in the program for at least six months to participate in sleeping over. Some organizations prohibit sleeping over on school nights. In addition, in most cases, some form of curfew requires that youth members be out of the fire station by a certain hour of the night, often 10 p.m. In fact, in many cases, youngsters are not permitted in the station at any time except for meetings, drills, and other formal activities, with limits of not arriving more than 30 minutes before or remaining more than 30 minutes afterward.

In all cases, riding on emergency equipment must be consistent with state laws.

### **Emergency response**

Among those youth organizations that permit members to respond to emergency incidents, most have a range of restrictions and requirements. One of the most common is that youngsters must wear full protective gear and obey all the instructions of the officer in charge. Members, in most cases, must complete probation and all required training in order to participate in emergency responses or operations.

Response to an emergency is strictly regulated in most groups. The youth members of many organizations must respond in a non-emergency mode: no warning lights, no sirens, no rapid response. Some groups prohibit youth members from riding on fire department apparatus, while others permit youth response only on approved apparatus.

Some departments permit junior participants to report to the station, not directly to the scene, and some waive that requirement if the incident is located on the way between the member's home and the fire station.



Some youth members have pagers to alert them to emergency calls, but often

with restrictions on their use, for example, no pagers in school or in church. Some common restrictions include prohibitions on any emergency response after 9 p.m. on school nights; another group says not between 10 p.m. and 6 a.m. if school is scheduled for the following day.

In this area, more than any other, there are a great many contradictions among programs. While some groups suggest that youth members ride to emergency incidents together, another prohibits youth members from transporting other youth members or adult fire-fighters to the scene. While some programs provide guidelines for youth leaving school for emergency responses, others prohibit the practice outright.

# Participation at emergency incidents

It is recommended that each department check the Child Labor Laws of its state before drafting a definitive policy on all aspects of "junior" membership, being especially clear on participation at emergency events.

Not surprisingly, descriptions and guidelines concerning participation by youth members at emergency incidents are as contradictory as those concerning emergency response. In virtually every instance, any group that permits members to attend emergency incidents requires that they wear full protective gear at all times on the emergency scene.

Beyond that, restrictions vary. One group states bluntly that junior members are not to enter the cab of any fire department apparatus or touch any engineering controls. One common approach is to specify that no direct participation by youth members will be permitted without specific instructions from the on-

scene commander. Some groups prohibit members under age 18 from participating in firefighting operations, except during approved training sessions by certified instructors and at the chiefs discretion and approval.

In some groups, junior members must never enter a burning structure; no interior operations whatsoever are permitted. Other programs state that cadets may enter a burning structure only after the fire is declared under control and for educational purposes only, wearing full protective gear and accompanied by a firefighter. One example of a common guideline is that youth members must not:

- Operate in hazardous situations
- Enter burning buildings or climb ladders for rescue or firefighting
- Enter condemned or burned-out buildings except accompanied by an active senior member
- Handle or direct traffic on a public highway, although these are all activities specifically named for youth members to perform in other groups.



Members of many groups are limited to such outside duties as shuttling air bottles and other equipment, rehabilitation support, and first aid. They may enter the fire building only after the emergency is declared over and the scene is deemed generally safe by the incident commander. The use of ladders of more than 24 feet (or other specified height) is often prohibited for junior members. In addition, the use of particular types of hoselines is often regulated. For example, a prohibition on using hoselines of more than 100 psi except booster lines, using hoselines of more than 2 1/2 inches or using hoselines of more than 5 inches in diameter may generally exist. In one group, members are permitted to lay hoselines, but cannot perform fire attack.

One group specifies that, during alarms (or inspections), youth members are not allowed to enter establishments where minors normally are not permitted. Another program makes the general statement that all responsibilities assigned to cadet members must be carried out in a quick, orderly, and quiet manner. Another organization prohibits the sharing of information about the incident with bystanders.

The level of participation is generally governed by state laws, department SOGs, best safety practices, and common sense. Know all of the limitations before implementing a participation practice.

# **Important Issues and Concerns**

At the foundation of any fire department youth program should lie clear acknowledgment of and policies concerning certain fundamental considerations. Safety, ethics, liability, insurance, child labor laws and similar issues must be considered at the outset, and provisions made for their appropriate application. Given that in some youth organizations, junior members perform actual fire attack, especially during the day when there are few senior firefighters available, and sometimes without adult supervision, these issues constitute a genuine and important concern.

Most of the programs reviewed in this publication devoted specific attention to some or all of these matters. This section reviews the issues and their significance and describes how some organizations have addressed them.

This information is provided for educational purposes only while serving as examples for thinking and planning. However, it is vital that any organization considering the feasibility of starting a youth program obtain legal counsel that reflects the specific conditions and circumstances present in that particular locale.

# **Safety**

Sound policies must be in place to stipulate what youth members are permitted to do and prohibited from doing in and around the fire station, en route to and from emergencies, and on the emergency scene. These policies must be consistent with fire department regulations and state laws and, in the case of organizations that are Explorer Posts, must be consistent with guidelines from the Boy Scouts of America. These poli-

cies should be established through a comprehensive set of by laws before group activities are initiated.

# Commonly Established Safety Rules for Junior Fire Service Organization Members:

- Must be equipped with personal protective equipment appropriate to the activity being performed.
- Must not be substitutes for trained firefighters.
- Should be mobilized only as a unit, not used as individual on-call firefighters.
- If riding on fire apparatus or other fire department vehicles, must be seated and wear seat belts.
- Must not drive fire apparatus.
- Must not climb aerial ladders or ground ladders of more than 35 feet.
- Must not enter or perform ventilation on a burning structure.
- Should not use dielectric tools or gloves on energized electrical equipment.
- Should not operate hydraulicpowered rescue tools or equipment.

Clearly, a review of the program activities and policies contained above illustrates that not all of these safety guidelines are applied in all locales. Careful consideration must be given locally to the constraints that program officials wish to apply to their programs. A desire to provide an exciting experience for young members and a need to involve the youth in assisting the fire department

in its activities must be balanced against the safety and health needs of the youngsters involved.

#### **Ethics**

Among the key components of a fire department youth program is the value of the program in teaching young people how to interact with adults and with one another as adults. The hands-on experiences of interacting with peers and adult leaders give young people opportunities to learn and practice decision making and problem-solving skills. It also provides an opportunity for discussing values and formulation of the member's own value systems while reflecting on and learning about themselves in relation to others, experimenting with their identity as emerging adults, participating as a member of a group and cultivating a capacity to enjoy life.\*

\* (from Fire and Emergency Services Program Helps, jointly published by Boy Scouts of America, U.S. Fire Administration and International Fire Service Training Association, 1993)

Helping young people to develop their own sense of values and ethics is not an issue to take lightly, particularly given the sometimes unclear nature of modern society's cultural values and ethics. Any organized program in which youth participate is an opportunity for such learning. Young people observe and often model the behavior of adults in such circumstances, placing an obligation on adult group leaders that they must understand and respect.

As important as the physical health and safety issues is another set of safety concerns that might appear less obvious, but that, nonetheless, pose danger. Physical abuse, hazing, molestation, inappropriate fraternization, and acquaintance rape can occur in adultyouth interactions, and every effort must be made to establish guidelines to protect young people against those hazards in any adult-youth organization. Systems

that offer protection against these potential problems should be built into the organization's documentation, and they should be strictly enforced.



Examples of these systems include insisting that 1) at least two adults always be present with the group or any members of it, with personal conferences conducted in a public area or in full view of others; 2) appropriate privacy should be guaranteed for youth for such activities as showering and changing clothes, with separate accommodations for young men and women; 3) and proper clothing must be used for all activities (for example, no skinny-dipping while on group recreational campouts). Keeping secrets and hazing should be prohibited; only constructive discipline should be applied. Finally, group officials must respond immediately, positively and appropriately, but without panic, to disclosures of abuse of any kind.\*

# Liability

The question of legal liability for young people participating in any activity with a fire department is a serious one.

Firefighting is a noble but dangerous business, and voluntarily involving a minor in such an endeavor, however strict the policies, regulations and their enforcement, could be considered risky.

<sup>\* (</sup>from Fire and Emergency Services Program Helps, jointly published by Boy Scouts of America, U.S. Fire Administration and International Fire Service Training Association, 1993)

All activities of the group, including social events taking place on fire department property, as well as group training and emergency incident activities, expose the department to potential liabilities.

Some of the organizations' materials reviewed in these pages have addressed the liability question directly, promulgating formal statements about liability issues for junior program members. Most, at least, include comprehensive safety guidelines that presumably are intended to protect the organization's sponsoring fire department, as well as the youth members.

In one set of guidelines, for example, an organization states, "Explorers who receive injuries in the performance of their duty resulting from carelessness, willful neglect, or other causes on the part of any person, firm, or corporation, shall not sign any release from liability without first obtaining permission from the post advisor." Another group has a similar statement.

The documents from yet another organization say, in what appears to be a nod to liability concerns, "An Explorer responding to an emergency does so on his or her own as a citizen."

Virtually every youth group requires signed parental permission and liability waivers. Some also require a physical examination to ensure the prospective member's physical fitness to perform the activities of the organization. One program even requires that the medical release be notarized. Another group requires a parental financial responsibility form, along with the more common activity permission form. A few groups require parental permission forms only for participation in ride-alongs or certain training. One program requires a state work permit for minors (required for

minors in that state whenever they secure paying jobs), which must be signed by the parent.

However, attorneys familiar with the fire service commonly question the real value of parental waivers in protecting fire departments from problems arising from youth programs. What is the parent's reasonable understanding of the hazards posed by the child's participation in the program? How enforceable will the waiver be if a problem arises?

In a presentation to a group of state and municipal training officers at the National Fire Academy, attorney Vincent Brannigan suggested that providing any training other than classroom sessions to any person under 18 years of age poses a serious risk. "If an underage trainee so much as trips over a fire hose without even being in the burning building," he said, or, "if he or she breaks an arm, you allowed that individual to be in a dangerous environment." Then, in response to surprise expressed by members of the audience and numerous questions about scout or cadet firefighters, Brannigan explained further:

"It's like statutory rape," he continued.
"If they're underage, you're liable
because minors can't be held fully
accountable for their behavior. So, if you
have such a program as Explorer scouts,
don't do anything with them except in
the classroom. Firefighting activities, rappelling, ride-alongs, even sliding down
the fire pole," he said, "expose the fire
department, as well as the individuals
involved in the activities, to liability."

Dispelling the last hope of many members of the audience, he added, "A parental permission slip won't have the slightest effect if you're negligent. It's an outgrowth of child labor laws. Parents can't approve their children working in factories, nor can parents consent to

statutory rape; there are laws that protect underage people, even from their parents."\*

\*(from Proceedings: 1988 National Conference, Training Resources and Data Exchange, National Fire Academy)

#### Insurance

Clearly, given the inherent hazards of the activities undertaken, insurance should be provided to cover potential problems that might arise through the fire department youth program. How this need is handled varies from organization to organization. In some instances, the sponsoring fire department pays the youth group's insurance fees; in others, a portion of the youth members' dues and fees go toward providing insurance. Members of some youth programs are covered by fire department insurance, even by Workers' Compensation insurance, while participating in programs.

General liability insurance is provided by or through the local Boy Scout Council for Explorer programs. This insurance provides protection for the council, adult advisors, the Explorer posts themselves, chartered organizations, and volunteers with respect to claims arising in the performance of duties performed in Exploring. Coverage through this program is for more than \$15 million per occurrence for bodily injury and property damage, which is far beyond most insurance covering the individual through personal homeowner, auto, or other liability insurance. However, there is no insurance for intentional or criminal acts.

In advice that might be applied to other groups as well, the Boy Scouts' Explorer administration recommends that anyone driving an automobile in connection with Exploring activities should carry a minimum of \$50,000/100,000/\$50,000 of automobile liability insurance on his/her vehicle; buses and

vans should carry \$100,000/300,000/ \$100,000.\*

#### Child labor laws

As noted by attorney Vincent Brannigan in the section on liability, the applicability of state child labor laws is of vital concern to anyone connected officially with a fire department youth program. Such laws vary from state to state, and only a legal review by a competent local professional can ensure compliance.

Only two of the programs reviewed in this book specifically reference child labor laws in their materials. One specifically references limitations imposed by state child labor laws in describing its group's program activities. The other reports that it found it necessary to maneuver within strict state regulations and even to petition the state assembly seeking more lenient child labor laws.

It is critical to understand and know the limitations on junior programs imposed by state laws.

<sup>\*(</sup>from Fire and Emergency Services Program Helps, jointly published by Boy Scouts of America, U.S. Fire Administration and International Fire Service Training Association, 1993)

# **Key Program Elements**

This section presents a review of those elements that comprise a well-planned fire department youth program. it was compiled by borrowing outstanding elements from the many different programs that were examined as part of the research for this book. Because it became clear through the research that certain elements were, or should be, common facets of any youth program, it seemed that a review of sample elements might be helpful to readers.

As stated in previous sections, these materials are provided for informational purposes only, while serving as examples for those considering junior fire-fighter programs in their organizations. Each community must determine its own needs and interests and plan a customized program to meet them.

VFIS would like to extend a thank you to the organizations whose information is included here.

# **Getting started**

As with any new undertaking, the best, most concise advice to someone contemplating the start-up of a fire department youth program is common sense; start simply and grow slowly. The first step should be to contact the fire chief to determine whether the department will accept the idea. It is likely that the chief will approve the idea and assign a liaison who will work with the person who originated the idea.

A cadre of adult volunteer leaders will be needed, including an advisor, one associate advisors, and a committee of several adults. The committee should develop program ideas that will interest and enrich youth members and that the local fire department can support. Planning should be done several months in advance and include a range of activities and interest-producing events; special events should be included as annual or periodic milestones.

The fire department usually provides the location for regular meetings and activities and helps to recruit members. The group will elect its own officers once it is established, and meetings should be run by the youth leaders, not the adults. Active participation and interest are the keys to success.

Recruiting new members for the organization will be an important effort. To the extent possible, linkages with the local school system, churches, existing youth organizations, and neighborhood groups should be taken advantage of, and use the local media (newspapers, radio, and cable and broadcast television) should be used to get information out about your group. Plan to distribute information more than once, perhaps every three weeks for three or four months, to reach the maximum possible number of potential members. One organization sends the letter shown on page 18 to prospective members.

Dear Prospective Youth Member:

Volunteer organizations are a vital part of any community. They work to improve the quality of life, providing needed money and human resources outside of government services funded by tax dollars. The primary aim of these organizations is helping people.

The volunteer spirit, people working together for their mutual benefit, is a distinctly American notion. From the early days of this country, people have joined together to improve their communities. This concept of volunteerism has become one of the cornerstones of our society.

The tradition of colonial and pioneer America is still in evidence today in the volunteer fire department. All across our country, this vital service is provided by citizens voluntarily in more than 30,000

In fact, of the more than 1.2 million operational fire service personcommunities. nel in the United States, more than one million are volunteers! And many people in today's fire and emergency services began their service in youth programs just like ours.

Other young men and women are donating their time, talents and energies in this most noble of community organizations, the volunteer fire and rescue service. We encourage your active consideration of such service for your own education, growth and maturity, as such opportunities are indeed rare. Learning opportunities for self-development, personal satisfaction in a job well done, and community service are found in the Junior Fire company of the Vigilant Hose Company.

Membership is open to young persons ages 14 through 17 of good moral character who reside within our primary response area in Northern Frederick county (and within a two-mile radius of the fire station in Adams County). If you think you have what it takes and want to be part of a very special team, please complete the attached application and either drop it off at the fire station at 25 West Main Street or mail it to the address above.

The Officers and Members of the Vigilant Hose Company Sincerely,

# Mission, purposes and goals

To ensure success in any endeavor, one must know where one is headed. A fire department youth organization should have clearly defined intentions, stated in the form of a mission, goals, and purposes or objectives.

Explorer Post #905, affiliated with the Seminole (Florida) Fire Department, has the following mission statement as a vital part of its bylaws:

The mission of Fire Explorer Post #905 shall be to promote, through community service and education, fire and emergency medical service, fire safety and fire prevention; and to allow its members to develop fully individually through fire and emergency medical services training, and put that training into service for the betterment of the community and the fire service as a whole. The membership shall represent the chartering organization, fire and emergency medical services, Exploring and Post #905 with dignity, honor and loyalty.

In similar fashion, the Ellicott Volunteer Fire Department Junior Auxiliary in Calhan, Colorado, has set the following goals:

The objectives of this organization shall be to bring interested young men and women together in actual benefit for property, leadership, moral character, self-discipline, education, and the betterment of the community through community-minded service.

# **Program activities**

Organizers should try to make meetings exciting even if, at first, only a few potential members show up by including activities, not just talk. Activities for junior organizations can vary widely according to whether the group will be involved in operational emergency incident service, and, if so, in what capacity, or if they will provide support principally outside the emergency scene, or even be involved primarily in public fire and life safety education. For the purposes of this document, VFIS will consider a comprehensive, but middle-of-the-road, approach of a group that does not perform firefighting services, but does assist on the emergency scene and also provides public education services. The outline for this list comes primarily from the Pleasant Valley Volunteer Fire Department's Junior Firefighter Explorer Post #14, which offers a broad program. A few details were included from other organizations to provide additional examples within certain categories.

# What do Explorers do?

- Many groups assist their sponsoring departments in a wide variety of ways, including:
- Washing and hanging hose and otherwise cleaning and organizing equipment after emergency calls
- Serving as "victims" for training sessions and drills
- Assisting with rehabilitation, retrieving equipment, resupplying SCBA, water supply, lighting, overhaul and salvage, and other support at emergency incidents
- Providing community assistance during such other emergencies as floods, power outages, hurricanes and severe winter storms
- Helping with yard and building maintenance around the fire station, or painting fire hydrants or clearing snow from them during winter.

• **Training:** Members' training totaled more than 500 hours in a recent year. Many groups receive training in all aspects of safety, communication, fire science, equipment and apparatus, and operations, as well as first aid, CPR and EMT training, and special rescue training. Members have participated in training for "Scene Teams" (emergency airlift helicopter landing zone) vehicle extrication, first responder support, basic firefighting, high-angle rope rescue, confined space rescue, and emergency medical technician and weekly local fire department procedures.

(Remember, each department must check the appropriate state laws to determine whether junior members may participate in certain activities.)

- **Public Education:** Members participated with volunteer fire departments in the community at the local school during Fire Prevention Week. They assisted with demonstrations, helped with showing equipment, handed out fliers and performed other tasks. Many groups provide fire and life safety education support, including operating fire safety demonstration trailers and other props and assisting in installing smoke detectors in low-income or elderly housing.
- **Fundraisers:** Explorer posts sponsored several car washes, bake sales, hamburger and hot dog sales, babysitting services and other events to raise dues and often uniform or equpment funds for the fire departments' junior programs. Other groups have sold fire extinguishers, and sold food and beverages at fairs and sporting events. One group held a fundraising event at a local comedy club.



- Community service: The Explorer post sponsored 12 families, most with children, by providing food, toys, clothing and other items for the holidays. Members placed boxes at local grocery and other stores, collecting food and other items, posted signs for monetary contributions and solicited donations of some items. Several groups have assisted local fire, rescue and emergency medical service organizations in drinking-and-driving prevention programs for area high school students. Members of other groups have assisted with day camps for disabled children, visited nursing homes, participated in community clean-up days, provided refreshment stations for local road races and similar events, presented Halloween parties and haunted houses for area children, and participated in various fire department fund drives, for example, the Muscular Dystrophy boot drive, and collected aluminum cans to benefit burned children and others.
- Awards and recognition: The post held a recognition dinner for all fire departments in its mutual aid area, as well as emergency medical and rescue squads. Members and their parents provided all supplies and then presented a variety show. Each represented agency was thanked for its teamwork and cooperation and was presented with a certificate acknowledging its contribution to

the community and the program. In return, the post was awarded a service plaque. Members and advisors have initiated an annual award to a member who exemplifies the mission of the post.

- **Public relations:** The post sent holiday greeting cards to each family that is affiliated with the sponsoring fire department and other key figures in the county. Members prepare and distribute a quarterly newsletter to each member of the sponsoring fire department, all advisors, all post members, and other area fire and rescue organizations. The post developed a membership package that is given to all applicants containing an application for membership, newspaper clippings, rules and regulations, bylaws and the history of the post.
- **Resource listing:** The post laid the foundation for a countywide resource listing that identifies specific individuals who can offer particular types of training, certifications or skills and provides information for contacting them in an emergency.

The key to a successful program—a program that attracts the genuine interest of members and prospective members—is careful advance planning to ensure a beneficial learning experience, an appropriate level of fun, and adequate safety precautions.\*

# Organizational Structure and Administration

A constitution and bylaws normally create a structure within which an organization will function. Because these documents form the foundation upon which everything else about the organization is constructed, they are extremely important to the success of the organization.

These formative documents will define as many details as possible about the group, including the official name, membership expectations and requirements, schedule for meetings and training sessions, assignment of duties and responsibilities, structure of officers and committees, disciplinary regulations and procedures, and other elements.

One important element that warrants careful planning and should be spelled out clearly in the document supporting the youth group concerns the adult advisors who will support the youthful members. The majority of the youth fire department groups are organized and run by the youth themselves, but the adult advisors provide vital assistance. Several of the groups VFIS researched call for a minimum of two adult advisors or one advisor for every 10 junior members or portion thereof over 10. Even for a smaller group, given the need to protect both youth and advisors from the potential for abuse problems, it is best to ensure involvement of two advisors at all times.

Most groups require that adult advisors be active members of the sponsoring fire department, some adding that they should have at least two years' active fire/rescue, emergency medical or auxiliary service; some state that they attempt to include female advisors. In most cases, advisors and assistant advisors must be over 21 years of age. Most groups require, and state in the bylaws or regulations, that advisors must attend all cadet functions. Some groups specify that each advisor will be responsible for an element of cadet activity: training, treasury, secretarial, maintenance or special activities. One group specifies that senior youth members can serve as advisory board members, enabling them to develop and refine leadership and administrative skills to prepare them to

<sup>\* (</sup>from Fire and Emergency Services Program Helps, jointly published by Boy Scouts of America, U.S. Fire Administration and International Fire Service Training Association, 1993)

become adult advisors if they desire.

The structure of elected and appointed officials as well as the scheduling and conduct of elections, terms of office, and responsibilities of officers are defined clearly in the constitution. As stated earlier, different organizations take different approaches to the officer ranks, with some applying civil titles (president, vice president, secretary, treasurer) while others apply fire department ranks (chief, assistant chiefs, captains, lieutenants) or a combination of the two types. In addition to these standards, VFIS finds some interesting twists: e.g., librarians, historians, safety officers, training officers, public information officers, and post photographers. Some groups call for officers to serve threemonth probations in their offices. One group's constitution states that it will create one captain and one lieutenant for every five Explorers; in some organizations, tactical positions are opened on an "as-needed" basis.

In most instances, all officers are elected directly by the youth membership, though in one case they are selected by the senior fire department leadership and the junior fire department advisor from names submitted by the youth members. In one case, the civil officers are elected by the group and, in turn, elect a chief and assistant chief, who then appoint a captain and a lieutenant.

The outline of a constitution shown on the following pages is a representative sample. It illustrates the general framework of such a document, without providing excess detail. Those seeking to organize a local youth group will want to assess local needs carefully and develop a customized constitution and other supporting documentation accordingly.

# Outline of Contents, Constitution & Bylaws Explorer Post #264, Anchorage Fire Department:

**Organization** Article L Section 1. Name Section 2. Constituency Section 3. **Headquarters** Section 4. Government Section 5. Fiscal year Article II. **Membership** Section 1. **Active** Section 2. **Honorary** Section 3. Maintenance in good standing Section 4. **Grades** Article III. Officers and elections Section 1. Number and titles Section 2. Eligibility to office Method of nomination and election Section 3. Installation and terms of office Section 4. Section 5. **Vacancies** Article IV. **Authority and duties of post officers** Section 1. **Explorer president** Section 2. Explorer vice president Section 3. **Explorer secretary-treasurer** Section 4. **Executive board** Article V. Revenue and funds Section 1. Sources of revenue Section 2. Membership fees Remittance of revenues Section 3. **Article VI.** Misconduct and penalties

Section 2. Misconduct procedures

**Misconduct** 

Section 1.

Article VII. Charges

Section 1. Who may proffer charges

Section 2. Form of charges

Section 3. Notice of charges

Article VIII. Trials

Section 1. Trials

Section 2. Rules of conduct of the trial

Section 3. Decisions of the Trial Board

Section 4. Further proceedings

Article IX. Amendments

Section 1. Who may submit amendments

Section 2. Adoption of amendments

Article X. Promotional positions and rank structure

Section 1. Promotional positions and advancement

Section 2. Testing

Section 3. Promotional Board

Section 4. Chain of command

Article XI. Uniforms

Section 1. Responsibility

Section 2. Description of uniform

Section 3. Wear of the uniform

Article XII. Ride-along requirements

Article XIII. Ride regulations

Section 1. Time limits

Section 2. Scheduling

Section 3. Suspension

Section 4. Waivers

Section 5. Recordkeeping

Article XIV. Riding

Section 1. Station duties

Section 2. Overnight shifts

Section 3. Responses

Section 4. Post functions

Article XV. Safety

Article XVI. Recordkeeping

Article XVII. Drug use policy

Article XVIII. Discriminatory harassment

Section 1. Policy

Section 2. References

### **Training**

Training provided for youth members, naturally, parallels the activities that the group will undertake. Those who become involved in emergency support activities receive a broad range of training in emergency services, while those who perform public education functions receive training that focuses more distinctly in that area.



In those groups that do become involved in emergency field activities, training generally covers every aspect of the fire service, ranging from what the fire service is and how fire departments operate, to the technical details of fire prevention, suppression, emergency medical, and such specialty areas as hazardous materials and technical rescue. Training tends to be extensive, sometimes as much as 10 hours per month. The most common schedule calls for biweekly training sessions during the school year (September through June), each one to two hours long, and a series of weekly summertime training sessions (June to September).

Most groups call for an initial probationary period, often designated as one year, during which the new member must complete a specified level or a designated number of hours of training. Members usually must have completed an initial probationary period and all specified training, and must have passed written and oral examinations in specified areas in order to be permitted to participate in ride-along programs or respond to fire calls. Attendance is normally mandatory at training sessions, with almost every group calling for disciplinary action against members who miss more than a few sessions.



Some youth organizations' members are permitted or even required to attend training drills with the sponsoring fire department. Some exceptions to this include exemptions during school hours or while school is in session; one group prohibits youth participation in training or drills during periods of school midterm and final exams. Certain kinds of training are also prohibited for most youth members, including involvement with large training fires, hazardous materials, large hoselines and high ladders. One youth organization states that it will grant credit for training to those members who are also on volunteer status with area volunteer fire departments.

The quality of training is held in high regard by the youth organizations. Most

of the surveyed groups specify in their bylaws or regulations that all training for the youth be conducted by state-certified fire instructors, and that all youth training be aligned with NFPA Firefighter I, or be based on standardized manuals from the International Fire Service Training Association.

The range of training offered to junior fire department members extends from communication to hazardous materials and emergency medical training. One group's training is outlined at three levels:

- 1. Orientation, safety, apparatus introduction, fire science, communications;
- 2. Tools and equipment, hoselines and appliances, hoselays, ladders, ropes and knots, first aid and rescue, water supply; and
  - 3. A practical exam on all training.

Additional training is often provided by, or held at, regional and state fire schools. Some groups offer such specialized training as preparation to assist the region's medical center flight service, search and rescue, and rescues involving high-angle ropes, rivers, mass casualties, trenches, air crashes, and dives and ice, to name a few.

The training outline that follows illustrates a typical and moderately comprehensive approach to training for a fire department youth organization. Those who establish a junior firefighter program must direct serious attention to developing a sound training program that is supported thoroughly by carefully written, measurable objectives and is evaluated and assessed by fair and realistic testing.

**Training outline** – Adapted from Explorer Post #14, Pleasant Valley Volunteer Fire Department, Fort Mill,

South Carolina

**Class I:** Introductory level, primarily concerned with acquainting the new Explorer with fire service operations. The training, testing and issuance of the Class I Identification card is performed at the station level by the Post Advisor.

### I. Orientation and administration

- Explorer bylaws, rules and regulations
- Basic duties of a junior firefighter
- The need for fire prevention
- Department organizational structure

# 2. Safety

- General safety precautions
- The role of the safety officer
- The need for obedience
- The importance of training
- Defining responsibility

# 3. Apparatus orientation

### 4. Fire science

- The fundamentals of combustion
- Methods of heat transfer
- Causes of fire
- Uses of fire extinguishers

### 5. Communications

- Basic radio codes
- Basic fire department terminology

Class II: Relates primarily to the basic manipulative methods and techniques used by firefighters when performing emergency work. It also deals with the appropriate use of basic fire department terminology. The training and testing will be performed by the company officer at the station level under the supervision of

the training officer assigned to the Explorer program.

# 1. Tools and equipment

- Basic fire department equipment
- Inspection of fire department equipment

# 2. Hoselines and appliances

- Types of hoses, nozzles and fittings
- Connecting nozzles and hard suction
- Operating nozzles and appliances
- · Rolling and unrolling hose
- Pulling a hose load
- Types of hose and proper loading techniques

# 3. Breathing apparatus

- Types of breathing apparatus
- Inspecting and caring for breathing apparatus
- Using safety lines

# 4. Water systems

- Operating hydrants
- Conducting flow tests
- Drafting ponds and drop tanks

### 5. First aid

- Basic life support
- Standard first aid

# 6. Fire prevention

- Inspection
- Public education

# 7. Natural disasters and severe weather

• Tornados

- Hurricanes
- Floods and flash flooding
- Lightning
- Snow and ice

**Optional:** First responder and auto extrication training

Class III: This class deals with advanced manipulative skills, techniques, and terminology a trained Explorer would need to know to be a member of an in-service engine company. The training is given at the local level and is supplemented with whatever special drills and classes the Explorer can attend. The testing for Class III is done by the training officer assigned to the Explorer program. It consists of a two-hour written examination.

Upon successfully completing the exam with a score of 70 percent or better, a Class III Identification Card and Certificate are issued by the training officer, providing all other requirements have been met.

# 1. Handling charged lines and appliances

- Operating nozzles
- Operating master streams
- Types of fire streams
- Pump operations

# 2. Fire department records and forms

- Training records
- Maintenance records
- Hose, hydrant and water records
- Self-contained breathing apparatus records
- Inspection and forms

# 3. Extinguishing techniques

- Methods of attacking structure fires
- Wildland fires
- Vehicle fires
- Foam

# **Safety**

Safety is the key factor in all activities. Any fire department – connected activity has the potential for danger, and involving young people in such activities requires extreme caution. In recognition of this reality, safety is a key part of virtually every program; a few groups even have separate youth safety officers.

Most groups' documentation states clearly that all safety equipment must meet fire department standards; several specifically reference compliance with NFPA Standard 1500. Virtually every group's regulations require that all safety equipment be kept clean and maintained properly by the youth members and be used and worn properly.



The Fire Explorer Safety Policy, that follows has been adopted verbatim by many youth organizations. It was developed initially by the Orange County [California] Fire, Forestry and Rescue Department and was endorsed subsequently by the International Association of Fire Chiefs and adopted as an official Explorer safety policy in 1976.

- Explorers must be supervised closely when involved in emergency work.
- Explorers must be equipped with safety gear that meets department standards and is appropriate to the job to be done.
- Explorers must not be used to make up personnel shortages.
- Explorers may be mobilized by the department when needed for emergencies. An Explorer who goes to an incident scene on his/her own does so as a citizen.
- Only qualified, trained (Class III)
   Explorers are allowed to respond
   to alarms in fire department vehicles.
   They must be seated and wear safety
   belts.
- Trained, qualified and supervised Explorers can be assigned to fire and rescue companies.
- Explorers may not drive fire apparatus.
- Explorers must conform to the rules and regulations of the sponsoring department.
- Explorers may train in aboveground operations, provided there are two qualified instructors who are constantly in attendance, one on the ground and one above ground; Explorers may not use high ladders.
- Explorers may not work with hose lines more than 2 1/2 inches in diameter.

- Explorers may not go near large training fires in buildings or oil pits, metal fires, or dangerous chemicals.
- Any registered Explorer may ride with fire prevention officers and battalion chiefs with their approval. If emergency response must be made while the Explorer is riding along, he/she may respond with the officer.
- Trained Explorers may be assigned to engine, truck, and rescue companies with the approval of the company officer and may respond on emergency calls.
- Explorers are not to be involved in the actual control of wildland fires, but may take hose to the water connection on hose lays where there is no hazard involved; they may be involved in constructing a line around a fire that has been extinguished; and they may be in the fire camp to assist where needed.
- Qualified Explorers may assist emergency medical and rescue crews; however, an Explorer must not be exposed to any hazard, such as violent patients, traffic hazards, or explosions.

From the Explorer Fire Service Safety Policy Fire Exploring Program Guide



Another critical safety issue in this stressful age is the matter of keeping youth safe from unscrupulous or unbalanced adults who prey on young people. Many groups acknowledge the need to protect both youth and adult advisors from any possibility for abuse or accusations of abuse. Several include statements concerning this issue in the constitution or other group documents.

# Rules, regulations, and discipline

The success of any organization depends on guidelines. Without regulations and a code of discipline, anarchy rules. Young people need clear and consistent rules in all situations. In a potentially hazardous environment in which young people are seeking to learn about the adult world that awaits them, these guidelines are especially important. At a minimum, even the most informal junior firefighter organizations state clearly in their guidelines that all youth members must obey all orders of the sponsoring fire department, advisors, fire officers and firefighters. Some groups simply reference rules and regulations of the senior fire department; others have established their own individual sets of guidelines.

In almost every organization, failure to abide by specified rules and regulations results in the loss of privileges, most notably, and probably most meaningfully, the prohibition of offenders from participating in ride-along and emergency response activities. Most commonly, youth members can be suspended for neglect of duty, for "unbecoming conduct," or for violations of the group's rules and regulations.

In addition to requirements that youth members obey all orders of the senior fire department's command structure and demonstrate behavior appropriate to a paramilitary organization, other universal rules include prohibitions on the use of alcohol or other drugs when in uniform or on fire department premises, and entering the firehouse under the influence of same. Smoking by youth members on fire department property is generally forbidden as well.

For those groups permitted to participate in emergency responses, specific rules universally require that, when responding to fire calls, young members obey all traffic laws and use the most direct route. In most cases, the members are to report to the fire station, not directly to the emergency scene. One group states that members can go straight to calls only if the call is between the member's home and the fire station. Once on the fire scene, virtually every group's rules forbid junior members to enter a burning structure, although one junior group actually performs as the small community's fire protection force when no other volunteers are available. Another common rule requires members to keep their own safety equipment cleaned and maintained regularly.

Another common category of rules and regulations pertains to young members'

academic responsibilities. Many groups prohibit junior members from being present in the firestation during school hours or after 9 p.m. on school nights. Several specify that members' school grades must remain at or above average. One states that members can request tutoring through the program in order to help them achieve and maintain adequate progress.

Several groups specify that young members are not permitted in the radio room or to use fire department radios or telephones. Others simply specify that junior members learn and use proper telephone and radio etiquette and terminology.

A few groups state clearly that no discrimination based on race, gender, national origin, creed, age, or physical disability will not be tolerated.

The sample rules and regulations that follow provide an overview of the scope of such documents.

# Sample rules and regulations

Reservoir Fire Department Junior Division, Explorer Post #721, Brandon, Mississippi

# I. Explorer's duties

- Explorers shall be under the immediate supervision of their company commander.
- Explorers shall extinguish fires and take proper precautions to prevent rekindle thereof, if directed to do so.
- Explorers shall respond with the units to all alarms and emergency calls and perform all duties required.
- Explorers shall keep the station and premises clean, neat, and in good order.

- Explorers shall keep apparatus, equipment, tools, and their uniforms in a clean and serviceable condition.
- Explorers shall perform related work as their superior officers might direct.
- Explorers shall familiarize themselves with, and be obedient to, the laws, rules and regulations, manual of operation, and orders affecting the operation of the fire department.
- Explorers shall attend all fires, rescues or other emergencies to which they might be assigned, detailed or summoned, and exert their greatest energy and best ability to perform their full duty under all circumstances.
- Explorers shall keep themselves in readiness to perform their duties and not absent themselves from duty or place of assignment without specific permission from the superior officer.
- Explorers shall report to their immediate superior officer the loss or recovery of any departmental badge, identification card, book or equipment.
- Explorers shall exercise precautionary measures to avoid injury to themselves and others while in performance of their duties.
- Explorers shall exercise due caution to avoid unnecessary damage to, or loss of, department property and report to their superior officer such loss or damage as soon as possible.
- Explorers shall be responsible for the safekeeping and proper care of all department property in their charge.
- Explorers shall accord obedience,

- respect and courtesy to all superior officers and those performing the duties of a higher rank.
- Explorers shall be courteous and respectful in their dealings with the public.
- Explorers shall notify their immediate superior officer, through the post secretary, of any inability to perform duty at the time required.
- Explorers shall immediately report to their immediate superior officer any accident, illness, or injury occurring to themselves while on duty, no matter how trivial.
- Explorers shall keep their persons, uniforms, beds and lockers in a neat and clean condition. Persistence in uncleanliness or offensive habits will be just cause for disciplinary action.
- Explorers shall notify their immediate superior officer of all matters coming to their attention affecting the interests and welfare of the department.
- Explorers shall participate in drills and other department training activities as directed and shall perform related work as directed.
- Explorers shall drive in a safe manner when responding to an alarm in a private vehicle.

#### II. General conduct

 In matters of general conduct, members shall be governed by the ordinary and reasonable rules of behavior observed by law-abiding and self-respecting citizens and shall commit no act either on or off-duty to bring reproach or

- discredit upon the department or its members.
- Members shall refrain from conducting themselves in a manner or be a party to any act that would tend to impair the good order and discipline of the department.
- In matters affecting the policy and practices of the department, members shall not give utterance by public speech or publication or take any similar action directly or indirectly without first obtaining approval of the chief of the department.
- No information relative to the business affairs or policies of the department shall be furnished to any person or persons not connected therewith, except as authorized by the fire chief or his/her representative.
- Members shall not, while on or off-duty, use the badge, uniform, or prestige of the fire department for personal advantage or gain.
- Members shall not lend their names, as members of the department, to any commercial or business enterprise, nor shall they approve the use of the name or prestige of the department for any such purpose.
- Members shall not receive or accept a reward, fee, or gift from any person for service incident to the performance of duty.
- Members shall not report for or be on duty while under the influence of any intoxicating liquor, drug or compound, nor absent themselves from duty or render themselves unfit to perform their duties for

- reasons attributable to or produced by indulgence in intoxicants or drugs.
- Members shall not have in their possession or partake of any intoxicating liquor, drug, or compound while on duty or in uniform.
- Members shall not bring or cause to be brought into quarters any intoxicating liquor, drug, or compound.
- Members shall not be party to any malicious gossip, report or activity that would tend to disrupt departmental morale or bring discredit to the department or any member thereof.
- Members shall not use obscene, uncivil, or loud and boisterous language at fires, in quarters or while engaged in games in which the department is represented.
- The falsification of records, the making of misleading entries or statements with the intent to deceive, or the willful mutilation of any useful department record, book, paper or document will be considered a serious offense.
- Members shall not loan, sell, give away or appropriate for their own use any public property, nor shall they pilfer or be guilty of theft at fires or elsewhere.
- Members shall not go off-duty before a scheduled change of shift unless properly relieved.
- Members shall not gamble in quarters, on details, or while on duty.
- Punctuality is required of all members. Failure to report for duty or place of assignment at the

time specified will be considered cause for disciplinary action.

- Inefficiency or indifference of members in performance of their duties shall be sufficient cause for disciplinary action.
- All injuries, regardless of how minor or seemingly trivial, shall be entered in the log book at the station to which the member is assigned.
- All members, when speaking to an officer on duty, shall address the officer by title, such as "chief" or "captain." In the presence of the fire chief, all other chief officers shall be addressed using both title and surname, such as "chief Smith." The reference, "the chief," is reserved to mean only the chief of the fire department.
- All members shall take such care of their personal appearance to reflect credit upon the fire department, the fire service and themselves, and to engender the respect of the public. Clothing and hair shall be neat and clean, avoiding extremes in style. Hair shall be kept reasonably short and neatly dressed. Attitude, manner, and bearing should demonstrate courtesy and cooperation.
- Members shall not willfully disobey any lawful order issued by a superior officer, nor shall they speak disrespectfully of or to any superior officer.
- Members shall not discuss medical or fire calls with persons other than members of the department.
- Any violation of the provisions of the rules and regulations or orders of the department, or neglect or evasion of the duties prescribed,

shall be subject to disciplinary action.

Disciplinary procedures for youth organizations tend to mirror those of the sponsoring fire department. Designated procedures usually are spelled out in the bylaws or regulations, detailing the proper methods for lodging complaints, handling infractions and handing out punishment when appropriate. Lower-level offenses typically are handled by verbal correction or reprimand. Some groups specify that serious cases involving expulsion or suspension must be based on a written charge, signed by the member making the charge, read in an open meeting, and referred to senior advisors. A few state that a two-thirds vote of the membership is required for expulsion, except on a third offense. Some groups have established a youth board of inquiry that considers all disciplinary actions and operations; in these cases, the board can suspend, dismiss, or vindicate. An adult advisor sometimes serves as an active or non-voting member of such a committee.

The following sample disciplinary policy represents a moderate approach that would be solidly workable, although a more extensive policy has been developed by some organizations.

# Sample SOP for disciplinary action

Fern Creek Fire Department Explorer Post #710, Louisville, Kentucky

The purpose of this SOP is to outline the disciplinary action that this post will take in certain situations warranting a disciplinary action, as follows:

# **Verbal warning**

- Definition: An advisor will talk to you about the complaint.
- Offenses: Any violation of the "Explorer Rules and Regulations"

or failure to obey SOPs or verbal orders.

• Punishment: None.

# Written warning

- Definition: You will be given a copy of the complaint and a work task or service hours.
- Offenses: Same as above, but for subsequent or more serious situations.
- Punishment: Any task or service hours the advisor deems adequate for the offense. If you are an officer, you may be removed from office.

# **Suspension**

- Definition: You will be removed from duty and all post activities.
- Offenses: Same as above, but for subsequent or increasingly serious situations.
- Punishment: You will not be permitted on fire department property for one month.

### **Termination**

- Definition: You will be asked to resign as an Explorer and return all equipment.
- Offenses: Same as above, but for subsequent or increasingly serious situations.
- Punishment: You will no longer retain membership.

If the member's record remains clear for one year after disciplinary action, his or her record will be cleared. Terminated members can apply for reconsideration after nine months of absence.

# **Summary**

The key to establishing and organizing a structure for a fire department youth

program is to think in a methodical way about what elements are required in order to provide an appropriate framework for the organization. The elements described in this section are relatively comprehensive, though not necessarily exhaustive. Consider what kind of organization you hope to create and begin breaking down the concept in your mind into the parts it will encompass.

It is also wise to establish contacts with those who are involved with similar programs in other communities, to discuss with them what they might do differently if they were starting over again, and to learn what pitfalls or problems they have encountered, how they handled them and, even more important, how they could have been avoided.

While it is feasible to revise and expand the organizational structure and guidelines after the group is established and functioning, the more you can have in place at the outset, the more smoothly the group will operate. While it is detailed and time-consuming work, planning is still far easier than fixing.

# **Conclusions**

Junior firefighters can provide a wide range of concrete and personal benefits to fire departments. They can help with routine duties, including public fire/life safety education and other prevention activities, ancillary functions on the emergency scene and other department activities. The program provides opportunities for community and public relations, as well as outlets for personal satisfaction for those adult members who choose to work with the groups.

Last, but by no means least, a junior group affiliated with a fire department can provide highly motivated and knowledgeable recruits for regular firefighter openings. Given the increasingly challenging task of recruiting and retaining devoted volunteer firefighters in today's communities, this benefit might be seen as the driving consideration.

Among the junior fire department programs researched for this book, the number of youth members who have gone on to become adult firefighters ranged from one to 150. Two programs, only one year old, already had converted at least one former member to adult/active firefighter status; two others, established more than 25 years ago, have converted as many as 100 members. One organization has produced 46 volunteer and 22 career firefighters within its county since the program's establishment; another reports a 70 percent rate of conversion, while yet another averages four conversions per year.

In one sponsoring fire department, half of all current fire officers and one-third of all current firefighters came from the department's youth program. Another junior program has produced two fire chiefs for its sponsoring department.

Several youth organizations reported having "many" members go on to become firefighters, though the exact numbers were not known. Almost every program, no matter how new or how small, has resulted in at least some, from a few to a dozen, members becoming firefighters.

The quality of these youth-to-adult conversion firefighters is high. The motivation that developed among the youngsters appears to have translated into deep motivation in an adult affiliation with the fire department. Every youth program advisor who commented on this matter praised the dedication of the firefighters who came into the department from the youth programs. Several members of youth programs later won valor or lifesaving awards as adult firefighters.

While it will take time and energy to create and supervise a youth program sponsored by a fire department, hundreds of fire departments across North America appear to consider the payoff to be worth the investment. A carefully planned, well thought-out and effectively managed junior fire/emergency service program can have big benefits for a fire department. It can contribute to community support, to a sense of personal reward among adult members and to one of the most important "bottom lines" in the volunteer fire service today ... membership numbers.

# **Appendix I**

# State-by-State Contact Information for Child Labor Laws Affecting Junior Firefighters

### Alabama

Suggested contacts:

Forestry Commission 513 Madison Avenue Montgomery, Alabama 36130-3631

Fire College & Personnel Commission 2015 McFarland Boulevard East Tuscaloosa, Alabama 35405

Attorney General 11 South Union Street Montgomery, Alabama 36130

### Alaska

Suggested contacts:

Lt. Governor P.O. Box 110015 Juneau, Alaska 99811-0015

Commission of Labor Department of Labor Juneau, Alaska 99811

#### Arizona

Suggested contact:

Industrial Commission 1601 West Jefferson Phoenix, Arizona 85005

### Arkansas

Suggested contact:

Attorney General 200 Tower Building 323 Center Street Little Rock, Arkansas 72201-2610

### **California**

Suggested contact:

Attorney General 110 West A Street, Suite 1100 San Diego, California 92101.

### Colorado

Suggested contact:

Fire Safety Advisory Board 700 Kipling Street, Suite 1000 Denver, Colorado 80215

### **Connecticut**

Suggested contact:

Attorney General MacKenzie Hall 110 Sherman Street Hartford, Connecticut 06105-2294

#### **Delaware**

Suggested contact:

State Fire Prevention Commission 1461 Chestnut Grove Road Dover, Delaware 19904

### Florida

Suggested contact:

State Fire Marshal 200 East Gaines Street Tallahassee, Florida 32399-0340

# Georgia

Suggested contact:

Attorney General 40 Capitol Square SW Atlanta, Georgia 30334-1300

#### Hawaii

Suggested contact:

Director of Labor and Industry Honolulu, Hawaii 96822

### **Idaho**

**Suggested contacts:** 

Attorney General State House-Room 210 P.O. Box 83720 Boise, Idaho 83720-0010

Boise City Fire Department 3705 Kinswood Drive Boise, Idaho 83704

### Illinois

Suggested contact:

Attorney General 500 South Second Street Springfield, Illinois 62706

### Indiana

Suggested contacts:

Public Safety Training Institute Indiana Government Center South 402 West Washington Street Room 241 Indianapolis, Indiana 46204-3402

Attorney General Indiana Government Center South Fifth Floor 402 West Washington Street Indianapolis, Indiana 46204-2770

#### Iowa

Suggested contacts:

Attorney General Hoover Building Des Moines, Iowa 50319

Employment Services Division of Labor 1000 East Grand Avenue Des Moines, Iowa 50319

#### Kansas

Suggested contact:

State Fire Marshal's Department 700 Jackson, Suite 600 Topeka, Kansas 66603-3714

# **Kentucky**

Suggested contact:

Attorney General P.O. Box 2000 Frankfort, Kentucky 40602-2000

### Louisiana

Suggested contacts:

Secretary of Labor P.O. Box 94094 Baton Rouge, Louisiana 70804

Attorney General P.O. Box 94005 Baton Rouge, Louisiana 70804-9005

### Maine

Suggested contacts:

Attorney General State House Station 6 Augusta, Maine 04333

Department of Labor 20 Union Street Augusta, Maine 04330

# **Maryland**

Suggested contacts:

State Fire Marshal (410) 764-4324 Division of Labor and Industry (410) 333-4180

Attorney General 200 Saint Paul Place Baltimore, MD 21202-2021

### **Massachusetts**

Suggested contact:

Department of Labor and Industry 100 Cambridge Street Room 1107 Boston, Massachusetts 02207

# Michigan

Suggested contact:

Department of Labor, Wage and Hour Division P.O. Box 30015 Lansing, Michigan 48909

### **Minnesota**

Suggested contact:

Attorney General 102 State Capitol St. Paul, Minnesota 55155-1002

# **Mississippi**

Suggested contacts:

Attorney General 450 High Street P.O. Box 220 Jackson, Mississippi 39205-0220

Mississippi Insurance Department 1001 Woolfolk State Office Building 501 N. West St. Jackson, MS 39201

### **Missouri**

Suggested contact:

Attorney General P.O. Box 899 Jefferson City, Missouri 65102

### Montana

Suggested contacts:

Fire Services Training School 2100 16th Avenue South Great Falls, Montana 59405

Montana Volunteer Firefighters Association 424 King's Way Kalispell, Montana 59901

Attorney General 215 North Sanders P.O. Box 201401 Helena, Montana 59620-1401

### Nebraska

Suggested contacts:

Attorney General 2115 State Capitol Building Lincoln, Nebraska 68509-8920

Secretary of State Suite 2300, Capitol Building Lincoln, Nebraska 68509-4608

Department of Labor Division of Child Labor (402) 595-3997

### Nevada

**Suggested contacts:** 

Attorney General Capitol Complex Carson City, Nevada 89710

Labor Commissioner Capitol Complex Carson City, Nevada 89710

Department of Education 700 East 5th Street Carson City, Nevada 89710

### **New Hampshire**

**Suggested contacts:** 

Department of Labor 95 Pleasant Street Concord, New Hampshire 03301

Attorney General 33 Capitol Street Concord, New Hampshire 03301-6397

# **New Jersey**

Suggested contacts:

Department of Community Affairs Division of Fire Safety-CN 809 Trenton, New Jersey 08625-0809

Office of Wage and Hour Compliance Department of Labor Division of Work Place Standards N 389 Trenton, New Jersey 08625-0389

Attorney General Hughes Justice Complex-CN 080 Trenton, New Jersey 08625-0080

### **New Mexico**

Suggested contacts:

State Fire Marshal P.O. Drawer 1269 Santa Fe, New Mexico 87504-1269

Attorney General P.O. Drawer 1508 Santa Fe, New Mexico 87504-1508

### **New York**

Suggested contact:

Office of Fire Prevention and Control 41 State Street Albany, New York 12231-0001

### **North Carolina**

Suggested contacts:

Department of Insurance Fire Rescue Division 430 North Salisbury Street P.O. Box 26387 Raleigh, North Carolina 27611 Attorney General

Attorney General P.O. Box 629

Raleigh, North Carolina 27602-0629

### **North Dakota**

Suggested contacts:

Attorney General Capitol Tower-State Capitol 600 East Boulevard Avenue Bismarck, North Dakota 58505-0040

Fire Marshal Northbrook Mall 1929 North Washington Bismarck, North Dakota 58501-1616

### Ohio

Suggested contacts:

Department of Industrial Relations 2323 West Fifth Avenue P.O. Box 825 Columbus, Ohio 43216

Attorney General State Office Tower 30 East Broad Street Columbus. Ohio 43215-3428

### Oklahoma

Suggested contacts:

State Fire Marshal 4545 North Lincoln Boulevard Suite 280 Oklahoma City, Oklahoma 73105

Department of Labor 4001 North Lincoln Boulevard Oklahoma City, Oklahoma 73105

# **Oregon**

Suggested contact:

State Fire Marshal 4760 Portland Road NE Salem, Oregon 97305-1760

# Pennsylvania

Suggested contacts:

Department of Education 333 Market Street-Harristown 2 Harrisburg, Pennsylvania 17126-0333

Department of Labor and Industry 1700 Labor and Industry Building Harrisburg, Pennsylvania 17120

### **Rhode Island**

Suggested contact:

Attorney General 72 Pine Street Providence, Rhode Island 02903

### **South Carolina**

Suggested contact:

Attorney General Rembert C. Dennis Building P.O. Box 11549 Columbia. South Carolina 29211-1549

### **South Dakota**

Suggested contact:

Attorney General's Office (605) 773-3215

### **Tennessee**

Suggested contacts:

Tennessee Professional Association of Firefighters (615) 889-7250

Fire Fighters Commission
Department of Commerce & Insurance
500 James Robertson Parkway
Nashville, Tennessee 37243

Attorney General 450 James Robertson Parkway Nashville. Tennessee 37243-0485

### **Texas**

Suggested contacts:

Firemen's and Fire Marshal's Association of Texas 807 Stark Street Austin, Texas 78756

Attorney General P.O. Box 12548 Austin, Texas 78711-2548

#### Utah

Suggested contact:

State Fire Marshal's Office (801) 284-6350

### **Vermont**

Suggested contacts:

Post-Secondary Education Services Department of Education 120 State Street Montpelier, Vermont 05620-2501

Vermont Fire Service Training P.O. Box 53 Pittsford, Vermont 05763

Director, Fire Prevention Department of Labor and Industry Montpelier, Vermont 05602

Attorney General 109 State Street Montpelier, Vermont 05609

# Virginia

Suggested contacts:

Department of Fire Programs Investigations and Inspections 2807 Parham Road Richmond, Virginia 23294 Attorney General 900 East Main Street Richmond, Virginia 23219

# Washington

Suggested contact:

Attorney General 905 Plum Street Building 3, P.O. Box 40100 Olympia, Washington 98504-0100

# **West Virginia**

Suggested contact:

State Fire Marshal 2100 Washington Street East Charleston, West Virginia 25305

### **Wisconsin**

Suggested contact:

Attorney General 123 West Washington Avenue P.O. Box 7857 Madison, Wisconsin 53707-7857

# **Wyoming**

Suggested contact:

Department of Labor 6101 Yellow Stone Road North Building-Room 259C Cheyenne, Wyoming 82007