



DEVELOPMENT AND CRITICAL EVALUATION OF FIRE SERVICES IN INDIA

BY

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THE Ph.D. DEGREE IN POLITICAL SCIENCE OF
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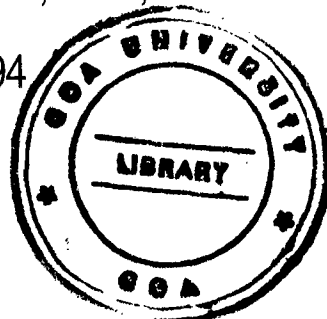
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STATEMENT BY THE CANDIDATE

I hereby state that the thesis for the Ph.D. Degree on "Development and Critical Evaluation of Fire Services in India", is my original work and that it has not previously formed the basis for the award of any Degree, Diploma, Associateship, Fellowship or any other similar title.

SIGNATURE OF THE CANDIDATE

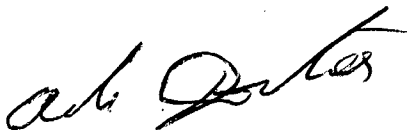


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INTRODUCTION

OBJECTIVES OF STUDY :

I have been long acquainted with the Fire Services in India having worked for now nearly 25 years in various organizations of the fire services in India, in varying capacities, culminating in my present position as the Director of Fire Services, Goa. To the best of my knowledge, there is hardly any good and comprehensive book, dealing with the genesis, growth and development of the fire services in India, nor have I come across any publication on the organisation, recruitment and training of fire service personnel in India. The objective of this study is two-fold. Firstly, to fill this lacuna and attempt to reconstruct the history of the development of fire services in India, and especially Goa, with the help of records and oral information. The thesis also gives, for the first time, a complete picture of the methods of recruitment and training of fire service personnel. The second objective of undertaking this research is

to examine the existing fire service legislation and make suggestions for the improvement of fire services in India. Three principal suggestions for improvement have been made, viz. inclusion of fire services in the Concurrent List, establishment of a National Commission on Fire Protection Services and a new Central Legislation.

The Methodology adopted in this study has been consulting Government records, including Committee Reports, Official Memorandum, and Government Orders. Information was also obtained from the Heads of various fire services in India to whom I had sent personal letters. The suggestions made for improvement of the fire services and the model, new central legislation proposed by me in the last chapter, are the outcome of, both, my reading and study as well as my intimate acquaintance with the fire services as an insider.

STRUCTURE OF THESIS

The thesis consists of an Introduction and five chapters. The Five Chapters are:

- Ch. 1 Historical Development of Fire Services in India.
- Ch. 2 Organisation for Fire Services and Development of Goa Fire Service.
- Ch. 3 Recruitment and Training of Fire Service Personnel.
- Ch. 4. The Existing Fire Service Legislation in India.
- Ch. 5. Suggestions for Improvement of fire Services in India.

Notes/References are provided at the end of each chapter, and Bibliography at the end of the thesis. Illustrative photographs have also been incorporated in the thesis.

Chapter 1 is concerned primarily with the genesis of the Fire Services in India and with the growth of fire services after World War II.

Chapter 2 examines the fire service set-up at the Centre, in the States and under Local authorities (Municipalities), as well as the Industrial Fire Service. In this chapter an attempt

has also been made to construct the history of the Goa Fire Service with the help of local records and oral information. A brief reference to certain supporting institutions like the Central Building Research Institute, Roorkee (CBRI), Bureau of Indian Standards, New Delhi (BIS), Loss Prevention Association of India, Bombay (LPA), and Institution of Fire Engineers (India), New Delhi (IFE) is also made.

Chapter 3. outlines and examines the recruitment programme and training schedules of firemen and fire-officers. While the basic aim of Recruit Training is to make fresh recruits absorb the dominant values and norms of the organisation and transform the trainees from civilians into disciplined professionals, the aim of various officers Training Programmes (such as the Sub-officers Course, the Station Officers and Instructors Course and the Divisional officers Course) is to equip the officer-trainee to efficiently man a fire station with regard to all its operational and functional requirements and to equip him with

leadership capability. On the whole, the training schedules are well designed with a satisfactory balance struck between imparting manipulative skills and class -room sessions.

Chapter 4 reproduces and examines the existing fire service and fire-prevention legislation in the country. Since fire-fighting and fire prevention is a subject falling within the state's jurisdiction, the Centre in 1958 drafted a model Fire Force Bill and circulated it to the States for adoption. This model Bill is reproduced and its salient features highlighted. The States of Goa and Tamil Nadu (along with five other states) enacted bills on the lines of the model bill circulated. A critical and comparative study of these two bills is made showing their relative strengths and weaknesses. The Delhi fire Prevention and Fire Safety Act (1986) is also reproduced and examined.

The last chapter (Ch 5) examines the various suggestions and attempts made to improve the fire services on the basis of the recommendations

made by the Expert Committee of 1950, the 1955 Conference of Chiefs of Fire Services and the Fire Advisory Council/Committee. The present impediments to the development of Fire Services are next examined and finally we make our own suggestions for improvement viz. a) Enlistment of the subject of Fire Services in the Concurrent list of the 7th Schedule of the Constitution; (b) Setting up a National Commission on Fire Protection Services and (c) a new central legislation. The new Central legislation proposed by me is based on my comparative study of fire services in the developed countries like United Kingdom and on the intimate knowledge I have gained in the course of my long service and association with the Fire Services.

Finally , I would like to place on record my thanks to my Guide, Dr. Adi H. Doctor, professor and Head of the Department of Political Science, Goa University, Goa, but for whose support and guidance, this thesis would not have seen the light of day. I would also like to place on record my gratitude to Dr. K.M. Mathew, professor and Head of

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My thanks are also due to all Heads of Fire Services (especially Shri B. Pathak, Director of West Bengal Fire Service, Calcutta) who promptly replied to my letters and queries and sent me relevant information. I am thankful to the Librarian of the Goa University, Principal of St. Xavier College, Mapusa and Miss. Anjali Rao for extending library facilities. I am grateful to Shri. J. B. A. Ferrao, Asstt. Divisional Officer for making available the old records and all my office staff for their assistance. My sincere thanks to Shri. Michelle Parrira and Ms. Sandhya Belurkar for getting the work done on computer in stipulated time. And, last but not the least, I must express gratitude to Alice my Wife and Daughters Julie, Jimi and Jincy for the understanding support given to me during the period of my Research.

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CHAPTER I

HISTORICAL DEVELOPMENT OF FIRE SERVICES

IN INDIA

HISTORICAL DEVELOPMENT OF FIRE SERVICES

IN INDIA

FIRE HISTORY

Since pre-historic times, Fire has been viewed as a force, both beneficent and destructive. Natural phenomena such as fire, thunder and lightning probably made human beings wonder about the Universe in which they lived. Frequently, early humans created their own explanations for what they imagined to be true. Having no reasonable scientific explanations, they imagined that natural phenomena were associated with the Gods - Gods that were often pictured in human terms.

Because these early explanations for natural events sounded reasonable, they satisfied the curiosities of ancient people. And because there was no scientific knowledge to disprove the explanations, they became accepted conclusions about the Universe. The explanations grew with the telling and developed into the myths of the early heroes and Gods. Some of these early myths depicted Fire as a "TWO SIDED GOD", on one side having beneficial

qualities and the other side having destructive qualities.

However, the discovery of Fire marks the dawn of Civilisation. Legend says that Prometheus fetched the spark of fire from heaven, from the Gods and became the first to bring light to ignorant man. However fire is said to have first existed potentially in the Universe and lightning was more probably the original source of fire. The earliest use of fire dated back to 5,00,000 B.C. Centuries later, the Neolithic man invented implements that could produce fire through friction. The terrific energy of fire, the similarity of its effects with that of the Sun, its intimate connection with light and the beauty of its changeful flame easily account for the reverence with which fire has been worshipped. Early people regarded fire as a true gift of God and continued to hold fire in scared awe and included it in their religious rites. People have worshipped fire because it destroys, purifies and gives heat and light. Many ancient people believed that God or Spirit inhabits fire. Fire is one of the

prominent deities of the 'Rigveda' as the hymns addressed to Agni (Fire) far exceed in number those which are devoted to the celebration of any other divinity, with the sole exception of Indra¹. It is evident in the hymns written in Rigveda that fire became an object of religious veneration in Hindu Philosophy. It is recorded as under:

"Agni, Be Kind to us,
when we approach thee,
Good as a friend to friend,
As sire and mother."

-Rigveda, Book III, Hymn XVIII/I

"Sing, Agni, for long life to us and noble sons;
teem thou with plenty, shine upon us store of food.
Increase the greatman's strength, though
ever vigilant."

-Rigveda, Book III, Hymn VII/7

"Agni, give us great wealth, give riches thousands
fold,
Unclose to us, like door, strength that shall bring
renown,

Make heaven and Earth propitious through the Power of
prayer,
and like the sky's bright shine, Let morning beam^o on
us."

-Rigveda, Book II, Hymn II/7.

Fire worship and Sun worship have existed since very
early times. The Parsees of India and followers of
Zoroastrianism use fire as a divine Symbol².

Inspite of such adoration and worship,
it is seen that fire has been the major reason for
destruction of life, as much as it has been a vital
means of source of sustenance for mankind. Fire has
been assigned a divine function as a destroyer
according to the Sanskrit text. "Men tremble at his
mighty deeds and his ordinance and designs cannot be
resisted".

Fire remained a source of mysterious
wonder until Aristotle identified it as one of the
four basic elements in nature. There is little doubt
that early in the history of humanity, fire
devastated the crude shelters people built in order

to protect themselves from the elements like Sun, wind and rain that threatened them. Fires often also destroyed the forest lands surrounding isolated tribes and early civilisation. It can be speculated that most of the fires encountered early in the history of humanity were caused by lightning. Thus it is no wonder that fire became one of the first phenomena that early human beings came to worship as God. One writer describes fire as one of nature's

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most fascinating phenomena . It will always be a subject of inexhaustible mystery in that the more it is studied, the more it leads to further discoveries and further questions. The comprehension of man about fire even today is far from perfect.

Fire is a fundamental force in nature. As civilisation advanced, fire hazards also increased. But any force as powerful as fire also carries with it the potential for great harm. One cannot overlook the destructive potential posed by fire to lives and property. In order to keep away the harmful and unwanted fires, organised fire-fighting was necessary. It has been recorded that some 4000

years ago, the Egyptians had organised fire-fighting for the first time. However historically, the first recorded attempt to control the ravages of fire ^{took} to place in about 300 B.C. in Rome when fire-fighting duties and night watch services were delegated to a band of slaves supervised by committees of citizens. During the reign of Augustus ^{at} ~~C~~asar from 27 B.C. to 14 A.D., Rome developed what might be considered the first Municipal-type fire department by organising ^{case} ~~this~~ slaves and citizens into "Corps of Vigiles"

(Watch Service) . The slaves were given the incentive of Roman Citizenship after six years of service. Decrees were issued stating the measures that all Citizens should take to prevent and check fires. Although the Corps of Vigiles represent the first organised form of fire protection, night patrolling and night watch were its principal services. The Vigiles had duties more like those of police and soldiers, than fire-fighters. The structure of Corps of Vigiles was similar to the command structure of today's fire Department and consisted of a number of divisions with specific assignment of duties.

Following the fall of Roman Empire, for a long time there was no organised effort to prevent or control fires. The only public regulation for fire protection was curfew (French word which means cover fire), was a medieval regulation requiring people to extinguish fire at a fixed hour in the evening. One of the earliest fire protection regulations was adopted in Oxford (England) in the year 872 when a curfew was established, requiring that fires be extinguished at a fixed hour in the evening. In the 11th century, a general curfew was established in

England by William the Conqueror⁵. It is believed that this law was passed more to help prevent the uprisings and revolt, than a fire prevention measure. In 1189, London's first Lord Mayor issued an ordinance banning the widespread use of thatched roofs. In 1566 an ordinance requiring the safe storage of fuel for baker's oven was put into effect in Manchester, England. This was probably the first enactment pertaining to the subject of fire prevention. Then in 1583, a Parliamentary Act was passed forbidding candle makers to melt tallow in

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dwelling houses . Still later in 1647, wooden chimneys were banned. However the great fire in London on 2nd September 1666 paved way for building-regulations and improvement in the technique of fire fighting . Building of all wood-houses was prohibited and buildings were to be made of brick and stone. The fire destroyed most of the city of London and gutted 13,000 houses and 89 parish churches. Since the fire-fighting equipment was only in the form of a mammoth syringe, the fire continued to burn upto 7th September. Later, this syringe was developed into a water tank that was kept filled by a Bucket Brigade and during any fire, the water would be Withdrawn and ejected by means of a rudimentary form of pump. Subsequently mechanically-operated fire engines were introduced and steam was first used to operate the fire pump. The vehicle on which the pump and steam boiler were mounted were drawn to the site of fire either by the fireman or by ^{the} ~~the~~ horses. Later in Great Britain, the newly established fire insurance companies, raised the question of minimising fire loss by preventing its spread and set about

establishing Brigades of their own. The first Insurance Company to possess a fire engine was Royal Exchange in 1722⁷. They had several engines, firemen, watermen and necessary equipment for extinguishing fires. This was followed by many other companies. On January 1, 1833, the London Fire Engine Establishment was formed by a combination of Insurance Companies. They had 76 officers and men who took upon themselves the task of fire protection of London.

But it was not until Edinburgh's Fire Brigade came into being in 1824 that public fire services began to develop with more modern fire protection regulation equipments and standards of operations⁸. Mr. James Braidhood, the first Chief of Edinburgh's Fire Brigade wrote in 1830 a comprehensive handbook on Fire Department operation. It included 396 standards (documents specifying prescribed quality of equipment) and explained for the first time the kind of services a good Fire Department should perform. Thereafter, the development of Public Fire Protection Regulation,

Evolution of Appliances (See photos given in Appendix A) and types of Public Fire Protection Department Organisation on a world-wide basis started developing in line with the Great Britain and American system of Fire Service .

The techniques of fire-fighting were adopted by Indians at about the same time when first the Greeks and then the Romans had originated their Fire fighting systems⁹ . Organised Fire Services existed in the civilised Asiatic communities many centuries before the Christian era. This is evident from the Kautilya's Arthashastra (321 to 300 BC) which contains guidelines on fire prevention and protection . Kautilya emphasized the need of village Fire-fighting parties and provision of various fire fighting implements at village level to contain any

emergencies caused due to fire¹⁰ . Although, the Fire Services in India started much earlier than the organised Fire Services in many Western countries, the progress in its development lagged behind that in the West due to lack of technological and industrial development in the country. However, regular Fire

Service in India originated in the major ports and cities like Bombay and Calcutta

in the early 19th century¹¹, as had been the general feature all over the world. These handful of Fire Brigades sprang up as a sequel to some devastating fires causing an awakening among Insurance Companies and other commercial agencies about the need for raising a force for the protection of their commercial interests. The growth of Fire Service in India is actually on account of growth of metropolitan Fire Services like Bombay and Calcutta.

GENESIS OF THE FIRE SERVICES IN INDIA

(A) BOMBAY FIRE BRIGADE AND ITS DEVELOPMENT :

The Bombay Fire Brigade has the distinction of being the first organised Fire Service to be established in India, subsequent to a serious

fire in 1803¹², which devastated a major part of Bombay. The incident is known as the Great Bombay Fire. During the early days, the Police personnel were entrusted with the task of fire-fighting in

addition to their normal functions of maintenance of law and order. In 1850, the then Government of Bombay laid the foundation of Bombay Fire Brigade and it started with four steam engines mounted on horse-

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drawn vehicles . Subsequently, the Act XXV of 1858 section 29 made it imperative for the Bombay Municipality to contribute towards the expense of the Police Force on account of dual duties. In 1864, a Commission was appointed to report on the organisation of Fire Service in Bombay. Major Henderson, former Commissioner of Police was entrusted with the responsibilities and appointed to re-organise the Fire Service. Mr. Edington, Deputy Commissioner of Police was sent to England to qualify himself as Captain of the new steam Fire Brigade. A Fire Service on a more regular basis came into being in Bombay in 1865 under the Commissioner of Police and it was jointly managed by the Government and Municipality.

On 1st April 1887, the Fire Brigade was separated from the Office of the Commissioner of Police and was set up as an independent unit . In 1888, Bombay Municipal Corporation Act was enacted.

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Protection of life and property in the case of fire now became an obligatory duty of the Municipal corporation. In 1889, Mr. Nicholas of the London Fire Brigade was appointed Chief Officer of the Bombay Fire Brigade. The dual control of the Fire Brigade ended with the passing of the Corporation Act and hegemony of Police ended as the management of the Brigade passed into the hands of a professional Fire Officer. By 1890, Fire Brigade had a compliment of 8 horse-drawn steam engines, 9 hand drawn engines, 6 telescopic fire escape, 15 horse reels, 135 officers and men and 13 horses distributed among 12 Fire stations strategically located to give maximum fire protection to the city which covered 26 square miles area. It was only after 1903 that modernisation started in Fire Service, when self propelled vehicles utilising the internal combustion engine for motor fire engine was for the first time introduced by M/S

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Merrywether and Sons Ltd. London and Bombay Fire Brigade received the first petrol-driven motor fire engines in the year 1907. This was also a period of modernisation of Fire equipment all over the

World. Consequently petrol-driven motor fire engines and turn table ladders were acquired for the Brigade. Besides, street fire alarm system with 50 posts was installed in 1913. During those days, the Officer's ranks were held by the Britishers or the Anglo-Indians, while other positions went to Indians. This practice slowly underwent a change and by 1920, the Officer's ranks were also thrown open to Indians. For the first time an Indian was appointed as Station Officer in 1923. However, the Chiefs and Deputy ~~Chief's~~ posts continued to be with the British Officers drafted from British Fire Service, mostly from the London Fire Brigade. From 1931, only Indians were recruited for the vacancies in Officers cadre. In 1940, Auxiliary Fire Service was established to aid the Bombay Fire Brigade in view of the additional responsibilities due to second World war. In 1941, the Fire Brigade Accident Ambulance Service came into existence and became a permanent wing of the Brigade. On 14th April 1944, the Great Bombay Dock explosion, known as Fort Stikene disaster, occurred where in 66 officers and men of the Bombay Fire

Brigade were killed while fighting fire. Property worth billions of Rupees was destroyed by direct damage in fire, besides large number of death and injury to civil population. 14th April is commemorated as Fire Service day in India in order to pay homage to those valiant men who have lost their lives while rendering humanitarian service. In 1946, the Auxiliary Fire Service was disbanded. Annual Fire Drill competitions were commenced in the Brigade. It was on 8th April, 1948 that the first Indian, Shri M.G. Pradhan took command as Chief Officer of the Bombay Fire Brigade on retirement of the last

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British Officer, Mr. Coombs. Thus the force was indianised with the appointment of a first Indian Chief Fire Officer in Bombay Fire Brigade. The jurisdiction of the Brigade was increased from 26 square miles to 168 square miles (437 Square Kms.) with the amalgamation of suburbs of Bombay in 1957. Consequent to the Chinese aggression in 1963, the administrative control of the Brigade was taken over by the Government of Maharashtra and it was later returned to the Municipal Corporation of Greater

Bombay in 1968. The Bombay Fire Brigade was presented with a colour in the year 1980 by the Governor of Maharashtra, Shri Sadiq Ali for its distinctive style of functioning.

The Bombay Fire Brigade is a full time Department of the Municipal Corporation of Greater Bombay. It is the duty of the Municipal Commissioner of Greater Bombay to ~~provide~~^{provide} the necessary personnel, appliance, equipment, etc for the Brigade as per provision under section 359 of the Municipal Corporation Act, 1888. The Municipal Commissioner is vested with the necessary powers, under section 360 of the Municipal Corporation Act, for training, discipline and good conduct of the men and also for the maintenance of the Brigade " in a due State of efficiency". The Chief Fire Officer who heads the Fire Brigade reports to the Commissioner. The primary objective of the Brigade is to save life and property in case of fire.

As per section 61-k of the Municipal Corporation Act 1888, it shall be incumbent on the

Corporation to make adequate provision, by any means or measure which it is lawfully competent to them to use or to take such measures for the protection of life and property in case of fire. The Brigade has also been vested with the responsibilities of rendering humanitarian services at other emergencies such as house collapses, drowning cases, natural calamities like floods and earthquakes, animal and bird rescue, tree collapses etc. Hence, the objective of the Department is to save life and property in the case of fire and also to render humanitarian services at various other emergencies. The services of the Brigade are available round the clock and they are free to all within the jurisdiction of Greater Bombay.

Though the operational and administrative jurisdiction of the Brigade are confined to the Municipal limits of Greater Bombay, they also respond to the emergencies outside the limit depending on the gravity of the situation. The Brigade is comprised of 19 fire stations located all over Greater Bombay, which is divided into three regions for administrative

purpose. Each region is under the charge of a Deputy Chief Fire Officer. The region is further divided into sub-divisions, looked after by Assistant Divisional Officers. In all there are five sub-divisions, each comprises of 3 to 6 fire stations. Each fire station is placed under the charge of a Station Officer or Assistant Station Officer depending upon the importance of a Fire Station. The ranks of other personnel at a Fire Station are Sub-Officers, Leading Firemen, Driver Operator and Fireman. At the Fire Brigade Headquarters, there are three Divisional Officers with portfolios of mobilisation, training and stores and workshop. The Bombay Fire Brigade functions under the overall command of a Chief Fire Officer with his office at the Brigade Headquarters at Byculla. Greater Bombay, a metropolitan city of India which has earned the title of "urbo prima in India" and has the distinction of having the oldest Fire Service in the country, covers an area of 437 square kilometers. The information on the Bombay Fire Brigade supplied by the Fire Advisor Government of Maharashtra old

Secretariat~~o~~ Annexe, Bombay vide letter No. 556 dated 08/12/1989 reveals that the Bombay Fire Brigade has a strength of 1052 Officers and men and provides fire protection cover to 10.5 million population.

B) CALCUTTA (LATER WEST BENGAL) FIRE SERVICE :

With the growth of East India Company's trade and after a few bitter experiences of total loss or destruction by fire, the Company was compelled to think in terms of organising a fire-fighting service. The Insurance Companies and Chambers of Commerce which had been pioneers in promoting Fire Service in the continent had also been able to convince the British India Government about the necessity of Fire Service to protect their capital interest. The Insurance companies assured contributing towards the maintenance of Fire Service and as a result the Calcutta Fire Brigade was

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established in 1822 . At the incipient stage, it was a very small organisation attached to Calcutta Police and with an establishment of two European constables and 134 Menial (Khalasis) and the staff cost in 1837

was only Rs. 740/- (Rupees seven hundred and forty only) per month during the dry season and in the rains it was greatly reduced to Rs. 203/- (Rupees two hundred and three only) per month. In 1861, the maintenance of Fire Engine establishment was transferred to the Municipalities. In 1865 five Fire Engines were imported from England out of which three were horse-drawn and other two were hand-drawn engines. In 1871, five Fire Stations were established at the Police office, Lall Bazar, Tallah, Palmer's Brigade, Bhowanipore and Watgunge under the Jute

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Warehouse Act 11 of 1872 . The cost of the Fire Service was charged on the Calcutta Corporation and the Suburban Municipalities of Howrah and Garden Reach at the rate of 83.5%, 14% and 2.5% respectively. The Brigade protected an area of 112 square miles of Municipal Boundaries with a population of 2 1/2 million. The cost of the upkeep of the Brigade was Rs. 5,00,000/- (Rupees five lakhs) approximately. Under Jute Warehouse Act 11 of 1872, a rate was realised from the Fire Insurance Companies calculated upon the amount of premia received by

them. However, Act V of 1879 abolished the contribution extracted from the Fire Insurance Companies.

In 1893, the Government of Bengal appointed a high-level committee and the licenced Ware House and Fire Brigade Act of 1893 was passed. It limited the amount to be derived from the Licence fees to 50% of the annual cost of the Fire Service and other half being defrayed from Municipal revenues. The 1893 Act divested the Commissioners of Municipalities of Calcutta and Howrah of all responsibilities for the control and administration of Fire Service. They were however still required to levy and collect the fees and to grant licences on the advice of the Commissioner of Police. Thus the control of the Calcutta Fire Brigade was vested with the Commissioner of Police, Calcutta, with a Chief Officer as the head of the Fire Brigade Department . The Department was administ^e_red by Government of Bengal, Local Self Government Department.

In the year 1910, re-organisation of

Fire Service started. Government appointed a Committee in 1911 for the purpose, The committee laid down standard of strength, pay and other essentials for Fire Service. On the recommendations of the Committee, the services of an expert in the line was obtained from England and the choice fell on Capt. Bernard A. Westbrook, O.B.E. who took charge of the Brigade in February 1912¹⁹, as Chief Officer. Capt. Westbrook submitted a report for modernisation and the same was approved by the Committee. The temporary post sanctioned in August 1911, viz., Assistant Engineer- 7, European Fireman -7, Mechanics -2, Khalasis - 55 and Clerk - 1, were made permanent with altered designations, i.e. Chief Engineer, Station Officer, Engineer, European Fireman, European Driver and Warehouse Inspector and enhanced the strength to 274 personnel. All upper grades were held by the Europeans and Anglo-Indians only.

Prior to 1911, Calcutta Fire Brigade had no Motor Fire appliance. There were only five horse-drawn steam fire engines. The horse-drawn appliance were replaced by the petrol-driven motor

fire engines. By the end of 1912, three motor pumps and one motor turn table ladder were in commission. The introduction of motorised units was carried on steadily every year from 1912 to 1926. The Calcutta Fire Brigade had got 8 stations equipped with necessary men and appliance with the Headquarters at Free School street. Calls of fires were transmitted to the Fire Brigade Headquarter by private telephones and fire alarm pillars on the streets and there were 150 such pillars throughout the City. The Brigade was under the control of Chief Officer, Capt. Westbrook from 1912 to 1936. It was under his able guidance and supervision that the Calcutta Fire Brigade was established as modern, well equipped and disciplined Fire Service in the East. He was awarded the King's Police Medal and the title of O.B.E. (Officer of the Order of British Empire) in recognition of his good service rendered to the citizens of Calcutta, Howrah and Garden Reach.

Calcutta Fire Brigade recruited its first Indian Officer in 1937, when an Indian was appointed in the rank of Sub-Officer in the

Department. Before the 2nd World war, the Province of undivided Bengal had only two City Fire Brigades viz., the Calcutta Fire Brigade and the Darjeeling Fire Brigade. The latter was created and maintained by the Darjeeling Municipality under the provision of the Bengal Municipal Act, whereas the Calcutta Fire Brigade was established under the provision of the Licenced Warehouse and Fire Brigade Act, 1893 (Bengal Act I of 1893), while the fund of the Calcutta Fire Brigade contributed by the Municipalities, administrative control of the Brigade vested in the local self Government Department of the Government of Bengal, who exercised the control through the

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Commissioner of Police, Calcutta .

In order to meet the war-time requirement during 2nd World war, Calcutta Fire Brigade was strengthened with the addition of an Auxiliary Fire Service, the cost of which was borne by Government. In addition, a parallel organisation named Bengal Fire Service was created by the Government under which Fire Stations were established in densely populated and industrial towns of Bengal.

After the cessation of the World War II and partition of Bengal, Govt. decided to maintain a permanent State Fire Service covering the whole of West Bengal and pursuant to that decision, West Bengal Fire service Act 1950 was enacted²¹. The employees of Calcutta Fire Brigade, the Auxiliary Fire Service and the West Bengal Fire Services were absorbed^b in the newly created State Fire Service under the administrative control of the local self Government Department, now known as the local Govern^ement and Urban Development Department.

The Calcutta Fire Service considerably expanded under the civil Defence expansion scheme during and after Chinese aggression in 1962. In 1989 there were 77 Fire Stations with a strength of 6594 personnel in West Bengal, established in order to provide fire protection cover to warehouses and work-shops located in urban areas²². Besides, there is a fire prevention wing under a Divisional Officer to inspect Buildⁱdings, irrespective of occupancy, to advise for fire prevention measures.

The Fire Service is under the superintendence and control of the Director assisted by Deputy Directors. Under the Deputy Directors, there are Divisional Officers. Each Divisional Officer is in charge of group of contiguous Fire stations. He is also the technical and administrative head of the divisions placed under his charge. Each Fire station is manned by a Station Officer, who is the technical head of his fire station. Under him there are Sub-Officers, Leaders, Fire Engine Operator-cum-Drivers and Fire Operators whose strength varies according to the number of pumping units attached to the Fire Stations.

C) MADRAS (LATER TAMIL NADU) FIRE SERVICE :

The Fire Service in Tamil Nadu started much later than the establishment of Madras City Fire Brigade in 1908 by the Corporation of Madras, consequent upon the devastating fire in the State a

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few years earlier . The Brigade consisted of a small number of pumps which were operated either manually or by steam. As a result of a devastating fire in

August 1903, when these pumps did not prove to be of much use, the Government in 1909, sanctioned the purchase of Motor Fire Engine but it was not till five years later (1914) that a suitable Motor Fire Engine could be found viz., Merrywether appliance (proprietary name of the manufacturer), fitted with 350 GPM (gallons per minute) reciprocating pump. Subsequently in 1915, two more appliances of same make were procured. By 1934, the Brigade had four mechanised fire appliances and these replaced the

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earlier manually or steam operated engines . With the growth and the expansion of the city, these appliances proved to be too inadequate and in fact the then Chief Fire Officer of Calcutta Fire Brigade was invited to come down to Madras in 1935 for giving expert advice on the re-organisation of the Madras

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Fire Brigade . Nothing tangible emerged from his recommendations for the next few years till 1940, when serious fire occurred at the All India Congress Exhibition. As a result of Public enquiry, some of the old engines purchased in 1914 and 1915 were condemned and replaced by Dennis Turbine Motor Fire

Pumps and Trailor Fire pumps of the same type. Subsequent development of the Madras Fire Brigade started with the out-break of World War II. In 1949 the service was formally established by the Government and during the post-war period, the services functioned under the control of the Inspector General of Police as a separate wing of the Police Department. In October 1967, the service was made a separate Department of the State Government under the Director of Fire Services. Since then the Fire Service has undergone rapid expansion and today the Fire Service provides fire cover to the entire State through a net-work of fire stations in all townships and District Headquarters of the State. The service carry out fire prevention inspections of premises licenced or to be licenced under various acts and rules to ensure adequate fire precaution measures. The State Government introduced a commendable measure by appointing Fire Officers as additional Inspectors, over and above the Factory Inspectors, for the purpose of inspection of factories under section 38 of the Factories Act of 1948. The Director is head

of the Department of Tamil Nadu Fire Service, who is assisted by Deputy Director at the Headquarters, Madras. The State is divided into two regions for administrative purpose. Each region is under the charge of a Deputy Director. Each region is further divided into divisions and each division comprises of two to three Districts and a Divisional Officer is in charge of the Division. The Divisional Officer is assisted by Assistant Divisional Officer at the district level. Each district has 2 to 3 fire stations. Each Fire station is commanded by Station Officer, assisted by Assistant station Officers. Other ranks in the Fire Station are Leading Fireman, Driver And Fireman. The Present strength of the service is 6035 personnel deployed at 215 fire stations spread over an area of 1,30,070 square kilometers .

In order to cope up with the increasing fire hazards, the Government has worked out a modernisation scheme for Tamil Nadu Fire Service, which is being implemented under the Tamil Nadu Fire Service Act, 1985.

D) DELHI FIRE SERVICE :

Though the history of Delhi Fire Service goes back to 1867 in its organised form,

Delhi Fire Service emerged only in 1896²⁸. In 1921, Mr. Greenhop of the Bombay Fire Brigade recommended the re-organisation of the Delhi Fire Service and in 1923, the Brigade was taken over by the Municipality from the Police department. The Ambulance service, as part of the regular Fire Service was started in 1941.

Before the 2nd World War, there were only two fire stations in Delhi, one maintained by the Delhi Municipal Committee and the other by the New Delhi Municipal Committee manned jointly by professional Firemen as well as personnel drawn from the Engineering Department. These two independent Fire Brigades were amalgamated into one service in August 1942 and brought under Government control as a part of the policy of the Central Government to re-organise Fire Service in the country, as a sequel to

the out-break of World war II²⁹. The strength of men and appliances of the integrated fire service of the capital was considerably increased so as to meet

the war-time requirements. The post of Chief Fire Officer was also created in 1942 with the formation of an intergated service. After the war ended, the Government approved the recommendations of the Chief Commissioner of Delhi to maintain the Delhi Fire Service permanently as a provincialised force and the Uttar Pradesh Police Fire Service Act of 1944 was extended to Delhi. On provincialisation of the services, the strength consisted of 14 appliances, 186 officers and men deployed at 4 Fire stations and one Headquarters housing, administrative office and

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the training centre .

The widespread disturbances brought about by the partition of the country in August 1947, revealed the inadequacy of fire cover in the capital city. A really serious attempt at modernising the fire service was made in 1947, when Shri A.B. Advani

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took over as the Chief Fire Officer . The old Fire station at Connaught Circle was re-built on modern lines in 1952 and modern equipments were acquired. In 1954, the Radio Telephone Communication system was introduced in Delhi, perhaps

for the first time in the Country.

With Delhi becoming a Union Territory in 1956 and with the setting up of the Municipal Corporation of Delhi in 1958, the administrative control of the Delhi Fire Service was transferred back to the Municipal Corporation of Delhi from 1st May

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1958 . At the time of transfer of the services, there were 7 fire stations with a total strength of 300 men. The expansion scheme was worked out which envisaged setting up of 30 fire stations at a total cost of Rs. 1.09 crores. Under the scheme, a training school was built for the Delhi Fire Service at Motinagar alongwith a fire station in 1961. Subsequently, the new Headquarters building as well as work-shop with necessary equipment and staff also came up. The Government of India sanctioned a sum of Rs. 72.64 lakhs as grant-in-aid for the implementation of expansion scheme. On retirement of Shri Advani, Shri R.S. Sundaram took over as Chief Fire Officer in May 1971. The task of modernisation of the service was once again taken up and is still continuing. The Board of Officers under the Fire

Adviser, Ministry of Home Affairs had assessed the requirements for re-organisation of the Delhi Fire Service and had submitted their report in 1976. In 1986-87 the Delhi Fire Service has a total of 1009 men deployed at 17 fire stations including the Headquarters, a workshop and a training centre. The Delhi Fire Service is divided into two divisions, each under a Divisional Officer. The Divisional officers are assisted by Assistant Divisional officers. The Fire Station is controlled by a Station Officer, assisted by Sub-Officers. Other ranks in Fire Station are Leading Fireman, Driver and Fireman. The overall control of the Fire Service vests with the Chief Fire Officer, who is assisted by Deputy Chief Fire Officer for all administrative and technical matters. When the revised modernisation scheme is fully implemented, Delhi is expected to have 63 fire stations, spread over an area of 1484 square kilometers, of which 326 square kilometers forms urban area and 1158 square kilometers rural.

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with a population of 94 lakhs . The existing latest strength of Delhi Fire Service is 1,986 personnel and

30 Fire Stations.

THE GROWTH OF FIRE SERVICE AFTER WORLD WAR II

With the out-break of World War II in 1939, the need for setting up organised Fire Services throughout the country as part of the Civil Defence scheme was suddenly realised, especially as the threat of aerial bombardment of cities and vital installations was becoming a distinct possibility. A Divisional Officer of the London Fire Brigade, Mr. R. Watts was appointed in 1942 by the Government of India to advise the Central as well as the provincial Governments on re-organising of the Fire

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Services. Subsequently, a large number of trailer pumps and other fire-fighting equipment were imported to augment the meagre equipment already available. Within a short time, Fire Service Organisation in the country got expanded considerably and many new Fire brigades and Auxiliary Fire Service Units were established. In the beginning of 1943, there were as many as 228 British Fire Officers posted in various Provinces,

Port Trusts, Oil Companies, Railways and Factories. Following the end of the World War, the Auxiliary Fire Units got disbanded in many cases. Many Fire Brigades which were established during war-time were reverted to the local bodies while some of them continued to be managed by the Police and few were taken by the Provisional Governments.

The development of Fire Service in India was to a large extent influenced by India's political and historical association with Britian. At the out-break of war in 1939, there were innumerable fire authorities in Britian, which were hetrogenous and ill-equipped to function as a National force to meet the needs of war time. Hence it was very necessary to fuse them into an integrated National Organisation for its efficient functioning. However, India did not have a National Fire Service during the war like in Britian. As a consequence, the Fire Brigades retained their hetrogenous character and majority of them continued to remain ill-equipped at the end of the war. The Government of India was fully concious of this predicament and was keen

to bring about possible improvements. The Ministry of Home affairs, Government of India, therefore set up an Expert Committee in 1950, three years after the country attained independence. The Committee made some far-reaching recommendations which included :

1. Setting up of an All India Fire Fighting Training Institute.
2. Formation of a Design and Development Committee for the purpose of standardisation of Fire fighting equipment.
3. Re-organisation of Fire Services in the States as provincialised services.
4. Promulgation of uniform fire legislations.
5. Constitution of All India Fire Services.
6. Formulation of Auxilliary Fire Services.

This indeed was a good beginning. The Government of India communicated their decision on the recommendations of the Expert Committee to all States and Union Territories vide Ministry of Home Affairs' letter No.33/50-CD dated 5th January 1952. The observation on the recommendations of the Expert

Committee were "The Government of India note that practically all State Governments are agreed on the point that provincialisation of Fire Services is sound in principle and should be the ultimate goal. The Government of India however feel that the administration of Fire Service is part of the responsibility of local bodies and the departure from normal principle of de-centralisation of responsibilities and duties would be justified in the matter of this nature only where local authorities are found to be unable, inspite of every reasonable effort to provide fire-fighting facilities of a scale which the State Government consider necessary and are in a position to provide themselves. If State Governments have authority to enforce recruitment by local bodies of only trained personnel and also have power of inspection, then efficiency can be increased 36 even without provincialisation of the Fire Services".

The Government of India also accepted in principle the recommendations of the Expert Committee that there should be uniform fire legislation in all States, subject to such

modification as local circumstances may require. For this purpose, they proposed to draw a Model Bill in due course and obtain views of the state Governments before it was given final shape. The finalised copies of the bill were circulated to all the State Governments with the recommendations to have the measure enacted by their respective legislatures. The Government of India did not accept the recommendations of the Expert Committee in respect of formation of All India Fire Service as they felt that apart from other difficulties, the cadre will be too small to function efficiently. The Government of India felt that the State Government should make arrangements for regular inspection of their Fire Fighting organisation within their States so as to ensure maintenance of satisfactory standards. The Government of India on their part agreed to take steps in due course to give suitable advice and suggest standards in this regard.

The Government of India agreed in principle for a Provincial Fire Service, which wherever it existed, should work directly under

Government and not under the Inspector General of Police. While communicating this decision, the Government of India also requested the State Governments to take suitable steps to give effect to their recommendations.

The Government of India watched the progress of the implementation of the Expert Committee's recommendations by the State Governments for three years, but unfortunately not much progress appeared to have been made. They therefore convened a Conference of the Chiefs of the Fire

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Services in India in August 1955 at New Delhi . The Conference was inaugurated by Shri B.N. Datar, Deputy Minister for Home Affairs. In pursuance of their recommendations, the Government of India constituted a Standing Fire Advisory Committee in 1956 to examine the technical organisation and other related problems concerning the Fire Services and to make recommendations to the Government. To start with, the Standing Fire Advisory Committee comprised of 10 members and its formal constitution was adopted in 1959. The composition was also enlarged to include

representatives of all States and Union Territories. Subsequently, its composition has undergone considerable change. The Director General, Civil Defence was nominated by the Government as Chairman of the Committee and with the appointment of Fire Adviser in the Ministry of Home Affairs in the year 1968, he was nominated as the member Secretary of the

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Committee .

According to a decision taken by the Government in 1980, the erstwhile Standing Fire Advisory Committee was renamed as "Standing Fire Advisory Council" and a few smaller sub-committees named as "Standing Fire Advisory working Committee" have been set up for examining various fire service matters which needed more urgent attention. As on date, the Standing Fire Advisory Council has a total membership of 42, comprising representatives of State Governments, Union Territory Administrations, Central Ministries which maintain regular Fire Services, Bureau of Indian Standards, the Fire Research Division of the Central Building Research Institute, National Fire Service College and

Institution of Fire Engineers (India).

The standing Fire Advisory Council is the only professional technical body set up by the Government to examine the problems relating to the Fire Service in the country and making recommendations to the Government for the solution of these problems. The Standing Fire Advisory Council, which meets annually for two to three days provides a unique opportunity for professional experts in the country to meet and exchange views and experiences on a wide range of matter relating to the Fire Services.

NATIONAL FIRE SERVICE COLLEGE

The National Fire Service College came into existence in pursuance of the recommendations of the expert Committee set up vide Government of India order No. 44/14/50-Public dated 27.3.1950 for bringing improvement in Fire Service.

The Expert committee had also recommended the fusion of all Fire Services into a single National force. However this recommendation

was not acceptable to the Government of India for the reason that the administration of the Fire Service is part of the responsibilities of the local bodies. However the government of India accepted that local bodies must select trained personnel strictly on merit in order to improve Fire Service efficiency.

The recommendations of the Expert Committee as usual had to suffer rigmarole of the Government Machinery and Government's decision on the recommendations was made available only after two years vide Ministry of Home Affairs' letter No. 33/50/CD dated 5-1-1952 addressed to Head of Fire Services . However, the actual inception of the Central Institution, the National Fire Service College - took another four years after the recommendations were accepted by the Government of India. The National Fire Service College was first set up at Rampur (Uttar Pradesh) by the Ministry of Home Affairs, Government of India. It started functioning with effect from July 1956. Thereafter in 1957, it was shifted to Nagpur in Maharashtra because Nagpur is geographically

centrally located and has better accomodation and other facilities. The inception of the college coincided with the period of the first five year plan started by the Government for industrialisation of the country for attaining self-sufficiency in the priority areas of food and clothing. A number of Industrial Undertakings came up in process, even in non-traditional areas.

The rapid industrialisation and technological breakthrough in the process of manufacture have contributed and aggravated the types of fire hazards. The need for protecting all these vital installations from fire and allied hazards was the subject of discussion by the Expert Committee. The committee felt that the Undertakings should have their own independent Fire Brigades for protection of their installations. The committee entrusted the responsibility of training personnel for these undertakings to the National Fire Service College. As a result, the National Fire Service College had to draw up broad spectrum and extremely practical-

oriented training programme.

Field-training, practicals, drills, etc., naturally played a major role in the training of Fire Officers. The college runs various professional courses, viz., Sub-Officers' Course, Station Officers and Instructors' Course, Divisional Officers' course, B.E. (Fire Engineering) course, Fire Prevention course for Production Engineers and special courses in breathing Apparatus. The programme of courses to be conducted at the college is circulated to the State Government, Local Bodies, Central Ministries Government Undertaking, etc., to enable them to nominate their candidates well in time. Of late, the demand for various courses from Central Ministries, State Governments, Local Bodies, etc., have been so heavy that it has not been possible to adequately meet them inspite of the fact that the college runs three courses concurrently for the most part of the year.

The college imparts training in the most scientific and upto-date methods of fire

prevention and extinction, fire engineering, fire safety and rescue techniques, and in the operation and handling of modern fire fighting implements, to the members of the Fire Service. The college is equipped with the latest fire-fighting equipment and with well qualified and experienced Instructional staff for its various activities. The successful candidates from the college are awarded certificates and diplomas for various professional courses on the basis of their performance in the final ~~examination.~~
examination.

During the past 30 years of its existence, and till 1988, the college has trained 9221 personnel of various categories in different courses including 70 trainees from foreign countries like Malaysia, Philipines, Nigeria, Zambia, Nepal, Bhutan and Gulf countries under various technical assistance

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scheme .

Since the inception of the college, it has earned fame and has shed its light beyond the frontiers of the country. The quality of the training imparted by the college has been commended by several foreign Governments. The college has attracted

several students from abroad, particularly from South East Asian Countries. The foreign students have been attending courses at the college, under different plans/schemes like Colombo Plan.

Given the rapid progress made in the field of fire engineering and with a view to building up a cadre of Fire Officers with higher education and technical qualifications, the Advisory body of the National Fire Services college decided in their third meeting held on 27-28 October 1972, that a new three years degree course in Fire Engineering be introduced at the college. This course is perhaps the only course of its kind in this part of the world. The college sought and obtained affiliation to the Nagpur University for the purpose of running its three year Fire Engineering degree course under the Faculty of Engineering and Technology vide Nagpur University ordinance No. 102 of 1981. The course is a blend of several branches of Engineering, viz. Mechanical, Civil, Electrical Fire and Communication in addition to Psychology, Paramedics and Law. Because of the complicated nature of the course, the

entry qualification is prescribed as graduation in Science with a minimum of 60 % marks in the qualifying examination. Accordingly, the first batch of 10 trainees for B. E. (Fire Engineering) were admitted in December 1978⁴¹. The demand for this course is on the increase, both at home and abroad. Today, the college caters to the needs of the entire country and also of the under - developed countries under different technical education schemes.

The college is managed by a Director, who is responsible to the Director, Civil Defence, Ministry of Home Affairs through the Fire Advisor, Ministry of Home Affairs⁴². He is assisted by two Deputy Directors, four assistant Directors and three Deputy Assistant Directors with a large number of supporting staff for its efficient functioning. Certificates, Diplomas and advanced Diplomas are awarded by the college on the basis of performance. The Certificates and Diplomas are recognised by the Central and State Governments as well as Public and Private undertakings. The Diplomas and Advanced Diplomas are also recognised by the Union Public

Services Commission for senior appointments in the fire Service, while the Degree in Fire Engineering is recognised for Indian Engineering Services.

DEFENCE INSTITUTE OF FIRE RESEARCH :

This Institute was initially started as the Ministry of Defence Fire Fighting Training Centre on 10th October 1950, primarily to meet the training requirements in fire fighting for Officers and other ranks of the three Services, Ordnance factories and

other Inter-service Organisations ⁴³. To start with, training was imparted on course to course basis. The arrangement did not prove satisfactory and the Centre had to be closed on 13th November 1958. In all about 12 courses in Fire - fighting, all at an elementary ^a level and of 60 days duration each were conducted. Later the Ministry of Defence decided to run the course on regular basis and a Government order to this effect was issued in December 1954. In

1955, the courses were started on ⁴⁴ regular basis. In 1959, it was decided by the Ministry that the centre should also carry out research and development

work in the field of fire engineering and allied subjects concerning fire equipment and modification of the existing fire fighting equipment and

evaluation of fire appliances⁴⁵. At the instance of the then Defence Minister, Shri V.K. Krishna Menon, the training centre was brought under the research and development organisation in 1959 and it was renamed as the Fire Service Research, development and Training establishment in 1960.

Subsequently with the increase in scope of work as well as work load the establishment was again revised vide the Government of India Ministry of Defence letter No. 94834/RD-27(PR)/6222/D(RND) dated 30th May 1969, and the unit was re- designated

as the defence institute of Fire research⁴⁶. Prior to the formation of this institute a few Defence personnel were being trained in the National Fire Service College at Nagpur, which is primarily meant to train Civilian personnel of various fire services. As the training requirements^e of service personnel deferred in type, size and severity of hazards, the training conducted at Nagpur was not

found to be totally adequate as per the needs of the Defence services. It was therefore necessary for this new training centre to draw special syllabi for training of defence personnel. Taking into account the special hazards of defence viz. explosives, factories, petroleum depots, Ships and Air Crash fire fighting. Besides this, basic training in fire fighting and fire prevention courses were also started, taking into consideration the educational background and the temperament of Defence personnel.

The charter of duties of the institute is as under vide letter No. 86897/12/1/RD-47
76/10624/D(R&D) dated 29th Sept. 1969 .

(i) To train the personnel of the Defence Service interservice organisations ordinance factories and other defence undertakings in fire prevention fire - fighting and allied subjects. The institute would be responsible for conducting special courses in order to meet the specific needs of the service in the above field.

(ii) To carry out research and development in the

field of Fire engineering and allied subjects and evaluation of fire appliances of indigenous manufacture and improving the performance of the same.

(iii) To liase with other similar organisations with a view to promote and decimate Knowledge in respect of fire prevention, fire fighting and allied subjects of defence intrests.

At the initial stage, the training centre was extremely miniture in size. The head of institute was known as the Commandant, who was in the rank of Scientist C grade. However, in 1962 the level of Commandant was raised to the rank of Director and given more responsibilities of testing and evaluation of fire fighting equipment and extinguishing agents. Since its inception, the institute has been steadily growing and has accepted more and more challenges as regards to training and R & D activities. The total Number of training courses has increased to four junior courses and 8 senior courses, and on average training is imparted to about 410

officers and men each year. Special courses on subjects like air crash fire-fighting and breathing apparatus were also introduced. The institute was given the added responsibility of development of new types of equipment, which in turn compelled the Institute to develop its own infrastructure for R & D. Today the institute has three wings, viz. The Training wing, Research and development wing and administration wing.

The courses done at the institute are all residential in nature and the trainees are required to stay in the premises for conducting various tactical exercises. The instructions are imparted in the most modern scientific manner. The institute is a unique one of its kind and in scale and sophistication of the training provided in technical and managerial studies for fire engineering. Fire prevention and fire fighting is comparable to the best in this part of the world. The annual course capacity is 460 trainees.

The institute is managed by the

Director, who is responsible to the Director General, Research and Development for the implementation of policies recommended by the Fire research Development and training panel of the Ministry of Defence ⁴⁹ .

The panel comprises of members from all the three services (Army, Navy, and Air force.), and all other concerned interservice organisations like ordanance factories and ordanance Depots of the Defence Ministry.

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CHAPTER II

ORGANISATION FOR FIRE SERVICES AND

DEVELOPMENT OF GOA

FIRE SERVICE

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ORGANISATION FOR FIRE SERVICES AND DEVELOPMENT OF

GOA FIRE SERVICE

ORGANISATION OF FIRE SERVICE :

The foundation of any organisation is set of valid objectives that provide both purpose and direction to the organisation. Fire service organisations have historically been paramilitary in nature, since team work was essential for fire fighting to achieve the goal. The service have been organised on the analogy of the Military with division of work, chain of command and rank for

personnel¹. The traditional objectives commonly accepted by the Department are:-

- (i) Control of Combustibles and fire prevention work which are regulative measures meant for preventing occurrence of unwanted fires through enforcement of safety codes and practices in places of activities and occupancies;
- (ii) Fire - fighting and emergency services which are provided to prevent loss of life and

property when fire starts and to confine fire to the place of origin and extinguish fires that are considered fundamental to any Fire Department and

- (iii) Government purpose which are obligatory for fire safety as required under statutory requirements and warrant of precedence.

In the broadest sense, the Fire Department objectives is to save lives and property from fire. The public assumes the Fire Department has the capabilities to perform effectively, if a fire or related emergency ^o occurs. Hence the fire Department goal can be perceived to include:

- (i) Providing a performance level acceptable to the people in the area to ensure safety of life by rendering rescue and special services
- (ii) Confining fires to a level of incipency through fire prevention measures
- (iii) Extinguishing fires with least amount of property damage through fire service methods

of operation

- (iv) Providing selected emergency and humanitarian services relating to life safety and property damage in the jurisdictional area.

General Fire Department objectives are performance-oriented and geared at being met and adapted to the particular jurisdiction in which the fire Department is organised. The manner in which Fire Departments are organised depends on the size of the Department and the scope of its operation.

The organisation of the Fire Department in India reflects a heterogeneous character which is apparent from the present organisational setup which is given below:

(i) States/Unions Territories where Fire Service is organised as a separate Department:

Sr. No.	Name of State	Strength of Fire personnel	No. of Fire Stations
1.	Andhra Pradesh	5000	206
2.	Himachal Pradesh	555	18

3.	Jammu and Kashmir	3029	72
4.	Kerala	2632	54
5.	Karnataka	2255	53
6.	Tamil Nadu	6035	215
7.	Orissa	2028	96
8.	West Bengal	6753	73
9.	Goa	277	9

(ii) States/Union Territories where Fire Service
is under the Police:

Sr. No.	Name of State	Strength of Fire personnel	No. of Fire Stations
1.	Andaman and Nicobar Islands	388	11
2.	Assam	1378	40
3.	Arunachal Pradesh	136	11
4.	Bihar	996	82
5.	Manipur	243	12
6.	Meghalaya	803	31
7.	Mizoram	125	4
8.	Nagaland	302	5
9.	Sikkim	87	4

10.	Pondicherry	146	6
11.	Tripura	863	21
12.	Uttar Pradesh	4847	141

(iii) States/Union Territories where Fire Services are under Municipal Corporations/Councils:

Sr. No.	Name of State	Strength of Fire personnel	No. of Fire Stations
1.	Gujarat	1411	20
2.	Harayana	467	27
3.	Maharashtra	6151	255
4.	Punjab	902	28
5.	Madhya Pradesh	185	5
6.	Rajasthan	176	6
7.	Delhi	1986	30

In many states, although Fire Service constitutes a separate Department, the Head of Fire Service is a Police Officer. It has been the endeavour of the Standing Fire Advisory Council, since its inception in 1956 to achieve its stipulated objectives of bringing about organisational

uniformity of Fire Services in the Country. In order to achieve this objective, the Government of India established a Fire Cell in the Ministry of Home Affairs in 1968².

FIRE SERVICE (ADVISORY CELL) UNDER THE CENTRAL GOVERNMENT:-

(i) The fire Advisory Cell is headed by the Fire Advisor assisted by Deputy Fire Adviser and other clerical staff for its functioning. It is attached to the Director General Civil Defence, Ministry of Home Affairs. The Fire Adviser is responsible for rendering expert technical advice on all fire protection and fire service matters to all States and Union Territories, Central Ministries, except Defence, inspection of Fire Services maintained by the Union Territory Administrations, arranging training for Fire Service personnel at the National Fire Service College under the Ministry and at the Institutions abroad, implementing measures for strengthening fire protection in vulnerable areas and towns falling under Civil Defence schemes in the

Country and work connected with the standardisation relating to fire protection equipment, fire safety and National Building Code of India³. In addition to attending to these duties and responsibilities, the Fire Adviser has also to function as the highest professional Officer at the central level, who co-ordinates the activities of various State Fire Services and also work as Member Secretary of the Standing Fire Advisory Council.

(ii)---The Ministry of Defence have their own Fire Adviser for rendering advice on all Fire Service matters relating to Defence Fire Services and for arranging fire fighting training for Defence personnel. It is attached to the Research and Development organisation of the Ministry of Defence headed by the Scientific Advisor to the Minister of Defence, Government of India.

FIRE SERVICE SET-UP IN THE STATES

The purpose of the organisation of fire services is the protection of people and property in

an intricate society. Now, the maintaining of law and order and protection of life and property is a state subject. However, the subject of fire protection and control is not specifically mentioned as a subject in the 7th schedule of the Constitution of India which details the various items coming under state power and jurisdiction⁴. Nevertheless, it is deemed as a State subject and most of the States have provincialised the Fire Services in their respective States in pursuance to Circular issued by the Ministry of Home Affairs, Government of India bearing No. 33/50-CD, dated 5.1.1952, (Recommendation 4). The names of the States who have provincialised the services are as follows:

Sl. No.	Name of the State	Controlling Department
1.	2.	3.
1.	West Bengal	Urban Development Department
2.	Jammu and Kashmir	Home Deptt.
3.	Goa	-do-

4.	Andhra Pradesh	-do-
5.	Tamil Nadu	Home Deptt.
6.	Kerala	-do-
7.	Karnataka	-do-
8.	Uttar Pradesh	-do-
9.	Assam	-do-
10.	Himachal Pradesh	-do-
11.	Tripura	-do-
12.	Meghalaya	-do-
13.	Manipur	-do-
14.	Sikkim	-do-
15.	Orissa	-do-
16.	Bihar	-do-
17.	Mizoram	-do-
18.	Nagaland	-do-
19.	Arunachal Pradesh	-do-

The Fire Service is a well disciplined organisation. It has been provided with a

hierarchical order of rank and insignia for its effective command and control. The basic unit for Fire Service Organisation is the Fire Station which functions round the clock throughout the year. The Fire Station is commanded by a Station Officer assisted by an Assistant Station Officer/Sub-officer,

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Leading Fireman, Driver Operator and Fireman . The basic member in the hierarchy is the line Fireman. The goal of the Fire Service is to prevent propagation of fires through various means and preservation of human life from fires and other related emergencies under its jurisdiction. For Administrative purpose, the States have been divided into divisions and regions. Each region comprises of two or three divisions and is commanded by a Deputy Director, while the division is headed by a Divisional Officer assisted by Assistant Divisional Officer.

The Fire Station is categorised depending on the number of pump appliances as a one pump station or two pumps station or three pumps station. As per the recommendation of the Standing Fire Advisory Council, for every city/town with half

lakh population, there will be one pumping appliance/unit. Thus in a town with a half lakh population, there will be one pumping unit or appliance and for a city/town with three lakh population, there will be six pumping appliances/units. For towns with over three lakh population, for every additional one lakh there will be one additional pumping appliance/unit. In addition to the above, a reserve of 20% of the total pumping units,---subject to a minimum one, should also be provided. A pumping unit means a self-propelled motor fire engine, which should have a pumping capacity of 500 gallons of water per minute. However, industrial cities and areas of high fire-risk, the scale may vary according to the local conditions as found necessary by the local Fire Authority. Special appliance such as Emergency tender, Breakdown van, Aerial ladders, Hose laying lorries, etc.will not form part of the pumping unit. Some of the fire stations have in addition to the Station Officers, also Assistant Station Officers. On the basis of available data, the Jammu and Kashmir Fire Services

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have 72 Fire Stations, but only 32 Station Officers and 104 Assistant Station Officers⁶. The Tamil Nadu Fire Service, established in 1939, has 189 Fire Stations and 189 Station Officers, but only 15 Assistant Station Officers⁷. The Tripura Fire Service established in 1953, has 21 Fire Stations and 9 Station Officers⁸. The recommended practice and existing hierarchical order of ranks in the state is as follows⁹.

- (i) Director
- (ii) Deputy Director
- (iii) Divisional Officer
- (iv) Assistant Divisional Fire Officer
- (v) Station Fire Officer
- (vi) Assistant Station Fire Officer
- (vii) Leading Fireman
- (viii) Driver Operator
- (ix) Fireman

FIRE SERVICE SET UP IN LOCAL
AUTHORITIES/MUNICIPALITIES :

Rendering assistance and preservation

of life and property in case of fire being a duty generally entrusted to the local authorities, some of the Fire Brigades were reverted back to the local Authorities after the IInd world war. This was mainly because of the constitutional ambiguity in respect of the subject and uneven growth of urbanisation in the State. Many Municipalities in the States have included the provision for Fire safety in the Building By-laws and consequently certain States like Maharashtra have incorporated the provision for fire protection in the State Municipalities Act. The Fire Services which today function under the Local Authorities and their controlling departments are

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given below :

Sl No.	Name of the State	Controlling Department	Legislative support
1.	Maharashtra	Urban Development Development	Nil
2.	^h Madya Pradesh	-do-	Nil
3.	Gujrat	-do-	Nil
4.	Rajasthan	-do-	Nil
5.	Harayana	-do-	Nil

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6. Punjab	-do-	Nil
7. Delhi	-do-	Nil

The Fire Services here are attached to the Municipal Authorities headed by the Chief Fire Officer and assisted by the Deputy Chief Fire Officer. The size of the organisation depends upon the demand being placed upon it. The hierarchical order of ranks in local Authority Fire Services is

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given below :

- (i) Chief Fire Officer
- (ii) Deputy Chief Fire Officer
- (iii) Assistant Chief Fire Officer
- (iv) District Fire Officer
- (v) Officer In charge of Fire Station
- (vi) Deputy Officer In charge of Fire Station.
- (vii) Leading Fireman
- (viii) Driver Operator
- (ix) Fireman

Among the Local Authority Fire Services, Bombay Fire Brigade is the oldest in India,

Constituted under the Bombay Municipal Corporation Act of 1988, which has 21 Fire Stations and 40 Station Officers, whereas Baroda has 4 Stations and 4 Stations Officers headed by a Chief Fire Officer and assisted by a Deputy Chief Fire Officer¹². In Harayana State, there is no Chief Fire Officer but there are 49 Fire Stations and 19 Station Officers functioning under the superintendence of a State Fire

Officer¹³. The prominent Local Authority Fire Services in India are in Bombay, Delhi and Ahmedabad. The services are rendered only within the jurisdiction of the Municipal limits. The Brigades have been organised and structures as per the recommendations of the Standing fire Advisory Council¹⁴.

CATEGORIES OF FIRE STATIONS :

The efficient functioning of fire fighting services requires a disciplined and well organised force of fire fighters and Officers. The man-power requirement of this organisation varies according to the type of appliances to be manned, the

number of such appliances, the duty system, the extent of other duties like inspection of water sources, testing of fire alarm, enforcement of fire prevention measures and type of communication system at a place. In practice, the number assigned to a particular station depends on its functions and area of its jurisdiction. Fire stream (Pumping unit) is often used as a gauge of the effectiveness of a Fire Station. Considering these functions, the stations

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are categorised as follows :

- (i) One Pump Station - 1 Station Fire Officer or 1 Sub - Officer.
- (ii) Two Pumps Station - 1 Station Fire Officer and 1 Sub- Officer
- (iii) Three Pumps Station - 1 Station Officer and 2 Sub-Officers
- (iv) Four Pumps Station - 2 Station Fire Officers and 2 Sub- Officers
- (v) Five Pumps Station - 2 Station Fire Officers and 3 Sub- Officers
- (vi) Six Pumps Station - 2 Station Fire Officers and 4 Sub - Officers.

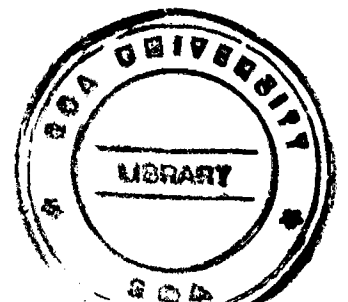
In states and Union Territories where the Fire Service is organised as a separate

department, the fire service consists of the following ranks:

- 1) Station Fire Officer
- 2) Sub-Officer
- 3) Leading Fireman
- 4) Driver Operator
- 5) Fireman

(i) AND (ii) STATION OFFICER AND SUB-OFFICER :

Within the Station, the leader is known as station Fire Officer. The scale and number of Station Fire Officers and Sub-officers depends on pump appliances. Station Fire Officer is in charge of a fire station of two platoons (one platoon consists of 24 men), whereas sub-officer is incharge of a group of 4 crews (one crew consists of 6 men) or one platoon. Where the extent of fire risk may justify, the Sub officers may be replaced by station Officers. A 50 % reserve of total staff of station Officers and sub-Officers on duty is to be provided for periodical relief to enable the Officers to avail 24 hours off after every 48 hours of duty. A 10 % of the total



staff on duty and periodical relief is to be provided as training reserve. A leave reserve of 15 % on the total staff on duty, periodical relief and training reserve is to be provided as replacement for all types of leave.

(iii) LEADING FIREMAN :

Leading Fireman is in charge of crew of 6 men. There should be one Leading Fireman per Engine appliance and one for Station and out door duties at all times.

(iv) DRIVER/OPERATOR :

One Driver Operator per motor vehicle plus a duty reserve which will ensure the following minimum number to be provided at each station :

No. of motor vehicles at the station	No. of Drivers/ Operators.
1	2
2	3
3	4
4	6

5	7
6	9

(v) FIREMAN :

The Scale of Firemen will be six per Fire Appliance apart from one Fireman for fire alarm duties. Two Fireman for hydrant and water resources inspection and one Fireman for despatch duties per station.

There should be a reserve of 25 % of the total number of Leading Firemen, Drivers/Operators and Firemen worked out according to the above scale to serve as training reserve and leave reserve of all types.

Where two shift system of duty is in vogue, the number of Leading Fireman, Drivers/Operators and Fireman will be doubled. (Two shifts is 12 hours per day).

Where three shift system is in vogue, the number of Leading Fireman, Drivers/Operators and

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Fireman will be three times the scale mentioned (Three shifts is 8 hours per day).

Based on the recommendation of the Standing Fire Advisory Council, the following different ranks have been developed in the Fire Service throughout the country. They are according to command and responsibilities .

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JUNIOR OFFICERS

- (i) Sub-Officers : to be in charge of one pump station or to be second in command to a Fire Station officer.
- (ii) Station Officer : to be in charge of 2/3 pumping units and or at least one fire station or equivalent staff duties.
- (iii) Asst. Divisional Officer: to be in charge of 2/3/ fire stations or 4/6 pumping units or second in command to Divisional Officer or equivalent staff duties.

SENIOR OFFICERS

- (i) Divisional Officer : to be incharge of 2 to 8 fire stations depending on the size of the fire station or equivalent staff duties.
- (ii) Regional Fire Officer/Dy. Director: to be in command of two divisions or second in command to fire Force Director or equivalent staff Duties.
- (iii) Fire Force Commander/ Director of Fire Service: to be overall command of the service.

In case a Fire Station has a full fledged training school attached to it, then it is provided with a minimum of one Station Officer, one Sub-Officer, One Driver/Operator and six Firemen.

Where a Headquarter Control Room exists, a mobilizing Officer, holding the rank from a Sub-officer to a Divisional Officer (depending on the size of the Fire Service) is appointed as in charge of the Control Room.

The Fire Advisory Council recommended

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that the designations of Officers should be based strictly on their actual command and

responsibilities¹⁷. In case of Fire Brigades under

Local Authorities the organisation is as under¹⁸ :

- (i) Chief Fire Officer
- (ii) Deputy Chief Fire Officer
- (iii) Assistant Chief Fire Officer
- (iv) District Fire Officer
- (v) Officer incharge of Fire Station
- (vi) Deputy officer incharge of Fire Station

UNIFORM AND RANK MARKINGS :

Uniform colour for Fire Service as recommended for Government Fire Service is Khaki whereas for Local Authority and Public Sector unit Fire Organisations, it is navy blue. The rank

markings recommended are¹⁹ :- (See photos given in Appendix-B)

- (i) Fireman - No rank marking, only shoulder title of the service.

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(ii) Driver Operator - 2" diameter three spoked steering wheel on white metal worn on the right sleeve half way between the shoulder and the elbow.

(iii) Leading Fireman - A 1/2" wide bar 1 1/2" long with a semi circular cross section with flat bottom surface and round surface on the top made out of white metal to be worn 1/2" from the bottom end of both shoulder straps.

(iv) Sub-Officer - One small impellar (International insignia of Fire Service for rank markings to facilitate identification of position) 3/4" in diameter made out of white metal worn on both shoulder straps.

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(v) Station Officer - Two small impellars 3/4" in diameter placed one above the other, made out of white metal worn on both shoulder straps.

(vi) Asstt. Divisional Officer - Three small impellars 3/4" in diameter placed one above the other made out of white metal worn on both shoulder straps.

(vii) Divisional Officer - Large impellar 1" diameter in a semi circular wreath made out of white metal worn on both shoulder straps.

8. Deputy Director/
Deputy Fire
Force Commander - Large impellar 1" diameter in a semicircular wreath surmounted by one small impellar 3/4" in diameter placed in line with the large impellar, made out of white

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metal worn on both shoulder straps.

(ix) Joint Director - Large impellar 1" in diameter in a semicircular wreath surmounted by two or small impellars each 3/4" in diameter placed in line with a large impellar, made out of white metal worn on both shoulder straps.

(x) Director - Large impellar 1" in diameter in a semicircular wreath surmounted by three small impellars each 3/4" in diameter placed to form a triangle made out of white metal worn on both shoulder straps.

The Fire Service in India have adopted a pattern more or less similar to that of the Fire

Service in the United Kingdom in matters like rank structure, fire fighting equipment and technology.

INDUSTRIAL FIRE SERVICES :-

Besides Government and Local Authority Fire Services, there are industrial Fire Service units in large Public Sector undertakings established as required under section 38 of the Factory Act 1948 and other statutory requirements, such as Oil and Natural Corporation Ltd., Indian Oil Corporation Ltd., Shipping Corporation of India, International Airport Authority of India, National Airport Authority of India, Steel Industries, Indian Petrochemical Limited, National Thermal Power Corporation, Nuclear Power Corporation, ^hBaba Atomic Research Centre etc. These units are set up exclusively to cater to the needs of the particular Fire risk of the establishment. Special appliances are positioned depending on the fire risk to be ~~to be~~ dealt with. They have no jurisdiction beyond their Factory area.

The industrial units of public sector undertakings are now being looked after by Central

Industrial Security Force Fire Wing in respect of

Fire Suppression and prevention ²⁰ . This unit works under the Director General of Central Industrial Security Force, a Force Constituted by the Government of India in the year 1968 for the better protection and security of industrial undertakings owned by the Central Government and certain other Industrial

undertakings ²¹ . The Force is governed under the Home Ministry of the Central Government. In order to look after the technical needs of the Fire wing, a post of Deputy Inspector General has been created and he is responsible to the Director General, Central Industrial Security Force who looks after the fire wing of the Central Industrial Security Force in all public sector undertakings. There are at present 60 units and 3769 men working in the Fire cell of the

Central Industrial Security Force ²² . The Deputy Inspector General who reports to the Director General for fire organisation matters is assisted by one Asstt. Inspector General at the Headquarters at Delhi and one Asstt. Commandant at unit level. Normally, a fire unit in an industry is headed by an

Assistant Commandant. Wherever the units are large, the post of commandant is sanctioned. The organisational structure of fire cell of Central Industrial Security Force is as follows:

1. Deputy Inspector General (Fire)
2. Assistant Inspector General (Fire)/Commandant.
3. Assistant Commandant (Fire)
4. Inspector (Fire)
5. Sub- Inspector (Fire)
6. Assistant Sub-Inspector (Fire)
7. Head Constable (Fire)
8. Naik (Fire)
9. Lance Naik (Fire)
10. Constable (Fire)

ESTABLISHMENT OF GOA FIRE SERVICE:

During the four and half centuries of Portuguese rule, the necessity of establishing a Fire Service in Goa does not seem to have been felt by the authorities. Perhaps this was because incidents of major fires were unheard of in those days. Yet there were stray incidents on few occasions, where major

fire were checked and extinguished by Military men, not with sophisticated fire equipment, but by manual

effort of the bucket brigade²³. After Goa was liberated from the yoke of Portuguese rule on 19.12.1961, the para-military Police Force was

Indianised in the year 1962²⁴. Maintaining law and order and protection of life and property being a State Subject, Police took care of the fire protection--services too, but not before 1968, when the first trailer pump was purchased from the Police

budget²⁵. In order to man this equipment, ten persons were drafted from Police Force and sent for

elementary fire-fighting training at Hyderabad²⁶. Subsequently, the Senior-most from among the trained was put incharge of this equipment under the name and style of the Police hierarchy as the Assistant Sub-Inspector.

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The first Motor Fire Engine made by Hindustan Bedford Company was purchased in 1969²⁷ .

In order to man this equipment and establish a station, it was necessary to provide the required allocation in the annual budget for the Fire Fighting Service. Accordingly, Fire Service was allotted a major Budget Head 260, " Fire Protection and Control", from 1.4.1971 onwards²⁸ . Thereafter, the

first batch of Firemen was recruited and the first fire station authorised from the Fire Service Budget started legitimately functioning from 1971 onwards under the Inspector General of Police. Subsequently, one Dodge motor fire engine was purchased in 1973. In order to man this appliance, the in-charge Assistant Sub-Inspector of the Fire Cell was sent to the National Fire Service College, Nagpur, to upgrade his technical skill in 1974 on the advice of the then Director General Civil Defence, Lt. Gen. George

Pattingal²⁹ . After completion of his training, one specialised Engine, Carbon-di-oxide Foam tender was

purchased³⁰ in 1975 and thereafter a Fire Station at Margao was set up on 24.09.1975. Subsequently, on

the advice of the Fire Adviser, the In-charge Assistant Sub-Inspector was appointed in the order of rank in Fire Service as the Station Fire Officer. Thus the first Fire Officer Shri J.B.A. Ferrao was

appointed by the Government in 1976³¹. Subsequent to the setting up of Margao Fire Station, public demand perforced the Government for the opening of one more Fire Station at Mapusa on 5.11.1976. Also three more Hindustan Bedford Fire Engines were procured. Thus the early Fire Services in Goa had one Trailor Fire pump, 5 Water Tenders and one combined Carbon di-oxide Foam tender, altogether six fire engines, 7200 feet Delivery Hose and other equipment

for elementary fire fighting³². Out of the 6 Fire Engines, 4 were placed at Panaji Police Headquarters and one each at Margao and Mapusa. As Industrial activities started increasing, the incidents of fire also increased considerably. Subsequently on public demand a Fire Station at Ponda Police Station was set

up with effect from 13.7.1982³³. In order to man these four stations, they had one Station Fire Officer, 6 Sub-officers, 12 Leading Firemen, 8 Driver

Operators and 78 Firemen. The Fire Wing was functioning under the Deputy Commandant General of Home Guards as the head of office under the overall control of the Inspector General of Police as its Head of Department.

The Fire Service Organisation was a dormant institution and the technical skill available was only at the level of Station Fire Officer. This situation had not changed until 1983, when the author of this thesis was specially deputed by the

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Government of India, to oversee the fire safety arrangements of the Commonwealth Heads of Government Meet in Goa where contingents from Maharashtra and Karnataka had to be requisitioned due to inadequacy of equipment, man-power and technical skill available with the Goa Administration. In order to equip the administration, Government of India immediately sanctioned Rs. 30 lakhs exclusively for the purchase of appliances and equipment such as Water Tenders, Emergency Tenders, Ambulances, Breathing Apparatus and command vehicles. A significant fall-out or consequence of the Common Wealth Heads of Government

Meet in Goa was the creation of the post of Chief Fire Officer on recommendation of the Fire Adviser, Government of India for organising and developing the

Fire Service in the Territory ³⁵. After the Commonwealth Heads of the Government Meet, Government felt the need for improvement of this vital service and accordingly, the services of the author were requisitioned from the Ministry of Defence on

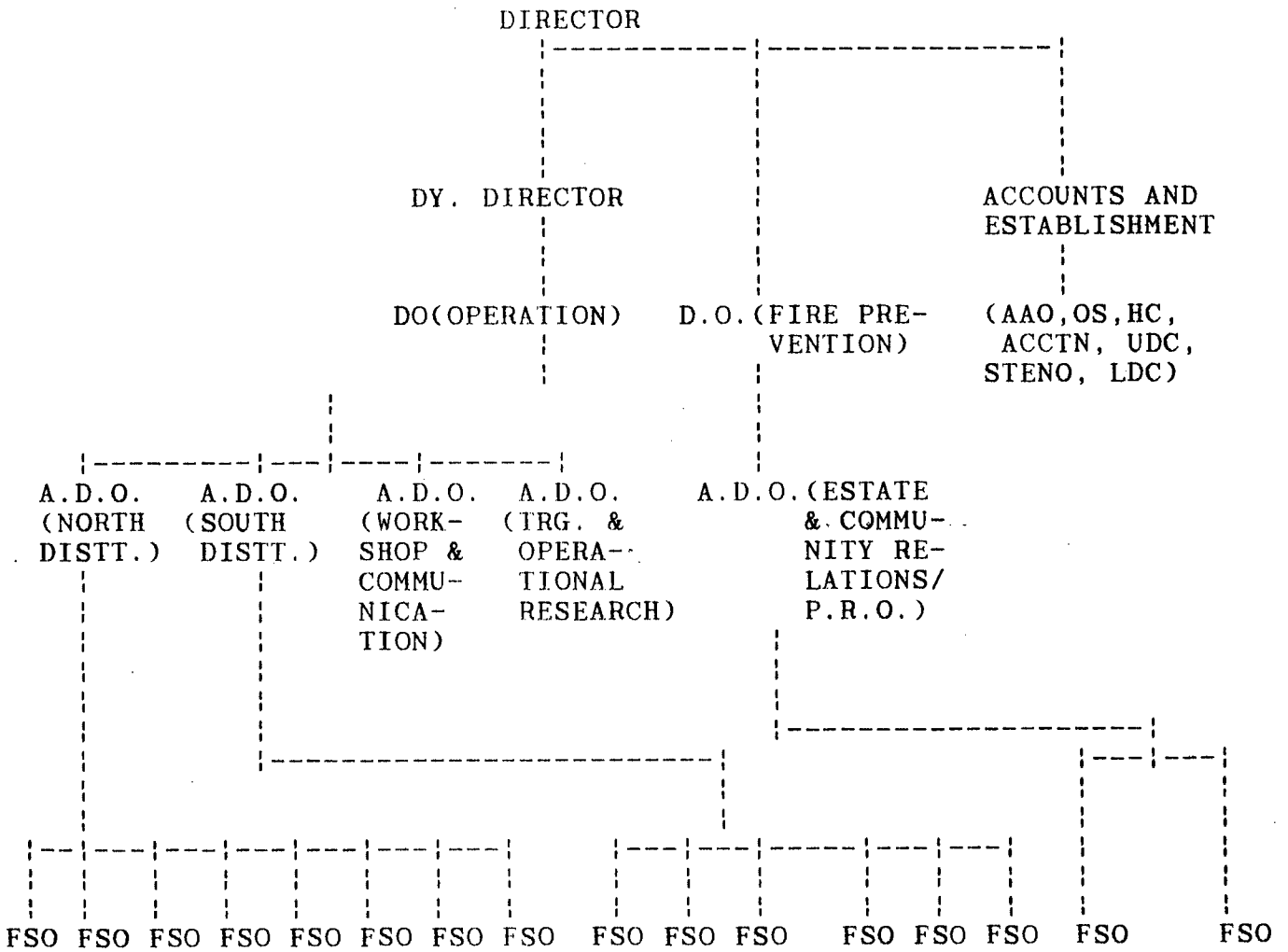
deputation ³⁶, as the Chief Fire Officer of Goa, Daman and Diu Fire Services in pursuance of the Government of India, Ministry of Home Affairs, Fire Adviser's Survey Report dated 31st May 1983. The Union Territory Administration, realising the need for reorganisation and modernisation of Fire Service, bifurcated it from the control of Police Department in the month of January 1984 vide order No. 3-16-83-HD(G) dated 21-1-1984 and established a separate Directorate of Fire Services with the Chief Fire Officer as its head in terms of Rule 14 of the

Delegation of Financial Powers Rules 1978 ³⁷. This step was taken by the Government in pursuance of the recommendations contained in the earlier survey

report of the Fire Adviser in the Ministry of Home Affairs dated 2nd March 1979. Thus the administrative control of Fire Service in the Union Territory came to be vested with a professional Officer in line with the recommendation of the standing Fire Advisory Council. This step has paved the way for speedy development of the Fire Service on sound footing. Among the Union Territories, Goa, Daman and Diu was the first one to have adopted this significant

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step . Consequent upon the establishment of Fire Service Directorate, a Modernisation scheme was prepared in 1984 for the development of Fire Service envisaging the establishment of 16 Fire Stations in Goa, Daman and Diu in a phased manner and included in the VIIth Five Year plan for speedy development.

The scheme provides for a sound and scientific organisation for Goa Fire Service. The organisational chart given below is not only a blue print of activities, but also reflects the chain of command or hierarchy in the Goa Fire Service Organisation.



LINE OF COMMAND

1. Director
2. Deputy Director
3. Divisional Officer (D.O.)
4. Assistant Divisional Officer (A.D.O.)
5. Station Fire Officer (SFO/FSO)
6. Assistant Station Fire Officer (A.S.F.O.)
7. Leading Fireman (LFM)
8. Driver Operator
9. Fireman

SUPPORTING STAFF

1. AAO Assistant Accounts Officer
2. OS Office Superintendent
3. HC Head Clerk
4. ACCTN Accountant
5. UDC Upper Division Clerk
6. STENO Stenographer
7. LDC Lower Division Clerk

The 1984 modernisation scheme spells out the short-term and long-term requirements of the

fire service in places like Panaji, Mapusa, Ponda, Bicholim, Old-Goa, Pernem, Valpoi and Calangute in North Goa and Margao, Vasco, Curchorem, Debolim/Verna, Cancona and Quepem in South Goa and one Fire Station each at Daman and Diu. The modernisation scheme was approved by the Planning Commission which provided Rs. 1.6 crores for equipping and setting up the Stations during the VIIth Five Year Plan. Until then the Fire Service had only Non-plan Budget and the Budget for 1983-84 was

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Rs. 27.00 lakhs . Thus the Fire Service got for the first time, both plan and Non-plan allocations for its development. The yearwise breakup of the budget allocation is given below:

(Rupees in lakhs)

YEAR	NON_PLAN	PLAN
1983-84	Rs. 10.27	Nil
1984-85	Rs. 16.20	Rs. 10.01
1985-86	Rs. 20.25	Rs. 16.00
1986-87	Rs. 26.50	Rs. 40.00
1987-88	Rs. 20.79	Rs. 30.91
1988-89	Rs. 30.00	Rs. 31.86

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1989-90	Rs. 33.11	Rs. 30.00
1990-91	Rs. 58.00	Rs. 40.00
1991-92	Rs. 63.10	Rs. 35.00
1992-93	Rs. 70.80	Rs. 35.00

During the period, under plan development from 1983 to 1993, the strength of the Goa Fire Service was increased from 109 personnel to 326 personnel and the number of Stations from 4 to 11

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Fire Stations. Besides setting up Fire Stations, a fire training centre was also started at Panaji. A number of people from different parts of the country have taken training at the Panaji Centre in different types of courses, viz.,

- (i) Recruit Training Course
- (ii) Refresher's Course for in service candidates
- (iii) Elementary Fire Fighting Course for Industrial personnel.
- (iv) Tailor made fire fighting and Fire Prevention course for Industries
- (v) Familiarisation course for Senior Executives

So far 2032 candidates have been trained from the Goa Fire Service Training Centre. Representatives from various places like Andaman and Nicobar Islands, Dadra and Nagar Haveli, Daman and Diu, Arunachal Pradesh, Goa, Indian Petrochemicals Limited, Baroda, Nuclear Power Corporation, Kaiga, Taj Group of Hotels, Oil and Natural Gas Corporation etc., are some of the major beneficiaries of this

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Training Centre . . . In order to ensure efficient functioning of the service, the Government also enacted and enforced the Goa, Daman and Diu Fire

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Force Act, 1986 , and, the Discipline and Appeal Rules 1989 thereunder was also made applicable to the staff, besides the implementation of Welfare Fund Rules for the Non-Gazetted Fire Staff. As a recognition to its effective and credible functioning, the Fire Force was ceremonially presented a colour in the year 1989 by the Government.

SUPPORTING ORGANISATIONS ENGAGED IN FIRE PROTECTION WORK IN THE COUNTRY

In the context of organisation and

functioning of Fire Services in India, it would not be appropriate to ignore the existence of certain supporting Institutions dedicated to the furtherance of the cause of Fire Service in India. They are -

I. CENTRAL BUILDING RESEARCH INSTITUTE, ROORKEE [CBRI]

The Central Building Research Institute (CBRI) is established as a National Centre for Fire Research and Testing in India. The CBRI maintains and operates a Fire Research Laboratory whose functions are as under:

- (i) Carrying out studies and conducting applied Fire Research and development work for enhancing the fire safety in buildings and industrial sectors.
- (ii) Conducting the evaluation and experimental work on building materials and structural elements.
- (iii) Conducting post-fire investigations on scientific aspects of spread of fire.
- (iv) Providing technical backup to various organisations to ensure quality control.

The Fire Research Laboratory with a strength of 30 scientific staff has made important contributions in the following areas:

- (i) Testing of Fire resistance in building materials.
- (ii) Development of fire retardant chemicals for combustible materials.
- (iii) Development of a new particulate material for extinction of fires in the liquid hydrocarbon fuel.
- (iv) Development of Automatic sprinkler ^system and studies on efficacy of water droplet size for extinction of fires.
- (v) Development of Fire detectors.
- (vi) Development of flammable gas and dust explosion measurement and prevention equipment.

II. BUREAU OF INDIAN STANDARDS - (BIS)

Standardisation activities of the fire equipment are carried through Bureau of Indian Standards Body of India. It functions from its

Headquarters at New Delhi with 5 regional offices, 16 branch offices and 8 inspection offices. The main functions of the Bureau include -

- (i) Establishment, publication and promotion of Indian Standards;
- (ii) Inspection of article or process under certification scheme;
- (iii) Establishment, maintenance and recognition of laboratories;
- (iv) Formulation, implementation and co-ordination activities relating to quality maintenance and improvement of product and process.
- (v) Provision of information, documentation and other services to consumers;
- (vi) Bringing out hand-books, guides and other special publications.

The standardisation work on fire fighting and fire safety equipment in India started way back in 1955 in order to enable the fire fighting units throughout the country to be equipped with standardised items of equipment which also

facilitated indigenous development of equipment by manufacture obviating the need for import from abroad.

So far 150 Indian Standards have been formulated. These standards are periodically reviewed and re-approved to keep them upto date. The mark of Bureau of Indian Standards on the products covered by the Indian Standards conveys assurance of the quality of the products. The author of this Thesis is a member of the Fire - Fighting Equipment Committee of the Bureau of Indian Standards.

III. LOSS PREVENTION ASSOCIATION OF INDIA. (LPA of INDIA).

The Loss Prevention Association of India, a non-profit organisation, was set up in 1978 by various General Insurance Companies in India, viz.

1. General Insurance Corporation of India
2. National Insurance Company Limited
3. The New India Assurance Company Limited
4. Oriental Insurance Company Limited
5. United India Insurance Limited,

each engaged in promoting safety and loss control through, training and consultancy. LPA of India also carries out safety audit of industrial organisations. It has expertise in the field of major hazards control and disaster management and fire loss control. The main objectives are:-

- (i) To publicise the cause and magnitude of loss, and create awareness of the need for loss prevention
- (ii) To provide education and training
- (iii) To provide consultancy and advisory services
- (iv) To build and maintain data bank loss prevention

The Head Office is located in Bombay and it has 5 other branches in India, each at New Delhi, Calcutta, Madras, Hyderabad, and Cochin in order to represent all regions of the Country.

IV. INSTITUTION OF FIRE ENGINEERS (I.F.E.)

The Institution of Fire Engineers was started in the year 1973 in New Delhi in

pursuance of the recommendation of the Standing Fire Advisory Council. Its main aim and objective is to promote, foster, enhance and augment the science, practice and business of fire extinction, fire prevention and fire Engineering and all functions connected therewith. The affairs of the institution are managed by an Executive Council consisting of 16 elected and 3 co-opted members. One third members retire every year and elections are held by secret ballot through members of the institution. The council elects the office bearers, viz, President, Vice President, General Secretary and Treasurer. The main activities of the Institution are:-

- (i) Publishing quarterly technical journal "THE FIRE ENGINEERS"
- (ii) Closely associating with all organisation engaged in fire protection work in furtherance of the objectives
- (iii) Associating with organisations for conducting and organising conferences, seminars, training workshops etc
- (iv) Rendering technical advice on specific

problem referred to it

- (v) Conducting professional examination for middle level officers in Fire Service, which is recognised by the Education Department of Govt. of India as a requisite Qualification for middle level appointment.

The institution functions on the same lines and with the same objective as the institution of fire Engineers, United Kingdom, which is considered to be premier institution in the World.

The author of this thesis is a corporate member of the Institution of Fire Engineers, (United Kingdom).

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RECRUITMENT AND TRAINING OF FIRE SERVICE PERSONNEL

Manpower is one of the basic resources of Fire Service Organisation. But Fire Services in India are yet to recognise manpower planning as a management tool for optimising the utilisation of manpower resource of an organisation. The Department's personnel requirement is based on pump appliances and duty system. Traditionally the recruitment has been made under para military style of management albeit the department is subject to civil service regulations¹. Department recruits through normal procedure such as advertising or from the list maintained by the Department of interested persons. Once the applicants are identified, the selection is made by reviewing applications, interviewing applicants, testing to determine capabilities and physical fitness, analysing the interview results and selecting the most suitable candidates. The Educational qualifications and physical requirements for appointment are as per the regulations laid down by the Standing Fire Advisory Council, Government of India², but the

responsibility of recruitment and training lies with the individual Fire Service Organisation. Several young men apply, on their own, to the Fire Service Director. A list of such interested persons is maintained by most Fire Services.

RECRUITMENT:

A good recruitment programme should consist of the following steps :

- (i) Conducting an active search for the best qualified persons available for joining the Dept. and encouraging them to apply.
- (ii) Rejecting such candidates who do not fulfill the standards for entrance.
- (iii) Interviewing eligible candidates and giving tests for measuring aptitudes, physical ability and achievement motivation characteristics.
- (iv) Subjecting candidates to thorough physical and medical examinations which they should pass in order to fully perform fire department work.
- (v) Investigating the antecedents of candidates from former employers, personal references, neighbours

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and others familiar with candidate's past record.

(vi) Requiring applicants to complete an intensive programme of work and training in the Departments operations with a satisfactory rating. A satisfactory rating should include passing an examination to discover the extent to which they have assimilated information on fire department practices.

A two tier entry system prevails in the fire service. A candidate may seek entry into the Service at the lowest rank as Line Fireman or he may seek entry directly as a Junior Officer. The Fire Authority/Department has to satisfy itself that the candidates meet the conditions of eligibility as per the regulations laid down by the standing Fire Advisory Council.

Age : In case of the line-Fireman the age prescribed for joining the service is between 18 and 23 years⁴. For those joining as Junior Officers by passing competitive examinations conducted by the Ministry of Home Affairs, Government of India, the

prescribed age is also between 18 and 23 years. A maximum age is necessary since it ensures that the service personnel possess acceptable physical qualities and the requisite mental flexibility. Likewise a minimum age limit is also specified to ensure that candidates possess the requisite physical and mental maturity.

Education : A high School Education (passing Matriculation) is prescribed as the minimum educational⁵ qualifications for a Line Fireman .

The wide variety of activities in which fire - fighters need to participate have made it desirable that recruits have higher level of training and preparation than that which can be secured in elementary schools. It would be desirable that the High School education requirement include technical courses in Science. It is not practical to recognise experience in lieu of education because personnel for the Fire Service is recruited at an early age, which may limit their experience.

The educational qualification for entry

into Officer's cadre is a University Degree from any recognised University in the country or abroad. Officers are both directly recruited by competitive examinations (minimum qualifications for sitting for competitive examination conducted by the Ministry of Home Affairs, Govt. of India, being a University Degree.) or by departmental promotion. A Departmental promotee has to atleast be a matriculate pass with a minimum experience of 5 years in the service as Line Fireman and between the age group of 18 to 35 years.

Physical Requirements : Job related physical requirements have been prescribed for line firemen and Officers, with a view to eliminate candidates who are physically deficient. A minimum standard of height, weight, and chest is prescribed. One should not be less than 165cms. in height, 50 Kgs. in weight and 81 to 86.5 cms. in chest with a minimum expansion of 5.5 cms. A series of tests are given after medical examination to determine the applicants strength, co-ordination, agility, dexterity, and endurance. With a view to testing job related physical requirements, candidates are asked to

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perform sample fire service tasks. One of the compulsory tests as per Indian Standards for recruitment in fire Service is that one must have the ability to run a distance of 100 meters with a load of 10 stones in one minute (One stone approximately is 15 lb) and capable of climbing a rope or a vertical pipe to a height of 3 meters from the

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ground .

Medical Examination : All Applicants (firemen as well as Officers) are required to pass a medical examination to reveal any handicaps, deformities, diseases or organic deficiencies, which would prevent satisfactory performance of the duties of the specific position.

Eye : An examination for determining the acuteness of vision includes two tests, one for

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distant, the other for near vision .

Standard I :

Right eye
Distant Vision v-6/6
Near Vision Reads 0/6

Left eye
V-6/6
Reads 0/6

Standard II :

Better eye
Distant Vision V-6/6

Worse eye
V. Without glasses
not below 6/60 and
after correction
with glasses not
below 6/24.

Near Vision Reads 0.6

Reads I

Standard III :

Better eye
Distant Vision V.
Without glasses not
below 6/24 and after
correction not below
6/6.

Worse eye
V. Without glasses
not below 6/24
and after correction
with glasses
not below 6/12.

Near Vision Reads 0.8

Reads I

Aptitude Testing : Candidates are required to give job related oral and performance tests for aptitude and intelligence. Aptitude is generally determined in a preliminary way, at the time the candidate is interviewed. ^{an} Candidates have also to pass tests for intelligence (IQ), reading, comprehension, logical thinking and decision-making.

Character : The candidate is required, along with his application to provide a complete history of previous employment and also provide references. The

references are checked with a view to eliminating irresponsible and undersirable candidates. A Police report is also obtained before finalising the selection.

Before joining the profession, the candidates are thus required to undergo intensive and demanding physical examinations, medical and security checks, in addition to facing the Interview Board. The general selection ratio of firemen is about 20%.

Adaptability : For a period of at least 12 months to 24 months before permanent absorption in the department, the applicant is assigned probationary training. Completion of recruit training and passing the same is necessary before permanent absorption. A part of this training period is assigned on actual fire duty on appliances to test how well they fit into fire department activities and routines. written reports from their supervisors during this period and from the Department Training Officer is used to evaluate the co-operation and ability of the individual to be succesful member of the Department.

Every day of a fire-fighter is a group life and members must have a high degree of ability to get along with other people since fire-fighting is a team function. Selected eligible candidates are kept on probation until they successfully complete their probationary training. The department can dismiss any candidate at any point during the period of probationary training for unsatisfactory performances after reasonable written warning and notice.

TRAINING

It is important that all members within a fire department are imparted standardized instruction and training. The types of training programmes conducted by the National Fire Service College, Ministry of Home affairs are as follows:

- 1) Recruit Training.
- 2) In-service Training.
- 3) Specialised Training.
- 4) Officers Training.
- 5) Advanced Training.

Training schedules are prepared for all

field and class room sessions. A balance between imparting manipulative skills and classroom sessions is considered in the preparation of training schedules. Training schedules generally include all the topics necessary to satisfy the job and knowledge requirements and to impart and improve requisite skills. The schedule of training is also influenced by the time of year in regard to weather conditions, seasonal needs, new equipment and specific training.

RECRUIT TRAINING

The recruits have to go through an intensive, prolonged and often isolated training specially designed for the purpose. The candidates have to undergo residential training for a period of

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six months . The Recruits during this time of training go through an intensive socialisation process, besides acquisition of particular knowledge and skill which are required for execution of their role. The basic aim of Recruit Training is to make the fresh recruits absorb the dominant values and

norms of the organisation and transform them from civilians into disciplined professionals.

The socialization process begins no sooner the recruits are selected. There are many practices and activities organised by the officials or by the recruits themselves through which values and role expectations are transmitted to the new entrants. The objectives of the six months residential training, which is a pre-requisite to become a professional Fire man are teaching of professional knowledge and imparting skills in fire fighting. The principal aim of the training programme is to transform raw recruits into disciplined personnel, quick to obey and carry out orders. Conventionally, strict discipline is the main characteristic of a Military Organisation. The Training School is the place where the new members are first encountered with military-type discipline and converted from civilians to "Obedient Soldiers". Under the concept of strict discipline, the candidates are expected to obey orders unquestioningly. This style of functioning is best

depicted in Tennyson's poem "The Charge of the Light Brigade" - "Their's not to reason why, their's but to do and die." This characteristic reflects the primary objectives of a diciplined organisation like the Fire Services and differentiate it from other civilian type of organisations.

In order to impart the requisite knowledge and skill, a well defined schedule or programme is drawn for both class-room lectures and field training through various^{ou} explicit and implicit practices. An average recruit is a bachelor between 18-23 years of age¹⁰. Most of them are inexperienced. They look like any other man found on the street, but when they step out after six months training, they will be transformed into dis^ciplined fire personnel. The transformation is a contin^uous process and it begins from the Recruit's first day with an official orientation. This practice is very effective in introducing knowledge and experience of institutional life to trainees. During their orientation the various staff facilities avail^{la}able at the institute are introduced to the recruit side by

side the relevant norms and role expectation from new-comers are also conveyed. Afterwards, the recruits are ordered to read and memorise all rules and regulations on conduct and behaviour¹¹. Soon after the completion of this official or formal orientation, an informal orientation programme begins with the active assistance and involvement of Senior staff.

For the first month of his stay, the recruit is not allowed to leave the training centre. On the first day of the stay, the recruits are asked to cut their hair in accordance with the norms in order to have uniformity and uniforms are also issued on the very first day, which should be worn at all times during their stay. This step brings a heterogeneous collectivity of the individuals into homogeneous cohesive group. After the first month, the recruit is allowed to have only short leave from 17.00 hrs to 22.00 hours on alternate week days and

over-night leave per week¹². This practice helps to isolate the recruits from his previous role and social settings and enhance recruit acceptance of his

role in the training centre.

The essence of discipline is strict subordination to one's Senior Officers without questioning. This can be achieved only by enforcing a strong sense of rank/class ^sconsciousness on the members concerned. It is with this goal in view that rules require trainees always to salute their Senior Officers. It is with the same objective in view that a strict differentiation is maintained between staff and trainees. Training in discipline is specifically apparent in the drill yard. Squad drill is the first drill taught to a recruit to instil a sense of discipline for group-working activities. Squad drill is known therefore as the bed-rock of discipline. The aim of the drill is to transform the recruits into passive tools at the will of the superiors. As such it is often conducted in a physically exhaustive manner. Behaviour, which is rational to the normal person outside becomes taboo in the drill yard.

During the course of Recruit Training the following subjects are taught:

1. GENERAL FIRE DEPARTMENT INFORMATION :

- (a) Organisation and administration
- (b) Duties and responsibilities
- (c) Elements of fire Extinguishment
- (d) Communication
- (e) Standard operating procedure
- (f) Public relation
- (g) Preventive maintenanceⁿ

2. FIRE DEPARTMENT APPARATUS :

Candidates are acquainted with use of :

- (a) Fire pumps, primers, turn table ladder, Elevating platform and other ladders.

3. TOOLS AND EQUIPMENT :

Candidates are acquainted with use of :

- (a) Extinguishers
- (b) Ladders
- (c) Hose and Hose fittings
- (d) Breathing apparatus
- (e) Special and other minor equipment.

4. OPERATION AND PROCEDURES :

The candidates are acquainted with

following operations and procedures:

- (a) Ventilation;
- (b) Salvage;
- (c) Basics of Hydraulics;
- (d) Automatic sprinklers and piping systems;
- (e) Relaying;
- (f) Rescue and First Aid;
- (g) Size up and extinguishment;
- (h) Fire problems.

5. FIRE ALARM SYSTEM

6. WATER SUPPLY .

7. FIRE SAFETY CONTROL :

- (a) Fire Prevention regulations;
- (b) Hazardous materials;
- (c) Inspection procedure;
- (d) National Building Code.

8. PRE-FIRE PLANNING :

- (a) Inspection and Report;
- (b) Fire problems;
- (c) Investigation and arson detection.

Before a Recruit Trainee is confirmed, he is subjected to practical tests on the following

13
subjects :

Oral:-

- (i) Chemical Extinguishers - types, use and types of fires on which each one can be used and care and maintenance.
- (ii) Ladders - types used with limitations of each, care and maintenance.
- (iii) Duties of each member of crew in Standard drills.
- (iv) First Aid - treatment in case of shock, wounds, burns, bleeding, fractures and respiratory failures.
- (v) Hose and Hose drill - types of delivery and suction hose, construction, care and maintenance, methods of testing, cleaning, drying, repairing and storing.
- (vi) Foam and Foam equipment - types of foam and foam making appliances and uses, care and maintenance.
- (vii) Hydrant and Hose fitting - types and sizes of hydrant, hose fittings like couplings, breachings, collecting head, strainers, stand

pipes, hose wrappers, branch holders - care and maintenance.

(viii) Knots and Lines - types of lines, method of testing, care and maintenance alongwith practice and uses of knots and lines.

(a) Overhand knot or thumb knot;

(b) Reef knot;

(c) Figure of eight;

(d) Round turn two half hitch;

(e) Fisherman's hitch;

(f) Single sheet bend;

(g) Ship shank;

(h) Cat's paw;

(i) Bowline;

(j) Running bowline;

(k) Bowline on the bight;

(l) Chair-knot

(ix) Pumps and pump drill - types of pumps and priming system. Identification of parts, care and maintenance, duties of each member of crew in standard drills.

(x) Practical Firemanship - method of entry into and

searching a building or locating a fire. Precautions to be observed when working in smoke-laden place.

- (xi) Small gears - usage of special gears like door openers, persuaders, breaking in tools, access preventers, racks, scoops, cutting sheers, hand pump, etc.
- (xii) Watch Room procedure - methods of dealing with calls of fire and other emergency, standard messages.
- (xiii) Water supply and relays - types of water supply and essential requirement for making their use for fire fighting, taping and relaying system by collector and series pumping, normal relay distance.

In the practicals, they have to carry

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out the following drills :

1. Breathing ^aappratus - harnessing Breathing Apparatus set.
2. Chemical Extinguisher - method of operating and recharging after use.
3. Ladders - Pitching, ascending and descending.

4. Handling hook ladder with pompier belt and performing one man and two men drills.
5. First Aid - bandages of different types, parts of body , artificial respiration.
6. Hydrant, Hose and Hose drill - operating hydrant, lifting, laying, making, replacement and removing by hose ladders, carrying lines to upper floors or on ladders.
7. Practical tying of fire service knots.
8. Pumps - Operation of pumps with different priming systems:-
9. Rescue drills - Picking up, lowering and carrying down uncon^sscious persons by Firemen's lift and lines rescue.
10. Squad drill - performance of Squad drill, marching in steps, various movements in the drill and forming squad.

The candidates who undergo and pass the above tests are confirmed as Firemen after probationery period of two years .

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IN-SERVICE TRAINING

The in-service training is to cater to

the requirement of the personnel already in service, in order to update their skill and to keep them abreast of new developments and new techniques in handling various types of new equipments and gadgets. In-service trainees are given a 3 months refreshner course in all the subjects taught in the recruit

16 course . The in-service training course is restricted to Leading Firemen and Departmental Sub-officers who are not eligible to get admission in the National Fire Service College due to age restrictions specified for the course.

SPECIALIZED TRAINING

Specialized courses are conducted for those entrusted with specialized duties. The aim of such courses is to train select firemen for handling specific types of equipment and gears like Breathing Apparatus, Aerial ladders, Hydraulic equipment and

17 Platform for conducting rescue and fire fighting . Such courses are in the nature of on-job training. Such specialized courses are necessary because there are many important skills which can only be imparted

by specialist staff and cannot be ^cacquired through a leisurely self-study approach. There are four steps in the on-job training programme :

- (i) Knowledge Acquisition - preparing the trainee to understand the task.
- (ii) Demonstration - which covers illustrating how to practically apply the skill.
- (iii) Personal application - where the trainee repeatedly performs the task until it is mastered.
- (iv) Follow up - It assures correction of any remaining deficiencies.

These type of courses are conducted in order to impart intensive training for specialisation in operation, upkeep and maintenance of special gadgets and life saving equipment.

OFFICERS' TRAINING

There is a two tier entry system for fire services in India as we mentioned earlier. A person who joins Officer's cadre has to undergo and

pass training from the National Fire Service College run by the Ministry of Home Affairs, Government of India, at Nagpur, which is the only institution of its kind in India.

Every Officer is required to undergo training for three courses¹⁸ conducted by this college, in the course of his career as Fire Officer. The three Courses, in order of succession/passing, are:

- a) Sub-Officer's Course
- b) Station Officer's and Instructor's Course
- c) Divisional Officer's Course

SUB-OFFICERS COURSE

The sub-officer's training course is of 22 weeks duration. In order to pass the Sub-Officer's course, a candidate has to pass four theory papers comprising of the following subjects¹⁹ :

1. FIRE PREVENTION :

- (a) Building construction;
- (b) Chemical extinguishers;

(c) Fixed fire fighting installation for gas fires;

(d) Rural fire risk.

2. FIRE EXTINCTION :

(a) Foam and foam making equipment;

(b) Hose, Hose fitting and small gears;

(c) Ladders (Escape, Extension, Hook and Turn Table);

(d) Pumps and primers;

(e) Practical Firemanship;

(f) Watch Room procedure.

3. FIRE SCIENCE :

(a) Chemistry and heat;

(b) Electricity;

(c) Hydrants and water problems, hydraulic and relay system;

(d) First aid to the injured.

4. GENERAL PAPER :

(a) Breathing apparatus and resuscitation;

(b) Discipline;

- (c) Fire Service Administration;
- (d) Salvage;
- (e) Special Services.

Besides the above four papers each comprising of 50 marks, they have to pass oral and practical tests on the following subjects .

- (i) Ladder and rescue work on escape, extension, hook and turn table.
- (ii) Pumps, operation of primers with or without foam equipment.
- (iii) Breathing apparatus, resuscitation and First Aid.
- (iv) Chemical Extinguisher, Knots and Lines.
- (v) Hose, Hose fittings, Hydrants and small gears.
- (vi) Standard test on equipment and appliances.

Each of the above tests comprises of 25 marks plus 5 marks in each group for trainee's personality, presentation and ability for practical work. In addition thirty marks are assigned for performance and another 20 marks are assigned for proper maintenance of equipment and appliances during

the course of training at the college. The over all 200 marks are allotted for orals and practical tests and 200 marks for the theory papers. The candidate is thus assessed out of a total of 400 marks.

The Sub-Officer's training course aims at equipping the trainee to man a fire station with regard to all its operational and functional requirements. The course also equips him for leadership and capability to withstand stress. The candidate who passes this course are awarded certificate by Ministry of Home Affairs. The Sub-Officer's course is considered as induction level training for junior officers of Fire Services in India.

STATION OFFICERS AND INSTRUCTORS COURSE

These are middle level management course meant for the in-service junior officers, who have already undergone and passed Sub-Officers course and have got working experience of atleast three years in the capacity of Sub-Officer in an established Fire Service approved by the National

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Fire Service College . The candidate should possess heavy motor vehicle driving licence. In case he does not possess the licence, he should acquire the same before the Diploma of the College is awarded to him. Physical standards and educational qualifications remain the same as for Sub-Officers' course. However, age should not be more than 45 years. This course is of 22 weeks duration inclusive of 10 days visit to an industrial establishment in an important industrial city or major port-town in the country. The candidate has to undergo practical work and classroom lectures and is required to pass 4 theory papers, each of 2 1/2 hours duration of 50

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marks each on the following subjects :

1. FIRE PREVENTION :

- (a) Building construction and structural fire protection;
- (b) Chemical Extinguishers;
- (c) Fixed fire fighting installations;
- (d) Sprinklers and drenchers;
- (e) Gas fires;
- (f) Plan drawing and reading;

- (g) Rural and forest fires;
- (h) Storage of hazardous goods.

2. FIRE EXTINGUISHING :

- (a) Air craft fires and rescue;
- (b) Foam and foam making equipment;
- (c) Hose and hose fittings and small gears;
- (d) Ladders (Extension, Escape, Hook and Turn Table);
- (e) Pumps and primers;
- (f) Practical firemanship;
- (g) Watch Room procedure.

3. FIRE SCIENCE :

- (a) Air conditioning and refrigeration;
- (b) Physics and chemistry of combustion;
- (c) Electricity;
- (d) Explosives;
- (e) Hydrants;
- (f) Water problems;
- (g) Water supply and relays;
- (h) Transmission of fluids under pressure;
- (i) Internal combustion engine;

(j) Ships and dock risk.

4. GENERAL :

- (a) Breathing apparatus and resuscitation;
- (b) Discipline;
- (c) Fire Service Administration;
- (d) First Aid;
- (e) Investigation of fire and arson;
- (f) Special appliances and salvage;
- (g) Special services.

Besides the above 4 theory papers, the candidates also have to pass the following oral and practical tests of 25 marks each, totalling 150

23
marks .

1. Ladder and rescue work (Escape, Extension, Hook and Turn Table)
2. Pump operation with primers with or without foam making equipment;
3. Breathing apparatus resuscitation and first aid to the injured;
4. Chemical extinguishers, Knots and lines and special appliances;
5. Hose and hose fitting, hydrants and small gears;
6. Standard tests on all equipment.

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Five marks in each of the above mentioned tests are reserved for trainee officer's personality, presentation and ability to work. Thus a candidate who undergoes the Station Officer's Course is assessed for a total of 350 marks for theory papers, orals and practicals²⁴.

In addition, candidates have to submit a dissertation on any one of the subjects on fire technology from among those given to them by the College. The dissertation carries 100 marks. Further, the trainee Station Officer has the option to pass an additional test on "lecturate", carrying 100 marks. This test requires the candidate to deliver a class-room lecture and conduct out-door demonstrations. The trainee is judged on the following areas of performance²⁵.

- i) Preparation - 20 marks
- ii) Presentation - 20 marks
- iii) Delivery - 20 marks
- iv) Power of expression - 20 marks
- v) Command on Drill - 20 marks

In order to pass the Station Officer's

course, a trainee has to score minimum 40% marks in theory paper and 60% marks in oral and practical papers, subject to the condition that the examinee will be deemed to have failed if he scores less than 33% marks in any of the subjects. For lecture^atte examination, an examinee scoring less than 50% marks, or not appearing in it at all will be deemed to have not qualified for this course.

A trainee Officer who qualifies for the Station Officer's Course is awarded a certificate for successfully completing the Station Officer's Course; while the trainee officer who, in addition, passes the test of "lecture^atte" is awarded the certificate for having successfully completed the "Station Officer's and Instructor's Course". Only those Officers who pass the additional "lecturette" test and obtain the "Station Officer's and Instru^octr's Course Certificate" are qualified and eligible to become Fire Instructors and teach. All Officers who have passed either the Station Officer's Course or the Station Officer and Instructor's Course, and work for at least 2 years in a well established service

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organisation approved by the National Fire Service College, and who obtain a heavy vehicle driving licence, are awarded the Diploma in Fire Engineering.

DIVISIONAL OFFICERS' COURSE (Advanced Training)

This course is of 22 weeks duration including 10 days visit to industrial establishments in important industrial cities/port-towns in the country. Prior to his admission, the candidate is given a medical check-up or test. In order to secure admission--to--the Divisional Officer's (or Advanced) Course, the candidate should have obtained the Diploma in Fire Engineering and have served in a well established Fire Service Organisation approved by the National Fire Service college for a period of not less than three years in the capacity of station

officer ²⁶. The age should be between 23 to 45 years. The candidates have to pass six theory papers each of 3 hours duration and of 50 marks each in the following subjects:

1. FIRE PREVENTION :

(a) Building construction and structural fire

protection.

- (b) Fire protection survey of various risks and inspection of cinema theatres and places of public entertainment and assembly.
- (c) Means of escape and plan drawing and reading.

2. FIRE PROTECTION :

- (a) Airport protection and Aircraft Rescue.
- (b) Fire drills in hospitals, schools and Industries, etc.
- (c) Special Fires.
- (d) Hydraulics.
- (e) Salvage.

3. FIRE ENGINEERING :

- (a) Automatic fire detection system including built - in Public Address System.
- (b) Fixed fire protection installations.
- (c) Appliance design.
- (d) Lifts.
- (e) Evaluation techniques of fire fighting appliances and equipment.

4. FIRE AND LAW :

- (a) Fire safety legislation and inspection.
- (b) Fire Service legislation.
- (c) Investigation of fires and arson.
- (d) Legal aspects of inspection.
- (e) Court of Laws.

5. FIRE SCIENCE :

- (a) Air Conditioning and refrigeration, Heating and Ventilation system.
- (b) Chemistry of Fire.
- (c) Electricity and fire risk.
- (d) Mechanical principles.
- (e) Communication, mobilisation and computer application.

6. GENERAL PAPER :

- (a) Explosives and Radio active materials.
- (b) Gas and dust explosion.
- (c) Fire Service Organisation and management.
- (d) Leadership - management control and command of fire service.
- (e) Rescue from crashed aircraft.

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- (f) Storage and transportation of hazardous materials.
- (g) Method of instruction.

Besides passing the above six theory papers the Advanced Trainee Officer will have to address a conference on the subject of fire prevention and fire engineering assigned to him, or to analyse any particular incident as narrated to him for deducing vital inference from the point of view of effecting improvement in Fire Service techniques

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and will be judged on the following :

- (i) Understanding and grasping - 20 marks
- (ii) Manner of approach - 20 marks
- (iii) Power of expression - 20 marks
- (iv) Quality of analysing Results - 20 marks
- (v) Command - 20 marks.

Thus an Advanced Trainee Officer gives an examination, totalling 400 marks which include 100 marks for lecturatte. In addition the Trainee Officer is required to submit a ~~de~~^ssertation on two subjects for 200 marks. The subject is given to the trainee by

the Course Director at the beginning of the course. The candidate has to prepare and submit the dissertation with the help of a Guide. The same is assessed by external experts invited by the college authority as Examiners. In order to pass the Advanced course (Divisional Officers Course), a candidate has to obtain minimum 50 % marks in theory and 50 % and above separately in lecturatte. Those who secure 65 - 70 % are graded in Honour's class, provided they secure pass marks in every subject. Similarly those who get more that 70 % marks in the aggregate are placed in Distinction, subject to

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passing in each paper . A trainee who has successfully passed the Divisional Officers Course is awarded the Advanced Diploma, and is entitled to add " Advanced Diploma National Fire Service College" after his name.

Training records are maintained for all personnel receiving training. The record shows their present status and progress made during service. The records are maintained and preserved by the National Fire Service College, as a valuable reference and guide.

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CHAPTER IV

EXISTING FIRE SERVICE LEGISLATION

IN INDIA

EXISTING FIRE FORCE ACT AND FIRE PREVENTION

LEGISLATION IN INDIA - AN ANALYSIS

One of the recommendations made by the expert Committee in 1950 was that there should be a uniform fire legislation in all states, subject to such modifications as local circumstances may require for the purpose¹. Accordingly, the Govt. of India drafted a model Fire Force Bill and circulated it to all State Governm^ents in 1958 with the instructions to introduce it in the State Legislatures if they do not have any objections in this regard. Such uniform legislation in all States, it was felt, would go a long way to improve the efficiency of Fire Services in the Country and to ensure that the Fire Force would be ready to deal with all types of incidents related to fire and allied emergencies whatever their nature may be.

The proposed model Fire Force Bill² circulated to various States is reproduced below, Before being taken up for analysis in a separate section.

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A

BILL

TO PROVIDE FOR THE MAINTENANCE OF A FIRE FORCE FOR
THE STATE

Be it enacted by the State Legislature
in the _____ year of the Republic of India
as follows:

Preliminary.

Short title, extent and commencement : 1.(1) This Act may be called
the * _____ Fire

* Name of the State.

Force Act 195

(2) It extends to the whole
of the State of _____.

(3) It shall ^ocome into force
in any area on such date
as the State Government
may by notification in
the official Gazette,
appoint and different
dates may be appointed
for different areas and
for different provisions

of this Act.

Definitions :

2. In this Act, unless the context otherwise requires:-

(a) "Director" means the Director of the Fire Force appointed under Section 4;

(b) "Fire fighting property" includes:-

(i) Lands and Buildings used as fire stations,

(ii) Fire engines, equipment, tools, implements and things whatsoever used for fire-fighting,

(iii) Motor vehicles and other means of transport used in connection with fire-fighting, and

(iv) Uniforms and badges of rank;

(c) "Fire-Station" means any

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post or place declared,
generally or specially, by
the State Government^e to be
a fire Station.

(d) "force" means (Name of
State) Fire Force
maintained under this Act;

(e) "Officer-in-charge of a
fire station" includes
when the officer-in-charge
of the fire station is
absent from the Station
or unable from illness or
other cause to perform his
duties, the Fire Officer
present at the station who
is next in rank to such
officer;

(f) " Prescribed " means
prescribed by rules made
under this Act.

MAINTENANCE OF THE FIRE FORCE

Maintenance of Fire Force : 3. There shall be maintained by the State Government a fire force to be called (Name of the State) Fire Force for services in the local areas in which this Act is in force.

Appointment of Director of Fire Force : 4. The State Government may appoint a person to be Director of the Fire Force.

Superintendence and Control of the Force: 5.(1) The superintendence and control of the force shall vest in the Director and shall be carried on by him in accordance with the provisions of this Act and of any rules made there-under.

(2) The State Government may

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appoint such officers ^{as} ~~at~~
it may deem fit to assist
the Director in the
discharge of his duties.

Appointment of
Members of the Force:

6. The Director of such other
officer of the force as
the State Government may
authorise in this behalf
shall appoint members of
the force in accordance
with the rules made under
this Act.

Issue of certificate
to members of force :

7.(1) Every person shall, on
appointment to the force,
receive a certificate in
the prescribed form under
the seal of the Director
or an officer authorised in
this behalf by the State
Governmentⁿ; and there-upon
^

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such person shall have the powers, functions and privileges of a member of the force under this Act.

(2) The certificates referred to in sub-section(1) shall cease to have effect when the person named therein ceases for any reason to be a member of the force; and on his ceasing to be such member, he shall forthwith surrender the certificate to any officer empowered to receive the same.

(3) During any term of suspension, the powers, functions and privileges vested in any member of the force shall be in abeyance, but such member shall continue to be

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subject to the same discipline and penalties as he would have been if he had not been suspended.

Auxiliary Fire Force: 8. Whenever it appears to the State Government that it is necessary to augment the force, it may raise an auxiliary force by enrolment of volunteers for such areas and on such terms and conditions as it may deem fit.

Power of State Government to make orders :

9. The State Government may from time to time make such general or special orders as it thinks fit:-

(a) for providing the force with such appliances and equipment as it deems

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proper;

(b) for providing adequate supply of water and for securing that it shall be available for use;

(c) for construction^g or providing stations or hiring places for accomodating the members of the force and its fire fighting appliances.

(d) for giving rewards to persons who have given notice of fires and to those who have rendered effective service to the force on the occasion of fires;

(e) for the training, discipline and good conduct of the members of the force.

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(f) for the speedy attendance of members of the force with necessary appliances and equipment on the occasion of any alarm of fire.

(g) for sending members of the force with appliances and equipment beyond the limits of any area in which this act is in force for purposes of fire fighting in the neighbourhood of such limits.

(h) for the employment of the members of the force in any rescue, salvage or other similar works.

(i) for regulating and controlling the powers, duties and functions of the Director, and

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(j) generally for the maintenance of the force in a due state of efficiency.

Powers of members of 10. On the occasion of Fire the force on occasion in any area in which of fire :

this Act is in force, any member of the force who is in charge of fire fighting operations on the spot may:-

(a) remove, or order any other member of the force to remove, any person who by his presence interferes with or impedes the operation for extinguishing the fire or for saving life or ~~pr~~ property.

(b) close any street or

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passage in or near a fire
is burning.

(c) for the purpose of
extingu^uishing fire, break
into or through or pull
down, any premises for
the passage of hose or
appliances or cause them
to be broken into or
through or pulled down,
doing as little damage as
possible.

(d) require the authority in
charge of water supply in
the area to regulate the
water mains so as to
provide water at a
specified pressure at the
place where fire has
broken out and utilise
the water of any stream,
cistern, well or tank or

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any available ^a source of water, public or private, for the purpose of extinguishing or limiting the spread of such fire.

(e) exercise the same powers for dispersing an assembly of persons likely to obstruct the fire fighting operations as if he were an officer-in-charge of a police station and as such if such an assembly were an unlawful assembly and shall be entitled to the same immunities and protection as such an officer, in respect of the exercise of such powers.

(f) generally take such

measures as may appear to him to be necessary for extinguishing the fire or for the protection of life or property.

Power of Director to make arrangements for supply of water : 11. The Director may, with the previous sanction of the State Government, enter into an agreement with the authority in charge of water supply in any area for securing an adequate supply of water in case of fire, on such terms as to payment or otherwise as may be specified in the agreement.

Powers of Director to enter into arrangements for assistance : 12. The Director, may with the previous sanctions of the State Government, enter into arrangements with any

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person who employs and maintains personnel or equipment, or both, for fire fighting purposes, to secure on such term as to payment or otherwise as may be provided by or under the arrangements, the provision by that person or assistance for the purpose of dealing with fire occurring in any area in which this Act is in force.

Prevention Measures : 13(1) The State Government may by notification in the official Gazette, require owners or occupiers of premises in any area or of any class of premises used for purposes which in its

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opinion are likely to cause a risk of fire, to take such precautions as may be specified in such notification.

(2) Where a notification has been issued under subsection(1) it shall be lawful for the Director or any officer of the force authorised by the State Government in this behalf to direct the removal of objects or goods likely to cause a risk of fire, to a place of safety, and on failure of the owner or occupier to do so, the Director or such officer may, after giving the owner or occupier a reasonable

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opportunity of making
representation, ~~sieze~~^{Seize},
detain or remove such
objects or goods.

EXPENDITURE OF MAINTENANCE OF FORCE

Expenditure on
the force :

14. The entire expenditure
in connection with the
force shall be met out of
the consolidated Fund of
the State.

Provided that the State
Government may recover from
any local authority of any
area in which this Act is
in force such contribution
towards the cost of the
portion of the force
maintained in that area as
the State Government may
direct from time to time.

Levy of fire tax : 15(1) There may be levied a fire tax on lands and buildings which are situated in any area in which this Act is in force and on which property tax by whatever name called is levied by any local authority in that area.

(2) The fire tax shall be levied in the form of a surcharge on the property tax at such rate not exceeding... per cent of such property tax as the State Government may, by notification in the Official Gazette, determine.

MODE OF ASSESSMENT, 16(1) The authorities for the
COLLECTION ETC. OF time being empowered

FIRE TAX:

to assess, collect and enforce payment of property tax under the law authorising the local authority of the area to levy such tax shall, on behalf of the State Government and subject to any rules made under this Act, assess, collect and enforce payment of the fire tax in the same manner as the property tax is assessed, paid and collected, and for this purpose, they may exercise all or any of the powers they have under the law aforesaid and the provisions of such law including provisions relating to

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returns, appeals, reviews, revisions references and penalties shall apply accordingly.

(2) Such portion of the total proceeds of the fire tax as the State Government may determine shall be deducted to meet the cost of collection of the tax._____

(3) The proceeds of the fire tax collected under this Act reduced by the cost of collection shall be paid to the State Government in such manner and such intervals as may be prescribed.

Fees :

17(1) Where members of the force are sent beyond the

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limits of any area in which this Act is in force, in order to extinguish a fire in the neighbourhood of such limits, the owner or occupier of the premises where the fire occur or spread shall be liable to pay such fee as may be prescribed in this behalf.

(2) The fees referred to in sub-section (1) shall be payable within one month of the service of a notice of demand by the Director on the owner or occupier and if it is not paid within that period, it shall be recoverable as an arrear of land revenue.

ACQUISITION OF FIRE FIGHTING PROPERTY

Prohibition against transfer of fire fighting property : 18. No local authority of any area in which this Act is in force shall, after the commencement of this Act in that Area, transfer of otherwise part with any fire fighting property without the previous sanction of the state Government.

Acquisition of : 19(1) If, after making such inquiry and investigation as it deems necessary and after giving the local authority an opportunity to make its representations, the State Government is of opinion that the standard of efficiency of the fire

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fighting personnel and equipment maintained by the local authority is not adequate to meet the normal requirements of the area, the state Government may acquire the fire fighting property of the local authority by publishing in the Official Gazette a notice to the effect that the State Government has decided to acquire such property on payment of its market value a copy of such notice shall also be served on the local authority.

(2) When a notice as aforesaid is published in the Official Gazette, the

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property specified in such notice shall on and from the beginning of the date on which the notice is so published, vest absolutely in the State Government free from all encumbrances.

Principles and method of determining compensation : 20(1) The amount of compensation payable in respect of any fire fighting property acquired under this Act shall be the market value of such property on the date of issue of the notice referred to in section 19., that is, the price which it would have fetched in the open market if it had been sold on that date.

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(2) The amount of compensation shall be determined in the manner and in accordance with the principles hereinafter set out, that is to say:-

(a) where the amount of compensation can be fixed by agreement, it shall be paid in accordance with such agreement.

(b) where no such agreement can be reached, the State Government shall appoint as arbitrator a person who is, or has been or is qualified for appointment as a Judge of High Court.

(c) the State Government may in any particular

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case nominate a person having expert knowledge as to the nature of the property acquired to assist the arbitrator and where such nomination is made, the local authority concerned may also nominate an assessor for the same purpose.

(d) at the commencement of the proceedings before the arbitrator, the State Government and the local authority shall state what in their respective opinion is a fair amount of compensation.

(e) the arbitrator shall after hearing the



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dispute make an award determining the amount of compensation which appears to him to be just, and in making the award he shall have regard to the circumstances of each case and the provisions of this section.

(f) nothing in the Arbitration Act, 1940 shall apply to arbitrations under this section.

Appeals from awards in respect of compensation :

21. Where the State Government or a local authority is aggrieved by an award of the arbitrator under section 20, it may within thirty days from the date

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of such award prefer an appeal to the High Court within whose appellate jurisdiction to the required property is situated.

Powers of arbitrator: 22. The arbitrator appointed under section 20. while holding arbitration proceedings under this Act, shall have all the powers of a Civil Court while trying a suit under the code of Civil Procedure, 1908, in respect of the following matters, namely:-

- (a) summoning and enforcing the attendance of any person and examining him on oath.
- (b) requiring the discovery and production of documents.

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- (c) receiving evidence on affidavits and;
- (d) issuing commissions for examination of witnesses.

PENALTIES

Penalty for violation 23. Any member of the force of duty etc. : who:-

- (a) is found to be guilty of any violation of duty or wilful breach of any provision of this Act or any rule or order made thereunder, or
- (b) is found to be guilty of cowardice, or
- (c) withdraws from the duties of his office without permission or without having given previous notice of at least two months, or

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(d) being absent on leave fails without reasonable cause to report himself for duty on the expiration of such leave or

(e) accepts any other employment or office in contravention of the provisions of section 25, shall be punishable with imprisonment which may extend to three months or with fine which may extend to an amount not exceeding three months pay of such member or with both.

Failure to give information :

24. Any person who without just cause fails to communicate information in his

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possession regarding an outbreak of fire shall be deemed to have committed an offence punishable under the first part of section 176 of the Indian Penal Code.

Failure to take precautions :

25. Whoever fails without reasonable cause to comply with any of the requirements specified in the notification issued under sub-section (1) of section 13 or of a direction issued under sub-section (2) of that section shall be punishable with fine which may extend to five hundred rupees.

Wilfully obstructing fire fighting operation : 26. Any person who wilfully obstructs or interferes with any member of the force who is engaged in fire fighting operations shall be punishable with imprisonment which may extend to three months or with fine which may extend to five hundred rupees or with both.

False report : 27. Any person who knowingly gives or causes to be given a false report of the outbreak of a fire to any person authorised to receive such report by means of a statement message or otherwise shall be punishable with imprisonment for three

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months or with fine not exceeding five hundred rupees or with both.

GENERAL AND MICELLANEOUS

Training centres : 28. The State Government may establish and maintain one or more training centres in the state for providing courses of instructions in the prevention and extinguishment of fire and may close down or re-establish any such centre.

Bar to other employment : 29. No member of the force shall engage in any employment or office whatsoever other than his duties under this Act unless expressly permitted to do so by the Director.

Transfer to other
area :

30. The Director or any officer authorised by the State Government in this behalf, may on the occasion of a fire or other emergency in any neighbouring area in which this act is not in force, order the despatch of the members of the force with necessary appliances and equipment to carry on fire fighting operations in such neighbouring area and thereupon all the provisions of this Act and rules made thereunder shall apply to such area, during the period of fire or emergency or during such period as the Director may specify.

Employment on other 31. It shall be lawful for the
duties : State Government or any
officer authorised by it in
this behalf to employ the
force in any rescue,
salvage or other work for
which it is suitable by
reason of its training,
appliances and equipment.

Liability of property 32(1) Any person whose property
owner to pay catches fire on account
compensation : of any action of his own
or of his agent done
deliberately or
negligently shall be
liable to pay
compensation to any other
person suffering damage
to his property on
account of any action
taken under section 10

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of this Act by any officer mentioned therein or any person acting under the authority of such officer.

(2) All claims under subsection (1) shall be preferred to the District Magistrate within 30 days from the date when the damage was caused.

(3) The District Magistrate shall, after giving the parties an opportunity or being heard, determine the amount of compensation due and pass an order stating such amount and the person liable for the same, and the order so passed shall have the force of a

decree of civil court.

Inquiry into origin
of fire and report
to Magistrate :

33. Where any fire has occurred within any area in which this Act is in force, the senior-most officer in rank among the members of the force in that area shall ascertain the facts as to the origin and cause of such fire and shall make a report thereon to the Magistrate having Jurisdiction in the place in which such fire occurs; and the said Magistrate shall in any case where he may deem fit summon witnesses and take evidence in order to further ascertain such facts.

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Power to obtain information : 34. Any officer of the force not below the rank of officer in charge of a fire station may for the purpose of discharging his duties under the Act require the owner or occupier of any building or other property to supply information with respect to the character of such building or other property, the available water supplies and means of access thereto, any other material particulars, and such owner or occupier shall furnish all the information in his possession.

Power of entry : 35(1) The Director or any member of the force

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authorised by him in this behalf may enter any of the places specified in any notification issued under section 13 for the purpose of determining whether precautions against fire required to be taken on such place have been so taken.

(2) Save as otherwise expressly provided in this Act, no claim shall lie against any person for compensation for any damage necessarily caused by any entry made under sub-section (1).

Consumption of water: 36. No charges shall be made by any local authority for water consumed in fire

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fighting operations by the force.

No compensation for interruption of water supply : 37. No authority in charge of water supply in an area shall be liable to any claim for compensation for damage by reason of any interruption of supply of water occasioned only by compliance of such authority with the requirement specified in clause (d) of section 10.

Police Officers to aid : 38. It shall be the duty of police officers of all ranks to aid the members of the force in the execution of their duties under the Act.

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Information on
outbreak of fire :

39. Any person who possesses any information regarding an out-break of fire shall communicate the same without delay to the nearest fire station.

Indemnity :

40. No suit, prosecution or other legal proceedings shall lie against any person for anything which is in good faith done or intended to be done in pursuance of this Act or any rule or order made thereunder.

Power to make rules :

41(1) The State Government may, by notification in the Official Gazette, make rules for carrying out the purposes of this Act.

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(2) In particular and without prejudice to the generality of the foregoing power, such rules may provide for:-

(a) the number and grades of officers and members of the force.

(b) the manner of appointment of members of the force.

(c) the form of the certificate to be issued to the members of the force.

(d) the conditions of the service of the members of the force including their ranks, pay and allowances, hours of duty and leave, maintenance of



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discipline and removal
from service.

(e) the circumstances in
which and the
conditions (including
the levy of fee)
subject to which
members of the force
may be despatched to
carry fire fighting
operations in
neighbouring areas.

(f) the conditions subject
to which members of the
force may be employed
on rescue salvage or
other work.

(g) the manner in which
and the intervals at
which the process of
the fire tax levied
under this shall be

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paid to the State Government.

(h) the manner of service of notice under this Act.

(i) the procedure to be followed in arbitration proceedings under section 21.

(j) the payment of rewards to persons, not being members of the force, who render services for fire fighting purposes.

(k) the compensation payable to members of the force in case of accidents or to their dependents in case of death while engaged on duty,

(l) for the employ^{me}ment of

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members of the force or
use of any equipment
outside the area or on
special services and
the fee payable
therefore, and

(m) any other matter which
is to be or may be
prescribed.

Repeal and saving : 42. If immediately before the
day on which this Act comes
into force in an area,
there is in force in that
area any law or rule having
the force of law which
corresponds to this act,
such ~~cor~~responding law in
so far as it relates to
any matter for which
provision has been made in
this Act shall on that day

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stand repealed.

Providing that such repeal shall not be deemed to limit, modify or derogate from the general responsibility of any local authority:-

- (a) to provide and maintain such water supply and fire hydrants for fire fighting purposes as may be directed by the State Government from time to time.
- (b) to frame bye-laws for the regulation of dangerous trades.
- (c) to order any of its employees to render aid in fighting a fire when reasonably called upon to do so by any member of

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the force, and

(d) generally to take such measures as will lessen the likelihood of fires or preventing the spread of fires.

ANALYSIS OF THE BILL :

SOME GENERAL OBSERVATIONS :

First a few observations regarding some salient aspects of the model fire force bill.

The model bill in clause 8 makes a very useful and necessary provision enabling State Governments to raise Auxiliary Fire Force. As a result of this enabling clause, it is hoped, the state governments would appreciate the need and importance of raising an adequate body of volunteers properly trained in fire fighting techniques so as to ensure that the strength of full time fire force is effectively supplemented in times of emergency.

The best way to fight a fire is to

prevent the fire. Unfortunately, most State Governments have paid scant attention to the vital problem of fire prevention. All over the country fire prevention is treated as a passive subject and this explains why it has failed to emerge as a well developed facet of the Fire Service itself. Clause 13 of the model Bill therefore correctly provides that State Governments, by notification require the owners or/and occupiers of the premises in any area used for the purpose, which poses a risk of fire to take/adopt fire prevention measures as required. This clause is very vital to ensure fire safety in hazardous occupancies, where thanks to exigencies of modern industrial and technological developments, hazardous materials (gases, chemicals etc) happen to be stored.

Clauses 14 to 17 relate to expenditure on maintenance^{enance} of fire force. The provision to clause 14 enables the State Government to recover from any local authority or from any area where the act is in force, such contribution towards the cost of the portion of fire force maintained in that area as the State Government may decide.

Clause 15. is an enabling provision for imposing fire tax on lands and buildings. It is not intended that these two provisions should be made operative simultaneously, but it is desired that the contribution from the local bodies should be recovered only when the fire tax is not levied by the State Government.

The following State Governments have legislated the bill and the same are in force in their respective areas³ in the name and style of:-

- (1) Goa - Goa, daman and Diu Fire Force Act 1986.
- (2) Tamil Nadu - Tamil Nadu Fire Service Act, 1985.
- (3) Kerala - Kerala Fire Force Act, 1969.
- (4) Himchal Pradesh - Himachal Pradesh Fire Service Act 1988.
- (5) Karnataka - Mysore Fire Force Act, 1964.
- (6) Jammu and Kashmir - Jammu and Kashmir Fire Service Act 1967.

ANALYSIS OF THE FIRE FORCE ACTS IN THE STATES OF
TAMIL NADU AND GOA:

The fire Acts in the above States are largely based on the model bill. In order to facilitate a test study to assess the extent of implementation of the model Fire Force bill, the following two Fire Force Acts have been taken viz;

(1) Tamil Nadu Service Act, 1985 ⁴ .

(2) Goa, Daman and Diu Fire Force Act 1986 ⁵ .

In the Tamil Nadu Service Act and the Goa Fire Force Act, clause 15 of the model bill regarding levy of fire tax has been omitted. This is a pity because fire fighting services do cost the state money, and it is therefore only proper that citizens be made to share the cost by being made to pay a reasonable fire tax.

The Goa act when compared to Tamil Nadu, suffers from another severe deficiency. In the Goa Fire Force Act, clause 27 of the model bill regarding false report and punishment thereto, have been omitted whereas Tamil Nadu has added clause

(section 19 of the Tamil nadu Fire Service Act, 1985)
for offences by companies.

The Tamil Nadu Act (section 19) clearly stipulates that where an offence has been committed by a company, every person, who at the time of commission of offence, was in charge of and responsible to the company for the conduct of its business, shall be deemed guilty of the offence and liable to be proceeded against and punished if found guilty. The Tamil Nadu Act does not stop here. It goes further to stipulate that even the Director, Manager Secretary or other Officer of the Company, will be deemed guilty and liable to be proceeded against and punished, if it is proved that the offence has been committed with the consent or connivance of, or is attributable to any neglect on the part of the Director, Manager, Secretary or other Officer of the Company.

The Tamil Nadu Act thus ensures fire protection in industrial establishments far more effective than does the Goa Act.

One plus point of the Goa Act needs to be mentioned. In the Goa act, it is clearly mentioned that the control and superintendence of the fire force in the territory, shall vest in the Director/Chief Fire Officer. The Model Act does not make it obligatory for the state to vest powers in the Director. Since Clause 6 of the model act uses the terms "Director or such other officer of the force as the State Government may authorize in this behalf". The Goa Provision ensures that only a competent professional will be heading the Fire Service, unlike in many other states where the Fire Services are headed by non-professional Officers.

Except for the above mentioned variations, the rest of the recommendations as contained in the model bill are legislated and enforced in these states. On the whole, the built-in flexibility of the model act has given sufficient room to state Governments to make variations in their acts with regard to a subject that comes under the purview of State Powers and jurisdiction.

THE DELHI FIRE PREVENTION AND FIRE SAFETY ACT(1986):-

Other than Six Fire Service Acts passed by the states of Goa, Tamil Nadu, Kerala, Himachal Pradesh, Karnataka, Jammu and Kashmir, there is also the Delhi Fire Prevention and Fire Safety Act passed by the parliament (Act No101 of 1986). This act is reproduced below ⁶ before taking it up for analysis in a separate section.

SHORT TITLE, EXTENT AND COMMENCEMENT:

1. (1) This Act may be called the Delhi Fire Prevention and Safety Act, 1986.
- (2) It extends to the whole of the Union territory of Delhi.
- (3) It shall come into force on such date as the Central Government may by notification in the Official Gazette, appoint.

DEFINITIONS:

2. In this Act, unless the context otherwise requires:-

- (a) "Administrator" means the Administrator of

Delhi appointed by the President under article 239 of the Constitution.

- (b) "Appellate Tribunal" means the Appellate Tribunal constituted under section 347A of the Delhi Municipal Corporation Act, 1957 (66 of 1957).
- (c) "Buildings" means a house , outhouse, stable, latrine, urinal, shed, hut, wall (other than a boundry wall) or any other structure, whether of masonry, bricks, woods, mud, metal or other material.
- (d) "Building bye-laws" means the bye laws made under section 282 of the Cantonments act, 1924 (2 of 1924) or the bye -laws made under section 481 of the Delhi Municipal Corporation Act, 1957 (66 of 1957) or the bye -laws made under section 188, sub-section (3) of section 189 and sub-section (1) of section 190 of the Punjab Municipal act, 1911, (Act III of 1911) as in force in New Delhi or the regulations made under sub-section (1) of section 57 of the Delhi development Act, 1957

(61 of 1957) relating to buildings.

- (e) "Chief Fire Officer" means the Chief Fire Officer appointed by the Municipal Corporation of Delhi established under the Delhi Municipal Corporation Act, 1957 (66 of 1957).
- (f) "Delhi" means the Union Territory of Delhi.
- (g) "Fire prevention and fire safety measures" means such measures as are necessary in accordance with the building bye-laws for the prevention, control and fighting of fire and for ensuring the safety of life and property in case of fire.
- (h) "Local authority" means the Delhi Cantonment Board established under the Cantonment Act, 1924 (2 of 1924), the Delhi Development Authority established under the Delhi Development Act, 1957 (61 of 1957), the New Delhi Municipal Committee established under the Punjab Municipal Act, 1911 (Act III) as in force in New Delhi or any other authority under any law, which may be notified in this

behalf by the Administrator with the prior approval of the Central Government.

(i) "Nominated Authority" means an officer not below the rank of Station Officer nominated by the Chief Fire Officer and includes an officer nominated by a local authority or a railway administration as a nominated authority for the purpose of this Act.

(j) "Occupier" includes

(i) any person who for the time being is paying or is liable to pay to the owner the rent or any portion of the rent of the land or building in respect of which such rent is paid or is payable.

(ii) an owner in occupation of, or otherwise using his land or building.

(iii) a rent-free tenant of any land or building.

(iv) a licensee in occupation of any land or building and

(v) any person who is liable to pay to the owner damages for the use of and

occupation of any land or building.

(k) "Owner" includes a person who for the time being is receiving or is entitled to receive, the rent of any land or building whether on his own account or on account of himself and others or as an agent, trustee, guardian or receiver or any other person or who should so receive it if the land or building or part thereof were let to a tenant and also includes -

- (i) the custodian of evacuee property in respect of evacuee property vested in him under the Administration of Evacuee Property Act 1950 (31 of 1950);
- (ii) the Director of Estates of the Government of India, the Secretary of the Delhi Development Authority, constituted under the Delhi Development Act, 1957 (61 of 1957), the General Manager of a railway and the head of a Government department, in respect of properties under their respective control;

- (1) "premises" means any land or any building or part of a building appurtenant thereto which is used for storing explosives, explosive substances and ⁿdangerously inflammable substances.

Explanation:- In this clause, "explosive", "explosive substances" and "dangerously inflammable substances" shall have the meanings respectively, assigned to them in the Explosives Act, 1884 (4 of 1884), the Explosive Substances Act, 1908 (6 of 1908) and the inflammable Substances Act 1952 (20 of 1952).

INSPECTION OF BUILDINGS, PREMISES, ETC :

3. (1) The nominated authority may after giving three hours' notice to the occupier, or, if there be no occupier to the owner of any building having such height as may be specified by rules framed under this Act or premises, enter and inspect the said building or premises at any time between sunrise and sunset where such inspection appears

necessary for ascertaining the adequacy or contravention of fire prevention and fire safety measures. Provided that nominated authority may enter into and inspect any building or premises at any time if it appears to it to be expedient and necessary to do so in order to ensure safety of life and property.

- (2) The nominated authority shall be provided with all possible assistance by the owner or occupier, as the case may be, of the building or premises for carrying out the inspection under sub-section (1)
- (3) When any building or premises used as a human dwelling is entered under sub-section (1), due regard shall be paid to the social and religious sentiments of the occupiers, and before any apartment in the actual occupancy of any woman, who according to the custom does not appear in public is entered under sub-section (1) notice shall be given to her that she is at liberty to withdraw and every

reasonable facility shall be afforded to her for withdrawing.

MEASURES FOR FIRE PREVENTION AND FIRE SAFETY :

4. (1) The nominated authority shall, after the completion of the inspection of the building or premises under section 3 record its views on the deviations from, of the contraventions of, the building bye-laws with regard to the fire prevention and fire safety measures and the inadequacy of such measures provided therein with reference to the height of the building or the nature of activities carried on in such building or premises and issue a notice to the owner or occupier of such building or premises directing him to undertake such measures as may be specified in the notice.
- (2) The nominated authority shall also give a report of any inspection made by it under section 3 to the Chief Fire Officer.

POWER TO SEAL BUILDINGS OR PREMISES :

5. (1) Where on receipt of a report from the nominated authority under sub-section 2 of section 4, it appears to the chief Fire Officer that the condition of any building or premises is dangerous to life or property he shall without prejudice to any action taken under section 7 by order, require the persons in possession or occupation of such building or premises to remove themselves from such building or premises forthwith.
- (2) If an order made by the Chief Officer under sub-section (1) is not complied with, the Chief Fire Officer may direct any police officer having jurisdiction in the area to remove such persons from the building or premises and such officer shall comply with such directions.
- (3) After the removal of the persons under sub-section (1) or sub-section (2) as the case may be the Chief Fire Officer shall seal the building or premises.

- (4) No person shall remove such seal except under an order made by the Chief Fire Officer.

PROVISION REGARDING CERTAIN BUILDINGS AND PREMISES :

6. (1) Notwithstanding anything contained in any other law for the time being, in force, the Chief Officer may enter and inspect any building, the construction of which has been completed on or before the 6th day of June, 1983 (being the date on which the current building bye-laws had come into force) or any building which was under construction on such date if such inspection appears necessary for ascertaining the adequacy of fire safety measures in such building.
- (2) The entry and inspection under sub-section (1) shall be done by the Chief Fire Officer in the manner laid down in section 3.
- (3) The Chief Fire Officer shall, after inspection of the building or premises under sub-section (1), and after taking into consideration:-

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- (i) the provision of the building bye-laws in accordance with which plan of the said building or premises was sanctioned.
- (ii) the conditions, imposed if any by the local authority at the time of the sanction of the plan of the said building or premises, and
- (iii) the minimum standards for fire prevention and fire safety measures specified by the rules framed under this Act.

Issue a notice to the owner or occupier of such building or premises stating therein the inadequacy in regard to the fire prevention and fire safety measures in it and direct the owner or occupier to undertake measures for rectifying the said inadequacy within such period as he may consider just and reasonable.

DEFAULT POWERS FOR THE CHIEF FIRE OFFICER :

7. (1) The Chief Fire Officer shall, in the event of non-compliance of any notice issued under

section 4 or section 6, take such steps as may be necessary for the compliance of such notice.

(2) All expenses incurred by the Chief Fire Officer in relation to any steps taken by him under sub-section (1) shall be payable by the owner or occupier on demand and shall, if not paid within ten days after such demand, be recoverable as arrears of land revenue.

8. (1) Any person aggrieved by any notice or order of the nominated authority of the Chief Fire Officer, may prefer an appeal against such notice or order to the Appellate Tribunal within thirty days from the date of notice or order appealed against: Provided that the Appellate Tribunal may entertain an appeal after the expiry of the said period of thirty days if it is satisfied that there was sufficient cause for not filing it within that period.

(2) An appeal shall lie to the Administrator against the order of the Appellate Tribunal

confirming, modifying or annulling a notice or an order issued or made under this Act within thirty days from the date of the order of the Appellate Tribunal:

Provided that the Administrator may entertain an appeal after the expiry of the said period of thirty days if he is satisfied that there was sufficient cause for not filing it within that period.

- (3) An appeal to the Appellate Tribunal or the Administrator shall be made in such form and shall be accompanied by a copy of the notice or order appealed against and by such fees as may be specified by rules made under this Act.
- (4) The provisions of section 347C of the Delhi Municipal Corporation Act 1957 (6th of 1957) and the rules made thereunder, shall so far as may be apply to the disposal of an appeal under this section as they apply to the disposal of an appeal under that Act.

BAR OF JURISDICTION OF COURTS :

9. No Court shall entertain any suit, application or other proceeding in respect of any notice or order under this Act and no such notice or order shall be called in question otherwise than by preferring an appeal under this Act.

PENALTIES :

10. Whoever contravenes any provision of this Act shall, without prejudice to any other action against him under section 7, be punishable with imprisonment for a term which may extend to six months, or with fine which may extend to fifty thousand rupees, or with both and where the offence is a continuing one, with a further fine which may extend to three thousand rupees for every day after the first during which such offence continues.

OFFENCES BY COMPANIES :

11. (1) Where an offence under this Act has been

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committed by a company, every person who, at the time of the offence was committed, was in charge of, and was responsible to, the company for the conduct of the business of the company, as well as the company, shall be deemed to be guilty of the offence and shall be liable to be proceeded against and punished accordingly;

Provided that nothing contained in this sub-section shall render any such person liable to any punishment if he proves that the offence was committed without his knowledge or that he had exercised all due diligence to prevent the commission of such offence.

(2) Notwithstanding anything contained in sub-section (1) where any offence under this Act has been committed by a company and it is proved that the offence has been committed with the consent or connivance of, or is attributed to any neglect on the part of any Director, Manager, Secretary or other officer

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of the company, shall also be deemed to be guilty of that offence and shall be liable to be proceeded against and punished accordingly.

Explanation - For the purposes of this section :-

- (a) "company" means a body corporate and includes a firm or other association of individuals; and
- (b) "director" in relation to a firm, means a partner of the firm.

SANCTION OF PROSECUTION

12. No court shall proceed to the trial of an offence under this Act, except on the complaint of, or upon information received from, the nominated authority.

JURISDICTION

13. No court inferior to that of a Metropolitan Magistrate shall try an offence punishable under this Act.

PROTECTION OF ACTION TAKEN IN GOOD FAITH

14. No suit, prosecution or other legal proceeding shall lie against any person or anything which is in good faith done or intended to be done under this Act or any rules made thereunder.

OFFICERS TO BE PUBLIC SERVANTS

15. Every officer acting under the provision of this Act shall be deemed to be public servant within the meaning of section 21 of the Indian Penal Code (45 of 1860).

POWER TO MAKE RULES

16. (1) The Administrator may, by notification in the Official Gazette, make rules for carrying out the provisions of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for.

(a) the height of the building under subsection (1) of section 3;

(b) the minimum standards for fire

prevention and fire safety measures for the purposes of clause (iii) of sub-section (3) of section 6;

(c) the form in which an appeal shall be made and the fees that shall accompany such appeal under sub-section (3) of section 8;

(d) any other matter which is required to be provided by rules.

ANALYSIS OF THE DELHI FIRE PREVENTION & SAFETY ACT

The Delhi Fire Prevention and Fire Safety Act provides for ensuring safety of high-rise buildings. The National Building Code of 1983 of India, ⁷ classifies a building as high-rise if its minimum height is 15 meters. The minimum of 15 meters prescribed by Rule 4 of the Delhi Fire Prevention and Fire Safety Act of 1988, for inspection under section 3, is in line with the classification of high-rise building as per the National Building Code 1983 of the Government of India.

The Delhi Fire Brigade, which is controlled by the Delhi Municipal Corporation, is responsible for providing fire fighting and fire-safety measures in the entire Union Territory of Delhi. The provisions in the Delhi Municipal Corporation Act of 1957 to enforce fire safety measures, particularly in multi-storeyed buildings, were inadequate in the absence of necessary statutory authority for the fire prevention enforcement agencies, to compel the owners of buildings to carry out the necessary measures for prevention of fires. As a consequence it was seen that many owners of buildings were not providing necessary fire safety measures in buildings as approved by the local authorities.

To make matters worse the four local authorities existing in the Union Territory of Delhi viz. the Delhi Administration, Delhi Municipal Corporation, New Delhi Municipal Committee, and the Delhi Cantonment Board (which are each governed by their own laws), were unable to provide a unified single agency empowered to co-ordinate the fire

prevention and fire safety measures. Therefore the Parliament after due consideration passed the Delhi fire Prevention and Fire Safety Act, which has sought to remove these shortcomings.

Thus, all buildings having a specified height and whose premises are used for storing explosives, explosive substances, and dangerously inflammable substances shall be provided with the requisite fire prevention and fire safety measures, as recommended by the Chief Fire Officer.

Secondly, the Chief Fire Officer is now authorised to have an inspection of buildings and premises conducted by the nominated authority (appointed by the Chief Fire Officer) for ascertaining the contraventions, if any, of fire prevention and safety measures required to be undertaken by the occupier and owner of the premises.

The Fire Authority is also empowered to punish any contraventions of the provisions of the bill with imprisonment for a term which may extend upto six months, or by fine extending to fifty

thousand rupees, or both. In case of continuing offences, the offender will be liable for punishment or fine of rupees three thousand for every day for which the offence is continued. To meet the ends of justice, provision for an appeal against any notice or order of the Chief Fire Officer or his nominated authority, to the appellate tribunal, and against the order of the Appellate Tribunal, is provided for.

These are the only legislative measures adopted by the Government of India and State Governments in the country after the setting up of Standing Fire Advisory Committee/Council for maintenance and upkeep of the Fire service and to prevent fire and fire incidents in India.

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2. Deputy Secretary Ministry of Home Affairs. Letter from the Ministry of Home Affairs to the States. No. 28/3/56-ER 11, dated 17-10-1959.
3. Ministry of Home Affairs. Syllabus of Divisional Officers Course. National fire Service College, Nagpur, p.7.
4. Government of Tamil Nadu Act. Tamil Nadu Act No. 40 of 1985. Part IV, section 2, Gazette of the Govt of Tamil Nadu, dated 6th August 1985.
5. Law Department, Govt. of Goa. Goa, Daman and Diu Fire Force Act of 1986. (Act No.9 of 1986) dated 17-10-1986.
6. Delhi Fire Prevention and Fire Safety Rules, 1987. Published in Institution of "Fire Engineers (India)" Quaterly Vol.22, Jan-Mar 1987, New Delhi.
7. Govt. of India. National Building Code of India 1983. Bureau of India Standards, Part iv, p5.

CHAPTER V

SUGGESTIONS FOR IMPROVEMENT OF

THE FIRE SERVICES

SUGGESTIONS FOR THE IMPROVEMENT OF FIRE SERVICES

The role of the Public Fire Protection Service is to save the life and property of all the citizens within the jurisdiction of their responsibilities. For this purpose, the Public Fire Protection Service needs to be planned carefully and its functioning continuously reviewed. In this chapter, we shall look at the early suggestions for improvement made from time to time and conclude with examining the present impediments to the development of fire services and proposing our own suggestions for improvement.

EARLY HISTORY AND SUGGESTIONS FOR IMPROVEMENT

The regular Fire Services in India had their origin from the major port-cities like Bombay and Calcutta. As had been the general feature all over the world, these few Fire Services sprang up as a sequel to some devastating fires, causing awakening on the part of insurance companies and their commercial agencies about the need for raising a force for the protection of their commercial

interests. During the pre-independence period, several fire brigades were established under the control of local bodies in various parts of the country. This trend continued till the outbreak of second World War. These Municipal Fire Brigades were organised more or less on the pattern of the County Fire Brigade in U.K. and were commanded by British Officers. The development of Fire Services in India was to a large extent influenced by India's political and historical association with Britain. At the outbreak of the second world war in 1939, there were innumerable fire authorities in Britain which were heterogenous and ill-equipped to function as a National force - so vital for the war effort. A hurried attempt was made to fuse them as an integrated national organisation, which in spite of handicaps, did a commendable job in keeping the morale at a high pitch throughout the duration of war. After the war was over, the responsibility for administration of Fire Services was reverted to local bodies. However, the lessons learnt during the war was not wasted. The number of fire authorities

were drastically reduced and each fire service was made a viable unit under the Home office Inspectorate of Fire Services, evidently with a view to ensuring standardisation of equipment and brigade procedure, uniform ranks and training and to ensure better co-ordination and cooperation among them¹.

SUGGESTIONS FOR IMPROVEMENT: EXPERT COMMITTEE OF 1950.

The Second World War did not bring any substantial changes in the set up of Fire services in India. Perhaps in large measure this was due to the political situation prevailing in the country at that time. However, after independence, the Government of India realizing the need for bringing about improvement in the Fire Service, setup an Expert Committee in 1950². The Committee made some primary, but far-reaching, recommendations. These were:

- (1) Setting up of an All India Central Fire Fighting Training Institute.
- (2) Standardisation of fire fighting equipment and the setting up of a design and

development committee.

- (3) Re-organisation of Fire Services in States as provincialised service and promulgation of uniform fire legislation in all the States.
- (4) Constitution of All India Fire Services.
- (5) Institution of Central Control and advice by setting up an Advisory Board and Regional Inspectorate to ensure operation uniformity and efficiency and
- (6) Constitution of an Auxillary Fire Service.

The other recommendations of the Expert Committee included the following:

- (7) Organisation of Street Fire parties.
- (8) Education of householders and explaining to them their responsibilities.
- (9) Standardisation of badges of ranks for Fire Service.
- (10) Inclusion of suitable provisions in model Fire service legislation with regard to fire prevention.
- (11) Organisation of salvage service and finding funds for the same.

(12) Levy of fire tax and

(13) Separation of Police and Fire Service, in order to ensure technical efficiency and for convenience of administration.

This was a good beginning indeed. The Government of India communicated their decision and recommendations of the Expert committee to all State Governments and Central Ministries vide Government order No. 33/50-CD dated 5-1-1952. The Government accepted recommendations 1 to 10 above and deferred recommendations at No. 11 to 12.

The Government of India noted that practically all State Governments had agreed on the point that the provincialisation of fire service (State Government manning the Fire service) is sound in principle and should be the ultimate goal. The Government of India felt that the administration of Fire Service is a part of responsibilities of State Govern^ements and local bodies (Municipalities) and any departure from this principle would be justified only where the State Government or local authorities are

unable, inspite of every reasonable effort, to provide efficient fire-fighting facilities on the scale required. Where State Governments have authority and the capability to ensure that local bodies recruit only trained personnel, and also have the power of inspection, then efficiency is best increased even by entrusting Fire Services to local bodies like Municipalities.

The Government had accepted in principle the recommendations of the Expert Committee that there should be a uniform fire legislation in all states, subject to modifications demanded by

³ local variations . For this purpose a model fire bill (analysed in previous chapter) was drawn up and circulated to all state Governments for necessary

enactment by respective legislatures .⁴ The Government of India agreed in principle that the provincialized fire services, where they exist, should work directly under the Government and not

under the Inspector General of Police .⁵ The Government of India also requested the state Governments to ~~take~~^{take} suitable steps to give effect to

these recommendations.

SUGGESTIONS FOR IMPROVEMENT: THE 1955 CONFERENCE

The Government of India monitored the progress of the implementations of the Expert Committee recommendations by the state governments for three years. Unfortunately, not much progress was made and therefore the Government of India convened a conference of the Chiefs of the Fire Services in India on 23-8-1955 at the Defence Ministry committee room, Central Secretariate Building, New Delhi. The Conference was inaugurated by Shri B.N. Datar, Deputy Minister for Home Affairs. Shri L.B. Mirchandani, officer on Special duty, Union Ministry of Home Affairs was elected the Chairman. The main

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recommendations of the conference were :

- (i) The syllabi for various courses to be conducted at the states Fire school and National Fire Service college be modified as per the recommendations of the sub-committee set up by the conference for this purpose,

- (ii) The fire drill manual as finalised by the sub-committee may be adopted.

- (iii) A healthy convention should be developed for encouraging consultation with local fire services by all Central, State and local authorities, responsible for licencing for storage of flammable and other hazardous goods and licence of factories;

- (iv) A nucleus of fire research stations be established in India and scope of its activities be expanded gradually for carrying out intensive studies in all aspects relating to fire control and fire fighting and for undertaking research work and cognant matters and that sub-committee should be appointed to work out details;

- (v) Steps should be taken to ensure that the factories and industrial establishments in the country, provide themselves with fire fighting equipments necessary to protect their premises, goods, etc; against fire risk and that the minimum scales of fire

fighting equipment to be so maintained, be laid down after grading the factories, etc; into required number or categories on the basis of number of workers, area covered, accessibility, fire hazard and water supply available and similar other factors;

(vi) An Indian Institute of Fire Engineers should be established on the lines of the one established in U.K. with the object of prompting fire prevention, fire extinction and fire engineering and to lay down the standards by which one could gauge the knowledge of fire fighting personnel. It was decided that the initiative in the matter should be left to Fire Officers who should approach the Government of India for registration and such other help as they would consider it necessary.

(vii) A Technical Bulletin relating to fire matters should be issued periodically from the National Fire Service College.

(viii) A Design and Development Committee should be set up by the Government of India for the purpose of having specifications of fire fighting equipment and for achieving standardization.

(ix) Statistics on fire should be collected in the proforma approved by the Conference not only with a view to planning and efficient fire fighting organization throughout the country, but also with a view to controlling fire hazards, and avoiding obsolete type of equipment and training.

(x) A Standard Fire Advisory Committee or Council should be set up under the Government of India, which would comprise of representatives of the Central ministries, State Governments, and Union Territories to examine the technical problems, relating to fire services in the Country, which may arise from time to time.

However not all the recommendations

made by the conference were implemented. The recommendations implemented till date are given below:

- 1) The Standing Fire Advisory Council and the Design and Development Committee were constituted in 1955. Subsequently, the Design and Development Committee was dissolved and the Indian Standard Institution took over the work of standardisation and preparation of specifications in its entirety.
- 2) A modern and updated syllabi for various courses at the ^aNational Fire Service College has been prepared and adopted;
- 3) A Drill Manual, after being examined and approved by the Standing Fire Advisory Committee, has been approved and published;
- 4) An ad-hoc committee was constituted for setting up of a Fire Research Station in India. The station has now started functioning as a part of the Central Building Research Institute, Roorke;

- 5) The recommendation of the conference regarding developing a healthy convention of regular consultation between the Fire Service on the one hand and the Central, State and Local authorities responsible for licencing of factories on the other hand, was conveyed to State Governments and Central Ministries. However, except for a few States, it does not seem that this very worthwhile recommendation has been taken seriously by the concerned authorities.
- 6) Necessary ammendments to Factories Act were made requiring factories to maintain minimum fire fighting equipment, necessary to protect their premises, goods, etc. against fire risk;
- 7) In accordance with the Memorandum and Articles of association prepared by the Standing Fire Advisory Council, a specialised Institute. the Institution of Fire Engineers (India), was established in 1973;

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- 8) The National Fire Service College has commenced publication of bi-annual Journal entitled " Fire Technology India " since January 1969;

- 9) All Central Ministries and State Governments are now required to supply information for the purpose of fire statistics in the proforma recommended by the Council.

SUGGESTION AND IMPROVEMENTS BROUGHT ABOUT BY THE FIRE
ADVISORY COMMITTEE/COUNCIL :

In pursuance of the recommendations made by the Conference of Chiefs of Fire Services in 1955, the Government of India set up the Standing Fire Advisory Committee in the same year. The Fire Advisory Committee was elevated and re-designated as the Fire Advisory Council in 1980. Since its inception the council has been rendering invaluable service. Till date the Council has conducted 25 meetings for discussing various technical, administrative, and operational aspects of Fire Services and made pertinent and valuable

recommendations.

From among the many useful tasks performed and recommendations made by the Council, special mention may be made of the following:

- 1) Issuing guidelines for the rank and badge structure in fire service.
- 2) Giving priority to developing fire service in areas the susceptibility of fire-risk potential are high and to identify such areas.
- 3) Making suggest^oins for organisation of fire service in states and for promulgation of uniform fire service legislation in all states. The Committee did excellent work by way of preparing a model fire force bill, in consultation with the Law Ministry, for enactment by all States and Union Territories.
- 4) Framing rules for provisions of fire fighting equipment in industrial establishments.

- 5) Preparing yardsticks for calculating the number of pumping units for cities and towns.
- 6) Making suggestions for training requirements and syllabus for various courses.
- 7) Determining qualifications for various ranks of recruitment.
- 8) Drawing up charts for duties and responsibilities for various ranks in Fire Service.
- 9) Instituting awards of medals and ribbons;
- 10) Preparing a Drill Manual for Fire Services in India;
- 11) Making suggestions for the conduct of public education in fire prevention;
- 12) Making various suggestions for improving communication and alarm system in Fire Services for provision of adequate water supply;

- 13) Collection of fire statistics;
- 14) Making suggestions for setting up mutual-aid schemes among fire services in States, Local authorities and Defence establishments; and
- 15) Making suggestions/recommendations on miscellaneous subjects like formation of Salvage Core, hire charges for appliances, scale of first aid fire fighting appliances for Government and public buildings right of way for ambulance in traffic during emergencies, etc, etc.

The ~~decisions~~ taken by the Fire Advisory Council were communicated to all concerned in view of their great importance for development of Fire Service. The Council's minutes, after acceptance by the Central Government are circulated to the State Governments and Union Territory Administrations for implementation. Though the Council's decisions are recommendatory in character, the State Governments are expected to sincerely implement the same. However State Governments have been deplorably slow in

implementing the various recommendations. As a result, the Standing Fire Advisory Council has not succeeded fully in bringing uniformity in Fire Services all over the country, inspite of repeated reminders from the Advisory Council/Home Ministry.

The heterogenous character of Fire Services in India will be apparent from the present organisational set up, which is as follows :

1. States/Union Territories, where Fire Service is organised as a separate Department :
 - (i) Andhra Pradesh;
 - (ii) Jammu and Kashmir;
 - (iii) Kerala;
 - (iv) Orissa;
 - (v) Tamil Nadu;
 - (vi) West Begal;
 - (vii) Goa;
 - (viii) Chandigarh;
 - (ix) Karnataka;
 - (x) Pondicherry;
 - (xi) Manipur; and

(xii) Himachal Pradesh.

2. States/Union Territories, where Fire Service is under the Police :

- (i) Andaman and Nicobar Islands;
- (ii) Arunachal Pradesh;
- (iii) Assam;
- (iv) Bihar;
- (v) Meghalaya;
- (vi) Mizoram;
- (vii) Nagaland;
- (viii) Sikkim;
- (ix) Tripura;
- (x) Uttar Pradesh;
- (xi) Daman & Diu
- (xii) Dadra & Nagar Haveli.

3. States/Union Territories, where Fire Service is under Municipal Corporation :

- (i) Maharashtra;
- (ii) Madhya Pradesh;
- (iii) Gujarat;
- (iv) Rajasthan;

- (v) Haryana;
- (vi) Punjab and
- (vii) Delhi.

While the organisational position in the States/Union Territories remains as stated above, the set up as far as Central Government is concerned, is summed up as below :

1. The Central Government appointed a Fire Adviser in the Ministry of Home Affairs in 1968 and then a Deputy Fire Advisor in 1970⁷. The Fire section of the Ministry of Home Affairs is placed under the Director General, Civil Defence. The Fire Adviser assisted by the Deputy Fire Adviser is responsible for rendering expert technical advise on all fire service matters to all States/Union Territories, Central Ministries (except Defence).
2. The Ministry of Defence have their own Fire Adviser with a full-fledged organisation under him for rendering advise on all fire

service matters relating to Defence Fire Service and for arranging fire fighting training for Defence personnel, under the Defence Institute of Fire Research and

⁸
training .

3. The Central Industrial Security Force, similarly has its own Fire Wing, headed by a Deputy Inspector General to render fire protection advice for Public Sector Undertakings brought under the Central

⁹
Industrial Security Force Schemes .

4. In addition to the above, Civil Aviation Department, Railways, Central Public Works Department, Port trust, Department of Atomic Energy, Oil and Natural Gas Corporation, Indian Oil Corporation, Survey of India, International Airport Authorities of India, Steel Authorities of India, Fertilizers Unit, Coal India Limited; etc. maintain their own fire services which defer from each other with regard to their organisational set-up,

IMPEDIMENTS TO THE DEVELOPMENT OF FIRE SERVICES

The problems which beset the Fire Services in India are many. In the first place we have inadequate legislation both at the Centre and the State level for bringing about uniformity in the organisation and administration of Fire Services. Thus all the States have not framed similar rules for fire fighting equipment to be maintained in industrial establishments. Some States have not yet passed any legislative measures for implementation of fire protection and fire safety measures in various sectors. Many Fire Brigades do not have a separate discipline code, thereby hampering their efficient working. Then there are widely differing rules, conditions of service, scales of pay, avenues of promotions and working conditions. No doubt the Fire Advisory Council has been making sincere attempts in the direction of bringing about uniformity, but as already stated its role is recommendatory and it lacks the ability to compel. The problem of

inadequate legislation is compounded by the heterogenous character of Fire Service in India, where some States like Rajasthan and Maharashtra have fire services operating under the jurisdiction of Municipal Corporations, while some others like Goa and Kerala have Fire Services organised as a State Government Department, and still others like Assam and Bihar have Fire Services operating under Police jurisdiction.

Another major shortcoming has been the failure to integrate fire safety and fire protection requirements with other developmental efforts at the National level. Even today, a large number of rural areas in the country have not been brought under the cover of fire protection schemes, although other developmental activities have steadily percolated to the villages. Particularly glaring has been the failure to get schemes of Fire Services recognised and included as developmental schemes in the Five Year Plans.

A third area of inadequacy has been the

lack of trained officers specially at the senior level and for this the blame must be put on the absence of any integrated plans for training personnel in the fire services. Likewise, the absence of any integrated plan for research and development activities for fire protection services, stands out conspicuously.

A fourth lacuna is the non-existence of a regular system/organisation for collection of statistical data relating to the fire services, losses due to fires and causes of fires. The collection of such data is essential for evolving an effective strategy to minimize national loss due to fires.

Lack of recognized and adequately equipped testing laboratories is yet another impediment to the development of efficient fire services. Such laboratories are necessary for ensuring adherence to and maintaining prescribed standards of quality for various types of fire fighting/fire protection equipment.

Finally, it is necessary to take measures to combat public apathy towards the dangers of fires and protection of life and property from fires. Organised efforts need to be made not only in this direction, but also towards finding practical solutions to the multifarious other problems faced by the Fire Services.

SUGGESTIONS FOR IMPROVEMENT :

In order to tackle and overcome the impediments in the way of developing an efficient, modern fire service, we make three suggestions:

- 1) Enlistment of the subject of Fire Service in the Concurrent list of the Seventh schedule of the Constitution.
- 2) Setting up a National Commission on Fire Protection Services.
- 3) A new Central Legislation.

(1) ENLISTMENT OF THE SUBJECT "FIRE" IN THE
CONCURRENT LIST (LIST III) OF THE SEVENTH SCHEDULE OF
THE CONSTITUTION OF INDIA :

All efforts by the Ministry of Home Affairs in the past 40 years to bring uniformity in the organisational set up and development of Fire Service in the Country have failed mainly on account of the basic problems as enumerated above, being experienced by the Fire Service. But yet the crux of the problems besetting the development of Fire Service has not been taken cognisance of viz. the peculiar constitutional position in respect of fire Protection Services in India. In India, we have a federal set up of Government, viz, Union Government and State Governments. In order to facilitate proper administration on various aspects, subjects have been distributed between Union Government and State Government for legislative purpose under Article 246, which is reflected in the 7th Schedule of the Constitution, viz., Union List, 97 subjects (List I); State List. 66 subjects (List II); and Concurrent List, 47 subjects (List III). But, "Fire " does not

figure in any of the three lists of the 7th Schedule of the Constitution of India. The Problems created by or relating to fire are generally delegated to the State Government responsibilities, on the assumption that rendering assistance and preservation of life and property in case of fire is the duty generally entrusted to the local authorities. Further the control of fire and protection of life and property against fire is treated as part of maintenance of public order, which is a state duty. With the existing heterogeneous set up of Fire Services in the Country, it has not been possible to introduce legislation, both at Central and State level, for bringing about uniformity in the organisation and administration of Fire Services in the Country for ensuring effective implementation of fire protection and fire safety measures; nor has it been possible to integrate fire safety/fire protection requirements in the developmental efforts at the national level in order to bring about rapid modernisation of fire services in the Country.

The convention of entrusting the task

of rendering assistance and preservation of lives and property in case of fire to Local authorities dates back to the pre-independence period. It came into vogue on the analogy of the prevailing practice in U.K., whose pattern of Fire Service was followed by

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and large in this country . While organisation of Fire Service in U.K. has undergone considerable changes with the setting up of Home Office Fire Service Inspectorate with full legislative support, like U.K. Fire service Act 1947 and U.K. Fire precaution Act 1971, the position in India has remained the same resulting in the slow development of Fire Services. The reason for slow development of Fire Services in India is their peculiar and not so well defined constitutional position. Hence there is a need to review the constitutional position so as to include Fire Services in the List III of the 7th Schedule to the Constitution (Concurrent List) for the following reasons:

- (i) Since protection of life and property from the ravages of fire is a national responsibility, which is vital for the

consolidation of the gains from the National development plans, a more rational approach to the problems will be to have this important national responsibility shared by the Central as well as the State Governments.

(ii) As it is, the Centre has a direct responsibility in the matter of training of fire Service Personnel in as much as " Union Agencies" and institutions for professional, vocational or technical training are placed under item 65 of List I (Page 188) Union List, Hence it makes sense to include fire services as a whole, in the concurrent list.

(iii) Once fire services come under the Concurrent list it will facilitate organized efforts, at the national and State levels, for making the public aware of the nature of fire hazards and the need for observance of basic fire prevention measures in the living and working environment.

(iv) As per World experience, more than 80% damages

to property in particular, are caused by fire and therefore planning for adequate fire fighting arrangements need to be made a part of the over-all Civil Defence plan of the country for which the Centre is the guiding and the co-ordinating authority. The expenditure towards this effort should be shared between the Central and state Governments on equal basis. Putting fire-services in the concurrent list therefore makes eminent sense.

Other reasons for including Fire services in the Concurrent List are:

- (v) There is an urgent need for legislation both at the Central and State levels not only in order to bring uniformity in the organisation of fire services in the Country, but also in order to ensure effective implementation of fire protection and fire safety measures in various sectors.
- (vi) There are major fire services in the Central

Govt. Ministries/Departments and therefore it is appropriate that the subject of "Fire" be brought under the Concurrent List.

(vii) Fire prevention/fire safety is the responsibility of any organised society. This point has been time and again reiterated by the late Prime Minister, Smt. Indira Gandhi in her various meetings. It is further relevant to mention here that even matters like prevention of cruelty towards animals, protection of wild animals and birds, adulteration of food stuff, social security and social insurance, education including technical education, are included in the Concurrent list of the 7th Schedule. Then why has a subject of far ^egrater National significance been kept out ?

(2) SETTING UP OF A NATIONAL COMMISSION ON FIRE PROTECTION SERVICES :

In our view it is extremely important to set up a National Commission on fire Protection

Services. Such a Commission should be set up on the lines of the National Police Commission and its prime function should be to review, monitor and assess, on a continuing basis, the role and performance of the Fire Service in the Country. In our view the Commission should be set up and entrusted with the following terms of reference:

- (i) to examine in depth the organisational set up of Fire Services in the country vis-a-vis their role and functions and recommended ways and means of re-structuring them with a view to achieve maximum possible uniformity and efficiency.
- (ii) To examine the pay structure, conditions of service, including age of retirement, promotion, medical standards, and such other personal matters having a direct bearing on the personnel and recommend suitable measures for rationalisation and for achieving maximum possible uniformity and efficiency.
- (iii) To examine the set up of the fire section



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under the Ministry of Home Affairs and propose changes to be made, if any and recommend suitable modifications in structure to make the fire Service more functionally effective.

(iv) To examine the present state of preparedness of the Fire Services in the Country and recommend measures for their improvement/modernisation with a view to enabling the Fire Services effectively to meet the challenges of technological advances so far made and which are likely to be made in the coming decades.

(v) To examine the existing legislative provisions on Fire Service/Fire Protection matters and recommend what additional legislation at Central and State level will be necessary for better enforcement of fire safety/fire prevention measures and for better administration of fire service.

(vi) To examine the problems of financing of the modernisation of fire protection services in

the country and evolve an acceptable scheme for sloving these problems whereby adequate resources will be made available for the improvement of fire services and for maintaining them in a high standard of efficiency.

(vii) To examine the adequacy of the training methods and facilities presently avaible both at the National Fire service College and elsewhere and recommend measures for improvement.

(viii) To evolve reliable system for ensuring regular inflow of statistical data to fire services, losses due to fire and causes and causes of fires and such other information essential for fire research and for strengthening of fire prevention.

(ix) To examine the existing set-up of discipline and morale of the members of the fire service and recommend measures for improvement.

(x) To examine adequacy of existing safe-guard,

if any against health and accident hazard faced by the members of the profession and recommend ways of improving them.

- (xi) To recommend suitable steps to be taken for intensifying the efforts towards propagation of fire prevention, fire safety measures throughout the country so as to bring about a better awareness of the fire hazard among members of the public, including rural population.
- (xii) To examine the adequacy or otherwise of the present State of fire service communication, commencing with the stage of fire detection to the stage of fire ground operations, and recommend ways and means of improvement and modernisation.
- (xiii) To examine the present state of preparedness of the fire service in the country to meet the war-time requirements and recommend measures for strengthening fire protection in the vulnerable areas and towns falling in

the civil defence schemes of the country.

(xiv) To recommend measures for subjecting the fire services in the country to periodical inspection by competent professional authorities so as to ensure that the standard of efficiency is constantly maintained and for ensuring prompt rectification of any short comings observed.

(xv) To examine the adequacy or otherwise of the various types of fire fighting equipment in use in the fire services and recommend measures for their improvement both qualitatively and quantitatively.

(xvi) To examine the progress so far made in the field of fire research and development and recommend measures for intensifying efforts in this regard so as to adequately cope up with the requirements of modernisation of the fire protection services with regard to technological progress in other fields.

- (xvii) To examine the adequacy or otherwise of the existing facilities for testing and evaluation of all types of fire protection equipment manufactured in the country and recommend measures for strengthening these facilities wherever necessary so as to ensure maintenance of satisfactory standards of quality of the equipment.
- (xviii) To examine the scope for categorising the personnel employed in fire service as technical staff.
- (xix) To examine the adequacy of the existing machinery, if any for quick and impartial redressal of grievances and recommend suitable measures for improvement of the welfare of the personnel so as to ensure maintenance of high standard of morale among the personnel.
- (xx) To examine the nature of the problems that the fire services are likely to confront in the future and suggest ways and means of

dealing with them and for keeping them under constant scrutiny and appraisal.

- (xxi) To examine the feasibility of providing grant-in-aid for the development of fire services from the insurance amount collected from the respective states in line with the recommendations made by the Sarkaria Commission for Railway Passenger fare.
- (xxii) To examine the feasibility of forming a Central cadre service for fire officers in the country.
- (xxiii) Any other matter of relevance or importance having bearing and an impact of the subject.

A NEW PROPOSED CENTRAL LEGISLATION :

Finally with a view to improving the Fire services in the country, we propose a new central legislation which the parliament has the power to enact under Art 246 of the constitution, in order to ensure organisational uniformity and effectiveness of the Fire Services. This proposed

draft legislation has been prepared by me taking into account the analysis of the existing statues (made in chapter IV) and after consulting/studying the Fire Services Acts of Great Britian and other countries. Needless to say I have also relied on the knowledge I have gained from my long service (culminating in my present position as Director of Fire Services, Goa) and association with Fire Services in the country. I may also mention here that a draft copy of my proposed bill, I had submitted to the Government of India, Ministry of Home Affairs, for perusal in 1991. Unfortunately there has been no response from the Government side till date.

A DRAFT BILL FOR FIRE PROTECTION AND CONTROL

A BILL TO PROVIDE

FOR THE REGULATION OF FIRE SERVICES IN INDIA

PREAMBLE

SECTIONS

ARRANGEMENTS OF SECTIONS

- | | |
|----|----------------------------|
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FIRE PRECAUTION, ENFORCEMENT,
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14. Contents of fire certificate.
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21. Power of Members of Fire Service on occasion of fire.
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A BILL

TO PROVIDE

FOR THE REGULATION OF FIRE SERVICES IN INDIA

PREAMBLE: Whereas it is expedient to re-organise the functioning of Fire Services and to make it a more efficient organisation for fire prevention, extinction and control.

Be it enacted by the Parliament in the _____*_____ year of the Republic of India as Follows:

1. SHORT TITLE EXTENT:

This act may be called the Fire Protection and Control Act, ----. It is extended to whole of India and shall come into force on the day Government of India publish the notification in the Gazette to that effect.

2. OBJECT AND INTERPRETATION :

The object of the legislation is to re-organise Fire Services and thereby make them a more

* The year of actual enactment may be inserted here namely 45th year in case enactment is made in 1995.

efficient instrument for fire suppression and fire prevention so that it may effectively function and minimize and the national loss of life and property on account of fire and related emergencies.

In this Act, except where the context otherwise requires, the following expressions have the meaning hereby respectively assigned to them,

1. "Appointed day" means such day as the Government may by order appoint;
2. "Director" means the Director of Fire Service of the respective States;
3. "Equipment" includes fire engines and other vehicles and appliances and other apparatus and also uniforms and badges of rank.
4. "Fire Authority" ~~means~~^{means} an authority which for the time being is constituted by this Act or any combination schemes made thereunder.
5. "Fire fighting purposes" means the purposes of the extinction of fires and protection of life and property in case of fire;
6. "Street" includes any highway, including highway

over any bridge or any road, lane, footway, square, alley or passage whether a thoroughfare or not.

ADMINISTRATIVE PROVISIONS

3. CONSTITUTION OF THE SERVICE :-

(a) The entire Fire Service Establishment under a State Government/U.T. Administration shall for the purpose of this Act be deemed to be one Fire Service and shall be formally enrolled and shall consist of such number of officers and men and shall be constituted in such a manner as shall from time to time be ordered by the State Government/U.T. Administration.

(b) Subject to the provisions of this Act, the pay and all other conditions of services of the members of the subordinate ranks of any Fire Service shall be such as may be determined by the State Government/U.T. Administration.

The above provisions shall be applicable only to those States/U.T.s where no

^aseparate Fire Force/Fire Service Act is already in force.

4. SUPERINTENDENCE IN THE STATE GOVERNMENT/U.T. ADMINISTRATION :-

The superintendence of the Fire Service through-out the State/U.T. shall vest in and shall be exercised by the State Government/U.T. Administration. The State Government for this purpose may divide the State into regions, divisions, subdivisions and units for the purpose of effective cover and enforcement of fire prevention and extinction measures. And except as authorised under provisions of this Act, no person or officer or court shall be empowered by the State Government to supercede or control any Fire Service functionary.

5. DIRECTOR GENERAL OF FIRE SERVICES :-

For the purpose of obtaining information as to the manner in which fire authorities are performing their functions, and in various States/Union Territories under this Act as to

the technical matters relating to those functions, a Director General of Fire Service be appointed by the Government of India along with such other officers subordinate to him for assisting him in his functions. In addition, the Government of India shall constitute a National Fire Advisory Council to advise and lay down policies in all matters relating to fire protection/fire services. The existing Standing Fire Advisory Council constituted by the Government of India shall be-redesignated as National Fire Advisory Council, as provided.

6. DIRECTOR OF FIRE SERVICES - EXERCISE OF POWERS :-

The Administration of the Fire Services through-out the States/U.T.s shall vest in an officer who is professionally qualified to be styled as the Director of Fire Services and such Deputy Directors and Assistant Directors as deemed fit. The Director, Fire Services shall have full powers of the Department through-out the State/U.T.

7. APPOINTMENTS, DISCIPLINARY ACTIONS, ETC. OF
SUBORDINATE OFFICERS :-

Subject to provisions of Articles 311 of the Constitution and to such rule as the State Government/U.T. Administration may from time to time make under this Act, the Director of Fire Services, Deputy Directors of Fire Services and Assistant Directors of Fire Services may at any time appoint, promote, transfer, confer awards, rewards and deal with disciplinary cases of any fire official subordinate to them.

8. CERTIFICATE TO FIRE OFFICIAL :-

Every Fire Official appointed under this Act after successful completion of his training, shall receive on his appointment, a certificate in the prescribed form under the seal of the Director of Fire Services or such other officer as the Director shall appoint, by virtue of which the person holding such certificate shall be vested with the powers, functions and privileges of a Fire Official.

9. SURRENDER OF CERTIFICATE :-

Such certificate shall cease to have effect whenever the person named in it ceases for any reason to be a member of the Fire Service and on his ceasing to be such a member shall be forthwith surrendered by him to any officer empowered to receive the same. The member of the Fire Service shall not by reasons of being suspended from office cease to be a member of Fire Service. During the term of such suspension, the powers, functions and privileges vested in him as a member of the Fire Service shall be in abeyance, but he shall continue in service subject to the same responsibilities, discipline and penalties and be accountable to the same authorities as if he had not been suspended.

FIRE PRECAUTIONS, ENFORCEMENT, OFFENCES AND PENALTIES

10. ENFORCEMENT OF THE ACT :-

It shall be the duty of every State Government/U.T. Administration to enforce within its area, the provisions of this Act and all rules made thereunder and for the purpose, through the

designated officers.

11. POWER OF ENTRY FOR INSPECTION/POWER TO FIRE OFFICIALS :-

(i) Subject to provisions of this section, any of the persons in this Act referred to as "Fire Official" and such other officials as may be appointed under section 10 of this Act, may do anything necessary for the purpose of carrying out the provisions of this Act and rules made thereunder. For this purpose, they shall carry out the following measures, viz;

1. (a) to enter any such premises as are mentioned in sub-section (2) below and to inspect the whole or any part thereof and anything therein;

(b) to require the production of and to inspect any fire certificate in force with respect to any premises or any copy of any such certificate;

(c) to require any person having responsibility in relation to any such premises as are referred to in sub-section (2) below, (whether or not the owner or occupier of the premises or a person employed to work

therein) to give him such facilities and assistance with respect to any matters or things to which the responsibilities of that person extend and which are deemed necessary for the purpose of enabling the official to exercise any of the powers conferred on him by this Act.

2. The premises referred to in sub-section (1) (a) above are the following, viz;

(a) any premises requiring a fire certificate or to which any rules made under section 12 of this Act apply;

(b) any premises to which section 15 of this Act for the time being applies;

(c) any premises not falling within the foregoing paragraph which form part of the building comprising any premises so falling; and

(d) any premises which the official has reasonable cause to believe to be premises falling within any of the foregoing paragraphs.

12. ISSUE OF FIRE CERTIFICATE/LICENCE :

(a) Use of premises for which fire certificate is

compulsory :-

(i) A certificate issued under this Act by the Fire Authorities (in this Act referred to as a "Fire Certificate") shall, subject to any exemption conferred by or under this Act, be required in respect of any premises falling under all the Groups as specified in the National Building Code.

(ii) An order under this section may provide that a fire certificate shall not by virtue of this section be required for premises of any description specified in the order notwithstanding that they form a part of premises which are put to a designated use.

(iii) For the purpose of any provision made in an order under this section by virtue of sub-section (ii) above, a description of premises may be framed by reference to the purpose for which the premises are used or the frequency of their use for any purpose or by a reference to any other circumstances whatsoever and different provisions may be made in pursuance of that sub-section in relation to different designated uses.

(iv) An order under this section may include such

supplementary and incidental provisions as appear to the Government to be necessary or expedient for the purposes of the order.

(v) An order under this section may be varied or revoked by the subsequent order thereunder.

(vi) The power to make orders under this section shall be exercisable by statutory instrument, which shall be subject to annulment in pursuance of a resolution by the respective State Government/U.T. Administration.

(vii) Without prejudice to any exemption conferred by or under this Act, where premises consisting of a part of building are put to a designated use, any other part of the building which is occupied together with those premises in connection with that use, shall for the purpose of this Act be treated as forming part of the premises put to that use.

(b) USE OF PREMISES FOR WHICH LICENCE IS COMPULSORY :-

Fire certificate shall be a pre-requisite for issue of licences for premises as required under other Acts and rules.

13. POWERS TO APPLY ACT TO VESSELS, MOVEABLE STRUCTURES AND TRANSPORTATION OF HAZARDOUS MATERIALS :-

The State Government/U.T. Administration may by rules apply any of the provisions of this Act, subject to such modifications as may be prescribed, to -

- (a) Vessels remaining moored or on dry land for such periods or in such circumstances as may be prescribed;
- (b) Tents and other temporary or moveable structures of any prescribed description;
- (c) Vessels containing hazardous materials being transported through land.

14. CONTENTS OF FIRE CERTIFICATE :-

Every fire certificate issued with respect to any premises shall specify -

- (a) the particular use or uses of the premises which the certificate covers; and
- (b) the means of escape in case of fire with which the premises are provided; and
- (c) the means (other than means for fighting fires)

with which the relevent building is provided for securing that the means of escape with which the premises are provided can be safely and effectively used at all material times;

(d) The type, number and location of the means for fighting fire (whether in the premises or affecting the means of escape) with which the relevent building; provided for use in case of fire by person in the building and may, where appropriate, do so by means of or by reference to a plan.

(e) The type, number and location of the means with which the relevent building is provided for giving to persons in the premises warning in case of fire.

15. POWER OF FIRE AUTHORITIES TO MAKE FIRE CERTIFICATE COMPULSORY FOR USE OF CERTAIN PREMISES :-

(1) This section applies to all premises involving fire and/or hazards to life falling under any of the occupancy classifications as defined in National Building Code.

(2) If, in the opinion of the Fire Authority there are other premises to which this

section shall apply, the authority may serve a notice under this section relating to those premises to either -

- (a) the occupier of the premises; or
- (b) the owner of the premises; or
- (c) a person (whether the occupier or owner of the premises or not) having the overall management of the building constituting or comprising the premises.

3. A notice under this section shall be in the prescribed form and shall -

- (a) specify the premises to which it relates; and
- (b) give particulars of the facts by reason of which it appears to the fire authority that this section applies to the premises; and
- (c) specify one of the positions mentioned in sub-section (2) above and state that the person on whom the notice is served, is being served with it as the occupier of that position; and
- (d) indicate that on the coming into force of the notice a fire certificate will, in the circumstances mentioned in sub-section (5) below, be required in respect of the premises to which the notice relates;

and

(e) State the right of appeal against the notice conferred by section 16 of this Act and the time within which such an appeal may be brought.

4. Before a fire authority serves a notice under this section relating to any premises, they shall, if they are not the local authority for the area in which the premises are situated, inform that local authority.

5. A fire certificate shall be required in respect of any premises which, while this section applies to them and there is in force a notice under this section relating to them, are used as a dwelling.

6. Where, in the case of any premises, there is in force a notice under this section relating to them and it appears to the fire authority that the notified person has ceased to occupy the specified position, they may serve a fresh notice under this section in respect of the premises; and on the coming into force of a notice served by virtue of this sub-section, the previous notice relating to the

premises shall cease to have effect.

(7) In this Act -

(a) "the notified person" in relating to any premises in respect of which a notice under this section is in force means the person on whom that notice was served; and

(b) "the specified position" in relation to a notice served under this section, means the position specified in the notice in pursuance of sub-section

(3) (c) above.

16. RIGHT OF APPEAL AGAINST NOTICES UNDER SECTION 15

:-

(1) Where a notice under section 15 of this Act is served in respect of any premises, the person on whom it is served may within twenty-one days from the service of the notice appeal to the Judicial Court on either or both of the following grounds, that is to say -

(a) that the premises to which the notice relates are not premises to which section 15 applies; or

(b) that he does not occupy the specified position.

17. APPLICATION FOR THE ISSUE OF FIRE CERTIFICATE :-

An application for a fire certificate with respect to any premises must be made to the fire authority in the form, as prescribed, and

(a) Must specify the particular use of the premises which it is desired to have covered by the certificate; and

(b) Must give all such information as prescribed under section 14 of this Act.

18. OFFENCES IN RELATION TO THE ACT :-

(1) Subject to sub-section (3) below and other relevant provisions of this Act, if any premises are at any time put to a designated use, being premises such that, where they are put to that use, a fire certificate is by virtue of section 12 of this Act required in respect of them, if no fire certificate covering that use is at that time in force in respect of the premises, the occupier of the premises shall be guilty of an offence.

2. Subject to sub-section (3) below and other

relevant provisions of this Act, if any premises are used as a dwelling at any time while section 15 of this Act applies to them and a notice under that section relating to them is in force, then, if no fire certificate covering that use is at that time in force in respect of the premises, the notified person shall, unless he proves that at that time he no longer occupied the specified position, be guilty of an offence.

3. A person shall not be guilty of an offence under sub-section (1) or (2) above by reason of any premises being put to a designated use or used as a dwelling at a time after an application for a fire certificate with respect to them covering that use has been duly made and before the certificate is granted or refused.

4. While a fire certificate is in force in respect of any premises, any requirement imposed thereby is cotravened by reason of anything done or not done to or in relation to any part of the relevant building, every person who under or by virtue of the relevant

positions of this Act is responsible for that contravention shall be guilty of an offence.

5. A person guilty of an offence under this Act shall be liable -

(a) On summary conviction, to a fine not exceeding Rs. 50,000/-

(b) On conviction on indictment, to a fine or to imprisonment for a term not exceeding two years, or both.

19. POWER OF GOVERNMENT OF STATE/U.T. ADMINISTRATION TO MAKE RULES :-

The State/U.T. Government may make rules providing for any matter which under any of the provisions of this Act is to be or may be prescribed or which may be considered expedient in order to give effect to the purposes of this Act.

20. FALSIFICATION OF DOCUMENTS, FALSE STATEMENTS, ETC

(1) If a person -

(a) with intent to deceive, forges a fire certificate



or makes or has in his possession a document so closely resembling a fire certificate as to be calculated to deceive; or

(b) for the purpose of procuring the issue of a fire certificate, makes any statement or gives any information which he knows to be false in a material particular or recklessly makes any statement or gives any information which is so false; or

(c) makes in any register, book, notice or other document required by or by virtue of regulations made under this Act to be kept served or given, an entry which he knows to be false in a material particular, he shall be guilty of an offence and liable on summary conviction to a fine not exceeding rupees fifty thousand.

(2) If a person with intent to deceive pretends to be—
(a) a fire official within the meaning of section 11 of this Act; or

(b) a person by whom the powers were conferred by that section;

he shall be guilty of an offence and liable on summary conviction to a fine not exceeding rupees

twenty five thousand.

MISCELLANEOUS AND GENERAL

21. POWERS OF MEMBERS OF FIRE SERVICE ON OCCASION OF
FIRE :

(1) On the occasion of fire in any area in which this Act is in force, any member of the Fire Service who is in charge of the fire fighting operation on the spot may -

(a) remove, or, order any other member of the Fire Service to remove any person who by his presence, interferes with or impedes the operation for extinguishing the fire or for saving life or property;

(b) close any street or passage in or near which the fire is burning;

(c) for the purpose of rescue or fire fighting operations, break into or break through or pull down any premises for the passage of hose or appliance or cause them to be broken into or through or pull down doing as little damage as possible;

(d) Direct the authority in charge of water supply or

private party in the area to regulate the water mains so as to provide water at a specified pressure at the place where fire has broken out or utilise from any stream, cistern, well or tank or from any available source of water whether public or private, for the purpose of extinguishing or limiting the spread of such fire, such water supply shall be free of charge.

(e) exercise the same powers for dispersing an assembly of persons likely to obstruct fire fighting operation as if he is the officer in charge of a police station and as if such assembly is an unlawful assembly. In the exercise of such powers, he shall be entitled to the same immunities and protection as an officer in charge of a police station.

(f) Take such measures as may appear to him to be necessary for extinguishing fire or for the protection of life and property.

(2). Any damage done on the occasion of fire by the members of the Fire Service in the due discharge of their duties shall be deemed to be damaged by fire within the meaning of any policy of insurance against fire.

[291]

(3) Any person who wilfully obstructs or interferes with any member of a fire service maintained in pursuance of this Act, who is engaged in operation of fire-fighting/rescue purposes shall be punishable with imprisonment, which may extend to one year or with a fine not exceeding one thousand rupees or with both.

(4) At any fire or related emergency situations or stand-by duties, the senior fire service officer present shall have the sole charge and control of all such operations and for deployment of men and equipment.

(5) The senior fire service officer present, may close the traffic in any street or may stop or regulate the traffic in any street whenever in the opinion of that officer it is necessary or desirable to do so for fire fighting purpose.

22. PROVISION OF WATER FOR FIRE FIGHTING :-

The Director shall enter into an agreement with the authority in charge of water for

supply of water required for fire fighting purposes, in case of fire.

23. TRAINING ESTABLISHMENT :-

To ensure maintenance of a high standard of functional efficiency, the Government shall establish such training establishments as necessary.

24. EXPENSES AND RECEIPTS OF GOVERNMENT :-

(1) All expenses incurred by the Government by virtue of this Act shall be defrayed out of the consolidated funds of the respective Governments.

(2) Any receipts of the Government under this Act shall be paid into the Exchequer.

(3) The insurance companies shall contribute to the maintenance of the fire services in the country on pro-rata basis to be decided by the Government.

25. AUXILLARY FIRE SERVICE :-

Whenever it appears to the Government

that it is necessary to augment the service, it may raise an Auxillary Fire Service by enrollment of volunteers for such areas and on such terms and conditions as it may deem fit.

CONCLUSION :-

The adoption of three suggestions made in this chapter are all necessary and in the vital interest of an efficient and improved fire service. The inclusion of Fire Services in the Concurrent List will empower the Central Government to compel tardy states to fall in line, and, make the efficient maintainance of Fire Services the joint responsibility of the Central and State Governments. Secondly, the setting up of a National Commission on Fire Protection Services, on lines of the National Police Commission, will provide the country with a national watch-dog, who will monitor and assess the working/functioning of the Fire Services. While finally, the enactment of a new Central Legislation on the lines proposed in this chapter will go a long way in filling the existing lacuna with regard to

both lack of uniformity and laxity in implementation of fire safety measures by local authorities. Its various provisions like regarding making the use of fire certificates compulsory for use of certain premises and details pertaining thereto, will ensure greater safety against fire hazards to citizens and country alike.

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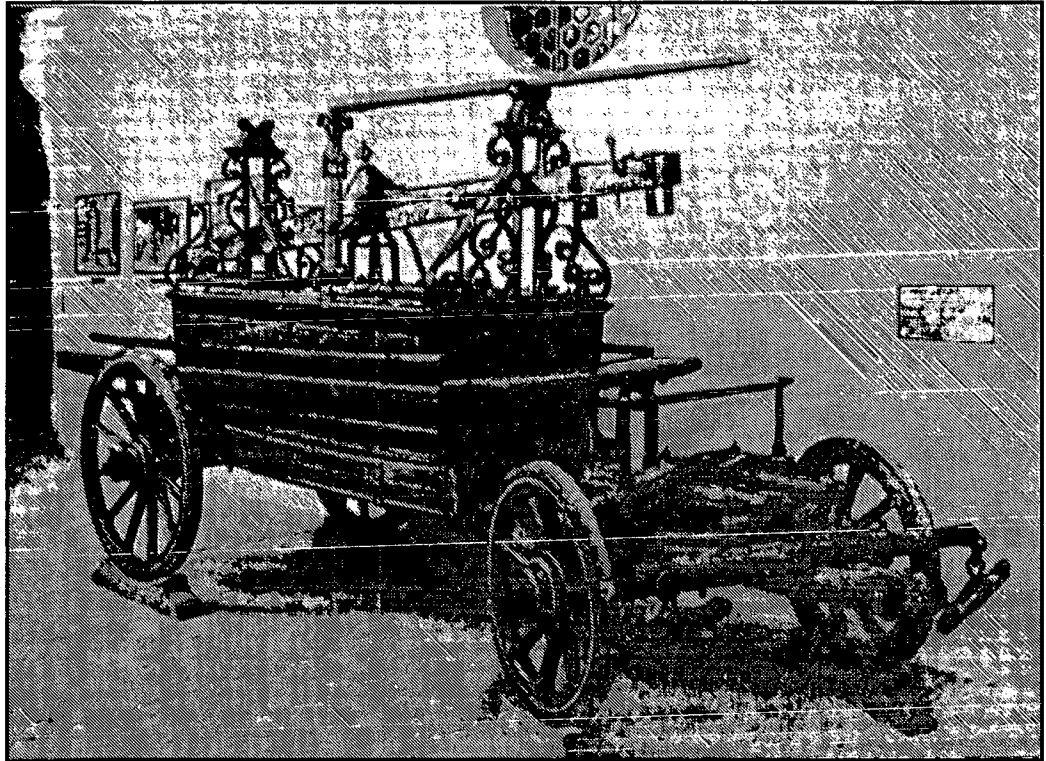
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E R R A T A

<u>Page</u>	<u>Line</u>	<u>Word</u>	<u>Corrected</u>
9	11	Neolethic	Neolithic
9	18	scared	sacred
13	3	to	took
13	7	Ceaser	Caesar
13	10	this	these
19	5	vechiles	vehicles
19	5	Subsquentially	Subsequently
19	12	responsibities	responsibilities
21	5	wre	were
21	5	Agnlo	Anglo
21	19	existance	existence
21	21	occured	occurred
24	8	calamaties	calamities
24	22	adminstrative	administrative
31	6	wheras	whereas
31	8	Licenced	Licensed
33	2	superintedence	superintendence
38	3	intergated	integrated
42	11	inumerable	innumerable
42	12	hetrogenous	heterogeneous
42	22	concious	conscious
54	3	qulaifying	qualifying
54	5	admitted	admitted
54	9	techinal	technical

58	2	evalution	evaluation
58	5	liase	liaise
58	10	miniture	miniature
58	14	evalution	evaluation
94	13	Hyderbad	Hyderabad
94	16	hierarcy	hierarchy
128	7	involment	involvement
128	11	saty	stay
163	5	avaible	available
163	9	accomodating	accommodating
172	12	leived	levied
233	4	convience	convenience
261	2	sloving	solving
261	8	avaible	available
288	11	etry	entry

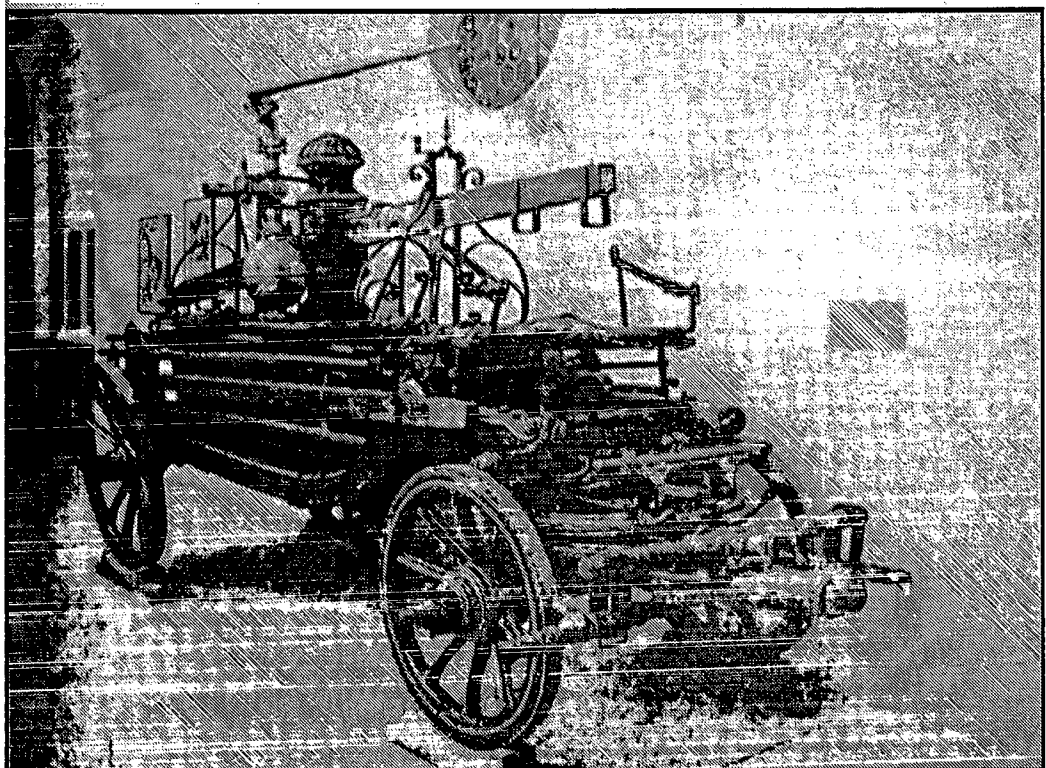
APPENDICES



1

Fire Engines Pumps : Different stages of Evolution

model 1700

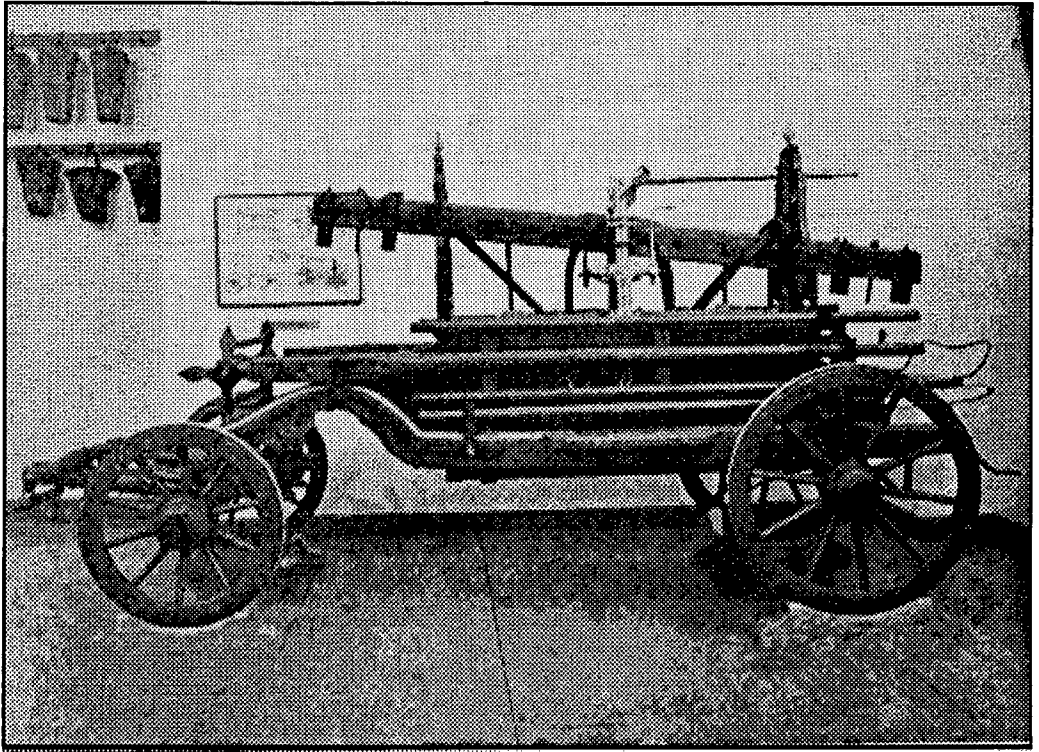


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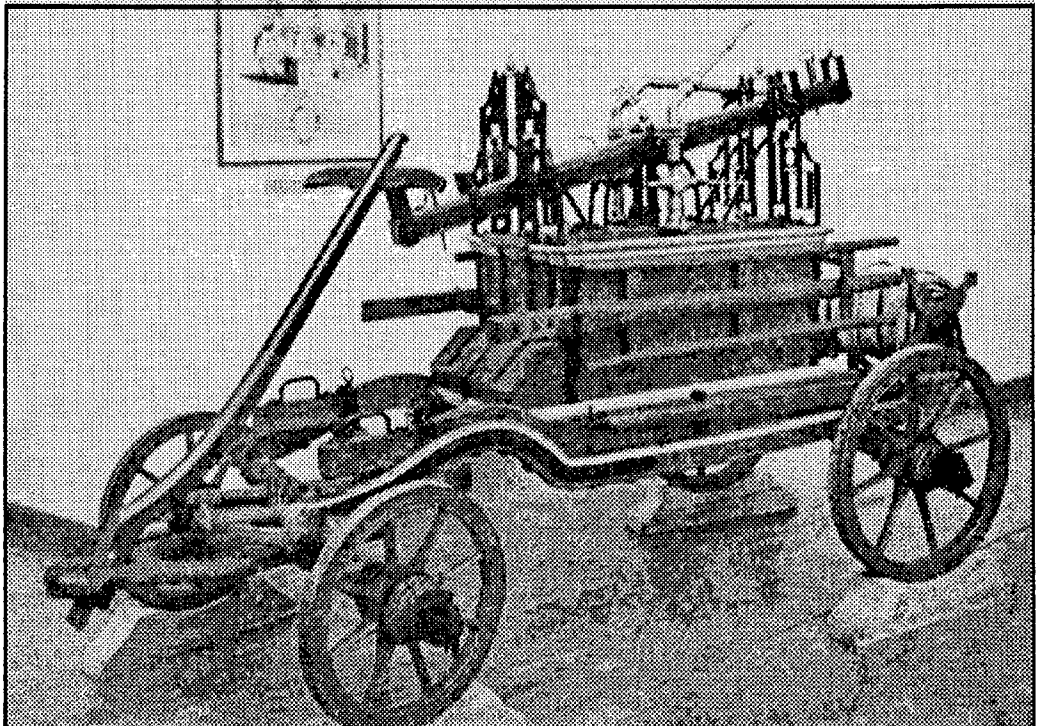
Evolution Of Fire Engines European Countries

model 1725.

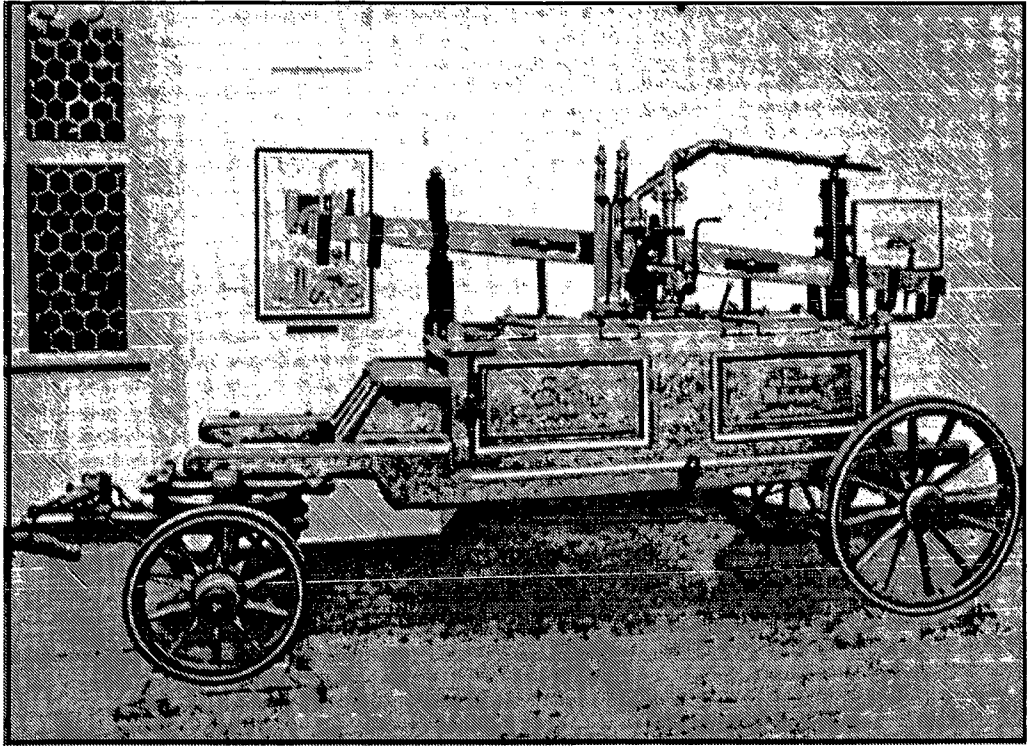
APPENDIX A2.



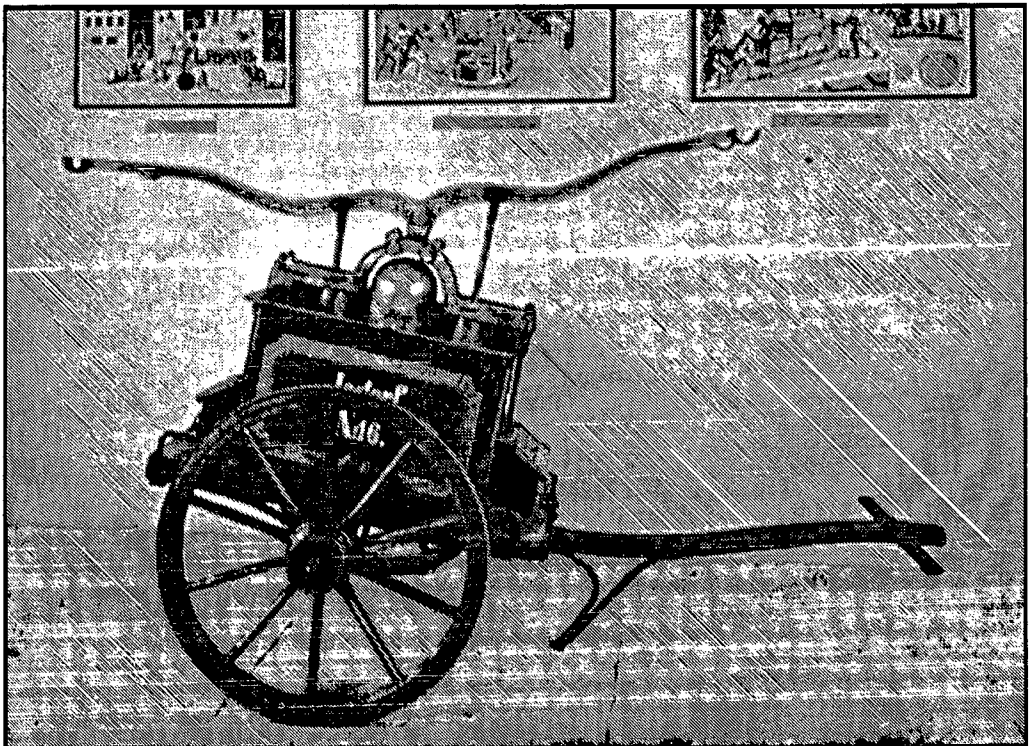
3. Fire Fighting Set up : At a Distinct Phase of Evolution
model 1792.



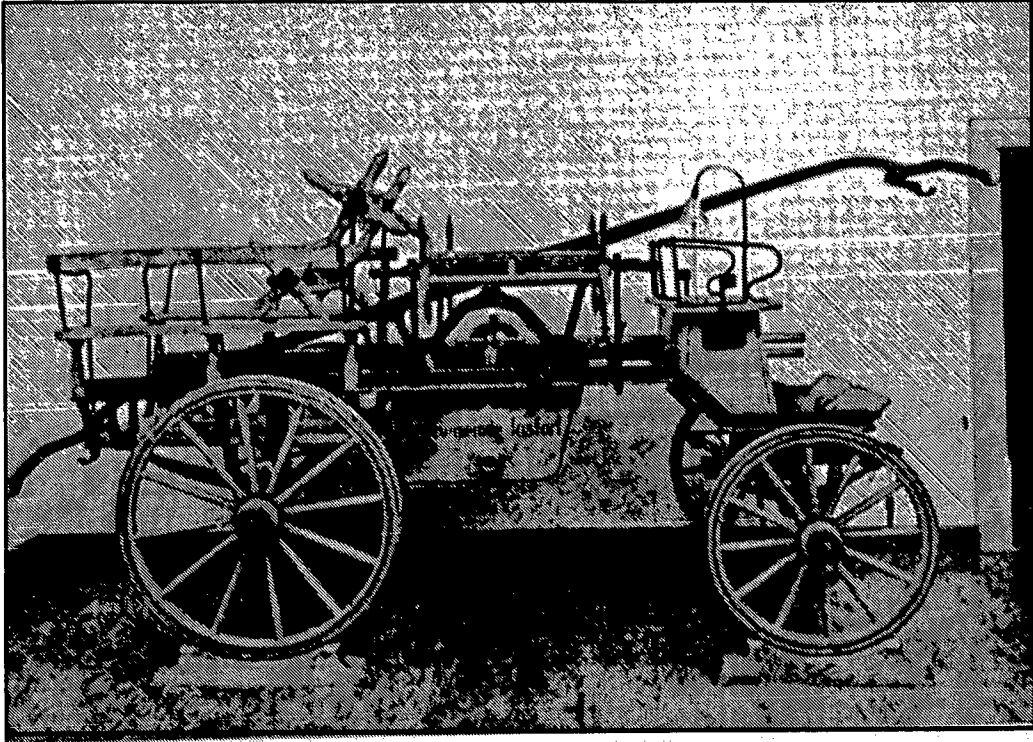
4. Fire Fighting System : Early Variety
model 1796.



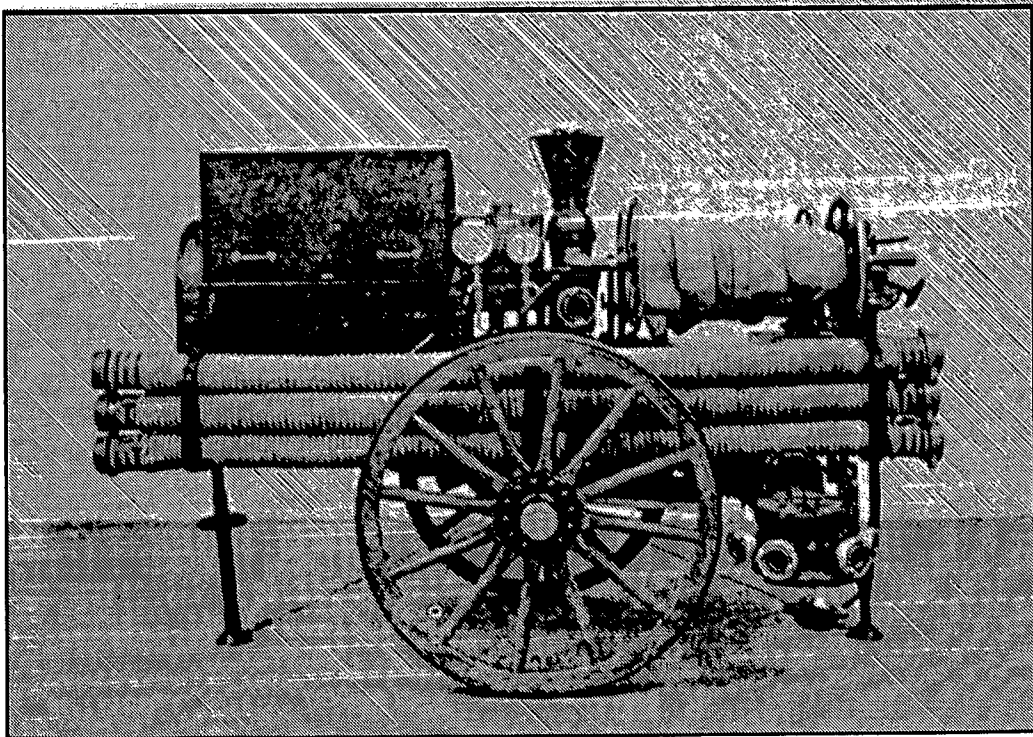
5. A Forerunner of present Day Fire Brigade
model 1866.



Almost like a hand pulled rickshaw : Early Fire
fighting Machine
6. *model 1882.*

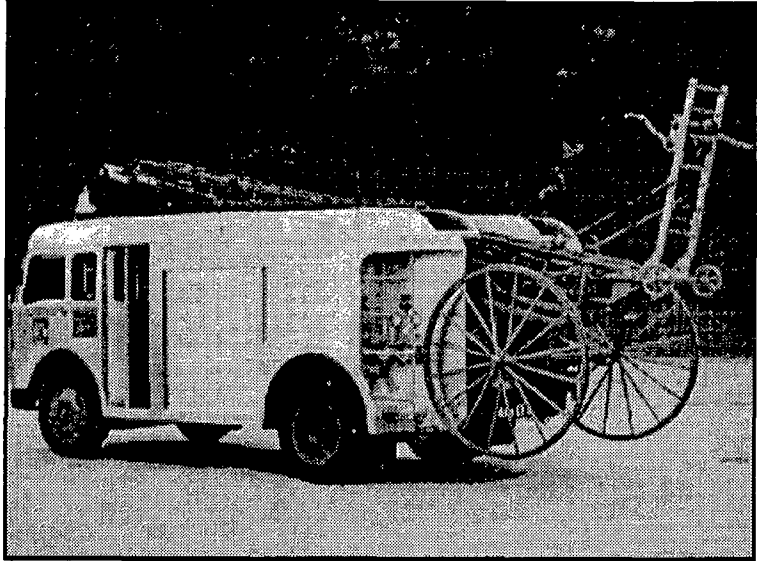


7. Evolution of fire Engine: A New stage of Development
model 1909.

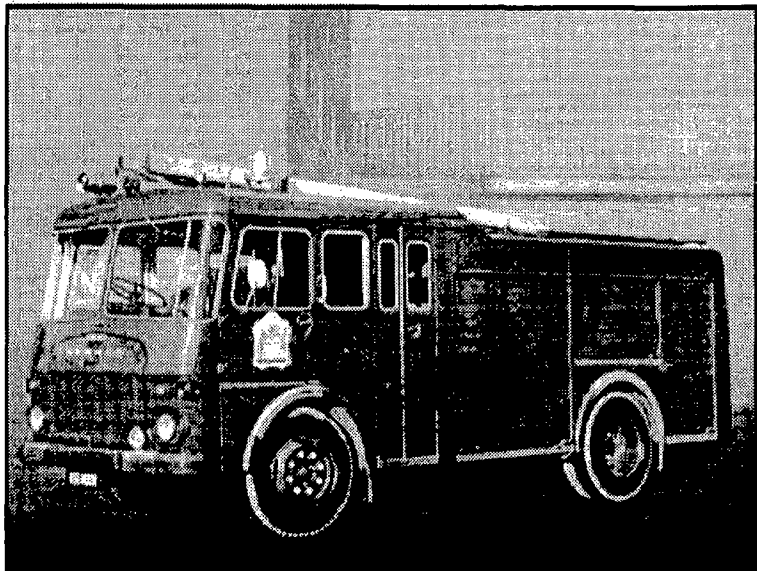


8. Fire Engines : Early Twentieth Century Variety
model 1920.

APPENDIX A5.



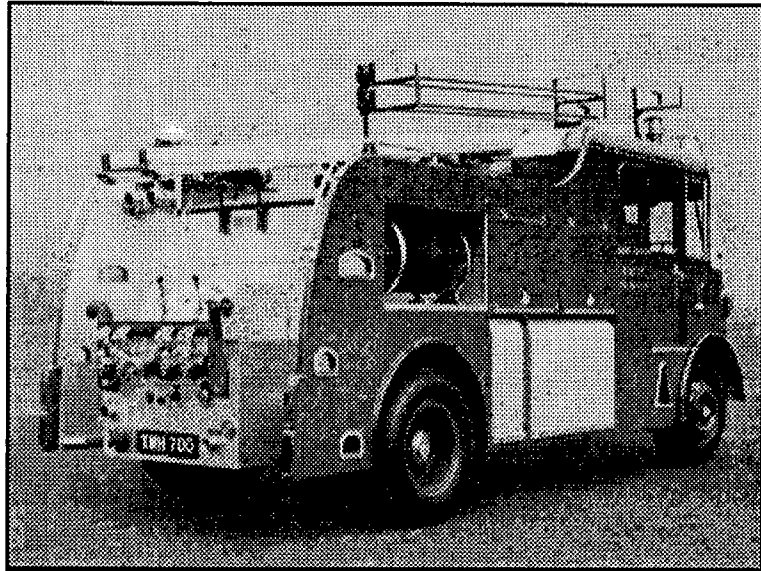
9. A Dual purpose Appliance by H . C. B. (Engineering) Ltd.
As a pump escape. The pump is rear mounted and has side control panels



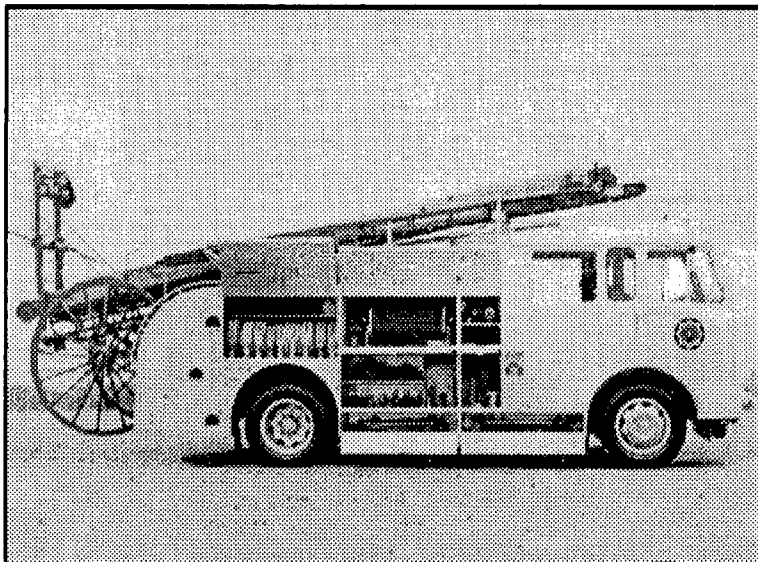
- A type "B" water tender by Carmichael and Sons
(Worcester) Ltd. in a standard rear axle drive Chassis.

10.

APPENDIX A6.

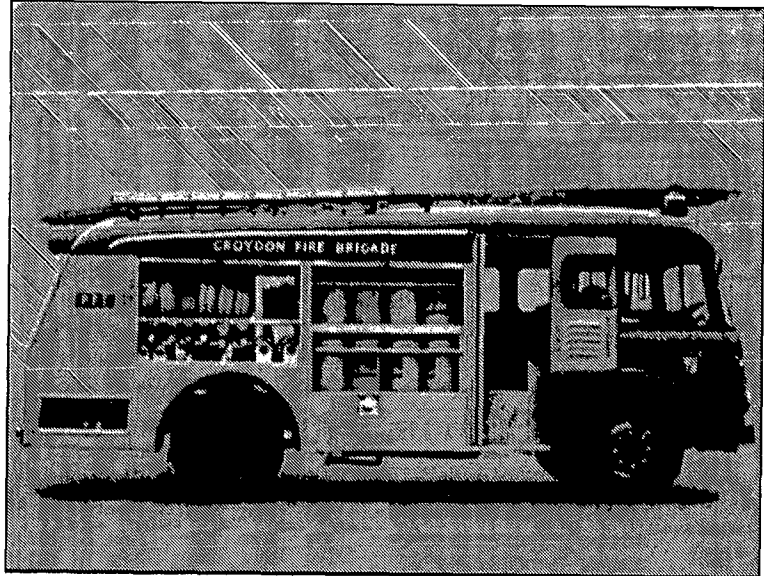


11. A modern Merryweather dual purpose appliance with rear-mounted pump carrying an extension ladder. The escape mountings will be noted.

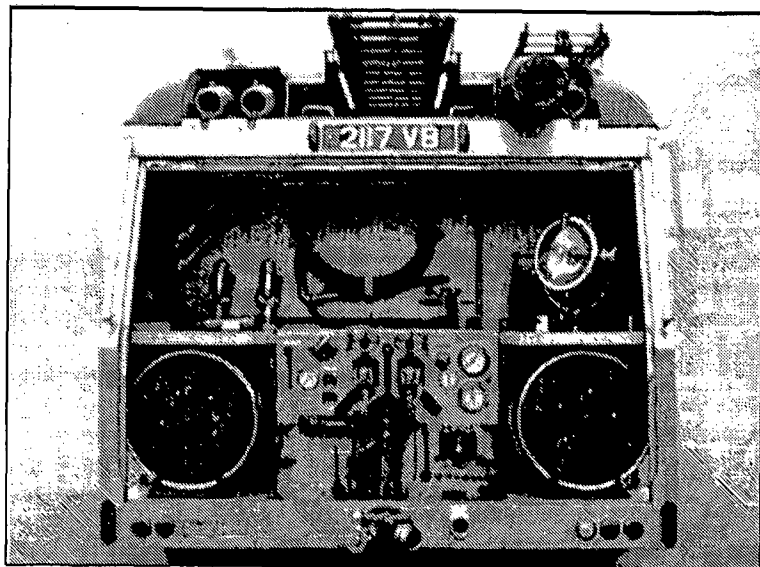


12. Dennis dual purpose appliance as a pump escape. Note the enclosed hose reel and stowage of the equipment.

APPENDIX A7.



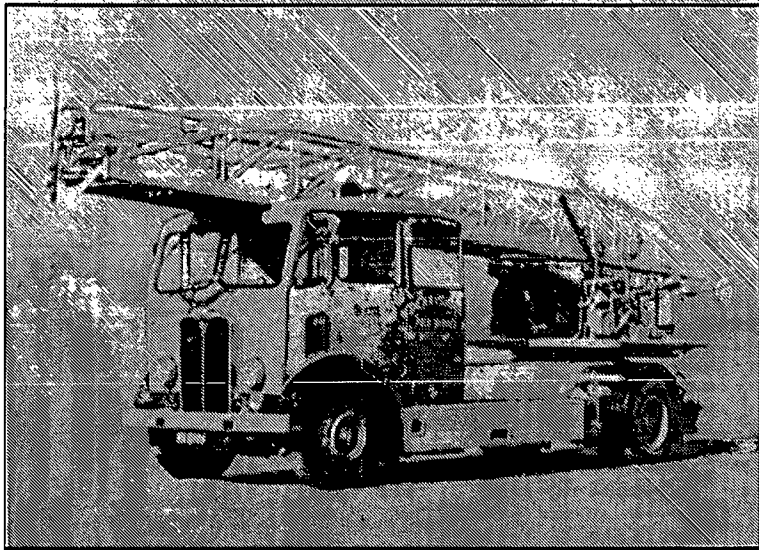
13. A Foam tender with built-in pump and tank for foam compound. Drums of compound are also carried



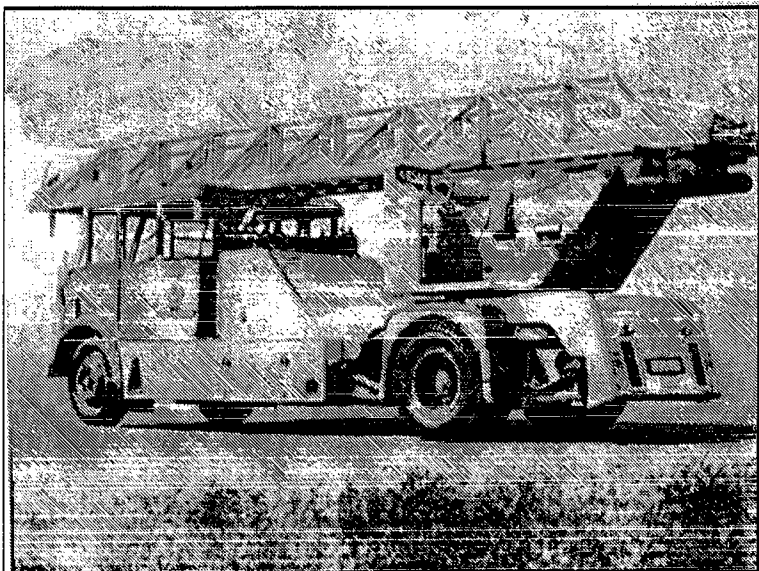
Rear view of the foam tender . The pump is built -in variable inductor

14.

APPENDIX A8.

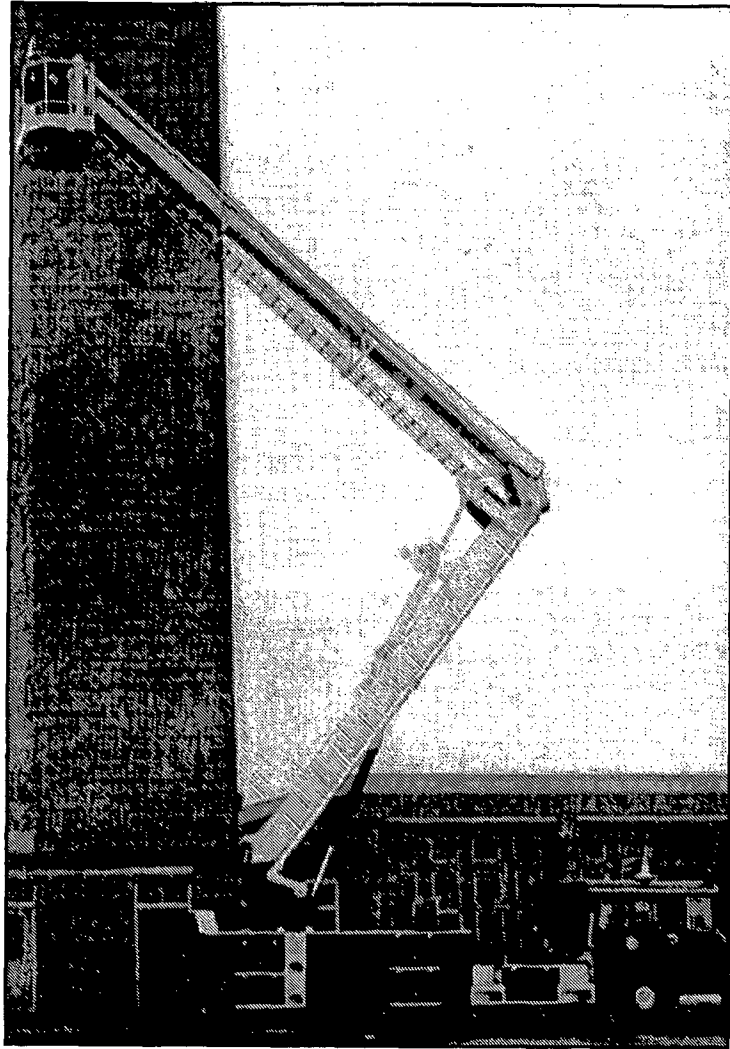


15. A Merryweather 100 ft. mechanically-operated turntable ladder



16. A Merryweather 100 ft. hydraulically-powered turntable ladder.

APPENDIX-A9.



17.

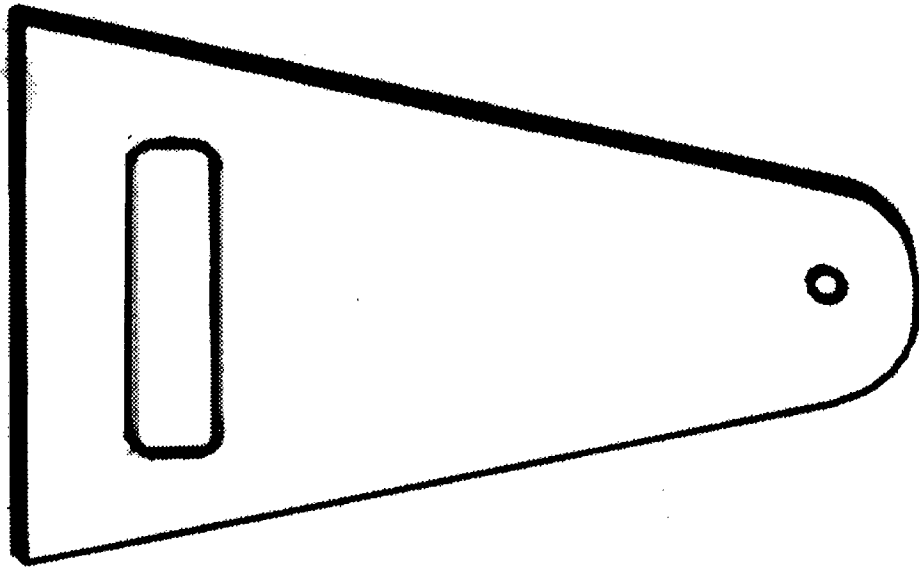
A 65 -ft. hydraulic platform ("Snorket")

APPENDIX B

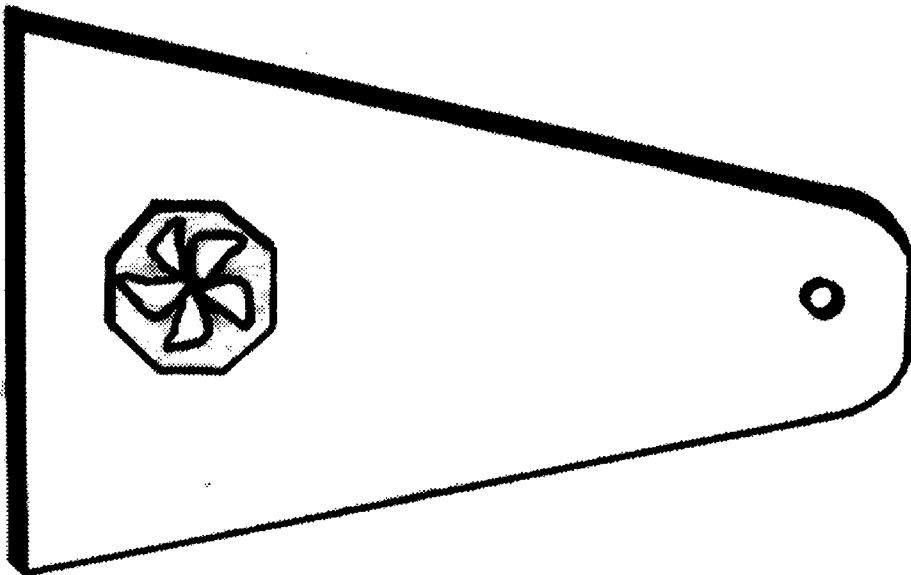
TABLE SHOWING BADGES OF RANK IN THE FIRE SERVICE

<u>SKETCH</u> No.	<u>RANK</u>	<u>SHOULDER MARKINGS</u> <u>ON THE UNIFORM</u>
	Fireman	No markings.
	Driver Operator	No markings on shoulders. Three spoked steering wheel on left hand to be worn.
1.	Leading Fireman	One horizontal cromium bar 1/2" wide to be worn on both shoulders.
2.	Sub-Officer	One large impellar to be worn on both shoulders.
3.	Station Officer	Two large impellars arranged one above the other to be worn on both shoulders.
4.	Assistant Divisional Officer	Three large impellars arranged one above the other to be worn on both shoulders.
5.	Divisional Officer	Large impellar within laurel wreath to be worn on both shoulder.
6.	Deputy Director Dy Chief Fire Officer	Small impellar within laurel wreath with one small impellar above to be worn on both shoulder.
7.	Joint Director/Chief Fire Officer	Large impellar within laurel wreath with two small impellars above arranged one above the other to be worn on both shoulders.
8.	Director of Fire Service	Large impellar within laurel wreath with three small impellars arranged above in a triangular shape to be worn on both shoulders.

APPENDIX: B1

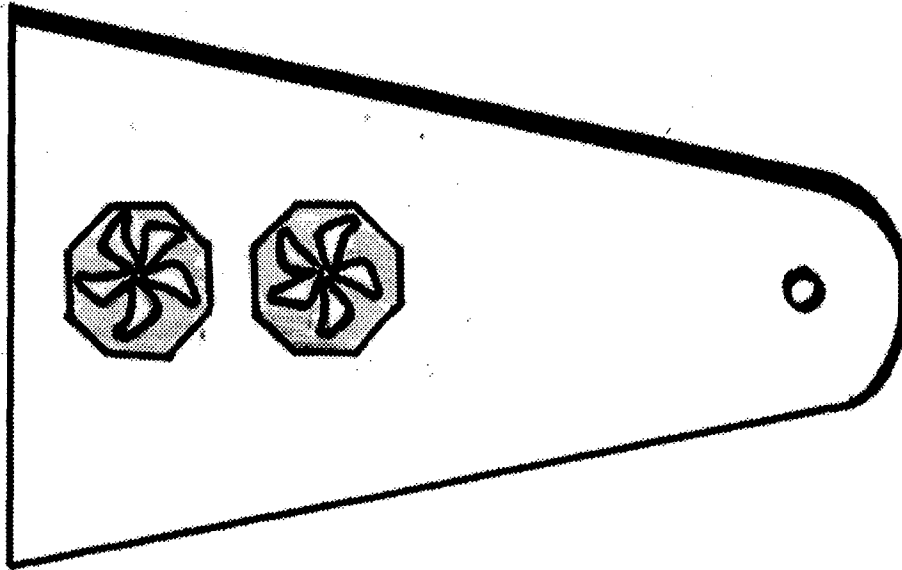


**SKETCH NO; 1 LEADING
FIREMAN.**

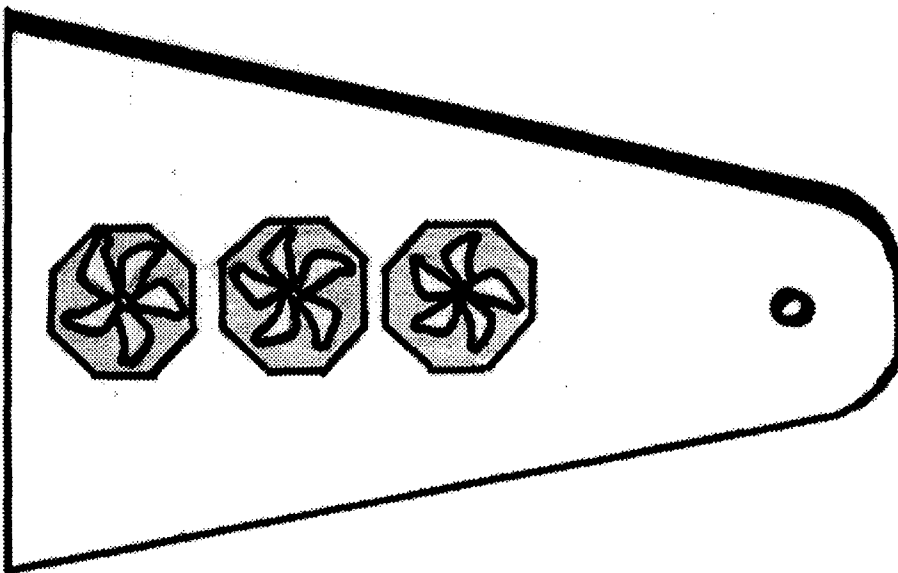


**SKETCH NO; 2 SUB- OFFICE/
ASSTT. STN. OFFICER.**

APPENDIX: B2

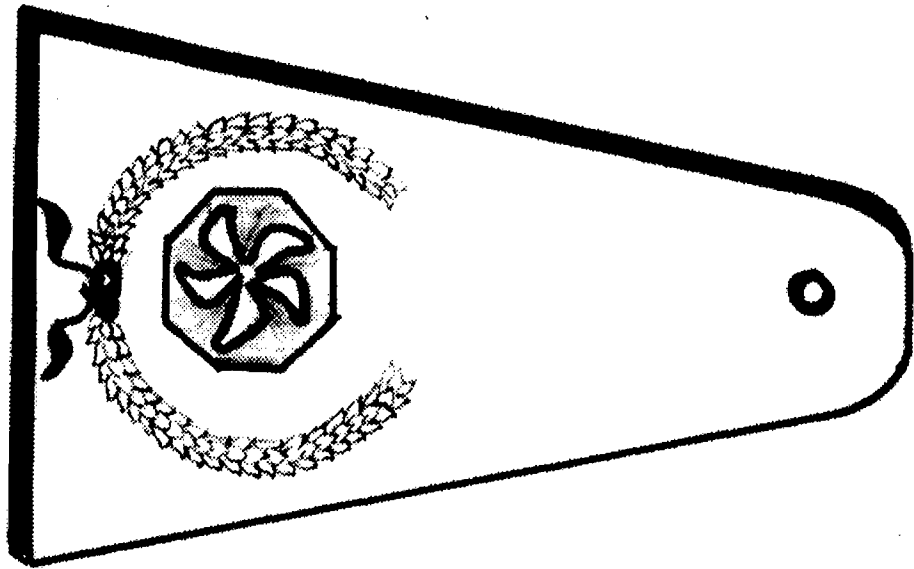


**SKETCH NO; 3. STATION
OFFICER**

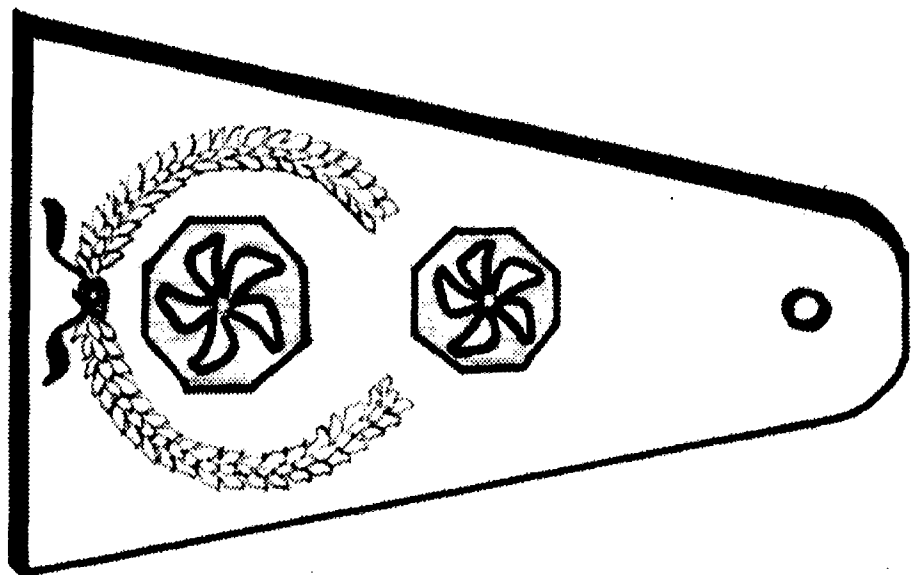


**SKECH N; 4. ASSTT.
DIVISINAL OFFICER**

APPENDIX :B. 3.

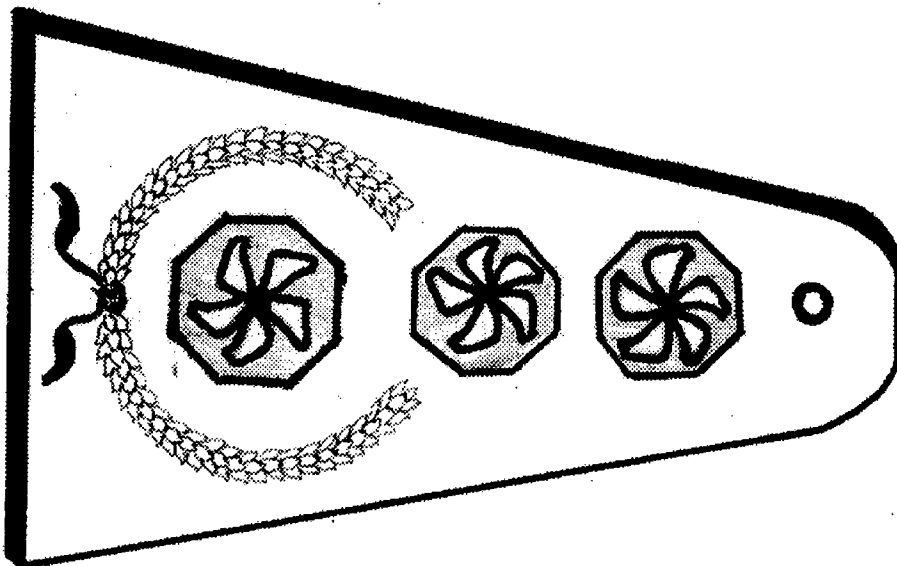


**SKETCH NO; 5 DIVISINAL
OFFICER.**

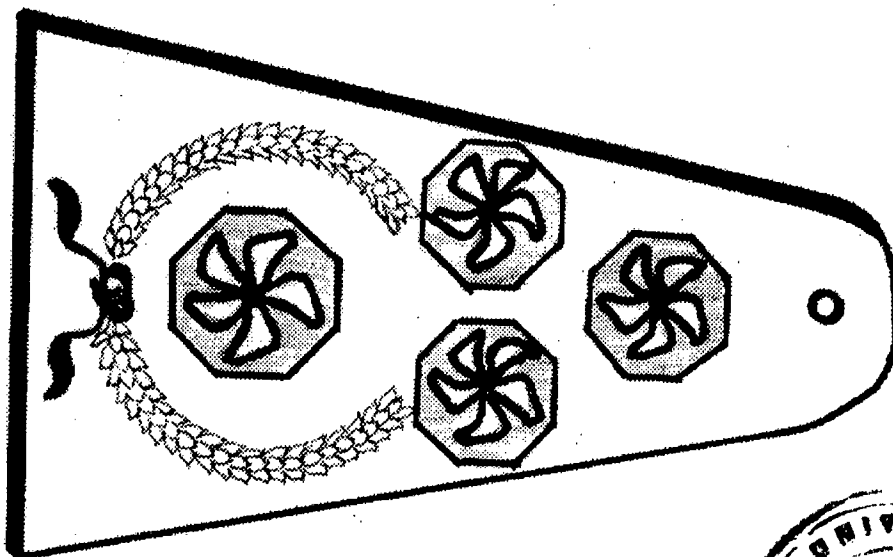


**SKETCH NO; 6. DY.
DIRECTOR./ DY. CHIEF FIRE OFFICER.**

APPENDIX :B. 4



SKETCH NO; 7 JOINT DIRECTOR / CHIEF FIRE OFFICER



SKETCH NO; 8 DIRECTOR OF FIRE SERVICE

