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## CURRENT SITUATION ANALYSIS OF FIRE SERVICES IN TURKEY

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## Executive Summary

It was decided to prepare a report on the “Current Situation Analysis of Fire Services in Turkey” aimed at Developing and Implementing Service Delivery Standards for Municipal Fire Services on Fire Protection and Prevention, Emergency Response, Training Programs and Awareness-Raising under the “Development of Local Service Delivery Standards” activity of the Local Administration Reform Phase III Project (LAR III).

Accordingly, together with the project working group, a total of eight municipal fire departments, seven of which were from metropolitan municipalities (MMs) and one of which was from a provincial municipality, were designated, and online meetings were held with the managers of the above-mentioned fire departments regarding the current problems encountered in practice. Information obtained during meetings as well as relevant quantitative data requested from respective municipalities were analysed in the framework of a legislation and literature review. As a result of the assessment, it was concluded that omissions during legislative and institutionalization processes for fire services have a direct negative impact on service quality.

Certain issues were prominent during the analysis of the findings from the study. Although it is considered that all of these issues cannot realistically be taken into consideration, nor can all of them be resolved under this project, it is, however, considered that the study would be guiding in terms of determining priority issues.

In Turkey, fire services should be addressed with a special emphasis in the public administration. Given their specific characteristics, fire services should be supported not only at local administration level, but also by the central government with policies and practices. Delivering these services to citizens on an equal basis would be possible with decisions and practices in accordance with the central government’s perspective.

To deliver high-quality fire services effectively and efficiently, there is a need for new regulations in the short- and medium-term to increase the quality and quantity of various issues, including legislation, training, inspection, coordination and standardization, aimed at eliminating the deficiencies regarding the service area.

The relationship between the central government and local governments, regarding the job definition, training, inspection, coordination, standardization, etc. of fire departments, should be regulated with legislative studies that are to be carried out at local level in the short term and at central level in the medium term:-

Considering the importance and manner of organization of fire services as a public service around the world, the study primarily evaluated the problems faced in the institutional development and delivery of fire services, that are organized at local level in Turkey. Accordingly, it was tried to specify the importance of deficiencies of locally organized Turkish fire departments in such issues as job description, training, inspection, coordination and standardization. The study also addressed the voluntary firefighting practices, which are being widely used around the world and the practices in Turkey and emphasized the significance of national standards and strategic planning. The review of legislation on functions and responsibilities of fire departments reveals that there is an overlap between the functions of fire departments and other emergency agencies. It is therefore required that the job descriptions in Article 6 “Duties and Responsibilities” of the Regulation on Municipal Fire Department are clearly defined, that the Regulation on Municipal Fire Department is updated

with a holistic approach and that problems and deficiencies encountered in the implementation of the Regulation on Protection of Buildings against Fire are identified and eliminated.

Data from the field points out the lack of staff at fire departments, difference in employment statuses of existing personnel, insufficient vehicles and equipment in terms of both quality and quantity, physically insufficient fire station buildings as well as lack of legislation, training, inspection, coordination and standardization. This data also reveals how great is the extent of the difference among fire departments of metropolitan, provincial, district and town municipalities in terms of service building, number of personnel, vehicle and equipment, as well as training. It is recommended to design and construct across Turkey typical projects for fire service buildings of different sizes, taking into consideration the vehicle and personnel capacity in accordance with respective settlements and the need of fire departments for sports and training facilities.

The response vehicles used by fire departments should be classified, categorized, and assigned vehicle code numbers based on their intended purpose, and it is recommended to identify the minimum equipment and materials that should be available aboard such vehicles and thus, to standardize them.

It is understood that the total number of civil servants employed at fire departments in Turkey is around 40% less than the total number of public staff specified in the standard job position schedules. It is seen that municipalities try to fill this gap with workers, contracted staff and outsourced staff, who have different employment statuses. It is recommended to eliminate such differences at fire departments, which bring along many problems.

There should be two types of training at fire departments, one of which is aimed at the delivery of in-service training, and one of which is for public awareness-raising as part of prevention activities. To standardize both types of training at fire departments, it is recommended that a curriculum for a standardized, periodic national in-service training program that covers all firefighter categories should be prepared at central level in the medium-term, that the training centres which will serve at regional level should be established, and that the above-mentioned curriculum should be implemented at these training centres. In the short-term, preparing an up-to-date curriculum for in-service training programs at local level that are aligned with the job description of fire departments and piloting such a curriculum in a province, which would host one of the above-mentioned training centres may be guiding for the national curriculum to be prepared in the medium-term.

Even though it is specified in the Regulation on Municipal Fire Services on what topics shall in-service training programs be delivered, it is not possible to say that training at fire department is delivered at a certain standard since training and sport facilities are insufficient. In-service training topics specified in the Regulation on Municipal Fire Services have become inadequate due to expanding service areas of today's fire departments, and it is recommended to readdress and update all these training topics with a holistic approach.

Each municipality implements a separate training program for public awareness-raising activities aimed at fire protection and prevention services. It is not possible to say that there is a standard practice in this regard. There is inevitable need for standardization of both types of training implemented at fire departments across the country. Accordingly, it is recommended to develop standard training modules for public awareness-raising activities

and to implement standard training programs separately for children, young people, adults and disabled people.

The 112 Emergency Call Centres established under Governorships in Turkey should be standardized in terms building and technologic equipment, such as common communication systems (radio), common software programs, vehicle tracking systems, incoming call location determination systems, etc., that may affect the quality of the services provided. It is recommended to ensure that the personnel serving in these centres should be trained in public relations, communication and stress management and should have knowledge about job descriptions, places of deployment, response capabilities and capacities of emergency agencies in charge in their area of responsibility.

Current legislation should be revised to eliminate certain reservations arising from voluntary firefighting practices applied by fire departments in our country, taking into account possible legal situations, today's conditions and the rights of volunteer firefighters. It is recommended, as a solution in the medium-term, to draft new framework legislation at central level with a global perspective based on the analysis of advanced voluntary firefighting systems of European countries which are suitable for today's conditions. In the short-term, a common practice may be achieved by drafting a new standard regulation on voluntary firefighting, which would be adopted as the same by all municipal councils. This regulation may also serve as the basis for the framework legislation recommended for the medium-term.

It would be important to identify, in strategic plans prepared by municipalities, measurable performance indicators by taking into consideration concrete events experienced in the service areas aimed at the main purpose and relevant objectives of firefighting services, and to implement such goal, objectives and indicators as a driving force. It is thought that strategic objectives and performance indicators pertaining to fire services are not included in detail in strategic plans of certain municipalities due to mayors' priority preferences and that at municipalities which attach sufficient importance to fire services, strategic objectives and performance indicators related to fire services are not reflected sufficiently since the low-level personnel do not attach necessary importance and do not exercise due care to strategic objectives and performance indicators. In this regard, it is thought that certain standard performance indicators may be identified to include arrival time to fire scenes, total time of delivered in-service training, annual number of people trained for protection from fires and emergencies, annual number of inspections aimed at fire safety and annual number of joint events, such as training, evacuation, exercises, in which other emergency agencies are involved, etc.

**It is seen that in Turkey, although the work on national occupational standards was completed, these standards have not been put into practice completely due to the bureaucratic process. This process should urgently be completed to put national occupational standards into practice.**

All institutional documentation used by fire departments should be standardized.

**It is recommended that in order to increase the number of fire hydrants, which meet the fire extinguishing water required for fire extinguishing activities, at settlements and particularly in rural areas, quantitative targets should be set to serve as a driving force, when identifying strategic objectives and performance indicators for fire departments. (In this regard, a campaign may be launched for at least one hydrant for each village.)**

It was observed that municipal fire departments have different practices in place apart from legislation. Problems arising out of such practices should be identified and eliminated through an effective inspection mechanism with the power of sanction.

In our country, fundamental elements of disaster and emergency management are prevention, preparedness, response and recovery, among which response is more prominent. In fact, the importance of building disaster and emergency management on a proactive approach has been understood, and focusing on prevention, preparedness and recovery work has become a necessity. Also, response activities are more prominent within efforts of fire departments, and the perception of the community is limited with this practice. That is to say, prevention activities are of secondary importance as activities which do not have visibility. Determining the measures which should be taken in buildings and raising the public awareness on fires and emergencies, both of which are among the basic duties of fire departments, should be attached importance so much as the response activities, and necessary steps should be taken to change the perspective of fire departments in this regard. How to prevent a fire is at least as important as how to extinguish a fire. Today, the duty of fire departments should be adopted as to prevent fires, to deliver training in this regard, extinguish fires and to rescue from fires.

In most of the countries around the world, project and housing inspections are conducted by fire departments as part of their activities for prevention of fires. The implementation in our country was also the same until 2012; however, in 2012, the articles of the relevant regulations which addressed this subject were changed due to various reasons and fire departments were disempowered in this regard, and the power was delegated to institutions, which were authorized to issue building permits (district municipalities). Since then, each municipality has different practices in this regard. Currently, project and housing controls are carried out by district municipalities, whereas business license controls are carried out by institutions which are authorized to issue these licenses as well as by fire departments. This not only results in conflict of powers but also cause irrecoverable situations if, for example, faults that cannot be noticed during the project and housing phases are detected by fire departments during the business license phase. According to feedback from inspection staff of fire departments working in the field, citizens and fire department officials have disputes in such cases. Accordingly, lawmakers must consider reviewing the legislative change made in 2012.

The perspective of our people, who generally consider fire prevention measures as a dead investment, should be changed, and awareness raising activities should be focused on that the security of life is the most important issue for people.

Undoubtedly, certain actions would increase the quality of prevention and control services; these may include, for example, assignment of the personnel who worked in departments of architecture or engineering (Civil, Machinery, Electrical, Chemical, etc.) and are capable of making scientific explanations for ambiguous articles of the Regulation on Protection of Buildings against Fire, to the positions in charge of inspection services as part of prevention activities in fire departments as well as ensuring that they receive training on the critical issues for the implementation of regulations. Furthermore, it is recommended to classify structures taking into account the topics stipulated in the Regulation on Protection of Buildings against Fire and to develop standardized inspection methods specific for each structure group.

**To make a positive change for all of the above-mentioned negative situations, fire departments should understand that they lack prevention-related strategic objectives and performance indicators despite their importance.**

## 1. Introduction

Recent developments in urbanization, education, information technologies, ever increasing quality of life, production, and practices aimed at increasing the quality of goods and services on a sectoral basis increase the demand and expectations of communities for high-quality public services. To respond to such expectations, public institutions continue their efforts to improve the quality of services they provide. Fire services that are of a universal public service nature are also among these services. Since fire services are aimed at eliminating loss of lives and properties, they are considered as a vital service area. They should therefore be provided with high quality in such a way to avoid any and all faults.

Fire services in Turkey are essentially organized as a local service, but they are also characterized by a central management model within the same service area. As is the case for the developed fire departments around the world, the change in the approach to disasters and disaster management in Turkey after the 1980s has expanded the scope of duties and responsibilities of the fire departments, the duty of which has been only to fight against fires since their establishment. This expansion caused fire departments to transform from a local service to a service area, in which multifaceted services are offered. Therefore, fire services are defined not only in the legislation of local administrations but also in the legislation of relevant central institutions, which imposed certain responsibilities on these institutions regarding fire services.

At local level, fire services are provided by fire departments of MMs or in the case of provincial or district municipalities, by fire departments of relevant municipalities; meanwhile, organized industrial zones, private sector entities and military units have their own fire departments. At central level, a number of services, such as response to fires, search and rescue, implementation of intervention and prevention measures within the context of emergency plans, are provided by several central institutions, including the Disaster And Emergency Management Agency (AFAD) and Maritime Police Branch of the Turkish National Police of the Ministry of Interior (MoI); Coast Guard Command; General Directorate of Forestry of the Ministry of Agriculture and Forestry (MoAF); General Directorate of Coastal Safety of the Ministry of Transport, Maritime Affairs and Communications; as well as their provincial organizations. In other terms, many institutions both at central and local levels that have a say for fire services within the same service area. Overlapping of duties and responsibilities of municipal fire departments and certain units of the central government results in two different institutions to provide the same service within the same province. Provision of fire services by different institutions causes problems in terms of cooperation and coordination between such institutions. This coordination problem not only results in failure to provide effective and efficient services and inefficient use of personnel, vehicles, equipment and resources but also triggers various other problems that are of vital importance.

Provision of effective and efficient fire services depends on qualified workforce as well as availability of training, vehicles, equipment and materials required by the modern technology and national standards developed in this field. The most important factor underlying that developed countries have effective fire services is that they have set national fire service standards regarding personnel, stations, vehicles, equipment and materials. For example, the United States set national standards for fire services in 1986 together with local administrations and the National Fire Protection Association (NFPA), and these standards are regularly updated according to the current situations. These standards cover all the

prevention, preparedness, response and recovery stages of management of fires, emergencies and disasters, from selection of location for fire station to personal rights of personnel and to vehicles, equipment and material for fire services. As stated in the comparative country analysis report, European countries started to set standards for fire services in 19th century and accelerated and expanded these studies as of the 1950's. These studies are now progressing towards setting common international standards within the European Union, under the responsibility of fire departments and NGOs, with the participation representative from public and private sector and through collaborations with universities.

In Turkey, the Regulation on Municipal Fire Services, which was issued by Mol in 1985 and revised by Mol in 2006 based on the comments from All Fire Fighting Association, is aimed at a establishing a number of arrangements for the clothes to be worn by the firefighting personnel and the minimum number of vehicles which must be allocated by municipalities depending on their populations. However, these arrangements were not actually applied, and no common practice was implemented regarding the differences between personal rights and statuses of firefighters. In addition, there has been no clear and sustainable study, which should have been carried out by the central government, for setting standards for fire services, ensuring inspection regarding such standards and delivery of basic and technical training.

Being able to provide effective and high-quality fire services depends on national standards as well as an understanding of effective strategic planning. In strategic plans developed by municipalities, the most basic goal should be to effectively response to fires and disasters and to avoid loss of lives and properties. Then objectives should be identified and materialised to achieve this goal. There is no doubt that monitoring and performance indicators are also very important since they are the primary evaluation tools for measuring the effectiveness and efficiency of intended objectives and activities and for determining national standards across the country. In this context, a good strategic planning for firefighting to be developed by municipal fire departments will consist of the entire efforts aimed at increasing the technical capacity of the institution, identifying disaster and fire risks, developing activities against such risks in order to reduce the loss of life and property in disasters and fires, monitoring these activities, getting results with statistical numbers, with the participation of all personnel at all levels of the fire department and full support of the institution manager.

Although having been used prevalently around the world, the voluntary firefighting system could not find a ground for a healthy practice and becoming widespread since it is not known enough and its importance is not understood in Turkey It is seen that in our country, voluntary firefighting is mostly a part of training activities, which municipalities aim to deliver in accordance with their strategic plans, and that it has not yet been put into practice completely. Aside from voluntary firefighting, another factor in the provision of fire services is the active involvement of NGOs in the fire services. In many countries, NGOs have an active role in the provision of fire services. In Turkey, there are also certain NGOs which would like to take part in the provision of fire services. Some of these NGOs have been active since the two earthquakes occurred on 17 August and 12 November 1999, and they have aligned their operation capability with international standards thanks to collaborations they have developed with foreign NGOs. However, unlike the NGOs around the world which have been active in advanced fire services, they have not undertaken an active role in the provision of services and development of service area in Turkey.

This study is intended for evaluating the current situation along with the problems, particularly on the above-mentioned topics, identifying the priority issues of service quality standards to be developed and making recommendations on how to effectively put such standards into practice in order to contribute the efforts for identifying and developing service delivery standards for municipal fire services in Turkey. In this context, firstly, the duties and responsibilities of fire services as defined in the legislation and the relevant problems experienced in practice will be addressed, and then the response capacity of fire departments when fulfilling these duties will be evaluated.

## 2. Legislative Chronology and Institutional Development of Fire Services in Turkey

Apart from firefighting efforts, fire departments, one of the most basic actors in emergency management, undertake various duties, including any kind of search and rescue activities, ensuring coordination in emergencies, emergency services, hazard prevention activities and raising public awareness on emergencies.

In Turkey, fire services fall in the disaster and emergency management group of the public services provided by municipalities. Similar to many countries, fire departments in Turkey have a broad job description that includes fire protection and fire extinguishing as well as emergency coordination, any kind of search and rescue activities, response to emergencies, hazard prevention activities, raising public awareness on emergencies, and inspection of fire safety.

The public administration system of each country is affected and shaped by cultural, social, political, economic and historical factors. Fire departments can be organized at local, regional or national level. The administrative structure of the country is important in terms of how to position fire service in this structure, how to make and operate the organization.

For the fire departments to effectively provide the services expected from themselves, it is important to allocate sufficient sources and to use such sources for firefighters, training, basic tools and equipment, communication systems and fire service buildings.

The Municipality Law and Metropolitan Municipality Law are the primary legal regulations on the organization of the fire services in Turkey. In our country, fire services are provided through a decentralized model, according to which local administrations are fully responsible for the establishment of fire departments and provision of services. This was firstly stipulated in the Law No. 1580 of 1930 on Municipality. According to Article 16/1 of the Law No. 1580, all municipalities are mandated to establish fire departments.

Looking at the development of the legislation in the course of time, after the transition from being a service provided by military to being a service provided civilian institutions, fire services were delegated to local administrations with Law No 1580 of 1930 on Municipality; municipal fire departments were then obliged by the Law No. 7126 of 1958 on Civil Defence to take necessary measures to keep the loss of life and property at a minimum level not only during fires but also in the aftermath of disasters. Thus, in addition to firefighting, search and rescue activities were also included among the main duties of fire departments.

### Chronology of Legislation related to fire departments in Turkey

- Law No. 1580 of 1930 on Municipality
- Law No. 7126 of 1958 on Civil Defence
- Bylaw on “Personal Obligations, Evacuation and Thinning, Planning and Other Services Regarding Civil Defence”, enacted with the Decree No. 6/3150 of 05.06.1964 of the Council of Ministers
- Law No. 657 of 1965 on Civil Servants
- Law No. 3030 of 1984 on Administration of Metropolitan Municipalities

- Regulation on Principles of the Establishment, Duties, Training and Inspection Services of Municipal Fire Departments of 1985 issued by MoI (Official Gazette of 23.08.1985 issue 18851)
- Regulation on Protection of Buildings against Fire of 2002 issued by MoI (Official Gazette of 23.08.1985 issue 18851) (This regulation was amended in 2007.)
- Law No. 5216 of 2004 on Metropolitan Municipalities
- Law No. 5393 of 2005 on Municipality
- Regulation on Voluntary Participation in Services Provided by Special Provincial Administrations and Municipalities of 2005 issued by MoI and MoEU (Official Gazette of 09.10.2005 issue 25961)
- Law No. 5902 of 2009 on Organization and Duties of the Department of Disaster and Emergency Management (Disaster Response Plan of Turkey)
- Law No. 6360 of 2012 on Establishment of Metropolitan Municipalities and Twenty-Seven Districts in Fourteen Provinces and Amending Certain Laws and Decree-laws
- Regulation on Establishment, Duties and Operation of 112 Emergency Call Centres of 2014 issued by MoI (Official Gazette of 16.05.2014 issue 29002)
- Internal Service Regulations and Directives of Municipalities

It is seen that no legislation related to fire departments was enacted from 1930 to 1958. Failure to take into consideration the fire departments when enacting the Civil Defence Law of 1958 resulted in negligence of fire departments for a long time until 1984 despite their increased and diversified service burden.

For long years, fire departments strived to provide services with limited means despite the existence of various problems regarding job descriptions, training, supply of tools and equipment, sources of financing, coordination, standards, etc.

The first legal arrangements regarding the fire services after 1930 were the Law No. 3030 of 1984 on Administration of Metropolitan Municipalities and the Regulation on Principles of the Establishment, Duties, Training and Inspection Services of Municipal Fire Departments of 1985 issued by MoI (Official Gazette of 23.08.1985 issue 18851), which was then significantly amended and updated in 2006.

Fire services provided by municipalities were included in the remit of MMs with the enactment of the Law No. 3030, and fire organizations which were serving as fire departments in MMs and provincial centres were transformed to fire departments under MMs as of 10.10.1997.

After determining the municipal boundaries in Istanbul and Kocaeli as the provincial boundaries on 15.10.2005, all fire organizations in these provinces were handed over to fire department of the respective MM. However, a more important development in this regard came with the Law No. 6360. The pilot arrangement, that started to be applied in Istanbul and Kocaeli in 2005 as to determining the boundaries of MMs as the provincial boundaries, started to be applied for all metropolitan areas with the new Law. Thus, MMs became responsible not only within the boundaries of metropolitan areas but also within boundaries of provincial adjacent areas. *This arrangement ensures people living in metropolitan areas, particularly in rural areas and districts, receive better municipal services, whereas it means bigger*

*responsibility for MMs. With this arrangement, MMs were assigned to deliver services not only in provincial centres but also in rural areas, and thus, their remit was expanded.*

In Article 52 of the Law No. 5393 on Municipality, it is stipulated that fire services shall be provided uninterruptedly, and total working time and working hours of firefighting personnel were arranged to ensure a smooth service provision regardless of the total working time and working hours mentioned in the Law No. 657 on Civil Servants. In the same Article, it is stated that provision of fire services and establishment of fire departments will be arranged by means of a regulation to be issued by the MoEU in consultation with MoI. In this context, the Regulation on Municipal Fire Department governs the establishment, duties and powers and responsibilities of municipal fire departments, qualifications, promotion, occupational training, uniforms of firefighting personnel, the vehicles, equipment and materials to be used by them and principles and procedures of inspections. It is also stipulated that “Municipalities may make additional arrangements provided that they are not contrary to this Regulation”. It is however observed that there is no integrity among fire departments due to their different practices. It is thought that the cause of failure in this regard is insufficient inspections and sanctions regarding the implementation of the regulation.

In Article 48 of the Law No. 5393 on Municipality, it is stated that establishment, annulment or merger of fire departments shall be based on resolutions of municipal councils in accordance with the principles and standard job positions of the municipal organization and taking into consideration the population, physical and geographical structure and economic, social and cultural characteristics of respective regions. In the case of MMs, fire services fall under the remit of MMs according to sharing of duties and powers between the MM and district municipalities. According to Article 7(u) of the Law No. 5216 on Metropolitan Municipalities, it is the duty of MMs to make, at MM scale, plans and other preparations related to natural disasters in accordance with the plans at provincial level; to provide other disaster areas with support for tools, equipment and materials, when necessary; to provide fire and emergency services; to determine facilities used for the storage of explosive and flammable materials; to inspect residences, workplaces, entertainment venues, factories, industrial enterprises and public institutions in terms of measures to be taken against fire and other disasters, and accordingly, to grant permits and licenses as required by the legislation.

The Regulation on Protection of Buildings against Fire (OG: 2002/24827 - 2007/26735), another legal arrangement in this regard, aims to lay down the procedures and principles for the measures to be taken as well as the organization, training and inspection before and/or during fires so as to minimize the number of fires that may occur during the design, construction, operation, maintenance and occupancy of any structures, buildings, facilities and enterprises used by public institutions and organizations, private entities or real persons and to ensure that any fire that may arise is extinguished and that loss of life and property thereto is minimized.

### 3. Duties and Responsibilities of Fire Departments in Turkey

As is clearly seen from the development in the legislation over time, municipalities fulfil many of their duties related to safety of life, property and environment through fire departments. Such duties of fire departments are listed in Article 6 of the Regulation on Municipal Fire Department (OG of 21.10.2006 issue 26326) as follows:

- a) To respond to and extinguish fires,
- b) To respond to and provide first aid services in incidents, such as accidents, collapses, explosions, being stuck, etc., that require technical rescue capabilities; to carry out search and rescue activities of any kind on land, surface and under water,
- c) To respond to floods,
- ç) To take part in rescue activities in the event of disasters and emergencies,
- d) To fulfil the duties assigned by the Regulation on Protection of Buildings against Fire, which was entered into force upon Decree No. 2007/12937 of 27/11/2007 of the Council of Ministers,
- e) To train those who are obliged to take part in fire services which have been established pursuant to the Bylaw on Personal Obligations, Evacuation and Depopulating, Planning and Other Services related to Civil Defence, which was entered into force by the Decree No. 6/3150 of 5/6/1964 of the Council of Ministers, to assist in treatment works in case of contamination with nuclear, biological, chemical (NBC) substances,
- f) To inform public, institutions and organizations on fire services, to raise awareness of measures to be taken and to conduct exercises in this regard,
- g) To assist in training of the staff of fire service units of public and private organizations and volunteer firefighters, to inspect the compliance of their buildings, tools and equipment with fire service standards, to issue fire compliance certificates for such units, and to cooperate with these units, when necessary,
- ğ) To respond to incidents out of the boundaries of the municipality,
- h) To clean or cause to clean chimneys of buildings within the boundaries of the municipality in return for a charge to be determined by the municipal council and to inspect chimneys in terms of measures against fires,
- ı) To take part in efforts for extinguishing forest fires upon request,
- ii) To determine places used for storage of inflammable, explosive and combustible substances in accordance with development plans,
- j) To inspect businesses, entertainment venues, factories and industrial enterprises in terms of measures against fires, and accordingly to issue permits and licenses as stipulated by legislation,
- k) To perform other duties assigned by the Mayor.

It is considered that if Article 6 of the Regulation on Municipal Fire Services which governs the duties and responsibilities of fire departments is amended as stated in Table-1, job descriptions that overlap with those of other emergency agencies can be identified more explicitly.

**Table 1- Recommendation on Change in Legislation for Duties and Responsibilities Stipulated in Article 6 of the Regulation on Municipal Fire Services**

PARAGRAPH	CURRENT TEXT	RECOMMENDED TEXT
a	To respond to and extinguish fires	It is considered that there would be no problem in terms of implementation if the text remains the same.
b	To respond to and provide first aid services in incidents, such as accidents, collapses, explosions, being stuck, etc., that require technical rescue capabilities; to carry out search and rescue activities of any kind on land, surface and under water	To respond to incidents, such as accidents, collapses, explosions, being stuck, etc., that require technical rescue capabilities. To take part, upon request, in first aid service efforts and search and rescue activities of any kind on land, surface and under water
c	To respond to floods	To take part in flood response activities aimed at rescue of life and salvage as well as evacuation of water
ç	To take part in rescue activities in the event of disasters and emergencies.....	To take part in rescue activities in the event of disasters and emergencies in accordance with Disaster Response Plans of Turkey (TAMP)
d	To fulfil the duties assigned by the Regulation on Protection of Buildings against Fire, which was entered into force upon Decree No. 2007/12937 of 27/11/2007 of the Council of Ministers	It is considered that there would be no problem in terms of implementation if the text remains the same.
e	To train those who are obliged to take part in fire services which have been established pursuant to the Bylaw on Personal Obligations, Evacuation and Depopulating, Planning and Other Services related to Civil Defence, which was entered into force by the Decree No. 6/3150 of 5/6/1964 of the Council of Ministers, to assist in treatment works in case of contamination with nuclear, biological, chemical (NBC) substances.....	To train those who are obliged to take part in fire services which have been established pursuant to the Bylaw on Personal Obligations, Evacuation and Depopulating, Planning and Other Services related to Civil Defence, which was entered into force by the Decree No. 6/3150 of 5/6/1964 of the Council of Ministers, to assist in decontamination efforts in case of contamination with nuclear, biological, chemical (NBC) substances
f	To inform public, institutions and organizations on fire services, to raise awareness of measures to be taken and to conduct exercises in this regard.....	To inform public, institutions and organizations on fire services, to raise awareness of measures to be taken and to conduct exercises at least once a year with the participation of other emergency agencies in charge of this subject

g	To assist in training of the staff of fire service units of public and private organizations and volunteer firefighters, to inspect the compliance of their buildings, tools and equipment with fire service standards, to issue fire compliance certificates for such units, and to cooperate with these units, when necessary.....	To assist in training of the staff of fire service units of public and private organizations and volunteer firefighters, to inspect the compliance of their buildings, tools and equipment with fire service standards, to issue fire compliance certificates for such units, and to cooperate and conduct exercises in coordination with these units, when necessary
ğ	To respond to incidents out of the boundaries of the ..... municipality	To respond to incidents out of the boundaries of the municipality upon request
h	To clean or cause to clean chimneys of buildings within the boundaries of the municipality in return for a charge to be determined by the municipal council and to inspect chimneys in terms of measures against fires.....	To clean or cause to clean chimneys of buildings within the boundaries of the municipality in return for a charge to be determined by the municipal council and to inspect or cause to inspect chimneys in terms of measures against fires
ı	To take part in efforts for extinguishing forest fires upon request	It is considered that there would be no problem in terms of implementation if the text remains the same.
i	To determine places used for storage of inflammable, explosive and combustible substances in accordance with development plans	To participate in efforts for determining places used for storage of inflammable, explosive and combustible substances in accordance with development plans
j	To inspect businesses, entertainment venues, factories and industrial enterprises in terms of measures against fires, and accordingly to issue permits and licenses as stipulated by legislation	To inspect businesses, entertainment venues, factories and industrial enterprises in terms of measures against fires, and accordingly to issue fire safety compliance certificates (letters) as stipulated by legislation
k	To perform other duties assigned by the Mayor	To perform other duties assigned by the Mayor which fall under the remit of the fire department in the context of this Regulation

## 4. Current Situation Analysis of Municipal Fire Departments

### 4.1. Personnel, Vehicle and Station Status of Fire Departments of Metropolitan, Provincial, District and Town Municipalities

In Turkey, fire departments of MMs, which are subject to Law No. 5216 on Metropolitan Municipalities, are obliged to plan and provide fire services so as to cover the provincial centre and nearby districts. In metropolitan areas, fire services are structured as fire departments within the organizational structure of MMs. Standard job positions at fire departments consist of following positions: head of department, branch manager, fire superintendent, fire brigade sergeant and firefighter.

Provincial, district and town municipalities which are subject to the Law No. 5393 on Municipality are obliged to establish fire organizations for their areas of responsibility. Fire organizations are established as fire departments within provincial municipalities and as fire sections and fire squads in district and town municipalities, respectively. Standard job positions at fire departments of provincial municipalities consist of the following positions: Fire Marshall, Fire Superintendent, Fire Brigade Sergeant and Firefighter. Standard job positions consist of Fire Superintendent, Fire Brigade Sergeant and Firefighter positions at fire sections of district municipalities, whereas Fire Brigade Sergeant and Firefighter positions at fire squads of town municipalities.

According to 2015 data, number of personnel, vehicles and stations of fire departments are given in the following table.

**Table 2- Total Number of Personnel, Vehicles, Stations of Fire Departments in Turkey**

TOTAL NUMBER OF PERSONNEL, VEHICLES, STATIONS OF FIRE DEPARTMENTS IN TURKEY (ACCORDING TO 2015 DATA)			
Municipalities	Total Number of Personnel	Total Number of Vehicles	Total Number of Stations
Metropolitan Municipalities	15,196	2,819	888
Provincial/District Municipalities	4,249	1,300	279
Overall Turkey	19,445	4,119	1,167

Source: Fire Department Inventory Study, 2016, Public Administration Institute for Turkey and Middle East (TODAIE)

Looking at the fire departments in Turkey, and examining in detail the data given in the above table, it is clearly seen that number of personnel, vehicles and stations of fire departments are quite insufficient. It is seen that, in Turkey, there are approximately 450 provincial and

district municipalities, except for MMs. However, as is seen in the table, there are 279 stations that belong to provincial and district municipalities. Accordingly, it is understood that many of districts have no or insufficient fire departments. Given the capacity of district fire companies under current circumstances, the situation appears to be serious.

The number of personnel that should be employed according to 2018 Standard Job Positions of fire departments in Turkey is given below.

**Table 3- Standard Job Position Schedules of Fire Departments in Turkey**

<b>STANDARD JOB POSITIONS OF FIRE DEPARTMENTS IN TURKEY (ACCORDING TO 2018 DATA)</b>						
<b>Municipalities</b>	<b>Total Number of Firefighting Personnel</b>	<b>Head of Fire Department</b>	<b>Fire Branch Manager / Fire Marshall</b>	<b>Fire Superintendent</b>	<b>Fire Brigade Sergeant</b>	<b>Firefighter</b>
<b>Total</b>	33,578	30	284	1,014	3,679	28,571
<b>Metropolitan</b>	22,677	30	193	743	2,229	19,482
<b>Metropole District</b>	-	-	-	-	-	-
<b>Provincial</b>	4,561	-	51	148	442	3,920
<b>District</b>	4,456	-	40	122	610	3,684
<b>Town</b>	1,884	-	-	1	398	1,485

Source: National Firefighting Symposium, 2018

When Table 2 and Table 3 are evaluated together, it is seen that the number of personnel, vehicles, equipment and stations of fire departments are insufficient as a result of the expansion of their service areas in today's conditions.

The quality of fire services in Turkey can be significantly improved by just employing qualified personnel in accordance with standard job positions given in Table-2.

## 4.2. Types and Number of Vehicles Required at Municipal Fire Department pursuant to Regulations

The minimum number of vehicles that should be available at fire departments pursuant to Article 42 of the Regulation on Municipal Fire Services (Official Gazette of 21.10.2006 issue 26326) is shown in the following table.

**Table 4- Minimum Number of Firefighting Vehicles that should be Available at Fire Departments**

MINIMUM NUMBER OF FIREFIGHTING VEHICLES THAT SHOULD BE AVAILABLE AT FIRE DEPARTMENTS							
Population	Fire Truck	Emergency Rescue Vehicle	Multi-Purpose Rescue Vehicle	Ladder Vehicle	Ambulance	Crew Cab	Service Vehicle
0 - 10,000	1	-	-	-	-	-	-
10,000 - 25,000	2	1	-	1	-	-	-
25,000 - 50,000	3	1	-	1	-	1	1
50,000 - 100,000	4	1	-	1	1	1	1
100,000 - 200,000	6	1	1	2	1	1	1
200,000 - 300,000	8	1	1	2	2	3	1
300,000 - 400,000	10	1	2	3	2	3	2
400,000 - 600,000	14	2	2	4	3	4	2
+600,000	In addition to the number of vehicles determined for settlements with a population of 400,000 - 600,000, 1 Fire Truck is added for each increment of 150,000 in the population; 1 Ladder Vehicle, 1 Ambulance, 1 Multi-Purpose Rescue Vehicle are added for each increment of 400,000 in the population; 1 Emergency Rescue Vehicle, 1 Crew Cab, 1 Service Vehicle are added for each increment of 500,000 in the population.						

As given in the above table, only 1 Fire Truck is prescribed for settlements with a population between 0 and 10,000 pursuant to Article 42 of the Regulation on Municipal Fire Services. However, in a settlement with a population of 10,000, there should be at least 1 extinguishing vehicle equipped with rescue equipment and 1 ladder vehicle. Because, in a settlement with

a population of 10,000, there may be a risk of accident with people stuck inside a vehicle as well as it is highly likely that a ladder vehicle would be required in case of a fire. It is seen that fire departments at settlements with a population of more than 50,000 must have an ambulance pursuant to the Regulation on Municipal Fire Services. In Turkey, emergency healthcare services (Ambulance) are however provided by MoH. This article of the Regulation should be updated due to such contradictions.

In addition, the Fire Department of Yalova Municipality (provincial municipality), which serves to a population of approximately 150,000, must have, according to the above table, 12 fire response vehicles other than an ambulance, but data from the Fire Department of Yalova Municipality shows that there are 13 vehicles. Although the number of vehicles seems to be sufficient, the Fire Department of Yalova Municipality stated that their vehicles were inadequate in terms of age, features and technology.

To the contrary, the Fire Department of Edirne Municipality (provincial municipality), which serves to a population of approximately 180,000, must have, according to the above table, 12 fire response vehicles other than an ambulance, but actually has 10 fire response vehicles. When ages and features of vehicles of the Fire Department of Edirne Municipality are examined, even though the vehicles seem relatively adequate, but the number of vehicles is insufficient.

As are the examples from developed countries, the response vehicles used by fire departments should be categorized, and assigned vehicle code numbers based on their intended purpose, and the minimum equipment and materials that should be available aboard such vehicles should be standardized in terms of the service quality.

**Table 5- The Area of Responsibility (Surface Area - Population) and Personnel and Vehicle Status of Fire Departments of Certain Metropolitan and Provincial Municipalities and Number of Firefighters and Firefighting Vehicles per 100,000 people in relevant Provinces**

Province	Area Of Responsibility	Population	Number Of Personnel	Number Of Firefighting Vehicles	Number Of Firefighters per 100,000 People	Number Of Firefighting Vehicles per 100,000 People
SAMSUN	9,579 km <sup>2</sup>	1,348,542	214	47	15.87	3.30
KAYSERI	16,917 km <sup>2</sup>	1,421,455	257	53	18.08	3.73
K.MARAŞ	14,327 km <sup>2</sup>	1,168,163	417	66	35.69	5.65
BALIKESIR	14,292 km <sup>2</sup>	1,240,285	688	133	55.47	10.72
DENIZLI	12,134 km <sup>2</sup>	1,040,915	500	84	48.03	8.07
TEKİRDAĞ	6,218 km <sup>2</sup>	1,081,065	270	63	24.97	5.83

MUĞLA	12,974 km <sup>2</sup>	1,000,773	494	130	49.36	12.99
YALOVA	139 km <sup>2</sup>	149,330	62	13	41.52	8.71
ELAZIĞ	2,230 km <sup>2</sup>	440,513	107	18	24.29	4.09
EDİRNE	955 km <sup>2</sup>	180,901	63	10	34.82	5.53

When Table-5 is reviewed, it is seen that there are differences between MMs in terms of the number of personnel and vehicles and that the difference between MMs and provincial municipalities are greater in terms of the number of personnel and vehicles.

### 4.3. Comparison of Fire Departments at Certain Countries by Number of Personnel, Vehicles and Stations

Table 6- Number of Professional Firefighters, Volunteer Firefighters, Firefighting Vehicles and Stations in Certain Countries

NUMBER OF PROFESSIONAL FIREFIGHTERS, VOLUNTEER FOREFIGHTERS, FIREFIGHTING VEHICLES AND FIREFIGHTING STATIONS AT CERTAIN COUNTRIES (ACCORDING TO 2015 DATA)					
Country	Population (million)	Number of Professional Firefighters	Number of Volunteer Firefighters	Number of Firefighting Vehicles	Number of Fire Stations
Poland	38,533	30,189	687,223	19,499	16,875
Germany	82,218	44,574	1,023,318	41,216	33,460
France	66,030	52,700	195,600	8,533	7,296
Greece	10,788	14,153	1,507	1,637	275
United Kingdom	61,370	59,100	1,400	2,330	2,053
Italy	61,000	28,870	20,060	2,900	902
<b>Turkey</b>	<b>78,047</b>	<b>19,445</b>	<b>--</b>	<b>4,119</b>	<b>1,167</b>

Source: Fire Department Inventory Study, 2016, Public Administration Institute for Turkey and Middle East (TODAIE)

When Table-6 is reviewed taking populations of countries into account, it is seen that Turkey is way behind other countries in terms of the number of personnel, vehicles and stations.

When Table 6 is reviewed, it is seen that the number of active fire service personnel is 19,445 although the number of overall fire service personnel in Turkey should be 33,578 as given in

Table 3 in accordance with standard job positions. This means that fire departments in Turkey are working with 14,133 (42.09%) personnel shortfalls. It is through that the fire service quality would be significantly improved if qualified personnel with appropriate education level are recruited for vacant standard job positions at fire departments in Turkey.

It is known that fire services establishment in Europe, particularly in rural areas, are operated based on the voluntary firefighting system. There are also similar practices in Turkey in recent years, for example, water tankers distributed by Muğla, Konya and Samsun MMs for being able to respond to possible fires in rural areas and training delivered to people who would use these tankers, in case of need. However, it is known that the number of volunteer firefighters in Turkey is less than 10% (not known exactly) of the number of professional firefighters despite the increase in recent years.

**Table 7- Number of Personnel, Vehicles and Stations per 1,000,000 People in Certain Countries**

NUMBER OF PERSONNEL, VEHICLES AND STATIONS PER 1,000,000 PEOPLE IN CERTAIN COUNTRIES (ACCORDING TO 2015 DATA)					
Country	Population (million)	Number of Personnel (exclusive of volunteers) per 1,000,000 People	Number of Personnel (inclusive of volunteers) per 1,000,000 People	Number of Firefighting Vehicles per 1,000,000 People	Number of Fire Stations per 1,000,000 People
Poland	38,533	783.46	18,618.12	506.03	437.94
Germany	82,218	542.14	12,988.54	501.30	406.97
France	66,030	798.12	3,760.41	129.23	110.50
Greece	10,788	1,311.92	1,451.61	151.74	25.49
United Kingdom	61,370	963.01	985.82	37.97	33.45
Italy	61,000	473.28	802.13	47.54	14.79
<b>Turkey</b>	<b>78,047</b>	<b>262.65</b>	<b>Approx. 270.00</b>	<b>55.05</b>	<b>15.69</b>

Source: Fire Department Inventory Study, 2016, Public Administration Institute for Turkey and Middle East (TODAIE)

When Table 7 is reviewed in terms of the number of professional firefighters per 1,000,000 people, the numbers are 542 in Germany, 798 in France, 1,312 in Greece, 963 in the UK, 783 in Poland and 473 in Italy, whereas it is 262 in Turkey. When the situation inclusive of volunteer firefighters is considered, it is seen that the number of firefighters (inclusive of volunteers) per 1,000,000 people significantly increase and that however, it does not change much in our country as the number of volunteer firefighters is very small.

#### 4.4. Employment of Personnel at Municipal Fire Departments

In Turkey, it is essential that the personnel employed at fire departments have the civil servant status. However, personnel are employed at fire departments in Turkey by four different means: civil servants, contracted personnel, permanent workers, and personnel outsourced via outsourcing companies established by municipalities. Today, this appears as the most important factor that harms the labour peace at fire departments due to differences in training, status, social rights and wages.

For example, looking at the status of the personnel at the Fire Department of Tekirdağ MM, it is seen that a total of 272 personnel are employed in four different statuses: 140 civil servants, 32 workers, 6 contracted personnel and 94 outsourced personnel. This is almost the same in most of the metropolitan, provincial, district and town municipalities.

It is known that although the standard job positions are determined for all fire departments in Turkey, none of the fire departments employs civil servants so much as the number of personnel determined in the standard job positions. The understaffed municipal fire departments try to fill this gap with contracted personnel, permanent workers and the personnel they employ through municipal incorporations. Currently, the biggest problem of fire departments in Turkey is the lack of qualified response personnel as well as technical personnel to be assigned in training and inspections services.

The requirements, such as recruitment criteria, examination methods, prerequisites for application and admission to examinations, examination board, etc., for employment of personnel as a civil servant at municipal fire departments are explicitly specified in Article 15 of the Regulation on Municipal Fire Services (OG of 21.10.2006 issue 26326). It is, however, observed that municipalities have refrained from holding such an examination for employment of personnel. In fact, it is known that municipal fire departments have sufficient number of vacancies according to the number of personnel specified in "Standard Job Positions Schedules". Fire services are carried out to include a wide range of services, from fire extinguishing to search and rescue and from inspection to training. To provide such services, the first and foremost need is qualified personnel. Firefighters should take on responsibility either individually or within their teams and should have the knowledge and skills to perform all kinds of fire extinguishing, rescue, evacuation and first aid tasks in the shortest time and in the best way. Since the response activities carried out by firefighters are directly related to safety of life and property, firefighting profession requires a number of qualifications, such as being knowledgeable and skilled, physical fitness, capability to make prompt decisions, being careful and meticulous. Considering such requirements of the firefighting profession, lawmakers laid down a different arrangement for the recruitment of firefighting personnel than the recruitment of other personnel. The legal basis of this arrangement is included in Article 52 of the Regulation No. 5393 on Municipality.

The positions at fire departments consist of Head of Department, Fire Marshall, Fire Branch Manager at managerial level and Fire Superintendent, Fire Brigade Sergeant and Firefighter, who perform operational task. **In Turkey, firefighting profession has not yet been able to become a professional group like teachers or police.** For being assigned as a firefighter, it is sufficient to have an educational background of high school and to meet health and physical requirements. This is quite unsatisfactory under current circumstances, in which firefighting has become a profession that uses significant technologies and that requires expertise. Developments has increased the education level required to perform firefighting profession.

Particularly fire departments of developed countries employ technical personnel with higher education.

The number institutions providing education and training on firefighting has gradually increased in recent years. The number of Civil Defence and Firefighting Vocational Schools of Higher Education, first of which was opened in Kocaeli University in 1996, has now reached 30. In this context, departments of “Firefighting and Fire Safety” at vocational high schools, “Civil Defence and Firefighting” programs at Vocational Schools of Higher Education and departments of “Emergency Response and Disaster Management” providing education at bachelor’s level in universities educate qualified personnel and managers required by fire departments. It is thought the quality of services would significantly increase if solutions were found to ensure employment of people who graduate from these schools and universities at fire departments and if the personnel shortage would be eliminated with people graduated from these schools.

According to feedback from people who have served their internships or have recently started to work at fire departments, these education institutions which deliver education in fighting profession mostly give theoretical education rather than practical training and internship programs are not coordinated well. It is considered that it would be appropriate if students who are studying at these educational institutions are provided with opportunities to serve their internship at fire departments of provincial or MMs rather than district and town municipalities and standardization and coordination is ensured among these educational institutions regarding curriculum. In Turkey, even though educational background is a determinative factor for administrative preferences and decisions during the recruitment of firefighting personnel, no legal arrangement has been made yet in this regard.

#### **4.5. Physical Conditions of Current Fire Service Buildings**

When the buildings of fire departments in Turkey are examined, it is seen that many buildings are physically inadequate (dining halls, dormitory rooms, sports and training facilities, shower, toilet, garage, maintenance workshop, etc.), except for several MMs and provincial municipalities. This must be addressed primarily, and it should be ensured that typical projects of different sizes are designed and constructed taking into consideration the vehicle and personnel capacity in accordance with current situation of respective settlements and the need of fire departments for sports and training facilities.

#### **4.6. Development and Current Situation of Voluntary Firefighting Service Practices in Turkey**

In Turkey, voluntary firefighting practices, which have been implemented in several countries around the world, were first implemented in 2000 upon the resolution of the Kocaeli MM Council in the aftermath of the Marmara Earthquake based on the strong requests from people in the region and across Turkey regarding volunteering. With the entry into force of the Regulation on Voluntary Participation in Services Provided by Special Provincial Administrations and Municipalities, which was barely issued in 2005 despite all pressure and which is currently the only legislation in this regard, voluntary firefighting efforts started in many provinces, including Kocaeli, Istanbul, Antalya, Konya, Mersin, Adana, Bursa, Izmir, Tekirdağ, etc. However, no satisfactory progress has been achieved yet. Discussions on insuring volunteer firefighters and occupational safety are ongoing in many provinces. It is seen that to overcome this problem, municipalities which are implementing voluntary

firefighting system include an article in their regulations or directives on voluntary firefighting for taking out insurance policies and deliver in-service training to volunteers on occupational safety. It would be beneficial if voluntary firefighting practices in Turkey are reviewed taking into account the practices in other countries which are discussed in detail in the Comparative Analysis Report and if a framework legislation is established at national level.

It is known that in countries in which this practice is widely used, volunteer firefighters are mainly employed within fire departments in need in rural areas. It is seen that similar practices started to be implemented in Turkey even if just a little.

The current situation of voluntary firefighting practice at certain municipal fire departments are presented in the following table.

**Table 8- Number of Voluntary Firefighters Registered with Certain Metropolitan and Provincial Municipalities in Turkey**

PROVINCE	SAMSUN	KAYSERI	K.MARAŞ	BALIKESIR	DENIZLI	TEKİRDAĞ	MUĞLA	YALOVA	ELAZIĞ	EDİRNE	İSTANBUL	KOCAELI
NUMBER OF VOLUNTEER FIRE-FIGHTERS	---	---	---	75	---	173	---	---	---	135	361	1,750

When the data in Table-8 is compared with the data from voluntary firefighting practices in other countries, we can say that voluntary firefighting has put forward a deficiency that is very important for fire departments in Turkey. The Regulation on voluntary firefighting prepared by Fire Department of Kocaeli MM might be guiding for work to be undertaken.

## **REGULATION ON VOLUNTARY FIREFIGHTING**

### **1. PURPOSE**

The regulation aims to promote the firefighting profession to the public, to raise volunteers trained on fire and rescue, to ensure contribution from people for response against fire and disasters and to lay down the obligations that should fulfilled by those who wants to be a “Volunteer Firefighter” at the Fire Department of Kocaeli MM.

### **2. SCOPE**

This Regulation covers the admission, tasks, uniforms, training and responsibilities termination of the volunteering of “Volunteer Firefighters” to serve under the Fire Department of Kocaeli MM.

### **3. LEGAL BASIS**

- Law No. 5216 on Metropolitan Municipalities
- Law No. 5393 on Municipality
- Regulation on Municipal Fire Services (Official Gazette of 21 October 2006 issue 26326)
- Regulation on Voluntary Participation in Services Provided by Special Provincial Administrations and Municipalities (Official Gazette of 09 October 2005 issue 25961)

#### **4. DEFINITION OF VOLUNTARY FIREFIGHTING**

Volunteer members of the community who are self-sacrificed, responsible and disciplined enough required by the firefighting profession and who perform their duties on time and completely without discrimination based on religion, language and race are called "Volunteer Firefighters".

#### **5. REQUIREMENTS FOR BEING A VOLUNTEER OR YOUNG VOLUNTEER FIREFIGHTER**

- To be a Turkish citizen
- To be older than 11 years old for Young Voluntary Firefighting and 18 years old for Voluntary Firefighting
- At least to be a primary school graduate for voluntary firefighting
- To document appropriateness for working conditions of the fire department with a medical report
- To take criminal report form Public Prosecution Office

#### **6. DUTIES OF VOLUNTEER FIREFIGHTERS**

Under the coordination of the Fire Department:

**6.1.** To assist in response to and extinguishing fires,

**6.2.** To assist to fire squads in responding to and providing first aid services in incidents, such as accidents, collapses, explosions, being stuck, etc., that require technical rescue capabilities,

**6.3.** To take part in activities aimed at rescue of life and salvage from debris and wrecks due to natural disasters or emergencies,

**6.4.** To raise public awareness on measures to be taken against fires and disasters.

f) Take part in training, exercises, search and rescue efforts undertaken by the Fire Department.

**6.5.** To assist in response to fires and disasters within country or abroad

#### **7. ADMISSION TO VOLUNTARY FIREFIGHTING, TRAINING AND WORKING ORDER**

**7.1.** Those who would like to be a volunteer firefighter shall personally apply to the AFKOM Branch of the Fire Department of Kocaeli MM.

**7.2.** Volunteer firefighters shall receive theoretical and practical training of 40 hours in total during weeks under the program to be prepared and implemented by the Prevention and Training Branch. Theoretical part of training shall include the following topics:

- Motivation training
- Fire services legislation
- Combustion and fire, characteristics and development of fires
- Hazards at fire scenes
- Information on vehicles and materials
- Extinguishing substances and techniques,
- Information on search and rescue,
- Information on fire prevention,
- Information on firefighting vehicles and materials

- Teamwork and response exercises

**7.3.** It shall be compulsory for candidate volunteer firefighters to attend the entire training. Trainees shall be subjected to a multiple examinations at the end of the training. Those who achieve to get a score of 60 or more shall be entitled to be a Volunteer Firefighter. Successful trainees shall serve as interns for 40 hours, and at the end of internship period, they shall be given a "Volunteer Firefighter ID Card".

Those who document that they have served as a professional firefighter at least for two years and who want to provide support in their area of expertise shall be admitted as Volunteer Firefighters without being subjected to an examination.

In the framework of protocols that may be signed with public institutions and organizations, public professional organizations, associations, foundations, professional chambers and other local administration units, members of them shall be considered as Volunteer Firefighters.

## **8. TERMINATION OF VOLUNTARY FIREFIGHTING**

**8.1.** To act incompatible with the institutional identity of Kocaeli MM

**8.2.** To not perform assigned tasks.

**8.3.** To be found guilty of any kind of crimes or acts of infamy.

**8.4.** To not involve in monthly duty rosters for 1 (one) year without a permission or excuse.

**8.5.** Based on the above-mentioned reasons, volunteer firefighter status of a person shall be terminated upon proposal of the AFKOM Branch Manager, consent of the Head of Fire Department and approval of the Assistant Secretary-General in charge of Fire Department.

## **9. FINANCIAL PROVISIONS**

**9.1.** Personal accident insurance policies of Volunteer Firefighters shall be paid by the Fire Department of Kocaeli MM.

**9.2.** During their duty period, tools, equipment, uniforms and personal protective equipment for Volunteer firefighters shall be provided by the Fire Department.

**9.3.** During their duties at the fire sections, food and accommodation needs of Volunteer Firefighters shall be provided by the Fire Department.

**9.4.** During their working periods, their transportation to and from the working places shall be provided by the Fire Department.

**9.5.** If a Volunteer Firefighter takes part, together with the Fire Department of Kocaeli MM, in a disaster within or outside the country, his/her transportation, food and accommodation costs shall be covered by the Fire Department.

**9.6.** Volunteer Firefighters cannot claim any right from the Fire Department of Kocaeli MM except for the benefits specified in the above paragraphs.

## **10. ENTRY INTO FORCE AND ENFORCEMENT**

**10.1.** This Regulation enters into force on the date it is adopted by the Kocaeli MM Council.

**10.2.** The provisions of the Regulation shall be enforced by the Mayor of Kocaeli MM.

**10.3.** As of the entry into force of this Regulation, the provisions of the Regulation on voluntary firefighting shall expire.

## 5. Effectiveness of Current Fire Departments and Case Studies

Recognized as an ultimate goal during the performance of public services, the effectiveness is among the important points for the delivery of high-quality services. For people, the effectiveness of emergency services is related to whether emergencies are responded on time, with appropriate staff and tools.

The effectiveness of fire services affects the health and security of those benefiting from the service. Providing better fire services ensures reducing the loss of life and the damages in emergencies, however, a mistake made by firefighting personnel during a fire and rescue may cause to put a victim's life in danger. On the other hand, fires, which are in the main remit of fire departments, are an important factor affecting the planning and development of and the provision of various municipal services in cities. The impact on the national budget of fires occurring in one year is more than that of traffic accidents. However, fire departments have been neglected by public administration experts both in the past and today. Since the provision of fire services is directly related to the right to life of the beneficiaries of the service, the effectiveness of these services also impacts the relationship between the citizens and the state. Rapid and effective fire services increase the trust and commitment of citizens in the state, whereas problems occurring during the provision of these services may cause to question the trust in the state as well as its authority.

The 1999 Marmara Earthquake can be recognized as a significant milestone in terms of the development of fire departments and improvement of the quality of their services. This major disaster brought the deficiencies into view, caused all institutions to criticize themselves and led to the start of efforts aimed at restructuring and strengthening many areas, including disaster management and emergency organizations. Fire departments are also among these organizations. Certain MM fire departments and provincial fire departments in Turkey have come a long way based on these restructuring and strengthening efforts, and today, they can provide services almost in the European standards. Certain provincial fire departments and many district and town fire brigades could, however, not catch up with this development and are currently striving to produce services with very limited opportunities.

### 5.1. Emergency Response and 112 Emergency Call Centre Practices

Across the world, response to an emergency starts upon receiving the notice. Reaching the location of an incident on time, deploying appropriate personnel, vehicles and equipment, communication and coordination with other emergency agencies are of great importance in terms of safety of life and property.

In Turkey, there were many emergency hotlines used, such as 110 Fire Services, 177 Forest Fires, 155 Police, 156 Gendarmerie, 158 Coast Guard, 122 Disaster and Emergency Management Agency, etc.; however, "Single Number in Emergencies, 112 Emergency Call Centres" service, which was first piloted within Antalya and Burdur Governorships in 2014, put into service as an important step in this regard.

The service has been quickly disseminated to other provinces since 2014, and today, it is operating in approximately 50 provinces. It is considered that the "Single Number in Emergencies, 112 Emergency Call Centres" service is very useful in terms of communication and coordination among response institutions and that other provinces are necessarily start to use this system in terms of service quality. Utilising technologic systems, such as advanced

communication systems, incoming call location determination system, camera systems, digital maps, etc., at these call centres is of great importance for fire departments to provide high-quality services.

Inclusion of fire departments in the Single Number in Emergencies, 112 Emergency Call Centre system, which was established within Governorships, is also of great importance in terms of linking fire departments, which are serving at local level, with the central government.

The 112 Emergency Call Centres established within Governorships in Turkey must be standardized in terms of buildings, common communication systems (radio), personnel training, and technologic equipment used at these centres.

## 5.2. Fire Protection and Public Awareness-Raising Practices

Although in-service training topics for fire departments are stated in the Regulation on Municipal Fire Services, it cannot be said that fire departments carry out such training activities in compliance with a certain standard due to inadequate training facilities for relevant training topics. In-service training topics specified in the Regulation on Municipal Fire Services are currently inadequate for fire departments and should therefore be readdressed with a holistic approach.

On the other hand, each municipality implements different training programs for public awareness activities. It is not possible to say that there is a standard practice in this regard.

There are two types of training activities at fire departments. The first one is in-service training for fire departments and the second one is those delivered for raising public awareness on disasters and emergencies (including fire prevention and safety).

It is necessary to standardize both types of training delivered by fire departments across the country. A national in-service training curriculum, which covers all firefighter positions, and which is repeated periodically, and standard training modules for public training should be developed and separate training programs should be organized for children, young people, adults and disabled people.

**Table 9- Number of People Trained on Fire Prevention by Certain Metropolitan and Provincial Municipalities in Turkey**

PROVINCE	NUMBER OF PEOPLE TRAINED ON FIRE PREVENTION IN 2020
SAMSUN	16,385
KAYSERI	19,663
K.MARAŞ	8,147
BALIKESIR	44,748
DENIZLI	27,772
TEKİRDAĞ	4,125
MUĞLA	36,537
YALOVA	4,391
ELAZIĞ	1,494
EDİRNE	1,510

### **5.3. Fire Safety and Inspection Service Practices**

Fire safety and inspection services of municipal fire departments are conducted by the personnel graduated from various disciplines at the high school, associate degree and bachelor's degree levels. However, for the personnel, who are working in these units, to serve high-quality services for the tasks assigned them with the Regulation on Protection of Buildings against Fire, they should be selected among technical candidates who have at least bachelor's degree from architecture or engineering departments.

The problems at fire departments regarding the implementation of Regulations prevent them from serving high-quality services. Fire departments had the power to give approval during the issuance of construction and occupancy permits before 2012, however, such power was completely transferred to licencing agencies (municipalities, Ministry of Health, Ministry of National Education, Ministry of Youth and Sports, Ministry of Family, Labour and Social Services, Turkish National Police, Organized Industrial Zones, etc.) with the amendments made in the Regulation on Protection of Buildings against Fire in 2012. Involving fire departments in the process of issuance of Business Licenses despite they are not involved in the process of issuance of construction and occupancy permits cause them to challenge with deficiencies which are overlooked during the initial phase as well as with citizens. Furthermore, the changes for the intended use of building cause problems for fire departments. In addition, certain articles of the Regulation on Protection of Buildings against Fire contradict with certain articles of the Regulation on Land Development of Planned Areas and relevant TSE Standards. Such and similar cases have an adverse effect on the service quality of fire departments.

Structures may be categorized considering topics in the Regulation on Protection of Buildings against Fire, and standard audit reports may be developed accordingly.

One important factor in the delivery of fire prevention and extinguishing services is related with the supply of extinguishing water. It is of great importance for the fire safety of settlements to install fire hydrants on the public water mains at intervals stipulated in the Regulation on Protection of Buildings against Fire considering the fire risk of regions.

The Regulation on Protection of Buildings against Fire should be updated based on a review by a well-attended commission.

### **5.4. Disaster and Emergency Service Practices**

Municipalities, particularly MMs, have been establishing disaster coordination centres with an aim to coordinate their units during disasters and emergencies. Through these centres, MMs provide disaster and emergency services and perform the tasks, which are required to be fulfilled by municipalities before, during or after disasters under their mission in Provincial Disaster Coordination Centres (Disaster Response Plans of Turkey - TAMP). These centre should be spread in other provinces across Turkey. These coordination centre also serve as municipal sub-units of Disaster and Emergency Management Centres (AADYM) established under provincial governorships. At this point, the delivery of high-quality services may be reinforced by using information technologies, such as multi-channel communication systems, geographic information systems, camera systems, digital maps, etc.

## 5.5. 2020 Data for Activities of Certain Fire Departments in Turkey

### 5.5.1. Data on Capacities of and Number of Incidents Responded by Certain Fire Departments in Turkey

Table 10 - Data on Capacities of and Number of Incidents Responded by Fire Departments of Certain Metropolitan and Provincial Municipalities in Turkey

PROVINCE	AREA OF RESPONSIBILITY	POPULATION	NUMBER OF PERSONNEL	NUMBER OF FIREFIGHTING VEHICLES	ANNUAL NUMBER OF INCIDENTS RESPONDED (2020)
SAMSUN	9,579 km <sup>2</sup>	1,348,542	214	47	6,999
KAYSERI	16,917 km <sup>2</sup>	1,421,455	257	53	7,512
K.MARAŞ	14,327 km <sup>2</sup>	1,168,163	417	66	7,876
BALIKESIR	14,292 km <sup>2</sup>	1,240,285	688	133	8,757
DENIZLI	12,134 km <sup>2</sup>	1,040,915	500	84	7,018
TEKİRDAĞ	6,218 km <sup>2</sup>	1,081,065	270	63	12,351
MUĞLA	12,974 km <sup>2</sup>	1,000,773	494	130	6,106
YALOVA	139 km <sup>2</sup>	149,330	62	13	1,019
ELAZIĞ	2,230 km <sup>2</sup>	440,513	107	18	10,387
EDİRNE	955 km <sup>2</sup>	180,901	63	10	1,388

It is observed that the many fire departments, except for a few fire departments of certain MMs, are striving to provide services for thousands of incident, as given in the above table, with insufficient personnel, facilities, vehicles and equipment.

### 5.5.2. Data for Training and Inspection Activities of Certain Fire Departments in Turkey

Table 11 - Data for Training and Supervision Effectiveness of Fire Departments of Certain Metropolitan and Provincial Municipalities in Turkey

PROVINCE	NUMBER OF PEOPLE TRAINED ON FIRE PREVENTION (2020)	NUMBER OF ENTERPRISES INSPECTED
SAMSUN	16,385	1,478
KAYSERI	19,663	496
K.MARAŞ	8,147	571
BALIKESIR	44,748	1,585
DENIZLI	27,772	883
TEKİRDAĞ	4,125	970
MUĞLA	36,537	827
YALOVA	4,391	429

<b>ELAZIĞ</b>	1,494	700
<b>EDIRNE</b>	1,510	265

It is seen that certain MMs and provincial municipalities develop and implement training programs through their own personnel

### 5.5.3. Activities of the Fire Department of Samsun MM

When the activities of the Fire Department of Samsun MM are examined to set an example for all fire departments of MMs.

#### **Area of Responsibility:**

Surface Area: 1,055 km<sup>2</sup>

Population: 1,348,542 persons

Annual Number of Responded Incidents (2020 data): 6,999

#### **Fire, Accident and Disaster Risks by Geographic Position**

Samsun has urban and forest fire and traffic accident risks and is located within the influence area of earthquakes occurring on the North Anatolia Fault Line. The provincial centre and districts of Samsun are located within seismic zones I, II and III according to their distance to the North Anatolia Fault Line.

Looking at the climatic characteristics of Samsun, the main risks are rains that influence various coastal districts each year and the occurrence of inundation or flood incidents.

There are three Organized Industrial Zones in the provincial boundaries of Samsun which were established in Tekkeköy, Kavak and Bafra districts.

#### **Staffing:**

It is seen that the Fire Department of Samsun MM carries out its activities with a total of 214 personnel, including:

- 1) 18 personnel in the Disaster Coordination Branch;
- 2) 184 personnel in the Response Branch; and
- 3) 12 personnel in the Measures and Training Branch.

According to the data from Samsun MM, Samsun falls into the group A2 in terms of municipal standard job positions. At fire departments of municipalities within the group A2, there are a total of 511 standard job positions, including:

- Head of Fire Department: 1
- Fire Branch Manager: 6
- Fire Superintendent: 18
- Fire Brigade Sergeant: 54
- Firefighter: 432.

The number of personnel as presented in the following tables is 214. The fire department of Samsun MM is striving to perform its task with personnel occupancy rate of 41.87% according to standard job positions. Response personnel are working in three shifts in a way to work for 24 hours and to rest for 48 hours. The average age of the personnel is 44.1.

**Table 12- Distribution of Personnel of the Fire Department of Samsun MM by Units and Status**

Institution: Fire Department of Samsun MM										
Educational Background (number of personnel)	Disaster Coordination Branch	Primary School	Secondary School	High School	Associate Degree	Associate Degree (from Firefighting VHS)	Bachelor' s	Master' s	Total Number of Persons	Average of Age
	Civil Servant	1	2		2		2	2	9	48
	Contracted Personnel								0	
	Workers	1							1	53
	Outsourced Personnel	2	3	1	1		1		8	44
	Response Branch	Primary School	Secondary	High School	Associate	Associate Degree (from Firefighting VHS)	Bachelor' s	Master' s	Total Number of Persons in the Branch	18
									Average of Age in the Branch	46.5
	Civil Servant	8	15	28	11		29	3	94	45
	Contracted Personnel						1		1	47
	Workers	20	8	9					37	47
Outsourced Personnel	10	11	23	5	2	1		52	40	
Measures and Training Branch	Primary School	Secondary	High School	Associate	Associate Degree (from Firefighting VHS)	Bachelor' s	Master' s	Total Number of Persons in the Branch	184	
								Average of Age in the Branch	44	
Civil Servant			1		1	5	2	9	41	
Contracted Personnel								0		
Workers								0		
Outsourced Personnel		1	1			1		3	48	
<b>Total Number of Persons</b>					<b>214</b>			<b>Total Number of Persons in the Branch</b>	<b>12</b>	

	Overall Average of Age	44.1	Average of Age in the Branch	46.6
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The Fire Department of Samsun MM implements voluntary firefighting system at the training level only.

**Available Firefighting Vehicles:**

**Table 13- Number of Response Vehicles Used by the Fire Department of Samsun MM**

Firefighting Vehicles:	Ilkadam	Bafra	Çarşamba	Havza	Vezirköprü	Total
Assistance Guidance Vehicle	1					1
First Response Firefighting Vehicle	2	1	1	1	1	6
Multipurpose Fire Truck	3	1	2			6
Firefighting Vehicle with Water Tank	1	2	4	4	2	13
Ladder Vehicle (32, 37, 44, 56)	2	1	1			4
Fire Truck with Ladder (Combi)	2	2	3	3	2	12
Rescue Vehicle	1					1
Water Tanker (10 and 12 tons)	1	1				2
Narrow Firefighting Vehicle	0			1	1	2
<b>Total</b>	13	8	11	9	6	<b>47</b>

There are 17 districts in Samsun. Assuming that there is a fire station in each district with an average population (25,000-50,000 people), there should be 7 vehicles in each district according to Article 42 of the Regulation of Municipal Fire Services, and accordingly there should be 119 vehicles in 17 districts. However, as seen in the table, there are 47 firefighting vehicles in Samsun. The fire department in Samsun operates with a capacity of 39.49% in terms of number of vehicles according to the regulation.

**112 Emergency Call Centre:**

The fire department in Samsun has been operating as a part of the “Single Number in Emergencies.

The 112 Emergency Call Centre was launched two years ago. The number of fake reports has decreased since then.

There is shift system according to which personnel work for 24 hours and rest for 48 hours.

85% of communication is made via radio.

**Application of National Occupational Standards for Fire Services:**

The fire departments in Samsun apply national occupational standards at level 3-4.

**Daily Work and In-Service Training Schedule:**

There is a daily work and in-service training schedule.

**Table 14- Topics and Monthly Duration of In-Service Training Delivered by the Fire Department of Samsun MM**

No.	Topic of Training	Time (Hour)
1	Combustion Fire Knowledge	10
2	Fire Safety Measures	4
3	Extinguishing Substances, Devices and Technical Instructions	10
4	Hazards at Fire Scenes	2
5	Material Knowledge	20
6	Firefighting Vehicles:	13
7	Fire Response Techniques	20
8	Call Centre Management and Communication Principles	3
9	Rescue Knowledge and Techniques	27
10	First Aid Knowledge	33
<b>Total</b>		<b>142</b>

There is a training centre with appropriate facilities, kids club and training books.

**Protective and Preventive Measures:**

The fire department in Samsun provides the following protective and preventive services.

- Project Approval
- Occupancy Permit Approval
- Business License
- Public Awareness Raising Activities
- 2-hour training for businesses
- Training exercises for students
- Volunteer Firefighter Training
- Lifeguard services
- Chimney Cleaning (through private companies)

**Fire-related Approval Services for Construction Permit, Occupancy Permit and Business License Approval**

Upon applications made by the authorized licensing institutions, services are provided for project approval, occupancy check and workplace reports following respective inspections.

There are problems regarding the implementation of certain sections of the regulation; for example, failure to eliminate deficiencies that occur at structures without water extinguishing systems but are reported again due to owner change, at buildings with no second exit, which is mandatory according to the regulation, at inspections related to runoff distances and due to hand over of buildings without occupancy permit from public authorities.

**Public Awareness Raising Activities:**

After evaluating all applications received through fire department training centres, activities are carried out for raising awareness of disaster, emergency and fire safety through programs at training centres or on-site.

**Strategic Objective and Performance Indicators:**

**Table 15- Strategic Goal, Strategic Objectives and Performance Indicators of the Fire Department of Samsun MM**

<b>STRATEGIC GOAL</b>		<b>A.6. TO ENSURE GOVERNANCE OF THE PROVINCE ALONG WITH ALL STAKEHOLDERS</b>			
<b>STRATEGIC OBJECTIVE</b>		<b>H.6.3. To take measures against disaster risks along with the public</b>			
<b>PERFORMANCE TARGET</b>		<b>To take measures in 2021 against disaster risks along with the public</b>			
<b>Explanation:</b> The Fire Department will organize training and exercise events to take measures against disaster risks with along with our public to ensure the governance of the province along with all stakeholders.					
<b>NO</b>	<b>PERFORMANCE INDICATOR</b>	<b>SCALE</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
1	<b>PG.6.3.1 Conducting Fire Safety Inspections across the Province</b>	Number of Inspections	4,000	3,600	3,600
2	<b>PG.6.3.2 Number of Fire Safety Training and exercise events organized for the public</b>	Number of Events	150	250	300
3	<b>PG.6.3.3 Number of participants in Fire Safety Training and exercise events organized for the public</b>	Number of Person	5,000	25,000	75,000
<b>STRATEGIC GOAL</b>		<b>A.10 TO ENSURE THAT FIRE, DISASTER AND EMERGENCY RESPONSE CAPACITY WITHIN THE RESPONSIBILITY AREA OF OUR PROVINCE IS INCREASED</b>			
<b>STRATEGIC OBJECTIVE</b>		<b>H.10.1 Taking measures for improving the capacity of rapid and effective response to fire incidents</b>			
<b>PERFORMANCE TARGET</b>		<b>Taking measures for improving the capacity of rapid and effective response to fire incidents in 2021</b>			

<b>Explanation:</b> Measures will be taken to improve the capacity of rapid and effective response to fire incidents to ensure that fire, disaster and emergency response capacity within the responsibility area of our province is increased.					
<b>NO</b>	<b>PERFORMANCE INDICATOR</b>	<b>SCALE</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
1	<b>PG.10.1.1. Establishment of Fire Stations</b>	Number of Stations	4,000	3,600	3,600
<b>Explanations:</b> Establishment of fire stations at Ilkadım, Kiran and Yakakent districts					
2	<b>PG.6.3.2 Number of Fire Safety Training and exercise events organized for the public</b>	Number of Events	150	250	300
<b>Explanations:</b> To complete the construction of Vezirköprü Fire Station Building and to start the construction of Atakum service building					
3	<b>PG.6.3.3 Number of participants in Fire Safety Training and exercise events organized for the public</b>	Number of Person	5,000	25,000	75,000
<b>Explanations:</b> Delivery of Combi firefighting vehicle (with water tank and ladder) to Ayvackı and Atakum Stations					
<b>STRATEGIC GOAL</b>		<b>A.10 TO ENSURE THAT FIRE, DISASTER AND EMERGENCY RESPONSE CAPACITY WITHIN THE RESPONSIBILITY AREA OF OUR PROVINCE IS INCREASED</b>			
<b>STRATEGIC OBJECTIVE</b>		<b>H.10.2 To take life safety measures at existing beaches and blue flag areas in districts</b>			
<b>PERFORMANCE TARGET</b>		<b>To take life safety measures at existing beaches and blue flag areas in districts in 2021</b>			
<b>NO</b>	<b>PERFORMANCE INDICATOR</b>	<b>SCALE</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
1	<b>PG.10.2.1 To provide lifeguard services at existing beaches in districts</b>	Km	25	29	29
2	<b>PG.10.2.2 To provide lifeguard services at existing blue flag areas in districts</b>	Number of Locations	6	7	12
<b>STRATEGIC GOAL</b>		<b>A.10 TO ENSURE THAT FIRE, DISASTER AND EMERGENCY RESPONSE CAPACITY WITHIN THE RESPONSIBILITY AREA OF OUR PROVINCE IS INCREASED</b>			
<b>STRATEGIC OBJECTIVE</b>		<b>H.10.3 To take measures for minimizing loss of life and property during disasters and fire incidents</b>			
<b>PERFORMANCE TARGET</b>		<b>To take measures for minimizing loss of life and property during disasters and fire incidents in 2021</b>			

NO	PERFORMANCE INDICATOR	SCALE	2019	2020	2021
1	PG.10.3.1 In-service training time of personnel in charge of disaster response	Hour	240	240	240
2	PG.10.3.2 Need for personnel to work for disaster response	Number of Person	239	150	125
3	PG.10.3.3 Renewing personal protective equipment of the personnel in charge of disaster response	Number of equipment	150	186	125
4	PG.10.3.4 Number of Volunteer Firefighters	Number of Person	20	50	50

#### **Disaster and Emergency Services:**

A Disaster Response Plan was prepared as part of the Disaster Plan of Samsun. Joint training and exercises are carried out with AFAD. AFAD's awareness raising programs are supported. Requests of any kind from provinces in the region are responded. Brochures are distributed for informing the public in Samsun on how to act in emergencies.

#### **Voluntary Firefighting Activities:**

A joint EU funded project is carried out with the Department of Project Development for spreading voluntary firefighting.

Training is delivered on search and rescue activities to interested non-governmental organizations as well as teams established under the guidance of masters of neighbourhoods in rural areas.

#### **COVID-19 Measures**

Actions were taken in line with instructions from the Governorship and Municipality.

Strict measures were taken for people, especially employees, entering Fire Stations, without interrupting services.

Warning announcements were made to the public via firefighting vehicles.

#### **Current Situation of the Fire Department of Samsun MM:**

When the current situation of the Fire Department of Samsun MM is reviewed, it is seen that the statuses of personnel vary, that the rate of occupancy of the standard job position is 41.87%, and that personnel are employed in four different statuses.

The vehicle capacity according to the Regulation on Municipal Fire Services is currently 39.49%.

It is stated that there are problems with citizens regarding the implementation of the Regulation on Protection of Buildings against Fire and inspections made for business licenses.

It is stated that there is no significant deficiency for the operation of 112 Emergency Call Centre.

It is seen that the Department has strategic goal and objectives and performance indicators.

It is stated that regarding the public training services, the department has a kids club and training books.

It is stated that daily working schedules and in-service training programs are prepared by in-house personnel and followed, and that the department has a training centre and training facilities.

It is stated that an EU-funded project is carried out jointly with the Department of Project Development for spreading voluntary firefighting practices and that training is delivered on search and rescue activities to interested non-governmental organizations as well as teams established under the guidance of masters of certain neighbourhoods in rural areas.

It is stated that as part of disaster and emergency services, joint activities are carried out with the Provincial Directorate of Disasters and Emergencies.

#### **5.5.4. Activities of Fire Department of Yalova Municipality (Provincial Municipality)**

When the activities of the Fire Department of Yalova Municipality are reviewed as an example for the activities of Fire Departments of Provincial Municipalities:

##### **Area of Responsibility:**

Surface Area: 139 km<sup>2</sup>

Population: 149,330

Annual Number of Responded Incidents (2020 data): 1019

##### **Fire, Accident and Disaster Risks by Geographic Position**

As a province which experienced the 17 August earthquake and is located within the 1st degree seismic zone, Yalova has, aside from the earthquake risk, a forest fire risk due to the forests lying from east to west across the province. There are also local and seasonal floods occurring in this region from time to time, but no large-scale flood or landslide has occurred recently. In addition, there is an industrial zone in the region in which factories produce chemicals and store them for delivery to various parts of the country. There is intensive road traffic in terms of the transport of chemical substances. Having a key location for the transportation between Marmara and Aegean Regions through Izmit - Yalova - Bursa route, Yalova has a significant capacity in terms of the transportation of chemical substances.

##### **Staffing:**

It is seen that the Fire Department of Yalova Municipality carries out its services with 62 personnel.

Yalova falls into the Group B3 in terms of municipal standard job positions. At Fire Departments of municipalities within Group B3, there are a total of 63 standard job positions, including:

- Fire Marshall: 1
- Fire Superintendent: 2
- Fire Brigade Sergeant: 6
- Firefighter: 54

As shown in the following table, the total number of personnel is 62. Although the number of personnel in the Fire Department of Yalova Municipality appears to be partly sufficient according to the standard job positions, there are differences in terms of statuses of personnel. Response personnel are working in three shifts in a way to work for 24 hours and to rest for 48 hours. The average age of the personnel is 47.

**Table 16- Distribution of Personnel of Fire Department of Yalova Municipality by Units and Status**

Status	Primary School	Secondary School	High School	Associate Degree	Bachelor's Degree	Master's Degree	Total
Civil Servant	-	1	4	6	8	1	20
Worker	8	8	22	-	1	1	39
Outsourced Personnel		1			1		2
<b>Total</b>	<b>8</b>	<b>10</b>	<b>26</b>	<b>6</b>	<b>10</b>	<b>2</b>	<b>62</b>

It is stated that the Fire Department of Yalova Municipality has no voluntary firefighting practices.

**Available Firefighting Vehicles:**

There are a total of 13 vehicles, including 2 first-response vehicles, 2 multi-purpose vehicles, 1 ladder vehicle, 1 forest vehicle (4x4), 1 rescue vehicle, 4 water supply vehicles and 2 crew cabs. The total number of vehicles seems appropriate according to the Regulation on Municipal Fire Services.

**112 Emergency Call Centre:**

The 112 Emergency Call Centre was established on 03 November 2015 with a fire services desk in charge of the whole province.

Regarding the operation of 112 Emergency Call Centre, the Fire Marshall stated that “The biggest problem at our 112 Emergency Call Centre is that the provincial municipality and district municipalities have separate structures independent of each other. It is also a problem to call for support personnel from district municipalities due to districts being far away from each other. The area of service and responsibility for MMs are the provincial boundaries, whereas in the case of provincial municipalities, it is dispersed among the provincial municipality and district municipalities according to district boundaries; this has resulted in failure to establish a healthy communication network. Information centres continue to operate in all stations. It takes longer time to receive a notice and forward it to the centre. The personnel working at the 112-fire desk were given no training on such topics as communication skills, receiving a notice and organization. Vehicle tracking systems do not operate healthily and maps are not updated.”

**Implementation of National Occupational Standards for Fire Services:**

The Fire Department of Yalova Municipality has not yet implemented the National Occupational Standards for Fire Services.

**Daily Work and In-Service Training Schedule:**

There is no written daily working schedule at the Fire Department of Yalova Municipality. Shifts start with handover of vehicles and materials at 9:00 am carried out with habitual methods. There is no in-service training program; daily training is held when necessary. There is no sports and training facility.

**Protective and Preventive Measures:**

The Fire Department fulfils the inspection and reporting tasks imposed by the Regulation on Protection of Buildings against Fire.

**Fire-related Approval Services for Construction Permit, Occupancy Permit and Business License Approval**

Regarding license approvals, businesses to be opened are checked to determine whether they have taken fire safety measures and findings are reported in accordance with documents sent during the licencing phase to the Fire Department by the institution or unit authorized to issue business licenses.

**Public Awareness Raising Activities:**

The following activities are carried out upon request: delivery of fire safety training at enterprises; holding information seminars for children at schools, delivery of applied training for NGOs within the province. For children, various activities are carried out for fun at simple physical parkours, and games are played with a small wooden firefighting vehicle and fire house. Children participating the events organized at these parkours during the fire services week or on 23 April are given participation and "Volunteer Child Firefighter" certificates.

**Strategic Objective and Performance Indicators:**

In the Strategic Plan of the Fire Department of Yalova Municipality, the objective is set as "To take necessary measures against fire incidents and disasters and to increase the response capacity", whereas the performance indicators are determined as "reaching the fire scene within maximum six minutes, in-service training time per person, number of exercises and number of trained persons".

**Disaster and Emergency Services:**

Activities are carried out in accordance with tasks assigned by the Provincial Disaster and Emergency Management Centre.

**Voluntary Firefighting Activities:**

The Fire Department of Yalova Municipality has no voluntary firefighting practices.

**COVID-19 Measures**

Actions are taken in accordance with instructions from the Governorship and the Municipality.

**Current Situation of the Fire Department of Yalova Municipality:**

When the situation regarding the personnel of the Fire Department of Yalova Municipality is reviewed, it is seen that although the number of personnel employed is close to the number of standard job positions, there are differences in the statuses of the personnel.

It is stated that the number of available firefighting vehicles is in accordance with the Regulation on Municipal Fire Services and that however, these vehicles do not comply with the requirements.

It is stated that there is no voluntary firefighting practice.

It is stated that there is no daily working schedule, nor is there an in-service training program.

It is stated that there are problems arising from the lack of training of the personnel working at the 112 Emergency Call Centre and insufficient technological equipment.

It is stated that the Fire Department has strategic goals and objectives, and performance indicators.

It is stated that regarding training for raising public awareness, training programs developed by the in-house personnel are implemented in line with requests from enterprises and non-governmental organizations and simple physical activities are carried out at parkours for fun, aimed at introduction of fire services and informing about fire safety.

It is stated that as part of disaster and emergency services, joint activities are carried out with the Provincial Directorate of Disasters and Emergencies.

It is stated that Regarding license approvals, businesses to be opened are checked to determine whether they have taken fire safety measures and findings are reported according to the documents sent during the licencing phase to the Fire Department by the institution or unit authorized to issue business licenses.

#### 5.5.5. Current Situation of Fire Departments of District and Town Municipalities in Yalova

Table 17- Number of Vehicles and Personnel of Fire Departments of District and Town Municipalities in Yalova

DISTRICT/TOWN OF YALOVA	GOVERNING STRUCTURE	POPULATION (2020)	SURFACE AREA (km <sup>2</sup> )	NUMBER OF FIREFIGHTING VEHICLES	NUMBER OF FIREFIGHTING PERSONEL
ALTINOVA	District	30,780	113	3	10
ARMUTLU	District	9,901	166	3	7
ÇINARCIK	District	31,699	147	9	30
ÇİFTLIKKÖY	District	44,808	136	5	21
TERMAL	District	6,532	67	3	6
ESENKÖY	Town	3,000	31	4	6

When Table 17 is reviewed it is seen that:

In Termal district, there are 6 personnel as stipulated in the standard job positions, and there are 3 firefighting vehicles, although there should be 1 vehicle according to the Regulation on Municipal Fire Services. This seems normal considering the tourism potential of Termal district both in summer and winter.

In Armutlu district there are 7 personnel as stipulated in the standard job positions and there are 3 firefighting vehicles although there should be 1 vehicle according to the Regulation on Municipal Fire Services. This seems normal considering the tourism potential of Armutlu district both in summer and winter.

In Altınova district, there are 10 personnel although there should be 19 personnel in accordance with the standard job positions, and there are 3 firefighting vehicles although there should be 7 vehicles according to the Regulation on Municipal Fire Services. Considering the industrial facilities located in Altınova district, it is in evidence that the number of both personnel and vehicles are highly insufficient.

In Çınarcık district, there are 30 personnel although there should be 19 personnel in accordance with the standard job positions, and there are 9 firefighting vehicles although there should be 7 vehicles according to the Regulation on Municipal Fire Services. This seems normal considering the tourism potential of Çınarcık district during summer.

In Çiftlikköy district, there are 21 personnel although there should be 22 personnel in accordance with the standard job positions, and there are 5 firefighting vehicles although there should be 7 vehicles according to the Regulation on Municipal Fire Services. The number of vehicles seems to fall short considering the tourism potential of Çiftlikköy district during summer.

In Esenköy district, there are 6 personnel although there should be 5 personnel in accordance with the standard job positions, and there are 4 firefighting vehicles although there should be 1 vehicle according to the Regulation on Municipal Fire Services. This seems normal considering the tourism potential of Esenköy district during summer.

## 6. CONCLUSIONS AND RECOMMENDATIONS

The demand for high-quality public services makes it necessary to change the delivery of and to improve the Fire Services in Turkey, as is the case around the world. However, unlike the practices around the world, the interventions made regarding this service area in Turkey result in various problems, such as planning, coordination, standardization and volunteering, regarding fire services. This creates gaps in the implementation of principles, such as identification of standards for inspection, governance, locality of services and public services, that are required to offer high-quality services, beyond satisfying the needs for fire services.

To offer high-quality fire services effectively and efficiently, there is a need for new regulations, which will eliminate deficiencies of the service area and increase both the quality and quantity of action, coordination, standardization, training and inspection capabilities. Like fire departments in developed countries, all fire departments (metropolitan, provincial, district, town municipalities) in Turkey should be transformed into organizations which give confidence to the public they serve, with their buildings, vehicles, equipment and personnel's knowledge, skills, uniform, attitudes and behaviours in the face of events.

The fire services should be addressed with particular importance among public services and should be supported with a set of policies and practices not only at local administration level but also at central government level considering the specific characteristics of fire services. Delivering such services to citizens in an equitable manner can only be achieved with decisions and practices that comply with the perspective of the central government.

In this study, certain issues are highlighted based on the analysis of the information obtained through legislation and literature research and interviews with and written opinions of managers of fire departments of eight municipalities, including seven MMs and one provincial municipality.

### 6.1. Recommended Legislation for the Relationships Between the Central Government and Local Governments

As a short-term solution offer in terms of relations between the central government and local administrations, the problems regarding job definitions, training, inspection, coordination, standardization, etc. encountered in the delivery of fire services can be resolved at local level based on decisions taken at the Provincial Disaster and Emergency Coordination Board Meetings. Furthermore, Special Provincial Administrations (SPAs) and the Investment Monitoring and Co-ordination Departments, which were established by the Law No. 6360 on Establishment of Metropolitan Municipalities and Twenty Seven Districts in Fourteen Provinces and Amending Certain Laws and Decree-laws, may take significant role, under the "coordination and delivery of emergency call, disaster and emergency aid services" which is among their areas of responsibility, for resolving such and similar problems of fire departments and may contribute to reaching a solution for other problems, including their link with the central government. As a medium-term solution offer, it is recommended to make a legislative study at central level covering job descriptions of fire departments and training, inspection, coordination and standardization issues.

## **6.2. Recommended Legislation for Regulation on Municipal Fire Services and Regulation on Protection of Buildings against Fires**

### **6.2.1. Regulation on Municipal Fire Services**

Job descriptions in Article 6 “Duties and Responsibilities” of the Regulation on Municipal Fire Services should be clearly identified.

It is considered that job descriptions would be more clearly identified if Article 6 of the Regulation is amended as given in Table 1.

Furthermore, it is recommended to review and update Article 32 of the Regulation, including inspection issues stipulated therein, with a holistic approach.

### **6.2.2. Regulation on Protection of Buildings against Fires**

With amendments made in the Regulation on Protection of Buildings against Fire and the Regulation on Land Development of Planned Areas in 2012, the project review and approval process conducted by fire departments during issuance of construction and occupancy permits was repealed. However, fire departments were involved in the process of issuance of business licenses for the same buildings, and they experience substantial problems due to deficiencies which are ignored or overlooked during the issuance of construction and occupancy permits. Such circumstances adversely affect the service quality of fire departments.

One of the main problems in the inspection services of fire departments is that businesses operate in buildings the structural design of which are not suitable for them. One example in this regard may be to operate a school in a building that has a residential design and construction permit. Besides, the fact that many public institutions have the power to issue a licence according to their area of activity and that each institution is subject to their own regulations cause discrepancies in the practice in terms of fire safety. Fire departments cannot find a solution in such and similar circumstances; it is recommended that the Regulation on Protection of Buildings against Fire should be reviewed by a well-attended technical commission considering these problems.

## **6.3. Recommendations on Disaster and Emergency Management**

In our country, of the fundamental elements of disaster and emergency management (prevention, preparedness, response and recovery phases), only the response element is attached importance, whereas the other elements are put in the background. This approach unfortunately conflicts with today’s understanding of disaster and emergency management. However, one should attach the same level of importance to each of the four phases of disaster and emergency management mentioned above. The approach of the fire departments in our country is unfortunately in parallel with the abovementioned understanding. In other words, response activities are given priority within the emergency management, whereas prevention activities are put in the background. Determining the measures to be taken against fire in the buildings and delivering training to the public on fire and emergency are also main duties of fire departments and should be considered as equivalent to response activities; it is therefore recommended to identify service quality standards for changing fire departments’ perspective in this regard and to include such standards in their performance indicators. It is thought that such performance indicators

would help fire departments adopt the understanding that extinguishing a fire and how to prevent fires have the same level of importance.

## **6.4. Recommendations on Services for Protection (Prevention) from Fires**

### **6.4.1. Recommendations for Public Awareness-Raising Efforts**

For activities aimed at raising public awareness, fire departments of each municipality implements separate training programs with different curriculum and content. It is not possible to say that there is a standard practice in this regard. Awareness raising activities should be focused on and standard training modules should be developed and implemented in order to change the perspective of our people, who generally consider fire prevention measures as a dead investment and to tell them that the most important issue regarding buildings are robustness of the structure, fire safety and security of life and that visual quality, panorama and comfort should be put in the background.

Furthermore, it is thought that regarding awareness-raising efforts for fire protection (prevention) activities carried out by fire departments, it would be appropriate to develop standard training modules separately for children, young people, adults and disabled people, to deliver training based on these modules by fire departments and to maintain public awareness-raising activities by broadcasting catchy and standardized public messages through social media and television channels.

### **6.4.2. Recommendations for Inspection Services**

Certain actions would increase the quality of prevention and control services; these may include assignment of the personnel, who worked in departments of architecture or engineering (Civil, Machinery, Electrical, Chemical, etc.) and are capable of making scientific explanations for ambiguous articles of the Regulation on Protection of Buildings against Fire, to the positions in charge of inspection services as part of prevention activities in fire departments as well as ensuring that they receive training on the critical issues for the implementation of regulations. It is thought that it would be appropriate to classify structures taking into account the topics stipulated in the Regulation on Protection of Buildings against Fire and to develop standardized inspection methods specific for each structure group.

## **6.5. Recommendations on In-Service Training Programs Implemented at Fire Departments**

It is necessary to standardize in-service training for all fire departments across the country.

Although in-service training topics for fire departments are stated in the Regulation on Municipal Fire Services, it cannot be said that fire departments carry out such training activities in compliance with a certain standard due to the lack of training topics -arising from the expansion of the service area- as well as inadequate training facilities for practical training topics. In-service training topics specified in the Regulation on Municipal Fire Services are currently inadequate for fire departments due to the expansion of service areas, and they should therefore be reviewed with a holistic approach. It is thought that there is a need for a national in-service training curriculum, which covers all firefighter positions and which is repeated periodically.

Regarding in-service training programs, it is recommended that in the short-term, an in-service training curriculum which fully corresponds to up-to-date job descriptions of fire departments should be prepared at local level and piloted and monitored in certain provinces or regions and that in the medium-term, a national in-service training curriculum which covers all firefighter positions and which is repeated periodically should be prepared at implemented at central level, considering the situation in pilot implementations.

## **6.6. Recommendations on Buildings of Fire Service Departments**

It is recommended to design and construct across Turkey typical projects of different sizes, taking into consideration the vehicle and personnel capacity in accordance with respective settlements and the need of fire departments for sports and training facilities.

## **6.7. Recommendations on Vehicles and Equipment of Fire Service Departments**

The response vehicles used by fire departments should be classified, categorized, and assigned vehicle code numbers based on their intended purpose, and it is recommended to identify the minimum equipment and materials that should be available aboard such vehicles and thus, to standardize them.

## **6.8. Recommendations on Personal Rights and Statuses of Personnel**

In Turkey, it is essential that the personnel employed at fire departments have the civil servant status. According to 2015 data, the number of personnel employed in the civil servant status at all fire departments in Turkey is 19,445, whereas according to 2018 data, the number of personnel stipulated in the standard job positions schedule is 33,578. Municipalities are trying to fill this gap with employees in different statuses, including workers, contracted personnel and outsourced personnel.

It is seen that personnel are employed at fire departments in Turkey by four different means: civil servants, contracted personnel, permanent workers, and personnel outsourced via outsourcing companies established by municipalities. Today, this appears as the most important factor that harms the labour peace at fire departments due to differences in training, status, social rights and wages. On account of such and similar reasons, the status differences at fire departments should be eliminated.

At fire departments, other than the positions stipulated in the current standard job positions schedules, new positions, such as fireman, rescue personnel, divers, mountaineers, etc., which may cause discrimination among personnel, should never be created, nor should similar assignments be made. It is seen that certain fire departments in Turkey have such incorrect practices. If the personnel at a fire department is given the mountaineer or diver position, there would possibly be certain personal and legal problems if that personnel is assigned to a task other than his/her own. In addition, this may result in wage gaps and discrimination among the personnel. Because the need for tasks, such as mountaineering and diving, emerges only in exceptional cases according to the geographical characteristics of the region. Looking at the practices in foreign countries, it is, however, seen that all of these tasks are assigned to firefighters, who can perform any task specified in the job description. That is why the firefighters in foreign countries are respected and loved by the public since they are considered as the people with necessary skills who perform their duties in a professional

manner; furthermore, it is known that firefighters, who have training certificates on diving, mountaineering, rescue, etc., are evaluated positively and may take the advantage of such abilities in promotions. For these reasons, such a system applied in fire departments of foreign countries or a similar one may also be applied in Turkey.

Furthermore, it is recommended to determine and standardize, in the context of occupational safety and health work at fire departments, what medical examinations and tests should firefighters undergo at which intervals. In addition, the tests related to personal protective equipment and other equipment that should be tested at certain periods should be standardized.

## **6.9. Recommendations on Current Situation of 112 Emergency Call Centres**

The “Single Number in Emergencies, 112 Emergency Call Centre” started to be implemented within Governorships in 2014 as an important step in our country. Incorporating fire departments into the 112 Emergency Call Centres established within Governorships is considered as a significant development in terms of associating the fire departments serving at local level with the central government agencies and as well as service quality.

It is recommended to standardize the 112 Emergency Call Centres established under Governorships in Turkey in terms of building and technologic equipment, such as common communication systems (radio), common software programs, vehicle tracking systems, incoming call location determination systems, etc., that may affect the quality of the services provided. It should be ensured that the personnel serving in these centres are trained in public relations, communication and stress management and have knowledge about job descriptions, places of deployment, response capabilities and capacities of emergency agencies in charge in their area of responsibility.

## **6.10. Recommendations on Voluntary Firefighting Practices**

It is considered that it would be appropriate to draft a new framework legislation regarding voluntary firefighting activities carried out in Turkey, taking into account the conclusions of a report produced by our individual consultant, who has been conducting research and analyses under this project as well as on various fire departments in European countries in this regard.

It is known that in countries in which voluntary firefighting practice is widely used, volunteer firefighters are mainly employed within fire departments in need in rural areas. It is seen such practices or similar ones started to be implemented in Turkey even if just a little. It is recommended, as a solution in the medium-term, to draft new framework legislation at central level with a global perspective which is suitable for today’s conditions. As a short-term solution, a new and standard regulation on voluntary firefighting suitable for today’s conditions might be prepared by UMT, with a global perspective and considering the legal problems experienced in practice; ensuring that such a regulation is adopted by all municipal councils as the same under the coordination of UMT would make it possible to implement a standard practice across Turkey. This regulation may also serve as the basis for the draft legislation study recommended as a medium-term solution.

## **6.11. Recommendations on Strategic Objectives and Performance Indicators**

In strategic plans developed by municipalities, the main purpose, relevant objectives to achieve the purpose and performance indicators regarding fire services should be identified and articulated, and the performance indicators should be measurable.

To improve the service quality, it is recommended to set quantitative targets, as a driving force, regarding:

- the duration of reaching fires and incidents in urban and rural areas;
- the number of additional fire hydrants to be installed in urban and rural areas;
- the activities for raising public awareness on disasters and emergencies;
- the volunteer firefighters and stations;
- the businesses inspected;
- the evacuation and training exercises conducted jointly with other emergency agencies;
- the satisfaction surveys for the people served.

## **6.12. Recommendations on National Occupational Standards**

It is seen that the study on national occupational standards for firefighting in Turkey was completed and that however, these standards have not yet been fully implemented because of failure in completion of the bureaucratic process. It is recommended to complete this process as soon as possible and to implement national occupational standards.

## **6.13. Recommendations on Documentation at Fire Service Departments**

It is recommended to standardize all documentation at fire departments, including inspection records and reports, notice receiving documents, team deployment documents, daily working schedules, records of shift changes, test records of vehicles and equipment, reports, and other documents.

## **6.14. Recommendations on Fire Hydrants**

In Article 95(8) of the Regulation on Protection of Buildings against Fire, it is stated that “Municipalities which have, in their area of responsibility, residential areas in which service vehicles cannot enter or manoeuvre and which cannot be reached must install above-ground fire hydrants or construct fire pools or cisterns of sufficient capacity, which are equipped with pumps, in appropriate places of these residential areas so that possible fires that may occur in these areas can be responded effectively”. It is however seen that this provision is ignored and neglected in many settlements in Turkey, especially in rural areas.

Installing fire hydrants on the urban water mains considering the fire risk of all settlements is of great importance in terms of fire safety of settlements. It is therefore recommended to ensure that Article 95 of the Regulation on Protection of Buildings against Fire is applied in all settlements, particularly those in rural areas.

It is thought that to consider this issue when developing service quality standards will be very beneficial particularly for rural areas.

### **6.15. Recommendations on Various Practices of Municipalities**

It is observed that there are practices that do not comply with regulations due to the lack of inspection with power of sanction. It is considered that it would be appropriate to identify problems arising out of such practices, establish an effective inspection mechanism with the power of sanction, prepare an up-to-date and standard inspection form regarding the inspection of fire departments and conduct inspection on service quality through such forms.

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Law No. 5393 on Municipality

Law No. 3030 on Administration of Metropolitan Municipalities

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Law No. 657 on Civil Servants

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### **Regulations**

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Regulation on Protection of Buildings against Fire (OG of 19.12.2007 issue 26735)

Regulation on Principles of the Establishment, Duties, Training and Inspection Services of Municipal Fire Departments (OG of 23.08.1985 issue 18851)

Regulation on Municipal Fire Services (OG of 21.10.2006 issue 26326)

Regulation on Voluntary Participation in Services Provided by Special Provincial Administrations and Municipalities (OG of 09.10.2005 issue 25961)

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