

**CITY OF BELLEVUE, CITY OF HAILEY,
AND WOOD RIVER FIRE & RESCUE,
IDAHO**



**COOPERATIVE EFFORTS
FEASIBILITY STUDY**

APRIL 2011



Emergency Services Consulting *International*

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City of Bellevue, City of Hailey, and Wood River Fire & Rescue

Cooperative Efforts Feasibility Study

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Emergency Services Consulting
International

Letter of Transmittal

January 1, 2011

Enclosed please find the final report in response to your request for a Cooperative Efforts Feasibility Study for the City of Bellevue, City of Hailey, and Wood River Fire & Rescue. The associates of ESCI have appreciated the opportunity to work with the community, city and fire district staff, and employees of the fire departments in preparing this study.

We have presented this report in four major sections: agency baseline evaluations, analysis of future needs, feasible delivery system strategies, and opportunities for cooperative efforts for the provision of fire and emergency services. A number of appendices are attached that will provide helpful information for city and district leadership.

It is our intent to meet and exceed your expectations and to be available to you after the project is complete. Should you have questions do not hesitate to contact me at our headquarters office in Wilsonville, Oregon, at (503) 570-7778. It has been our pleasure to work with the professional and highly dedicated personnel of the Bellevue and Hailey Fire Departments and Wood River Fire & Rescue.

Sincerely,

A handwritten signature in black ink, appearing to read "Jack W. Snook". The signature is written in a cursive, flowing style.

Jack W. Snook
President, COO

Table of Contents

Acknowledgements	v
Executive Summary	1
Agency Baseline Evaluations	3
Organization Overview	3
History, Formation, and General Description	3
Governance and Lines of Authority	8
Service Area, Population, and Demographics.....	10
Current Service Delivery Infrastructure	14
Foundational Policy Documents.....	18
Organizational Design.....	21
Financial Overview – Operating Budget, Funding, Fees, and Taxation	24
Management Components.....	37
Organizational Planning (Mission, Vision, and Values).....	37
Internal and External Communication Processes	39
Internal Evaluation of Critical Issues and Future Challenges.....	41
Decision-Making Process.....	42
Document Control and Security	43
Reporting and Recordkeeping.....	43
Financial Controls.....	45
Organizational Planning Processes.....	48
Organization and Implementation of Planning Efforts	48
Planning for the Future.....	50
Human Resources Management	51
Policies, Rules, Regulations, Manuals, and Handbooks	51
Personnel Recordkeeping	53
Compensation and Benefits	53
Labor-Management Relationship	56
Certification and Licensing	56
Disciplinary Process.....	57
Counseling Services.....	58
Application and Recruitment Processes.....	59
Testing, Measuring, and Promotional Processes.....	61
Health and Wellness	62
Staffing	64
Administration and Support Staffing.....	64
Operational Staffing Levels for Fire and EMS Response.....	66
Critical Task Analysis	68
Utilization of Career and Paid per Call Personnel.....	71
Responsibilities and Activity Levels of Personnel	73
Capital Assets and Capital Improvement Programs	74
Facilities	74
Apparatus.....	82
Capital Improvement Planning	83
Service Delivery and Performance	85

Demand Study	85
Distribution Analysis	103
Performance Study	113
Concentration Study.....	125
Incident Control and Management	131
Water Supply.....	131
Mutual and Automatic Aid Systems.....	131
Emergency Medical Services Support and System Oversight.....	132
Current Medical Control and Oversight	133
Quality Assurance/Quality Improvement	133
Credentialing	134
Training Programs.....	135
General Training Competencies.....	135
Training Program Administration.....	137
Training Facilities	139
Training Program Goals and Objectives	140
Training Procedures and Manuals	140
Recordkeeping	143
Fire Prevention/Public Education Program.....	146
Code Enforcement Activities	147
New Construction Inspection and Involvement	147
General Inspection Program	148
Fire and Life-Safety Public Education Program	150
Fire Investigation (Fire Cause Determination).....	152
Analysis of Future Needs.....	153
Current Population Information	153
Census-Based Growth Projections	158
Development Considerations	161
Service Demand Projections.....	162
Community Risk Analysis.....	164
Partnership Strategies for Shared Fire Protection Services	171
Long-Term Strategies for Facilities, Apparatus and Staffing.....	171
Future Facility Deployment Options	180
Future Station Staffing	183
Fiscal Analysis.....	185
Creating a Financial Baseline.....	185
Forecasting Financial Outcome.....	188
Comparables.....	190
Compensation and Benefits	194
The Influence of Economic Factors on Future Cost.....	197
Opportunities for Cooperative Efforts	203
Partnering Strategies	203
Autonomy	203
Collaboration (Cooperation)	203
Alliance.....	204
Integration	206

Motivating Factors	209
Success Factors	210
Restructuring Pitfalls	210
Partnership Issues.....	212
Partnership Strategies for Shared Fire Protection Services	215
Analysis of Partnering Strategies	215
Strategy A: BFD Annexes into WRFR.....	216
Strategy B: HFD Annexes into WRFR.....	220
Strategy C: BFD, and HFD Annex into WRFR	223
Strategy D: WRFR Annex into HFD	228
Strategy E: The Cities of Bellevue and Hailey and WRFR Create a New Fire District.....	230
Cost Allocation	233
Functional Cooperative Effort Strategies.....	243
A – Develop a Regional Public Fire Safety Education Coalition	244
B – Develop a Regional Juvenile Fire Setter Intervention Network.....	246
C – Create a Unified Occupational Medicine Program.....	248
D – Create a Unified Wellness and Fitness Program.....	251
E – Adopt and Implement a Single Computerized Training Records Management System	254
F – Develop and Adopt Common Training Standards.....	257
G – Create a Single Training Manual	259
H – Develop an Single Annual Training Plan	262
I – Consolidate Training into a Single Training Division	265
J – Develop a Single Recruit Training Program	268
K – Develop a Single Fire and EMS Training Facility.....	270
L – Develop Uniform Fees for Service	273
M – Purchase Uniform Emergency Apparatus	276
N – Develop Uniform Pre-Incident Plans.....	279
O – Provide for Joint Staffing of Fire Stations and Apparatus.....	283
P – Provide Regional Incident Command and Operations Supervision	287
Q – Purchase and Implement an Electronic Staffing Program.....	290
R – Develop Standard Operating Guidelines	293
S – Shared Specialty Teams.....	295
T – Develop Mutual Training Strategies	297
U – Provide for EMS Supervision.....	300
V – Provide System-Wide Guidelines for Fire Response Planning.....	303
W – Provide Joint Supply Purchasing and Logistics Services	307
X – Develop Joint Deployment Standards.....	310
Y – Develop a Joint Prevention and Code Enforcement Program	314
Z – Develop a Joint Safety Program	316
AA – Establish Shared Annual Testing Practices.....	318
AB – Conduct Joint Strategic Planning for Fire Protection.....	320
AC – Establish a Length of Service Awards Program (LOSAP).....	322
AD – Establish a Plan for Shared Frontline and Reserve Fire Apparatus.....	324
Findings and Recommendations for Action	326
Summary of Feasibility	326
Finding of Preferred Strategy	326
Recommended Action.....	331
Framework for Action	333
Appendices.....	339

Appendix A: Table of Figures..... 339
Appendix B: Summary Table of Kudos 343
Appendix C: Summary of Recommendations..... 344
Appendix D: Descriptive Statistical Measures..... 346
Appendix E: Idaho Statutes Title 31, Chapter 14, 31-1429..... 348
Appendix F: Idaho Statutes Title 67, Chapter 23, Miscellaneous Provisions 349
Appendix G: Sample Agreement for Fire and EMS Services 351
Appendix H: Apparatus Replacement Cost Analysis..... 365

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City of Bellevue

Tom Blanchard, City Administrator

Greg Beaver, Fire Chief

City of Hailey

Heather Dawson, City Administrator

Mike Chapman, Fire Chief

Wood River Fire & Rescue

James Frehling, Board of Commissioners

Bart Lassman, Fire Chief

Executive Summary

Emergency Services Consulting International (ESCI) was retained by the cities of Hailey and Bellevue, and Wood River Fire & Rescue for the purpose of conducting a *Cooperative Efforts Feasibility Study*. The project goal was to identify means by which the three agencies can work more closely together through cooperative efforts, consolidation, or unification, while maintaining or enhancing the quality of fire and emergency medical service delivery in a cost effective manner.

The project, initiated in August of 2010, has resulted in a comprehensive analysis of the three agencies and a thorough appraisal of available strategies and opportunities.

In performing this analysis, ESCI used a methodology that includes the collection of a large amount of information and data from each agency. The information was analyzed in detail, combined with interviews with key staff members and affected stakeholders and a confidential survey of agency employees and members. Further, direct observation of programs, capital facilities and equipment was conducted. This information was used to perform an analysis of current conditions within the agencies, forming the foundation from which the assessment of cooperative service delivery strategies.

An assessment of currently existing service delivery conditions is outlined in the first section – *Agency Baseline Evaluations*. ESCI then reviewed future community risk and system demands in the *Analysis of Future Needs* section. How the three agencies can meet their collective future needs is then analyzed in *Feasible Delivery System Strategies*. From that point, ESCI has developed *Opportunities for Cooperative Efforts* and evaluated their feasibility and 30 *Functional Cooperative Efforts Strategies*. The report concludes with ESCI's final *Findings and Recommendations*.

ESCI learned that a number of past efforts to consolidate the three fire departments have been met with strong resistance and persistent opposition. The current economic environment and its impact on municipal and district budgets renewed interest in investigating collaborative opportunities. As a result, this project was undertaken as a shared effort by the three governing bodies.

It is ESCI's conclusion that continuing to provide fire and emergency medical services to the communities of Bellevue, Hailey and Wood River on a status quo basis is feasible. It is not, however a viable, long term option. None of the organizations is able to adequately fund current capital and equipment requirements. In particular, the Bellevue Fire Department lacks the financial resources for long-term sustainability of capital facilities and apparatus replacement or personnel.

A feasible alternative is the provision of services by way of a cooperative alliance between the three fire departments. Numerous opportunities are detailed in this report, for the organizations to combine efforts to provide services more effectively and efficiently while remaining independent of each other.

Cooperative service delivery is also not considered to be a long term solution. Under this model, agencies continue to stand alone, remaining less than fully committed to the relationship and able to withdraw at any time. The cooperative approach does often serve as a precursor, or a first step, towards a more permanent and committed union.

ESCI was tasked to identify a preferred strategy for moving forward. In addition, the clients specified that the strategy was to assure that service delivery would not be diminished and that costs would not increase.

Based on ESCI's analysis, the preferred strategy is integration of the cities of Hailey and Bellevue Fire Departments into Wood River Fire and Rescue by way of annexation. For the fiscal year 2010 – 2011, the strategy would result in enhanced service delivery and at a net cost avoidance of \$318,924. Initial fire and EMS response to the cities and WRFR would be by 24-hour career personnel. Cost avoidance over a ten year period is projected to be \$3,688,955.

ESCI further finds that all three agencies are confronted with long term capital replacement and maintenance needs that are inadequately funded at this time. It is recommended that cost savings that are recognized via the preferred strategy be allocated to funding future capital needs.

Agency Baseline Evaluations

The project study and analysis begins with an initial evaluation of each organization included in the study. This establishes a baseline of full disclosure as to the condition, capabilities, financial status, and organizational effectiveness of the participating agencies. This activity provides invaluable background information that becomes a foundation and guide for planning processes and the analysis of cooperative service feasibility.

Each agency is discussed independently in the baseline evaluation portion of the report, and where appropriate discussed in side-by-side comparisons. By doing so, the reader is provided with comparative information in each subject area which provides an appreciation of the strengths and weaknesses of each organization and insight into what each can contribute to cooperative effort initiatives.

Organization Overview

Each of the agencies reviewed has an established history of providing fire and emergency services protection to its citizens. They respond to fires, emergency medical incidents, vehicular accidents, hazardous materials events, and rescue incidents, with varying levels of response. In addition, all three provide fire prevention services to their communities in the form of fire code enforcement inspections and public education efforts. None of the agencies maintains a formal written history of their organization.

History, Formation, and General Description

Bellevue Fire Department

The City of Bellevue was organized on March 6, 1882, as a chartered city. Records do not indicate when the Bellevue Fire Department (BFD) was established. Responding to a service area of 1.19 miles, BFD protects the lives and property of 2,229 city residents as well as a daily transient population of an unknown number.

The department is staffed by a half-time fire chief, along with nine paid per call (PPC) emergency responders. Additionally, BFD contracts services for a part-time fire inspector. A single fire station, located in downtown Bellevue, houses two fire engines and one wildland fire response vehicle. The Bellevue responders handled 40 emergency calls in 2009.

Hailey Fire Department

The City of Hailey's Fire Department was established sometime prior to 1884. A re-organization of the department was documented in 1889, following a major fire in the city.

Today, Hailey Fire Department (HFD) serves the 8,075 residents living in the 3.55 square miles that constitute the city limits. The department responded to 408 emergency incidents in 2009.

HFD operates under the leadership of a full-time fire chief. Direct service delivery is provided by a cadre of both career and paid per call personnel. There are 20 members that serve on a paid per call basis, forming the staffing for emergency service delivery. The PPC personnel are supported by four career personnel that include the fire chief, fire marshal, an inspector, and an administrative assistant. An assistant chief position has been allocated but is currently vacant.

HFD provides services from one fire station, with three fire engines, two brush fire vehicles, and one quick response vehicle for medical emergencies.

Wood River Fire & Rescue

Wood River Fire & Rescue (WRFR or district), was formally created in August 1974 by its legal name, Wood River Fire Protection District, a political subdivision of the State of Idaho. WRFR serves a population 3,210 in 150 miles inside the boundaries of the fire district. WRFR provides Emergency Medical Service (EMS) response (in the form of emergency medical services and ambulance transport services) to Southern Blaine County under contract with the Blaine County Ambulance District at the advanced life support (paramedic) level. The additional service area, includes the cities of Hailey and Bellevue, and consists of an estimated 1,500 square miles of largely rural territory; the population of the contracted EMS service area has not been determined, but is estimated by the fire district to be between 10,000 and 16,000, based on varying methods of reporting.

WRFR delivers service from three fire stations; two are located in the City of Hailey, and the third is located just south of the City of Bellevue on Highway 75.

WRFR responded to 707 emergency calls in 2009, the vast majority of which were emergency medical in nature. The calls were handled by a staff comprised of both career and paid per call responders.

The WRFR career administrative staff consists of a fire chief, one assistant chief, and one administrative assistant. This administrative staff oversees ten career fire suppression/EMS response personnel and 35 paid per call responders.

Services Provided

The following figure summarizes the services provided by each agency:

Figure 1: Comparison of Services Provided by Agency

Service	BFD	HFD	WRFR
Fire Suppression	Yes	Yes	Yes
EMS – Basic Life Support	No	Yes	Yes
EMS – Advanced Live Support	No	No	Yes
EMS – Transport	No	No	Yes
Hazardous Materials	Operations Level	Technician and Operations Levels	Technician and Operations Levels
Confined Space Rescue	No	Operations Level	Awareness and Operations Levels
Swift Water Rescue	Awareness and Technician(1)	Technician Level	Technician Level
Trench Rescue	No	No	No
Avalanche Rescue	No	Limited	Yes
Ice Rescue	No	No	Yes
High/Low Angle Rescue	No	Basic	Basic
Wildland Fire Response	Yes	Yes	Yes
Vehicle Extrication	Yes	Yes	Yes
Aircraft Fire and Rescue	Yes	Yes	Yes

Note: "Awareness" "Operations" and "Technician" are levels of training and certification defined by state and national standards

All three agencies provide fire suppression, the foundational service that is typically expected, as well as emergency medical services (EMS) response, with the exception of the Bellevue Fire Department which does not routinely respond to EMS incidents. Additionally, Wood River Fire & Rescue delivers Advanced Life Support (ALS) medical care and transport services. Where the agencies differ more significantly is in some of the specialized rescue categories. Due to the complex and technical nature of those services, we would not expect that all three agencies would deliver all of these services, as is the case here.

Agency Staffing Comparison

The three agencies use a combination of paid and paid per call staffing to provide for administration, support, and emergency response. In considering response availability with fire departments that use volunteer or paid per call personnel, a ratio of 3:1 paid per call personnel relative to on-duty paid personnel is used in estimating the number of responders that are available at any given time; since paid per call members are typically not in a station and

available for immediate response. The ratio is based on a standard used by the Insurance Services Office (ISO) for determining total workforce availability. The following table compares the agencies' staffing levels for emergency response only.

Figure 2: Agency Emergency Response Staffing Comparison

Available Emergency Responders			
Staffing	BFD	HFD	WRFR
Fire Chief	0.5 FTE	1	1
Assistant Chief	-	1 (Vacant)	1
Fire Marshal	-	1	(Fire Chief)
Fire Inspector	Part Time – Approximately 76 hours/year.	1	-
Captain	2 (includes inspector)	3 (one is FM)	3
Lieutenant	-	1	3
Career Emergency Operations Personnel	-	-	3
Paid Per Call Emergency Operations Personnel	7	16	35
Support Members	-		
Total Responders	10	24	46
Total Responders, using a 3:1 Ratio of Paid Per Call to On-Duty Personnel	3.33	10.60	15.33

The average number of available responders at any given time ranges from 3.3 in Bellevue to 10.6 in Hailey to 15.33 in Wood River. What is apparent is that in the event of a major fire, all of the agencies are challenged in their ability to field an adequate number of responders at any given time, demonstrating the high level of dependence that each agency places on the others, received in the form of mutual and automatic aid. Each department depends on the others for resources during a major emergency.

Mutual aid agreements are in place between the Bellevue, Hailey, and Wood River fire departments. Automatic Mutual Aid (Automatic Aid) is also in place between Hailey and Bellevue, as well as between Wood River and Bellevue and between all agencies when responding to incidents at the airport. However, automatic aid response between WRFR and HFD, while used in the past, has been discontinued; a result of a controversy between the two agencies over ladder truck response policies. The absence of this automatic aid results in extended response times and compromised service delivery. Establishing policies that call for

engine company responses from WRFR to smaller residential occupancies in Hailey and for ladder truck response to larger and commercial occupancies would eliminate this shortcoming. ESCI recommends that steps be taken to re-establish automatic aid as soon as practical.

Recommendation 1: *(Hailey Fire Department and Wood River Fire & Rescue) – An automatic aid agreement for ladder truck response between the agencies should be re-established as soon as practical.*

Insurance Ratings

Each of the jurisdictions included in this study has its own Idaho Surveying and Rating Bureau (ISRB) Community Fire Protection Rating score (Figure 3). Insurance companies use the ISRB to help determine fire insurance rates on many structures. Ratings are expressed by “Class” numbers, on a scale of 1 to 10, with Class 1 being the most optimal rating and Class 10 being the lowest level.

The City of Bellevue was last rated in 2004 and carries an ISRB Class 6 rating. Hailey is listed as a Class 4, which was updated in December of 2008. Wood River Fire & Rescue carries multiple ratings; in contrast with a city fire department that covers a small geographic area consisting of similar properties and water supplies, the district covers a widely divergent area of a greater geographic size and composition, necessitating different ratings for various areas. The following table lists each agency’s rating and their class ratings.

Figure 3: ISRB Ratings and Scores

	BFD	HFD	WRFR
ISRB rating	6	4	4,8,9,10
Most Recent Rating Date	November 2004	December 2008	November 2005
Fire Department (50 Possible)	17.70	28.85	28.60
Relative Classification	27%	58%	57%
Alarm Processing (10 Possible)	8.40	8.50	9.9
Water Supply (40 Possible)	33.17	34.38	26.37
Divergent Reduction	9.51	5.65	1.74
Total Points (100 Possible)	49.76	66.08	63.13

Ratings are not limited to fire department capabilities alone but include an assessment of the local dispatch center and the jurisdiction’s water supply.

Kudos 1: BFD, HFD, and WRFR maintain ISRB ratings that are in line or slightly better than ESCI expects to see in fire departments of similar character and composition.

Governance and Lines of Authority

The cities of Hailey and Bellevue and Wood River Fire & Rescue are governmental subdivisions under the laws of the state of Idaho. Each is vested with the authority to govern the provision of fire protection and emergency services within its respective boundaries and to hire a fire chief and other employees as the governing body deems appropriate.

Bellevue Fire Department

The City of Bellevue is governed under a mayor/city council structure, consisting of a six-member city council and an independently elected mayor. The mayor is not a voting member of the council but carries authority for a tie-breaking vote. City business is conducted under the direction of a city administrator who is hired by the city council. The Bellevue City Council meets semi-monthly on the second and fourth Tuesdays of each month.

The fire chief's position is an appointed one, selected at the discretion of the mayor. The fire chief is considered to be hired on a permanent, part-time basis and does not serve under an employment contract. Periodic performance evaluations from the mayor of the fire chief are conducted on an informal basis. The chief receives no written performance appraisal, which ESCI recommends on an annual basis. A city policy manual details the fire chief's authority to perform his/her duties.

Hailey Fire Department

The City of Hailey is also served by a mayor/council form of government, consisting of four city council members and an independently elected mayor. Like Bellevue, a city administrator is hired by the city council to conduct the business of the city and implement and manage the city's policies. The council meets on the second and fourth Mondays of each month at the Hailey City Hall.

The fire chief is appointed by the mayor and serves in a full-time capacity, absent an employment contract. The authority of the fire chief to deliver fire protection is not defined in city policies. The chief is subject to a performance appraisal on an annual basis, which is performed by the city administrator.

Wood River Fire & Rescue

Wood River Fire & Rescue is organized as a fire protection district as authorized by Idaho State Law under Title 31 of Idaho State Statute.¹ Fire districts in Idaho are considered special service districts, meaning that they are single-purpose agencies with specific focus on fire protection.

A three-person board of fire commissioners (BOC or Board), elected at large from within geographical sub-districts of the service area, serves as the governing body for the fire district; each member is required by statute to have two alternate commissioners to serve in his or her absence. Meetings are held monthly on the second Wednesday. The Board carries the same authority and responsibility as the cities with regard to governing the provision of fire and emergency service protection and hiring employees.

The fire chief is hired by the board as a full-time employee. The chief does not serve under an employment contract. District policy includes definition of the chief's authority and responsibilities.

The cities have adopted governance policies to guide the mayor and city council and city administrator, as has the fire district's board of commissioners. The elected officials responsible for fire department oversight typically maintain policy-level involvement, avoiding direct management and hands-on task assignment. The fire chief carries out day-to-day leadership and management of his/her respective agency's affairs and, in the case of all three fire departments, is hired as an at-will employee.

Recommendation 2: (*Bellevue Fire Department*) – Implement an annual performance evaluation process for the position of fire chief.

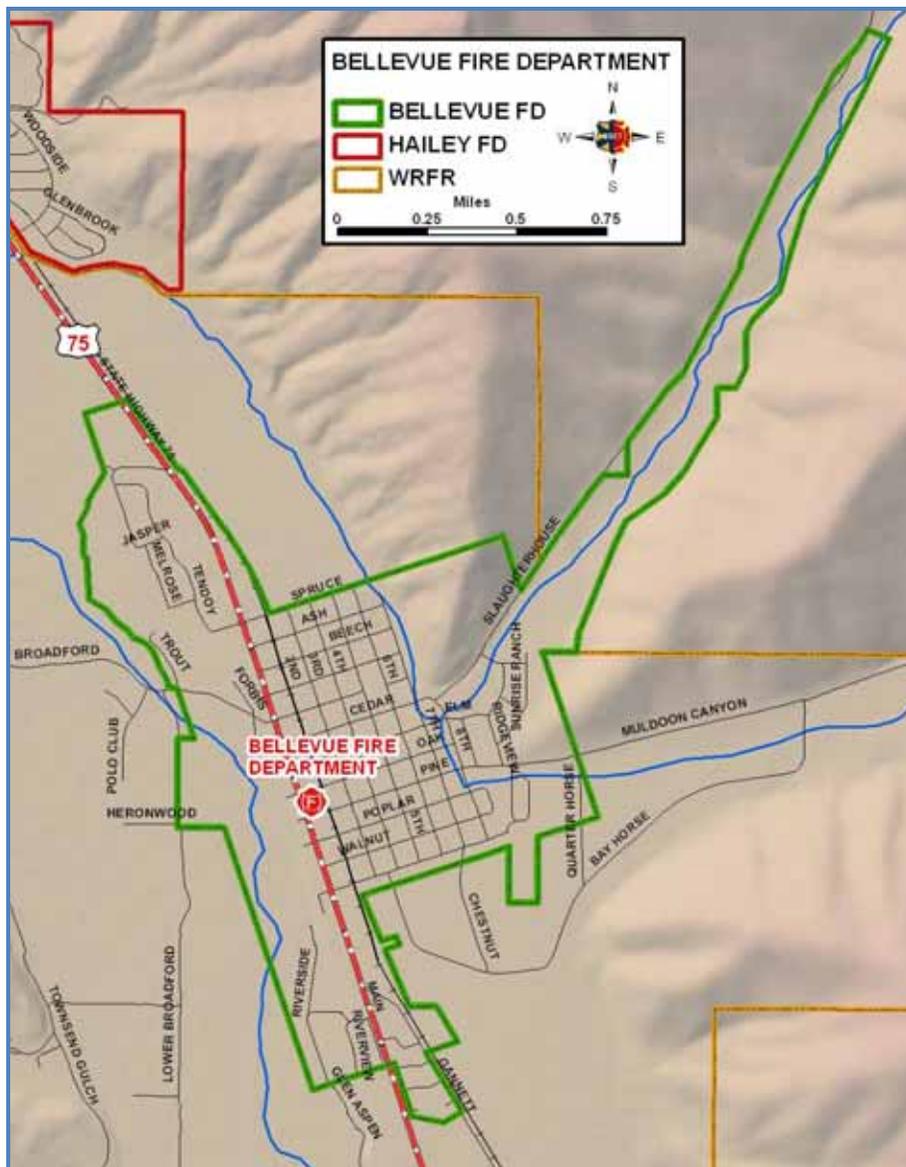
¹ Idaho Statute Title 31, Chapter 14 – Fire Protection Districts.

Service Area, Population, and Demographics

Bellevue Fire Department

BFD's service area is limited to the municipal boundaries of the City of Bellevue. The city limits encompass only the immediate downtown area and a short distance to either side of Highway 75 to the immediate east and west, along with a recently annexed area referred to as the Slaughterhouse annexation. The following map in depicts the city's boundaries.

Figure 4: BFD Service Area



The City of Bellevue FD service area consists of 1.19 square miles of area. The city's only fire station is located near the center of the city, on the west side of Highway 75. Though not shown

on the map, it is noted that Wood River Fire & Rescue Fire Station No. 3 is situated immediately outside the Bellevue southern city limit, 0.97 miles from Bellevue's Fire Station. In addition, both WRFR and HFD have fire stations to the north, within 4.4 miles of the Bellevue Fire Station.

Demographically, Bellevue is considered to be suburban in nature. The city includes 717 single family residential units and a limited number of small commercial occupancies. Population was estimated to be 2,229 in 2009 by the U.S Census Bureau. There is no significant industrial development in the city.

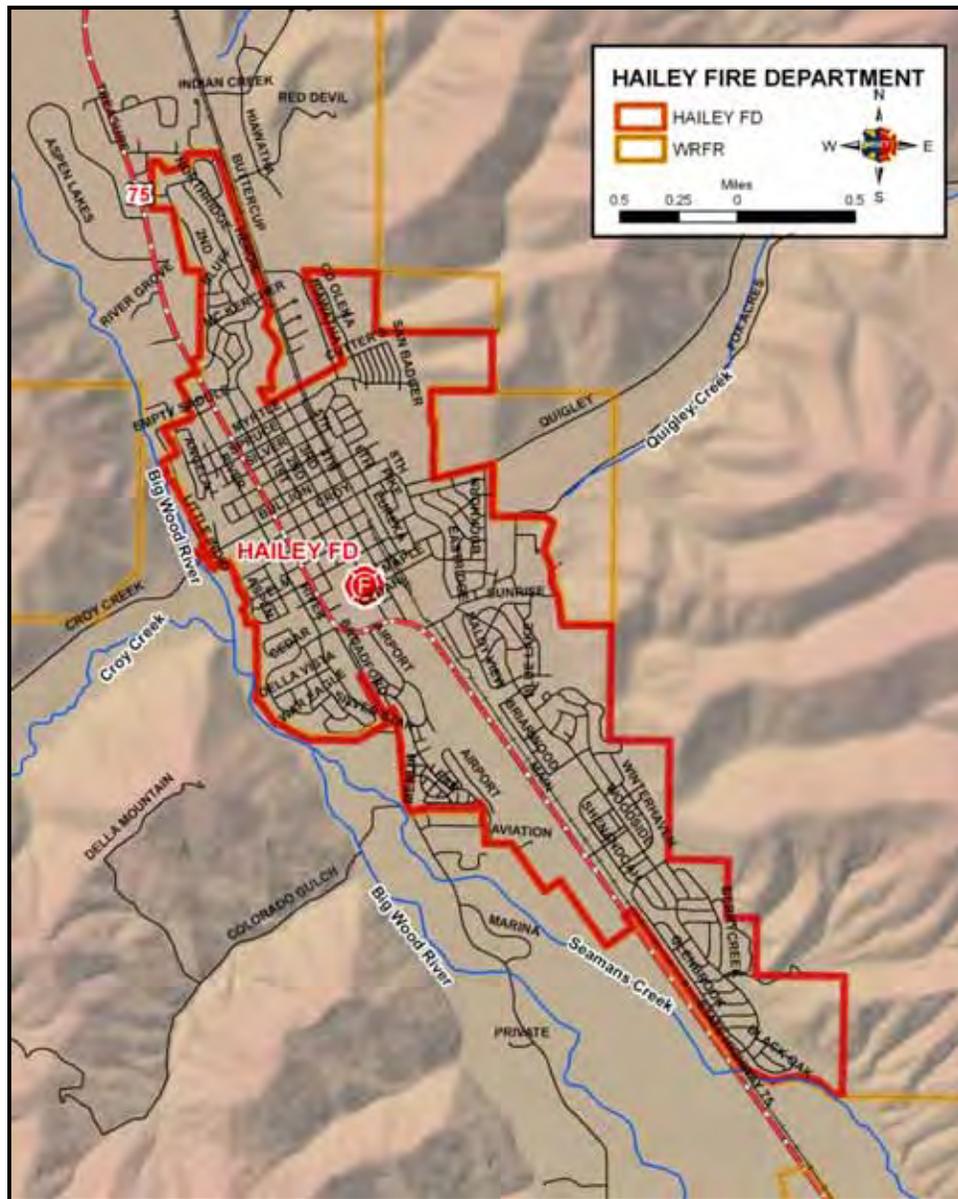
Hailey Fire Department

The Hailey Fire Department has responsibility for providing fire and emergency services within the city's boundaries. An estimated 8,075 citizens live in the city and a significant transitory population that increases population, resulting in increased responsibility for fire and life safety.

There are reported to be 2,493 residential units in the city, which includes both single and multi-family dwellings. Like Bellevue, the demography of Hailey's service area is primarily residential with a mix of commercial occupancies. There is also some light commercial development in the area of the Friedman Memorial Airport. Hailey's downtown area is the core of commercial activity and includes a small number of buildings of three or more stories in height.

Hailey Fire Department's service area consists of 3.55 square miles, immediately north of the City of Bellevue and bordered on the remaining sides by Wood River Fire & Rescue, as shown in the following map. It is noted that there are some small areas that are bordered by state and federal land, as well as two pockets of private land that are unprotected, not detailed on the map (Figure 5).

Figure 5: HFD Service Area



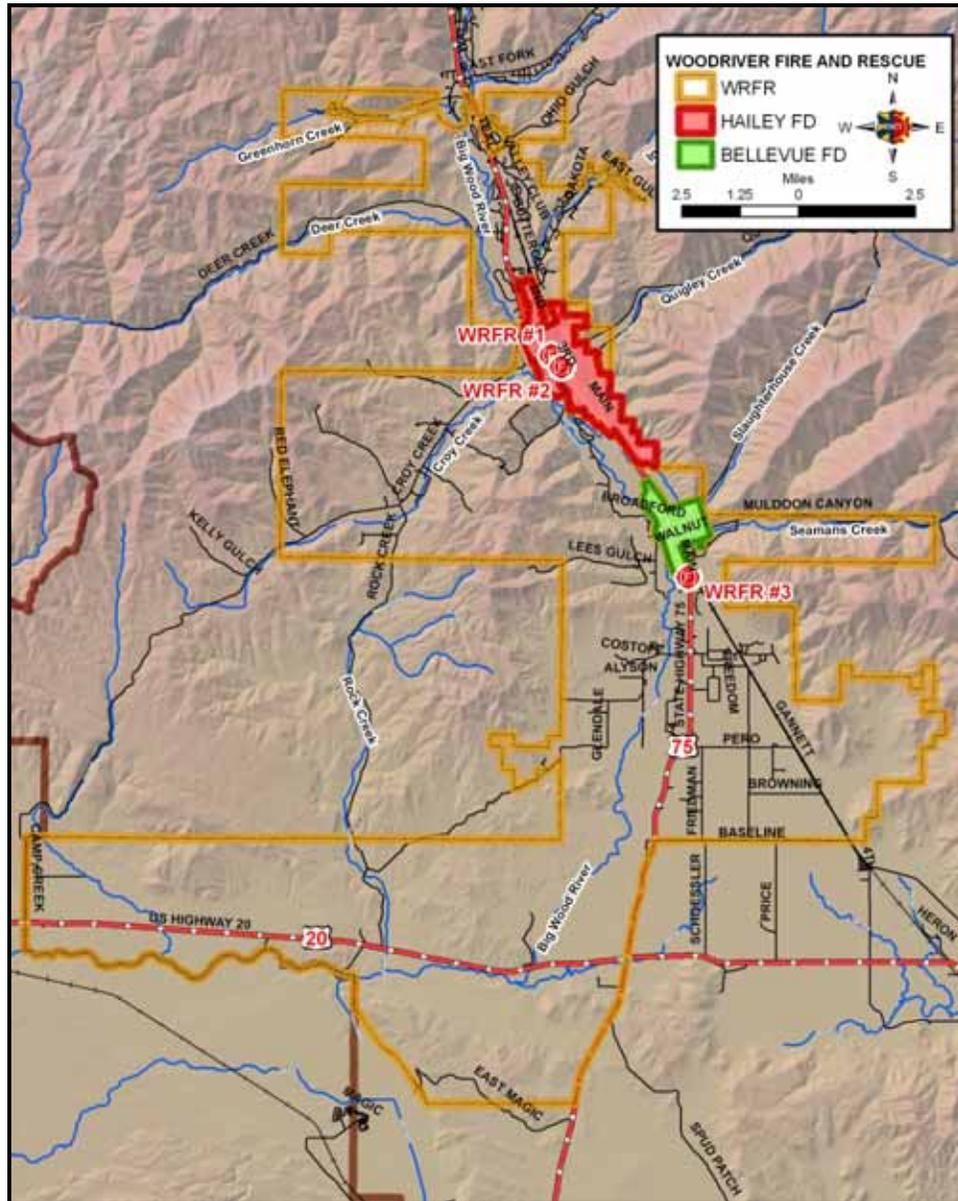
HFD has one fire station, which is located south of the downtown area. Wood River's Fire Station No. 2 is immediately south of the Hailey Fire Station. WRFR's Fire Station No. 1 is located 0.4 miles to the north of the HFD and WRFR Fire Station No. 2.

Wood River Fire & Rescue

The configuration of Wood River's fire protection area is very different from that of the two cities. Being a fire protection district, WRFR covers a larger geographic area, consisting of 150 square miles of territory, which constitutes the bulk of Southern Blaine County with the only exceptions being the two cities. The service population for Wood River is 3,210 people. However, the

district provides emergency medical service and transport via contract with the Blaine County Ambulance District. The ambulance service area, which includes nearly all of Southern Blaine County, totals approximately 1,500 square miles and an estimated 16,000 citizens. The district's boundaries and fire station locations are shown in the next map.

Figure 6: WRFR Service Area



Three fire stations are used by WRFR, two located in the City of Hailey. The third, Fire Station No. 3, is immediately south of the Bellevue city limit on Highway 75. The district extends well to

the north of Hailey and south of Bellevue, with Fire Station No. 3 being very close to the geographic center of the jurisdiction.

Approximately 95 percent of the district’s service area is rural in nature, consisting primarily of residential, recreational, and agricultural use. There is little commercial development and no significant industrial use. The district also extends a considerable distance into several “gulches” that result in some service area coverage issues because of access, travel distance, and terrain.

Current Service Delivery Infrastructure

The delivery of fire suppression and rescue services is no more effective than the sum of its parts. It requires efficient notification of an emergency, rapid response from well-located facilities, appropriate apparatus, with sufficient staffing, following a well-practiced plan of action.

A key component of an agency’s service delivery infrastructure is its equipment and fire stations. The table below summarizes the agencies’ resources:

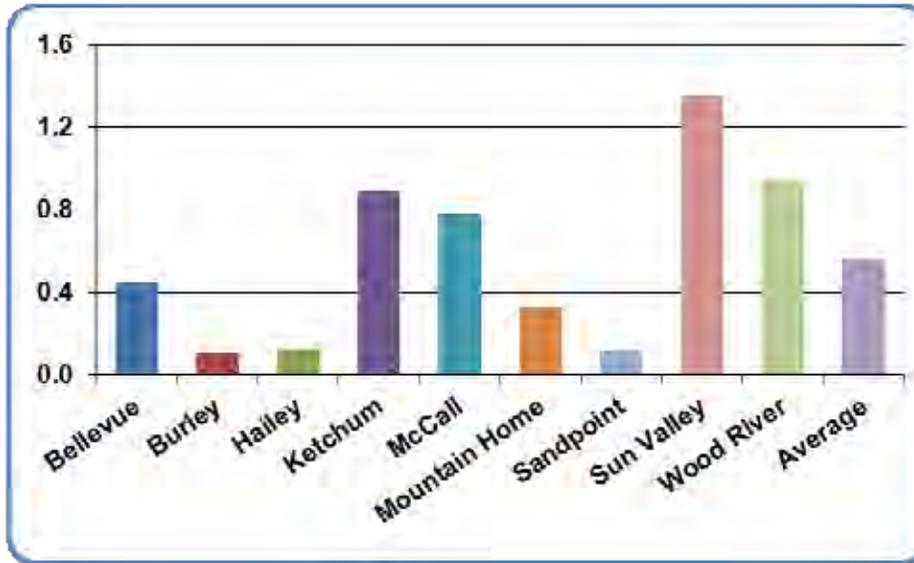
Figure 7: Service Delivery Infrastructure

Fire Station and Apparatus Inventory			
	BFD	HFD	WRFR
Fire Stations	1	1	3
Engines, Front Line	2	3	3
Engines, Reserve	0	1	1
Ladder (Aerial) Truck	0	0	1
Ambulances, Front Line	0	0	3 (owned by Blaine County)
Ambulances, Reserve	0	0	0
Command	1	2	2
Wildland	1	2	1
Heavy Rescue, and Utility	0	1	2
Water Tenders	0	0	1

In order to illustrate a relative comparison of deployment assets, ESCI surveyed six other Idaho emergency service providers: Burley, Ketchum, McCall, Mountain Home, Sandpoint, and Sun Valley. Each of the surveyed agencies provides services to communities of similar size and demographics as those served by the fire departments participating in this study. The following figures provide a comparison of the number of fire stations, engines, and aerial ladder trucks (per 1,000 population) provided by each fire department.

Figure 8 shows the number of fire stations per 1,000 population.

Figure 8: Number of Fire Station per 1,000 Population



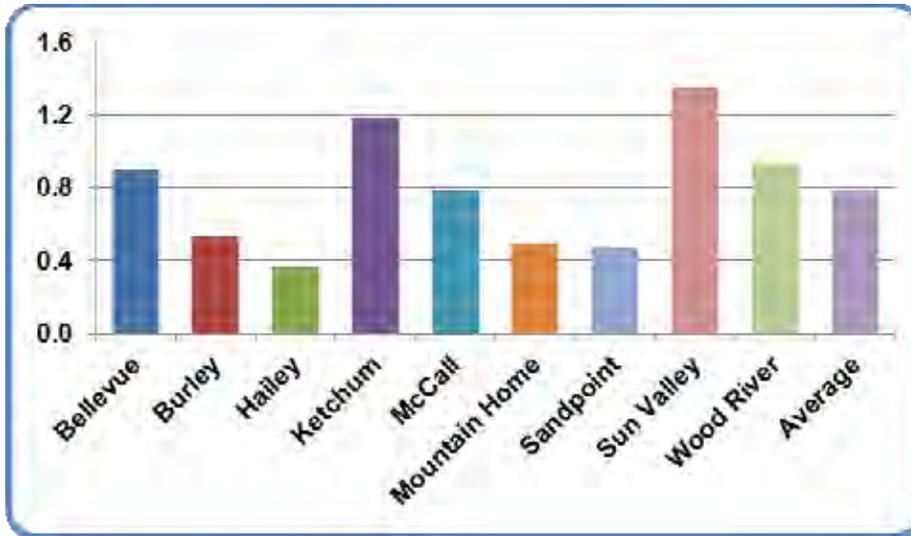
In this comparison, BFD falls close to the average of 0.57 fire stations per 1,000 population, HFD is below average, due to a more densely populated response area, which is served from a single station. WRFR is higher than average in the chart, relative to the much larger geographic area that the district covers, with a comparatively smaller population density.

All three agencies have facilities that are in need of upgrades (see full discussion under Facilities). The Bellevue Fire Station is considered inadequate and in very poor condition. Hailey's Fire Station is in better condition, albeit aged and lacking adequate space for current needs or expansion. WRFR Fire Station No. 3 is a newer facility and is in excellent condition with room for expansion. However, WRFR Fire Station Nos. 1 and 2, while well maintained, have limited space and design for current use.

Emergency vehicles throughout the organizations are in generally acceptable condition (some concerns and exceptions as noted in the Capital Assets and Capital Improvement Programs section of this report). Of particular concern is the front line fire apparatus operated by Bellevue Fire Department, which appear to have exceeded expected service life.

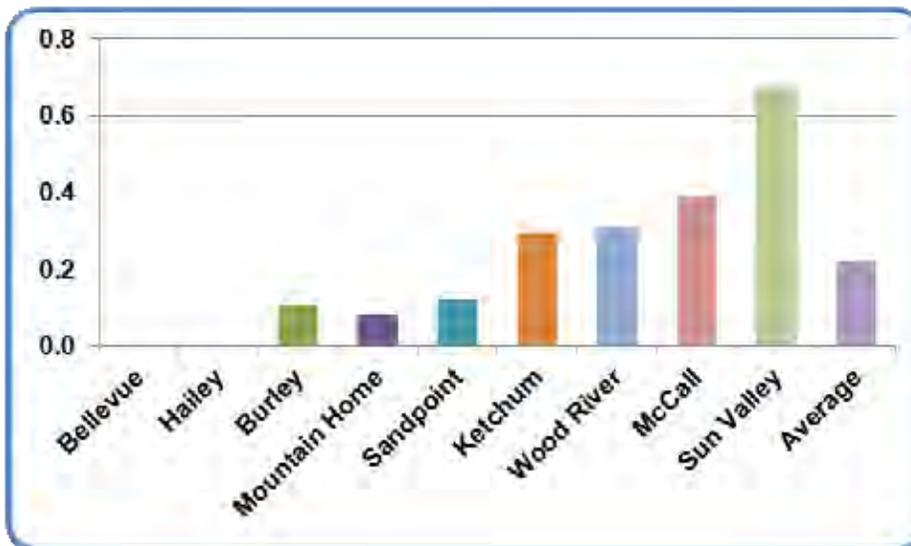
A comparison of the number of fire engines per 1,000 population is in the following chart (Figure 9).

Figure 9: Number of Fire Engines per 1,000 Population



BFD is just above the average of 0.72 fire engines per 1,000 population, HFD below, despite having three structural fire engines, because of the larger population served. WRFR with 0.94 is slightly above average, as is expected for a rural fire district with a large geographic area to cover. A comparison for aerial ladder trucks is provided in Figure 10.

Figure 10: Number of Ladder Trucks per 1,000 Population



WRFR has the only ladder truck among the three agencies; the truck is located in the City of Hailey. The next closest ladder truck is operated cooperatively by the Ketchum and Sun Valley Fire Departments. The unit is stationed alternately each month between Sun Valley and Ketchum. This results in differing response times if mutual aid is requested to HFD or BFD depending on the unit's location at the time of an incident.

Supporting Infrastructure

Fire stations and equipment are not the only tools needed to deliver services. There are additional requirements that have to be met if the organizations are to function at their best. These include the support programs of firefighter training, emergency dispatch, and fire prevention. Proactive measures to prevent loss of life and reduce the frequency of fire are a positive addition to any community. Fire departments that devote time to educating the public in the area of life safety see benefits in many ways.

An obvious and very important supporting program is training. The three agencies have established programs to help ensure that their members are provided with the knowledge, skills and have the ability to safely and effectively perform their duties. BFD recently integrated into the HFD training program, which ESCI views as positive. HFD and WRFR have well developed training programs. A missing component of both programs is the lack of facilities and training grounds. ESCI recommends that the three fire departments develop a shared cooperative training facility. Further evaluation of the training programs and recommended improvements are found in the Training Programs section of this report.

Kudos 2: The collaboration between BFD and HFD on training fire personnel is viewed as a positive step for future efforts. An emergency workforce trained under a cooperative system is more efficient and effective in reducing property damage and loss during emergency incidents.

Emergency dispatch is another key element of the service delivery process. Blaine County Emergency Communications (BCEC) provides emergency call processing and dispatch services to BFD, HFD, WRFR, and other emergency services providers of the county. BCEC has recently been restructured and moved to a new facility. An evaluation of the dispatch center is outside of the scope of this project. However, ESCI met with BCEC staff and toured the facility as part of our field work identifying strengths and areas of needed improvement that will be discussed in other areas of this report.

In addition to emergency response, all three fire departments have fire and life safety code enforcement, inspection, and new construction plans review programs. ESCI found that the agencies have identified the importance of effective fire prevention and are addressing community need. The Fire Prevention/Public Education Program is the subject of a subsequent section of this report.

Foundational Policy Documents

Organizations that operate successfully are typically governed by a set of clear policies that lay the foundation for an effective organizational culture. These policies set the boundaries for both expected and acceptable behavior while not discouraging creativity and self-motivation. A comprehensive set of operating rules and guidelines should contain at least two primary sections. The following format is suggested.

1. Administrative Rules – This section contains all of the rules that employees and members are required to comply with at all times. Administrative rules, by definition, require certain actions or behaviors in all situations. The district board or city council should adopt or approve the administrative rules; however, the officials should then delegate authority to the fire chief for oversight of rule enforcement. The administrative rules (personnel policies and rules) should govern all members of the fire department, — uniformed and civilian. Where rules and policies, by their nature, require different application or provisions for different classifications of members, these differences should be clearly indicated and explained in writing. Specifically, the administrative rules should contain sections which address:
 - Public records access and retention
 - Contracting and purchasing authority
 - Safety and loss prevention
 - Respiratory protection program
 - Hazard communication program
 - Civil service rules
 - Harassment and discrimination
 - Personnel appointment and promotion
 - Disciplinary and grievance procedures
 - Uniforms and personal appearance
 - Other personnel management issues

2. Standard Operating Guidelines (SOGs) - This section should contain the “street-level” operational standards of practice for personnel of the fire department. SOGs are different from administrative rules in that variances are allowed in unique or unusual circumstances where strict application of the SOG would be less effective. Another way to think of a guideline is that it is a basis for determining a course of action. The document should provide for a program of regular and systematic updates to assure the guidelines remain current, practical, and relevant. SOGs should be developed, approved, and enforced under the direction of the fire chief.

The three agencies provided copies of the policies and guidelines under which they are currently operating. ESCI conducted the following review of the documents.

Bellevue Fire Department

BFD has established a set of *Rules and Regulations* for the organization. They address many of the components listed above. The department has done a good job of developing this document; however, it needs further review and additional sections added in order to be inclusive of all of the necessary information.

The department has also created a set of standard operating guidelines. The manual, however, lists only ten SOGs; and all of the areas that ESCI typically sees are not included. Several SOGs do not list an effective, update, or revision date. ESCI recommends a review of the existing SOGs and development of additional guidelines.

Hailey Fire Department

HFD operates under both a departmental *Rules and Guidelines* document and the *City of Hailey Personnel Handbook*, which details personnel policies and procedure. Between the two documents, the majority of the recommended content is included, with the following exceptions:

- Safety Program: There is reference in the city manual to safety issues, but it is limited. ESCI was also provided with the City Safety Policy; however, it appears to be in draft form and is not included in the manual. Additionally, the policy does not clearly specify the designation of a safety committee or scheduling of monthly safety committee meetings, as should occur based on both Occupational Safety and Health (OSHA) standards and industry best practices.
- HFD conducts appropriate testing of self-contained breathing apparatus and fitting of respiratory equipment; however, a written respiratory protection program is not in place.
- HFD has an infectious disease prevention program.

ESCI reviewed HFD's *Standard Operating Guidelines*. Content of the SOGs was comprehensive, detailed, with appropriate guidelines for emergency scene and other related practices. The guidelines are well written and easily understandable. The SOG format does not denote the effective date, or note updates or revisions. It is recommended that SOGs include an effective, update, and revision, date and that an SOG that specifies the frequency for review and revisions be created.

Wood River Fire & Rescue

WRFR has developed a policy handbook that provides guidance to employees regarding administrative operations. The handbook content was found to be extensive and well developed, including all of the key elements that are considered necessary. The handbook was recently updated and has been formally adopted by the WRFR Board of Fire Commissioners.

The handbook includes a safety policy that discusses the importance of safety and details procedures for managing on-the-job injuries. Although well written, the safety program policy falls short of being all-inclusive failing to address the establishment of a safety committee. Development of a more comprehensive safety program policy is recommended.

A respiratory protection program is not listed in the policy handbook. Our data collection indicates that appropriate “fit testing” of self-contained breathing apparatus and other respiratory protection practices are being followed by WRFR; however the district should have a written program consistent with industry best practices. A written respiratory protection program is recommended.

The district has an infectious disease prevention program in place.

ESCI was also provided with a copy of WRFR’s *Standard Operating Guidelines*. The SOG manual is separated into categories by subject and includes administrative and management topics, as well as emergency operations subject matter. The manual is well written.

A few issues were noted with the manual. First, the format of the SOGs differs with some guidelines appearing to be in draft form and others incomplete. The format used for the majority of the SOGs includes a place for the effective date and to record of revisions; however, this is not consistent throughout the manual. ESCI recommends that the manual be reviewed, standardized, and updated.

Federal OSHA Requirements

All three organizations lack some of the minimum Occupational Safety and Health Administration (OSHA) required programs. Understanding that there are multiple OSHA-based requirements that a fire department needs to be aware of, the following listing highlights only a few key elements:

- Safety and Loss Prevention: A written safety program is required, including training for employees and to conduct monthly safety committee meetings.²
- Respiratory Protection Program: Safety requirements include the development or written programs related to respiratory protection, particularly important to fire service responders.³
- Infection Control Program: Regulations address employee exposure to blood borne pathogens often present in medical emergency situations.

Recommendation 3: (*All Agencies*) - Establish a written safety program; Develop an OSHA compliant Respiratory Protection Plan.

Recommendation 4: (*Bellevue Fire Department*) - Review and revise *Rules and Regulations* to assure that all appropriate content is included; Review existing SOGs and develop additional guidelines, as needed; Take steps to meet Infection Control Program standards; Conduct annual testing of self-contained breathing apparatus and quarterly testing of breathing air.

Recommendation 5: (*Hailey Fire Department*) - Link the City Personnel Handbook and the HFD Rules and Guidelines to each other in their text to assure that all members are clear on administrative practices; Add effective, revision, and update information to existing SOGs; Establish an SOG detailing the review and update process.

Recommendation 6: (*Wood River Fire & Rescue*) - Review and further develop the existing safety policy to include safety committee practices; Review the SOG manual, update as needed and standardize format.

Organizational Design

A well-designed organizational structure will reflect the efficient assignment of responsibility and authority, allowing the organization to operate effectively by optimizing the distribution of workload. The lines on an organizational chart clarify accountability, coordination, and supervision. Thorough job descriptions provide the details of each position and ensure that each individual's specific role is clear and centered on the overall mission of the organization.

When properly configured, an organizational structure demonstrates an appropriate span of control and clear unity of command, in which each individual member reports to only one supervisor and is aware to whom he or she is responsible for oversight and accountability. This method of organization encourages structured and consistent lines of communication and prevents positions, tasks, and assignments from being overlooked. In the fire service, the span

² The Occupational Safety and Health Act of 1970.

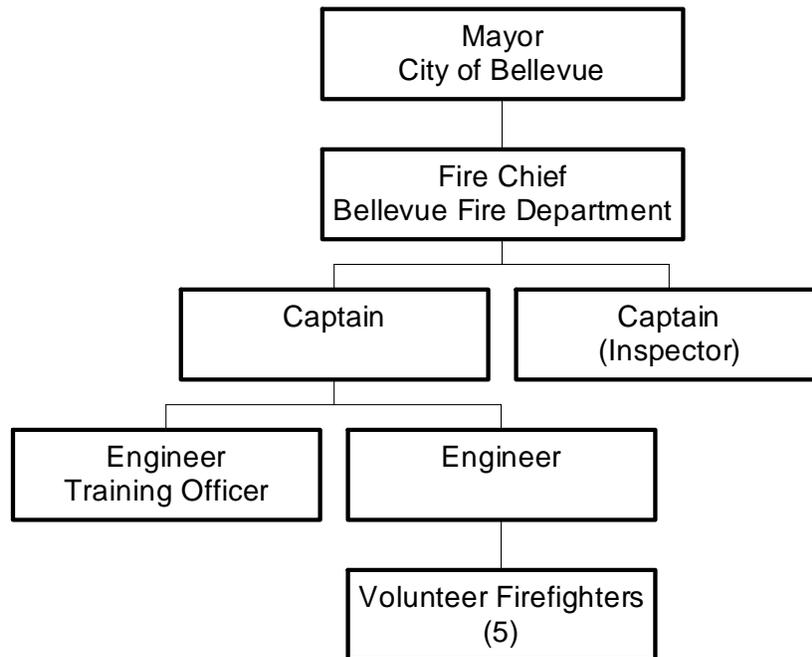
³ 29CFR1910.134 – Respiratory Protection.

of control for any specific supervisor is generally accepted to fall in the range between three and seven.

Bellevue Fire Department

A review of this agency's organizational chart reveals that BFD is organized in a typical top-down hierarchy (Figure 11).

Figure 11: BFD Organizational Chart

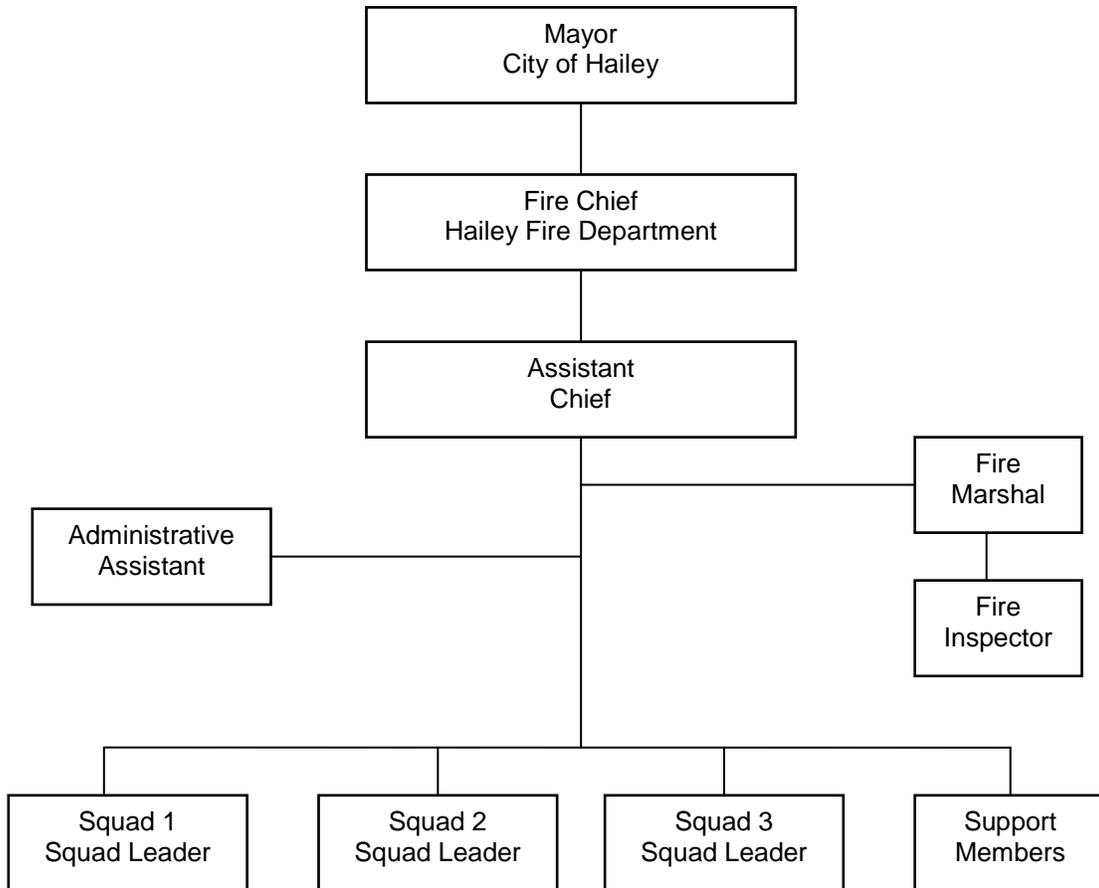


The chart clearly reflects the flow of responsibility and authority in the organization. Given the smaller size of the organization, there are no concerns regarding span of control.

Hailey Fire Department

HFD being a somewhat larger fire department than BFD has a more complex organizational chart (Figure 12). It is configured logically and maintains a clear delineation of responsibility and authority.

Figure 12: HFD Organizational Chart

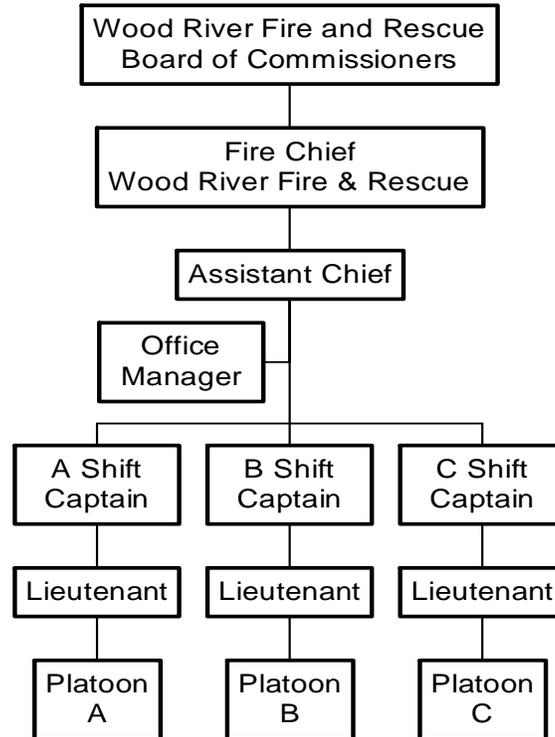


The chart depicts a clear unity of command with a reasonable distribution of responsibilities and authority, and with an appropriate span of control. .

Wood River Fire & Rescue

WRFR's organizational chart is straightforward and clearly denotes reporting responsibility for the district. The work flow differs from the other two agencies because WRFR has 24-hour staffing with personnel assigned to one of three rotating shifts.

Figure 13: WRFR Organizational Chart



As shown above, the span of control is well balanced in the WRFR organizational chart and is logically distributed by assigned work shift.

Financial Overview – Operating Budget, Funding, Fees, and Taxation

The financial overview will provide the reader with background information on the budget, funding, fees, taxation, financial resources, and cost recovery efforts of the three fire departments. Financial comparisons between the agencies as well as regional and national comparators will be presented. This information will be the basis for the financial analysis.

Budget Process

The cities of Hailey and Bellevue use similar budgeting practices, both following Idaho Statutes Title 50 for Municipal Corporations.⁴ WRFR follows budgeting practices found in Idaho Statutes Title 31, Counties and County Law, Chapter 14 Fire Protection District.

In the cities the city administrator is the budget officer; the WRFR assistant fire chief is the district's budget officer.

Each agency in this study uses a one-year cycle to plan operating budgets based on the fiscal year (October 1 through September 30). Administration of the budget is the responsibility of the city administrator and city clerk/treasurer in Bellevue, the treasurer of Hailey, and the office manager and assistant chief for WRFR.

Audits and Financial Reporting

Financial audits are most accurately described as an examination of financial statements. In this case, they are a review of the municipal and fire district financial statements that result in the publication of an independent opinion on whether they are relevant, accurate, complete, and fairly presented. Audits are designed to reduce the possibility of a material misstatement. Misstatements are defined as false, misleading, or missing information, whether caused by fraud (including deliberate misstatement) or error.

Bellevue

The City of Bellevue financial report for the fiscal year ending September 30, 2009, includes an independent auditors' report. The auditors' report issued on February 26, 2010, reviewed the financial statements and governmental activities, business-type activities, major fund, and fund balance information of the city.⁵

Hailey

The City of Hailey financial report for the fiscal year ending September 30, 2009, includes an independent auditors' report. The auditors' report issued on November 23, 2009, reviewed the

⁴ Idaho Statutes Title 50, Municipal Corporations, Chapter 10 Finances.

⁵ Independent Auditors' Report, City of Bellevue, Idaho, Condie Stoker & Associates, Certified Public Accountants, February 26, 2010.

financial statements and governmental activities, business-type activities, major fund, and fund balance information of the city.⁶

Wood River Fire & Rescue

The Wood River Fire & Rescue financial statement for the fiscal year ending September 30, 2009, includes an independent auditors' report. The auditors' report issued on December 15, 2009, reviewed the financial statements and governmental activities, business-type activities, major fund, and fund balance information of the district.⁷

A monthly financial report is prepared for the Bellevue and Hailey city councils identifying year-to-date expenditures compared to budget and benchmarking the percentage of budget used. The office manager and assistant chief of WRFR deliver a quarterly ambulance report and snapshot of the financial picture to the fire commissioners.

Revenue History and Funding

Revenue for fire and rescue (EMS) for the fire departments is received through the general revenue of the cities. The two principal categories of municipal revenue for each city are propriety fund and general revenue. Sub-categories including property and state tax, franchises, fees for service, and investment income comprise the revenue sources. The percentage and amount in each category varies between the cities, but each receives a significant portion of its revenues from these sources. Revenue sources for WRFR are primarily property taxes and a contract with the Blaine County Ambulance District. Other sources of revenue for the district include interest earnings, fees for service, and grants.

The following table summarizes the general fund revenue sources and amounts for the cities and district for the fiscal year ending September 30, 2009.

⁶ Independent Auditors' Report, City of Hailey, Idaho, Dennis R. Brown, Certified Public Accountant, November 23, 2009.

⁷ Independent Auditors' Report, Wood River Fire Protection District, Idaho, HCM Holmstead, PLLC, Certified Public Accountants, December 15, 2009.

Figure 14: General Revenue, Fiscal Year 2009

City of Bellevue		Wood River Fire & Rescue	
General Revenue		General Revenue	
Property Taxes	\$494,735	Property Taxes	\$662,754
State Allocation	291,424	Interest	1,300
Legislative Reimbursement	154,500	Plans and Permit Fees	14,000
Investment Income	4,925	Miscellaneous	40,000
Other	6,210	Other Taxes	36,000
		Grants and Gifts	15,000
Total	\$951,794	Total	\$769,054
City of Hailey			
General Revenue			
Property Taxes	\$1,866,341	State Highway User	269,657
Local Option Sales Tax	313,305	Penalty and Interest on Property Taxes	15,336
Franchises, Licenses, Permits	504,228	County Court Fines	55,136
State Revenue Sharing	456,954	Investment Income	119,891
State Sales Tax	83,308	Miscellaneous	94,435
State Liquor Sales	156,963	Sale of Assets	4,500
		Total	\$3,940,054

Note: Figures are presented using modified accrual basis of accounting. Wood River Fire & Rescue uses cash basis accounting.

Total general fund revenue in fiscal year 2008 – 2009 was approximately \$5.7 million, with 53.42 percent from property tax.

Funding

A major source of general fund revenue for the cities and district is property tax. Property taxes include amounts levied against property located in the taxing district. Some property owners are eligible for property tax reduction through the Circuit Breaker Program. The Property Tax Reduction (Circuit Breaker) program reduces property taxes for qualified applicants who apply between January 1 and April 15 of each year. The basis of the reduction is total household income for the previous calendar year. Qualified property owners receive a reduction of as much as \$1,320 for a home and up to one acre of land.

Program qualifications require property owners to have:

1. Owned and lived in a house or mobile home in Idaho that was their primary residence;
2. Total household income for the prior year was \$28,000 or less after deduction:
 - a. Medical expenses not reimbursed by Medicare or other insurance
 - b. Business and farm losses
 - c. Capital gains, and
3. The property owner meets one or more of the following categories as of January 1:
 - a. Age 65 or older
 - b. Widow(er) of any age
 - c. Blind

- d. Fatherless or motherless child under 18 years of age
- e. Former prisoner of war/hostage
- f. Veteran with at least 10 percent service connected disability, or receiving VA pension for a non-service connected disability.
- g. Disabled as recognized by the Social Security Administration, Railroad Retirement Board, or Federal Civil Service

To compare current revenue and to gauge future revenue from property taxes, ESCI reviewed the historical assessed valuation, tax values, tax rates, and taxes levied. Figure 15 shows the historical total assessed valuations for the tax years 2006 through 2010.

Figure 15: Historical Net Taxable Value, 2006 – 2010

Year	Bellevue	Percent of Change	Hailey	Percent of Change	Wood River Fire & Rescue	Percent of Change
2006	342,369,950		1,278,527,416		976,697,100	
2007	343,271,498	0.26%	1,348,744,503	5.49%	1,141,096,587	16.83%
2008	359,659,762	4.77%	1,435,140,979	6.41%	1,184,501,330	3.80%
2009	324,155,111	-9.87%	1,404,120,623	-2.16%	1,213,319,181	2.43%
2010	291,259,324	-10.15%	1,278,745,835	-8.93%	1,146,905,909	-5.47%

The total taxable value of the cities and district in fiscal year 2010 was approximately \$2.7 billion, a decrease of 8.27 percent from 2009 (\$2.9 billion). With the exception of 2009 and 2010, each agency has seen increases in taxable value during the previous three years.

Figure 16 shows the dollar amount of taxes collected by the cities and district from 2006 through 2010 and the percent of change.

Figure 16: Property Taxes Revenue by Year, 2006 – 2010

Year	Bellevue	Percent of Change	Hailey ⁸	Percent of Change	Wood River Fire & Rescue	Percent of Change
2006	251,396		1,509,294		633,778	
2007	262,622	4.47%	1,716,302	13.72%	668,956	5.55%
2008	464,578	76.90%	1,799,881	4.87%	692,100	3.46%
2009	483,779	4.13%	1,866,349	3.69%	706,963	2.15%
2010	502,628	3.90%	1,874,411	0.43%	713,963	0.99%

⁸ Property tax revenue for the city of Hailey in 2010 is estimated.

Cost Recovery Efforts

Occasionally, fire departments will operate from multiple funds in addition to the general fund. These funds are dedicated cost recovery or revenue sources that receive funding from services such as a dedicated tax, ambulance transport fees, fire and life safety plans review, and fire and life safety inspections. Cost recovery, like other revenue sources, provides another measure of stability.

Some revenue can be gleaned from response to hazardous materials incidents, where *spiller pays* laws often require that departments are reimbursed for their mitigation efforts. However, this is typically limited to actual documented expenditures and, with the exception of very busy hazardous materials teams, provides little in the way of a predictable revenue stream.

A number of fire departments have initiated billing for fire suppression responses, primarily to insured structures.⁹ However, most insurance carriers provide very limited coverage for such fees, thus the revenue is rarely worth the political and public relations challenges or administrative efforts to collect it.¹⁰ As a result, many such efforts have failed.

Aside from ambulance transport fees, code enforcement efforts often provide the most reliable, consistent, and predictable sources of revenue. Many communities have established a fee ordinance for their code enforcement division which initiates billing for everything from routine inspections to licenses and plan review. Code enforcement fees such as this can be based on occupancy type (reflecting the relative complexity of the inspection), while plan review fees are often based on the square footage of the structure reviewed. A list of typical non-tax revenue sources includes:

- Ambulance (EMS transport) service fees
- Medicare reimbursement
- Contract for services, fire protection
- Fire inspection permit fees
- Licenses
- Fire and life safety plans reviews
- Federal forestry and wildlife protection
- Fire suppression services

⁹ *Fire Departments Turn To 'Crash Tax' For Budget*, Brian Maass, Denver (CBS4), March 31, 2009.

¹⁰ "A Crash. A Call for Help. Then a Bill.," Christopher Jensen, *New York Times*, September 3, 2010.

- Hazardous materials mitigation
- Standby services

Each of the three fire departments has some level of fees for service. A summary of the types of services that involve cost recovery is provided in the next table.

Figure 17: Summary Table of Fees for Service

Bellevue	Hailey	Wood River Fire & Rescue
Fees for Service		
Yes	Yes	Yes
Billing for Fire Response		
No	Yes	Yes
Fire and Life Safety Inspection Fee		
Yes	Yes	Yes
Fee for Hazardous Materials		
Yes	Yes	Yes
Airport/Port Fees		
No	Receive up to \$4,000 of airport funds for equipment or training	No
Event Stand-by Charge		
\$200/hour fire apparatus standby fee	Yes, \$30 per hour per firefighter and \$125 for apparatus	Yes, federal reimbursement rate
Recovery Outside of City		
Yes, deployment wildland (local is mutual for four hours and will go to one operational period) Cost share for outside the area with mutual response agencies	Yes, deployment wildland (local is mutual for four hours and will go to one operational period) Cost share for outside the area with mutual response agencies	Yes, deployment wildland (local is mutual for four hours and will go to one operational period) Cost share for outside the area with mutual response agencies

Specific fees for service for BFD, HFD and WRFR are described in the following tables.

Figure 18: BFD Fees for Service

Service	Fee
General Fire & Life Safety Plan Review Requirement	Plan Check = \$50/hour After Hours Inspections = \$75/hour Inspection Fee = \$50/hour Technical Inspections = \$95/hour
Fire Protection System Installation	Extinguishing Systems: \$100 + .50 per head (NTE 25% of Building Permit Fee) <ul style="list-style-type: none"> • Commercial Hood Systems = \$125 • Chemical Agent Systems = \$125 Fire Alarm Systems = \$45/hour (NTE 10% of Building Permit Fee) Standpipe Systems = \$50/inspection
Other	
Fire Apparatus Standby	\$200/hour

BFD's fees are based on the 2006 International Fire Code. They were adopted by city ordinance in August of 2010.

Figure 19: HFD Fees for Service

Service	Fee
General Fire & Life Safety Plan Review Requirement	25% of Building Plan Permit Fee
Fire Protection System Installation	Additional fee equal to 25% of the Building Permit fee apportioned: <ul style="list-style-type: none"> • 3.5% Fire Alarm System Plan Review • 3.5% Fire Alarm Installation & Inspection • 8% Fire Sprinkler System Plan Review • 10% Fire Sprinkler Installation and Inspection
Installation/Construction Permits	
Commercial Kitchen Hood Extinguishing Systems	\$125
Special Chemical Agent Extinguishing Systems	\$125
Other Special Fixed Fire Suppression Systems	\$125
Private Fire Hydrant Installation	\$75
Standpipe System Installation	\$75
Underground Tank Removal	\$35
Operational Permits	Varies by type of product and process

HFD's fees for service (permit fees) were last revised in July 2007.

Figure 20: WRFR Fees for Service

Service	Fee
Automatic Fire Alarm System	\$25 per hour, one hour minimum
Fire Protection System Installation	\$50 per riser plus \$0.50 per head
Carnivals and Fairs	\$50
Cryogenic Fluids	\$50
Dust-producing Operations	\$50
Explosives and Basting Agents	\$100
Day Care Center Inspection	\$20
Fireworks	\$25 + \$25 for inspection
Flammable and Combustible Liquids	\$100
Hazardous Materials	\$100
Hood and Duct	\$50
Liquefied Petroleum Gas	\$25 up to 500 gallons \$100 501 gallons and above
Oil and Fuel Tank Removal	\$100
Open Burning	\$25
Oven, Industrial Baking or Drying	\$50
Pyrotechnic Special Effects	\$100
Repair Garages and Fuel Dispensing Facilities	\$100
Spraying and Dipping	\$50
Standpipe Systems	\$50
Use of Apparatus or Personnel	Personnel \$30 per hour Apparatus \$90 per hour
Written Reports	\$1 per page, \$2 color
Written Reports Requiring Research	\$1 per page (plus staff @ \$30 per hour)
Photographs, Printed Images	\$2 each (plus staff @ \$30 per hour)
Electronic Images and Files on Disk	\$20 per disk
Plan Check Fee	
Subdivision	40% of Planning and Zoning Application Fee
Building Permit	40% of Building Department Plan Check Fee
Additional Checks and Revisions	20% of Application Fee

WRFR fees for service were last updated on April 9, 2008.

While WRFR is not responsible for the billing of EMS services, the district is a recipient of revenue indirectly. Additionally, the cost of ambulance transport impacts residents and non-residents. Figure 21 lists the rates and services for the Blaine County Ambulance District.

Figure 21: Blaine County Ambulance District Fee Schedule

Service	Rate
BLS Transport	\$690
ALS Transport	\$690
Life Flight Transfer	\$375
Life Flight Assist	\$75/hour
Standby – Ambulance and 2 personnel	\$115/hour
Standby – one EMT	\$37.50/hour
Technical Rescue – per person	\$37.50/hour
BLS No Transport	\$190
ALS No Transport	\$290
ALS Transport 2 (Non-Resident)	\$690
Minor Extrication	\$250
Extended Extrication	\$450
Standby Charge	\$115
Mileage Charge	\$11.25

The next tables show historical revenue for the three fire departments. Figure 22 shows the revenue for BFD between 2007 and 2011.

Figure 22: BFD Revenue, 2007 – 2011

Category	2007 Actual	2008 Actual	2009 Actual	2010 Budget	2011 Budget
Donations	0	0	0	0	0
Miscellaneous Income	0	6,545	2,417	4,500	2,500
Grants	67,450	35,991	0	0	0
Equipment Rental	4,162	2,907	0	1,000	1,000
Permits	635	1,454	225	1,500	500
Total	\$72,247	\$46,897	\$2,642	\$7,000	\$4,000

Revenue for BFD was highest in fiscal year 2007 and 2008 when the department was the recipient of grant monies.

Figure 23 shows the historical revenue for the HFD between 2006 and 2011.

Figure 23: HFD Revenue, 2006 – 2011

Category	2006 Actual	2007 Actual	2008 Actual	2009 Actual	2010 Budget	2011 Budget
Permits	19,863	42,250	16,823	27,259	13,555	10,549
Mutual Aid	4,498	19,327	20,338	106,620	4,631	800
Grants	62,504	74,544	1,531	1,376	5,250	0
1/4 Business Licenses	9,539	9,750	8,394	10,330	9,782	10,006
Local Option Tax	0	0	50,000	0	0	0
Total	\$96,405	\$145,871	\$97,085	\$145,585	\$33,219	\$21,355

Revenue for HFD has varied from year-to-year. The two years with the highest revenue (2007 and 2009) were when the fire department received large reimbursements for wildland firefighting and grant monies. In 2008 the fire department received \$50,000 of local option tax (LOT) funds.

Figure 24 shows the revenue for WRFR. Revenue from the ambulance contract with Blaine County Ambulance District is included. Dollars from the contract are produced outside of property taxes on district residents and reflect a service for fee (enterprise).

Figure 24: WRFR Revenue, 2006 – 2011

	2006 Actual	2007 Actual	2008 Actual	2009 Actual	2010 Budget	2011 Budget
Fire						
Plan Check	30,000	45,000	45,000	32,000	20,000	10,000
Permits	0	0	3,500	3,200	3,000	3,000
Interest/Savings	150	150	325	650	500	250
Interest/Capital Reserve	2,500	2,000	6,500	10,000	10,000	1,000
Miscellaneous	22,000	35,000	50,000	36,000	35,500	20,000
Grants/Gifts	0	1	1	100	100	12,500
Sub-total	\$54,650	\$82,151	\$105,326	\$81,950	\$69,100	\$46,750
EMS						
Service Fees	0	3,675	3,850	4,500	3,000	3,000
Ambulance Contract	626,727	672,123	708,528	793,483	856,962	891,240
Interest/Savings	150	150	325	650	500	300
Miscellaneous	3,000	1,500	1,200	2,500	500	2,500
Grants/Gifts	0	1	1	100	100	100
Sub-total	629,877	677,449	713,904	801,233	861,062	897,140
Total	\$684,527	\$759,600	\$819,230	\$883,183	\$930,162	\$909,640

WRFR's revenue has increased approximately 33 percent (6.58 percent annual average) between 2006 and 2011. The greatest increase is reflected in revenue from the ambulance contract.

Expenditures

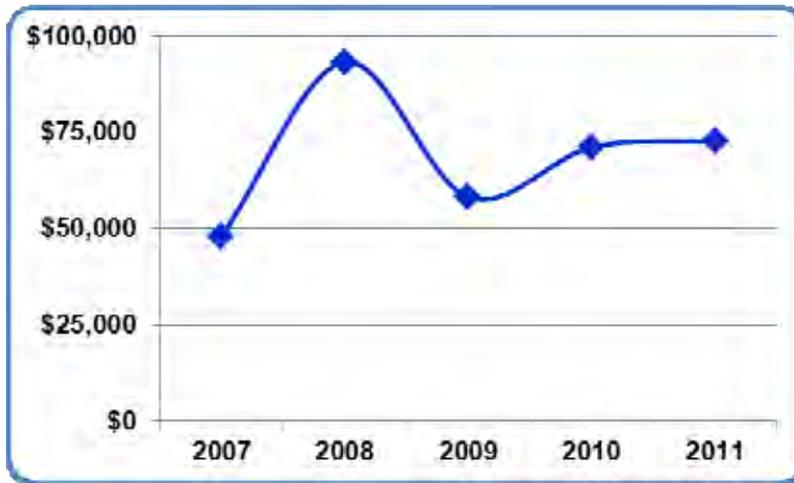
The next series of figures show the historical annual expenditure information provided by the three fire departments.¹¹ Amounts for fiscal year ending in 2010 are based on estimates and for fiscal year 2011 on budgeted amounts. Annual expenditures are inclusive of personnel services, materials and services, and capital outlay.

¹¹ Note: The number of years of historical financial data varies according to the data provided by each fire department.

Bellevue Fire Department

Bellevue is similar to the many cities in not charging for all municipal overhead or fleet rental fees to the fire department. However, the City of Bellevue does directly charge the fire department for liability insurance, IS/IT, attorney and other professional services, and for fuel used by fire apparatus. Figure 25 includes the expenditures charged to the BFD for the fiscal years 2007 through 2010 and budgeted expenditures for 2011.

Figure 25: BFD Expenditures, 2007 – 2011

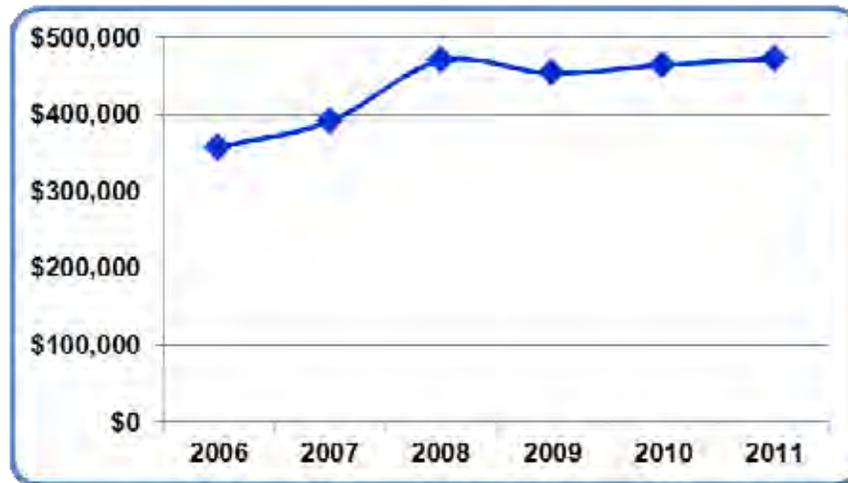


Expenditures by the BFD have remained relatively consistent over the five-year period with the exception of 2008 when the department received grant funding.

Hailey Fire Department

Figure 26 includes the expenditures charged to the HFD for the fiscal years 2006 through 2011. Items listed as capital expenditures are not included. HFD like BFD is directly charged for some of the services received through its relation with the City of Hailey. Charges include health insurance, unemployment insurance, vehicle repair and maintenance, fuel, and training.

Figure 26: HFD Expenditures, 2006 – 2011

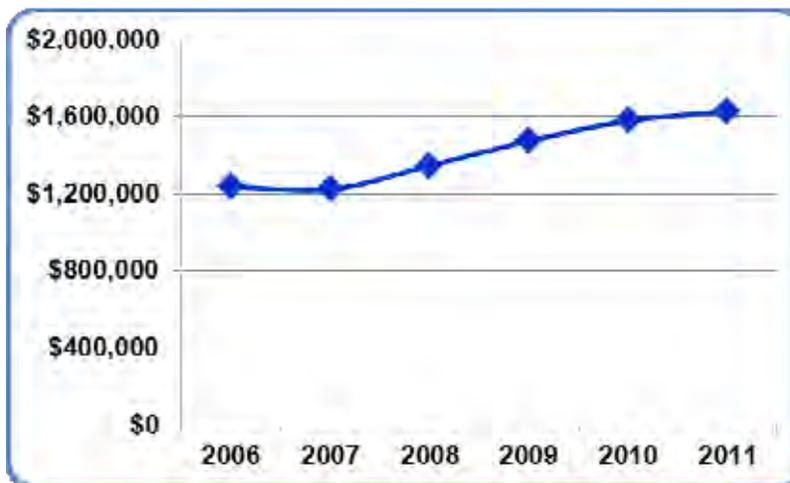


HFD's expenses have increased approximately 32 percent (6.44 percent annual average) between 2006 and 2011.

Wood River Fire & Rescue

In Figure 27 the expenditures of WRFR are shown for a six-year fiscal period from 2006 through 2011. Items listed as capital expenditures are not included.

Figure 27: WRFR Expenditures, 2006 – 2011



WRFR's expenses have increased approximately 32 percent (6.31 percent annual average) between 2006 and 2011.

Management Components

As with most emergency service agencies, BFD, HFD, and WRFR face challenges of organizational growth and management. In addition to the continuing expansion of the communities and resultant workload, the management, leadership, and supervision of career and paid per call personnel present unique issues. These issues include the consistency and adequacy of response, maintenance of competencies, retention of current and the recruitment of a future workforce. All three agencies strive to effectively meet these challenges but often struggle due to limited staff resources and multiple task assignments placed on administrative officers.

Organizational Planning (Mission, Vision, and Values)

Identifying an organization's purpose and vision for the future is essential to defining the most fundamental reasons for which an organization exists and the means by which they will provide service to the community. A fire department's mission statement, stated vision, and core values are the foundation of a planning process designed to clearly define the organization's goals and objectives and set the course for the future, typically in terms of a three to five-year time span.

Master planning is the process of identifying long-term needs and challenges and establishing a process by which an organization identifies where it stands currently, what its demands will be in the future, and how to address those needs in the form of long-range planning. Master plans generally look at a 10 to 15-year period of time.

Strategic planning is an organization's process of defining its strategy, course of action, and decision-making on how to best allocate resources. A common analysis process used in strategic planning, involves a SWOC analysis (Strengths, Weaknesses, Opportunities, and Challenges).

Figure 28 summarizes the planning efforts that each of the participating agencies has undertaken.

Figure 28: Planning Components Summary

Component	BFD	HFD	WRFR
Mission statement adopted	Yes	Yes	Yes
Mission statement displayed	Yes	Yes	Yes
Mission periodic review	No	Yes	No
Vision established and communicated	No	Yes	Yes
Core values established	No	No	Yes
Strategic or master plan	No	Yes	Yes
Adopted by elected officials		Yes	Yes
Published and available		Yes	Yes
Periodic review		Yes	Yes
Goals and objectives established	No	Yes	Yes
Periodic review		Yes	Annually
Tied to division/personnel performance statements/plans		No	Yes
Code of conduct established	Yes	No	Yes

All three fire agencies have a mission statement prominently displayed for viewing by staff and the public. HFD revisits its statement annually, while the other departments conduct a review on an as-needed basis. Periodic review is important and recommended.

Bellevue Fire Department

BFD has identified long-range planning needs in terms of capital resources. There is not, however, a funded capital improvement plan in place. Completing a capital improvement plan and long-range master plan for the organization's future is desirable and will be discussed further in the following section.

Hailey Fire Department

HFD has been pro-active in developing a mission and values statements and keeping them up to date. In addition, a well written strategic plan has been created and is reviewed and updated annually. The planning process provides valuable direction to the agency. The department is commended for its efforts. A master plan has not been established (a discussion is found in Organizational Planning).

Kudos 3: HFD has developed a strategic plan that is updated annually.

Wood River Fire & Rescue

WRFR has a mission, vision, and core values statements that are well written. Although the district has not conducted a strategic planning process, it has established agency goals and objectives that are reviewed and updated on an annual basis. A master plan developed in 1997 is considered to be valid through 2012.

Recommendation 7: (*Bellevue Fire Department and Wood River Fire & Rescue*) – Periodically review and update mission statements.

Internal and External Communication Processes

Quality communication is an achievable goal for any organization, but one that often seems to be elusive. It is important that practices be in place to assure that employees and members of a fire department are fully informed on changes and events within the organization. Of equal importance is that the agency’s external stakeholders be kept aware of what is going on at the fire department.

Internal Communications

There are internal communication processes in the three organizations that offer opportunities for department personnel to be informed, heard, and involved. These processes are summarized in the following table (Figure 29).

Figure 29: Summary of Internal Communication Practices

	BFD	HFD	WRFR
Regularly scheduled staff meetings	No	Every 5 th week	Monthly, open to all personnel
Written staff meeting minutes	No	Yes	Yes
Memos	Yes, posted on bulletin board	Yes, posted on bulletin board	Not generally, replaced with e-mail
Member newsletter	No	No	No
Open door policy	Yes	Yes	Yes
Bulletin board	Yes	Yes	Yes
Vertical communication path clearly identified	Informal	Informal	Yes
E-mail	Yes, fire chief	Yes	Yes, all full-time members
Employee mail boxes	Yes	Yes	Yes
Voice mail	Yes, fire chief	Yes, staff only	Yes, all full-time members

Staff meetings are conducted consistently at HFD and WRFR. BFD does not hold scheduled staff meetings, to a great extent due to the small size of the department. Even so, some form of regular assembly of key command staff to review current events is recommended.

Recommendation 8: (*Bellevue Fire Department*) – Initiate regularly scheduled staff meetings with key leadership personnel.

It is also advisable that some form of planned information exchange take place for all three agencies on a more frequent basis. This is typically done in the form of a brief meeting at the time of shift change in a department with full-time personnel or (in a paid per call organization) a brief meeting at the beginning of weekly training sessions. These times offer an opportunity for command and/or shift officers to update members on events that members may not otherwise have knowledge.

External Communications

It is also important that a public agency reach out to its external stakeholders and constituents to help keep them informed of what the organization is doing, its successes, and its challenges. Involving the community in decision-making and planning can be invaluable. External communication is often accomplished by the use of websites, advisory committees, annual reports, and periodic survey of community members’ opinions. External communications methods are summarized in the following table (Figure 30).

Figure 30: Summary of External Communications Practices

	BFD	HFD	WRFR
Community newsletter	No	Yes	No
Website	Yes, fire department linked to the city	Yes, fire department linked to the city	Yes, fire district website
Advisory committee(s)	No	Yes, currently one for training	Ad-hoc
Complaint process	No	Yes	Yes
Email	No	Yes	Yes
Community survey	No	Yes	No
Local community planning organizations	No	No	Occasionally
Focus groups	No	No	Ad-hoc

The internet and social media websites are becoming one of the most important ways that citizens learn about their fire department. All three agencies have established a website

presence, containing appropriate content and public information. The websites provide information about the fire departments, various resource materials and agency contacts.

Annual reporting to the community of an agency's activities is important. An annual report lets the taxpayers know how their dollars are being used, as well as provides information to the public that supports positive perceptions of the fire department.

Bellevue Fire Department

BFD does not provide an annual report on its activities.

Hailey Fire Department

HFD completes an annual report each year, updating the community on the department's activities. ESCI reviewed reports dating from 2005 through 2009 and found them to be comprehensive and reflective of fire department activities.

Wood River Fire & Rescue

WRFR reports activities monthly to the Board of Commissioners. An annual report to the community is not compiled. ESCI recommends that WRFR produce an annual report of district activities and distribute it to the community.

<p>Recommendation 9: (<i>Wood River Fire & Rescue and Bellevue Fire Department</i>) – Produce an annual report of activities and distribute it to the community.</p>

Internal Evaluation of Critical Issues and Future Challenges

An organization's leadership cannot prioritize the issues it faces and prepare to find solutions or mitigate problems if the issues are not regularly identified. It is important that there be a clear understanding of critical issues facing an agency. In addition, the enunciation of critical issues to fire department members increases their awareness of the organization's priorities and helps them to focus on solutions.

While most of the people involved in the fire department on a regular basis are likely to be aware of these challenges, they are generally interpreted or understood differently by those that are peripherally involved or external to the agency. It is valuable to establish some formal processes by which issues and challenges are identified and discussed to assure that everyone involved has the same appreciation for them.

In our field interviews, ESCI found that key staff members were able to readily list what they considered to be critical issues, along with challenges for the future. The process of identifying these concerns, however, is informal in all three groups, absent a structured process of periodically meeting to identify new challenges and evaluate progress on existing ones. The following critical issues were identified by the chief officers interviewed:

- Attracting and retaining paid-per-call personnel
- Deterioration of a fire station's condition
- Lack of adequate financial resources
- Current economic issues, generally
- 3 percent tax limitation
- Annexation of district service area by cities
- Recruitment, training and retention of both paid-per-call and career personnel

Decision-Making Process

An organization benefits from a higher level of commitment and ownership in the agency's success when members have the opportunity to engage in the decision-making process. Decision-making should be pushed down into the organization as far as possible, empowering personnel to have an impact on outcomes. The person expected to make the decision must be provided with the expectations by which they are to make the decision. Furthermore, input should be solicited from all individuals who are directly impacted by a decision.

ESCI asked each of the organizations about how they make decisions internally. All expressed a healthy appreciation for the importance of involving department members in decision-making by using a participatory approach and open communications. We found that the fire chiefs all have a positive approach with regard to incorporating their personnel into the decision process; including an appreciation for the fact that the final decision remains the role of the command staff and fire chief.

Decision-making processes are generally informal in all three agencies. Due to the size of the organizations, this approach works reasonably well, at least with decisions regarding matters that do not have a major impact on members or operations. Larger, more critical, decisions will benefit from a more structured decision-making process. A formal decision-making procedure for significant issues has not been adopted by the agencies and is recommended.

Recommendation 10: *(All Agencies)* – Establish and formalize the decision making process.

Document Control and Security

Records management is a critical function of any organization. A variety of uses are made of written records and their integrity must be protected. Furthermore, proper documentation of actions taken by an organization reduces legal risks.

Information involving employees should be treated confidentially. Of prime importance is human resource related data that involves personal information, hiring and disciplinary matters, and health or medical related detail. Privacy is also important regarding workers' compensation and other insurance claims.

Idaho Statutes require public access to certain fire and emergency medical services (EMS) documents and data.¹² Consequently, formal written procedures need to be adopted that provide for public records access through fire department staff.

Additional rules apply to records regarding patients treated in medical emergencies. The Health Insurance Portability and Accountability Act (HIPAA) includes regulations that require all individually-identifiable health care information be protected to ensure privacy and confidentiality when stored, maintained, or transmitted. Compliance requires a HIPAA compliance officer be in place and strict policies be defined to guide compliance. Efforts to access response records containing protected medical information must be strictly controlled and appropriate identification required for such access.

All three agencies reported established procedures for public access to confidential documents. Hard copy records are maintained in the respective fire chiefs' offices, as is appropriate, and practices are in place to limit access. Computer files are universally backed up. No concerns were noted.

Reporting and Recordkeeping

Fire departments are required to maintain a wide array of reports and records. Some of these records must be kept in hard copy format, while many can be maintained in electronic records management systems (RMS). RMS should be capable of efficiently producing records and reports regarding the agency's activities. There are a number of efficient records management systems (RMS) available to fire agencies for this purpose.

The Idaho State Fire Marshal, by statute, requires that fire departments submit incident reports using the *Idaho Fire Incident Reporting System (IFIRS)*. IFIRS, a statewide reporting protocol, is based on the *National Fire Incident Reporting System (NFIRS)* standard (used nationwide).

The State of Idaho further establishes requirements for reporting of emergency medical service activities. State reporting is supplemented by any local requirements placed on the agency by the fire department’s supervising physician(s).

The National Fire Protection Association (NFPA) has standards for practices including equipment testing. NFPA standards are not requirements or legal mandates; however, they are principles against which an agency will be compared in the event of an equipment failure and resulting safety issue.

Certain records of internal activities are required, whether by law or occupational safety regulations, while others are simply advisable based on national standards and industry best practices. Reporting compliance activities for each of the agencies is listed below.

Figure 31: Reporting Compliance

Report	BFD	HFD	WRFR
Incident reports	IFIRS	IFIRS (ERS)*	IFIRS (ERS)
Patient care reports	N/A	Yes, ERS and hard copy reports	Yes, ERS and hard copy reports
Exposure records	No	Yes	Yes, exposure control plan in place
Breathing Apparatus testing	Yes	Yes	Yes
Hose testing	Yes	No (discontinued)	Yes
Ladder testing	Yes	No (discontinued)	Yes
Fire pump testing	Yes	Yes	Yes
Breathing air testing	No	Yes	Yes
Gas monitor testing	Yes	Yes	Yes

*Emergency Reporting Systems on line reporting program

Each agency manages information somewhat differently. All use a Windows®-based computer system for electronic records. HFD and WRFR, as well as BFD to lesser degree, use an internet-based RMS system titled *Emergency Reporting Systems® (ERS)*. The system is appropriate for the three fire departments and meets all fundamental reporting needs; however, it does not interface effectively with the State EMS reporting system.

¹² Idaho Statutes Title 9, Chapter 3.

A review of the three agencies' incident reporting data indicates that they are in compliance with state of Idaho IFIRS reporting requirements. A review of the agencies' reporting practices generated the following observations:

Bellevue Fire Department

Tracking and reporting of employees' exposure to hazardous materials and blood borne pathogens is important to the well-being of members. An exposure control procedure should be *developed*.

Hailey Fire Department

Testing of fire hose and ladders was not conducted in the last year. Testing of other department equipment has taken place. Completion of annual hose and ladder testing is essential to firefighter safety and is an OSHA requirement.

Recommendation 11: (*Hailey Fire Department*) – Conduct annual hose and ladder testing.

Wood River Fire & Rescue

Annual equipment testing is being conducted by WRFR. Incident and exposure reporting procedures appear to be properly addressed. Documentation of emergency medical patient care information is in order; which is particularly important because WRFR provides emergency medical transportation.

Financial Controls

The control of a public entity's expenditures is extremely important to the health and well-being of the organization. Financial credibility is easily damaged by seemingly small issues and municipalities and fire districts must be able to account for the proper expenditure of every taxpayer dollar. Issues such as payroll errors, misuse of cell phones or electronic media, or lax purchasing control tend to make media headlines. Consequently, expenditure controls must be clearly stated in city/district policy and procedures and must conform to state law.

All expenditures should be accounted for regardless of size. Accounting should include justification and receipts for all expenditures, purchase orders where appropriate, and a process for pre-approval of purchases at set purchasing thresholds. In addition, all payroll entries should have supervisor approval and oversight at more than one level.

The following guidance is offered to identify the minimum financial controls that should be employed by a fire department.

Guidance: Minimum Financial Controls and Best Practices

- Mail pick-up and the receipt of department financial resources, invoices, and bank statements should be restricted to a limited number of persons and should not include the organization's bookkeeper.
 - A check-in process should be utilized prior to forwarding items to the bookkeeper.
 - If a post office box is utilized, keys should be strictly controlled.
- The fire chief and governing body should review all bank statements, check registers, and income and expense reports on a monthly basis.
- Two signatures should be required on all checks.
 - Several high ranking members of the agency should have signature authority and the person(s) preparing checks should not have signature authority.
- Receipts should be required for all expenditures regardless of size, and justification should be required for each purchase.
- Purchase orders and pre-approval should be required for all purchases over a certain amount.
- Blanket purchase orders should have a limited and specific signature authority.
- Pre-defined spending limits should be placed on all purchasing cards.
- Personnel that are issued purchasing cards should be required to sign an agreement that defines the limits and use of the card.
- Petty cash accounting should be conducted under two signatures.
- Endorsement stamps should be kept in a secured location.
- All payroll, benefit, and leave bank entries should receive approval at more than one supervisory level.

The agencies generally practice appropriate financial control procedures. All three stated that purchase order systems are utilized and that credit cards are under the direct control of the fire chief. BFD does not have a petty cash system; however, HFD and WRFR both have established a \$100 petty cash limit with appropriate controls.

In all instances, the fire departments' administrative staff members are responsible for coding and processing invoices, and all checks require review and approval by elected officials. Finally, all three agencies' accounting is subject to an external audit on an annual basis.

During field interviews, ESCI found that, based on information provided by department staff members, appropriate financial controls and practices are in place. While we are confident that

the procedures are being followed, a review of all three agencies' Standard Operating Guidelines and policy documents revealed that the protocols relating to how funds are handled is not addressed in writing for Bellevue and Hailey. WRFR has adequate policies in place. It is recommended that BFD and HFD codify the financial practices that have been established in an appropriate policy format.

Recommendation 12: (*Bellevue Fire Department and Hailey Fire Department*) – Detail and codify all financial controls and practices.

Organizational Planning Processes

Emergency services exist in a rapidly changing environment. With improved methods of providing service comes increased regulation of activities, new risks to protect, and unexpected challenges that can quickly catch the unwary off guard. Only through continuous internal and external environmental awareness and periodic adjustments for changes in those environments can an organization stay on the leading edge.

In order to do a better job with available resources, the organization must focus on improving services while identifying programs or activities that may no longer serve its changing needs. Through planning, a fire department is able to establish a vision for the future, create a framework within which decisions are made, and chart its course to the future. The quality and accuracy of the planning function determines the success of the organization.

To be truly effective, an emergency services agency must consider planning on three distinct levels:

- Operational planning
- Tactical planning
- Master planning

Operational planning is the organization of day-to-day activities (as primarily outlined by a department's standard operating guidelines and procedures) along with budgeting, maintenance and other routine planning needs. Tactical planning is the development of strategies for actions to be taken at emergency incidents. Master planning is preparation for the long-term effectiveness of the agency as the operating environment changes over time.

Organization and Implementation of Planning Efforts

ESCI assembled available information and interviewed key staff about each agency's planning activities.

Bellevue Fire Department

Bellevue's planning processes are limited. Annual financial planning is conducted in the form of the budget process when the fire department requests funding from the city council each year. Periodic special requests are also made throughout the course of the year. Emergency response planning is also done by virtue of mutual aid practices agreed to by the area fire

departments. BFD has not conducted strategic or master planning processes, nor are long-range capital replacement plans established.

A strategic planning process would be beneficial to the organization in the future. However, of greater importance is planning for how the current fire station and aging emergency vehicles will be replaced. The department has reached a critical state in regard to both and does not have financial resources available to meet the needs.

Hailey Fire Department

Hailey Fire Department has been pro-active with regard to several aspects of planning. The annual budget process establishes yearly operational and financial planning. Like Bellevue, Hailey has participated in response planning via the mutual aid system and the establishment of dispatch protocols for emergency incidents.

Unique to Hailey Fire Department is a history of strategic planning. ESCI was provided with a plan that was developed in 2008 and another in 2009, making it apparent that not only has Hailey produced what we found to be a quality plan but has also been diligent about reviewing and updating the document. The department is commended for its effort in this area.

Hailey has also identified capital replacement needs related to fire stations and apparatus. Due to financial constraints, however, the department has only identified needs in memorandum form; there is no financial plan or funded replacement schedule in place. Finding ways to fund future capital needs is strongly recommended.

The department has not undertaken a master planning process.

Wood River Fire and Rescue

Wood River's planning process is informal in nature and, like the other participating agencies, includes annual budget and emergency response planning. The district has not completed a strategic plan. A long-range master plan has been in place since 1997 and is considered valid until 2012. It is recommended that the plan be revisited at that time.

WRFR has considered capital replacement planning. A replacement schedule for fire apparatus identifying service lives and replacement costs has been developed. In addition, funds are being set aside in a capital replacement fund. In reviewing the capital fund contributions (made

in varying amounts between 2005 and 2009), we find that the fund balance is insufficient to fully meet the anticipated equipment replacement needs.

Kudos 4: WRFR has replacement schedule and established a capital replacement fund.

Planning for the Future

A commonly used adage is, “If you fail to plan, plan to fail”. ESCI has witnessed many examples of the difficulties that occur when agencies do not make the effort to forecast and take steps to meet the demands of the future.

We have identified a number of positive planning steps that have been undertaken in Bellevue, Hailey, and Wood River; we commend the agencies for the foresight that they have demonstrated. We also, however, encourage the departments to make a commitment to increased planning efforts.

Recommendation 13: (*Bellevue Fire Department*) – Consider a strategic planning process in the future; Plan for future replacement needs for fire stations and equipment; Implement pre-incident planning practices.

Recommendation 14: (*Hailey Fire Department*) – Continue annual strategic planning efforts; Place a priority on finding a means by which to fund future capital replacement needs.

Recommendation 15: (*Wood River Fire and Rescue*) – Continue efforts to plan for capital replacement and funding of a replacement schedule; Consider strategic planning process in the future. Plan to review and update the existing Master Plan in 2012.

Human Resources Management

Human Resources Management (HRM) is based on the assumption that workers and members of organizations are individuals with varying goals, desires, needs, and wants. As such, the workforce should never be thought of as an inanimate business resource. Because people represent the very foundation of any successful organization, HRM should take a positive view of workers, assuming that all wish to contribute productively and that the main obstacles to any endeavor result from a lack of knowledge, insufficient training, or process failure.

An organization's people are its most valuable resource. Careful attention must be paid to managing that resource to achieve maximum productivity for the organization and maximum satisfaction for the individual. A safe working environment, fair treatment, and recognition for a job well done are key components of membership and job satisfaction.

Policies, Rules, Regulations, Manuals, and Handbooks

It is essential that members of the organization know to whom they should go when they have a problem, question, or issue related to their relationship to the city/district. There also needs to be a clear declaration of the policies, rules and regulations under which employees are expected to work. It is important that this information be readily available to the personnel within an organization in the form of policy and procedure manuals.

Bellevue Fire Department

The Bellevue City Administrator is designated as the Human Resources Manager, overseeing employment matters involving the city's employees. Personnel related responsibilities are shared with the fire chief. Final decision over HR issues is under the authority of the city council.

As a standing department within the local government of Bellevue, city and department policies and procedures should be in place and readily available to employees. A city policy manual has not been established. ESCI was, however, provided with a copy of a two-page document titled *Bellevue Fire Department Paid-Call Volunteer Requirements and the Hiring Process*, which defines minimum eligibility criteria, the hiring and selection process and training requirements along with attendance and participation standards. The document, while brief, provides the paid per call applicant or new hire with an overview of the expectations placed upon them.

Internally, BFD's *Standard Operating Guidelines and Rules and Regulations* further define some of the rules under which an employee is to operate. As explained previously in the Organizational Overview subsection of this report, the two documents need further development.

Based on the information made available to ESCI, it appears that the city has deferred to the fire department to develop policy, procedures and guidelines, independent of city government supervision. As a minimum, city administration should have oversight and final approval of policy.

Hailey Fire Department

HFD personnel are subject to city policy, as detailed in the *City of Hailey Personnel Handbook*, which effectively defines the employment conditions that applies to personnel. The handbook addresses policies, and does not delve into internal fire department operational matters.

The city handbook addresses paid employees but does not discuss PPC personnel. The HFD *Rules and Guidelines* manual does address paid-per-call matters. The two, however, do not reference each other; so it may be confusing for the employee to understand whether he or she is working under one or the other when, in fact, both may be applicable. A clear link between the two manuals is recommended, and all HFD personnel should be provided with copies of both documents.

Internal to the fire department, the *Hailey Fire Department Rules and Guidelines* is a comprehensive manual, effectively addressing personnel issues related to the fire department.

Wood River Fire & Rescue

Since WRFR is a stand-alone fire district, employment is handled somewhat differently than it is in the two cities. The fire chief fulfills the role of Human Resources Manager and is responsible for employee relations, hiring, and discipline.

Human Resources practices are defined in the District's *Policy Handbook*, which addresses a full range of topics, including employment, discipline, training requirements and employee rules and expectations. The handbook is comprehensive and well written, and was updated in 2010.

Personnel Recordkeeping

The maintenance of adequate and current personnel records is critical in every organization that depends on the effective performance of people. This is also true for administrative employees and paid per call members. The following table summarizes personnel record keeping.

Figure 32: Personnel Record Keeping

Training Competency	BFD	HFD	WRFR
Personnel records maintained	Yes	Yes, at fire station and city hall	Yes, at fire headquarters
Applications retained	Yes	Yes, forwarded to city hall when accepted for training	Yes
Historical records retained	Yes	Yes	Yes
Performance evaluations retained	N/A	Yes	Yes
Injury and accident records retained	Yes	Yes, retained at fire station and city hall	Yes
Health and exposure records maintained	No	Yes	Yes

All three agencies maintain original application materials in order to create a complete historical record of the employee's work history, from appointment through separation. Additional documents and records referring to an individual's employment are maintained, as applicable. Copies of reports describing details of accidents or other injuries or injury-related incidents are maintained in the employee's confidential medical file for future reference. Personnel records are secured properly and access to personnel records is appropriately limited.

Compensation and Benefits

The agencies are all considered to be combination fire departments with career and PPC personnel. Paid per call and career employee compensation differs; the manner in which each agency compensates PPC personnel is varied, as illustrated in Figure 33.

Figure 33: Paid Per Call Compensation

	BFD	HFD	WRFR
Training Attendance	\$10.00/ hour	\$8.50 + \$1.00 for Engineer + experience modifier*	\$12.50/hour + EMS level modifier + Firefighter certification modifier + longevity adjustment
Incident Response	\$12.00/hour	\$12.50/hour+ \$1.00 for Engineer + \$1.00 for EMT + experience modifier*	\$12.50/hour + EMS level modifier + Firefighter certification modifier + longevity adjustment

* Hailey experience modifier is \$0.50 per hour for each three years of experience, beginning in year four and with a maximum of \$2.50 per hour.

Bellevue Fire Department

BFD has a part-time paid fire chief who receives a monthly salary (calculated as half-time pay). In addition, a part-time fire inspector is contracted, receiving an hourly rate of compensation that is capped at a maximum of \$1,000 per year, equating to approximately 76 hours annually. The remainder of the organization consists of PPC members. The PPC personnel receive an hourly rate of pay with no other adjustments.

Hailey Fire Department

HFD's five administrative personnel serve dual roles as emergency responders and are salaried employees, paid on a full-time, 40-hour workweek basis. The balance of HFD's staffing is comprised of PPC personnel. PPC members are paid an hourly rate when attending drills and responding to alarms (detailed in Figure 33).

Wood River Fire & Rescue

WRFR staffs differently from the other fire departments, in large part because it provides personnel for EMS transport ambulances. A minimum of two full-time, career personnel are on duty at all times, paid on a salaried basis. Career firefighters for WRFR start at an hourly base wage. The wage scale is then adjusted based on reaching defined training levels and obtaining various certifications (summarized in Figure 34).

Figure 34: WRFR Wage Adjustments

Criteria	Wage Adjustment
Completion of Probation	0.50/hour
EMS Skill Level	
• Basic EMT	0.50/hour
• Ambulance EMT	0.25/hour
• Advanced EMT	0.25/hour
• Paramedic	2.50/hour
Fire Skill Level	
• Firefighter II	0.50/hour
• Engineer	0.50/hour
• Senior Engineer	0.50/hour
• Squad Leader	1.00/hour

In addition to the adjustments listed above, employees at WRFR receive a longevity increase of \$0.25 per hour for each consecutive year of employment in good standing with the district.

The forms of compensation offered to career employees include salary as well as a variety of benefits. In the absence of collective bargaining agreements in any of the agencies, wages and benefits are not negotiated and are instead codified in each agency’s policies and procedures.

Career and paid per call employment benefits offered by each of the study agencies are summarized in Figure 35.

Figure 35: Employee Benefits

Benefit	BFD	HFD	WRFR
Career Employee Benefits			
Social Security	Yes	Yes	Yes
Worker’s compensation	Yes, state insurance fund	Yes, state insurance fund	Yes, state insurance fund
Pension	401 K for employees exceeding 20 hours/month	PERSI	PERSI
Deferred compensation	No	PERSI Choice Program	PERSI Choice Program
Medical insurance	Employee and dependents up to two	On employee, dependents paid by employee	Employee and dependents. Deductible and co-pay
Dental insurance	No	Yes	Yes
Short and long term disability insurance	No	No	Yes for the part-time
Life insurance	No	No	Yes, \$100,000 for full-time employees
Vision insurance	No	Yes	Yes
Survivor income benefit	No	No	No
Additional life insurance	No	No	No
Life Flight (Air St. Luke’s) Membership	Family payment	Family payment	Family plan paid by the fire association
Volunteer/PPC Compensation			
LOSAP*	No	No	No
Other benefits	\$30 awarded to the paid per call of the quarter	Firefighter of the quarter and year recognition. Member vaccinations. Paid physical (HM only) Training cost assistance	Continuing education Internal grant program Commendation process and incentive programs

* Length of Service Awards Program

Salary and benefit packages of the study agencies appear to be appropriate and generally comparable between the three. The city of Hailey and Wood River Fire & Rescue have both made concerted efforts to include incentives and recognition in their compensation approaches, as well as by providing awards for service dedication.

It was observed that none of the agencies has established a *Length of Service Awards Program, or LOSAP*. LOSAP programs have become a highly effective tool, aiding in the retention of volunteers and PPC personnel by awarding incentives for length of service. ESCI recommends that all three organizations consider establishing LOSAP programs.

Recommendation 16: (*All Agencies*) – Consider implementing a Length of Service Awards Program.

Labor-Management Relationship

Hailey FD and Wood River Fire & Rescue are the only agencies that employ full-time, career personnel. In both organizations, paid members are not members of a bargaining unit and do not work under the umbrella of a collective bargaining agreement, so there are no formal labor-management issues to be addressed.

Without regard to whether employees are organized or not, it is essential that the organizations maintain highly positive working relationships with their employees. Based on ESCI's observations of interactions between management and labor during our field work, as well as information developed in stakeholder interviews and member surveys, both fire departments appear to be doing well. We found that relationships were congenial and issues or conflicts appear to be resolved smoothly.

Certification and Licensing

The only legally mandated licensing requirements that apply to the departments subject to this study are those of emergency medical services certifications. As discussed in further detail in the Training section of this report, the agencies are fully compliant with Idaho statutes requiring EMS certification and annual re-certification. EMT and paramedic licensing is consistent with both state law and the National Registry of Emergency Medical Technicians standards.

In Idaho, certification of firefighting skills is a choice that is made by each fire department. An agency may choose to test and certify its personnel at various levels as defined by the National Fire Protection Association for most structural firefighting skills and by the Northwest Wildfire Coordinating Group (NWCG) for wildland fire suppression techniques. Both HFD and WRFR have identified NFPA Firefighter I as the baseline level of training for their personnel. BFD has only declared the "Essentials of Firefighting" level of training and does not test or certify its people above that level. However, BFD firefighters do receive a substantial portion of

Firefighter I training during weekly sessions with HFD. It is recommended that BFD adopt NFPA Firefighter I as its training standard.

Recommendation 17: (*Bellevue Fire Department*) – Adopt NFPA Firefighter I as the department's baseline training level.

Disciplinary Process

A formal progressive disciplinary process for employees should be clearly identified and available. The process should provide for various levels of discipline focused on correcting unacceptable behaviors with the most reasonable actions considered appropriate and effective. The process under which discipline is applied should be clear and unambiguous.

A multi-level appeals process must be documented to afford the employee who feels aggrieved by an unreasonable disciplinary action the opportunity to have his/her issues reviewed by an impartial party.

ESCI reviewed policy and procedural documents regarding disciplinary practices, making the following observations:

Figure 36: Disciplinary Practices

Disciplinary Procedure	BFD	HFD	WRFR
Disciplinary policy established	No	Yes. Fire department process defined - subservient to city policy	Yes, progressive discipline process is defined
Disciplinary process communicated	None	Yes	Yes
Appeal process provided	Yes	Yes	Yes
Recent litigation	None	None	None
Pending litigation	None	None	None

Bellevue Fire Department

BFD does not have a disciplinary policy, nor does the City of Bellevue. It is strongly recommended that a procedure be developed for addressing performance and behavior issues with personnel, should they occur.

Hailey Fire Department

HFD is subject to city policy with regard to employment matters. The *City of Hailey City Personnel Handbook* contains a brief, single paragraph, titled “Corrective Action” but does not address any form of disciplinary process or grievance procedure.

HFD’s *Rules and Guidelines* document addresses discipline in section 3.9 “Disciplinary Actions.” The policy, though somewhat light in detail, defines an appropriately configured progressive discipline process and is followed with an explanation of the grievance process that is made available to employees.

Wood River Fire & Rescue

Wood River has a disciplinary policy that is defined in its departmental *Policy Handbook*. ESCI reviewed the policy and found it to be detailed, clear, and well developed, including a straightforward grievance process.

Recommendation 18: (*Bellevue Fire Department*) – Establish a disciplinary policy and grievance process.

Counseling Services

Emergency services bring otherwise ordinary people into life and death situations that sometimes end very tragically. Even though fire department personnel are trained responders, they do not have an impregnable shield that prevents them from being affected by traumatic events. Critical incident stress is a very real condition that affects all emergency service workers to some degree or another. It is how emergency workers deal with that stress that makes the difference. The trigger for significant psychological trauma may be a single event, or a series of events compounding on each other.

Progressive emergency services organizations have recognized the need to provide a support system for their personnel who are exposed to traumatic incidents. Critical incident stress interventions by this group are short-term processes only. Though normally sufficient to help emergency personnel cope with the event, on occasion longer-term support is needed. Failure to provide that support can ultimately lead to the loss of a very valuable member.

Employee assistance programs (EAPs) should be readily available for employees of the fire department as a long-term stress intervention tool. An employee assistance program can provide additional support for other life problems that may affect a member’s motivation and

work quality such as substance abuse, marital difficulties, financial complications, and the like. The costs are reasonable, and the potential payback significant. For this study, each fire chief was asked about how their agency addresses employee counseling.

Bellevue Fire Department

In the event of a serious event, BFD completes on occasion will hold an informal, internal critical incident stress debriefing. The department and the city do not have any structured counseling or other form of assistance available to the employees. There is no employee assistance program available. ESCI recommends that BFD implement an EAP.

Hailey Fire Department

Although the city policy manual does not address counseling or intervention, HFD has taken the initiative to address the concern. Debriefings are conducted on serious incidents. In addition, a city-funded EAP is made available to employees.

Wood River Fire & Rescue

WRFR appreciates the importance of supporting employees in times of distress. Two department personnel have been trained in Critical Incident Stress Debriefing techniques, and additional outside support is available via a reciprocal agreement with Ketchum Fire Department. There is no employee assistance program available. ESCI recommends that WRFR implement an EAP.

Recommendation 19: (*Wood River Fire & Rescue and Bellevue Fire Department*) – Implement an Employee Assistance Program.

Application and Recruitment Processes

Recruitment of personnel is an important function for emergency service agencies. A community places a tremendous amount of trust in fire department personnel. The process used to select personnel should be carefully developed. A comparison of recruiting programs and applications processes follows.

Figure 37: Application Processes

	BFD	HFD	WRFR
Recruitment program	Informal	None	Yes - Annual
Application process	Yes	Yes	Yes
Qualification check	No	Yes	Yes
Reference check	No	Yes	Yes
Background check	Yes, through the state	Yes, through the City PD	Yes
Physical standards established	Yes, NWCG “pack test”	Yes, NWCG “pack test” for wildland and structural	Yes, Entry level and annually for all personnel. Also annual NWCG pack test.
Knowledge testing	No	Yes, through the Firefighter I written and practical	Fulltime: outside panel and assessment center. PPC: interviewed by the AC prior to beginning the recruit class
Interview	Yes	Yes	Yes, for all career personnel
Medical exam required	No	Yes, career only – not PPC	Yes, <i>NFPA 1582</i> for career personnel
Psychological exam required	No	No	No

Bellevue Fire Department

A structured recruitment process is not in place in Bellevue. When an application is received by the fire chief, the prospective firefighter receives a copy of the *Bellevue Fire Department Paid-Call Volunteer Requirements and Hiring Process* document, which outlines the department’s requirements for selection.

The document does not address any criteria for selection. The fire chief indicated that recruits are subject to a criminal background check. A physical ability test is not performed. In its place BFD uses NWCG “pack test” to screen and applicant’s physical condition. The pack test, while a good tool, is not sufficient for evaluating applicant’s physical capability for structural firefighting. It is recommended that a physical ability screening test, based on the CPAT (Candidate Physical Ability Test) or similar standard be used.

Hailey Fire Department

HFD does not have a formal recruitment process for new personnel. Once new recruits are identified, however, a procedure of screening and selecting new members is in place and appears to be well developed. Like BFD, HFD uses the NWCG pack test for entry level screening. ESCI recommends a CPAT-type physical assessment.

Wood River Fire & Rescue

The WRFR selection process for new personnel is well developed. The annual recruitment process is supported by an established procedure of evaluating and selecting new personnel. The process involves a CPAT-type physical ability assessment, and an NFPA-compliant medical physical examination.¹³

Testing, Measuring, and Promotional Processes

It is important that all personnel are periodically evaluated to ensure continued ability to perform job duties safely and efficiently. Technical and manipulative skills should be evaluated on a regular basis. An evaluation provides documentation about a person’s ability to perform their responsibilities and provides valuable input into the training and education development process. A review of various testing practices and promotion procedures is shown in the next figure.

Figure 38: Testing, Measuring, and Promotional Processes

	BFD	HFD	WRFR
Periodic competence testing	No	Yes, at least annual	Yes, for driver/operator and all EMS personnel
Periodic physical competence testing	Pack Test	Entry only	Yes, semi-annually
Periodic performance review	No	Yes, at least annual	Yes
Promotional testing	Based on training, experience, and longevity	Captain and Lieutenant qualifications and vote of membership (also are squad leaders)	Application process, oral interview, and assessment center

Bellevue Fire Department

Bellevue personnel are required to complete the “pack test” on an annual basis. Promotions are based on an evaluation of training, experience and longevity, but there is no mechanism to evaluate these criteria. A program of individual annual performance testing is recommended, and a structured promotional process.

Recommendation 20: (*Bellevue Fire Department*) – Implement the use of an CPAT or similar physical assessment process for new hires; Establish a program of annual competency testing and skills assessment; Structure a promotional process; Set employee medical standards and conduct periodic medical examinations.

Hailey Fire Department

Hailey conducts annual competency testing and performance reviews. Physical ability testing is performed upon entry and annually for incumbent members with the NWCG pack test.

Promotion to the officer rank is based on an individual meeting baseline requirement for lieutenant or captain and being nominated by the executive committee. Executive committee membership is from the ranks of paid per call members. The fire chief has final authority to approve or reject promotional nominations. ESCI recommends that a formal assessment process be developed to measure an applicant's knowledge, skills, and abilities for promotion to officer (lieutenant and captain).

Recommendation 21: (*Hailey Fire Department*) – Implement the use of a CPAT, or similar, physical assessment process for new hires; Establish a structured process of ability assessment for promotional candidates; Set employee medical standards and conduct periodic medical examinations.

Wood River Fire & Rescue

WRFR members receive performance evaluations and skill competency testing annually. Physical competency testing is conducted on WRFR personnel semi-annually; a high standard for physical performance.

WRFR promotional processes are appropriately well-structured. Applicants for an officer's position complete an application process, participate in an oral interview, and undergo an assessment center testing exercise. Successful candidates are only then considered for promotion.

Health and Wellness

Keeping members safe and healthy should be a central component of a fire department's method of operation. It has been clearly documented that it is by far cheaper to prevent injury than to pay for rehabilitation and retraining.¹⁴

¹³ National Fire Protection Association *Standard 1582: Medical Evaluations of Candidates*.

¹⁴ *American Journal of Industrial Medicine*, Volume 43, Issue 4; "The Economic Consequences of Firefighter Injuries and Their Prevention", National Institute of Standards and Technology, March 2005, pgs 454-458.

BFD and HFD have not established physical standards or require periodic medical physical examinations. WRFR has addressed employee wellness by establishing medical conditioning standards and requiring annual medical physical examinations; at the employer's expense. In addition, WRFR career personnel participate in a 40-minute exercise session at a local gym at the beginning of each work period.

While we are confident that all of the agencies have a healthy appreciation for the health of their personnel, we found that none of the agencies has established a well-defined health and wellness program. ESCI would like to see all of the organizations create a formal departmental program.

Recommendation 22: *(All Agencies)* – Develop a health and wellness program.

Staffing

The three agencies involved in the study make use of both career and paid-per-call (PPC) members to accomplish their mission and deliver services to the citizens.

Administration and Support Staffing

Efficient and effective administration and support is critical to the success of any fire department. In the absence of sufficient oversight, logistics, planning, and finance, the operational entities of the department will fail their desired goals. Additionally, like any other part of the department, administration and support require appropriate resources to function properly. One of the primary responsibilities of the department's administration and support staff is to ensure that the line level personnel can deliver excellent emergency services.

Analyzing the ratio of administrative and support positions to the total operational positions of the department facilitates an understanding of the relative number of resources committed to this important function. An appropriate balance of administrative to operational personnel is critical to the success of the department's mission and responsibilities. Failure to provide adequate staffing in this area will result in a lack of coordination, poor record keeping, ineffective communications, and myriad of other symptoms indicative of a department that is struggling to function effectively.

The next table summarizes the number of full-time equivalents (FTEs) assigned to administration and support in the three agencies. For the following comparison, all personnel involved in emergency response and service delivery are considered operational.

Figure 39: Administrative and Support Personnel to Total Personnel

Position	BFD	HFD	WRFR
Fire Chief	0.5	1.0	1.0
Assistant/Deputy Chief	-	1.0	1.0
Fire Marshal	-	1.0	-
Fire Inspector	76 hours annually (.04 FTE)	1.0	-
Clerical	-	1.0	1.0
Total Administrative and Support	1.0	5.0	3.0
Percentage Administrative and Support to Total Personnel	5.0%	20.8%	6.4%

Based on experience with similar organizations, ESCI has determined that emergency services agencies require a 10 to 15 percent ratio of administration and support to operational personnel.¹⁵ For city fire departments like BFD and HFD, we typically find the ratio to be somewhat lower because of support services that are provided by the city government such as payroll and budget processing, IT support, and human resources. Fire districts, on the other hand, generally provide all administration and support functions internally. In addition, organizations that deliver EMS response and transport services will commonly have a higher percentage of staff positions.

Bellevue Fire Department

In comparison to the other agencies, ESCI found that BFD falls below this range; although it is noted that based on the very small number of personnel involved, the data is of limited significance.

Hailey Fire Department

HFD's ratio is above the statistical range by five percent. Putting the differential in perspective, the higher number is partially due to the following factors: First, the department has a very active fire prevention program, including two prevention positions, both of which are included in the administrative/support category above. However, both prevention personnel also serve in an operational role and could be considered to fall partially within either grouping. By way of example, if the fire inspector is removed from the preceding calculation, to be classified as operational, the ratio changes to 16 percent.

Looking at the remaining three administrative positions, all serve in a capacity of administration and support and emergency response. The 10 to 15 percent range that ESCI applies is in many ways based on local circumstances, workload, and other special considerations. The ratio of administrative and support personnel in HFD appears to be somewhat above what ESCI generally finds in fire departments of similar size and character.

¹⁵ ESCI recognizes that organizational goals, regulatory environment, and workload are the actual drivers that determine the number of administrative personnel required to deliver support services. The 10 to 15 percent ratio is used for comparison purposes.

Wood River Fire & Rescue

The percentage of administrative and support to operational personnel for WRFR is 6.3 percent, significantly below the range typically found with like fire departments. Generally fire districts have a higher percentage of personnel dedicated to administration and support.

The fire chief, in addition to administrative duties, assumes the role of fire marshal and conducts fire prevention inspections. The assistant chief shares administrative tasks and manages operations and the training program. The office manager is responsible for all accounting, information management, payroll and record keeping, including ambulance transport invoices for processing. Ambulance billing is contracted out by Blaine County.

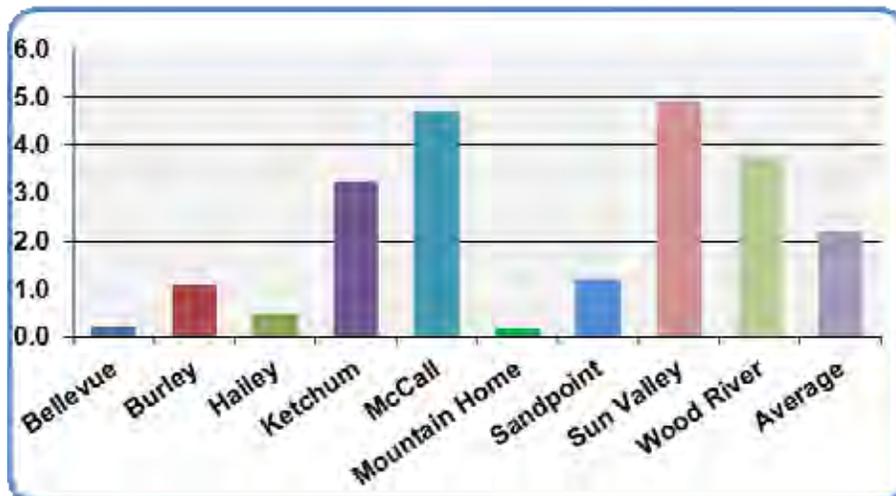
WRFR distributes program management to career personnel and to PPC personnel.

Operational Staffing Levels for Fire and EMS Response

An analysis of emergency service staffing begins with looking at the number of emergency service personnel available and comparing that to other communities of similar size and organization. The number of operational personnel maintained by a fire department provides some measure of the ability of the agency to assemble emergency workers to respond to requests for assistance.

The following chart shows the number of career firefighters, per 1,000 residents, and compares BFD, HFD, and WRFR with a number of Idaho fire departments of similar size and character.¹⁶

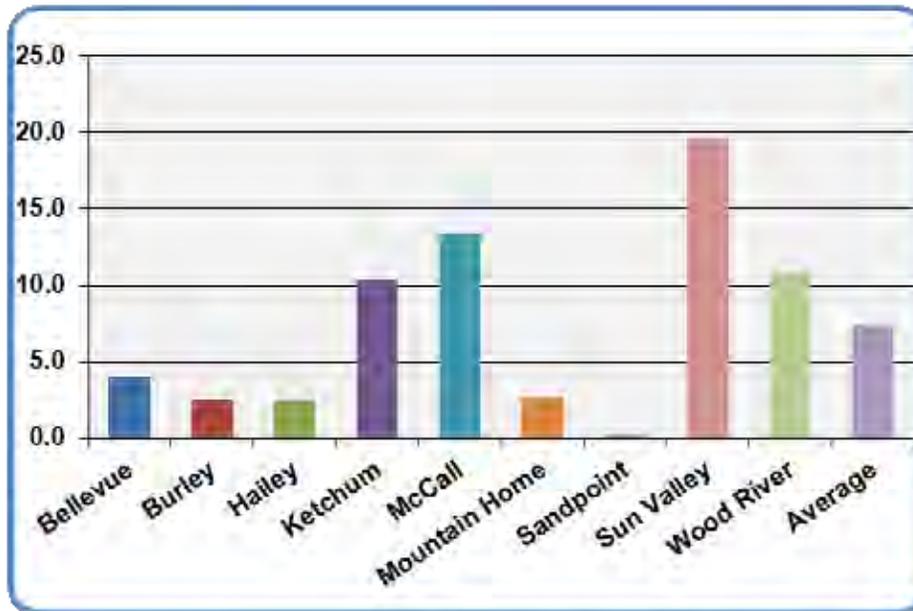
Figure 40: Comparison of Career Firefighters per 1,000 Population



The average number of career firefighters in the agencies is 2.20. BFD and HFD both fall below the average. Both departments use PPC staffing versus a larger full-time work force. WRFR has 3.74 firefighters per 1,000. Because WRFR provides EMS and transport services in addition to fire suppression, it is expected that the district's firefighters per 1,000 would be higher.

The same analysis is applied to the number of PPC firefighters, per 1,000 population (Figure 41).

Figure 41: Comparison of Paid Per Call Firefighters per 1,000 Population



The number of PPC firefighters per 1,000 population varies from a high of 19.55 in Sun Valley to a low of 0.24 in Sandpoint. BFD is below the average, which is expected given the city's smaller population. HFD's ratio is 2.48 PPC firefighters per 1,000 residents, which is below average, suggesting that the department's staffing level is low. Although WRFR compares above average in this chart, it is important to note the district provides ambulance transport and is staffed to meet EMS service demand. Without the personnel for the ambulance staffing, WRFR's percentage of PPC firefighters would also be low.

Figure 41 indicates that all three organizations have a limited in number of emergency response personnel. As expressed earlier, the challenge created with a lower number of firefighters has

¹⁶ Fire departments were selected based on comparable population served and services provided.

been mitigated to an extent by the use of mutual aid. The limited number of firefighters serve to underscore the importance of continued and enhancing interagency cooperation.

Critical Task Analysis

Tasks that must be performed at a fire can be broken down into two key components, life safety and fire flow. Life safety tasks are based on the number of building occupants, and their location, status, and ability to take self-preservation action. Life safety related tasks involve the search, rescue, and evacuation of victims. The fire flow component involves delivering sufficient water to extinguish the fire and create an environment within the building that allows entry by firefighters.

The number and types of tasks needing simultaneous action will dictate the minimum number of firefighters required to combat different types of fires. In the absence of adequate personnel to perform concurrent action, the command officer must prioritize the tasks and complete some in chronological order. These tasks include command, scene safety, search and rescue, fire attack, water supply, pump operation, ventilation, and back-up/rapid intervention.

An initial full alarm assignment should provide for the following:¹⁷

- Establishment of incident command outside of the hazard area for the overall coordination and direction of the initial full alarm assignment. A minimum of one individual shall be dedicated to this task.
- Establishment of an uninterrupted water supply of a minimum 400 GPM for 30 minutes. Supply line(s) shall be maintained by an operator who shall ensure uninterrupted water flow application.
- Establishment of an effective water flow application rate of 300 GPM from two handlines, each of which shall have a minimum of 100 GPM. Each attack and backup line shall be operated by a minimum of two individuals to effectively and safely maintain the line.
- Provision of one support person for each attack and backup line deployed to provide hydrant hookup and to assist in line lays, utility control, and forcible entry.
- A minimum of one victim search and rescue team shall be part of the initial full alarm assignment. Each search and rescue team shall consist of a minimum of two individuals.
- A minimum of one ventilation team shall be part of the initial full alarm assignment. Each ventilation team shall consist of a minimum of two individuals.

¹⁷ NFPA 1710, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, Chapter 5, Fire Department Services, 2010 Edition.

- If an aerial device is used in operations, one person shall function as an aerial operator who shall maintain primary control of the aerial device at all times.
- Establishment of an IRIC (Initial Rapid Intervention Company, Rapid Intervention Team) that shall consist of a minimum of two properly equipped and trained individuals.

The Commission on Fire Accreditation International (CFAI) provides a sample critical tasking analysis for the number of emergency workers required for various levels of risk.¹⁸ That analysis is summarized in the following table (Figure 42).

Figure 42: Sample Critical Task Staffing Need Based on Level of Risk¹⁹

Critical Task	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack line	4	4	4	2
Search and rescue	4	2	2	
Ventilation	4	2	2	
**Backup line/rapid intervention	4	3	2	2
Pump operator	1	2	1	1
Water supply	1	1	1	
Utilities support	1	1	1	
***Command/safety	2	2	2	1
*Forcible entry	0			
*Salvage	0			
Overhaul	1			
Communication	1			
Chief's aide	1	1		
Operations section chief	1	1		
Logistics	1			
Planning	1			
*Staging	1			
Rehabilitation	1	1		
*Division/group supervisors	2			
*High-rise evacuation	10			
*Stairwell support	10			
Total Required	51	20	15	4 to 6

* At maximum and high-risk fires, additional personnel may be needed for these tasks.

** Backup line may not be required for certain incidents.

*** Can often be handled by the first due officer.

Delivering enough personnel to the scene to accomplish all the various tasks required mitigate an emergency is essential. Typically, structure fires are the most labor-intensive incidents. As is shown by the preceding table (Figure 42), national criteria suggest at least 15 personnel be

¹⁸ Commission on Fire Accreditation International (CFAI) is now a subsection of the Center for Public Safety Excellence.

¹⁹ All tasks may be functional during the early moments of firefighting, but sometimes certain duties take place in sequence depending on the situation, thus reducing the total number of people needed.

on scene of a fire in a single-family home for safe and effective operations. More personnel may be required as the size of the structure, the complexity of the incident, the life safety risk increases, or when special hazards exist.

The fire service assesses the relative risk of properties and occurrences based on a number of factors. Properties with high fire risk often require greater numbers of personnel and apparatus to effectively mitigate the fire emergency. Staffing and deployment decisions should be made with consideration of the level of risk involved.

The level of risk categories used by CFAI relate as follows:

- Low risk – Areas and properties used for agricultural purposes, open space, low-density residential and other low intensity uses.
- Moderate risk – Areas and properties used for medium density single family residences, small commercial and offices uses, low intensity retail sales and equivalently sized business activities.
- High risk – Higher density business districts and structures, mixed use areas, high density residential, industrial, warehousing, and large mercantile structures.

To validate an analysis of on-scene staffing capabilities, results are compared with records from actual working fires and similar incidents from previous years. However, the data provided by the three departments, had insufficient detail to perform the analysis. Instead, ESCI referenced the reported number of emergency responders. In *Figure 2: Agency Emergency Response Staffing Comparison* in the Organizational Overview section, ESCI calculated the number of available responders, which is repeated in an abbreviated table below.

Figure 43: Emergency Response Staffing

Available Emergency Responders			
Staffing	BFD	HFD	WRFR
Total Responders	10	24	47
Total Available Responders, Using the 3:1 Ratio of Paid Per Call to On Duty Personnel	3.33	8.00	15.60

When the number of available emergency response personnel is compared to the Critical Task Staffing table in Figure 42, it is apparent that no one department is able to independently meet staffing for higher risk incidents. Only with mutual aid assistance from its neighbors, can any single department be assured of an adequate number of emergency responders.

Utilization of Career and Paid per Call Personnel

In communities around the country, the number of fire calls has declined over the past decade. Yet, as the frequency of fires diminishes, in part due to stricter fire codes and safety education, the workload of fire departments has grown sharply — medical, hazardous materials, and every sort of emergency is now addressed by fire departments. Therefore, as the frequency of fires diminishes, the need for a ready group of emergency responders (firefighters) has increased.

Along with a quick response, a robust, well-trained, and appropriately equipped complement of emergency workers is needed to successfully mitigate structural fires. Too few firefighters at an emergency scene decreases effectiveness while increasing the risk of injury. While many requests for emergency assistance are comparatively low risk requiring few personnel, the number of emergency workers needed to mitigate a structure fire is greater. A house fire involving just one room and its contents is considered as a moderate risk incident in the industry. The CFAI recommends 15 firefighters be assembled to combat just a moderate risk emergency.

In combination fire departments, the effective integration of PPC and career members is extremely important. All too often, rifts are created that have long lasting negative effects on a department and on individuals as well. It is incumbent upon the administration to ensure and insist that a proper and respectful working environment be maintained at all times. Doing so will preserve a higher level of morale, will stave off petty in-fighting, and will allow the department to function effectively and professionally, under-girding the reputation and honor that the agency enjoys in the community.

The three agencies differ in their use of career and PPC personnel. BFD is essentially 100 percent dependent on PPC personnel. HFD maintains a core of administrative staff members who also serve in a response capacity but PPC members perform the vast majority of emergency scene service delivery. WRFR is more typical of a combination-staffed fire department, with a contingent of career personnel providing initial response and most EMS transport services, backed up by a cadre of PPC members that fill out emergency scene manpower needs. The dependence on PPC staff, however, is high given a minimum on-duty staff of two career personnel.

ESCI looked for indications of strained relationships between career and PPC personnel during field interviews and stakeholder meetings. ESCI found little indication of any significant issues.

However, anecdotal information indicates a long history of differing opinions and distrust between affected parties.

The majority of fire departments in Idaho—and the country—are staffed with volunteers, but career firefighters account for a much larger share of the population protected. Volunteers are concentrated in rural communities, while career firefighters are found in larger communities and metropolitan areas. All-career or mostly-career departments account for half or more of departments down to communities of at least 25,000 population. In a recent report assessing fire services needs in Idaho, 37 fire departments reported. Of those, 35 were all or mostly all PPC or volunteer.²⁰

In the same study, the NFPA posed a question to Idaho fire departments that use all (or mostly) volunteers for emergency response.²¹ The departments were asked to identify the number of volunteer firefighters who respond to a mid-day house fire. Their responses are categorized by community size and summarized in Figure 44.²² For comparison, the second population range shown in the table, that of 5,000 to 9,999, coincides with the residential population of the City of Hailey.

Figure 44: Average Number of Volunteer Firefighters Responding

Population of Community	1 or 2	3 or 4	5 to 9	10 to 14	15 to 19	20 or more	Total
10,000 to 24,999	0.0%	0.0%	0.0%	0.00%	20.0%	80.0%	100.0%
5,000 to 9,999	0.0%	0.0%	0.0%	0.0%	16.7%	83.3%	100.0%
2,500 to 4,999	0.0%	20.0%	0.0%	0.0%	20.0%	60.0%	100.0%
Under 2,500	0.0%	0.0%	11.1%	11.1%	44.4%	33.3%	100.0%

Availability of volunteers can also affect response times. Typically, volunteer availability increases in the evening and during the weekends. However, response time during late evening and early morning hours may lengthen due to the necessities of awakening the volunteer contingent and travel time to the station.

²⁰ *Four Years Later – A Second, Needs Assessment of the U.S. Fire Service, Idaho*, A cooperative study between: US Fire Administration (USFA), Directorate for Preparedness, Department of Homeland Security, and National Fire Protection Association (NFPA), January 2007, Quincy, MA.

²¹ Ibid.

²² A mostly-volunteer department might respond with some career firefighters as well, but this question asked only about the number of volunteers responding.

The time required to place workers on the scene of an emergency is crucial to the quality of service. Long response times, especially in the core area (Bellevue and Hailey) that demonstrates the greatest demand for service and the highest risk, are problematic. Service demand in the future will only intensify the issue.

Nationally, the number of volunteer firefighters available during daytime hours is declining. While it was once common for departments to rely on employees from local businesses to respond during emergencies, the practice is much less prevalent now. Today, people frequently work more than one job. Family responsibilities and long commutes only compound the difficulties for volunteers, lessening the time available for training and emergency duty.

Responsibilities and Activity Levels of Personnel

All three fire departments have established well defined lines of authority and responsibility. Span of control and organizational oversight appear to be in order, as discussed earlier. Review of the organization charts indicates a traditional top-down approach, with clear definition of reporting hierarchy. Review of job descriptions indicates that clear delineation of duties and responsibilities exists. We recommend the departments regularly review and update all job descriptions to keep them in line with current operations.

The chief level officers in all three organizations are assigned multiple tasks and broad areas of responsibility. This is to be expected in small to mid-size organizations with fewer administrative officers.

The WRFR fire chief has the duties of fire marshal for the district. Fire marshal responsibilities are substantial and take considerable time away from other tasks that a chief would normally perform. In this instance, the assistant chief shares the administrative responsibilities of the fire chief position. While this is non-traditional, it appears to work well. Long-term, ESCI recommends that the fire marshal be a dedicated position.

Recommendation 23: *(Wood River Fire & Rescue) – Establish the full-time position of fire marshal.*

Capital Assets and Capital Improvement Programs

Fire departments need a balance of people, equipment, and facilities to successfully carry out their emergency mission. Because firefighting is an extremely physical pursuit, the adequacy of personnel resources is a primary concern. But no matter how competent or numerous the firefighters, the department will fail to execute its mission if it lacks sufficient fire apparatus distributed in an efficient manner.

All fire departments utilize similar types of capital assets. They are stations, pumpers (engines), and aerials (ladder trucks).

Facilities

Fire stations play an integral role in the delivery of emergency services for a number of reasons. A station's location will dictate, to a large degree, response times to emergencies. A poorly located station can mean the difference between confining a fire to a single room and losing the structure. The location of a station can even make the difference between saving and losing a life.

Fire stations need to be designed to adequately house equipment and apparatus, as well as meet the needs of the organization, its workers, and/or its members. It is essential to research need based on call volume, response time, types of emergencies, and projected growth prior to making a station placement commitment. Locating fire stations is also a matter of the greater community (region) need.

Consideration should be given to a fire station's ability to support the department's mission as it exists today and in the future. The activities that take place within the fire station should be closely examined to ensure the structure be adequate in both size and function. Examples of these functions may include:

- The housing and cleaning of apparatus and equipment
- Residential living space for on-duty crew members (male and female)
- Administrative or management office(s)
- Training, classroom, and library areas
- Firefighter fitness area

While this list may seem elementary, the lack of dedicated space compromises the ability of the facility to support all of these functions and can detract from its primary purpose.

The three fire departments maintain facilities that meet the above criteria, to varying degrees. The following tables provide a summary of each fire station, its condition, year built, general appearance, square footage, and living and safety amenities.

	<p><u>Bellevue Fire Station</u> 213 S Main St., Bellevue</p> <p>Date built: Unknown</p> <p>Size: 1,500 square feet</p> <p>General features: The building has five, single depth vehicle bays, only three of which are used by the fire department. The facility has a small office/meeting area but there are no living quarters.</p> <p>The fire station is shared with a private owner who stores disabled vehicles in a portion of the building.</p>
<p>Design & Location</p>	<ul style="list-style-type: none"> ○ Inadequate design and poor condition. ○ The meeting/office area is extremely small. ○ Location is central to the response area. ○ Apparatus bays are too short in depth for some apparatus.
<p>Construction</p>	<ul style="list-style-type: none"> ○ The structure is of metal clad over wood frame construction with a poured concrete floor.
<p>Safety</p>	<ul style="list-style-type: none"> ○ Apron area is shared with other occupancies and has limited space for safe vehicle maneuvering. ○ Overhead doors do not have safety devices for door reversal in the event of an obstruction. ○ Cramped space poses trip and other safety hazards.
<p>Environment</p>	<ul style="list-style-type: none"> ○ The condition of the station is poor due to age and deferred maintenance. ○ Apparatus are not equipped with exhaust removal systems. ○ Heating is reported to be very expensive due to inadequate insulation.
<p>Code Compliance</p>	<ul style="list-style-type: none"> ○ The station is not compliant with current building, fire, and safety codes.
<p>Turnout Storage</p>	<ul style="list-style-type: none"> ○ Turnouts are stored in apparatus room, subject to daylight and fluorescent lighting as well as vehicle exhaust.
<p>Staff Facilities</p>	<ul style="list-style-type: none"> ○ The only staff facility is a very small office/meeting area that is undersized and inadequate. ○ A breathing air compressor system is in place for filling self-contained breathing apparatus.
<p>Efficiency & Security</p>	<ul style="list-style-type: none"> ○ Storage is inadequate. ○ Building is secured from unauthorized entry. ○ Station does not have a fire or intrusion alarm system. ○ Overall space and functionality are inadequate for use as a fire station.

	<p>Hailey Fire Station 617 S. Third Avenue, Hailey</p> <p>Date built: 1976</p> <p>Size: 5,000 square feet</p> <p>General features: The building has four single-depth vehicle bays, along with office and meeting space and limited living quarters.</p>
<p>Design & Location</p>	<ul style="list-style-type: none"> ○ Design is limited in space for current use. ○ Fire station is well maintained. ○ Office areas are adequate but at capacity with current use. ○ Location is central to the response area. ○ Apparatus bays are cramped and storage space is inadequate.
<p>Construction</p>	<ul style="list-style-type: none"> ○ The structure is of metal clad over wood frame construction with a poured concrete floor.
<p>Safety</p>	<ul style="list-style-type: none"> ○ Apron area is adequate for safe vehicle maneuvering. ○ Overhead doors do not have safety devices for door reversal in the event of an obstruction.
<p>Environment</p>	<ul style="list-style-type: none"> ○ The condition of the station is fair but aging. ○ Apparatus are not equipped with exhaust mitigation system. ○ The building is marginally energy efficient.
<p>Code Compliance</p>	<ul style="list-style-type: none"> ○ The station is compliant with building codes at the time of construction. Station is not ADA compliant.
<p>Turnout Storage</p>	<ul style="list-style-type: none"> ○ Turnouts are stored in apparatus room, subject to daylight and fluorescent lighting as well as vehicle exhaust.
<p>Staff Facilities</p>	<ul style="list-style-type: none"> ○ The staff facilities are limited in space. ○ One small sleeping area. ○ Exercise equipment is housed on the second floor. Space is limited. ○ A breathing air compressor system is in place for filling self-contained breathing apparatus.
<p>Efficiency & Security</p>	<ul style="list-style-type: none"> ○ Storage is inadequate. ○ Building is secured from unauthorized entry. ○ Station has a monitored fire alarm system; there is no intrusion alarm system.

	<p><u>Wood River Fire Station No. 1</u> 117 East Walnut Street, Hailey</p> <p>Date built: 1987</p> <p>Size: 5,000 square feet</p> <p>General features: Originally constructed by the Blaine County Ambulance District in 1987 and was designed to house ambulances and staff. The building has three single-depth, apparatus bays, office space, and living quarters for on-duty personnel.</p>
<p>Design & Location</p>	<ul style="list-style-type: none"> ○ Design is modern in appearance and attractive in design. ○ Location is appropriate for access to the Hailey area but is positioned in the northern third of the district, elongating response times to the balance of the service area. ○ There are two small offices and a single meeting/training room along with limited residential quarters for on-duty crew members.
<p>Construction</p>	<ul style="list-style-type: none"> ○ The building is primarily of commercial masonry and frame construction. The roof is wood frame, metal clad construction and flooring is concrete slab.
<p>Safety</p>	<ul style="list-style-type: none"> ○ Apron area in the front of the station is short and provides limited turning space for safe vehicle maneuvering. ○ Overhead doors have safety devices for door reversal in the event of an obstruction. ○ No fire sprinkler system or central station fire alarm system are present. ○ Individual smoke alarms are installed.
<p>Environment</p>	<ul style="list-style-type: none"> ○ Observed condition of the building is good. ○ Apparatus are not equipped with exhaust removal systems.
<p>Code Compliance</p>	<ul style="list-style-type: none"> ○ The building is ADA compliant.
<p>Turnout Storage</p>	<ul style="list-style-type: none"> ○ Turnouts are stored in apparatus room, subject to daylight and fluorescent lighting as well as vehicle exhaust.
<p>Staff Facilities</p>	<ul style="list-style-type: none"> ○ Kitchen and staff workspace is co-located in a single second floor room. ○ Staff quarters are limited in space and there are inadequate sleeping accommodations for all on-duty personnel. ○ Locker and shower facilities are not mixed gender appropriate. ○ Workout facilities are not available. ○ Laundry facilities are available.
<p>Efficiency & Security</p>	<ul style="list-style-type: none"> ○ Storage is very limited. ○ Building is adequately secured but does not have an intrusion alarm system. ○ Apparatus bays are too small for typical fire apparatus.

	<p><u>Wood River Fire Station No. 2</u> 701 Third Avenue South, Hailey</p> <p>Date built: 1980</p> <p>Size: 2,400 square feet</p> <p>General features: The building has three single-depth, apparatus bays. The station is used only for apparatus storage; there are no living quarters for on-duty personnel.</p>
<p>Design & Location</p>	<ul style="list-style-type: none"> ○ Design is dated but adequate for current use. ○ There is sufficient room for the apparatus currently housed in the station. ○ There is no meeting/training room. ○ Storage space is limited.
<p>Construction</p>	<ul style="list-style-type: none"> ○ The building is of steel frame construction with wood siding. The roof is composition covered and the station floor is a poured concrete slab type.
<p>Safety</p>	<ul style="list-style-type: none"> ○ Apron area in the front of the station is large and provides adequate turning space for safe vehicle maneuvering. ○ Overhead doors do not have safety devices for door reversal in the event of an obstruction. ○ No fire sprinkler system or central station fire alarm system are present. ○ Not upgraded to current critical facilities seismic standards.
<p>Environment</p>	<ul style="list-style-type: none"> ○ Observed overall condition of the building is good. ○ Apparatus are not equipped with exhaust mitigation systems.
<p>Code Compliance</p>	<ul style="list-style-type: none"> ○ The building is not ADA compliant.
<p>Turnout Storage</p>	<ul style="list-style-type: none"> ○ Turnouts are stored in apparatus bays, subject to daylight and fluorescent lighting as well as vehicle exhaust.
<p>Staff Facilities</p>	<ul style="list-style-type: none"> ○ The station does not have staff facilities, offices, or living quarters.
<p>Efficiency & Security</p>	<ul style="list-style-type: none"> ○ Storage is limited. ○ Building is adequately secured but does not have a central station alarm system.

	<p><u>Wood River Fire Station No. 3</u> 11053 State Highway 75, Blaine County</p> <p>Date built: 2008</p> <p>Size: 10,000 square feet</p> <p>General features: Station is comprised of six apparatus bays, nine sleeping rooms, three office spaces, and a large meeting/training room ,along with kitchen and living spaces.</p> <p>The building is owned by the district and partially leased on a part-time basis to the Bureau of Land Management (BLM) for summer use.</p>
<p>Design & Location</p>	<ul style="list-style-type: none"> ○ Design is contemporary and functional. ○ Apparatus room is large, featuring drive-through bays and room for future expansion. ○ A large meeting/training room is present. ○ Floor plan is efficient for current use. Office spaces are shared with BLM, as are living quarters.
<p>Construction</p>	<ul style="list-style-type: none"> ○ The building is of masonry construction on a poured concrete slab floor. ○ Large apparatus doors provide easy access to the bays.
<p>Safety</p>	<ul style="list-style-type: none"> ○ Apron areas in both the front and rear of the station are large and fully adequate for apparatus maneuvering. ○ Overhead doors have safety devices for door reversal in the event of an obstruction. ○ A fire sprinkler system is present. ○ A central station fire alarm system is installed.
<p>Environment</p>	<ul style="list-style-type: none"> ○ Observed condition of the building is excellent. ○ Front line apparatus are equipped with exhaust mitigation systems.
<p>Code Compliance</p>	<ul style="list-style-type: none"> ○ The building is compliant with current building codes and ADA.
<p>Turnout Storage</p>	<ul style="list-style-type: none"> ○ Turnouts are stored in a dedicated room opening into the apparatus bays. They are partially protected from daylight and fluorescent lighting. ○ Exposure to vehicle exhaust is mitigated by the exhaust removal systems.
<p>Staff Facilities</p>	<ul style="list-style-type: none"> ○ Kitchen area and workspace are adequate. ○ Staff quarters are mixed gender appropriate. ○ Workout equipment is housed in an unused office space. ○ A breathing air compressor system is in place for filling self-contained breathing apparatus.
<p>Efficiency & Security</p>	<ul style="list-style-type: none"> ○ Storage space is adequate. ○ Building is adequately secured from intrusion.

Bellevue Fire Department

The BFD fire station is in poor condition and is not considered to be acceptable for use as a fire station by today's standards.

Recommendation 24: *(Bellevue Fire Department) – Replace the fire station with a facility with adequate space for fire apparatus, meeting room, and offices.*

Hailey Fire Department

HFD's fire station has been well maintained, but it is undersized and department needs have outgrown the building's capacity.

Recommendation 25: *(Hailey Fire Department) – Plan to replace the fire station with a facility with adequate space for fire apparatus, meeting room, and offices.*

Wood River Fire & Rescue

WRFR Fire Station No. 1 is newer and in good condition. However, it was not designed as a fire station and both office and apparatus bay space is limited. Fire Station No. 2 is an older building, in good condition, but lacks any administrative, training or living space. Fire Station No. 3 is in excellent condition. The station meets current needs and has room for future expansion.

WRFR Fire Station No. 1 has sleeping quarters for the on-duty crews only and Fire Station No. 3 has sleeping accommodations for nine personnel. No overnight quarters are available at any of the other stations, simply due to lack of space and omission from the original design. If future plans include the addition of sleeping quarters, to increase 24-hour staffing levels the departments could benefit from a resident firefighter or "sleeper" program.

Fire Station Locations

The location of fire stations provide some portions of the service area with overlapping and redundant coverage while other areas have limited coverage. Including the airport fire station, there are four fire stations inside the Hailey city limits. Fire station location and deployment is discussed in depth in the section titled Concentration Study.

Apparatus

Fire service apparatus is expensive, albeit vital, to an effective and reliable emergency service delivery system. Overall, the agencies' apparatus are in fair to good condition. The condition of each apparatus was provided by the departments and confirmed by ESCI. The following table provides an overview of the condition of primary front line fire apparatus. Lighter cars, trucks, and SUVs were not assessed.

Figure 19: Emergency Response Apparatus Inventory and Condition

Apparatus Designation	Type	Year	Make/Model	Condition
Bellevue Fire Department				
Engine 1	Type II Engine	1983	GMC	Poor
Engine 2	Type I Engine	1982	Pierce	Poor
Engine 3	Type VI Brush	1995	Ford	Fair
Hailey Fire Department				
Engine 1	Type 1 Engine	2002	Pierce	Good
Engine 2	Type 3 Engine	2006	Spartan	Excellent
Engine 3	Type 1 Engine	1977	American LaFrance	Fair to Poor
Engine 4	Type 1 Engine/Rescue	1996	E-One	Good
Unit 5	Type 6 Wildland	2008	Ford	Excellent
Rescue 6	SUV – Rescue	2007	Chevrolet	Excellent
Wood River Fire & Rescue				
Engine 50	Pumper/Tender	1992	GMC/Ferrara	Good
Engine 51	Type 1 Engine	2002	BME (4x4)	Excellent
Engine 52	Type 1 Engine	1995	Spartan/Ferrara	Good
Engine 53	Type 6 Wildland	2004	Ford/BME	Excellent
Ladder 60	75 foot Aerial	1996	Spartan/Ferrara	Very Good
Rescue 91	Heavy Rescue	1992	GMS/Ferrara	Good
Tender 72	Water Tender	1981	Ford	Fair
Ambulance 93	Ambulance	2004	Ford/Wheeled Coach	Good
Ambulance 95	Ambulance	2010	Ford/Wheeled Coach	Excellent
Ambulance 97	Ambulance	2007	Ford/Wheeled Coach	Very Good
Engine 54 – (on order)	Pumper/Tender	2010	HME/Rosenbauer	New

Bellevue Fire Department

The condition of BFD's fire apparatus is considered critical. The primary fire engine, built in 1982, is 28 years old and has exceeded its expected service life. The second engine is a year newer, but is built on a commercial, non-custom chassis, and is in poor condition.

Emergency vehicles that have exceeded their expected life have a greater risk of failure during emergency events and may compromise firefighter safety. BFD has an immediate need for a frontline fire engine and possibly two.

Recommendation 26: (*Bellevue Fire Department*) – Replace one fire engine and consider replacement of two.

Hailey Fire Department

Hailey’s fire apparatus is in good condition. Its three primary fire engines are 4, 8, and 14 years of age, respectively. Engine No. 3 was built in 1977 (essentially a reserve engine) and has exceeded its expected service life. The vehicle should be removed from service.

Recommendation 27: (*Hailey Fire Department*) – Replace Engine No. 3.

Wood River Fire & Rescue

WRFR fire apparatus is in good to excellent condition. All front line engines are newer and have been well maintained with one exception. Water tender 72, a 1981 Ford is the district’s only water tender. While water tenders do not see the amount of use as fire engines, age and limitation from equipment configuration restrict the ability of the unit to meet current need. ESCI understands that a replacement pumper/tender is on order to replace this unit. Retention of the old tender as a reserve is not advised.

Recommendation 28: (*Wood River Fire & Rescue*) – Remove water tender 72 from service when the replacement pumper/tender is received.²³

Capital Improvement Planning

Fire stations and emergency apparatus are very expensive. They also have predictable service lives, and yet many fire departments fail to plan for the replacement of major capital expenditures. Replacement planning should begin the day that a new station is opened or a new fire engine is delivered, calculating how long the newly acquired asset will last and what it will cost to replace it. Planning accordingly will mean that when it is time to build a new station or buy a new engine, the funds or funding source has already been identified. If this has not been done, a fire department is confronted with a major financial challenge.

²³ Subsequent to ESCI’s initial data collection and draft report, the new pumper/tender was delivered and the above recommendation was implemented.

Capital replacement planning was reviewed for the three fire departments. ESCI found that each has dealt with the issue differently.

Bellevue Fire Department

The city of Bellevue had no plans in place to replace its fire station or apparatus and no funding is set source has been established for this purpose. The fire station is outdated and considered inadequate. The fire department's primary fire engine is 28 years old and exceeded its expected service life. ESCI recommends that BFD develop a capital improvement plan.

Hailey Fire Department

HFD's chief officers have identified the need for fire station and apparatus replacement planning and transmitted this information in the form of a memorandum to city leadership. To date, a replacement schedule or funding source has not been identified.

Wood River Fire & Rescue

WRFR has established funding for capital replacement. A replacement schedule has been established for fire stations and fire apparatus and an estimate of replacement costs have been estimated.

Beginning in 2005 the district has made transfers to reserve accounts for funding capital replacement projects. Unfortunately, funding for capital replacement projects is not sufficient to meet projected need. The district has taken a positive step by establishing a replacement program but will need to commit additional funding to the program.

Service Delivery and Performance

This section focuses on the current service delivery and performance provided by Bellevue Fire Department, Hailey Fire Department, and Wood River Fire & Rescue. The following elements are considered in the service delivery and performance analysis:

- Demand Study – An incident type and temporal analysis of service demand and geographical display of demand density.
- Distribution Study – An overview of the current facility and apparatus deployment strategy.
- Concentration Study – An analysis of the response time necessary to achieve full effective response force arrival.
- Reliability Study – An analysis of current service demand, unit hour utilization, and unit failure rates.
- Performance Summary – An analysis of system response time performance.

Each of the three departments provided five years of historical incident data from 2005 to 2009. Additional data from 2008 to August of 2010 was also provided and was used later for some aspects of service delivery and performance. Information concerning performance goals was obtained from documents provided by Hailey Fire Department and Wood River Fire & Rescue.

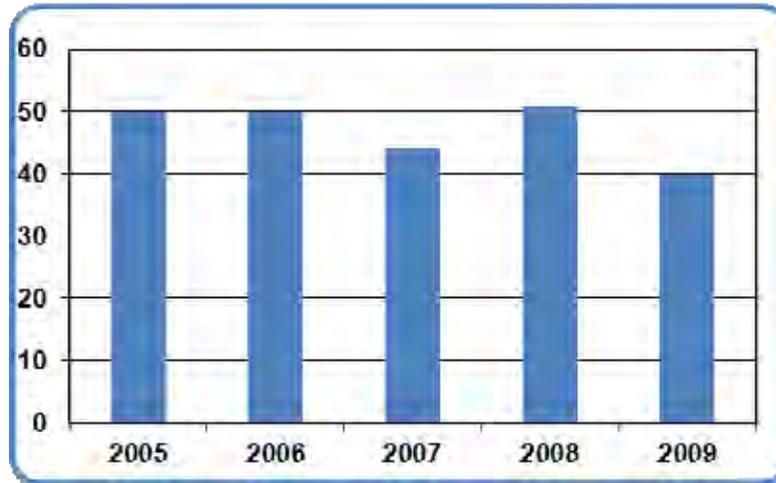
Demand Study

ESCI reviewed and cleaned the data provided by each of the departments. Cleaning removes errant, incomplete, and erroneous reports that might skew the analysis. The information was used to provide a snapshot of current service delivery and performance of the fire departments.

Bellevue Fire Department

BFD averaged 47 calls per year between 2005 and 2009. Figure 45 provides an overview of the number of incidents by year.

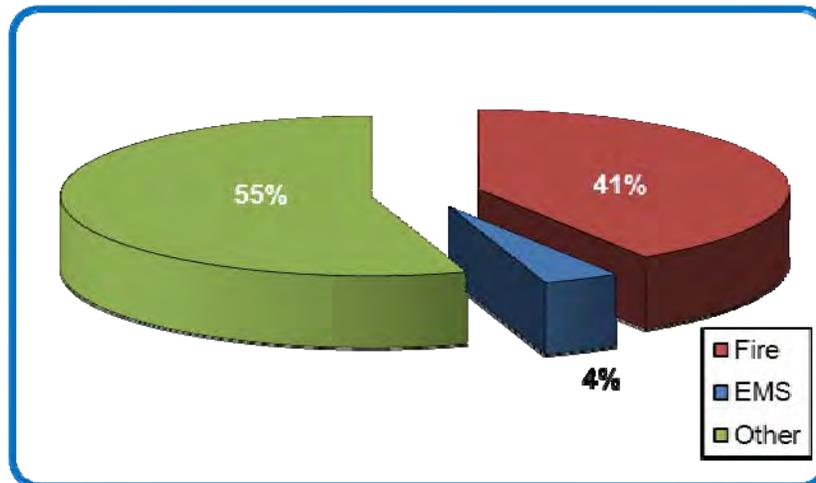
Figure 45: BFD Service Demand, 2005-2009



BFD's call volume has remained relatively flat for the five year period with a slight drop observed in 2009. This figure corresponds to a similar reduction in call volume for HFD and WRFR in 2009.

Figure 46 illustrates service demand for fires, emergency medical (EMS), and other incident types from 2005 through 2009. The *fire* category includes all fire incidents, such as structure, vehicle, and brush fires. The *other* category reflects incidents such as automatic alarms, hazardous materials, illegal burning, false alarms, and mistaken alarms. The *EMS* category consists of medical calls, motor vehicle accidents, rescues, and the inter facility transfer of patients.

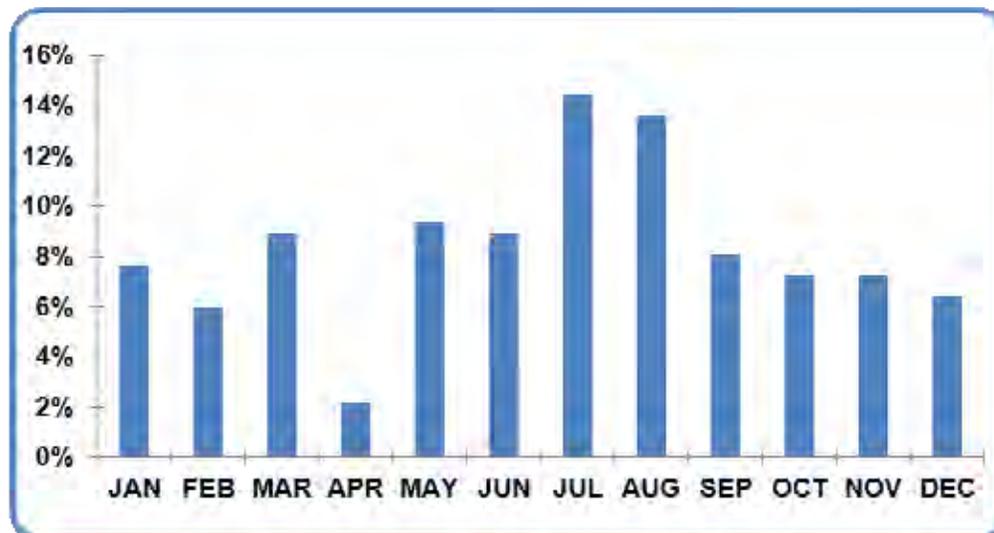
Figure 46: BFD Service Demand by Call Type, 2005-2009



BFD does not routinely respond to EMS calls unless requested by the ambulance service provider (WRFR). This chart shows that EMS calls constitute a much smaller percentage of BFD's call volume than it does for the other agencies in this study.

A review of incidents by time of occurrence identifies when the greatest response demand is occurring. The following charts show how activity and demand changes for BFD based on the various measures of time. Figure 47 illustrates BFD's service demand by month.

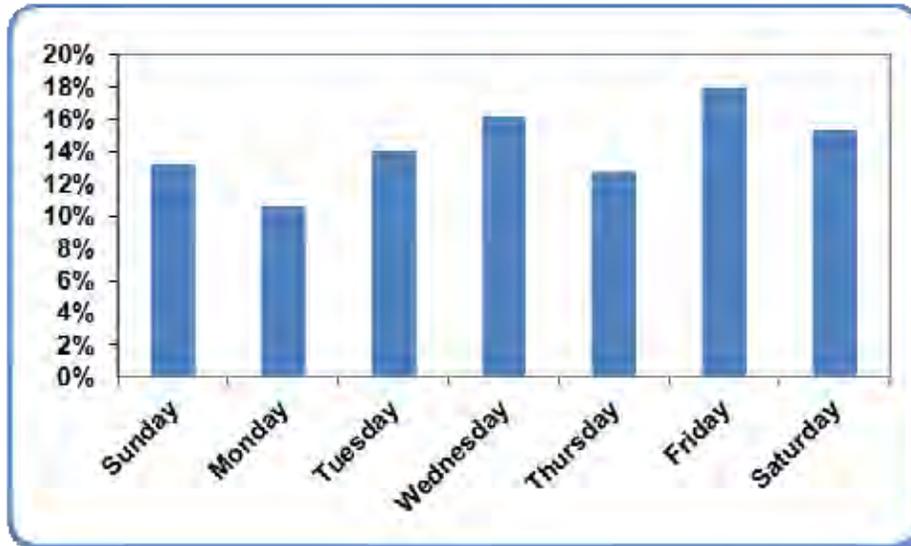
Figure 47: BFD Service Demand by Month, 2005-2009



Monthly service demand peaks in July and August during the summer tourist season. Call volume drops in the winter and spring, with April having the fewest number of calls.

ESCI continues temporal analysis by examining call volume by day of the week (Figure 48).

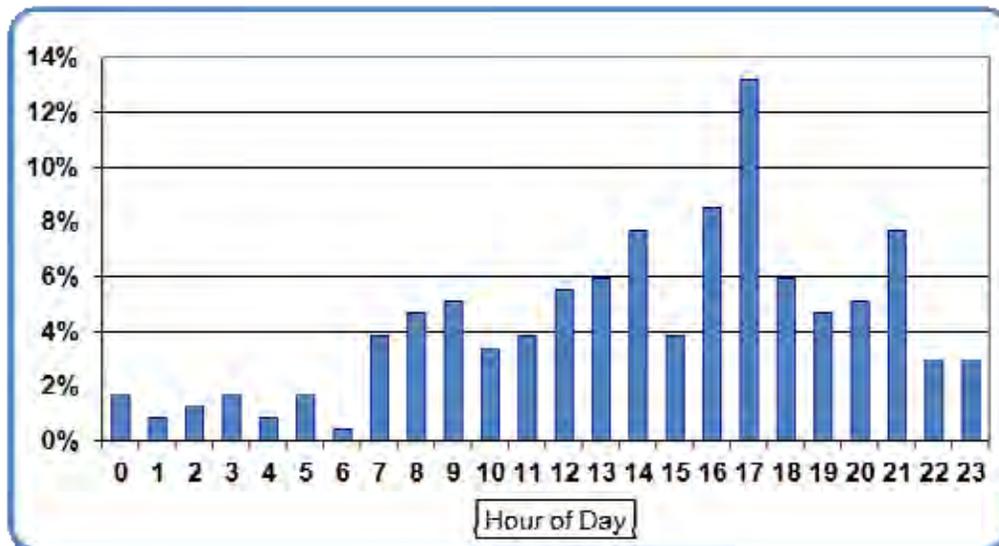
Figure 48: BFD Service Demand by Day of Week, 2005-2009



BFD's service demand by day is highest on Friday and lowest on Monday, with the weekend days being the next busiest days of the week. The small data set (235 for five years) makes it difficult to draw a conclusion as to trends concerning service demand by day of the week.

Population density affects service demand but is not the primary driver. The primary driver for service demand is population activity. Figure 49 illustrates BFD's service demand by hour of day for a 24-hour period.

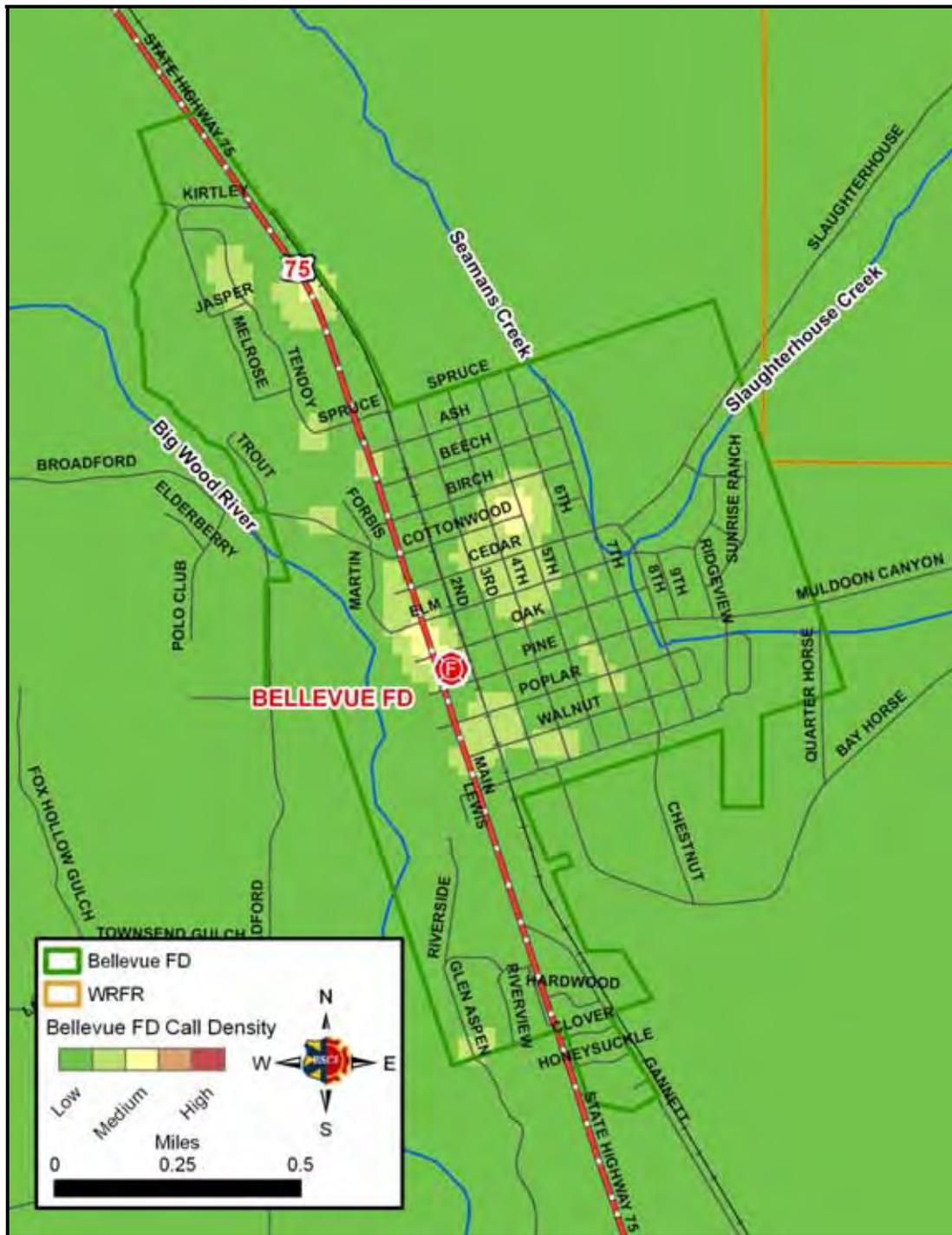
Figure 49: BFD Service Demand by Time of Day, 2005-2009



BFD's peak service demand occurs between 12:00 PM (1200) and 5:00 PM (1700), with another peak in service demand at 9:00 PM (2100); demand drops from midnight (0000) through the early morning hours, and starts to increase in the morning at 7:00 AM (700).

In addition to the temporal analysis of the current service demand, it is useful to examine the geographic distribution of service demand. The following maps indicate the distribution of all emergency incidents responded to by the Bellevue Fire Department for 2008 and 2009.

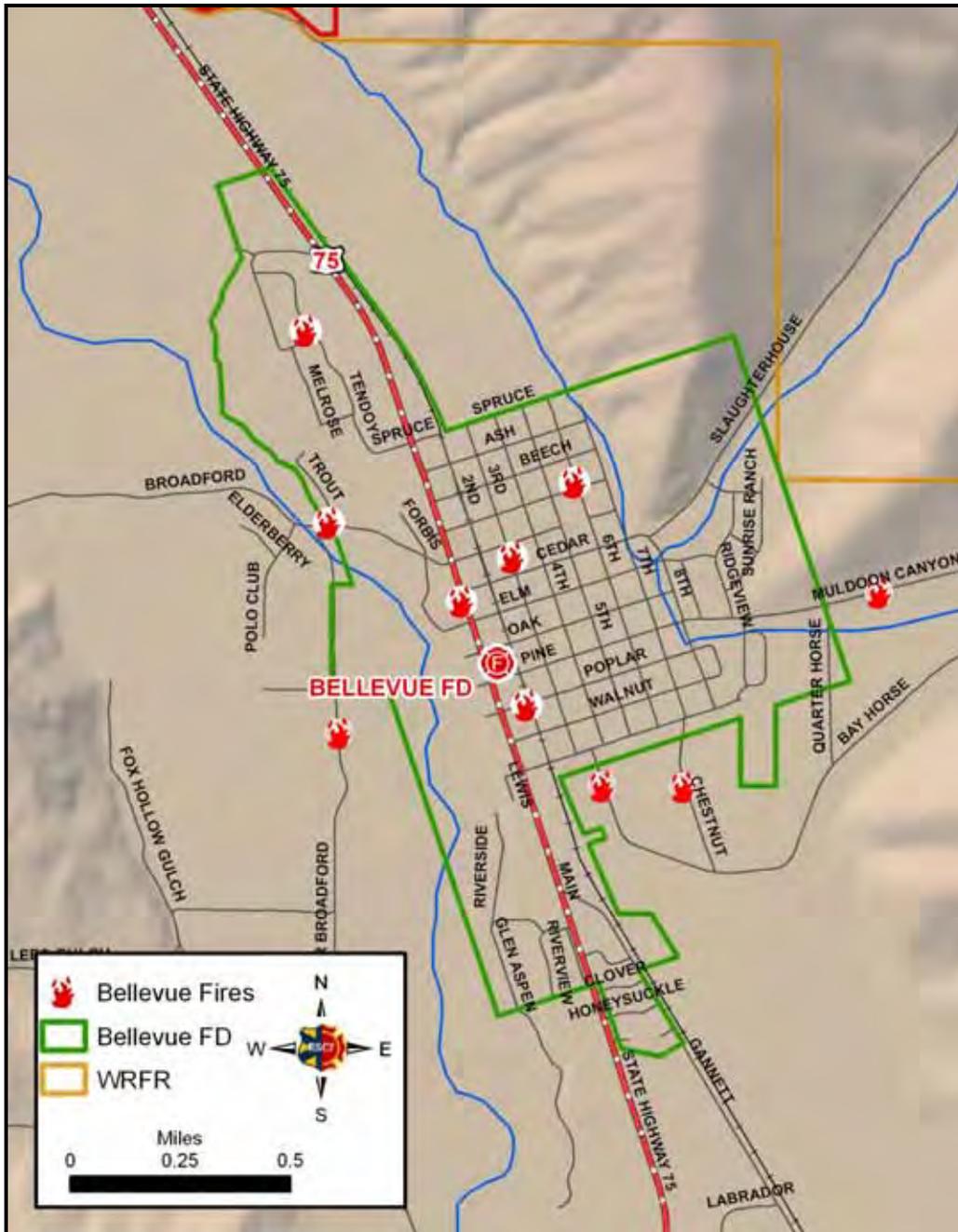
Figure 50: BFD Call Density, 2008-2009



This map illustrates a relative low density of calls for service in Bellevue. It does show a slight clustering of calls along Highway 75 and in the center of the city.

The next map shows the location of calls in Bellevue categorized as fires. Wildland fires are not included.

Figure 51: BFD Fire Calls, 2008-2009

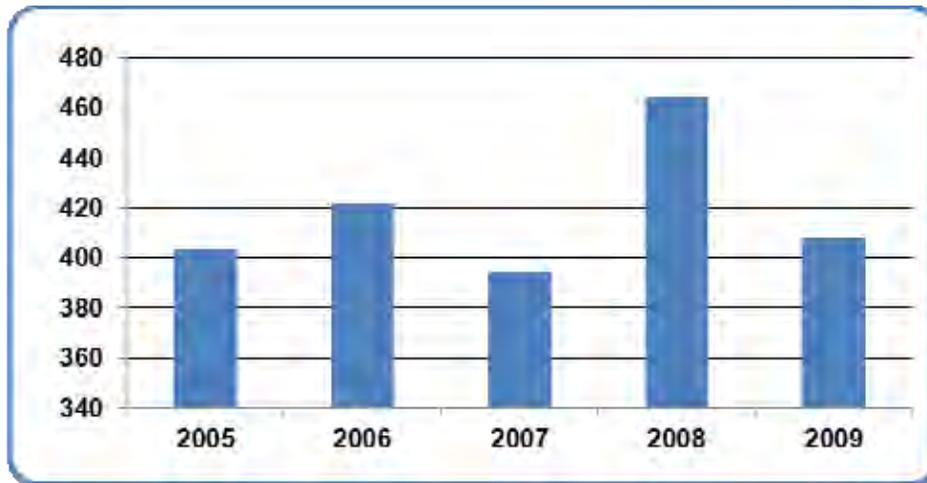


Although overall call density is low, the preceding maps demonstrate that calls are concentrated in the city and along Highway 75. Actual fire calls represent 7.5 percent of total calls for service for 2008 and 2009, which is slightly higher than the 4.0 percent for the 2005-2009 data set.

Hailey Fire Department

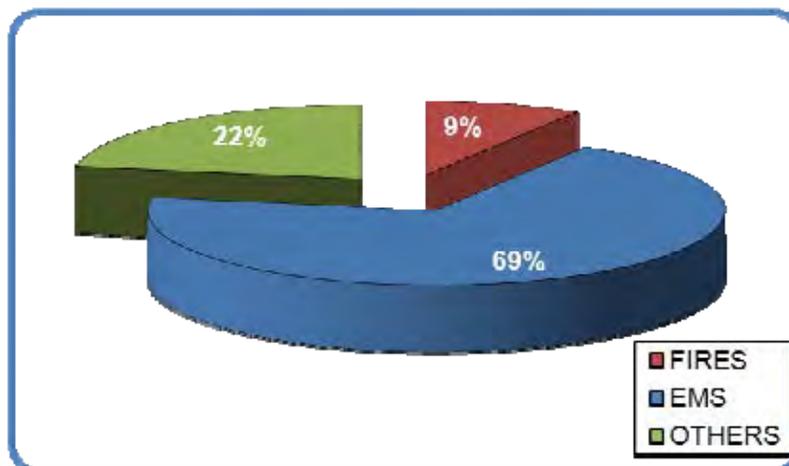
HFD provided ESCI with five years of historical incident data. ESCI used this data to provide an overview of calls for service by year.

Figure 52: HFD Service Demand, 2005-2009



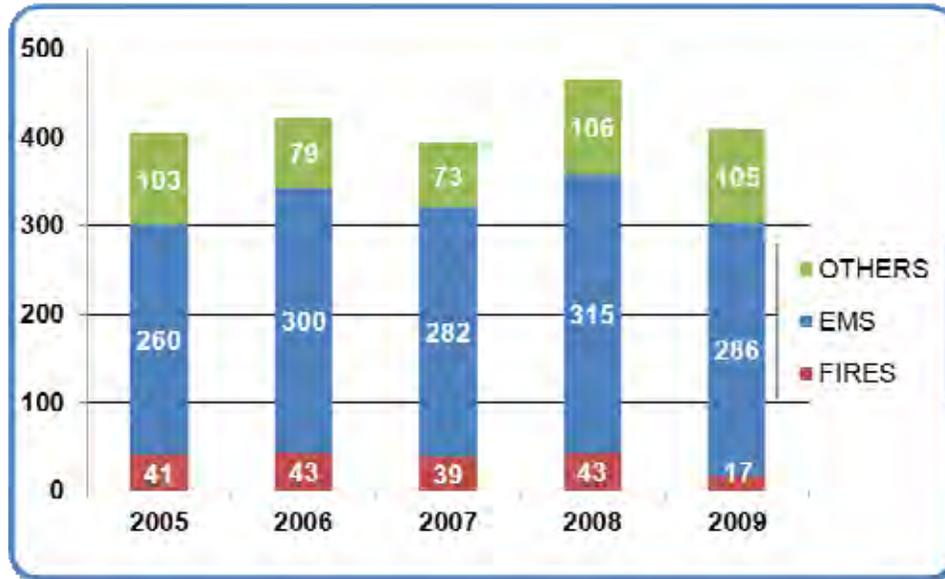
HFD's call volume peaked in 2008. The data shows a drop in call volume in 2009, similar to the drop experienced by BFD and WRFR. The analysis continues by looking at demand by call type (Figure 53).

Figure 53: HFD Service Demand by Call Type, 2005 – 2009



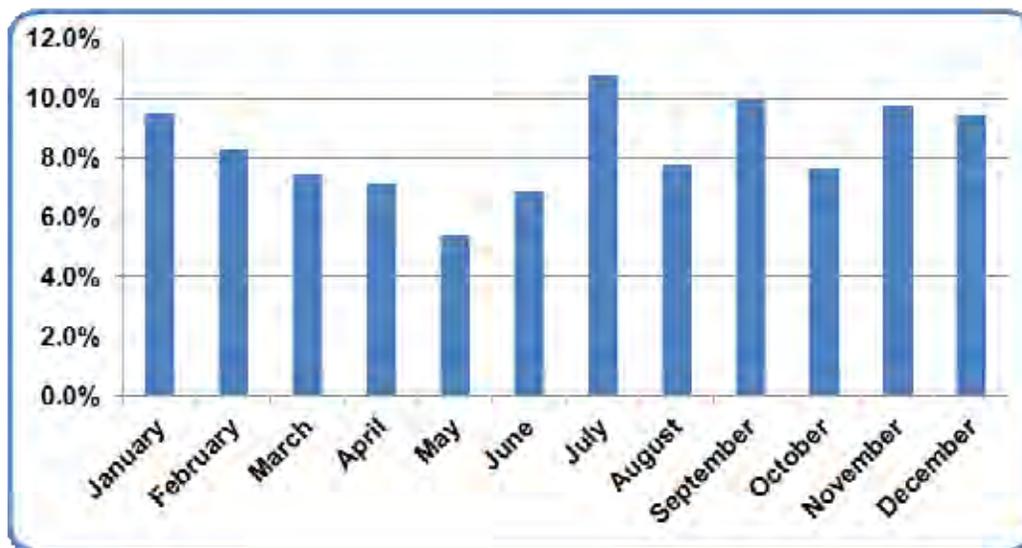
This chart shows that the largest portion of HFD's call volume (69 percent) is for EMS Calls. Unlike BFD, HFD responds on a non-transport BLS capacity to EMS calls in its jurisdiction. Another representation of the same data is provided in a bar chart format.

Figure 54: HFD Call Type, 2005-2009



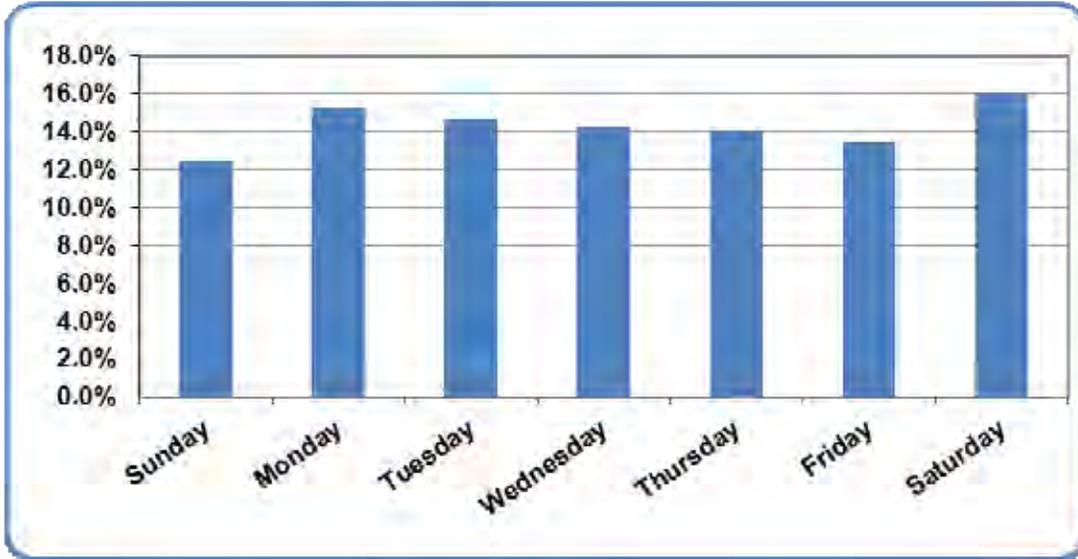
A review of incidents by time of occurrence reveals when the greatest response demand occurs. The following charts show how activity and demand changes based on various measures of time. ESCI began by breaking down yearly workload into monthly increments.

Figure 55: HFD Service Demand by Month, 2005-2009



As shown in Figure 55 HFD's service demand is lowest in May, peaks in July, and climbs slightly in December and January due to winter tourist activity and weather-related incidents. The temporal analysis continues in Figure 56, showing HFD's calls for service by day of the week.

Figure 56: HFD Service Demand by Day of Week, 2005-2009



HFD's call volume by day stays within a range of 3.5 percent over the course of the week. There does not appear to be any single day of the week that is significantly impacting calls for service.

One of the primary drivers for service demand is population activity. The last temporal analysis is a review of calls for service by time of day.

Figure 57: HFD Service Demand by Time of Day, 2005-2009

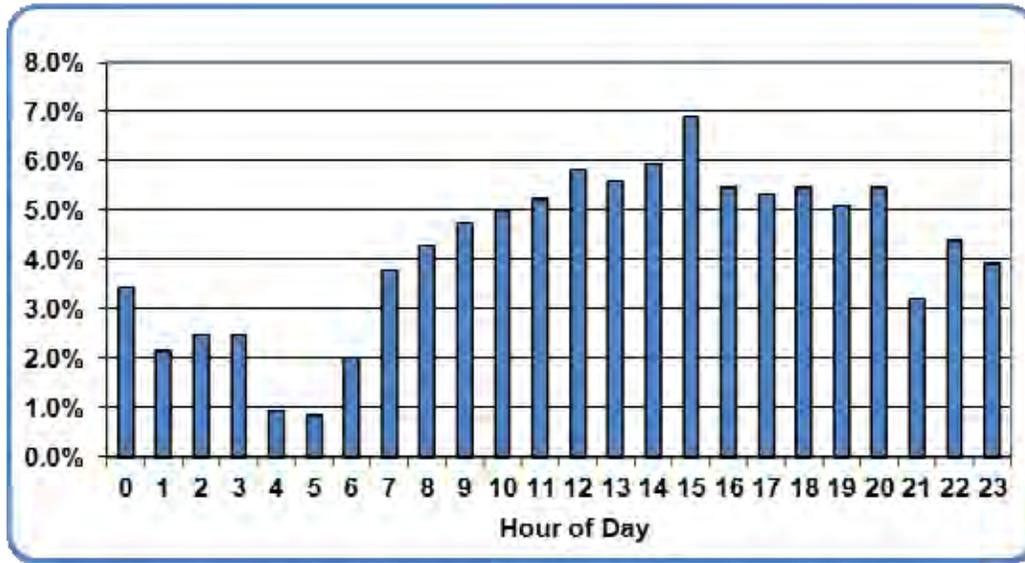


Figure 57 shows that calls for service are lowest (0.8 percent between 4:00 AM and 5:00 AM) in the early morning hours, gradually increasing throughout the day to a peak (6.9 percent between 3:00 PM and 4:00 PM), and then decreasing through the evening. This is similar to the pattern seen by BFD and WRFR and is common to other fire departments around the country.

The next service demand analysis is that of the location and frequency of calls for service. ESCI used 2008 and 2009 data to assess call density for all calls and then call density for fires.

Figure 58: HFD Call Density, 2008-2009

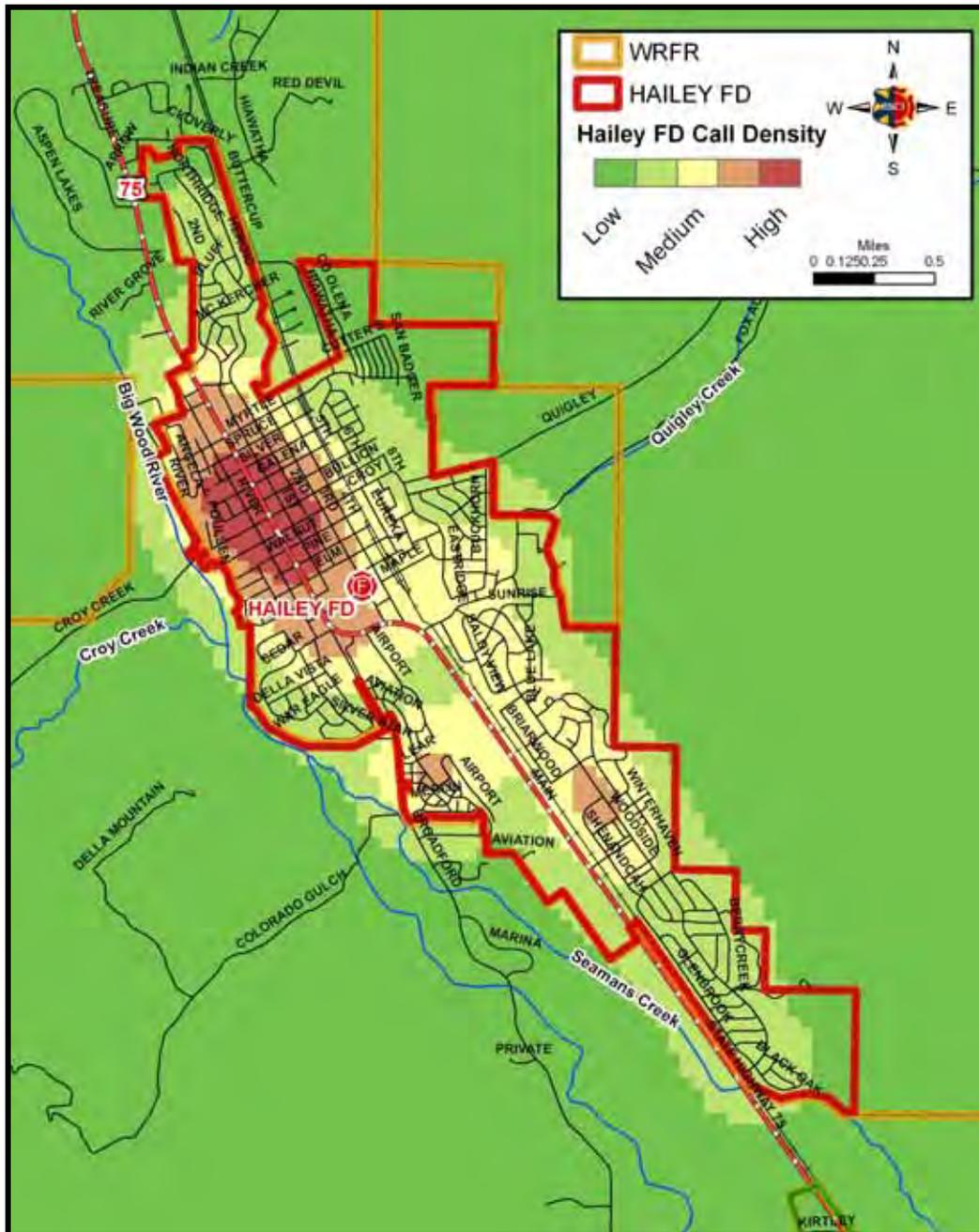
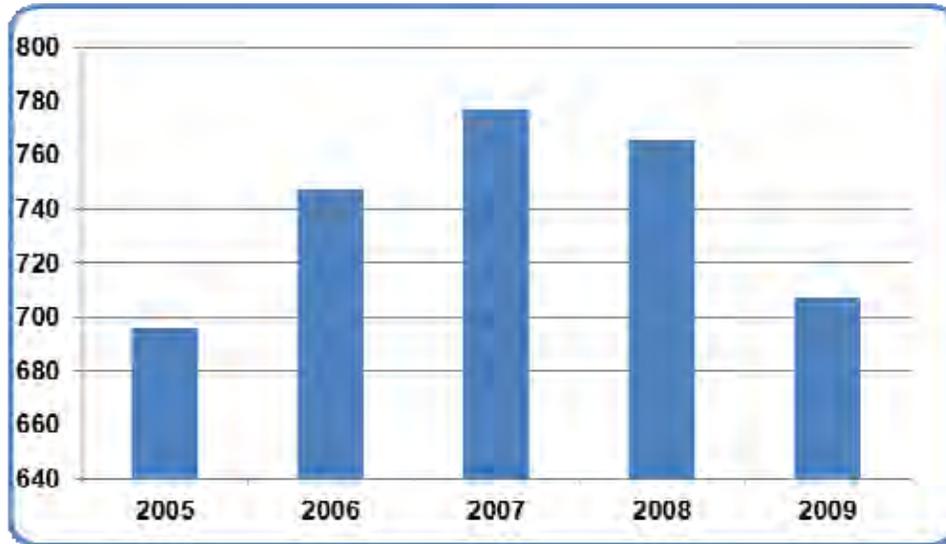


Figure 58 clearly shows several areas of higher call density in HFD's jurisdiction, the most obvious being the older downtown area.

Wood River Fire & Rescue

WRFR provided ESCI with five years of incident data. Data from 2005 through 2009 was used for the analysis of historical service demand by incident type and temporal variation. Figure 60 displays WRFR's calls for service by year.

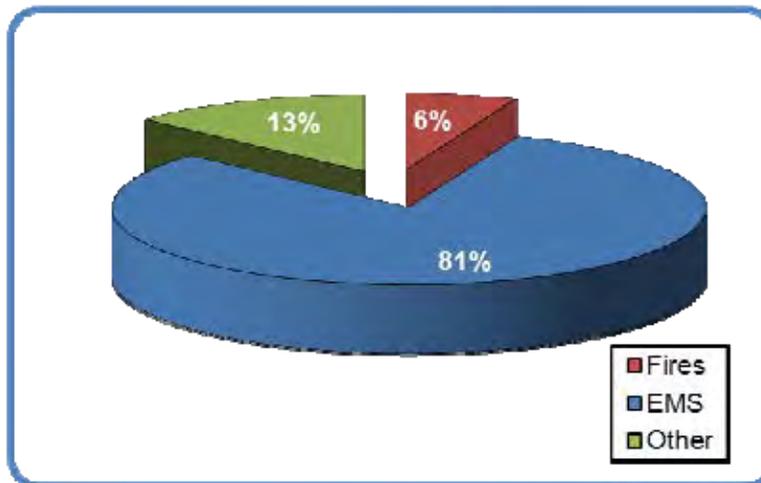
Figure 60: WRFR Service Demand, 2005-2009



The data shows a peak in call volume in 2007. Calls for service dropped approximately 10 percent by 2009. Much of the decline is attributed to a change that re-distributed a portion of non-emergency patient transfer workload between WRFR and Ketchum Fire Department in 2007. Data from both BFD and HFD show similar declines in call volume.

ESCI next looked at call for service by incident type (Figure 61). Calls for service are categorized as *fire*, *EMS*, and *other*.

Figure 61: WRFR Service Demand by Call Type, 2005-0009



WRFR's calls for service are dominated by EMS calls. WRFR is the ambulance service provider for the southern part of Blaine County, which contains not only Hailey and Bellevue but several other small communities. Another representation of the same data is provided in a bar chart format.

Figure 62: WRFR Call Types, 2005-2009



The following charts show how activity and demand changes for WRFR based on various measures of time. ESCI began with a breakdown of monthly workload.

Figure 63: WRFR Service Demand by Month, 2005-2009

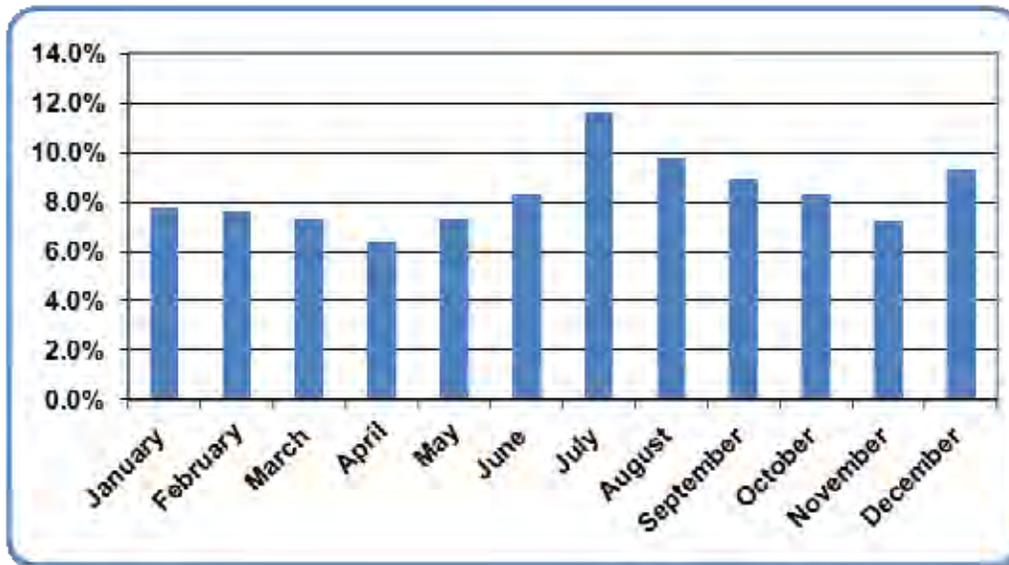
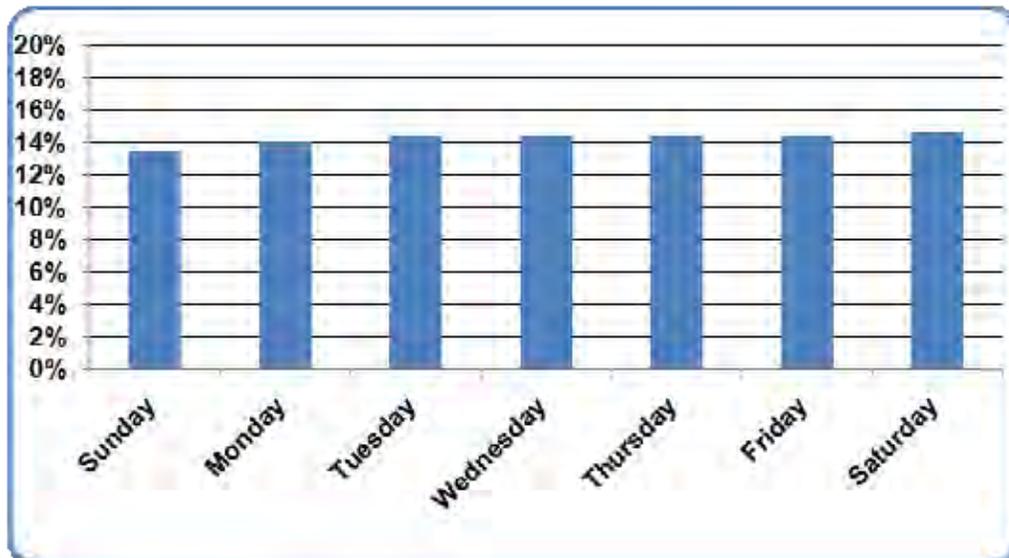


Figure 63 demonstrates that the summer months of July and August are busiest for WRFR. April is the month with the lowest percentage of calls for service. This differs from HFD's history which was higher in April, yet lower in August.

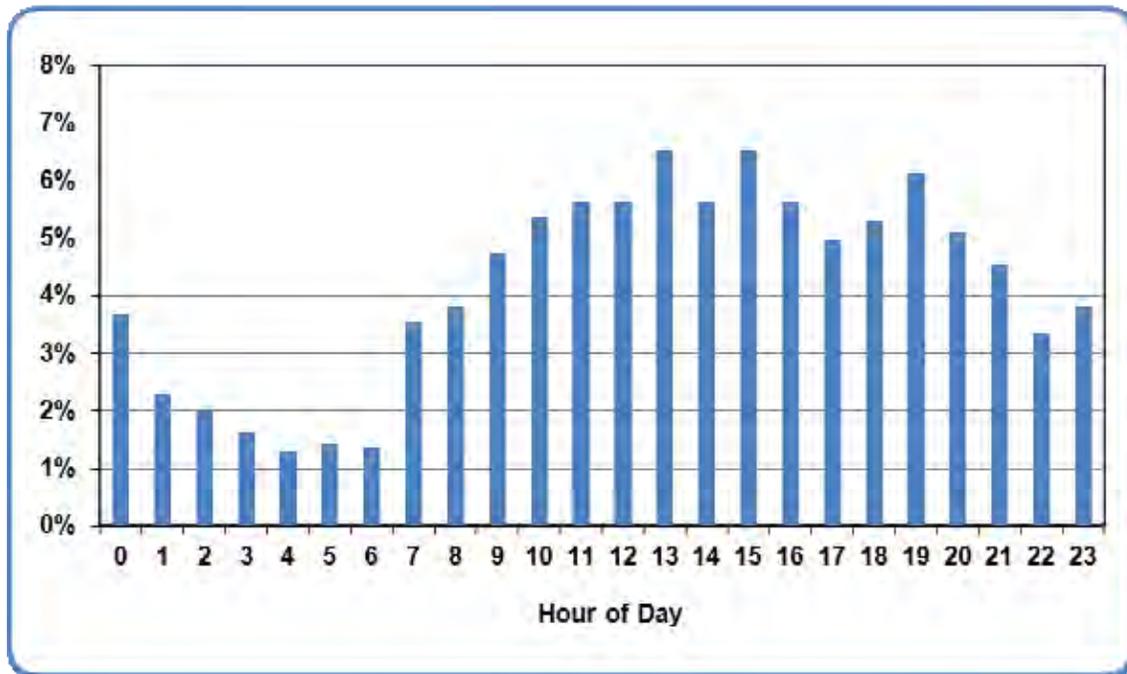
The chart in Figure 64 breaks calls for service into a percentage by day of the week.

Figure 64: WRFR Service Demand by Day of Week, 2005-2009



WRFR's calls for service stay within a range of 1.2 percent when analyzed by day of week. This variation does not appear to be significant. The last temporal analysis of calls for service is a look at calls for service by time of day.

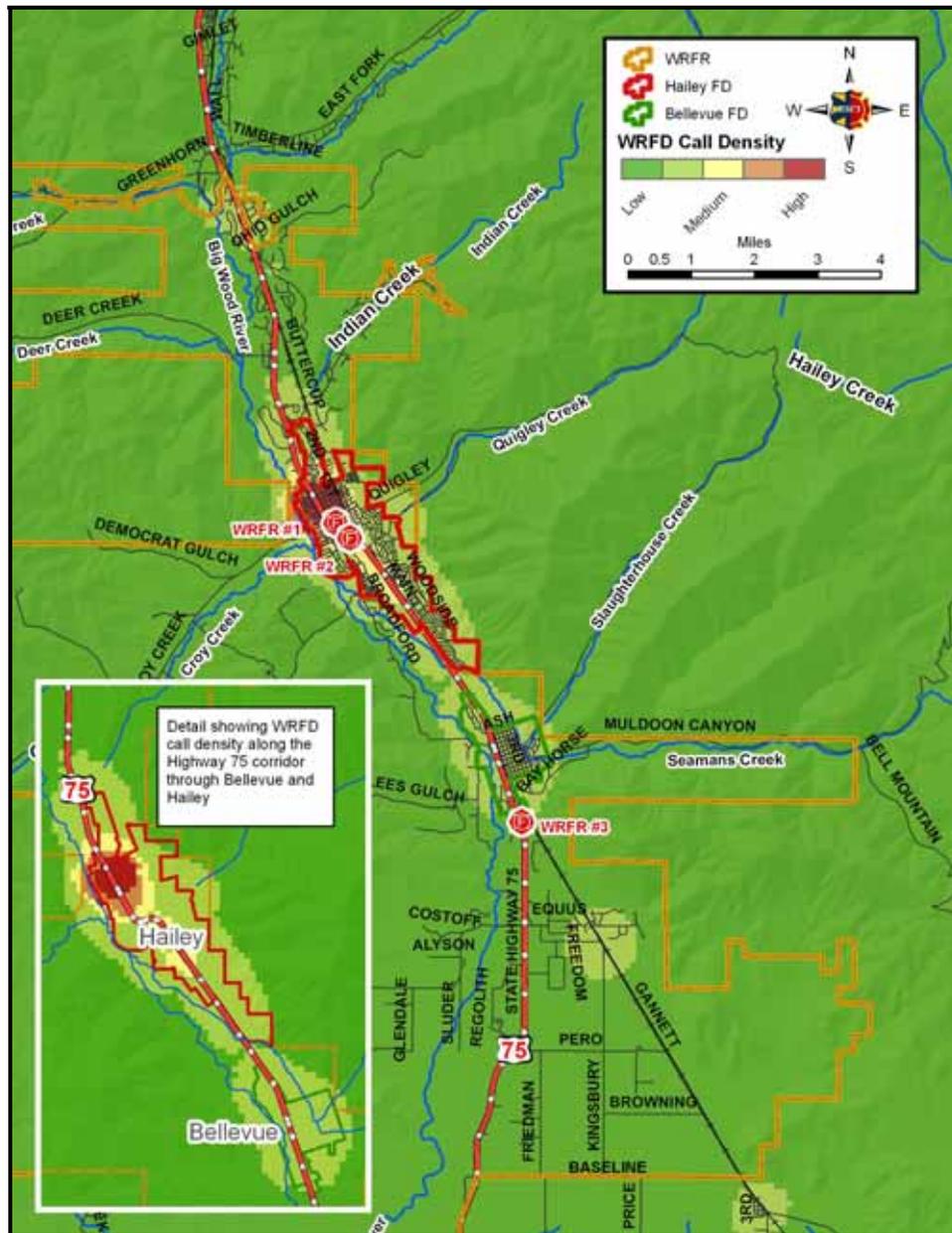
Figure 65: WRFR Service Demand by Time of Day, 2005-2009



As with the HFD and BFD data, Figure 65 shows the lowest number of calls for service in the early morning hours (1.3 percent at 6:00 AM) and gradually climbs to a peak (6.5 percent at 3:00 PM) in the afternoon. This is consistent with other departments in the area and throughout the country.

The geographic display of current service demand for WRFR is the final piece of the service demand study. Data from 2008 and 2009 is used for this analysis. Figure 66 is a map of call density for all calls for service in WRFR.

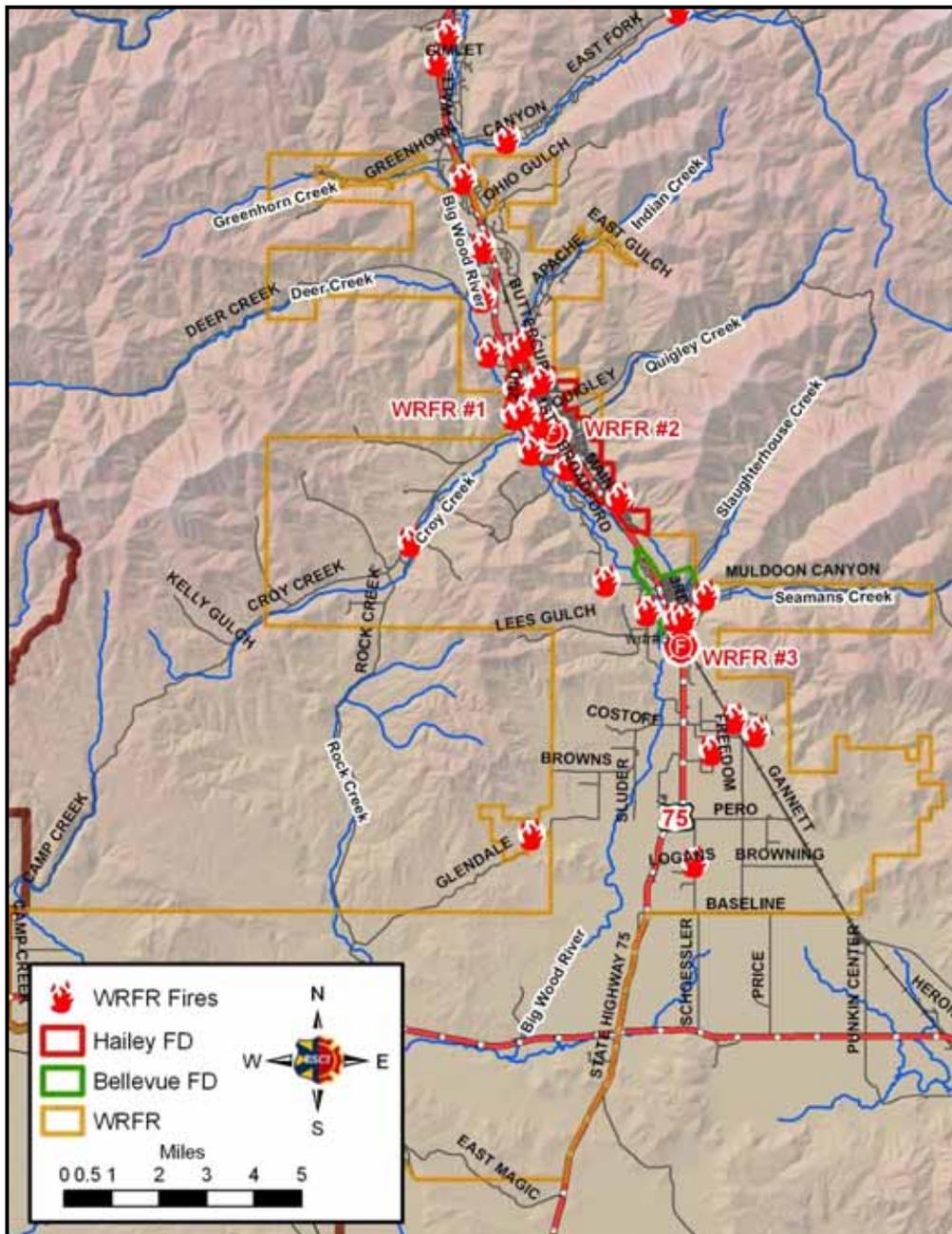
Figure 66: WRFR Call Density, 2008-2009



WRFR is the ambulance service provider for both Bellevue and Hailey. The areas of higher call density correspond (Figure 66) to the higher population density in the cities of Bellevue and Hailey.

Figure 67 displays WRFR calls for service categorized as fires (wildland fires are not included). Fire calls tend to cluster in the areas of higher population density. Note: approximately 23 percent of the fires plotted on this map are outside of WRFR's district.

Figure 67: WRFR Fire Calls, 2008-2009

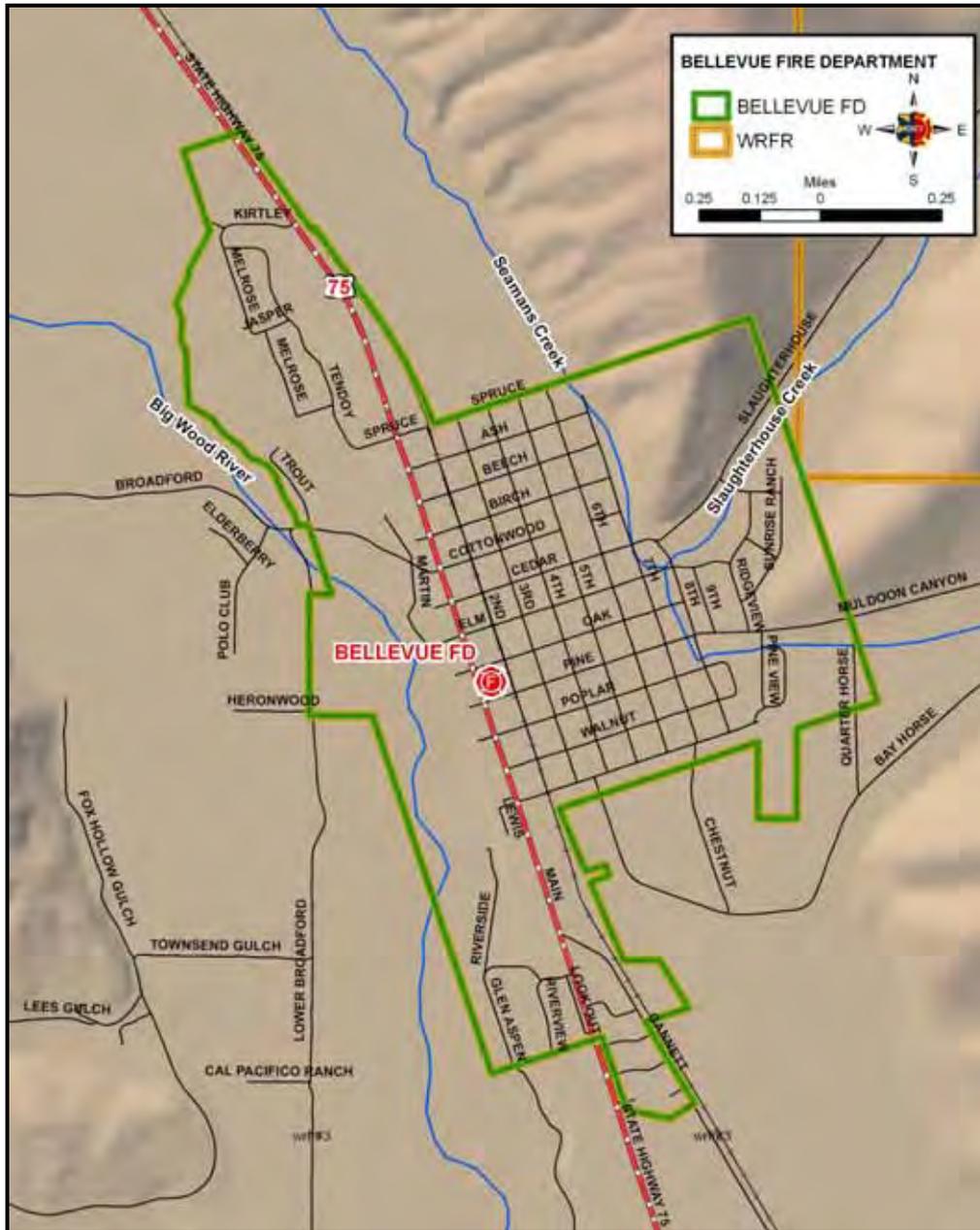


Distribution Analysis

Bellevue Fire Department

BFD's service area is 1.9 square miles. BFD serves an estimated population of 2,229 from one fire station. State Highway 75 is the major transportation route through Blaine County and runs generally from south to north through Bellevue. Figure 68 displays the location of Bellevue's fire station.

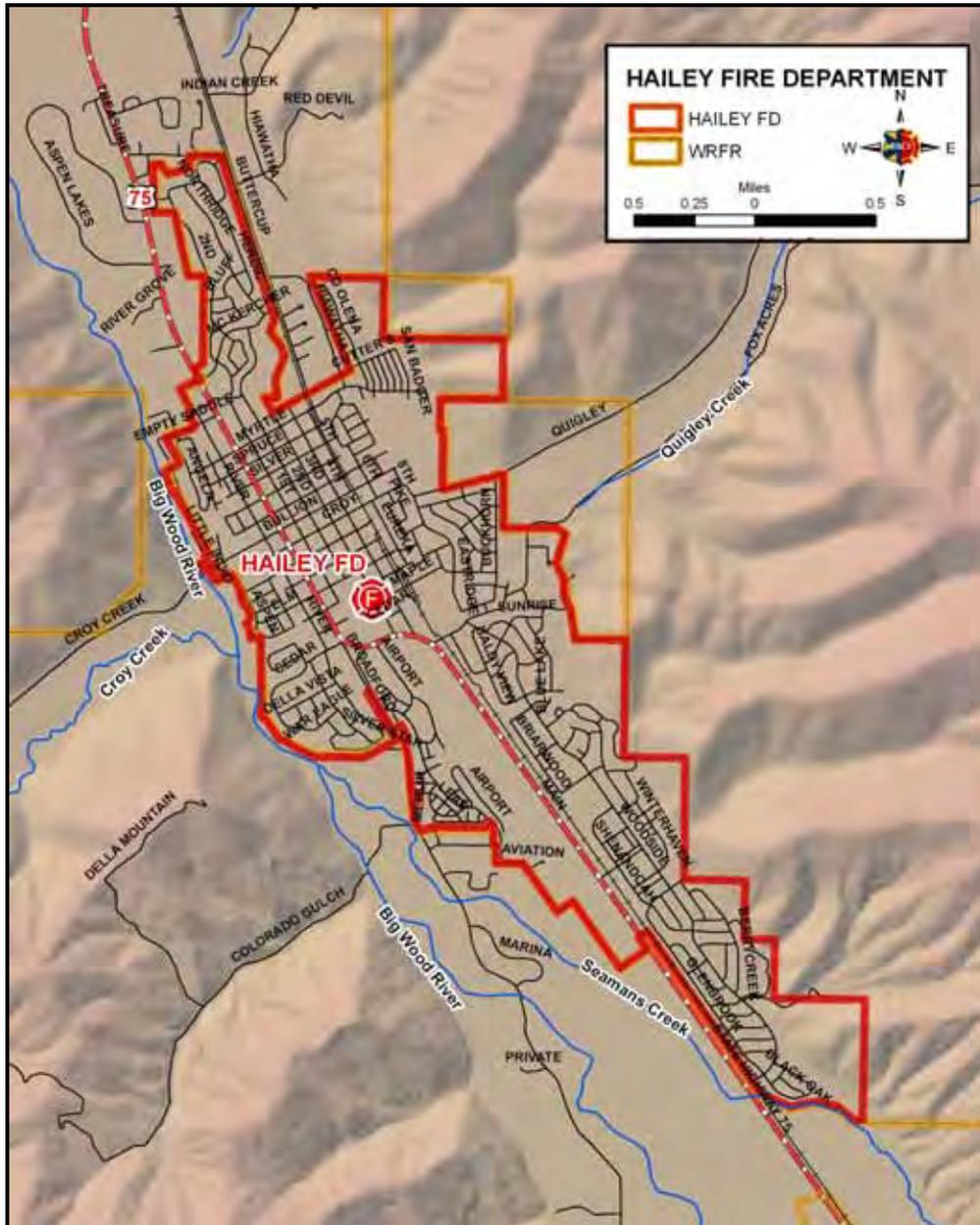
Figure 68: BFD Service Area and Station Location



Hailey Fire Department

HFD operates from a single fire station. Hailey's estimated population is 8,075 and the service area of the city is 3.55 square miles. Highway 75 runs the length of Hailey from south to north. The following map shows the location of HFD's fire station and the city boundaries.

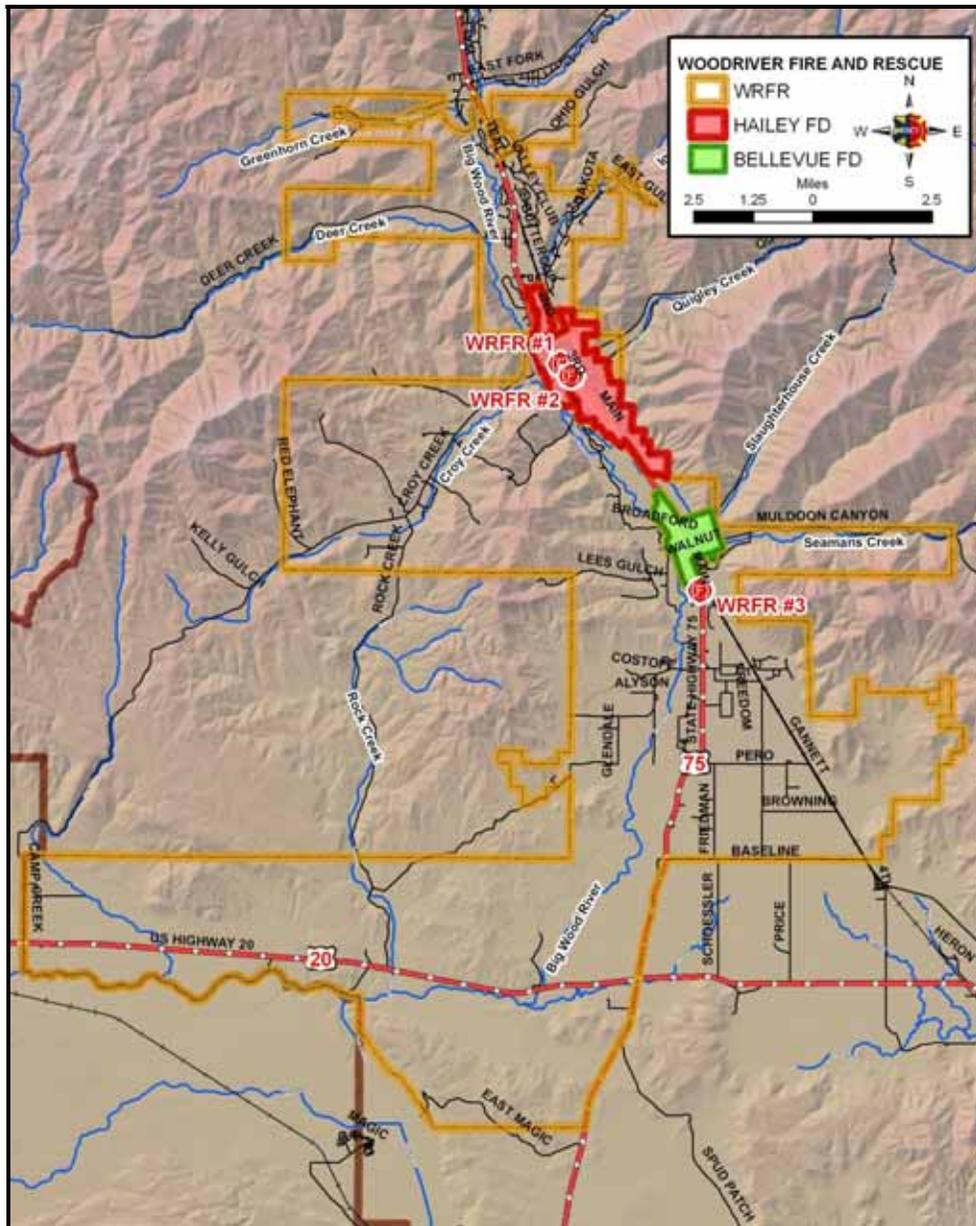
Figure 69: HFD Service Area and Station Location



Wood River Fire & Rescue

WRFR operates from three fire stations, two of which are located inside the city limits of Hailey and one just south of Bellevue. The fire district consists of approximately 150 square miles. The fire district estimates its population as 3,210. WRFR is also the ambulance service provider for southern Blaine County, an area of some 1,500 square miles. Figure 70 displays WRFR's fire stations and fire district boundaries.

Figure 70: WRFR Service Area and Station Location

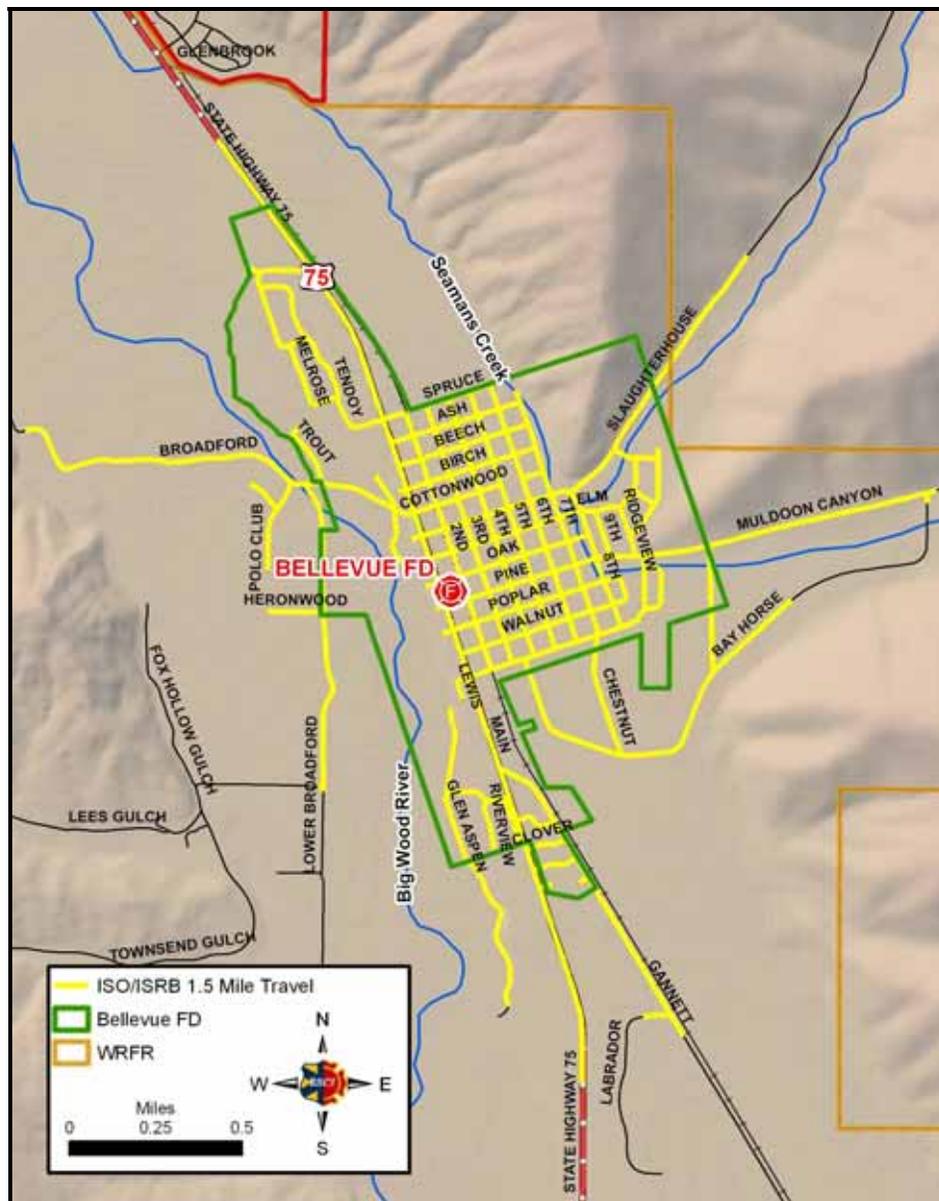


The next set of maps examines the facility and apparatus deployment of each department based upon credentialing criteria for the Insurance Services Office (ISO) and the Idaho Surveying & Rating Bureau (ISRB). For ISO/ISRB purposes, the response area is measured at 1.5 miles of travel distance from each engine company on existing roadways. While ESCI does not suggest that facility location or apparatus deployment should be dependent upon any such rated distance, it is an important factor to be considered by the community economically.

Bellevue Fire Department

BFD's 1.5-mile travel distance is mapped in Figure 71.

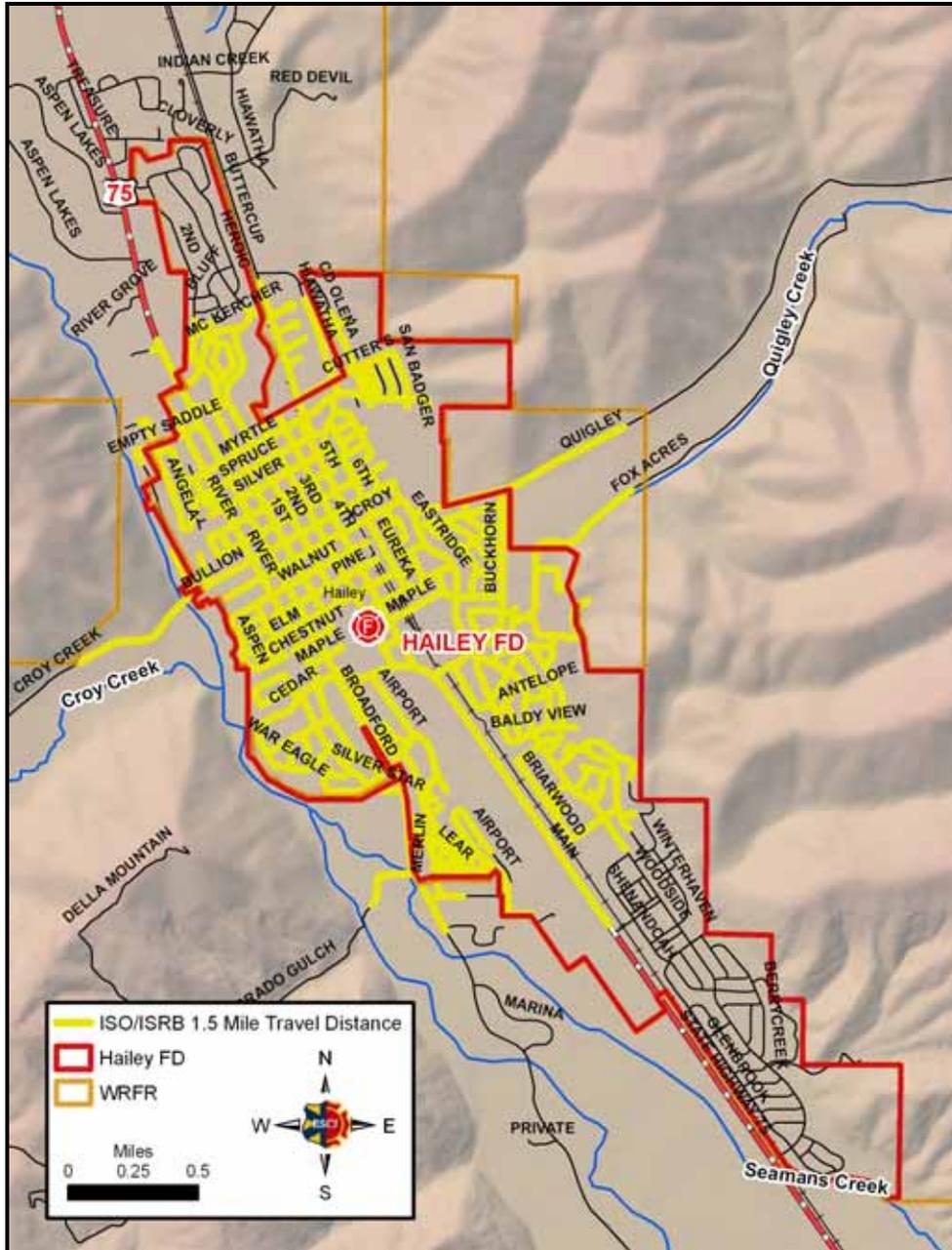
Figure 71: BFD ISO/ISRB Distance Coverage



Hailey Fire Department

The next map displays HFD's 1.5-mile service area.

Figure 72: HFD ISO/ISRB Distance Coverage

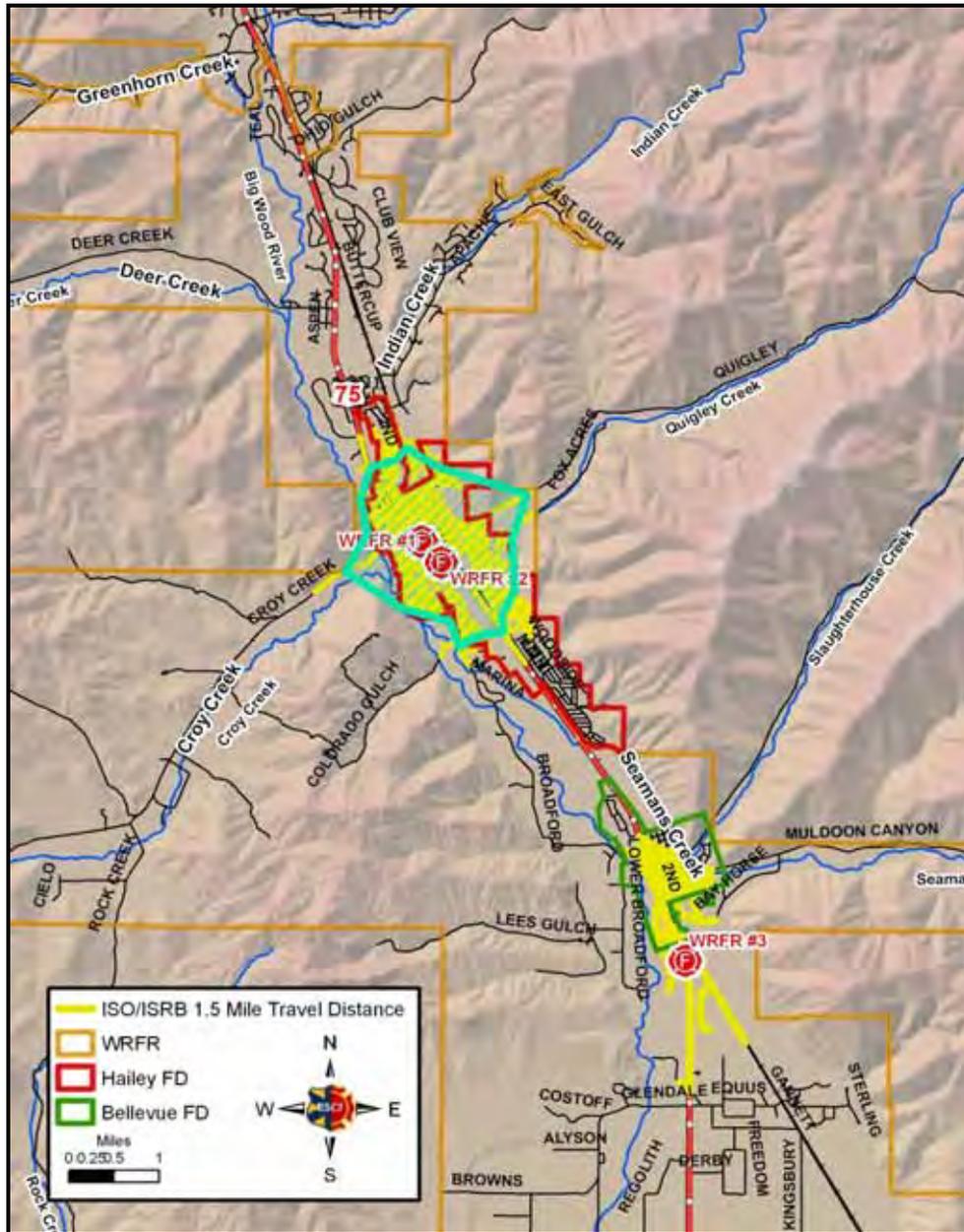


As displayed, the single fire station's 1.5-mile service area does not cover HFD's entire service area.

Wood River Fire & Rescue

ESCI continues the analysis with a map of the 1.5-mile service areas for WRFR's three fire stations.

Figure 73: WRFR ISO/ISRB Distance Coverage



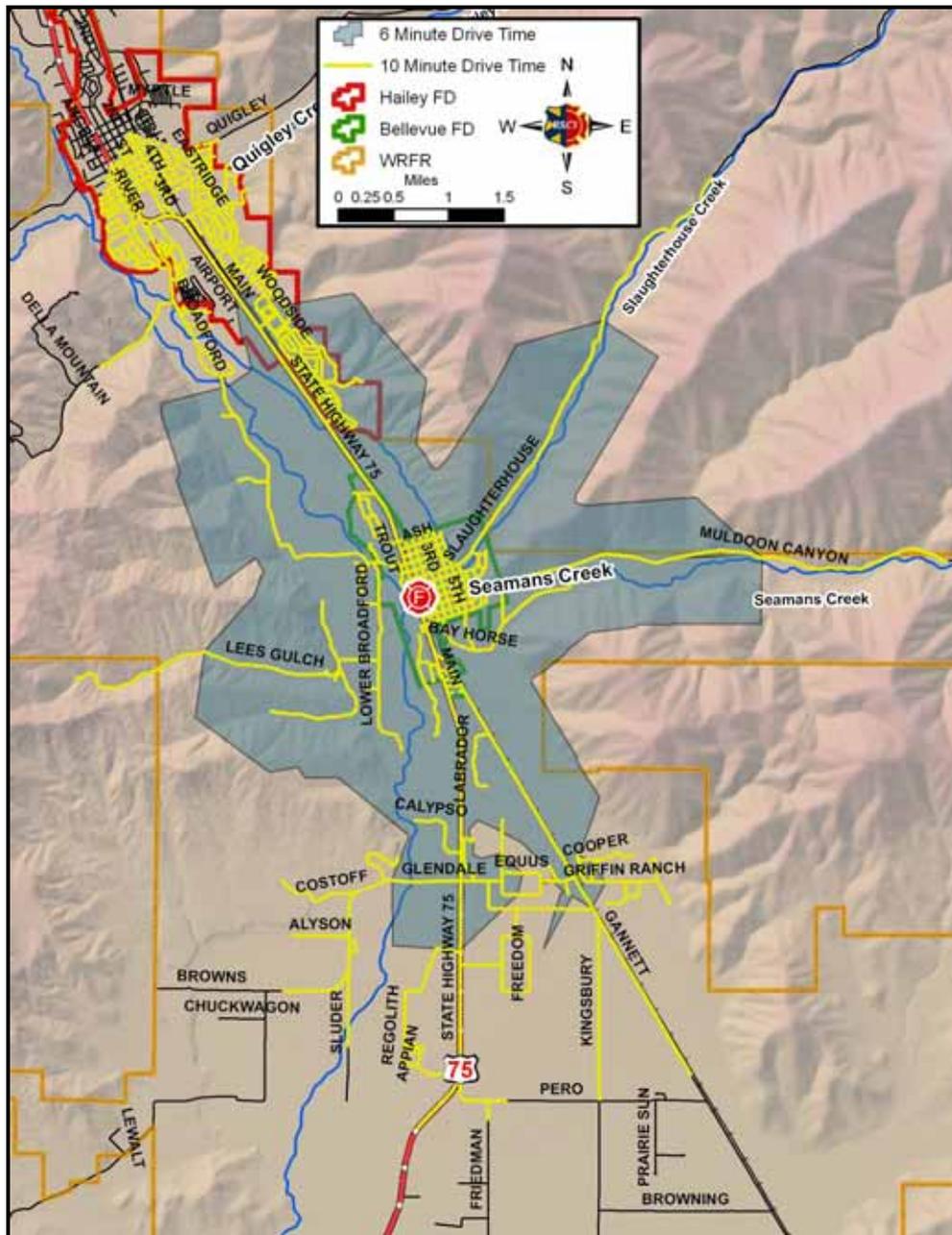
The cross hatched area on this map displays the overlap in the 1.5-mile service areas for the two WRFR fire stations located in Hailey. It is further noted that the ISRB 1.5-mile criteria does not apply to the areas outside of the cities. The travel distance standard in the rural areas is five miles.

The next set of maps illustrates service areas for each fire station based on drive time. The time is calculated by modeling travel time on the actual roadway network. Reduction of speed has been utilized to account for apparatus negotiating turns and intersections.

Bellevue Fire Department

As seen in the following map, BFD's six and ten-minute drive time extends well beyond the city limits.

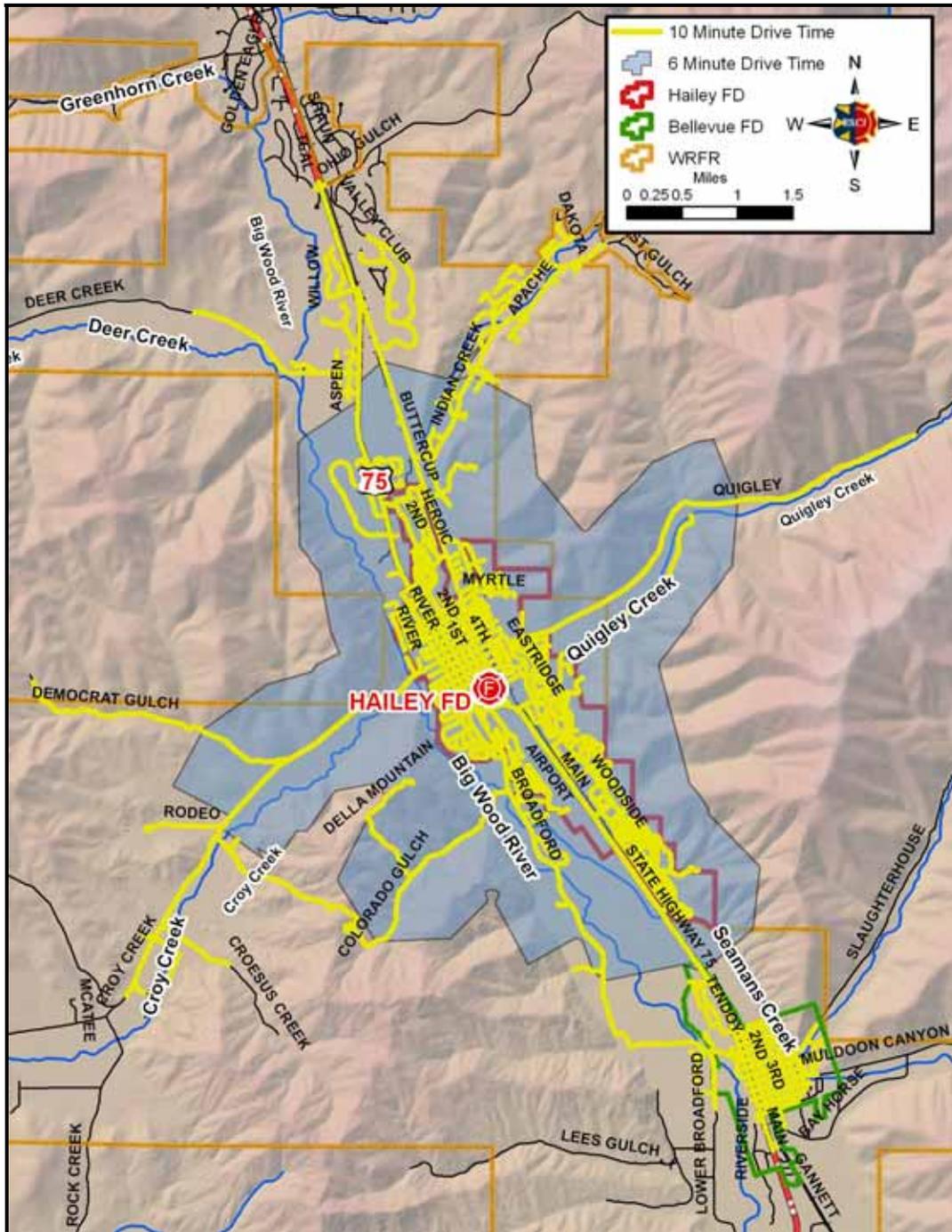
Figure 74: BFD Current Travel Time Capability



Hailey Fire Department

Six minute and ten-minute travel time areas for HFD are examined in the next map.

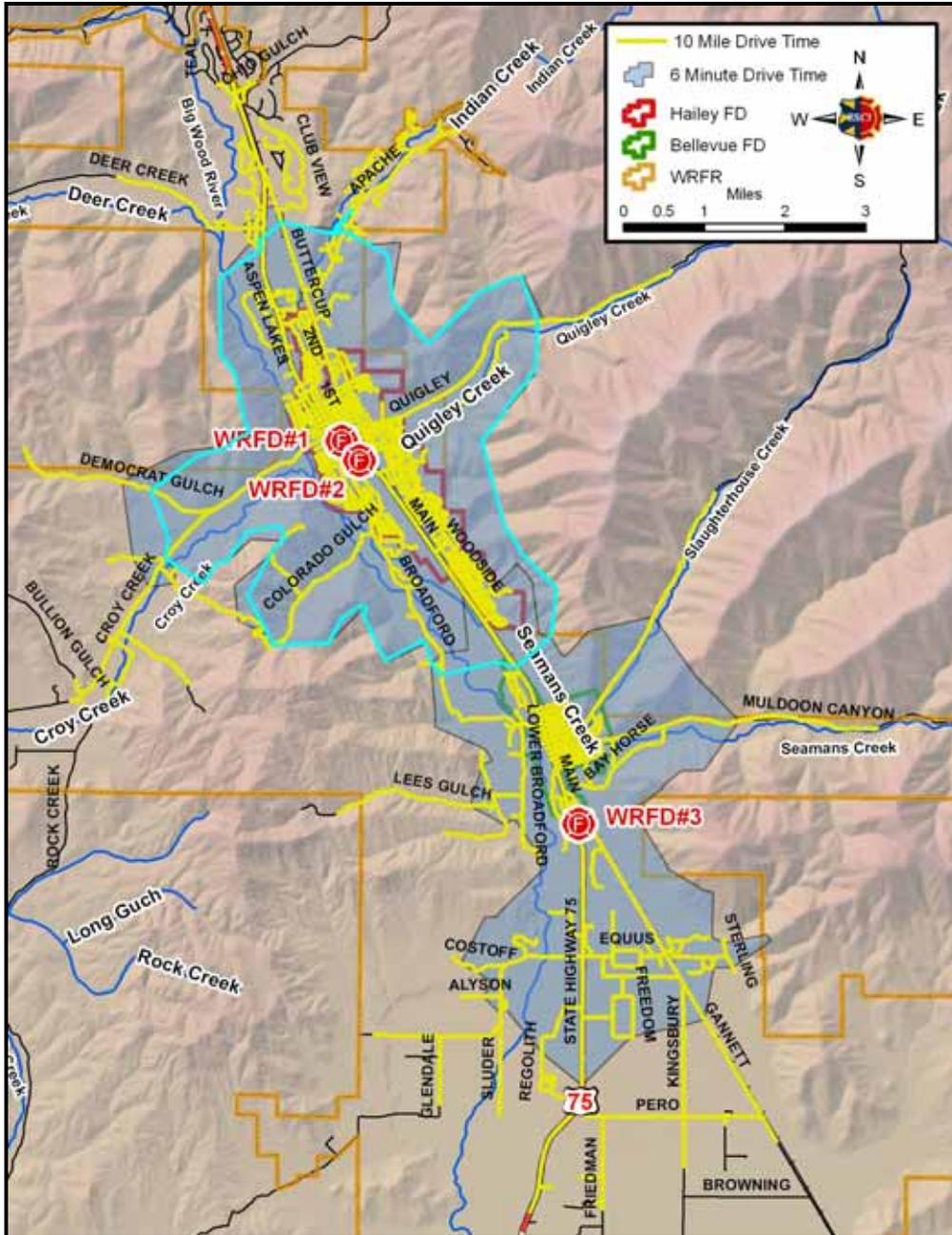
Figure 75: HFD Current Travel Time Capability



Wood River Fire & Rescue

The last map displays six and ten-minute service areas for WRFR.

Figure 76: WRFR Current Travel Time Capability



The six-minute response area of WRFR Fire Station No. 2 has been highlighted since it so closely corresponds to the six-minute travel area of WRFR Fire Station No. 1.

Performance Study

The performance study is an analysis of each department's system reflex time performance. ESCI used the data provided by each department to analyze the components of the departments' response to an emergency. When measuring organizational performance, it is important to use descriptive statistical measures that are utilized throughout the public safety industry. Some of these may not be familiar to all readers. The measures most often used which require clarification are average and percentile measures. In an effort to reduce confusion or the drawing of inaccurate conclusions, Appendix D: Descriptive Statistical Measures provides a brief explanation of these measures.

Total response time is the interval between the initiation of a request for emergency assistance (most often through a phone call to 9-1-1) and the arrival of emergency equipment at the scene. Total response time is comprised of multiple elements. Dispatch time is the time required for a call taker at the 9-1-1 center to gather information and dispatch the appropriate emergency unit(s). The accepted standard for modern communication centers is to initiate emergency dispatch within 60 seconds of the 9-1-1 call. If the communication center is not operated by the fire department, the time required for call taking and dispatch is usually outside fire department leadership control. For this reason, call taking and dispatch time is not included in any analysis within this report section.

The time required by emergency personnel to react to the dispatch, don appropriate protective gear, mount emergency apparatus, and begin travel (turnout time) is within fire department control. Once travel to the emergency scene has begun, the time required for response is dependent almost entirely on roadways, traffic, and geography.

Emergency service agencies should have clearly defined response performance objectives established to allow evaluation of capability and service delivery. The National Fire Protection Association (NFPA) has developed standards for both full time paid and volunteer or paid per call fire departments. Bellevue, Hailey, and WRFR fall under the scope of the *NFPA 1720*²⁴ standard for volunteer or paid on call departments. The NFPA standard is not a mandate, but it is recognized throughout the country as a model for response and performance goals.

²⁴ *NFPA 1720: Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, 2004.

NFPA 1720

Recognizing that volunteer and paid per call fire departments across the country cover a variety of communities, the recommended standards are classified according to population densities.

- Population greater than 1,000 persons per square mile: *Urban*:
 - Within these types of communities, *NFPA 1720* recommends that the first company arrive at the scene of a structure fire within nine minutes of dispatch, 90 percent of the time.
- 500-1000 persons per square mile in population: *Suburban*:
 - A time objective of 10 minutes from time of dispatch, 80 percent of the time.
- Less than 500 persons per square mile: *Rural*:
 - A 14-minute response time, 80 percent of the time
- Greater than eight miles from a fire station: *Remote*
 - No response time objective

NFPA 1720 establishes that a response company consists of four personnel. The standard does not require that all four be on the same vehicle, but does expect that the four will operate as a single functioning unit once on scene. The response time standard also requires that all four personnel be on scene within the recommended time frame.

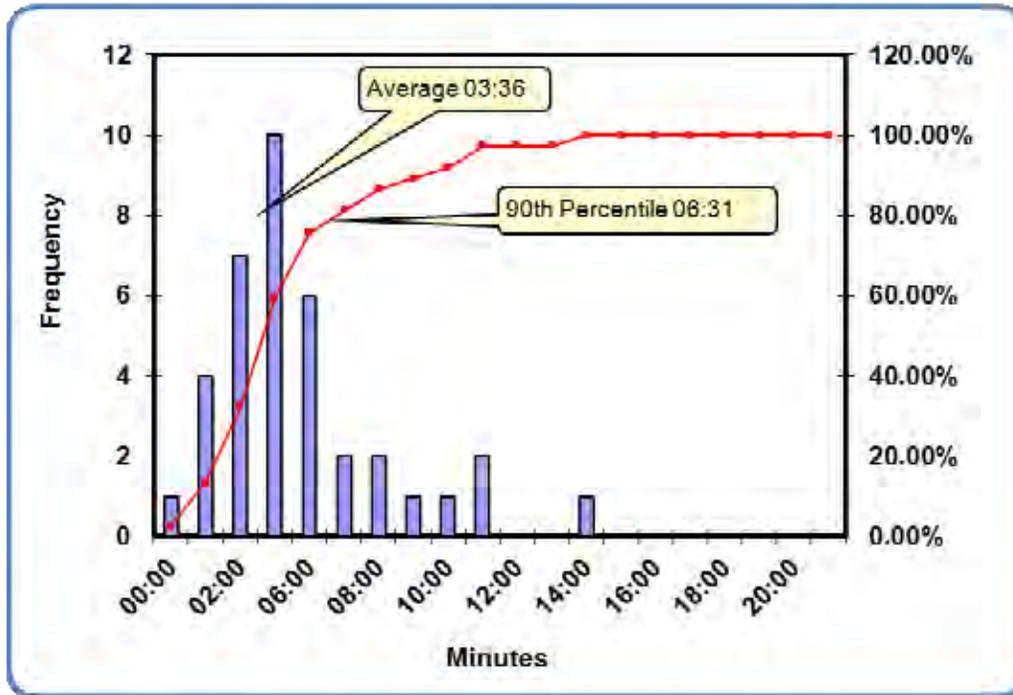
Each department's response performance is discussed independently and to the extent possible with the data provided, however, the data provided by the agencies to ESCI was very limited in scope, compromising some of the analyses. Mutual aid requests and non-emergent calls have been removed from the data set when they were found in the data. The data set for the following analysis is for the period of July 2009 through July 2010.

Due to the limited data that was available to ESCI, the following discussion applies only to the arrival of the first unit on the emergency scene. We were unable to accurately calculate the arrival of a four-person crew.

Bellevue Fire Department

Figure 77 illustrates the overall response time performance frequency for BFD from July 2009 to July 2010.

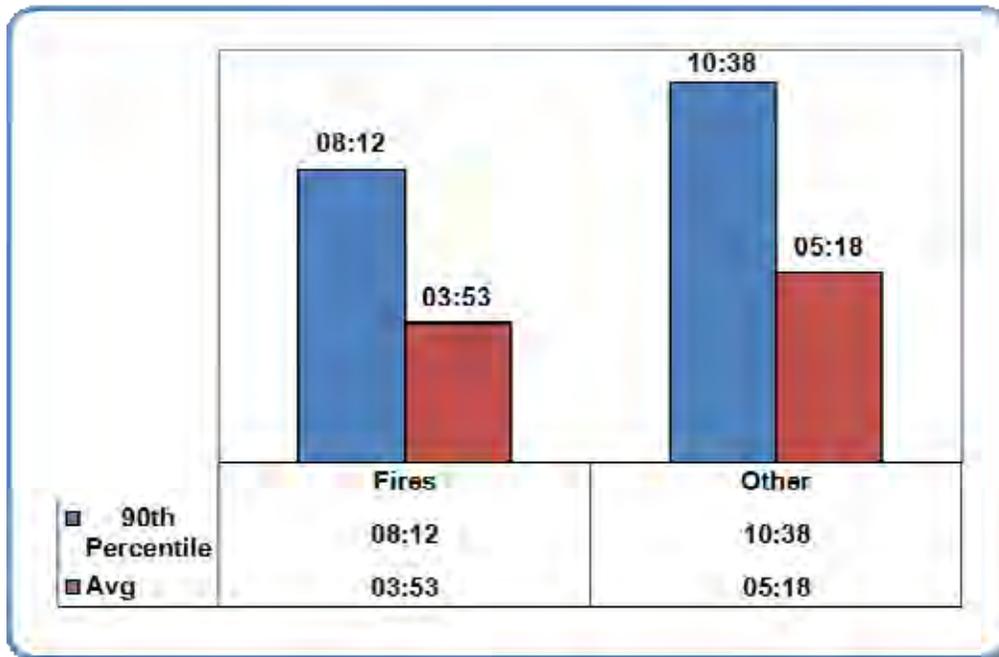
Figure 77: BFD Response Time Performance History



The most frequently recorded response time was in the four-minute range, the average response time for all calls was 3 minutes 36 seconds. Approximately 90 percent of service requests were answered in 6 minutes 31 seconds or less.

Response time can vary by type of call reported. In Figure 78 BFD's calls for service are separated into two categories and displayed with both average and 90th percentile response times.

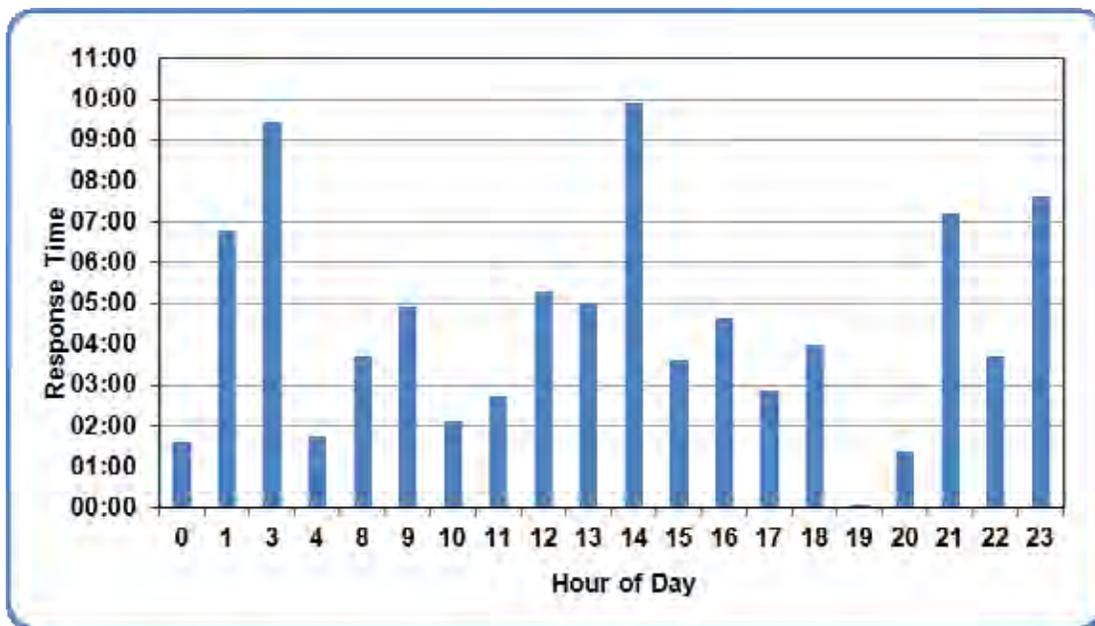
Figure 78: BFD Response Time by Call Type



BFD did not report any EMS calls in the data for July 2009 to July 2010. As illustrated in the previous figures, BFD meets the *NFPA 1720* standard for fire responses.

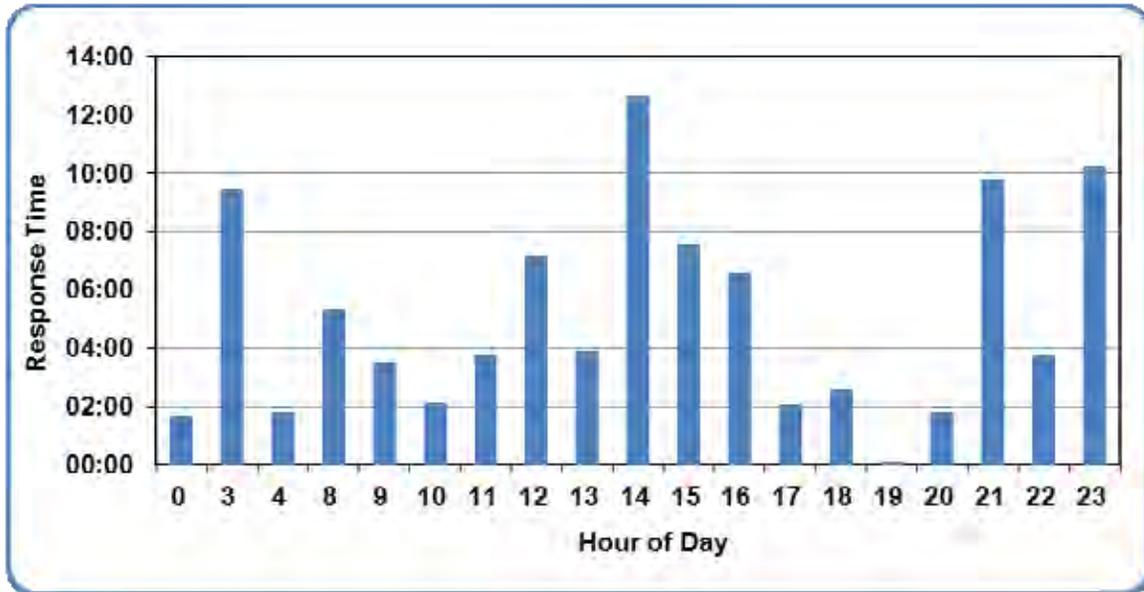
Response time can vary by time of day as a result of increases in service population or activity throughout the day. Figure 79 illustrates average response time by hour of day.

Figure 79: BFD Average Response Time by Hour of Day



The next graph reflects average response time at the 90th percentile.

Figure 80: BFD 90th Percentile Response Time by Hour of Day



The charts display a somewhat random pattern of low and high response times. This is due to the small size of the BFD data set (38 calls) for the July 2009 to July 2010 period.

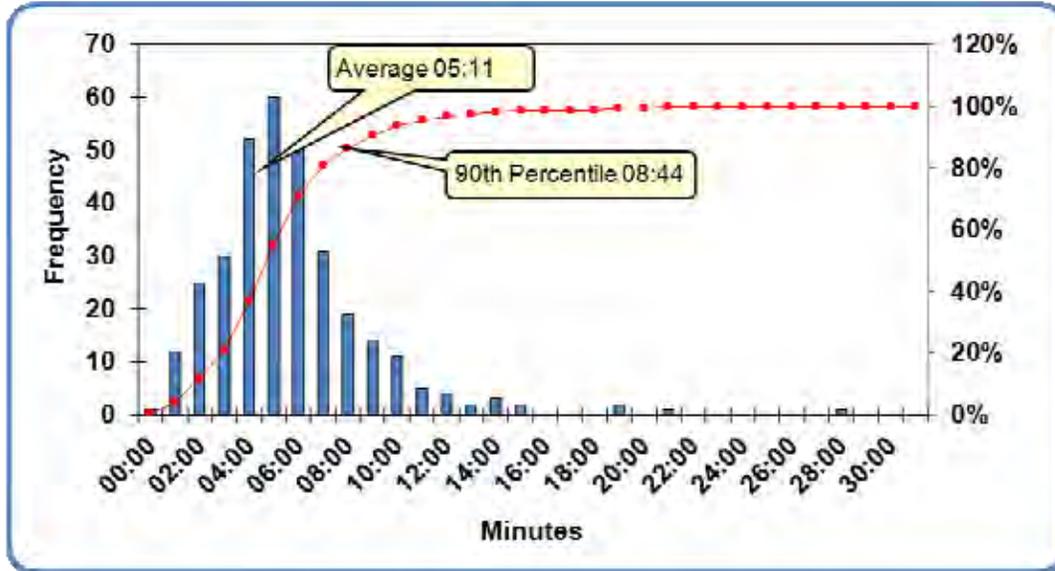
Turnout time is the period between the dispatch of a unit by the 9-1-1 center and when the unit starts its response. ESCI was unable to obtain data from BFD with turnout times included, so no analysis of turnout time will be included in this report. ESCI recommends that BFD to collect turnout time statistics in the future.

Recommendation 29: (*Bellevue Fire Department*) – Collect and record turnout time statistics.

Hailey Fire Department

Data from July 2009 through July 2010 is used to evaluate HFD's system reflex time and performance. As with the BFD data, mutual aid responses and non-emergent calls were removed from the data set. ESCI began by examining the overall response history for HFD.

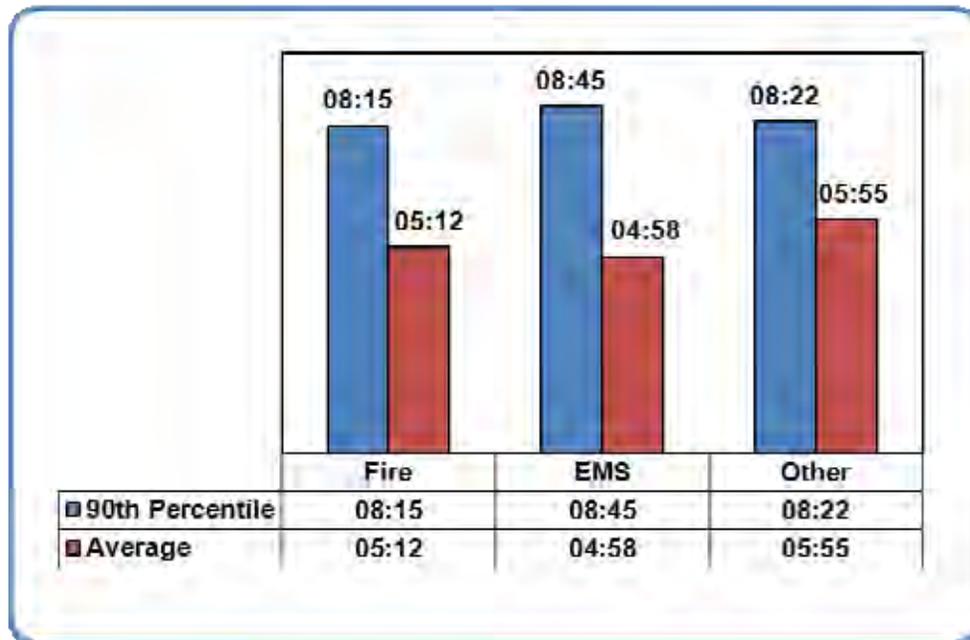
Figure 81: HFD Response Time Performance History



The most frequently recorded response times for HFD were in the six-minute range. The average response time was 5 minutes 11 seconds. The 90th percentile signifies that 90 percent of all calls were answered within 8 minutes 44 seconds.

Response time may vary depending on the type of call reported. Figure 82 illustrates the differences in response times by incident type for HFD.

Figure 82: HFD Response Time by Incident Type



In the preceding graph, *other* refers to calls that are neither an actual fire nor a medical/rescue (for example, a carbon monoxide alarm sounding). The illustration lists the average and the 90th percentile response times for each of the three major incident categories. The chart demonstrates some minor variation, but response times are within the *NFPA 1720* standard of nine minutes for 90 percent of calls.

ESCI continued the analysis by examining response time by hour of the day. Traffic, increased service population during the day, and the availability of personnel can effect response time. The first chart (Figure 83) examines average response time by time of day, using the July 2009 through July 2010 data set.

Figure 83: HFD Average Response Time by Hour of Day

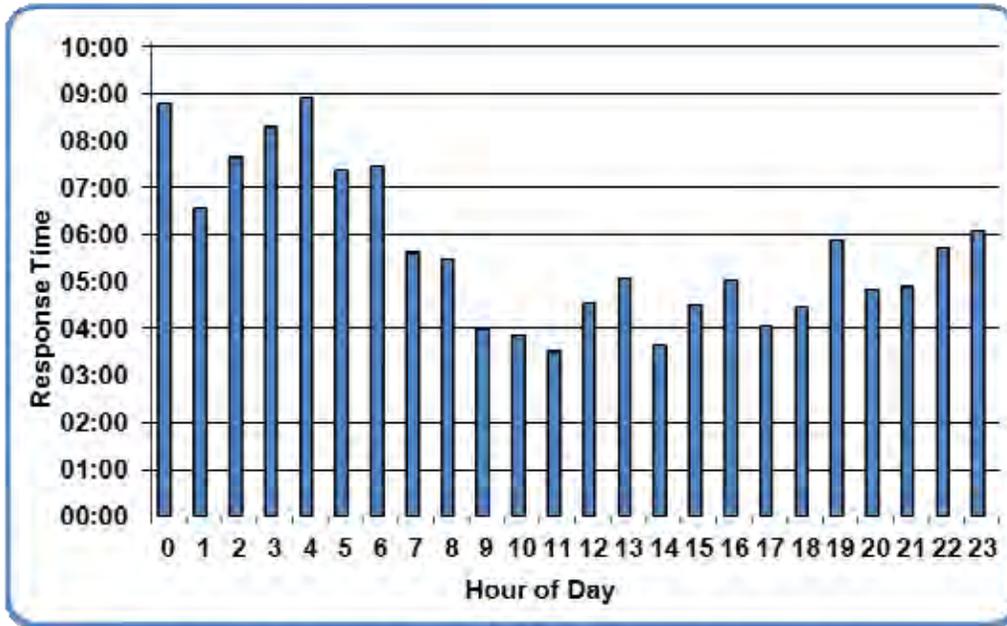
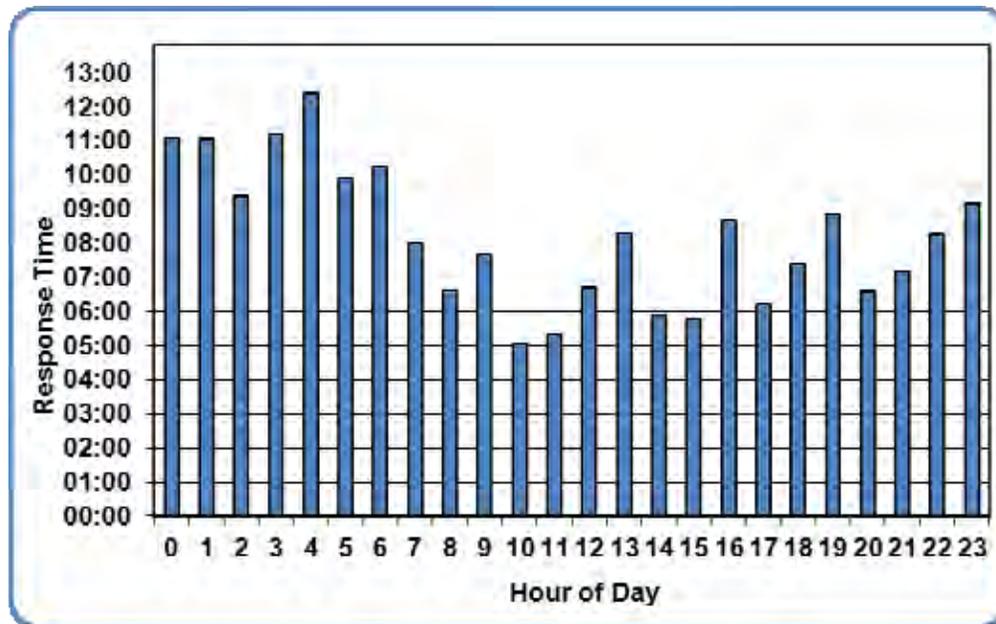


Figure 84 illustrates the same information displayed using the 90th percentile response time by hour.

Figure 84: HFD 90th Percentile Response Time by Hour of Day



Both of the previous graphs exhibit a pattern of generally lower response times during the day that gradually improve beginning in the late evening and continuing through the early morning

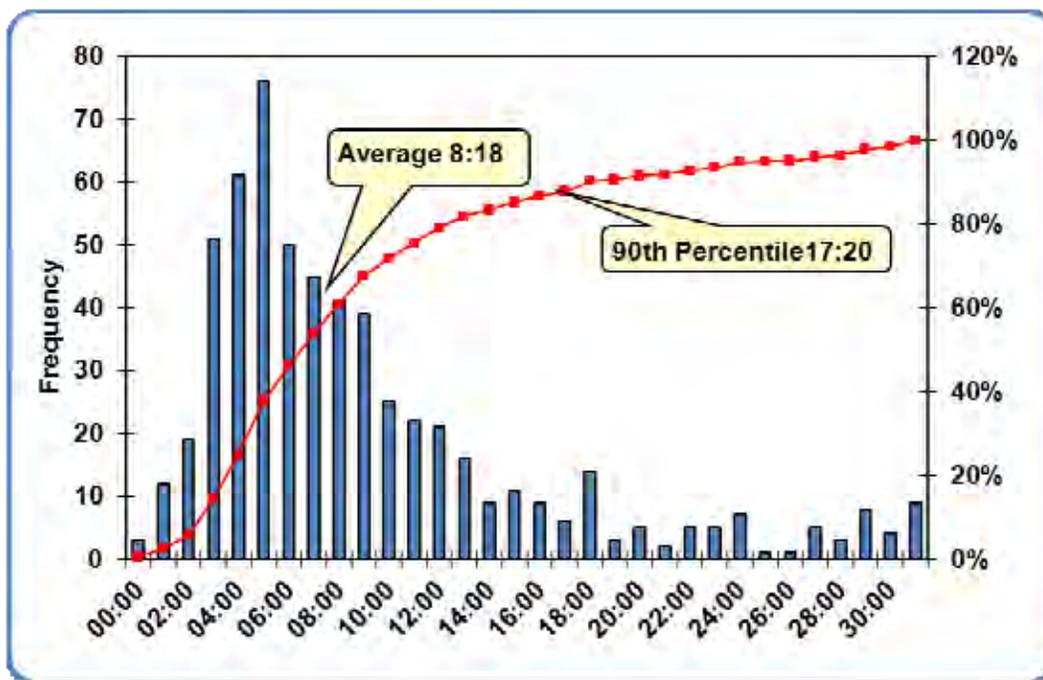
hours. As with BFD, HFD did not have turnout time data available; therefore, no analysis of this component of response time is included.

Recommendation 30: (*Hailey Fire Department*) – Collect and record turnout time statistics.

Wood River Fire & Rescue

The evaluation of system performance time for WRFR starts by examining the response time frequency for all calls in Wood River's service area. Figure 85 displays the frequency of response times for July 2009 through 2010.

Figure 85: WRFR Response Time Performance History



The most frequently recorded response time is in the five to six-minute range. The average for all calls is 8 minutes 18 seconds. Ninety percent of calls are answered in less than 17 minutes 20 seconds. WRFR's data displays a significantly higher frequency of extended response times. This is attributed to the large geographic area that the agency services. As with the data sets for BFD and HFD, mutual aid responses and non-emergent calls were removed from the data. Response time by incident type is displayed in the next chart.

Figure 86: WRFR Response Time by Incident Type

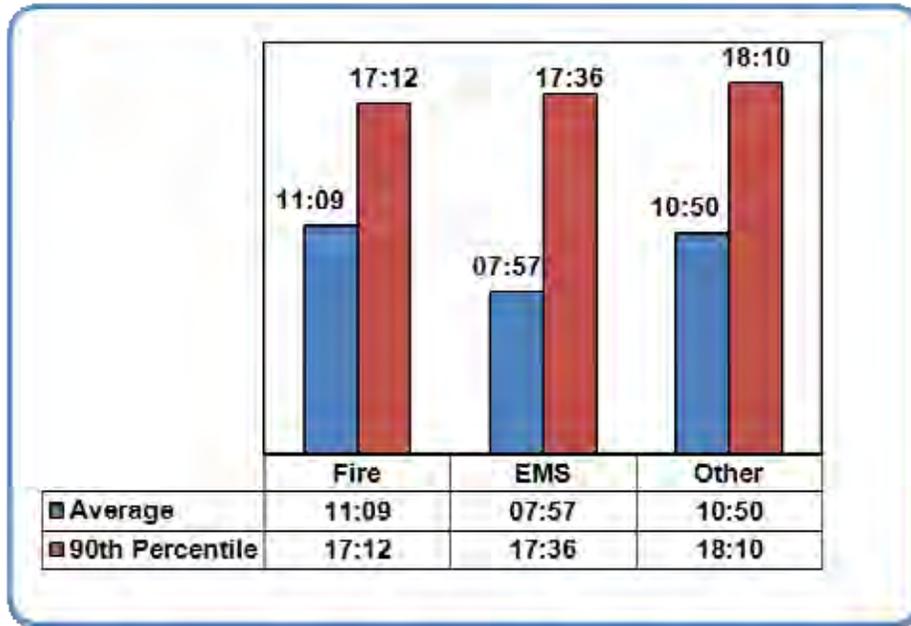
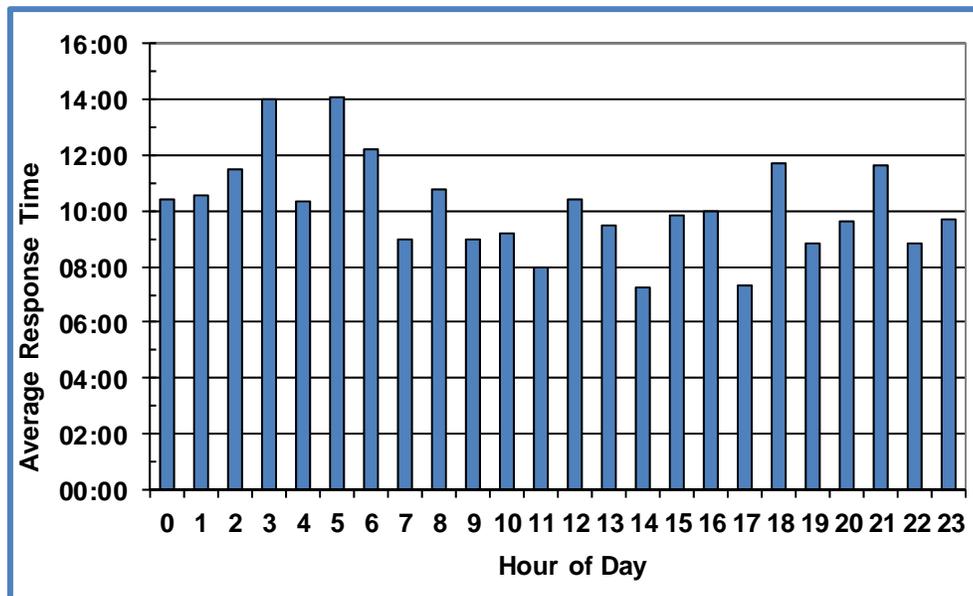


Figure 86 identifies a three-minute difference between the average response time for *EMS* calls and the *fire* and *other* categories. WRFR staffs an ambulance with 24-hour career personnel. The availability of 24-hour staffing could explain this reduction in response time.

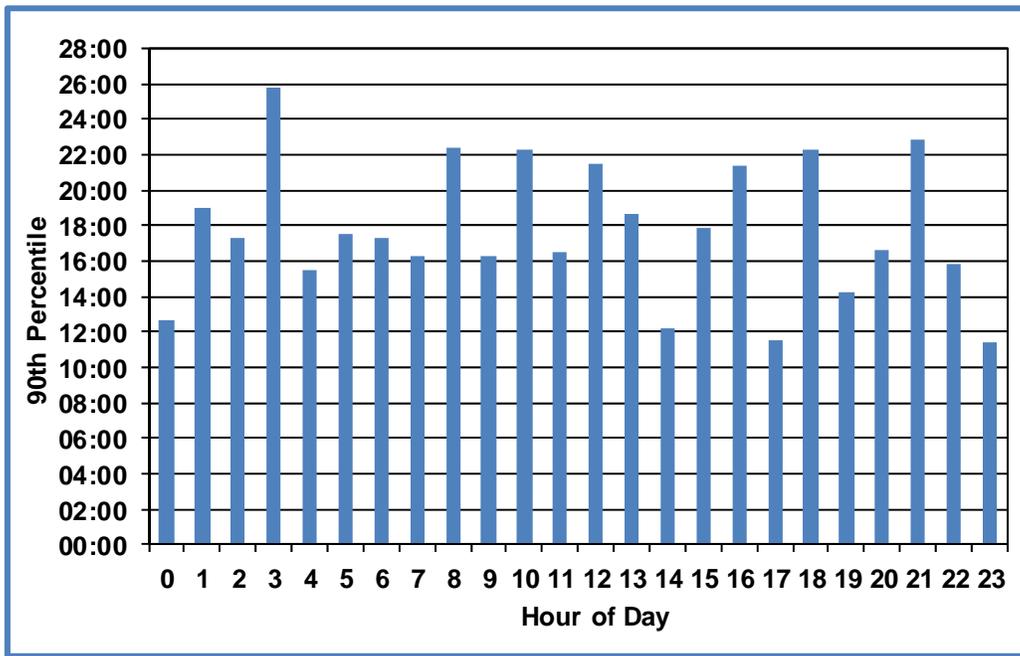
Response time by hour of day is the next element of the analysis.

Figure 87: WRFR Average Response Time by Hour of Day



The lowest average response times on this chart are 7 minutes 16 seconds and 7 minutes 20 seconds at 2:00 PM and 5:00 PM, respectively. The longest responses are 14 minutes 1 second and 14 minutes 7 seconds at 3:00 AM and 5:00 AM, respectively.

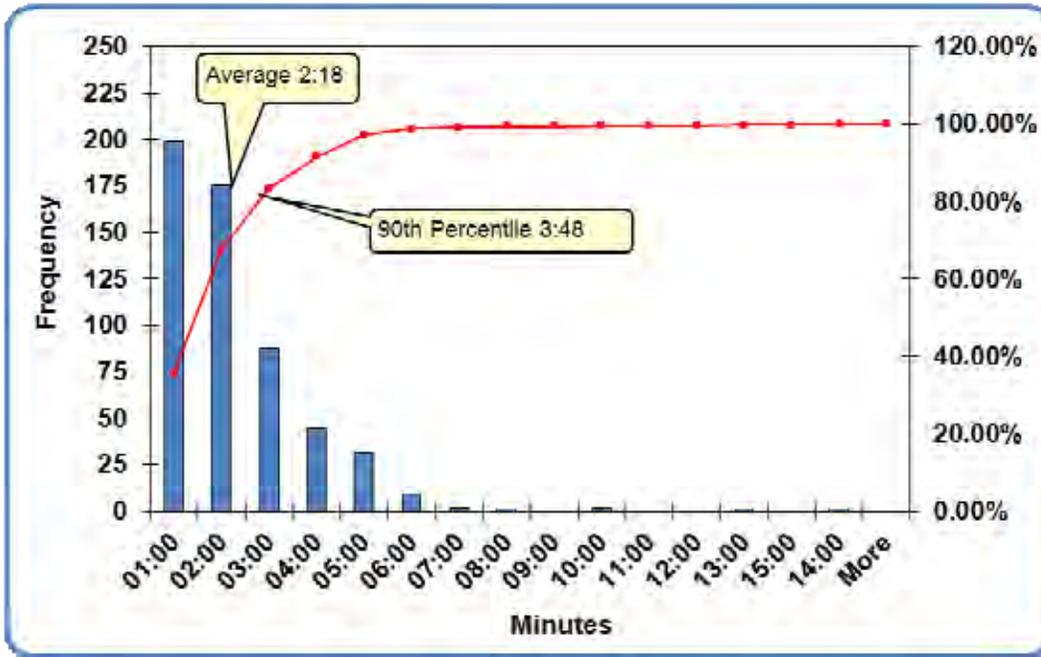
Figure 88: WRFR 90th Percentile Response Time by Hour of Day



The 90th percentile response time data displays a somewhat random pattern of response time values, with only some limited decrease in response time values in the afternoon.

The data submitted to ESCI by WRFR contained turnout time data. Turnout time is the period between the dispatch of a unit by the 9-1-1 center and when the unit starts its response. Turnout time is one of the few aspects of response time where the fire department can have an impact. Figure 89 displays turnout time frequency for all emergency calls answered by WRFR.

Figure 89: WRFR Response Turnout Time History



Turnout times between one and two minutes are the most frequently recorded values in the data. The average for all turnout times is 2 minutes 18 seconds, and 90 percent of turnout times for WRFR are less than 3 minutes 48 seconds. Response turnout times may vary by type of call. As noted earlier, WRFR’s total response time is three minutes faster for EMS calls compared to fire responses or other responses. The next chart displays response turnout time by call type.

Figure 90: WRFR Response Turnout Time by Call Type

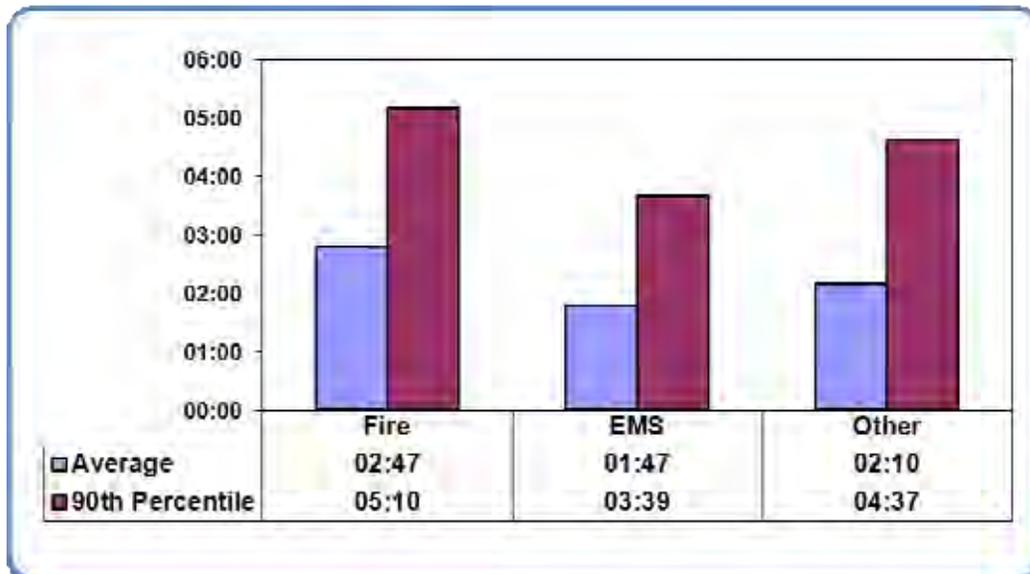


Figure 90 reveals a drop in the turnout time for *EMS* calls as compared to the *fire* and *other* call types; similar to the decrease noted earlier when studying total response time. The 24-hour staffing of an ambulance is an example of a possible positive factor effecting total response time.

Concentration Study

The concentration study is an analysis of the each agency's ability to assemble a full effective response force at the scene of an emergency incident. A full effective response force is the minimum number of personnel and equipment that must reach an incident location within a prescribed amount of time in order to control or mitigate the incident. ESCI examined current response time data, personnel and equipment distribution as it relates to effective response force assembly.

Emergency service agencies should have clearly defined response performance objectives established that address both the temporal and the manpower aspects of developing a full effective response force.

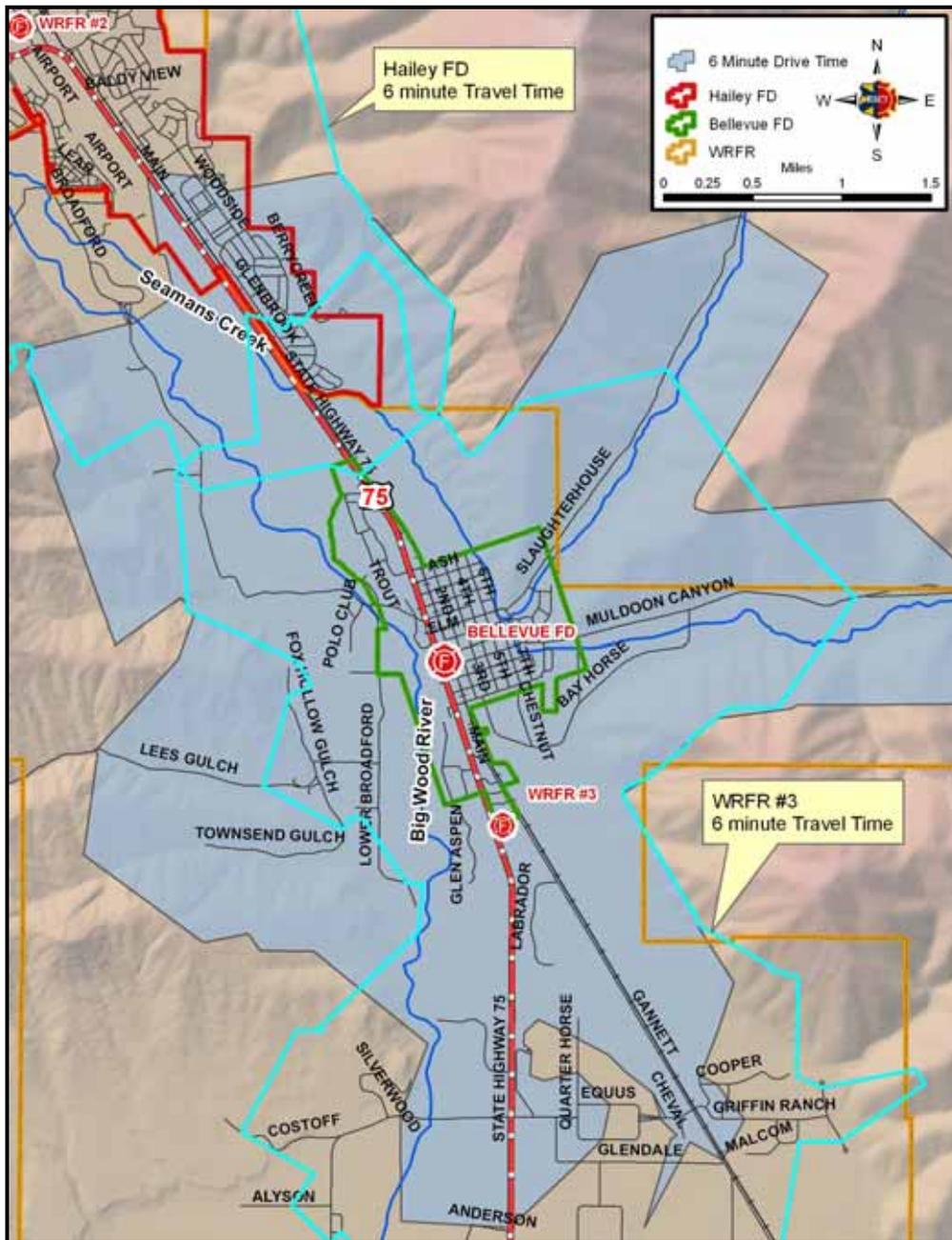
Bellevue Fire Department

BFD does not have response performance objectives in place. However, BFD does have a standard operating guideline that addresses the OSHA mandate known as two-in, two-out. This federal mandate requires that at least four qualified firefighters be present before initiating an interior attack at the scene of a structure fire.

In the performance study section of this report, ESCI reported that BFD had a 90th percentile response time for fire calls of 8 minutes 13 seconds. This value falls within the recommendations of *NFPA 1720* for response time.

NFPA 1720 establishes a minimum staffing level for a structure fire in an urban area at 15 personnel. This standard is used by fire agencies across the country as a performance standard for establishing a full effective response force. BFD reported a current membership of nine individuals. It is clear that Bellevue cannot expect to achieve a full effective response force without utilizing mutual aid or auto aid resources. The map in Figure 91 displays the six-minute drive time service areas calculated earlier by ESCI.

Figure 91: BFD Six-Minute Drive Time Service Area Overlap



The area highlighted in blue represents the six-minute service areas for WRFR Fire Station No. 3 and the HFD fire station. As depicted in the map above, BFD's single station is well positioned for response time considerations; but at the current staffing level, BFD is dependent on neighboring agencies for assistance in developing a full effective response force to mitigate larger incidents.

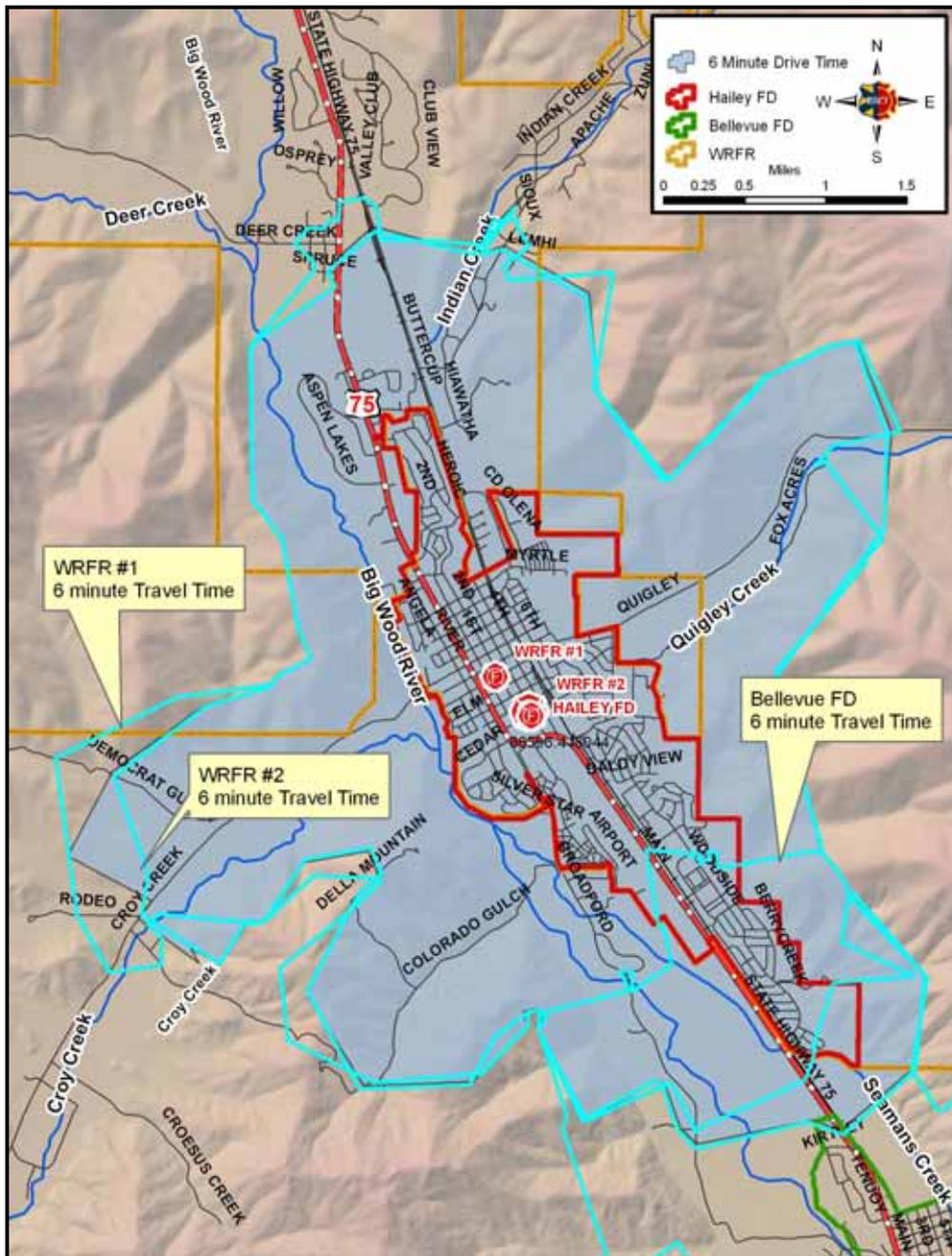
Hailey Fire Department

HFD supplied ESCI with a Standards of Cover Assessment document developed in 2006. The document provides clear, measurable criteria that can be used to gauge response time and staffing performance. Identified goals are:

- *A Fire Truck will respond to the incident no more than 5 minutes after the initial dispatch.*
- *A crew of no less than 4 firefighters will be on scene no more than 8 minutes after the initial dispatch.*
- *A crew of no less than 10 firefighters will be on scene no more than 12 minutes after the initial dispatch.*

HFD identified 85 percent as the target compliance goal. The following map illustrates HFD's six-minute driving time.

Figure 92: HFD Six-Minute Drive Time Service Area Overlap



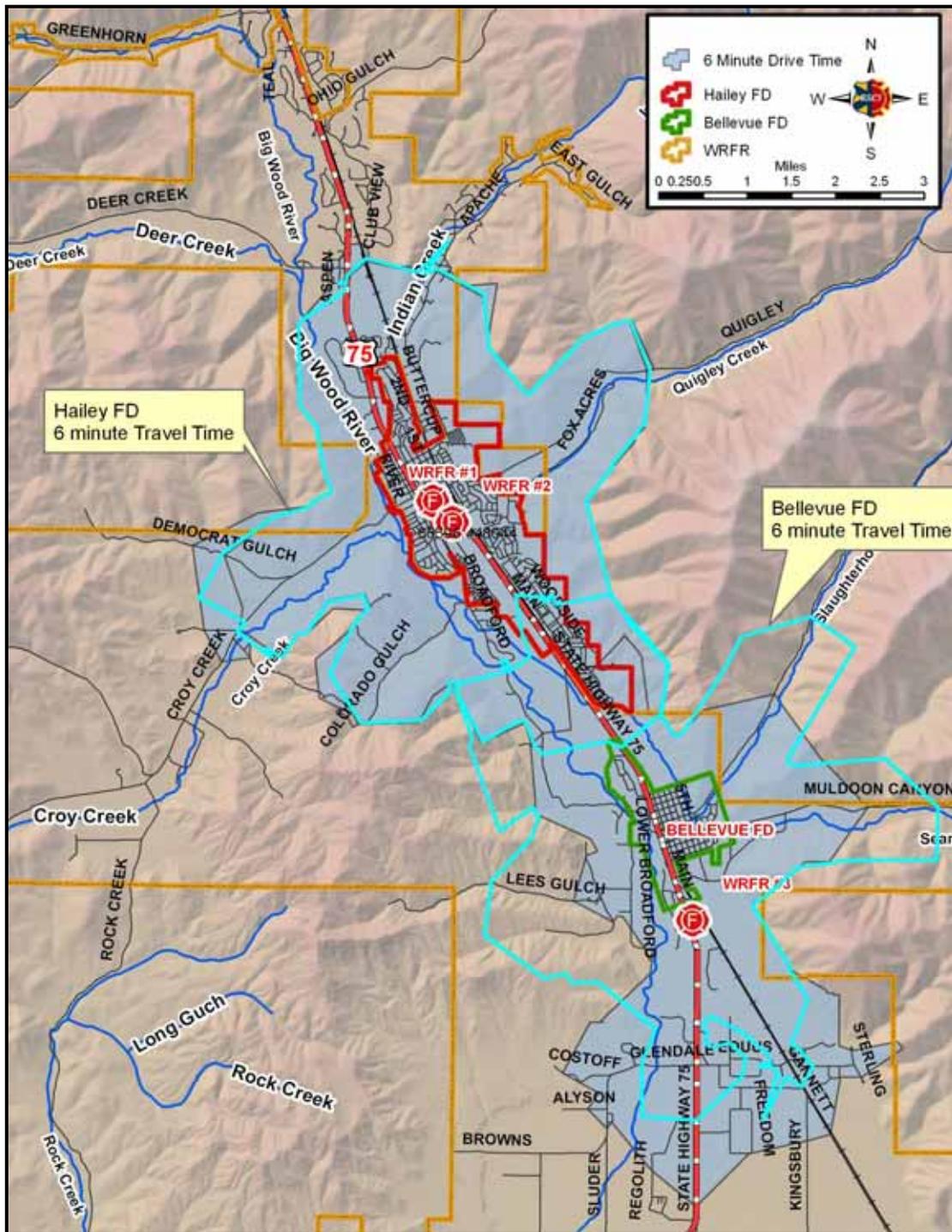
HFD's six-minute drive time service area is visible, along with the almost identical service areas for WRFR Fire Station Nos. 1 and 2. During the response performance study, ESCI showed that HFD's 90th percentile response time to be 8 minutes 15 seconds for fire responses. This value is well within the parameters of the department's standard of cover document. During the performance study ESCI was able to obtain a limited set of data tracking effective force arrival times. The data set was for the July 2009 through July 2010 period. Analysis of this data

returned an 85th percentile response time of 12 minutes 20 seconds. This is very close to the 12-minute response goal in the HFD Standards of Cover document.

Wood River Fire & Rescue

ESCI did not receive a standards of cover document from WRFR. This agency provides service to a 150-mile fire district and an ambulance service area of 1,500 miles. The service area includes urban, suburban, rural, and remote areas. Figure 93 is a map of WRFR's service area, centered along Highway 75 through Bellevue and Hailey.

Figure 93: WRFR Six-Minute Drive Time Service Area Overlap



The map illustrates the location of WRFR's fire stations and the corresponding six-minute travel time response areas. WRFR Fire Station Nos. 1 and 2 provide service to almost exactly the same service area. Note that Fire Station No. 2 is not staffed, but it does house apparatus.

The blue highlighted lines are the service areas for BFD and HFD. The response time service areas for the three WRFR stations provide adequate response time coverage for this area, although there is an underserved area of high value residential homes north of Hailey and north of the response time service area of Fire Station No. 1.

Travel time and coverage would not appear to adversely affect the assembly of an effective response force, at least in the most populous part of WRFR's service area. As with BFD and HFD, WRFR uses mutual aid to enhance their response capabilities. ESCI encourages all three agencies to track the arrival of apparatus and personnel on emergency scenes. This will prove to be a valuable tool when developing or evaluating performance goals in the future.

Incident Control and Management

BFD, HFD, and WRFR use the Incident Command System (ICS) for tactical incident management and have adopted the National Incident Management System (NIMS) as their standard management protocol.

Water Supply

BFD and HFD have hydrants throughout their jurisdictions. There are hydrants spread through several subdivisions and developed areas in WRFR. WRFR uses water tenders in non-hydranted areas.

Mutual and Automatic Aid Systems

Mutual aid agreements are in place between the three agencies. All three agencies participate in mutual agreements with neighboring jurisdictions. As mentioned throughout this report, the agencies are highly dependent on the use of mutual aid to augment service delivery capacity.

Fire departments that are in need of mutual aid support from their neighbors benefit from reduced response times when that mutual aid is configured to activate automatically (automatic aid). Dispatch protocols are developed that call for necessary fire units to be sent simultaneously to certain fires, generally categorized by type and location. Doing so eliminates the delay that is caused when mutual aid resources are not dispatched until requested by a command officer.

Automatic aid has been in place in the three agencies for some time and continues to work well with the exception the ladder truck issues between HFD and WRFR. Resolving the ladder truck issue and re-instituting automatic dispatch practices is important.

Emergency Medical Services Support and System Oversight

Emergency Medical Services are provided by HFD and WRFR. BFD does not routinely respond to emergency medical incidents unless specifically requested to do so.

HFD provides EMS delivery on an initial intervention basis. Personnel are trained as EMT–Basic, carry a limited amount of medical equipment, and do not transport patients to a hospital. The first responder approach to service delivery is an essential component of what is often referred to as a “tiered response” methodology. The concept of tiered response is that a closer responder, perhaps of a lesser training level and equipment capacity, is able to get on the incident scene more quickly and initiate lifesaving care to then be backed up by additional advanced level care that may take longer to arrive at the emergency. A tiered response approach makes the most efficient use of resources to deliver the most effective level of service.

One potential drawback to the tiered response approach is that it means that more vehicles will be responding to an incident scene, increasing the risk of accidents. This risk is effectively mitigated by defining response protocols that limit the number of vehicles responding and eliminating unnecessary response to non-emergent incidents, as well as limiting “lights and siren” responses when not necessary. ESCI supports the first responder approach used by the agencies. However, there are no dispatch and response protocols defining or limiting responses above. It is recommended that emergency medical response procedures be established.

Recommendation 31: *(Hailey Fire Department and Wood River Fire & Rescue)* – Establish EMS response protocols to address the number and response level of first responder transport units.

Advanced life support (ALS) care (referred to as paramedic service) and patient transport are provided by WRFR. The district ambulances are located at Fire Station Nos. 1 and 3. WRFR operates its EMS service under contract with the Blaine County Ambulance District. Under terms of the contract, the district agrees to handle emergencies throughout southern Blaine County, a service area that includes the cities of Hailey and Bellevue. A similar contractual arrangement is in place between the Ambulance District and the Ketchum Fire Department for response in the northern portion of the county and another has been established with Carey Fire Protection District for coverage in its area. All three contracting agencies will respond into the other’s area as needed.

All other EMS responders in the county, including Hailey and Sun Valley Fire Departments, provide Basic Life Support (BLS) response under non-transport licenses from the state of Idaho. They are not supported by the Blaine County Ambulance District.

Current Medical Control and Oversight

Idaho law²⁵ specifies that treatment of patients in emergency medical incidents be performed under the supervision of a licensed physician. This required oversight includes establishing standing orders and protocols, reviewing performance of EMTs and paramedics, providing instructions for on scene patient care, and other forms of oversight.

In Blaine County, Dr. Keith Severtson, a physician at St. Luke's Wood River Medical Center in Ketchum, serves as the medical director for all of the agencies that respond to emergency medical incidents. Dr. Severtson's is responsible for oversight of the fire departments that provide ALS and BLS.

Medical oversight is generally provided in two forms. First, the medical director has established standing orders that define the circumstances under which certain medical procedures are to be performed and the way that those techniques are executed. This direction is provided in the form of written protocols, based on patient assessment algorithms, applied to various patient conditions. Secondly, some conditions require direct consultation with a physician. Procedures are defined that mandate telephone, radio, or internet contact involve death pronouncement, on scene treatment issues, and quality assurance matters.

Quality Assurance/Quality Improvement

Monitoring patient care and making changes based on assessment of treatment outcomes is essential to maintaining quality EMS service delivery. The most effective means to accomplish this is in the form of Quality Assurance (QA), also called Quality Improvement, practices.

In Blaine County a "run review" process is conducted monthly. The review is performed by the medical director in meetings with groups of paramedics. Selected cases are reviewed, treatment scrutinized, and patient outcomes evaluated. In addition, a WRFR captain is charged with the responsibility to review patient care reports for accuracy and completeness. The

²⁵ Idaho Statute Title 56, Chapter 10.

captain assures that information is being reported appropriately and that legal requirements are being met.

The QA process was described as “fairly informal” based on the fact that only one hospital is involved and medical staff sees emergency responders regularly and maintains familiarity with their skill level. A concern of note is that there are no attendance requirements placed on paramedics for the QA. Instead, personnel are “strongly encouraged” to attend and paid to do so. The establishment of minimum QA meeting attendance requirements is recommended.

Recommendation 32: (*Wood River Fire & Rescue*) – Establish minimum attendance requirements for to Quality Assurance meetings.

Credentialing

Consistent with Idaho Statute, EMTs and paramedics must meet mandated annual recertification requirements. Minimum training hours and skills competency standards are established and each agency must record and verify successful completion of those requirements. Additionally, all EMS personnel are recertified tri-annually, based on the standards established by the *National Registry of Emergency Medical Technicians*. Subsequently, the medical director credentials personnel based on skills verification and assessment of individual capabilities. Recertification and credentialing of Blaine County EMS personnel is conducted appropriately.

Training Programs

The delivery of safe and effective fire and emergency medical services is clearly dependent on a well-trained response force. The International Fire Service Training Association (IFSTA) states that

...regardless of the particular system used, an effective training program will include: (1) the continuous training of all levels of personnel in the district; (2) a master outline or plan; (3) a system for evaluating the scope, depth, and effectiveness of the program; and (4) revising the program, as required, to include advances in equipment, products, and techniques.

Without a high quality, comprehensive training program, emergency outcomes are compromised, response personnel are at risk, and a fire department may be exposed to liability for the actions of its employees. Training and education of department personnel are universally critical functions for the participating agencies.

General Training Competencies

A variety of training methods are used by the three departments, including the use of the materials and manuals developed by the International Fire Service Training Association (IFSTA) as the basis for their training. Training is further based on the standards of the National Fire Protection Association (NFPA) and the International Fire Service Accreditation Congress (IFSAC).

Each department addresses its training needs differently, operating independent training programs. Recently, however, BFD has reached an agreement under which its personnel are able to participate in the HFD training program. Given BFD's limited resources, this has provided an excellent opportunity for it to be included in a more comprehensive program.

The following chart provides an overview of the departments' training components.

Figure 94: General Training Competencies

Training Competency	BFD	HFD	WRFR
Incident command system	Via HFD Training	Yes	Yes
Accountability procedures	Via HFD Training	Yes – Passport System	Yes – Passport System
Policy and procedures	Via HFD Training	Yes	Yes
Safety procedures	Via HFD Training	Yes	Yes
Recruit academy	None	Annual. 4 month program trains new members to FFI level.	In house class, 15 week program trains to FFI level.
Special rescue (high angle, confined space, etc.)	Via HFD Training. No certified personnel	High angle: limited. Aircraft: all trained in AARF, not all certified. Swift water: Awareness, Operations and Technician levels. Avalanche: Most trained. Rope rescue: limited Confined space rescue: Yes. Trench rescue: None Certified, course scheduled.	High angle, low angle rescue: 15 at technician level. Confined space rescue: Awareness, some Operations. Swift water rescue: 10 technicians. All awareness Ice rescue: In-house trained to equivalent of technician–not certified Avalanche: Annual training. 5 cross trained with ski patrol
Hazardous materials	Via HFD Training. Awareness level only	4 Technicians, balance are Operations. Not Tech. level equipped.	7 technicians, other members are Operations minimum.
Wildland firefighting	Via HFD Training. Red cards only	All personnel “red carded”. Also several have Wildland FFI, FFII, Engine boss, etc. certifications.	All red carded. Up to engine boss level. All required to be trained to FF type II, NWCG. Some above FFII.
Vehicle extrication	Via HFD Training	Yes. “Carbusters” training program.	Yes. State based curriculum. Most have Advanced extrication class
Defensive driving	Via HFD Training	Yes. Uses VFIS EVOC program	VFIS EVOC used in probationary period.
EMS skills and protocols	N/A	EMT B level. In-house monthly recertification training	Monthly EMS class as part of regular training schedule. Also online training via Kaplan University.

The general competencies delivered by all three agencies are inclusive of the appropriate basic content.

Generally, the primary focus of the training programs is similar, targeting on-the-job and in-service training. Structural fire suppression training, various types of rescue instruction, and EMS training are delivered on a regular basis. Hazardous materials response training is delivered at the Awareness and Operations levels. Additionally, both HFD and WRFR have personnel certified at the Hazardous Materials Technician level. Wildland fire suppression training has been identified as a priority for the agencies with nearly all personnel “red carded” and a large number of members trained to higher levels. The content and composition of the programs appears to be well balanced and capable of addressing essential fire and EMS competencies and skills.

Drivers of emergency vehicles are provided with driver training using the Emergency Vehicle Operators Course (EVO), a widely accepted driver’s training curriculum. When conducting street training, the student drivers use local streets and parking lots; however, they do not receive code three or similar emergency vehicle operation training due to the lack of facilities to provide emergency drivers with behind-the-wheel training.

The effectiveness of training delivery needs to be measured by way of periodic proficiency testing. Annual testing to assure that personnel are not only receiving adequate training, but also able to put their knowledge and skills into practice is essential. HFD and WRFR conduct skill proficiency evaluations on an annual basis. BFD does not conduct proficiency evaluations.

Annual training is provided on the Incident Command System (ICS). Specialized rescue training is also delivered as a part of each agency’s ongoing training schedule and includes confined space, swift water, avalanche and ice rescue practices. Airport emergency response training is also a focus of HFD’s training program, due to the presence of Friedman Memorial Airport in the city.

Training Program Administration

Training programs are one of the most critical components of effective fire department operations. Training determines how effectively firefighters will handle an emergency situation and also very directly effects the degree of safety with which they will do it. The tremendous importance of effective training management is very often under-appreciated, and commonly is lightly staffed and poorly funded.

The departments participating in this study all appear to appreciate the importance of training.

Bellevue Fire Department

BFD does not have a dedicated training officer. Decisions regarding training are the responsibility of the fire chief. The fire chief has established a working relationship with HFD to provide training and skills development for BFD personnel.

Hailey Fire Department

At the time of ESCI's field work, HFD did not have an individual assigned to training program management. Historically, the responsibility has been that of the department's deputy chief, a position that is currently vacant. In the absence of a dedicated training officer, the fire chief and fire marshal are administering training activities.

Wood River Fire & Rescue

There is no dedicated training program manager for WRFR. The district has distributed training responsibilities between two shift captains. One is responsible for fire training and the other for EMS training. While use of shift personnel can be problematic in some instances, the arrangement appears to be working effectively for WRFR.

Each of the three organizations are in need of a Training Officer. Given the lack of a position dedicated to training responsibilities in Bellevue and Wood River and considering the current vacancy in Hailey, an opportunity is presented to address training program management as a cooperative basis. ESCI recommends the establishment of a single Training Officer's position that is shared between the three agencies.

Recommendation 33: *(All Agencies)* – Appoint a single Training Officer to coordinate training activities for all three organizations as a shared resource.

Training Schedule

Both HFD and WRFR plan and schedule their training in advance. Ongoing competency training is conducted at weekly drills and held in the evening to accommodate PPC personnel. BFD participates in HFD's training sessions. However, training is conducted on different nights of the week, compromising the ability of the departments to train together. The two agencies periodically schedule joint drills, but this is limited to about three annual events. Given the frequency that the fire departments operate together at emergencies and their dependence on each other, ESCI recommends that training be scheduled on the same night to accommodate more frequent interaction.

Recommendation 34: (*All Agencies*) – Schedule fire department weekly training activities on the same night of the week to accommodate joint exercises.

Training Facilities

For training to be fully effective, appropriate facilities and resources are necessary. Hands-on skills training delivery is dependent on training props and sites at which crews can conduct company operations and tactical evolutions. Structures upon which firefighters can practice skills development are difficult to obtain, but are often the only available resource. In addition, a good classroom environment with sufficient audio-visual equipment and teaching materials is important if the delivery of didactic classes is going to be effective. Quality training also occurs when simulations are available that closely mimic real life emergencies.

Training facilities are scarce for the three agencies. Fire station parking areas and other public sites and makeshift locations are most often used for ongoing practical training evolutions. Driver's training occurs on city streets and in public parking lots, in the absence of a dedicated training facility. Buildings that can be used for live fire *burn to learn* exercises are used whenever possible, but are rarely available.

Classroom space is also important to effective training delivery. BFD has no available classroom. HFD has a single assembly room in its fire station that is used for meetings, training and is large enough for classroom use. It is not of sufficient size to hold additional personnel in the event of a joint training session. WRFR Fire Station No. 1 has a small common area that is sometimes used for smaller training sessions; the district has a larger training room at Fire Station No. 3 with capacity for about 30 personnel.

The absence of a dedicated training facility or drill ground severely limits all of the agencies in their ability to deliver the best training. ESCI recommends that, regardless of the outcome of this study, the three departments join forces to identify a location and develop a shared training facility. WRFR Fire Station No. 3 may be an appropriate site as there is additional property available there, but other locations should also be considered.

Recommendation 35: (*All Agencies*) – Develop a cooperative training site shared by the three fire departments.

Training Program Goals and Objectives

The foundation upon which an effective training program is based is that of defined goals and objectives. Establishing, communicating, and maintaining a set of clearly defined training program goals and objectives is of importance.

Although we are confident that the departments have a clear direction for ongoing training activities, neither BFD nor HFD has established formal, written goals and objectives. The absence of this kind of planning can result in training activities that do not effectively meet the department's needs and, in some cases, waste training time. This is not to suggest that the existing programs are not effective; we believe they are—however, establishing defined training goals and objectives, memorializes training efforts.

WRFR has established training goals and objectives. The district undertakes a process of setting goals for the upcoming year's training, along with objectives that define the manner in which the goals will be achieved.

Recommendation 36: (*Bellevue Fire Department and Hailey Fire Department*) – Develop defined training program goals and objectives.

Training Procedures and Manuals

Entry Level Training

A significant amount of training is required to prepare a recruit for safe and effective firefighting. Prior to responding to fires and being allowed to enter an environment that requires the use of SCBA (self-contained breathing apparatus), career and paid-on-call, recruits should complete a course of training. ESCI recommends NFPA Firefighter I²⁶ certification.

The three departments participating in this study have established minimum qualifications for responders using different approaches.

Bellevue Fire Department

BFD does not identify an entry level training process or conduct any form of defined recruit firefighter training. However, it lists minimum qualifications in the department's *Rules and Regulations*. That document states that a new firefighter shall demonstrate: "Recent successful

²⁶ National Fire Protection Association (NFPA) Standard for Firefighter Professional Qualifications.

completion of an Idaho “Essentials of Firefighting” course, or equivalent, in addition to any related practical task exam as may be required by the Chief”.

Department *Rules and Regulations* provide no additional detail regarding the definition of the phrase “or equivalent”, or training beyond the “Essentials of Firefighting”²⁷ level or probationary requirements. The “Essentials of Firefighting” level is considered appropriate only for initial firefighter training, a Firefighter I level standard is appropriate.

Hailey Fire Department

HFD conducts an annual recruit academy for new personnel. Previously addressing the content of the “Essentials of Firefighting” criteria, the academy has been upgraded to result in students acquiring a Firefighter I certification in the course of a four-month training program. The training is conducted outside of the department’s regular, ongoing training program, on weeknights and weekends.

The recruit academy is also expensive for the department to provide. The fire chief estimates a cost of \$22,000 per course—a substantial sum. The fire chief further indicated that he does not believe that HFD will be able to continue the practice of annual academies. The workload involved with recruit training compromises the ability of HFD to provide ongoing training and advanced training of personnel.

It is important that HFD address the need for continuing quality entry level training that it is currently providing. However, the cost and workload concerns are valid. A plan for addressing recruit training is important and perhaps would be best managed as a cooperative effort with WRFR.

Wood River Fire & Rescue

WRFR conducts recruit academies. The program is offered in-house and the district allows neighboring fire departments to send participants. The course consists of 15 weeks of training (totaling 100 hours of instructional contact) and meets the training requirements of the Firefighter I curriculum.

²⁷ Ibid.

The academy content prepares the student well for his/her duties, including basic fire suppression skills, hazardous materials “Operations” level, basic wildland fire qualifications, and ICS.

Upon completion of the course, graduates are allowed to test for certification if they choose to do so. Recruits are not required to certify. The certification process requires that the department conduct a labor intensive state-proctored testing process. Opportunities to share the burden of recruit firefighter training between the fire departments are encouraged.

Ongoing Training and Skills Maintenance

A program for ongoing firefighter training and skill maintenance is essential. Beyond recruit training, members should participate in an ongoing training program. Drills to conduct skills maintenance training are held on Tuesday evenings for WRFR and Wednesdays for HFD and BFD.

No absolute requirements exist that mandate minimum monthly or annual training hours for firefighters. Instead, training is generally targeted towards maintaining competency in various fundamental skills. One means of comparison is the ISRB. ISRB recommends that fire departments conduct ongoing skills maintenance training that consists of a minimum of 20 hours per month. Based on the weekly drill schedules employed by the departments, weekly training alone would fall short of this standard, even if each member attends every scheduled drill. Many members attend additional non-required training.

WRFR established a minimum of 40 hours annual training for its firefighters. HFD uses a standard of 50 percent attendance at scheduled training. By either measure, the training programs could fall short of is considered an adequate level recurrent training. Both agencies do provide training outside of the regular training schedule and we recommend a review of total training hours provide to assure adequacy.

Recommendation 37: <i>(All Agencies)</i> – Review the required number of annual hours of training to assure adequacy of skills maintenance.
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Recommendation 38: <i>(Bellevue Fire Department)</i> – Establish minimum training requirements for entry level firefighters.

Recommendation 39: <i>(Hailey Fire Department)</i> – Develop a partnership with WRFR for training of entry level firefighters.

Recordkeeping

Accurate training records validate that fire department personnel have received sufficient training. Records can be used to develop long-range training and education plans. Available records for the participating agencies were reviewed for content and completeness.

Bellevue Fire Department

BFD reported that its personnel attend weekly training at HFD. Records of weekly training are limited to a basic activity record, compiled as a word processing document. The records include minimal detail.

Hailey Fire Department

HFD maintains individual training records in electronic format. Records are recorded in an Excel[®] spreadsheet. The spreadsheet is used to produce a summary report of PPC training attendance and is used to generate payroll records, rather than an actual training report. The spreadsheet provided to ESCI does not include all training attendance by career personnel. Career personnel training is recorded and reported separately. ESCI recommends the use of a RMS or a spreadsheet detailing more aspects of training activities.

Wood River Fire & Rescue

WRFR uses a spreadsheet for recording training activities. Available data is extensive, providing a high degree of detailed information. WRFR's training records are used to produce a comprehensive annual training report. ESCI recommends WRFR consider a RMS for recording training activities.

All three agencies can benefit from a more effective means of recording and processing training records. ESCI recommends that a single RMS system be purchased and implemented on jointly.

Recommendation 40: *(All Agencies)* – Establish a training Records Management System as a shared effort between the three organizations.

Clerical Support

As is often the case in smaller organizations, none of the agencies have clerical support dedicated exclusively to data entry and maintenance of training records.

Training Methodology

Fire training in all agencies is based on National Fire Protection Association and IFSTA Firefighter I standards and curriculum. EMS training is based on competencies established by the state of Idaho and the National Registry of Emergency Medical Technicians continuing education and recertification requirements. EMS training is provided at the EMT-B level for HFD personnel and up to the paramedic level at WRFR. ESCI reviewed the methodologies that are used by the agencies to delivery training, based on generally accepted industry standards. The following table compares each fire department’s methodology.

Figure 95: Training Methodologies

Training Methodology	BFD	HFD	WRFR
Manipulative	Yes	Yes	Yes
Task performances	Yes – Via HFD	Yes	Yes at each level
Annual training hours	No minimum hours defined	Minimum attendance to 50% of training required	Minimum of 40 hours per year required– most above that.
Use of lesson plans	Yes – Via HFD training	Yes	Yes
Night drills	Yes – Via HFD training	Yes	Yes
Multi-agency drills	Via HFD training. Approx. 3 per year	Approximately 3 per year	Approximately 3 per year
Inter-station drills	N/A	N/A	All
Physical standards or requirements	None	Annual NWCG pack test and also department physical standard	Annual physical agility test. Also CPAT in probationary training. All personnel also pass NWCG pack test.
Annual performance evaluation	None	Every FF gets annual evaluation including skills assessment.	Annual skills testing is conducted, also annual medical physical, but only for full time personnel.

Despite similarities in the training programs they are operated independently with little interaction or sharing of training resources and opportunities between the departments. Exceptions are approximately three joint exercises that are conducted each year. A number of prospective cooperative training approaches can be found in Functional Cooperative Effort Strategies section of this report.

Administrative Priority Regarding Training

Effective training will not occur without support from fire department administration. It is apparent that all three of the fire chiefs fully appreciate the critical importance of providing their firefighters with the necessary training. However, funding is limited which underscores the benefit of collaborating on recruit and on-going training efforts. ESCI recommends that the departments have a single training office and cooperate on the development of a joint training facilities.

Fire Prevention/Public Education Program

When evaluating fire prevention programs, ESCI reviews legal obligations, national standards, and best practices to which fire departments are accountable. Responsibilities are specified in state laws, local codes, National Fire Protection Association (NFPA) Standards and Codes, International Building Codes (IBC), International Fire Codes (IFC), and International Electrical and Plumbing Codes. These laws, ordinances, and codes establish the authority and responsibility under which the fire department delivers fire prevention and life safety services. The references usually provide for the promulgation of regulations governing hazardous conditions, fire and life safety, and explosion.

Generally, fire prevention activities should include the following:

Fire Code Enforcement

- Proposed construction and plans review
- New construction inspections
- Existing structure/occupancy inspections
- Special risk inspections
- Internal protection systems design review
- Storage and handling of hazardous materials

Fire Safety Education

- Public education
- Specialized education
- Juvenile fire setter intervention
- Prevention information dissemination

Fire Investigation

- Fire cause and origin determination
- Fire death investigation
- Arson investigation and prosecution

Aggressive risk management programs, delivered as a part of an active fire prevention program, are a fire department's best opportunity to minimize the losses and human trauma associated with fire.

Code Enforcement Activities

ESCI was pleased to see that BFD, HFD, and WRFR have recognized the importance of fire prevention and aggressively work toward making their communities fire safe.

Bellevue Fire Department

BFD does more fire prevention than many comparable fire departments. The city of Bellevue has adopted the 2006 version of the *International Fire Code*, and developed a number of local amendments. In addition, the department participates in the review and approval process for new construction and conducts fire and life safety inspections using a part-time contract inspector.

Hailey Fire Department

HFD has adopted the 2009 version of the *International Fire Code*. HFD has a fire marshal and a fire inspector. Fire prevention personnel are active in pre-construction plan review, construction inspection, and existing occupancy inspections.

Wood River Fire & Rescue

WRFR has adopted the 2006 *International Fire Code* by ordinance through Blaine County and is administered by the district. The adopted code includes amendments, including defensible space, fire sprinklers for homes exceeding 4,000 square feet, and certain water supply requirements. The fire chief serves as the fire marshal.

New Construction Inspection and Involvement

An component of fire prevention program is new construction plans review. When proposed construction projects are scrutinized for compliance with fire code requirements, the reviewing agency has the opportunity identify critical issues early in the process and assure that they are corrected during construction.

It should be recognized that when a new building (i.e., new home, business, or industrial structure) is proposed within a fire department's jurisdiction, it is going to become a protection responsibility of the department for the life of the building. If it is not constructed properly at the onset, it may well become a problem for the fire department in the future. The greater the involvement of the fire department in the plans review and construction process, the lower the risk of future fire protection issues. All of the subject fire departments have taken on a role in the new construction process.

Bellevue Fire Department

The BFD fire chief is consulted on new construction plans submitted to the city. A fire department signature or sign-off is not required as a part of the process and the chief's involvement is verbal and informal. Establishing a sign-off requirement on new construction plans is recommended.

Hailey Fire Department

HFD reviews all new construction plans submitted to the city with the exception of single family dwellings. New construction plans require the fire department's approval signature. In addition to construction plans, the department evaluates sprinkler and alarms system installation plans, and other special permits.

Wood River Fire & Rescue

The fire chief reviews all new construction plans and is included in the Blaine County Building Department process and has signatory approval in the permit process. Involvement includes residential occupancies, lot-line adjustments, and all other permits that go before the building department.

Recommendation 41: (*Bellevue Fire Department*) – Establish a sign-off requirement on new construction plan reviews.

General Inspection Program

Property inspections in existing occupancies are designed to identify and eliminate potential fire hazards before an emergency occurs; an important part of the overall fire protection system. The recommended frequency for commercial fire safety inspections varies by the type of business. Generally they are classified by degree of hazard. Figure 96 describes the various hazard classes and the recommended frequency for fire safety inspections by class.

Figure 96: Recommended Frequency of Fire and Life Safety Inspections

Hazard Classification	Example Occupancies	Recommended Inspection Frequency
Low	Apartment common areas, small stores and offices, medical offices, storage of other than flammable or hazardous materials.	Annually
Moderate	Gas stations, large (>12,000 square feet) stores and offices, restaurants, schools, hospitals, manufacturing (moderate hazardous materials use), industrial (moderate hazardous materials use), auto repair shops, storage of large quantities of combustible or flammable material.	Semi-Annually
High	Nursing homes, large quantity users of hazardous materials, industrial facilities with high process hazards, bulk flammable liquid storage facilities, and facility classified as an “extremely hazardous substance” facility by federal regulations	Quarterly

The importance of effective code enforcement cannot be overemphasized. Without an effective program for regular formal fire inspections and code enforcement, hazardous conditions go unnoticed and uncorrected.

Each agency conducts existing occupancy inspections. The procedures were reviewed and the following findings noted.

Bellevue Fire Department

The fire chief completes some fire inspections. A PPC employee is contracted as a part-time inspector and performs the balance of existing occupancy inspections. BFD allocated \$1,000 per year for inspection work, equal to about 76 hours annually.

BFD inspects its higher hazard occupancies on an annual basis, while lower risk occupancies receive bi-annual inspections. ESCI recommends that BFD adopt a schedule for frequency of inspections based on risk.

The department has citation authority, but it is rarely used as a compliance tool. Compliance is generally obtained by verbal or written agreement with property owners.

Hailey Fire Department

HFD’s inspection program targets an inspection frequency of 18 months. Actual frequency of occupancy inspections is approximately every 24 months. With two personnel performing occupancy inspections, reaching commercial occupancies annually is challenging due to the

number of buildings in the city. ESCI recommends that HFD adopt a schedule for frequency of inspections based on risk.

In an effort to increase the frequency of existing occupancy inspections, HFD has implemented a self-inspection program. The self-inspection program allows occupants of lower risk category businesses to conduct their own inspection and report results to the fire department. If properly administered, self-inspection programs can be valuable and effective. A review of HFD's program indicates that the self-inspection program is effective.

Wood River Fire & Rescue

Public facilities, commercial and business properties (non-residential occupancies) in WRFR are inspected annually. Because there are fewer inspectable occupancies in the district, the fire chief is able to meet the frequency of annual inspections.

The district's enforcement authority is obtained via the Blaine County Sheriff's Office. Requests for assistance with fire code enforcement are rare.

Recommendation 42: (*Bellevue and Hailey Fire Department*) – Adopt a schedule for frequency of inspections based on risk.

Fire and Life-Safety Public Education Program

Providing fire safety education to the public to minimize the occurrence of fire and emergency preparedness should be a priority for all fire agencies. Given the potential loss to a community, prevention provides the best chance for minimizing the effect of hostile fires, medical emergencies, and natural and man-made disasters. All segments of the community's population should receive education that is age and demographically appropriate. The departments use a variety of public safety education programs. The agencies' public fire education activities are listed in the following table:

Figure 97: Fire Prevention Education Activities

Activity	BFD	HFD	WRFR
Public education/ information officer in place	No	Fire Marshal	Fire Chief
Feedback instrument used	No	No, informally	No
Public education in the following areas:	Pre-school and day care only during FP Week. WRFR does in elementary school	Monthly class in summer safety classes. wildfire prep, injury prevention. 3 class series.	Limited – few schools in Dist. Elementary school in Bellevue. Annual FP week programs.
Calling 9-1-1	N/A	Yes	Yes
EDITH (exit drills in the home)	N/A	Yes	Yes
Smoke alarm program		Yes – annual Domino’s pizza program. (free pizza. FD delivers in fire truck, checks alarm).	Yes
Fire safety	N/A	Yes	Yes
Injury prevention		Yes, part of adult safety classes. Bicycle, swimming, etc.	Yes
Fire extinguisher use	N/A	Yes	Yes
Fire brigade training	N/A	Yes	Yes
Elderly care and safety	N/A	Some – lunch w/ seniors program, BP checks, smoke alarm info., etc.	Yes
Curriculum used in schools	No – WRFR does	Progressive levels in K- 4. In HS, career development presentations.	No
Baby-sitting classes offered	No	Hospital does them super-sitter program from AHA. FM is instructor.	No
CPR courses, blood pressure checks offered	No	Yes	Yes
Publications available to public	No	Yes	Yes
Bilingual information available	No	Yes	No
Annual report distributed to community	No	FD Annual report	No
Juvenile fire setter program offered	No formal program	No program available in area	No formal program
Wildland interface education offered	No	Yes – And pushes WUI code etc.	Yes

BFD's public education activities are limited, primarily due to lack of personnel. Both HFD and WRFR have programs that involve members of the departments with the communities they serve.

Fire Investigation (Fire Cause Determination)

Accurately determining the cause of a fire can be an effective method for preventing future incidents. In the event of a fire that is started intentionally prosecution of the responsible offender may prevent additional fires. Identifying the cause of accidental fires is also of importance. Knowing and understanding how accidental fires start is the most effective way to identify fire prevention and public education needs to customize activities to actual community fire experience.

Emergency response personnel of the three departments perform preliminary fire cause determination at incident scenes. Initial cause and origin determination is performed by chief officers of the fire departments. WRFR has three trained and certified by the International Association of Arson Investigators. Both the HFD fire chief and fire marshal are similarly trained and credentialed.

If a determination is made that origin of a fire is of suspicious origin, the departments use the personnel trained as arson investigators. Local resources are shared between the fire departments and if needed, the Idaho State Fire Marshal's Office is called for assistance.

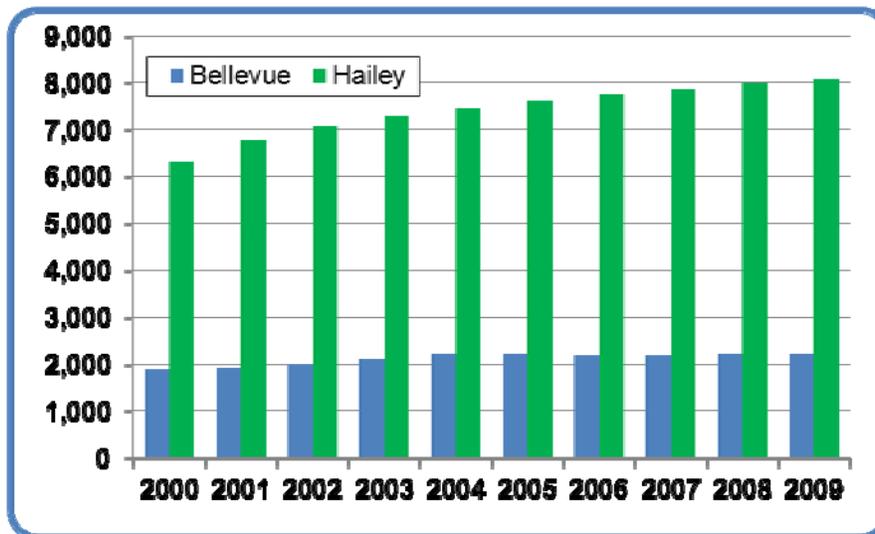
There is no Fire Investigation Team (FIT) in the county.

Analysis of Future Needs

Current Population Information

While current population estimates and square miles per fire agency have been detailed previously, this section examines the population and demographics as a region. The estimated population of Blaine County in 2009 was 22,328.²⁸ According to agency records the population estimate of Bellevue, Hailey, and Wood River Fire & Rescue is 13,514 persons.²⁹ The following figure details the population change since 2000 for the cities of Bellevue and Hailey.

Figure 98: Bellevue and Hailey Population History, 2000 – 2009



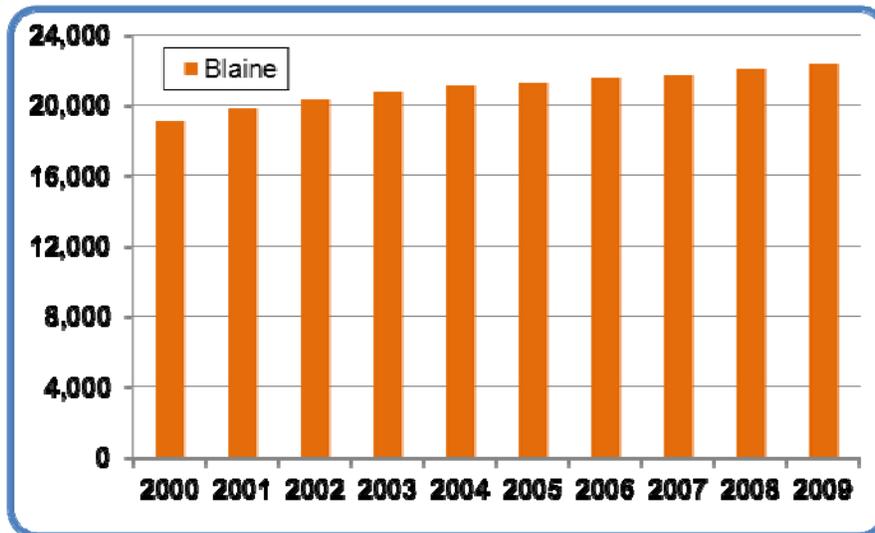
Between 2000 and 2009 the city of Bellevue and Hailey have seen population increases of 2.05 and 3.08 percent respectively.

ESCI looked at the historical population of Blaine County to determine if there is a correlation between the growth rates. Figure 99 shows the population changes for the county between 2000 and 2009.

²⁸ Population estimate 2009, U.S. Census Bureau.

²⁹ Note: WRFR serves a greater area and total population via a contract with the Blaine County Ambulance District.

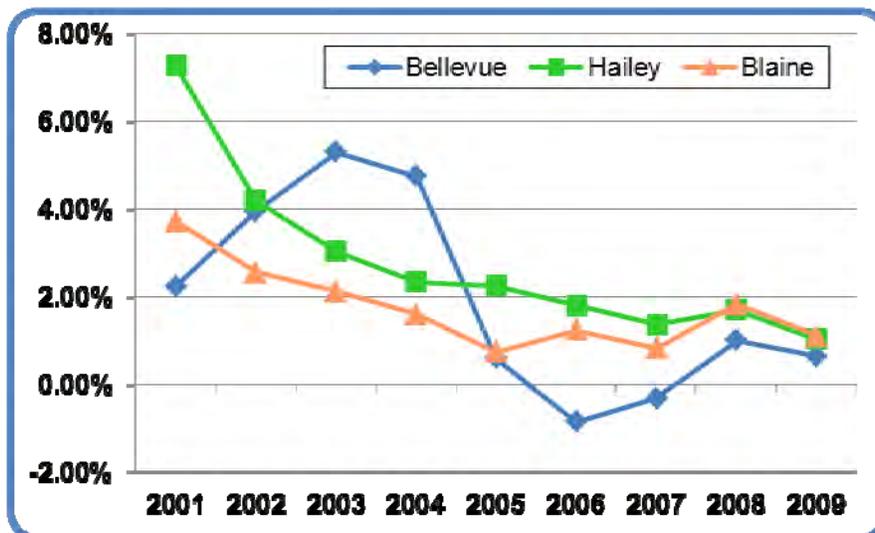
Figure 99: Blaine County Population History, 2000 – 2009



Blaine County's population was 19,123 in 2000 and is estimated by the U.S. Census Bureau to be 22,328 in 2009, an increase of nearly 17 percent.

Figure 100 shows the year to year percentage of population change between 2000 and 2009.

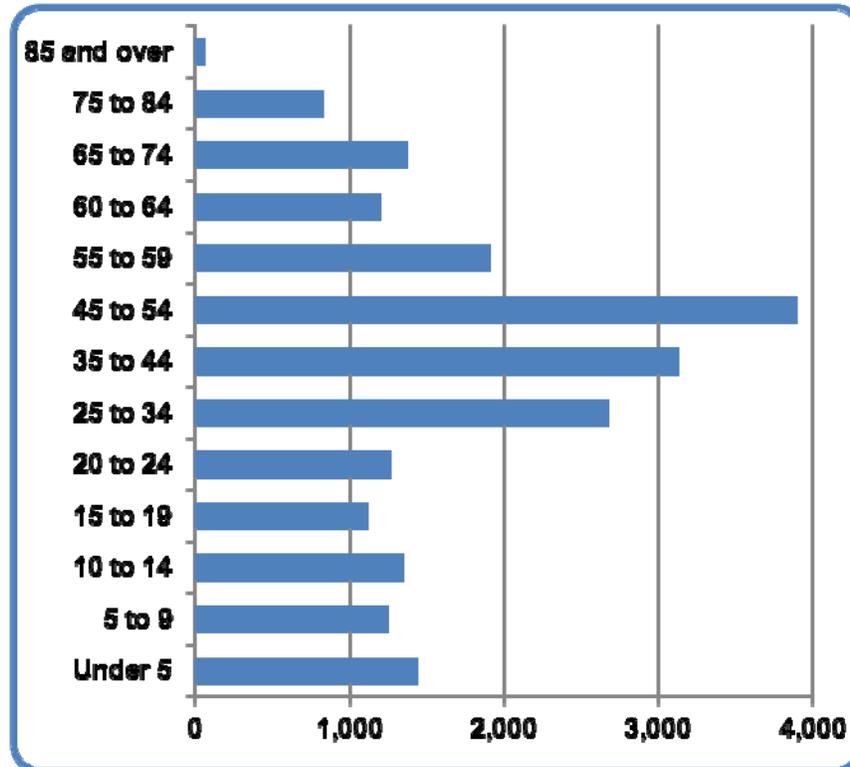
Figure 100: Year to Year Percentage of Population Change, 2000 – 2009



The annual percent of change in population for Bellevue, Hailey, and Blaine County has decreased from the beginning of the last decade. In 2009 the annual increase in population for Blaine County was 1.10 percent.

Higher concentrations of population are found within the cities of Bellevue, Hailey, and Ketchum, along Idaho State Highway 75. As one of the factors that influences emergency service demand, population and its composition with regard to age and socioeconomic characteristics were examined. The following chart shows Blaine County estimated population segmented by age groups.³⁰

Figure 101: Blaine County Population by Age



A total of 10.63 percent of the population is 65 years of age or older and 6.70 percent of the population is under five years of age, placing a total of 17.33 percent of the county population in the target age groups that are at the highest risk in residential fires. Although the bulk of the population is aged less than 64 years of age, the percent of growth in the age 50 and older categories presents unique challenges to the fire service. A total of 32.60 percentage of the Blaine County population is between the ages of 45 and 64. As this cohort group ages, they enter an age prone to medical incidents, which can be expected to create a significant increase in service demand for emergency medical incidents.

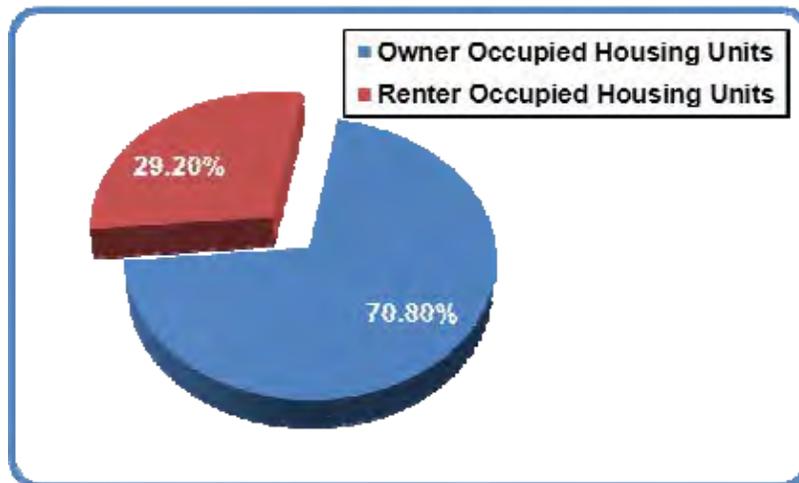
³⁰ U.S. Census Bureau, 2000.

In 2000, the U.S. Census Bureau estimated daytime populations for select areas within the country. This is important for emergency services to gauge the increase in service demand that can be expected from daytime population levels. The cities of Bellevue and Hailey and Blaine County have an immigration of workers, which is not unexpected. U.S. Census figures indicate an employment resident ratio of approximately 110 percent, meaning that for every 100 inhabitants living in Blaine County there is a daytime population of 110 people.

There is also a transitory population increase during commuting and commerce hours. Note that the daytime population estimate is based on employment data and does not consider traffic volumes, shoppers, and other visitors to the area.

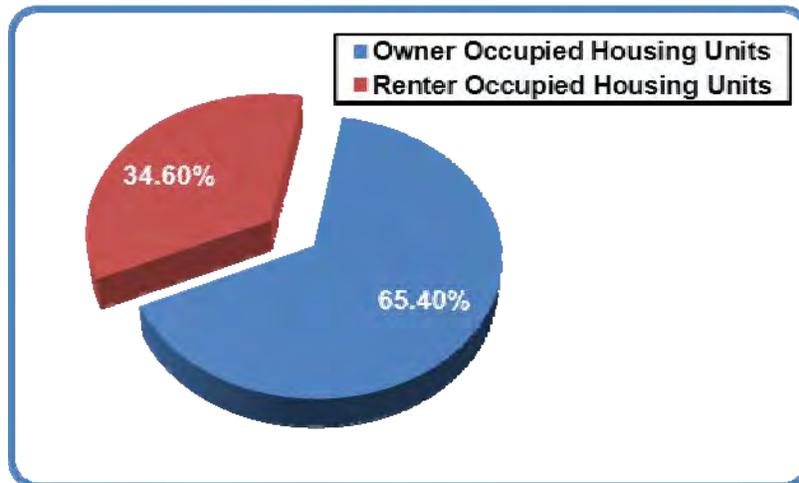
The composition of housing is one indicator to levels of service demand. Areas with higher vacancies and rental property (outside of seasonal resort and higher educational institutional areas) correlate with higher demands upon the fire department and emergency services in general. The following charts detail housing by occupancy for the cities and Blaine County.

Figure 102: Bellevue Housing by Occupancy



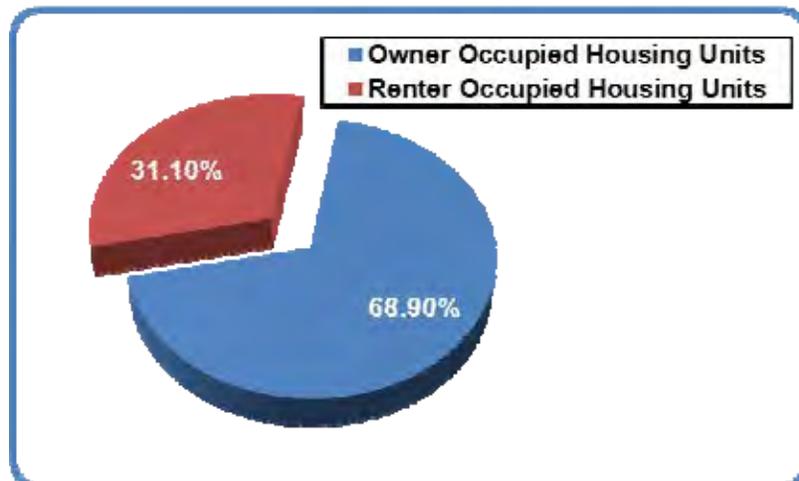
Approximately 71 percent of the housing units in Bellevue are owner occupied. In Hailey, 65.40 percent are owner occupied and 34.60 percent of the housing units are renter occupied (Figure 103).

Figure 103: Hailey Housing by Occupancy



The ratio of owner versus renter occupied housing units in Blaine County are consistent with those found in Bellevue and Hailey (Figure 104), with 68.90 percent of the housing units being owner occupied.

Figure 104: Blaine County Housing by Occupancy

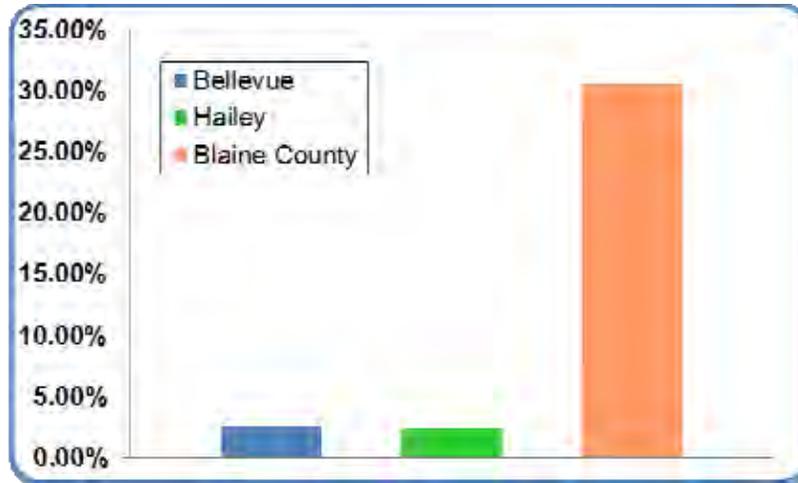


The breakdown of occupancy in the cities and county indicates a somewhat higher rental rate that would reflect a downbeat socioeconomic indicator excepting that the region is a recreational resort area.

As an international recreation destination, Blaine County has a large percentage of housing units that are part-time use properties. These properties are for seasonal, recreational, or occasional use, and the occupants are not included in population and demographic figures.

Figure 105 shows the percentage of seasonal, recreational, and occasional use housing by percentage for Bellevue, Hailey, and Blaine County.

Figure 105: Seasonal, Recreational, and Occasional Use Housing Percentage



While the percentage of housing units in Bellevue and Hailey considered to be occasional use is not significant, the proportion in Blaine County is just slightly below one-third of all housing units.

Census-Based Growth Projections

As indicated earlier in this section, the population of the region studied has increased modestly in the last decade. Because of geography and the built-out nature of the Bellevue and Hailey communities, it is anticipated that population growth will be somewhat limited. In developing forecasts for population growth, ESCI typically develops a forecast based on several decades of census experience.

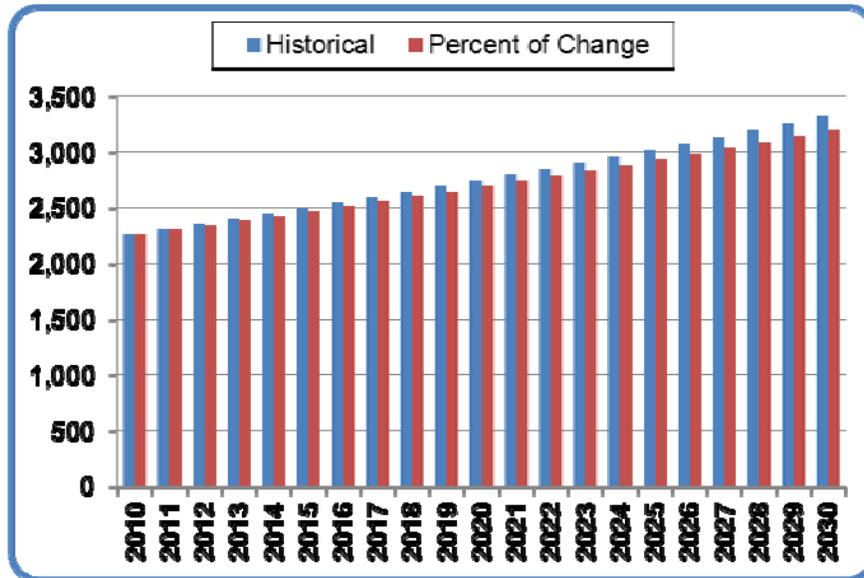
While census-based population projections provide a mathematically-based estimate of future population based on historical data, they often fail to account for expected trends in the growth rate of an area. These changes often result from redevelopment, annexation, changes in employment capacity, or other socio-economic factors not reviewed in a census-based projection. For this reason, ESCI also offers population projections based on review of available local development and business information.

In this case, ESCI found that Blaine County is in the process of developing a master plan. The project is titled Blaine County Comprehensive Plan 2010. The last version of a comprehensive plan for Blaine County was completed in 1975 would be of little or no value to this process.

Community planning-based population growth projections were not available for the two communities.

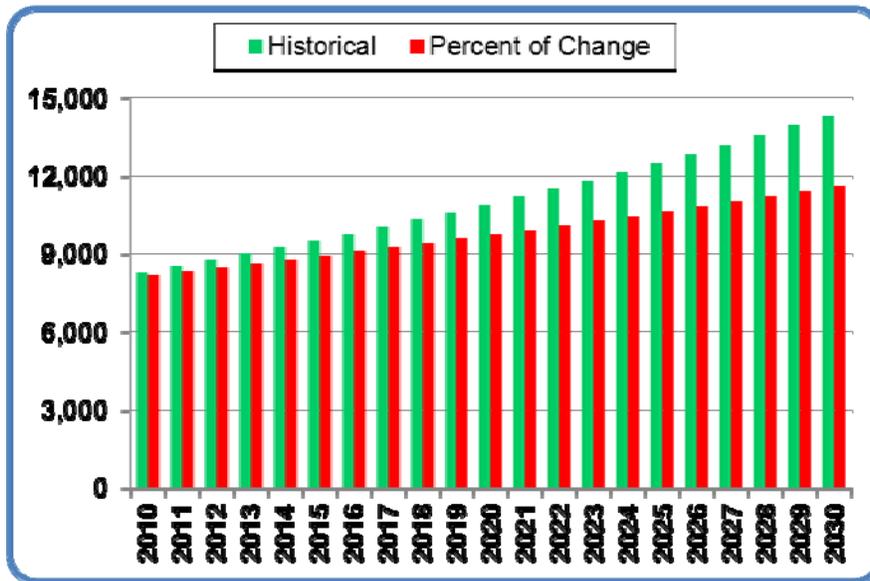
Using census figures from 2000 through 2009, a mathematical forecast was created to forecast population through the year 2030 for Bellevue and Hailey appear in the following figures.

Figure 106: Bellevue Population Forecast, 2011 – 2030



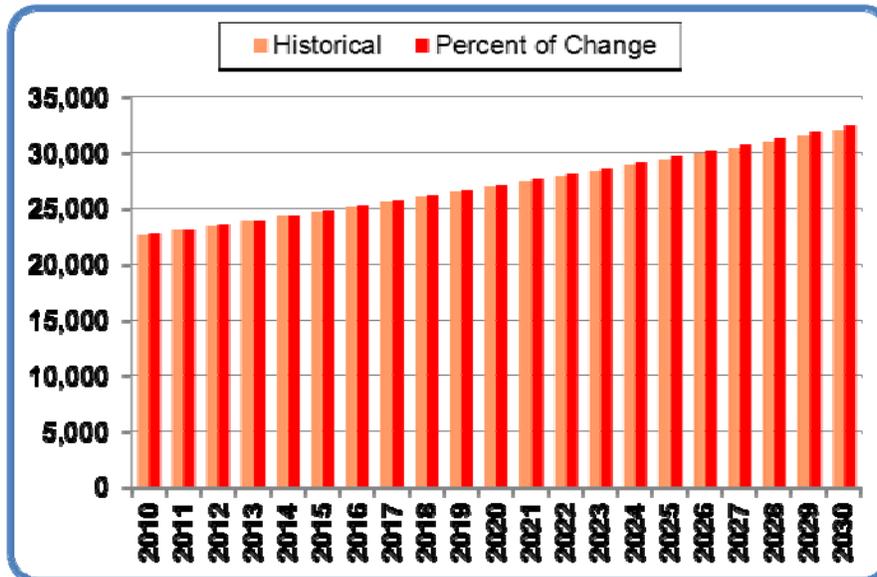
The forecast population for Bellevue based on the city's history in 2030 is 3,323 and, by using historical county percent of change, is projected to be 3,202. The variation between forecasts is statistically insignificant.

Figure 107: Hailey Population Forecast, 2011 – 2030



Based on the city’s history, forecast population for Hailey in 2030 is 14,335. Using the historical county percent of change, population is projected to be 11,601. A difference of forecasts is approximately 2,700.

Figure 108: Blaine County Population Forecast, 2011 – 2030



Population forecasts for Blaine County in 2030 are 32,079 and 32,464. For all forecasts it is reasonable to assume that a changing demography, local and national economics, and other variables will cause fluctuations in the population.

Development Considerations

The following considerations are based on interviews with officials from each community responsible for planning activities.

City of Bellevue

The City of Bellevue is experiencing limited growth and can expect a small amount of future development. The city recently annexed an area identified as the Strahorn subdivision, immediately to the east of the city. The project, when developed, is expected to add approximately 205 homes to the BFD service area. No other pending development projects were reported to ESCI.

City of Hailey

Future development in Hailey can be expected to be primarily residential in nature. City staff indicates that a number of requests for annexations have been submitted in recent years, but few are being approved at this time.

A pending annexation request of significance is the Quigley Canyon project located east of the City of Hailey. The project proposes the construction of approximately 450 homes. In addition to presenting an increased service demand due to additional population, it is also expected to pose a wildland-urban interface exposure.

Similarly, the Sweetwater subdivision has been proposed for property that falls inside the current city boundaries, located in the Woodside area in the southern portion of the city. The project is not currently active; but should it move forward, the proposal would add approximately 421 single family residential units to the city's housing inventory.

Another significant development in Hailey is the future use of the current airport site. It is expected that in the next five to ten years the airport will be moved to a location outside of the city. As a result, the property will be subject to re-development. At this writing, the nature of future use of the land is unknown. However, given the commercial/industrial existing use and zoning of the area, re-development has the potential to impact fire department service demand.

Wood River Fire & Rescue

Wood River will experience increased development activity in the coming years, the bulk of which is anticipated to be residential. Although current economic conditions are limiting new

construction, a substantial amount of land exists inside the district that is under discussion for new sub-division development.

Non-residential development can be expected as well. A certain amount of land exists that is zoned for commercial and light commercial development and depending on the nature of future use, may impact the district's service demand.

The anticipated airport re-location may influence the district's long-range service delivery planning. The most likely site for the future airport is outside of WRFR's boundaries but within approximately seven miles. It is unknown whether the district will be asked to provide fire protection to the new airport. Additionally, as the closest EMS transport service provider, WRFR is certain to be impacted by service delivery demands associated with a re-location.

Service Demand Projections

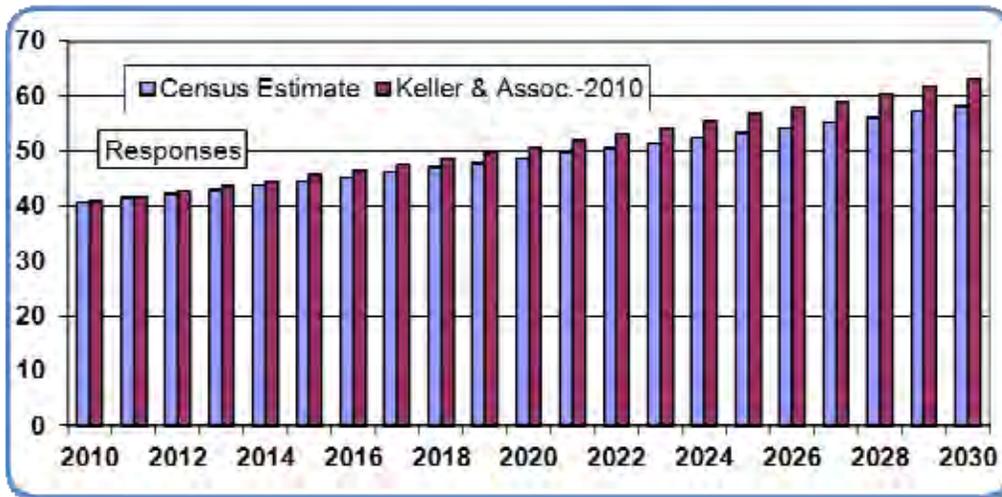
In evaluating the deployment of facilities, resources, and staffing, it is basic that consideration be given to potential changes in workload that could directly affect such deployment. Any changes in service demand can require changes and adjustments in the deployment of staff and resources in order to maintain acceptable levels of performance. Population growth projections, along with historical and forecast incident rates, were used to develop projections for future service demand.

For purposes of this study, ESCI used the population projections presented earlier and multiplied these by a forecasted incident rate derived from incident per capita rates to identify workload potential through the year 2030. The results of the analysis are shown in the following charts and tables.

Bellevue Fire Department

In addition to U.S. Census Bureau data, ESCI used population growth estimates from a January 2010 waste water rate study performed by Keller & Associates for the City of Bellevue. This study identified a projected growth rate of 2.20 percent for Bellevue. The projected growth rate derived from Census Bureau data is 1.80 percent. Figure 109 depicts the workload projection for BFD through 2030.

Figure 109: BFD Workload Projection

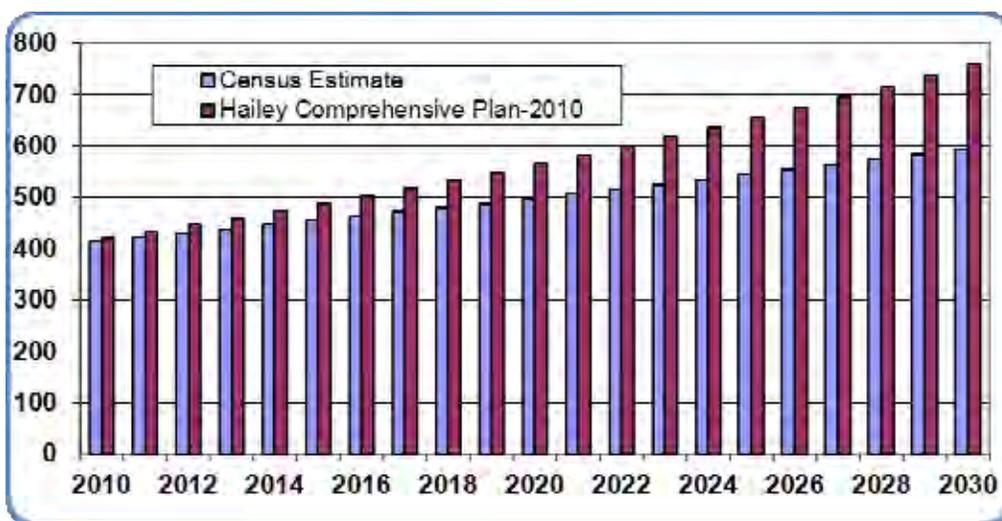


The preceding figure compares future service demand by population change for Bellevue using the two different percentages. The census data results in a projected service demand of 58 calls for service in 2030. The Keller & Associates growth rate estimate predicts 63 calls in 2030.

Hailey Fire Department

The Hailey draft comprehensive plan from October 2010 identifies several different projected growth rates for Hailey. Along with Census Bureau data, ESCI used a rate of 3.00 percent growth from the draft comprehensive plan to compare to the historical census forecast of 1.80 percent growth (Figure 110).

Figure 110: HFD Workload Projection

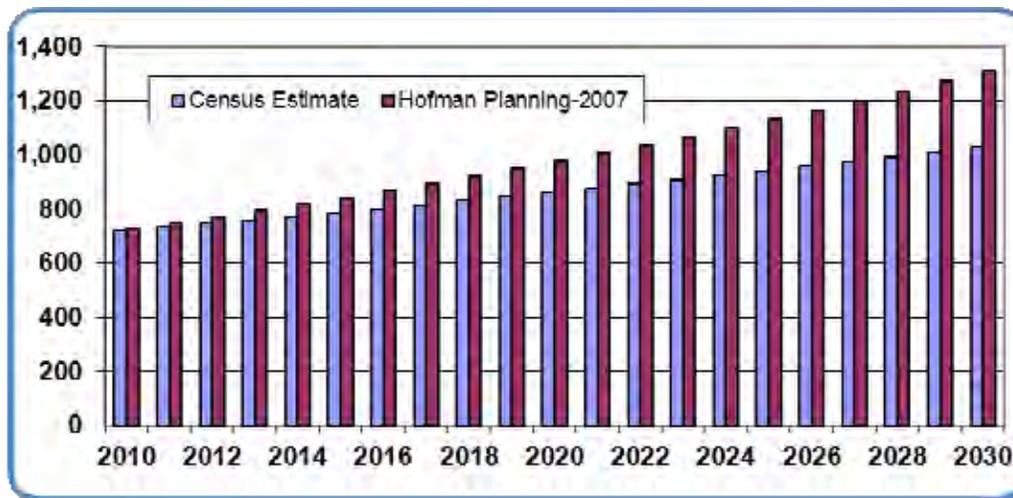


Service demand increases to 593 calls for service in 2030 based on the census growth estimate. The 3.00 percent growth rate from the draft comprehensive plan results in a projected service demand of 759 calls.

Wood River Fire & Rescue

In a 2007 development impact fee study, Hofman Planning and Engineering estimated the population growth in Wood River at 2.98 percent. Census Bureau estimates were employed, as well as the Hofman Planning and Engineering data to develop the workload projections in the following figure.

Figure 111: WRFR Workload Projection



In the preceding figure, ESCI charts projected service demand growth using the Census Bureau estimate of 1.80 percent growth throughout Blaine County, alongside the 2.98 percent growth rate projected by Hofman Planning and Engineering. Projected service demand grows to 1,028 calls in 2030, according to the census growth rate estimate. The Hofman Planning and Engineering growth rate projection results in an estimate of 1,310 calls for service for the same period.

Any alteration to the types and level of services offered by a fire department will have a tendency to change the number of responses.

Community Risk Analysis

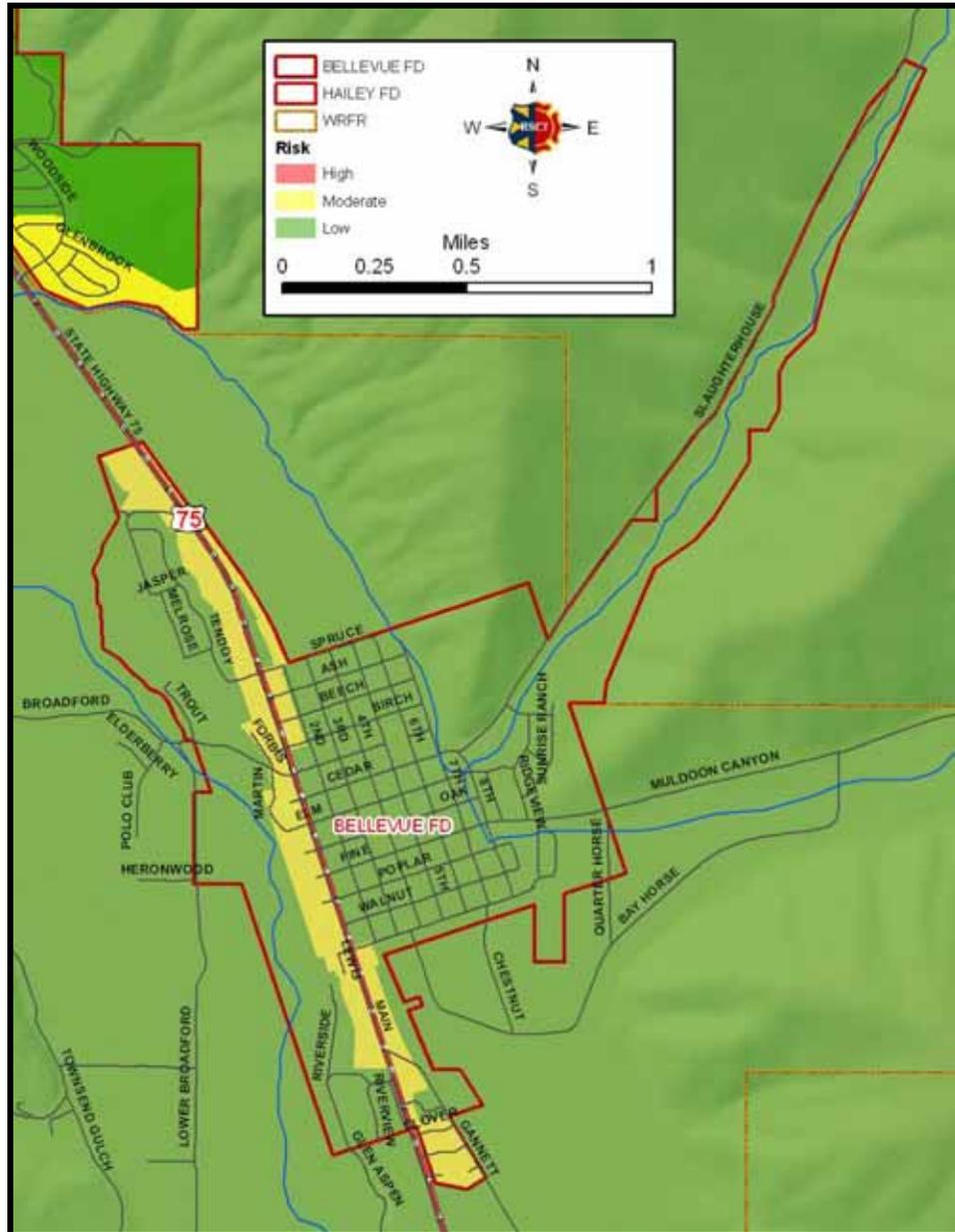
The community's risk assessment has been developed based on current land use within the fire departments' boundaries. Land use and zoning classifications were used, along with specific target hazard information, to analyze and classify community fire protection risk by geography

These uses are found in zoning or land use designations. ESCI reviewed hard copy zoning/land use maps provided for Bellevue and Hailey based upon the following criteria.

- *Low Risk* – Areas zoned and used for agricultural purposes, open space, low-density residential, and other low intensity uses.
- *Moderate Risk* – Areas zoned for medium-density single family properties, small commercial and office uses, low-intensity retail sales, and equivalently sized business activities.
- *High Risk* – Higher-intensity business districts, mixed use areas, high-density residential, industrial, warehousing, and large mercantile centers.

Based on information provided by the jurisdictions, ESCI mapped risk in each agency's response area using the low, moderate, and high risk categories. The first mapping is for the BFD service area (Figure 136).

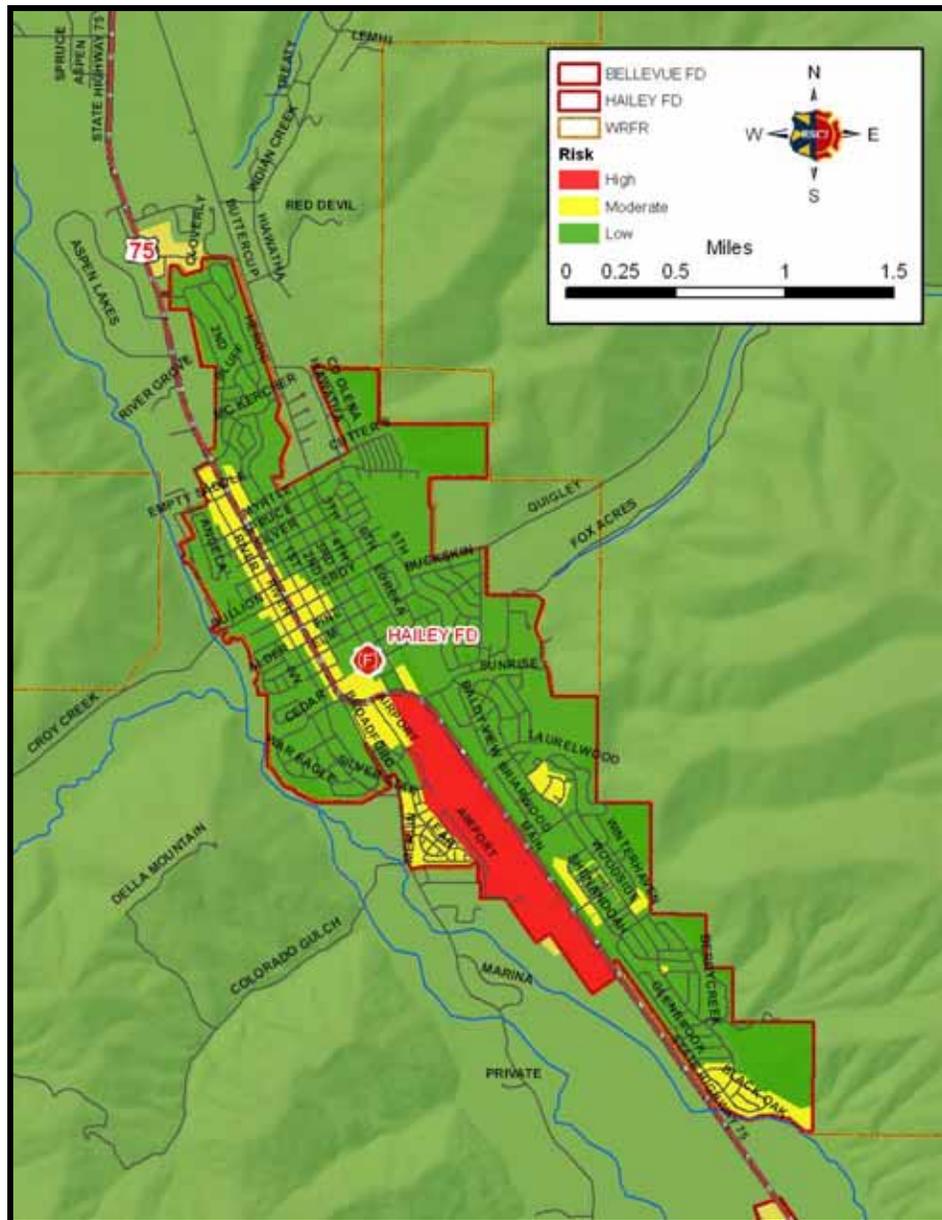
Figure 112: BFD Risk Distribution



Because of residential character and relatively light commercial development of Bellevue, the preponderance of risk is in the low category for much of the service area. The only exception is the area immediately adjacent to Highway 75, which presents a risk level that is considered to be in the moderate range.

Risk in the City of Hailey is mapped in Figure 113.

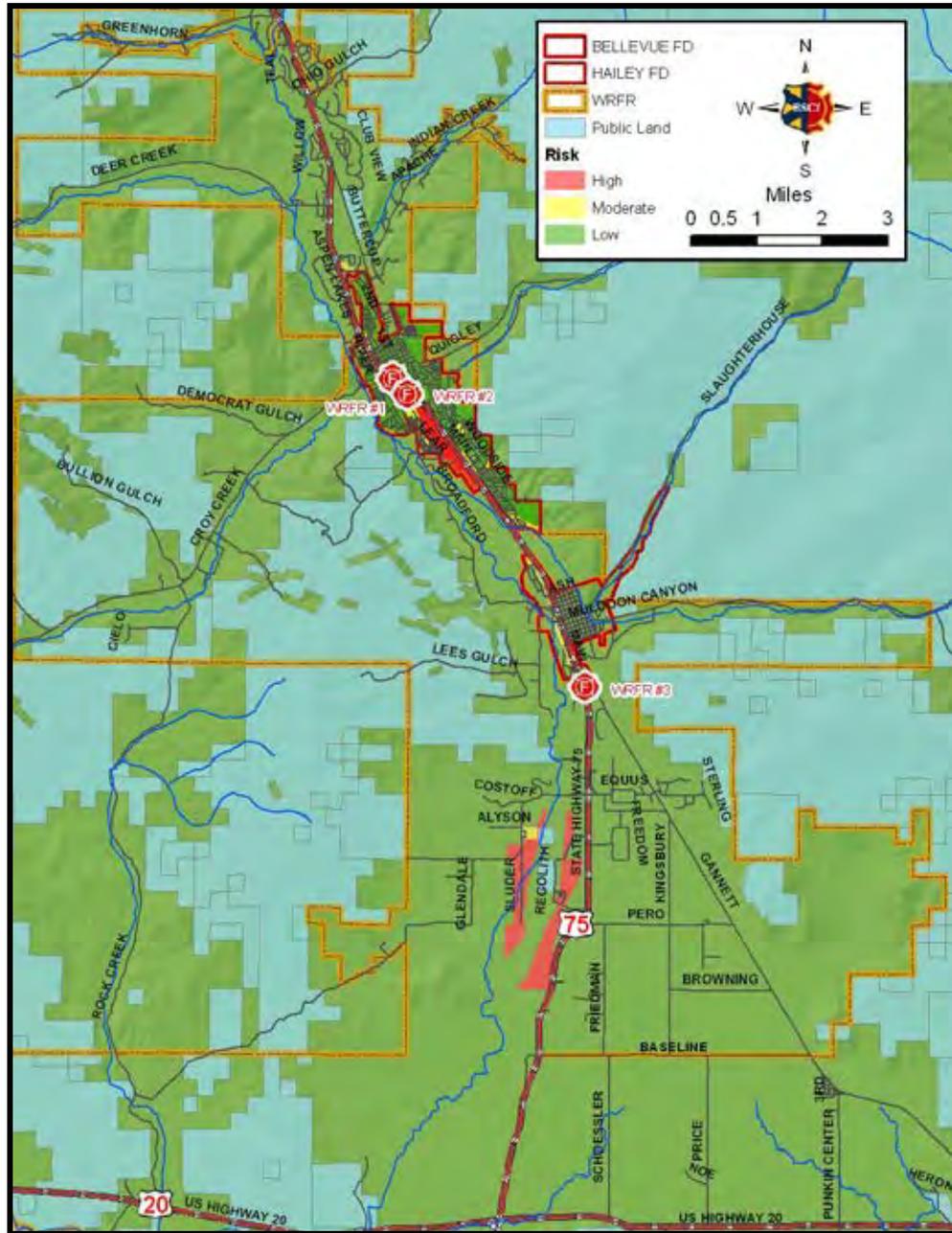
Figure 113: HFD Risk Distribution



Hailey's risk is similar in many regards to Bellevue, low in severity throughout much of the city with the exception of the Highway 75 corridor. The length of which is considered to be of the moderate risk category. However, unique to Hailey is the airport and property immediately surrounding it, which are classified as high risk.

Risk in Wood River Fire & Rescue is plotted in Figure 114.

Figure 114: WRFR Risk Distribution



As expected with the rural residential nature of the district, the majority of the service area represents a low risk level. The moderate risk level along Highway 75 in the cities is less apparent outside of the population centers with only light commercial development. A single high risk area was already identified at the airport in the city of Hailey.

Hazardous Substances and Processes

Planning for future service demand should include consideration of current and anticipated development activity that could present special hazards. The communities subject to this report, being largely of residential and light commercial composition, have not seen significant heavy industrial occupancies or processes that would pose a serious safety threat.

The airport property and the immediate surrounding area present the greatest potential risk in terms of hazardous substances. Large quantities of flammable liquids are stored and transferred at the airport and adjacent light industry facilities may use chemicals in their production processes. Additionally, with the prospect of closing of the airport and redevelopment of the property, future use and any resultant new hazards, are unknown. It will be important that fire and life safety code enforcement at the airport and adjacent occupancies be ongoing.

Partnership Strategies for Shared Fire Protection Services

A cooperative efforts feasibility study of regional fire protection is intended to provide strategies that are long term in nature. The purpose is to identify and address the most critical challenges that the participating agencies may face, looking forward as much as 20 years into the future. ESCI initiated this process in the previous sections of this report where community growth, risk identification, and service demand were forecast. In developing a long-term strategy for fire protection services for the Hailey, Bellevue and Wood River study area, the integrative use of knowledge acquisition, depth of expertise, and geographic modeling tools were employed.

Since the fire departments in the study area primarily rely on a combination of career and PPC responders serving a relatively rural area, they are most appropriately gauged by the standards identified in *NFPA 1720*.³¹

Long-Term Strategies for Facilities, Apparatus and Staffing

The following section addresses the possibilities for the addition, relocation, or elimination of facilities and apparatus along with needed staffing. The basis of need is founded upon a local and regional needs perspective.

Facilities

ESCI began the formulation of facility deployment strategies by reviewing areas where gaps exist in the capability of the system to deliver target level performance. Additionally, the analysis examines areas where there is overlap and redundancy in the capability of two or more fire stations. Resulting deployment strategies were developed in an effort to eliminate service gaps in those areas forecast to have high service demand through the relocation of fire stations or reallocation of specific resources, whenever possible.

Often, any unnecessary redundancy in coverage by fire stations located too close together can also be eliminated. However, not all service redundancies or overlap discovered in the distribution analysis are necessarily undesirable. In areas of high service demand or high risk the probability of resource-intensive incidents, as well as the rate of concurrent incidents, often increase. In such cases, a higher concentration of apparatus can be desirable.

³¹ *NFPA 1720, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, (National Fire Protection Association 2010).

Fire Station Location Considerations

Decisions about where fire stations should be located are typically made on the basis of a variety of considerations. There are no *requirements* placed on how a fire department deploys its facilities and apparatus, nor for how it responds to emergencies. Instead, the following factors are typically the drivers for deployment decision-making.

- *Available Location* – Often, sites are selected simply based on available property or because a developer or citizen chooses to offer to donate land. In some cases, a site is appropriate, whereas in other instances the temptation exists to build a station on contributed land without prudent assessment of whether the location is appropriate considering the department’s ability to staff the facility and, in the case of volunteer organizations, proximity to volunteer’s homes.
- *Community Expectations* – Citizens expect and deserve service in a timely manner. Siting of fire stations can be driven by expectations, needs, and desires, real or perceived, or simply based on considerations of a political nature at times. Since the community is “paying the bill” for fire stations, these expectations cannot be discounted. However it is important that the fire department be clear with community members about the cost and logistics associated with building a new station, not the least of which is the resources necessary to build, maintain and staff the facility, as well as funding long-term replacement.
- *ISO/ISRB Rating* – A great deal of weight is often placed on locating fire stations based on ISO/ISRB rating schedules. Maximum ratings are received when stations are located within a one and one half mile travel distance of an insured property in urban areas, and within five miles travel in rural locations. While ESCI acknowledges that insurance ratings should be taken into consideration, we caution against their being viewed as a primary factor. Insurance ratings are not standards or requirements in any form. They are simply measures by which the cost for a property’s insurance is determined.

ESCI frequently observes scenarios where fire stations were sited purely to meet insurance rating criteria and, in many cases, are not staffed or in a reasonable proximity to volunteers for response. ISO/ISRB has, in fact, granted rating credit for these fire stations, but if they are not truly operational, the net effects are false expectations and additional cost to the citizens. At this writing, ISO/ISRB rules are changing and it is expected that credit for fire stations that are marginally functional will cease in the future. ESCI therefore encourages agencies to make facility placement decisions primarily using factors of risk, concentration, and coverage standards with insurance ratings viewed as a secondary consideration.

- *Ability to Adequately Provide Staffing* – There is little point in building a fire station in a location that prohibits the agency’s ability to properly staff it. If volunteer or PPC personnel are going to serve as the primary source of manpower, proximity to where they live and work is a key consideration. Location is not, however, the only factor to keep in mind. It is also important to consider the number of responders that are available in the jurisdiction. If the numbers are low, adding more stations will

compromise the organization's ability to get fire apparatus out the door with acceptable crew numbers.

- *National Standards* – Standards established by organizations like the National Fire Protection Association provide guidance based on regional and national experience and industry best practices. Standards are not requirements, but measures of what is considered to be appropriate decision-making.

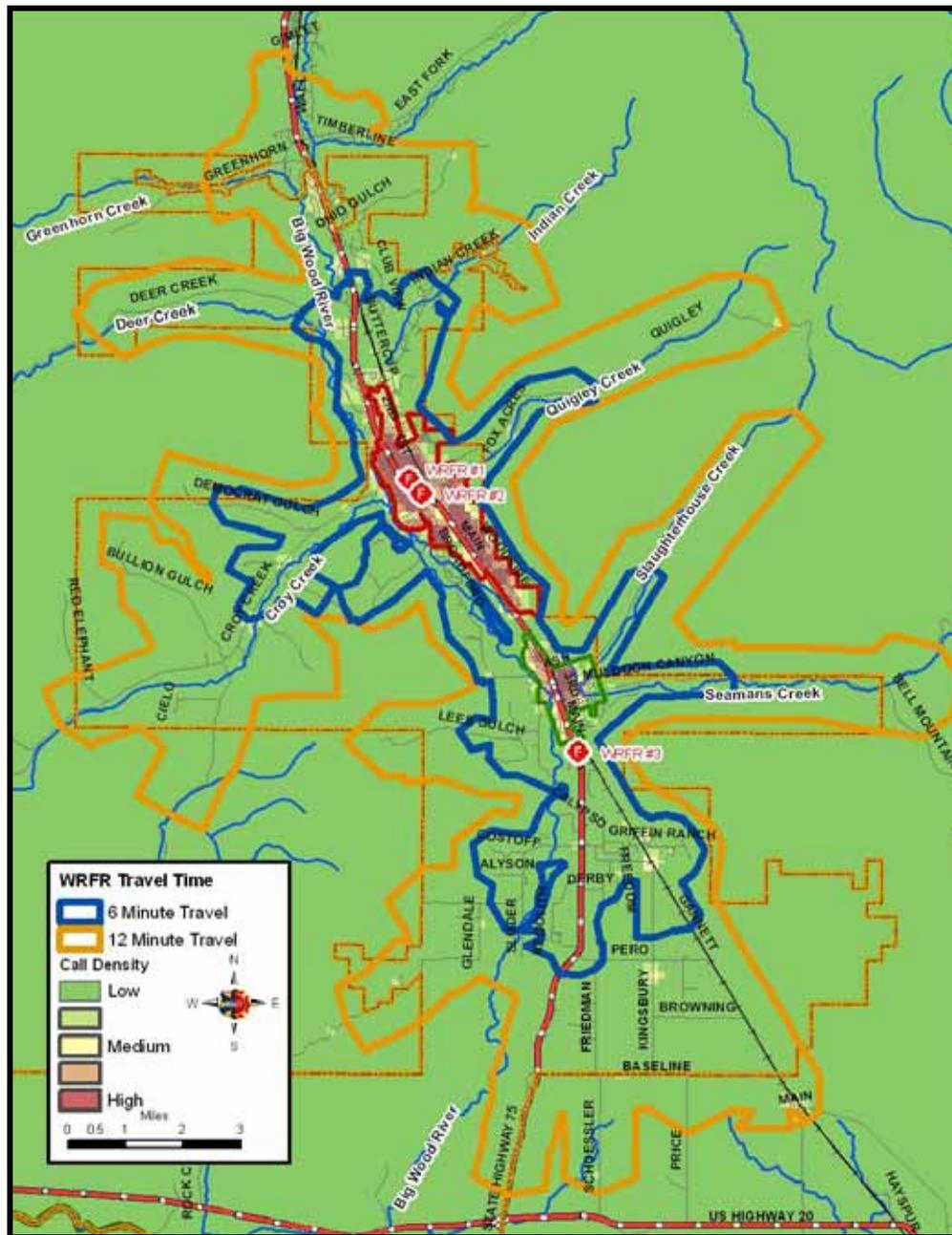
Throughout this report, ESCI has used the standards for deployment of equipment and personnel established in *NFPA 1720*³² as one basis for evaluation of current and future needs. The validity of this and other standards is always subject to debate, but it is considered to be an applicable measure in this context and will be applied to the balance of the facility, apparatus and staffing discussion.

Current Facility Deployment

Overlapping coverage clearly exists between the Hailey Fire Station, Wood River Fire Station No. 2, and Wood River Fire Station No. 1, all of which are in very close proximity to one another. As demonstrated in the Distribution Analysis section, six-minute drive times are nearly identical from all three stations. The maps in the Distribution and Concentration Analysis sections show that HFD and BFD are capable of meeting the *NFPA 1720* response time standard from current fire station locations. Figure 115 displays the WRFR fire stations with a 6-minute and 12-minute travel time.

³² Ibid.

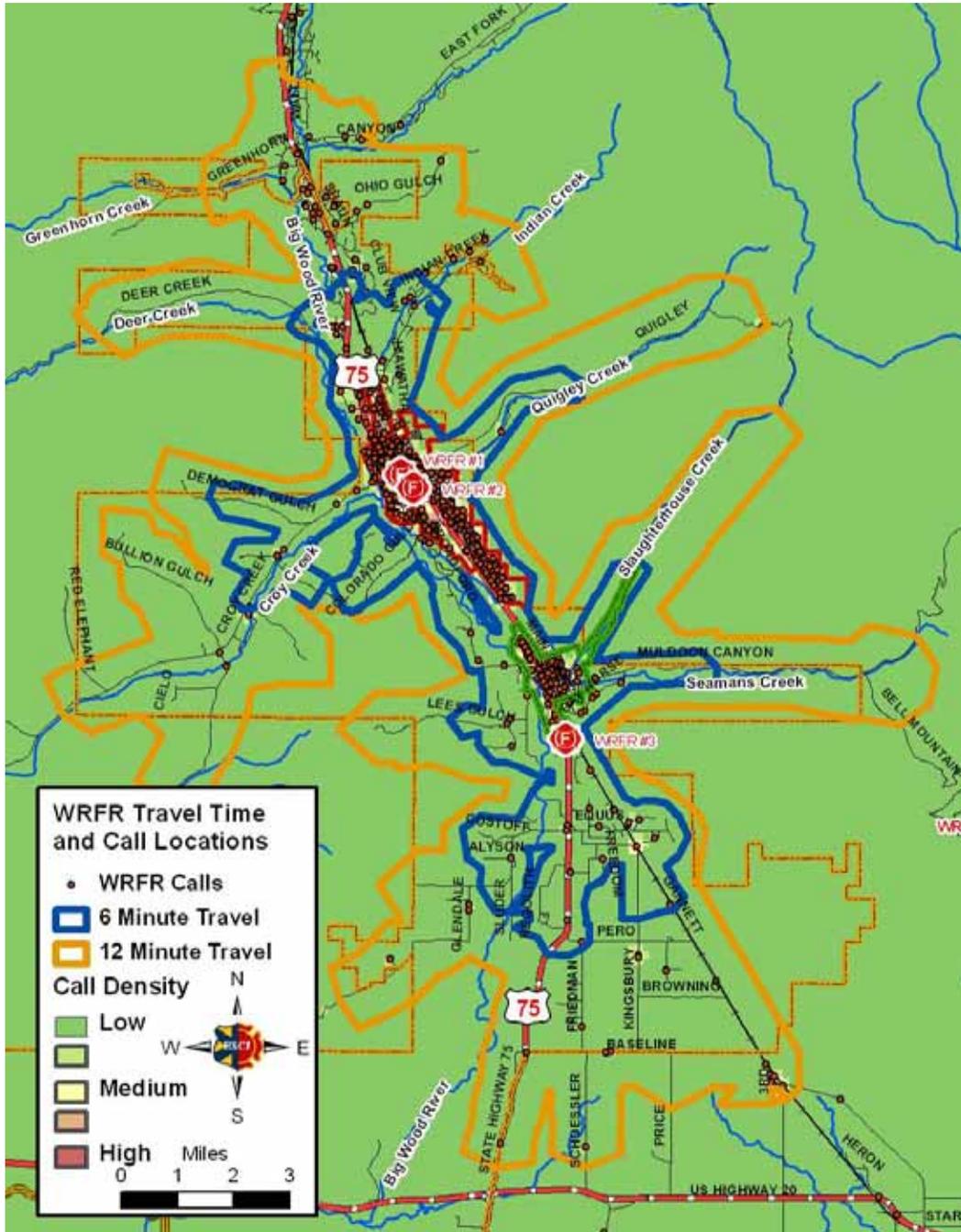
Figure 115: WRFR 6-Minute and 12-Minute Travel Times



The map illustrates that the areas of highest call density (along Highway 75 from Bellevue through Hailey) are within six minutes travel time from the WRFR fire stations. When combined with a two to three-minute turnout time, this meets the nine-minute response time goal of *NFPA 1720*. The 12-minute travel time area corresponds to the *suburban* and *rural* service area categories addressed in the same *NFPA* standard.

In the next figure, ESCI used GIS software to plot WRFR incident locations for 2008 and 2009.

Figure 116: WRFR Call Occurrence, 2008 – 2009



ESCI determined that 85 percent of WRFR calls were within the six-minute travel time service area. The majority of calls outside the six-minute travel time area are along Highway 75 between Hailey and the Big Wood River, which is the northern boundary between WRFR and Ketchum Rural Fire District. This is an area of high property values and a somewhat higher

population density compared to other areas of Wood River’s jurisdiction beyond the six-minute travel time service area.

The following table shows the coverage of service demand with the first-due travel model for each community.

Figure 117: First-Due Apparatus Service Demand Coverage

Jurisdiction	Percentage of Coverage
Bellevue FD	100%
Hailey FD	100%
Wood River FR	85%
Overall	95%

The analysis indicates that, with regard to fire station location *alone*, the HFD and BFD meet the standard of 90 percent coverage of service demand standard for *urban* category population densities (population greater than 1,000 per square mile). WRFR also meets the standard, of the six-minute driving time depicted on the travel time map. Outside of that area, response times begin to lengthen incrementally. Even so, coverage generally remains compliant with the *NFPA 1720* standards for *suburban* and *rural* population categories.

Future Facility Deployment

Both HFD and WRFR have identified potential sites as future fire station locations. The site addresses were provided to ESCI and used to analyze the viability and practicality of these sites, with respect to both future deployment as standalone organizations, and as a combined service delivery system.

Hailey Fire Department

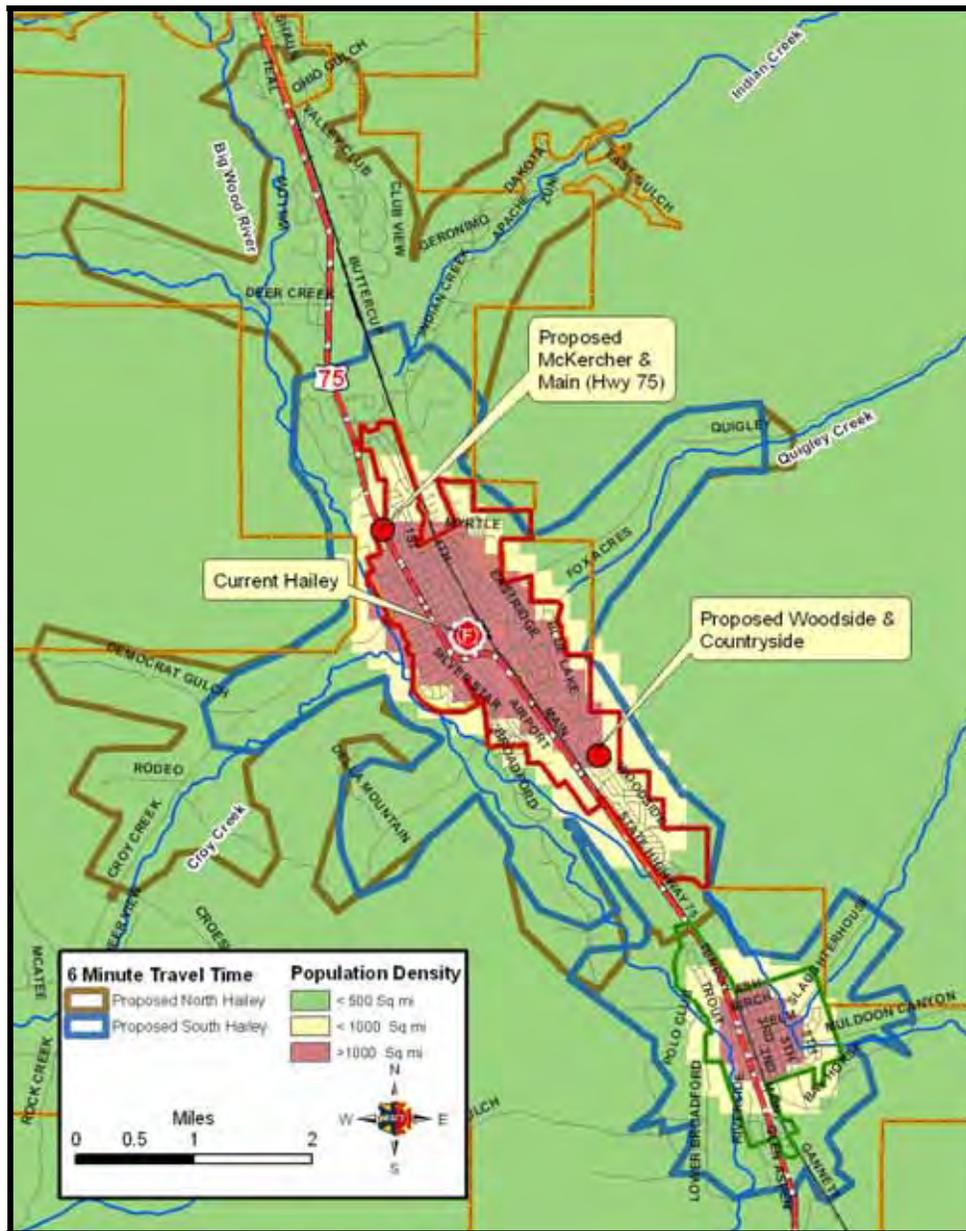
HFD has identified two sites for locating future fire stations. In a memorandum from the fire chief, a plan was put forth to construct a new fire station in the central Woodside neighborhood in the southern portion of the city. A bond election held in 2006 to finance the project failed. The long-range plan is to build the new fire station and, subsequently, another at the northern end of the city, near Main Street and McKercher Boulevard. With the two new fire stations complete, the existing fire station would be closed and service provided from the new locations.

The chief also proposes a concept of shared staffing of the northern fire station, using personnel from both HFD and WRFR. ESCI supports the idea of joint staffing of this fire station, as well as

others, and considers the concept of shared response personnel to be positive and an incremental step to further cooperative efforts.

The two proposed fire station locations were mapped, with their six-minute travel times.

Figure 118: HFD Proposed Fire Station Locations



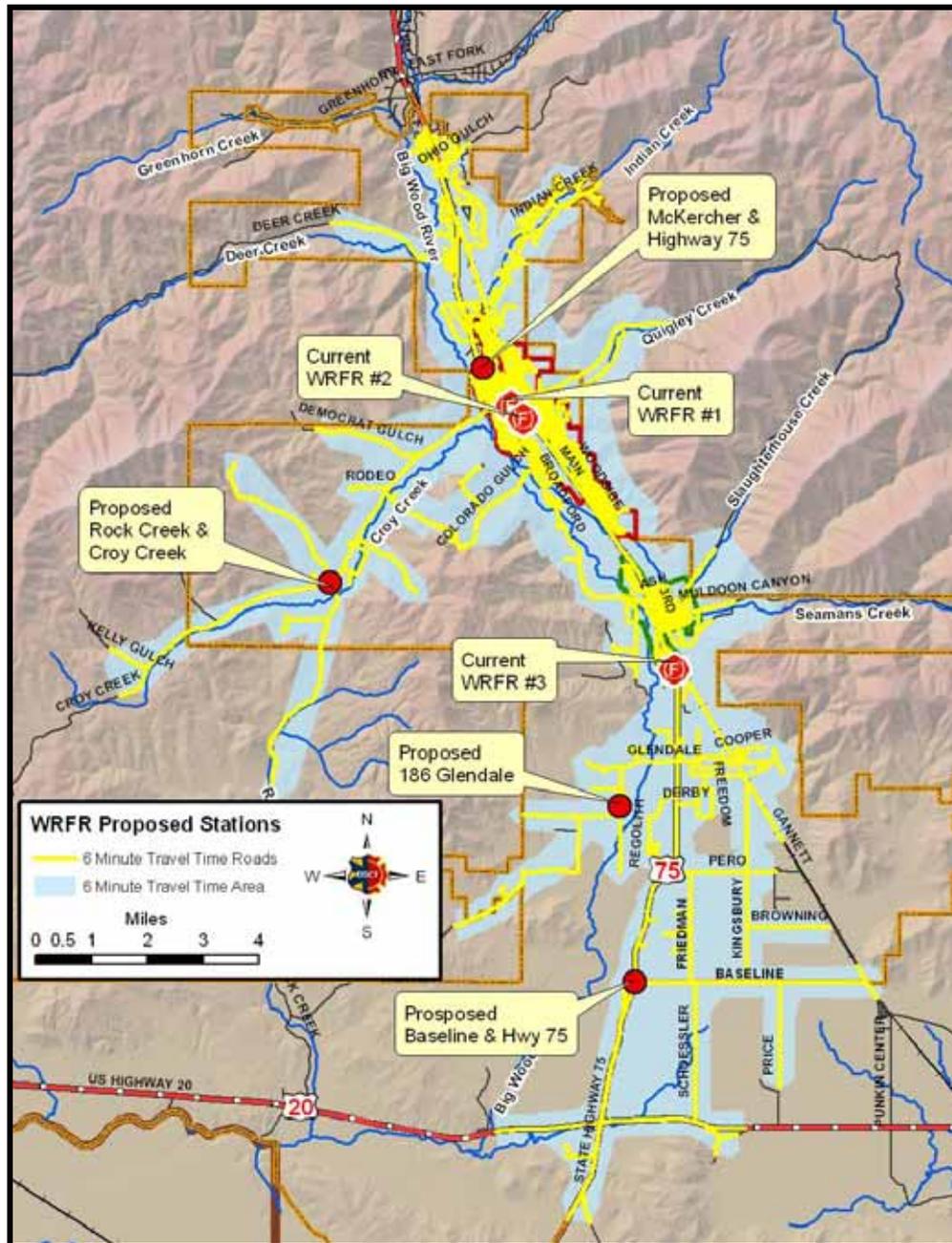
Comparison of the response coverage relative to current coverage obtained from the single HFD fire station reveals that response times improve to a limited extent with the proposed two-station model. At this time, gains do not appear to be sufficient to offset costs associated with

building two new fire stations and staffing them. However, later in this section it will be evaluated as a long-term strategy, based on future growth.

Wood River Fire & Rescue

WRFR has identified several sites as potential locations for future fire station construction. The district does not necessarily plan to build on the designated sites, but has simply identified them as potential locations for fire stations. Figure 119 reflects five additional fire stations. For reference, ESCI included six-minute response coverage on the map.

Figure 119: WRFR Proposed Fire Station Locations



As demonstrated in the preceding figure, the additional fire stations would provide fully adequate coverage. However, it is not financially feasible at this time for the district to build and staff the additional five stations, nor are the stations viewed as necessary to obtain acceptable coverage.

Future Facility Deployment Options

ESCI has developed two options for locating future fire stations, both of which are viewed as achievable and suitable, either as a part of a functional consolidation of resources or a legal merger of the three agencies. In this analysis, we attempt to balance response time coverage from recommended fire stations against the financial implications involved in building and staffing new facilities.

The options are considered to be long term. They require a high level of operational and financial planning, which will require significant time to accomplish. Of equal or greater importance, they call for a substantial level of cooperation between the organizations, which will be developed over a period of time based on the recommendations found in the Functional Cooperative Effort Strategies.

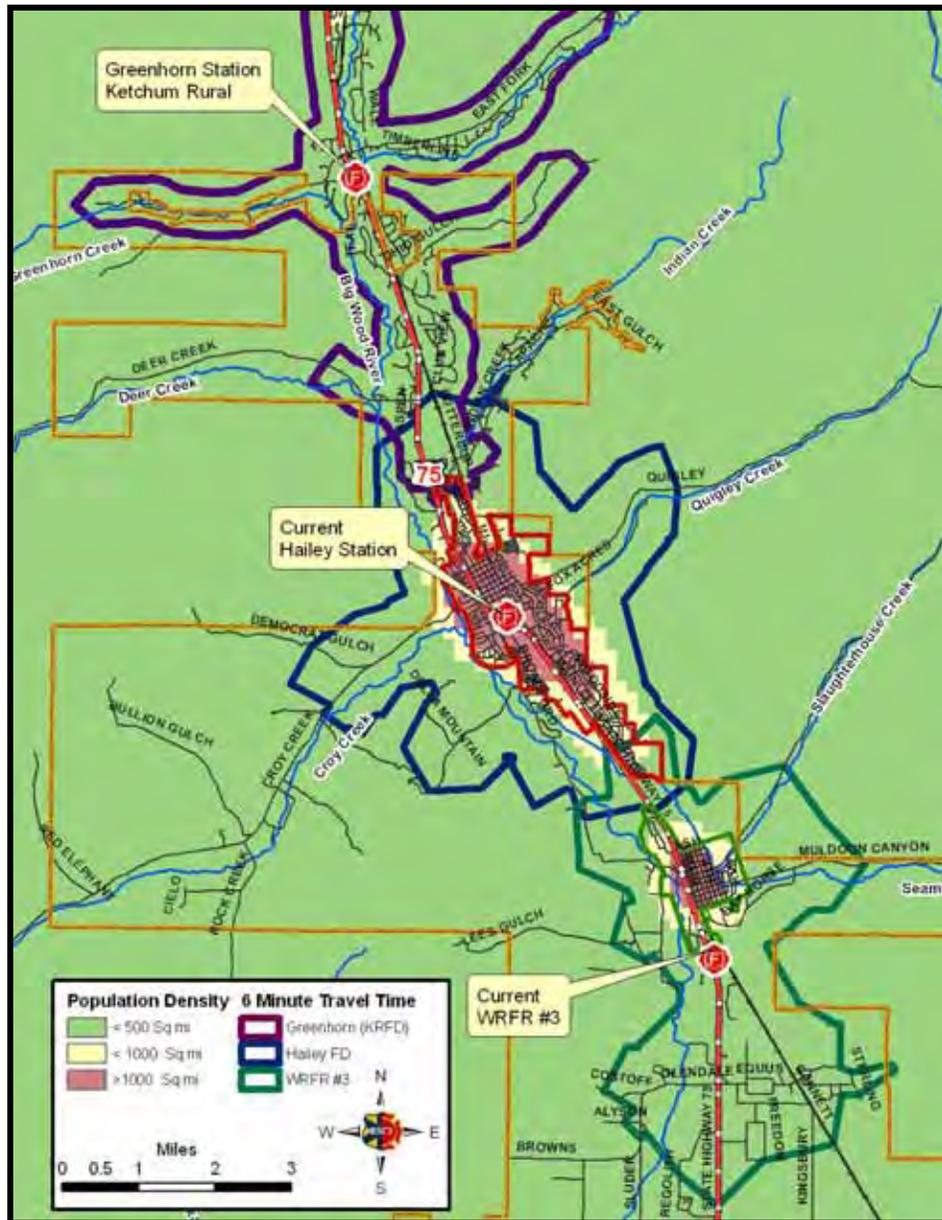
The options identified have been developed based on a significantly different approach to staffing and personnel deployment. Each is established using a concept under which the three departments will staff future facilities cooperatively, sharing human resources for the benefit of overall service delivery. In addition, ESCI has applied the same staffing theory in the northern end of WRFR, incorporating Ketchum Fire District in the staffing equation.

Facility Option One

For the first option, service to the southern portion of WRFR and the city of Bellevue is delivered from a single fire station—the existing Wood River Fire Station No. 3. Use of the current BFD fire station is discontinued due to its poor condition and aging equipment. BFD personnel become members of WRFR and are incorporated into the WRFR organizational structure.

In Option One, the City of Hailey and the portion of WRFR that surrounds the city are served from a new fire station constructed on the existing HFD property and jointly staffed by both organizations. This would be until such time that the agencies may be legally merged. The facility would be designed to accommodate an appropriate amount apparatus, equipment, personnel (with 24-hour staffing), and administrative offices. The cost of constructing a new facility would be shared by mutual agreement between HFD and WRFR with the potential for support from the Blaine County Ambulance District.

Figure 120: Option One – Three-Station Deployment Model



The current Hailey fire station location is viewed as desirable for two reasons: First, it provides for appropriate response times to the core area of Hailey, which is also the area of highest risk. Second, the site, if combined with the property on which the existing WRFR Fire Station No. 2 is located, is of sufficient size to accommodate the construction of a firefighter training facility—envisioned to be operated as a regional resource—adjacent to a new fire station.

Given the cost associated with building a new fire station, a second new facility at the north end of Hailey, as suggested by the HFD chief, will not occur at this time, but would be planned for a

future date. Instead, ESCI recommends a shared staffing approach with the Ketchum Fire District, under which 24-hour crews are housed at Ketchum's Greenhorn Gulch Fire Station No. 2.

The three-station deployment model, as depicted by the six-minute response time overlay, accomplishes coverage that is consistent with *NFPA 1720* guidelines for *urban* category population concentrations. However this is true in terms of fire station location *only*, absent consideration of equipment and staffing needs (discussed below). The model is viewed as viable in a near term perspective and as a first step toward a more comprehensive long-term model explained in Option Two.

The option has the advantage of the agencies needing to construct only a single new fire station, as opposed to the agencies' proposals that included a minimum of three: two new stations in Hailey and at least one built by WRFR in the north end of the district. The need for the City of Bellevue to build a new station is also eliminated. Additionally, staffing the three fire stations using a cooperative approach between WRFR and BFD at Fire Station No. 3, WRFR and HFD in the Hailey fire station, and WRFR and Ketchum Fire District to the north is readily attainable and cost effective.

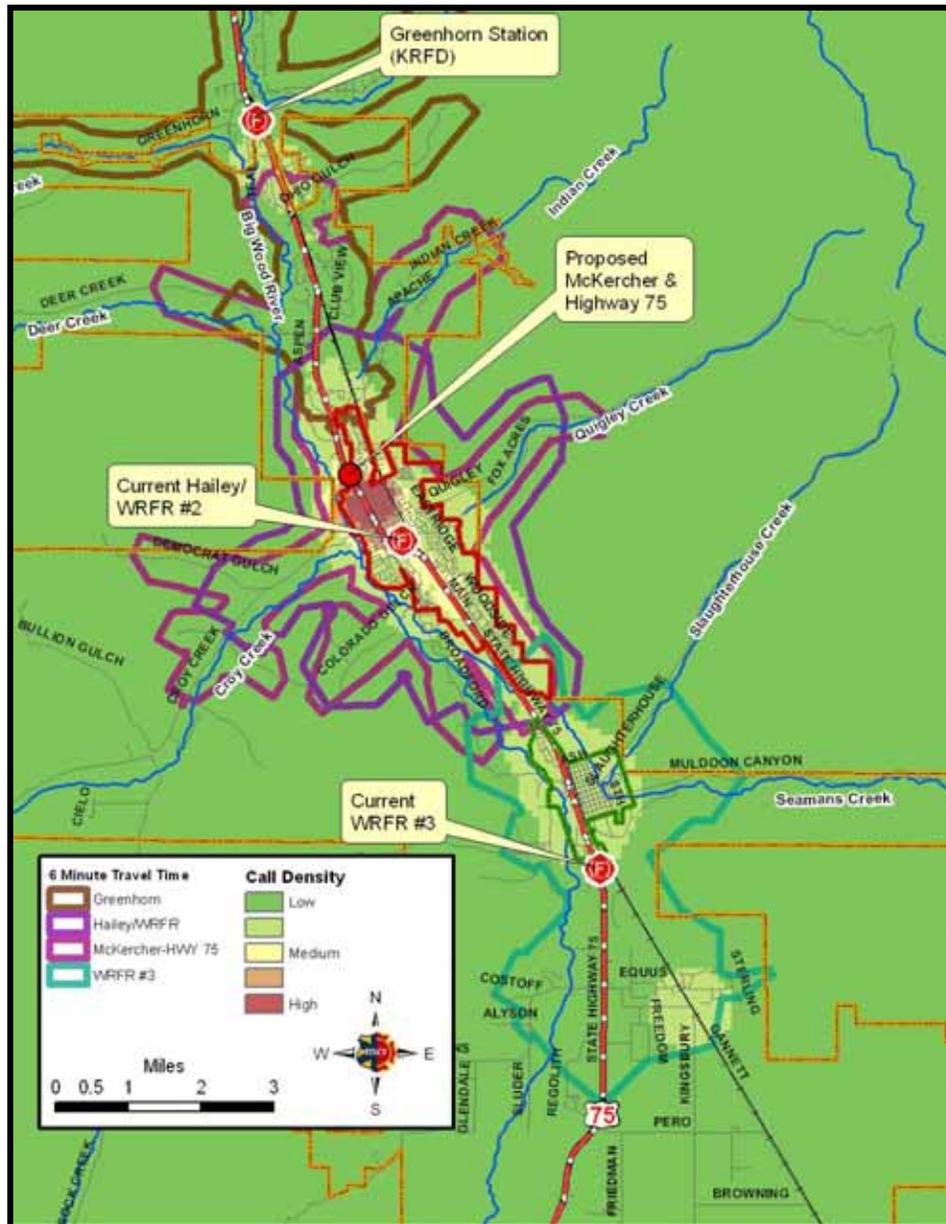
Option One meets minimum coverage requirements under current conditions, but is unlikely to provide for service demand increases that are forecast in the Hailey core area and, to a lesser extent, in the southern and northern portions of WRFR. Looking forward with an eye toward planning for future service demand, the next facility deployment (Option Two) is recommended.

Facility Option Two

The fire station locations from Option One are incorporated into Option Two. This option adds an additional fire station to the north of Hailey, within or in close proximity to the city limits. The fire station would include facilities for 24-hour response personnel and sufficient space for emergency apparatus.

Should the three agencies be legally merged by the time that this fire station is constructed; staffing would be provided by the new organization. If not, this would be a jointly staffed facility. To maximize the use of personnel, cross staffing of apparatus should be incorporated into personnel practices.

Figure 121: Option Two – Four-Station Deployment Model



When a fourth station is plotted on the response map and overlaid with both the six minute response time and the risk exposure layers, a very desirable level of coverage is achieved.

Future Station Staffing

Figure 121 shows only the location of the fire stations. Where a fire station is located is only a *portion* of the emergency response equation. Additionally, a valid analysis includes travel times, apparatus deployment, and staffing of responding units.

NFPA 1720 establishes that a response company consists of four personnel. The standard does not require that all four arrive on the same vehicle but does specify that the four will operate as a single functioning unit once on scene. The response time standard also requires that all four personnel be on scene within the recommended time frame.

The standard applies only to the initial response to a fire, however, and does not complete the equation. Additional resources are needed within designated time frames, to meet the needs of a sustained fire-fighting operation and the assembly of an effective firefighting force. Figure 122 displays the staffing requirements, time frame, and response objectives for *NFPA 1720* by demand zone.

Figure 122: NFPA 1720 Staffing Deployment³³

Demand Zone	Demographics	Minimum Staff to Respond	Response Time (Minutes)	Meets Objective % of Time
Urban Area	1,000 people/square mile	15	9	90%
Suburban Area	500 – 1,000 people/square mile	10	10	80%
Rural Area	Less than 500 people/square mile	6	14	80%
Remote Area	Travel distance exceeds 8 miles	4	Directly dependent on travel distance	90%
Special Risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90%

An effective firefighting force in an *urban* category demand zone involves 15 personnel needing to be on scene within nine minutes, 90 percent of the time. The urban zone includes the cities of Bellevue and Hailey and some of the surrounding areas. Neither BFD nor HFD have the personnel to achieve this staffing level without mutual aid assistance. WRFR is marginally able to reliably staff an incident scene with 15 responders in the stated time parameters in the absence of outside assistance.

The conclusion that the three fire departments independently lack the resources to reliably assemble and effective fire fighting force provides a segue to explore the opportunities for cooperative efforts.

³³ Note: AHJ (Authority Having Jurisdiction), a jurisdiction can have more than one demand zone.

Fiscal Analysis

Financial analysis is an important part of the analysis of partnership alternatives. To this end, we develop a computer-driven model budget for each fire department. A modeled budget is designed to impartially represent the monetary policies of each agency equally, to neutralize the normal differences usually found in unilateral fiscal practices, and to account for any financial peculiarities (such as budgetary back loading). The modeling technique assures that an “apples to apples” comparison is made of the agencies, which allows an estimation of the *public cost* of each department’s operation and provides a means for financial evaluation of the outcome of integration. The modeled budget yields a baseline estimate of the public cost of service; in addition, the methodology provides the ability to calculate the cost of the partnering strategies.

Creating a Financial Baseline

The cities and district in this study are unique and have independent methods of budgeting. For this reason it is necessary to create a means of comparison, a baseline. The process to convert the financial records of each agency to a model budget requires certain conventions and assumptions. First, the fiscal year 2010 – 2011 annual budgets of the fire departments are reformatted. We categorize the line item accounts of each into three major classifications: personnel services, materials and services, and capital outlay. The classifications are further sub-divided to permit the tracking of program cost (such as fringe benefits, maintenance, and grants). All jobs are identified and indexed to compensation paid during the baseline year (2010). Each position is extrapolated to the model budget based on the costs associated with the job (salary and benefits) for a full year and expressed in FTEs (full-time equivalency units).³⁴

We identify all non-tax revenues and subtract them from agency expenditures to produce the estimated general operating tax requirements of each jurisdiction. We consider that the resultant sum fairly estimates the amount of public tax support that each agency requires to sustain the current level of fire and emergency medical services, regardless of the source of the jurisdiction’s tax revenues. A corresponding modeled property tax rate is generated for the fire departments by applying the calculated general operating requirements of the organization against the assessed value in 2010.

³⁴ Note: During the course of this project, depressed economic conditions have continued to impact the financial resources available to each of the departments. As a result, the number of fire department personnel often changed from month to month. Accuracy in the number of FTEs was based on the latest data available at the time this report was developed.

Note that the model tax rate is calculated to permit the *comparison* of the effects of the proposed action only. The model tax rate may not match the actual tax rate of the agency for a number of reasons. For example, any unaccounted back-loaded program or position will increase the model budget and resultant tax rate because each is calculated on a full year of services. On the other hand, the accumulation of fund balances tends to drive down the modeled tax rate in comparison to the actual rate. We do not intend that the ESCI model budget exactly mimic each agency's current or future budget. Instead, the modeling process provides a stable base by which to measure and compare the effects of the proposed change.

Generally, we use a set of standard conventions when combining the modeled budgets of the individual agencies for analysis. Depending on local situations, we may apply other special protocols to our calculation of the financial impact of restructuring. Regular and special conventions observed in this study are:

- Jobs: To facilitate the analysis, we assume that in combining any of the agencies an agreement is reached in which all full-time, and PPC positions are preserved but not necessarily converted to exactly the same jobs in the new organization.
- Job Classifications: Differences exist between the job classifications, titles, and structure of the departments. Although we combine the departments and carry out financial analysis of a consolidation based on the existing organizations, we note that in the long term the departments may need to restructure their administrative, support, and operational sections to better suit the new character of any collaboration or a consolidated department.
- Staffing: The model assumes that the existing staffing total of all fire stations continues with an equivalent number of employed FTE positions. However, in some options, redistribution of personnel and to meet deployment objectives has occurred. Any reduction in the total number of personnel is via the abolition of positions that were authorized but not funded.
- Compensation: Some job classifications within an agency may have more than one level of compensation assigned. If we are not able to identify the actual salary that is paid in such cases, we usually weight our compensation estimate to about 90 percent of the high end of the salary scale to allow for a tendency (over time) for a group of workers to reach maximum wage. In this case, we were able to use the payroll report to identify existing salaries; consequently, the model makes compensation assumptions that are very close to the actual amounts paid by that agency. When merging organizations, we assume that the highest salary paid to similar classifications prevails.³⁵
- Created Positions: In most circumstances, the salary costs for the jobs of any unified agency are calculated on the highest compensation level of current (or similar) positions.

³⁵ Specifically, if each agency has the same job classification (e.g., fire chief) but those positions are paid different salaries, we assume that the compensation of that job in the merged department will be paid at the highest former rate.

We may assign an assumed compensation to new positions that were created for the purposes of analysis. Occasionally, some employees or groups are compensated at a rate much higher than comparable positions in the other agencies. In these cases, we usually assume that pay for the higher position is “red circled”; essentially holding the current employee at that level until normal increases in other classifications close the gap. When compensation levels appear to be very much higher than comparable positions, we may assign (what we consider to be) a normally expected rate of compensation to avoid adversely weighting the model.

- Paid per Call (PPC) Costs: Costs associated with PPCs are identified for each agency within the model, and a per-member expenditure is calculated. When combining agencies, PPC cost is estimated based on the highest per-member cost of the involved agencies times the total number of members in the action.
- Governing Board Expense: Districts usually maintain line item accounts associated with governance expenses (mileage, per diem, reimbursement, elections, insurance, and meetings). Under the option of a fire district, governing body expenses are factored in to the modeled budget.
- Municipal Overhead: The financial policies of the fire district and cities are not easily comparable. Where districts are single purpose agencies with relatively straightforward budgets, the financial transactions of cities tend to be more complex. Frequently, some cost centers of a city fire department (such as legal counsel, risk management, accounting, and utilities) may be supported by the city outside of the fire department budget. The baseline process factors in expenditures for municipal overhead when appropriate. Municipal overhead costs for seven years averaged 9.50 percent. This percent was applied to the budgets of BFD and HFD in the modeling.³⁶
- Budgetary Line Items: We use the model budget as a template in the process of generating a merged budget for the partnering strategies. Budgetary modifiers are assigned to line items depending on the factors that are likely to change that allocation in a consolidation. Each modifier adjusts the corresponding line item in proportion to the overall impact on the departments. For example, the allocations of certain line items are largely dependent on the number of employees of the department; consequently, a modifier for those line items will adjust the corresponding line items of the merged budget in proportion to the change in the number of full and PPC employees. The ESCI budget model includes modifiers for career administrative staff, career operational staff, total personnel, stations, offices, engines, medic units, ladder trucks, vehicles, emergencies, assessed value, and population.
- Capital Equipment and Facilities: Financial analysis assumes the existing facilities and apparatus are maintained after any consolidation but may be altered in accordance with the budget modifiers relating to equipment and facilities.
- Revenue: When a partnering strategy involves unification of departments through a merger, consolidation, or a new organization (such as joining two or all agencies), the non-tax revenues of the departments are combined. In some instances, however, agreed-upon terms (contract) dictate how revenue is collected and distributed.

³⁶ Municipal overhead does not include the value of fire suppression infrastructure from water departments, which is not available to fire districts. Examples are water storage, delivery system, hydrants and water rights.

- Unusual Expenditures or Revenue Source: Existing (but reformatted) agency budgets are used as the basis for the estimation of service cost in each community. Some occasional or one-time expenses and revenue sources (such as the award of a grant) are factored out of the model.

Forecasting Financial Outcome

The process described provides a kind of “snapshot” of the fiscal effects of collaborative efforts and a consolidation as if the action takes place during the fiscal year 2010 – 2011 budgetary years. The baseline permits a comparison of the existing fiscal policies of the agencies with the budgetary and taxation changes relating to the cooperative model. This methodology yields a comparison of the “what if” of a merger against the baseline of current taxation.

While comparing the cost of emergency service to the outcome of merger in the modeled budget year is helpful, it begs the inevitable question: What might an integration cost in the future? If a merger is financially feasible now, might it remain that way in the future or will changes in labor, materials, capital, and demographics change the outcome?

To assist in answering this question, we project the financial result of any proposed consolidation through a ten-year planning horizon. The forecast does not attempt to predict the finances of the departments because changes in law and politics are certain to make such forecasting wrong. Rather, ESCI’s analysis shows how trends in the CPI-U³⁷ (Consumer Price Index), the cost of labor, the assessed value of the cities, and demographics may act on the outcome of a consolidation based on 2010 policy and law. A projection of escalating cost merely shows that the departments may be under increasing financial pressure over time not that tax rates will actually increase. On the other hand, a prediction of declining cost suggests smoother financial sailing for the departments. The assumptions made in forecasting a consolidation are listed below:

- Administrative Staffing: The number of administrative and support jobs are maintained at the ratio now existing. Otherwise, nonspecific staff positions are added to the models as warranted by an increase in the forecast population and a corresponding increase in the number of operational personnel (see discussion of operational staffing below). In this process a merger of the departments would allow for greater specialization of administrative personnel and a cleaner delineation of responsibility.
- Operational Staffing: Firefighting positions are maintained in the consolidated models in accordance with the median of Idaho fire departments serving similar populations. If the

³⁷ CPI for All Urban Consumers.

forecast population of the region increases, additional nonspecific operational staff positions could be added to the model as the benchmark exceeds baseline positions.

- Compensation: The costs associated with salaries, overtime, and benefits are assumed to increase by the ten-year average CPI-U compounded each year.
- Budgetary Line Items: All materials, services, and capital budget line items are assumed to increase by the historical ten-year CPI-U for the West Urban CPI-U each year (2.94 percent) through year 2020. In addition, budget line items are adjusted in accordance with the aforementioned modifiers to account for changes in staffing, stations, offices, vehicles, emergencies, assessed value, and population.
- Capital Lease: WRFR has purchased fire apparatus and other capital equipment through a lease purchase agreements. The consolidated budget model and the budget model assume the lease to be fully paid in the current fiscal year or as specified by the leasing contract.
- General Fund Capital Purchase: The purchase of capital equipment from the general fund of the budgets and the consolidated budget is assumed to continue but compounded by the CPI-U and as adjusted by modification factors.
- Stations and Apparatus: Initially no additional fire stations or apparatus for a consolidated agency would be required.
- Non-tax Revenue: All non-tax revenue of the departments is assumed to increase in accordance with the average change in the CPI-U. Additionally, revenue associated with any new services is modified in accordance with the expected change in the population being served.
- General Obligation Debt: We do not include a calculation of general obligation debt associated with the construction of new fire stations or the purchase/equipping of emergency apparatus in any of the general fund models. Such expenditures usually fall outside of general fund budgeting and must be independently authorized by voters in an election for that purpose.
- Assessed Value: The assessed value (AV) of the cities and district is assumed to change in accordance with the trend over the last ten years. In addition, we assume that during the next decade, new construction in the region will equal the trend.
- Population: Population generally increases in relation to the change in new construction. We use the forecast for the cities and district as stated in this report.
- Legacy Liability: Certain liabilities have been sustained by each city and the district are assumed for this purpose to remain with where they were incurred. Legacy liabilities may involve pension funds, workers' compensation claims, hazard mitigation, and lawsuits (would include open and pending actions). Going forward, new liabilities would be with any newly created agency or divided among collaborating fire departments as acknowledged in an agreement.
- Indirect Costs: Certain administration and support costs to operate municipalities are either absorbed or charged out the city departments. To accurately portray the costs of operating BFD and HFD a charge equal to 9.50 percent of the fire department budgets.

- Contracted Ambulance Service: WRFR holds the contract for providing emergency medical and transport services of the sick and injured for the southern portion of the Blaine County Ambulance District. Modeling assumes the continuation of this contract.

Financial Result of Complete Integration, Baseline Year

The table below details the modeled baseline 2010–2011 budgets of the partner agencies and calculates an equivalent service cost (in terms of a modeled tax rate) for each community.

Figure 123: Modeled Baseline Cost of Fire Protection

Budget Category	BFD	HFD	WRFR
Personal Services	\$38,995	\$407,943	\$1,410,983
Materials & Services	48,092	76,307	215,320
Capital Outlay	0	0	116,050
Transfer	0	0	0
Contingency	0	0	0
Municipal Overhead	8,273	46,004	0
Model Budget	95,360	530,253	1,742,352
Calculation of Tax Cost			
Assessed Value	341,974,480	1,278,745,835	1,146,905,909
Model Budget	95,360	530,253	1,742,352
Non-Tax Revenue	4,000	0	939,605
Equivalent Tax Levy	91,360	530,253	802,747
Modeled Tax Rate	\$0.267	\$0.415	\$0.700
Modeled Tax Rate (Excluding Capital Outlay)	\$0.267	\$0.415	\$0.599

Figure 123 illustrates that a fire protection cost disparity exists between the agencies. The community cost of BFD is calculated to be the equivalent of a property tax of \$0.267 per \$1000 AV. Fire protection in the City of Hailey costs the equivalent of \$0.415 per \$1,000 AV. WRFR costs district residents the equivalent of about \$0.70 per \$1,000 AV. For perspective, income from the contract with the Blaine County Ambulance District offsets nearly \$0.073 of the equivalent tax cost. Without contract income, the equivalent tax rate of WRFR would be \$1.473 per thousand AV. These estimations of service cost provide the baseline for analysis of the proposal to consolidate the agencies.

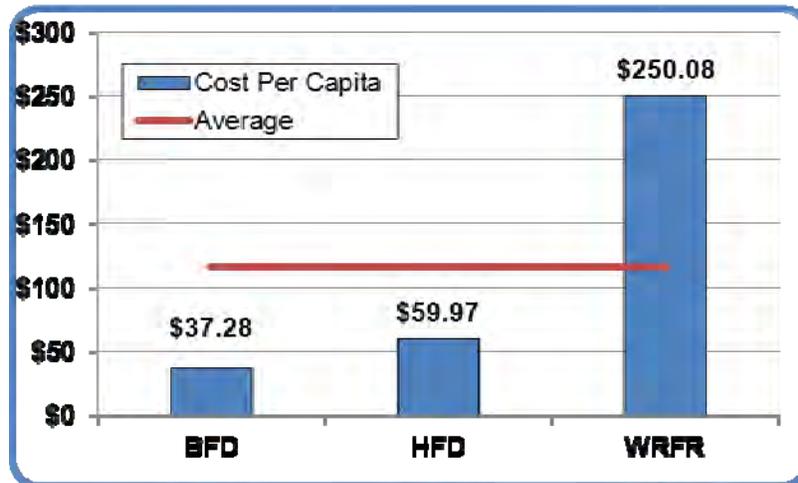
Comparables

The following figures provide a look at how the fire departments compare to each other using per capita cost for fire and EMS, incidents and cost per incident, and assessed valuation per capita. While each figure provides factual information, they should be taken as intended—a

snippet of data and an interesting fact. Much of the financial information is background and can be applied to an option that yields an outcome for comparison.

Population is also an important component of the fire protection equation. The trouble with accepted jurisdictional populations is that such numbers frequently do not account for our highly mobile culture. Factors such as transportation, commerce, and recreation tend to make the given population for a region fluctuate widely depending on time, day, and season. With that disclaimer, Figure 124 illustrates the per capita cost of BFD, HFD, and WRFR.³⁸

Figure 124: Fire Protection Cost and Average per Capita



Experience has shown that, it is very common for the cost of fire protection to exceed \$150 per capita in urban settings, trending up to about \$200 in most cases.³⁹ The higher cost of fire service in an urbanized zone is usually a function of the level of sophistication required by that system (i.e. fully career staff, paramedic services, and fully staffed fire prevention programs).

The national average cost per capita is considered about \$114, but that can vary dependent on region. Costs usually trend downward as one compares an urban fire system to suburban and rural settings. Rural fire systems staffed only by PPC (volunteers) tend to cost from \$25 to \$75 per resident. Similar systems that employ only a full-time chief administrator usually cost from \$50 to \$90. The preceding figure shows that the per-person cost of fire protection in Bellevue and Hailey is generally within expected range, with Wood River Fire & Rescue (because of its

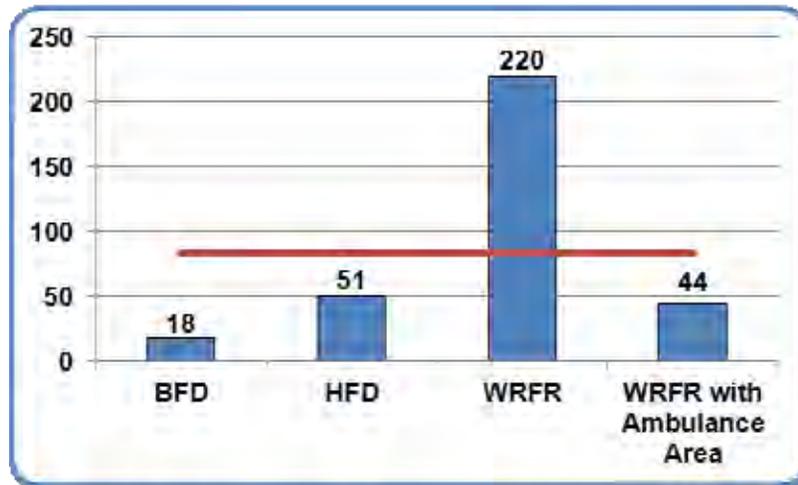
³⁸ Based on operational budget supplied by the agencies for FY 2011.

³⁹ Sometimes, the per capita costs of certain urban fire protection systems trend very much higher than \$200 per resident. This is usually due to special circumstances such as a high level of emergency medical service commitment, or a very low ratio of residential population to risk.

limited population) trending on the high end. The per-resident cost of fire protection in the fire district is about four times the cost in Hailey.

Human activity is the impetus for the number of incidents an emergency agency will have. Demography is also a factor. For example, as the population in an area ages, the number of calls for EMS will generally increase. The following figure compares the number of incidents per 1,000 population and shows the average (indicated by a solid line) for the three fire departments.

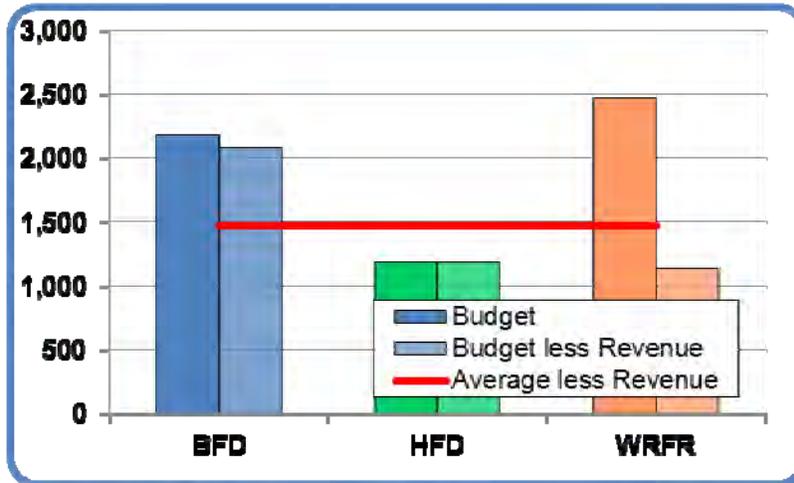
Figure 125: Incidents per 1,000 Population



In 2009, BFD had 18 responses and WRFR had 220 responses per 1,000 population. With the ambulance service area included, WRFR had 44 responses per 1,000 population in 2009.

The following figure illustrates the cost per incident using the operating budget and the average cost per incident for the three fire departments. The operational cost is based on the modeled fiscal year 2010 – 2011 budget.

Figure 126: Cost per Incident and Average



The average cost per incident is approximately \$1,466. Including the responses for ambulance services and revenue, WRFR has the lowest average cost per incident of \$1,135.

The next figure shows the AV (assessed value) per capita. This information can be used to determine if a correlation exists between the AV, cost, and number of incidents per capita.

Figure 127: Assessed Value and Average per Capita



The average AV per capita of the three service areas is \$223,024. Wood River Fire & Rescue (at \$357,292) is approximately 160 percent of average of the three fire departments.

Fire Department Personnel

Figure 128 details the number of career personnel and PPC members that are maintained by the three agencies, and then lists the combined staffing during the baseline year.

Figure 128: Combined Fire Department Staffing, Fiscal 2010 – 2011

Position	BFD	HFD	WRFR	Total
Administrative				
Fire Chief	0.48	1.00	1.00	2.48
Deputy/Assistant Fire Chief	0.00	1.00	1.00	2.00
Fire Marshal	0.00	1.00	0.00	1.00
Fire Inspector/Plans Reviewer	0.00	1.00	0.00	1.00
Administrative Assistant	0.00	1.00	1.00	2.00
Subtotal	0.48	5.00	3.00	8.48
Operations				
Captain	0.00	0.00	3.00	3.00
Lieutenant	0.00	0.00	5.00	5.00
Senior Engineer	0.00	0.00	1.00	1.00
Subtotal	0.00	0.00	9.00	9.00
Paid per Call				
Assistant Fire Chief	0.00	1.00	0.00	1.00
Captain	2.00	2.00	0.00	4.00
Lieutenant/Squad Leader	0.00	1.00	5.00	6.00
Engineer/Senior Engineer	2.00	3.00	8.00	13.00
Firefighter/EMT/Paramedic	5.00	9.00	11.00	25.00
Probationary	0.00	2.00	11.00	13.00
Support	0.00	2.00	0.00	2.00
Subtotal	9.00	20.00	35.00	64.00
Total	9.48	25.00	47.00	81.48

Each of the departments has requirements for training attendance and the number of response to calls for service by PPC. Many fire departments use a system wherein volunteers are required to staff on-duty shifts as a means to reduce turnout time. PPC personnel for HFD sign up for coverage with Rescue 6 on evenings and weekends and take the unit home, guaranteeing a response. They are compensated \$48 per shift and per call. WRFR PPCs must make 10 percent of emergency calls when not on duty.

Compensation and Benefits

Each of the fire departments uses a combination of career staffing and PPC to carry out its functions. Typical forms of compensation and benefits are provided to the full-time staff members of the departments, including salary, comprehensive medical/dental insurance, disability insurance, life insurance, deferred compensation, and retirement pension.

The type, amount, and variety of benefits vary by department. The following figure (Figure 129) summarizes benefits for full-time and PPC personnel by department.

Figure 129: Full-Time and PPC Employee Benefits

Survey Components	BFD	HFD	WRFR
Social Security	Yes	Yes	Yes
Workers Compensation	Yes, state insurance fund	Yes, state insurance fund	Yes, state insurance fund
Pension	Yes, for 401 fulltime employees	PERSI	PERSI
Deferred Compensation	Yes	401 PERSI Choice	PERSI Choice
Medical Insurance	Yes, employee and dependents up to two at \$100 per month	Yes, employee, dependents are paid by employee	Yes, employee and dependents with a deductible and a co-pay
Dental Insurance	No	Yes	Yes
Short and Long-term Disability Insurance	No	No	Yes for PPC
Life Insurance	No	No	Yes, \$100,000 for fulltime
Vision Insurance	No	Yes	Yes
Survivor Income Benefit	No	No	No
LifeFlight (Air St. Luke's)	Family payment	Family payment	Family plan paid by the fire association
PPC (Volunteer Compensation)	Yes	Yes	Yes
Other Benefits	\$30 awarded to the paid per call of the quarter	<ul style="list-style-type: none"> \$25 awarded to the firefighter of the quarter, and \$100 for firefighter of the year Vaccinations 	<ul style="list-style-type: none"> Award for PPC and career firefighter of the quarter Continuing education, grant opportunities for paramedic training funded by the association Commendations, gift cards, and incentives for outstanding performance

The type, amount, and variety of pay classification are summarized in Figure 130 by job title and fire department for career personnel.

Figure 130: Career Personnel Annual Salaries

Rank/Title of Position	BFD	HFD	WRFR
Administrative			
Fire Chief	33,699	75,485	94,494
Deputy/Assistant Fire Chief	N/A	59,000	80,205
Fire Marshal	N/A	44,562	N/A
Fire Inspector/Plans Reviewer	N/A	37,856	N/A
Administrative Assistant	N/A	38,147	50,945
Operations			
Captain	N/A	N/A	60,238
Lieutenant	N/A	N/A	58,440
Senior Engineer	N/A	N/A	48,760

A somewhat more complex method is used for computing compensation for PPC personnel. Rates are based on a range of certification, experience, and activity.

Bellevue Fire Department

BFD hourly rate begins when a new PPC is hired is \$10.00 per hour for training and \$12.00 per hour for fire calls.

Hailey Fire Department

PPC rates of compensation for HFD are:

- Training Rate – \$8.50, plus \$1.00 for engineer, plus experience compensation
- Incident Rate – \$12.50, plus \$1.00 for engineer, plus \$1.00 for EMT-B, plus experience compensation
- Special Incident Rate – \$12.50, plus \$1.00 for engineer, plus \$1.00 for EMT-B, plus \$1.00 for hazardous materials technician, plus \$1.00 for rescue technician, plus compensation for experience
- Experience – extra \$0.50 per hour for every three years of membership beginning in the fourth year up to a maximum of \$2.50

Wood River Fire & Rescue

Rates for compensating WRFR PPC are:

- Firefighter Starting Wage – \$12.50 per hour
- Completion of Probation (not less than one year) – Additional \$0.50 per hour

EMS Skill Level

- Idaho Basic EMT – Additional \$0.50 per hour
- Ambulance Rated EMT – Additional \$0.25 per hour
- Advanced EMT – Additional \$0.25 per hour
- Paramedic – Additional \$2.50 per hour

Fire Skill Level

- Firefighter II – Additional \$0.50 per hour
- Engineer – Additional \$0.50 per hour
- Senior Engineer – Additional \$0.50 per hour
- Squad Leader – Additional \$1.00 per hour
- Experience – For each successive year of continuous employment in good standing (with over 10 percent off-duty emergency call response) Additional \$0.25 per hour

WRFR PPC personnel who are eligible to work shifts may be paid a rate different from their standard hourly rate if the hourly rate exceeds the amount normally paid for the position they are filling.

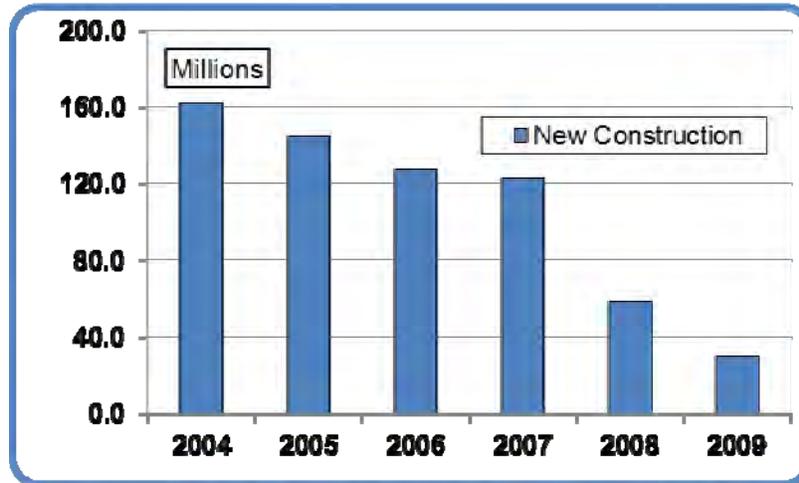
The Influence of Economic Factors on Future Cost

Many factors influence the amount of revenue (and thus the dollars available for expenditures) associated with the operation of the cities, including the fire departments. Some of the factors include unemployment, the fluctuating cost of petroleum products, the potential for decreased revenue from property taxes based on the current housing crisis, inflation (CPI-U), and the impact of development in the cities and district. While many causes have a detrimental impact, new development is generally positive. As a caveat, actually achieving a benefit from new development requires planning.

Fluctuation of Regional Housing Sales

The data used in the illustration is the regional, Blaine County information for the value of new privately owned residential construction permits.⁴⁰

Figure 131: Blaine County Value of New Construction, 2004 – 2009



The value of new residential construction has decreased over 400 percent between 2004 and 2009. In 2004 a total of 313 permits for new residential projects (385 housing units) were issued; in 2009 there were 26 (all for single-family dwellings).

Annual Unemployment Rate

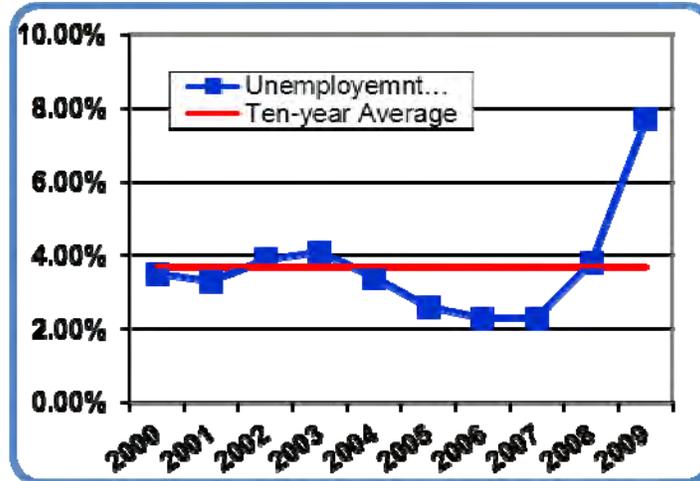
The U.S. Department of Labor, Bureau of Labor Statistics produces an assortment of data sets and reports that are useful for economic analysis and trending. One such data set (the Local Area Unemployment Statistics program) produces monthly and annual employment, unemployment, and labor force data for census regions and divisions, states, counties, metropolitan areas, and many cities by place of residence. Estimates in these reports are considered key indicators of local economic conditions. Unemployment is one gauge of economic health and is a statistic that is familiar to almost everyone.

Unemployment statistics are based on persons aged 16 years and older who had no employment during the reference week, were available for work (except for temporary illness), and had made specific efforts to find employment during the four-week period ending with the reference week. Persons who were waiting to be recalled to a job from which they had been laid off need not have been looking for work to be classed as unemployed.

⁴⁰ U.S. Census Bureau, Building Permit Estimates.

The following figures show a ten-year historical review and annual average of the rate of unemployment for the Blaine County statistical area.⁴¹

Figure 132: Historical and Average Unemployment Rate, 2000 – 2009



Unemployment has averaged 3.69 percent over the ten-year period 2000 through 2009. For 2009, unemployment in Blaine County increased approximately 102 percent over 2008.⁴²

According to most recent report released by the Bureau of Labor Statistics (September 2010), preliminary figures show that the unemployment rate for the area stands at 8.2 percent.

Annual Inflation Rate

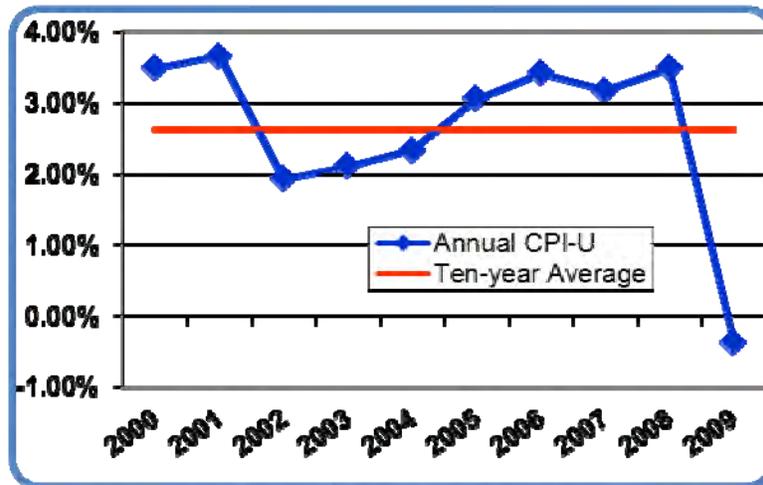
Inflation is also an important consideration when forecasting cost. For the purpose of this analysis, we use the average Consumer Price Index for all urban consumers (CPI-U) reported for the 2000 through 2009 period for the West Urban, Statistical Area as compiled by the U.S. Department of Labor.⁴³

⁴¹ U.S. Department of Labor, Bureau of Labor Statistics, Local Area Unemployment Statistics Series, LAUS Unit, LAUS system output file, Blaine County, ID, Statistical area.

⁴² Ibid.

⁴³ U.S. Department of Labor, Bureau of Labor Statistics, Consumer Price Index—All Urban Consumers, Series Id: CUUR0400SA0, CUUS0400SA0 Not Seasonally Adjusted, Area: West.

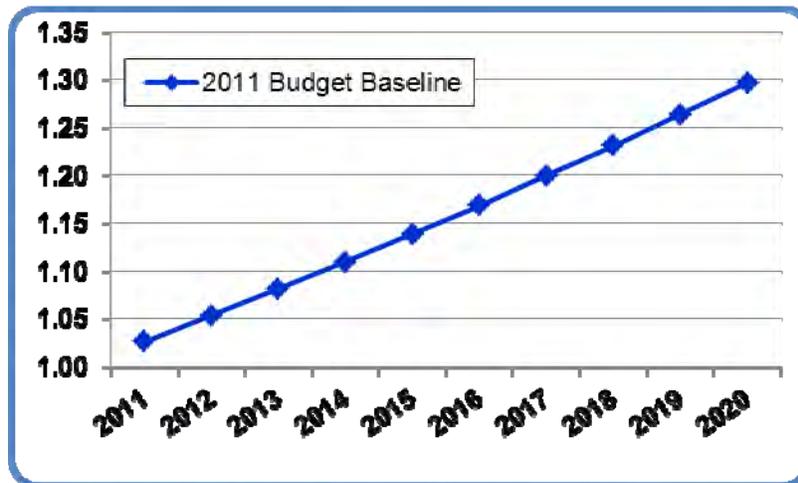
Figure 133: Historical and Average CPI-U, 2000 – 2009



The historical ten-year average CPI-U for the Western Urban, area between 2000 and 2009 was 2.63 percent.

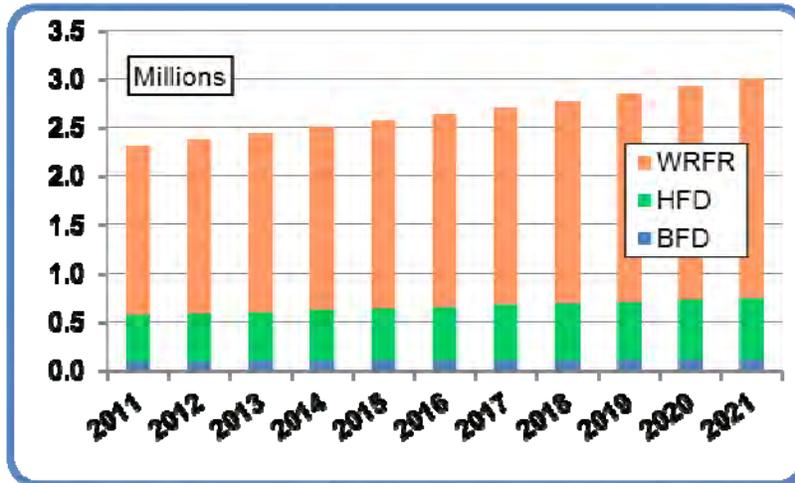
The following figure uses the historical CPI-U data to forecast the impact on the fire department budgets through 2020. This rate is used for analysis purposes during the feasibility study (the actual CPI-U for any given year could be higher or lower).

Figure 134: CPI-U Forecast Budget Impact, 2011 – 2020



The annual average CPI-U increase is applied to each category of the fiscal year 2010 – 2011 modeled budget to forecast the impact on the future financial stability of the departments. Figure 135 depicts the budget impact in each year through 2021.

Figure 135: CPI-U Budget Impact Forecast, 2011 – 2021



The historical CPI-U was applied to the fiscal year 2010 – 2011 combined modeled budgets of \$2.3 million for the three fire departments. Forecasting forward ten years, the budgets are forecast to grow to \$3.0 million. Inflation will increase the cost of operations approximately 30 percent in 2021. This amount is exclusive of any additional positions or wage and benefit increases.

