

## Opportunities for Cooperative Efforts

The previous sections surveyed the fire protection and emergency service systems of Bellevue, Hailey, and Wood River. ESCI addressed each agency individually, making unilateral and bilateral observations and recommendations based on an analysis of service, personnel, facilities, and equipment. This section will investigate the potential for emergency service improvements in the area based on the potential unification of these fire protection and emergency medical services components.

### **Prioritize relevance over tradition**

- What are the effects on the public?
- What are the effects on our employees?
- What are the effects on our organization?
- Depth of available resources versus single agency response.

## Partnering Strategies

Four basic strategies are available, beginning with a do-nothing approach and ending with complete unification of the fire departments into what is, essentially, a new emergency service provider. A description of the four methodologies is found below.

### **Autonomy**

The departments can decide to continue as separate organizations by not taking advantage of any further partnering opportunities. Autonomy provides each governing board (council/commission) with the most organizational control because under this strategy the agencies continue to make fire protection decisions considering only unilateral issues. The strategy represents a perpetuation of the status quo. It is useful as a means by which to measure the other strategies.

### **Collaboration (Cooperation)**

Although it is included as an element of the matrix, *collaboration* (cooperation) is *not* considered a form of strategic restructuring. When two or more agencies enter a collaborative relationship, no permanent organizational commitment is made and all decision-making power remains with individual organizations. Interagency collaboration may include participation of fire departments in such activities such as local fire management associations, mutual aid agreements, and interagency disaster planning exercises. As a rule, most modern fire agencies consistently operate in a very collaborative mode, having learned long ago the value of the practice. Many times, close collaboration between two or more organizations may eventually leads to alliance and integration.

## **Alliance**

### Functional Consolidation

Public entities usually have broad authority under law to the joint exercise of powers enter intergovernmental agreements (JPAs) for the purpose of cost and service efficiency. Idaho is no different in this regard. The laws of the State of Idaho address the issue, allowing intergovernmental contracts for any lawfully authorized function, service, or facility. By Statute, intergovernmental agreements are permitted under Title 67, Chapter 23, Section 67-2328.<sup>44</sup>

Under the applicable statutes, governmental entities may elect to cooperate or contract for any lawful purpose. IGAs allow individual organizations to share resources, improve service, and save money at the *program* level. Most commonly, fire departments enter partnering agreements for programs such as firefighter training, fire prevention, closest force response, and administrative/support services.

In many cases, functional unification is sufficient to accomplish the cooperative goals of the agencies without considering operational agreements or mergers. It is common in the industry to functionally join such activities as purchasing, firefighter training, fire prevention, public education, apparatus maintenance, and command standby. The keys to success of a functional unification strategy lie in a trusting relationship between partner agencies, the completeness of the agreement that sets up the program, and a cooperative approach to the management of the program.

### Alliance through Joint Programming

While the agencies want this report to focus on the feasibility of an administrative alliance or a complete integration, we include a list of joint programming options here to assure completeness. Such options available to BFD, HFD, and WRFR include the unified development and delivery of many of the existing administrative, support, and operational programs of the agencies. We list some of most common types of collaborative programs below with a short explanation of each.

In the course of its analysis, ESCI identified and discussed a number of possible partnerships. Each of the partnership recommendations represent an opportunity for functional unification. Such programs usually carry the advantage of being low-cost and low-risk improvement

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<sup>44</sup> Idaho State Code, Title 67, State Government and State Affairs, Chapter 23, Miscellaneous Provisions, Section 67-2328.

strategies. Often, the programs serve as a foundation on which agencies build the experience and trust necessary to implement more complete unification strategies. ESCI has listed the more common types of partnering strategies below with a short explanation of each.

**Figure 136: Examples of Joint Programming Concepts**

Program	Strategy
Administrative and Support Services	Seamless administrative and support services provided area-wide through an Intergovernmental Agreement. Operational functions of the fire departments remain separate. Often used as an interim program before implementation of operational and legal unification.
Operating Standards	Common operational standards developed and adopted across the Bellevue, Hailey, Wood River area. Promotes the efficiency of mutual/automatic aid operations
Closest Force Response	Uniform response of the closest emergency apparatus regardless of jurisdiction. Provides quickest aid to citizens.
Duty Officer	Responsibility for response to structural and incidents requiring multiple units with supervision shared by chief officers on a rotating schedule. Increases efficiencies with current personnel staffing.
Firefighter Training	Regional training program for career personnel. Provides for consistent training of personnel to the BFD, HFD, and WRFR fire departments.
Fire Prevention	A region wide (or larger area) fire prevention program pools all existing resources. Provides uniform message across a wider area.
Specifications and Purchasing	Assures fire apparatus and equipment interoperability and compatibility between the BFD, HFD, and WRFR fire departments. Increases fireground effectiveness and efficiencies.
Joint Fire Stations	Allows for the placement of fire stations in locations based on service demand and risk. Spreads the cost of capital construction projects across a greater base and provides for improved emergency response efficiencies.
Specialty Apparatus and Equipment	Broadens the expense of apparatus and equipment with high cost and lower frequency use across multiple fire departments. Will lower acquisition and operational costs to the communities.
EMS Services	Offers greater marginal use of existing apparatus and personnel. Increases overall efficiencies of an EMS system.

Each of the above listed program concepts represents a viable management option that may be available to the partner agencies. We generally view the concepts as being relatively simple to develop and execute. The cost associated with implementation of any should generally not exceed the combined budgetary allocation for the corresponding programs of the agencies. The time required to implement most of the joint programming concepts can be expressed in weeks or months.

*Alliance through Administrative Service Contract*

The two cities and the fire district may choose to enact an administrative service alliance through the execution of an IGA. Depending on the form of the agreement, the resulting fire department could feature a single organizational structure, or alternatively, one administrative

structure but three separate operational divisions (BFD, HFD, and WRFR). In both cases, existing city council and district board governance is unchanged, although a joint oversight board may be formed for the purposes of alliance management. In our experience, administrative service alliances that foster a single structure are generally more successful.

The Idaho State Codes that enable administrative service contracts (Title 67) do not grant the resulting organization taxation authority. Consequently, the overall funding of a service alliance must remain wholly with the original governing boards. Usually, an allied fire department is funded based on the adoption of an annual budget by all participating jurisdictions and the subsequent cost sharing. Funding formulas usually weigh the relationship of one or more variables such as population, service demand, service area, resource deployment, and assessed value to appropriate cost within the participating agencies.

### **Integration**

Integration includes organizational changes at the governance (legislative or policy) level. The strategy may consist of the creation and/or dissolution of one or more organizations and is generally the result of the maturation of a long-standing collaborative effort between the integrating agencies.

Integration merges not only programs and organizations but also the units of government. Idaho State law specifies how political subdivisions process integrations. Fire districts that exist as independent governmental entities may merge, consolidate, or annex other independent units (fire districts) in accordance with a process set forth in Idaho State Code. Fire districts are single purpose governmental units that typically have the power to merge and consolidate with other service providers. Districts may annex into neighboring fire districts to take advantage of economies of scale and to more effectively plan for an orderly expansion of a city within an urban growth boundary.

Many states differentiate between the words “consolidation,” and “merger,” giving special legal meaning and process to each. ESCI tends to use the term merger in referring to a type of integration defined by law that joins existing units of government or that dissolves existing units of governments and creates a new regional service provider in their place.

Idaho State Code provides for a process for inclusion, annexation or withdrawal of area in cities to fire district. If a city annexes into a fire district, the fire district extends its service and jurisdiction to the area within the municipal boundaries, taxes for services within municipal

boundaries (through a property tax), and governs itself (through an election process provided by State Code). There are dozens of examples of cities which have annexed into a surrounding fire district. In doing so, a municipality no longer has direct input or influence into the level of service its constituents will receive from the fire district. This is decided by the board of fire commissioners of the district which annexed the city.

In administrative alliances or functional consolidations that occur between cities and fire districts, where a joint board provides oversight to the operation, the city sits at the table with the fire commissioners and provides representation and influence on fire protection policies via a joint board. However, city voters are not allowed to vote on fire district issues. The city of Caldwell and Caldwell Fire Protection District have such an agreement with Caldwell Fire and Rescue providing service to the fire district.

If a city annexes into a fire district, the city council no longer has a place on the governing board, but the constituents are now a part of the fire district and may vote on fire protection and EMS issues, fire commissioner elections, and/or may even run for a fire commissioner position. Title 31 of the Idaho Code provides detail for such action should both a city and a contiguous fire district cooperatively approach the subject with their voters.

### Operational Consolidation

This strategy joins two or more entities, in their entirety, through the execution of an IGA. The resulting fire department features a single organizational structure and chain of command. Depending on the form of the agreement(s) establishing the organization, employees may remain with the original employer, transfer to one of the other employers, or transfer to an entirely new entity (such as a service authority).

The unique feature of an operational consolidation is that existing governing boards are preserved. The management team of an operationally unified program reports to each political body, usually through a joint oversight board established expressly for the purpose. The political entities prepare and adopt separate budgets and retain responsibility for overall policy and taxation. The unified department is funded by IGA, usually through the melding of individual budgets or by the apportionment of cost in accordance with a predetermined formula.

Like program consolidations, operational consolidations are sometimes considered as an intermediate step leading to a full merger. The main advantage of the strategy offers governing boards the ability to negotiate and monitor desirable outcomes for the management of a

particular service. This gives a higher level of comfort in going forward with the decision to unify fire service across a geographical region.

A disadvantage of operational consolidation is inherent administrative inflexibility due to the political complexity of the arrangement. An administrative team, who must answer to two or more political bodies, might become whip sawn by critical issues and limited in an ability to respond to change due to contractual requirements. Consequently, conflicting policy directives may sometimes be troublesome in an operationally consolidated agency.

Much depends on the founding political relationship, the contractual agreement, and the skills of management to assure the success of a long-term functional consolidation. Even so, many IGAs<sup>45</sup> are in effect throughout the nation, successfully centralizing the administrative, support, and operational services of fire departments. A particularly complex (but very successful) one is located in Orange County, California, where the Orange County Fire Protection Authority provides fire and emergency medical services to more than 20 cities and the unincorporated areas of the county. A joint board made up of one elected representative from each municipality and one from the county at large provides governance for the Orange County Fire Authority.

#### Legal Unification

Under certain circumstances in law, fire districts can join into a single entity. This formal approach unites not only programs but also fire department organizations themselves. State laws addressing political subdivisions usually detail a process for legal unification.

Typically, state laws draw a distinction between words like *annexation*, *merger*, and *consolidation* when speaking of legal unification. Organizationally, however, the outcome of any such legal process results in one unified agency. The major differences between the legal strategies relate to governance and taxation issues. In many states, some process of *inclusion* exists that essentially involves the annexation of one entity to another, preserving the governing board and taxing authority of the surviving agency. A legal merger, on the other hand, usually entails the complete dissolution of two or more public agencies with the concurrent formation of a single new entity (and board) in place of the former. The key feature of both forms of legal unification (merger and inclusion) is a single tax rate applied to the whole of the resulting jurisdiction. Both processes typically require an affirmative vote of the residents.

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<sup>45</sup> Note: May be called JPA Joint Powers Agreement or ILA Interlocal (Intergovernmental) Agreement in other parts of the country.

The process for consolidating fire districts in the State of Idaho is outlined in Idaho Statutes, Title 31.<sup>46</sup>

### **Motivating Factors**

When organizations are asked to list reasons for undertaking strategic restructuring, respondents most often cite internal decisions to increase the effectiveness and/or efficiency of their organization.<sup>47</sup> Notwithstanding the fiscal issues facing many communities, most perceive that they undertake strategic restructuring to improve the quality and/or range of service. This implies that most organizations approach the decision to carry out an alliance or integration because of forecasting and planning.

Least mentioned reasons for restructuring are funding issues; but not surprisingly, when funding is judged as a motivator, those involved in the development of an intergovernmental alliance are less likely to mention it than those organizations undertaking complete integration.<sup>48</sup> An alliance is less threatening than integration to an organization's autonomy. The recognition of imminent financial problems can cause some to take greater organizational risk.

Organizations tend to consider the options of alliance and integration when the agencies experience certain events. Often, a sudden interruption of the status quo may occur (such as the loss of a CEO, a financial crisis, or a rapid change of the community or service demand) that compels significant change.

***. . . even in the best-planned partnership unforeseen issues will arise, mistakes will be made, and alternative paths will be identified.***

Other times, forward-thinking individuals of the policy body or administration may champion the idea through opposition. Frequently, these same leaders work against their own self-interest, especially in promoting integration. Last, the political or operational climate in which the agency operates may change in a way that forces the agency to change the way it does business.

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<sup>46</sup> Idaho Statutes, Title 31 Counties and County Law, Chapter 14 Fire Protection District, 31-1414 Election for the Consolidation of Districts.

<sup>47</sup> Amelia Kohm, David La Piana, and Heather Gowdy, "Strategic Restructuring, Findings from a Study of Integrations and Alliances Among Nonprofit Social Service and Cultural Organizations in the United States," Chapin Hall, June 2000, page 15.

<sup>48</sup> Ibid.

### **Success Factors**

The success of a strategic restructuring depends on many things. In our experience with dozens of alliances and integrations however, leadership is the single factor that most frequently determines success. Nearly always, a key staff or board member champions the concept garnering the support of the various affected groups (political, labor, member, and community). In addition, good leadership fosters an organizational culture receptive to planning, calculated risk taking, and flexibility. The manner in which leaders promote a trusting relationship between all groups and aid two-way communication between them is essential. From these issues, the research by Kohm, Piana, and Gowdy identifies five factors that most often seem to contribute to the successful implementation of an alliance or integration.<sup>49</sup> The five are:

- Leadership that believes strongly in the partnership and demonstrates this belief, often by acting selflessly to maintain it.
- Multiple forms of communication to keep all persons (board, staff, members, and community) up to date about plans, problems, and benefits concerning the partnership.
- Face-to-face communications with partner organizations in the form of meetings, training, and other forums to build trust and understanding among staff.
- Flexibility through an expectation that even in the best-planned partnership unforeseen issues will arise, mistakes will be made, and alternative paths will be identified.
- Early evidence of benefit to assure everyone that they are on the right track, such as better or less expensive employee benefits or improved facilities.

### **Restructuring Pitfalls**

Organizational alliances and integrations fail for many reasons. Sometimes law prohibits the idea at the outset. Other times the proposal may be doomed by the unfavorable outcome of a public election, or the reality of finance. These issues aside however, four major pitfalls can cause even the most feasible alliance or integration to go wrong. We think of these pitfalls as the “Four Horsemen” of failed partnerships. Specifically, the four are command, communication, control, and culture.

#### Command

Undertaking any partnership absolutely requires that effective leadership be demonstrated consistently at all levels. Policymakers and administrators must guide their respective agencies, yet (at the same time) they must cooperate with partner organizations. Differing leadership

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<sup>49</sup> Ibid, page 22.

styles may tend to cause repressed friction at best and open conflict at worst. Problems with sharing control and making decisions sends the wrong message to the members of the organization, which can lead to an unraveling of even the best proposal.

### Communication

Silence or limited information from leaders about potential or upcoming partnerships breeds fear, mistrust, and misinformation among affected persons. The leadership of collaborating organizations must agree to communicate actively with all affected groups. Everyone must be provided the same information at the same time. Most importantly, leaders must demonstrate two-way communication skills by carefully listening to (and acting on) the concerns of all constituents.

### Control

Frequently, the strategic restructuring process is compared to a marriage. As the saying goes, "Marriage is when two people become as one; the trouble starts when they try to decide which one."<sup>50</sup> As in marriage, strategic restructuring often fails because of organizational or personal ego issues.

The tenets of leadership require that someone be in charge, but in the interest of greater good, some of those in leadership positions must agree to yield power. Some who are used to operating in a position of control may have trouble adjusting to new roles that require more collaboration. Personal sacrifice in the interest of community good may not always win out.

### Culture

Two schools of thought exist regarding organizational culture. The first views culture as implicit in social life, naturally emerging as individuals transform themselves into social groups (tribes, organizations, communities, and nations). The second offers that culture is comprised of distinct observable forms (language, use of symbols, customs, methods of problem solving, and design of work settings) that people create and use to confront the broader social environment. This second view is most widely used in the evaluation and management of organizational culture, but the first is no less important when considering bringing two separate organizations into a closer relationship.

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<sup>50</sup> Source unknown.

The general characteristics of a fire department encourage the creation of a culture unique to that organization. The paramilitary structure, the reliance on teamwork, and the hazards of the work builds strong bonds between the members who tend to share group behaviors, assumptions, beliefs, and values. Bringing three such groups together with cultures formed through different experiences always results in a change to both organizational cultures. If the partnership is successful, no one culture will overcome the other – instead, a new culture will evolve from the three. If the organizational cultures are incompatible – well, frankly all manner of chaos will cut loose and the partnership will fail.

Leaders must be aware of organizational culture and its role in the wellness of the agency's sole. Early recognition by leadership of the importance of culture to the success of a partnership can help to overcome differences and build on strengths.

### **Partnership Issues**

As with any cooperative undertaking, the members of the affected organizations and others have differing perceptions of obstacles and benefit. In an effort to identify and understand these issues, the ESCI project team interviewed individuals and groups directly associated with the cities of Bellevue and Hailey, and Wood River Fire & Rescue. Specifically, two city administrators, members of the district board, city councilors, the mayors, fire chiefs, fire department staff and administrators of neighboring fire agencies. In addition, the public comments of attendees of joint meetings to consider cooperative efforts are noted.<sup>51</sup> The comments and issues raised are summarized below. Similar comments have been combined for clarity. The veracity of the statements is not checked, nor is the listing rank ordered.

### Expectations

Everyone looks forward to certain things from the study and/or from the outcome of joining the fire protection resources of the area. We asked the interviewees to verbalize those expectations.

- That the agencies will make a smooth transition to seamless service in the region.
- That a high level of customer service will be maintained during and after transition.
- That information and realistic recommendations will be provided to help elected officials make an informed decision concerning the proposal.

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<sup>51</sup> Record of community and meetings held with the city councils and fire district board of commissioners over November 3, 4, and 5, 2010.

- That the report will quantitatively answer questions providing a third-person review and verification of any proposal in terms of what is best for the organizations and the public
- That the question of financial feasibility will be answered in light of the need for ongoing investment in capital facilities.
- That the report will recommend what the final organization should look like in terms of structure.
- That the report will list the options available to the organizations, and will identify the best single action.
- An answer to the question – Is the proposal beneficial to taxpayers?

### Strengths

The persons and groups interviewed were asked to express what they perceive as the strengths of the proposal to join the fire departments.

- The dedication of the membership in each community. The ability of the PPC and career personnel from the region (including Ketchum and Sun Valley) to work together on the emergency scene.
- A combined organization provides more opportunity for all members to be properly trained and improves safety.
- Combining resources will make it easier to serve the overall area.
- That a uniform approach to emergency service will simplify boundary and development issues.
- Combining the agencies will add to the depth of emergency resources (firefighters and apparatus) available to both cities and the fire district.
- The resulting agency will be stronger in the long term with greater depth while spreading the cost over a larger geographical base.
- Although likely not a short-term advantage of the proposal – perhaps the community will benefit in the future because higher quality emergency service is provided to a larger base of people and property.

### Weakness

Understanding the risks to any proposal is important. The interviewees were asked to express the weaknesses of greater cooperation between the three agencies.

- Will the workload of some individuals or groups be stretched by taking on additional responsibility thereby reducing output quality?
- Fully integrating the differing personalities and organizational cultures may be difficult.
- The new organization will need a name acceptable to all communities and groups. There is no pre-existing consensus regarding a future name. Some persons feel strongly about the issue.
- Political and governance issues may be problematical. Such issues can occasionally doom even the most clearly feasible cooperative proposals.

- The perception by some that control of the community's or organization's interests may be lost.
- The perception that the proposal is really a "takeover" of one agency by another.
- The personality traits of individuals in the organizations may play to negative feelings about the proposal.
- The perception that one community may subsidize another, thereby causing a political and financial drain.

### Needs

Each person or group involved in the feasibility study to join BFD, HFD, and WRFR perceives that certain things must happen for the plan to succeed.

- The PPC need to champion the process.
- That the previous work of individuals and groups is not abandoned.
- The proposal has to be financially feasible now and five or ten years into the future.
- A good assessment of the economic feasibility. There must be economy of scale and coordinated service level improvement in fire, hazardous materials, fire prevention, and EMS.
- There must be equity in funding between communities.
- There must be an active PPC program as an integral part of the new organization.
- That the resulting fire department be governed by a single board or council.
- A means for selling the proposal to the communities.
- Sufficient training and administrative support of the fire department.

### Fatal Flaws

The foregoing represents issues recognized by the persons and groups who would be charged with carrying out a directive to join BFD, HFD, and WRFR. Up to this point, the matters listed may make the process easier or more difficult, but will not doom it. The issues listed below were identified by the interviewees as being the sorts of "train wrecks" that could derail a cooperative venture between the agencies.

- Money, cost, and taxes are frequently mentioned as issues that will doom a proposal to integrate.
- Lack of support by the PPC firefighters or any one organization.
- Conflict between the leadership of the fire departments.
- Politics at the governance level.
- The lack of salesmanship.
- The lack of community support.

## **Partnership Strategies for Shared Fire Protection Services**

Based on the foregoing discussion, BFD, HFD, and WRFR may choose to restructure either through alliance or through integration. If an alliance is the chosen strategy, the agencies could unite one or more organizational programs (joint programming), or the agencies can either partly or wholly enter into a service alliance through a joint exercise of powers agreement.

On the other hand, if integration is the chosen strategy, the agencies may select from several. ESCI created five strategies. Each is shown with a deployment and staffing concept and baseline budget.

In all cases, one should remember that while the scope of this report is limited to the two cities and the fire district, other regional players do exist. Geography, the transportation system, jobs, and other demographics unavoidably connect BFD, HFD, and WRFR to the other fire and EMS agencies of the region. The strategies and options presented by this report are intended to assist policymakers in making a decision; however, no decision should necessarily be limited to any one of the concepts or options presented here. Many of the ideas discussed by this report can be expanded to include other fire organizations if greater efficiency or economics are a likely result.

### **Analysis of Partnering Strategies**

ESCI usually makes no distinction between unification, consolidation, or merger, tending to use each term interchangeably. The reader should note that when referring to the union of programs or agencies, the operative words are *functional and legal*.

Governing boards should pursue the process of joining two or more fire departments/district only after concluding that unification is cost-effective and is likely to provide better and/or more efficient service to the public. Each agency's legal counsel should research the particular statutory steps necessary to implement a particular unification strategy. The different processes are not commonly difficult to accomplish, but because the transfer of public assets and liabilities may be involved, the procedure itself can be relatively precise. It is important, therefore, that the agencies have the benefit of competent legal advice throughout the process.

The decision to choose one unification strategy over another is a matter of local policy. Most often, officials choose a preferred course for analytical reasons; however, in certain cases politics or law may rule. For example, many states provide no basis in law for the legal

unification of the fire departments of two cities, unless the jurisdictions act to merge the entire city governments. The common recourse in that case is to join the fire departments in accordance with a joint powers agreement or contract law.

Most states actively support cooperation between governments as a matter of policy in the interest of furthering the economy and efficiencies of local government. Generally, functional and operational strategies are always available as options, whereas the legal unification of fire departments is dependent on circumstance.

**Strategy A: BFD Annexes into WRFR**

Summary

The assumption for Strategy A involves the annexation of the BFD into WRFR. Figure 137 lists the current budgeted positions for BFD and WRFR and a staffing concept (Strategy A) for a single agency.

**Figure 137: Strategy A Deployment and Staffing Concept (Illustration)**

Position	BFD	WRFR	Strategy A	Change
Fire Chief	0.50	1.00	1.00	-0.50
Assistant/Deputy Chief	0.00	1.00	1.00	0.00
Fire Marshal	0.00	0.00	0.00	0.00
Fire Inspector	76 hours annually (.04 FTE)	0.00	0.50	+0.46
Clerical	0.00	1.00	1.00	0.00
<b>Total Administrative and Support</b>	<b>0.54</b>	<b>3.00</b>	<b>3.50</b>	<b>-0.04</b>
Captain	0.00	3.00	3.00	0.00
Lieutenant	0.00	5.00	5.00	0.00
Senior Engineer	0.00	1.00	1.00	0.00
(PPC) Assistant Fire Chief	0.00	0.00	1.00	+1.00
(PPC) Captain	2.00	0.00	2.00	0.00
(PPC) Lieutenant/Squad Leader	0.00	5.00	5.00	0.00
(PPC) Engineer/Senior Engineer	2.00	8.00	10.00	0.00
(PPC) Firefighter/EMT/Paramedic	5.00	11.00	16.00	0.00
PPC) Probationary	0.00	11.00	11.00	0.00
(PPC) Support	0.00	0.00	0.00	0.00
<b>Total Operational</b>	<b>9.00</b>	<b>44.00</b>	<b>54.00</b>	<b>+1.00</b>
<b>Total</b>	<b>9.54</b>	<b>47.00</b>	<b>57.50</b>	<b>+0.96</b>

There is a net increase in total personnel of 0.96 (slightly less than one). The concept increases capacity in administration with a 0.50 fire inspector position; keeping in mind that a PPC position is not equivalent to a full-time position.

Discussion and Financial Analysis

The same service at a reduced cost is always desirable. Increased cost accompanied by a higher level of service is frequently acceptable, but sometimes increased cost becomes a political lightning rod if accompanying benefits are perceived as few. Whether that happens or not in this case depends greatly on how the citizens of the area see the change, and how politics drive the issue. Certainly, a frequently mentioned “deal killer” during the stakeholder interviews for this study is increased cost.

Modeling of Strategy A is shown in Figure 138. The illustration uses the staffing concept found in the above Figure 137 as the source for the baseline budget.

**Figure 138: Strategy A Modeled Baseline Budget (Illustration)**

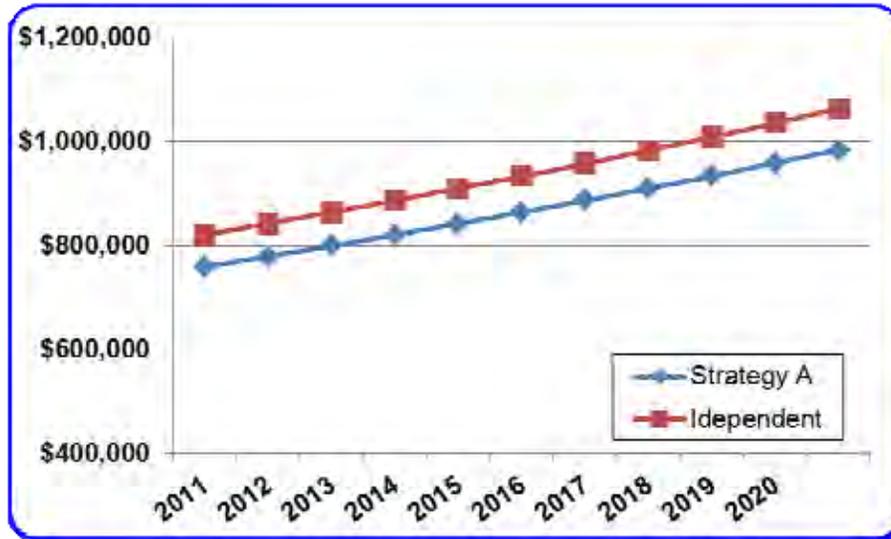
Budget Category	BFD Annex into WRFR
Personal Services	
Administration	251,116
Operations	631,945
Benefits	392,777
Overtime	177,054
Materials	81,200
Services	126,910
Maintenance	41,200
Municipal Overhead	0
<b>Model Budget</b>	<b>\$1,702,202</b>
<b>Calculation of Tax Cost</b>	
Assessed Value	1,488,880,389
Model Budget	1,702,202
Operating Revenue	943,605
Equivalent Tax Levy	758,597
<b>Modeled Tax Rate</b>	<b>\$0.510</b>

Revenue generated from services allows WRFR to employ full-time personnel. The largest segment of operating revenue is from the contract for service with Blaine County Ambulance District.

Based on fiscal year 2010-2011, cost modeling shows that Strategy A would result in a lower total cost to operate. A net cost avoidance of \$61,370 could be achieved in the first year. What is not included are the cost of acquisition and capital replacement. A portion of the savings should be used to establish a capital reserve fund for the replacement of capital apparatus and equipment.

To gauge future costs, the historical ten-year average CPI-U was applied to budgeted general expenditures for fiscal year 2010-2011 and the modeled costs. In the following figure, expenses are forecast forward ten years.

**Figure 139: Strategy A Forecasted Expenditures, 2011 – 2021**



For fiscal year 2020-2021 the forecast budget less revenue under Strategy A is \$983,456. As independent fire agencies the forecast is \$1,063,017, a difference of \$79,561. The cost avoidance for the ten-year period is forecast to be approximately \$709,860.

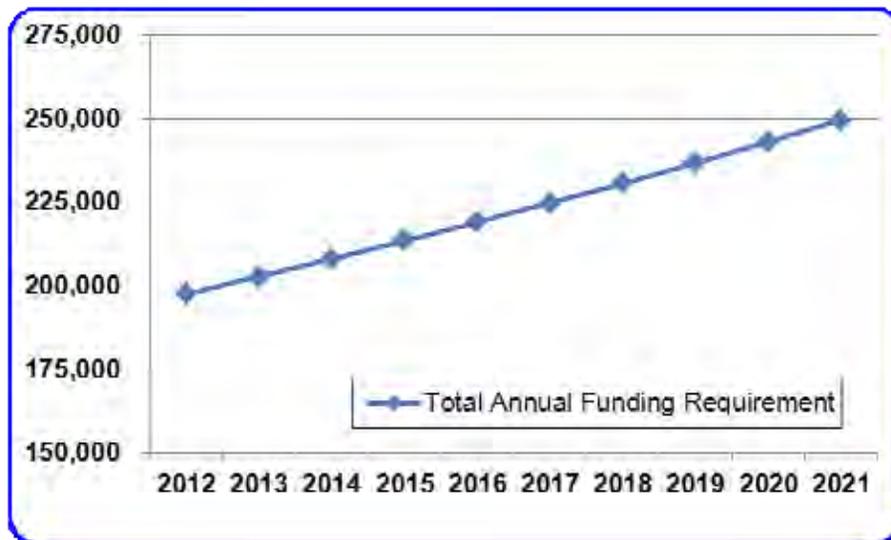
Additional cost avoidance would be realized as the number of frontline and reserve fire apparatus requirements would decrease. The number and type of apparatus operated by WRFR is adequate to meet the added needs of fire protection to the city of Bellevue. A capital apparatus replacement plan for WRFR is below (Figure 140).

**Figure 140: Strategy A Capital Apparatus Replacement Costs**

Vehicle No.	Year	Make	Type	Useful Life	Years Left 1/1/2011	Replacement Cost	Annual Reserve
Engine 50	1992	GMC/ Ferrara	Pumper/Tender	15	0	375,000	25,000
Engine 51	2002	BME (4x4)	Type 1 Engine	15	6	425,000	28,333
Engine 52	1995	Spartan/Ferrara	Type 1 Engine	15	0	425,000	28,333
Engine 53	2004	Ford/BME	Type 6 Wildland	15	4	195,000	13,000
Ladder 60	1996	Spartan/ Ferrara	75 foot Aerial	20	5	875,000	43,750
Rescue 91	1992	GMS/ Ferrara	Heavy Rescue	10	0	350,000	35,000
Tender 72	1981	Ford	Water Tender	20	0	Not Replaced	0
Ambulance 93	2004	Ford/Wheeled Coach	Ambulance	7	0	BCA	0
Ambulance 95	2010	Ford/Wheeled Coach	Ambulance	7	6	BCA	0
Ambulance 97	2007	Ford/Wheeled Coach	Ambulance	7	3	BCA	0
Engine 54 – (on order)	2010	HME/ Rosenbauer	Pumper/Tender	20	20	380,000	19,000
<b>Total Annual Funding Requirement</b>						<b>\$3,025,000</b>	<b>\$192,417</b>

The acquisition value of capital apparatus operated by WRFR is slightly more than \$3.0 million. To fully fund apparatus capital reserves for WRFR would require annual contributions of approximately \$192,417. For short-term capital needs as a standalone agency, BFD would need to invest in replacing both fire pumpers. Replacement costs can vary widely if a new or used fire apparatus is purchased. For Strategy A the two BFD fire apparatus are not included, only those vehicles operated by WRFR. Figure 141 forecasts replacement costs for the next ten-years.

**Figure 141: Strategy A Forecast Capital Apparatus Replacement Costs, 2012 – 2021**



In fiscal year 2020-2021 annual contributions for capital apparatus are forecast to be approximately \$249,452 for WRFR.

**Strategy B: HFD Annexes into WRFR**

The assumption for Strategy B involves annexation of HFD into WRFR. Figure 142 lists the current budgeted positions for HFD and WRFR and a staffing concept for a single agency.

**Figure 142: Strategy B Deployment and Staffing Concept (Illustration)**

Position	HFD	WRFR	Strategy B	Change
Fire Chief	1.00	1.00	1.00	-1.00
Assistant/Deputy Chief	1.00	1.00	1.00	-1.00
Fire Marshal	1.00	0.00	1.00	0.00
Fire Inspector	1.00	0.00	1.00	0.00
Clerical	1.00	1.00	2.00	0.00
<b>Total Administrative and Support</b>	<b>5.00</b>	<b>3.00</b>	<b>6.00</b>	<b>-2.00</b>
Captain	0.00	3.00	3.00	0.00
Lieutenant	0.00	5.00	6.00	+1.00
Senior Engineer	0.00	1.00	0.00	-1.00
(PPC) Assistant Fire Chief	1.00	0.00	1.00	0.00
(PPC) Captain	2.00	0.00	2.00	0.00
(PPC) Lieutenant/Squad Leader	1.00	5.00	6.00	0.00
(PPC) Engineer/Senior Engineer	3.00	8.00	11.00	0.00
(PPC) Firefighter/EMT/Paramedic	9.00	11.00	20.00	0.00
(PPC) Probationary	2.00	11.00	13.00	0.00
(PPC) Support	2.00	0.00	2.00	0.00
<b>Total Operational</b>	<b>20.00</b>	<b>44.00</b>	<b>64.00</b>	<b>0.00</b>
<b>Total</b>	<b>25.00</b>	<b>47.00</b>	<b>70.00</b>	<b>-2.00</b>

While the assistant chief position is currently vacant, the HFD budget includes a placeholder for the position and was included in all models and illustrations involving HFD. A net decrease of 2.0 positions involved the reconfiguration of WRFR administration. The modeling shows one fire chief and one assistant chief. This was done as an apples-to-apples comparison. ESCI would recommend that the realignment would involve the creation of a training officer or fire marshal position.

**Figure 143: Strategy B Modeled Baseline Budget (Illustration)**

Budget Category	HFD Annex into WRFR
Personal Services	
Administration	359,007
Operations	641,625
Benefits	435,420
Overtime	174,580
Materials	137,342
Services	90,525
Maintenance	48,500
Municipal Overhead	0
<b>Model Budget</b>	<b>\$1,886,999</b>
<b>Calculation of Tax Cost</b>	
Assessed Value	2,425,651,744
Model Budget	1,886,999
Operating Revenue	939,605
Equivalent Tax Levy	947,394
<b>Modeled Tax Rate</b>	<b>\$0.391</b>

In Strategy B the net modeled tax rate is \$0.391, as with Strategy A does not include any municipal overhead. As is current practice, WRFR's budget is inclusive of all administration, support, and maintenance costs.

Based on fiscal year 2010-2011, cost modeling shows that Strategy B would result in a lower total cost to operate. A net cost avoidance of \$269,557 could be achieved in the first year.<sup>52</sup> Acquisition and capital replacement costs were not included. While WRFR lists transfers to capital reserves it appears to be inadequate to fund future needs. The city of Hailey has:

*"...defer(red) virtually all capital improvement and outlay projects. This includes not only new building construction, but also all of our apparatus replacement funding, and virtually all other capital improvements. Currently, the HFD requires approximately \$75,000 per year (adjusted annually for inflation) to maintain an adequate fleet of apparatus for the existing city and population."<sup>53</sup>*

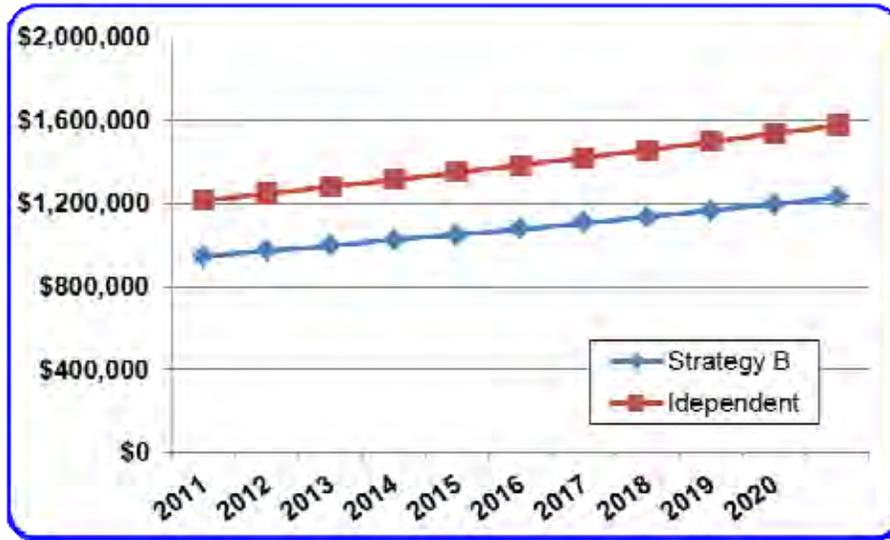
For Strategy B we recommend a portion of any savings be used to increase capital reserves to fund replacement of capital apparatus and equipment.

To gauge future costs, the historical ten-year average CPI-U was applied to budgeted general expenditures for fiscal year 2010-2011 and the modeled costs. In the following figure, expenses are forecast forward ten years.

<sup>52</sup> The vacant deputy fire chief position in HFD was included as if filled. While not funded the position has a placeholder in the city of Hailey budget.

<sup>53</sup> Hailey Fire Station and Apparatus Replacement Construction Schedule, HFD, 2010.

**Figure 144: Strategy B Forecasted Expenditures, 2011 – 2021**



For fiscal year 2020-2021 the forecast budget less revenue under Strategy B is \$1,228,215. As independent fire agencies the forecast is \$1,577,672, a difference of \$349,458. The cost avoidance for the ten-year period is forecast to be approximately \$3,117,930.

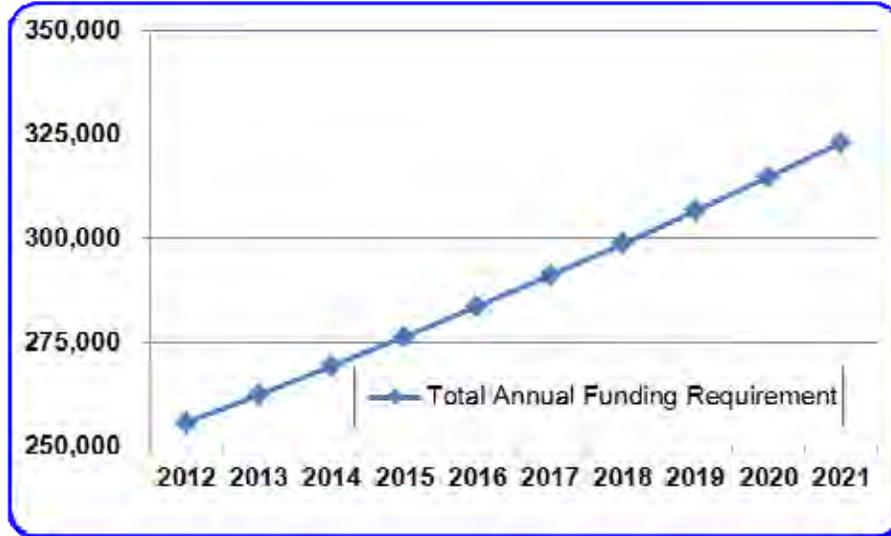
Additional cost avoidance would be realized as the number of frontline and reserve fire apparatus requirements would decrease. A capital apparatus listing and replacement plan for Strategy B is below (Figure 145).

**Figure 145: Strategy B Forecast Capital Apparatus Replacement Costs**

Vehicle No.	Year	Make	Type	Useful Life	Years Left 1/1/2011	Replacement Cost	Annual Reserve
Engine 1	2002	Pierce	Type 1 Engine	15	6	425,000	28,333
Engine 2	2006	Spartan	Type 3 Engine	15	10	425,000	28,333
Engine 50	1992	GMC/ Ferrara	Pumper/Tender	15	0	375,000	25,000
Engine 51	2002	BME (4x4)	Type 1 Engine	15	6	425,000	28,333
Engine 52	1995	Spartan/Ferrara	Type 1 Engine	15	0	425,000	28,333
Engine 53	2004	Ford/BME	Type 6 Wildland	15	4	195,000	13,000
Ladder 60	1996	Spartan/ Ferrara	75 foot Aerial	20	5	875,000	43,750
Rescue 91	1992	GMS/ Ferrara	Heavy Rescue	10	0	350,000	35,000
Tender 72	1981	Ford	Water Tender	20	0	Not Replaced	0
Ambulance 93	2004	Ford/Wheeled Coach	Ambulance	7	0	BCA	0
Ambulance 95	2010	Ford/Wheeled Coach	Ambulance	7	6	BCA	0
Ambulance 97	2007	Ford/Wheeled Coach	Ambulance	7	3	BCA	0
Engine 54 – (on order)	2010	HME/ Rosenbauer	Pumper/Tender	20	20	380,000	19,000
<b>Total Annual Funding Requirement</b>						<b>\$5,790,000</b>	<b>\$249,083</b>

The acquisition value of capital apparatus for Strategy B is \$5.8 million. To fully fund apparatus capital reserves would require annual contributions of approximately \$249,083. For Strategy B the two newest HFD fire apparatus are included with all WRFR apparatus. Figure 146 forecasts capital apparatus replacement costs for the next ten-years.

**Figure 146: Strategy B Forecast Capital Apparatus Replacement Costs, 2012 – 2021**



In fiscal year 2020-2021 annual contributions for capital apparatus for Strategy B are forecast to be approximately \$322,915.

### **Strategy C: BFD, and HFD Annex into WRFR**

Similar to Strategies A and B, this involves annexation into WRFR. Strategy includes both BFD and HFD (Figure 147).

**Figure 147: Strategy C Deployment and Staffing Concept (Illustration)**

Position	BFD	HFD	WRFR	Strategy C	Change
Fire Chief	0.50	1.00	1.00	1.00	-1.50
Assistant/Deputy Chief	0.00	1.00	1.00	1.00	-1.00
Fire Marshal	0.00	1.00	0.00	1.00	0.00
Training Officer	0.00	0.00	0.00	1.00	+1.00
Fire Inspector	76 hours annually (0.04 FTE)	1.00	0.00	1.00	-0.04
Clerical	0.00	1.00	1.00	2.00	0.00
<b>Total Administrative and Support</b>	<b>0.54</b>	<b>5.00</b>	<b>3.00</b>	<b>7.00</b>	<b>-1.54</b>
Captain	0.00	0.00	3.00	3.00	0.00
Lieutenant	0.00	0.00	5.00	6.00	+1.00
Senior Engineer	0.00	0.00	1.00	0.00	-1.00
(PPC) Assistant Fire Chief	0.00	1.00	0.00	2.00	+1.00
(PPC) Captain	2.00	2.00	0.00	4.00	0.00
(PPC) Lieutenant/Squad Leader	0.00	1.00	5.00	6.00	0.00
(PPC) Engineer/Senior Engineer	2.00	3.00	8.00	13.00	0.00
(PPC) Firefighter/EMT/Paramedic	5.00	9.00	11.00	25.00	0.00
(PPC) Probationary	0.00	2.00	11.00	13.00	0.00
(PPC) Support	0.00	2.00	0.00	2.00	0.00
<b>Total Operational</b>	<b>9.00</b>	<b>20.00</b>	<b>44.00</b>	<b>74.00</b>	<b>1.00</b>
<b>Total</b>	<b>9.54</b>	<b>25.00</b>	<b>47.00</b>	<b>81.00</b>	<b>-0.54</b>

A total of 81 personnel are used in Strategy C. ESCI recommends that the position of training officer be included.

Figure 148 shows the modeled baseline budget for Strategy C. This strategy involves the annexation of BFD and HFD into WRFR.

**Figure 148: Strategy C Modeled Baseline Budget (Illustration)**

<b>Budget Category</b>	<b>BFD and HFD Annex into WRFR</b>
Personal Services	
Administration	423,170
Operations	641,625
Benefits	464,033
Overtime	187,642
Materials	109,225
Services	158,664
Maintenance	54,200
Municipal Overhead	0
<b>Model Budget</b>	<b>\$2,038,560</b>
<b>Calculation of Tax Cost</b>	
Assessed Value	2,767,626,224
Model Budget	2,038,560
Operating Revenue	943,605
Equivalent Tax Levy	1,094,955
<b>Modeled Tax Rate</b>	<b>\$0.396</b>

In Strategy C the net modeled tax rate is \$0.396. The source data for the baseline budgets for BFD, HFD, and WRFR from the fiscal year 2010 – 2011 did not list any capital outlay for BFD and HFD. No capital purchases are modeled in the baseline budget illustrations.

Based on fiscal year 2010-2011, cost modeling shows that Strategy C would result in a significantly lower total cost to operate. A net cost avoidance of \$318,924 could be achieved in the first year.<sup>54</sup> Acquisition and capital replacement costs were not included. While WRFR lists transfers to capital reserves it appears to be inadequate to fund future needs. The city of Hailey has:

*“...defer(red) virtually all capital improvement and outlay projects. This includes not only new building construction, but also all of our apparatus replacement funding, and virtually all other capital improvements. Currently, the HFD requires approximately \$75,000 per year (adjusted annually for inflation) to maintain an adequate fleet of apparatus for the existing city and population.”<sup>55</sup>*

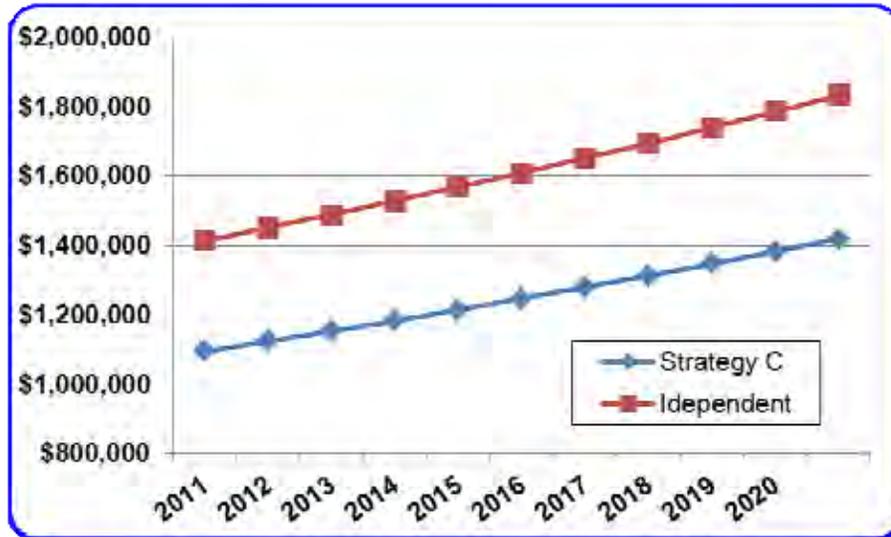
The city of Bellevue budget does not include funds for the replacement of capital apparatus and equipment. For Strategy C we recommend a portion of any savings be used to increase capital reserves to fund replacement of capital apparatus and equipment.

<sup>54</sup> Ibid.

<sup>55</sup> Ibid.

To gauge future costs, the historical ten-year average CPI-U was applied to budgeted general expenditures for fiscal year 2010-2011 and the modeled costs. In the following figure, expenses are forecast forward ten years.

**Figure 149: Strategy C Forecasted Expenditures, 2011 – 2021**



For fiscal year 2020-2021 the forecast budget less revenue under Strategy C is \$1,419,515. As independent fire agencies the forecast is \$1,832,973, a difference of \$413,458. The cost avoidance for the ten-year period is forecast to be approximately \$3,688,955.

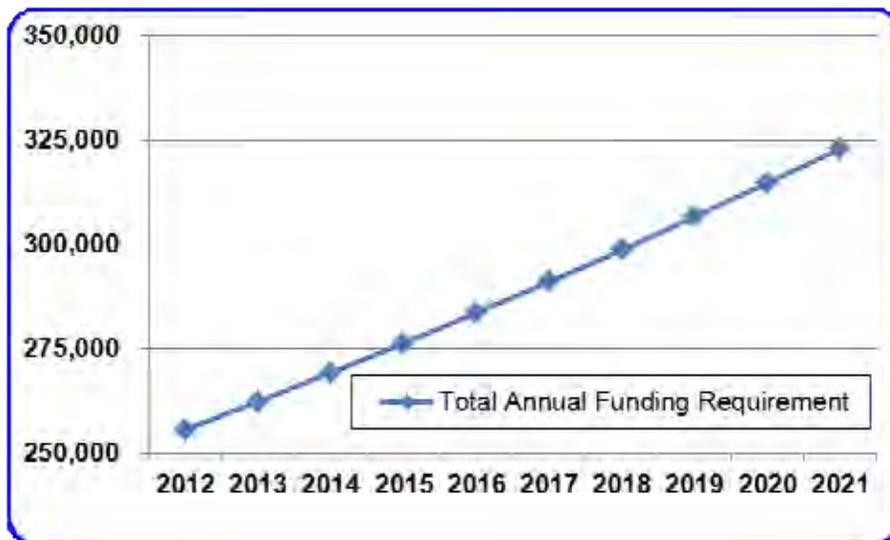
Additional cost avoidance would be realized as the number of frontline and reserve fire apparatus requirements would decrease. The capital apparatus needs for Strategy C is identical to Strategy B (Figure 150).

**Figure 150: Strategy C Forecast Capital Apparatus Replacement Costs**

Vehicle No.	Year	Make	Type	Useful Life	Years Left 1/1/2011	Replacement Cost	Annual Reserve
Engine 1	2002	Pierce	Type 1 Engine	15	6	425,000	28,333
Engine 2	2006	Spartan	Type 3 Engine	15	10	425,000	28,333
Engine 50	1992	GMC/ Ferrara	Pumper/Tender	15	0	375,000	25,000
Engine 51	2002	BME (4x4)	Type 1 Engine	15	6	425,000	28,333
Engine 52	1995	Spartan/Ferrara	Type 1 Engine	15	0	425,000	28,333
Engine 53	2004	Ford/BME	Type 6 Wildland	15	4	195,000	13,000
Ladder 60	1996	Spartan/ Ferrara	75 foot Aerial	20	5	875,000	43,750
Rescue 91	1992	GMS/ Ferrara	Heavy Rescue	10	0	350,000	35,000
Tender 72	1981	Ford	Water Tender	20	0	Not Replaced	0
Ambulance 93	2004	Ford/Wheeled Coach	Ambulance	7	0	BCA	0
Ambulance 95	2010	Ford/Wheeled Coach	Ambulance	7	6	BCA	0
Ambulance 97	2007	Ford/Wheeled Coach	Ambulance	7	3	BCA	0
Engine 54 – (on order)	2010	HME/ Rosenbauer	Pumper/Tender	20	20	380,000	19,000
<b>Total Annual Funding Requirement</b>						<b>\$5,790,000</b>	<b>\$249,083</b>

The acquisition value of capital apparatus for Strategy C is \$5.8 million. To fully fund apparatus capital reserves would require annual contributions of approximately \$249,083. For Strategy C the two newest HFD fire apparatus are included with all WRFR apparatus. Figure 151 forecasts capital apparatus replacement costs for the next ten-years.

**Figure 151: Strategy C Forecast Capital Apparatus Replacement Costs, 2012 – 2021**



In fiscal year 2020-2021 annual contributions for capital apparatus for Strategy C are forecast to be approximately \$322,915.

**Strategy D: WRFR Annex into HFD**

Strategy D involves the annexation of WRFR into HFD. It was not determined if the contract held by WRFR with Blaine County Ambulance District is transferable. An assumption of this strategy is that the surviving fire department, HFD, would be the ALS and EMS transport agency.

Figure 152 lists the current budgeted positions for HFD and WRFR and a staffing concept for a single agency.

**Figure 152: Strategy D Deployment and Staffing Concept (Illustration)**

Position	HFD	WRFR	Strategy D	Change
Fire Chief	1.00	1.00	1.00	-1.00
Assistant/Deputy Chief	1.00	1.00	1.00	-1.00
Fire Marshal	1.00	0.00	1.00	0.00
Fire Inspector	1.00	0.00	1.00	0.00
Clerical	1.00	1.00	2.00	0.00
<b>Total Administrative and Support</b>	<b>5.00</b>	<b>3.00</b>	<b>6.00</b>	<b>-2.00</b>
Captain	0.00	3.00	3.00	0.00
Lieutenant	0.00	5.00	6.00	+1.00
Senior Engineer	0.00	1.00	0.00	-1.00
(PPC) Assistant Fire Chief	1.00	0.00	1.00	0.00
(PPC) Captain	2.00	0.00	2.00	0.00
(PPC) Lieutenant/Squad Leader	1.00	5.00	6.00	0.00
(PPC) Engineer/Senior Engineer	3.00	8.00	11.00	0.00
(PPC) Firefighter/EMT/Paramedic	9.00	11.00	20.00	0.00
(PPC) Probationary	2.00	11.00	13.00	0.00
(PPC) Support	2.00	0.00	2.00	0.00
<b>Total Operational</b>	<b>20.00</b>	<b>44.00</b>	<b>64.00</b>	<b>0.00</b>
<b>Total</b>	<b>25.00</b>	<b>47.00</b>	<b>70.00</b>	<b>-2.00</b>

A modeled baseline budget illustration for Strategy D is below (Figure 153).

**Figure 153: Strategy D Modeled Baseline Budget (Illustration)**

<b>Budget Category</b>	<b>WRFR Annex into HFD</b>
Personal Services	
Administration	359,007
Operations	641,625
Benefits	435,420
Overtime	174,580
Materials	90,525
Services	137,342
Maintenance	48,500
Municipal Overhead	179,265
<b>Model Budget</b>	<b>\$2,066,264</b>
<b>Calculation of Tax Cost</b>	
Assessed Value	2,425,651,744
Model Budget	2,066,264
Operating Revenue	960,855
Equivalent Tax Levy	1,105,409
<b>Modeled Tax Rate</b>	<b>\$0.456</b>

For Strategy D the net modeled tax rate is \$0.456. The source data for the baseline budgets for BFD and WRFR from the fiscal year 2010 – 2011 did not list any capital outlay for HFD. No capital purchases are modeled in the baseline budget illustrations.

Based on fiscal year 2010-2011, cost modeling shows that Strategy D would result in a lower total cost to operate. A net cost avoidance of \$111,542 could be achieved in the first year.<sup>56</sup> Acquisition and capital replacement costs were not included. While WRFR lists transfers to capital reserves it appears to be inadequate to fund future needs. The city of Hailey has:

*“...defer(red) virtually all capital improvement and outlay projects. This includes not only new building construction, but also all of our apparatus replacement funding, and virtually all other capital improvements. Currently, the HFD requires approximately \$75,000 per year (adjusted annually for inflation) to maintain an adequate fleet of apparatus for the existing city and population.”<sup>57</sup>*

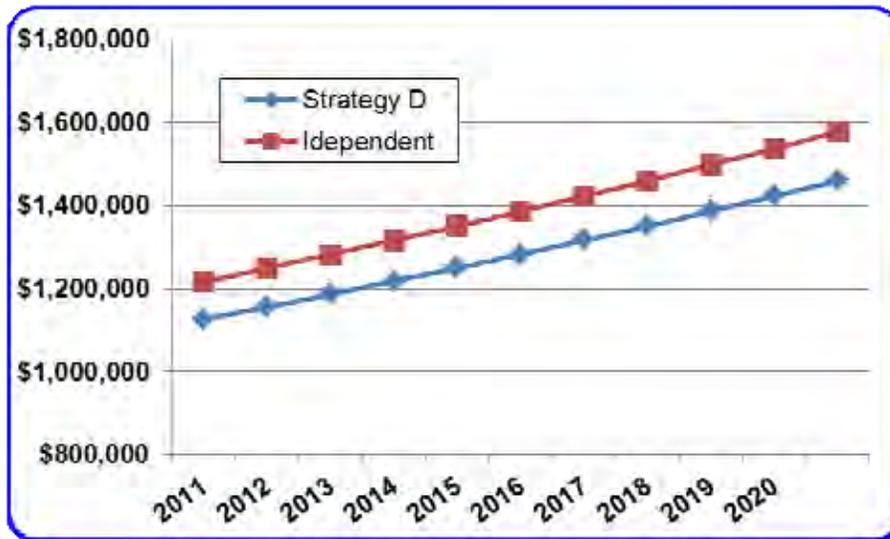
As with the previous strategies, for Strategy D we recommend a portion of any savings be used to increase capital reserves to fund replacement of capital apparatus and equipment.

To gauge future costs, the historical ten-year average CPI-U was applied to budgeted general expenditures for fiscal year 2010-2011 and the modeled costs. In the following figure, expenses are forecast forward ten years.

<sup>56</sup> Ibid.

<sup>57</sup> Ibid.

**Figure 154: Strategy D Forecasted Expenditures, 2011 – 2021**



For fiscal year 2020-2021 the forecast budget under Strategy D is \$1,433,068. As independent fire agencies the forecast is \$1,577,672, a difference of \$144,604. The cost avoidance for the ten-year period is forecast to be approximately \$1,290,187.

As with the previous three strategies, additional cost avoidance would be realized as the number of frontline and reserve fire apparatus requirements would decrease. The capital apparatus needs for Strategy D would reduce the number of apparatus. The number of fire apparatus is identical to Strategies B and C (see Figure 150). Likewise, forecast capital apparatus replacement costs for 2012 through 2021 are identical (see Figure 151).

**Strategy E: The Cities of Bellevue and Hailey and WRFR Create a New Fire District**

For Strategy E an assumption is that the newly created fire district would encompass the jurisdictional boundaries of the existing service providers. Similar to previous strategies, the current budgeted positions for the departments are used for the staffing concept of the new fire district. This strategy includes the full-time position of training officer.

**Figure 155: Strategy E Deployment and Staffing Concept (Illustration)**

Position	BFD	HFD	WRFR	Strategy E	Change
Fire Chief	0.50	1.00	1.00	1.00	-1.50
Assistant/Deputy Chief	0.00	1.00	1.00	2.00	0.00
Fire Marshal	0.00	1.00	0.00	0.00	-1.00
Training Officer	0.00	0.00	0.00	1.00	+1.00
Fire Inspector	76 hours annually (.04 FTE)	1.00	0.00	1.00	-0.04
Clerical	0.00	1.00	1.00	2.00	0.00
<b>Total Administrative and Support</b>	<b>0.54</b>	<b>5.00</b>	<b>3.00</b>	<b>7.00</b>	<b>-1.54</b>
Captain	0.00	0.00	3.00	3.00	0.00
Lieutenant	0.00	0.00	5.00	6.00	+1.00
Senior Engineer	0.00	0.00	1.00	0.00	-1.00
(PPC) Assistant Fire Chief	0.00	1.00	0.00	2.00	+1.00
(PPC) Captain	2.00	2.00	0.00	4.00	0.00
(PPC) Lieutenant/Squad Leader	0.00	1.00	5.00	6.00	0.00
(PPC) Engineer/Senior Engineer	2.00	3.00	8.00	13.00	0.00
(PPC) Firefighter/EMT/Paramedic	5.00	9.00	11.00	25.00	0.00
(PPC) Probationary	0.00	2.00	11.00	13.00	0.00
(PPC) Support	0.00	2.00	0.00	2.00	0.00
<b>Total Operational</b>	<b>9.00</b>	<b>20.00</b>	<b>44.00</b>	<b>74.00</b>	<b>1.00</b>
<b>Total</b>	<b>9.54</b>	<b>25.00</b>	<b>47.00</b>	<b>81.00</b>	<b>-0.54</b>

A modeled baseline budget illustration for Strategy E is below (Figure 156).

**Figure 156: Strategy E Modeled Baseline Budget (Illustration)**

Budget Category	New Fire District
Personal Services	
Administration	458,813
Operations	641,625
Benefits	477,238
Overtime	187,642
Materials	109,225
Services	158,664
Maintenance	54,200
Municipal Overhead	0
<b>Model Budget</b>	<b>\$2,087,409</b>
<b>Calculation of Tax Cost</b>	
Assessed Value	2,767,626,224
Model Budget	2,087,409
Operating Revenue	943,605
Equivalent Tax Levy	1,143,804
<b>Modeled Tax Rate</b>	<b>\$0.413</b>

For Strategy E, including the addition of a full-time training officer, the net modeled tax rate is \$0.413.

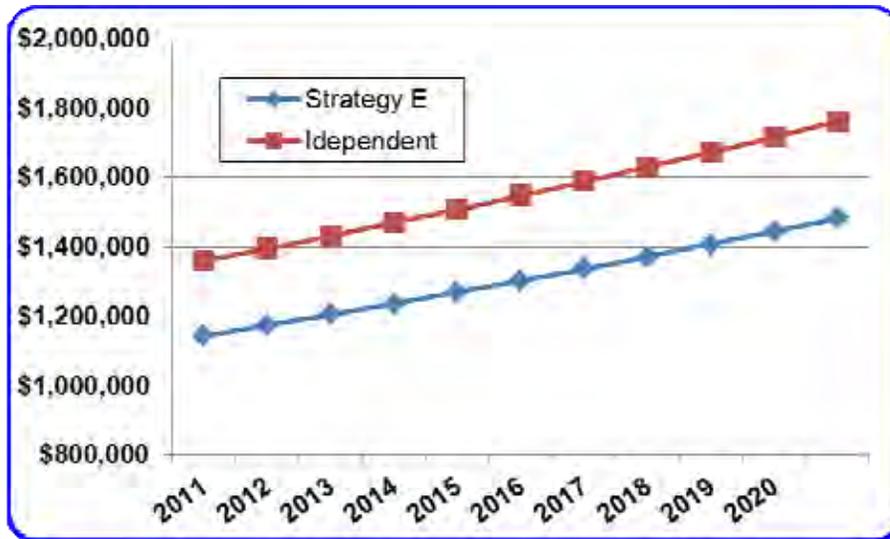
Based on fiscal year 2010-2011, cost modeling shows that Strategy E would result in a lower total cost to operate. A net cost avoidance of \$215,798 could be achieved in the first year.<sup>58</sup> Acquisition and capital replacement costs were not included. While WRFR lists transfers to capital reserves it appears to be inadequate to fund future needs. The city of Hailey has:

*“...defer(red) virtually all capital improvement and outlay projects. This includes not only new building construction, but also all of our apparatus replacement funding, and virtually all other capital improvements. Currently, the HFD requires approximately \$75,000 per year (adjusted annually for inflation) to maintain an adequate fleet of apparatus for the existing city and population.”<sup>59</sup>*

The city of Bellevue budget does not include funds for the replacement of capital apparatus and equipment. For Strategy E as with the previous four strategies we recommend a portion of any savings be used to increase capital reserves to fund replacement of capital apparatus and equipment.

To gauge future costs, the historical ten-year average CPI-U was applied to budgeted general expenditures for fiscal year 2010-2011 and the modeled costs. In the following figure, expenses are forecast forward ten years.

**Figure 157: Strategy E Forecasted Expenditures, 2011 – 2021**



For fiscal year 2020-2021 the forecast budget under Strategy E is \$1,482,843. As independent fire agencies the forecast is \$1,762,607, a difference of \$279,764. The cost avoidance for the ten-year period is forecast to be approximately \$2,496,111.

<sup>58</sup> Ibid.

<sup>59</sup> Ibid.

As with the previous four strategies, additional cost avoidance would be realized as the number of frontline and reserve fire apparatus requirements would decrease. The capital apparatus needs for Strategy E would reduce the number of apparatus. The number of fire apparatus is identical to Strategies B, C, and D (see Figure 150). Likewise, forecast capital apparatus replacement costs for 2012 through 2021 are identical (see Figure 151).

A summary of the five strategies, staffing, capital costs, and service levels is located in Findings and Recommendations for Action.

### **Cost Allocation**

Local governments provide services (such as fire protection) based on an assumption of public interest rather than the need for profitability, as in the private sector. Consequently, the limiting market forces of supply, demand, and price are not typically found at the forefront of policy decisions concerning fire protection. While elected officials may spend significant time and effort debating the overall cost of fire protection, it is very unusual that the point of service price is considered. In this light, it is not surprising that local governments find it difficult to establish a fair market price for essential services when entering into partnerships.

Usually when a single local government provides fire protection to its residents, that community bears the entire financial burden because of the presumption that everyone benefits from the service. In the case of municipalities, the full cost of the service may not be easily determined because administrative and support expenses are frequently borne by other municipal departments and not documented in the fire department's budget. It all works because individual users of the service are not charged; therefore, the real price of that service is never an issue. On the other hand, when two or more communities share in providing fire protection, elected officials must assure that each community assumes only its fair *pro rata* share of the cost, thereby fulfilling an obligation to act as stewards to the best interest of their respective constituencies.

However, while purely economic considerations may suggest that those who benefit from a service should pay in direct proportion to the level of benefit (the "benefits received" principle), social and political concerns may also enter into the price-setting process. For example, ESCI recently completed an evaluation of the fire protection system comprised of a city and a fire

protection district located in eastern Oregon.<sup>60</sup> The fire district provides no emergency service of its own, contracting instead with the city fire department for all operations within the district's territory. The fire district compensates the city for a percentage of the fire department budget (minus certain budgetary transfers and any funds not spent during the previous year) equivalent to a rolling five-year average of district alarms compared to city alarms.

### Cost Allocation Options

What follows is an listing of system variables that can be used (singly or in combination) to allocate cost between allied fire departments. Each option is summarized by the concept, its advantages and disadvantages, and other factors that should be considered. Regardless of the option(s) chosen to share the cost of fire protection, the resulting intergovernmental service agreement needs to address the issues of full cost versus marginal cost and should be clear about the inclusion of administrative or overhead cost. In addition, service contracts often must reconcile the exchange of in-kind services between the participating agencies.

### Area

The cost of emergency service can be apportioned based on the geographic area served relative to the whole. For instance, the jurisdictional boundaries of the BFD, HFD, and WRFR represent about 154.4 square miles. The following figure displays the services area in square miles and the percentage for each jurisdiction.

**Figure 158: Cost Allocation by Service Area**

Jurisdiction	Service Area in Square Miles	Percentage of Total
City of Bellevue	1.19	0.77%
City of Hailey	3.55	2.29%
Wood River Fire & Rescue	150.00	96.94%
<b>Total</b>	<b>154.74</b>	<b>100.00%</b>

Apportionment founded on service area alone may work best in areas that are geographically and developmentally homogeneous.

- Pro: Service area is easily calculable from a variety of sources. Size of service area is generally remains constant with few if any changes.
- Con: Service area does not necessarily equate to greater risk or to greater workload.

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<sup>60</sup> City of John Day and John Day Rural Fire Protection District, Oregon.

- Consider: Service area may be combined with other variables (such as assessed value and number of emergencies) to express a compound variable (such as assessed value per square mile and emergencies per square mile).

Assessed Value

The assessed value (AV) of agencies is established by tax assessors under laws of the state. Usually, higher-valued structures and complexes carry a greater risk to the community from loss by fire; consequently, assessed value also tends to approximate the property at risk within an area. Fire departments are charged with being sufficiently prepared to prevent property loss by fire. Therefore, the cost of contracted fire protection may be apportioned relative to the assessed value of the allied jurisdictions. Typically, AV is used to apportion cost of shared service by applying the percentage of each partner’s AV to the whole. Figure 159 illustrates the allocation of cost by the assessed value of the three agencies.

**Figure 159: Cost Allocation by Assessed Value**

Jurisdiction	Assessed Value	Percentage of Total
City of Bellevue	\$341,974,480	12.36%
City of Hailey	1,278,745,835	46.20%
Wood River Fire & Rescue	1,146,905,909	41.44%
<b>Total</b>	<b>\$2,767,626,224</b>	<b>100.00%</b>

- Pro: AV is updated regularly, helping to assure that adjustments for changes relative to new construction, annexation, and inflation are included. Because a third party (the assessor) establishes AV in accordance with state law, it is generally viewed as an impartial and fair measurement for cost apportionment. Fire protection is typically considered a property-related service; thus, apportionment tied directly to property value has merit.
- Con: AV may not reflect the property risk associated with certain exempt property, such as schools, universities, government facilities, churches, and institutions. AV may not always represent the life risk of certain properties, such as nursing homes or places of assembly, which might dictate more significant use of resources. In addition, some large facilities may seek economic development incentives through AV exemptions or reductions. Adjustments may need to be made to AV if such large tracts of exempt property in one jurisdiction cause an imbalance in the calculation. Last, AV typically includes the value of land, which is not usually at risk of loss by fire. Depending on the local circumstance, however, this may not be a significant factor if the relative proportion of land value to structure value is reasonably uniform over the whole of the territory.
- Consider: Discounted AV depending on the class of property (commercial or residential), which may skew the overall proportion of those properties compared to risk. As an additional consideration, assessors usually establish the AV in accord with the property

tax cycle, which can lag somewhat behind the budget cycle of local agencies and the time when service contracts are reviewed or negotiated.

Deployment

The cost for service is based on the cost of meeting specific deployment goals. Deployment goals may be tied to the physical location of fire stations, equipment, and personnel (strategic deployment) or by stating the desired outcome of deployment (standards of cover). For example, a strategic goal could specify the location of two stations, two engines, and four on-duty firefighters. A standard of cover might state the desired outcome of the same deployed resources as two engine companies and four emergency workers on the scene of all structure fire emergencies within eight minutes 85 percent of the time. While both strategic and outcome goals can be used effectively to assist in allocating cost, ESCI views outcome goals to be more dynamically linked to the quality of service and therefore preferable to strategic goals. This alternative is highly variable due to the independent desires of each community in regard to outcome goals.

A weighted scoring system uses a critical task analysis. This type of scoring system for each agency allows the ranking of each area based on the assigned risk as well as the apparatus, manpower, and Needed Fire Flow (NFF). The following figure (Figure 160) illustrates the allocation of cost by the number of resources deployed to serve each jurisdiction. It includes fire stations and frontline engines and ladder trucks.

**Figure 160: Cost Allocation by Resource Deployment**

Jurisdiction	Facilities	Engines and Aerials	Percentage of Total
City of Bellevue	1	2	21.43%
City of Hailey	1	3	28.57%
Wood River Fire & Rescue	3	4	50.00%
<b>Total</b>	<b>5</b>	<b>9</b>	<b>100.00%</b>

- Pro: Deployment is intuitively linked to the level of service. The outcome of deployment based on a standard of cover can be monitored continuously to assure compliance. Such deployment can be adjusted if standards are not met. This assures the continuous quality of emergency response throughout the life of a service contract.
- Con: Strategic deployment may not equate to better service because such goals are prone to manipulation wherein resources may be sited more for political reasons and less for quality of service reasons. Outcome goals require common reporting points and the automatic time capture of dispatch and response activities to assure accuracy.

Record keeping needs to be meticulous to assure the accurate interpretation of emergency response outcomes.

- Consider: Contracts for deployment-based fire protection should address the inclusion of administrative or overhead cost, as well as capital asset cost, depreciation, rent, and liability insurance.

### Service Demand

Service demand may be used as an expression of the workload of a fire department or geographical area. Cost allocation based on emergencies would consider the total emergency response of the service area and apportion system cost relative to the percentage of emergencies occurring in the jurisdictions.

**Figure 161: Cost Allocation by Service Demand, 2009**

Jurisdiction	Service Demand	Percentage of Total
City of Bellevue	40	3.46%
City of Hailey	408	35.32%
Wood River Fire & Rescue	707	61.21%
<b>Total</b>	<b>1,155</b>	<b>100.00%</b>

With 41.44 percent of the assessed valuation, WRFR represented 61.21 percent of the calls for service in 2009. This statistic is misleading as a portion of the service demand for WRFR occurred outside of its jurisdictional boundaries.

- Pro: Easily expressed and understood. Changes in the workload over the long term tend to mirror the amount of human activity (such as commerce, transportation, and recreation) in the corresponding area.
- Con: Emergency response fluctuates from year to year depending on environmental and other factors not directly related to risk, which can cause dependent allocation to fluctuate as well. Further, the number of alarms may not be representative of actual workload; for example, one large emergency event requiring many emergency workers and lasting many hours or days versus another response lasting only minutes and resulting in no actual work. Last, emergency response is open to (intentional and/or unintentional) manipulation by selectively downgrading minor responses, by responding off the air, or by the use of mutual aid. Unintentional skewing of response is most often found in fire systems where dispatch and radio procedures are imprecisely followed. Further, service demand does not follow a predetermined ratio to land area. As such, the service demand per square mile ratios may produce large variations.
- Consider: Using a rolling average of alarms over several years can help to suppress the normal tendency for the year-to-year fluctuation of emergencies. Combining the number of emergencies with the number of emergency units and/or personnel required may help

to align alarms with actual workload more closely; however, doing so adds to the complexity of documentation. In a similar manner (and if accurate documentation is maintained), the agencies could consider using the total time required on emergencies as an aid to establish the comparative workload represented by each jurisdictional area.

### Fixed Rate

The use of fixed fees or rates (such as a percentage) to calculate allocation of shared cost is more common between municipalities and independent fire districts. Occasionally, fixed-rate contracts involve the exchange of in-kind services.

- Pro: The concept is simple and straightforward. A menu of service options and the fees corresponding to those alternatives can be developed by the contractor agency. The contracting agencies can tailor a desired level of service based on risk and community expectation by choosing from the various menu items.
- Con: Partnering communities may change (i.e., population, jobs, commerce, structures, and risk) at divergent rates, causing disconnection between the rationale used to establish the fee and the benefit received. A fixed-rate contract may be difficult to coherently link to the services provided and/or received, which can lead to a lack of support by officials and the community.
- Consider: Partnering agencies need to assure that provision for rate adjustment is included in the agreement, including inflation. The agreement should address the issue of full cost versus marginal cost. The inclusion or non-inclusion of administrative and/or overhead cost also requires statement, as does the reconciliation of in-kind service exchange. The ownership and/or depreciation of capital assets should be addressed, as should rent, utilities, and liability insurance. In the case of a fixed fee, the agreement should establish how the participation of other public agencies in the partnership would affect cost.

### Population

Payment for service can be based on the proportion of residential population to a given service area. The following figure lists the population by jurisdiction and the percentage of the total number of individuals living in each service area.

**Figure 162: Cost Allocation by Population**

Jurisdiction	Population Served	Percentage of Total
City of Bellevue	2,229	16.49%
City of Hailey	8,075	59.75%
Wood River Fire & Rescue	3,210	23.75%
<b>Total</b>	<b>13,514</b>	<b>100.00%</b>

- Pro: Residential population is frequently used by governmental agencies to measure and evaluate programs. The U.S. Census Bureau maintains an easily accessible database of the population and demographics of cities, counties, and states. Estimates of population are updated regularly. Laypersons intuitively equate residential population to the workload of fire departments.<sup>61</sup>
- Con: While census tracts for cities frequently follow municipal boundaries, this is not the case with fire district boundaries, forcing extrapolated estimates, which can fail to take into account pockets of concentrated population inside or outside of the fire district boundaries. Residential population does not include the daily and seasonal movement of a transient population caused by commerce, industry, transport, and recreation. Depending on the local situation, the transients coming in (or going out) of an area can be very significant, which can tend to skew community risk. Residential population does not statistically link with emergency workload; rather, human activities tend to be the linchpin that connects people to requests for emergency assistance.

For example, if residential population actually determined emergency workload, emergencies would peak when population was highest within a geographic area. However, in many communities where the residential population is highest from about midnight to about 6:00 a.m. (bedroom communities), that time is exactly when the demand for emergency response is lowest. It turns out that emergency demand is highest when people are involved in the activities of daily life—traveling, working, shopping, and recreating. Often, the persons involved in such activities do not reside in the same area. Additionally, simply relying on population will not account for the effects that socio-economic conditions have on emergency service response activity.

- Consider: The residential population of unincorporated areas can sometimes be estimated by using the GIS mapping capability now maintained by most counties and municipalities. By counting the residential households within the area in question, then applying demographic estimates of persons per household, it may be possible to reach a relatively accurate estimate of population within the area in question. Alternately, residential population can be estimated by using information obtainable from some public utility districts by tallying residential electrical meters within a geographic area and then multiplying by the persons per household.

The Bellevue, Hailey and Wood River areas experience a daily or seasonal influx of people who are not counted as residential population. This transient population can be estimated by referring to traffic counts, jobs data, hotel/motel occupancy rates, and, in some cases, state park administrators. Residential population plus transient population is referred to as functional population. Where functional population is significantly different from residential population, service agreements based on population should be adjusted to account for it.

The study area is unique in that considerable transient population may be present depending on the season or special events taking place. Basing cost allocation only on residential population

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<sup>61</sup> The average citizen may easily associate population to emergency workload, but no statistical link can be made between the two.

may seem to disregard the effect of these transient populations on the regional emergency services system, but ESCI believes that the nature of transient populations and the character of the region result in a slightly higher impact on the city of Hailey. Residents and visitors to the area tend to move in and through all three study jurisdictions. Some travel is for work and daily activities, while other is seasonal; such as destination related at Friedman Memorial Airport. ESCI believes that the fact that transient populations shift in this manner tends to negate most disproportionate impacts on the fire department, creating instead a background effect that need not be considered for the purpose of apportionment.

### Multiple-Variable Allocation

Frequently, even though everyone may agree on the benefit of allied fire protection, officials find it difficult to reach an accord on the cost. The differences between community demographics and/or development, along with changes that occur within the system over the long term, can cause the perception of winners and losers. This can be especially prevalent when a single variable is used to apportion cost. A service contract based on more than one allocation determinate may help solve these problems.

For example, ESCI is familiar with a 9-1-1 dispatch center in Oregon that serves more than 20 fire agencies of all sizes and types—large, small, metropolitan, and rural; on-duty career and on-call volunteer. Here, the service contract includes three determinates applied to each agency.

- **Base charge** — 10 percent of the dispatch center's budget is divided equally between all agencies. This charge is based on the acknowledgement that each agency is equally responsible to maintain the dispatch center on continuous stand-by, irrespective of size of the agency or its use of the dispatch services.
- **Usage charge** — 45 percent of the dispatch center's budget is divided between the agencies in accordance with the number of emergency dispatches made for each during the preceding year. The member agencies determined that this charge fairly assesses the overall use of the 9-1-1 dispatch system by each.
- **Risk charge** — 45 percent of the dispatch center's budget is divided between the agencies in accordance with the relative percentage of each department's AV. The member agencies determined that this charge is relational to each department's community risk and that it is closely associated with the overall ability to pay.

By apportioning the dispatch center cost over three variables, the members of this alliance have been able to reach a long-term agreement that fits the diversity of the partnering agencies. Other partnerships in other geographical areas may require a different solution involving

different combinations of variables. In summary, we restate something said earlier: When choosing a cost-sharing strategy for partnered fire protection, it is important to keep any apportionment formula fair, simple, and intuitively logical to assure that the public accepts and supports the endeavor.

Allocation Summary

The information provided previously serves as a detail of cost allocation factors. Given the lengthy discussion provided with each option, ESCI has compiled the information into a summary table illustrating the distribution of factors among the three agencies. These examples are for illustrative purposes and may be used as part of a check for fairness of assigning the cost for service.

**Figure 163: Summary of Cost Allocation Factors by Percentage – 2009**

Jurisdiction	Area	Assessed Value	Resource Deployment	Service Demand	Population
City of Bellevue	0.77%	12.36%	21.43%	3.46%	16.49%
City of Hailey	2.29%	46.20%	28.57%	35.32%	59.75%
Wood River Fire & Rescue	96.94%	41.44%	50.00%	61.21%	23.75%
<b>Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

ESCI extrapolated the cost of emergency services using the fiscal year 2010 – 2011 budgeted amounts using a multiple variable formula. This was applied to the cost allocation factors derived from 2009 data. The dollar amount used in the calculations includes the total budgets of the three fire departments less revenue \$1,053,456.

In addition to the individual funding alternatives, several multiple-variable scenarios are also provided as examples of how this type of methodology can be modified and applied. The following figures show three multiple cost allocations by variable, the weighted apportionment by percentage, and cost to each agency. The first (Figure 164) allocates costs on the basis of assessed value (50 percent) and service demand (50 percent).

**Figure 164: Multiple Variable No. 1, Allocation and Cost Apportionment**

		Agency	Allocation	Cost
Assessed Value	50%	City of Bellevue	7.91%	83,325
Service Demand	50%	City of Hailey	40.76%	429,433
		Wood River Fire & Rescue	51.33%	540,698
<b>Total</b>	<b>100%</b>		<b>100.00%</b>	<b>1,053,456</b>

The second (Figure 165) allocates costs on the basis of assessed value (70 percent) and service demand (30 percent).

**Figure 165: Multiple Variable No. 2, Allocation and Cost Apportionment**

		Agency	Allocation	Cost
Assessed Value	70%	City of Bellevue	9.69%	102,062
Service Demand	30%	City of Hailey	42.94%	452,354
		Wood River Fire & Rescue	47.37%	499,040
<b>Total</b>	<b>100%</b>		<b>100.00%</b>	<b>1,053,456</b>

The third example (Figure 166) allocates the cost based on assessed value (50 percent), deployment (25 percent), and service demand (25 percent).

**Figure 166: Multiple Variable No. 3, Allocation and Cost Apportionment**

		Agency	Allocation	Cost
Assessed Value	50%	City of Bellevue	12.40%	130,640
Deployment	25%	City of Hailey	39.08%	411,647
Service Demand	25%	Wood River Fire & Rescue	48.52%	511,169
<b>Total</b>	<b>100%</b>		<b>100.00%</b>	<b>1,053,456</b>

### **Functional Cooperative Effort Strategies**

The partnership strategies discussed (above) clearly offer the most effective means by which the agencies can improve service delivery to their communities while preserving current resources and achieving long term cost avoidance. ESCI recognizes that the partnership efforts will take time and be subject to scrutiny by the respective agencies, their governing bodies, and constituents.

ESCI further recognizes that, while appropriate and necessary, the listed strategies may not all be adopted in the near term and once adopted, will take time and effort to achieve. For this reason, a listing of cooperative effort strategies has been developed (detailed below). Should an integration of the agencies be deferred or the governing bodies decide against integration, ESCI recommends that the listed cooperative efforts strategies should be pursued.

## **A – Develop a Regional Public Fire Safety Education Coalition**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Fire Prevention

### Affected Stakeholders

- All Agencies

### Objective

- Provide for the cost effective, regional dissemination of public fire safety education.

### Summary

Preventing fires is known to be far more cost effective than extinguishing them. One widely recognized and very successful method of preventing fires is through a multi-faceted public fire safety education program.

### Discussion

Successful public education programs use a range of communication methods, many of which cannot be limited to a specific geopolitical boundary. Television and radio, for instance, are regional media that over-arch jurisdictional limits delivering information to citizens in a wide variety of communities. For fire safety campaigns to be most effective, each must be designed to target a specific audience and each must be crafted for the means of delivery.

Creation of a regional public education coalition will help to standardize fire safety messages across the region and work to reach more of the target audience. This, in turn, will allow for cost avoidance to each agency through sharing while improving the quality of programs in the communities with few or no public education resources. Costs can also be reduced through quantity purchasing of handouts and other public education materials. Increased training can be made available to the public education staff, engine company crews, and others to enhance the quality of the fire prevention effort in those communities now lacking such programs.

Guidance

- Formalize the creation of the coalition through a written agreement.
- Involve others from outside the area and from non-traditional groups (insurance industry, educators, Idaho State Fire Marshal, media).
- Create standardized messages that can be used across the county.
- Learn from others. Model the coalition after other successful regional public fire safety education programs.

Fiscal Considerations

- The elimination of duplicated effort in the creation and distribution of public fire safety education messages reduces soft costs.
- Cost savings can be achieved through group purchasing of materials and other media.
- Departments currently without a presence in public education efforts would see a cost increase.

## **B – Develop a Regional Juvenile Fire Setter Intervention Network**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Fire Prevention

### Affected Stakeholders

- All Agencies

### Objective

- Provide an effective means for intervening in juvenile-set/caused fires.

### Summary

Statistical analysis nationwide clearly demonstrates the growing problem of juvenile fire setting. While fires set by juveniles have always been a problem, fire cause determination and fire data reporting systems have not always been adequate to identify the extent of the phenomenon. Many jurisdictions simply do not realize the extent of juvenile-set fires in their community.

The lack of involvement by fire departments, law enforcement agencies, mental health professionals, schools, juvenile court, and other affected interests throughout the county limits the effectiveness of the overall fire prevention efforts of the individual departments.

### Discussion

The establishment of an effective, multi-discipline, multi-agency Juvenile Fire Setter Intervention (JFSI) Network will allow shared expertise, services, knowledge, and (most importantly) information to the benefit of three agencies and communities. A network of trained professionals from all the needed disciplines, working together, allows for more accurate assessment of individual fire setters to determine the nature and depth of intervention required.

A regional program also:

- Allows for sharing the workload between agencies.
- Facilitates appropriate referral to professional services when needed.

- Makes possible effective prosecution on those few occasions when juvenile-set fires are verified as arson.

Guidance

- Develop a regional program modeled on already established and successful JFSI networks.
- Include all the needed professional disciplines.
- Provide important, on-going training.
- Involve only those fire agency personnel who desire to participate.
- Formally organize the structure of the network for long-term sustainability.

Fiscal Considerations

- Reduced fire loss to the community through reduction in juvenile-caused fires.
- Potential increased training requirement and cost.
- Potential cost for training and for intervention.

## **C – Create a Unified Occupational Medicine Program**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Administration

### Affected Stakeholders

- All Agencies

### Objective

- Provide a fire-service related occupational and health program.

### Summary

A single method and source for providing occupational and health services may provide savings through economies of scale. *NFPA 1500, Standard on Fire Department Occupational Safety and Health Programs*, provides the minimum requirements for a fire-service related occupational safety and health program.<sup>62</sup> Along with *NFPA 1500*, *NFPA 1582 Standard on Comprehensive Occupational Medicine Programs for Fire Departments* and related documents, provide guidance for the creation of occupational health programs and for establishing medical requirements for current and future firefighters.

### Discussion

There is a need for all fire departments to have access to a group of professionals with expertise in the occupational medicine field. Occupational medicine is dedicated to promoting and protecting the health of workers through preventive services, clinical care, research, and educational programs. One aspect of a program is keeping up to date with health and safety regulations, standards, and current practices. Occupational medicine specialists review current practices to see if the agencies meet new regulations, make modifications if needed, and assist the departments in adopting any changes.

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<sup>62</sup> National Fire Protection Association, *Standard 1500: Standard on Fire Department Occupational Safety and Health Program*, 2007 Edition.

The importance of employee health and welfare and the potential liability associated with the lack of such programs necessitates that fire departments establish close professional relationships with occupational medicine specialists to assure that emergency workers are protected by the most up-to-date occupational health and safety programs possible.

Occupational safety and health programs (sometimes referred to as Industrial Medicine) vary in depth, form, and delivery. A fire department may employ a physician full time, contract with a provider organization, or conduct part of a program in-house while contracting for the remaining services. Any number of medical professionals and medical centers in Idaho have programs that may meet the needs of the three fire departments. St. Luke's Wood River Medical Center has an occupational health program as well as clinics in Mountain Home and Idaho Falls, ID.

One such occupational medicine program that ESCI is familiar with uses the fire department wellness coordinator to conduct audiometric, spirometric, and vision screenings before personnel complete their annual physical evaluation. The occupational medicine provider then conducts blood draws at individual fire stations. Consequently, at the time of the medical physical the physician has at his/her disposal not only the firefighter's historical but also current medical screening records.

The medical physical, stress test, and all other components of the evaluation are done as part of the fire department's regular training rotation at a regional training center. Through a professional relationship developed with a medical service provider over several years, the fire department in this example was able to receive this level of service at a very competitive price.

The legal requirements for a fire department occupational safety and health program have been established. How a fire department administers and supports the program determines the success and the resultant benefit. In the example, the department previously had to hire extra staff or pay employees overtime to take annual medical physicals. The occupational medical program resulted in the saving of more than \$15,000 through reduced overtime cost; however, some funding is still required for medical follow-ups and for employees not able to meet the schedule.

An additional advantage of using a local occupational safety and health provider is the ability to quickly evaluate and treat non-threatening injuries suffered by employees.

Guidance

- Determine required and desired specifications for an occupational safety and health program.
- Create a single personnel policy for occupational safety and health.
- Develop a request for proposals (RFP) for soliciting vendors to supply occupational safety and health services.
- Investigate the availability of audiometric, spirometric, and vision testing equipment for use in conducting in-house medical evaluations. This should include the certification of personnel to conduct the testing.
- Conduct baseline testing for firefighters without previous audio and lung function baseline records.
- Baseline testing could also be conducted for other employees of Bellevue and Hailey

Fiscal Considerations

- Consider the joint purchase of a single set of testing equipment for audiometric, spirometric, and vision screening requires a capital outlay of approximately \$15,000. Classes for training and certification in audiometry and spirometry average \$1,000 per class, exclusive of salary.
- Occupational medicine programs are often menu driven. Items selected for inclusion in the program determine the final cost. Additional financial factors involve whether the fire departments elect to exceed mandated requirements, perform some of the occupational medicine functions internally, or consolidate the occupational medicine program with interrelated programs. Interrelating programs that share functions include wellness, infectious disease, FIT testing, EMS, and hazardous materials.

## **D – Create a Unified Wellness and Fitness Program**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Administration

### Affected Stakeholders

- All Agencies

### Objective

- Provide a wellness and fitness program that promotes the improved health and well-being of personnel in all divisions and at all ranks.
- Increase fitness levels and decrease injuries.
- Reduce frequency and number of sick/sick injury incidents.
- Reduce the number of days used for sick/sick injury leave.

### Summary

Wellness and fitness programs have proven beneficial to employers and employees alike. Onsite visits by licensed wellness experts are part of an all-inclusive program. Services offered under a comprehensive wellness program may include:

- Wellness screening
- Health coaching
- Wellness and fitness educational materials
- Support groups
- Presentations
- Fitness evaluations
- Newsletters
- Nutritional information
- Health risk assessment
- Fitness training

Discussion

The benefits of wellness and fitness programs have, in some instances, been quantified anecdotally without specific documentation. Documented individual incidents and case studies over a longer period of time have now yielded conclusive data as to their benefits. Two case studies are used here to illustrate this point.

First, during an annual visit for his medical and fitness evaluation, a battalion chief with the Indianapolis, Indiana, fire department was found to have an abnormal heart rhythm. He had considered himself to be in excellent condition, competing in track and field events since 1996. He was immediately removed from duty and sent to a cardiologist for a heart catheterization. He was diagnosed with severe blockages in four coronary arteries. Within two days of his medical evaluation, he underwent quadruple bypass surgery. His cardiologist told him he wouldn't have lived another two weeks without intervention. Remarkably, the battalion chief returned to work and was back exercising within six weeks of surgery. The father of four and grandfather of two is thankful to be alive, attributing his good fortune to the IAFF/IAFC Wellness and Fitness Initiative.

The second example involves a mid-sized fire department employing both career and volunteer personnel. The department was in need of a fitness/wellness program and subsequently contracted with Oregon Health Sciences University to provide an evidence-based program custom tailored for its diverse group of firefighters. The primary goals of the program were to "increase fitness levels and decrease injuries." Results of the study spanning seven years conducted by OHSU Health Management Services included these findings:

- Greater than 30 percent increase in the number of participants.
- A decrease in average total cholesterol.
- A decrease in average LDL cholesterol from 130 to 120.
- Participants with BP in the high normal range or above dropped from 18.3 percent to 8.5 percent.
- Participants with moderate or high coronary risk dropped from 61.7 percent to 35.4 percent.
- Participants with an overall wellness score of good or excellent increased from 41.7 percent to 58.5 percent.
- Annual number of days lost (workers compensation days) dropped from a high of nearly 300 days to below 50 days. During the study period, the fire department increased the number of career personnel two-fold.

### Guidance

- Determine the components of a wellness and fitness program that would best benefit the departments.
- Involve a broad cross section of personnel in the development process.
- Investigate multiple programs and providers for best fit.
- Coordinate activities with established fitness and safety committees.
- Train in-house peer fitness trainer/coaches.
- Incorporate wellness and fitness services as an element of recruit academies.
- Include volunteers and staff in wellness and fitness services.
- Provide initial and recurring wellness education to personnel.
- Provide a newsletter (paper or virtual) for all personnel.
- Incorporate wellness in training sessions.
- Provide for a periodic appraisal of the wellness and fitness program.

### Fiscal Considerations

- The cost per employee of a wellness and fitness program can vary widely. An annual per employee cost may range from as low as \$25 to as high as \$100 depending on many factors, such as:
  - Frequency of employee contact
  - Range of services desired
  - Equipment need
  - Inclusion of ancillary offerings (newsletter, peer fitness coach training)
- The soft costs associated with personnel time required for wellness and fitness instruction need to be addressed before carrying out a plan.
- Potential cost savings may result from:
  - Reduced work related injury leave days
  - Reduced sick leave usage
  - Reduction in medical benefits used
  - Improvement in employee fitness and morale

## **E – Adopt and Implement a Single Computerized Training Records Management System**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Training

### Affected Stakeholders

- All Agencies

### Objective

- Provide a fully integrated comprehensive training records management system (RMS).

### Summary

Computerized RMS provides for ease of data entry, retention, and accessibility. RMS is designed to provide comprehensive information regarding an individual, company, station, shift, and department training status. All RMS are designed to query records and generate a variety of user-defined reports.

Each of the fire departments unilaterally selected an RMS for their departments, resulting in a diversity of products and processes. *NFPA 1401, Recommended Practice for Fire Service Training Reports and Records*, provides standards for record keeping systems. *NFPA 1401* presents a systematic approach to providing essential information for managing the training function of the fire service organization. It includes the types of records, reports, and forms that can service as basic information tools for effective training administration. It also provides recommended practices related to computerization of records and reports and the legal aspects of record keeping.

### Discussion

An assortment of factors, including a lack of support, the time to become proficient with the software, and software limitations, frustrate and prevent most users from fully using a RMS. The use of a standard RMS for the three fire departments (throughout the region) would rectify the ineffectiveness that presently exists.

With a single RMS, one administrative staff person would work collectively with all users to instruct, maintain, and troubleshoot the system. The ability to use the system to its maximum potential and to retain and generate meaningful reports is improved. An environment is created for system users to share knowledge, experience, and assist one another in problem resolution.

Vacations, overtime work, rotating shift schedules, PPC personnel availability, and normal absenteeism make training schedules very difficult to manage. The ability to cooperatively track and assess training information would foster the development of a unified training manual and an annual training plan. Future enterprises may benefit from a single RMS, including recruit training, career development, in-service, officer growth, and specialized training programs. An RMS for training will aid department administrators in budget planning, training delivery, and with resource and risk management.

### Guidance

- Establish a work group including at least one training representative from each department.
  - Identify system requirements and needs of involved departments.
  - Evaluate the RMS currently used by each department, including justification for their use.
  - Evaluate other available RMS systems.
  - Select an RMS that most adequately satisfies mutual requirements, needs, and budget.
- Each department should share in the cost of administration and managing the training RMS, including:
  - Training RMS management.
  - Oversight of hardware and software installation.
  - Providing for the initial and on-going RMS training for end users (officers).
- Determine server requirements for training RMS.
- Use existing or establish an Intranet or Internet network.
- Provide for RMS maintenance and troubleshooting services.
- Acquire technical assistance for RMS programming.
- Provide for a periodic appraisal of the RMS.
- Consider expanding RMS to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- A reduction in duplicated effort (reduces soft costs) in acquiring, learning, and maintaining, individual systems.
- Economies of scale in the collective purchase, use, and maintenance of a single RMS.
- Cost to purchase, administer, maintain, or modify existing network.
- Personnel costs associated with RMS training, and implementation.

## **F – Develop and Adopt Common Training Standards**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Training

### Affected Stakeholders

- All Agencies

### Objective

- Adopt uniform training guidelines.
- Adopt uniform certification standards.

### Summary

Training standards provide the benchmark for training. They define and specify the quantity and quality of training for achieving levels of competency and certification. Certain standards are mandated by governing or regulating agencies such as OSHA (Occupational Safety and Health Administration). Others are considered industry standards developed by organizations like the National Fire Protection Association (NFPA). Occasionally, locally developed standards are adopted to address circumstances unique to that area. Private vendor standards and certifications are often applicable to specialized training. Training records should consist of:

- Daily training records
- Company training records
- Individual training records
- An inventory of equipment assigned to training personnel
- A complete reference library

### Discussion

By collectively adopting a set of training standards (IFSTA, for example), the departments are foundationally prepared to move forward with an RMS. The adoption of standards would provide uniformity throughout the training delivery system and would improve inter-agency

compatibility. It would further simplify development of a single training manual, annual training plan, and data entry and retrieval of computerized training records. Adoption will provide for uniformly trained and certified responders and will assure increased emergency scene compatibility, efficiency, effectiveness, personnel confidence, and safety.

### Guidance

- Establish a work group including at least one training representative from each department.
  - Identify mandated training standards affecting all departments.
  - Assess all other standards currently used by the fire departments, including rationale for their use.
  - Consider any unique local issues.
  - Develop a process for the adoption of regional training standards.
  - Adopt training standards to which all county departments will adhere.
  - Provide for continuous review and updating of training standards.
- Educate personnel on the purpose and application of the standards.
- Provide for continual use of training standards throughout the training delivery system.
- Maintain standards in a readily available format.
- Provide for frequent evaluation and updating of training standards.
- Address and resolve personnel certification issues (address through reciprocity) created by new standards and certifications.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

### Fiscal Considerations

- A reduction in duplicated staff effort (reduces soft costs) and training staff to develop similar but separate programs based on the same or differing standards.
- A potential for reduced specialized training costs through a larger pool of personnel.
- Responders trained to the same standard provide a more cohesive workforce, increasing efficiencies.

## **G – Create a Single Training Manual**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Training

### Affected Stakeholders

- All Agencies

### Objective

- Provide consistent, standardized training procedures.

### Summary

Fire department instructors use manuals based on national, state, and local standards as a resource to develop lesson plans for classroom and field training. Training sessions provide students with the knowledge, skills, and abilities to perform in emergency and non-emergency situations. The departments participating in this study should cooperatively develop a training manual for adoption by all agencies.

### Discussion

Until recently, each fire department unilaterally selected training materials from a variety of options.<sup>63</sup> Not surprisingly, training and performance varied across the area. The creation and use of a standard training manual will provide for more consistent training, better on-scene coordination, and improved firefighter safety.

As the firefighters of each agency are trained in the same procedures, each can respond to an emergency with the confidence that all responders are prepared to work effectively as a team. This will improve the willingness of firefighters from different departments to work together as a coordinated emergency workforce. Standardized training procedures improve on-scene safety, efficiency, and effectiveness.

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<sup>63</sup> HFD recently began providing firefighter training for BFD personnel.

Care should be exercised to prevent the development process from taking too long. To expedite progress, we recommend adopting material from existing model training manuals, hose evolutions, and standard operating guidelines. A resource for obtaining material can be found through the WFCA (Western Fire Chiefs Association), Idaho Emergency Services Training (IEST), and the National Fire Academy.<sup>64</sup>

Model fire department training material is readily available through non-profit organizations and private companies. Sources for commercially available training material include the Fire Department Training Network (FDTN), Thomson DelMar, and Oklahoma State University. The International Fire Service Training Association (IFSTA, through Oklahoma State University) and Fire Protection Publications (FPP) have been longstanding producers of training manuals, course curricula, and audiovisual aids for fire departments.

NFPA recommended practices and standards can also assist with the development of the training manual. Relevant standards include:

- *NFPA 1401, Recommended Practice for Fire Service Training Reports and Records*
- *NFPA 1403, Standard on Live Fire Training Evolutions*
- *NFPA 1404, Standard for Fire Service Respiratory Protection Training*
- *NFPA 1410, Standard on Training for Initial Emergency Scene Operations*
- *NFPA 1451, Standard for a Fire Service Vehicle Operations Training Program*

The need for training of personnel with specialized duties should be included in the training manual.

#### Guidance

- Establish and maintain a user group that meets regularly.
  - Include at least one training representative from each department.
- Develop and adopt a single training manual.
- Place the training manual in electronic format for easier updating and to allow access by firefighters.

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<sup>64</sup> Western Fire Chiefs Association, National Fire Service Library, [www.wfca.com](http://www.wfca.com), Department of Homeland Security, Federal Emergency Management Agency, U.S. Fire Administration, National Fire Academy, Training and Education.

- Provide for coordinated training of all agencies.
- Provide for regularly scheduled multi-agency drills.
- Provide for a regular evaluation and review of the training manual for applicability to pertinent laws, industry standards, and regional standard operating guidelines.
- Seek out existing procedures for use in development of the regional training manual.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- The elimination of duplicated staff effort (reduces soft costs) in the selection, development, and updating of separate training manuals.
- Instructional time is likely impacted during multi-agency training sessions by reducing or eliminating the time devoted to adaptive or remedial training.
- An emergency workforce trained under a cooperative system is more efficient and effective in reducing property damage and loss during emergency incidents.
- A workforce trained to operate under universal standards will experience fewer emergency scene injuries.

## **H – Develop an Single Annual Training Plan**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Training

### Affected Stakeholders

- All Agencies

### Objectives

- Provide standardized and consistent training.
- Provide a well-trained emergency workforce.
- Provide long-term vision and direction for training delivery.

### Summary

The 2007 version of *NFPA 1500* states, "The fire department shall provide training and education for all department members commensurate with the duties and functions that they are expected to perform."<sup>65</sup>

A formalized training plan provides the guidance for meeting training requirements. The plan and subsequent training is used to ensure that firefighters are competent, certified, and possess the ability to safely deal with emergencies. Training priorities are established by evaluating responder competencies to training mandates, requirements, desired training, and with the emergency services being delivered. Contemporary training delivery often revolves around performance or outcome-based training.

An annual training plan should reflect priorities by identifying the training that will occur. Training topics, general subject matter, required resources, responsible party, tentative

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<sup>65</sup> National Fire Protection Association, *Standard 1500 Standard for Fire Department Occupational Safety and Health Programs, Training and Education*, 2007 Edition.

schedule, and instructors are all covered in the plan. Rationale for why certain topics were chosen (or not chosen) is also included in the plan.

### Discussion

Planning is essential to a successful training program, functioning much like the rudder of a ship. To efficiently plan the direction of a training program, complex factors must be considered, including: training mandates, department type, personnel career development, unanticipated need, priorities, and finite training time. Successfully charting a course through such issues can be a daunting and overwhelming task for the lone training officer.

Currently, only BFD and HFD collaborate on training. Otherwise the departments individually deal with the same or similar fire training responsibilities and issues; inefficiencies exist as a result. A single training plan is an opportunity to combine intellectual resources to exploit the strengths and assets of each department for mutual benefit.

*Efficient training systems are those that identify what they do well and take advantage of the opportunities provided by other systems to supplement their efforts. Inefficient systems are those that try to be all things to all people, and in doing so, squander resources.<sup>66</sup>*

Determining the level of training that will be supported is crucial. Develop the annual training plan accordingly and deliver the training that directly supports those levels. For example, training could be directed at supporting certifications of Firefighter I, Fire Officer I, and Hazardous Materials Operations, and Fire Apparatus Operator/Operator – Pumper. A pool of instructors who are experts in that subject can be developed from those with the interest, qualifications, and expertise.

Developing and carrying through with a well-conceived and coordinated training plan can improve on scene safety, efficiency, and effectiveness of personnel. With personnel from all agencies trained from the same plan, an emergency incident may be attacked with an expectation as to the level of training and skill set of the responders. The training plan will also assist in the planning and tracking of employee development and certifications.

### Guidance

- Provide a coordinated training plan, including:

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<sup>66</sup> Department of Homeland Security, FEMA, U.S. Fire Administration, *The Future of Fire Service Training and Education Professional Status: Part Two – Training and Education*, page 1.

- All regional emergency services provider agencies.
- Schedule regular single agency manipulative single and multi-company drills.
- Schedule regular multi-agency, multi-company manipulative drills.
- Establish and maintain a training committee that meets regularly. Include at least one training representative from each participating department:
  - Develop an annual training plan.
  - Publish, distribute, and implement the plan.
  - Provide an orientation for personnel of each department regarding the plan's purpose and contents.
  - Publish monthly training schedules based on the plan.
- Place the annual plan and monthly schedules in electronic format for distribution and ease of updating.
- Provide for periodic reviews and adjustments to the plan.
- Direct all curricula towards risk management.
- Include all hazards in the training plan rather than solely fire-related incidents. The fire service's response and mitigation missions have expanded greatly over the years and now include all disasters, natural and manmade.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- An elimination or reduction in duplicated staff effort (reduced soft costs) in the creation and updating of multiple training plans.
- Instructional time is increased during multi-agency training sessions with personnel trained to selected certification levels.
- A reduction in costs through coordination of shared training resources and equipment.

## **I – Consolidate Training into a Single Training Division**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Training

### Affected Stakeholders

- All Agencies

### Objectives

- Eliminate duplicated efforts in training of fire department emergency responders.
- Create a single training division.

### Summary

Responsibility for fire department training programs is either designated to one person or a group of people. Two classic forms of providing training are: 1) a chief officer, or 2) a company officer who is assigned training responsibilities in combination with other duties.

Multiple assignments also tend to underscore the difficulty faced by personnel in trying to balance responsibilities. With the creation of a single regional training division, ESCI believes that a single person with responsibility for training will have a positive impact. As a specialist, it will take fewer hours to conduct training than are currently required by the fire departments individually. Historically, individual training programs have been managed and operated quite independent of one another.

### Discussion

To varying degrees, the fire department training programs display strengths and weaknesses. The weaknesses largely are a result of two basic problems influencing all personnel with training responsibilities — multiple responsibilities and a lack of time to "do it all" appear to create a workload which at times seems overwhelming.

Skills and recertification training for emergency medical technicians appears to receive adequate consideration. Mandatory, special operations, and specialized rescue training is conducted to some level by each department. The focus of other effort by most training programs centers on training of basic firefighter skills.

Training is frequently assigned to personnel with knowledge, skill set, and expertise in the subject area. Course content, quality, and to what level scheduled classes are delivered are predicated on several factors; generally dependent on the commitment and interest of the person delivering training, department priorities, and chief officer support.

Given the resources and expertise available in the three departments and in the greater area, there exists an opportunity to eliminate duplicated efforts of individual departments through consolidation of the training into a single training division. The training division's mission would be to coordinate the administration, management, and delivery of the training program. Combining existing fiscal, material, and personnel resources, would be more efficient. Focused attention on the training requirements will produce a more efficient training delivery system.

Multiple methods of creating a cost sharing for operation of a joint training division exist. They include: 1) cost sharing based on the total training budget divided equally by the number of operational personnel, 2) a base fee per firefighter plus a rate based on contact hours, 3) a fee per operational firefighter based on rank and certification level, and 4) offer classes as required for specialized training by each fire department on a cost-recovery basis. Solicit individuals from outside agencies to fill unused capacity based on cost plus.

### Guidance

- Of all of the recommended opportunities, this one will need almost universal participation by the fire departments to be successful. If one or fire department elects not to participate in consolidated training, the geographical and logistical complexities multiply exponentially.
- Adopt a single night for training.
- Establish a single training division.
  - Provide for the administration of training delivery services.
  - Provide opportunities with regular meetings for stakeholder agency representatives to coordinate training activities.
  - Provide for adequate training facilities and office space.

- Provide for a single training head as an administrator (division head) at the chief level.
  - Chief training officer should report to one supervisor.
  - Chief training officer should have overall training program administration, supervision, and management responsibilities.
- Adequate time to administer and provide training for:
  - Recurrence training for Firefighter I and II and Fire Officers.
  - Officer level training and career development.
  - Apparatus operator/engineer skills and engineer development.
  - Administration and coordination of the emergency medical services training and recertification program.
  - An RMS (records management system) for tracking individual and department training.
  - Adequate clerical support.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- Increased efficiencies by eliminating duplicated effort of existing individual department training programs.
- Potential for increased instructional capacity through pooled instructors.
- Cost to develop training facilities.
- Cost of purchasing any additional training aids.
- Personnel costs of the training officer.
- Maintenance and capital replacement costs.

## **J – Develop a Single Recruit Training Program**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Training

### Affected Stakeholders

- All Agencies

### Objectives

- Eliminate duplicated efforts in training of new personnel as fire department emergency responders.

### Summary

Recruit training has been unilaterally accomplished by the three fire departments. For fiscal year 2010 – 2011, HFD has determined that funds are not available to conduct a recruit training program.

### Discussion

Training needs for new personnel are the same, regardless of the fire department. Recruit training is also both time consuming and manpower intensive. The workload can be shared easily by planning to train all new personnel together. A secondary benefit can be gained by virtue of the fact that recruits from each organization are trained to the same standards and curricula, fostering more standardized and coordinated emergency scene operations.

### Guidance

- Establish an agreement between agencies to train new recruits jointly.
- Appoint a committee to manage new member training.
- Task the committee with developing a universally accepted recruit training curriculum.
- Identify instructor resources needed, schedule and conduct a joint recruit academy.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- The strategy requires the commitment of adequate staffing resources to develop and manage the shared program. The majority of the development and administrative work can be completed by on-duty personnel within their normal work schedules.
- Some costs will be incurred in the actual delivery of the training content. Instructors will be needed for the recruit academy, likely incurring over time and call back expense. Cost will however, be less than those that would occur if training is conducted on a stand-alone basis by each agency.

## **K – Develop a Single Fire and EMS Training Facility**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Training

### Affected Stakeholders

- All agencies

### Objective

- Provide training facilities readily available to the fire departments.
- To develop and maintain the knowledge and skills of regional emergency services personnel.

### Summary

Classroom instruction is an essential component of preparing emergency responders with knowledge and skills. A training facility or drill ground is a second indispensable element. Training facilities provide the controlled and safe environment used to simulate emergencies to develop and test the skill sets of emergency workers. Training involves both individual and group manipulative skills development in the operation of firefighting equipment, and fire apparatus.

*NFPA 1402: Guide to Building Fire Service Training Centers*, is a standard that addresses the design and construction of facilities for fire training.<sup>67</sup> The document covers the features that should be considered when planning a fire training facility. ESCI finds that absent the availability of suitable training facilities, some fire departments may forego essential training.

### Discussion

Proficient emergency responders have confidence in their own abilities in handling the emergencies they encounter. Best practices suggest that emergency workers have regular access to training grounds for repetitive drills and to develop new skills. Training is identified as

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<sup>67</sup> National Fire Protection Association, *Standard 1402: Guide to Building Fire Service Training Centers*, 2007 Edition.

a vital part of a fire department's safety and accident prevention program. An effective and continuous training program results in safer, more efficient, and effective emergency operations.

It is financially unworkable to expect that BFD, HFD, and WRFR will each build and maintain an independent training facility. Constructing a single training facility to comply with industry standards concerning classroom, practice grounds, training tower, live-fire building, and training props *is* fiscally prudent. In addition, the on-going cost of operating and maintaining a training facility further advances the case for joint ownership.

A basic fire training ground constructed in 2009 by a fire agency is shown in the following figure.

**Figure 167: Sample Training Grounds**



With in-kind donations and grant funding, the rural Montana fire department was able to construct the basic buildings with very little local tax dollar support.

### Critical Issues

- Determine a suitable location for training facilities. Any property that is a potential site for a training center should have an environment assessment performed.
- Conduct a needs assessment before design and construction of a training center.
- Consider community and environmental impact of training grounds and training props when determining locations. Pay particular attention to access and egress routes.
- Select an architect, engineer, and vendor familiar with fire department training centers for oversight of the project. A number of companies have extensive knowledge and

expertise in developing complete fire training facilities. Manufacturers of fire training facilities also offer lease packages for financing.

### Guidance

- Establish a user group that meets regularly to include at least one training representative from each participating fire department.
- Develop a training facility proximate in a location easily accessible by all participating departments.
- Assure easy/safe access and egress routes.
- If possible, select a site easily served by existing utilities, including electric, water, gas, and sewer.
- Provide a borderless plan for maintaining adequate emergency response coverage for crews attending training.
- Provide for regular scheduled use of the facilities.
- Secure adequate support for facility and grounds maintenance, and improvements.
- Provide adequate training resources and equipment beyond those carried by on-duty apparatus.
- Live fire training is a crucial element when developing plans for fire training facilities.
- In addition to a gas-fired live training prop, ESCI recommends the purchase of a flashover training prop be given strong consideration.
- Establish policies and procedures for safe and effective use of the facilities.
- Consider jointly insuring against accident and liability.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

### Fiscal Considerations

- Visit other fire training centers for ideas for facilities.
- Anticipate an slight increase in fuel consumption and vehicle maintenance caused by travel to and from the training facilities.
- The cost of new construction of facilities.
- The shared costs for the use, support, and maintenance of facilities.

## **L – Develop Uniform Fees for Service**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Administration

### Affected Stakeholders

- All Agencies

### Objective

- Provide fire departments with a uniform schedule of fees for service.

### Summary

Each of the three fire departments charges at least one or more fees for a variety of services. Fees for service include ambulance transport, standby charges, fire safety inspections, enforcement of the building code, and for out-of-city responses. The departments also charge fees for non-routine services to recover costs due to extraordinary or unusual events. Examples include response to and standby for hazardous materials incidents and recurring false automatic alarms.

The departments differ on which services are or are not billed, and differ on the rates charged. If the fire departments follow a policy of greater interagency cooperation, some of those partnership initiatives will necessitate aligning align fee schedules.

### Discussion

The cities and fire departments have adopted service fee schedules that are applied to various functions and services of the departments. Types of service provided and the rates set for providing services is inconsistent. Presently, the cities' and departments' fee schedules are prepared, administered, billed, and collected independently.

Fees for service include ALS/BLS ambulance transport, fire safety inspections, enforcement of the building code, and contracts for service. The departments may also charge fees for non-routine services to recover costs due to extraordinary or unusual events. Examples include

response to and standby for hazardous materials incidents and recurring false automatic alarms. Below is a description of representative fee types:

- Stand-by Charges – A fee charged for cost necessitated by a one-time or on-going need for general public safety. For example, a fire department may charge a stand-by fee to post a unit and personnel at a private event.
- User Fee – A fee based on actual cost incurred for any service performed by a fire department where these costs require a recall of fire personnel.
- Charge for Service to Non-Tax Supporting Institutions – A fee for the total cost incurred by a fire department for service provided to any non-tax supporting institution.
- Ambulance Transport Fee – A fee for emergency ambulance transport, usually based on level of service (ALS or BLS) and supplies, services, and mileage.
- Plan Check Fee – A fee charged to review plans for multiple dwellings, commercial, manufacturing, or public assembly units. The fee can be based on a percentage of the total estimated construction cost per structure. This fee off-sets expenses incurred by a fire department during the planning phase of any development or construction.
- Fire Cause Determination Fee – A fee that recovers the fire department's cost of providing service resulting from a violation of the fire code.
- Permit Fee – A charge for a fire department permit for special or short-term events.

Other fees for service include agreements where one emergency service provider either wholly or partially supplies services to another. This can be done under a contract for service or an interlocal agreement.

There are good reasons for developing uniform fees for services; foremost of which is the reduced time, effort, and cost of developing independent fee schedules. Beyond duplicated effort and expense, however, a consistent fee schedule across the area creates a more coherent public service image to the business and taxpaying communities.

#### Critical Issues

- Partnering fire departments should design a standardized procedure for billing. For example, the process may establish a collection policy for non-payment, billing cycle, recordkeeping, billing service allowance, and oversight rules for the program.
- The departments should constantly review fees for service for improvements and to capture potential sources of new revenue that may become available.

Guidance

- Evaluate the existing fee for service schedules. If possible, use one as the basis for developing uniform fees for service.
- Determine that all potential sources of revenue are included in the fees for service schedule.
- Format the fees for service schedule for adoption by each organization.
- Investigate using a single source for billing for services. This is a service that may be provided by one of the cities or district with the expertise and internal capacity.

Fiscal Considerations

- No significant financial considerations.

## **M – Purchase Uniform Emergency Apparatus**

### Level of Cooperation

- Functional

### Timeline for Completion

- Long Term

### Section

- Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Create a single set of emergency apparatus specifications.
- Provide single-source uniform emergency apparatus for the fire departments.

### Summary

The study fire departments use and maintain a variety of emergency apparatus types. Among the common types of apparatus, (such as pumpers) each department uses equipment of different makes, models, and configurations. A standard specification and procurement process for each apparatus type would result in lower cost, faster production, and training efficiencies.

Procurement of uniform fire apparatus can translate into lower purchase prices; reduction in parts; and less money, time, and effort spent training drivers and maintenance personnel. Other benefits include greater interoperability, a potential for reducing driver training, and greater confidence and skill level among operators.

### Discussion

The apparatus fleet of the departments is diverse. Fire apparatus are categorized by function, including pumpers, aerial, water tenders, brush units, ambulances, and command units. While there is an identifiable need for vehicles from each category in more than one configuration, acquiring and maintaining standard apparatus creates desirable efficiencies. Dissimilar apparatus tends to increase purchase cost, requires additional initial and recurrent training, and results in the need to warehouse a larger parts supply.

The cash price of a new pumper frequently exceeds \$500,000; the cost of an aerial unit may easily exceed twice that amount. The reasons for such prices are due to the specialized nature of fire apparatus. However, customization, add-ons, and options tend to make each fire apparatus a “one of a kind” vehicle. The costs to equip, maintain, repair, train operators and mechanics, and parts only adds to the overall expenditure.

Fire apparatus useful service life varies generally depending on the rate of use, the environment, operating conditions, and the frequency and level of preventive maintenance. A fire pumper with average to heavy use can reasonably be expected to have a 10 to 15-year service life. With light to very light use, service life can reach 20 years; very heavy use may reduce service life to as few as ten years. Aerial devices are often operated less frequently and have a useful life of 20 years or greater.

Factors influencing fire apparatus service life include technology and economics. At a given time the cost to operate and maintain a fire apparatus passes the economics of rehabilitation, refurbishment, or replacement.

In the following figure (Figure 168) ESCI uses these three differences in example apparatus to illustrate how each may impact apparatus operational costs and efficiencies.

**Figure 168: Impact from Apparatus Differences**

<b>Jacob’s and Engine Exhaust Brake</b>	<b>Roll Up and Conventional Compartment Doors</b>	<b>Different Manufacturers</b>
Method of operation	Initial cost difference	Method of operation
Training of operators and maintenance personnel	Different storage layout for equipment	Training of operators and maintenance personnel
Recurring training	Parts for maintenance and repair	Recurring training
Parts for maintenance and repair		Parts for maintenance and repair

A trend is developing within the fire apparatus manufacturing industry. Several manufacturers now offer a line of stock fire apparatus built on custom chassis in addition to a more traditional line of fully custom units. The cost savings of purchasing a stock unit is often 20 percent or more when compared to a custom unit.

Safety should always be the main consideration when purchasing and operating emergency fire apparatus. When developing emergency fire apparatus specifications and operational

procedures, NFPA and other industry standards should be used. Additional guidance on fire apparatus safety devices, response, and training can be found in the *Emergency Vehicle Safety Initiative*.<sup>68</sup>

### Guidance

- Assemble data on current department apparatus, including: age, mileage, operating hours, maintenance costs, cumulative down time, and annual test results. Use the information to create an apparatus replacement schedule.
- Determine the replacement interval and projected life expectancy of each apparatus.
- Examine the merits of extending the useful service life of apparatus through rehabilitation and refurbishment.
- Consider the option of purchasing all categories of fire apparatus from a sole source.
- Develop an emergency apparatus prescribed load list for use by the fire departments.
- Mark apparatus in a standard format with striping, decals, and department name following NFPA standards and recommendations from the *Emergency Vehicle Safety Initiative*.<sup>69</sup>
- Use an existing central facility for maintenance and repairs for all emergency apparatus.
- Create Standard Operating Guidelines for the operation, maintenance, and recordkeeping of apparatus. A resource for obtaining sample documents may be found at the National Fire Service Library website.
- Outfit reserve apparatus with the same complement of equipment as frontline units.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

### Fiscal Considerations

- Less time and effort in preparing bid specifications.
- Investigate the letting of apparatus bids for periods longer than one year.
- Cost savings in acquiring emergency fire apparatus.
- Consider the purchase of stock versus custom apparatus.
- Consider leasing versus outright purchase of emergency apparatus.

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<sup>68</sup> Department of Homeland Security, FEMA, U.S. Fire Administration, *Emergency Vehicle Safety Initiative*.FA-272, August 2004, pages iii, iv.

<sup>69</sup> Western Fire Chiefs Association, National Fire Service Library, [www.wfca.com](http://www.wfca.com).

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## **N – Develop Uniform Pre-Incident Plans**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Provide a system of shared operational plans for use during emergencies and non-emergent incidents.

### Summary

Pre-incident plans are an important part of the emergency response system to provide essential information on specific structures and processes. Through timely planning, strategy and tactics can be developed before an emergency occurs. Pre-incident planning involves evaluating protection systems, building construction, contents, and operating procedures that may impact emergency operations.

Pre-incident plans should be kept up to date. The plans should be used in company training, and should be distributed to all mutual/automatic aid partners. The standards set forth in *NFPA 1620, Standard for Pre-Incident Planning*, should be followed to guide in the development of a regional pre-incident planning system.

### Discussion

A firefighter typically works in an alien environment of heat, darkness, confusion, and extreme danger. Often, a firefighter's first visit to a building is when he or she is summoned to an emergency at the facility; the very time that the internal environment of the structure may be at its worst. Contrary to Hollywood's portrayal of the inside of a building on fire, visibility is likely to be nearly zero due to smoke. A lack of familiarity with the layout of a structure can easily cause a firefighter to become disoriented and subsequently suffer injury.

It is important that firefighters and command staff have accurate information readily at hand to identify hazards, direct tactical operations, and understand the proper use of built-in fire resistive features of some structures. This can be accomplished by touring structures, developing pre-incident plans, and conducting tactical exercises — either on-site or tabletop.

An ideal pre-incident planning system uses standard forms and protocols. Data is collected in a consistent format. Information is presented in a manner that permits commanders and emergency workers to retrieve it quickly and easily. All require the use of consistent methods for collection, verification, storage, presentation, and update of emergency plans.

The most successful programs use pre-incident planning software to assemble the data, create plan documents and “quick data” forms, and store the information for easy retrieval. Above all, no program is successful without thorough incorporation of the pre-incident plans in frequent classroom and on-site training exercises.

Goals for the identification and development of target hazard pre-incident plans should be established. The uniform pre-incident planning program should be reviewed at least annually to assure the accomplishment of goals, the improvement of the program, and the appropriate entry of new target hazards. Properties that should have pre-incident plans include those having:

- A potential for large occupant load
- Occupants that are incapable of self-rescue
- Structure size larger than 12,000 feet
- Facilities that process or store hazardous materials and/or equipment
- Buildings with built-in fire protection systems
- Wildland hazards

Pre-incident plans should be a quick and easy reference tool for company officers and command staff. The plans should be formatted for easy adaptation to electronic media. At a minimum, a pre-incident plan should include information on but not be limited to:

- Building construction type
- Occupant load
- Fire protection systems

- Water supply
- Exposure hazards
- Firefighter hazards
- Utility location and shutoffs
- Emergency contact information

Completely revised and upgraded from a recommended practice to a standard, the 2010 edition of *NFPA 1620: Standard for Pre-Incident Planning* provides criteria for developing pre-incident plans for use by personnel responding to emergencies. Pre-planning is a key component of first responder effectiveness, and *NFPA 1620* spells out the process and provides excellent information on the development and use of pre-incident plans and should be used as a reference. *NFPA 1620* addresses the protection, construction, and operational features of specific occupancies to develop pre-incident plans. The 2010 edition also contains pre-incident planning case histories and information addressing special or unique characteristics of specific occupancy classifications, as well as sample forms for pre-incident planning.

Personnel should receive regular familiarization training using the completed pre-incident plans. The plans must be made available on all emergency apparatus, regardless of jurisdiction. Routine use of pre-incident plans by all responders will assure that the plans are correctly used at major emergencies.

#### Guidance

- Inventory current pre-incident plan hardware, software, format, and level of development of each fire department.
- Evaluate commonality between current systems of pre-incident planning.
- Consider the establishment of a steering committee to develop building criteria and data for inclusion in pre-incident plans.
- Develop a timeline for the implementation, completion, and review of pre-incident plans.

#### Fiscal Considerations

The cost to each fire department for developing uniform pre-incident plans will be predicated on:

- Current hardware and software assets
- Cost to upgrade or purchase hardware and software

- Number of facilities/buildings with existing pre-incident plans versus those to develop
- The pace of new development requiring pre-incident plans
- Personnel costs to gather and assemble plans
- Personnel soft costs of on-duty staff assigned pre-incident planning tasks
- Unquantifiable potential for prevention of injury or death to emergency responders and the public

The cost of diagramming software programs designed specifically for drawing pre-fire plans starts around \$400. More advance versions with 3-D capability increases the initial software cost to \$700. Versions that integrate with a pocket PC would add an additional \$300. This and other diagramming software programs are made to be added onto existing fire prevention/inspection programs.

## **O – Provide for Joint Staffing of Fire Stations and Apparatus**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Emergency Operations

### Affected Stakeholders

- All Agencies

### Objectives

- Provide for distribution of facilities and deployment of personnel consistent with a regional standard of cover.
- Provide consistent fire and emergency services within areas efficiently before, during, and after development.

### Summary

Practicality and external influences seldom allow fire station placement to match perfectly with a fire department's deployment strategy. Reasons include the availability of property, land use laws, roadway infrastructure, construction cost, traffic patterns, geography, and projected station workload. Given that the area protected by a fire department may change through annexation, merger, and contracted protection (JPA), a perfect fire station location today may be a poor location in the future. Because of these and other factors, it is virtually impossible to place fire stations in an ideal location and not overlap the response areas of other fire stations or departments. Jointly staffed stations and/or response units create more alternatives for fire departments studying the deployment of emergency resources.

Fire departments often know how many firefighters are needed for the best possible protection; however, departments are rarely able to afford or staff at such levels. Sharing personnel from different agencies can help to bring staffing levels closer to the optimum.

### Discussion

The NFPA recently published an updated state-by-state study of the needs of the U.S. fire service. The Idaho version of the January 2007 report *Ohio: Four Year Later – A Second*

*Needs Assessment of the Fire Service* states that while statistics specific to Idaho have not been developed:

*Based on these observations and calculations, the national report concluded that, in every population interval roughly two-thirds to three-fourths of fire departments nationally have too few fire stations to provide the indicated coverage. Specifically, if 1.5 miles is used for communities of 10,000 or more and 2.5 miles is used for smaller communities, with optimal location used for both, then the national study found that 65-76% of departments have too few stations, except for communities of 500,000 to 999,999 population, where the percentage was 82%.*

The study fire departments now rely on each other for resources during routine and non-routine emergencies. Without question, if facilities are distributed and personnel deployed regardless of jurisdictional boundaries (and consistent with a single standard of cover) the likelihood of those resources being located where needed most increases. The crucial question is how to pay for shared resources in a manner that assures equity for all taxpayers.

The funding of jointly staffed fire stations and apparatus should be based on local law, authority, and policy. There are many examples of innovative cooperative agreements between jurisdictions that maximize the value of emergency resources. For instance, the cities of Portland and Gresham, Oregon, jointly staff a fire station that is located to respond efficiently to emergencies in both cities. For the first five months of each year, a fire company is housed and supported in the station by the city of Gresham. During the remaining seven months of the year, a Portland Fire and Rescue engine responds from the station. As change occurs in the protected area, the two cities can easily adjust liability by altering the time each operates the fire station. The agreement assures timely and effective emergency response while a financial balance is maintained that benefits the taxpayers of both cities.

Examples of methods used to jointly staff fire stations and apparatus include:

- Combined personnel from different fire departments staff a fire station.
  - One fire department supplies a firefighter for each shift and another fire department contributes an apparatus operator/engineer and an officer. The workforce is made up each day of personnel from both fire departments.
- Personnel from different fire departments staff a fire station on a set schedule.
  - One fire department staffs the fire station on two of three shifts. The other department staffs the fire station on the third shift.
- Fire departments apportion responsibility for staffing and support of a fire station for a given number of months.

- One fire department staffs and supports the fire station for a given number of months each year. During the remaining months, the other fire department provides staff and support.
- Two fire departments jointly staff a fire station with personnel from both fire departments, and operate more than one piece of emergency apparatus.
  - One fire department staffs a fire engine and the other department staffs a medic unit in the same fire station.
- One fire department staffs a fire station but extends first alarm response from that station to another jurisdiction. The second fire department compensates the first based on an agreed cost/benefit formula.
- Two fire departments exchange in-kind first alarm response.
  - One fire department provides first alarm response into another fire department's area in exchange for like service from that agency.

Cooperative efforts for the joint staffing of fire stations is an operational opportunity that could have a positive impact on service delivery in the cities and district. Options include but are not limited to:

- WRFR Fire Station 3 with personnel from BFD and WRFR
- Ketchum Rural Fire District Green Horn Station at 12226 Highway 75 and 100 Fire Station Drive with KFD and WRFR personnel
- A single fire station in the city of Hailey that would serve the city of Hailey and WRFR

### Guidance

- Training issues
  - The personnel used for joint staffing of fire stations and apparatus should be trained to provide a service level (including EMS) equal to or greater than that of the cooperating fire departments.
  - While it is preferable to use a single dispatch center when joint staffing, it is not considered essential to the success of the partnership.
- Deployment considerations
  - Deployment standards for the partnering agencies should be developed and adopted.
  - The fire departments should execute deployment plans between the agencies prior to entering joint staffing agreements.
  - Several of the joint staffing examples involve personnel from different fire departments staffing fire stations and apparatus together. Developing a single labor agreement will help to alleviate real or perceived issues of equity between career personnel.

- Provide a single IC (Incident Command) for supervision of emergency operations and for oversight of on-duty personnel during routine operations.
- Financial considerations
  - Marginal costs of deploying personnel in joint staffing ventures will be determined based on the agency, and on personnel costs.
  - Startup costs may include additional training as well as the supplies and equipment needed to support the stations and fire response units. A portion of the cost for additional training and equipment could be immaterial, if as part of the cooperative initiatives the fire departments also adopt deployment standards, training standards, and a joint purchasing.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- Joint staffing of fire stations and apparatus is foreseen only as an interim step towards a unified fire department.
- Joint staffing provides fire departments with a way to meet deployment standards when:
  - It is not economically feasible for a fire department to staff a fire station or fire apparatus independently.
  - Fire departments have common borders and underserved territories.
- Joint staffing provides the political entities with an emergency service exit strategy where future annexation may remove or transfer territorial responsibility.

## **P – Provide Regional Incident Command and Operations Supervision**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Provide for IC (Incident Command) supervision of emergency operations.
- Provide for supervision of personnel during routine operations.

### Summary

A dedicated Officer in Charge (OIC) routinely has authority and responsibility for all aspects of day-to-day operations and personnel management of each of the study fire departments. OICs assume command of emergency incidents and may also be assigned for the management of various fire department programs.

### Discussion

OICs typically provide administrative oversight, supervision, and leadership to the operations personnel of the fire department. The work of the OIC is performed under the direction of the fire chief or assistant fire chief; but considerable latitude is usually granted to OICs to initiate action and exercise independent judgment. OICs assigned to shift work are usually responsible for management of emergencies, personnel, fire stations, apparatus, equipment, training functions, and related activities. Other programs commonly administered by OICs include oversight of training, fire prevention, or administrative divisions.

Most fire departments maintain a span of control of five or six fire stations per OIC. Occasionally, OICs may oversee as many as eight fire stations. The total number of units, personnel, and emergency responses usually determines the reasonableness of the span of control. As the number of fire stations, units, and personnel under the OIC's supervision

increases, their ability to conduct activities outside of incident command usually reduces, which may negatively impact response times to emergencies.

An OIC usually responds as incident commander to emergencies requiring multiple fire department units, hazardous materials incidents, or emergencies involving special circumstances. The incident commander is responsible for all aspects of the response including the development of incident objectives and management of all incident operations. The three command-level positions under responsibility (unless otherwise assigned) of the incident commander are the safety officer, information officer, and liaison officer.

The role of the safety officer is to develop and recommend actions to assure the health and safety of emergency workers. The role of the information officer is to develop and release incident information to the media, incident personnel, and appropriate agencies and organizations. The role of the liaison officer is to serve as the point of contact for coordinating activities between the various agencies and groups that may be involved in an incident.

The general staff under the incident commander includes operations, planning, logistics, and finance. These responsibilities (as with those of the command staff) remain with the incident commander until such time that they may be assigned to another qualified individual.

### Benchmarks

Assembling an effective response force on the scene of an emergency incident in a timely manner will often lead to a successful outcome. To assemble enough personnel to complete the tasks of extinguishing a moderate-risk structural fire may require 15 fire suppression personnel. One of those tasks is command. An OIC in the command role is the officer assigned to remain outside of the structure to coordinate the attack, evaluate results and redirect the attack, arrange for more resources, and monitor conditions that might jeopardize crew safety.

In lieu of complete unification between the fire departments, an agreement to share incident command staff across the area could result in efficiencies not possible individually.

### Guidance

- Use standards of coverage and deployment documents to determine an appropriate level and number of incident commanders for the region.

- Create a formula for allocating the cost of an incident command program. Examples of factors for costing include; population, incidents, valuation, and coverage desired.
- Develop a job description for the position of OIC that includes duties and responsibilities.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- No significant financial considerations.

## **Q – Purchase and Implement an Electronic Staffing Program**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Administration and Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Provide a uniform electronic system that combines telephone callback, personnel scheduling, and includes payroll and administrative features.

### Summary

The fire departments contact personnel for regular staffing and initiating callbacks in a variety of ways. The task of notification and filling vacancies has traditionally been done via alpha-numeric pager, telephone, with someone having to make personal contact to fill each opening. Many departments across the country have purchased software programs for handling this function.

A key feature of these systems is that through the use of a touch-tone phone or computer, employees—both career and PPC—can access the system using a secure ID and password. Supervisors have the advantage of an automated system for personnel management.

### Discussion

In 1998, the Long Beach (California) Fire Department made the decision to purchase an electronic staffing program with automated telephone callback system that combines scheduling at the fire station level, payroll, and administrative functions.<sup>70</sup> Evidence of the benefits described by Long Beach and other fire departments provide testimony to the rapid recovery of the initial cost of acquiring this type of software. Some of those benefits of a staffing program include:

- Automatically identify and contact replacement personnel.

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<sup>70</sup> *JEMS*, "Innovation in Action, Workforce Wonder", December 1999, Vol. 24, No. 12.

- Notify personnel of an emergency recall.
- Automatically notify personnel of training, meetings, or organizational events.
- An accurate system for compiling and tracking activities rosters.
- Eliminate dependency on a single person(s) for staffing.
- Individual is personally responsible for own calendar.
- Automatically populate data fields in other RMS programs.

Selecting a single electronic staffing program is one aspect in efficient coordination of the staffing resources of the cities and district. The scheduling of training, personnel notification, unit staffing, and administrative assignments, along with the development of many other initiatives in this report, will benefit from the use of one electronic staffing program.

One staffing software program was designed to be accessible with or without a computer network, and will accept requests and make contact with staff members by telephone.<sup>71</sup> The program is capable of placing outbound phone calls or delivering messages by pager, fax, or e-mail. The software can make multiple phone calls simultaneously and is considered a solution for emergency and other staffing recalls.

### Guidance

- Involve city and district human resources, payroll, training, and fire department personnel in the development of specifications and the purchase of an electronic staffing program.
- Train key personnel in the use and maintenance of the software program.
- Network with other fire departments that have been successful in deploying an electronic staffing program.
- Create a staffing policy to accommodate management, labor, and legal requirements.
- Provide personnel with initial instruction and on-going support.
- Make available pocket size how-to-use cards for personnel.
- Work to implement the entire staffing program at the same time. Experience has shown that fire departments implementing the system all at once realize the full potential of the system more quickly and experience fewer administrative problems overall.

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<sup>71</sup> TeleStaff, PDSI, (Principal Decision Systems International).

- Explore options for integrating the electronic staffing program with other software programs, including fire and EMS RMS, payroll, electronic logbook, and CAD.

*Fiscal Considerations*

- The cost of the system depends on the type of hardware requirements, software, and if hosted on internal server or outsourced.
- Annual maintenance agreement cost.
- Personnel costs for deployment of software and training.
- Reduction in management time spent on staffing.
- Potential savings in overtime costs from staffing errors.
- Accurate payroll records.

## **R – Develop Standard Operating Guidelines**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Provide guidelines for operation during emergencies, emergent and non-emergent incidents.

### Summary

Standard operating guidelines are used at the operations level of the fire department. They are analogous to a playbook, providing direction yet allowing for individualized company officer adjustments to situations. Currently each fire agency in this study is responsible for developing a unique set of standard operating guidelines for their organization.

### Discussion

Standard operating guidelines will improve on-scene safety, efficiency, and effectiveness of personnel. With personnel from all agencies trained in using the same procedures, they can approach an incident with an understanding that everyone will proceed in a similar fashion. This will greatly reduce or eliminate the confusion that can lead to delays in the delivery of service.

### Guidance

- Keep the guidelines in electronic format for ease of updating.
- Give initial and recurring education to personnel in their use.
- Provide for continual use of the standard operating guidelines during routine incidents and at each training session.
- Provide for a periodic appraisal of the guidelines to maintain currency with changes in tactics, strategy, and equipment.

- Consciously keep guidelines non-specific to allow for adaptation to particular incidents by the supervisor.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

*Fiscal Considerations*

- The elimination of duplicated staff effort in the creation and updating of standard operating guidelines will reduce soft costs.
- Instructional time optimized during multi-agency training sessions by excluding time devoted to adapting to differing procedures.

## **S – Shared Specialty Teams**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Provide specialty teams by allocating and distributing resources to achieve minimum cost and maximum operational benefit.

### Summary

Specialty teams are group(s) made up of individuals having areas of expertise in roles outside the level of training considered as normal for fire suppression personnel. Public expectation has increasingly focused on fire departments as the logical source to staff, equip, train, certify, and maintain specialty teams. A specialty team may concentrate on one or more disciplines. Examples of specialty teams include:

- Hazardous materials
- Technical rescue
- Confined space/trench rescue
- Avalanche rescue
- Swift water rescue
- Dive team
- ICS overhead
- Rehabilitation
- Heavy rescue

- Ladder company<sup>72</sup>
- Honor guard
- Chaplaincy

A determination as to the type, level, and number of specialty teams should be based on a strategic plan for the entire region.

### Discussion

The ability of every fire department to be fully equipped for every conceivable incident, with all personnel trained and certified to the highest level is impractical; but the reality is that any fire department will occasionally encounter unique incidents that require specialized equipment and personnel. Specialty teams based only in one fire department commonly respond to fewer requests for service, which results in greater cost per incident.

While the cost effectiveness of shared specialty teams is important, keeping skill and interest levels of personnel high is essential. Personnel who train less and who use skills infrequently are arguably at greater risk when working under dangerous conditions. Shared specialty teams are more effectively able to maintain high skill, knowledge, and ability because such teams typically train and respond to emergencies more frequently.

### Guidance

- Determine the need for specialized teams for the entire area.
- Establish a single set of standard operating guidelines. It is very important that all departments operate by the same procedures when using shared resources.
- Consider expanding to include Ketchum FD, Sun Valley FD, and Carey RFPD.

### Fiscal Considerations

- The elimination of duplicated effort in equipping, training, and staffing may reduce overall program costs.

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<sup>72</sup> The deployment of ladder companies is considered an essential component of a suppression response; in this instance we consider the sharing of this resource to be a fiscally prudent use of resources.

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**T – Develop Mutual Training Strategies**

Level of Cooperation

- Functional

Timeline for Completion

- Short to Mid Term

Section

- Training

Affected Stakeholders

- All Agencies

Objective

- Provide purpose and direction for training program management and delivery.
- Combine strengths and resources to:
  - Overcome current training obstacles and deficiencies.
  - Provide a single comprehensive integrated training structure.
  - Develop a mutually beneficial training program.
  - Train and certify a cadre of knowledgeable and skilled emergency responders.

Summary

Agreements between public agencies to functionally consolidate certain programs are becoming increasingly common. Such cooperative initiatives are a means to mutually increase efficiency through reduction or elimination of duplication; something not usually achievable by a single entity. We believe that a mutual training strategy among the study fire departments will accomplish that.

Discussion

Certain individuals are assigned responsibility (through job description or by special assignment) for development and delivery of their department's training program. Each fire department training program is carried out, in large part, independently, with varying levels of program development, content, and quality. All persons responsible for firefighter training appear to work towards providing comprehensive programs; but not surprisingly, success is inconsistent.

The geographical proximity of the fire departments to one another, the resources, and the available expertise provide an opportunity for training collaboration. Sharing such resources is considered a fiscally responsible way to fully reach the full potential of all fire department training programs. Development of a strategic plan for firefighter training is a crucial first step.

A strategic plan for training evaluates current training levels and determines future training goals and objectives. The process includes identifying the existing type and level of emergency services, followed by an audit of the certification and skills of emergency workers. Strategies are created to develop curriculum, obtain resources, and produce a training schedule. Each fire department adopts the training standards and certification levels for the job classifications supported by the agency. A mutual strategic plan for training provides consistency to the program for all fire departments. All emergency responders are subsequently trained to the certification levels established by the plan and all emergency workers possess the specified skills.

As part of the training strategy, a system of competency-based training and skills evaluation is recommended for all suppression and EMS personnel. Competency-based training helps to establish the achievement and retention of skills for specific jobs. The term “skill” is defined in Merriam-Webster as “A learned power of doing something competently: and a developed aptitude or ability.” We recommend that mutual training strategies include the semi-annual evaluation of individual and company proficiency. Results of the evaluations may then be used to adjust the training strategy.

### Critical Issues

- The variations between current programs used by the fire departments may initially require personnel to receive additional training.
- Continued involvement by those active in advancing the training manual, should be involved with development of mutual training strategies.
- BFD, HFD, and WRFR fire departments should produce a statement attesting to their commitment of developing mutual training strategies.

### Guidance

- Establish a work group to evaluate and develop common training strategies:
  - Identify goals and establish objectives.
  - Set benchmarks.
- Evaluate the following training sections found in "Partnering Strategies:"

- Annual training plan
- Training manual
- Training facilities
- Centralized training
- Training standards
- Record keeping
- Provide for flexibility and openness to apply existing strategies in new and different ways and for new strategies.
- Provide for a periodic appraisal of strategy use, relevancy, effectiveness, and compatibility with current need.
- Keep strategies in electronic format for ease of updating.

*Fiscal Considerations*

- No significant financial considerations.

## **U – Provide for EMS Supervision**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- EMS

### Affected Stakeholders

- All Agencies

### Objective

- Provide a single point for recertification of all EMS personnel.

### Summary

The EMS system of Bellevue, Hailey, and Wood River Fire & Rescue consists of a variable or no first response. Each agency requires some EMS training and certification for its personnel. Generally, the EMS training is based on the certification requirements established by the state. Each of the agencies has a system to oversee the performance of personnel and each provides a certain level of effort to manage personnel in the EMS system. Currently, EMS management and training capacity is fragmented because each agency oversees only that agency. The ability to manage the system using a joint management structure for EMS will reduce that fragmentation and at the same time ensure a single method of overseeing and managing the personnel in the EMS system.

### Discussion

Creating one EMS training and management oversight process allows the fire service to maximize the supervisory capability of the local fire service agencies. A single EMS management and training structure promotes enhanced coordination of resources and expanded abilities to standardize quality and levels of care. Agencies presently without adequate structure for managing emergency medical service can benefit from oversight that is supported by all of the agencies.

Yet, a single EMS management structure is not without challenges. Some agency personnel will have multiple reporting structures. Using an EMS management structure in addition to a

standard fire agency structure could create confusion for field personnel. Further, the structure of a multi-agency EMS system will create oversight issues for the management team. The chief officers will have to agree on such issues as personnel issues, cost distribution, roles and responsibilities, and how the EMS infrastructure will be managed.

### Critical Issues

- Training issues
  - The personnel used to provide ALS management must be cross-trained to understand the management structures and oversight capabilities of each of the host agencies.
  - Each agency will have to coordinate to ensure that appropriate training is provided to EMS personnel.
  - The agencies in the system must have a method to ensure that the EMS management structure will be used appropriately by the oversight agency during EMS events.
- Roles and responsibilities
  - Fire agency partners should clearly define the roles and responsibilities of the EMS structure in the system.
  - The roles and responsibilities should be clearly communicated to personnel.
  - Fire agencies should have integrated electronic reporting mechanisms for patient care reports.
  - Quality assurance methods should be structured to ensure an integrated method of overseeing quality assurance can be accomplished.
- Financial and fiscal considerations
  - Personnel needed for oversight of the system should have the appropriate rank to manage the system.
  - An integrated patient care reporting structure should be in place. Electronic reporting hardware and software should be integrated. Purchasing an electronic system may be needed.

### Guidance

- Develop a system-wide, cross functional committee to explore an EMS oversight process.
- Establish standards for EMS system quality assurance and reporting.
- Establish standards and methods for overseeing the day-to-day operations of the EMS system.
- Align agencies to provide EMS oversight.

- Ensure agency support for standardized EMS services. The agency support will be based on the roles and responsibilities established by the cross functional team.
- The agencies must determine whether they should provide support 24 hours per day or 40 hours per week.

*Fiscal Considerations*

- Financial support will be necessary to provide 24-hour coverage and a different level of support will be required for 40-hour EMS oversight.
- The agencies must determine whether and what type of hardware and software will be needed for patient records.

## **V – Provide System-Wide Guidelines for Fire Response Planning**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short to Mid Term

### Section

- EMS and Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Define response times including maximum response times and response time definitions so that adequate system planning can take place. Establish parameters for maximum response times on a per-call basis. Develop a system-wide reporting structure to standardize the collection and reporting of response times.

### Summary

Response times are one of the most frequently used methods of measuring system performance. Fire agencies and policymakers require a gauge by which to measure the effectiveness of the system and a method by which to make decisions. Because the economic cost of fire protection is highly sensitive to response times, a small change in response time requirements may cause a significant change in cost. Policymakers must therefore carefully consider the balance between the economic cost, fire risk, and the highest savings of life and property at the least cost.

### Discussion

In conducting research for the Commission on Fire Accreditation International, Inc. (CFAI), members of the initial task force spent considerable effort toward examining the factors that make up the time required to be notified of and respond to a fire emergency. A thorough understanding of the relationship of time and the progression of an emergency was fundamental to defining optimum service levels. In the process of this work, the task force noted that many

fire departments are collecting data on emergency response but are not necessarily using that data to measure performance.<sup>73</sup>

Commonly, a problem occurs when fire departments use different timeframes in collecting and reporting response time statistics. For example, if a department does not include alarm processing or turnout time in its definition of response, the department's response statistics may be unfairly weighted because only travel time to the emergency is measured and reported. On the other hand, a department that does include alarm time and processing time in its collection of data may be compared unfavorably to a department that does not.

Fire emergency response times are not well defined in study area. Consequently, it is unclear which standards the agencies use to determine if response requirements are met. We recommend that appropriate fire response intervals be defined and adopted. Definitions should include the time to be measured, including at least the following:

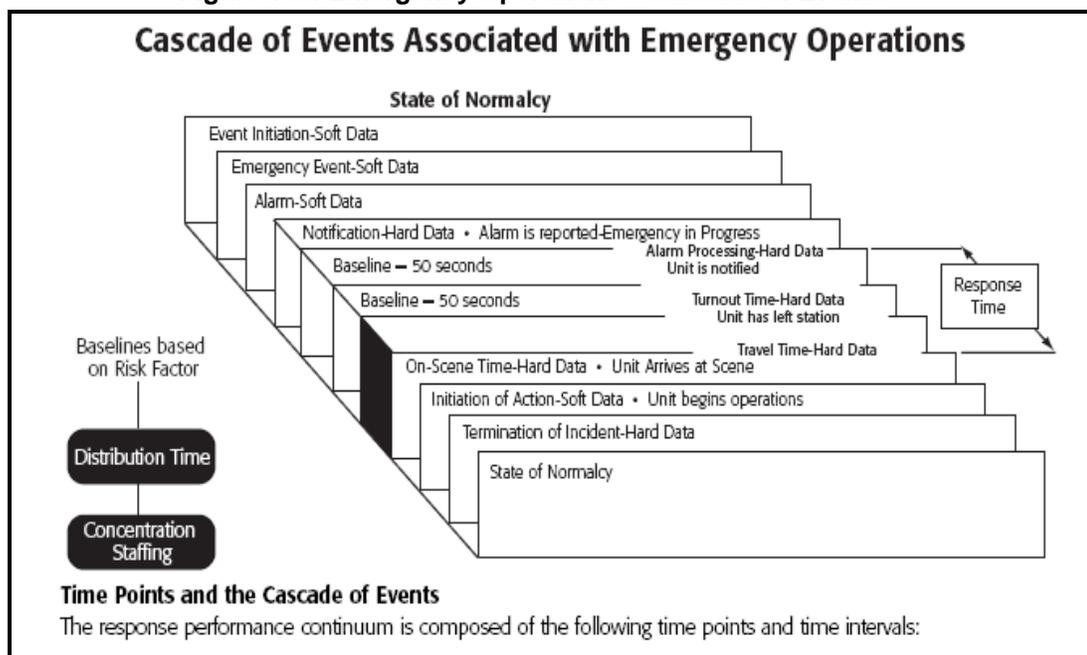
- **Total response time** — the time required for response, measured as the time between when the emergency responder is notified of an incident by the dispatch agency and when the responder's vehicle comes to a complete stop at the scene (or staging area).
- **Turnout time** — the time measured between when the emergency responder is first notified of an incident by the dispatch agency and when the responder's vehicle begins moving toward the incident.
- **Travel time** — the time measured between when the emergency responder's vehicle begins moving toward the incident and when that the vehicle comes to a complete stop at the scene (or staging area).

The International Association of Fire Chiefs (IAFC) makes recommendations for response times and has established a "Cascade of Events" to assist responders in understanding response intervals for emergency operations. Irrespective of the standard used, system regulators establish an appropriate response time reporting method for their local communities. While the IAFC method includes dispatch-processing time as a component of response time, we elect not to use that method because responders rarely have control over the dispatch center to the extent that they can influence those times. Regardless, the dispatch processing times should also be monitored by the system and standards for dispatch should be established.

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<sup>73</sup> *Creating & Evaluating Standards of Response Cover for Fire Departments*, Fourth edition, Chapter 2, page 1, Commission on Fire Accreditation International, Inc., 2003, Chantilly, VA.

Figure 169: Emergency Operations – Cascade of Events



Response intervals for emergency services are not standardized for different demographic areas. The agencies should therefore, have a universal method to both capture and report on response times.

### Critical Issues

- Data issues
  - An integrated, inclusive emergency operations and/or EMS advisory committee may define data points that will be used in the system to capture and report on response performance.
  - The fire departments should collaborate with the Blaine County Emergency Communications to ensure that the data points can be captured by the center.
  - The dispatch agencies should develop methods to report on the response performance using industry standard fractal reporting methods.
- Performance considerations
  - BFD, HFD, and WRFR should design standard guidelines for response performance. For example, response zones for urban, suburban, and rural deployment areas may be defined to reflect performance variances and resource requirements based on the population density of the community being served.
  - The departments should determine valid and reliable performance reporting methods for response performance.

- The agencies should constantly make improvements to response methods to maximize performance given the available resources.
- Financial and fiscal considerations
  - Marginal costs of providing committee work.
  - Reporting will require additional resources from the fire departments and from Blaine County Emergency Communications.
  - Only limited out-of-pocket costs will be required, possibly for software and training.

Guidance

- Establish a technical advisory committee to provide design and development of appropriate data points and reporting methods.
- Create response standards.
- Create standards for reporting for the system.
- Implement data capture and reporting on a system-wide basis.

Fiscal Considerations

- No significant financial considerations.

## **W – Provide Joint Supply Purchasing and Logistics Services**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Fire and EMS

### Affected Stakeholders

- All Agencies

### Objective

- Standardize supply purchases through group purchasing and standardize supply distribution.

### Summary

Collaborating for supply and logistics in a fire and EMS system allows agencies to achieve “right-column” pricing on fire, EMS supplies, and equipment and to reduce average transaction costs, and to gain the benefits of standardizing equipment. The fire departments can work together to create a joint purchasing and logistics program. The purchasing program can create joint bids for supplies and equipment and can achieve additional benefits such as integrated inventory of supplies that can accommodate lag times in deliveries from manufacturers and suppliers.

### Discussion

A multi-agency purchasing program could improve the management of the agencies’ supply chains. In theory, the fire departments would collectively create or contract for logistics services to manage the purchasing process. Logistics would work with each of the agencies to standardize supplies and equipment. It would follow state and organizational purchasing guidelines to conduct bids for products and then make those products available to all of the agencies.

Distribution can be managed internally or through agreements with suppliers to gain the advantages of collective purchasing and supply: 1) a larger, collective bid process for supplies can achieve lower prices and attract additional competitors; 2) the logistics center can negotiate

terms of the conditions of the sale that might not be available to smaller purchases; and 3) it can conduct collective bidding processes that are applicable to all of the agencies.

Coordination of activities is critical to the success of a joint purchasing program. Each of the agencies currently conducts purchasing of fire, EMS supplies and equipment independently. As such, any joint efforts will reduce the level of effort required by each agency to provide joint purchasing services.

### Critical Issues

- Coordination issues
  - A committee to develop a standardized equipment list for fire departments.
  - The departments can share bidding processes, so that the bidding procedure used by purchasing can be used by all agencies.
- Receiving and distribution considerations
  - BFD, HFD, and WRFR should design distribution plans to deliver goods directly to the appropriate location. Using a joint purchasing system, the agencies will no longer have to receive goods at the agency; instead, they can receive goods at the appropriate fire station or ambulance location.
  - The agencies can jointly determine the proper level of inventory to maintain within the system. The use of system-wide inventory planning ensures that the most cost-effective inventory management can be established for the system participants.
- Financial and fiscal considerations
  - Marginal costs of creating system-wide purchasing infrastructure should be compared against the reduced level of effort of individual fire departments.
  - Cost saving can be achieved through reducing inventory carrying costs, reducing transaction costs, and achieving economies of scale through larger volume purchasing.

### Guidance

- Develop a committee to explore a joint purchasing process.
- Work with elected officials to adopt purchasing requirements that help the agencies meet purchasing goals and guidelines.
- Establish standards for fire and EMS system equipment and supplies.
- Establish inventory standards and methods for distributing equipment and supplies.
- Contract for or align agencies to provide logistics and supply services.
- Consider expanding to include Ketchum FD, Sun Valley FD, Carey RFPD, and other emergency service providers.

*Fiscal Considerations*

- Financial support will likely be unnecessary, as the fire departments would only be expending efforts of aligning or modifying purchasing and inventory standards.

## **X – Develop Joint Deployment Standards**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- EMS and Emergency Operations

### Affected Stakeholders

- All Agencies

### Objective

- Develop deployment standards that establish the distribution and concentration of emergency resources, both fixed and mobile.

### Summary

All agencies have policies for deploying resources, albeit at times informal and undocumented. Developing standards for response and coverage will formally define the distribution and concentration of the fixed and mobile assets of an emergency organization. The process of standards development includes reviewing community expectations, setting response goals, and establishing a system of measuring performance. The resulting plan includes all aspects of the community and organization that are required to create response standards and to determine the ideal use of resources.

### Discussion

The information contained in this partnership opportunity is extracted from *Creating & Evaluating Standards of Response Cover for Fire Departments*.<sup>74</sup> This excerpt is from the Introduction and Chapter 1:

*The material was originally designed as an assignment to the accreditation task force of the International Association of Fire Chiefs (IAFC). When the task force was turned into a commission, the Commission on Fire Accreditation International, Inc. (CFAI) it was included in the accreditation manual Fire and Emergency Service Self-Assessment Manual.*

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<sup>74</sup> *Creating & Evaluating Standards of Response Cover for Fire Departments*, Fourth edition, Introduction, Commission on Fire Accreditation International, Inc., 2003, Chantilly, VA.

*All agencies have an existing policy (for deploying resources), even if it is undocumented or adopted by the locally responsible elected officials. Originally, stations and equipment were situated to achieve certain expectations. How and why they were sited needs to be historically understood, described, and contrasted to proposed changes.*

*This process uses a systems approach to deployment rather than a one-size-fits-all prescriptive formula. In a comprehensive approach, each agency should be able to match local need (risks and expectations) with the costs of various levels of service. In an informed public policy debate, each city council or governing board “purchases” the fire and EMS protection (insurance) the community needs and can afford.*

*There are usually three reasons to redo or challenge existing levels of service – expansion, contraction of service areas and change in risk expectations. Contraction is typically the result of a reduction in service area, a decline in risk or value, or a decline in available fire protection funding. Regardless of the reasons, elected officials should base changes in levels of service on empirical evidence and rational discussion leading to effective, informed policy choices. The purpose of the standards of response coverage process is to prepare fire service leaders to conduct just such an analysis and then lead an informed policy discussion.*

*The Standards of Cover systems approach consists of the following eight components:*

- Existing deployment
- Risk identification
- Risk expectations
- Service level objectives
- Distribution
- Concentration
- Performance and reliability
- Overall evaluation

*Standards of response coverage are defined as those written procedures that determine the distribution and concentration of fixed and mobile resources of an organization. The process includes reviewing community expectations, setting response goals and establishing a system of measuring performance. This plan encompasses everything an agency should understand to prepare and determine resource deployment.*

*If resources arrive too late or are under staffed, the emergency will continue to escalate drawing more of the agency’s resources into a losing battle. What fire*

*companies must do, if they are to save lives and limit property damage, is arrive within a short period of time with adequate resources to do the job. To control a fire before it has reached its maximum intensity requires geographic dispersion (distribution) of technical expertise and cost effective clustering (concentration) of apparatus for maximum effectiveness against the greatest number and types of risk. Matching arrival of resources with a specific point of fire growth or medical problem severity is one of the toughest challenges for chief fire officers today.*

*Some medical emergencies such as multiple car collisions or industrial accident rescues require speedy arrival of multiple crews to control the scene, perform rescue operations, and provide medical care. A high-risk area requires timely arrival of fire companies for several reasons. More resources are required to rescue people trapped in a high-risk building with a high occupancy load than in a low-risk building with a low occupancy load. More resources are required to control fires in large, heavily loaded structures than are needed for fires in small buildings with limited contents.*

*Most emergency medical incidents require the quick response of single fire crews to limit suffering and to rapidly intervene in life-threatening emergencies. Small, incipient fires need the prompt response of a local fire company to mitigate and terminate the emergency quickly without additional help. For these typical, daily situations, all areas of the city with similar hazards and risks should receive equal service. This is why distribution planning strives for equity and timely service objectives.*

*Therefore, creating a standards of response coverage plan consists of decisions made regarding distribution and concentration of field resources in relation to the potential demand placed on them by the type of risk and historical need in the community. Furthermore, if a standards of cover is to be meaningful to the community, the outcomes must demonstrate that lives are saved and property is protected.*

*To clearly define standards of response coverage, agencies should have a policy statement regarding how risks are categorized within the context of their own jurisdiction. Because of the wide range of complex issues for which individual agencies are held accountable, it is necessary that there is a method for identifying risks and expected outcomes. Based upon that risk assessment and anticipated workload, a standard of response coverage is developed for firefighting and EMS functions. It is recognized within the fire service profession that this evaluation must take into account both the frequency and severity of the most common types of incidents.*

### Critical Issues

- Exercise caution when developing a standards of cover. Even minor changes when setting service level objectives can have broad impact.

### Guidance

- When developing a standard of cover, reference *Creating & Evaluating Standards of Response Cover for Fire Departments*.

- Review existing documents of other emergency service providers standards of cover, deployment standards, and response time standards. Use the opportunity to learn from those who have already developed a standard of cover.
- Prior to developing standards of cover, elected officials, administration, and staff should be educated on and have a clear understanding of the process.
- BFD, HFD, and WRFR fire departments should develop standards of cover collectively and have agreements in place to specify deployment plans.
- When evaluating capabilities and setting performance standards for a community, size and population density often place direct demand upon the department with respect to community expectations. Different expectations are often found in urban, suburban, rural, and frontier communities.
- Developing a standard of cover is a loop process. For example, if after establishing risk category expectations the resultant response plan is found to be too expensive, the facilitator of the process might re-challenge the community's elected leaders to lower service expectations, or to find additional funding.

#### Fiscal Considerations

- Change, however minor, in current service level goals may result in dramatic change to the deployment and distribution. A change in service level goals may require:
  - New, remodeling, or modifications to existing facilities
  - New or relocation of apparatus
  - Additional personnel
- Marginal cost of staff time to develop a standard of cover.

## **Y – Develop a Joint Prevention and Code Enforcement Program**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Fire Prevention

### Affected Stakeholders

- All agencies

### Objective

- To reduce the threat to life or property from fire
- To provide uniform prevention services to the region

### Summary

Fire prevention is a specialized discipline that requires personnel with the knowledge, skills, and abilities acquired over a long period of time. Public educators have the skill set of a teacher, plans examiners are detail oriented, fire investigators have tenacity, and fire inspectors are diplomatic. Singly the departments do not have the ability to staff and maintain a comprehensive fire prevention division. Collectively the organizations have the workload, trained personnel with the experience to support a prevention program.

### Discussion

The components of an effective fire prevention program, generally, 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 and Life 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

Guidance

Fiscal Considerations

## **Z – Develop a Joint Safety Program**

### Level of Cooperation

- Functional

### Timeline for Completion

- Short Term

### Section

- Administration

### Affected Stakeholders

- All agencies

### Objective

- To establish an effective program, consistent with accepted standards and best practices, that will ensure the safety of fire department personnel while working in fire stations and on the emergency scene.

### Summary

Best practices call for the establishment of a formalized safety program. The program is formed in the interest of addressing safety concerns, investigating accidents, and maintaining effective safety protocols. Additionally, a safety program provides for training of personnel and monitoring of safety related performance.

### Discussion

An effective safety program performs the following:

- Review of safety concerns identified by department members.
- Addressing of accident or near-miss events that may occur.
- Maintenance of effective agency safety procedures.
- Implementation of safety procedures.
- Respiratory Protection Program practices.
- Exposure control practices and monitoring.
- Appropriate infectious disease prevention practices.
- Safety related training delivery to membership.
- Maintenance of records of accidents, exposures and near-miss incidents.
- Documentation and maintenance of records and minutes of safety committee meetings.

Guidance

- Develop agreement between all agencies to commit to participation in the safety program.
- Appoint a single Safety Officer.
- Schedule monthly meetings of the safety committee, with a structured agenda addressing the key tasks listed above.
- Establish an ongoing safety training plan.
- Evaluate and revise existing safety procedures.
- Record meeting occurrences and distribute monthly minutes.

Fiscal Considerations

- Safety Committee participation can be accomplished with on-duty personnel, generally, at no additional cost.
- Safety training can be incorporated into existing, ongoing training activities.

## **AA – Establish Shared Annual Testing Practices**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Fire Suppression

### Affected Stakeholders

- All agencies

### Objective

- To provide for annual testing of fire pumps, apparatus, ladders, and breathing apparatus

### Summary

Testing of fire suppression equipment is required on an annual basis. In addition, doing so is essential, not only to protect the organization from potential liability but, most importantly, in the interest of firefighter safety.

### Discussion

At a minimum, annual testing should be performed on the following equipment:

- Fire apparatus pumps.
- Self-contained breathing apparatus.
- Ground and aerial ladders.
- Fire hose.

Testing should be performed by either an appropriately certified third party testing company or, alternately, by in-house fire department personnel. If testing is to be performed internally, it is essential that personnel are properly trained and that nationally accepted testing standards are closely followed. Maintenance of appropriate training records must be included.

Testing can be time consuming as well as costly. Costs are typically lower when more equipment is tested. Savings can be realized by shared testing practices.

Finally, ongoing testing and maintenance can result in future cost avoidance. Identification and repair of problems identified in testing is often less expensive when identified early.

Guidance

- Cooperatively identify equipment testing needs and schedules.
- Decide on methodology.
  - Contracted third party services, or
  - In-house testing procedures
- If contracted services are to be used, submit a request for competitive price quotes on behalf of all participating agencies.
- Plan and schedule testing.
- Designate a person(s) responsible for record keeping and tracking.

Fiscal Considerations

- Economy of scale can be realized by testing larger amounts of equipment at one time.
- Costs of contracting service to a third party may be offset by reduced personnel costs to perform testing in-house.
- Use of a competitive bid process will reduce costs.

## **AB – Conduct Joint Strategic Planning for Fire Protection**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Administration

### Affected Stakeholders

- All agencies

### Objective

- To enable the three agencies to develop Mission, Vision, Values and Guiding Principles, shared and consistent between each.
- To empower the departments to identify needs and establish plans to meet them, including shared organizational goals and objectives.

### Summary

A strategic planning process takes the organizations through the steps of articulating a *Mission Statement*, a *Vision Statement*, and the organization's *Guiding Principles*. Once established, a clearly defined set of *Organizational Goals* are established, along with specific *Objectives* that identify how each goal is to be accomplished.

### Discussion

In order for any organization to reach its full potential, it must have a plan. An organization that knows where it is going, knows the environment in which it must operate, and identifies how it is going to move forward has the best chance to meet the needs of the community and achieve its goals.

When the agencies involved in this study decide on their course of action, whether it is a full unification, variations of consolidation methods, or simply the implementation of some of the functional strategies discussed here, a strategic plan will be an important next step

### Guidance

- Establish a joint planning committee.
- Schedule and arrange for facilitation of development of a strategic plan that encompasses all agencies.

- Establish methodologies for implementing, tracking and measuring plan goals and objectives.
- Plan for annual review and revision of the strategic plan.

*Fiscal Considerations*

- Each agency should be completing an annual strategic plan. Duplication of effort is eliminated when all three can plan cooperatively.
- Effective planning results in effective operations. Increased efficiency that can be realized from effective planning will be more cost effective.

## **AC – Establish a Length of Service Awards Program (LOSAP)**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Administration

### Affected Stakeholders

- All agencies

### Objective

- To provide a program for the long-term retention of PPC personnel.
- To annually recognize fire department personnel that make extraordinary contributions to the community.

### Summary

- Length of Service Awards Programs are low-cost plans that recognize exceptional performance by members and provide for long term monetary benefits, similar to retirement programs, based on an individual's length of service to the organization.

### Discussion

Retention of volunteer or PPC members is increasingly difficult. Those that choose to offer their services are challenged by personal and financial commitments, making it increasingly difficult to obligate their time.

Recognition of extraordinary contributions and time in service to the organization is extremely effective in providing an incentive to an individual to continue his or her service. LOSAP programs provide a means by which this can be achieved and PPC members can be encouraged to continue.

### Guidance

- Secure commitment from all agencies to participate in the LOSAP program.
- Establish an oversight committee for the program.
- Identify costs and procedures necessary to implement the program.
- Secure governing body financial support.

*Fiscal Considerations*

- LOSAP programs involve a financial contribution from the participating organizations.
- Various programs are available; some operated by state government, others by private companies. In addition, a program is provided by the National Volunteer Fire Council.
- The limited cost associated with LOSAP programs is readily offset by the value gained by retaining skilled members.

## **AD – Establish a Plan for Shared Frontline and Reserve Fire Apparatus**

### Level of Cooperation

- Functional

### Timeline for Completion

- Mid Term

### Section

- Fire Suppression

### Affected Stakeholders

- All agencies

### Objective

- To jointly share frontline fire apparatus resources
- To jointly share reserve fire apparatus resources

### Summary

Sharing of fire apparatus can be instrumental in reducing overall equipment inventory, reducing cost of maintenance and insurance. Additionally the opportunity may be afforded to forgo the purchase of fire apparatus, resulting in significant savings.

### Discussion

Sharing of fire apparatus can be accomplished in different ways. For example, specialty apparatus, such as aerial ladder trucks are highly necessary in the event of a large fire. If an agency can avoid the considerable expense of purchasing a specialized piece of equipment by establish an agreement to access that of another agency, savings are considerable.

Reserve fire apparatus is generally needed by every fire department. Reserves are retained in inventory to be available when a front line vehicle has to be removed from service for maintenance or repair. Reserves are used infrequently. If agencies share the use of these pieces of equipment they will often realize significant cost savings.

### Guidance

- Inventory available specialty, frontline and reserve emergency apparatus
- Establish agreements for shared use of front line and reserve equipment
- Establish agreements on the maintenance, repair and long term replacement of shared apparatus

*Fiscal Considerations*

- Apparatus sharing will reduce purchasing, maintenance and replacement costs.
- An agency sharing their apparatus should not be expected to bear all costs associated with maintaining and replacing the vehicle. Sharing those costs should be considered, as well.

## **Findings and Recommendations for Action**

### **Summary of Feasibility**

This examination presents a continuum of cooperative efforts options, from alliance to integration, available to the cities of Bellevue and Hailey and the fire district (see: Partnering Strategies beginning on page 203). Choosing alliance, the jurisdictions could share in the development and delivery of one or more of many existing programs such as operating standards, training, and joint fire stations (see: Functional Cooperative Effort Strategies beginning on page 243); or, the agencies could elect to implement a more complete alliance through the enactment of an administrative service agreement. Alternatively, the cities and district may opt for complete integration by implementing an annexation or a district formation process.

Webster's New World Dictionary defines the word "feasibility" as "Capable of being done." From that perspective, all of the strategies allowed by Idaho Law are feasible; however, issues of finance and taxation often determine the practicality of many cooperative ventures of the sort discussed here. That may prove to be the case in the communities served by BFD, HFD, and WRFR as well.

### **Finding of Preferred Strategy**

The scope of this report directs that it list a preferred option (strategy). While we consider all of the programmatic alliance options as feasible, we do not attempt to estimate the financial outcome of them. Most often, such shared programs are comparatively easy to implement and relatively cost effective to operate. Barring the enactment of an administrative service alliance or a consolidation option, the jurisdictions should undertake to implement as many functional cooperative effort strategies as possible.

On the other hand, the question of choosing between an administrative service alliance and annexation/formation boils down to selecting the option that offers the greatest benefit for the most people at the least cost. There is no major operational difference between an administrative service alliance and annexation/formation; however, cost, taxation, and governance of the two strategies may differ. Under an administrative service alliance, the entities must continue to collect and allocate taxes based on existing authorization. This may prove to be very difficult because the overall cost of an administrative service alliance can be

greater than the cost of an integrated department. In addition, an administrative service alliance complicates the overall governance of fire protection and EMS by necessitating multiple governing and/or oversight bodies. For those reasons, we find that an administrative service alliance is not feasible.

Figure 170 presents a summary of the financial results of the five strategies, less revenue. It contains first year cost of the strategy, independent fire department costs, capital, cost avoidance, and net cost avoidance.

**Figure 170: Financial Results of Strategies, Fiscal Year 2010 – 2011**

Strategy	Operating Budget	Independent Departments	Cost Avoidance	Capital	Net Cost Avoidance
<b>BFD Annexes into WRFR</b>					
Strategy A	819,967	758,597	61,370	192,417	<b>(\$131,047)</b>
<b>HFD Annexes into WRFR</b>					
Strategy B	947,394	1,216,951	349,458	249,083	<b>\$100,375</b>
<b>BFD &amp; HFD Annex into WRFR</b>					
Strategy C	1,094,955	1,413,879	413,458	249,083	<b>\$164,375</b>
<b>WRFR Annexes into HFD</b>					
Strategy D	1,105,409	1,216,951	111,542	249,083	<b>(\$137,541)</b>
<b>Cities and WRFR Form a New District</b>					
Strategy E	1,359,602	1,143,804	215,798	249,083	<b>(\$33,285)</b>

Deviation in the cost between strategies was greatest for WRFR. This is expected with a larger budget. The largest variation was in Strategy C, BFD and HFD annex into WRFR. The net cost avoidance for the baseline year was \$164,375.

Figure 171 lists the services to be provided under each of the strategies.

**Figure 171: Summary of Services by Strategy**

Strategy	Fire Suppression	EMS	EMS/BLS	EMS/ALS	EMS Transport	24-Hour Personnel
<b>BFD Annexes into WRFR</b>						
Strategy A	X	X	X	X	X	X
<b>HFD Annexes into WRFR</b>						
Strategy B	X	X	X	X	X	X
<b>BFD &amp; HFD Annex into WRFR</b>						
Strategy C	X	X	X	X	X	X
<b>WRFR Annexes into HFD</b>						
Strategy D	X	X	X	Not Determined	Not Determined	Not Determined
<b>Cities and WRFR Form a New District</b>						
Strategy E	X	X	X	Assumed	Assumed	Assumed

Strategy Cost per Owner Occupied Home

Property tax is based on the budget requirements of taxing districts (local governmental units like the county, city, school district, fire district, etc.) where the property is located. Officials for each taxing district decide the annual budget needed to provide services. The part of the approved budget to be funded by property taxes is divided by the total applicable taxable value of all properties in the district. This same calculation is made for each taxing district where your property is located and the resulting tax rate for each district is added together. The total property tax rate is multiplied by 100% of the market value of your property less statutory exemptions to calculate the taxes you owe.

If you're a homeowner, you can apply for an exemption on the value of your owner-occupied primary residence, including a manufactured home. In 2011, the exemption applies to fifty percent of the value of the residence (including up to one acre of land) or \$92,040 whichever is less. Taxes are computed on the nonexempt value. You may also apply for this exemption on your home (not land) if you're paying occupancy taxes.

Property Tax Example

Any Town, Idaho City's budget funded by property taxes is \$8,960,868. The total taxable value of all property within the selected city is \$1,278,745,835.

$$\$8,960,868 / \$1,278,745,835 = 0.0070 \text{ city tax rate}$$

Each applicable taxing district's tax rate is calculated using the same procedure and the tax rates are totaled to equal a total property tax rate of 0.0167. The formula for calculating the tax on an owner occupied home with a total market value \$250,000 is shown in Figure 172.

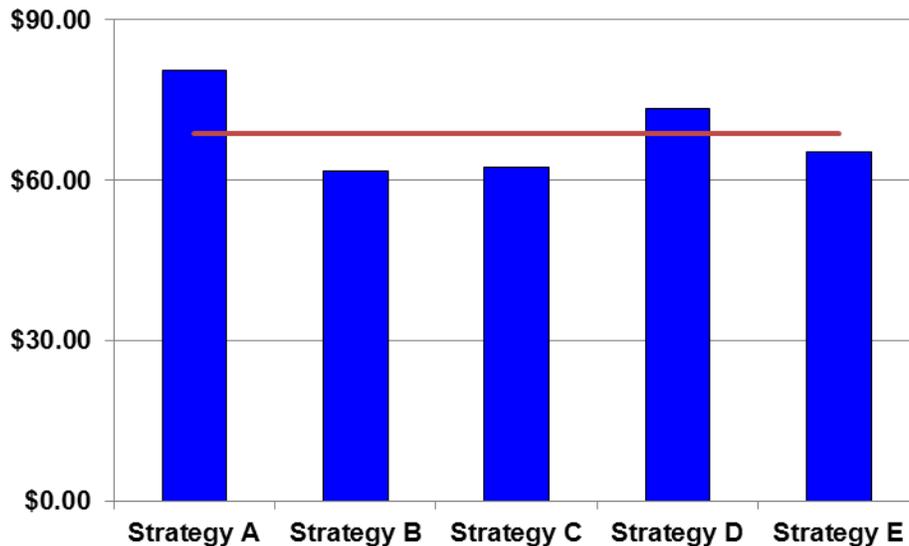
**Figure 172: Property Tax Example Calculation**

100% of House Market Value	200,000
100% of Lot Market Value	50,000
<b>Total Market Value</b>	<b>250,000</b>
Less Homeowner's Exemption (Maximum \$92,040 Assuming Eligibility)	-92,040
<b>Total Taxable Value</b>	<b>157,960</b>
Total Tax Rate	0.0167
<b>Total Property Taxes</b>	<b>2,638</b>

Where the property is located the total property taxes owed to all taxing districts would be \$2,638.

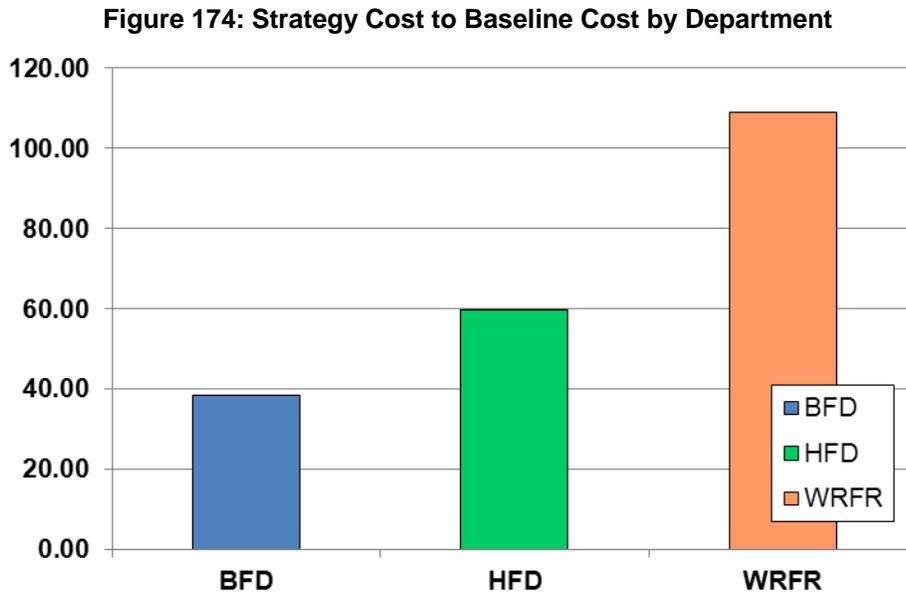
In Figure 173 (below), the property tax for each strategy on an owner occupied home with a total market value of \$250,000 is shown.

**Figure 173: Owner Occupied Property Tax by Strategy**



The average cost of the five strategies is \$68.66.

Figure 174 illustrates the difference in the baseline tax cost of fire and emergency services for an owner occupied homeowner to each strategy.



The average baseline tax cost of the three fire departments is \$69.10 for a \$250,000 owner occupied home.

It is expected that ALS, EMS transport, and 24-hour staffing would remain under Strategies D and E. However, it would be a policy decision of the elected officials.

The complete annexation of BFD and HFD into WRFR projects cost reduction in the city of Hailey and WRFR; but overall, the financial outcome is likely to be cost neutral to the taxpayers of the region. Residents would likely see an improvement in service through a single emergency provider. The basis for this assumption is that the cities of Bellevue and Hailey would benefit from 24-hour staffing of one and possibly two staffed fire stations.

WRFR was the single agency with a capital reserve fund. Transfers to the fund are reported to be inadequate to meet the needs of the district. Considering the desire of local officials for demonstratable cost avoidance, we conclude that the full integration of BFD, HFD, and WRFR by annexation or formation of a new district is marginally feasible at this time.

Joining BFD, HFD, and WRFR through annexation or district formation does hold potential. Annexation is technically easy to accomplish and the strategy offers benefit to the three entities. The financial outcome of annexation and district formation are identical. HFD and WRFR

taxpayers benefit from lower cost at the start, while BFD taxpayers would see an increase but a corresponding improvement in the level of service. Although the tax rates for the city of Bellevue residents may be higher immediately following integration, the community may eventually benefit from reduced funding pressure. Improved service to BFD would be from the availability of initial response from 24-hour personnel and a larger group of response personnel. In our view, the annexation of BFD and HFD to WRFR includes fewer legal and technical issues.

Therefore, we hereby find the annexation of the cities of Bellevue and Hailey to WRFR to be the preferred strategy here.

**Recommendation 43:** (All agencies) – *Annex the city of Bellevue and Hailey into WRFR.*

ESCI also realizes that political realities may make the annexation of both BFD and HFD or district formation impractical in the short term. Realizing that many other opportunities exist for the agencies to profit from collaboration at the program level, we find and recommend that the three organizations work to make fire protection within the three areas as seamless as possible. This includes occupying strategically located and downsizing the number fire stations and pumpers maintained.

There are issues that ESCI has identified as the “Big Six” that can impact the implementation of this or any other strategy. They are:

1. Turf
2. Power
3. Politics
4. Control
5. Timing
6. Money

### **Recommended Action**

First steps are important. If the governing councils of the city of Bellevue, Hailey, and the fire commissioners of Wood River Fire & Rescue Fire Protection District support the conclusions of this report, policy action by officials needs to focus the efforts of many persons toward the goal of annexation. Without clear direction from policymakers, indecisive or counter-productive work

is likely to result. It is also important that the region's other fire departments share in the planning and action steps that follow the adoption of the goal, even if they are not directly affected by it. If all stakeholder groups actively participate in the process, the need for work plan revisions are more easily identified and made to reach the goal.

Therefore, we recommend that the city councils of Bellevue and Hailey and the board of fire commissioners of the Wood River Fire & Rescue Fire Protection District jointly adopt (through either resolution or ordinance) the outcome of consolidation as the Regional Fire and EMS Vision. The jurisdictions should resolve to work cooperatively toward carrying out the goal within a specific time. We suggest that the goal be targeted far enough in the future to allow for systematic planning and implementation, but not so far as to lose project momentum. From experience in such matters, 18 months is usually considered the minimum amount of time required for planning and implementing these sorts of system changes. We suggest that the agencies focus on reaching the goal by January 1, 2014; but first, careful consideration should be given to election, budgeting, and taxation cycles to assure the proper timing of organizational changes or startup.

Once a Regional Vision is adopted, the agencies should appoint a steering committee that includes representation from all stakeholder groups to plan, communicate, oversee, and direct progress toward consolidation. The committee should be charged to meet regularly to discuss issues of mutual concern regarding the Regional Vision. The group should work to provide cohesive policy direction to the fire chiefs and others regarding the details of reaching the Regional Vision. Activities of the committee might include consultation with staff, other policy makers, or professional experts. In addition, the committee should consider proposals and choose a unified course of action.

### Legal Issues

Idaho Statutes Title 31, Chapter 14, 31-1429 provides a process for a city to annex or withdraw from a fire district. A section of the statute is included for reference as Appendix E: Idaho Statutes Title 31, Chapter 14, 31-1429 (excerpt) on page 348. As always, we emphasize that we are not qualified to give legal advice so any discussion concerning statutory issues must be viewed in that light. We offer our grasp on the cited statutes and some of the matters surrounding them, but we make no representation that we have consulted all relevant law or that our interpretation of the law is necessarily correct. The partner agencies should consult

with legal professionals experienced in public law before embarking on any consolidation strategy.

Idaho Statutes describe the process the annexation of a city to a fire district. The process is initiated when a city and district express by ordinance or resolution to be included within the limits of the fire protection district.

### **Framework for Action**

We provide an outline of some of major action steps necessary to reach the Regional Vision. The governing bodies and (when appointed) the Steering Committee can use this framework as a general guide, but the parties should also be prepared to adapt the plan as work progresses and new issues become evident. As with any work of this nature, the plan should be continuously reviewed and revised as necessary. Some action steps overlap in sequencing, or are ongoing; other steps may be dependent on the successful completion of previous work.

#### *Landmarks for Reaching a Regional Fire Protection Vision*

- **Consult with service partners.** The Bellevue, Hailey, and the Wood River Fire & Rescue Fire Protection District governing officials begin a dialog between the three service partners (and legal counsel) regarding the proposed Regional Fire Protection Vision and the work plan. Establish which agencies are likely to participate in reaching the goal.
- **Joint Adoption of a Regional Fire Protection Vision.** The governing officials formally adopt a Regional Fire Protection Vision. Such action includes the appointment, charge, and timeline goal of a Regional Fire Protection Vision Steering Committee. A sample vision and three fundamental questions that should apply to steering committee actions are provided below.

*Provide the highest quality emergency fire and EMS service for our citizens with the available resources. The Strategy is: To develop a consolidation work plan and determine if it provides net efficiencies in fire and EMS service delivery between Bellevue Fire Department, Hailey Fire Department, and Wood River Fire and Rescue.*

- Are we considering a consolidation for the benefit of our citizens?
  - Are we considering a consolidation to gain efficiencies for the benefit of our citizens?
  - Are we considering a consolidation to improve the overall level of service, standards of cover, and enhance services for the benefit of our citizens?
- **Organize the Steering Committee.** The governing officials instruct the committee to formulate and report on all elements of a work plan. Establish leadership roles of the chair and other committee members. Create meeting guidelines and elect leadership. Set meeting dates and times. Review and adopt the work plan. Meetings are ongoing, as is the review and revision of the work plan. Committee performs as a clearinghouse

for all information concerning the effort so that service partners speak with a unified voice.

- **Obtain definitive legal advice.** The Steering Committee obtains legal opinion concerning the statutory requirements for annexation of Bellevue and Hailey to the Wood River Fire & Rescue Fire Protection District. At a minimum, the agencies should determine the following: 1) if an adjustment to the fire district's tax rate is necessary; and 2) how the timing of any election might influence the finance and taxation systems of the district.
- **Establish mission, vision and values of the proposed integrated district.** Obtain consensus on the name, logo, mission, vision, values, and organizational structure of the proposed consolidated district. The name should accommodate eventual active participation by other emergency service providers.
- **Deliver a public education/information campaign.** During the Steering Committee process the public must be provided with information regarding the annexation and its benefit to the emergency service system. All entities should actively participate in the process to the extent allowed by law. Information should be shared via media outlets and public contacts including personnel conducting knock and talks throughout all neighborhoods.
- **Prepare the documents of the district.** During the time leading up to the annexation (if any), prepare supporting documents such as budget, risk management, errors and omissions insurance, bylaws, policies, rules, and procedures.
- **Merge the associations of the fire departments into a single 501(c)3 non-profit.** Adopt articles of incorporation and bylaws to create a volunteer (PPC) association for the firefighters of the integrated fire district. The board of fire commissioners should officially recognize the association as the representative of the PPC firefighters of the district. The purpose of the association is to represent the interests of the volunteer membership to the fire chief and to provide volunteer members with a means of association self-governance.
- **Inventory and transfer assets.** Capital assets and employees of the former city fire departments are transferred to the integrated district. An interim step would be for the cities to retain title to the capital assets.
- **Disband the Steering Committee.** Once the fire district is integrated and operational, the Regional Vision has been accomplished and the Steering Committee is no longer required.
- **Implement a strategic planning process.** The district board of fire commissioners oversees the development of a facility site plan, and equipment replacement plan, and a staffing plan. Investigate and include in the plans collaborative opportunities for joint facilities, equipment, staffing, or operations with other fire protection agencies, especially the Ketchum Fire Department and Ketchum Fire Protection District.

The following functional cooperative effort strategies, explained in detail in the *Opportunities for Cooperative Efforts* section of this report, are judged as being most likely to result in significant

improvement to systems and/or programs. These initiatives should be acted on, at a minimum, regardless of action on annexation or integration.

## **F – Develop and Adopt Common Training Standards**

### Objective

- Adopt uniform training guidelines.
- Adopt uniform certification standards.

## **G – Create a Single Training Manual**

### Objective

- Provide consistent, standardized training procedures.

## **J – Develop a Single Recruit Training Program**

### Objective

- Eliminate duplicated efforts in training of new personnel as fire department emergency responders.

## **K – Develop a Single Fire and EMS Training Facility**

### Objective

- Provide training facilities readily available to the fire departments.
- To develop and maintain the knowledge and skills of regional emergency services personnel.

## **O – Provide for Joint Staffing of Fire Stations and Apparatus**

### Objectives

- Provide for distribution of facilities and deployment of personnel consistent with a regional standard of cover.
- Provide consistent fire and emergency services within areas efficiently before, during, and after development.

## **P – Provide Regional Incident Command and Operations Supervision**

### Objective

- Provide for IC (Incident Command) supervision of emergency operations.
- Provide for supervision of personnel during routine operations.

## **R – Develop Standard Operating Guidelines**

### Objective

- Provide guidelines for operation during emergencies, emergent and non-emergent

## **S – Shared Specialty Teams**

### Objective

- Provide specialty teams by allocating and distributing resources to achieve minimum cost and maximum operational benefit.

## **T – Develop Mutual Training Strategies**

### Objective

- Provide purpose and direction for training program management and delivery.

## **U – Provide for EMS Supervision**

### Objective

- Provide a single point for recertification of all EMS personnel.

## **V – Provide System-Wide Guidelines for Fire Response Planning**

### Objective

- Define response times including maximum response times and response time definitions so that adequate system planning can take place. Establish parameters for maximum response times on a per-call basis. Develop a system-wide reporting structure to standardize the collection and reporting of response times.

## **X – Develop Joint Deployment Standards**

### Objective

- Develop deployment standards that establish the distribution and concentration of emergency resources, both fixed and mobile.

## **Y – Develop a Joint Prevention and Code Enforcement Program**

### Objective

- To reduce the threat to life or property from fire
- To provide uniform prevention services to the region

## **AB – Conduct Joint Strategic Planning for Fire Protection**

### Objective

- To enable the three agencies to develop Mission, Vision, Values and Guiding Principles, shared and consistent between each.
- To empower the departments to identify needs and establish plans to meet them, including shared organizational goals and objectives.

## **AD – Establish a Plan for Shared Frontline and Reserve Fire Apparatus**

### Objective

- To jointly share frontline fire apparatus resources
- To jointly share reserve fire apparatus resources



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**Appendix B: Summary Table of Kudos**

**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. ....8

**Kudos 1:** 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. .... 17

**Kudos 3:** HFD has developed a strategic plan that is updated annually.....38

**Kudos 4:** WRFR has replacement schedule and established a capital replacement fund. ....50

### **Appendix C: Summary of Recommendations**

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Recommendation 2: (*Bellevue Fire Department*) – Implement an annual performance evaluation process for the position of fire chief. ....9

Recommendation 3: (*All Agencies*) - Establish a written safety program; Develop an OSHA compliant Respiratory Protection Plan. ....21

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. ....21

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.....21

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. ....21

Recommendation 7: (*Bellevue Fire Department and Wood River Fire & Rescue*) – Periodically review and update mission statements. ....39

Recommendation 8: (*Bellevue Fire Department*) – Initiate regularly scheduled staff meetings with key leadership personnel. ....40

Recommendation 9: (*Wood River Fire & Rescue and Bellevue Fire Department*) – Produce an annual report of activities and distribute it to the community. ....41

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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. ....50

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. ....50

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.....50

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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.....62

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Recommendation 25: (*Hailey Fire Department*) – Plan to replace the fire station with a facility with adequate space for fire apparatus, meeting room, and offices. ....81

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## **Appendix D: Descriptive Statistical Measures**

### **Average**

The average measure is a commonly used descriptive statistic, also called the mean of a data set. It is a measure to describe the central tendency, or the center of a data set. The average is the sum of all the data points in a set, divided by the total number of data points. In this measurement, each data point is counted and the value of each data point has an impact on the overall performance. Averages should be viewed with a certain amount of caution because the average measure can be skewed if an unusual data point, known as an outlier, is present within the data set. Depending on the sample size of the data set, the skewness can be either very large or very small.

The opposite can also be true where one call with an unusually long response time can make otherwise satisfactory performance appear unacceptable. These calls with unusually short or long response time have a direct impact on the total performance measurements and the farther they are from the desired performance, the greater the impact.

The reason for computing the average is because of its common use and the ease of understanding that is associated with it. The most important reason for not using averages for performance standards is that it does not accurately reflect the performance for the entire data set. As discussed, one extremely good or bad call can skew the entire average. While it does reflect all values, it does not really speak to the level of accomplishment in a strong manner.

### **Percentile**

With the average measure, it is recognized that some data points are below the average and some are above the average. The same is true for a median measure which simply arranges the data set in order and finds the value in which 50 percent of the data points are below the median and the other half are above the median value. This is also called the 50th percentile.

When you deal with percentages, the actual value of the individual data does not have the same impact as it did in the average. The reason for this is that the fractile is nothing more than the ranking of the data set. The 90th percentile means that 10 percent of the data is greater than the value stated and all other data is at or below this level.

Higher fractile measurements are normally used for performance objectives and performance measurement because they show that the large majority of the data set has achieved a particular level of performance. This can be compared to the desired performance objective to determine the

degree of success in achieving the goal.

**Appendix E: Idaho Statutes Title 31, Chapter 14, 31-1429**

TITLE 31  
COUNTIES AND COUNTY LAW  
CHAPTER 14  
FIRE PROTECTION DISTRICT

31-1429. Inclusion, annexation or withdrawal of area in cities. Except as otherwise provided in section 50-224, Idaho Code, any area embraced within the limits of any city may, with the consent of the governing boards of such city and the respective fire protection district, expressed by ordinance or resolution, be included within the limits of a fire protection district, when formed, or be subsequently annexed thereto. Any area in any city embraced within the limits of a fire protection district, shall, upon the consent of the governing boards of such city and fire protection district, expressed by ordinance or resolution, be withdrawn from such fire district.

**Appendix F: Idaho Statutes Title 67, Chapter 23, Miscellaneous Provisions**

TITLE 67  
STATE GOVERNMENT AND STATE AFFAIRS  
CHAPTER 23  
MISCELLANEOUS PROVISIONS

67-2328. Joint exercise of powers. (a) Any power, privilege or authority, authorized by the Idaho Constitution, statute or charter, held by the state of Idaho or a public agency of said state, may be exercised and enjoyed jointly with the state of Idaho or any other public agency of this state having the same powers, privilege or authority; but never beyond the limitation of such powers, privileges or authority; and the state or public agency of the state, may exercise such powers, privileges and authority jointly with the United States, any other state, or public agency of any of them, to the extent that the laws of the United States or sister state, grant similar powers, privileges or authority, to the United States and its public agencies, or to the sister state and its public agencies; and provided the laws of the United States or a sister state allow such exercise of joint power, privilege or authority. The state or any public agency thereof when acting jointly with another public agency of this state may exercise and enjoy the power, privilege and authority conferred by this act; but nothing in this act shall be construed to extend the jurisdiction, power, privilege or authority of the state or public agency thereof, beyond the power, privilege or authority said state or public agency might have if acting alone.

(b) Any state or public agency may enter into agreements with one another for joint or cooperative action which includes, but is not limited to, joint use, ownership and/or operation agreements pursuant to the provisions of this act. Appropriate action by ordinance, resolution, or otherwise pursuant to law of the governing bodies of these participating public agencies shall be necessary before any such agreement may enter into force.

(c) Any such agreement shall specify the following:

- (1) Its duration.
- (2) The precise organization, composition and nature of any separate legal or administrative entity created thereby together with the powers delegated thereto, provided such entity may be legally created.
- (3) Its purpose or purposes.
- (4) The manner of financing the joint or cooperative undertaking and of establishing and maintaining a budget therefor.
- (5) The permissible method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property upon such partial or complete termination.
- (6) Any other necessary and proper matters.

(d) In the event that the agreement does not establish a separate legal entity to conduct the joint or cooperative undertaking, the agreement shall, in addition to items (1), (3), (4), (5), and (6) of subsection (c) of this section, contain the following:

- (1) Provision for an administrator or a joint board responsible for administering the joint or cooperative undertaking. In the case of a joint board, public agencies party to the agreement shall be represented.
- (2) The manner of acquiring, holding, and disposing of real and personal property used in the joint or cooperative undertaking.
- (3) No agreement made pursuant to this act shall relieve any public agency of any obligation or responsibility imposed upon it by law except that to the extent of actual and timely performance thereof by a joint board or other legal or administrative entity created by an agreement made hereunder, said performances may be offered in satisfaction of the obligation or

responsibility.

**Appendix G: Sample Agreement for Fire and EMS Services**

**FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES AGREEMENT  
BETWEEN  
SUNNY COUNTY FIRE PROTECTION DISTRICT  
AND  
BEST FIRE PROTECTION DISTRICT**

THIS AGREEMENT, dated as of \_\_\_\_\_ by and between the Best Fire Protection District hereinafter referred to as the "DISTRICT," and the Sunny County Fire Protection District, hereinafter referred to as the "COUNTY," the promises and agreements of each being in consideration of the promises and agreements of the other.

**WITNESSETH**

WHEREAS, the DISTRICT desires to contract for performance of fire protection and emergency medical services within the territorial boundaries of DISTRICT as said services are set forth in this Agreement; and

WHEREAS, the COUNTY is willing and able to perform such fire protection and emergency medical services; and

WHEREAS, the DISTRICT and the COUNTY agree that the intent of this Agreement is to maintain the current service levels to the citizens and businesses of the Best Fire Protection District: and

WHEREAS, this Agreement shall serve as the "Master Agreement" for fire and emergency medical services. Existing Agreements include the Four Party Agreement, Paramedic and Wildland Agreements. Upon signing, the parties agree that this Agreement shall supersede all other Agreements if any inconsistencies arise between the Agreements. Whereas, the COUNTY and DISTRICT are committed to serving the citizens of the COUNTY and DISTRICT as efficiently as possible, they agree to jointly explore other opportunities for entering into additional mutually beneficial agreements.

NOW THEREFORE, the parties agree as follows:

1. Term: The term of this Agreement is intended for ten (10) years, beginning on (Month, day) 2011 and ending on the 30<sup>th</sup> day of (Month) 2021, subject to the early termination provisions outlined in Section 12, "Termination."
2. Scope of Services:
  - A. The COUNTY agrees to provide fire protection and emergency medical services to the DISTRICT consistent with the service level criteria described in this Agreement. In providing these services the COUNTY shall:
    - 1) Provide fire protection and emergency medical services throughout the DISTRICT in a manner consistent with the Agreement and within the staffing response guidelines established in the jointly adopted "Service Level Criteria" set for in "Attachment One," including the use of both the DISTRICT'S and the COUNTY'S vehicles, equipment, apparatus, and sufficient personnel to operate the vehicles, equipment, and apparatus. These services shall be provided subject to the condition that reasonably sufficient vehicles, equipment, apparatus, and personnel shall remain within the DISTRICT to assure adequate fire protection and emergency medical services to the DISTRICT. Under this condition, if the demands of the DISTRICT exceed the services which the COUNTY can provide, the COUNTY agrees to use mutual aid agreements as may be necessary to supplement the COUNTY'S vehicles, equipment, apparatus, and personnel.
    - 2) During the term of this Agreement, COUNTY may find it necessary, in connection with fire and other emergencies, to remove certain equipment from DISTRICT'S limits. At battalion chief's discretion, COUNTY may do so without permission or consent from DISTRICT, not to exceed twelve (12) hours. In

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the event that an emergency extends beyond twelve (12) hours, COUNTY shall obtain approval beyond the twelve-hour (12-hour) period in those instances outside of pre-existing agreements (pre-existing agreements include Master Mutual Aid, Idaho Fire Assistance Agreement, Assistance for Hire (Idaho Department of Forestry, and the Bureau of Land Management)). Persons authorized to give approval are the Executive Director or his/her designee.

3) Maintain continuous (twenty-four (24) hours per day, seven (7) days per week) and uninterrupted fire and emergency medical services which shall at least be consistent with the service level criteria described in this Agreement, "Attachment One." Under no circumstance is the COUNTY liable to the DISTRICT for an interruption or failure of service caused by acts of God, unavoidable accident, or other circumstances beyond the control of the COUNTY through no fault of its own.

4) Provide the services described in paragraph (2.A.1) of this section, with the following provisos:

- a. Investigate fire cause and origin within the DISTRICT.
  - b. Upon request of the DISTRICT, review and propose fire codes, cost recovery, and ordinances for adoption by the DISTRICT.
  - c. Develop and maintain fire prevention and education programs within the DISTRICT including materials for use and dissemination of this information.
  - d. Maintain for the DISTRICT, adequate records of activities as may be required by the Insurance Services Office and the Idaho Office of the State Fire Marshal.
  - e. Participate in mutual aid agreements with fire protection providers that are contiguous with the DISTRICT and establish and maintain automatic aid agreements in areas in which service might be improved by such agreements so long as it is in the best interests of all parties to do so.
  - f. Take all reasonable steps to maintain all of the DISTRICT's facilities, apparatus, equipment, and its entire system in a good state of repair and at all times conduct its operations under this Agreement in a safe and professional manner.
  - g. Participate in the DISTRICT's emergency management planning through the COUNTY's Fire Chief or designee and commit command staff (Captain level) to the emergency operations center when activated. Such participation shall include cooperation in emergency preparedness exercises at least annually to exercise the DISTRICT's emergency management plan.
- B. The DISTRICT and COUNTY will continue to provide and receive reciprocal fire and emergency medical services with respect to Fire Station No. 76 (COUNTY) and Fire Station No. 77 (DISTRICT).
- C. The DISTRICT agrees that the COUNTY shall provide services in accordance with State and Federal laws.
- D. The DISTRICT agrees that the COUNTY shall not be required to duplicate those efforts or services regularly provided by other governmental agencies, nor shall the COUNTY be required to provide any services which are or are hereafter specifically reserved by law for any other governmental agency.
- E. The COUNTY agrees to provide the DISTRICT with regular reports and evaluations of the fire protection and emergency medical response services on a monthly basis and in a format agreed upon by both entities.

The COUNTY has committed to a goal of providing quarterly financial reports to the DISTRICT. However, COUNTY will provide such reports at least annually. Financial reports will provide costs for each DISTRICT fire station and expenses grouped by: personnel services, materials and services, and capital expenses.

- F. The COUNTY shall keep the DISTRICT informed of all new developments, issues, or concerns related to the efficient delivery of fire and EMS services of the COUNTY. The DISTRICT shall keep the COUNTY

informed of all new developments, issues, or concerns related to the efficient delivery of fire and EMS services in the DISTRICT.

- G. The COUNTY will treat demands in all DISTRICT areas covered by this Agreement with the same priority and equality to ensure a consistent standard of performance and equal service level.

3. Compensation:

- A. COUNTY and DISTRICT agree to a contract fee of \$TBD for the initial fiscal year. DISTRICT shall pay to COUNTY monthly installments equal to one-twelfth of the annual amount each month during the period of this Agreement. Payments shall be due by the fifth day of each month. Payments received after sixty (60) days of due date shall include interest on the outstanding balance. Interest will be calculated at seven (7) percent simple interest following the 60<sup>th</sup> day. COUNTY shall have the right to terminate this Agreement sooner than provided for in Section 12 if DISTRICT does not make timely payments of its obligations hereunder to COUNTY.
- B. Following the initial contract year and thereafter, personnel, labor, and benefit costs will be adjusted annually consistent with COUNTY personnel MOUs (Memorandum of Understanding); while all other non-personnel type budget costs will adjust annually to allow for a cost-of-living adjustment (COLA) based on the Los Angeles-Riverside-Orange County, ID CPI-U. The preceding January through December CPI-U period will be used when determining the adjustment but will not exceed six (6) percent or fall below two (2) percent.
- C. COUNTY shall give DISTRICT notice of unanticipated increased costs incurred by COUNTY in providing the services pursuant to this Agreement. This Agreement may be amended to reflect the increased costs to COUNTY, with any such amendment to be effective the date the costs for COUNTY are increased. DISTRICT may have the option to terminate this Agreement if the parties cannot agree on the amount of additional costs proposed by COUNTY, in accordance with Section 13, "Term and Termination". In the event of such termination, COUNTY shall be paid for all services rendered under the terms set forth in this Agreement until such termination date.
- D. DISTRICT and COUNTY agree to annually review and discuss staffing levels and DISTRICT shall have the right at any time during the term of this Agreement to request a change in the level of fire protection and emergency medical services provided for herein. In such event, all provisions of this Agreement with respect to compensation paid by DISTRICT shall remain in full force and effect. Any change to staffing levels will be reflected in compensation amount paid to the COUNTY by the DISTRICT.
- E. None of the provisions of this Agreement shall be construed to create in the DISTRICT any right, interest, or ownership in any real or personal property of the COUNTY during this Agreement.
- F. None of the provisions of this Agreement shall be construed to create in the COUNTY any right, interest, or ownership in any real or personnel property of the DISTRICT during this Agreement.
- G. If during the term of this Agreement the taxing ability of the COUNTY and/or DISTRICT is limited by a State-wide ballot measure, Legislative action, a Court decision, or any other reason, and if, as a result of the tax limitation, the COUNTY is unable to provide the level of service described in Section 2 above, or if the DISTRICT is unable to pay COUNTY for the established levels of service, the parties agree to renegotiate this Agreement in good faith.
- H. This Agreement is subject to any applicable constitutional and DISTRICT taxing or debt limitations and is contingent upon the DISTRICT appropriating funds. If the DISTRICT fails to appropriate the funds necessary for this Agreement, notice as described in Article 19 shall be given and both parties immediately negotiate a service transition.

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4. Financial Review: COUNTY will provide to DISTRICT, each March, the proposed contract cost for the following fiscal year.
5. Audit: DISTRICT or any authorized representative shall have access to any books, documents, and records of COUNTY which are pertinent to this contract for the purposes of making an audit or examination. All books, records and supporting detail shall be retained for a period of five (5) years after the term of this contract. COUNTY agrees that in the event audit exceptions are determined by appropriate audit agencies, compliance shall be the responsibility of COUNTY.
6. Legal Advice: The COUNTY will consult with the DISTRICT's Executive Director or his/her designee who may authorize contact with the DISTRICT's Attorney when COUNTY actions are within the DISTRICT boundaries and involve DISTRICT ordinances, policies, or related issues. COUNTY will consult with COUNTY's attorney when considering action within the COUNTY. For actions involving both jurisdictions, both attorneys may collaborate as appropriate. Cost of counsel will be borne by the respective agency.
7. Transition Plan:
  - A. Employees: All employees providing services on behalf of the COUNTY will be employees of the COUNTY.
    - 1) The COUNTY will be responsible for the existing liabilities incurred prior to month, day of 2011 of this agreement. Liabilities include but are not limited to: the County Retirement System, vacation leave, sick leave, sick injury, workers compensation claims, and other forms of accrued benefits where applicable.
    - 2) Any outstanding lawsuits, or future lawsuits related to actions that occurred prior to the execution of this agreement are the sole responsibility of the COUNTY.
  - B. Facilities, Apparatus, and Equipment: Fire protection and emergency medical services facilities, apparatus, and equipment owned by the DISTRICT described in "Attachment Two" shall be available for the use by the COUNTY during the term of this Agreement. Facilities, apparatus, and equipment owned by the DISTRICT shall be used for the sole benefit of and housed within the DISTRICT (as described in Section 2 Scope of Services). DISTRICT shall have ownership of all facilities, apparatus, and equipment owned by the DISTRICT as of month, day of 2011. Apparatus and equipment may be used by COUNTY outside the DISTRICT in accordance with mutual and automatic aid agreements.
    - 1) The DISTRICT, in consultation with COUNTY, will develop a long-term replacement schedule for facilities, apparatus, and equipment owned by the DISTRICT.
    - 2) Should DISTRICT decide to divest itself of fire equipment or apparatus, COUNTY shall have the right-of-first refusal. If DISTRICT transitions ownership of equipment and apparatus to COUNTY, DISTRICT and COUNTY will establish an equitable and legal formula for establishing true value.
    - 3) COUNTY agrees to provide on-site management of the DISTRICT Fire Stations, including scheduling and ensuring that regular office hours are maintained.
    - 4) The DISTRICT, in consultation with COUNTY, may accommodate any available office space for City of Best staff if available at DISTRICT fire facilities.
    - 5) The DISTRICT, in consultation with COUNTY, may accommodate any available office space for COUNTY staff if available at City facilities.
  - C. Facilities Maintenance: During the term of this Agreement, COUNTY shall maintain the DISTRICT's facilities in a state of good repair. With prior approval, DISTRICT will pay for non-routine facility maintenance and repairs, including interior, landscaping, and the replacement of major building equipment. COUNTY will include these costs as an element of the compensation paid by DISTRICT.

- D. Fire Apparatus and Equipment Maintenance: DISTRICT hereby leases to COUNTY the fire apparatus and equipment, described in “Attachment Two,” for the sum of \$1 per year for the duration of this Agreement, under the terms and conditions set forth in this Agreement. DISTRICT will be listed as owner and COUNTY shall be listed as the registered owner of fire apparatus. During the term of this Agreement, COUNTY shall maintain in good repair the apparatus and equipment, and shall be financially responsible for minor maintenance and repairs. The DISTRICT agrees to be responsible for all major apparatus and equipment repairs and/or replacements. Major apparatus and equipment repairs shall be defined as engine, transmission, drive train, pump, and tank repairs which exceed \$5,000 for fire apparatus and \$2,000 for staff vehicles per occurrence (including labor costs). DISTRICT will remain financially responsible for new and replacement equipment, apparatus, and staff vehicles and will provide for such in the DISTRICT’s annual budget as approved by DISTRICT’s Board. Failure to replace equipment on schedule may be cause for the COUNTY to direct bill the DISTRICT for maintenance related repairs to such identified vehicles. COUNTY will include these costs as an element of the compensation paid by DISTRICT.
- E. Utilities: The cost for operating and maintaining utilities in DISTRICT facilities will be paid by COUNTY, including charges for electricity, gas, telephone, water, refuse disposal, janitorial, maintenance, and any related expenses provided to the facilities. COUNTY will include these costs as an element of the compensation paid by DISTRICT.
- F. Purchasing Program: In order to achieve economies of scale, the DISTRICT may authorize the COUNTY to purchase equipment, apparatus and supplies on behalf of the DISTRICT. Recognizing that fire and emergency medical equipment, apparatus and supplies are specialized for these functions, the DISTRICT agrees to co-ordinate with COUNTY specifications when the DISTRICT makes these purchases. The COUNTY agrees to conform to the system developed by the DISTRICT financial officer to account for fund transfers, budgeting and identification for inventory.
- G. Grants, Reimbursements, and Aid: The DISTRICT and COUNTY will participate and coordinate efforts to obtain all available grants, reimbursements and related programs to enhance funding for the DISTRICT.
- H. Emergency Communications: COUNTY shall pay for subscription and dispatch costs related to fire and emergency medical service communications. COUNTY will include these costs as an element of the compensation paid by DISTRICT.
- I. Insurance: Each party shall be responsible for providing and maintaining comprehensive insurance as necessary for the ongoing operations of the DISTRICT.
- J. Identity: Facilities owned and located inside the DISTRICT shall have signage that includes the DISTRICT marking and corporate seal. Vehicles owned by the DISTRICT shall display a DISTRICT corporate seal, as approved by the DISTRICT in consultation with the COUNTY. COUNTY shall identify it serves the DISTRICT in all promotional and educational materials.
- K. Transfers: For the initial Fiscal Year of the this agreement, (effective date) the COUNTY shall transfer to the DISTRICT as follows:
- 1) Existing apparatus and equipment replacement funds as agreed to by DISTRICT and COUNTY will be credited to the DISTRICT’s fund for replacement of capital items.
  - 2) Existing termination benefit funds will become the property of COUNTY for its liability of employees. COUNTY will include termination benefits cost in the annual cost to DISTRICT and absolve DISTRICT of this liability.
  - 3) Assets generated within the affected territory including, but not limited to, fund balance and cash on hand.

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- 4) Existing funds for Capital Improvement Projects within the affected territory.
  - 5) Assets as agreed to by DISTRICT and COUNTY in “Attachment Two” for use in the affected territory will be transferred to the ownership of the DISTRICT.
8. Planning, Coordination, Service Agreement, and Boundary Change: The DISTRICT and COUNTY agree to cooperate in good faith and participate in all planning as it relates to the provision of fire and emergency medical services which affect the DISTRICT.
- A. Planning Coordination: The COUNTY will be notified of all City General and Specific plan amendments, periodic review, and amendments to land-use regulations affecting the DISTRICT. The COUNTY shall receive the same notice and review and comment rights as granted the DISTRICT’s other interested parties. Upon their request, COUNTY staff will be included in public facility planning in the same manner as DISTRICT staff. The DISTRICT will be notified of all County General and Specific Plan amendments, periodic review, and amendments to land-use regulations affecting the DISTRICT. The DISTRICT shall receive the same notice and review and comment rights as granted the COUNTY’S other interested parties. Upon their request, DISTRICT staff will be included in public facility planning in the same manner as COUNTY staff.
  - B. Service Agreement:
    - 1) DISTRICT and COUNTY shall plan and coordinate the provision of fire protection and emergency medical services within the DISTRICT. DISTRICT and COUNTY will jointly coordinate with other urban fire and emergency medical service providers.
    - 2) DISTRICT and COUNTY shall manage and administer fire protection and emergency medical services, current and future facility needs, and any changes to boundary or service area.
    - 3) This Agreement shall govern the terms of necessary transitions in provision of fire protection and emergency medical services, ownership of current facilities, and any annexation of service territories pursuant to and based on the policies of the DISTRICT, COUNTY, LAFCO, and Idaho State Law.
9. Indemnification:
- A. COUNTY, to the extent permitted by law, agrees to indemnify and hold harmless the DISTRICT, its officers, agents, employees and volunteers from any and all claims, actions or losses, damages, and/or liability resulting from COUNTY’s negligent acts or omissions which arise from COUNTY’s performance of its obligations under this Agreement.
  - B. The DISTRICT, to the extent permitted by law, agrees to indemnify and hold harmless COUNTY and its officers, employees, agents and volunteers from any and all claims, actions, losses or damages and/or liability arising out of the DISTRICT’s performance of its obligations under this Agreement.
  - C. In the event COUNTY and/or DISTRICT is found to be comparatively at fault for any claim, action, loss or damage which results from their respective obligations under the Agreement, COUNTY and/or DISTRICT shall indemnify the other to the extent of its comparative fault.
  - D. Furthermore, if COUNTY or DISTRICT attempts to seek recovery from the other for Workers’ Compensation benefits paid to an employee, COUNTY and DISTRICT agree that any alleged negligence of the employee shall not be construed against the employer of that employee.
10. Insurance: Without in any way affecting the indemnity herein provided and in addition thereto, COUNTY shall secure and maintain throughout the Agreement the following types of insurance or self-insurance with limits as shown.

- A. Non-Contract services: For those services, which are provided by COUNTY pursuant to this Agreement, COUNTY shall secure and maintain the following types of insurance or self-insurance with limits as shown:
- 1) Workers' Compensation: A program of Workers' Compensation Insurance or a state-approved self-insurance program in an amount and form to meet all applicable requirements of the Labor Code of the State of Idaho, including Employer's Liability with \$250,000 limits covering all persons providing services on behalf of COUNTY and all risks to such persons under this Agreement.
  - 2) Comprehensive General and Automobile Liability Insurance or Self-Insurance: This coverage is to include contractual coverage and automobile liability coverage for owned, hired, and non-owned vehicles. The policy or self-insurance shall have combined single limits for bodily injury and property damage of not less than one million dollars (\$1,000,000.00). DISTRICT shall allow COUNTY to become the registered owner of all DISTRICT owned vehicles for providing insurance coverage.
  - 3) Additional Named Insured: All policies or self-insurance, except Workers' Compensation, shall contain additional endorsements naming the DISTRICT and its officers, employees, agents and volunteers as additional named insured with respect to liabilities arising out of COUNTY performance of service hereunder.
  - 4) Policies Primary and non-Contributory: All policies required above are to be the primary and non-contributory with any insurance or self-insurance carried or administered by COUNTY.
11. Proof of Coverage: COUNTY shall, within sixty (60) days of commencement of this Agreement, furnish certificates of insurance or self-insurance to DISTRICT evidencing the insurance coverage including endorsements, above required prior to the commencement of performance of service hereunder, which certificates shall provide that such insurance shall not be terminated or expire without thirty (30) days written notice to DISTRICT, and COUNTY shall maintain such insurance from the time COUNTY commences performance of services hereunder until the completion of such services
12. Termination: This Agreement may be terminated by either party as of the 30<sup>th</sup> day of June of each year during the term of this Agreement by giving one (1) year prior, written notice to the other party.
13. Renewal: DISTRICT agrees to give not less than one (1) year notice to COUNTY prior to the expiration of this Agreement if DISTRICT intends to renegotiate Agreement.
- A. If the DISTRICT has notified the COUNTY of its intent to renegotiate this Agreement, the parties agree that prior to the termination of this Agreement, they will negotiate in good faith concerning the possible renewal of this Agreement or the making of a new Agreement.
  - B. If the DISTRICT has notified the COUNTY of its intent to renew or renegotiate this Agreement and renewal or successful renegotiation has not been completed before the end of this contract period, this Agreement shall be automatically extended for 90 days to allow continuing negotiations. This Agreement may be extended further by mutual agreement for additional increments up to 90 days.
14. Discrimination: The parties agree not to discriminate on the basis of race, religion, color, sex, marital status, familial status, national origin, age, mental or physical disability, sexual orientation, or source of income in the performance of this Agreement.
15. Waiver of Breach: A waiver of breach of any provision of this Agreement by either party shall not operate as a waiver of any subsequent breach of the same or any other provisions of this Agreement.
16. Applicable Laws: At all times during the term of this Agreement, the COUNTY and the DISTRICT shall comply with all applicable laws, ordinances, rules and regulations of the United States of America, the State of Idaho including all agencies and subdivisions thereof.

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17. General Provisions: Unless otherwise specifically prescribed in this Agreement, the following provisions shall govern its interpretation and construction.
- A. When consistent with the context of the Agreement, words used in the present tense include the future tense, words in the plural number include the singular number, and words in the singular number include the plural number.
  - B. Time is of the essence of this Agreement. Neither the COUNTY nor the DISTRICT shall be relieved of its obligation to comply promptly with any provisions of this Agreement by any failure of the other party to enforce prompt compliance with any of its provisions.
  - C. Unless otherwise specified in this Agreement, any action authorized or required to be taken by the DISTRICT shall be taken by the DISTRICT Board of Directors or by the DISTRICT Executive Director or his/her designee in conformance with DISTRICT policies.
  - D. Every duty and every act to be performed by either party imposes an obligation of good faith on the party to perform such.
18. Dispute Resolution: The parties desire, if possible, to resolve disputes, controversies, and claims (“Disputes”) arising out of this Agreement without litigation. To that end, at the written request of a party, each party shall appoint a knowledgeable, responsible management representative to meet and negotiate in good faith to resolve any Dispute arising under this Agreement.
- A. If the negotiations do not resolve the Dispute within sixty (60) days of the initial written request, the Dispute shall be submitted to non-binding mediation with a mediator chosen by mutual agreement of the parties or, in the absence of such agreement, with a mediator appointed by the presiding judge of the Superior Court for Sunny County.
  - B. Each party shall bear its own cost of these Dispute Resolution procedures. The parties shall equally share the fees of the mediation and the mediator.
19. Notice: All notices, reports, or demands required to be given in writing under this Agreement shall be deemed to be given when delivered personally to the person designated below, or his successor, or when five (5) days have elapsed after it is deposited in the United States mail in a sealed envelope, with registered or certified mail postage prepaid, or on the next addressed business day if sent by express mail or overnight air courier to the party to which the notice is being given, as follows:

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For DISTRICT

Robert R. Hunter  
City Manager/Fire District Executive Director  
8353 Sierra Ave  
Best, ID 12345

For COUNTY

Paul Dapper  
Chairman of the Sunny County Board of Commissioners  
157 West Fifth Street  
Sunny, ID 23456

Either party upon written notice may change such addresses to the other party given as provided in this section.

20. Captions: The paragraph captions and headings in this Agreement are for convenience and reference purposes only and shall not affect in any way the meaning or interpretation of this Agreement.

21. Time Computation: Where the performance or doing of any act, duty, matter, payment, or thing is required hereunder and the period of time or duration for the performance is prescribed and fixed herein, the time shall be computed so as to exclude the first and the last day of the prescribed or fixed period or duration of time. When the last day of the period falls on Saturday, Sunday, or a legal holiday, that day shall be omitted from the computation.

This Agreement, entered into in duplicate original, is subscribed to by the following parties:

Subscribed this \_\_\_\_ day of \_\_\_\_\_, 2011

Best Fire Protection District

BY: \_\_\_\_\_  
Robert R. Hunter, City Manager/Fire District Executive Director

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Subscribed this \_\_\_\_ day of \_\_\_\_\_, 2011

Sunny County Fire Protection District

BY: \_\_\_\_\_  
Paul Dapper, Chairman of Sunny County Board of Commissioners



**“Attachment One”**

**Service Level Criteria**

**Standards of Response**

The response plan includes service level objectives for the Best Fire Protection District. Emergency response travel times to structure fires and emergency medical incidents in the DISTRICT are classified as urban. The following designation and response time criteria has been established as the initial goal in a collaborative effort of creating defined benchmarks and measurements of level of service.

*Urban area* designation is appropriate for specific geographic areas that have a population greater than 9,000 or consist of a census tract having a population density greater than 2,000 people per square mile.

Area	1 <sup>st</sup> Unit	2 <sup>nd</sup> Unit	Full Assignment <sup>75</sup>	Performance
Urban	6 Minutes	8 Minutes	12 Minutes	90 percent

There is no formally established level of service criteria for the delivery of fire and emergency medical services to the DISTRICT. The proposed DISTRICT (Best Fire Protection District) and COUNTY recognize the need to establish a standard of cover, benchmarks, measures, and thresholds and triggers. These measurements and benchmarks will be used to quantify existing service levels and plan for the deployment of future resources. It is agreed that the best method to accomplish this would be through the development of a Comprehensive Master Plan.

The goal is to complete a Comprehensive Master Plan within twenty-four (24) months from establishment of the Best Fire Protection District. The plan will include:

- An evaluation of the current service demands in the DISTRICT, as well as the current service delivery methods and infrastructure being used to meet those demands.
- An understanding of the performance expectations that the DISTRICT has for its emergency services, both now and in the future.
- A review of the DISTRICT’s and COUNTY’s existing comprehensive planning documents in order to fully understand the community’s future land use plan, as well as projected transportation infrastructure improvements.
- A projection of future service demand, both in terms of quantity and distribution, based on planned future land uses.
- A geographic projection of future community fire risk levels based on planned future land uses.
- A long-term deployment strategy designed to deliver the desired performance across the projected demand and risk, engaging the three major areas of capital and operating expense:
  - Facilities
  - Apparatus
  - Staffing
- A fiscal analysis of projected financial requirements, based on declared assumptions of growth and cost.
- A general timeline, where possible, identifying key growth benchmarks that will initiate the need for any identified service upgrades.

**Staffing**

A combination of property and life-risks determine the fire ground tasks that must be accomplished to minimize loss. These factors, although unrelated, can be separated into two basic types – fireflow and life safety. Fireflow are those related to extinguishing the fire; life safety tasks are those related to finding and treating ill or injured people and providing definitive emergency medical care, or rescuing trapped victims and removing them from a building. The key to success at an emergency incident is a coordinated teamwork approach, regardless of whether the tasks are fireflow related or life safety related or a combination of both. The number and type of tasks that occur in a

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<sup>75</sup> The point at which all of the apparatus, equipment, and personnel are on-scene and available to affect all tasks based on the level of risk.

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given emergency will dictate the number of firefighting personnel needed at different types of incidents. The following resource configuration will provide for meeting the response times and will provide a sufficient number of personnel to conduct anticipated emergency operational tasks.

Fire stations will be staffed with a minimum of twenty-eight (28) full-time personnel per shift in the following ranks and certifications:

Fire Station	Location	Apparatus	Captain	Engineer	Firefighter
No. 71	16980 Arrow Blvd	Medic Engine	One	One	One
		Medic Squad			Two
No. 72	15380 Sunny Ave	Medic Engine	One	One	Two
No. 73	14360 Arrow	Medic Engine	One	One	Two
No. 74	11500 Live Oak Ave	Medic Engine	One	One	Two
No. 77	17459 Slover Ave	Medic	One	One	Two
No. 78	7110 Citrus	Medic	One	One	Two
No. 79	5075 Duncan Canyon Rd	Medic Engine	One	One	One

**Daily Executive Staff Access**

A senior chief officer, who works 40 hours per week, will be assigned for daily executive staff access to the DISTRICT. This will provide contact, on a daily basis, of a senior chief officer to the DISTRICT Executive Director and policymakers and six 56-hour battalion chiefs. The secretary/clerical personnel will also provide receptionist services and assist with coordination of fire inspection services in the DISTRICT.

**EMS Level**

Staff and equip each fire company to the paramedic level and advanced life-support level (ALS), two paramedics per unit.

**Inspection and Investigations**

Geographical fire inspection zones will be established for each fire station by the Fire Marshal. Frequency of inspection will include all target hazards at least once per year. Those include nursing homes, hospitals, schools, and industrial facilities that use hazardous materials or conduct hazardous operations. Inspections in general business occupancies such as office complexes and retail outlets will be inspected every two years. Fire investigators will be available to fire scenes for fire cause determination 24-hours per day.

**Fire Prevention Planning and Inspection**

The City of Best desires to provide “one stop” planning and building services to minimize processing delays. City will provide staff for these services and agrees to provide work space for staff performing these duties. The DISTRICT will adopt an ordinance which allows fees to be collected for these services to support this program. The City of Best will provide planning services for DISTRICT. COUNTY will not be required to perform any function associated with fire and life safety plan review and inspection services.

**Grants**

COUNTY will work proactively with DISTRICT in seeking grant opportunities that are mutually beneficial. COUNTY will apply on behalf of the DISTRICT for grants, reimbursements, and other forms of funding.

**Other Services**

Along with services outlined previously herein, other emergency services to be provided include: hazardous materials, water rescue, technical rescue, wildland fire suppression, confined space rescue, urban search and rescue; and those other activities associated with the emergency services. The COUNTY shall continue to maintain cooperative efforts with a regional approach with other providers of specialized services.

**Community Liaison/Community Involvement**

The DISTRICT will have access to the COUNTY public information officer (PIO) for incident coverage. COUNTY PIO will act on behalf of the DISTRICT during emergency incidents. In addition, the DISTRICT will be provided copies of announcements and other information relevant to the DISTRICT. Fire prevention educational materials will be provided for use and dissemination within the DISTRICT. The Battalion Chief, or designee will provide community liaison/community involvement duties for the DISTRICT, consistent with the current level of service. Community involvement will include participation and involvement in key organizations as defined by the DISTRICT. They may include but are not limited to: School Districts serving in the DISTRICT, civic organizations, and the Chamber of Commerce.

**Emergency Management**

The COUNTY will make available to the DISTRICT an officer at the captain level position to function as Emergency Management liaison, consistent with current level of service. COUNTY will coordinate Emergency Management activities with the DISTRICT. COUNTY position will be the liaison for local radio groups such as the amateur radio operators for civil emergency services. Additional performance measures will include an annual Emergency Operations Center (EOC) drill, City department head training, and operational plan update and review.



**Appendix H: Apparatus Replacement Cost Analysis**

Vehicle No.	Year	Make	Type	Useful Life	Years Left 1/1/2011	Replacement Cost	Reserve 1/01/11	Annual Reserve
BFD Engine 1	1983	GMC	Type II Engine	15	0	275,000	275,000	18,333
BFD Engine 2	1982	Pierce	Type I Engine	15	0	275,000	275,000	18,333
BFD Engine 3	1995	Ford	Type VI Brush	15	0	195,000	195,000	13,000
HFD Engine 1	2002	Pierce	Type 1 Engine	15	6	425,000	255,000	28,333
HFD Engine 2	2006	Spartan	Type 3 Engine	15	10	425,000	141,667	28,333
HFD Engine 3	1977	American LaFrance	Type 1 Engine	15	0	425,000	425,000	28,333
HFD Engine 4	1996	E-One	Type 1 Engine/Rescue	15	0	375,000	375,000	25,000
HFD Unit 5	2008	Ford	Type 6 Wildland	15	12	195,000	39,000	13,000
HFD Rescue 6	2007	Chevrolet	SUV – Rescue	10	6	85,000	34,000	8,500
WRFR Engine 50	1992	GMC/ Ferrara	Pumper/Tender	15	0	375,000	375,000	25,000
WRFR Engine 51	2002	BME (4x4)	Type 1 Engine	15	6	425,000	255,000	28,333
WRFR Engine 52	1995	Spartan/ Ferrara	Type 1 Engine	15	0	425,000	425,000	28,333
WRFR Engine 53	2004	Ford/BME	Type 6 Wildland	15	4	195,000	143,000	13,000
WRFR Ladder 60	1996	Spartan/ Ferrara	75 foot Aerial	20	5	875,000	656,250	43,750
WRFR Rescue 91	1992	GMS/ Ferrara	Heavy Rescue	10	0	350,000	350,000	35,000
WRFR Tender 72	1981	Ford	Water Tender	20	0	Not Replaced	-	-
BC Ambulance 93	2004	Ford/Wheeled Coach	Ambulance	7	0	BCA	-	-
BC Ambulance 95	2010	Ford/Wheeled Coach	Ambulance	7	6	BCA	-	-
BC Ambulance 97	2007	Ford/Wheeled Coach	Ambulance	7	3	BCA	-	-
WRFR Engine 54 – (on order)	2010	HME/ Rosenbauer	Pumper/Tender	20	20	470,000	-	23,500
<b>Total Annual Funding Requirement</b>						<b>\$5,790,000</b>	<b>\$4,218,917</b>	<b>\$378,083</b>



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