

**AGENDA OF THE
HAILEY CITY COUNCIL MEETING
Monday February 26, 2024 * Hailey City Hall Meeting Room**

ACTION ITEM = a vote may occur but is not required to be taken

ACTION ITEM.....

Hailey City Council Meetings are open to the public. Participants may join our meeting virtually or in-person.

Via teleconference: +1 (872) 240-3311, **Access Code:** 543-667-133

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**Late Added Item*

5:30 p.m. - CALL TO ORDER Open Session for Public Concerns

CONSENT AGENDA:

- [CA 056](#) Motion to ratify the Mayor’s signature on a letter to the Idaho State Legislature in opposition of the proposed amendments to Idaho’s existing annexation law (proposed Senate Bill 1293). **ACTION ITEM** 1
- [CA 057](#) Motion to authorize the Mayor to sign a letter of support for Mountain Rides grant application for 5339c funding (Low or No Emissions Grant Funding) **ACTION ITEM** 5
- [CA 058](#) Consideration of Resolution 2024-____, adoption of Cyber and Data Security Plan **ACTION ITEM**..... 8
- [CA 059](#) Motion to approve alcohol license for new business in Hailey **ACTION ITEM**21
- [CA 060](#) Motion to approve minutes of February 12, 2024 and to suspend reading of them **ACTION ITEM** 27
- [CA 061](#) Motion to approve claims for expenses incurred during the month of January 2024, and claims for expenses due by contract in February, 2024 **ACTION ITEM**34

MAYOR’S REMARKS:

MR 000

PROCLAMATIONS & PRESENTATIONS:

PP 062 Intro to Hailey’s Comprehensive Plan Update: A Presentation by Jacobs Civil and GGLO (no documents)

**PP 065 ESCI Fire/EMS Phase 1 report*

OLD BUSINESS:

- [OB 063](#) Consideration of Resolution 2024-____, adopting the 2024 Hailey Downtown Master Plan **ACTION ITEM**..... 59
- OB 000 Matters & Motions from Executive Session, if any. **ACTION ITEM** (no documents)

STAFF REPORTS: Staff Reports Council Reports Mayor’s Reports

[SR 064](#) Update from Hailey Police Department on Snow and Bike Path Parking Violations185

EXECUTIVE SESSION: Real Property Acquisition under IC 74-206 (1)(c) or Pending & Imminently Likely Litigation under (IC 74-206(1)(f) or Personnel Matters under (IC 74-206(1)(b)

Matters & Motions from Executive Session or Workshop

Next Ordinance Number - 1338 Next Resolution Number- 2024-011



2023 Cooperative Services Facilitation

Blaine County

Idaho

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 www.esci.us



Emergency Services Consulting International
Providing Expertise and Guidance that Enhances Community Safety



Table of Contents

- Background & Process..... 4
- Executive Summary 5
- Acknowledgments..... 8
- Organizational Overview:..... 9
 - Service Area Population & Demographics..... 9
 - History, Formation, & General Demographics 9
 - History & Formation 9
 - Demographics, Geography, Climate 9
 - Traffic and Response Impact 11
 - Climate and Weather 11
 - Insurance Ratings12
 - Description of the Current Service Delivery Infrastructure.....13
 - Governance and Lines of Authority13
 - EMS Contractual Service Areas 14
 - Fire Protection Services.....17
 - Foundational Policy Documents 26
 - Communications Center/Dispatching 26
 - Ambulance Billing 27
- Management Components 29
 - Future Planning..... 29
 - Reporting & Recordkeeping..... 30
- Staffing and Personnel..... 30
 - Review And Evaluate Administration and Support Staffing Levels 30
 - Operational Staffing Levels31
 - Member and Station Characteristics 32
- Personnel Management 33
 - Policies, Rules, Regulations, Manuals, & Handbooks 33
- Training Programs..... 34
 - Training Management..... 34
 - Training Schedule..... 34
 - Training Facilities..... 34
 - Training Cooperation 34



Service Delivery & Performance..... 36

 Temporal Data..... 36

 Geographical Analysis..... 38

 Mutual and Automatic Aid 40

 Resource Distribution Study 40

 First Due Engine 40

 Ladder Service..... 51

Facilities 54

 Facility Locations..... 55

 Facility Accommodations 55

 Station Condition 56

Key Factors Toward Success 58

Cooperative Service Recommendations 59

1: Consolidation Process..... 61

2: Emergency Operations..... 62

3: Capital Assets 62

4: Maximizing Resources 62

5: Data Collection..... 62

EMS Recommendations 63

6: System Oversight 65

7: EMS Operations 65

8: EMS System Finance 66

9: EMS Medical Oversight..... 66

APPENDIX A: EMS JOINT POWERS CONSIDERATIONS..... 69

APPENDIX B: PRIMER - FIRE & EMS MEASURES 73



Background & Process

The County of Blaine, Idaho, retained Woolpert, which partnered with Emergency Services Consulting International (ESCI) to evaluate and facilitate the consolidation of Emergency Service organizations and partners to improve the EMS delivery system for Blaine County residents.

Blaine County and its emergency response agencies have undergone a variety of consolidation efforts over several decades. While well intended, these efforts have led to little success and have hindered full consolidation. The Board of County Commissioners governs the Blaine County Ambulance District and provides funding for the delivery of emergency medical services to its residents and visitors. The Ambulance District has identified funding challenges and desires to further the consolidation effort to ensure a viable, funded level of service countywide. Given the community history concerning consolidation, Jviation and ESCI are utilizing an approach to allow numerous stakeholders to find common interests and create alignment for success. The approach utilizes facilitated meetings, interviews, site visits, and technical analysis of various emergency service delivery components with input from key stakeholders.

Various stakeholder groups representing the interests of the Blaine County residents have been activated to provide the necessary perspective and information to discover more effective and efficient means. Three main groups established to guide the goal of this study include the Steering Committee, comprised of an elected official from all municipalities and districts; the Project Management Team, comprised of the City Administrators; and the Technical Committee, comprised of Fire Protection and Emergency Medical professionals currently leading organizations in Blaine County.

The series of meetings is an iterative process of gathering information, analyzing the data, presenting those analyses, confirming facts, and adjusting the optimum recommendation that satisfies the community's interests.

The Initial Scope of Work and contract with Blaine County was to produce a comprehensive Cooperative Services Study involving all relevant agencies. During the initial engagement with the stakeholders, there was a desire to provide a more meaningful analysis rather than another consolidation study.

Based on that feedback, the scope of work was modified to provide facilitation, analytical support, and consultant feedback to the various committees and the County. This report is intended to present the work and information from the facilitated sessions that Woolpert and ESCI have produced so far. The anticipated work effort is discussed below in Phase 2.

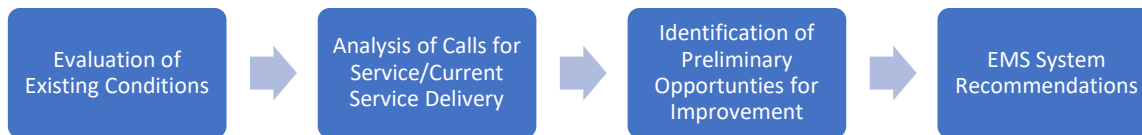
Concurrent with this effort, the City of Ketchum Fire Department and Wood River Fire District have been actively establishing a Joint Powers Agreement to merge the two organizations for fire and EMS response purposes. The JPA, as proposed in its current form, calls for forming a JPA Board, under which personnel will consolidate into the new entity. Facilities and equipment will remain with each existing entity. The County effort is taking a broader view of services for all areas and levels across Blaine County.



Executive Summary

The Blaine County Fire and EMS Consolidation effort is an iterative process that continues to move methodically through data collection, analysis, and input, in which the project is divided into two phases.

Phase 1



The project was initiated in June 2023, and to date, the consulting team has completed the following tasks. The details of this effort are contained in this Phase 1 Report:

- Conducted site visits with each entity
- Held monthly Project Management Team meetings and Technical Committee meetings
- Held kick-off meeting of the Steering Committee
- Meet with designated firefighting labor group leadership
- Completed data collection and processing
- Reviewed incident data and response times
- Documented current service delivery
- Documented facility evaluation
- Reviewed staffing levels
- Completed a resource distribution analysis
- Provided a legal analysis of consolidation options under Idaho law
- Performed an initial standards assessment
- Identified preliminary opportunities for improvement
- Initiated financial data collection
- Developed preliminary Blaine County Ambulance District recommendations

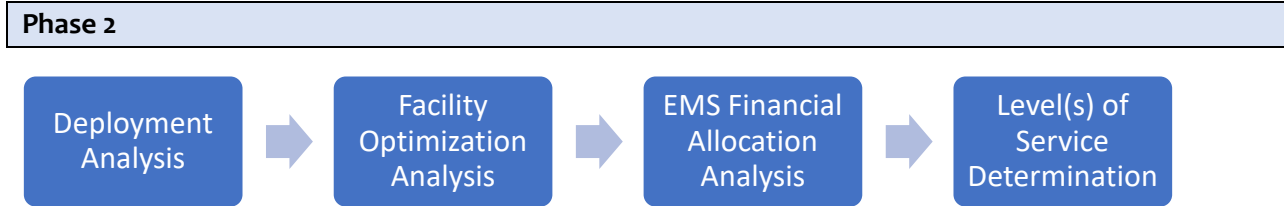
These completed tasks build on past data collection and provide a full understanding of the capabilities of each individual resource.



While time intensive, this holistic approach goes beyond disparate past consolidation attempts and seeks to resolve a long-standing, complicated issue. The methodic analyses revealed several opportunities to create a standardized and efficient consolidated service department:

- Defined, consistent service across the county
- Consolidated training to ensure consistent service
- Personnel rotation to balance skill levels
- Potential equipment and facility operations/maintenance cost savings
- Continuity of service across Blaine County
- Increased specialization (e.g., code enforcement, public education, etc.)
- Flexibility and/or adaptability to population growth and associated expectations

Phase 1 of this project has resulted in a variety of recommendations concerning both Cooperative Fire Services and EMS service delivery in Blaine County. These Phase 1 recommendations are detailed in later sections of this report.



Essential to determining the best outcome, certain elements are currently under evaluation or are anticipated to be evaluated in the next steps. The elected officials will ultimately need to consider the following items to begin developing a full consolidation financial analysis and recommendation.

- Deployment analysis: This evaluation will provide recommendations regarding resource utilization, including staffing and equipment.
- Optimized facility locations: This will provide an evaluation of the optimization of facility locations in the context of existing facilities and potential future facilities.
- Level(s) of service analysis: This will provide the basis for developing countywide standards, training standards, standard operating guidelines, staffing levels, etc.

In addition, a review of Ambulance District funding is underway to evaluate the allocation of these funds within each recipient entity as well as a deeper analysis of the consolidation options permissible under state law including any statutory constraints that must be considered.



Gaining concurrence regarding the level of service for the residents of Blaine County will allow for developing components that reflect the desired service level. Should the elected officials proceed toward a consolidation upon agreement of the items listed above, additional effort will need to be undertaken to ascertain key structural elements, including:

- Governance and Legal Structure
- Finance and Budget
- Human Resources
- Operations
- Support services include training, risk reduction and code enforcement, facility vehicle repair, maintenance and replacement, etc.

The benefits of a full consolidation into a singular district can provide numerous benefits for Fire/EMS personnel, including but not limited to:

- Improved organizational structure
- Improved deployment of resources, including seamless boundaries, decreased stations, and decreased units
- Unified mission and leadership
- Improved training
- Improved recordkeeping
- Increased opportunities for employee career development and specialization
- Improved leadership structure
- Increased public awareness and education

Throughout this process, the effort has been designed to ensure inclusion and information sharing with all the entities. Additionally, key points have been identified for decision-makers to continue the effort or step out of the process. The Project Management Team, the Technical Committee, and the Steering Committee have and will continue to be afforded opportunities to provide input and feedback throughout the process with the intention to inform a thoughtful, thorough consolidation process that establishes a balance between operational efficiency and consistent levels of service.



Acknowledgments

Blaine County Leaders

Muffy Davis | Board Chair
Angenie McCleary | Vice-Chair
Lindsay Mollineaux | Commissioner
Mandy Pomeroy | County Administrator

Blaine County City Leaders

City of Bellevue | Mayor Chris Johnson
City of Carey | Mayor Sara Mecham
City of Hailey | Mayor Marth Burke | City Administrator Lisa Horowitz
City of Ketchum | Mayor Neil Bradshaw | City Administrator Jade Riley
City of Sun Valley | Mayor Peter Hendricks | City Administrator Jim Keating

Fire and EMS Leaders

City of Bellevue Fire Department | Greg Beaver, Fire Chief
Carey Rural Fire and Rescue | Richard Kimball, Fire Chief
City of Hailey Fire Department | Mike Baledge, Fire Chief
City of Ketchum Fire Department | Bill Mclaughlin, Fire Chief
City of Sun Valley Fire Department | Taan Robrahn, Fire Chief
North Blaine County Fire District | Rich Bauer Asst. Chief/Fire Chief
Smiley Creek Rural Fire Protection District | Dave Tengesdal, Fire Chief
West Magic Fire District | Don Hartman, Fire Chief
West Magic Fire District | Stacy Mclaughlin, Fire Commissioner
Wood River Fire and Rescue | Ron Bateman, Fire Chief



Organizational Overview:

Service Area Population & Demographics

Located in the southeast corner of the State of Idaho, Blaine County is 140 miles east of Boise. The County encompasses approximately 2,600 square miles with an approximate population of over 24,896 full-time residents.

Blaine County, located in the beautiful State of Idaho, offers many amenities catering to residents and visitors. This County, which includes the iconic Sun Valley resort area, is known for its stunning natural beauty and recreational opportunities.

The environment provides numerous hiking trails, mountain biking routes, and camping, fishing, and hunting opportunities. In the winter, it's a haven for skiing and snowboarding, with the Sun Valley Resort being a major attraction.

The County boasts several top-notch golf courses, including the Sun Valley Resorts and Bigwood Golf Course. These facilities provide stunning views of the surrounding mountains.

Blaine County has a thriving arts scene with galleries and cultural centers like The Community Library and the Sun Valley Center for the Arts, offering exhibitions, concerts, and cultural programs.

The Friedman Memorial Airport in Hailey offers convenient air travel options, while roadways provide access to nearby cities like Boise and beyond. Blaine County hosts various community events and festivals throughout the year, including the Sun Valley Film Festival and the Sun Valley Music Festival.

History, Formation, & General Demographics

History & Formation

Historically, various Native American tribes, including the Shoshone and Bannock peoples, inhabited Blaine County. These indigenous communities had a long history in the area, relying on hunting, gathering, and fishing for their sustenance.

Blaine County was established on March 5, 1895, and named after James G. Blaine, a prominent political figure of the late 19th century. At the time, it encompassed a large portion of central Idaho, including Hailey, which would become the county seat.

The discovery of precious metals, such as silver, lead, and zinc, in the Wood River Valley in the late 19th century led to a mining boom. These mining activities attracted a diverse population and spurred the growth of cities like Ketchum, Sun Valley, and Hailey.

One of the most significant developments in Blaine County's history was the creation of the Sun Valley Resort in 1936. Sun Valley, originally developed as a destination for winter sports and recreation, became a world-renowned resort and played a pivotal role in the economy.

Demographics, Geography, Climate

The City of Hailey is the county seat of Blaine County, where many county government offices are located. The county courthouse is often the central hub for administrative functions and legal matters. Within Blaine County are five diverse cities: Ketchum, Sun Valley, Hailey, Bellevue, and Carey. In



addition, there are several unincorporated communities, including the area surrounding Magic Reservoir and Smiley Creek.

According to the U.S. Bureau of Labor and Statistics 2020 census, there were 24,275 full-time residents in Blaine County. Seventy-three percent of residents identified as white, followed by Hispanic or Latino at 23%. Approximately 8,759 households were recorded in Blaine County, averaging 2.7 persons per household. Of those residents 25 years of age and older, 90% are high school graduates, and 42% obtained a bachelor's degree or higher education certificate.

Those under 65 years of age and having a disability accounted for 6% of the population. Fifteen percent of the population is without health insurance. Those classified by the Federal Government guidelines living in poverty accounted for 7% of the population. While the median household income is \$71,749, the per capita income in 2021 dollars is \$40,739.

Blaine County's geography is a remarkable blend of natural beauty and recreational opportunities, making it a popular destination for outdoor enthusiasts and a unique place to live.

Sawtooth Mountains: The stunning mountains encompass a sizable portion of Blaine County. These rugged peaks, part of the larger Rocky Mountains, are known for their jagged ridges, deep valleys, and numerous alpine lakes.

Boulder Mountains: To the east of the Sawtooth Mountains lies the Boulder Mountains, another subrange of the Rocky Mountains. These mountains offer excellent hiking and outdoor recreation opportunities.

Wood River Valley: The Wood River Valley is the primary valley in Blaine County and is where many of the County's cities are located, including Hailey, Ketchum, and Sun Valley. This valley is characterized by fertile farmland, with the Big Wood River running through it.

Camas Prairie: To the south, Blaine County includes a portion of Camas Prairie, a broad and relatively flat area that contrasts with the mountainous terrain to the north.

Big Wood River: This river flows through the Wood River Valley, providing essential water resources and recreational opportunities for the area.

Salmon River: To the north of Blaine County, the Salmon River (also known as the "River of No Return") flows along the County's boundary. It is one of the longest free-flowing rivers in the contiguous United States.

West Magic Reservoir: The reservoir is located in Blaine and Camas Counties, approximately 16 miles south of Bellevue. It is a relatively small reservoir with a surface area of about 3,580 acres. Picturesque landscapes, including mountains and valleys typical of the region, and a popular recreation area during the summer surround the reservoir.

Numerous Alpine Lakes: The Sawtooth Mountains are dotted with numerous alpine lakes, many popular destinations for hikers, campers, and anglers. Redfish Lake, Stanley Lake, and Alturas Lake are notable examples.

High Elevation: Blaine County includes some of the highest elevations in Idaho. The Sawtooth Mountains feature peaks exceeding 10,000 feet (3,000 meters), making it a popular destination for mountaineers and outdoor enthusiasts.

Outdoor recreational activities lead to injured and stranded enthusiasts. Emergency responders deploy specialized rescue services, which require a significant commitment of people and time to



locate, treat, and recover these patients. The impact on emergency services during these incidents results in reduced or extended fire protection and EMS services.

Traffic and Response Impact

Traffic in Blaine County can experience significant fluctuations throughout the year. During the winter months, especially when ski resorts like Sun Valley are open, there is often more traffic due to tourists coming to the area for winter sports.

- **Local Roads and Highways:** The primary highway in the County, State Route 75, also known as the Sawtooth Scenic Byway, is an important road that passes through the Wood River Valley. Also, U.S. Route 20 traverses the County from east to west.
- **Rush Hour Traffic:** Blaine County has rush-hour congestion during peak times, which are heaviest in and around the cities of Hailey, Ketchum, and Sun Valley.
- **Tourist Traffic:** During the peak tourist seasons, particularly in the winter and summer, there may be more traffic related to outdoor activities, festivals, and events. Sun Valley is a major attraction for both winter and summer tourists.
- **Public Transportation:** Blaine County provides public transportation options, including bus services, which can help reduce traffic by providing alternatives for residents and tourists.

Emergency response unit's travel time will be extended in communities with heavy traffic congestion. Analysis of other projects performed by ESCI has shown that it may take an additional 20% longer to arrive at an emergency during peak congestion versus non-peak periods. For example, during peak periods, an eight-minute response time would take approximately nine and one-half minutes to arrive.

Climate and Weather

Blaine County experiences a diverse climate due to its varied topography and elevation. The County encompasses a range of climate zones from high mountain areas to lower valley regions.

Highland Climate (Mountainous Areas)

Cold Winters: The higher elevations, such as those around Sun Valley and Ketchum, have cold winters with abundant snowfall. These areas are known for their ski resorts and winter sports.

Cool Summers: Summers in the mountainous regions are relatively mild and cool, providing a pleasant escape from the heat of lower elevations.

High Elevation: Many parts of Blaine County's mountainous areas are situated at elevations above 5,000 feet or more, contributing to the colder climate.

Valley Climate (Lower Elevations)

Cold Winters: Winters can be cold, but not as extreme as the higher elevations. Snowfall is still common.

Warm Summers: Summers are warmer than those mountainous areas, making them a popular destination for outdoor activities like hiking, biking, and fishing. Blaine County is known for its abundant sunshine throughout the year, which attracts residents and visitors alike.

Precipitation: Precipitation is relatively lower in the valley areas than in the mountains. Rainfall is more common in the valley, but snowfall is still significant during winter.



Insurance Ratings

The ISO (Insurance Services Office) PPC (Public Protection Classification) Rating is a nationwide system to evaluate a community's local fire protection for property insurance rating purposes.

Instead of utilizing the national ISO organization, Idaho State insurance providers utilize a private agency, the Idaho Survey and Rating Bureau (ISRB), to assess and determine insurance risks and fire protection systems. The ISRB is an independent rating organization operating with a license from the Idaho Department of Insurance as a "rate-making organization" for property insurance. The Bureau is operated as a not-for-profit association of insurers. A nine-member Board of Directors governs the Bureau. The essence of the rating system is as follows:

- **Scale:** The PPC rating is from 1 to 10, with 1 being the best and representing superior property fire protection, and 10 indicating that the area's fire suppression program does not meet ISO's minimum criteria.
- **Evaluation Criteria:** The rating assesses various factors, including fire department capabilities (equipment, staffing, training, and geographical distribution of firehouses), water supply (availability and distribution), and emergency communication systems (911 systems, equipment, and operator training).

Insurance Impact: Insurance companies use PPC ratings to decide coverage of personal or commercial property insurance rates. A better PPC rating often translates to lower premiums, given that a superior rating indicates a more effective fire response and, potentially, reduced fire damage.

- **Community Value:** Beyond insurance, a good PPC rating can be a point of pride for a community, reflecting the effectiveness and efficiency of its fire protection services.

The following figure provides the current ISRB Classifications for each City and Fire District.

Figure 1: Blaine County Fire Department Class Ratings

Fire Protection Area	Rating	Qualifier
City of Bellevue	Class 4	Within the City Limits.
City of Hailey	Class 4	Within the City Limits.
City of Ketchum	Class 3	Within the City Limits.
Sun Valley Fire Department	Class 3	Within the City Limits.
Wood River Fire & Rescue	Class 4	Within 5 miles and a water supply within 1,000' (Hydrant or 30,000+ gallon cistern).
Carey FD (City of Carey)	Class 9	Within the City Limits.
Carey FD (Village of Picabo)	Class 9	Within the Village area.
Carey FD (District)	Class 10	Remainder of District and community of Gannett.
West Magic Fire District	Class 8	Hydrants and Cisterns throughout the District.
North Blaine County	Class 5	Within 1000' of hydrant & within 5 miles of Station.
North Blaine County	Class 8	Within 5 miles of Station.
North Blaine County	Class 9	If Commercial building within 5 miles of Station.
North Blaine County	Class 9	Residential located between 5-10 miles from a Station.
North Blaine County	Class 10	Any Structure greater than 10 miles from a Station.
Smiley Creek	Class 8	In the process of being re-rated due to a new Cistern, which will presumably lower the Class Rating.



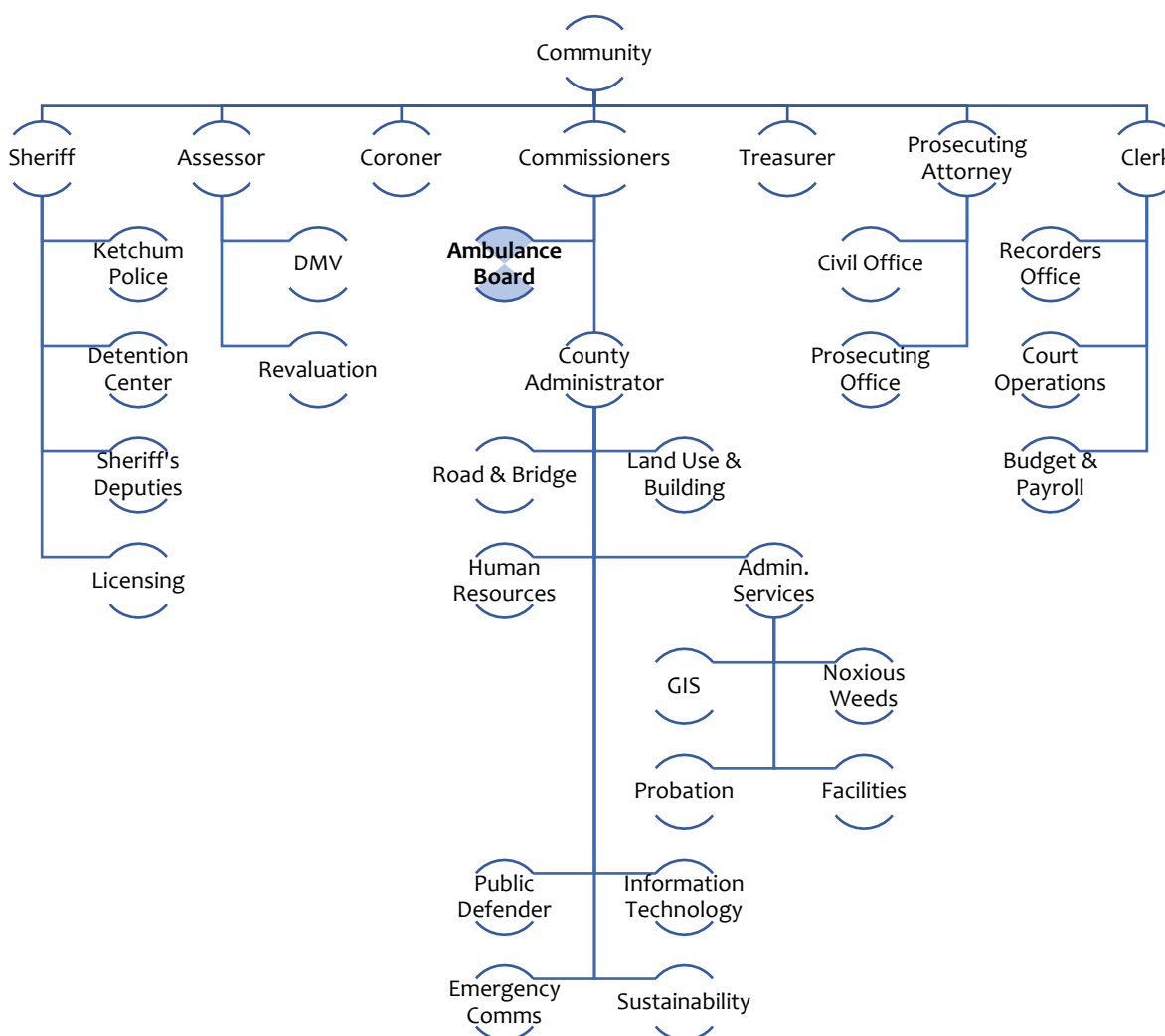
Description of the Current Service Delivery Infrastructure

Governance and Lines of Authority

A Board of Commissioners oversees and governs Blaine County by setting policy and strategic direction. It consists of three elected commissioners who serve staggered terms and are responsible for making policy decisions, overseeing county finances, and multiple county departments and services.

The Board of Commissioners hires the County Administrator, who reports to the Board and is responsible for acting as the chief administrative officer of the government of Blaine County. The County Administrator assists the Board in performing its duties and supervises county departments subject to the Board's authority.

Figure 2: Blaine County Organizational Chart





Blaine County established an ambulance service district under the provisions of Section 31-3901 of the Idaho Code, which states in part: *"The boards of county commissioners in the several counties are hereby authorized, whenever existing ambulance service is not reasonably available to the inhabitants of the county or any portion thereof, to procure an ambulance and pay for the same out of any funds available and to establish an ambulance service to serve the areas that do not have an existing ambulance service reasonably available, both within and outside the cities and villages in their respective counties, and to levy a special tax not to exceed two-hundredths percent (.02%) of the market value for assessment purposes on all taxable property within the county to support the same."*

The Board of Commissioners established a separate board (Ambulance Board) to manage the affairs related to the taxation and delivery of ambulance services. The Board of Commissioners also serves on the Ambulance Board, as depicted in the organizational figure above. The Ambulance Board authorizes contracts and subsidy compensation to agencies in authorization to provide ambulance services.

EMS Contractual Service Areas

Blaine County Ambulance District is responsible for facilitating the delivery of Advanced Life Support Ambulance Service. The residents and property owners pay an additional property tax to fund such services, which then is distributed to various agencies through a contract for service in support of EMS Delivery.

The Blaine County Ambulance District also utilizes a contracted EMS Medical Director to oversee EMS. Although the basic deliverables for this position are provided in the contract, it does not appear that the Medical Director is providing regular communications, reports, or updates to the Blaine County Ambulance District.

Blaine County Ambulance District has four contracts. The Ketchum Fire Department provides Advanced Life Support (ALS) and ambulance services in the County for the north half of the County and the Wood River Fire Protection District for the south portion of the County. The Carey Rural Fire Protection District is contracted to operate Basic Life Support (BLS) ambulance services, and the Sun Valley Fire Department also has a contract with the ambulance district to provide first-response EMS services.

City of Ketchum Fire Department

The City of Ketchum is under contract with Blaine County Ambulance District to provide one (1) advanced life support level two ambulance, "ALS Level 2", for the treatment and transport of patients from the northern District of Blaine County twenty-four (24) hours per day, seven (7) days per week. The City's EMS service area measures approximately 680 square miles.

According to information provided during this document review, the Ketchum Fire Department's daily 24-hour staffing recently changed and now provides a minimum staffing of four (4) and a maximum of five (5) personnel, thereby being able to staff a second ALS unit, which is above the minimum contract requirements. KFD has also indicated a third ambulance that can be deployed utilizing administrative staff, Paid On Call members, or back filled with career personnel if available.



City of Sun Valley Fire Department

Within this service area, Blaine County Ambulance District also contracts with Sun Valley Fire Department to provide Basic Life Support ("BLS") response within the city limits of the City of Sun Valley and other areas when requested through mutual aid. The City's EMS service area measures approximately 10 square miles. The City of Ketchum provides the ALS ambulance service within the City of Sun Valley.

Sun Valley Fire Department voluntarily employs and staffs a Paramedic Engine, which is provided above the minimum contract requirements. The minimum staff for Sun Valley Fire Department is two Firefighters/EMS personnel. Because the City of Sun Valley and North Blaine Fire Protection District have consolidated services, the Sun Valley Fire Department also responds to all North Blaine jurisdictional boundaries.

Wood River Fire and Rescue

Wood River Fire & Rescue is contracted with Blaine County Ambulance District to provide one (1) advanced life support level two ambulance, "ALS Level 2", for the treatment and transport of patients from the southern District of Blaine County twenty-four (24) hours per day, seven (7) days per week. The District's EMS service area measures approximately 1,807 square miles.

Wood River Fire and Rescue has a minimum of four firefighter/EMS personnel on duty 24 hours a day, wherein two members are assigned at Station 1 and two members at Station 3. This staffing model makes a second ALS unit available, above the minimum contract requirements, after Wood River Fire and Rescue requested an additional subsidy to maintain that service level, which the Blaine County Commissioners granted. This same subsidy was also provided to the Ketchum Fire Department. The increased funding enabled WRFR to maintain staffing for a second ambulance and establish a performance standard for responding to emergency calls for service in both Hailey and Bellevue. The new level of service identified by WRFR is to respond to all emergency calls for service within the municipal boundaries of both cities with a transport-capable ALS unit and arrive on scene within 10 minutes, 80 percent of the time. For the two years since the increased funding was approved, WRFR has reported that they have exceeded this new standard by arriving on the scene in these two cities within 10 minutes 90.5 percent of the time.

It was reported to ESCI that due to staffing shortages, occasionally, there are times when staffing can only generate three of the four personnel necessary to staff both units, which then has all personnel placed at the main headquarters fire station.

Carey Rural Fire and Rescue

Carey Fire Protection District is contracted with Blaine County Ambulance District to provide First Response Basic Life Support for the treatment and transport of patients from the southern District of Blaine County on an "On-Call" basis twenty-four (24) hours per day, seven (7) days per week. The District's EMS service area measures approximately 1,267 square miles. Wood River Fire and Rescue provides the ALS ambulance service within Carey's service area.

The following figures show the boundaries for each contractual EMS service area.

Figure 3: Cities of Ketchum & Sun Valley Contracted EMS Service Areas

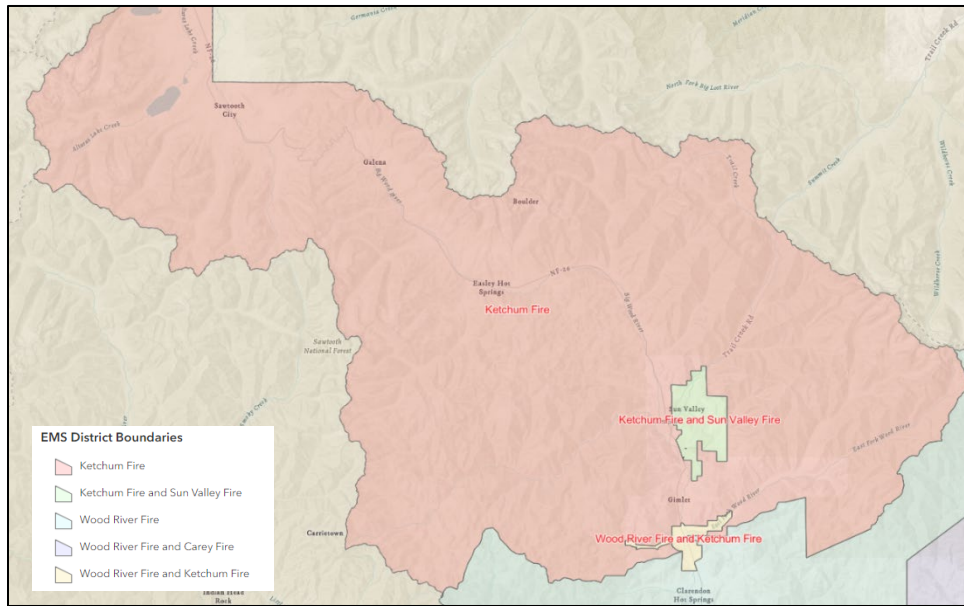
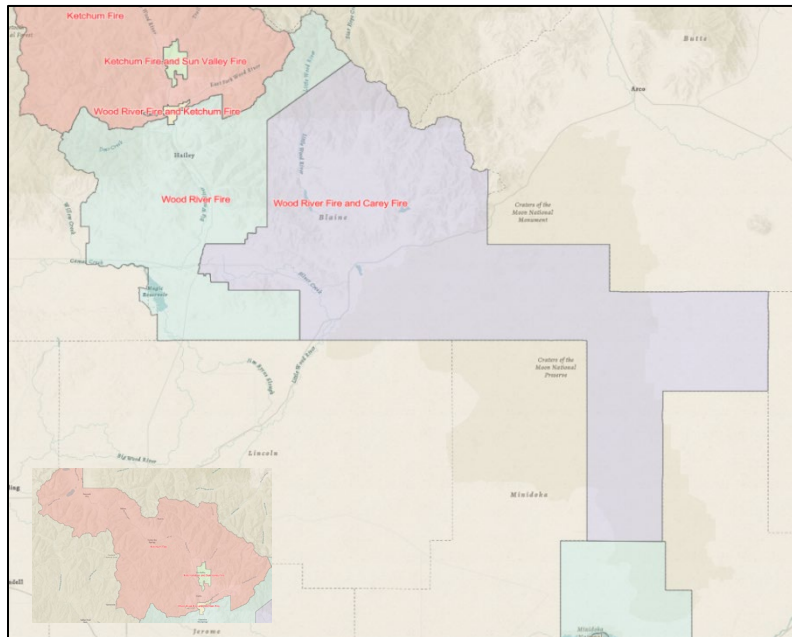


Figure 4: Wood River and Carey Contracted EMS Service Areas



Fire Protection Services

Like many communities across the country, the ambulance service is affiliated or integrated with the fire department due to the similarity of mission and cost savings. Most fire protection agencies across the country integrate at least Basic Life Support (BLS) services provided by firefighters who are also EMTs. Therefore, it is common to see a tiered EMS system where the fire department responds first to provide the initial patient assessment and care, then rely on ambulance services equipped with advanced life support (ALS) services to arrive second, provide the advanced treatments, and transport the patient to the closest medical facility. Other systems provide ALS in the first tier of response. Blaine County has a mix of both system types, and because four fire departments in Blaine County have contracts for EMS services, it is important to review and understand each fire protection area and the services provided.

Smiley Creek Rural Fire Protection District

Smiley Creek Rural Fire Protection District (SCRFPD), established in 2005, is approximately 38 miles north of North Blaine's Griffin Butte Fire Station. The District is an all-volunteer fire department, protecting approximately one-third of a square mile containing residential properties. Operating out of a converted residential home near Highway 75 at 222 Skidoo Ln, the all-volunteer Department has limited resources and personnel to respond to emergencies in the community. The Department operates one water tender, one Type 2 engine, a Type 6 rescue truck, and a utility truck with a portable pump.

Recently, an effort was undertaken to bolster the volunteer roster and train personnel to the Level of EMS first responders. This effort has increased participation and resulted in a written agreement with the Ketchum Fire Department, responsible for ALS ambulance services in the County's northern end, to provide EMS training and for the SCRFPD to provide mutual aid on EMS incidents.

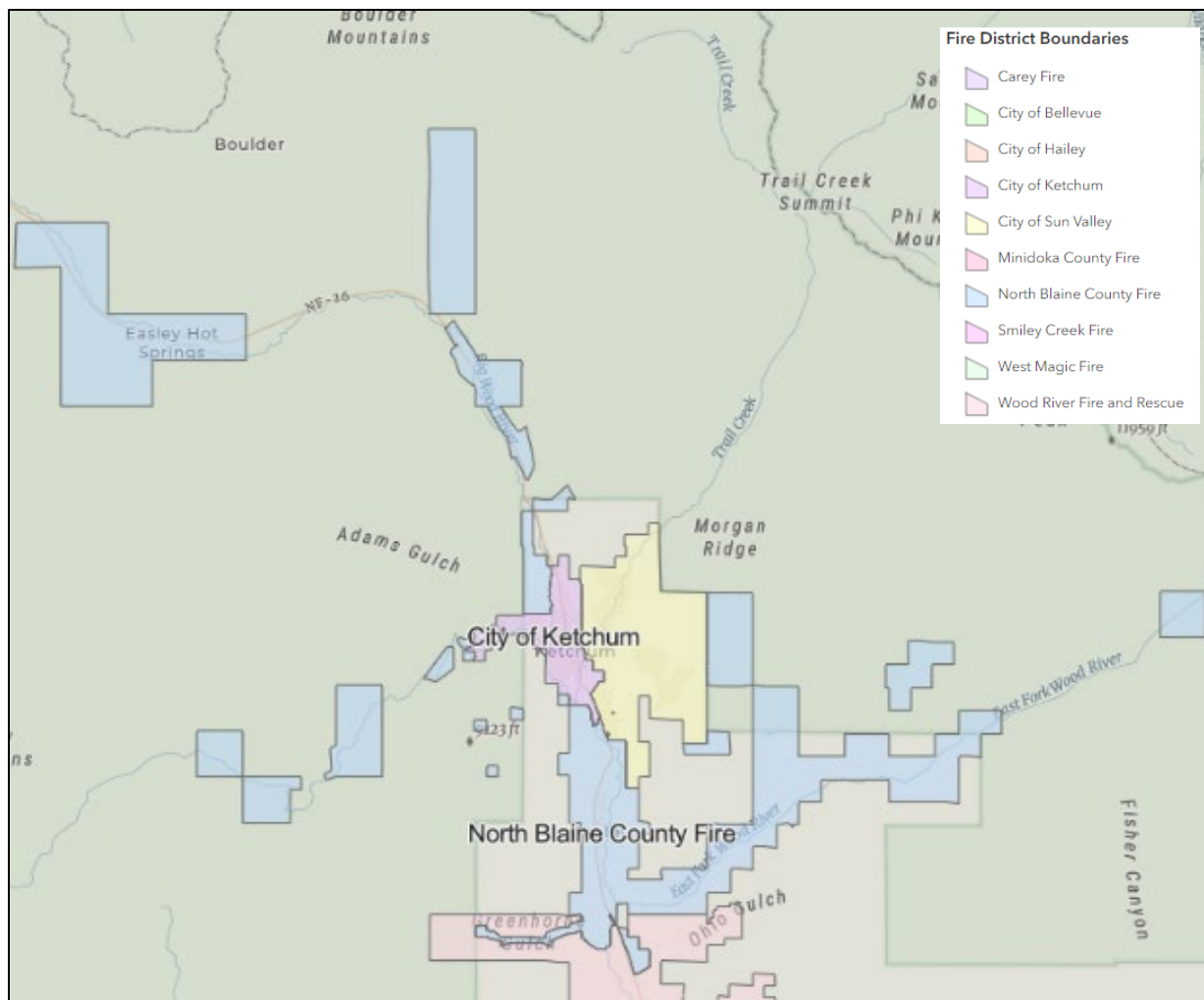
Figure 5: Smiley Creek Rural Fire Protection District Boundary



North Blaine County Fire District

The North Blaine County Fire District extends in all directions around the Cities of Ketchum and Sun Valley. Members assigned to the North Blaine County Fire Stations, Greenhorn, and Griffin Butte, are Sun Valley Fire Department members shared between agencies. Under a formal agreement to operate as one organization with the City of Sun Valley, the district owns one engine tender, two structure engines, one wildland engine, and two tenders. The Department is utilizing and expanding a resident first responder housing program at both fire stations that helps ensure adequate personnel are available to respond to incidents. The fire district's governing board comprises three Commissioners who authorize property taxation, pass resolutions for fees, and authorize service contracts.

Figure 6: North Blaine County Fire District Boundary

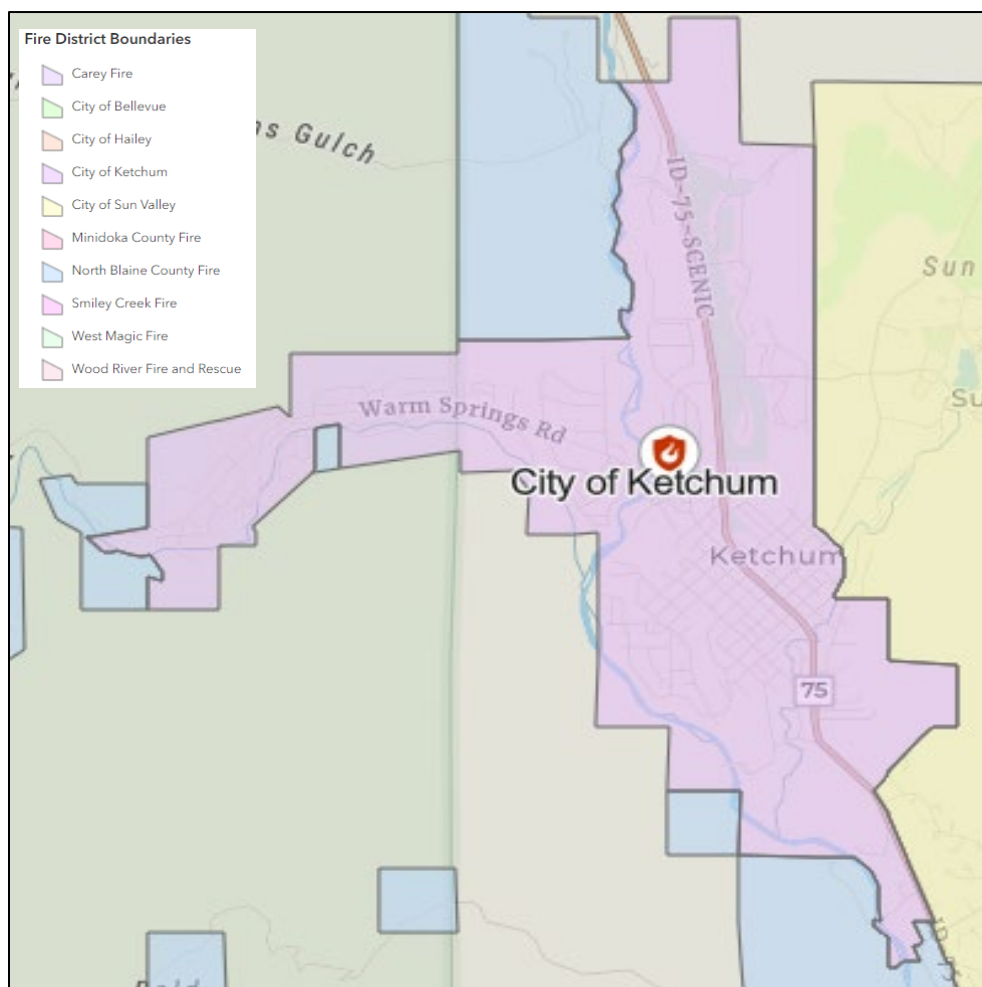


City of Ketchum Fire Department

The Ketchum Fire Department (KFD) is one of eight departments in the City that report to a mayor-council form of government. The city council makes legislative decisions, sets broad policies, and approves ordinances.

Operating from one fire station, the Ketchum Fire Department is a combination agency serving a population of approximately 3,600 in a city of 3.2 square miles. KFD is responsible for EMS ALS Ambulance service to an additional 675 square miles in the County's northern half through a contract with the Blaine County Ambulance District. The Department deploys one structural engine, one ladder truck, one wildland engine, miscellaneous specialized rescue vehicles, and three ambulances, cross-staffing with shift personnel, administrative staff, and paid-on-call volunteers. The Department includes 17 career personnel and 45 paid-call volunteers with an annual budget of \$2.86 million.

Figure 7: City of Ketchum Fire Protection Boundary



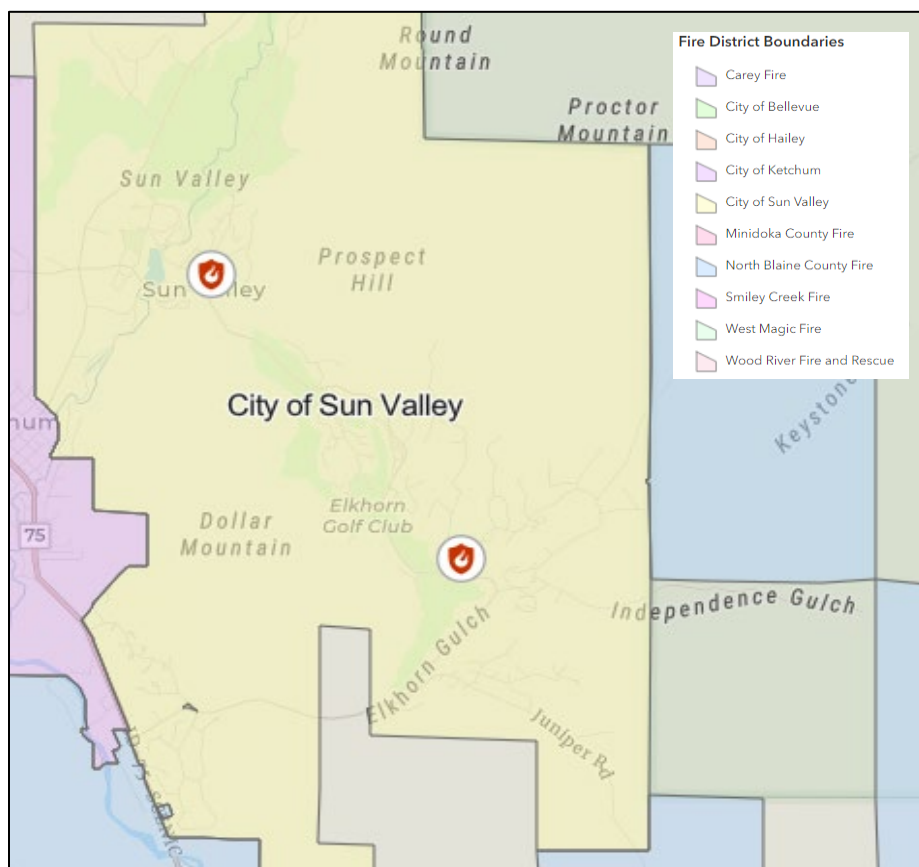
City of Sun Valley Fire Department

The City of Sun Valley Fire Department is one of five city departments that reports to the City Administrator, who oversees the day-to-day operations. The elected Mayor provides administrative direction to the City Administrator. The Sun Valley Fire Department, a combination fire department, serves approximately 1,800 residents within the City's 10 square miles and serves the North Blaine County Fire District residents through a formal agreement.

The Sun Valley Fire Department owns two fire stations: the main fire station, known as the Elkhorn Station, and stores apparatus at a second fire station, the City Hall Station. The department also manages the service delivery operations for the North Blaine Fire District, which owns two other fire stations: Green Horn and Griffin Butte. Thirteen full-time personnel and 21 paid-per-call or "volunteer" firefighter/EMT members respond to emergency incidents and manage services.

With a major resort and world-class snow skiing area, the City has a large visitor population that swells at various times during the year. The Department has an annual budget of over \$1.4 million. The Department operates via cross-staffing three structural engines, two wildland engines, one ladder truck, one water tender, and other miscellaneous vehicles from its two fire stations.

Figure 8: City of Sun Valley Fire Department Boundary



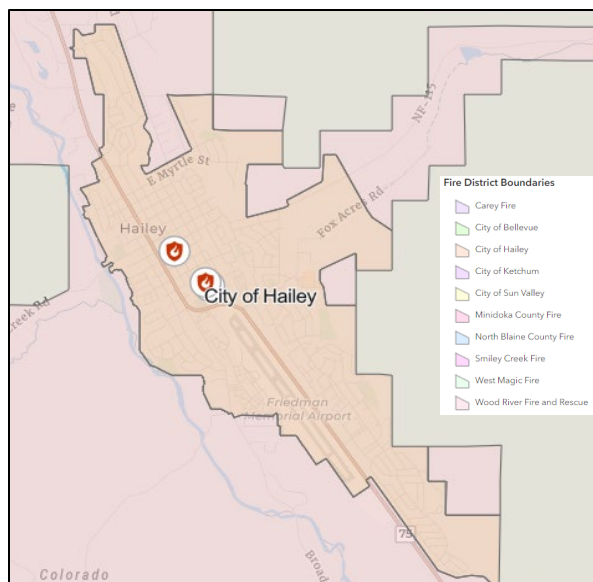
City of Hailey Fire Department

The City of Hailey is the county seat for Blaine County and encompasses just under 4 square miles with a population of approximately 9,500. Hailey's Mayor and City Administrator implement policies and oversee the administrative functions of all city departments. The Hailey City Council, comprised of four elected members, acts on residents' behalf to maintain the City's well-being through its legislative functions.

The City of Hailey Fire Department is a combination fire department operating from one fire station. Five full-time personnel (Fire Chief, Operations Chief, Fire Marshal, Administrative Assistant/Fire Prevention, Maintenance/Fire Prevention) and 27 paid-per-call or "volunteer" firefighter/EMT members respond to emergency incidents and manage services. The mostly volunteer department is led by a full-time Fire Chief who is supported by four additional "daytime" personnel, one Operational Chief, two employees are full-time fire prevention personnel, and one employee is a full-time administrative assistant. All five of the career employees are Firefighter-EMTs. After business hours, the five paid personnel rotate coverage from home to ensure at least two personnel are available to respond to emergencies. The Department also has approximately 27 paid-call volunteer firefighters who fill out the roster and respond. The Hailey Fire Department also coordinates the annual delivery of a countywide volunteer firefighter academy.

Hailey operates one fire station that is aged and limited in functionality. The Station houses two structural fire engines, two Type 3 wildland engines (Type 3 & 6), and one heavy rescue unit. A small administrative area provides working space for the daytime personnel who manage the fire department's activities. Behind the fire station is a housing unit occupied by a paid-on-call firefighter. Also, upstairs is a single bedroom occupied three days a week. The Department also owns an old, adjacent fire station leased to the Wood River Fire Protection District, which uses it to store apparatus.

Figure 9: City of Hailey Fire Department Boundary



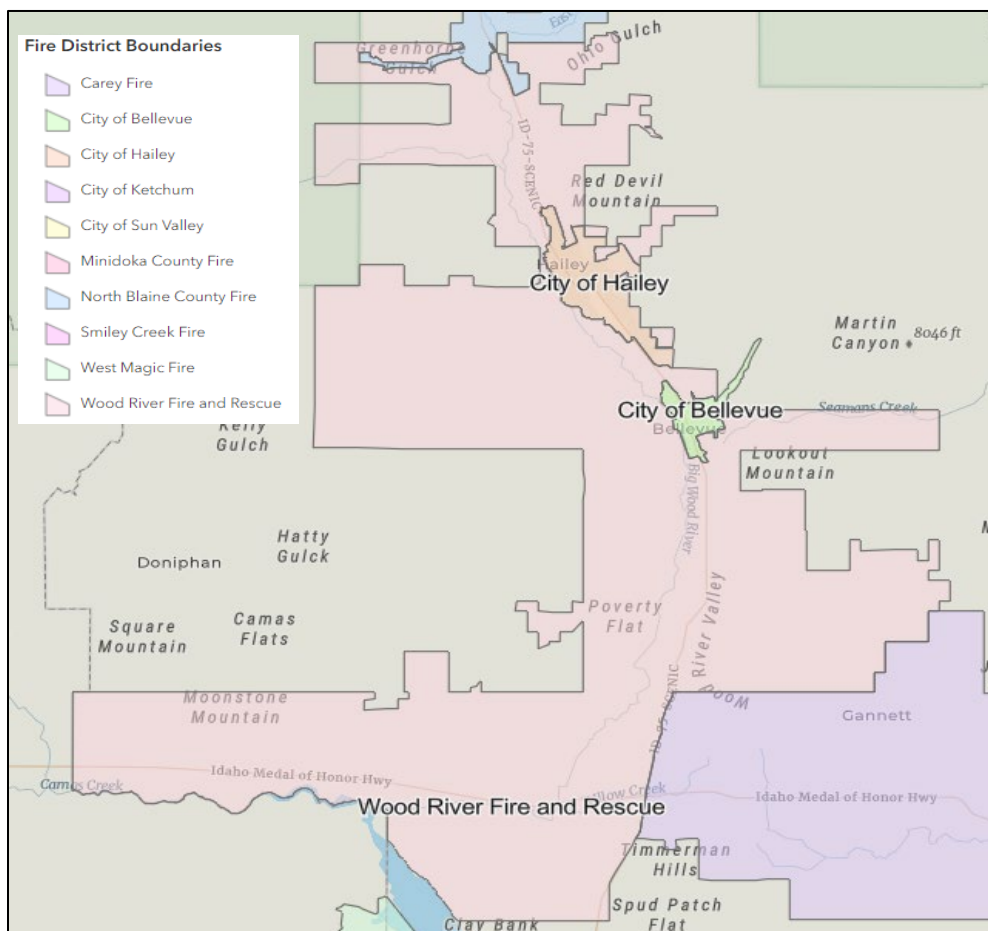
Wood River Fire and Rescue

Wood River Fire and Rescue, created in 1974, encompasses approximately 150 square miles. Three Commissioners govern the District's strategic direction and administrative policies. The District operates three fire stations and various fire apparatus and equipment to provide fire protection, EMS, and specialized rescue services.

Wood River Fire Protection District (WRF&R) provides fire and EMS to residents within the District's 150 square miles, as well as EMS to an additional 540 square miles and nearly 13,000 residents in the southern half of Blaine County through a contract with the Blaine County Ambulance District, with an annual budget of over \$2.7 million.

Wood River Fire and Rescue is a combination fire department operating from three fire stations. Sixteen full-time personnel and 25 paid-per-call or "volunteer" firefighter/EMT members respond to emergency incidents and manage services. Staffing two of the three fire stations, the Department operates two structural engines, one pumper tender, one wildland engine, one ladder truck, two ambulances, and various support vehicles.

Figure 10: Wood River Fire and Rescue Fire Protection Boundary

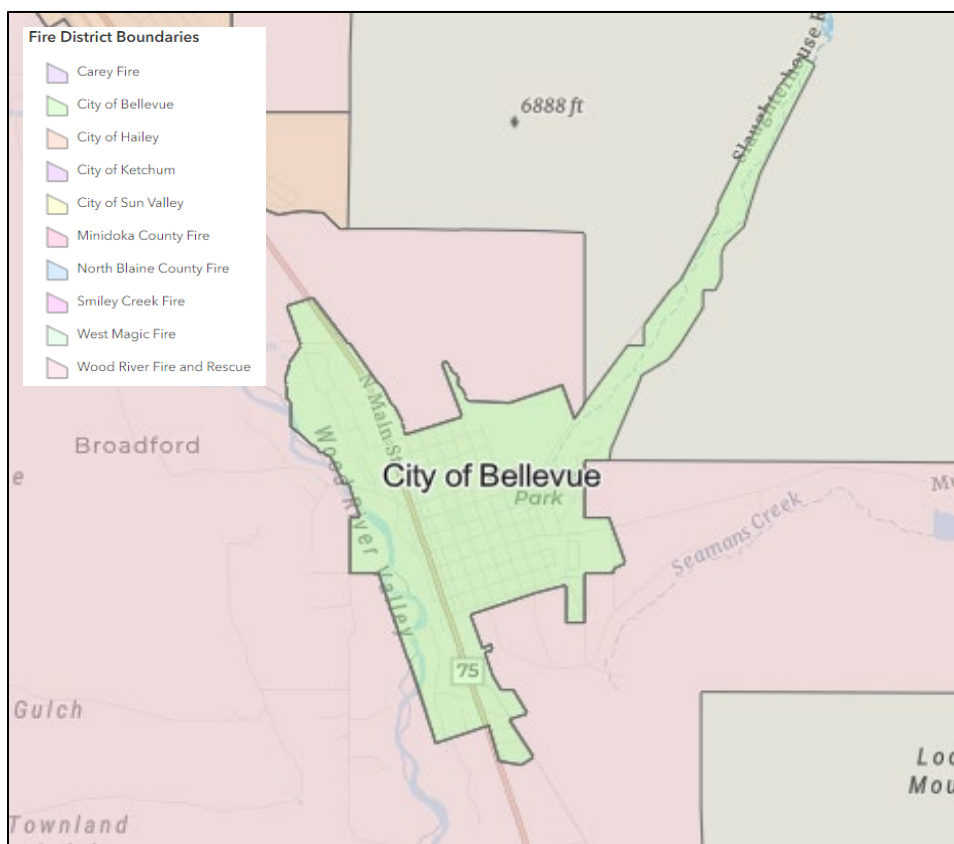


City of Bellevue Fire Department

The City of Bellevue Fire Department is one of several departments that reports to the Mayor, who oversees the day-to-day operations. The elected Mayor provides administrative direction to each Department. The City of Bellevue Fire Department operates from one fire station serving a population of 2,600 in approximately 1.5 square miles.

The Department comprises a part-time Fire Chief and a cadre of 10 paid call firefighters with a budget of \$221,000. The single fire station is an older facility with limited size and functionality. The Department does not respond to EMS calls and currently has two structural fire apparatus and two wildland fire apparatus.

Figure 11: City of Bellevue Fire Department Boundary

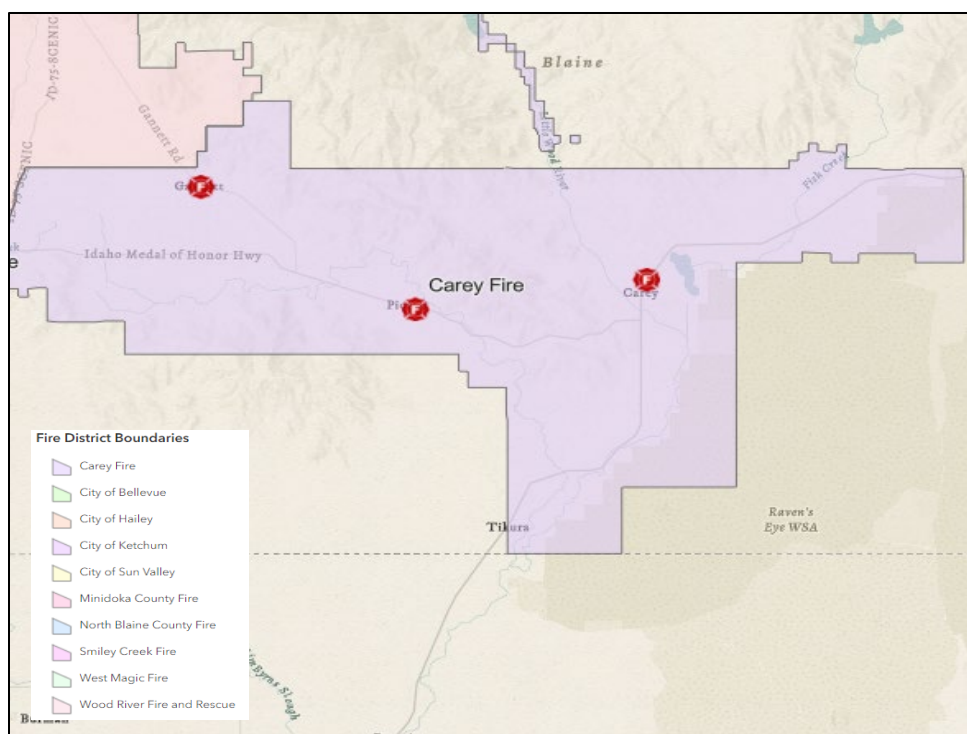


Carey Rural Fire and Rescue

The District is governed by three commissioners overseeing administrative policy for approximately 2,200 residents. Carey Rural Fire Protection District (CRFPD) is an all-volunteer fire department that serves a large remote portion of Blaine County. Although CRFPD is the largest fire district in the County based on its' nearly 155 square miles, it is home to less than 25 residents and responds to less than 100 incidents per year. The Department has 30 members, including the Fire Chief, with 10 certified Emergency Medical Technicians EMTs, operating from three fire stations: Gannett, Picabo, and the City of Carey.

In addition to providing fire response, the District has a contract with Blaine County Ambulance District to provide basic paid-call EMT response and ambulance transportation to over 1200 square miles of rural Blaine County. The main fire station in Carey houses one structural engine, one Type 4 brush engine, one Type 6 brush engine, 2 ambulances, and a tactical support unit. All the Agency's apparatus are aged and received primarily as donations from other agencies.

Figure 12: Carey Rural Fire and Rescue Boundary

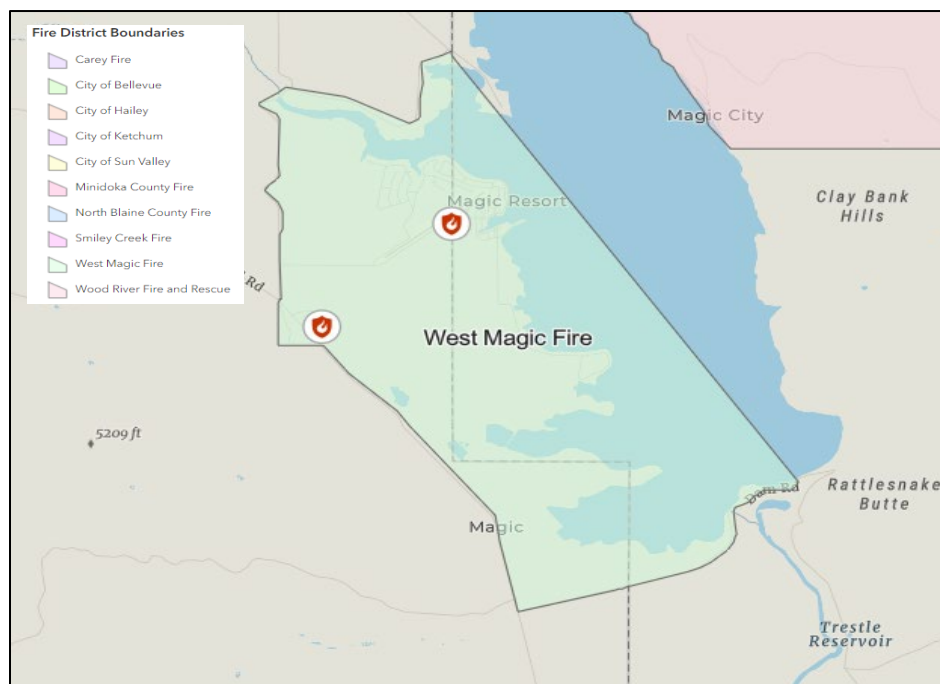


West Magic Fire District

West Magic Fire District lies west and adjacent to the Magic Reservoir and protects the non-incorporated land in southern Blaine County. West Magic Fire District covers 7 square miles, is in a very rural portion of Blaine County, and operates on an annual budget of \$20,000. Three commissioners govern the district, two of whom are volunteer firefighters/EMS members.

West Magic Fire District serves a portion of Blaine County and Camas County with 230 property owners and hundreds of recreational visitors, who impact emergency services, resulting in a few yearly emergency incidents. The District has two fire stations that house two structural engines, one tender, one brush truck, and several support vehicles. The District is extremely limited in its response capability for the most basic of emergencies because only two volunteer firefighters are occasionally available to respond.

Figure 13: West Magic Fire District Boundary





Foundational Policy Documents

One of the critical elements in the safe and efficient delivery of emergency services is the adoption and implementation of sound operating policies and procedures in Blaine County, where services are provided by multiple fire departments that rely on each other daily and during major incidents, having a standard set of policies and procedures in place on a countywide basis is essential.

Over the years, the Blaine County Fire Chiefs have developed and approved 19 Standard Operating Guidelines to help ensure smooth, coordinated services. However, not all agencies formally adopt, annually train on, or utilize these policies, which is a significant concern. Consolidating the fire departments in Blaine County would provide a mechanism to establish standardized policies and procedures throughout the valley for improved emergency operations and safety.

Communications Center/Dispatching

Blaine County Emergency Communications (BCEC) is a combined police/fire/EMS dispatch center dispatching the Blaine County Sheriff's Office and Sun Valley Police departments. BCEC was designated in 2007 as a Public Safety Answering Point (PSAP) that receives 911 calls from the public and dispatches for the fire departments for the Cities of Bellevue, Hailey, Ketchum, and fire districts of Wood River Fire and Rescue, Carey Rural Fire, West Magic Fire, North Blaine County Fire, and Smiley Creek Fire departments, including EMS and First Responders.

Fifteen full-time employees, including the Director, are certified Emergency Communications Officers (ECO). Two part-time GIS Analyst and CAD-RMS Administrator employees support the center's mission. The ECOs maintain certifications in the Idaho POST certification, Emergency Medical Dispatch certification, Emergency Fire Dispatch certification, a 40-hour Basic Telecommunicator certification, CPR certification, TDD certification, ILETS Entry and Query Certification, and National Incident Management System. The communications center answers approximately 45,000 calls annually.

The center employees are trained and have implemented "Priority Dispatch" software. This program provides a framework to identify the degree of the medical condition being presented, provides a mechanism to dispatch the appropriate Level of EMS resources, and guides the dispatcher on what instructions to give to the caller on managing the medical condition. While this is in place, not all emergency response agencies fully utilize these capabilities.

Blaine County has also invested in purchasing the Central Square Computer Aided Dispatch (CAD) system, which links critical information and powerful dispatch capability via mobile data terminals (MDTs) to each response unit. If fully equipped, these response units can reduce radio time intervention by the dispatcher by tapping the response and arrival keys on the MDT. Also, once the unit is equipped with automatic vehicle location devices, the CAD system can identify the closest unit to the emergency and dispatch the fastest resources. Blaine County has also purchased the Mobile Data Computers and affiliated equipment to install in the units of the EMS Contract providers. Unfortunately, varying degrees of implementation of this equipment are installed and not widely used across the County. ESCI believes that the consolidation of organizations will drive the full implementation of these systems across the newly merged organization.



Ambulance Billing

One of the key aspects of an efficient, effective, and financially stable EMS system rests in billing system users and their insurance companies at rates that recover, in part, costs for services. This includes costs for personnel, administrative overhead, equipment, supplies, facilities use, and even vehicle replacement. As part of this project, ESCI collected billing information from Wittman Enterprises, whom Blaine County contracts with for EMS billing, and met with the company representative assigned to the Blaine County account.

One of the issues discussed is the current EMS fee schedule for Blaine County and the fact that it has not been updated in 11 years (2012). Staff at Wittman identified that most of their larger client agencies adjust rates annually, with some smaller agencies adjusting rates bi-annually. In either case, the Blaine County Ambulance District has not collected revenue that would have been generated if rates had been adjusted over the past decade in accordance with best industry standards.

Another important element of financial stability in providing EMS services is the actual collection rate that the Agency achieves. Wittman has identified that they like seeing clients collect at least 60%-70% of the gross billings. They identified that Blaine County is above this average in billing collections. The Blaine County Ambulance District area served by the Ketchum Fire Department had an average collection rate of 84% during the 4 years of 2019-2022. The area served by Wood River Fire & Rescue had a slightly lower collection rate, 79%, for this same 4-year period.

Payor Mix, which represents the type of insurance coverage patients have, is important as it determines the level of reimbursement the ambulance district receives. Private insurance, for example, typically pays more for billed services than Medicare or Medicaid. The following chart summarizes the current payor mix for the Blaine County Ambulance District based on service area. According to the United States Census Bureau 2020 data, 12.2% of Blaine County's population has no insurance coverage, while the average uninsured for the State of Idaho is 8.2%.

Figure 14: Ketchum Fire Service Area - Payor Mix

PAYOR CATEGORY	2018	2019	2020	2021	2022
MEDICARE	40%	48%	49%	45%	50%
MEDICAID	3%	2%	5%	5%	3%
PRIVATE INSURANCE	40%	37%	31%	38%	35%
PRIVATE PAY	17%	13%	15%	12%	12%
	100%	100%	100%	100%	100%

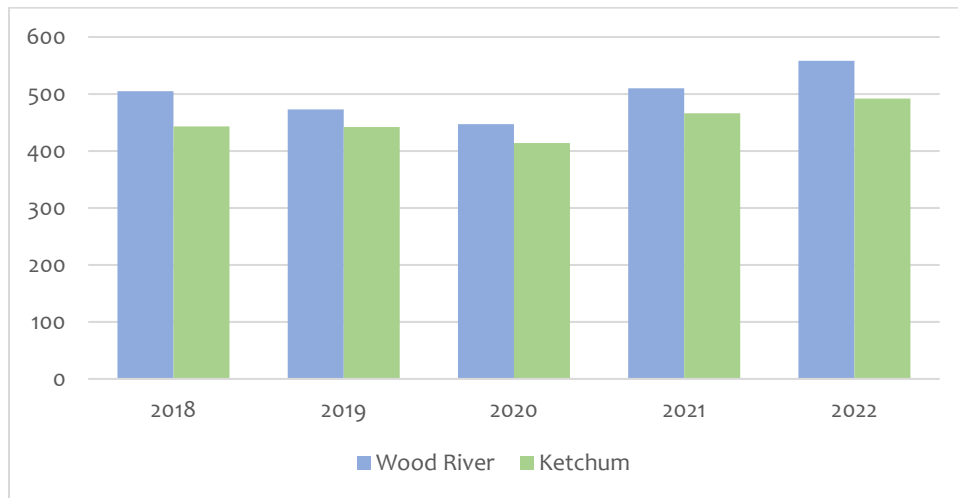
Figure 15: Wood River Fire Service Area - Payor Mix

PAYOR CATEGORY	2018	2019	2020	2021	2022
MEDICARE	47%	47%	48%	48%	45%
MEDICAID	9%	12%	15%	14%	18%
PRIVATE INSURANCE	24%	22%	24%	25%	21%
PRIVATE PAY	20%	19%	13%	13%	16%
	100%	100%	100%	100%	100%



Comparing the total EMS incidents versus the ratio of patients transported, we found that for 2021, 62% of patients seen by Ketchum and Wood River Fire Departments were transported, which is typical of other providers. The transport ratio dropped slightly in 2022 to 60%. The number of patients transported by each Agency over the five years 2018-2022 is shown in the following figure and represents an average increase of 2.9% annually.

Figure 16: Number of Transports by Agency



Ground Emergency Medical Transport Program (GEMT) is a program adopted and funded by the federal government and is being implemented throughout the country. The program, managed by the federal Centers for Medicare and Medicaid Services (CMS), provides supplemental reimbursement to public providers of ambulance services for portions of service costs not covered by Medicaid without cost to the State General Fund. The GEMT program was adopted by the Legislature of the State of Idaho during their Second Regular Session of 2022. Wittman representatives indicated that this program will be available in the State of Idaho beginning in 2024, potentially providing the Blaine County Ambulance District with an additional boost in revenues associated with ambulance transport services for Medicaid patients.



Management Components

Future Planning

Over the last 16 years, Blaine County has explored the issues of providing efficiencies through various consolidation options. In 2007, the Cities of Ketchum and Sun Valley hired the McGrath Consulting Group to study and report on the advantages of consolidating their fire protection and EMS services. The report provided a detailed review of the two agencies, benefits, and issues to be addressed, and a three-phase plan to implement for consolidating the two agencies.

In 2011, ESCI was retained by the Cities of Hailey, Bellevue, and Wood River Fire and Rescue to explore how the three agencies can work more closely together through consolidation, unification, or cooperative efforts while maintaining and enhancing the quality of fire and EMS services. The overarching conclusion from the study was that the preferred long-term strategy is to integrate the three fire departments into one entity.

In 2021, AP Triton was retained to develop a Strategic Plan (3-5 year) to improve the County's EMS System. The plan development included a resident and stakeholder survey to assess the current issues and concerns. A two-day stakeholder meeting was conducted to develop six major initiatives and 16 goals, timed to be implemented over the subsequent years. Interestingly, the citizen survey revealed some important clues for policymakers to consider moving forward: 6% of residents expect EMS service to arrive within 6 or 8 minutes, and 55% prefer a Fire-based EMS system, one of five options provided. Several repetitive statements from the residents were shared and highlighted in the report specifically related to interagency cooperation/consolidation:

- Better coordinate responses so multiple agencies can back each other up.
- Identify a single contractor for BCAD.
- Dissolve the five fire departments and create one valley-wide volunteer department.
- Consolidating all area fire departments under Wood River Fire would make a lot of sense.
- Consolidate 5 of the 7 fire agencies into one.
- If the current service providers want to keep their contracts, they need to put their egos aside and find a way to get along.

In 2022, as part of the countywide strategic plan, the senior leadership of WRFR was tasked to gather input regarding community expectations for EMS system performance and service delivery. Following the development of a survey instrument, it was released and advertised, with 265 respondents completing the survey between December 20, 2022, and January 4, 2023. Some of the key takeaways from this survey indicated the following:

- One-third of respondents had response time expectations that could not be met.
- Two-thirds of respondents had response time expectations that can and should be met.
- Respondents in rural communities expect response times to be longer (slower) than those respondents in municipalities who expect a quicker response from EMS resources.
- 76% of respondents would support an ambulance levy increase.
- 21% of the comments received spoke to consolidation/merging.



Recently, it has been reported to the consultants that the community members have issued letters to the editor, written social media posts, and made public comments at multiple governmental meetings that the community overwhelmingly expects and supports the consolidation of fire and EMS agencies.

Reporting & Recordkeeping

One of the major challenges with evaluating the EMS and Fire Protection systems countywide is the different recordkeeping systems utilized by the independent agencies. A few rural departments utilize paper records for their incident responses. Some departments have used one RMS platform called "Emergency Reporting," while others use a different RMS platform called "ImageTrend."

Blaine County has purchased subscriptions for EMS Contract holders to the ImageTrend Continuum Reporting Package to encourage improvements in data collection, reporting, and assessing the County EMS delivery system. Unfortunately, the system has not operated as promised by the vendor. ESCI believes consolidating agencies will provide a strong incentive to consistently implement a single RMS system.

Staffing and Personnel

Review And Evaluate Administration and Support Staffing Levels

Most fire departments in Blaine County provide EMS by deploying basic life support services (BLS) or advanced life support services (ALS). The staffing of each Agency provides some level of dual role responsibility in the provision of EMS delivery. The City of Bellevue Fire Department is the exception, only responding to fire incidents and assisting an EMS provider when requested. The staffing of each Agency is shown in the following figure.

Figure 17: Count of Career and Volunteer Staff by Department

Department	Career	Volunteer	Total
Smiley Creek RFPD	0	15	15
City of Ketchum FD	17	45	62
City of Sun Valley & North Blaine Fire District	13	21	34
City of Hailey FD	5	27	32
Wood River F&R	16	25	41
City of Bellevue FD	0.5	10	10.5
Carey Rural F&R	0	30	30
West Magic FD	0	2	2
Total	51.5	175	226.5



ESCI also reviewed the paid positions in Blaine County between all the fire and EMS provider agencies. The following figures show each paid position by position title.

Figure 18: Paid Positions by Title

Position Title	Smiley Creek	Sun Valley-N.B.	Ketchum	Wood River	Hailey	Bellevue	West Magic	Carey	Total
Fire Chief	VOL	1	1	1	1	0.5	VOL	VOL	4.5
Deputy/Asst. Chief	VOL	1	1	1	1	VOL	N/A	VOL	4
Admin. Captain	N/A	VOL	N/A	N/A	N/A	N/A	N/A	N/A	0
Office Manager	N/A	N/A	1	1	1	N/A	N/A	N/A	3
Fire Prevention	N/A	1	1	1	2	N/A	N/A	N/A	5
Admin Spc/Asst.	N/A	1	N/A	N/A	N/A	N/A	N/A	N/A	1
Facilities Maint.	VOL	CITY	CITY	N/A	CITY	CITY	VOL	VOL	0
Company Officers	VOL	3	3	7	VOL	VOL	VOL	VOL	13
Firefighters	VOL	6	10	5	VOL	VOL	VOL	VOL	21
Total FTEs:	0	13	17	16	5	0.5	0	0	51.5

Operational Staffing Levels

Typically, most emergency service organizations range between 16% to 25% in administrative or support personnel compared to operational or line-level staff, depending on whether the Agency is a City or a Fire District. Fire Districts typically are at the upper end of the range because Cities provide human resources, finance, maintenance, and other services internally. The following two figures provide the totals for each classification. Due to the absence of data received, ESCI cannot evaluate the volunteer agency ratios with volunteer supervisors versus operational staff.

Figure 19: Administrative/Support Paid Staff Count

Position Title	Smiley Creek	Sun Valley-N.B.	Ketchum	Wood River	Hailey	Bellevue	West Magic	Carey	Total
Fire Chief	VOL	1	1	1	1	0.5	VOL	VOL	4.5
Deputy/Asst. Chief	VOL	1	1	1	1	VOL	N/A	VOL	4
Admin. Captain	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	VOL
Office Manager	N/A	N/A	1	1	1	N/A	N/A	N/A	3
Fire Prevention	N/A	1	1	1	2	N/A	N/A	N/A	5
Admin Spc/Asst.	N/A	1	N/A	N/A	N/A	N/A	N/A	N/A	1
Total FTEs:	0	4	4	4	5	0.5	0	0	17.5

Figure 20: Operation/Line Paid Staff Count

Position Title	Smiley Creek	Sun Valley-N.B.	Ketchum	Wood River	Hailey	Bellevue	West Magic	Carey	Total
Co. Officers	VOL	3	3	7	VOL	VOL	VOL	VOL	13
Firefighters	VOL	6	10	5	VOL	VOL	VOL	VOL	21
Total FTEs:	VOL	9	13	12	VOL	VOL	VOL	VOL	34



The average of all agencies shows a ratio of 51% of staff in paid administrative positions to each paid operation/line position, which is high. However, it must be considered carefully because of the volunteer aspect of staffing. Volunteer fire departments require significant staff time to recruit, train, and retain members. Current trends across the country reveal that volunteerism is down, recruitment efforts are difficult, and organizations need to migrate to creative and alternative staffing models, adding to the staff time. Nonetheless, ESCI applied a rule of thumb where three volunteers are equivalent to one paid person, and the ratio is more in line with industry standards at 15% of administrative staff to the combined paid and volunteer positions. Realigning these administrative positions and responsibilities would provide a more streamlined and effective organizational structure in a consolidated organization.

Member and Station Characteristics

The terms used to reference different classifications of members require some definition. Full-time or FTEs include employees working full-time or part-time, such as in the case of the Bellevue Fire Chief. Volunteer members, or Paid on Call (POC), are those members who are paid a stipend for responding to incidents, standing by events, or the fire station. Volunteer Residents are those members who live in a residential unit or fire station full-time and volunteer their time in return. Notably, the number of paid, volunteer, and POC personnel identified is not the true number of personnel available to respond. Many full-time and volunteer individuals are rostered at one or more departments in the County. While this is helpful to having personnel available for a localized, agency-specific incident, the situation overstates the number of responders available for any multi-agency, major emergency, whether a wildland fire, major structure fire, storm-related incidents, or other natural disasters.

Figure 21: Agency Staff and Station Characteristics

	Full-time Staff	Volunteer POC	Volunteer Resident Firefighters	Stations Staffed by FTEs	Stations staffed by POC	Stations staffed by Vol Residents
Smiley Creek RFPD	0	15	0	0	1	0
City of Ketchum FD	17	45	0	1	0	0
City of Sun Valley FD & North Blaine Fire District	13	12	9	1	3	2
City of Hailey FD	5	25	0	0	1	0
Wood River F&R	16	25	0	2	1	0
City of Bellevue FD	.5	10	0	0	1	0
Carey Rural F&R	0	30	0	0	3	0
West Magic FD	0	2	0	0	2	0
TOTAL	51.5	164	9	4	12	0
Note: Agency Shares Volunteers						



Staffing levels are important to consistently deploy enough personnel to staff various fire stations and apparatus adequately. The following table shows the minimum and maximum staffing levels defined by each Department that employs full-time shift staff.

Figure 22: Min/Max Staffing Levels - Full-time Shifts

	Minimum Daily On-Duty	Maximum Daily On-Duty
City of Ketchum FD	4	5
City of Sun Valley FD & North Blaine Fire District	2	3
Wood River Fire & Rescue	4	5
TOTAL	10	13

In addition to the minimum number of personnel on duty for the 24-hour shift, Ketchum, Sun Valley, and Wood River have some daytime career staff who respond, typically from Monday through Friday and between 8 am – 5 pm. In the City of Hailey, five daytime career staff respond during business hours, and along with the Volunteer Assistant Chief, they also provide a minimum of two responders from home after hours.

Personnel Management

Policies, Rules, Regulations, Manuals, & Handbooks

Each Agency manages its policies and procedures based on the jurisdictional and departmental philosophy and approach. As described previously, the Blaine County Fire Chiefs have adopted some operational guidelines to provide safety and coordination; however, many other critical guidelines have not been formally adopted.

No agency has adopted a nationally recognized set of policies for fire and EMS services within each organization. The Idaho Fire Chiefs Association is partnered with Lexipol's web-based solution, a nationally recognized electronic and locally customizable policy program where member agencies can receive a discount for subscribing. Through the subscription, the program provides standardized policies based on Idaho State Law, federal code of regulations, and best practices, which Lexipol team members update as laws change.

ESCI believes that adopting such a program by individual agencies will reduce the individual organizations' risk profile now and set the path for more seamless collaboration in joining departments in the future. Alternatively, should the agencies not pursue the Lexipol program, it would be incumbent on all participating agencies to develop a comprehensive and consistent policy and procedure manual.



Training Programs

Training Management

Each Agency manages, coordinates, and implements fire department training programs individually. Typically, these duties are assigned to individuals in the organizations who have other responsibilities, such as administrative functions, or assigned to a response crew on a 24-hour shift, which is common in smaller combination or volunteer organizations with limited resources. Still, consolidation can often improve the quality and standardization of these support programs.

Training Schedule

Most departments in Blaine County conduct their training on Tuesday evenings to accommodate the availability of volunteers. Those agencies with paid members routinely provide additional training during the daytime for more detailed or advanced subjects.

Training Facilities

The Ketchum Sun Valley Volunteer Association, a 501(c)(3) public charity organization, was established in 1991 to provide emergency response, rescue, and fire protection training opportunities for regional departments. The organization conducts fundraising, applies for grants, purchases equipment, and funds instructors.

The organization has also upgraded rescue equipment for vehicle extrication, snowmachines, a mobile command vehicle, electric bicycles for trail rescues, and upgraded tools and equipment for firefighting, rescue, and emergency medical use. The organization also sponsors instructors and training in high-angle, avalanche, backcountry, and other services.

The association's fundraising efforts provided fire training, equipment, and facilities funding. One such investment was for a three-plus-story training tower training on one-quarter of an acre of City property adjacent to the Ketchum Fire Station. This 2,145-square-foot facility provides opportunities for departments to conduct live fire exercises, practice search and rescue techniques, hone vertical and horizontal ventilation skills, utilize various laddering techniques, and many other skills that require repetition.

Wood River Fire and Rescue also has a training facility at Station 3. The facility includes a 2-story training building that is Conex box construction. Although no live fire training is conducted at the facility, it provides training in many aspects of structural firefighting, technical rescue, and an area for auto extrication. With the Ketchum training facility in the north portion of the county and the Wood River Fire and Rescue training facility in the South portion, they can coordinate and facilitate training on a regional basis.

Training Cooperation

Most fire agencies across the County enjoy cooperation in developing and coordinating a firefighter training academy. The academy is conducted through the participation of several agency members, which aim to provide volunteers and some newly paid firefighter candidates the opportunity to receive a Firefighter 1 Certification. This certification provides the basic training and information for candidates to become active firefighters for Blaine County fire service agencies. However, over the last couple of years, there has been almost no cooperation in fire training between Sun Valley and Ketchum.



EMS training enjoys a higher level of cooperation among agencies, where notices and invitations for medical training are shared between agencies. This is particularly true with the coordination of medical training between Wood River Fire and Rescue and the Ketchum Fire Department. Various levels of coordination for medical training are performed between some agencies, but not all.

Consolidating a singular training division, setting standards across several agencies, gaining efficiencies through division of labor, and exercising expertise centrally would greatly benefit fire protection across Blaine County and enhance the safety profile for members.

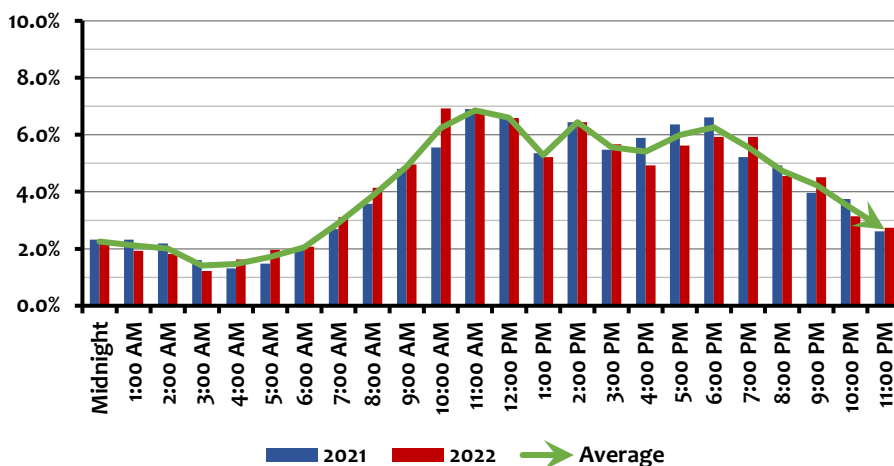


Service Delivery & Performance

Temporal Data

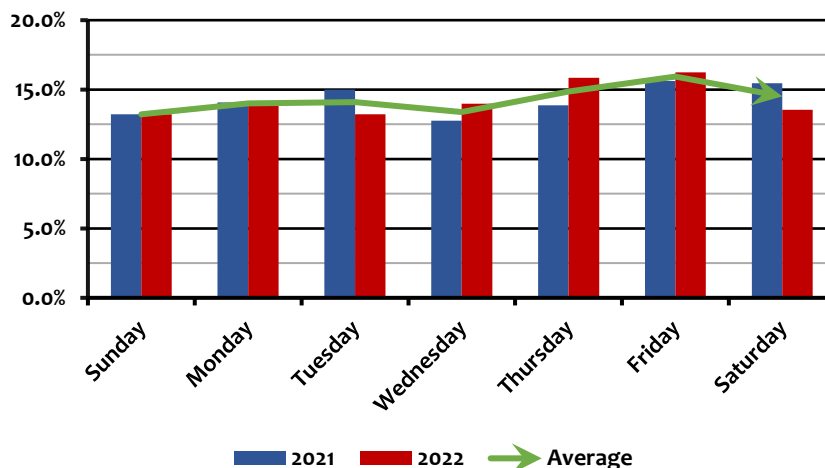
It is instructive to look at when service calls occur to see if there are identifiable trends. The following figures show the incident responses by month, day, and time of day. The data used in these figures is from January 2021 to December 2022.

Figure 23: Hour-of-Day Incident Demand



When summarized by hour of the day, service demand correlates with people's activity; demand increases during the workday and decreases in the evening and early morning hours. Nearly 70 percent (73.7 percent) of the service demand displayed in the figure occurred between 8 am and 8 pm.

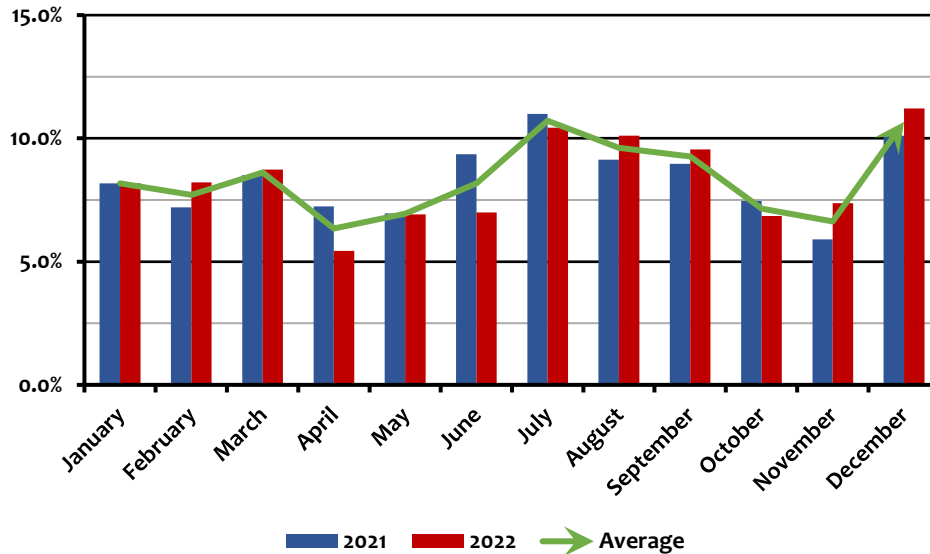
Figure 24: Day of Week Incident Demand





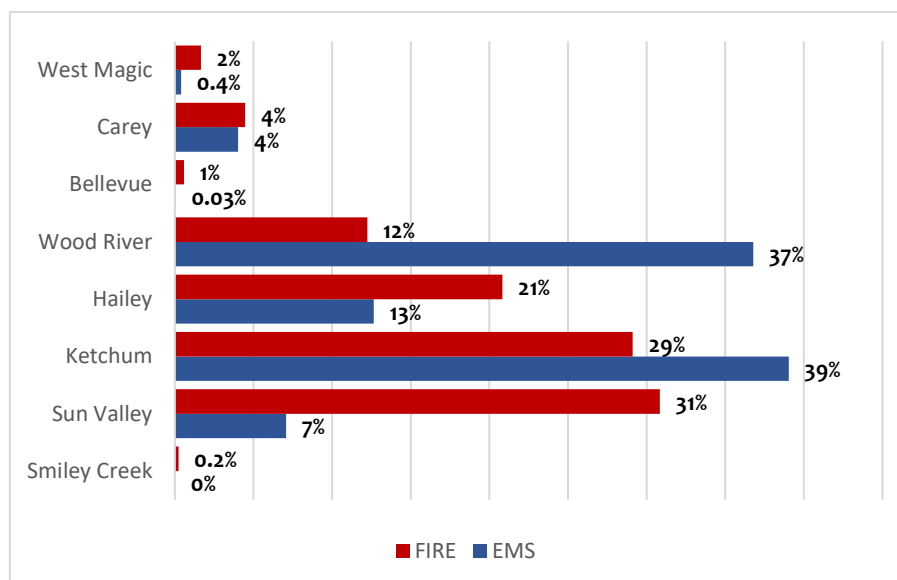
Service demand varies within a relatively narrow range (2.7 percent) throughout the week. Sundays and Wednesdays experience the lowest two-year average service demand, while Thursdays and Fridays display the two-year average highest service demand.

Figure 25: Monthly Incident Demand



Service demand varies from a low of 147 incidents in April of 2022 to a high of 303 incidents in December of 2022. April and November show the lowest demand over the two-year average, while July and December show the highest service demand over the two-year average. On average, Blaine County fire departments respond to approximately 211 monthly incidents. The following figure shows the percentage of incidents to which the Agency responded over the two years.

Figure 26: Percent of total incidents by Agency



Geographical Analysis

In addition to the temporal analysis of workload, examining the geographic distribution of service demand is useful. ESCI uses geographic information systems software (GIS) to plot the location of incidents within Blaine County using correlated CAD data segregated for Fire and EMS Incident categories over two years. The following figure shows the pinpoint data for each call type: Blue for EMS and Red for Fire Incidents.

Figure 27: Northern Blaine County EMS Incidents

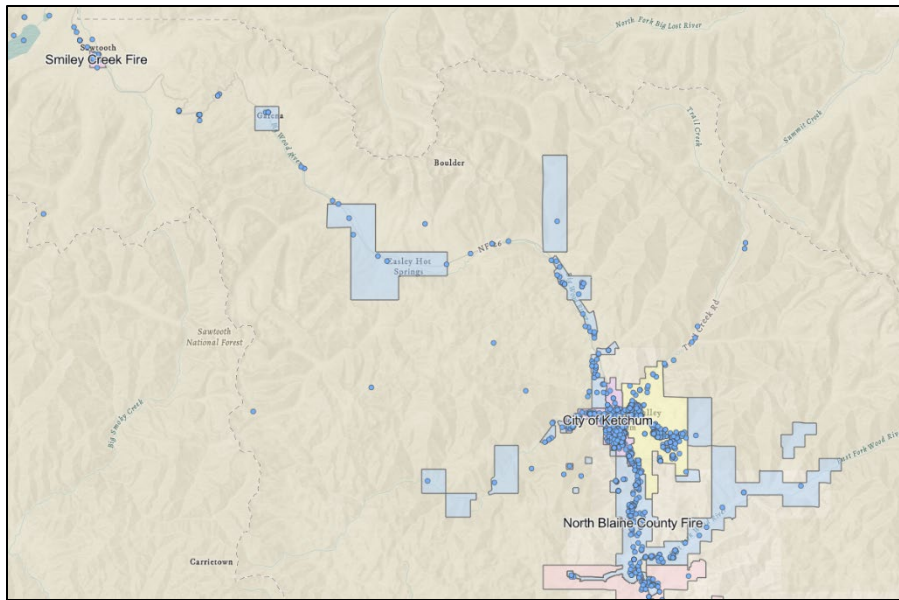


Figure 28: Northern Blaine County Fire Incidents

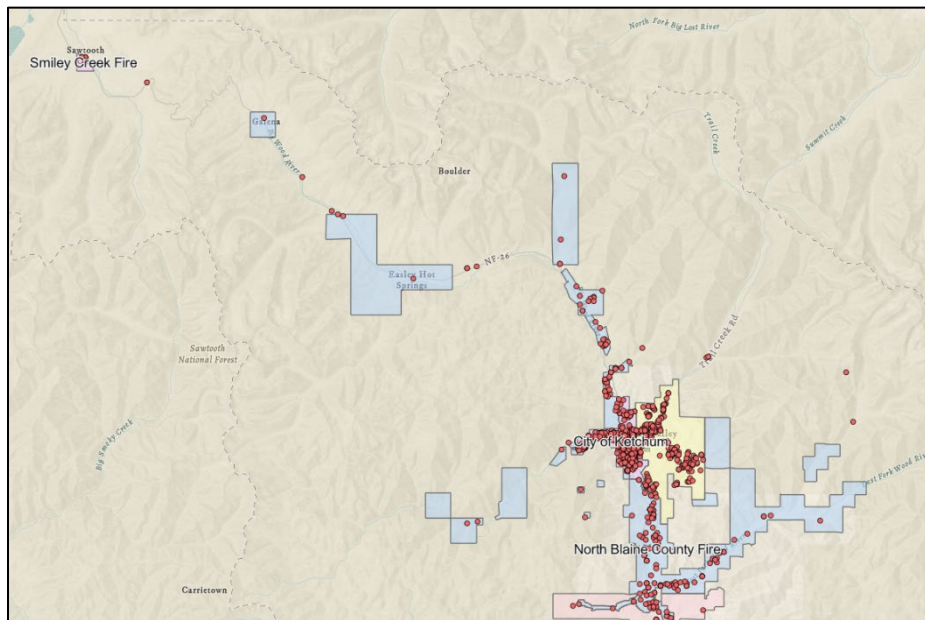


Figure 29: Southern Blaine County EMS Incidents

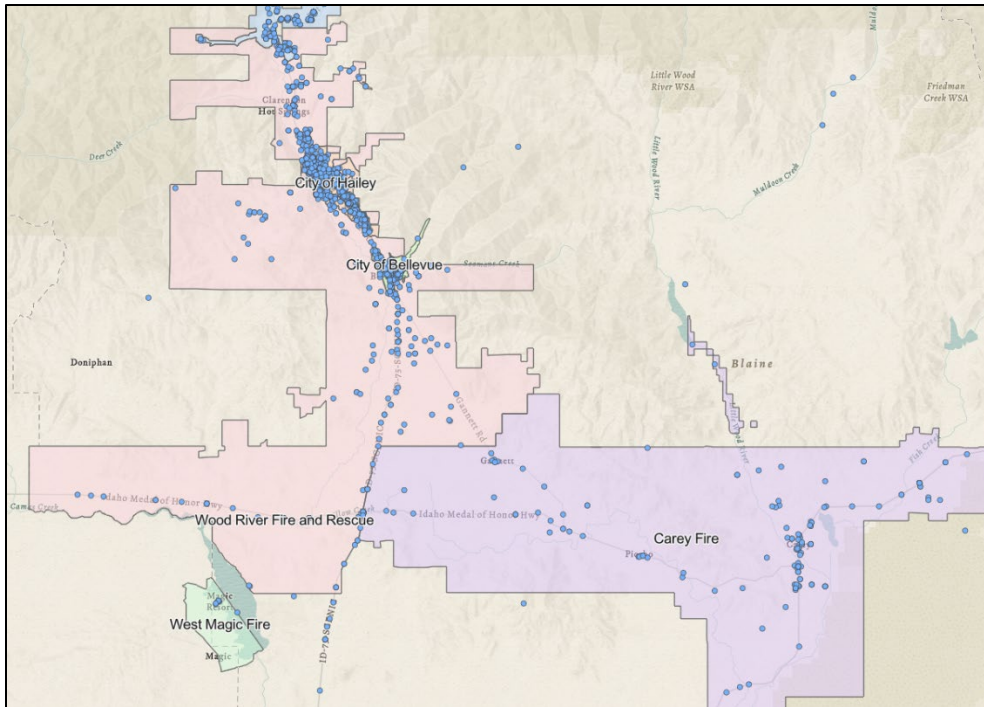
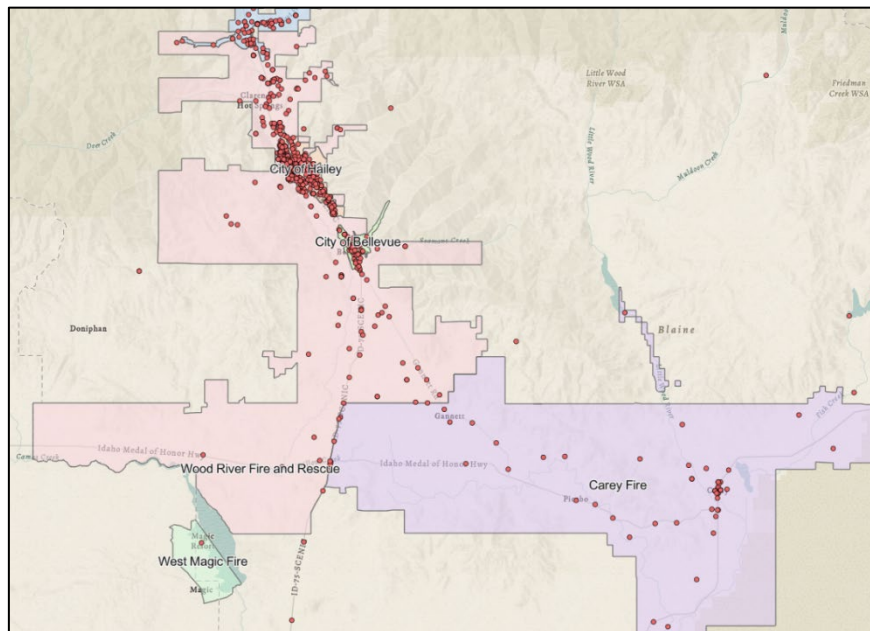


Figure 30: Southern Blaine County Fire Incidents



These maps illustrate densities along Highway 75 and in Bellevue, Hailey, Ketchum, and Sun Valley, largely associated with the typical activities within each community: employment, recreation, residency, and tourists.



Mutual and Automatic Aid

It is well recognized in the fire service history that individual agencies cannot mitigate the multiple types of emergencies and risks facing their communities. Therefore, employing mutual and automatic aid is necessary for effectively managing emergencies that require specialization or to draw the concentration of responders to manage the incident.

A current mutual aid agreement was signed by all agencies in Blaine County, except for North Blaine Fire Protection District, on or around December 2020. The agreement defines "Mutual Aid" as the party agreeing to provide mutual aid to another party or parties when requested, provided the assisting party may do so at its sole discretion. Mutual aid is provided "upon direct request of the of the Requesting Party." Although automatic aid is defined within the agreement as "pre-authorization of the assisting party," only aid via direct request appears to be provided within the agreement.

Concerning automatic aid, several agencies have signed separate agreements for specific service needs to afford aid without a direct request of the Incident Commander. Multiple agreements between the Ketchum, Smiley Creek, Sun Valley, Wood River and Carey, Bellevue, Hailey fire departments, and the Friedman Memorial Airport Authority have varying degrees and requirements for automatic aid. Several automatic aid agreements provide for automatic responses exclusive of reported structure fires.

Resource Distribution Study

One of the concepts in designing fire protection and delivering EMS services is the distribution of people, equipment, and tools to respond to and serve most residents or visitors. Maximizing the distribution requires ensuring that most of the community risk or demand is within an identified travel time or distance boundary from each fire station. ESCI worked with the Technical Committee to provide information on service areas and overlaying the coverage of a community's risks using the ISRB's fire suppression standards.

First Due Engine

The first fire engine should be able to reach that risk within a 1-1/2 mile travel distance from each fire station per the Idaho Survey and Rating Bureau (ISRB). The following figures provide a geographical depiction of each community's coverage.

Figure 31: Smiley Creek RFPD - ISRB 1-1/2 mile First Due Engine

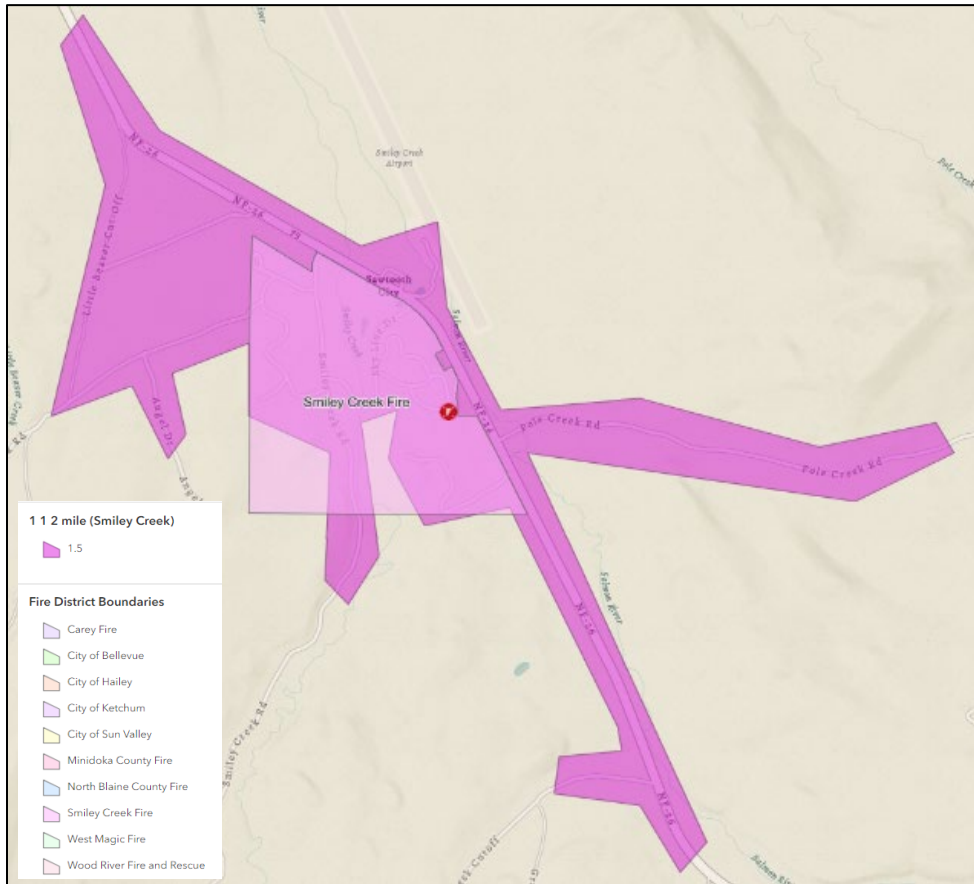


Figure 32: North Blaine County FD - ISRB 1-1/2 mile First Due Engine (NORTH)

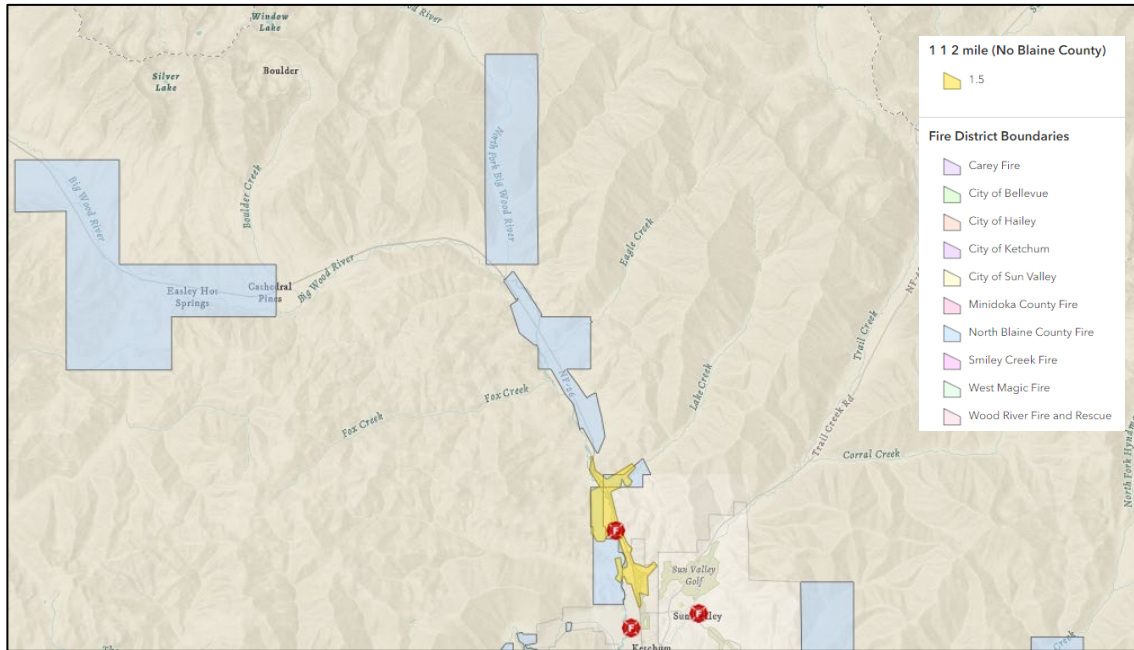


Figure 33: North Blaine County FD - ISRB 1-1/2 mile First Due Engine (SOUTH)

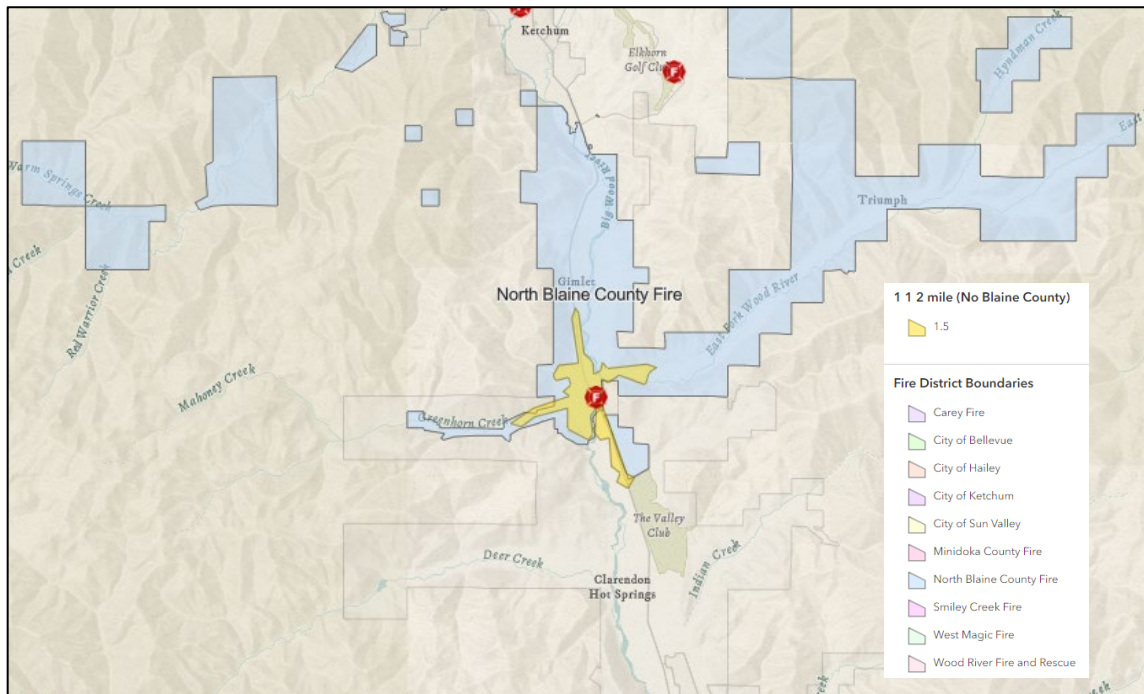


Figure 34: City of Ketchum FD - ISRB 1-1/2 mile First Due Engine

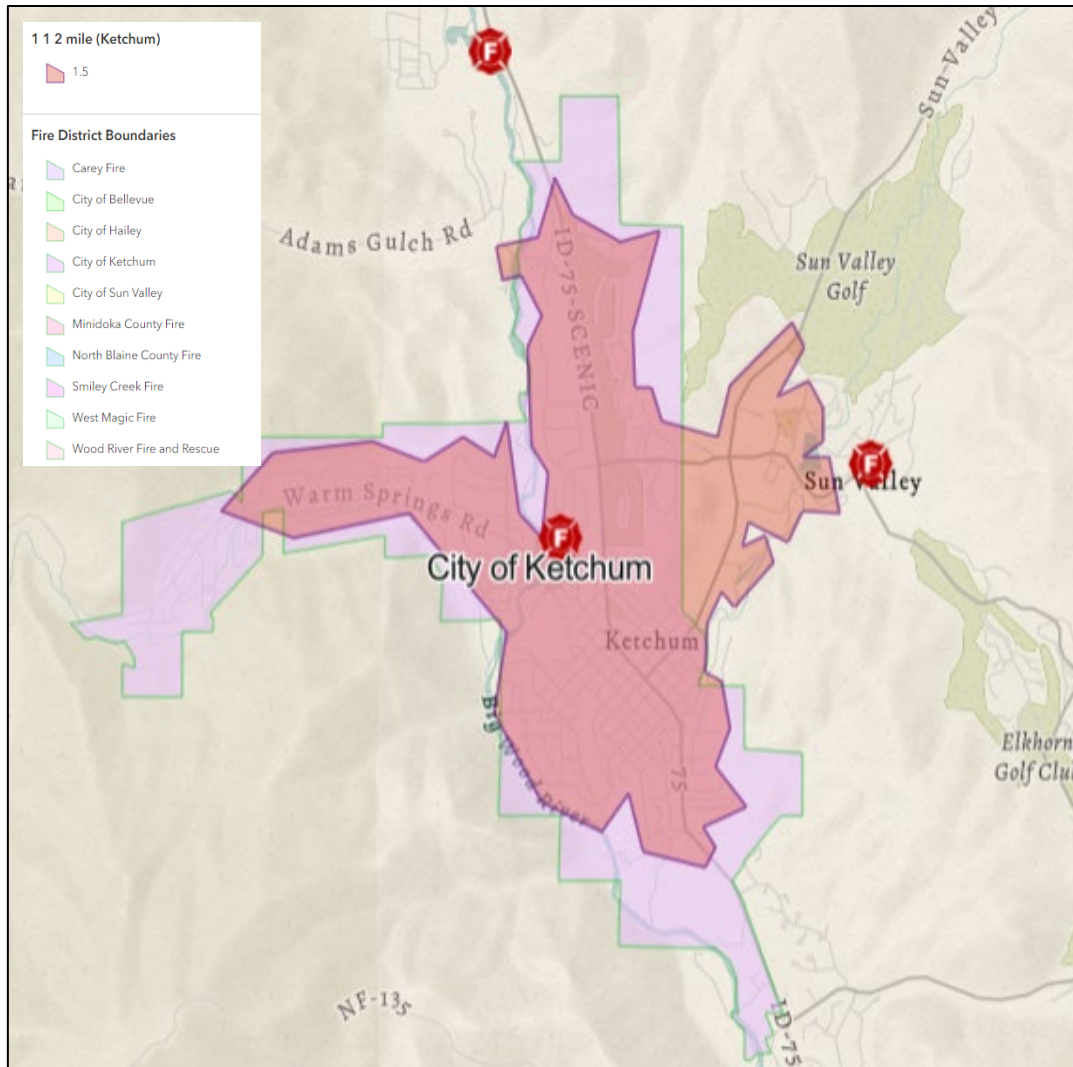


Figure 35: City of Sun Valley FD - ISRB 1-1/2 mile First Due Engine

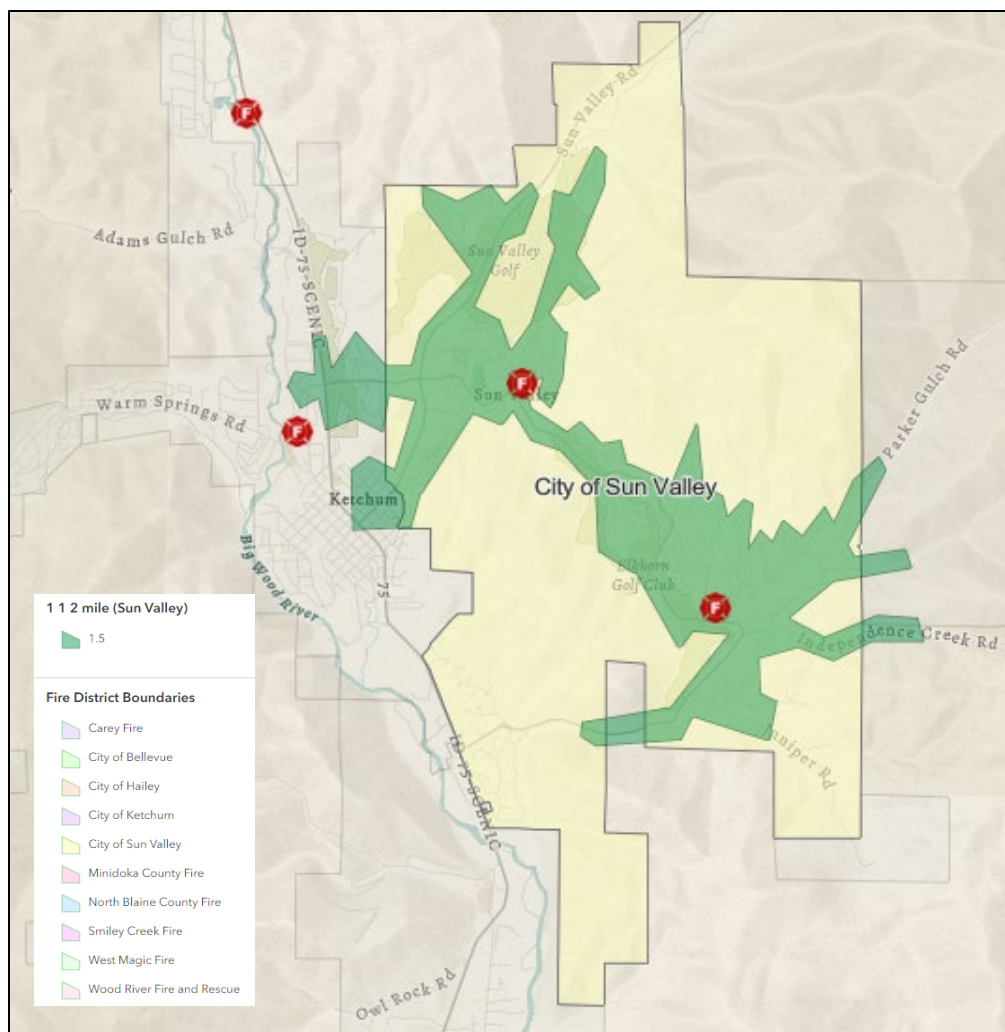


Figure 36: City of Hailey FD - ISRB 1-1/2 mile First Due Engine

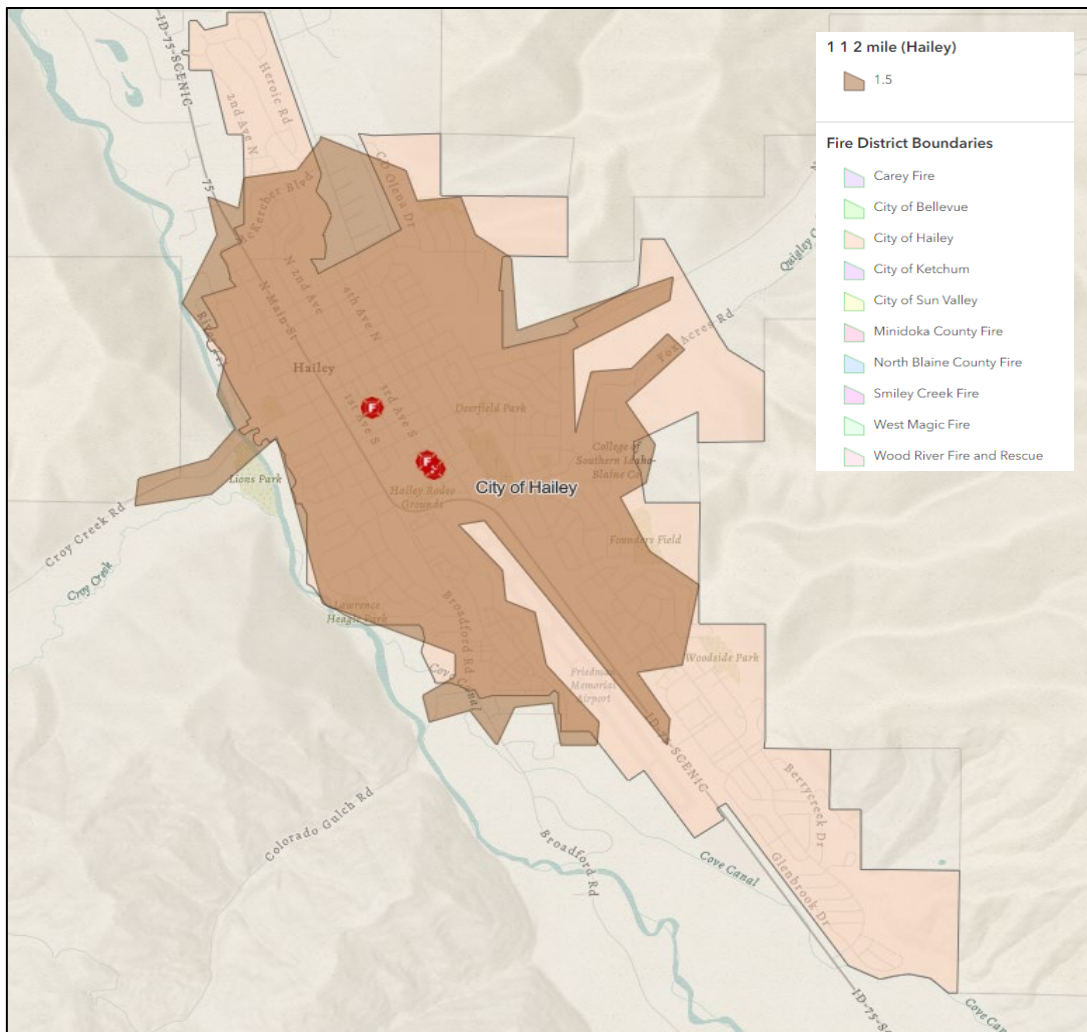


Figure 37: Wood River Fire & Rescue - ISRB 1-1/2 mile First Due Engine (NORTH)

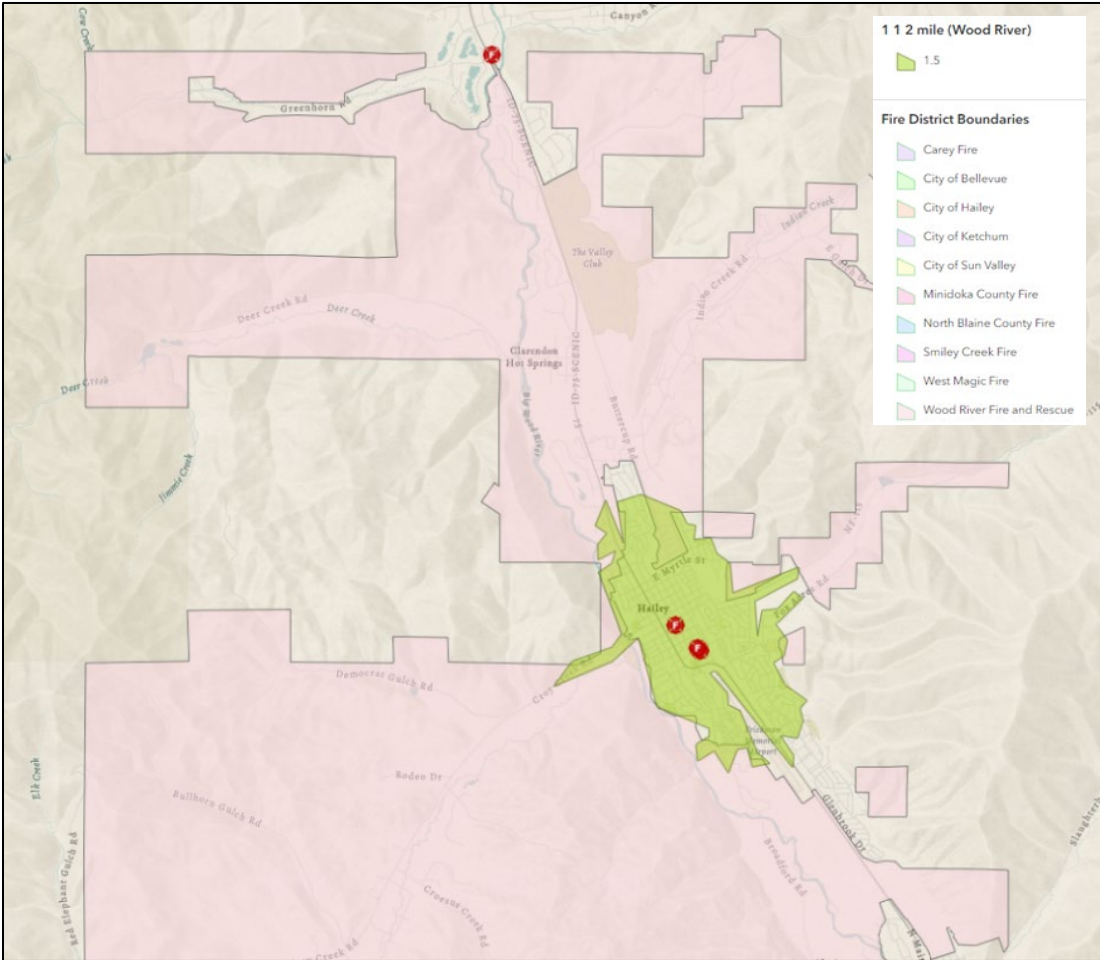


Figure 38: Wood River Fire & Rescue - ISRB 1-1/2 mile First Due Engine (SOUTH)

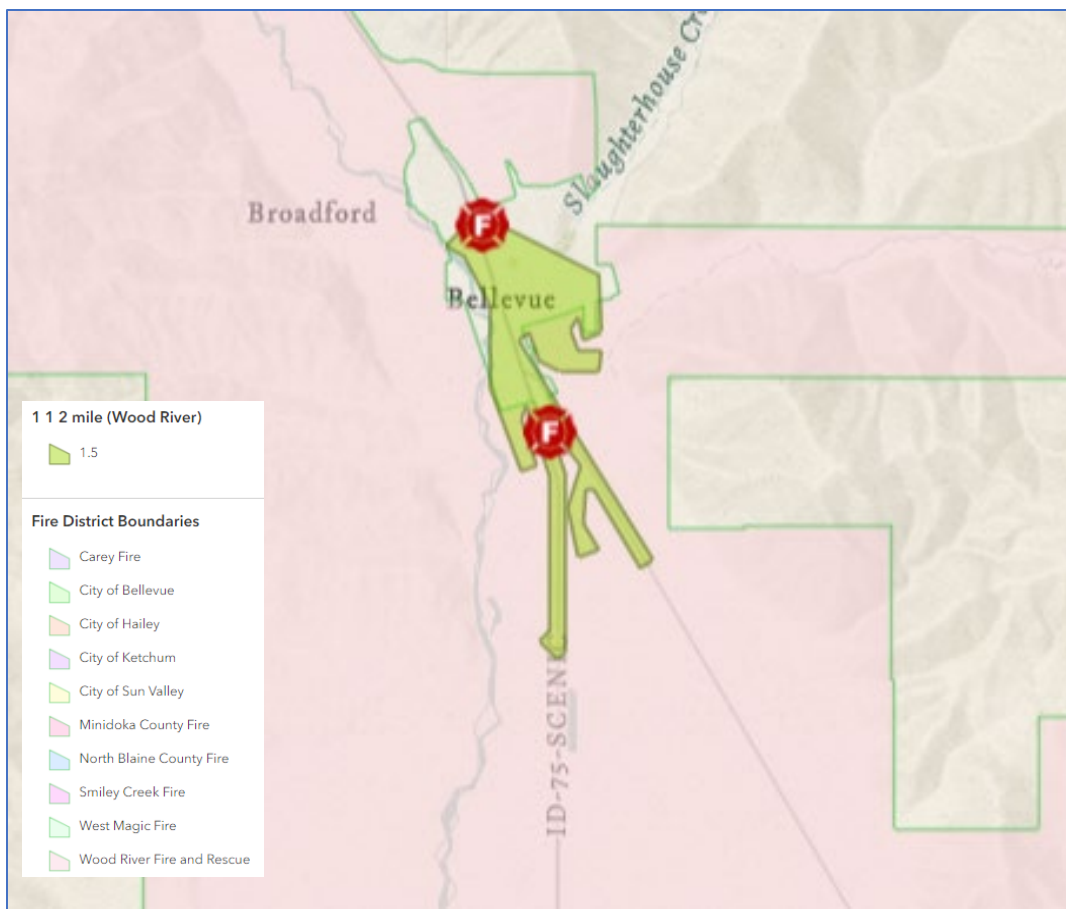


Figure 39: City of Bellevue FD - ISRB 1-1/2 mile First Due Engine

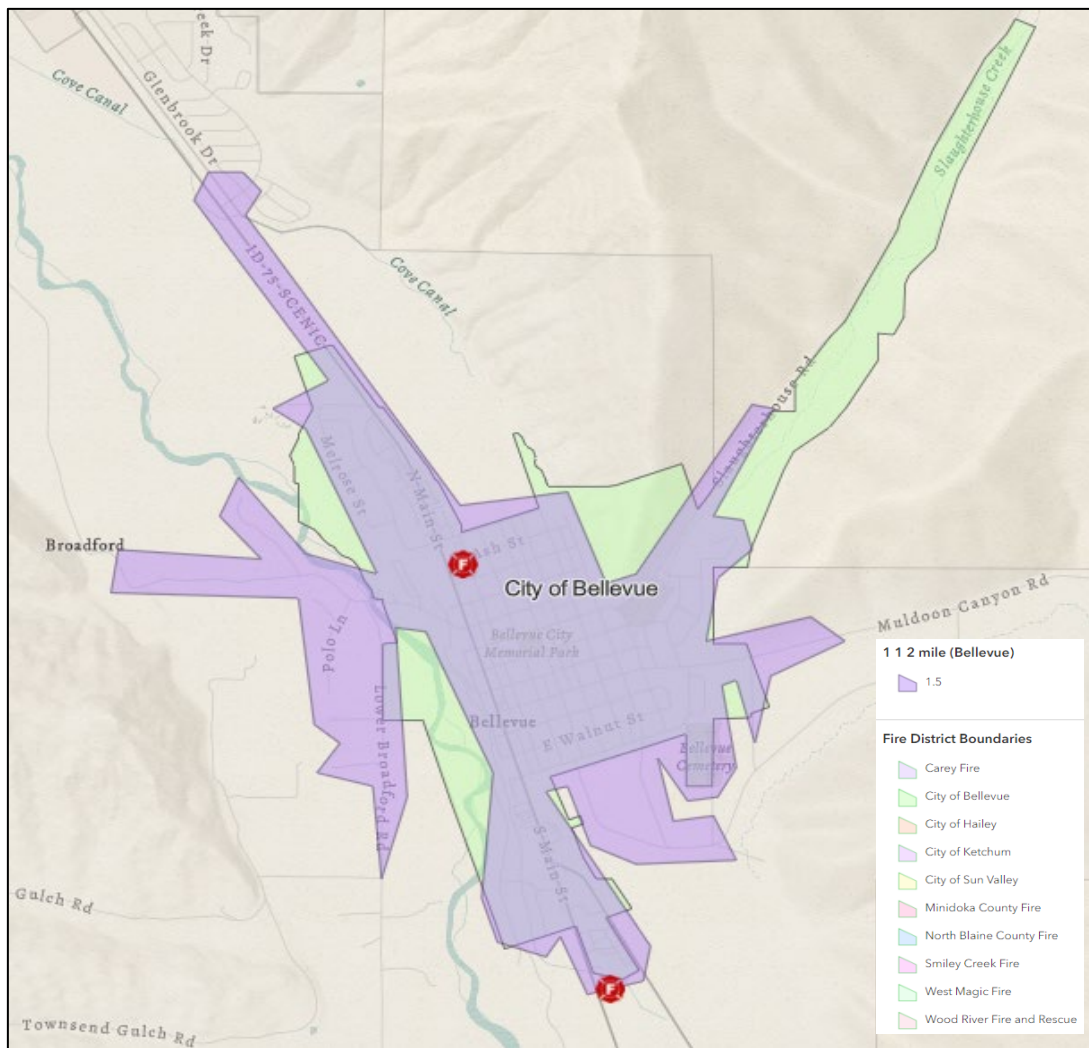


Figure 40: Carey Rural Fire & Rescue - ISRB 1-1/2 mile First Due Engine

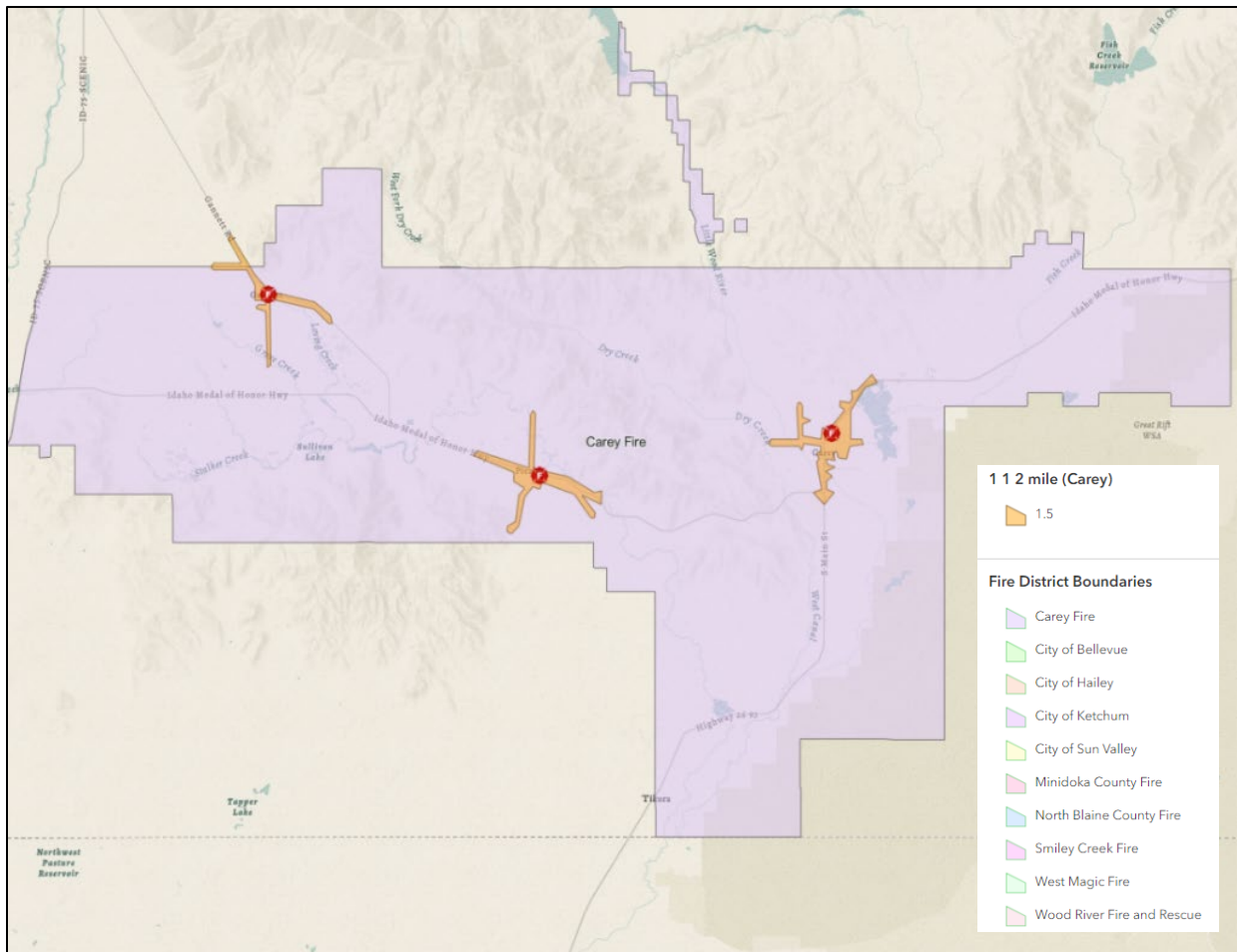
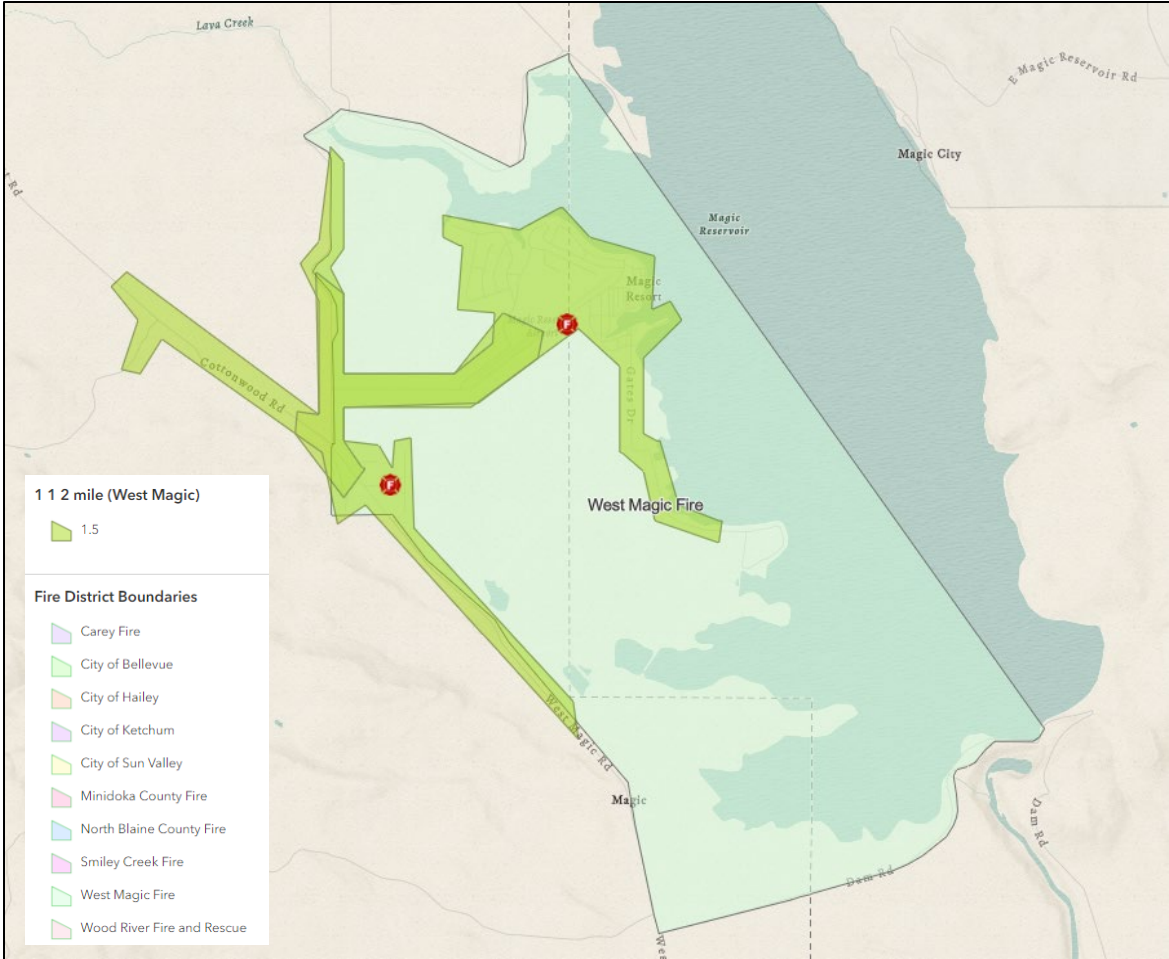




Figure 41: West Magic Fire District - ISRB 1-1/2 mile First Due Engine



Ladder Service

Communities that contain at least five buildings that are three stories or more in height, or at least five buildings possessing a Needed Fire Flow greater than 3,500 gallons per minute, or a combination of those criteria should have a ladder truck response within 2.5 miles from a fire station. ESCI was informed that the Cities of Ketchum, Sun Valley, and Hailey each meet these criteria. The following figures show the coverage of a ladder truck in each of those communities.

Figure 42: City of Ketchum FD - ISRB 2-1/2 mile Ladder Service

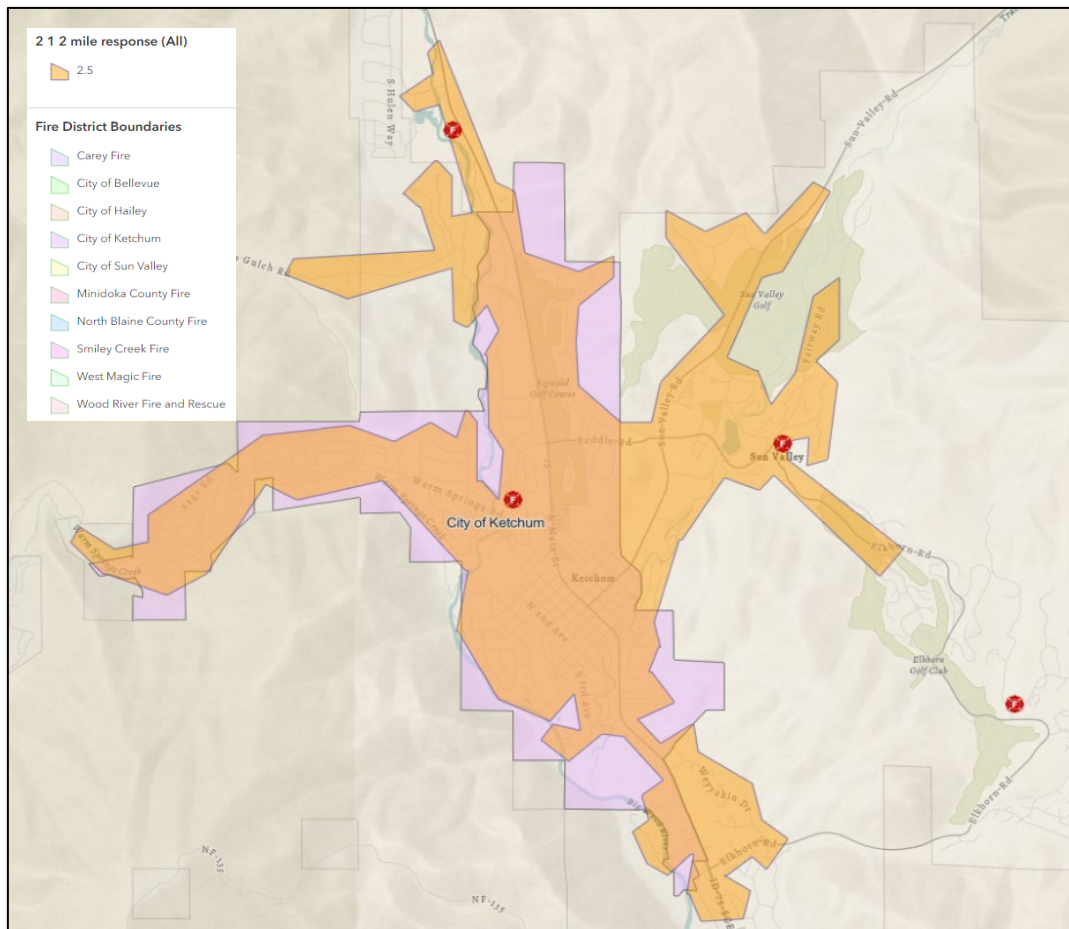


Figure 43: City of Sun Valley FD - ISRB 2-1/2 mile Ladder Service

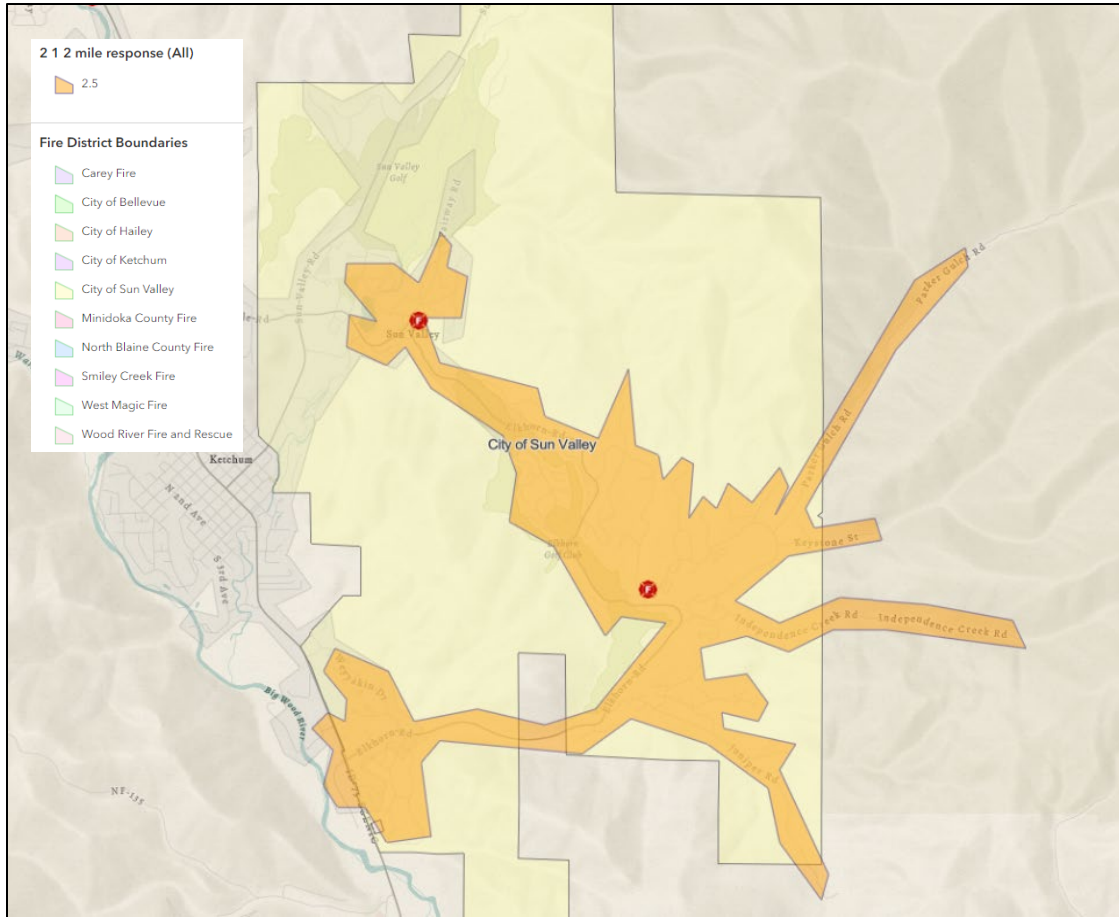
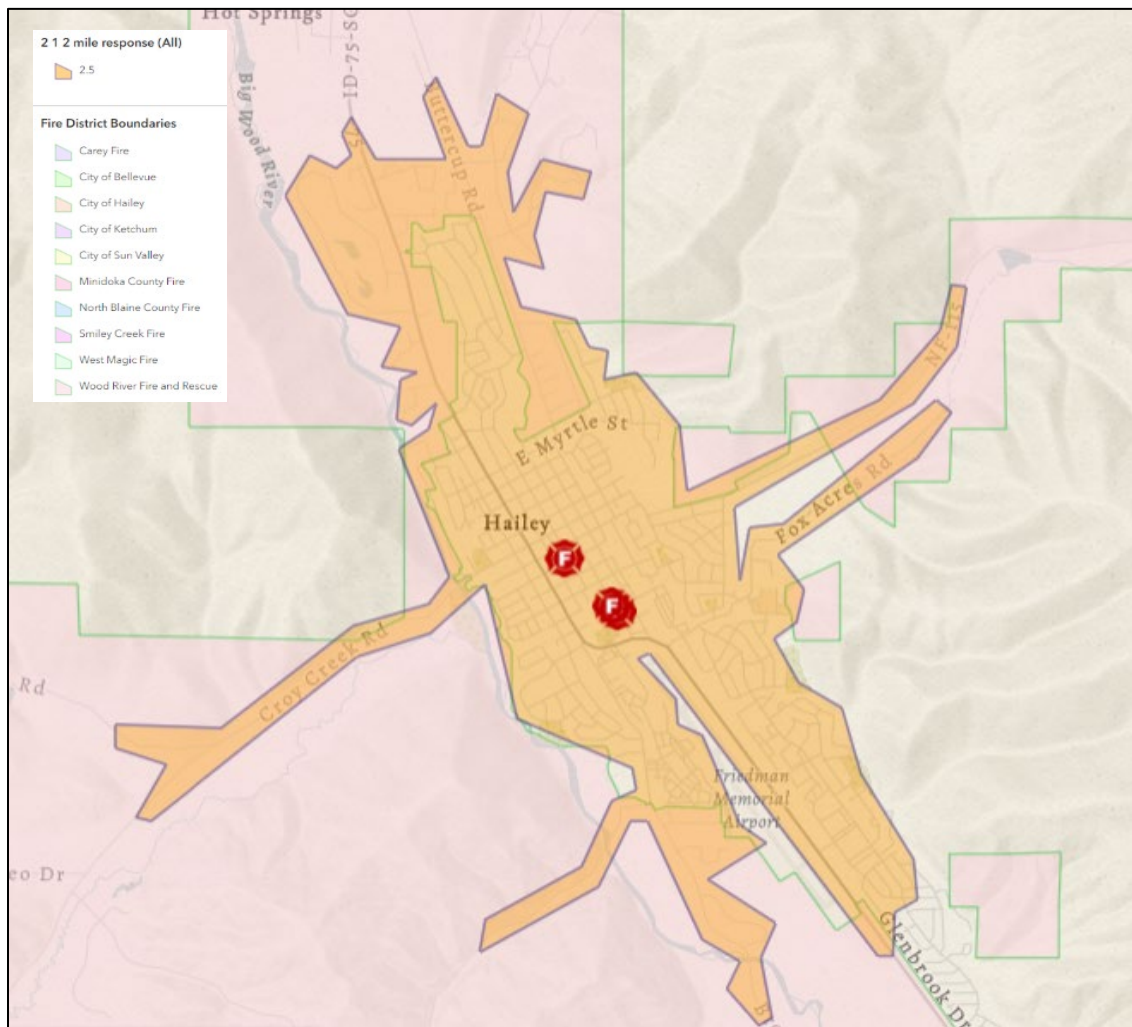


Figure 44: Wood River Fire & Rescue - ISRB 2-1/2 mile Ladder Service





Facilities

This project's scope does not include a thorough review of the facilities for the housing of fire protection and EMS resources, wherein each facility is categorized and ranked based on the criteria ESCI uses in the following figure. However, during site visits and the information-gathering process, ESCI consultants have developed observations relevant to the potential consolidation of services.

Figure 45: Generalized Criteria for Facility Rating

Excellent	<ul style="list-style-type: none"> • Like new condition. • No visible structural defects. • The facility is clean and well-maintained. • The interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. • No significant defect history. • Building design and construction match the building's purposes. • Age is typically less than ten years.
Good	<ul style="list-style-type: none"> • The exterior has a good appearance with minor or no defects. • Clean lines, good workflow design, and only minor wear on the building interior. • The roof and apparatus apron are in good working order, absent any significant full-thickness cracks or crumbling of the apron surface or visible roof patches or leaks. • Building design and construction match the building's purposes. • Age is typically less than 20 years.
Fair	<ul style="list-style-type: none"> • The building is structurally sound, with a weathered appearance and minor non-structural defects. • The interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. • Mechanical systems are in working order. • Building design and construction may not match the building's purposes well. • Shows increasing age-related maintenance but with no critical defects. • Age is typically 30 years or more.
Marginal	<ul style="list-style-type: none"> • The building is structurally sound, with a weathered appearance and moderate non-structural defects. • Full-thickness cracks and crumbling concrete on the apron may exist. • The roof has evidence of leaking and/or multiple repairs. • The interior is poorly maintained or showing signs of deterioration with moderate non-structural defects. • Problematic age-related maintenance and/or defects are evident. • It may not be well suited to its intended purpose. • Age is typically greater than 40 years.
Poor	<ul style="list-style-type: none"> • The building is cosmetically weathered and worn with potential structural defects, although not imminently dangerous or unsafe. • Large, multiple full-thickness cracks and crumbling concrete on the apron may exist. • The roof has evidence of leaking and/or multiple repairs. • The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. • Problematic age-related maintenance and/or major defects are evident. • It may not be well suited to its intended purpose. • Age is typically greater than 50 years.



Facility Locations

Blaine County has 16 fire and EMS locations for deploying and storing apparatus, equipment, and personnel. The following figure identifies the facility addresses and which of the ten agencies are responsible for delivering fire protection and EMS services.

Figure 46: Facility Description & Address

Department	Station Designator	Address
Smiley Creek	Station 1	222 Skidoo Lane, Sawtooth City
Sun Valley	Elkhorn Station	100 Arrowleaf Rd, Sun Valley
Sun Valley	City Hall Station	81 Elkhorn Road, Sun Valley
North Blaine County	Station 2 - Greenhorn	100 Fire Station Drive, Hailey
North Blaine County	Station 3- Griffin Butte	13100 State Hwy 75, Ketchum
Ketchum	Station 1	107 Saddle Rd, Sun Valley
Wood River Fire & Rescue	Station 1	117 East Walnut Street Hailey
Wood River Fire & Rescue	Station 2	701 South 3rd Avenue, Hailey
Wood River Fire & Rescue	Station 3	11035 Highway 75, Bellevue
Hailey	Station 1	617 South Third Avenue, Hailey
Bellevue	Station 1	517 North 2nd Street, Bellevue
Carey	Station 1	20552 North Main Street, Carey
Carey	Station 2	40 Picabo Fire Station Rd, Picabo
Carey	Station 3	801 Gannett Picabo Rd, Gannett
West Magic Fire District	Station 1	Pioneer Drive, West Magic
West Magic Fire District	Station 2-HQ Station	880 West Magic Road

Facility Accommodations

Each facility can house apparatus of specific requirements for the community, providing quarters for 24-hour staff or resident programs, as illustrated in the following figure.

Figure 47: Living Quarters, Staffing, Fire, EMS & Aerial Apparatus

Department/Station Designator	24-Hour Quarters	Min Staffing	FIRE Units	MED/AMB Units
Smiley Creek, Sta 1	Yes	Paid On Call	1 Engine, 1 Wildland, 1 Tender, 1 Rescue	
Sun Valley, Elkhorn	Yes	2 FFs/ EMT or PM	3 Engines, 1 Ladder, 1 Wildland, 1 Rehab, 2 Squads	ALS Engine (24/7)
Sun Valley, City Hall	No	POC	1 Wildland	
North Blaine County, Sta 2-Greenhorn	Yes	POC	1 Engine, 1, Wildland, 1 Tender	
North Blaine County, Sta 3-Griffin Butte	Yes	POC	2 Engines, 1 Tender	
Ketchum, Sta 1	Yes	4 FFs/ EMT or PM	1 Engine, 1 Ladder, 1 Wildland, 2 Rescue, 1 Squad	2 ALS Amb (24/7) (1 Reserve Amb)



Wood River Fire & Rescue, Sta 1	Yes	2 FFs/ EMT or PM	1 Engine	1 ALS Amb (24/7) (1 Reserve Amb)
Wood River Fire & Rescue, Sta 2	No	POC	1 Ladder, 1 Tender	
Wood River Fire & Rescue, Sta 3	Yes	2 FFs/ EMT or PM	2 Engines, 1 Wildland, 1 Tender, 1 Squad	1 ALS Amb (24/7)
Hailey, Sta 1	No	POC	4 Engines, 2 Squads	
Bellevue, Sta 1	No	POC	2 Engines, 2 Wildland	
Carey, Sta 1	No	POC	1 Engine, 2 Wildland, 1 Tender	1 BLS AMB (Vol) (1 Reserve Amb)
Carey, Sta 2 Gannet	No	POC	1 Engine, 1 Tender	
Carey, Sta 3 Picabo	No	POC	1 Engine, 1 Wildland, 1 Tender	
West Magic Fire District, Sta 1	No	POC	1 Engine, CAFS Unit	
West Magic Fire District, Station 2 (HQ)	Yes	POC	1 Engine, 1 Tender, 1 Wildland, 1 Hummer, 1 Chiefs Unit/Brush Patrol, 1 Rescue	

Station Condition














Eight of the 16 fire stations currently have amenities to accommodate 24-hour personnel, either full-time or paid-on-call members: Smiley Creek, Sun Valley Elkhorn, North Blaine Station 2-Greenhorn, North Blaine Station 3-Griffin Butte, City of Ketchum Station 1, Wood River Station 1, Wood River Station 3, and West Magic Station 2,

Smiley Creek fire station is a private residence with separate apparatus bays attached. Both North Blaine fire stations have adjacent residential quarters for individuals and families to live and volunteer. The North Blaine Station 3 (Greenhorn) has nearly completed a project providing multiple two and three-bedroom homes for a much-expanded volunteer residence program.

The City of Ketchum Fire Station opened in 2021 and is a 16,000-square-foot fire station funded through a \$11.5 million bond. The facility is designed with future growth considered. Wood River Station 1 provides 24-hour facilities, but it is hampered in its size and design features to serve the current sleeping quarters' privacy and workspace requirements. The Wood River Station 3 facility is of 1980s construction, fully protected with sprinklers, and has multiple private sleeping facilities, a training room, and office spaces. West Magic Station 2 has sleeping accommodations.

Most other facilities in Blaine County were constructed with the intent of housing apparatus and providing limited meeting room amenities. The following figure provides the condition of each facility. Without significant remodeling or reconstruction, the remainder of the facilities cannot meet alternative staffing needs. The facilities will only accommodate the traditional volunteer response system.

Figure 48: Facility Condition

Department/Station	Facility Condition	Photo
Smiley Creek, Sta 1	Fair	
Sun Valley, Elkhorn	Good	
Sun Valley, City Hall	Fair	
North Blaine County, Sta 2	Fair	
North Blaine County, Sta 3	Fair	
Ketchum, Sta 1	Excellent	
Wood River Fire & Rescue, Sta 1	Good	
Wood River Fire & Rescue, Sta 2	Marginal	
Wood River Fire & Rescue, Sta 3	Good	
Hailey, Sta 1	Fair	
Bellevue, Sta 1	Marginal	
Carey, Sta 1	Fair	
Carey, Sta 2	Fair	
Carey, Sta 3	Fair	
West Magic Fire District, Sta 1	Fair	
West Magic Fire District, Sta 2 (HQ)	Fair	



Key Factors Toward Success

There are a multitude of driving factors that will determine the success of any cooperative service delivery effort in Blaine County. These include credible leadership, commitment to cooperation, open and honest communications, trust, respect, and a true sense of a unified mission and direction. Ultimately, setting aside personal agendas to achieve what is best for the residents of Blaine County, not the individuals involved or their jurisdiction's interests, has the potential to yield a world-class fire and emergency service agency.

Through the initial meetings with the elected officials who serve on the Steering Committee, there have been positive interactions and an indication that the group desires a consolidated fire and EMS agency in Blaine County. Meetings with the City Administrators have also been very productive, with a strong sense that a consolidated agency would better serve the community and that the City Administrators' committed leadership will play a key role in the overall project effort as members of the Project Management Team.

ESCI's observation thus far is that the Fire Chief group, who make up the Technical Committee, are not yet unified in their leadership approach, nor with the mission and direction of delivery of fire and emergency services in Blaine County. Conversations with the Fire Chiefs in private settings, interactions during group meetings, and overall observations during site visits have shown a long history of strained relationships among fire department organizations. Open communications with each other are essential to rebuilding the trust and cohesiveness necessary for the organizations to interact successfully going forward.

Immediate opportunities for countywide collaboration and coordination include a fully embracing automatic aid, seamless boundary response, adoption of a unified incident command system and policies, congruent data collection systems, and a comprehensive joint training program. A bottom-up effort to develop these core elements will allow the agencies to build upon successes, establish trust, and engender open communication channels, all of which are essential to a successful consolidation in the future. Developing a clear, defined action plan to establish these elements will provide the community and the County with measurable results.

Undoubtedly, these issues have a trickle-down effect on the respective organizations and can hamper the success of any countywide consolidation effort. ESCI believes that leaders across all the agencies and levels of government, policymakers, administrative, and operational, will require strong, positive direction and commitment to find success in the consolidation effort.



Cooperative Service Recommendations

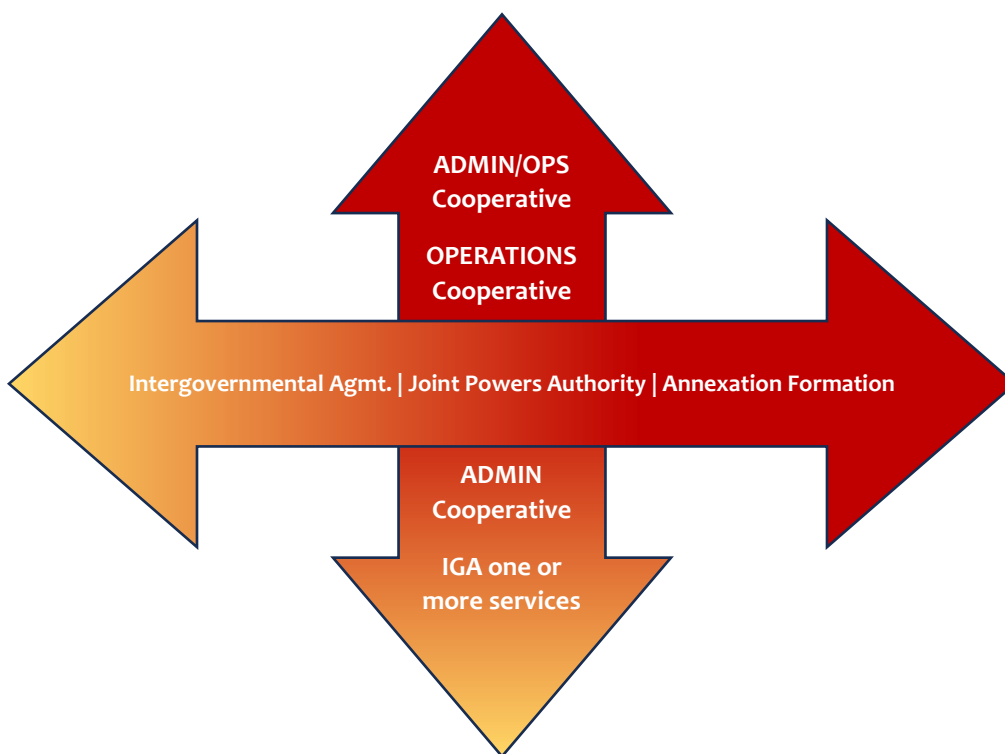
Over the past decade, Blaine County has numerous times considered the issue of consolidation of fire services. This has included several consultant studies involving various fire service agencies. In 2023, Blaine County contracted with the current consulting team to facilitate opportunities for cooperative services. A consistent theme that has emerged through the efforts of this project is that Blaine County has an opportunity to improve the efficiency of fire and emergency services in the county through consolidation, the community is interested in improving service delivery through consolidation, and the elected and appointed leaders throughout the County are committed to exploring consolidation opportunities.

Since June 2023, the consultant team has completed a wide variety of activities. This has included:

- Individual meetings with Fire Chiefs
- Meeting with designated firefighter labor group leadership
- Meetings with City Administrators of Hailey, Ketchum, and Sun Valley (Project Management Team)
- Meetings with the elected officials from each jurisdiction (Steering Committee)
- Meetings with the county Fire Chiefs (Technical Committee)
- Site visits to each Agency and facilities
- Review of staffing levels for each Agency
- Review of incident and response time data
- Review of fire station locations and evaluated optimization through GIS analysis.
- Review of projected future development in the County

A key element of moving forward is recognizing multiple consolidation options from governance, financial, and operational perspectives. The options include developing intergovernmental agreements, forming a Joint Powers Authority (JPA), which could be an interim step to a formal consolidated agency via annexation, or forming a new Fire District. Decisions about the scope of services to be delivered also provide various options for cooperative services. This can involve one or more specific services such as code enforcement, training, maintenance, EMS, and others. Organizations may also choose to consolidate administrative services only or operational services only. It should be noted that partial integration of services also scales the potential cooperative service efficiencies; the more cooperative elements shared, the higher the degree of efficiency or effectiveness. The following graphic illustrates the range and scope of services.

Figure 49: Cooperative Services Range and Scope



In addition to deciding on the organizational legal structure, there is also a decision point on which jurisdictions may develop partnerships. The following configurations could be viable options:

- Countywide consolidation of all agencies into one new organization.
- Create one centralized organization that serves one or more core population areas with the possibility that one or more agencies remain independent based on service efficiencies, geography, or financial considerations.
- Create two new organizations, one serving the north half of the county and one serving the south half of the county.
- Create two new organizations, one serving the north half of the county and one serving the county's southern half, with the possibility that one or more agencies remain independent based on service efficiencies, geography, or financial considerations.

Service providers have drawn ESCIs' attention to other countywide systems with similar structures and service deployments. Appendix A discusses the governance structures of these two other systems and the net power limitations under Idaho law.



The movement toward consolidation of fire and emergency services in Blaine County has the potential to provide various benefits to the community. Potential benefits include:

- Improved organizational structure(s) that eliminate duplication, reduce excessive executive-level positions and better align available human capital with service needs.
- Develop and adopt a defined standard level of service across the county.
- Improved training and consistency through a consolidated Training Division(s)
- More effective delivery of services through improved resource deployment
- Potential reduction of equipment and replacement/maintenance costs
- Potential for reduction of facility operations and maintenance costs
- Increased level of specialization such as fire prevention, public education, etc.
- Increased flexibility to adapt and meet changing demands and expectations as the population grows.

ESCI suggests important timeframes for the client to implement the various recommendations or adopt and modify the timeframes. The following timelines are categorized into **Short-Term (0-1 Year)**, **Mid-Term (1-2 Years)**, and **Long-Term (2-3 Years)**. Based on the work in this initial phase of the project, the following are initial recommendations:

1: Consolidation Process

Outcome:

Consolidate fire and emergency medical services throughout Blaine County.

Initiatives:

1A: Short-Term: Complete evaluation of consolidation options and determine optimum direction.

1B: Mid-Term: Utilize the ESCI Implementation Planning Process

- Develop joint Vision, Mission, and Values statements (Common Perspective)
- Establish Implementation Policy Committee (Steering Committee)
- Develop an Implementation Strategic Plan (To-Do List)
- Establish Implementation Work Group (Reporting to the Steering Committee)
 - Governance (Alternative Models)
 - Finance (Pro-Forma Budget, CIP)
 - Legal (Advice and Counsel)
 - Operations (Deployment)
 - Support Services (Dispatching, Training, Maintenance, Fire Code, Public education)
 - Logistics (Purchasing, Uniforms, Supplies, Small Equipment, Medical Supplies)
 - Communications (Internal/External)



2: Emergency Operations

Outcome:

Improved fire and emergency medical services operations.

Initiatives:

2A: Short-Term: Establish a single, collaborative countywide training plan to be implemented with all agencies.

2B: Short-Term: Implement seamless boundary automatic aid agreements that dispatch the closest, appropriate resource regardless of jurisdictional boundaries.

2C: Short-Term: Implement a full set of Standard Operating Procedures countywide.

2D: Mid-Term: Fully implement Medical Priority Dispatching and complete installation of MDCs in apparatus

2E: Mid-Term: Implement Automatic Vehicle Locators for all apparatus to be utilized by dispatch to send the closest resources.

3: Capital Assets

Outcome:

Improved overall management of fire stations and apparatus.

Initiatives:

3A: Mid-Term: Develop a long-range facilities master plan.

3B: Mid-Term: Develop a fleet management replacement/refurbishment plan.

4: Maximizing Resources

Outcome:

Implementation of a countywide resource deployment plan.

Initiatives:

4A: Mid-Term: Complete countywide Standards of Cover to determine fire station and apparatus needs.

5: Data Collection

Outcome:

Improved decision-making through enhanced, consistent data collection.

Initiatives:

5A: Mid-Term: Adopt a standard data platform to be utilized by all fire and emergency services agencies in the County.



EMS Recommendations

This last year, the consulting team has had the opportunity to meet with multiple stakeholders, learn about the system, review previous studies, listen to different perspectives, and form some initial recommendations for Blaine County stakeholders to consider. We are providing these recommendations specific to two different service delivery perspectives because the responsibilities are distinct between the Fire and EMS providers and the County Commissioners.

EMS Medical Director and Coordinator Discussion

ESCI found that individual agencies coordinate various aspects of Emergency Medical Service delivery, such as training, EMS quality improvement, and regional deployment policies. Also, agencies collect data and report their performance relative to the service area of that respective agency and their standards. However, there is no countywide evaluation of performance integrating the performance of BLS agencies.

The responsibility for the overall countywide system performance currently rests with the Blaine County Commissioners, more specifically the Blaine County Ambulance Board, who is responsible for establishing policy for the EMS service delivery such as level of service standards, oversight of system deployment, asset distribution, and financial sustainability. ESCI believes that the Ambulance Board needs assistance evaluating the system performance and function from a countywide perspective rather than an individual agency reporting perspective. Further, countywide coordination of the various ALS and BLS agencies, the EMS Medical Director, Blaine County Dispatch, Resort Medical Staff, and St. Luke's Wood River Medical Center should be coordinated in providing the optimum delivery of EMS care.

Section 56-1011, Idaho Code, states that all licensed EMS personnel must provide emergency medical services under the supervision of a designated EMS medical director. The **EMS Medical Director** is responsible by Administrative Rule¹ to approve EMS personnel to:

- Function within the scope of certification.
- Restrict or withdraw approval of the provider.
- Review EMS provider qualifications.
- Document provider proficiencies.
- Implement improvement programs.
- Update procedures, protocols, and care delivery.

A County EMS Coordinator position, as recommended by ESCI, can provide an integral hub for coordinating multiple components of the EMS system. The EMS Coordinator would predominantly provide expertise and guidance to the Ambulance Advisory Committee and Ambulance Board and be a resource and link between the EMS Medical Director and EMS providers. Some examples of duties other **EMS Coordinators** have:

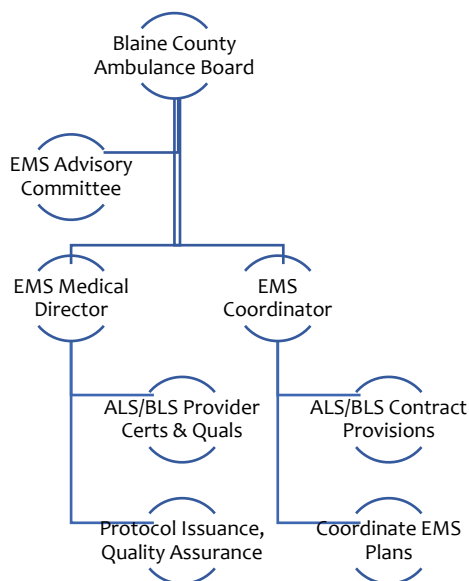
- Implement and coordinate the EMS System Plan, ensuring state and federal regulations compliance.

¹ IDAPA 16.02.02, Section 300

- Manage contracts and ensure contractors are accountable for service provisions.
- Prepare budget and Capital Apparatus Plan
- Facilitate meetings to achieve consensus.
- Interpret applicable laws and regulations and develop/recommend compliance alternatives.
- Respond and coordinate the resolution of difficult and sensitive citizen inquiries.
- Apply collaborative approaches to improving program services.
- Interpret and apply administrative and departmental policies and procedures
- Establish and maintain positive and professional working relationships
- Works collaboratively with the EMS Medical Director to ensure compliance with statutes/regulations.

The following figure depicts the proposed organizational relationship between the stakeholders, the EMS Coordinator, and the EMS Medical Director.

Figure 50: Stakeholder Relationship



During PMT Meetings, the consolidating and dividing various positions within the County with the EMS Coordinator was discussed. There are many ways noted across the country to coordinate EMS systems. ESCI has found that It is common for Counties to fill a position to coordinate the multiple aspects of EMS from a countywide perspective. If revenue or workload is limited, Counties also align Emergency Management and EMS functions into one position or within the same office. It has also been seen as delegating the entire EMS delivery function to an IGO or JPA. In these instances, EMS coordination occurs within that organizational structure when the IGO or JPA organization is responsible for the entire EMS delivery countywide. Regardless of how EMS coordination is accomplished, it is a local decision. ESCI recommends that a position be developed for this function.



6: System Oversight

Outcome:

System regulation and policy are fundamental to providing emergency medical services and are the basis for effective system design.

Strategies:

The County Commissioners should actively establish the level of service, develop updated contracts to achieve the level of service, monitor performance, enforce the compliance of said contracts, and publicly report success or shortcomings regularly.

Initiatives:

6A: Short-Term: Establish and appoint a community EMS Advisory Committee to provide feedback and recommendations for the Ambulance Board.

- St Luke's Medical Center (President/CEO, Chief of Staff)
- Blaine County Medical Program Director (Ex Officio)
- Emergency Medical Expert (Emergency Room Physician or Trauma Nurse)
- Two community members at Large with emergency care experience (North and South)
- Dispatch Center (Director, Lead Supervisor)

6B: Short-Term: Develop and identify the types of EMS services, performance standards, and service levels for the community.

6C: Short-Term: Employ or assign a County EMS Coordinator to facilitate the oversight of the EMS System.

6D: Short-Term: Ensure consistent data collection and reporting mechanisms are in place and continually evaluate and re-evaluate the EMS System components.

7: EMS Operations

Outcome:

EMS system operations include coordinating multiple system elements; therefore, carefully evaluating each component's operational application and system outcome is paramount.

Strategies:

The County, through the EMS Coordinator, should move to implement systems that provide the closest and best-matched resources to the emergency regardless of jurisdictional boundaries.

Initiatives:

7A: Mid-Term: Implement Automatic Vehicle Location (AVL) fully, dispatching for all contracted EMS units to ensure that the closest unit is dispatched to high-acuity incidents.

7B: Mid-Term: Develop countywide policies and procedures, including but not limited to EMS supply standards, mutual aid-move-up, and purchases of bulk medical supplies.

7C: Long-Term: Require implementation of EMS Ambulance units dispatched through the criteria established within the "Priority Dispatch" EMD program.



8: EMS System Finance

Outcome:

Consistent and effective administration of public monies for delivering EMS services is essential to developing community expectations and government confidence.

Strategies:

The County Commissioners should determine the type and level of EMS services and the area to be served and ensure modifications of contracts are based on measurable metrics of improved service delivery.

Initiatives:

8A: Short-Term: Conduct a cost allocation study to determine the actual costs of EMS services versus Fire Protection Services to ensure proper allocation of public funds from the district.

8B: Short-Term: Categorize types of services provided and establish the subsidy level for each class of EMS resource by developing service level statements.

8C: Short-Term: Update the ambulance district fee schedule and evaluate the prospect of receiving GEMT funding sources for EMS delivery and ambulance transport services.

8D: Mid-Term: Develop a ten-year prospective Capital Improvement Plan for EMS Capital equipment and apparatus.

8E: Mid-Term: Establish Countywide apparatus and equipment replacement criteria, surplus standards, and disposal procedures.

9: EMS Medical Oversight

Outcome:

Effective medical oversight ensures physicians have appropriate clinical oversight of the emergency medical system. This includes, for example, oversight of on and off-line medical direction, protocol development, clinical quality assurance and improvement, understanding of emergency operations, and field observations.

Strategies:

The County Commissioners should ensure that the contract for service for the EMS Medical Director (Emergency Care Physician) establishes specific, measurable outcomes that serve the County's EMS system and is monitored for compliance.

Initiatives:

9A: Short-Term: Ensure compliance with patient care standards, including online and offline communication standards and medical protocols.

9B: Short-Term: Ensure that the qualifications of pre-hospital personnel involved in patient care and emergency medical dispatch are maintained.

9C: Short-Term: Provide direction and authorization for developing and revising systemwide protocols, policies, and procedures for all patient care activities from dispatch through triage, treatment, and transportation, consistent with State Standards.

9D: Mid-Term: Provide direction for effective quality improvement programs for continuous system and patient care improvement.

9E: Long-Term: Participate in planning activities such as mutual aid, disaster planning and management, and hazardous materials response.



TABLE OF FIGURES:

Figure 1: Blaine County Fire Department Class Ratings12

Figure 2: Blaine County Organizational Chart.....13

Figure 3: Cities of Ketchum & Sun Valley Contracted EMS Service Areas..... 16

Figure 4: Wood River and Carey Contracted EMS Service Areas 16

Figure 5: Smiley Creek Rural Fire Protection District Boundary17

Figure 6: North Blaine County Fire District Boundary 18

Figure 7: City of Ketchum Fire Protection Boundary 19

Figure 8: City of Sun Valley Fire Department Boundary.....20

Figure 9: City of Hailey Fire Department Boundary21

Figure 10: Wood River Fire and Rescue Fire Protection Boundary..... 22

Figure 11: City of Bellevue Fire Department Boundary..... 23

Figure 12: Carey Rural Fire and Rescue Boundary 24

Figure 13: West Magic Fire District Boundary 25

Figure 14: Ketchum Fire Service Area - Payor Mix 27

Figure 15: Wood River Fire Service Area - Payor Mix..... 27

Figure 16: Number of Transports by Agency 28

Figure 17: Count of Career and Volunteer Staff by Department..... 30

Figure 18: Paid Positions by Title31

Figure 19: Administrative/Support Paid Staff Count31

Figure 20: Operation/Line Paid Staff Count31

Figure 21: Agency Staff and Station Characteristics 32

Figure 22: Min/Max Staffing Levels - Full-time Shifts..... 33

Figure 23: Hour-of-Day Incident Demand 36

Figure 24: Day of Week Incident Demand 36

Figure 25: Monthly Incident Demand..... 37

Figure 26: Percent of total incidents by Agency 37

Figure 27: Northern Blaine County EMS Incidents 38

Figure 28: Northern Blaine County Fire Incidents 38

Figure 29: Southern Blaine County EMS Incidents..... 39

Figure 30: Southern Blaine County Fire Incidents..... 39

Figure 31: Smiley Creek RFPD - ISRB 1-1/2 mile First Due Engine 41

Figure 32: North Blaine County FD - ISRB 1-1/2 mile First Due Engine (NORTH)..... 42

Figure 33: North Blaine County FD - ISRB 1-1/2 mile First Due Engine (SOUTH)..... 42

Figure 34: City of Ketchum FD - ISRB 1-1/2 mile First Due Engine..... 43

Figure 35: City of Sun Valley FD - ISRB 1-1/2 mile First Due Engine44

Figure 36: City of Hailey FD - ISRB 1-1/2 mile First Due Engine..... 45

Figure 37: Wood River Fire & Rescue - ISRB 1-1/2 mile First Due Engine (NORTH).....46

Figure 38: Wood River Fire & Rescue - ISRB 1-1/2 mile First Due Engine (SOUTH)..... 47

Figure 39: City of Bellevue FD - ISRB 1-1/2 mile First Due Engine48

Figure 40: Carey Rural Fire & Rescue - ISRB 1-1/2 mile First Due Engine.....49

Figure 41: West Magic Fire District - ISRB 1-1/2 mile First Due Engine..... 50

Figure 42: City of Ketchum FD - ISRB 2-1/2 mile Ladder Service.....51

Figure 43: City of Sun Valley FD - ISRB 2-1/2 mile Ladder Service..... 52



Figure 44: Wood River Fire & Rescue - ISRB 2-1/2 mile Ladder Service 53

Figure 45: Generalized Criteria for Facility Rating..... 54

Figure 46: Facility Description & Address..... 55

Figure 47: Living Quarters, Staffing, Fire, EMS & Aerial Apparatus..... 55

Figure 48: Facility Condition 57

Figure 49: Cooperative Services Range and Scope..... 60

Figure 49: Stakeholder Relationship..... 64



APPENDIX A: EMS JOINT POWERS CONSIDERATIONS



MEMORANDUM

TO: Emergency Services Consulting International (ESCI) & Woolpert

FROM: Hawley Troxell Ennis & Hawley LLP

DATE: February 15, 2024

RE: Fire Protection / EMS Joint Powers Considerations

Blaine County, Idaho has retained Woolpert, which partnered with Emergency Services Consulting International (ESCI), to evaluate and facilitate the consolidation of Emergency Service organizations and partners to improve the EMS delivery system for Blaine County residents. In this context, ESCI and Woolpert have requested that Hawley Troxell provide a brief overview of how joint powers entities function in Idaho, including an explanation of the “net powers” limitation applicable to these joint powers arrangements. In addition, we have been asked to provide a comparative analysis of similar arrangements elsewhere in the State, and to provide an analysis of how the net powers limitation of the Joint Powers Act impacts any potential joint powers arrangement between Blaine County cities, fire protection districts, and the Blaine County Ambulance District for provision of fire protection and emergency response services. This Memorandum seeks to address each of these inquiries.

A. Joint Powers Entities Generally; Net Powers Limitation

In general, Idaho’s “Joint Powers Act”¹ allows “public agencies”² to exercise their powers jointly to make more efficient use of their resources to the mutual advantage of such public agencies and the public they serve.³ The Joint Powers Act essentially functions as a mechanism for public agencies to collaborate, subject to the limitation that each public agency cannot exercise jointly any more powers than that public agency has individually. Stated another way, the authority of a joint powers entity may not exceed the net statutory powers of the delegating

¹ Idaho Code §§ 67-2326 –2333.

² “Public Agency” includes any city or political subdivision of any state, or an instrumentality of a county, city or political subdivision. Accordingly, a city, a fire protection district and an ambulance district are each a “public agency” for purposes of the Joint Powers Act.

³ The Joint Powers Act’s stated purpose is “. . . to permit the state and public agencies to make the most efficient use of their powers by enabling them to cooperate to their mutual advantage and thereby provide services and facilities and perform functions in a manner that will best accord with geographic, economic, population, and other factors influencing the needs and development of the respective entities.” Idaho Code § 67-2326.



Memorandum
February 15, 2024
Page 2

Boise

public agencies.⁴ This means that a joint powers entity can only exercise the *net* of the combined powers of its members (i.e., the overlapping powers⁵)—if any single member could not lawfully exercise a power granted to the joint powers entity, then the grant of that power to the joint powers entity is improper and outside of the authority of the joint powers entity.⁶

Thus, the Joint Powers Act is not authorizing legislation creating a specific type of public entity and enumerating a set of powers, but rather is merely a mechanism by which public agencies may collaborate to exercise their powers jointly, subject to the caveat that the public agencies are limited to exercising the *net* of their combined powers. The exercise of these powers can be conducted by agreement (often referred to as a joint powers agreement) in one of two ways: (1) by the formation of a separate legal or administrative entity that conducts the joint undertaking of the public agencies, or (2) establishment by agreement of an administrator or joint board that is responsible for conducting the joint undertaking.⁷

Under the Joint Powers Act, public agencies may enter into an agreement for joint action after necessary approval from the respective governing bodies of the public agencies.⁸ The specific requirements as to what must be contained in the agreement for each type of joint powers entity are set forth in section 67-2328, Idaho Code. Among these requirements, the joint powers agreement should provide the precise organization, composition and nature of the joint powers entity (or joint board) along with the powers delegated by the member public agencies.⁹ A joint powers entity or joint board can only exercise the powers that have been delegated to it by its members—again, subject to the “net powers” limitation discussed above.

B. Examples of Joint Powers Entities Providing Ambulance/EMS

Two primary examples have been identified in Idaho of cooperation between public agencies to provide emergency services: (1) the EMS system in Teton County, Idaho and (2) the Kootenai County Emergency Medical Services System (the “KCEMSS”). The structure for each is briefly discussed below.

⁴ In this regard, the Joint Powers Act expressly provides that “nothing in this act shall be interpreted to grant any state or public agency thereof the power to *increase or diminish* the political or governmental power of the United States, the state of Idaho, a sister state, nor any public agency of any of them.” Idaho Code § 67-2333 (emphasis added).

⁵ Think of a Venn diagram of statutory authority for each member.

⁶ See Idaho Code § 67-2328(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 *having the same powers, privileges or authority but never beyond the limitation of such powers privileges or authority.*”) (emphasis added).

⁷ Idaho Code § 67-2328(b)–(d).

⁸ Idaho Code § 67-2328(b).

⁹ Idaho Code § 67-2328(c)(2).



Memorandum
February 15, 2024
Page 3

Boise

1. *Teton County*

According to the website for Teton County, the Board of County Commissioners serve as the Board of Directors for the Teton County Ambulance Service District.¹⁰ The Teton County Ambulance Service District contracts directly with the Teton County Fire Protection District to staff and operate the ambulance district's ambulances. Thus, the structure in Teton County appears to be a contractual relationship between the ambulance district and the fire protection district to operate the ambulance service, rather than a joint powers arrangement entered into by both parties to provide fire protection and ambulance services jointly. This arrangement appears to be limited solely to ambulance services and does not provide for a joint undertaking of fire protection as well. Accordingly, the Teton County example largely mirrors the current arrangement in Blaine County except that there is only one fire district.

2. *Kootenai County*

The KCEMSS in Kootenai County appears to be a more comprehensive arrangement between a handful of public agencies that have formed a joint powers board, rather than a contractual relationship like in Teton County. These agencies include the City of Coeur d'Alene, the fire protection districts in Kootenai County, and the Kootenai County Ambulance District. The KCEMSS is governed by a joint board comprised of a representative of each of its members. Its purpose is to pool resources together and make efficient use of staffing to provide emergency response services. Funding for KCEMSS is primarily through ambulance revenues collected from users of its services, with the second largest source of funding being the ambulance district levy. The KCEMSS owns the ambulances operated by its constituent members and pays these member agencies to provide the needed apparatus and staffing to execute EMS services. Like in Teton County, this arrangement is limited to EMS services rather than fire protection.

C. **Joint Powers Entity for Fire Protection and Ambulance/EMS in Blaine County**

With public agencies in Blaine County considering consolidation of fire protection and emergency medical services, the formation of a joint powers entity is one potential option in furtherance of the efficiencies being sought. In the case of a joint powers entity between fire protection districts and cities, the net powers of cities and fire districts would, at a minimum, allow for the provision of fire protection services, employment of necessary staff for such services, and the purchase and owning of facilities and equipment necessary for the same. The primary limitation would be sources of funding, where cities and fire protection districts operate based on different funding sources (i.e., funded from city funds and fees such as impact fees or local option taxes vs. funding from an authorized ad valorem property tax specifically for fire protection, respectively). Despite this difference, the joint powers entity could nevertheless operate based on annual funding contributions from its constituent members and collection of ambulance revenues, much like the KCEMSS.

¹⁰ <https://www.tetoncountvidaho.gov/department.php?deptID=1&menuID=1>.



Memorandum
February 15, 2024
Page 4

Boise

In addition, a joint powers arrangement between cities and fire districts alone could also allow for the provision of EMS/ambulance services—cities and fire districts alike possess the power to provide these services. **Inclusion of the Blaine County Ambulance District in a joint powers entity with cities and fire protection districts, however, would limit the powers of the joint entity solely to ambulance/emergency medical services due to the net powers limitation discussed above.** Stated simply, because the Blaine County Ambulance District does not have statutory authority to provide fire protection services, any joint powers entity in which the Blaine County Ambulance District is a member cannot provide fire protection services. For this reason, the Blaine County Ambulance District should not join a joint powers entity formed to provide *both* fire protection services and EMS/ambulance services. This limitation is reflected in the KCEMSS example—a joint powers board that creates cooperation in emergency medical services among the city, fire districts and the ambulance district, but does not provide for fire protection. Nonetheless, the Blaine County Ambulance District may separately contract with such a joint powers entity for the provision of ambulance services (as it currently does with fire districts and cities within the County).



APPENDIX B: PRIMER - FIRE & EMS MEASURES

A PRIMER ON FIRE AND EMS STANDARDS AND PERFORMANCE MEASURES

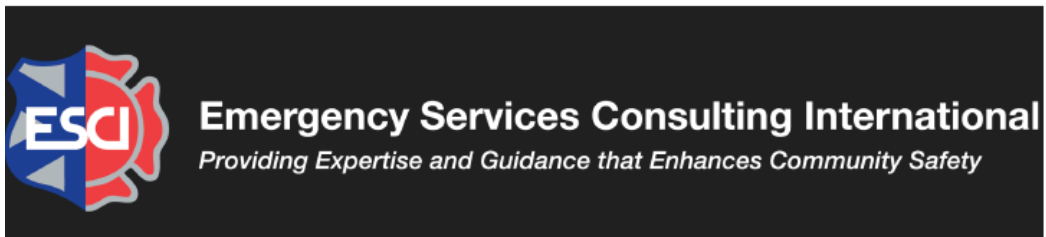




Table of Contents

- Foundations of Fire Performance Metrics 1
 - Dynamics of Fire in Buildings 1
 - Fire Deaths in the U.S. 3
- Idaho Survey and Rating Bureau 6
 - Engine Company Performance 6
 - Ladder Company Performance 6
 - ISO Fire Station Coverage 6
 - Water Supply and Hydrant Locations 6
- Response Time Intervals 7
 - Response time Intervals 7
- Response Time Standards 9
 - People, Tools, and Time 9
- EMS Services 11
 - EMS Delivery Configurations 13
 - Multiple-Role EMS Agency 13
 - Single-Role EMS Agency 13
 - Hospital-Based EMS Transport Agency 13
 - Private EMS Agency 13
 - Third-Service EMS Agency 13
 - Public Utility EMS Agency 13
 - EMS Agency Staffing Types 14
 - Career 14
 - Volunteer 14
 - Combination 14
 - Types of Response Service 15
 - Single-Tier Response Service 15
 - Tiered Response Service 15
 - Resource Deployment 15
 - Fixed Deployment 15
 - Dynamic Deployment 15
- Measuring Workload (Unit Hour Utilization) 16



Foundations of Fire Performance Metrics

Dynamics of Fire in Buildings

Most fires within buildings predictably develop unless influenced by highly flammable material. Ignition, or the beginning of a fire, starts the sequence of events. It may take several minutes or even hours from ignition until a flame is visible. This smoldering stage is extremely dangerous, especially when people are asleep, since substantial amounts of highly toxic smoke may be generated during this phase.

Once flames do appear, the sequence continues rapidly. Combustible material adjacent to the flame heats and ignites, spreading to adjacent materials if sufficient oxygen is present. As the objects burn, heated gases accumulate at the room's ceiling. Some of the gases are flammable and highly toxic.

Soon, the flammable gases at the ceiling and other combustible material in the room of origin reach ignition temperature. At that point, an event termed "flashover" occurs; the gases and other materials ignite, igniting everything in the room. Once a flashover occurs, damage caused by the fire is significant, and the environment within the room can no longer support human life. Flashover usually occurs about five to eight minutes from the appearance of flame in typically furnished and ventilated buildings. Since a flashover dramatically influences a fire event's outcome, the fire agency aims to apply water to a fire before a flashover occurs; this then dictates the response time goals.

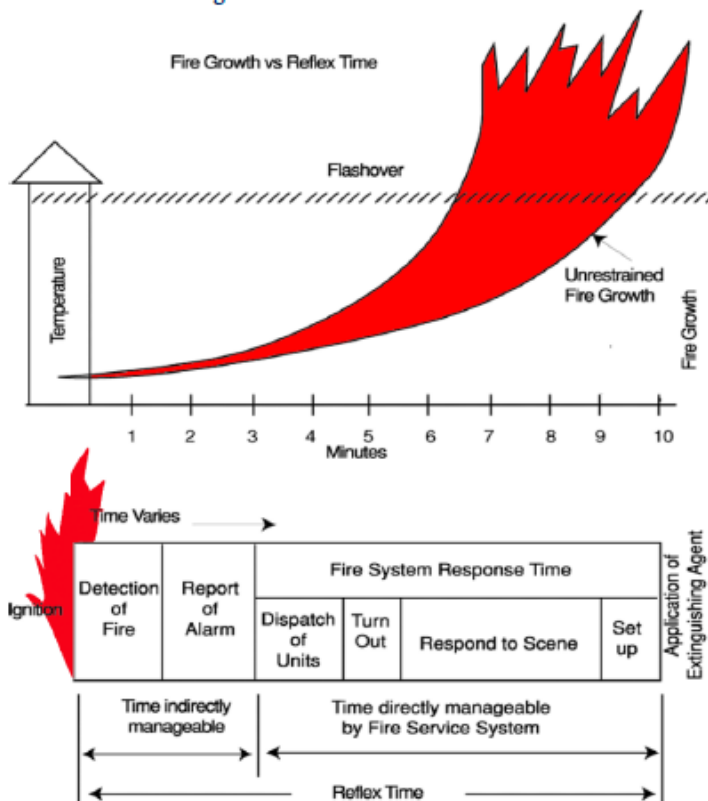
Although modern codes tend to make fires in newer structures more infrequent, today's energy-efficient construction (designed to hold heat during the winter) also tends to confine the heat of a hostile fire. In addition, research has shown that modern furnishings ignite more quickly and burn hotter due to synthetics. In the 1970s, scientists at the National Institute of Standards and Technology found that building occupants had about 17 minutes to escape after a fire broke out before being overcome by heat and smoke. Today, that estimate is as short as three minutes. The necessity of adequate early warning (smoke alarms), early suppression (fire sprinklers), and firefighters arriving on the scene of a fire in the shortest period is more critical now than ever.

The prompt arrival of at least four personnel is critical for structure fires. Federal regulations (CFR 1910.120) require personnel entering a building involved in a fire to be in groups of two or more to ensure firefighter safety. Further, before personnel can enter a building to extinguish a fire, at least two personnel must be on the scene and assigned to conduct search and rescue in case the fire attack crew becomes trapped. This is referred to as the "Two-In/Two-Out" rule. Further, all four are not required to arrive in the same response vehicle. Many fire departments rely on several units arriving simultaneously to assemble enough personnel to initiate an interior fire attack.

As crucial as preventing flashover is the need to control a fire before it damages the structural framing, which may result in collapse risks. Materials used to construct buildings today are often less fire-resistive than the heavy structural skeletons of older frame buildings. Roof trusses and floor joists are commonly made with lighter materials that are more easily weakened by the effects of fire. "Lightweight" roof trusses fail after five to seven minutes of direct flame impingement. Plywood I-beam joists can fail after as little as three minutes of flame contact, creating a dangerous environment for firefighters.

In addition, the contents of buildings today have a much greater potential for heat production than in the past. The widespread use of plastics in furnishings and other building contents rapidly accelerates fire spread and increases the water needed, and subsequently firefighters, to effectively control a fire. All these factors make the early application of water essential to a successful control and fire outcome. The figure below illustrates the sequence of events during the growth of a structure fire over time.

Figure 1: Fire Growth vs. Reflex Time

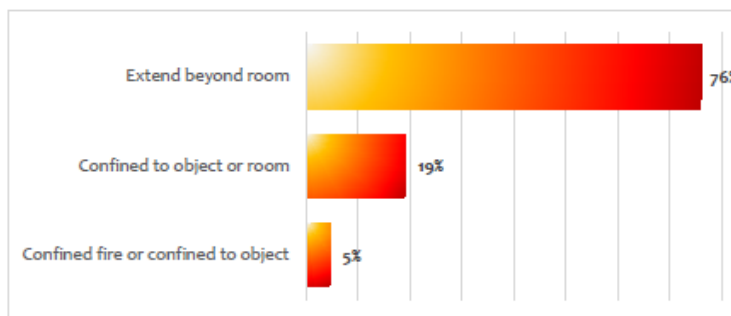


As is apparent by this description of the sequence of events, applying water in time to prevent flashover is a critical goal for any fire department.

Fire Deaths in the U.S.

The National Fire Protection Association found that fires contained to the room of origin (typically extinguished before or immediately following flashover) had significantly lower rates of death, injury, and property loss when compared to fires that had an opportunity to spread beyond the room of origin (typically extinguished post-flashover). As evidenced in the following figure, civilian deaths rise significantly as the extent of fire damage increases.

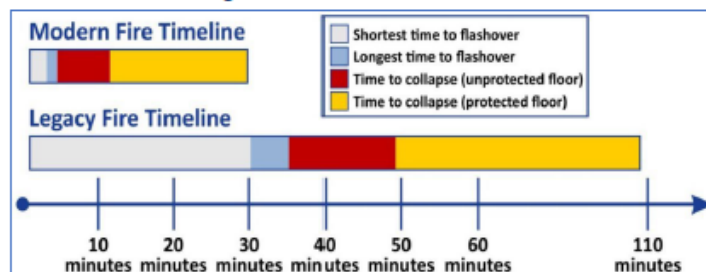
Figure 2: Civilian Deaths by Extent of Fire Spread – FEMA 2013



There have been changes in the residential fire environment over the past several decades. These changes include larger homes, different home geometries, increased synthetic fuel loads, and changing construction materials.

Several events must take place quickly to make it possible to achieve fire suppression before flashover. The following figure illustrates the sequence of events comparing modern materials vs. legacy materials.

Figure 3 Fire Growth vs. Reflex Time



As is apparent by this description of the sequence of events, applying water in time to prevent flashover is a severe challenge to any fire department. It is critical, though, as studies of historical fire losses can demonstrate.



Critical Tasking and Alarm Assignments

A Fire Department should have the resources to effectively mitigate the incidents with the highest potential to impact the community negatively. As the actual or potential risk increases, the need for higher numbers of personnel and apparatus also increases. Specific critical tasks need to be accomplished with each type of incident and corresponding risk, and specific numbers and types of apparatus should be dispatched. This section considers a community's risks and illustrates the number of personnel typically necessary to accomplish the critical tasks in an emergency.

Work in fire emergencies can be categorized into two key components—life safety and fire flow. Life safety relates to the number of building occupants, location, status, and ability to take self-preservation action. Life safety tasks involve the search, rescue, and evacuation of victims. Delivering the proper fire flow will allow entry of the firefighters, enable occupants to escape, and provide enough water to extinguish the fire.

The number and types of tasks needing simultaneous action will dictate the minimum number of firefighters required to combat a coordinated fire attack. Without adequate personnel to perform concurrent action, the commanding officer must prioritize the tasks and complete some of the tasks in chronological order rather than concurrently. These tasks include:

- Command
- Scene Safety
- Search and Rescue
- Fire Attack
- Salvage
- Water Supply
- Pump Operations
- Ventilation
- Backup/Rapid Intervention

Critical task analysis also applies to non-fire type emergencies, including medical intervention, technical rescue, and hazardous materials emergencies. Numerous simultaneous tasks must be completed to control an emergency effectively. The agency's ability to muster the needed numbers of trained personnel expeditiously to make a difference is critical to successful incident outcomes.

The following definitions and discussion apply to classifying risks, leading to an illustration of the minimum emergency incident staffing recommendation. Structure fire risks are classified into four categories: Low, Moderate, High, and Extra High Risk. The level of risk is measured considering the probability of occurrence, impact on the community, and impact on the fire department's resources and services.



The following figure outlines the typical number of personnel required to perform critical tasks for types of fires based on standards contained in NFPA 1710: *Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*.

Figure 4: Personnel Required for Various Risk Types

Task	Low-Risk (Shed/Vehicle)	Moderate Risk (Residential Fire)	High Risk (Strip Mall/ Apartment)	Extra High Risk (Multi-Story)
Command	1	1	2	2
Apparatus Operator	1	1	2	1
Handlines [2 FF's each]	2	4	6	4
Support members	1	2	3	8
Search and Rescue		2	4	4
Ground Ladders/Ventilation		2	4	
Aerial Operator (If Deployed)		1	1	2
Initial Rapid Intervention Crew		4	4	4
Initial Medical Care Component			2	4
Building Fire Pump (If Equipped)				1
Hoseline - Floor Above Fire				2
Elevator Operations Manager				1
Incident Safety Officer				1
Interior Staging Manager				2
Member Rehabilitation				2
Vertical Ventilation Crew				4
Lobby Control				1
		16 (17)	27 (28)	42 (43)

The following figure outlines the typical number of personnel required to perform tasks based on community density contained in NFPA 1720: *Deployment of Fire Suppression Operations, Emergency, Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*.

Figure 5: Personnel Required Based on Community Density

Community Density	# of personnel	Density Definition	Response Time
Urban	15	1000+ per Sq Mile	9 mins
Suburban	10	500-1000 per Sq Mile	10 mins
Rural	6	< 500 per Sq Mile	14 mins
Frontier	4	> Then 8 Miles	Travel Time



Idaho Survey and Rating Bureau

A community's insurance rating is one factor to consider in the location of fire stations, apparatus and personnel distribution, and deployment due to its effect on the cost of fire insurance for residents and businesses.

The Idaho Survey & Rating Bureau (ISRB), a non-profit organization, evaluates building risks and the community grade to establish fire insurance schedules so insurance carriers can base their rates. The Fire Suppression Rating Schedule published by the Insurance Services Office (ISO), a national organization, is incorporated by reference into the evaluation; however, exceptions to the minimum requirements are modified for Idaho State.

The rating schedule evaluates four broad categories of the fire protection system: Fire Department, Water Supply, Code Enforcement and Prevention, and Dispatching. The community is assigned a grade ranging from one (1), indicating the best fire protection system available, and where no fire protection is available, a grade of ten (10) is issued.

To receive maximum credit for station and apparatus distribution, ISO evaluates the percentage of the community (contiguously built upon area) within specific distances from fire stations, central water supply access (fire hydrants), engine/pumper companies, aerial/ladder apparatus, and firefighting personnel.

Engine Company Performance

A key area of credit that applies towards a jurisdiction's grade is the overall number of structures protected by a fire department located within 1.5 road miles of the closest fire station. This 1.5 road-mile standard correlates to a 4-minute travel time for the first responding units, as recommended by NFPA 1710.

Ladder Company Performance

Also, to receive rating credit, communities that contain at least five buildings that are three stories or more in height, or at least five buildings possessing a Needed Fire Flow greater than 3,500 gallons per minute, or a combination of those criteria should have a ladder truck response within 2.5 miles from a fire station.

ISO Fire Station Coverage

Structures must generally be within 5 miles of a fire station. However, the ISRB can extend that to 10 miles based on the state's rural demographics and the community being evaluated. Areas outside the maximum station distance are subject to receiving a grade of 10 (no fire department protection available).

Water Supply and Hydrant Locations

ISO evaluates a community's availability of a sufficient water supply, which is critical for extinguishing fires. Included in this evaluation is the geographic location and distribution of fire hydrants. Structures outside a 1,000-foot radius of a fire hydrant are subject to a lower rating than areas with adequate hydrant coverage.

Response Time Intervals

The speed and strength of the emergency response and the efficiency with which services mitigate the emergency dictate the outcome. ESCI relies on standards identified in NFPA and consultant judgment to assess the response time performance of emergency service delivery models.

Response time Intervals

Call Processing Time: When a call is answered by the 911 Primary Public Safety Answering Point (PSAP) or dispatch center and when resources are dispatched to respond.

Turnout Time: When response units are notified of the incident and when the apparatus begins to respond.

Travel Time: The time the responding unit spends on the road traveling to the incident until arrival at the scene, a function of speed and distance.

Response Time: The time segment from dispatching an incident until the first unit arrives. Response Time equals the sum of "Turnout Time" and "Travel Time."

Total Response Time: This is the overall time for the caller requesting emergency services, from when the emergency calls are placed until units arrive on the scene. Total Response Time equals the sum of "Call Processing," "Turnout Time," and "Travel Time."

Tracking the individual components of response time can help the fire department identify impediments to timely response and make operational adjustments to improve its performance. Continuous measurement of performance also assists policymakers in developing response time goals and standards that are both relevant and achievable. Fire service best practices recommend that fire service organizations monitor and report the components of each component continuously.

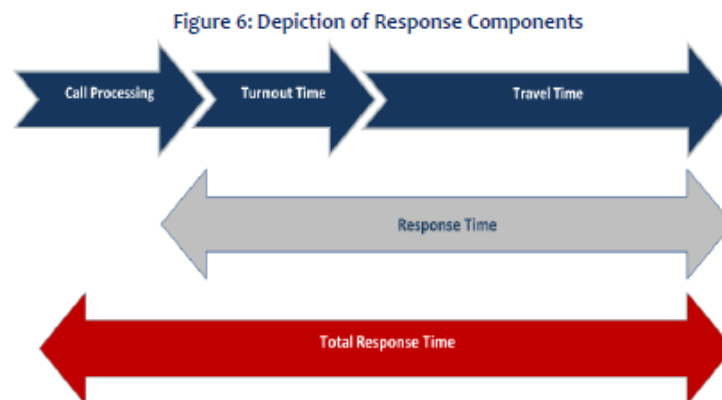


Figure 7: Response Time Continuum



In analyzing response performance, ESCI generates percentile measurements of response time performance. The use of percentile measurement using the components of response time follows the recommendations of industry best practices. The best practices are derived from the Center for Public Safety Excellence (CPSE) Standard of the Cover document and the National Fire Protection Association (NFPA) 1710 and 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career and Volunteer Fire Departments.

Historically, fire departments have used the performance measurement of average response time to describe performance levels. The average is a commonly used descriptive statistic, also called the mean of a data set. Averages may not accurately reflect the performance of the entire data set because the average can be significantly skewed by data outliers, especially in small data sets. One extremely good or bad value can skew the “average” for the entire data set.

Percentile measurements are the industry standard for measuring performance since they reflect most of the data has achieved a particular level of performance. The 90th percentile means that 90 percent of responses were equal to or better than the performance identified. The other 10 percent can be attributed to data outliers, inaccurate data, or situations outside normal operations that delayed performance.



Response Time Standards

People, Tools, and Time

Time matters greatly in achieving an effective outcome in an emergency. Time, however, is not the only factor. Delivering enough professionally trained, appropriately equipped personnel within the critical period completes the equation.

For medical emergencies, this can vary based on the nature of the emergency. Many medical emergencies are not time-critical. However, a rapid response is essential for serious trauma, cardiac arrest, or conditions that may lead to cardiac arrest.

Equally critical is delivering enough personnel to the scene to perform all the concurrent tasks required to deliver quality emergency care. For a cardiac arrest, this can be up to six Personnel: three to perform cardiac arrest management (CPR), one to set up and operate advanced medical equipment, one to record the actions taken by emergency care workers, and one to direct patient care.

Thus, for a medical emergency, the real performance test is the time it takes to provide the personnel and equipment needed to deal effectively with the patient's condition, not necessarily the time it takes for the first person to arrive.

Fire emergencies are even more resource-critical. Again, the true test of performance is the time it takes to deliver sufficient personnel to initiate water application to a fire. It is the only practical method to reverse internal temperature increases and prevent flashover. The arrival of one person with a portable radio does not provide fire intervention capability and should not be counted as "arrival" by the fire department.

Two primary standards are applied as a filter for considering response standards: **NFPA 1710: Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments**; **NFPA 1720: Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments**.

Other NFPA standards also apply, such as **NFPA 1221: Installation, Maintenance, and Use of Emergency Services Communications Systems**, and **NFPA 450: Guide for Emergency Medical Services and Systems**, and others. These other standards typically reference standards within 1710 or 1720 and vice versa. The following table outlines a comparison of recommended performance metrics in both 1710 and 1720.



Figure 8: Recommended Performance Standards

	NFPA 1720		NFPA 1710	
	FIRE & Special Ops	EMS	FIRE & Special Ops	EMS
Alarm Handling	60 seconds at the 90% ¹	60 seconds at the 90%	64 seconds at the 90%	64 seconds at the 90%
Turnout Time	4-3-3 ¹ Turnout 90 seconds @ 90%	4-3-3 ¹ Turnout 60 seconds @ 90%	4-3-3 ¹ Turnout 80 seconds @ 90%	4-3-3 ¹ Turnout 60 seconds @ 90%
Travel Time (Begins agency response and ends with arrival)	Silent	Silent	4.1.2.1 (3): 240 seconds (4 Min) or less travel time for the arrival of the first engine company at a fire suppression incident. 4.1.2.1(4): 360 seconds (6 mins) or less travel time for the arrival of the second company with a minimum staffing of 4 personnel at a fire suppression incident. 4.1.2.1(5): For other than high-rise, 480 seconds (8 Mins) or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident. 4.1.2.1(6): For high-rise, 610 seconds (10 Mins) or less travel time for the deployment of an initial full alarm assignment at a fire suppression incident.	4.1.2.1 (7): 240 seconds (4 Mins) or less travel time for the arrival of a unit with first responder with automatic external defibrillator (AED) or higher-level capability at an emergency medical incident. 4.1.2.1 (8): 480 seconds (8 Mins) or less travel time for the arrival of an advanced life support (ALS) unit at an emergency medical incident, where this service is provided by the fire department provided a first responder with an AED or BLS unit arrived in 240 seconds (4 Mins) or less travel time.
Response Time (Begins of agency notification and ends with arrival)	Table 4.3.2: Urban - 1,000 people/sq mile, and respond within 9 minutes 90% of the time with 15 personnel. Table 4.3.2: Suburban - 500-1,000 people/sq mile, and respond within 10 minutes 80% of the time with 10 personnel. Table 4.3.2: Rural - <500 people/sq mile, and respond within 14 minutes 80% of the time with 6 Personnel. Table 4.3.2: Frontier =Travel > 8 miles, standard measured by travel time distance with 4 personnel.	Silent	Silent	Silent

¹ NFPA 1221: 7.4.3
Page | 10



EMS Services

Cardiac arrest is the most significant life-threatening medical event in emergency medicine today. A cardiac arrest victim has mere minutes to receive lifesaving care if there is to be any hope for resuscitation. The American Heart Association (AHA) issued a set of cardiopulmonary resuscitation guidelines designed to streamline emergency procedures for heart attack victims and to increase the likelihood of survival. The AHA guidelines include goals for applying cardiac defibrillation to cardiac arrest victims. Cardiac arrest survival chances fall by 7 to 10 percent for every minute between collapse and defibrillation. Consequently, the AHA recommends cardiac defibrillation within five minutes of cardiac arrest.

While there are many variations on how prehospital care is delivered in communities across the nation, typically, EMS is delivered in a tiered manner where basic life support is provided initially as a first response component, then advanced life support is provided for advanced interventions, and continuous care provided until the patient is delivered to the receiving hospital.

Basic Life Support (BLS) is defined as a specific level of prehospital emergency medical service provided by trained responders that is focused on rapidly evaluating a patient's condition; maintaining a patient's airway, breathing, and circulation; controlling external bleeding; preventing shock; and preventing further injury or disability by immobilizing.

Advanced Life Support (ALS) is defined as emergency medical services beyond basic life support that provide advanced airway management, including intubation, advanced cardiac monitoring, defibrillation, establishment and maintenance of intravenous access, and drug therapies to mitigate various medical conditions.

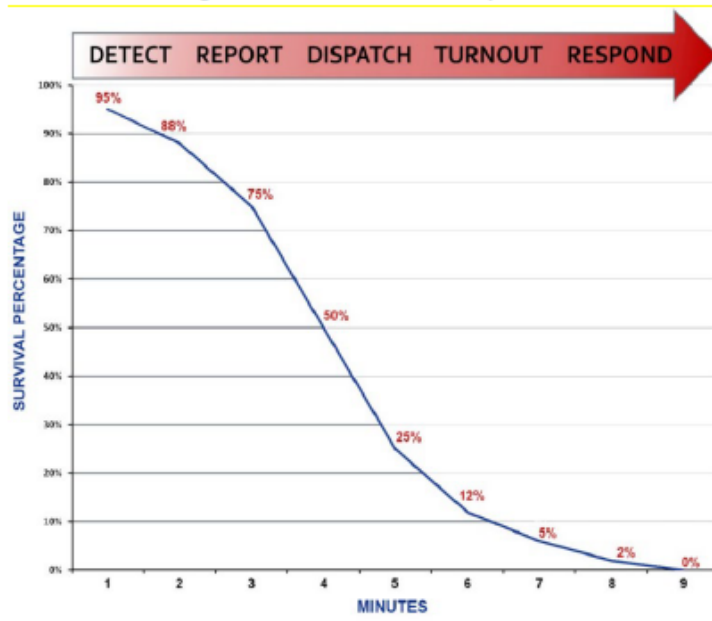
ALS care is typically provided by certified "Paramedics." Drug therapies that a paramedic can provide can vary widely depending on their level of training and the specific protocols and regulations established by their local medical oversight authority or medical director. Paramedic training and scope of practice can differ from one region to another. However, common drug therapies that paramedics may be authorized to administer include:

- **Epinephrine:** Paramedics are often trained to administer epinephrine in severe allergic reactions (anaphylaxis) or cardiac arrest cases.
- **Naloxone:** Naloxone is used to reverse opioid overdoses, and many paramedics are equipped with this medication to treat opioid-related emergencies rapidly.
- **Albuterol:** Paramedics may administer albuterol to patients experiencing severe respiratory distress due to conditions like asthma or chronic obstructive pulmonary disease (COPD).
- **Nitroglycerin:** For patients with known heart conditions or chest pain, paramedics may administer nitroglycerin to help relieve angina and improve blood flow to the heart.
- **Dextrose:** Paramedics may use dextrose to treat hypoglycemia or provide an energy source for patients who cannot eat or drink.
- **Salbutamol (Ventolin):** Similar to albuterol, paramedics may administer salbutamol to treat acute bronchospasm or respiratory distress.
- **Pain Medications:** Paramedics can administer pain medications, such as fentanyl or ketamine, for pain management in specific situations.
- **Intravenous (IV) Fluids:** Paramedics can administer IV fluids to dehydrated patients in shock or needing medication delivery through an IV line.
- **Antiarrhythmics:** In certain cardiac emergencies, paramedics may administer antiarrhythmic medications to help stabilize irregular heart rhythms.
- **Anti-seizure Medications:** In prolonged or recurrent seizures, paramedics may administer medications like diazepam or midazolam to stop seizures.



It's crucial to note that paramedics work under the guidance of medical protocols and direction from a medical director. Their medication training and authorization may vary, so they should adhere to their region's protocols and regulations. Additionally, paramedics must regularly update their skills and knowledge to provide safe and effective patient care. As with fires, the sequence of events that lead to emergency cardiac care can be graphically illustrated, as in the following figure.

Figure 9: Cardiac Arrest Event Sequence



The percentage of opportunity for recovery from cardiac arrest dramatically drops as time progresses. The stages of medical response are remarkably like the components described for a fire response. Research stresses the importance of rapid cardiac defibrillation and administering certain medications to improve the opportunity for successful resuscitation and survival.

NFPA 1710, chapter 4.1.2.1 (8) recommends that initial basic life support (BLS) is provided within a 4-minute travel time, and advanced life support is provided within an 8-minute travel time of the fire department beginning response. The International Liaison Committee on Resuscitation and National Institute of Health publication 93-3304, referenced in NFPA standards, supports these time intervals for EMS response.



EMS Delivery Configurations

Multiple-Role EMS Agency

A multiple-role EMS agency will cross-train its personnel to provide various services. A typical example of a multiple-role EMS agency is a fire-based EMS agency. Multiple-role EMS agencies also provide rescue services but not fire suppression. Less common are combined public safety agencies that provide cross-trained personnel to provide all three services of law enforcement, fire, and EMS services.

Single-Role EMS Agency

A single-role EMS agency only provides EMS services; Personnel are not cross-trained to provide firefighting or other services. Single-role EMS agencies may be municipality-based or privately owned and work closely and cooperatively with other public safety agencies.

Hospital-Based EMS Transport Agency

In the simplest of terms, a hospital-based EMS agency means that a hospital has oversight and operational responsibility of an EMS agency. These agencies may be public or private and vary in how their EMS care is deployed. Some hospital-based agencies may operate with other community emergency responders (e.g., fire department), while others may provide a separate and independent EMS agency. Traditionally, hospital-based agencies are private and may be either for-profit or not-for-profit entities.

Private EMS Agency

Private EMS agencies are individually or corporately owned and operated companies. These agencies may provide nonemergent or emergent ambulance transport services. In the nonemergent setting, private EMS agencies often provide extensive scheduled interfacility services to a community or region. Private EMS agencies can be for-profit or not-for-profit.

Third-Service EMS Agency

In a third-service EMS agency, an entity separately provides EMS service alongside the fire and police public safety personnel in the community. For example, a community may have the fire department provide the first response to initiate immediate patient care, followed by the arrival of a separate governmental-based EMS agency or a private EMS service to provide the ambulance transports.

Public Utility EMS Agency

In a public utility EMS agency structure, the local government regulates, oversees, and coordinates the provision of EMS throughout the community. The government is responsible for the entire agency's performance. It may own the equipment and apparatus and perform insurance billing services but will contract with a separate entity for the personnel requirements.



EMS Agency Staffing Types

EMS agencies may consist entirely of career (paid) personnel, volunteers, or a combination of the two. A medical director will interact with an agency's administrative, operational, and provider-level personnel. This interaction requires skills to perform as an educator, an advisor, a coach, a mentor, a leader, and a technical expert.

Career

Career-based EMS agencies pay their providers for performing their role as an EMS provider. In general, EMS agencies in urban areas typically have career personnel. Within these areas, there is a strong trend for the municipal fire department to provide both EMS and fire suppression services in a single or multi-role provider format. Career-based EMS agencies can achieve a great deal of standardization and consistency of staffing levels as agency leaders can manage the workforce through employer oversight and mandated activities.

Volunteer

Volunteer EMS agencies rely on personnel who participate in the service without typically being compensated for their time; they may be compensated for "typical expenses incurred." While some urban agencies have active involvement from volunteer EMS providers, most volunteer-based EMS agencies are located in suburban and rural settings. The amount of volunteer activity within the EMS industry makes it unique compared to other healthcare occupations.

Volunteer-based EMS agencies may experience more variability in their staffing level consistency and face challenges in managing a force that is confronted with competing time commitments and increasing demands of training and continuing education requirements, particularly at the ALS certification levels.

Combination

A combination agency will use both career and volunteer personnel. Combination agencies attempt to achieve some cost savings by using volunteers, thereby reducing the amount of salaried employees. However, the viability of a combination agency is strongly dependent on the community's ability to supply and sustain a pool of interested and engaged volunteers.

Agencies experience an evolutionary process where the agency may be transitioning from a complete volunteer agency to a combination agency and into an entire career agency.

Regardless of the EMS agency type, all providers must be held to the same standard of patient care excellence. The delivery of EMS can be physically and mentally demanding, and dangerous situations and environments are frequently encountered.



Types of Response Service

EMS agencies develop and are designed to meet a community's needs and expectations. Agencies may offer only one service level response and transport or be tiered to offer both BLS and ALS services.

Single-Tier Response Service

In a single-tier agency design, regardless of call type, every EMS response receives the same level of service, personnel expertise, and equipment allocation. These agencies provide initial response and transport at one level of care, which may be all BLS or all ALS.

Tiered Response Service

In a tiered agency delivery design, response levels are broken down into layers or tiers. An example of this type of service is having first responders provide the BLS tier, and paramedic-staffed ambulances provide the ALS tier. Tiered agencies often use various vehicle types in their service delivery model (e.g., first response sedans or sport utility vehicles (SUVs), fire apparatus, ambulances, etc.).

In a tiered agency, the initial call triage performed by a 9-1-1 call-taker becomes critical in matching the resources dispatched to the caller's needs.

Resource Deployment

In addition to whether an agency has a tiered approach to service delivery, deployment of resources is another consideration in agency design. There are typically two types of resource deployment: fixed or dynamic.

Fixed Deployment

In a fixed deployment model, EMS response vehicles are dispatched from a static location within a response area, like a fire or EMS station, strategically positioned within the community for efficient response.

Dynamic Deployment

Dynamic deployment is often referred to as system status management. In this deployment model, EMS response vehicles are positioned within a given response area at various locations. Following a retrospective analysis of call volume and locations, these posting sites are selected to predict where the next call may occur statistically. Vehicles may be posted in parking lots and buildings or along a street, and their positions may change based on incident demand.



Measuring Workload (Unit Hour Utilization)

Workload compares the volume of work for each unit and, indirectly, the Personnel assigned to those units. The nature of responding to calls for service is that some incidents may last minutes, while others may last hours. The most effective workload measurement totals the time assigned to incidents and compares that value to the total number of hours in service, expressed as a percentage. This measurement method is referred to as unit hour utilization (UHU). While it is a good method of measuring workload, it is imperfect because it does not capture personnel performing other duties, such as fire hydrant testing, training, public education, pre-incident planning, etc.

Fire service publications such as the Commission on Fire Accreditation (CFAI) Community Risk Assessment: Standards of Cover, 10th Edition, suggest that UHU rates ranging from 25 to 30 percent can negatively affect response performance and lead to personnel burnout issues.

While there are limited formal performance measures to use as a target measure, in May 2016, Henrico County (VA) Division of Fire published an article after studying their department’s EMS workload.² As a result of the study, Henrico County Division of Fire developed a general commitment factor scale for their department. The following figure summarizes the findings comparing commitment factors.

Figure 10: Commitment Factors as Developed by Henrico County (VA) Division of Fire, 2016

Factor	Indication	Description
16–24%	Ideal Commitment Range	Personnel can maintain training requirements and physical fitness and can consistently achieve response time benchmarks. Units are available to the community more than 75% of the day.
25%	System Stress	Community availability and unit sustainability are not questioned. First-due units respond to their assigned community 75% of the time, and response benchmarks are rarely missed.
26–29%	Evaluation Range	The community served will experience delayed incident responses. Just under 30% of the day, first-due ambulances are unavailable; thus, neighboring responders will likely exceed goals.
30%	“Line in the Sand”	Not Sustainable: Commitment Threshold—the community has less than a 70% chance of timely emergency service, and immediate relief is vital. Personnel assigned to units at or exceeding 0.3 may show signs of fatigue and burnout and may be at increased risk of errors. Required training and physical fitness sessions are not consistently completed.

² How Busy Is Busy?; Retrieved from <https://www.fireengineering.com/articles/print/volume-169/issue-5/departments/fireems/how-busy-is-busy.html>
Page | 16