

District Strategic Plan



- 1) *Strategic Choices, Vision and Mission*
- 2) *Historical Perspective and Future Projections*
- 3) *Organizational Design*
- 4) *Administrative Services*
- 5) *Planning Services*
- 6) *(Reserved for Public Relations)*
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- 8) *Investigation Services*
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Strategic Choices, Vision and Mission

Adopted
5 Feb 2007



Strategic Choices: the top 4 strategic choices from among over 80 issues & interests identified by members in 2006:

- 1) Prompt professional response by volunteers to the emergency calls in all geographic areas in the district.
- 2) Remain a volunteer fire department, retain our volunteers by productively using limited training time, provide good incentives and benefits and have fun.
- 3) Strengthen reputation and reliability of our volunteers by providing good management and leadership 24 by 7.
- 4) Strengthen expertise and reputation in managing risk to life, property and community vitality.

Vision: statements summarizing, in present tense, the picture of the District five to ten years from now, based on the top 4 strategic choices:

Our priority is to provide a consistent & professional emergency response throughout the District. We are committed to deploy our resources to ensure a response that meets our Target Levels of Service regardless of the incident location within our District.

We are a volunteer fire department and we commit to recruit and retain our volunteers through programs that are convenient, make effective use of their time, prepare them for their assigned duties, create synergy between organizational health & community service and build an environment that is safe, stimulating and fun.

We will provide a consistent level of leadership and support for our volunteers. Our commitment is to maintain and provide round-the-clock direction and mentorship. We will provide management and other resources as necessary to ensure the success of our strategic choices.

We will manage risk to life and property for our community. In addition to our commitment to incident readiness & response, we will also identify, evaluate and offer appropriate proactive risk management programs to mitigate anticipated community hazards.

Mission: statement declaring the District's primary stakeholder, services and strategic priority:

We are committed to serve our community with prompt, consistent and professional fire suppression, basic life support and rescue services.

Historical Perspective

Plan Adopted
21 September 2000

Revision 2013

District Call Volumes

From 1953-1977 (per year):

Fires: 24.3 (57%)
Medical: 12.1 (28%)
All Other: 6.5 (15%)

Average: 43.0/year

From 1978-2012 (per year):

Fires: 63.7(15%)
Medical: 290.9 (70%)
All Other: 63.1 (15%)

Average: 417.6/year

Past 10 years:

Fires: 61.7 (10%)
Medical: 442.5 (74%)
All Other: 97.5 (16%)

Average: 601.8/year

2012 Annual Call Volume:

Fires: 57 (8%)
Medical: 528 (76%)
Public Svc: 100 (14%) *
False: 14 (2%)

Total: 699

***NOTE:** Includes storm
response during January snow
& ice event

Fire Services in Thurston County:

Fire services in Thurston County are provided by 13 separate fire departments, of which three are municipal (part of city government), two regional fire authorities and the rest are fire districts. Regional fire authorities and fire districts are separate taxing entities, governed by a board of three to six elected commissioners, with the purpose of providing fire protection for that geographically designated area. All of the fire departments in Thurston County provide fire protection and emergency medical services (EMS) on the basic life support (BLS) level. There is a separate county agency in Thurston County called Medic-One, who provides advanced life support (ALS) functions and operates in coordination with each of the fire departments. Each of seven ALS units is housed in a strategically located fire station. Thurston County has a centralized dispatch center with enhanced 9-1-1 service and computer aided dispatch capability. All alarms are transmitted to the fire departments over radio paging equipment and wireless data systems.

All of the fire departments in Thurston County, with the exception of the City of Olympia, have volunteer firefighters. Most of the departments are either fully volunteer or have a mix of career and volunteer staffing. There are approximately 270 career and 450 volunteer firefighters in Thurston County.

Fire District 8 History:

What now is known as Thurston County Fire Protection District 8 (also known by its more common name of South Bay Volunteer Fire Department), was formed by a group of neighbors in April of 1953. It started with a loaned pick-up truck (with a pressurized water tank in the back) parked in the firestation (a garage belonging to the South Bay Grange), and the neighbors responded to a grand total of 15 fire calls that year. Later, a new station was built on South Bay Road and a brand new pumper purchased for \$3,500 (the District still owns this truck and it is housed in its new station).

Fire response continued to be the mainstay for the department for many years until 1973 when the Thurston County Medic One system came into existence. EMS calls began to outnumber fire calls in volume.

A substation was built in 1965 on the Johnson Point Road (Station 8-2) and another built in 1979 on the Puget Beach Road (Station 8-3). The first resident firefighter (living in a mobile home behind a firestation) was added in 1984, and the first full-time employee was hired in 1985. In 1998, the District moved into its new headquarters station across the street of the old main station. In 1998, the District responded to over 500 calls for the first time, and in 2006 exceeded 600 calls.

Fire District 8 Demographics:

Thurston County Fire Protection District 8 lies in the northern portion of the county covering an area of 23.1 square miles, generally on a point of land surrounded by inlets of the Puget Sound. The District currently has a

Fire District 8 Demographics (Continued):

District 8 2013 Facts:

Assessed Value: \$854,696,000

Operating Budget: \$1,316,293

Population*: 7,810

Average Pop Growth*: 2-3 %/yr.

Area: 23 square miles

Fire Rating: 8 (w/tender credit)

Volunteer Members: 60

Career Members: 7

Fire Commissioners: 3

Stations: 3

* Source: 2012 TRPC
Population Forecast

\$1,316,293 annual operating budget (labor costs for career and volunteer members, operating & maintenance costs, incident readiness & response costs). The current population of the District is listed at just over 7,810 with an average annual rate of growth (through 2035) of 2 to 3% (see “Projections” below). The District features some high value waterfront properties, and only 18% of the homes in the District existed prior to 1960. Many small farms and other agricultural lands have been converted to low or mid density housing, with 53% of the total District housing being built since 1980. Over 44% of the households have moved into the District since 1995.

There is very little commercial and no industrial occupancy in the District. Of the significant occupancies, there are two salt-water marinas, a grange hall, an elementary school (sprinklered), and a dozen or so small commercial concerns. Fire prevention inspections are conducted by the Thurston County Fire Marshal. There are three areas in the District that have fire hydrants, each of a different water system, with less than 10% of the District’s assessed valuation covered. Firefighting water must be delivered by tender trucks for most exposures. The District currently has a fire insurance community protection class rating of “8”, with tender credits for all residential properties.

Fire District 8 Governance & Staffing:

The District is administered by a Board of Fire Commissioners, elected for six-year terms on a staggered schedule (every two years). The Board appoints the Fire Chief (a full-time career position) who manages the day-to-day activities of the District. The Fire Chief appoints the staff of officers for the District, some of which are full-time career and some volunteer. Currently, there are four full-time career officers, one full-time career District Secretary, three full-time interns (with one unfunded vacancy in 2013) and sixty volunteer firefighters. Volunteers are generally organized into nine duty shifts each commanded by a Captain; each shift is on-call on a nine-day rotation.

Ongoing training for all staff is coordinated by the District’s training officer in coordination with the Thurston Fire & Rescue Training Consortium and Thurston County Medic-One. Training is provided Monday nights for two-to-three hours, on duty-shifts and during other special drill periods. Most of the District’s staff has received Emergency Medical Technician or First Responder training. Firefighter training is based upon nationally recognized standards and curricula.

Current Fire District 8 Issues:

Increasing response load and complexity of the type of calls presents a significant challenge to the District. In the EMS field, delivery of cardiac defibrillation treatment by first responders is in place. Fires, even in single family residences, can present new dangers with more and more synthetic and exotic fuel loads. Hazardous materials, from agricultural chemicals and household materials to a growing presence of meth-amphetamine labs, is an ever-present potential problem. To meet these demands and those imposed by regulatory agencies and recommended standards, the general level of

“To meet [call volume] demands and those imposed by regulatory agencies and recommended standards, the general level of training for firefighters has been increased significantly.”

Current Fire District 8 Issues (Continued):

“The ability of volunteer fire departments to retain qualified staff has suffered due to the increasing demands for training and response as well competing distractions. It is because of these issues that the District has undertaken its first comprehensive strategic planning process.”

training for firefighters has been increased significantly. Likewise, the ability of volunteer fire departments to retain qualified staff has correspondingly suffered due to the increasing demands for training and response participation as well competing distractions (e.g. family, job, and hobbies). It is because of these issues that the District undertook its first comprehensive strategic planning process in 1999.

A recent key community issue revolved around efforts to improve service delivery in the northern and eastern areas of the District. The District has proposed construction of a new firestation with the ability to accommodate housing of responders while replacing the current Stations 8-2 and 8-3 (Puget Beach Rd). Due to economic conditions, these efforts have been placed on hold until about 2017 due to current economic conditions.

Strategic Planning Process:

Early strategic planning efforts were accomplished in 1991, 1992 and 1995 primarily for capital planning (for facilities and equipment). These efforts, coupled with initial draft of District policies and procedures in 1990 and 1991 established the first documented business or strategic plan for the District. While relatively narrow in scope, both processes expanded during the decade of the nineties until the Board determined in 1999 that a comprehensive strategic plan should be developed. It was envisioned that this would be a “living document” that would relate directly (and be updated by) an annual business plan and budget.

“The Strategic Plan is designed to be a “living document”, and be constantly updated as Annual Business Plans are developed and accomplished and Budgets implemented.”

In January of 1999, the Board commissioned Fire Service Management Systems to conduct a two-phase study: 1) to identify and evaluate administrative practices, planning efforts, organizational structures, personnel relations, facilities & equipment and financial management practices, and 2) based upon the evaluation from phase 1, provide recommendations with a strategic approach to implementation as well as documentation of all findings.

After a series of workshops and meetings by the Board and the Management Team, a Mission Statement, Organizational Values, organizational roles and responsibilities and goals (for each of the identified business areas) were developed and adopted. It was also decided by the Board to create a full-time Fire Chief position, and appointed the first career Fire Chief in June 1999. The format and general content of the Plan were further developed in 2000, and revised in 2003, 2005, 2007 and 2009 with annual or bi-annual business planning efforts.

In January 2010, the District convened its first citizen advisory task force to 1) review, evaluate and offer recommendations regarding the District *Target Levels of Service*, 2) review, evaluate and offer recommendations regarding a strategy of funding of capital projects and major asset replacement with operating funds rather than bonded debt, and 3) review, evaluate and offer recommendations regarding the proposed implementation plan for the construction of a new north-end firestation. A final report was prepared and published summarizing the task force's work.

Strategic Planning Process (Continued):



In 2011, a proposition to approve General Obligation bond funding of construction of a new north-end firestation was defeated at the polls. In 2012, a second citizen advisory task force was convened to review options available to the District. A majority of the task force members supported an option to proceed with construction of a new firestation on the site (at 78th Avenue NE), timing the project to a more favorable economic environment after continued communications with the community regarding the plan. After placing the new firestation in service, the two existing sub-stations would be closed, surplus and sold.

A minority opinion of task force members held that no changes to current operating plans were necessary (operating from Station 8-1) because service levels were presently within acceptable limits. Another minority opinion was that one or both current sub-stations (8-2 and 8-3) could be modified to house on-duty responders.

The Board subsequently evaluated the recommendations and placed service expansion plans on hold until 2017.

Another major strategic planning effort in 2012 involved the possible consolidation with North Olympia Fire District 7. Both districts have been considering such a move for many years, and due to increased pressure from regulatory requirements, growing calls volumes, diminishing financial resources and potential benefits of economy-of-scale, the Boards of both districts authorized initial negotiations in 2012 that could produce a recommendation to both Boards for future action.

Future Projections

Elements of Future Projections:

By the very nature of prediction, many assumptions need to be agreed upon and data used for projecting trends documented to the point in time the predictions are made. For the current version of this Plan, most data for future projections is based on data accumulated through 2012. As the Plan is revised and newer data accumulated, these projections will likely change. This is the nature of this “living document”.

The information in this section will be used to support reasonable projections with the best information currently available:

- Projected population and land use information is from 2012 Thurston County Regional Planning reports--updates based upon the 2010 US Census;
- Historical and projected District workloads (from data compiled from 1953 through 2012, and Medic One statistical data from 1974 through 2012);
- Specific response analysis from 1999-2012 District response records; and
- Revenue and expense projections based upon District budget and accounting records from 1984 through 2012.

Chart 1:
District Population
Estimates:

2000:	6,540
2010:	7,780
2012:	7,810
2015:	8,010
2020:	9,640
2025:	9,980
2030:	10,350
2035:	10,800

Source: 2012 TRPC
Population Forecast

Population & Community Demographics:



As noted in the Historical Perspective section above, the overall character of the District is rural and low-density residential with very little commercial or industrial development existing or planned. The character and nature of the zoning is based on Thurston County's adoption of zoning ordinances and state adoption of the *1997 Buildable Lands Amendment* to the *Growth Management Act* ("GMA"), which was further updated by the County in 2012. These regulate the population densities and uses of land throughout the county.

Some of the higher density residential areas are located in the Johnson Point and Hawks Prairie areas where parcels were "grand-fathered" for development. A rural commercial district is established in the vicinity of South Bay and Shincke Roads; these businesses are basically limited to services (e.g. retail, office, and automotive repair) by zoning and are not expected to change significantly in the next ten years.

Based on current County GMA provisions, future municipal boundaries have been identified and planned for. For the District, this means that eventually a corridor along the 2600 block (township) line will be annexed into either the city of Olympia (along the line east to Sleater Kinney Road) or Lacey (east, including the area east of Carpenter Road and south of 40th Avenue). The effect of this annexation will reduce the assessed valuation of the District by approximately 9% (total, based upon current valuations).

District Workloads:

Chart 2:
EMS Call Volume Impacts:

Percentage of Total Call Volume:

Period	BLS	ALS	Tot.
1953-1973	9%	0%	9%
1974-2012	34%	33%	67%
2003-2012	40%	34%	74%

Annual Call Volume Average:

Period	BLS	ALS	Tot.
1953-1973	2.8	0	2.8
1974-2012	139.8	128.1	267.9
2003-2012	246.6	204.5	451.1

Call Volume: In addition to the response information presented above in *Historical Perspective*, general trends in response by call type per year have been tracked since 1953 (incorporation date). This is graphically represented in *Appendix 2* showing the District's response history by type. The responses are classified as:

- **Public Service:** calls for help for non-emergency assistance such as salvage, wires downs, outdoor burning violation reports, non-medical rescues, and event stand-by;
- **Mutual-aid:** tracked separately until 1987 (change in National Fire Incident Reporting System classification), includes emergency and non-emergency support to other agencies;
- **False Alarm:** calls for fire or EMS that prove false (no fire, no medical problem, erroneous alarm activation);
- **Fire:** any emergency or non-emergency call to suppress fire, investigate a fire out, or mitigate other unsafe conditions (e.g. explosive environment, hazardous materials discharge, etc.); and
- **EMS:** emergency medical system calls for either a basic (BLS) or advanced (ALS) nature.

It is apparent by the graph that EMS functions have become a significant impact since initiation of the Thurston County Medic One program in 1974. The specific impacts are noted in *Chart 2*. The percentages shown in the first table reflect the share of the total calls (including fires & public services) for the year.

Based upon this data, trends may be extrapolated to project future responses. The attached *Appendix 3* shows graphically the assumed trend of calls through 2030. These growth projections are based on historical average growth patterns as follows:

District Workloads (Continued):

Historical Period of Time	Fire & Other Services	EMS
1993 through 2012	3%	4%
1998 through 2012	-1%	5%
2003 through 2012	-3%	4%
2008 through 2012	-6%	2%

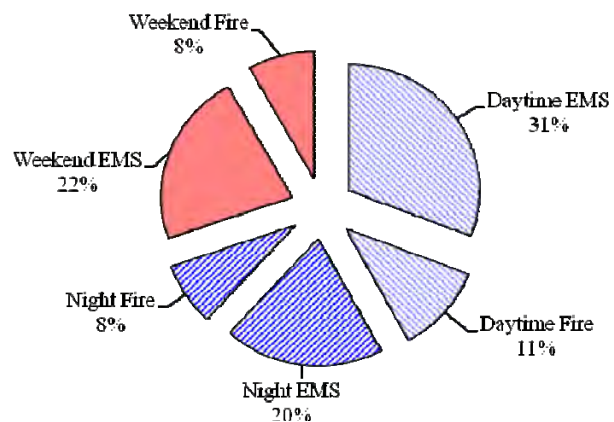


The average *growth* figures of -1% for Fire & Other Services and 4% for EMS were used for the growth projects in *Appendix 3*. The reduction in Fire & Other *share* of responses is significant, although, the number is relatively stable. The *rate* at which the overall call volume is increasing in the District, however, is slowing (as can be seen in chart above). As noted before, a significant majority of the increase in call volume is due to EMS.

Call Demographics: The basis for response analysis is detailed response data from 1999-2012. There is complete and accurate data for the District available from that period due to accurate reporting and statistical methods. It is assumed that the demographics for that time period reflect average characteristics of service levels and demand. Trends are analyzed and applied to future projections. As future versions of this Plan are revised, the broader database will be used to supplement and focus these projections.

The vast majority of calls are EMS related (72%), and a significant number (41%) of all type of calls were during the daytime (Monday-Friday, 06:00-18:00 hr). A breakdown of calls by clock-calendar period is reflected in the graph below (*Note: "fire" includes all non-EMS calls*):

**CALL TYPE & RESPONSE PERIOD: 1999-2012
AVERAGE**



Another perspective of response data is the time of the incident. In *Appendix 4* attached, a summary of calls per hour of the day is charted. A significant portion of the 2012 calls occur during the daytime, with increased volume during the late morning and early evening.

Also shown on the chart is the average number of responders to calls during each hourly time period. As will be discussed elsewhere in the Plan regarding staffing, generally staffing on daytime calls is lower than during

District Workloads (Continued):

other times. The average response staffing level for the various classifications of calls are shown in *Chart 3*. Daytime response coverage has been predominantly by the career District staff, supplemented by available volunteers.

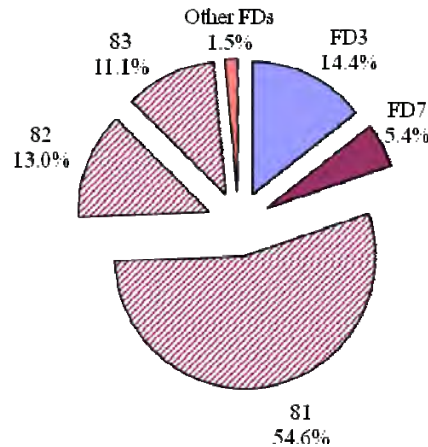
The general location of incidents is represented graphically by the graph below:

Chart 3:
Average Number of
Responders, Year 2012:

EMS, daytime: 4.7
EMS, night: 3.2
EMS, weekend: 4.8
EMS, total: 4.1

Fire, daytime: 5.3
Fire, night: 4.0
Fire, weekend: 5.3
Fire, total: 4.6

CALLS BY STATION AREA: 1999-2012 AVERAGE



The breakdown is by station response zone (81, 82 and 83 are in-district responses). As can be seen, the vast majority of calls are in the Station 81 response zone. The Station 81 and District 3 (primarily South Bay Road south to Olympia city limits) response zones are indicative of the population centered in the South Bay area.

Chart 4:
Historical District Assessed
Valuations & Mil Rates:

2001:	\$ 453,113,906	\$ 1.500
2002:	\$ 495,022,112	\$ 1.427
2003:	\$ 553,695,968	\$ 1.346
2004:	\$ 613,383,455	\$ 1.271
2005:	\$ 693,844,375	\$ 1.500
2006:	\$ 794,874,230	\$ 1.352
2007:	\$ 921,010,322	\$ 1.205
2008:	\$1,169,558,519	\$ 1.500
2009:	\$1,157,724,351	\$ 1.500
2010:	\$1,122,694,639	\$ 1.500
2011:	\$ 991,104,514	\$ 1.500
2012:	\$ 948,053,588	\$ 1.500
2013:	\$ 854,695,473	\$ 1.500

Mil rates (\$ per thousand AV).
Information from Thurston County
Auditor's Office.

In 2006, the District conducted a comprehensive community risk assessment and discovered certain areas within the District, primarily the Johnson Point area, were being under-served (longer response times). In 2007, options were evaluated to correct this issue. Beginning in 2008, the District implemented a plan to replace existing Stations 82 and 83 with a new firestation located on 78th Ave NE (as explained above).

Projections: based upon the type, time and location of incidents recorded, it is assumed that call volume will increase as outlined in *Appendix 3*, and be of a nature similar to the characteristics noted above. This will be predominantly EMS in the response zone 81 area of the District during daytime hours, however, as the Hawks Prairie area develops, significantly increased call volume growth can be expected there as well.

Revenue & Expenditure General Projections:

Revenue Projections: Most of the revenue the District receives is from property tax assessments (average 93% of the total revenues). The information in *Appendix 5* shows the historical increases in assessed values in the District. During the years 2004 through 2008 the District experienced unprecedented growth in assessed valuation due to a vibrant residential market. A significant share of the properties developed were high-value single-family homes in the Johnson Point area. With a major economic downturn in 2008 and subsequent collapse of the "building-boom", many properties

Revenue & Expenditure General Projections (Continued):

were de-valued creating an overall reduction (27%) of the assessed valuation of real property in the District by 2013. This is clearly displayed in *Appendix 5*. Consequently, previous assumptions on the cyclical nature of the economy, assessed real property valuations, and attendant property tax revenues are being re-evaluated.

Other factors that effect these projections include:

- The nature of the properties within the District are predominantly low density residential and development is relatively slow in nature, especially with the current economic conditions;
- Properties in the Olympia and Lacey Urban Growth Management Area will gradually be annexed away from the District. The impact is anticipated to be over a period of time and is estimated to have no more than a 9 percent reduction in total values. Significant residential, commercial and industrial development is occurring adjacent to District boundaries in the Hawks Prairie area in the City of Lacey;
- The character of the residential properties, especially along the salt water, is generally considered to be high value; and
- There is no significant commercial or industrial property development planned for the District.

Appendix 5 shows the actual District total revenues realized since 1980 as well as the projected total revenues through 2028. This is compared to the assessed valuations for property for the same 1980-2028 period.

Initiative 747: In November 2001, a property tax revenue limitation initiative was voted into law by the public. The effect of this law limits the increase in revenue that governments may receive from property taxes to one (1) percent (exclusive of the value of new construction or reevaluations). This lowers the previous “levy lid” from a maximum of six (6) percent increase.

This imposed lid critically affects the balance between increases in fixed and variable costs and increases in available revenue. The law allows the District to lift its “levy lid” to previous limitations (at a rate of up to \$1.50 per \$1,000 of assessed valuation) by an affirmative vote by the simple majority of voters. Due to continued increases in both operating and capital costs, and limited increases in revenues, in 2007 the District asked for and received voter approval to restore the levy rate to \$1.50 for 2008, and adjust the levy lid from 1% to 6% for years 2009 through 2013.

Expenditures: The historical expenditures for the District program areas are reflected in the table below¹:

YEAR	SAL & BEN	OVRHDS	VOLS	OPS	CAPITAL
2006	\$ 328,294	\$154,918	\$169,213	\$ 201,678	\$ 264,116
2007	\$ 347,298	\$175,582	\$176,629	\$ 226,963	\$ 233,564
2008	\$ 432,686	\$138,054	\$190,568	\$ 226,368	\$ 84,626
2009	\$ 631,998	\$ 105,180	\$ 201,739	\$ 285,583	\$ 575,948
2010	\$ 572,984	\$183,937	\$ 221,556	\$ 271,266	\$ 280,915
2011	\$ 682,136	\$146,345	\$ 214,769	\$ 249,247	\$170,622
2012	\$ 661,499	\$ 132,602	\$ 200,064	\$ 245,999	\$ 107,500

Chart 5:
Projected District Assessed
Valuations:

2014:	\$ 786,320,000
2015:	\$ 739,140,000
2016:	\$ 716,970,000
2017:	\$ 702,630,000
2018:	\$ 704,000,000

Information from Thurston County
Assessor's Office and TRPC.

***I-747 critically affects
the balance between
increases in costs and
increases in available
revenues to pay for
those costs.***

¹ **Table Categories:** “Sal & Ben” = labor costs for career & elected members; “Overhds” = administrative & support costs; “Vols” = labor cost, health & wellness & incentives costs for volunteer members; “Ops” = training, operations & maintenance of facilities & equipment, non-labor response costs; “Capital” = planned transfer of funds from General Fund to Capital Replacement Account.

Revenue & Expenditure General Projections (Continued):

**Chart 6:
Personnel Costs:**

<u>Year</u>	<u>% S/B</u>	<u>FTEs</u>	<u>%Vol</u>
2002	47%	4.0	15%
2003	47%	4.0	16%
2004	44%	4.0	19%
2005	45%	4.0	21%
2006	38%	4.0	20%
2007:	37%	4.0	19%
2008:	44%	5.2	19%
2009:	52%	8.0	16%
2010:	46%	7.2	18%
2011:	53%	8.0	14%
2012:	53%	8.0	16%

Percentages shown are of the annual operating budget;
S/B = career salaries & benefits,
FTE = paid/career member
Vol = volunteer program costs.

Key features of the data above include:

- A significant share of the budget used toward personnel costs (both salaries and benefits and volunteers) are as shown in *Chart 6* at the left. Staffing for the new Temporary Firefighter Internship Program (3 FTEs) and the third career Assistant Chief were implemented in 2008. Likewise, volunteer staffing was increased (4 to 6 FTEs) in 2009 to staff the new north-end firestation. Due to budgetary constraints in 2013, a vacancy of 1 FTE in the Internship Program was unfunded, and the target staffing of volunteers reduced from 6 to 5. The historical relationship between all labor costs and total operating costs are displayed in *Appendix 6*.
- Capital replacements & repairs are funded through annual allocations from the Expense Budget into the Capital Repairs & Replacements Budget based upon projected asset life-cycle costs in the *Capital Repairs & Replacements Funding Plan*.

Projections: Historical (since 1984) and projected comparisons among District population, call volume, assessed valuation at risk and operating expenditures are displayed in *Appendix 7*. Projections are based on interpretations of historical data and currently known factors. Budgetary impacts from current business plan initiatives are calculated into the projection figures.

Appendices:

Attached information is presented to provide some background on the District's service delivery and budget.

APPENDIX 1: A map of the District showing the location of the three current firestations and various station response districts (used for dispatching & record keeping purposes).

APPENDIX 2: A chart displaying the annual call volume by type (as explained in the "District Workloads" section above).

APPENDIX 3: A chart displaying both historical call volume (1953-2012) and estimated future call volume through 2030.

APPENDIX 4: A chart displaying the average (1999-2011) and 2012 number of calls and responders by hour of the day (12 = noon. 24 = mid-night).

APPENDIX 5: A chart displaying historical (1980-2012) and estimated future (2013-2028) District assessed real property values and property tax revenues.

APPENDIX 6: A chart displaying a comparison of historical and estimated future District population, operating expenditures, call volume and real property value at risk.

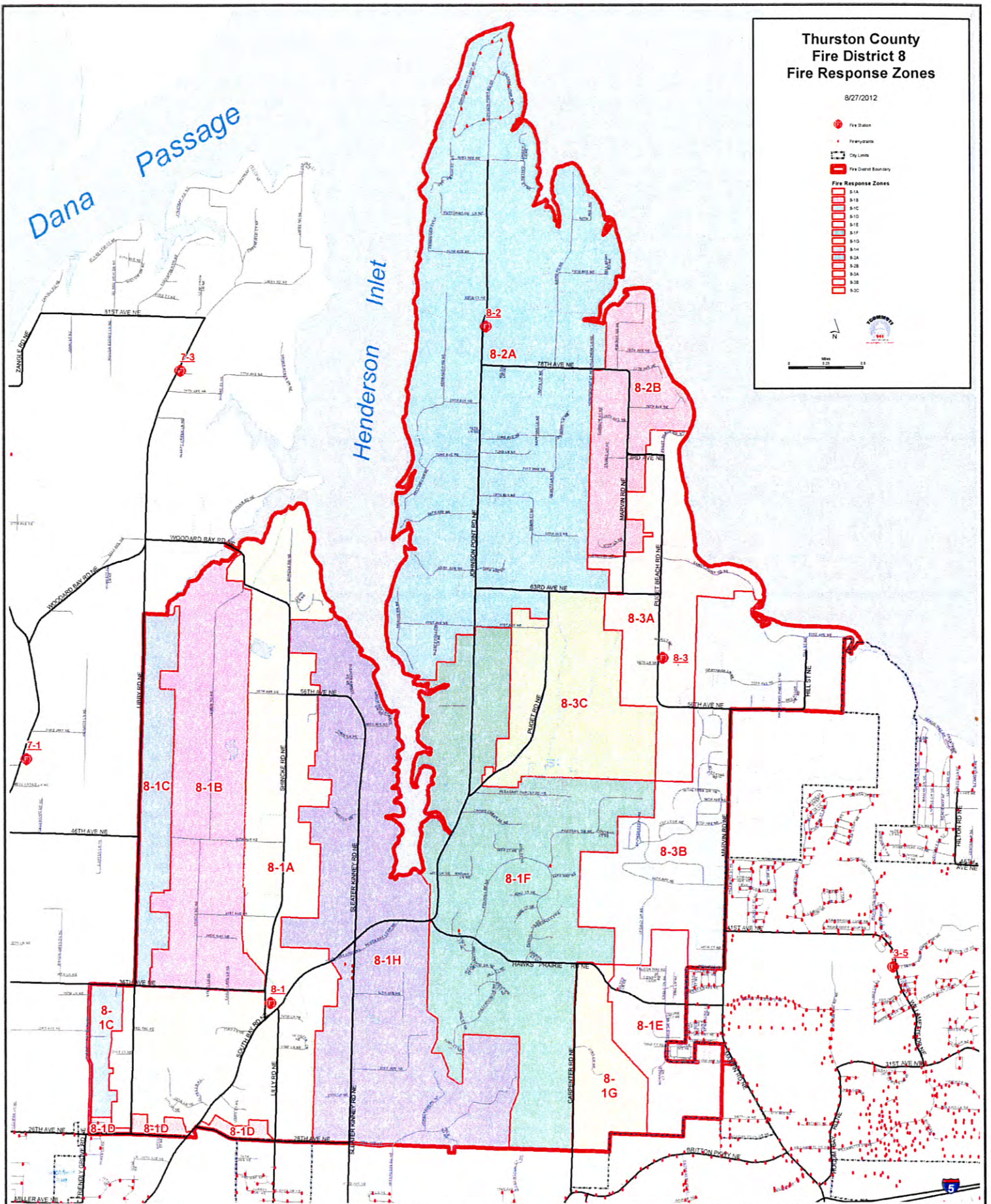
Dana Passage

Henderson Inlet

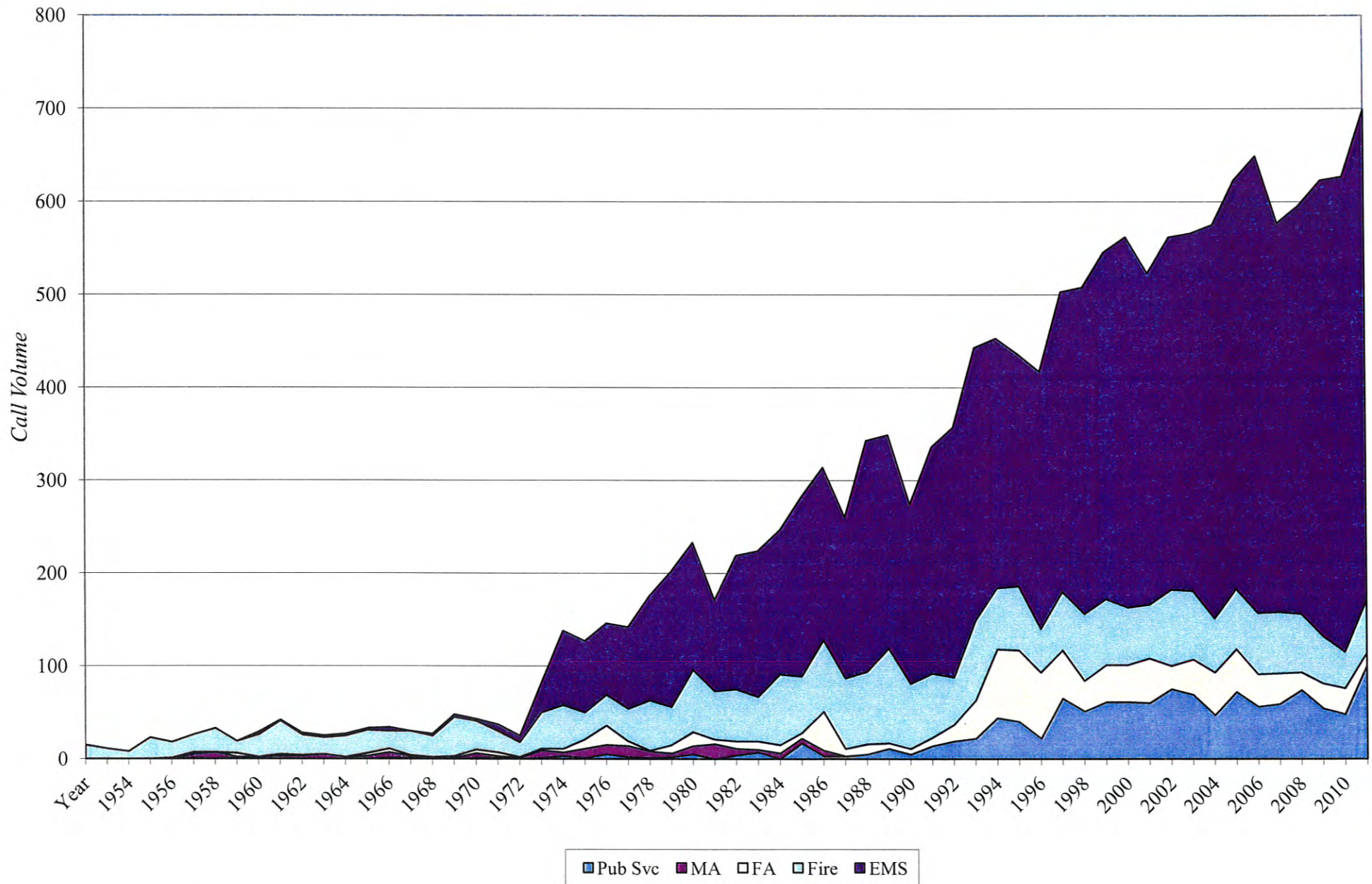
Thurston County Fire District 8 Fire Response Zones

8/27/2012

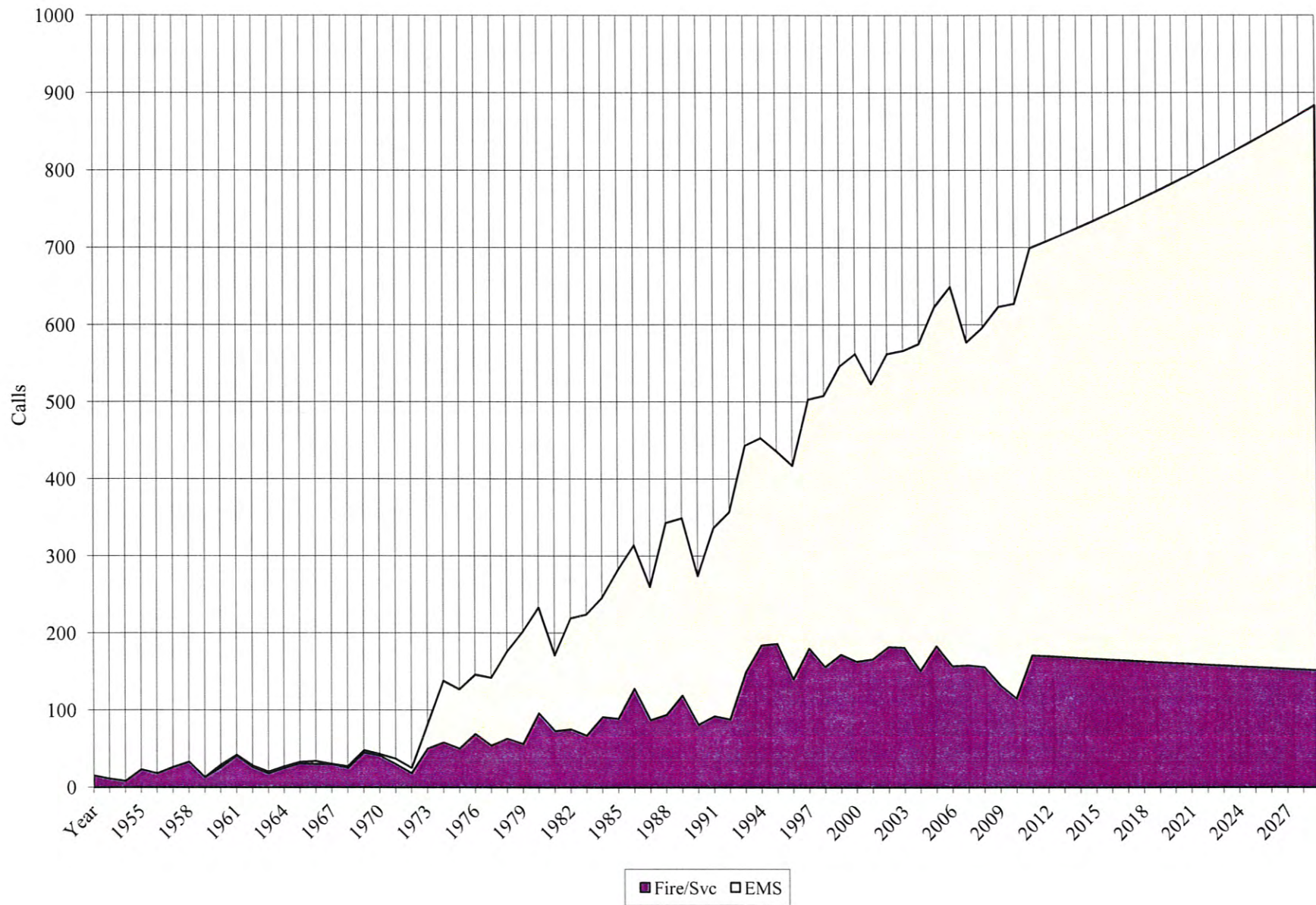
- Fire Station
- Fire Hydrants
- City Limits
- Fire District Boundary
- Fire Response Zones



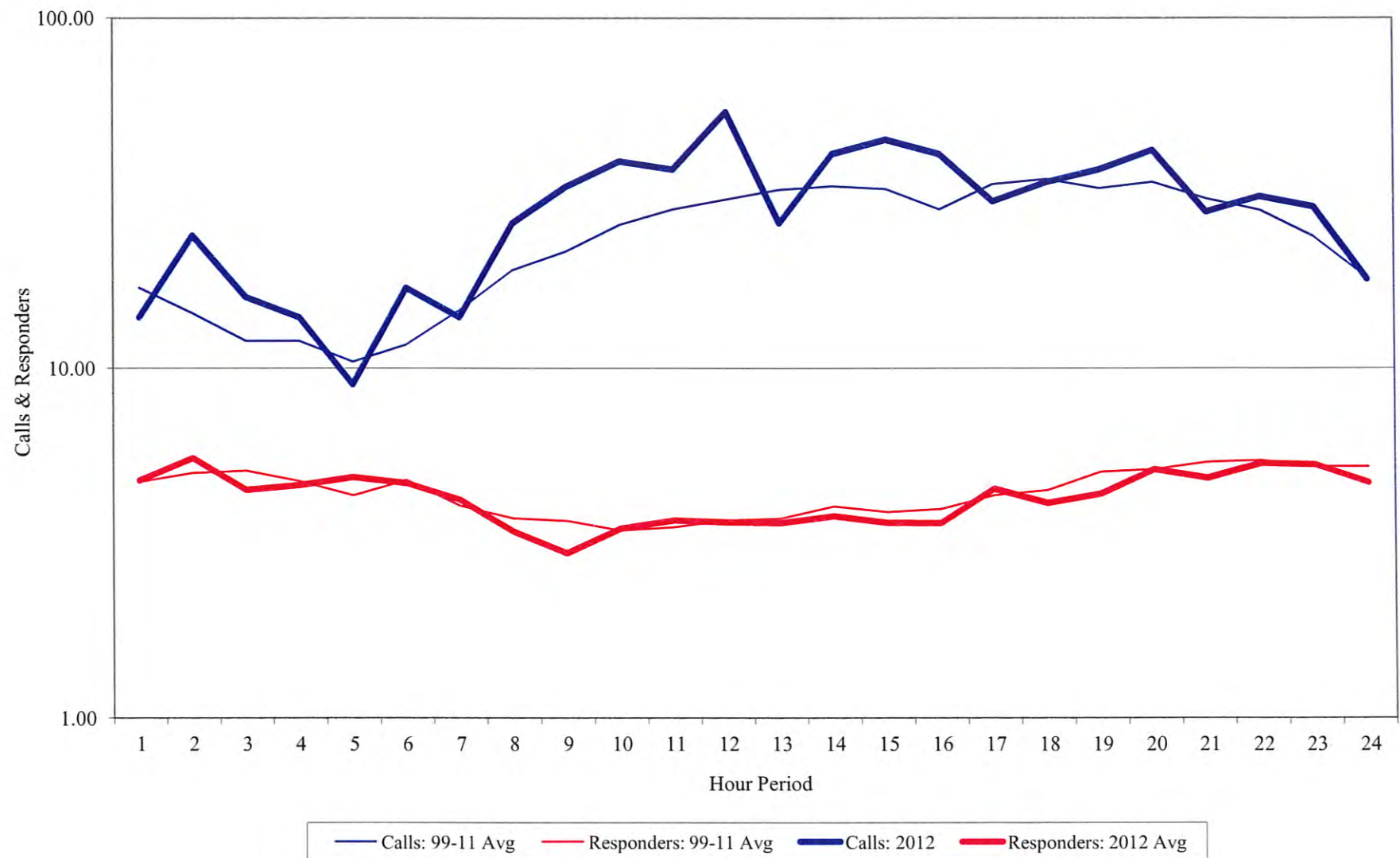
APPENDIX 2: FIRE DISTRICT 8 RESPONSE HISTORY



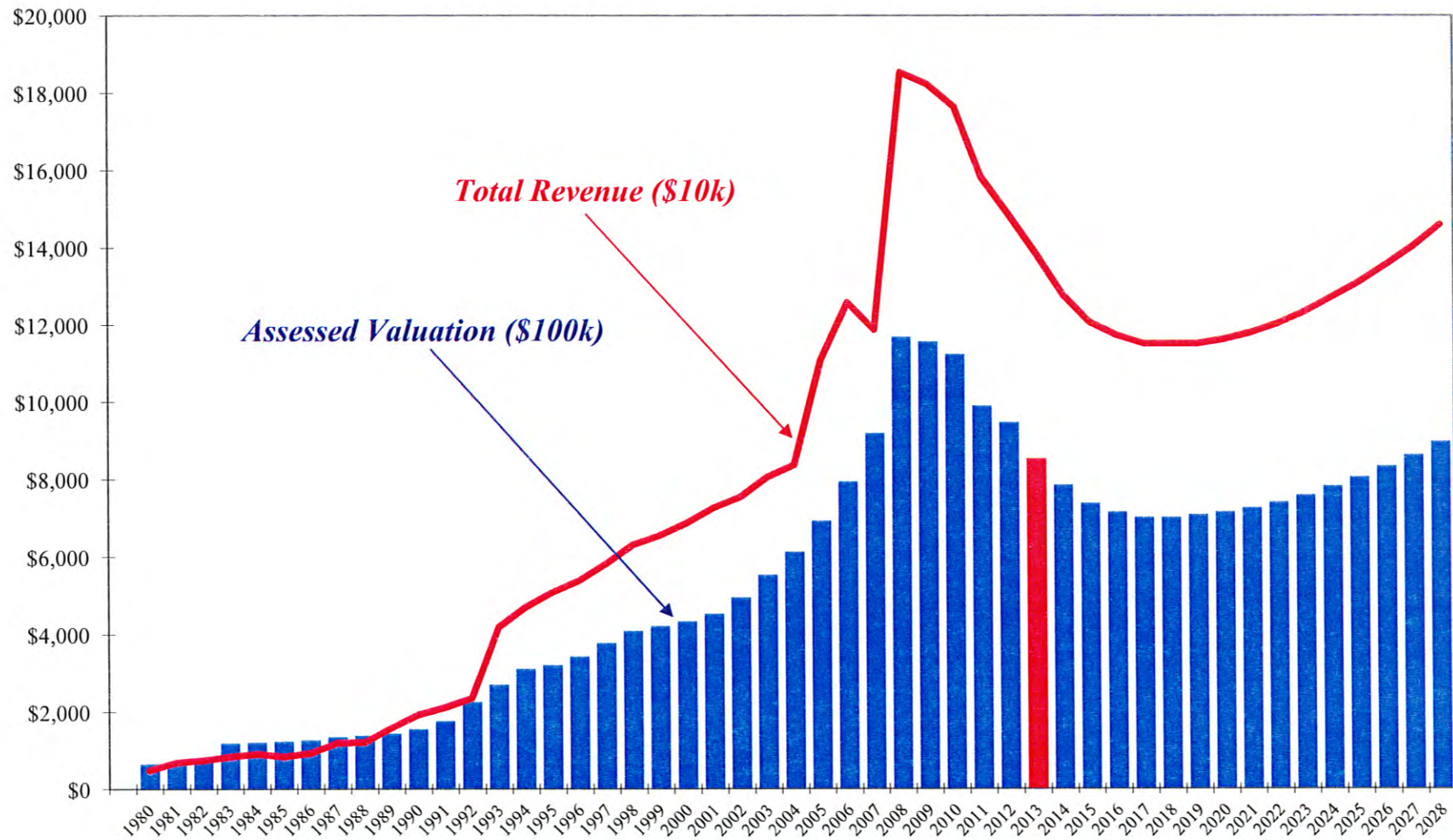
APPENDIX 3: FIRE DISTRICT 8 CALL VOLUME PROJECTIONS



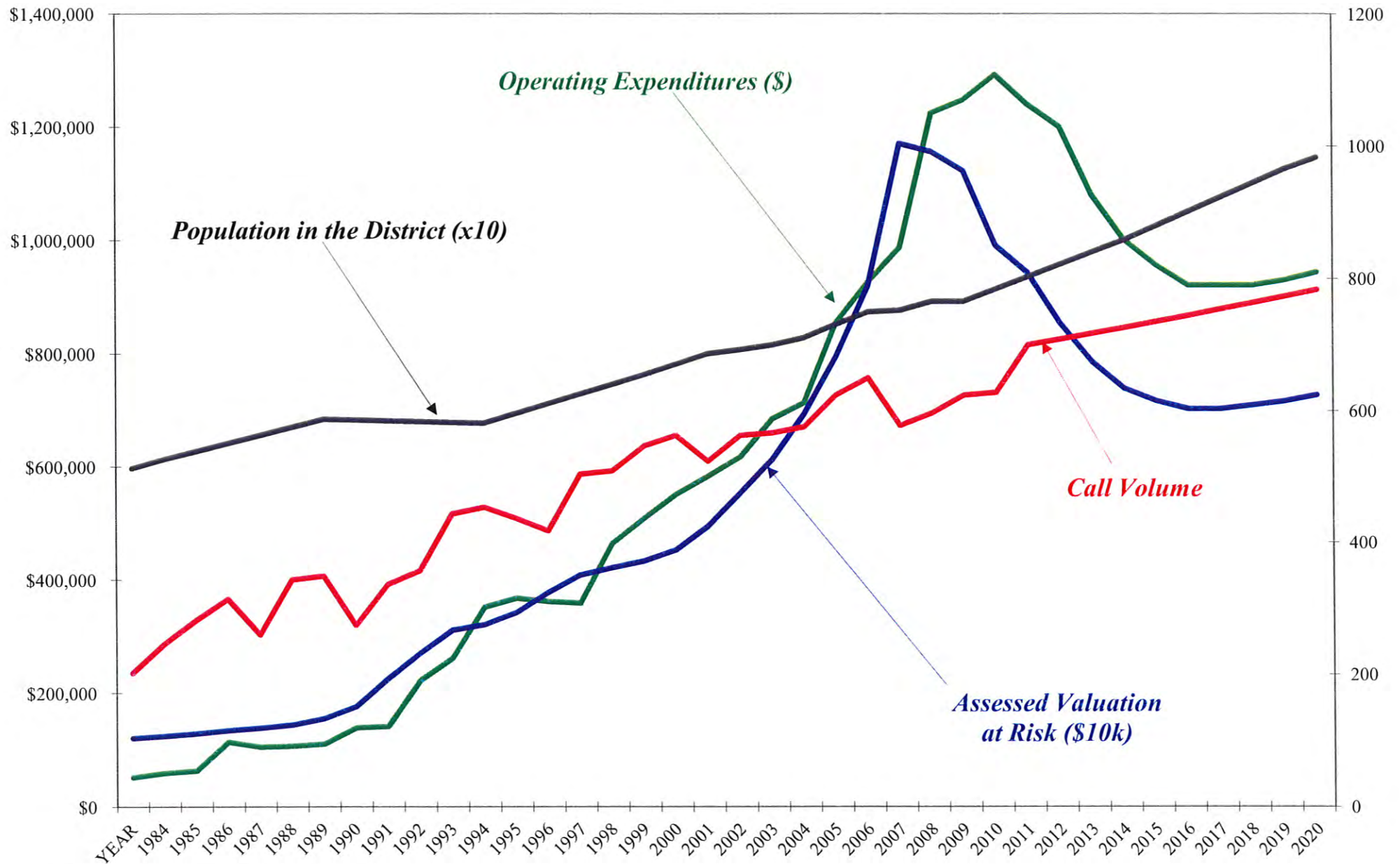
APPENDIX 4: CALLS BY HOUR, AVERAGE VS 2012



APPENDIX 5: HISTORICAL & ESTIMATED ASSESSED VALUATIONS, FD8



APPENDIX 6: COMPARISON OF OPERATIONAL & FISCAL



3. Organizational Design

January 20, 2000

Revised 2011



In 1999, a comprehensive review of the organization by the Board, with the assistance of Fire Service Management Systems, was conducted and the roles & responsibilities for all positions were evaluated, and changes proposed, analyzed and adopted by the Board.

In 2006-2007, a critical review & evaluation of the organization resulted in modification of the organization to improve direct support to volunteer responders. These changes included implementation of the Temporary Firefighter-Internship program and an additional position of career Assistant Chief.

In 2010, further modifications to the organization were implemented with the reorganization of senior staff assigning one Assistant Chief with all Incident Readiness & Response administration, and creation of a new volunteer Battalion Chief position. Other career staff assumed focused responsibility for their respective business areas.

Charts & Descriptive Information:

Included in this section are:

- **Organization Chart:** showing the relationship of the current positions including the legislative body (Board of Fire Commissioners), executive staff (highlighted in yellow), management team of officers (red print) and responders.
- The new position of volunteer Battalion Chief is shown; the actual number & deployment of this position has not yet been determined (2010).
- Each shift team consists of a Captain supervising four to six firefighters/EMS responders. Each shift rotates to on-duty status every nine days.
- **Management Team Member Mission & Roles:** detailing the various business and operational functions of the organization based upon the National Fire Academy Business Model.
- **Emergency Response Team Member Mission & Roles:** detailing the various roles typically filled by District personnel during incidents. The roles are based on the specifications of the National Incident Management System (NIMS) created under Homeland Security Presidential Directive 5.
- **Emergency Response Team Organization Chart:** showing the relationship among the various incident management system positions. The highlighted boxes refer to those positions most commonly filled (smaller incidents of a relatively short duration).

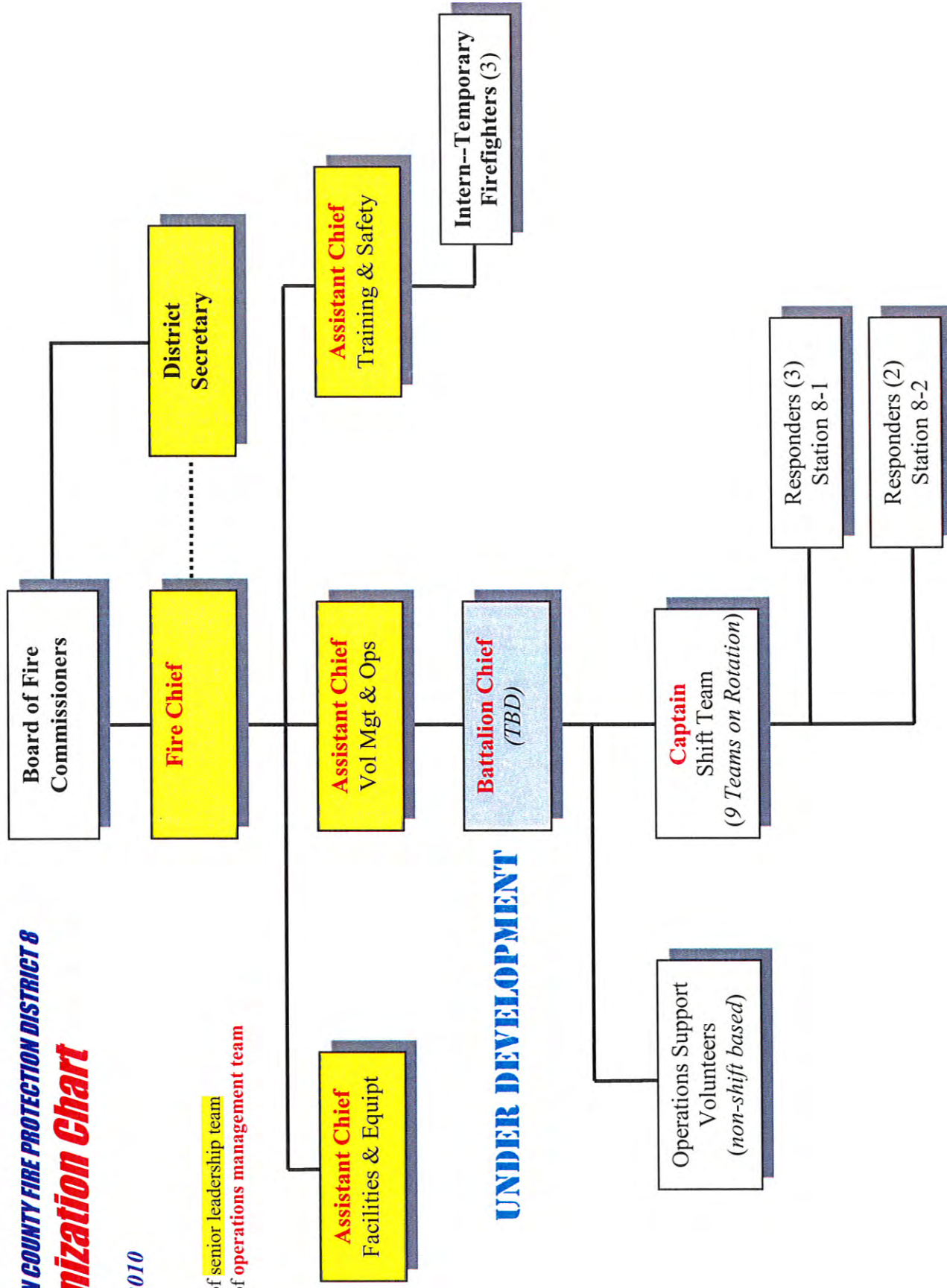
Organization Chart

REVISED

October 2010

Member of senior leadership team

Member of operations management team



Management Team Member Missions & Roles

Business and Operational Roles & Responsibilities: In 1999, the District organized all of its business and operational functions based upon the National Fire Academy Business Model. This utilizes twelve classification areas for all functions of the fire department. For the District, each of these classification areas are assigned to District staff based upon *approval responsibility* (generally at the Board or Executive Team level), *primary responsibility* (direct management & accountability) and *support responsibility* (contributing and/or implementing). These classification areas and sub-areas are:

I. Administrative Services

- a) Contract management
- b) Inter-agency & external correspondence
- c) Forms & systems management
- d) Governmental liaison
- e) Risk management
- f) Internal meeting and management information reporting
- g) Policy and procedural management
- h) Labor relations
- i) Professional liaison (organizations)
- j) Files & records management

II. Planning

- a) County and city (primarily Urban Growth Management Act related issues)
- b) Strategic master planning
- c) Operational & tactical planning

III. Public Relations

- a) Media (incident and business relations)
- b) District media formats (publications, internet web-site)

IV. Personnel Management

- a) Staffing (recruitment, selection, retention, promotion, evaluation, discipline, classification)
- b) Benefits systems
- c) Training (development, delivery, compliance, requirements)
- d) Occupational health and safety

V. Financial Management

- a) Budget
- b) Investments
- c) Economic forecasting
- d) Revenue
- e) Accounting and payroll
- f) Purchasing

VI. Facilities & Property Management

- a) Procurement of assets, materials & services
- b) Building maintenance
- c) Grounds maintenance
- d) Capital planning

VII. Equipment Maintenance

- a) Procurement of equipment & services
- b) Equipment maintenance

- c) Disposal of surplus assets
- d) Capital planning

VIII. Information Management

- a) Business modeling
- b) Computer systems & software
- c) Statistical reporting
- d) Public records requirements & compliance

IX. Incident Readiness & Response (see also *Emergency Response Team*)

- a) Fire suppression
- b) Emergency medical services
- c) Rescue services

X. Code Management

- a) Plans review (coordination with Thurston County Fire Marshal)
- b) Code compliance (coordination with Thurston County Fire Marshal)
- c) Open burning permit system

XI. Community Services

- a) Public education
- b) Public presentations & events

XII. Investigation Services

- a) Cause & origin of fires
- b) Court proceedings

Emergency Response Team Member Missions & Roles

The key positions typically assigned & filled in a District incident:

Incident Command: *As a qualified member of the Emergency Response Team, has overall responsibility for the management of incident activity.*

The Incident Commander will perform the major IMS organizational functions of Safety, Information, Liaison, Operations, Planning, Logistics and Finance until determining that the authority for one or more of these functions should be delegated. There shall always be an Incident Commander for District incidents. The role is usually assumed by the on-duty shift captain or senior firefighter of the first arriving company. Senior officers arriving subsequently may assume the role of Incident Commander, however, the role should be filled by a person best experienced and trained in the type of incident at hand.

Safety Officer: *As a qualified member of the Emergency Response Team, functions to assess hazardous and unsafe situations, and develop measures for assuring personnel safety and accountability.*

This position is a staff function within the Emergency Response Team. In the only exception to the IMS chain-of-command, the Safety Officer may exercise emergency authority on the incident scene to directly stop unsafe acts if personnel are in imminent, life threatening danger. Only one Safety Officer will be named to an incident, however, may have assistants as indicated by the type or location of the incident.

Operations Section Chief: *As a qualified member of the Emergency Response Team, is responsible for the direction and coordination of all incident tactical operations.*

This position is a line function within the Emergency Response Team, reporting directly to the Incident Commander. The person filling the Incident Commander role may, at their discretion, fill the role of

Operations Section Chief as well (depending upon the span-of-control at the incident). The Operations Section generally develops from “the bottom up” by first establishing Divisions (geographical) or Groups (functional tasks). As additional resources are committed and the incident becomes more complex, a separate Operations Section will be established. The Operations Section Chief will directly supervise (and hold accountable) the Division Supervisor, Staging Manager, Group Supervisor and Water Supply Officer.

Division Supervisor: *As a qualified member of the Emergency Response Team, is responsible for the direction and coordination of incident resources assigned to their division (a geographical section of the incident).*

This position is a line function within the Emergency Response Team, reporting directly to the Operations Section Chief. There may be more than one Division and Division Supervisor at an incident (e.g. “Division A”, “Division B”, “Division 2”). Initially, establishing Divisions may be done for purposes of “defining the incident”, however, as resources assigned exceed the span-of-control of the Division Supervisor, another Division should be established by the Operations Section Chief. The Division Supervisor shall directly supervise (and hold accountable) the Company and Team Leaders assigned to their Division.

Group Supervisor: *As a qualified member of the Emergency Response Team, is responsible for the direction and coordination of incident resources assigned to their group (a task or functional section of the incident).*

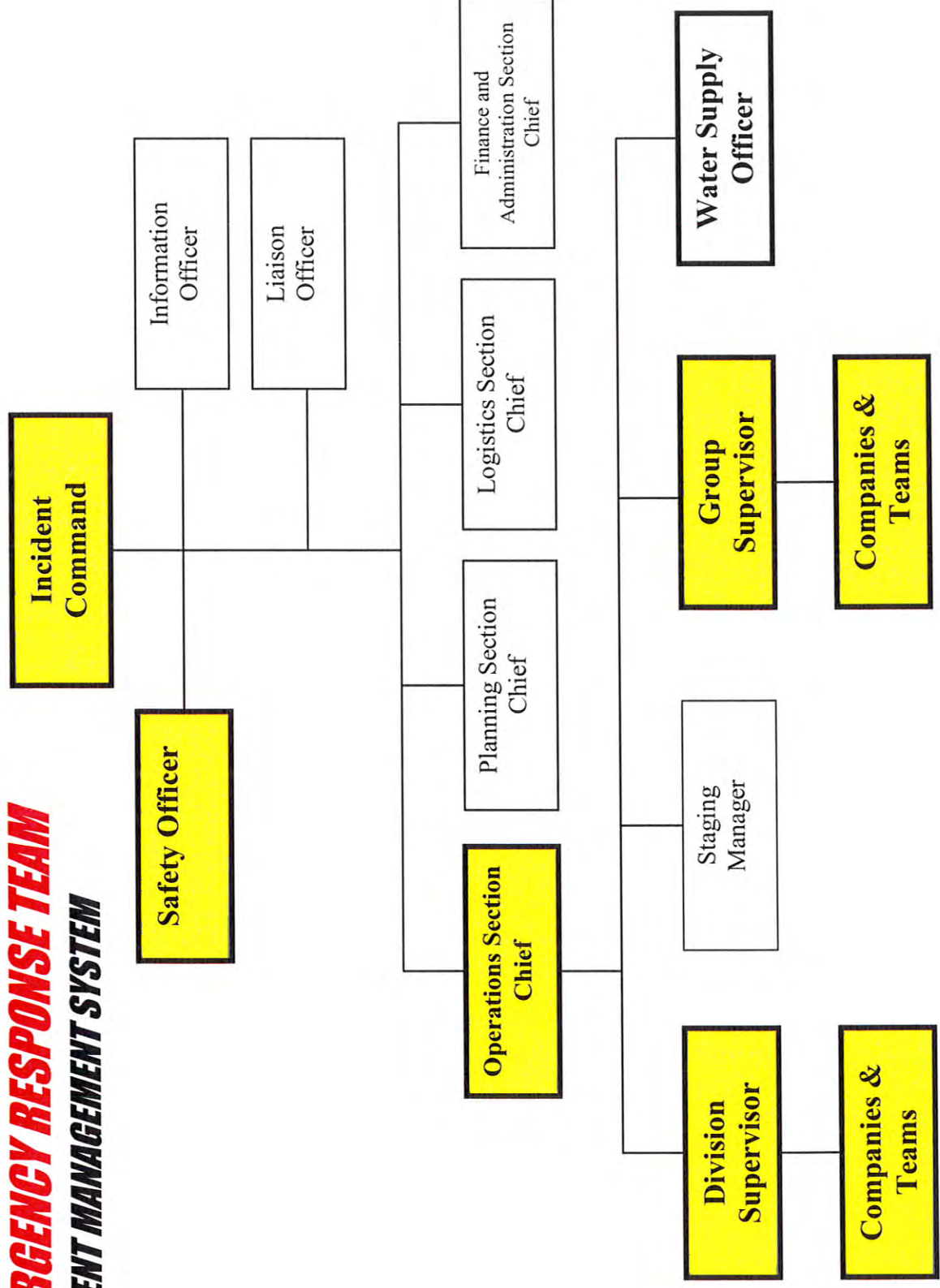
This position is a line function within the Emergency Response Team, reporting directly to the Operations Section Chief. There may be more than one Group and Group Supervisor at an incident (e.g. “Ventilation Team”, “Forcible Entry Team”, and “Emergency Medical Team”). Initially, establishing Groups may be done for purposes meeting immediate tactical demands, however, as resources or teams assigned exceed the span-of-control of the Group Supervisor, another Group should be established by the Operations Section Chief. The Group Supervisor shall directly supervise (and hold accountable) the Company and Team Leaders assigned to their Group.

Water Supply Officer: *As a qualified member of the Emergency Response Team, is responsible for the direction and coordination of incident resources assigned to provide water supply to the fire suppression efforts at the incident.*

Due to the fact that the District must haul most or all of the water necessary to conduct fire suppression efforts, a Water Supply Officer should be assigned immediately by the Operations Section Chief during large fire incidents. The position is a line function within the Emergency Response Team, reporting directly to the Operations Section Chief. Generally, there is only one Water Supply Officer at an incident. The Water Supply Officer shall directly supervise (and hold accountable) the resources assigned to this function.

ORGANIZATION CHART
THURSTON COUNTY FIRE PROTECTION DISTRICT 8

EMERGENCY RESPONSE TEAM
INCIDENT MANAGEMENT SYSTEM



Administrative Services

Goal: *“Promote and foster an administrative system that supports informed decision-making processes to assure a high quality community based fire & life safety protection system.”*



Organizational Values:

- Comply with spirit and intent of rules and regulations.
- Produce accurate and correct documents to facilitate decision-making.
- Provide effective and efficient direction.
- Provide services utilizing available resources.
- Recognize threats and opportunities through awareness and planning.

Historical Perspectives:

- Very primitive system prior to 1985, reflective of much simpler organizational needs.
- Fire Chief elected by volunteers prior to 1980; minimal relationship between volunteers and Board.
- Increased complexity in past 10 years due to increased emphasis on public agency accountability and larger District budget.
- Due to relatively simple nature of organization, little dependence upon outside organizations (both controlling, coordination and contributing); minimal involvement in external political processes.
- Developed internal administrative program with hiring of full-time employees (Support Services Manager in 1985, training & operations officers in 1989 and 1994, District Secretary in 1997, Fire Chief in 1999).
- Increase use of automated technology in collecting, analyzing and communicating administrative & financial information.

***“Administrative Services
is a continually growing
and steam lining”***

Current Situation:

- Full-time Fire Chief, District Secretary and major program managers (Facilities & Equipment, Operations & Volunteer Services, Safety & Training).
- The first comprehensive District strategic planning process underway since May 1999 addressing eleven program areas.
- Board meets no less than monthly; more often if necessary.
- Involvement jointly administered health & safety program (NET); active participant in countywide training, communications-dispatch and EMS programs as well as county and state organizations.

Program Narrative

***“Administrative Services
is a very important
function of our business”***

***“The Strategies outline the
elements of the
Department’s
Administrative Services”***

Administrative Services

Future Direction

- Continue to evaluate joint ventures for programs providing benefit to District, with result of increased multi-agency relationships.
- Increased focus of full-time staff on administration of programs and management of operations on day-to-day basis (shifting of direct emergency response functions to others).
- Increased need for sharing of information by Board and Management Team to all members and citizens of the District will require new and improved methods (e.g. more face-to-face opportunities, use of Internet, public forums).

Strategies:

- Provide more timely communications to our members and citizens. Increase communications by offering it through appropriate technology so members can be updated from home, work or at each station; offer the Newsletter and updates for our customers on the District website.
- Reduce staff time and paperwork in providing effective communications to the District members and customers. Offer the District Policy & Procedure Manual, a “bulletin-board”, training schedules, shift schedules, outdoor burning rules, and general information.
- Provide greater flexibility and accuracy of information by offering a system that makes it easy for members to check their e-mail. This would include increasing the access for members through at-home and station based network connections.
- Develop durable and reliable backup systems that will ensure timely recovery of data in the event of a disaster.

Planning Services

Goal: *“Develop a process to include annual (Business Plan) and long range (Strategic Plan) planning that provides guidance for legislative, operational and administrative decisions to assure a high quality community based fire & life safety protection systems.”*



“ The District is experiencing a very dynamic environment with increased demands for accountability, reduced funding sources with increasing costs.”

Organizational Values:

- Provide internal ongoing planning processes.
- Determine strategic direction at the highest organizational level.
- Encourage members to participate in planning processes.

Historical Perspectives:

- No significant effort to document strategic planning; workshops held in 1991, 1992 and 1995 produced growth management and capital program plans.
- No defined levels of service for District; minimal data on services provided.
- Annual budget process used as the annual plan for District activities.
- Prior to mid-1980s, very little change in the character of the activities of the District.

Current Situation:

- Very dynamic environment with increased demands for accountability, reduced funding sources with increasing costs.
- District organization in place and focused on needs for planning; learning the process for development, documentation and measurement of strategic planning and resulting implementation.

Future Direction:

- Complete, adopt and maintain *District Strategic Plan* and develop *Annual Business Plan* each year in coordination with annual budget process. Monitor resulting achievements in both plans with regard to overall progress to Goals.
- Consider the opportunities for continued joint programs and options for partial or full consolidations.
- Educate stakeholders (members, citizens) on the provisions of strategic planning to ensure harmony of effort in accomplishing the District's goals and objectives.

Program Narrative

“Strategic direction will be determined by the Board based upon elements of the District Strategic Plan, input provided by stakeholders, financial circumstances and political conditions.”

Strategies:

- Strategic direction will be determined by the Board based upon elements of the *District Strategic Plan*, input provided by stakeholders (members, citizens), financial circumstances (revenue streams, cost impacts) and political conditions (regulatory impacts, federal/state legislation, opportunities for increased efficiency/economics).
- Conduct planning workshops involving all who have a stake in the services delivered by the District, designed to review and revise the *District Strategic Plan* as needed to keep it current with the changing environment.
- Annually review plans for capital facilities, equipment & apparatus, and staffing; coordinate development & implementation with *District Strategic Plan* and *Annual Business Plan*.
- As needed, review the provisions of the *District Strategic Plan* in light of changing environmental conditions, accomplishment of objectives, and re-prioritization of efforts. Adjust plans accordingly.
- Emphasize citizen involvement in these processes; create ad-hoc groups with facilitated educational sessions in order to allow participants to provide meaningful and enlightened feedback and input.

Incident Readiness and Response

Goal: “Operate a volunteer based fire & life safety protection system that will prevent or minimize loss of life and property consistent with prudent risk management practices, established levels of service and available resources.”



Organizational Values:

- Provide effective scene management.
- Maintain a volunteer based response system.
- Provide necessary resources to meet the level-of-service.
- Promote interagency cooperation.

Historical Perspectives:

- Growth in call volume and complexity of type of response mirrors industry-wide changes; implementation of Medic One program in 1974 and 9-1-1 program in 1976 produced significant increase in workload (with “spill-over” into fire and public service areas as well).
- Shift in focus of services from protection of property to sustaining life.
- Industry-wide challenges for volunteer fire service felt by District in recent years.
- Increased requirements for health & safety driving training standards and operational practices.
- Type, complexity and cost of equipment and apparatus needed for emergency response increasing at significant rate.

Current Situation:

- District has Washington Survey & Rating Bureau public protection class of 8 with tanker credits for all residential properties; class 9 for business occupancies; rating not likely to be improved without installation of approved water supply system (municipal).
- Emergency response program volunteer based with ongoing stand-by programs being implemented.
- Have documented and tentatively adopted levels of service; monitoring call response data to measure conformance.
- Emergence of multi-agency large-scale responses to regional emergencies (mobilizations) becoming more and more common.
- Call response data is being monitored for type and quantity for planning efforts; this has required a much more sophisticated reporting system; supporting report requirements to state programs for EMS and fire.
- Through Medic One, all EMS operations in the county are standardized; fireground operations are becoming more standardized through the efforts of a countywide recruit academy process and adopted state/national standards.

“Growth in call volume & complexity of type of response mirrors industry-wide changes; implementation of Medic One in 1974 and 9-1-1 in 1976 produced a significant increase in workload [for the District’s volunteers].”

Program Narrative

“Better customer-input processes will drive demand for new or expanded levels of service; some existing services may be adjusted or terminated accordingly.”

Goals for customer service are established, called “Target Levels of Service”. The District will strive to attain these goals with a volunteer-based response system.

Emergency response services not provided by the District include confined space rescue, high-low angle rope rescue, marine rescue and extended wildland operations.

Emergency Response

Future Direction:

- Increased use of multi-agency teams for emergency response at community, county, and state levels.
- Changes in industry-wide service characteristics (e.g. aging of citizens, old versus new construction techniques, materials chemistry, and infectious diseases) will produce changes in requirements for emergency operations, equipment and apparatus: more protection for the responder, ease of use, disposability, and cost.
- While the District will continue to support a volunteer based response system, it will continue to be challenged with ongoing consistent and reliable staffing during daytime (Monday through Friday, 6:00 am to 6:00 pm) hours.
- Better customer-input processes will drive demand for new or expanded levels of service; some existing services may be adjusted or terminated accordingly.

Strategies:

- **Fire Operations Target Level of Service (TLoS):** provide emergency response to structure fires and begin initial attack procedures within 10 minutes of notification, with a minimum staffing of 4 personnel, and be able to deliver a minimum of 250 gallons per minute of water for a 30 minute period in non-hydranted areas, and deliver the prescribed fire flows prescribed in hydranted areas.
- **Emergency Medical Services TLoS:** provide emergency basic life support (BLS) response and begin necessary medical treatment within 8 minutes of notification, with a minimum staffing of 2 EMTs or First Responders and attendant equipment (either carried on District apparatus or on their private vehicle). This TLoS will include BLS initial response to advance life support (ALS) calls in conjunction with the Thurston County Medic-One system.
- Emergency response services *not* provided by the District include:
 - Confined space rescue (performed by the Thurston County Special Operations Rescue Team or “SORT”);
 - High or low angle rope rescue (performed by the SORT unit);
 - Marine rescue (performed by the US Coast Guard & affiliated groups); and
 - Wildland & brush fire extended operations (performed by the Department of Natural Resources).
- Accurate incident documentation will be maintained and evaluated to monitor performance with respect to TLoS. Automated data records will also be forwarded to state collecting points for fire and EMS incident reporting systems.

Investigative Services

Goal: *“Ensure comprehensive fire investigations are conducted that will provide the ability to determine for origin, prosecute those responsible for arson incidents and provide data for education of the District’s residents on methods to prevent fires.”*



“[Currently] the District has no investigative resources of its own.”

“There are an estimated three to five fires per year in the District that should be investigated.”

Organizational Values:

- Ensure fires are properly investigated.

Historical Perspectives:

- The District has had modest capability for fire investigation in the past, and has performed several investigations.
- The relatively small number of fires, and the resulting need for investigation, has minimized the immediate need for these services in the past.
- It is a statutory responsibility of Thurston County to provide fire investigation services in unincorporated portions of Thurston County based on the current Washington State Statutes, Administrative Codes and the adopted International Fire Code.

Current Situation:

- The District has no investigative resources of its own; District staff has the basic responsibility to determine the cause & origin of a fire (if able). If they cannot, they are required to notify the Thurston County Fire Marshal's Office (by policy).
- There are an estimated three to five fires per year in the District that should be investigated (due to substantial property damage and/or suspicious origin).
- The Thurston County Fire Marshal currently does not perform fire investigations. It is doubtful this service will be provided in the foreseeable future.
- The State Fire Marshal occasionally provides investigative services for large loss and fatality fires (on an inconsistent basis).

Future Direction:

- The District believes those agencies statutorily charged with fire investigation should accept that responsibility and take leadership to ensure the function is performed on a consistent basis.
- The District endorses the concept of a multi-agency team of investigators (including members of the District) under the jurisdiction of and supported by the Thurston County and/or State Fire Marshal's Office.

Program Narrative

“The District believes those agencies statutorily charged with fire investigation should accept that responsibility and take leadership to ensure the function is performed on a consistent basis.”

Strategies:

- Working through the Thurston County Association of Fire Chiefs and the Thurston County Fire Commissioners' Association, the District will continue to support measures that urge Thurston County and the State Fire Marshal to provide and/or host fire investigation services for fire districts.
- The District will forward appropriate notification/documentation to the Thurston County Fire Marshal and/or the Thurston County Sheriff's Office of any fire incidents in which the cause & origin are not easily determined, or, results in any death or serious injury.
- Basic scene observation & preservation training will be provided to all responders to assist in the fire investigation process.
- District members will be encouraged to participate as a fire investigator; training and certification will be offered to help prepare them for these duties.

Community Services

Program Narrative



***“Fire Prevention Education
is a KEY to saving lives”***



Goal: “Ensure that community services are available that educate the public on the skills necessary to prevent situations that may cause physical harm or property damage, how to access the emergency response system, and how to protect themselves during emergency events.”

Organizational Values:

- Educate the public on life & fire safety issues.
- Participate in mission enhancing community events.

Historical Perspectives:

- The District has provided a minimal program centered on CPR training to citizens and has participated in joint-venture education programs for students at South Bay Elementary School.

Current Situation:

- Currently as a relatively inactive member of Thurston-Lewis Cooperative (provider of community fire & life safety & prevention programs).
- The District offers CPR training, coordinated through our EMS Officer and Medic One.
- Several fire department sponsor comprehensive community preparedness (“c-prep”) programs, including City of Olympia; these have been favorably received by their customers.
- Currently the District has participated in an annual South Bay Elementary School reading program that also provides a positive fire safety message. The District also participated in the school’s annual fund raising event.
- The District offers (and installs) free address signage and smoke detectors.

Future Direction

- Develop a plan to provide a cadre of citizen-volunteers able to provide comprehensive community preparedness training that would include fire prevention, health & safety care, minor emergency medical treatment, calling for help, neighborhood security, and basic fire suppression (portable fire extinguisher).

Strategies:

- Develop a plan to provide a cadre of volunteers able to assist current program efforts (which would result in an expansion of current community services delivery capabilities). The plan will include a timetable and estimated costs.

Information Management

Goal: *“The District shall have an information management system with “user friendly” technology to provide information to support legislative, administrative, operational and planning decision-making.”*



Organizational Values:

- Maintain accurate and valid information.
- Utilize technology to meet information needs.

Historical Perspectives:

- First automation by the District was a copy machine (1978) and Macintosh SE (1984); the District starting in 1985 produced automated budget reports.
- The District has been providing automated incident reporting to the State since 1994.
- The first networked system was installed in 1993 (Macintosh based *AppleTalk*).
- The District converted to a PC based system on Novell in 1997; this also introduced Internet based applications.
- Due to the increasing complexity involved, the District began contracting with a vendor for information system technology support in 2004.
- Telephony (voice and data--landline and wireless), facsimile, paging, and two-way radio capabilities, as well as computerized workstations, have been continually improved to keep pace with needs; this has resulted in a significant financial expense.

Current Situation:

- All administrative functions have been computerized, including training.
- Automated data reporting requirements are increasing for both fire and EMS system reporting.
- Thurston County fire, EMS and law enforcement have been utilizing mobile computer terminal programs since 2007.
- Expectations for readily available data have increased significantly due to the exponential growth of the information industry; this will drive a need to continue to expand the networking capabilities of the District.
- The Internet has been accepted as a standard for information sharing; new media have been developed and are commonly used (e.g. Facebook, Twitter).
- Focus on automated communication may have taken a toll on “old fashioned” methods like face-to-face; overall communications strategies are being reviewed by the Management Team.

“Some improvements are needed in the data collection system”

Program Narrative

“Electronics systems enhance collection and documentation of information”

“The Performance Objectives outline the elements of the Department’s Information Management System”

Information Management

Future Direction

- The District will manage an overall information management and communications strategy that balances automated and “manual” methods to meet member and customer needs.
- Continue to utilize technology but consider implementation only after some maturity of the system (no “bleeding edge technology”).
- Create a robust interactive web page to include the ability of members to access scheduling and mail services, for customers to interact and conduct business, and encourage enhanced interaction with the community.

Strategies:

- Provide more timely communications to our members and citizens. Increase communications by offering it through appropriate technology so members can be updated from home, work or at each station; offer the Newsletter and updates for our customers on the District website. Conduct customer surveys over this system.
- Reduce staff time and paperwork in providing effective communications to the District members and customers. Offer the District Policy & Procedure Manual, a “bulletin-board”, training schedules, shift schedules, outdoor burning rules, and general information.
- Provide greater flexibility and accuracy of information by offering a system that makes it easy for members to check their e-mail. This would include increasing the access for members through at-home and station based network connections.
- Develop durable and reliable backup systems that will ensure timely recovery of data in the event of a disaster.



2013-2015 SOUTH BAY FIRE DEPARTMENT TRAINING PLAN

Brandon LeMay, Assistant Chief Training & Safety
Updated January 2013

EXECUTIVE SUMMARY



- The 2013-2015 Training Plan is based on the District's mission vision and goals and is intended to provide optimal success for all department members.
- The plan is designed to accommodate our member's initial training, ongoing proficiency training as well as upgrade/developmental training.
- All training can be categorized under general topics to include: Firefighting, EMS, driver/operator, leadership, and health & safety.
- The training plan includes the training goal, as well as the short and long term training vision for the department.
- An appropriate training drill ground and facility will be required in order to properly train and maintain skills for our emergency responders.
- The training plan accounts for state and local policy and legal requirements for the fire District and for its emergency responders.
- The training plan includes the District's need to enhance and maintain political influence within the training community, to enhance external relationships; while mastering its own mission, vision and goals.

Mission - Vision - Goal

District Mission Statement:

"We are committed to serve our community with prompt, consistent and professional fire suppression, basic life support and rescue services."

District Vision:

"We are a volunteer fire department and we commit to recruit and retain our volunteers through programs that are convenient, make effective use of their time, prepare them for their assigned duties, create synergy between organizational health & community service and build an environment that is safe, stimulating and fun."

The Training Vision:

"The South Bay Fire Department will be widely recognized for its training that is methodical, accountable, consistent, quality and realistic."

Training Program Goal:

"Ensure that all members receive and maintain the highest quality training, in order to effectively serve our great community!"

General Training classifications *(Initial, Ongoing & Developmental Training)*

1) Initial training

- a) Recruit Fire Academy – The department will to utilize and support the Thurston County Fire Training Consortium by enrolling new recruit members into the Recruit Fire Academy.
- b) Probationary training – probation training to be completed over the six month period after fire academy graduation.
- c) Emergency Medical Technician (EMT) – The department will continue to utilize and support Thurston County Medic One by enrolling members to the County EMT Academy.



2) Ongoing proficiency training

- a) Quarterly and Annual firefighter requirements
- b) Operational Support Program (OSP)
- c) EMT - Online Training Education Program (OTEP)
- d) Driver/Operator
 - i) Track/maintain all driver EVIP classroom status. Not to exceed 4 years.
 - ii) Track/maintain all driver skills course status. Not to exceed 2 years.
 - iii) Ensure ongoing driver competency training opportunities on shift or as part of drills
- e) Ongoing Officer competency training
- f) Identify and support Executive Officer training needs.



3) Developmental training

- a) Officer Development Program (ODP) Training
 - i) Level 1 – Captain level development
 - ii) Level 2 – Battalion Chief level development





- b) International Fire Service Accreditation Congress (IFSAC) certification
 - i) Support the Fire Academy to achieve initial recruit IFSAC Firefighter and HAZMAT certifications
 - ii) Provide support and guidance to provide the option for current members to gain certification
 - iii) Provide support and opportunities for current members to gain additional certifications.



- c) Driver/Operator
 - i) Driver EVIP classroom training.
 - ii) Driver skills course.
 - iii) Provide driver/operator training book
 - iv) Assure final/executive testing prior to licensing endorsement

Strategic Direction:



- The District's initial (Fire Academy) fire ground training will be provided by the Thurston Fire and Rescue Consortium Fire Academy("TFRTC")
- The District's initial EMT training will be provided by the Thurston County Medic 1, EMT Academy.
- Ongoing District Training will be provided to members primarily by means of shift based training, in order to make effective use of volunteer time and effort. Materials and curriculum will be provided to the shift members to conduct quarterly at their leisure. The Shift Officer will be responsible to track and ensure the training requirements are completed. The District Training Officer will be responsible for establishing, assigning and tracking all department training requirements. The District training officer will be responsible for compiling training status reports each quarter.
- Enhance County and State-wide training involvement and influence through training groups and associations.

The Training Vision

The training vision is to make all efforts to drive the South Bay Fire Department to be recognized as a county and state-wide training leader! In order to achieve this vision we need to overcome and master five phases that include Methodology, Accountability, Consistency, Quality and Realism.

Methodology is exactly how we as a District achieve our training. Members will get the bulk of the training on shift to assure full compliance, additionally there will be District wide training opportunities that will be made available yet optional.

Accountability is often painted in a negative light, but the fact is that accountability is really just keeping everyone on track with what is expected as part of a team. We need to achieve full accountability in our training in order to assure that no one falls behind, so everyone can trust their lives with all members of our team. We do need to account for and document required training of all firefighters for their safety, for department liability and because it's the right thing to do.

Consistency is the next phase that I would like to see us achieve. We need to be consistent enough that any member can work seamlessly with any other shift and that all shifts are training and working in a consistent enough manner to work as one department. Consistency is a crucial factor not only in how training is done from shift to shift, but also that everyone achieve at least the minimal amount of it (see accountability). The majority of the members of SBFD want to be challenged and engaged in more training opportunities. The aim is to feed more training opportunities to that majority group in the future as part of the training vision; however we still need to assure that every responder receive at least the minimal training objectives identified.

Quality of training is not a simple topic but “quality” in training lies within providing and improving training materials and physical resources, as well as ensuring that quality instruction is delivered. In order to achieve quality training, some training facility and equipment assets need to be addressed.

Realism goes hand in hand with quality but it gets more specific and takes a bit more focus to make every training session or drill replicate what is really encountered in the “real world.” While we work towards quality, of course realism needs to be included; however, we still need to frequently reflect back to what we do in the field and what exactly it is that we have created in our training drills.

Training Program Annual Schedule

Includes minimum required training schedule for emergency responders

EVERY quarter there shall be the following training requirements.

- a) SCBA Donning (pack throw within 60 seconds)
- b) CPR/AED quarterly refresher (Medic 1 requirement for EMTs)
- c) Standard Evolution Drill (Drill includes hose evolution, operation/handling)

(In addition to the above quarterly requirements each quarter will have special focus of more specific firefighter training requirements in order to adhere to quarterly, annual and bi-annual requirements – the below is a guide for the Training Officer, that may be modified quarterly for specific needs.)

Structural firefighting focus (Conducted 1st quarter) topics will be selected in a rotational basis. Some of these primary topics include the following.

- a) Search and Rescue
- b) Ropes and knots
- c) Tools and equipment
- d) Ventilation
- e) Firefighter survival (included RIT and Mayday)
- f) Extinguishers
- g) Fire behavior
- h) Fire Attack
- i) Forcible entry
- j) Ground ladders

Safety focus (conducted 2nd quarter)

- a) Medical Questionnaire completed by all new members while in processing.
Ongoing medical questionnaires will be scheduled for all members 2nd quarter on even numbered years (bi-annual)
- b) Infectious Disease Exposure Control (IDEC) training conducted by all members (annual)
- c) Respiratory refresher training with written test (annual)
- d) Heat related illness training (Annual)
- e) Fit testing completed by all new members while in processing (SCBA and N-95 mask). Annual re-testing will be scheduled for all members. (annual) All members have fit testing 2nd quarter even if initial fit testing was less than 1 year to maintain consistent department schedule.
- f) Bunker Gear inspection (2nd and 4th Quarters – Semi-annual)

Traffic Emergency Focus (Conducted 3rd quarter every year)

- a) Vehicle extrication
- b) Vehicle firefighting operations
- c) Roadside emergency and traffic control
- d) Haz-Mat awareness refresher training
- e) Other - not required/optional
 - a. Hybrid and electrical vehicles
 - b. Patient care extrication

ICS and special focus (Conducted 4th Quarter every year)

- a) Chimney firefighting (Training Officer optional)
- b) Incident Command System (WAC required)
- c) Inclement weather driving and emergency response (Training Officer optional)
- d) Bunker Gear inspection (2nd and 4th Quarters – Semi-annual)
- e) Other – as needed or make-up any annual missed training (Training Officer optional)

Ongoing EMS training (EMT certified members)

- a) The department will continue to reply on the Thurston County Medic 1 Ongoing Training and Education Program (OTEP)
- b) The District will continue to make every effort to work with Medic 1 to schedule OTEP as part of a Monday night drill process at station 8-1 as a convenience to the members.
- c) While members are responsible for maintain their own re-certification, the department will make effort to provide support and guidance to help members track their status.

Ongoing Driver training

- a) District members are expected and encouraged to practice and maintain driver skills on shift or as part of scheduled drills.
- b) The district will continue to schedule or provide, Emergency Vehicle Incident Prevention (EVIP class room training and certification testing) as needed to ensure that all members receive training at least every 4 years.
- c) The district will continue to provide member opportunities to partake in a drive skills course to ensure that members renew on heavy vehicle (Engine and Tender) at least every 2 years.

Documentation:

The Training Officer, will continue to be responsible to identify training needs, topics and schedules, consistent with WAC 296-305 (Safety Standards for Firefighters), as well as to include district specific needs to achieve department goals. The training Officer will provide all quarterly training expectations to members. Shift officers will continue to be expected to track shift member training completion and help their shift members to gain full compliance each quarter. The training Officer will continue to create and provide quarterly department training compliance reports.

Training Facility:

In order to achieve the department's Mission, Vision and goals, it will require suitable training facilities and equipment. After development of the training plan and review of department needs, more specific needs have been identified. Previous training needs assessments have been conducted, and the current needs are being addressed. A proper facility will need to cover all goals and expectations to achieve this training plan.

Safety & Health

Goal: *“Provide a personnel management program that integrates comprehensive, accepted occupational safety and health practices for District personnel consistent with established levels of service and available financial resources.”*



“The District health and safety program is run hand in hand with the District training program. They are inextricably linked.”

Organizational Values:

- Provide recognition of accomplishments.
- Provide a safe working environment.

Historical Perspectives:

- Thurston County Medic One has provided basic responder infection prevention with the implementation of a Hepatitis B vaccination program, TB testing and MMR vaccinations.
- The first safety rules for firefighter in the state were created in 1973 with the Washington Industrial Safety & Health Act (the “vertical standards”). The standards were updated during 2012 for a 2013 implementation.
- Safety training has been conducted by the District since 1994.

Current Situation:

- The District is a member of a joint agency (Fire Districts 3, 7 and 8) Northeast Thurston (NET) Health & Safety Program; the program includes respiratory protection, infectious disease exposure control and accident prevention programs.
- The functions of safety and training are assigned to the Assistant Chief for Volunteer Services.
- Basic “employee” related training is provided by the District, including hazardous materials communication, infectious disease prevention, accident prevention, and respiratory protection.
- The District currently has a Safety Committee that meets once a quarter.

Future Direction:

- Safety & healthy training will be provided to members in a combination of methods (e.g. one of various scheduled drill times within NET/Thurston County, self-study via CD programs or Internet, tutorials with fellow members or staff); the Monday night drill will continue to be held.
- Firefighter safety and health and safety regulations will continue to grow and impact training requirements, PPE and financial resources.

Strategies:

- Continue to stay abreast of changes in local, state and national regulations for health and safety to determine the one-time, annual and periodic requirements and conduct a risk/benefit analysis and if applicable develop an implementation plan to meet them.
- Continue to monitor District programs to ensure compliance.

Personnel Relations

Goal: *“Provide a personnel management program that emphasizes supportive relationships, values volunteerism, and offers competitive and meaningful rewards for District members.”*



Organizational Values:

- Provide career staff committed to support the volunteer system.
- Provide feedback on achievement levels.
- Provide camaraderie and social activities.
- Provide employee assistance opportunities.
- Maintain a competitive benefits and wage program.

Historical Perspectives:

- The District has operated as a volunteer based organization since its inception in 1953.
- Until the first full-time employee was hired in 1985, all District functions were performed by volunteers; most of the members of the Board also were active volunteer responders.
- A majority of the non-emergency events held by the District in the 1950's and 60's were socially related (with some training on equipment and apparatus provided); multi-fire district social occasions were held throughout the year and well attended.
- The South Bay Firemen's Association elected the Fire Chief annually until 1980.
- Industry wide, recruiting and retaining volunteers has become much more difficult due to changing lifestyles, economics and competing activities.

Current Situation:

- The South Bay Firefighter Association holds monthly meetings held in conjunction with the District business meeting; events sponsored by the Association include annual picnic, holiday craft fair, holiday needy family support, and participation in local community events.
- An annual recognition banquet has been held (first sponsored by the Association, then the District) regularly since 1974.
- In February of 2001 the board approved a proposal to move forward on developing a shift based response program in an effort to provide more effective staffing to address the District's Target Levels of Service.
- In February of 2002 a pilot shift based program was approved to be implemented in March of 2002; it is still in effect with nine shifts of 4 to 6 volunteers (including a Shift Captain) covering nights and weekends.

“The District has adopted the IFSTA Essentials Firefighter I multi-media program as its standard fire ground training curriculum.”

Personnel Relations

Program Narrative

Future Direction:

- The District will continue to rely primarily on volunteers to provide emergency services to our customers.
- The District will provide a dynamic array of incentives to volunteers including direct monetary stipends, “employee assistance services”, educational-career opportunities, community recognition and others, while holding members accountable to well defined performance objectives.
- Comprehensive communications methods will be developed and used to allow free interaction among the members of the District for sharing of information, seeking input and comment, and streamlining business processes (e.g. implementation of policy and procedures).

Strategies:

- Create and maintain a competitive incentive program.
- Develop and implement a volunteer recognition program. This will include conducting a formal annual banquet and instituting an informal recognition philosophy.
- Encourage management to create a strong partnership with the volunteer firefighter association.
- Develop clear and concise personnel expectations.
- Develop and conduct annual performance reviews.
- Encourage line officers to regularly review individual and team performance, attitude and provide feedback.
- Conduct a salary comparison for career staff every three years or when requested by the Chief, to ensure competitive benefits and wage.
- Track and analyze performance of volunteer programs and make necessary adjustments.
- Study demographic, work and educational trends and determine the recruitment method(s) that will best meet the District needs.
- Develop a staffing plan that is consistent with the District’s Target Levels of Service.
- Staff will continue to work towards managing, organizing, and providing “soft incentives” that builds morale, motivation and increases the enjoyment of volunteering.

Equipment & Facilities Management

Goal: “Effectively deploy our resources.”

Organizational Values:

- Assure facilities & equipment are volunteer friendly.
- Maintain facilities & equipment in a state of readiness.
- Provide efficient and effective facilities & equipment.
- Provide facilities & equipment that meet the target levels of service.
- Maintain facilities & equipment that reflect a sense of pride of and for our community.

Historical Perspectives:

- The first firestation for the District was built in 1954, with the second (Station 8-2) in 1965 and the third (Station 8-3) in 1979; the headquarters station (Station 8-1) was relocated in 1998. The District retained the site of the old headquarters station using it as a support & training center.
- Historically, volunteers responded to alarms when notified by a firestation siren (until 1985) and later by radio pagers (since 1967). When the new Station 8-1 was built, it was designed to accommodate sleeping space for on-duty responders. A shift-based staffing program has been in place since 2002 with volunteers staying at Station 8-1 on nights & weekends.
- The District provided rental housing to members in separate mobile homes at two sites from 1984 to 2007.
- With the hiring of its first full-time employee in 1984 and subsequent staffing changes, the need for administrative & support space in facilities increased. Adequate office & public use space was planned & provided for in the new Station 8-1.
- The first new pumper (engine) was purchased in 1954, with subsequent purchases in 1965, 1980, 1987, 1993 and 1996. Early engines were based upon commercial type chassis, while the recent (1993 & 1996) ones are built upon custom chassis designed for that purpose.
- The type, complexity and cost of equipment and apparatus have increased in the last three decades; the emergence of EMS has required new equipment and apparatus.
- The District depended upon surplus vehicles for the bulk of its fleet (tenders, rescue units, utility vehicles) until the early 1990's. The last surplus vehicle was an ambulance donated by Thurston County Medic One, which was rebuilt with a new chassis in 2005.

Current Situation:

- While the locations of the 3 existing stations meet Washington Survey & Rating Bureau protection classification rating coverage, Stations 8-2 and 8-3 are not capable of housing responders like Station 8-1.
- The District owns 10 motorized vehicles: three Type 1 engines, one Type 7 (wildland) engines, two Type 2 tenders, one BLS EMS transport-capable rescue, two utility vehicles and one antique pumper.
- The functions for the management of these assets are assigned to the Assistant Chief for Facilities & Equipment.
- The old Station 8-1 (Service Center) is vacant and is being considered for conversion to the District Training Center (see *Future Direction* below).



“The type, complexity and cost of equipment & apparatus have increased in the last three decades; the emergence of EMS has required new equipment & apparatus.”

“Provide a capital asset repairs & replacement schedule to ensure the District has adequate funds and advanced awareness of such replacements.”

Program Narrative

Provide for regular maintenance and/or replacement of key assets on a schedule:

Facilities:

Facility exterior paint:	10 yr
Roofing/gutters:	25 yr
Facility interior paint:	5-7 yr
Flooring & ceilings:	10-15 yr
Kitchen appliances:	10 yr
Furnace/HVAC:	15-20 yr
Water treatment:	10-15 yr
Emergency generators:	15-20 yr
Paving surface repair:	3-4 yr
Septic/drain-field:	15-20 yr

Equipment:

SCBA:	8 yr
SCBA air compressor:	20 yr
Thermal imager:	4 yr
Hose & appliances:	As reqd.
Power saws:	8 yr
Portable generator:	8 yr
Power fans:	8 yr
Extrication equipment:	10 yr
Radio equipment:	As reqd.
PC workstations:	5 yr
KSU telephone:	6-10 yr
Type 1 engine:	25 yr
Type 7 engine:	25 yr
Type 2 tender:	25 yr
BLS rescue unit:	15 yr
Utility vehicle:	8 yr

“Plan and provide for facility, apparatus & equipment upgrades or renovations that can improve response times and increase efficiency of operations.”

Future Direction:

- Continue to maintain and fund a *Capital Repairs & Replacements Plan* outlining heavy maintenance, adaption, expansion and/or remodel, acquisition and disposal of District assets. Funding will be provided through annual contributions from the District Operating Budget. Items in the Plan will be reviewed regularly to ensure applicability and adequacy of funding.
- Based upon the outcome of the 2006 *District Community Risk Assessment* and the update of the *District Strategic Plan* in 2006-2007, two major initiatives have been adopted: 1) creation of a new north-end firestation with capability to house responders at a location suitable to cover the response district for both Station 8-2 and 8-3 (thus eliminating them) and, 2) creation of a new District Training Center.

Strategies:

- Maintain facilities, apparatus & equipment that are capable of meeting the operational needs of the District; plan and provide for facility, apparatus & equipment upgrades or renovations that can improve response times and increase efficiency of operations. This is the key to the new north-end firestation plan.
- Provide realistic, ongoing and verifiable training to members using convenient facilities, props and equipment. Using the old Station 8-1 site will allow on-duty responders to engage in hands-on training while remaining close to their primary response district.
- Provide regular inspections of facilities, apparatus & equipment to ensure the health & safety of members and that maintenance & repairs are provided for in a timely fashion.
- Provide cost effective equipment consistent with operational requirements and specified relative to its intended use and workload. Reasonable training requirements for members in the proper use of this equipment is imperative (“ease of use”).
- Monitor new mandates and regulations; provide input into the development process for standards and regulations whenever possible.
- Standardize equipment within the District and with other departments as reasonably possible.
- Focus on two-station concept meeting ISO coverage standards, capable of housing on-duty staffing as determined by the Fire Chief. Apparatus assignment at each station should include:
 - one Type 1 engine,
 - one Type 2 tender, and
 - BLS first-response capability (either as part of the Type 1 engine or separate BLS rescue unit).
- The District will maintain one transport-capable BLS EMS unit at Station 8-1; the unit will not be classified as an ambulance.
- The District will retain one Type 1 engine for reserve status; the unit will not be included in the *Capital Repairs & Replacement Plan*.
- The District will support day-to-day operations functions with utility vehicles:
 - one 4-6 passenger 4-wheel-drive vehicle for transportation and back-up command functions, and
 - one 4-wheel-drive vehicle assigned to the on-duty Assistant Chief for command functions.

Financial Management

Goal: “Maintain a fiscal system that will manage long and short term resources necessary to delivery established levels of service by accurate accounting, revenue forecasting reporting, and monitoring of finances of the District.”

“The Internet and on-line Bill Paying will be the future for paying bills timely”

“The Department believes in fiscal responsibility and for planning ahead for the future”

“A well-structured, participative budget process”

Organizational Values:

- Assure District operates within its budget.
- Maintain a dynamic capital replacement program.
- Assure the efficient and effective use of funds.
- Maintain accurate financial status.

Historical Perspectives:

- Fiscal reporting methods were limited to monthly voucher reports and budget documents prior to the late 1980's; automated reports have been provided by Thurston County since 1982 and automated internal budget status reporting was initiated in 1989. Since then, three generations of management information software have been use to account for and report financial data.
- In 2005, changes in State Law allowed fire districts to write their own checks (instead of vouchers sent to the county treasurer). The District implemented its checking program in 2005.
- A five-year capital financial plan was established in 1992 and update in 1995. The District Capital Repairs & Replacement Fund has been reviewed and updated every year since.
- The District has experienced significant growth in assessed valuation (refer to Appendix 5 of the Historical Perspective Section).

Current Situation:

- The District Secretary maintains an “on-line” financial reporting system; on-demand status reports and monthly revenue-expense projection are provided to the Board.
- Fiscal system accountability and reporting have been intensified with new audit standards, clarification of regulations, and growth in revenue-expense amounts.
- Audits by the State Auditor have changed from off-site group examinations (generally 10-15 hours per agency in length) to multi-day on-site examinations, every three years (by Statute).

Future Direction:

- Maintain an integrated and automated financial reporting system displaying revenue, expense, payroll, inventory, and capital data.
- Determine anticipated needs and provide and maintain adequate funding levels in the District operating, capital and reserve funds.

Future Direction (Continued):

- Provide adequate opportunity for stakeholders to provide input into the budget development process.
- The District Secretary & Administrative Finance Manager is employed to develop, organize and provide information for developing the budget.
- District program managers are encouraged to seek participation from stakeholders regarding optional items and/or funds needed to meet the agency's mission and performance objectives. Requests are considered and included in the process as appropriate. The District Executive Management Team will prepare the documentation for the Board for review, comment and adoption.
- Each October, the District will conduct a budget and annual business plan workshop to review the Mission, performance objectives and work initiatives for the coming year. The *District Strategic Plan* (this document) will be used as the control document for recording objectives, controlling activities, monitoring progress, choosing priorities, projecting needed revenue and holding the system accountable to the plan approved by the Board.

“The annual budget and business planning workshop is an essential element in the budget process”

Strategies:

- In September and October of each year, schedule one or more planning workshops for the Board, the Executive Management Team and key stakeholders (including members of the public) to begin development of the next year's Budget.
- At the regular Board meeting of each month, provide a summary of expenditures in relationship to projected revenue for the previous month.
- On a continuing basis, provide information and guidance to the Executive Management Team with respect to their financial control, estimates and needs.
- Ensure transparency of financial information with the public.