

Frederick-Firestone Fire Protection District

Strategic Plan

Multi Year Plan – 2013 Revision



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Executive Summary

This strategic plan for the Frederick-Firestone Fire Protection District (FFFD) was prepared on behalf of the District by Kelly O. Terry as part of the MPA program at the University of Colorado at Denver, School of Public Affairs. The goal of this strategic plan is to clearly identify the mission, the operational system, and the future goals of the Frederick-Firestone Fire Protection District. This plan is the culmination of a variety of planning processes and the collaboration between the Frederick-Firestone Protection District members and the University of Colorado at Denver MPA program. Sections of this plan have been adopted and others are recognized as “best practices” of the industry. It addresses Fire District expansion, in an attempt to keep pace with ever-growing and ever-changing communities of Frederick and Firestone, and to maintain the high service level the community has grown to expect from the FFFD.

This strategic plan outlines the divisions and programs of the District, the adopted performance measures that govern each, and proposed improvements that will meet the needs of an expanding and maturing community.



FFFD

Mission Statement

Committed to providing the highest level of life and property protection through fire suppression, an integrated pre-hospital care system, technical rescue, fire prevention, and public education to all residents and visitors living in and traveling through our District. We are always dedicated to answer every emergency no matter time of day or location with the utmost professionalism and compassion. We stand ready to support and assist our neighboring emergency services in accomplishing their missions through coordination and mutual aid response. In accomplishing our mission, we recognize our employees and volunteers are our most important asset.

Vision Statement

The Frederick-Firestone Fire Protection District is challenged and trusted with keeping pace in the ever-changing world in which we live and work in order to provide essential, life-saving services and enhance the quality of life in our communities. We must never forget we stand on the shoulders of those who made the sacrifices and commitments to build our foundation. We must also adapt, maintain flexibility and work progressively in order to be a successful organization. We believe that the following statements provide us with a vision that enables our continued operation as an exceptional organization:

- We will be responsive and proactive to the needs and priorities of our communities;
- We will strive to be a model of excellence in providing emergency medical services, fire prevention & protection, public education, and other related life saving services to our communities;
- We will be an organization dedicated to continuous improvement, accountability, transparency and dependability in every detail of the services we provide;
- We will foster an atmosphere and relationships based on trust, involvement, innovation, creativity and stewardship;
- We will strive to be an organization rooted in its community and acknowledged for its commitment to Duty, Honor, and Compassion in the services we provide.

Motto

“Officium, Veneratio, Pietas”

“Duty, Honor, Compassion”

Core Values

Our core value is anchored in Service. Our defining values include: Duty, Honor, Compassion, Integrity, Stewardship, and Professionalism.

- **Service:** We believe ours is a business of service to others. We recognize we are often the last line of defense for those experiencing personal tragedy and we stand ready to intervene and mitigate emergencies to keep our community safe;
- **Duty:** In order to achieve our values, we believe in our moral obligation to commit ourselves to always being prepared and ready to respond;
- **Honor:** In conducting ourselves, we believe in a code of personal integrity and we commit ourselves to building and upholding trust, dignity and respect;
- **Compassion:** As the source of our values, we believe in empathy and kindness towards the misfortune and needs of those we serve and we commit ourselves to the desire to alleviate the harm they experience;
- **Integrity:** In carrying out our duties, we believe in an adherence to moral and ethical principles and we commit ourselves to soundness of character;
- **Stewardship:** As an organization supported by our citizens, we recognize that we are held in the public trust and we commit ourselves to careful and responsible management of that which is entrusted to our care;
- **Professionalism:** In accomplishing our Motto, Mission, Vision, and Values, we believe in exhibiting courteous and conscientious conduct that reflects the best traditions of the Fire and Emergency Medical Services and we commit ourselves to personal and organizational development centered on industry standards.

Background

The Frederick Fire Department was first organized around 1915 with Ike Richel acting as Fire Chief. The roll call had 8 active members. The first official hose cart and fire bell of 1915 is still on hand at Station 1. In its day it had 100 feet of hose, one nozzle and an ax. The cart was pulled by hand.

In 1976, the residents of a nine square mile area voted to form the Frederick Area Fire Protection District. The District was formed to provide services that could be supported with property taxes collected from the residents that lived within the boundaries of the District.

The District continued to operate as a full volunteer department until 1988 when the District Board hired its first full time employee. His primary responsibilities included maintaining the equipment, housekeeping, conducting fire prevention classes, conducting fire inspections on businesses, and record-keeping. In 1998, the District expanded to three full time employees with each working a 24-hour shift on a rotating basis. In 2000 the District expanded its full time employee base to six allowing for two firefighters on each 24-hour shift.

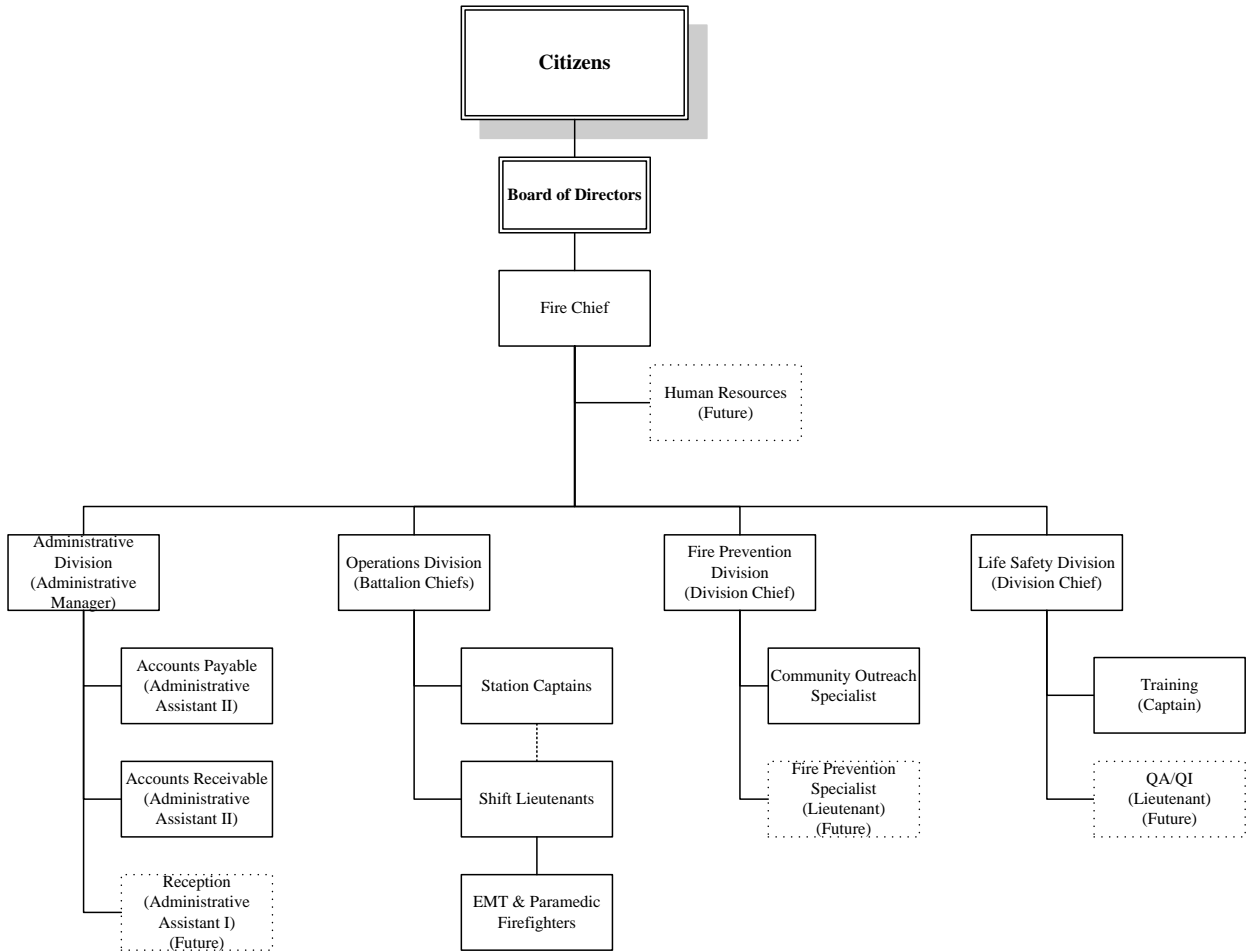
On February 2, 2001 the District Court approved the changing of the Fire District's name to the Frederick-Firestone Fire Protection District. As of today, the District provides 24-hour coverage to thirty (30) square miles of southwest Weld County, which includes four and one-half miles of Interstate 25 and five miles of Colorado State Highway 52.

In 2010, the United States Census Bureau ranked Firestone, Colorado as the fastest growing municipality in Colorado. Frederick, Colorado was ranked the third fastest growing municipality. Anticipated population growth within the District is estimated to double within the next seven to ten years. The District currently employs 31 uniformed staff, 2 administrative personnel, and 32 Reserve firefighters and Cadets. The District's three stations are staffed 24-hours a day, seven days a week, with two to four Firefighter/EMT Basics or Paramedics.

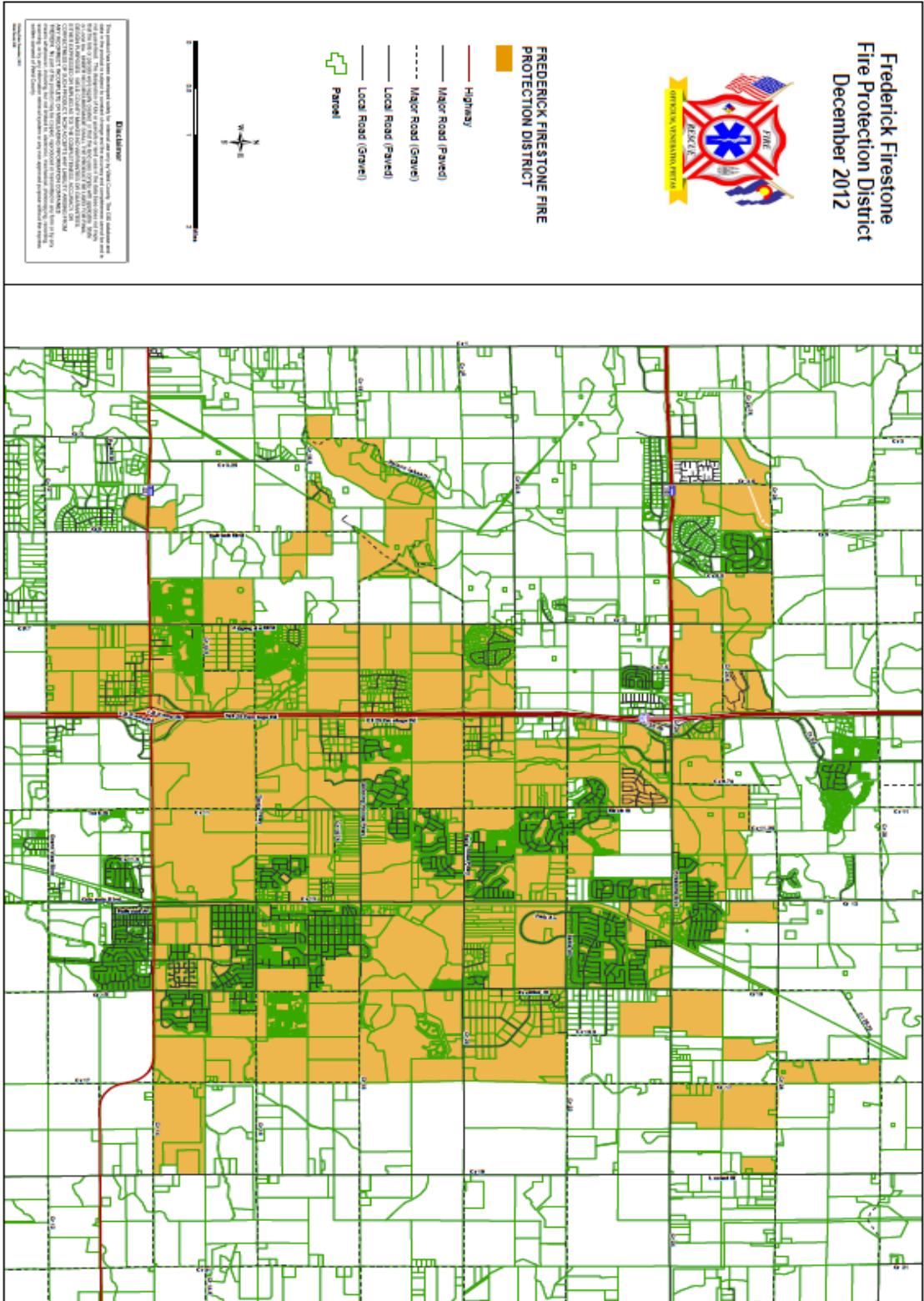
The District presently has three Engines, one Aerial Apparatus, one Heavy Rescue, one Brush Truck, three ALS Ambulances, and eight additional support vehicles. Over the past three years, the District has responded to an average of 1,400 calls annually. The District's final incident tally for 2011 was 1,457 and 1,504 for 2012. ("FFFD," 2012).

As the District looks ahead to their future in conjunction with both the Towns of Frederick and Firestone, they have agreed on the need for planned, coordinated, locally controlled services that are designed to meet the specific needs of the growing local population. As of February 2013, the three organizations have set up an ad-hoc committee to focus more closely on master planning between the Towns and the Fire District.

Organizational Chart



District Map



Current & Future Station/Site Locations

**Business & Education Center
8426 Kosmerl Place, Frederick, CO**



**Station 1
31 Walnut Drive, Frederick, CO**



**Station 2
3991 Rowe St. Frederick, CO**



**Station 3
6800 Tilbury Ave, Firestone, CO**



**Future Home of Station 4
10706 WCR 7, Weld County, CO**

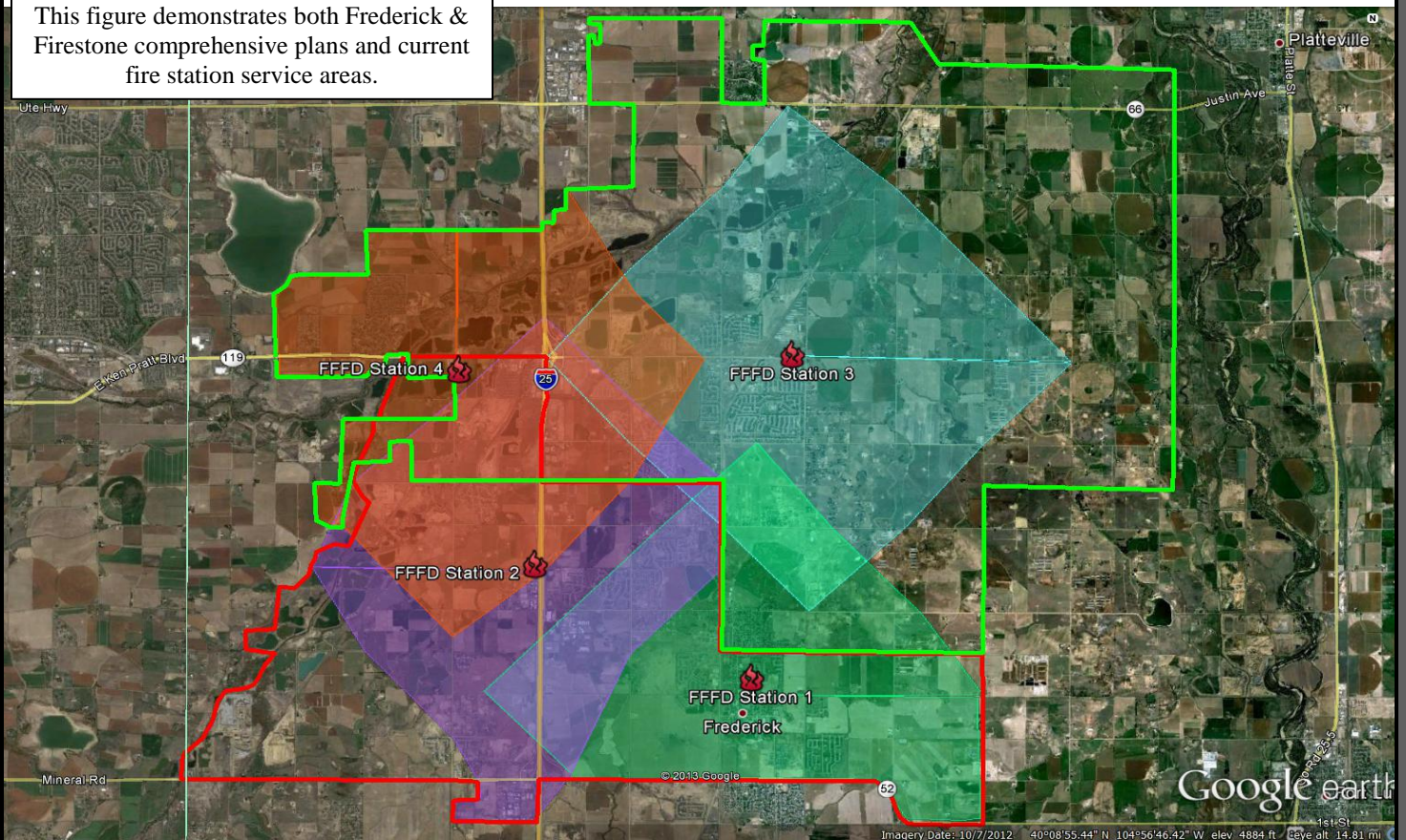


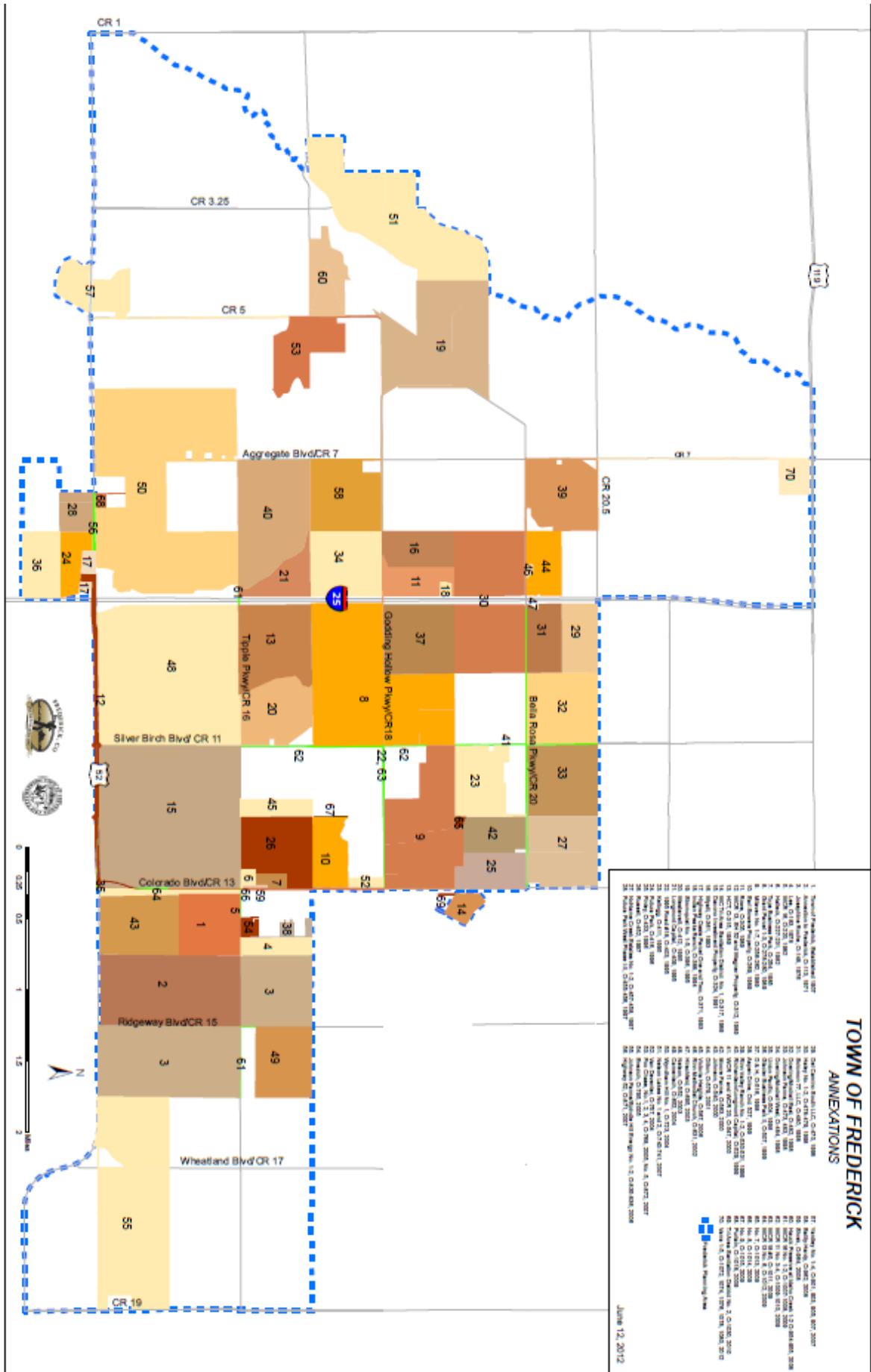
Anchor Communities

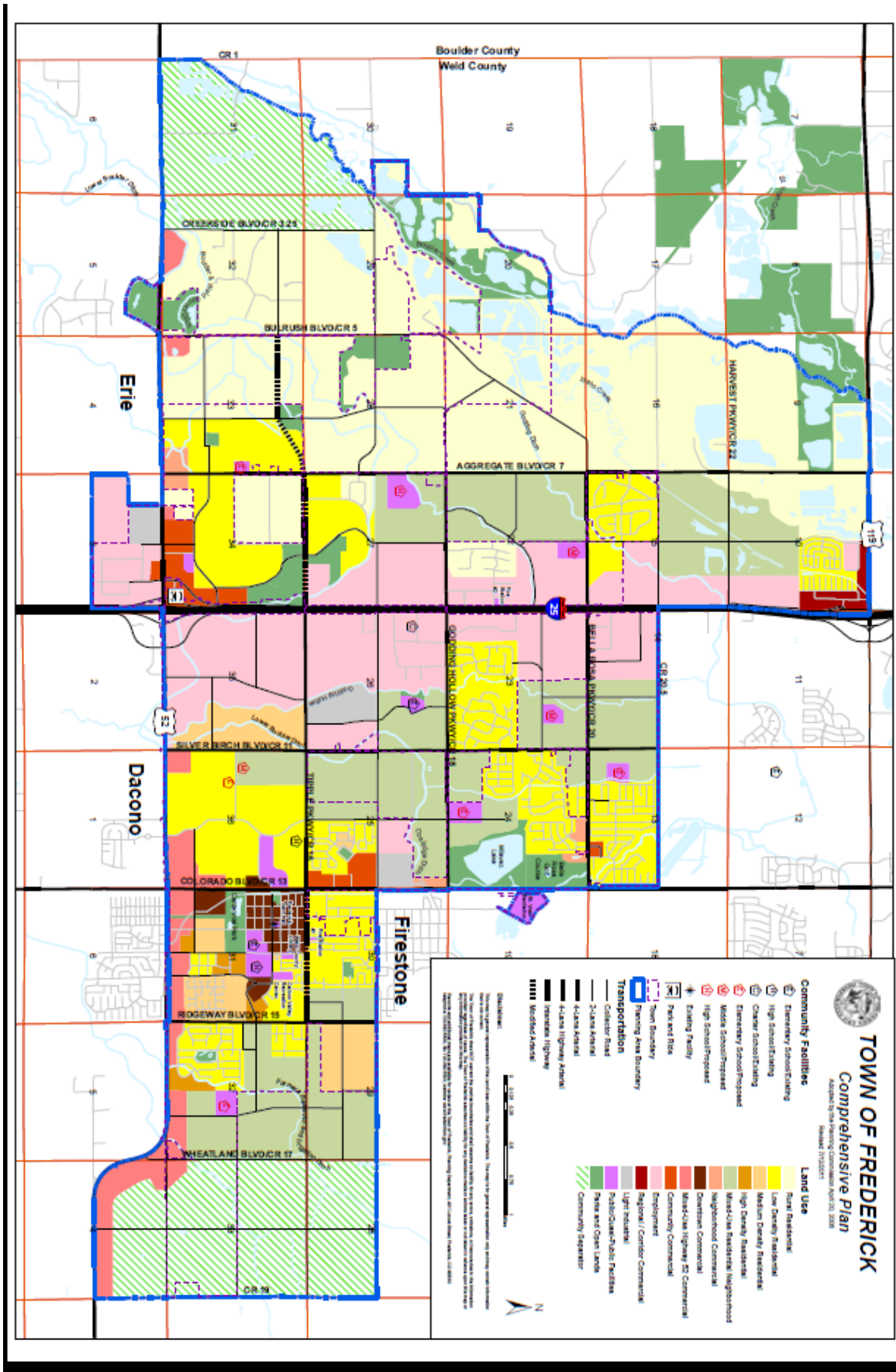
The Frederick-Firestone Protection District provides fire and emergency services to both the Towns of Firestone and Frederick. As both communities grow from the original Town limits, it is important to maintain a continuity of density, diversity, and interconnectedness. The FFFD is most affected by the urban growth boundaries and projected population growths of the Towns, since those predictions and outcomes will have the most direct impact on the District services (FFFD, 2013).

The District utilizes the Comprehensive Plans approved by each Town to determine future service needs such as: facility locations, equipment needs based on zoning and development density, population density centers, and water supply locations. When urban growth boundaries exceed the service areas of existing fire stations as determined by ISO road mileage requirements and national standards for structural and life safety response times, the District must add additional facilities, equipment and staffing in order to continue established service levels. Through coordinated planning, the District is able to develop long-term sustainability through financial, capability, and needs planning. One such planning component is the Capital Planning Steering Committee consisting of one elected official from each Town and one from the Fire District, who meet regularly to discuss these long-term strategies for meeting community service demands and identify alternate, cooperative funding sources (Town of Frederick, 2013 & Town of Firestone, 2013).

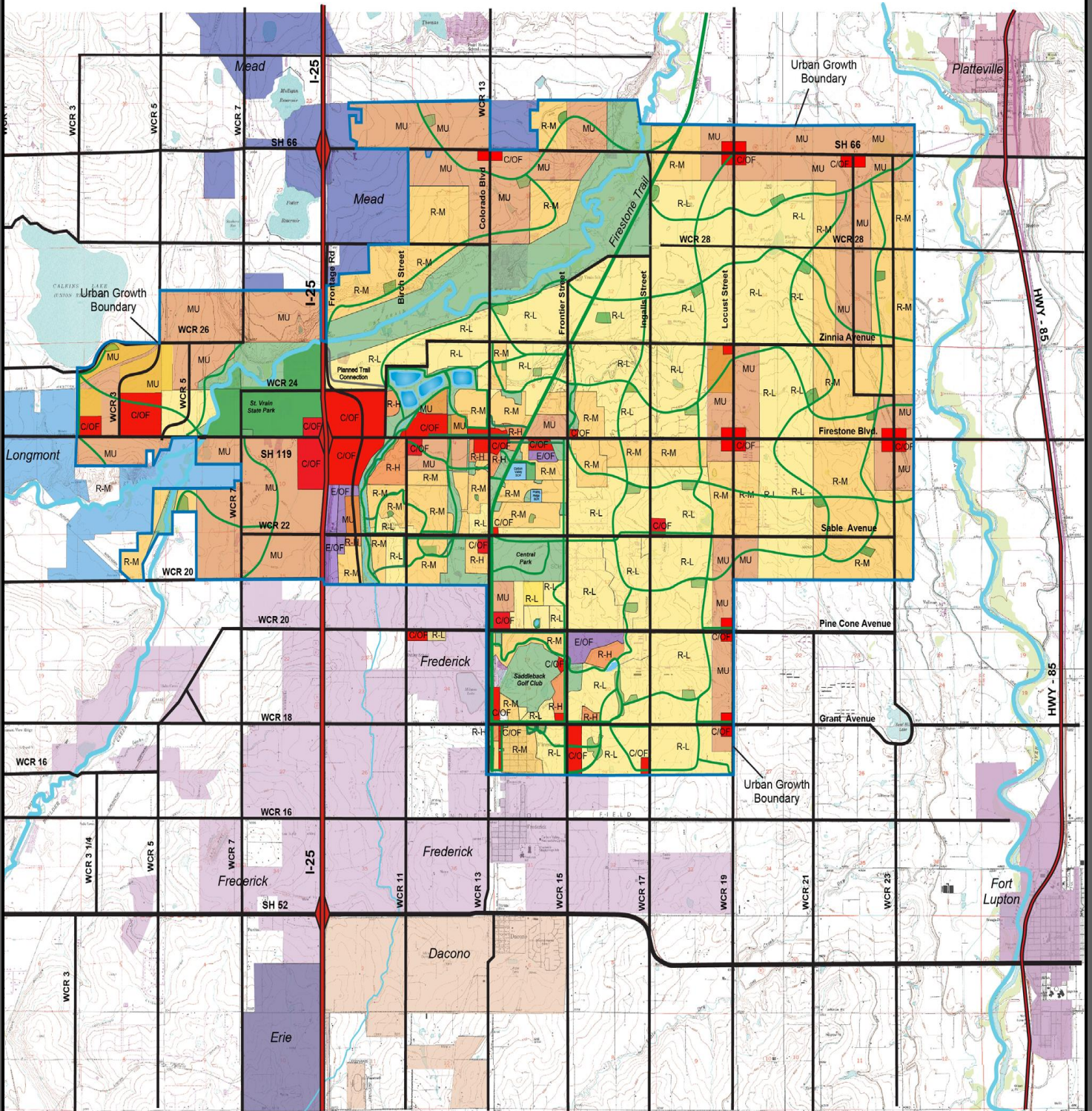
FFFD Comprehensive Plan Service Areas.
This figure demonstrates both Frederick & Firestone comprehensive plans and current fire station service areas.







Firestone Master Plan Map. This figure demonstrates all different types of land uses and the key arterial transportation corridors that serve them. Major park and trail improvements are also shown.



Legend

- | | | | | |
|-----------------------|----------------------------------|-------------------|----------------------------|--|
| Urban Growth Boundary | Parks | Commercial/Office | Residential Low Density | Municipal or Government |
| Major Roadway | Community Separator | Mixed Use | Residential Medium Density | Existing/Planned General School Location |
| Trails | Drainage Corridor and Open Space | Employment/Office | Residential High Density | |

Firestone
Master Plan

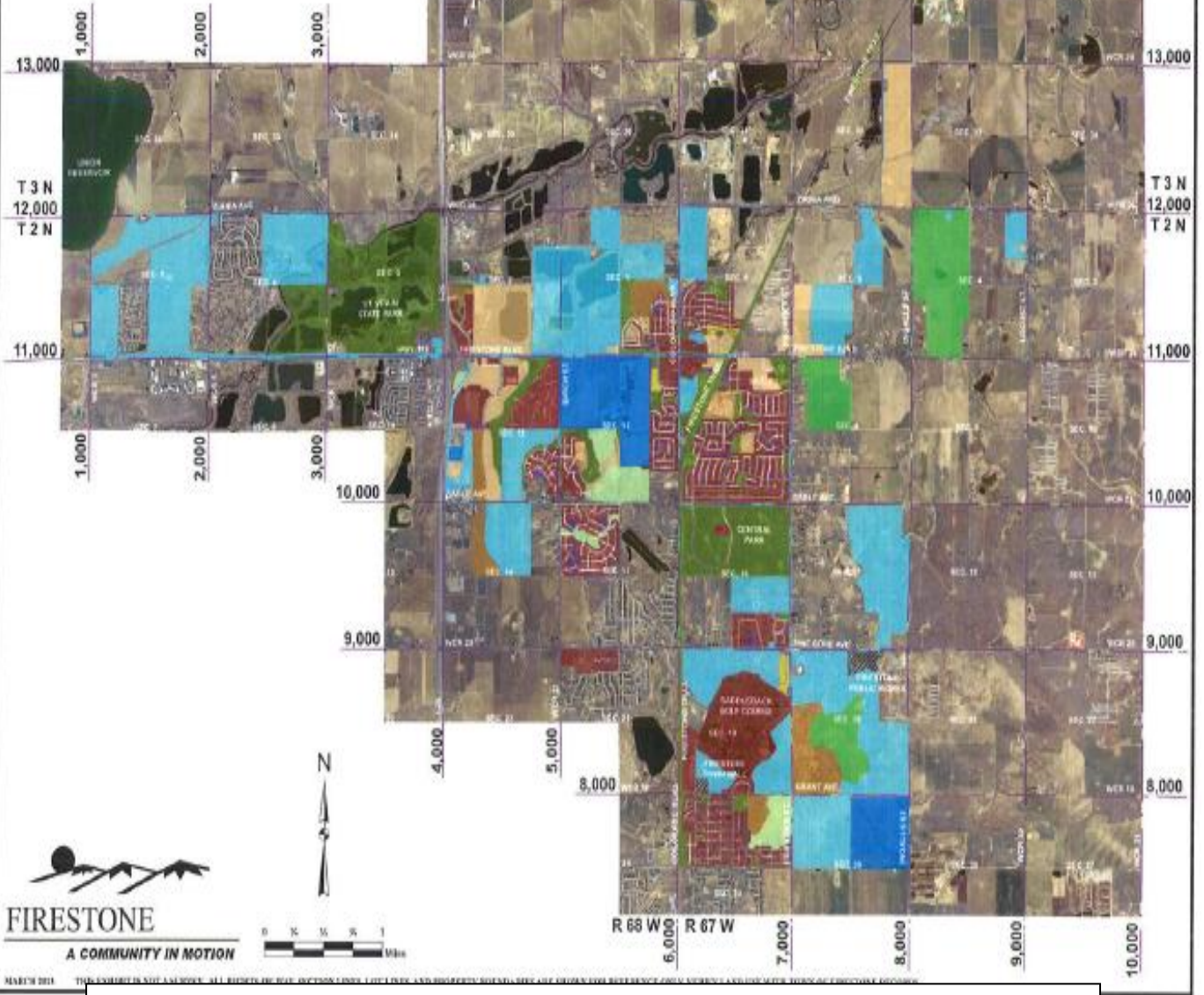
2010



TOWN OF FIRESTONE LAND USE MAP

DEVELOPMENT STATUS

 ANNEXATION_PENDING	 COMPLETED_DEVELOPMENT
 ANNEXATION_APPROVED	 INFRASTRUCTURE_UNDER_CONSTRUCTION
 PRELIMINARY_PLAT_PENDING	 SCHOOL_SITE
 PRELIMINARY_PLAT_APPROVED	 FIRESTONE_MUNICIPAL_INCLUSTES
 FINAL_PLAT_PENDING	 REGIONAL_TRAILS_PARKS_OPENSPACE
 FINAL_PLAT_APPROVED	 HOA/WATERHULL_PARKS_OPENSPACE



Firestone Land Use Map. This figure demonstrates pending and approved annexations, development, construction, and municipal, parks, and open space land use.

Frederick-Firestone Fire Protection District Organizational Analysis 2013-2017

Introduction

The District currently provides fire suppression, public education, code enforcement, fire investigation, specialized rescue, water and ice rescue, hazardous material response, emergency medical services and ambulance transport services throughout its jurisdiction. The District also provides such services outside its boundaries pursuant to numerous mutual aid agreements and automatic aid agreements with other fire protection districts and municipal fire departments. Pursuant to these agreements, each fire department pledges to assist the others when necessary, in providing additional fire and emergency medical equipment and personnel for the purpose of delivering fire fighting and emergency medical care within the boundaries of the other fire department. These services are provided through three fire stations, each having bays for housing vehicles and sleeping areas for firefighters. In 2008, the District purchased property at 10706 Weld County Road 7 for the purpose of building Fire Station 4 to serve future annexed and developing areas along its western boundaries. Additionally, in 2011 the District purchased an existing unoccupied commercial building located at 8426 Kosmerl Place in Frederick for the purpose of housing all administrative, training and public education functions of the District.

Strengths

- **Combination Workforce:** The District utilizes a combination staffing model of full and part-time career employees with volunteer/reserve members. This model provides conservative workforce growth to keep pace with increased service demands while not exceeding area economic growth. In addition, the combination career/volunteer system allows staffing flexibility during periods of short-term service demand increases such as special events, seasonal emergencies, and overtime offset.
- **Fire-Based Emergency Medical Services:** This system, established in 2006 with the consolidation of services from the dissolving of the Tri-Area Ambulance District, combines the functions of Ambulance Transport and EMS within the operations of the Fire District. There are several inherent strengths within the fire based-EMS model. First, this system requires personnel to cross-train in both fire and EMS skills providing firefighters with additional clinical instruction and continuing education opportunities in what is the highest demand for service. Next, fire-based EMS consolidates resources and increases sustainability by eliminating duplication and competition for limited financial resources. Research indicates higher patient-survival rates due to closer proximity of trained personnel in established fire stations, which are based on geographic criteria rather than call volumes. Additionally, taxpayer dollars are saved by combining administrative

services for two entities. These funds can alternatively be used for additional training and equipment.

- **High Growth Area:** Population growth within the District’s boundaries due to urban sprawl and easy access to transportation corridors has stimulated commercial and light industrial growth in the area. This growth has sustained operating revenues through the tough economic period following the collapse of the housing market in 2008. Even though growth slowed significantly in the period from 2008-2011, the negative impact was far less in comparison to other regions. Housing starts remained positive through each year, although far below peak levels prior to 2008. This positive growth lessened the impacts of decreasing value assessments, allowing the District to maintain service and workforce levels to the communities it serves.
- **Financial Sustainability:** Based on the high growth previously discussed, the District has put into place long range financial planning models, focused on balancing allocations proportionally among the major expense components. Human Resource expenses, the largest in most service-based industries, are kept proportionally in line with operational and administrative costs to ensure programs and services are sustainable and that reoccurring costs do not increase to a level that dominates available financial resources. The District also maintains a positive investment-to-debt ratio, ensuring long term debt never exceeds available investment funds based on conservative revenue projections. Finally, several reserve fund accounts are established and funded through annual budgetary contributions in order to fund future capital projects and essential equipment replacement at life-cycle intervals.
- **Intergovernmental Relationships:** Partnerships and agreements with neighboring and intra-jurisdictional agencies across multiple disciplines have enhanced sustainability, as well as overall service to the citizen within the District’s boundaries. The District places a high priority and invests a great deal of effort to establishing, maintaining and developing these relationships in order to increase local stability, customer service, area development opportunities and competitiveness. The Intergovernmental Agreements with both anchor communities established in 2003 and renewed in 2012 enhance long term planning and development coordination efforts by creating a stable political environment. The relationships

Frederick-Firestone and Fort Lupton FPD Ladder Trucks symbolize a unified purpose and cooperation.

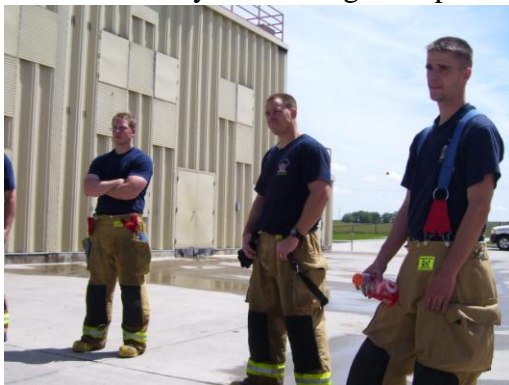


established with the water and service authorities have contributed to high quality water supplies and delivery systems which contribute to lower insurance costs through the ISO rating system. The partnerships with the local law enforcement agencies contributes to effective, safe, and coordinated incident management in compliance with National Incident Management System (NIMS) standards. Furthermore, these partnerships have grown to include a combined emergency operations center (EOC) and community preparedness programs for all three municipalities. Finally, through numerous mutual and automatic aid agreements, duplications in services and service areas are minimized while at the same time increasing resource availability in larger scale incidents.

- **Core Values and Mission:** These tools are used daily to guide planning and decision making processes, ensuring accountability and transparency to the District's principles and mission. The Mission and Vision Statements define services and priorities for both internal and external customers to guide funding and resource priorities. The Core Values define the manner in which these services and programs are to be delivered and apply a system of individual and organizational accountability.

Challenges

- **Fire-Based Emergency Medical Services:** While there are several strengths of the fire based-EMS model, there are also limitations. From an operational standpoint, personnel and resources are outside of the District for extended periods of time during medical transports. This, at times, can be detrimental due to the lowering of staffing numbers and available in-district companies for larger emergencies. Furthermore, the EMS system is constantly under the microscope regarding costs for services, low reimbursement rates, high resource demand, and questions of whether system performance is worth the cost. These shortfalls place added stress on both administration and operations personnel trying to meet increasing demands for services with diminishing revenues. In addition, it is possible that some personnel may not perform well in both the areas of fire and EMS. This puts limitations on the number of individuals who are qualified and capable to fill vacant positions. Meeting the Human Resource demands is further exacerbated by increasing competition for trained personnel in health care professions.



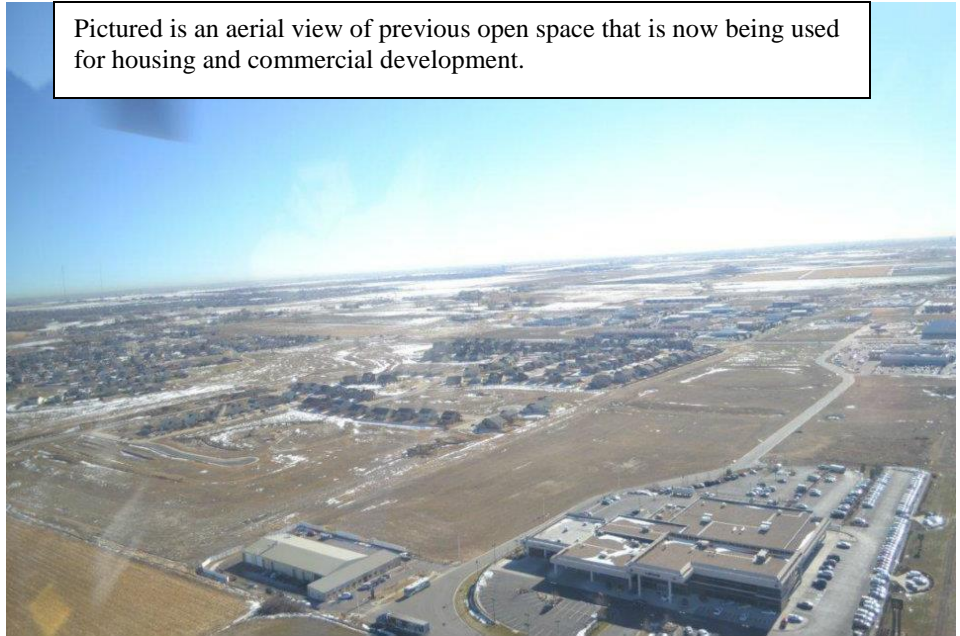
- **Staffing Levels:** Given the complex nature of firefighting and technical rescue services, it is crucial to maintain adequate resources and skill levels to accomplish various essential tasks at emergency incidents. Structural fires as a whole, are decreasing in frequency in most

regions of the United States. However, complexity of firefighting activities has dramatically increased due to light-weight construction methods, materials and synthetic contents. The challenge is to maintain capabilities in low-frequency, high-risk emergency situations. A diverse, skilled, and efficient workforce is essential to this readiness. The District currently maintains two cross-trained responders on each company and four companies per shift. This staffing matrix, along with reserve up-staffing, efficiently meets the needs of most day to day medical and other high frequency, low risk incidents. However, with increased development density and complexity and growing populations associated with a rapidly growing area, the frequency of more demanding emergencies will also increase. Research conducted by the U.S. Department of Commerce's National Institute of Standards and Technology (NIST) has shown that two-person companies are greatly limited in their ability to complete essential firefighting and rescue tasks in a typical residential structure fire as compared to three-person crews.

- **Fleet Management:** Currently, the District assigns fleet maintenance coordination as an additional responsibility of one of its company officers. Other than daily and weekly checks and portions of routine preventative maintenance, all other preventative maintenance and repair work are subcontracted to various heavy equipment maintenance contractors. This system has served the District well in keeping costs low to this point. However, with a growing fleet and increasing complexity in apparatus systems design, the capabilities of this model will soon be exceeded. The District currently maintains a fleet of eight (8) heavy-duty, four (4) medium-duty, and eight (8) light-duty vehicles. Many of these vehicles have complex systems such as pumps, generators, rescue equipment, and numerous other electronic and/or motorized equipment. The management of this fleet is increasing workloads on the assigned coordinator, whose primary responsibility is managing a fire/rescue company twenty-four (24) out of every seventy-two (72) hours. It will be necessary to assign this program as a primary responsibility to another position in the near future, in order to ensure equipment readiness and safety in the long term.
- **High Growth Area:** Increasing development and population brings increased and changing demands for services. As population densities and demographics change over time, the District must maintain flexibility and a proactive approach in its planning and resource allocation, to ensure it is meeting the needs of the citizen. Increasing growth also places more stress on available resources, since additional calls for service pull companies away from non-emergent duties such as building inspections and public education. Increasing calls for EMS services means resources are out of District on transport assignments more frequently, further reducing available resources for other calls and increasing the risk for lacking resources during a large-scale emergency. Another issue associated with high growth and development is caused by the method in which property assessments are completed in Colorado. Since property assessments are done on residential properties every other year and collections are always a year later than

assessments, there is often an eighteen (18) month, or longer, gap between when a structure is completed and operational and when property tax revenues are received by the District. This lag, challenges the ability to be proactive with resource planning and service expansion to meet the demands of new developments.

Pictured is an aerial view of previous open space that is now being used for housing and commercial development.



Additionally, high growth often means expansion through annexation. The District's Inter-Governmental Agreement with its two anchor communities requires that the District expand its service area to align with the Towns' new boundaries. Since these expanded areas, in most cases, are within the service area of neighboring fire districts, the exclusion/inclusion process required by statute (C.R.S. 32) to be used in boundary alignment issues, can lead to increased tension between fire districts. This tension is often focused on lost (actual or potential) property tax revenue of the excluding district. Given the reliance of most districts on mutual and automatic aid in keeping costs manageable and providing readily accessible resources in larger emergencies, fire districts depend on good working relationships to meet service demands. The tensions created by the inclusion/exclusion process can often challenge these relationships and, in some cases, lead to distrust, hostility, and even aggressive strategies designed to undermine the District's obligations to its citizens and partnerships.

- **Process Development:** Over the past seven years, the District has reviewed, revised and developed many internal processes to enhance programs and services, providing transparency to the public, and complying with



various regulatory requirements at the Federal, State, and Local level. Each year the Federal and State legislatures, as well as other industry regulatory agencies such as NFPA, the International Code Council (ICC), and General Accounting Standards Board (GASB) introduce and enact many new bills and regulations which require additional implementation and ongoing management and funding by District staff. These “unfunded mandates” are often unpredictable and therefore extremely difficult to plan for in strategic and budgetary planning. Over time, even the smallest regulation change adds up to increased workloads and time commitments of existing personnel, and can shift focus away from intended responsibilities of positions. The workforce, especially administrative and support services gradually are pushed into a more reactionary than proactive routines, and processes become “patch-worked”.

Opportunities

- **Citizen Partnerships:** *In order to meet increasing service demands, the District intends to focus on prevention through community preparedness. Continued development of outreach activities and public education will be a priority. Currently, the District hosts several monthly, quarterly, and annual classes at little to no cost to the public. In the future, classes that engage public dialogue and interaction with public safety officials will be a key step in this preparedness model. The District plans to research the effectiveness and sustainability of Community Emergency Response Training (CERT), Community Conversations, and Citizen Fire & Police Academies.*
- **Regional Partnerships:** *In order to maintain a community-centered model of service design and delivery, the District will continue to seek partnerships with neighboring agencies. Opportunities exist to develop cost sharing for personnel and facilities to develop a multi-agency fleet management and maintenance program as well as a facility and grounds maintenance program. In addition, opportunities exist to develop joint response areas (JRA) along borders or town boundary expansion areas, in order to reduce duplication, increase cost effectiveness, lessen financial impacts, and foster positive working relationships. Additional partnership opportunities exist to expand partnerships with healthcare providers and facilities, in order to meet increasing demand, explore new, more efficient models of service delivery, and meet increasing regulatory requirements at the Federal and State level.*
- **Local Partnerships:** *The District will continue to develop cooperative efforts and partnerships with local governments and agencies such as law enforcement,*



Grand Opening Ceremony for AirLife Denver's new helicopter base at FFFD Station 2.

helicopter transport services, building departments, planning departments, event planning, and elected bodies. Many opportunities exist such as continued emergency operations center (EOC) development, continued development of the tri-party Steering Committee (established in 2013 to guide capital facility funding and planning), and the District's participation in annexation, development planning, and implementation processes, in order to earlier engage future customers in available services and programs.

Potential Concerns

- **Interference from Other Agencies:** *In order to support and maintain the Agreements and obligations established through Inter-Governmental Agreement (IGA) with its anchor communities to provide community planned and funded emergency services, the District has committed to aligning its boundaries with the Towns' as annexations occur.* The District has adopted a policy of recognizing that other fire districts have the same rights and agreements with their anchor communities and that if annexations occur within the District's boundaries by other municipalities, the District will honor exclusion requests if and when they occur. The District has also adopted a policy of not seeking to include properties outside the Town boundaries as to lessen the impacts on neighboring fire services and to focus on the primary goal of providing services within a coordinated, planned community. These efforts, along with open dialogue, identifying cooperative opportunities, and transparency, are designed to build trust in a sometimes challenging environment. Despite these efforts to build positive relationships, at times, an adversarial stance can develop through loss of territory and associated tax revenues. This stance can effectively shut down the cooperative process and lead to subversive strategies targeting the District's service plan, agreements and relationships. Although competition more often than not has healthy consequences such as stimulating innovation, fostering efficiency, and fighting off complacency; it also, at times, leads to the development of negative strategies to eliminate competition, which can lead to stagnation and unaccountable practices and policies. Due to the competition that is generated from serving a high growth community, the District must first and foremost seek opportunities to develop positive and productive cooperative relationships with neighboring, as well as intra-community agencies, while remaining steadfast in its commitment to its communities. District leadership must use this environment of competition to drive improvements to programs, services, and processes in order to provide high quality, citizen-centered emergency and prevention services.



- **EMS Reimbursements & Cost Recovery:** The Healthcare Reform Act continues to be a focal point for District planning. This legislation, which becomes effective in multiple phases, poses a great deal of uncertainty for the delivery of EMS services, as well as provision of

employee healthcare benefits. Questions exist as to the method for payment and reimbursement of services rendered, as well as Medicare and Medicaid reimbursement rates given the addition of several million new enrollees in the Medicare system. Furthermore, with the expansion of healthcare services and facilities in the region, there is increasing competition for qualified paramedics and other medically trained positions. The increased demand, in conjunction with a fixed number of certification programs, will translate to a lower supply of an already highly competitive position. This potentially means having to compete more aggressively with the private sector healthcare industry, as well as other fire districts, in salaries and benefits to maintain workforce needs and readiness.

- **Lack of Citizen Involvement & Participation:** As a local organization governed by an elected Board of Directors, it is a priority of the District to engage the public in involvement and participation. Without citizen participation in accountability, oversight, governance and preparedness planning, the effectiveness and strengths of representative government is greatly diminished. Through many monthly, quarterly, and annual community programs, the District works to educate and prepare citizens within the community in the event of an emergency, whether man-made or natural. The District also opens its monthly Board Meetings to the public, so that citizens can be informed and have a place to be heard. In order to be effective, the District must help citizens recognize our common values to increase their inclination in becoming involved in processes that will meet their long-term interests. By involving residents and businesses, the community and the District both benefit from systems based on transparency and accountability. If residents do not remain active in preparedness programs and public meetings, or if they fail to provide feedback on the services and programs the District provides, the District will lack a valuable resource driving its community-centered model of service. An identified goal to keeping citizen involvement and participation high, is to continue offering citizens low-cost programs and community events that support education on safety and prevention. This supports an open door policy for citizen feedback, and maintains the Fire District's transparency.
- **Unstable & Uncertain Economic Conditions:** The global and national economic instability has been an ongoing concern and challenge for the District. The economic collapse of 2008 centered on the housing industry. This filtered down to decreased assessed values, which are the District's primary (92%) source of revenue to support services and programs. Many fire departments and districts had to reduce their workforce and thus, their services as a result. However, the reductions in workforces and services were not met with an associated decrease in demand for services. As an industry and a district, we have had to adapt towards doing more with less, as demands continue to increase more quickly than revenues. The District is limited by statute as to the types of fees it can assess. There is no ability to assess impact fees on new development to pay for associated increased service needs. The District is also unable to collect sales tax and

therefore, future instability in the economy that impacts property values, will have a severe effect on the District.

Projects & Action Plans

ISO

- **ISO Rating:** The District, in an ongoing effort to provide as much value in our service as possible and pass on any realized savings to customers is continuing in the process of re-evaluating its Insurance Services Offices (ISO) rating. ISO collects information on a community's public fire protection and analyzes the data using an insurance based evaluation criteria. ISO then assign a Public Protection Classification from 1 to 10. Class 1 represents the best public protection and Class 10 indicates no recognized protection. The District was rated in 2004-2005 at a 5/9. This rating means that if a building is within 1,000 feet of a fire hydrant the insurance carrier rates the insurance using a modifier of 5. If a building is more than 1,000 feet from a fire hydrant, the modifier is a 9. The lower the rating, the lower the insurance rate. Several changes to District programs and services have occurred since 2005 as a result of growth, planning, and progress including:
 - Increased staffing levels from two responders per 24-hour shift to ten;
 - Two additional facilities;
 - A formalized training program coordinated by a Training Officer;
 - Improved processes resulting in better record keeping, accountability, and management;
 - Improved water systems;
 - Improved communications system;
 - An improved fleet of emergency apparatus and equipment resulting in an overall fleet age reduction of 50%;
 - A highly capable workforce resulting from advanced training, education enhancements and incentives, proactive hiring practices, thorough internal communications processes, participatory management practices, and a unified vision and purity of mission.

Capital Replacement and Investment

The District has established five reserve fund accounts for the purpose of funding future growth, life-cycle replacement of capital equipment, early bond payoff, and emergency and contingency funding. The specific accounts are as follows:



Most recent District Fire Engine under construction. This Fire Engine was purchased through the Fleet Replacement Reserve Fund

- **Equipment Cost Recovery Fund:** This fund is designed to have money available to replace apparatuses, capital equipment, and/or vehicles at the end of their service life, which is from 5-15 years. This requires an annual financial contribution based on the aggregate

value of each vehicle in the fleet divided by its recommended service life. For 2013, the budgeted contribution is \$384,427 and is 95% funded.

- **Facility Construction Fund:** This fund was established in order to provide resources for future land purchases, facility construction, as well as renovation and repairs to existing facilities. The District contributes \$250,000 into this fund each year from savings realized from other budgeted projects and expenses. The District purchased land in 2008 and is continuing the planning phase for Fire Station 4 located at 10706 Weld County Road 7 between Weld County Road 22 and Highway 119.



Ground breaking for Fire Station 3.

This additional facility is necessary to maintain response time benchmarks and ISO requirements due to the inclusion of new property into the District. This plan is projected to be completed by the end of 2014 and the cost of this facility will be approximately \$1,600,000.

- **Bond Surplus Fund:** A general obligation bond surplus account was established in 2007 to eliminate the Bond Mill Levy one and one-half (1.5) years before the 2023 maturity date, in order to reduce the overall tax burden on citizens and businesses. In an effort to take advantage of historically low interest rates and pass on savings to our taxpayers, the District refinanced its 2002 General Obligation Bonds in 2011. This refinance reduced the interest rate by 50%, translating to a direct savings to taxpayers of more than \$235,000.
- **TABOR Reserve:** Under Colorado State Law, the district is required to set aside 3% of its operating Budget to be used only in declared emergencies.
- **Fund Balance:** In order to increase financial stability and program sustainability in economical downturns, the District sets aside an additional 25% of its operating budget into an undesignated contingency account. These funds are for supplementing revenues during projected short-term reductions in returns resulting from decreased assessed values. The District anticipated withdrawing a portion of these funds in 2011 as a result of a 3% reduction in assessed property values, though the withdraw was avoided due to other cost saving measures in the general operating budget.

Staffing Levels

- **Increased Staffing:** The District adopted a salary and staffing plan in 2007 for the purpose of establishing a sustainable and competitive program. The plan has been executed each year since its inception, including through the economic challenges in and after 2008. This has been accomplished through a balanced budget and by maintaining proportional budget expense distributions with debt service, reserve fund investments, and operations and administrative expenses. In an effort to continue building sustainable programs and service models and reach performance benchmarks, the District is developing a plan to increase staffing levels on fire apparatuses from two personnel to three personnel per company.

A recent study into the effects of staffing levels on common tasks performed at structural fires was conducted by the National Institute of Standards and Technology (NIST). The NIST report shows that the size of firefighting crews has a substantial effect on the fire service's ability to protect lives and property in residential fires. The research concluded that three-person crews were able to complete 22 essential firefighting and rescue tasks in a typical residential structure 25 percent faster than two-person crews.

(Retrieved from: http://nist.gov/el/fire_research/residential-fire-report_042810.cfm#.UTYZsG7HIcw.email, 2010.)

In order to enhance efficiency and maximize workloads with service demands, these additional staffing positions will have other assigned responsibilities. One of the three added positions on each shift will be assigned the responsibility of Field Inspection Technician (FIT). In this role, the firefighter will perform business safety inspections during business hours, increasing inspection consistency and lowering workloads on the remainder of the shift. If a major incident occurs while on these assignments, the FIT will respond and bolster incident staffing. After business hours and for the remainder of the 24-hour shift the FIT will be assigned as the third company member.

Similar special assignments will be given to the other two additional firefighters on each shift. In addition to business inspections, one of the three additional firefighters on each shift will be assigned public education and outreach responsibilities and the third will be assigned training and EMS quality assurance/quality improvement responsibilities. In addition to increased fire company staffing levels, the staffing plan is responsible for addressing increasing EMS transport needs, support and administrative services needs, and staffing for additional facilities. The plan addresses these needs through balancing and prioritizing the various demands with projected revenues and service demand changes. The plan uses flexible staffing models to meet these various demands through utilization of volunteer services, part-time positions, and temporary full-time or "contract" labor before committing to full-time staffing.

- **Workforce Development:** Recognizing the need for continuing educational development of employees, the District is committed to seeking and developing training, educational opportunities, and incentives for its workforce. Beginning in 2009, the District established an Education Reimbursement Program for career and reserve members, in order to provide up to \$1,000 per year in tuition reimbursement for job-related degree programs. Currently, seven employees are enrolled in various degree-seeking programs. In 2011, the District engaged in a partnership with Columbia Southern University, in order to provide easier access to online degree programs at reduced tuition and fee rates. Looking ahead, the District will use a tiered, incentive-based pay system that will offer education cost offsets for those employees who have been identified to possess the skill sets necessary to become special operations technicians, engineers, paramedics, and/or



District Firefighters participating in trench rescue training.

officers. One portion of this program will identify enhanced position qualifications based on NFPA standards, which require batteries of certifications and continuing education to maintain qualification. Sustaining higher levels of certification and qualification will involve tiers of qualification-based pay. This program will continue the

District's commitment to career development, individual growth along personal strengths, and increased capabilities at every level of the organization from Firefighter to Fire Chief.

Community Preparedness and Education

Future challenges face the fire service as a whole given the increasing costs for services and equipment, the decreasing revenue streams, and the increasing, more diverse demands on services. In order to meet these demands, the FFFD has committed to community prevention and preparedness education which will not only instruct the public but also to contribute to a safer community through awareness and prevention programs. This will take shape through the cycle of fire prevention which includes: code enforcement for structural safety, fire investigation to determine structural and human patterns of fire development, and public education to take the lessons learned from the aforementioned and apply them to preventative techniques and operational efficiencies. Several methods of outreach are planned in order to apply this cycle to the District's citizen:

- **Disaster Planning:** The District plans monthly, diverse training programs to the public to address the various threats assessed with potential impact our region. These programs include weather spotter, home and business emergency planning, and terrorism awareness. Starting in 2013, the District will also conduct its first Citizen Fire Academy. This program is designed to teach citizens about the

various dangers encountered by emergency awareness and develop skills to cope with and prevent emergencies.

District Firefighters hosting and participating in the “Battle of the Badges Blood Drive”



- **Health Improvement Programs:** Over 75% of the District’s emergency calls for service encompass emergency medical issues. This area has been largely overlooked from a public education standpoint by many agencies. In order to decrease demand for EMS services, the District has embarked on a multi-faceted program which includes: deploying community access AEDs in public buildings, community blended CPR programs centered on self-paced learning, community blood drives, and community health fairs. Through the partnerships developed with healthcare providers such as AirLife Denver and the new Longmont United Hospital under construction in the District’s jurisdiction there are many potential opportunities to improve proactive health outreach programs over the next five years. Ultimately, this will factor in to the District’s goal of contributing to a healthier community and strengthening the overall quality of life.
- **Code Enforcement:** A critical component of fire prevention is thorough plan reviews of new development and ongoing safety inspections of existing buildings and fire protection systems. The District has placed a strong emphasis on proactive and safety-centered code enforcement programs. These programs are focused on education and enforcement, with the goals of educating citizens and business owners on the importance and benefits of safety within the workplace. In continuing with this commitment to being proactive to community safety, the District, in partnership with the Building Departments in both Frederick and Firestone, is planning for the adoption and implementation of the 2012 Building and Life Safety Codes, including the development of incentive programs to make buildings safer not only under normal operations for citizens but also during emergency situations for first responders.



Frederick-Firestone Fire Protection District

Division Plans 2013-2017

Administrative Division

Summary

The purpose of the Administrative Division of the Fire District is to accurately and consistently perform the administrative and support duties necessary for the District's management and general business operations. Specific duties include; processing Accounts Payable; processing Accounts Receivables; tax collections and payments; payroll, human resources & benefits management; budget and financial reporting; audit coordination; and the retention and release of printed and electronic information. Employees of the Administrative Division maintain knowledge of and compliance with all federal, state and local rules & regulations, policies and procedures as well as develop and implementing new efficient and effective administrative systems and procedures. Administrative Division personnel are focused on strong public relations and customer service skills; as well as consistently promoting a professional image when interacting with other agencies, co-workers, and the public in both routine and emergency settings.

Strengths

- **Personnel:** In 2003, the District hired the first full-time administrative assistant. In 2006, the administrative staff was increased by one part-time position. In 2007, the part-time position was upgraded to a full-time, benefited position. Greater changes came in 2012 when the Administrative Division was created and the administrative staff was increased by an additional part-time position. With each increased staffing level, the Administrative Division was able to develop and implement efficient and effective position responsibilities. Furthermore, through the District's rigorous hiring processes, we have been able to add staff that are highly motivated, skilled, and possess the necessary team building skills to maintain a high level of efficiency and customer service.
- **Records Retention:** In 2008, the District adopted the Special Districts Records Retention Schedule as prepared by the Colorado State Archives. In 2011, the District designated two records retention rooms at the Business and Education Center and established a filing system and records retention master list. Documents are categorized, logged, and assigned a destroy date.
- **Technology:** Since 2006, the District has continued their commitment to utilizing technology to increase efficiency in administrative processes. The District has a capital replacement program in place that updates computer systems every five years, including servers. The District has also added several software solutions

including an updated financial software, records management software, and purchasing cards to add flexibility and higher security to daily routine purchases. Other technology enhancements have included a digital phone system for higher flexibility, an access control system for added facility security, and a pilot program for tablet computers to increase mobility and efficiency for staff.

Challenges

- **Health Care Reform & Benefits Administration:** The District is impacted both as a consumer and as a provider by this federal program. Annually, the District strives to purchase affordable health care policies for its employees. The health care providers are striving to deliver goods and services and ensure payment for those goods and services at a rate that will afford them a profit. In 2014, employers with more than 50 employees must provide health insurance or pay a fine. Although the District does not currently employ 50 employees, there is potential within the next three to five years for that to occur. It continues to be challenging to meet the rapidly increasing health insurance costs and provide employees with adequate insurance plans while also meeting increasing expenses in other regulatory and service programs.

The District is classified by the insurance providers as a “small group” and thus does not qualify for the some of the discounts afforded “large groups”. Over the past five years, insurance premiums have steadily risen. In 2009, the District switched from the more traditional PPO health insurance carrier to an HMO health insurance carrier. The monthly allotment to pay health insurance premiums to each full-time, paid employee has increased each year; however, the increase has not always been sufficient to absorb the entire cost increase of premiums.

- **Records Retention:** The Health Insurance Portability and Accountability Act (HIPAA) is a set of rules that doctors, hospitals and other healthcare providers must follow. HIPAA helps ensure that all medical records, medical billing, and patient accounts meet certain consistent standards with regard to documentation, handling, and privacy. The State of Colorado also has the Colorado Open Records Act (CORA), which is a series of laws designed to guarantee that the public has access to the records of government bodies. According to CORA statutes, any person may inspect any public record at any reasonable time.
- **Administrative Processes:** The Administrative Division is responsible for putting together various reports and records in order to maintain a high level of accountability and transparency to taxpayers. As a result of ever increasing state and federal mandates placed on the services the District provides, more staff time has been allocated to preparing these reports and maintain records. As an example, prior to 2004, the Board of Directors did not receive advance notice of the items of the Board Meeting Agenda. Since then, each month, the Board of Directors has received a pre-meeting agenda, division reports, and financial

statements three days prior to the meeting. Administration Division staff strives to provide accurate and sufficient information to the Directors so that they are able to make sound decisions regarding the District's



financial management. The individual division reports have evolved from non-existent, to detailed, analytical, and descriptive reports. In 2008, the District upgraded its accounting and payroll software. The upgraded software allowed administrative staff to provide the Board with more financial detail and analysis than was capable with the previous version. The Administrative Division consistently uses more than 24 hours each month to create the Board packets and up to two reams of paper.

Goals & Action Plan

- **Health Care Reform & Benefits Administration** – Due to the vastness of the Health Care Reform Act, a true understanding of its impact on the District is still developing. The uninsured and self-employed would be able to purchase insurance through state-based exchanges. Separate exchanges would be created in 2014 for small businesses to purchase coverage. Funding will be available to the state to establish exchanges within one year of enactment and until January 1, 2015. *The Administrative Division will adopt a proactive approach to identifying how the District will be impacted and facilitate the changes brought about by the implementation of the Health Care Reform Act. The District will continue to work diligently with Insurance Brokers and leading insurance industry representatives to lessen the impact on the District and its benefited employees. The District will strive to recognize opportunities and look for the best outcome utilizing new programs as they come available and when appropriate.*
- **Records Requirements:** *The District will conduct annual member trainings on the HIPAA Privacy Rule and Compliance.* The Privacy Rule established national standards to protect individuals' medical records and other personal health information. The HIPAA Privacy Rule also requires appropriate safeguards to protect the privacy of personal health information, and sets limits and conditions on the uses and disclosures that may be made of such information without patient authorization. HIPAA data compliance spans computer hard drives, media and paper documents; therefore, the District must upgrade their current firewall to account for the additional data separation measures required including separate hardware and an additional firewall to ensure continued HIPPA compliance. *The District will need to plan for the retention of permanent records in a format or method other than paper in the next five years (i.e. an optical disk).* Documents in the records retention rooms at the Business and Education Center are

categorized, logged, and have a designated destroy date. *The Administrative Staff will teach and assist the other staff members with filing and retrieving files, records and information related to District matters.*

- **Personnel:** The Administrative Division staff is collectively responsible for a wide range of clerical, managerial and administrative duties necessary for the District's management and general business operations. *We will identify who completes each task, how tasks are completed, and the duration of each task. We will then evaluate, enhance and improve current processes. We will strive to implement new processes and achieve the desired results. Each member of the Administrative Division will strive to perform to his/her full potential.*
- **Technology:** *The Administrative Division will take a proactive approach to utilize time and resources in a more efficient manner by delivering the Board packet information and other reports electronically. Administrative staff will collect the data, place the data on a secured web-based interface, and notify the receiving individuals of its availability. The Board members will be issued a tablet to retrieve, store, and review the data; as well as have the information available during work sessions, regular meetings, and special meetings. Technology such as software and tablet/portable devices will also be utilized to streamline other administrative processes such as; payroll, requisitioning, and work orders.*



Fire Prevention Division

Summary

In supporting the Mission, Vision and Values of the Frederick-Firestone Fire Protection District, the Fire Prevention Division is an integral part of the overall success of the organization.

The Fire Prevention Division's purpose and function includes: the development and oversight of fire prevention, public information, public relations and public education programs; the inspection and testing of fire suppression and alarm systems in accordance with the Fire Code and approved plans; coordination with the District's fire protection engineering firm in conducting plan reviews for new development; investigating fires, attempts at fire, explosions and other incidents for the purpose of determining the origin and cause; performing occupancy and fire safety inspections in connection with the issuance of permits; and code enforcement to ensure safety at all businesses. In both routine and emergency settings, Fire Prevention Division personnel are focused on strong public relations and customer service skills, as well as consistently promoting a professional image when interacting with other agencies, co-workers, and the public.

Strengths

- **Fire Prevention & Public Education:** In 2005, the District hired the first full-time Fire Marshal. In 2012, the Fire Prevention staff was increased by one part-time position. With each enlarged staffing level, the Fire Prevention Division was able to expand and implement resourceful and effective position responsibilities. Furthermore, through the District's thorough hiring processes, we have been able to add staff that are highly motivated, capable, and whom possess the necessary team building skills to preserve a high level of efficiency and customer service.

- **Public Information:** In 2012, the District added several new programs, enhancing the exchange of information to the public. One of the District's core values is customer service. In order to ensure the utmost quality of programs and services, it was crucial to develop process of information dissemination to our citizens as well as to receive and process their feedback. It was also a high priority to connect the public to up-to-date or developing information during emergencies. Prior to 2012, the main source of feedback was through survey cards sent to citizens receiving the District's services. Other feedback simply included word of mouth, which is often reactionary and made developing strategies for improvement challenging. In



2012, the District added several new programs that enhanced the exchange of information to the public. These programs included Facebook, Twitter, YouTube, newsletters, press releases, and community programs. The Fire Prevention Division continues to research new and more efficient processes to gather and disseminate information to the public for the purpose of increasing community safety, access to District services, and transparency.

- **Fire Investigations:** Incidence of structure fires in the District are declining. There is a positive working relationship among the existing fire investigators that complete fire investigations. When conducting fire investigations, strong Standard Operating Guidelines are followed. These procedures improve safety and reduce loss of life and injuries from fires, as well as increase success in prosecuting arson fires. These procedures are also used to add effective processes to minimize mistakes during fire investigations and to use a team approach for evidence preservation, fire scene documentation, fire scene photography and written reports and diagrams. Since 2005, the Fire Prevention Division has been able to bring 80% of the fires in the District to a final outcome as described in NFPA 921: Fire and Explosion Investigations.
- **Fire Code Enforcement:** In 2012, the District conducted 493 Fire Code inspections in commercial occupancies in the District. The District was able to achieve 100% compliance in all Fire Code inspections from 2005 -2012. There has not been a fire related death in the District since its formation in 1975. Strong community involvement that placed customer service first in Fire Code inspections has allowed for these achievements.

The current process for new business developers and business owners filing plans for engineering reviews, permits, construction inspections, building modifications, etc., has proven to be effective in keeping costs low for the developers and business owners, while focusing on a timely review process. The Fire Prevention Division will continue to work with our anchor communities to enhance and improve our process for community development.

Challenges

- **Fire Prevention & Public Education:** The District is impacted by rapid community growth and demand for Fire Prevention Education programs. The current programs are limited in delivery to local daycares, primary education schools, four Community Safety Day events, and four community preparedness classes annually. The Fire Prevention Division offers and manages the National Fire Academy/FEMA Junior Firesetter Program. With the re-assignment of personnel there will be a limited number of



Intervention Specialist regularly available to conduct the Junior Firesetter Program in the future.

- **Public Information:** In 2012, the District hired a Community Outreach Specialist to specifically address the management and delivery of Public Information and media coordination. This position is a part-time position which does not allow for effective planning and preparation for all outgoing information. The work load will continue to increase with the addition of new programs, technologies and demand for more information about District services.
- **Fire Investigations:** The Fire Prevention Division is responsible for Origin and Cause fire investigations. Fire Investigators also assist local law enforcement agencies with criminal investigations related to fires within the District boundaries. Currently, the District has three trained and certified fire investigators and one fire investigator in-training. As a result of decreasing amount of fires it is a challenge to maintain proficiencies and skills in fire investigations.
- **Fire Code Enforcement:** In 2003, the District hired a part-time Fire Inspector who completed 177 Fire Code inspections. In 2013, the District will exceed 500 Fire Code inspections. The Fire Code inspections are currently completed by 24-hour shift personnel with limited experience in Fire Code inspections. This allows for inconsistencies to the business communities. Rapid growth and new building and Fire Codes will add to increased budget costs for code books and training for all staff members that currently complete Fire Code inspections.

Commercial and residential growth is projected to increase rapidly from 2013-2017 with a 2% growth in commercial construction and 2%-3% growth in residential construction. This increase in growth will require in-house reviews of all projects that include annexations reviews, site plan reviews, building plan reviews, fire protection system reviews, onsite Fire Code inspections during construction, final Fire Code acceptance testing, and final inspections for the Certificate of Occupancy. Currently, all oversight and project reviews are completed by the Fire Marshal and the District's contracted fire engineering firm. Due to projected growth patterns in development, additional staffing will be needed in the future to maintain current service

Goals & Action Plans

- **Fire Prevention:** *Programs currently being utilized will continue with research in each program for new materials, increased effectiveness and efficiency of delivery. New programs will be developed and presented to promote senior safety, cardiac arrest survivability, and stroke reduction programs. Programs will be delivered to address the top three fire causes found in residential properties which include: improper use and placement of candles, unsafe cooking practices, and unsafe use of smoking materials.*

- **Public Information:** *The Fire Prevention Division will continue to research new and more efficient processes to gather and disseminate information to the public. This will included more direct and interactive access to our website, citizen surveys, expanded use of public announcements, more community classes, social media platforms and an enhanced citizen feedback program.*
- **Fire Investigations:** *New fire investigators will be trained and added in a tiered delivery program. All Origin and Cause fire investigations will be completed by shift fire investigators and will be overseen by the Fire Marshal's office. A quarterly training program will be added to enhance and improvement fire investigations skills for all fire investigators. These trainings will be specifically presented to maintain all skills required in NFPA 1033: Standards for Professional Qualifications for Fire Investigations.*
- **Fire Code Enforcement:** *The Fire Prevention staff will research how additional staffing can be integrated into positions that will allow cross-staffing for emergency response and fire prevention activities to help manage the multiple needs of our communities. The Fire Prevention Division will stay abreast of new Fire Code revisions such as the requirement for Residential Fire Sprinkler Systems contained in the 2012 Edition of the International Code Council's (ICC) Fire Code. This requirement would require all new single family homes to be constructed with approved fire sprinkler systems. The Division will continue to review code standards, builder costs, new home construction costs, and rules and guidelines set by the State of Colorado for installation of these systems.*
- **Personnel:** *The Fire Prevention Division staff is collectively responsible for a wide range of fire prevention activities which includes fire prevention education, community education, community events, public information, Fire Code enforcement, fire investigations, effective and efficient community development, and duties necessary for the District's general business operations. We will identify who completes each task, how tasks are completed, and the duration of each task. We will then evaluate, enhance and improve current processes. We will strive to implement new processes and achieve the desired results. Each member of the Fire Prevention Division will strive to perform to his/her full potential.*
- **Technology:** *The Fire Prevention Division plans to take a proactive approach to utilize time and resources in a more efficient manner by delivering information and other reports electronically. Fire Prevention staff will collect the data and place the data on a secured web-based technology, such as software and tablet/portable devices. These new devices will also be utilized to streamline Fire Code inspections, Fire Code acceptance and staff scheduling.*



Life Safety Division

Summary

The purpose of the Life Safety Division is to support the mission of the District by providing the highest level of life protection. The Life Safety Division was established in 2006, to address the administrative and oversight needs of the newly added Advanced Life Support (ALS) transport services provided by the District. The Life Safety Division is responsible for managing the Quality Assurance and Quality Improvement program to ensure the District constantly evaluates its services and seeks ways to learn



from experiences in order to improve overall service levels to citizens. The Life Safety Division is also responsible for ensuring accurate Patient Care Records, ambulance licensing, HIPAA and regulatory compliance, and liaison services to area hospitals and the District's Medical Director. As part of an overall restructuring plan completed in 2012, the Life Safety Division also contains the Training Section for the overall internal training program for first responders. The Training Section develops and delivers programs that are taught according to State of Colorado Division of Fire Safety standards which in turn encompass International Fire Services Accreditation Council (IFSAC) and National Fire Protection Association (NFPA) standards. All medical training is approved by the District's Medical Director to meet or exceed Denver Metropolitan Medical Care Protocols.

Strengths

- **QA/QI Program:** The Quality Assurance/Quality Improvement program was established to review all patient care incidents the District responds to through a peer review process of all Patient Care Reports (PCR's). Quarterly, a panel of EMT/Firefighters and Paramedic/Firefighters is selected to review a proportional number of all PCR's submitted in the previous three months. The individuals review the reports for grammatical as well as procedural components to ensure accuracy, identify any errors or needed improvements, identify strengths and exemplary quality of care. The goal is to identify any trending deficiencies and areas of superior care in order to develop training programs and reinforce appropriate standards of care. Allowing peers to be the active participants instills a culture of ownership and transparency.
- **Just Culture Program:** Established in the airline industry and expanding into other critical operation industries, the Just Culture Program was adopted by the District in 2011 as a radical shift in how errors and accidents are investigated. Traditional paramilitary methods are driven by fact-finding, determining fault and enacting punitive or disciplinary measures to curb behaviors from re-occurring.

Paramilitary, traditional techniques focus on punishment rather than reinforcement. The Just Culture model of threshold investigations recognizes that technologies and procedures have greatly improved over time, but in the most critical industries, the human aspect has remained the same. There is still the propensity for human error, no matter the task being performed. In order to improve a system and for people to accept accountability, they must not be intimidated to admit their mistakes. The system must support and promote objective analysis of errors without focus on assigning blame. Alternatively, the focus is on how the error occurred, contributing factors, and whether the error was the result of a system flaw, at-risk behavior, or reckless behavior. The Just Culture process focuses on remediation, openness, and education ahead of discipline in order to develop a culture of continuous growth and improvement as opposed to a culture of fear and cover-up. The District utilizes the Just Culture process in all medical care investigations and accident investigations.

- **Training Facilities/Resources:** In 2008, the District began developing improvements to the training program of its members. That same year, the District hired its first full-time Training Officer to focus on compliance with National and State standards and regulations, develop training programs, as well as conduct routine capability assessments of operations level strategies and tactics. In order to provide increased opportunity for scenario and reality-based training, the District applied for and was awarded a \$174,500, Assistance to Firefighters Grant (AFG) in 2010. The grant money was utilized to purchase a multi-purpose live fire training center. The District acquired the facility in 2011 and through an agreement with the Town of Firestone, was placed at the Firestone Public Works facility.



The unit consists of (2) two level structures constructed from (2) two 8" x 8.5" x 40" shipping containers mounted on rolling chassis. Unit #1 contains live fire training, forcible entry, ventilation, and salvage and overhaul props. Unit #2 contains Tactical, SCBA & Confined Space, rappelling & rope rescue, roof ventilation, and search & rescue Props. The addition of this center is crucial to enhancing

firefighter safety and operational capability. The live fire training facility has increased the availability and frequency of high quality, safe live fire, search and rescue, and special operations training for our responders. The training facility provides approximately 1,280sq ft of OSHA and NFPA approved training space.

In addition, through the purchase of an existing building in 2011 for the purpose of housing all administrative and training functions, the District was able to add additional classrooms to each fire station, as well as an incident command simulation computer lab, and a computer-based testing center. The facility purchase, known as the Business & Education Center, increased the number of classrooms in the District from one to three, allowing training classes to be held at each fire station.

Challenges:

- **Insurance Services Office (ISO) rating:** When the District was last rated in 2005, the most significant deficiency in the Fire Service section of the report was training. Most of the deficiencies centered on the scheduling of training activities and record keeping. With an ISO inspection scheduled to take place in late 2013 (further explanation under the Operations Division), the Training Section has identified areas that will need to be audited to ensure the District achieves the highest rating possible with the resources allotted. Areas identified for needed improvement are:
 - Increased line firefighter training hours in the area of Company Training
 - Increased Officer training hours in the areas of leadership, management, and executive skills
 - Increased number of single company operational drills
 - Increased number of multiple company operational drills
 - Increased number of nighttime operational drills
 - Improved records management
- **Officer Development/Leadership Training Program:** The District initiated a program of adding company-level officers at each station and shift to supplement first-level supervisory functions originally provided by three Captains. The District completed the initial phase by promoting the last three Lieutenants in 2013. Currently, there is a Captain and two Lieutenants at each of the District's three stations to provide first-level supervision and administration. As the District continues to grow, the need for additional officer and supervisory positions will continue to rise in order to adequately maintain an appropriate span of control, accountability, and incident safety. In order to maintain consistency in leadership and management as growth continues, the District has identified a need for a formalized and ongoing officer development program. Given the significant reliance on human resources as the main means to deliver services, it is important to focus resources and effort in the area of policy and process enforcement, career development, incident and training accountability, and strategic and tactical operational development.
- **Health Care Reform Act:** A significant challenge facing not only the Life Safety



Division, but the entire District, is the continued implementation of the Health Care Reform Act. Because over 75% of service demand in the District is for EMS activities and because funding for those services will be greatly impacted by changes proposed in the Act, planning, communication, and flexibility are crucial to continued sustainability and program success. Due to intricacies and the complicated nature of the legislation, a true and complete understanding of the implications on the District is still under review. Major concerns center on reimbursement/pay models, the potential for increased private sector competition, the potential for expanded pre-hospital medical services, and the need for increased partnerships with hospital systems.

Goals & Action Plans

- **Officer Development/Leadership Enhancement:** By relying on the support and cooperation of Operations personnel and by utilizing both internal and external resources through professional networking, *the Life Safety Division plans to develop the framework for and manage a formal leadership development program. The program will be designed to identify and develop firefighters for future leadership roles as well as continue the education and development of existing officers.* In addition to the continuing education program, the District is emphasizing the importance of formal education of its officers through education reimbursement and other incentives in order to continually improve leadership and management capabilities of the organization and its members.
- **Health Care Reform Act:** *The Life Safety Division continues in a proactive approach through coordination with the District's legal counsel, regional medical committees, and hospital partners in order to plan and implement effective program modifications that will maintain service quality, while complying with various requirements and reimbursement models.* This approach will not lessen the burden of changes expected to occur the future, but it will improve the planning process of both Division development and budgetary impacts.



Operations Division

Summary

The largest division within the Frederick-Firestone Fire Protection District is Operations. The Operations Division is under the direct supervision of the Fire Chief and is comprised of three shifts, each staffed by one Battalion Chief, one Station Captain, two Lieutenants, three Paramedic Firefighters and three EMT Firefighters. Staffing is enhanced by utilizing a Volunteer Reserve Firefighter Program. The reserve firefighters fill shift vacancies on a limited basis to maintain minimum staffing and to provide additional staffing on emergency response apparatus. The Operations Division carries out the primary functions of the Frederick-Firestone Fire Protection District, responding to a wide array of requests for service including: fire suppression, emergency medical transport, vehicular extrication, and technical rescue.

The Operations Division provides advanced life support (ALS) treatment and transport of patients to area hospitals. The District maintains three ALS providers daily, one at each of the three stations. The District operates one primary response ALS ambulance that responds from Station 3 and can staff two additional ALS units at Stations 1 and 2 when needed. This is accomplished by cross-staffing apparatuses dependant on the specific incident needs.

An additional resource and responsibility of the Operations Division is the District's Special Operations Team, which responds to and aids in emergency incidents such as building collapse, hazardous materials response, water rescue, rope rescue, and trench rescue. Firefighters assigned to the Special Operations Team must be trained and proficient in the specialized and technical skills needed for these types of incidents.

Strengths

- **Personnel:** In 2000, the Operations Division consisted of six full-time personnel operating out of Station 2. Two full-time firefighters were on duty each day and were assisted by approximately 10 volunteer personnel operating out of Station 1.



The Operations Division has grown to its current staffing level of 30 career line staff and 25 reserve staff, mainly since 2007. In 2006, the District acquired ALS ambulance transport responsibility for the Towns of Frederick and Firestone from the dissolved Tri-Area Ambulance District. In 2007, the District opened its third station in north Firestone due to newly annexed properties as part of the 2003 Consolidated Services Inter-Governmental Agreement with both towns. In 2013, the Operations Division enhanced its capabilities with the addition

of three shift Battalion Chiefs. With each increased staffing level, the Operations Division developed and implemented more efficient and effective procedures in emergency mitigation. The Operations Division has been able to maintain a highly motivated and skilled group of personnel to provide the highest level of service to our citizens.

- **Fleet Replacement Program:** In 2006, the District implemented a self-funded, fleet replacement program, by which revenues are invested annually to replace essential capital equipment at the end of its service life without the need for municipal bonds or tax increases. This program has allowed the District to maintain incident mitigation capabilities through the addition and replacement of up to date equipment including: ambulances, Advanced Life Support (ALS) equipment, fire engines, specialized rescue equipment, and extrication equipment. The program has also allowed for the Division to keep pace with service demands and ever-changing environments. As a direct result of this program, the District's average fleet age has decreased from 11.5 years old to 6 years old.
- **Technology:** Since 2006, the District has continued their commitment to utilizing technology to increase efficiency in the Operations Division. The Operations Division has kept the radio system updated with the latest technologies to provide the safest communications equipment for our personnel. In 2012, the Operations Division added Mobile Data Terminals (MDT's) to the front line response units. The addition of the MDT's has been a great enhancement and assists crews with gathering vital and constantly changing information while responding to emergency calls.

Challenges

- **Personnel:** The Operations Division currently operates with two firefighters on each of the three fire engines, and with two personnel staffing the primary response ambulance. At times, due to the nature of the emergency or when multiple calls for service is needed, personnel have to alter their response in a fire engine to a more specialized unit. These specialized units could include the ladder truck, heavy rescue, or an ambulance. As call volumes increase yearly, additional staffing will be required to maintain current service levels and response times. In addition, many assignments such as interior structural firefighting require multiple tasks be performed in a coordinated fashion in order to increase safety and decrease damage loss. As these types of incidents continue to increase in frequency resulting from community and development growth, additional human resources will be needed to manage the increased workloads.
- **Rapid Community Growth:** The Operations Division provides services to Frederick and Firestone, two of the fastest growing communities in Colorado. Keeping ahead of the growth and maintaining a commitment to responsible growth is challenging. With the growth, there will be an increased number of calls for service. Along with an increase in emergency calls for service, other demands

will increase as well place additional time management pressures on crews (e.g., company inspections and community outreach activities).

- **Insurance Services Office (ISO) rating:** In order to maximize savings to citizens on insurance costs and increase operational readiness, the District will need to continue to be competitive with other neighboring agencies in its ISO rating. To help establish appropriate fire insurance premiums for residential and commercial properties, insurance companies need reliable, up-to-date information about a community's fire-protection services.

By classifying communities' ability to suppress fires, Insurance Services Offices (ISO) helps the communities evaluate their public fire-protection services. The program provides an objective, countrywide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. ISO collects information on a community's public fire protection and analyzes the data using a Fire Suppression Rating Schedule (FSRS). ISO then assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 represents the best public protection, and Class 10 indicates no recognized protection.



The District was rated in 2004-2005 at a 5/9. This rating means that if a building is within 1,000 feet of a fire hydrant and its insurance carrier uses the ISO rating system, the building will be rated using a modifier of 5. If a building is more than 1,000 feet from a fire hydrant, the modifier is 9. The lower the rating is, the lower the insurance rate will be. By securing

lower fire insurance premiums for communities with better public protection, the PPC program provides incentives and rewards for communities that choose to improve their firefighting services. The District is on track for re-evaluation by ISO in 2013 with an established goal to lower its PPC rating to a 4/9 in the short term and a 3/9 within the next two years.

Goals and Action Plans

- **Personnel:** The District currently has a staffing plan in place that prioritizes hiring an average of two line positions every year for the purpose of increasing staffing levels on existing crews and opening additional stations as required by community growth. *The Operations Division will continue to evaluate the needs for additional staffing and find creative ways to accomplish the staffing goals in the future. With the personnel assigned to the Operations Division performing multiple tasks and duties, the service delivered to the citizens will be maximized and service cost minimized.* The goal is to eventually staff each front line

apparatus with three firefighters. With the addition of these firefighters, the Operations Division will be able to perform the essential functions and duties at an emergency scene more efficiently, effectively and safely.

- **Insurance Services Office (ISO) rating:** In November 2012, the District Board of Directors entered into a contract with an independent consulting firm to evaluate the District and to prepare a written report concerning areas of necessary improvement. *Upon completion, the District Board of Directors will examine the consultant's report and draft a plan to move forward with the objective of lowering the ISO rating to a 3/9. The Operation Division will continue to evaluate the needs of the District and implement programs that will improve the District's ISO rating while enhancing and maximizing the quality of services provided to the communities.*



Future Endeavors - Accreditation

Accreditation among fire departments, though increasing in popularity, is still comparatively scarce. Only approximately 160 fire departments world wide are accredited agencies. Accreditation is an all-embracing, complete self-assessment model that enables organizations to examine their past, current and future service levels, as well as their internal performance, while comparing themselves to industry best practices. The ultimate result is greatly improved service delivery (CPSE, 2013).

The Center for Public Safety Excellence's (CPSE) Accreditation Program, administered by the Commission on Fire Accreditation International (CFAI) leads to improved service delivery by helping fire departments to determine community risk and safety needs, assess the performance of the department, and establish a method for accomplishing constant organizational progress and enhancement (CPSE, 2013).

The CFAI accreditation model encompasses ten (10) performance evaluation categories, each of which includes a measure or index that a conclusion or division can be based, as well as indicators that outline the desired level of ability to perform a specific task. The Performance Evaluation Categories are:

- (1) Assessment and Planning
- (2) Essential Resources
- (3) External Systems Relations
- (4) Financial Resources
- (5) Goals and Objectives
- (6) Governance and Administration
- (7) Human Resources
- (8) Physical Resources
- (9) Programs
- (10) Training and Competency (CPSE, 2013).

The process for becoming an accredited agency involves four steps which are:

- (1) Becoming a Registered Agency
 - a. This status allows an agency to be involved with the process at a low cost for three (3) years.
 - b. This is the time for the agency to send its Fire Chief and Accreditation Manager to the CFAI basic workshop training.
- (2) Becoming an Applicant Agency
 - a. This step occurs when the agency is ready to make the commitment to accreditation. The agency now has 18 months (career agency) to achieve accreditation.
- (3) Becoming a Candidate for Accreditation
 - a. Following the agency's self-assessment process including the community risk analysis, standards of coverage, and strategic planning component, the agency prepares for its on-site peer assessment. This

peer assessment team submits a final report on its recommendation for accreditation to the agency.

(4) Achieving Accreditation

- a. The commission hears the candidacy report from the peer assessment team leader in the presence of the candidate agency's representatives and at that point, the commission grants, denies, or defers accreditation. The accreditation runs on a five-year cycle. (CPSE, 2013).

As the District faces the increasing pressures of doing more with less and justifying their expenditures by demonstrating a direct link to improved or expanded services, accreditation can provide the needed criteria to assess professional performance and efficiency. The CFAI's precise, internationally-recognized process establishes an unparalleled, transparent benchmark system to measure the quality of fire and emergency services. The goals that guide the model ensure that the accreditation process is relevant across the broad spectrum of the fire service industry; challenging; up to date with the ability to evolve over time; attainable; effective; and realistic (CPSE, 2013).

The District is setting forth the goal of accreditation obtainment within five years. The development of the strategic plan is the first of many steps toward their ultimate objective. Additionally, the District will conduct a hazard analysis of the surrounding community. This analysis will include questioning what types of incidents the District responds to, how they respond to those incidents, what their current response plan is, and whether or not that plan is working. The strategic plan may need modification as the accreditation process progresses and the District assesses their agency under the accreditation lens. Ultimately, with a desire to increase transparency, improve service delivery, and customer relationships, accreditation is a challenging, yet appropriate and fulfilling ambition for the District.



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