PRINCE WILLIAM COUNTY, VIRGINIA

# Prince William County, Virginia

## Fire and Rescue System

## Operational Review and Analysis

**January 10, 2017**

**Revised March 10, 2017**

THE POWER OF BEING UNDERSTOOD
AUDIT | TAX | CONSULTING

RSM

# Table of Contents


Transmittal Letter ..... 1

Executive Summary ..... 2

Background

Prince William County Fire and Rescue Operations ..... 11

Organizational Structure ..... 16

Command Structure and Governance ..... 19

Composition, Staffing, Membership, Responsive/Deployment, and Mutual Aid ..... 24

Training and Standards of Care Requirements ..... 36

Large Purchases ..... 38

Public Opinion ..... 39

System-wide Policies and Procedures ..... 40

Funding Sources, Financial Data, and Budget ..... 43

Current National Challenges ..... 44

Benchmarking and Analysis

Performance Analysis by Station ..... 45

Jurisdictional Benchmarking ..... 51

Appendix:

A: Results/Answers Provided by Surveyed Jurisdictions

Command Structure ..... 65

Hiring, Training and Certification ..... 74

Purchasing, Assets and Risk Management ..... 81

Standards, Policies and Procedures ..... 86

Staffing and Attrition ..... 95

B: Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents ..... 97

RSM US LLP
1861 International Drive
Suite 400
McLean, VA 22102
O: 252.637.5154 F: 252.637.5383
www.rsmus.com

March 10, 2017

The Audit Committee of
Prince William County, Virginia
1 County Complex Court
Prince William, Virginia 22192

Pursuant to the internal audit plan for fiscal year ("FY") 2015-16 for Prince William County, Virginia (the "County," "PWC"), approved by the Board of County Supervisors ("BOCS") on October 13, 2015, we hereby present our operational review and analysis of the County-wide fire and rescue system. We will be presenting this report to the Audit Committee of Prince William County at the next scheduled meeting on March 21, 2017.

Our report includes: an executive summary, which highlights the high risks, an overview as well as analysis and benchmarking against a select peer group for: composition and responsiveness, mutual aid, budget and analytics, attrition and vacancies, key performance indicators, and public opinion. In addition to 'published data' from respective organization's budget books, web sites and the Comprehensive Annual Financial Reports, we submitted surveys to the jurisdictions for solicitation of information in regards to specific areas of focus. This information has not been audited by RSM and in many cases, not at all. The information used throughout the analysis has been provided to us directly by the individual county fire and rescue operations; thus, users should use caution in basing decisions from this data and analysis.

Organizations of all types and sizes recognize the value of comparing themselves to other like organizations. This process of benchmarking yields valuable information to leaders and decision makers. There are, however, risks inherent in the benchmarking process. Organizations could account for data differently and no two organizations are alike. Thus, there are limitations to this study.

We would like to thank the staff and all those involved in assisting our firm in connection with the operational review and analysis of the County-wide fire and rescue system.

Respectfully Submitted,

RSM US LLP

***INTERNAL AUDITORS***

# Executive Summary

# Executive Summary

The National Fire Protection Association ("NFPA") has stated

> *"..more than most other municipal service units, fire departments revere tradition – understandably so. More than 300 years after the establishments of America's first public fire department, the roots of fire departments runs deep."*

Studies performed have shown that, given its traditional nature, many fire departments place considerable stock in past practices and rules of thumb that address everything from fireground tactics to level of staffing. The ultimate aim of all fire departments is to minimize the loss of life and property in the community. Communities across the United States have had a long standing tradition in relying on selfless commitment of citizen volunteers to provide fire protection and emergency medical services ("EMS").

Today, fire departments are called upon to provide their communities with a host of complex emergency response-related service offerings that go far beyond the scope of just fire suppression or rendering first aid. Fire departments are struggling to meet the demand for the increased number of service calls, as the nation's population increases, with a scarce population of firefighters and recruits. According to a report issued by the International Association of Fire Chiefs, being an effective firefighting professional in today's sophisticated society requires those men and women to be the "premier provider for different levels of emergency medical services" as well as be able to provide any other service not provided by the police department. Fire and rescue agencies have become "All Hazards" response organizations. This change has placed greater demands on the much needed volunteers.

Firefighting and emergency operations have become increasingly complex in recent years. Events such as 9/11, San Bernardino, Columbine, VA Tech, Sandy Hook and various movie theatre massacres have changed the way firefighters have approached intervening into hot zones. Additionally, new threats such as quarantined areas due to anthrax or Ebola and insider threats such as Fort Hood have caused additional, specialized hiring practices.

Where 20 years ago, a firefighter or paramedic could go into an emergency situation focusing on saving lives; today, they still must focus on the emergency situation, but also consider many to be an active, ongoing crime scene. The days of a "routine" call, unfortunately, are over.

The delivery of fire, rescue, and emergency medical services in Prince William County is accomplished through a coordinated policy and regulatory framework that addresses the county-wide need for such services, advances the competence and capabilities of the county's providers (both career and volunteer) and provides fiscal responsibility while preserving the community-based perspectives and resources.

The County's mission for fire and rescue operations is to ensure the delivery of quality, efficient and effective fire protection, emergency medical services, and safety education to the community of Prince William County.

# Executive Summary - continued

## *Objective and Approach*

The objective of this operational review and analysis focused on identifying high risks for the Prince William County Fire and Rescue System by reviewing, benchmarking and analyzing comparative data of other fire and rescue system operations to assist the County with decision making. Providing fire and rescue services is a continuous challenge and one that has become more complex in recent years. Due to the complexities and nature of what today's fire and rescue services entail, there are numerous factors to take into consideration when performing an analysis such as this. Consideration should be given 'collectively' to the population including growth rates, population descriptors, response times, community involvement, location, governance, public opinion and philosophy. This County-wide fire and rescue operational review and analysis does not contain recommendations or conclusions. It includes data for evaluation and decision making.

In addition to the jurisdictions benchmarked and information received from the Department of Fire and Rescue ("DFR"), we solicited information from the President and Chief from each of the nine (9) volunteer companies, eighteen (18) individuals in total, via a survey submitted June 2016 and again November 2016. Responses were received from nine (9) individuals. Per feedback received, it was noted, that in some instances, the respective Volunteer Company's President and Chief collaborated, thus one survey response was provided. Responses to the surveys were taken into consideration as part of this analysis, and have been included in the Appendix of this report.

The draft of the executive summary has been presented to the following:

- County's Audit Committee on October 18, 2016;
- Fire & Rescue Association ("FRA") Executive Committee on November 2, 2016; and
- FRA Board of Directors on November 16, 2016.

A memorandum of input was received from the FRA on November 21, 2016. We have taken this under consideration for modification and clarification. The updated draft of the full report was presented to the County's Audit Committee and BOCS on January 17, 2017 and at that time we were directed to distribute the updated draft of the full report to the FRA Board of Directors and Volunteer Presidents who are not on the Board of Directors for additional feedback. This was done via email on February 2, 2017. Feedback was due February 15, 2017. We had follow-up teleconferences with those Volunteer Companies that provided written feedback and specifically requested additional communication. We will be presenting this report to the Audit Committee of Prince William County at the next scheduled meeting on March 21, 2017.

Through our analysis we identified the following High Risks:

- Command Structure and Governance Style
- Uniform Rank Structure
- Staffing
- Volunteer Membership
- Mutual Aid
- Asset / Large Purchases

# Executive Summary – Continued

### *Command Structure and Governance Style*

Prince William County is governed by Consensus and voting members provide equal input to decisions. PWC updated their fire and rescue operations governance and structure in 2009. Per County Ordinance Number 09-51 dated August 4, 2009, the County repealed the existing Chapter 9 and adopted Chapter 9.1 of the Code of Ordinances ("Chapter 9.1"). Chapter 9.1 reestablished the Prince William County FRA to provide for the coordination and provision of reliable and high quality fire, rescue and emergency medical services by the combined personnel of the DFR and the County's volunteer fire and rescue companies ("volunteer companies"). DFR career staff report to the County's Fire and Rescue Chief, who is also the Chairman of the FRA Board of Directors ("BOD"). DFR structure is in place for continuity of operations.

Each PWC volunteer company is a separate legal entity, each governed by an individual Board of Directors. When staffing shortages exist, career firefighters are assigned by the DFR to those volunteer stations, as needed. Each Company has a volunteer Chief that is elected by the membership of the respective Company. This volunteer Chief and his/her line officers handle the daily operational tasks of the Company. Additionally, almost all Companies elect their administrative officers, including President, Vice President, Secretary, Treasurer and a Board of Directors. The volunteer President is responsible for handling administrative tasks of the Company as well as managing the not-for-profit activities of the department, such as fundraising.

PWC differs from the counties it was benchmarked against as it relates to the command structure. PWC has a committee structure, in which the Chairman of the FRA Board/DFR Chief does not have voting rights, except in the event of a tie, or veto authority. The FRA BOD meets at least monthly (unless by call of the chair or vice-chair) and is tasked with working with the FRA Executive Committee to provide fire and rescue services in accordance with Chapter 9.1. The FRA BOD is tasked with ratifying, rejecting or amending FRA policies and procedures as initiated by the FRA Executive Committee.

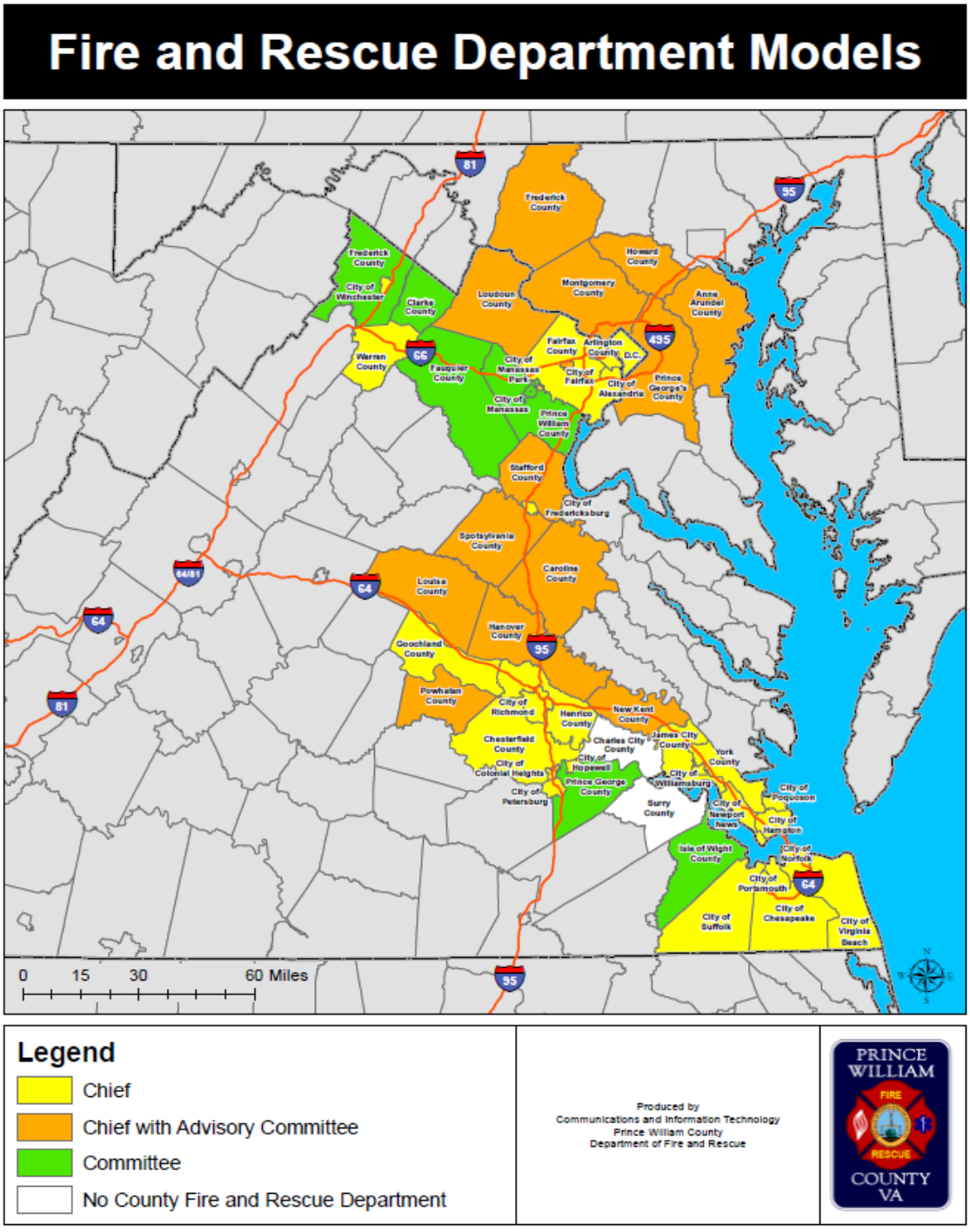
The FRA Executive Committee initiates FRA policies and procedures, receives and considers recommendations from the FRA BOD, assures the implementation and enforcement of FRA policies and procedures and act in the stead with authority for any matters within the jurisdiction of the FRA BOD between regularly scheduled meetings. Currently, the DFR and County infrastructure assures continuity of operations. The DFR has been able to "step into the breach" when a staffing challenges has come up within a volunteer department. The DFR has assumed operations at Stations 4, 24, 6 and 15 when it was required and has provided backfill for Station 8. At the request of Occoquan-Woodbridge-Lorton Volunteer Fire Department, the DFR began staffing Station 14's engine company 24/7 on February 4, 2017.

The current organizational structure creates challenges for a growing and changing population like Prince William County. The Composition of the BOD is disproportionate between the DFR and the volunteer companies. The Chairman of Board/DFR Chief does not have voting rights, except in the event of a tie, or veto authority. We noted examples of FRA approved policies and procedures that were overridden or delayed due to self-governance. The FRA reports to the BOCS and the Chairman of the Board/FRA Chief reports to the County Executive. This bifurcated reporting structure creates challenges for day-to-day operational oversight and monitoring. The current system is decentralized and not engineered for rapid change and flexibility. It can take several months for the current system to react to an event and approve policy. Today's environment demands an agile organization that can rapidly address ever changing and evolving hazards and threats.

Changes to the County's fire and rescue operations have been considered throughout its existence. Two previous studies, Blue Ribbon Commission 1988 and Tri-Data Corporation 1993, of the County's fire and rescue operations came to the same conclusion. Both of these studies recommended changing the organizational structure to include Chief authority/ voting and veto rights for the Chief. In the meantime, fire suppression calls have reduced as the primary focus and medical requests have increased, along with a surge in population.

# Executive Summary – Continued

***Command Structure and Governance Style***



# Executive Summary – Continued

## *Uniform Rank Structure*

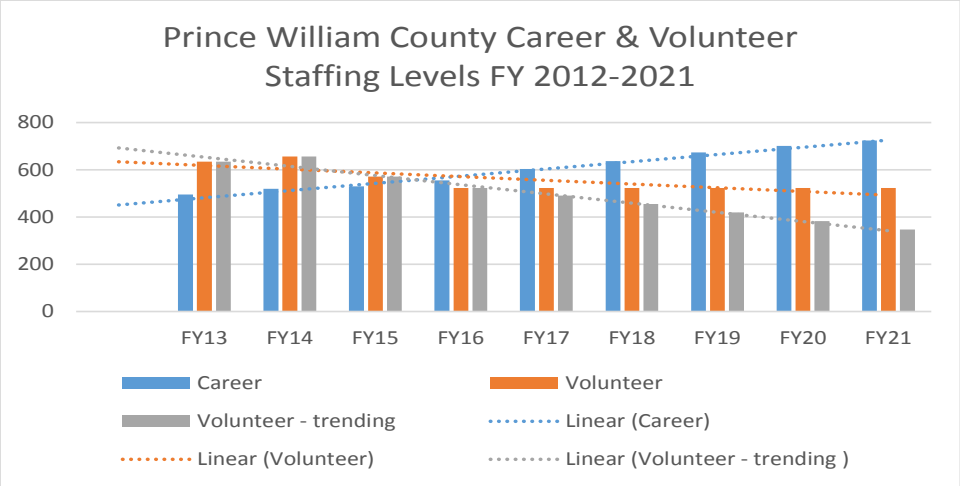
*FRA Policy – 4.5.1. Purpose: 1.1. This policy establishes the minimum certification levels for fire and rescue personnel in Prince William County. 1.2. In any comprehensive fire and rescue system it is necessary to develop minimum certification levels for all participants to address issues of safety, accountability, legal considerations, and peer expectations. Because service delivery demands are equal upon volunteer and career members of the system and there is a need to have a centralized approach to training efforts, these minimum certification levels are necessary.*

Training has been raised universally as a significant issue for many years. The FRA had adopted Policy 4.5.1 *Uniform Rank Structure* that defines the required minimum certifications by position and rank for all fire/rescue companies in Prince William County through Res. 13-73 dated October 16, 2013 with an implementation date of January 1, 2015. The FRA granted an extension to incumbent members through June 30, 2017, via Res. 14-61 dated November 19, 2014. The policy also requires a semi-annual audit for compliance, effective January 1, 2015. As of January 2017 only one has occurred for officers only. It is reported, that as of March 1, 2017, 56 out of 111 (50%) volunteer officers and 553 of 553 (100%) of DFR operational members currently meet URS standards. The Volunteers have reported that they are 91% compliant. The 91% compliant reported by the Volunteers represents completion of individual classes, but only 50% of the volunteer officers have taken all of the classes specific to the various rank. Feedback gathered from the volunteer companies indicates the challenges with availability and completion of required training are a significant risk as the volunteer companies seek to provide sufficient appropriately certified staff.

## *Staffing*

Currently, the County's fire and rescue operations are comprised of twenty-one (21) fire and rescue stations throughout the County with seventeen (17) stations within nine (9) volunteer fire and rescue companies. The County controls four (4) stations. As of June 30, 2016, there are 555 career uniform fire and rescue personnel and approximately 523 volunteer fire and rescue members, including both operational and non-operational members (Source: DFR and FRA Med/Phys), and the County's 2015 population is estimated at 451,721 (Census.gov). *As of the date of this report, there are 610 uniformed FTEs (57 out of the 610 are in recruit school) and 553 operational members. As of November 2016, the volunteer companies have reported to the Clerk of Court 1,045 volunteer members, of which 511 have been reported as active/active operational members.*

The DFR monitors and forecasts career and volunteer staffing on an ongoing basis in order to gauge trends for continuity of services. The career and volunteer staffing levels below, as presented to the BOCS, depict actual staffing for both career and volunteer for FY 2013 through FY 2016, the career staffing plan, including the 5 year career staffing plan for FY 2017 through FY 2021. The volunteer future staffing is projected through FY 2021 based on historical trend.



# Executive Summary – Continued

## *Staffing - continued*

The following table depicts staffing coverage by volunteer and career for each station for FY 2016 and includes company, station, what piece of apparatus has been staffed and how.

| Station Staffing Data - FY 2016 | | | | | | | |
|---|---|---|---|---|---|---|---|
| **St.** | **Controlled By & FY 2016 Budget** | **Engine** | **Truck** | **Heavy Rescue** | **Tanker** | **Ambulance*** | **Medic Unit** |
| 2 | Occoquan-Woodbridge-Lorton Volunteer Fire Department ("OWLVFD") - $3,119,706 | Career Daytime / Vol 98.2% | | Vol 15.7% | | Career Daytime / Vol 103.3% | |
| 12 | | Career Daytime / Vol 99.8% | Vol 15.7% | | | Vol 10.1% | Career 24hr |
| 14 | | Career Daytime / Vol 100.4% | Vol 6.1% | | | Vol 22.7% | Career 24hr |
| 3F | Dumfries-Triangle Volunteer Fire Department ("DTVFD") - $1,535,009 | Career Daytime / Vol 97.9% | **Vol 22.5%** | **Vol 24.3%** | Vol 24.1% | | |
| 17 | | Career 24hr | | | | **Vol 0%*** ** | Career 24hr |
| 3R | Dumfries-Triangle Rescue Squad ("DTRS") - St 3R: $681,918 St #23: $570,300 | | | | | Vol 2.3% | Career 24hr |
| **23**** | | Career 24hr | Career 24hr | | | Vol 37.6% | Career 24hr |
| 5 | Nokesville Volunteer Fire and Rescue Department ("NVFRD") - $1,671,057 | Career Daytime / Vol 94.3% | | | Career Daytime / Vol 3.8% | Vol 92.3% | |
| 25 | | Career 24hr | Vol 14.9% | | | Vol 79.9% | Career 24hr |
| 7 | Lake Jackson Volunteer Fire Department ("LJVFD") - $765,124 | Career Daytime / Vol 90.2% | | | Vol 5.9% | Vol 35.3% | Career 24hr |
| 8 | Yorkshire Volunteer Fire and Rescue Department ("YVFRD") - $706,086 | Career 24hr | | Vol 31.2% | | Vol 8.5% | Career 24hr |
| 10 | Dale City Volunteer Fire Department ("DCVFD") - $3,729,963 | Career Daytime / Vol 96.7% | | Career Daytime / Vol 39.2% | | Career Daytime / Vol 66% | |
| 13 | | Career Daytime / Vol 91.5% | Career Daytime / Vol 60..5% | | | Career Daytime / Vol 80.1% | |
| 18 | | Career Daytime / Vol 93.4% | | | | Vol 1.2% | Career 24hr |
| 20 | | Career Daytime / Vol 94.1% | | | | Vol 1.2% | Career 24hr |
| 11 | Stonewall Jackson Volunteer Fire Department ("SJVFD") - $929,458 | Career Daytime / Vol 98.3% | Career Daytime / Vol 40.4% | | | Vol 96.6% | Career 24hr |
| 16 | Buckhall Volunteer Fire Department ("BVFD")- $700,420 | Career 24hr | | | Career Daytime / Vol 23.5% | Vol 26.8% | |
| 4 | DFR - St #4: $697,937 St #6: $844,782 St #15: $620,702 St #24: $616,831 | Career 24hr | | Career 24hr | | | Career 24hr |
| 6 | | Career 24hr | | Career 0% | Career 24hr | Career Daytime | |
| 15 | | Career 24hr | | | Career 24hr | | |
| 24 | | Career 24hr | | | | | Career 24hr |

***Vol ambulance staffing data includes time when its staffed as a medic unit**

**** Truck 503 went out of service and (Heavy) Rescue 503 went in service Jan '16**

***** Dumfries Rescue is responsible to staff an ambulance at Station 17-Montclair**

******Effective March 1, 2017 Station 23 is officially a DFR Station. It has been transitioning from DTRS to the DFR since November 3, 2016.**

| Legend | 90-100% | 80-89% | 0-79% |
|---|---|---|---|

# Executive Summary – Continued

### *Volunteer Membership*

Under Chapter 9.1, each volunteer company entered into an agreement with the BOCS, in which the County agreed to allocate fire levy funds as outlined in Chapter 9.1. The respective volunteer companies agreed to remain in good standing with the FRA, including implementing, complying with, and being subject to all FRA policies and procedures, provisions with PWC Code Chapter 9.1, and other applicable County, State and Federal regulations. The County's allocation of funds to each volunteer company is contingent on each volunteer company's compliance with Chapter 9.1.

FRA Policy 1.1.5 Section 4.4 states:

> *"Operational Member Requirement – Each FRA member department shall maintain a minimum of 20 operational members. Operational members will remain at all time a member in good standing of the FRA member department, and comply with all Chapter 9.1, FRA Policies and Procedures, and other applicable County, State and Federal regulations.*

The DFR Office of Health and Safety submits the MPW to the volunteer companies on a periodic basis to review for accuracy and completeness. Thus, the MPW maintained by the DFR Office of Health and Safety ***should be*** the official record. However through our review, feedback and communication with the DFR and the volunteer companies we note the records are not accurate, complete or reconcilable. This represents a significant risk for the County-wide fire and rescue system. The volunteer companies could be at risk of having an insufficient number of operational members, as defined by FRA Policy 1.1.5 Section 4.4., hindering their ability to provide proper public safety response for which the Board of County Supervisors are ultimately responsible. Monitoring accurate and consistent data assists the County in determining future hiring needs and corresponding budgeting.

In response to the feedback received from some of the volunteer companies as of February 15, 2017, we attempted to update the membership numbers as of January 2017. As of March 6, 2017, only 5 of 9 volunteer have submitted their membership rosters to the County's Clerk of Court. The most recent month where all 9 volunteer companies have submitted their membership rosters to the Clerk of Court is as of November 2016, submitted December 2016. As such, we have updated the membership numbers utilizing those rosters as the updated point in time.

Based on the Virginia Code and FRA policy 9.1, we attempted to prepare a high-level analysis of active operational members that are able to staff in response to fire and rescue incidents at a point of time for compliance. This analysis presented numerous challenges identifying valid and complete data.

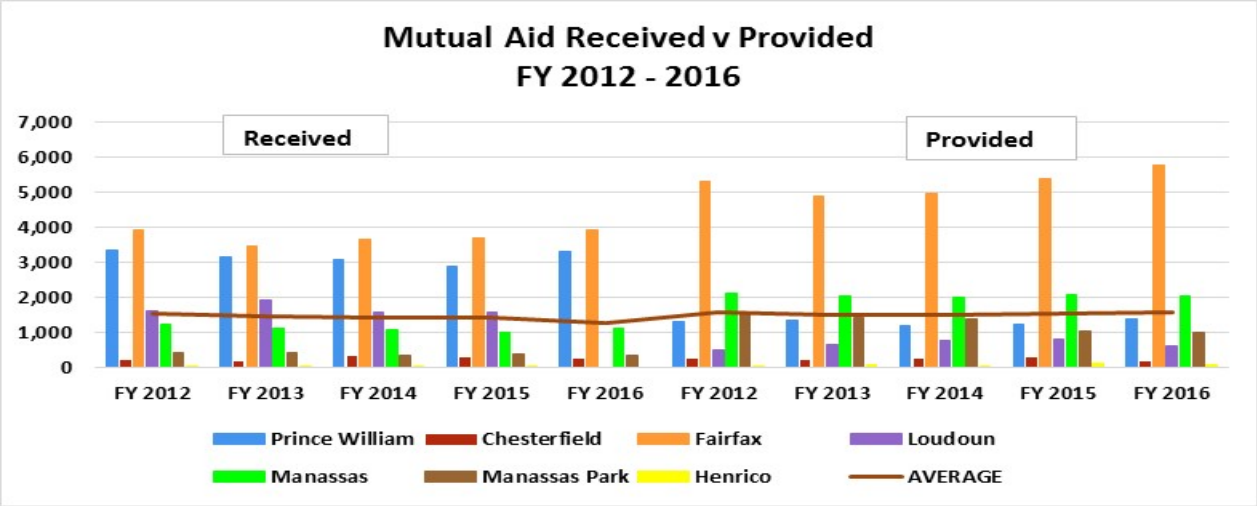
| | |
|---|---|
| ***Discrepancies of Medical Physical Workbook ("MPW") Records*** | The volunteer companies are required to report to the County's Clerk of Court on a monthly basis. The volunteer companies are also required to submit FRA Medical Physical Workbook ("MPW") to the Health and safety Officer (per FRA Policy 4.8.3 Section 5.4, which states the responsibilities of the Member Department's Health and Safety Officer includes: *"Ensure copies of the records are sent to the DFR Office of Health and Safety").*<br><br>There are discrepancies between what the volunteer companies are reporting to the Clerk of Court as compared to the records maintained by the DFR. For example, 5 volunteer companies had members listed on the MPW maintained by the DFR, but not listed in the membership reports submitted to the Clerk of Court.<br><br>Three (3) volunteer companies have noted numerous discrepancies on the medical status per review of the MPW maintained by the DFR Office of Health and Safety. |
| ***Definition of an Operational member*** | Within the County's fire and rescue system, there are differences in how "operational member' is defined as referenced in FRA Policy 1.1.5, Section 4.4. In an accepted report dated June 2013, the County's internal auditors recommended that the FRA issue a formal policy to identify and define key terms to be utilized by the FRA, including the definition of "operational member". This observation has not been addressed by the FRA as of yet.<br><br>Per review of the membership reports submitted by the volunteer companies, there were over thirty (30) varying membership categories utilized by the volunteer companies. |

# Executive Summary – Continued

## *Mutual Aid*

There is state wide mutual aid in which all jurisdictions in Virginia can participate, and they can give and receive mutual aid nationwide through the Virginia Department of Emergency Management using the Emergency Management Assistance Compact. Mutual aid is to provide assistance for large scale incidents where even larger jurisdictions may need help, such as a multi-alarm structure fire or a tornado touchdown affecting multiple neighborhoods.

The below table represents a historical depiction of mutual aid the County and the benchmarked jurisdictions have received and provided.




As shown above, PWC receives disproportionally higher levels of mutual aid than it provides. Mutual aid in PWC is inversely and consistently needed to provide services, despite being a larger jurisdiction. This may be an indication that staffing at certain locations or certain times may be lacking or that specialized services are required that cannot be supplied. Further investigation as to the nature of those calls, locations and times would be required to identify the root cause. If a station has the apparatus, it still may not be able to answer the call due to insufficient staffing. They have had to rely on mutual aid. If a station does not have enough certified individuals to appropriately staff apparatus, that is essentially taxpayer dollars tied up in stations not being able to respond to calls, representing lost services to taxpayers and critical increased response time to citizens needing aid.

Some mutual aid assistance is planned. Major thoroughfares with restricted access may rely on mutual aid from nearby jurisdictions near the respective county lines for increased response time performance. These examples include (but not limited to):

- Fairfax County, Virginia – I-95 (southbound) and I-66 (westbound)
- Stafford County, Virginia – Interstate 95 (northbound)
- Fauquier County – Interstate 66 (eastbound)
- Charles County, Maryland – Potomac River

The FRA and County acknowledges mutual aid is an ongoing system-wide challenge for the County, which generally can be divided into two sub-issues: *capacity* and *specialty apparatus*. On a quarterly basis, the FRA Chairman provides a report to the BOCS, which includes staffing statistics from the previous 2 quarters. Per review of the quarterly report submitted to the BOCS October 1, 2015 – December 31, 2015, there were numerous instances shift/apparatus staffing being insufficient (unstaffed and understaffed (below 80%) for the prior 2 quarters. As part of the Five-Year Plan (beginning FY 2017), it is anticipated that PWC will have four ladder trucks and three heavy rescue apparatus for use 24/7.

# Executive Summary – Continued

### *Assets/Large Purchases*

The volunteer companies are individually established organizations as a 501(c) (3) or 501(c) (4), creating a firewall between the entities. Should a volunteer company become insolvent or have other financial distress, mortgaged assets could be auctioned or forfeited in bankruptcy or defaults on loans. On occasion, some volunteer companies have lost their 501(c) (3) or 501(c) (4) status, placing the volunteer company as a free-standing corporation. If a volunteer company defaults on loans, County funds could conceivably be forfeited if equipment is auctioned or other bankruptcy issues exist.

If a volunteer company dissolves, there are provisions addressing dissolution of assets within Chapter 9.1. Assets purchased (in whole or part), are to be vested to the Board of County Supervisors and remain with the County. In the past 10 years, for disbanded volunteer companies there have been varying degrees of issue with return of assets, including a lawsuit filed and refusal to transfer property with the volunteer company claiming ownership and requesting payment of fair market value, essentially paying twice for the assets.

The most recent volunteer company required to transfer assets, Evergreen Volunteer Fire Department and Rescue Squad, was transferred in January, 2016. To date, despite the provisions set forth in Chapter 9.1, real property has not been transferred to the County, claiming ownership. Any attempts to settle thus far include the County paying “fair market value”. It should be noted the apparatus titles have been transferred to the County and they have not prohibited the County running calls out of the station.

# Background

# Background

## Prince William County Fire and Rescue Operations

**Prince William County Fire and Rescue History**
Communities across the United States have had a long standing tradition in relying on citizen volunteers to provide fire protection and emergency medical services. From the concept's inception by one of our nation's founding fathers, Benjamin Franklin, brave men and women have answered the call of duty by honorably serving as our nation's first line of defense against fire and emergency related circumstances. Historically, fire brigades were established by local townspeople with minimal, donated equipment to aid the community in firefighting and suppression. The below table represents a timeline of the County's Fire and Rescue Operations.

Prince William County is no different with its own history of volunteerism. Emergency protection for fire and rescue operations was originally provided exclusively by individual volunteer fire and rescue operations, in which each "company" provided service in their district. It was 1966 before the County had their first fire fighter on the payroll, with population increasing from 50,000 in 1960 to 111,000 by 1970. By 1968, there was one paid firefighter in each station. By 1980, the population of County was 144,636 (Source: US Census Bureau), with eleven (11) volunteer companies; Buckhall Volunteer Fire Department was established July 1980.

In 1989 the Department of Fire and Rescue was established, with the Director of Fire and Rescue named "Chief", along with the Fire and Rescue Association. As of June 30, 2016, there are 555 career uniform fire and rescue personnel and approximately 523 volunteer fire and rescue members (Source: DFR and FRA Med/Phys), and the County's 2015 population is estimated at 451,721 (Census.gov). *As of the date of this report, there are 610 uniformed FTEs (57 out of the 610 are in recruit school) and 553 operational members. As of November 2016, the volunteer companies have reported to the Clerk of Court 1,045 volunteer members, of which 511 have been reported as active/active operational members.*

<u>Study by Blue Ribbon Commission on the Fire and Rescue System</u>
Changes to the County's fire and rescue operations have been considered throughout its existence. In 1988, a citizen-appointed Blue Ribbon Commission on the Fire and Rescue System was created by the Board of County Supervisors to study the roles and responsibilities of volunteer and career staff and how to best provide fire and rescue services for a growing county with changing demographics. This was driven from questions raised by various community and staff groups, the availability of qualified fire and rescue personnel, the sufficiency of their resources, the adequacy of their organization's structure, and the equity of fire and rescue funding.

While recognizing the value of volunteer services and a need to preserve this system, findings included that while the County has widely disparate, individual companies, it has transformed from a rural based demographic to a county-wide need for emergency operations with better coordination of career and volunteer operations.

The study by Blue Ribbon Commission on the Fire and Rescue System provided 12 high-level recommendations as a result of this study, of which over time, the County implemented 7 of the 12 recommendations. Some of the recommendations were as follows:

- Establish response time goals (adopted)
- Providing county incentives for volunteers (adopted)
- Establishing long term response time goals (adopted)
- Establishing a single, county-wide levy for all fire and rescue services (adopted)

Recommendations not adopted or partially implemented over time include:

- Adoption of uniform standards for chiefs (adopted but not yet implemented)
- Changing the organizational structure to include voting and veto rights for the Chief, then known as the Director of the Fire and Rescue Service (adopted but changed by 9.1)
- Minimum insurance requirements for volunteer companies
- Quality assurance program for all fire and rescue services (EMS was adopted)

# Background - continued

## Prince William County Fire and Rescue Operations - continued

Study by Tri-Data Corporation

Fire and rescue operations were studied again in 1993 at the request of and commissioned by the BOCS, by Tri-Data Corporation, an independent firm. At this time the number of career firefighters/EMTs/Paramedics had grown to 209, with 12 volunteer companies. The population had grown to 233,450 (Source: US Census Bureau), an increase of 61% in 15 years, with the majority of population growth in the eastern portion of the county. The Tri-Data Corporation provided 15 high-level recommendations as a result of this study, in which over time, the County implemented 8 of the 15 recommendations. Some of the recommendations were as follows:

- Establishing an Executive Committee for the FRA to provide more effective management of the fire and rescue system
- Automatic aid for Cities of Manassas and Manassas Park
- Appointment of a single Operational Medical Director
- Career staffing increase

Recommendations not adopted, partially adopted or adopted but not yet implemented over time include:

- Determination by BOCS if the Fire Chief should be a central leader or reducing expectations to a coordinator (not done)
- Establishment of a Uniform Rank Structure (adopted but not fully implemented)
- Group purchase of apparatus to realize greater purchasing power and right-sizing the fleet (not done)
- Ongoing performance review of volunteer companies (partially implemented)

As long as volunteer companies did not violate Virginia statutes, they could continue to operate autonomously, although the County's Fire and Rescue Chief was held accountable to the County Executive/BOCS. This resulted in creating gaps in staffing (particularly in the 5:00a.m. to 7:00a.m and 5:00pm to 7:00pm shift change periods), a lack of purchasing power benefits, inconsistencies in skill level and training (although the report noted there are many skilled and highly qualified volunteers) and a two-system method for providing fire and rescue operations with little financial oversight.

PWC Code of Ordinances: Chapter 9.1 Fire Prevention and Protection

Per County Ordinance Number 09-51 dated August 4, 2009, the County repealed the existing Chapter 9 and adopted Chapter 9.1 of the Code of Ordinances. Chapter 9.1 reestablished the Prince William County Fire and Rescue Association to provide for the coordination and provision of reliable and high quality fire, rescue and emergency medical services by the combined personnel of the DFR and the County's volunteer fire and rescue companies. In return of the receiving allocations from the county-wide fire levy, the individual volunteer companies agreed to be subject to financial oversight and FRA policies and procedures. It provides the current structure of a Fire and Rescue Association, comprised of the Department of Fire and Rescue and the nine (9) volunteer fire and rescue companies.

Under Chapter 9.1, each volunteer company entered into an agreement with the Board of County Supervisors in which the County agreed to allocate fire levy funds and the respective volunteer companies agreed to remain in good standing with the FRA, and implement, comply with, and be subject to all FRA policies and procedures, provisions of PWC Code Chapter 9.1 and other applicable County, State and Federal regulations. The County's allocation of funds to each volunteer company is contingent on each volunteer company's compliance with Chapter 9.1.

The County takes pride in the dedication and commitment of its fire and rescue system and continues to support the need for a combined effort between the career and volunteer fire and rescue services. Earlier in 2016, the BOCS issued a directive requesting County staff, the Department of Fire and Rescue with the Fire and Rescue Association initiate reforms to the County's fire and rescue system for consistency in service and to strengthen and support the system in order to maintain a strong combined system. The County Executive formed a Fire and Rescue System Reform steering committee comprised of career and volunteer members of the FRA, as part of this reform. This is part of an overall strategy for Fire and Rescue System Reform, also referred to as "9.2".

# Background - continued

## Prince William County Fire and Rescue Operations - continued

PWC Code of Ordinances: Chapter 9.1 Fire Prevention and Protection - continued
To attain maximum input from all members of the Fire and Rescue Association, career personnel, volunteers and the public, a Strengths, Weaknesses, Opportunities and Threats ("SWOT") Analysis was performed. The SWOT analysis was facilitated by County staff, and was performed during the months of April through July of 2016, through a series of meetings to brainstorm each of the SWOT categories, with a second session for each category to rank and vote on the individual elements within the SWOT categories. The SWOT analysis meetings were open to volunteer and career firefighters, along with the public. Just under 4,000 comments were generated as part of this process. Results of the analysis will be used to guide further discussion regarding reform.

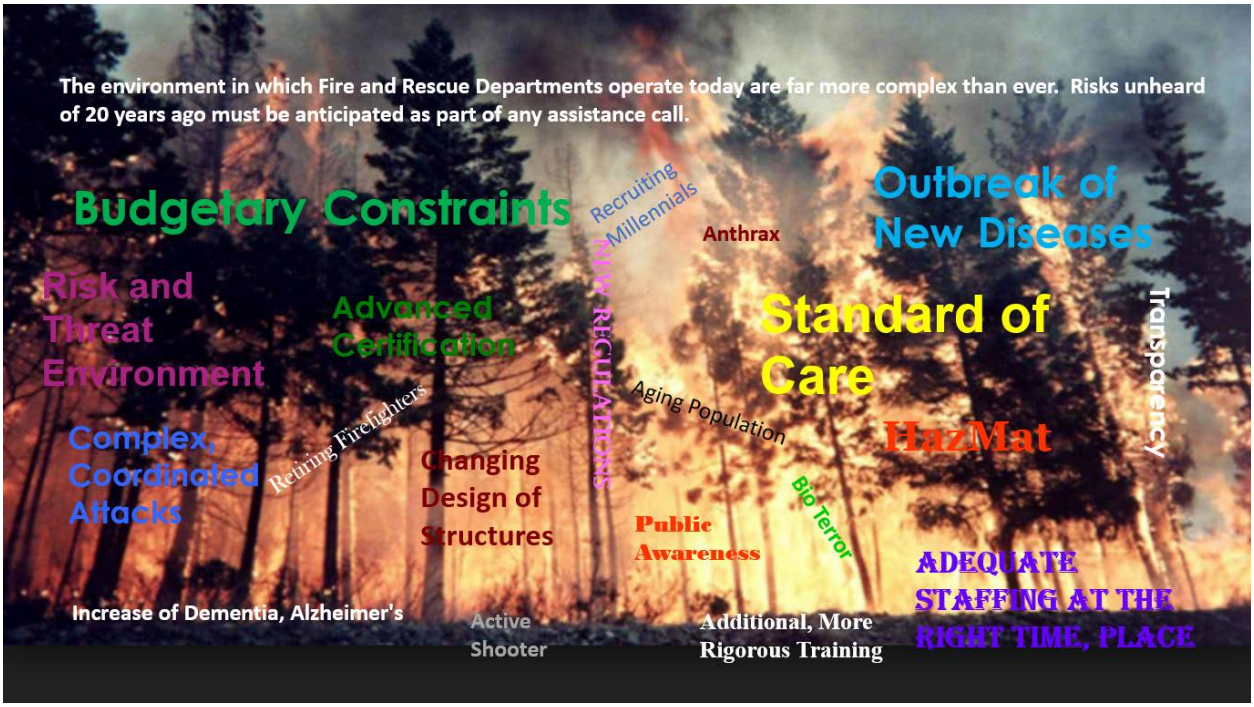
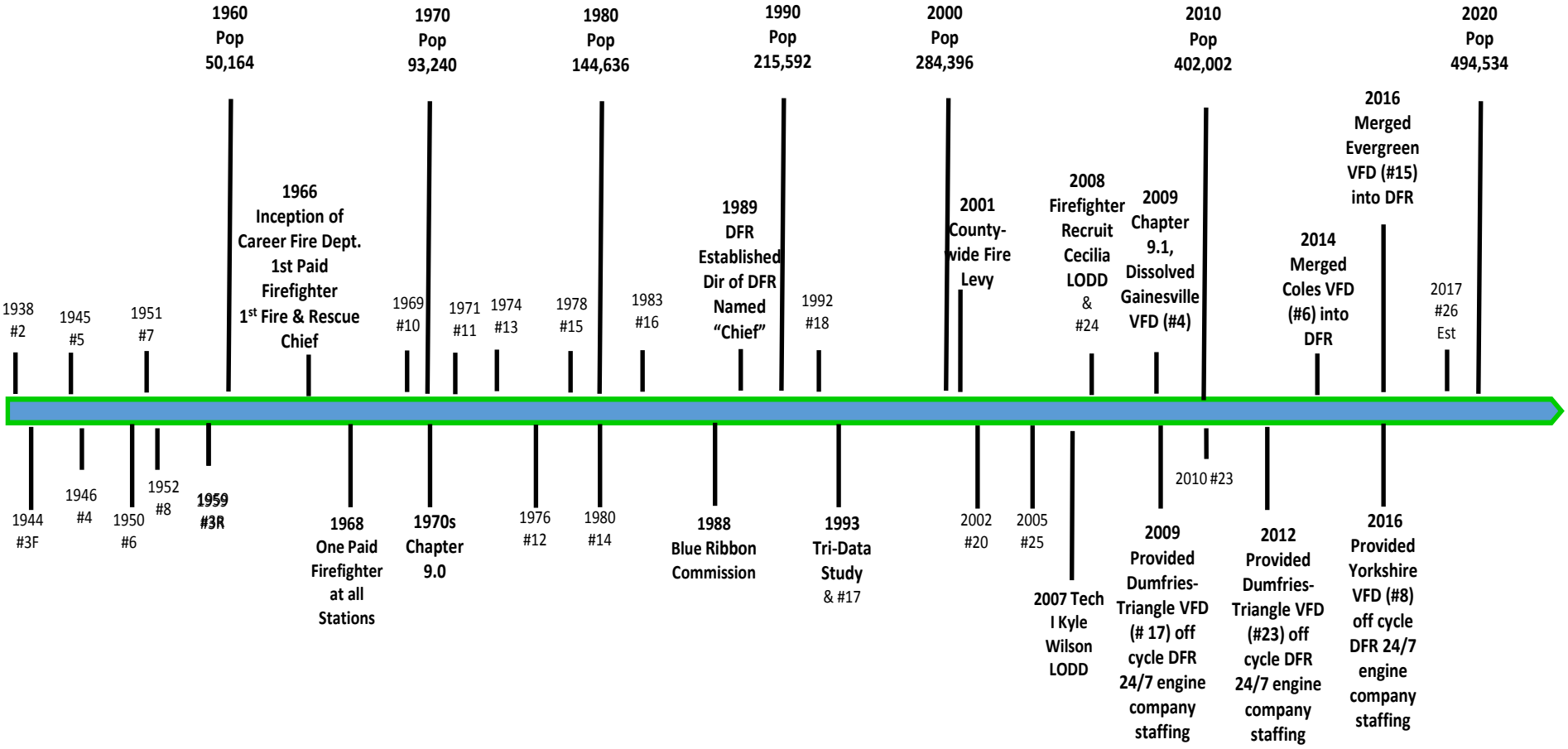


Photo Source: Google

# Background - continued

## Prince William County Fire and Rescue Operations - continued

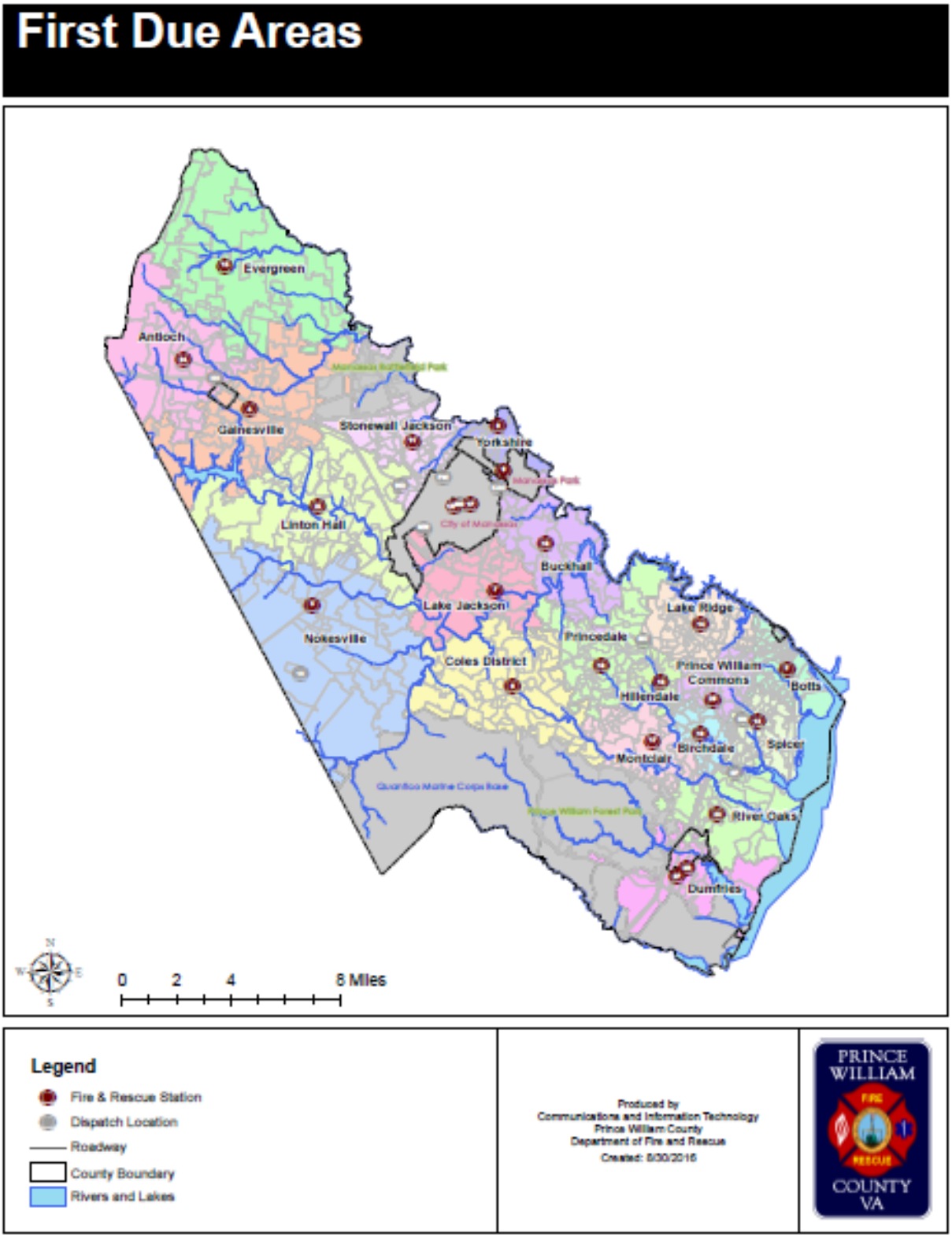
**Prince William County Fire and Rescue History - continued**



# Background - continued

## Prince William County Fire and Rescue Operations - continued

**Prince William County Fire and Rescue History - continued**
The below depicts a map of Prince William County and the locations of the fire and rescue stations.



# Background - continued

## Organizational Structure

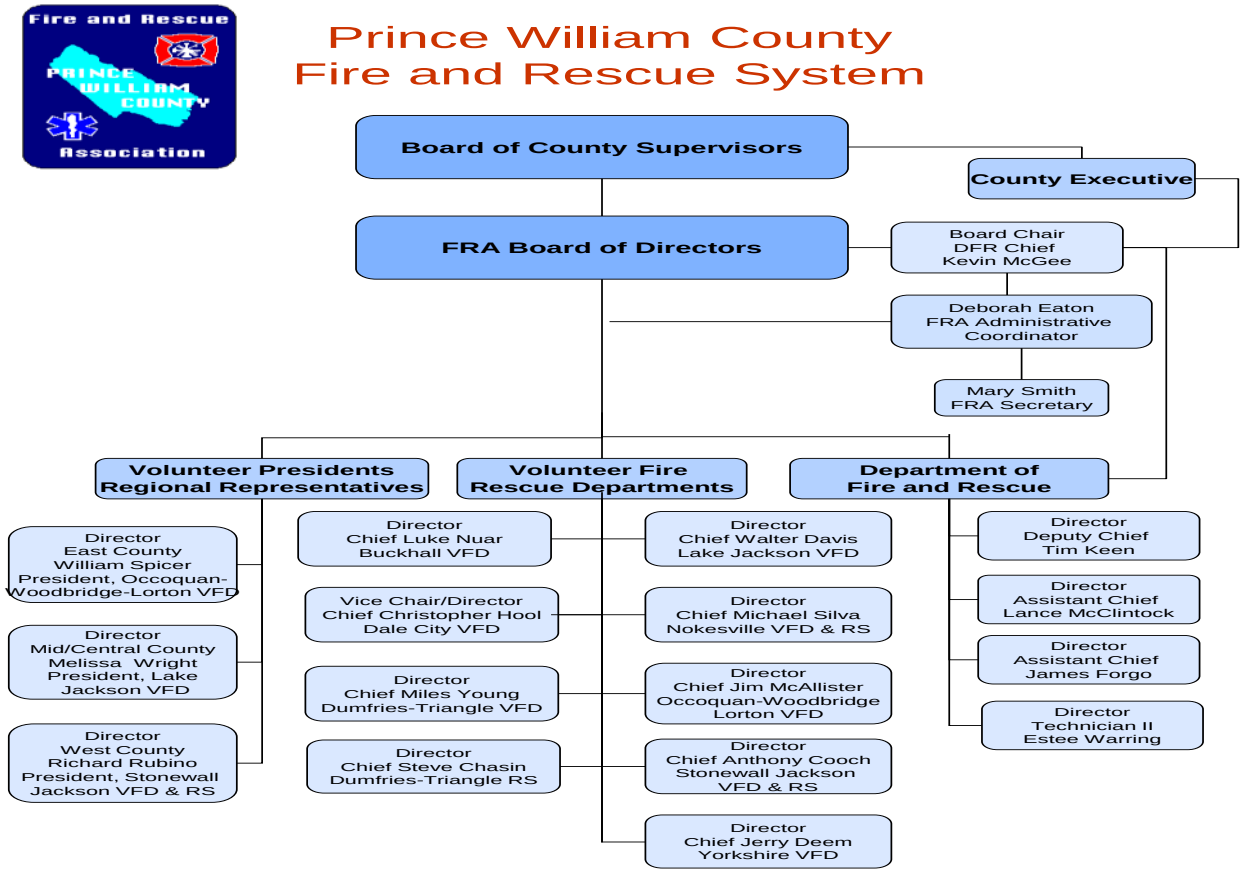
Prince William County is comprised of a combination of career and volunteer firefighter and rescue operations. Currently, the County's fire and rescue operations are comprised of twenty-one (21) fire and rescue stations throughout the County with seventeen (17) stations within nine (9) volunteer fire and rescue companies. The County controls four (4) stations. As of June 30, 2016, there are 555 career uniform fire and rescue personnel and approximately 523 volunteer fire and rescue members, including both operational and non-operational members (Source: DFR and FRA Med/Phys), and the County's 2015 population is estimated at 451,721 (Census.gov).

Although the northwest and central areas of the county have less population and there continues to be a large number of unincorporated areas, the I-95 corridor has seen explosive growth in the past few years due to the proximity of Washington, D.C. (35 miles away) and the large number of roads available for commute. It has become the second most populous county in the Commonwealth, with the seventh-highest household income county in the country and it was the first county in Virginia where minorities make up the majority of the population. While population in the Commonwealth of Virginia increased by 4.1% between 2010 and 2015, PWC population quadrupled that increase (12.4%) (Source Washington Post).

Fire and Rescue Association

Pursuant to PWC Code Chapter 9.1, the Prince William County FRA is an organization that encompasses all of the volunteer fire and rescue companies operating in the County and the Prince William County Department of Fire and Rescue, and is charged with the overall governance and supervision of all fire and rescue services lawfully provided in the County. Currently, there are nine (9) volunteer fire and rescue companies located within the County, each of which operates independently (but cooperatively) through an agreement with the Board of County Supervisors.

The organizational structure of the FRA is as follows:



# Background - continued

## Organizational Structure - continued

Fire and Rescue Association – continued
*Board of Directors* - The FRA is governed by a Board of Directors made up of the following:

(1) The DFR Chief, who shall serve as Chair, but does not have voting rights, except in the event of a tie, or veto authority;
(2) The next three senior ranking DFR uniformed officers;
(3) A DFR uniformed employee under the rank of lieutenant in the DFR selected or appointed as the DFR Chief shall determine;
(4) The volunteer Chief of each fire, rescue, or fire and rescue company that is a member of the FRA and up to three Presidents if so determined by the board of directors, to be nominated by the volunteer chiefs and elected by the board of directors, who shall serve staggered three year terms, and be identified pursuant to a geographical schedule approved by the board of directors to assure equal representation among volunteer companies.

The FRA Board of Directors meets at least monthly (unless by call of the chair or vice-chair) and is tasked with working with the FRA Executive Committee to manage the overall fire, rescue and emergency medical services consistently with directives of the BOCS, the County Executive, and all FRA Policies and Procedures, develop and update the Fire and Rescue Service Plan, present quarterly reports to the BOCS, and, in general, execute the approved plans to ensure adequate resources and expenditure of public funds for fire and rescue services.

*FRA Executive Committee* - The FRA Executive Committee meets monthly and is made up of the following:

- Chairman of the Board/DFR Chief
- Vice Chairman of the BOD – Volunteer Chief elected by the FRA Board of Directors
- Three (3) members from the DFR BOD appointed by the DFR Chief
  Two (2) members from the volunteer companies that are elected by the FRA Board of Directors

The FRA Executive Committee initiates FRA policies and procedures, receives and considers recommendations from the board of directors, assures the implementation and enforcement of FRA policies and procedures and act in the stead with authority for any matters within the jurisdiction of the BOD between regularly scheduled meetings.

*Chairman of the Board/DFR Chief* – The Chairman of the Board/DFR Chief does not have voting rights (unless in the event of a tie) or veto authority. The DFR Chief does not have authority to address personal matters within a volunteer company, per Sec 9.1-11, (d), and (5)

> *"The DFR chief may not independently discipline or control any volunteer or volunteer company, nor may a volunteer chief discipline or control any person in DFR, except as may be provided in this chapter."*

The Chairman of the Board may create sub-committees or task forces and must be comprised of representatives of both volunteer companies and DFR. Current sub-committees include:

- Apparatus and Equipment Committee
- Operations Committee
  - EMS Advisory Subcommittee
  - Fire Suppression Subcommittee
  - Special Operations Subcommittee
- Planning Committee
- Policy Committee
- Safety, Health and Wellness Committee
- Training Advisory Committee
- Uniform Rank Structure Certification Board
- Volunteer Recruitment and Retention Committee

*Vice Chairman of the Board* - The Vice Chairman of the Board, who is a volunteer Chief elected by the BOD, serves a term of one year. The Vice Chairman of the Board presides over meetings of the BOD and the FRA Executive Committee in the absence of the Chairman of the Board/DFR Chief.

# Background - continued

## Organizational Structure - continued

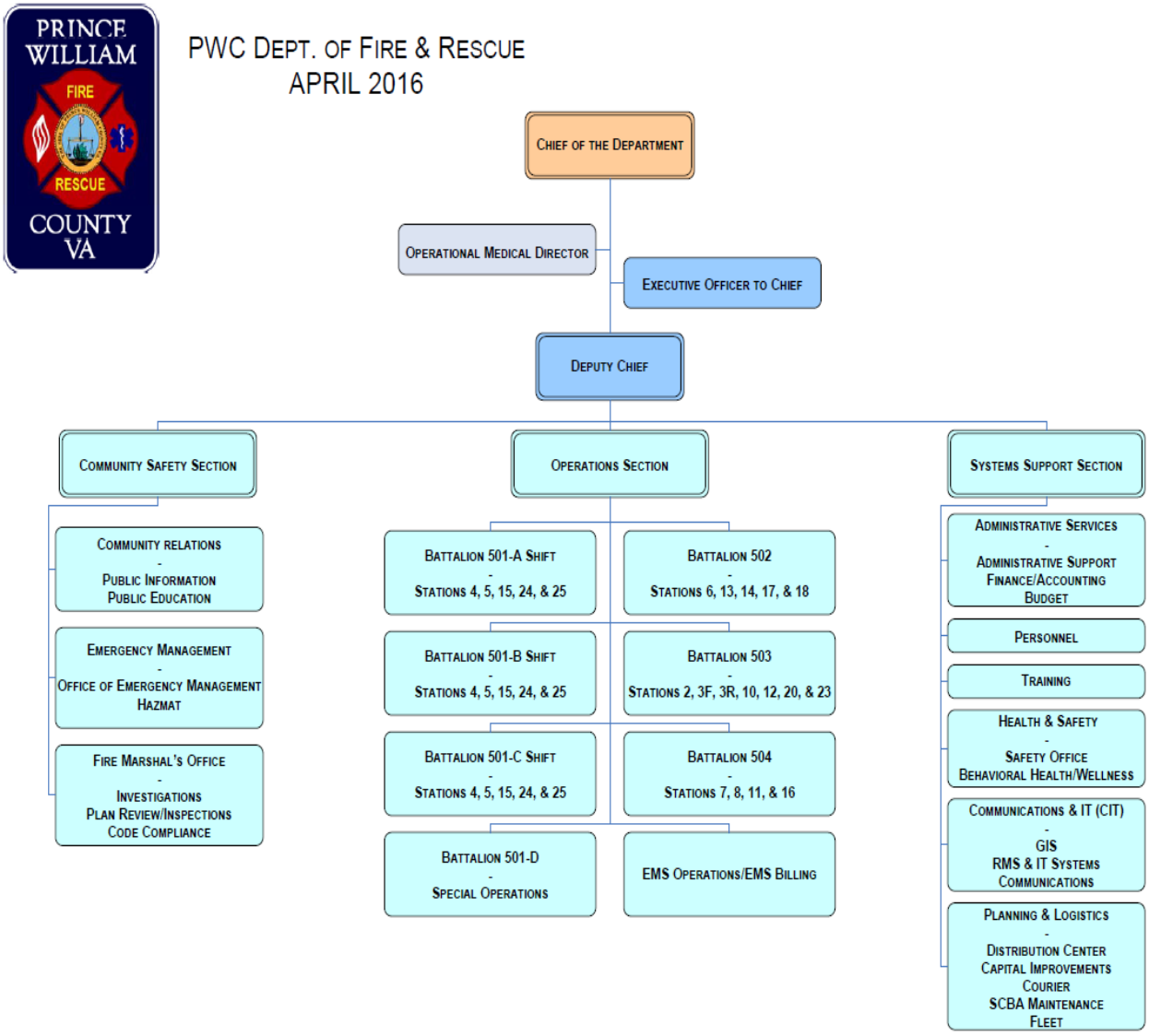
Department of Fire and Rescue

The County's Department of Fire and Rescue is comprised of the career firefighters, paramedics and EMTs. The department is made up of three sections:

- Community Safety - includes community relations, emergency management and the Fire Marshall's office.
- Operations - includes stations, battalions, and EMS Operations and billing.
- Systems Support - includes finance/accounting, personnel, training, health and safety, communications and planning and logistics.

The DFR maintains a training facility in conjunction with the Police Department. The Training Academy is staffed by DFR career personnel, is in place for the training of both career and volunteer firefighters, and follows the curriculum approved by the FRA.

As of June 30, 2016, the 555 career uniform fire and rescue personnel is comprised of 211 advanced life support and ("ALS") and 344 basic life support ("BLS") providers. The following is the current organizational chart of the DFR.



# Background - continued

## Organizational Structure - continued

Volunteer Fire and Rescue Companies

The County's volunteer companies are each governed by an individual Board of Directors and are managed and staffed primarily by volunteer and career firefighters assigned by the DFR as needed. Each Company has a volunteer Chief that is elected by the membership of the respective Company. This volunteer Chief and his/her line officers handle the daily operational tasks of the Company. Additionally, almost all Companies elect their administrative officers, including President, Vice President, Secretary, Treasurer and a Board of Directors. The President is responsible for handling administrative tasks of the Company as well as managing the not-for-profit activities of the department, such as fundraising.

Under Chapter 9.1, each volunteer company entered into an agreement with the BOCS in which the County agreed to allocate fire levy funds as outlined in Chapter 9.1 and the respective volunteer companies agreed to remain in good standing with the FRA, and implement, comply with, and be subject to all FRA policies and procedures, provisions with PWC Code Chapter 9.1 and other applicable County, State and Federal regulations. The County's allocation of funds to each volunteer company is contingent on each volunteer company's compliance with Chapter 9.1.

## Command Structure and Governance

Governance Style

Each jurisdiction benchmarked has a unique governance structure, with ordinances and/or codes varying how each fire and rescue system is governed. The strengths and weaknesses of each reporting jurisdiction's system may not be completely tied to the governance of that organization, however it is the framework in which all members operate and decisions are made and it can have a correlation. Other factors may include budgetary concerns, working conditions of the individuals (e.g. fire stations, apparatus, hours scheduled, etc.), and overall leadership of the jurisdiction. Common criteria of governance structure style can be categorized into the following categories:

| |
|---|
| **Prince William County and City of Manassas -** Governance Committee / Association* |
| • Governs by consensus<br>• Voting members provide equal input to decisions |
| Risks to this style of governance structure include potential delayed decision making as there is no direct/single ownership which could result in sub-optimal service; redundant equipment or other inefficiencies due to siloed and/or decentralized systems as well as group judgment can provide decisions based on peer pressure, create rivalry or ignore single individuals. |
| **Loudoun County -** Central Fire Chief with Advisory Board / Committee* |
| • Relies on a governing body to provide input and make recommendations<br>• Decision and accountability falls to one individual |
| Risks to this style of governance structure surround the advisory board's effectiveness; it is dependent on the effectiveness of collaboration with all members, including the Fire Chief. |
| **Counties of Fairfax County**, Chesterfield***, and Henrico, City of Manassas Park -** Central Fire Chief / Single Authority* |
| • Traditional hierarchical approach<br>• Fire Chief may seek individual input or groups for guidance; however, it is not required to do so<br>• The decision ultimately rests with that individual |
| Risks to this style of governance structure are diverse ideas may be suppressed/not implemented and leadership may be compromised due to an ineffective chief. |

* Differences within the models may apply

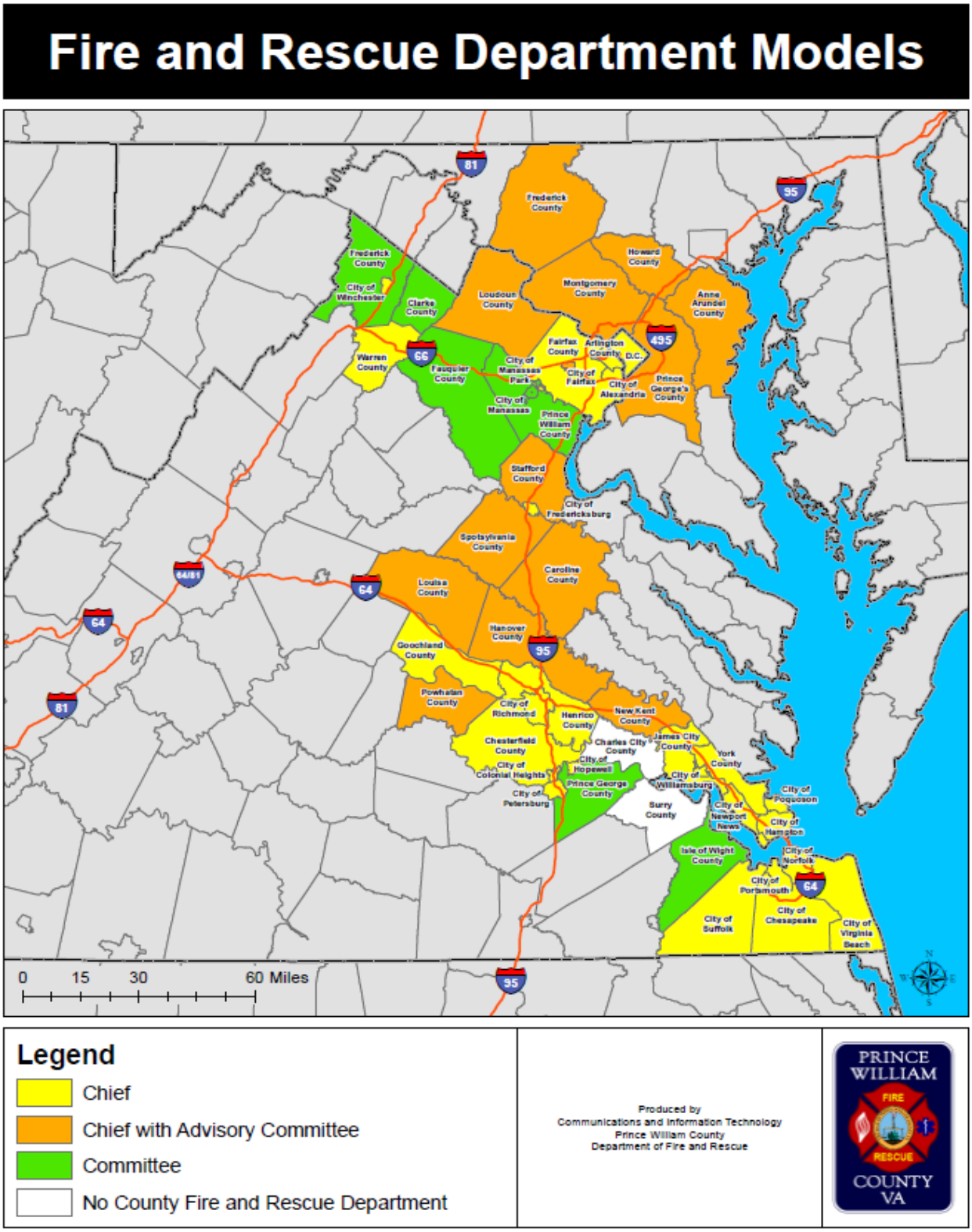
** Fairfax County noted operationally the volunteers fall under the Fire Chief. The Fire Chief delegates some of the authority for operational members to the respective volunteer chiefs; however, operationally the volunteers must follow all rules and regulations of the FRD that are not covered by the volunteer policies and procedures.

*** Chesterfield County is a hybrid for EMS with some autonomy and an EMS Advisory Council.

# Background - continued

## Command Structure and Governance - continued

Governance Style – continued
The below map depicts various governance styles of various surrounding and peer jurisdictions.



# Background - continued

## Command Structure and Governance - continued

Governance Style – continued
Governance structure has changed for a variety of reasons, such as: changing demographics, new leadership requesting a change, budgetary concerns, volunteer's ability/time to be involved on committees, or when a criminal or an ethics breach has occurred. Within the last 10 years, many of the governance structures of the jurisdictions in this benchmark have either been overhauled or had changes to the ordinance.

- PWC last had a change in 2009.
- Chesterfield County had their first career firefighters in the 1970's and evolved in the 1990s to a career system with assistance from volunteers (primarily EMS). This was due to the changing demographics of a rapidly growing population with a decline in the number of fire volunteers.
- In 2005 Fairfax County added a third bureau to include Operations, Business Services and Personnel Services (previously Operations and Administration). The diversification of the organizational structure was necessitated by substantial growth in the department which had resulted in managers and division heads being outside the optimal span of control. An additional bureau is currently under consideration.
- Henrico added Community Risk Reduction in 2010.
- Loudoun County also changed their organizational structure, effective July 2014. The change occurred as a result of a new Board and a reorganization was recommended.
- The City of Manassas career Fire and Rescue Department was established and their 1st career chief hired in 2008, but the ordinance establishing the Department went into effect on February 8, 2010.

Prince William County Fire and Rescue Governance and Structure
PWC updated their fire and rescue operations governance and structure in 2009. Chapter 9.1 reestablished the Prince William County FRA to provide for the coordination and provision of reliable and high quality fire, rescue and emergency medical services by the combined personnel of the DFR and the County's volunteer companies. DFR career staff report to the County's Fire and Rescue Chief, who is also the Chairman of the FRA Board of Directors. DFR structure is in place for continuity of operations.

Each PWC volunteer company is a separate legal entity, each governed by individual Board of Directors. When staffing shortages exist, career firefighters are assigned by the DFR to those volunteer stations, as needed. Each Company has a volunteer Chief that is elected by the membership of the respective Company. This volunteer Chief and his/her line officers handle the daily operational tasks of the Company. Additionally, almost all Companies elect their administrative officers, including President, Vice President, Secretary, Treasurer and a Board of Directors. The volunteer President is responsible for handling administrative tasks of the Company as well as managing the not-for-profit activities of the department, such as fundraising.

PWC differs from the counties it was benchmarked against as it relates to the command structure. PWC has a committee structure, in which the Chairman of the FRA Board/DFR Chief does not have voting rights, except in the event of a tie, or veto authority.

The FRA BOD meets at least monthly (unless by call of the chair or vice-chair) and is tasked with working with the FRA Executive Committee to provide fire and rescue services in accordance with Chapter 9.1. The FRA BOD is tasked with ratifying, rejecting or amending FRA policies and procedures as initiated by the FRA Executive Committee.

The FRA Executive Committee initiates FRA policies and procedures, receives and considers recommendations from the FRA BOD, assures the implementation and enforcement of FRA policies and procedures and act in the stead with authority for any matters within the jurisdiction of the FRA BOD between regularly scheduled meetings.

# Background - continued

## Command Structure and Governance - continued

Prince William County Fire and Rescue Governance and Structure - continued

The current organizational structure creates challenges for a growing and changing population like Prince William County. Changes to the County's fire and rescue operations have been considered throughout its existence. Two previous studies, Blue Ribbon Commission 1988 and Tri-Data Corporation 1993, of the County's fire and rescue operations came to the same conclusion. Both of these studies recommended changing the organizational structure to include Chief authority/ voting and veto rights for the Chief. In the meantime, fire suppression calls have reduced as the primary focus and medical requests have increased, along with a surge in population.

Currently, the DFR and County infrastructure assures continuity of operations. The DFR has been able to "step into the breach" when a staffing challenges has come up with a volunteer department. The DFR has assumed operations at Stations 4, 24, 6 and 15 when it was required and has provided backfill for Station 8. At the request of Occoquan-Woodbridge-Lorton Volunteer Fire Department, the DFR began staffing Station 14's engine company 24/7 on February 4, 2017.

Since mid-2012, the BOCS has monitored the internal control environment of certain governance, financial and operational processes of all of volunteer companies through the County's internal audit function. See summary of findings on page 27. The current structure may appear to have a "checks and balances" approach, in reality it provides disconnect. The consensus approach, while appearing to allow all a voice, does not achieve its goal but creates a fragmented environment. Through this analysis, we noted challenges/opportunities that include:

| **Challenges/Opportunities of Current Structure** |
|---|
| Composition of the BOD is disproportionate between the DFR and volunteer companies. |
| The Chairman of Board/DFR Chief does not have voting rights, except in the event of a tie, or veto authority. |
| The FRA reports to the BOCS and the Chairman of the Board/FRA Chief reports to the County Executive. This bifurcated reporting structure creates challenges for day-to-day operational oversight and monitoring. |
| The current system is decentralized and not engineered for rapid change and flexibility. It can take several months for the current system to react to an event and approve policy. Today's environment demands an agile organization that can rapidly address ever changing and evolving hazards and threats. |
| Risk of FRA approved policies and procedures being overridden or delayed due to self-governance.<br>• Training has been raised universally as an issue due to the time constraints. The FRA had adopted Policy 4.5.1 *Uniform Rank Structure* that defines the required minimum certifications by position and rank for all fire/rescue companies in Prince William County through Res. 13-73 dated October 16, 2013 with an implementation date of January 1, 2015. The FRA granted an extension to incumbent members through June 30, 2017, via Res. 14-61 dated November 19, 2014. The policy also requires a semi-annual audit for compliance, effective January 1, 2015. As of June 2016, only one has occurred for officers only. As of August 31, 2016, 28 of 118 officers currently meet standards.<br>• FRA Procedure Financial Statement External Audit Review 3.1.1 states that *"FRA member volunteer companies shall obtain and submit to the FRA Budget Task Force, on a tri-annual basis, any audited financial statements and management letters issued by the auditor."* The County's internal auditors recommended, in a report dated September 2015, that the FRA develop a schedule/timeline of the financial statement audits for the volunteer fire and rescue companies, as only one (1) volunteer fire and rescue companies reviewed had a financial statement audit performed within the past 3 years. |

# Background - continued

## Command Structure and Governance - continued

Prince William County Fire and Rescue Governance and Structure - continued

**Challenges/Opportunities of Current Structure – continued**

Risk of FRA approved policies and procedures being overridden or delayed due to self-governance. – continued

- July 2015, a memorandum was submitted to the FRA Chairman of the Board/DFR Chief stating that Chapter 9.1 has been in place for over 5 years, which has allowed ample time for the migration of FRA expenditures to a competitive procurement and purchase order system. In a report dated September 2015, the County's internal auditors noted several instances of non-compliance of County's purchasing regulations by three (3) of four (4) volunteer companies reviewed.
- The County's internal auditors noted, in a report dated June 2013, that Dumfries-Triangle Rescue Squad ("DTRS") and Dumfries-Triangle Volunteer Fire Department ("DTVFD") are unique in their structure among all other volunteer companies in the County in that they operate as separate entities, while all other Companies provide both fire and rescue services out of one (1) Company. Administratively, this structure is duplicative as compared to the other Companies, as such the recommendation was made that the FRA consider consolidating the administrative structure of DTRS and DTVFD into one (1) volunteer company. This observation did not extend to the consolidation of the locations and services provided, as that is a service and response time decision.

  *NOTE: The DTRS and DTVFD merger was reviewed by the FRA on October 19, 2016 and rejected. The FRA instead elected to approve a DTRS proposal giving Station 23 to the DFR and DTRS consolidating at their Station (Station 3R) in Dumfries. Effective March 1, 2017 Station 23 is officially a DFR Station. It has been transitioning from DTRS to the DFR since November 3, 2016.*

Various FRA standing committees have been established to accomplish tasks or to oversee specific areas of focus. The following represents a summary of the meetings logs maintained by the DFR, in which there was documentation to support a meeting was held during FYs 2012-2016. *(12 meetings were scheduled each year, unless otherwise noted or cancelled due to weather, August recess, or misc).* The areas highlight in red represent those committees that met 50% or less of the scheduled meetings or no data was provided within each FY.

| Committee | FY 2012 | FY 2013 | FY 2014 | FY 2015 | FY 2016 |
|---|---|---|---|---|---|
| **Apparatus & Equipment** | 7 (58%) | 9 (82%)*&** | 9 (82%)* | 7 (64%)* | 10 (91%)** |
| **Budget & Finance Review -** Committee terminated and restructured | 9 (75%) | 6 (55%)* | 6 (55%)** | 5 (45%)** | N/A |
| **Emergency Medical Services Advisory Committee** *Each year 1 mtg is cancelled due to EMS symposium* | 11 (100%) | 11 (100%) | 8 (73%) | 9 (782%) | 11 (100%) |
| **Operations Procedures Review** *2 mtgs were cancelled due to falling on a holiday during FY 2012 - 2016* | 5 (42%) | 9 (75%) | 6 (50%) | 5 (42%) | No data |
| **Special Operations** – sub committee | 8 (66%) | 5 (42%) | 3 (25%) | 3 (25%) | 1 (8%) |
| **Suppression** – sub committee | 6 (50%) | 7 (58%) | 2 (17%) | 1 (8%) | No data |
| **Planning** | 1 (8%) | 2 (17%) | 2 (17%) | Held as needed – 1 mtg | Held as needed – 0 mtg |
| **Policy –** *6 meetings scheduled in FY 2015* | 2 (17%) | No data | 3 (25%) | 3 (50%) | No data |
| **Volunteer Recruitment & Retention**<br>- *6 meetings scheduled FY 2013 & FY 2014*<br>- *9 meetings scheduled FY 2015*<br>- *2 meetings cancelled for SWOT meetings in FY 2016* | 5 (42%) | 2 (40%)* | 2 (33%) | 3 (33%) | 8 (89%)* |
| **Health & Safety -** *11 meetings scheduled FY 2016* | 5 (42%) | 7 (58%) | 10 (83%) | 8 (66%) | - (0%) |
| **Training** | 2 (17%) | 6 (50%) | 4 (33%) | 3 (25%) | 2 (17%) |
| **Uniform Rank Structure** | No data | 6 (50%) | 9 (75%) | 6 (50%) | 4 (33%) |

*Meeting not held for August recess
** Meeting cancelled due to inclement weather

Meetings were not classified as actually being held for the following:

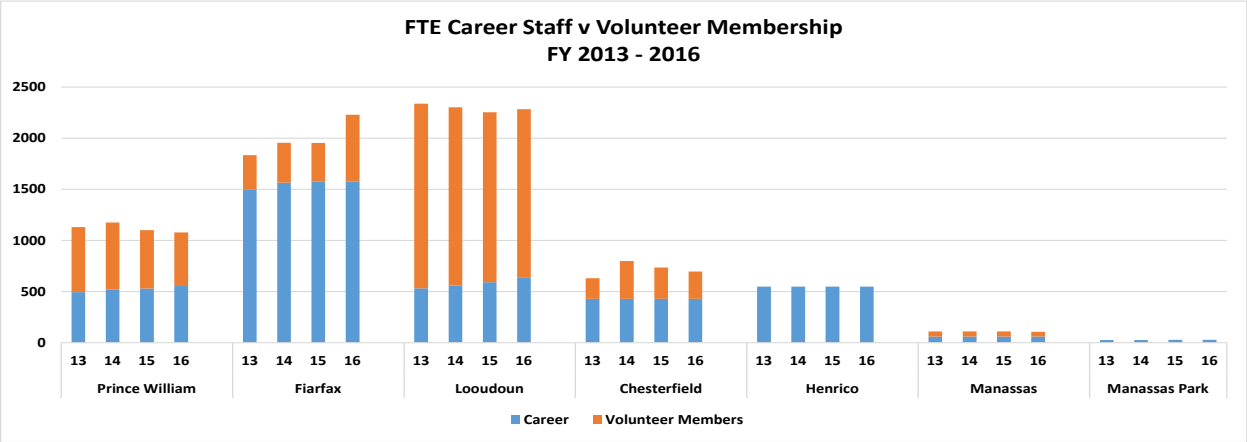
- Lack of quorum
- No documentation received to substantiate the meeting occurred

# Background - continued

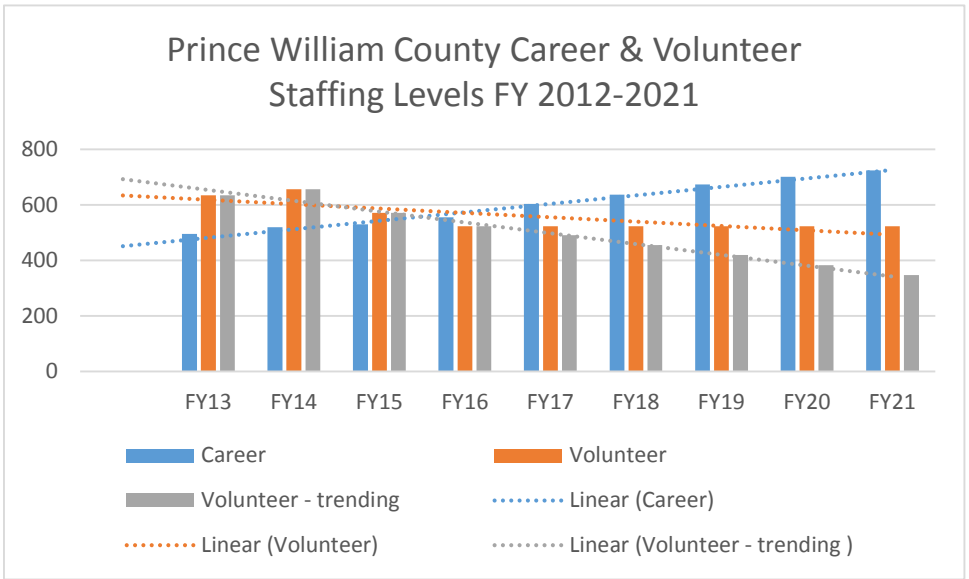
## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid

Currently, the County's fire and rescue operations are comprised of twenty-one (21) fire and rescue stations throughout the County with seventeen (17) stations within nine (9) volunteer fire and rescue companies. The County controls four (4) stations. As of June 30, 2016, there are 555 career uniform fire and rescue personnel and approximately 523 volunteer fire and rescue members, including both operational and non-operational members (Source: DFR and FRA Med/Phys), and the County's 2015 population is estimated at 451,721 (Census.gov).

The below table shows the number of DFR career staff as compared to volunteer membership for each jurisdiction from FYs 2013 - 2016.




The DFR monitors and forecasts career and volunteer staffing on an ongoing basis in order to gauge trends for continuity of services. The career and volunteer staffing levels below, as presented to the BOCS, depict actual staffing for both career and volunteer for FY 2013 through FY 2016, the career staffing plan, including the 5 year career staffing plan for FY 2017 through FY 2021. The volunteer future staffing is projected through FY 2021 based on historical trend.



# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid – continued

Station Staffing/Vacancies and Attrition

By company by station, what piece of apparatus has been staffed and how. The following table depicts staffing coverage by volunteer and career for each station for FY 2016:

| Station Staffing Data - FY 2016 | | | | | | | |
|---|---|---|---|---|---|---|---|
| **St.** | **Controlled By & FY 2016 Budget** | **Engine** | **Truck** | **Heavy Rescue** | **Tanker** | **Ambulance*** | **Medic Unit** |
| 2 | Occoquan-Woodbridge-Lorton Volunteer Fire Department ("OWLVFD") - $3,119,706 | Career Daytime / Vol 98.2% | | Vol 15.7% | | Career Daytime / Vol 103.3% | |
| 12 | | Career Daytime / Vol 99.8% | Vol 15.7% | | | Vol 10.1% | Career 24hr |
| 14 | | Career Daytime / Vol 100.4% | Vol 6.1% | | | Vol 22.7% | Career 24hr |
| 3F | Dumfries-Triangle Volunteer Fire Department ("DTVFD") - $1,535,009 | Career Daytime / Vol 97.9% | **Vol 22.5%** | **Vol 24.3%** | Vol 24.1% | | |
| 17 | | Career 24hr | | | | **Vol 0%*** ** | Career 24hr |
| 3R | Dumfries-Triangle Rescue Squad ("DTRS") - St 3R: $681,918 St #23: $570,300 | | | | | Vol 2.3% | Career 24hr |
| **23**** ** | | Career 24hr | Career 24hr | | | Vol 37.6% | Career 24hr |
| 5 | Nokesville Volunteer Fire and Rescue Department ("NVFRD") - $1,671,057 | Career Daytime / Vol 94.3% | | | Career Daytime / Vol 3.8% | Vol 92.3% | |
| 25 | | Career 24hr | Vol 14.9% | | | Vol 79.9% | Career 24hr |
| 7 | Lake Jackson Volunteer Fire Department ("LJVFD") - $765,124 | Career Daytime / Vol 90.2% | | | Vol 5.9% | Vol 35.3% | Career 24hr |
| 8 | Yorkshire Volunteer Fire and Rescue Department ("YVFRD") - $706,086 | Career 24hr | | Vol 31.2% | | Vol 8.5% | Career 24hr |
| 10 | Dale City Volunteer Fire Department ("DCVFD") - $3,729,963 | Career Daytime / Vol 96.7% | | Career Daytime / Vol 39.2% | | Career Daytime / Vol 66% | |
| 13 | | Career Daytime / Vol 91.5% | Career Daytime / Vol 60..5% | | | Career Daytime / Vol 80.1% | |
| 18 | | Career Daytime / Vol 93.4% | | | | Vol 1.2% | Career 24hr |
| 20 | | Career Daytime / Vol 94.1% | | | | Vol 1.2% | Career 24hr |
| 11 | Stonewall Jackson Volunteer Fire Department ("SJVFD") - $929,458 | Career Daytime / Vol 98.3% | Career Daytime / Vol 40.4% | | | Vol 96.6% | Career 24hr |
| 16 | Buckhall Volunteer Fire Department ("BVFD")- $700,420 | Career 24hr | | | Career Daytime / Vol 23.5% | Vol 26.8% | |
| 4 | DFR - St #4: $697,937 St #6: $844,782 St #15: $620,702 St #24: $616,831 | Career 24hr | | Career 24hr | | | Career 24hr |
| 6 | | Career 24hr | | Career 0% | Career 24hr | Career Daytime | |
| 15 | | Career 24hr | | | Career 24hr | | |
| 24 | | Career 24hr | | | | | Career 24hr |

***Vol ambulance staffing data includes time when its staffed as a medic unit**

**** Truck 503 went out of service and (Heavy) Rescue 503 went in service Jan '16**

***** Dumfries Rescue is responsible to staff an ambulance at Station 17-Montclair**

******Effective March 1, 2017 Station 23 is officially a DFR Station. It has been transitioning from DTRS to the DFR since November 3, 2016.**

| Legend | 90-100% | 80-89% | 0-79% |
|---|---|---|---|

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Station Staffing/Vacancies and Attrition – continued
DFR career staff *assigned to Operations Section* end up working one of three shifts:

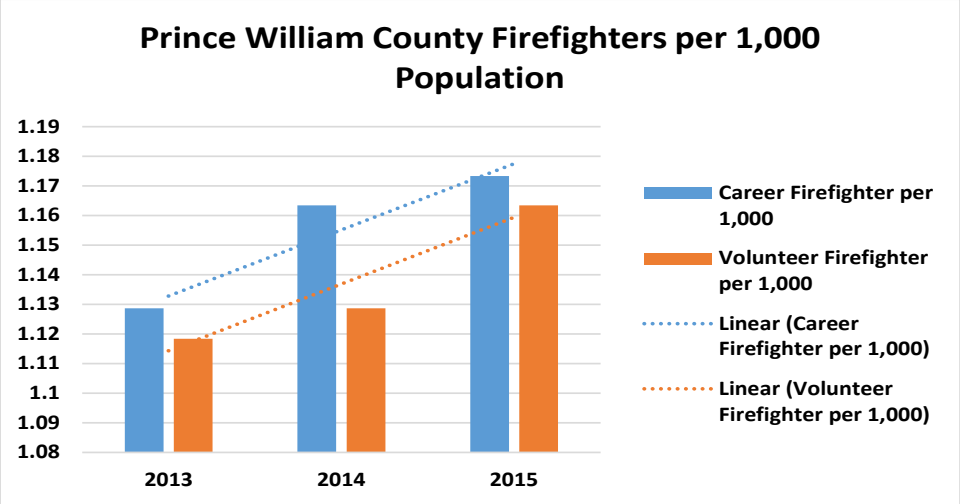
- *Day work:* Monday through Friday, which is four 12-hour days, 6 am to 6 pm with a rotating day off during the week; 4-day/48-hour schedule.
- *Shift work:* A 24-hour shift followed by 48 hours off 365 days a year; 24/48 schedule.
- *Other shifts* – 4/42 (10.5 hour day – 4 days a week) and 5/42 (8.4 hour day – 5 days a week) for EMS Operations and HAZMAT

DFR career staff polled favored the 24 hour shift work and has been listed specifically as a reason for turnover; to go to another jurisdiction with a guarantee of 24 hour shift work. Particularly problematic with career staff is switching between the two models, as it is a work/life balance and family disruption. Attrition reflects this in the County, with a number of uniform ranks leaving and going to other jurisdictions. In the past two years (FY 2015 and FY 2016 as of May 2016), 21 of 75 people left PWC for another jurisdiction, some cited they could secure 24 hour shifts. The DFR will hire an additional 48 new positions for FY 2017, in addition to normal attrition.

The below shows how the County currently compares to the jurisdictions benchmarked for varying staffing metrics. Also shown below is the historic fire and rescue career rate per 1,000 population for the County. Statistics such as this reveal wide variation across and within various population clusters. The County has the lowest number of FTE/1000 population ratio. A valid and reliable, one-size-fits-all rule of thumb for prescribing the appropriate level of staff does not exist.

| Jurisdiction | Career FTE (2015) | Vol Active/ Operational (2015) | Pop (2015)* | Career FTE/1000 pop ratio | Career + Vol/1000 pop ratio | Shifts | Turnover (2016) |
|---|---|---|---|---|---|---|---|
| Prince William County | 530 | 571 | 451,721 | 1.173 | 2.437 | Comb 24 hr & 12 hr | 9% |
| Fairfax County | 1,574 | 380 | 1,142,234 | 1.377 | 1.711 | 24/7 | DNP |
| Loudoun County | 591 | 1,294 | 375,629 | 1.573 | 5.018 | Comb 24 hr & 12 hr | DNP |
| Chesterfield County | 430 | 306 | 335,687 | 1.281 | 2.192 | 24/7 | 7% |
| Henrico County | 548 | - | 325,155 | 1.685 | 1.685 | 24/7 | 3% |
| City of Manassas | 60 | 50 | 41,764 | 1.437 | 2.634 | 24/7 | 10% |
| City of Manassas Park | 28 | - | 15,726 | 1.780 | 1.780 | 24/7 | DNP |

*census.gov



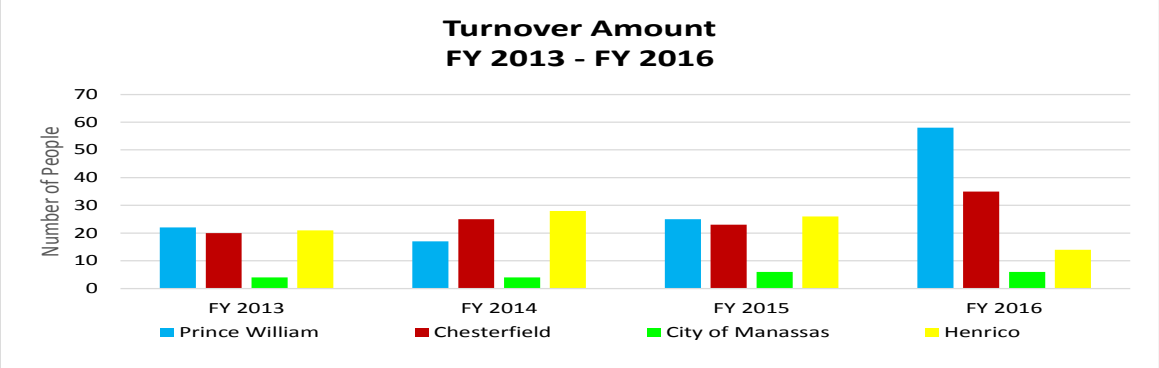
# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Station Staffing/Vacancies and Attrition – continued

Per a study conducted by the Princeton Review, the attrition of recruits within the first 3 years is highest throughout the nationwide career span at 25%. The study continues to say that the rigors of the training program, and the inconsistent and challenging schedules where most "rookies" work the late night and undesirable shifts, make developing a lifestyle difficult. While there are some perceived challenges in recruiting and retention, the Bureau of Labor Statistics projects a 5% increase in firefighter employment from 2014 to 2024, an increase they believe is consistent with the increase in the nation's population. The Bureau of Labor Statistics recognizes that even though there has been a decrease in the number of fires responded to, firefighters will still be needed to respond to the highly destructive seasonal wildfires that occur every year as well as the increasing number of medical emergencies

Comparatively over the last 5 years, Prince William County has experienced a higher proportion of FTEs leaving (retirement, termination, or resignation) during FY 2016 than previous years and in comparison to other jurisdictions it has rapidly increased. In FY 2016 58 FTEs left, compared to 32 FTEs in FY 2015 and 22 FTEs in FY 2014. What was unique of those who left PWC in FY 2016 is that 11 were recruits and 10 FTEs left to go to other departments. In the previous 2 years 21 FTEs left to go to other departments, compared to 4 FTEs the previous 2 years combined (FY 2014 and FY 2013). Turnover for the jurisdictions that provided data have been as follows from FYs 2013 - 2016:




Volunteer Membership

Under Chapter 9.1, each volunteer company entered into an agreement with the BOCS, in which the County agreed to allocate fire levy funds as outlined in Chapter 9.1. The respective volunteer companies agreed to remain in good standing with the FRA, including implementing, complying with, and being subject to all FRA policies and procedures, provisions with PWC Code Chapter 9.1, and other applicable County, State and Federal regulations. The County's allocation of funds to each volunteer company is contingent on each volunteer company's compliance with Chapter 9.1.

FRA Policy 1.1.5 Section 4.4 states:

> *"Operational Member Requirement – Each FRA member department shall maintain a minimum of 20 operational members. Operational members will remain at all time a member in good standing of the FRA member department, and comply with all Chapter 9.1, FRA Policies and Procedures, and other applicable County, State and Federal regulations."*

Virginia Code § 27-8. Who may form a fire/EMS company; limit on number of persons in combined companies states:

> *"Any number of persons, not less than 20, may form themselves into a company for extinguishing fires. In any county in which two or more companies for extinguishing fires join together and singly use one fire station, the number of persons in the combined companies shall be not less than twenty."*

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Volunteer Membership - continued

FRA Policy 1.1.5 Section 3.3 defines operational member as follows:

> *"Operational Member – A member of a FRA department who is qualified to conduct fire and/or rescue department activities related to rescue, fire suppression, emergency medical care, and special operations, including response to the scene of the incident and all functions performed at the scene."*

The volunteer companies are required to submit medical records per FRA Policy 4.8.3 Section 5.4, which states the responsibilities of the Member Department's Health and Safety Officer includes:

> *"Ensure copies of the records are sent to the DFR Office of Health and Safety"*

The DFR Office of Health and Safety submits the MPW to the volunteer companies on a periodic basis to review for accuracy and completeness. *Thus, the MPW maintained by the DFR Office of Health and Safety is the official record.*

In response to the feedback received from some of the volunteer companies as of February 15, 2017, we attempted to update the membership numbers from as of May 2016 to as of January 2017. As of March 6, 2017, only 5 of 9 volunteer have submitted their membership rosters to the County's Clerk of Court. The most recent month where all 9 volunteer companies have submitted their membership rosters is as of November 2016, submitted December 2016. As such, we have updated the membership numbers utilizing those rosters as the updated point in time. This analysis was performed by reviewing the membership statistics that the volunteer companies are required to report to the County's Clerk of Court ("CoC") on a monthly basis, as compared to the FRA Medical Physical Workbook ("MPW") maintained by the DFR Office of Health and Safety. ***This analysis did not include compliance with the required background screenings and certifications per Chapter 9.1 and Virginia EMS Regulations.***

Based on the Virginia Code and FRA policy 9.1, we attempted to prepare a high-level analysis of active operational members that are able to staff in response to fire and rescue incidents at a point of time for compliance. This analysis presented numerous challenges identifying valid and complete data. The following was noted as part of this high-level analysis:

- Three (3) volunteer companies noted numerous discrepancies on the medical status per review of the MPW maintained by the DFR.
- Per review of the membership reports submitted by the volunteer companies, there were over thirty (30) varying membership categories utilized by the volunteer companies. See page 30.
- Within the County's fire and rescue system, there are differences in how "operational member' is defined as referenced in FRA Policy 1.1.5, Section 4.4. In an accepted report dated June 2013, the County's internal auditors recommended that the FRA issue a formal policy to identify and define key terms to be utilized by the Companies, including the definition of "operation member". It was recommended that the FRA issue a formal policy to identify and define key terms to be utilized by the volunteer companies. This observation has not been addressed by the FRA as of yet.
- There are discrepancies between what the volunteer companies are reporting to the Clerk of Court as compared to the records maintained by the DFR. For example, five (5) volunteer companies had members listed on the MPW maintained by the DFR, but not listed in the membership reports submitted to the Clerk of Court.

The volunteer companies could be at risk of having an insufficient number of operational members, as defined by the DFR, hindering their ability to provide proper public safety response. Nationally, volunteer companies are struggling to maintain minimum active members due to the time constraints placed on volunteers.

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Volunteer Membership - continued

| | Active Ops | Active | Active Admin | Active Admin Life | Active Life | Junior | Prob | Prob/ Active Ops | Prob/ Active Ops Jr | Prob Ops | Ops LOA | Ops Medical Leave | Ops Military Leave | Ops College Leave | Inactive Ops | Inactive Admin | Active Supporting | Prob/ Active Supporting | Assoc Member | Active Assoc | Affiliate Assoc | Prob Assoc | Active Bus - Ops | Active Bus | Bus Life Member | Bus Medical Leave | Life Member Non-ops | Short-term Inactive | Education Leave | Inactive | Short-term Inactive Assoc | Inactive/ Long-term LOA | Inactive - Educational Ops | Inactive - Educational Assoc | Inactive - Medical Assoc | Lifetime - Active Ops | Lifetime - Active Affiliate |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| BVFD | 21 | | | | | | | 13 | 2 | | | | | | | | 19 | | | | | | | | | | | | | | | | | | | | |
| DCVFD | 99 | | 18 | | | | | | | 70 | | | | | | | | | | | | | | | | | | 11 | | | | | | | | | | |
| DTVFD | 54 | | 1 | | | | | | | 6 | | | | | | | | | | 64 | | 1 | | | | | | 3 | | | 2 | | | | | | |
| DTRS | 21 | | | | | | | | 2 | 25 | | | | | | | | | | 8 | 7 | | | | | | | | | | | | 1 | 1 | 1 | 6 | 2 |
| LJVFD | 36 | | 3 | | | | | | | 12 | | | | | | | | | 3 | | | | | | | | | | 1 | | | 2 | | | | | |
| NVFRD | 83 | | | | | | | | | 14 | 3 | 9 | 2 | 1 | | | | | | | | | 3 | 22 | 1 | 1 | 24 | | | | | | | | | | |
| OWLVFD | | 83 | 20 | 12 | 21 | 7 | 41 | | | | | | | | | | | | | | | | | | | | | | | 36 | | | | | | | |
| SJVFD | 72 | | 1 | | | | | | | 10 | | | | | 14 | 3 | | | | | | | | | | | | | | | | | | | | | |
| YVFRD | 42 | | 2 | | | | 2 | | | | | | | | 1 | | | | | | | | | | | | | | | | | | | | | | |
| Total | 428 | 83 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Volunteer Membership - continued

| Company | Active Operation/ Active per CoC Roster | A/O Cleared per Medical Physical Workbook – as of December 2016 | # of Cleared Members, including w/in Grace Period** | # of Stations | Avg A/O Members per Station** |
|---|---|---|---|---|---|
| Buckhall Volunteer Fire Department | 21 | • 11 members cleared with full participation<br>• 14 members cleared with out of date status, but within grace period | 25 | 1 | 25 |
| Dale City Volunteer Fire Department | 99 | • 100 members cleared with full participation<br>• 43 members cleared with out of date status, but within grace period | 143 | 4 | 36 |
| Dumfries-Triangle Volunteer Fire Department | 54 | • 7 members cleared with full participation<br>• 20 members cleared with out of date status, but within grace period | 27 | 1 | 27 |
| Dumfries-Triangle Rescue Squad | 21 | • 17 members cleared with full participation<br>• 9 members cleared with out of date status, but within grace period | 26 | 2 | 13 |
| Lake Jackson Volunteer Fire Department | 36 | • 1 member cleared with full participation<br>• 1 members cleared with out of date status, but within grace period | 2 | 1 | 2 |
| Nokesville Volunteer Fire and Rescue Department | 83 | • 80 members cleared with full participation<br>• 18 members cleared with out of date status, but within grace period | 98 | 2 | 49 |
| OWL Volunteer Fire Department | 83 | • 90 members cleared with full participation<br>• 64 members cleared with out of date status, but within grace period | 154 | 3 | 51 |
| Stonewall Jackson Volunteer Fire Department | 72 | • 12 members cleared with full participation<br>• 22 members cleared with out of date status, but within grace period | 34 | 1 | 34 |
| Yorkshire Volunteer Fire and Rescue Department | 42 | • 1 members cleared with full participation<br>• 34 members cleared with out of date status, but within grace period | 35 | 1 | 35 |

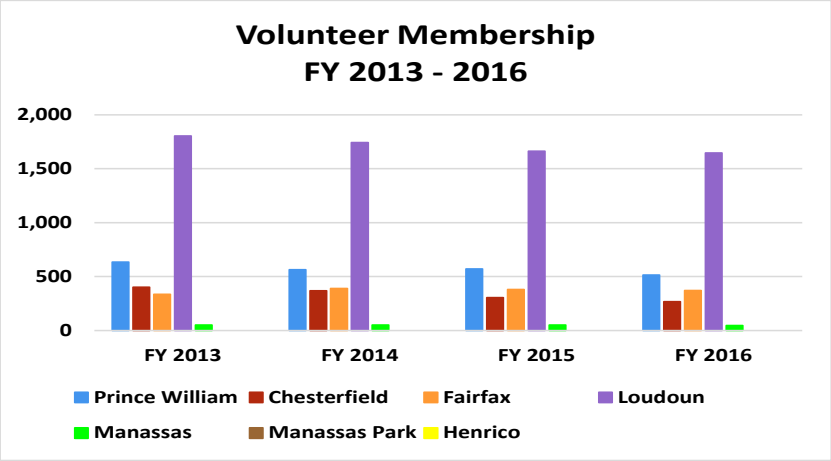
* Active member categories submitted to the CoC in the monthly membership rosters varied across the volunteer companies – active, active operational, active supporting, lifetime active, active administrative, active life, active associate, active auxiliary. The above included those volunteer members listed as either active or active operational.

** Those members listed as full participation and with out of date status, but within grace period, were summed to calculate the average number of members per station.

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Volunteer Membership – continued
The below depicts volunteer membership for each jurisdiction FYs 2013 – 2016.




Accurate, historical reporting of the volunteer active operational membership is challenging because of the inconsistencies of how active operational members are defined and tracked.

Responsiveness and Deployment
June 2015, a Computer Aided Dispatch ("CAD") via Motorola Premier One) system was installed in PWC Public Safety Communications Center ("Dispatch"). Agency Web is used to roster the units and feeds to CAD (both apparatus and operational personnel). The previous equipment was phased out due to its age, 15 years. It was purchased as part of a CAD and records management system purchase that spans all of public safety for $16.5M, with $600K from a grant.

The two systems are interconnected and the technology can allow the system to flag and prevent operational personnel from rostering in specific positions on apparatus based on their certifications, ensuring properly credentialed individuals are placed on the correct apparatus.

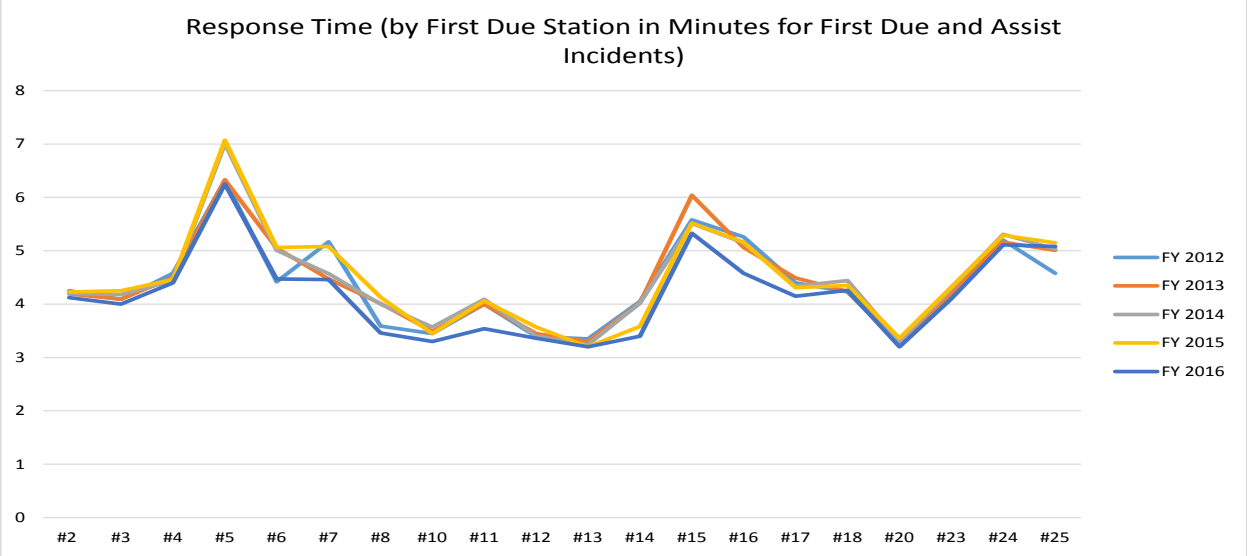
Although the systems do interconnect and the functionality exists in the system, Agency Web is not currently enabled within the PWC system (by design) to flag and prevent individuals not properly certified from being placed on apparatus they are not certified for. The volunteer companies indicated utilizing tracking software, volunteer management system ("VMS"), reporting per the PWC Training Academy, excel spreadsheets or emails to monitor certification. It is currently up to the individual volunteer company leadership to ensure certifications are met and staffing apparatus has the required certifications.

Of the jurisdictions polled, at least one other jurisdiction is implementing similar technology. All others use a variety of mechanisms to track certifications, including tracking software and centralized tracking.

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Responsiveness and Deployment – continued
The following represents certain relevant operational information and metrics by station as from FY 2012 - 2016.

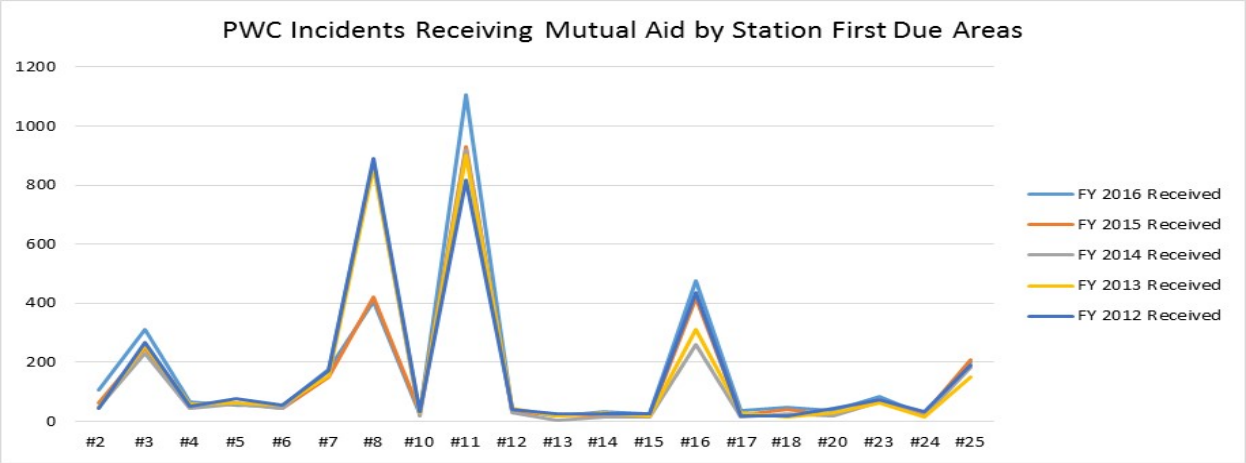


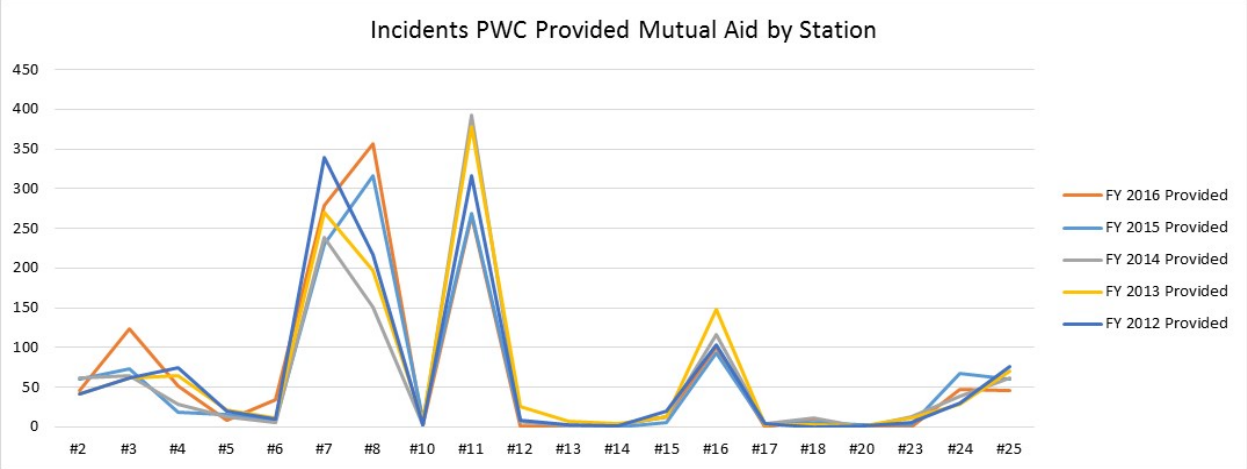

| | FY 2016 | | FY 2015 | | FY 2014 | | FY 2013 | | FY 2012 | |
|---|---|---|---|---|---|---|---|---|---|---|
| Station # | Mutual Aid Received | Mutual Aid Provided | Mutual Aid Received | Mutual Aid Provided | Mutual Aid Received | Mutual Aid Provided | Mutual Aid Received | Mutual Aid Provided | Mutual Aid Received | Mutual Aid Provided |
| Station #2 | 105 | 46 | 62 | 60 | 48 | 61 | 48 | 41 | 46 | 41 |
| Station #3 | 312 | 123 | 248 | 73 | 231 | 65 | 256 | 62 | 266 | 61 |
| Station #4 | 68 | 51 | 57 | 18 | 46 | 28 | 60 | 65 | 51 | 75 |
| Station #5 | 57 | 9 | 61 | 16 | 59 | 13 | 61 | 21 | 78 | 20 |
| Station #6 | 50 | 34 | 45 | 9 | 44 | 6 | 57 | 11 | 57 | 10 |
| Station #7 | 175 | 279 | 150 | 230 | 172 | 238 | 153 | 271 | 173 | 339 |
| Station #8 | 408 | 357 | 420 | 317 | 876 | 151 | 861 | 197 | 891 | 217 |
| Station #10 | 26 | 2 | 32 | 10 | 18 | 2 | 28 | 7 | 33 | 2 |
| Station #11 | 1108 | 266 | 930 | 269 | 920 | 393 | 901 | 379 | 818 | 316 |
| Station #12 | 37 | 1 | 32 | 7 | 30 | 7 | 43 | 26 | 42 | 9 |
| Station #13 | 20 | 0 | 21 | 1 | 4 | 1 | 17 | 7 | 25 | 2 |
| Station #14 | 32 | 2 | 18 | 0 | 16 | 2 | 30 | 4 | 26 | 1 |
| Station #15 | 26 | 12 | 17 | 5 | 15 | 12 | 20 | 13 | 25 | 20 |
| Station #16 | 477 | 101 | 419 | 93 | 259 | 117 | 313 | 148 | 435 | 104 |
| Station #17 | 38 | 0 | 22 | 2 | 15 | 4 | 31 | 3 | 19 | 4 |
| Station #18 | 47 | 10 | 40 | 5 | 26 | 11 | 15 | 3 | 19 | 0 |
| Station #20 | 36 | 0 | 24 | 3 | 20 | 0 | 29 | 1 | 46 | 1 |
| Station #23 | 84 | 0 | 72 | 2 | 68 | 12 | 61 | 11 | 72 | 6 |
| Station #24 | 23 | 47 | 25 | 68 | 19 | 38 | 16 | 29 | 32 | 30 |
| Station #25 | 200 | 46 | 210 | 60 | 184 | 62 | 151 | 71 | 190 | 76 |

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Responsiveness and Deployment – continued




Mutual Aid

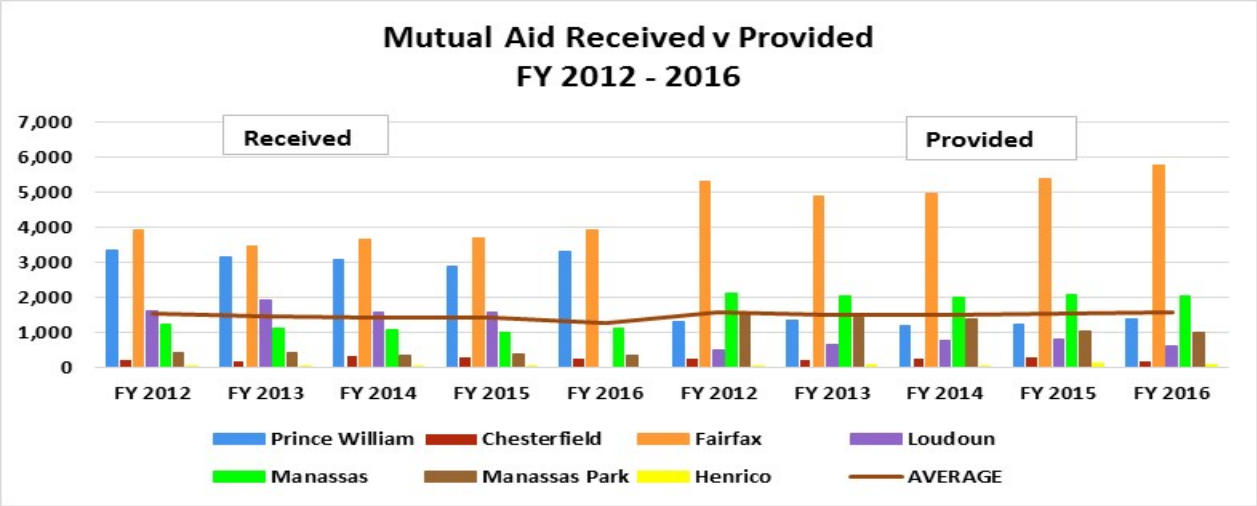
There is state wide mutual aid in which all jurisdictions in Virginia can participate, and they can give and receive mutual aid nationwide through the Virginia Department of Emergency Management using the Emergency Management Assistance Compact. Mutual aid is to provide assistance for large scale incidents where even larger jurisdictions may need help, such as a multi-alarm structure fire or a tornado touchdown affecting multiple neighborhoods.

In May 2016, Northern Virginia ("NoVa") Response Systems commissioned a NoVa Fire and EMS Gap Assessment. This gap assessment report noted that not having a properly staffed unit in the field sets a dangerous precedent, especially for units providing mutual aid, as it does not guarantee the appropriate level of service that should in theory be provided. Adhering to a standard staffing guidelines such as *NFPA 1710 "helps ensure that the region is in alignment with the level of assistance that will arrive when requested,"* as per the NoVa Fire and EMS Gap Assessment. The expectation should be that because of how closely these NoVa jurisdictions work with each other to provide mutual aid, equal levels of support should be readily available from every participating jurisdiction.

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Mutual Aid – continued
The below table represents a historical depiction of mutual aid the County and the benchmarked jurisdictions have received and provided.




As shown above, PWC receives disproportionally higher levels of mutual aid than it provides. Mutual aid in PWC is inversely and consistently needed to provide services, despite being a larger jurisdiction. This may be an indication that staffing at certain locations or certain times may be lacking or that specialized services are required that cannot be supplied. Further investigation as to the nature of those calls, locations and times would be required to identify the root cause. If a station has the apparatus, it still may not be able to answer the call, due to insufficient staffing, they have had to rely on mutual aid.

On September 3, 2015, the Fire Chief from Fairfax County sent a letter to the PWC Fire Chief noting that mutual aid provided by Fairfax County to PWC increased over 50% from 2011. The recently retired Fire Chief from the City of Manassas has verbally commented on the disparity of mutual aid and that how the citizens needing aid are at risk if stations are not being able to respond accordingly.

While the jurisdictions included in this benchmark study indicated that they have procedures in place to staff when shortages occur (e.g. forced call in, overtime, etc.), relying on mutual aid is not a common use.

If a station does not have enough certified individuals to appropriately staff apparatus, that is essentially taxpayer dollars tied up in stations not being able to respond to calls, representing lost services to taxpayers and critical increased response time to citizens needing aid.

Some mutual aid assistance is planned. Major thoroughfares with restricted access may rely on mutual aid from nearby jurisdictions near the respective county lines for increased response time performance. These examples include (but not limited to):

- Fairfax County, Virginia – I-95 (southbound) and I-66 (westbound)
- Stafford County, Virginia – Interstate 95 (northbound)
- Fauquier County – Interstate 66 (eastbound)
- Charles County, Maryland – Potomac River

These same jurisdictions will rely on PWC for opposite direction assistance and it is assumed that the amount of calls between the counties will be equal.

# Background - continued

## Composition, Staffing, Membership, Responsive/Deployment and Mutual Aid - continued

Mutual Aid - continued
With the cities of Manassas and Manassas Park's proximity within PWC and common use of 911 Dispatch Center, in some instances it makes sense to dispatch to their jurisdictions, due to their physical close proximity to the call. However, it was not anticipated to consistently rely on mutual aid as has developed.

The FRA and County acknowledges mutual aid is an ongoing system-wide challenge for the County, which generally can be divided into two sub-issues: *capacity* and *specialty apparatus*. On a quarterly basis, the FRA Chairman provides a report to the BOCS, which includes staffing statistics from the previous 2 quarters. Per review of the quarterly report submitted to the BOCS October 1, 2015 – December 31, 2015, there were numerous instances shift/apparatus staffing being insufficient (unstaffed and understaffed (below 80%)) for the prior 2 quarters.

*Capacity* – It is known that the FRA system is stressed both for career and volunteer ranks. Some stations in high density areas are in use much more frequently. With volunteer ranks decreasing in membership and PWC population increasing, there is a five year plan to increase staffing; however, this is being accomplished incrementally.

For example, Station 11 is one of the busiest stations with calls (4,253 total calls FY 2016) and relies on mutual aid frequently from the City of Manassas to respond to calls. It is anticipated that Station 22, currently in the planning phase, will reduce the number of calls by 50%, and is scheduled to have an engine company, medic unit and rescue company. These units collectively will reduce by half the number of incidents responded to in Station 11's first due area. However, this station is not scheduled to be operational until FY 2019.

*Specialty Apparatus* – PWC currently has one ladder truck and one heavy rescue apparatus (e.g. vehicle extrication, rope, confined space, trench and structural collapse rescue operations), staffed and available 24 hours a day. This specialized equipment is located:

- Station 23 – River Oaks, ladder truck
- Station 4 – Gainesville, heavy rescue

However, these units may answer other calls unrelated to the specialized apparatus and skill if they are "first due". If another call comes in requiring this apparatus, they may be at another call, or at one incident which demands multiple specialty apparatus (such as a structure fire) creating a domino effect and resulting in the use of mutual aid from other jurisdictions, taking their specialized equipment out of service for use in their jurisdiction.

As part of the Five-Year Plan (beginning FY 2017), it is anticipated that PWC will have four ladder trucks and three heavy rescue apparatus for use 24/7. The anticipated rollout of equipment is as follows:

- FY 2017 - Rescue added to Station 6 – Coles;
- FY 2018 - Ladder truck added to the west end;
- FY 2019 - Conversion of an east end ladder truck and east end rescue from daytime to 24hr staffing status; and
- FY 2020 - Conversion of a west end ladder truck from daytime to 24hr staffing status.

# Background - continued

## Training and Standards of Care Requirements

Today's firefighter is more than a person with a helmet and a fire hose. Modern day firefighters go through months of training to receive basic certification that must be followed up with ongoing education. They continue to put out fires but they must also have training in emergency medical response, rescue techniques on land and on water, personal safety education, building construction, active shooter and more. Multiple national studies reviewed as part of this analysis indicated increased training demands as the number one challenge to maintaining a robust volunteer network. What was once traditionally considered a volunteer position has quickly become a higher-skilled profession, which brings more complications to recruiting. PWC reflects these trends and is experiencing the same challenges.

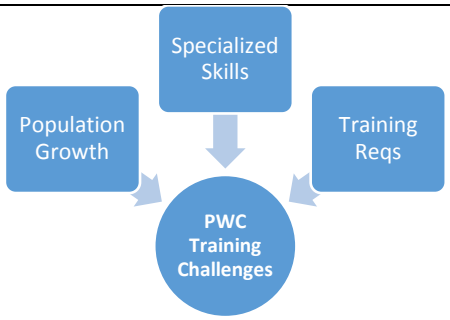
**Population Growth**

PWC's most recent population (per Census.gov) is currently 451,721. Projections for PWC are close to 500,000 by 2020. The need for additional firefighters and emergency medical personnel is expected to grow.

**Specialized Skills**

While overall fire incidents have decreased, their complexity and difficulty has increased due to modern lightweight building construction, plastics used, open living spaces and overall building size. Growth in calls has come from emergency medical services. The need for additional, highly-skilled fire and medical personnel (particularly with experience in advanced medical skills) are required to complete the tasks requested of emergency personnel.

There has also been a growth in calls such as HAZMAT, swift water rescue and technical rescue (i.e. vehicle, rope, confined space, trench, and structural collapse).




**Training Requirements**

Historically, time spent volunteer firefighting, including training and performing other administrative tasks, was manageable as call volumes were lower and the nature of emergencies were limited to solely firefighting and providing limited first aid.

PWC has a training academy, shared jointly with the Police Department. Fire and Rescue spent $3.6M last year on training. The academy is used for all training for certification. Although a large number of volunteer companies indicated they do use the Training Academy, they indicated that classes may not be held frequently. It should be noted that volunteer companies provide input on the training academy calendar. Some volunteer companies choose to go outside the academy and pay for out-side training, which increases costs for training.

**Certification Tracking**

The FRA Training Committee develops and recommends and the FRA approves the training curriculum and certifications required of the County, both career and volunteer. Although the current certification requirements were approved with an implementation date of January 1, 2015. The FRA granted an extension to incumbent members through June 30, 2017. The volunteer companies are required to timely report all out-side training.

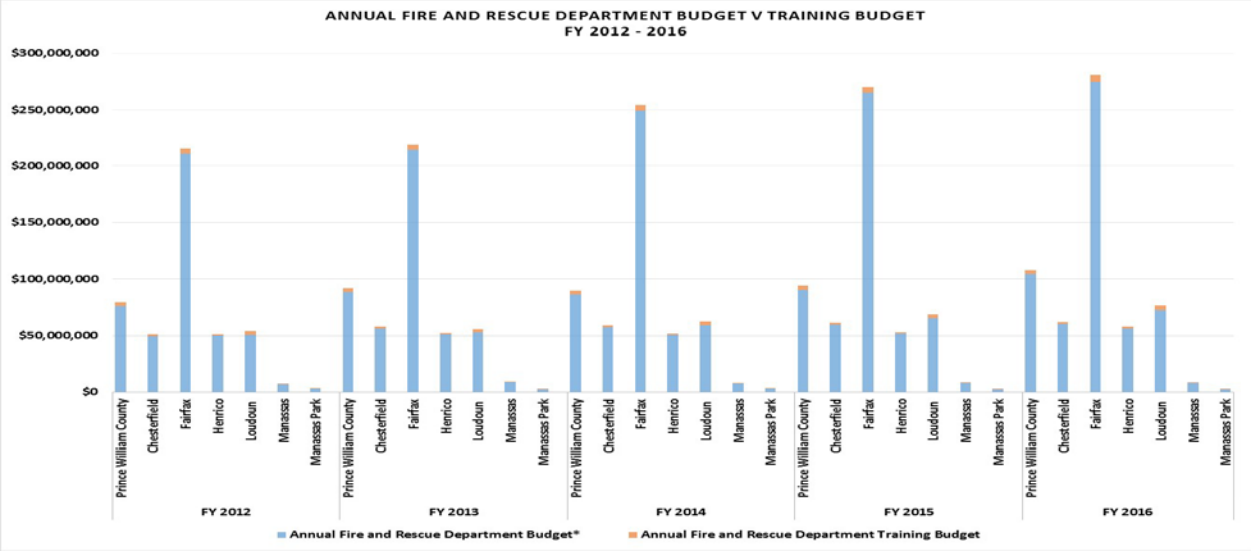
By having a central point for training and certification, this can ensure operational staff is properly and timely certified. This also ensures a consistent approach to training. A central repository also ensures qualified and properly certified individuals are staffing incidents.

# Background - continued

## Training and Standards of Care Requirements – continued

The below represents the respective jurisdictions' training budget as compared to their total department budget for FYs 2012 - 2016. Prince William County's training budget falls in the middle as compared to the other counties included in this analysis.

| FY 2016 | Training Budget | Department Budget* | % |
|---|---|---|---|
| Prince William County | $3,661,923 | $107,867,000 | 3.39% |
| Chesterfield County | $1,422,600 | $61,968,435 | 2.30% |
| Fairfax County | $6,325,059 | $280,704,565 | 2.52% |
| Henrico County | $1,239,322 | $57,840,545 | 2.14% |
| Loudoun county | $4,061,725 | $76,450,520 | 5.31% |
| City of Manassas | $94,550 | $8,413,161 | 1.12% |
| City of Manassas Park | $6,500 | $2,750,643 | 0.24% |




*Department Budget Source: Auditor of Public Accounts - Commonwealth of Virginia Website w/ exception of Manassas Park for FY 2016, who did not report. Utilized numbers provided by the City.

It takes 26 weeks for a recruit to go through all required classes at the training academy and become an active DFR career staff member. The County averages about 74%% of recruits making it through its training program. Below is the number of recruits that have graduated from the training program to become DFR career staff member.

| | FY 2013 | FY 2014 | FY 2015 | FY 2016 |
|---|---|---|---|---|
| **# of recruits entered training** | 31 | 44 | 21 | 104 |
| **# of recruits completed training** | 28 | 40 | 14 | 71 |
| **%** | 90% | 91% | 67% | 68% |

# Background - continued

## Large Purchases

Optimizing tax-payer dollars while providing quality fire and rescue services is a balancing act that stresses any jurisdiction in the growing responsibilities placed on them. Although the volunteer companies have mechanisms for fundraising and legitimately own assets, they rely heavily on tax levies for operating funds. Two areas of large purchases that stood out during our analysis included the purchase of capital assets (real and apparatus) and insurance/risk management.

Assets

Answers provided by each jurisdiction were consistent on real property, as being owned by the respective volunteer companies. However, the ownership of asset/equipment and the funding mechanism varied as follows:

- PWC - varying apparatus is titled in the respective volunteer company's name only.
- Fairfax and Loudoun Counties - varying apparatus is titled in the respective volunteer company's name only, but varying parameters exists in which the jurisdictions are involved with the purchase selection and the assets are protected if a volunteer company dissolves or is in financial trouble. Fairfax County also co-titles some assets to reflect the joint financial arrangement.
- Chesterfield and Henrico Counties and the City of Manassas Park – assets owned by jurisdiction.

Although the PWC volunteer companies are significantly funded by the County tax levy, they have the ability to raise funds independent of the tax levy provided by the County. Additional sources include fundraisers, hall rentals, donations grants, etc. The following is a summary of the active fire apparatus as of September 30, 2016, with the insurance replacement cost appraisal performed July 2014.

| | | Insurance Replacement Cost |
|---|---|---|
| DFR | (37 tag numbers) | $6,698,200 |
| Volunteer Cos | (77 tag numbers) | 8,825,265 |
| Total | (114 tag numbers) | $15,523,465 |

As noted above the FRA has an Apparatus and Equipment Committee to provide consistency in apparatus used in fire and rescue operations with minimum standards for the equipment. Minimum apparatus standards are developed to ensure safety and that each volunteer company goes through the Committee. Common use of apparatus provides familiarity of the equipment while at an incident and for training purposes.

The volunteer companies are individually established organizations as a 501(c) (3) or 501(c) (4), creating a firewall between the entities. Should a volunteer company become insolvent or have other financial distress, mortgaged assets could be auctioned or forfeited in bankruptcy or defaults on loans. On occasion, some volunteer companies have lost their 501(c) (3) or 501(c) (4) status, placing the volunteer company as a free-standing corporation. If a volunteer company defaults on loans, County funds could conceivably be forfeited if equipment is auctioned or other bankruptcy issues exist.

If a volunteer company dissolves, there are provisions addressing dissolution of assets within Chapter 9.1. Assets purchased (in whole or part), are to be vested to the Board of County Supervisors and remain with the County. In the past 10 years, for disbanded volunteer companies there have been varying degrees of issue with return of assets, including a lawsuit filed and refusal to transfer property with the volunteer company claiming ownership and requesting payment of fair market value, essentially paying twice for the assets.

The most recent volunteer company required to transfer assets, Evergreen Volunteer Fire Department and Rescue Squad, was transferred in January, 2016. To date, despite the provisions set forth in Chapter 9.1, real property has not been transferred to the County, claiming ownership. Any attempts to settle thus far include the County paying "fair market value". It should be noted the apparatus titles have been transferred to the County and they have not prohibited the County running calls out of the station.

# Background - continued

## Large Purchases – continued

Risk Management/Insurance

Historically, the County (aggregately with the DFR and individual volunteer fire departments) has had a decentralized approach to insurance procurement and risk management for the volunteer companies. Although a common broker was used for the individual volunteer fire departments since 2011, each individual volunteer company determined their insurance needs, levels of coverage, and deductibles. The Department of Fire and Rescue used the County's broker for insurance purchases. The exception is the apparatus auto coverage. (e.g. ladder trucks, tanker trucks, ambulances, etc.) The VFD common broker, was used to underwrite a policy for each individual volunteer fire department and the Department of Fire and Rescue.

In April 2016, PWC contracted with Aon Risk Management, a global brokerage and consulting firm to assist with determination of coordination of coverage and potential gaps or overlap of coverage between the County's insurance program and the volunteer insurance programs. The report outlined 22 recommendations. Of these, most were related to specific policies and standardizing the policy forms, use of one common effective date, limits and endorsements to provide a consistent approach for coverage. Other recommendations were related to consideration of using one common insurance carrier (via master policy or single policy for all companies) to secure policy discounts, reduce premium and administrative costs.

A common broker contract (effective November 1, 2016) was awarded, responsible for insurance procurement for the individual volunteer companies and the Department of Fire and Rescue. While the policies will be procured by one common broker, each volunteer company will continue to purchase their own property, general liability, worker's compensation and other coverage's they deem necessary (e.g. crime, pollution, etc.). As a result of the common broker; however, there will be centralized tracking of losses and mechanisms to review coverage's system-wide through the PWC Department of Risk Management, to ensure there are no gaps in coverage, potentially placing the County with additional exposure or overlapping of coverage, resulting in unnecessary premium payment and the overall monitoring for PWC's total cost of risk.

Of the jurisdictions benchmarked, although it is not uncommon for other volunteer organizations to purchase insurance coverage on their owned assets, it is usually monitored by the overall jurisdiction for some level of coverage review.

The Commonwealth jurisdictions are able to use sovereign immunity as a defense (lowering liability costs); however, this cannot always be provided as a defense. Should a loss occur without the availability for that defense, PWC would be perceived as the "deep pocket".

Using a common broker provides greater transparency and opportunity for potential savings in the future should PWC move toward common policies, along with opportunity to understand coverage overlap and gaps and greater understand the total cost of risk.

## Public Opinion

PWC is the only jurisdiction in this analysis that performs public opinion surveys to the local citizenry, which is conducted every two years. Fire and rescue services received the highest scores and have been consistent in the 2014 results from 2012. The results of the most recent years are as follows:

| Question | 2012 | 2014 |
|---|---|---|
| Fire and rescue's overall performance meets community needs | 98% | 98% |
| Emergency medical services staff is skilled and reliable | 97% | 98% |
| Firefighting services are prompt and reliable | 98% | 98% |

# Background - continued

## System-wide Policies and Procedures

Prince William County fire and rescue policies and procedures followed by both the DFR career staff and volunteer companies are the result of drafting and approval by the FRA. There are eight (8) committees and three (3) sub-committees established to identify and implement various policies and procedures for the County.

It is important that, once approved, they are executed timely and uniformly by all members. When large events occur, potentially multiple volunteer companies, DFR career staff and/or mutual aid from other jurisdictions may be at the same event. With multiple jurisdictions providing mutual aid, there is increased need to follow similar procedures or standards drafted by recognized trade groups, such as the NFPA or other Commonwealth organizations.

While the FRA approves the policies and procedures, due to the governance structure of fire and rescue services, it is less clear whose responsibility it is to execute and accountability is fragmented, due to diffusion of entities. While the FRA reports to the BOCS, the DFR Chief reports to the County Executive. While they ultimately both report to the BOCS, it is the day to day oversight of enforcement of these policies and procedures that is unclear. In absence of a single point of accountability, the accountability and ultimately the negligence falls back to PWC's Board of County Supervisors.

Since mid-2012, the BOCS has monitored the internal control environment of certain governance, financial and operational processes of all of volunteer companies through the County's internal audit function. Areas of focus and results are described below.

<u>Internal Audit of Volunteer Fire and Rescue Companies</u>
The objective of the internal audits focused on reviewing the internal control environment of certain financial and operational processes for each volunteer company, covering the following areas:

1. Board Governance – monitoring and oversight, including meeting minutes
2. Financial Operations (fire levy and non-fire levy): cash receipts and disbursements, revenues, expenditures, liabilities, property plant and equipment
3. Compliance with County Contract, PWC Code Chapter 9.1, Fire and Rescue Association Policies and Procedures and Virginia Emergency Medical Services ("EMS") Regulations: incident response and reporting, member staffing, member screening, member training and certification

The below is a summary of the findings noted for each volunteer company, including the results of remediation follow-up testing that was reported July 2016 for six (6) of nine (9) companies. Follow-up is ongoing as part of the regularly scheduled audit plan. The next round of follow-up on the open issues is slated to be performed summer 2017.

| | Audit Performed | As Originally Reported | | | | Open Issues After Follow-Up | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | Issues Rated High | Issues Rated Mod | Issues Rated Low | Total # Issues | Issues Rated High | Issues Rated Mod | Issues Rated Low | Total # Issues |
| Buckhall Volunteer Fire Department | FY 2014 | 8 | 1 | - | 9 | 3 | - | - | 3 |
| Dale City Volunteer Fire Department | FY 2014 | 5 | 2 | - | 7 | 2 | - | - | 2 |
| Dumfries-Triangle Volunteer Fire Department | FY 2013 | 4 | 5 | - | 9 | 1 | - | - | 1 |
| Dumfries-Triangle Rescue Squad | FY 2013 | 8 | 6 | 1 | 15 | 2 | 5 | 1 | 8 |
| Lake Jackson Volunteer Fire Department | FY 2015 | 4 | 2 | 1 | 7 | N/A | N/A | N/A | N/A |
| Nokesville Volunteer Fire Department | FY 2015 | 4 | 1 | 1 | 6 | N/A | N/A | N/A | N/A |
| OWL Volunteer Fire Department | FY 2015 | - | - | 1 | 1 | N/A | N/A | N/A | N/A |
| Stonewall Jackson Volunteer Fire Department | FY 2013 | 3 | 4 | 1 | 8 | - | 1 | - | 1 |
| Yorkshire Volunteer Fire Department | FY 2015 | 3 | 1 | 2 | 6 | N/A | N/A | N/A | N/A |
| **Tota;** | | **39** | **22** | **7** | **68** | **8** | **6** | **1** | **15** |
| N/A - follow-up has not occurred as of yet | | | | | | | | | |

# Background - continued

## System-wide Policies and Procedures – continued

Internal Audit of Volunteer Fire and Rescue Companies – continued
As part of these audits, observations were noted for the FRA to further review and decide on action.

| FRA-Level Observation | Audit Performed | Remediation Status |
|---|---|---|
| **Differing structure of DTRS and DTVFD**: Consider consolidating the administrative structure of DTRS and DTVFD into 1 Volunteer Fire & Rescue Company. This observation does not extend to consolidation of the locations and services provided, as that is a service and response time decision. | FY 2013 | Open |
| **Member classification definition:** It was recommend that the FRA issue a formal policy to identify and define key terms to be utilized by the volunteer companies, such as the definition of active operational members for compliance with Virginia Code § 27-8 and FRA Policy 1.1.5 Section 4.4 | FY 2013 | Open |
| **Centralized Insurance Coverage:** It was recommended that the FRA work with the County's Risk Management to centralize and standardize the monitoring of the insurance coverage held by the volunteer companies, including consideration whether required parameters for insurance coverage can be established for the departments and to allow for monitoring by the County's Risk Management. Where appropriate, recommended or required insurance coverage should be established and communicated to the volunteer companies. | FY 2013 | In process by the County |
| **Audited Financial Statements:** It was recommended that the FRA issue a formal procedure as indicated in PWC Code Chapter 9.1.12 whereby the volunteer companies obtain and remit their audited financial statements to the FRA for monitoring, within 3 months of the Company's year-end. | FY 2013 | Closed |
| **Audited Financial Statements:** It was further recommended that the FRA develop a schedule/timeline of the financial statement audits for the Volunteer Fire & Rescue Companies, as only one (1) Volunteer Fire & Rescue Companies reviewed had a financial statement audit performed within the past 3 years from the tine the formal procedure was approved. | FY 2015 | Closed |

*Note: Centralized insurance is being incorporated with the common brokerage contract, effective November 11, 2016. This is ongoing*

501(c) (3) and 501(c) (4)
Each of the Companies is registered as either a 501(c) (3) or 501(c) (4) nonprofit organization. According to IRS rules, public charities, private foundations and organizations that promote a religious, scientific, charitable, or literary purpose may pursue a tax exempt classification known as 501(c) (3) status. By contrast, civil leagues and local associations that further a social welfare objective but do not quite rise to the level of a charitable organization may pursue 501(c) (4) status.

Differences between 501(c) (3) and 501(c) (4) include, but are not limited to:

- Lobbying - activities include attempts to help pass or repeal legislation, as well as outreach to gain public support or opposition to legislation. 501(c) (3) nonprofits are limited to conducting only "insubstantial" lobbying efforts, determined by the size of the organization. Typically, insubstantial means that you would allocate less than 10 percent of the nonprofits total operating budget. If the nonprofit is found to have engaged in substantial lobbying efforts, it will lose its exempt status. Further, these organizations are prohibited from supporting or endorsing any candidate for public office. By contrast, 501(c)(4) organizations may engage in unlimited lobbying and promotion of candidates, provided that these efforts dovetail with the purpose of the organization
- Deductions - 501(c) (3) and 501(c) (4) nonprofits differ when it comes to deductions available to individuals and businesses that donate to the organization. Donations to a 501(c) (3) are entirely deductible as a charitable contribution on the donor's tax return. In contrast, donations made to a 501(c) (4) are generally not deductible. This benefit to 501(c) (3) nonprofits can provide a greater incentive to donors, who otherwise might not contribute. However, depending on the nature of the donor's business, certain contributions to a 501(c) (4) may be considered deductible as business expense. Determining when this deduction applies can be complicated, and donors should be advised to contact an accountant before taking the deduction.

# Background - continued

## System-wide Policies and Procedures – continued

501(c) (3) and 501(c) (4) - continued
Most tax-exempt organizations, such as 501(c) (3) and 501(c) (4) organizations, must annually file IRS Form 990, an informational tax form. This annual reporting requirement, fulfilled by completion of one of the IRS Form 990 series of returns, gives the IRS an overview of the organization's activities, governance and detailed financial information. In collecting this information, it allows the IRS to review an organization to determine if they continue to qualify for tax exemptions after the status is granted.

Organizations that do not file an IRS Form 990 for three consecutive years automatically lose their tax-exempt status. An automatic revocation is effective on the original filing due date of the third annual return or notice. (Section 6033(j) of the Internal Revenue Code). When an organization's tax-exempt status is revoked, it is no longer exempt from federal income tax, i.e. the organization is not eligible to receive tax-deductible contributions and will be removed from the cumulative list of tax-exempt organizations. State and local laws may affect an organization that loses its tax-exempt status. The net result is it places the individual volunteer company at risk for a free-standing corporation and should the volunteer company defaults on loans, County funds could conceivably be forfeited if equipment is auctioned or other bankruptcy issues exist.

We reviewed the reporting status of the current (nine (9) in total) volunteer fire and rescue companies within Prince William County utilizing GuideStar as of December 31, 2016, which is a website designed to obtain IRS data information from nonprofits. We noted the following during our review of the Form 990s for FY 2015:

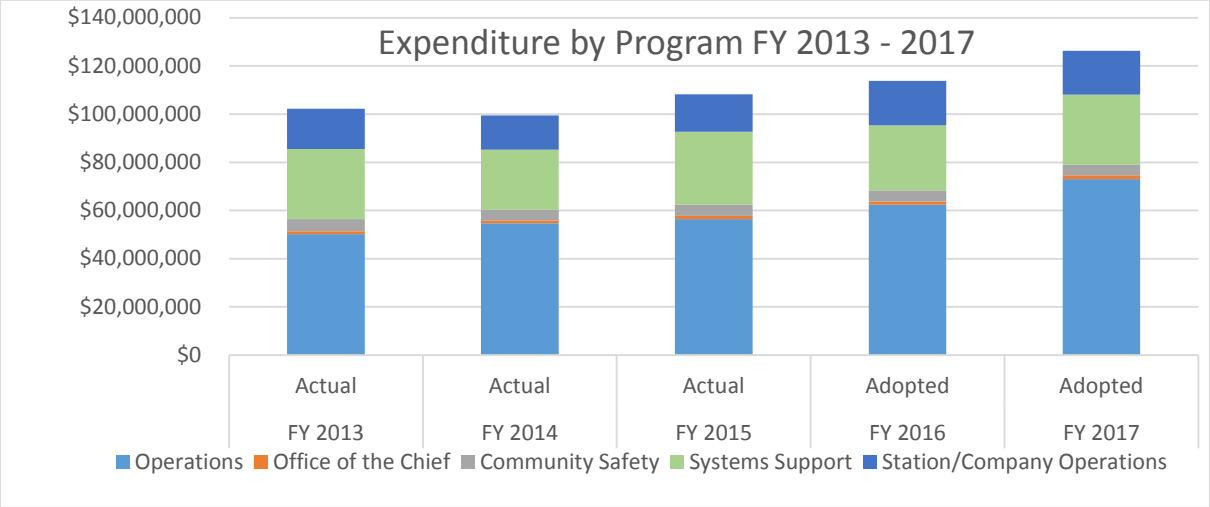
- Three (3) Volunteer Fire and Rescue Company filings were in compliance with the IRS stipulated timeline, without exception. *Dale City Volunteer Fire Department, Dumfries Dumfries-Triangle Volunteer Fire Department, and Stonewall Jackson Volunteer Fire Department & Rescue Squad*
- Four (4) Volunteer Fire and Rescue Company filings have not been submitted as of December 31, 2016, per review of GuideStar. *Dumfries-Triangle Rescue Squad, Lake Jackson Volunteer Fire Department. Nokesville Volunteer Fire Department, and Yorkshire Volunteer Fire Department*
- Two (2) Volunteer Fire and Rescue Company filings were after the IRS stipulated timeline. We were unable to determine if extensions were filed, as Form 8868s were not provided for timeline clarification. *Buckhall Volunteer Fire Department and Occoquan-Woodbridge-Lorton Volunteer Fire Department*
- Dumfries-Triangle Rescue Squad's last filing was as of June 30, 2012, filed on May 15, 2013. Per review of tax notifications provided for review by Dumfries-Triangle Rescue Squad, this Company was originally recognized as tax exempt under 501(c) (3) June 1986 and was reinstated November 2016. We were unable to determine when Dumfries-Triangle Rescue Squad's tax exempt status was cancelled prior to the reinstatement in November 2016.

# Background - continued

## Funding Sources, Financial Data and Budget

The County-wide fire levy was established in April 17, 2001. Prior to this time, there were individual levies based on volunteer company first due boundaries. This largely served the county residents, due to the rural nature of County demographics. In December 2000, after the BOCS directed the FRA and DFR to conduct an analysis of the levy system and explore alternatives to individual rates, a Financial Analysis Task Group formed and conducted comprehensive review of alternatives and the BOCS adopted the recommended county-wide fire levy rate on April 17, 2001. The benefits of the County-wide fire levy are that it is a planned, stable funding source to finance and build new fire and rescue stations identified in a station location plan, and it can fund system-wide initiatives, as well as provide stability for annual company operating budgets.

The following table represents expenditures of the County's fire and rescue operations as presented in the County's budget documents from FYs 2013 – 2017:




| Expenditure by Program | FY 2013 Actual | FY 2014 Actual | FY 2015 Actual | FY 2016 Adopted | FY 2017 Adopted |
|---|---|---|---|---|---|
| Operations | $50,141,998 | $54,711,507 | $56,498,175 | $62,359,127 | $73,071,018 |
| Office of the Chief | $1,252,078 | $1,194,787 | $1,218,058 | $1,427,795 | $1,538,859 |
| Community Safety | $4,978,755 | $4,353,510 | $4,674,365 | $4,645,470 | $4,391,257 |
| Systems Support | $29,177,918 | $24,938,888 | $30,243,182 | $26,963,174 | $29,105,295 |
| Station/Company Operations | $16,675,937 | $14,240,725 | $15,561,622 | $18,389,293 | $18,157,719 |
| **Total** | $102,226,686 | $99,439,417 | $108,195,401 | $113,784,859 | $126,264,147 |

Source: PWC 2017 Budget

The following represents current and previously adopted fire levy rates:

| Fiscal Year | Levy Rate in Cents | Population |
|---|---|---|
| FY 2013 | 7.44 | 438,580 |
| FY 2014 | 7.27 | 445,006 |
| FY 2015 | 7.07 | 451,721 |
| FY 2016 | 6.91 | Not available |
| FY 2017 | 7.05 | Not available |

Source: FRA and Census.gov

The Companies can also derive funding from various fundraising activities such as bingo events, donations, state aid, and other activities.

# Background - continued

## Current National Challenges

Today, fire departments are called upon to provide their communities with a host of complex emergency response-related service offerings that go far beyond the scope of just fire suppression or rendering first aid. Fire departments are struggling to meet the demand for the increased number of service calls, as the nation's population increases, with a scarce population of firefighters and recruits. According to a report issued by the International Association of Fire Chiefs, being an effective firefighting professional in today's sophisticated society requires those men and women to be the "premier provider for different levels of emergency medical services" as well as be able to provide any other service not provided by the police department.

Multiple national studies reviewed as part of this analysis indicated increased training demands as the number one challenge to maintaining a robust volunteer network. What was once traditionally considered a volunteer position has quickly become a profession with distinct higher levels of training required, which brings more complications to recruiting. PWC reflects this trend and is experiencing the same issues. As population continues to grow, the need for additional, highly-skilled fire and medical personnel (particularly with experience in advanced medical skills) are required to complete the tasks requested of emergency personnel. As population projections for PWC are close to 500,000 by 2020, this trend is expected to grow. The DFR will hire an additional 48 new positions for FY 2017, in addition to normal attrition.

Nationally, volunteer companies are struggling to maintain minimum active members due to the time constraints placed on volunteers. Although not the case in PWC, traditionally, citizens looking to volunteer for civic firefighting duty were able to sign up at a station and be out in the field as quickly as that same day, learning on the job. Training regimens for volunteers include the same regimen as career staff, with training at night and on the weekends.

Historically, time spent volunteer firefighting, including training and performing other administrative tasks, was manageable as call volumes were lower and the nature of emergencies were limited to solely firefighting and providing limited first aid. As communities have grown larger, call volumes have increased and the nature of fire related emergencies now require firefighters to provide services ranging from emergency medical transportation to hazardous materials response, all placing considerable burden on the volunteer firefighting population. As younger people move to more urban and suburban communities, the increase in their population in those areas is not translating into an increase in the volunteer firefighting population. Suburban and urban area residents find that the majority of their days are split between job commuting and raising their families, leaving little time for much else, let alone meeting the increased standards for becoming a volunteer firefighter. In today's world, it is vital that effective firefighters achieve the considerably difficult physical standards, training requirements, and job standard experience, something that is not exactly feasible for a young working professional looking to volunteer their time.

The history of PWC includes a robust volunteer business model to provide fire and rescue services. This has provided a good, community based effort to build roots and a sense of community. While volunteers receive some financial benefits for serving, this has largely provided financial relief for the County. Per a report issued jointly by the U.S. Fire Administration, the Department of Homeland Security, and the National Volunteer Fire Council, recruiting and retaining a younger firefighting force is proving to be a challenge nationally due to increased demand and workload required to be a firefighter in any capacity. A Tri-Data study, commissioned on behalf of the United States Fire Association discovered that the biggest issue in retention of volunteer ranks includes maintaining strong leadership at the local level. Second was increased requirements for training, stemming from an increase in emergency response calls and specialized types of training, with increased demands of two-career families and balancing work/life balance.

Nationally, another challenge faced is creating a more diverse workforce to reflect the demographics of the community. PWC is no exception, as it is the first minority majority county in the Commonwealth of Virginia. Recruiting efforts in PWC include Spanish-speaking radio advertisements and reaching out at recruitment fairs. They have also instituted assistance in advance practice for agility tests for female recruits. Ironically, this is one area where a volunteer company may have an advantage. Because they are community-based and smaller in size than an entire county, they may be able to recruit diversity if they have a large minority group in their area. One jurisdiction that is part of this study indicated they had a large population of Hispanics in certain volunteer companies because they lived and worked directly in that area.

# Benchmarking and Analysis

# Benchmarking and Analysis

## Performance Analysis by Station

The following represents certain relevant financial, operational and administrative information and metrics by station for FY 2012 - 2016.

| | FY 2016 | | | | | |
|---|---|---|---|---|---|---|
| **Prince William County Fire and Rescue** | **Budget** | **Total ALS Incidents** | **Total BLS Incidents** | **Total Fire Incidents (First Due)** | **Total Hazmat Incidents** | **Station Response Time (First Due)** |
| **Buckhall** | | | | | | |
| Station #16 | $ 700,420 | 452 | 183 | 89 | 1 | 4:58 |
| **Dale City** | | | | | | |
| Station #10 | $ 3,729,963 | 1042 | 567 | 281 | 1 | 3:30 |
| Station #13 | | 825 | 479 | 194 | 0 | 3:20 |
| Station #18 | | 867 | 435 | 278 | 0 | 4:26 |
| Station #20 | | 1023 | 717 | 429 | 1 | 3:20 |
| **Dumfries- Fire** | | | | | | |
| Station #3F | $ 1,535,009 | 999 | 573 | 262 | 0 | 4:00 |
| Station #17 | | 993 | 472 | 325 | 1 | 4:15 |
| **Dumfries-Rescue** | | | | | | |
| Station #3R | $ 681,918 | 999 | 573 | 262 | 0 | 4:00 |
| Station #17 | | 993 | 472 | 325 | 1 | 4:15 |
| Station #23* | $ 570,300 | 1514 | 880 | 511 | 3 | 4:10 |
| **Lake Jackson** | | | | | | |
| Station #7 | $ 765,124 | 334 | 169 | 120 | 0 | 4:46 |
| **Nokesville** | | | | | | |
| Station #5 | $ 1,671,057 | 185 | 117 | 67 | 0 | 6:25 |
| Station #25 | | 855 | 436 | 419 | 3 | 5:08 |
| **Occoquan-Woodbridge-Lorton** | | | | | | |
| Station #2 | $ 3,119,706 | 1485 | 844 | 475 | 4 | 4:12 |
| Station #12 | | 1416 | 706 | 523 | 0 | 3:36 |
| Station #14 | | 1052 | 548 | 342 | 2 | 3:40 |
| **Stonewall Jackson** | | | | | | |
| Station #11 | $ 929,458 | 2295 | 1295 | 660 | 3 | 3:54 |
| **Yorkshire** | | | | | | |
| Station #8 | $ 706,086 | 650 | 323 | 119 | 0 | 3:46 |
| **PWC Antioch** | | | | | | |
| Station #24 | $ 616,831 | 279 | 174 | 155 | 0 | 5:11 |
| **PWC Coles** | | | | | | |
| Station #6 | $ 844,782 | 455 | 194 | 161 | 2 | 4:47 |
| **PWC Evergreen** | | | | | | |
| Station #15 | $ 620,702 | 263 | 148 | 120 | 1 | 5:33 |
| **PWC Gainesville** | | | | | | |
| Station #4 | $ 697,937 | 1082 | 612 | 462 | 2 | 4:40 |

*Dumfries Fire provided suppression service until January 2012 when DFR began to exclusively provide suppression service.

# Benchmarking and Analysis - continued

## Performance Analysis by Station - continued

| | FY 2015 | | | | | |
|---|---|---|---|---|---|---|
| Prince William County Fire and Rescue | Budget | Total ALS Incidents | Total BLS Incidents | Total Fire Incidents (First Due) | Total Hazmat Incidents | Station Response Time (First Due) |
| **Buckhall** | | | | | | |
| Station #16 | $ 697,975 | 414 | 141 | 99 | 0 | 5:16 |
| **Dale City** | | | | | | |
| Station #10 | $ 3,728,842 | 1046 | 620 | 312 | 0 | 5:16 |
| Station #13 | | 882 | 436 | 225 | 2 | 3:20 |
| Station #18 | | 803 | 389 | 319 | 0 | 4:35 |
| Station #20 | | 986 | 673 | 314 | 1 | 3:36 |
| **Dumfries- Fire** | | | | | | |
| Station #3F | $ 1,533,644 | 955 | 576 | 296 | 0 | 4:25 |
| Station #17 | | 989 | 449 | 297 | 0 | 4:31 |
| **Dumfries-Rescue** | | | | | | |
| Station #3R | $ 681,407 | 955 | 576 | 296 | 0 | 4:25 |
| Station #17 | | 989 | 449 | 297 | 0 | 4:31 |
| Station #23* | $ 510,300 | 1496 | 906 | 455 | 2 | 4:32 |
| **Lake Jackson** | | | | | | |
| Station #7 | $ 763,675 | 335 | 156 | 128 | 0 | 5:08 |
| **Nokesville** | | | | | | |
| Station #5 | $ 1,621,057 | 230 | 141 | 79 | 0 | 7:07 |
| Station #25 | | 805 | 450 | 458 | 1 | 5:15 |
| **Occoquan-Woodbridge-Lorton** | | | | | | |
| Station #2 | $ 3,118,866 | 1406 | 818 | 443 | 1 | 4:23 |
| Station #12 | | 1399 | 673 | 522 | 2 | 3:57 |
| Station #14 | | 983 | 576 | 399 | 0 | 3:58 |
| **Stonewall Jackson** | | | | | | |
| Station #11 | $ 928,492 | 2224 | 1204 | 792 | 2 | 4:06 |
| **Yorkshire** | | | | | | |
| Station #8 | $ 703,606 | 615 | 323 | 147 | 0 | 4:13 |
| **PWC Antioch** | | | | | | |
| Station #24 | $ 616,831 | 305 | 181 | 146 | 0 | 5:29 |
| **PWC Coles** | | | | | | |
| Station #6 | $ 844,782 | 401 | 232 | 143 | 3 | 5:06 |
| **PWC Evergreen** | | | | | | |
| Station #15 | $ 620,072 | 259 | 173 | 101 | 1 | 5:52 |
| **PWC Gainesville** | | | | | | |
| Station #4 | $ 697,944 | 1203 | 733 | 483 | 0 | 4:46 |

*Dumfries Fire provided suppression service until January 2012 when DFR began to exclusively provide suppression service.

# Benchmarking and Analysis - continued

## Performance Analysis by Station - continued

| Prince William County Fire and Rescue | FY 2014 Budget | Total ALS Incidents | Total BLS Incidents | Total Fire Incidents (First Due) | Total Hazmat Incidents | Station Response Time (First Due) |
|---|---|---|---|---|---|---|
| **Buckhall** | | | | | | |
| Station #16 | $ 470,197 | 322 | 123 | 85 | 3 | 5:15 |
| **Dale City** | | | | | | |
| Station #10 | $ 3,223,131 | 933 | 601 | 311 | 3 | 3:57 |
| Station #13 | | 772 | 467 | 210 | 0 | 3:24 |
| Station #18 | | 814 | 354 | 277 | 0 | 4:44 |
| Station #20 | | 900 | 702 | 325 | 4 | 3:30 |
| **Dumfries- Fire** | | | | | | |
| Station #3F | $ 1,496,065 | 984 | 87 | 304 | 1 | 4:18 |
| Station #17 | | 952 | 471 | 302 | 0 | 4:34 |
| **Dumfries-Rescue** | | | | | | |
| Station #3R | $ 581,051 | 984 | 87 | 304 | 1 | 4:18 |
| Station #17 | | 952 | 471 | 302 | 0 | 4:34 |
| Station #23* | $ 354,580 | 1414 | 894 | 439 | 2 | 4:29 |
| **Lake Jackson** | | | | | | |
| Station #7 | $ 808,573 | 331 | 181 | 147 | 0 | 4:57 |
| **Nokesville** | | | | | | |
| Station #5 | $ 1,444,184 | 209 | 126 | 83 | 2 | 7:01 |
| Station #25 | | 803 | 412 | 448 | 4 | 5:03 |
| **Occoquan-Woodbridge-Lorton** | | | | | | |
| Station #2 | $ 2,506,430 | 1282 | 753 | 381 | 2 | 4:20 |
| Station #12 | | 1344 | 711 | 449 | 1 | 3:40 |
| Station #14 | | 1070 | 557 | 323 | 0 | 4:02 |
| **Stonewall Jackson** | | | | | | |
| Station #11 | $ 843,647 | 2090 | 1258 | 716 | 1 | 4:09 |
| **Yorkshire** | | | | | | |
| Station #8 | $ 626,281 | 575 | 270 | 125 | 1 | 4:00 |
| **PWC Antioch** | | | | | | |
| Station #24 | $ 372,958 | 291 | 223 | 173 | 1 | 5:31 |
| **PWC Coles** | | | | | | |
| Station #6 | $ 590,958 | 440 | 246 | 159 | 0 | 5:01 |
| **PWC Evergreen** | | | | | | |
| Station #15 | $ 522,892 | 228 | 140 | 124 | 0 | 5:51 |
| **PWC Gainesville** | | | | | | |
| Station #4 | $ 399,777 | 1140 | 687 | 483 | 2 | 4:44 |

*Dumfries Fire provided suppression service until January 2012 when DFR began to exclusively provide suppression service.

# Benchmarking and Analysis - continued

## Performance Analysis by Station - continued

| Prince William County Fire and Rescue | FY 2013 Budget | Total ALS Incidents | Total BLS Incidents | Total Fire Incidents (First Due) | Total Hazmat Incidents | Station Response Time (First Due) |
|---|---|---|---|---|---|---|
| **Buckhall** | | | | | | |
| Station #16 | $ 1,161,763 | 373 | 133 | 95 | 0 | 5:06 |
| **Dale City** | | | | | | |
| Station #10 | $ 3,522,081 | 967 | 561 | 309 | 0 | 3:49 |
| Station #13 | | 901 | 515 | 259 | 1 | 3:30 |
| Station #18 | | 732 | 337 | 236 | 0 | 4:24 |
| Station #20 | | 926 | 705 | 349 | 0 | 3:28 |
| **Dumfries- Fire** | | | | | | |
| Station #3F | $ 1,645,627 | 1075 | 659 | 302 | 2 | 4:09 |
| Station #17 | | 995 | 453 | 311 | 0 | 4:49 |
| **Dumfries-Rescue** | | | | | | |
| Station #3R | $ 537,745 | 1075 | 659 | 302 | 2 | 4:09 |
| Station #17 | | 995 | 453 | 311 | 0 | 4:49 |
| Station #23* | $ 292,047 | 1469 | 815 | 441 | 4 | 4:20 |
| **Lake Jackson** | | | | | | |
| Station #7 | $ 892,097 | 343 | 170 | 165 | 0 | 4:47 |
| **Nokesville** | | | | | | |
| Station #5 | $ 1,345,839 | 234 | 129 | 66 | 2 | 6:33 |
| Station #25 | | 864 | 403 | 398 | 3 | 5:01 |
| **Occoquan-Woodbridge-Lorton** | | | | | | |
| Station #2 | $ 3,118,330 | 1275 | 690 | 414 | 1 | 4:19 |
| Station #12 | | 1362 | 728 | 438 | 2 | 3:45 |
| Station #14 | | 1002 | 473 | 344 | 1 | 4:02 |
| **Stonewall Jackson** | | | | | | |
| Station #11 | $ 1,187,296 | 2126 | 1134 | 688 | 8 | 4:00 |
| **Yorkshire** | | | | | | |
| Station #8 | $ 670,411 | 546 | 274 | 128 | 0 | 4:01 |
| **PWC Antioch** | | | | | | |
| Station #24 | $ 399,110 | 288 | 210 | 138 | 1 | 5:16 |
| **PWC Coles** | | | | | | |
| Station #6 | $ 739,198 | 401 | 170 | 179 | 0 | 5:05 |
| **PWC Evergreen** | | | | | | |
| Station #15 | $ 586,656 | 252 | 131 | 147 | 147 | 6:04 |
| **PWC Gainesville** | | | | | | |
| Station #4 | $ 577,738 | 1093 | 656 | 421 | 3 | 4:50 |

*Dumfries Fire provided suppression service until January 2012 when DFR began to exclusively provide suppression service.

# Benchmarking and Analysis - continued

## Performance Analysis by Station - continued

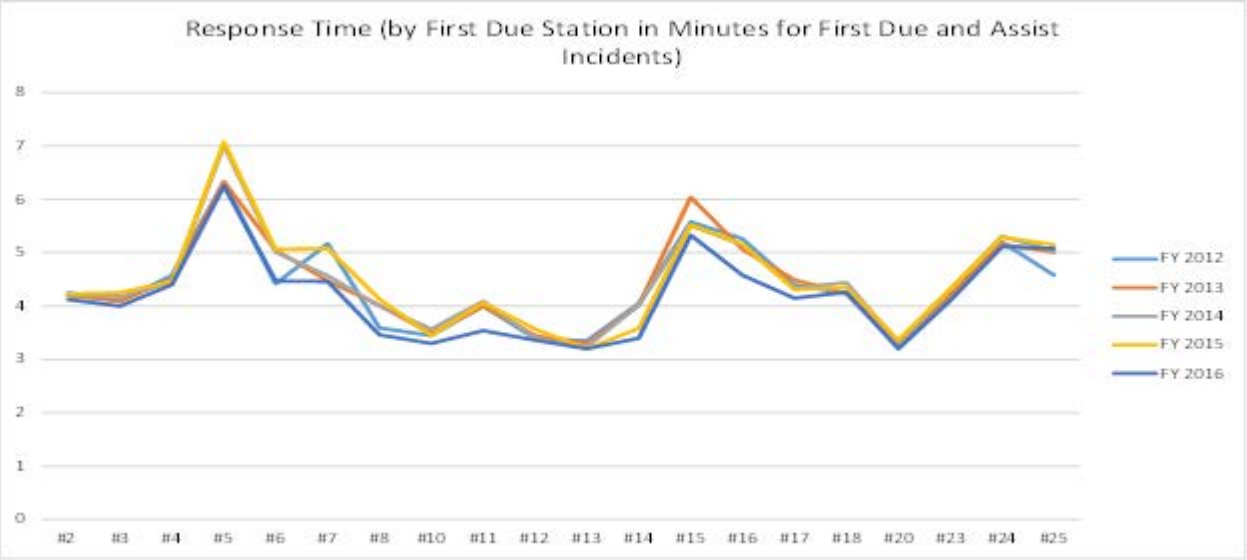
| Prince William County Fire and Rescue | FY 2012 Budget | Total ALS Incidents | Total BLS Incidents | Total Fire Incidents | Total Hazmat Incidents | Station Response Time (First Due) |
|---|---|---|---|---|---|---|
| **Buckhall** | | | | | | |
| Station #16 | $ 758,304 | 385 | 142 | 113 | 0 | 5:26 |
| **Dale City** | | | | | | |
| Station #10 | $ 2,969,613 | 951 | 571 | 332 | 1 | 3:45 |
| Station #13 | | 945 | 587 | 266 | 1 | 3:35 |
| Station #18 | | 616 | 392 | 203 | 0 | 4:23 |
| Station #20 | | 1096 | 763 | 342 | 2 | 3:26 |
| **Dumfries- Fire** | | | | | | |
| Station #3F | $ 1,464,184 | 1093 | 630 | 318 | 0 | 4:09 |
| Station #17 | | 1011 | 476 | 290 | 0 | 4:40 |
| **Dumfries-Rescue** | | | | | | |
| Station #3R | $ 731,933 | 1093 | 630 | 318 | 0 | 4:09 |
| Station #17 | | 1011 | 476 | 290 | 0 | 4:40 |
| Station #23* | $ 356,975 | 1353 | 825 | 461 | 1 | 4:19 |
| **Lake Jackson** | | | | | | |
| Station #7 | $ 780,740 | 359 | 190 | 129 | 1 | 5:17 |
| **Nokesville** | | | | | | |
| Station #5 | $ 1,382,044 | 238 | 122 | 84 | 3 | 6:32 |
| Station #25 | | 901 | 442 | 432 | 1 | 4:58 |
| **Occoquan-Woodbridge-Lorton** | | | | | | |
| Station #2 | $ 2,110,080 | 1369 | 872 | 429 | 2 | 4:25 |
| Station #12 | | 1364 | 694 | 432 | 1 | 3:39 |
| Station #14 | | 959 | 523 | 331 | 0 | 4:05 |
| **Stonewall Jackson** | | | | | | |
| Station #11 | $ 660,383 | 2115 | 1190 | 665 | 2 | 4:00 |
| **Yorkshire** | | | | | | |
| Station #8 | $ 566,079 | 581 | 284 | 139 | 1 | 3:59 |
| **PWC Antioch** | | | | | | |
| Station #24 | $ 359,499 | 318 | 178 | 159 | 1 | 5:20 |
| **PWC Coles** | | | | | | |
| Station #6 | $ 703,141 | 432 | 214 | 157 | 0 | 4:42 |
| **PWC Evergreen** | | | | | | |
| Station #15 | $ 1,020,473 | 227 | 151 | 119 | 4 | 5:58 |
| **PWC Gainesville** | | | | | | |
| Station #4 | $ 491,229 | 1293 | 605 | 405 | 1 | 4:58 |

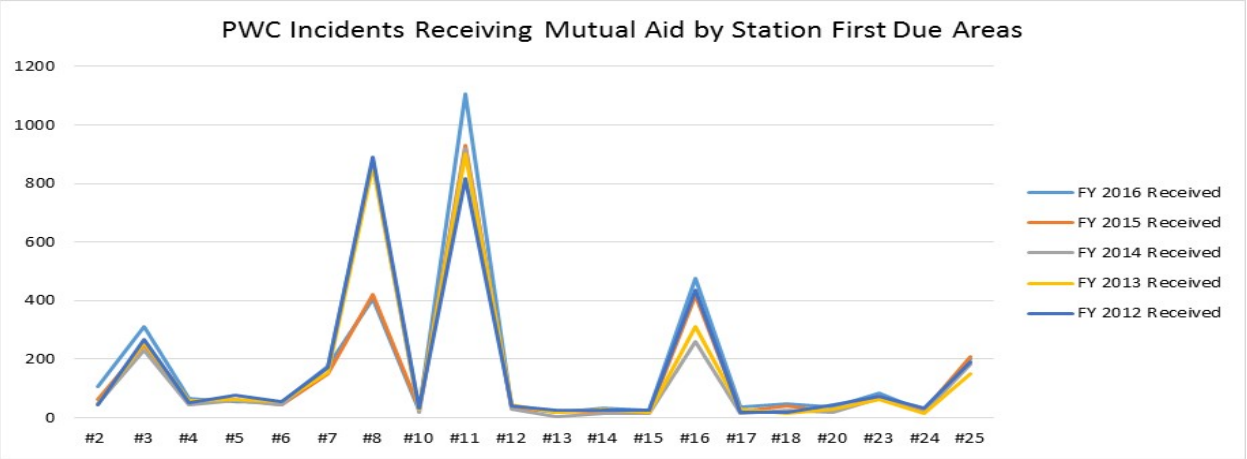
*Dumfries Fire provided suppression service until January 2012 when DFR began to exclusively provide suppression service.

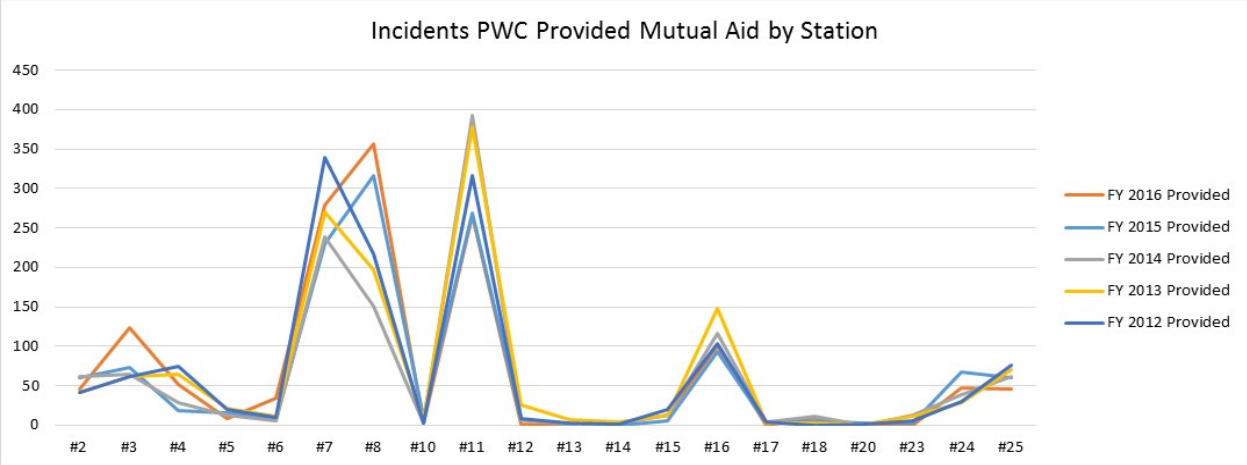
# Benchmarking and Analysis - continued

## Performance Analysis by Station - continued

The following represents certain relevant operational information and metrics by station as from FY 2012 - 2016.



# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking

Identifying comparable peer groups can be extremely challenging, as no two jurisdictions are exactly alike. Our report includes an overview as well as analysis and benchmarking against a select peer group for: composition and responsiveness, mutual aid, budget and analytics, community representation, attrition and vacancies, key performance indicators, and public opinion. Organizations of all types and sizes recognize the value of comparing themselves to other like organizations. This process of benchmarking yields valuable information to leaders and decision makers. There are, however, risks inherent in the benchmarking process. Organizations could account for data differently and no two organizations are alike. Thus, there are limitations to this study.

In addition to 'published data' from respective organization's budget books, web sites and the Comprehensive Annual Financial Reports, we submitted surveys to the jurisdictions for solicitation of information in regards to specific areas of focus. This information has not been audited by RSM and in many cases, not at all. The information used throughout the analysis has been provided to us directly by the individual county fire and rescue operations; thus, users should use caution in basing decisions from this data and analysis.

In selecting fire and rescue departments for this performance analysis, we took into consideration the following factors:

- Population Size
- Density of Population
- Location
- Geography
- Education Level
- Persons per Household
- Reputation
- Budget
- Accreditations
- Business Community
- Median Income
- Homeownership Rates

**Fairfax County**

**Loudoun County**

**Chesterfield County**

**Henrico County**

**City of Manassas**

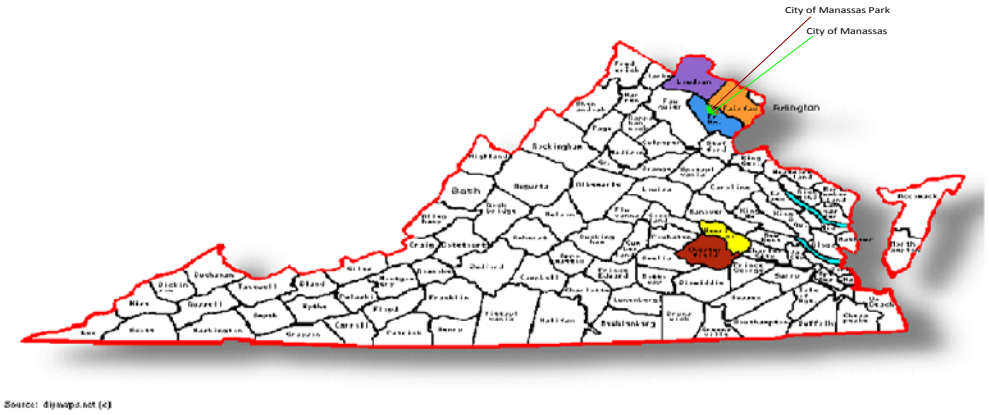
**City of Manassas Park**

The two (2) municipal jurisdictions within PWC (City of Manassas and City of Manassas Park) share a dispatch center with PWC through the Emergency Communications Center.

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking - continued

Below is a high-level comparison of the Peer Groups selected for this analysis. Comparisons of the jurisdiction benchmarking data is included within the pages that follow.




| Profile | Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|---|
| | | | | | | | |
| Population Size (2015)[1] | 451,721 | 1,142,234 | 375,629 | 335,687 | 325,155 | 41,764 | 15,726 |
| Land Area (sq. miles, 2010)[1] | 348 | 406 | 521 | 437 | 245 | 9.9 | 2.51 |
| Housing Units(2014)[1] | 141,002 | 409,108 | 115,599 | 124,384 | 133,795 | 13,232 | 4,895 |
| Population Change (2010-2015)[1] | 12.40% | 5.60% | 20.30% | 6.20% | 5.90% | 10.40% | 10.20% |
| Urbanized Area (Pop. >50,000) Urbanized Cluster (Pop. 2,500 - 50,000) | Urbanized Area | Urbanized Area | Urbanized Area | Urbanized Area | Urbanized Area | Urbanized Cluster | Urbanized Cluster |
| Fire and Rescue Model | Committee | Chief w/ Advisory Committee | Chief w/ Advisory Committee | Chief | Chief | Committee | Chief |
| Utilize Volunteer Firefighters | Yes | Yes | Yes | Yes | No | Yes | No |
| **FY 2016** | | | | | | | |
| Annual Fire and Rescue Department Budget[2] | $107,867,000 | $280,704,565 | $76,450,520 | $61,968,435 | $57,840,545 | $8,413,161 | $2,750,643 |
| Department Budget Per Capita[2] | $243.24 | $248.56 | $204.17 | $185.84 | $180.35 | $202.35 | $174.91 |
| Training Budget | $3,661,923 | $6,325,059 | $4,061,725 | $1,422,600 | $1,239,322 | $94,550 | $6,500 |
| FTEs | 555 | 1574 | Uniformed: 495; Civilian: 72 | Leo: 430; Civilian: 49 | 548 | 60 | 28 |
| Vacancies | 20 | DNP | 5.60% | DNP | 15 | 2 (positions frozen and not funded) | 1 |
| Turnover | 58 | DNP | DNP | Leo: 32; Civilian: 3 | 14 currently + 5 as of July 1, 2016 | 6 | DNP |
| Turnover Rate | 9% | DNP | DNP | 7% | 3% | 10% | DNP |
| Total Volunteer membership | 523 | Operational (FF+EMS): 370 Admin: 286 Trainee: 155 Applicant: 54 | Active/ Operational: 1294; Admin Active: 339 | Fire: 50; EMS: 25; Emer Ops Support: 23; Vol Rescue: 169 | 0 | Total of 46 22 GMVRS 24 MVFC | DNP |
| Number of volunteer companies | 9 | 7 | 16 | Fire: 2; EMS: 8 | 0 | 2 | DNP |
| No of Stations** | 21 | 38 | 19 | Fire: 22; Vol EMS: 8 | 20 | 2 | 1 |
| Total Number of Calls | 41613 | 97204 | 26751 | 38042 | 44593 | 3685 | 932 |
| ALS | 18065 | 46223 | 10677 | 28529 | 9408 | 1913 | 453 |
| BLS | 9873 | 25814 | 7737 | | 23862 | 1047 | 291 |
| Fire | 5992 | 13774 | 5791 | 1482 | 770 | 513 | 132 |
| Hazmat | 24 | DNP | DNP | DNP | DNP | 4 | 0 |
| OTHER* | 7659 | 11393 | 2546 | 8031 | 10553 | 208 | 56 |
| Mutual Aid Received, fiscal year | 3329 | 3915 | 0 | 271 | 0 | 1119 | 364 |
| Mutual Aid Provided, fiscal year | 1386 | 5789 | 635 | 192 | 92 | 2063 | 1002 |

DNP - Did not provide
*Other - Overheat, Good Intent Call, False Alarm/False Call, Severe Weather and Natural Disaster, etc.
** 17 stations are controlled by Volunteer Companies; 4 stations are County controlled
*** Fairfax County "Fire" calls includes "Alarms and Rescue/Special Ops
[1]Source: www.census.gov
[2]Source: Auditor of Public Accounts - Commonwealth of Virginia Website w/ exception of Manassas Park for FY 2016, who did not report. Utilized numbers provided by the City

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking – continued

| Profile | Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|---|
| **FY 2015** | | | | | | | |
| Annual Fire and Rescue Department Budget[2] | $93,890,000 | $269,619,576 | $69,139,461 | $61,520,390 | $53,052,749 | $8,240,464 | $2,591,694 |
| Department Budget Per Capita[2] | $214.54 | $240.97 | $191.15 | $186.40 | $166.82 | $197.00 | $164.80 |
| Training Budget | $3,529,104 | $5,120,362 | $3,851,803 | $1,514,800 | $1,113,892 | $94,550 | $5,500 |
| FTEs | 530 | 1574 | 590.94 | Leo: 430; Civilian: 49 | 548 | 60 | 28 |
| Vacancies | 36 | DNP | 7.30% | DNP | 17 | 3 (positions frozen and not funded) | 3 |
| Turnover | 25 | DNP | DNP | Leo: 29; Civilian: 4 | 26 | 6 | DNP |
| Total Volunteer membership | 571 | Operational (FF+EMS): 380 Admin: 286 Trainee: 135 Applicant: 81 | 1663 | Fire: 70; EMS: 35; Emer Ops Support: 32; VOL Rescue: 169 | 0 | Approx. 50 | DNP |
| Number of volunteer companies | 10 | 7 | 16 | Fire: 2; EMS: 9 | 0 | 2 | DNP |
| No of Stations | 21 | 38 | 19 | Fire: 22; Vol EMS: 9 | 20 | 2 | 1 |
| Total Number of Calls | 38379 | 95364 | 29332 | 38184 | 41860 | 3829 | 1044 |
| ALS | 20936 | 44309 | 11376 | 29122 | 5506 | 1900 | 525 |
| BLS | 10991 | 25177 | 8143 | | 26024 | 1046 | 264 |
| Fire | 5700 | 14396 | 6544 | 1513 | 817 | 643 | 190 |
| Hazmat | 90 | DNP | DNP | DNP | DNP | 0 | 1 |
| OTHER* | 662 | 11482 | 3363 | 7549 | 9513 | 240 | 64 |
| Mutual Aid Received, fiscal year | 2905 | 3707 | 1598 | 310 | 4 | 1006 | 394 |
| Mutual Aid Provided, fiscal year | 1248 | 5385 | 832 | 285 | 117 | 2079 | 1038 |

| Profile | Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|---|
| **FY 2014** | | | | | | | |
| Annual Fire and Rescue Department Budget[2] | $89,539,000 | $254,251,112 | $62,510,354 | $59,249,372 | $51,924,708 | $7,991,549 | $3,025,772 |
| Department Budget Per Capita[2] | $207.62 | $227.64 | $179.64 | $181.22 | $163.81 | $196.40 | $199.41 |
| Training Budget | $3,294,104 | $4,917,232 | $3,262,416 | $1,462,800 | $984,088 | $94,550 | $4,500 |
| FTEs | 519 | 1566 | 559.11 | Leo: 430; Civilian: 46 | 548 | 60 | 27 |
| Vacancies | 25 | DNP | 4.80% | DNP | 19 | 3 (positions frozen and not funded) | 3 |
| Turnover | 17 | DNP | DNP | Leo: 20; Civilian: 5 | 28 | 4 | DNP |
| Total Volunteer membership | 656 | Operational (FF+EMS): 390 Admin: 267 Trainee: 147 Applicant: 57 | 1743 | Fire: 80; EMS: 41; Emer Ops Support: 41; Vol Rescue: 207 | 0 | Approx. 50 | DNP |
| Number of volunteer companies | 11 | 7 | 17 | Fire: 2; EMS: 9 | 0 | 2 | DNP |
| No of Stations | 21 | 38 | 18 | Fire: 21; Vol EMS: 9 | 20 | 2 | 1 |
| Total Number of Calls | 36710 | 91308 | 28955 | 37511 | 40634 | 3977 | 973 |
| ALS | 19978 | 42850 | 10753 | 28303 | 4773 | 1888 | 430 |
| BLS | 10805 | 23698 | 7694 | | 25798 | 1189 | 278 |
| Fire | 5853 | 14067 | 6463 | 1500 | 766 | 667 | 191 |
| Hazmat | 74 | DNP | DNP | DNP | DNP | 4 | 2 |
| OTHER* | DNP | 24643 | 4136 | 7708 | 9297 | 229 | 72 |
| Mutual Aid Received, fiscal year | 3070 | 3675 | 1571 | 343 | 1 | 1084 | 376 |
| Mutual Aid Provided, fiscal year | 1223 | 4955 | 782 | 251 | 69 | 2012 | 1411 |

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking – continued

| Profile | Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|---|
| **FY 2013** | | | | | | | |
| Annual Fire and Rescue Department Budget[2] | $91,865,000 | $219,098,845 | $55,670,733 | $58,286,835 | $52,334,868 | $9,014,936 | $2,880,526 |
| Department Budget Per Capita[2] | $218.12 | $196.97 | $167.05 | $180.80 | $166.21 | $225.93 | $194.13 |
| Training Budget | $3,332,654 | $4,863,898 | $2,993,277 | $2,193,300 | $983,518 | $66,471 | $4,000 |
| FTEs | 495 | 1500 | 532.77 | Leo: 430; Civilian: 46 | 548 | 60 | 26 |
| Vacancies | 21 | DNP | 3.30% | DNP | 9 | 0 | 2 |
| Turnover | 22 | DNP | DNP | Leo: 18; Civilian: 2 | 21 | 4 | DNP |
| Total Volunteer membership | 635 | Operational (FF+EMS): 335 Admin: 268 Trainee: 112 Applicant: 123 | 1805 | Fire: 93; EMS: 42; Emer Ops Support: 44; Vol Rescue: 22 | 0 | Approx. 50 | DNP |
| Number of volunteer companies | 11 | 7 | 17 | Fire: 2; EMS: 9 | 0 | 2 | N/A |
| No of Stations | 21 | 38 | 18 | Fire: 21; Vol EMS: 9 | 20 | 2 | 1 |
| Total Number of Calls | 35582 | 90205 | 27549 | 36245 | 40855 | 3796 | 1063 |
| ALS | 19147 | 44184 | 10572 | 28301 | 4825 | 1967 | 518 |
| BLS | 10428 | 23069 | 7412 | | 25707 | 1058 | 275 |
| Fire | 5927 | 13040 | 5807 | 1607 | 909 | 561 | 196 |
| Hazmat | 80 | DNP | DNP | DNP | DNP | 3 | 0 |
| OTHER* | DNP | 9912 | 3548 | 6337 | 9414 | 207 | 74 |
| Mutual Aid Received, fiscal year | 3151 | 3482 | 1920 | 207 | 2 | 1126 | 439 |
| Mutual Aid Provided, fiscal year | 1370 | 4884 | 680 | 216 | 96 | 2032 | 1434 |

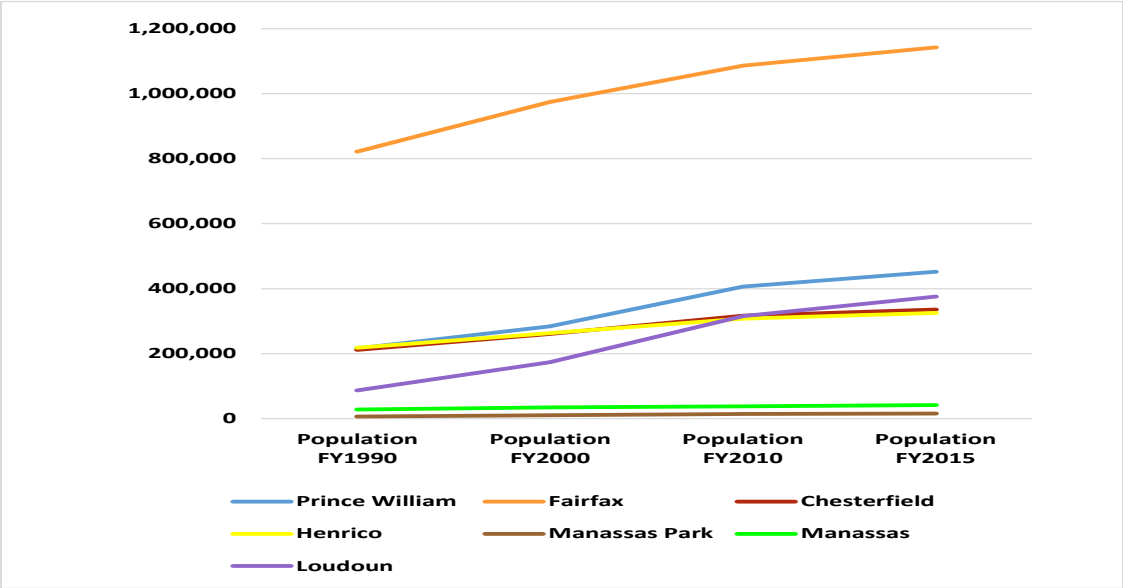
| Profile | Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|---|
| **FY 2012** | | | | | | | |
| Annual Fire and Rescue Department Budget[2] | $79,176,000 | $215,408,817 | $53,997,184 | $51,419,140 | $51,231,042 | $7,117,925 | $3,058,016 |
| Department Budget Per Capita[2] | $191.00 | $196.54 | $166.48 | $160.87 | $164.87 | $182.23 | $210.32 |
| Training Budget | $3,254,718 | $4,650,844 | $3,594,816 | $1,946,500 | $957,823 | $56,550 | $4,000 |
| FTEs | 481 | 1498 | 523.81 | LEO: 430; Civilian: 45 | 539 | 60 | 27 |
| Vacancies | 5 | DNP | 6.00% | DNP | 15 | 0 | 2 |
| Turnover | DNP | DNP | DNP | Leo: 15; Civilian: 3 | 26 | 5 | DNP |
| Total Volunteer membership | DNP | Operational (FF+EMS): 337 Admin: 260 Trainee: 67 Applicant: 61 | 1784 | Fire: 113; EMS: 28; Emer Ops Support: 37 | 0 | Approx. 50 | DNP |
| Number of volunteer companies | 11 | DNP | 17 | Fire: 2; EMS: 9 | 0 | 2 | DNP |
| No of Stations | 21 | 37 | 20 | Fire: 21; Vol EMS: 9 | 20 | 2 | 1 |
| Total Number of Calls | 33481 | 91228 | 25761 | 36856 | 40276 | 4007 | 1004 |
| ALS | 17781 | 43672 | 9470 | 27815 | 3851 | 1981 | 483 |
| BLS | 9669 | 23411 | 8172 | | 26272 | 1114 | 274 |
| Fire | 5937 | 13985 | 5635 | 2014 | 1047 | 672 | 194 |
| Hazmat | 94 | DNP | DNP | DNP | DNP | 8 | DNP |
| OTHER* | DNP | 10160 | 2482 | 7027 | 9106 | 232 | 53 |
| Mutual Aid Received, fiscal year | 3344 | 3931 | 1614 | 216 | 3 | 1263 | 421 |
| Mutual Aid Provided, fiscal year | 1334 | 5294 | 524 | 254 | 65 | 2133 | 1541 |

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking - continued

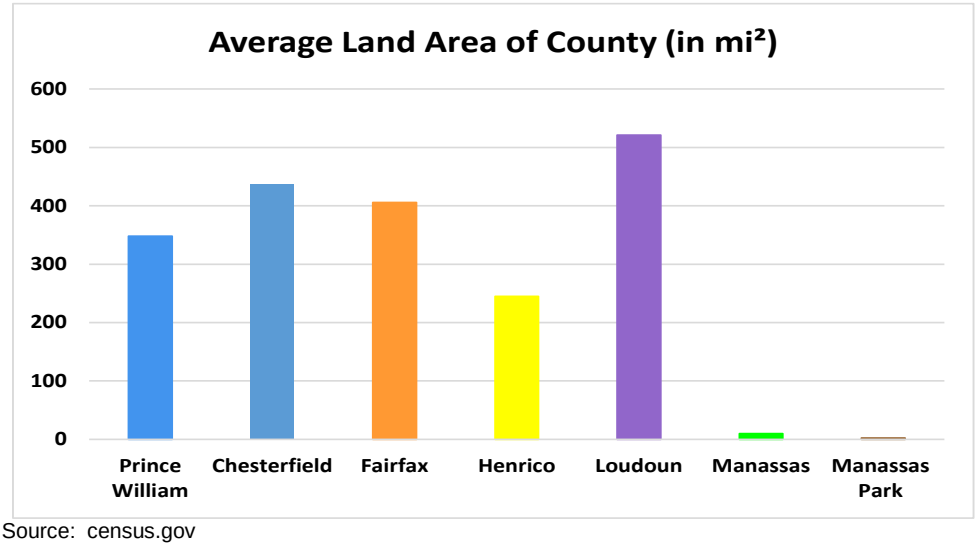
Population Growth

The following graphs shows land area and population growth trends that each jurisdiction's fire and rescue systems are responsible for servicing. Fairfax County currently stands, and has stood over the last few decades, as the highest populated county within our jurisdictional benchmarking population, with an estimated FY 2015 population of 1,142,234. PWC has also followed a similar upwards population trajectory, as evidenced by most other jurisdictions. PWC slots in as the second most populated county with an estimated FY 2015 population of 451,721. The below depicts the population growth since 1990.




Source: census.gov

With the Northern Virginia jurisdictions being a desirable distance to Washington D.C., many families have opted to live in the surrounding Virginia areas, with more affordable housing, quality of living and amenities found living in the suburbs. Loudoun County covers the most area within our jurisdictional benchmarking population, with close to 520 $mi^2$ within its borders. Prince William County covers just under 350 $mi^2$.



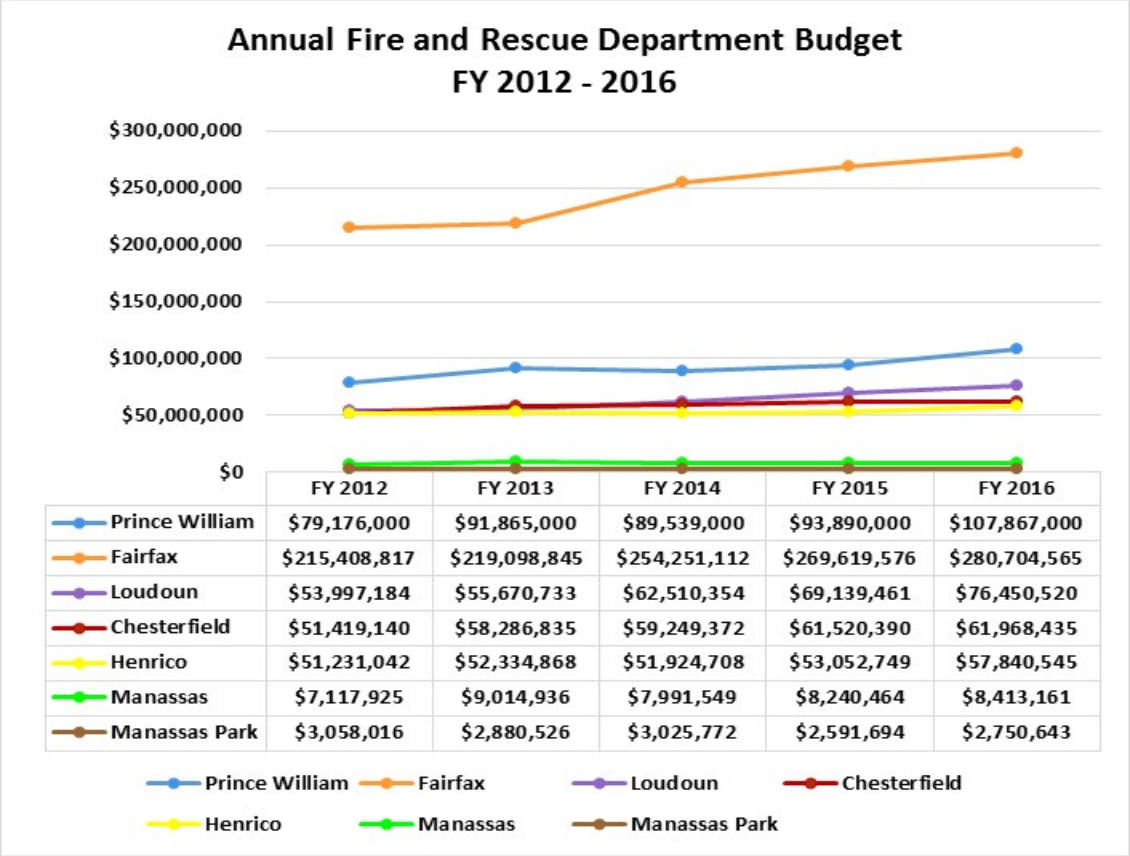

Source: census.gov

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking - continued

Financial Data and Budget

The below shows the department budgets for each jurisdiction. The expenditure data for each jurisdiction was derived from the actuals shown in annual budgets.Budgets are presented with combined career and volunteer expenditures for those jurisdictions who utilize both.




| | FY 2012 | FY 2013 | FY 2014 | FY 2015 | FY 2016 |
|---|---|---|---|---|---|
| Prince William | $79,176,000 | $91,865,000 | $89,539,000 | $93,890,000 | $107,867,000 |
| Fairfax | $215,408,817 | $219,098,845 | $254,251,112 | $269,619,576 | $280,704,565 |
| Loudoun | $53,997,184 | $55,670,733 | $62,510,354 | $69,139,461 | $76,450,520 |
| Chesterfield | $51,419,140 | $58,286,835 | $59,249,372 | $61,520,390 | $61,968,435 |
| Henrico | $51,231,042 | $52,334,868 | $51,924,708 | $53,052,749 | $57,840,545 |
| Manassas | $7,117,925 | $9,014,936 | $7,991,549 | $8,240,464 | $8,413,161 |
| Manassas Park | $3,058,016 | $2,880,526 | $3,025,772 | $2,591,694 | $2,750,643 |

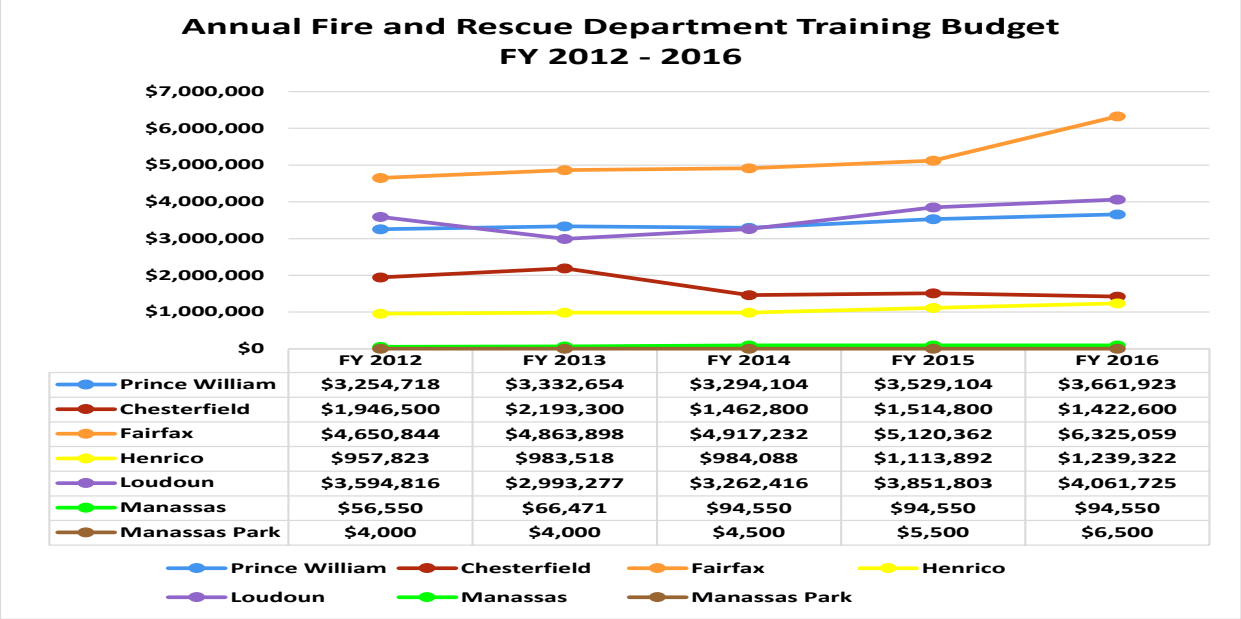
*Department Budget Source: Auditor of Public Accounts - Commonwealth of Virginia Website w/ exception of Manassas Park for FY 2016, who did not report. Utilized numbers provided by the City.

Annual Fire and Rescue Department Budgets from FYs 2012 thru 2016, as provided by the surveyed jurisdictions, have remained largely flat in the past five years, despite higher populations and demands on the fire and rescue systems. Prince William County appears to budget a significantly larger portion of its Public Safety budget to Fire and Rescue. However, this can be a result of how budget items are accounted for (e.g. Communications Center). From their published FY 2016 Public Safety Budget, Prince William County budgeted $113,784,859, or almost 40% of its $289,791,053 total Public Safety Budget, for Fire and Rescue. The FY 2017 Fire and Rescue expenditure budget is due to increase to $126,264,147, driven primarily by a 17% increase in the Operations expenditure line item. In comparison with figures provided by the jurisdiction, Loudoun County, the next highest budgeted Fire and Rescue Department, has budgeted $71,400,440, or about 42% of its $170,954,806 FY 2016 Public Safety Budget for Fire and Rescue with a projected 2% increase in expenditures for FY 2017. On the greater end of the spectrum, Fairfax County is projecting to spend upwards of $473,135,585 for public safety as reported in its “FY17 Public Safety Program Area Summary.” 41.5% of the expenditures budget, or $196,468,261, will be dedicated to the Fire and Rescue Department.

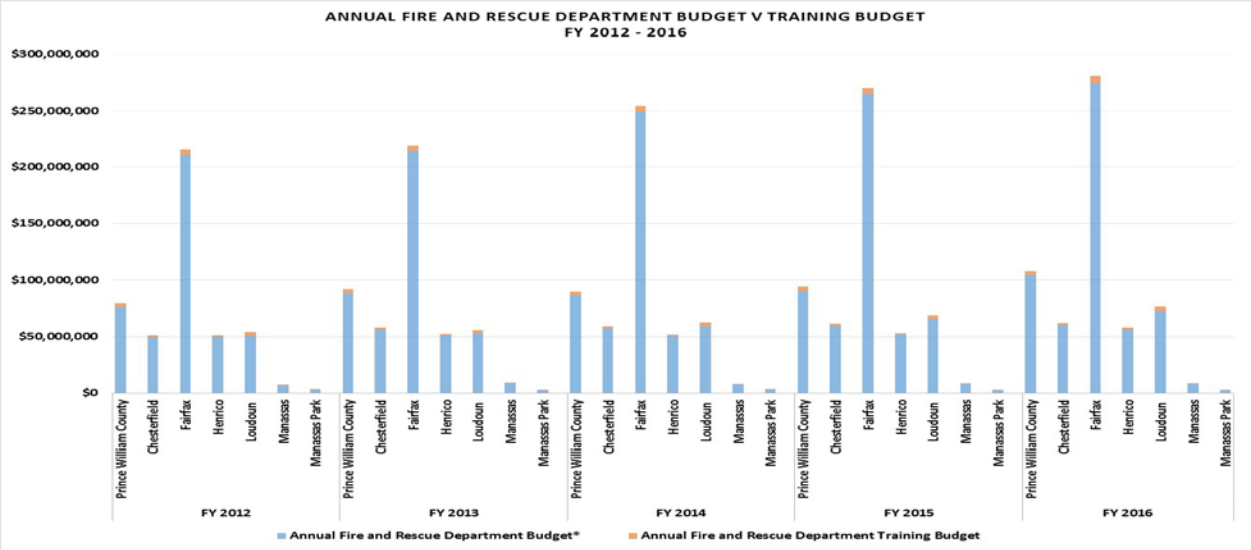
# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking - continued

Financial Data and Budget – continued




| | FY 2012 | FY 2013 | FY 2014 | FY 2015 | FY 2016 |
|---|---|---|---|---|---|
| Prince William | $3,254,718 | $3,332,654 | $3,294,104 | $3,529,104 | $3,661,923 |
| Chesterfield | $1,946,500 | $2,193,300 | $1,462,800 | $1,514,800 | $1,422,600 |
| Fairfax | $4,650,844 | $4,863,898 | $4,917,232 | $5,120,362 | $6,325,059 |
| Henrico | $957,823 | $983,518 | $984,088 | $1,113,892 | $1,239,322 |
| Loudoun | $3,594,816 | $2,993,277 | $3,262,416 | $3,851,803 | $4,061,725 |
| Manassas | $56,550 | $66,471 | $94,550 | $94,550 | $94,550 |
| Manassas Park | $4,000 | $4,000 | $4,500 | $5,500 | $6,500 |




*Department Budget Source: Auditor of Public Accounts - Commonwealth of Virginia Website w/ exception of Manassas Park for FY 2016, who did not report. Utilized numbers provided by the City.

Jurisdictions have budgeted roughly 1% to 6% of their overall Annual Fire and Rescue Department budgets to training its staff during the FY 2012 to FY 2016 reporting period. While relative to the area, population, and size of fire and rescue operations, City of Manassas and Manassas Park, who both utilize Prince William County's Training Facility, have considerably lower training budgets (less than 1%), while Loudoun County, has budgeted $4,061,725 of its FY 2016 Annual Fire and Rescue Budget. Loudoun County has consistently budgeted 5%-7% of its Annual Fire and Rescue Budget to training over the course of the last 5 years. Prince William County has consistently dedicated about 3% of its overall budget to training and development in that same time span. As mentioned in previous sections of the report, fire and rescue training has been an ever-growing area of focus for jurisdictions across the nation. For a fire department to ensure its members are prepared for the increased challenges and threats on the jobs, it must invest in higher standards of trainings across a multifaceted host of fire and rescue disciplines.

# Benchmarking and Analysis - continued

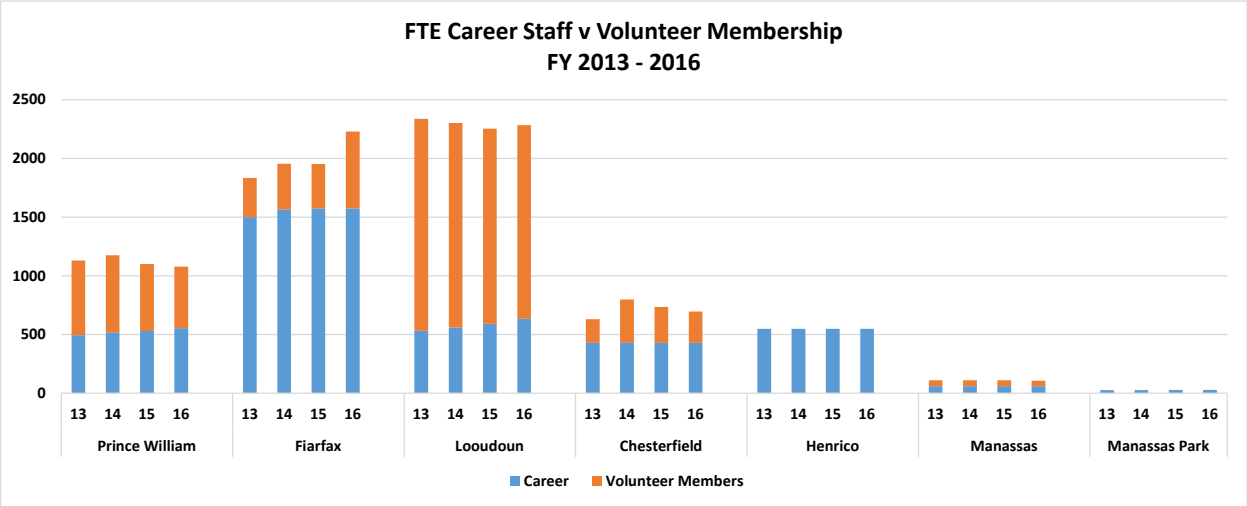
## Jurisdictional Benchmarking - continued

Operational Metrics

*Composition/Staffing/Responsiveness/Deployment*
As indicated within the FY 2017 Public Safety Budget, Prince William County was authorized and will hire an additional 48 uniform strength FTEs within the year, and nearly 180 total within the next 5 years. As shown on the graph, Prince William County and Loudoun County have the most robust volunteer membership and volunteer members, in fact, outnumber the Career firefighters significantly. This ratio of Volunteer Membership to Career firefighters, however, is not unique to the Northern Virginia area.

The NFPA estimates that there are close to 1.1 million firefighters across the country as of 2014, the most recent date where data was available. The NFPA defines career firefighters as "full-time uniformed firefighters regardless of assignments," while volunteer firefighters are defined as any "active part-time" firefighters. Of those firefighters, 31% are career firefighters, while 69% are volunteer firefighters, making up the overwhelming majority of the firefighting population. As the nation's population shifts from smaller towns to larger, more urban centers, a similar shift is reflected in the firefighting population.

Since 1986, the number of career firefighters being employed has experienced a consistent increase (237,750 to 354,600) while the number of volunteer firefighters has experienced a consistent decline (808,200 to 788,250). The NFPA benchmarks the firefighting population per 1,000 citizens protected in an attempt to understand the size of departments in relation to the community size they serve. The data asserts that, since 1986, the total number of firefighters per 1,000 citizens protected has been declining, however the most apparent decline has been in the number of volunteers, with a high of 8.07 firefighters per 1,000 citizens protected in 1987 to 6.43 firefighters in 2014. The population of career firefighter rates have fluctuated consistently between 1.67 and 1.73 firefighters per 1,000 citizens protected, reflecting the increase in career firefighters in relation to the increase in the population they serve. While the overall numbers currently reflect that volunteer departments outnumber career departments, the national trend is indicative of an upward swing in career departments and the opposite in volunteer departments.



# Benchmarking and Analysis - continued

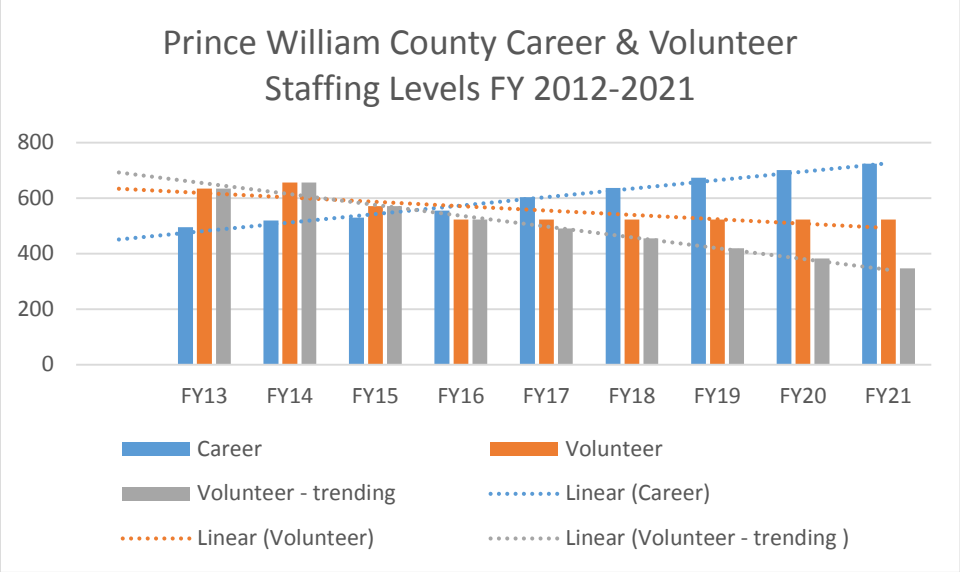
## Jurisdictional Benchmarking - continued

Operational Metrics – continued

*Composition/Staffing/Responsiveness/Deployment - continued*

The DFR monitors and forecasts career and volunteer staffing on an ongoing basis in order to gauge trends for continuity of services. The career and volunteer staffing levels below, as presented to the BOCS, depict actual staffing for both career and volunteer for FY 2013 through FY 2016, the career staffing plan, including the 5 year career staffing plan for FY 2017 through FY 2021. The volunteer future staffing is projected through FY 2021 based on historical trend.

.




The below shows how the County currently compares to the jurisdictions benchmarked for varying staffing metrics. Also shown below is the historic fire and rescue career rate per 1,000 population for the County. Statistics such as this reveal wide variation across and within various population clusters. The County has the lowest number of FTE/1000 population ratio. A valid and reliable, one-size-fits-all rule of thumb for prescribing the appropriate level of staff does not exist.

| Jurisdiction | Career FTE (2015) | Vol Active/ Operational (2015) | Pop (2015)* | Career FTE/1000 pop ratio | Career + Vol/1000 pop ratio | Shifts | Turnover (2016) |
|---|---|---|---|---|---|---|---|
| Prince William County | 530 | 571 | 451,721 | 1.173 | 2.437 | Comb 24 hr & 12 hr | 9% |
| Fairfax County | 1,574 | 380 | 1,142,234 | 1.377 | 1.711 | 24/7 | DNP |
| Loudoun County | 591 | 1,294 | 375,629 | 1.573 | 5.018 | Comb 24 hr & 12 hr | DNP |
| Chesterfield County | 430 | 306 | 335,687 | 1.281 | 2.192 | 24/7 | 7% |
| Henrico County | 548 | - | 325,155 | 1.685 | 1.685 | 24/7 | 3% |
| City of Manassas | 60 | 50 | 41,764 | 1.437 | 2.634 | 24/7 | 10% |
| City of Manassas Park | 28 | - | 15,726 | 1.780 | 1.780 | 24/7 | DNP |

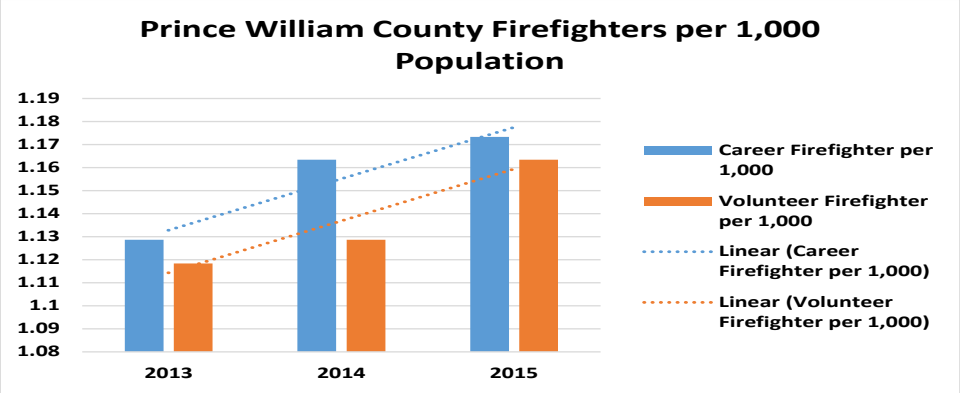
*census.gov

# Benchmarking and Analysis - continued

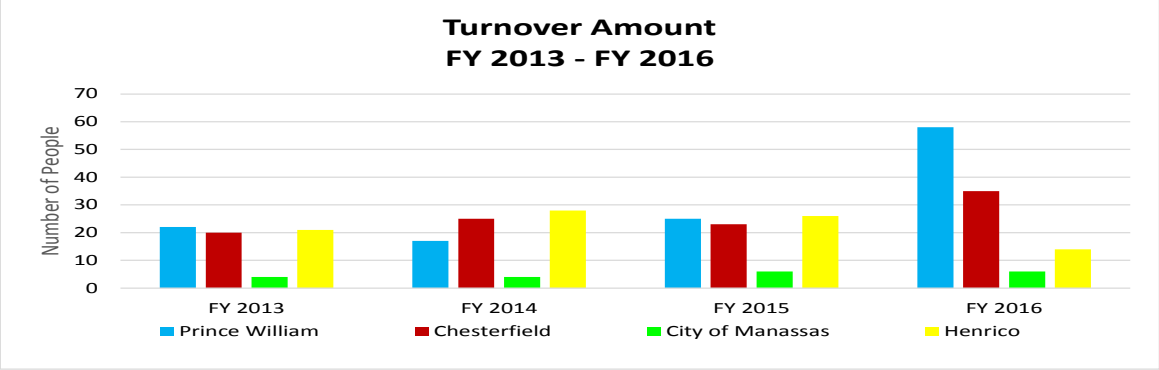
## Jurisdictional Benchmarking - continued

Operational Metrics – continued

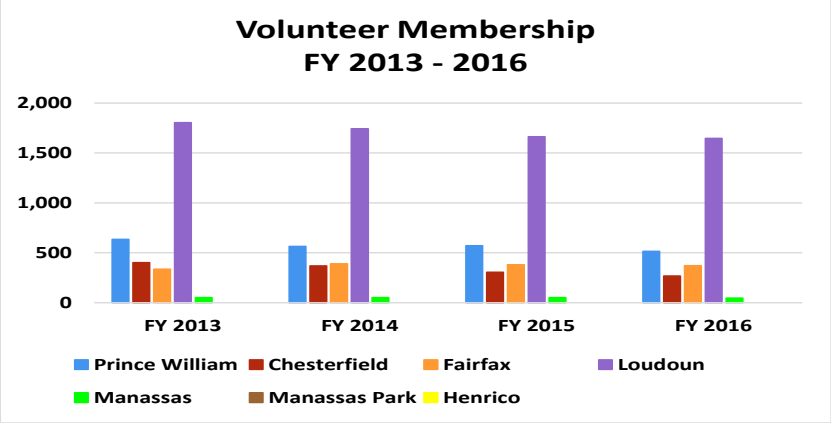
*Composition/Staffing/Responsiveness/Deployment - continued*




Comparatively over the last 5 years, Prince William County has experienced a higher proportion of FTEs leaving (retirement, termination, or resignation) during FY 2016 than previous years and in comparison to other jurisdictions it has rapidly increased. In FY 2016 58 FTEs left, compared to 32 FTEs in FY 2015 and 22 FTEs in FY 2014. What was unique of those who left PWC in FY 2016 is that 11 were recruits and 10 FTEs left to go to other departments. In the previous 2 years 21 FTEs left to go to other departments, compared to 4 FTEs the previous 2 years combined (FY 2014 and FY 2013). Turnover for the jurisdictions that provided data have been as follows from FYs 2013 - 2016:




The below depicts volunteer membership for each jurisdiction FYs 2013 – 2016.




Accurate, historical reporting of the volunteer active operational membership is challenging because of the inconsistencies of how active operational members are defined and tracked.

# Benchmarking and Analysis - continued

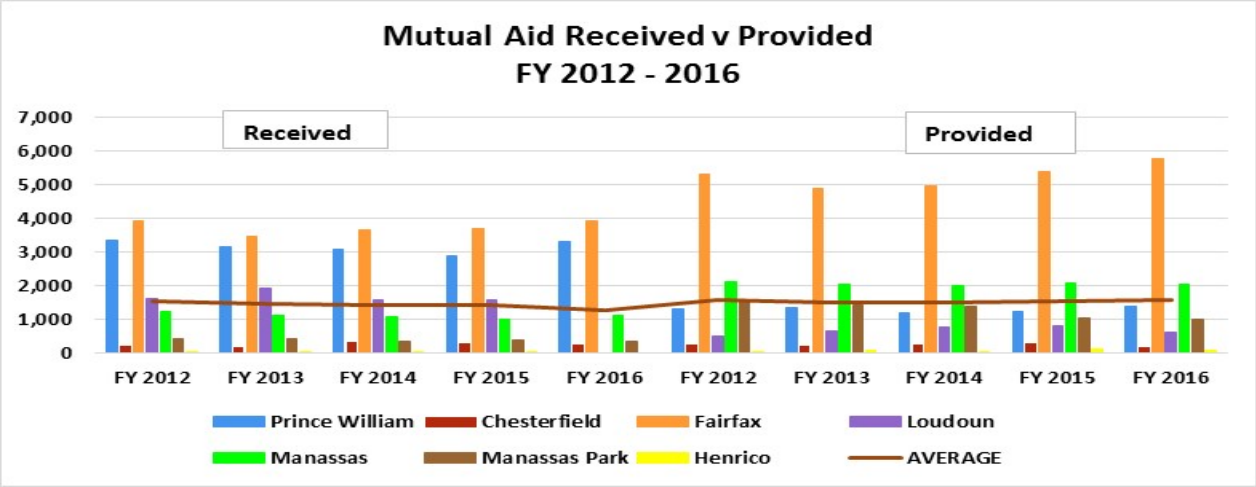
## Jurisdictional Benchmarking - continued

Operational Metrics – continued

*Mutual Aid*
There is state wide mutual aid in which all jurisdictions in Virginia can participate, and they can give and receive mutual aid nationwide through the Virginia Department of Emergency Management using the Emergency Management Assistance Compact.

In May 2016, Northern Virginia Response Systems commissioned a NoVa Fire and EMS Gap Assessment. This gap assessment report noted that not having a properly staffed unit in the field sets a dangerous precedent, especially for units providing mutual aid, as it does not guarantee the appropriate level of service that should in theory be provided. Adhering to a standard staffing guidelines such as *NFPA 1710 "helps ensure that the region is in alignment with the level of assistance that will arrive when requested,"* as per the NoVa Fire and EMS Gap Assessment. The expectation should be that because of how closely these NoVa jurisdictions work with each other to provide mutual aid, equal levels of support should be readily available from every participating jurisdiction.

The below table represents a historical depiction of mutual aid the County and the benchmarked jurisdictions have received and provided.




As shown above, PWC receives disproportionally higher levels of mutual aid than it provides. Mutual aid in PWC is inversely and consistently needed to provide services, despite being a larger jurisdiction. This may be an indication that staffing at certain locations or certain times may be lacking or that specialized services are required that cannot be supplied. Further investigation as to the nature of those calls, locations and times would be required to identify the root cause. If a station has the apparatus, it still may not be able to answer the call, due to insufficient staffing, they have had to rely on mutual aid.

On September 3, 2015, the Fire Chief from Fairfax County sent a letter to the PWC Fire Chief noting that mutual aid provided by Fairfax County to PWC increased over 50% from 2011. The recently retired Fire Chief from the City of Manassas has verbally commented on the disparity of mutual aid and that how the citizens needing aid are at risk if stations are not being able to respond accordingly.

While the jurisdictions included in this benchmark study indicated that they have procedures in place to staff when shortages occur (e.g. forced call in, overtime, etc.), relying on mutual aid is not a common use.

If a station does not have enough certified individuals to appropriately staff apparatus, that is essentially taxpayer dollars tied up in stations not being able to respond to calls, representing lost services to taxpayers and critical increased response time to citizens needing aid.

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking - continued

Operational Metrics – continued

*Mutual Aid - continued*

**Over-Reliance on Mutual Aid**

Some mutual aid assistance is planned. Major thoroughfares with restricted access may rely on mutual aid from nearby jurisdictions near the respective county lines for increased response time performance. These examples include (but not limited to):

- Fairfax County, Virginia – I-95 (southbound) and I-66 (westbound)
- Stafford County, Virginia – Interstate 95 (northbound)
- Fauquier County – Interstate 66 (eastbound)
- Charles County, Maryland – Potomac River

These same jurisdictions will rely on PWC for opposite direction assistance and it is assumed that the amount of calls between the counties will be equal. With the cities of Manassas and Manassas Park's proximity within PWC and common use of 911 Dispatch Center, in some instances it makes sense to dispatch to their jurisdictions, due to their physical close proximity to the call. However, it was not anticipated to consistently rely on mutual aid as has developed.

The FRA and County acknowledges mutual aid is an ongoing system-wide challenge, which generally can be divided into two sub-issues: *capacity* and *specialty apparatus*. On a quarterly basis, the FRA Chairman provides a report to the BOCS, which includes staffing statistics from the previous 2 quarters. Per review of the quarterly report submitted to the BOCS October 1, 2015 – December 31, 2015, there were numerous instances shift/apparatus staffing being insufficient (unstaffed and understaffed (below 80%)) for the prior 2 quarters.

*Capacity* – It is known that the FRA system is stressed both for career and volunteer ranks. Some stations in high density areas are in use much more frequently. With volunteer ranks decreasing in membership and PWC population increasing, there is a five year plan to increase staffing; however, this is being accomplished incrementally.

For example, Station 11 is one of the busiest stations with calls (4,253 total calls FY 2016) and relies on mutual aid frequently from the City of Manassas to respond to calls. It is anticipated that Station 22, currently in the planning phase, will reduce the number of calls by 50%, and is scheduled to have an engine company, medic unit and rescue company. These units collectively will reduce by half the number of incidents responded to in Station 11's first due area. However, this station is not scheduled to be operational until FY 2019.

*Specialty Apparatus* – PWC currently has one ladder truck and one heavy rescue apparatus (e.g. vehicle extrication, rope, confined space, trench and structural collapse rescue operations), staffed and available 24 hours a day. This specialized equipment is located:

- Station 23 – River Oaks, ladder truck
- Station 4 – Gainesville, heavy rescue

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking - continued

Operational Metrics – continued

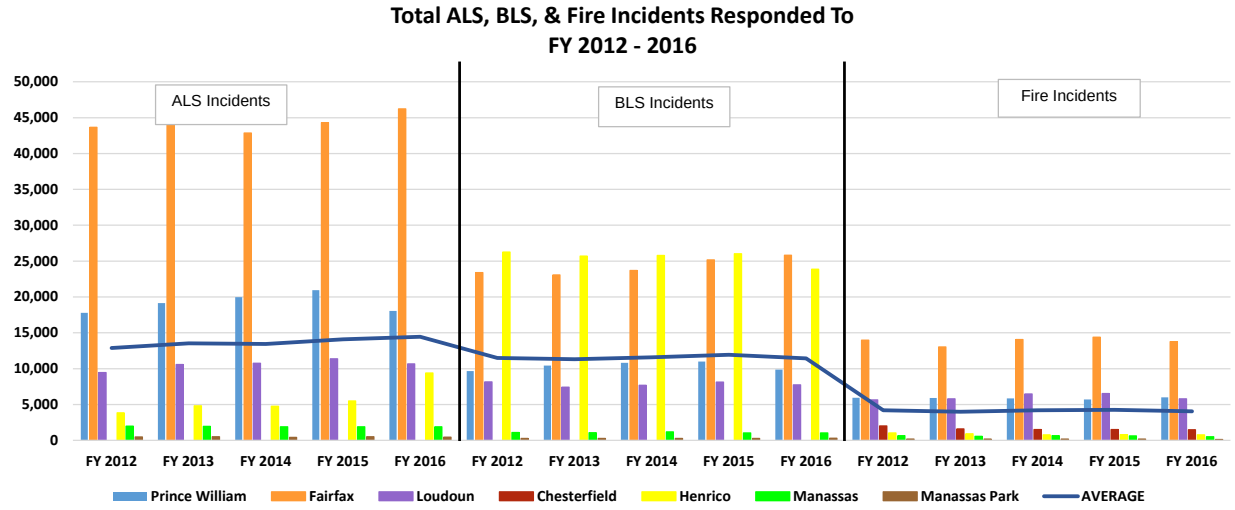
*Mutual Aid - continued*
However, these units may answer other calls unrelated to the specialized apparatus and skill if they are "first due". If another call comes in requiring this apparatus, they may be at another call, or at one incident which demands multiple specialty apparatus (such as a structure fire) creating a domino effect and resulting in the use of mutual aid from other jurisdictions, taking their specialized equipment out of service for use in their jurisdiction.

As part of the Five-Year Plan (beginning FY 2017), it is anticipated that PWC will have four ladder trucks and three heavy rescue apparatus for use 24/7. The anticipated rollout of equipment is as follows:

- FY 2017 - Rescue added to Station 6 – Coles;
- FY 2018 - Ladder truck added to the west end;
- FY 2019 - Conversion of an east end ladder truck and east end rescue from daytime to 24hr staffing status; and
- FY 2020 - Conversion of a west end ladder truck from daytime to 24hr staffing status.

*Types of Incidents*
Today, fire departments are called upon to provide their communities with a host of complex emergency response-related service offerings that go far beyond the scope of just fire suppression or rendering first aid. Fire departments are struggling to meet the demand for the increased number of service calls, as the nation's population increases, with a scarce population of firefighters and recruits. According to a report issued by the International Association of Fire Chiefs, being an effective firefighting professional in today's sophisticated society requires those men and women to be the "premier provider for different levels of emergency medical services" as well as be able to provide any other service not provided by the police department. This change has placed greater demands on the much needed volunteers.

The below is a representation of the advanced life support, basic life support and fire incidents the jurisdictions reported during FYs 2012 – 2016. It should be noted that incidents/calls may initially be dispatched as ALS; however they may be downgraded to a BLS call once on scene.




Advanced life support is an advanced set of algorithms and protocols that extend past Basic Life Support to further assist the injured or ill patient in opening up their airways, breathing and getting air throughout the body, and promoting blood circulation in emergency situations.

# Benchmarking and Analysis - continued

## Jurisdictional Benchmarking - continued

Operational Metrics – continued

*Mutual Aid - continued*
Basic life support is defined as a variety of noninvasive emergency procedures performed to assist in the immediate survival of a patient, including cardiopulmonary resuscitation, hemorrhage control, stabilization of fractures, spinal immobilization, and basic first aid.

While overall fire incidents have decreased, their complexity and difficulty has increased due to modern lightweight building construction, plastics used, open living spaces and overall building size. Growth in calls has come from emergency medical services. The need for additional, highly-skilled fire and medical personnel (particularly with experience in advanced medical skills) are required to complete the tasks requested of emergency personnel.

There has also been a growth in calls such as HAZMAT, swift water rescue and technical rescue (i.e. vehicle, rope, confined space, rench, and structural collapse).

# Appendix A
# Results/Answers Provided by Surveyed Jurisdictions

# Command Structure

## Do You Use Volunteers to Provide Fire and Rescue Services?

| Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|
| • Robust fire and rescue volunteer program<br>• Approx. one half of personnel are volunteers | • Volunteers are utilized with 12 volunteer departments | • Robust fire and rescue volunteer program<br>• There are 16 volunteer companies | • Robust volunteer system for fire and rescue | • No active recruitment of volunteers<br>• No volunteers are used to supplant career | • Utilize volunteers for fire and rescue<br>• Currently 2 stations/ companies with approximately 50 volunteers | • No volunteers in fire and rescue operations |

**Prince William, Fairfax, Loudoun, and Chesterfield Counties, along with the City of Manassas:** rely on volunteers for fire and rescue operations.

**Henrico County:** staffing is comprised of career, full-time positions. Anyone wishing to volunteer is encouraged to join their Henrico County Community Emergency Response Team ("HCCERT"), which provides training to citizens to help cope in the time period immediately following a disaster when local public safety resources may be overwhelmed. There are no plans to increase operational volunteers other than the HCCERT Program, with fewer than ten volunteers currently in the ranks. HCCERT's learn basic first aid, search and rescue, and fire suppression techniques. More importantly, HCCERT members learn disaster preparedness long before one occurs. By being prepared and knowing how to respond to a situation, a HCCERT member, family, friends, and co-workers will be able to cope with the stresses of a disaster.

# Command Structure - continued

## How are Volunteers Defined?

**Prince William County**

Active includes 3 criteria, cleared on an annual basis:

- NFPA 1582 Physical
- OSHA Questionnaire
- FIT Test
- FIT Test

**Fairfax County**

- Defined by the individual by-laws for the 12 vol depts
- Tracking of active volunteers through Volunteer Liaison Office

**Loudoun County**

- Met at least 80% of LOSAP criteria, measured annually in November

**Chesterfield County**

- Definition and qualifications for active designation based on role in organization

**Henrico County**

Remaining volunteers:

- Annual physical passed
- Show some level of participation during the year

**City of Manassas**

- NFPA 1582 Physical passed
- Reqs met for URS for position filled on a response unit

**City of Manassas Park**

- N/A

The definition of "volunteer" widely differs across the reporting groups. However, whether addressed through a department definition or through other ordinances, codes, or enacted guidance: regular attendance, uniform rank structure, certifications/training, and physical requirements generally must be met to remain with a volunteer company.

Membership for minors in the ranks is allowed by some of the jurisdictions polled, and the roles they can play vary. It is unknown if all have minors in their membership. The use of minors in various roles can be valuable in recruiting for volunteer companies in the long-term, as they potentially stay in the community and continue to serve with a return on the training investment long term. For the career ranks, this can serve as a springboard to hiring a career firefighter, EMT or paramedic. Many of the DFR career staff we spoke to during this analysis indicated they started as a volunteer before turning it into their full-time career.

**Prince William County:** has three criteria to be considered an active volunteer: cleared NFPA 1582 physical, completed OSHA questionnaire and cleared FitTest. However, this is not specifically noted in Chapter 9.1. Each volunteer company is required to submit monthly reporting (per state law) with the Clerk of the Court to indicate who on the roster is considered an active volunteer.

As part of this study, we conducted an anonymous survey to PWC volunteer company presidents and chiefs. Answers were varied to the actual definition of active members. Although it was not specifically noted in documents reviewed, this could be an additional requirement by the individual volunteer fire companies. Each volunteer company may have additional standards.

# Command Structure - continued

## How are Volunteers Defined? – continued

**Fairfax County**: an active member is defined as a current member of one of the twelve volunteer departments, who is in good standing as defined by their individual by-laws. An active member can be either “operational” or “administrative”. Besides the Volunteer Liaison Office keeping track of all active members in the county database, each volunteer department must submit a list of its members to the Clerk of the Fairfax County Circuit Court on a monthly basis.

**Loudoun County:** is transitioning from a static number of hours recorded/criteria met each November 1 calendar date to a live number when a CAD/RMS, smart technology system comes on-line. At that point, the “Active” definition may change and defined by a minimum number of hours per week. The system will identify active participants in operations or administration.

# Command Structure - continued

## How are Volunteers Defined? – continued

**Chesterfield County** has multiple classifications based on operational and non-operational volunteers.

| Fire Operations | | Rescue Operations | |
|---|---|---|---|
| **Operational Volunteers** - Members who meet minimum health, physical, training and performance standards commensurate with their classification and are approved to operate at emergency incidents. | **Non-Operational Volunteers** - Members who do not perform front-line emergency service activities or respond to emergency incidents but may serve in various support roles, typically at a fixed facility (i.e., fire administration, public safety training center, fire logistics warehouse, fire station). Upon successful completion of CFEMS division specific or volunteer fire company specific orientation and training, non-operational volunteers will begin their assignments. | **Volunteer Rescue Operational Volunteers** - Members who meet minimum training and performance standards commensurate with their classification and are approved to operate at emergency incidents. | **Non-Operational Volunteers** - Members who do not perform front-line emergency service activities or respond to emergency incidents but may serve in various support roles, as defined by the rescue squad (i.e., Administrative, logistics, building and grounds, etc.). |
| **Firefighters (VOL FF)** - Front-line operational members who are cross-trained and certified to perform both firefighting and emergency medical services duties. These members may participate as part of a functional firefighting crew and operate within an immediately dangerous to life and health (IDLH) environment. | **Administrative Support (VOL ADMIN SUPPORT)** - Tasks including but not limited to customer service, inter-departmental mail sorting and delivery, clerical and information systems technology assistance. | **Emergency Medical Services (VOL RS EMS)** - Front-line operational members who are trained and certified as an EMT-B, I, or P, and may practice according to their level of certification as approved by their EMS agency. | **Administrative Support (VOL RS ADMIN SUPPORT)** - Tasks including but not limited to customer service, clerical and information systems technology assistance, auxiliary member, administrative officer position or executive officer role. |
| **Emergency Medical Services (VOL EMS)** - Front-line operational members who are trained and certified to perform EMS duties only, and may practice according to their level of EMS certification and sanctioning by the operational medical director (OMD). These members may not operate in an IDLH atmosphere. | **Fire and Life Safety Public Education (VOL FLS PUB ED)** Delivery of fire and life safety education and injury prevention programs to schools, community groups and targeted audiences. | **Emergency Operations Support (VOL RS EO SUPPORT)** - Members who are not certified as an EMT- , I, or P, but have been approved by their agency to drive emergency apparatus or assist with patient care duties as assigned by their AIC/Officer. | |
| **Junior Firefighters (VOL JR FF)** - Members who are 16 and 17 years of age and do not meet the minimum age requirement to engage in any emergency activities as stipulated by the Commonwealth of Virginia, Department of Fire Programs and CFEMS Emergency Operation Procedure #17. Junior members may participate in limited training and response activities but may not enter IDLH atmospheres. | T**raining Instructor (VOL TRAINING INSTRUCTOR)** - Delivery of educational and technical training programs to career and/or volunteer fire and EMS members. | | |
| **Emergency Operations Support (VOL EO SUPPORT)** - Members who are neither trained nor certified to perform front-line firefighting or emergency patient care duties but may fulfill various support functions at incident scenes outside immediately dangerous to life or health (IDLH) atmospheres and hazard control perimeters. | L**ogistics Support (VOL LOGISTICS SUPPORT)** - Tasks including but not limited to inventory control, stocking and filling requisitions for supplies and equipment, fire station deliveries, transportation of members and equipment, as well as maintenance and repair of equipment. | | |

# Command Structure - continued

## How are Volunteers Defined? – continued

**Henrico County:** the traditional volunteer firefighter is not well represented and are changing to the CERT Program. No volunteers are cleared to do SCBA and included in fire attack operations, although they may be used for brush fire operations at the discretion of the incident commander. At no point are volunteers used to supplant career staff on fire apparatus.

**City of Manassas:** each volunteer must pass a NFPA 1582 physical. Additionally, each volunteer must pass the requirements of the detailed Uniform Rank Structure for each position on an apparatus. There are four separate tracks for EMT, EMT Officer, Fire Fighter and Fire Track Officer. The minimum requirements are the same for both volunteer and career.

# Command Structure - continued

## What is your Organizational Structure?

**Prince William County**

- FRA reports to BOCS
- Association with representation of DFR Chief, volunteer chiefs and presidents
- DFR reports to County Executive

**Fairfax County**

- Volunteers fall under the operations of the Fairfax County Fire Chief

**Loudoun County**

- System Chief reports to County Administrator
- Changed in 2014 from Association to Fire Chief
- Executive Committee to enable guidelines

**Chesterfield County**

- Fire, EM, CERT and related admin support fall under leadership and guidance of the fire chief.
- Rescue ops are semi-autonomous

**Henrico County**

- Traditional strong chief model with authority flowing to line management in three distinct branches

**City of Manassas**

- Fire Chief reports to City Manager
- Fire and Rescue Committee reports to the City Council and enacts SOPs

**City of Manassas Park**

- Traditional strong chief model with authority flowing to line management in three distinct branches

Structure of fire and rescue operations differed widely, even when volunteer companies were used in a jurisdiction. Governance stability of each organizational structure was also queried. Within the last 10 years, many jurisdictional governances have either been overhauled or had changes to the ordinance. **Prince William County** last had a change in 2009. In 2005 **Fairfax County** FRD added a third bureau to include Operations, Business Services and Personnel Services (previously Operations and Administration). The diversification of the organizational structure was necessitated by substantial growth in the department which had resulted in managers and division heads being outside the optimal span of control. An additional bureau is currently under consideration. **Henrico County** added Community Risk Reduction in 2010. **Loudoun County** also changed their organizational structure, effective July 2014. The change occurred as a result of a new Board and a reorganization was recommended. **Chesterfield County** had their first career firefighters in the 1970's and evolved in the 1990s to a career system with assistance from volunteers (primarily EMS). This was due to the changing demographics of a rapidly growing population with the decline in the number of fire volunteers.

**City of Manassas** had a change in 2010 with the establishment of a career department and career Chief in 2008.

**Prince William County:** FRA to provide for the coordination and provision of reliable and high quality fire, rescue and emergency medical services by the combined personnel of the DFR career staff the volunteer companies. The model includes an association and voting rights are assigned to specific individuals on the BOD and Executive Committee, as outlined above. There are no outside representatives on the FRA BOD or Executive Committee. The Chairman of the Board/DFR Chief sets the agenda but does not have voting rights, unless in the event of a tie or veto authority. The volunteer companies operate independently (but cooperatively) through an agreement with the Board of County Supervisors.

# Command Structure - continued

## What is your Organizational Structure? - continued

**Fairfax County:** operationally, the volunteers fall under the fire chief's authority. The fire chief delegates some of the authority for operational members to the respective volunteer chiefs. The volunteers must follow all rules and regulations of the Fire and Rescue Department ("FRD") that are not covered by the Volunteer Policies and Procedures. Administratively, the 12 volunteer departments are distinct private corporations. There is an organizational chain of command

**Loudoun County:** although volunteer operations participate equally through an association/committee, the ultimate accountability for successful operations falls to a strong fire chief. As part of operations, there is an executive committee comprised of volunteer members; however, the committee's objective is to provide counsel in regard to policies, procedures, strategic planning, finances, audits training requirements and system wide discipline. There are no individuals outside of fire and rescue operations on the board. They do not have direct authority, but provide guidance for the fire chief to take ultimate responsibility for successful enactment. This allows for a common code of conduct, policy and planning.

**Chesterfield County:** by charter all fire, emergency medical, community emergency response team and related administrative support for both career and volunteers fall under the leadership of the fire chief. Volunteer organizations exist (e.g. volunteer fire companies), however, there are no longer district volunteer chiefs in the overall organizational structure. Fire-based volunteers are supervised by volunteer coordinators who are either volunteer leaders elected by their members or are, more often, are career station captains who manage the volunteers assigned to their stations.

Four rescue squads fall under the organizational structure and all maintain semi-autonomous relationships with the fire department and each other. Three of the four squads serve under guidance and license of the same Operational Medical Director, a County employee. EMS is managed with integrated and coordinated response, patient care and transport. Coordination of effort and information sharing between Fire and EMS and the four squads is accomplished via the Emergency Medical System Advisory Council, which meets quarterly with both hospital representatives, as well as organizational representatives. Fire and EMS maintains memorandums of understanding with all four squads that outline the organizational relationships and responsibilities of each agency.

**Henrico County** and **City of Manassas Park** follow a traditional line management style with the fire chief as the lead and assistant/battalion chiefs for three distinct branches of operations.

**City of Manassas:** has a committee for governance, to engage in strategic planning, review operations, develop policies and oversight for the administration and coordination of fire and rescue services in the City. The committee consists of two volunteer members, two members of the volunteer rescue and two members of the fire and rescue department, and is chaired with one non-voting City Council member. The rescue squad and volunteer fire company may nominate two individuals each to serve on the committee. The Mayor shall appoint the non-voting member of the Council to the committee and City Council shall appoint the remaining members of the committee to serve at the pleasure of the Council. All except the Chair (City Council Member) have voting rights.

The fire chief has operational control over all day-to-day operations of the system and commanding use of all apparatus and equipment (regardless of how titled or marked) the coordination of shifts between career and volunteer crews, coordination with mutual aid jurisdictions the planning and implementation of training, insurance, incident and accident reporting and other administrative or operational details.

# Command Structure - continued

## What are the top three strengths and opportunities/challenges of your current governance structure over volunteer and career fire and rescue services?

**Note – Prince William County** was not included because earlier in 2016 the BOCS charged the County Executive, leading the DFR and FRA, to form a Steering Committee and prepare a Strengths, Weaknesses, Opportunities and Threats ("SWOT") Analysis. This was performed during April through July of this year, through a series of meetings to brainstorm each of the SWOT categories, with a second session ranking and voting on the individual elements within the SWOT categories. The SWOT analysis meetings were open to volunteer and career firefighters, along with the citizen population. Just under 4,000 comments were generated as part of this process. Results of the analysis will be used to guide further discussion regarding reform.

**Strengths**

| Jurisdiction | Identified Strengths |
|---|---|
| **Fairfax County** | • It is a "one-system, one-way;" the goal to ensure that both career and volunteer personnel have the same high level of training<br>• All county personnel are issued the same Personal Protective Equipment ("PPE") and almost completely standardized all the apparatus<br>• When a first responder shows up at a location, the residents should not notice any difference between a career or volunteer provider. |
| **Loudoun County** | • There is a level of accountability and decisions will be made. The board has one person to come to, for good or bad.<br>• It provides a code of conduct for volunteers and mirrors the career staff. It cuts out the antics and we can perform audits to ensure we are following it.<br>• Provides greater balance and have one system with common objectives<br>• Input from volunteer leadership was also requested:<br>• Primarily corrected the inadequacies of funding<br>• Galvanized attention of volunteer service to Board of Supervisors<br>• Gives a voice to the volunteers |
| **Chesterfield County** | • Having the delegated authority to make decisions and implement policy that benefits the entire organization and our citizens.<br>• The ability to coordinate efforts for the entire organization and not have to deal with stove piped, and separate (and disparate) volunteer organizations.<br>• Coordinated operations, integrated response, and a standard incident management structure allows for a single, focused organizational approach to providing services. |
| **Henrico County** | • Model is organized to handle external emergencies (operations), internal needs (administration) and community outreach and planning (community risk reduction).<br>• Allows for clear lines of communication through the sections to the fire chief.<br>• Allows for grouping of different operations who have the same goals such as training and HR, community education and the Fire Marshal's office and IT and Planning |
| **City of Manassas** | • City code clearly provides career chief with "operational authority" of incident operations and use and assignment of vehicles (some vague interpretations, however)<br>• City code clearly states vehicle ownership and control<br>• Operational equipment, vehicle and training budgets are consolidated and expenditures are through the city government purchasing process. |
| **City of Manassas Park** | • Response Time<br>• Service Delivery<br>• Accountability |

# Command Structure - continued

## What are the top three strengths and opportunities/challenges of your current governance structure over volunteer and career fire and rescue services? - continued

**Challenges/Opportunity**

| Jurisdiction | Identified Challenges/Opportunity |
|---|---|
| **Fairfax County** | • For volunteers, the amount of training hours required to be an EMT and then a FF, in addition to the yearly training.<br>• It is a time-consuming process for a volunteer FF to move up to Unit Officer and then Command Officer due to the amount of training and time involved.<br>• Many "old timers" and many new volunteers, but missing the mid-level volunteers to mentor the new recruits. |
| **Loudoun County** | • It takes longer to make a decision due to the time taken to seek input, but a decision will be made with an end point and one person is accountable.<br>• Need for adequate staffing on the administrative side. We have 1,200 volunteers we are responsible for. That is a tremendous effort.<br>• To preserve the volunteer system, we have moved to 12-hour shifts. This creates a challenge in retaining firefighters that move from a 24 hour to 12 hour shift.<br><br>Input from volunteer leadership was also requested:<br>• Perception of not having a real voice. Don't feel there is a person at headquarters who has it in best interest of the volunteers, along with a trust issue.<br>• Funding realities - Volunteers need to remember where the money comes from. Likewise, the County should have appreciation that while the volunteer system is struggling now with staffing, it saves the county/taxpayers millions of dollars. Model is if the volunteers went away tomorrow and county had to re-staff overnight, there is an additional $22-23M labor cost increase. Is the impact understood?<br>• Arbitrary additional training for those individuals who have been within the system a long time. |
| **Chesterfield County** | • Having the delegated authority to make decisions and implement policy that benefits the entire organization and our citizens.<br>• The ability to coordinate efforts for the entire organization and not have to deal with stove piped, and separate (and disparate) volunteer organizations.<br>• Coordinated operations, integrated response, and a standard incident management structure allows for a single, focused organizational approach to providing services |
| **Henrico County** | None provided |
| **City of Manassas** | • Need to provide the career chief the authority over volunteer personnel to assure uniformity and compliance throughout the system.<br>• The City needs more involvement and say so in who is accepted into operational membership at the volunteer departments.<br>• The Fire Rescue Committee needs to become advisory in function to the career chief and membership more aligned with operational service provided (i.e. career department assures over 75% of the operational staffing and response, but in the current system only has 33% representation.) |
| **City of Manassas Park** | • Advanced Training<br>• Career Advancement<br>• Effective Communications with all personnel |

# Hiring, Training and Certification

## What is the Selection/Hiring Process for Volunteers/Career? Are They Held to the Same Standard? In Recruitment, How Do You Promote Diversity?

| Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|
| • Each volunteer company has individual procedures<br>• Defined process for career | • Standards are similar to career process (see below) | • SWP 2011 dictates each VC must pass background check.<br>• Each VC has individual procedures (see below) | • Volunteers held to similar standard | • HCERT is offered and available to anyone that registers | • DNP | • DNP |

**Prince William County:** each individual company has their own hiring practices/standards. For recruitment, each survey respondent indicated they have multiple methods but websites, word of mouth, community events, postcards, and posted notices are generally used for recruitment.

For hiring practices, each volunteer company generally has an application process, criminal check, NFPA 1582 physical and is voted in by membership. The volunteer companies can use PWC's employee health services and some have opted to do so. It is unclear if any volunteer companies are doing candidate physical abilities tests ("CPAT"), polygraphs or psychological testing.

In order to hire diversity, the County's DFR recently ran radio ads in Spanish and has also participated in minority recruiting fairs.

**Fairfax County:** requires volunteers to complete the same standard paperwork issued by the Volunteer Liaison. Intake procedures may vary by volunteer company. Once complete, fingerprinting and a standard FBI background check is run through the Virginia State Police. Unlike career applicants, a polygraph and psychological exam is not required. Other standards are the same. Once they are approved by the FRD Office of Professional Standards, they can begin the training process. For diversity, the mission of the Recruitment Section is to provide the Fire and Rescue Department with a group of qualified candidates that reflect the diversity of the community. This effort is accomplished by consistently championing the department and profession through an effective community outreach program. They are committed to valuing and respecting every individual with whom they have the opportunity to interact.

# Hiring, Training and Certification - continued

## What is the Selection/Hiring Process for Volunteers/Career? Are They Held to the Same Standard? In Recruitment, How Do You Promote Diversity? – continued

**Loudoun County:** each volunteer company has their own procedure for screening and hiring volunteers. System Wide Procedure ("SWP") 2011 dictates that all new volunteers must pass a background check and background check criteria. The responsibility to conduct the background check is that of the volunteer company and must attest to the clearance of the background check. There is a list within the SWP of what is an absolute disqualifier and other disqualifiers, including areas for additional scrutiny. Once backgrounds checks are done a letter goes to the volunteer company chief to confirm completion and clearance of background. At this time, they offer screening one backgrounds, similar to career personnel's backgrounds, for free to all volunteer companies. Eleven of 15 companies utilize LCFR background process with two currently reviewing the process with their boards to possibly transition to the county background processes. Annual driving checks for the volunteer companies are offered as a free service to the volunteers by the DMV and most still use the DMV for driving backgrounds.

There is a new system wide procedure for candidate and incumbent volunteer physicals. New volunteers are required to complete an NFPA 1582 for Firefighters and an OSHA physical for EMTs. After the first year volunteers have the option for annual physicals.

Volunteers use an online appointment scheduling program, similar to career, which is utilized by their contracted Occupational Health Center. The online software was purchased by LCFR and the County gave the Occupational Health Center administrative rights to see the back end of the program, to download appointments. The scheduling program lets the volunteer applicant set their own appointment, reducing follow up to secure an appointment.

Once the volunteer clears the physical and background check, then the individual volunteer company has their own process to "vote them in". Currently, votes in electronic forms are completed for LCFR to enter them in Fire-Rescue Points System and issue an ID. This will change with the new CAD/RMS. It is expected that the company automation officer will enter the new members and LCFR will "activate" them once all criteria for affiliation are met.

**Chesterfield County:** volunteers are held to a similar hiring standard. However, career firefighter background investigations are more in depth to include reference checks conducted by Chesterfield EMS Human Resources personnel. They have defined differing parameters of what a person is required to have in order to be firefighter, volunteer firefighter and rescue squad. Depending on the classification of volunteer, variances may exist. If a junior member/minor is recruited, additional steps must be taken, such as the parent/guardian being involved in the process and parental consent forms signed. There is a written policy that addresses both career and volunteer recruits. To promote diversity in the workforce, "Chesterfield Fire and EMS promotes equal employment opportunities for all persons in the workforce ensuring there are no real or artificial barriers that limit opportunities. In standing with our reputation for excellence, we strive to be a model workplace where everyone has an equal opportunity for including and to make a difference. This statement on diversity is the guiding standard for the department's recruitment and retention committee. This group of 12 firefighters and officers identifies ways to communicate employment opportunities with CFEMS and participates in community events and job fairs, especially those that will help build awareness and understanding within minority populations."

**Henrico County:** only accepts volunteers into the Henrico CERT program. Per the description on their website, the program provides training to citizens to help cope in the time period immediately following a disaster when local public safety resources may be overwhelmed. HCCERT's learn basic first aid, search and rescue, and fire suppression techniques. At no point are any volunteers cleared to don SCBA and be included on fire attack operations.

# Hiring, Training and Certification - continued

## How are Active Volunteers Monitored for Compliance with Training/Certifications?

**Prince William County**

- Certification Board semi-annual audits
- PWC Training Academy and individual volunteer company monitoring

**Fairfax County**

- Multiple systems monitor compliance

**Loudoun County**

- Audit
- Smart technology

**Chesterfield County**

- Electronically through Learning Mgt System (LMS)

**Henrico County**

- HCERT is provided by and monitored by the HFD Training Academy

**City of Manassas**

- Centralized maintenance of all training files

**City of Manassas Park**

- N/A

**Prince William County:** relies on the individual volunteer companies and the PWC Training Academy to maintain records. If training is taken at the Training Academy, records will be maintained of the class/certification and if the volunteer companies send records to the Training Academy for outsourced training, the records will also be maintained at the Training Academy. Semi-annual audits are to be performed per PWC's FRA URS policy, effective January 1, 2015. One audit has occurred in that time period (October, 2015); however, only officer certification was reviewed; not rank and file members. Currently only aggregated officer URS reports are generated, although reports are under development for rank and file members.

In June 2015, a Computer Aided Dispatch ("CAD" via Motorola Premier One) system was installed in PWC Public Safety Communications Center ("Dispatch"). Agency Web is used to roster the units and feeds to CAD (both apparatus and operational personnel). The previous equipment was phased out due to its age, 15 years. It was purchased as part of a CAD and records management system purchase that spans all of public safety for $16.5M, with $600K from a grant. The two systems are interconnected and the technology can allow the system to flag and prevent operational personnel from rostering in specific positions on apparatus based on their certifications, ensuring properly credentialed individuals are placed on the correct apparatus.

Although the systems do interconnect and the functionality exists in the system, Agency Web is not currently enabled within the PWC system (by design) to flag and prevent individuals not properly certified from being placed on apparatus they are not certified for. The volunteer companies indicated utilizing tracking software, volunteer management system ("VMS"), reporting per the PWC Training Academy, excel spreadsheets or emails to monitor certification. It is currently up to the individual volunteer company leadership to ensure certifications are met and staffing apparatus has the required certifications.

Volunteer presidents and chiefs that responded to our survey indicated some use a tracking software (VMS) or excel spreadsheets, Training Division or emails to monitor.

# Hiring, Training and Certification - continued

## How are Active Volunteers Monitored for Compliance with Training/Certifications? – continued

**Fairfax County:** monitors volunteers with a combination Volunteer Management System ("VMS") and the county's personnel and a training databases. Two systems, the county database and VMS, are able to port data with each other. VMS monitors and manages all the certifications, statuses, physicals, training, and shift scheduling.

**Loudoun County:** is moving toward a CAD system, training and corresponding certifications will be entered into the CAD system for specific positions. If they do not have the proper training/certification identified in the system, they will not be dispatched on a specific apparatus.

**Chesterfield County:** maintains an overarching training policy that outlines minimum training requirements for operational personnel. There are some differences in training requirements for certain volunteer members based on the operational role and status in the organization.

Training compliance is monitored through the department's Learning Management System ("LMS" Target Solutions). Additional compliance tasks (e.g. audits and checks) are performed by the volunteer coordinators within each station. Members who fail out of compliance or are inactive in training are notified and attempts are made to bring them into compliance. Failure to remain compliant with ongoing and or recertification training may result in the member being removed from active duty (operational status).

**Henrico County:** only accepts volunteers into the HCERT program. At no point are any volunteers cleared to don SCBA and be included on fire attack operations.

**City of Manassas:** has centralized maintenance of all training files, for both career and volunteer. Check off sheets are used and the City is responsible to schedule all medical physicals.

# Hiring, Training and Certification - continued

## How is Training Provided (In House/Out Sourced)? Are the Commonwealth Standards for Training Followed or Have You Adopted Additional/Higher Standards?

| Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|
| • Provided through the PWC Training Academy<br>• Some higher standards for specific training | • Initial and ongoing training provided through in-house training | • Training provided in-house at LC Training Facility for FF and EMS<br>• Some higher standards for specific training | • Career and volunteer training provided through CC Public Safety Facilities<br>• Commonwealth standards adopted minimum | • Training is in house<br>• Commonwealth standards followed | • Combination of outsourced and in house training<br>• Specific URS has been adopted | • Contracts with PWC Training Academy for AEC and EMS<br>• Follow standards of Commonwealth VDFP and NFPA |

**Prince William County:** has a training academy for volunteer and career training, for both initial and ongoing training. The PWC Training Academy is for both Police, Fire and Rescue Departments and they also hold joint training, as they increasingly work together at active incidents (e.g. active shooter). For initial training, career personnel train for 42 hours per week for six months. Volunteers train for three hours in the evening, Saturdays and Sundays for four months.

In order to be promoted, specific training certifications must be attained. The training structure is outlined in the URS. For example, before a firefighter can become a driver/operator, there are specific classes to be passed and also depends what type of apparatus (e.g. engine, tower/truck, etc.) The training curriculum is vetted and approved by the FRA, through the Certification Board sub-committee. The Certification Board is comprised of the following:

- Chair – Volunteer company chief
- Member – Volunteer company EMS officer
- Member – Volunteer company EMS provider
- Member – Volunteer company fire officer
- Member – Volunteer company firefighter
- Member – DFR fire officer
- Member – DFR firefighter
- Member – Training advisory committee member
- Member – EMS advisory committee member
- Member – PWCDFR staff

# Hiring, Training and Certification - continued

## How is Training Provided (In House/Out Sourced)? Are the Commonwealth Standards for Training Followed or Have You Adopted Additional/Higher Standards? – continued

The FRA had adopted Policy 4.5.1 *Uniform Rank Structure* that defines the required minimum certifications by position and rank for all fire/rescue companies in Prince William County through Res. 13-73 dated October 16, 2013 with an implementation date of January 1, 2015. The FRA granted an extension to incumbent members through June 30, 2017, via Res. 14-61 dated November 19, 2014. New hires are held to the new standards. For some courses, there are higher standards than the state minimum, such as Firefighter I and II and Mayday Firefighter Down.

Volunteers are encouraged to go to the PWC Training Academy. However, it is not required. Some opt to pay for their training elsewhere. Of the survey respondents, most indicated they did use the Training Academy for at least some of their training. If they indicated they send their members elsewhere, timing and location were indicated as the reasons for using alternative facilities. Volunteer responses to surveys indicated they send their volunteers for initial and ongoing training when it was held.

Universally, in interviews with volunteer chiefs for both PWC and Loudoun County, training is one of their biggest challenges. Per the volunteers, as part of volunteer recruiting, it is important that, as soon as an individual expresses an interest to becoming a volunteer, they begin the process, which includes training. If they must wait several weeks to begin the process, interest may be lost.

Other concerns include the location and training hours. With increases in training on a national standard, Commonwealth ordinances and the individual jurisdictions, this places a burden on recruiting and retention. In some instances, a class may change, resulting in all individuals needing recertification, when it was a small percentage of the class curriculum. This is also expressed nationally as one of the biggest reasons for the decline in volunteer population.

**Fairfax County:** provides training through their own training academy for both initial training for career and volunteer personnel and ongoing training.

**Loudoun County:** offers training for both volunteer and career at their facility. Volunteers are discouraged to go elsewhere for training as they want them to go through LC training for consistency. One volunteer chief expressed they have a very good training academy. Initial training for career is 7-3, M-F for six months. For volunteers, the training consists of Firefighters I & II classes and HazMat class, run concurrently on nights and weekends. For Loudoun County, volunteers may choose a track to specialize: fire, EMS or both. The initial training does not require them to complete both Fire and EMS, as career are mandated. For on-going training, it can be on-line where applicable or may be offered as a special course at our facility. LC believes it cannot make the volunteers go to additional training above the mandated training. They also have some higher standards for specific training, such as May Day Training and LP Gas.

# Hiring, Training and Certification - continued

## How is Training Provided (In House/Out Sourced)? Are the Commonwealth Standards for Training Followed or Have You Adopted Additional/Higher Standards? – continued

**Chesterfield County:** provides both initial and ongoing training for fire and rescue EMS volunteers. Career and fire operations volunteer personnel attend a comprehensive recruit school that provides them with EMT-B, VDFP (ProBoard) Firefighter II, and Hazardous Materials - Operations certifications. Career personnel attend recruit school fulltime and they graduate in 18-19 weeks. Volunteer personnel attend recruit school on nights and weekends with this format lasting approximately nine months.

Volunteer rescue squad members are welcome to attend initial EMT-B training and advanced life support courses, for both initial certifications and ongoing continuing education requirements. Rescue squad members may also attend EMS continuing education classes and have attended advanced certification (ex. paramedic) courses with career personnel.

Ongoing training for both career and volunteer firefighters consists of both bi-annual in-service training (approximately 7 hours) as well as on-line training via the Target Solutions LMS.

All classroom based and physical training is provided at two public safety training facilities within the county. One facility is a joint fire-police academic building and the other is a physical training facility with a Class A, Class B, and various training props. A training tower is currently under construction as well.

Commonwealth standards are followed as a minimum. The standards are outlined in a Department Policy, “Training Standards for Uniformed Personnel.”

**Henrico County:** provides a 28-week recruit school administered by internal Henrico Fire Training staff. Commonwealth standards for firefighter level training are followed.

**City of Manassas:** for initial career training, they hire personnel already possessing certifications. For initial volunteer training they are sent to regionally offered fire and EMS courses. For ongoing training, the City provides EMS CMEs in conjunction with **Manassas Park**. Outsourced training is provided by **Prince William, Fairfax, Fauquier, and Loudoun counties**.

# Purchasing, Assets and Risk Management

## How is Insurance Handled for Volunteer Operations/Assets?

**Prince William County**

- All coverage is purchased by the volunteer company
- Recent monitoring of insurance/ losses by County

**Fairfax County**

- Most insurance is purchased and monitored by County Risk Mgt.

**Loudoun County**

- Purchases WC coverage for volunteers
- AD&D is purchased by County
- All other insurance is purchased by the volunteer company

**Chesterfield County**

- Aggregated risk management program

**Henrico County**

- All insurance is purchased by the County

**City of Manassas**

- Commercial auto is jointly purchased
- All other coverage is purchased by the VC

City of Manassas Park

- N/A

Insurance for fire and rescue operations can be some of the most expensive due to the nature of work performed. Although many jurisdictions have the volunteer company's purchasing some insurance, it varies by coverage. However, it appears to be tracked by the jurisdiction in some manner.

With individual volunteer company policies, the heightened risk is the potential coverage lapses that may occur due to gaps in coverage forms, conditions and exclusions or policy limits will not attach at the appropriate point. Insurance costs may also be higher as the jurisdictions are not taking advantage of incremental decreases in premiums per dollar or unit cost amounts that insurers will offer with a larger, singular risk rather than several smaller, homogeneous type risks.

The Commonwealth jurisdictions are able to use sovereign immunity as a defense (lowering liability costs); however, this cannot always be provided as a defense (e.g. vehicle accident while returning to the fire station after a fire). By siloing the insurance costs, the jurisdiction does not have a true understanding of the jurisdiction cost of risk.

**Prince William County:** has a decentralized approach to risk with volunteers; however, PWC recently contracted with a common broker (effective 11/1/16) for the FRA, including both volunteer companies and the DFR. Each volunteer company will continue to procure their own coverages they deem necessary; but will be monitored by the PWC Department of Risk Management. Centralized tracking of losses, along with coordination of coverages will help to ensure there are no gaps in coverage, potentially placing the County with additional exposure or overlapping of coverage, resulting in unnecessary premium payment.

# Purchasing, Assets and Risk Management - continued

## How is Insurance Handled for Volunteer Operations/Assets? - continued

**Fairfax County:** insures all its vehicles and apparatus (county or volunteer owned) under a joint policy. In lieu of traditional worker's compensation coverage, the county purchases a separate accident policy for the volunteers with a maximum limit of $500K. Fairfax County Risk Management tracks all losses and claims that are reported, regardless of volunteer or career. This includes vehicle accidents, injuries, citizen property damage and injuries, etc. The only insurance purchased by the volunteer departments is to cover the individual departments for liability, or structures owned by the individual volunteer departments.

**Loudoun County:** provides worker's compensation coverage to the volunteers. There is also an Accidental Disability and Death policy that is purchased by the County for volunteers. These programs are managed and monitored by the County Risk Management Department. For all other coverages (commercial auto, property, etc.), the volunteer companies purchase their own. There has been discussion about centralizing these coverages.

**Chesterfield County:** manages volunteer losses through its Risk Management function. All losses are monitored, whether career or volunteer. Operational volunteers are covered by a Volunteer Accident & Health Coverage Policy, obtained by Chesterfield Fire and EMS through the Hartford Insurance Company for injuries or certain illnesses sustained while on-duty as a volunteer. Any disability resulting in loss of work at the volunteer's regular job must be indicated on the claim form. The insurance company will reimburse for lost work time in the amount stated in the insurance policy. If the injured volunteer is released to light duty, the disability payments will cease. If injured, the volunteer must immediately notify the officer in charge. The officer in charge should pull the volunteer injury packet and complete the "Supervisor's Investigation Report of Volunteer Injury" form and provide the employee with the Hartford life and accident insurance form, titled "Volunteer Firefighters Accident and Health Claim Notice". There are medical providers

For collision or vehicle physical damage, the Resource Management Division (RMD) handles all apparatus, vehicle, and equipment damage claims for both career and volunteer apparatus and assets. The Volunteer Firemen's Insurance Services, Inc. (VFIS) is the current insurance company and they require notification anytime Chesterfield Fire and EMS apparatus, vehicles, equipment or property are damaged or involved in an accident or incident (career or volunteer). As an integrated system, all fire department personnel are held to the same process and standards. VFIS is also notified anytime property is stolen, lost or damaged. Losses and damages are assessed for the aforementioned for claim relevance. Typically, damage valued at $50 or less is absorbed for internal repair and insurance claims are not submitted. However, damages of any amount are often tracked to ensure that proper tracking of occurrences are noted. This is especially relevant for tracking the vehicle history (akin to an internal CARFAX) to assess what is or has occurred up-until the point of preventative or unplanned maintenance events. Un-submitted documentation can always be submitted for a claim upon the realization that the $50 threshold is exceeded or upon receiving formal claims adjustments that reclassify previous damage or loss as exceeding thresholds. Most incidences of damage will result in a claim form submission to our Risk Management office.

# Purchasing, Assets and Risk Management - continued

## How are Large Purchases Made and Who Owns the Assets of the Volunteer Fire Department?

| Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|
| • VC owns the assets<br>• VC equipment is funded by levy and privately raised funds<br>• Purchases enabled by County and Equipment Committee | • Multiple funding mechanisms used<br>• Stations are owned by the VC<br>• Vehicles purchased by the VC are titled in their name | • VC owns the assets, with protection to the County<br>• County has minimum standards for equipment | • Assets owned by the County<br>• Bids and purchases managed by the County Purchasing Dept. | • Apparatus Committee<br>• County Purchasing generates RFP and scored by Apparatus and Purchasing Depts.<br>• Assets owned by County | • Funding includes fire levy and dedicated EMS fund<br>• Ownership of vehicles in transition | • No VCs so all City owned<br>• Includes Government Procurement Process<br>• Usually a ridable state contract (RFP) |

Answers provided by each jurisdiction were consistent on real property, as owned by the volunteer company. However, vehicles and other equipment varied and the funding mechanism differed.

**Prince William County:** a fire levy provides operating funds along with privately raised funds (i.e. bingo, hall rental, etc.) Purchases are enabled by the County Purchasing. The volunteer company will decide what and when to purchase; PWC Purchasing Division will provide the mechanism to purchase. The FRA has a Minimum Apparatus Standards document for each piece to ensure safety and that each volunteer company goes through the Committee. Once the volunteer company indicates they are making a purchase, Purchasing will find an existing contract or develop an RFP or RFB, with a dedicated contract specialist for FRA. The equipment is owned by the volunteer company.

The Board of County Supervisors is enabled via Chapter 9.1 for sole authorization to oversee fire and rescue operations. The volunteer companies are individually established organizations as a 501(c) (3) or 501(c)(4), creating a firewall between the entities. Should a volunteer company become insolvent or have other financial distress, mortgaged assets could be auctioned or forfeited in bankruptcy or defaults on loans. On occasion, some volunteer companies have lost their 501(c)(3) or 501(c)(4) status, placing the volunteer company as a free-standing corporation. If a volunteer company defaults on loans, County funds could conceivably be forfeited if equipment is auctioned or other bankruptcy issues exist.

If a volunteer company dissolves, there are provisions addressing dissolution of assets within Chapter 9.1. Assets purchased (in whole or part), are to be vested to the Board of County Supervisors and remain with the County. In the past 10 years, for disbanded volunteer companies there have been varying degrees of issue with return of assets, including a lawsuit filed and refusal to transfer property with the volunteer company claiming ownership and requesting payment of fair market value, essentially paying twice for the assets.

# Purchasing, Assets and Risk Management - continued

## How are Large Purchases Made and Who Owns the Assets of the Volunteer Fire Department? - continued

The most recent volunteer company required to transfer assets, Evergreen Volunteer Fire Department and Rescue Squad, was transferred in January, 2016. To date, despite the provisions set forth in Chapter 9.1, real property has not been transferred to the County, claiming ownership. Any attempts to settle thus far include the County paying "fair market value". It should be noted the apparatus titles have been transferred to the County and they have not prohibited the County running calls out of the station..

**Fairfax County:** volunteer companies own the following equipment: 91 vehicles, 19 engines, 2 trucks, 33 ambulances, 2 heavy rescues, 4 canteens and other assorted vehicles (e.g. SUVs, utility vehicles, volunteer chief vehicles, etc.)

In addition to volunteer fundraising, each of the 12 volunteer departments also receives $25,000 per year to help offset the cost of the apparatus. The volunteers own eight of the stations and have a presence in seven county-owned facilities. All repairs, insurance (except liability insurance) and fuel are covered by Fairfax County. Due to the high cost of heavy apparatus, for two of the volunteer units, the county has entered into a partnership on the volunteer companies to co-own the apparatus with a 51%/49% (volunteer company/County, respectively) split.

In order to provide adequate and stable funding the ambulance and large vehicle replacement reserve was established. Funds contributed annually from FRD's general fund are earmarked specifically for the purchase of specialized FRD vehicles. Apparatus replacement is based on established vehicle replacement criteria and vehicle surveys managed in partnership with the Department of Vehicle Services. The FRD, in cooperation with the Department of Purchasing and Supply Management, continually works to identify vendors with the best product for the best price.

To take advantage of cost efficiencies, the County routinely searches nationwide to identify existing contracts that offer products meeting county requirements. In cases where acceptable existing contracts cannot be found, the county will request competitive vendor bids in accordance with county purchasing regulations. In general, both volunteer and county purchases are completed through this process.

**Loudoun County:** provides a flat $6.379M in funding to the Volunteer Board. To protect public funds, the County has a mechanism to ensure if a volunteer company goes bankrupt, a security and lien agreement is in place. There is an ordinance that, if in the event of a dissolution of a volunteer company, the County and volunteer company may execute an option agreement that grants the County (at the County's election) the rights to acquire all volunteer company assets with a pre-defined method to assess value.

The volunteer companies go through the County for large purchases. There are minimum standards for tankers and engines. Other item's (e.g. ambulances and ladder trucks) minimum/maximum standards have not been developed. They may purchase a more elaborate version, but will only be reimbursed for the standards set by the County. For smaller cost items, the volunteer companies can go through the County to secure pricing discounts and some do for various items. For example, five volunteer companies go through the county for fuel purchase.

**Chesterfield County:** Fire and EMS fleet is managed by the CFEMS Resource Management Division (RMD) and all vehicles and apparatus are owned by the County. Apparatus specifications are developed by a Standard Apparatus Committee that includes members from RMD, county Fleet Management, and operational personnel. They design apparatus knowing that each engine and ladder truck will need to be able to fit in fire stations and apparatus bays of all dimensions and heights. Fleet flexibility is crucial.

Apparatus purchases and rotations based on age, mileage and wear are coordinated by RMD. Purchases are completed through the competitive bid process under the direction of the Chesterfield County Purchasing department to ensure compliance with Virginia Public Procurement Act. Rotations and repairs are the responsibility of a lieutenant serving as apparatus coordinator within the RMD. Volunteer companies may choose to purchase new apparatus ahead of the standard apparatus replacement schedule and add optional equipment to the apparatus at their expense; however, the vehicle becomes property of Chesterfield County and is titled as such.

# Purchasing, Assets and Risk Management - continued

## How are Large Purchases Made and Who Owns the Assets of the Volunteer Fire Department? – continued

**Henrico County:** owns their assets, as they have a low number of volunteers. The division has an apparatus committee that generates a specification for the type of equipment being purchased. Once approved by the fire chief, the specification is sent to the county purchasing department for review and eventual posting as a request for bid. Once bids are received they are scored by a committee of purchasing and apparatus members for responsiveness to the letter of the bid. Selection of the lowest responsible bidder is then made. There are cases where equipment is purchased cooperatively from contracts of other localities.

**City of Manassas:** is transitioning ownership from the volunteer companies to City-owned. New vehicles are owned by the City and approximately 50% are owned between the City and volunteer companies. Rescue operations are somewhat gray, as the City has provided funding for the mortgage and upkeep of building. There is an adopted and received endorsement from the City Council of a Fleet Plan which identifies the planned replacement schedules for all vehicles. This is funded with the dedication of the $.01 of the fire rescue levy and a designated amount (currently $95K from EMS fee revenue). As mentioned previously, all new vehicles are owned by the city as required by the city code. The volunteers may acquire support vehicles, but hey must be funded and paid for using the non-city funds.

# Standards, Policies and Procedures

## For Emergency Medical Services, What is the Minimum Certification for Each Apparatus Level of Care?

| Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|
| • FRA standard depends on apparatus (see below) | • Depends on the apparatus<br>• All apparatus have one ALS provider minimally | • Different standard between ALS and BLS between volunteer and career | • All career and volunteers are minimally certified to EMT-B<br>• Other provisions apply (see below) | • Fire Suppression Personnel staffed at EMT-B level minimally<br>• Strive to have one ALS provider per unit | • Depends on the apparatus (see below) | • Different standard, depending on apparatus |

Generally, ALS calls are minimally staffed by EMT-P and/or EMT-I positions, depending on jurisdiction unless specified.

**Prince William County:** has minimum standards outlined in an FRA policy, Local Response Plan.

- Ambulance - A qualified driver and an attendant-in-charge. The attendant-in-charge must minimally be an active OMD endorsed BLS provider.
- Medic Unit – A qualified driver, an attendant and an attendant-in-charge. The qualified driver can dually serve as the attendant if qualified as an active OMD endorsed BLS provider. The attendant-in-charge must be an active OMD endorsed ALS provider. The staffing goal is two active OMD endorsed ALS providers.

Prior to enactment of Chapter 9.1, the DFR had a policy they still adhere to. For ALS calls, the minimum is two ALS endorsed personnel. For engines, all must be EMTs at a minimum.

**Fairfax County:** has minimum standards outlined below:

- All 42 medical transport units are staffed with a minimum of one ALS firefighter and one BLS firefighter
- All 38 engine companies are staffed with a minimum of one ALS firefighter and three BLS firefighters
- Four heavy rescue units are staffed with a minimum of one ALS firefighter and three BLS firefighters, and four heavy rescue units are staffed with a minimum of four BLS firefighters
- All 14 truck companies will be staffed with a minimum of one ALS firefighter and three BLS firefighters (effective 8/1/16)

# Standards, Policies and Procedures - continued

## For Emergency Medical Services, What is the Minimum Certification for Each Apparatus Level of Care? – continued

**Loudoun County:** the differences are outlined below:

- BLS – Volunteer includes one driver with EVOC and one EMT. For Career, minimum standard is two EMTs
- ALS – Volunteer and Career minimum standards are the same which includes two EMTs and one ALS (EMT-I or Paramedic)

**Chesterfield County:** all operations personnel, including fire volunteers, are expected to be minimally certified to EMT-B. All career staffed units (engines, trucks, and medics) are staffed (minimally) with EMT-B personnel. Each career station is staffed with at least one ALS provider for each tour. If only one ALS provider is on duty (which is rare), the company officer has the latitude to decide which piece of apparatus the ALS provider rides on (engine or medic).

Rescue squads may staff with BLS or ALS personnel. Since this is a fully integrated EMS system, the appropriate 'system' resources are dispatched based on the call type (ALS versus BLS), call location, and unit capabilities (ALS versus BLS). For example, a BLS staffed rescue squad transport unit responding to an ALS call type will receive an ALS staffed engine to supplement the response.

**Henrico County:** has all fire suppression personnel minimally certified with EMT-B; therefore, all equipment is staffed at a minimum to a BLS level. They employ over 200 ALS providers assigned to operations and strive to have one ALS provider per unit. All Division of Fire ambulances are staffed as ALS.

**City of Manassas:** the medic unit has one OMD endorsed ALS provider and one OMD endorsed BLS provider. For a Basic Unit, it is staffed with one OMD endorsed BLS provider and qualified ambulance driver (i.e. CPR, HazMat awareness, Infection Control, HIPPA, NIMS 100, 200, 700 and 800, EVOC III). The engine requires the officer at a minimum to be an OMD endorsed BLS provider. Because the Ladder Truck and Heavy Rescue are staffed with career personnel, they are all OMD endorsed BLS providers at a minimum.

**City of Manassas Park:** the Medic Unit 1 is staffed with ALS personnel and one BLS minimum with goal of two ALS daily. For suppression units, it is staffed minimally BLS-certified with a daily goal of one ALS-certified personnel. Their standard is attained 94% of the time.

## Standards, Policies and Procedures - continued

### Do You Subscribe to the NFPA Standard 17.10, 17.20 Or Some Other Standard?

**Prince William County**
- NFPA 17.10
- Some VCs use 17.20

**Fairfax County**
- FRD subscribes to meeting the standards of NFPA 17.10 & NFPA 17.20

**Loudoun County**
- NFPA 17.20, however is working towards NFPA 17.10

**Chesterfield County**
- Use NFPA 17.10 but do not strictly adhere to it

**Henrico County**
- NFPA 17.10

**City of Manassas**
- NFPA 17.10

**City of Manassas Park**
- NFPA 17.10

All jurisdictions indicated that they either abide by the NFPA 17.10 Standards, are working toward the standard or have a combination of 17.10, 17.20 or other standard. NFPA 17.10 "provides the standard that fire departments with career personnel use to organize and deploy fire-suppression operations, EMS, and special operations in response to emergencies," as per the NoVA Fire and EMS Gap Analysis study conducted by Northern Virginia Fire Chiefs Committee. While NFPA 17.10 doesn't necessarily provide governance over the Career/Volunteer combined systems, the Committee "recognizes the variances with respect to staffing levels among the agencies as well as the availability of certain services for any given 24-hour period." The Committee emphasizes the following in assessing compliance with NFPA 17.10: NFPA 17.10 is not a law or a federally mandated regulation; NFPA 17.10 recommends four firefighters on engine and truck companies; and decisions about how to implement NFPA 17.10 rests with local officials.

NFPA 17.20 is the standard for volunteer and combination fire departments. Although both are very detailed, at a very high level the differences exist as 17.10 has standards based on equipment and call type and 17.20 is based more on demand zone (i.e. population density).

**Prince William County:** strives to follow 17.10. This question was asked in the survey to volunteer presidents and chiefs. Most did not answer this question or indicated this is tracked by the DFR. One respondent indicated FRA requirements are universal across the system. For those departments that are substantially (>80%) career there is NFPA 1710. For departments that are substantially (>80%) volunteer there is NFPA 1720. For those departments in between the range there is nothing.

**Fairfax County**: Stated that they use NFPA 17.10 to report annual response times, and that they do not utilize the volunteer standard (NFPA 17.20) and expects all responses to fall under the 17.10 standard.

**Loudoun County:** This jurisdiction is working on aligning its operations towards NFPA 17.10 while currently modeled on the 17.20 standard.

**Chesterfield County**: Stated that they use NFPA 17. 10 to guide operational resource assignments but do not strive to strictly adhere to the standard. Ours is a fully integrated system so volunteer resources are considered in the assessment.

# Standards, Policies and Procedures - continued

## How Does Your Fire Department Address When a Unit goes Unstaffed? Does Your Fire Department Allow Non-Members to Staff Your Units and Provide Fire and Rescue Services to Your Organization (e.g. Sworn Personnel/Volunteers From Other Jurisdictions)? If Yes, Under what Circumstances?

**Prince William County**

- Units are not marked up for dispatch
- Fire stations are closed if unable to dispatch
- It is assumed only authorized and trained personnel are on FRA

**Fairfax County**

- Plan in place for non-staffing (see below)
- No staffing of non-members for services is allowed

**Loudoun County**

- Apparatus would not be available for dispatch
- No staffing of non-members for services

**Chesterfield County**

- Units are not marked up for dispatch
- Non-members are prohibited from staffing services

**Henrico County**

- Unstaffed units are N/A
- Non-members are prohibited from staffing services

**City of Manassas**

- Plan in place for non-staffing (see below)
- Rare for non-members to staff

**City of Manassas Park**

- Overtime is used to address unstaffed units
- No staffing of non-members for services

Most jurisdictions understand the heightened risk in unstaffed units or stations and have plans in place to address this issue. This generally represents a non-optimal use of tax-payer resources laying idle and increased time for necessary fire and rescue services to reach their intended citizen. Use of non-jurisdictions members are prohibited in all but one respondent. The use of non-members in operational positions places a very high risk in a number of areas, such as liability concerns, not following department policies and procedures and non-familiarity with equipment.

**Prince William County:** will not show an apparatus as available for dispatch should a unit be unstaffed. However, it may be dispatched, as the call will go out to the first available station. Should the chief on duty notify the dispatcher they are taking the call, it may be handled by that unit. If there are not enough members/staff available to staff a shift, the fire station will be shuttered for the shift. This does occur on occasion. Regarding use of non-members participating in fire/EMS operations, there is no policy regarding use or prohibition of use. It is assumed this is not done; however, there is no mechanism in place to ensure this does not occur.

**Fairfax County:** minimally staffs all primary units and will hold or recall personnel to keep units in service. "Brown outs" of service is not allowed. No circumstances would allow a non-member of staff to ride and provide services.

# Standards, Policies and Procedures - continued

## How Does Your Fire Department Address When a Unit goes Unstaffed? Does Your Fire Department Allow Non-Members to Staff Your Units and Provide Fire and Rescue Services to Your Organization (e.g. Sworn Personnel/Volunteers From Other Jurisdictions)? If Yes, Under what Circumstances? - continued

**Loudoun County:** may have an apparatus go unstaffed, but there would never be a situation where the lights are turned off in a fire stations. There would be a call-back or overtime for career firefighters, EMTs/Paramedics to properly staff. To allow a non-Loudoun County uniform representative to staff an apparatus would be rare and there would be specific and unique circumstances. They would not be from outside the county as they have not been trained in LC procedures.

**Chesterfield County**: if the volunteer company has a functional crew they may mark up in the computer-aided dispatch system and become available for responses. If a volunteer fire station is unstaffed, the station (and pagers) are still alerted to responses in that first due area but the apparatus is not dispatched. If the volunteer company can assemble a functional crew for a call for service (e.g. structure fire), they are permitted to mark up and request to respond if needed. No outside/non-members are allowed to staff fire and rescue. Ride-alongs/observers are allowed under controlled conditions.

**City of Manassas:** allows the system to go down to one EMS transport unit staffed if the volunteers are unable to provide personnel for the second unit. If an issue arises with the Engine apparatus, cross staff or overtime will be used to maintain the apparatus. In the extreme case where the Engine cannot be staffed through cross-staff or overtime, the Heavy Rescue will be unstaffed as a last resort. This has occurred a couple of times in the past year for short periods of time, e.g. two hours. One medic unit, the Engine and ladder truck are always staffed. It is rare to staff units with non-members. The only circumstances this may occur include major events such as installation of officers.

# Standards, Policies and Procedures - continued

## Do You Have Mutual Aid/Response Agreements With Surrounding Jurisdictions?

| Prince William County | Fairfax County | Loudoun County | Chesterfield County | Henrico County | City of Manassas | City of Manassas Park |
|---|---|---|---|---|---|---|
| • Mutual aid agreements in place with surrounding jurisdictions | • Utilizes both "automatic aid" and mutual aid with surrounding jurisdictions | • Mutual aid agreements in place similar to PWC | • Written mutual aid agreements with all surrounding jurisdictions for both automatic and manual aid | • No automatic aid or response agreements currently in place | • Automatic response | • Mutual aid agreements with PWC and City of Manassas |

**Prince William County:** Mutual aid agreements apply to all departments in the FRA – career and volunteer. The actual agreements are in effect between the jurisdictions. There are mutual aid agreements with all surrounding cities and counties. In addition mutual aid is given and received with all of the MWCOG jurisdictions. These include:

- Alexandria
- Arlington
- D.C.
- Fairfax City
- Fairfax County
- Frederick County (MD)
- Loudoun
- Manassas
- Manassas park
- Montgomery (MD)
- MWAA – Metropolitan Washington Airport Authority (Dulles and National Airports)
- Prince George's (MD)

# Standards, Policies and Procedures - continued

## Do You Have Mutual Aid/Response Agreements With Surrounding Jurisdictions? - continued

**Fairfax County** is member of the Metropolitan Washington Council of Governments (MWCOG). Among the agreements signed by the participating governments is a document specific to fire and rescue known as the Mutual Aid Operations Plan (MAOP) in which the signatories all agree to share available fire and EMS resources upon request when the requesting entity is unable to meet the demands of a particular incident, usually large in scale, which exceeds the response resource capabilities of the requestor. In addition, Fairfax County FRD is a member of the Fire and Rescue Departments of Northern Virginia (as is Prince William County Fire and Rescue). Fairfax County has "automatic aid" (shared resources via CAD-2-CAD) with the following:

- Arlington County
- Alexandria
- Metropolitan Washington Airports Authority (MWAA)

Fairfax County has mutual aid agreements with Loudoun County, Prince William County, and Fort Belvoir, meaning that a telephone call from one dispatch center to the other determines resource availability versus a CAD-2-CAD link. Fairfax City Fire Department and Fairfax County FRD operate seamlessly, despite being separate entities. Fairfax County FRD provides aid to the following:

- Arlington County
- Alexandria
- MWAA
- Loudoun County
- Prince William County
- Fort Belvoir
- Montgomery County, MD
- Prince George's County, MD
- Washington, D.C. (on occasion)

**Loudoun County:** is similar to PWC as they have bordering agreements and association. They also have agreements in Maryland and West Virginia, bordering states to LC.

**Chesterfield County:** maintains written mutual aid agreements with all surrounding jurisdictions for both automatic and manual aid. Dependent on the jurisdictional relationship, various agreements for use of radio systems are maintained, the regional incident management team (Chesterfield is the fiduciary agent), EMS response (required by statute), technical rescue response (Chesterfield maintains the regional state team), and miscellaneous items like Medflight and police services. The following jurisdictions provide/receive aid:

- Amelia County
- City of Colonial Heights
- Dinwiddie County
- Defense Logistics Agency (military base)
- Fort Lee (military base)
- Goochland County
- Hanover County
- Henrico County
- City of Petersburg
- Powhatan County
- City of Richmond
- Richmond Ambulance Authority
- Prince George County
- VA Dept of Emergency Management

**Henrico County:** does not currently have any automatic aid or response agreements in place. Mutual aid is given upon availability at the time of request.

**City of Manassas** is signatory to the NOVA Emergency Services Mutual Response Agreement, the National Capital Region Mutual Aid Agreement and the MWCOG Fire and Rescue Mutual Aid Operations Plan.

# Standards, Policies and Procedures - continued

## What is Your Organization's Criteria to Conduct a Post Incident Analysis/After Action Review and Near Miss/Close Call Investigations? Does this Apply to Both Career and Volunteer Companies?

**Prince William County**
- Formal policy exists
- Specific criteria for submission with timelines and deadlines

**Fairfax County**
- Operations Bureau Duty Chief follows defined criteria for conducting post incident analysis as well as Close Call investigation

**Loudoun County**
- Formal standard is operational for any Significant Incident Analysis

**Chesterfield County**
- Defined procedures for post incident analysis

**Henrico County**
- Specific circumstances require post-incident reporting

**City of Manassas**
- No set criteria
- Conduct them for major incidents

**City of Manassas Park**
- Post Incident Analysis is done on all significant events.
- All close call incidents are reviewed by Operations Chief and Chief Fire Investigator

**Prince William County:** has a formal policy for post incidents, "Close Call/Near Miss Reporting and Investigation" that covers the FRA and is subject to both career and volunteer-attended events.

**Fairfax County:** Operations Bureau duty deputy chief determines when a Post Incident Analysis shall be completed based on, but not limited to, the following criteria:
- Incidents that are greater than one alarm or present extraordinary circumstances.
- Incidents that require an unusual tactic, such as a helicopter rescue.
- Incidents that require specialized equipment for mitigation, such as hazardous materials, cave-in, swift water rescue, or building collapses.
- Incidents involving or which had the potential for significant injuries to firefighters and/or civilians.
- Incidents involving mass casualties/large numbers of patients or displaced persons.
- Any EMS incident that requires an unusual amount of resources, tactics, or equipment.
- Any other event at the discretion of the incident commander or higher ranking officer in the FRD.

Additionally, the FRD has three levels of internal investigative reviews for close calls/near miss incident investigations, significant incident investigations, and risk reduction reports. Each has its own "trigger" levels, and they are based on the severity or potential severity of the incident at hand.

# Standards, Policies and Procedures - continued

## What is Your Organization's Criteria to Conduct a Post Incident Analysis/After Action Review and Near Miss/Close Call Investigations? Does this Apply to Both Career and Volunteer Companies? - continued

**Loudoun County:** has a formal, standardized policy that all incidents must adhere (both career and volunteer), Significant Incident Reporting ("SIR"). In general, the following types of incidents require a SIR:

- Incidents with greater than $50,000 in property damage.
- Incidents requiring a second alarm or greater.
- Mutual aid incidents that involve two or more Loudoun units operating for an extended period of time.
- Any incident involving damage to County or School Board property (e.g., buses).
- Hazardous materials incidents
- Incidents where a civilian is injured or killed due to the actions or a first responder. • Incidents where a firefighter, EMT, or other first responder is injured or killed.
- Incidents involving a fire-related death.
- Incidents with four or more casualties that require EMS transport.
- Multiple deaths in a single incident.
- Evacuation of apartments, hospitals, businesses, or other establishments that displace a large number of people. • Building collapses or cave-ins. • Significant transportation incidents, even if casualty criteria are not met (e.g., an incident that closes a major road or intersection for a prolonged period of time).
- Any incident that is likely to attract media attention (e.g., incidents involving VIPs, historical landmarks, etc.).

SIRs shall be completed and submitted via email to the Deputy Chief of Operations and Staff Duty Officer within 24 hours of the incident.

**Chesterfield County:** is an integrated response system, so the following applies to both career and volunteer personnel and companies:

- Major / significant incidents are typically reviewed by a workgroup or assigned group of people to develop recommendations for improved practices.
- Near misses / close calls would be reviewed by the Safety Unit.

All structure fires that extend beyond the room of origin are reviewed by the primary incident commander. There is a standard form that is completed that outlines the answers to key questions. To accomplish this review, the officer completing the report typically (almost always) conducts a post incident review ("hotwash") with the responding personnel.

**Henrico County:** requires all declared working fires require an after action report to be generated from the Incident Commander. Any situation that falls into a near miss criterion also generates an after action as well as a separate near miss report. The review of the report determines if an investigation is conducted.

**City of Manassas:** does not have a set policy with specific criteria; however, they do conduct post scene investigations after major incidents and after any major planned event such as the July 4th Celebrate America, Railway Festival, etc.

# Staffing and Attrition

## How are Stations Staffed? What are the Hours of Operations for Volunteer vs. Career?

**Prince William County**

- There are two models:
- Career -24 hrs on 48 hrs off (Shift) and 12 Hrs on 4 days
- Volunteer – 12 hrs, nights, weekends and holidays

**Fairfax County**

- Career staffed in 24 hr shifts
- Volunteers can either put their own units in service or ride with career

**Loudoun County**

- Career – comb of 24 hr shifts, 7/12 and 5/12 with 0600 to 1800 hrs
- Volunteer – 1800 to 0600 hrs, weekends and holidays

**Chesterfield County**

- Career staff 24 hr shifts
- Volunteers generally staff 1800 hrs to ~ 0500 hours and weekends

**Henrico County**

- 100% of fire and rescue staff work 24 hour shifts

**City of Manassas**

- Career primarily staffs 24 shifts and some weekday, non-holiday
- Volunteer staff weeknights, weekends and holidays

**City of Manassas Park**

- Three shifts are assigned to two fire houses

All jurisdictions polled vary in the staffing models used for volunteer and career personnel. **Chesterfield, Fairfax, and Henrico Counties and the Cities of Manassas** (with some exceptions) and **Manassas Park** staff with 24 hour shifts for career personnel. **Prince William and Loudoun Counties** use a combination of 24 hour shift work and 12 hour shifts for career staff.

A combination system provides the ability to use volunteer staff and provides the engagement of the community based services, along with the financial benefits to the jurisdiction. Generally, the volunteer stations are staffed with career firefighters and EMTs/Paramedics from 0600 to 1800 hours. The volunteers staff nights, weekends and evenings. For those jurisdictions that staff career in 12 hour shifts, although challenging, is what enables volunteer staff. Per **Loudoun County**, they have purposely structured 12 hour shift work for the volunteers. The challenge with jurisdictions is in recruitment of career staff. Changing shifts is very disruptive from a work/life balance, particularly going from a 24 hour shift to a 12 hour shift. Disruptions include family scheduling, daycare requirements, etc.

**Prince William County:** has 24 hour shifts and 12 hour shifts for the career staff. Volunteer staff work 1800 hours to 0600 hours on weekdays, and work weekends and holidays.

Most career staff want the 24 hour shift work and has been listed specifically as a reason for turnover, to go to another jurisdiction with a guarantee of 24 hour shift work. Particularly problematic with career staff is switching between the two models, as it is a severe work/life balance and family disruption. Attrition reflects this, with the high number of uniform ranks leaving and going to other jurisdictions. In the past two years (FY 2015 and FY 2016 through May 2016), 21 of 75 people left PWC for another jurisdiction, many citing they could secure 24 hour shifts.

# Staffing and Attrition - continued

## How are Stations Staffed? What are the Hours of Operations for Volunteer vs. Career? – continued

**Fairfax County:** has 38 stations staffed 24/7 by career personnel. Career firefighters staff all frontline units in every station every day of the calendar year on a 24-hour basis. They operate under a three-shift system (A, B, and C) that works a rotating schedule of one day on, one day off for three working days, and then that shift is on a 4-day break. (e.g., starting Monday for clarity purposes A-Shift works Monday, Wednesday, and Friday. They will then go on a four-day break, and they will return to duty on Wednesday, the following week.) The shift day runs from 0700 until 0700 the following day.

No career staff work 12 hour shifts except for a small number of firefighters who participate in a flexible schedule program, essentially a "job sharing" program. It is truly a handful of members who work reduced hours for reduced pay and benefits in order to accommodate family issues. 99.9% of the uniformed workforce in Operations works the 24-hour shift. Volunteers can either put their own units in service (Ready Reserve Units) or ride as supplemental staffing on career units. They must schedule a shift to ride and this is accomplished using the online VMS system. Each volunteer corporation sets its own rules with respect to how they staff units. Most volunteer departments have a six-hour minimum. There is not a county-mandated specific minimum duty shift for volunteers.

**Chesterfield County:** career personnel staff 19 fire stations on 24 hour shifts (24/48 schedule). Two fire stations are staffed with volunteers only. One of the 19 full-time staffed stations is a facility that is dual-staffed with career firefighter medics and volunteer rescue squad members (the rescue squad owns the building).

Volunteer fire and EMS personnel are permitted to ride apparatus staffed with career personnel. Some volunteer personnel are affiliated with primarily career staffed stations that have no volunteer organizational structure (e.g. fire company or rescue squad). Volunteer fire and EMS personnel are permitted to ride apparatus staffed with career personnel. Some volunteer personnel are affiliated with primarily career staffed stations that have no volunteer organizational structure (e.g. fire company or rescue squad).

The expectation for volunteers staffing fire suppression apparatus (with no career staffing) is that they provide functional duty crews during evening and weekend hours. A functional crew is defined as a qualified officer, driver / operator, and jump seat firefighter. Volunteer rescue squads are expected to provide coverage on nights (1800 hours to ~ 0500 hours) and weekends. In addition to the normal compliment of career-staffed medic units (~ 13-15 units), there are typically three to four volunteer EMS transport units available in the system during evening and weekend hours. CFEMS staffs two additional daytime medics (0800 hours -1800 hours) during weekdays to supplement coverage. Rescue squads manage their own staffing and coverage in the system.

The expectation for volunteers staffing fire suppression apparatus (with no career staffing) is that they provide functional duty crews during evening and weekend hours. A functional crew is defined as a qualified officer, driver / operator, and jump seat firefighter.

# Appendix B
# Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 1. What are the specific components of your selection/hiring process? In other words, how do you find and hire a volunteer.

| Volunteer | Response |
|---|---|
| 1 | Social media (Facebook, instagram, Twitter....), word of mouth, Public Outreach events (ir. Youth for Tomorrow Country Fair, local festivals, volunteer displays at GMU) |
| 2 | We find Volunteers thru facebook, fire house functions, advertisements, talking to people and get them interested to stop at the station, our web sites and volunteer drive to the community. After we get them interested and fill out an application the company votes them in. before they get voted in we go thru a back ground check and check out their references. |
| 3 | 1. Identify willing volunteer<br>2. Background check<br>3. Nominate to company<br>4. After being voted in, schedule and execute required training/ |
| 4 | The Department primarily recruits by word-of-mouth and reputation. Information concerning the Department is located on its Internet website and Facebook page. Applications for membership are interactive and are available on the Internet website. Additionally, station information is listed on the County's website for volunteer fire and rescue opportunities as well as on the FRA R&R Committee website.<br><br>In order to start the process, a prospective member must complete the on-line application for membership. The application will be reviewed by the HR Committee and an interview scheduled with the prospective applicant. Following the interview, the prospective member will be provided with evaluation cards that are to be handed into each duty crew's officer as part of a duty crew visit. In this regard, each prospective member is required to visit each duty crew during the intervening 30-day period prior to the next Board of Directors/Company Business Meetings. The purpose of these visits is to allow the membership to get to know prospective members and for the prospective members to get to know the Department and have any questions answered that might come up. During this time, the required background checks are initiated and completed. Based upon all of the information, the prospective member is brought to the line officer's for a recommendation to the Board of Directors, which will consider the recommendation together with the recommendation of the HR Committee.<br>Thereafter, the member is either granted or denied probationary membership with the Department. |
| 5 | Our department finds members by advertising, word of mouth and setting up recruitment tables at local events. |
| 6 | Most of our recruitment is done through recruits finding us through our website and through member referrals. NVCC also recommends for their EMT students to join us. And we recruit while participating at community events.<br><br>Eligible Membership requirements:<br>A. Any person 16 years or older.<br>B. Candidates history must be free from:<br>1. Felony convictions of any type.<br>2. Two (2) or more moving violations, while operating a motor vehicle in the Commonwealth of Virginia, or any<br>State, within one (1) year prior to his/her application.<br>3. Excessive use of alcohol.<br>4. Use of drugs, other than for treatment as prescribed by a licensed Doctor of Medicine.<br>5. Dishonorable discharge from any police department, fire department or any branch of the Armed Forces.<br><br>Recruits interested in running operationally must be able to pass a physical.<br><br>Recruits must be deemed eligible by VA OEMS. This happens through the VA OEMS background check. As long as the criminal background check that we run meets our requirements we are not obligated to wait for the state's decision. Essentially when I run background checks through ScreeningOne, if the recruit is clear and meets our requirements, they are recommended for membership. If something question comes back on their record, I wait for the state's decision. To date we've only had about 4 be rejected by the state. Rejection letters were received prior to the recruit being recommended and voted into membership. |
| 7 | Word of mouth, internet, recruiting fliers, recruiting days in the fire house. Newspapers radio local media. |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 1. What are the specific components of your selection/hiring process? In other words, how do you find and hire a volunteer. - continued

| Volunteer | Response |
|---|---|
| 8 | 1. Word of Mouth<br>2. School Presentation<br>3. Community Events<br>4. County Wide Postcard Program |
| 9 | We use a mixture of recruitment processes, to include:<br>1. Word of Mouth - Current and former member referral<br>2. School Presentation<br>3. Community Events<br>4. County Wide Postcard Program |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 2. For recruitment and hiring, how do you promote diversity?

| Volunteer | Response |
|---|---|
| 1 | We do not target any specific gender, race or religious affiliation. Our target population is all members of the community above the age of 18. |
| 2 | We treat everybody equal as a person to get them in the volunteer system. The county physical what stops them of being a volunteer. This tells the member that they are or not physical fit. If they are not physical fit we try to keep them for administrative use for the department until they can get their physical corrected. |
| 3 | N/R |
| 4 | Promotion of Diversity – Each prospective member is considered on his or her own individual merits. While the Department does not specifically recruit for minorities, it likewise does not discriminate on the basis, of race, national origin, creed, religion, gender or sexual orientation. Each member is provided the same opportunities based upon capability. In this regard, the Department's membership is extremely diverse, based upon race, ethnic origin, language, gender, sexual orientation, etc. This diversity is also reflected in the operational and administrative leadership of the Department. |
| 5 | We try to show the public that we are open to all types of people through public events. |
| 6 | At this time we do not have a recruitment campaign that targets a specific age, race or gender. However, we just received a grant from International Association of Fire Chiefs. Part of the grant is assistance in creating materials that is aimed at recruiting certain age groups, race and gender. |
| 7 | New recruits go through a recruit orientation program which explains all of your programs and policies, were to find them for future reference. |
| 8 | No specific program |
| 9 | Although we do not have a dedicated program, we have a diverse membership today that reflects the natural diversity found in Northern Virginia and Prince William County. |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 3. For Volunteer Personnel.

| Volunteer | Response | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | **Do you have both active and inactive on your roster (Yes/No)?** | **What is your definition of active and inactive?** | **Please provide number of active/inactive volunteers** | **How many volunteers are compliant with FRA Policy 1.1.5 Section 4.4*?** | **How do you monitor active members to ensure compliance with FRA Policy 1.1.5 Section 4.4.*?** | **Please provide the average tenure by position** | **Please provide number of current vacancies by position** | **Please provide the turnover by position for fire and rescue** |
| 1 | Yes | Active = Meets requirements to staff a unit, for a business member vols. 30 hours a month. Inactive = Medical Leave, Military Leave, Leave of Absence, College Leave | Inactive = 15, Active = 122 | 122 | Volunteer Management System (VMS) tracks certifications and expiration dates of certifications. | Liet = 5+ Years, Captain = 7+ years, Chief = 15+ years | Lieut - 4 out of 13, Captain 1 out of 7, Chief Officer - 1 out of | N/A |
| 2 | Yes | Active is an operational person that staffs apparatus. Inactive member is an associate person that does administrative things for the station. | 45 active and 20 inactive | As to staff an unit we have 25 members and as officers there is 4 compliant | we have a program call VMS for LJVFD that shows all certs and riding status of each member and if they don't meet the FRA policy it red lines the member | Chief 10 years Dep Chief 5 year Asst. Chief 4 years Captain 4 years Lt. 6 years | Has of today there are no vacancies for officers. | Officers usual turn over around 5 to 10 years |
| 3 | Yes | Active members are in compliance with Chap 9.1 and staff. Inactive members are not. | 27 Active; 36 inactive operational | 27 | Training and certification documentation | This question is unclear. Tenure of Operational positions (Lead FF, Lead EMT) or leadership positions (Chief, Assistant Chief) | None | Clarify the term position |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 3. For Volunteer Personnel. - continued

| Volunteer | Response | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | **Do you have both active and inactive on your roster (Yes/No)?** | **What is your definition of active and inactive?** | **Please provide number of active/inactive volunteers** | **How many volunteers are compliant with FRA Policy 1.1.5 Section 4.4*?** | **How do you monitor active members to ensure compliance with FRA Policy 1.1.5 Section 4.4.*?** | **Please provide the average tenure by position** | **Please provide number of current vacancies by position** | **Please provide the turnover by position for fire and rescue** |
| 4 | Yes | Members are considered active if they comply with the operational and/or administrative requirements of the Department, Including, but not limited to: meeting duty crew requirements, provision of administrative tasks as assigned, etc. Those members who are either on a leave of absence (LOA) or are otherwise not participating with the Department are considered inactive. | As of November 30, 2016, there are currently 100 active, probationary and inactive members on the roster. Of this figure, 17 members are listed as inactive. This number should not include our inactive life members. | Active volunteers are compliant with FRA Procedure 1.1.5, Section 4.4 | Compliance with operational requirements is monitored through the use of the Volunteer Management System (VMS), which is provided through CAD LLC. VMS is a tool which monitors not only eligibility for staffing, but also certifications and expiration dates, medical physical due dates, etc. | Average Tenure by Position | Current Vacancies by Position | Turnover by position for fire and rescue |
| 5 | Yes | Active are members who are actively working at our department, inactive are members on leave. | 86 active 3 inactive | All of them. | Member roster | There is no average tenure by position | 0 | 0 |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 3. For Volunteer Personnel. - continued

| Volunteer | Response | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | **Do you have both active and inactive on your roster (Yes/No)?** | **What is your definition of active and inactive?** | **Please provide number of active/inactive volunteers** | **How many volunteers are compliant with FRA Policy 1.1.5 Section 4.4*?** | **How do you monitor active members to ensure compliance with FRA Policy 1.1.5 Section 4.4.*?** | **Please provide the average tenure by position** | **Please provide number of current vacancies by position** | **Please provide the turnover by position for fire and rescue** |
| 6 | Yes | An active member is a member who is actively serving. This includes Active Operational, Active Admin, Active Life Operational and Active Life Admin. Active Operational are members who meet minimum requirements to staff apparatus AND are certified as an EMT or FF. Active Admin are members who serve in support roles and may or may not be certified to staff. Active Life Operational Members are members who meet minimum requirements to staff apparatus AND are certified as an EMT or FF. | As of May 31, 2016: 135 Active (includes Active Operational, Active Admin, Active Life Operational and Active Life Admin) Probationary and Juniors: 64 Inactive: 29 | Department Chief will provide this as he tracks by periodic review in a constantly updated data base. | Same answer as above | I cannot complete this without much more time and research. | None at this time. We fill all vacancies by immediate and monthly election as appropriate. | I cannot complete this without much more time and research. |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 3. For Volunteer Personnel. - continued

| Volunteer | Response | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | **Do you have both active and inactive on your roster (Yes/No)?** | **What is your definition of active and inactive?** | **Please provide number of active/inactive volunteers** | **How many volunteers are compliant with FRA Policy 1.1.5 Section 4.4*?** | **How do you monitor active members to ensure compliance with FRA Policy 1.1.5 Section 4.4.*?** | **Please provide the average tenure by position** | **Please provide number of current vacancies by position** | **Please provide the turnover by position for fire and rescue** |
| 6 | | Continued: Active Life Admin are members who only serve in a support role and do not meet minimum requirements for staffing. Probationary members are allowed to staff once they meet the core training requirements and have a cleared physical on file. Junior members may staff the Ambulance once they meet the core training requirements have a cleared physical on file and are currently attending or have completed EMT certification. Inactive members are not actively serving due to Personal, Medical, Military or School. | | | | | | |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 3. For Volunteer Personnel. - continued

| Volunteer | Response | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | **Do you have both active and inactive on your roster (Yes/No)?** | **What is your definition of active and inactive?** | **Please provide number of active/inactive volunteers** | **How many volunteers are compliant with FRA Policy 1.1.5 Section 4.4*?** | **How do you monitor active members to ensure compliance with FRA Policy 1.1.5 Section 4.4.*?** | **Please provide the average tenure by position** | **Please provide number of current vacancies by position** | **Please provide the turnover by position for fire and rescue** |
| 7 | Yes | Active members: Senior members, Probation members, cadet members. inactive members: honorary, associate, life members | 182 active 40 inactive | all | Training division and membership committee | senior member 10 yrs, probation 1yr, cadet 2yrs, honorary life time, life means life time associates 10yrs | volunteers always looking | varies |
| 8 | Yes | Active – Currently volunteering and performing at least 30 hours/month Inactive – On a Leave of Absence for a specific reason or Life member who is no longer providing service | Active - 53. Inactive - 25 (These include non operational members | 24 | Monthly Health and Safety Email 2. Internal Files 3. Web Based CRM | We do not track this information | 6 "bodies" based upon minimum number of people needed | N/A |
| 9 | Yes | Active – Currently volunteering and performing at least 30 hours/month; Inactive – On a Leave of Absence for a specific reason or Life member who is no longer providing service | Active – 53; Inactive – 25. These include non-operational members as well. | 24 | 1. Monthly Health and Safety Email; 2. Internal Files; 3. Web Based CRM | We do not currently track this information | 6 bodies based upon minimum staffing by bodies | N/A |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 3. For Volunteer Personnel. - continued

| Volunteer | Response | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | Do you have both active and inactive on your roster (Yes/No)? | What is your definition of active and inactive? | Please provide number of active/inactive volunteers | How many volunteers are compliant with FRA Policy 1.1.5 Section 4.4*? | How do you monitor active members to ensure compliance with FRA Policy 1.1.5 Section 4.4.*? | Please provide the average tenure by position | Please provide number of current vacancies by position | Please provide the turnover by position for fire and rescue |
| 10 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 11 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 12 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 13 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 14 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 15 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 16 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 17 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |
| 18 | N/R | N/R | N/R | N/R | N/R | N/R | N/R | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 4. Has your structure historically remained the same? If not, what was the reason for the change?

| Volunteer | Response |
|---|---|
| 1 | Changed in 2004 with the opening of Station 25 |
| 2 | Yes it has remain the same |
| 3 | Yes |
| 4 | Since its inception, the Department has operated as a non- stock corporation, organized under the laws of the Commonwealth of Virginia. There has always been a board of directors and a slate of line officers that have managed the Department; with the Board of Directors responsible for the administrative and financial side of the house and the line officers responsible for the operational side of the house. Over the years, tweaks have been made to the organizational structure in order to facilitate better efficiencies. These include the following: a. electing the Chief and President for two-year terms on alternating election cycles rather than annually, b. electing members to the Board of Director for two year terms rather than one year terms (two seats in year 1 and three seats in year 2 so that there is not an entire change in the Board each year) and c. allowing the Chief to appoint his line officers so that there is greater accountability of the line officers to the Chief. |
| 5 | Yes, it has pretty much remained the same. |
| 6 | Yes. We use a paramilitary (traditional Fire Department) structure for operational activities and a corporate structure for administrative. I'm not sure of the level of detail requested. |
| 7 | For the most part. |
| 8 | We just recently enacted new Bylaws and Articles of Incorporation, and awaiting for state approval of the Articles. We have eliminated “community members of our Board of Directors” and have switched to a model which includes a President and Vice President. |
| 9 | We recently enacted new Bylaws and Articles of Incorporation. We are currently awaiting approval of the Articles of Incorporation from the state. We have eliminated “community members" on our Board of Directors” and have switched to a model that includes a President and Vice President. |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 5. How do you anticipate staffing your stations? Do you utilize a mechanism to identify when volunteers are available or additional staffing if required (e.g. parades and public events)? If so, please explain.

| Volunteer | Response |
|---|---|
| 1 | Members are assigned to specific crews that are on a 6 day rotation. staffing is tracked and managed in VMS (Volunteer Management System) Parades, public events and extra staffing are managed with the same system, VMS. |
| 2 | Yes, if there is an event of any type such as public and parades or anything requires additional staffing. We require volunteers to participate on extra staffing to fill the event such as emails, texts and company meetings. If the county goes to a large event such as big fire or any emergency which cause the county to be unstaffed we also send out for the extra staffing to get members to show up. |
| 3 | Yes. Communication mechanisms available to leadership. |
| 4 | The Department has one station to staff (Station 11). Any future stations in our area will be built and operated by the Department of Fire and Rescue. The Department has no plans to staff any additional stations. |
| 5 | We use a system called VMS, which notifies members of open positions or upcoming events. |
| 6 | We have a daily status sheet which lists all operational vacancies called OWL Daily Information Email where members can bid for open positions. We can provide a temporary link if necessary to demonstrate. |
| 7 | We have 5 battalion system with rotating days and weekends every 6th weekend |
| 8 | Each crew has a set night, and the crews rotate weekends and holidays. We utilize email, testing/paging and a group messaging system (Slack) to fill vacancies as needed and to find staffing for special events. |
| 9 | Each crew has a set night, and the crews rotate weekends and holidays. We use email, texting/paging, and a group messaging system (Slack) to fill vacancies as needed and to find staffing for special events. |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 6. Do you send your personnel to PWC Training Academy for each training?

| Volunteer | Response | | | |
|---|---|---|---|---|
| | **Initial (Firefighter I & II, Mayday Firefighter Down, etc.) - Yes/No** | **Advanced (HazMat, confined space, increased risk/threat)? - Yes/No** | **How long does it take to have a fully functioning/capable volunteer on staff?** | **If you do not send your personnel to PWC Training Academy, where do you send your personnel? What are the strengths of that training academy?** |
| 1 | Yes | Yes | With current PWC unrealistic requirements to be a released firefighter or EMT 9 - 12 months | The strengths of non-PWC academy's are the classes they offer and the frequency of the classes. Also PWC offers limited EMT training to maintain certification so we send our EMTs to Norfolk VA yearly. |
| 2 | Yes | Yes | One year | We send them to other county stations and in house classes as long they are state certified classes. Strengths are the academy has good equipment and volunteer training personal as well as paid. |
| 3 | Yes | Yes | 6 mos. | NR |
| 4 | EMT-B – PSA | PSA (However, may utilize other sources depending upon course availability) | Depending upon the individual, generally 6 to 12 months for minimum staffing; although personnel have 18 months. For firefighters, approximately 18 months to be trained and then cleared as a firefighter.<br>For EMS personnel, approximately 18 – 24 months to be trained as an EMT and be cleared as a lead provider on the ambulance. | For vehicle extrication training, the Department has traditionally sent personnel to VEHXT training with the Charlottesville-Albemarle Rescue Squad. This training has been utilized due to the high quality of the training and the complexity that the training exercises provide. This training is generally offered on an annual basis and is generally not offered in Prince William County |
| 5 | Yes | Yes | An average of 12 months | N/R |
| 6 | Yes if possible but this is a poor option due to location and timing. | Yes See above | Depends on training availability but I estimate 7-10 months. Our probationary period has historically been 6 months then a review. | Anywhere else if we could free the funds. This is a real issue that needs more than a few lines. |
| 7 | Yes | Yes | 9 months to a year | Various outside training within the state and government courses that are not offered by the county. Gives our members a broader scope of their job. |
| 8 | Yes (core classes and EMT training when available) | Yes (depending on class and request) | Approx. 6-12 months depending on timing of classes | N/A |
| 9 | Yes (core classes and EMT training when available) | Yes (depending on class and request) | Approximately 6-12 months depending on timing of classes | N/A |
| 10 | N/R | N/R | N/R | N/R |
| 11 | N/R | N/R | N/R | N/R |
| 12 | N/R | N/R | N/R | N/R |
| 13 | N/R | N/R | N/R | N/R |
| 14 | N/R | N/R | N/R | N/R |
| 15 | N/R | N/R | N/R | N/R |
| 16 | N/R | N/R | N/R | N/R |
| 17 | N/R | N/R | N/R | N/R |
| 18 | N/R | N/R | N/R | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 7. How do you monitor certification to ensure volunteers are compliant for their respective roles at an incident?

| Volunteer | Response |
|---|---|
| 1 | VMS tracks user's cert and allows our Training Staff to upload certs as they are received. Members also have the ability to upload certs in to VMS for a training officer to approve. |
| 2 | VMS (volunteer manage system) which they got to have before the get on any apparatus and once they are on any apparatus they know their jobs. |
| 3 | Monitor completion of required training |
| 4 | As discussed in Item No. 3(e) above, the Department utilizes the Volunteer Management System (VMS) to monitor a variety of data points for each volunteer, including certifications and qualifications. This system identifies certifications and clearances and identifies which personnel are cleared for which riding position. For those certifications with expiration dates, VMS is programmed to provide alerts for upcoming expirations. If a required certification is either not entered into the system or has otherwise expired, VMS will not show that the person is eligible to ride in a particular position. For certain certifications – such as CPR or Physical Agility Test, VMS will classify the individual as ineligible to ride in any position, which will prevent the individual from signing up for a riding position in VMS (which is also used for duty crew staffing to ensure that staffing gaps are identified and units are properly staffed). |
| 5 | Our training officer and Chiefs insure all members are certified as required. |
| 6 | Officers are tasked with knowing levels of certification. Positions are pre-assigned by qualification. |
| 7 | The department Fire Chief and his staff handle that area |
| 8 | Shared Google sheets document and web based CRM |
| 9 | Google Sheets document and web based CRM |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 8. Do you subscribe to the NFPA standard 17.10, 17.20 or some other standard? Please specify which standard.

| Volunteer | Response |
|---|---|
| 1 | N/A |
| 2 | We fit the 1720 standard |
| 3 | I don't understand this question |
| 4 | The Department does not separately subscribe to any particular NFPA standard. Rather, the Department follows the NFPA standard utilized by Prince William County. |
| 5 | Yes |
| 6 | FRA requirements are universal across the system. For those departments that are substantially (>80%) career there is NFPA 1710. For departments that are substantially (>80) volunteer there is NFPA 1720. For those departments in between the range there is nothing. |
| 7 | The Department Fire Chief and his staff handle that area |
| 8 | N/A for us. Tracked by DFR |
| 9 | N/A for us. Tracked by Department of Fire and Rescue. |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 9. KPIs (Key Performance Indicators)

| Volunteer | Response | |
|---|---|---|
| | **What KPIs do you track for service? (e.g. average response time, missed calls, extended calls, etc.) Please provide.** | **What is the significance of tracking those KPIs (e.g. additional training or service level tracking)** |
| 1 | Tracked by PWC | Have no clear idea since this info is not made available to me. |
| 2 | Prince William County has all of that and gives us that information | it's for the insurance company's and also for the county |
| 3 | Staffing hours, call volume | NR |
| 4 | Key Performance Indicators for Service – The department tracks staffing hours per tactical unit (e.g., Engine, Truck, and Ambulance), the number of volunteer hours as a whole for the department as well as hours for each individual volunteer members. The breakdown of hours includes, staffing hours, training hours and administrative hours. In order to avoid double counting, training hours on duty are identified, but separate credit is not provided. In addition to these performance metrics, the Department also looks at the Performance Metrics published by the County in its annual budget documents. | To identify those areas where the Department is providing a strong service and those areas where improvement may be required, both on a departmental and individual level. |
| 5 | Prince William county provides each department with this information. | Helps each station to improve their staffing and training. |
| 6 | FRA requirements are universal across the system. Reports are given periodically by FRA committee. | I think the KPIs will support most any position considering which ones are applied and how. |
| 7 | The Department Chief and his operational staff handle KPI's | Quality of training and service delivered |
| 8 | Tracked by DFR | N/A |
| 9 | Tracked by Department of Fire and Rescue | N/A |
| 10 | N/R | N/R |
| 11 | N/R | N/R |
| 12 | N/R | N/R |
| 13 | N/R | N/R |
| 14 | N/R | N/R |
| 15 | N/R | N/R |
| 16 | N/R | N/R |
| 17 | N/R | N/R |
| 18 | N/R | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 10. Do you complete any type of evaluations on personnel or post-incident reports? If yes, what evaluations do you conduct?

| Volunteer | Response |
|---|---|
| 1 | QA is performed on Patient Care Reports by our line officers who have this responsibility. |
| 2 | After members get out of the academy we do evaluation on all of them. We have a check list we go by to make sure they are ready for the job.<br>Lead sheet<br>OIC sheet<br>DPO sheet and so on. |
| 3 | Yes. Post incident review. |
| 4 | a. Evaluations of Personnel – The Department has a formalized evaluation structure for clearing personnel into specific positions (e.g., Ambulance Driver, Engine Firefighter, Driver Pump Operator, Battalion Chief, etc.). This formalized training and evaluation is based upon a specific training manual for the specific position and is in addition to any training that may be received at the PSA. Additionally, personnel are also subject to ad-hoc evaluations on an on-going basis in case the need arises for remediation.<br>b. Post-Incident Evaluation – Depending upon the incident, there may be different types of post-incident evaluations, with some evaluations being as informal as a crew discussion and others being more formalized such as a PIA. The purpose of these evaluations is to see what went well and what could be improved upon as part of a continuous quality improvement of service (CQI). Additionally, a random sampling of EMS reports occurs at the station level for evaluation of documentation and treatment. This is in addition to any reviews that are conducted at the County level or by the OMD. Generally, the review by the OMD or at the County's EMS Ops section are either based upon call type/treatment type or the initiation of an inquiry in connection with a specific incident/call. |
| 5 | As a duty crew each incident is discussed after returning to the station to ensure all members are okay with the outcome of the call and to discuss if anything else could have been done. |
| 6 | All significant incidents are reviewed at the line level and post-incident review when appropriate. My department has the ability to discipline all the way to expulsion if necessary. |
| 7 | This is an operational matter |
| 8 | During Internship. Not during course of regular operations. |
| 9 | Yes, during internship but not currently during the course of regular operations. |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 11. In your view what are the strengths of the current governance structure of volunteer and career fire and rescue services at Prince William County?

| Volunteer | Response |
|---|---|
| 1 | For EMS, career and volunteer are working from the same protocols and directives which allows for standards for pt care. Equipment on career units and volunteer units match and layout of the units are almost identical. The current FRA structure allows for all areas of PWC to have a voice in the services being provided to a widely diverse area of coverage. The needs of station along Route 1 differ from the needs of Station 15 and 5. Without this voice all fire stations in PWC would operate as if they were in a highly populated metropolitan area. Members of the FRA bring a wealth of knowledge from their professional careers to the needs of the areas of PWC where they live. |
| 2 | As a county wide all departments are following the same standards on equipment and apparatus and guide lines on an incident. |
| 3 | NR |
| 4 | a. Professional Volunteers<br>b. Funding<br>c. Leadership<br>d. 24/7 Coverage |
| 5 | Together volunteers and career staff work as one to protect our community. |
| 6 | Each of the FRA members are capable of providing the proper level of governance when not hampered with stalling procedures and numerous roadblocks. |
| 7 | At this time I reserve my opinion. |
| 8 | 1. Professional Volunteers<br>2. Funding<br>3. Leadership |
| 9 | 1. Professional Volunteers<br>2. Funding<br>3. Leadership |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 12. In your view what are the weaknesses of the current governance structure of volunteer and career fire and rescue services at Prince William County?

| Volunteer | Response |
|---|---|
| 1 | Volunteers live in the community they server. They understand the needs of the area and what is best for the community. This is overshadowed by politics that come from DFR being so closely tied to the happenings within the PWC government. Training is a serious weakness in PWC. Volunteer graduation from the PSA is an embarrassment when compared to other locations in NOVA. The current contractor for teaching Volunteer EMTs needs to be bettered monitored. We are paying for them to teach people to become EMTs at the national level and I do not see this happening. Poorly qualified instructors, poor training when student are let out of class 90 min after showing up but we are paying for a 4 hour class. Volunteers in Firefighting class experience a US Army or US Marine Corp Drill instructor type training. Outburst at students by the instructors create a hostile environment and not a learning environment. Becoming a firefighter is not equal to becoming a US Marine or soldier in the US Army. The PWC FRA executive committee is trying too hard to mold PWC in to a Fairfax County type of system. This is 100% unrealistic expectation by PWC FRA Executive Board. We are NOT a county with 1,000,000 people and we need to look at PWC as a diversified county that goes from highly compact population along I-95 to a very rural area along Aden Road and Route 15. The ones size fits all for staffing and firefighting will not work. |
| 2 | The weakness is that the system we have in Prince William County is we are not a true combination system. If the volunteers and career could ride together to a call it would help out staffing and also would show a better working performance between volunteers and career. |
| 3 | NR |
| 4 | a. Communications/Relationships<br>b. Executive Committee/Quorum<br>c. Staffing<br>d. Training – PSA |
| 5 | That the two are not allowed to staff units together. |
| 6 | Some if not all of the Volunteer members of the FRA feel the Chairman position is the weakest link. Not because the position lacks the ability to lead, but simply because the position is not producing or has everyone's interest represented. There is currently a well known suggestion to put more power and control in the hands of a centralized Chief and remove control from the FRA.as it exists. It is simply wrong to reward that position with more power and authority after failing to lead under the current system. |
| 7 | At this time I reserve my opinion |
| 8 | 1. FRA Executive Committee<br>2. Communications/Relationships<br>3. Training – PSA |
| 9 | 1. FRA Executive Committee<br>2. Communications/Relationships<br>3. Training – PSA |
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 13. What are your suggestions for improvement in providing better fire and rescue services to the community?

| Volunteer | Response |
|---|---|
| 1 | Listen to the Volunteers! We live here, we shop here and we know our area. Better oversight of EMT training classes (Include Volunteers!) Better oversight of Firefighting classes (Include Volunteers!) Allow for in station training classes. You tied our hands by requiring the use of the training cadre If a person wants to become part of the cadre it requires a person to complete paperwork that is more in depth then getting a Top Secret clearance in the Federal Govt. PWC sets training standards above what the State requires. Why? Embrace change! EMTs across VA have been doing 12-lead EKGs, CPAP and other skills for years and PWC is just starting this. Why is DFR so afraid of allowing volunteers to perform more skills that would benefit the citizens. PWC FRA loves to have a policy for every little possibility that may or may not happen. Allow cross staffing!!!!! FAUQ County allows this and it works. Scenario - 6 DFR FF on an engine and only 3 Volunteers on the Truck. Send a DFR FF to the truck. Why is it forbidden? Oh that's right a DFR employee will be under the command of a Vol Officer and this a union issue. |
| 2 | To let the volunteer and career cross staff together. We do the same training as they do and we are taught by them as well. |
| 3 | N/R |
| 4 | a. Combination Staffing - As I have previously indicated, URS is scheduled to be fully implemented on July 1, 2017. Nonetheless, the leadership in DFR has determined that it will not re implement combination staffing on units as it had for many years. In essence, combination staffing means that a mix of volunteers and career DFR personnel can be used to meet the minimum staffing requirement for a particular unit (e.g., volunteer driver on a medic unit with a career medic or a career driver operator on a pumper with a volunteer officer and fire fighters). Unfortunately, due to alleged span of control issues, DFR is no longer willing to permit combination staffing even though it would (a) save the County significant money, (b) allow for additional units to be staffed and (c) provide valuable public safety services to the citizens of and visitors to Prince William County.<br>b. Staffing the Correct Units/Correct Unit Location - A critical component of providing a service is making sure that the correct units are staffed at the correct locations in the County. One of the problems that has occurred over time is that the FRA has relied on an outdated staffing model so that neither DFR nor the volunteers are providing the optimal staffing for all necessary units – thereby resulting in service gaps. On both the volunteer and DFR sides of the house, the primary weakness are a lack of special pieces and in some areas, a lack of basic ambulance transport units to provide relief to the medic units or first due EMS transport service if there is no first due medic unit.<br>c. Collaborative Atmosphere - The reality is that no one person or organization has the resources (financial, personnel, time or otherwise) to independently operate the fire and rescue service in Prince William County. Simply put, there are not enough personnel or time resources in any one agency to operate and manage the fire and rescue system and meet the needs of the career department as well as the volunteer companies. Rather, following the old maxim that is taught in the military to recruits in boot camp and new officers at their basic course – "Cooperate and Graduate" – everyone needs to cooperate for the common good of the system rather than the parochial view of protecting one's fiefdom at the expense of all else. This principal same applies to the management of a service that is performed by multiple agencies. All sides need to work together with the understanding that there will be change and compromise in order to reach a common goal – which in this case, is the provision of a top-notch fire and rescue service to the citizens and visitors to Prince William County.<br>d. Flexible Training - Courses for PSA need to be scheduled for when the students need them. While DFR has made commitments to do this, PSA needs to make sure that the classes are held. It is very frustrating for students to sign up for classes that are then cancelled due to low enrollment. This places a strain on the system because personnel cannot receive the necessary training to staff units or advance in rank to new positions. |
| 5 | Allowing career staff and volunteers to staff units together. |
| 6 | The most important is recruitment and retention. However without the ability to offer proper and timely training new members tend to fall away and our membership will eventually suffer. If is past time to either require the Association Chairman to stop impeding the Volunteer process or step aside and allow someone who will. |
| 7 | At this time I reserve my opinion |
| 8 | 1. Fully implement Uniform Rank Structure to include cross / staffing of apparatus<br>2. Enable FRA Board of Directors to have enforcement powers<br>3. Enable FRA Board of Directors to place items on the FRA meeting Agenda<br>4. Require the FRA Chairman to follow Chapter 9.1, and not perform end runs around it. |
| 9 | 1. Fully implement Uniform Rank Structure to include cross / staffing of apparatus<br>2. Enable FRA Board of Directors to have enforcement powers<br>3. Enable FRA Board of Directors to place items on the FRA meeting Agenda<br>4. Require the FRA Chairman to follow Chapter 9.1, and not perform end runs around it. |

## Results/Answers Provided by Surveyed Volunteer Chiefs and Presidents

### 13. What are your suggestions for improvement in providing better fire and rescue services to the community? - continued

| Board Member | Response |
|---|---|
| 10 | N/R |
| 11 | N/R |
| 12 | N/R |
| 13 | N/R |
| 14 | N/R |
| 15 | N/R |
| 16 | N/R |
| 17 | N/R |
| 18 | N/R |

| Legend: | NR | No Response |
|---|---|---|

**www.rsmus.com**

RSM US LLP is the leading provider of audit, tax and consulting services focused on the middle market, with more than 9,000 people in 86 offices nationwide. It is a licensed CPA firm and the U.S. member of RSM International, a global network of independent audit, tax and consulting firms with more than 38,300 people in over 120 countries. RSM uses its deep understanding of the needs and aspirations of clients to help them succeed.

For more information, visit www.rsmus.com, like us on Facebook at RSM US LLP, follow us on Twitter @RSMUSLLP and/or connect with us on LinkedIn.

© 2016 RSM US LLP. All Rights Reserved