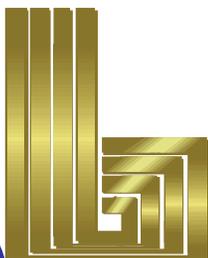


JOINT FIRE SERVICES PLAN

Spring Garden & Springettsbury

Townships, Pennsylvania



Conducted by:
Carroll Buracker & Associates, Inc.
Public Safety Consultants
Fire & EMS Division
1881 College Avenue, Suite 100
Harrisonburg, Virginia 22802
540.564.1500



Carroll Buracker & Associates, Inc.

October 10, 2006

Mr. John J. Holman
Springettsbury Township Manager
Mr. Gregory J. Maust
Spring Garden Township Manager
% Springettsbury Township
1501 Mt. Zion Road
York, Pennsylvania 17402

Dear Messrs. Holman and Maust:

I am pleased to submit with this letter our Joint Fire Services Plan for Spring Garden Township and Springettsbury Township, Pennsylvania.

We would like to acknowledge the tremendous assistance that we received from officials in each Township, the Joint Fire Services Committee and the paid and volunteer service providers.

If you have any questions concerning this Plan, please contact my office.

Sincerely,

A handwritten signature in black ink, appearing to read "Carroll Buracker", is written in a cursive style.

Carroll Buracker
President
cb/kf

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ACKNOWLEDGMENTS

The Study Team extends genuine appreciation to Officials and fire service providers (paid and volunteer) from Spring Garden Township and Springettsbury Township for their cooperation and assistance in developing this Joint Fire Services Plan.

STUDY METHODOLOGY

This Study was conducted in eight phases: data collection, interviews, observations and fact finding, analysis of data, comparative analysis, development of alternatives, preparation of a comprehensive report and oral briefing. The Townships and fire department service providers were requested to provide very specific information related to workload, policies and procedures, past studies, practices of each service provider, staffing, apparatus, facilities and Commonwealth of Pennsylvania statutes.

The Study Team interviewed Township officials, members of the Fire Services Merger Committee, fire chiefs, fire staff, volunteers and paid firefighters, Commonwealth of Pennsylvania officials, York County officials, police chiefs from regional departments, municipal officials and fire chiefs in neighboring areas and other stakeholders.

In addition, the Study Team visited the various facilities and service areas to gain knowledge of unique needs and challenges to service providers in the planning area.

STRUCTURE OF THE REPORT

This Joint Fire Services Plan contains a table of contents, table of figures, background on the consultant staff, executive summary, seven chapters and various tables and illustrations.

Chapter Seven is a suggested Blueprint for the Future (Implementation Plan) to assist the Townships, Fire Services Merger Committee and fire officials in reviewing the observations, findings and advisory recommendations. A suggested timeline is included at the end of the Plan. Township officials and Committee members should make the final decisions on any and all observations and recommendations.



PLANNING TEAM MEMBERS

This Joint Fire Services Plan was developed by three fire consultants who have combined fire and rescue consultant experience in more than 200 fire departments and experience in successfully consolidating fire departments/companies, including volunteer and paid personnel. Each consultant has served in local government, and each has conducted prior fire department studies in Pennsylvania. They are hereinafter referred to as the Planning Team and/or Study Team.

Carroll Buracker

Carroll Buracker is President and CEO of Carroll Buracker & Associates, Inc. and the Center for Public Safety, Inc. He has authored more than 260 public safety plans and served as the corporation's project manager for all fire and rescue consultant services.

Mr. Buracker has more than 20 years of practical experience in public safety in Fairfax County, Virginia, a community of more than 1,000,000 residents. He served as a chief of police in Fairfax County for four of his 20 years, following promotions through eight other ranks. The agency had 1,400 employees at the time. As chief of police, the Fairfax County Board of Supervisors awarded him the county's two highest awards for employees and managers: leadership and management excellence.

He implemented the Fairfax County multiple helicopter police/medevac program in conjunction with the Fairfax County Fire Department; that program serves the Washington D. C. Metropolitan area.

Mr. Buracker was assigned by the Washington, D.C. Metropolitan Council of Governments (COG), representing 16 cities/counties, to co-chair with a fire chief the development of the Metropolitan Washington, D.C. Disaster Response Plan, which with updates has been implemented on three occasions, including the 9/11 disaster.



PLANNING TEAM MEMBERS

He has been certified as an Expert Witness in both state and federal courts on public safety matters. Mr. Buracker holds a Bachelor of Science degree and a Master of Science degree from American University in Washington, D.C.

Kari Foster

Ms. Kari Foster served in a prosecutor's office for four years. She has fire and rescue consultant experience with Carroll Buracker & Associates, Inc. in more than 40 fire departments, including four in Pennsylvania, and in Hartford, Greenwich, Stamford, Tacoma, Chicago, Los Angeles, Port Arthur, North Hudson County (NJ)—a five-municipality fire consolidation project. Ms. Foster, president of a WBE firm, is a graduate of James Madison University with a B.A. degree.

Leslie D. Adams

Mr. Adams served as the on-site project director and lead fire/rescue consultant for this Joint Fire Services Plan for Spring Garden Township and Springettsbury Township.

Mr. Adams, the former Deputy Fire Chief of the Montgomery County, Maryland Fire and Rescue Department, has 28 years of fire/EMS management experience. As the second-in-command, Mr. Adams was the highest ranking uniformed member in that fire department—the agency had a fire director at the time.

He served as the operations deputy fire chief of a combined fire department that serves 850,000 residents. As a practitioner in the fire service, Mr. Adams managed fire operations with 33 fire stations, 818 firefighters, 600 volunteer firefighters, 31 engines, 14 ladder trucks, 35 Basic Life Support units, 13 Advanced Life Support units and 120 paramedics. He has been responsible for all duties of fire services, including personnel management, planning and research, facilities, apparatus, training, dispatch, administration, and operations.

In addition to his service as a paid deputy fire chief, Mr. Adams has served as a volunteer firefighter and volunteer fire chief for 23 years.



PLANNING TEAM MEMBERS

He has served as the lead fire/EMS consultant with Carroll Buracker and Associates, Inc. for 18 years.

Mr. Adams is a certified peer fire department assessor with the Commission on Fire Accreditation International.

He has served as the Chairman of the International Association of Fire Chiefs (IAFC) Personnel Management Committee.

Mr. Adams has lectured at the National Fire Academy on modern techniques in fire services operations and has been on the faculty of Montgomery Community College teaching Fire Science Administration.

He holds a B.S. in Business Administration from the Columbia Union College, and has completed course work on a Masters degree in General Administration.



EXECUTIVE SUMMARY

The Setting

The two municipalities participating in this fire services merger planning effort are Spring Garden Township and Springettsbury Township, which are located in central York County, Pennsylvania. Adjacent to the City of York, both Townships are approximately 26 miles south of Harrisburg, Pennsylvania, and 52 miles north of Baltimore, Maryland.

In this study, the two municipalities are referred to as charter municipalities or participating municipalities.

Spring Garden Township

Spring Garden, which includes a population of 11,974 (2000 Census), is surrounded on three sides by York City, with a section of the City separating the Township into two parts. Spring Garden's geographic area includes 6.7 square miles with a population density of 2,787 persons per square mile.

Spring Garden is a municipal corporation organized under the Pennsylvania First Class Township Code. The five-member Board of Commissioners is responsible for establishing the policies of the Township, as well as other legislative responsibilities. The Township Manager oversees all departments.

Springettsbury Township

Springettsbury's population is 23,883 (2000 Census) and comprises an area of 16.7 square miles. Two major traffic arteries traverse Springettsbury: Interstate Route 83 and U.S. Route 30.

The Township is governed under the supervisor-manager form of government. The Board of Supervisors includes five members and is responsible for the establishment of the policies of the Township and other legislative responsibilities. A Township Manager, appointed by the Board of Supervisors, is the chief administrative officer of the Township and oversees all departments of the Township.



EXECUTIVE SUMMARY

Current Fire Services Delivery

The participating York area fire departments have a rich history of providing fire protection and related services to their respective municipal service areas: initially, as all volunteer organizations and currently as combination paid and volunteer staffed fire departments. These two fire departments are generally organized and operated similarly, although their specific programs, rank structure, number and type of apparatus, and fire stations may differ due to changing service demands and tradition. The total personnel and capital resources of the participating fire departments include approximately 34 civilian and uniformed firefighters and officers, 15 pieces of apparatus and 4 fire station facilities.

These two fire departments have been participating in the mutual provision of services through an active mutual aid program. This approach to the joint provision of services has been facilitated by the York County 911 Emergency Communications Center which, since 1976, has been providing regionalized fire and EMS dispatch and communications service for the participating fire departments.

The Spring Garden and Springettsbury fire departments are full-service fire and rescue service delivery agencies that provide primary emergency services, including fire suppression, rescue, hazmat mitigation, EMS first responder and public education. The Spring Garden Township Fire Department provides fire inspections and code enforcement, as well as fire pre-planning.

There are a number of similar activities and programs that the participating fire departments are involved in that may facilitate the regionalization of fire services. These include similarity in:

1. Fire and related risks and service demands faced by the fire departments;
2. Work schedule;
3. Response procedures and assignments;
4. Standard operating procedures (SOPs); and,
5. Mutual aid program involvement.



EXECUTIVE SUMMARY

Spring Garden Township Fire Department (SGTFD)

The SGTFD provides fire and rescue services to Spring Garden from two fire stations with a total of 16 paid firefighters and officers. The Department operates with two staffed engines and a ladder truck. The SGTFD is under the operational and administrative command of a fire chief. A number of volunteer members of the Grantley and Victory Volunteer Fire Companies work with the SGTFD under the command of the Fire Chief to provide services as a combination paid-volunteer fire agency.

The SGTFD firefighters and officers respond on the engines and a ladder truck to provide EMS first responder services with the Grantley Volunteer Fire Company's paid and volunteer staff providing patient transport services. A number of volunteer members serve as fire/police.

Springettsbury Township Department of Fire Rescue Services (STDFRS)

The Springettsbury Township Department of Fire Rescue Services is headed by the acting civilian Managing Director. The fire protection-related services are provided by both paid and volunteer personnel. The paid firefighters and officers include three captains and 14 firefighters. Reportedly, only a limited number of volunteer firefighters of the Springettsbury Volunteer Fire Company participate at this time in the delivery of fire protection services. There are a number of volunteer members who serve as fire/police.

The STDFRS apparatus, paid personnel and volunteer staff operate from two fire stations: Fire Stations 16 and 17. The primary fire apparatus includes three engines and a ladder truck. The full range of fire protection and rescue services are provided to the residents and business owners of the Township. Additionally, the STDFRS staff provide emergency medical first responder services by responding on either an engine or ladder truck to provide quick response. EMS transport services are provided by a separate group of Township employees who are, reportedly, also trained to provide fire protection services.



EXECUTIVE SUMMARY

The STDFRS provides emergency medical services (EMS) with firefighters and officers on the fire apparatus responding to provide EMS first responder services. Another element of the STDFRS provides EMS transport service with paid unionized EMS personnel.

Volunteer Fire Companies

There are three volunteer fire companies in the charter municipalities: Grantley and Victory in Spring Garden Township and Springettsbury Fire Company in Springettsbury Township. In recent years, the level of volunteer participation in the delivery of actual fire and rescue services has decreased substantially to the point that, in August 2006, the level of participation in operational service delivery was considered minimal, at best. This trend of reduced availability of volunteers is not just a York area problem; it is a problem throughout Pennsylvania and the nation.

Fire and Rescue Services Merger/Regionalization

This Study is intended to assist Spring Garden and Springettsbury to consider merging their respective fire departments into one larger, more efficient and effective fire agency providing improved emergency services.

The joining of fire and rescue organizations, referred to variously as merger, regionalization and consolidation, is a means by which an increasing number of municipalities across the United States are responding to a variety of municipal issues. These issues include fiscal constraints, increasing workload, new and increasing demands and the need to become more cost efficient and productive.

There are two primary forms of regionalization. One approach is functional cooperation and consolidation relating to specific fire and rescue functions, e.g., dispatch, training, provision of command, purchasing, joint response (mutual aid) and provision of specialty services, such as hazardous materials response, underwater rescue and urban search and rescue. The second form of regionalization is the implementation of full organizational merger that results in one fire and rescue service agency serving the resulting larger service area.



EXECUTIVE SUMMARY

Typically, the full merger of fire two or more fire service delivery agencies results in the following:

- One fire department;
- One employer;
- One set of rules and regulations;
- One personnel management system;
- One union contract;
- One chain of command; and,
- One work schedule.

The national experience regarding fire department regionalization indicates major improvements in service to the public and internal efficiencies that have a positive impact on the public. Several key improvements typically include:

1. Improved fireground communication;
2. Improved fireground operations by following the same standard operating procedures and working together more as a team;
3. Reduced apparatus maintenance and upkeep effort required on the part of on-duty firefighters;
4. Reduced response times of apparatus, thus providing emergency service to incident scenes quicker by dispatching the closest unit via mutual aid;
5. Improved firefighter safety; and,
6. Improved dispatch function through reduced dispatch time and error rate.

National experience and that of the Study Team has made it clear that there are potential significant service improvement benefits, and cost reduction and avoidance opportunities that would benefit the taxpayers/customers (residents and business people) of the Spring Garden and Springettsbury Townships.



EXECUTIVE SUMMARY

Emergency Medical Services

Fire service involvement in EMS delivery has a long history in the United States. As early as 1928, a few fire departments began providing first aid services to citizens suffering from heart attack symptoms or having trouble breathing.

As pre-hospital care started to become more sophisticated with the introduction of national standards for training of emergency medical technicians (EMT) and paramedics, fire department involvement in EMS throughout the country grew. Many factors, including decreased fire workload, potential improved response times and the ability to cross-utilize fire and EMS staff have led municipal leaders, public safety advocates, including some union leaders, to encourage the incorporation of EMS into fire departments.

In 2006, as many as 85 percent of the approximately 34,000 fire departments in the United States are routinely dispatched on emergency medical calls. In these fire departments, approximately one-half to three-fourths of the incidents are EMS related.

In the charter municipalities, EMS transport services are provided by the Grantley Volunteer Fire Company with unionized paid and volunteer staff, and in Springettsbury with paid unionized staff who are an element of the Springettsbury Township's Department of Fire and Rescue Services. Neither of the EMS transport functions are part of this regionalization planning effort at this time.

For the future, the EMS recommendations include:

- A. Assessing the opportunities for EMS service delivery improvement and cost efficiencies in EMS patient transport services through participation in fire and rescue department regionalization and full integration of all pre-hospital EMS service provision;
- B. Implementing a comprehensive EMS first responder program with fire apparatus; and,
- C. Providing appropriate EMS training and supervision as part of the organization structure of the proposed Regional Fire Rescue Department (RFRD).



EXECUTIVE SUMMARY

Pennsylvania Statutory Framework for Merger

The Pennsylvania Constitution includes the following provision related to intergovernmental cooperation that seems applicable to the apparent intent of the charter York area municipalities to create a regional fire and rescue department. That section reads as follows:

“Section 5. Intergovernmental Cooperation

A municipality by act of its governing body may, or upon being required by initiative and referendum in the area affected, shall cooperate or agree in the exercise of any function, power or responsibility with, or delegate or transfer any function, power or responsibility to, one or more other governmental unit including other municipalities or districts, the Federal government, any other state or its governmental units, or any newly created governmental unit.”

The Commonwealth law authorizing intergovernmental cooperation is codified in Title 53 of the Pennsylvania Consolidated Statutes. It authorizes two or more “local governments” to “jointly cooperate in the exercise or in the performance of their respective governmental functions, powers or responsibilities.”

According to Title 53, this cooperation is to be authorized by ordinance, which must specify the conditions, duration, purpose, manner, and extent of any financing, organizational structure and manner in which property will be acquired, managed and disposed. That ordinance must also specify that the entity created will be empowered to enter into certain employee-related contracts.

Regional Fire Rescue Department Authority and Implementation Actions

Considering the statutory framework in the Constitution of Pennsylvania and Title 13, other public safety regionalization experience in the Commonwealth and the Study Team’s experience in previous merger/regionalization projects, the RFRD could have the following relevant powers and authority:



EXECUTIVE SUMMARY

1. Leasing, selling and purchasing real estate;
2. Leasing, selling and purchasing personal property;
3. Entering into contracts for the purchase of goods and services, collective bargaining agreements;
4. Hiring, firing, suspending, promoting, demoting, disciplining, setting salaries, and otherwise dealing with employees;
5. Recruiting, retaining, suspending, promoting, demoting, disciplining, and otherwise dealing with and encouraging the participation of qualified volunteer personnel in the provision of fire and rescue services;
6. Serving as a hearing board for employee grievances;
7. Establishing and maintaining bank accounts and other financial accounts;
8. Investing monies in investments authorized for municipalities of the Commonwealth;
9. Borrowing monies;
10. Establishing and funding employee benefit programs, including pension funds;
11. Delegating any of its powers, express or implied, to its Fire Chief or designee;
12. Obtaining legal, accounting and other professional services;
13. Contracting with other municipalities choosing to consolidate their fire department with the RFRD;
14. Contracting with municipalities to provide fire and rescue-related services;
15. Establishing and funding employee benefit programs, group insurance, and social security benefits; and,
16. Adopting bylaws and policies consistent with the charter agreement and its purpose as stated.

According to the statutory authority, implementation of a regional fire service delivery agency would involve the execution of a separately adopted resolution or ordinance by the participating municipalities. That resolution/ordinance would authorize the execution of a joint contract for the joint provision of fire and rescue related services through a jointly established Regional Fire Rescue Department.

Subsequently, appropriate Township officials would finalize and execute such a joint services contract. Such a contract has been developed by the Joint Fire Services Committee



EXECUTIVE SUMMARY

of the participating Townships, in the form of a draft charter agreement. In the view of the Study Team, this draft charter agreement is comprehensive and well prepared. The Townships and involved officials should be proud of this draft document, which is an example of the in-depth planning effort that has been underway between Spring Garden and Springettsbury for a number of years.

The draft charter agreement incorporates a number of sections that address related subjects, including:

1. Jurisdiction and authority;
2. Fire district boundaries;
3. Volunteer fire services;
4. Regional Fire Commission;
5. Meetings;
6. Fiscal apportionment formula;
7. Finance;
8. Asset capitalization;
9. Employee pensions;
10. Fire Department headquarters;
11. Fire Department records system;
12. Immunity and claims;
13. Joinder of additional municipalities;
14. Withdrawal of charter municipality;
15. Term and dissolution;
16. Effect of regionalization on existing fire departments; and,
17. Amendments and execution.

Future additional municipalities choosing to merge their fire and rescue services agency with the RFRD will likewise need to adopt an appropriate ordinance or resolution and sign an updated charter agreement. Municipalities choosing to have the RFRD provide fire and rescue services to their municipality on a full or part-time basis would need to sign a contract for such services with the RFRD.



EXECUTIVE SUMMARY

The RFRD authority and implementation recommendations include:

- A. Adopting a separate charter municipality resolution or ordinance authorizing the execution of a joint services agreement: the charter agreement;
- B. Establishing the full authority of the RFRD in the charter agreement;
- C. Executing the charter agreement for the implementation of the RFRD;
- D. Continuing the functioning of the Joint Fire Services Committee in the coordinating and planning role until the establishment of the governing body of the RFRD;
- E. Assuring that additional municipalities joining the RFRD adopt a resolution or ordinance to authorize execution of a revised charter agreement; and,
- F. Assuring that additional municipalities and the RFRD charter municipalities execute a revised charter agreement incorporating the merger of the additional fire agency/s into the RFRD.

RFRD Governance

Regarding RFRD governance, the draft charter agreement would establish a Regional Fire Commission. As the governing body, the Commission would direct and control the Regional Fire Rescue Department, and, as such, would be responsible for the operation, management, and administration of the RFRD. This is consistent with the governance approach that has been taken in the majority of regional public safety agencies in the Commonwealth of Pennsylvania.

In reviewing the regional police department and Commonwealth documents on the subject, it appears that a one-to-one (one representative from each charter municipality) method of managing the regional police departments is the predominantly accepted approach to the composition of regional commissions. The draft charter agreement for the RFRD would have each charter municipality appoint two representatives: one representative and one alternate who could attend meetings, but only vote in the absence of the official municipal representative.



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Further, the charter agreement would provide the Commission with a chairperson, vice chairperson, and secretary/treasurer, and such other officers as the Commission would deem appropriate.

The RFRD governance recommendations include:

- A. Establishing a Board of Commissioners to serve as the governing body of the RFRD;
- B. Establishing the membership of the Board of Commissioners of the RFRD by the appointment of one representative and one alternate representative by each charter municipality; and,
- C. Establishing the officers of the RFRD Board of Commissioners as a chairperson, vice chairperson and secretary/treasurer.

Cost Allocation Formula

A major issue in the regionalization or consolidation of fire/rescue agencies is the funding. The RFRD could be funded by the participating municipalities, with payments being made by the municipalities on a monthly, bi-monthly, or quarterly basis. A review and relative comparison of the two Township fire-related budgets (not including EMS transport services) for FY2006 reveals that Spring Garden is 46 percent of the total of the two budgets and Springettsbury is 54 percent of the total of the two budgets.

The Study Team noted that Springettsbury is likely to continue to develop in the future while Spring Garden is largely built-out. Further, it is likely that the allocation of fire and rescue resources (staff, apparatus and fire stations) between the current two charter municipalities is likely to change as a result of recommendations contained in this Plan and as a result of relative changes in future development and population. Moreover, as additional municipal fire agencies become a part of the RFRD, the cost of service delivery and allocation of resources will change. These changes will have an impact on the application of a selected cost allocation formula in the future.



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There are a number of formulae for funding regional initiatives in fire/rescue services. Several that were discussed with the Study Team include the following:

1. Assessed property valuation;
2. True property value;
3. Resource (personnel, apparatus, and station) location;
4. Incident call load totals, or broken down by fire, rescue, and EMS;
5. Equal payment;
6. Square mileage of municipality/service area;
7. Population of municipality/service area;
8. Participation of volunteer members in operations;
9. Negotiated cost sharing percentage;
10. Road miles in municipal service area; and/or,
11. Combination of two or more of the above categories.

A single category, such as assessed property valuation, could be selected for the formula or a combination of categories could be utilized. If the combination approach to cost allocation were utilized by the charter municipalities, the categories could be weighted based on the priority of the cost allocation category.

The selected formula for cost sharing would need to be an integral component of the joint agreement to form the RFRD, although it might be a revision in the funding formula currently outlined in the draft charter agreement.

The cost allocation formula recommendations include:

- A. Establishing the cost allocation formula in the charter agreement with changes from the draft as determined appropriate by the charter municipalities;
- B. Adopting either the assessed property valuation or a combination of funding categories with appropriate weighting as the selected cost allocation formula for RFRD cost sharing among the charter municipalities;



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- C. Considering the level of volunteer participation and commitment to the delivery of fire and rescue services in the final selection of the cost allocation formula; and,
- D. Considering a transition period of several years—possibly three to five years—to provide a period of fiscal stability during implementation of the selected RFRD final funding formula.

Long-Term RFRD Uniformed Rank Structure

The rank (staffing) structure of the current Charter Municipal fire departments differs. The structure of the Spring Garden Township Fire Department includes a chief/temporary civilian manager, captains as shift commanders and firefighters. The Springettsbury Township Department of Fire Rescue Services staffing structure includes a chief, lieutenants and firefighters. Although different rank titles, the relative roles of the captains and lieutenants in the two fire departments seem similar.

It should be understood that, in the early stages, the number of staff at each rank and the use of the various ranks will be limited, such as assistant chief. The ranks and number of each staff in each rank will increase as the RFRD grows with additional charter municipalities merging their fire and rescue service delivery agencies into the RFRD.

The suggested uniformed rank structure for the long term includes the following:

- A. Fire chief to command and administer the RFRD;
- B. Deputy chief to serve as second-in-command, and as part of incident command and fire department administration;
- C. Assistant chief to head major functional elements of the RFRD, including fire prevention, training and operations;
- D. Battalion chief to serve as shift commander;
- E. Captain to serve as station commander (one per shift per station) and unit officer when on duty;
- F. Lieutenant to serve as unit officer; and,
- G. Firefighter.



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Volunteer Operations Rank Structure

The following operational volunteer positions are suggested in the RFRD for appropriately qualified staff:

- A. Captain - The qualified senior operational position of each volunteer fire company choosing to participate in the RFRD. Operationally, on incidents, the volunteer captain would be equivalent to a company commander of a unit. A captain would also head the fire police unit within the RFRD.
- B. Lieutenant - A qualified unit officer involved with incident operations and training, and other related volunteer fire company operations support activities.
- C. Firefighter - A volunteer member of a volunteer fire company who is qualified to serve in the role of hands-on fire and rescue service provider.

The volunteer officers would be appointed by the RFRD Fire Chief and would “serve at the pleasure” of the Fire Chief. In other words, the Fire Chief would appoint, promote (based on qualifications), discipline, demote and remove volunteer officers (for cause), as appropriate.

Long-Term RFRD Civilian Staffing

There are no civilian administrative or support staff currently included in the staffing of either of the fire departments. Ostensibly, administrative support is provided for the two fire department administrations either by current staffing of the fire departments or by Township civilian personnel.

For the transition and the future of the RFRD, a number of civilian administrative/support positions may be justified in order to support the Regional Fire Rescue Commission, Fire Chief and the Fire Department.

The key functions that will need to be performed by civilian staff in the new RFRD include:

- A. Finance and budgeting;
- B. Purchasing;



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- C. Administrative and clerical;
- D. Planning;
- E. Computer and technology;
- F. Grant development and administration; and,
- G. Apparatus repair.

Incorporating Volunteer Fire Companies into the RFRD

In discussions with officials of the charter municipalities, the Study Team was advised that, with the implementation of the RFRD, the Townships would like to reverse the trend of substantial reduction in volunteer involvement in actual fire and rescue service provision. They would like to see the involvement of the volunteers regenerated with the merger of the Township fire departments. The stated goal is the “preservation and enhancement of the volunteer fire service.”

The volunteer-related recommendations for the future of the fire companies from an organizational perspective include:

- A. Officially choosing to become part of the Regional Fire Rescue Department;
- B. Encouraging members to support and participate fully in the implementation of the RFRD;
- C. Signing an agreement with the RFRD to become part of the RFRD and to comply with its rules, regulations and SOPs, as well as be under the operational command of the Fire Chief and the RFRD chain of command, which could include volunteers;
- D. Having the RFRD continue to operate from appropriate volunteer-owned fire station facilities, compensating the volunteer company for facility use;
- E. Agreeing to support the RFRD and volunteer safety, and other needs through the Relief Association, in compliance with Act 84;
- F. Continuing to conduct appropriate fundraising activities and focusing funds toward operations, to the extent possible;
- G. Pursuing volunteer recruitment and retention efforts in teamwork with appropriate RFRD staff, and strongly encouraging volunteer members to



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- become fully qualified to participate in the provision of fire and rescue services;
- H. Making appropriate revisions to fire company bylaws and rules, regulations and SOPs to implement changes consistent with the implementation of the RFRD, including changes in entry requirements, operational rank titles, position requirements and training and certification requirements; and,
 - I. Taking other appropriate actions and making further changes consistent with and supportive of the successful implementation of the RFRD.

As an alternative, the Townships and RFRD, in coordination with the volunteer fire companies, could establish one RFRD volunteer fire company, in lieu of having three separate companies. The single volunteer fire company option could reduce potential duplication of administrative effort on the part of the volunteer staff and allow more concentrated time and effort on the provision of operations-related services.

The recommendations for the future of the volunteer members include:

- A. Individuals wishing to become an operational volunteer with the RFRD would first need to join and be a member in good standing of one of the charter municipality volunteer fire companies;
- B. Individuals would be required to meet appropriate physical requirements to participate in RFRD operations;
- C. Volunteers would serve in the RFRD at the pleasure of the Fire Chief, in accordance with applicable policies, procedures and SOPs;
- D. Volunteers could serve in at least two operational areas: fire and rescue, and fire/police;
- E. Volunteers could serve in three operational ranks: captain, lieutenant and firefighter;
- F. Volunteers would have to meet certain position-specific physical, training, certification and experience requirements, as determined by the Fire Chief;
- G. Volunteers in each rank would participate as part of the RFRD chain of command;



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- H. Volunteers would participate in an appropriate in-station standby program to focus on the staffing of fire and rescue units;
- I. Volunteers would participate in the required in-service training program provided by the RFRD;
- J. Volunteers would participate in the volunteer career development program intended to provide a developmental track for learning and improvement; and,
- K. Volunteers would participate in a mentor program to encourage an expanding volunteer operations experience.

Vehicular Fire/Rescue Apparatus

The fire and rescue apparatus fleet utilized by the participating fire departments includes six pumpers, two ladder trucks, an air unit, two service truck vehicles (pickups) and four command and support SUVs. In the judgment of the Study Team, considering a number of factors including fire and EMS risks, current and future emergency workload, and fiscal issues, the current fleet of emergency fire and rescue apparatus seems appropriate for the RFRD, with limited changes. Township officials provided the Study Team with a suggested replacement schedule for these units.

The Model Regional Fire Rescue Department Chapter of this Plan includes a suggested 20-year apparatus replacement schedule for possible adoption, with appropriate changes, by the RFRD Board of Commissioners. Although the replacement schedule does not follow the recommended schedule precisely, it appears to be reasonably close and likely includes judgement exercised by knowledgeable officials. It should be considered for adoption by the Board of Commissioners, with any changes determined appropriate. Moreover, this schedule, with appropriate changes, should be utilized as the basis for a multi-year capital budget for the RFRD.



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APPARATUS REPLACEMENT SCHEDULE

Regional Fire Rescue Department

UNIT	TYPE	MAKE/MODEL	YEAR	YEAR TO REPLACE
Engine 13*	Pumper	Grumman/Spartan	1988	Remove
Engine 15-1	Pumper	E-ONE	2003	2019
Engine 15-2	Pumper	FL80 Freightliner	1995	2010
Engine 16	Pumper	Spartan/Laverne	1996	2008
Engine 17-1*	Pumper	Spartan/Laverne	1996	Remove
Engine 17-2	Pumper	Pierce Arrow	1988	2011
Truck 15**	Ladder	LTI/Spartan	1988	Reserve
Truck 16	Ladder	American LaFrance	2002	2017
Command 10-1	SUV	Ford Expedition	2006	2016
Command 10-2**	SUV	Ford Explorer	1999	Reserve
Command 40-1	SUV	Ford Expedition	2005	2015
Command 40-2	SUV	Ford Expedition	2000	2010
Air Unit 16	Truck	Mack	1994	2009
Service 16	Pickup	Ford	2001	2016
Service 17	Pickup	Ford	2001	2016

Source: Participating fire department officials.

Note:*Suggest removal from fleet: sell or trade-in.

**Suggest removal from service and place in reserve fleet.

The apparatus recommendations include:

- A. Placing Truck 15 into reserve status upon implementation of the RFRD;
- B. Placing a pumper in reserve status;



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- C. Removing two engines from the apparatus fleet: one upon implementation of the RFRD and the second upon implementation of the three-fire-station option; and,
- D. Adopting a consistent apparatus replacement schedule incorporated into a six-year capital budget for RFRD capital apparatus and equipment.

Apparatus Staffing

Apparatus staffing has been justified by fire experts from three individuals per piece of apparatus to as many as six. The variables in this decision process involve:

- The demographics of the community;
- The number of fires to which the units respond;
- The location of the fire stations and their distance of travel for back-up;
- The type and age of buildings in the community, as well as the type of manufacturing which exists within the community;
- The nature of the fire protection and related risks in the service area; and,
- Fiscal considerations.

The Study Team was advised that the current minimum apparatus staffing levels of the charter municipalities varies: generally the minimum apparatus staffing level is either one or two firefighters and officers. Staffing an engine with one firefighter/officer means, for example, that one individual must attempt to perform several functions simultaneously upon initial arrival on the scene of a fire: operate the engine's pump, provide incident command, instruct incoming units as to actions needed and then initiate rescue or fire suppression efforts. At the very minimum, this mode of staffing likely delays any fire attack operations or rescue efforts until additional units arrive on the scene, potentially resulting in further personal injury or damage due to the delay.

This staffing level of engines and trucks is insufficient for an engine or truck to initiate independent fire operations tactics. At this staffing level, units must take up a defensive mode of operations until further units and staff arrive. Moreover, rescue operations with one or two



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staff members is either significantly degraded or not possible and presents serious safety issues for the service providers and stakeholders.

The apparatus staffing recommendations include:

- A. Considering suggested resource allocation (apparatus and fire station) decisions during the initial merger transition to allow for a decision to establish a minimum engine and ladder truck staffing level of two firefighters; and,
- B. Considering the establishment of a minimum staffing level of three firefighters and officers for the future.

Fire Stations and Facilities

All current fire station facilities utilized by the charter fire departments are owned by the volunteer fire companies, who have been receiving compensation from the Townships for use of their facilities. With the implementation of the RFRD, the compensation to the volunteer fire companies for facility use should continue to the extent that the facilities are used by the RFRD .

The Study Team conducted a computerized analysis of fire station locations and personally viewed all facilities. A review of the fire facilities indicates a need, with the implementation of the RFRD, to plan for the reallocation and location of a number of fire stations and apparatus currently utilized by the fire departments of the charter municipalities. Specifically, the Study Team is suggesting that the RFRD reduce the total number of fire facilities to three, and plan and implement an RFRD headquarters.

The fire station and facility recommendations include:

- A. Implementing a Tri Hill area fire station for the operations of the RFRD in Spring Garden and subsequently operating a three RFRD fire station configuration;
- B. Grantley Fire Company considering relocating its operations to the suggested new Tri Hill area fire station;



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- C. Victory considering retaining its administrative and fundraising efforts at its current fire station;
- D. Initially establishing the headquarters of the RFRD in the current Springetts/Springettsbury Fire Station 16 in a team effort between the fire company and the RFRD;
- E. Implementing a new combined Fire Station 16 and RFRD headquarters in a suggested new fire, rescue and EMS facility to be constructed in the vicinity of the York Container Company in Springettsbury;
- F. Springetts/Springettsbury Fire Company considering relocating its operations to the suggested new Fire Station 16/RFRD headquarters facility; and,
- G. Implementing full automatic “closest available dispatched” mutual aid with all fire and rescue service delivery agencies/municipalities in the vicinity of the RFRD area of responsibility.

For the long term, the Study Team envisions an RFRD Headquarters that could include the following spaces:

- 1. Large conference/meeting room for Commission meetings;
- 2. Fire Chief’s office;
- 3. Deputy fire chief’s office;
- 4. Administrative assistant’s office;
- 5. Budgeting office;
- 6. Other administrative offices;
- 7. Fire Prevention Bureau offices;
- 8. Training and group meeting room;
- 9. Break/kitchen area;
- 10. Office equipment and computer support space/s; and,
- 11. Storage area.



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Fire and Rescue Training

Personnel within the fire department must be able to perform a significant number of manual skills, manage complex incidents, perform supervisory and administrative tasks and ensure that personnel and equipment are ready to respond to all kinds of incidents. Training is one of the most important elements of any fire department because skill levels are so very critical to performing satisfactorily at the scene of an incident.

Even though, individually, the participating York area fire departments may have excellent training programs, there is a need for the RFRD to continue this tradition, and develop a strong and innovative training and career development program.

The fire and rescue training recommendations include developing and implementing a comprehensive RFRD training and career development plan that would include the following, as a minimum:

- A. New recruit certification and training program;
- B. Comprehensive new firefighter probationary training program;
- C. Aggressive in-service training program;
- D. Officer training and certification programs for promotional requirements and post-promotion career development;
- E. Executive development training and certification requirements and programs for chief officers;
- F. Specialty training and certification programs; and,
- G. Volunteer training and certification programs and requirements.

Fire Prevention Programs

The fire prevention programs of the Regional Fire Rescue Department should be developed to emulate state-of-the-art fire prevention programs utilized by progressive fire departments. The recommendations for RFRD fire prevention programs should include at least the following:



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- A. In-service fire company fire code enforcement building inspections;
- B. Follow-up on violations issued by the fire companies;
- C. Public education, possibly to include a “burn trailer” for fire education;
- D. Public relations;
- E. Pre-fire planning;
- F. Public service announcements;
- G. Fire cause determination; and,
- H. Arson investigation in a team effort with law enforcement and Commonwealth resources.

Union-Related Matters

The officers and firefighters of the participating fire departments are members of two union locals: 1) Spring Garden Township Professional Fire Fighters Association, Local 4460 of the International Association of Fire Fighters (IAFF); and, 2) Springettsbury Local 2377 of the IAFF.

The recommendation for the RFRD, and the union members and locals is:

- A. The union locals, Spring Garden Township Professional Fire Fighters Association, Local 4460 and Springettsbury Local 2377, of the International Association of Fire Firefighters are encouraged to take appropriate actions to merge into one firefighter/officer bargaining unit.

Selection of a Fire Chief

One of the most important staffing decisions to be made by the Board of Commissioners will be the selection of the first RFRD Fire Chief. The individual selected for this important position will not only administer and command the day-to-day functioning of the RFRD, but will need to “set the tone” for this new fire agency and should have a comprehensive vision for the future of the RFRD. The individual should be seen as a progressive fire services leader and innovator. This individual will be expected to lay the groundwork for the RFRD



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to grow into a state-of-the-art fire and rescue service delivery agency that is respected in the York region and in the Commonwealth of Pennsylvania.

Qualified interested candidates for this critical position should be recruited from inside and outside the Charter Municipal fire departments. The recommendations include consideration of a national search to fill this position.

Transition Staffing Plan

The implementation of a Regional Fire Rescue Department will require the development and implementation of a staffing transition plan. By necessity, the specific components to be included in such a plan would depend upon the rank structure and staffing plan ultimately approved for implementation.

A transition staffing plan for the staffing options outlined in this Chapter could include the following in two phases.

- **Phase One:** The first phase would be the staffing upon establishment of the Regional Fire Rescue Department when it is under the direction of a newly appointed Fire Chief and Deputy Chief.
- **Phase Two:** The second phase of the transition staffing plan would occur with the implementation of the three-fire-station model with a more centralized Tri Hill area fire station located in Spring Garden Township.

The initial Phase One staffing plan would involve the implementation of the new civilian positions of administrative officer and office assistant to provide administrative (budget, personnel, planning, etc.) management support to the Board of Commissioners, the Fire Chief and RFRD generally.



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PHASE ONE STAFFING MODEL - FOUR FIRE STATIONS

Regional Fire Rescue Department

RANK	CURRENT	RFRD	DIFFERENCE
UNIFORMED POSITIONS			
Chief	1	1	0
Managing Director	1	0	-1
Deputy Chief	0	1	+1
Battalion Chief	0	3	+3
Captain	3	4**	+1
Lieutenant	3	3**	0
Firefighter	26	22	-4
Total Uniformed	34	34	0
CIVILIAN			
Administrative Officer	0	1	+1
Office Assistant	0	1	+1
Total civilian	0	2	+2
TOTAL	34	36	+2

Note: *Assumes staffing of 4 engines with cross staffing of one truck.

**One temporary captain and one temporary lieutenant promotion pending reduction in fire stations.

The Phase Two staffing plan for the three-fire-station model would involve a number of changes, staffing the truck at Fire Station 16 with the minimum of two positions, adjusting the number of captain and lieutenant positions to reflect the reduced station captain and increased unit officer position for the truck.



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PHASE TWO STAFFING MODEL - THREE FIRE STATIONS

Regional Fire Rescue Department

RANK	4 STATION	3 STATION	DIFFERENCE
UNIFORMED POSITIONS			
Chief	1	1	0
Deputy Chief	1	1	0
Battalion Chief	3	3	0
Captain	4	3**	-1
Lieutenant	3	4**	+1
Firefighter	22	22	0
Total Uniformed	34	34	0
CIVILIAN			
Administrative Officer	1	1	0
Office Assistant	1	1	0
Total Civilian	2	2	0
TOTAL	36	36	0

Note: *Assumes staffing of one ladder truck at minimum staffing of two.

**One temporary captain promotion removed and one lieutenant promotion made.

The newly created battalion chief positions should be filled from within the two participating fire departments from current captains (Springettsbury) and lieutenants (Spring Garden). It appears that personnel in these two positions currently perform similar battalion chief shift command and shift administration duties: command, shift administration and unit officer-related work.

Therefore, it seems that the current Springettsbury captains and Spring Garden lieutenants should be considered eligible to compete for the new positions of battalion chief through an



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appropriate process developed under the direction of the Fire Chief. The best qualified candidates applying should be selected for promotion.

Future Staffing Model - Post Transition Uniformed Staffing

The implementation of the two transition staffing models envisions the utilization of collateral duty assignments for handling many of the support functions for operations and administration, including safety, training, and fire prevention. Subsequent to the two phases of transition staffing suggested, the Fire Chief and Board of Commissioners should continually monitor and assess the apparatus and other uniformed staffing needs of the RFRD.

As the Fire Department develops and grows with additional participating fire and rescue agencies, the RFRD staffing of a number of key functions in the Department should be considered, including:

1. Fire prevention;
2. Operational command;
3. Training;
4. Administration;
5. Apparatus purchasing and maintenance;
6. Emergency medical services; and,
7. Volunteer recruitment and retention programs.

Post Transition Civilian Administrative and Support Staffing

The suggested initial staffing model includes one professional administrative officer to handle essentially all budgeting, personnel, purchasing and planning functions. An office assistant is also suggested who would handle office management and clerical functions. This administrative support staff seems to be adequate for the transition and into the initial stages of growth and development of the RFRD.

Post transition, as the operations and administration of the RFRD become more focused and the Department grows with additional participating fire and rescue agencies, the Fire Chief and



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Board of Commissions will need to monitor civilian staffing needs, and make adjustments and additions to the civilian staffing as appropriate. The broad cross-section of possible civilian staffing functions include:

1. Finance and budgeting;
2. Purchasing;
3. Administrative and clerical;
4. Planning;
5. Computer and technology;
6. Grant development and administration; and,
7. Apparatus repair.

Fiscal Impacts

There are potential savings (cost avoidance) from regionalization. The primary areas for savings involve the allocation of apparatus. A summary of estimated savings follows.

Fire Stations

The charter municipalities/RFRD could accrue savings in fire station use fees paid to the volunteer fire companies by reducing the number of stations from four to three, in the event the three-fire-station model is implemented. This would be a potential total savings in FY2006 of \$34,970, \$14,170 saved by Grantley and \$20,800 saved by Victory. However, there would be the cost of annual operations of the new replacement RFRD-owned Tri Hill area fire station that would require operating expenses that could equal the potential savings in funds no longer paid to the fire companies.

Potential Apparatus Savings (Cost Avoidance)

One apparatus option is to reduce the total primary apparatus (engines) fleet operated by the charter municipality fire departments by up to two engines. This fleet reduction could provide the following decrease in future apparatus costs and a potential revenue from the disposition of current surplus units as follows:



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- Twenty-year life cycle replacement cost savings of \$900,000
Based on the current cost of replacing an engine at \$450,000.
- 20-year annual operating and maintenance expense savings of \$400,000
Based on an average annual maintenance cost of \$10,000 per engine over the typical twenty-year life cycle.
- Revenue (or trade-in value) from sale of excess apparatus of \$60,000
Based on an estimated residual value of \$30,000 per engine.

In summary regarding apparatus, the charter municipalities, volunteer fire companies, and the RFRD could incur a 20-year life-cycle savings in the cost of purchasing and maintaining apparatus totaling \$1.3 million and a potential one-time revenue of up to \$60,000 could result from the sale or trade-in of surplus apparatus. These savings would only occur if the suggested changes are made as outlined in this Plan. Moreover, the savings would accrue to the owner of the apparatus: volunteer fire companies, Townships and/or RFRD.

Support Services Savings (Cost Avoidance)

The participating municipalities have already attained service improvements and efficiencies through the implementation of regional dispatching, mutual aid and joint adoption of a number of operational procedures.

At the present time, the two charter municipalities must negotiate two labor contracts on a periodic basis. Negotiating labor contracts can be expensive, both in terms of actual expenditures, as well as staff time, particularly if any aspects of those negotiations become litigated. The Study Team is not in a position to estimate the cost savings by reducing the number of collective bargaining agreements to be negotiated to one contract. However, based on informal discussions with personnel in the participating fire departments, cost savings should be attained in this area by the municipalities.



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It should be noted that initially, upon full regionalization, the cost impact will be primarily that of cost containment and avoidance, as well as the savings resulting from fire station closure and reduced apparatus fleet costs. Subsequently, as the RFRD is fully implemented, the significant opportunities for service delivery improvement through cooperation and the expansion of the RFRD may occur.

Budget Projections

Participating Township officials provided the Study Team with current and projected budget data for review and consideration. The FY2006 fire and rescue services budget of the two Townships totals \$3,370,789.91; this amount includes salaries and wages, operating, and capital expenses in the form of lease-purchase of apparatus costs.

Township officials also projected the possible annual budgets for the RFRD through FY2009, with the approved combined FY2006 as the baseline, as if the two fire departments were merged.

SUMMARY OF PROJECTED FIRE SERVICE DELIVERY COSTS

Regional Fire Rescue Department

FY 2006

FISCAL YEAR	PROJECTED BUDGET
FY 2006	\$ 3,370,593.81
FY 2007	\$ 3,486,538.68
FY 2008	\$ 3,545,269.85
FY 2009	\$ 3,679,334.37

Source: Springettsbury and Spring Garden Townships.



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According to officials, these projections were based on a detailed category-by-category analysis and projection for each future year, including union contract provisions, projected health care cost projections and Social Security cost increases estimated by an insurance provider. Reportedly, similar projections were made for the option of the fire departments remaining separate within each Township. The comparison of projected costs between merged and separate fire service delivery showed a conservative annual savings of as much as \$17,049.31 for the RFRD option.

There are a number of categories where data was not currently available or further analysis remains needed in order for there to be a precise completion of this effort. Moreover, certain decisions will need to be made regarding options for the merger, such as consideration of the suggestions contained in this Plan, in order for a final analysis to be completed.

The Study Team was favorably impressed with the level of detail and comprehensive approach taken by the staff of the Townships in conducting this fiscal comparative analysis.

Transition Costs

As proposed in this Plan, there are a number of transition costs associated with the implementation of the Regional Fire Rescue Department. For example, the costs will depend on decisions made by the Townships, the Board of Commissioners and the Fire Chief. A number of the projected costs are known, others will need to be determined. For example, the major expenditures are the two proposed new fire station facilities. These costs depend on availability of land, size and configuration of each facility, and whether EMS transport services and the volunteer fire companies will utilize the new facilities.

Based on the Study Team's experiences, the following are estimated options and costs.

Operating and Salaries and Wages

- A. Arranging with the Springetts/Springettsbury Fire Company for the limited modification and use of their Fire Station 16 facility for use as the initial headquarters of the RFRD, estimated at \$50,000;



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- B. Consulting with subject matter experts on various aspects of implementation, including legal and pension-related advice, estimated at \$50,000;
- C. Acquiring technical assistance for implementation, estimated at \$50,000;
- D. Transitioning to the new rank structure: battalion chief, captain unit officer/station commander and lieutenant as unit officer, estimated at \$50,000;
- E. Developing and implementing a comprehensive volunteer recruitment and retention program including length of service award program, estimated at \$20,000;
- F. Employing the administrative officer, estimated at \$60,000;
- G. Employing an office assistant, estimated at \$40,000;
- H. Implementing the training master plan, estimated at \$40,000;
- I. Negotiating the first RFRD labor contract, estimate unknown; and,
- J. Providing uniform and protective clothing startup costs estimated at \$10,000.

The total transition operating costs, and salaries and wages are estimated at \$370,000.

Capital Costs - Bond Funded

- A. Construction of a Tri Hill area RFRD fire station: the three-fire-station option, estimated at \$1.5 million; and,
- B. Construction of an RFRD headquarters, Fire Station 16 facility, estimated at \$2.5 million.

Alternate Sources of Funding

The Study Team is aware of a number of potential alternate sources of funding that should be considered by the Townships, the Fire Chief and Board of Commissioners. They include:

- A. United States Fire Administration (USFA) Assistance to Firefighters Grant Program for grants and funding;
- B. U.S. Department of Homeland Security Commercial Equipment Direct Assistance Program for equipment for first responders;
- C. USFA Staffing for Adequate Fire and Emergency Response (SAFER) program;



EXECUTIVE SUMMARY

- D. Federal Office of Hazardous Materials, Hazardous Materials Emergency Preparedness (HMEP) grant program;
- E. Occupational Privilege Tax (OPT): also known as the EMS tax;
- F. Commonwealth of Pennsylvania Governor’s Center for Local Government Services grant funds for assistance to communities with fire merger project planning and assistance;
- G. Volunteer Firefighter’s Relief Association State funds;
- H. Municipal Fire Tax;
- I. Fire inspection and plans review fees;
- J. False alarm charges; and,
- K. National Fire Academy Training Assistance funding.

There are a number of potential alternate sources of funding for various aspects of the provision of fire and rescue services. The RFRD and participating Townships are encouraged to aggressively research and seek out these and other opportunities for funding. Some of these sources have the potential for substantial ongoing sources of revenue and others may be one-time project-specific grants or other funding.

Review of Study

As a first step, the charter municipalities, subsequent to formation of the Regional Fire Rescue Department, are encouraged to take an appropriate time to review the Study. This Fire Services Merger Plan is very detailed and requires consideration of a substantial amount of information, including the recommendations. During the review process, the Townships and RFRD are encouraged to gain relevant input and clarification on practices, procedures, policies and programs; incorporate any clarification/corrections in the report; reorder recommendations based on the review and relevant input; and, move forward.

Annual Updates

The Townships and RFRD are encouraged to assign staff to update this Plan on an annual basis. Moreover, a “mini-merger” plan should be developed in order to assess and plan for each additional fire and EMS service delivery agency.



EXECUTIVE SUMMARY

Quality of Personnel

In the conduct of comprehensive studies and plans such as this one, it is not unusual for fire department personnel to resent a study and/or fail to participate in the study. In the charter municipalities, the Study Team was most impressed with the attitudes and quality of personnel. This positive impression includes members of IAFF, volunteers, Township officials and staff. They expressed pride in a number of the very progressive programs and initiatives by the participating fire departments. This pride and accomplishment are well deserved.

In the judgment of the Study Team, the stakeholders (residents, business officials, elected and appointed officials, and visitors) in the Spring Garden and Springettsbury Townships can be very proud of the employees and volunteers of the respective fire departments.



CHAPTER ONE

INTRODUCTION

The purpose of this Chapter is to provide a brief overview of the York County municipalities participating in the development of this Joint Fire Services Plan for the implementation of a model regional fire department. The participating municipalities are Spring Garden Township and Springettsbury Township.

This Chapter also provides basic information regarding the participating fire services delivery agencies; the background and framework for the development of this Study; a discussion of current and local fire service trends; previous regionalization efforts and studies in the York County area and Commonwealth of Pennsylvania; fiscal issues; and, a reiteration of the key Planning Study components as outlined by officials in the participating municipalities.

THE SETTING

The participating municipalities are located in central York County, Pennsylvania. They are surrounded by the following other York County municipalities:

- Manchester Township
- East Manchester Township
- North York Borough
- York City
- Hellam Township
- Windsor Township
- York Township
- West York Borough
- West Manchester Township

Figures 1.1 and 1.2 are maps reflecting the two participating municipalities in York County and the location of York County in the Commonwealth of Pennsylvania.



INTRODUCTION

PARTICIPATING MUNICIPALITIES

A brief description of each participating municipality follows:

Spring Garden Township

Spring Garden Township is located in York County and surrounds York City on three sides with a section of the City separating the Township into two parts. The intersection of Interstate Route 83 and US Route 30 are adjacent to the Spring Garden.

Spring Garden's geographic area includes 6.7 square miles. The 2000 U.S. Census reflects a township population of 11,974 representing 4,180 households and 2,963 families. In 2000, the median income for households was \$52,673. The racial makeup of the Township was 96.2 percent white, 1.6 percent African American and 1.6 percent Hispanic/Latino.

Township Governance

Spring Garden Township is a municipal corporation organized under the Pennsylvania First Class Township Code. The five-member Board of Commissioners is responsible for establishing policies of the Township, as well as other legislative responsibilities. The Township Manager oversees all departments of Spring Garden Township.

The Spring Garden Township's 2005 General Fund Budget projected total expenditures of \$6,548,221.

Springettsbury Township

Springettsbury Township is centrally located in York County, north and east of York City. It comprises 16.7 square miles of area. Two major traffic arteries traverse Springettsbury, Interstate Route 83 and U.S. Route 30.



INTRODUCTION

PARTICIPATING MUNICIPALITIES (continued)

The 2000 U.S. Census reflects a population of 23,883 with a population density of 1,474 per square mile, 9,483 housing units, a median age of residents of 42.1 years and a median household income of \$49,176. This median household income was slightly higher than that the County's median household income, which was \$45,268 in 2000.

The racial profile of the Township in 2000 was 91.1 percent white, 4.3 percent African American, 2.8 percent Hispanic/Latino and 2.5 percent Asian.

Springettsbury Township has the second largest municipal population in York County, smaller only than York City. According to York County Planning Commission projections, Springettsbury is expected to continue to grow by 9 percent between 2000 and 2010 and an additional 7.1 percent by 2020.

Township Governance

Springettsbury Township is a municipal corporation organized under the Pennsylvania Second Class Township Code. Since 1963, the Township has been governed under the Supervisor - Manager form of government. The Board of Supervisors includes five members and is responsible for the establishment of the policies of the Township and other legislative responsibilities. A Township Manager, appointed by the Board of Supervisors, is the chief administrative officer of the Township and oversees all departments of the Township.

The Township's 2005 General Fund Budget projected total expenditures of \$10,265,000.

CURRENT DELIVERY OF FIRE SERVICES

Fire protection and related services are provided to the two townships today by their respective fire departments.



INTRODUCTION

CURRENT DELIVERY OF FIRE SERVICES (continued)

Spring Garden Township Fire Department

A Fire Chief provides operational command and administrative direction for the Spring Garden Township Fire Department (SGTFD). The fire and emergency medical service (EMS) providers are both paid and volunteer personnel. The paid firefighters and officers include three lieutenants and 12 firefighters. Reportedly, there are 12 volunteer personnel who may respond to fire and rescue calls or serve as fire/police members.

The Fire Department apparatus and personnel operate from two fire stations: Fire Stations 13 and 15. There are three engines and one ladder truck utilized to provide fire protection services. The SGTFD provides a broad range of fire and emergency medical services, including EMS first responder services utilizing an engine or ladder truck for response to certain life threatening EMS calls. The Grantley Fire Company is responsible for the provision of EMS transport services with their paid and volunteer members.

The Spring Garden Township Fire Department's 2006 General Fund Budget projected total expenditures of \$1,548,592.

Springettsbury Township Department of Fire and Rescue Services

The Springettsbury Township Department of Fire and Rescue Services (STDFRS) is headed by the Acting Managing Director. The fire protection-related services are provided by both paid and volunteer personnel. The paid firefighters and officers include three captains and 14 firefighters. Reportedly, there are a limited number of active volunteer firefighters who participate at this time in the delivery of fire protection services. There are a number of volunteer members who serve as fire/police.

The STDFRS apparatus and staff, paid and volunteer, operate from two fire stations: Fire Stations 16 and 17. The primary fire apparatus include three engines and a ladder truck. The full range of fire protection and rescue services are provided to the residents and business



INTRODUCTION

CURRENT DELIVERY OF FIRE SERVICES (continued)

owners of the Township. Additionally, the STDFRS staff provide emergency medical first responder services by responding on either an engine or ladder truck to provide quick response. EMS transport services are provided by a separate group of Township employees who are reportedly also trained to provide fire protection services.

The STDFRS's 2006 General Fund Budget projected total expenditures is \$1,822,198 (not including EMS transport services).

CHANGING FIRE SERVICE TRENDS

The fire service today is changing nationwide for a number of reasons, not the least of which is the changing complexities of the communities served. A variety of trends and issues in local government are requiring municipalities to consider change in the fire service as part of an overall strategy to solve a number of problems. While the issue of recruiting and retention of volunteers in the fire service is a complex and challenging problem for local communities served by volunteers, a brief review of several other trends and issues affecting local municipalities and their fire services are outlined in the next few sections.

More than any period in recent history, changes in local governments are having, and will continue to have, a significant impact on the fire service. The fire service, known for its traditionalism, is having to confront these changes at an unprecedented rate. Certain trends for the next decade are becoming more apparent. These can be categorized into five general headings:

1. Concern about the environment;
2. Scientific and technological advancements;
3. Fire and injury prevention and public education;
4. Fiscal constraint; and,
5. Role of fire departments.



INTRODUCTION

CHANGING FIRE SERVICE TRENDS (continued)

Concern About the Environment

During the 1980s, worldwide concern about the environment impacted every facet of life. Businesses and industries had to respond responsibly by adapting their way of doing business to protect the environment. "Changes in the natural environment may necessitate revolutionary changes in the fire service," stated Herman W. Brice, Chief Fire Administrator, Palm Beach County Fire Rescue. Brice, a noted fire expert, referred to water shortages and concern about water runoff as issues which may force the fire service to develop alternate means of extinguishment. With a perceived increase in global warming among major scientists, there may be an increase in the number of natural disasters to which the fire service must respond.

Part of this attitude towards the environment stems from an overall concern of people toward their safety. The public is demanding that risks be lowered, and that they be shielded from potential harm. This results in legislation and regulations regarding hazardous materials, and increased pressure for code enforcement.

This concern for personal safety extends beyond the general public. Fire service personnel who previously showed little concern for their own well-being, especially in emergency situations, are increasingly aware of the dangers inherent with their work. They are demanding that their risks of injury and illness be reduced through standards, regulations, training, safe equipment, and personal protection. These demands are increasing personnel and other costs associated with the fire service, and are necessitating changes in the way fire suppression is conducted. The demands are also resulting in more focus by management on the employee as a valuable resource.

Concerns for the employee are extending beyond fireground safety issues. Employee assistance programs, wellness programs, physical fitness programs, and critical incident stress debriefings (CISD) are emerging as common approaches to employee health and safety.



INTRODUCTION

CHANGING FIRE SERVICE TRENDS (continued)

Changes in the American workforce also affect the fire service. Increasingly, women and minorities are becoming vital members of the fire service. While many fire departments have started addressing these overdue workforce changes, many still have the attitude that "it won't happen to my department." The impact of the *Americans with Disabilities Act* still is yet to be fully recognized by the fire service, but legislation may cause the service to rethink its philosophy regarding qualifications to be a firefighter in today's world.

Proliferation of regulations is having a significant impact on the fire service. Occupational safety and health organizations have started enforcing regulations pertaining to the fire service and other public service agencies. New regulations regarding hazardous materials, and the recent regulations on blood-borne pathogens, have placed significant requirements on the fire service with regard to training of personnel, providing proper protection, and providing the resources necessary to fully implement the regulations. For the future, the work environment in the fire service will become more regulated from both outside and inside the fire protection community. While most of these regulations should enhance the fire service's preparedness, there will be additional costs associated with operating a 21st century fire department.

Scientific and Technological Advancements

The technological trends will make the work of persons involved in fire and safety services easier and yet more challenging. The increasing sophistication of electronic detection and early activation of suppression systems will reduce the risk of devastating fires. Computer technology will enhance not only notification and dispatch specialties, but also the response sequence and maintenance of data. With improved data management systems brought about by the increased utilization of computers, the fire service will be able to provide more timely and complete evaluation of community needs, and the appropriate response to meet these community needs.



INTRODUCTION

CHANGING FIRE SERVICE TRENDS (continued)

Improvements in technology may also enhance the ability of fire personnel to perform certain functions, such as fire inspections, plans reviews and dispatching. Further, technology is likely to impact the staffing requirements to perform these functions. Overall, improved technology may help in preventing fires and in providing more efficient work performance. The end result is an anticipated decrease in the number of personnel in the fire service work force.

Fire/Injury Prevention and Public Education

Fire/injury prevention and public education has become one of the main activities to which more time, attention, and resources will be devoted in the fire service in the future. Over the past several decades, the fire service has been very effective in reducing the number of fires, and losses due to fires, through fire prevention programs and public education. Many fire service leaders now feel that the same lessons learned in developing effective public education programs can be applied to injury prevention programs. A significant reduction in the number of injuries is a goal. Public education programs can help reduce the number of injuries; moreover, public education should help individuals become more aware of early warning signs for various illnesses, so that timely intervention can occur and complications prevented.

Part of the public interest in health has centered around the ability to provide help during a crisis situation. For quite some time, fire departments have been looked upon as a source for public training to handle emergencies. For example, self help programs such as citizen CPR, and "What to Do Before an Ambulance Arrives," are programs provided by fire/rescue services personnel. These programs not only serve to enhance the safety of the community and save lives, but are also excellent methods for fire departments to market their services. As funding of public agencies continues to be a major constraint on local government, the fire service must recognize the need for promoting its services to the community in order to secure community support for relevant funding of the fire service.



INTRODUCTION

CHANGING FIRE SERVICE TRENDS (continued)

One challenge of the next decade in public education and prevention programs will be in reaching target groups that are experiencing the most significant problems with life safety. These groups include the very young, the elderly, low-income and minority populations.

Fiscal Constraints

In local government, municipal administrators and elected officials have become frustrated with the loss of revenues and fiscal constraints imposed at the state and federal level. While revenues are being reduced, labor costs continue to rise. This has caused significant pressures on the municipalities to reduce other services to an even greater extent or raise taxes. Unfortunately, fiscal constraints can create suspicion and friction between administrators/elected officials and service providers.

Increases in legal action and litigation, both as a result of labor disputes as well as other legal issues, have also negatively impacted the availability of revenues to reward good employee performance or enhance services. Municipal officials indicate that, as fiscal constraints have increased as a result of decreased revenues, litigation and associated expenses have increased.

These examples are only a few of the fiscal constraints that are negatively impacting local governments and causing officials to search for viable alternatives, including merging local government agencies.

Role of Fire Departments

The future of the fire service will include not only an expanded role for fire departments, but also a more complex one. As noted earlier, fire service personnel will be increasingly required to protect the environment, promote public safety and education, and become/remain emergency care providers. Moreover, emergency medical services in the fire



INTRODUCTION

CHANGING FIRE SERVICE TRENDS (continued)

service will become more important as the fire problems decrease, and the population in the U.S. becomes older.

Additionally, fire service personnel will require excellent interpersonal skills in order to interact well with the public. Customer service, a key to success in business, has become a more important part of the fire service.

Increasingly, Americans are demanding satisfaction, not only in consumer products, but also in public services, such as fire protection, for which they are paying. In the future, fire departments will be held more accountable to the citizens of their community for the services.

This concept of accountability is likely to evolve into a quality assurance program, where a fire department's performance will be evaluated and measured against standards set by the community.

At the national level, progressive municipal officials and fire administrators are recognizing the inevitable changes. In making predictions about the future of fire service, Chief Brice of Palm Beach stated that "due to budget constraints, increased demand for service, and increased levels of training and certification requirements by state and federal agencies, emergency services providers and local governments will find it necessary to consolidate smaller departments into regional service providers to take advantage of broader tax bases."

Chief Brice also stated that more cooperation will be required in certain functional areas, such as training, in order to be cost-effective in providing the support services.

While the economy has taken an upswing in the past several years at the national level, the impact of past recessions will linger into the future. The recent financial crisis has forced local governments to closely examine resources allocated to various services. Managers, including fire service managers, are being challenged with providing better and more services



INTRODUCTION

CHANGING FIRE SERVICE TRENDS (continued)

with fewer resources. Progressive fire service leaders are accepting this challenge by working with government and the community in a partnership to provide necessary (and sometimes expanding) services without an increase in resource allocation.

The trends impacting the fire service today and tomorrow should result in an improved fire service, safer communities, safer work environment, and an informed customer. However, professional fire personnel, both paid and volunteer, should be prepared for the challenge.

STUDY FRAMEWORK

The Study Team utilizes a modern industry-based framework for its analyses that is comprehensive and systematic. The framework incorporates the model developed by the Accreditation Committee of the International Association of Fire Chiefs (IAFC), a program of accreditation for and by fire and rescue agencies and personnel.

This fire department accreditation process is currently under the auspices of the Commission on Fire Accreditation International (CFAI). Employing this model as a framework for the Joint Fire Services Plan provides established criteria for review and will provide the reader with information on the latest thinking in the fire service.

It should be noted that one CBI Study Team member is a certified Peer Assessor with the CFAI and a second Study Team member served for several years on the CFAI Board of Directors.

The analysis categories included in this model, and to be used as a general guide during this Study, are as follows:

1. Governance and Administration;
2. Community Assessment;
3. Goals and Objectives;



INTRODUCTION

STUDY FRAMEWORK (continued)

4. Programs;
5. Physical Resources;
6. Human Resources;
7. Training and Competency;
8. Essential Resources; and,
9. External Systems Relations.

Within each of these categories are criteria and considerations that were weighed by the Study Team in conducting this analysis. Criteria in these categories that were applicable to the Joint Fire Services Plan areas were utilized.

In addition, the Study Team has developed a significant amount of customized material, applicable specifically to local fire departments. At the same time, there are several generic components that do not, based on their nature, vary from one system to the next, such as the description of the basic types of apparatus and equipment, the fire station location analysis model, and basic apparatus maintenance guidelines. As applicable, the Study Team has employed these basic criteria.

Standards and Accepted Practices

The Study Team utilized published fire protection standards and information on accepted principles and practices for the operations and management of fire and EMS services as background and guidelines for the conduct of this Study. Some of the key organizations with standards and publications utilized, as appropriate, as part of this planning effort include:

1. National Fire Protection Association;
2. Insurance Service Office (ISO) Commercial Risk Services, Inc.;
3. International Association of Fire Chiefs;
4. International Association of Fire Fighters;
5. International City Management Association; and,



INTRODUCTION

STUDY FRAMEWORK (continued)

6. Federal and State OSHA.

The National Fire Protection Association (NFPA) follows a nationally-recognized process for the establishment of many standards that are applicable to fire protection operations and administration. In many jurisdictions, some of the NFPA standards have been adopted and fully implemented while other NFPA standards are utilized as general guidelines for pursuing further improvement in safety and services. The following list includes some of the key NFPA standards:

<u>Name of Standard</u>	<u>NFPA Number</u>
Standard for Fire Fighter Professional Qualifications	1001
Standard for Fire Apparatus Driver/Operator Professional Qualifications	1002
Standard for Fire Officer Professional Qualifications	1021
Standard for Professional Qualifications for Fire Inspector, Fire Investigator, and Fire Education Officer	1031
Developing Fire Protection Services for the Public	1201
Fire Service Training Reports and Records	1401
Fire Department Occupational Safety and Health Program	1500
Fire Department Incident Management System	1561
Standard for the Organization and Deployment of Resources	1710/20
Pumper Fire Apparatus	1901
Aerial Ladder and Elevating Platform Fire Apparatus	1904

These and other written standards and nationally-recognized documents, such as the current edition of the NFPA Fire Protection Handbook, were utilized by the Study Team as a framework for this planning project.



INTRODUCTION

OTHER REGIONALIZATION EFFORTS AND STUDIES

There have been a number of previous efforts and studies involving regionalization in the participating municipalities, York County and the Commonwealth of Pennsylvania.

Previous Spring Garden and Springettsbury Study

A previous merger study, entitled “Fire Services Study, Spring Garden/Springettsbury Townships, York County, Pennsylvania,” was prepared for the Governor’s Center for Local Government Services of the Commonwealth of Pennsylvania by another consultant in 2005 and 2006. That study was intended to “...evaluate the current delivery method of fire protection delivery in each township, and then to consider if such a merger could improve the fire protection services to the citizens of the towns.”

That previous study report presented various findings and recommendations for consideration by the participating townships. The key recommendation made was “...for the townships to proceed with a consolidation that will join the Spring Garden Township Fire Department and the Springettsbury Township Fire Department.” Further, the study report states the following:

“The proximity of the townships to each other, the similarities in the operations of each department and the parallel needs of the citizens of each municipality make a compelling case for consolidation of the two departments.”

In preparing this Study, the relevant findings and recommendations contained in this previous study report were considered, as appropriate.

PEL Study of the Springettsbury Fire Services

In March 1993, a study was completed by the Pennsylvania Economy League , Inc. (PEL) entitled “An Analysis of the Organizational Structure, Management Processes, and Operations Associated with the Provision of Fire Services in Springettsbury Township.”



INTRODUCTION

OTHER REGIONALIZATION EFFORTS AND STUDIES (continued)

That study addressed a broad range of issues relating to fire service provision in the Township.

It is noteworthy that one of the areas reviewed by the PEL study related to regionalization of fire protection services. A related recommendation of that study report is as follows:

“The township should explore greater regional integration of fire response with nearby municipalities... A combined and concerted effort by area municipalities and fire services is needed...”

In this regard, it is also interesting to note that the Study Team was advised by a number of Spring Garden and Springettsbury officials and fire service providers that merging their fire services has been discussed and planned to various degrees for more than 15 years. This has included the implementation of forms of mutual aid and joint training programs and exercises.

YorkCounts

A number of township officials and fire protection service providers advised the Study Team of a County-wide community coalition focused on encouraging efforts at working together to improve the quality of life and community services, among other things. As stated on the YorkCounts website, “YorkCounts is a community coalition... a public-private partnership... a change agent, an advocate... whose mission is to improve the quality of life and build a stronger, better community for all York County residents.” A motto of YorkCounts is “Strength in numbers. When we work together, we’re stronger. Better.”

Areas that YorkCounts envisions assisting in bringing about improvement and change through innovative solutions includes , education, economic development, health and safety and diverse communities. The Metro-York Project is a new York Counts task force established “...to tackle the York metropolitan area’s toughest problems.” including the



INTRODUCTION

OTHER REGIONALIZATION EFFORTS AND STUDIES (continued)

promotion of “...ways to work across government boundaries to improve the area’s economy, education system, and public safety.” Included in the project’s statement of purpose are a number of areas for actionable consideration in the area of “forms of meaningful service consolidation or outsourcing, such as public safety.”

This regional consolidation Study involving two York County townships seems to be consistent with YorkCounts efforts involving innovative solutions to improvements in public safety service delivery through consolidation. It appears that the YorkCounts efforts and projects may be contributing to the existence of a positive atmosphere and view of cross boundary public safety regionalization efforts, such as the Spring Garden/ Springettsbury fire services merger initiative.

Regional Police Services

It appears to the Study Team, which has conducted plans and studies involving more than 220 police and fire/EMS service delivery agencies, that the Commonwealth of Pennsylvania leads the way with the most regional police services in any state in the U.S. The Study Team understands that there are 36 regional police service agencies in the Commonwealth, with six of those in York County.

In an effort to learn from the police regionalization efforts, the Study Team met with appropriate Commonwealth Department of Community and Economic Development officials. Further, meetings were held with the police chiefs of the following three regional police departments in York County:

- Northern York County Regional Police Department;
- Southwestern Regional Police Department; and,
- York Area Regional Police Department.



INTRODUCTION

OTHER REGIONALIZATION EFFORTS AND STUDIES (continued)

The three police chiefs in these departments provided background and substantial documentation that were utilized by the Study Team in the conduct of this fire services regionalization planning project. The Commonwealth, York County regional police agencies, and involved municipalities should be commended for taking the initiative to pursue and implement related innovative regional police approaches. Other states could benefit from these initiatives.

Pennsylvania Fire Regionalization Initiatives

Two reports have been developed and issued by the Commonwealth that address one or more aspects of fire protection regionalization. Those reports are:

Senate Resolution 60 Commission Report - 2004

Pursuant to Senate Bill 60 of the Session of 2003 of the General Assembly of the Commonwealth of Pennsylvania, the SR 60 Commission was established to develop a comprehensive set of issues requiring legislation for improving the delivery of emergency services in the Commonwealth. That commission developed 23 recommendations identifying the issue, problem and resolution, for action to be taken by the General Assembly.

Recommendation 8 of the SR 60 Commission Report related to fire/EMS regionalization. That recommendation was to establish specific legislation to authorize fire and EMS regional boards/districts/authorities, which would provide an optional fire/EMS-specific organizational structure and consistent revenue generating system.



INTRODUCTION

OTHER REGIONALIZATION EFFORTS AND STUDIES (continued)

Regionalizing Volunteer Fire Companies

Reportedly, there has been a significant reduction in recruitment and retention of individuals serving as volunteer fire/EMS service providers in the Commonwealth in recent years. It has been the observation of the Study Team that this is a national trend and an issue for volunteer fire companies. As a result of this reported trend and the apparent problems, the Commonwealth's Legislative Budget and Finance Committee developed and issued a report entitled "The Feasibility of Regionalizing Pennsylvania's Volunteer Fire Companies," commonly referred to as the House Resolution 148 report.

This report appears to be a state-of-the-art initiative in addressing many findings and recommendations relating to the problems resulting from the reduction in the availability of community members serving as volunteer fire and EMS service providers in Pennsylvania. The key recommendations relate to innovative approaches to regionalizing volunteer fire and EMS services.

The Study Team considered both of these very progressive and comprehensive reports in conducting this Study and developing this regionalization report for the townships of Spring Garden and Springettsbury.

PLAN DEVELOPMENT OBJECTIVES

In developing this regionalization Study for the participating York County municipalities, the primary general goal was to define and develop an implementation plan for a model regional fire department. Specifically, the scope of the planning Study was intended to include the following areas:

Project Description: Provide support and assistance in developing short-, medium- and long-range cost analyses of operating a joint fire service, including transitional costs. Said cost



INTRODUCTION

PLAN DEVELOPMENT OBJECTIVES (continued)

analyses should include, but not necessarily be limited to, salary and wages, operational expenditures and capitalization. The study should assess the costs of operating jointly as compared to the costs of the Townships operating individual departments.

The following are the primary elements of the Joint Fire Services Plan study objectives:

- Economic analysis of command and staffing structure;
- Annual operating budgets;
- Fire apparatus/vehicles (immediate, current, and future needs and development of a replacement plan);
- Capital equipment needs/other capital needs (immediate, current, and future);
- Facilities (current and future needs);
- Analysis of transitional and start up costs for transitioning from independent departments to a joint regional fire department, including, recommendations for alternative funding;
- Policy level organization structure options;
- Legal options and considerations (with assistance from available legal advice from appropriate experts provided by the Townships);
- Command and administrative level organization structure for a joint fire department;
- Funding options;
- Fire prevention programs, including inspections and public education;
- Future involvement and role of volunteer firefighter staff;
- Fire and rescue training programs;
- Provision of specialty services, e.g., hazmat, technical rescue; and,
- Communications and dispatch.

A key concept in the development of this Joint Fire Services Plan relates to the intent on the part of the current participating municipalities that the organizational model created for the resulting regional fire department be expandable. The governance and fire department



INTRODUCTION

PLAN DEVELOPMENT OBJECTIVES (continued)

structure is to be expandable as additional municipalities choose to have their fire departments become part of the regional fire department or, as an alternative, choose to be served by the regional fire department on a contractual basis.



CHAPTER TWO

THE CONCEPT OF REGIONALIZATION

This Chapter explores the various concepts of regionalization and applies those concepts to possible regionalization opportunities for the participating York County municipalities—Spring Garden Township and Springettsbury Township.

This Chapter addresses typical opportunities for functional regionalization; the full regionalization alternative; associated fiscal impact; efficiency and effectiveness opportunities; the impact of regionalization on personnel and the questions of what regionalization holds for personnel within the participating fire departments and what regionalization holds for the municipalities.

Finally, this Chapter addresses the impact of regionalization on those served: the taxpayers, residents and business people within the participating York planning area.

FUNCTIONAL REGIONALIZATION

Functional regionalization involves two or more fire departments working together to either jointly or separately perform one or more functions in a fashion that shares resources and benefits. In other words, each fire department still remains "whole" as a separate and independent entity, while allowing for the interchangeable use of equipment, facilities, and/or personnel throughout the organizations involved in the functional regionalization.

Functional regionalization can occur by one entity paying the other entity services. Another approach in functional regionalization occurs when one fire department agrees to perform a specific function if the other department performs another function in return.

The purpose of functional regionalization is very similar to that of full regionalization: reduce duplication and redundancy, reduce the cost of providing services, and improve levels of service without associated increased expenditures of tax funds. Another reason why fire departments pursue functional regionalization is to take advantage of one fire department's



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

strengths, especially when one department can provide certain services or perform certain functions that another department may not, for fiscal or other reasons.

The remainder of this section reviews the various types of functional regionalization that have been implemented in a number of other fire departments throughout the United States and may, in one form or another, be functioning in the participating fire departments.

Common Dispatching

The communications and dispatch function offers obvious opportunities for regionalization on the part of two or more fire departments and/or police departments. The dispatch function offers tremendous regionalization opportunities.

There is much work to be performed in creating regional communications and dispatch functions, as well as barriers to be eliminated. However, a large number of multiple fire departments and/or police departments function daily across the country at a much reduced cost through consolidated dispatching.

The Spring Garden and Springettsbury Fire Departments are dispatched by the York County 911 Communications Center (911 CC), which has provided central dispatch services since 1970. The York County 911 Communications Center was reportedly one of the first centralized 911 agencies in the eastern United States.

The York County 911 CC provides centralized communications and dispatch services for 18 police departments, 7 paramedic units, 33 ambulance units, and 61 fire departments; moreover, the Center handles 447,000 calls annually. As such, the municipalities participating in the York 911 Communications Center and York County have been leaders in the Commonwealth demonstrating the regionalization of the communications and dispatch function.



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

Since 1970, the participating York County municipalities have been served by a model communications and dispatch center and thereby gained significant benefits and lead the way in this type of regionalization in the Commonwealth of Pennsylvania.

Joint Use of Communications Frequencies

The consolidated use of the limited number of available communications frequencies is a benefit to fire departments. Such regionalization of frequencies for joint use offers two basic benefits. First of all, by consolidating the frequencies, multiple frequencies are available for different kinds of operations for all of the fire departments as a group. For example, with four available communications frequencies, one frequency could be assigned as the main dispatch channel, two additional frequencies could be assigned as incident command and control channels to be utilized during larger fire emergencies, and the fourth channel could be used for unit-to-unit and portable-to-portable communications.

Another very significant benefit for the consolidated use of the limited communications frequencies is that all the apparatus involved in the regionalization are utilizing the same set of frequencies. Therefore, they are able to communicate with one another easily and without changing to other channels or going through the dispatch center. This is particularly beneficial and significantly improves safety during major emergency incident operations.

Difficulty in communicating from unit-to-unit or from a mutual aid unit to the post dispatch center creates a significant delay in the ability to implement operational tasks. Additionally, it can create serious safety infractions in the event that incoming personnel, not having had the benefit of listening to the dispatch frequency throughout the operation, place themselves in unsafe circumstances or do not assist the fire department operations under way in a manner that is timely and consistent with the work that needs to be performed.



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

As part of the progressive regional communications center, the participating York County fire departments have been sharing radio frequencies, thereby making very effective use of the limited number of available radio frequencies.

As with the regionalization of dispatch centers, major opportunities for service improvements, and personnel and apparatus coordination enhancements exist through the implementation of consolidated communications frequencies among multiple fire departments.

Hazardous Materials Service Provision

The functional regionalization of specialty services can provide mutual benefits for fire departments working together. Several of the special services which could be involved are:

- Hazmat team coverage;
- Underwater rescue team coverage;
- Building collapse/underground rescue team coverage;
- Personnel/manpower squads; and,
- Technical/heavy duty rescue.

The participating fire departments involved with the planning Study receive hazmat services from the York County Hazardous Materials Response Team (YCHMRT) under an area-wide program. This is an excellent example of the type of functional regionalization that is mutually beneficial.

Many such services can be performed by various fire departments and coalitions on a region-wide basis for the mutual benefit of all of the fire departments involved. It would be cost-prohibitive and impractical for every fire department to be self-sufficient.



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

Fire Prevention Functions

For all jurisdictions, the building inspection and code enforcement responsibilities consume a great deal of time and are very technical, functional areas. Although operating under the same Commonwealth of Pennsylvania codes, the various fire departments perform these functions in different ways. In addition, where code interpretation is necessary, codes can easily be interpreted differently from one jurisdiction to the other.

Combining resource commitments to the fire prevention function improves the level of service through a more consistent level of service. Similar approaches are taken to the inspection of buildings and the consistent interpretation of Commonwealth codes as applied.

Provision of Incident Command

It is essential that command-level coverage is provided for the fire departments on a 24-hour per day basis. A major function that is essential to the success of every emergency incident is command presence. This presence assures that all apparatus and personnel perform their functions and carry out the necessary tactics and strategy. Without command supervision to assure coordination and communication, potential safety issues develop. This command coverage, however, does not have to stop at jurisdictional boundaries.

The concepts of command are similar from one jurisdiction to another; therefore, functional regionalization in terms of development of shared, scheduled command duty is mutually beneficial to fire departments. It can reduce the number of command officers necessary to perform the function. It can reduce the stress on current command officers and the number of hours that they are required to work because of an inadequate number of command officers in the fire department.



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

Standard Incident Operating Procedures

A large number of emergency incident operating procedures are essential to the efficiency and effectiveness of fire crews during emergencies. It is important to maintain a standard approach adopted for the various types of procedures to assure proper performance. These types of procedures exist in many fire departments. If firefighters from different fire departments are expected to work together successfully, they need to be following the same operating procedures in order to assure optimum success.

Mutually adopting the same incident operating procedures is as simple as working together toward their development and implementation. Subsequent to adoption, the procedures should be included in the departments' in-service training programs to assure that all personnel are fully aware of, and follow, the adopted procedures.

Consistent with the active mutual aid program, the participating York County fire departments have developed and implemented a number of important standard operating procedures.

The joint adoption of standard operating procedures by the participating York County fire departments was facilitated by the implementation of the regional communications center and is considered by the Study Team to be a very progressive state-of-the-art approach to improving operations services through cooperation—functional consolidation.

Apparatus Dispatch Assignments

Apparatus assignment refers to the number and type of apparatus dispatched on various types of incidents. Adopting the same apparatus assignments among multiple fire departments goes hand-in-hand with the adoption of incident operating procedures and being dispatched by the same communications center.



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

Incident operating procedures are often based on a certain expectation regarding the number and type of apparatus to respond on certain kinds of incidents. With the regionalization of incident operating procedures and consolidated dispatching, the apparatus assignments should also be made consistent.

Again, by adopting similar apparatus assignments, the participating York County fire departments have taken a very progressive approach to the improvement of operational efficiency and effectiveness.

Utilization of Mutual Aid

Mutual aid is a very important opportunity for functional regionalization. The mutual aid referred to in this case is automatic response-type mutual aid; this goes hand-in-hand with standardized apparatus assignments for various types of emergency incidents and unified dispatching by the same communications center.

Mutual aid facilitates the implementation of the apparatus assignment regionalization and reduces response time to different types of incidents, since the criterion for dispatch is which unit is closest. When the closest available unit is dispatched, response times can be reduced since closer units are dispatched in some cases from mutual aid departments, thus providing improved fire and rescue service delivery.

The participating York County fire departments have implemented an active mutual aid program that, along with consistent apparatus assignments and standard operating procedures, has provided additional operational benefits to the municipalities without increases in expenditures.



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

Availability of Reserve Apparatus

Every fire department needs available apparatus to back up its primary units. However, the tendency is for fire departments to view their reserve apparatus within the confines of their jurisdictional boundaries. In other words, the end result is that, when viewed collectively, more apparatus is maintained in reserve than would otherwise be necessary if the fire departments planned and used reserve apparatus in a joint fashion.

Fire apparatus is very expensive in terms of maintenance, upkeep and replacement. The deletion of one unit can present significant short-and long-term savings. In addition, there is less apparatus that must be cleaned and maintained in a workable condition by on-duty firefighters.

Apparatus Type

The primary types of apparatus suggested for functional regionalization in this section are pumpers and trucks. The Study Team noted during its review of the available apparatus, both in the departments involved in the Study as well as surrounding fire departments, that each department attempts to have a full complement of apparatus types. In other words, many fire departments have both one or more pumpers and one or more trucks in their effort to provide a total cross-section of services within their own geographic boundaries.

Each of these units provides a specific type of service. That service can be provided equally well from a neighboring department. Therefore, functional regionalization of types of apparatus would require fire departments to review the types of apparatus needed and determine which ones are required at every station and which ones can be provided from selected stations based on a joint planning effort.

Major savings can be attained, both in terms of apparatus maintenance, upkeep and replacement as well as staffing with this type of joint planning effort. It should be noted that



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

functional regionalization in the type of apparatus operated from different stations is supported by implementing dual response-type mutual aid, adopting standard apparatus assignment and incident operating procedures.

Cooperative Provision of Training

Many fire departments have one or more personnel assigned, either on a collateral duty basis or a full-time basis, to the training function. Training activities are generally not dissimilar; however, they may not be coordinated in terms of the performance of joint training activities on a regular basis, and the implementation of consistent training programs.

The development and delivery of a training program is a very expensive. A significant amount of time, effort and funding are required to deliver quality training. Developing and delivering training to a large number of personnel provides opportunities for cost efficiency.

With this collective regionalization training functions, the same or a better level of service can be provided to each jurisdiction on a more cooperative basis.

Fire Safety Education

As with the training function, fire safety education is more effective when it is performed consistently on a larger geographic basis. In other words, fire departments do not compete for the same media coverage or for public attention. Fire safety education programs are more successful if they are conducted in a planned large geographic area with the same message delivered in a concentrated manner over a certain period of time.

Regionalization of this function among adjoining fire departments, with a focus on what messages will be delivered during certain parts of the year, would have a stronger impact on the public. In addition, funds expended on public education media (such as slide/tape programs, movies, etc.) could have wider use, alleviating the need for two or more of the fire



THE CONCEPT OF REGIONALIZATION

FUNCTIONAL REGIONALIZATION (continued)

departments to buy the same fire safety education materials. Duplication and repetition are expensive practices in local governments.

Joint Purchasing in Quantity

It is a proven fact that items purchased in quantity offer potential savings. All fire departments purchase similar items such as station maintenance materials, clothing and uniforms, protective clothing, office supplies, and other essential items. Fire departments may attain significant savings through cooperative purchasing in quantity.

FULL FIRE DEPARTMENT REGIONALIZATION

The difference between functional regionalization and full regionalization is that full regionalization results in the formation of a single fire department organization. Creating one fire department, full regionalization would bring about the following:

- One fire department;
- One employer;
- One set of rules and regulations;
- One personnel management system;
- One union contract;
- One chain-of-command; and,
- One work schedule.

Fiscal Impact - Savings

Although discussed in more detail in other sections of this Study, the potential for fiscal savings from regionalization is very high. The primary areas for savings involve the allocation of stations, personnel and apparatus. Other chapters of this Plan address the



THE CONCEPT OF REGIONALIZATION

FULL FIRE DEPARTMENT REGIONALIZATION (Continued)

possible results of regionalization in these areas. A summary of areas for potential savings is as follows:

- Reduction in annual operation and maintenance costs of duplicate fire stations;
- Increase in revenue from sale of buildings and land when fire stations are closed;
- Reduction in duplicate apparatus replacement costs;
- Reduction in annual apparatus operating and maintenance expense;
- Increase in revenue from sale of excess apparatus; and,
- Reduction in annual salaries and wages for duplicate personnel.

Another aspect of fiscal impact is the ability to utilize personnel on a broader basis. The cross-use of personnel by having the ability to detail firefighters and officers from one station to another on a day-to-day basis provides for more consistent apparatus staffing levels.

At the present time, the participating York County municipalities must negotiate two labor contracts on a periodic basis. Negotiating labor contracts is expensive, particularly if any aspects of those negotiations become litigated. The Study Team is not in a position to estimate the cost savings by reducing the number of contracts to be negotiated. However, based on informal discussions, measurable cost savings should be attained in this area.

SERVICE IMPROVEMENT BENEFITS

The national experience regarding fire department regionalization indicates that major improvements in service to the public, or internal efficiencies that indirectly have a positive impact on the public, may be attained. Several key improvements typically include:

1. Improved fireground communication;
2. Improved fireground operations by following the same standard operating procedures and working together as a team;
3. Reduced apparatus maintenance and upkeep required on the part of on-duty firefighters;



THE CONCEPT OF REGIONALIZATION

SERVICE IMPROVEMENT BENEFITS (continued)

4. Reduced response times of apparatus, thus providing improved emergency service to incident scenes by dispatching the closest unit via mutual aid;
5. Improved firefighter safety; and,
6. Improved dispatch function through reduced dispatch time and error rate.

SUMMARY

In reviewing the concept of regionalization, as applied to the participating York County municipalities, it is clear that many important steps have already been taken by the municipalities involving functional regionalization in the areas of mutual aid, dispatch, standard operating procedures and apparatus assignments. A number of significant benefits have been attained. These have been advantages available both to the firefighting personnel, as well as management. These actions have been major steps taken toward possible full regionalization through the creation of a regional fire entity in York County.

The participating York County municipalities have been considering the implementation of a regional fire entity. Based on the national experience and that of the Study Team, it is clear that there are significant service improvement benefits, and cost reduction and avoidance opportunities that would benefit the taxpayers of the Spring Garden and Springettsbury Townships.



CHAPTER THREE

CURRENT FIRE DEPARTMENTS

This Chapter provides information on the current structure and organization of the fire protection agencies serving the York County municipalities of the Spring Garden and Springettsbury Townships.

The fire departments serving these municipalities have been cooperating, jointly planning, and implementing a number of programs, to include risk assessment, communications, and operating procedures. This Chapter reviews a number of these innovative programs and functions.

SPRING GARDEN TOWNSHIP FIRE DEPARTMENT

The Spring Garden Township Fire Department (SGTFD) operates from two stations; the Fire Chiefs office is located in the Township office building. The Fire Department is staffed with a total of 16 full-time firefighters and officers assigned to two engine companies and one ladder truck, if needed.

The Insurance Services Officer (ISO) Public Protection Class rating for Springettsbury is Class 5.

Organization Structure

The Spring Garden Township Fire Department is headed by a chief reporting to the Township Manager. The Fire Department also includes the operational ranks of lieutenant and firefighter. The Fire Prevention programs are managed on a day-to-day basis by the Fire Chief.

The Fire Department's operational forces are organized into three platoons, each headed by a lieutenant. Figure 3.1 illustrates the current organization of the SGTFD.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRING GARDEN TOWNSHIP FIRE DEPARTMENT (continued)

Services Provided

The Study Team was advised that the SGTFD provides the following fire and rescue -related emergency and non-emergency services:

- Firefighting;
- Vehicle rescues;
- Industrial accident mitigation;
- EMS first responder;
- Automatic external defibrillator EMS service;
- Public services;
- Public education;
- Building plans review;
- Fire preplanning; and,
- Fire code enforcement.

Staffing

The Spring Garden Township Fire Department is staffed with a total of 16 personnel, as outlined in Figure 3.2:

Figure 3.2
STAFFING

Spring Garden Township Fire Department

RANK	NUMBER
Chief	1
Lieutenant	3
Firefighter	12
Total	16

Source: Spring Garden Township Fire and Rescue Services Department



CURRENT FIRE & RESCUE DEPARTMENTS

SPRING GARDEN TOWNSHIP FIRE DEPARTMENT (continued)

Unit and Shift Staffing

The typical 24-hour SGTFD shift is staffed with four personnel: the shift lieutenant and three firefighters. The lieutenant responds on an engine (typically Engine 13) to serve as the unit officer and to provide incident oversight and command within the service area, as needed. The lieutenants in the SGTFD appear to perform the unit, station, shift, and incident commander functions, until the arrival of the fire chief. Depending on available on-duty staffing, the firefighters are assigned as follows: one to Fire Station 13 (Grantley) and two to Fire Station 15 (Victory). Firefighters may serve in multiple capacities, including, incident commander until the arrival of an officer, unit officer, unit operator and firefighter.

Shift Schedule

SGTFD uniformed shift personnel are assigned 24 hours on and 48 hours off, working an average of 48 hours per week during a calendar year. The schedule utilizes a three-week Fair Labor Standards Act (FLSA) period, with each firefighter/officer receiving one Kelly day (shift off) each six weeks, in order for each firefighter/officer to average the required 48 hours per week. As a result, for each six weeks, each firefighter/officer works six 24-hour shifts in one three-week period (plus a Kelly day) and seven 24-hour shifts in the other three-week period with no Kelly day off.

Volunteer Staffing

The Study Team was advised that volunteer members of the Grantley and Victory volunteer fire companies also provide staffing on emergency calls. Reportedly, combined, there are approximately 15 members of both companies who participate in responding on a number of fire and rescue calls. Volunteers responding on calls, reportedly, do not ride the apparatus; they typically respond to the scene in their private vehicles, whether responding to provide fire, rescue, or fire/police services. The volunteer officers of the fire companies are



CURRENT FIRE & RESCUE DEPARTMENTS

SPRING GARDEN TOWNSHIP FIRE DEPARTMENT (continued)

elected/appointed in accordance with their individual fire company bylaws. Reportedly, none of the volunteer officers is part of the SGTFD operational incident chain of command.

Vehicular Apparatus Fleet

The vehicular fleet utilized by the SGTFD includes a total of six units: three pumpers, one truck and two Command SUVs. A detailed fleet inventory of Spring Garden Township Fire Department apparatus is listed in Figure 3.3.

Figure 3.3
DETAILED APPARATUS FLEET INVENTORY
Spring Garden Township Fire Department

UNIT	TYPE	MAKE/MODEL	CONFIGURATION PUMP/ TANK	YEAR
Engine 13	Pumper	Grumman/Spartan	1250/750	1988
Engine 15-1	Pumper	E-ONE	1250/750	2003
Engine 15-2	Pumper	FL80 Freightliner	1250/1000	1995
Truck 15	Ladder	LTI/Spartan	106' ladder	1988
Command 10-1	SUV	Ford Expedition	N/A	2006
Command 10-2	SUV	Ford Explorer	N/A	1999

Source: Spring Garden Township Fire Department.

Note: Listing includes reserve apparatus: 1 pumper.

Fire Stations

The Spring Garden Township Fire Department operates from two fire stations (see Figure 3.4).



CURRENT FIRE & RESCUE DEPARTMENTS

SPRING GARDEN TOWNSHIP FIRE DEPARTMENT (continued)

Figure 3.4
SPRING GARDEN FIRE STATIONS

STATION	ADDRESS	YEAR BUILT	APPARATUS HOUSED
13	918 Virginia Avenue	1926	Engine
15	431 Wheaton Street	1972	Engines 2 Truck

Source: Spring Garden Township Fire Department.

Both fire stations were originally built by and are currently owned by the volunteer fire companies, Grantley and Victory, respectively. The Spring Garden Township compensates each fire company for the utilization of the facility in the delivery of fire and rescue services.

Training Program

The following sections provide summary information regarding the SGTFD's training programs. A lieutenant has been assigned by the Fire Chief to manage and direct the Department's training program.

Training for Existing Uniformed Personnel

The Study Team was advised that the Spring Garden Township Fire Department has an active training program for existing uniformed personnel that includes a master training schedule for the calendar year. The training is in three primary categories that include the following:

OSHA/ISO Required Training

- SCBA Module A
- SCBA Module B
- Hazmat Operations Recertification



CURRENT FIRE & RESCUE DEPARTMENTS

SPRING GARDEN TOWNSHIP FIRE DEPARTMENT (continued)

- Blood Bourne Pathogens Recertification;
- Multi-company drills
- Night drills
- Officer training
- Driver/operator training
- Pre-plan reviews
- Mutual aid training

On-Going Training

- Individual skills practicals
- Standard operating guidelines reviews
- Work rules reviews
- Map reviews

Special Training

- CPR/AED recertification
- Confined space operations recertification
- Elevator operations recertification
- Sexual harassment training

The minimum annual training requirements are CPR/AED, Blood Bourne Pathogens refresher, Hazmat refresher, SCBA Fit Test and refresher, pursuant to the standard operating guidelines.

For these training and recertification categories, appropriate lesson plans and outlines are prepared and qualified instructors are scheduled as necessary. Further, for documentation purposes, the Fire Department utilizes an individual Training Compliance Checklist form.

The Study Team was advised that, on a regular basis, a significant amount of joint training takes place involving the SGTFD, STDFRS, and other adjacent fire departments: a good



CURRENT FIRE & RESCUE DEPARTMENTS

SPRING GARDEN TOWNSHIP FIRE DEPARTMENT (continued)

approach to improving mutual operations and the potential for expanded regionalization in the future.

Training of New-Hire Firefighters

The Study Team was advised that the Spring Garden Fire Chief has established certain minimal new-hire training and certification requirements that are to be met within the first four months of being hired. In summary, the requirements include:

- Firefighter I
- Firefighter II
- Aerial Operations (Truck Company Operations)
- Vehicle Rescue (16 hour minimum)
- Hazardous Materials Operations Level

Reportedly, only personnel with at least three years of active fire and rescue service become members as either a paid or volunteer firefighter.

Fire Prevention

The SGTFD performs a commercial building fire inspection program that involves members of the Fire Department inspecting approximately 350 commercial business facilities throughout the Township. The fire chief follows up on problematic issues for enforcement of the fire code.

Reportedly, the SGTFD also has a building fire pre-planning program. In addition, large commercial and/or industrial buildings have been pre-planned.



CURRENT FIRE & RESCUE DEPARTMENTS

Standard Operating Guidelines

The Spring Garden Township Fire Department operates under a newly adopted set of Standard Operating Guidelines (SOGs) that were developed in 2003, 2004 and 2005. They were submitted to and adopted by the Board of Commissioners of the Township, effective May 1, 2005.

A review of the SGTFD's SOGs indicates that they are up-to-date and relatively comprehensive. The major categories of guidelines include:

- Hazardous Materials;
- Occupational Safety and Health;
- Apparatus and Equipment Maintenance;
- Emergency Operations;
- Fire Prevention;
- Communications; and,
- Administration.

Labor Union

Officers and firefighters of the Spring Garden Township Fire Department are members of Spring Garden Township Professional Fire Fighters Association, Local 4460 of the International Association of Fire Fighters (IAFF).

SPRINGETTSBURY TOWNSHIP DEPARTMENT OF FIRE & RESCUE SERVICES

The Springettsbury Township Department of Fire and Rescue Services (STDFRS) responds from two fire stations. The acting Managing Director works from an office at Fire Station 16. The total uniformed staffing of the Department is 17 firefighters and officers who are assigned to two engines and a ladder truck that respond from two fire stations.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGETTSBURY TOWNSHIP DFRS (continued)

The Insurance Services Officer (ISO) Public Protection Class rating for Springettsbury is Class 4/9.

Organization Structure

The STDFRS is headed by the acting civilian Managing Director who, reportedly, may assume operational command at emergency incidents. The Fire Department structure includes the uniformed ranks of captain and firefighter. Captains function as battalion chiefs, in charge of their respective shifts. Firefighters serve in multiple capacities, including incident commander until the arrival of an officer, unit officer, unit operator and firefighter.

The operational forces are structured into three platoons, each headed by a captain with two engine companies and one truck company. Figure 3.5 depicts the organizational structure of the STDFRS.

Services Provided

The Study Team was advised that, by ordinance, the STDFRS provides the following types of fire and rescue-related services:

- “(a) Emergency response services, including, but not limited to, the control, suppression and extinguishment of fires, search and rescue for persons necessitated by man-made or natural disaster or accidents, the isolation and containment of hazardous materials and substances, rendering of assistance to other emergency service providers and generally to provide for the protection and safety of persons and property within the Township.”

- (b) Coordination with and providing assistance to federal, state, county and local emergency management agencies and authorities.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGETTSBURY TOWNSHIP DFRS (continued)

- (c) Non-emergency public services to or for the use of persons and property within the Township.
- (d) Conduct of and participation in training activities and drills, whether inside or outside of the Township, as may be deemed necessary or desirable for maintaining proficiency in providing fire protection and emergency medical response services.
- (e) Response to emergency calls outside the boundaries of the Township, but within a reasonable service area of the fire company or ambulance service responding, or response to or for any municipality which has entered into a mutual aid agreement with the Township.
- (f) Such other services not inconsistent with the mission of the Department which the Board of Supervisors of Township or the Township Manager may from time to time direct.”

The above list of services provided is outlined in a Township ordinance. To reflect the fact that a separate component of the STDFRS provides emergency medical transport services, the Study Team recommends the addition of the following:

- (g) Emergency medical first response services, including, but not limited to, basic life support services for persons requiring emergency medical care and management of illness or injury.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGETTSBURY TOWNSHIP DFRS (continued)

Staffing

Figure 3.6 depicts the staffing complement and rank in the Springettsbury Township Department of Fire and Rescue Services.

Figure 3.6
STAFFING

Springettsbury Township Department of Fire and Rescue Services

RANK	NUMBER
Managing Director	1
Captain	3
Firefighter	14
Total	18

Source: Springettsbury Township Department of Fire and Rescue Services

Part-time firefighter staffing may also be hired on a periodic basis as needed to meet minimum staffing requirements.

Unit and Shift Staffing

The typical 24-hour shift of the STDFRS is staffed with five personnel: the shift captain and four firefighters. The captain responds in the command unit to provide oversight and command within the service area. The assignment of the four firefighters are two firefighters per fire station.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGGETTSBURY TOWNSHIP DFRS (continued)

Shift Work Schedule

The Springgettsbury Township Department of Fire and Rescue Services uniformed shift personnel are assigned to a 24/48 work schedule, very similar to that schedule utilized for Spring Garden uniformed shift personnel.

Volunteer Staffing

The Study Team was advised that volunteer members of the Springgettsbury Fire Company also have provided staffing on emergency calls. Reportedly, however, the number of active volunteer fire and rescue members qualified to ride fire and rescue apparatus is very limited. There are apparently six to seven volunteer members who are active as fire/police personnel who assist fire and law enforcement agencies in the area, primarily with traffic control issues during emergency incidents.

Volunteers responding on calls reportedly do not ride the apparatus; they typically respond to the scene in their private vehicles, whether responding to provide fire, rescue, or fire/police services. The volunteer officers of the Springgettsbury Fire Company are elected/appointed in accordance with the Fire Company bylaws. Reportedly, none of the volunteer officers is part of the STDFRS operational chain of command.

Vehicular Apparatus

The vehicular fleet utilized by the STDFRS includes a total of nine units: three pumpers, one truck, one air unit, two service and two command SUVs.

Figure 3.7 contains a detailed fleet inventory list of Springgettsbury Township Department of Fire and Rescue Services apparatus.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGGETTSBURY TOWNSHIP DFRS (continued)

Figure 3.7

DETAILED FLEET INVENTORY LIST

Springettsbury Township Department of Fire and Rescue Services

UNIT	TYPE	MAKE/MODEL	CONFIGURATION PUMP/TANK	YEAR
Engine 16	Pumper	Spartan/Luverne	1500/750	1996
Engine 17	Pumper	Spartan/Luverne	1500/750	1996
Engine 17-1	Pumper	Pierce Arrow	1000/750	1988
Truck 16	Ladder	American LaFrance	100' Ladder	2004
Air Unit 16	Truck	Mack	Air Cascade	1994
Service 16	Pickup	Ford	N/A	2001
Service 17	Pickup	Ford	N/A	2001
Command 40-1	SUV	Ford Expedition	N/A	2005
Command 40-2	SUV	Ford Expedition	N/A	2000

Source: STDFRS.

Note: Listing includes reserve apparatus: 1 pumper.

Fire Stations

Figure 3.8 provides a summary of fire stations, locations, year built and company.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGGETTSBURY TOWNSHIP DFRS (continued)

Figure 3.8
Springettsbury Fire Stations

STATION	ADDRESS / LOCATION	YEAR BUILT	APPARATUS HOUSED
16	3013 East Market Street	1958	Command, Engine, Truck, Air Unit, & Service
17	2045 North Sherman Street	1972	Engines 2 Service

Source: STDFRS

It should be noted that both fire stations were originally built by and are currently owned by the volunteer fire companies, Springetts and Commonwealth, respectively. The Springettsbury Township pays each fire company for the utilization of the fire station facility in the delivery of fire, rescue and emergency medical services.

Training Program

The Springettsbury Township DFRS has assigned a captain to manage and direct the Department's training program. The following sections briefly summarize the Department's fire and rescue-related training efforts.

Minimum Recruit Training

New-hire career firefighters of the STDFRS must have or complete the following certifications:

- Municipal Fire Academy
- Firefighter I
- Firefighter II
- EMT



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGETTSBURY TOWNSHIP DFRS (continued)

- Hazmat Operations

New volunteer recruit members must become certified in the following:

- Essentials of Firefighting
- Hazmat Operations

Annual Firefighter Training/Recertification

Career and volunteer firefighters and officers must take the following annual training and/or recertification programs:

- CPR refresher
- AED refresher
- HazMat Operations refresher
- 24 hour EMT continuing education over each three year period

Fire Prevention

The Study Team was advised that the STDFRS does not conduct periodic or annual building fire inspections, and does not participate in fire code enforcement activities. Department staff also conduct very few building fire pre-plans. Further, Fire Department staff are not formally involved in the building plans review process. Reportedly, the building plans review process is handled by the Township's Department of Community Development.



CURRENT FIRE & RESCUE DEPARTMENTS

SPRINGETTSBURY TOWNSHIP DFRS (continued)

According to STDFRS information, the Department provides a number of fire safety education programs and activities, including:

- Preschool programs;
- Kindergarten programs;
- Elementary school programs;
- Fire Safety House;
- Block party participation;
- Business promotional event participation;
- Church function attendance;
- Township park event attendance;
- School, club, and walk-in fire station tours;
- Business and managed care facilities programs;
- Fire extinguisher training; and,
- Fire drills.

Policies and Procedures

The STDFRS utilizes a set of policies and procedures that has been in place for a number of years. The Department's policies and procedures have reportedly been completely re-written but not yet adopted, pending the decision regarding merger into a regionalized fire and rescue services delivery agency.

Labor Union

The uniformed officers and firefighters of the Springettsbury Township are represented by Local 2377 of the International Association of Fire Fighters (IAFF). The most recently negotiated union contract between the Township and Local 2377 is for the years 2004 through 2009.



CURRENT FIRE & RESCUE DEPARTMENTS

SUMMARY DATA: PARTICIPATING FIRE DEPARTMENTS

The following sections provide relevant summary and comparative information regarding the two participating municipal fire departments.

Staffing Summary

Figure 3.9 reflects a comparison and summary of the 34 civilian, uniformed officer and firefighter positions in the participating York area fire departments.

Figure 3.9
UNIFORMED OFFICERS AND FIREFIGHTERS
Participating York Area Fire Departments

RANK	SPRING GARDEN	SPRINGETTSBURY	TOTAL
Chief	1	0	1
Managing Director	0	1	1
Captain	0	3	3
Lieutenant	3	0	3
Firefighter	12	14	26
Total	16	18	34

Apparatus Summary

Figure 3.10 reflects a comparison and summary of 15 units of vehicular apparatus utilized by the participating York area fire departments.



CURRENT FIRE & RESCUE DEPARTMENTS

SUMMARY DATA (continued)

Figure 3.10
ALL VEHICULAR APPARATUS
Participating York Area Fire Departments

TYPE	SPRING GARDEN	SPRINGETTSBURY	TOTAL
Pumper	3	3	6
Truck	1	1	2
Air Unit	0	1	1
Service	0	2	2
Command	2	2	4
Total	6	9	15

Fire Station Summary

There are currently 4 fire station facilities in the two municipalities.

Workload Analysis

The incident reporting records maintained by both the SGTFD and STDFRS indicate that the participating York area fire departments are handling an increasing number of incidents each year. The data provided to the Study Team indicate that the two fire departments handled 1,936 calls for service in calendar year 2004 and 2,213 calls in 2005 (see Figure 3.11).



CURRENT FIRE & RESCUE DEPARTMENTS

SUMMARY DATA (continued)

Risk Assessment

Many factors influence service delivery in the area served by the York area participating fire departments, including geography, demographics and hazards. According to the 2000 Census, the 23.4 square-mile service area includes a population of approximately 35,857.

The potential for fires and hazardous materials incidents, serious accidents, and natural disasters is significant in the area served by SGTFD and STDFRS. These fire departments protect a full range of risk areas, including:

- A. Places of assembly;
- B. Educational institutions;
- C. Medical facilities;
- D. Mid-rise residential and university dormitory buildings;
- E. Houses for senior citizens;
- F. Congested Interstate and state highways;
- G. Large commercial and manufacturing facilities;
- H. Large and small light/medium industrial processing facilities;
- I. Large and small heavy industrial processing and storage facilities;
- J. Truck transportation system;
- K. Commercial properties;
- L. Hazardous materials in transit, use and/or storage;
- M. Large box-type commercial and mall complexes;
- N. Shopping areas;
- O. Older housing stock;
- P. Multi-family neighborhoods;
- Q. Single-family neighborhoods;
- R. Areas of brush and grass; and,
- S. Waterways, such as rivers and ponds.



CURRENT FIRE & RESCUE DEPARTMENTS

SUMMARY DATA (continued)

In summary, although largely built, out with some minor in-fill development to take place, Spring Garden is a residential community with some commercial and industrial development. Springettsbury is also largely residential with significant commercial, industrial manufacturing and shopping areas, with substantial development potential in the future.

SUMMARY

The participating York area fire departments have a rich history of providing fire protection and related services to their respective municipal service areas, initially as all volunteer organizations and currently as combination paid and volunteer staffed fire departments. These two fire departments are generally organized and operated similarly, although their specific programs, rank structure, number and type of apparatus, and fire stations may differ due to changing service demands and tradition. The total personnel and capital resources of the participating fire departments include approximately 34 civilian and uniformed firefighters and officers, 15 pieces of apparatus and four fire station facilities.

These two fire departments have been participating in the mutual provision of services through an active mutual aid program. This approach to the joint provision of service has been facilitated by the York County 911 Emergency Communications Center, which, since 1976, has been providing regionalized fire and EMS dispatch and communications service for the participating fire departments.

The Spring Garden and Springettsbury Fire Departments provide similar types of services that include:

- Fire suppression;
- Light and heavy rescue;
- Hazardous materials response;
- Emergency medical first responder services;
- Fire inspections and code enforcement; and,



CURRENT FIRE & RESCUE DEPARTMENTS

SUMMARY (continued)

- Public fire safety education.

Emergency medical transport services are provided by the Grantley Volunteer Fire Company with unionized paid and volunteer staff ; in Springettsbury, this service is provided using paid unionized staff who are an element of the Springettsbury Township Department of Fire and Rescue Services. Neither of the EMS transport functions is part of this regionalization planning effort.

There are a number of similar activities and programs that the participating fire departments have that may facilitate the regionalization of fire services. These include similarity in:

- Fire and related risks and service demands faced by the fire departments;
- Shift schedule;
- Response procedures and assignments;
- Standard operating procedures; and,
- Mutual aid program involvement.

The Study Team was impressed with the dedication and commitment of the officials, officers and firefighters of the participating fire departments and their interest and apparent commitment to consolidating the two departments.



Figure 3.1

Spring Garden Township Fire Department Organizational Structure



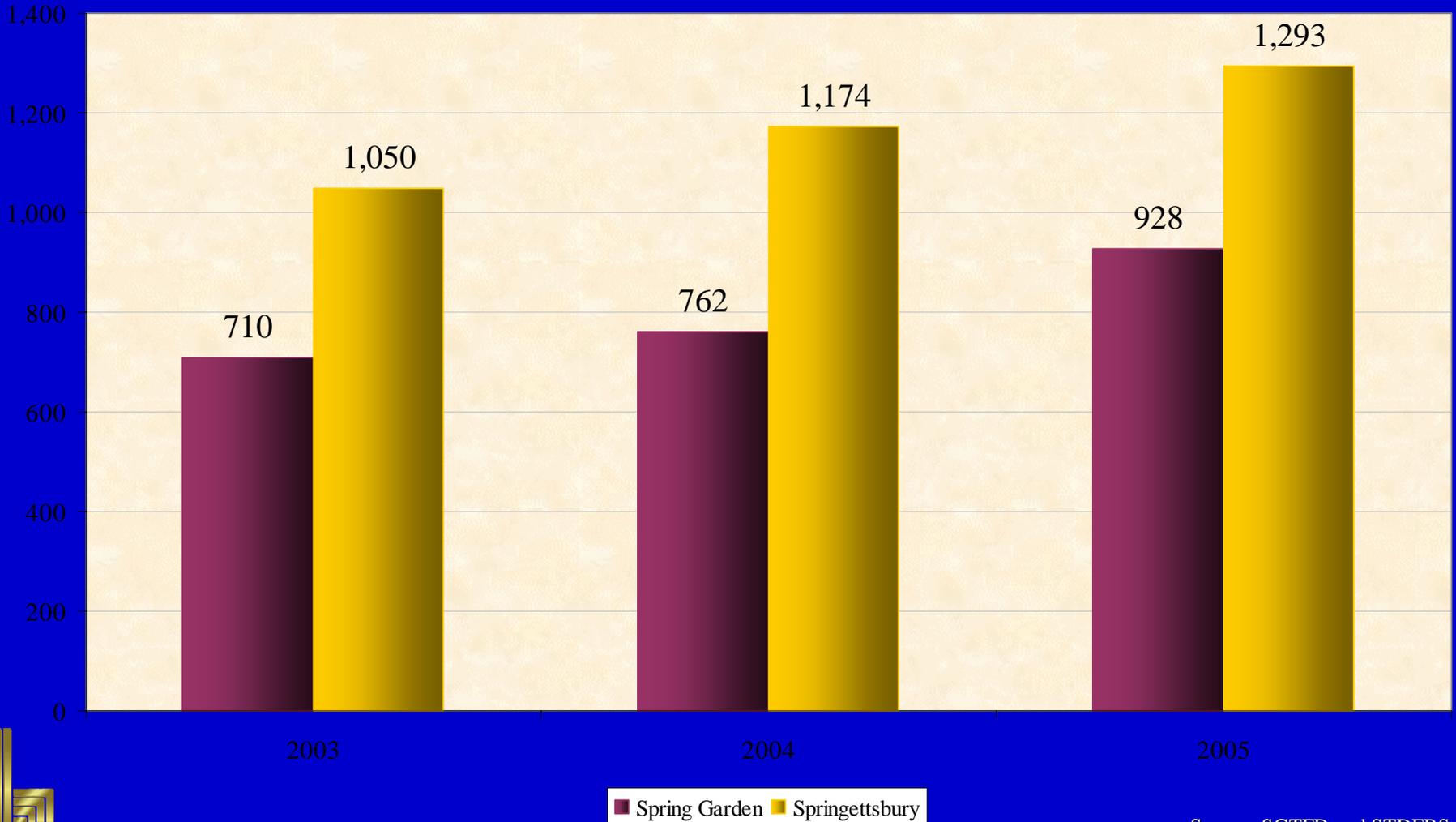
Figure 3.5

Springettsbury Township Department of Fire & Rescue Services Organizational Structure



TOTAL INCIDENTS 2003 – 2005

Spring Garden Township Fire Department and Springettsbury Township Department of Fire and Rescue Services



CHAPTER FOUR

VOLUNTEER RECRUITMENT AND RETENTION

This Chapter provides information relative to fire and rescue volunteer recruitment and retention. Additionally, associated options and recommendations are outlined for consideration by the volunteer fire companies, the Townships and the Regional Fire Rescue Department (RFRD). The potential role the volunteer fire companies and volunteer members could fulfill in the suggested RFRD was outlined in a previous chapter of this Study.

Volunteer firefighter recruitment and retention associated with the volunteer fire companies in Spring Garden Township and Springettsbury Township were not expressed in the Scope of Services for this Joint Fire Services Plan. However, the Study Team has included this Chapter about volunteerism generally; volunteerism in Pennsylvania and the townships; recruitment of volunteers; retention of volunteers; current efforts in recruitment and retention; length of service awards program; and, other related topics associated with possible volunteer involvement in a Regional Fire Rescue Department.

With the implementation of a new regional fire service delivery approach, the goal could be to reestablish a firm productive role for volunteer firefighters in the region as part of a regional fire department.

OVERVIEW OF VOLUNTEERISM

The Study Team's experiences in volunteer fire and rescue service reflect various approaches and reasons for volunteer participation. This experience is useful in explaining some opinions of volunteer service constraints and benefits.

Nationally, some volunteer fire departments seem to have a continual supply of individuals who want to volunteer their services. Others, however, have problems trying to recruit enough volunteers to maintain minimal staffing of units and subsequently may have difficulty retaining those members and developing qualified volunteer leaders. The key seems to be



VOLUNTEER RECRUITMENT AND RETENTION

OVERVIEW OF VOLUNTEERISM (continued)

meeting the needs or expectations of the volunteers, which are different in many respects from paid personnel.

When an individual becomes a career firefighter/EMT, his/her initial concerns may be material needs, such as salaries, benefits and financial security, in addition to their desire to serve the public. The issue of why people volunteer their services has been raised to the Study Team. Therefore, a review of accepted principles of motivation may be helpful. As Maslow's "Hierarchy of Needs" states, individuals are motivated by five levels of needs. These are in order of highest to lowest:

1. Physiological needs, such as food, water and shelter.
2. Safety needs, such as security, order and stability.
3. A sense of belonging, involving friendship, identification and love.
4. Esteem involving prestige, success and self-respect.
5. Self actualization needs which involve psychological needs from within.

Maslow said that people must meet their first need before being able to proceed to meeting the second need. The first need is usually met through regular employment and, in some cases, through a second job. In order to meet this first need, sometimes both spouses must work.

As employment and salary also provide for the safety and security needs, individuals move to the third level, which involves the need for a sense of belonging. One way to satisfy this need is by volunteering to provide some level of community services. It is from this pool of people that volunteers are available for firefighting and emergency medical services.

FIRE RESCUE VOLUNTEERISM IN PENNSYLVANIA

Nationally, fire service leaders across the United States and many municipal officials have come to realize that the volunteer fire service is potentially in trouble. Likewise, in recent



VOLUNTEER RECRUITMENT AND RETENTION

FIRE RESCUE VOLUNTEERISM IN PENNSYLVANIA (continued)

years, many knowledgeable people have determined that the volunteer fire service in Pennsylvania is at a crossroads.

According to local officials, there has been a significant reduction in recent years in recruitment and retention of individuals serving as volunteer fire/EMS service providers in the Commonwealth of Pennsylvania. As a result of this reported trend and the apparent resulting problems, the Commonwealth's Legislative Budget and Finance Committee developed and issued a report entitled "The Feasibility of Regionalizing Pennsylvania's Volunteer Fire Companies," commonly referred to as the House Resolution 148 report.

In the opinion of the Study Team, who have assessed and developed plans for more than 100 volunteer fire service agencies in the last 18 years, House Resolution 148 report is well written. It addresses many findings and recommendations relating to the problems resulting from the reduction in the availability of community members serving as volunteer fire and EMS service providers in Pennsylvania.

As stated in this report:

"For many years, volunteer fire companies functioned independently and were relatively stable both operationally and financially. This has changed dramatically over the past 20 years as fire companies and other emergency service providers face mounting challenges and service demands."

The report continues by stating that "significant changes have occurred throughout the state in the past two decades that have altered the organization of volunteer fire services..." including:

- Large losses of volunteer members;
- Challenges in recruiting new volunteers;



VOLUNTEER RECRUITMENT AND RETENTION

FIRE RESCUE VOLUNTEERISM IN PENNSYLVANIA (continued)

- Difficulties in retaining existing volunteers;
- Changing demographics;
- Changing work habits;
- Changing work locations; and,
- Changing personal living habits.

These and other issues have reportedly had a negative impact on the volunteer fire services in the Commonwealth.

According to this very comprehensive report, the results may have been:

- Delayed responses;
- Failure to respond to calls;
- Insufficient staffing on apparatus for emergency calls;
- Greatly reduced ability to function as a business;
- Loss of revenue;
- Loss of personnel;
- Inability to maintain apparatus;
- Inability to maintain fire stations and facilities; and,
- Increased liabilities for volunteers and local governments.

The primary findings, relating to the problems and challenges facing the volunteer fire service of the Commonwealth, outlined in the report include:

1. “Pennsylvania is experiencing significant losses in the number of citizens who are willing to volunteer to provide fire, rescue, and emergency medical services.
2. Rising operating costs and fundraising demands are placing serious strains on the state’s volunteer fire companies.



VOLUNTEER RECRUITMENT AND RETENTION

FIRE RESCUE VOLUNTEERISM IN PENNSYLVANIA (continued)

3. The history of the relationship between volunteer fire companies and local governments has been marked by independence rather than interdependence.
4. Pennsylvania has more fire companies than any other state and, in some cases, multiple companies in close proximity are results in an unnecessary and inefficient overlap and duplication of firefighting resources.”

House Resolution 148 report presents a number of key recommendations, including comprehensive legislative changes aimed at attempting to reverse the seeming decline of the volunteer fire services in the Commonwealth. The major overriding finding relates to regionalization being the primary means of addressing the Pennsylvania fire services problems and challenges.

VOLUNTEERS IN THE TOWNSHIP FIRE COMPANIES

Through the years, the Townships have provided fire and rescue services by volunteer members of the following volunteer fire companies:

- A. Grantley Fire Company, located in Spring Garden Township since 1926;
- B. Victory Fire Company, located in Spring Garden Township since 1921;
- C. Commonwealth Fire Company, located in Springettsbury Township since 1924;
and,
- D. Springetts Fire Company, located in Springettsbury Township since 1926.

Note: The Commonwealth and Springetts Fire Companies were consolidated by the Springettsbury Township in 2005 and are now the Springettsbury Fire Company.



VOLUNTEER RECRUITMENT AND RETENTION

THE TOWNSHIP FIRE COMPANIES (continued)

Each of these fire companies was incorporated under the laws of the Commonwealth of Pennsylvania, operates under a set of fire company bylaws and other rules and guidelines, and elects and/or appoints a set of administrative and operational officers pursuant to their bylaws. Each of the three volunteer fire companies (Grantley, Victory, and Springettsbury) receive some funds from their respective Township, and, operationally, are under the command of the head of each of the Township fire departments.

Reportedly, for many years the volunteer fire companies located in Spring Garden and Springettsbury provided the fire and rescue services to both Townships with an all volunteer membership; apparently, a very respectable and impressive long history.

The Study Team has been provided with volunteer call response data that indicates there are a very limited number of volunteer members actually responding on emergency fire calls in a fire rescue service delivery capacity. In Spring Garden, the response data indicates that there are only three volunteer members who have responded to more than 30 emergency fire rescue calls during the first half of 2006; the most active member responded to 42 calls. Reportedly, there are from three to five volunteer members of the Springettsbury Fire Company that respond on a very limited basis to emergency fire rescue calls to assist in the provision of fire rescue services.

There are fire/police members of the various Township volunteer fire companies who reportedly provide a valuable service responding on a substantial number of both police and fire rescue calls. The fire/police operate under the auspices of the two Township police departments.

It is the Study Team's goal to provide suggestions as part of this Fire Services Merger Plan that could provide the opportunity for more substantial fire rescue service delivery by



VOLUNTEER RECRUITMENT AND RETENTION

THE TOWNSHIP FIRE COMPANIES (continued)

volunteer fire service delivery members and maintaining the productivity of the fire/police component.

RECRUITMENT OF VOLUNTEERS

Each volunteer for the fire and rescue services serves as an ambassador who can encourage individuals to apply for membership. While incentives, as listed in this section, are very important, personal recruitment by the current members is vital to the continued success of the volunteer program.

A number of the ways new volunteers are recruited in many counties and cities with volunteer fire departments include:

1. Development and distribution of brochure material;
2. Word of mouth;
3. Family tradition;
4. Interest after having been a customer of the fire/EMS service;
5. Area-wide poster placement in businesses, etc.;
6. Door-to-door neighborhood recruitment;
7. CPR and EMT-A classes open to the public;
8. Televised public service announcements;
9. Radio public service announcements; and,
10. Speakers sent to community group meetings and high schools.

Current Recruitment Efforts

The Study Team was advised that a number of volunteer recruitment tools have been used in an effort to attempt to attract new volunteers for the fire companies. Reportedly, the volunteer



VOLUNTEER RECRUITMENT AND RETENTION

RECRUITMENT OF VOLUNTEERS (continued)

fire companies in the two Townships have recruited new volunteers in a number of the following ways:

- Word of mouth;
- Recruiting family members;
- Notices in Township newsletters;
- Signs posted in the community;
- Notices in newspapers and/or community papers; and,
- Public gathering and school public education opportunities.

RETENTION OF VOLUNTEERS

Clearly, the management of public safety personnel resources is a critical task, since human resources generally determine the quality of services delivered to the public.

Volunteers may not be available to respond to fire and rescue calls for a variety of reasons. These include days off and away from the area, vacation, sickness, injury, other priorities and time commitments and time away for training.

A critical time period for efforts to retain volunteers is the first four years of membership. It has been said that if a new member completes the first four years he/she will most probably remain for many years. Programs aimed to retain volunteers during their first four years of membership should be identified as a priority.

Based upon interviews with volunteer personnel participating in this Study, it seems there has been a stagnation and reduction in some volunteer memberships. Additionally, as the area has developed and become less rural and more suburban (a bedroom community for Harrisburg and Baltimore), recruiting and retaining volunteer personnel may have become more difficult.



VOLUNTEER RECRUITMENT AND RETENTION

RETENTION OF VOLUNTEERS (continued)

The Study Team was advised by fire department leaders that very little township and fire company effort had been made in the past to develop programs directly aimed at the retention of volunteer fire and rescue personnel. The overall philosophy of the leadership of the fire companies is, however, consistent with a very important volunteer retention approach. Pride in the organization and treating the volunteer personnel “right” are important to the leadership.

Typically, when people are asked their reasons for remaining volunteers, they give a number of reasons, including:

- Pride in the organization;
- Once you get a taste of it, you want to continue;
- Continuing need to help the public;
- Keep up the friendships;
- The great personal satisfaction received;
- Physical activity; and,
- Continuing involvement is an enjoyable activity for those who are career firefighters in other jurisdictions.

The efforts to retain volunteer personnel seem to vary by fire and rescue organization. There is no official program focused on the retention of volunteer fire and rescue members. The retention programs for volunteer fire and rescue personnel should be broad-based and region-wide because the various fire companies may be competing against each other for a very limited and valuable human resource.

Although the Township leadership may appreciate the services of its volunteer fire and rescue personnel, there are few incentives to retain volunteers. Funds are not currently earmarked to help in the recruitment or retention process.



VOLUNTEER RECRUITMENT AND RETENTION

RETENTION OF VOLUNTEERS (continued)

There are many very successful volunteer fire and rescue services throughout the United States. The basis for their success varies significantly. However, the Study Team has noted that the more successful systems expend a considerable effort to retain their volunteer personnel, including significant efforts to recognize their volunteers and their efforts.

Organizations with successful volunteer programs commit much time and effort to providing training and experience to volunteer personnel. Retaining trained and experienced personnel is more cost-effective than having to constantly train new volunteers. Of course, trained and experienced personnel also provide better service.

Although a number of incentives in other communities do not apply to the York area, the various benefits reflect a community's commitment to recruiting and maintaining volunteers. Several of the programs that have been successful in helping to retain volunteers in other municipalities include:

1. Comprehensive awards program;
2. Social events, such as banquets and dinners;
3. Education tuition assistance programs;
4. Workers Compensation coverage;
5. Length of service awards programs;
6. Free training and experience for career preparation in fire, rescue, emergency medical and other related areas;
7. Free passes or tickets to community activities;
8. Physical fitness facilities and equipment;
9. Insurance coverage, including medical, dental and life insurance;
10. Various compensation programs, such as out-of-pocket expenses for fuel, clothing, education and training materials, and meals; hourly pay rate (“paid on call” volunteers); and, compensation based on an activity-related point system;
11. Reduced sewer and water rates;



VOLUNTEER RECRUITMENT AND RETENTION

RETENTION OF VOLUNTEERS (continued)

12. Property tax percentage reduction; and,
13. Uniforms, clothing with the department's logo and individual tools, such as flashlights, and stethoscopes.

Recruitment and retention of volunteers are of prime importance to the continuation of the volunteer fire and rescue service in the Townships. Therefore, it is important that the Townships, the suggested Regional Fire Rescue Department, and each of the volunteer fire company organizations work together to develop and implement programs that are intended to attain and maintain a high degree of volunteerism in the system.

Current Retention Efforts

Reportedly, the fire companies in the Townships have initiated limited efforts that impact the retention of volunteer members. These efforts have included provision of free training and funds for training, some items of uniform and dinners/picnics.

Apparently, these limited initiatives have been accomplished on an ad hoc basis and not as part of an official, comprehensively planned, funded and implemented retention program.

Length of Service Benefit Program

Many jurisdictions in the United States with either fully volunteer or combination career and volunteer systems have established a length of service awards program (LOSAP) for the volunteer fire and rescue service personnel. This program has a proven track record of improving volunteer recruitment and retention. The program provides certain benefits to volunteers who have met minimum calendar year service requirements for a set number of years. In other words, it is a volunteer retirement type benefit program.



VOLUNTEER RECRUITMENT AND RETENTION

RETENTION OF VOLUNTEERS (continued)

A number of programs established in other jurisdictions involve differing levels of program requirements. One type of LOSAP program is to maintain a defined level of service activity per month.

Another example of a more comprehensive type of LOSAP program is as follows:

Requirements

1. Reach age 60 and 20 years of certified service.
2. Reach age 55 and 20 years of certified service, with a reduced payment.
3. Obtain 50 points in a calendar year:
 - 1 point for each hour training course - maximum 20;
 - 1 point for each drill - maximum 25;
 - 1 point for each official meeting - maximum 15;
 - 1 point for each call - maximum 40;
 - 25 points for elected or appointed office - maximum 25;
 - ½ point for collateral duties - maximum 25; and/or,
 - 5 points per month for full-time military service - maximum 50.

Benefits

1. \$150 per month (age 60 and 20 years).
2. \$100 per month (age 55 and 20 years).
3. For each year above 20 years, add \$5 per month.
4. Maximum benefit is \$200 per month.
5. If disabled as a result of incident, then eligible for benefits regardless of age or length of service.
6. In event of volunteer's death while receiving benefits, spouse receives 50 percent of benefits until death or remarriage.



VOLUNTEER RECRUITMENT AND RETENTION

RETENTION OF VOLUNTEERS (continued)

7. In event of volunteer's death after 25 years of service but before reaching age 60, spouse receives 50 percent of benefits until death or remarriage.
8. Death in line of duty, burial benefits of \$2,500.
9. If a volunteer reaches age 70 without achieving 25 years of service, retirement benefits can be received for years of service at the rate of \$4 per year of certified service.

This type of LOSAP program may be more difficult to administer. LOSAP programs should be customized to meet local needs.

PUBLIC AWARENESS

The Study Team interviewed volunteer leaders and members who expressed concern that the general public is not fully aware of the volunteer involvement in the fire rescue service. Many residents of the service area have moved from other counties/municipalities to the Study area and believe that they are being served by a fully paid fire department. Most citizens may know they have a local fire station, but some may believe it is fully staffed with paid firefighters and officers. The Study Team has noted that this lack of understanding increases when the community is a bedroom community.

Many times there appears to be a need to further educate township citizens and business people on the programs and composition of the fire service delivery agency.

RECRUITMENT AND RETENTION PLAN

The Regional Fire Rescue Department and volunteer fire companies in the Townships are encouraged to develop recommendations for a comprehensive department-wide volunteer recruitment and retention program for consideration by the Regional Fire Rescue Department commission. In developing such a program, the RFRD should consider the program ideas



VOLUNTEER RECRUITMENT AND RETENTION

RECRUITMENT AND RETENTION PLAN (continued)

presented in this Chapter, as well as previous experiences of the Township fire departments. This consideration will help to ensure that the program recommendations are both comprehensive and focused on the needs related to improving volunteerism in the York regional area served by the RFRD and its participating volunteer fire companies.

Any region-wide volunteer recruitment and retention program recommendations should include a delineation of appropriate funding requirements. The Regional Fire Rescue Department and its participating municipalities are encouraged to approve the funding necessary to plan, develop, and implement a comprehensive region-wide volunteer recruitment and retention program.

VOLUNTEER COORDINATOR

A national trend in the more successful volunteer fire and rescue organizations is the appointment of a volunteer coordinator to serve as a focal point of an aggressive volunteer recruitment and retention program. Investment in such a full or part-time position provides significant long-term benefits in the recruitment and retention of volunteer personnel.

A part-time volunteer coordinator position could be beneficial (possibly a lower level program management position for 20 hours per week) dedicated to the development and implementation of RFRD volunteer fire and rescue personnel recruitment and retention programs.

SUPPORT OF ELECTED AND APPOINTED OFFICIALS

The Study Team believes the elected and appointed officials of the Townships support the continuation of fire and rescue service through increased volunteer staffing. During the interview/survey process, some volunteer members of the fire companies expressed



VOLUNTEER RECRUITMENT AND RETENTION

SUPPORT OF ELECTED AND APPOINTED OFFICIALS (continued)

reservations regarding the extent to which the municipal leadership supported the volunteers and their efforts.

It is suggested, therefore, that the elected and appointed officials “go on record” explicitly supporting the importance of volunteer staffing. This would also serve to highlight the volunteer component of the fire and rescue service to the public.

The elected and appointed officials are encouraged to consider a formalized policy of support for the continuation of volunteer participation in the fire rescue service.

A suggested wording is as follows:

As elected and/or appointed officials of the Townships and the Regional Fire Rescue Department, we affirm that it is the intent to continue maximum utilization of volunteers to deliver fire rescue service to the citizens of the York County area served. In recognizing that the services are critical, we support and encourage the activities of volunteers.

In terms future provision of fire and rescue service to the York region, such a statement of policy could solidify the future role of fire service volunteers in the provision of these critical public safety services, and assist in the recruitment and retention of volunteers.

SUMMARY

Currently, fire services are provided primarily by paid employees, with a limited number of volunteer firefighters who respond to emergencies. The staffing approach involving volunteer members of the communities has provided a more cost-effective service in the past. The viability of this volunteer staffing approach in the future will, to a large extent, be based on



VOLUNTEER RECRUITMENT AND RETENTION

SUMMARY (continued)

the level of effort placed on volunteer recruitment and retention by the fire companies, Townships and the suggested Regional Fire Rescue Department.

Recruitment of volunteers for the fire and rescue services has been accomplished primarily by “word of mouth.” As well, the volunteer fire companies have been implementing a limited number of ad hoc retention efforts, including dinners/picnics, uniform items and training.

Nationally, there are a number of very successful volunteer recruitment and retention programs in local governments that continue to assist in providing the essential volunteer personnel for the provision of their fire and rescue service. This Chapter outlined a number of recruitment and retention options for consideration by the Townships, fire companies and suggested Regional Fire Rescue Department.

RECOMMENDATIONS

- 4.1 Officials are encouraged to place periodic articles in local newspapers regarding activities of the volunteer component of the fire and rescue service.
- 4.2 The officers of the fire companies are encouraged to:
 - A. Develop a standard exit interview form to be completed by volunteer personnel who are leaving the program;
 - B. Collate exit interview information, analyze any trends and work to establish a program to reduce attrition; and,
 - C. Share exit interview data with the County Fire and Rescue Association for recruitment and retention program development.



VOLUNTEER RECRUITMENT AND RETENTION

RECOMMENDATIONS (continued)

- 4.3 The elected and appointed officials are encouraged to consider a formalized policy of support for the continuation of volunteer participation in the fire and rescue service.

A suggested wording is as follows:

As elected and/or appointed officials of the Townships and the Regional Fire Rescue Department, we affirm that it is the intent to continue maximum utilization of volunteers to deliver fire rescue service to the citizens of the York County area served. In recognizing that the services are critical, we support and encourage the activities of volunteers.

- 4.4 A comprehensive volunteer recruitment and retention program should be developed. The program should be appropriately funded and include:

- A. Implementation of a length of service awards program or other pension program, as approved;
- B. Initiate recommendations for volunteer retention programs based on input received from the exit interview or forms;
- C. Develop a budget recommendation for the recruitment and retention programs;
- D. Initiate recommendations for volunteer recruitment programs, such as possible medical and dental care;
- E. Develop a volunteer handbook which can be given to prospective members of the fire departments, explaining the benefits and requirements of becoming a volunteer;



VOLUNTEER RECRUITMENT AND RETENTION

RECOMMENDATIONS (continued)

- F. Focus volunteer programs toward retention of members during their first four years of membership; and,
 - G. Focus volunteer programs toward the recruitment and retention of volunteer members to participate in the provision of fire and rescue services.
- 4.5 Elected and appointed officials are encouraged to financially support the volunteer recruitment and retention efforts through annual budgetary funding and the hiring of a part-time volunteer coordinator.
- 4.6 Consideration should be given to establishing official mentor programs for new operational volunteer members.



CHAPTER FIVE

EMERGENCY MEDICAL SERVICES

This Chapter relates to national pre-hospital emergency medical services (EMS) delivery models and the EMS system generally. The role that fire and rescue departments may serve in a model EMS system is also reviewed, and the EMS delivery in the participating York area municipalities is reviewed. Finally, the possible role of a model Regional Fire Rescue Department (RFRD) in assisting with the delivery of EMS in the York area municipalities is presented.

EMS SERVICE DELIVERY MODELS

The delivery of quality emergency medical care is one of the most basic services that a local government must ensure is available to its citizens. This care can be delivered through a variety of methods and techniques, including contracting for service through private ambulance companies; delegating service to a volunteer agency in a community; direct service provision through government employees; or, any combination of these models.

As EMS in the United States has evolved, so have the different models or profiles of organizational structures for the delivery of the service. In the early 1980s, the United States Fire Administration published a document, Fire Service/EMS, A Program Management Guide. This publication identified 28 different profiles for the delivery of EMS. Twenty six of these structures included participation of the fire department in some aspect of the pre-hospital EMS system. Each profile has its own particular strengths and weaknesses. The profiles identified over a decade ago still accurately portray fire service EMS in 2006. The original profiles identified in the Management Guide are based on five primary variables:

1. Dual-role, cross-trained - civilian
2. Career - career/volunteer - volunteer



EMERGENCY MEDICAL SERVICES

EMS SERVICE DELIVERY MODELS (Continued)

3. First responder - EMT - paramedic
4. Transporting - non-transporting
5. Engine or ladder company first response - no engine or truck company first response

These variables can be combined into 52 different ways of EMS delivery; most likely every one has been tried and is probably in service somewhere in the United States. The variables can be pieced together as necessary to meet the needs and resources of a particular area. Many jurisdictions have started out with one profile and changed to another as the EMS system has grown and resources shifted.

Combinations of these variables can be classified into one of five main organizational categories of pre-hospital emergency medical service delivery:

1. Third service - EMS agency separate from any other public safety agency and usually holds equal status with agencies such as the fire department and police department. These services may be paid, volunteer or combination services.
2. Hospital-based - EMS delivery is from a medical facility. Personnel are hospital employees and services are supported by hospital funding.
3. Ambulance Squad-based - EMS delivery provided by ambulance squad personnel (paid, volunteer or combination).
4. Private services - EMS delivery services are provided for a fee on a for-profit basis.
5. Fire department-based - EMS delivery provided by fire department personnel (paid, volunteer, or combination).



EMERGENCY MEDICAL SERVICES

EMS AS A SYSTEM

In the provision of this service, the key is to make certain that the system is designed to afford the maximum benefit for the patient. In addition, the service must be physically and financially available to every citizen in an acceptable time frame and provided by skilled personnel.

An emergency medical services system consists of various entities, operating in a well-coordinated manner to provide state-of-the-art emergency medical care both in and out of the hospital. The pre-hospital system components are:

1. Prevention and early recognition;
2. Bystander action and system access;
3. Call taking and dispatching function;
4. Telephone protocols and pre-arrival instructions;
5. First responder dispatch;
6. Ambulance dispatch;
7. First responder services;
8. Ambulance services - basic and advanced life support;
9. Direct on-line medical control;
10. Transport;
11. Receiving facility interface;
12. Off-line medical control; and,
13. Record keeping and evaluation.

The primary purpose of emergency medical services is to save lives. A well-organized EMS system can reduce injuries and deaths an estimated 15 to 20 percent.

The approach to organizing EMS began in the late 1960s, when the federal government enacted the 1966 Highway Safety Act to provide direction for states to set standards and regulate EMS. This later led to the focus on deficiencies in pre-hospital care, which spurred



EMERGENCY MEDICAL SERVICES

EMS AS A SYSTEM (Continued)

enactment of Public Law 93-154. This legislation not only provided the framework for the regionalization and structure of EMS systems, but also made grant funds available. The funds facilitated planning, implementation, expansion and evaluation of EMS systems.

Most EMS systems are organized from the state level down. Many states have divided their area into EMS regions which function to share, coordinate, and support the provision of emergency services. The regions assist local jurisdictions in developing and maintaining the appropriate levels and quality EMS.

FIRE DEPARTMENT EMS

Fire service involvement in EMS delivery has a long history in the United States. As early as 1928, a few fire departments began providing first aid services to citizens suffering from heart attack symptoms or having trouble breathing. These services were provided with equipment that the firefighters carried to treat other firefighters if they became overcome with smoke. Later, in the 1930s, fire departments began developing special vehicles to render assistance to citizens in their communities who became ill or injured. These units included vehicles used for heavy rescue and extrication.

Many fire departments in the 1940s and 1950s continued to provide ambulance service that consisted primarily of basic first aid and transport operations. As pre-hospital care started to become more sophisticated with the introduction of national standards for training of emergency medical technicians (EMT) and paramedics, fire department involvement in EMS throughout the country grew. In 1996, it was estimated that more than 60 percent of the fire departments in the United States were involved in providing some level of emergency medical service. In those departments, from 50 to 75 percent of the incidents they handled were EMS related.



EMERGENCY MEDICAL SERVICES

FIRE DEPARTMENT EMS (Continued)

In 2006, as many as 85 percent of the approximately 34,000 fire departments in the United States are routinely dispatched on emergency medical calls.

Although there may be a reluctance on the part of some firefighting personnel to embrace EMS, the fire service and EMS seem to be natural partners from a number of perspectives. Among them are the following:

- Cost effectiveness - The fire department already exists and is a functioning service. To some extent, the public gets two services for the price of one. Staffing and equipment may already be available. Fire stations already are in place as are other components, such as communications, dispatch, vehicle maintenance, training, rapid response and personnel, needed for EMS. Modifications can make them suitable for EMS purposes.
- Decreased workload - The decrease in the fire workload (actual working) has left firefighters with more time between alarms for EMS activities.
- Improved response time - Fire stations are typically situated so that response time—the time from dispatch to on-scene—often is improved.
- Image - The firefighter has always been perceived as a brave public servant who can help when there is danger. Traditionally, the one source of help that comes to mind when a situation appears hopeless has been the fire department.
- Non-interference with fire protection duties - Most fire stations find that assuming EMS duties does not interfere with fire protection duties.



EMERGENCY MEDICAL SERVICES

FIRE DEPARTMENT EMS (Continued)

- Command/supervisory staff exists - The fire department has the advantage in that high-level command and supervisory staff are already in place for organizational management and oversight.
- Incident command system - The fire department has another advantage in that it uses the standardized incident command system (ICS) to manage large-scale emergencies. Command of EMS incidents is easily handled by the ICS without change so that actions at a chaotic EMS scene are controlled.

These and other factors have led public safety advocates, including union leaders, to encourage the incorporation of EMS into fire departments. A Seattle, Washington Fire Fighters Union representative in a national publication is quoted as saying that the question should not be, “Should EMS be in the fire service?” but rather, “How can a fire department meet the demand of EMS?”

During on-site interviews, the Study Team discussed with union representatives the fact that the International Association of Fire Fighters (IAFF) has taken a position in support of the incorporation of EMS into fire departments. Additionally, a number of studies have shown that fire departments that deliver EMS increase their utilization and productivity in their communities, thus becoming more cost efficient for the consumer and taxpayer.

EMS IN THE YORK AREA

Pre-hospital EMS in the participating York area municipalities is provided as part of a tiered EMS delivery system. Although the approach varies by municipality, the EMS service delivery tiers may be described as follows:

- A. Advanced life support (ALS) services are provided under the auspices of the local hospital with paramedic “chase cars,” generally SUV-type response;



EMERGENCY MEDICAL SERVICES

EMS IN THE YORK AREA(Continued)

- B. Basic life support (BLS) and patient transport service is provided by either a unit of local government (third service), volunteer fire company ambulance units, or private ambulance companies, variously staffed by volunteer and paid emergency medical technicians; and,
- C. EMS first responder service may be provided in a number of the municipalities by either the fire or police department.

Basic Life Support/Transport Service in Participating Townships

In the participating York area municipalities, BLS and patient transport service has been provided by the following:

- Spring Garden Township - Grantley Fire Company staffed by volunteer and paid fire company staff; and,
- Springettsbury Township - Ambulance unit of the Department of Fire and Rescue Services staffed by paid Township employees.

The scope of this Study does not include the assessment and planning for the alternative provision of EMS transport services by the Regional Fire Rescue Department. To maintain a productive volunteer component careful consideration would be needed for such an alternative, given the involvement of the Grantley Fire Company as EMS transport service provider.

This Study is not an assessment of the delivery of EMS service in the participating York area municipalities. However, it seems clear that, as the EMS workload in the participating communities continues to increase, improved service delivery efficiencies and cost benefits could be attained (especially for Springettsbury Township) through the appropriate provision of EMS services by the model Regional Fire Rescue Department



EMERGENCY MEDICAL SERVICES

EMS IN A MODEL REGIONAL FIRE DEPARTMENT (Continued)

EMS IN A MODEL REGIONAL FIRE DEPARTMENT

The Study Team was asked to define what role a York area Regional Fire Rescue Department could serve in emergency medical service delivery. The direction given to the Study Team was that it was the intent that any involvement by a regional fire rescue department in EMS delivery would be in support of, and in partnership with, the existing BLS and EMS transport service providers and not in place of these organizations.

This Section presents possible options for improved public safety service delivery in the participating York area municipalities through the involvement of a model regional fire rescue department in EMS delivery. The options presented are based on a review and comparison of the current EMS delivery approach and model EMS delivery systems with which the Study Team is experienced.

First Responder Service

Fire department first responder EMS service is the response of properly trained—generally First Responder or Emergency Medical Technician training—personnel on rapid responding engines, trucks or heavy rescue squad units, the closest to the scene of an incident. These services are generally basic life support in nature and are intended to provide initial life support or first aid care, pending the arrival of the ALS and/or ambulance unit.

EMS first responder service with EMS trained firefighting personnel is being provided by both of the participating municipal fire departments, reportedly on a limited, inconsistent basis. The provision of comprehensive, consistent EMS first responder service, by EMT trained firefighting personnel on engines and trucks of a newly formed Regional Fire Rescue Department, should provide an improved level of EMS service and personnel productivity with minimal added cost to the taxpayer.



EMERGENCY MEDICAL SERVICES

EMS IN A MODEL REGIONAL FIRE DEPARTMENT (Continued)

Automatic External Defibrillators (AED)

In addition to performing cardio-pulmonary resuscitation and basic first aid procedures, many firefighters have access to and are trained in the use of automatic external defibrillators (AED). Training of personnel in the utilization of AED units may be accomplished in four to five hours. Early application of electrical therapy has been demonstrated to be the most important factor in successful resuscitation of out-of-hospital sudden deaths.

Providing AED units on all fire apparatus and having this AED service provided by a Regional Fire Rescue Department staff on the EMS first responder units could enhance the emergency medical service available to the citizens of the participating York area municipalities.

SUMMARY

Nationally, there are a number of different types of EMS service delivery models that include cross-trained personnel, first responder/EMT/paramedic training, transport and non-transport and ambulance and fire truck response with civilian, volunteer and paid staffing. Additionally, these EMS system models may be third service, hospital-based, ambulance squad-based, private for-profit services and fire department-based systems, or a combination of these approaches.

The delivery of pre-hospital emergency medical service in the United States has developed into systems that are generally organized from the state level to the municipal or community level. These systems consist of various entities, operating in a well-coordinated manner to provide state-of-the-art EMS care to the patient. The primary purpose of EMS is to save lives. A well-organized EMS system can reduce injuries and deaths an estimated 15 to 20 percent.



EMERGENCY MEDICAL SERVICES

SUMMARY (Continued)

Fire departments in the United States have been providing first aid/EMS services since as early as 1928. Fire department involvement in some aspect of EMS service delivery has increased through the years. In 2006, it is estimated that 85 percent of the approximately 34,000 fire departments in the United States are involved in the delivery of EMS in their community. There are a number of important benefits to the involvement of fire departments in EMS, which include improved personnel utilization and increased cost effectiveness.

EMS service delivery in the participating York area municipalities is accomplished through various approaches. The paramedics are hospital-based and respond under the auspices of their agencies and protocols. Basic life support and patient transport service has been provided by two service providers: one is volunteer/paid and the second is paid municipal. It was reported that these organizations have served the municipalities well through the years with well-trained and highly motivated personnel, a number of whom are volunteers.

There are a number of EMS service delivery options available to the participating York area municipalities with the implementation of a York area Regional Fire Rescue Department. At this time, these options would be in support of and in partnership with the volunteer and paid ambulance transport service providers. These service improvement options include EMS first response provided by qualified personnel on engines and trucks, provision of easy-to-use automatic external defibrillators and basic life support/transport service.

RECOMMENDATIONS

The following EMS options/recommendations are suggested for consideration by the participating York area municipalities to enhance the EMS delivery system and support service provision by the current EMS transport service providers:



EMERGENCY MEDICAL SERVICES

RECOMMENDATIONS (continued)

- 5.1 The participating York area municipalities should consider implementing a comprehensive and consistent EMS first responder service by qualified personnel responding on the model Regional Fire Rescue Department apparatus.
- 5.2 The participating York area municipalities should consider the provision of automatic defibrillator service by RFRD EMS first responder units.
- 5.3 The participating York area municipalities should consider providing appropriate EMS training and supervision as part of the organizational structure of the RFRD.
- 5.4 The participating York area municipalities should consider conducting a study to define and implement a more integrated and cost effective approach to ambulance transport service provision when tax funds are being utilized.



CHAPTER SIX

A MODEL REGIONAL FIRE RESCUE DEPARTMENT

This Chapter defines and describes a model regional fire entity for the initial York area participating municipalities: Spring Garden and Springettsbury Townships. The aspects of a regional fire entity—referred to in this descriptive Chapter as the Regional Fire Rescue Department (RFRD)—are based on a variety of information and input including:

- Interviews with officers and firefighters of the participating fire departments;
- Meetings with the primary leaders of the three volunteer fire companies;
- Guidance from participating municipal elected and appointed officials;
- Meetings with the Joint Fire Services Committee;
- Interviews with stakeholders in the participating municipalities;
- Interviews with chiefs and officials of possible future participating municipalities;
- Interviews with chiefs of fire departments considering regionalization options;
- Interviews with chiefs of regional police departments;
- Consultations with legal and other technical experts;
- Interviews with interested Commonwealth and County officials;
- National standards and accepted practices;
- Review of previous planning work and documents by the participating municipalities;
- Review of pertinent aspects of similar fire departments;
- Review of pertinent Pennsylvania regionalization documents and studies;
- Review of fire department regionalization experience nationally; and,
- Background and experience of the Study Team.

Specifically, this Chapter addresses the statutory framework, organization, staffing, fire stations and apparatus of a model Regional Fire Rescue Department, as well as other related aspects including training and career development, fire prevention, communications and dispatch and union matters. Where considered appropriate, alternatives are presented for consideration by the participating York area municipalities



A MODEL REGIONAL FIRE DEPARTMENT

BACKGROUND

Spring Garden and Springettsbury Township elected and appointed officials have conducted a significant amount of research and planning in considering possible future consolidation options for their fire departments. This work seems to have been comprehensive and conducted in a team effort with their respective Township administrations, firefighters, fire officers, labor officials, volunteer leaders and stakeholders. The initial planning work, which was conducted by the Joint Fire Services Committee, is the most progressive approach observed by the Study Team members, who have conducted more than 20 fire department regionalization studies. The preliminary work conducted by the Committee laid the groundwork and brought the various parties and interests together to focus on the establishment of the Regional Fire Rescue Department (RFRD). The two Townships and individuals involved should be commended for taking this state-of-the-art approach that should lead to successful implementation.

The service area of the RFRD is a composite of the response areas of the initial two participating fire departments. As a result, there will continue to be many factors influencing service delivery by the York area Regional Fire Rescue Department. The RFRD will be providing services to more than 36,000 residents in an area of approximately 24 square miles. Every effort is made in this Chapter to define a model regional fire entity that will provide top quality services in an efficient and cost-effective manner.

OVERVIEW OF FIRE DEPARTMENT ORGANIZATION

Organizing fire and emergency services within a community to provide the most efficient and cost effective delivery of quality service is one of the most important functions of local government. Historically, many fire services have been developed and organized on the basis of local neighborhood need and initiative and, in many instances, volunteer fire departments were formed initially. However, as communities have become increasingly urban, calls for service have increased. This increase has resulted in the need for increased coordination and direction of fire and rescue services and resources through combination paid/volunteer and/or



A MODEL REGIONAL FIRE DEPARTMENT

OVERVIEW OF FIRE DEPARTMENT ORGANIZATION (continued)

paid services. A key fire and rescue organizational principle relates to the basic responsibility for public safety within the community. It is widely accepted that assurance of the provision of fire and rescue service is considered to be a local government responsibility. Local government is broadly interpreted to include municipalities, such as cities, towns, villages, and townships.

To attain the delivery of optimum fire and rescue service, it is essential that local government recognize and accept that responsibility and fulfill that obligation to provide appropriate guidance and direction in order to:

- Oversee the formation process of the organization of fire and rescue services;
- Ensure that the fire/rescue organization reflects the public interest;
- Protect the service from undesirable external interference;
- Determine basic policies for providing services; and,
- Legally define the duties and responsibilities of service providers.

Identification of this authority and responsibility is addressed in Section 3-1 of NFPA 1201, Developing Fire Protection Services for the Public, as follows: *“The government agency responsible for establishment and operation of the fire department shall adopt a formal statement (bylaw, resolution, or statute) of purpose and policies for the fire department that includes the type and levels of services that are to be provided, the area to be served, and the delegation of authority to the fire chief and other officers to manage and operate the fire department.”*

Accepted Principles and Practices - Organization

Both the National Fire Protection Association (NFPA) standards and the Commission on Fire Accreditation International (CFAI) criteria provide guidance to municipalities and fire departments relating to organization structure.



A MODEL REGIONAL FIRE DEPARTMENT

OVERVIEW OF FIRE DEPARTMENT ORGANIZATION (continued)

NFPA 1201 - Standard for Developing Fire Protection Services

NFPA 1201 provisions relate further to the organization structure of fire departments and provide guidance to this Study as follows:

“Chapter 5: Organizational Structure of the Fire Department

5-1 Purpose. The fire department shall have an organizational structure that facilitates efficient and effective management of its resources to carry out its mandate.

5-2 Management/Fire Chief.

5-2.1 The manager of the fire department shall be the fire chief. The fire chief shall be governed in the development of regulations and orders by the provisions of all applicable laws or ordinances and shall maintain a file of such documents.

5-2.2 The fire chief shall be appointed on the basis of merit and ability.

5-2.3 The fire chief shall communicate closely with the local government chief executive and governing body.

5-2.4 The governing body shall establish only the primary policies of the fire department and shall not act as an administrative agency or direct day-to-day management of the department.”

CFAI Governance and Administration Criteria

The CFAI accreditation criteria related to fire department organization governance and administration that are relevant to this regional planning effort are as follows:



A MODEL REGIONAL FIRE DEPARTMENT

OVERVIEW OF FIRE DEPARTMENT ORGANIZATION (continued)

The governing board and/or agency manager has been legally established to provide general policies to guide the agency, to provide approved programs and services, and to provide appropriated financial resources.

1. The agency has been legally established.
2. The governing body having jurisdiction over the fire service organization or agency periodically reviews and approves programs and ensures compliance with basic agency policies.
3. The governing body approves the administrative structure that carries out the agency's mission.

There is an established administrative structure and environment for achievement of the agency's mission, purpose, goals, strategies and objectives.

1. There exists an administrative structure which reflects the agency's mission, goals, objectives, size and complexity.
2. Allocation of resources reflects the agency's mission, goals and objectives.
3. The agency administration demonstrates compliance with legal requirements of local, state, and federal governments.
4. Personnel functions, roles and responsibilities are defined in writing and a current organization chart exists.

The Study Team considered these criteria as the organization of the RFRD was reviewed, as part of this planning effort.



A MODEL REGIONAL FIRE DEPARTMENT

PENNSYLVANIA STATUTORY FRAMEWORK

The purpose of this Section is to present the statutory authority that appears to be applicable to the establishment and administration of a Regional Fire Rescue Department in the Commonwealth of Pennsylvania. Additionally, this Section presents methodology by which the municipalities may mutually agree to create and administer a Regional Fire Rescue Department.

Pennsylvania Constitution

Article IX, Local Government

In today's changing municipal environment, many municipalities across the U.S. are utilizing mechanisms made available in state law to jointly cooperate to achieve similar goals or implement specific projects. In 1968, a new constitution was adopted for Pennsylvania, including a new Article IX that, among other things, added three sections related to intergovernmental cooperation, area government and area-wide powers.

The Pennsylvania Constitution includes the following provision related to intergovernmental cooperation that appears applicable to the apparent intent of the charter York area municipalities to create a regional fire and rescue department. That section reads as follows:

“Section 5. Intergovernmental Cooperation

A municipality by act of its governing body may, or upon being required by initiative and referendum in the area affected, shall cooperate or agree in the exercise of any function, power or responsibility with, or delegate or transfer any function, power or responsibility to, one or more other governmental unit including other municipalities or districts, the Federal government, any other state or its governmental units, or any newly created governmental unit.”



A MODEL REGIONAL FIRE DEPARTMENT

STATUTORY FRAMEWORK (continued)

In 1972, the General Assembly adopted enabling legislation pursuant to the constitutional authorization for intergovernmental cooperation.

Pennsylvania Consolidated Statutes Title 53

The law authorizing intergovernmental cooperation, now codified in Title 53 of the Pennsylvania Consolidated Statutes, was originally adopted as Act 180 in 1972. It authorizes two or more “local governments” to “jointly cooperate in the exercise or in the performance of their respective governmental functions, powers or responsibilities.”

According to Title 53, this cooperation is to be authorized by ordinance, which must specify the conditions, duration, purpose, manner, and extent of any financing, organization structure, and manner in which property will be acquired, managed and disposed. That ordinance must also specify that the entity created will be empowered to enter into certain employee-related contracts.

It appears that both the Constitution and laws of the Commonwealth of Pennsylvania provide for two or more municipalities to mutually agree to create a Regional Fire Rescue Department to provide fire, rescue and emergency medical services.

MODEL REGIONAL FIRE RESCUE DEPARTMENT

A model regional fire and rescue entity—the Regional Fire Rescue Department—could be established by the participating York area municipalities under the same Pennsylvania statutes and following the same approach utilized for the various regional law enforcement agencies in the Commonwealth. A regional fire and rescue services delivery agency, referred to generically as the Regional Fire Rescue Department (RFRD), could be established by mutual agreement. This RFRD could be governed by a Board of Commissioners consisting of representatives of each of the participating municipalities.



A MODEL REGIONAL FIRE DEPARTMENT

MODEL REGIONAL FIRE RESCUE DEPARTMENT (Continued)

Authority of the RFRD

As provided for under Pennsylvania statute, the RFRD could have the following powers and authority:

1. Provide high quality fire and emergency medical and related services;
2. Provide or arrange for efficient and effective communications and dispatch services;
3. Sue and be sued;
4. Acquire and hold real and personal property;
5. Enter into any and all contracts or agreements, and to execute any and all instruments;
6. Do and perform any and all acts or things necessary, convenient or desirable for the purposes of the RFRD;
7. Sell real estate and personal property owned by the RFRD, or as otherwise authorized for real estate and personal property owned by participating municipalities;
8. Provide fire and rescue services on a contract basis to non-participating municipalities;
9. Operate all services, lands, public improvements, works, facilities or undertaking, or any part thereof, by local units who are not members of the RFRD, and other persons, upon payment of charges therefore as fixed by the board of commissioners;
10. Receive state or federal aids or grants that may be available for the RFRD;
11. Acquire, maintain, use and operate lands, public improvements, works or facilities in any municipality in the Commonwealth; and,
12. Employ full-time and part-time uniformed and civilian staff, execute employment and collective bargaining agreements, and otherwise provide appropriate human resource management services.



A MODEL REGIONAL FIRE DEPARTMENT

MUNICIPAL RESOLUTION TO AUTHORIZE MERGER

The RFRD could be established through two legal documents. The governing bodies of the York area municipalities initially joining could separately adopt a resolution or ordinance authorizing the execution of a joint contract for the joint provision of fire protection and related services through a jointly-established Regional Fire Rescue Department. Subsequently, the municipalities would enter into a joint contract, which both Spring Garden and Springettsbury Township officials have been developing, referred to as the draft Charter Agreement.

This agreement is outlined in detail in subsequent sections of this Chapter; this document defines “Charter Municipalities...as Springettsbury Township, Spring Garden Township and any other municipality that shall thereafter join the Department and pay an admission fee...” The agreement further defines “Participating Municipalities...as all Charter and Contracting Municipalities.”

Addition of Further Participating Municipalities

It is envisioned that additional municipalities may choose to consolidate their fire and rescue service delivery agency with the Regional Fire Rescue Department. In such events, the joining municipality would likely be required to adopt an appropriate resolution or ordinance similar to Appendix A and sign an updated Charter Agreement with the RFRD Commission.

Provision of Contract Fire Rescue Services

The RFRD would have the authority to provide contract fire and rescue services to municipalities desiring the provision of such services by the RFRD on a fee-for-services basis, either on a 24/7 basis or during certain agreed upon hours of coverage—weekday daytime hours, for example. This could be accomplished via a contract between the municipality and the RFRD Commission.



A MODEL REGIONAL FIRE DEPARTMENT

MISSION STATEMENT

The following mission statement is suggested by the Study Team as the delineation of the purpose and services to be provided by the York area Regional Fire Rescue Department:

“The Regional Fire Rescue Department mission is to provide the highest level of life and property safety through the provision of fire suppression, fire prevention, emergency medical first responder services, public education services and communications and dispatch services to the citizens and businesses of the participating municipalities in York County, Pennsylvania.”

RFRD ORGANIZATION

The organization of the Regional Fire Rescue Department should be designed to ensure that all essential functions of the Fire Department are appropriately managed and directed. Generally, the primary functions of the RFRD that should be included in the organization, in the long term, include:

- Overall direction;
- Governance;
- Operational command;
- Administration;
- Apparatus acquisition and maintenance;
- Incident operations;
- Emergency medical services—initially, EMS first responder services;
- Fire prevention—code enforcement inspections, public education, arson investigation;
- Training;
- Volunteer oversight, recruitment and retention;
- Geographic area command (battalion/division) management;
- Shift/battalion management;



A MODEL REGIONAL FIRE DEPARTMENT

RFRD ORGANIZATION (continued)

- Station management; and,
- Company (engine/truck) management.

The reader should understand that the larger the fire department, the more defined and staffed are each of these functions. In smaller fire departments, a number of these functions could typically be handled on a collateral-duty basis: command or station officers assuming multiple functional responsibilities, for example.

Collateral Duty Assignment of Functions

There are many functions and responsibilities that should be assigned to fire department staff, either on an individual and/or station basis. Progressive fire and rescue organizations make more comprehensive use of their personnel by assigning the following types of functions to officers of the department;

- Repairing, issuing and tracking all fire hose, and refilling and tracking all EMS oxygen bottles;
- Managing the foam inventory and maintaining water rescue equipment;
- Replacing EMS oxygen regulators, demand valves, bottle valves, and air powered suction units;
- Laundering and coordinating the repair of protective clothing, and repairing small hand tools;
- Filling ALS and BLS medical supply orders for all stations, sewing replacement backboard straps, managing Hazmat supplies, and maintaining Hazmat equipment;
- Testing and maintaining all ground ladders in cooperation with the apparatus maintenance staff and maintaining technical rescue equipment;
- Conducting all pump tests on apparatus; and,



A MODEL REGIONAL FIRE DEPARTMENT

RFRD ORGANIZATION (continued)

- Maintaining, testing, and repairing self-contained breathing apparatus and pass devices.

This is a cost-effective and well-managed means of accomplishing essential fire/EMS service delivery tasks. Station officers and firefighters typically take these responsibilities seriously, and take action to accomplish and improve the handling of their assigned functions. Moreover, it is a good and efficient use of station staff time.

RFRD GOVERNANCE

Initially, it would seem that determining the proper method of providing appropriate governance and direction to the Regional Fire Rescue Department would be difficult. However, there is considerable history and experience within public safety agencies in the Commonwealth of Pennsylvania. Based on the number of regional public safety agencies in the Commonwealth, Pennsylvania is a leader nationally in the area of public safety regionalization. With nearly 40 regional police departments, six in York County, there is significant experience with establishing this approach to overall direction of regional public safety departments under Pennsylvania statutes; that experience may be directly applicable to assisting with the determination of the best approach for the RFRD. Further, there have been a number of approaches to regionalization involving volunteer fire services.

In conducting this study, the Study Team interviewed state officials within the Department of Community and Economic Development who are responsible for encouraging municipal cooperation relating to police and fire. Further, the police chiefs of three of the regional police departments in York County were interviewed and the form of governance discussed with each. Based on extensive experience to date (the first York regional police department was created in 1976), reportedly, police cooperation and consolidation ventures indicate that the most successful and workable solution for governance is the creation of a regional police



A MODEL REGIONAL FIRE DEPARTMENT

RFRD GOVERNANCE (continued)

board or police commission. It appears to the Study Team that a similar board/commission approach would be the best approach for the RFRD.

Draft RFRD Charter Agreement

As previously discussed in this Chapter, the representatives of the two Townships have accomplished much in planning and assessing various options for merging their fire and rescue service delivery functions. The most important result of that effort has been the development and creation of a draft Fire Rescue Department Charter Agreement. The purpose of the Charter Agreement, as stated in the draft, would be “..to establish the Regional Department as an unincorporated association, distinct from its Participating Municipalities, the goal of which association shall be to provide comprehensive, quality fire and rescue services for its participating Municipalities in the most efficient manner possible.”

The draft Charter Agreement incorporates a number of sections that address related subjects, including:

1. Jurisdiction and authority;
2. Fire district boundaries;
3. Volunteer fire services;
4. Regional Fire Commission;
5. Meetings;
6. Fiscal apportionment formula;
7. Finance;
8. Asset capitalization;
9. Employee pensions;
10. Fire Department headquarters;
11. Fire Department records system;
12. Immunity and claims;



A MODEL REGIONAL FIRE DEPARTMENT

RFRD GOVERNANCE (continued)

13. Joinder of additional municipalities;
14. Withdrawal of charter municipality;
15. Term and dissolution;
16. Effect of regionalization on existing fire departments; and,
17. Amendments and execution.

In reviewing the overall draft Charter Agreement, the Study Team was positively impressed with its comprehensive nature and approach. In this Section and subsequent sections of this planning document, a number of the subjects included in the draft Charter Agreement will be reviewed with appropriate comments and suggestions outlined.

Regional Fire Rescue Commission

Regarding RFRD governance, the draft Charter Agreement would establish a Regional Fire Commission. As the governing body, the Commission would direct and control the Regional Fire Rescue Department, and, as such, would be responsible for the operation, management and administration of RFRD.

As stated in the draft Charter Agreement, the authority of the Commission would expressly include:

1. Leasing, selling and purchasing real estate;
2. Leasing, selling and purchasing personal property;
3. Entering into contracts for the purchase of goods and services, collective bargaining agreements;
4. Hiring, firing, suspending, promoting, demoting, disciplining, setting salaries, and otherwise dealing with employees;
5. Serving as a hearing board for employee grievances;
6. Establishing and maintaining bank accounts and other financial accounts;



A MODEL REGIONAL FIRE DEPARTMENT

RFRD GOVERNANCE (continued)

7. Investing monies in investments authorized for municipalities of the Commonwealth;
8. Borrowing monies;
9. Establishing and funding employee benefit programs, including pension funds;
10. Delegating any of its powers, express or implied, to its Fire Chief or designee;
11. Obtaining legal, accounting and other professional services;
12. Contracting with other municipalities choosing to consolidate their fire department with the RFRD;
13. Contracting with municipalities to provide fire and rescue-related services;
14. Establishing and funding employee benefit programs, group insurance, and social security benefits; and,
15. Adopting bylaws and policies consistent with the Charter Agreement and its stated purpose.

It is the Study Team's understanding that it is the intent of the Charter Municipalities to form an integrated paid/volunteer regional fire rescue organization. This was a matter of discussion in meetings with elected and appointed officials and stakeholders, and it is evidenced by the fact that there is a section of the Charter Agreement on the subject. It would follow, then, that the Charter Agreement should give related authority to the Commission. It is suggested that the Commission be expressly given certain authority relating to volunteers involved with the delivery of fire and rescue services. In this regard, the following should be added to the Commission's list of authority and inserted following Item 4 dealing with authority to serve as a hearing board relating to employees:

- “5. Recruiting, retaining, suspending, promoting, demoting, disciplining, and otherwise dealing with and encouraging the participation of qualified volunteer personnel in the provision of fire and rescue services.”



A MODEL REGIONAL FIRE DEPARTMENT

RFRD GOVERNANCE (continued)

For consistency and in light of the fact that the RFRD also provides rescue and EMS first responder services, and may consider providing EMS transport services in the future (per the Charter Agreement), it is suggested that the Commission be named the Regional Fire Rescue Commission (RFRC).

Composition of the Commission

In reviewing the regional police departments and Commonwealth documents on the subject, it appears that a one-to-one (one representative from each charter municipality) method of managing the regional police departments is the predominantly accepted approach to the composition of regional commissions. The draft Charter Agreement for the RFRC would have each Charter Municipality appoint representatives: one representative and one alternate.

Further, the Charter Agreement would provide the Commission with a chairman, vice-chairman, and secretary/treasurer, and such other officers as the Commission would deem appropriate. The composition and officers of RFRC called for in the Charter Agreement seem to be consistent with Commonwealth public safety experience and quite appropriate.

FUNDING FORMULA

As with established regional law enforcement agencies in the Commonwealth, the RFRD could be funded by the participating municipalities with payments being made by the municipalities on a monthly, bi-monthly, or quarterly basis. Based on a review of the current cost to the municipalities of fire and rescue service delivery (not including emergency medical transport services), Figure 6.1 outlines a fiscal summary comparison to the two Charter Municipalities.



A MODEL REGIONAL FIRE DEPARTMENT

FUNDING FORMULA (continued)

Figure 6.1
SUMMARY OF CURRENT SERVICE DELIVERY COSTS
Current Fire Departments
FY2006

COMPARISON	STGFD	STDFRS
Total Expenses	\$1,548,592	\$1,822,198
Percentage of Total*	46	54
Per Capita Cost	129	77

Source: Springettsbury and Spring Garden Townships.

Note: * "Total" refers to the total combined costs of the two Township FDs.

The current operating costs of the two initial Charter Municipalities are fairly similar for FY2006, with Spring Garden paying essentially four percent less than half and Springettsbury paying four percent more than half of the combined total of the two, if the two were combined. Retaining this simple percentage of cost sharing of operating the RFRD does not seem to be appropriate for the future, particularly as changes in the composition and service delivery approach may be made as time goes on and other municipalities are added to the Fire Department. The formula for cost sharing would need to be an integral component of the joint agreement to form the RFRD.

A number of alternative formula approaches that were discussed with the Study Team include the following:

1. Assessed property valuation;
2. True property value;
3. Resource (personnel, apparatus, and station) location;
4. Incident call load totals, or broken down by fire, rescue, and EMS;
5. Equal payment;



A MODEL REGIONAL FIRE DEPARTMENT

FUNDING FORMULA (continued)

6. Square mileage of municipality/service area;
7. Population of municipality/service area;
8. Participation of volunteer members in operations;
9. Negotiated cost sharing percentage;
10. Road miles in municipal service area; and/or,
11. Combination of two or more of the above categories.

If the combination approach to cost allocation were utilized by the Charter Municipalities, the categories could be weighted based on the priority of the cost allocation category (requiring agreement between the initial Charter Municipalities).

Volunteer Staffing Contribution to Operations

A unique potential component for consideration for a cost allocation formula is the extent to which volunteer fire and rescue personnel contribute to fire and rescue operations. Through the years, the result of such volunteer contribution of time and effort has been a reduction in the cost of fire and rescue services to the taxpayers. Likewise, it would seem that with the formation of a Regional Fire Rescue Department, a participating community's contribution to the delivery of such services through the participation of volunteer members of the community could be recognized through this approach. Further, it could be a form of encouragement for volunteerism, recruitment and a retention tool.

If the Charter Municipalities choose to implement this volunteer participation component to the cost allocation formula, criteria for the measurement of comparative participation would need to be developed, i.e., number of calls, hours of participation on calls, hours involved in training, etc. Likewise, appropriate criteria would need to be developed relating to training and qualifications of volunteer staff to participate.



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FUNDING FORMULA (continued)

Determination of Funding Approach

Detailed consideration to the question of which funding formula approach would be most appropriate, fair and equitable, has been given by the Study Team. The options outlined above are for discussion purposes, since the participating municipalities would make the final decision. However, it would appear that a combination funding formula approach could be most applicable. Fire service delivery generally involves property and buildings, whether they are transportation, residential, commercial or industrial in nature. EMS first responder services are provided to the population, fire and rescue calls are an indicator of overall delivery of services, and technical rescue services are provided in incidents involving buildings and roadways, including vehicular accidents.

Notwithstanding the approach selected by the initial Charter Municipalities, a transition period of several years—possibly three to five—may be appropriate to provide a period of fiscal stability leading to the final implementation of the RFRD funding formula, particularly until a change in the number and location of staffed fire stations takes place and additional municipalities choose to join in the regional fire service delivery approach.

STAFFING STRUCTURE OF THE RFRD

This Section addresses staffing of the Regional Fire Rescue Department, including rank structure, functions by rank level, geographic battalion alignment, apparatus staffing, staff/administrative position staffing and pension implications of regionalization. This Section provides information regarding the transition of current individual fire department staffing to a new Regional Fire and Rescue Department. Further, general information is provided relating to the justification for varying levels of apparatus staffing.



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STAFFING STRUCTURE OF THE RFRD (continued)

Current Staffing Structure

The rank structure currently utilized in the Charter Municipality fire departments varies. The variances are based on a number of factors, including tradition, operational needs and fiscal considerations. Figure 6.2 summarizes the operational rank utilization of the current Township fire departments.

Figure 6.2
ORGANIZATIONAL RANK STRUCTURE
Current Charter Fire Departments

RANK	STDFRS	SGTFD
Chief/Manager	Yes	Yes
Captain	Yes	No
Lieutenant	No	Yes
Firefighter	Yes	Yes

The creation of a new organization and the determination of its rank structure provides certain opportunities for planning an effective supervisory structure with a built-in career development program.

Civilian Administrative Staffing

The current assignment of staffing of the participating York area fire departments does not include any civilian personnel or the administrative and management function. This is likely due to a number of primary reasons, including:

1. Staff/administrative functions performed by staff in other municipal departments/agencies, e.g. finance, purchasing, etc.;



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STAFFING STRUCTURE OF THE RFRD (continued)

2. Fiscal considerations; and,
3. Size of the fire department that may have made staff justification difficult.

A section of Chapter Seven (Implementation) suggests an appropriate level of civilian administrative/support staff for the RFRD.

Future RFRD Staffing Structure

The following subsections discuss certain ranks and their relationship within the RFRD. These ranks are suggested for the long term. It is envisioned that the Commission would fill positions at these ranks as the Department develops and grows in the future to meet service demands, and other charter and participating municipalities choose to have their fire and rescue departments become part of the RFRD.

A suggested staffing structure for the Regional Fire Rescue Department is outlined in Figure 6.3.

A section of the Implementation Chapter includes the suggested ranks and positions to be included in the initial Regional Fire Rescue Department formed by Spring Garden and Springettsbury Townships.

Fire Chief

The RFRD would be directed by the Fire Chief, who would report to the Regional Fire Rescue Commission. The Fire Chief would be responsible for all aspects of the day-to-day administration and operations of the Fire Department.



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STAFFING STRUCTURE OF THE RFRD (continued)

The Fire Chief directs and controls the overall performance of the RFRD and is directly accountable for performance to the Regional Fire Rescue Commission. This position provides overall command, administration and direction to the Department.

Work of the Fire Chief includes administration, control, direction, budgeting, inspection, planning, organization, public relations and supervision of the entire fire rescue operation that includes operational and support functions. Work requires participation in community events, membership in state and local services and professional organizations, and participation in meetings with citizen groups. Further, work entails setting Department policy, discipline, procedures and future planning and other duties as assigned by the Commission.

All authority not granted or specifically delegated by the Commission to the Fire Chief, but necessary to the Department's effective operation are deemed vested in the Fire Chief. The Fire Chief is responsible to the Regional Fire Rescue Commission and communicates through its chairperson.

The individual selected by the RFRC to serve as Fire Chief should have extensive fire, rescue, and emergency medical operations command and administrative experience, and have a background that includes the following:

- Experience at the fire chief level in a medium to large fire department;
- Bachelor's or higher degree in administration or fire science;
- Managing and directing functions in a combination paid-volunteer fire department;
- Managing and directing functions of a fire department of a regional nature, preferably having been involved in regionalization; and,
- Executive Fire Officer program graduate and/Chief Fire Officer Designation preferred.



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STAFFING STRUCTURE OF THE RFRD (continued)

The selected individual should have a vision for the future of the RFRD and be viewed by other fire professionals as a progressive fire and rescue leader.

Deputy Fire Chief

The Regional Fire Rescue Department would need to include a deputy chief at an appropriate time in the future as determined by the RFRC. The deputy chief would be second in command of the RFRD, fill in for the Fire Chief, as necessary, and manage major program areas, such as fire prevention and operations. The deputy chief would supervise assistant chiefs and battalion chiefs, as well as respond to emergency calls, as appropriate, to assume command as necessary.

The selected deputy fire chief should have extensive administrative and command experience with a fire department that includes both paid and volunteer personnel. This position will be particularly important to the Fire Department and the Commission as the Regional Fire Department is implemented and expanded.

Assistant Fire Chief

Assistant chiefs would serve at the third level of command in the Fire Department and, as such, assume the duties of the deputy chief in that officer's absence, as needed. Assistant chiefs would respond on emergency calls, as appropriate, and assume command as needed. Individuals at this rank would be assigned responsibility for one or more major program areas, such as training, safety, pre-fire planning, and volunteer recruitment and retention.

Battalion Fire Chief

A battalion chief would be assigned to command each of the shifts of the RFRD battalions. Battalion chiefs would also be assigned responsibility for other program areas such as



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STAFFING STRUCTURE OF THE RFRD (continued)

training. Battalion chiefs would be assigned shift command and administration responsibilities, including personnel supervisory responsibilities, and could be assigned program area responsibility and collateral duty assignments.

Upon initial merger, there would need to be one battalion chief on each of the three shift platoons. Once additional fire departments merge into the RFRD, additional geographic battalions would be established based on the number of fire stations, apparatus and staff. Typically, a battalion is established for each four to six companies (engines and trucks), depending on the nature of the geographic area covered.

Captain and Lieutenant

The mutual roles and responsibilities of personnel serving in the ranks of captain and lieutenant in the Regional Fire Rescue Department should be clearly defined. Both captains and lieutenants would have company/unit (engine or truck) officer responsibilities.

The mutual roles and responsibilities would differ in terms of administrative responsibilities assigned. One captain would be assigned as station commander for each fire station. These captains (one for each fire station) would be responsible for the fire station facility in addition to company command responsibilities. The facility responsibilities could include:

- Repair or maintenance of major and minor facility problems;
- Repair or maintenance of major and minor apparatus problems;
- Repair or maintenance of major and minor problems involving small tools and equipment;
- Oversight of station supply inventory;
- Oversight of other fire station related administrative matters; and,
- Coordination with applicable volunteer officials relating to the fire station.



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STAFFING STRUCTURE OF THE RFRD (continued)

For these areas of responsibility, the captain would be responsible for receiving input from the lieutenants and firefighters assigned to that fire station, and either resolving the problem directly or ensuring that responsible Fire Department superiors are made aware of the problem/s for appropriate resolution. This breakdown in the captain and lieutenant duties and responsibilities is similar to the approach taken in many fire departments in the United States.

Captains could also be assigned to other staff duties and responsibilities, such as training, fire prevention or administration functions. Further, captains could be assigned to fill in during the absence of the battalion chief.

Firefighters

Firefighters would perform hands-on fire, rescue, and EMS first responder functions, including driving and operating fire and EMS apparatus. Firefighters may serve as supervisor, unit officer and command officer, as directed and/or in the absence of a senior officer.

Volunteer Operations Staffing

A goal of this merger plan and the related vision of this model RFRD is to provide the opportunity for appropriate volunteer involvement and participation, and to attempt to preserve and enhance the volunteer service to the York area. In that regard, this model RFRD plan suggests the following operational positions be included for appropriately qualified volunteer staff.

Captain - The qualified senior operational position of each volunteer fire company choosing to participate in the RFRD. Operationally, on incidents, the volunteer captain would be equivalent to a company commander of a unit. A captain would also head the fire/police unit within the RFRD.



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STAFFING STRUCTURE OF THE RFRD (continued)

Lieutenant - A qualified unit officer involved with incident operations and training and other related volunteer fire company operations support activities.

Firefighter - A volunteer member of a volunteer fire company who is qualified to serve in the role of hands-on fire and rescue service provider.

In summary, members of participating volunteer fire companies would need to meet certain position-related qualifications and be certified/approved and appointed by the RFRD Fire Chief to participate in operations activities of the RFRD in the positions outlined. It is suggested that volunteer officers should be subordinate to paid lieutenants in the overall command structure of the chain of command of the RFRD. If volunteer qualifications and participation increase substantially in the future, the Fire Chief could revise this chain of command structure as deemed appropriate.

A later section of this Chapter outlines in further detail the vision for volunteer involvement in the RFRD.

Civilian Administrative/Support Staff

For the transition and the future of the RFRD, a number of civilian administrative/support staff positions may be justified in order to support the Regional Fire Rescue Commission, Fire Chief and the Fire Department. The key functions that will need to be performed by civilian staff in the new RFRD include:

- Finance and budgeting;
- Purchasing;
- Administrative and secretarial;
- Planning;



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STAFFING STRUCTURE OF THE RFRD (continued)

- Computer and technology;
- Grant development and administration; and,
- Apparatus repair.

Initially, upon transition, these functions would likely be performed by participating Township staff, multi-function positions and part-time staff. As the RFRD develops and expands with the addition of municipalities or contracts for fire and rescue service provision, the justification will develop for more substantial civilian staffing, as determined by the Fire Chief and the RFRD Commission.

STAFFING OF PRIMARY APPARATUS

This Section discusses apparatus staffing as it relates to the staffing levels of apparatus of the Regional Fire Rescue Department.

Apparatus Staffing Generally

The Study Team has developed an overview of fire service staffing, based on practical experience and fire/rescue consultant assistance in the U.S. The major cost of a career fire department is salaries and wages for the personnel. For that reason, staffing levels become a crucial budget, as well as a service level, issue in municipalities and their fire departments.

Depending on which of the various fire service studies is utilized, staffing has been justified by experts from three individuals per piece of apparatus to as many as six. The variables in this decision process involve:

- A. The demographics of the community;
- B. The numbers of fires to which the units respond;



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STAFFING OF PRIMARY APPARATUS (continued)

- C. The location of the fire stations and their distance of travel for back-up;
- D. The type and age of buildings in the community, as well as the type of manufacturing which exists within the community;
- E. The nature of the fire protection and related risks in the service area; and,
- F. Fiscal considerations.

From the perspective of operations, the Study Team believes the minimum staffing of any fire unit should be three.

For water flows of 150 gallons per minute or less, it takes two individuals just to maneuver the hose line, as well as to have an operator at the pumper. For water flows higher than this amount, at least three firefighters are needed just to hold the hose line in place and to maneuver it into the correct position.

Raising ladders for rescue requires two to three firefighters, depending upon the length of the ladder. Ground ladders longer than 35 feet, such as those carried on an aerial truck, require as many as four firefighters to raise in place. If a rescue is to be made, these ground ladders must be removed from their storage, carried to the correct location and raised in place. Without sufficient personnel, this activity can be delayed, resulting in the potential for injury or death to civilians.

The key objective is maintaining sufficient personnel on each piece of apparatus to use it effectively and safely.



A MODEL REGIONAL FIRE DEPARTMENT

STAFFING OF PRIMARY APPARATUS (continued)

Firefighter Utilization

It could be assumed that if there are three personnel on an engine or truck, all three of those personnel are available for interior fire attack when they arrive on the scene of a working fire. That perception is not accurate since, most often, the unit driver must remain with the unit to operate the pump and the aerial ladder or set up equipment to support firefighting operations.

In a real situation, using engine operations as an example, the following are the functions initially performed by a crew of three:

Driver

- Sets and operates the pump;
- Develops water supply;
- Provides equipment to part of building;
- Relays radio communications; and,
- Guides apparatus placement for incoming units.

Officer

- Provides initial incident command;
- Assesses the incident;
- Performs circle check of building;
- Directs crew of one in interior attack;
- Is part of two person interior fire attack crew;
- Handles radio communications for crew; and,
- Provides interior command as necessary.



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STAFFING OF PRIMARY APPARATUS (continued)

Third Person

- Lays out supply line;
- Pulls and advances hand lines; and,
- Begins interior fire attack with officer as crew of two.

This example presumes there are no immediate incident complexities, such as medical or rescue emergencies. A similar example could be outlined for the staffing of a ladder truck.

The purpose of this discussion is to point out the justification of staffing engines and ladder trucks with three personnel as the absolute minimum. Personnel on units staffed by one or two personnel cannot function as independent crews on the scene of emergencies. Personnel responding on units staffed by one or two personnel must join up with other personnel from other units, after arriving on the scene, to develop crews for fire attack. The location of additional/available units and the staffing of those units should also be a consideration in staffing apparatus.

The approach to unit staffing of one or two firefighters can seriously hinder and delay successful fire attack operations, in addition to creating significant safety risks for firefighters, property owners and liability exposure. A study conducted by the Johns Hopkins University concluded that there were 38 percent more injuries per 100 alarms on companies (engines and trucks) where fewer than four firefighters are involved as the “attack crew”—not the staffing on each piece of apparatus.

Optimum Apparatus Staffing

The following industry-related apparatus staffing information is provided for the readers’ information and future consideration by the RFRD and the participating municipalities.



A MODEL REGIONAL FIRE DEPARTMENT

STAFFING OF PRIMARY APPARATUS (continued)

NFPA 1710 and 1720 are an industry standard that serve as a benchmark for fire department organization and deployment of services provided by fire personnel. They are the standard for paid-staffed (1710) and combination paid/volunteer and all volunteer-staffed (1720) fire departments that describe the requirements for delivery of services, response capabilities, incident management, and strategy, including apparatus staffing and response time.

NFPA 1710 and 1720 address fire, EMS, special, wildland, airport, and marine operations. These various operational areas are addressed with benchmark requirements based on a fire involving a 2,000 square foot detached single-family occupancy. Fire departments are expected, under the approach taken by 1710 and 1720, to deploy additional resources according to occupancies and hazards in their jurisdictions.

These NFPA standards, which include provisions relating to apparatus staffing, have been adopted and implemented, in whole or in part, in a number of cities, counties and towns. They have also been utilized in many fire departments as a guide for goal planning documents and policies and procedures, due largely to economic impact considerations.

Staffing of fire apparatus is a key component of NFPA 1710/1720. In developing the staffing component of the standard, the NFPA Technical Committee reviewed numerous studies, evaluations, and stakeholder reports containing empirical data on departmental response and mitigation of fire. These studies clearly documented that for safe, effective, and efficient fire suppression, each responding company needs a minimum number of firefighters and officers.

NFPA 1710/1720 specify the following minimum staffing levels by type of company and function that may be relevant to the RFRD, in the future:

1. Engine Companies - Fire companies whose primary functions are to pump and deliver water and perform firefighting at fires, including search and rescue, are known as engine companies staffed with a minimum of four personnel.



A MODEL REGIONAL FIRE DEPARTMENT

STAFFING OF PRIMARY APPARATUS (continued)

2. Ladder Truck Companies - Fire companies whose primary functions are to perform the variety of services associated with truck work, such as rescue, forcible entry, ventilation, search and aerial operations for water delivery, utility control, illumination, overhaul and salvage work are known as ladder or truck companies. Ladder truck companies are to be staffed with a minimum of four personnel.
3. Other Companies (heavy technical rescue squads, etc.) - Other types of companies equipped with specialized apparatus and equipment should be provided to assist engine and ladder companies (and provide other services, e.g. heavy rescue) deemed necessary as part of standard practice. These units should be staffed with a minimum number of on-duty personnel required by the tactical hazards, high incident frequencies, geographic restrictions, or other pertinent factors.
4. Quint Apparatus Companies - Fire companies that deploy with quint apparatus, designed to operate either as an engine company or a ladder company shall be staffed with a minimum of four on-duty personnel. If the company is expected to perform multiple roles simultaneously, additional staffing, above the level of four, should be provided to ensure that those operations can be performed safely, effectively and efficiently.

Based on these standards and guidelines, the apparent current and future projected nature of the York area fire and emergency medical risks, tactical hazards, hazard of occupancies, incident frequencies and geographic restrictions, the Study Team suggests the following as a possible eventual optimum fire and EMS per unit apparatus staffing level for the RFRD.

1. 4 - Engines;
2. 4 - Ladder trucks;



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STAFFING OF PRIMARY APPARATUS (continued)

3. 5 - Quints operating as both engine and ladder;
4. 4 - Heavy rescue squad providing technical rescue services; and,
5. 1 - Shift command units.

All other fire and EMS apparatus (i.e., brush, light, air units and boats) would be staffed on a cross-staffed basis by personnel assigned to primary units.

RFRD Apparatus Staffing

For these reasons, the Regional Fire Rescue Department should make every effort to eventually deploy no fewer than a total of three firefighters and officers on engines and ladders to ensure proper unit staffing when fiscally attainable and the Regional Fire Rescue Commission and the Charter Municipalities are in a position to deliver that level of service. To maintain this level of apparatus staffing would require the assignment of a company officer (captain or lieutenant) and three firefighter positions to each engine, truck and heavy rescue company.

For the future, it is suggested that RFRD apparatus staffing levels be carefully monitored with optional firefighter and officer absences (vacation leave, etc.) being controlled to maintain minimum staffing levels and ensure that an excessive number of personnel are not authorized leave at the same time. This staffing data is invaluable in assessing the level of service.

The Implementation Chapter outlines suggested approaches to the staffing of primary RFRD fire and rescue vehicular apparatus considering current staffing and suggested fire station and apparatus allocation.



A MODEL REGIONAL FIRE DEPARTMENT

VOLUNTEER ORGANIZATION AND STAFFING

Both of the Charter Municipality fire departments include volunteer fire and rescue staffing and, as such, are considered “combination” fire departments: fire departments staffed with paid and volunteer personnel. The following sections describe how volunteer staff could remain an integral part of fire and rescue service delivery as the Regional Fire Rescue Department is implemented.

Through the years, the Townships have been provided fire and rescue services by volunteer members of the following volunteer fire companies:

- A. Grantley Fire Company, in Spring Garden Township since 1926 *;
- B. Victory Fire Company, in Spring Garden Township since 1921;
- C. Commonwealth Fire Company, Springettsbury Township since 1924 **; and,
- D. Springetts Fire Company, located in Springettsbury Township since 1926 **.

Notes: * The Grantley Fire Company provides the EMS transport services for Spring Garden Township.

**The Commonwealth and Springetts Fire Companies were consolidated by the Springettsbury Township in 2001 and are now the Springettsbury Fire Company.

Each of these fire companies was incorporated under the laws of the Commonwealth of Pennsylvania, operate under a set of fire company bylaws and other rules and guidelines, and elect and/or appoint a set of administrative and operational officers pursuant to their bylaws. Each of the three volunteer fire companies (Grantley, Victory, and Springettsbury) receives funds from their respective Township, and, operationally, are under the command of the head of each of the Township fire departments.

The Study Team understands that for many years the volunteer fire companies in Spring Garden and Springettsbury provided the fire and rescue services to both Townships with an all volunteer membership: a very respectable and impressive long history. The volunteer fire



A MODEL REGIONAL FIRE DEPARTMENT

VOLUNTEER ORGANIZATION AND STAFFING (continued)

companies in Spring Garden and Springettsbury should be commended and Township residents and business owners have had a right to be proud of this long history of service by their volunteer fire service providers.

In recent years, the level of volunteer participation in the delivery of actual fire and rescue services has decreased substantially to the point that, in August 2006, the level of participation in operational service delivery is considered minimal, at best. This trend of reduced availability of volunteers is not just a York area problem, it is a problem in Pennsylvania and nationally.

Reportedly, the Grantley Fire Company provides very effective and respectable EMS transport services from their fire station in Spring Garden. Grantley EMS staffing includes paid staff, who have a union contract with Grantley, and volunteer EMS members, who provide EMS transport services.

The Study Team understands that the fire/police in both Townships provide effective services. The fire/police operate under the auspices of the two Township police departments. Apparently, additional fire police members are needed and the current fire/police officials expressed interest in continuing in an appropriate role with the Regional Fire Rescue Department. According to officials, there are six to seven fire/police in Spring Garden who are considered to be “fairly active” and a “dedicated” group. Apparently, in Springettsbury there are four fire/police members who respond often and five who respond to special events “when they are paid.”

The volunteer call response data provided to the Study Team indicates that there is a very limited number of volunteer members actually responding on emergency calls in a fire and rescue service delivery capacity. In Spring Garden, the response data indicates that there are only three volunteer members who have responded to more than 30 emergency fire rescue calls during the first half of 2006; the most active member responded to 42 calls. Reportedly,



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VOLUNTEER ORGANIZATION AND STAFFING (continued)

regarding members of the Springettsbury Fire Company, there are no volunteers who respond often and only three volunteer members who respond to calls “now and then.”

In discussions with officials of the Charter Municipalities, the Study Team was advised that with the implementation of the RFRD the Townships would like to reverse the substantial reduction in volunteer involvement in actual fire and rescue service provision. They would like to see the involvement of the volunteers regenerated with the merger of the Township fire departments. The stated goal is the “preservation and enhancement of the volunteer fire service.”

The following sections outline the approach envisioned by the Study Team for a substantive role for the volunteer fire company organizations. Moreover, an approach to regenerating the level of involvement of qualified volunteers in the delivery of fire and rescue services as a part of the Regional Fire Rescue Department is suggested.

Volunteer Fire Companies

In past years, the volunteer fire companies have been the focus of the delivery of fire and rescue services in the Townships. The volunteer organizations were responsible for performing all administrative and operational functions, including the provision of facilities, apparatus, volunteer staffing, training, fund raising, and the actual delivery of the emergency fire and rescue services. In more recent years, as the volunteer staff diminished—particularly for the delivery of services, the Townships and their paid fire department staff have been required to increase their role in the administration and delivery of services.

To continue the provision of fire and rescue services in the face of declining volunteer participation, the Townships have been required to hire paid staff and increasingly rely on the paid staff for most of the administration, all incident command, and most of the actual fire and rescue service delivery. There appears to have remained the hope and expectation,



A MODEL REGIONAL FIRE DEPARTMENT

VOLUNTEER ORGANIZATION AND STAFFING (continued)

on the part of Township officials and taxpayers, that the volunteer operations involvement could be regenerated, as evidenced by the limited paid staffing currently provided for apparatus staffing; most engines and trucks in the Townships are staffed 24/7 with one or two firefighters and officers on duty.

In August 2006, the fire and rescue services in the two Charter Municipalities are largely a paid operation, with limited qualified firefighter staffing responding (as outlined previously in this section). With the exception of the EMS transport service in Spring Garden and fire/police in both Townships, the majority of the volunteer activity seems to be focused on fund raising to sustain the organizations and personnel.

While the fire companies apparently purchased much of the fire and rescue vehicular apparatus in the past, there does not seem to be an expectation that this practice will continue to occur in the future. The four fire stations are owned by the volunteer fire companies, with the Townships paying the volunteer fire companies for the use of their facilities by the paid staff and the delivery of services from those facilities. For the future, there does not seem to be the expectation that the volunteer fire companies will provide any additional fire station facilities. Any future facilities would need to be built by the Township or the RFRD with the merger.

Finally, the Study Team noted a concern on the part of the volunteer leadership that they would be “put out of business” by the Townships through the merger process and the implementation of the Regional Fire Rescue Department. A major concern on the part of the volunteers about a merger seems to be that volunteer firefighters would eventually be eliminated.

In the opinion of the Study Team, it is the intent of the Townships that the implementation of the RFRD will serve as a catalyst to encourage and facilitate the regeneration of substantial volunteer participation in the delivery of fire and rescue services in the Charter



A MODEL REGIONAL FIRE DEPARTMENT

VOLUNTEER ORGANIZATION AND STAFFING (continued)

Municipalities. Therefore, if the volunteer fire companies are eventually eliminated, it would be the result of a decision on the part of one or more of the three fire companies not to participate fully and become part of the Regional Fire Rescue Department.

In order for the Spring Garden and Springettsbury fire companies to continue to be involved in the provision of emergency fire and rescue services in the Charter Municipalities, each of the three fire companies is strongly encouraged to choose to become partners and an integral part of the implementation of the RFRD. With that decision, the following is envisioned relating to the continued involvement of the fire company organizations in the provision of fire and rescue service:

- A. Officially choosing to become part of the Regional Fire and Rescue Department;
- B. Encouraging members to support and participate fully in the implementation of the RFRD;
- C. Signing an agreement with the RFRD to become part of the RFRD and comply with its rules, regulations and standard operating procedures (SOPs) and be under the operational command of the Fire Chief and the RFRD chain of command, which could include volunteers;
- D. RFRD continuing to operate from appropriate volunteer-owned fire station facilities, compensating the volunteer company for facility use;
- E. Agreeing to support the RFRD and volunteer safety and other needs through the Relief Association, in compliance with Act 84;
- F. Continuing to conduct appropriate fundraising activities, focusing funds toward operations to the extent possible;
- G. Aggressively pursuing volunteer recruitment and retention efforts in teamwork with appropriate RFRD staff and strongly encouraging volunteer members to become fully qualified to participate in the provision of fire and rescue services;



A MODEL REGIONAL FIRE DEPARTMENT

VOLUNTEER ORGANIZATION AND STAFFING (continued)

- H. Making appropriate revisions to fire company bylaws and rules, regulations and SOPs to implement changes consistent with the implementation of the RFRD, including changes in entry requirements, operational rank titles, position requirements and training and certification requirements; and,
- I. Taking other appropriate actions and making further changes consistent with and supportive of the successful implementation of the RFRD.

Operational Volunteer Members in the RFRD

It is envisioned that the model Regional Fire Rescue Department will include a fully-qualified, active and involved volunteer component that will be the means by which the RFRD will be a state-of-the-art combination fire and rescue service delivery agency. As such, the volunteer staff will be recognized as full partners with the paid staff in the delivery of services, working side-by-side on an incident-by-incident basis in the delivery of quality fire and rescue services. To this end, the following is suggested regarding the volunteer staff:

- A. Individuals wishing to become an operational volunteer with the RFRD would first need to join and be a member in good standing of one of the Charter Municipality volunteer fire companies;
- B. Individuals would be required to meet appropriate physical requirements to participate in RFRD operations;
- C. Volunteers would serve in the RFRD at the pleasure of the Fire Chief, in accordance with applicable policies, procedures and SOPs;
- D. Volunteers could serve in at least two operational areas: fire and rescue and fire/police;
- E. Volunteers could serve in three operational ranks: captain, lieutenant and firefighter;
- F. Volunteers would have to meet certain position-specific physical, training, certification and experience requirements, as determined by the Fire Chief;



A MODEL REGIONAL FIRE DEPARTMENT

VOLUNTEER ORGANIZATION AND STAFFING (continued)

- G. Volunteers in each rank would participate as part of the RFRD chain of command;
- H. Volunteers would participate in an appropriate in-station standby program to focus on the staffing of fire and rescue units;
- I. Volunteers would participate in the required in-service training program provided by the RFRD;
- J. Volunteers would participate in the volunteer career development program intended to provide a developmental track for learning and improvement; and,
- K. Volunteers would participate in a mentor program to encourage an expanding volunteer operations experience.

Through these and other volunteer-related requirements and programs, it is envisioned that volunteer members will return to being fully-functional service delivery team members with the paid staff. Volunteer members would be afforded the opportunity to have enhanced operations involvement and experience in different positions and activities, including unit driver and operator, given that appropriate training, certification and experience requirements are met.

Given implementation of this volunteer component of the RFRD with properly qualified volunteer staff, it is possible that volunteers would once again fight fires, serve as unit staffing, drive apparatus, operate pumps and ladders, and command fire and rescue units. The time may come that a fire unit could be fully staffed by qualified volunteer personnel with the Regional Fire Rescue Department. The current volunteer members of the fire companies have an important choice to make. The Study Team encourages the volunteer members to choose full participation in the RFRD.



A MODEL REGIONAL FIRE DEPARTMENT

VOLUNTEER ORGANIZATION AND STAFFING (continued)

Firefighters' Relief Association

Firefighter relief associations have been established by statute in a number of states across the nation. Typically, volunteer firefighters' relief associations are created to provide ancillary benefits to volunteer firemen that are similar in benefits often paid by municipal fire departments. Such benefits may include disability and accident insurance, life insurance and pensions. In addition, these organizations often purchase safety-related fire equipment and supplies for the fire department.

In Pennsylvania, firefighters' relief associations are governed by the Volunteer Firemen's Relief Association Act, commonly referred to as Act 84. The Act establishes criteria and standards to ensure that funds are available for the protection of volunteer firefighters and their families. The Municipal Pension Plan Funding Standard and Recovery Act, No. 205, P.L. 1005 (Act 205), provides for a tax on foreign fire insurance premiums to fund the activities of relief associations in Pennsylvania.

A volunteer firemen's relief association is defined as an organization formed primarily for the purpose of affording financial protection to volunteer firemen against the consequences of misfortune suffered as a result of their participation in the fire service. The purpose of the statute is to encourage individuals to take part in the fire service as volunteer firemen. Funds are made available for the following purposes:

- To provide financial assistance to volunteer firemen who may suffer injury or misfortune by reason of their participation in the fire service;
- To provide financial assistance to the widow, children or other dependents of volunteer firemen that die as a result of their participation in the fire service;
- To provide, either by insurance or by the operation of a beneficial fund, for the payment of a sum certain to the designated beneficiaries of a participating member in such fund, following the death of such member for any cause, and



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VOLUNTEER ORGANIZATION AND STAFFING (continued)

- to establish criteria which members must meet in order to qualify as participants in such death benefit fund;
- To provide safeguards for preserving life, health and safety of volunteer firemen;
- To provide financial assistance to volunteer firemen who, after having actively participated in the fire service for a specified minimum term, are no longer physically able to continue such participation and are in need of financial assistance;
- To provide funds to aid the rehabilitation of volunteer firemen who have suffered an impairment of their physical capacity to continue to perform their normal occupations; and,
- In any event, to provide sufficient funds to ensure the efficient and economical handling of the business of the association in accomplishing its objectives.

Each relief association is under a fiduciary duty to the state, taxpayers and firefighter/beneficiaries to comply with the statutory scheme. Each relief association receives the bulk of its support through municipal and state funding. Relief associations are also audited yearly by the state auditor or by local independent auditors under procedures and requirements established by the state auditor. Copies of all audits are furnished to the governor. If a volunteer firemen's relief association has used funds for any purpose other than those authorized by Act 84, the state may decline to approve any further payments and request reimbursement of an amount equal to that improperly spent by the association.

The complex statutory scheme governing the creation and operation of firefighter relief organizations in Pennsylvania demonstrates the State's acknowledgment of its responsibility to provide the specified relief benefits. By providing the funding for such benefits, the state achieves its goal of encouraging individuals to become volunteer firemen, thus ensuring a quality fire service without the direct investment of operating municipal fire departments. By



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administering the relief funds, relief associations relieve the burden of government by fulfilling the state's obligation to provide such benefits.

The Study Team was advised that there are currently two volunteer firefighters's relief associations functioning in the two Charter Municipalities:

- Spring Garden Township Volunteer Firefighter's Relief Association; and,
- Springettsbury Township Volunteer Firefighter's Relief Association.

At this time, the foreign fire insurance state aid is distributed to each municipality served by volunteer firefighters. Those funds are then reportedly distributed to the two Relief Associations for use in accordance with applicable Commonwealth law, namely Act 84.

Merger Implications and Questions

There are a number of questions relating to the potential merger of the two Township's fire and rescue services, including:

- How would the funds flow from the state to the relief associations in the event of a merger?
- Would the amount of funds received by the municipalities be affected in the event of a merger?
- Would the amount of funds received by the municipalities be affected in the event of the merger of the two current relief associations?
- How would the transfer of equipment acquired through funding by the foreign fire tax funds be handled?

Although the Commonwealth was not asked for a formal opinion on these questions, a number of sources were questioned and it appears that the funds would continue to flow to



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VOLUNTEER ORGANIZATION AND STAFFING (continued)

the same municipalities regardless of the number of relief associations in existence. There is no legislation or other requirement governing the redistribution process other than the requirement that each municipality redistribute the foreign fire tax funds within 60 days of receipt. Of course, officials should seek a state opinion on this issue in the future.

Continuing to operate two relief associations would not reduce the amount of funds distributed or be beneficial, but would seem to require more effort to administer two organizations rather than one. Reportedly, when fire companies merge, usually the affiliated relief associations merge as well. A merged relief association could be named the York Regional Fire Rescue Department Volunteer Firefighter's Relief Association.

Apparently, regarding equipment transfer, in the event of a merger, the Management Guidelines for the Firefighter's Relief Associations, published by the State Department of Auditor General, contains the appropriate form to complete in order to accomplish the transfer of equipment from the Townships to a RFRD.

FIRE STATIONS AND FACILITIES

This Section reviews general concepts for fire station location planning and an overview of the Study Team's approach in developing fire station recommendations for the participating York area municipalities.

Fire Station Location Planning

The first decision in determining a fire station location for fire-related services is the maximum total response time that would be acceptable. One of the key factors is the time from ignition to flashover (simultaneous ignition of all combustibles), at which time the spread of the fire will increase dramatically. The Study Team's experience, supported by various studies, has shown that the time from ignition to flashover in a structural fire will



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FIRE STATIONS AND FACILITIES (Continued)

vary from six to nine minutes. In order to arrive on the scene within this time frame, the following time factors need to be taken into consideration:

1. Ignition to detection/to communication notification;
2. Communications notification to fire company dispatch;
3. Fire station dispatch until apparatus is en route;
4. Travel time to the scene; and,
5. Initiate rendering of service, e.g. placing hose lines in service.

A description of these five factors follows:

Ignition to Detection/to Communication Notification

There have been great strides made in reducing the ignition to detection phase of fires. Inexpensive smoke detectors, heat detectors, monitored alarm systems and sprinkler systems have been installed in residential, commercial and industrial buildings.

This time factor can be reduced if the automatic suppression and detection system simultaneously notify the occupants and the communications center. This time factor can be significantly controlled by changing the local codes to require detection devices in all residential, commercial and industrial buildings, with automatic notifications in those facilities with large life or property loss potential.

Communications Notification to Fire Station Dispatch

The internal dispatch center processing time of a call for assistance is dependent upon the call load, the level of expertise of the communications operators and the type of communications equipment. Processing time of less than 60 seconds is the ideal and should be the goal of fire and rescue dispatch centers.



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FIRE STATIONS AND FACILITIES (Continued)

Fire Company Dispatch Until Apparatus is En route (Turnout Time)

Once a notification is received in a fire station, personnel must stop their activity, note the location and nature of the call, board the apparatus, don any protective clothing, open the fire station bay doors, start the apparatus and exit the station. These factors are fairly stable and only small amounts of time can be saved by automating the door opening process with the station alert and placing information on the nature and location of the call on computer terminals in the vehicle.

Travel Time to the Scene

Travel time generally requires the most time. It is dependent upon:

1. Fire station location
2. Weather factors
3. Road conditions
4. Traffic conditions
5. Training of personnel

Response time may be lessened as a result of installation of traffic control preemption devices.

Initiate Rendering of Service, e.g., Placing Hose Lines in Service (Set-up Time)

Upon arrival on the scene, water supply must be established, self contained breathing apparatus donned, and attack hose lines stretched to the location of the fire. The effectiveness of the company's operation on the fire ground is dependent upon, among other things, the level of training and the physical condition of the personnel and the number of personnel arriving at the scene. Firefighting personnel then enter the structure, approach the fire, and



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FIRE STATIONS AND FACILITIES (Continued)

initiate fire suppression activities while at the same time performing search and rescue activities, as necessary. The amount of time required for set-up can vary significantly from one incident to another. For purposes of this analysis, a two-minute set-up time after arrival on the scene was the goal.

Data from Other Communities

The establishment of response time goals for a specific community depends upon the geography, demographics, and distribution of commercial, industrial and residential property.

The National Fire Protection Association (NFPA) has established criteria which state that a pumper should be located as follows:

- Within 2 miles of residential property
- Within 1-1/2 miles of commercial areas
- Within 1 mile of major industrial development which would require a flow of water of 5,000 gallons per minute or more

While these are very conservative estimates, the problem with using mileage alone is that weather and road conditions are not taken into account.

Another way of approaching this issue is to define five levels of risk and then assign a response time requirement to each risk, rather than use just straight mileage response. These risks can be defined as follows:

1. Highest - Refineries, large industry, hospitals, school dormitories, lumber yards, and propane storage facilities without built-in suppression or detection systems.
2. High - High rise hotels and residential, large shopping center, and industrial.



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FIRE STATIONS AND FACILITIES (Continued)

3. Medium - Commercial and industrial facilities with sprinkler systems, small shopping center, and high density low rise residential.
4. Low - Single family dwellings with a separation of at least 100 feet between buildings.
5. Minimum - Wide separation of single family dwellings and farm land.

In the International City Management Association's (ICMA) study on "Fire Station Location Analysis: A Comprehensive Approach," the following data on the response time requirements of some municipalities were provided in an article by Susan B. Benton and Neal B. Carpenter entitled, "A Computerized Approach to Fire Station Location." While these are large municipalities, the data can be useful indicators.

<u>City</u>	<u>Risk Category</u>				
	1	2	3	4	5
	Minutes				
San Antonio, TX	2.5	3.0	3.5	4.0	6.0
Salt Lake City, UT	2.5	3.0	3.5	4.0	6.0
Lynchburg, VA	3.0	4.0	5.0	6.0	7.0
Memphis, TN	2.3	2.7	3.3	4.3	5.8
Davenport, IA	3.0	3.5	4.0	4.5	5.0



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FIRE STATIONS AND FACILITIES (Continued)

ISO Criteria

The Fire Suppression Rating Schedule utilized by the ISO in its evaluation of the performance of municipal fire suppression capabilities includes fire station location analysis with objective mileage-based criteria. Item 560 in the Fire Suppression Grading Schedule, Edition 6-80, reads as follows:

“The built-upon area of the city should have a first-due engine company within 1.5 miles and a ladder-service company within 2.5 miles.”

The ISO considers the optimum physical location of engine companies and ladder companies essential to earning the maximum number of credits under the fire department item in the rating schedule. Obviously, engine companies and ladder companies are placed in fire stations. Therefore, it is the location of the fire station that becomes important to the evaluation process used by the ISO.

Fire Risks

The time from ignition until water is applied to a fire should be no longer than the six to nine minutes it takes for flashover to occur with a free-burning fire. Again, flashover is defined as essentially the instant burning of an explosive mixture of heated air, smoke and gases which flashes back through openings around the fire area, such as doors and windows. This does not consider a smoldering fire which can burn for hours before breaking out into the free burning stage.

Flashover is a critical stage of fire growth for two reasons. First, no living thing in the room of origin will survive, so the chances of saving lives drops dramatically. Second, flashover creates a quantum jump in the rate of combustion, and a significantly greater amount of water is needed to reduce the burning material below its ignition temperature.



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FIRE STATIONS AND FACILITIES (Continued)

A fire that has reached flashover means it is generally too late to save anyone in the room of origin, and substantially more staffing is required to handle the larger hose streams needed to extinguish the fire. A post-flashover fire burns hotter and moves faster, compounding the search and rescue problems in the remainder of the structure at the same time that more firefighters are needed for fire attack.

For these reasons, it is critical that fire suppression forces reach a fire structure and initiate effective suppression efforts prior to flashover.

Computerized Station Location Analysis

The Study Team utilized a computerized fire station location modeling program in assessing fire station locations. A travel time analysis that involved every street in the two participating Townships, the response area for the RFRD, was conducted. The response time projected involved the time from dispatch to first unit on the scene, including a conservative pre-determined one minute time period for that unit to prepare and leave the fire station. From this analysis, the average travel time, total miles of roadway, average travel speed and projected “first in” response areas for each current fire station were obtained.

Then, response paths from each fire station site to every street location were calculated. Finally, each fire station response area was projected and average apparatus turnout time, travel time, average travel speed, and total miles of streets in each fire station area were calculated. The Study Team modeled the current fire station locations of the participating Charter Municipalities and the fire stations in the York region that could be considered for full automatic mutual aid and possible regionalization in the future. The projections on fire station locations are discussed in the following sections.



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FIRE STATIONS AND FACILITIES (Continued)

RFRD Fire Stations

An assessment of projected response times, engine and ladder truck response areas and a comparison of current fire station/apparatus locations with ISO response area criteria for participating Township and York regional fire stations seem very good in consideration of the following goals:

- Arriving at the scene of a fire prior to flashover occurring (generally between six and nine minutes after ignition);
- Arriving at the scene of an EMS incident on an EMS first responder basis within four to six minutes; and,
- Meeting the NFPA 1710 response time standard of five minutes for the arrival of the first unit to fire and EMS incidents.

The fire stations, as presently located, appear to provide the basis for excellent response times to the various geographic sections being considered. The remainder of this section will provide a number of illustrations resulting from this analysis and discuss the coverage to these areas and related options available to the RFRD.

ISO-Related Analysis

The following figures illustrate the analysis conducted in relation to the ISO 1.5 mile engine response criteria and the 2.5 mile truck response area criteria. For these illustrations, response area circles are utilized for general visualization. It is understood that these circles are not a precise means of analysis, however, they are utilized to generally illustrate any significant over or under -covered geographic areas.

- Figure 6.4 illustrates the current engine company locations in the York region Study area in relation to the ISO 1.5 mile engine response distance.



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FIRE STATIONS AND FACILITIES (Continued)

When considering the location of fire stations in the two participating municipalities from an engine location perspective, it appears that there is slightly under-covered area in the northeast and southeast corners of Springettsbury; however, these areas are less developed. Further, there is over-coverage when considering Fire Stations 15 and 16, as well as Fire Station 13 in relation to York City and West York fire stations, which are included in this assessment due to the use of automatic mutual aid and possible inclusion in the Regional Fire Department.

- Figures 6.5 and 6.6, in relation to the ISO 2.5 mile response distance criteria, illustrate the location of the two ladder trucks in the participating municipalities and the location of the other ladder trucks in the York region area.

In considering the ISO criteria, there appears to be over-coverage involving the location of ladder trucks, particularly involving the location of the two ladder trucks operated by the participating fire departments.

In conducting fire station location analysis of this type, it is necessary for the Study Team to perform a “what if” review of various options in relation to over- and under-coverage areas to determine if there may be options for alternate fire station locations that might continue to provide appropriate response time coverage while, at the same time, affording options for more cost-effective service delivery. In that regard, the Study Team considered the implications of combining the fire and rescue service delivery functions into one, more centrally located fire station facility.

The Study Team also considered the option, from a truck coverage point of view, of the RFRD operating one ladder truck. It appeared that a truck need not be in-service at Fire



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FIRE STATIONS AND FACILITIES (Continued)

Station 15, given the location of other trucks in the immediate York area and the need to maintain truck coverage in Springettsbury

Based on these potential options, the Study Team conducted further analysis. The following graphics illustrate these options from the perspective of the ISO engine and ladder truck criteria.

- Figure 6.7 illustrates the engine company locations in the York region Study area in relation to the ISO 1.5 mile engine response distance with fire and rescue service delivery functions relocated to a more central location in the Tri Hill Area.

A review of the results of this assessment of fire station locations from an engine response area view point seems to indicate that more than adequate coverage would continue to be provided while affording opportunities for improved cost-effective service provision.

- Figure 6.8 illustrates ISO truck coverage in the RFRD area with the current ladder truck at Fire Station 15 taken out of day-to-day service.

This action involving in-service trucks seems to be appropriate in that more than adequate truck response coverage should continue to be provided, assuming continued automatic mutual aid.

Projected Fire Station (Engine) Response Areas

In assessing the options for RFRD fire station locations, the Study Team conducted further analysis with the computerized GIS fire station location modeling program. The following graphics illustrate the results.



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FIRE STATIONS AND FACILITIES (Continued)

- Figure 6.9 illustrates the projected response areas for engines responding from the fire stations in the York region area.

There are a number of observations that seem appropriate. First, Fire Station 13's current response area is restricted by the proximity of the facility to the York City municipal line. Secondly, Fire Station 15's current response area seems relatively small due to its proximity to I-83 and the York City line. Finally, there appear to be areas of Spring Garden where other fire station units seem to be closer, from a projected response time perspective, particularly York Fire Stations 1 and 5, and York Township Fire Station 19.

- Figure 6.10 illustrates the projected fire station response areas in Spring Garden from a centrally located fire station in the vicinity of the Tri Hill area. The reader should note that the green projected fire station response to the east of Springettsbury is Hellam Fire Station 1.

Based on the projected response areas with a merged centrally located fire station in the Tri Hill area, it appears that an engine at this location would adequately cover a majority of the RFRD Spring Garden response area.

Based on this review of fire station, engine and truck locations in the RFRD service area, the York area Regional Fire Rescue Department could provide equivalent or improved service more cost effectively with a total of as few as three fire stations.

RFRD Headquarters Facility

The Regional Fire Rescue Department will need a headquarters facility from which to direct the operations of this newly formed fire agency. Initially, the facility needs would include space for the Commission to meet with public in attendance, office space for the Fire Chief



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FIRE STATIONS AND FACILITIES (Continued)

and immediate command and support staff, and other functional space, such as conference room, office equipment and storage space. Preferably, this space should be contiguous space for efficiency of administration.

Initially, the RFRD Headquarters could conceivably be located in current Fire Station 16 (Springetts Fire Company/Market Street Fire Station). Given its central location to the initial RFRD area and the office space available, it could provide the best initial location for the headquarters, and the best location for the shift commander battalion chief. Due to ownership by the original Springetts Fire Company, this possible solution would need to be arranged in a cooperative effort between the Fire Company and the RFRD.

For the long term, the Study Team envisions a RFRD Headquarters that could, with the full build-out of the agency, include the following spaces:

1. Large conference/meeting room for Commission meetings;
2. Fire Chief's office;
3. Deputy fire chief's office;
4. Administrative assistant's office;
5. Budgeting office;
6. Other administrative offices;
7. Fire Prevention Bureau offices;
8. Training and group meeting room;
9. Break/kitchen area;
10. Office equipment and computer support space/s; and,
11. Storage area.

The extent to which the above types of offices and other space will be needed will be dependent upon the future growth of the RFRD. Since it is possible that in 15 to 20 years the RFRD could be comprised of 12 to 15 fire stations with three to four geographic battalions,



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FIRE STATIONS AND FACILITIES (Continued)

the eventual headquarters space requirements could be substantial. There will be a need for the Fire Chief and Commission to continually assess headquarters-related facility needs and plan accordingly in the future.

Subsequent to initial implementation of the RFRD and possible use of the Market Street fire station use as the headquarters, there would need to be a more permanent Fire Department headquarters planned and implemented. There appear to be three primary long-term options for a RFRD Headquarters. These options include:

- Renovation and expansion of the Springetts Fire Station 16;
- Relocation of Fire Station 16, possibly in the same general vicinity as the York Container Company, which could provide improved response time to the southeast Springettsbury area of the RFRD initial service area; or,
- The implementation of a RFRD headquarters in a separate building in the vicinity of Fire Station 16.

For any new RFRD fire stations to be implemented, the volunteer fire companies would be encouraged to participate in a team effort with the RFRD in their implementation in order to maintain a partner approach to the location of service delivery. For a possible Tri Hill area fire station, for example, the Grantley Fire Company could relocate all its operations, including EMS transport services. It would seem that EMS service delivery would be enhanced due to being at a more central location.

MUTUAL AID

This Section reviews fire department mutual aid conceptually and its use by the RFRD.

Mutual aid, as discussed in this Section, refers to the response of fire and rescue apparatus across jurisdictional or municipal boundaries. The effective use of mutual aid apparatus



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MUTUAL AID (continued)

response has become a successful means for the level of fire protection service in participating jurisdictions to be improved without increased financial commitments. During a time when many municipalities are continuing to deal with severe fiscal constraints, the implementation of mutual aid, particularly automatic mutual aid, has become an accepted national trend.

The NFPA Fire Protection Handbook states the following regarding the implementation of mutual aid:

“Every fire department today should have mutual-aid or automatic-aid contracts with adjoining departments. These reciprocal agreements provide communities with the ability to share their personnel and equipment to provide sufficient resources to handle major emergencies in a timely and cost-effective manner.”

The Concept

Mutual aid is the means by which one fire department or group of fire departments assists another either upon request on an incident by incident basis, or on an automatic basis from the point of initial dispatch. It is virtually impossible for any local government to staff and equip its fire services to handle every potential major incident. This is especially true for small municipalities. The cost would be prohibitive, and is entirely unrealistic, especially considering fiscal constraints facing local jurisdictions today. As a result, it is very common for fire departments to implement mutual aid agreements with the surrounding jurisdictions and, as a result, for personnel and equipment to be jointly dispatched on certain types of major incidents.

There are essentially two types of mutual aid response approaches. One type of mutual aid is referred to as “special request” mutual aid and involves a request being made either by the incident commander or the dispatch center. The second type of mutual aid is “automatic”



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MUTUAL AID (continued)

mutual aid that involves the automatic dispatch of the closest unit/s under established protocols for incidents and/or fill-in at a fire station.

Benefits of Automatic Mutual Aid

Improved fire protection service to the public can be attained in the following ways through the use of automatic mutual aid on incidents where mutual aid companies are closer:

- A. More timely arrival of apparatus on the scene of incidents;
- B. Improved firefighter safety as a result of the reduced time necessary for mutual aid units to arrive on the scene to provided needed assistance; and,
- C. Decreased response times.

Current Use of Mutual Aid

Currently, the Study Team understands that automatic mutual aid is used quite extensively; however, in some instances and locations, it is used on a selective basis. Reportedly, the dispatch policy is not that the closest appropriate type of unit will be dispatched. There are apparently many instances when closer units may be available, but not dispatched automatically.

To improve fire protection service in the future through reduced response times, the RFRD should consider taking steps to facilitate full automatic mutual aid response with the fire departments in neighboring jurisdictions and municipalities.

Ultimately the full benefit, in terms of reduced response times, cannot be attained unless "automatic" closest unit available mutual aid is implemented. Therefore, consideration should be given to implementing full "automatic" mutual aid with all adjacent fire departments on a region-wide basis.



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VEHICULAR APPARATUS

Since every reader may not be familiar with the differences in fire equipment, a brief review is provided. There are three basic types of fire apparatus:

1. Pumpers to deliver water from an internal tank, pressurized system, or static source (river or pond) to the fire scene;
2. Aerial devices such as long extension ladders or platforms; and,
3. Specialized rescue trucks for removing individuals from vehicles, underground entrapment, high locations, entanglement in machinery, and difficult transportation accidents.

In addition, each of these three functions can be combined into a single vehicle. As a result there can be a pumper and ladder truck on a single chassis, or a rescue squad and pumper or ladder truck as the same vehicle.

Pumpers

In order to deliver water to the fire scene, a pumper has to connect to a water source and function to develop pressure in hose lines. The amount of water which a pumper delivers is measured in gallons per minute (gpm). The smallest size pumper currently made is 500 gpm, while the largest standard pumper is 2,000 gpm.

Pumpers also carry various size hose and nozzles to get the water to the scene and apply it to the fire. The various hose sizes and the maximum reasonable flow are shown in the table below. In addition, the amount of water flowing determines the number of personnel on the incident who are required in order to stretch the hose line. There are large flow devices, known as master stream nozzles, which require a large number of personnel to set up, and a few individuals to see that the flow continues.



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VEHICULAR APPARATUS (Continued)

Aerial Devices - Ladder Trucks

Aerial devices carry an elevating ladder or basket, which is at least 75 feet in length with a maximum height of 200 feet. A ladder truck has an extension ladder fixed to the chassis, while a platform has a basket which can extend from the ground level to its maximum height. Several manufacturers also make a combination of a platform and a ladder truck. In addition to the fixed extension device, ladder trucks also carry fixed and extension ladders in varying lengths (12, 14, 20, 24, 28, 35, 40, and 50 feet). Other responsibilities of personnel on this type of apparatus might require that forcible entry, ventilation, and salvage equipment also be carried.

RFRD Apparatus Fleet

The following chart in Figure 6.11 is a comparison and summary of 15 units of current vehicular apparatus being utilized by the participating York area fire departments.

Figure 6.11
ALL CURRENT VEHICULAR APPARATUS
Participating York Area Fire Departments

TYPE	SPRING GARDEN	SPRINGGETTSBURY	TOTAL
Pumper	3	3	6
Truck	1	1	2
Air Unit	0	1	1
Service	0	2	2
Command	2	2	4
Total	6	9	15



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VEHICULAR APPARATUS (Continued)

Reserve Apparatus

The current apparatus fleet of the participating fire departments includes units that are apparently being retained in the fleet for purposes of serving as reserve units. Reserve units are those that are placed in service when a primary unit is out of service for purposes of maintenance or other reason. Generally, reserve units are older units that are still serviceable, but that may be in the process of being rotated out of the fleet. In addition to the fleet of primary fleet, a number of each type of unit should be retained in the fleet for reserve service.

There will be a need for the RFRD to retain a number of primary (engine and truck) units in the fleet for reserve service. It is suggested that, at a minimum, one engine and one truck be retained in the RFRD fleet for reserve service for every four primary units, or part thereof, in service. The RFRD would need to make the decision regarding the actual number of reserve units to be retained in the fleet, based on the age and condition of the units in the fleet and the quality and timeliness of the maintenance of apparatus.

Minimum Primary Apparatus Fleet

Considering the previous discussion in this Chapter regarding apparatus, stations and staffing, Figure 6.12 is a comparison of the current primary apparatus fleet of the participating York area fire departments to the minimum fleet that is suggested for operation by the RFRD.



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VEHICULAR APPARATUS (Continued)

Figure 6.12
SUGGESTED MINIMUM PRIMARY APPARATUS FLEET
Participating York area Fire Departments

TYPE	CURRENT	FUTURE
Pumper	6	4
Truck	2	2
Total	8	6

Note: This fleet includes one engine and two trucks for reserve service.

The RFRD would need to make a number of decisions regarding the final apparatus fleet to be operated, including:

- Number and type of all vehicular apparatus to be included in the fleet, based on service level to be rendered;
- Number and type of reserve units to be retained in the fleet, based on age, condition and maintenance program implemented; and,
- The number and type of ancillary vehicular apparatus needed (air, service and command).

Regarding ancillary and support units, it is suggested that the current number and type of units be retained through the merger transition process, since additional vehicles may be needed to support that effort. Subsequently, any reductions that may seem appropriate could be made.

Maintenance and Replacement of Apparatus

Maintenance and repair of the current apparatus fleets of the participating fire departments are accomplished by different means that include:



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VEHICULAR APPARATUS (Continued)

- Private local contractors; and,
- Private regional specialty contractors for pumps, etc.

With the implementation of a York area Regional Fire Rescue Department, there appears to be a need to establish a consistent and effective means for the maintenance and repair of all Fire Department apparatus and equipment. Additionally, the various alternatives that seem available were reviewed for the maintenance of RFRD apparatus and equipment.

Replacement Criteria

To assure reliability, many fire departments have adopted plans for apparatus replacement that include specific criteria.

One such 20-year fire and rescue apparatus replacement model using life cycle-based criteria follows:

Automobiles: Replacement on an 8-year service life cycle.

Boats: Replacement on an as needed basis based on use.

Brush Units: Replacement on a 15-year service life cycle.

Command Units: Replacement on a 5-year service life cycle.

Ladder Trucks: Replacement on a 20-year service life cycle with rehabilitation occurring in year 12.

Mini-Pumpers: Replacement on a 20-year service life cycle.



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Pumpers: Replacement on a 20-year service life cycle with rehabilitation during years 10-12.

Quints: Replacement on a 20-year service life cycle with rehabilitation occurring in year 12.

Rescue Trucks: Replacement on a 15-year service life cycle with rehabilitation occurring in year 10.

Tankers: Replacement on a 20-year service life cycle.

Utility Vehicles: Replacement on a 10-year service life cycle.

Based on this type of replacement criteria, fire departments can better plan financially for these important purchases. The York area Regional Fire Rescue Department should consider adopting this or a similar replacement plan.

With the adoption of this type of vehicle replacement plan, the replacement cycle may need to be adjusted because of special circumstances, such as poor workmanship. Under special circumstances, the Fire Department may need to base replacement decisions on a special mechanical evaluation. This type of evaluation could be accomplished by the experienced apparatus maintenance personnel.

TRAINING AND CAREER DEVELOPMENT

Personnel within the fire department must be able to perform a significant number of manual skills and have the ability to manage complex incidents. Moreover, these personnel perform supervisory and administrative tasks to ensure that personnel and equipment are ready to respond to all kinds of incidents, in order to deliver a high level of fire protection to the citizens of a community. Training is one of the most important elements of any fire



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TRAINING AND CAREER DEVELOPMENT (continued)

department because skill levels are so very critical to performing satisfactorily at the scene of an incident.

Fire and rescue service training over the past several decades has undergone a revolutionary process because of the changing environment in which it exists. There have been changes in technology and science resulting in significant improvements in equipment for the fire service, as well as increasing the complexity of fire and rescue situations that emergency personnel may encounter. The past decade has also seen a change in society to an emphasis on environmental concerns, which also poses a challenge to the fire service and its approach to fires and hazardous situations. All of these changes require the personnel within the fire service, and new personnel, to be provided with the training and information required to cope with these advancements.

Fire department personnel receive their training and education in many different ways and from many different sources. Training in the fire service generally falls into one of three categories: training courses, drills or in-service training and formal educational classes.

Training courses are structured, planned classes conducted by an individual skilled in the educational process. Training classes usually cover a specific and entire subject. Many training courses have to be taken in a sequential manner, since one course may build upon previous training. Examples of subjects that are covered in training courses for fire/rescue personnel include recruit firefighting, sequential firefighting courses, emergency medical technician courses, pump operations, hazardous materials, emergency drivers training and officer training courses.

The reinforcement and maintenance of skills, and updating of new information usually occurs during in-service training or drills. These are planned, organized practice sessions, conducted usually by a company officer, and covering a single, specific topic or practice of a manipulative skill. Included in drills would be the practice of hose layouts, ladder raises, knot



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TRAINING AND CAREER DEVELOPMENT (continued)

tying, use and placement of salvage covers, the use of forcible entry tools, the advancing of hose lines, taking of vital signs and practice of assessment skills.

Formal education classes are the responsibility of junior or senior colleges. Here, the classes involve academic subject areas, which will assist fire service personnel in performing their job. Classes in chemistry, hazardous materials, and building construction would be covered under these types of classes.

Because so much of a firefighter's knowledge requires manipulative skills, it is necessary to regularly reinforce these skills to ensure that they are performed effectively, efficiently and safely each time an emergency occurs.

RFRD Training Programs

Although individually the participating York area fire departments seem to have excellent training programs, there is a need for the RFRD to continue this tradition and develop a strong and innovative training and career development program. Although initially this important program could be headed by a battalion chief on a collateral duty basis, ultimately training could be directed by a battalion chief or assistant chief with support positions as determined appropriate based on the size of the RFRD at the time. The training staff would be responsible for firefighter recruit training, in-service training, safety officer/compliance and officer training programs.

Firefighter Training

Consideration should be given to providing a consistent level of formal training to each new firefighter recruit, prior to assignment to a fire station assignment. At a minimum, new recruits should receive training and be certified at the Firefighter I and II level under NFPA Standard 1001.



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TRAINING AND CAREER DEVELOPMENT (continued)

Once assigned to a fire station, the continuing development of a firefighter recruit is the responsibility of the assigned company officer. Therefore, it is possible for recruits to be given differing levels of probation training, depending on the priorities and interests of the platoon officer. A structured program to continue the consistent development of new firefighter recruits should be developed by the training bureau.

Such programs have been successfully implemented in other fire departments on a quarterly basis with oversight and testing by the training staff of the fire department. Such an in-station continuing probation training program can include the following examples of basic subjects organized by quarter:

- Apparatus and equipment
- Apparatus checkout procedures
- SCBA proficiency
- Streets, area and water supply
- Emergency medical procedures
- Communications and dispatch procedures
- Elevator procedures
- Pre-planning and building inspections
- Organization structure
- Power tools and equipment
- Firefighter safety
- Policies and procedures

These are only examples of the types of basic materials that should be covered. The key is that there should be a written and thoroughly organized probation training program; the program should be followed for all new firefighter recruits.



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TRAINING AND CAREER DEVELOPMENT (continued)

In-Service Training

Under the direction of the new RFRD Training Bureau, an in-service drill program similar to the programs in place in the participating fire departments should continue and focus on knowledge, skills, and informational areas that are vital to the firefighters' performance and safety.

These drills should be varied to include different modes of information delivery. These include:

- Lectures/demonstrations
- Group discussions
- Policy and procedure review
- Video reviews
- Critiques and case studies
- Skill stations
- Equipment checks
- Competitions
- Simulations
- Specialty classes presented by subject experts
- Live fire training
- Major disaster exercises

Officer Training

The professionalism and level of service rendered to the public should be enhanced with the development of a training program focused at each rank level. The training staff could survey available officer level training in the region and Pennsylvania and recommend a program of officer training and career development. With RFRD support, officers could be encouraged



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TRAINING AND CAREER DEVELOPMENT (continued)

to take this training as part of a training incentive program that would provide a certain number of officer training hours per year.

Additionally, the RFRD is encouraged to implement two officer training requirements, as follows:

1. Prior to promotion resulting in permanent appointment, all officers should be required to satisfactorily complete a training program formulated based on National Fire Protection Association (NFPA) Standard 1021, Fire Officer Professional Qualifications, consisting of approximately 160 hours of training as well as other appropriate officer-level training and certifications.
2. Fire officers promoted to the ranks of deputy, assistant and battalion chief should be required to take appropriate command, administrative and executive development training and certification programs.

Resources are needed to support a coordinated training program. This includes a minimum of audio-visual equipment: overhead projector, slide projector, video equipment, blackboard, and props for special sessions. To enhance the formal training program and stimulate self-improvement, the training program should be backed by a resource library available to all personnel. The library should include videos, magazines, fire service textbooks, and reference books. A number of these needs have been provided for by the participating fire department training programs. Those items not currently available and considered priority items by the training staff should be considered for inclusion in future budget appropriations. Additionally, consideration should be given to providing a small classroom type facility in each battalion for the oversight and delivery of training programs as the RFRD expands in the future.



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TRAINING AND CAREER DEVELOPMENT (continued)

Fire Rescue Training Plan

A number of suggested progressive initiatives were outlined in this section on fire, rescue and EMS training for possible implementation by the RFRD. The provision of a high quality aggressive training to a fire department's officers, firefighters and civilian staff is essential to the delivery of state-of-the-art services by the fire and rescue agency. For that reason, it is essential that considerable planning be performed to ensure that the training programs and requirements are up-to-date and focused on the local service delivery needs. To accomplish this, many progressive fire service delivery agencies develop comprehensive training master plans that provide support to the development and improvement of the staff at each rank.

FIRE PREVENTION PROGRAMS

The fire prevention programs of the Regional Fire Rescue Department should be developed to emulate state-of-the-art fire prevention programs nationally.

The NFPA Fire Protection Handbook, Seventeenth Edition, Section 10, Chapter 4, describes the elements of a fire prevention program as follows:

- “1. Activities that relate to construction, such as building codes, the approval of building and facility plans, and occupancy certification and re-certification for new occupants. Also included may be a sign-off for the presence of smoke detectors when new or old properties are sold.
2. Activities that relate to the enforcement of codes and regulations, such as inspections of certain occupancies, the licensure of certain hazardous facilities, the design of new regulations and codes, and legislation to adopt model codes.



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FIRE PREVENTION PROGRAMS (continued)

3. Activities that relate to the reduction of arson, such as fire investigation and the collection of information and data related to setting fires. Included may be arson investigation and related court proceedings, and programs such as counseling for juvenile firesetters.
4. Activities that relate to the collection of data helpful in improving fire protection, such as standardized fire reporting, case histories and fire research.
5. Activities that relate to public education and training, including fire prevention safeguards, evacuation and personal safety steps, plant protection training for industrial and other work groups, hazardous materials and device safeguards, and encouragement to install early warning and other built-in signaling and extinguishing devices. Very popular are programs for school children, such as NFPA's Learn Not to Burn curriculum, and self-help classes such as water safety and similar 'Stay Alive Til We Arrive' projects."

The RFRD Fire Prevention Bureau, which could be directed initially by a deputy chief on a collateral duty basis, with appropriate staff assistance would be responsible for the following fire prevention programs:

- Oversight of in-service company fire code enforcement building inspections;
- Follow-up on violations issued by the companies;
- Public education, possibly to include a "burn trailer" for fire education;
- Public relations;
- Pre-fire planning;
- Public service announcements;
- Fire cause determination; and,
- Arson investigation in a team effort with law enforcement and Commonwealth resources.



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FIRE PREVENTION PROGRAMS (continued)

Fire Company In-Service Building Inspections

Historically, many fire department personnel believed they were simply part of a “standby” service. They believed their purpose was simply "waiting for the big one," and that hazardous materials, EMS first responder, fire prevention and other jurisdictional responsibilities for the welfare of its citizens “was someone else’s job.”

Typically, the fire department is given authority and responsibility to establish and maintain fire and life safety throughout its jurisdiction. Citizens depend on the fire department to ensure they are protected against the dangers of fire, panic, explosions and other hazardous conditions that may occur within their community. NFPA Standard 1201, Chapter A-14-5.2.1 states, in part:

“...It is imperative that all fire department personnel recognize that fire safety education and prevention is a major part of the fire fighter's responsibilities.” And,

“The concept of utilizing fire companies for fire prevention inspection duties has been used widely in the fire service for the past several decades. This practice has allowed the fire department to maintain an acceptable level of fire and life safety in a broad range of critical occupancies. In order for this concept to be effective, several basic rules should be followed:

- (a) The fire chief and personnel involved should thoroughly understand and fully support the concept;
- (b) Each fire company member should receive adequate training on inspection procedures, laws and basic codes, and departmental policies;
- © Fire company inspection manuals should be developed and issued to all personnel to provide general code violation and inspection procedures;



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FIRE PREVENTION PROGRAMS (continued)

- (d) Geographical areas of responsibility should be assigned to each fire company; these areas should correspond to fire alarm suppression districts;
- (e) Full-time fire prevention personnel should be assigned, when available, to assist the fire companies with technical advice;
- (f) Criteria should be established to prioritize occupancies for life safety inspections (e.g., hospitals, schools); and,
- (g) Fire company officers should be held accountable for completion of their assigned inspection responsibilities.”

The advantages of utilizing in-service fire company personnel are numerous. Most importantly, fire company personnel identify and become familiar with risks they may have to deal with, public relations are improved, street and geographical files are updated, and mandated inspection frequencies are met. Fire company personnel can also be utilized to check after-hour occupancies for locked/blocked exits, overcrowding and other violations.

UNION MATTERS

This Section addresses union related issues that will need to be dealt with as part of the implementation of a York area Regional Fire Rescue Department.

The officers and firefighters of the participating York area fire departments are members of two union locals as follows:

1. Spring Garden Township Professional Fire Fighters Association, Local 4460 of the International Association of Fire Fighters (IAFF); and,
2. Springettsbury Local 2377 of the International Association of Fire Firefighters (IAFF).



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UNION MATTERS (continued)

During the course of the on-site work for this project, the Study Team met with union representatives and members, both as groups as well as individually. These York area union officials provided input to the conduct of the Study. The officials also advised the Study Team that they understand that the creation of a Regional Fire Rescue Department would require the modification of the union structure in order for there to be one bargaining unit to negotiate appropriate collective bargaining agreements with the RFRD.

The RFRD implementation process will require the negotiation of one collective bargaining agreement. Therefore, the participating York area municipalities should encourage/request their respective collective bargaining unit/s to initiate and complete the necessary union restructuring work in order for contract negotiations to proceed with the RFRD in a timely manner.

UPGRADING ISO RATING

The Insurance Services Office (ISO) is a nationwide group that classifies jurisdictions with reference to their fire defenses and related physical conditions. It takes into account the fire department, the apparatus, maintenance, fire prevention, codes enforcement, communications and water supply.

When ISO classifies a community, it rates it on a scale of 1 to 10, with 1 being the best rating a fire department can receive and a rating of 10 meaning almost no fire protection. The rating is then used to set the fire insurance rates for that particular community. The higher the rating, the higher the cost of some types of insurance coverage sold by a number of insurance carriers.

The ISO classification analyses are funded by the insurance companies. As a result, they are solely responsible to them for the establishment of the standards, their review, and their



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UPGRADING ISO RATING (continued)

implementation. The standards are known as the “Grading Schedule for Municipal Fire Protection.”

Generally, the ISO rating is used to determine the cost of fire insurance for residential units. This figure (in dollars per thousand), however, can vary between two cities, each with the same class rating. The cost figure is modified up or down based upon the actual loss experienced in the community.

The cost of fire insurance in commercial and industrial facilities is determined individually, and is based upon the specifically evaluated risk. Such things as the type of process, storage, occupancy, and built-in system become part of the equation in determining costs. The fire department rating has only a small impact on the total cost for fire insurance in a commercial or industrial risk.

Any change in insurance premiums resulting from ISO rating classification changes would accrue only for insurance companies using ISO property insurance premium calculations. Numerous insurance companies use other than ISO property insurance premium calculations. Therefore, the effect of a change in ISO classification could be different, or non-existent, for policy holders whose insurance company does not use ISO calculations.

Current ISO Ratings

The ISO classification for the two Charter Municipalities is as follows:

- Spring Garden - Class 5: Last surveyed November 1995; and,
- Springettsbury Township - Class 4/9: Last surveyed June 1999.



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UPGRADING ISO RATING (continued)

Note: It should be noted that when a community's ISO rating involves two numbers, there is typically a developed and a more rural geographic area that, for rating purposes need to be assessed separately.

Once the Regional Fire Rescue Department is formed and operating an appropriate amount of time, as determined by the Townships and the Fire Chief, an internal assessment should be performed under the auspices of the Township managers and the Fire Chief to determine improvements needed and records required to support an ISO rating improvement. Subsequently, the ISO should be requested to conduct a classification survey to update and hopefully improve the ISO Rating for the Townships and the RFRD service area.

ACCREDITATION OF REGIONAL FIRE AGENCY

Over a ten-year period, a committee of the IAFC, in cooperation with the International City Management Association, developed an analysis model for self-assessment of fire departments and services. That fire department self-assessment process is now under the auspices of the Commission on Fire Accreditation International. The Study Team employed portions of this model as a framework for this planning effort to provide established criteria for review and the reader with information on the latest trends in the fire service.

In years past, standards available to the fire service have been the product of collaborative efforts involving organizations such as the National Fire Protection Association (NFPA). There have been other systems of standards and measurements for the fire and emergency services available, however, that were created to serve interests relating to the fire service but not specific to the fire service. A good example of this type of process is the Insurance Services Office (ISO) grading schedule.

In 1988, the International City/County Management Association (ICMA) and the International Association of Fire Chiefs (IAFC) executive boards signed a memorandum of



A MODEL REGIONAL FIRE DEPARTMENT

ACCREDITATION OF REGIONAL FIRE AGENCY (continued)

understanding that committed both organizations to the development of a voluntary national fire service accreditation system. Over a period of the intervening years, the framework for a fire department accreditation model was developed, beta test fire department accreditations were conducted and an accreditation model was finalized and implemented under the management of the Commission on Fire Accreditation International (CFAI).

According to the CFAI website, there are currently more than 100 accredited fire departments in the United States.

The accreditation analysis categories included in the model are as follows:

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

As stated in the CFAI Accreditation Manual, the Townships and the Fire Department could accrue a number of important benefits from the RFRD becoming an accredited fire agency, including:

- A. Further promotion of excellence in the Fire Department;
- B. Quality improvement through self assessment;



A MODEL REGIONAL FIRE DEPARTMENT

ACCREDITATION OF REGIONAL FIRE AGENCY (continued)

- C. Provision of assurance to peers and the public that the Fire Department has defined missions and objectives and strives to go beyond them;
- D. Identification of strengths and weaknesses within the RFRD;
- E. Provision of detailed evaluation of the RFRD and its services;
- F. Establishes a method or system for addressing deficiencies and building on the strong points;
- G. Growth for the Fire Department and its personnel;
- H. Establishment of a forum for the communication of management and leadership philosophies;
- I. National recognition for the RFRD by peers and the public;
- J. Creation of a mechanism for developing concurrent documents, such as strategic and business plans and a “desktop manual” of everything the RFRD is involved in; and,
- K. Further development of pride in the organization, from RFRD members, community leaders and citizens.

The Study Team envisions that the Regional Fire Rescue Department will develop a number of the characteristics of an excellent fire department. It appears that the Townships, Fire Department and stakeholders could benefit in many ways from the Regional Fire Rescue Department becoming an internationally accredited fire agency with the CFAI.

SUMMARY - THE RFRD IN THE FUTURE

The options for a York area Regional Fire Rescue Department (RFRD) envision an efficient and effective state-of-the-art fire and rescue service delivery agency guided by a mission statement that clearly delineates the purpose and services to be provided by the RFRD. The Fire Department is provided policy direction by a Board of Commissioners and is administered and commanded by a Fire Chief.



A MODEL REGIONAL FIRE DEPARTMENT

SUMMARY - THE RFRD IN THE FUTURE (continued)

Eventually, the RFRD's organization structure is envisioned to include the bureaus/divisions of Operations, Fire Prevention and Training. The field forces are organized in one operational division and one or more battalions. Additionally, the RFRD includes the ranks of deputy chief, assistant chief, battalion chief, captain, lieutenant and firefighter.

The Operations Bureau, which will be headed by an Assistant Chief, operates from the number of fire stations with engines, ladder trucks, and heavy rescue units necessary, as determined by the service area and communities in the York regional area served. The minimum apparatus staffing includes an officer assigned to each suppression unit with a total on-duty staffing on each unit of three on engines, trucks and the rescue.

The Fire Prevention Bureau is headed by an assistant chief assisted by an appropriate number of staff members. The Bureau oversees the RFRD yearly in-service company building inspection program and follow-up on violations identified by the companies, delivers public education and public relations programs, oversees the pre-fire planning efforts, and assists with fire cause determination.

The Training Division is headed by an assistant chief. Assisted by appropriate staff, this division will be responsible for implementing an aggressive training program that includes recruit firefighters being sent to area fire training schools to receive NFPA standard Fire Fighter I and II training with a subsequent in-station probation training. Additionally, the RFRD training program provides comprehensive in-service training and officer training that includes officer training/certification requirements. The Training battalion chief is also responsible for safety-related programs in the RFRD and responds to major incidents as the safety officer.

Communications and dispatch continues to be provided by the York area Regional Communications Center with appropriate procedural, equipment and software changes



A MODEL REGIONAL FIRE DEPARTMENT

SUMMARY - THE RFRD IN THE FUTURE (continued)

having been made to accommodate the revised operations of the Regional Fire Rescue Department.

All functions of the RFRD related to apparatus and equipment maintenance and acquisition are handled through a well-planned and managed process. The apparatus is maintained and the apparatus fleet is current and state-of-the-art.

One union contract is in place. Promotion eligibility lists are in effect, developed as necessary by the professional staff of the RFRD.

Finally, the vision for the future is that the Regional Fire Rescue Department is a progressive well-managed regional fire and rescue service delivery agency that is recognized as a leader and innovator in the Commonwealth of Pennsylvania. A number of other groups of municipalities in Pennsylvania will choose to merge their fire service delivery agencies, following the lead of the RFRD. Further, the Insurance Services Office will update the ISO rating with a goal of improving the ISO classification rating. Additionally, the RFRD should pursue accreditation with the CFAI.

RECOMMENDATIONS

The following options/recommendations are suggested for consideration to improve the efficiency and effectiveness of the provision of fire, rescue and EMS first responder services by the a newly created York area Regional Fire Rescue Department:

- 6.1 The Spring Garden and Springettsbury Townships are encouraged to merge their respective fire and rescue service delivery agencies into one highly effective, cost efficient, state-of-the-art fire agency in accordance with Pennsylvania statutory authority contained in the Pennsylvania Constitution and Pennsylvania Consolidated Statutes Title 53.



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- 6.2 The Spring Garden and Springettsbury Townships should consider separately adopting a resolution or ordinance authorizing the execution of a contract/agreement for the joint provision of fire protection and related services through a jointly-established Regional Fire Rescue Department.
- 6.3 The Spring Garden and Springettsbury Townships authorized officials are encouraged to sign/adopt the draft Charter Agreement with appropriate changes.
- 6.4 The Spring Garden and Springettsbury Townships are encouraged to retain the Board of Commissioners approach to the governance of the Regional Fire Rescue Department, as outlined in the draft Charter Agreement, with, at a minimum, the following authority:
 - A. Leasing, selling and purchasing real estate;
 - B. Leasing, selling and purchasing personal property;
 - C. Entering into contracts for the purchase of goods and services, collective bargaining agreements;
 - D. Hiring, firing, suspending, promoting, demoting, disciplining, setting salaries, and otherwise dealing with employees;
 - E. Serving as a hearing board for employee grievances;
 - F. Establishing and maintaining bank accounts and other financial accounts;
 - G. Investing monies in investments authorized for municipalities of the Commonwealth;
 - H. Borrowing monies;
 - I. Establishing and funding employee benefit programs, including pension funds;
 - J. Delegating any of its powers, express or implied, to its Fire Chief or designee;
 - K. Obtaining legal, accounting and other professional services;
 - L. Contracting with other municipalities choosing to consolidate their fire department with the RFRD;



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- M. Contracting with municipalities to provide fire and rescue-related services;
 - N. Establishing and funding employee benefit programs, group insurance, and social security benefits; and,
 - O. Adopting bylaws and policies consistent with the Charter Agreement and its purpose as stated.
- 6.5 The Spring Garden and Springettsbury Townships are encouraged to retain the one-to-one (one representative from each charter municipality) and one alternate approach to the composition of the Board of Commissioners.
- 6.6 The Spring Garden and Springettsbury Townships are encouraged to retain the Board of Commissioners officer composition outlined in the draft Charter Agreement: chairman, vice-chairman and secretary/treasurer.
- 6.7 The Spring Garden and Springettsbury Townships are encouraged to provide full authority to the Board of Commissioners relating to volunteer fire and rescue service providers by adding the following to the list of authorities:
- “Recruiting, retaining, suspending, promoting, demoting, disciplining, and otherwise dealing with and encouraging the participation of qualified volunteer personnel in the provision of fire and rescue services.”
- 6.8 The Spring Garden and Springettsbury Townships should assess the options for future cost allocation for funding of the RFRD and determine the selected approach; a combination cost allocation formula approach is suggested, possibly including relative volunteer participation in the formula.



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- 6.9 The Spring Garden and Springettsbury Townships should consider a phase-in approach of three to five years for implementation of the selected funding formula and utilizing the 2006 Township fire budgets as the initial baseline.
- 6.10 The Board of Commissioners of the RFRD, in close consultation with the participating York area municipalities, should appoint a Fire Chief to direct and command the operations of the RFRD. The qualifications should include:
- A. Experience at the fire chief level in a medium to large fire department;
 - B. Bachelor's or higher degree in administration or fire science;
 - C. Managing and directing functions in a combination paid-volunteer fire department;
 - D. Managing and directing functions of a fire department of a regional nature, preferably having been involved in regionalization; and,
 - E. Executive Fire Officer program graduate and/Chief Fire Officer Designation preferred.
- 6.11 The Board of Commissioners of the RFRD should consider adopting an appropriate mission statement that reflects the purpose and services of a RFRD.
- 6.12 The Board of Commissioners of the RFRD should consider adopting an organization structure for the RFRD that would reflect and facilitate the accomplishment of its purpose and mission.
- 6.13 The Board of Commissioners of the RFRD should consider establishing a rank structure for the RFRD that includes the ranks of firefighter, lieutenant, captain, battalion chief, assistant chief, deputy chief and chief.



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- 6.14 The Fire Chief, in close consultation with the Board of Commissioners, should assign the senior command staff and make other necessary personnel assignments.
- 6.15 For other York region municipalities choosing to merge their fire and rescue departments with the RFRD, consideration should be given to the municipal adoption of an appropriate resolution/ordinance and signing an updated Charter Agreement.
- 6.16 The Regional Fire Rescue Commission should consider utilizing the contract approach in the event a York regional municipality wishes fire and rescue service provision by RFRD resources.
- 6.17 The Board of Commissioners of the RFRD should consider establishing minimum apparatus staffing levels at three for engines and trucks.
- 6.18 The Board of Commissioners of the RFRD should consider allocating appropriate uniformed and civilian personnel to be responsible for staff functions in the RFRD.
- 6.19 The Board of Commissioners and the Fire Chief should consider taking necessary action in concert with applicable police chiefs to include the fire/police function in the RFRD with a volunteer captain as commander.
- 6.20 The volunteer fire companies are encouraged to choose to participate fully in the implementation of the RFRD in order to continue to be an integral part of fire and rescue service provision in the participating municipalities and preserve and enhance volunteer service in the York area, by taking the following actions:
 - A. Officially choosing to become part of the Regional Fire and Rescue Department;



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- B. Encouraging members to support and participate fully in the implementation of the RFRD;
 - C. Signing an agreement with the RFRD to become part of the RFRD and comply with its rules, regulations and SOPs and be under the operational command of the Fire Chief and the RFRD chain of command, which could include volunteers;
 - D. RFRD continuing to operate from appropriate volunteer-owned fire station facilities, compensating the volunteer company for facility use;
 - E. Agreeing to support the RFRD and volunteer safety and other needs through the Relief Association, in compliance with Act 84;
 - F. Continuing to conduct appropriate fundraising activities, focusing funds toward operations, to the extent possible;
 - G. Aggressively pursuing volunteer recruitment and retention efforts in teamwork with appropriate RFRD staff, and strongly encouraging volunteer members to become fully qualified to participate in the provision of fire and rescue services;
 - H. Making appropriate revisions to fire company bylaws and rules, regulations and SOPs to implement changes consistent with the implementation of the RFRD, including changes in entry requirements, operational rank titles, position requirements and training and certification requirements; and,
 - I. Taking other appropriate actions and making further changes consistent with and supportive of the successful implementation of the RFRD.
- 6.21 The members of the volunteer fire companies are encouraged to make every effort to participate fully in the delivery of fire and rescue services as part of the RFRD by the following:



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- A. Individuals wishing to become an operational volunteer with the RFRD would first need to join and be a member in good standing of one of the Charter Municipality volunteer fire companies;
 - B. Individuals would be required to meet appropriate physical requirements to participate in RFRD operations;
 - C. Volunteers would serve in the RFRD at the pleasure of the Fire Chief, in accordance with applicable policies, procedures and SOPs;
 - D. Volunteers could serve in at least two operational areas: fire and rescue and fire police;
 - E. Volunteers could serve in three operational ranks: captain, lieutenant and firefighter;
 - F. Volunteers would have to meet certain position-specific physical, training, certification and experience requirements, as determined by the Fire Chief;
 - G. Volunteers in each rank would participate as part of the RFRD chain of command;
 - H. Volunteers would participate in an appropriate in-station standby program to focus on the staffing of fire and rescue units;
 - I. Volunteers would participate in the required in-service training program provided by the RFRD;
 - J. Volunteers would participate in the volunteer career development program intended to provide a developmental track for learning and improvement; and,
 - K. Volunteers would participate in a mentor program to encourage an expanding volunteer operations experience.
- 6.22 The Townships and Volunteer Relief Associations are encouraged to take appropriate action to combine the two current Relief Associations into one association for improved efficiency and reduction of duplication of effort.



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- 6.23 The Board of Commissioners of the RFRD should consider operating the RFRD initially with three fire stations.
- 6.24 The Board of Commissioners of the RFRD should consider operating the RFRD with the following in-service staffed vehicular apparatus: three engines and one ladder truck.
- 6.25 The Board of Commissioners should consider retaining an engine and a ladder truck in the fleet for reserve use as needed.
- 6.26 The Fire Chief should determine the ancillary vehicles (command, service, air, pickup trucks) that may be needed for RFRD operations and support, and make recommendations for adjustments in the vehicle fleet as necessary.
- 6.27 The Board of Commissioners should consider adopting and implementing the following relating to the RFRD vehicular apparatus fleet:
- A. Placing Truck 15 into reserve status upon implementation of the RFRD;
 - B. Placing a pumper in reserve status;
 - C. Removing two engines from the apparatus fleet: one upon implementation of the RFRD, and the second upon implementation of the three fire station options; and,
 - D. Adopting a consistent apparatus replacement schedule incorporated into a six-year capital budget for RFRD capital apparatus and equipment.
- 6.28 The Townships and RFRD are encouraged to take appropriate actions to implement a more centrally located fire station in the Tri Hill area.



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- 6.29 The Grantley Fire Company is encouraged to participate in the relocation of fire and rescue station operations to a new Tri Hill area fire station to continue service delivery in a team effort from the same location and to improve the location from which to provide EMS transport service delivery.
- 6.30 The Board of Commissioners should consider determining the location of the RFRD headquarters, initially utilizing the Springetts Fire Station 16 facility and subsequently locating in a suggested new headquarters—Fire Station 16, possibly located in the vicinity of York Container Company.
- 6.31 The Springetts/Springettsbury Fire Company is encouraged to participate in the relocation of fire and rescue station operations to a new fire station/RFRD Headquarters facility to continue service delivery in a team effort.
- 6.32 The Fire Chief should take action to fully implement automatic “closest available” mutual aid with all appropriate York area fire agencies.
- 6.33 The Fire Chief should take action leading to the development of a state-of-the-art fire, rescue and EMS training program and Training Master Plan to include:
- A. New recruit certification and training program;
 - B. Comprehensive new firefighter probationary training program;
 - C. Aggressive in-service training program;
 - D. Officer training and certification programs for promotional requirements and post-promotion career development;
 - E. Executive development training and certification requirements and programs for chief officers;
 - F. Specialty training and certification programs; and,



A MODEL REGIONAL FIRE DEPARTMENT

RECOMMENDATIONS (continued)

- G. Volunteer training and certification programs and requirements.
-
- 6.34 The Board of Commissioners and Fire Chief should take actions leading to the implementation of a comprehensive fire prevention program for the RFRD, including a fire company in-service building inspections program.
 - 6.35 The Townships and Fire Chief should prepare for a future ISO grading survey and request the ISO to conduct such a new survey, when appropriate, given the implementation status of the RFRD.
 - 6.36 The Fire Chief should prepare a plan leading to possible future fire department accreditation by the Commission on Fire Accreditation International.
 - 6.37 The union locals, Spring Garden Township Professional Fire Fighters Association, Local 4460 and Springettsbury Local 2377 of the International Association of Fire Firefighters, are encouraged to take appropriate action to merge into one firefighter/officer bargaining unit.
 - 6.38 The Board of Commissioners is encouraged to initiate action to negotiate a new contract with the appropriate firefighter/officer bargaining unit.

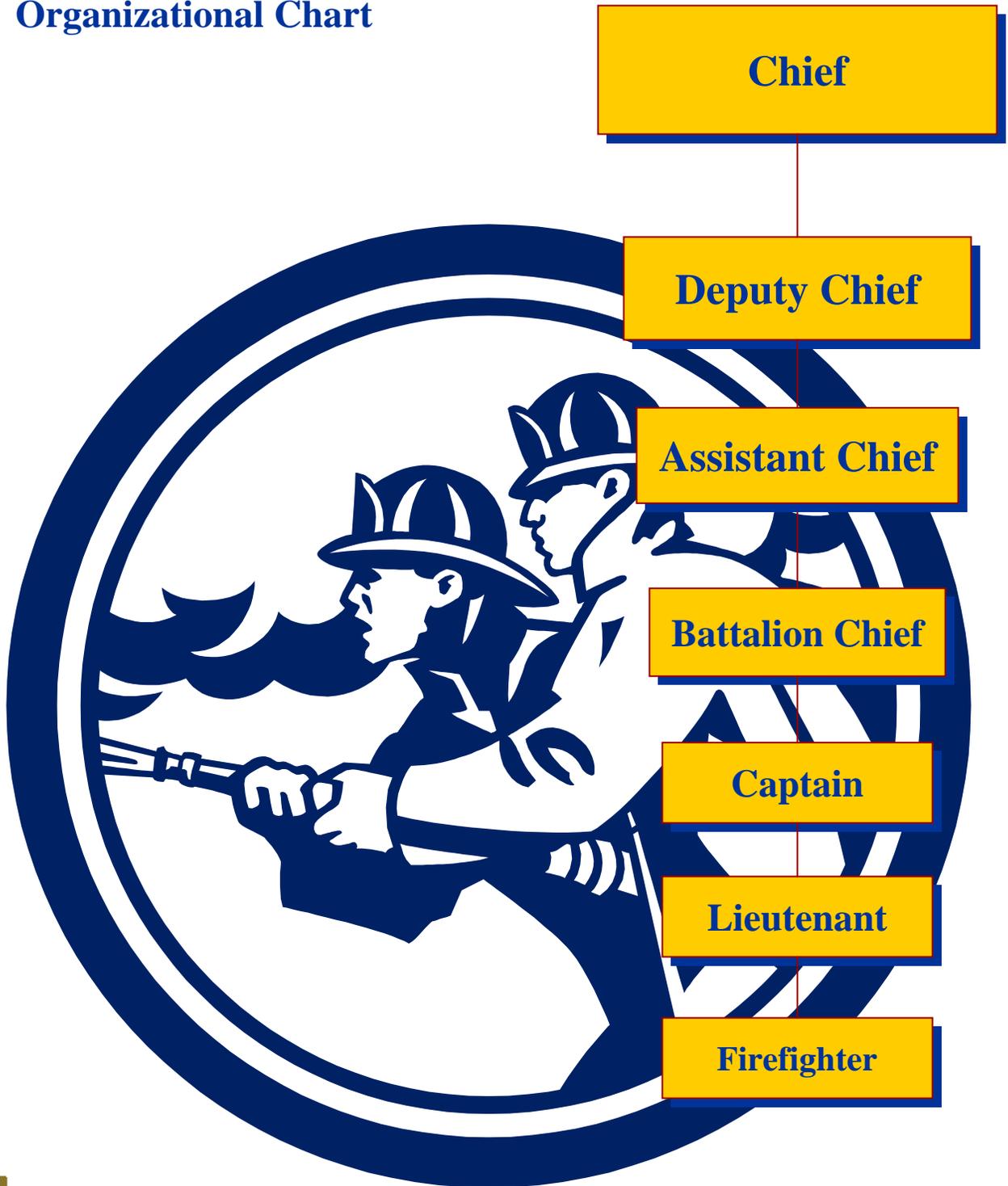


Figure 6.3

REGIONAL FIRE RESCUE DEPARTMENT

Suggested Rank Structure

Organizational Chart



York Area Fire Stations Current Engine ISO 1.5 Mile Coverage Regional Fire Rescue Department Study

Station Numbers

- 1: York
- 2: York
- 5: York
- 9: York
- 11/101: West York
- 13: Spring Garden-Grantley
- 15: Spring Garden-Victory
- 16: Springettsbury-Springetts
- 17: Springettsbury-Commonwealth
- 19: York Township
- 21: Hellam
- 24: Manchester
- 25: North York

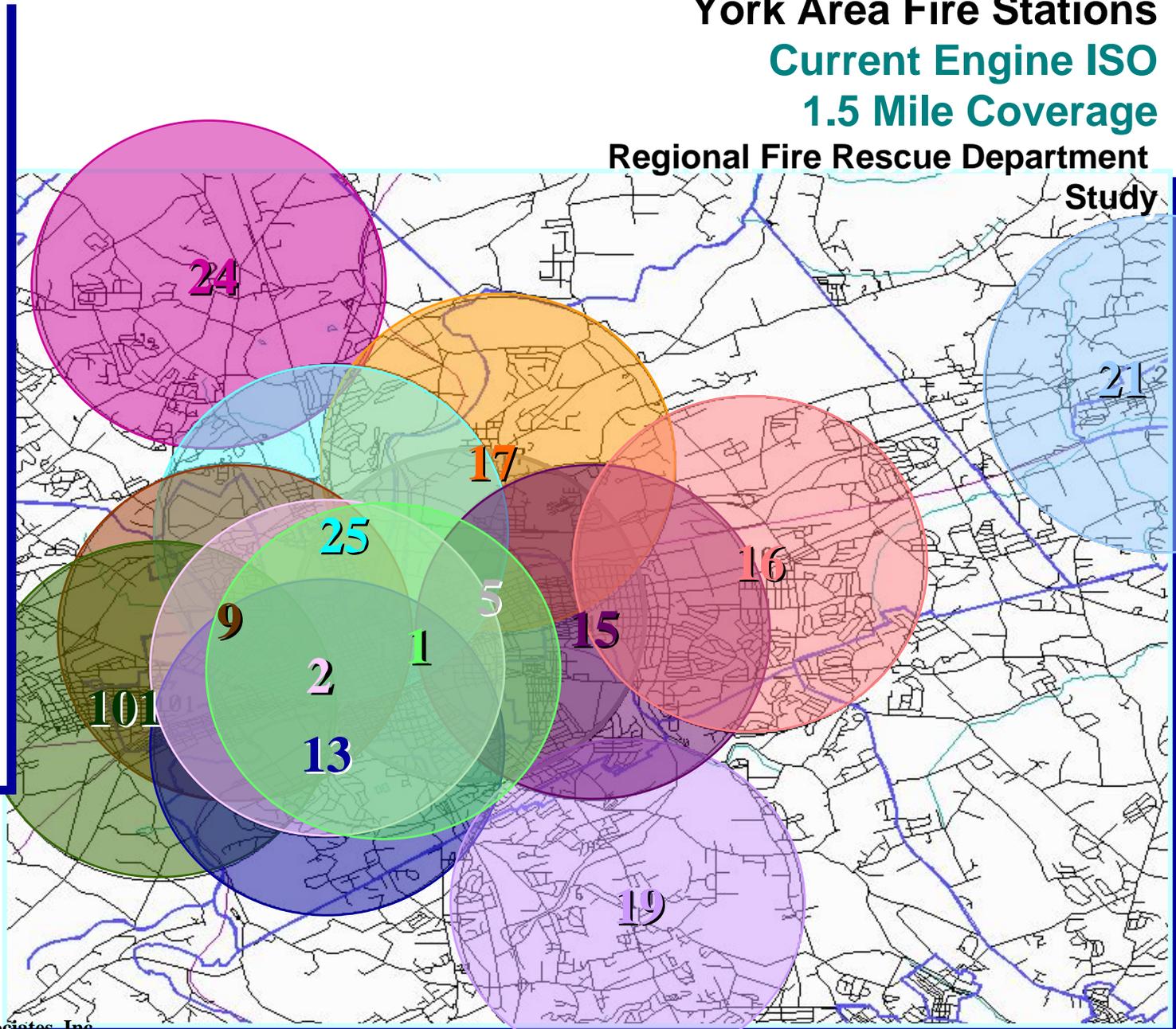


Figure 6.5

Spring Garden and Springettsbury Trucks

Current Truck ISO

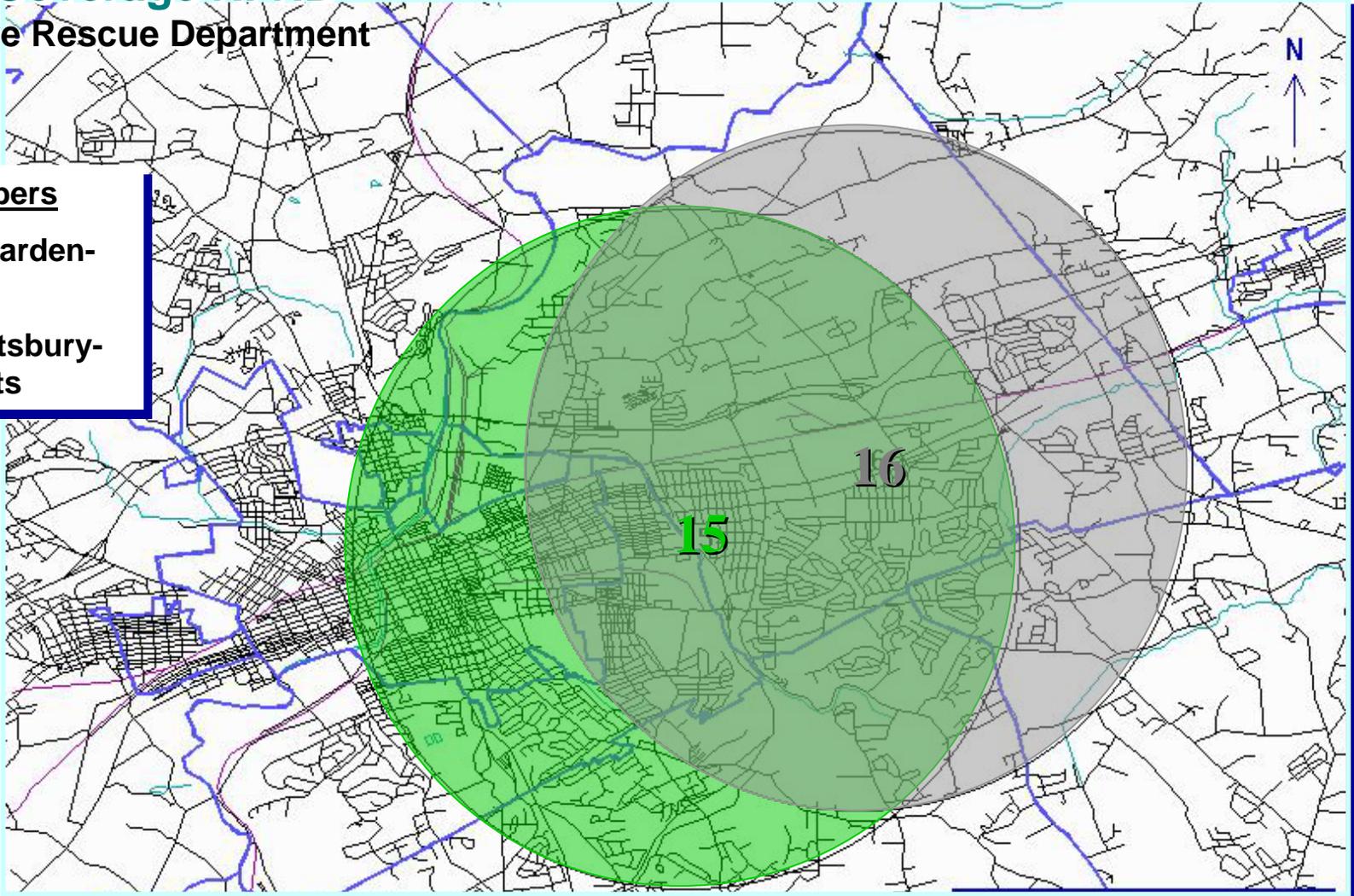
2.5 Mile Coverage RFRD

Regional Fire Rescue Department Study

Station Numbers

15: Spring Garden-Victory

16: Springettsbury-Springetts



York Area Fire Stations Current Truck ISO 2.5 Mile Coverage

Regional Fire Rescue Department
Study

Station Numbers

- 1: York
- 11/101: West York
- 15: Spring Garden-Victory
- 16: Springettsbury-Springetts
- 24: Manchester

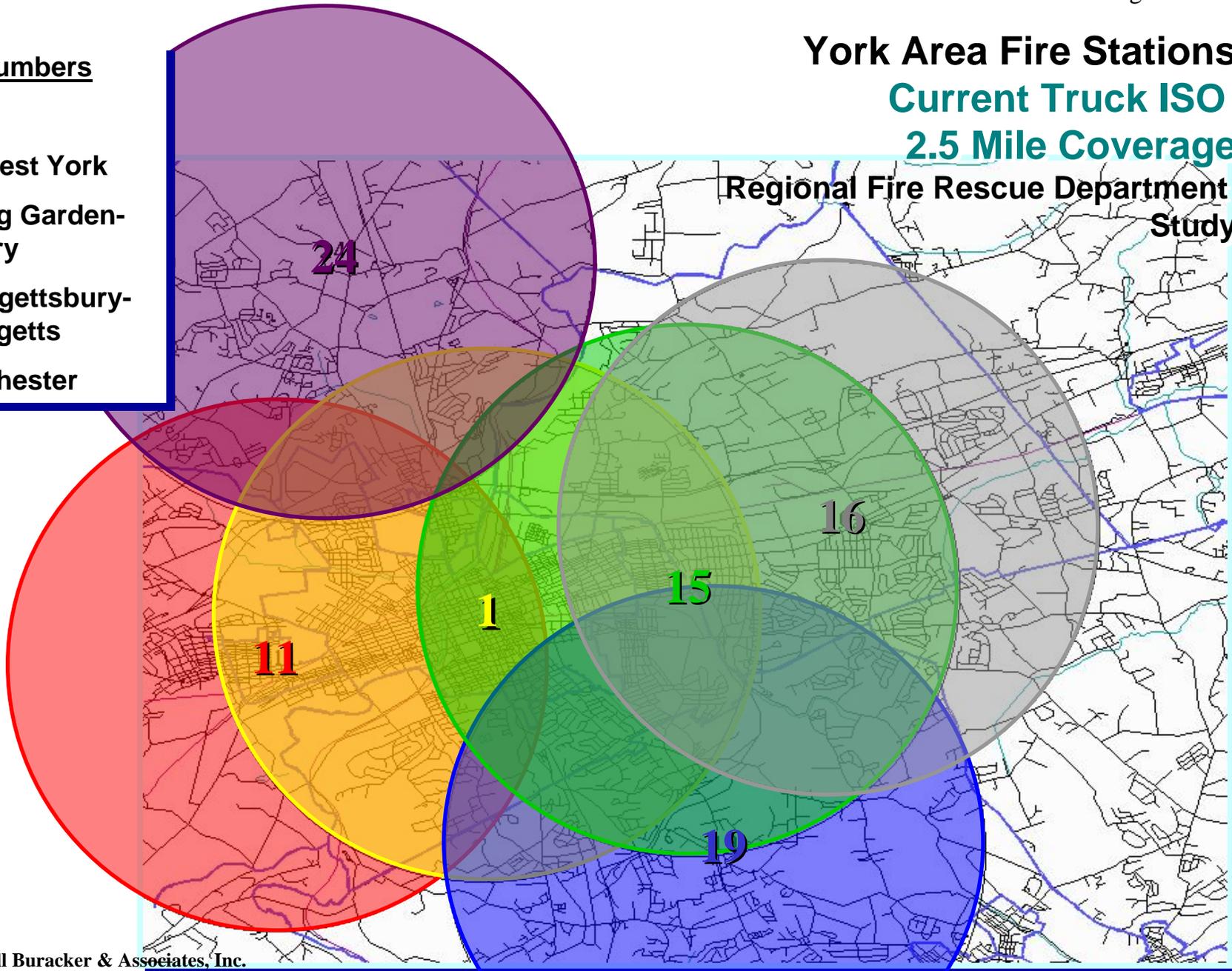
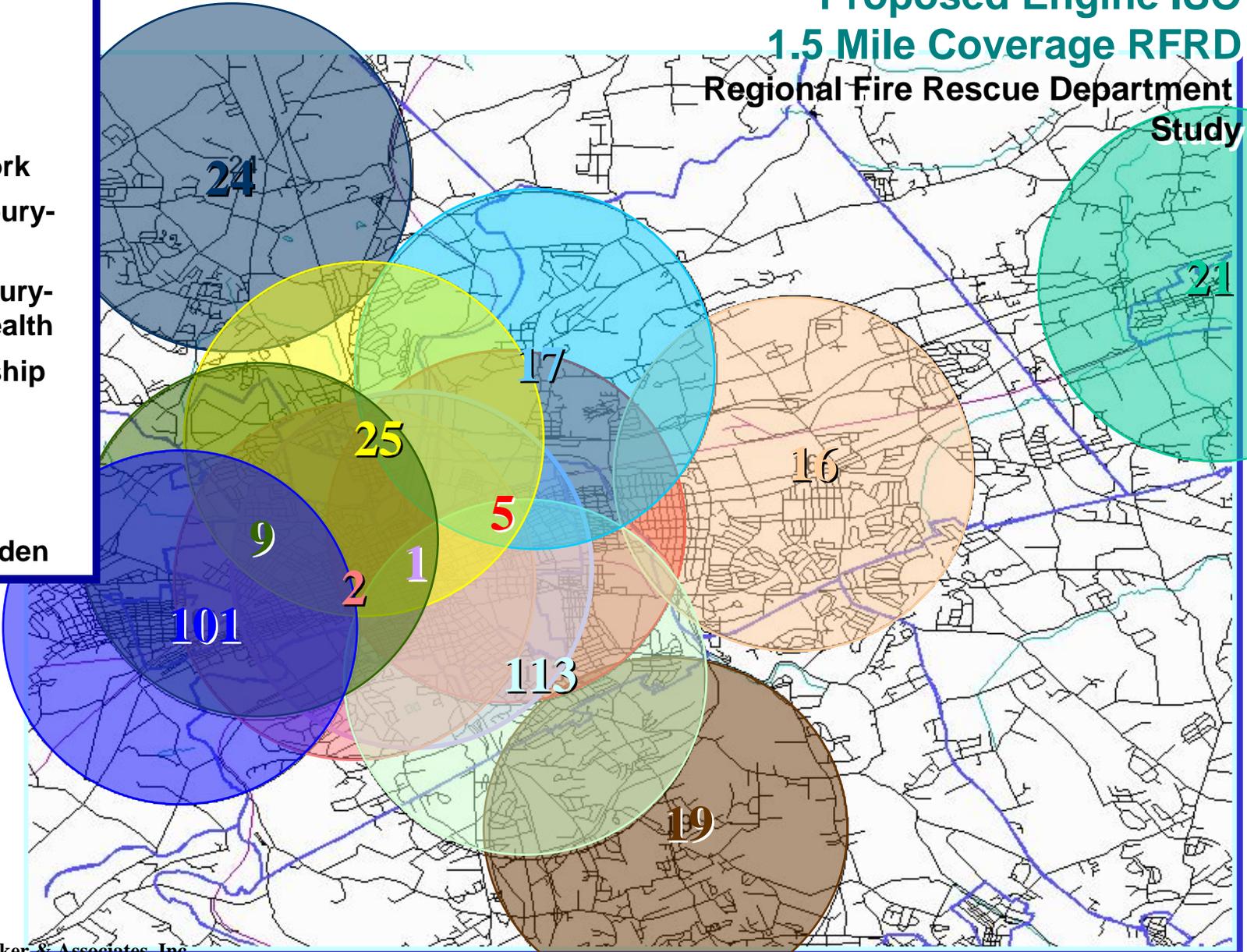


Figure 6.7

York Area Fire Stations Proposed Engine ISO 1.5 Mile Coverage RFRD

Regional Fire Rescue Department
Study



Station Numbers

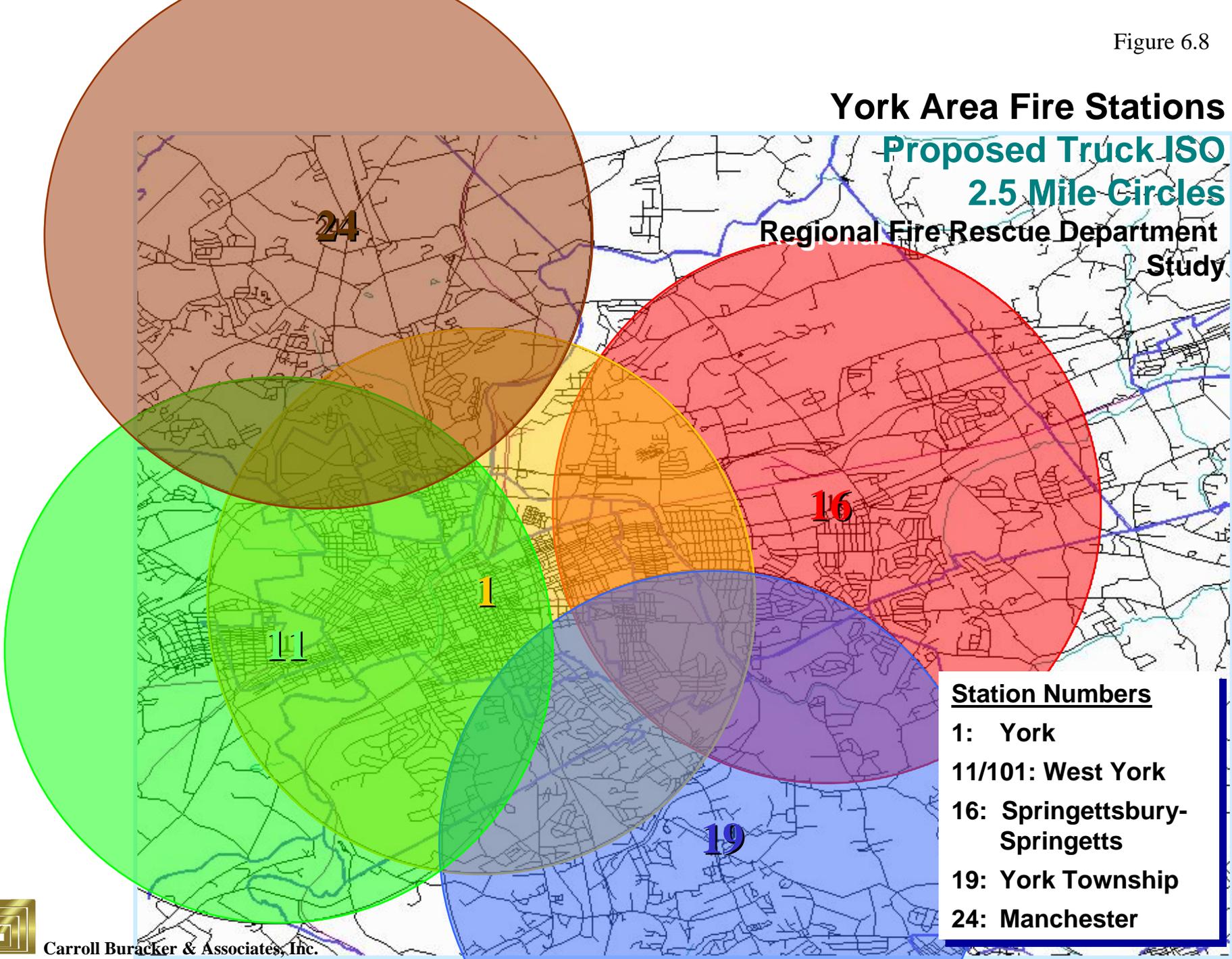
- 1: York
- 2: York
- 5: York
- 9: York
- 11/101: West York
- 16: Springettsbury-Springetts
- 17: Springettsbury-Commonwealth
- 19: York Township
- 21: Hellam
- 24: Manchester
- 25: North York
- 113: Spring Garden



York Area Fire Stations

Proposed Truck ISO 2.5 Mile Circles

Regional Fire-Rescue Department Study



Station Numbers

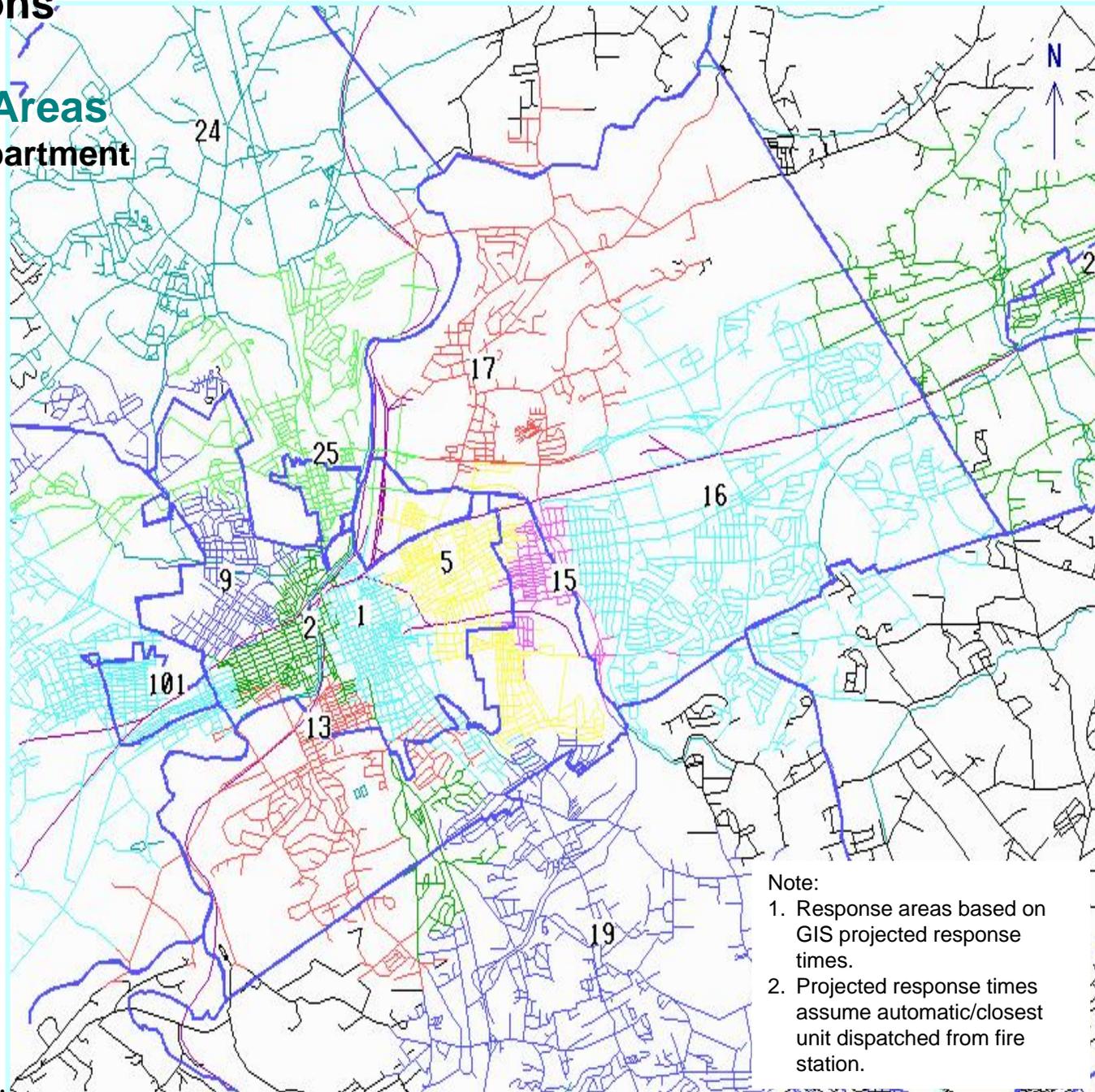
- 1: York
- 11/101: West York
- 16: Springettsbury-Springetts
- 19: York Township
- 24: Manchester



York Area Fire Stations Current Projected Engine Response Areas Regional Fire Rescue Department Study

Station Numbers

- 1: York
- 2: York
- 5: York
- 9: York
- 11/101: West York
- 13: Spring Garden-Grantley
- 15: Spring Garden-Victory
- 16: Springettsbury-Springetts
- 17: Springettsbury-Commonwealth
- 19: York Township
- 21: Hellam
- 24: Manchester
- 25: North York



Note:
 1. Response areas based on GIS projected response times.
 2. Projected response times assume automatic/closest unit dispatched from fire station.

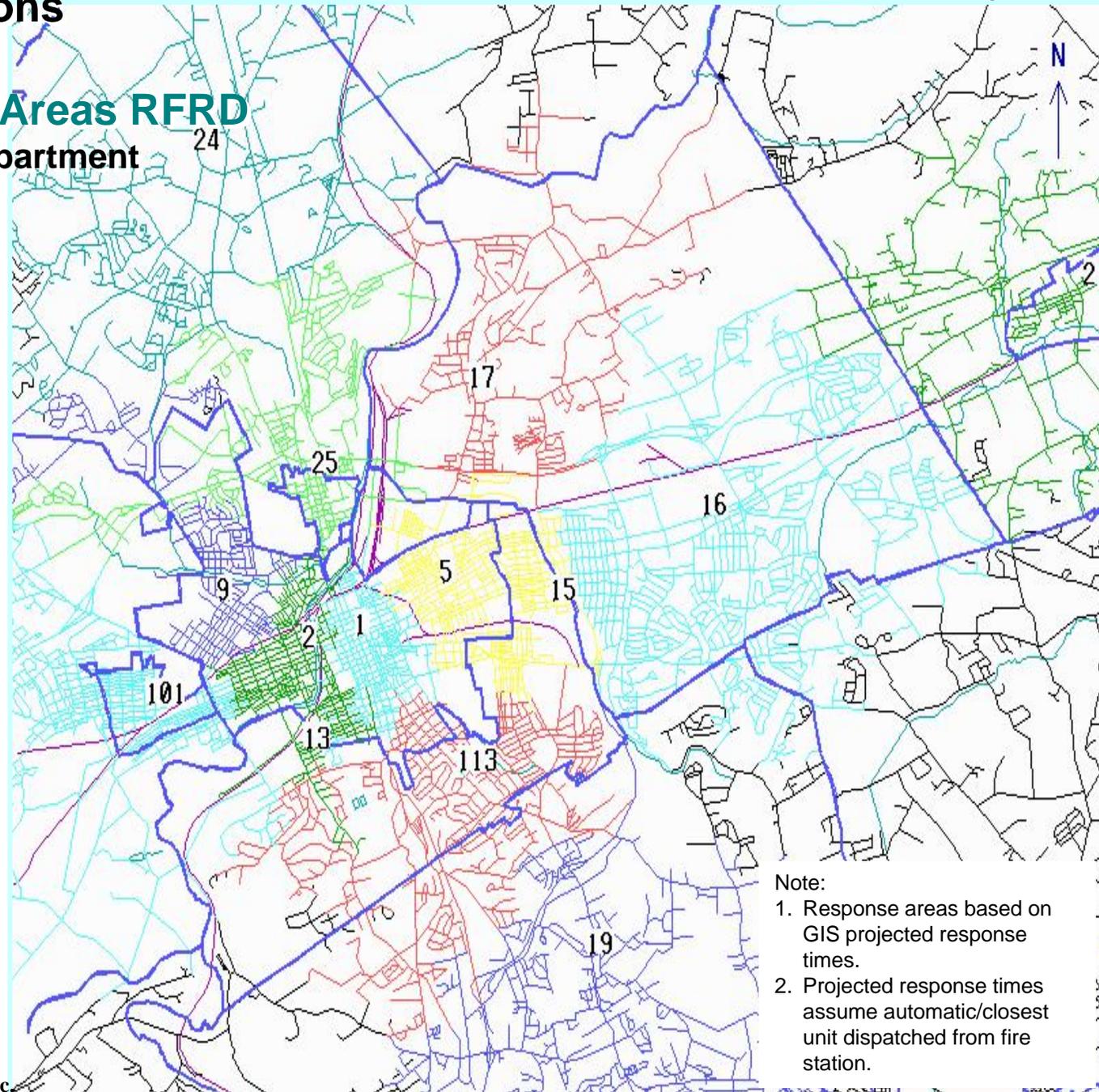
York Area Fire Stations

Proposed Projected Engine Response Areas RFRD

Regional Fire Rescue Department Study

Station Numbers

- 1: York
- 2: York
- 5: York
- 9: York
- 11/101: West York
- 13: Spring Garden-Grantley
- 15: Spring Garden-Victory
- 16: Springettsbury-Springetts
- 17: Springettsbury-Commonwealth
- 19: York Township
- 21: Hellam
- 24: Manchester
- 25: North York



- Note:
1. Response areas based on GIS projected response times.
 2. Projected response times assume automatic/closest unit dispatched from fire station.

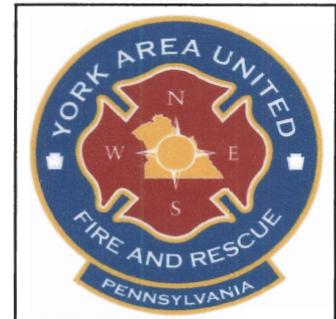
CHAPTER SEVEN

REGIONAL FIRE AGENCY IMPLEMENTATION

This Chapter includes a number of aspects of the implementation of the Regional Fire Rescue Department (RFRD): discussion of the basis for decision-making, transition, staffing, planning, surplus property disposal and potential savings from regionalization. Additionally, an Implementation Plan with a schedule outlined in short-, medium- and long-range terms is included for consideration by the participating York area municipalities. Most importantly, officials in the Charter Municipalities should decide on an appropriate model with options.

This Joint Fire Services Planning Study includes one model for consideration. The recommendations in this Plan represent the Study Team's best judgment at this time. Of course, municipal officials from the participating Townships should make the final decision on options and recommendations in this Plan.

During the preparation of this report, the Bradley Academy for the Visual Arts, located in York, assisted the Joint Fire Services Committee in the development of a name and associated visuals (patch for use on letterhead and uniforms, etc.) for the RFRD. The selected name of the new fire regional fire agency is the York Area United Fire and Rescue (YAUFR). The seal/patch for YAUFR is illustrated to the right. The Study Team was advised that the name and seal/patch have been approved by the Committee and both Townships. Therefore, this name has been utilized in this Chapter and the excellent graphic was placed on the cover of this report and on some applicable illustrations in this report.



BACKGROUND

Employee and Stakeholder Participation

In developing this study, firefighters and officers in the Spring Garden and Springettsbury Fire Departments were interviewed to gain input concerning the Departments and their



REGIONAL FIRE AGENCY IMPLEMENTATION

BACKGROUND (continued)

suggestions for the future with a regional fire department. In addition, a number of property owners, business officials, fire officials, state officials, residents and other stakeholders were interviewed to gain their input on the current fire and rescue service provision and possible regionalization. A substantial number of the recommendations in this Study were suggested based on customer and service provider input.

ACTION PLAN

As the Townships chart an appropriate course for establishing a YAUFRR, the Study Team believes that the Fire Services Merger Committee will play a major role during the transition. Therefore, the Study Team recommends that the Fire Services Merger Committee continue to provide coordination and, in the interim, oversight until the Board of Commissioners is formed.

To assist the Charter Municipalities in reviewing this Study, considering possible changes and charting a course for the future, this section contains major areas for planning and implementation. The list is not inclusive of all options and recommendations in the plan. The timeline at the end of this Chapter outlines a suggested sequence with specific actions. All options and suggestions should be considered as time permits.

Review of Study

As a first step, the Charter Municipalities and, subsequent to formation of the York Area United Fire and Rescue, are encouraged to take an appropriate time to review the Study. This Fire Services Merger Plan is very detailed and requires consideration of a substantial amount of information, including the recommendations. During the review process, the Townships and YAUFRR are encouraged to gain relevant input and clarification on practices, procedures, policies and programs; incorporate any clarification/corrections in the report; reorder recommendations based on the review and relevant input; and, move forward.



REGIONAL FIRE AGENCY IMPLEMENTATION

ACTION PLAN (continued)

In making decisions regarding the implementation of the YAUFR, the Townships Board of Commissioners, once formed, and the Fire Chief, once appointed, should consider two key concepts: the human element, and customer and stakeholders considerations.

Human Element

An organization's most important resource is its people. Consideration of any form of change tends to generate anxiety and strong emotional feelings among those affected. Many of the perceived anxieties are unfounded, but that does not make the feelings any less real. This fact should be recognized and addressed as part of an implementation program.

Any fears, misgivings, or concerns about the implementation of the York Area United Fire and Rescue should be confronted frankly and openly by the participating municipalities and leadership of the YAUFR. Furthermore, the posture should be positive. Most of the barriers to a more efficient and cost-effective fire services delivery in any jurisdiction can be avoided or circumvented if more personnel were involved in the decision-making, as they have been in this merger project to date.

In short, maintaining a high consideration of the human element during any change is a key component to success.

Customer-oriented Decisions

While developing and/or considering options and recommendations for the a York area Regional Fire Rescue Department, safety was clearly an important cornerstone. However, any decisions to be made should consider what is best for the "customer:" the resident, the business owner, the shoppers and the visitors.



REGIONAL FIRE AGENCY IMPLEMENTATION

ACTION PLAN (continued)

Although day-to-day issues consume a great deal of energy, public safety personnel everywhere need to guard against “losing track” of organizational purpose: to provide timely and quality service to the customer. In that regard, the Study Team was impressed with the strong commitment and attitudes of the fire personnel in the participating Spring Garden and Springettsbury Fire Departments.

Resolution/Ordinance and Charter Agreement

Both participating Townships will initially need to review, finalize and adopt a resolution or ordinance. This document will authorize appropriate Township officials to sign, on behalf of the Townships, the Charter Agreement that provides the details of the formation of the York Area United Fire and Rescue.

Subsequently, the designated Township officials are encouraged to sign the Charter Agreement with appropriate revisions made as a result of consideration of the findings and recommendations in this Study and any subsequent consideration by the Township officials.

The Study Team was very impressed with the work of the participating Townships and their appointed Fire Services Merger Committee in the work performed to plan and prepare for the implementation of the York Area United Fire and Rescue. A number of assessments and planning documents were prepared, including a draft Charter Agreement, that should facilitate the formation of the YAUFRR. The Committee and officials of the participating Townships should be commended for their foresight and hard work on this important project. This progressive work should result in a smooth transition to a state-of-the-art regional fire and rescue services delivery agency.



REGIONAL FIRE AGENCY IMPLEMENTATION

ACTION PLAN (continued)

Governance of the YAUFRR

The approach to the governance of the YAUFRR is key to its long-term success. The adoption of the proposed Charter Agreement would establish a Board of Commissioners to oversee the York Area United Fire and Rescue. Officials are encouraged to appoint the following members to the Board of Commissioners: one representative and one alternate from each Charter Municipality, and one citizen-at-large to be appointed on a rotating basis among the Charter Municipalities. The officers of the Board of Commissioners would be a chairman, vice chairman and secretary/treasurer. Of course, should more municipalities choose to participate, the Board of Commissioners would be expanded with additional members.

Selection of the Fire Chief

Possibly the most important staffing decision to be made by the Board of Commissioners will be the selection of the first YAUFRR Fire Chief. The individual selected for this extremely important position will not only administer and command the day-to-day functioning of the YAUFRR, but will “set the tone” for this new fire agency. The Fire Chief should have a comprehensive vision for the future of the YAUFRR, and should be seen as a progressive fire services leader and innovator. This individual will be expected to lay the groundwork for the YAUFRR to grow into a state-of-the-art fire and rescue service delivery agency that is respected in the York region and in the Commonwealth of Pennsylvania.

This individual should be selected from a pool of extremely qualified candidates with, among other things, experience in medium to large fire department/s, successful combination fire department/s, regional fire service delivery, a strong applicable educational background and Executive Fire Officer and/or Chief Fire Officer designation. Qualified, interested candidates for this critical position should be recruited and selected from inside and outside the Charter Municipal fire departments. The Study Team suggests that the Board of Commissioners consider filling this position through a national search.



REGIONAL FIRE AGENCY IMPLEMENTATION

ACTION PLAN (continued)

Funding Formula

Another important decision to be made will be the funding formula to be determined for the allocation of costs among the current and future Charter Municipalities. A number of options are outlined for consideration, including the relative assessed property valuation, incident call load, population, square miles and road miles of the Charter Municipalities. Other options outlined include a combination approach, with each formula category weighted, and the possible inclusion of the relative level of volunteer firefighter activity in a combination funding formula approach.

For fiscal stability purposes, the option of a fiscal formula transition phase-in period should be considered, possibly three to five years, to coincide with the implementation of the recommended new, centrally-located Tri Hill area fire station.

Volunteer Recruitment, Retention, and Involvement

The Townships have made it clear as to their desire and intention that the YAUFRR be a combination paid and volunteer -staffed fire service delivery agency. The leadership of the volunteer fire companies have indicated their concern that they may not be allowed to be a part of the YAUFRR and involved in emergency fire and rescue service delivery in the future. This planning document includes a number of recommendations for the Townships, the YAUFRR, the volunteer fire companies and the volunteer members that are intended to retain and regenerate the involvement of volunteer members of the communities in the delivery of fire and rescue services.

The maintenance and enhancement of volunteer involvement in fire protection of the Townships will not be an easy task. In the opinion of the Study Team, who have provided planning services for more than 100 volunteer fire agencies, it is possible to maintain a team effort on the part of all involved: Townships, YAUFRR, volunteer fire companies and



REGIONAL FIRE AGENCY IMPLEMENTATION

ACTION PLAN (continued)

volunteer members. Each must make a commitment to this task and consider following through with essential tasks and actions, including the first action by the volunteer fire companies and members: to decide to be involved as a member of the YAUFR team.

Training Plan

In order to be capable of providing quality fire and rescue services, firefighters and officers must be well trained throughout their career (paid and volunteer). The ability of firefighters and officers to provide effective service is enhanced through training, certifications, and experience gained over time.

A number of recommendations in this Plan relate to the components of a high quality firefighter training program, including the need to develop and implement a comprehensive fire and rescue training program that would include recruit training, probationary training, in-service training, officer training and chief executive level training and certification. A high priority should be placed on the development and implementation of an YAUFR training plan.

Policies, Procedures and Standard Operating Guidelines

The implementation of the YAUFR will require a major effort to develop and implement a comprehensive set of policies, procedures and SOGs for operations, administration and personnel. Critical to this effort will be the development of a complete set of safety-related policies, procedures and SOGs.

It is suggested that a committee made up of a broad cross section of YAUFR staff, including a union representative, be selected to work on this important effort and make recommendations, in the form of drafts, to the Fire Chief and Board of Commissioners.



REGIONAL FIRE AGENCY IMPLEMENTATION

ACTION PLAN (continued)

Emergency Medical Services Delivery

The delivery of quality emergency medical services in a community is one of the most important public safety services provided to residents and business owners/operators. There are a number of important pre-hospital components of an EMS system, including EMS first responder, and treatment and transport services.

In the area to be served by the YAUFRR, the fire departments provide EMS first responder services. The patient transport service in Spring Garden is provided by the paid and volunteer members of the Grantley Volunteer Fire Company. Springettsbury is provided EMS transport services by the paid personnel of the Township's Department of Fire and Rescue Services.

Nationally, the trend is for all pre-hospital EMS services (first responder and transport) to be fire agency-based. Due, for example, to the opportunity to cross-utilize fire and EMS staff on differing fire and EMS incidents with dual-trained firefighter/EMT personnel, there are efficiencies that may be attained through a fire-based pre-hospital EMS approach. A more efficient team approach with improved communications and utilization of personnel may be attained. Further, in some fire and EMS systems, efficiencies may be attained in the supervision and oversight of the staff through utilization of one command structure.

Another approach could be considered, similar to that utilized by the Manchester Township Fire Services Department, which utilizes cross-trained firefighter/EMS staffing.

For these reasons, the Townships and the YAUFRR should consider assessing the fire-based EMS option for transport services for the future. Such a planning effort could include Grantley EMS from the perspective of ensuring a fully cooperative team effort with similar operating procedures and protocols for improved mutual operation.



REGIONAL FIRE AGENCY IMPLEMENTATION

TRANSITION STAFFING PLAN

The implementation of the York Area United Fire and Rescue will require the development and implementation of a transition staffing plan. By necessity, the specific components to be included in such a plan would depend upon the rank structure and staffing plan ultimately approved for implementation.

A transition staffing plan for the staffing options outlined in this Chapter could include the following in two phases.

- Phase One: The first phase would be the staffing upon establishment of the York Area United Fire and Rescue when it is under the direction of a newly appointed Fire Chief and Deputy Chief.
- Phase Two: The second phase of the transition staffing plan would occur with the implementation of the three fire station model, with a more centralized Tri Hill area fire station located in Spring Garden Township.

Phase One staffing is illustrated in Figure 7.1. This initial phase envisions essentially maintaining the same pre-merger apparatus staffing levels, with changes in rank structure as outlined in the Model YAUFRR Chapter. The rank structure changes would involve the creation of the battalion chief position and the utilization of the position of captain for station officer/unit officer and the rank of lieutenant for the unit officer function.

This initial Phase One staffing plan also would involve the implementation of the new civilian positions of administrative officer and office assistant to provide administrative (budget, personnel, planning, etc.) management support to the Board of Commissioners, the Fire Chief and YAUFRR generally.



REGIONAL FIRE AGENCY IMPLEMENTATION

TRANSITION STAFFING PLAN (continued)

Figure 7.1
ALTERNATE STAFFING MODEL* - FOUR STATIONS
York Area United Fire and Rescue

RANK	CURRENT	YAUFR	DIFFERENCE
UNIFORMED POSITIONS			
Chief	1	1	0
Managing Director	1	0	-1
Deputy Chief	0	1	+1
Battalion Chief	0	3	+3
Captain	3	4**	+1
Lieutenant	3	3**	0
Firefighter	26	22	-4
Total Uniformed	34	34	0
CIVILIAN			
Administrative Officer	0	1	+1
Office Assistant	0	1	+1
Total Civilian	0	2	+2
TOTAL	34	36	+2

Note: *Assumes staffing of 4 engines with cross staffing of one truck.

**One temporary captain and one temporary lieutenant promotion pending reduction in fire stations.



REGIONAL FIRE AGENCY IMPLEMENTATION

TRANSITION STAFFING PLAN (continued)

The Phase Two staffing plan (see Figure 7.2) for the three fire station model would involve a number of changes, staffing the truck at Fire Station 16 with the minimum of two staff, adjusting the number of captain and lieutenant positions to reflect the reduced station captain and increased unit officer position for the truck.

Figure 7.2
ALTERNATE STAFFING MODEL* - THREE FIRE STATIONS
York Area United Fire and Rescue

RANK	4 STATION	3 STATION	DIFFERENCE
UNIFORMED POSITIONS			
Chief	1	1	0
Deputy Chief	1	1	0
Battalion Chief	3	3	0
Captain	4	3**	-1
Lieutenant	3	4**	+1
Firefighter	22	22	0
Total Uniformed	34	34	0
CIVILIAN			
Administrative Officer	1	1	0
Office Assistant	1	1	0
Total Civilian	2	2	0
TOTAL	36	36	0

Note: *Assumes staffing of one ladder truck at minimum staffing of two.

**One temporary captain promotion removed and one lieutenant promotion made.



REGIONAL FIRE AGENCY IMPLEMENTATION

TRANSITION STAFFING PLAN (continued)

The newly created battalion chief positions should be filled from within the two participating fire departments from current captains (Springettsbury) and lieutenants (Spring Garden). It appears that personnel in these two positions currently perform battalion chief shift command and shift administration duties performing similar functions: command, shift administration and unit officer-related work.

Therefore, it seems that the current Springettsbury captains and Spring Garden lieutenants should be considered eligible to compete for the new positions of battalion chief through an appropriate process developed under the direction of the Fire Chief. The best qualified candidates applying should be selected for promotion.

Future Staffing Model - Post Transition Uniformed Staffing

The implementation of the two transition staffing models envisions the utilization of collateral duty assignments for handling many of the support functions for operations and administration, including safety, training, and fire prevention. Subsequent to the two phases of transition staffing suggested, the Fire Chief and Board of Commissioners should continually monitor and assess the apparatus and other uniformed staffing needs of the YAUFR.

As the Fire Department develops and grows with additional participating fire and rescue agencies, the YAUFR staffing of a number of key functions in the Department should be considered, including:

1. Fire prevention;
2. Operational command;
3. Training;
4. Administration;
5. Apparatus purchasing and maintenance;
6. Emergency medical services; and,



REGIONAL FIRE AGENCY IMPLEMENTATION

TRANSITION STAFFING PLAN (continued)

7. Volunteer recruitment and retention programs.

Post-Transition Civilian Administrative and Support Staffing

The suggested initial staffing model includes one professional administrative officer to handle essentially all budgeting, personnel, purchasing and planning functions. An office assistant is also suggested who would handle office management and clerical functions. This administrative support staff seems to be adequate for the transition and into the initial stages of growth and development of the YAUFRR.

Post-transition, as the operations and administration of the YAUFRR become more focused and the Department grows with the addition of further participating fire and rescue agencies, the Fire Chief and Board of Commissioners will need to monitor civilian staffing needs and make adjustments and additions to the civilian staffing as appropriate. The broad cross-section of possible civilian staffing functions include:

1. Finance and budgeting;
2. Purchasing;
3. Administrative and secretarial;
4. Planning;
5. Computer and technology;
6. Grant development and administration; and,
7. Apparatus repair.

Calculating Apparatus Staffing Needs

The Study Team typically utilizes a nationally recognized formula to assist in determining the adequacy of the total apparatus staffing in a fire department. That formula can provide a



REGIONAL FIRE AGENCY IMPLEMENTATION

TRANSITION STAFFING PLAN (continued)

measure of accuracy in determining the actual number of firefighters and officers required to staff fire apparatus, given the minimum staffing levels approved by the municipality.

Using the number of apparatus and minimum staffing levels of two per unit, that formula is outlined as follows. To staff one position on a 24-hour basis and allow time off for training, vacations and sick leave, and on-the-job injuries requires 3.7 employees. The Study Team was advised that the average annual time off for firefighters and officers has been 360 hours, including time off for vacation, sick leave and on-the-job injuries. Based on this average number of hours off, the number of personnel required could be calculated as follows for the YAUFR:

Currently Staffed Apparatus - Phase One: Four Fire Station Model

4 pumpers x 2 staff x 3.7	=	29.6 staff
1 truck - cross staffed	=	00.0 staff
1 shift commander x 3.7	=	<u>3.7</u> staff
TOTAL	=	33.3 staff

The Study Team was advised that, currently in the two Township fire departments, part-time firefighters in Springettsbury and the Fire Chief in Spring Garden are utilized to maintain the minimum apparatus staffing levels.

Staffed Apparatus - Phase Two: Three Fire Station Model

3 pumpers x 2 staff x 3.7	=	22.2 staff
1 truck x 2 staff x 3.7	=	7.4 staff
1 shift commanders x 3.7	=	<u>3.7</u> staff
TOTAL	=	33.3 staff



REGIONAL FIRE AGENCY IMPLEMENTATION

TRANSITION STAFFING PLAN (continued)

The 3.7 staffing requirement used above is calculated as follows:

Total hours in a year:	8,760
Firefighters work 52 hours x 52 weeks	2,704
Minus average time off	<u>- 360</u>
TOTAL HOURS AVAILABLE	2,344

$$\text{Number of Employees} \quad \frac{8,760}{2,704} = 3.7 \text{ (rounded)}$$

The Townships and YAUFRR should verify these calculations, and hours of time off, when making any apparatus staffing-related decisions.

The hours worked data utilized by the Study Team is estimated based on past experience by the Township fire officials. For the future, the YAUFRR should consider maintaining ongoing accurate, readily available records of employee time off the “floor” for purposes of the annual budgetary confirmation of the positions needed for authorized apparatus staffing.

With periodic confirmation of leave/unavailable time, including vacation, sick, training, on-the-job injuries and details, the YAUFRR may determine its budgetary firefighter and officer position requirements from year-to-year. This would also assist in assuring that the budgeted overtime requirements are appropriately funded for the YAUFRR.

FIRE STATIONS UTILIZED BY THE YAUFRR

All current fire station facilities utilized by the Charter fire departments are owned by the volunteer fire companies who have been receiving compensation from the Townships for use of their facilities by the Spring Garden and Springettsbury fire departments. With the implementation of the YAUFRR, the compensation to the volunteer fire companies for facility use should continue, to the extent that facilities used by the YAUFRR continue to be utilized.



REGIONAL FIRE AGENCY IMPLEMENTATION

FIRE STATIONS UTILIZED BY YAUFRR (continued)

Two new fire stations are suggested in this Plan: a Tri Hill area fire station to serve the Spring Garden service area of the YAUFRR and a Headquarters/Fire Station 16 in the vicinity of the York Container Company. The volunteer fire companies should consider relocating their functions to the respective new fire stations.

It is assumed that the Victory Fire Company would choose to remain at their current location due to the size of the facility for continued bingo use. Grantley could choose to relocate to the new Tri Hill area fire station and Springetts/Springettsbury could choose to relocate to the Headquarters Fire Station facility. In the event that either Grantley and/or Springetts/Springettsbury choose to relocate to the new facilities, these fire companies are encouraged to consider selling their current facilities and applying the funds to the construction of the new facilities for enhanced volunteer support facilities.

FISCAL IMPACTS

There are potential savings from regionalization. The primary areas for savings involve the allocation of apparatus. Previous chapters have addressed the possible results of regionalization in these areas. A summary of estimated savings follows.

Fire Stations

The Charter Municipalities/YAUFRR could accrue savings in fire station use fees paid to the volunteer fire companies for the reduction from three to four fire stations, in the event the three fire station model is implemented. This would be a potential total savings in FY2006 of \$34,970, \$14,170 saved by Grantley and \$20,800 saved by Victory. However, there would be the cost of annual operations of the new replacement YAUFRR-owned Tri Hill area fire station that would require operating expenses that could equal the potential savings in funds no longer paid to the fire companies.



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

Potential Apparatus Savings

The Model YAUFRR Chapter presented an option for reducing the total primary apparatus (engines) fleet operated by the Charter Municipality fire departments by up to two engines. This fleet reduction could provide the following decrease in future apparatus costs and a potential revenue from the disposition of current surplus units as follows:

- Twenty-year life cycle replacement cost savings of \$900,000
Based on the current cost of replacing an engine at \$450,000.
- 20-year annual operating and maintenance expense savings of \$400,000
Based on an average annual maintenance cost of \$10,000 per engine for the typical twenty-year life cycle.
- Revenue (or trade-in value) from sale of excess apparatus of \$60,000
Based on an estimated residual value of \$30,000 per engine.

In summary regarding apparatus, the Charter Municipalities, volunteer fire companies, and the YAUFRR could incur a 20-year life-cycle savings in the cost of purchasing and maintaining apparatus totaling \$1.3 million and a potential one-time revenue of up to \$60,000 could result from the sale or trade-in of surplus apparatus. These savings would only occur if the suggested changes are made as outlined in this Plan. Moreover, the savings would accrue to the owner of the apparatus: volunteer fire companies, Townships and/or YAUFRR.

Personnel Savings

Additionally, at the present time, the two Charter Municipalities must negotiate two labor contracts on a periodic basis. Negotiating labor contracts can be expensive, both in terms of



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

actual expenditures, as well as staff time, particularly if any aspects of those negotiations become litigated. The Study Team is not in a position to estimate the cost savings by reducing the number of collective bargaining agreements to be negotiated to one contract. However, based on informal discussions with personnel in the participating fire departments, cost savings should be attained in this area by the municipalities.

The participating municipalities have already attained service improvements and efficiencies through the implementation of regional dispatching, mutual aid and joint adoption of a number of operational procedures. The savings projected in this section, however, can only be attained through full fire department regionalization. Additionally, significant productivity improvement may be attained through the implementation of the EMS transport option by the YAUFRR.

It should be noted that initially, upon full regionalization, the cost impact will be primarily that of cost containment and avoidance, as well as the savings resulting from fire station closure and reduced apparatus fleet costs. Subsequently, as the YAUFRR is fully implemented, the significant opportunities for service delivery improvement through cooperation and the expansion of the YAUFRR may occur.

Apparatus Replacement Schedule

The participating Township fire departments operate 15 pieces of fire and rescue vehicular apparatus: six pumpers, two ladder trucks, one air unit, two service (pickup) units, and four command and support SUVs. Township officials provided the Study Team with a suggested replacement schedule for these units (see Figure 7.3).



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

Figure 7.3
APPARATUS REPLACEMENT SCHEDULE
York Area United Fire and Rescue

UNIT	TYPE	MAKE/MODEL	YEAR	YEAR TO REPLACE
Engine 13*	Pumper	Grumman/Spartan	1988	Remove
Engine 15-1	Pumper	E-ONE	2003	2019
Engine 15-2	Pumper	FL80 Freightliner	1995	2010
Engine 16	Pumper	Spartan/Laverne	1996	2008
Engine 17-1*	Pumper	Spartan/Laverne	1996	Remove
Engine 17-2	Pumper	Pierce Arrow	1988	2011
Truck 15**	Ladder	LTI/Spartan	1988	Reserve
Truck 16	Ladder	American LaFrance	2002	2017
Command 10-1	SUV	Ford Expedition	2006	2016
Command 10-2**	SUV	Ford Explorer	1999	Reserve
Command 40-1	SUV	Ford Expedition	2005	2015
Command 40-2	SUV	Ford Expedition	2000	2010
Air Unit 16	Truck	Mack	1994	2009
Service 16	Pickup	Ford	2001	2016
Service 17	Pickup	Ford	2001	2016

Source: Participating fire department officials.

Note: *Suggest remove from fleet: sell or trade-in.

**Suggest remove from service and place in reserve fleet.



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

The Model YAUFR Chapter of this Plan includes a suggested 20-year apparatus replacement schedule for possible adoption, with appropriate changes, by the YAUFR Board of Commissioners. Although the replacement schedule outlined in Figure 7.3 does not follow the recommended schedule precisely, it appears to be reasonably close and likely includes some judgment exercised by knowledgeable officials. It should be considered for adoption by the Board of Commissioners, with any changes determined appropriate.

Budget Projections

Participating Township officials provided the Study Team with current and projected budget data for review and consideration. The FY2006 fire and rescue services budget of the two Townships totals \$3,370,789.91; this amount includes salaries and wages, operating, and capital expenses in the form of lease-purchase of apparatus costs.

The Township officials also projected the possible annual budgets for the YAUFR through FY2009, with the approved combined FY2006 as the baseline, as if the two fire departments were merged. Figure 7.4 illustrates the approved and projected budgets.



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

Figure 7.4
SUMMARY OF PROJECTED FIRE SERVICE DELIVERY COSTS
York Area United Fire and Rescue
FY 2006

FISCAL YEAR	PROJECTED BUDGET
FY 2006	\$ 3,370,593.81
FY 2007	\$ 3,486,538.68
FY 2008	\$ 3,545,269.85
FY 2009	\$ 3,679,334.37

Source: Springettsbury and Spring Garden Townships.

According to officials, these projections were based on a detailed category-by-category analysis and projection for each future year, considering such things as union contract provisions, health care costs, and Social Security cost increases estimated by an insurance provider. Reportedly, similar projections were made for the option of the fire departments remaining separate within each township. The comparison of projected costs between merged and separate fire service delivery showed a conservative annual savings of as much as \$17,049.31 for the YAUFRR option.

There are a number of categories where data was not currently available or further analysis remains needed in order for there to be a precise completion of this effort. Moreover, certain decisions will need to be made regarding options for the merger, such as consideration of the suggestions contained in this Plan, in order for a final analysis to be completed.



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

The Study Team was very impressed with the level of detail and comprehensive approach taken by the staff of the Townships in conducting this fiscal comparative analysis. It is, by far, the most comprehensive fiscal analysis of its kind seen by the Study Team.

Transition Costs

As proposed in this Plan, there are a number of transition costs associated with the implementation of the York Area United Fire and Rescue, depending on decisions made by the Townships, the Board of Commissioners and the Fire Chief. A number of the projected costs are known, while others will need to be determined, if the decision is made for implementation.

Based on the Study Team's experiences, the following are estimated options and costs.

Operating and Salaries and Wages

- A. Arranging with the Springetts/Springettsbury Fire Company for the limited modification and use of their Fire Station 16 facility for use as the initial headquarters of the YAUFRR, estimated at \$50,000;
- B. Consulting with subject matter experts on various aspects of implementation, including legal and pension-related advice, estimated at \$50,000;
- C. Acquiring technical assistance for implementation, estimated at \$50,000;
- D. Transitioning to the new rank structure: battalion chief, captain unit officer/station commander and lieutenant as unit officer, estimated at \$50,000;
- E. Developing and implementing a comprehensive volunteer recruitment and retention program including length of service award program, estimated at \$20,000;
- F. Employing the administrative officer, estimated at \$60,000;
- G. Employing an office assistant, estimated at \$40,000;
- H. Implementing the training master plan, estimated at \$40,000;



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

- I. Negotiating the first YAUFRR labor contract, estimate unknown; and,
- J. Providing uniform and protective clothing startup costs estimated at \$10,000.

The total transition operating costs, and salaries and wages are estimated at \$370,000.

Capital Costs - Bond Funded

- A. Construction of a Tri Hill area YAUFRR fire station: the three-fire-station option, estimated at \$1.5 million; and,
- B. Construction of an YAUFRR headquarters, Fire Station 16 facility, estimated at \$2.5 million.

Alternate Sources of Funding

The Study Team is aware of a number of potential alternate sources of funding that should be considered by the Townships and the Fire Chief and Board of Commissions. They include:

- A. United States Fire Administration (USFA) Assistance to Firefighters Grant Program for grants and funding;
- B. U.S. Department of Homeland Security Commercial Equipment Direct Assistance Program for equipment for first responders;
- C. USFA Staffing for Adequate Fire and Emergency Response (SAFER) program;
- D. Federal Office of Hazardous Materials, Hazardous Materials Emergency Preparedness (HMEP) grant program;
- E. Occupational Privilege Tax (OPT): also known as the EMS tax;
- F. Commonwealth of Pennsylvania Governor's Center for Local Government Services grant funds for assistance to communities with fire merger project planning and assistance;
- G. Volunteer Firefighter's Relief Association State funds;



REGIONAL FIRE AGENCY IMPLEMENTATION

FISCAL IMPACTS (continued)

- H. Municipal Fire Tax;
- I. Fire inspection and plans review fees;
- J. False alarm charges; and,
- K. National Fire Academy Training Assistance funding.

There are a number of potential alternate sources of funding for various aspects of the provision of fire and rescue services. The YAUFRR and participating Townships are encouraged to aggressively research and seek out these and other opportunities for funding. Some of these sources have the potential for substantial ongoing sources of revenue and others may be one-time project specific grants or other funding. Fire departments that pursue alternate sources of funding find the revenue beneficial to service delivery and to many times supplement the normal primary source/s of funding.

FUTURE ADDITIONAL PARTICIPATING MUNICIPALITIES

Once the initial Charter Municipalities have taken action and the YAUFRR has been formed, the participating municipalities and the YAUFRR should aggressively encourage other municipalities to join the YAUFRR. It is through the increased full participation of other regional fire service delivery agencies that the full benefits of a regional fire and rescue service delivery agency may be attained.

Future additional participating municipalities would need to adopt an appropriate resolution/ordinance and revised Charter Agreement for their fire and rescue service delivery agency to become part of the YAUFRR.



REGIONAL FIRE AGENCY IMPLEMENTATION

IMPLEMENTATION PLAN

If officials develop a regional fire department, Figure 7.5 is a suggested implementation timeline for consideration by members of the participating municipalities. Of course, a final timeline should be determined by municipal officials.

ANNUAL UPDATES

The Townships and YAUFRR are encouraged to assign staff to update this Plan on an annual basis. Moreover, a “mini-merger” plan should be developed in order to assess and plan for each additional fire and EMS service delivery agency.

QUALITY OF PERSONNEL

In the conduct of comprehensive studies and plans such as this one, it is not unusual for fire department personnel to resent a study and/or fail to participate in the study. In the Charter Municipalities, the Study Team was most impressed with the attitudes and quality of personnel. This positive impression includes members of IAFF, volunteers, Township officials and staff. They expressed pride in a number of the very progressive programs and initiatives by the participating fire departments. This pride and accomplishment are well deserved.

In the judgment of the Study Team, the stakeholders in the Spring Garden and Springettsbury (residents, business officials, elected and appointed officials, and visitors) can be very proud of the employees and volunteers of the respective fire departments. It was a pleasure for the Study Team to work with members on the current model merger programs and those that should be considered for the future.



REGIONAL FIRE AGENCY IMPLEMENTATION

VISION FOR THE FUTURE - YORK AREA UNITED FIRE AND RESCUE

The following is a summary of the vision for the future of a York Area United Fire and Rescue (YAUFR):

- A. Policy direction provided -y a Board of Commissioners;
- B. Operational command and administration by a progressive Fire Chief;
- C. Organization structure including the bureaus/divisions of Operations, Fire Prevention, Training and Safety, and Planning and Research;
- D. Rank structure including Fire Chief, deputy chiefs, assistant chiefs, battalion chiefs, captains, lieutenants and firefighters;
- E. Implementation of a state-of-the-art fire and EMS training program;
- F. YAUFR delivery of pre-hospital EMS service delivery, including patient transport;
- G. Operations headed by an assistant chief and three to four battalion chiefs on each of the shifts;
- H. Operation of an aggressive fire prevention program, including firefighter/officer building inspections on a planned periodic basis;
- I. Operation of 12 to 15 fire stations aligned in battalions;
- J. Operation of 12 to 15 engines, 4 to 5 trucks and one heavy rescue;
- K. Apparatus fleet to include 3 to 4 engines and one truck for reserve service;
- L. Substantial volunteer participation in the operations of the YAUFR;
- M. Apparatus maintenance provided by a central shop with an apparatus maintenance staff;
- N. Assignment of an officer and two firefighters to each engine company;
- O. Assignment of an officer and two firefighters to each truck and heavy rescue company;
- P. Assignment of civilian personnel to staff positions, including budget, personnel, planning; and,
- Q. One union contract for officers and firefighters.



REGIONAL FIRE AGENCY IMPLEMENTATION

VISION FOR THE FUTURE - YAUFU (continued)

The following are estimated savings or cost avoidance to the participating municipalities with the implementation of a York Area United Fire and Rescue:

- A. Savings in 20-year replacement cost of apparatus: engines \$ 900,000
- B. 20-year savings in annual operating and maintenance expenses of apparatus \$ 400,00
- C. Revenue (or trade-in value) from sale of excess apparatus \$ 60,000

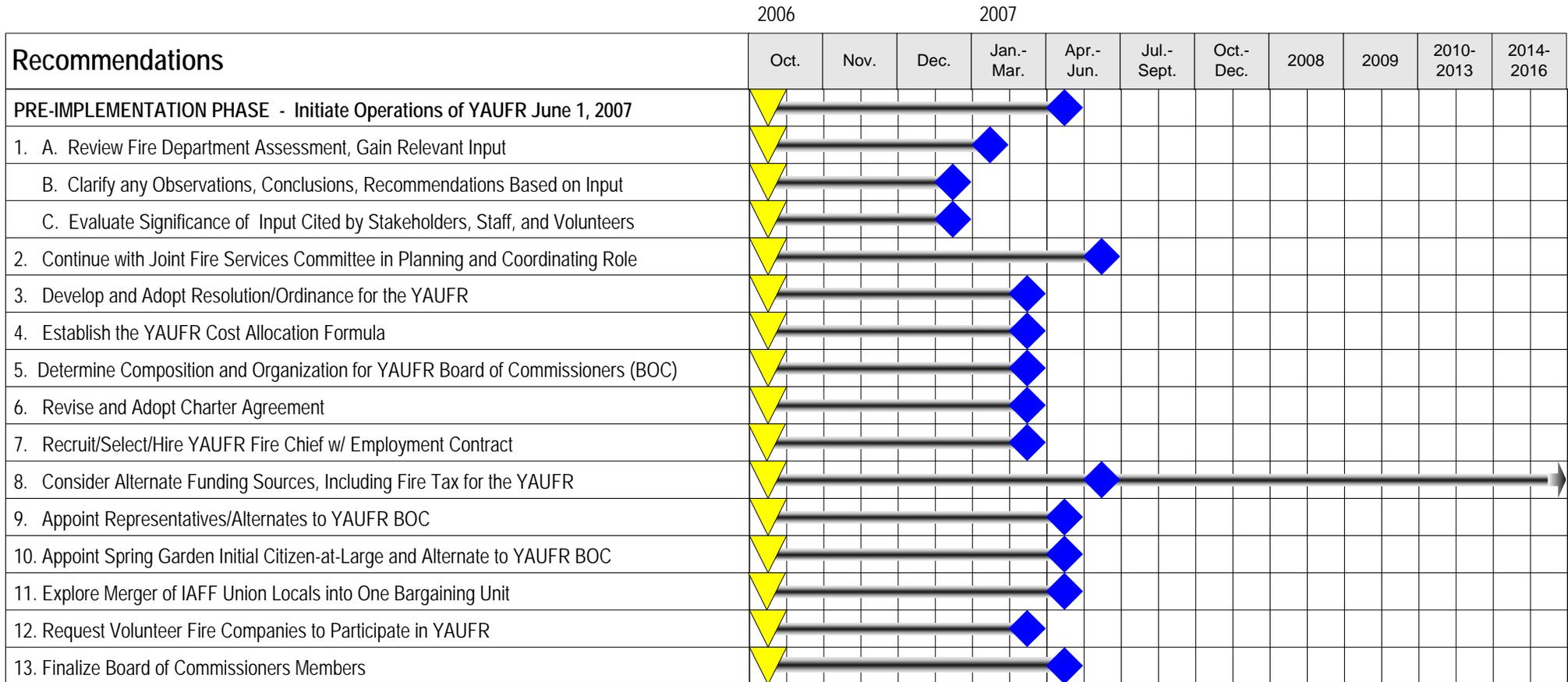


Figure 7.5

York Area United Fire and Rescue

Suggested Timeline

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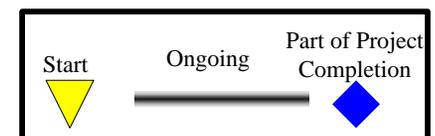
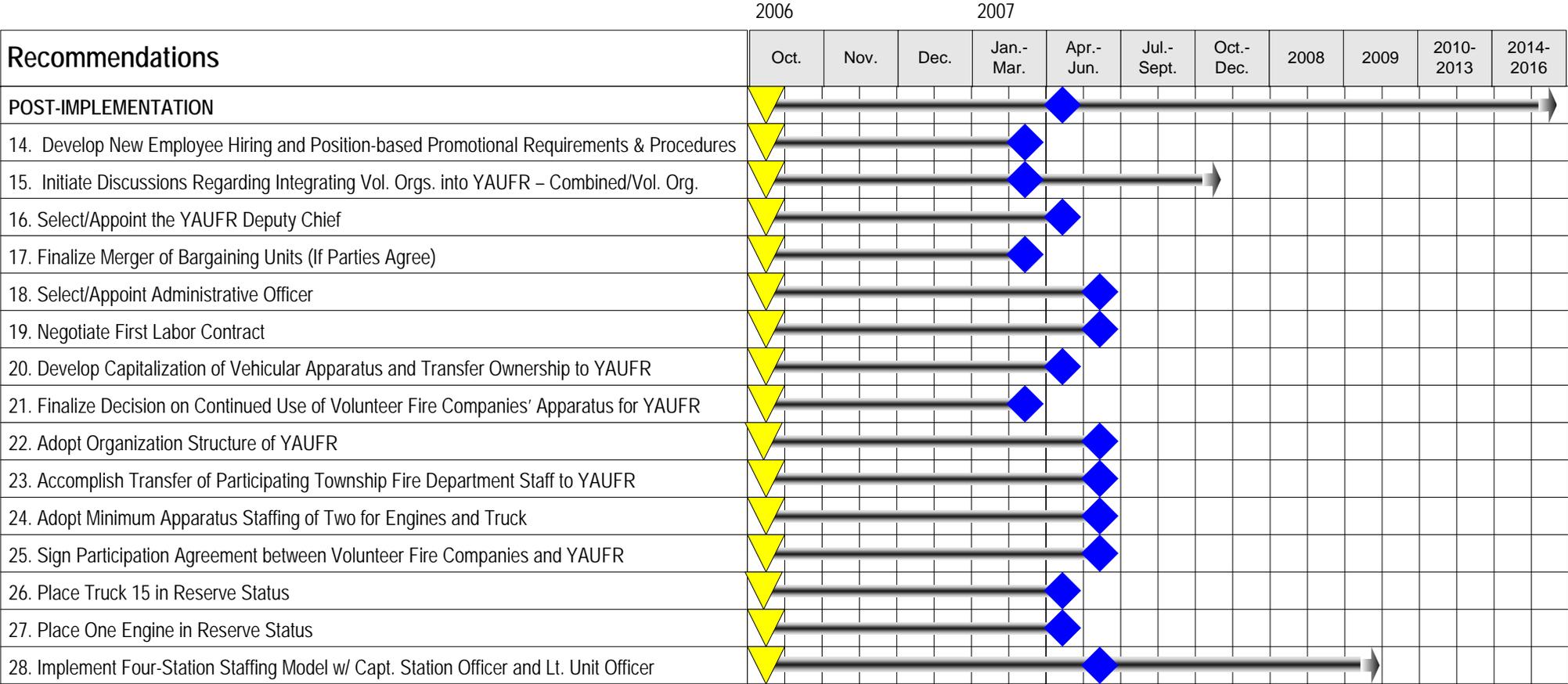


Figure 7.5

York Area United Fire and Rescue

Suggested Timeline

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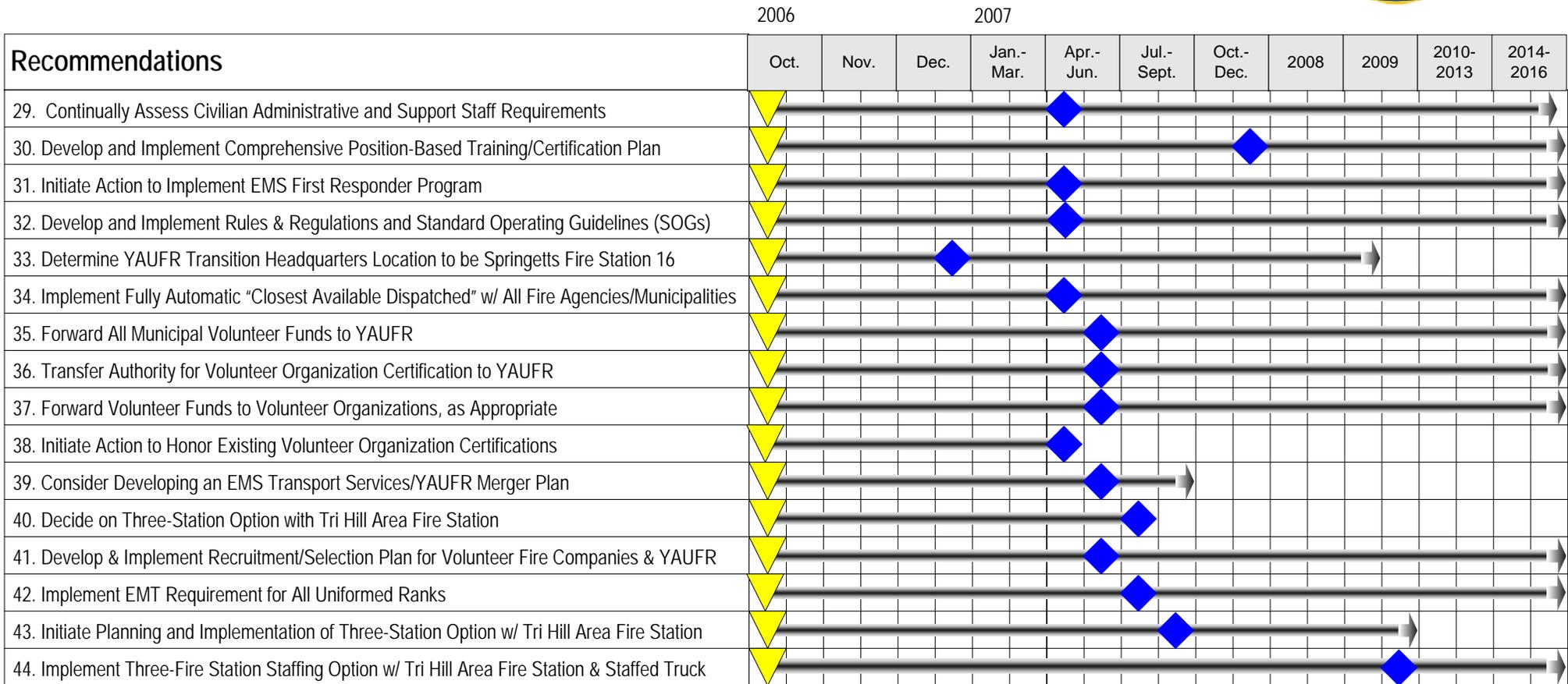


Figure 7.5

York Area United Fire and Rescue

Suggested Timeline

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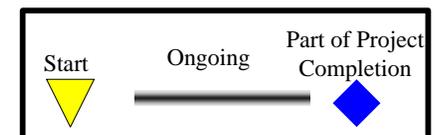
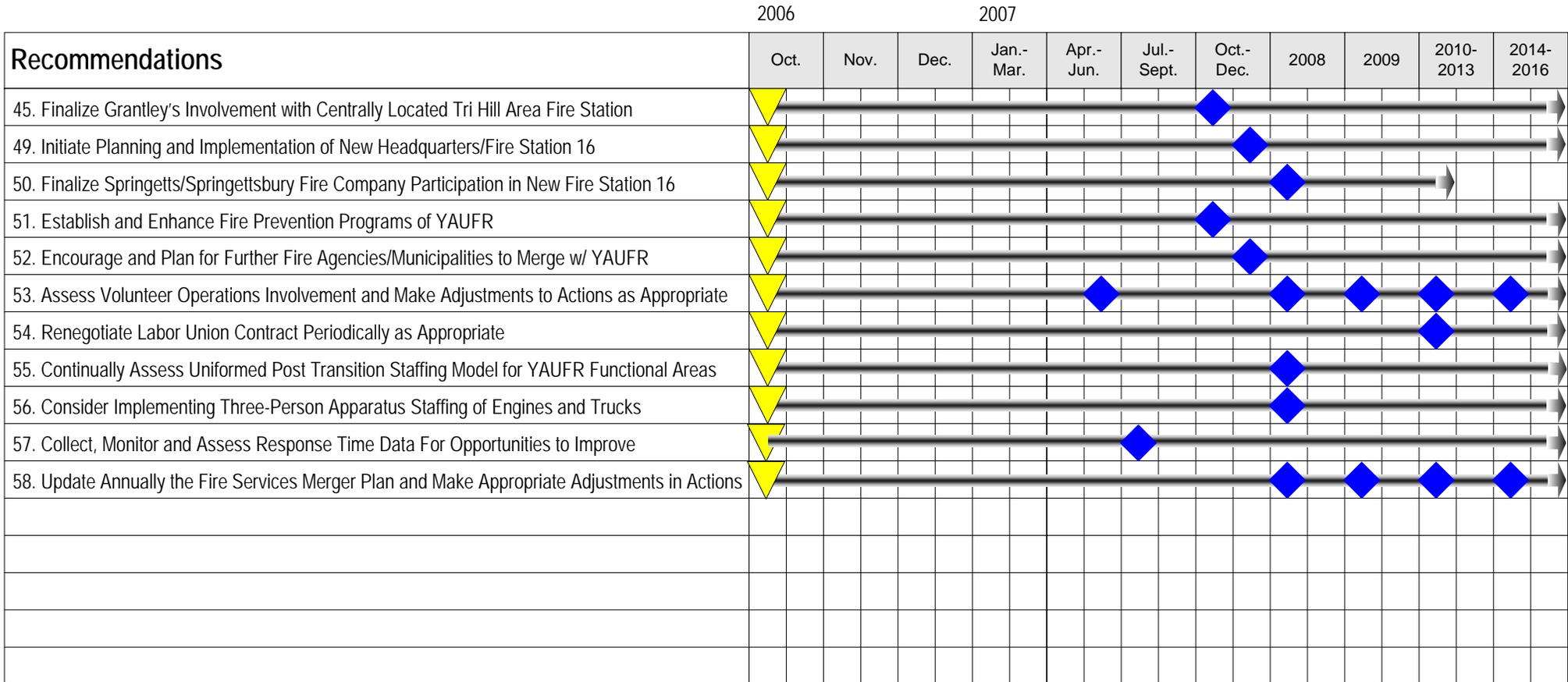


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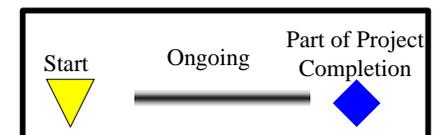
York Area United Fire and Rescue

Suggested Timeline

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