



March 19, 2009

To: City of Longview Council and Citizens

Re: **Standard of Cover Compliance Report for Year 2008**

On October 26, 2006, the Longview City Council adopted the performance policy standards and objectives as outlined in the Standard of Coverage as prepared by the Longview Fire Department by Resolution No. 1845.

BACKGROUND

Substitute House Bill 1756 is derived from and a modified version of National Fire Protection Association Standard 1710 *Standards for the Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Departments*. Longview has not adopted NFPA 1710; however, it does remain the national standard by which delivery of Fire and Emergency Services is measured.

COMPLIANCE

Longview is a "code" city with a career Fire Department that provides fire protection services in a specified geographical area. **Beginning in 2007, the City was required to comply with HB 1756, as legislated into law as RCW 35.103, using policies and objectives adopted by the Council in 2006.**

INTENT

RCW 35.103 states, "The arrival of first responders with automatic external defibrillator capability before the onset of brain death, and the arrival of adequate fire suppression resources before flashover is a critical event during the mitigation of an emergency, and is in the public's best interest."

RCW 35.103 requires the Fire Department to extract response data and evaluate levels of service (LOS), service deployment methods, and performance measures that apply to response time objectives for certain major emergency services, and provide an annual report based on the evaluation to the City Council and the public.

This report is intended to describe how effectively the Department is meeting each Council-adopted "response time objective," and "explain the predictable consequences of any deficiencies" in meeting the response time objectives, and "address steps necessary to achieve compliance" with adopted objectives.

RISK MANAGEMENT

RCW 35.103 states that the code "does not, and is not intended to, in any way modify or limit the authority of cities and towns to set levels of service." The City is not required to adopt unrealistic or unattainable time objectives.

REFERENCES

References include:

- Implementation Matrix, Washington Fire Chiefs (WFC) and the Washington State Council of Firefighters (WSCFF)
- Creating & Evaluating Standards of Response Cover for Fire Departments, Commission on Fire Accreditation International
- WCIA Risk Management Bulletin #29, July, 2006
- 2005 Legislative Summaries, Ogden Murphy Wallace
- Literature Review
- Best Practices
- Other

ADDITIONAL BENEFIT

Adoption of the RCW 35.103 Compliance Plan has the additional benefit of facilitating the delivery of Executive Staff's Supporting Initiative "Provide a Safe and Healthy Community."

2008 COMPLIANCE REPORT

RCW 35.103 requires the evaluation of the Council-adopted levels of service, deployment delivery methods, and response time objectives on an annual basis. The evaluations are based on data relating to the levels of service, deployment, and the achievement of each response time objective established by Council.

The reporting format below is the one that will be used in subsequent years to report annual compliance with Council-adopted standards to the City Council and the public.

STANDARDS OF RESPONSE COMPARISON (STANDARD OF COVER)

To measure the ability to arrive and begin mitigation operations before the critical events of "brain death" or "flashover" occur, the Fire Department is required to establish response time objectives, and compare the actual department results on an annual basis against the established objectives. The comparison began in 2007 with a comparison of the established response objectives against actual 2006 response times for the levels of response. This section provides that comparison and is compiled in Chart A.1.

- 1. Turnout and respond to all medical emergencies to provide basic life support (BLS) service in six minutes or less, 90% of time.**
 - 1. Standard was not met in 2008**
 2. Performance standard was met 66% of time in 2008
 3. Performance standard was met 77% of time in 2007.
 4. Performance standard was met 66% of time in 2006.

- 2. Contract provider(s) turnout and respond to all medical emergencies to provide advanced life support (ALS) service in eight minutes or less, 90% of time.**
 - 1. Standard was met in 2008**
 2. Performance standard was met 90% of time in 2008.
 3. Performance standard was met 90% of time in 2007.
 4. Performance standard was met 90% of time in 2006.

- 3. Turnout and respond to all fire emergencies in six minutes or less, 90% of time.**
 - 1. Standard was not met in 2008**
 2. Performance standard was met 60% of time in 2008.
 3. Performance standard was met 62% of time in 2007.
 4. Performance standard was met 65% of time in 2006.

- 4. Full Alarm responses arrive to fire emergencies in nine minutes or less, 90% of time.**
 - 1. Standard was not met in 2008.**
 2. Performance standard was met 68% of time in 2008.
 3. Performance standard was met 65% of time in 2007.
 4. Performance standard was not tracked in 2006.

- 5. Turnout and respond to all technical rescue and hazardous materials emergencies eight minutes or less, 90% of time.**
 - 1. Standard was not met in 2008.**
 2. Performance standard was met 73% of time in 2008.
 3. Performance standard was met 82% of time in 2007.
 4. Performance standard was met 79% of time in 2006.

- 6. Mutual aid resources, once requested, respond to hazardous materials emergencies with appropriately trained and equipped**

hazardous materials technicians to perform Hazmat Technician Level activities one hour or less, 90% of time.

- N/A; there were no technician level responses in 2008.
- N/A; there were no technician level responses in 2007.
- N/A; there were no technician level responses in 2006.

2008 Analysis By Incident					
Response Standard No.	Response Type	Number of Incidents	1st Arrive Response (minutes)	Percent meeting Standard	Full Alarm Response (minutes)
1	BLS EMS	3632	8	66%	
2	ALS EMS	3632	6	95%	
3	Structural Fire	84	6	60%	
4	Structural Fire	84		68%	9
5	Technical Rescue	65	8	73%	
6	HazMat Technical	0	60	0%	
n/a	Other	1737			
	Total Responses	5518	3751	68%	

Chart A.1

PREDICTABLE CONSEQUENCES

Predictable consequences for the deficient standards above include the potential for greater deterioration in the patient/victim’s medical condition, death, and increased property loss. Although response times are measurable as a risk factor, other inherent and varied risk factors that are less measurable also play a large role in outcomes, for example,

- time lapse between the onset of the emergency, discovery, and reporting
- distance traveled
- weather and road conditions
- adequate number of assembled resources on incidents
- access and traffic management features
- unavailable status of emergency units due to other emergencies
- emergency devices that allow bystanders to assist
- built-in fire detection and protection equipment, and
- type of construction and square footage.

Despite the various factors that affect outcomes that are outside the control of emergency responders, response times are one factor in the medical

chain-of-survival and structure fire time-temperature curve that governments can affect.

Response Standard No. 2, turnout and respond to all medical emergencies to provide advanced life support (ALS) service in eight minutes or less, 90% of time, reflects the highest level of response time achievement.

However, what is not reflected in this performance measure is the number of times ALS units are not available for response due to being assigned to other emergent calls or inter-facility transfers. The city has no obligation to provide EMS services by any statute, nor do agreements currently in place to impose any requirement for a minimum level of resources to be available for 911 responses. The ALS (advance life support) and transport services are currently provided to the city's community through AMR (American Medical Response) and Cowlitz 2 Fire & Rescue.

The risk of having no available ALS care and transport for our citizens will continue to increase as 911 incident volumes rise, creating even more stress on the Fire & EMS response services.

Response Standard No. 4, assembling full alarm response within 9 minutes or less requires assembling 15 firefighters on a residential fire incident.

Fifteen firefighters on an emergency incident is minimally sufficient to perform the critical rescue and firefighting tasks for residential fires. Twenty one firefighters are minimally sufficient for business and industrial fires. Structure fires are a dynamic event at which tasks and actions do not wait for all responding personnel to assemble, organize, and deploy. Rather, tasks are delegated as appropriate to the incident and available resources. The greatest predictable consequence for not meeting this standard is an increased risk to the limited number of firefighters deployed and the risk of civilian life and property loss caused by delay in hose stream application and the inability to ventilate heated gases and fire from the building.

CORRECTIVE ACTIONS

The following is a list of actions currently underway;

Awareness: At least quarterly, firefighters are made aware of the up-to-date turnout time standard which is part of the total response time. Being aware of the response time-standard gives firefighters a heightened sense of the importance of being quick to 'turn out' thereby improving the overall turnout time.

EMS Delivery System: The City of Longview is part of a county wide EMS delivery system. Fire and EMS entities of Cowlitz County engage in system planning; identify the critical stressors in the delivery system. One desired outcome is a Tiered Response Model that could better match resources with the emergency response call type; and narrowing the 'Level Zero" times that no EMS transport resources are available for response.

Triage Calls to 911: The Fire Department, along with our mutual aid agencies, will be evaluating how calls to 911 can be better managed through priority dispatching that either delays dispatching of certain low priority calls or even determining if there are types of calls that we discontinue responding to at all.

The following is a list of actions that would require additional budgetary support;

Response Deployment and Strategy:

Implement Strategic Deployment Plan as recommended by the Fire Chief to City Council March 19, 2009.

Respectfully submitted,

Daryl McDaniel, Fire Chief

Attachment: Addressing the Fire and EMS Gap Presentation to Council

Addressing the Fire and EMS Service Gap

March 19, 2009 Council Workshop

AGENDA

- Overview of Our Mission, Essential Priorities, and Desired Outcomes.
- Council's Strategic Initiative #4 and Deliverables
- EMS Current Level of Service and Fiscal Status Report
- Recommended Service Gap Implementation Plan
- Immediate Next Steps

Our Mission Supporting Yours

Our Mission:

“Maximize the Safety and Well Being of Our Community
by Reducing Risk to Life and Property.”

Our Essential Priorities:

- Prevention & Education
- Preparedness
- Emergency Response



Our Motto: *“QUALITY SERVICE, TIMELY RESPONSE”*

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Desired Outcomes of Our Services

■ **Our Vision**

- ✓ Working Alongside Others to Protect and Improve Quality of Life for Our Citizens and Our Community.

■ **Desired Outcomes**

- ✓ A Fire and Life Safety Educated Community.
- ✓ Citizens are Partners in Fire Prevention and Preparedness.
- ✓ Industry and Businesses Support Fire & Life Safety Code Enforcement Efforts to Minimize Commercial and Economic Loss Due to Fires.
- ✓ Public Safety Partners, Emergency Care and Health Care Entities Coordinate to Reduce Harm and Injury and Life Loss in Our Community.
- ✓ Fires and Other Emergencies are Quickly Mitigated, Minimizing Serious Loss of Life and Property.

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Council Strategic Initiative # 4

■ Address the Fire and Emergency Medical Services Response Gap

- ✓ Strategy A: (Fire & EMS Response)
 - Develop Deployment Strategies that Achieve NFPA 1710 Response Standards
- ✓ Strategy B: (Education & Prevention)
 - Bolster Prevention Programs to Reduce Risk to Life and Property

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STRATEGY A: Develop Deployment Strategies That Meet NFPA 1710.

■ Deliverables (or Outputs)

- ✓ Develop Fire and EMS Services Implementation Plan to Meet City Adopted Response Measures;

	2008
	Performance
– Respond to Medical Emergencies to Provide BLS Care in 6 Minutes or less 90% of Time (NFPA 1710 – 5 min)	66%
– Contract Provider(s) Respond to Medical Emergencies to Provide Advanced Care (ALS) in 8 Minutes or Less 90% of Time	95%
– Respond to Fire Emergencies in 6 Minutes or Less 90% of Time (NFPA 1710 – 5 min)	60%
– Full Alarm Response Arrives to Fire Emergencies in 9 Minutes or less 90% of Time	68%

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STRATEGY A: Develop Deployment Strategies That Meet NFPA 1710.

■ Deliverables (or Outputs)

- ✓ Evaluate Funding Options to Support Implementation Plan
- ✓ Monitor and Develop Strategies for Improved Private/Public Sector EMS Service Delivery
- ✓ Evaluate Effectiveness of Contracted Service Area Deployment Strategies
- ✓ Evaluate Service Impact of Annexations.

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Deliverable #1: Develop Fire and EMS Services Implementation Plan to Meet City Adopted Response Measures.

- Develop a Phased Implementation Strategy
- Evaluate Emergent and Non-emergent Incidents and Requests for Service
- Develop Contingencies for Strengthening Existing Partnerships

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Deliverable #2: Evaluate Funding Options to Support Implementation Plan

- EMS Levy-Super Majority
- Levy Lid Lift-Public Safety Simple Majority
- Ambulance Utility - Council Action
- Ambulance Transport/User Fee – Council Action
- Contracted Service Area Enhancements - Fire Administration Negotiations

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Deliverable #3: Continue to Evaluate Effectiveness of Current Resource Deployment Strategies

- Participate with County EMS Council on Developing a Tiered EMS Response System
- Analyze Response Data; Adjust Deployment Strategy as Necessary
- Develop Facilities Plan to Remodel Downtown Station and Remodel/Rebuild West End Station
- Develop Plan to Add an Additional Station (Joint Public Safety Facility with LPD)

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Deliverable #4: Monitor and Develop Strategies for Improved Private/Public Sector EMS Service Delivery

- Continue to Work with EMS Partners to Narrow “Level 0” Occurrences
- Add LFD EMS Transport Unit; Enhances Back-up to AMR
- Obtain BLS Transport License

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Deliverable #5: Evaluate Effectiveness of Contracted Service Area Deployment Strategies

- Update Inventory of River Front Facilities/Properties that Should be Subscribing for Fire & Emergency Services
- Improve Contract Boiler Plate that Addresses the Needs of the City and the Contracted Service Areas
- Educate Contracted Subscribers of the Minimum Staffing Necessary to Respond and Mitigate an Active Emergency Incident

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Deliverable #6: Evaluate Impact of Increased Demand of Annexed Areas

- Determine the Impact on Services as a Result of Annexations
- Ensure That Annexed Areas are Added to LFD's Response Area When Due to be Affected
- Develop Plan to Increase Staffing in West Longview

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STRATEGY B: Bolster Prevention Programs to Reduce Risk to Life and Property

■ Deliverables (outputs)

- ✓ Restore Fire Inspector at First Opportunity
- ✓ Enhance Public Education Program

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Deliverable #1: Restore Fire Inspector at First Opportunity.

- Reduce Service Gap from the Prevention and Education Perspective
- Reassign Hi-hazard Inspections to Certified Inspector.
- Reduce WSRB Rating Deficiency Points

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Deliverable #2: Enhance Public Education Program

- Analyze Fire Risks to the Community
- Analyze Injury Risks to the Community
- Develop Enhanced Public Safety Education Program
- Focus Education Programs to Vulnerable Populations
- Evaluate Effectiveness of Education Programs
- Add Public Educator

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EMS Service Performance Report

- 2008 Performance Summary (AMR) (12 Mo Avg)
 - ✓ 180 Responses per Month
 - ✓ 134 Transports per Month
 - ✓ Response Measure 100% Compliant
 - ✓ 11 Times/5.5 Hrs per Month AMR System Level Zero
 - ✓ 20 Calls per Month Turned Over to Other Provider
- 2009 Performance Summary (AMR) (2 Mo Avg)
 - ✓ 186 Responses per Month
 - ✓ 146 Transports per Month
 - ✓ Response Measure 100% Compliant
 - ✓ 17 Times/11 Hrs per Month AMR System Level Zero
 - ✓ 20 Calls per Month Turned Over to Other Provider

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EMS Services Fiscal Status Report

- 2007 Revenue/Expenditures through Inter-locals and Agreements
 - ✓ Revenues – AMR Agreement - \$ 83,320
 - ✓ Revenues – C2FR Inter-local - \$ 28,422
 - ✓ Net Total \$111,742
- 2008 Revenue/Expenditures
 - ✓ Revenues – AMR Agreement - \$61,154
 - ✓ Revenues – C2FR Inter-local - \$11,216 Jan thru mid-May
 - ✓ Expenditures – C2FR - (\$ 8,715) Nov thru Dec
 - ✓ Net Total \$63,655
- 2009 Revenue Expenditures **Projected**
 - ✓ Revenues – AMR Agreement - \$67,000
 - ✓ Expenditures – C2FR - (\$41,000)
 - ✓ Net Total \$26,000

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IMPLEMENTATION PLAN PHASE 1 of 3

- **Action:** Restore Fire Prevention to 2008 Level of Staffing and Enhance Emergency Response Deployment by Adding One Fire-based EMS/Rescue Unit, (BLS transport capable), and Provide Additional Administrative Office Assistance.
 - ✓ Restores Fire Inspector Position.
 - ✓ Adds 6 Additional FF/EMT FTEs.
 - ✓ Adds 1 Office Assistant FTE.
- **Benefits Realized**
 - ✓ Hi-hazard Inspections Performed by Certified Inspector Helps Maintain Current City Insurance Rating.
 - ✓ Office Staff of Two is Better Able to Meet Internal and External Expectations.
 - ✓ Adds 1st BLS Transport Unit to Deployment.
 - ✓ Reduces Dependence on C2FR Backup to AMR.
 - ✓ **Phase I Cost = \$606,000**

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IMPLEMENTATION PLAN PHASE 2 of 3

- Action: Enhance Emergency Response Deployment by Adding 4th FF to West End Fire Unit
- Adds 6 Additional FF/EMT FTEs
- Benefits Realized
 - ✓ Adds 2nd BLS Unit to Deployment 85% of Time
 - ✓ 15% of Time, West End Fire Unit Staffing is 4 FFs.
 - ✓ Provides Independent Initial Interior Fire Attack Capability for West End Fire Unit
- Phase II Cost = \$479,500

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IMPLEMENTATION PLAN PHASE 3 of 3

- **Action:** Enhance Emergency Response Deployment by Fully Adding Second Fire-based EMS/Rescue Unit, (BLS transport capable). Enhance Fire Prevention, Education and Training.
 - ✓ Adds 3 Additional FF/EMT FTEs
 - ✓ Adds 1 Additional Fire Inspector/Public Educator
 - ✓ Adds 1 Training Officer
- **Benefits Realized**
 - ✓ Significantly Enhances Prevention and Education Program
 - ✓ Increases Training Program Effectiveness and Delivery
 - ✓ Adds 4th FF to Second Downtown Fire Unit 75% of Time
 - ✓ NFPA 1710 Initial Response Staffing Level is Met
 - ✓ T/O and Fire Inspector/Educator Improves WSRB Rating.
- **Phase III Cost = \$397,000**

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Implementation Plan Deployment Matrix

	Current	Phase 1	Phase 2	Phase 3
Aspd Per Shift Staffing	14	16	18	19
Command	1	1	1	1
Engine 81	3	3	3	4
Truck 81	3	3	3	3
Rescue 81		2	2	2
Engine 82	3	3	3	3
Rescue 82			2	2
Min Staffing	10	12	14	15

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Implementation Funding Matrix

Enhancement Implementation Steps	Phase I	Phase 2	Phase 3	Total Annual Increase After Full Implementation
Firefighters	6	6	3	15
Fire Inspector/Educator	1		1	2
Administrative Staff	1			1
Training Officer			1	1
Total Enhancement	8	6	5	19
Personnel Costs	\$ 533,000	\$ 414,000	\$ 359,000	\$ 1,306,000
Operational Costs	\$ 4,000	\$ 3,500	\$ 3,000	\$ 10,400
Recruit Training (worst case)	\$ 49,000	\$ 42,000	\$ 35,000	\$ -
Equipment Capital Amortized	\$ 20,000	\$ 20,000		\$ 40,000
Total Annual	\$ 606,000	\$ 479,500	\$ 397,000	\$ 1,356,400
Levy Rate Needed per \$1,000 AV	\$ 0.22	\$ 0.18	\$ 0.15	\$ 0.50
Annual Levy Cost \$200,000 Home	\$ 44.00	\$ 36.00	\$ 30.00	\$ 100.00

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Facilities

- Two CIP Project Requests Currently On List
 - ✓ Downtown Station
 - Remodel and Upgrades to Dormitory Quarters, Restrooms, and Kitchen
 - Dormitory and Restrooms do not Accommodate Mixed Genders.
 - Public Works Estimate Project at \$68,700
 - ✓ West End Station
 - Project Calls for Relocation of Facility to Ocean Beach
 - Facility is in Urgent Need of Extensive Repairs
 - Dorm and Kitchen Spaces are Small; Not Suitable to Accommodate Additional Staffing
 - New Station Project Estimated at \$3.4 Million
- Joint Public Safety Facility Option
 - ✓ Relocate a Downtown Fire/EMS Unit
 - ✓ Improve Response Times
 - ✓ Provide Administrative and Training Space for City Public Safety
- Funding Facility Plans
 - ✓ Upgrades and Remodels through Capital Project Funds
 - ✓ Recommend Funding New Station or Joint Public Safety Facility Through Bond Referendum

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Next Step Options

- Concur and Adopt Implementation Plans as Presented
- Set Time Frame for Consideration of Funding Plan
- Respond to FEMA on SAFER Grant
- Develop Facilities Plan for Full Implementation
- Redefine Council Adopted Standard of Cover
 - ✓ NFPA 1710 Response Standards
 - ✓ Measure Emergent Responses Separate from Non-emergent Responses
- Address AMR's Resource Deployment so They Assume Responsibility 3rd Party Response Costs