

# **HAGERSTOWN, MARYLAND FIRE DEPARTMENT FIVE-YEAR STRATEGIC PLAN**



***“Honoring Tradition, Leading Change”***

Prepared for

**The Hagerstown Mayor and Council**

Via

**Mr. Scott Nicewarner, City Administrator**

Submitted by

**Fire Chief Steve Lohr &**

**Battalion Chief Mark Cleck**

**March 3, 2020**

## A MESSAGE FROM THE CHIEF

The quantity and quality of fire-rescue services to our customers inside and outside of the Hagerstown Fire Department depends in large part on our ability to accurately perform a self-assessment and subsequently plan our future. Knowing the economic constraints of our City and the region, every attempt has been made to maximize our effectiveness while maintaining our efficiency to the taxpayers as a critical public safety agency.

HFD staff has invested considerable time and effort in the previous four and one-half years to perform a proper assessment of the risks, needs, and future demands facing our agency. This work has not been rushed to conclusion or conducted in a vacuum. Efforts to collaborate and interact with other agencies with a vested interest in public safety have been largely successful but constrained by the current political environment that has failed to address two critical issues necessary to make any strategic plan. They are: 1) fire-rescue system governance, and 2) fair and sustainable funding for the City of Hagerstown Department.



As a sovereign municipal government with duties and responsibilities established long ago via City charter, Hagerstown stands alone among all other municipalities within Washington County. With the noted exception of the county's Robinwood Drive corridor, Hagerstown is the only area or municipality that meets the criteria for a urban service delivery area. As the county's largest municipality and the county seat, fire-rescue risks are simply greater here than in any other town or area of Washington County.

Population density drives call volume. Other demographics like building stock, code compliance, built-in fire protection features, average household income, property values, average age and wellness of our citizens, and the ever present opioid crisis are all factors that drive the frequency and severity of fire-rescue-EMS incidents in Anytown, USA. In order to manage call volume and incident severity, the HFD has systematically performed a self-assessment by analyzing data, measuring daily performance, and benchmarking ourselves against Federal, State & Local laws and of course, industry best practices.

Even though fire-rescue services have traditionally been delivered using volunteer based resources in Hagerstown, it remains clear that the volunteer based deployment model is no longer sustainable as the primary way to staff the HFD. Regretably, this has been true for more than several decades when career staffing was added to guarantee two FF's on-duty in each company. By any reasonable measure or standard, this staffing model falls short and is unacceptable. Therefore, adequate staffing must elevate to the top of any future goals or priorities. As this plan is being written, the sustainability of the volunteer based deployment model elsewhere in Washington County is strained to the point that all leaders are engaged in conversations about the urgent need for staffing enhancements.

This plan is designed to serve as a road map and blueprint for the City of Hagerstown over the next five years with or without the cooperation of the current volunteer based governance model. It is recommended that this plan be evaluated and updated annually during budget deliberations, with a

complete revisit of the plan performed every five years, which coincides with the current City of Hagerstown CIP cycle.

A plan is only valuable if all parties set goals and establish general timeframes in the form of actionable items necessary to achieve the goals. It is our recommendation that each of the Strategic Goals and their subsequent recommendations be reviewed, prioritized and assigned to staff internal and external to the HFD to implement as many of the recommendations as possible.

I would like to personally thank my command staff, partner agencies, other department heads, political leaders, and the career and volunteer members of the HFD who have all contributed to this first five-year Strategic Plan. It is my hope that everyone with a vested interest in public safety will continue to collaborate with all parties moving forward to provide the best services possible to our citizens with the resources available.

Yours in service,

Steven E. Lohr,

Hagerstown Fire Chief

# EXECUTIVE SUMMARY

The City of Hagerstown, MD (the City) is a predominantly urban City located approximately 70 miles west of both Baltimore, MD and Washington, D.C. The City has a population of nearly 40,500 residents spread across 12.1 square miles. Hagerstown is the county seat of Washington County and is the center for all government and cultural functions.

Founded in 1762 and incorporated in 1813, Hagerstown has traditionally been a blue-collar area where five railroads, major manufacturers like Fairchild, Pangborn, Mack Trucks and others found a hard-working and technically competent workforce. Prior to the construction of the Long Meadow shopping center, the Valley Mall, and residential expansion to the suburbs; Hagerstown's downtown was the center for most activities including shopping, eating out, movie attendance and most other cultural events for a large portion of the regional population.

Traditionally, fire service has been provided by six-independent volunteer owned and governed companies established between the mid 1800's and the mid 1930's. Volunteer ambulance and EMS transport service was initiated by the volunteer Community Rescue Service in 1955 and remains in place today as a predominantly career based Private Corporation. Like many similar organizations, they are volunteer in name only.

The City of Hagerstown Fire Department (HFD) is a combination Fire Department, providing all-hazard fire-rescue and EMS services to the City of Hagerstown, and large portions of Washington County. Governance and management of the fire department is consistent with the statutes of the City of Hagerstown and the local collective bargaining agreement with labor. HFD staff under the authority and direction of their career Fire Chief, City Administrator and elected officials constantly manages the organization's performance; benchmarking the HFD against all appropriate laws and industry best practices.

Using all available resources and in cooperation with available volunteers in and outside of the City, the HFD is able to provide the safest, most effective and efficient services to the residents, business owners and visitors to the City.

Operating with governance and funding models that have been in place since the 1940's; before creation of the current "all hazards" response philosophy and other state/federal mandates indicates that substantial modifications of both the governance and funding directorates is past due. Recent opportunities to modify these two overarching issues have failed to provide changes necessary to advance.

This first five-year strategic plan is intended to serve as a living document providing an historical summary of the HFD, its programs, and the relationships with others who together, serve a key role in fire-rescue-EMS service delivery both now and in the future.

It is staff's goal that this information coupled with 17 strategic recommendations and nearly 100 recommendations will arm Hagerstown leaders with the background and information necessary to sustain the HFD as a best in class agency.

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# MISSION, VISION, AND RELATIONSHIPS

The purpose of this strategic plan is to establish a baseline review and self-assessment of the Hagerstown Fire Department (HFD) while providing a rational, forward-thinking, and sustainable blueprint for the future that fully meets or exceeds the City's Mission Statement and resulting strategic goals. In essence, the mission of the fire department is the mission of the City and vice versa.

## ***City of Hagerstown Mission Statement***

***"The City of Hagerstown will promote a diverse, business-friendly, and sustainable community with clean, safe, and strong neighborhoods."***

***"The City of Hagerstown shall be the model provider of the most efficient and highest quality customer services to be known as the municipal location of choice for all."***

In June of 2015, The Hagerstown Mayor and Council appointed a replacement City Administrator and Fire Chief that provided the opportunity to take a fresh look at the Hagerstown Fire Department (HFD) with a respectful, yet critical view of traditional and non-traditional deployment strategies, management practices, and community risk reduction efforts.

Prior to his retirement in June of 2015, Chief William K. Dieterich recognized that change was needed in the HFD to fulfill the needs of a shifting culture and environment. In his cover letter in a draft Strategic Plan forwarded to Chief Lohr, he said:

***"In order to provide comprehensive emergency services to the residents and visitors to the City of Hagerstown and our surrounding neighbors, the Hagerstown Fire Department needs to proactively respond to changes, solve problems, assess community needs, evaluate challenges and develop viable solutions."***

***Chief W. K. Dieterich***

In response to Chief Dieterich's laudable call to action and in addition to the recommended review of a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis, Chief Lohr immediately initiated programs to improve communications as the first and highest priority with all members of the HFD both career and volunteer. Staff went to work to establish higher expectations for service delivery and programs management.

In addition, the chief personally engaged all partner agencies with a vested interest in public safety, other city managers, and Washington County leaders to establish or repair collaborative relationships that had been strained or threatened by a variety of factors. Simultaneously, interviews were conducted with most HFD personnel to identify immediate, near term and long-range issues and needs. Expectations at all ranks and levels of the HFD were communicated via regular shift briefings that included volunteer

friendly hours. Those briefings have been institutionalized as the preferred method of sharing information in the HFD and remain in place today.

Monthly meetings are held with the Executive Board of Local 1605, The International Association of Fire Fighters and the Presidents and Chiefs of the six volunteer companies in the city. All parties have notice and opportunity comment periods on new and revised policies and Standard Operating Guidelines (SOG's). Relationships between the City and Local 1605 have dramatically improved across the board.

## ACCOMPLISHMENTS

Like any organization, people remain the HFD's most important assets. Unlike many organizations, the career and volunteer elements of the workforce have similar visions but vastly different perspectives regarding the level of services required, priorities and of course authority, control and day-to-day operation of the department. The monthly leadership meetings have proved fruitful and have established new and higher expectations for a collaborative work environment, chain of command management of personnel issues preventing grievances and other legacy distrust issues that typically festered for long periods of time.

Not all issues have been resolved. However, there are processes in place to permit handling these complex issues at the lowest possible levels in a timely fashion.

Immediately, HFD staff worked to increase training efforts, fully participate with other public safety partners, and conduct a full review and rewrite of HFD Standard Operating Guidelines (SOG's). Participation in a wider variety of Community Risk Reduction (CRR) efforts necessary to prevent the 9-1-1 call have been expanded and institutionalized in daily work programs. Enhanced training in the all-hazards mission with increased skills sets and reps have been institutionalized with all shifts and commands. Participation by shift commanders in personnel management, planning, recordation, program development, accountability and overall budget compliance have been emphasized. Working relationships have been established and maintained with both labor and volunteer leaders who clearly felt disenfranchised from the HFD senior staff and the City government.

A Company Officer Leadership Academy (C.O.L.A.) program was established in 2015 to provide list eligible Captains and others to serve as a shift commander aide providing additional leadership skills and to ensure that no member of the HFD works alone, including the shift commander. In 2019, three FF positions were abolished and three Captains positions were created to provide company level supervision where two primary services are deployed (engine and truck) while simultaneously providing shift commander coverage when the primary shift commander (Battalion Chief) is on scheduled leave. Finally, a third Deputy Fire Marshal position was created and filled to correct legacy work schedule issues and expand hours of coverage to ten o'clock in the evening six days per week. This schedule also relieves the exempt fire marshal from regular rotation as an on-call duty fire marshal.

Other changes have been successfully initiated to update legacy strategies, tactics, and task level performance at all levels of the department utilizing industry best practices and standards. Changes to the county-controlled fire-rescue radio fleet-map and dispatch audio sequence has resulted in more efficient radio fireground communications and partially enhanced our abilities to communicate effectively with law enforcement and EMS partners. Run card and response plan changes were initiated to eliminate multiple rules for call processing, dispatch and management of available resources which have resulted in

reduced overall response times, and enhanced assessment of needs on incidents and accountability on the fireground.

A significant investment in IT infrastructure which was simply non-existent prior to 2015 in the HFD has resulted in efficiencies and compliance with State and Local requirements including personnel scheduling, payroll management, and incident reporting recordation. Most importantly, and with the help of the volunteer owned companies, fire station alerting (FSA) monitors and licenses have been procured and installed in all facilities to provide real time dispatch and incident information. Previously, this information was only available as radio dispatchers chose to share the information via radio. Finally, mobile data computers (MDC's) have been added to all vehicles permitting accurate recordation of turn-out times and other critical metrics for service delivery.

Near term efforts have resulted in the replacement of two-1997 100-ft. tractor drawn aerial ladders and redeployment of The Pioneer Hook & Ladder truck-1 from downtown to FS-3 in the East to provide enhanced response coverage. A systematic and scheduled replacement of the fleet of HFD vehicles in priority order is near complete. When three additional pumpers are procured in FY21 or FY22, all critical assets will have been replaced except reserve truck 3. After a \$30,000 investment in the aerial device and chassis systems, the replacement of this unit has been recommended to be deferred until FY23.

Approval of classification and compensation issues across several ranks, an increased C-I-P budget, and certification of all personnel to the Maryland Fire & Rescue Institute (MFRI) Inspector I level have been accomplished in anticipation of enhanced programs to inspect building stock and assist with the resolution of vacant, abandoned, or blighted structures and to return to inspecting high hazard buildings as part of a regular work program one-day/week.

Maintenance of effort repairs in the Church St. Headquarters, FS-3 (Eastern Boulevard), Bowman Ave. Training Center, investment in IT infrastructure, and overhaul of the existing training room are in progress or have been completed.

Volunteer participation has improved in one company and twice weekly joint career/volunteer training drills are in effect to establish trained, certified and practiced professional staffing regardless of affiliation. At this writing, three of seven replacement pumpers have been ordered to establish a uniform platform of vehicles to serve the department for the next fifteen-twenty years.

Long range goals include the review, adoption and approval of this strategic plan that articulates priorities and needs in key areas. They include: improved staffing, improved facilities placed in areas of the city to maximize response efficiency throughout the city, enhanced training, and continuous provisions for a safe and reliable fleet of vehicles and equipment. Further expansion of Community Risk Reduction (CRR) efforts designed to prevent or minimize the 9-1-1 call, community resiliency planning while striving to achieve the highest practical Insurance Services Office Rating (ISO) that will carry the HFD forward in their all-hazards mission. Together, these actions will provide the best possible services to the citizens while respecting available financial resources.



# RISK IN THE COMMUNITY

It is not feasible to eliminate all fire/rescue-related risks facing Hagerstown’s residents, business owners and visitors. However, the overall level of risk can be managed and reduced to levels that are acceptable to elected officials, the fire chief, residents, business owners and visitors.

The HFD strategically utilizes many resources and programs in an effort to reduce its fire/rescue related risks, including deployment of firefighter-rescuers and other personnel on-duty; modern fire, rescue and EMS apparatus and equipment; automatic fire protection systems; and a variety of risk reduction programs including fire safety, injury prevention, and other risk reduction programs. Despite these on-going efforts to reduce fire/rescue-related risk, a portion of the overall level of risk remains. This remaining risk is referred to as “unprotected risk” or “acceptable risk.”

## DEFINITION OF RISK

For the purposes of this plan, risk is defined as: the **probability** of an event (e.g., building fire, vehicle collision, hazardous material spill, etc.) causing harm to people, damage to property or the environment, and/or business interruption; combined with the **consequences** or severity of that event if it were to occur. Stated mathematically:

$$\text{RISK} = (\text{PROBABILITY OF OCCURRENCE}) \times (\text{CONSEQUENCES})$$

## PROBABILITY/CONSEQUENCE RISK MATRIX

<b>MODERATE RISK</b> HIGH PROBABILITY LOW CONSEQUENCES	<b>HIGH RISK</b> HIGH PROBABILITY HIGH CONSEQUENCES
<b>LOW RISK</b> LOW PROBABILITY LOW CONSEQUENCES	<b>SPECIAL RISK</b> LOW PROBABILITY HIGH CONSEQUENCES

Historical recordation and data sets locally are insufficient to quantitatively derive a numerical level of risk that can be compared with other risks in order to evaluate and rank them. Instead, risk has been examined and compared subjectively in terms of categories such as low, medium, high, and special risk.

Considering both probability and consequences, risk can be viewed as a combination or product of the two component factors. For example, there is a low probability that on any given day a train carrying hazardous materials would derail, leak and produce a toxic vapor cloud within a densely populated area of Hagerstown; however, the consequences of that event could impact hundreds or thousands of residents and visitors resulting in many casualties and widespread evacuation of the impacted area. Damage to nearby buildings and the environment could be significant as well as substantial costs

associated with disruption of business over the duration of the evacuation. The level of risk associated with this example could therefore be designated as a “special risk”.

An example of a “high risk” on a frequent basis in Hagerstown, one having both a high probability of occurrence and high consequences across a large area, is a line of severe thunderstorms with heavy rain, strong winds, and frequent cloud-to-ground lightning. A second example is a fire in an occupied multi-family apartment building posing significant damage to the structure and its contents as well as the potential for death/injuries to occupants and firefighters.

A “moderate risk” is that having a high probability of occurrence on a daily basis combined with low consequences. Examples include a vehicle collision resulting in non-life-threatening injuries, a child injured (e.g., arm fracture) during an athletic event, or a small fuel spill from a vehicle or a fuel pump. Injuries, if any and property damage would be predictably minor.

A “low risk” is that having both low probability and low consequences. Examples include a fire involving a lawn mower, a malfunctioning fire alarm, and people trapped in a stalled elevator. The HFD would be expected to respond to a small number of these type incidents annually. Injuries, if any, and property damage, if any, would be predictably minor.

Additional examples of low, moderate, high and special risk are shown below. Historically, risks in Hagerstown have been reduced or mitigated to an acceptable level utilizing a variety of risk reduction strategies, including the implementation of community risk reduction programs and the deployment of fire-rescue resources. In some cases, however, an unacceptable level of risk exists which potentially threatens the health, safety, and welfare of the overall population as well as HFD firefighters-rescuers. The line between acceptable and unacceptable level of unprotected risk is not exact. The potential for a given event to occur based upon historical frequency must be examined in combination with the severity of the event should it occur. While the frequency of certain incidents may be low, the associated risk may be high depending upon the scope and severity of the incident.

Hagerstown’s fire/rescue-related risk is the combined risk that City residents, business owners, and visitors encounter on a daily basis from the following potential hazards:

- Fires (involving structures, vehicles, trains, aircraft, infrastructure, vegetation, & other property)
- Time sensitive, high acuity medical conditions, bodily injury, illnesses, etc.
- Transportation network disruptions including city streets, limited access highways, rail transportation, air transportations, and the vehicles using them
- Industrial and confined space emergencies
- Fixed and mobile hazardous materials
- Terrorism and weapons of mass destruction
- Natural hazards including thunderstorms, winter storms, temperature extremes, floods, and tornados
- Infrastructure hazards and utility disruptions
- Health/disease hazards, epidemics, civil unrest, and active shooter scenarios

Residents may face other types of risk, as well, such as crime, commodity shortages and financial crises, but those types of risk are beyond the scope of HFD related risk (as defined above) typically addressed

by a multitude of government agencies and other 9-1-1 responders. The HFD is however, a force multiplier for other public safety agencies in the region just as those agencies are for us. There has never been a time in history when this truth is more self-evident.

## UNPROTECTED RISKS

Simply stated, unprotected risks are that portion of risks which the City is willing to accept. Rather than providing funding for an unsustainable and extraordinary number of resources and programs in an attempt to eliminate all fire/rescue related risk, the city expects their public safety leaders to provide guidance in predicting and managing risks. By choosing not to fund the vast number of resources and programs that would be required to eliminate, or nearly eliminate, the overall risks throughout the City, Hagerstown and its citizens choose to accept a certain level of unprotected risk.

It is imperative that the city fire chief and elected officials of Hagerstown take great care in periodically reassessing and reestablishing an acceptable level of risk, as this important determination will impact city residents, business owners and visitors for many years. This acceptable level of risk will serve as the foundation upon which the delivery of fire-rescue services will be maintained, the number and distribution of stations, and the concentration of personnel, apparatus and specialized equipment that will be deployed.

Using funding allocated by the City Mayor and Council, State-provided Senator Amos Funds, various public and private sector grants, and funds raised by the independent volunteer companies, the HFD must always strive to maximize its risk reduction efforts to close the gap between the City's protected and unprotected risks.

## FIRE RELATED RISKS

Fire prevention and keeping fires from starting is the first line of defense against fire risk. Early detection of fires that cannot be prevented and rapid response by either sprinklers or suppression forces (fastest water) also minimize the overall fire threat. Cooking, misuse of smoking materials, electrical malfunctions are among the most frequent causes of fires. Improperly attended open flames associated with heating or cooking also can lead to a fire, as can natural gas leaks and improper use and storage of flammable liquids.

Use of noncombustible materials or materials that resist ignition and the spread of flames can also be part of the defense against fire. Based on occupancy type and use; height and area limitations, features of fire protection, and other requirements, the building code and the National Fire Codes limit combustibility characteristics for certain building types, construction materials and occupancy use.

When a fire ignites for any reason, the second line of defense is containing and extinguishing the fire, minimizing the spread of smoke, and warning occupants with audible alarms to self-rescue. A small fire can release tremendous amounts of smoke in a matter of seconds, and people in a burning building often succumb to smoke inhalation before flames reach them.

Automatic sprinklers are by far the most effective way to quickly control and suppress an incipient fire, reduce smoke production, limit fire's spread and, ideally, put it out. Functioning sprinklers are on-duty

24/7/365 in every room of every building so equipped to deliver water as soon as the temperature in the room reaches 165 degrees F or as otherwise designed. Sprinklers almost always ensure life safety by providing occupants time to trigger fire alarms, and most important, safely reach building exits. The value of sprinklers in all occupancies cannot be overstated. Historically, their record for successful performance is outstanding, nearly 98% effective.

Egress from a burning building is the third fire safety goal and strategy. Safe evacuation requires at least two separate and sufficiently remote exits from an occupied building. The greater the occupancy load coupled with the type of occupancy drives the need for the number and capacity of exits. Consisting of fire-protected corridors and stairways from all upper floors, exit pathways must lead directly outside or to an approved area of refuge. All required exit doors and pathways must have proper illumination, be readily visible when power failures occur, and equipped with illuminated exit signs.

Egress from new and existing buildings remains the highest priority of the HFD fire marshal and staff. No other single feature of a building is more important than adequate, fully functionable exits.

Walls and floors enclosing fire-protected corridors and stairs must be fire-rated. Ratings indicate the amount of time — one, two or three hours — during which a fire burning in an adjacent space cannot penetrate the exit pathways. Assemblies of concrete, masonry and layers of gypsum or other fire-insulating materials are rated through approved third-party testing labs. Additional considerations for travel distances, fire ratings, insurance premiums, and other levels of fire protection are extended for fully sprinklered buildings.

## FIRE-RELATED RESPONSE TIME CONSIDERATIONS

One of the key factors to consider in assessing response times to fires is the time from ignition to flashover. Flashover or the instantaneous eruption into flames of everything in a room or space generates un-survivable amounts of heat, smoke, and pressure with enough force to push beyond the room of origin through doors, windows, and void spaces. It is also typical for fires to auto-extend via glass enclosures of any type when glass fails. The combustion process becomes exponentially fast as even greater amounts of heat, smoke and products of combustion move to unburned portions of the building.

The time from ignition until water is applied to a fire should be no longer than the six to eight minutes it takes for flashover to occur with a free-burning fire. Recent research in full scale residential settings suggest that flashover is occurring in less than the traditional six to eight-minute timeframe. This places additional pressure on FD's everywhere to turnout, respond, set-up and deliver water to the seat of fires in under eight minutes.

Flashover is a critical stage of fire growth for two reasons. First, no living thing in the room of origin will survive a flashover event. The chance of saving lives drops dramatically once flashover occurs. Second, flashover causes an exponential jump in the rate of combustion; therefore, a significantly greater amount of water is needed to cool the burning material below its ignition temperature. More firefighters are needed to conduct operations in adjacent rooms, perform search and rescue simultaneously with fire attack, while multiple attack lines have to be deployed above and around the original room of fire origin.

It should be noted that as the percentage of property destruction increases, the amount of time occupants are displaced to effect recovery increases dramatically. Even though citizens fear water damage from a sprinkler head, they are typically displaced for less than two weeks. In fires that cause greater than 50% property damage, occupants are often displaced for a year or more. The “indirect losses” as the result of fires should be obvious.

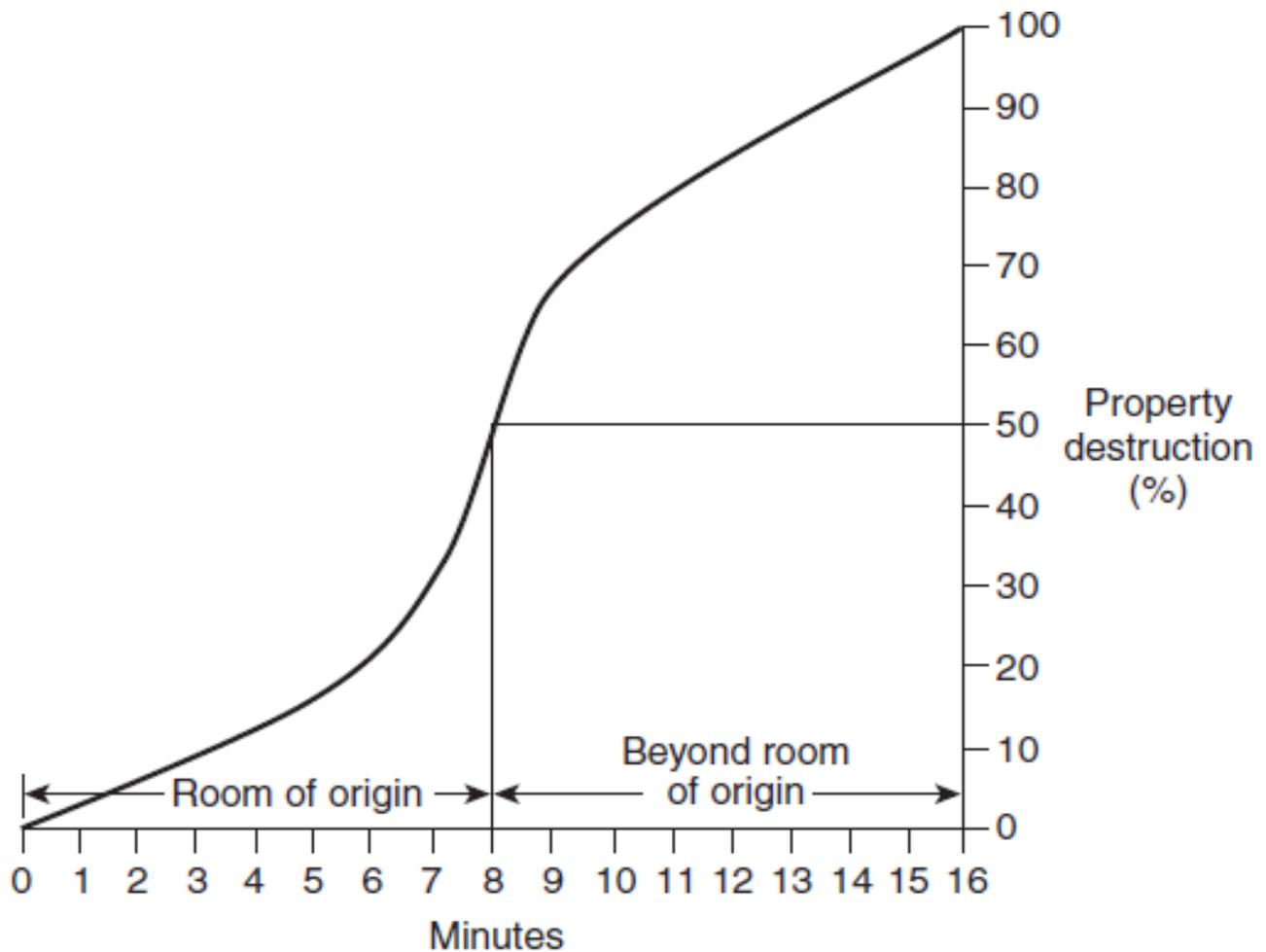
Another significant “indirect loss” is the loss of revenue from employment and the long term effects on a community. At the turn of the previous century large cities and other municipalities were faced with a high risk of conflagrations, fires that jumped natural boundaries resulting in multiple building fires, or loss of large portions of whole cities. The literature is filled with example after example of similar occurrences. Should major fire events occur for any reason, a fully staffed, well equipped and properly trained fire department is the only defense. A review of a series of fires in and around the downtown in the 1970’s and 1980’s points to the impacts loss of building stock may have.

In practical terms, when a room that is on fire goes from pre to post flashover, the fire goes from a bedroom, kitchen or any other single room on fire, to a building on fire. At this point, the fire becomes exponentially more dangerous to the building occupants, FF’s and will require immediate intervention by a highly trained and effective fire department to minimize or stop the loss.

The table below summarizes the practical significance of flashover in the process of fighting structure fires.

<b>FLASHOVER COMPARISON - SIGNIFICANCE OF FLASHOVER</b>	
<b>Pre-Flashover</b>	<b>Post-Flashover</b>
Frequently Limited to One Room	Likely Spreads Beyond One Room
Requires Smaller Initial Attack Lines	Requires Larger, Multiple Attack Lines
Search & Rescue Is Easier	Search & Rescue Is Difficult & Dangerous
Initial Response Assignment Can Handle	Requires Additional Resources





**FIGURE A.5.2.2.2.1 Fire Propagation Curve.**

Source: National Fire Protection Association

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

In recent years, fire service professionals and fire researchers have invested in research to determine why firefighter fatalities in structural firefighting are occurring at an alarming rate. Researchers, the National Institute of Standards and Technology (NIST) and Underwriters Laboratories (UL), have been conducting research on this specific issue for over 20 years. These researchers and their fire fighter colleagues have concluded that firefighters are being challenged by fire ground hazards that are more dangerous than those that firefighters faced just 30 to 40 years ago. Light weight, trussed and composite construction materials, open floor plans, increased size of single-family homes, and the use of synthetic materials in furnishing and building materials have made the firefighters work space more deadly than ever.

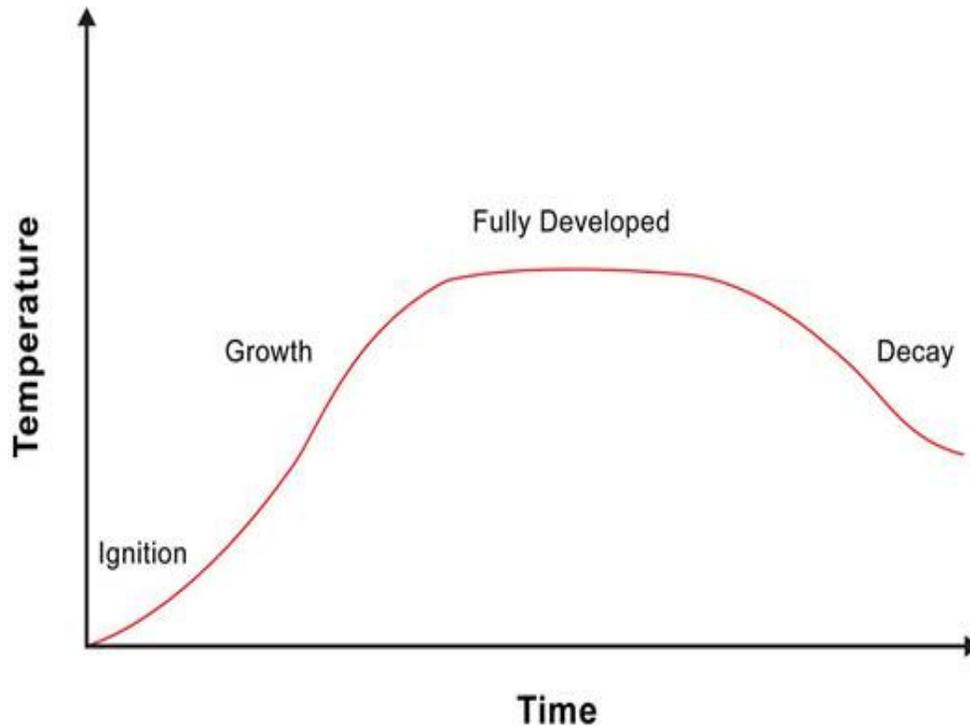
As this research has progressed, a consensus has developed that a significant contributing factor to firefighter deaths in structure fires is the fire service's lack of understanding of fire behavior in buildings resulting from natural ventilation. In fire fighter's parlance, this is known as "flow path". Many of the tactics employed by the American fire service have developed based on personal experience and passed from generation to generation. Although these tactics may have been considered successful for decades, fire fighters and fire officers did not have a thorough understanding of fire behavior during structure fires. Full scale, modern research has clearly defined that ventilation does not always mean cooling. This is particularly relevant in the HFD when and where vertical ventilation is required. Typically, ventilation cannot be accomplished in a timely fashion as the result of insufficiently staffed companies.

One common practice that firefighters have used in recent decades is to fight fires exclusively from inside a burning building. There was a widely held belief that attacking fire from outside of the building would push fire to the uninvolved parts of the structure, causing the fire to worsen and potentially risk the lives of anyone in the building. Another tactic widely employed was to make as many openings in the building as possible to release heat, smoke, and other fire products; therefore, making interior conditions more tenable for any potential victims trapped in the building. Improperly ventilated fires are not only much harder to fight, but can also build up enough smoke to create a back draft or smoke explosion, or enough heat to create flashover. Further, poorly placed or timed ventilation may increase the air supply to the fire and cause the fire to rapidly grow and spread. Used incorrectly, ventilation can cause the fire to grow in intensity and potentially endangers the lives of firefighters who are located in the flow path or the area between the fire and the ventilation opening. This is contrary to the beliefs of an entire generation of firefighting personnel as is integral to a demonstrable change in risk assessment and tactics that are state of the art best practices. The HFD is fully trained and aware of these matters and are striving to remain current with best practices.



The NFPA 1710 committee and the Center for Fire Accreditation International (CFAI) staff have traditionally used the standard time temperature curve, shown below, as a basis for establishing response times and identifying fire ground resource needs. In the area of fire suppression, service-level objectives have been intended to prevent the flashover point of a structure fire. It is widely accepted that preventing flashover reduces the threat to life and property. Research conducted by NIST and UL in conjunction with fire departments such as the Fire Department of New York, Chicago Fire Department, Los Angeles County Fire Department, Montgomery County, MD, and Spartanburg (SC) Fire Department have demonstrated that fires burning within structures frequently do not progress through stages of fire consistent with this long-standing model. It implies a slow growth period after ignition, followed by a relatively flat fully developed period and without intervention, decays over time by essentially running out of fuel. This model is simply no longer representative of modern fire behavior.

## TRADITIONAL FIRE GROWTH TIME-TEMPERATURE CURVE

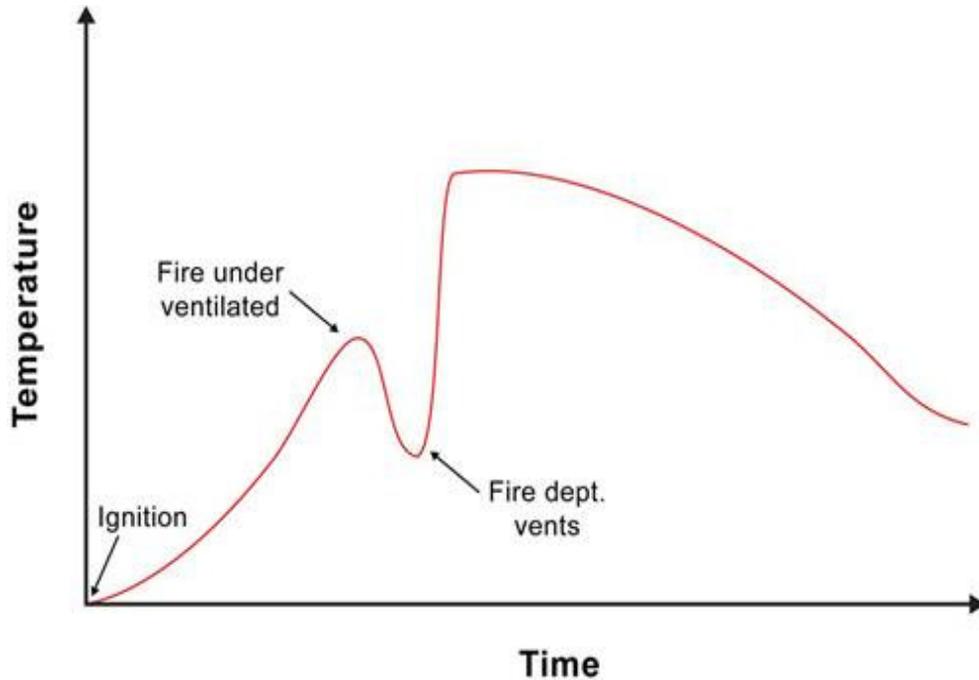


SOURCE: NATIONAL FIRE PROTECTION ASSOCIATION

The NIST Fire Behavior in a Structure curve, shown in the next figure, demonstrates the time history of a ventilation-limited fire. In the case of ventilation-limited fires, the fire starts in a structure that has the doors and windows closed. Early in the fire growth stage there is adequate oxygen to mix with the heated gases, which results in flaming combustion. As the oxygen level within the structure is depleted, the fire decays, the heat release from the fire decreases, and, as a result, the temperature decreases. When a vent is opened, such as when the fire department enters a door, oxygen is introduced. The oxygen mixes with the heated gases in the structure and the energy level begins to increase. This change in ventilation can result in a rapid, violent increase in fire growth potentially leading to a flashover (fully developed compartment fire) condition.



## RESEARCH BASED NIST/UL FIRE BEHAVIOR IN A STRUCTURE CURVE



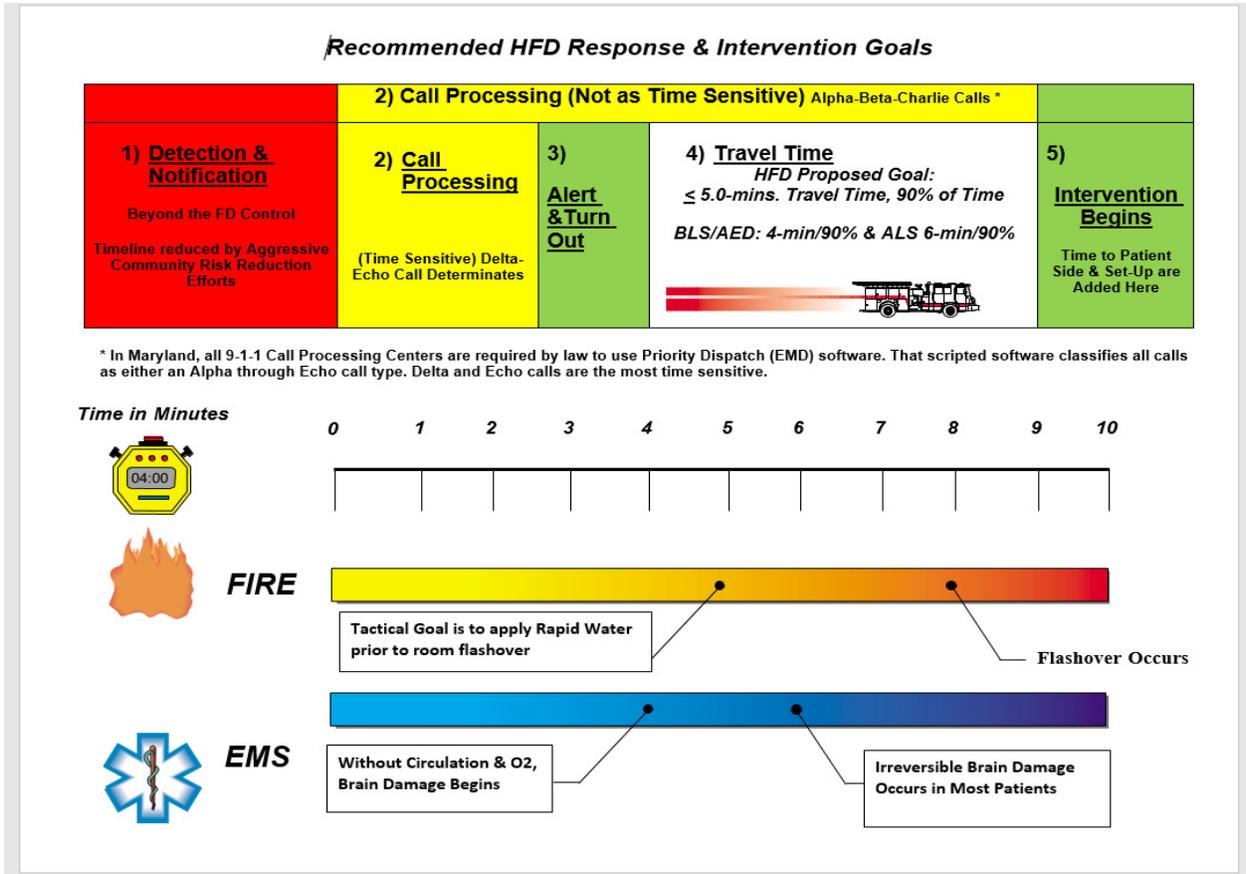
SOURCE: NATIONAL BUREAU OF STANDARDS/UNDERWRITERS LABORATORY

Logic can be applied to the prevention of flashover in that the onset of flashover is affected by many factors, not the least of which are the composition of available fuel, amount of fuel present, room size, room geometry, and oxygen availability. These variables make it impossible to predict the timing of a flashover event. Thus, it is prudent to ensure that travel time be kept short enough to ensure that it does not exceed the traditional six-to-eight-minute flashover requirement.

## EMS-RELATED RESPONSE TIME CONSIDERATIONS

Like fire responses, time is also a critical factor in emergency medical responses. The Hagerstown Fire Department is a primary partner with Community Rescue Service in providing critical, time sensitive and life-saving care during medical emergencies, when seconds count. The chart below illustrates the chain of survival during life-threatening medical emergencies. When breathing and circulation stops (cardiac or respiratory arrest), brain damage begins at four minutes, and irreversible brain damage begins at six minutes. This is the simplest reason for sending the closest fire engine to high-priority medical incidents (DELTA/ECHO calls) that could result in cardiac arrest, such as chest pain, trouble breathing, or stroke. Hagerstown Fire Department personnel are the initial link in the chain of survival, trained and equipped with oxygen and automatic external defibrillators, providing initial, critical care in these time sensitive emergencies.

The following chart details the overall impact of call receipt/processing, dispatch, turn out time for any FD and response times for alerted units. The purpose of this chart is to clearly articulate the factors that are in our direct control and those that are not. The areas shaded in yellow (call processing times) graphically display that Priority Dispatch software is designed to be fast when it needs to be and not so fast when it does not need to be. At this time, the WCPSAP only measures average call processing times for all call types. This data is the best available. The HFD clearly desires to work with WCDES to minimize high acuity call processing times in the future.



## ALL-HAZARDS MISSION & DEPLOYMENT EXPECTATIONS

When people are in trouble for any reason, they call 9-1-1. Therefore, public safety personnel including the HFD serve as the community's first responders to our citizen's issues large or small, emergency or non-emergency. The impacts on public safety agencies and their providers cannot be overstated. Moreover, fire departments, law enforcement, EMS providers and others all serve as force multipliers for each other. Legacy service delivery methods where each agency operated in silos simply cannot fulfil the needs or expectations of our customers in 2020 and beyond. This is significantly different than just a few decades ago when the various public safety agencies operated only within their specific discipline and silo. The direct beneficiaries of these cultural changes are our citizens.

Like fire departments everywhere, the HFD in collaboration with other agencies; primarily law enforcement and Emergency Medical Services (EMS), together serve a much broader, all-hazards mission. The impact of these additional emergency medical services, technical rescue, hazardous materials mitigation, homeland security initiatives and other programs on the HFD are now mainstream and expected by our citizens. Just a few decades ago this type of service delivery was unheard of.

As an example; a person who is reported to be in cardiac arrest would traditionally have been resourced with an EMS transport unit with or without an Advanced Life Support (ALS) provider. In Hagerstown today and in addition to the ALS transport unit, a first response pumper with two Emergency Medical Technicians (EMT's) and an automatic external defibrillator (AED) will be dispatched as the closest first responders. The goal is to initiate CPR, and when indicated, initiate a life-saving shock with the AED. In addition, HPD officers routinely self-dispatch to these high acuity EMS calls when they are clearly closer. Countless lives have been and will continue to be saved in Hagerstown using this deployment strategy.

It should be noted that the HFD has traditionally been focused on, resourced for, and fully dedicated to their primary mission of preventing and responding to fires. Preparation for, and transition to other core services like EMS, confined space, hazardous-materials, incident command training and others have been particularly challenging for the HFD and a departure from traditional practices. The department remains under-resourced to sustain all of these vital services. Most equipment was originally grant funded and was at or near the end of life duty cycles. Opportunities to replace equipment a second time through the grants process are difficult if not impossible given the standards and program requirements of the various grant sources. It is clearly expected that the local jurisdictions institutionalize the grant funded programs before the need arises for replacement. This has not occurred in the HFD until 2015. Happily, Mayor and Council has seen value in the all-hazards mission and along with city staff has fully endorsed and supported efforts to make the all-hazards mission part of the maintenance of effort by the HFD.

In order to maintain an all-hazards deployment model, the City will need to provide additional resources to ensure legacy community risk reduction (CRR) programs and adequate staffing for efficient and effective firefighting and other emergency response operations. It is not the intent of this plan to do so on an island. Instead, staff recommends that all regional resources be evaluated to achieve the most effective and efficient distribution and deployment of essential services using existing and new partners.

Presently, and other than operating budget funding from the City, the HFD does not receive any revenue for EMS first response incidents even though EMS incidents account for over 80% of the department's annual workload. The Community Rescue Service is the primary agency responsible for EMS in the City and therefore is eligible to bill for EMS transports. The future of funding for EMS services should be carefully evaluated in the face of changes proposed to the Affordable Health Care Act (Obamacare) that will likely have landmark and potentially fatal changes for future EMS funding in Hagerstown and Washington County.

## 2015 INSURANCE SERVICES OFFICE RATING

According to the Insurance Services Offices (ISO) in 2016, the financial impacts associated with wind and water has overtaken fire as the costliest insurable risks across the nation. Locally, the HFD, HPD and the CRS are typically the first resources requested in any event where people and or their personal property are at risk. A more detailed analysis of call types is necessary to clearly identify opportunities

to reduce impacts to the community. However, it goes without saying that communities who invest in a true risk analysis and know where the greatest risks lie are more prepared for a game day event and best prepared to recover quickly when unplanned serious events occur.

An increase in the Insurance Services Office (ISO) Public Protection Rating (PPR) is desired and affords one way to return value back to the taxpayers who are vested property owners in the City. In a 2015 analysis, the City of Hagerstown was assigned a Class-3 PPR by the ISO. The best possible rating is a 1 and the least desirable is a 10. This rating is dangerously close to slipping to a Class-4 if certain items are not stabilized and improvements made. Program changes have been instituted to prevent slippage in the Class-3 rating. However, an increased focus on staffing, availability and verification of firefighting water, resource deployment, alarm handling, and building inspections/pre-plans are the best areas to invest in over the long term if the community desires to achieve and sustain a higher rating.

## 2015-ISO PPC SUMMARY TABLE-HAGERSTOWN, MD

Feature	Earned Credits	Credits Available
<b>Communications</b>	<b>7.49</b>	<b>10</b>
<b>Fire Department</b>	<b>33.08</b>	<b>50</b>
<b>Water Supply</b>	<b>32.55</b>	<b>40</b>
<b>Divergence (lower # is best) *</b>	<b>-3.04</b>	<b>N/A</b>
<b>Community Risk Reduction (CRR) **</b>	<b>3.09</b>	<b>5.50</b>
<b>Total</b>	<b>73.17</b>	<b>105.50</b>
*Mathematically reduces the overall score based upon the relative difference between the FD and Water Supply credits		
**These are pure bonus points not previously offered in prior PPR ratings		

The City of Hagerstown’s urban, developed area which lies within a metropolitan water distribution system is currently rated a three (3). The other county areas, most of which lie in a mixed water system, where limited or no municipal water is available are rated as a five (5) or higher, with a split rural rating. Any area beyond 5 miles from a fire station, with no hydrant protection automatically receives a “10” = (poor) rating. Companies that can demonstrate effective deployment of water on wheels can achieve lower than a 10 rating.

Maintaining an improved ISO-PPC rating is one way to demonstrate a return on citizen’s investments in public safety, particularly as it relates to insurable rates for non-sprinklered commercial buildings. For each step of improvement, commercial insurance rates may be reduced on average of 2.5%. This is a function of the competitive market place and can vary from insurer to insurer.

## COMMUNITY RISK REDUCTION-PREVENT THE 9-1-1 CALL

The American fire service is constantly evolving. In the last two decades, the role of the fire service has expanded to become literally America’s all-risk emergency service. Safe communities are established

using a wide variety of methods and technologies to encourage and train everyone in the community to help with prevention and mitigation of emergencies when they occur. For over three decades, the HFD has committed resources to two important programs that have had an impact upon the frequency, and severity of 9-1-1 emergencies. The HFD has an excellent record in educating and arming their residents with the first line of defense in surviving a structure fire - working smoke detectors.

Smoke alarm installation is more than handing out alarms to someone coming into the fire station. It is a door-to-door canvas that focuses on at-risk neighborhoods in the community. Using fire reporting data, the Hagerstown Fire Department is able to locate the neighborhoods that have had the greatest fire incident experience. Looking at this data, it can also be determined if the residences involved had working smoke alarms.

The HFD conducts three types of smoke alarm installation campaigns. Each year in May and June, the HFD visits half of the downtown area, and two additional census tracts in the surrounding area of the City. This ensures that we attempt to visit every City residence at least once every five years. These neighborhood campaigns occur in the evening, and units go door-to-door checking smoke alarms and installing free alarms as needed.

A second neighborhood canvas program occurs after each residential fire in the City. In these cases, fire personnel canvas a several block radius on the shift following the occurrence of the fire to check and install smoke alarms, with the goal of visiting one hundred homes. Lastly, the HFD is once again partnering with the American Red Cross to conduct focused daytime neighborhood smoke alarm campaigns. This program provides the in-kind support of free smoke alarms provided by the Red Cross (for all smoke alarm programs), and volunteer support for HFD canvases as well.

Today, the fire service continues to take on more routine responsibilities in promoting a healthy community by becoming the primary agency in Community Risk Reduction, or CRR. While fire prevention, inspections and public education remain integral parts of CRR, the concept goes much further. CRR takes a holistic approach to improving civilian and firefighter safety. For example, the tradition of October having emphasis on fire prevention remains, but CRR takes on a more year-round approach. The HFD takes advantage of every public event in which we participate as an opportunity to share our all-hazards community risk reduction message. We have also embraced media outlets, and the use of social media also promotes CRR messages on almost a daily basis.

Early education in fire and life safety is critical to preventing the 9-1-1 call. The HFD has been an active participant in Washington County Children's Village since it was conceptualized in 1986. Child education in fire prevention, life safety, and now drug abuse begins at the Pre-K level, and continues through Grade 3 for all city students. The HFD provides a cadre of instructors to this program with primary responsibility for all city schools. They also serve at the request of Children's Village administrators when other instructors are not available.



## FIRE MARSHAL'S OFFICE

The HFD has dedicated and maintained resources necessary to prevent serious events related to fires and building safety through the Office of The City Fire Marshal (FM). Currently, the office is staffed with one Fire Marshall/Manager who is assigned to a forty-hour work-week and manages the various programs necessary to prevent the 9-1-1 emergency, and or, minimize the impact of emergencies when they occur. Fire marshals are also directly responsible for investigating, determining cause and origin of fires, and prosecuting acts of arson and other incendiary fires within the municipal boundary. Three Deputy Fire Marshalls (bargaining unit represented) employees are assigned to the office on a forty-eight-hour work week who together with the Fire Marshall maintain 24/7 coverage of the City through a complex work schedule and other terms and conditions for call backs when off duty. In addition, the Fire Marshall currently conducts all plans review work for new and existing construction.

For some time, and since the loss of their peak staffing of six in the FM's office, the non-represented Fire Marshall who is assigned to a 40-hr. work week schedule has assumed one-third of the on-call work for nights and weekends. This will change in July of 2020 when the newly appointed and certified third DFM will assume their full-time role after graduation from the law enforcement academy. By adding the third DFM, hours of coverage will be expanded six days per week while relieving the Fire Marshall from regular on-call responsibilities. In addition, the Fire Marshall is the assigned data manager for the HFD. In that role, FM-3 manages, QA's, and synthesizes data for recordation and planning purposes.

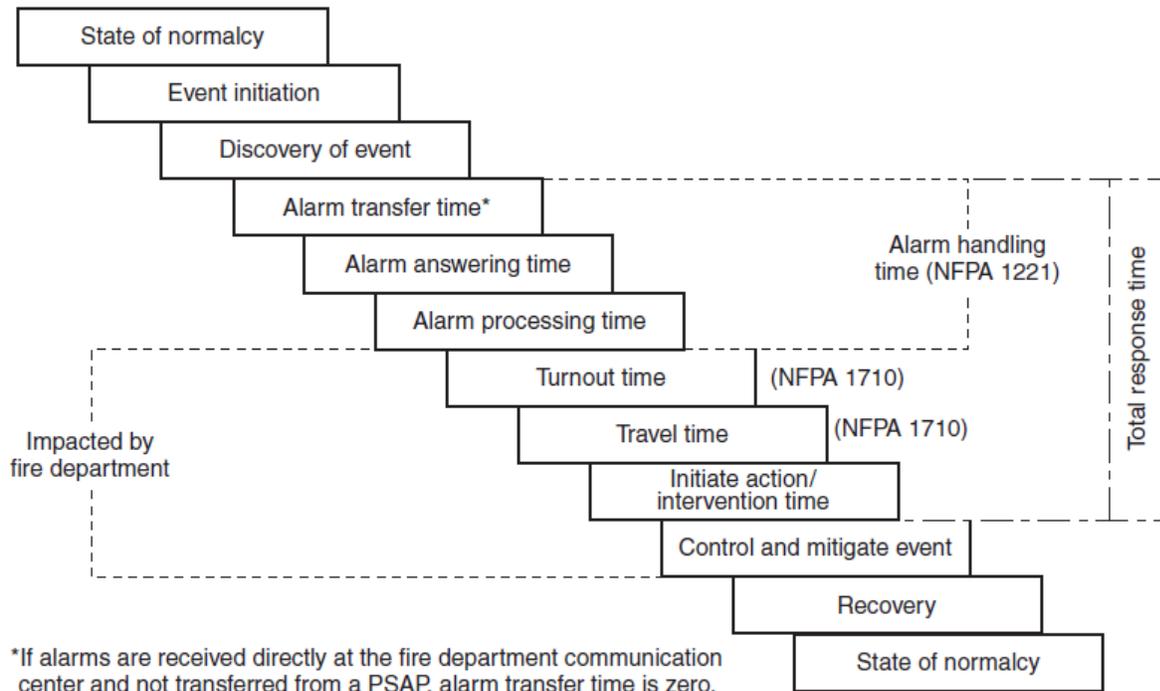


All four of the existing employees are sworn law-enforcement officers, authorized to carry weapons with full arrest powers in the State of MD. In addition, they are trained and certified Fire Investigators who respond to all types of fires to accurately and precisely determine the point of origin and cause of fires within the municipal boundary. They also assist with the relocation and sheltering of residents when fires that displace our residents occur. One of the Deputies is issued an explosives canine and is on call for regional agencies to identify and mitigate explosive incidents in addition to all other regular assigned duties.

The work performed by the staff of the fire marshal's office is invaluable to the citizens of Hagerstown as they work tirelessly to minimize risk, provide safe buildings, and ensure that planned events are the best they can be with pre-staged public safety resources located to mitigate emergencies. It is difficult if not impossible to declare how many incidents are prevented each year as the result of the hard work of the fire marshal's office. However, the HFD's case closure rate, prosecution record for criminal offenders, and low fire injury/fire death rates as compared to other urban cities speaks volumes about their work.

# CASCADE OF EVENTS

A cascade of events chart that best explains the role of FD's and other public safety providers is as follows:



**FIGURE A.3.3.53.6 Cascade of Events Chart.**

SOURCE: NFPA-1710

# INCIDENT TYPES AND THE ROLE OF COMMUNICATIONS

Across the State of Maryland, Public Safety Access Points (PSAP-communications centers) are required by State law to use Priority Dispatch software that standardizes interview questions to determine the severity of an incident. When the interview is complete, the incident is assigned one of five priority determinates, alpha through echo. In many jurisdictions (not Hagerstown-Washington County), alpha determinates are attended to on a non-emergent basis. In all jurisdictions, deltas and echo call determinants are the most time-sensitive and require rapid intervention by providers to achieve best outcomes.

A representative delta call is a structure fire. An example of an echo call is one not breathing or a cardiac arrest. Echo calls are always processed ahead of deltas, deltas ahead of charlies, etc. Using these standard criteria, citizens can be assured that the highest priority calls are processed first. For the purpose of this discussion, the closest first responder unit from the HFD is recommended on all echo, delta and some charlie call types to provide the closest medically trained providers and equipment. In

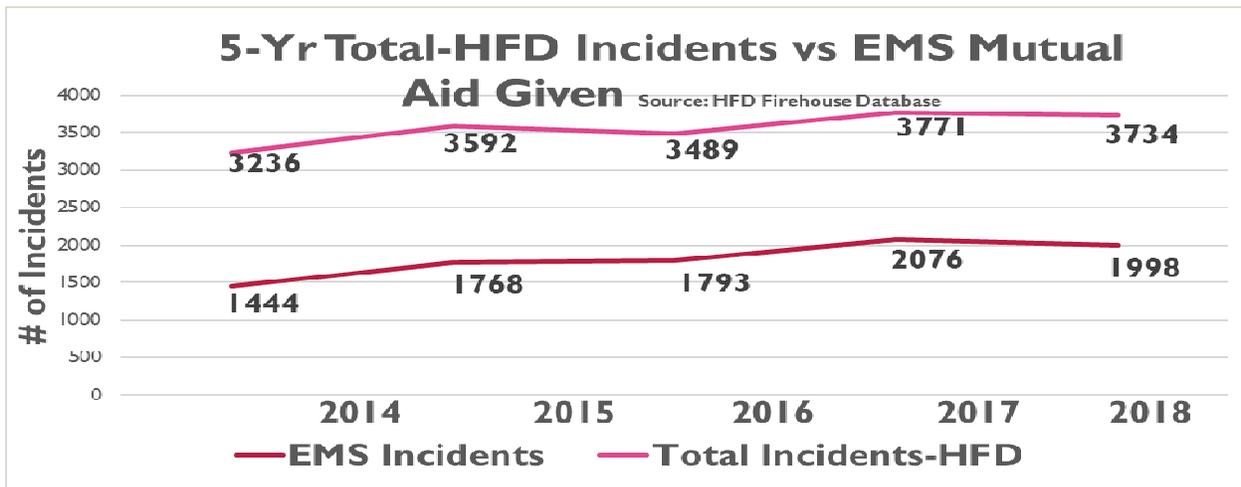
addition, and at the request of responding medical transport units, an HFD unit is frequently needed to assist with patient lifting and transfer to the transport unit on low acuity calls.

In all public safety agencies, population density typically drives call volume. For this reason, HFD and CRS will likely always be the top responders in Washington County. Therefore, the critical needs will be first identified and require resolution in the areas in and around the City.

## DEMAND FOR SERVICES

The HFD demand for services information is shown on the following pages for each of the previous five calendar years. The source of this information is the HFD Firehouse software database and the WCDES Computer Aided Dispatch (CAD) system which the HFD relies upon for receiving 9-1-1 calls, processing of 9-1-1 calls, and dispatch of designated resources in cooperation with standard response plans agreed upon by the member companies of the WCVFRA and the HFD.

### 5-YEAR HISTORICAL RESPONSE DATA-HFD



5-Year Unit Response Totals-HFD							
Source: HFD Firehouse Database							
	2014	2015	2016	2017	2018	2019	Notes
E-1 (City Center)	892	897	966	1127	997		
SU 3-1 (Vol)	0	1	0	8	2		Minimally equipped Suburban owned and maintained by the volunteer company to supplement staffing
E-2 (North End)	659	683	598	682	700		
SU 3-2 (Vol)	72	71	50	118	58		Specially equipped F-550 Ford owned and maintained by the volunteer company to supplement staffing
SV 3-2 (Vol)	2	47	77	85	27		Minimally equipped command platform Tahoe owned and maintained by the volunteer company issued to Vol Capt.
E-3 (East End)	585	673	648	650	678		
SU 3-3 (Vol)	0	6	8	0	0		Minimally equipped command platform Tahoe owned and maintained by the volunteer company issued to Vol Capt
E-4 (West End)	846	970	970	978	1,036		
E-5 (South End)	474	482	482	500	560		
T-3 (East End)	568	575	574	443	453		Formally T-1 (Pioneer Hook & Ladder that was relocated to Station 3 in December of 2016
T-4 (West End)	361	495	496	496	568		
Battalion 3 & Chief 3	959	944	851	842	960		Includes the Shift Commander & Aide plus responses from the fire chief
Fire Marshals	302	228	240	258	287		Includes both FM-3 DeHaven and on-call Deputy Fire Marshal responses
Utility 3 (Career)	1857	1109	42	24	13		This unit was disbanded from day-to-day emergency incidents in 2015 after a collision and staffing was repurposed to E-1 and the command aide.
Totals	7,577	7,181	6,002*	6,211	6,339		*The drastic drop in unit responses from 2015 to 2016 was primarily due to the change in response plans that no longer included Utility 3 on most incidents.

## TIME OF DAY/DAY OF WEEK

A three-year analysis of response data from CAD in an attempt to identify peak demand times by day of the week and hour of the day for high acuity Delta and Echo responses yielded no significant statistical results for day of the week. However, an analysis of the same period determined that the majority of Delta and Echo incidents occurred between the hours of 0900-2100 hours daily. This is a metric that should be further explored to determine the need for a 12-hour peak demand service in the city.

## DISTRIBUTION AND DEPLOYMENT OF RESOURCES

The current exception to the standard County response plan for a structure fire in the City of Hagerstown is the addition of a second aerial ladder and a dedicated incident commander on City incidents to achieve the minimum staffing recommended by national standards, the ability to guarantee a trained and certified incident commander, and full utilization of all available City staffed on-duty resources when a significant event occurs. Finally, the addition of the second aerial service provides adequate front and rear coverage for the large number of occupied, high risk buildings across the City that do not exist in many areas of the County. These practices ensure the best possible outcomes with our pool of available resources, both human and others.

Currently, and for many decades, the HFD has covered the City with five engines and two aerial ladders deployed from two City owned and four volunteer owned facilities. In addition, the City maintains two ready reserve pumpers and a reserve aerial ladder. These ready reserve units are necessary for daily maintenance reserve needs and call back units that are staffed by off-duty career and volunteer personnel when significant events are in progress.

The current station deployment model was based largely on the size of the City at the turn of the previous century when the capacity of a team of horses that pulled a steamer pumper was limited to a run of eight City blocks. In addition, groups of motivated volunteer citizens were inspired to form companies across the City. Specifically, and in addition to already established companies; the Western Enterprise Fire Company in Washington Square (cut off from other companies by at grade railroad crossings), and the South Hagerstown Fire Company (who felt they were too distant from the City center) formed new companies to meet growing needs across the City.

Over time and largely due to deteriorating facilities infrastructure, two of the three engines re-deployed from the City center to locations that improved response coverage to greater portions of the City. First, the Independent Juniors collaborated with the City to relocate to a three-bay facility on Eastern Boulevard. In 2016, the T-1 aerial ladder was redeployed from East Franklin Street to Eastern Boulevard. combining two-City owned stations into one.

The two primary goals of this proposed move should be clear. Instead of two aerials spaced six-blocks apart in a City six-miles long on the Rt-40 axis, they are now spaced approximately three miles apart providing best East-West and North-South response routes. Secondly, by assembling four personnel on two units from the same location, the percentage of calls where the HFD is able to immediately comply with the OSHA legislated two-in, two-out mandate is achieved more often. This is especially important in the areas immediately surrounding the City where volunteer staffing is not guaranteed and assembly of staffed resources are many times ineffective, particularly during daytime hours.

The five-engine deployment model has proven successful over time and is the primary reason the HFD enjoys an aggressive and effective travel time to any emergency. An engine in each quadrant of the City and one in the busier downtown balances the workload for each, while maintaining rapid response times to emergencies. However, this same model has been maintained as a priority over properly staffed companies.

Additional capacity for automatic aide response to mutual aid companies, and adequate coverage in the face of growing call volume are other advantages of the five-engine model. Given current call volume, a

four-engine model is achievable, assuming that all companies are in the right place. Further, overall system capacity is reduced with the four-engine model when units are working either in or out of the municipal boundary. With the exception of available funding, the five-engine deployment model is ideal and provides the best coverage possible based upon current incident demands.

The Community Rescue Service is a private rescue company that deploys up to five emergency medical transport units, and an Advanced Life Support (ALS) shift commander in an area that includes the City of Hagerstown, Maugansville, Long Meadow, Funkstown and additional areas surrounding the City that constitutes approximately 70 square miles. These units are staffed primarily by career ALS and BLS providers on a 24/7/365 schedule 48- hour workweek, three shift schedule. Two of the transport units run from the main station on Eastern Boulevard, two from the old Antietam F.D. quarters on Summit Ave., and one from the Maugansville VFD. The desired staffing on each transport unit is one EMT-B driver and one ALS Paramedic. Some personnel are fire qualified and may qualify as minimally qualified to count towards an ERF goal. Others cannot. In either case, their primary mission on the fire ground is to render prehab, rehab and EMS services to citizens and fire fighters. At times when EMS capacity is exceeded by these available resources, EMS transport units from Halfway, Williamsport, Boonsboro, Smithsburg and Greencastle are called into the City. Finally, the Hagerstown Police Department and Codes Administration staff utilizes HFD resources to secure vacant, abandoned and blighted structures to protect citizens from the hazards associated

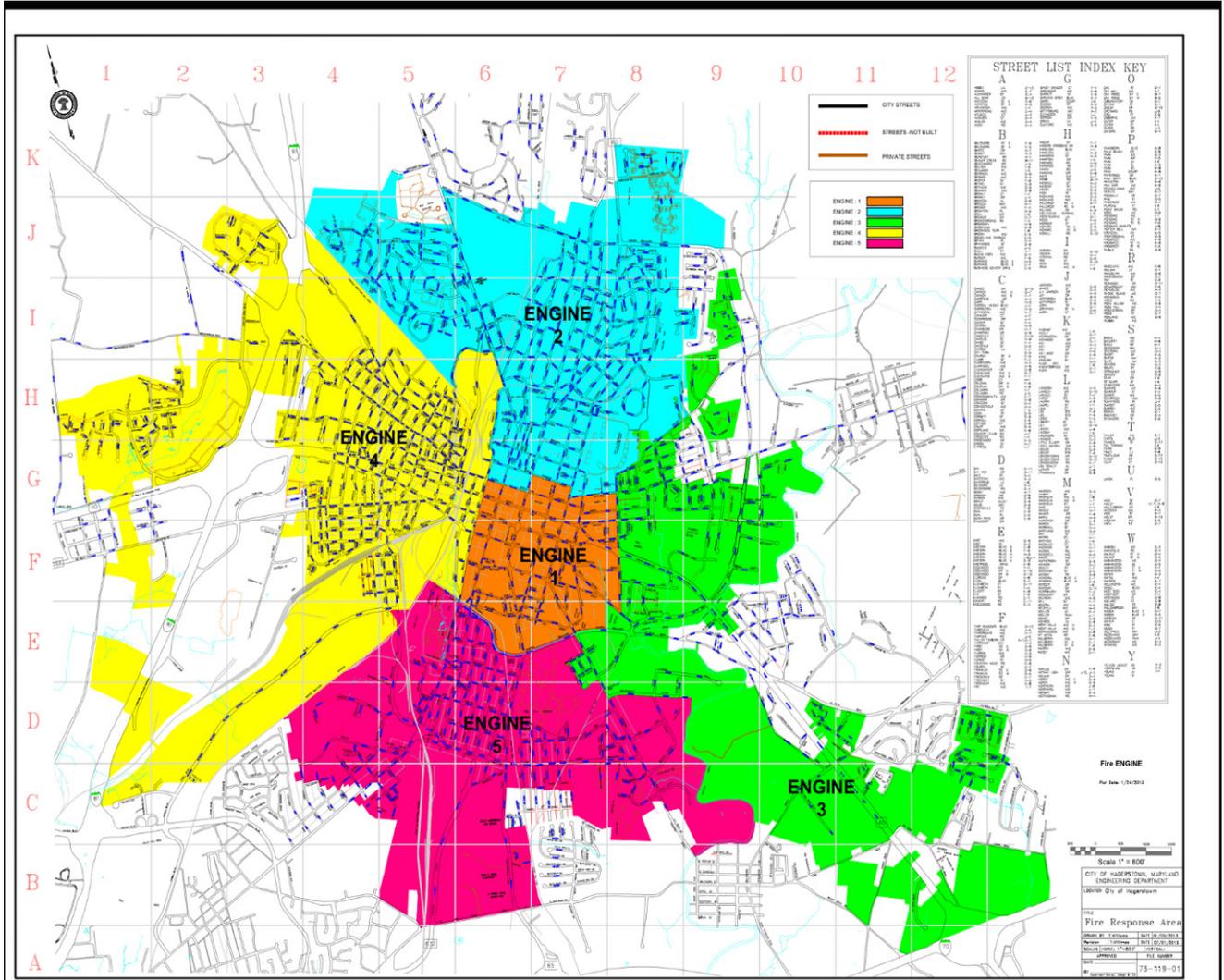
The same five-engine model could serve as an improved deployment strategy for future fire and EMS services; particularly Advanced Life Support (ALS) intervention. In many departments across the Country, the first arriving ALS provider arrives as part of a fire crew on an engine company (Paramedic Engines) that are strategically distributed across their respective jurisdictions. This has permitted longer response goals for EMS transport units from a more centralized location since care is rapidly administered on high acuity calls where additional staffing is required most if not all of the time. Additionally, this is probably the most efficient model to ensure adequate company staffing for the lower frequency, high risk structure fires, technical rescues and other complex incidents.



The City lays out nicely for this model but would require collaboration with the Community Rescue Service and others to separate their paramedics from their cots. More importantly and likely far more difficult is the agreement of EMS providers to jointly serve as FF's when required. Presently, not many ALS providers are certified to perform both functions.

Finally, the impact of the existing and future changes to the Affordable Health Care Act should be monitored closely. Currently and for quite some time, reimbursement to public safety providers occurs for EMS transports. It is anticipated at this writing that those reimbursements centered on transport to approved medical facilities will be changed to a model that compensates providers for caring for the majority of patients in their homes.

# THE HFD FIVE-ENGINE DEPLOYMENT MODEL



SOURCE: CITY OF HAGERSTOWN GIS

## MAINTENANCE OF EFFORT

To successfully intercede in any emergency, the HFD employs 78 full-time career employees and approximately 30 trained and certified volunteers citywide who are eligible to ride in staffed positions. Even though many active volunteers are carried on the roles of the independent volunteer companies, only a handful participate as certified, riding members providing emergency services.

Attempts to identify the true number of operationally certified volunteer fire fighters county wide in CY 19 has been unsuccessful with the previous administration of the WCVFRA. Initially reported to be 1,900 active volunteers, it is clear that under the best of circumstances, the number of certified and practicing volunteers who run calls is less than 600, probably less. No one in a position of authority to mandate these numbers have stepped forward to do so. However, a change in the leadership of the WCVFRA has acknowledged the issue and is working at this writing to identify the correct number by

company. Even more disturbing is the fact that most volunteer companies had failed to follow and enforce their own requirements such as annual physicals, SCBA face piece fit-testing and others that are all benefits to the agencies (except the HFD career staff) paid for by WC government.

These numbers are accurately tracked among all city companies. At this writing the number is less than 30 citywide. If 100 volunteers suddenly became available today for deployment in the city, it would take at least two years to train and certify these newly found volunteers to minimum staffing levels.

Many challenges remain. Not the least of which is to assemble adequate resources that include both people and stuff in a timely fashion that meets or exceeds minimum training and certification standards. This is clearly fixable even though efforts to do so are deeply rooted in tradition with strong resistance to changes in the authority, responsibility and governance structure(s) of the volunteer-based system. This issue more than any other remains the catalyst for friction between the volunteer and career personnel in the HFD. Efforts to improve in these areas remain a work in progress with substantial but limited success.

As outlined in the 2015 draft Strategic Plan, adequate staffing and funding for maintenance level of services were identified by stakeholders as the two highest priorities facing the HFD. The impacts of the great recession have placed strains on City finances that have necessitated the budget lapse of five key positions in the HFD including three fire fighters, one community educator, a training captain and a deputy fire chief. Planned efforts to adequately deploy a third deputy fire marshal on shiftwork, develop an effective on-duty response force of fire fighters and command staff to provide for deployment to simultaneous incidents both in and out of the municipal boundary have previously failed to compete for available resources.

Staffing cannot be fully understood or addressed without first discussing a basic deployment strategy to achieve any standard of cover that the community desires and is willing to fund.

## STANDARD OF COVER

Historically, the HFD has not established a “standard of cover” for the areas we serve. As a result of a review and analysis of both risk and demand, staff recommends that the City establish two separate standards of cover, one for time-sensitive structure fires and another for EMS responses.

The Insurance Services Office process uses the approach for response time that road distance criteria for engines (pumpers) at 1.5 miles, and aerial ladders at 2.5 miles that further translates mileage into response time. The distances are based on a formula developed years ago by the RAND institute, and use the equation:

$$T = 0.65 + 1.7 D$$

T = travel time in minutes, D = distance in miles

The formula is based on an average 35 mph road speed, which is realistic for most areas considering road conditions and type, weather, intersections, traffic, etc. Mathematically, this converts travel distance of 1.5 miles to; 3.2 minutes for engines, 4.9 minutes for aerial ladders, and a maximum response time of 9.15 minutes. It is easy to see that times much greater than these are pushing the limits of a fire

company's ability to successfully control a fire (especially considering that these are only travel times, not dispatch, turnout time and set-up time).

Also, based upon population density per square mile, the City of Hagerstown would be considered an urban area. The National Fire Protection Association (NFPA) Standard 1710 – *The Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* suggest for urban areas and career departments you should measure response times at the 90th percentile. Industry wide, fractal measurements, not average measurements for these performance measures are the industry standard.

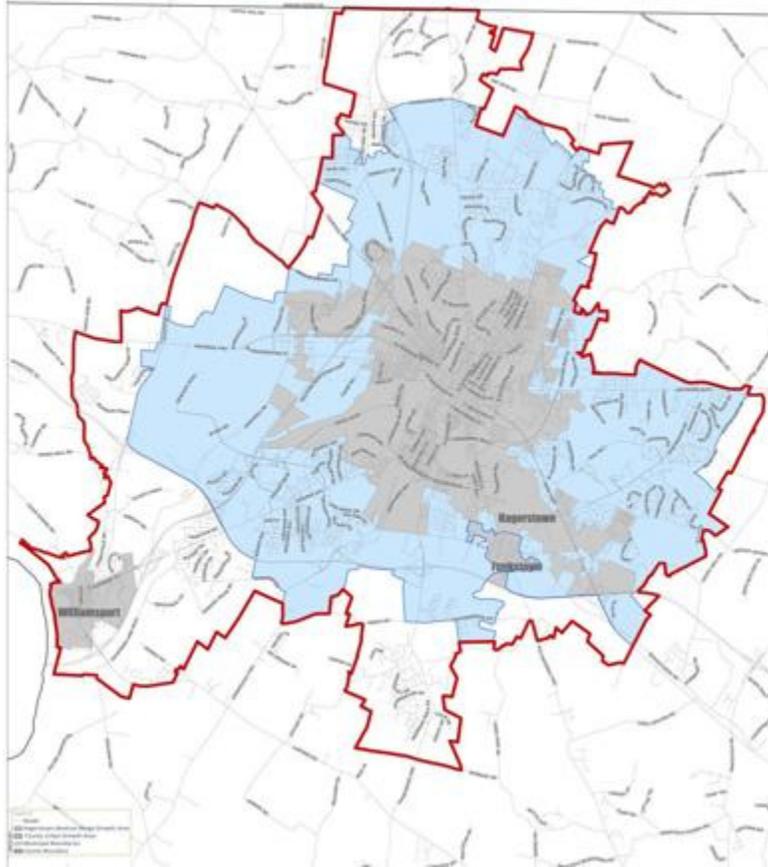
A Standard of Cover (SOC) is essentially a set of goals established by a fire department after a comprehensive risk analysis of the department's service area. The SOC establishes service level objectives upon which the distribution and concentration of the department's resources are based. Although there have been many challenges to establish a common methodology in determining the precise number of resources needed to mitigate incidents, build future fire stations, and staff firefighter positions, every community has its own unique set of risks and needs. A comprehensive self-assessment and community risk analysis that, together, produces the development of an all-hazards response system is the preferred method to develop a SOC. Historically this has been particularly challenging for departments like the HFD that have assumed responsibilities for a variety of emergency services in addition to basic fire suppression. Moreover, the HFD and its volunteer-based companies have struggled to change from a model that was solely focused on fire suppression and traditional legacy values.

## GROWTH AND ANNEXATION

The amount and type of development occurring in Hagerstown and Washington County has a major impact on fire-rescue risk and service demand. Population density drives incident volume. Development brings more people into the region, both residents and people conducting business, and more people, in turn, lead to higher incident frequency. This is a well-known, direct relationship for all public safety agencies. Therefore demographics within the Hagerstown municipal boundary and the areas immediately adjacent to the boundary are paramount to minimization of risk, deployment of available resources, and planning for future demands that are certain to come.

It is a goal of the City's comprehensive plan to enlarge the City's corporate boundaries in order to become a stronger City, increase economic development, deliver urban services in an efficient manner, and promote fiscal stability. The City's Medium Range Growth Area (MRGA) boundary represents the desired City boundary in the year 2035. The MRGA includes already developed areas as well as tracts and developments beyond upon which the City received pre-annexation agreements in exchange for provision of City water. Undeveloped land on our boundaries that are proposed for development on City water will be required to annex as a condition of service. New development proposals in the MRGA which are not contiguous to the City boundaries must provide a pre-annexation agreement as a condition of City water. The City should offer financial incentives to encourage existing development or strategically located undeveloped tracts to annex into Hagerstown and make areas with pre-annexation agreements contiguous to the City. Hagerstown needs to expand and harness the fiscal benefits of regional growth, particularly as much of that growth is facilitated by City water and in some cases by City wastewater.

Existing pre-annexation agreements, future annexation initiatives, and the modification of an already irregularly shaped municipal boundary must be closely monitored and managed in cooperation with all other public safety partners to ensure that future standards of cover goals are accomplished with either existing city or automatic aid resources.



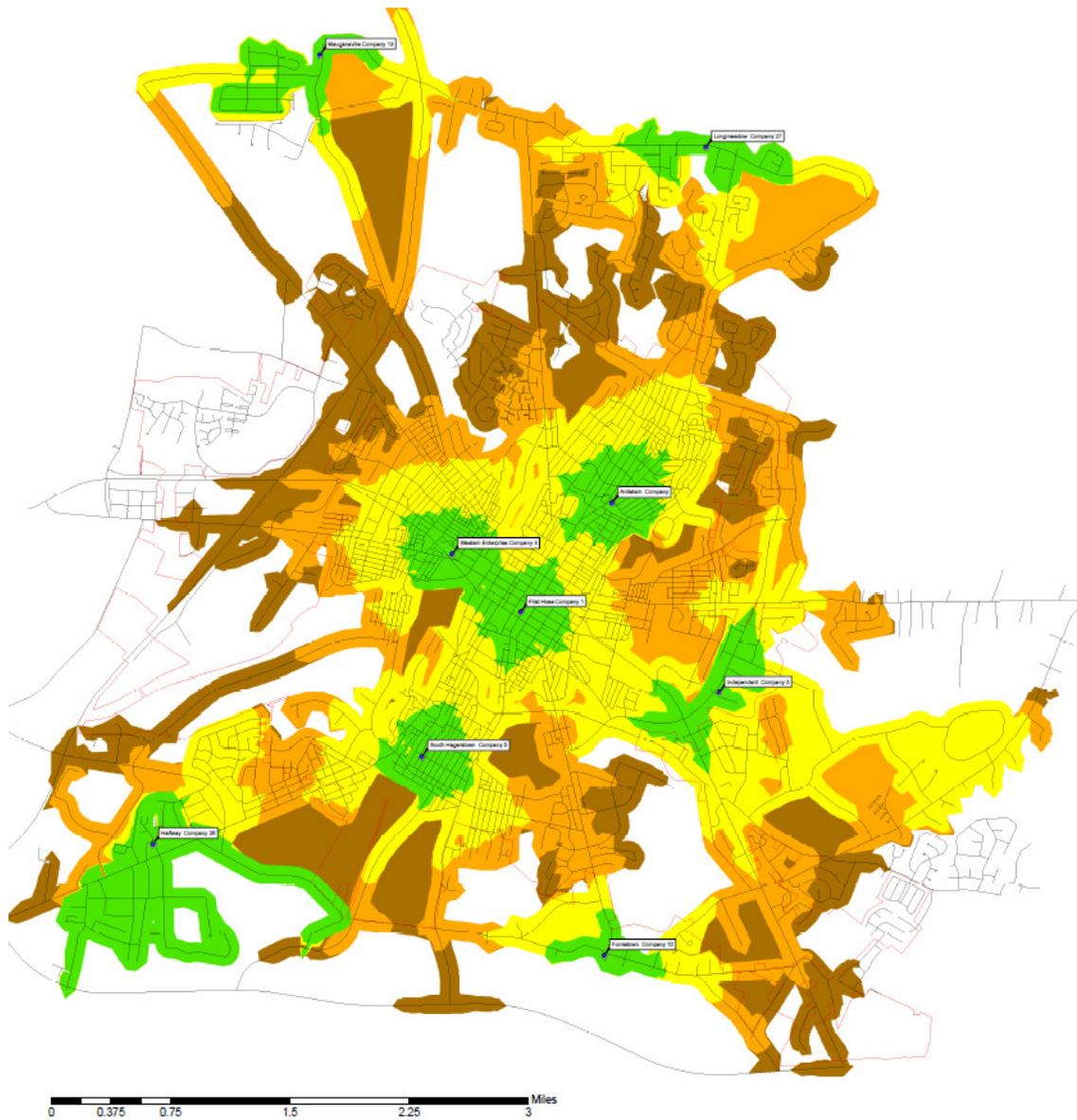
SOURCE: CITY OF HAGERSTOWN

The HFD proposes to acquire land in two areas of the City (south & west) to right size the agency while preparing to account for future annexation in the medium range growth area (MRGA). The difficult struggle is to place future resources at the right locations based upon evidence rather than just stand on the tradition, history and emotions of “*I think, I feel that...*” which has traditionally driven previous distribution and deployment decisions.

As this plan is submitted, construction has begun on the bridge that crosses the Antietam Creek into the Robinwood corridor. For almost every emergency incident in that corridor of the Funkstown service area, HFD units will certainly be first arriving in the only other urban zone outside of the city boundary. Since the early 1990’s, HFD units have regularly arrived first and delivered first water on fires in that entire area without fair compensation from the county.

# AUTOMATIC AID PARTNERS CONTRIBUTION TO CITY I-4 MINUTE TRAVEL TIMES (GREEN-BROWN)

SOURCE; CITY OF HAGERSTOWN GIS DEPARTMENT



# POLICIES AND PROCEDURES AND STANDARD OPERATING GUIDELINES

All Hagerstown Fire Department policies, procedures, and standard operating guidelines were updated in 2019. This is the first time they had been extensively reviewed since 2006. It is the intent moving forward to review one third of the policies, procedures and standard operating guidelines, annually. This rotating basis will ensure that policies and procedures are reviewed on a three-year basis, maintaining currency with industry standards, best practices, and local applicability. Additionally, we will create new policies & procedures as required to implement changes in the environment over time, to ensure that Ensures that the HFD is in sync with the various laws, policies and procedures and industry best practices.

The Washington County Volunteer Fire & Rescue Association standards committee sets policy for most if not all of the volunteer companies surrounding the City. The HFD strives to be in sync with their goals and objectives, recognizing that many times their needs are different & the process is cumbersome, bureaucratic, untimely, and often ineffective. Even though the HFD desires to work collaboratively with the standards committee, they have to date been unable or unwilling to meet the needs of a largely career department. Staff will continue to monitor policy changes with the WCVFRA standards committee to meet or exceed their minimum expectations while maintaining our right as a sovereign government, as much of what is developed and implemented at the county level is beyond our direct control.

The Hagerstown Fire Department seeks to hire and promote the best and brightest personnel available to progress in the organization. Assessment center style promotional exams for all positions and ranks are conducted every two years for Firefighter Recruit, Deputy Fire Marshal, Lieutenant, Captain, and Battalion Chief. This cycle provides a ready list of candidates at all times for unplanned retirements and resignations. Staff intends to institutionalize this process moving forward.

## INFORMATION TECHNOLOGY INFRASTRUCTURE

What gets measured gets done. The Hagerstown Fire Department collects and tracks data on various aspects that impact our organization and the services we provide. Regularly monitoring data impacting the HFD and our resources promotes data-driven decision-making and policy development, and assures an efficient and effective service delivery model for our community.

Great strides have been made in the previous five years regarding technology and the use of technology. However, more needs to be done. Regular updates to IT infrastructure, including hardware, software and firmware changes and mandates must be funded to comply with the various agencies, laws, etc. that impact the HFD. Plans including funding proposals are in place for portable radios, pagers and hardware. The HFD is in compliance with the city IT department's replacement plans for hardware. There is however, substantial risk for things that the city does not control like the radio infrastructure, computer aided dispatch (CAD), fire station alerting (FSA) and others. When upgrades are made that have an

impact on the HFD, we are not currently included in the voting governance model to ensure the HFD's best interests are protected.

## TRAINING, CERTIFICATIONS, AND CORE COMPETENCIES

The overarching training goal of the Hagerstown Fire Department is to field a sufficient number of trained, certified, and practiced personnel for every emergency response, regardless of size or scope. Training has been sustained using any available resources over time.

Initial training and certification of HFD personnel has occurred primarily through the volunteer-based University of Maryland, Maryland Fire-Rescue Institute. This has served the City well. Most career personnel are hired with some level of training and experience, which is augmented with on-the-job training. Volunteer personnel begin training through the Maryland Fire Rescue Institute or agencies from their home state, as well as through the Hagerstown Fire Academy after they join the department.

All firefighter training meets National Board of Fire Service Professional Qualifications (ProBoard), based on minimum nationally accepted standards developed by the National Fire Protection Association (NFPA). Initial Emergency Medical Technician training is provided through the Maryland Fire & Rescue Institute (MFRI) and the Maryland Institute for Emergency Medical Services System (MIEMSS). Through a partnership with Community Rescue Service (CRS) and one of their Maryland State certified CRS instructors, the HFD perform annual in-service emergency medical technician recertification and protocol updates training.

Most personnel across all three shifts are trained and certified in various specialized fire/rescue competencies which include:

- Confined Space Rescue
- Water Rescue
- Trench Rescue
- Rope Rescue
- Structural Collapse Rescue
- Ice Rescue
- Technician-level Hazardous Materials Response

HFD personnel regularly support the Washington County Department of Emergency Services (WCDES) Special Operations team and vice versa with incidents in and outside the City. Washington County DES has recently expanded training opportunities in collaboration with others to provide additional programs to enhance performance in tasks, tactics and strategies for all personnel.

The HFD initiated actions beginning in 2015 in cooperation with WCDES and a grant funding source available to train and certify personnel to the National "Blue Card" fire incident command standard. Every Battalion Chief, Captain, and Captain Eligibility list aide has been certified to this standard. Blue Card is a 3<sup>rd</sup> party certification that to date has been grant funded through DES.

Like automatic aid and other collaborative initiatives, the HFD, DES, HPD, CRS and the volunteer-based corporations out of necessity have become force multipliers for each other. There is a cost to maintain this model in both day-to-day deployment and in some cases, overtime for off duty personnel who by

nature of their work schedule must attend some training on other than their normal work schedule. Every attempt is made to schedule employees on their normal work days. When we cannot, overtime is required to fulfil the need. As the demands for industry practices continue to escalate, the need for additional training hours in all disciplines will be required.

## HEALTH, SAFETY, AND WELLNESS

The health, safety and wellness of our employees are critical to the effective response to emergencies and other requests for service made by the residents and visitors of the City of Hagerstown. Firefighter health and wellness has come to the forefront nationally over the past thirty years, and the Hagerstown Fire Department has taken a comprehensive approach to firefighter health, safety, and wellness.

The fire department provides baseline medical evaluations that meet *NFPA 1500, Standard for Health, Safety, and Wellness Program*, as well as follow-up evaluations based on age. Gymnasium equipment is provided at Fire Department Headquarters, as well as several other worksites, to allow firefighters to work-out between emergency incidents. Personnel are provided with weekly yoga classes to assist with physical training, flexibility, and wellness.

The Hagerstown Fire Department Safety Committee was established in 2007 as a joint committee comprised of representation from labor, management, and volunteers to address the health and safety of fire department personnel. In 2019, the committee began benchmarking the fire department against the 16 Firefighter Life Safety Initiatives which were developed in 2004 at the Firefighter Life Safety Summit in Tampa, Florida. The committee also reviews vehicle and fire ground accidents and firefighter injuries in an effort to determine common root causes to ultimately reduce the occurrence and severity of accidents and injuries in the department.

Personnel are equipped with the most advanced personal protective equipment available to today's firefighter. However, byproducts of combustion are carcinogens that are absorbed into the firefighters' personal protective clothing. This along with the frequent exposure to smoke, diesel exhaust from fire apparatus, and other carcinogens lead to Firefighters having a 9% greater chance of a cancer diagnosis than the general population, and a 14% higher mortality rate than the general population. In addition to the PPE washer and dryer at HFD headquarters, additional gear laundering equipment has been placed at Stations 2 and 3. The Safety and Wellness Committee provides regular education to firefighters and has implemented programs such as "Wash Your Hood Friday" to promote cancer prevention for our personnel.

Approximately 50% of the firefighter line-of-duty deaths experienced annually in the United States are the result of non-traumatic, medical emergencies. In January of 2020, the committee retitled itself to the Safety and Wellness Committee to encompass the aspects of physical, mental, and psychological wellness of our personnel. The committee is working with personnel qualified as peer fitness trainers on each shift to provide firefighters with individually –tailored physical training programs to promote wellness.

In 2017, the number of firefighters who died by suicide surpassed the number of firefighters who died from line-of-duty injury or illness. The Health and Wellness Committee is actively working research and developing programs to provide mental health and wellness support.

A Company Officer Leadership Academy C.O.L.A. program has been in place since the summer of 2015 where Captain's eligibility list candidates compete for and can serve as a shift commander aid for one-year intervals in order to gain additional knowledge, skills, and abilities as they work to promote in the future. As an example, The Washington County Department of Emergency Services (WCDES) has graciously extended training grant revenues to provide national Blue Card incident command training to the entire HFD command staff and assigned C.O.L.A. candidates.

The Hagerstown Fire Department continues to provide support to the WCBOE Technical High School fire-rescue academy for 11th and 12th graders. This program best suits the hiring model of the HFD. In lieu of a 25-week full-time recruit school, graduates of this program have FF-I, FF-II, and national Registry EMT-B as well as some sundry other certifications required to work in the City. It is our goal to utilize this program to create an intern or apprentice program that integrates new graduates of the high school program, or active volunteers who achieve certifications into the HFD workforce for up to one-year probationary period. This will provide an entry level firefighter position at non-union salary table rates with volunteer benefits to guarantee the safety of the interns while working. Participants will receive preference in hiring for permanent, full-time positions within the HFD.

## HUMAN RESOURCES AND STAFFING

Rapid response times are necessary to keep fires small. In that spirit, the five-engine deployment model has and continues to serve the city very well. However, on fires that have already reached flashover (greater than a room and contents) the HFD struggles to simultaneously deploy an attack line, a back-up line and a line above the fire while preparing (softening) the building to improve and ensure occupant and firefighter safety.

The unintended consequence of inadequate staffing is that fire-fighting activities occur in sequence rather than simultaneously. It should be clear to the reader than in situations where citizens are threatened in occupied buildings on fire; particularly those involving multiple floors with open stairwells that lack compartmentation, or; lack fixed fire protection features such as sprinklers and standpipes, the ability of the HFD to perform search, rescue and other required tasks is simply not achievable in a timely manner.

Given the age and condition of many city properties, the HFD is at an unusually high risk for post-flashover fires to extend quickly to other parts of the structure. Absent sprinkler protection, now mandated in all new construction, an appropriately resourced and staffed fire department is the only defense against tragic fires and larger losses.

Although a significant improvement from driver only responses, two-person company staffing should be unacceptable in any review and benchmark of the HFD. Three personnel should be considered minimum and four personnel desired to achieve optimum performance levels that are compliant with the law (2-in, 2-out), and industry best practice models that the city will be compared to in any challenge resulting from bad outcomes.

Adequate staffing and the ability to assemble one or more teams of FF's (effective response forces (ERF's)) for significant events remains the highest priority of the HFD. As outlined in the 2015 draft Strategic Plan, adequate staffing and funding for maintenance level of services were identified by stakeholders as the two highest priorities facing the HFD. The impacts of the great recession have placed strains on City finances that have necessitated the budget lapse of six key positions in the HFD

including three fire fighters, one community educator, a training captain and a deputy fire chief. Planned efforts to adequately deploy an effective on-duty response force of fire fighters and command staff to provide for deployment to simultaneous incidents both in and out of the municipal boundary have previously failed to compete for available resources.

Staffing cannot be fully understood or addressed without first discussing a basic, best practice deployment strategy to achieve any standard of cover that the community desires and is willing to fund.

The **2020 Edition of NFPA-1710, Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments**, speaks to the issues facing the HFD and the citizens of Hagerstown. For over one-century, the citizens of Hagerstown have largely relied upon career driver only responses supplemented by volunteers who traditionally assembled one at a time from home in their private autos or, if they were in quarters, responded as part of available staffing.

The City of Hagerstown Fire Department has 78 authorized career positions as follows:

- A Shift = 24 including two captains and a battalion chief shift commander
- B Shift = 24 including two captains and a battalion chief shift commander
- C Shift = 24 including two captains and a battalion chief shift commander
- Fire Chief and an Executive Administrative Coordinator
- Fire Marshal's Office = 1 fire marshal and 3 deputy fire marshals

There are concerns from labor, management and the volunteers regarding the ability to provide an effective response force that can manage the potential fires in the city, particularly multiple simultaneous events. Hagerstown is a very historic city with buildings 200 years old and more, interconnected and in close proximity to adjoining structures. High rises exist with elderly and handicapped residents. Sprinkler systems are limited and even with detection devices, response can be delayed, fires propagate and the result is labor intensive fire with rescue tasks. While not overly frequent, readiness is still needed.

The next generation of leaders is also a challenge for the department. Due to growth, expansion of the department, retirements, etc., younger members with less experience are taking the place of seasoned fire service leaders in the department. Leadership training is necessary both in personnel and operations management as well as fire and rescue strategy and tactics. Programs are needed at the local level for these new leaders. The same can be offered that there is need for a driver/pump operator training. A concern was also found regarding pay levels for career staff and a need for annual pay increases. While this is a labor-management discussion it is important to realize that a number of staff also work part-time at neighboring volunteer fire/EMS agencies to supplement their income.

Turnover is low as would be anticipated with municipal public safety positions. However, finding previously trained personnel with enough certifications and experience to minimally qualify for employment opportunities locally has been a new and real problem. As a result, staff counsels the city leaders that the days when we can continue to rely upon locally trained MFRI volunteers who choose to work in the career fire service is failing at a rate far greater than just a few years ago. We estimate that approximately 20%-35% of the current career workforce commutes from an area at least 30-45 mins away.

Without adequate certified staffing to deploy rapidly on growing fires that have already extended beyond the room of origin; and other complex all-hazard incidents, the likelihood for HFD to

successfully stop larger fires that have traditionally overcome the entire structure is minimized. This does not imply that a fully staffed department would stop every fire in its tracks. It does however strongly suggest that the existing staffing matrix does not meet the needs of the community and would likely not sustain a third-party review should poor outcomes or a significant tragic incident occur.

Approximately a decade ago, two significant group hires occurred that essentially doubled the available career staffing by adding a second firefighter on four of the five engines. In addition, two personnel staffed a utility unit that supplemented the first call City wide regardless of the acuity.

Even though there are many examples of highly successful outcomes and the overall cost to taxpayers is minimized, the current company staffing model is simply not sustainable in 2020 and beyond.

First, the practical ability to meet the requirements of the law and any reasonable best practice standard is simply not achievable. Something else suffers that leads to poor outcomes. Adequate coverage of the building, timely risk assessments, quick size-ups, and deployment of available resources all slow down when they occur in sequence rather than simultaneously, if they occur at all. Secondly, and for lack of a better description, firefighting is a highly-regulated team sport. The ability to deploy multiple attack lines, large volume attack lines, or assembly of trained teams for complex rescues is hindered in post flashover fires. Finally, and most importantly, expectations from both the public and the industry have been elevated from the days when citizens and others just took what they could get.

Providers of services, both career and volunteer are required to follow the law, industry best practices and in general, perform in a manner that provides the best opportunities to render services safely and effectively while minimizing unnecessary risks, injuries and deaths. The current HFD staffing model fails to meet the minimum requirements of a modern response force and should be unacceptable.

Annually the HFD staffing model should be evaluated for effectiveness and adequacy of response, injury rate, non-firefighting demands, etc., and appropriate staffing increases requested. In the interim, every effort should be made to fund three-person companies with a company level officer in charge of each company.

The WCVFRA, HFD and others have declared publicly that staffing and the sustainable revenue stream to guarantee staffing is the highest priority for public safety in and around Washington County. A critical review of available data will clearly articulate a state of crisis. However, it is clear that the citizens of Washington County will strongly resist any dedicated tax or fee to more appropriately fund fire-rescue programs. In most jurisdictions, this would lead to serious conversations about mergers and consolidations designed to maximize the SOC while minimizing the infrastructure. Political will to either fund the existing infrastructure or compress resources into a regional model have been strongly resisted.

Nationwide, personnel serving in dual roles have proven a recipe for bad outcomes when the demands of the incident outpace the resources assigned to the incident. This is especially true when the incident commander (IC) is engaged in tasks other than managing the incident.

The HFD strives to work towards the minimum guidelines as outlined in the National Fire Protection Association (NFPA) 1710 recommended practices for structural firefighting.

## NFPA-1710



### Changes to Fireground Staffing Levels for Career Fire Departments

The 2020 edition of the NFPA 1710 standard just released provides additional recommended staffing based upon the need to assemble an adequate number of firefighting teams and support personnel for specific occupancy types. Those recommended increases are added to the 2016 recommended numbers below in red.

#### ➤ SINGLE-FAMILY DWELLING OCCUPANCIES — MINIMUM OF 12 MEMBERS; **2020-16 MEMBERS**

The initial full alarm assignment to a structure fire in a typical 2000 ft<sup>2</sup> (186 m<sup>2</sup>), two-story, single-family dwelling without a basement and with no exposure should provide for a minimum of 12 members.

#### ➤ OPEN-AIR STRIP MALL OCCUPANCIES — MINIMUM OF 23 MEMBERS; **2020-27 MEMBERS**

The initial full alarm assignment to a structure fire in a typical open-air strip shopping center ranging from 13,000 ft<sup>2</sup> to 196,000 ft<sup>2</sup> (1203 m<sup>2</sup> to 18,209 m<sup>2</sup>) in size should provide for a minimum of 23 members.

#### ➤ GARDEN-STYLE APARTMENT OCCUPANCIES — MINIMUM OF 27 MEMBERS; **2020-28 MEMBERS**

The initial full alarm assignment to a structure fire in a typical 1200 ft<sup>2</sup> (111 m<sup>2</sup>) apartment within a three-story, garden-style apartment building should provide for a minimum of 27 members.

#### ➤ HIGH-RISE OCCUPANCIES — MINIMUM OF 40 MEMBERS; **2020-42 MEMBERS**

The initial full alarm assignment to a fire in a building with the highest floor greater than 75 ft (23 m) above the lowest level of fire department vehicle access should provide for a minimum of 40 members.

SOURCE: NATIONAL FIRE PROTECTION ASSOCIATION

Fire Departments across the land struggle to meet the recommended numbers identified above. Staff recognizes that it is simply an unachievable and unfunded mandate to achieve these staffing recommendations that much larger cities are held accountable to. Therefore, and in the spirit of the reasonable person, we are recommending a phased plan to elevate company staffing levels to 3-personnel, one of which is a company officer for all six or seven companies in the city. In the four-engine deployment model discussed elsewhere in this plan, the minimum on duty staffing would be increased from 16 to 20 personnel. Continuation of the five-engine model would increase the minimum on-duty staffing to 23 at an additional cost of approximately \$1.2m per year over the four-engine model. The balance of the effective response force can be achieved using automatic aide resources including DES, CRS, and volunteer companies bordering the city.

When incident demands exceed available resources, the on-duty shift commander requests one of two levels of callback of off duty career personnel, and/or initiates the transfer of other companies into the City. Occurring with increasing frequency, units from outside of Washington County are being utilized to achieve results. Presently a written automatic aide agreement exists with all automatic aide partners that up to two Engines and one Truck are allowed to respond outside of the City to assist partner departments. Requests above that level are authorized on a case by case basis by the on-duty shift commander. At this writing and since July, 2015 no requests for service have been denied out of the City.

It is important to note that the Washington County Volunteer Fire Rescue Association (WCVFRA), the Washington County Department of Emergency Services (WCDES) and the Washington County Commissioner's appointed Emergency Services Advisory Commission (ESAC) have all made future staffing their highest priority. Regrettably, actionable resolutions have not been proffered.

In a departure from past practice, HFD staff is participating fully with all three of these groups in order to maximize the efficiency and effectiveness of emergency operations in and out of the municipal boundary. The truth is that neither the City nor the County can be successful without participation from the other. It is critical to foster and maintain these relationships while all parties work through difficult issues that have been deferred for years.

## VOLUNTEER PARTICIPATION

Nearly everyone in the County volunteer leadership chain of command has acknowledged that they are struggling to meet minimum staffing needs with trained, certified and practiced personnel; particularly during daylight hours. More importantly, many responders particularly command staff is serving dual roles as both minimum staffing in the company and as a designated incident commander. This is particularly challenging for companies who are expected to deploy multiple assets from the same location.

In late 2017, efforts initiated by Mayor and Council and articulated through the City Administrator by the Fire Chief to open discussions regarding staffing and facilities with the volunteer companies were met with universal resistance.

This is not to say that the volunteers within the City and surrounding volunteer companies do not provide significant resources to the City. They clearly have and continue to do so. Some portion of city volunteers largely from the Antietam Fire Company, and occasionally from the First Hose Company

provides personnel on almost every working incident in the city. The Antietam's regularly has at least one riding volunteer on the first dispatched unit. This is not so frequently true at the First Hose Company. In all other locations there is either zero riding volunteer participation or participation is so low it is not statistically relevant.

Volunteer resources outside of the city are regularly and frequently used on City incidents either as a resource on the initial assignment, a supplemental resource on the working fire assignment, or as a transfer unit while others are working one or more incidents. Given the geographical size of the City and when all on-duty resources are assigned to a fire or other emergency, the surrounding volunteer companies provide transfers to the City stations. Typically, we seek two pumpers and one aerial to handle any additional calls. The only alternative to this strategy is to initiate a call back of off-duty career personnel on overtime that takes some time to assemble.

Nonetheless, the system that recruits, trains, certifies and staffs volunteer assets has been under stress for a long time. The frequency of driver only responses, light responses (insufficiently trained personnel) and failures to respond in nearby volunteer companies have encouraged FD's to pull resources from greater distances more often to assemble either people or stuff for various incidents. This can be seen in the mutual-aid given/received chart where the impact of responses outside of the municipal boundary is measured over a five-year period.

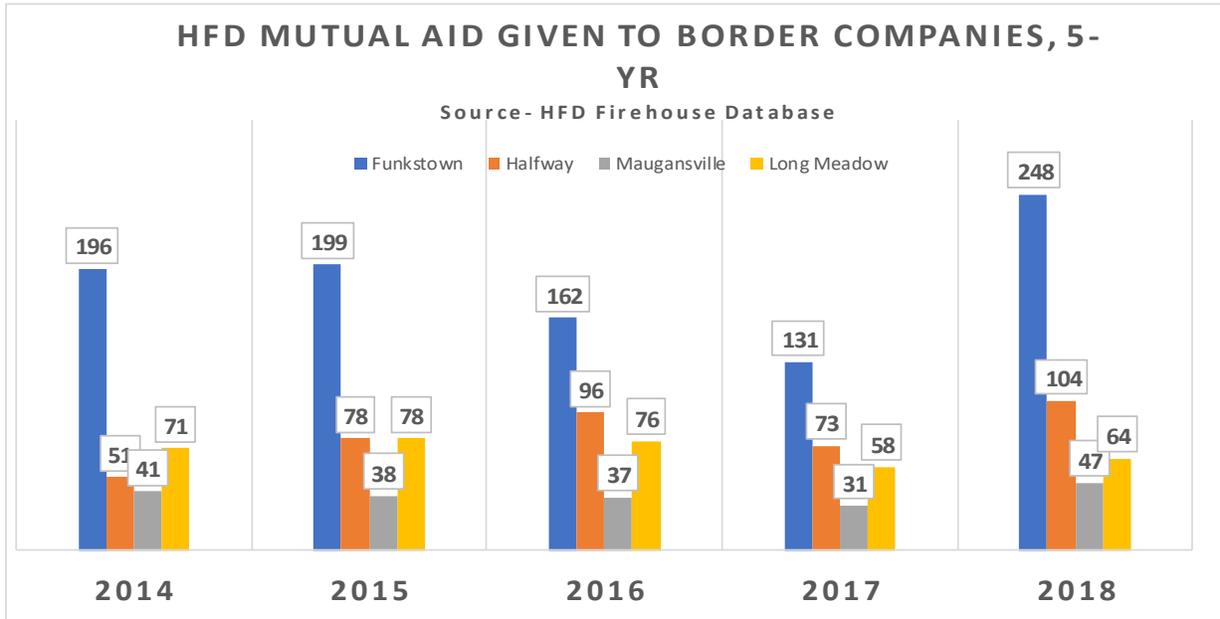
The HFD is directly impacted by having seven units with guaranteed two-person career staffing around the clock. As a result, requests to attend to significant incidents farther and farther outside the corporate boundary have increased. It is doubtful that this issue of insufficient staffing can be solved without additional career staffing across the region. Even though this has been informally discussed for decades, implementation of a sustainable revenue stream to make staffing improvements has not gained sufficient traction to solve or begin to solve the problem. Not unlike the well-known problems with the I-81 transportation corridor, the issue(s) have been debated, studied, and re-debated for 30 or more years without effective action.

WCVFRA, HFD and others have declared publicly that staffing and the sustainable revenue stream to guarantee staffing is the highest priority for public safety in and around Washington County. A critical review of available data will clearly articulate a state of crisis. However, it is clear that the citizens of Washington County will strongly resist any dedicated tax or fee to more appropriately fund fire-rescue programs. In most jurisdictions, this would lead to serious conversations about mergers and consolidations designed to maximize the SOC while minimizing the infrastructure. Political will to either fund the existing infrastructure or compress resources into a regional model have been continuously resisted and deferred.

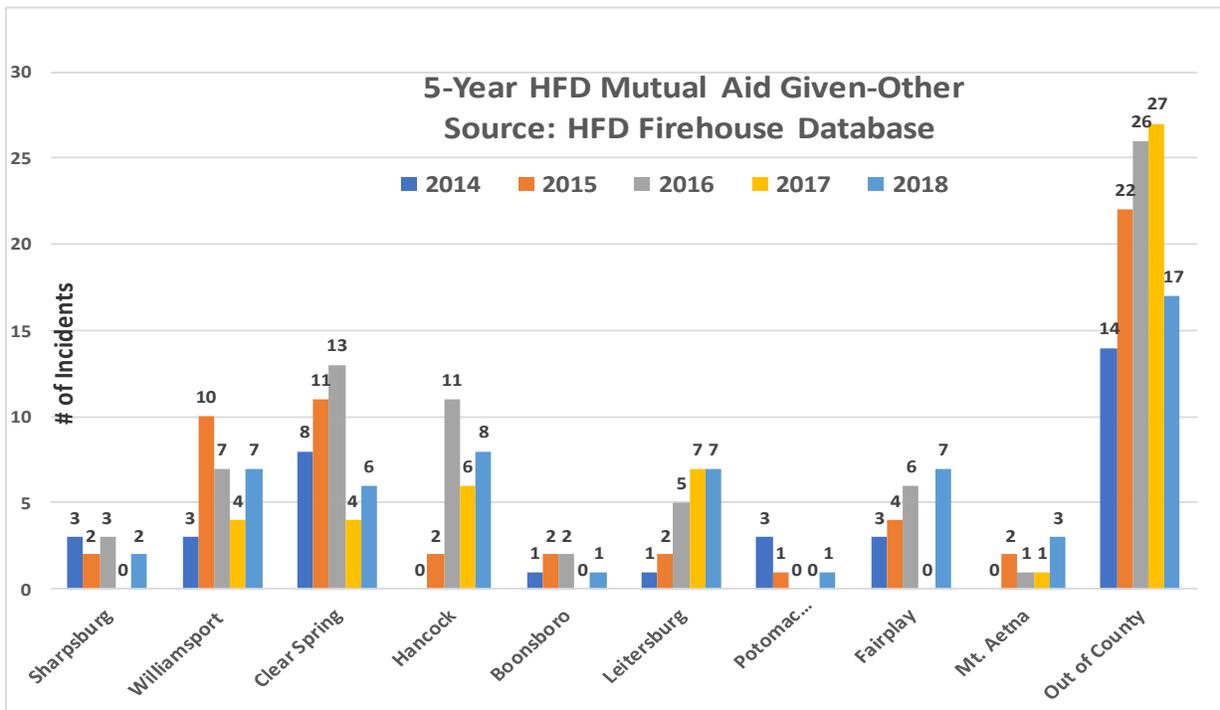
Until 2006, Hagerstown's five engines were deployed with career, driver-only staffing while the two aerials were staffed with two drivers. These drivers were supplemented by daytime inspectors from the office on serious incidents. Over time and by demonstrated need, the inspectors trained and certified as investigators or Fire Marshalls (FM's) and their duties were isolated to occupants' needs and simultaneous origin/cause determination.

Automatic aid that both benefits and hampers the city is an important change that has gradually occurred since the 1980's. The charts below identify Mutual Aid given for the previous five years. In a review of CAD data in an attempt to identify the correct number of times that mutual aid was received yielded substantial errors based upon individual company record keeping that could not be fully trusted. Staff believes the aggregate number to be approximately 400 times per year. This requires further validation.

# MUTUAL AID GIVEN



\*Mutual (automatic) Aide given or received does not include units dispatched from the Community Rescue Service



\*It should be noted that in the previous four and one-half years, the HFD has not declined a request for assistance within Washington County.

In the HFD, recordation of training, certification standards and requirements for participation by volunteers in other than elected administrative, supervisory roles has been thin or non-existent. Since his appointment in mid-2015, Chief Lohr has had monthly interactions with the volunteer leaders to reverse this trend that is at least one of the root causes of a strained relationship with career firefighters. A challenge has been issued to increase the participation and use of trained, certified and practiced volunteer personnel at all locations.

Of the six city volunteer companies, only one has made progress towards reversing this trend. Previous Fire Chiefs have struggled with this reality for decades. If the volunteer infrastructure is to survive in the HFD, then a stated emphasis and additional incentives for participation for trained, certified and practiced riding volunteers should be a priority for City leaders. Attempts to incentivize volunteer participation in Washington County including the six independent volunteer companies have failed to provide meaningful results.

To encourage success in this area, the Chief has established two volunteer friendly training sessions per week (Tuesday evening and Saturday Mornings) as agreed upon by the volunteers. It is hoped that volunteers can make one or the other session each week in an effort to improve skills and establish working relationships with career firefighters on all shifts and commands. A handful of volunteer personnel have participated and improved their participation. However, efforts to encourage rostered duty-nights and centralized governance of a volunteer city wide volunteer division have also been met with resistance.

Overall, the goal is to create a pool of minimum staffing qualified volunteer personnel who may be utilized anywhere in the City regardless of company affiliation to meet minimum requirements on planned duty shifts rather than whenever they choose to come in which frequently occurs in large numbers of both active and inactive personnel. The practical result would be one or more trained and certified riding firefighter every night rather than a dozen firefighters on one or two nights. A fair analysis would reveal that at times this participation has been incorrectly measured and reported by all elements within the HFD.

Participation is much higher at the Antietam Volunteer Fire Company than any others. Efforts to improve participation at the First Hagerstown Fire Company have been promising but, hindered by internal struggles with authority and control. Participation is sporadic and comes in all or nothing packages. At all other locations it is essentially non-existent even though there is a large roster of “available” volunteers who proudly serve in administrative functions that are driven by individual company by-laws and governance structures that have failed to achieve broader community-based goals.

This is likely do to a WCVFRA controlled Length of Service Awards Program (LOSAP) that easily rewards administrative participation but fails to adequately reward operational volunteers who train, certify and roster to participate.

Equally important, the certification levels of minimum responders are a prime factor in any staffing review. In 2015-2016, the WCVFRA reduced their minimum staffing requirements from four to three due to an increase in the number of light and or failed responses. Certification of available volunteers remains a challenge for the volunteer companies with no solution on the horizon. Actual minimum staffing certifications like FF-II and EMT for the majority of volunteer personnel remain a concern.

## CAREER STAFFING

Since 1966, career members of the HFD have been represented by the Hagerstown Professional Fire Fighters Local 1605 who is the exclusive bargaining unit for everyone in the department including deputy fire marshals, captains and lieutenants, once they are created. The only positions that remain unrepresented are the civilian Executive Administrative Assistant, the Fire Marshal, The Fire Chief and the three Battalion Chief-Shift Commanders.

It is a fair assessment to say that relations between the City and Local 1605 have been up and down over the decades. Of course, like all labor groups; compensation, benefits, work schedules, and assignment of work are frequently discussed. A priority concern that remains regardless of the aforementioned issues is the availability of a sufficient on-duty workforce to handle the frequency and severity of incidents in the city. This issue is not easily resolved without additional funding. Nevertheless, this plan attempts to balance the recommended industry best practices with the actual risks and the ability of the city to manage the risks in a more efficient manner.

Great progress has been made through several HR Directors and staff to build trust among the labor groups and their represented employees. In the nearly five-years that Chief Lohr has served, the change has been dramatic. Open, honest, and transparent communications have been a staple of this relationship since 2015. Although not without bumps, the atmosphere has permitted difficult conversations, reasonable resolutions, and an atmosphere that encourages a participatory management style rather than an at-my-will management style. All parties should be acknowledged for this major change in culture. Staff recommends that this goal of trust and respect be maintained in good times and bad moving forward.

For some time, the contract between the IAFF Local-1605 and the City has prescribed the minimum number of on-duty bargaining unit personnel as 15. The minimum operational staffing required by contract is fifteen represented personnel. The non-represented shift commander serves as the 16<sup>th</sup> on duty position each shift. In a three-person per company minimum staffing matrix, this total is insufficient. The fire chief and command staff fully recognize this fact and ask that other city leaders understand that the positions requested in this plan only achieve minimum not desired standards.

The HFD with the cooperation of Local 1605, has since 2015 have credited automatic aid resources that are trained and certified to meet ERF recommendations for structure fires. As identified elsewhere in this plan, those mutual aid resources provide the balance of personnel needed to meet NFPA-1710 recommendations on most incidents.

## PHYSICAL RESOURCES-VEHICLES AND EQUIPMENT

By the end of this fiscal year, the HFD will have replaced all light duty vehicles to meet their daily service demands. The list is presented in Appendix C for reference. The most expensive units (tractor drawn aerial ladders) perform multiple functions in addition to the obvious firefighting functions. They include vehicle extrication, technical rescue of all sorts and additional human and physical resources for the various technical rescue assets located at WC Special Operations 20 (DES).

Replacement of legacy vehicles and equipment has been fully supported by City Leaders during Chief Lohr's tenure. Together, the HFD and City government has nearly completed a multi-year plan to replace and upgrade the fleet of HPD vehicle assets, thereby avoiding future major maintenance failures and costly out-of-service times.

Mayor and Council have graciously approved the replacement of two of the three available aerial resources in the City. The reserve aerial, a 1994 acquisition from New Jersey is planned to be replaced in FY23 after a substantial investment to defer replacement of the unit one additional year.

Aerial ladders are scarce and are not available in every portion of Washington County. The Halfway Volunteer Fire Department and the Long Meadow Volunteer Fire Department each provide an aerial resource within a reasonable proximity to the municipal boundary. Two other aerials are available in Washington County; one in Williamsport, and one in Boonsboro. The Maugansville and Funkstown Volunteer Fire Companies along with the CRS provide Rescue Squads that are on run card response plans as an additional resource for staffing and equipment. In the HFD, these squads and their staffing are typically deployed to meet the requirements for an initial Rapid Intervention Team (RIT).

As part of the fleet replacement strategy, the HFD has bid and negotiated a multi-year pumper replacement contract that is aggressive with significant cost savings to the city. Currently, one prototype pumper has been delivered and is in-service, two additional pumpers are in production, and a third may be authorized in FY20. The multi-year contract was negotiated with a generous 3.3% annual increase and a two-year bumper-to-bumper warranty. The industry standard for annual increases is at least double the 3.3% rate. Clearly, it is in the HFD and City interests to complete the contract and upgrade the fleet of pumpers with like equipment. Given unanticipated circumstances, the utility vehicle remains the only other vehicle asset in need of replacement. This vehicle is currently utilized for a sundry list of activities including snow-plowing, building board-ups, training, and other activities.

## PHYSICAL RESOURCES-FACILITIES

Some city fire stations currently in use were clearly built as fire stations but their functional use has declined over time. Fire stations were not meant to last forever, and as apparatus become bigger in size, and more demands are placed on use within the structures, there is less practicality for the stations to serve as true fire stations for longer than 50 years. In essence the growth of the city fire department has exceeded the capability of the original stations to serve their intended purpose.

The fire administration offices are housed in the Hagerstown Farmer's Market Building. While this is an effective use of space by the city, and a number of interior improvements have been made, it has limited space and is not effective for the operation of a fire department.

Among the three absolute essentials to operate a fire department: facilities; vehicles/equipment; and personnel, facilities present the most significant challenge to the City for a number of reasons. Photos of each HFD and Volunteer owned facility is included in Appendix-B.

First, the City only has direct control over three of six facilities essential to distribute and deploy fire-rescue assets. They are FD Headquarters, Engine and Truck 3 on Eastern Boulevard, and the Bowman Ave. Training Center. For the remaining three facilities, the HFD lives on the discretion and willingness of volunteer managed companies to maintain their facilities and remain current with industry standards.

Second, efforts over the five years that Chief Lohr has served, discussions to upgrade, relocate, merge, consolidate and or plan for the future have been met with universal resistance, lack of any strategic goal setting, meaningful vision, or upgrades. Recommendations outlined in the draft consultant's plan in 2016 have been largely ignored by the volunteer companies. In at least one case, and by modern codes, the building is unsafe for its occupants.

Finally, available funds among the various volunteer companies are widely unequal even though they have operated under the same funding model for decades. The Washington County Board of County Commissioners should be applauded for their efforts to audit all companies to determine where taxpayer dollars are being spent. However, staff does not believe that current audits will identify misuse or abuse in the past.

It certainly will not lead to improvements in funding for facilities improvements. The issues of fair level funding and tax differential are discussed elsewhere in this plan in greater detail. This process has taken longer than anticipated and is unresolved.

Among the problems that need to be resolved and in concert with another recommendation in this plan is to provide appropriate space for ready reserve apparatus (3-Engines, 1-Aerial and 2 command vehicles). Additional concerns are:

- Providing automatic fire sprinklers in fire stations, when being constructed, when additions are constructed, or when funding is available.
- Smoke alarms should be provided in fire stations when being constructed, when additions are constructed, or when funding is available.
- Monitored fire alarms and carbon monoxide alarms are MANDATORY in sleeping areas in fire stations.
- All fire alarm/related suppression equipment must be tested and maintained.
- Stand-by electric power generators are not provided at all locations. Stand-by power is essential to emergency service facilities that are relied upon to provide services when communities need them.
- Inspections of stations, grounds and facilities are not conducted on a regular basis at all stations. It is important to conduct routine inspections of key equipment, facilities, stations and grounds to assure maintenance is adequate and safe operations continue without problem.

SOURCE: VFIS Draft Consultants Report to Washington County-2016

Currently and for some time, the HFD has struggled to house vehicles in a manner that permits readily available access to personnel call-backed from an off-duty status to place units in service. Employee parking, available beds, storage of personal protective equipment, etc. all become factors that are facility related.

From a 30,000 foot view, the facilities issues described below should be declared unacceptable and a defined plan put in place to resolve these long-standing problems. As discussed, they can be managed by station expansions; station renovations; station demolitions/rebuilds; or relocations with new construction. Final decisions should be based upon the best distribution/deployment strategy available to meet the SOC within the City's financial resources. Nonetheless, any choices to fix facilities issues will require significant investments in CIP projects and are in every case,

beyond maintenance of effort scope unless the volunteer corporations invest in their own facilities moving forward.

As is the case with most major problems, it is staff's intent to provide city leaders with several options to resolve the issue once and for all. Therefore, major facility-related needs of most volunteer corporations (companies) are presented below for review, discussion and consideration.

Finally, disbanding of any resource and or relocation from a facility that is proudly served the community for decades is difficult for any community under the best of circumstances. However, in a government where financial resources are limited, and the ability of all but one volunteer based company to provide riding, operational volunteers; the hard question becomes: "what does the future look like?"

Staff has struggled with these realities and offer the following observations, discussion and recommendations that may be the most controversial in this plan. Nevertheless, lack of actions by all parties have placed the HFD in a difficult place. That is, continue to live with sub-standard facilities, or generate a plan with action items necessary to ensure the citizens of Hagerstown are properly served for the next 50-100 years.

## HFD HEADQUARTERS-25 WEST CHURCH ST.

The HFD occupies approximately 50% of the existing Market House Building that was originally constructed in 1928. It houses the on-duty shift commander and their FF/aid 24/7/365; the Fire Marshal and three Deputy Fire Marshals; the civilian Executive Administrative Assistant, and the Fire Chief. A sundry list of other spaces is there as well including the central training room; quartermaster storage; secured area for Self-Contained Breathing Apparatus (SCBA) and Repair; hose, tool and small appliance storage/ repairs and finally, records storage for all HFD programs including case sensitive investigations. The facility is grossly out of date and in urgent need of renovations and repairs. It is fully sprinklered and has a back-up generator for continuity of operations.

### Option-1

Do nothing. The Market House has been on and off the non-competitive sale list and has failed to draw meaningful offers. There are a variety of opinions regarding the viability and future expansion of the Farmer's market in the existing space. This decision is clearly above the HFD's decision making authority. However, the primary advantages of maintaining this space for future City use is the fact that the building is sprinklered and has a back-up generator set.

### Option-2

Transfer occupancy of all or an expanded portion of the building to the HFD. Located in the City center, this remains a viable option from a distribution and deployment standpoint. It may or may not provide an opportunity to co-locate one of the engine companies there. This option would provide up-to-date spaces for all of the functions desired in a FD Headquarters Station including a robust centralized training space for both didactic and practical training. Without the addition of several bays, it does not resolve the reserve apparatus storage issue.

### Option-3

Renovate/expand existing space at 25 West Church St as the preferred downtown presence for HFD deployment. This location provides a centralized location for deployment when all on-duty assets have the need to meet and train together, is located for the shift commander to access all areas of the City from a central deployment point and is proximal to government services.

### Option 3-A

Acquire approximately 2.3 acres of land from Columbia Gas of Maryland and their parent company NiSource for the purpose of combining E-5 only and all functions currently located at 25 West Church St. if the City leadership chooses to maintain a five engine deployment model.

### Option 3-B

Acquire approximately 2.3 acres of land from Columbia Gas of Maryland and their parent company NiSource for the purpose of consolidation of E-1, E-5 and all functions currently located at 25 West Church St.-Recommended

Note: In order to fairly evaluate Option 3-A or 3-B other factors must line up including abandoning or completely renovating a centrally located engine company in the City center. See Distribution and deployment for additional discussion.

## ENGINE-1, UNIT BLOCK OF SOUTH POTOMAC ST

Of all the facilities currently located in the City, this one causes the most concern and presents the most urgent need of action. As described below and absent immediate actions in the near term, it is both the Fire Chief's and Fire Marshal's recommendation that we no longer expose city employees and operational volunteers to the risks associated with a building that even though is historically significant, cannot be tolerated in its current state.

As this plan is being presented, we have reviewed a limited scope plan presented to the HFD by the First Hagerstown Hose Company that fails to achieve the expectations and vision of both the Fire Chief and the City's future development efforts. Providing near term fixes for use of floors one and two it lacks in several key areas including exiting, fire rated areas of the station, lack of acceptable exhaust control, sprinklers, parking and other key areas that should be key in any significant investment designed to last at least 50 more years.

This facility has good bones but lacks significant improvements necessary for the operation of fire station. More importantly, the single bay design with limited door height fails to achieve resolution to other known problems moving forward. Attempts to collaborate with several public-private partnerships, offers for sale of the building and consideration of moving to another downtown location have been met with resistance by the membership of the company who holds to tradition over preparing for the present and future needs of the City.

The building housing E-1 is reported to be the oldest operating fire station in the State of Maryland and is therefore historically significant and charged with emotions when any conversation occurs regarding anything other than preserving the building as is.

The company has made significant investments in preservation of the façade including restoration of historically correct windows that to date have impeded exiting from sleeping areas as a second means of

egress. Equally important is the lack of required exiting other than through hazard areas that fail to meet Life Safety Code standards. The risks to the occupants of this structure cannot be over stated. The Fire Marshal has placed the company on notice and is delivering written notice to correct the life safety issues as their first and highest priority.

Part of the issue to correct this situation lies in the fact that the property is landlocked, the company lacks the funds for a significant renovation, and the recalcitrant believes that the building has operated for over 170 years and therefore should be allowed to remain as is. This is the best explanation as to why improvements have not been previously mandated; no significant changes to the building's design or infrastructure have occurred in 170 years other than to add space in the basement rear for company owned vehicles, and construction of a high quality fire museum in space that previously provided revenue to the company.

#### Option-1

Continue to deploy E-1 from this location without significant upgrades to the facility. Even though convenient and cost effective, this option does not pass the reasonable person test and is unacceptable to the Fire Chief. In blunt terms, we would not tolerate similar conditions anywhere else in the City.

#### Option 1-A

Demolish everything behind the existing engine bay and construct a multi-story addition that would service both the needs of E-1 and future growth and expansion of the Maryland Theater assuming there is interest in doing so. The vision should be to deploy from at least two-bays in the rear and move private held company assets to the existing engine bay as part of an expanded fire museum that is very important to the members of the First Hose Company. At first blush, this appears the best opportunity to preserve the 5-engine model and maximize opportunity for public and private investments moving forward. – Recommended.

#### Option-2

Overall design and resource deployment aside, allow The First Hagerstown Hose Company to partially renovate their building for continued use as a fire station. This is possible yet the company declares they are unable to achieve desired results without financial assistance. Attempts to secure grant funding have failed to achieve results other than a \$20,000. Grant to make repairs that impacted their facility as the result of impacts by the Maryland Theater construction. The company has been asked multiple times to consider other options such as a loan, public-private partnership(s), sale of the property or any other viable option sustainable over time.

#### Option-3

Relocate E-1 to another parcel in the City central area. The HFD has considered other parcels primarily just east of the square that would best serve a future deployment model. Land availability remains a challenge and is therefore unlikely. One possible site that could be viable is the old Pangborn Hall site owned by Meritus Medical Center at the intersection of Baltimore St. and Antietam St. This would necessitate preservation of the 5-engine deployment model.

#### Option-4

Relocate E-1 to the 400 block of South Potomac St. and consolidate with HFD Headquarters.

This option provides the best opportunity to consolidate assets, strategically deploy for current coverage needs given the current municipal boundaries.

## ENGINE-2 INTERSECTIONS OF POTOMAC AND MANILLA AVENUES

Facing a structure with significant issues, the Antietam Volunteer Fire Company took action in cooperation and collaboration with the City in 1997 to purchase, renovate and occupy a former car dealership from the 100 block of Summit Ave. to the current location. In addition to avoiding many of the issues described above that remain at E-1, this facility provided long standing needed coverage just north of the railroad tracks on Potomac Ave. which had been historically identified in ISO reports to the City. Along with the two bays that deploy onto Manilla Ave., the company did a credible job with providing adequate resources for both employees and volunteers. Of the privately owned volunteer facilities, this one stands alone in the ability to deploy resources from a strategically acceptable location as far into the future as we can see at this time.

The Antietam Volunteers engaged in a loan agreement with the City to accomplish the move payable in 30 years. If the company fails to meet the terms and agreements of the loan or fails to exist in the future, the building and property reverts to the City.

Looking forward, the company and the City should continue to collaborate to maintain this facility moving forward with an eye towards converting adjacent garage space to a 3<sup>rd</sup> apparatus bay and consider housing a CRS medic unit for improved deployment of EMS resources. Finally, all future improvements should focus on commercial grade equipment for kitchens, locker rooms, baths and lockers.

## ENGINE-3 AND TRUCK-3 EASTERN BOULEVARD/CONRAD COURT

Experiencing significant issues including health and safety concerns at their facility in the 100 block of North Potomac St., the Independent Juniors Fire Company worked collaboratively with City Fire Chief Hawbaker to relocate to a newly constructed, and City owned fire station on Eastern Boulevard where E-3 has deployed from since that time. Even though it is essentially on the City-County boarder, it remains one of the best located fire stations due to their ability to quickly deploy on major roadways in both a North-South and East -West directions; the number one criteria for locating stations in the community.

While under construction, the Independent Juniors funded an addition to the rear that was at the time isolated for their private use as a monthly meeting room and office space for E-3 officers. After fussy conversations, the meeting room space was opened up to on-duty career staff while providing private office space for the volunteer officers. Since that time, there have been very few demonstrable, unresolved issues regarding the space. It should be noted that even though the addition was funded by the volunteers, they have no permanent claim to the space as the City wholly owns the facility and has accepted responsibility for the overall maintenance of the facility.

Recent upgrades include roof replacement, centralized HVAC replacement, and repaving of the rear driveway and parking lot by the City. The two volunteer companies that occupy the facility continue to contribute too many of the furnishings and day-to-day needs for the facility which has been a cost avoidance for the City and appropriately recognized. In 2016, former T-1 now identified as T-3 was relocated to FS-3 to improve aerial coverage and avoid a costly renovation to an improperly located facility that housed the aerial in the Unit block of West Franklin St.

At this time there are no immediate needs for this facility. However, staff is considering the viability of an addition of one bay for fleet storage and renovation and expansion of a kitchen that was designed for one driver. The minimum staffing in that facility today is four personnel not including any available volunteer staffing from either company.

In either case, staff recommends that an MOU be created that clearly defines the terms and conditions of ownership, occupancy and use moving forward with the full intention to maintain a cooperative relationship with both volunteer-based companies.

## ENGINE-4 AND TRUCK-4 WASHINGTON SQUARE

Cut off from the remainder of the HFD downtown assets by at-grade railroad crossings and in an attempt to meet ISO recommendations at the time, the Western Enterprise Fire Company had traditionally deployed an engine company and a smaller “City Service Aerial” which essentially no longer exist in any standard.

Responding to deteriorating facility conditions, the original station was completely demolished and reconstructed on the same site in the early 1980’s with a Butler style structure. This facility has served the city well but is in need of many maintenance of effort repairs, expansion and upgrades. Any visitor can quickly conclude that even though a 3<sup>rd</sup> apparatus bay was added at the time of construction, more emphasis was placed upon the bingo room and kitchen than living quarters for on duty staff and resources.

Attempts to obtain a plan to accomplish these stated deficiencies have not yielded results. In the face of many promises to expand, renovate, correct other known deficiencies can be best described as “no progress made”. Staff continues to negotiate and nudge volunteer leaders to move forward.

The Western Enterprise has a robust Bingo operation and has not asked for any financial assistance to achieve any of the multiple ideas for expansion. The various ideas presented have all been verbal only and so diverse that they should not be considered in detail in this plan.

The one common denominator is that the volunteer leaders at the Western Enterprise would like to maintain their independence with their facility. Even though promises have been made throughout the current fire chief’s tenure, there are zero results to show for staff’s efforts.

Even though this station is currently one of the better located facilities, it is presently landlocked and fails to provide access to current and future major developments in the City in the Standards of Cover discussed elsewhere in this plan. They are Hagers Crossing, Terrapin Blvd., McCleary Hill, portions of Salem Ave. and others.

#### Option-1

Renovate and expand the existing facility at Washington Square. If the volunteers can overcome their internal issues and if they are willing to meet the HFD needs moving forward, this is a viable option. However, they simply must accommodate the current and growing needs of a career work force.

#### Option -2

Have the City acquire property west of the current location of FS-4 with the overarching goals of meeting the desired Standards of Cover. If available, approve a phased CIP to acquire land, design a multi-purpose station to include space for one or more CRS medical transport units. Any available location should provide the existing East-West road access but provide enhanced North-South access. -Recommended

## ENGINE-5 WEST FIRST ST NEAR SUMMIT AVE

As the last asset (Engine Company) constructed in the 1930's this fire station lacks in several key areas and like several others is landlocked and although possible, lacks initiative from the leaders to do anything other than status quo. The leaders there have consistently provided feedback to the chief that they want to remain an in-service engine company and continue to provide the legacy services that their forefathers have provided. Regrettably this has resulted in little or no actions other than deferment and resistance for five years. This is the one company that has the financial resources to change.

In examining the facility, the primary concern is the size of the apparatus bays in all three dimensions, the refusal to relocate an 1953 antique pumper to rented space, and several capacity issues for dormitory space, etc. that would improve the facility greatly.

The membership has been encouraged to seek other property in the South End to improve both deployment and provide for expanded facility needs. Like E-1, and FS-4 this facility lacks sprinkler protection, point of capture exhaust extraction and has an unusually difficult set of break over angles for entering and exiting the facility with modern apparatus. Most importantly, it is located in a residential neighborhood where access to major roads to get to the majority of their runs is slightly delayed.

#### Option-1

Continue to negotiate with volunteer leaders at the South Hagerstown Fire Company to facilitate needed improvements. Staff believes this is a waste of time in that this company provides zero operational volunteers and has declared that they have no intention of growing volunteers within their company. As a result, they maintain a Board of Directors who exercises exclusive control over their facility with no other value to the HFD or the citizens of Hagerstown.

#### Option-2

Continue to negotiate with Columbia Gas and relocate E-5 closer to the City Center with or without the consolidation of E-1. Given the current location of both Funkstown and Halfway assets, adequate coverage to the boundaries of the existing municipal boundaries South can be achieved assuming the recently negotiated automatic aide agreement remains in place. - Recommended

#### Option-3

Seek other property along the Maryland Avenue, South Potomac St., corridors closer to the City Center with adequate space to provide for current and future needs.

#### Option-4

Consolidate E-5 with one of the two County Volunteer companies above at or near Oak Ridge Drive between Rt-65 and Rt-632. This initiative probably has too many moving parts in a system that is struggling to survive. When all parties are forced to consider mergers and consolidations because of financial constraints or collapse of available volunteers to maintain services, this is a prime location for the future.

### T-3, FORMERLY T-1 UNIT BLOCK OF WEST FRANKLIN ST

This facility was abandoned and sold in 2016. The HFD asset (Truck-3) is currently housed at FS-3 on Eastern Boulevard. The old facility has been privately acquired and after a major renovation is occupied by a successful architectural firm.

### BOWMAN AVENUE TRAINING CENTER

Since 1966, the City has maintained a practical training center for firefighters and other public safety personnel on Bowman Ave. adjacent to the Water Department and sewage treatment plant. During this time, the City has permitted use by any volunteer company, Washington County Special Operations, the University Of Maryland, Maryland Fire-Rescue Institute (MFRI), and the Washington County Board of Education Technical High School Program. A sundry list of other mutual aid partners have also taken advantage of the training tower, burn building, classroom and SCBA maze. Collectively, these are known as a tactical village. Other than occasional in-kind services, this facility has been used free of charge.

The Washington County Government has broken ground on a 49-acre public safety training center in Roxbury. At the time of land acquisition, the HFD went on the written record expressing full support for the concept, vision and need for a centralized training center with one exception. We had hoped that the center would have been located closer to the city boundary so that on-duty assets of the two largest public safety providers in Washington County, (HFD and CRS) could be detailed without backfilling minimum staffing personnel with overtime. As all are aware, this concern was duly noted with the hope that as the County system progresses, the City assets could be backfilled by County units.

As the project has progressed, Phase One remains-a classroom, gymnasium, and office space only; certainly a good first step. However, the primary need to train fire fighters has always been and will always be the need to provide dirty burns, tactical evolutions with ladders of all varieties and deployment of hose lines and other water delivering devices including ground mounted and aerial operated master streams. Traditionally this work is both noisy and dirty; things that residents in proximity to a training center strongly object to.

The City should remain in full support of the centralized training facility moving forward. There will be benefits to both law enforcement and fire-rescue that do not presently exist. There may be opportunities to share human resources found elsewhere in this plan. However, none of these initiatives

can compensate for the fact that there is currently no plan for a tactical village or any of its components necessary to train fire fighters in any 10-year County CIP.

As a result, we have asked the Director of Emergency Services to cost share an FY21, \$1m worth of improvements to more appropriately outfit the Bowman Ave facility as the long term tactical village maintaining that relationship over time in the form of an MOU. At this writing, we are grateful that the WCBOCC have continued to explore and consider this joint initiative whereby costs can be further shared.

## FUNDING

Of all the issues identified in this plan, fair level funding and a sustainable revenue stream for the primarily career staffed HFD is among the most challenging.

The County Commissioners should be applauded for their recent efforts to perform system wide audits of finances in an effort to verify and trust that monies intended for operational deployment of fire-rescue assets are in fact making it to the street. The legacy governance model and variety of funding sources that volunteer companies are eligible for make this a time-consuming, complex task even for third-party certified auditing contractors. Previous attempts to have companies self-report and self-enforce have been inconsistent with county policy and goals.

Many examples both in and outside of the city have occurred over the years within the fire service that should cause concerns and generate corrective actions to identify where public monies are being directed, spent, and accounted for.

The system that has historically provided funding other than city tax dollars for the six volunteer companies in the HFD has failed to maintain private infrastructure, and/or provide for basic volunteer staffing in all but one volunteer company in the City. As a result, the City has been forced to rely primarily upon a career workforce that guarantees staffing, provides quick turn-out and response, and ensures all events are handled with on-duty resources in a timely manner.

Full credit and support of the four volunteer owned facilities and their long-term use by the HFD to provide services to the citizens of Hagerstown must be acknowledged and appreciated. For years, private funds raised by the volunteers have been directed to their facilities, city owned equipment, and other necessary essentials like fire station alerting (FSA), radio infrastructure and portable firefighting equipment to help the city when funds were not available in a timely fashion to meet system wide needs.

For the purpose of this plan, leaders should clearly recognize that the six volunteer companies located within the city boundary are unique and continue to be treated differently in the county funding model than the other volunteer companies including Community Rescue Service (CRS). Moreover, and in any governance or voting model as currently structured, the city and its volunteer companies will always be a minority in any attempt to correct this course that has been in existence since 1946. The HFD strongly believes that this is categorically unfair to city property owners and taxpayers who are charged three times to provide fire-rescue-EMS services that other companies and municipalities are provided by Washington County.

City taxpayers pay county taxes, city taxes, and now an increased income tax without receiving equal share of revenue from the county for fire-rescue services. It is assumed that the tax differential formula negotiated years ago appropriately dealt with fire-rescue. The City disagrees. An evaluation of the Fire-Rescue Allocation and pro-rated Utility Costs FY16 table provides the best evidence that the city and its volunteer companies are unfairly treated. Simply stated, the time is past due to resolve this important issue.

When considering resource distribution and deployment, automatic aid runs outside of the municipal boundary, and demographics, this model is in need of reconstruction. Even though previous chiefs have had Senator Amos 508 funds redirected to the city, the operating allocation, fuel and maintenance eligibility, maintenance, and response assistance areas should be discussed. Since the city is essentially zeroed out in all of these areas compounded by the fact that the city volunteer companies are only provided 50% of the operating allocation that every other volunteer company is provided points to the immediate need to reconsider this funding model. Finally, the number of EMS first response and staffing assist incidents without any compensation far exceeds the reasonable person test.

Attempts to advance these issues over the previous four years have met both internal and external resistance based upon a variety of factors. At the end of the day, this cannot be resolved without the collaboration and cooperation of City and County leaders. Even though significant progress has been achieved in other areas like economic development, road infrastructure and others, fire-rescue funding issues have remained unresolved.

More importantly, as the county seat and the only municipality categorized as “urban”, the City of Hagerstown is lumped into and treated identically to other much smaller towns within Washington County with regards to funding. As identified elsewhere in this plan and the unadopted VFIS draft consultant plan, the risks within the city are simply greater and should be approached with a different deployment model.

At this writing, DES is charged with producing a plan to provide a regional staffing model that remains to be published and approved after two-years. The city strategic plan has been delayed multiple times in anticipation of a larger regional plan that the city assets could be a strong partner in. The last draft regional plan relied heavily upon city resources without new conversations regarding fair level funding.

Separate meetings between the City and County to both understand the history, intent, and future changes to the tax differential to fairly account for fire-rescue services have yielded new conversations without timely or demonstrable results. Therefore, tax differential and fire-rescue infrastructure should be a priority in FY21. At a recent joint City/County public meeting, staff expressed the desire to resolve this issue prior to an approved FY22 budget.

## Comparison of Washington County Volunteer Fire Service County Funding Allocation

Jurisdiction	Pop.	Homes	Sq. Miles	Density	HH Income	FY16 Budget	Tax Rate	Prop. Taxes	Pub Safety	Fire Exp	% to Fire	911 Center
Boonsboro	3,510	1,240	1.34	1,100	\$60,100	\$2,061,990	0.3497	\$950,000	\$393,545	\$21,000	1.02%	\$0
Clear spring	350	160	0.11	3,300	\$48,500	4128,320	0.28	\$62,000	\$4,000	\$1,500	1.17%	\$0
Funkstown	880	420	0.36	2,500	\$47,250		0.3659					\$0
Hagerstown	40,500	16,500	12.17	3,300	\$40,300	\$41,188,625	1.003 General Levy	\$28,463,400	\$22,036,610	\$7,148,550	17.36%	\$400,000
							1.032 Apartment Tax Class					
Hancock	1,550	700	2.75	560	\$33,125	1,100,000	0.52	\$770,000	\$340,000	\$4,000	0.36%	\$0
Reedsville	1,165	395	0.92	1,300	\$98,050	\$277,000	0.18	\$158,000	\$4,000	\$2,000	0.72%	\$0
Sharpsburg	705	285	0.23	3,100	\$54,750	\$225,000	0.3497	\$135,000	\$4,000	\$2,000	0.89%	\$0
Smithsburg	3,000	1,020	1.06	2,800	\$81,800	1,231,755	0.3513	\$688,540	\$301,600	\$0	0.00%	\$0
Williamsport	2,160	960	1.04	2,100	\$40,950	1,200,000	0.485	\$515,000	\$116,000	\$25,000	2.08%	\$0
County	150,290	56,094	467	320	%56,315	\$206,592,450	0.948	\$118,695,180	\$45,361,510	\$8,796,560	\$4.26%	
WCVFRA Distribution	Operating Allocation	EMS Plan	Utilities	EMS Fuel & Maint.	Fire App. Testing	Fire Fuel & Maint.	Response Assistance	Total Allocation	Per Capita Distribution	Notes		
Boonesboro	\$108,000	\$0	\$25,807	\$0	\$7,143	\$60,714	\$50,000	\$251,664	\$71.70	2-Stations fully allotted		
Clearspring	\$48,000	\$0	\$41,411	\$0	\$3,571	\$30,357	\$25,000	\$148,339	\$423.83			
Funkstown	\$60,000	\$0	\$17,364	\$0	\$3,571	\$30,357	\$25,000	\$136,292	\$154.88			
Hagerstown	\$147,000	\$0	\$83,723	\$0	***	\$0	\$0	\$230,723	\$5.70	6 stations, partially allotted @50%		
Hancock	\$48,000	\$0	\$17,256	\$0	\$3,571	\$30,357	\$25,000	\$124,184	\$79.61			
Keedysville	\$0	\$0		\$0	\$0	\$0	\$0	\$0	\$0	No town fire department		
Sharpsburg	\$60,000	\$0	\$12,699	\$0	\$3,571	\$30,357	\$25,000	\$131,627	\$186.70			
Smithsburg	\$48,000	\$0	\$18,789	\$0	\$3,571	\$30,357	\$25,000	\$125,717	\$41.91			
Williamsport	\$108,000	\$0	\$39,753	\$0	\$3,571	\$30,357	\$25,000	\$206,681	\$95.69	Combined fire-rescue company		
County	\$336,000	\$0	\$134,257	\$0	\$21,426	\$182,142	\$150,000	\$823,825	\$8.54	All stations out of towns		

Source: Hagerstown Mayor and Council

\*\*\* The City of Hagerstown has since been included by DES in funding for apparatus pump testing, ladder testing, and hose testing.

**Washington County, Maryland**  
**Fire and Rescue Allocation and Pro-rated Utility Costs**  
**Fiscal Year 2016**

	Operating Allocation	EMS Plan	Utility REDMB	EMS Fuel & Maint.	Fire Apparatus Testing	Fire Fuel & Maint.	Response Assistance	Total Allocation & Pro Rated Utilities	1st Quarter Allocation	2nd Quarter Allocation	3rd Quarter Allocation	4th Quarter Allocation
<b>Fire Companies :</b>												
Co. 6/8 Boonsboro Volunteer Fire Company	108,000	0	25,807	0	7,143	60,714	50,000	251,664	62,915.89	62,915.89	62,915.89	62,915.89
Co. 4 Clear Spring Volunteer Fire Company	48,000	0	41,411	0	3,571	30,357	25,000	148,339	37,084.80	37,084.80	37,084.80	37,084.80
Co. 2 Williamsport Volunteer Fire Company	108,000	121,793	39,753	31,376	3,571	30,357	25,000	359,850	89,962.58	89,962.58	89,962.58	89,962.58
Co. 12 Fairplay Volunteer Fire Company	0	0	0	0	0	0	0	0	0.00	0.00	0.00	0.00
Co. 10 Funkstown Volunteer Fire Company	60,000	0	17,364	0	3,571	30,357	25,000	136,293	34,073.14	34,073.14	34,073.14	34,073.14
Co. 26 Halfway Volunteer Fire Company	96,000	217,726	44,164	33,095	3,571	30,357	25,000	449,914	112,478.45	112,478.45	112,478.45	112,478.45
Co. 9 Leistersburg Volunteer Fire Company	48,000	0	26,238	0	3,571	30,357	25,000	133,166	33,291.59	33,291.59	33,291.59	33,291.59
Co. 13 Maudsenville Volunteer Fire Company	48,000	0	25,741	0	3,571	30,357	25,000	132,669	33,167.37	33,167.37	33,167.37	33,167.37
Co. 7 Smithsburg Volunteer Fire Company	48,000	0	18,789	0	3,571	30,357	25,000	125,718	31,429.47	31,429.47	31,429.47	31,429.47
Co. 1 Sharpsburg Volunteer Fire Company	60,000	0	12,699	0	3,571	30,357	25,000	131,628	32,906.94	32,906.94	32,906.94	32,906.94
Co. 11 Potomac Valley Fire Company	48,000	0	12,978	0	3,571	30,357	25,000	119,908	29,976.59	29,976.59	29,976.59	29,976.59
Co. 5 Hancock Volunteer Fire Company	48,000	0	17,526	0	3,571	30,357	25,000	124,454	31,113.62	31,113.62	31,113.62	31,113.62
Co. 27 Longmeadow Volunteer Fire Company	48,000	0	12,498	0	3,571	30,357	25,000	119,427	29,856.71	29,856.71	29,856.71	29,856.71
Co. 16 Mt. Aetna Volunteer Fire Company	48,000	0	12,638	0	3,571	30,357	25,000	119,567	29,891.69	29,891.69	29,891.69	29,891.69
E-1 First Hagerstown Hose	24,500	0	12,088	0	0	0	0	36,588	9,146.21	9,146.21	9,146.21	9,146.21
E-2 Antietam Fire	24,500	0	21,056	0	0	0	0	45,556	11,389.06	11,389.06	11,389.06	11,389.06
E-3 Independent Junior Fire	24,500	0	15,222	0	0	0	0	39,722	9,930.44	9,930.44	9,930.44	9,930.44
E-4 Western Enterprise	24,500	0	17,633	0	0	0	0	42,133	10,533.19	10,533.19	10,533.19	10,533.19
E-5 South Hagerstown Fire	24,500	0	8,487	0	0	0	0	32,987	8,246.80	8,246.80	8,246.80	8,246.80
Truck 1 Pioneer Hook and Ladder	24,500	0	9,240	0	0	0	0	33,740	8,434.89	8,434.89	8,434.89	8,434.89
Blue Ridge Summit Fire Co	1,050	0	0	0	0	0	0	1,050	262.50	262.50	262.50	262.50
Brunswick Volunteer Fire Co	1,050	0	0	0	0	0	0	1,050	262.50	262.50	262.50	262.50
	965,100	339,519	391,330	64,471	50,000	424,998	350,000	2,585,418	646,354.41	646,354.41	646,354.41	646,354.41
<b>Ambulance Companies :</b>												
Co. 19 Sharpsburg Area Rescue Service	48,000	316,736	11,088	22,746	0	0	0	398,570	99,642.43	99,642.43	99,642.43	99,642.43
Co. 59 Hancock Volunteer Ambulance Service	48,000	284,037	9,642	21,704	0	0	0	363,383	90,845.67	90,845.67	90,845.67	90,845.67
Co. 69 Boonsboro Volunteer Ambulance Service	48,000	120,937	19,781	22,176	0	0	0	210,894	52,723.53	52,723.53	52,723.53	52,723.53
Co. 49 Clear Spring Volunteer Ambulance Service	48,000	293,891	4,623	17,795	0	0	0	364,311	91,077.70	91,077.70	91,077.70	91,077.70
Co. 79 Smithsburg Emergency Medical Service	48,000	213,900	9,270	16,938	0	0	0	288,108	72,027.08	72,027.08	72,027.08	72,027.08
Co. 75 Community Rescue Service	96,000	457,500	48,618	117,670	0	0	0	719,788	179,947.03	179,947.03	179,947.03	179,947.03
Blue Ridge Summit Ambulance Service	1,050	0	0	0	0	0	0	1,050	262.50	262.50	262.50	262.50
Brunswick Ambulance Service	1,050	0	0	0	0	0	0	1,050	262.50	262.50	262.50	262.50
	338,100	1,687,001	103,024	219,029	0	0	0	2,347,154	586,788.44	586,788.44	586,788.44	586,788.44
<b>Total Fire &amp; Rescue Allocation</b>	<b>1,303,200</b>	<b>2,026,520</b>	<b>494,363</b>	<b>283,500</b>	<b>50,000</b>	<b>424,998</b>	<b>350,000</b>	<b>4,932,571</b>	<b>1,233,142.84</b>	<b>1,233,142.84</b>	<b>1,233,142.84</b>	<b>1,233,142.84</b>
<b>Fire and Rescue Association:</b>												
Operating	0	0	0	0	0	0	0	0	0.00	0.00	0.00	0.00
<b>Total Fire &amp; Rescue Association</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>
<b>Total Fire &amp; Rescue Funding</b>	<b>1,303,200</b>	<b>2,026,520</b>	<b>494,360</b>	<b>283,500</b>	<b>50,000</b>	<b>425,000</b>	<b>350,000</b>	<b>4,932,580</b>	<b>1,233,142.84</b>	<b>1,233,142.84</b>	<b>1,233,142.84</b>	<b>1,233,142.84</b>

## AUTHORITY AND GOVERNANCE

The authority for the fire department is established in the CHARTER OF THE CITY OF HAGERSTOWN, WASHINGTON COUNTY, MD as enacted by resolution effective April 6, 1983. Specifically, it reads in Article IV, Section 401, b.22, Powers of Council Enumerated:

***Fire. – To suppress fires and prevent the dangers thereof and to establish and maintain a fire department; to contribute funds to volunteer fire companies serving the City; to inspect buildings for the purpose of reducing fire hazards, to issue regulations concerning fire hazards, and to forbid and prohibit the use of fire-hazardous buildings and structures permanently or until the conditions of City fire-hazard regulations are met; to install and maintain fireplugs where and as necessary, and to regulate their use; and to take all other measures necessary to control and prevent fires in the City.***

The HFD is also empowered to handle explosives and combustibles as specified in Article IV, Section 401, b.19:

***Explosives and combustibles. – To regulate or prevent the storage of gunpowder, oil, or any other explosive or combustible matter; to regulate or prevent the use of firearms, fireworks, bonfires, explosives, or any other similar things which may endanger persons or property.***

Noticeably absent from the mandates established by charter are the overall responsibilities for the all-hazards mission including EMS and the role of the volunteer companies in the City. A current review of all factors impacting public safety should be applied given the current risk assessment, the overall decline in the ability of volunteers to sustain their operations, and of course the impacts of governance and funding through the Washington County Volunteer Fire-Rescue Association (WCVFRA).

In accordance with Washington County, MD Public Law 10-402, the Board of County Commissioners are the “ultimate” authority having jurisdiction over the provision of fire, rescue, and ambulance services in Washington County outside of the Hagerstown Municipal Boundary. It is the responsibility of County Government to not only provide, but to also regulate and monitor the quality of service that is furnished to its residents and guests. Currently, the majority of these services are provided by volunteer organizations with only modest support from the County Commissioners. Changing socio-economic factors, coupled with an increase in both demand for service and individual time requirements, of available volunteers has resulted in a volunteer system that is stressed to a point that in some cases

jeopardizes the level of service provided. The inflationary spiral has driven the cost of equipment to a level that requires volunteers to spend an inordinate amount of their diminishing volunteer time in fund-raising efforts. While recognizing the invaluable contributions made by these volunteers, it is clear that fundamental changes in the current system are needed to relieve the growing economic pressures and solve staffing shortages while maintaining the highest level of service possible.

Fire and rescue services in Washington County evolved from community-based volunteer organizations located near populated areas. In the many communities where fire departments and or rescue squads grew, demands for services were manageable by an all-volunteer staffing pool. As demand for services has increased and the expectations of our citizens have changed, the need to have a response plan(s) to immediately send the first resource has become the expected standard of cover.

The EMS system evolved from the funeral home industry and eventually transitioned into the local fire department. The fire services throughout the County organized for united representation in 1934. This organization was known as the Washington County Volunteer Fireman's Association (WCVFRA). Just as the WCVFRA represented the fire service, EMS companies felt compelled to have united representation. The EMS companies formed the Tri-State Ambulance Association to represent the best interests of the EMS Company's. At that time, the County Government recognized both organizations with regards to lobbying issues. Other associations and organizations were also developing such as the Washington County Volunteer Chief Officers' Association.

The Washington County Commissioners recognized the importance of the fire and EMS system and started providing special funding allocations to support operations. Initially, contributions were made payable to the independent organizations to purchase equipment and facilities. To better coordinate communications between fire and EMS companies, the County Commissioners encouraged a merger of the Washington County Volunteer Fireman's Association and the Tri-State Ambulance Association into one organization. This organization became known as the Washington County Volunteer Fire & Rescue Association (WCVFRA). In a draft Washington County Emergency Services Plan, the plan states:

***“Many reports and studies have been produced since the inception of Fire and Rescue in Washington County containing recommendations for how to improve the system. Few of the recommendations made were implemented. The time has come to address the long-acknowledged but unmet needs to strengthen this vital service.”***

In recent years, many workgroups and studies have been initiated including the most recent Volunteer Fire Insurance Services (VFIS) consultants' study, the EMS SWOT group, other blue ribbon work groups and committees, etc. There remains one common outcome; all failed to produce substantial deliverables that were accepted by either the WCVFRA or the Washington County Board of County Commissioners (WCBOCC).

This begs the question: ***“can they all be so wrong for so long?”*** Members of the WCVFRA and others have traditionally blocked any sustainable improvements in the system. A number of low-hanging deliverables have been initiated to improve some services. However, larger issues loom that threaten the current and future delivery models including funding, staffing, and capital funding for maintenance of effort infrastructure.

Most entities with a vested interest in public safety would articulate that improvements are past due. At this writing, The Washington County Division of Emergency Services (WCDES) has been denied a “SAFER” grant to employ 29 career firefighters in CY19-20. The net effect of this has yet to be realized. WCDES has not yet finalized a plan to deploy regional assets across the County.

In summary, the HFD, CRS, DES and the WCVFRA are separate entities with completely different lines of authority and governance. The citizens and their political leaders will need to determine what type and what level of services they expect and are willing to provide. This is normally accomplished in most jurisdictions by conducting a risk analysis and resultant standards of cover proposal. We hope to accomplish this in the city through an adopted SOC. In any case, staffing has reached a critical junction for all entities. Additional opportunities for shared resources exist but larger more complex funding and governance issues will need addressed first.

When automatic aid areas are taken into account, the service areas of the HFD and CRS are nearly identical. Therefore, conversations between these two agencies should be the first step in any effort to share resources. Even though the Hagerstown municipal boundary is slightly greater than 12 square miles, HFD units and personnel service an area and typically arrive first in an area at least 2-3 times the 12 square miles of the current municipal boundary.

In some cases, this will remain true regardless of the availability of volunteer services in the border company areas. In others, rostered volunteer crews for the first service out-the-door or on-duty career staffing will lessen that burden. Until that occurs, the City units will continue to be dispatched and arrive first in areas much larger than the municipal boundary without compensation. The financial implications of this reality coupled with the County wide need to resolve critical staffing issues elevate the past due need for a sustainable revenue source dedicated to public safety for both City and County public safety providers.

## Appendix A – 2015 SWOT ANALYSIS

In early 2015, a strategic plan and S.W.O.T. analysis (Strengths, Weaknesses, Opportunities, and Threats) was performed by a committee of ten personnel with assistance from several persons external to the HFD to determine priority areas that required attention by the HFD and the incoming chief. Upon completion, the Strategic Planning Committee clarified the fire department's mission, vision, and core values. The following strategic goals were identified for the new chief:

1. Limited staffing.
2. Limited funding.
3. Volunteer /career coordination and cooperation.
4. Lack of effective communications within the organization.
5. Operations and safety.
6. Professional development.
7. Community perception.
8. Organizational growth and development.

Because these strategic goals lacked specificity and actionable items to ensure success, the plan was returned to the committee by Chief Lohr for additional analysis and recommendations. As a result, the eight original strategic goals were modified as outlined below. These revisions included actionable items to achieve deliverables in each strategic area:

### **Strategic Issue #1 – Facilitating cultural change in the organization**

- **Goal** – Facilitate a cultural change in the organization that removes walls and communication barriers, and facilitates cooperation and collaboration across the organization.
- **Action Items**
  - Educate all levels of the organization to understand the challenges that necessitate the need for change.
    - *Measure – Conduct bi-monthly staff briefings, and monthly shift and volunteer meetings.*
  - Review institutional policies and identify those that inhibit change in the organization.
    - *Measure – Review three policies/SOGs per month.*
  - Review current best practices in the industry.
    - *Measure – Report at monthly staff briefings.*

### **Strategic Issue #2 – Limited Staffing**

- **Goal** – Improve our overall staffing model.
- **Action items**
  - Find sustainable revenue for increased staffing and incentives.
    - *Measure – Find existing and new sources of sustainable revenue to support staffing and volunteer participation.*
  - Centrally organize and coordinate volunteer operations.
    - *Measure – Identify opportunities for volunteer resource deployment.*
  - Meet and confer with mutual aid partners to discuss mutual staffing challenges.
    - *Measure – Agree to a minimum and desired staffing level per company.*

### **Strategic Issue #3 – Limited Funding**

- **Goal** – Find sustainable revenue for public safety delivery.

- **Action Items**

- Work collaboratively with all department heads and mutual aid partners to find new efficiencies in the public safety delivery model.
  - *Measure – Track funding changes.*
- Continue to pursue all grant funding opportunities.
  - *Measure – Grants received by the HFD.*
- Pursue opportunities with the WCVFRA, Washington County DES, and automatic aid including Community Rescue Services to identify funding sources recognized by the Washington County Fire & EMS Plan.
  - *Measure – Identify and track funding sources for fire department activities.*

#### **Strategic Issue #4 - Operational Coordination and Cooperation**

- **Goal** – Collectively function as one fire department with an all-hazards mission.

- **Action items**

- Standardize training, qualifications, and operational abilities for each rank within the organization.
  - *Measure – Identify changes and track compliance.*
- Maintain quarterly training with mutual aid partners.
  - *Measure – Train a minimum of once per quarter.*
- Increase management training and staff development opportunities.
  - *Measure – Identify development opportunities for all positions within the HFD.*
- HFD leadership should evaluate existing standards for participation.
  - *Measure – Identify where we are deficient, meet, or exceed County operational training standards.*

#### **Strategic Issue #5 – Lack of effective communication within the organization.**

- **Goal** – Improve organizational communication.

- **Action Items**

- Improve communications channels within the organization.
  - *Measure – Conduct quarterly briefings with personnel.*
- Work together (at all levels) on a more frequent basis.
  - *Measure – Accurately measure participation by all personnel.*

#### **Strategic Issue #6 – Operations & Safety**

- **Goal** – Continually improve operations, organization, and resource utilization.

- **Action Items**

- Understand the desired level of service
  - *Measure – Develop community risk reduction programs and expectations for the fire services.*
- Strategically deploy resources to meet community needs and desires.
  - *Measure – Conduct a demand, distribution, and deployment analysis of the HFD service area(s).*
- Maintain safety of operations as an organization.
  - *Measure – Track and evaluate accidents, injuries, and near-miss occurrences.*

#### **Strategic Issue #7 – Professional Development**

- **Goal** – Implement a professional development program for personnel at all levels of the organization.

- **Action Items**

- Work with Human Resources to reinstitute annual personnel evaluations as a guide toward individual development.
  - *Measure – Complete evaluations by year 1.*
- Identify minimum and desired training and certification of personnel and enhance our current training programs based on these desires.
  - *Measure – Survey personnel to identify desired training and education.*
- Implement a probationary and mentorship program for new HFD personnel.
  - *Measure – Develop mentor program by the end of year 1.*
- Provide opportunities for personnel to lead on and off the fire ground.
  - *Measure – Identify and track leadership opportunities and participation.*
- Promote increased participation on department and City committees.
  - *Measure – Track participation in departmental committees.*

### **Strategic Issue #8 – Community Outreach**

- **Goal** – Restore Community Risk Reduction Initiatives within the Hagerstown Fire Department.

- **Action Items**

- Maximize use of social media.
  - *Measure – Track outreach and hits on social media.*
- Continue to fully support and enhance the core initiatives of the HFD Community Risk Reduction Program, including:
  - Smoke alarm installations
  - Pre-K to Grade 3 School programs
  - Children’s Village of Washington County.
- Start initiatives for an All-Hazards Community Risk Reduction program.
  - *Measure – Identify hazards and subsequent initiatives.*
- Implement customer service/professional outreach program and training for personnel.
  - *Measure – Develop and track training initiatives.*

### **Strategic Issue #9 – Organizational Growth and Development**

- **Goal** – Grow and expand our services outside the City limits.

- **Action Items**

- Reach out to and meet regularly with the surrounding automatic aid partners and “Metropolitan Fire Chiefs”.
  - *Measure – Host quarterly meetings and conduct organizational briefings.*
- Increase overall participation with mutual aid partners. As the largest fire department in the County, become the model agency for public safety delivery in Washington County, Maryland.
  - *Measure – Track interactions, activities, and program development at the County level.*
- Maximize opportunities for greater participation by the fire department in Emergency Medical Services delivery or other community-based healthcare programs outlined in the Affordable Care Act.
  - *Measure – Track program development, implementation, and results.*

## APPENDIX B - FACILITIES

### Fire Department Headquarters

25 W. Church Street – City Owned



<b>Year Built</b>	1928
<b>Exhaust</b>	Station Filtration System
<b>Generator</b>	Yes
<b>Sprinkler</b>	Yes
<b>Smoke Detectors</b>	Partial
<b>CO Detectors</b>	None observed
<b>Inspect</b>	HFD staff inspection
<b>Rating</b>	Poor
<b>Comment</b>	Office space for Command Staff and Fire Marshals. 24-hour living quarters for On-Duty Shift Commander. Full Gym. Training room with seating for 30 people.

Houses Battalion Cars 301 and 304, Utility 3, Reserve Battalion Car

# Engine I – First Hagerstown Hose Company

33 S. Potomac Street – Volunteer Corporation owned



<b>Year Built</b>	1815
<b>Exhaust</b>	Station Filtration System
<b>Generator</b>	Yes
<b>Sprinkler</b>	No
<b>Smoke Detectors</b>	Partial
<b>CO Detectors</b>	None observed
<b>Inspect</b>	HFD staff inspection
<b>Rating</b>	Poor
<b>Comment</b>	Station Relocation Recommended

Houses Engine I, Reserve Engine I, corporation owned antiques

# Engine 2 – Antietam Volunteer Fire Company

790 Potomac Avenue – Volunteer Corporation owned



<b>Year Built</b>	1967
<b>Exhaust</b>	None
<b>Generator</b>	Yes
<b>Sprinkler</b>	Yes
<b>Smoke</b>	Yes
<b>CO Detectors</b>	Yes
<b>Inspect</b>	Yes
<b>Rating</b>	Good
<b>Comment</b>	Showers and bunkroom provided Photo credit Antietam FC website

Old Station – Houses CRS Units



Houses Engine 2, Special Units 3-2, Support 3-2, Reserve Engine 4

# Engine 3 and Truck 3 – Independent Junior Fire Engine Company and Pioneer Hook & Ladder Company

100 Eastern Boulevard, North – City owned



<b>Year Built</b>	1993
<b>Exhaust</b>	No
<b>Generator</b>	Yes
<b>Sprinkler</b>	Yes
<b>Smoke Detectors</b>	Yes
<b>CO Detectors</b>	No
<b>Inspect</b>	No
<b>Rating</b>	Good
<b>Comment</b>	Bunkroom & Showers provided Limited room for expansion Co-ed bunkroom

Houses Engine 3, Truck 3, Reserve Engine 2, Support 3-1

# Engine 4 and Truck 4 – Western Enterprise Fire Company

526 Washington Square – Volunteer Corporation owned



<b>Year Built</b>	1976
<b>Exhaust</b>	Yes
<b>Generator</b>	Partial
<b>Sprinkler</b>	No
<b>Smoke Detectors</b>	Yes
<b>CO Detectors</b>	No
<b>Inspect</b>	Upon complaint
<b>Rating</b>	Fair
<b>Comment</b>	Bunkroom and showers provided.

Houses Engine 4, Truck 4, Reserve Truck 3, Support 3-4

# Engine 5 – South Hagerstown Fire Company

409 W. First Street – Volunteer Corporation owned



<b>Year Built</b>	1952
<b>Exhaust</b>	Station filtration system
<b>Generator</b>	Yes
<b>Sprinkler</b>	No
<b>Smoke Detectors</b>	Yes
<b>CO Detectors</b>	Yes
<b>Inspect</b>	Unknown
<b>Rating</b>	Fair
<b>Comment</b>	Assembly occupancy in basement

Houses Engine 5, corporation owned antique

\*All facilities information provided by the Washington County Division of Emergency Services and the Washington County Volunteer Fire Association VFIS Report – May, 2018

# Hagerstown Fire Department Training Center

950 Bowman Avenue – City-owned



<b>Year Built</b>	1966
<b>Exhaust</b>	N/A
<b>Generator</b>	No
<b>Sprinkler</b>	No
<b>Smoke Detectors</b>	Yes
<b>CO Detectors</b>	No
<b>Inspect</b>	No
<b>Rating</b>	Fair
<b>Comment</b>	

## APPENDIX C – VEHICLES

Unit	Type	Year
HFD Headquarters – 25 Church Street		
Car 300	Chevrolet Trailblazer	2005
Car 301	Ford Pickup	2017
Car 302	Chevrolet Tahoe	2014
Car 304	Ford Pickup	2017
Utility 3	Ford Stake Body	2008
MERV	Carmate Trailer	2006
FM 3	Ford Escape	2019
FM 3-1	Ford Pickup	2019
FM 3-2	Ford Pickup	2016
FM 3-3	Ford Pickup	2016



Unit	Type	Year
Engine 1 – First Hose Co. – 33. S. Potomac Street		
Engine 1	KME Pumper	2013
Reserve Engine 1	KME Pumper	1994
Antique	Pirsch Pumper – Volunteer Owned	1963
Antique	Ahrens-Fox Pumper – Volunteer Owned	1947



Unit	Type	Year
Engine 2 – Antietam Fire Co. – 790 Potomac Avenue		
Engine 2	KME Pumper	2004
Reserve Engine 4	KME Pumper	1991
Special Unit 3-2	Ford Support Unit – Volunteer Owned	2004
Support 3-2	Chevrolet Tahoe – Volunteer Owned	2004



Mike Sanders Photograph

Unit	Type	Year
Station 3 – Junior Independent Fire Co./Pioneer Hook & Ladder Co. – 100 Eastern Blvd. North		
Engine 3	KME Pumper	2004
Truck 3	Pierce Tractor-Drawn Aerial	2016
Reserve Engine 2	KME Pumper	2019
Antique	Mack Pumper – Volunteer Owned	1966
Support 3-1	Chevrolet Tahoe – Volunteer Owned	2011



Unit	Type	Year
Station 4 – Western Enterprise Fire Co. – 526 Washington Square		
Engine 4	KME Pumper	2008
Truck 4	Pierce Tractor-Drawn Aerial	2017
Reserve Truck 3	Simon-Duplex Tractor-Drawn Aerial	1994
Van	CMG Van – Volunteer Owned	2015



Mike Sanders Photograph



Unit	Type	Year
Engine 5 – South Hagerstown Fire Co. – 409 W. First Street		
Engine 5	KME Pumper	2004
Antique	Mack Pumper – Volunteer Owned	1953



## APPENDIX D – STRATEGIC GOALS

## Strategic Goal – Risks in The Community

Recommendations	Outcomes	Owner	Timeframe	Costs
Conduct an annual self-assessment of the community's risks & HFD resources needed to mitigate those risks using a common methodology.	In addition to basic fire suppression, FD's must now be prepared to mitigate EMS, hazmat, water rescues, explosive devices, aviation fire-rescue and others including EMS mass casualty incidents	Citizens of Hagerstown & WC, Mayor and Council, Fire Chief.	Annual commitment. Future plans should include citizens	Maintenance of effort
The HFD and CRS should work towards common goals to improve response times to all critical emergencies in and around the municipal boundary.	As the baby boomer generation continues to age, the demand for EMS services continues to increase at a rate that exceeds fire risk. Further, wind and water have for several years exceeded fire losses in the United States. The HFD must prepare for the expanded mission.	HFD and CRS Operational Leadership Teams	FY21 and beyond	Maintenance of effort
Work collaboratively with planners to monitor City and regional medium range growth area (MRGA) and the resultant increase in demand for services.	Demographics within the Hagerstown municipal boundary and the areas immediately adjacent to the boundary are paramount to minimization of risk, deployment of available resources, and planning for future demands that are certain to come.	Command Staff City Planning	FY21 and beyond	Maintenance of effort
The City should fully embrace and incentivize the installation of sprinklers in all occupancy types.	Smoke Detectors provide early warning when fires occur and have been the primary defense against fire safety. Sprinklers react one-at-a-time when fires occur, effectively guaranteeing life-safety for occupants & extinguishing the fire prior to FD alert/dispatch.	City Elected Officials, Hagerstown Water Department, Fire Marshal, Fire Chief	FY21 and beyond	Maintenance of effort
The HFD should continue to partner with WCDES and their special operations section to jointly maintain both hazmat, and other technical rescue resources.	Since WC Special Operations has traditionally maintained the equipment resources and two-on-duty personnel, the HFD has trained & certified their personnel in several areas of low-frequency, high risk areas of response. Neither can be successful without the other.	Fire Chief DES Director Staffs	FY21	Maintenance of effort
In lieu of the 5 <sup>th</sup> engine company, and in cooperation with CRS, create a community paramedicine unit staffed with two-personnel (EMT & Paramedic) and possibly a social worker or nurse clinician.	A community paramedicine unit can handle many calls now processed as emergency responses by more appropriately managing elder care, addictions, falls, and follow-up treatment protocols to prevent frequent call backs, readmissions to the emergent system and therefore replace emergency runs with scheduled non-emergency visits.	HFD CRS Community Health Partners	FY23 Primary Unit FY24 Reserve Unit	\$150,000.00 each which includes portable equipment

### Strategic Goal – Insurance Services Office (ISO) Rating

Recommendations	Outcomes	Owner	Timeframe	Costs
Initiate planned improvements to move the City of Hagerstown to an ISO Class-2 Public Protection Classification Rating (PPC).	By improving PPC ratings, the average annual building fire insurance rating could decrease per for City property owners, returning value to most property owners.	Fire Chief Command Staff	FY21-23	Maintenance of effort
Build-out back-up communications systems components to ensure effective redundancy in communications and station alerting.	Purchase and install G-5 radio, tone-alert pagers as a backup alerting attached to the backbone of the current radio communications system to receive proper credit in the communications section of the ISO assessment. Insist upon hardwired primary station alerting (FSA) for all City stations.	Fire Chief DES Wireless Communications	FY21	Maintenance of effort
Ensure effective water supply distribution and system maintenance as it pertains to needed fire flow (NFF) in addition to average daily demand (ADD), and maximum daily demand (MDD) recommended by the American Water Works Association.	In partnership with the Hagerstown Water Department continue to evaluate the Hagerstown Water system for effective fire flow capabilities. Increase pressure and flows where needed. Add stored water resources where NFF exceeds available water.	Fire Chief Water Department	FY21 & beyond	Maintenance of effort
Conduct fire hydrant flow testing & maintenance to receive credits in the water supply section of the ISO assessment formula.	Historically, hydrants have been tested only as needed by the water department. To receive credits in the PPC, hydrants are expected to be flow tested on a cycle between 1 and 3 years with appropriate recordation.	Fire Chief Water Department	FY21	\$50,000. For one-time appliances, pitot-gauges and software
Evaluate training content and frequency.	Continue to evaluate and develop department training and training recordation to receive proper credit for individual, company-level and mutual-aid training in the training section of the ISO assessment. Upgrades to the latest FH software product would provide an opportunity to fulfill this mandate.	Chief Hopkins	Ongoing-FY21	\$25,000 annually for software licenses that serve several modules
Perform High Risk Building Inspections and Pre-Plans.	Develop an in-service building inspection program, conducted by on-duty firefighters to receive proper credit under the community risk reduction section of the ISO assessment.	Fire Marshal	FY21 as the 3 <sup>rd</sup> DFM moves to a shift rotation	Included above

### Strategic Goal - Community Risk Reduction (CRR): Prevent The 9-1-1 Call

Recommendations	Outcomes	Owner	Timeframe	Costs
Dedicate work periods for all staff to fully embrace programs that will educate the public in safety awareness, personal health, CPR, AED use, fire prevention, survival & resiliency.	Prevent the 9-1-1 call whenever possible. When we can't deliver the right people and stuff to successfully mitigate our citizen's emergencies using state-of-the-art equipment operated by highly skilled professional providers either career or volunteer.	Fire Chief and Staff	Ongoing with a focus on continual measurement & improvement.	Maintenance of effort
Continue to fully support the WCPS sponsored Children's Village program	Educates every 2 <sup>nd</sup> grader in the WC school system to dangers, hazards & life saving techniques in all hazards including fire-EMS & law enforcement This program serves as a National model for CRR education and skills development	Fire Chief & CCR personnel specifically trained to interact with and educate children.	Annual during the school year. City schools are scheduled during non-peak vacation months.	Presently supported with a combination of on-duty details and overtime of available personnel.
Continue to collaborate with the American Red Cross, community business partners and others to fund, support, and grow the Smoke Detector Program in the Hagerstown Fire Department.	Provides free smoke alarms to City residents through a partnership with the American Red Cross. Visit every City resident every five years through annual door-to-door neighborhood canvassing, "After the Fire" neighborhood canvases, and Red Cross events.	Captain Wagaman	Ongoing with a focus on continual measurement & improvement.	Approximately \$15,000 annually
Continue to support and enforce all laws and initiatives to provide automatic fire sprinklers in every occupancy type in the City.	Smoke detectors are the first line of defense against fire. Sprinklers provide the best defense against fire and have a life safety record of over 98%.	Fire Chief, Fire Marshal, & all members of the HFD.	Ongoing with a particular focus on residential occupancies where the majority of fire deaths and injuries occur.	Maintenance of effort
Support Fire, Rescue and EMS coverage at Planned Events	Support planned City events through pre-event planning, site inspections, and pre-staged fire/rescue/ems response dedicated to the event	Fire marshal, on-duty DFM and on-duty command staff	Public and private events that occur throughout the year.	Presently supported with a combination of on-duty details and overtime of available personnel
Continue to work with the Washington Goes Purple and other initiatives to reduce the impact of addictions of all types in the City.	Improve the quality of life and ultimately reduce the impact on all public safety agencies.	All HFD Staff	Ongoing	Maintenance of effort

### Strategic Goal – Funding

Recommendations	Outcomes	Owner	Timeframe	Costs
Continue to pursue grant funding for all areas of HFD operations. The two primary sources are the SAFER grant annual process for people & the Assistance to FF's grant (AFG) process for stuff.	Historically, the HFD has been very successful with AFG grants, totaling \$?,???m over ??Years. One SAFER grant was awarded in 20?? And had to be surrendered in the throes of the Great Recession. Any grant provides financial relief to the City and should be explored for all necessary resources.	Fire Chief and Senior Command Staff	Annually	Maintenance of effort
Lobby the WCBOCC & the WCVFRA to seek fair level funding for the HFD.	All volunteer and City owned assets should be funded equally across the board. This has not been the case since 1946. In companies where the volunteer system has essentially collapsed, funds for other than facilities maintenance should be directed to the City like Senator Amos (508) Funds.	Mayor & Council, City Administrator, Finance Director, Fire Chief & Police Chief.	Ongoing	Maintenance of effort
In cooperation with WC Government, develop a new funding model that rewards operating volunteer performance.	Absent volunteer performance, redirect funding to the City to ensure citizens receive the full benefit of tax and fee-based charges.	Fire Chief DES ESAC City & County elected officials	FY22	Maintenance of effort
Close the gap in funding that excludes the City from full operating allocation, EMS service delivery, utility reimbursement, fire & fuel maintenance, response assistance, & other base funding initiatives.	Treat all agencies the same in the funding model whether public or private. Many volunteer companies who currently receive full share funding are volunteer in name only. This is unfair to the City taxpayers.	Fire Chief DES City & County elected officials	FY22	Maintenance of effort
Negotiate with the WCBOCC's to create a change in the tax differential formula from other WC municipalities based upon population, risks and the costs to manage those risks.	Create a fair tax differential that focuses on all of public safety with an eye on fire-rescue-EMS that is noticeably absent in the formula since its inception.	Mayor & Council, City Administrator, Finance Director, Fire Chief & Police Chief.	FY22 budget cycle	Maintenance of effort
Absent success in the above initiatives, seek an alternative sustainable revenue stream dedicated to public safety that more accurately closes the gap between law enforcement and fire.	As the two largest departments in City government, the disparity in funding and resources is apparent.	Fire Chief City Administrator Finance Director Mayor & Council	FY23	Maintenance of effort

<b>Strategic Goal – Authority and Governance</b>				
<b>Recommendations</b>	<b>Outcomes</b>	<b>Owner</b>	<b>Timeframe</b>	<b>Costs</b>
Pass a charter change that more accurately reflects the HFD all-hazards mission.	The current charter language that provides for the authority of the HFD to function and perform duties is very outdated and in need of updating to the current and future all-hazards mission.	Fire Chief City Attorney Mayor & Council	FY21	Maintenance of effort
Provide a voting model that ensures the City and the primarily career based HFD has an equal opportunity to vote on items that impact costs, service delivery and growth.	The HFD has zero opportunity in the current governance model to influence change, absent a change in the governance model, the primarily career staffed HFD will continue to accept hand-me-down stipends from a volunteer-based system.	Fire Chief Mayor and Council WCBOCC, DES & ESAC WCVFRA	ASAP	Maintenance of effort
Lobby the WCBOCC to seek a governance model change that recognizes all participants in the fire-rescue system, not just volunteer based participants.	As the first and largest career staffed fire-rescue organization in Washington County, the HFD is treated differently than other agencies. (i.e.): Every EMS company including CRS is primarily staffed with career personnel either full-time or part-time.	WCBOCC, DES & ESAC WCVFRA	FY21	Maintenance of effort
Provide an HFD voting representative on the public safety Radio Governance Board.	The City has law enforcement representation but no fire-rescue representation on the radio governance board. Therefore, items like fire-station alerting, paging, ISO compliance and others have been slow to be identified and corrected.	Director, DES Fire Chief	Immediately	No costs
Provide a City appointed citizens representative on the current Emergency Services Advisory Council (ESAC) that advises the WC Commissioners on all things fire-rescue.	The City has the largest population of any municipality in Washington County & is the County seat. In any reasonable model, the City should have a representative on this County board.	WCBOCC, ESAC	Immediately	No costs
Determine a set of performance measures for all system participants to follow to measure system wide performance for all assets using fractal performance measures, not averages	What gets measured gets done. Abandon the “I think, I feel” management objectives that are based upon emotion, political expediency and build resources based upon actual risk and the ability to manage those risks.	All system participants	Immediately	Staff direction and software upgrades

<b>Strategic Goal - Fire Marshal's Office</b>				
<b>Recommendations</b>	<b>Outcomes</b>	<b>Owner</b>	<b>Timeframe</b>	<b>Costs</b>
Continue to staff and support a robust Fire Marshal's office & staff.	Ensure the City's built environment is as safe as possible for residents and visitors Clear stakeholders understanding of the all-hazards mission and the safety it provides	Fire Marshal Fire Chief Mayor and Council	Ongoing	Maintenance of effort
Conduct plans reviews, new and existing construction progress. Approve fire and life safety systems and occupancy inspections for all construction in the City to fully meet the life safety code and national fire codes	Provides assurances that all buildings meet current industry best practices for fire protection, health and safety. Reduces both the frequency and impacts of events and subsequent losses in the community.	Fire Marshal Fire Chief Mayor and Council	Ongoing	Maintenance of effort
Determine fire cause and origin for all fires of consequence and prosecute offenders to the fullest extent of the law	Accurately tracks the frequency, severity and root causes of fire losses Helps abate arsons and other causes of fires that threaten life safety and property loss	Fire Marshal and Staff	Continuous	Maintenance of effort
Receive, process and respond to citizen's life safety/hazards concerns.	Provides a responsive on-duty response to citizen's non-emergent needs regarding life & fire safety concerns. Decreases emergency responses to events that would otherwise be routed through the 9-1-1 center as emergent.	Fire Marshal and Staff	Effective 7/1/20, one DFM will be on duty 16 hrs. x six days per week & on-call Sunday	Maintenance of effort
Work collaboratively with all City agencies on planned events to reduce overall risks for planned & unplanned events	Provides clear expectations for all agencies that is scalable to larger, campaign events; provides a standardized method to deal with incidents large and small regardless of which agency has primary responsibility.	Fire Chief Fire Marshal All on-duty personnel	Ongoing	Maintenance of effort with expanded services on OTP for larger events.
Develop programs to annually inspect & pre-plan high hazard buildings to ensure life safety and flow test all hydrants in the municipal boundary.	All three programs are integral to the ISO-PPC rating. Dedicating one work day per week assures the work will get done and spreads the work evenly across all shifts	Fire Chief Fire Marshal & Shift Commanders	Launch 8/1/2020 to on duty personnel	Software to manage and track performance with ISO approved recordation
Maintain the Explosives Detection K-9 service using "Calvin" and his DFM handler.	Provides preventative security measures at planned events, and high-risk facilities. Responds to suspicious packages & threats while providing additional investigative resources to HPD & support agencies.	DFM 3-3-Fishack Fire Marshal	Ongoing	Maintenance of effort

### Strategic Goal – Volunteer Participation in the HFD

Recommendations	Outcomes	Owner	Timeframe	Costs
Create a single citywide Volunteer Division expanding the use of riding volunteers to best restore the availability of trained, certified & operational volunteers	Appoint a Volunteer Division Commander. Require riding volunteers to roster a minimum of 12-hours/week as part of a minimum staffing model that guarantees available staffing at the time of dispatch.	Fire Chief	FY21	Incentive package for “riding volunteers”
Provide specific requirements to the leadership of each city volunteer fire corporation for a new and different process for verification of standards compliance.	Validate that city volunteer companies meet or exceed the minimum requirements of the Maryland State Volunteer and Washington County Volunteer Fire-Rescue Associations	Volunteer Division Commander, WCVFRA, Fire Chief & Staff	FY21	Reward performance in compliant companies
Develop a manual to provide the specific references to the laws, regulations, policies or procedures that must be verified each year.	The manual will also provide or cite the form and source of documentation that must be prepared by each corporation and submitted to the fire chief & staff each year to comply fully with Federal, State and Local requirements.	Volunteer Division Commander, WCVFRA, Fire Chief & Staff	FY22	Reward performance, decree changes in funding for non-compliance
Monitor the WCDES plan for volunteer incentives and determine if there is value to the city companies and their active volunteers	Ensure that monies distributed to city volunteer companies are appropriately used and accounted for fire-rescue-EMS service delivery moving forward.	Volunteer Division Commander, WCVFRA, Fire Chief & Staff	Begin in FY21 - Ongoing	May be impacted by a yet to be announced incentive plan from the WCBOCC
Continue to support volunteer training during volunteer friendly hours at least 2-times/week. Expand training opportunities for on-duty volunteers	Presently, Tuesday evenings and Saturday morning training sessions are conducted to provide two opportunities / week for available volunteers. On-Duty volunteers in one company also participate in daily training as available.	Command Staff, Training Officer, & Volunteer Leaders	Ongoing	Maintenance of effort
Incentivize rostered duty performance for riding volunteers to enhance minimum staffing coverage	In addition to uniforms, stipends, and company based financial distributions, work with & provide new incentives focused on the trained & certified operational city volunteers in addition to whatever resources the county provides	Fire Chief, Volunteer Division Commander, Budget & Finance	FY22-beyond	Undetermined

### Strategic Goal – Human Resources

Recommendations	Outcomes	Owner	Timeframe	Costs
Establish an action plan to provide six 3-person minimum, 4-person desired companies (4-E's and 2-T's) staffing model for all companies in the HFD.	Develop a plan to meet or exceed the minimum requirements of NFPA-1710, providing adequate staffing to assemble one or more teams of FF's. Provide resources to manage two simultaneous events with on-duty personnel.	Fire Chief, Finance Director & City Administrator	3-budget cycles compressed to 14 calendar months	Each 3- person career staffed company costs approximately \$1.1m per year
Strive to fully meet the recommended Effective Response Force (EFR) standards for the low & medium hazard type occupancies in NFPA-1710, 2020 edition.	Provides the best opportunity to safely & effectively handle full assignment structure fires while complying with the OSHA required 2-in, 2-out Federal law for immediately dangerous to life and health environments.	Fire Chief	Ongoing using all available regional resources	Maintenance of effort
Continue to provide trained, certified and practiced FF's and FAO's necessary to complete the all-hazards mission	As of January 2020, the HFD has 77-career staff and approximately 30-volunteers as the available FF force. The need to train, certify and maintain KSA's is more important than ever. Forecasting for planned and unplanned retirements, etc. provide challenges.	Command Staff	Forever	Maintenance of effort
Add a civilian position to support the Fire Marshal's office, answer telephones and reduce the overload on the singular Executive Administrative Assistant.	The administrative workload for the 2 <sup>nd</sup> largest City department exceeds the ability of one civilian to handle. A Level-I Administrative Coordinator Full Time Position is needed for the current workload.	Fire Chief, Finance Director & City Administrator	ASAP, FY21 Preferred	Approximately \$43,000./year + benefits
Under fill the previously budget lapsed Deputy Fire Chief position with a day work Battalion Chief to manage the training needs and other administrative duties for the 2 <sup>nd</sup> largest agency in the City	Retirements forced the budget lapsing of six positions in the HFD that have not been restored. Rather than create another level of supervision, a day work Battalion Chief (2,080 hr. WY) can be rotated with the 3-existing BC's to manage training, fleet, and other duties rather than OTP	Fire Chief, Finance Director & City Administrator	Early FY21	Approximately \$95,000./year + benefits
Hire a civilian community risk reduction coordinator and public educator to fulfill the HFD's growing all-hazards mission	Will fully support all CRR programs including smoke detectors, public education, data analysis, planned events, school events and Children's Village	Fire Chief, Finance Director & City Administrator	FY22	Approximately \$47,000./year + benefits

### Strategic Goal – Standard of Cover

Recommendations	Outcomes	Owner	Timeframe	Costs
Develop a Standard of Cover (SOC) recommendation that provides a 4-min. or less travel time for the first unit dispatched to high acuity fire or EMS runs 90% of the time anywhere in the municipal boundary.	Ensures that at least a single company of trained, certified and practiced personnel can deploy and arrive to initiate life-saving intervention skills (CPR & AED's) on EMS runs, and fastest water on fires. Remainder of the assignment below.	Fire Chief and Staff	Immediately	Additional resources required as the municipal boundary grows
Develop a Standard of Cover (SOC) recommendation that provides a 6-min. or less travel time for the second unit dispatched to high acuity fire or EMS runs 90% of the time anywhere in the municipal boundary.	Ensures the timely assembly of a second company to safely initiate and complete tasks required by law and best practices.	Fire Chief and Staff	Immediately	Costs necessary to properly locate resources throughout the city
Develop a Standard of Cover distribution and deployment model that provides the remainder of the response assignment (box alarm) for structure fires in 8-mins or less travel time anywhere in the City 90% of the time.	Ensure that the 9-1-1 center processes high acuity calls in 90 secs or less; HFD units turn out in under 80 secs.; the first unit resource arrives in 4-mins or less travel time; second arriving unit in 6-mins; & the balance of the full alarm in 8-mins.	Fire Chief and Command Staff, WC 9-1-1 center	Ongoing with a focus on continual measurement & improvement	Maintain latest generation C-A-D, station alerting, voice pagers, radios, etc.
Continue & improve the use of regional automatic aide to fully meet the need for additional personnel when incidents escalate beyond the initial full assignment to fully meet NFPA-1710, 2020 edition best practices.	The HFD sends 4 engines, 2 aerials and the shift commander (EFR of 16 minimum) to all full assignment structure fires in the municipal boundary. For most post flashover fires, the incident is expanded to include a “working fire-safety assignment” that always requires automatic aid and transfer companies into the City.	WC 9-1-1 Fire Chief and Command Staff DES & Volunteer companies	Maintenance of effort now with the unknown and on-going goal to improve regionally with minimum staffing goals	Maintenance of effort
Downsize to six 3-person companies: 4-engines, 2-aerials, 1-shift commander & aide as the HFD on-duty response force for fire and EMS to guarantee a minimum HFD effective response force (EFR) of 20-on-duty personnel. The goal falls short of the NFPA 28 personnel recommended for medium hazards. However, the balance is almost always made up with trained, certified automatic aid resources.	Ensures the assembly of two teams of FF's; two uninterrupted water supplies of at least 500 gpm; a three-line attack strategy; 2-victim search & rescue teams; a rapid intervention team on deck; a dedicated incident commander & EMS resources for patient/victim & FF medical intervention.	Fire Chief & Staff DES & CRS Auto-Aid vol. companies	FY22-FY23	Requires the addition of 12-full time FF's and the abolish and creation of 6-FF to Lt/ company officers/shift

### Strategic Goal – Deployment

Recommendations	Outcomes	Owner	Timeframe	Costs
When 3-person minimum staffing is achieved in all companies (six), reduce the response plan for all pre-flashover fires to 2-engines, 1-aerial, shift commander & aide.	Maximize the availability of on-duty resources to be available for a 2 <sup>nd</sup> city incident and or add on to an escalating incident. This should also provide the 9-1-1 center the opportunity to process reported calls faster by sending initial units more promptly.	Fire Chief Director DES, 9-1-1 center & WCVFRA Standards Committee	FY22-23	Maintenance of effort
Merge and consolidate two engine companies into one, the shift commander, FM's office and all admin functions into one facility strategically located to provide the stated standard of cover goal	Consolidating 5-engines into 4 without decreasing current staffing permits the immediate addition of 3-person staffing in two on-duty engine companies.	Fire Chief and Command Staff Mayor & Council	FY23 and beyond	Maintenance of effort
Continue use of the two-tier career call-back system to staff the HFD when other resources are not available to fill the resource needs	For campaign events (greater than 12-hour duration) and or the need to staff ready reserve apparatus, Tier 1 is for any career staff member within a 20-min response, Tier 2 is for any available personnel regardless of travel time. All callback is funded using OTP.	Fire Chief and Command Staff	Ongoing	Minimal but growing based upon the availability of volunteer resources during the day.
Initiate dialogue with the City's primary EMS provider, Community Rescue Service (CRS) to merge and or consolidate EMS resources into HFD stations to improve response times citywide.	Create additional opportunity to collaborate with the growing demand for EMS services and improve response times to areas of the City that can be more efficiently served using a more robust station deployment model	Fire Chief CRS Staff	ASAP	Maintenance of effort
Finalize <u>plans</u> with three city volunteer companies to either upgrade or relocate to new facilities in preparation of FY22 budget cycle.	Terminate the never ending deferral of legacy issues that stops forward progress.	Fire Chief Mayor and Council	FY22 Budget Cycle	Maintenance of effort

### Strategic Goal - Facilities

Recommendations	Outcomes	Owner	Timeframe	Costs
Treat all City and volunteer owned facilities the same in the WCVFRA funding model.	Currently, City owned facilities are ineligible for reimbursements through the County Association for fuel, maintenance, utilities, and response assistance. In addition, City volunteer companies receive ½ of the operating allocation that County companies enjoy.	Fire Chief Elected Officials ESAC WCVFRA	FY22	Maintenance of effort
Work with volunteer leaders to bring their facilities up to current codes and industry best practices with defined criteria & sunset dates	Efforts in the previous five years have met strong resistance and inaction by three of the six volunteer owned facilities. Absent a sunset date for action, they continue to postpone and defer actionable improvements.	Fire Chief Fire Marshal Volunteer Leadership	Ongoing – FY23 sunset	Maintenance of effort
For companies that is unwilling or unable to comply with the HFD’s needs & vision, terminate the relationship and establish alternate sites for service delivery.	Relocate to strategic land(s) that best serve the citizens now and in the future with or without the cooperation of the volunteer-based leadership. Future locations should be driven by the Standards of Cover recommendation.	Fire Chief Elected Officials	FY-23	Maintenance of effort
Ensure that the Washington County funding model including reimbursements are appropriately dedicated to providing fire-rescue-EMS resources including City managed assets.	At this writing, on-going discussions are occurring with City and County leaders to facilitate a negotiated change in the 11-year old tax offset formula that will more appropriately account for fire-rescue-EMS services. Both sides have established a FY22 completion goal.	City & County Administrators/Finance Directors/Elected Leadership	FY22	Maintenance of effort
Acquire land in two areas of the City to merge and consolidate outdated fire stations and prepare for future growth in the Medium Range Growth Plan for Hagerstown and Washington County	Negotiations have been ongoing for three years on 2.3 acres of land @ 441 South Potomac St. In addition, land has been identified on Wakefield Road between Franklin Street & Washington Ave. that could relocate the West End facility.	Fire Chief City Engineer City Administrator Mayor & Council	As soon as practical	Maintenance of effort
Provide adequate space to appropriately house personnel & reserve apparatus storage and maintenance in future station designs and renovations.	The City should maintain 3-ready reserve (fully equipped) pumpers, 1-ready reserve tractor drawn aerial, 1-ready reserve shift commander’s vehicle in addition to the staff cars assigned to the FM’s office and senior staff. As future facilities are developed, adequate space must be provided to house both on-duties, volunteer, & call back personnel.	Fire Chief	FY21-Forward	Maintenance of effort

### Strategic Goal - Vehicles and Equipment

Recommendations	Outcomes	Owner	Timeframe	Costs
Maintain a fleet of seven fully equipped, like pumpers: 4 front-line, 2-ready reserve, and 1-maintenance reserve.	Current multi-year contract in place with annual 3.3% inflator language that expires in 11/22. Three pumpers have been ordered with a goal to complete the order in the next two fiscal years. All are fully equipped.	Captain Stoops	FY21-FY22	FY21: \$1,121,010. FY22: \$1,158,003.
Maintain a fleet of 3-tractor drawn aerials: 2-front line & 1-ready/maintenance reserve unit.	Two aerials were replaced in FY15 and FY16. The current ready reserve is a 1994 unit that is planned to be replaced in FY23.	Chief Hopkins	FY23	\$1.3m
Grow personal protective equipment (PPE) inventory to provide two full sets of equipment to each active firefighter, career or volunteer.	Current budgeting supports the replacement of 10-full sets per year. Increase budget or secure grant funding to support the maintenance of two-sets of PPE-per active firefighter.	Captain Chojnacki	Ongoing	Initial impact of \$675,000 to acquire 2 <sup>nd</sup> set of gear; \$28,000/year MOE
Planned life cycle-both: as vehicles are replaced, continue to fund replacement equipment	Continue to purchase full small equipment and hose complement with each new apparatus.	Command Staff	FY21- Forward	Maintenance of effort
Plan for CIP equipment purchases (SCBA, Radios, etc.) utilizing grant funding whenever possible.	Continue to project and fund replacement for current fleet of apparatus, considering an annual inflation rate of 5-10%, SCBA at 15-year intervals and radios at 10 year intervals.	Fire Chief Finance Director	FY21-Forward	Maintenance of effort

### Strategic Goal - Technology

Recommendations	Outcomes	Owner	Timeframe	Costs
Utilize the most current records management system compatible with the National Fire Incident Reporting System (NFIRS) and the County required <i>Firehouse (FH)</i> software programs.	Update the current Firehouse records management system to a system that is user-friendly and compatible with NFIRS. The system will be cloud-based and accessible to all worksites with mobile data capabilities as well.	Fire Chief Fire Marshal	FY21	Includes # 3 in this table
Purchase & maintain mobile and portable radios/accessories compatible with the Washington County P25 radio communications system and regional mutual aid partners.	Current portable radios are at the end of their service life. Replace the departments cache of portable radios (1 per riding position, plus administration), as well as maintain mobile radios for each fleet vehicle.	Captain Chojnacki	FY21-FY22	Maintenance of effort
Utilize up-to-date mobile data hardware & software licenses for emergency response, pre-planning, inspections, codes enforcement, and hydrant flow testing.	Maintain current IT strategy for hardware with the most up-to-date technology to ensure seamless information exchange among field users. Will require additional software licensing to meet all objectives for efficiency and recordation.	Captain Daiello Captain Murray Fire Marshal	FY21-Forward	\$35,000. annually
Build out intranet IT infrastructure to support real-time video conferencing and training between worksites.	Develop infrastructure between fire stations that supports remote conferencing and training. This facilitates collaborative work, conferencing, and training between employees, while allowing fire/rescue units to remain in quarters within their primary response areas.	IT Director Fire Chief Executive Administrative Asst.	FY22	Unknown @ this writing
Utilize technology for safer, more efficient and effective firefighting operations.	Purchase self-contained breathing apparatus and portable radios with Bluetooth connectivity. Research other forms of wireless technology to improve and enhance fire ground operations.	Fire Chief SCBA Committee	FY21-ongoing	Maintenance of effort
Monitor & provide technology funding improvements that are beyond the HFD's direct control.	State of MD, WCDES, WC wireless communications and others maintain systems that directly impact the HFD. These systems change regularly without adequate notice to plan for and fund system wide changes. Therefore, a fund necessary to absorb mandated upgrades and improvements is recommended.	Command Staff	Ongoing	Maintenance of effort

<b>Strategic Goal – Policies and Procedures</b>				
<b>Recommendations</b>	<b>Outcomes</b>	<b>Owner</b>	<b>Timeframe</b>	<b>Costs</b>
Conduct assessment center style promotional exams for all positions and ranks every two years: FF Recruit, DFM, Lieutenant and Captain, & Battalion Chief	Updating the eligibility lists every two years assures that the best and brightest personnel are available to progress in the organization. This cycle also provides a ready list of candidates at all times for unplanned retirements and resignations.	Fire Chief, Executive Administrative Assistant, and Human Resources Director, & Information Tech staff	2020 for FF-Recruit & BC 2021 for DFM & Company Officer (Lt. & Captain)	Minimal OTP for role players & Assessors
Review and update all HFD policies, procedures, standard operating guidelines on a rotating basis every three years,	All P&P's have been reviewed and updated in 2019. Most had gone untouched since 2006. The goal is to: <i>"if you say it-write it, if you write it-enforce it and if you are not prepared to do both, rescind it"</i> . The HFD is on schedule to review 1/3 of its policies & SOG's annually.	Fire Chief, Executive Administrative Assistant	Ongoing	Maintenance of effort
Create new policies & procedures as required to implement changes in the environment over time.	Ensures that the HFD is in sync with the various laws, policies and procedures & industry best practices.	All Command Staff	Ongoing	Maintenance of effort
Monitor and analyze data sets to maximize the efficiency in all areas of the HFD	What gets measured gets done. Regular monitoring of data impacting the HFD & our resources assures an efficient and effective service delivery model.	Senior Command Staff	Ongoing	Maintenance of effort
Monitor policy changes with the WCVFRA standards committee to meet or exceed their minimum expectations while maintaining our right as a sovereign government.	Beyond our direct control, this committee sets policy for most if not all of the volunteer companies surrounding the City. The HFD strives to be in sync with their goals & objectives, recognizing that many times their needs are different & the process is ineffective.	Command Staff	Ongoing	Maintenance of effort

### Strategic Goal – Safety & Wellness

Recommendations	Outcomes	Owner	Timeframe	Costs
<p>Improve the final grade of the Hagerstown Fire Department’s Safety and Wellness 2019 evaluation using the 16 Fire Fighter Life Safety Initiatives as a benchmark.</p>	<p>Review and prioritize each of the 16 sections and the recommendations developed by the committee. Develop an action plan to address each of the identified recommendations. The grade point average, on a five point scale, shall be improved at least ten percent.</p>	<p>Health &amp; Wellness Committee</p>	<p>FY21</p>	<p>Maintenance of effort</p>
<p>Reduce the frequency of at-fault vehicle and equipment accidents as compared to the average annual frequency and severity for the last three years.</p>	<p>Evaluate auto accident data from Hagerstown’s Risk Management Department and calculate the average annual frequency and severity for the past three years, and reduce at-fault accident frequency by 30% and severity by 50%.</p>	<p>Health &amp; Wellness Committee</p>	<p>(July 2020-2021)</p>	<p>Maintenance of effort</p>
<p>Reduce the frequency of work-related injuries and days away from work as compared to the average annual frequency for the last three years.</p>	<p>Evaluate the leading causes of injury from a frequency and severity perspective. Add the location of the accident to further dissect causation. Reduce injuries by ten percent, and days away from work by twenty percent.</p>	<p>Health &amp; Wellness Committee</p>	<p>(July 2020-2021)</p>	<p>Maintenance of effort</p>
<p>Achieve 100% participation with fire department physicals and stress tests, as well as recommended follow-ups, for career staff as mandated in the contract.</p>	<p>Track all personnel to make sure that they are completing all elements of the 2020 physical.</p>	<p>Health &amp; Wellness Committee</p>	<p>Ongoing</p>	<p>Maintenance of effort</p>
<p>Create a peer support program to respond to critical incidents or immediate needs of department personnel.</p>	<p>Create a position or a designee for identifying when such counseling is needed and how to reach the resources needed.</p>	<p>Fire Chief Health &amp; Wellness Committee</p>	<p>December 2020</p>	<p>Maintenance of effort</p>

## Strategic Goal – Training, Annual Certifications & Professional Development

Recommendations	Outcomes	Owner	Timeframe	Costs
Fully develop and support training, certification and re-certification requirements for all ranks and disciplines in the HFD utilizing all available resources to accomplish the same	Annual recerts and certifications for FF's and Fire Apparatus Operators including valid driver's license, EMT certification, physicals, contractually required medical evaluations, SCBA fit testing & ISO required automatic aide training requirements.	Command staff Fire Marshal Fire Chief & Training Officer	Maintain Ongoing	Maintenance of effort
Certify & maintain professional certifications for all personnel assigned to the fire marshal's office.	NFPA 921 compliance for fire investigators Maintain Fire, EMS, and Haz-mat level training Required MD MPCTC requirements for all officers National Fire Codes KSA's for inspectors	Fire Marshal	Ongoing	Maintenance of effort
Maintain the Deputy Fire Marshal – K-9 Handler co-lateral duty position to current Alcohol, Tobacco, and Firearms & Explosives (ATF). Currency with FBI, DOD and U.S. Homeland Security Requirements	The explosives detection K-9 continues to provide support to sweep and detect for chemical, powders and weapons in all settings for HFD, HPD and other public safety agencies upon request.	Fire Marshal	Ongoing	Maintenance of effort
Continue to fully support the WCPS Technical High School fire-rescue academy for 11 <sup>th</sup> and 12 <sup>th</sup> graders.	This program best suits the hiring model of the HFD. In lieu of a 25-week full-time recruit school, graduates of this program have FF-I, FF-II, and national Registry EMT-B as well as some sundry other certifications required to work in the City.	Fire Chief	Ongoing	Maintenance of effort
Certify & maintain all personnel expected to serve as an incident commander to industry best practice standards	Provide MFRI Officership, NIMS & National Blue Card Incident Command Training for all Battalion Chiefs, Captains, and Eligibility List Captains & Aides. In addition, provide regular opportunities to exercise those skills in planned & unplanned events.	Chief Hopkins	Ongoing	Maintenance of effort
Create an intern or apprentice program that integrates new graduates of the high school program, or active volunteers who achieve certifications into the HFD workforce for up to one-year probationary period.	Provide an entry level FF position @ non-union salary table rates with volunteer benefits to guarantee the safety of the interns while working. At the end of one-year, create a preferential eligibility list for permanent hiring as IAFF represented employees,	Fire Chief Human Resources Local 1605 Executive Board	Ongoing	Maintenance of effort

### Strategic Goal - Washington County Fire-Rescue Plan

Recommendations	Outcomes	Owner	Timeframe	Costs
Monitor DES & County plan development as it moves forward.	Protect the vested interests of the City, while ensuring seamless service to all citizens, regardless of political boundaries.	Fire Chief DES Director	Ongoing	Maintenance of effort
County plan currently acknowledges centrally located on-duty resources provided by the city through automatic aid. Continue to participate with the explicit expectation of a fair funding model.	Develop a fair funding model for city service as part of the Washington County Fire Plan.	Fire Chief DES City & County Elected Officials	FY22	Maintenance of effort
Maintain a staffing model that meets or exceeds any future county plan.	Meet or exceed staffing and deployment levels for career staffing implemented at the county-level.	Fire Chief	FY21-Forward	Maintenance of effort
Participate in partial- or full-activations of the Washington County Emergency Operations Center during drills and major events.	Continue to provide HFD support in general staff and emergency support functions as needed. Encourage active participation by other City departments.	Command Staff	Ongoing	Maintenance of effort

## Strategic Recommendation # 1 – Sample Format (After City Administrator and M&C Feedback)

Priority 1	Priority 2	Priority 3
Objective	Objective	Objective
Action Items <ul style="list-style-type: none"> <li>▪</li> </ul>	Action Items <ul style="list-style-type: none"> <li>▪</li> </ul>	Action Items <ul style="list-style-type: none"> <li>▪</li> </ul>
Notes	Notes	Notes