

*Fire Services
Assessment
for
Pottstown Borough,
Pennsylvania*

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ESECG

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Preface

During the period of July through August 2009, a consulting team from Emergency Services Education and Consulting Group (ESECG, a division of VFIS, Inc.) conducted a documentation review and site analysis of the fire services provided to Pottstown Borough, Montgomery County, Pennsylvania, by the Empire, Phillies, Goodwill, and North End Fire Companies. This work effort was consistent with the scope of work described in the proposal agreed upon between Pottstown Borough and ESECG and detailed later in this report.

The elected officials and fire department leadership of Pottstown Borough are to be congratulated for their proactive initiative to evaluate its fire department services and in developing a plan for the future. Too frequently communities undertake such activities following major adverse events, functioning reactively, instead of proactively such as the task force officials have done.

It must be noted that the interests expressed by the Borough Council, the borough staff and the members and staff of the fire companies were focused upon providing quality service to the residents, workers, and visitors to Pottstown Borough. There were many positive efforts and programs found to be in place within the services provided to the borough. While much of this report centers upon action to be taken to enhance long term performance, everyone recognized the fire companies perform the work that needs to be conducted at the time of an emergency.

There were seven (7) primary activities involved in this project.

1. An introductory meeting was held with the Fire Chief to establish an understanding of project involvement and expectation as well as a timeline to complete the project. The fire companies were provided with self-assessment tools and a series of questions to complete in order to establish baselines of performance. A list of necessary documents needed for review and people to contact was also submitted.
2. “Self Assessments” and “Statements of Issues and Concerns” were obtained, and a compilation and analysis of the data provided, were completed.
3. Site visits to each fire station were made to confirm self assessment information, review commentaries submitted, and establish a structure for possible solutions to identified issues. The fire company officers were open and provided applicable documentation to the teams and provided “tours” of facilities and apparatus.
4. A number of documents were reviewed as submitted by the borough, including, but not limited to:
 - Insurance Services Office Report,
 - Various fire company response summaries and documents,
 - Existing Standard Operating Procedures/Guidelines, and
 - Borough Emergency Operations Plan
 - Miscellaneous pertinent information.
5. Specific meetings were conducted and self-assessments were completed and analyzed. In addition, meetings were conducted with key business operators from the community to assess their perceptions and comments. These were compiled and will be found later in this document.

6. Follow-up activities were conducted as necessary.
7. This document is the result of the completed and consolidated efforts of the six aforementioned activities.

We wish to complement the Council of Pottstown Borough and the officers and membership of the North End Fire Company, Empire Fire Company, Goodwill Fire Company and Phillies Fire Company for their proactive initiative to evaluate long term needs of the community's fire services, and for their willing and active participation in the process of completing the evaluation.

Scope of Work

The Borough is seeking requests for proposals for a Fire Service Study. The Plan shall address:

1. Preservation of the volunteer component of the fire service to the greatest and longest extent practical. Recommendations for retaining and recruiting volunteer members.
2. Utilization of the current paid fire personnel.
3. Assessment of the Borough Fire Department Office including staffing levels.
4. Volunteer staffing levels and responses.
5. The current apparatus fleet and a replacement plan to include the location, type, number of, maintenance of, size ownership of, testing, funding and life cycle.
6. Assessment of the number, location, ownership of the four fire stations in the borough with recommendations as to current and/or future needs.
7. Operational issues facing the fire department office and fire companies in accordance with appropriate NFPA, OSHA, EPA standards and best practices including present organizational command and management structure of the fire service with recommendation for improvement.
8. Health, Safety and wellness programs of the firefighters including compliance with industry standards such as NFPA 1500.
9. Training and professional development of both career and volunteer firefighters, compliance with department standard operating procedures and with industry standards and guidelines such as NFPA 1001 and 1500.
10. Incident command communications and procedures.
11. Borough funding of the fire companies.
12. Capital and equipment needs.
13. Borough fire service agreements.
14. Designation of services to be provided by each individual fire company in the context of a comprehensive response policy with an attempt to reduce any unnecessary redundancies.
15. Goals and objectives of the fire service.
16. Any other topic or area that the consultant considers advisable for improved operations.

Technical Proposal

PHASE I – Initiate Project

- Upon award of contract, hold joint planning meeting with Pottstown Borough. The meeting will result in a plan that defines:
 1. Primary tasks to be performed
 2. Person(s) responsible for each task
 3. Timetable for each task to be completed
 4. Method of evaluating results
 5. Resources to be utilized
 6. Possible obstacles or problem areas associated with the accomplishment of each task. This plan will be completed within 14 days of the awarding of the project to the consultant. This plan will list actions of proposed interviewees.
 7. Data requirements will be made to Pottstown Borough.
- Through a series of meetings and similar activities, gather information from the following:
 1. Chief and officers of the primary four companies serving the Borough
 2. Borough Fire Chief/Fire Marshal
 3. Borough Emergency Management Director
 4. Others as they may contribute to this project, with approval of staff

- Each of the primary responding agencies will be asked to complete an NFPA 1720 self-evaluation questionnaire (based on current industry best practices and developed by ESECG), which will then be correlated and validated by the consultants working on this project.

From these interviews, the consultants will obtain an additional perspective on operational, staffing, economics, and policy issues facing the fire service. In addition the consultant will learn more about availability of data necessary to meet projected goals.

PHASE II – Emergency Services Information Review

- Data received by ESECG will be evaluated in concert with additional documents received from each agency meeting, including but not limited to
 1. Budgets
 2. Strategic Plans
 3. Annual Plans (including goals and objectives)
 4. Organizational Charts
 5. Response Data
 6. Standard of Response Cover
 7. Borough Documents
 8. Recruitment and Retention Plans
 9. Risk Assessment/Target Hazards, Etc.

A Risk and Demand Analysis for each fire company to determine resources needed including, but not limited to:

- staffing
- equipment
- specialized equipment
- cost estimates for equipment

The analysis for each station will include a Station Location and Response Time Analysis to determine the possible need to modify fire & rescue districts, establish new stations or move stations.

- Evaluate training programs and officer qualifications to assure an adequate and consistent level of service can be provided
- Evaluate and determine the need for the extent of mutual aid activity and the existence of/need for standard operating guidelines at the county level. This would include the current interface of local fire companies to the Fire Marshal with the intent to develop as much standardization of reporting, operations, and performance as possible.
- Opportunities will be identified for standardization, benchmarking and service delivery. They will include analysis of
 1. ISO Report
 2. Prior Consulting Reports
- ESECG will review the current state of the fire service delivery system in Pottstown Borough and provide recommendations as to what can be done to preserve this service. As part of this review, ESECG will review the current organization's operational and management structure to include policies, procedures and organizational guidelines, and opportunities for any consolidation. Data will be analyzed to develop a hypothetical standard of response cover.
- ESECG will also use its proprietary products of budget analysis and capital planning to analyze income stream and incurred expense relationships.

Fire Stations

- Review present fire stations and locations in conjunction with borough demographics, geographics and road networks.
- Provide a detailed report evaluating the more efficient location(s) of fire station(s) and discuss necessary features required of future facilities.

Apparatus

- Review the existing apparatus fleet and any records regarding maintenance repair and testing of the fleet.
- Prepare a long range plan that outlines apparatus needs and provide a long range replacement schedule. Provide due process recommendations for obtaining agreement on the validity of apparatus schedule and selection.
- Provide an opinion on the appropriate ownership of future units.
- Provide a detailed report on the maintenance, upkeep and testing of the fleet and provide and recommendations for future servicing of the units.

Overall Departmental Management

- Review the present management hierarchy of the borough fire services. Review any state regulations, local ordinances, legal interpretations, fire company by-laws and other pertinent data.
- Prepare a report on the present system, discussing present as well as potential problems as well as any and all changes recommended, including incident command processes.

Training

- Borough/Department training including present training systems, training requirements for all officers and members as well as training records management will be evaluated as will an assessment of current training to see if it meets minimum requirements.
- Evaluate borough-wide training, providing suggestions, if appropriate, for making training more manageable and user friendly in regard to attendance and attainment for volunteers.

Budgeting and Accounting Issues

- The study team will review and critique the present system for budgeting and reporting as it relates to financial resources. Recommendations should increase effectiveness of system as well as offer changes that provide a greater level of accountability throughout the system.
- The study team will assess the funding sources available to the Borough and offer recommendations as to how to effectively utilize them. Emphasis will be placed on programs with low interest (2%) financing.
- The study team will evaluate the costs associated with retaining volunteers compared to hose of increased career staff over the next five, ten and twenty years. What programs are available to help retain or encourage volunteers under federal, state, and local laws?

Fire and EMS Reporting

- The study team will review the present system of fire and EMS response data collection and reporting.
- The study team will report on the present Fire/EMS reporting system, noting problems or potential problems with the present system and provide recommendations for a more consistent and streamlined system.

Staffing

- Assess the level of present staffing.
- Recommend total staffing levels for projected call volume.
- Make recommendations on how to expand and maintain the number of volunteers.
- Assess current issues impacting the morale of the firefighting brigade and recommendations.

Communication

- Review and assess communications, procedures and effectiveness among fire companies and the County. Provide recommendations, as appropriate, for better communications.

Public Relations

- Assess and recommend improved venues for better Department Publicity.
- Provide concept for internal and external public relations program.

PHASE IIIA – Site Visits and Meetings

- ESECG will conduct a series of site visits and meetings in Pottstown Borough at the convenience of the staff and volunteers.

These visits will enable ESECG to acquire physical observations and assessments, enable interviews with various individuals and community members.

- This effort will include the Fire Services function, staffing, level of impact/effectiveness, and options to enhance community fire safety.
- Upon completion of all visits and data gathering the consulting team will validate/redefine assumptions, recommendations, and re-query as needed.
- A comparison will be made to national and regional benchmarks.

NOTE: It is anticipated that the Fire Chief/Fire Marshal will play a key role in providing input and coordinating meetings.

PHASE IIIB – Station Location/Feasibility

Objective No. 1: Facility Review and Space Analysis

Activity:

The facility space analysis will require an evaluation and analysis of the use, and size of the current fire stations given current and future needs of the organization. ESECG will examine the existing facilities in order to ascertain its size, condition, degree of compliance with mandatory and recommended standards, as well as the suitability for modifications and/or expansions.

A space analysis will be prepared that describes, in detail, the types of spaces needed for the organization's core services, size of these spaces, and types and sizes of support area space.

Items to be considered in the assessment include but are not limited to:

1. Administrative and management functions, including, office needs, record storage, and office equipment space.
2. Fire apparatus/operations activities, including apparatus storage, equipment storage and maintenance, and related items for fire suppression, search and rescue, EMS, hazardous materials, and other types services delivered.
3. Support activities, including apparatus maintenance, training storage, classrooms and drill grounds.
4. Fire prevention and related activities, including office needs, storage, and other work space.
5. Projected organizational growth to determine future space demands, uses, and needs.

During this process we will evaluate approximately 100 key issues of concern in fire station design and construction that will assist you in determining the ultimate design of your new station.

Objective No. 2: Location Analysis

Station location dictates, to a large degree, response times to emergencies. Even though you already have a potential site, this process will identify for you the response time performance you can expect from the potential site, location options that may provide better response time performance, and deployment considerations to ensure performance for the long-term. Research and analysis will include response volume, response types, current response time performance, and how projected growth of the community will impact workload in the future. Achievement of this objective will allow for specific recommendations for improvements in overall facility location planning, resource deployment, and response times.

Objective No. 3: Facility Cost Estimates

Based on the review and analysis conducted in Objective No. 1, ESECG will prepare a preliminary/conceptual cost estimates that can be used for planning purposes. This will include estimates for site preparation, and building construction based on prevailing costs within the local area. ESECG is not, however, an architectural or engineering firm. Prior to proceeding with acquisition of project funding it is recommended that the services of a firm qualified in such costing be employed. Note, since you have indicated that land is already available, land acquisition costs will not be included in this estimate.

Objective No. 4: Funding Options

Based on the cost estimates developed in Objective No. 3, develop estimates for the cost of financing capital investments. These might include:

1. General obligation bond
2. Special levy
3. Certificates of participation
4. Fund raising needs
5. Property sale

PHASE IIIC – Evaluation Items and Report Components

Activity:

Upon completing phase IIIB, a summary evaluation will be prepared which will discuss the following aspects:

- Organizational Overview & Design
- Management Overview
- Mission, Vision and Goals of the organization
- Standard of Cover
- Personnel Management
- Staffing including recruitment and retention
- Recordkeeping
- Communications (internal and public communication/relations)
- Funding (including budgeting and financing)
- Capital Improvement Plan (including financing model)
- Facilities
- Fire and Rescue Station location and effectiveness
- Apparatus and Equipment (type, serviceability and future needs)
- Training
- Standard Operating Procedures, policies and organizational guidelines
- Officer Qualifications
- Mutual Aid Agreements & Relationships
- Response Times

PHASE IV – Prepare Draft Report

A draft report will be submitted to the Fire Chief/Fire Marshal that will undergo a process of accuracy review by key Pottstown Borough representatives and the consultant in preparation for the production of the final report. The editorial and critical comments obtained shall be considered as essential information in the final report.

PHASE V – Prepare Final Report

Adhering to the parameters as established by the Borough, ESECG will prepare and present a written report, focused for stakeholders in the process and local elected officials (as well as the public). ESECG will also provide an electronic/PDF version of the final report suitable for posting and distribution on a public access website. The report will detail the data and information acquired during the engagement and the consultant’s analysis and recommendations.

Introduction

The nation's volunteer fire service is changing. Given the extent of these changes and at times the lack of awareness or even unwillingness to accept external forces on the volunteer system, it is important to help drive change before it drives an organization.

Longtime volunteers often look back on the “way it used to be.” They recall a time when training was much less demanding and time consuming and the local fire department had fewer responsibilities. Fires and accidents were pretty much the game. Attendance and training standards were achievable. There were fewer calls but each was an event that required the assistance of neighbors, who took great pride in their membership in the local department. The community appreciated their neighbors' help, local businesses supported the volunteer fire department, and the call volume was small enough so as not to interfere with the requirements of the members' jobs. The system was manageable, the emergencies were mitigated, and it was fun to be a member.

The reality today is that in many communities, to be a contributing, effective firefighter, a person has to meet significantly higher standards physically, in terms of training, and in terms of time “on the job” gaining experience. Not everyone has the luxury of time or in some cases the inclination, to meet those requirements in today's hectic environment. Anymore, the fire department is not just a group of people trained to suppress fire and render first aid. It has become the premiere provider of choice for different levels of emergency medical services and in many cases transportation, as well as the provider of just about every other service that is not provided by the police department—hazardous materials response, high-rise and below-grade rescue, inspections, prevention and education, and community emergency planning and management, to name a few.

This is not to say that volunteers can't handle the job, for their abilities and successes are demonstrated daily in many places from coast to coast and border to border. But where they can not, community and fire leaders are challenged to meet their community's needs. In some cases, they will find ways to reinvigorate the volunteer members of their departments and improve their performance. In others, they will recognize the need for another type of change, moving to some form of partial or fully paid department, and they will set out to make it happen.

The fire companies that serve Pottstown Borough have rich and proud traditions dating back to 1871.

To this day, the companies have remained a combination fire service serving the community with state-of-the-art equipment. The companies have progressed significantly since that era. Today the companies continue to serve, however challenges posed today present many more risks requiring capabilities for not only structure fires, but various rescue scenarios, hazardous materials incidents, mass casualty incidents, brush fires and more; all of which require specialized training, equipment and capabilities. In addition, fire and injury prevention services are provided to help mitigate potential incidents, with children, as well as adults, learning on a

continuous basis about the dangers of fire and how best to avoid and prevent the devastation that fire can cause.

Pottstown is a borough and is located in the southwestern portion of Montgomery County, Pennsylvania. Pottstown is a five (5) square mile community bounded by four (4) First Class Townships in two (2) counties: 1) Lower, West and Upper Pottsgrove Townships in Montgomery County and, 2) North Coventry Township in Chester County. The borough is a typical small town. It is primarily residential in land-use with mixed-use of commercial and retail clusters interspersed throughout as well as a defined downtown commercial area and heavy industrial area. There is also a well define Historical District. There are approximately 22,000 residents in the borough. The residential areas include estates, single-family homes, apartment and condominium buildings, twin homes, cottages and row houses. There is a large private boarding school as well as numerous private and public schools. There is a major full service medical center with an emergency department in the borough.

The Pottstown Fire Department is a combination fire department providing fire and rescue services to the borough. The department consists of four volunteer fire companies and the fire department administration in the office in borough hall.

The borough employs one full-time Fire Chief/Marshal who is responsible for managing the day-to-day operations of the fire department including fire and rescue operations, training of the volunteers as well as fire and life safety inspections. Further, he is responsible for inspections conducted with the code enforcement office for such things as property transfer and rental inspections, HVAC installations, fire alarm systems and fire sprinkler systems. The four volunteer fire companies have a three (3) career personnel in each company (12 total) and approximately forty (40) volunteer firefighters total.

The Pottstown Fire Department serves and protects one major hospital, one geriatric/rehabilitation facility, nine (9) elementary and secondary education institutions, one private boarding school, a community college and twenty (20) plus churches and synagogues. There are two shopping centers in the borough. The borough has a major freight railway with a rail yard and a major highway (PA RT 100) over which numerous hazardous materials are transported.

To accomplish its mission, the four volunteer fire companies and the fire department office operate five (5) engines (3 first line and 2 reserve), two (2) aerial apparatus, two (2) rescue vehicles, one (1) air/light truck, one (1) special service truck, two (2) utility trucks, and one (1) Fire Chief/Marshal vehicle. The department responds to between 850 and 900 calls for service annually. Mutual aid assistance is provided to the neighboring townships upon request. The rescue company provides a regional technical rescue component. The neighboring township provides the borough with mutual aid through our standing multiple alarm policy. There are no standing mutual aid agreements with the townships.

Signals of Change¹

As noted earlier, the volunteer fire service is changing. Two recent studies by the Commonwealth of Pennsylvania, as well as two studies by the International Association of Fire Chiefs – Volunteer/Combination Officer Section have validated reasons for these changes and what can and should be done to manage the future changes impending on the volunteer fire service. Given the extent of these changes and at times the lack of awareness or even unwillingness to accept these external forces on the volunteer system, we thought it would be appropriate to begin this report with “Signals of Change”.

“Signals of Change” presents an interesting look at the changing system of volunteer emergency services. It is excerpted from the document “Lighting the Path of Evolution, The Red Ribbon Report, Leading the Transition in Volunteer and Combination Fire Departments”, a 2005 publication of the International Association of Fire Chiefs – Volunteer/Combination Officer Section.

Indicators for change

A natural evolution for a volunteer department is the growth in services and added responsibilities as the demographics of the community change. When the system develops problems, people generally know about them long before they are willing to admit that they need serious attention. For fire department managers and local government leaders, it is critical that they recognize the signs of problems ahead and prepare for change before it is forced on them by external circumstances. It is helpful when they recognize these pointers to change:

Community Growth. Emergency services are directly impacted by community growth—more people, more businesses, more emergencies. The larger a community, the higher level of service people expect. In many areas people moving to “suburbs” assume wrongly that emergency services are delivered in the same way they are provided in the more established cities and towns. A history of community growth and projected increases in demand can help managers forecast and plan for changes in the delivery of emergency services. In some cases, population growth projections might even help a department determine to limit its services based on available staffing.

Community Aging. A fire department’s ability to recruit new members in part depends on the supply of new, younger people who can be tapped for service. A community’s age profile, can be an indicator of problems ahead. The age factor in your community is revealed by data showing the age of those moving in and moving out. If the younger people are moving away, or if schools are showing or expecting declining enrollment, the fire department may have a difficult time maintaining appropriate levels of service in the future.

Missed Calls. When an emergency call goes unanswered—a “scratch” on the East Coast or in

¹ International Association of Fire Chiefs – Volunteer/Combination Officer Section, “Lighting the Path of Evolution, The Red Ribbon Report, Leading the Transition in Volunteer and Combination Fire Departments”, IAFC-VCOS, Fairfax, VA, 2005, Pages 3-6.

other communities a “did not respond”— the fire department has a serious problem, not just because life and property are at stake, but also because it is a failure highly visible to the public. Equally serious is a department’s over-reliance on mutual aid for coverage and the lack of adequate personnel to handle subsequent calls when primary units are on an assignment

Extended Response Times. When units regularly fail to get out of the fire station in a timely manner because of inadequate staffing resources, the community is endangered and fire department managers have a reliability problem. Response time is a critical factor or any fire department determined to provide appropriate service to the public. It is especially critical for medical calls when the first-due company fails to respond for whatever reason and an EMS unit responds but fails to meet the response-time standard, a common occurrence even when mutual aid is not involved.

Reduced Staffing. Units responding with fewer than the required number of people needed to perform that unit’s functions pose a serious problem for the safety of citizens and the responders. This is another indicator of reduced service capability.

All of these situations indicate an inconsistency in a department’s ability to provide necessary service, though not all are necessarily caused by a shortage of volunteer members. Staffing deficits can be related to other factors, such as changes in local business and industry policies regarding employees leaving the workplace, the number of volunteers who are employed outside their response areas, a lack of understanding on the part of new corporate managers of the community’s needs, a tight labor market driven by rapid community growth, or even members’ apathy. Where workforce restrictions are at play in the community, they typically lead to daytime response shortages and a significant challenge for the department.

Other Considerations. While employment issues tend to be the major factor in volunteer staffing shortages, other factors also contribute. Decreased interest among members who fail to participate could be the result of unreasonable community expectations, some problem with the fire department’s internal requirements, or other organizational issues, such as:

- *Responsibilities outpace capabilities.* Mandated and selected responsibilities and response commitments exceed the department’s capability to manage outcomes properly. Mandated responsibilities may have their basis in state statutes or local resolutions, proclamations and ordinances. Selected responsibilities are response categories that result from self-imposed obligations to provide a service.
- *Inability to raise funds.* Growth in the department as it faces new demands outpaces the volunteers’ ability to raise capital and operational funds.
- *Waning political support.* A once-supportive political climate begins to falter and less emphasis is placed on the volunteer-staffed fire company. This becomes noticeable when apparatus is not replaced, new purchases are postponed, or local government wants the volunteer company to operate less expensively. The volunteer-staffed fire company needs to be a vital, supportive and healthy part of the local governmental infrastructure.
- *Internal conflict.* A department has internal struggles over its mission in the community and that conflict involves the preservation of the system as a fraternal

organization rather than a service-delivery system.

- *Officers filling lower operational positions.* Staffing shortages that result in the fire chief driving the fire truck or fulfilling the responsibilities of other line firefighters is another sign of a serious staffing problem.
- *Mission creep.* When first-responder programs that once managed to provide essential services and also extra staffing for critical events and rescues become subject to all kinds of other assignments, or to policies that dictate that fire units respond every time an ambulance is dispatched, chronic staffing shortages can be a problem.
- *Controversy.* When internal controversy becomes the focal point and public image of the department, its effectiveness is impaired. Controversy can be inflamed by a poorly managed emergency, an event that exceeds the capabilities of the volunteers, or public criticism that home response is no longer adequate for the number of emergency calls handled by the department. The problems are exacerbated when the volunteers are unable to reorganize and meet the increased demands, or when the news begins to publicly question the effectiveness of the service. Few volunteers join the department to fail or be exposed to a community philosophy that “they tried hard, but they are just volunteers.”
- *Too many jobs, too little time.* Another indicator: The department cannot provide fire prevention, public education or inspection responsibilities because of training and response demands occupy the time volunteers have to commit.
- *Kingdoms come first.* Some jurisdictions consider their response areas their “kingdoms.” Boundary disputes can occur when department leaders fail to understand that the public does not care what color or name is on the fire truck. The “kingdom” attitude also leads to contentious working environments with neighboring agencies.
- *Lack of budget support.* Failure by elected officials to approve budgets that include capital expenditures for the department is an ominous sign.
- *Missed deadlines.* When critical administrative deadlines, such as daily response reports, training records, and legally required documentation are not completed or budget deadlines are not met, the department’s effectiveness is compromised.
- *Catastrophic losses.* Catastrophic events, such as the loss of a firefighter or a civilian fatality, focus great attention on the department, and perhaps its problems and deficits, which can discourage members.
- *Volunteers priced out of the community.* In many communities the price of homes and property taxes makes it difficult for the children of current volunteers or others who have time to volunteer to live in the community, thus reducing the pool of potential members.
- *Demographic Changes.* Shifts in the community that drive decisions by current members to purchase homes outside the fire district are a detriment to member retention.

When the time for change has come

Once a department recognizes there is a need for change, it must examine carefully both the organization and the options available to it. It is essential that all members of the organization identify the department's mission and core values. Whether in the end the change is a revitalized volunteer organization or a move to some type of paid or part-paid organization, a careful articulation of core values is critical to the success of the organization. Those core values must be incorporated and reinforced as employee strategies in new career positions and the core values must be carried throughout the evolution process. If the members expect the organization to be a mirror of what it once was, everyone must believe in and apply its core values. If you expect to maintain big city services with small town pride, the organization must maintain the focus on their core values and reinforce those values at every opportunity.

Once it is clear that change is necessary to preserve the department's ability to engage in its core mission, creating a paid staff is not necessarily the first option to consider. Having the answers to a number of key questions may help resolve a department's staffing issues.

Does the department have the right leadership? An initial examination of problems should always include a review of the fire department's leadership. The lack of dynamic, adequately prepared leaders has long been identified as a significant issue for the volunteer fire service. Poor leadership has a significant impact on the retention rate of volunteers, on a department's desire and ability to meet new levels of service demand, and on the quality of the service provided.

Does the department offer benefits and incentives? Benefits are safeguards provided by the community or the department to protect firefighters and their families against unexpected financial strain should the firefighter be injured, disabled or killed while on the job. As demands for service increase, so do the chances that firefighters will be injured or worse at the emergency scene. Departments need to provide protection—such as insurance and retirement or wage supplement plans—to ensure that the health, welfare and financial stability of firefighters and their families are protected. Such benefits are essential to assure that members are treated as valuable assets.

Incentives can provide motivation for members to improve personal performance and participation. These are defined by personal or team recognition programs or awards. Young people today, the future lifeblood of all fire departments, are interested in immediate feedback and that includes benefits and incentives. It is more cost-effective to pay for benefits than it is to pay people. It is imperative that the community be involved in determining the level of support for volunteer or part-time firefighters. How willingly the community provides benefits for them now may help department leaders gauge its willingness to sustain a combination system, if one is needed.

Are department membership standards appropriate? Fire department leaders should review membership standards to ensure that they are appropriate for the services provided. Do you need to increase requirements to ensure that volunteers have adequate skills to deal with the dominant types of calls to which the department responds? Does the department really need a requirement that all members have the expertise and the responsibility to respond to all types of calls?

Can you use diversification strategies? It is critical for department leaders to understand that not everyone is equal in skills or abilities. Diversification strategies—essentially, not everyone in the department has to be proficient in all the jobs in the department—can be helpful in attracting new members. Diversification strategies are fairly simple. Recruit subject-matter experts for the different disciplines within the department. You can take advantage of that to attract new members and take pressure off of a small group of dedicated responders. For example, you might recruit from a number of professions within the community that deal with hazardous materials. Attract and train those individuals as volunteers and use them when chemical emergencies are dispatched. By implementing diversification strategies, you may actually improve your volunteer base by reducing the demand on all your members and enhancing their subject-matter expertise.

Trim the non-essentials. Review your organization’s mission and values and identify the essential functions and services it is required to deliver. A review can, in some cases, lead to reducing or eliminating non-essential services. Remember, you can’t be all things to all people.

These “Signals of Change” presented by the International Association of Fire Chief’s Volunteer-Combination Officers Section, provide a sound basis for questions and concerns as one evaluates its emergency service delivery system. This information is incorporated into the assessment process for Pottstown Borough.

Project Findings

The project findings were compiled as a result of document review, self assessment reviews, comparisons of observations to information and analyses provided, and input on concerns, issues, and problems.

The team was quick to observe that the borough officials and the fire company officers have the safety of the public as a prime concern. The interest in providing a quality service to the people who live, work and visit Pottstown was quite obvious.

Personnel, officers, business representatives and elected officials were afforded the opportunity to identify concerns and issues of current operational practices. These items were part of the analytical process and were validated by the assessment team and have all been reflected in this report. The companies are to be commended regarding their competence, candor and interest in performance improvement by raising the issues for discussion and recognizing that the issues raised will result in recommendations to change current methods of operation.

As the project team analyzed and observed operations, it quickly became clear that the fire companies had independent long-standing values, philosophies and operational success. It was also apparent that change in the community and community expectations will drive operational demands in the future

There was one prior study conducted regarding fire or emergency medical services which was reviewed. The most recent Insurance Services Office report, completed in 1996 was reviewed and discussed with the fire chief. This project will essentially assist in identifying the priority and level of service provided in specific operational areas, and can assist in addressing adequacy and performance, and align specific divisional needs with organizational expectations and the strategic plan.² Of specific note in a master plan are objectives and goals involving, among others:

- To evaluate the quality of fire protection
- To evaluate the effectiveness of the organization
- To evaluate the practicality of continuing to operate with two fire companies in the downtown section
- To make recommendations for improvements

The development of a master plan will also use current service philosophies in the creation of recommendations. In 2009 the fire service operates on the philosophy of a “Standard of Cover” which includes a correlation of response to hazard and uses data to establish priority in dispatching and response. These are based on criteria established jointly by the International Association of Fire Chiefs and the International City Manager’s Association. These referenced recommendations have been restated at various points within this document.

² “Strategic Planning: One Plan Type o f Many”, Chief Fire Officer’s Desk Reference, Jones and Bartlett Publishers, Inc. Sudbury, MA, 2005, Page 26.

The Insurance Services Office (ISO) report, completed in 1996, was reviewed. ISO is the leading supplier of statistical, underwriting, and actuarial information for the property/casualty insurance industry. Most insurers use the Public Protection Classification (PPC) survey for underwriting and calculating premiums for residential, commercial and industrial properties. The report detailed the analysis conducted of the structural fire suppression delivery system provided in Pottstown Borough. The resulting classification is Class 4 for the borough. While considered very respectable for a community such as this community, the reports were found to indicate a lack of staffing (considered normal for this type of community), deficiencies in training program items, apparatus was found lacking specified testing, and an inadequate water supply for fire protection in a portion of the borough, resulting in this grading. The report provided a number of areas of suggested improvement. With respect to the fire department, the ISO report indicated deficiencies due to:

- Insufficient pumper equipment and pump testing program
- All sections of the fire district with hydrant protection are within in 1.5 miles of a fully-equipped engine company and 2.5 miles of a fully-equipped ladder company
- An insufficient response of fire department members to emergency calls (per ISO standards)
- A lack of pre-fire planning inspections of each commercial, industrial, institution and other similar type building twice annually, with records of notes and sketches
- insufficient training record keeping

As is typical with the ISO reporting system, volunteer and combination companies are found deficient in company personnel (number responding to incidents) and a lack of training records.³ While some improvement was noted during the visits, the basic issue of staffing was found to still exist.

The fire companies and emergency medical service provider were requested to complete a self-assessment using National Fire Protection Association (NFPA) Standard 1720 as a baseline. NFPA 1720, entitled the “Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments”, the standard was developed as a national consensus document to identify minimum requirements related to the organization and deployment of volunteer fire service agencies. While there is no mandate to use this document, it is the closest definition of expected service delivery by volunteer fire agencies. Areas of positive and deficient performance were identified by this assessment. The assessment indicates that there is a belief that the organization is performing in compliance with the standard in a number of key areas, including:

- a. Fire Suppression Organization (Section 4.1)
- b. Emergency Medical Services (Section 4.8)
- c. Communication System (Section 5.4)

³ “Public Protection Classification Results, Lower Moreland Township, Montgomery County, PA, ISO, Marlton N.J., 2008.

Each of the 58 assessment components were evaluated with companies assigning an Attains (A), Partially Attains (PA), or Fails to Attain (FA) rating. The following areas were self-determined to require action, based up the indication of a deficiency (failing to attain expectations). These included:

- Community Risk Management (Section 4.2)
- Conducting Annual Evaluations (Section 4.4)
- Standard Operating Procedures (Section 4.5)
- Initial Attack (Section 4.6)
- Intercommunity Organization (Section 4.7)
- Incident Management System (Section 5.2)
- Training (Section 5.3)
- Pre-Incident Planning (Section 5.5)

Recommendations related to these issues are found in subsequent sections of the report. Details of this effort are provided in Appendix 3, as a consolidated Pottstown Borough.

A strategic approach (and related document) to incident management is not in place. This Strategic Guideline or approach identifies and outlines some basic rules and principles that relate to the major areas of fire fighting strategy, emergency response and subsequent fire ground activity. The uniform application of this guideline will produce favorable fire ground outcomes. This guideline is designed to offer a basis and simple framework for fire companies servicing Pottstown Borough. It further defines many existing practices, and how the fire companies are expected to perform during certain emergencies. A draft copy is provided in Appendix 4.

Similarly, a review of existing Standard Operating Procedures/Guidelines (SOPs/SOGs) was conducted based on information provided by the Chiefs. In addition, a comparison based upon the NFPA 1720 self-assessment and the results of the interviews conducted by the assessment team, a recommended outline for development of SOPs/SOGs is provided later in this report. There is an excellent opportunity to use existing SOPs/SOGs and those of other agencies as the basis for the development of updated SOPs/SOGs, by providing existing programs that work and eliminate extensive research time. This should help expedite the time it would take to develop and implement a SOP/SOG.

The observations, analyses, and subsequent recommendations are provided in the following categories:

- Management Issues
- Strategic Planning
- Risk Analysis
- Operational Issues
- Finances
- Personnel
- Apparatus
- Facilities
- Standard Operating Procedures

- Mutual/Automatic Aid
- Response Time and Station Locations
- Code Enforcement

As will be seen in the body of this report and in the recommendations, many of the items center upon the fact that the companies have operated under and provided quality service using separate philosophies, to the same entity. This places the community at risk by providing different levels of service to its community. This lack of structure and documented coordination among the companies exists and provides organizational and performance challenges in each of the sections of this report.

The Community⁴

Pottstown is a borough in Montgomery County, Pennsylvania, 40 miles northwest of Philadelphia, on the Schuylkill River. Pottstown was laid out in 1752-53 and named Pottsgrove in honor of its founder, John Potts. The old name was abandoned at the time of the incorporation as a borough in 1815. In 1888, the limits of the borough were considerably extended. Pottstown is the center of a productive farming and dairying region.

In the past, its iron and steel interests were very extensive. There were large rolling mills, furnaces, nail works, textile mills, bridge works, agricultural-implement works, boiler and machine shops, foundries, and manufactories of bricks, silks, shirts, hosiery, etc. In 1900, 13,696 people lived here; in 1910, 15,599; in 1920, 17,431; and in 1940, 20,194 people lived here.

Modern day Pottstown is established on land originally deeded to William Penn. Germans, Swedes and English were among the first settlers in the area. After establishment of the first iron forge in 1714, Pottstown's fortunes became tied to the iron industry.

Eventually, blast furnaces for production of iron and later steel opened in the area. Iron and steel production brought the Potts family, iron masters by trade, to the area. They established a forge in the area and built a large home just west of the Manatawny Creek. John Potts founded a town in 1761 on part of the 995 acres that he owned.

Over time, Pottsgrove grew and in 1815, was incorporated under the name Pottstown becoming the second borough in Pennsylvania after Norristown.

The extension of the Reading Railroad to Mount Carbon facilitated the movement of raw materials and finished goods which helped Pottstown's economy to grow. In the few years following the extension of the railroad, the population grew from 600 to 1,850 residents. Pottstown's metal production grew and notably, steel from the borough was used in the Panama Canal and Golden Gate Bridge.

In 1944, the borough adopted a city manager form of government. By 1964, the borough saw the need to reorganize the municipal government. At the time, it had one of the largest borough councils in the state, with twenty (20) members. This was reduced to seven members in redrawn wards.

⁴ Information obtained from: http://en.wikipedia.org/wiki/Pottstown,_Pennsylvania

Politics and Government

Pottstown has a city manager form of government with a mayor and a seven-member borough council. The mayor is Sharon Thomas.

Geography

Pottstown is located at 40° 14'59"N 75°38'25"W. According to the United States Census Bureau, the borough has a total area of 4.9 square miles (12.7 km²), of which 4.8 square miles (12.5 km²) is land and 0.1 square miles (0.2 km² or 1.83%) is water.

Demographics

The estimated population is 28,000 per borough documents provided. As of the census of 2,000, there were 21,859 people, 9,146 households, and 5,533 families residing in the borough. The population density was 4,526.3 people per square mile (1,47.4/km²). There were 9,973 housing units at an average density of 2,065.1/sq mi (797.2/km²). The racial makeup of the borough was 79.34% White, 15.06% African American, 0.23% Native American, 0.65% Asian, 0.09% Pacific Islander, 1.89% from other races, and 2.75% from two or more races. Hispanic or Latino of any race were 4.53% of the population.

There were 9,146 households out of which 29.1% had children under the age of 18 living with them, 41.3% were married couples living together, 14.7% had a female householder with no husband present, and 39.5% were non-families. 33.5% of all households were made up of individuals and 13.4% had someone living alone who was 65 years of age or older. The average household size was 2.36 and the average family size was 3.02.

In the borough the population was spread out with 25.6% under the age of 18, 7.5% from 18 to 24, 30.9% from 25 to 44, 19.8% from 45 to 64, and 16.2% who were 65 years of age or older. The median age was 36 years. For every 100 females there were 90.5 males. For every 100 females age 18 and over, there were 85.6 males.

The median income for a household in the borough was \$35,785, and the median income for a family was \$45,745. Males had a median income of \$34,923 versus \$26,229 for females. The per capita income for the borough was \$19,078. About 8.7% of families and 11.3% of the population were below the poverty line, including 15.2% of those under age 18 and 8.8% of those age 65 or over.

Assumptions and Current Trends

Any conceptual project begins with a set of assumptions and analysis of current trends within the industry. This project is no exception. There were four (4) basic assumptions established prior to the assessment and development of a report for Pottstown Borough. The assumptions included:

- The desire is to maintain a combination system using volunteers to deliver fire and rescue services as long as possible.
- There is a possible need for a capital investments that should be evaluated.
- Nationally recognized standards would be used as the baselines for any recommended changes in operations.
- Programs, best practices policies, guidelines, etc. recommended for use, should be recognized as successful programs, best practices policies, guidelines, etc. in other volunteer fire and rescue service agencies.

In addition, time was taken to compare Pottstown Borough to fire services in similar sized communities around the United States. A national study was conducted by the National Fire Protection Association entitled “U.S. Fire Department Profile through 2007”, printed in 2008, measured service provision in several key areas. Pottstown is classified in the 25,000 to 49,999 residents. These are compared in the following chart.⁵

<i>Nationwide Area of Comparison</i>	<i>National Result*</i>	<i>Pottstown Borough</i>
Percentage of communities between 25,000 and 49,999 population with all combination fire services	50.7%	Combination
Number of volunteers per 1,000 population	1.99 in the Northeast	2.3
Number of stations per 1,000 population	.096	.142
Number of pumpers per 1,000 population	.112	.142
Number of aerial trucks per 1,000 population	.022	.071
Number of other vehicles per 1,000 population	.065	.142
% Departments in communities between 25,000 and 49,999 population with 1,2 or 3 Stations	4 or more = 35.4%	4 stations

⁵ Michael J. Karter, “U.S. Fire Department Profile Through 2006”, NFPA, Quincy, MA, 2007, 26 pages.

<i>Nationwide Area of Comparison</i>	<i>National Result*</i>	<i>Pottstown Borough</i>
% Departments in communities between 25,000 and 49,999 population with 4 Pumpers	48.4%	4
% Departments in communities between 25,000 and 49,999 population with 2 Aerials	11.9%	2
% Departments in communities between 25,000 and 49,999 population with 5+ other suppression vehicles	5+ = 13.1%	5
% Departments in communities between 25,000 and 49,999 population where fire department provides EMS Service	NO EMS – 29% BLS – 41% ALS – 30%	ALS
Median rates of career firefighters per 1,000 people in communities of 25,000 to 49,999 population	1.54 Northeast US	.43

In the 25,000 to 49,999 population category there are 1,277 fire departments:

- 41.2% of the departments are all career,
- 28.2% of the departments are mostly career,
- 22.5% of the departments are mostly volunteer
- 8.0% of the departments are all volunteer

Throughout the United States, in communities of 25,000 to 49,999 populations, the % of membership by age range is as follows:

- Age Under 30 = 24.2%
- Age 40-49 = 32.4%
- Age 50-59 = 26.8%
- Age 60+ = 16.6%

The comparison of Pottstown Borough to communities of similar size demonstrates the services available to Pottstown Borough to have more than the equipment and facilities but less staffing provided than in similar sized communities throughout the United States. However, the apparatus is considered necessary to meet ISO requirements.

**Comparison was against communities with populations between 25,000 and 49,999.*

Management and Governance Issues

Fire Company personnel do their best to provide emergency response services to the community.

The documents requested and reviewed indicated that all of the fire companies are legally designated providers of services to the borough, but there is no current definition of any expectations. All organizations have by-laws supporting this.

A basic mission and vision statement has been formalized so members and the public understand the services provided for the borough so that their expectations as recipients of the service can be met. It is important that all of the agencies involved subscribe to the same vision, mission, and performance statements which will facilitate the movement toward a single agency provider of service.

MISSION & VISION STATEMENT

It is the mission of the Pottstown Fire Department to provide a fire safe environment for the community. To further respond to and mitigate both manmade and natural emergencies and disasters in the Borough of Pottstown. To provide public education on fire prevention and safety. To integrate with other public safety agencies to ensure that the highest quality of life is provided for the Pottstown community.

Integral to these operations are defined procedures for:

- a. officer qualifications and incident command
- b. apparatus response procedures
- c. firefighter and officer training
- d. standard of cover/service delivery statement

The above are addressed in appropriate sections later in this report.

The issue of a Service Delivery is best quantified via a “Service Delivery Statement or Standard of Response Cover”. Based upon an analysis of the information and data presented to the project team and subsequently discussed with the Chief officers of the fire company, the following Service Delivery Statement is recommended for consideration of adoption for Pottstown Borough. These are consistent with the current delivery of service to the community.

**SERVICE DELIVERY STATEMENT
STANDARD OF RESPONSE COVER**
(proposed draft for review, agreement, and revision)

Fire company response to a structure fire or rescue in Pottstown Borough will have one piece of fire apparatus on scene within four minutes with a crew of four (4) qualified members 85 percent of the time.

Annually the borough budgets funds for the fire companies' operations and funds are distributed as required by law for the Foreign Fire Insurance Premium Tax (relief association). The fire companies develop their own annual budget/spending plan. An annual audit should be provided to the borough. This spending information along with response information is part of an annual information document provided to the community by the chief. In addition, neither the borough nor the companies are providing long term planning for capital spending and reserving, which would be an excellent practice to start and report on annually.

Management information is maintained at the discretion of the Fire Chief/Fire Marshal. An overall approach to Information Management was apparent, but not documented.

The chief, the companies and their members indicated training as a foundation for their performance, individual staff development, and value to the community. The consistent record of performance would validate that the companies integrate training within their operational activities. A suggested model for future planning for comprehensive training and resultant officer qualifications is provided as Appendix 2 of this report. It should be used as a baseline for discussions to develop the ultimate model for use in the borough. While standard operating guidelines are in place and others are being developed, an over-riding guideline for strategically operating at incidents should be developed to provide both a risk management and over-riding philosophical approach to the management of emergencies. A sample is provided as Appendix 4. Additional standard operating procedures are needed as well as a schedule of what should be developed.

Several management practices considered common in the business world have appropriate expansion into emergency services and should be applied to the fire companies. These specifically include the expansion of current risk management initiatives into a comprehensive risk management plan, and the expansion of the current disaster preparedness initiatives into a comprehensive disaster planning/business recovery program for the township. Information on the further development of a disaster/business recovery plan for the organization will be provided under separate cover.

The most significant issues observed by the project team was the minimum staffing and deployment method currently in use and the long term viability of the Phillies and Empire fire stations.

It should be noted that if at all possible, a combining of the Phillies and Empire fire stations could serve just as well as two stations. Given the number and proximity of firefighters of both companies within the borough a single, more centrally located station is an option. This would result in a consolidation of apparatus and joint response. While a cultural change issue would occur with different fire company members responding to a “joint” station, where this has been implemented in other communities, the use of joint standard operating guidelines and response protocols have limited the impact of such cultural change.

The 2005 document “The Feasibility of Regionalizing Pennsylvania’s Volunteer Fire Companies”, prepared by the Legislative Budget and Finance Committee (a joint committee of the Pennsylvania General Assembly) indicates a myriad of criteria and situational scenarios which support the concept of consolidating, regionalizing, merging, volunteer emergency services agencies in the Commonwealth. The aforementioned issues of long term financing, declining staffing, and expanding communities all are defined as contributing factors to the need for looking at alternative organizational designs in the future. In the case of Pottstown Borough, this would necessitate a physical and organizational merger of the two stations. However, long term an alternative organizational design may prove advantageous.

During interviews with various members of the fire companies, a need for consistent, enforced discipline and accountability was identified as a shortcoming there are four companies with four (4) different management teams. However, there was a clear perception by many that discipline and accountability are not consistent across the four companies. Most disciplinary issues that exist and involve members from one company should be handled internally by the management team of that particular company. However, when serious breaches of discipline or safety occur that involve more than one company, firm, appropriate action is needed to ensure resolution of the issue and ultimately, build a positive image of the organizations and enhance morale of the individual members.

The team suggests than in a reorganization, to establish a Disciplinary Review Panel which would consider serious breaches of discipline or safety. The panel will be comprised of Chief Lengel and a designated officer from each of the four (4) companies, for a total of five members. A majority of these members (60%) must find an individual in violation of a disciplinary or safety issue and a majority (60%) must agree on an appropriate course of action.

RECOMMENDATIONS

09-01 Develop a Service Delivery Statement which would indicate the types of services to be provided, the area to be covered, and the delegation of authority to perform those services. This will also serve as the basis for development and implementation of a mission statement, vision statement, and development of annual goals, objectives and funding requests. Consistent with the development of these documents is a Standard of Response Cover for use in Pottstown Borough as a method to define a service expectation

the community will accept. This will also serve as a benchmark to determine when and if career staff would ever be needed for fire-fighting services. Examples of these draft statements (Mission, Vision, and Service Delivery Statement/Standard of Cover) are provided in the body of the text.

- 09-02 Develop a procedure/guideline to strategically manage emergency operations which clearly defines a process for emergency response personnel and officers to use, regardless of when officers arrive and what stage the emergency is in. (Example provided in Appendix 4)
- 09-03 Establish a long term process to assure a risk assessment is conducted for the community which provides input and a basis for the development and implementation of the community's standard of response cover and protection of life and property.
- 09-04 A standardized approach to incident reporting should be established with each fire company and the emergency medical service which will provide computerized monthly statistical information to the Fire Chief/Marshal's office for consolidation into a monthly report on fire services activities within Pottstown Borough. This will enable the borough to demonstrate the need for expending funds for fire services provision and provide data for analysis of developing fire services situations within the borough. This should be part of a more comprehensive information technology policy for all facets of fire services. The overall IT function should work within the current borough IT function and support all aspects of the organization, including:
- fire inspection management and record keeping
 - pre-emergency planning
 - permit issuance
 - building maintenance
 - incident reporting
 - training information
 - training programs
- 09-05 Develop an annual report for consolidated service delivery provided to the borough, including a projected costs savings to the taxpayers, through the utilization of the National Volunteer Fire Council's "Volunteer Fire Service Cost Savings Model", available at www.nvfc.org.

Strategic Planning

The borough Fire Chief/Fire Marshal provided information relative to strategic planning conducted to date which is applicable to this project. The five year plan, as developed, is incorporated within this document and has been modified to be consistent with recommendations of the third party study referenced.

POTTSTOWN BOROUGH FIRE DEPARTMENT 5-YEAR STRATEGIC PLAN

The Pottstown Borough Fire Department Strategic Plan has ten (10) key objectives (as presented to the project team):

1. Restructure the command structure of the fire department to reflect a DEPARTMENT structure rather than a COMPANY structure.
2. Complete a third party study of the fire department.
3. Establish a commercial fire inspection program using the paid fire department staff.
4. Establish recruitment and retention programs for the volunteers.
5. Bring the paid fire department staff under borough employment.
6. Standardize the fire hydrant connections with Storz connectors.
7. Replace the outdated 1986 ladder truck.
8. Build a new fire station to replace the two 19th century fire stations.
9. Consolidate the operations of the Phillies and Empire Fire Company operations in the new fire station.
10. Support the upgrading of the existing fire stations utilities (Goodwill and North End) to become as environmentally friendly and efficient as possible.

The keystone of this plan is the timely completion of the third party study of the fire department operations. The information gleaned from this endeavor will be invaluable for future planning.

The implementation of the 10 objectives of this five year plan will bring about a move towards a more stable personnel structure for the department, both volunteer and career. There will be better control over personnel qualifications and training as well as more efficient use of all personnel and apparatus.

The Command restructuring will bring the department a greater continuity and purpose as a unit. This will foster more cooperation between the individual fire companies. The Storz hydrant connections are needed to improve the ability of the mutual aid fire companies coming into the borough to function effectively. Further it will improve our ability to be more efficient as well as reduce maintenance problems.

The implementation of the inspection program will have numerous benefits. First is the enhanced fire safety for the community by addressing and removing fire hazards. Second is the increased knowledge of the buildings and community the fire department personnel will gain, thereby improving their ability to handle emergencies throughout the community. There is also

the revenue aspect of the program for the borough. In addition, a pre-emergency planning program is a natural progression that goes hand-in-hand with the inspection program.

The idea of the career fire department personnel becoming borough employees is not a new one. This one aspect alone will bring greater stability to the fire department operations with a single chain of command, as well as all of the other standardization of operations that would normally follow this action. At this point in time, this may be close to a wash financially for the borough, since most of the funding for these positions is currently funded by the borough.

The recruitment and retention of volunteer firefighters is probably one of the most difficult aspects of this plan to address. There are many variables affecting the volunteer community. This is a local program and requires community input as well as borough government and the fire service.

In looking at the facilities, apparatus and equipment situation, the main hurdle to overcome is funding. However, the proper funding and implementation of these recommendations will save large sums of money in the future. The funding issue is why these items are addressed in the latter part of the plan. Further, they require in-depth planning to be successful. The replacement of the 1986 ladder will bring the operational fleet into a leaner and more efficient fleet, as well as reducing the number of total trucks. This will save money in future replacements that will not be required, as well as maintenance savings. This funding saving could easily be in excess of \$1.5 million plus in the future. This would also setup the department for an orderly and cost effective apparatus replacement schedule in the future.

The consolidation of the Phillies and Empire Fire Companies into one new fire station centrally located in the downtown area is a must for future effective operations. The current stations have well outlived their effective, useful life. Modern fire apparatus does not fit into the stations. There are structural weight issues with the current apparatus bay areas. These old buildings are difficult to heat and cool as well as maintain. Rapid emergency access for response is limited. This consolidation would maintain the paid staff level. However, it could easily have a positive effect on increasing the number and efficient use of the volunteer staffs of the two companies. The new station would be a significant financial investment. This building should be built as environmentally friendly as possible, which would be an operational cost savings. One of the major costs in any new construction is the land purchase. A significant savings could be realized in that area by using land currently owned by the borough. The Lessing parking lot, a property that is owned by the borough, is located perfectly for the most efficient response and having the least negative effect on the station relocates and community. An efficient fire station could be constructed on that lot and still leave significant area for public parking on the rear half of the lot.

The bottom line is we need to invest in the future. We must look at all sources of funding, taxes, grants, low interest loans, bonds and private sector funding. The day of fire company fund raising is coming to a close for any number of reasons.

Annual Objectives Pottstown Fire Department (provided by department)

2009

- Undertake a third party study of the fire department to be completed with a final report to be submitted by the end of the third quarter of 2009. The study is to include a review of personnel both volunteer and paid, fire stations, apparatus as well as general fire department operations.
 - Establish an RFP for study vendors
 - Select a vendor
 - Funding for the study to come from grants and private sources as much as possible, but not borough funds
- Establish the Commercial Fire Inspection Program with the paid drivers
 - Requires formal authorization by the borough
 - Train personnel
 - Establish billing process with borough finance department
 - Establish inspection schedule
- Restructure the fire officer ranks to create intermediate level officers with direct supervisory responsibilities
 - Move from an individual company officer structure to a department structure
 - Will require fire company cooperation and some ordinance changes
- Revisit the fire hydrant connection problem
 - Standardize connection with Storz couplings
 - Research federal fire grant option for funding

2010

- Start the process to establish the paid fire department as borough employees
 - This will take the better part of the year
 - Civil Service issues need to be addressed
 - Establish formal job description
 - Method of hiring any current fire department employees
 - Direct grandfathering
 - Apply and testing (non-competitive)
 - Accrued vacation, sick leave
 - Work schedules
 - Salary & benefits
 - General work rules
- Develop volunteer recruitment and retention programs
 - Possibly establish a task force of fire department personnel, borough officials, citizens and private sector business

2011

- Implement the change of the paid fire department to borough employee status on the first of the year
- Plan for the replacement of the 1986 ladder truck with a Quint similar to the unit placed into service in 2007 at Empire Station
 - Establish specification committee as in the past
 - Purchase under the Co-Star program
- Start the planning process for the location and construction of a NEW fire station to consolidate the operations of the two oldest fire stations (1800's) into one building while maintaining staffing
 - Establish a planning committee comprised of the fire department personnel, borough staff and building professionals as needed
 - This should be centrally located in the downtown area
 - Possibly the Lessig lot area as the borough already owns the property which would be a significant savings and is well located
 - It must be as environmentally friendly as possible
 - This will increase efficiency'
 - Lower operating costs
 - This may also encourage more volunteer involvement and cooperation

2012

- Complete the purchase and housing of the new Quint to replace the 1986 ladder truck
- Complete the planning for the new fire station
 - Enter bid process
 - Award construction contract by the end of 2013

2013

- Initiate the construction of the new fire station
 - Projected completion early 2014
- Research the upgrading of the two existing fire stations to become as environmentally friendly as possible
 - Further long term cost savings
 - Research grants for funding this project

Risk Analysis

According to the Commission on Fire Accreditation, Assessment and Planning are defined as “the process(es) used to identify the community’s fire protection and other emergency service needs in order to identify potential goals and objectives. All agencies should have a basic source of data information in order to logically and rationally define the organization’s mission. The overall purpose of using these processes is to establish a long-range general strategy for the operation of the system.”⁶

Many fire chiefs have been performing a component of comprehensive risk assessment and planning, known as “Pre-Planning,” which serves as a decision making process to understand the risks and hazards at a location, analyze resource needs and impacts in the event of an emergency, and being ready to respond when necessary.” This is a critical component of Risk Assessment, but only one of several components needed.

If your approach is to rationalize such changes in attempting to make them seem insignificant, you are either ignoring the duty you have to assess the constantly changing risk patterns in your community, or you don’t understand the obligation you have to plan for the demands of your community.

Emergency service organizations must expand their use of fundamental assessment and planning effort to assure they can meet future demands. This is defined as the process used to identify the community’s fire protection and other emergency service needs in order to identify potential goals and objectives. All agencies should have a basic source of data and information in order to logically and rationally define the organization’s mission. The end result of the process is to establish a long-range general strategy for the operation of the system. You can achieve this goal by:

1. Documenting area characteristics by collecting historical data and instituting a process by which risks are defined and potential organizational goals and objectives are established.
2. The organization then assesses the nature and magnitude of the hazards within its jurisdiction, with each significant event categorized and listed, to permit future analysis and study in determining standards of coverage and related services.
3. The organization next assesses the nature and magnitude of other hazards and risks within its jurisdiction and identifies appropriate strategies, methods of operation and resource allocation required to mitigate potential emergencies.
4. Finally, the result is a “strategic” or other form of long term (typically three to five years into the future) planning process that, along with a budget, is guiding the activities of the organization.
5. The plan is then submitted to the appropriate authority having jurisdiction for review and implementation.

⁶ Commission on Fire Accreditation International, “Category 2 – Assessment and Planning,” Self Assessment Workbook for Fire Service Accreditation, CFAI, Chantilly, VA, 2004, p.40.

The coordination of these actions creates a plan to manage your emergency response district. This plan, based on a factual, technical basis, will help individuals in all walks of life better understand your organization's goals and help you work toward them.

The fire department has identified its primary target hazards. These are considered to be locations with greater than average risk to property, life or exposure.

CURRENT TARGET HAZARDS

PMMC Hospital (7 story mid-rise)

Manor Care Health Services Nursing Home (5 story mid-rise)

(4) Hotels/Motels

- Comfort Inn (4 story mid-rise)
- Days Inn
- Motel 6
- Quality Inn

Residential

- (2) MCHA apartment buildings age restricted (8 story mid-rise)
 - Sidney Pollock House
 - Robert Smith Towers
- King Street Commons (7 story mid-rise)
- (15) Townhouse/Condo complexes

Schools

- Pottstown High School
- Pottstown Middle School
- (5) Public Elementary Schools
- (2) Private Elementary Schools
 - Wyncroft School
 - St. Alyious Elementary School
- The Hill School (Prep School)
 - 13 Dorms, 1 (5 story mid-rise)
 - Church on campus
 - Large central boiler room/power house
 - Ice rink with anhydrous ammonia & pool with chlorine
- Montgomery County Community College
 - (2) Buildings
 - (1) 3 Story with parking garage on 1st floor
 - Converted factory building, limited access

Churches – (12) Major church structures (old)

Shopping Centers

- Pottstown Center
- Pottstown Plaza
- Tri-County Business Campus

Utilities

- Waste water treatment plant (Chlorine multiple 1 ton cylinders)
- PECO natural gas distribution sub-station (supplied by trans-continental gas pipeline)

Transportation

- Pottstown Municipal Airport (above ground fuel storage AVGAS & jet fuel)
- Norfolk Southern Railroad (numerous hazmat cargo loads daily)

Flammable Fuel Bulk Storage

- Farm & Home Depot
 - 60,000 gal. propane
 - 500,000 gal. fuel oil
 - 40,000 gal. diesel fuel
 - 10,000 gal. gasoline
- Automotive services
 - 30,000 gal. fuel oil

Communications

- MCI central office and switching center
- Verizon central office (3 story)

Industrial

- NEAPCO Products
 - 25,000 gal. propane
 - 30,000 gal. quenching oil
- DANA Corporation (large plant)
 - 30,000 gal. propane
- Pottstown Plating Works (assorted acids & sodium cyanide)
- 84 Lumber Truss Plant (large lumber storage)
- Morbito's Complex (numerous manufacturing tenants {city block})
- Old Bethlehem Steel Complex
 - Multiple buildings (large area)
 - Numerous industrial tenants, manufacturing, warehousing
 - Warehousing (poor water supply & limited access)

Overall the use of land by type can be characterized as:

Multi-Family	3.8%
Single Family Attached	9.4%
Ten./Duplex	27.6%
Single Family Detached	42.0%
Mixed Use	4.0%
Retail	2.3%
Office	0.6%
Industrial	1.6%
Utilities	0.6%
Undeveloped	4.3%
Public Open Space	1%
Private Open Space	0.09%
Agriculture	0.0%

Service demand by area was found to be as follows:

Ward	2006	2007	2008
1	160	168	219
2	186	184	205
3	183	108	101
4	88	59	40
5	54	81	46
6	115	85	104
7	94	89	115

Indicating Ward 1 and Ward 2 as the consistently high demand areas over the last three (3) years.

Operational Issues

As noted earlier, the fire department operates under long-standing procedures, using mutual aid, automatic aid, and standard operating practices. This culture and tradition has built an organization that has performed as needed for the community for decades.

The fire companies have implemented the concept of assuring the closest station to an emergency is dispatched and has developed a response system that has a complement of apparatus and personnel from multiple stations dispatched to assure adequate resources are available to handle the incident.

During the project team visits to Pottstown, they were able to observe responses to several incidents including one structure fire.

The changing demands and expectations on emergency services creates conflicts in performance and develops potential operational and liability issues.

The same scenario exists with standard operating procedures. The two companies utilize standard operating guidelines developed for individual fire company needs and are not coordinated for use despite the fact that the organizations run together on all incidents. This will be addressed later in this report.

In looking at the delivery of service as compared to communities of similar size and complexity, firefighting, rescue, hazardous materials, terrorism, and emergency medical services were all evaluated. A summary document of services currently delivered and by whom, is included in Appendix 1.

To determine the operational needs of the fire department, there must first be an understanding of the hazards being faced. There is no community risk analysis at this time, so it becomes important to gain as much an understanding of the hazards posed as possible. This can be done by analyzing response data, defining and inventorying what are considered major or target hazards, and developing plans to deal with these hazards individually and comprehensively.

While the Fire Chiefs all have an understanding and appreciation of the hazards faced, all approaches to managing the hazards are not evaluated and coordinated.

Since a comprehensive risk analysis has not been completed, it is recommended that one be completed. There have been some individual assessments of properties completed and pre-plans developed. As part of this project, a risk posed level by response zone map was developed and can be found in Appendix 9. In addition, there were just a few SARA TITLE III sites indicated which are currently being evaluated and planned. Key target hazards such as large area structures, high density/personal care/nursing homes, and other similar challenges exist and require pre-planning. There is currently no process to assure information from inspections, plan reviews and related tasks is provided to the companies and incorporated into preplans. There is no fault or blame intended, simply recognition that the current process does not integrate this

aspect. The ISO report recognized a lack of pre-planning and company inspection activities as one of its recommendations for improvement. Provided as Appendix 12 is a sample documentation tool to consider for modification and use in the risk analysis and pre-planning process. These pre-emergency action plans, are recognized methods to predefine the risk posed, the required water supply, apparatus, personnel, support resources, etc. to manage an incident at a particular location.

The primary mission of the companies, since their inception, was fire suppression and the primary tool to suppress fire was and remains water. Therefore, once target and routine hazards are analyzed, water supply becomes the first point of consideration. The ISO report indicated that “water supply was deficient (less water available from the municipal water supply system than the needed fire flow) in almost all of the locations tested”. This means pre-emergency planning should consider water supply required versus water supply available to determine any gaps and how that water should be provided to the scene, or the related risks that must be managed as a result of a less than needed water supply.

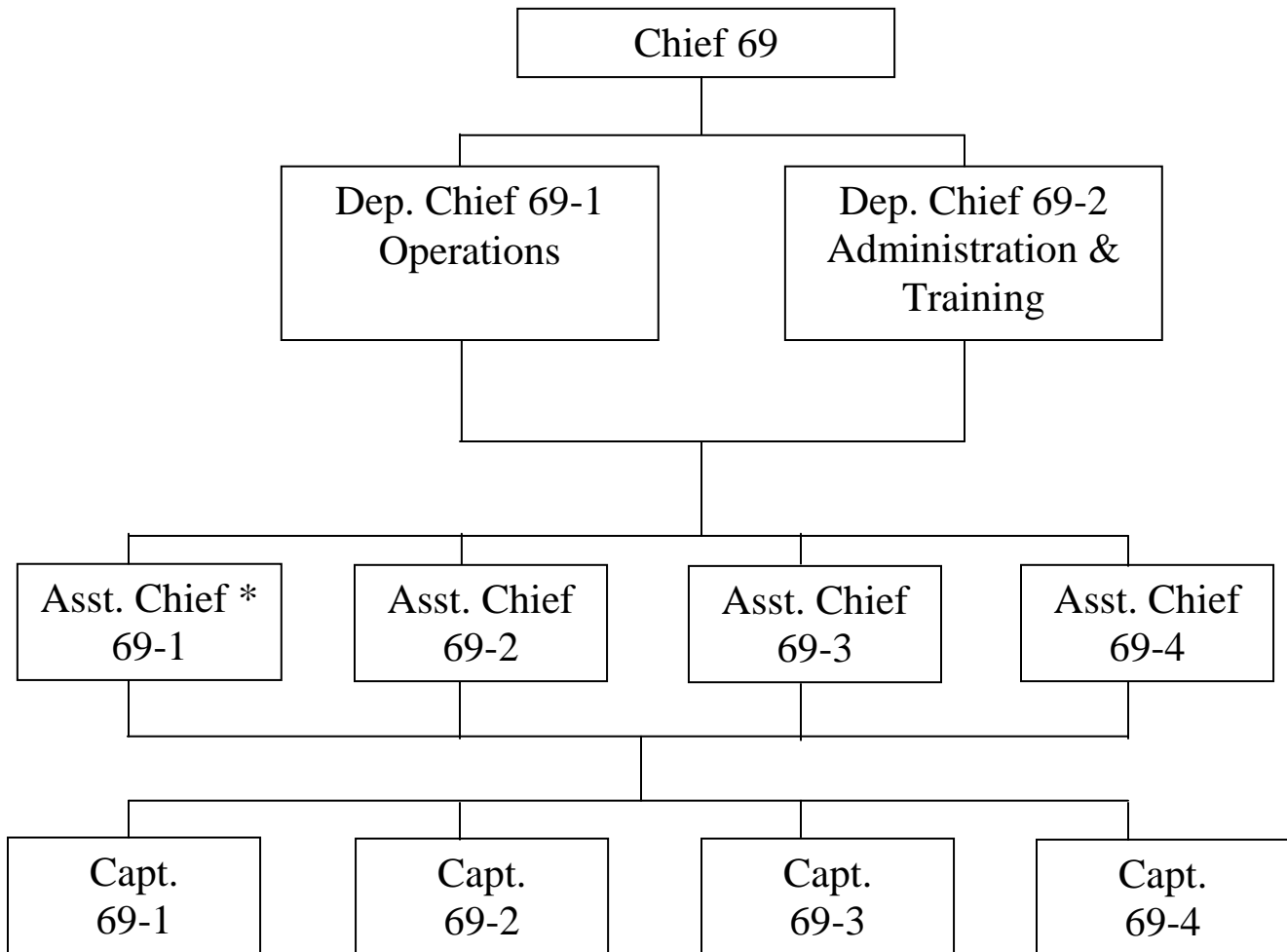
Once the water supply needed and available to suppress fires in the community is defined, one can move on to the demand for operational staffing, apparatus, stations, and their respective positioning and availability. Each of these will be provided separate sections of evaluation and comment in this report.

As part of this project, the chiefs of each company were asked to complete an assessment of operations, consistent with NFPA 1720 “The Standard for Providing Emergency Services by Volunteer Fire Departments.” The details of this assessment can be found in Appendix 3. There were several items within this assessment that require action, and are included in this report.

While the borough does provide support to each agency in multiple ways, the “system consistency” needs to be addressed to assure citizens will receive a standard of care throughout the borough. This should include policies on the standardized box alarm concept using the closest fire stations. This should be consistent with the Service Delivery Statement/Standard of Response Cover as recommended in the Management Section of this report.

In addition, the organizational design is not consistent with current methodologies in operational and deployment and supervision of fire department personnel. A suggested model to use as a strategy point for discussion is provided.

Organizational Chart - Recommended



The chief, deputy chiefs and assistant chiefs shall be responsible for establishing, implementing and performing:

- Standard Operating Guidelines
- Purchasing
- Budgeting
- Discipline
- Technology Changes (fire service)
- Incident Review/Critique

* One (1) Asst. Chief per station. If a consolidation of two (2) stations occurs, a reduction of one (1) Asst. Chief is recommended.

The attainment of fire department operations is dependent upon the career personnel providing the initial attack. Part of this is due to operational history of the organization and partly a function of the work demanded at incidents. The role of individuals responding does present a variety of challenges and teams of at least two (2) per unit are preferred. The historical operation of Fire Company employed firefighters also presents potential for conflict and disjointed working relationships when consideration of a Borough Chief to oversee some, but not all operations, is established. At the least, a stronger communication line is needed between the chief and the paid staff and a closer relationship is needed regarding job performance and oversight.

During interviews with various members of the fire companies, concern was raised for the failure to routinely use the Incident Command System (ICS). Concerns with “freelancing” that has been identified as “routine” at fireground scenes was also raised by various members. Development, training, and implementation of the ICS are absolutely critical to ensure a safe, efficient operation at every fireground within the Borough. Although referenced in section IV of the current Operational Guidelines, the fire service standard for ICS is broader than outlined.

The project team recommends the adoption of an ICS process that is part of the National Incident Management System (NIMS). Follow-up training and implementation are critical to ensuring the safe, efficient operation at every fireground within the Borough.

During interviews with various members of the fire companies, several individuals stated that there were no post-incident critiques held for major and routine operations. Concern for litigation has adversely impacted the use of critiques as a learning tool for officers and firefighters. However, “lessons learned” from first-hand experience are invaluable for future fire operations.

The project team recommends the use of informal critiques for routine operations. These can be held the company level.

RECOMMENDATIONS

- 09-06 Develop a process for the development, distribution, and training of pre-emergency plans for target locations as identified in the risk assessment process. This should include water supply information, as well as a hydrant out-of-service notification process. The fire marshal’s office should serve as an integral part of this process.
- 09-07 Revise the operational organization providing job qualifications and performance expectations for each position. The chart on the previous page reflects a recommended design. As the borough does essentially pay for the staff, they should evaluate the value in taking over responsibility for these personnel, or at least require input on job descriptions and evaluations of these members.

Finances

Like any typical volunteer fire service, those companies servicing Pottstown utilize multiple revenue streams (e.g. fund raising, municipal contribution, Pennsylvania Act 84 funds, contributions to fund drives) to fund their operations. Typical operational expenditures are for firefighting equipment, vehicle and structure maintenance, fuel and utilities, communication equipment, personal protective equipment, training, fire prevention, administration, salaries etc. The proposed operating budgets submitted to the project team appear appropriate for an organization the size and complexity of Pottstown Borough.

Capital expenditure requests were also provided to the project team for review. The team noted that the fire companies specifically requests a capital expense in a particular year for inclusion in the following year budget. While practical from a single year budgeting process, it can create a major challenge when the expenditure is of significant dollars, such as a fire engine for \$500,000. Recent business models for municipal government have shown these expenditures to be better handled by either leasing, pre-funding the capital expense, borrowing funds for a period of years, or floating bonds. While each municipal budget officer and team of elected officials has their own concept of what is the best method to achieve this, the project team favors the long-term pre-funding model for municipalities under 50,000 population. In this fashion, funds can be allocated over a period of years and upon purchase of a high cost vehicle or station, the funds are already in place for use, negating immediate additional taxation, loan requirements with interest, and local resident/business operator objections.

Revenues are obtained via:

- Pottstown Borough
- Mail solicitation
- Donations
- Fundraising
- Billing for service
- Other

The Pottstown Fireman's "Relief Associations" are funded through the Foreign Fire Insurance Tax Distribution process. Audit reports for each organization were reviewed.

The project team found the budgeting process developed by the borough to be acceptable given the size and complexity of the organization, but believes long term capital planning is necessary for fire apparatus replacement and fire station construction purposes. In addition, the funding requests should be based on spending formulas, consistent with the demands and needs of each organization. This will also help strive for equity of funding and stability.

The budget is not out-of-line and in fact, considered to be less funded than normal by public tax dollars.

An analysis of the budgets illustrates the borough funds essentially pay for firefighters salary/benefits with funding for operations and capital projects left to traditional fundraising (except for EMS). This “begs” the question of why the borough does not assume the firefighters as direct employees or at least have job requirements e.g. inspections and pre-planning work, as a condition of funding.

From a revenue standpoint, billing for highway related incidents should be investigated for use by the fire department (e.g. spill clean up).

RECOMMENDATIONS

- 09-08 A long-term capital purchasing funding model is recommended. Two projected 10 year capital expense demand charts (one for apparatus only and one for apparatus and structure) have been prepared as Appendix 15.
- 09-09 When fire companies request operating expenses, a standardized approach should be taken to assure there is an equity of the requests, and to identify any specific requests which may necessitate variances to the standard budgeting process. Appendix 17 provides additional information including a suggested format to use in developing the standardized funding request process.

Personnel

The four Pottstown Borough Companies collectively indicated approximately eighty-nine (89) individuals who were members of the total organization as follows. In this day and age when it is more and more difficult to recruit and retain volunteers for any activity, the fire companies are finding a way to sustain a fair number of members. However, it is more and more challenging to recruit and retain members.

Company	Full-time	Fire Officers	Volunteers/E ngineers	Junior/ Explorer	TOTAL
Goodwill Fire & Rescue Co.*	3	3	11	0	17
Philadelphia Steam Eng. Co.	3	3	14**	5	25
Empire Hook & Ladder Co.	3	3	15	7	28
North End Fire Co.	3	3	12	0	18
TOTAL	12	12	52	12	64

* Does not include EMS staff

**Does not include those responding less than 10% of calls

Personnel represent the most significant resource of the companies' services. Without trained people who are willing to respond to emergencies, raise funds, perform maintenance work, and train, there would be a mammoth challenge to assuring the safety of the people and properties of the township. Unfortunately, like many similar communities, less time to volunteer, more calls, more required training, and expanded fund raising needs are all reported to be situations challenging the staffing of the companies.

There is a department safety officer, with no company safety officers. In addition, Chief Lengel coordinated an analysis of responding staff and found the following:

1. The nationally recognized minimum standard for personnel required on the fire scene to provide initial fire attack and rescue operations is four (4) trained personnel.
2. Essentially 44% of the time the volunteers alone cannot meet this vital safety standard.
3. Volunteers are not generally in the fire stations at the time of the responses which means they respond from wherever in their personal vehicle.
 - a. This causes a response delay as they are NOT emergency vehicles and cannot respond the same as the fire apparatus.
 - b. Only the fire chiefs can do this by state law.
 - c. If they respond to the fire station for fire apparatus there is an even longer delay in fire suppression operation and rescue being undertaken.
 - i. A free burning fire doubles in size for every minute it burns without intervention.
4. Also if the volunteers must bring the fire apparatus to the fire scene the number and type of apparatus responding would be affected.

- a. The recognized standard for response on a structure fire is two (2) engines and a ladder truck and rescue component.
 - i. This is the current response with the four (4) career firefighters/drivers on duty in station (average three (3) minutes to on scene – national top response limit is ten (10) minutes).
 - ii. The current staffing conditionally meets the nationally recognized minimum response standards for both apparatus and personnel 100% of the time, as well as the response time being 1/3 of the national standard.
5. The volunteers are vital to fill in and expand the operations as they arrive on the scene. The main thing is that operations are underway in a timely manner with ALL of the necessary apparatus on scene for both the career and volunteer members of the department to operate.
 - a. The 44% of the time when the responses are substandard will never occur
6. As to the question of the availability of volunteer drivers on a reliable basis, Chief Lengel polled the fire chiefs.
 - a. They ALL stated that they cannot get volunteers on a regular basis to fill-in for the scheduled drivers.
 - i. Therefore they surely are not RELIABLY available on a random hit or miss basis.
7. As for overtime issues, there is none at present for the borough under the current structure. (Under the FSLA firefighters work a 56 hour week NOT 40 hours before overtime.)
8. Limiting the number of career personnel would have a significant negative effect on the fire inspection program as only a fraction of the properties could be inspected. This would reduce the fire safety aspect as well as the available revenue generated.
 - a. The fire personnel CANNOT be called “Code Inspectors.” First they are not certified by the state for this function and further, there would be a legal issue with AFSME (Codes Department). Fire personnel can do fire prevention inspections but the Fire Marshal does the fire code enforcement.
9. The needed equipment for borough wide operations is:
 - a. Two (2) engines, ladder and rescue are needed:
 - i. Ladder is in Phillies, one engine is in the North End and the second engine is in the Empire (this same unit is the backup ladder), the rescue is in Goodwill (Goodwill has a backup pumper).
 - ii. To date, the apparatus fleet has been reduced by two (2) engines. Further two (2) more engines have been put in permanent reserve status.
 - iii. The Phillies ladder truck replacement with a unit similar to the one in service with Empire. This allows the permanent removal of one reserve truck.
 - iv. This would bring the apparatus fleet down from thirteen (13) pieces to ten (10).
10. There needs to be a current study done of the fire department. This should be conducted by an outside, professional entity, specializing in this study type.

- a. This study should be funded by grant funds or a source other than borough tax funds.

Using the basic data provided an average of 11 volunteers respond to calls, a cost savings calculation can be made to determine the savings to the taxpayers of Pottstown Borough, by using a volunteer system. **The National Volunteer Fire Council's (NVFC), Volunteer Fire Service Cost Savings Calculator, computes this savings (for salaries and benefits of firefighter/EMTs) to be approximately \$2,750,000.** The NVFC Cost Savings Calculator was created by St. Joseph's University Graduate Program in Public Safety and Environmental Protection with the following objectives:

- develop a model to calculate the cost savings of an emergency service organization
- develop a model power-point slide presentation for an emergency service, organization to use with elected officials and public groups to promote their service and the value created by the service
- develop a projection of annualized savings of volunteer Emergency Service Organizations within the United States

The study found the savings, nationwide, to be \$37 billion. The program and additional information can be found at www.nvfc.com.

The question was asked how Recruitment and Retention activities are conducted. There was no structure to the process, individually or collectively.

Without a comprehensive approach to recruiting and retaining members, that is local in design and responsive to members needs, the continuation of an all volunteer system is questionable.

Personnel information maintained by each fire company is not consistent. A common set of informational components and a standardized format should be developed, including what should be maintained electronically and what should be maintained in paper fashion. Copies of these records should be maintained by a single focal point in each company and as appropriate for Pottstown Borough. For example, there are no standards for minimum documents, for maintenance in personnel files. A proposed recommendation is provided as well as samples forms (under separate cover)

RECOMMENDATIONS

09-10 Develop and implement a comprehensive approach to the recruitment and retention of an adequate force of competent fire and rescue service personnel. Coupled with this should be minimal criteria for membership. The local business community should be contacted to provide a human resources support person to the fire department to assist.

09-11 Develop a standardized set of data and documents to be maintained for each member, by each company. This should include, as a minimum, an application, physicians release to perform firefighter duties, training information, driver license, working papers, etc., as deemed appropriate. Sample information and forms is provided in VFIS safety and management forms which are forwarded under separate cover. Consistent with this, a safety officer should be assigned to address the needs of physical exams and related data management.

Apparatus

The purpose of this assessment is to assure that the minimum apparatus needs of the borough, as defined by risk evaluations conducted to date, are provided for and in adequate functioning and reliable condition. The apparatus located in Pottstown Borough are indicated below.

The fire companies have provided the equipment to meet the actual demands being placed upon the companies (water for fire suppression and aerials for rescue/ventilation), with secondary needs (threat/hazard based). The companies were found to have purchased quality built fire apparatus.

Based on physical observation and discussion with officers and members, as well as the review of records management, the project team evaluated the apparatus as follows:

Philadelphia Steam Fire Engine Co.

Vehicle	Date	Manufacturer	Pump Size	Tank Size	Condition
Ladder 69	1986	Seagrave 100	1250 gpm	250 gal	2
Engine 69-4	1986	Ford/E1	1250 gpm	500 gal	2
Service 69	2001	Ford	-	-	4
Engine 69-2	1976	Mack	1250 gpm	500 gal	Reserve

Empire Hook & Ladder Co.

Vehicle	Date	Manufacturer	Pump Size	Tank Size	Condition
Quint 69	2007	KME	1500 gpm	500 gal	4
Engine 69-6	1980	Ford	1000 gpm	500 gal	3 (refurbished)

Goodwill Fire & Rescue Co.

Vehicle	Date	Manufacturer	Pump Size	Tank Size	Condition
Rescue 69	2004		-	-	4
Squad 69	1995	Freightliner/ Rescue	1250 gpm	500 gal	3
Special Ops 69	1982	Int./MICU	-	-	3 (refurbished)
Utility 69	2003	Ford	-	-	4

North End Fire Company

Vehicle	Date	Manufacturer	Pump Size	Tank Size	Condition
Squirt 69	2003	KME	1500 gpm	500 gal	4
Air 69	2000	Int. /SWAB	-	-	4
Utility 69-1	2000	Ford	-	-	4

* Fair condition due to age, not mechanical capability

Condition Key: 4 Good, 3 Average, 2 Fair, 1 Poor

This plan developed and documented an assumption that allocated tax dollars would fund the apparatus.

Critical to the longevity, service ability, functional ability, and reliability is the maintenance of the apparatus. The apparatus in service today is in good repair with just a few pieces of equipment considered nearing its functional performance life to the Pottstown Fire Department. There are a couple of fundamental decisions that have to be made with regard to replacing fire apparatus. These decisions include “what warrants replacement”:

- age alone
- age coupled with level of performance
- performance only

The apparatus available for use by the Pottstown Fire Department was found to be on a service/maintenance program. Maintenance is coordinated by each company chief engineer. File information indicates that the maintenance is conducted and appropriate records are maintained in a paper file.

A review of the Insurance Services Office (ISO) reports found that annual fire pump tests were not meeting their requirements and that there was insufficient equipment carried on the vehicles. It was confirmed that annual tests are not being conducted. It is recommended that fire pumps and the aerial device be inspected/tested annually. Hose and ground ladder testing should be conducted annually as well, and every other year in the worst case. When deficiencies or conditions warranting attention are found, repairs should be made. Annual testing is imperative to prevent extensive or catastrophic repair needs and assure reliability of emergency equipment.

To assure the companies can maintain currency with ISO required equipment expectations, copies of documents indicating ISO required equipment and equivalencies will be provided under separate cover. The companies should develop a computer database to manage vehicle maintenance information for apparatus to provide an easy method of identifying expense by unit and purpose to assist in budgeting and replacement processes.

There is no approved “long term” purchasing plan/projection in place by the borough for fire apparatus. The project team did develop a “hypothetical schedule” to assist in long term planning and financial projections. This can be found in Appendix 15.

The fire apparatus fleet is aging and experiencing routine deterioration. Several concerns were expressed by Chief Lengel and include:

- “The outdated aerial ladder truck at the Phillies Fire Company needs to be replaced in the near future, as does a pumper truck in this station. Both units can be replaced by one new unit (Quint/Aerial truck) at a significant savings - \$750,000 vs. \$1.2 million.”
- “The current pumper truck at the Phillies Fire Company should be totally refurbished for use as a reserved apparatus. This would cost the fire company approximately \$80,000.”
- “Funding from these projects could come from several sources depending on the situations at the time they are undertaken.
 - First the new purchase would be made under the PA State COSTAR program, thereby saving some initial cost due to prior bid pricing
 - Refinancing of the borough loan on the last fire apparatus purchase could be explored (capital tax money)

- Funds generated by the sale of the old aerial truck
- Possible federal grant funding
- The refurbishing of the reserve apparatus funded by the fire company or the Fireman’s Relief Association.”
- “The long term effect of implementing this program would be at least \$1.5 million in the short term and possibly a million, plus in future purchases as there will not be as many units to replace.”

Based on the identified hazards, required fireflow, and related assessments, the project team is recommending the following apparatus for the Pottstown Fire Department.

Apparatus	Goodwill	Phillies	Empire	North End
Rescue Engine	X			
Engine			X	X
Quint		X	X	
Heavy Rescue	X			
Service		X		X
Command	X*			
Reserve Engine		X		

*Due to EMS

As noted, based on the input of the chief officers and observation of the project team, a long term approach plan is provided as noted in Appendix 15.

RECOMMENDATIONS

- 09-12 Pump testing, aerial device testing, host testing and ladder testing are being conducted, but not on an annual basis. This issue was also raised in the ISO report. The purpose of these tests is to assure reliability and functionality of the fire apparatus. These tests should be conducted on an annual basis, with appropriate records to be maintained.
- 09-13 A process for determining replacement of fire apparatus needs to be implemented. Appendix 16 provides an evaluation tool which should be completed for each piece of apparatus in the fleet. This will help determine potential longevity of the apparatus as well as help in determining financing options.

Facilities

The facilities were evaluated to consider suitability and long term performance within the response district. The fire station conditions were rated subjectively, based on housekeeping, size of apparatus bays, existence of detection and suppression equipment ramp size, building maintenance and interior traffic conditions. Facilities are rated as follows:

<u>Location</u>	<u>Condition</u>
Phillies	Poor
Empire	Poor
North End	Fair
Goodwill	Fair to Good

All Stations were rated as noted above and due to age, size, general condition and compatibility for future operations. All of the facilities are, very simply, dated, with future equipment of a size and nature that simply outdate the design of the original structure. Stations are not provided with vehicle exhaust capability and the installation of such a system (critical to firefighter safety and prevention of long term disability issues) is not even considered feasible, due to the cramped conditions and ceiling heights of some of the structures. Stations are not provided with automatic sprinklers. Firefighters were found to sleep in areas where fire apparatus sits and is not considered appropriate for safety reasons.

A review of structures was also conducted for critical areas such as basic construction, maintenance and safety.

The Phillies and Empire stations should be considered for replacement as soon as possible. While historic and picturesque in nature, the ability to withstand the continued weight of the apparatus requires a current engineering evaluation. Safety and health conditions are not consistent with current recognized standards.

All stations reportedly have back-up generators and HVAC systems. These two systems are critical to sustaining operational use of the stations. There should be routine assessments conducted of electrical, plumbing and roofing systems. No formal recommendation is being made as these practices should be simply integrated with those of other borough facilities.

Diesel and gasoline engine exhaust have been found to pose major long term health problems and short term acute illness problems. The installation of a vehicle exhaust system in any station constructed or upgraded, which captures the products at the vehicle exhaust duct, will reduce the level of risk to firefighters and reduce the build-up of exhaust on firefighter clothing, building components and other exposed items.

It also needs to be noted that if at all possible, a single station, centrally located, could serve just as well as the two 19th century fire stations. This would result in a consolidation of apparatus and joint response and possible long term apparatus reduction. While a cultural change issue would occur with different fire company members responding to a “joint” station, where this has been implemented in other communities, the use of joint standard operating guidelines and

response protocols have limited the impact of such cultural change, resulting in a positive experience and end result.

RECOMMENDATIONS

- 09-14 The process should begin to determine a location for a new fire station and determine funding and planning needs to construct the new station. Further information related to this recommendation is provided throughout this report.

- 09-15 Vehicle exhaust removal systems should be installed to eliminate toxic exhaust from the buildings. It is recommended that the fire companies collectively submit a grant for funding of the equipment through the Assistance to Firefighters Grant program.

Standard Operating Procedures/Guidelines

SOG's

The project team found that there is a process in place to develop, implement and monitor the standard operating procedures with a number of quality SOG's developed. The format that is generally found to be most effective includes the indication of the date adopted, date reviewed date, and date posted as well as the following components of a standard operating procedure:

- purpose
- scope
- responsibility
- safety
- definitions
- references and attachments, and
- guideline

SOG's should be identified as individual guidelines related to a specific topic. If, for example, there are thirty topics, there would be thirty SOGs. Each would be revised as industry standard changes.

SOG's should be comprehensive and consistent with the various training, implementation, performance, and monitoring components that standard operating procedures should include, however should be flexible enough to assure situational awareness is used to make the appropriate decision..

The SOG's developed illustrate state of the art approaches to many issues. However, they are not structured to also serve as a referencing and training tool. In addition there are different formats and approaches between the two companies even though they run together in many cases. The officers acknowledge that there are an extensive number and various types of standard operating guidelines to revise, develop and implement.

There was no defined process to assure a "read and sign approach by all members" is in place to assure members are aware of the guidelines, updates and new procedures implemented. These options should be considered and the most effective implementation process applied.

A master Table of Contents for SOG's (as provided) was developed by the project team and is included later in this section.

SOG's serve several functions in today's emergency services. Not only do they provide an understanding of how certain activities are to be accomplished, but they establish basic training criteria. A more realistic plan, using member and officer involvement, needs to be established to review the existing SOG's and begin the development of a set of SOG's.

In today's society it is essential that all emergency service organizations develop, adopt, and implement standard operating procedures and guidelines. The principal of public kindness is no

longer acceptable practice. Concepts, such as sovereign immunity (individual vs. government) have been significantly limited and narrowed by the courts.

Many of the federal, state, and provincial laws allow for suits against individual leaders of emergency service organizations. Terms such as "duty of care," "breach of omission or commission," and "joint and several liabilities" are entering the vocabulary of emergency service personnel.

One important way to prepare for this challenge is to develop, adopt, and implement a comprehensive set of Standard Operating Procedures/Standard Operating Guidelines (SOP/SOGs).⁷ Standard Operating Procedures/Standard Operating Guidelines are a fundamental safety practice, not only for emergency services, but business and industry as well.

During the process of compiling SOP/SOGs, the difference between these varied documents may become blurred. For instance, often the distinction between policy and procedure do not seem so clear. Policy is different from a SOP/SOG. All procedures and guidelines are based on an overriding policy. Policy should be viewed as the attitude, philosophy and intent of top management to the organization's personnel. It provides a framework and guidance to organization personnel in making decisions. To aid in the development of SOP/SOGs, understanding specific definitions of terms is essential.⁸

The breakdown of major sections of the SOG Manual is appropriate and should be modified as follows:

Section 1	Department Mission and Organization
Section 2	Administration
Section 3	Training and Education
Section 4	Risk Management and Personnel Safety (including Health, Wellness, infectious disease, & hazmat exposure control)
Section 5	Building Intelligence and Pre-plans
Section 6	Command, Control and Communications
Section 7	Incident Operations
Section 8	Hazardous Materials Operations
Section 9	Technical Rescue Operations
Section 10	Special Operations
Section 11	Fire Police Operations
Section 12	Fire Investigation
Section 13	Fire Prevention
Section 14	Apparatus Operations and Maintenance
Section 15	Equipment Operations and Maintenance
Section 16	Department Forms and Documents

As a starting point, we suggest that four procedures be developed each month and reviewed. The following priority listing is provided for consideration in reviewing existing SOPs/SOGs and developing a related township-wide SOP/SOG.

Priority 1 – Policy Level Issues

⁷ Developing and Implementing SOP and SOG for Emergency Service Organizations, VFIS, York, PA 2001, Page 2.

⁸ Ibid, Page 9

- Priority 2 – Operational Level Issues
- Priority 3 – Administrative Level Issues
- Priority 4 – Maintenance Level Issues (use manufacturer recommended documents)

The primary topics to address are prioritized as follows:

- Strategic Guideline
- Incident Command
- Safety and Health (Safety Officer, Accountability, etc.)
- Operational Aspects

Finally, as noted earlier there is no one document that establishes a Strategic Guideline that identifies and outlines some basic rules and principles that relate to the major areas of fire fighting strategy and subsequent fire ground activity. The uniform application of this guideline will produce favorable fire ground outcomes. This guideline is designed to offer a basis and simple framework for use in Pottstown Borough fire ground operations and command; it also represents many existing practices, and a defining of how this department is expected to perform during certain emergencies. A model guideline is provided as Appendix 4.

RECOMMENDATIONS

- 09-16 Integrate the Standard Operating Guidelines recommended by the Montgomery County Fire Chiefs Association in order to develop a more unified approach to these practices when involving multiple mutual aid agencies.
- 09-17 Continue the development of Standard Operating Procedures/Guidelines, using the proposed procedure format and develop a prioritization for development and revision, using the information provided in this section as a guideline. It is suggested that due to the unique joint response protocols that a team be established with no less than two members from each fire company to develop the new SOG manual, which would include one officer and one firefighter from each company.

Mutual/Automatic Aid

The fire companies use a mix of mutual and automatic aid. The philosophies for the number and types of apparatus being deployed to calls and the related use of mutual and automatic aid is established by each response grid, however, the mutual/automatic aid company may not respond or may respond with minimum personnel. A review found, in general that, the closest station to the incident is typically dispatched as well as the closet station from Pottstown Borough. Overall, Mutual Aid agreements in place are verbally agreed to and are not based on any structured concept of service delivery with a traditional “box system” applied in the overall fire district.

The response deployment should be standardized as noted earlier in this report. Given that Montgomery County has not mandated the use of Mutual Aid agreements, written agreements are not being recommended, but are considered highly desirable.

RECOMMENDATION

- 09-18 A review of the automatic aid to Pottstown risks should be conducted over the next twelve months to assure the response matches the risk and that responses maximize the staffing opportunities of the companies. To standardize deployment to properties in Pottstown borough, the following “box system” methodology for structure fires should be applied.
- For dwelling fires, a dispatch involving a complement of two quints, an engine and a rescue vehicle from the borough plus an engine from an adjacent department if their station is physically closer to the structure incident than a Pottstown station.

Response Times and Station Location Analysis

Station location dictates, to a large degree, response times to emergencies. Even though you already have a potential site for a new station, this process will identify for you the response time performance you can expect from the potential site, location options that may provide better response time performance, and deployment considerations to ensure performance for the long-term. Research and analysis will include response volume, response types, current response time performance, and how projected growth of the community will impact workload in the future. Achievement of this objective will allow for specific recommendations for improvements in overall facility location planning, resource deployment, and response times; as well as assisting in the determination of the need for career staffing.

One of the analytical models which was part of this process involves an evaluation of station location in proximity to the location and types of calls for assistance. A study such as this can determine where additional stations can be located to meet service delivery demands. Using a standard model advanced by the Insurance Services Office for basic station location analysis,

The Insurance Services Office process uses the approach for response time that road distance criteria for engines (1.5 miles), ladders (2.5 miles) and in Pennsylvania a maximum distance (5 miles) translates into response time. The distances are based on a formula developed years ago by the RAND institute, and uses the equation:

$$T = 0.65 + 1.7D$$

T = travel time in minutes

D = distance in miles

The formula is based on an average 35 mph road speed, which is quite realistic for most areas considering road conditions and type, weather, intersections, traffic, etc. Mathematically, this converts to engines 3.2 minutes, ladders 4.9 minutes, and a maximum response distance of 9.15 minutes. It is easy to see that times much greater than these are pushing the limits of the fire department's ability to successfully control a fire (especially considering that these are only travel times, not dispatch and turnout time etc). It is very easy to see why for most states the Insurance Services Office has a maximum 5 road mile distance for which a protected class (class 1 through 9) will apply; and anything over 5 road miles is almost a known higher loss and insurance industry data supports that.

Appendices are provided that illustrate the current 1.5 mile road distances from the current fire stations. It clearly identifies portions of the community that exist outside the bounds of the 1.5 mile area, as well as 2.5 miles. A review of mutual aid responses to assure closest fire stations are responding to all incidents in the township was conducted and confirmed as acceptable by the project team, but requires regular review..

A recommendation has been made, as a result of this assessment, to build a new station. When the construction of the new station arises, this map should be consulted to identify an appropriate

property that may maximize the opportunity for deployment within the township from one station.

It is also recognized that these type ventures are more politically than technically driven. As a result, the political decision to move on this recommendation is required before any action to obtain land or begin the construction/consolidation process.

Code Enforcement/Fire Marshal's Office

The Code Enforcement Office is comprised of a Building Code Official and five Code Enforcement Officers. This office primarily focuses on new construction renovations and property maintenance issues. Permits are issued from this office. The office does not do fire prevention inspections. Fire prevention inspections are usually conducted on an annual basis and are intended to ensure that existing fire protection systems are adequately maintained and functional.

Plans are reviewed by a third party, which is the trend in many municipalities throughout Montgomery County. This has many benefits, primarily one that permits variations in the volume of plans review without necessitating increases (and reductions) in employees. The third party configuration also permits increased volume of activity to be handled in a timely fashion. The key to success however, is administrative oversight by staff members in order to ensure the quality of work is acceptable.

The Fire Chief is also the Fire Marshal. The Fire Chief/Marshal inspects the identified high-hazard occupancies annually. These include schools, nursing homes, Pottstown Hospital and two adult-care facilities. He also supports the Code Enforcement Unit when a "Use and Occupancy" change is filed with the borough by accompanying the Code Enforcement Official when inspecting such a facility. He does not conduct annual fire prevention inspections. Chief Lengel currently holds ICC/UCC certifications for Mechanical Inspector, Fire Inspector and ADA Inspector.

Several shortcomings have been identified relative to fire prevention inspections and pre-emergency planning. Pre-emergency planning is intended to collect critical information needed to effectively manage the fire operation if an incident were to occur at a specific building. Collecting this information is usually done by firefighters while conducting fire prevention inspections within the community. However, since the career firefighters do not conduct fire prevention inspection in Pottstown, there is no "strategy" to maintain accurate pre-emergency plans. Some pre-emergency plans were reviewed but their accuracy was questionable. It should be noted that it is not common practice for the Code Enforcement Office to perform fire prevention inspections and maintain pre-emergency plans. It is also not a viable option for a Fire Marshal to conduct such programs because the scope of this project is beyond the capability of one person. Most municipalities that employ career/paid firefighters utilize these individuals to conduct annual fire prevention inspections and maintain the pre-emergency plans and it is recommended that Pottstown employ this model.

RECOMMENDATIONS

08-17 Although there is no method in place at this time to determine the extent of the workload of the Fire Marshal or paid firefighters, the mere fact that fire inspections cannot be completed is testament to the need for expanded staffing. It is the opinion of the project team that the best remedy may be to have fire department staff conduct fire inspections and preplan as part of their job duties.

Miscellaneous

A copy of the borough Emergency Operations Plan (EOP) was provided.

The document was found to be current. The critical issue of any such plan is accessibility and being current. The fact that it was recently updated reflects a periodic review of the information and references necessary in an EOP.

The project team review focused on the lack of inclusion of pertinent National Incident Management System (NIMS) applications, risk assessment processes, and determination of the needed resources to manage local emergencies. Reference to NIMS did not exist, with appendices and reference to the key documents necessary for preparation which will facilitate not only a more expeditious management of an event, but an easier process of developing information for reimbursement of expenses, should that become available. There was no integration of the Montgomery County assessment documents and reference to those identified risks within the borough. While this meets the intent of the Federal, State, and County Emergency Management processes, it is lacking in development of local risk determination and resource need identification. No specific fire department fire department actions/references were found.

The next revision should include expansion of the risk assessment process, with a specific self-assessment process provided under separate cover to help achieve this.

While no formal recommendation is being made, a review of the Borough Emergency Operations Plan was found to have minimal reference to local hazards and a related needs assessment for managing those risks. In addition, there was no reference. A separate document is provided which can be used to assist in this evaluation process.

Several individuals expressed concern with the way units are dispatched for seemingly routine calls such as carbon monoxide alarms. One apparatus with one career member is dispatched with the company on this type of call.

Three of the four companies felt strongly that the career firefighters could be better used. Putting two firefighters together would improve firefighter safety overall and specifically as referenced above.

One of the biggest problems with career firefighters is the administrative aspect of having these individuals answer to the presidents/chiefs. (E.g. Human Resource issues/questions, Worker's Comp, Benefits package, payroll issues.) There was a strong suggestion from everyone to make these members Borough employees. They need accurate job description and consistent salaries. (Duties vary and salaries vary between companies.)

Currently, volunteers come in as paid part-timers. This appears to be in violation of the Fair Labor Standards Act and requires the Borough Solicitor to further review and analyze this practice.

Several people said there were NO qualifications for chief officer. Need qualifications and assurance that people meet qualifications.

Recommendation Action Plan Summary

Based upon the input, findings and assessments conducted as part of this project, the assessment team provides the following recommendations. Each recommendation is provided with a problem statement and reason that it is a problem, and a solution. Where possible, a priority level is assigned, a projected completion time is provided, and if costs are foreseen, an estimate of that cost is provided.

The recommendations are submitted with the following considerations; the findings and improvement recommendations of the Insurance Services Office; state of the art best practices in risk assessment, standard of response cover, strategic planning; and practices and protocols defined within the reference documents for this project which are detailed in the References section of this report.

It must be recognized that the purpose of this process is to facilitate discussion and action on the problem. In reality, you may find alternative solutions which are more (or less) efficient, more (or less) costly, more (or less) politically expedient, take more (or less) time, and have more (or less) success. However, the fact that elected municipal officials, municipal administrative staff, and municipal fire and rescue service provider officers develop a consensus approach to managing the risks posed is the ultimate goal. The use of these recommendations as discussion and action points should assist you in achieving local progress in the management of fire and rescue services.

RECOMMENDATION 09-01

ISSUE/PROBLEM

Currently, there is no documented statement of what services are to be provided by the companies, as related to the needs and wants of the community. Understanding the parameters of the service to be provided and the related expectations from elected officials and members of the general public is critical to effective performance and the delivery of emergency services. Coupled with this statement of services should be the revision of the mission and vision statement for these municipal services. Without a lack of clarity regarding what services will be provided by whom, and when, will allow for multiple levels of standard of care and delivery, all of which could actually present both operational and risk management challenges for the municipality. The current approach has multiple mission and vision approaches for a single municipality, which may create service delivery conflict. Also, no Standard of Response Cover exists for the community's fire protection system. Without a standard of response cover defined, there is no true understanding and definition via "policy, procedure or guideline that determines the distribution, concentration and reliability of fixed and mobile response forces to fire, emergency medical service, hazardous materials, and other forces of technical response". Therefore decisions on level of service become arbitrary decision points, instead of being based on empirical evidence and rational discussion.

SUGGESTED ACTION

It is recommended to develop a statement of services which would indicate the types of services to be provided, the area to be covered, and the delegation of authority to perform those services. A model to accomplish this is provided in Appendix 1. A proposed mission statement and vision statement are provided within the body of the text and serve as starting points for discussion and development of Pottstown Borough Fire Service's vision and mission. Similarly, develop a Standard of Response Cover for use in Pottstown as a method to define a service expectation the community will accept. Not only does the standard of response cover establish expectations of performance of the fire companies, it is a tool for evaluating and defining the agencies goals and objectives, determines the levels of service for all, or portions of a community, and measures an agency's performance over different budget or operational years. This process can further serve as a benchmarking "trigger point" for the decision making purposes of delivery system changes or additions.

PRIORITY – 1

TIME FRAME – 6 MONTHS

COST – NONE ANTICIPATED – EXAMPLES PROVIDED

JUSTIFICATION/SUPPORT – NFPA STANDARD 1201, STANDARD FOR PROVIDING EMERGENCY SERVICES TO THE PUBLIC & COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS, PENNSYLVANIA SENATE RESOLUTION 60 REPORT.

RECOMMENDATION 09-02

ISSUE/PROBLEM

The Fire Companies have a number of standard operating guidelines. However, a strategic guideline which offers a framework for combating fire and dealing with emergencies both offensively and defensively should be used as a foundation document in their approach to managing emergencies.

SUGGESTED ACTION

An Operational Strategic Guideline should be developed that outlines some basic rules and principles that relate to the major areas of fire fighting strategy and subsequent fire ground activity. The uniform application of this guideline will produce favorable fire ground outcomes. A draft copy is provided in Appendix 4. This should also involve implementation of the National Incident Management System's ICS (Incident Command System) process.

All Standard Operating Guidelines should be web-based to allow for easy staff reference.

PRIORITY – 1

TIME FRAME – 3 MONTHS

COST – NONE ANTICIPATED

JUSTIFICATION/SUPPORT – NFPA STANDARD 1720 STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS.

RECOMMENDATION 09-03

ISSUE/PROBLEM

A comprehensive Community Risk Assessment for the provision of services to Pottstown Borough does not exist.

The lack of a community risk assessment for fire and non-fire risks is critical to the development of needed resources to combat a fire or other emergency. These tools not only enable the community to determine its needs, but also to develop a comprehensive long-term plan to manage both the activities and the costs.

SUGGESTED ACTION

Establish a process to assure a risk assessment and master plan is conducted for the community, which provides input and a basis for the development and implementation of the community's standard of response cover. The development process is best achieved by using the Commission on Fire Accreditation model for developing a Standard of Response Cover, which includes the risk assessment process.

PRIORITY – 2

TIME FRAME – 1 YEAR

COST – \$10,000 POTENTIAL COSTS MAY BE PLANNED FOR, IN THE EVENT FIRE COMPANY AND FIRE DISTRICT STAFF CANNOT ACCOMPLISH THIS TASK.

JUSTIFICATION/SUPPORT – NFPA 1201 STANDARD FOR PROVIDING EMERGENCY SERVICES TO THE PUBLIC and COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS.

RECOMMENDATION 09-04

ISSUE/PROBLEM

Although the Fire Chief provides an extensive amount of information annually, there is no definition or statement of information to be maintained or provided to the Borough on a regular basis. .

SUGGESTED ACTION

The information technology needs and function for the fire companies, as needed by Pottstown Borough, should be consolidated in the administrative function of the organization as a process that provides data to all facets of the fire companies. The overall IT function should be coordinated through the Fire Marshal's office and the Borough Information Technology Manager. Suggested data for maintenance by the companies and the fire marshal includes:

- fire inspection management and record keeping
- pre-emergency planning
- permit issuance
- personnel information
- apparatus maintenance
- building maintenance
- incident reporting
- training information
- training programs

Monthly reporting on specific data should be provided by the companies to the Fire Marshal.

PRIORITY – 2

TIME FRAME – 6 TO 9 MONTHS

COST – NONE ANTICIPATED AT THIS TIME, HOWEVER, SOME COSTS MAY NEED TO BE INCURRED BY THE FIRE COMPANIES OVER TIME AS PART OF ROUTINE INFORMATION MANAGEMENT COSTS.

JUSTIFICATION/SUPPORT – NFPA 1201 STANDARD ON PROVIDING EMERGENCY SERVICES TO THE PUBLIC, NFPA 1250 EMERGENCY SERVICE ADMINISTRATIVE RISK MANAGEMENT, VFIS TEXT “MANAGING VOLUNTEER AND COMBINATION EMERGENCY SERVICE ORGANIZATIONS”, and THE COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS.

RECOMMENDATION 09-05

ISSUE/PROBLEM

The fire companies currently develop annual report information, but it is not distributed to the community at large. Without a consolidated annual report, an understanding of the true value of the service to the community cannot be known or understood. This leads to lack of knowledge, lack of funding, and lack of interest.

SUGGESTED ACTION

Develop an annual report for consolidated service delivery provided to the borough by the four companies, including a projected costs savings to the taxpayers, through the utilization of the National Volunteer Fire Council's Volunteer Fire Service Cost Savings Model", available at www.nvfc.org . The report document should be no longer than one page two-sided and serve as a hand-out to the general public in multiple venues.

PRIORITY – 2

TIME FRAME – 9 MONTHS

COST – \$1,000 PRINTING COSTS

JUSTIFICATION/SUPPORT – COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS.

RECOMMENDATION 09-06

ISSUE/PROBLEM

Pre-emergency plans have been initiated, but not been conducted for all facilities and target hazards.

Without a predefined plan to identify potential hazardous facilities and emergency situations, resource needs cannot be planned for, offering the potential for greater than expected losses. While some preplanning is conducted and some plans are available, a more consistent flow of information from the Fire Marshal's office to the fire companies, including the development of appropriate plans, photos, data sources, etc. will enhance this planning effort and ultimately improve efficiency and performance at emergencies.

SUGGESTED ACTION

Develop a process for the development, distribution, and training of pre-emergency plans for target locations as identified in the risk assessment process. This should include water supply information, as well as a hydrant out-of-service notification process. The fire marshal's office should serve as an integral part of this process.

PRIORITY – 3

TIME FRAME – 18 MONTHS

COST – \$10,000 PER YEAR FOR OUTSIDE CONSULTING SERVICES OR TO INCREASE STAFF CAPABILITY.

JUSTIFICATION/SUPPORT – COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS, and NFPA STANDARD 1720 STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS.

RECOMMENDATION 09-07

ISSUE/PROBLEM

The organization has essentially remained the same for decades. The operational organization should reflect the needs and performance requirements of a modern, multi-station fire department.

SUGGESTED ACTION

The operational organization should be revised to reflect a leaner, more efficient organizational design with job qualifications provided for each position, as well as job descriptions to define performance expectations.

It is further recommended that a decision be made regarding who the career staff works for and reports to. It would be costly for the career staff to become Borough employees, however their job duties need definition and exception to meet department and community needs. An analysis of the indicated Fair Labor Standard Act issue is necessary. It is recommended that the career staff report to the Fire Chief/Fire Marshal but they can be assigned company tasks if consistent with the job description.

PRIORITY – 2

TIME FRAME – 12 MONTHS

COST – NONE ESTIMATED IF STAFF REMAINS FIRE COMPANY EMPLOYEES.
\$1500 TO EVALUATE FLSA ISSUE.

JUSTIFICATION/SUPPORT – NFPA 1201, STANDARD FOR PROVIDING
EMERGENCY SERVICES TO THE PUBLIC, AND THE COMMISSION ON FIRE
ACCREDITATION SELF-ASSESSMENT PROCESS.

RECOMMENDATION 09-08

ISSUE/PROBLEM

The project team identified that both a new station and an apparatus replacement plan are in order for Pottstown Borough. This requires the development of a long-range capital funding plan.

SUGGESTED ACTION

Borough officials should begin the process of determining the long term capitalized financial needs for emergency services in the borough and establish a methodology to pay for these long term needs. Typical methods of funding these needs are:

- annual reserving of funds
- bonds
- acquiring loans
- fund drives through community sources

However, the borough staff and elected officials may have alternative sources or ideas to fund capital projects.

PRIORITY – 2

TIME FRAME – 12 MONTHS

COST – NONE ANTICIPATED TO DEVELOP THE PLAN

JUSTIFICATION/SUPPORT – COMMONWEALTH OF PENNSYLVANIA BOROUGH CODE AND THE COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS.

RECOMMENDATION 09-09

ISSUE/PROBLEM

While budgets are crafted annually, they are not conducted with a standardized base for funding/requesting operational funds.

SUGGESTED ACTION

When fire companies request operating expenses, a standardized approach should be taken to assure there is an equity of the requests, and to identify any specific requests which may necessitate variances to the standard budgeting process. Appendix 17 provides additional information including a suggested format to use in developing the standardized funding request process.

In addition, if borough funds are used for staffing, the borough should be responsible for the development of job descriptions for those individuals being paid with borough funds.

PRIORITY – 2

TIME FRAME – 12 MONTHS

COST – NONE ESTIMATED FOR PLANNING PROCESS

JUSTIFICATION/SUPPORT – COMMONWEALTH OF PENNSYLVANIA BOROUGH CODE AND THE COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS.

RECOMMENDATION 09-10

ISSUE/PROBLEM

There is no structured approach to recruitment and retention.

People are the most valuable resource to any emergency agency, volunteer or career. Without people, apparatus cannot respond and incidents cannot be handled. The program must be developed based on what members want as benefits or incentives, what members value in the organization and effective leadership.

SUGGESTED ACTION

Develop and implement a comprehensive approach to the recruitment and retention of an adequate force of competent fire and rescue service personnel. Coupled with this should be minimal criteria for membership.

To assist in the process it is recommended to reach out into the business community for a local corporation to assist by providing a human resource person for technical support.

PRIORITY – 2

TIME FRAME – 12 MONTHS

COST – \$30,000 PER YEAR IN 2ND AND 3RD YEARS, \$0 IN FIRST YEAR

JUSTIFICATION/SUPPORT – USFA REPORT “RECRUITMENT AND RETENTION PRACTICES FOR VOLUNTEER EMERGENCY SERVICE ORGANIZATIONS, COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS, and US FIRE ADMINISTRATION AND NATIONAL VOLUNTEER FIRE COUNCIL PROGRAMS WHICH HAVE DEMONSTRATED SUCCESS.

RECOMMENDATION 09-11

ISSUE/PROBLEM

Personnel, training, health, and operational data are all critical to effective performance of a fire company. The lack of consistent data and its accessibility create challenges and conflicts to efficient operation of companies.

SUGGESTED ACTION

Develop a standardized set of data and documents to be maintained for each member, by each company. This should include, as a minimum, an application, physician's release to perform firefighter duties, training information, driver license, working papers, etc., as deemed appropriate. Sample information and forms are provided in VFIS safety and management forms which are forwarded under separate cover. Company safety officers should be assigned. Among the duties they should address needs for physical exams information requirements and related safety activities.

PRIORITY – 2

TIME FRAME – 12 MONTHS

COST – NONE ANTICIPATED

JUSTIFICATION/SUPPORT – COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS, NFPA STANDARD 1720 STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS, NFPA STANDARD 1201 STANDARD FOR PROVIDING EMERGENCY SERVICES TO THE PUBLIC, and USFA/NVFC PROGRAMS.

RECOMMENDATION 09-12

ISSUE/PROBLEM

Pump testing, aerial device testing, hose testing and ladder testing are being conducted, but not on an annual basis. This issue was also raised in the ISO report. The purpose of these tests is to assure reliability and functionality of the fire apparatus.

SUGGESTED ACTION

These tests should be conducted on an annual basis, with appropriate records to be maintained and action taken as needed to assure the apparatus is ready to be used in a moments notice, or removed from service as appropriate.

PRIORITY – 2

TIME FRAME – 12 MONTHS

COST – \$3,000 ESTIMATED PER YEAR

**JUSTIFICATION/SUPPORT– INSURANCE SERVICES OFFICE
RECOMMENDATIONS, APPARATUS MANUFACTURER RECOMMENDED
MAINTENANCE PROGRAM.**

RECOMMENDATION 09-13

ISSUE/PROBLEM

There is currently no specific process to determine the need for replacing apparatus.

SUGGESTED ACTION

A process for determining replacement of fire apparatus needs to be implemented. Appendix 16 provides an evaluation tool which should be completed for each piece of apparatus in the fleet. This will help determine potential longevity of the apparatus as well as help in determining financing options.

Consideration should be given to the following options. The fire apparatus fleet is aging and experiencing routine deterioration. Several concerns were expressed and include:

- "The outdated aerial ladder truck at the Phillies Fire Company needs to be replaced in the near future as does a pumper truck in this station. Both units can be replaced by one new unit (Quint/Aerial truck) at a significant savings. \$750,000 vs \$1.2 million."
- "The current pumper truck at the Phillies Fire Company should be totally refurbished for use as a reserved apparatus. This would cost the fire company approximately \$80,000."
- "Funding from these projects could come from several sources depending on the situations at the time they are undertaken.
 - First the new purchase would be made under the PA State COSTAR program thereby saving some initial cost due to prior established bid pricing
 - Refinancing of the borough loan on the last fire apparatus purchase could be explored (capital tax money)
 - Funds generated by the sale of the old aerial truck
 - Possible federal grant funding
 - The refurbishing of the reserve apparatus funded by the fire company or the Fireman's Relief Association"
- "The long term effect of implementing this program would be at least \$1.5 million in the short term and possibly a million-plus in future purchases, as there will not be as many units to replace."

PRIORITY – 1

TIME FRAME – IMMEDIATE

COST – NONE ANTICIPATED TO DEVELOP PROCESS

JUSTIFICATION/SUPPORT – COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS, and NFPA STANDARD 1901, STANDARD FOR AUTOMOTIVE FIRE APPARATUS.

RECOMMENDATION 09-14

ISSUE/PROBLEM

The current Phillies and Empire stations are reaching the end of its ability to efficiently serve for emergency service operations and vehicle housing in a modern suburban community. While adequate during the era of construction and a generation thereafter, today's apparatus require customization to fit into the station and the ability to integrate modern safety features is not feasible. Finally the administrative needs of the 21st century fire department are challenged to be met within the current facility.

SUGGESTED ACTION

The process should begin to eliminate the use of the current, inadequate Phillies and Empire stations, by establishing and constructing a fire station in with a timetable of five (5) years. There are two options for consideration.

1. Provide a new station for the two stations at the current location indicated in this report. This new "joint station" in the central part of the borough, for use by both companies, consolidating the personnel response and apparatus housing to one facility. (Considered to be the optimum solution for short and long term needs)
2. Determine an optional location (none readily identifiable other than one currently used as a day care) for a new station.

PRIORITY – 2

TIME FRAME – 12 MONTHS TO MAKE DECISION

COST – NONE ANTICIPATED TO DEVELOP THE PLAN, UP TO \$3,000,000 TO BUILD FACILITY

JUSTIFICATION/SUPPORT – NFPA STANDARD 1201, THE STANDARD FOR PROVIDING EMERGENCY SERVICES TO THE PUBLIC; NFPA STANDARD 1250 EMERGENCY SERVICE ORGANIZATION RISK MANAGEMENT; and ISO FIRE SUPPRESSION RATING SCHEDULE.

RECOMMENDATION 09-15

ISSUE/PROBLEM

When vehicles are started, there is no means to quickly and efficiently remove the vehicle exhaust from the area. Individuals then breathe this contaminated air while accessing their protective equipment and vehicles. Diesel and gasoline exhaust produce known carcinogenic products and carbon monoxide which can contaminate firefighter clothing and personally harm them.

SUGGESTED ACTION

Vehicle exhaust removal systems should be installed to eliminate toxic exhaust from the buildings. It is recommended that the four companies collectively submit a grant for funding of this equipment through the Assistance to Firefighters Grants program.

PRIORITY – 3

TIME FRAME – 36 MONTHS TO 72 MONTHS

COST – APPROXIMATELY \$35,000 PER STATION

JUSTIFICATION/SUPPORT – NFPA STANDARD 1500, STANDARD FOR FIREFIGHTER OCCUPATIONAL SAFETY AND HEALTH.

RECOMMENDATION 09-16

ISSUE/PROBLEM

There are existing Standard Operating Guidelines, developed by the Montgomery County Fire Chiefs integrated for the combined use in Pottstown Borough. The Standard Operating Guidelines recommended by the Montgomery County Fire Chiefs Association for use throughout the county to provide consistent operations when multiple agencies are involved in an event.

SUGGESTED ACTION

Continue the development of Standard Operating Procedures/Guidelines. Establish a prioritization for development and revision, using the information provided in this section and report as a guideline. Each SOG should be formatted as a separate document with one topic for each. If, for example, there are thirty topics, there would be 30 district SOG's. Each would be revised as dictated by local changes or changes in industry standards.

Integrate the Standard Operating Guidelines recommended by the Montgomery County Fire Chiefs Association in order to develop a more unified approach to these practices when involving multiple mutual aid agencies

PRIORITY – 1

TIME FRAME – 6 MONTHS

COST – NONE ANTICIPATED

JUSTIFICATION/SUPPORT – COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS, and NFPA STANDARD 1720 STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS, and MONTGOMERY COUNTY FIRE CHIEF'S AID ASSOCIATION RECOMMENDED STANDARD OPERATING GUIDELINES.

RECOMMENDATION 09-17

ISSUE/PROBLEM

There are existing Standard Operating Guidelines, developed which should be expanded for the combined use in Pottstown Borough.

SUGGESTED ACTION

Continue the development of Standard Operating Procedures/Guidelines. Establish a prioritization for development and revision, using the information provided in the section of this report as a guideline. Each SOG should be formatted as a separate document with one topic for each. If, for example, there are 30 topics, there would be 30 distinct SOGs. Each would be revised as dictated by local changes in industry standards.

It is suggested that due to the unique joint dispatching and response protocols that a team be established with no less than two members from each fire company to develop the new SOG manual, which would include one officer and one firefighter from each company.

PRIORITY – 1

TIME FRAME – 6 MONTHS

COST – NONE ANTICIPATED

JUSTIFICATION/SUPPORT – COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS, and NFPA STANDARD 1720 STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS.

RECOMMENDATION 09-18

ISSUE/PROBLEM

Automatic and Mutual Aid plans are in place, but are not formalized and are not consistent. For consistency, a “box alarm” system should be developed and implemented for consistent use within the borough.

SUGGESTED ACTION

A review of the automatic aid to Pottstown risks should be conducted over the next twelve months to assure the response matches the risk and that responses maximize the staffing opportunities of the companies. To standardize deployment to properties in Pottstown Borough, the following “box system” methodology for structure fires should be applied.

- For dwelling fires, a dispatch involving a complement of two quints, an engine and a rescue vehicle from the borough, plus an engine from an adjacent department, if their station is physically closer to the structure incident than a Pottstown station.

PRIORITY – 1

TIME FRAME – 6 MONTHS

COST – NONE ANTICIPATED

JUSTIFICATION/SUPPORT – COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS; NFPA STANDARD 1720 STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS; and 2008 MONTGOMERY COUNTY FIRE SERVICE SUMMIT REPORT.

RECOMMENDATION 09-19

ISSUE/PROBLEM

Although there is no method in place at this time to determine the extent of the workload of either of the Fire Marshal or paid firefighters, the mere fact that fire inspections cannot be completed is testament to the need for expanded staffing.

SUGGESTED ACTION

It is the opinion of the project team that the best remedy may be to have fire company drivers be trained in the inspection and pre-planning process and ultimately conduct fire inspections and preplans as part of their job duties.

PRIORITY – 2

TIME FRAME – 12 MONTHS

COST – NONE ANTICIPATED.

JUSTIFICATION/SUPPORT – THE COMMISSION ON FIRE ACCREDITATION SELF-ASSESSMENT PROCESS.

APPENDICES

APPENDICES

- APPENDIX 1 Municipal Fire and EMS Service Delivery Model**
- APPENDIX 2 Training Requirements by Position and Officer Qualifications**
- APPENDIX 3 NFPA Standard 1720 Self Assessment**
- APPENDIX 4 Strategic Guidelines for Emergency Operations**
- APPENDIX 5 Insurance Service Office Evaluation Summary**
- APPENDIX 6 Inventory of Standard Operating Guidelines in Use in Pottstown Borough**
- APPENDIX 7 Pottstown Borough Fire & EMS Response Data**
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- APPENDIX 9 Pottstown Borough Map Illustrating 1.5 mile Pumper Response Capability**
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- APPENDIX 11 Sample Pre-Emergency Planning Form**
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- APPENDIX 19 Budgeting Concept**
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APPENDIX 1

MUNICIPAL FIRE AND EMERGENCY MEDICAL SERVICE DELIVERY MODEL

MUNICIPAL FIRE/EMS SERVICE DELIVERY CHART

Based upon a meeting of the undersigned, this summary chart identifies the primary provider of services to the community.

Fire Suppression*	<u>POTTSTOWN FIRE DEPARTMENT</u>
Hazardous Materials – Awareness Level	<u>POTTSTOWN FIRE DEPARTMENT</u>
Hazardous Materials – Operations Level	<u>POTTSTOWN FIRE DEPARTMENT</u>
Fire Police	<u>POTTSTOWN FIRE DEPARTMENT</u>
Rescue (vehicle, elevator, light entrapment)	<u>POTTSTOWN FIRE DEPARTMENT</u>
Confined Space Rescue	<u>GOODWILL FIRE & RESCUE CO.</u>
Trench Rescue	<u>GOODWILL FIRE & RESCUE CO.</u>
Technical (structural collapse) Rescue	<u>GOODWILL FIRE & RESCUE CO.</u>
Water Rescue	<u>GOODWILL FIRE & RESCUE CO.</u>
High Angle Rescue	<u>GOODWILL FIRE & RESCUE CO.</u>
Basic Life Support – EMS	<u>GOODWILL EMS</u>
Advanced Life Support – EMS	<u>GOODWILL EMS</u>

APPENDIX 2

**TRAINING REQUIREMENTS BY
POSITION
AND
OFFICER QUALIFICATIONS**

Pottstown Borough

Training Requirements by Position (Recommended)

	HM Awareness	HM Operations	Infection Control	Exterior Firefighter	Interior Firefighter	CPR/AED	NIMS	ICS*	EVOC	VRT	Confined Space/Trench Rescue	High Angle	E First Responder	EMT	Pump Operation	Aerial Operations	Qualified App. Operator
Chief	X	X	X	X	X	X	X	X	X	X	X	X	X	-	X	X	X
Deputy Chief	X	X	X	X	X	X	X	X	X	X	X	X	X	-	X	X	X
Assistant Chief(s)	X	X	X	X	X	X	X	X	X	X	X	X	X	-	X	X	X
Captain(s)	X	X	X	X	X	X	X	X	X	X	-	X	-	-	X	X	X
Senior Firefighter(s)	X	X	X	X	X	X	X	X	X	X	-	-	-	-	-	-	-
Firefighter(s)	X	-	X	X	X	X	X	X	X	X	-	-	-	-	-	-	-
Probation Firefighter(s)	X	-	X	X	-	X	X	X	X	-	-	-	-	-	-	-	-
Apparatus Operator(s)	X	-	X	-	-	X	X	X	X	-	-	-	-	-	X	X	X

* Recruit orientation program

** If member responds to these type calls, they must have this training

NOTE: Anyone may be responsible for a task that may be within the ICS and should be understanding of the system. ICS is required by NIMS (IC 100, IC 200, IC 700).

NOTE: Physical Exams required as denoted by age.

NOTE: Fire Officer I Equivalent includes: Tactics and Strategy, Instructor, Supervision classes.

Pottstown Borough Officer Requirements By Position (Recommended)

	Fire Service Experience (YRS)	Company Experience (YRS)	Minimum Age	Firefighter I Certification	Firefighter II Certification	Fire Officer I Certification
Chief**	7	5	25	X	X	X
Deputy Chief**	5	3	24	X	X	X
Assistant Chief**	3	3	23	X	X	X
Captain	2	2	22	X	X	X
Senior Firefighter	1	2	21			
Firefighter	1	1	18			
Probation Firefighter	0	0	18***			
Apparatus Operator (cease driving at age 70)	1	1	21*			

* 18 Years of Age for vehicles under 10,000GVW

** An Assistant Chief must serve one year as a Captain

*** Junior firefighters may be younger than 18 but, must meet PA child labor law requirements

APPENDIX 3

NFPA 1720 SELF-ASSESSMENT STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION, EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC, BY VOLUNTEER FIRE DEPARTMENTS

***CONSOLIDATED ASSESSMENT OF AGENCIES
for
POTTSTOWN BOROUGH***

Introduction

NFPA 1720

STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION, EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS.

This standard was developed to identify minimum requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and volunteer fire departments. Approximately three of every four fire departments in the United States are volunteer; therefore this standard as well as related practices (accreditation, certification, etc.) have a profound effect on the direction of the volunteer fire service.

The standard does NOT include Fire Prevention, Community Education, Fire Investigations, Support Services, Personnel Management, and Budgeting.

This standard may, in the minds of some create a benchmark to aspire and plan to, to others, it represents a minimum baseline. To others it will serve as an expectation that contracted services must meet or plan to meet. In reality the standard will mean different things to different entities because a key section indicates, “The Authority Having Jurisdiction determines if this standard is applicable to their fire department”.

Therefore, the first question to ask and resolve is whether or not the Authority Having Jurisdiction (AHJ) will use/apply the standard. The AHJ will vary by municipality/district/etc. applying this standard.

The next step is to determine how the organization meets the “substantially volunteer” definition. There is no defined calculation method or model; thus, you may establish your criteria based on:

- Number of volunteers versus number of paid staff.
- Hours contributed by volunteers versus number of hours worked by paid staff.
- Average response (number of persons) by volunteer staff versus paid staff, or any similar calculations process.

It should also be recognized that this standard recommends a predefined approach in some cases, where an “equivalency” may occur locally. If there is an equivalency, documentation of how that is achieved is warranted. There is intent in this standard to enhance effectiveness and efficiency, even though they may not be compatible at all times. The intent of this guide and your evaluation and assessment should be to determine gaps and establish a plan to close those gaps over time.

As you review the NFPA 1720 document and this implementation guide you will quickly notice that there are enhanced expectations for volunteer units in organization, communication, planning documentation and scheduling; in some ways being modeled after career services. These can be narrowed to six key critical criteria, in addition to defining the level and type of services to be provided; as well as assuring a training program is in place to achieve performance competency.

Completing this self review is simple and straight forward. In order to help ensure accuracy, it is advisable to utilize the actual NFPA 1720 document in conjunction with the self review. This document is designed to assist departments in understanding and initiating the review process to determine key areas requiring action by the fire department. Many of these components can be achieved in a variety of ways. It is up to each agency to determine how achievement is measured. Simply indicating compliance with this document does not validate compliance. Appropriate support detail must be collected and maintained, and assurance made that any related references within the standard are complied with.

This matrix is not intended to replace or assure compliance with NFPA 1720, The Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments (2001 Edition). A copy of the entire NFPA 1720, including the appendices and related introductory detail, can be obtained from the:

National Fire Protection Association
1 Batterymarch Park
P.O. Box 9101
Quincy, MA 02269-9101

Additional NFPA Standards Referenced:

- ✓ NFPA 1500 Standard on Fire Department Occupational Health and Safety Program
- ✓ NFPA 472 Standard for Professional Competence of Responders to Hazardous Materials Incidents
- ✓ NFPA 1561 Standard on Emergency Services Incident Management Systems
- ✓ NFPA 1221 Standard for the Installation, Maintenance, and Use of Emergency Service Communications Systems
- ✓ NFPA 1600 Standard on Disaster/Emergency Management and Business Continuity Programs
- ✓ NFPA 1620 Recommended Practice for Pre-Incident Planning

Instructions for the Assessment Process

This assessment process has ten (10) components:

1. Thoroughly read and review this document, and preferably NFPA 1720 as well, prior to taking any action or making any assessment. Obtain appropriate advice or counsel before beginning the assessment.
2. Complete the “Definition Assessment” and the NFPA 1720 “Critical Criteria Assessment” sections. Note any deficiencies or items of concern in the “Summary Statement” section.
3. Read each survey component item.
4. Review the appropriate fire department document, procedure, operation, practice, etc. which applies to the survey component item. (suggested review items are indicated in the notes section)
5. In the notes section of the evaluation guide, indicate any applicable documents, processes, etc.; that demonstrates achievement of the component item.
6. Attempt to both document (D) and observe (O) achievement/compliance. This process completion should be noted by your marking by a check (✓ or X or circle) the D (documented), and O (observed) portions of each survey component item.
7. Use your best judgment to determine if the fire department
 - A – Achieved
 - PA – Partially Achieved
 - FA – Failed to Achievethe intent of each component. Indicate your grading on the appropriate survey component section and the summary page. Indicate any action required in the appropriate page of the summary.
8. Based upon your assessments, provide an overall assessment of how you believe the organization has achieved, partially achieved, or failed to achieve the intent of NFPA 1720. Provide substantiation statements to support your rating.
9. Transfer any “actions required” from the summary page to the “Action Plan” page, assigning the responsibility for completion to an appropriate person, and prioritize the action required.
10. Monitor the action plan on a monthly basis and incorporate, as needed, items into the annual and strategic plan; monitoring and modifying them on an annual basis.

The process should be done with all officers present and involved. Completion should take approximately 12 hours.

NFPA 1720 Definition Assessment

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Authority Having Jurisdiction has indicated whether or not the standard applies to the fire department.

Yes **X** No

Authority Having Jurisdiction: **Pottstown Borough** .

(if Fire Chief is AHJ what higher level authority has concurred)

- Person: --- .
- Title: Borough Manager and Borough Council

Organization has indicated and documented why it is classified under NFPA 1720.

(Predominately volunteer) **X** Yes No

Demonstrated via: **Charter, Constitution and By-Laws of each agency**

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NFPA 1720 EVALUATION CHECKLIST

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Fire Suppression Organization (4.1*⁸)						
Are fire suppression operations (ops) organized to ensure the fire department's (FD) suppression capability includes sufficient resources to efficiently, effectively & safely deploy fire suppression resources? (4.1*)	SOG(dispatch - response - manning automatic/mutual) Mission statement	ATTAINS	ATTAINS SOG	PARTLY ATTAINS SOG	PARTLY ATTAINS SOG Manual	PARTLY ATTAINS Depends on career staff for initial attack
Has authority having jurisdiction (authority) promulgated ⁹ the FD's organizational, operational, & deployment procedures with written regulations, orders and standard operating procedures (SOP's)? (4.1.1*)	Municipal Operating Statement SOG manual	ATTAINS	ATTAINS SOG Manual	PARTLY ATTAINS	PARTLY ATTAINS SOG Manual	ATTAINS
Do FD SOP's clearly state succession of command responsibility? (4.1.1.1*)	Organization Chart Job Descriptions ICS SOG	ATTAINS	FAILS TO ATTAIN Org chart	PARTLY ATTAINS ICS SOG	PARTLY ATTAINS Org Chart ICS SOG	PARTLY ATTAINS Borough ordinance only
Community Risk Management (4.2*)						
The Fire Department shall participate in a process that develops a community fire and emergency medical services risk management plan (4.2*)	Plan SOGs Standard of Response Cover Document Relation to Code Enforcement	ATTAINS Box alarms SOG's	FAILS TO ATTAIN Box alarms	PARTLY ATTAINS Box alarms SOG's	PARTLY ATTAINS SOG	PARTLY ATTAINS Needs to formalize SOC and perform to it

⁹ Promulgate – defined as to put into operation by formal proclamation

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
The specific role of the fire department and other responding agencies shall be defined by the community risk management plan. (4.2.1)	Plan SOGs Standard of Response Cover Document Relation to Code Enforcement	PARTLY ATTAINS Box alarms SOG's	FAILS TO ATTAIN Box alarms	PARTLY ATTAINS Box alarms SOG's	FAILS TO ATTAIN SOG	PARTLY ATTAINS
The number and type of units assigned to respond to a reported incident shall be determined by risk analysis and/or pre-fire planning (4.2.2*)	Plan SOGs Standard of Response Cover Document Relation to Code Enforcement	ATTAINS Box alarms SOG's	FAILS TO ATTAIN Box alarms	FAILS TO ATTAINS Box alarms SOG's	PARTLY ATTAINS SOG	PARTLY ATTAINS
Has the FD participated in development of a community risk management plan regarding associated risks with storage, use and transportation of hazardous materials (hazmat) (4.2.3.1)	Plan SOGs HazMat/team SOG Technical Rescue SOG	ATTAINS SOG's	FAILS TO ATTAIN	FAILS TO ATTAIN	FAILS TO ATTAIN	PARTLY ATTAINS Box alarms SOG's LEPC Relation

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Does plan define role of FD and other agencies for hazmat ops management as well as including other special operations (4.2.3.2).	Plan SOGs HazMat/team SOG Technical Rescue SOG LEPC Relation	ATTAINS SOG's	FAILS TO ATTAIN	FAILS TO ATTAIN	FAILS TO ATTAIN	PARTLY ATTAINS
Fire Suppression Organization (4.3)						
Has FD Identified minimum staffing requirements that ensure sufficient number of members are available to operate safely and efficiently? (4.3.1)	SOG – response - safety – RIT Standard of Response Cover	ATTAINS SOG	FAILS TO ATTAIN SOG	FAILS TO ATTAIN	FAILS TO ATTAIN	PARTLY ATTAINS
Table 4.3.2 indicated in Critical Criteria Assessment 11 completed by AHJ to determine staffing and response time capabilities, and the federal accomplishment for reporting purpose (4.3.2*)	Table completed in Critical Criteria Assessment Community Risk Profile Standard of Response Cover	ATTAINS Table completed in Critical Criteria Assessment	ATTAINS Table completed in Critical Criteria Assessment	PARTLY ATTAINS Community Risk Profile	PARTLY ATTAINS	PARTLY ATTAINS Table completed in Critical Criteria Assessment Community Risk Profile

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
After assembling necessary resources at emergency scene, does FD have the capability to safely initiate the initial attack within 2 minutes 90 percent of the time? (4.2.2.1)	Standard of Response Cover SOG Incident Reports	ATTAINS Incident Report	ATTAINS Incident Report	ATTAINS Incident Report	ATTAINS Incident Report	ATTAINS SOG's Incident Report
Are FD personnel responding to emergencies: 1. Organized into company units or response teams? 2. Equipped with appropriate apparatus & equipment? (4.3.3*)	Organization Chart SOG – response POV Inventory Records	PARTLY ATTAINS	PARTLY ATTAINS SOG	PARTLY ATTAINS SOG	PARTLY ATTAINS SOGs	PARTLY ATTAINS Inventory Records SOG Duties assumed on arrival
Do standard response assignments (including mutual aid response & mutual aid agreements) predetermined by location, & nature of reported emergency regulate the dispatch of companies, response groups and command officers to emergency incidents? (4.1.7*)	SOG – response Run cards – dispatch guidelines Any written agreements	ATTAINS Run cards & dispatch guidelines	ATTAINS SOG – response	PARTLY ATTAINS SOG's Run cards & dispatch guidelines Rescue Agreements	ATTAINS Run Cards SOG's	ATTAINS SOG's Run Cards

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
<p>Does FD maintain standard reports for each response that contains:</p> <ol style="list-style-type: none"> 1. Nature? 2. Location? 3. Description of ops performed? 4. Identification of members responding? (4.4.1*, 4.4.1.1, 4.4.1.2) 	Incident Report	ATTAINS Incident Report	ATTAINS Incident Report	ATTAINS Incident Report	ATTAINS Incident Report	ATTAINS Incident Report NFIRS Reporting
Annual Evaluation (4.4.2)						
<p>Does the Fire Department evaluate its level of service and deployment delivery and response time objective on an annual basis? (4.4.2.1).</p> <p>Annual evaluation shall be based on data relating to level of service, deployment and the achievement of each response time objective in each demand zone within the jurisdiction of the fire department (4.4.2.2).</p>	<p>Summary Report</p> <p>Report by Demand Zone</p> <p>Run Card – dispatch guidelines</p>	PARTLY ATTAINS Run Card – dispatch guidelines	ATTAINS Summary Report	FAILS TO ATTAIN	PARTLY ATTAINS SOG Response Run Cards	PARTLY ATTAINS Annual Report Report by demand zone SOG Response

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Quadrennial Report (4.4.3)						
<p>Does the fire department provide the AHJ with a written report, quadrennial, that shall be based on annual evaluations required by (4.4.3.1)?</p> <p>Does the report explain the predictable consequences of identified differences and address steps within a fire department strategic plan necessary to achieve compliance? (4.4.3.2)</p> <p>Standard response assignments and procedures, including mutual aid response and mutual aid agreements predetermined by location and nature of reported incident, shall regulate dispatch of companies, response groups, and command officers to fires and other emergency incidents.</p>	<p>Quadrennial Report</p> <p>Demand Zone charts & reports</p> <p>Strategic Plan</p> <p>SOG – response</p> <p>Run Card – dispatch guidelines</p> <p>Any written Agreements</p>	<p>PARTLY ATTAINS</p> <p>Run Card – dispatch guidelines</p>	<p>ATTAINS</p> <p>Report</p>	<p>PARTLY ATTAINS</p> <p>Monthly Report</p>	<p>PARTLY ATTAINS</p> <p>Run Card – dispatch guidelines</p>	<p>PARTLY ATTAINS</p> <p>Demand Zone reports</p> <p>SOG – response</p> <p>Annual report to council</p>
Fire Suppression Operations (4.5)						
Do SOP’s require one individual assigned as the incident commander (IC)? (4.5.1*)	SOG – ICS	<p>ATTAINS</p> <p>SOG - ICS</p>	<p>PARTLY ATTAINS</p> <p>SOG – ICS</p>	<p>ATTAINS</p> <p>SOG – ICS</p>	<p>ATTAINS</p> <p>SOG – ICS</p>	<p>ATTAINS</p> <p>SOG – ICS</p>
Do SOP’s require the assumption of command to be communicated to all units involved in the incident? (4.5.1.1*)	SOG – ICS	<p>PARTLY ATTAINS</p> <p>SOG – ICS</p>	<p>PARTLY ATTAINS</p> <p>SOG – ICS</p>	<p>FAILS TO ATTAIN</p>	<p>ATTAINS</p> <p>SOG – ICS</p>	<p>ATTAINS</p> <p>SOG – ICS</p>
Do SOP’s require the IC to be responsible for overall coordination & direction of all activities for the duration of incident? (4.5.1.2)	SOG – ICS	<p>ATTAINS</p> <p>SOG - ICS</p>	<p>FAILS TO ATTAIN</p> <p>ICS not used properly</p>	<p>FAILS TO ATTAINS</p> <p>SOG – ICS</p>	<p>ATTAINS</p> <p>SOG - ICS</p>	<p>ATTAINS</p> <p>SOG – Via borough ordinance</p>

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Do SOP's require the IC to ensure an accountability system is immediately established to ensure rapid accounting of all on-scene personnel? (4.5.1.3)	SOG – Accountability & ICS Training Records	PARTLY ATTAINS SOG Account- ability	FAILS TO ATTAIN Equipment not used	PARTLY ATTAINS SOG – Account- ability & ICS	ATTAINS SOG – Account- ability & ICS	ATTAINS SOG
Do SOP's require the company officer/crew leader to be aware of the identity, location, & activity of each member assigned to the company at all times? (4.5.2)	SOG Accountability system Radio equipment	FAILS TO ATTAIN Account- ability system	PARTLY ATTAINS Radio Equipment Account- ability system	PARTLY ATTAINS SOG	PARTLY ATTAINS SOG Account- ability System	ATTAINS SOG Account- ability System
Do SOP's require the company members to be aware of the identity of the company officer/crew leader? (4.5.2.1)	SOG Accountability system Training records	PARTLY ATTAINS SOG	PARTLY ATTAINS Account- ability system	FAILS TO ATTAIN Account- ability system	ATTAINS SOG Account- ability system	FAILS TO ATTAIN Not identified in SOG
Initial Attack (4.6)						
Are orders to crewmembers, particularly verbal & those at emergency scenes transmitted through the company officer? (4.5.2.2)	SOG	PARTLY ATTAINS SOG	FAILS TO ATTAIN SOG	PARTLY ATTAINS	ATTAINS SOG	ATTAINS ICS-SOG

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Are initial attack ops organized to ensure that at least four members are assembled before initiating internal fire attack at a working structure fire? (4.6.1*)	SOG	PARTLY ATTAINS SOG	FAILS TO ATTAIN	FAILS TO ATTAIN	PARTLY ATTAINS	ATTAINS Via career staff
Do two members work as a team while in hazardous area? (4.6.2)	SOG Incident reports	FAILS TO ATTAIN SOG	PARTLY ATTAINS SOG	PARTLY ATTAINS	ATTAINS	ATTAINS
Do SOP's provide for the assignment of two members outside of hazardous area to assist or rescue team operating within the hazardous area? 1. One of these rescue team members is permitted to engage in other activities (4.6.3) 2. Members performing critical tasks that if abandoned to perform rescue, would endanger any firefighter operating at the incident are prohibited from assignment to the two-person rescue team (4.6.4)	SOG	PARTLY ATTAINS SOG	FAILS TO ATTAIN Do not maintain RIT team and do not maintain 2-in/2-out	FAILS TO ATTAIN	FAILS TO ATTAIN	ATTAINS
Where immediate action could prevent loss of life or serious injury, are initial attack ops organized to ensure that first arriving attack personnel who find an imminent life-threatening situation take appropriate action (even with less than 4 personnel on-scene) in accordance with NFPA 1500 ¹⁰ ? (4.6.5)	SOG Incident reports for accidents	PARTLY ATTAINS SOG Incident report for accidents	FAILS TO ATTAIN Not in department documents	PARTLY ATTAINS	FAILS TO ATTAIN	ATTAINS Incident report for accidents

¹⁰ NFPA 1500 – Standard on Fire Department Health and Safety Program

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Beyond the capability of the initial attack, can FD provide for sustained ops including: <ol style="list-style-type: none"> 1. Fire suppression? 2. Search & rescue? 3. Forcible entry? 4. Ventilation? 5. Preservation of Property? 6. Accountability of personnel? 7. Dedicated rapid intervention crew (RIC)? 8. Support activities beyond capabilities of initial attack? (4.6.6) 	SOG – response Automatic aid agreement	ATTAINS SOG	PARTLY ATTAINS SOG – response Limited personnel	PARTLY ATTAINS SOG - response	PARTLY ATTAINS SOG – response	ATTAINS SOG – response Automatic aid agreement
Intercommunity Organization (4.7)						
Are mutual aid, automatic aid and other fire protection agreements in writing and complete and include issues such as: <ol style="list-style-type: none"> 1. Liability for deaths and injuries? 2. Disability retirements? 3. Cost of services? 4. Authorization to respond? 5. Staffing and equipment? 6. Resources made available? 7. Designation of incident commander (IC)? (4.7.1*) 	SOG Dispatch center procedure Agreements written – Township Inter-municipal agreement Training records	ATTAINS SOG Dispatch center procedure	ATTAINS Dispatch center procedure	FAILS TO ATTAIN	PARTLY ATTAINS	PARTLY ATTAINS SOG Dispatch center procedure No written agreement
Are procedures and training of personnel for all FD’s involved in agreements sufficiently comprehensive to produce an effective fire force and insure uniform operations? (4.7.2)	SOG Training records	PARTLY ATTAINS SOG	FAILS TO ATTAIN At department level	FAILS TO ATTAIN	FAILS TO ATTAIN SOG & Training Records	PARTLY ATTAINS Training Records

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Are units responding to mutual aid incidents equipped with communications equipment to permit communications with IC, division, group and/or sector officers? (4.7.3)	SOG Dispatch center procedures Inventory of radios	ATTAINS SOG Dispatch center procedures	ATTAINS Dispatch center procedures Radio inventory	FAILS TO ATTAIN Dispatch center procedures Radio inventory	ATTAINS SOG Dispatch center procedures Radio inventory	ATTAINS SOG Dispatch center procedures Radio inventory
Emergency Medical Services (4.8*) <i>This aspect is not part of this evaluation.</i>						
Special Operations Response (4.9*)						
IF PROVIDED, are FD's special operations (special ops) organized to insure special ops capability includes sufficient: <ol style="list-style-type: none"> 1. Personnel 2. Equipment 3. Resources to deploy the initial arriving company and additional alarm assignments providing such special ops services? (4.9.1.1) Established automatic and mutual aid agreements are permitted to comply with these requirements. (4.9.1.1)	SOG's Mutual aid agreement	ATTAINS SOG'S	ATTAINS SOG's	PARTLY ATTAINS Mutual aid agreement	PARTLY ATTAINS	ATTAINS SOG's

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Has FD adopted a special ops response plan and related standard operations procedures (SOP's) that specify: 1. Role and responsibilities of the FD in special operations? 2. Authorized functions of members responding to HazMat incidents? (4.9.3)	SOGs	ATTAINS SOG's	ATTAINS SOG's	NO Response	PARTLY ATTAINS	ATTAINS SOG's
Are FD members expected to respond to HazMat incidents beyond first responder operations level trained to applicable requirements of NFPA 472 ¹¹ ? (4.9.4)	SOG Mission statement Training records & certification	ATTAINS SOG's Training records & certification	ATTAINS Training records & certification	PARTLY ATTAINS SOG's Training records & certification	PARTLY ATTAINS	ATTAINS SOG's Training records & certification
Does FD have capacity to implement RIC during special operations incidents that would subject firefighters to immediate danger of injury, or in the event of equipment failure or other sudden events per NFPA 1500 ¹² ? (4.9.5)	SOG Training records Current Run Cards	ATTAINS SOG's	FAILS TO ATTAIN	FAILS TO ATTAIN	FAILS TO ATTAIN SOG's Training records	PARTLY ATTAINS Training records

¹¹ NFPA 472-Standard for Professional Competence of Responders to Hazardous Materials Incidents

¹² NFPA 1500-Standard on Fire Department Occupational Safety and Health Program

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
<p>If a higher level of response is needed beyond the capability of the FD for special ops, does the FD have procedures to determine:</p> <ol style="list-style-type: none"> 1. Availability of outside resources to deploy these capabilities 2. Method of contact and response 3. Integration with local resources? (4.9.6.1) <p>Do procedures limit FD to performing only those specific special ops functions for which their personnel are trained and equipped? (4.9.6.2)</p>	<p>SOG</p> <p>Contact list/agreements</p> <p>Dispatch procedures</p> <p>SOP</p> <p>Mission statement</p>	<p>ATTAINS</p> <p>SOG's</p> <p>Dispatch procedures</p>	<p>ATTAINS</p> <p>Dispatch procedures</p>	<p>PARTLY ATTAINS</p> <p>Dispatch procedures</p>	<p>PARTLY ATTAINS</p> <p>Dispatch procedures</p>	<p>ATTAINS</p> <p>Contact list and agreements</p> <p>Dispatch procedures</p> <p>SOG's</p>
Safety & Health System (5.1*)						
<p>Does FD provide occupational safety and health program in accordance with NFPA 1500¹³ that forms the basic structure of protecting the health & safety of firefighters, regardless of the scale of the dept. or emergency? (5.1*)</p>	<p>SOG</p> <p>Safety officer</p> <p>Safety Program in place</p> <p>Contact for CISD</p> <p>OSHA Compliance Review</p> <p>Physicals/Physical Fitness Program</p> <p>Safety Posters</p>	<p>PARTLY ATTAINS</p> <p>SOG</p> <p>Safety Officer</p>	<p>ATTAINS</p> <p>OSHA requirements</p> <p>Physical fitness equipment</p> <p>Safety posters</p>	<p>PARTLY ATTAINS</p> <p>SOG</p> <p>Safety officer</p> <p>Contact for CISD</p>	<p>PARTLY ATTAINS</p> <p>Safety Officer</p> <p>Contact for CISD</p>	<p>PARTLY ATTAINS</p> <p>SOG</p> <p>Safety officer</p> <p>Contact for CISD</p>

¹³ NFPA 1500-Standard on Fire Department Occupational Safety and Health Program

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Incident Management System (5.2*)						
Does FD provide an incident mgmt system in accordance with NFPA 1561 ¹⁴ that forms the basic structure of all emergency ops regardless of scale of dept. or emergency? (5.2.1)	SOG	ATTAINS SOG	FAILS TO ATTAIN SOG not followed	FAILS TO ATTAIN	ATTAINS SOG	ATTAINS SOG
Is incident mgmt system designed to manage incidents of all different types, including (5.2.2*) <ul style="list-style-type: none"> - structure fires - wildland fires - hazmat incidents - emergency medical operations - others 	SOG	ATTAINS SOG	FAILS TO ATTAIN SOG not followed	FAILS TO ATTAIN	ATTAINS SOG	ATTAINS SOG
Does FD have a training program and policy to ensure that personnel are trained and their competency is maintained to execute their responsibilities consistent with FD's organization and deployment addressed in Chapter 4? (5.3)	SOG Training program Training records	ATTAINS SOG Training records	PARTLY ATTAINS Training records	PARTLY ATTAINS Training records	PARTLY ATTAINS SOG Training records	PARTLY ATTAINS Training records
Communication System (5.4*)						
Does FD have a reliable communication system to facilitate prompt delivery of fire suppression, EMS and special operations? (5.4.1*)	SOG License Test	ATTAINS SOG	ATTAINS SOG	ATTAINS Test	ATTAINS SOG	ATTAINS County system

¹⁴ NFPA 1561-Standard on Emergency Services Incident Management System

Survey Component	Performance Demonstration	Phillies	Empire	Goodwill	North End	SUMMARY RATING
Do FD's communications facilities, equipment, staffing and operation procedures comply with NFPA 1221 ¹⁵ ? (5.4.2)	Certification statement/license	ATTAINS Certification statement/license	ATTAINS Certification statement/license	ATTAINS Certification statement/license	ATTAINS	ATTAINS County system
Do operating procedures for radio communications provide for standard protocols and terminology at all types of incidents? (5.4.3)	SOG	ATTAINS SOG	PARTLY ATTAINS SOG	ATTAINS SOG	ATTAINS SOG	PARTLY ATTAINS SOG
In compliance with NFPA 1561, is standard terminology established to transmit information including: 1. Strategic modes of operation? 2. Situation reports? 3. Emergency notifications of imminent hazards? (5.4.4)	SOG	ATTAINS SOG	PARTLY ATTAINS SOG	ATTAINS SOG	ATTAINS SOG	PARTLY ATTAINS SOG
Pre-Incident Planning (5.5*)						
Does FD have operational requirements to conduct pre-incident planning, with particular attention to target hazards? (5.5*)	SOG PEP's/run book – run book only Risk assessment survey	NO Response	FAILS TO ATTAIN PEP's/run book – not updated in many years	FAILS TO ATTAIN PEP's/run book – run book only Risk assessment survey	PARTLY ATTAINS SOG	FAILS TO ATTAIN

¹⁵ NFPA 1221-Standard for the Installation, Maintenance and Use of Emergency Services Communications Systems

APPENDIX 4

**STRATEGIC GUIDELINE
FOR
EMERGENCY OPERATIONS**

Pottstown Borough Fire and Emergency Medical Services

DRAFT - Standard Operational Guideline - DRAFT

S.O.P Title: Strategic Guidelines
Original Issue Date:
Latest Revision:

Page 1 of 8

Authorized By _____

This Strategic Guideline identifies and outlines some basic rules and principles that relate to the major areas of fire fighting strategy and subsequent fire ground activity. The uniform application of this guideline will produce favorable fire ground outcomes. This guideline is designed to offer a basis and simple framework for the Pottstown Borough Fire Department fire ground operations and command; it also represents many existing practices, and a defining of how this department is expected to perform during certain emergencies.

STRATEGIC PRIORITIES

There are four separate strategic priorities that must be considered in order to stabilize fire ground situations - these priorities also establish the order that other basic fire ground functions must be performed. These strategic priorities should be regarded as separate, yet interrelated, activities that must be considered in order. The Incident Commander cannot proceed on to the next priority until the objective of the current function has been completed.

The Basic Strategic Priorities are as follows:

Life Safety (Rescue) - The activities required to protect occupants, and to treat the injured.

- a) **Removing victims from threat**
- b) **Removing threat from victims**
- c) **Defending in place, to buy time**

Exposure Protection - Keep things (persons or property) that are threatened by fire from being damaged by fire.

Fire Control/Extinguishment - The activities required to stop the forward progress of the fire and to bring the fire under control, and complete extinguishment.

Property Conservation - The activities required to stop or reduce additional loss to property. This includes but is not limited to salvage.

All four strategic priorities require a somewhat different tactical approach from both a command and an operational standpoint. While the Incident Commander should satisfy the objectives of each function in its priority order, he must, in many cases, overlap and "mix" the activities of each to achieve completion. Notable examples of this are the need many times to achieve interior tenability with active/extensive fire control efforts before getting on with primary search, or the need to initiate salvage operations while active fire control efforts are being extended.

1. LIFE SAFETY

It shall be a standard Pottstown Borough Fire and Emergency Medical Services procedure to extend a primary and secondary search in ALL involved and dangerously exposed areas that can be entered in accordance with the Occupational Safety & Health Administration (OSHA) 2 in 2 out rule. The Incident Commander and operating companies cannot depend upon reports from spectators to determine status of victims. Fire Department personnel should utilize such civilian reports as to the location, number and condition of victims as information that "supports" routine primary search efforts. Positive information from spectators about victims inside shall be considered sufficient for the OSHA rescue exception. Other probabilities as well may indicate a situation where the OSHA exception applies. Such activity must only be carried out with the knowledge and consent of the Incident Commander in order to insure the safety of the rescuers.

The Incident Commander must structure initial operations around the completion of the **primary search**. Primary search means companies have quickly gone through ALL occupiable area(s) and verify the removal and/or safety of all occupants. Asking spectators or one time occupants "is everybody out?", or the status of the fire, is not enough. Time is the critical factor in the primary search process and successful primary search operations must be extended quickly and during initial fire stages to be regarded as being primary. The completion of the primary search shall be reported to the Incident Commander using plain language by those who were assigned the task. It is the responsibility the Incident Commander to coordinate primary search assignments, secure completion reports from interior companies and to communicate the search accomplishment to all units operating on the scene. The Incident Commander must make specific primary search assignments to companies to cover specific areas of large complex occupancies and maintain on-going control of such companies until the entire area is searched. Once the primary search has been completed and communicated to all units, the Incident Commander must take steps to

maintain control of access to the fire area; beware of occupants (and others) re-entering the building.

The life safety functions that follow lengthy fire control activities are regarded as representing a **secondary search**. A secondary search means that fire companies thoroughly search the interior of the fire area after initial fire control and ventilation activities have been completed. Different companies should preferably complete a secondary search than those involved in the primary search activities. Thoroughness (rather than time) is the critical factor in a secondary search.

The *stage of the fire* becomes a critical factor that affects the life safety approach developed by the Incident Commander. The following items outline the basic approach of the Incident Commander to standard fire stages:

Nothing Showing - In nothing showing situations or in very minor fire cases that clearly pose no life hazard, the officer in charge must organize and direct a rapid interior search and those carrying out that task must promptly report their findings. In such cases, the interior search for victims will also verify no fire.

Smoke Showing - In smoke showing and working fire situations, fire control efforts must be extended simultaneously with rescue operations to gain entry and to control interior access to complete the primary search. In such cases, the Incident Commander and all operating companies must be aware that the operation is in a rescue mode until primary search is complete, regardless of the fire control required. In working fire situations, primary search must be followed by a secondary search.

Fully Involved - In cases of fully involved buildings or sections of buildings, immediate entry (and primary search activities) becomes impossible and survival of the occupants improbable, the incident commander must initially report fully involved conditions and that a primary search is not possible. As quickly as fire control is achieved, Command must then structure what is in effect a secondary search for victims.

The Incident Commander must consider the following factors in developing a basic life safety size-up:

- Number, location and condition of victims.
- Effect the fire has on the victims.
- Capability of the fire-rescue forces to enter the building, remove and protect the victims and control the fire.

The most urgent reason for the special calling of additional units is for the purpose of covering life safety. It is the responsibility of the Incident Com-

mander to develop a realistic (and pessimistic) rescue size up as early as possible.

The Incident Commander must make one of these three basic life safety decisions.

Do we remove victims from the threat?

Do we remove the threat from the victims?

Do we buy time until more resources are available?

In some cases occupants may be safer in their rooms than moving through contaminated hallways and interior areas. Also, such movement may impede interior fire fighting. In still other cases the fire-rescue personnel may have no choice in the matter; some occupants will insist in evacuation while others will refuse to leave the relative safety of their rooms.

Life Safety efforts should be extended in the following order:

Most severely threatened.
The largest number (groups).
People in the remainder of the fire area.
People in the exposed areas.

All initial attack forces must be directed toward supporting rescue efforts and hose lines must be placed in a manner to control interior access, confine the fire, and protect avenues of escape. Hose line placement becomes a critical factor in these cases and all operating companies must realize that the operation is in a Life Safety (rescue) Mode and if necessary operate in a manner that writes off the structure in order to buy rescue time.

Normal means of interior access (stairs, halls, interior public areas, etc.) should be utilized to remove victims whenever possible. Secondary means of rescue (ladders, fire escapes, and the like), should be utilized only in their order of effectiveness.

It shall be the responsibility of the incident commander to structure the treatment of victims after removal. Multiple victims should be removed to the same location for more effective treatment. The incident commander should direct and coordinate the "EMS" structure whenever possible. Implementation of the "Mass Casualty" might be in order depending upon circumstances and the number of victims.

2. FIRE CONTROL

It shall be the standard Pottstown Borough Fire Department operating procedure to attempt to stabilize fire conditions by extending wherever possible an **aggressive**¹⁶ well-placed and adequate interior fire attack effort and to support that attack with whatever resource and action is required to reduce fire extension and to bring the fire under control. Incident commanders must develop a fire control plan of attack that first stops the forward progress of the fire and then brings the fire under control. In most cases, the first arriving company will not *immediately* have adequate resources to accomplish all of the attack needs that may be faced. The initial Incident Commander must prioritize attack efforts, act as a resource allocator and determine the resources the fire will eventually require. Accurate forecasting of conditions by the Incident Commander becomes critical during this initial evaluation process.

There will be cases where the entire first arriving engine company (as a whole, fully geared unit!) may be required to enter a structure to locate, search, and operate an attack line from a standpipe system. This situation will most likely occur in buildings such as college dormitories, high rise, and modern low-rise buildings. When this "total engine company" enters the structure, **the second arriving engine must function as the water supply company feeding the various fixed fire protection systems being used.** Radio communication becomes critical during this process. Other arriving units must know what the first arriving unit is doing. The *Total Engine Company Concept* is an option, and mentioned here for individual officer consideration.

Fires should be fought from the unburned side. Attack from the burned side generally will drive the fire, smoke and heat into uninvolved portions of the building and the interior control forces out of the building.

Fires should be fought from the interior. The fastest place to put water on the fire is generally from the outside at the point where the fire is burning out of the building – most of the time this is the worst application point.

The Incident Commander must consider the most dangerous path of travel and avenue of fire extension, particularly as it affects rescue activities, confinement efforts, and exposure protection. Resources must then be allocated based upon this fire growth prediction.

Initial attack efforts must be directed toward supporting primary search. The first attack line must go between the victims and the fire and protect avenues of escape.

¹⁶ A well- thought out, staffed, equipped, and supplied (GPM) fire fighting\life safety effort.

First arriving units must determine fire location and extent before starting fire operations (as far as possible). All such beginning operations must be communicated.

Put water on fire: The rescue, exposure protection, confinement, extinguishment, overhaul, ventilation & salvage problem is solved in the majority of cases by a fast, strong, well-placed attack.

The Incident Commander must consider seven (7) sides (or sectors) of the fire: front, back, sides, top, bottom and interior.

The Incident Commander must develop a conscious time decision with regard to both the size of the attack and the position of the attack. The bigger the attack, the longer it takes to get it going; the more the interior attack is repositioned, the longer it will take to complete the task. "*Where the fire is going to be?*" after set up is completed, is an important question that must be answered.

Lacking direction, when fire is showing, companies will many times lay hose and put water on the fire utilizing the fastest, shortest, most direct route. This process has been identified in some fire service texts as the "candle-moth syndrome"; everyone wants to go to the flames. It is the responsibility of the Incident Commander to insure that all operations are "directed" activities.

When the fire is coming out of a burning building and not affecting exposures, **let it vent**. Launch an interior attack from the unburned side. It is generally venting in the proper direction. Placing a hose stream in the ventilation opening is dangerous, careless and reckless. It requires discipline on the part of the fire fighters and fire officers not to do so, and not submit to "candle-moth" temptations.

The Incident Commander must develop critical decisions that relate to cut-off points and must approach fire spread determinations with pessimism. It takes a certain amount of time to "get water" and the fire continues to burn while the attack gets set up. The Incident Commander must consider where the fire will be when attack efforts are ready to actually go into operation; if the Incident Commander misjudges, the fire may burn past the planned attack/cut-off position.

Don't put water into burned-out property, particularly where there is unburned property elsewhere left to burn. It is generally improper to operate fire streams into property that is already lost, many times such activity is done at the expense of exposed unburned property, and wastes valuable extinguishment efforts. Write-Off property that is already lost and go on to protect exposed property based on the most dangerous direction of spread. Do not continue to operate in positions that are essentially lost.

3. PROPERTY CONSERVATION

It shall be standard Pottstown Borough Fire Department operating procedure to commit whatever fire ground resource is required to reduce property loss to an absolute minimum. **It must be stressed that; the age old practice of taking chances with fire fighter lives for vacant and derelict buildings is no longer acceptable!** *The Incident Commander must weigh the risk versus the benefit, at all operations.* The activities that relate to effective property conservation require the same early and on-going command functions and aggressive action as both rescue and fire control. All members are expected to perform in a manner that continually reduces loss during fire operations.

When the fire is out - shut down fire streams. Early recognition that the forward progress of the fire has been stopped is an important element in reducing loss. The earlier the salvage operations begin, the smaller the loss.

When basic fire control has been achieved, the Incident Commander must commit and direct companies into "stop loss" activities; such activities generally include:

- Evaluating damage to overall fire area.

- Evaluating the salvage value of various areas.

- Evaluate resources that will be required.

- Committing the necessary companies to salvage functions.

- Reducing hose lines from fire control functions to salvage functions.

- Additional rotation of personnel due to fatigue.

In cases where there is an overlapping need for both fire control and salvage to be performed simultaneously and where initial arriving companies are involved in fire fighting and salvage remains undone, it shall be considered reasonable to special call additional resources to perform salvage functions.

Be aware that personnel involved in rescue and fire control operations are generally fatigued and have reached a state of reduced efficiency by the time property conservation functions must be completed - this can result in a high potential for injury. The incident commander must evaluate personnel conditions and replace with fresh companies if needed.

4. ASSUMPTION OF COMMAND

First Arriving Unit: The first arriving unit or officer is responsible for initially assuming command. This individual (officer or member in charge of the unit) retains command responsibilities until command is transferred to a higher-ranking officer or until the incident is terminated. This assumption of command by the first unit is **mandatory**.

As the identity of the incident commander changes through the formal *command transfer process*, the responsibility for command functions also changes. (Note: The Incident Commander is responsible for all Command functions, all of the time during the incident) The term INCIDENT COMMANDER refers jointly to the person, the functions, and the location of who ever is in charge, and provides a standard identification tag for the **single** person in charge. With this system, it should be all but impossible for more than one officer to act as an Incident Commander at any one time on any one incident scene.

Incident Commander Modes - When the first unit arrives, quick decisions must be made as to which of the following commitments the unit will make:

NOTHING SHOWING MODE - Generally requires investigation by the first arriving unit while others remain in a stand-by position. Usually, the officer on the first unit will go with the investigating company while **using the portable radio to continue the command function**. In effect, this creates a "mobile command"; a condition that is otherwise undesirable.

FAST ATTACK MODE - Requires immediate action to stabilize (e.g., a working, interior fire in a residence, apartment or small commercial occupancy). For an offensive fast attack, the choice may be to lead the attack while utilizing the portable radio to continue command. This fast attack mode should be concluded rapidly with one of the following outcomes:

Situation stabilized by the offensive attack.

Command transferred to the first arriving chief officer

Situation not stabilized; member in charge of the first arriving unit moves to an exterior (stationary) command position.

The Fast Attack Mode will most likely be the mode most officers will utilize in the beginning, at the majority of fires.

COMMAND MODE - Because of the size of the fire, complexity of the occupancy, or the possibility of extension, some situations will demand strong direct command from the outset. In these cases,

the first arriving unit will maintain at an exterior command position and remain there until relieved of command.

Chief officers arriving upon the scene of an incident not yet declared under control may "take" Command by a formal process. The actual command transfer is regulated by a very simple, straightforward procedure that includes: Contacting the Incident Commander directly. (Face to face is always preferable), however, transfer of command by radio can be accomplished during fairly simple incidents when the responding officer has "copied" all Command activity made before arrival. Standard communications must be followed.

The officer being relieved will provide a briefing that includes:

- Initial Situation - "What was it like when you arrived?"
- Deployment & Assignment - "What you are doing?"
- Strategic and Tactical Plan - "What would you do if I wasn't here?"
- Safety Considerations- "Are there any unusual safety problems that you know of?"

This briefing concludes with a confirmation of command transfer. It should be a short, straight to the point exchange!

The County Dispatch Center shall be advised what unit identifies the Incident Commander.

Transfer of Command takes place on the scene only.

Only the Incident Commander shall do radio communications from the scene to the dispatch center.

APPENDIX 5

INSURANCE SERVICES OFFICE SUMMARY FINDINGS OF POTTSTOWN BOROUGH, MONTGOMERY COUNTY, PA

*(Information extracted from reports of
August 16, 1996 ISO report for Pottstown)*



INSURANCE SERVICES OFFICE FIRE DEPARTMENT SUMMARY FINDINGS 1996

RATING SEGMENT – RECEIVING & HANDLING FIRE ALARMS	POTTSTOWN BOROUGH	MAXIMUM CREDIT
Credit for Telephone Service - This item reviews the facilities provided for the public to report fires, including the listing of fire and business numbers in the telephone directory	1.90	2.00
Credit for Operators This item reviews the number of operators, on duty, at the communication center to handle calls	3.00	3.00
Credit for Dispatch Circuits - This item reviews the dispatch circuit facilities used to transmit alarms to fire department members	5.00	5.00
TOTAL CREDIT FOR RECEIVING & HANDLING FIRE ALARMS	9.90	10.00
RATING SEGMENT – FIRE DEPARTMENT	POTTSTOWN BOROUGH	MAXIMUM CREDIT
Credit for Engine Companies - This item reviews the number of engine companies and the hose and equipment carried.	6.36	10.00
Credit for Reserve Pumpers - This item reviews the number of reserve pumpers and the equipment carried on each	0.59	1.00
Credit for Pumper Capacity - This item reviews the total available pump capacity	5.00	5.00
Credit for Ladder Service - This item reviews the number of ladder and service companies and the equipment carried.	4.08	5.00
Credit for Reserve Ladder Service This item reviews the number of reserve ladder and service trucks and the equipment carried	0.57	1.00
Credit for Distribution - This item reviews percent of the built-upon area of the city which has a first-due engine company within 1.5 miles and a ladder-service company within 2.5 miles	2.66	4.00
Credit for Company Personnel - This item reviews the average number of equivalent fire fighters and company officers on duty with existing companies	6.10	15.00+
Credit for Training - This item reviews the training facilities and their use.	2.25	9.00
TOTAL CREDIT FOR FIRE DEPARTMENT	27.61	50.00+

+ indicates that credit for manning is open-ended, with no maximum credit for this item

RATING SEGMENT – WATER SUPPLY	POTTSTOWN BOROUGH	MAXIMUM CREDIT
Credit for Water System - This item reviews the supply works, the main capacity and hydrant distribution.	29.56	35.00
Credit for Hydrants - This item reviews the type of hydrants, and method of installation	2.00	2.00
Credit for Inspection and Condition of Hydrants - This item reviews the frequency of inspections of hydrants and their condition.	2.10	3.00
TOTAL CREDIT FOR WATER SUPPLY	34.27	40.00

Deficient areas identified include (references needed gpm and available gpm) (gpm refers to gallons per minute of water available from water supply system)

RECOMMENDATIONS

For maximum credit in Schedule, 4 engine companies are needed in your borough. These are calculated as follows:

- 3 for the Basic Fire Flow of 3,500 gpm.
- 1 additional for the method of operation.

You have 4 engine companies in service. These are calculated as follows:

- 50 percent for Engine 21 because of insufficient equipment, hose, pumper tests, hose tests.
- 70 percent for Engine 22 because of insufficient equipment, pumper tests, hose tests.
- 64 percent for Engine 27 because of insufficient equipment, hose, pumper tests, hose tests.
- 70 percent for Engine 69-62 because of insufficient equipment, pumper tests, hose tests.

Credit For Reserve Pumpers (Item 523)

For maximum credit in the Schedule, 1 fully-equipped reserve pumper is needed. You have 1 reserve pumper. This is calculated as 50 percent for Pumper 23 because of insufficient equipment, hose, pumper tests, hose tests.

Credit For Ladder Service (Item 549).

For maximum credit in the Schedule, 2 ladder companies are needed in your borough. These are calculated as follows:

- 2 Ladders due to the size of the area served and to the method of operation.

You have 2 ladder companies. These are calculated as follows:

- 77 percent for Ladder 13 because of insufficient equipment, insufficient aerial ladder tests.
- 87 percent for Ladder 15 because of insufficient equipment, insufficient elevating platform tests.

Credit for Reserve Ladder Service.

For maximum credit in the Schedule, 1 full-equipped reserve ladder truck is needed. You have 1 reserve ladder truck. This is calculated as follows:

- 35 percent for Truck 69-6 because of insufficient equipment.

Credit for Distribution.

For maximum credit in the Schedule, all sections of the borough with hydrant protection should be within 1 ½ miles of an adequately-equipped engine company and 2 ½ miles of an adequately-equipped ladder, service, engine ladder, or engine-service company. The distance to be measured along all-weather roads.

Credit for Company Personnel.

An increase in the on-duty company personnel by one person will increase the credit by 0.43% and an increase in the response by other fire department members by one person per company will increase the fire department credit by 0.82%.

Credit for Training

For maximum credit in the Schedule, complete facilities should be provided for training and the training program should be improved. You receive 31 percent credit for the current training program and the use of facilities.

For maximum credit in the Schedule, pre-fire planning inspections of each commercial, industrial, institutional and other similar type buildings should be made twice a year by company members. Records of the inspections should include complete and up-to-date notes and sketches.

For maximum credit in the Schedule, records should be kept of all training.

APPENDIX 6

**INVENTORY OF
STANDARD OPERATING GUIDELINES
IN USE IN
POTTSTOWN BOROUGH**

STANDARD OPERATING GUIDELINES (SOG) IN USE
Personal Protective Equipment
Response to Incidents
Equipment Tactical Response
Incident Command
Carbon Monoxide Response
Post Incident
Special Service
Department Personnel Standards
Barrier Tape Use
Electrical Emergency Response Policy
Personnel Scene Accountability Policy
Response for CMERT Support
Thermal Imaging Camera
Department Chaplain Procedure Response
Rehab Procedure
800 Mh3 Radio Policies
Department Awards Program
Department Progressive Disciplinary Policy
Local Emergency Command
Traffic Vest Policy
Emergency Support Agencies Response Procedures

APPENDIX 7

FIRE AND EMS RESPONSE DATA

Pottstown Borough Historical Fire Response Data













Organization	2006	2007	2008
Fire	214	197	183
Hazardous Condition (no fire)	211	150	180
Rescue	199	209	150
False Alarm	119	187	245
TOTAL	963	834	873
Avg. Resp. Time (minutes)	3.19	3.34	3.19

Compiled based on data provided by Chief Lengel.

APPENDIX 8

POTTSTOWN BOROUGH TARGET HAZARD MAP

LEGEND

-  **Hospital & Nursing Home**
-  **Hotels/Motels**
-  **Residential Mid-rise Buildings**
-  **Residential Complexes**
-  **Schools**
-  **Churches**
-  **Shopping Centers**
-  **Utility Facilities**
-  **Transportation**
-  **Industrial**
-  **Communications**
-  **Bulk Fuel Storage**



**STREET LAYOUT PLAN
 OF
 BOROUGH OF POTTSTOWN
 MONTGOMERY COUNTY
 PENNSYLVANIA**

SCALE: 1" = 100'

DATE: APRIL 1, 1992
 JAN. 2, 1992
 JAN. 17, 1992
 JUNE 18, 1992
 DEC. 23, 1992
 DEC. 17, 1993
 MAY 16, 1998
 CHG. 9, 1998
 AUG. 3, 2001

APPENDIX 9

POTTSTOWN BOROUGH MAPS ILLUSTRATING 1.5 MILE PUMPER RESPONSE CAPABILITY

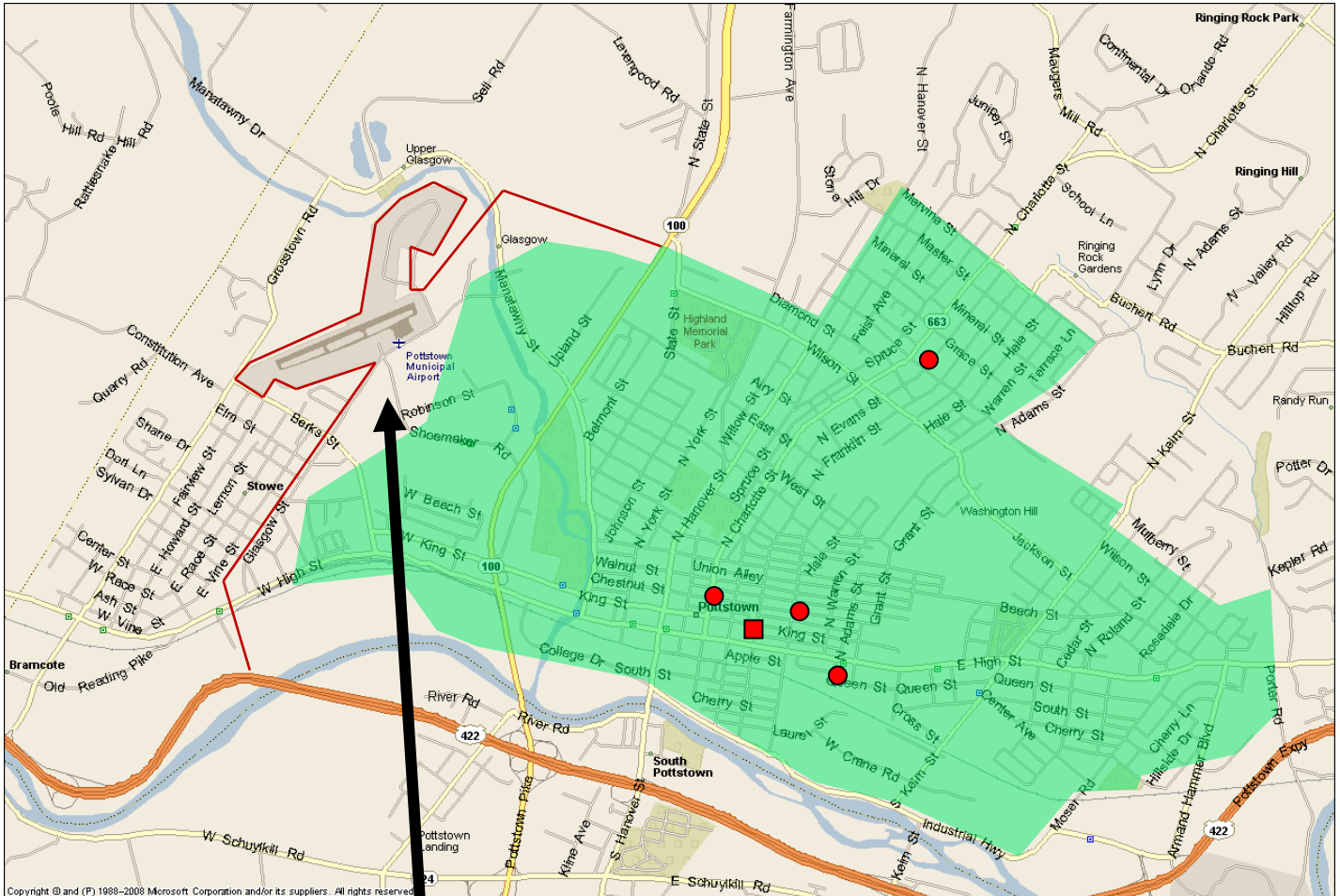
PUMPER 1.5 MILE FROM EXISING STATIONS

(Chestnut & Franklin Sts.)

(Chestnut & Penn Sts.)

(Bailey & High Sts.)

(Prospect & Evans Sts.)



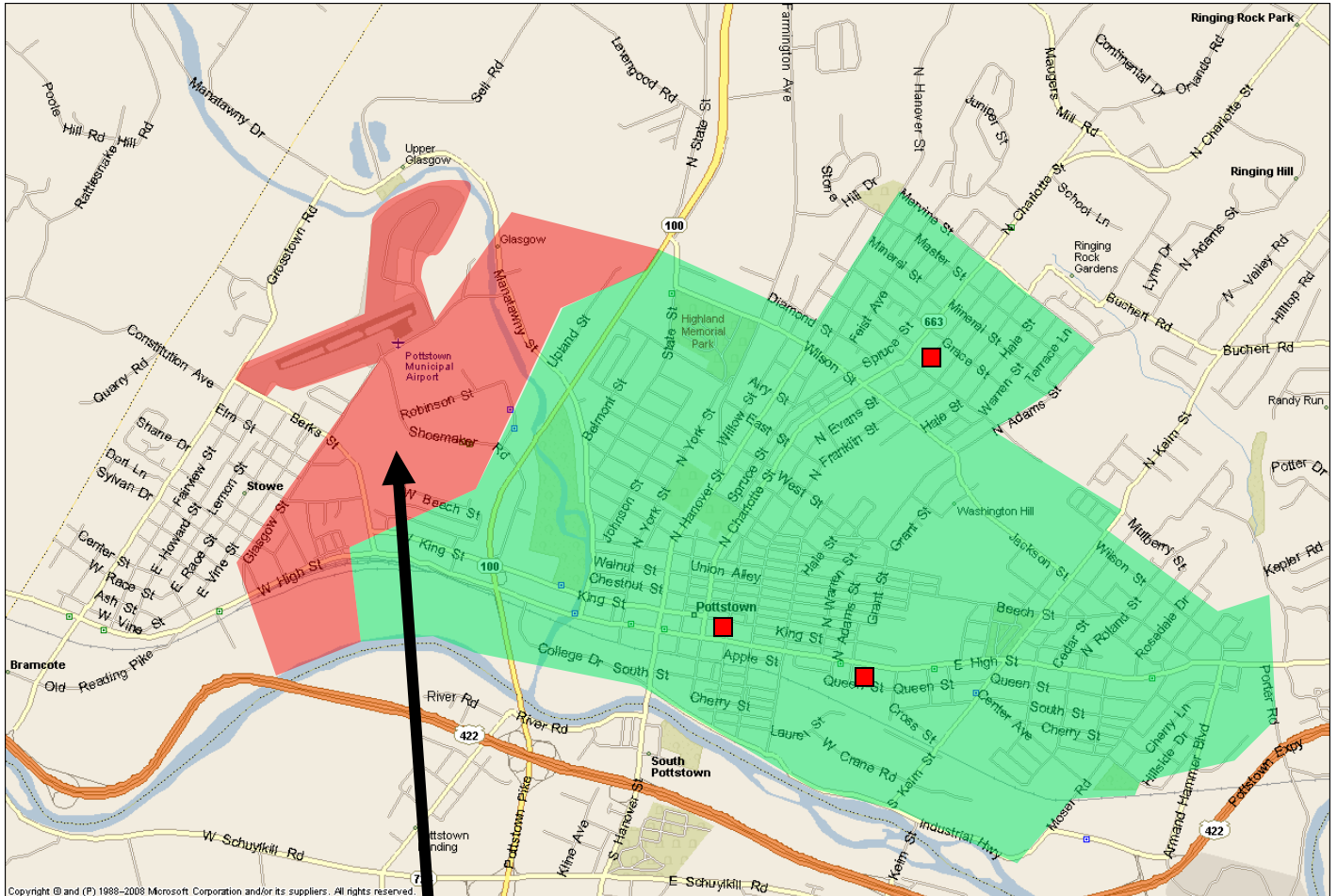
Not within 1.5 mile distance

PUMPER 1.5 MILE FROM PROPOSED STATIONS

(High & Evans Sts.)

(Bailey & High Sts.)

(Prospect & Evans Sts.)

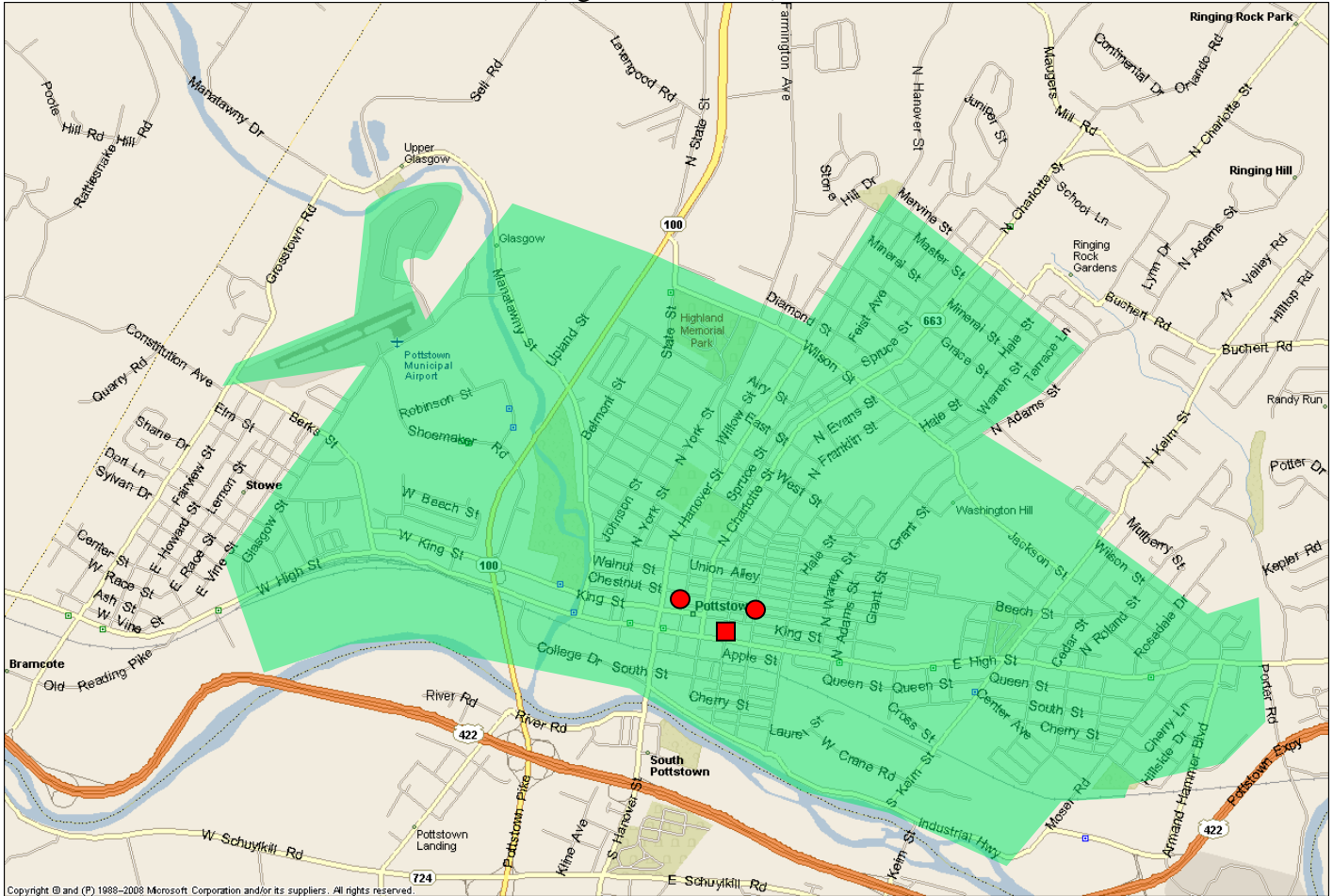


Not within 1.5 mile distance

APPENDIX 10

POTTSTOWN BOROUGH MAP ILLUSTRATING 2.5 MILE AERIAL LADDER RESPONSE CAPABILITY

**AERIAL LADDER
 2.5 MILE COVERAGE
 FROM EXISTING STATIONS
 (Chestnut & Franklin Sts.) ●
 (Chestnut & Penn Sts.) ●
 OR PROPOSED STATION
 (High & Evans Sts.) ■**



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APPENDIX 11

SAMPLE PRE-EMERGENCY PLAN FORMAT¹⁷

¹⁷ Jenaway, W.F., Pre-Emergency Planning, ISFSI, Ashland, MA, 1984.



**POTTSTOWN BOROUGH FIRE & EMERGENCY MEDICAL SERVICES
FACILITY PRE-PLANNING REPORT**

I. GENERAL INFORMATION

ADDRESS _____ DATE _____

TYPE OCCUPANCY _____

BUSINESS NAME _____

TELEPHONE: BUSINESS _____ EMERGENCY _____

NAME AND ADDRESS OF OCCUPANT _____

NAME AND ADDRESS OF OWNER _____

MATERIALS OF CONSTRUCTION _____

BUILDING DIMENSIONS: LENGTH _____ WIDTH _____ # FLOORS _____

STRUCTURAL NOTES (FIRE WALLS, BREACHES, ETC.) _____

DOLLAR STOCK CONCENTRATION:

STOCK	SQ. FT.	STOCK/BLDG. VALUE
-------	---------	-------------------

BUILDING _____		
----------------	--	--

TOTAL		
-------	--	--

COMMENTS:



II. UTILITIES

HEAT: TYPE _____ SIZE _____ LOCATION (H) _____

COOL: TYPE _____ SIZE _____ LOCATION (C) _____

GAS SHUT-OFF (G) LOCATION _____

CO. NAME/PHONE NO. _____

ELECTRIC SHUT-OFF LOCATION (EL) _____

CO. NAME/PHONE NO. _____

STEAM/OTHER SHUT-OFF LOCATION (S) _____

CO. NAME/PHONE NO. _____

WATER SHUT-OFF LOCATION (W) _____

CO. NAME/PHONE NO. _____

COMMENTS: _____

III. EXTERIOR

OBSTRUCTIONS:

FENCES _ VEHICLES _ WIRES _

WALLS _ EQUIPMENT _ TREES _

GATES _ PRODUCTS _ SIGNS _

OTHER/COMMENT _____

EXPOSURES:

N: CONSTRUCTION _____ HEIGHT _____ DISTANCE _____

OCCUPANCY _____

S: CONSTRUCTION _____ HEIGHT _____ DISTANCE _____

OCCUPANCY _____

E: CONSTRUCTION _____ HEIGHT _____ DISTANCE _____

OCCUPANCY _____

W: CONSTRUCTION _____ HEIGHT _____ DISTANCE _____



OCCUPANCY _____

IV. WATER SUPPLY

SOURCE _____ TYPE _____

HYDRANT LOCATION/GPM AVAILABLE _____

GPM NEEDED:

1. BUILDING LENGTH X WIDTH + 1,000
10 = _____

2. (HT. IN STORIES - 1) X 500 = _____

3. EXPOSURES 0' - 30' = 2,000 31' - 60' = 1,500 = _____
61' - 90' = 1,000 91' + = 500 = _____

4. IF NONHAZARDOUS OCCUPANCY, SUBTRACT 1/4 OF (1 + 2 + 3) = _____

5. IF FIRE RESISTIVE OR SEMI-FIRE RESISTIVE BUILDING,
SUBTRACT 1/3 OF (1 + 2 + 3) = (_____)

6. IF BUILDING IS AUTOMATICALLY SPRINKLERED,
SUBTRACT 1/10 OF (1 + 2 + 3) = (_____)

GPM TOTAL REQUIRED _____

GPM AVAILABLE _____

GPM EXCESS OR (NEEDED) _____

COMMENTS _____

V. OTHER PROTECTION

F.D. CONNECTION A.S. F.D. CONNECTION STDP.

EXTINGUISHERS _____

OTHER _____

(NOTE ON DIAGRAM AS APPROPRIATE)

HOUSEKEEPING: GOOD FAIR POOR

SPECIAL HAZARDS/LOCATION/CONTROLLED (YES/NO)

* _____ / _____ / _____

* _____ / _____ / _____

* _____ / _____ / _____
* _____ / _____ / _____

VI. TACTICAL CONCERNS

RESCUE:

HIGHLY POPULATED AREAS _____

NEED FOR _____

INVALIDS _____

HOW TO ACCOMPLISH _____

FORCIBLE ENTRY/VENTILATION:

ACCESS POINTS _____

LOCKING METHODS _____

FORCING METHODS _____

BLIND OPENINGS _____

FALSE CEILINGS/COCKLOFTS _____

POSSIBLE FIRE TRAVEL ROUTES _____

METHODS TO CONTROL FIRE TRAVEL _____

POTENTIAL MAN-TRAPS/DROP-OFFS _____

ROOF LEVEL: CONSTRUCTION CONCERNS _____

NOTE ON DRAWING: SCUTTLE HOLES ____ SKYLIGHTS ____ PENTHOUSE ____

HEAVY OBJECTS ____ PARAPETS ____ VENTS ____

OTHER _____

COMMENTS _____



ADJOINING STRUCTURE USE _____

LOCATION/TYPE OF: (INCLUDE ON DRAWINGS)

STAIRWAYS _____

ELEVATORS (E) _____

FIRE ESCAPES _____

EVACUATION CONCERNS _____

SALVAGE NEEDS _____

VII. POTENTIAL NONFIRE EMERGENCIES

- HAZARDOUS MATERIALS FLOOD WINDSTORM/TORNADO
EARTHQUAKE VEHICLE SNOW
BOMB OTHER _____

EMERGENCY MEDICAL NEEDS _____

VII. GENERAL COMMENTS

IX. BUILDING PLANS

PLOT (SHOW RELATIONSHIPS OF BUILDING, STREET, EXPOSURES, WATER SUPPLY)
FLOOR (SHOW FOR EACH FLOOR: ROOMS, WALLS, DOORS, KEY ACCESS POINTS)
ROOF (SHOW LOCATION OF ALL OBJECTS)
TACTICAL (SHOW TACTICAL APPROACH TO INCIDENT)

MIX AND MATCH TO SHOW BEST DESCRIPTION

APPENDIX 12

RISK ASSESSMENT BY PLANNING ZONE SAMPLE REPORT

Planning Area 11

FIRE-RESCUE RISK LEVEL – MEDIUM

This planning area in the East portion of the Township is comprised of primarily single family houses of frame construction, ranging from approximately 1,200 square feet to 1,800 square feet. The Westwood Shopping Center is also located in this Planning Area, as is the Westwood Farms Swim Club (with a 1-story ordinary construction structure), several small commercial properties, a church, and the Westwood Farms Elementary School (a 1 story non-combustible school building) which houses some 456 students. This is an extremely dense housing area, with small dwellings and small lots. There are some 411 housing units. The Westwood Shopping Center is comprised of a 30,000 square foot grocery store and several smaller stores, all of which are sprinklered. There is a diagram for the Westwood Shopping Center, but no pre-emergency plan has been developed. There are several small streams determined to be of no significance in this Planning Area, as well as St. James Cemetery and John Phillips Sousa Park. A water supply deficiency was identified by ISO for this Planning Area.

There is one target fire hazard in this Planning Area.

- 1. The CSX Rail Line presents numerous challenges such as rail accidents and brush fires to name the most common. A Local Emergency Planning Commission Survey and Analysis was not available for review, nor was it known if one was completed, yet should be to understand the types of rail cars traversing the township and the probability of a related incident. The CSX Railroad crosses the coverage area east to west with freight and Regional Rail commuters (average daily riders 13,000) rail line runs north and south. While Regional Rail is technically not in the Township, the fire company is the primary responder.**

There are no non-fire target hazards in this Planning Area.

Planning Area 11's Fire Rescue Risk Level is rated MEDIUM based on the following empirical and anecdotal data.

1. Historically, this Planning Area experiences between 1 and 5% of total fire service responses each year which places it in the MEDIUM risk level.
2. The population density for this area is 1,142 as compared to an average of 551 per Planning Area.
3. There are no significant fire threats in this Planning Area, however, the density of housing and related population, water supply deficiencies identified by ISO, and the location of a significant size elementary school present a greater than average probability for responses.

A pre-emergency plan should be prepared for

- Westwood Shopping Center
- CSX Rail Line

Sample

Additional required resources (needed water supply, apparatus type and number, staffing levels and patterns, unique hazards and the method to manage the hazard, and mutual aid) for the target hazards identified are indicated in specific response dispatch procedures. Copies are attached.

THIS INFO IS THEN INDICATED ON A MUNICIPAL MAP WHICH RELATES THE RISK LEVEL TO OTHER PORTIONS OF THE COMMUNITY. AN OVERLAY TO A WATER SUPPLY MAP SHOWING DEFICIENT AREAS, AS WELL AS AREAS WHERE STRUCTURES REQUIRE LADDERING OR EXCESS STAFFING REQUIREMENTS ARE ALL COMPONENTS TO DETERMINE NEEDED RESOURCES.

APPENDIX 13

RECRUITMENT AND RETENTION PLAN



RECRUITMENT AND RETENTION STRATEGIC PLAN FOR THE POTTSTOWN BOROUGH FIRE DEPARTMENT

August, 2009

In today's world, whether an organization is totally volunteer, a combination services or paid/career; recruiting and retaining quality personnel is challenging, time consuming and critical to sustaining effective operations.

As part of this project, the following information was developed to assist the Pottstown Borough Fire Department in enhancing their recruitment and retention efforts. Recruiting members to meet the needs of the organization and then keeping those individuals involved in the service is critical to sustaining the value brought to the community through neighbors helping neighbors.

The following chart provides an approach for use by the Company to plan its recruitment and retention activities. A reference text with support details and other useful tools for implementation is provided under separate cover.

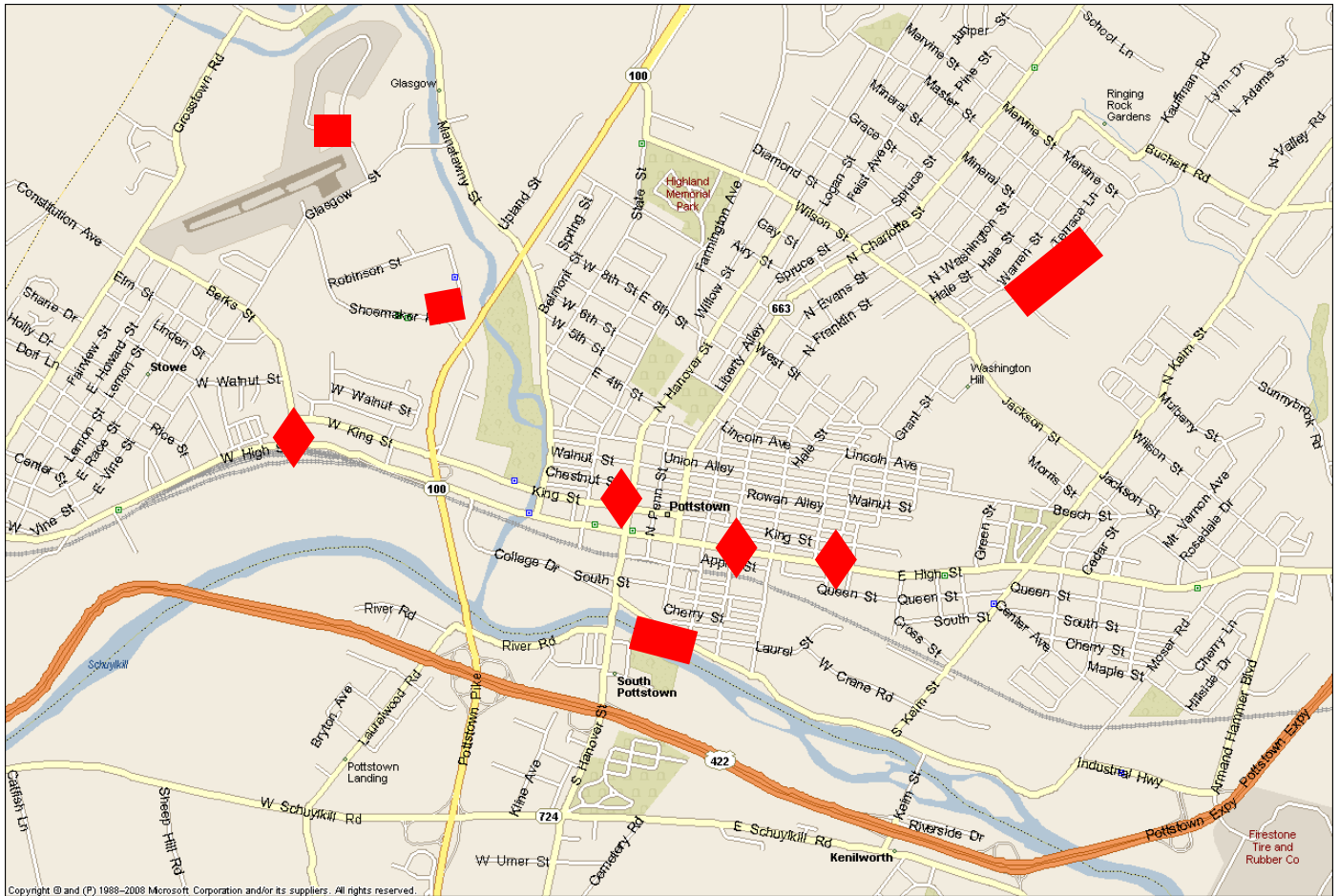
2009 – 2010 Recruitment and Retention Plan

Activity	Timing	Resource & Location	Responsibility	Status
1. Assign a Recruitment & Retention Committee, and develop benchmarks for success	1/10	Use program criteria from support documents Obtain local corporate assistance		
2. Implement Everyone Get One Campaign	1/10 through 4/10	Use program criteria from support documents		
3. Conduct Junior Firefighter Recruiting Drive in High School	1/10	Use program criteria from support documents		
4. Determine other possible initiatives from Volunteer Recruitment & Retention Manual” provided	2/10	“USFA Recruitment and Retention Manual”		
5. Poll members of additional incentives of interest to members	9/09	Use program criteria from support documents		
6. Implement incentives of interest to members	6/10 through 12/10	Local Sources		
7. Develop budget for 2010 Recruitment & Retention Initiatives	9/10			
TBD – local issues				
TBD – local issues				
TBD – local issues				
Create 2011 Plan based on success and failure in 2009/2010	12/10			

APPENDIX 14

WATER SUPPLY MAP

WATER SUPPLY DEFICIENCY AREAS PER ISO



■ = Less than required water supply available

APPENDIX 15

APPARATUS REPLACEMENT COST PROJECTION



POTTSTOWN FIRE DEPARTMENT												
APPARATUS AND MAJOR EQUIPMENT REPLACEMENT PLAN												
UNIT	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Comment/Info*	
1986 Ladder 69			824,775									
1986 Engine 69-4		450,000										Becomes reserve engine
2001 Service 69								125,000				
1976 Engine 69-2												Not to be replaced
2007 Quint 69				45,000								
1980 Engine 69-6	485,000											
2004 Rescue 69												
1995 Squad 69							654,750					
1982 Special Ops 69												Refurbished
2003 Utility 69										85,000		
2003 Squirt 69												
2000 Air 69							300,000					
2000 Utility 69-1							75,000					
Station	0	0	0	3,000,000	0	0	0	0	0	0		
TOTALS BY YEAR	485,000	450,000	0	3,045,000	0	0	1,029,750	125,000	0	85,000		
TAX/BORO INCOME	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000		
SUBSCRIPTION INCOME	0	0	0	0	0	0	0	0	0	0		
GRANT INCOME	0	0	0	0	0	0	0	0	0	0		For capital expenses
GRANT INCOME OTHER	0	0	0	0	0	0	0	0	0	0		For capital expenses
EQUIP SALE INCOME**	0	96,000	0	4,000	0	0	0	0	0	4,000		
INTEREST INCOME	0	0	0	0	0	0	0	0	0	0		
EXPENSE - LOANS	0	0	0	0	0	0	0	0	0	0		
EXPENSE	485,000	450,000	0	3,045,000	0	0	1,029,750	125,000	0	85,000		
ACCOUNT BALANCE	-385,000	-639,000	-539,000	-3,480,000	-3,380,000	-3,280,000	-4,209,750	-4,234,750	-4,134,750	-4,115,750		
** Estimate 10% of cost of new vehicle being purchased												
Pumpers estimated with a 20 year life, ladders estimated with a 25 year life, Service vehicles with a 15 year life.												
THIS IS AN ILLUSTRATIVE PROJECTION, WITH MANY VARIABLES, ALL OF WHICH REQUIRE DECISION BY THE ORGANIZATION'S ADMINISTRATION												

APPENDIX 16

VEHICLE ASSESSMENT FORM



VEHICLE ASSESSMENT (conducted every 3 years)

Unit # _____ Date _____

Vehicle _____ VIN _____

<u>Vehicle Component</u>	<u>Rating*</u>	<u>Adversely Affects State Inspection</u>
Engine	_____	<input type="checkbox"/>
Chassis	_____	<input type="checkbox"/>
Transmission	_____	<input type="checkbox"/>
Axles	_____	<input type="checkbox"/>
Electrical	_____	<input type="checkbox"/>
Pump	_____	<input type="checkbox"/>
Tank	_____	<input type="checkbox"/>
Steering	_____	<input type="checkbox"/>
Body	_____	<input type="checkbox"/>
Aerial Device	_____	<input type="checkbox"/>
Ability to access parts & readily repair vehicle	_____	

Comments _____

Projected Life _____ Years Signed _____ EVT

*Rating Definition: 1 = works well, no problems
 2 = any problems resolved by routine maintenance
 3 = problem is manageable
 4 = major repair required in next 12 months, costing over \$5,000
 5 = not functional

APPENDIX 17

FACILITY CONCEPT & COST ESTIMATE

Facility Concept & Cost Estimates

Based on the review and analysis conducted a facility cost estimate is provided as a preliminary/conceptual cost estimate that can be used for planning purposes. This will include estimates for site preparation, and building construction based on prevailing costs within the local area. ESECG is not, however, an architectural or engineering firm. Prior to proceeding with acquisition of project funding it is recommended that the services of a firm qualified in such costing be employed. Note, since you have indicated that land is already available, land acquisition costs will not be included in this estimate.

The project team has provided one option for consideration: A combined fire/EMS facility as a joint station on the property currently used as a parking lot.

With regard to the potential costs defined on the attached pages, there are two estimates developed for each type structure. It should be noted that a structure of less sturdy construction is feasible, that would reduce the costs by as much as 50%, but would necessitate a discussion as to the pros and cons of that type of construction.



OPTION 1 – PROVIDE A STATION TO COMBINE THE PHILLIES AND EMPIRE FIRE-COMPANIES SO THEY WOULD CO-EXIST.

Construction of an Emergency Services (Fire & EMS) Building
5-bay Spec-Type Structure

Basic Structure Elements:

5 apparatus bays 14' x 80'	=	5,500 sq. ft.
Duty/watch/radio area 12' x 24'	=	268 sq. ft.
Utility Room (laundry, maintenance) 10' x 12'	=	120 sq. ft.
Office/work space 9' x 12'	=	108 sq. ft.
Utility closet 6' x 8'	=	48 sq. ft.
Kitchen 9' x 12'	=	108 sq. ft.
Shower/Locker/Rest Room – male 10' x 12'	=	120 sq. ft.
Shower/Locker/Rest Room – female 10' x 12'	=	120 sq. ft.
Dead storage area 20' x 30'	=	600 sq. ft.
Engineering area 9' x 12'	=	108 sq. ft.
Common Day area lounge 20' x 24'	=	480 sq. ft.
Meeting room 50' x 60'	=	3,000 sq. ft.
<u>Estimated 10% common area</u>	=	<u>612 sq. ft.</u>

TOTAL SQUARE FOOTAGE - MINIMUM 11,174 sq. ft.

Type 1 Construction

Face brick, stone, architectural concrete, good entrance, fully equipped includes classroom, kitchenette, drywall, acoustic tile, good lighting, good plumbing, forced air heat and bathrooms.

\$234.91 /sq.ft. @ 11,174 sq.ft. = \$2,624,884 + land, architectural and engineering costs

Type 2 Construction

Face brick or stone, good entrance, office, classroom, kitchenette, drywall and acoustical tile, good lighting, good plumbing and rest rooms and forced air heat or heat pump systems.

\$193.43 /sq.ft. @ 11,174 sq.ft. = \$2,161,287 + land, architectural and engineering costs

NOTE: This cost estimate is a projection of costs, based on data provided and readily available information on the design and construction of a fire station. It is a conceptual design, not approved by the client. This should not be considered the actual amount or design, but a projected minimum cost of such a project.

Funding Options

Based on the cost estimates developed earlier in this report, there are seven options for consideration by the Township. These might include:

1. General obligation bond – while an option is not the primary method to be considered.
2. Special levy/tax – not considered an option at this time.
3. As a portion of the current funding from the Township over a long term period.
4. Fund raising by the company – not considered an option at this time for the structure, however all contents of the structure will be owned by the fire company; therefore some fundraising may be necessary.
5. Property sale by the Borough – not considered an option at this time.
6. Possible contribution from the fire company(ies) and ambulance squad for special requests.
7. Public-Private Partnership and/or impact fees on development projects

The actual method used will depend on a financial analysis at the time construction begins. A typical fire station construction timetable is attached for reference.

Additional reference documents related to fire station construction are included for your information.

APPENDIX 18

PRIOR CONSULTING REPORT IMPACT

Prior Consulting Report Impact

A 1986-1987 study resulted in seventeen major recommendations. These recommendations and the current status of these recommendations, now twenty-plus years old are listed below. Commentary on the validity of the recommendations to current operations (as viewed by the project team) is included.

1. Restructure Volunteer Organization:
 - Goodwill to become rescue/ambulance only.
 - **Complete**
 - Philadelphia & Empire to move into one new station – one as an engine company and one as a truck company.
 - **Not completed – recommendation resubmitted**
 - North End remains status quo.
 - **Complete**
2. Recruit more young volunteers to maintain active membership and consider “live-in” or “sleep-in” facilities at all stations.
 - **Facilities not conducive to live-in – recommendation resubmitted with plan.**
3. Increase overall training, particularly multi-company. Establish performance standards for active members and individual companies.
 - **Standards implemented at borough level but not all companies accepted.**
4. Establish position of Department Training Officer
Establish position of Department Safety Officer
 - **Complete.**
5. Institute Standard Operating Procedures and Incidents Command System for emergency operations.
 - **Complete.**
6. Change response system to have volunteers respond to the station then respond as crews on apparatus instead of all responding directly to the scene.
 - **Not completed. Would delay response and not guarantee minimum staffing.**

7. Restructure officer ranks to create intermediate level officers with direct supervisory responsibilities. Train all fire department members to work on effective crews with officers to supervise and lead.
 - **Partial completion with borough oversight. Recommendation restricted and resubmitted.**
8. Encourage the individual volunteer companies to continue their fund raising efforts to finance the kind of expenditures that the borough cannot afford.
 - **Continued efforts by each company with limited results.**
9. Utilize the Relief Fund, as much as possible, to pay for pension, insurance, and Workers' Compensation – staying within state guidelines.
 - **Limited options available have been used.**
10. Institute a joint purchasing program for all materials purchased by the borough, the volunteer companies and the Relief Fund. This should standardize and lower prices for many different items.
 - **Completed – Can be further enhanced.**
11. Make the paid drivers employees of the borough and bring their work hours into line with FLSA.
 - **Not completed – Recommendation resubmitted.**
12. Transfer communications over to Montgomery County. Discontinue the subsidy of Goodwill Dispatch.
 - **Completed.**
13. Conduct flow tests to evaluate the water system, answering “questions”, speculation on reliability.
 - **Not completed – Recommendation resubmitted.**
14. Increase emphasis on public education and fire prevention.
 - **Not completed – Recommendation resubmitted.**

15. Consider more stringent requirements to install automatic sprinklers in new buildings to reduce the level of risk

- **Completed via new codes.**

16. Develop a Hazardous Materials Plan for Pottstown and establish position of Hazardous Materials Officer.

- **Not completed.**

17. Give more structure and definition to the role of Borough Fire Chief and the volunteer company chiefs.

- **Completed.**

18. Increase Fire Prevention and Fire Inspection activities by taking advantage of the availability of paid drivers and volunteer resources.

- **Not completed – Recommendation restructured and resubmitted.**

APPENDIX 19

BUDGETING CONCEPT

FUNDING BUCKET: BOROUGH FIRE FUND BUCKET

Income Streams

	Goodwill	North End	Empire	Phillies
Borough Allocation				
Other (define)				
TOTAL				

Expense Components – Based on Actual Expenses Reported – Prior Year

	Goodwill	North End	Empire	Phillies
Salaries				
Workers' Compensation				
Benefits				
Utilities				
Facility Fuel				
Audit				
Apparatus Maintenance				
Apparatus Fuel				
Phone				
Incentives				
Banquets/Awards				
Misc. Office Supplies				
Firefighting Equipment				
Rescue Equipment				
Postage				
Computer Supplies				
Office Supplies				
Legal Fees				
TOTAL				

NET DIFFERENCE				
-----------------------	--	--	--	--

FUNDING BUCKET: COMPANY FUND BUCKET

Income Streams

	Goodwill	North End	Empire	Phillies
Fund Drives/Solicitation				
Social Events				
Grants				
Social Club				
Rental Income				
Miscellaneous				
Dues				
Cell Tower				
Fund Raising				
Misc. Donations				
Misc. Revenues				
Interest				
TOTAL				

Expense Components – Actual Expenses Reported

	Goodwill	North End	Empire	Phillies
Mortgages/Loans				
Facility Maintenance				
Insurance				
Misc (less \$5k for audit)				
Fire Prevention				
Salaries				
Memberships				
Contracts				
Subscriptions				
Donations				
Welfare				
Social Functions				
TOTAL				

NET DIFFERENCE				
-----------------------	--	--	--	--

TOTAL NET DIFFERENCE				
-----------------------------	--	--	--	--

	Goodwill	North End	Empire	Phillies
ALLOCATION PROPOSED				
EXPENSES				
Utilities				
Facility Fuel				
Apparatus Maintenance				
Apparatus Fuel				
Incentives				
General Expenses				
Annual Audit				
Workers' Comp				
Legal Fees				
Office Supplies (200/mo)				
Firefighting Equipment				
Postage				

Utilities at \$4 per square foot of fire department operations (excluding social clubs).

Apparatus maintenance at contract service \$2,500/vehicle, plus \$2,000 parts, etc. per vehicle per year.

Incentives at rate of \$300 per member at 10% participation rate (only one company per person).

General Expense = phone actual + internet + water + sewer + trash

\$200 per VOLUNTEER (215) would be allocated to a LENGTH OF SERVICE FUND to be held by the township (\$43,000). Relief would pay for any physicals costs for members.

FUNDING BUCKET: MISCELLANEOUS FUND BUCKET

Income Streams

	Goodwill	North End	Empire	Phillies
Fund Raising – Misc.				
Miscellaneous Donations				
Misc. Revenue				
Interest				
TOTAL				

Expense Components – Actual Expenses Reported

	Goodwill	North End	Empire	Phillies
Mortgages/Loans				
Facility Maintenance				
Insurance				
Misc (less \$5k for audit)				
Fire Prevention				
TOTAL				

NET DIFFERENCE				
NET DIFFERENCE				

APPENDIX 20

CONSULTING TEAM

Consulting Team

William F. Jenaway, Ph.D., CFO, CFPS, Principal Consultant, Project Manager.

Dr. William F. Jenaway, CFO, CFPS will serve as Project Manager for this engagement. Dr. Jenaway is the CEO of ESECG responsible for training, education and consulting services provided to client of VFIS and ESECG. His organization provides training to over 20,000 fire/EMS personnel annually and provides technical guidance and consultation to over 200 agencies annually. He has served as Chief and Fire Marshal of the East Bethlehem Township, Pennsylvania Volunteer Fire Department; and as Chief and President of the King of Prussia, Pennsylvania; Volunteer Fire Company, as well as being Chairman of the municipality's Fire and Rescue Services Board. Under Chief Jenaway's leadership, the department became the first all volunteer Accredited Fire Service Agency in the US. Fire Chief Magazine named him the "Volunteer Fire Chief of the Year" in 2001. Bill's background includes 30-plus years of volunteer fire and EMS experience.

In 2004 he was named to Chair the Pennsylvania Senate Resolution 60 Commission to evaluate and provide recommendations to the Pennsylvania legislature and fire service on strategic approaches to the state's fire and EMS delivery system.

Over the years, Bill has authored over 200 articles, seven texts and provided over 100 speeches on fire and life safety issues. He holds Certified Fire Protection Specialist and Certified Fire Officer designations as well. In 1999 he was named to the Presidential/Congressional Commission known as the "Advisory Panel to Assess preparedness for Terroristic Acts Involving Weapons of Mass Destruction" (a/k/a Gilmore Commission). Dr. Jenaway also serves as President of the Congressional Fire Services Institute and is Past President of the Pennsylvania Fire Services Institute. He serves on the National Fire Protection Association Committees of Emergency Services Risk Management; Providing Emergency Services to the Public; Fire Department Apparatus, and Fire Service Training. Dr. Jenaway is in his second, three-year term as a Commissioner on the Commission on Fire Department Accreditation.

Daniel B.C. Gardiner, M.S., CFPS, Consultant.

Daniel B.C. Gardiner retired as the Chief of the Department of Fire-Rescue Services, in Fairfield, Connecticut, serving there for 31 years. Fairfield is a combination (career and volunteer) fire/EMS department. Prior to his appointment as Chief, he was the department's Budget Control Officer, in charge of a budget of over eight million dollars. Chief Gardiner holds a Bachelor's Degree in Fire Science and holds two Masters Degrees, one in Public Administration and one in Fire Science Technology, from the University of New Haven, Connecticut. He serves on the NFPA 1021 Committee (Fire Officer Standard). Chief Gardiner has been extensively involved in fire department consulting projects as well as managing and conducting assessment center activities for various positions throughout the Northeast. He has also provided testimony before

numerous fire commissions, boards of inquiry and study panels, in addition to serving on a number of review boards as well. An author of a number of fire service texts and articles, Chief Gardiner edited the book, *Managing Fire Department Operations*, and co-authored the best selling text, *Fire Protection in the 21st Century*. Now serving his fifth term as a Director of the Certified Fire Protection Specialist Board, Chief Gardiner speaks nationally on fire protection, and fire service finance. He is a past president of the International Society of Fire Service Instructors and a past president of the Fire Department Safety Officers Association.

Robert Drennen, M.S. CFPS, Consultant.

Robert Drennen is the Director of the St. Joseph's University Public Safety and Environmental Protection Master's Degree Program. Within this program Mr. Drennen directs the students' development and the course program. Research papers of the students serve to broaden the perspective of Mr. Drennen and his team in the development of new techniques and procedures for fire service. Under the direction of Mr. Drennen, St. Joseph's worked with Dr. Jenaway in the development of an efficient and effective model for businesses to utilize in the preparation, prevention, response and recovery to emergencies as well as projects for the National Volunteer Fire Council involving volunteer recruitment, retention and cost savings. Mr. Drennen is responsible for student research projects, many of which involve specialized evaluations of their local emergency service organization. This provides him with a unique insight and understanding of current trends in volunteer and combination fire service operations in the Mid-Atlantic states. Mr. Drennen holds a Masters Degree, is a Certified Fire Protection Specialist and is a retired Chief Officer of the Philadelphia Fire Department, currently serving as Safety Officer of the Willow Grove, PA, Fire Company.

David A. Bradley, B.S., NREMT-P, Associate, Project Member.

David is responsible for EMS related issues for VFIS/ESECG, a subsidiary of the Glatfelter Insurance Group. His responsibilities include: research of EMS issues, and related delivery of educational and training programs, curriculum development, and information analysis and representation on major organizations and committees. Prior to joining VFIS, Dave managed a large EMS agency.

Dave has over twenty-eight years of experience in Emergency Services. He has functioned in many roles during his career from volunteer EMT to Career EMS Chief. Dave's involvement includes IAFC, NFPA, NAEMT, and NAEMSE, along with several state-level organizations. He is a Nationally Registered Paramedic and holds a Bachelors Degree in Safety Engineering.

Dave has presented on various topics in the areas of emergency service, risk management, health, and safety. He remains active as a Paramedic at First Aid & Safety Patrol, Lebanon PA.



David A. Love, Jr., Associate Project Member.

David is an Education and Training Specialist for VFIS/ESECG. His responsibilities include: national delivery of educational and training programs, curriculum development, and information analysis for VFIS.

Dave recently retired after 30 years of service as Chief of the Department of Fire Rescue Services for the City of York, Pennsylvania. He started his career in 1970 as a firefighter, EMT and has held the ranks of Lieutenant, Assistant Chief, Deputy Chief, and Chief. Dave is currently a member of the International Association of Fire Chiefs, The International Society of Fire Service Instructors, The International Association of Firefighters, The Pennsylvania Firefighters Association, The Central Pennsylvania Firefighters Association and the Keystone Chapter of Fire Service Instructors.

Dave is a 1979 graduate of Harrisburg Area Community College majoring in Fire Science Technology and serves as a Senior Fire Instructor for the State of Pennsylvania. He continues to conduct seminars on NFPA 1500, Emergency Vehicle Driver Training, Emergency Vehicle Response Safety, Firefighter Safety, and Grant Writing. He serves on the Fire Service Advisory Board for Harrisburg Area Community College, is a liaison to the Regional Terrorist Taskforce and serves on the NFPA Fire Service Occupational Safety Technical Committee.

APPENDIX 21

REFERENCES

References

In addition to the documents provided by representatives of Lower Moreland Township and the Huntingdon Valley and Bryn Athyn Fire Companies, the following documents were used in the analysis of information regarding Lower Moreland Fire and Emergency Medical Services and in the preparation of this report.

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