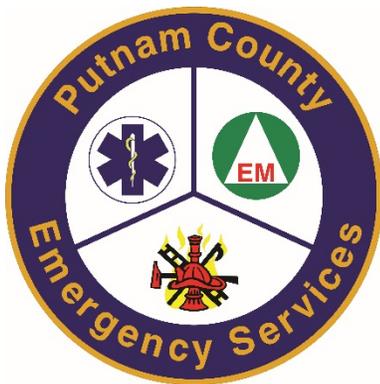


PUTNAM COUNTY FIRE/RESCUE COMMITTEE



Putnam County Fire Professionals, Local 3529

Final Report

“Repairing a Broken System”

A Presentation of Critical Fire/Rescue Observations,
Recommendations and Suggestions to the
Putnam County Board of County Commissioners

July 28, 2020

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Mission Statement:

The mission of the Putnam County Fire/Rescue committee has been to carry out the charge and direction provided by the Putnam County Board of County Commissioners (BOCC) at their February 25, 2020, workshop to identify the issues associated with the Fire/Rescue services in Putnam County and return with recommendations.

Our committee has been open, honest, and sincere with our deliberations and have pledged to allow citizen comment at each of our meetings.

Committee Members:

Wayne McClain: Wayne McClain is Vice President for the Beck Automotive Group located in Palatka, Fl. Wayne enjoyed a successful career with such companies as Mobil Oil Corporation, Miller Brewing Company, and the largest Toyota distributor in the World (JM Family Enterprises) and with Toyota USA. Wayne is also a former teacher and school principal. Wayne is a trustee for the L. Wayne & Julie E. McClain Family Foundation. Wayne has spoken to many groups on customer and employee loyalty, as well as community involvement. Wayne is a native Floridian from Jacksonville, Florida. Wayne earned a BS degree from Florida State University and an MBA with honors from the University of North Florida.

Mike Perry: Mike is a local attorney who also serves as the Executive Director of Lift Putnam!, Putnam County's Education Foundation.

Clu Wright: Clu Wright began his career in the fire service in 1980, starting as a volunteer firefighter with St. Johns County. In 1988, Clu worked with the city of Palm Bay Fire Department as a firefighter/EMT, Fire Inspector and Fire Investigator until 1991. He then began working for Clay County Fire Rescue until his retirement in 2012. Clu has a degree in Fire Science from Keiser University. Clu came up through the ranks from firefighter, engineer, lieutenant, captain and retired as a fire marshal/bureau chief. Clu currently serves as the union president for all Putnam County Fire Rescue rank, file, and officers. Clu is married to Loretta Wright for 21 years, has 3 children and 3 grandchildren.

Richard Back: Richard is an eleven year fulltime employee with Putnam County Fire Rescue. He has been a volunteer with the Welaka Volunteer Fire Department since 1986.

Nichole Glance: Nichole is a firefighter/EMT and a district chief at Station 18. She is a lifelong resident of Putnam County and has been employed with PCFR for 24 years and Bardin Volunteer Fire Department for 25 years.

John R. Allender: John is a full time fireman for Putnam County since 2009, and a volunteer since 2008. He is currently one of three senior firemen assigned by Chief Romay to run a shift at Station 23. He is the husband to a great wife and father of 1 girl and 2 boys.

Nathanael “Nat” Gill: Nat is a Senior Firefighter assigned to Station 23 and Engine 231. He has been employed with Putnam County Fire/Rescue for 20 years. He has been married for 15 years to Dana Gill with two beautiful children, Chance and Raegan.

Joseph “Joe” Guthrie: Joe is a Captain with Putnam County Fire/Rescue. He also is a paramedic, firefighter, and Interim Battalion Chief. He has been a Putnam County resident since 1971 and a Putnam County Volunteer Firefighter with the Satsuma Fire Department since 1986. He has also served with the Palatka Fire Department from 1991-1992, Putnam County Fire Rescue from 1992-1999, Seminole County Fire Rescue from 1999-2000, and back again with Putnam County Fire Rescue from 2000 to date. He has over 34 years as a Putnam County volunteer and more than 27 years with Putnam County Fire Recue.

Tina Hitchcock: Tina Hitchcock is a Captain with Putnam County Emergency Services. She is also a paramedic, firefighter, and Interim Battalion Chief. She has been with Putnam County since 2007 and a Putnam County resident since 2008. Captain Hitchcock has been a Putnam County Volunteer Firefighter (Southwest and Bostwick Fire Departments) since 2008.

John Chapman: John has been a Putnam County volunteer firefighter/EMT since 2000. Originally joining Station 9 in Georgetown/Fruitland and eventually transferring to Station 10 in Pomona Park Lake Como. He is currently the Chief at Station 10, as well as serving as a Chaplain for Putnam County Fire Rescue. He is a small business owner in Palatka and a member of Sunrise Rotary in Palatka.

Gary Warren: Gary Warren has been in the volunteer fire service for forty plus years and has been serving Putnam fire services for 30 plus years. Gary has had the honor of serving as Chief of the Interlachen Volunteer Fire Department for the last 20 years. He is also a Fire 1, EMR and an EVOIC Instructor.

David Burch: Chief David Burch has been a resident of Putnam County for nearly 30 years. He serves the Bostwick community as Volunteer Fire Chief of Station 21, is a member of the Bostwick Community Association (BCA) and was President of the association for a term. He has served as the vendor chair for the Bostwick Blueberry Festival for several years. David, along with Station 21 and BCA provide school supplies each year to children in the community to help prepare them for the new school term. David and his wife Leota live in Bostwick, where they have raised 2 sons. They enjoy hunting, fishing, and helping their neighbors and community.

Chad Hutchinson: Chad is a retired captain with Putnam County Fire Rescue. He is also an Assistant Chief with the Satsuma Volunteer Fire Department and has over 30 years of unbroken service to Putnam County.

Quin Romay: He started as a Cadet with Southwest Volunteer Fire Department in 1978 and served that department more than 20 years. In the past, I have worked in the Public Safety field at Putnam Community Hospital and the Palatka Fire Department. Since 1989, I have worked as a Reserve Deputy for the Putnam County Sheriff’s Office, as well as my full time position with Putnam County Department of Emergency Services. Through education and experience, I have continued in this career path, progressively serving in more responsible supervisory roles. Having pursued my

education in public safety and progressed through the ranks and divisions of the Department of Emergency Services, I am currently the Chief of Putnam County Fire/Rescue. I also serve on several state and federal committees dealing with public safety.

Jim Troiano: Jim is a Planner II and a Public Information Officer for Putnam County. He has over 30 years of law enforcement and government experience. Jim is a retired police chief and graduate of the FBI National Academy. He also serves in an unpaid capacity as a trainer and reserve police officer for the Crescent City Police Department. Jim served as the facilitator for this committee.

Executive Summary:

After being formed as a 15 person group representing the Fire/Rescue service, both as paid staff, volunteers and retirees; members of Putnam County Government, and two representatives of the general public, this committee with over 350 (+) combined years of Fire/Rescue, law enforcement and community service experience, has met eight times since March 2, 2020. After being sidelined by the COVID-19 pandemic for several weeks, the committee was able to re-start meetings in late June and concluded our mission to identify needs and make recommendations to help bring this public safety service to a level needed to serve the Putnam County community.

As we do not know what the future will hold, especially during the throes of battling COVID-19, this Department must be ready to respond now and in the future to all forms of hazards. However, it is abundantly clear that this Department is lacking structure, depth, funding, resources, accountability, and follow-through to allow it to be the service needed to fulfill the needs of the community. We firmly believe our findings will help stabilize this Department and begin the process of development and growth that will be part of the backbone for a new Department, one that would also be attractive to development and infrastructure that would want to locate to Putnam County.

Furthermore, it is our belief that with the creation and adoption of a new organizational structure and the staff required to adequately fill the critical needs we have identified, we will remedy the majority of our issues. In all, the committee is recommending approximately \$8,186,307 million in new funding to pay for positions, stations, equipment, and miscellaneous uses. It is important to note that a onetime fix will not keep this Department from quickly falling into disrepair once again. The BOCC must maintain and continue to upgrade this Department as the community grows. This is why we are unanimously supporting the BOCC to retain this standing committee to evaluate the current and future needs and issues surrounding this Department, as well as to make recommendations to the BOCC on at least a quarterly basis. We feel our findings in this report, coupled with a standing Fire/Rescue committee will eliminate the need for the BOCC to hire a private consultant to evaluate the needs of the Department at this time. Hiring a consultant for funding considerations is supported by this committee.

The observations and recommendations contained in this report are clearly defined and presented in a manner that demonstrates the need, while presenting a reasonable cost, if applicable. Understanding the budget constraints of the BOCC, the committee decided to focus on the issues and recommendations and not attempt to identify and recommend many alternative funding sources for the BOCC to consider.

The committee is fully aware that there have been efforts like ours in the past to address similar issues and their findings appear to have resulted in little to no action to resolve the issues that have only grown in size and complexity today. Our committee has gone into this process with the mind set of identifying the issues and offering realistic solutions that are honest, easily obtainable, and not extravagant. Our recommendation is for this this issue to no longer be “kicked down the road.” The BOCC must finally bring relief to a broken organization that at best is struggling to provide critical health and life safety service on a 24/7 basis to this community. Since time is of the essence and the need to take action is now. Without immediate change today, one that includes adequate funding and support now and into the future, based on past trends and events experienced today, you cannot expect your Department and its volunteers to be able to provide the levels of service necessary to provide the life, health and safety needs to this community.

In closing, the committee would like to humbly thank the BOCC for their commitment, direction and urgency shown for this critically important public safety fact finding mission.

Recommendations for Immediate Implementation and Funding:

➤ **Accountability and Culture:**

It has been abundantly clear to all on the committee that accountability and culture in the Department has not been supported and has been broken for years and on the verge of failure. The committee had many heart felt discussions and determined the root cause of what we found was related to a lack of organizational structure, consistency, funding, leadership, and vacancies at many levels. We have found many instances and examples of low morale, inconsistency and a lack of communication both internally and externally. The current structure is only working due to the professionalism and dedication of the paid and volunteer staff. However, we feel this cannot be expected to operate much longer without drastically increasing the potential of suffering catastrophic failures in service, as well as the continued decline in morale and loss of well trained staff to other agencies.

The committee carefully identified “hot spots” in the Department and determined a new organizational chart was needed to specifically provide a backbone, or unified direction and ability for command staff to carry out their duties and responsibilities, while providing a clear direction to line staff and volunteers. It also brings all volunteer fire departments under the control and responsibility of the Putnam County Fire Chief. This also to include recommending the immediate implementation of the Fire Incident Response Manual (FIRM) for all fulltime and volunteer’s stations to operate from on a daily basis.

The committee welcomed the news of the creation of a Public Service Director, one that can provide leadership and oversight to the fire chief. The Public Safety Director position was not included in our recommendation.

The recommended salary and benefits for each of these positions are only suggestions, ones based on an average comparison to other agencies with similar positions. If the BOCC determines the salary and benefits are too low, we recommend the BOCC identify the best

competitive salary for each position. It is also important to note that the titles selected for each position are just a recommendation and can be changed to suit the needs of the Public Safety Director, Fire Chief and the Department.

Deputy Chief:

The current Department is commanded by the fire chief and there is not a ranking official between the fire chief and the battalion chiefs. As battalion chiefs are traditionally responsible for district or area command, as seen in the proposed organizational chart, it has been suggested to place the Deputy Chief and Operations Division Chief, or two ranks between the battalion chief and the fire chief. Under the supervision of the fire chief, this position will assist in planning, directing, managing, and overseeing the day-to-day activities and operations of the Department including fire suppression, fire prevention, emergency medical services, hazardous materials response, disaster preparedness, and related programs, services, and operations. This position serves as second in command to the Fire Chief and assumes command in the absence of the fire chief. Directly reporting to this position are the Operations Division Chief, Logistics Section Coordinator, and the Training Section Coordinator.

Operations Division Chief:

The Operations Division Chief shall be the number three rated officer; and as such, shall be the officer in charge of all Department operations during the absence of the Fire Chief and/or Deputy Chief or designee. During normal or emergency scene operations, this position oversees activities of Department personnel through direct or delegated supervision, ensuring that established policies, procedures, and programs are planned and implemented in accordance with directives of the Fire Chief and/or Deputy Chief or designee. The Operations Division Chief will directly oversee the three areas of fire and rescue operations and will have three battalion chiefs, the EMS, and Volunteer Coordinator as direct reports.

Captain:

Although a currently funded position in the Department, the proposed organizational chart will require three additional captains to staff geographic areas in the county.

Logistics Section Coordinator:

This by far is one of the most critical positions in the proposed organizational chart. It is a position the committee feels will pay for its self within a year and is one of the most obvious areas of need in this Department, to include all of the VFD's. The ranked position performs logistical activities in the Department that include, but are not limited to supervising, monitoring, and coordinating the procurement, storage, inventory, and distribution of the Department uniforms, personal protective equipment, rescue supplies and equipment. Also

responsible for the operation of the Department's inventory management program. Please see Logistics section below for more on this position.

Training Section Coordinator:

Although not absent in the Department at this time, the task of training falls on the shoulders of several in the Department. The committee has identified this as a critical position, one where the area of expertise will be directed to one primary staff member who can use the talent and abilities of others in the Department to provide consistent, realistic and industry standard training to fulltime, staff and volunteers, while evaluating the needs and assisting with the implementation of future training recommendations.

EMS Coordinator:

Much like the training section coordinator listed above, the responsibilities of this position are currently spread out to a few in the Department. The committee has identified the need to have a stand-alone staff member responsible for carrying out the job descriptions for this position that include liaison efforts with other agencies, medical providers, and hospitals.

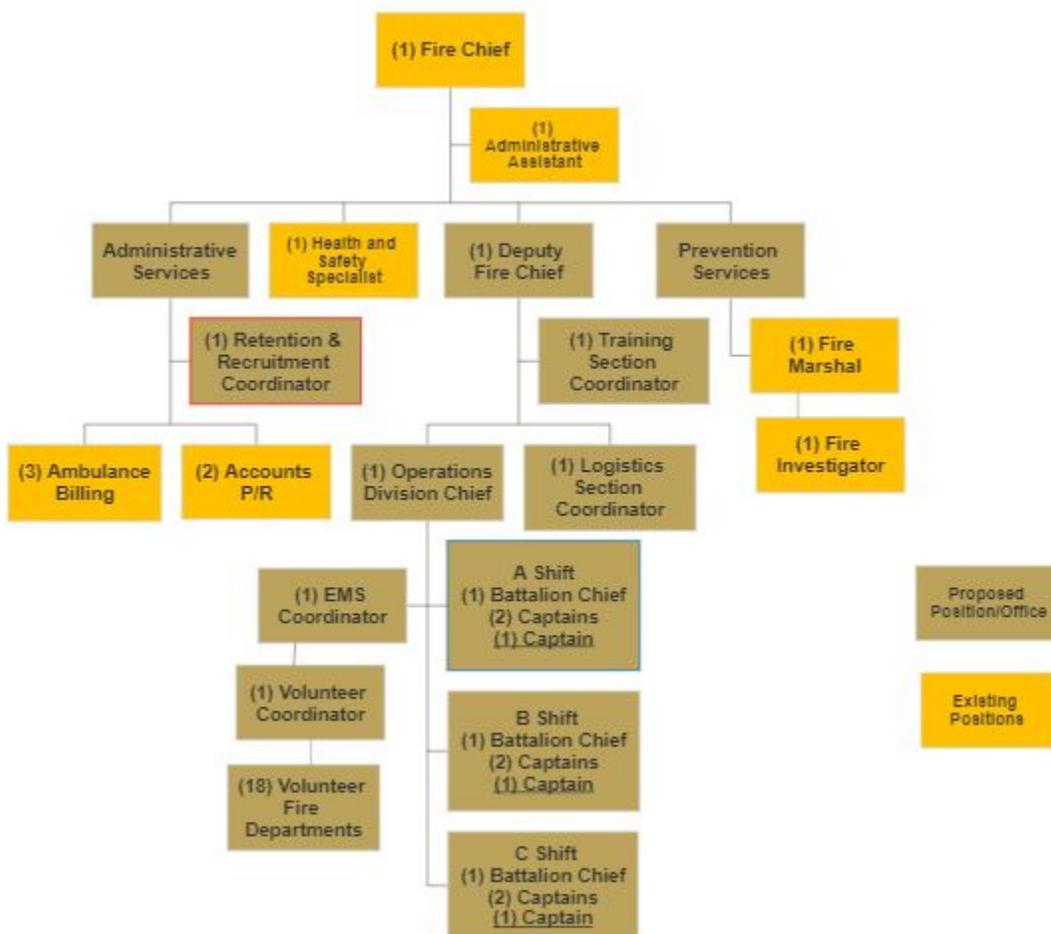
Volunteer Coordinator:

Before it was eliminated, this was a fulltime position that was in use a few years ago. This is a position that is needed to provide the attention and liaison capabilities to all VFD's in the County. This is a position specifically requested by our VFD chiefs to ensure lines of communication are not adversely impacted as they are today by the vacancies and current Department organizational structure. The VFD association in Putnam County would like to be part of the selection process for this position. Our committee supports this request.

Recruitment/Retention Coordinator:

The committee feels in order to attract and retain the highest quality staff and volunteers, we need all employees and volunteers to act as informal recruiters. However, a fulltime position is needed to ensure tasks and efforts are being carried out consistently and with efficiency each and every day. With the current vacancies, coupled with the proposed positions and the needs in the future, this is a critical position that must be added to the ranks of this Department.

Proposed New Position	Proposed Salary & Benefits
(1) Deputy Chief	\$149,642
(1) Operations Division Chief	\$120,686
(3) Captains	\$230,133
(1) Logistics Section Coordinator	\$64,831
(1) Training Section Coordinator	\$75,120
(1) EMS Coordinator	\$64,831
(1) Volunteer Coordinator	\$55,988
(1) Recruitment/Retention Coordinator	\$55,988
10 Total Positions	\$817,219*
*Does not include vehicles, equipment, or on-boarding costs	



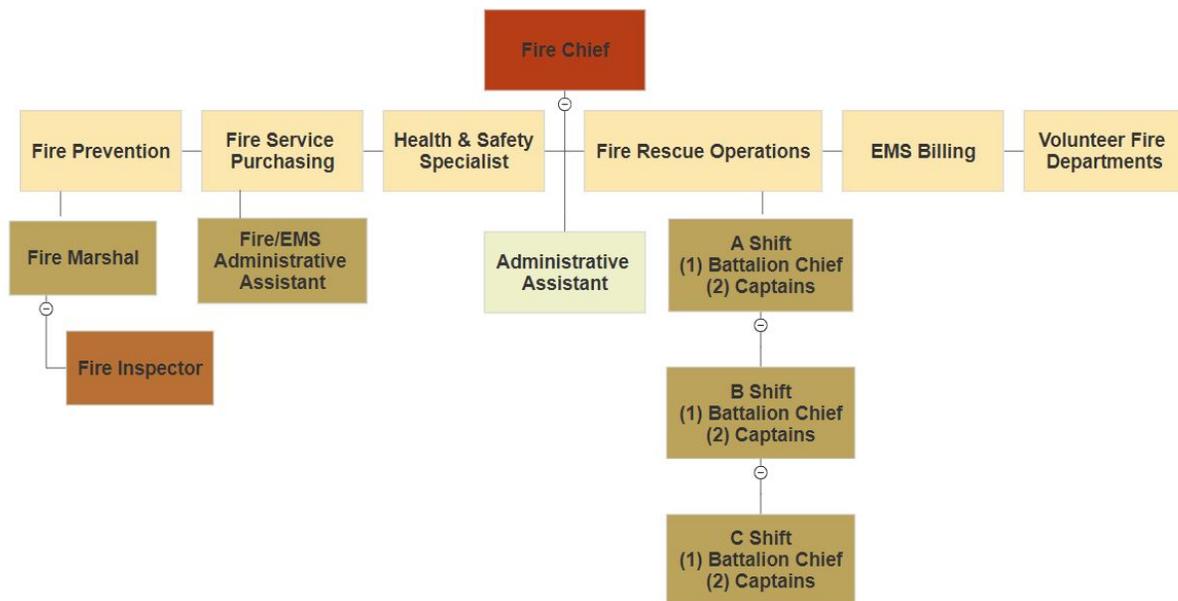
➤ **Staffing:**

The Department has 16 current vacancies in the following positions:

- (2) Battalion Chief
- (2) Captain

- (3) Lieutenant
- (5) Firefighter/EMT
- (2) Paramedic
- (1) Fire Marshal
- (1) Fire Investigator

As you can see from the current organizational chart, it was obvious to the committee that so many vacancies at critical ranks were creating issues with low morale, retention, consistency and being able to communicate properly up and down the chain of command:



According to research obtained from the Department, in 2003, the Department responded to approximately 8,323 calls for service. In 2019, the Department responded to approximately 16,066 calls for service, nearly doubling the calls for service in 16 years. The committee felt it necessary at this time to implement a solution to ensure staff are placed in the areas with a higher call load now, as well as suggesting a process be started now to evaluate and project needs for the future so funding can be appropriated based on the needs of the growing Department. As a note, a recommendation in the 2003 Putnam County Master Plan, a report commissioned by Putnam County BOCC, was for the board then to “adopt a set of formal criteria by which decision making regarding deployment of career personnel can be made. The results of the application of the Project Team’s recommended standards would result in the need to employ at least 21 personnel at an annual cost of approximately \$1,000,000 annually.” Based on our review of the time between the 2003 report and today, other than the station in Satsuma and the new station in East Palatka, there has been no measurable increase in funding and support for this department.

The committee recommends the following:

- Renew the push to hire all vacant positions.
- Develop two additional fully staffed 24/7 stations to address the current and future needs of East Palatka (central area) and the west area of the county. In order to accomplish this, our recommendation to the BOCC is to hire an additional 23 Firefighter/EMT's at a cost of **\$1,464,088**. This would place 11 of the positions at Station 6 and 12 at a location somewhere yet to be determined on the westside of the county. The ability at this time to house staff in the westside is an issue that can be addressed in various ways by Fire/Rescue leadership until a new station can be built. Please see the fire station section below for more on this topic. This funding request is an increase to the current Department budget that must be carried forward each year. This is not a one-time expense.
- To continue evaluating this growth and calls for service and fund the minimum needed to keep the agency in a state of operational readiness and prepared for any and all hazards they may be required to handle. The committee feels the standing Fire/Rescue committee would be an excellent resource to the BOCC and county staff when developing and maintaining these plans.
- That this Department be competitive in the region to attract and retain staff and volunteers.
- It is imperative that that staff and union work collaboratively to resolve the open union contract.
- The committee also recommends the BOCC immediately place into service the budgeted 9th ambulance. Recruitment and retention of staff is needed to fill the staffing positions for each of these trucks.

➤ **Capital Improvements:**

The Department has requested in its current budget and its 5 year Capital Improvement Plan the following items. The committee recommends the BOCC fund these recommendations.

Item	Cost
EMS Station Retrofit	\$350,000
Fire Station Retrofit	\$550,000
(1) Fire Station (West End)	\$1,375,000
Ambulance Replacement (2)	\$ 650,000
Cardiac Monitors & Medical Equipment	\$250,000
EMS Station Generator Replacement (2)	\$100,000
Fire Trucks (3)	\$1,500,000
Quick Response Squads (5)	\$500,000
Breathing Air Fill Systems	\$30,000
ISO Recognized Firefighter Capability to new/Existing Water Systems/Drafting Points	\$500,000
Fire Generator Replacement (2)	\$100,000
Total	\$5,905,000

The committee has had the opportunity to review the Department's 5 year capital improvement plan for stations, trucks (fire and ambulance) and equipment. The BOCC purchased the last fire truck in 2016 and ambulance in 2018. Knowing there is the need for a second station in the immediate future, the committee recommends the BOCC direct staff to identify a realistic 5 year capital outlay request and move forward with a plan for funding and implementation.

Furthermore, the committee does recommend the BOCC begin the process of analyzing the data to acquire a 10th ambulance (estimated cost of \$325,000), as well as a location to provide cover and accommodate staffing. This figure is not included in our recommendation.

➤ **NFPA 1720:**

In order for there to be clear guidance and direction for the County on the operations of the Department, one staffed at times by volunteers, the committee highly recommends to the BOCC to adopt many of the provisions listed in the National Fire Protection Association's (NFPA) Code 1720 titled "*Organization and Development of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments.*" This is a standard that can help organize the approach to minimum levels of service, calls for service, deployment capabilities, staffing levels, training, as well as provides a glimpse of the liabilities and abilities of the Department managing the aforementioned areas.

NFPA 1720 provides clear guidance for administrations, organizations, operations, deployment, safety and health systems and training for fulltime staff and volunteers. It should be considered a comprehensive roadmap for the standardization and response for this Department now and into the future.

The adoption of many of these protocols will also be a necessary building block for this Department to mandate all County and VFD stations to obtain and maintain no greater an ISO rating than that of a 7. ISO ratings are discussed at length in the next section.

Other than the costs associated with the new organizational structure, additional staff, equipment, and stations, it is difficult at this time to identify other specific costs. The BOCC will experience reasonable costs associated with the implementation of industry standard procedures, protocols and required maintenance. NFPA 1720 has been included with this report as Appendix 1.

➤ **ISO Ratings:**

The Insurance Services Office or commonly referred to as ISO, is an independent, for-profit organization that scores fire Departments on how they are doing against its organization's standards to determine property insurance costs. After analyzing the data it collects, the ISO assigns a Public Protection Classification (PPC) on a scale from 1 to 10. The higher the ISO

fire protection class (with Class 1 being the best), the “better” the Department. A lower ISO rating can lead to lower insurance premiums paid by residents and businesses.

For Putnam County, the following stations have ISO ratings:

Station #	Name	Rating
02	Palatka (city)	2
03	Crescent City	5/10
04	Interlachen	5
05	Southwest	5/5X
06	East Palatka	4
09	Georgetown/Fruitland	5/10
10	Pomona Park/Lake Como	6/9
12	Welaka	5/10
13	Hollister	9/10
14	Florahome/Grandin	9/10
16	Georges Lake	4/8Y
17	Interlachen Lakes Estates	4/4X
18	Bardin	9/10
19	Riverside	10
20	West Putnam	10
21	Bostwick	5/5Y
22	Francis	10
23	Satsuma	4
24	Melrose	4/4X

When ISO develops a single PPC for a community, all community properties receive that classification. However, in many communities, the ISO will develop split classifications, which they revised in 2013 to reflect the risk of loss more precisely. An example of the split classification is 4/4X or 4/4Y. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of a creditable water supply. The second number, with either the X or Y designation, applies to properties within 5 road miles of a fire station but beyond 1,000 feet of a creditable water supply. ISO generally assigns Class 10 to properties beyond 5 road miles.

The X and Y classifications replace the former 9 and 8B portions of a split classification, respectively. For example, a community formerly graded as a split 6/9 will change to a split 6/6X. Similarly, a community formerly graded as a split 6/8B classification will change to a split 6/6Y classification. Those designations reflect a reduction in fire severity and loss and have the potential to reduce property insurance premiums.

The committee did unanimously vote to recommend the BOCC mandate all Departments under their control (to include volunteers) to obtain an ISO rating of 7 or less countywide. As was stated above, this is a very reasonable goal, one that can only be obtained with the adoption of taskforce recommendations.

➤ **Volunteer Fire Departments:**

The Volunteer Fire Departments (VFD) have been the backbone of fire services in this County for years. However, much like the Department, many have fallen in disrepair and have lost a lot of their volunteers. This has made some of the stations ineffective and for some non-responsive. It is the recommendation of this committee for the BOCC to exercise your duty as stated in Florida State Statute 633.025 and mandate all VFD's to fall under the chain of command of Putnam County Fire/Rescue services leadership.

It is our belief, one supported by many VFD chiefs and members, that this option is long overdue and will give everyone in the VFD a clear direction on budget, training, logistics, chain of command, organization, and operations. VFDs will still maintain their own individual internal structures. We also recommended that each of the VFD's provide in writing either through an MOU or similar document the ability for the County to have unfettered access to any VFD building at any time for official business. Communication and relationships between the Department and VFD's is of paramount importance.

If a VFD does not come into compliance with these recommendations, or any others promulgated by the Department, they should no longer be eligible for any calls for service and should forfeit any budgeted county equipment and funding.

Staffing a VFD with volunteer firefighters means the County has no requirements for paying the volunteers. This changes if these firefighters ever stop meeting the definition of a volunteer, and the Fair Labor Standards Act (FLSA) regulates that definition. Once a firefighter is no longer a volunteer, then FLSA rules on minimum wage and overtime apply. The County did implement an incentive plan in 2006 and there is currently some funding in the Department budget to address these needs. However, the committee recommends the BOCC direct staff to re-evaluate this plan and return their recommendations to the BOCC for review and approval. A copy of the Putnam County Volunteer Fire Service Personnel Incentive Program has been attached to this report as Appendix 2.

➤ **Logistics, Supply and Maintenance:**

If there was ever a position that was needed in this Department, it would be the Logistics and Supply Coordinator. Far too many times throughout our discussions, we heard accounts of waste and hoarding throughout the ranks of the paid and volunteer service. Stories of expensive protective bunker or turnout gear being found on Department shelves that had expired and not having equipment returned by volunteers are just a few examples.

Based on first-hand accounts, the committee determined the best way to address this problem was through a several step process. First, we need to hire staffing who could take into account all of the equipment assigned to stations, trucks, staff, etc. Second, this staff member would identify adequate storage and being collecting gear to be placed in a central location. Third, a comprehensive inventory would be taken, and an issuance/collection system identified. Finally, this person would issue, track, and collect all Department equipment for paid and

volunteer staff. It is the concern of the committee that one staff member will not be sufficient to handle all of these needs. We do recommend an evaluation of this need and hire additional staff as required. Due to the upcoming retirement of a staff member who is responsible for purchasing items for the Department, we recommend this position be hired as soon as possible.

By implementing these steps, at a minimum, all equipment purchased would be done by the county and managed by this staff member. This will give the Department greater ability to bid for equipment at a lower price, standardize equipment throughout the service, review equipment allocation to ensure best use of resources, while providing maintenance, when required on equipment in inventory. We believe this new position will pay for its self within a short period of time.

In addition to this position, evidence gleaned during our discussions have identified a non-existent fleet maintenance program for trucks and equipment. Lack of oil changes, and general repair of all equipment continue to be a major concern. The committee does strongly recommend that the BOCC implement a functional fleet maintenance and equipment repair program, one that can track, plan and service all County owned and maintained vehicles and equipment. We also recommend that staff be identified and assigned to prioritize the maintenance and repair of these vehicles. The county must realize that this will result in an increase to the county budget. We are unable at this time to specify an exact amount and recommend to the BOCC to direct staff to evaluate this need and determine a reasonable cost.

➤ **Education, Recruitment and Retention:**

From our research and discussions, it was obvious that this Department requires a robust and successful education, recruitment, and retention program. Based on the lack of resources currently in the Department, the committee did recommend in the organizational chart above for the creation of a Recruitment/Retention Coordinator. It is our thought and suggestion to the BOCC to utilize this person for all volunteer and fulltime efforts by collaboratively working with the Fire College, our local college, and high schools on recruiting “home-grown employees.” It is also recommended that there be an established vocational component we can use as a feeder program for our volunteer and paid ranks. This effort must be jointly undertaken with the Palatka Fire Department. We also recommend that the BOCC direct the Department to provide training to all employees on recruitment and charge each employee and volunteer with being an unofficial member of the recruitment team. Incentives can also be developed to award a member or volunteer after the successful hiring or placement of a volunteer.

The committee also recommends a campaign to keep open positions advertised, provide incentives to recruit new staff and volunteers, as well as offer training to volunteers in firefighter I and II, as well as be eligible to attend other training classes approved by the county. Again, by doing this, we are creating a pool of applicants ready to step-up when the vacancies arise. In addition to looking at local talent, we also believe that if we are going to be successful in recruiting from outside Putnam County, the BOCC should evaluate and institute an incentive

package to be used to attract new fulltime paid staff. This should include the creation of a paid internship program and visited by staff at a later time.

Finally, although it is in the works, we recommend the BOCC expedite the implementation of an employee award and appreciation program. It is our understanding that this is a program already included in the Department budget.

➤ **Inter-Facility Transfers:**

Due to the COVID-19 pandemic, after private ambulance services began handling inter-facility transfers we heard anecdotal evidence that morale in the Department has greatly improved, stress reduced, while the refocusing of staff resources on Putnam County calls for service has improved.

Based on this, as well as our view that with many variables that have yet been decided, the committee voted to recommend the BOCC to no longer provide inter-facility transfer services from Putnam Community Medical Center to outside Putnam County medical facilities. We understand this may be an initial loss of revenue. The hospital will now be free to contract with a private provider for this service as it chooses.

➤ **Standing Fire/Rescue Committee:**

This committee recommends the BOCC retain this standing taskforce committee to evaluate the current and future needs and issues surrounding this Department, as well as to make recommendations to the BOCC on at least a quarterly basis. We feel our findings in this report, coupled with a standing Fire/Rescue committee will eliminate the need for the BOCC to hire a private consultant to evaluate the needs of the Department at this time. Hiring a consultant for funding considerations is supported by this committee. This committee should meet at least quarterly.

Conclusions:

It is abundantly clear to each member of this committee that without immediate action, this broken Department will continue to deteriorate, and hemorrhage qualified and dedicated employees. As mentioned above, we cannot stress the urgency of adopting recommendations and getting them implemented and operational as soon as possible. The committee is fully aware that although funding our suggestions today will not result in the immediate resolution of the issues we have identified. There will be required time to identify, select, vet, train and finally place into service the recommended staff. There will also be a considerable amount of time for the identification, design, and construction of new fire stations.

This committee is not a new concept as others have been commissioned by the BOCC several times in the past to evaluate many of the same issues we are addressing today. It cannot be said any clearer through earlier reports, as well as through this report, that swift, corrective, and decisive action needs

to take place now. These recommendations will support this Department by providing a basic platform for growth and help it become the flagship to carry this county into the future.

This committee stands ready to assist the BOCC in answering any of your questions and assist at a workshop or special meeting concerning implementation of these report recommendations. We again thank each of the commissioners and staff who advocated for the creation of this Fire/Rescue committee.

APPENDIX 1

NFPA 1720

Email to
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NFPA® 1720

Standard for the

Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments

2020 Edition

This edition of NFPA 1720, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, was prepared by the Technical Committee on Fire and Emergency Service Organization and Deployment—Volunteer. It was issued by the Standards Council on April 28, 2019, with an effective date of May 18, 2019, and supersedes all previous editions.

This edition of NFPA 1720 was approved as an American National Standard on May 18, 2019.

Origin and Development of NFPA 1720

In 2001, the first edition of NFPA 1720 was issued. The development of that benchmark standard was the result of a considerable amount of hard work and tenacity by the Technical Committee members and the organizations they represented. That standard was the first organized approach to defining levels of service, deployment capabilities, and staffing levels for substantially volunteer fire departments. Research work and empirical studies in North America were used by the Committee as a basis for developing response times and resource capabilities for those services, as identified by the fire department.

Following the issuance of the first edition, the NFPA Standards Council asked the Technical Committee to begin the revision process for a 2004 edition of the standard. The Committee reviewed and revised the first edition of NFPA 1720. Existing definitions were cleaned up and new definitions added where needed to assist users of the standard. A new section on community risk management was added as was an annex titled "Risk Management Model." New sections were also added on "reporting requirements" and "initial attack." Annex material that included extracted figures from NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, was added to assist users in determining if calls for service were being properly handled.

The 2010 edition of NFPA 1720 standardized and refined terminology and definitions used in the document. Table 4.3.2 was editorially revised to make it more understandable and the requirement that the fire department have the capability to initiate an attack within 2 minutes of having necessary resources at the scene in remote areas was moved from the footnotes to a new paragraph and made applicable to all operations. Introductory material for Table 4.3.2 was modified to indicate the requirements apply to a structure fire in a typical 2000 ft² (186 m²), two-story single family dwelling without basement and with no exposures. Text was added in the annex to assist users in calculating the percentage of times they meet the objective.

A new section on sustained firefighting operations was added, and several sections were revised and reorganized to present the requirements in a more logical order.

The annex material that discusses the requirements in NFPA 1221 was expanded and the two figures extracted from NFPA 1221 updated. Annex B was extensively revised to make it more concise by removing ambiguous text and figures. Annex C was deleted in its entirety.

The work done by the committee provided the user with a template for developing an implementation plan on the standard. Most important, it provided the body politic and the citizens a true picture of the risks in their community and the fire department's capabilities to respond to and manage those risks.

For the 2014 edition of NFPA 1720, the committee reaffirmed the existing approach to providing emergency services for substantially volunteer fire departments. They also added a turnout time requirement for staffed stations.

For the 2020 edition of NFPA 1720, the committee made several changes throughout the document, including the addition of fire prevention practices as well as fire investigations. The committee also spent considerable time discussing the definition of *volunteer fire department*. As a result of these discussions, new annex material was added to clarify the definition.

Also included is a new plan development requirement for the AHJ to use to address those identified areas of NFPA 1720 that are not being met or that could develop over the following 3 years. Finally, the committee added a new requirement that pre-incident plans be in accordance with NFPA 1620.

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This list represents the membership at the time the Committee was balloted on the final text of this edition. Since that time, changes in the membership may have occurred. A key to classifications is found at the back of the document.

NOTE: Membership on a committee shall not in and of itself constitute an endorsement of the Association or any document developed by the committee on which the member serves.

Committee Scope: This Committee shall have primary responsibility for documents on the organization, operation, deployment, and evaluation of substantially all volunteer public fire protection and emergency medical services.

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NFPA 1720

Standard for the

Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments

2020 Edition

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NOTICE: An asterisk (*) following the number or letter designating a paragraph indicates that explanatory material on the paragraph can be found in Annex A.

A reference in brackets [] following a section or paragraph indicates material that has been extracted from another NFPA document. Extracted text may be edited for consistency and style and may include the revision of internal paragraph references and other references as appropriate. Requests for interpretations or revisions of extracted text shall be sent to the technical committee responsible for the source document.

Information on referenced and extracted publications can be found in Chapter 2 and Annex C.

Chapter 1 Administration

1.1* Scope. This standard contains minimum requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by volunteer and combination fire departments.

1.1.1* The requirements address functions and outcomes of fire department emergency service delivery, response capabilities, and resources.

1.1.2 This standard also contains minimum requirements for managing resources and systems, such as health and safety, incident management, training, communications, and pre-incident planning.

1.1.3 This standard addresses the strategic and system issues involving the organization, operation, and deployment of a fire

department and does not address tactical operations at a specific emergency incident.

1.1.4 This standard does not address community education, support services, personnel management, and budgeting.

1.2 Purpose.

1.2.1 The purpose of this standard is to specify the minimum criteria addressing the effectiveness and efficiency of the volunteer and combination public fire suppression operations, emergency medical service, and special operations delivery in protecting the citizens of the jurisdiction.

1.2.2 Nothing herein is intended to restrict any jurisdiction from exceeding these minimum requirements.

1.3 Application.

1.3.1* The authority having jurisdiction determines if this standard is applicable to its fire department.

1.3.2 The standard is a benchmark for a common response and a platform for developing the appropriate plans for deployment of resources for fires in higher hazard occupancies or more complex incidents.

1.4* Equivalency. Nothing in this standard is intended to prohibit the use of systems, methods, or approaches of equivalent or superior performance to those prescribed in this standard, provided technical documentation is submitted to the authority having jurisdiction to demonstrate equivalency.

Chapter 2 Referenced Publications

2.1 General. The documents or portions thereof listed in this chapter are referenced within this standard and shall be considered part of the requirements of this document.

2.2 NFPA Publications. National Fire Protection Association, 1 Batterymarch Park, Quincy, MA 02169-7471.

NFPA 472, *Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents*, 2018 edition.

NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2019 edition.

NFPA 1500, *Standard on Fire Department Occupational Safety, Health, and Wellness Program*, 2018 edition.

NFPA 1561, *Standard on Emergency Services Incident Management System and Command Safety*, 2014 edition.

NFPA 1620, *Standard for Pre-Incident Planning*, 2015 edition.

2.3 Other Publications.

2.3.1 FEMA Publications. Federal Emergency Management Agency, U.S. Department of Homeland Security, 500 C Street SW, Washington, DC 20472.

National Incident Management System, March 1, 2004, available at http://www.fema.gov/pdf/emergency/nims/nims_doc_full.pdf.

National Response Framework, January 2008, available at <http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>.

2.3.2 Other Publications.

Merriam-Webster's Collegiate Dictionary, 11th edition, Merriam-Webster, Inc., Springfield, MA, 2003.

2.4 References for Extracts in Mandatory Sections.

NFPA 472, *Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents*, 2018 edition.

NFPA 1142, *Standard on Water Supplies for Suburban and Rural Fire Fighting*, 2017 edition.

NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2019 edition.

NFPA 1500™, *Standard on Fire Department Occupational Safety, Health, and Wellness Program*, 2018 edition.

NFPA 1521, *Standard for Fire Department Safety Officer Professional Qualifications*, 2015 edition.

NFPA 1710, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2016 edition.

NFPA 1901, *Standard for Automotive Fire Apparatus*, 2016 edition.

Chapter 3 Definitions

3.1 General. The definitions contained in this chapter shall apply to the terms used in this standard. Where terms are not defined in this chapter or within another chapter, they shall be defined using their ordinarily accepted meanings within the context in which they are used. *Merriam-Webster's Collegiate Dictionary*, 11th edition, shall be the source for the ordinarily accepted meaning.

3.2 NFPA Official Definitions.

3.2.1* Approved. Acceptable to the authority having jurisdiction.

3.2.2* Authority Having Jurisdiction (AHJ). An organization, office, or individual responsible for enforcing the requirements of a code or standard, or for approving equipment, materials, an installation, or a procedure.

3.2.3 Shall. Indicates a mandatory requirement.

3.2.4 Should. Indicates a recommendation or that which is advised but not required.

3.2.5 Standard. An NFPA Standard, the main text of which contains only mandatory provisions using the word "shall" to indicate requirements and that is in a form generally suitable for mandatory reference by another standard or code or for adoption into law. Nonmandatory provisions are not to be considered a part of the requirements of a standard and shall be located in an appendix, annex, footnote, informational note, or other means as permitted in the NFPA Manuals of Style. When used in a generic sense, such as in the phrase "standards development process" or "standards development activities," the term "standards" includes all NFPA Standards, including Codes, Standards, Recommended Practices, and Guides.

3.3 General Definitions.

3.3.1 Advanced Life Support (ALS). See 3.3.27.1.

3.3.2 Aid.

3.3.2.1* Automatic Aid. A plan developed between two or more fire departments for immediate joint response on first alarms. [1142, 2017]

3.3.2.2 Mutual Aid. Reciprocal assistance by emergency services under a written plan among AHJs that is part of communication center's dispatch protocol.

Δ 3.3.3* Alarm. A signal or message from a person or device indicating the existence of an emergency or other situation that requires action by an emergency response agency. [1221, 2019]

3.3.4 Area.

3.3.4.1 Remote Area. A geographic area that requires a travel distance of at least 8 mi (12.87 km) from a fire station to provide emergency services.

3.3.4.2 Rural Area. As defined by the U.S. Census Bureau, an area with fewer than 500 people per square mile.

3.3.4.3 Suburban Area. As defined by the U.S. Census Bureau, an area with between 500 people and 1000 people per square mile.

3.3.4.4 Urban Area. As defined by the U.S. Census Bureau, an area with at least 1000 people per square mile.

3.3.5 Automatic Aid. See 3.3.2.1.

3.3.6 Basic Life Support (BLS). See 3.3.27.2.

3.3.7 Combination Fire Department. See 3.3.16.1.

3.3.8 Company. A group of members assembled at the scene that operate under direct supervision and are trained and equipped to perform assigned tasks.

3.3.9* Company Officer. A supervisor of a crew/company of personnel. [1710, 2016]

3.3.10 Crew. See 3.3.39, Team.

3.3.11* Demand Zones. An area used to define or limit the management of a risk situation.

3.3.12 Emergency Incident. Any situation to which an emergency services organization responds in order to deliver emergency services, including rescue, fire suppression, emergency medical service, special operations, law enforcement, and other forms of hazard control and mitigation.

3.3.13 Emergency Medical Service. The treatment of patients using first aid, cardiopulmonary resuscitation, basic life support, advanced life support, and other medical procedures prior to arrival at a hospital or other health care facility. [See also 3.3.27.1, *Advanced Life Support (ALS)*; 3.3.27.2, *Basic Life Support (BLS)*; and 3.3.20, *First Responder (EMS)*.]

3.3.14 Emergency Operations. See 3.3.30.1.

3.3.15 Fire Apparatus. A vehicle designed to be used under emergency conditions to transport personnel and equipment, and to support the suppression of fires and mitigation of other hazardous situations. [1901, 2016]

3.3.16 Fire Department. An organization providing rescue, fire suppression, emergency medical services, and related activities to the public.

3.3.16.1 Combination Fire Department. A fire department having emergency service personnel comprising less than 85 percent majority of either volunteer or career membership.

3.3.16.2* Volunteer Fire Department. A fire department having volunteer emergency service personnel comprising 85 percent or greater of its department membership.

3.3.17 Fire Department Member. See 3.3.28, Member.

3.3.18 Fire Protection. Methods of providing fire detection, control, and extinguishment.

3.3.19* Fire Suppression. The activities involved in controlling and extinguishing fires. [1500, 2018]

3.3.20* First Responder (EMS). Functional provision of initial assessment (i.e., airway, breathing, and circulatory systems) and basic first-aid intervention, including CPR and automatic external defibrillator (AED) capability. [1710, 2016]

3.3.21* Hazard. A condition that presents the potential for harm or damage to people, property, or the environment.

3.3.22 Hazardous Area. The area where members might be exposed to a hazard or hazardous atmosphere. A particular substance, device, event, circumstance, or condition that presents a danger to members of the fire department.

3.3.23 Hazardous Material. A substance that is capable of creating harm to people, the environment, or property due to its toxicity, chemical reactivity, decomposition, or corrosivity; is capable of explosion or detonation; or presents etiological hazards, whether used for its intended purpose or as a weapon of mass destruction (WMD), for illicit lab purposes, environmental crimes, or industrial sabotage.

3.3.24 Incident Commander (IC). The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. [472, 2018]

3.3.25* Incident Management System (IMS). An organized system that defines the roles and responsibilities to be assumed by responders and the standard operating procedures to be used in the management and direction of emergency incidents and other functions.

3.3.26 Initial Attack. Firefighting efforts and activities that occur in the time increment between the arrival of the fire department on the scene of a fire and the tactical decision by the incident commander that the resources dispatched on the original response are insufficient to control and extinguish the fire, or that the fire is extinguished.

3.3.27 Life Support.

3.3.27.1 Advanced Life Support (ALS). Emergency medical services beyond basic life support that provide for advanced airway management, including intubation, advanced cardiac monitoring, defibrillation, establishment and maintenance of intravenous access, and drug therapy.

3.3.27.2* Basic Life Support (BLS). A specific level of prehospital emergency medical service provided by trained responders that is focused on rapidly evaluating a patient's condition; maintaining a patient's airway, breathing, and circulation; controlling external bleeding; preventing shock; and preventing further injury or disability by immobilizing potential spinal or other bone fractures.

3.3.28* Member. A person involved in performing the duties and responsibilities of a fire department, under the auspices of the organization. [1500, 2018]

3.3.29 Mutual Aid. See 3.3.2.2.

3.3.30 Operations.

3.3.30.1 Emergency Operations. Activities of the fire department relating to rescue, fire suppression, emergency medical service, and special operations, including response to the scene of the incident and all functions performed at the scene.

3.3.30.2* Special Operations. Those emergency incidents to which the fire department responds that require specific and advanced training and specialized tools and equipment. [1500, 2018]

3.3.31* Rapid Intervention Crew (RIC). A dedicated crew of firefighters who are assigned for rapid deployment to rescue lost or trapped members.

3.3.32 Remote Area. See 3.3.4.1.

3.3.33 Rescue. Those activities directed at locating endangered persons at an emergency incident, removing those persons from danger, treating the injured, and providing for transport to an appropriate health care facility. [1500, 2018]

3.3.34 Rural Area. See 3.3.4.2.

3.3.35 Special Operations. See 3.3.30.2.

3.3.36 Standard Operating Procedure. A written organizational directive that establishes or prescribes specific operational or administrative methods to be followed routinely for the performance of designated operations or actions. [1521, 2015]

3.3.37 Structural Firefighting. The activities of rescue, fire suppression, and property conservation in buildings or other structures, vehicles, rail cars, marine vessels, aircraft, or like properties. [1710, 2016]

3.3.38 Suburban Area. See 3.3.4.3.

3.3.39 Team. Two or more members who have been assigned a common task and are in communication with each other, coordinate their activities as a work group, and support the safety of one another.

3.3.40 Urban Area. See 3.3.4.4.

3.3.41 Volunteer Fire Department. See 3.3.16.2.

Chapter 4 Organization, Operation, and Deployment

4.1* Fire Suppression Organization. Fire suppression operations shall be organized to ensure that the fire department's fire suppression capability includes personnel, equipment, and other resources to deploy fire suppression resources in such a manner that the needs of the organization are met.

4.1.1* The authority having jurisdiction (AHJ) shall promulgate the fire department's organizational, operational, and deployment procedures by issuing written administrative regulations, standard operating procedures (SOPs), and departmental orders.

4.1.2* Fire department procedures shall clearly state the succession of command responsibility.

4.2* Community Risk Management. The fire department shall participate in a process that develops a community fire and emergency medical services risk management plan.

4.2.1 The specific role of the fire department and other responding agencies shall be defined by the community risk management plan.

4.2.2* The number and type of units assigned to respond to a reported incident shall be determined by risk analysis and/or prefire planning.

4.2.3 Hazardous Materials.

4.2.3.1 The fire department shall participate in a process that develops a community risk management plan with respect to the risks associated with the storage, use, and transportation of hazardous materials.

4.2.3.2 The specific role of the fire department and other responding agencies shall be defined by the community risk management plan for hazardous materials and other special operations.

4.3 Staffing and Deployment.

4.3.1 The fire department shall identify minimum staffing requirements to ensure that the number of members that are available to operate are able to meet the needs of the department.

4.3.2* Table 4.3.2 shall be used by the AHJ to determine staffing and response time objectives for structural firefighting, based on a low-hazard occupancy such as a 2000 ft² (186 m²), two-story, single-family home without basement and exposures and the percentage accomplishment of those objectives for reporting purposes as required in 4.4.2.

4.3.3* Where staffed stations are provided, when determined by the AHJ, they shall have a turnout time of 90 seconds for fire and special operations and 60 seconds for EMS, 90 percent of the time.

4.3.4 Upon assembling the necessary resources at the emergency scene, the fire department shall have the capability to safely commence an initial attack within 2 minutes 90 percent of the time.

4.3.5* Personnel responding to fires and other emergencies shall be organized into company units or response teams and have the required apparatus and equipment.

4.3.6* Standard response assignments and procedures, including mutual aid response and mutual aid agreements predetermined by the location and nature of the reported incident, shall regulate the dispatch of companies, response groups, and command officers to fires and other emergency incidents.

4.4 Reporting Requirements.

4.4.1* Incident Reports. The fire department shall maintain a standardized reporting system that collects specific information on each incident.

4.4.1.1 The incident report shall include the location and nature of the fire or emergency and describe the circumstances of the incident and the operations performed.

4.4.1.2 This report shall identify the members responding to the incident.

4.4.2 Annual Evaluation.

4.4.2.1 The fire department shall evaluate its level of service, deployment delivery, and response time objectives on an annual basis.

4.4.2.2 The 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.

4.4.3 Quadrennial Report. The fire department shall provide the AHJ with a written report, quadrennially, based on the annual evaluations required by 4.4.2.

Table 4.3.2 Staffing and Response Time

Demand Zone ^a	Demographics	Minimum Staff to Respond ^b	Response Time (minutes) ^c	Meets Objective (%)
Urban area	>1000 people/mi ² (2.6 km ²)	15	9	90
Suburban area	500–1000 people/mi ² (2.6 km ²)	10	10	80
Rural area	<500 people/mi ² (2.6 km ²)	6	14	80
Remote area	Travel distance ≥ 8 mi (12.87 km)	4	Directly dependent on travel distance	90
Special risks	Determined by AHJ	Determined by AHJ based on risk	Determined by AHJ	90

^aA jurisdiction can have more than one demand zone.

^bMinimum staffing includes members responding from the AHJ's department and automatic aid

^cResponse time begins upon completion of the dispatch notification and ends at the time interval shown in the table.

4.4.3.1 The quadrennial report shall define demand zones and/or circumstances in which the requirements of this standard are not being met.

4.4.3.2 This report shall explain the predictable consequences of identified deficiencies and address the steps within a fire department strategic plan necessary to achieve compliance.

N 4.4.3.3 The report shall identify any deficiencies that could develop in the next 3 years and address the steps necessary to continue to achieve compliance with this standard.

4.5 Fire Suppression Operations.

4.5.1* **Incident Commander.** One individual shall be assigned as the incident commander.

4.5.1.1* The assumption and identification of command shall be communicated to all units responding to or involved at the incident scene.

4.5.1.2 The incident commander shall be responsible for the overall coordination and direction of all activities for the duration of the incident.

4.5.1.3 The incident commander shall ensure that a personnel accountability system is immediately utilized to rapidly account for all personnel at the incident scene.

4.5.2 **Company Officer.** The company officer/crew leader shall at all times be aware of the identity, location, and activity of each member assigned to the company.

4.5.2.1 Each member of the company shall be aware of the identity of the company officer/crew leader.

4.5.2.2 Orders addressed to individual members, particularly verbal orders and orders at incident scenes, shall be transmitted through the company officer.

4.6 Initial Firefighting Operations.

4.6.1 Initial firefighting operations shall be organized to ensure that at least four members are assembled before interior fire suppression operations are initiated in a hazardous area.

4.6.2 In the hazardous area, a minimum of two members shall work as a team.

4.6.3* Outside the hazardous area, a minimum of two members shall be present for assistance or rescue of the team operating in the hazardous area.

4.6.3.1 One of the two members assigned outside the hazardous area shall be permitted to be engaged in other activities.

4.6.3.2 The assignment of a member shall not be permitted if abandoning that member's critical task(s) to perform rescue would jeopardize the safety and health of any firefighter operating at the incident.

4.6.4 Initial attack operations shall be organized to ensure that if, upon arrival at the emergency scene, initial attack personnel find an imminent life-threatening situation where immediate action could prevent the loss of life or serious injury, such action is permitted with less than four personnel when conducted in accordance with NFPA 1500.

4.7 Sustained Firefighting Operations.

4.7.1 The fire department shall have the capability for sustained operations, including fire suppression; engagement in search and rescue, forcible entry, ventilation, and preservation of property; accountability for personnel; the deployment of a dedicated rapid intervention crew (RIC); and provision of support activities for those situations that are beyond the capability of the initial attack.

4.7.2 The capability to sustain operations shall include the personnel, equipment, and resources to conduct incident-specific operations.

4.7.3 The fire department shall be permitted to use established automatic aid or mutual aid agreements to comply with the requirements of Section 4.7.

4.8 Intercommunity Organization.

A 4.8.1* Mutual aid, automatic aid, and fire protection agreements among the affected AHJs shall be in writing and address issues such as liabilities for injuries, disabilities, and deaths; cost of service; authorization to respond; staffing; and equipment, including the resources to be made available and the designation of the incident commander.

4.8.2 Procedures and training of personnel for all fire departments in mutual aid, automatic aid, and fire protection agreement plans shall be comprehensive enough to produce a capable response to deal with the emergencies they respond to and to ensure uniform operations at those emergencies.

4.8.3 Companies responding to automatic or mutual aid incidents shall be equipped with communications equipment that allow personnel to communicate with the incident commander, division or group supervisors, or branch directors.

4.9* Emergency Medical Services (EMS).

4.9.1* The provisions of this section shall apply only to those fire departments that are involved in EMS delivery.

4.9.2* The fire department shall clearly document its role, responsibilities, functions, and objectives for the delivery of EMS.

4.9.3 EMS operations shall be organized to ensure the fire department's emergency medical capability includes personnel, equipment, and resources to deploy the initial arriving company and additional alarm assignments.

4.9.4 The fire department shall be permitted to use established automatic aid or mutual aid agreements to comply with the requirements of Section 4.9.

4.9.5 System Components.

4.9.5.1 The basic treatment levels within an EMS system, for the purposes of this standard, shall be categorized as first responder, basic life support (BLS), and advanced life support (ALS).

4.9.5.2 The specific patient treatment capabilities associated with each level shall be determined by the AHJ for the approval and licensing of EMS providers within each state or province.

4.9.6 Quality Management.

4.9.6.1 The fire department shall institute a quality management program.

4.9.6.2 All first responder and BLS emergency medical service provided by the fire department shall be reviewed and documented by the fire department medical personnel.

4.9.6.3 All fire departments with ALS services shall have a named medical director with the responsibility to oversee and ensure quality medical care in accordance with state or provincial laws or regulations.

4.9.6.4 Fire departments providing ALS services shall provide a mechanism for immediate communications with EMS supervision and medical oversight.

4.10* Special Operations.

4.10.1 The provisions of this section shall apply to fire departments that are involved in the delivery of special operations response.

4.10.2 The fire department shall adopt a special operations response plan and SOPs that specify the role and responsibilities of the fire department and the authorized functions of members responding to hazardous materials emergency incidents.

4.10.3 Special operations shall be organized to ensure that the fire department's special operations capability includes the personnel, equipment, and resources to deploy the initial arriving company and additional alarm assignments providing such services.

4.10.4* The fire department shall limit its operations to only those specific special operations functions for which its personnel are trained and are properly equipped.

4.10.5 The fire department shall be permitted to use established automatic aid or mutual aid agreements to comply with the requirements of Section 4.10.

4.10.6 All fire department members who respond to emergency incidents involving hazardous materials shall be trained to the applicable requirements of NFPA 472.

4.10.7 The fire department shall have the capacity to implement an RIC during all special operations incidents that would subject firefighters to immediate danger of injury, or in the event of equipment failure or other sudden events, as required by NFPA 1500.

4.10.8 When a higher level of emergency response is needed beyond the capability of the fire department for special operations, the fire department shall determine the availability of outside resources that deploy these capabilities and the procedures for initiating their response.

Chapter 5 Systems

5.1 Safety and Health System.

5.1.1* A firefighter occupational safety, health, and wellness program shall be provided in accordance with NFPA 1500.

5.1.2 As a minimum, the fire department shall ensure an AED is available on scene with personnel adequately trained in its use.

5.2* Incident Management System.

5.2.1 An incident management system shall be provided in accordance with NFPA 1561 to form the basic structure of all

emergency operations of the fire department, regardless of the scale of the department or the emergency.

5.2.2* An incident management system shall be designed to manage incidents of different types, including structure fires, wildland fires, hazardous materials incidents, emergency medical operations, and other types of emergencies that could be encountered by the department.

5.2.3 The incident management system shall be consistent with the National Incident Management System (NIMS) and the National Response Framework (NRF).

5.3 Training Systems. The fire department shall have a training program and policy that ensures that personnel are trained and competency is maintained to execute all operations consistent with the department's organization and deployment as addressed in Chapter 4.

5.4* Communications System.

5.4.1* The fire department shall have a reliable communications system to facilitate prompt delivery of public fire suppression, EMS, and special operations.

5.4.2 All communications facilities, equipment, staffing, and operating procedures shall comply with NFPA 1221.

5.4.3 Operating procedures for radio communications shall provide for the use of standard protocols and terminology at all types of incidents.

5.4.4 Standard terminology, in compliance with NFPA 1561, shall be established to transmit information, including strategic modes of operation, situation reports, and emergency notifications of imminent hazards.

5.5 Pre-Incident Planning.

5.5.1 The fire department shall set forth operational requirements to conduct pre-incident planning.

5.5.2 Particular attention shall be provided to target hazards.

5.5.3 Pre-incident plans shall be completed in accordance with NFPA 1620.

Annex A Explanatory Material

Annex A is not a part of the requirements of this NFPA document but is included for informational purposes only. This annex contains explanatory material, numbered to correspond with the applicable text paragraphs.

A.1.1 The standard includes minimum requirements that are intended to provide effective, efficient, and safe protective services that operate on a sound basis to prevent fires, reduce risk to lives and property, deal with incidents that occur, and prepare for anticipated incidents. The standard sets minimum standards considered necessary for the provision of public fire protection by volunteer and combination fire departments. It addresses the structure and operation of organizations providing such services, including fire suppression, emergency medical services (EMS), hazardous materials operations, and special operations.

A.1.1.1 The delivery of services that are directed toward saving lives from a variety of perils is generally included in the mission of the fire service, although the nature and extent of these services varies from one jurisdiction to another.

In addition to duties at fires, fire departments should be prepared to perform rescue work and provide emergency care for those injured in connection with incidents such as traffic accidents, train wrecks, aircraft crashes, floods, windstorms, weapons of mass destruction/terrorism, and earthquakes, unless specifically excluded from involvement.

In many areas, the fire department is designated as the primary provider of EMS. This responsibility could involve the delivery of basic or advanced (paramedic) life support services and could include ambulance service. These services could be performed by firefighters or by members of the fire department specializing in EMS. The impact on fire department resources and the department's continued ability to perform its other responsibilities should be considered when the department undertakes the EMS activity.

NFPA 1780 should be consulted for fire prevention, community education, and fire investigation services.

A.1.3.1 The authority having jurisdiction (AHJ) generally has the responsibility to determine the following:

- (1) Scope and level of service provided by the fire department
- (2) Necessary level of funding
- (3) Necessary level of personnel and resources, including facilities

In order to provide service, the AHJ can have the power to levy taxes, solicit funding, own property and equipment, and cover personnel costs. The authority necessary is conveyed by law of a local jurisdiction.

In addition, the governing body also should monitor the achievement of the management goals of the department, such as fire prevention, community life safety education, fire suppression, employee training, communications, maintenance, and department administration.

Spelling out the specific parameters of services to be provided allows the fire department to plan, staff, equip, train, and deploy members, career and volunteer, to perform these duties. It also gives the governing body an accounting of the costs of services and allows it to select those services they can afford to provide. Likewise, the governing body should identify services it cannot afford to provide and cannot authorize the fire department to deliver; those services should be assigned to another agency.

The fire department should be no different from any other government agency that has the parameters of its authority and services clearly defined by the governing body.

A.1.4 See Annex B.

A.3.2.1 Approved. The National Fire Protection Association does not approve, inspect, or certify any installations, procedures, equipment, or materials; nor does it approve or evaluate testing laboratories. In determining the acceptability of installations, procedures, equipment, or materials, the authority having jurisdiction may base acceptance on compliance with NFPA or other appropriate standards. In the absence of such standards, said authority may require evidence of proper installation, procedure, or use. The authority having jurisdiction may also refer to the listings or labeling practices of an organization that is concerned with product evaluations and is thus in a position to determine compliance with appropriate standards for the current production of listed items.

A.3.2.2 Authority Having Jurisdiction (AHJ). The phrase "authority having jurisdiction," or its acronym AHJ, is used in NFPA documents in a broad manner, since jurisdictions and approval agencies vary, as do their responsibilities. Where public safety is primary, the authority having jurisdiction may be a federal, state, local, or other regional department or individual such as a fire chief; fire marshal; chief of a fire prevention bureau, labor department, or health department; building official; electrical inspector; or others having statutory authority. For insurance purposes, an insurance inspection department, rating bureau, or other insurance company representative may be the authority having jurisdiction. In many circumstances, the property owner or his or her designated agent assumes the role of the authority having jurisdiction; at government installations, the commanding officer or departmental official may be the authority having jurisdiction.

A.3.3.2.1 Automatic Aid. Automatic aid is established through a written agreement between AHJs that provides for the simultaneous dispatch of a predetermined response of personnel and equipment to a neighboring jurisdiction upon receipt of an alarm, and is included as part of a communication center's dispatch protocols.

A.3.3.3 Alarm. In some jurisdictions, an alarm is referred to as an incident or call for service.

A.3.3.9 Company Officer. This person could be someone appointed in an acting capacity. The rank structure could be either sergeant, lieutenant, or captain.

A.3.3.11 Demand Zones. A demand zone can be a single building or a group of buildings. It is usually defined in terms of geographical boundaries, called fire management areas or fire management zones.

A.3.3.16.2 Volunteer Fire Department. Volunteer fire department members can include paid part-time or on-call members. In those arrangements, volunteer firefighters are only partially compensated and their stipend or pay often does not fully cover the costs associated with being a firefighter. Those costs include lost wages from their primary occupation for training and responding to dispatches. Their pay might be hourly based and might or might not qualify for volunteer status under the Fair Labor Standards Act (FLSA). In addition, many paid part-time or on-call firefighters with combination departments still volunteer or are unpaid for part or all of the time they spend on training, administrative tasks, equipment maintenance, public education, and fundraising, and they often cover the cost of supplemental training themselves.

A.3.3.19 Fire Suppression. Fire suppression includes all activities performed at the scene of a fire incident or training exercise that expose fire department members to the dangers of heat, flame, smoke, and other products of combustion, explosion, or structural collapse. [1500, 2018]

A.3.3.20 First Responder (EMS). A first responder also assists higher level EMS providers.

A.3.3.21 Hazard. Hazards include the characteristics of facilities, equipment systems, property, hardware, or other objects; and the actions and inactions of people that create such hazards.

A.3.3.25 Incident Management System (IMS). The system should be consistent with NIMS and the National Response

Framework. The system is also referred to as an incident command system (ICS).

A.3.3.27.2 Basic Life Support (BLS). Basic life support could also include expediting the safe and timely transport of the patient to a hospital emergency department for definitive medical care.

A.3.3.28 Member. A fire department member can be a full-time or part-time employee or a paid or unpaid volunteer, can occupy any position or rank within the fire department, and can engage in emergency operations. [1500, 2018]

A.3.3.30.2 Special Operations. Special operations include water rescue, extrication, hazardous materials, confined space entry, high-angle rescue, aircraft rescue and firefighting, and other operations requiring specialized training. [1500, 2018]

A.3.3.31 Rapid Intervention Crew (RIC). Emergency services personnel respond to many incidents that present a high risk to personnel safety. Departments in compliance with 29 CFR 1910.134 need to have a minimum of two people on scene fully equipped when members are operating in an immediately dangerous to life and health (IDLH) or potentially IDLH atmosphere. The primary purpose is the rescue of injured, lost, or trapped firefighters. Departments utilizing an incident management system in accordance with NFPA 1561, or 29 CFR 1910.120 along with a personnel accountability system, have incorporated the RIC into their management system. Many departments have redefined their response plans to include the dispatch of an additional company (i.e., engine, rescue, or truck) to respond to incidents and to stand by as the RIC/company. Incident commanders can assign additional RICs based on the size and complexity of the incident scene. This requirement is also included as part of special operations incidents in NFPA 1500, Chapter 8.

A.4.1 Suppression capability is an expression of how much firefighting power can be put into action at a fire. It includes the amount of apparatus, equipment, and personnel available; the time needed to respond and place equipment in action; the water supply; the application of strategy and tactics; the level of training; and all of the components that add up to effective fireground operations.

A.4.1.1 Departmental regulations and operating procedures and orders should be developed for the purpose of ensuring uniformity and effectiveness in department actions and operations. These procedures should be published and circulated to all members, and training should be provided whenever major changes or additions are made. A system should be established that requires each member to read and acknowledge existing and revised regulations and procedures.

Such procedures should cover matters not subject to frequent changes and should be reviewed at least annually to ensure that they are current. All members should have access to the system of orders and directives that relate to their unit. Orders should be reviewed periodically by company officers during company meetings or training sessions.

The departmental procedures should specify the channels through which orders are to be transmitted. All orders should pass through the established chain of command and should be acknowledged. The chain of command also should be followed, in reverse order, for reports and other communications from units to headquarters.

A.4.1.2 The succession of command responsibility is necessary to provide for continuity of operations following death, injury, disability, or the absence of individuals. Succession should include the job title designation "acting" but should not imply automatic reassignment or promotion.

Δ A.4.2 In many communities, the fire department is assigned primary responsibility for the management of hazardous materials emergencies. In some cases, this includes regulatory responsibilities to identify and minimize risks to the community resulting from the storage, use, transportation, and disposal of hazardous materials. (See 29 CFR 1910.120.)

The process used to plan response to these emergencies is also a viable tool for planning response (e.g., fire suppression, EMS, and technical rescue) to other risks within the community. The planning process should be coordinated with community and private sector planning processes that are implemented to meet legal requirements. The resulting comprehensive emergency management plan (CEMP) should be developed by the local emergency planning committee (LEPC) and exercised at least annually. The CEMP should include evacuation plans, intervention strategies, sources of expertise, and specialized assistance and disposal plans. The planning process should identify clearly the AHJ for command responsibility during hazardous materials incidents and other emergency responses to incidents within the community.

Disaster planning should be coordinated at all levels of government in anticipation of large-scale emergencies. Legislation or legal restrictions could establish the overall controlling authority in disaster operations. All planning and activity should occur within the framework of these restrictions. (See Annex B.)

NFPA 1600 is a document that provides additional information to assist users in preparing for, responding to, and mitigating disasters in their jurisdictions. In addition, it covers federal, state, and local disaster agencies' roles and responsibilities within a comprehensive planning process.

NFPA 1250 provides additional information and tools to assist in the risk management process.

Other occupancies and risks in the community that present greater hazards should be addressed by additional firefighter functions and additional responding personnel on the initial full alarm assignment. The NFPA *Fire Protection Handbook* categorizes occupancies into the following three broad groups:

- (1) High-hazard occupancies: schools, hospitals, nursing homes, explosives plants, refineries, high-rise buildings, and other high life-hazard or large fire-potential occupancies
- (2) Medium-hazard occupancies: apartments, offices, mercantile, and industrial occupancies not normally requiring extensive rescue or firefighting forces
- (3) Low-hazard occupancies: one-, two-, or three-family dwellings and scattered small businesses and industrial occupancies

The NFPA 1720 benchmark occupancy fits into this low-hazard category. In determining the initial responding force to these occupancies, AHJs must consider the additional potential of fire spread, types of combustibles, increased life hazard, and various tasks that must be accomplished to achieve their mission.

A.4.2.2 A variety of factors should be taken into account, including the size, height, and configuration of buildings; special life risks; exposures between structures; construction types; occupancy classifications; and other hazards.

A.4.3.2 Table 4.3.2 outlines demographic areas, as defined by the U.S. Census Bureau; staffing and deployment requirements; and fractal measurements. The suburban area is based on the requirements provided in the report by the Ontario Fire Marshal's Office, *Shaping the Future of Fire Ground Staffing and Delivery Systems within a Comprehensive Fire Safety Effectiveness Model*, a report referenced in NFPA 1710, as well. This requirement must be met 80 percent of the time. Rural areas have a lower population density and require six people (two in/two out plus the incident commander and pump operator), a requirement that is derived from the country-UK standards of fire cover and must be met 80 percent of the time. The remote areas reference the OSHA "two in/two out" requirement and the assembly of four persons 90 percent of the time. Travel distances are varied and can be computed utilizing the ISO travel formula. This travel formula is as follows:

$$1.7 \times \text{distance} + 0.65 = \text{travel time}$$

For evaluation of response time objectives based on Table 4.3.2, the fire department needs to record the number of members on the scene at the end of the response time given in the table for each incident. For example, in an urban area, the fire department would record the number of members on scene 9 minutes after the completion of the dispatch notification. They would then determine how many times they had at least 15 members on scene within that 9-minute time interval and calculate a percentage based on the total calls in urban areas. To meet the objective defined in this standard for an urban area, they would need to assemble at least 15 members within 9 minutes for 90 percent of the incidents.

A.4.3.3 The AHJ must determine when a station is considered staffed. This can be determined by the number of personnel, response SOPs, local conditions, community risk assessment, and level of service provided.

A.4.3.5 The AHJ should determine the number and type of fire company units to be provided. All personnel except those assigned to staff or support units or those serving as chief officers should be assigned to a specific company unit. The fire chief's responsibility is to ensure that the best use is made of personnel and equipment. See NFPA 1561 for additional information.

A.4.3.6 Modern computerized dispatch systems have the capability of providing specific dispatch assignments for individual buildings. Where street fire alarm boxes are provided, a response assignment should be prepared for each box location. Where street boxes are not used, zone numbers should be assigned to different points, sectors, or properties.

The number and type of units assigned to a particular incident depend on the availability of units at the time the incident occurs. Dispatchers should be given the authority to use judgment, within departmental guidelines, when they encounter situations or circumstances that demand modification of normal response assignments.

Procedures for the redistribution of available companies within the jurisdiction should be established in such a manner as to provide the best possible protection in the event of major

incidents or high activity. Mutual aid companies should be used for back-up coverage in these situations.

A.4.4.1 Reports on emergencies are essential to providing an accurate record of a department's activities. Reports also serve as a basis for determining local, state, and national fire trends and for establishing the needs of a fire department. NFPA 901 should be used as the basis for classifying data on emergency incidents. The FEMA *National Fire Incident Reporting System* (NFIRS) should form the basis of an incident reporting system. The purpose of 4.4.1 is to inform fire departments of the importance of having a reporting system, even if such a system is not required by local, state, or provincial law.

A.4.5.1 The responsibility for assigning fire companies at an emergency belongs to the incident commander, who establishes priorities and assigns units based on identified objectives. Normally, on a first alarm response, the first engine company and truck company respond directly to the front of the emergency, while other responding units stand by or stage nearby until assigned to a particular task. Whenever an emergency situation demands extended operational activities, additional alarms should be called to provide reinforcements and a reserve supply of personnel and equipment at the scene.

Arriving companies that have not been assigned according to SOP or directions from the incident commander should proceed automatically to a standby or staging position. These units should stop short and remain uncommitted about a block from the scene until assigned by the incident commander. Staging positions should take into account access to potential operating positions, water supply, and traffic conditions. The primary emphasis is on avoiding the independent commitment of companies to tasks or positions that conflict with the incident commander's objectives. Once the initial command responsibilities are completed, the incident commander should begin to obtain progress reports from operating units and evaluate efforts. The initial action plan should then be revised or refined as necessary.

The convergence of many units at the scene of an incident, particularly units that are not part of a planned response system, can cause major problems. Procedures should be established on a regional basis to provide for orderly response when major incidents occur. All responding multiple alarm companies should gather in a specific area designated by the incident commander. This formal staging area should be located away from the emergency scene in order to provide adequate space for assembly of all response apparatus. The first officer to arrive in this designated location should automatically assume control of the staging area. This officer should maintain an accurate log of available companies and, when requested to by command, should verbally assign companies to report to specific sectors or divisions or for specific functions with instructions on where and to whom to report.

A.4.5.1.1 Fire department SOPs should define operational procedures for the passing of or transferring of command. Command should never be transferred to an individual not on the scene. The arrival of senior officers on the scene does not result in an automatic transfer of command. The identity of incident command could change during the course of an incident, but the continuity of responsibility and accountability should be maintained.

On a typical first alarm assignment, the chain of command is usually transferred on the arrival of a chief officer. The officer

being relieved should be prepared to provide the superior with an assessment of the general conditions and tactical priorities, such as the location of companies that are assigned, the identity of companies available for assignment, and the need for additional resources.

The situation faced by a company officer assuming initial command of an incident dictates an operating mode in each case. The basic options available to that officer are as follows:

- (1) *Investigation Mode.* If fire is not evident, the first arriving company officer investigates while all other units stand by in staging mode or positions. The company officer assumes command responsibility.
- (2) *Initial Attack Mode.* The first arriving company officer assumes command responsibility while leading an initial rapid attack to stabilize the situation. This mode is effective where fast action is critical and will control the situation quickly.
- (3) *Command Post Mode.* The first arriving company officer identifies the large, complex situation and assigns resources while setting up a command post operation from the outset.

In each case, the company officer assuming command is fully responsible for the identified tasks assigned to the command function. The degree of personal involvement in tactical actions varies in each mode.

A.4.6.3 RIC members should have the ~~firefighters~~ personal protective ensemble and protective equipment, self-contained breathing apparatus, and any specialized rescue equipment that could be needed for the specifics of the operation underway as required by NFPA 1500.

A.4.8.1 Where applicable, the mutual aid agreement should include automatic responses on first alarms (automatic aid). This concept contemplates joint response of designated apparatus and personnel on a predetermined running assignment basis.

Mutual aid concepts should be considered on a regional basis. In an effective mutual aid arrangement, each fire department should retain reserves of personnel and apparatus. Traditionally and legally, overall command of the incident is vested with the senior officer of the jurisdiction experiencing the emergency.

Some areas use consolidated dispatching to coordinate the response of fire companies to assist an outside fire department. The management of responses can be made easier by utilizing computerization, running cards, and other advance planning.

A.4.9 An emergency medical services (EMS) system is defined as a comprehensive, coordinated arrangement of resources and functions that are organized to respond in a timely, staged manner to medical emergencies, regardless of their cause. The term *system* can be applied locally or at the state, provincial, or national level.

The following are the fundamental functions of an EMS system:

- (1) System organization and management
- (2) Medical direction
- (3) Human resources and training
- (4) Communications
- (5) Emergency response
- (6) Transportation

- (7) Care facilities
- (8) Quality assurance
- (9) Public information and education
- (10) Disaster medical services
- (11) Research
- (12) Special populations

A.4.9.1 See requirements as outlined in NFPA 1710.

A.4.9.2 In addition to the resources provided by the fire department to meet these response criteria, other community resources should be considered. The initial treatment could be enhanced by other means, including citizens trained in cardiopulmonary resuscitation (CPR) or self-help instructions from trained communications personnel. The plan for delivering basic life support should include consideration of these alternatives.

A.4.10 Special operations incidents can include, but are not limited to, the following:

- (1) Rope rescue including high angle
- (2) Water rescue
- (3) Trench/collapse rescue
- (4) Confined space rescue
- (5) Extrication rescue
- (6) Air/sea rescue
- (7) Urban search and rescue (USAR)
- (8) SWAT (special weapons and tactics team) operations

The specific role of the fire department in responding to special operations incidents should be outlined in the community's emergency management plan. This plan defines the scope of activities and responsibilities assigned to the fire department and the level of service that is provided in each area.

A.4.10.4 Although fire departments are called to respond to a variety of incidents and should have the ability to perform special operations to the extent that can be reasonably anticipated, the possibility of being called to a situation that was unanticipated or was impossible to predict is significant. In these situations, the fire department could or could not have the specific training, procedures, or resources to deal with the problem. In those types of incidents, the incident commander is responsible for evaluating the situation, the risks that are involved, and the capabilities of the resources that are available to take action before an action plan can be developed. The operational risk management guidelines should be used to determine the appropriate action in such circumstances.

A.5.1.1 NFPA 1500 addresses all areas of fire service occupational safety, ~~health, and wellness~~ and serves as an umbrella document for other specific NFPA fire department safety and health documents. In addition, it also meets the intent of 29 CFR 1910.134.

A.5.2 Emergency incidents can involve operations that vary considerably in their complexity and scale. The control of these incidents depends on the planned, systematic implementation of an effective fireground organization to accomplish identified objectives. Every fire department, regardless of size, needs a proper system to regulate and direct emergency forces and equipment at both routine and major incidents.

A.5.2.2 Incident management systems are designed to provide a standard approach and response to all types of incidents and have been developed and implemented by many fire depart-

ments. A basic concept of these systems uses an incremental approach in building a command structure, starting with the first officer arriving at the scene of an incident. The development of the command structure should coincide with the commitment of emergency forces assigned to the situation. The specific methods used by various fire departments differ, but the essential operational objectives remain consistent. The main distinguishing characteristics of the various incident management systems currently employed involve terminology and specific details of organization structures.

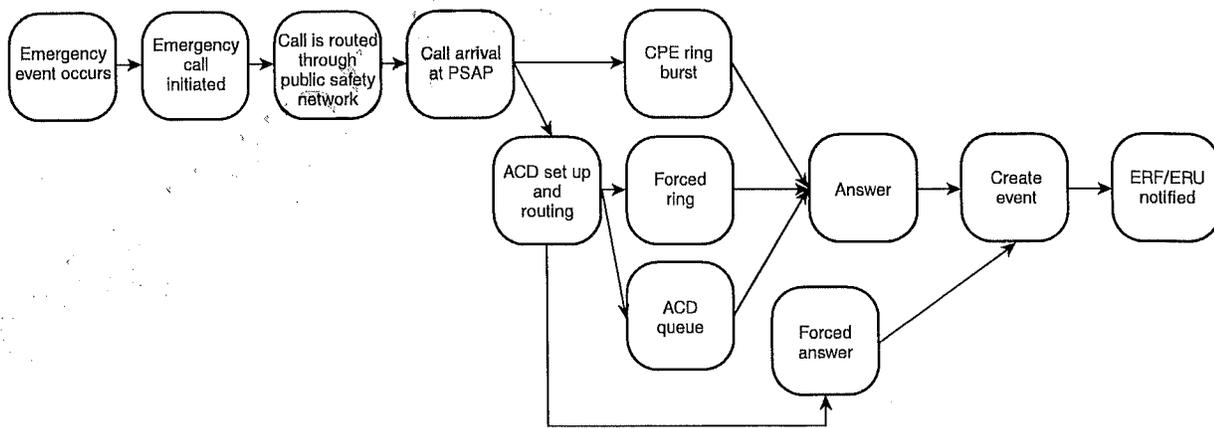
Individuals with specific expertise, particularly in highly technical areas, perform some functions best. The fire department should endeavor to have more than one qualified individual to perform all essential functions within the incident management system.

A.5.4 The provision and operation of a reliable communications system is essential to the delivery of public fire services. The nature and extent of the system provided varies with the size and nature of the jurisdiction served, the services provided, and other local conditions and preferences.

A fire communications system could serve an individual jurisdiction or multiple jurisdictions. In many cases, a regional system, operating under a valid intergovernmental agreement, provides operational advantages and reduced overall costs as

compared with a number of smaller systems serving individual jurisdictions. The benefits could be reflected in a more functional mutual aid system, as well as in operational advantages within the communications system itself.

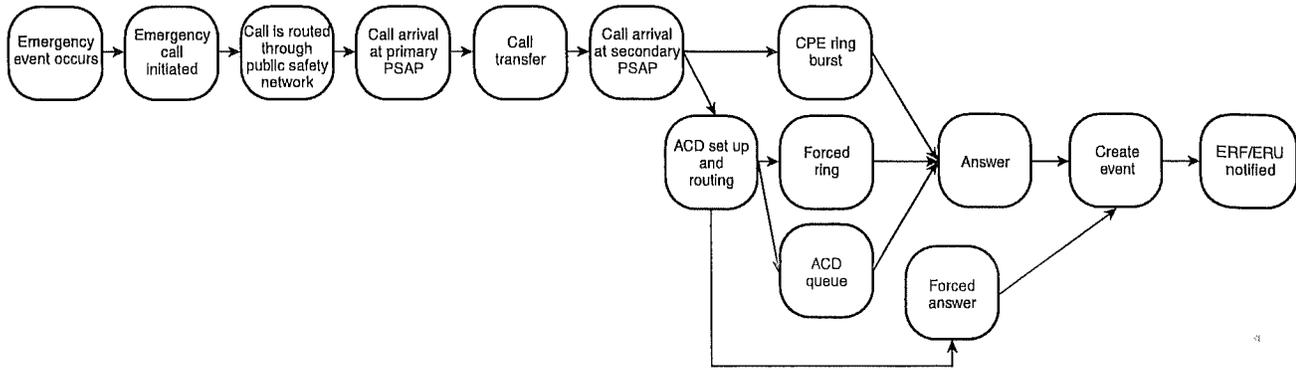
A.5.4.1 NFPA 1221 covers the time frame from when an alarm is received at a public safety answering point (PSAP) until notification of emergency response units begins. The communications system cannot control the time from the initiation of the event (start of fire, identification of medical problem, etc.) until the emergency is detected and a call is placed to the PSAP or a signal is transmitted from a detection device. Likewise, the fire department cannot initiate a response until the alarm is processed and the appropriate fire department resources are notified. NFPA 1221 requires that 90 percent of alarms received on emergency lines be answered within 15 seconds, and 95 percent of alarms be answered within 20 seconds. It also requires that emergency alarm processing be completed within 60 seconds 90 percent of the time and emergency alarm processing be completed within 90 seconds 99 percent of the time. See Figure A.5.4.1(a). Where alarms are transferred from the primary PSAP to a secondary answering point or communications center, the transfer procedure should not exceed 30 seconds for 90 percent of all alarms processed. See Figure A.5.4.1(b).



Detection	Transmission		Time to answer	Event processing
Varies	<1 second	<3 seconds	≤15 seconds 90% ≤20 seconds 95%	≤60 seconds 90%

Notes:
 Alarm sounds are audible or visual annunciation, or both
 CC: Communications center
 TC: Telecommunicator
 IAW: In accordance with
 Alarm processing begins when the emergency call for service is created and ends at the beginning of ERF/ERU notification

FIGURE A.5.4.1(a) Event Timeline Where Primary PSAP Is Communications Center. [1221:Figure A.7.4.1(a)]



Detection	Transmission	Transfer	Time to answer	Event processing
Varies	≤4 seconds	≤30 seconds 90%	15 seconds 90% 20 seconds 95%	≤60 seconds 90%

Notes:

Alarm sounds are audible or visual annunciation, or both

CC: Communications center

TC: Telecommunicator

IAW: In accordance with

Alarm processing begins when the emergency call for service is created and ends at the beginning of ERF/ERU notification

FIGURE A.5.4.1(b) Event Timeline Where Primary PSAP Is Other Than Communications Center. [1221:Figure A.7.4.1(b)]

Annex B Risk Management Model

This annex is not a part of the requirements of this NFPA document but is included for informational purposes only.

B.1 This model is used as an example of how a community-wide risk management plan can be utilized to protect both citizens and property. While NFPA 1720 is scoped strictly to focus on deployment, staffing, and service levels, the realization is that this is one component of a total community fire protection planning process. An AHJ can determine that other components could reduce the risks of fire and therefore adopt stronger building and fire prevention codes, enforce those more vigorously, and enhance their public life safety education components. These models are included for that purpose. Figure B.1 illustrates a fire department process map.

B.1.1 This annex addresses the need for fire departments to develop an overall “defense-in-depth” strategy for the delivery of fire services. The development of such a strategy should include an assessment of the tools available to the fire service for accomplishing the goals of fire safety.

B.1.2 Fire safety objectives can be defined as those ideas that a department aspires to deliver. For example, fire department objectives could include such statements as “Maintain injuries and life/property losses as low as reasonably achievable (community and department).” The accomplishment of this objective should not be left to firefighting operations alone. See Figure B.1.2 for fire safety concepts.

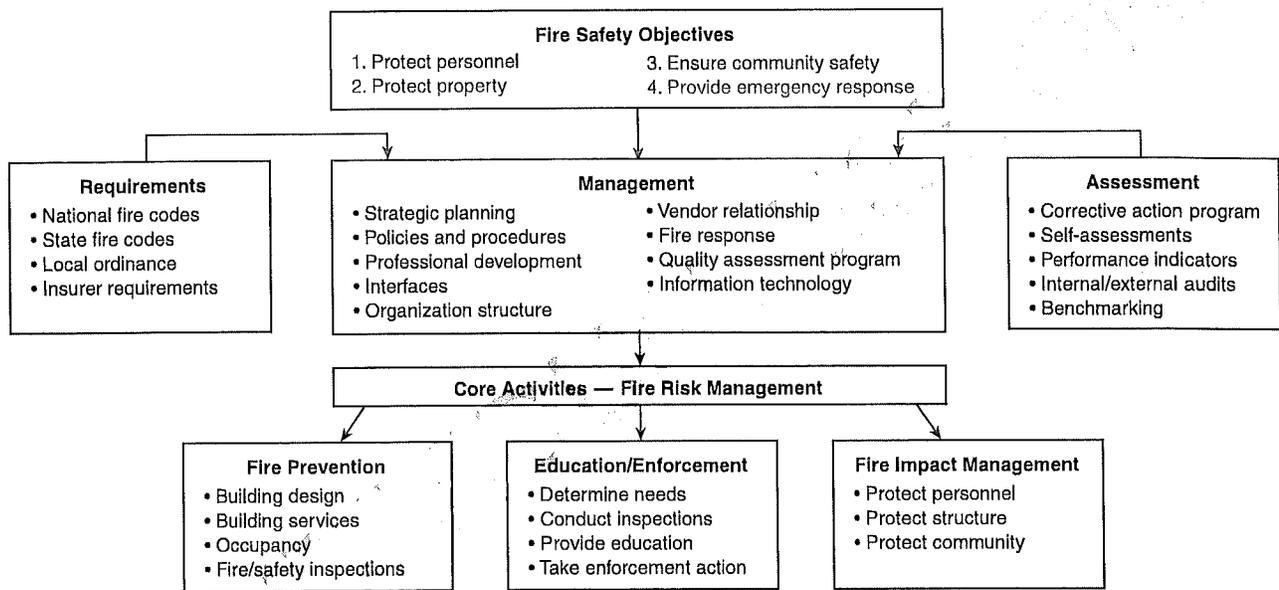


FIGURE B.1 Fire Department Process Map.

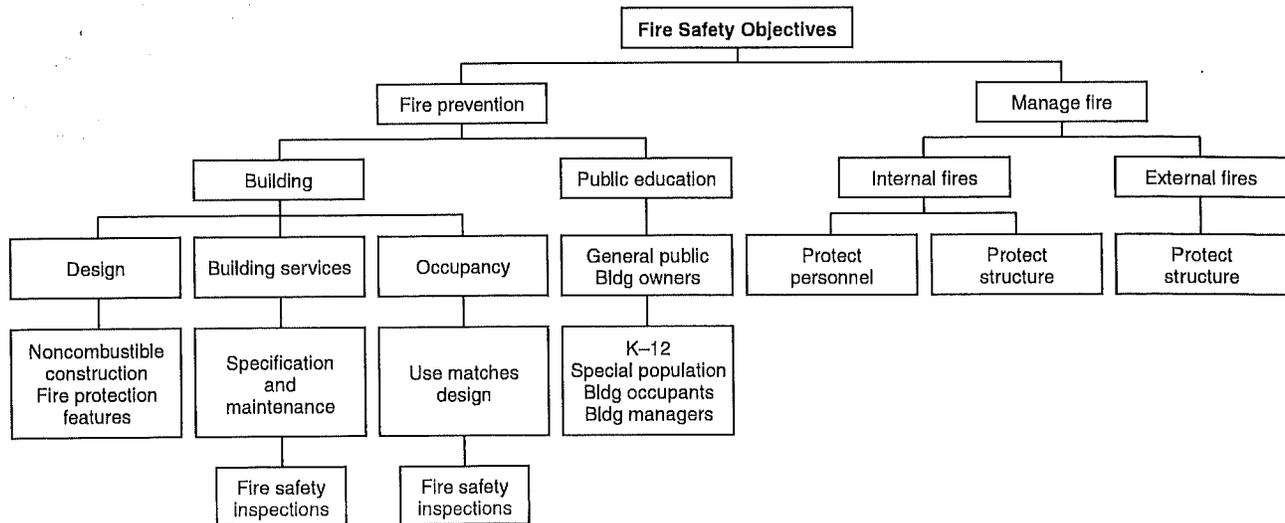


FIGURE B.1.2 Fire Safety Concepts for Fire Department Operations.

B.1.3 Fire prevention is not simply preventing fire. It is the systematic application of codes, standards, engineering principles, and an understanding of human behavior to achieve the objective of limiting the loss of life and property.

B.1.3.1 As outlined in NFPA 1, fire prevention includes egress, construction design, building services, fire protection, and occupancy. All of these elements work together to provide the occupants and fire department personnel with a level of fire safety not otherwise available.

B.1.3.2 By ensuring that each of these elements is balanced, the fire department can maintain a reasonable level of risk for the community and the department.

B.1.3.3 To provide risk management, the fire department must utilize all of the tools available. In order of preference, those tools are as follows:

- (1) Fire-safe design and construction
- (2) Suppression systems
- (3) Detection systems
- (4) Occupant fire prevention practices
- (5) Fire department-conducted fire-safety inspections
- (6) Fire rescue response

B.1.3.4 A structure designed and constructed to withstand the effects of fire is the most important asset in achieving fire risk management. A structure relying solely on fire rescue response offers the greatest challenge to the occupants and fire department personnel.

B.1.4 Fire impact management is the ability to manage the impact of a fire on occupants and structures. The participation of the fire department in the design, construction, maintenance, and use of a structure provides defense-in-depth against fire losses.

B.1.4.1 Structures that are designed with noncombustible construction, are protected with fire protection systems, and are routinely inspected to ensure appropriate occupant use are most likely to provide the lowest risk levels and therefore are the least difficult to manage.

B.1.4.2 Firefighting operations on fully compliant structures for which the firefighters know the occupancy conditions can be conducted with a plan that commits resources only as necessary to accomplish the pre-established goals.

B.1.4.3 Pre-established goals for each structure define the commitment of resources in order to limit risk to occupants, the structure, and fire department personnel.

Annex C Informational References

C.1 Referenced Publications. The documents or portions thereof listed in this annex are referenced within the informational sections of this standard and are not part of the requirements of this document unless also listed in Chapter 2 for other reasons.

C.1.1 NFPA Publications. National Fire Protection Association, 1 Batterymarch Park, Quincy, MA 02169-7471.

NFPA 1, *Fire Code*, 2018 edition.

NFPA 901, *Standard Classifications for Incident Reporting and Fire Protection Data*, 2016 edition.

NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2019 edition.

NFPA 1250, *Recommended Practice in Fire and Emergency Service Organization Risk Management*, 2015 edition.

NFPA 1500™, *Standard on Fire Department Occupational Safety, Health, and Wellness Program*, 2018 edition.

NFPA 1561, *Standard on Emergency Services Incident Management System and Command Safety*, 2014 edition.

NFPA 1600®, *Standard on Continuity, Emergency, and Crisis Management*, 2019 edition.

NFPA 1710, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*, 2020 edition.

NFPA 1730, *Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations*, 2019 edition.

Fire Protection Handbook, 20th edition.

C.1.2 Other Publications.

C.1.2.1 FEMA Publications. Federal Emergency Management Agency, U.S. Department of Homeland Security, 500 C Street, SW, Washington, DC 20472.

National Fire Incident Reporting System (NFIRS).

National Incident Management System, March 1, 2004, available at http://www.fema.gov/pdf/emergency/nims/nims_doc_full.pdf.

National Response Framework, January 2008, available at <http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf>.

C.1.2.2 U.S. Government Publications. U.S. Government Publishing Office, 732 North Capitol Street, NW, Washington, DC 20401-0001.

Fair Labor Standards Act (FLSA).

Title 29, Code of Federal Regulations, Part 1910, Section 120(q)(3), "Procedures for handling emergency response," April 3, 2006.

Title 29, Code of Federal Regulations, Part 1910, Section 134, "Respiratory protection," August 24, 2006.

C.1.2.3 Other Publications.

Office of the Ontario Fire Marshal, *Shaping the Future of Fire Ground Staffing and Delivery Systems within a Comprehensive Fire Safety Effectiveness Model*, 1993.

C.2 Informational References. (Reserved)

C.3 References for Extracts in Informational Sections.

NFPA 1221, *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2019 edition.

NFPA 1500™, *Standard on Fire Department Occupational Safety, Health, and Wellness Program*, 2018 edition.

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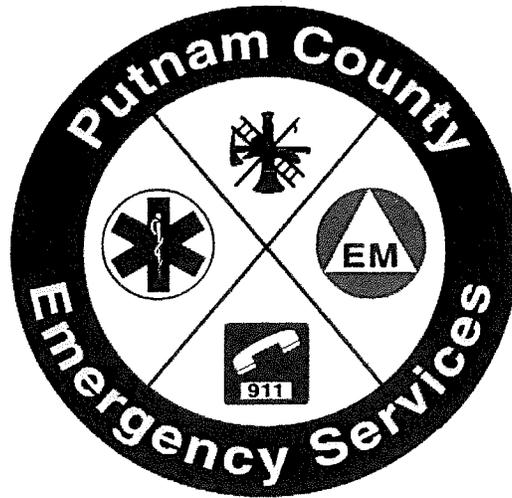
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APPENDIX 2

Volunteer Fire Service Personnel Incentive Program



**Putnam County
Volunteer Fire Service
Personnel Incentive Program**

Putnam County Volunteer Fire Service Personnel Incentive

This policy is intended to recognize active members of volunteer fire departments and to provide incentives to encourage continued participation and new membership.

Section 1

- A) Active members of a VFD who are on the department's roster shall be provided the following incentives when responding to a call upon dispatch from the Communications Center. Response shall be defined as arrival at the scene of the incident and reporting to command before cancellation.
- 1) Combat personnel (those who are certified to a Firefighter1 or Firefighter2) shall be paid eight (8) dollars for each call to which he/she responds.
 - 2) Support personnel shall be paid four (4) dollars for each call to which he/she responds and does not participate in the IDLH area at a scene.
 - 3) These incentives to the individual volunteer shall be paid quarterly.
- 1) The Volunteer Fire Department Chief or his designee shall be tasked with submitting all appropriate paperwork on a monthly basis to the Volunteer Fire Service Coordinator. Such paperwork and reports shall include, but are not limited to new applicants, incident run reports, equipment issues, etc. New applicant documentation must be completed and turned in to the Volunteer Fire Service Coordinator. After the background checks, medical exam and drug screen are successfully completed, and upon approval of the Fire Chief, the applicant will be added to the master roster and county benefits will begin. The individual designated with this responsibility shall be paid two hundred fifty (250) dollars per quarter.
 - 2) Volunteer fire department personnel who complete FF1 or FF2 training shall be paid a one-time compensation. Successful completion of training must be evidenced by presentation of a certificate issued by the State of Florida. Compensation shall be as follows:
 - (a) Successful completion of FF1 training or greater \$400

Section 2 Other Benefits Provided to Fire Department Member

Fire Service members will be provided with the following benefits in addition to those described elsewhere within the document:

- a) Worker's Compensation
- b) Volunteer Firefighter Insurance Services Accident and Sickness Policy
- c) Statutory Death Benefits
- d) Payment of registration, course and lab fees and books for volunteers enrolled in FF1 or FF2 training courses.

In order to properly document incentives which may be due to volunteers, the following must be completed:

Section 3 Incident Run Reports

Until the county incident reporting system is fully implemented, a paper report should be completed and turned in to the Volunteer Fire Service Coordinator.

- a) The Volunteer Fire Department agrees to fully complete a paper National Fire Incident Report (NFIRS) for each call it responds to. This will include a complete report with all responding members to the call in detail. These completed reports will be submitted to the Volunteer Fire Service Coordinator office within 15 days of the incident.
- b) All VFD using the paper report system must complete a fire service incentive monthly report. (The form will be provided by the county). The monthly report will contain the following information: Listing of each incident with run #, the date, the type of call, each member by name and classification and other pertinent information. This report shall be submitted to the Volunteer Fire Service Coordinator on a monthly basis, no later than the end of the following month.
- c) The VFD may use the county's computer fire reporting system (when available) to complete the incident report. This will be done on the county's computer network within seven (7) calendar days after completing the call. If the VFD chooses to use this method-b: above would not be required due to automatic update via the computer. Any day in which the county computer system is inoperative shall not be counted towards the seven (7) day period, provided the VFD has reported the computer system problem to the Volunteer Fire Service Coordinator. In the event the computer system is down a paper report would be required to fulfill the quarterly payment process.

Section 4 Quarterly Report

- a) Each VFD must complete a quarterly report which shall include each station's in-house training, current departmental member roster and other pertinent information which should be submitted to the Volunteer Fire Service Coordinator.

Note: Disputes regarding the number of calls to which an individual responded must be reconciled between the department chief and the individual.

Approved by the BOCC 09/27/2006

Effective Date October 2006

Putnam County Department of Emergency Services

Subject: Volunteer Fire Service Cadet Policy

Committee vote: 3/13/07

Approved By:

DAL

Date:

6-25-07